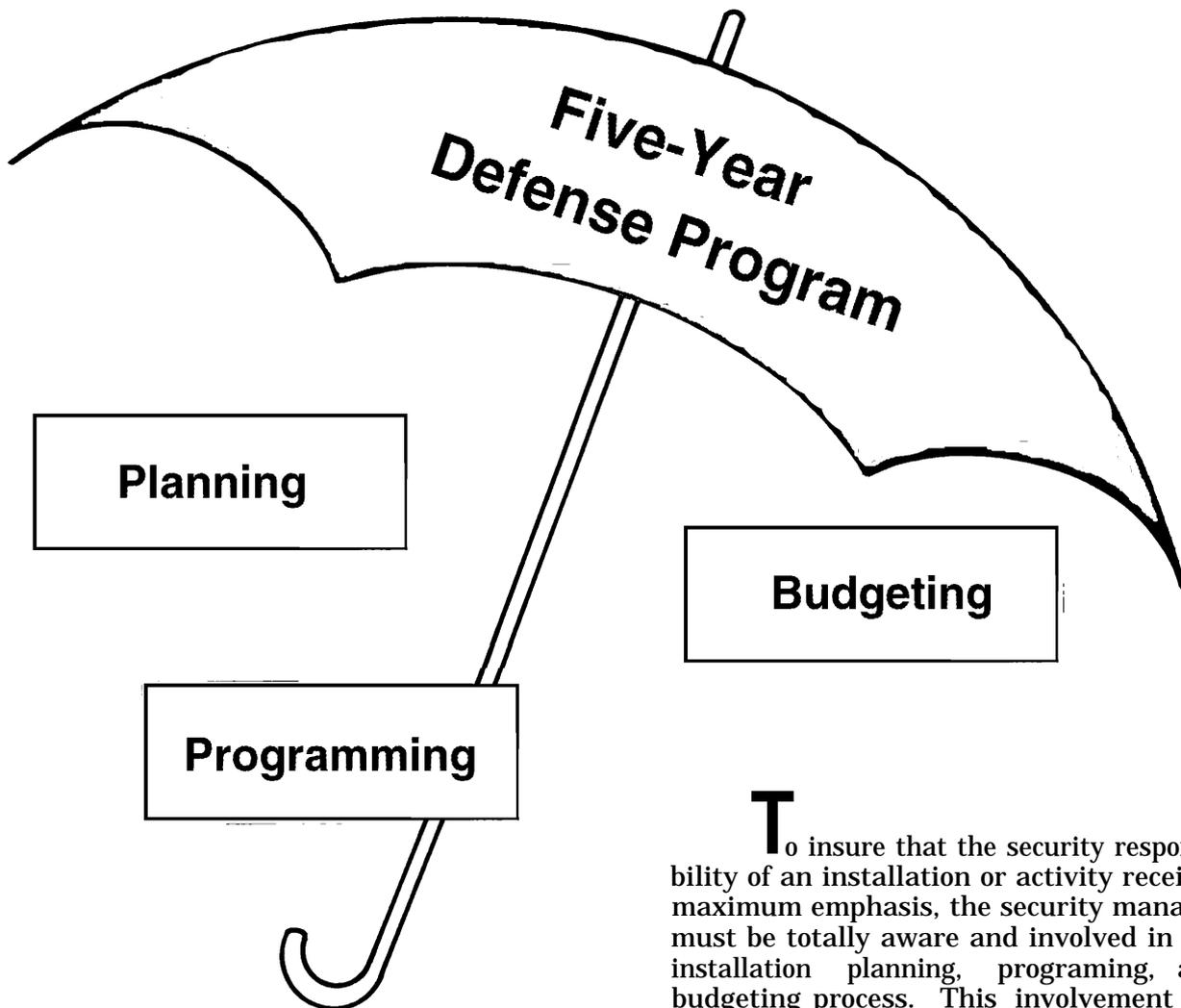


# Planning, Programing, and Budgeting



**T**o insure that the security responsibility of an installation or activity receives maximum emphasis, the security manager must be totally aware and involved in the installation planning, programing, and budgeting process. This involvement includes preparation of manpower reports and appropriate submissions.

Planning for the security defense of an installation must remain constant, practical, flexible to the mission and certainly responsive to the needs of the commander. Only through adequate planning can we provide an effective counter response to security threats-as outlined in chapter 1.

## 2-1 Planning Basis

**a.** Implementation of Department of the Army (DA) policy, AR 190-13, and those supplemental directives by installation and higher commanders is imperative to having a sound security, program.

**b.** The following must be considered when planning security measures for an installation:

- (1) Mission.
- (2) Vulnerability.
- (3) Impact on operations.
- (4) Budget limitations.
- (5) Personnel and equipment limitations.

## 2-2 Objectives

To be effective, planning must involve a phased approach, be flexible in incorporating changes, and have clearly defined courses of actions. It must be concerned with realistic protection in depth and be based on:

- a.** Relative standards.
- b.** Personnel, materiel and equipment available.

- c.** Probability of the most serious incident.
- d.** Implementation in the interest of continuity of all security operations.

## 2-3 Pre-operational Phase (Estimate)

**a.** Sound prior estimates of the security operational situation will reap big dividends when planning is ongoing. As a minimum, the preoperational estimate should be concerned with the latest

(1) Security Analysis and Vulnerability Estimate (SAVE)

(2) Security Vulnerability Assessment (SVA)

(3) Operational Security (OPSEC).

**b.** The estimate must involve determination of all available resources and acts as the basis for developing a sound security plan.

**c.** The estimate should entail maximum use of existing organizational structures, supervisors, materiel and equipment, and available technical skills.

(1) Identification of unknown factors and limitations.

(2) Identification of the necessary augmentation of personnel and equipment to support the operational phase.

## 2-4 Operational Phase

Planning for the operational phase must be all inclusive. It involves training programs concerning duties and responsibilities prior to, during, and after the operational phase. As a minimum, this phase should cover:

- a. Employment of assigned and attached personnel.
- b. Serviceable equipment.

## 2-5 Awareness Phase

To insure that the operational phase is sound and that the plan is workable and practical, all personnel must be aware of their duties and responsibilities. Contents of the plan must dictate requirements and courses of action to include the interface of security personnel.

Extracts of the plan must be provided to key personnel and supervisors to insure areas of responsibility are executed. Also, supervisors must brief their personnel on appropriate duties and responsibilities, and monitor their actions to insure a successful plan exists.

## 2-6 Development

Developing a sound security plan must involve an integrated approach as to who, what, when, where and how. Specifically, the development should be in accordance with appendix F of this manual.

