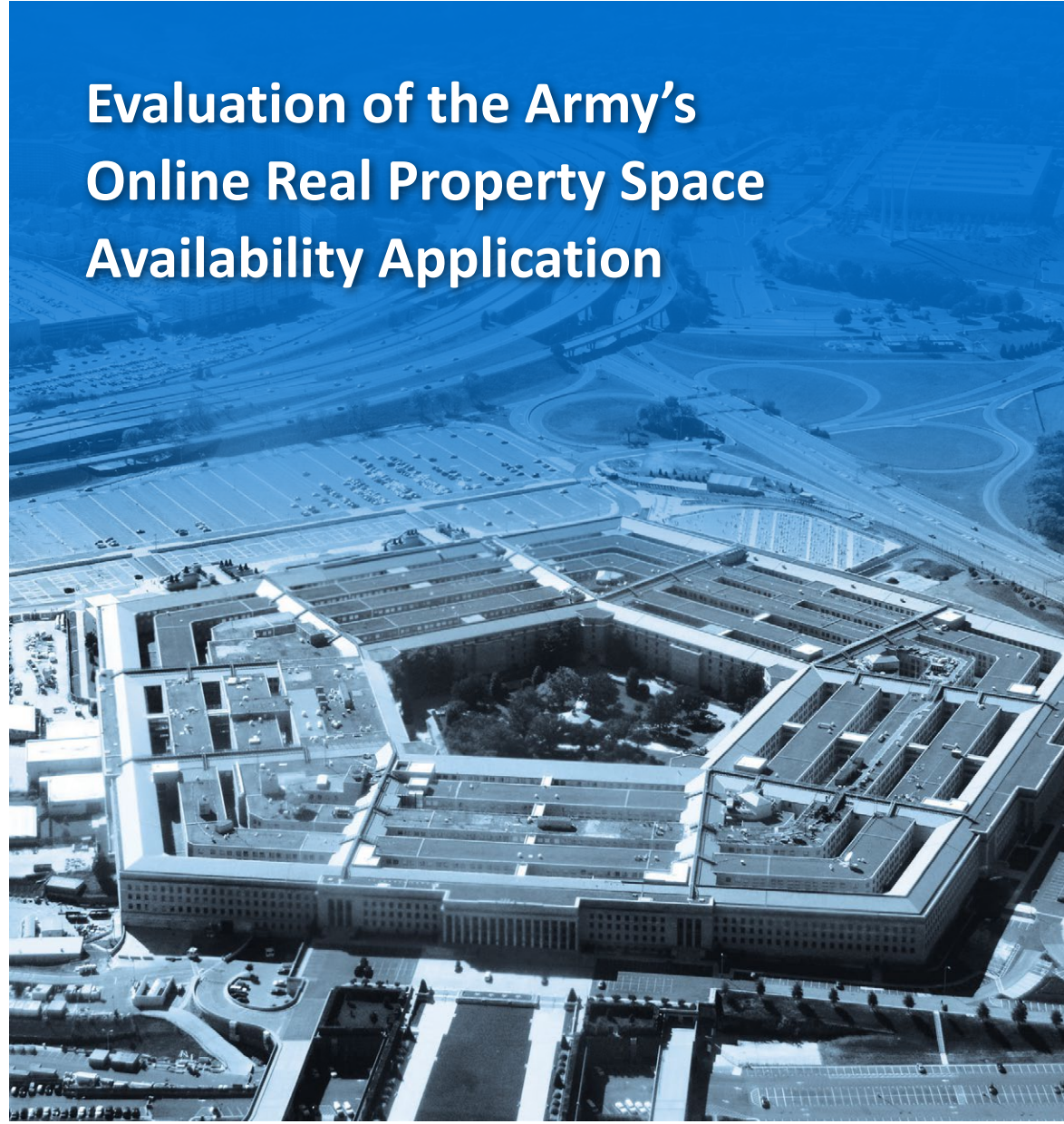# INSPECTOR GENERAL

U.S. Department of Defense

MARCH 8, 2023

Evaluation of the Army's Online Real Property Space Availability Application

INTEGRITY ★ INDEPENDENCE ★ EXCELLENCE

Results in Brief

Evaluation of the Army's Online Real Property Space Availability Application

Objective

The objective of this evaluation was to determine the extent to which the Army implemented the online Real Property Space Availability (RPSA) application to identify the existing inventory of space available at select Army installations, in accordance with the FY 2021 National Defense Authorization Act, Public Law 116-283, section 2866.[1] We self-initiated this evaluation to ensure the Army was on track to meet the requirements of section 2866, which aligns with the National Defense Strategy goal of finding greater efficiencies within the DoD.

Background

The Army has over 1 billion square feet of real property inventory within more than 143,000 buildings distributed across the world. When an organization looks for available space at an Army installation for a stationing or leasing action, the organization typically contacts multiple installations by telephone or e-mail to identify suitable facilities. Often the organization sends out a major data call to multiple installations and the installation officials manually populate the data elements associated with the particular action.

Section 2866 requires the Secretary of the Army to establish a pilot program for the development of an online real estate tool to identify the existing inventory of space available at Army installations selected by the Secretary.

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[1] Public Law 116-283, the "William M. (Mac) Thornberry National Defense Authorization Act for 2021," January 1, 2021; section 2866, "Department of the Army Pilot Program for Development and Use of Online Real Estate Inventory Tool."

Background (cont'd)

In addition, section 2866 requires the Secretary of the Army to, among other things:

- evaluate the tool at 5 to 10 Army installations;
- protect sensitive or classified information from being included with the online inventory tool; and
- evaluate the pilot program and report to Congress by February 15, 2025.

Finding

Army officials made progress establishing the online RPSA application in accordance with section 2866. Specifically, Army officials developed a proof of concept for the pilot program that includes milestones for the implementation of the online RPSA application, selected 10 installations to evaluate the online RPSA application, and consulted officials from the General Services Administration (GSA) and the Office of the Assistant Secretary of Defense (Energy, Installations, and Environment – OASD[EI&E]) before developing the RPSA application.[2] In addition, in June 2021, Army officials started developing a layered security framework and policy that would require the pilot sites to use the online RPSA application. To date, Army officials have completed the initial required steps that set them on the path to meet the 2025 congressional reporting requirement.

