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December 9, 2020

This letter is in response to your U.S. General Services Administration (GSA) Freedom of Information Act (FOIA) request number (GSA-2021-000314), submitted on November 28, 2020, in which you requested the following:

“[a] copy of the most recent GSA Real Property “Asset Management Plan”, which is provided annually to OMB by the Senior Real Property Officer at the GSA under the Executive Order 13327.”

Please be advised that we are not able to provide this information. Reduce the Footprint (RtF) plans (that are rolled up to Asset Management Plans) were not required this year so agencies could focus on preparing for the upcoming National Strategy Memorandum Capital Plan submissions. This process is taking the place of RtF. Details on the Capital Planning process may be found in the attached document.

Since our search returned no responsive documents to your request, this does not constitute a denial of records. However, you have the right to appeal the adequacy of the search and you may submit an appeal online at the following link (<https://foiaonline.regulations.gov/foiaonline/action/public/home>) or in writing to the following address:

U.S. General Services Administration
FOIA Requester Service Center (LG)
1800 F Street, NW, Room 2014
Washington, DC 20405

Your appeal must be postmarked or electronically transmitted within 90 days of the date of the response to your request. In addition, your appeal must contain a brief statement of the reasons for your appeal. Please enclose a copy of your initial request and this denial. Both the appeal letter and envelope or online appeal submission should be prominently marked, “Freedom of Information Act Appeal.”

This completes our action on this request. Should you have any questions, please contact me at (202) 219-3078 or by email at travis.lewis@gsa.gov. If you need additional assistance, you may also contact Ms. Audrey Brooks, GSA's FOIA Public Liaison Duane Smith, at (202) 694-2934 or by email at duane.smith@gsa.gov.

Additionally, you may contact the Office of Government Information Services (OGIS) at the National Archives and Records Administration to inquire about the FOIA mediation services they offer. The contact information for OGIS is as follows: Office of Government Information Services, National Archives and Records Administration, 8601 Adelphi Road-OGIS, College Park, Maryland 20740-6001, email at ogis@nara.gov; telephone at (202) 741-5770; toll free at (877) 684-6448; or facsimile at (202) 741-5769.

Sincerely,

Travis Lewis

FOIA Program Manager
Office of General Counsel
General Services Administration

Enclosure

Addendum to the National Strategy for the Efficient Use of Real Property

Federal Real Property Council Implementation Plan

July 29, 2020

Introduction

The Office of Management and Budget (OMB) issued OMB Memorandum M-20-10 *Issuance of an Addendum to the National Strategy for the Efficient Use of Real Property*, dated March 6, 2020. The Addendum specified two near-term objectives:

- 1) Extend the duration of the existing National Strategy and more closely align it to the President's Management Agenda (PMA);
- 2) Outline short-term actions to improve real property management and governance that the Federal Real Property Council will implement (FRPC).

The Addendum provides a management framework, including specific actions, the FRPC will initiate immediately to support agencies' ongoing effort to improve the mission effectiveness and cost efficiency of agency real property portfolios. The Addendum will begin to put the Federal government in a position to optimize its real property portfolio by actively addressing budget and legislative barriers to good management practices, implementing business process and data standards, and building centralized and shared service solutions, consistent with the PMA. To "optimize" the real property portfolio means that the Federal government has the right type of property, in the right amount, at the right location, at the right cost, in the right condition, to support the diverse mission requirements of the agencies. There is not a "one size fits all" optimal configuration of real property. Accordingly, agencies must develop optimization criteria that best suits their unique mission requirements and that can be used to measure progress toward optimization.

This Implementation Plan specifies how the agencies will execute each of the eight actions prescribed in the Addendum. Its objective is to provide clarity to the agencies so they understand their responsibilities to execute these actions and it defines the responsibilities of the FRPC, GSA, and OMB to support the agencies.

Implementation of Specific Actions

The Addendum provides three strategies to help optimize the Federal portfolio. Under the three strategies are eight actions for implementation to position the agencies to optimize their portfolios. In this Plan, the description of each strategy taken from the Addendum, and the actions specified to support each strategy - including their execution schedule and execution approach – appear beneath the strategy description.

Strategy 1 – Capital Planning: The implementation of a consistent and repeatable capital planning process government-wide will enable agencies to optimize their portfolio and support the strategic planning processes. OMB Memorandum M-20-3 requires agencies to develop a risk-based five-year capital planning process to identify current and future mission gaps. Gap data will be used to develop capital plans to optimize each agency's real property portfolio, which will likely span several five-year plans due to funding constraints. The capital plans will link to each landholding agency's strategic plan. The statutory authority provided by the Federal Assets Sale and Transfer Act and the Federal Property Management Reform Act will be utilized

to accelerate the elimination of current and future gaps identified in the capital plan. Strategy 1 is executed with the three actions listed below.