## 2-7 Evaluation

a. This is an important element of any plan to insure the plan's overall appropriateness and workability. Sound evaluation

procedures will identify plan deficiencies and allow for necessary corrections and adjustments.

b. Evaluation of the plan will actually acquaint personnel with their duties and responsibilities as well as the mechanics of the plan.

c. The methods of evaluation should include:

(1) Testing techniques in which all portions of the plan are exercised individually and collectively.

(2) Testing conditions which are as close as possible to real world conditions and which simulate security threats as appropriate.

(3) Quality control through selecting evaluators who can provide a complete critique of the workability and appropriateness of the plan. Evaluators should be instructed to place special emphasis on personnel actions, both individually and collectively as a team, when weaknesses in training are evident. The evaluator should make note. An essential element of the evaluation is the feedback by evaluators. This feedback acts as a procedure for revising and modifying the plan. Revision should be immediate and all personnel must be made aware of the changes.

(4) Evaluation Frequency:

(a) The plan must be evaluated at irregular intervals based on published directives and as deemed necessary by the responsible commander.

(b) Mechanics involving development of a security plan should consider the processes outlined in figure 2 and incorporate the data set forth in appendix F.

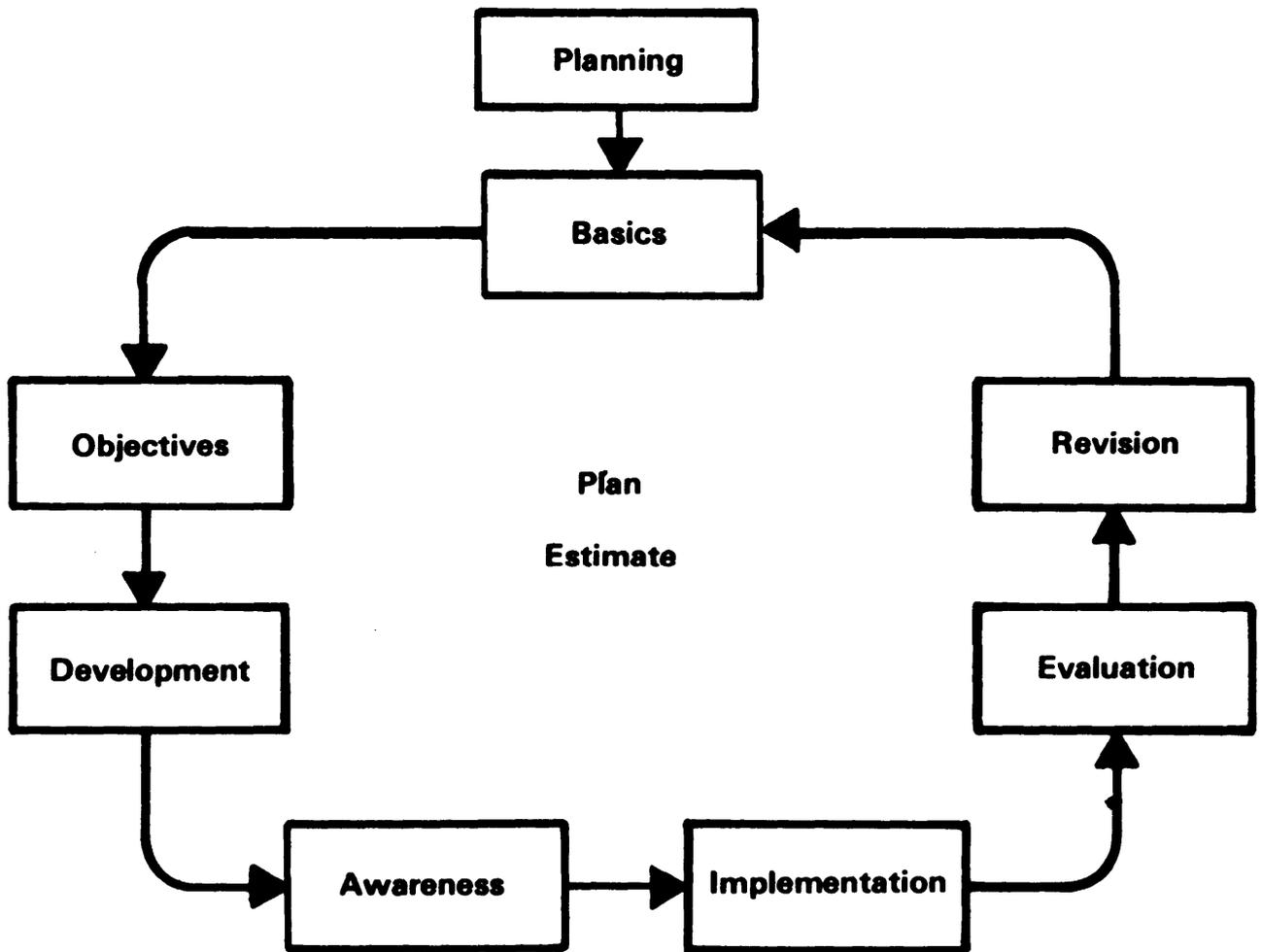


Figure 2—Process steps in effective planning.

## Programing and Budgeting

## Section II

As the Army continues to mature in terms of complexity and sophistication of weapons and equipment, the management of Army resources becomes an increasing responsibility. Inherent to this responsibility is the need

for advanced security equipment, more and better trained security personnel, both civilian and military. Therefore, the security manager must be knowledgeable in resource management.

It is essential, in the management of installation security measures and requirements, that the security manager knows the working relationships and necessary requirements involving budget formulation and execution of the following:

- Command Budget and Manpower Guidance (BMG).
- Program Budget Advisory Committee (PBAC).
- Command Operating Budget Estimate (COBE).
- Major Activity Directors (MAD).
- Budget Requests.
- Manpower Procedures.
- Justification for Additional Security Personnel and Equipment.

## **2-8 Budget and Manpower Guidance (BMG)**

**a.** Budget and manpower guidance is generated at Headquarters, DA, to insure that Army responsibilities spelled out in the FYDP are passed down to major commands and agencies.

**b.** Through this guidance DA spells out for each major command and agency precisely what will be required and what limitations are to be imposed. Based on this guidance, major commands and agencies update their 5-year programs and generate budget estimates for the budget year. The document each command or agency develops is its budget and manpower guidance (BMG).

## **2-9 BMG Objectives**

**a.** The BMG is the basis for planning, programing and budgeting for all assigned missions, objectives and workloads.

**b.** This document provides higher headquarter's approval for use of all assigned resources for a specific period. The document is an extract from the Army portion of the FYDP of those resources that have been contemplated for allocation and contains goals and workloads that such resources are designed to support.