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[2] Section 2866 requires the Secretary of the Army to consult the GSA and the Assistant Secretary of Defense (Sustainment). The Office of the Deputy Assistant Secretary of Defense (Real Property) reported to the Office of the Assistant Secretary of Defense (Sustainment) in January 2021. However, Public Law 116-283, "the FY 2021 National Defense Authorization Act," section 904, "Assistant Secretary of Defense for Energy, Installations, and Environment," January 1, 2022, reestablished the position of the Assistant Secretary of Defense (Energy, Installations, and Environment). As of February 2022, the Office of the Deputy Assistant Secretary of Defense (Real Property) reports to the Assistant Secretary of Defense (Energy, Installations, and Environment). The 10 installations are Rock Island Arsenal, Illinois; Fort Knox, Kentucky; Fort Benning, Georgia; Redstone Arsenal, Alabama; Devens Reserve Forces Training Area, Massachusetts; White Sands Missile Range, New Mexico; Fort Meade, Maryland; Detroit Arsenal, Michigan; Fort Rucker, Alabama; and Parks Reserve Forces Training Area, California.

Recommendations

We recommend that the Army Deputy Chief of Staff, G-9, continue implementing the layered security framework to prevent unauthorized access to sensitive or classified location data in the online RPSA application.

We also recommend that the Assistant Secretary of the Army (Installations, Energy, and Environment) complete and implement policy that would require the pilot sites to use the online RPSA application to query for existing inventory before agreeing to military construction or off-post leases.

Management Comments and Our Response

Army leaders who responded agreed to take actions that meet the intent of our recommendations.

Please see the Recommendations Table on the next page for the status of the recommendations.

Recommendations Table

Management	Recommendations Unresolved	Recommendations Resolved	Recommendations Closed
Army, Deputy Chief of Staff, G-9	None	1	None
Assistant Secretary of the Army (Installations, Energy, and Environment)	None	2	None

Please provide Management Comments by April 10, 2023.

Note: The following categories are used to describe agency management's comments to individual recommendations.

- **Unresolved** – Management has not agreed to implement the recommendation or has not proposed actions that will address the recommendation.

- **Resolved** – Management agreed to implement the recommendation or has proposed actions that will address the underlying finding that generated the recommendation.

- **Closed** – DoD OIG verified that the agreed upon corrective actions were implemented.

INSPECTOR GENERAL
DEPARTMENT OF DEFENSE
4800 MARK CENTER DRIVE
ALEXANDRIA, VIRGINIA 22350-1500

March 8, 2023

MEMORANDUM FOR ASSISTANT SECRETARY OF DEFENSE (ENERGY,
INSTALLATIONS, AND ENVIRONMENT
ASSISTANT SECRETARY OF THE ARMY (INSTALLATIONS,
ENERGY, AND ENVIRONMENT)

SUBJECT: Evaluation of the Army's Online Real Property Space Availability Application
(Report No. DODIG-2023-055)

This final report provides the results of the DoD Office of Inspector General's followup
evaluation. We provided copies of the draft report and requested written comments on
the recommendations. We considered management's comments on the draft report when
preparing the final report. These comments are included in the report. The Chief of the
Real Property Asset Management Directorate, responding for the Army Deputy Chief of Staff, G-9,
and the Deputy Assistant Secretary of the Army (Installations, Housing, and Partnerships),
responding for the Assistant Secretary of the Army (Installations, Energy, and Environment),
agreed to address the recommendations presented in the report; therefore, we consider the
recommendations resolved and open. As described in the Recommendations, Management
Comments, and Our Response section of this report, we will close the recommendations
when you provide us documentation showing that all agreed-upon actions to implement the
recommendations are completed. Therefore, please provide us within 90 days your response
concerning specific actions in process or completed on the recommendations. Send unclassified
responses to ███████████.

We appreciate the cooperation and assistance received during the evaluation. If you have any
questions, please contact ████████████████████.

FOR THE INSPECTOR GENERAL:

Maurice L. Foster
Acting Assistant Inspector General for Evaluations
Program, Combatant Commands, and Overseas
Contingency Operations

Contents

Introduction

Objective

The objective of this evaluation was to determine the extent to which the Army implemented the online Real Property Space Availability (RPSA) application to identify the existing inventory of space available at select Army installations. We self-initiated this evaluation to ensure the Army was on track to meet the requirements of the FY 2021 National Defense Authorization Act, Public Law 116-283, section 2866, which aligns with the National Defense Strategy goal of finding greater efficiencies within the DoD. See Appendix A for the Scope and Methodology and the Glossary for a definition of the technical terms used in this report.

Background

The Army has more than 143,000 buildings around the world containing a total of over 1 billion square feet of space. When an Army organization looks for available space at an Army installation for a stationing or leasing action, the organization typically contacts multiple installations by telephone or e-mail to identify suitable facilities. Often the organization sends out a data call to multiple installations, and installation officials manually populate the data elements associated with the particular action.

According to Army officials, reliance on manual data calls is not reasonable, with dozens of stationing actions occurring annually. In addition, manual data calls do not make it easier for the Army to improve the use of its real property. For example, according to Army officials, Rock Island Arsenal, Illinois officials have been working for decades to identify ways to outlease or otherwise partner with other entities to increase the use of Rock Island Arsenal's underused facilities.

Pilot Program Requirements

Section 2866 requires the Secretary of the Army to establish a pilot program to develop an online real estate tool to identify the existing inventory of space available at Army installations selected by the Secretary.

In addition, section 2866 requires the Secretary of the Army to:

- evaluate the online inventory tool at not less than 5, but not more than 10, Army installations;

- consult the Administrator of the General Services Administration (GSA) and the Assistant Secretary of Defense (Sustainment);[3]

- consider innovative approaches, including the use of commercial off-the-shelf (COTS) technologies; and

- protect sensitive or classified information from being included with the online inventory tool.

Furthermore, section 2866 requires the Army to submit a report to Congress evaluating the success of the pilot program by February 15, 2025.

Congress also required the Secretary of the Army to provide a report to the House and Senate Appropriations Committees that included a list of installations selected for the pilot program and an outline for the deployment of the tool to the selected installations by May 1, 2021.[4] The Army issued a report to Congress titled "Proof of Concept: Program for Online Real Estate Inventory Tools," June 15, 2021. We determined that the proof of concept included a list of installations selected for the pilot program and an outline for deploying the tool.