Action 1: Implement a common government-wide multi-year capital planning process, as described in OMB Memorandum M-20-03.

The Memorandum established the requirement for all agencies to implement a capital planning process consistent with the *Capital Programming Guide* in OMB Circular A-11. The Implementation Guidance provided agencies' with detailed direction to ensure M-20-03 is implemented consistently across the government.

Schedule: The two measures required to implement Action 1 are complete.

- 1) OMB Memorandum M-20-03 *Implementation of Agency-wide Real Property Capital Planning* was issued on November 6, 2019.
- 2) The FRPC issued M-20-03 Implementation Guidance to agencies by the on July 2, 2020.

Execution Approach: Agencies will submit their capital planning process documentation and capital plan to the FRPC by January 8, 2021 (this date is an extension of the August 15 due date specified in the M-20-03 and accommodates high priority COVID-19 related work as outlined in in OMB Memorandum M-20-16 *Federal Agency Operational Alignment to Slow the Spread of the Coronavirus COVID-19*).

The FRPC will form a sub working group under the Capital Plan working group to review all the FRPC member agencies' plans for compliance with M-20-03 and the Capital Programming Guide, completeness, integration of agency subcomponents into a standard planning process, identification of best practices (for government-wide dissemination), and review of agency-developed capital planning progress metrics. The FRPC receives the subgroup findings no later than May 15, 2021.

Action 2: Include Real Property Management in Landholding Agencies' Strategic Plans

OMB M-20-03 requires that, "All landholding agencies must integrate a discussion of real property management objectives into their Strategic Plans, and note gaps in the portfolio's ability to fully support the agency's Strategic Plan." Real property supports critical mission delivery functions – housing staff, IT systems and data, providing space for service to the public, and supporting unique capabilities such as medical care and customs inspection. Integrating real property management objectives into agencies' strategic plans will increase focus on and improve management of an asset class that has high fixed cost, limited management visibility, and limited potential for immediate transformation due to capital constraints.

Schedule: Per OMB Circular A-11 *Preparation, Submission and Execution of the Budget*, agencies are required to issue a new Strategic Plan by February 2022.

Execution Approach: The FRPC Executive Steering Committee decided not to provide guidance to the agencies - beyond the direction in M-20-03 – to help them integrate capital planning into the agencies’ new Strategic Plans. This decision provides maximum flexibility for agencies to implement the requirement.

- 1) The FRPC workgroup tasked with reviewing the agencies’ capital plans will identify best practices for integrating capital planning into the Strategic Plans through its review of capital planning documentation. The FRPC will disseminate these practices.

Action 3: Establish a Biennial Real Property Portfolio Risk Report Highlighting Capital Gaps

The audience for this report is the Congress, the Government Accountability Office and the general public. It has five objectives. First, to describe the financial resources required – both capital and operation and maintenance funds – to meet the objectives of the agencies’ collective capital plans and optimize the portfolio. This includes a description of the mission risk attendant to persistent funding shortfalls. Second, to identify and describe the legislative barriers that increase the administrative burden and include proposed legislative solutions. Third, to identify performance metrics that assess whether the government-wide portfolio is moving toward optimization. Fourth, to describe the current state of the portfolio, and identify and prioritize specific areas for improvement. Fifth, to summarize the FRPC’s ongoing government-wide initiatives to make the portfolio more mission effective and cost efficient.

Schedule: The FRPC will issue the report by December 1, 2021. This date enables the FRPC to review the agencies’ fiscal year 2022 capital plans and use those plans to provide content for the report. This date also ensures the agencies’ performance metrics will be calculated for two years (using 2019 and 2020) to provide content for the report.

Execution Approach: The ESC approved formation of a dedicated biennial report workgroup (BRW) to define the content of the report for the ESC’s review and approval. Key events are:

- 1) The BRW will hold its first meeting in August 2020, and set a cadence of meeting initially at least once a month.
- 2) The BRW will provide a draft outline of the report’s content to the ESC for its review and comment by August 15, 2020.
- 3) Once the ESC approves the BRW’s report outline, the BRW will produce a draft report in the spring of 2021 to ensure the agency capital plans can inform the draft.
- 4) The ESC will review and comment on the draft report twice and then it shall be sent to the FRPC for final review and approval. The FRPC’s executive director will issue the final report.

Strategy 2 – Lifecycle Execution: Establish a common set of business processes and data standards across the real property management life cycle to build shared IT solutions and improve data quality, enhance transparency, and reduce costs, consistent with the PMA. Establishing standards will enable the implementation of tools and processes to help identify

redundant assets, highlight required capabilities, and help centralize real property management within agencies to gain cost efficiencies. It will enable executive leadership to identify opportunities to align business lines and consolidate real property among agencies.

