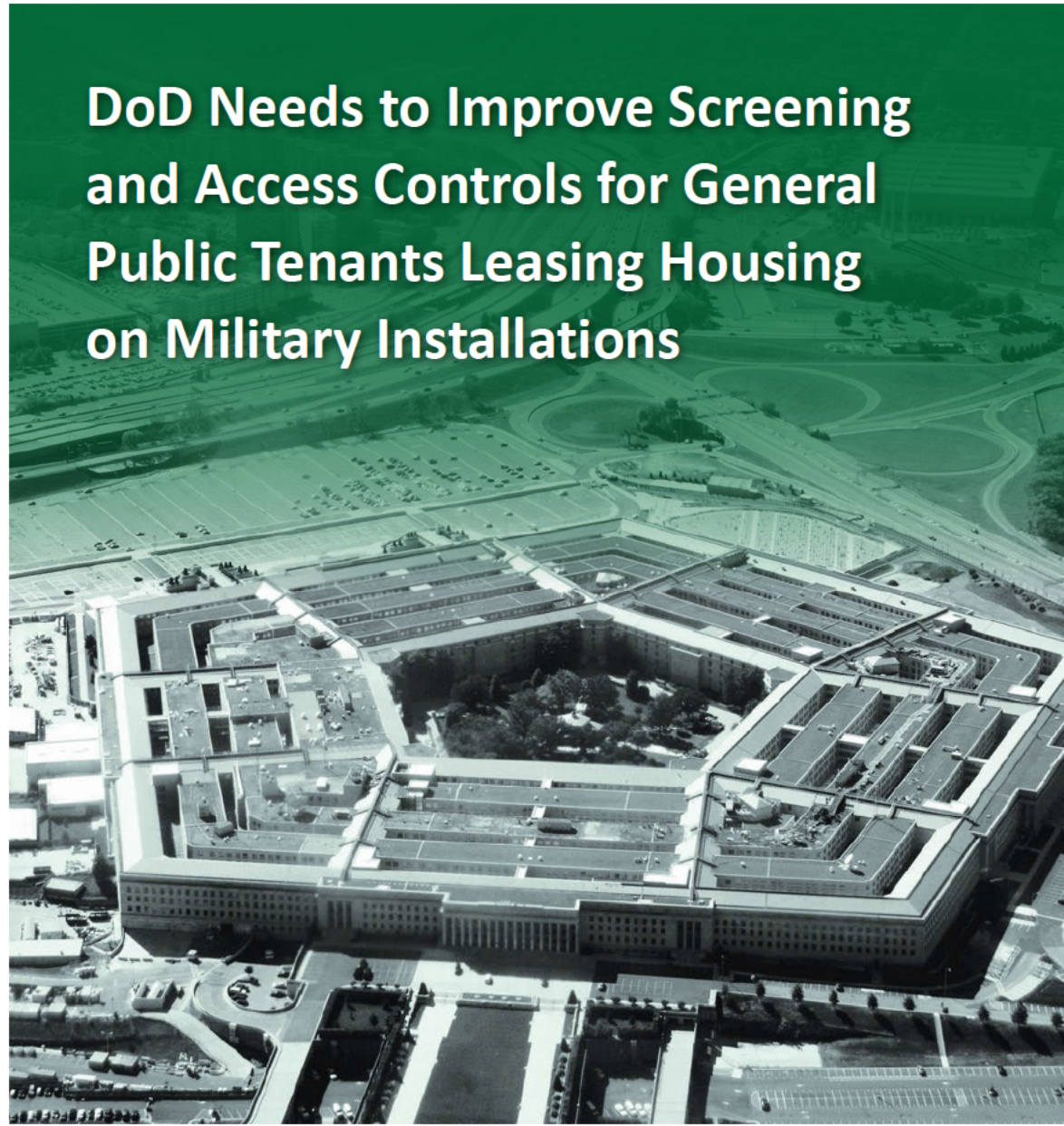


**FOR OFFICIAL USE ONLY**

# INSPECTOR GENERAL

*U.S. Department of Defense*

APRIL 1, 2016



## DoD Needs to Improve Screening and Access Controls for General Public Tenants Leasing Housing on Military Installations

INTEGRITY ★ EFFICIENCY ★ ACCOUNTABILITY ★ EXCELLENCE

The document contains information that may be exempt from mandatory disclosure under the Freedom of Information Act.

**FOR OFFICIAL USE ONLY**

INTEGRITY ★ EFFICIENCY ★ ACCOUNTABILITY ★ EXCELLENCE

## Mission

*Our mission is to provide independent, relevant, and timely oversight of the Department of Defense that supports the warfighter; promotes accountability, integrity, and efficiency; advises the Secretary of Defense and Congress; and informs the public.*

## Vision

*Our vision is to be a model oversight organization in the Federal Government by leading change, speaking truth, and promoting excellence—a diverse organization, working together as one professional team, recognized as leaders in our field.*



For more information about whistleblower protection, please see the inside back cover.





# Results in Brief

## *DoD Needs to Improve Screening and Access Controls for General Public Tenants Leasing Housing on Military Installations*

April 1, 2016

### Objective

We determined whether DoD had adequate security controls in place for the Military Housing Privatization Initiative. Specifically, we determined whether DoD effectively controlled installation access to general public tenants and their guests on three non-statistically selected installations. We did not separately test controls for guests because the screening requirement and process is the same for general public tenants and their guests.

### Finding

~~(FOUO)~~ DoD officials did not effectively screen and adequately control installation access for general public tenants who leased privatized housing on Fort Detrick, Naval Station Mayport, and Barksdale Air Force Base. Specifically, DoD officials did not properly screen general public tenants before granting unescorted access to installations and issued access badges with expiration dates that exceeded tenants' lease terms.

This occurred because Army and Air Force guidance did not clearly define the process for obtaining background checks or require that badge expiration dates align with lease terms. In addition, although Navy officials had adequate guidance, they did not fully implement their screening system used to conduct background checks. As a result, DoD assumed an unnecessary safety and security risk to military personnel, their dependents, civilians, and assets.