The Online Real Property Space Availability Application

The Office of the Assistant Secretary of the Army (Installations, Energy, and Environment) (OASA[IE&E]), on behalf of the Secretary of the Army, led the effort to establish the pilot program to develop the online real estate tool. The OASA(IE&E) collaborated with other Army offices to develop the online real estate tool, including the Offices of the Deputy Assistant Secretary of the Army (Installations, Housing, and Partnerships) and the Deputy Chief of Staff (DCS), G-9. The Army named the tool the online Real Property Space Availability (RPSA) application. The purpose of the online RPSA application is to determine how the Army uses its existing space for missions and requirements and how the Army can make better use of that space. According to Army officials, the online RPSA application will have some similarities to a public multiple listing service with various search criteria to assist in finding available space.[5]

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[3]   Section 2866 requires the Secretary of the Army to consult the GSA and the Assistant Secretary of Defense (Sustainment). The Office of the Deputy Assistant Secretary of Defense (Real Property) reported to the Office of the Assistant Secretary of Defense (Sustainment) in January 2021. However, Public Law 116-283, "the FY 2021 National Defense Authorization Act," section 904, "Assistant Secretary of Defense for Energy, Installations, and Environment," January 1, 2022, reestablished the position of the Assistant Secretary of Defense (Energy, Installations, and Environment). As of February 2022, the Office of the Deputy Assistant Secretary of Defense (Real Property) reports to the Assistant Secretary of Defense (Energy, Installations, and Environment).

[4]   The Army selected the following pilot sites: Rock Island Arsenal, Illinois; Fort Knox, Kentucky; Fort Benning, Georgia; Redstone Arsenal, Alabama; Devens Reserve Forces Training Area, Massachusetts; White Sands Missile Range, New Mexico; Fort Meade, Maryland; Detroit Arsenal, Michigan; Fort Rucker, Alabama; and Parks Reserve Forces Training Area, California.

[5]   A public multiple listing service allows users to learn about and share property listings.

The Army is modifying a key existing business system called the enterprise Proactive Real-Property Interactive Space Management System (ePRISMS), a geospatial building space management tool developed in 1998, to create the online RPSA application. The ePRISMS is the Army's enterprise solution to manage its use of space. The Army already has several hundred million square feet of space scanned into ePRISMS.

The online RPSA application contains several key elements to allow it to perform many of the functions of an online multiple listing service used by commercial and residential real estate brokers to help compare available real estate supply with demand. One of the most critical aspects of commercial and residential multiple listing service systems is that they are interactive, allowing a person seeking a real estate solution to continuously refine the search parameters, and see in real time how those adjusted search parameters affect the availability, cost, size, and other amenities of the listed inventory. The Figure shows a screenshot of the online RPSA application and some of its capabilities.

Figure. Online Real Property Space Availability Application Capabilities
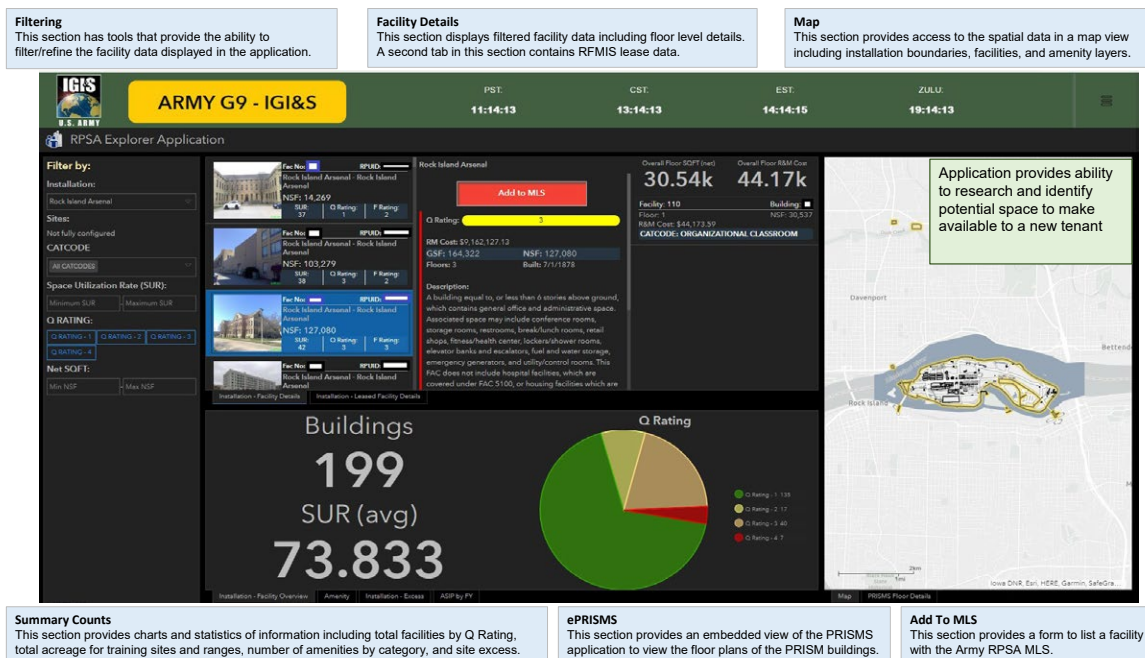
Source: U.S. Department of the Army, Deputy Chief of Staff, G-9, Installation Geospatial Information and Services, "Real Property Space Availability (RPSA) Overview," July 2022.

Each installation selected has a pilot site representative who is responsible for reviewing products and providing recommendations to enhance the online RPSA application user experience. The pilot site representatives submitted spatial data to DCS, G-9, representatives to help develop the pilot for the RPSA application.

GSA Real Estate Services

The GSA provides workspace and related services for over 100 Federal client agencies serving more than 1 million workers through the GSA's Public Buildings Service. If suitable space in the government inventory is not available, the GSA leases space in privately owned buildings. The GSA created the Federal Real Property Profile Management System (formerly known as the Federal Real Property Profile) in accordance with Executive Order 13327 to be the Government's "database of all real property under the custody and control of all Executive branch agencies, except when otherwise required for reasons of national security."[6]

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[6] Executive Order 13327, "Federal Real Property Asset Management,'' February 6, 2004.