Action 4: Improve Management Decision-Making Capability through Budget Formulation and Execution Transparency

The fourth challenge is lack of integration among real property budget formulation, execution, and accounting for costs and performance within agencies. Current business processes and systems do not support the collection and reporting of information needed for Federal managers to effectively track funding for specific real property activities such as maintenance, repair, renovation, operations, and disposal. Given this lack of transparency, senior agency decision makers cannot effectively determine costs and funding requirements accurately and whether desired cost and performance objectives are achieved. Often, agency leadership does not know how much has been spent on real property because of the way cost data is collected and reported. New tools to link strategic planning, budget formulation, and budget execution to cost and performance results are necessary to improve funding transparency and better support decision making.

Because agencies do not have adequate integration among real property budget formulation, execution, and cost and performance data, senior agency leaders cannot effectively track how funding is used for specific real property elements such as maintenance, repair, renovation, operations, lease buildout, and disposal. This in turn also precludes them from estimating funding requirements and determining if desired cost and performance objectives were achieved. New tools to link strategic planning, budget formulation, and budget execution to accounting and performance outcomes are necessary to provide senior leaders the tools they need to direct limited resources to their highest real property mission support objectives (see Appendix A for a description of the Department of Homeland's Security's policy and procedural effort to identify the use of budget resources from formulation through to execution due to the limitation of the current systems. Agencies have the option to implement a similar effort).

Schedule: In April 2020, the capital planning workgroup chartered by the FRPC ESC completed a draft taxonomy to organize the real property budget funding by the major areas described above to replace the current taxonomy in OMB Circular A-11 *Preparation, Submission and Execution of the Budget* (OMB Circular A-11). This draft included a proposed real property budget exhibit for inclusion in OMB Circular A-11 *Preparation, Submission and Execution of the Budget*.

Execution Approach: The landholding agencies that support this proposal will brief their counterparts in the other landholding agencies on the proposal to assess the level of support for it among the agencies. Once this process is complete, the FRPC may decide to work with the CFO Council and other stakeholder groups to assess the feasibility of implementing the proposal.

Action 5: Establish Business Process and Data Standards and Shared IT Solutions

The PMA Cross Agency Priority (CAP) Goal #5, Sharing Quality Services has the following policy objectives: increase shared services adoption for administrative functions; reduced duplicative agency investments; enable adoption of changes to government policies and business processes both economically and efficiently; and better integrated, more consistent and sustainable management and oversight in mission support.

One of the critical ways the community is working to achieve PMA CAP Goal #5 objectives is to develop a common set of business and data standards. The Federal Integrated Business Framework (FIBF) is a model that enables agencies to better coordinate and document common business needs and focus on outcomes, data, processes, and performance. The FIBF standards are critical in driving government to eliminate redundancy, reduce risk, and enhance Federal buying power to deliver mission support services that make government more efficient and effective.

Schedule: The ESC established a business standards working group in July 2019 to begin work on completing the five steps of the FIBF process:

1. Federal Real Property Lifecycle
2. Business Capabilities
3. Business Use Cases
4. Standard Data Elements
5. Performance Metrics

By September 2020, the Business Standards working group will request OMB approval on the first two steps of the FIBF process the Federal Real Property Lifecycle and the Business Capabilities.

Execution Approach:

In addition to the OMB approval, the working group is coordinating its efforts to complete each of the FIBF steps with the other Federal programs undertaking the FIBF process to ensure consistent approaches, such as when Real Property business processes interface with Acquisition or Financial Management. This ensures that the eventual shared service IT offerings for particular programs will exchange data efficiently with each other.

Action 6: Establish and Publish Accountable Annual Performance Metrics for all Agencies

The 2014 benchmarking initiative lead by OMB and GSA created a suite of real property performance metrics. These metrics have been posted on performance.gov for several years and are calculated at the government-wide level. The Addendum requires that the performance metrics be published on performance.gov at the agency, rather than government-wide, level. The objective is to enhance the program's transparency for all stakeholders so they can assess

program performance and modify the current management culture so it is more collaborative and open to evaluation and information sharing.

Schedule: The FRPC will review the current suite of metrics and publish the final metrics – including new metrics that will be deployed in subsequent years - on performance.gov no later than the end of fiscal year 2020.

Execution Approach:

- 1) The established data governance workgroup, the ESC, and the FRPC will all review the existing metrics. This input will be summarized for discussion to support a decision on which metrics will be published on performance.gov.
- 2) The initial review will occur in May 2020, and the metrics will be finalized in early summer for posting on performance.gov no later than September 30, 2020.
- 3) A metrics workgroup has been chartered by the ESC and FRPC. Its purpose is to identify new metrics that may be useful performance measures in years FY 2021 and beyond. The metrics held its first meeting in August 2020.