### Management Actions Taken

~~(FOUO)~~ Fort Detrick and Barksdale Air Force Base officials completed the required background check on general public tenants living on the installation and reissued badges with expiration dates that matched the tenants' lease terms. In addition, Barksdale officials issued standard operating procedures for privatized housing resident base access effective October 1, 2015.

### Recommendations

We recommend that the Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force, and the Provost Marshal General, U.S. Army, issue or update guidance specifying the queries required to access the National Crime Information Center and the Interstate Identification Index files and addressing general public housing tenants' access badge expiration dates.

We also recommend the Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force, U.S. Army Assistant Chief of Staff for Installation Management, and the Commander, Navy Installations Command:

- Conduct a review of all general public tenants leasing privatized housing to ensure they received the complete and adequate background check in accordance with service regulations.
- Instruct security officials to conduct a badge review for general public tenants living inside the installations and reissue badges as needed to ensure the badge expiration dates align with the lease terms.



~~FOR OFFICIAL USE ONLY~~

# Results in Brief

---

## *DoD Needs to Improve Screening and Access Controls for General Public Tenants Leasing Housing on Military Installations*

### Management Comments and Our Response

Comments from the Deputy Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force, Provost Marshal General, U.S. Army, and the Commander, Navy Installations Command addressed all specifics of the recommendations and no further comments are required. However, the U.S. Army Assistant Chief of Staff for Installation Management, did not provide comments to the draft report; therefore, we are requesting comments to the final report. Please see the Recommendations Table on the next page.

~~FOR OFFICIAL USE ONLY~~

## ***Recommendations Table***

Management	Recommendations Requiring Comment	No Additional Comments Required
Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters Air Force		1, 2
Provost Marshal General, U.S. Army		1
U.S. Army Assistant Chief of Staff for Installation Management	2	
Commander, Navy Installations Command		2

Please provide Management Comments by May 2, 2016.





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

April 1, 2016

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE FOR ACQUISITION, TECHNOLOGY,  
AND LOGISTICS  
UNDER SECRETARY OF DEFENSE POLICY  
ASSISTANT SECRETARY OF THE AIR FORCE (FINANCIAL MANAGEMENT  
AND COMPTROLLER)  
NAVAL INSPECTOR GENERAL  
AUDITOR GENERAL, DEPARTMENT OF THE ARMY

SUBJECT: DoD Needs to Improve Screening and Access Controls for General Public Tenants  
Leasing Housing on Military Installations (Report No. DODIG-2016-072)

We are providing this report for your review and comment. DoD security officials did not properly screen general public tenants who leased DoD privatized housing before granting those tenants unescorted access to military installations. In addition, DoD officials issued access badges to general public tenants with expiration dates that exceeded the tenants' lease terms. As a result, DoD assumed a higher and unnecessary safety and security risk to military personnel, their dependents, civilians, and assets. We conducted this audit in accordance with generally accepted government auditing standards.

We considered management comments on a draft of this report when preparing the final report. DoD Instruction 7650.03 requires that recommendations be resolved promptly. Comments from the Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force, Provost Marshal General, U.S. Army, and the Commander, Navy Installations Command addressed all specifics of the recommendations and conformed to the requirements of DoD Instruction 7650.03; therefore, we do not require additional comments. However, the U.S. Army Assistant Chief of Staff for Installation Management did not provide comments to the draft report. Therefore, we request comments on Recommendation 2 by May 2, 2016.

Please send a PDF file containing your comments to [audrco@dodig.mil](mailto:audrco@dodig.mil). Copies of your comments must have the actual signature of the authorizing official for your organization. We cannot accept the /Signed/ symbol in place of the actual signature. If you arrange to send classified comments electronically, you must send them over the SECRET Internet Protocol Router Network (SIPRNET).

We appreciate the courtesies extended to the staff. Please direct questions to me at (703) 699-7331 (DSN 499-7331).

A handwritten signature in black ink, reading "Carol N. Gorman", is positioned above the typed name.

Carol N. Gorman  
Assistant Inspector General  
Readiness and Cyber Operations

## Contents

---

### Introduction

Objective	1
Background	1
Review of Internal Controls	4

### Finding. DoD Did Not Effectively Screen and Adequately Control Installation Access for General Public Tenants

General Public Tenants Not Properly Screened	5
Access Badge Expiration Dates Exceeded Lease Terms	7
Army and Air Force Lacked Guidance for Conducting General Public Tenant Background Checks and Establishing Badge Expiration Dates	8
Navy Has Adequate Guidance and Implemented OpenFox System at NS Mayport	9
DoD Installations Assumed Increased Security Risks	9
Management Actions	10
Recommendations, Management Comments, and Our Response	10

### Appendix

Scope and Methodology	14
Documentation Review and Interviews	14
Sample Selection and Testing	15
Use of Computer-Processed Data	15
Prior Coverage	15

### Management Comments

Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force Comments	16
U.S. Army Office of Provost Marshal General Comments	18
Commander, Navy Installations Command Comments	20

### Acronyms and Abbreviations



# Introduction

---

## Objective

Our audit objective was to determine whether DoD had adequate security controls in place for the Military Housing Privatization Initiative (MHPI). Specifically, our objective was to determine whether DoD was effectively screening civilian tenants who lease MHPI housing and adequately controlling installation access to those tenants and their guests.

We focused the audit on security controls over general public tenants. General public tenants are civilians with no DoD or federal government affiliation. We did not separately test controls for guests because the screening process is the same for general public tenants and their guests. See Appendix A for a discussion of the audit scope and methodology and prior coverage related to the objective.

## Background

Public Law<sup>1</sup> established the MHPI to provide for private-sector financing, ownership, operation, and maintenance of military housing. According to DoD's Military Housing Privatization website, the privatized housing program helps enhance service members' quality of life by improving the condition of military-owned housing faster and more economically than traditional military construction funding. The Office of the Assistant Secretary of Defense for Energy Installations and Environment oversees the privatized housing program but each service implements and oversees its own program.