## **2-10 Concepts**

**a.** Major command/agency 5-year programs, written in terms of appropriations, budget programs, and elements of expense, are detailed statements of the planned application of the resources (based on DA guidance) to accomplish assigned missions, goals, and workloads of the command for 5 years.

**b.** DA's budget and manpower guidance for major commands and agencies does not constitute authority to obligate finds. Rather, it is guidance to which recipients respond with their budget estimates and, finally their command operating budget estimates (COBE). This guidance document from Headquarters, DA, is formally updated three times a year.

**c.** Each successive headquarters translates the guidance it receives from above into expanded guidance for its subordinate commands. This action carries guidance from Headquarters, DA, down to the operating levels where, in response, the COBE is generated.

## **2-11 Command Operating Budget Estimate (COBE)**

**a.** The command operating budget estimate (COBE) is the field commander's estimate of resource requirements for the approaching fiscal year and an estimate of the following fiscal year based on advanced budget plans. Headquarters, DA, will advise

field commands of their approved operating budgets through four interrelated actions.

- (1) June update of program and budget guidance.
- (2) DA issuance of the resources guidance.
- (3) Issuance of approved operating budget.
- (4) Command operating budget markup.

**b.** Missions are assigned and resources are allocated to the installation commander in the command operating program of higher headquarters. The allocation is expressed in terms of the Army management structure, AR 37-100 (basic fiscal code), and AR 37-100-XX (FY fiscal code). Within this broad framework the installation commander develops a more detailed description of activities to be performed during the year. When approved, the COBE becomes the plan of action for executors of the program.

**c.** The COBE is a command, agency or installation plan of action for a specific fiscal year covering the activities for which it was responsible.

## 2-12 Purpose of COBE

**a.** To record in one place the activities to be conducted for a given year and the resources for their support. These are the activities necessary to achieve objectives assigned by higher authority based on guidance extracted from the Army portion of the FYDP.

(1) Identify that portion of the budget to be accomplished by each subordinate element in terms of objectives, policies, priorities, and resources available.

(2) Establish a basis against which accomplishments and resource utilization can be measured.

**b.** Each command, agency, and installation in the Army establishment prepares an annual COBE covering operations for which it receives funds. These COBEs are prepared in sufficient detail to identify

(1) What has to be done.

(2) When it must be done.

(3) What resources are available.

**c.** The COBE is prepared by each command and developed in response to program and budget guidance received from higher headquarters.

## Installation Management

We have already noted that the resource management system requires installation commanders to identify the costs of their military personnel. In the future, therefore, a

much higher portion of the DOD budget will be reflected annually in Army installation budgets.

## Section III

## 2-13 Budget Formulation

At the installation level, you will be concerned with a budget cycle divided into two phases—formulation and execution.

**a.** The budget cycle for operation and maintenance, Army, appropriation which finances most of the day-to-day operating costs of the Army, actually starts 18 months ahead of the target budget year (BY). Most installations do not become formally involved in the actual budget until 6 to 8 months before the beginning of the target BY. As soon as the annual Army budget estimate has been finalized [following joint DOD/Office of Management and Budget (OMB) hearings on the Army budget estimate], DA revises its guidance by sending to all of its major commands revised budget and manpower guidance (BMG) in January (about 6 months before the target BY). Based on this revised guidance, each subordinate command makes necessary changes in its local plans and programs.

**b.** On receipt of the guidance document at the installation in October—six months prior to the BY—it is sent to the Directorate of Resource Management (DRM), who is the primary staff officer charged with financial management responsibility. After briefing the installation commander and adding the commander's desires, the DRM breaks down the guidance into terms and segments that are meaningful at the installation level. He then distributes guidance with a minimum of delay to the major activity directors (MADs).

**c.** The DRM develops a time-phased schedule of actions necessary for completion of the installation budget. This is similar to a suspense-date calendar.

**d.** Aided by his staff, the DRM establishes objectives and resource limitations, using local historical data and experience. He then

prepares the draft installation BMG.

**e.** To facilitate and coordinate preparation of program/budgets, the staff forms a program budget advisory committee (PBAC) to serve as atop management advisory group to the commander. The Chief of Staff is normally chairman. Other members are the principal staff officers responsible for the functional areas of personnel, operations, and logistics, and other representatives as desired by the commander.

**f.** The committee considers all aspects of the internal management of the command.

**g.** Each member insures that his area of staff responsibility is accorded full consideration by the committee.

**h.** The use of financial data (that is, expressions of resource requirements in dollar terms) permits comparison of total input, using a common unit of measure.

**i.** The goals and requirements of individual areas are coordinated and molded into overall goals and requirements for the command.

**j.** Recommendations of the PBAC represent the consensus of the top management officials of the command.

**k.** The comptroller presents the draft BMG to the PBAC along with any unresolved differences that could not be settled by staff coordination.

## 2-14 PBAC Functions

**a.** Interpretation of BMG from higher authority and integration of the local commander's guidance.

**b.** Development of a plan for preparation of a proposed program/budget that will effectively and efficiently accomplish the command's mission.



**c.** Application of judgment and experience to specific program areas.

**d.** Achievement of reasonable balance and coordination between proposed missions, activities, and resources assigned to subordinate commands and agencies.

**e.** Presentation of a staff-coordinated proposed command operating budget estimate (COBE) to the commander.

**f.** Review of the reports of program/budget execution and preparation of recommended revisions to the operating program/budget based on the results of operations.

**g.** Principal members of the PBAC are assisted by their subordinates who function as a junior or working PBAC. Representation in this junior group is expanded to include at least one representative of each category within each functional area. For example, the DPCA represents the provost marshal (security officer). The program/budget officer from the comptroller's office also participates as a working member. Much of the detailed work for the senior PBAC is done by the junior PBAC prior to the senior PBAC's being convened. The junior PBAC works up detailed alternative courses of action for consideration of the senior PBAC.

**h.** Action agencies receiving the BMG are the major activity directors (MADs). They are also frequently called program directors. Specific determinations of what is a major activity and of the designation of the MAD depend on the installation and its mission. However, primary staff officers are normally designated MADs for activities falling in their areas of primary staff responsibility. Major activities usually follow the breakdown of the Army management structure.

## **2-15 Major Activity Directors**

For example, the director of industrial operations (DIO), is responsible for the central supply and maintenance program.

Also, the Guard and Reserve forces program would belong to the director of plans and training. Physical security equipment (provost marshal's office) belongs to the director of personnel and community activities (DPCA).