Finding

Army Officials Made Progress Establishing the Online RPSA Application

Army officials made progress establishing the online RPSA application to identify the existing inventory of space available at select Army installations (pilot sites) in accordance with section 2866 of the FY 2021 National Defense Authorization Act. Army officials developed a proof of concept for the pilot program that includes milestones for the implementation of the online RPSA application. Specifically, to implement requirements from section 2866, Army officials:

- established selection criteria to identify installations as pilot sites that will serve as the initial users of the application;
- selected 10 installations to evaluate the online RPSA application;
- consulted officials from the GSA and the Office of the Assistant Secretary of Defense (Energy, Installations, and Environment (OASD[EI&E]); and
- began to develop the online RPSA application using COTS technology.

In addition, in June 2021, Army officials started developing the following in accordance with section 2866 and the proof of concept:

- a layered security framework to prevent unauthorized access to sensitive or classified location data in the online RPSA application; and
- policy that would require the pilot sites to use the online RPSA application to query for existing inventory before agreeing to military construction or off-post leases.

As of December 2022, Army officials completed the initial required steps to set them on the path to meet the 2025 congressional reporting requirement. It is vital that Army management validate the accuracy of inventory information in the online RPSA application and continue consulting officials from the GSA and the OASD(EI&E) when necessary, as required by section 2866, to:

- achieve efficiencies in real estate property management consistent with the National Defense Strategy goal of finding greater efficiencies within DoD operations;
- provide a means to better market to the public information regarding available space at Army installations for better use of such space;
- provide a means to better quantify existing space available at Army installations; and
- provide a means to explain how the space is used for current missions and requirements.

Army Officials Made Progress Establishing the Online RPSA Application in Accordance with Section 2866

Army officials developed a proof of concept for the pilot program that includes milestones for the implementation of the online RPSA application. In addition, Army officials:

- established selection criteria to identify installations as pilot sites that will serve as the initial users of the application;
- selected 10 installations to evaluate the online RPSA application;
- consulted officials from the GSA and the OASD(EI&E); and
- began to develop the online RPSA application using COTS technology.

The Army Developed a Proof of Concept for Its Pilot Program

Army officials developed a proof of concept for the pilot program that includes milestones for implementing the online RPSA application. According to the Consolidated Appropriation Act, 2021, Public Law 116–260, by May 1, 2021, the Secretary of the Army was required to provide a report to the House and Senate Appropriations Committees that included a list of installations selected for the pilot program and an outline for deploying the tool at the selected installations.

On June 15, 2021, Army officials provided a proof of concept report to Congress regarding the development of the online RPSA application. The proof of concept report contained the following:

- selection criteria for the initial participating installations (pilot sites) that will use the online RPSA application;
- application of the selection criteria;
- a list of initial pilot sites selected; and
- the plan for deploying the online RPSA application.

The Army's Deployment Milestones

The Army established three project phases to develop and fully operate the online RPSA application. The first project phase began in the 4th quarter of FY 2021. According to the proof of concept, the initial phase will provide a fully functional online RPSA application that will meet the primary objectives in assisting the Army with using its space within fence boundaries and in leases. The Army's intent is to steadily build and expand its registered users to include the Army, the other Military Services, Defense Agencies, Field Activities, GSA, and eventually private sector (public) registered users.

According to the proof of concept, the second phase will focus on enhancements to the online RPSA application and began in the 3rd quarter of FY 2022. Some enhancements will improve the functionality and tracking through various degrees of automation of the online RPSA application's data. Comments stemming from live users' feedback will be prioritized with internal enhancements to improve the overall functionality of the online RPSA application during the second phase.

Working in parallel to the configuration of the online RPSA application, the Army is coordinating a partial data collection, validation, and several updates to ePRISMS. The Installation Geospatial Information and Services staff and support teams will provide general management of the online RPSA application. Data services required to support the online RPSA application are included in existing contractual work being completed to support the DCS, G-9. Because ePRISMS does not include data for all Army space, the plan includes collecting and entering new information, conducting a full survey, creating floorplans, and training on using the system. To help ensure the accuracy of the data in the online RPSA application, Army officials will continue to collect, validate, and update data in ePRISMS.

Throughout this process, led by contracted teams, the DCS, G-9, Installation Geospatial Information and Services staff will coordinate with Installation Geospatial Information and Services command leads at pilot sites to validate their spatial data as current. The DCS, G-9, will also form working groups across the pilot sites to review entries, user experiences, processes, and workflows. To support data verification and accuracy, the RPSA tool uses data from existing real property business systems. The RPSA tool generates only new data unique to the listing process.

The Army finished the initial development of the online RPSA application and began testing by the end of calendar year 2022 with registered users at pilot sites. Army users officially entered the first listing that appears in the online RPSA application on August 31, 2022. During this phase of the proof of concept, the Army limited access to specific users.

The third phase began in FY 2023 and focuses on minor adjustments and general maintenance to keep the application functional and adapt to any Army changes in requirements. Policy on mandatory use of the online RPSA application and guidance to the pilot sites on how to provide the required notifications and certifications will be issued by the end of FY 2023.

Army officials stated that it should be possible to expand to a set of initial DoD organizations beginning in the 3rd quarter of FY 2023. The earliest the Army anticipates expanding to public listing is the end of calendar year 2023.

The Army Developed Selection Criteria to Identify the Pilot Sites

Army officials established selection criteria to identify installations as pilot sites that will serve as the initial users of the application. Section 2866 requires the Secretary of the Army to select not less than 5, but not more than 10, appropriate Army installations to evaluate the online inventory tool.