Service members assigned to the military installation have priority to occupy privatized housing. However, if occupancy rates fall below a certain level for a defined period, the private leasing company can rent to other eligible tenants via a "tenant waterfall" policy. The tenant waterfall is a list of other eligible tenants prioritized as follows: service members not assigned to the installation, National Guard and Reserve members, Federal government civilians, retired military, retired Federal government civilians, contractors, and the general public.

### ***Military Installations With Privatized Housing***

~~(FOUO)~~ Privatized housing is located inside the military installation gates or the surrounding community. As of August 2015, five Army, seven Navy, and five Air Force installations were leasing privatized housing inside the installation gates to general public tenants. See Figure on the next page for one of the privatized housing units at Barksdale Air Force Base (AFB).

---

<sup>1</sup> Public Law 104-106 "National Defense Authorization Act for Fiscal Year 1996," February 10, 1996.



### ***Access Controls on DoD Military Installations***

Directive-Type Memorandum (DTM) 09-012<sup>2</sup> states non-Federal government and non-DoD-issued card holders requesting unescorted access to military installations must undergo identity proofing and screening to determine fitness and eligibility for access. Installation representatives must query the National Crime Information Center (NCIC) and the Terrorist Screening Database to determine fitness, using the person's name, date of birth, and Social Security number. Installation representatives can also query other sources as determined by the DoD Component or the local commander. For example, the Air Force and Army require an Interstate Identification Index (III) check in addition to the NCIC. The Navy only requires an NCIC.

Installation commanders can deny access to prospective tenants based on the information in their security screening. Specifically, commanders use the criminal arrest information from NCIC and III to determine whether an individual presents a potential threat to the good order, discipline, or health and safety on the installation. Commanders deny access if an individual has a felony conviction within the past 10 years regardless of the offense or violation.

<sup>2</sup> Directive-Type Memorandum (DTM) 09-012, "Interim Policy Guidance for DoD Physical Access Control," March 3, 2015.

### *National Crime Information Center and Interstate Identification Index*

The NCIC is a computerized database of criminal information available to criminal justice agencies. The NCIC database allows for prompt disclosure of and access to crime data (alleged and convicted) posted by criminal justice agencies 24 hours a day, 365 days a year. The NCIC contains the following 14 person-files:

- |  |  |
|--|--|
| 1. Known or Appropriately Suspected Terrorist (Suspected Terrorist) <sup>3</sup> | 8. Protection Order  |
| 2. Wanted Person   | 9. Supervised Release  |
| 3. National Sex Offender Registry  | 10. Unidentified Persons   |
| 4. Missing Persons   | 11. Protective Interest  |
| 5. Foreign Fugitive  | 12. Gang   |
| 6. Identity Theft  | 13. National Instant Criminal Background Check System Denied Transaction |
| 7. Immigration Violator  | 14. Violent Person   |

The person-files were designed to provide adequate warning on individuals involved in criminal activities or who are known to represent a potential danger to the public. The Criminal Justice Information Services Division of the U.S. Federal Bureau of Investigation is the custodian of the NCIC files.

In addition, the III database contains automated criminal history record information and is accessible through NCIC. It contains specific details of the crimes reported in the NCIC. The III database facilitates the interstate exchange of criminal history records among state justice agencies.

~~(FOUO)~~ The Army and Air Force installations we visited used state systems to access the NCIC and III databases. Specifically, Fort Detrick used the Maryland Electronic Telecommunications Enforcement Resource System and Barksdale AFB used the Louisiana Law Enforcement Telecommunications System. Naval Station (NS) Mayport used the Florida Crime Information Center Telecommunication System to access NCIC files before July 2014; in July 2014, Navy officials implemented OpenFox<sup>4</sup> at NS Mayport to access NCIC files.

<sup>3</sup> If a record is located in the Suspected Terrorist File, the official conducting the records check will be referred to the Terrorist Screening Center for a check against the Terrorist Screening Database.

<sup>4</sup> The OpenFox system connects to state criminal information and national information systems.

### *National Crime Information Center and Interstate Identification Index Queries*

The NCIC Operation Manual directs users to enter query codes for specific results. For example, entering the following query codes allows access to the NCIC and the III files:

- **QWA:** used to access all NCIC person-files and returns all felony and misdemeanor records from the Wanted Persons File.
- **QH:** used to access the III files (criminal history record).
- **QWI:** used to perform two transactions in one—"QWA" and "QH" queries, which accesses the NCIC and III files in one query.

To initiate the NCIC background check, the user can enter a QWA or QWI code. To initiate an NCIC III background check, the user can enter QWA and QH codes in separate transactions or a QWI.

## **Review of Internal Controls**

DoD Instruction<sup>5</sup> requires DoD organizations to implement a comprehensive system of internal controls that provides reasonable assurance that programs are operating as intended and to evaluate the effectiveness of the controls. We identified internal control weaknesses in DoD screening and badging procedures for general public tenants. Specifically, DoD security officials did not properly screen general public tenants before granting unescorted access to installations and issued access badges with expiration dates that exceeded tenants' lease terms. We will provide a copy of the report to the senior official responsible for internal controls in the Departments of the Army, Navy, and Air Force.

---

<sup>5</sup> DoD Instruction 5010.40, "Managers' Internal Control Program Procedures," May 30, 2013.

## Finding

### DoD Did Not Effectively Screen and Adequately Control Installation Access for General Public Tenants

~~(FOUO)~~ DoD security officials did not effectively screen and adequately control installation access for general public tenants who leased privatized housing on the three installations<sup>6</sup> reviewed in our audit. Specifically, DoD security officials did not properly screen general public tenants before granting unescorted access to Fort Detrick, NS Mayport, and Barksdale AFB, and issued access badges with expiration dates that exceeded lease terms. Of the 128 general public tenants we reviewed:

- 120 received unescorted access without the required background checks, and
- 61 received access badges that expired after the lease termination dates.