**a.** At the installation level, organization more clearly reflects the functional management requirements, but does not clearly address the program as a whole. The installations have subdivided their programs by functional area responsibilities. The name coined for the subdivisions is "key accounts."

**b.** One rule that must be followed in this subdivision is that the data collected for the accounts must be identifiable to insure that when this data is combined with data concerning other key elements in the program, it does not lose its identity with the major programs that it supports.

**c.** Guidance is analyzed by the major activity directors and passed down to the activity chiefs who report to them. The activity chiefs analyze their guidance and pass appropriate guidance down to subactivity chiefs who report to them. For example, the DPCA is the MAD for G-641. Under him there are normally activity chiefs and subactivity chiefs (physical security managers).

**d.** When the guidance finally gets down to the activity/subactivity chief, it is translated into budget requirements. This is the turnaround point. Detailed budget segments are prepared by subactivity chiefs; reviewed, and consolidated by activity chiefs; again reviewed and consolidated by major activity chiefs; until the draft installation COBE is consolidated by the DRM. Requirements are justified by use of performance factors (PF) listed for budget codes in the Army management structure.

**e.** The basic program/budget document prepared at the installation is the activity budget schedule, reflecting, within cost guidance, dollar requirements for resources by

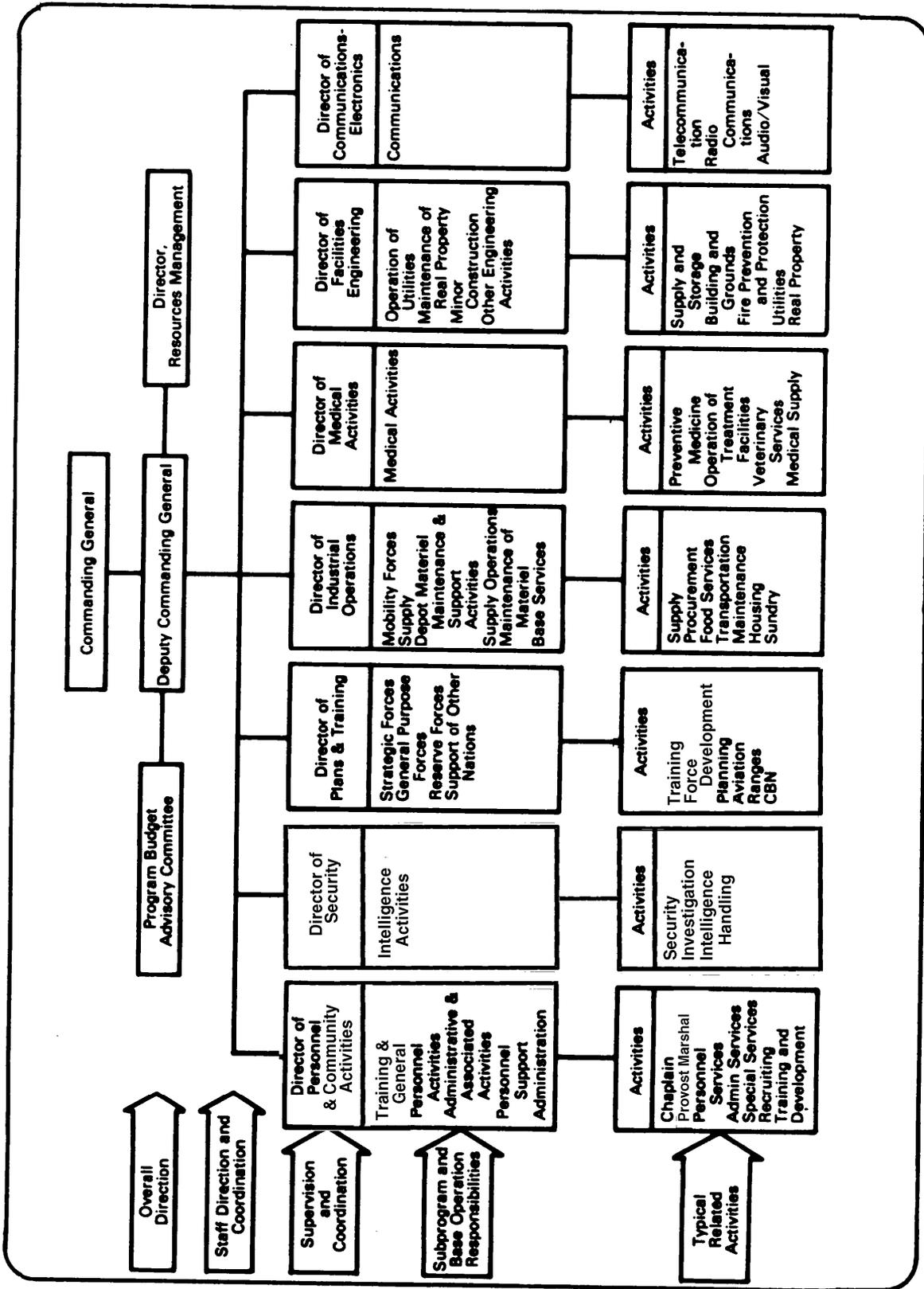


Figure 4—Typical organization for programing and budgeting (OMA).

type (element of expense), manpower by man-years and type, and work output in terms of PF. Data is projected for each quarter of the fiscal year. The same three types of data are provided for unfinanced requirements; that is, the workload considered essential for mission accomplishment and its associated resource requirements that cannot be performed within the cost guidance received. The activity budget schedule establishes a standard cost per unit of output, composed of labor, supply equipment, and other costs at the programed level of output.

**f.** The activity budget schedule is normally supported by schedules of temporary duty travel, supply requirements, contracts, and unfinanced requirements and a narrative statement by the activity manager. When automatic reimbursements are expected to be earned by the activity, a list of sources and anticipated amounts is also prepared.

**g.** Activity budget schedules are reviewed by functional category managers. Particular attention is paid to the balance of unfinanced requirements of activities having similar priorities. When balance has been achieved among activities of the same functional category, functional category managers, acting now as the working PBAC, propose adjustments in activity cost ceilings to achieve balance installation wide among all functional categories and activities.

**h.** The PBAC will review and make necessary modifications to the draft COBE before submitting it to the commander with its recommendations. Those items that the installation feels are necessary for the accomplishment of its mission, but cannot afford within the dollar guidance received from higher headquarters, are included in the COBE as unfinanced requirements. Unfinanced requirements are listed in order of priority with justification and impact statements supporting the installation's request for additional funds.

**i.** The installation COBE is a plan of

action for a specific fiscal year and has a threefold purpose:

- Record activities to be conducted and resources needed for the installation's support.
- Identify action to be accomplished by each subordinate element.
- Establish basis to measure accomplishment and resource consumption.