Strategy 3 – Root Cause Analysis: Identify the root cause(s) of existing real property management challenges and create a proposed legislative reform plan to help mitigate them. This proposal will complement existing proposals already laid out in the President’s infrastructure and reform plans and previous budgets. The primary objective is to work with Congress to eliminate legislative barriers that encourage the retention of unneeded properties, allow the repair backlog to continue to grow, and that limit the government’s ability to fully fund large, transformative real property actions.

Action 7: Implement the Administration’s Proposed Federal Capital Revolving Fund

Funding large real property projects is difficult in a budget era of tight spending limits, primarily because the full up-front appropriation scores against the discretionary spending caps as allocated across various congressional committees. This is problematic for large-dollar, one-time expenses because they must compete with agency operating and program expenses, usually unsuccessfully.

To mitigate this challenge, a capital-financing fund needs to be established and structured to function like a capital budget but operate within the traditional rules used for the Federal budget for civilian real property. Agencies would borrow money from the fund and pay it back with their discretionary appropriations over a suitable period, such as 15-years. As a result, large real property projects would compete better with annual operating and programmatic expenses for limited funding as the need for very large one-year project appropriations would be diminished, and the government would be able to execute large projects to address mission requirements, modernize critical facilities and reduce its reliance on leasing.

Schedule: OMB has posted draft legislative language at: https://www.whitehouse.gov/wp-content/uploads/2019/03/FCRF_Pence.pdf

Execution Approach: OMB will work with the Congress as opportunities present themselves to discuss the benefits of the proposal. This action cannot be scheduled, as implementation is dependent upon action by Congress.

Action 8: Propose Legislative Changes to Mitigate Challenges

The intractable issues identified in the Addendum– the administratively lengthy disposal process, the limits on capital (particularly for very large projects), and addressing the government’s legacy portfolio – require legislative reform to mitigate. Reforms, once identified and implemented, can significantly improve the program’s daily operations and reduce the government’s cost and administrative burden. The FRPC will continue to identify legislative solutions that increase efficiency, cost effectiveness, and support portfolio optimization.

Schedule: The FRPC will address this action in two ways.

- 1) The Biennial Real Property Portfolio Risk Report will propose a comprehensive set of legislative reforms when it is released prior to December 1, 2021.
- 2) The implementation of the Federal Capital Revolving Fund and the modifications to the GSA Disposal Fund, both of which have been proposed in the President’s Budget, is dependent upon action from Congress and cannot be scheduled.

Execution Approach: The ESC has established a workgroup to support identification of legislative proposals. The workgroup will share the same schedule as the BRW.

Appendix A

Subject:

Annual Real Property Obligations

Objective:

Capture all real property dollars obligated by year as reported per Data Act reporting data.

Required Data:

- Data Act File B (Submitted by Agency/Department; Available on USASpending.gov)
- Data Act File C (Submitted by all Agencies/Departments; Available on USASpending.gov);
- Data Act File D (Submitted by all Agencies/Departments; Available on USASpending.gov); Filter by “Funding Agency”)
- OMB A-11 Section 83 Budget Object Classes
- GSA FPDS Product & Service Code Categories ([acquisition.gov/Psc-manual](https://www.acquisition.gov/Psc-manual))
- DOD Budget Object Class to Product & Service Code Crosswalk (acq.osd.mil/dpap/sa/Tools/crosswalks.html)

Implementation Process:

1. Identify Real Property dollars obligations using BOCs exclusive to Real Property
 - a. Identify BOCs that only capture Real Property dollars exclusively
 - i. Review descriptions in OMB A-11 Section 83 to find BOCs 23.1, 23.2, 25.4 & 32.0
 - b. Sort Data Act File B by Real Property BOCs
 - c. Sum resulting value obligated
2. Identify Real Property dollars obligations using PSCs exclusive to Real Property
 - a. Identify PSCs that Capture Real Property Dollars
 - i. Review descriptions in PSC Manual to find PSCs with prefixes C, E, F, M, S, X, Y & X
 - b. Validate PIID-PAID combinations in File D have only Real Property PSCs
 - c. Connect data in Data Act File D to Data Act File C using PIID-PAID to identify obligations
 - d. Sort resulting Data Act File C by Real Property PSCs
 - e. Sum resulting value obligated
3. Identify Real Property dollars obligated
 - a. Remove double accounting for Real Property dollars obligated between Data Act File B and File C
 - i. From Data Act File C exclude obligations related with Real Property BOCs that are already captured in Data Act File B so only obligations with Real Property-related PSCs remain
 - b. Sum resulting obligated from Data Act File B and Data Act File C

Notes:

- 1) This is intended to simply calculate the total real property obligated in a given fiscal year.
- 2) It is not intended to demonstrate a connection between real property dollars appropriated and those obligated and/or accounted for the year of funding availability.