This occurred because Army and Air Force guidance did not specify the queries needed to generate the required general public tenant background check or require that badge expiration dates align with lease terms. In addition, although Navy officials had adequate guidance, they had not fully implemented their OpenFox screening system used to conduct NCIC queries. As a result, DoD assumed an unnecessary safety and security risk to military personnel, their dependents, civilians, and assets.

### General Public Tenants Not Properly Screened

~~(FOUO)~~ DoD security officials did not properly screen general public tenants before granting unescorted access to DoD installations. We reviewed 121 NCIC and III transaction logs for Fort Detrick and Barksdale AFB general public tenants and seven NCIC logs for NS Mayport general public tenants. We determined that DoD officials did not complete the required background checks for 120 of the 128 general public tenants before those tenants received installation access badges.<sup>7</sup> See Table 1 for the results by installation.

<sup>6</sup> We non-statistically selected 3 of 17 DoD installations with general public tenants living inside the installation. See Sample Selection and Testing section for more information.

<sup>7</sup> We reviewed documentation for tenants who lived on the installations between July 1, 2014, and June 30, 2015.



Table 1. Installation Access Screening Results

<del>(FOUO)</del> Installation	Tenants With Complete Background Check	Tenants With Incomplete or No Background Check	Total
Fort Detrick	0	26	26
Barksdale Air Force Base	2	93	95
Naval Station Mayport	6	1	7
<b>Total</b>	<b>8</b>	<b>120</b>	<b>128</b> <del>(FOUO)</del>

~~(FOUO)~~ Fort Detrick security officials did not conduct complete<sup>8</sup> background checks for any of the 26 general public tenants who leased privatized housing within the installation gates from June 2014 through July 2015. Army Regulation 190-13<sup>9</sup> and Fort Detrick Visitor Control Center Standard Operating Procedures require Fort Detrick security officials to conduct an NCIC III background check before granting installation access. However, of the 26 general public tenants, 24 only had the III portion (criminal history) of the check and 2 did not have any type of background check before being granted unescorted installation access. Conducting the III portion of the background check without an NCIC does not provide the security officials with details about the individual, such as whether he or she is a known or suspected terrorist, a violent offender, or a serious threat to law enforcement officers. After we briefed our results, Fort Detrick officials completed an NCIC III on the two tenants without any background check.

~~(FOUO)~~ Barksdale security officials did not conduct complete background checks for 93 of 95 general public tenants who leased privatized housing within the installation gates from June 2014 through July 2015. The Barksdale AFB Integrated Defense Plan 31-10<sup>10</sup> and the Air Force Manual 31-113<sup>11</sup> require NCIC III background checks for unescorted installation access. However, of the 95 general public tenants, 84 had only the NCIC portion (person files) of the check, 2 had only the III portion, and 7 did not have any type of background check before being granted unescorted installation access.

~~(FOUO)~~ NS Mayport security officials did not conduct a background check on one of seven general public tenants and could not provide documentation to show that the checks they conducted on five general public tenants were completed before granting unescorted access or issuing an installation badge.

<sup>8</sup> We considered an Army or Air Force background check complete if it included checks to the NCIC person and the III files.

<sup>9</sup> Army Regulation 190-13, "The Army Physical Security Program," February 25, 2011.

<sup>10</sup> Barksdale AFB Integrated Defense Plan 31-10, volume 2, February 14, 2014.

<sup>11</sup> Air Force Manual 31-113, "Installation Access Control," February 2, 2015.

(FOUO) The Commander, Navy Installations Command (CNIC) Instruction 3070.1<sup>12</sup>, and Naval Station Mayport Instruction 11101.1A<sup>13</sup> require that an NCIC background check be conducted before granting unescorted access to general public tenants. Mayport officials completed the required background check on six of the seven general public tenants, but we could not determine if the checks were done before granting unescorted access for five tenants.

## Access Badge Expiration Dates Exceeded Lease Terms

(FOUO) DoD security officials at Fort Detrick, Barksdale AFB, and NS Mayport issued tenants access badges with expiration dates that exceeded lease terms. Specifically, 61 of 128 general public tenants' access badges were issued with expiration dates beyond their respective lease termination dates. Of those 61 access badges, the badge expiration dates for 20 exceeded the lease terms by 6 months or more. Table 2 details the results by installation.

Table 2. Installation Access Badges

(FOUO) Installation	Access Badge Expiration Date That Aligned With Lease Term	Access Badge Expiration Date That Exceeded Lease Term	Total
Fort Detrick	5	21	26
Naval Station Mayport	6	1	7
Barksdale Air Force Base	56	39	95
<b>Total</b>	<b>67</b>	<b>61</b>	<b>128</b> (FOUO)

(FOUO) Fort Detrick security officials issued 21 of 26 general public tenant badges that expired after the leases terminated. Of the 21 badges, 11 had expiration dates that exceeded the lease term by 6 months or more. Army Executive Order (EXORD) 033-15<sup>14</sup> directed officials to issue local access identification for no more than one year or the expiration date of the documentation used to support issuance. In accordance with the EXORD, Fort Detrick officials should have aligned access badge expiration dates with tenants' lease terms.

<sup>12</sup> Commander, Navy Installations Command Instruction 3070.1, "Base Access to Unaffiliated Civilians for the Purpose of Occupying Public Private Venture Housing," December 13, 2011.

<sup>13</sup> Naval Station Mayport Instruction 11101.1A, "Installation Access Control for Unaffiliated Civilians Occupying Naval Station Mayport Public Private Venture Housing," September 17, 2014.

<sup>14</sup> Headquarters Department of the Army (HQDA) EXORD 033-15, "Installation Access," October 17, 2014.

~~(FOUO)~~ Barksdale security officials issued 39 of 95 general public tenant badges that expired after the tenants' leases terminated. Of the 39 badges, 9 had expiration dates that exceeded the lease term by 6 months or more. Neither the Barksdale AFB Integrated Defense Plan nor the Air Force Manual 31-113 detail how security officials should set general public tenant badge expiration dates. However, after we identified the badging deficiency, Barksdale personnel developed a standard operating procedure stating badge expiration dates will be based on the tenants' lease terms.