**j.** Of special interest in the COBE is section I, Commander's Narrative Analysis. In this section, the commander is provided the opportunity to defend his views on the adequacy or inadequacy of his COBE which has been developed in response to guidance received from parent headquarters.

**k.** After review and approval, the COBE is submitted to the major command which reviews all COBEs submitted to determine consistency with guidance, magnitude, and type of resources requested and also the urgency of unfinanced requirements.

**l.** Major command COBEs are reviewed, adjusted, and consolidated at Headquarters, DA, and form the basis of the Army's annual apportionment request, which is submitted through DOD to OMB.

## **2-16 Budget Execution**

**a.** The installation budget execution phase begins 1 October with receipt of the approved operating budget (AOB) or marked up COBE indicating the action taken in response to the DA-approved COBE. The markup of the installation COBE at this point reflects all changes to the installation's COBE resulting from budget reviews at all levels of DOD, OMB, and Congress. As such, it represents the approved installation plan of execution for the BY.

**b.** An approved budget establishes annual limitations and/or objectives to include the amount of expense or obligations that maybe

incurred for a specific program (or other classification) for the BY.

**c.** The installation marked up COBE and the AOB for the first quarter of the fiscal year are sent to the DRM for action. The DRM reviews and analyzes these documents, determines adjustments required, and informs major activity directors concerned of pertinent adjustments.

**d.** Through the coordinated efforts of the DRM and the working PBA, the installation program is updated. The DRM sends the original of the AOB to the finance and accounting office. Authority to obligate the Government comes to the installation in the form of a Funds Authorization Document (FAD). This authority is provided on a quarterly basis.

**e.** If the magnitude of changes warrants, the PBAC meets to review the revised installation program for balance in resources, levels and workloads. When satisfied with the plan of operation, the PBAC recommends that the plan be approved by the installation commander. The commander either approves the recommended program or directs that changes be made. After final approval, the program is returned to the installation DRM. The DRM finalizes, publishes, and distributes the approved installation operating program which serves as the overall plan of operations for the fiscal year.

**f.** The budget execution review (BER) is the midyear review report and provides the basis for funding adjustments by higher headquarters during the latter half of the current fiscal year. In preparing the BER, program and activity directors should carefully review all resource requirements to insure that estimates are accurate, and that the unfinanced requirements are completely justified to insure that no mission-essential activities are hampered by the lack of resources.

## **2-17 First-half-year Data**

**a.** Actual data (experience) on expenses incurred and performance (workload) accomplished for the first 3 months (that is 1 October through 31 December).

**b.** Cumulative projected data for the first 6 months that include the first 3 months of actual data plus 3 months (1 October through 31 March) of projections of the expense to be incurred and the performance (workload) to be accomplished.

**c.** Cumulative projected data for the entire fiscal year. The last half estimated data are included in the cumulative projections or expenses to be incurred and performance to be accomplished for the entire fiscal year.

**d.** Segments of the BER are submitted similar to sections of the COBE; they are reviewed, analyzed, and consolidated by activity chiefs and the major activity directors, and finally, the draft installation COBE is composed of five sections.

**e.** Section I, Commander's Narrative Analysis, is the one in which the installation commander informs higher headquarters of major problems involved in performing assigned missions, programs, and workloads within existing resources. It is the highlight feature of the BER on which all reviews are finally focused for decision and action. It is developed under the management-by-exception concept and oriented to facilitate budget execution, management, review, and analysis processes at each succeeding level of command. See section IV, chapter 2, AR 1-1, for a more detailed explanation of the Army budgeting system.

J-SIIDS issue is based on request made to the National Inventory Control Point (NICP). Other equipment may be obtained,

as a result of an annual unprogrammed and unfinanced request, by providing the necessary justification for input to the command operating budget estimate (COBE).

## 2-18 Security Equipment Procurement Procedure

- a. Security manager conducts an inspection to determine the need.
- b. Determine requirement authority (DOD/DA letter, AR, directive, etc.).
- c. Brief provost marshal/installation com-

mander on installation vulnerability, equipment criticality, and need. This will also assist the commander in preparing section I of the commander's narrative analysis.

- d. Coordinate with necessary installation primary staff elements and solicit documented support.

- e. Prepare the installation budget forms and a security equipment decrement list to be submitted to the comptroller. (The decrement list is a priority list for items to be removed from the program if resource guidance is reduced. As such, the document list goes from lowest priority to highest priority in terms of the critical needs of the installation.)

## Sample Budget Request

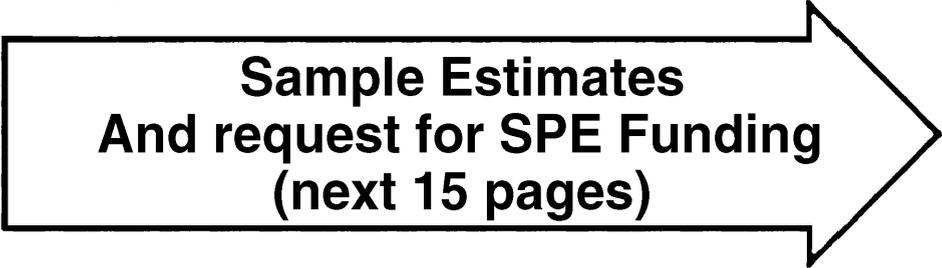
## Section IV

Budget requests provide for police services, maintenance of order, traffic control, criminal investigations, correctional facility, and **physical security services**, equipment, and inspections. The physical security manager must review the design of Military Construction Army (MCA) projects and provide recommendations.

The cost estimate must be submitted with the appropriate transmittal document, according to local policy. DA Pamphlet 140-series explains this subject in great detail.

The samples included in the next 15 pages are physical security oriented (6 pages for COBE and 9 for SPE funding).

If the DPCA receives cuts in its request, the budget request may be returned to the installation in initial FY 80 budget guidance because of cuts in the DPCA request. If, for instance, the security manager's request for a radio network was not funded, he must submit a second request for special equipment finding to the installation DRM.