According to the proof of concept, the Army's intent is to field the online RPSA application in two equal phases instead of selecting all 10 installations at once. Army officials developed the following selection criteria for pilot sites that will use the online RPSA application:

- include Rock Island Arsenal, Illinois, since installation personnel met with their congressional delegation and chamber of commerce, which was important in the passage of section 2866;

- at least one Reserve component participant;

- all three Installation Management Command continental U.S. Directorates (Readiness, Sustainment, and Training);

- at least three with quality ePRISMS data that can be put into use right away;

- at least two installations with known available real property assets that are looking to gain new tenants;

- at least two installations with crowded conditions and a need to divest some lower priority existing tenants to make room for growing or incoming higher priority future tenants;

- at least one installation with a good mix of real property assets of interest to other DoD entities;

- at least one installation with assets of interest to other Federal agencies;

- at least one asset located within at least one installation of potential interest to the private sector;

- local installation interest in participating and commitment from the Army senior commander to make the online RPSA application pilot successful; and

- concurrence from Army installation management enterprise senior leaders and continental U.S.-based land holding commands: OASA(IE&E); Office of the DCS, G-9; Army Materiel Command and Installation Management Commands; the Army National Guard; and Office of the Chief of the U.S. Army Reserve.[7]

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[7] According to Army Regulation 210-27, "Basic Policies and Principles for Carrying Out an Economic Adjustment Program," June 14, 2017, Army land holding commands are the Army Installation Management Command, Army Materiel Command, Army National Guard Bureau, and Army Reserve Command.

The Army Selected the Pilot Sites to Evaluate the Online RPSA Application

Army officials selected 10 installations to evaluate the online RPSA application. According to the proof of concept, Army officials initially examined the quantity and quality of 51 installations' ePRISMS data. The ePRISMS data set contained detailed electronically scanned or mapped floor plans for approximately 42,000 facilities and approximately 472 million square feet, which, according to Army officials, represented 62.5 percent of the total square footage of the 51 installations. According to Army officials, next they identified the top 16 of the 51 installations that had the best quantity and quality of data in ePRISMS, and applied the selection criteria to the 16 installations.

Army officials initially selected the following five installations to evaluate the online RPSA application: Rock Island Arsenal, Illinois; Fort Knox, Kentucky; Fort Benning, Georgia; Redstone Arsenal, Alabama; and Devens Reserve Forces Training Area, Massachusetts. See Table 1 for a description of the selection criteria.

Table 1. Description of the Selection Criteria

Selection Criteria	Description of the Criteria
Known available assets to support stationing or lease consolidation	Installations with known available real property assets that are looking to gain new tenants (or exit out of existing leases by returning leased activities back to Army-owned space).
Need to divest lower priority tenants to make room for higher priority tenants	Installations with crowded conditions and a need to divest some lower priority existing tenants to make room for growing or incoming higher priority future tenants.
High-quality ePRISMS data	Installations with quality ePRISMS data that the installation could use immediately.
Good mix of assets for other DoD organizations	Installation with a good mix of assets of interest to other DoD entities.
Good mix of assets for other Federal agencies	Installation with assets of interest to other Federal Agencies.
Good mix of assets for private sector	Installation with assets of potential interest to the private sector.
Local commitment	Local installation (garrison) interest in participating and Army senior commander commitment to make the pilot successful.

Source: U.S. Department of the Army Report to Congress, "Proof of Concept: Program for Online Real Estate Inventory Tools," June 15, 2021.

See Table 2 for a summary of the selection criteria Army officials applied to the five installations.

Table 2. Summary of Criteria Army Officials Applied to the Selected Installations

Installation	Component/ Directorate	Known Available Assets to Support Stationing or Lease Consolidation	Needs to Divest Lower Priority Tenants to Make Room for Higher Priority Tenants	High Quality ePRISMS Data	Good Mix of Assets for Other DoD Organizations	Good Mix of Assets for Other Federal Agencies	Good Mix of Assets for Private Sector	Local Commitment
Rock Island Arsenal	Sustainment	Yes	No	No	Yes	Yes	Yes	Yes
Fort Knox	Training	Yes	No	Yes	Yes	Yes	Yes	Yes
Fort Benning	Training	Yes	Yes	Yes	Yes	Maybe	No	Yes
Red Stone Arsenal	Sustainment	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Devens Reserve Forces Training Area	U.S. Army Reserve	Yes	No	Yes	Yes	Yes	Yes	Yes

Source: U.S. Department of the Army Report to Congress, "Proof of Concept: Program for Online Real Estate Inventory Tools," June 15, 2021.

The DCS, G-9, tasked the Installation Management Command headquarters and Army Reserve headquarters to select five additional pilot sites using their own criteria. Then the Army added the following five installations to evaluate the online RPSA application: White Sands Missile Range, New Mexico; Fort Meade, Maryland; Detroit Arsenal, Michigan; Fort Rucker, Alabama; and Parks Reserve Forces Training Area, California.

The Army Consulted the GSA and the OASD(EI&E) Before Developing the Online RPSA Application

In January 2020, Army officials at the OASA(IE&E) consulted officials from the GSA and the OASD(EI&E) before developing the RPSA application, as required by section 2866. According to Army officials, the Army spent 2021 and 2022 selecting the first set of pilot sites, developing the online RPSA applications within ePRISMS, and collecting additional interior geospatial data to include in ePRISMS; therefore, additional meetings would have been premature. OASD(EI&E) officials agreed that additional meetings were not necessary because Congress tasked the Army with the development of the online RPSA application. In addition, Army

and GSA officials mutually agreed that the GSA did not have a role in developing the application. However, GSA personnel can obtain authorized user accounts and search the online RPSA application listings that they are authorized to view. The Army provided a demonstration of the online RPSA application to OASD(EI&E) and GSA personnel on October 12, 2022.

The Army Used COTS Technology to Develop the Online RPSA Application

Army officials began to develop the online RPSA application using COTS technology. Section 2866 states that the Secretary of the Army must consider the use of COTS to establish the pilot program. To populate the data in the RPSA, the Army is using multiple business systems, including the Geospatial Information Systems application, which is a COTS within ePRISMS. The Geospatial Information Systems application allows the Army to use spatial data collocated with other Army systems within ePRISMS to discover potential space that may be made available for new tenants.

The Army Is Addressing Security and Developing Policy

In June 2021, Army officials started developing the following in accordance with section 2866 and the proof of concept:

- a layered security framework to prevent unauthorized access to sensitive or classified location data in the online RPSA application; and
- policy that would require the pilot sites to use the RPSA application to query for existing inventory before agreeing to military construction or off-post leases.