~~(FOUO)~~ NS Mayport security officials issued one general public tenant access badge with an expiration date almost 2 months past the tenants' lease expiration. CNIC Instruction 3070.1 states the expiration date for access cards is the lease termination date, and NS Mayport Instruction 11101.1A requires officials to confirm the lease term with the housing partner to establish the required access expiration date. Therefore, the tenants' badges should have expired on the same date their leases expired. We notified Mayport security officials of the discrepancy and they reissued the badge with the correct expiration date.

## **Army and Air Force Lacked Guidance for Conducting General Public Tenant Background Checks and Establishing Badge Expiration Dates**

The Army and Air Force did not establish adequate guidance specifying the process for conducting general public tenant background checks and establishing badge expiration dates. Although Army and Air Force guidance requires that general public tenants receive an NCIC III check to determine fitness, that guidance did not detail which query code(s) were needed to properly access NCIC and III files. In addition, Army and Air Force guidance did not specify that badge expiration dates for general public tenants should align with, and not exceed, the tenants' lease terms.

~~(FOUO)~~ In absence of specific guidance for conducting the general public tenant background checks, Fort Detrick security officials used only the "QH" query and received only the III information. Barksdale security officials used a "master query," based on Louisiana State instructions, to do the background checks for general public tenants. That "master query" is the equivalent of the "QWA" query and produced an NCIC check, not an NCIC III. According to an FBI representative, the "master query" returns more data than an NCIC check alone, but the query does not access the criminal history (III portion of the background check). The Army and Air Force need to ensure all general public tenants and guests are properly screened by providing guidance on the appropriate queries to access the NCIC and III files needed to complete the required background check.

~~(FOUO)~~ Although Fort Detrick security officials indicated they were using old guidance to establish badge expiration dates, they could not identify the specific guidance used. At Barksdale AFB, security personnel issued access cards based on badge application forms that did not necessarily match lease terms. Therefore, the Army and Air Force need to update guidance to include setting expiration dates on badges for general public tenants.

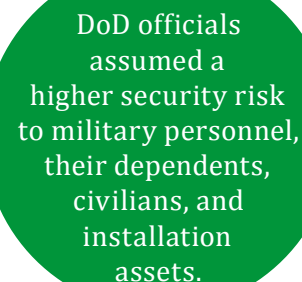
## Navy Has Adequate Guidance and Implemented OpenFox System at NS Mayport

~~(FOUO)~~ The Navy has adequate guidance for conducting background checks and establishing badge expiration dates for general public tenants. In July 2014, Navy personnel implemented the OpenFox system at NS Mayport. The Navy trained security officials on how to use the system to access the NCIC database and provided specific instructions on the correct query to use. Once OpenFox was implemented at NS Mayport, the general public tenants who leased privatized housing at NS Mayport were properly screened.

For the Navy installations not using OpenFox, recommendations made in DoD OIG Report No. DODIG-2016-018, "Followup Audit: Navy Access Control Still Needs Improvement," November 9, 2015, addressed the lack of specific guidance needed to run an NCIC background check. Also, the Navy's badge guidance directs the use of the lease end date to establish badge expiration dates for general public tenants. Therefore, we are not making a recommendation to the Navy regarding background checks and badge expiration dates for general public tenants.

## DoD Installations Assumed Increased Security Risks

~~(FOUO)~~ By granting unescorted access to general public tenants without a complete background check and for unnecessary periods, DoD officials assumed a higher security risk to military personnel, their dependents, civilians, and installation assets. For example, Fort Detrick is home to the Chemical Biological Medical Systems Joint Project Management Office and elements of the Naval Medical Research Center. The consequences of unauthorized access to these types of facilities could be catastrophic. In addition, recent security incidents and ongoing domestic terrorism efforts targeting the U.S. military demonstrate the critical need for adequate and thorough background checks and proper badging.



DoD officials assumed a higher security risk to military personnel, their dependents, civilians, and installation assets.

## Management Actions

(FOUO) We communicated our concerns about the ineffective screening and improper badge expiration dates to Fort Detrick and Barksdale AFB security officials; both took immediate action. Specifically, Fort Detrick security officials contacted the U.S. Installation Command asking for guidance on the correct query codes to access NCIC and III files. U.S. Installation Command officials confirmed the “QWI” query was appropriate to use for NCIC III background checks. Therefore, as of October 1, 2015, Fort Detrick security officials re-screened general public tenants living on the installation using the “QWI” query. Also, Fort Detrick officials reissued badges with expiration dates that matched the tenants’ lease terms. Barksdale security and housing management officials completed III background checks on all remaining general public housing tenants and reissued badges with the appropriate expiration dates. In addition, Barksdale officials issued standard operating procedures for processing privatized housing resident base access effective October 1, 2015. The guidance states access badge expiration dates will be based on the signed lease terms.

## Recommendations, Management Comments, and Our Response

### **Recommendation 1**

**We recommend the Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force and the Provost Marshal General, U.S. Army:**

- a. Issue or update guidance specifying the queries required to access the National Crime Information Center and the Interstate Identification Index files and conduct background checks in accordance with service regulations.**

### *Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force Comments*

The Deputy Director, responding for the Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force, agreed, stating that the AF/A4SP [Programs and Policy] Division of the AF/A4S [Security Forces] Directorate will publish guidance reflecting the requirements in Air Force Manual 31-113 to use specific queries within the NCIC III files. The estimated completion date is May 2, 2016.



*Provost Marshal General, U.S. Army Comments*

The Provost Marshal General agreed, stating that Army Regulation 190-13 will be updated to specify that the QWI query code will be used to conduct NCIC III checks. The estimated completion date is September 1, 2016.

*Our Response*

Comments from the Deputy Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force and the Provost Marshall General addressed all specifics of the recommendations, and no further comments are required.