**Sample Estimates  
And request for SPE Funding  
(next 15 pages)**

FY 80 COMMAND OPERATING BUDGET ESTIMATE  
SCHEDULE OF EQUIPMENT

ITEM DESCRIPTION	PURPOSE/USE	QTY	UNIT COST	TOTAL COST	AMS BUDGET ACCOUNT CODE	PRIORITY CATEGORY
VH Vehicle Radio	To provide communications for 4 newly authorized MP sedans, 1 per quarter.	4	\$1,200	\$4,800	.G6000	
Desk, double pedestal	Replace unserviceable item at post confinement facility, 1 per quarter.	4	315	1,260	.G6000	
Anti-intrusion device	To protect sensitive areas in: Defense Service Center, 1st Qtr. CDC Agency, 1st Qtr.	10	400	4,000	.G6000	
Vehicle speed radar	Improve traffic control in the 1st and 3d Qtrs.	2	3,000	6,000	.G6000	
Camera, 4x4	For investigative purposes, 1st Qtr.	1	800	800	.G6000	
Nontactical radio network	Improve police and security communications				.G6000(2300)	
Repeater		1	2,700	2,700	.G6000	
Console		2	1,750	3,500	.G6000	
Base Station		1	3,300	3,300	.G6000	
2-channel mobile radios		7	1,315	9,205	.G6000	
Hand-held portables		17	1,117	18,989	.G6000	
Antennas		4	1,750	7,000	.G6000	
		TOTAL		\$62,554		

FY 80 COMMAND OPERATING BUDGET ESTIMATE

SECTION I - REQUIREMENTS      ACTIVITY TITLE: Provost Marshal (Security)

ELEMENT OF EXPENSE	PERIOD	PERIOD	PERIOD	PERIOD	FY TOTAL
	\$	\$	\$	\$	\$
1000 PERSONNEL SERVICES & EXPENSES	(	(	(	(	18,050
1110 Personnel Compensation GS	(	(	(	(	16,000)
1120 Personnel Compensation WB	(	(	(	(	(
1210 Personnel Benefits GS	(	(	(	(	2,050)
1220 Personnel Benefits WB	(	(	(	(	(
2100 TRAVEL & TRANSPORTATION	(	(	(	(	35,700
2200 TRANSPORTATION OF THINGS	(	(	(	(	(
2300 RENTS COMM. UTILITIES	(	(	(	(	(
2310 Rents	(	(	(	(	(
2320 Communications	(	(	(	(	(
2330 Purchased Utilities	(	(	(	(	(
2500 OTHER CONTRACTUAL SERVICES	(	(	(	(	37,290
2511 Purchased Equip Maintenance	(	(	(	(	(
2572 Other Purchased Services	(	(	(	(	(
2600 SUPPLIES & MATERIALS	(	(	(	(	145,700
2610 Supplies Except POL/ADP/MED	(	(	(	(	(
2620 Acft POL	(	(	(	(	(
2640 Other POL	(	(	(	(	(
2650 ADP Supplies	(	(	(	(	(
2660 Medical Supplies	(	(	(	(	(
2670 Aviation Supplies	(	(	(	(	(
2700 SERVICE CHARGE FUNCTION	(	(	(	(	(
2770 Rel Prop & Util Rent Equip	(	(	(	(	(
3100 EQUIPMENT	(	(	(	(	16,860
3100 Capital Equip-Except MED/ADP	(	(	(	(	(
3140 Capital Equip-Medical	(	(	(	(	16,860)
9900 ALL OTHER NOT SHOWN	(	(	(	(	(
TOTAL REQUIREMENTS	\$	\$	\$	\$	\$ 253,500

SECTION II - WORKLOAD

SECTION III - MANPOWER

GS AUTHORIZED 2 WB AUTHORIZED 0 TEMP HIRE AUTHORIZED 0  
 GS ACTUAL 2 WB ACTUAL 0 TEMP HIRE ACTUAL 0

SECTION IV - FINANCING

DIRECT FUNDS	71,400 OMAR	FUNDED		REIMBURSEMENTS		TOTAL FUNDS
		PERIOD	PERIOD	PERIOD	PERIOD	
ELEMENTS OF EXPENSE		\$	0	\$	12,500	
1000 FY REQUIREMENTS						
FY FINANCED						
2100 FY REQUIREMENTS						
FY FINANCED						
2200 FY REQUIREMENTS						
FY FINANCED						
2300 FY REQUIREMENTS						
FY FINANCED						
2500 FY REQUIREMENTS						
FY FINANCED						
2600 FY REQUIREMENTS						
FY FINANCED						
2700 FY REQUIREMENTS						
FY FINANCED						
3100 FY REQUIREMENTS						
FY FINANCED						
9900 FY REQUIREMENTS						
FY FINANCED						
FY TOTALS						
1. REQUIREMENTS						
2. FINANCED						
3. UNFINANCED						
						FY TOTAL
						\$253,500

FY 80 COMMAND OPERATING BUDGET ESTIMATE

TRAVEL & TRANS OF PERSONS

DESCRIPTION/PURPOSE	DATES	NUMBER PER TRIP	COST	AMS BUDGET ACCOUNT CODE	PRIORITY CATEGORY
Trips by PM personnel to conduct liaison at TRADOC headquarters, estimated	As necessary	NA	\$ 2,000	.G6000	
One trip per quarter for PM to conduct liaison at headquarters TRADOC, estimated \$25 per trip	1 day Qtr	2	200	.G6000	
Prisoner escort. Pick up deserter from civilian law enforcement agencies and/or FBI offices. Historical estimates, 100 trips at \$200 per trip	NA	1	20,000	.G6000	
Security investigations, estimated	NA	1	3,000	.G6000	
Physical security 30 at \$100 each	NA	1	7,000	.G6000	
Security clearance 70 at \$100 each	NA		3,500	.G6000	
Off-post physical security inspections. 175 inspections at \$20 each		TOTAL	\$35,700		

Sample COBE continued (4 of 6 pages)—Travel and transportation.

FY 80 COMMAND OPERATING BUDGET ESTIMATE

CONTRACTUAL SERVICES

PERIOD OF THE CONTRACT	PURPOSE OF CONTRACT	AMS BUDGET ACCOUNT CODE	AMOUNT	PRIORITY CATEGORY
1 Jul-30 Jun	Security guards 8 each for Camp Aims. Provide security for PX, commissary, and finance office. Annual contract. Awarded based on AR 235-5. Evaluation of Commercial-Industrial Activities (CITA).	.G6000	\$28,400	
1 Jul-30 Jun	Security gate guard 1 each during daytime for Defense Service Center.	.G6000	2,522	
1 Jul-30 Jun	Intrusion detection device contract: Small arms repair shop Main post commissary Main post finance Branch finance Bright Hall Swynett complex FAOOM FANOOM		348 432 744 540 520 530 559 431	
1 Jul-30 Jun	Link teletype (Law Enforcement Network, VA)		2,474	
		TOTAL	\$37,500	

FY 80 COMMAND OPERATING BUDGET ESTIMATES

SUPPLIES AND MATERIALS

DESCRIPTION AND PURPOSE	AMS BUDGET ACCOUNT CODE	QTY	UNIT COST	TOTAL COST	PRIORITY CATEGORY
Estimated health and comfort items for prisoners in post confinement facility	.G6000	NA	NA	\$ 32,400	
Self-service supply center administrative supplies (based on historical usage)	.G6000	NA	NA	8,000	
Traffic control materials	.G6000	NA	NA	31,300	
POL for military police vehicles based on 400,000 miles per year at \$.04 per mile	.G6000	NA	NA	16,000	
Repair parts for small arms, communications equipment, etc.	.G6000	NA	NA	20,000	
Decals for vehicles	.G6000	NA	NA	38,000	
			TOTAL	\$145,700	

Sample COBE continued (6 of 6 pages)—Supplies and materials.