The Army Took Steps to Develop a Layered Security Framework to Protect Sensitive Online RPSA Application Data

The Army took steps to develop a layered security framework to prevent unauthorized access to sensitive or classified location data in the online RPSA application, as required by section 2866. The law also requires the Secretary of the Army to develop appropriate levels of access for private sector users of the online RPSA application.

The DoD real property inventory data at the constructed asset level are categorized as Controlled Unclassified Information.[8] The ePRISMS is located in an Amazon Web Services GovCloud that requires both a DoD Common Access Card and registration process verifying need to access. In the later phase of the online RPSA application

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[8] A constructed asset is a separate and individual building, structure, or other constructed real property improvement.

pilot project, the Army considered creating a second application in a public forum with a limited data set intended for use by the non-military commercial sector. Army officials stated that as of January 2023, the Army had created a functioning application in a public-facing forum, but had not populated the application with listings.

As an example of the access controls, before gaining access to any content in the online RPSA application, in July 2022 the DoD OIG team was required to register on the Army's Installation Geospatial Platform website. Once approved to access the online RPSA application, a link to gain access to the online RPSA application was provided by the DCS, G-9, Installation Geospatial Information and Services staff. A Common Access Card was then required to access the online RPSA application homepage and the suite of applications used to explore, submit, and approve for listing excess building and potential space.

The Army Will Develop Online RPSA Application Use Policy for Pilot Sites and Beyond in Later Phases of the Pilot

Section 2866 requires the Secretary of the Army to develop policy requiring the pilot sites to use the online RPSA application to query for existing inventory before agreeing to military construction or off-post leases.

According to Army officials, an overall Army-wide "use policy" has not been issued yet because the Army is still building and testing the online RPSA application. The Army plans to issue broad guidance once the online RPSA application is "live" and populated with enough listings to make mandatory searches of the application useful and productive. The Army finished the initial development of the online RPSA application and began testing by the end of calendar year 2022 with registered users at pilot sites. The third phase will begin in FY 2023 and focus on minor adjustments and general maintenance to keep the application functional and adapt to any Army changes in requirements. Therefore, policy on mandatory use of the online RPSA application and guidance to the pilot sites on how to provide the required notifications and certifications will be issued by the end of FY 2023.

In the meantime, the Army has adjusted or proposed adjustments to existing policies and Army Regulations, where appropriate, to set conditions for the future mandatory use of the online RPSA application. Some examples of proposed adjustments to existing policies include the following.

- **Army Facility Investment Guidance Annual Update** for Program Objective Memorandum 24-28, August 5, 2021, discusses pilot sites using the online RPSA application to create searchable listings and query existing underused facilities for mission suitability before considering any military construction or off-post leases.

- **Draft Army Facility Investment Guidance Annual Update** for Program Objective Memorandum 25-29, for GS-15 or O-6 review as of June 14, 2022, also discusses pilot sites using the online RPSA application to create searchable listings and query existing underused facilities for mission suitability before considering any military construction or off-post leases.

- **Draft revision of Army Regulation 5-10 (Stationing)** for GS-15 or O-6 review. OASA(IE&E) officials proposed comments for inclusion that would mandate use of the online RPSA application and inclusion of results in Army Stationing Summaries prepared under Army Regulation 5-10. The OASA(IE&E) submitted comments on March 28, 2022.

- **Army Installations Strategy Implementation Plan, FY 2022-2024,** June 29, 2022, contains the following task: "Stationing Integration: Develop an action plan by the end of FY 2023 leading to full integration of installation requirements by 2035 in Army stationing, signature modernization efforts, weapons system fielding, and rapid acquisition processes and review forums."

- **The Army Business Management Plan 2021–2025** was signed in April 2021 by the Senior Official Performing the Duties of the Under Secretary of the Army. It contains a series of reforms to be implemented by 2025. One reform, "Stationing for a Modernizing Army," contains an initial plan of actions and milestones, which lists four main tasks and multiple subtasks that directly pertains to the online RPSA application.

- **Army Regulation 210-20, "Real Property Master Planning for Army Installations,"** May 16, 2005, set conditions so that ePRISMS use data are kept up to date. Current, accurate data are a crucial enabler for the online RPSA application to function as intended. The Army added to the current draft rewrite of section 1-15, subsection a, "Commanders of landholding commands will … ensure adequate resources are available for installation commanders to prepare and maintain Real Property Master Plans and keep the Real Property Planning and Analysis System and ePRISMS data current."

- **Draft Army Infrastructure Investment Strategy** was staffed at the GS-15 or O-6 level, which corresponds to a task of the published Army Installation Strategy Implementation Plan. Within the draft Strategy is "Enabler #3: Integration of Asset Management Tools," which includes a discussion of the online RPSA application and the forthcoming "use policy" required by section 2866.

Conclusion

As of December 2022, Army officials completed the initial required steps that set them on the path to meet the 2025 congressional reporting requirement. It is vital that Army management validate the accuracy of inventory information in the online RPSA application and continue consulting officials from the GSA and the OASD(EI&E) when necessary, as required by section 2866, to:

- achieve efficiencies in real estate property management consistent with the National Defense Strategy goal of finding greater efficiencies within DoD operations;

- provide a means to better market to the public information regarding available space at Army installations for better use of such space; and

- provide a means to better quantify existing space available at Army installations and how it is used for current missions and requirements.

Recommendations, Management Comments, and Our Response

Recommendation 1

We recommend that the Army Deputy Chief of Staff, G-9, continue implementing the layered security framework to prevent unauthorized access to sensitive or classified location data in the online Real Property Space Availability application.

Army Deputy Chief of Staff, G-9, Comments

The Chief of the Real Property Asset Management Directorate, responding for the Army Deputy Chief of Staff, G-9, agreed and stated that the RPSA program will remain diligent in implementing layered security to prevent unauthorized access to sensitive or classified location data by complying with the Federal Information Security Modernization Act and maintaining other best practices.[9]

Our Response

Comments from the Chief of the Real Property Asset Management Directorate addressed the specifics of the recommendation; therefore, the recommendation is resolved and open. We will close the recommendation once we verify that the Chief of the Real Property Asset Management Directorate implemented the layered security framework to prevent unauthorized access to sensitive or classified location data in the online RPSA application.