- b. Issue or update guidance that specifically addresses general public housing tenants' access badge expiration dates.**

*Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force Comments*

The Deputy Director, responding for the Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force, agreed, stating that the AF/A4SP Division of the AF/A4S Directorate will publish guidance directing Security Forces and housing management offices to implement processes and procedures ensuring general public housing tenant credential expiration dates match the expiration dates of privatized lease agreements. The estimated completion date is May 2, 2016.

*Provost Marshal General, U.S. Army Comments*

The Provost Marshal General agreed, stating that policy will be updated to specifically address general public housing tenants and access badge expiration dates. The estimated completion date for all actions is September 1, 2016.

*Our Response*

Comments from the Deputy Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force and the Provost Marshall General addressed all specifics of the recommendations, and no further comments are required.

## **Recommendation 2**

**We recommend the Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force; U.S. Army Assistant Chief of Staff for Installation Management; and Commander, Navy Installations Command:**

- a. Conduct a review of all general public tenants leasing privatized housing to ensure those tenants received the complete and adequate background check in accordance with service regulations.**

### *Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force Comments*

The Deputy Director, responding for the Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force, agreed, stating that AFSFC/CC [Air Force Security Force Center Commander] will issue a memorandum directing a process review of local installation procedures to ensure compliance with Air Force Manual 31-113 regarding identity proofing and vetting privatized housing personnel through NCIC and III databases. ASFSC is working with installations without a direct connection to NCIC via a state terminal to provide access through OpenFox. In addition, procedures for guest and visitor installation access will be reviewed for compliance with NCIC III checks and credentialing. The estimated completion date is June 1, 2016.

### *Commander, Navy Installations Command Comments*

The Commander, Navy Installations Command agreed, stating that CNIC will direct installations to review local policies to ensure compliance with headquarters guidance for issuing installation access badges to unaffiliated civilian tenants in privatized housing. In addition, installations will review unaffiliated civilians' background checks for completeness and adequacy. The expected completion date is May 15, 2016.

### *Our Response*

Comments from the Deputy Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force and the Commander, Navy Installations Command addressed all specifics of the recommendations, and no further comments are required.

- b. Instruct security officials to conduct a badge review for general public tenants living inside the installations and re-issue badges as needed to ensure the badge expiration date aligns with the end of the tenants' lease terms.**

*Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force Comments*

The Deputy Director, responding for the Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force, agreed, stating that the review of issued badges will be conducted to ensure badge dates match lease dates. The estimated completion date is June 1, 2016.

*Commander, Navy Installations Command Comments*

The Commander, Navy Installations Command agreed, stating that installations will review issued access badges to ensure the expiration dates match lease expiration dates, and will issue new badges when these dates do not match. The expected completion date is May 15, 2016.

*Our Response*

Comments from the Deputy Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force and the Commander, Navy Installations Command addressed all specifics of the recommendations, and no further comments are required.

*Management Comments Required*

The U.S. Army Assistant Chief of Staff for Installation Management did not provide comments to the draft report. We request the U.S. Army Assistant Chief of Staff for Installation Management provide comments to Recommendation 2 by May 2, 2016.

## Appendix

---

### Scope and Methodology

We conducted this performance audit from May 2015 through February 2016 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

We focused on screening procedures for general public tenants. We did not test the screening procedures for guests because the same screening requirement and approval process applies to general public tenants and their guests. Therefore, our finding, conclusions, and recommendations are applicable to tenants and their guests.

### Documentation Review and Interviews

We reviewed key criteria to understand DoD, Army, Navy, and Air Force requirements for screening the general public to access DoD installations.

We interviewed officials from:

- Office of the Assistant Secretary of Defense for Energy, Installations, and Environment
- Assistant Chief of Staff for Installation Management
- Office of the Deputy Assistant Secretary of the Army for Installations, Housing, and Partnerships
- Capital Ventures Directorate, U.S. Installation Management Command
- Army G-34 and the Office of the Provost Marshal General
- Under Secretary of Defense for Intelligence
- Commander, Navy Installations Command
- Navy Facilities Engineering Command
- Federal Bureau of Investigation
- Air Force Directorate of Security Forces, Policy Division

## Sample Selection and Testing

(FOUO) We non-statistically selected 3 of 17 installations with the highest general public tenant population living inside the installation. Specifically, we conducted site visits at Fort Detrick, NS Mayport, and Barksdale AFB. We reviewed a total of 128 general public tenants at the three installations visited. We interviewed personnel from the housing office, visitor/badge office, and private leasing company to understand the installation screening process for general public tenants and their guests.

We reviewed NCIC and III transaction logs to verify screening dates and queries used for background checks. A transaction log is a report of an offline search from the NCIC and III database systems that details the types of queries performed by each originating agency. At each site, we reviewed leases, screening and approval dates, and badge issue and expiration dates.

## Use of Computer-Processed Data

We obtained and used computer-processed data. Specifically, we obtained general public tenant transaction log information from NCIC and III. We used the transaction log check from NCIC and III, provided by the FBI to validate the general public background check information provided by the three installations. We also used NCIC data to validate the data from III and vice versa. As a result, we determined that the data used were sufficiently reliable for the purpose of this audit.

## Prior Coverage

During the last 5 years, the Department of Defense Inspector General (DoD IG) issued two reports that discussed screening procedures on DoD installations. Unrestricted DoD IG reports can be accessed at <http://www.dodig.mil/pubs/index.cfm>.