10 November 1979

SUBJECT: Request for Special Equipment (SPE) Funding

Commander  
US Army Military Police School/  
Training Center and Fort McClellan  
ATTN: ATZN-DRM  
Fort McClellan, Alabama 36205

1. Request SPE funding in the amount of \$45,000 be made available for the purchase and installation of equipment required to renovate and expand the nontactical radio network of the security police force.
2. The timing of this funding request has been accelerated by the change in mission storage and shipment requirements and approved expansion of personnel and other equipment to the security force TDA. When the security mission increased in criticality, number of items, and shipment procedures, the current communication network became overextended, outdated, and lacked the number required to provide for a safe and secure environment during operations.
3. The present nontactical network is restricted in its range and cannot make contact with security patrols during convoy operations while off the installation. Additionally, the current network will not provide adequate communication for the installation during periods of war emergency, installation confrontations, terrorists activities, natural disasters, or other situations which may result in the disruption of normal communications.
4. Following is a listing of the required items with acquisition costs.

<u>Item</u>	<u>Quantity</u>	<u>Cost</u>
Repeater	1	\$ 2,700
Consolette	2	3,500
Base station	1	3,300
2-channel mobile radios	7	9,205
Hand-held portables	17	18,989
Antennas	4	7,000
Total		<u>\$44,694</u>

Sample SPE funding request (1 of 9 pages).

5. An economic analysis for this requested action was done by the operational research/systems analysis branch. The purchase alternative is recommended based on the analysis and a copy of each, purchase v. lease, is inclosed.

4 Incl  
as

GARY R. MOORE  
CPT, MPC  
Security Manager

Coordination:

PM: Concur/Nonconcur \_\_\_\_\_ Date \_\_\_\_\_

DPTSEC: Concur/Nonconcur \_\_\_\_\_ Date \_\_\_\_\_

*Sample SPE funding request continued (2 of 9 pages).*

SUMMARY OF PROJECT COSTS

1. Submitting Component: Security Branch, Provost Marshal Office
2. Date of Submission: 10 November 1979
3. Project Title: Funding Request for Nontactical Radio Network
4. Description of Project Objective: Update Overaged Current System
5. Alternative: Purchase      6. Economic Life: 5 years

7. Project Year	8. Project Costs		c. Annual Cost	d. Discount Factor	e. Discounted Annual Cost
	a. Nonrecurring Investment	b. Recurring Operations			
1	46,521.10	272.74	46,793.84	.954	44,641.32
2		272.74	272.74	.867	236.47
3		272.74	272.74	.788	214.92
4		272.74	272.74	.717	195.55
5		272.74	272.74	.652	177.83

9. TOTAL 45,466.09

10a. Total Project Cost (discounted) 45,366.09

10b. Uniform Annual Cost (without terminal value) 9,093.22

11. Less Terminal Value (discounted) -0-

12a. Net Total Project Cost (discounted) 45,366.09

12b. Uniform Annual Cost (with terminal value) 9,093.22

13. Source Derivation of Cost Estimates (use as much space as required):  
See attached documentation.
  - a. Nonrecurring Costs: (Entries may vary.)
    - 1) Research & Development
    - 2) Investment:
  - b. Recurring Cost: (Entries may vary.)
  - c. Net Terminal Value: Not available.
  - d. Other Considerations: (Entries may vary.)

*Sample SPE request continued (3 of 9 pages)—Enclosure 7.*

SUMMARY OF PROJECT COSTS

1. Submitting Component: Security Branch, Provost Marshal Office
2. Date of Submission: 10 November 1978
3. Project Title: Funding Request for Nontactical Radio Network
4. Description of Project Objective: Update Overaged Current System
5. Alternative: Lease
6. Economic Life: 5 years
- 7.
8. Project Costs

Project	a. Nonrecurring Investment	b. Recurring Operations	c. Annual Cost	d. Discount Factor	e. Discounted Annual Cost
1	4,683.25	14,613.46	19,296.71	.954	18,409.06
2		14,613.46	14,613.46	.867	12,699.87
3		14,613.46	14,613.46	.788	11,515.41
4		14,613.46	14,613.46	.717	10,477.85
5		14,613.46	14,613.46	.652	9,527.98
9. TOTAL					62,630.17
10a. Total Project Cost (discounted)			62,630.17		
10b. Uniform Annual Cost (without terminal value)					12,526.03
11. Less Terminal Value (discounted)					<u>-0-</u>
12a. Net Total Project Cost (discounted)			<u>62,630.17</u>		
12b. Uniform Annual Cost (with terminal value)					<u>12,526.03</u>
13. Source Derivation of Cost Estimates (use as much space as required) See attached documentation.					
a. Nonrecurring Costs: (Entries may vary.)					
1) Research & Development					
2) Investment:					
b. Recurring Cost: (Entries may vary.)					
c. Net Terminal Value: Not available.					
d. Other Considerations: (Entries may vary.)					

*Sample SPE request (4 of 9 pages)—Enclosure 2.*

OTHER FACTORS FOR CONSIDERATION (PURCHASE vs. LEASE)

1. Status Quo:  
Based on information received from various security supervisors and patrolmen, the current radio network is overaged and maintenance costs are high. Additionally, the security branch received an IG deficiency because we could not reach all security patrols.  
  