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[9] The Federal Information Security Modernization Act is a law that establishes a framework of rules and security standards to preserve Federal information and procedures. The Act requires Federal agencies and others to design, record, and implement agency-wide information security strategies that should be capable of safeguarding confidential material.

Recommendation 2

We recommend that the Assistant Secretary of the Army (Installations, Energy, and Environment) complete and implement policy that would require the pilot sites to use the online Real Property Space Availability application to query for existing inventory before agreeing to military construction or off-post leases.

Assistant Secretary of the Army (Installations, Energy, and Environment) Comments

The Deputy Assistant Secretary of the Army (Installations, Housing, and Partnerships), responding for the ASA(IE&E), agreed and stated that an overarching policy memo, tentatively titled "Fiscal Year 2023 Real Property Space Availability (RPSA) Use Policy," is being drafted to implement the recommendation. The Deputy Assistant Secretary also stated that the office will continue to work with the DCS, G-3, G-5, and G-7, to incorporate the RPSA application use policy into ongoing revisions of Army Regulation 5-10, "Stationing," which are expected to become final in 2023. The estimated completion date for implementing policy requiring the pilot sites to use the RPSA application is April 2023.

Our Response

Comments from the Deputy Assistant Secretary of the Army (Installations, Housing, and Partnerships) addressed the specifics of the recommendation; therefore, the recommendation is resolved and open. We will close the recommendation once we verify that the Deputy Assistant Secretary completed and implemented policy requiring the pilot sites to use the RPSA application to query for existing inventory before agreeing to military construction or off-post leases.

Appendix

Scope and Methodology

We conducted this evaluation from June 2022 through February 2023 in accordance with the "Quality Standards for Inspection and Evaluation," published in December 2020 by the Council of the Inspectors General on Integrity and Efficiency. Those standards require that we adequately plan the evaluation to ensure that objectives are met and that we perform the evaluation to obtain sufficient, competent, and relevant evidence to support the findings, conclusions, and recommendations. We believe that the evidence obtained was sufficient, competent, and relevant to lead a reasonable person to sustain the findings, conclusions, and recommendations.

The objective and scope of this evaluation was to determine the extent to which the Army implemented the online RPSA application to identify the existing inventory of space available at select Army installations. We also determined whether the actions taken or planned to implement the online RPSA application were aligned with congressional requirements to establish a pilot program for the development of the online RPSA application. We reviewed the Army's coordination efforts with the GSA and the OASD(EI&E). In addition, we reviewed planned and finalized policy regarding the use of the online RPSA application.

To determine whether the online RPSA application pilot was progressing, we reviewed the following.

- Public Law 116–283, the "William M. (Mac) Thornberry National Defense Authorization Act for 2021," January 1, 2021, section 2866, "Department of the Army Pilot Program for Development and Use of Online Real Estate Inventory Tool"
- Public Law 116–260, the "Consolidated Appropriations Act, 2021," December 27, 2020
- Executive Order 13327, "Federal Real Property Asset Management," February 6, 2004
- Army Regulation 210-27, "Basic Policies and Principles for Carrying Out an Economic Adjustment Program," June 14, 2017
- Army Regulation 5-10, "Stationing," August 20, 2010
- Army Regulation 210-20, "Real Property Master Planning for Army Installations," May 16, 2005

Additionally, we interviewed or obtained information from personnel from the following offices.

- General Services Administration
- Office of the Assistant Secretary of Defense (Energy, Installations, and Environment)
- Office of the Assistant Secretary of the Army (Installations, Energy, and Environment)
- Office of the Deputy Assistant Secretary of the Army (Installations, Housing, and Partnerships)
- Office of the Army DCS, G-9
- Pilot site representatives from Forts Benning, Devens, and Knox; and Redstone and Rock Island Arsenals

We also reviewed the June 15, 2021, "Proof of Concept: Program for Online Real Estate Inventory Tools," report to Congress, signed memorandums, DoD and Army issuances, and e-mail correspondence.

Use of Computer-Processed Data

We did not use computer-processed data to perform this evaluation.

Prior Coverage

During the last 5 years, the Government Accountability Office (GAO) and the DoD Office of Inspector General (DoD OIG) did not issue any reports related to an online real estate inventory tool. Unrestricted GAO reports can be accessed at http://www.gao.gov. Unrestricted DoD OIG reports can be accessed at http://www.dodig.mil/reports.html/.

Management Comments

Army Deputy Chief of Staff, G-9 Response

DEPARTMENT OF THE ARMY
OFFICE OF THE DEPUTY CHIEF OF STAFF, G-9
600 ARMY PENTAGON
WASHINGTON, DC 20310-0600

DAIN-ODR

MEMORANDUM FOR: Department of Defense Office of Inspector General (DoDIG)

SUBJECT: Army Comments to "Evaluation of the Army's Online Real Property Space Availability (RPSA) Application" (Project No. D2022-DEV0PA-0147.000)

1. We have reviewed the draft report and concur with Recommendation #1 ("continue implementing the layered security framework to prevent unauthorized access to sensitive or classified location data in the online RPSA application").

2. The RPSA program will remain diligent in its implementation of layered security to prevent unauthorized access to sensitive or classified location data by maintaining Federal Information Security Modernization Act compliance and other best practices.

3. My point of contact is ███████████████████████████████
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ROGER A. GERBER
Chief, Real Property Asset Management
Division, Operations Directorate

Assistant Secretary of the Army (Installations, Energy, and Environment) Response

DEPARTMENT OF THE ARMY
OFFICE OF THE ASSISTANT SECRETARY OF THE ARMY
INSTALLATIONS, ENERGY AND ENVIRONMENT
110 ARMY PENTAGON
WASHINGTON, DC 20310-0110

SAIE-IH

MEMORANDUM FOR: Department of Defense Office of Inspector General (DoDIG)

SUBJECT: Army Comments to "Evaluation of the Army's Online Real Property Space Availability Application" (Project No. D2022-DEV0PA-0147.000)

1. We have reviewed the draft report and concur with Recommendation #2 ("complete and implement policy that would require the pilot sites to use the online Real Property Space Availability application to query for existing inventory prior to agreeing to military construction or off-post leases.")

2. We deeply appreciate the time that DoDIG's staff spent reviewing the RPSA with Army Staff, and the due diligence performed, clearly comes through in the draft report.