### **DoD IG**

Report No. DODIG-2016-018, "Followup Audit: Navy Access Control Still Needs Improvement," November 9, 2015

Report No. DODIG-2013-134, "Navy Commercial Access Control System Did Not Effectively Mitigate Access Control Risks," September 16, 2013



## Management Comments

### Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force Comments



**DEPARTMENT OF THE AIR FORCE**  
**HEADQUARTERS UNITED STATES AIR FORCE**  
**WASHINGTON DC**

26 Feb 16

MEMORANDUM FOR DEPARTMENT OF DEFENSE OFFICE OF INSPECTOR GENERAL

FROM: HQ USAF/A4S  
1030 Air Force Pentagon, Rm 5E1040  
Washington, DC 20330-1030

SUBJECT: DoD IG Report--DoD Needs to Improve Screening and Access Controls for General Public Tenants Leasing Housing on Military Installations (Project No. D2015-D000RE-0185.000)

Reference: (a) Inspector General, Department of Defense, Report dated 6 Jul 2015, SUBJECT: DoD Needs to Improve Screening and Access Controls for General Public Tenants Leasing Housing on Military Installations (Project No. D2015-D000RE-0185.000)

Thank you for the opportunity to review your draft report regarding the need to improve screening and access controls for general public tenants leasing housing on Barksdale AFB, Louisiana. We appreciate the opportunity afforded to review your finding prior to final publication. Our management comments in response to the report's recommendations are below.

RECOMMENDATION ONE (1): We recommend the Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force:

- a. Issue or update guidance specifying the queries required to access the National Crime Information Center and the Interstate Identification Index files and conduct background checks in accordance with service regulations.
- b. Issue or update guidance that specifically addresses general public housing tenants' access badge expiration dates.

COMMENT: Concur. AF/A4SP Division of the AF/A4S Directorate will publish a guidance message reflecting requirements in AFMAN 31-113 to use specific queries within the National Crime Information Center (NCIC) and the Interstate Identification Index (III) files. Specified queries will drive the appropriate screening of non-DoD general public tenants prior to securing leases on Air Force installations and joint bases where the Department of the Air Force is the lead service. The guidance message will also direct Security Forces and housing management offices to implement processes and procedures ensuring general public housing tenants credential expiration dates coincide with expiration dates of privatized quarters lease agreements. Estimated Completion Date: 29 April 2016

RECOMMENDATION TWO (2): We recommend the Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force:

## Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force Comments (cont'd)

a. Conduct a review of all general public tenants leasing privatized housing to ensure those tenants received the complete and adequate background check in accordance with service regulations.

b. Instruct security officials to conduct a badge review for general public tenants living inside the installations and re-issue badges as needed to ensure the badge expiration date aligns with the end of the tenants' lease terms.

COMMENT: Concur. AFSFC/CC will send out a memorandum to all Security Forces Commanders directing a process review of local installation procedures to ensure compliance with AFMAN 31-113 in regards to identity proofing and vetting of Category 4 (Privatized Housing) personnel through NCIC and III databases. A check of expiration dates of currently issued passes/cards will also be conducted to ensure credential expiration dates coincide with current lease obligations. AFSFC is currently working with installations without a direct connection to NCIC via a state terminal to provide access through Open Fox, for web based access to NCIC. In addition, all procedures and actions will be reviewed for providing installation access to all visitors/guests for compliance with mandatory NCIC III checks and credentialing. Estimated Completion Date: 1 June 2016

Implementation of recommendations to update policy and standard operating procedures satisfies internal control weakness identified in the report. Also, actions taken by the leadership team at Barksdale AFB has resolved access control deficiencies noted by the DoD IG; and the AFSFC has initiated steps to assess access control procedures to identify and resolve potential general public screening and credentialing shortfalls across the Air Force.

In summary, the Air Force greatly appreciates the efforts of the DoD IG to identify recommended improvement areas to make the Air Force's access control program more robust and responsive to protect Air Force personnel and property. We are confident these improvements will enable us to close security gaps at installations across the Air Force. Please feel free to direct any questions to my point of contact, (b)(6) (b)(7)(C) Chief, Integrated Defense/Mission Assurance Division, (b)(6) (b)(7)(C)



DAVID R. BEECROFT, SES, USAF  
Deputy Director of Security Forces  
DCS/Logistics, Engineering & Force Protection

## U.S. Army Office of Provost Marshal General Comments



DEPARTMENT OF THE ARMY  
OFFICE OF THE PROVOST MARSHAL GENERAL  
2800 ARMY PENTAGON  
WASHINGTON, DC 20310-2800

16 24 2016

DAPM-MPO-PS

MEMORANDUM FOR U.S. Department of Defense Inspector General, Office of the Deputy Inspector General for Auditing, 4800 Mark Center Drive, Alexandria, VA 22350

SUBJECT: Draft report titled DoD Needs to Improve Screening and Access Controls for General Public Tenants Leasing Housing on Military Installations (Project D2015-D000RE-0185.000)

1. References:


- a. DoD Inspector General draft report, 3 Feb 16, SAB.
- b. AR 190-13, The Army Physical Security Program, 25 Feb 11.
- c. HQDA EXORD 033-15, Installation Access, 17 Oct 14.

2. Thank you for the opportunity to review and respond to subject draft report. The Office of the Provost Marshal General (OPMG) concurs with the draft report's recommendation and our response is enclosed.

3. The point of contact for this memorandum is (b)(6) (b)(7)(C)

(b)(6) (b)(7)(C)

Encl  
as

  
MARK S. INCH  
Major General, USA  
Provost Marshal General

## U.S. Army Office of Provost Marshal General Comments (cont'd)

DoD Inspector General Draft Report  
"DoD Needs to Improve Screening and Access Controls for General Public Tenants  
Leasing Housing on Military Installations"  
D2015-D000RE-0185.000

### **Recommendation 1:**

We recommend the Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force and the Provost Marshal General, U.S. Army:

- a. Issue or update guidance specifying the queries required to access the National Crime Information Center and the Interstate Identification Index files and conduct background checks in accordance with service regulations.
- b. Issue or update guidance that specifically addresses general public housing tenants' access badge expiration dates.

### **Action taken or planned:**

Concur. Army Regulation (AR) 190-13 will be updated to specify that the query code to be used to conduct an NCIC III check is QWI. This guidance has been communicated to the field but it was not put into policy. Additionally, policy will be updated to specifically address general public housing tenants including access badge expiration dates. The expected completion date for these actions is 1 Sep 16.

## Commander, Navy Installations Command Comments




DEPARTMENT OF THE NAVY  
OFFICE OF THE ASSISTANT SECRETARY  
(ENERGY, INSTALLATIONS AND ENVIRONMENT)  
1000 NAVY PENTAGON  
WASHINGTON DC 20350-1000

MAR 3 2016

MEMORANDUM FOR THE INSPECTOR GENERAL, DEPARTMENT OF DEFENSE

SUBJECT: DOD NEEDS TO IMPROVE SCREENING AND ACCESS CONTROLS  
FOR GENERAL PUBLIC TENANTS LEASING HOUSING ON  
MILITARY INSTALLATIONS (PROJECT NO. D2015-D000RE-0185.000)

Thank you for the opportunity to comment on the subject draft report. Department of Navy comments are attached. My point of contact for this matter is (b)(6)(b)(7)(C)  
(b)(6)(b)(7)(C)

  
Steven Iselin  
Principal Deputy

Attachments:  
As stated

cc:  
NAVINGEN  
CNIC  
NAVFAC

## Commander, Navy Installations Command Comments (cont'd)



DEPARTMENT OF THE NAVY  
COMMANDER, NAVY INSTALLATIONS COMMAND  
716 SICARD STREET, SE, SUITE 1000  
WASHINGTON NAVY YARD, DC 20374-5140

5740  
Ser N00G/16U0017  
1 Mar 16

From: Commander, Navy Installations Command

To: Inspector General, Department of Defense

Via: Assistant Secretary of the Navy, Energy, Installations & Environment

Subj: DRAFT REPORT RESPONSE TO DOD NEEDS TO IMPROVE SCREENING AND  
ACCESS CONTROLS FOR GENERAL PUBLIC TENANTS LEASING HOUSING ON  
MILITARY INSTALLATIONS (PROJECT NO. D2015-D000RE-0185.000)

Ref: (a) DoD IG memo of 3 Feb 16

Encl: (1) CNIC Draft Report Response

1. Per reference (a), Commander, Navy Installations Command (CNIC) has reviewed the Draft Report. Specific comments are provided in enclosure (1).

2. The technical point of contact is (b)(6) (b)(7)(C)  
(b)(6) (b)(7)(C)

  
GERALD R. MANLEY  
By direction

Copy to:  
CNIC (N00, N3, N9)



## Commander, Navy Installations Command Comments (cont'd)

COMMANDER, NAVY INSTALLATIONS COMMAND  
DRAFT REPORT RESPONSE TO  
DOD NEEDS TO IMPROVE SCREENING AND ACCESS CONTROLS  
FOR GENERAL PUBLIC TENANTS LEASING HOUSING  
ON MILITARY INSTALLATIONS  
(PROJECT NO. D2015-D000RE-0185.000)

Commander, Navy Installations Command's (CNIC's) responses to the findings and recommendations of the Department of Defense Inspector General's (DoD IG's) subject Draft Report are provided below. CNIC concurs with the recommendations.

**Recommendation 2:** We recommend the Director of Security Forces, Deputy Chief of Staff for Logistics, Engineering and Force Protection, Headquarters U.S. Air Force; U.S. Army Assistant Chief of Staff for Installation Management; and Commander, Navy Installations Command:

- a. Conduct a review of all general public tenants leasing privatized housing to ensure those tenants received the complete and adequate background check in accordance with service regulations.
- b. Instruct security officials to conduct a badge review for general public tenants living inside the installations and re-issue badges as needed to ensure the badge expiration date aligns with the end of the tenants' lease terms.

**Response:** Concur. CNIC will direct installations to review current local policies ensuring compliance with higher headquarters guidance for the issuance of installation access credentials to unaffiliated civilian tenants in privatized housing. This review will validate the policy which directs the completion of a National Crime Information Center (NCIC) and local background check prior to the issuance of a credential and ensure compliance with the requirement for installations to maintain documentation to confirm proper vetting has been completed.

Installations will conduct a review of background checks conducted for unaffiliated civilians, living in privatized housing onboard the installation, for completeness and adequacy and will review issued credentials to ensure badge expiration dates align with lease expiration dates. If the tenant credential expiration date does not correspond with the lease expiration date, a new credential will be issued. Expected completion date is 15May16.

Enclosure (1)

## Acronyms and Abbreviations

---

<b>AFB</b>	Air Force Base
<b>CNIC</b>	Commander, Naval Installations Command
<b>EXORD</b>	Executive Order
<b>III</b>	Interstate Identification Index
<b>MHPI</b>	Military Housing Privatization Initiative
<b>NCIC</b>	National Crime Information Center
<b>NS</b>	Naval Station



## **Whistleblower Protection**

### **U.S. DEPARTMENT OF DEFENSE**

*The Whistleblower Protection Enhancement Act of 2012 requires the Inspector General to designate a Whistleblower Protection Ombudsman to educate agency employees about prohibitions on retaliation, and rights and remedies against retaliation for protected disclosures. The designated ombudsman is the DoD Hotline Director. For more information on your rights and remedies against retaliation, visit [www.dodig.mil/programs/whistleblower](http://www.dodig.mil/programs/whistleblower).*

## **For more information about DoD IG reports or activities, please contact us:**

### **Congressional Liaison**

[congressional@dodig.mil](mailto:congressional@dodig.mil); 703.604.8324

### **Media Contact**

[public.affairs@dodig.mil](mailto:public.affairs@dodig.mil); 703.604.8324

### **For Report Notifications**

[http://www.dodig.mil/pubs/email\\_update.cfm](http://www.dodig.mil/pubs/email_update.cfm)

### **Twitter**

[twitter.com/DoD\\_IG](https://twitter.com/DoD_IG)

### **DoD Hotline**

[dodig.mil/hotline](http://dodig.mil/hotline)

**FOR OFFICIAL USE ONLY**



DEPARTMENT OF DEFENSE | INSPECTOR GENERAL

4800 Mark Center Drive  
Alexandria, VA 22350-1500  
[www.dodig.mil](http://www.dodig.mil)  
Defense Hotline 1.800.424.9098

**FOR OFFICIAL USE ONLY**