3. My office has drafted an over-arching policy memo to implement DoDIG Recommendation #2 (tentatively entitled "Fiscal Year 2023 Real Property Space Availability (RPSA) Use Policy"). Our intent is to formally staff and sign it out within the next 30-60 days. We also continue to work with the DCS G-3/5/7 to incorporate RPSA use-policy into ongoing revisions of Army Regulation 5-10 (Stationing), which are expected to become final in 2023.

4. My point of contact is ███████████████████████████
██

AUTHORITY LINE:

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CARLA K. COULSON
Deputy Assistant Secretary of the Army
    (Installations, Housing and Partnerships)

Acronyms and Abbreviations

COTS	Commercial off-the-shelf
DCS	Deputy Chief of Staff
ePRISMS	Enterprise Proactive Real-Property Interactive Space Management Systems
GSA	General Services Administration
OASA(IE&E)	Office of the Assistant Secretary of the Army (Installations, Energy, and Environment)
OASD(EI&E)	Office of the Assistant Secretary of Defense (Energy, Installations, and Environment)
RPSA	Real Property Space Availability

Glossary

Building. A roofed and floored facility enclosed by exterior walls and consisting of one or more levels that is suitable for single or multiple functions and that protects human beings and their properties from direct harsh effects of weather such as rain, wind, sun, etc.

Commercial off-the-shelf. A commercial off–the-shelf item is one that is sold, leased, or licensed to the general public; offered by a vendor trying to profit from it; supported and evolved by the vendor who retains the intellectual property rights; available in multiple, identical copies; and used without modification of the internals.

Facility. A building, structure, or linear structure whose footprint extends to an imaginary line surrounding a facility at a distance of 5 feet from the foundation that, barring specific direction to the contrary such as a utility privatization agreement, denotes what is included in the basic record for the facility (e.g., landscaping, sidewalks, utility connections). This imaginary line is commonly referred to as the "5-foot line." A facility will have an Real Property Unique Identifier received from the Real Property Unique Identifier Registry and is entered into a Service Real Property Inventory system as a unique real property record.

Geospatial Data. Information that identifies the geographic location and characteristics of natural or constructed features and boundaries on the Earth, including: statistical data and information derived from, among other things, remote sensing, mapping, and surveying technologies; and mapping, charting, geodetic data and related products.

Installation. A base, camp, post, station, yard, center, homeport facility for any ship, or other activity under the jurisdiction of the DoD, including any leased facility, which is located within any of the States, the District of Columbia, the Commonwealth of Puerto Rico, American Samoa, the Virgin Islands, the Commonwealth of the Northern Mariana Islands, or Guam. Such term does not include any facility used primarily for civil works, rivers and harbors projects, or flood control projects. In the case of an activity in a foreign country, an installation is any property under the operational control of the Secretary of a Military Department or the Secretary of Defense, without regard to the duration of operational control. For real property accountability, an installation must consist of one or more real property sites.

Land Parcel. A real property asset identified as a specific area of land having a unique acquisition document and a legal description of its boundaries and whose perimeter is delineated by a cadastral survey, as recorded in the land records of the government entity having appropriate jurisdiction.

Linear Structure. A facility whose function requires that it traverse land (e.g., runway, road, rail line, pipeline, fence, pavement, electrical distribution line) or is otherwise managed or reported by a linear unit of measure at the category code level.

Outleasing. The leasing of Army-controlled real property which is temporarily not required for mission purposes. Under an outleasing arrangement, a Federal agency leases all or a portion of a facility to a private sector or non profit organization. Federal agencies become landlord to non-Federal entities. In outleasing, lessee assumes maintenance and repair costs of the property.

Real Property. Land and improvements to land (e.g., buildings, structures, and linear structures).

Real Property Inventory. A detailed record (listing, system) of real property lands, buildings, structures, and linear structures.

Real Property Master Plan. The garrison commander's plan for the management and development of the installation's real property resources. It analyzes and integrates the plans prepared by the Director of Public Works and other garrison staff, mission commanders and other tenant activities, higher headquarters, and those of neighboring communities to provide for orderly development, or in some cases, realignment and closure, of real property resources.

Real Property Planning and Analysis System. An automated system that calculates real property allowances by facility category groups as defined in Army Regulation 415–28, "Real Property Category Codes," April 15, 2014, and Department of the Army Pamphlet 415–28, "Guide to Army Real Property Category Codes," July 10, 2013. The tabulation of existing and required facilities is produced using the Real Property Planning and Analysis System.

Real Property Unique Identifier. A non-intelligent code used to permanently and uniquely identify a DoD real property asset.

Site. Physical (geographic) location that is, or was owned by, leased to, or otherwise possessed by a DoD Component on behalf of the United States. Each site (except for leased) is assigned to a single installation. A site may exist in one of three forms:

- Land only, where there are no facilities present and where the land consists of either a single land parcel or two or more contiguous land parcels.

- Facility or facilities only, where the underlying land is neither owned nor controlled by the government. A stand-alone facility can be a site. If a facility is not a stand-alone facility, it must be assigned to a site.

- Land, and all the facilities thereon, where the land consists of either a single land parcel or two or more contiguous land parcels.

Stationing. Stationing is the process of combining force structure and installation structure at a specific location to satisfy a specific mission requirement. As such, it includes all forms of realignment or relocation and includes those actions that determine the authorized population (military and civilian) at a particular installation. Each stationing action is composed of a force component and an installation component. The force component consists of the personnel (military and civilian) and equipment of an organization. The installation component deals with all the facilities required to support the unit. Both components must be considered as part of the stationing process. The desired end of this process is a force that is based in a manner that ensures effective and efficient mission accomplishment. The ways used to accomplish stationing include transfer, consolidation, or relocation of a function, manpower, or personnel; activation or inactivation; or reduction or increase of civilian personnel. The means to execute these actions are encompassed in the procedures used to manage directed actions (for example, those actions mandated by Congress, Base Realignment and Closure, and discretionary actions resulting from Army Command/Army Service Component Commands/Direct Reporting Unit requests, Department of the Army direction, or directed actions requiring additional actions not originally specified).

Structure. A facility, other than a building or linear structure, that is constructed on or in the land.

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