By installing a new system, all of the above problems could be alleviated.
2. Purchase:
  - a. Benefits:
    - (1) The provost marshal would own the equipment. We could modify it to suit our needs.
    - (2) A one-time cost would be incurred which eliminates much bookkeeping.
  - b. Costs:
    - (1) Return on investment for state-of-the-art updates would be less than with a lease agreement.
    - (2) Maintenance and installation costs are the same as leasing.
3. Lease:
  - a. Benefits:
    - (1) The return on investment for leased items is higher than for purchased equipment. For state-of-the-art updates, commercial firms will allow credit for investment-to-date.
    - (2) The total cost of the radio network can be spread out for 5 years, at which time we would own the equipment.
  - b. Costs:
    - (1) As shown in the Present Value equation, the total cost would be \$17,119.73 higher for lease.
    - (2) Associated with the lease is an increased nonquantifiable bookkeeping cost (monthly entries for 5 years).
    - (3) To modify a leased radio system, we have to get the lessor's permission and pay them for the modification.
4. Extent of the System:  
Some further review of the number of MX Portables and Pagecom Pagers needed should be made to insure that all units listed are necessary.
5. Contact with Other Suppliers:

Sample SPE request (5 of 9 pages)-Enclosure 3.

6. Use of Army Tactical Radios:

This alternative was found unsuitable for the following reasons:

- a. Wide band radios, as tactical radios, are restricted to tactical use only.
- b. The frequencies assigned to the security branch are outside the tactical radios' capabilities; they are FM radios and our frequencies are VHF.
- c. Tactical radios are much more expensive than nontactical ones, and this use would not be cost effective to the US Army as a whole.

*Sample SPE request (6 of 9 pages)—Enclosure 3 continued.*

PRESENT VALUE EQUATIONS FOR LEASE AND PURCHASE OF NONTACTICAL RADIO EQUIPMENT

PURCHASE

$$\begin{aligned} PV_p &= 41837.85 (PV_1) + 3732.85 (PV_1) + 950.40 (PV_1) + 272.74 (SPV_5) \\ &= 41837.85 (.954) + 3732.85 (.954) + 950.40 (.954) + 272.74 (3.977) \\ &= 39913.31 + 3561.14 + 906.68 + 1084.69 \\ &= 45465.82 \end{aligned}$$

Explanation of Costs:

41837.85 = Cost of equipment purchase  
3732.85 = Antenna installation  
950.40 = Equipment installation  
272.74 = Annual maintenance cost

LEASE

$$\begin{aligned} PV &= 3732.85 (PV_1) + 950.40 (PV_1) + 14613.46 (SPV_5) \\ &= 3732.85 (.954) + 950.40 (.954) + 14613.46 (3.977) \\ &= 3561.14 + 906.68 + 58117.73 \\ &= 62585.55 \end{aligned}$$

Explanation of Costs:

3732.85 = Antenna installation  
950.40 = Equipment installation  
14613.46 = Annual cost (lease + maintenance)

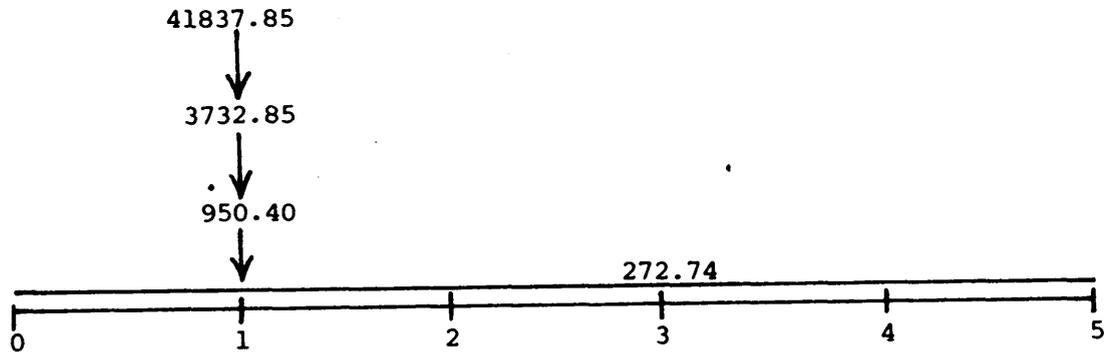
LEASE COST ALTERNATIVE:

Purchase of equipment

TIME LINE FOR INVESTMENT

ECONOMIC LIFE 5 Years

PURCHASE OF NONTACTICAL RADIO NET EQUIPMENT



EXPLANATION OF COSTS

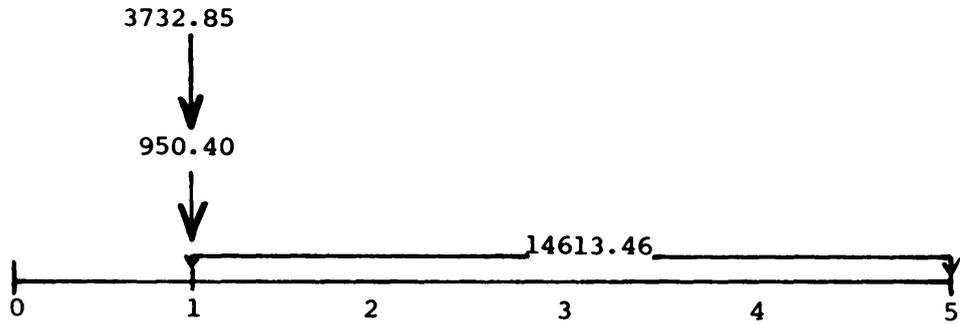
- 41837.85 - Purchase of Radio Equipment
- 3732.85 - Antenna Installation
- 950.40 - Equipment Installation
- 272.74 - Annual Maintenance

Sample SPE request (8 of 9 pages)—Enclosure 4 continued.

TIME LINE INVESTMENT

ECONOMIC LIFE 5 Years

LEASE OF NONTACTICAL RADIO NET EQUIPMENT



EXPLANATION OF COSTS

14613.46 - Annual Lease Cost and Maintenance  
14340.72 - Annual Lease Cost  
272.74 - Annual Maintenance  
3732.85 - Antenna Installation  
950.40 - Equipment Installation

Sample SPE request (9 of 9 pages)—Enclosure 4 continued.

Review and revision of tables of organization and equipment (TOEs) is accomplished on a recurring basis, coinciding with HQDA planning requirements and the Army implementation of the Five-Year Defense Program (FYDP) as discussed earlier.

The TOE Documentation Program is controlled by the TOE program letter and schedule. This letter specifies the TOE to be developed or revised during the fiscal year, and is published in July and updated in January. Security managers are not involved in the revision and development of TOEs. This action depends on the TOE proponent agency within the TRADOC school system. It is based upon and in concert with, DA approved doctrine and concepts, etc. (See AR 310-31.)

## 2-19 Security Manager's Interface

a. Security managers, at various times, must be involved with revision of modification tables of organization and equipment (MTOEs) and tables of distribution and allowances (TDAs)-mainly the latter. This involvement usually requires an interface with the supporting force development officer or the next higher headquarters operation section (S3) to prepare documents in accordance with the Army Authorization Documents System (TAADS) which is a system used for:

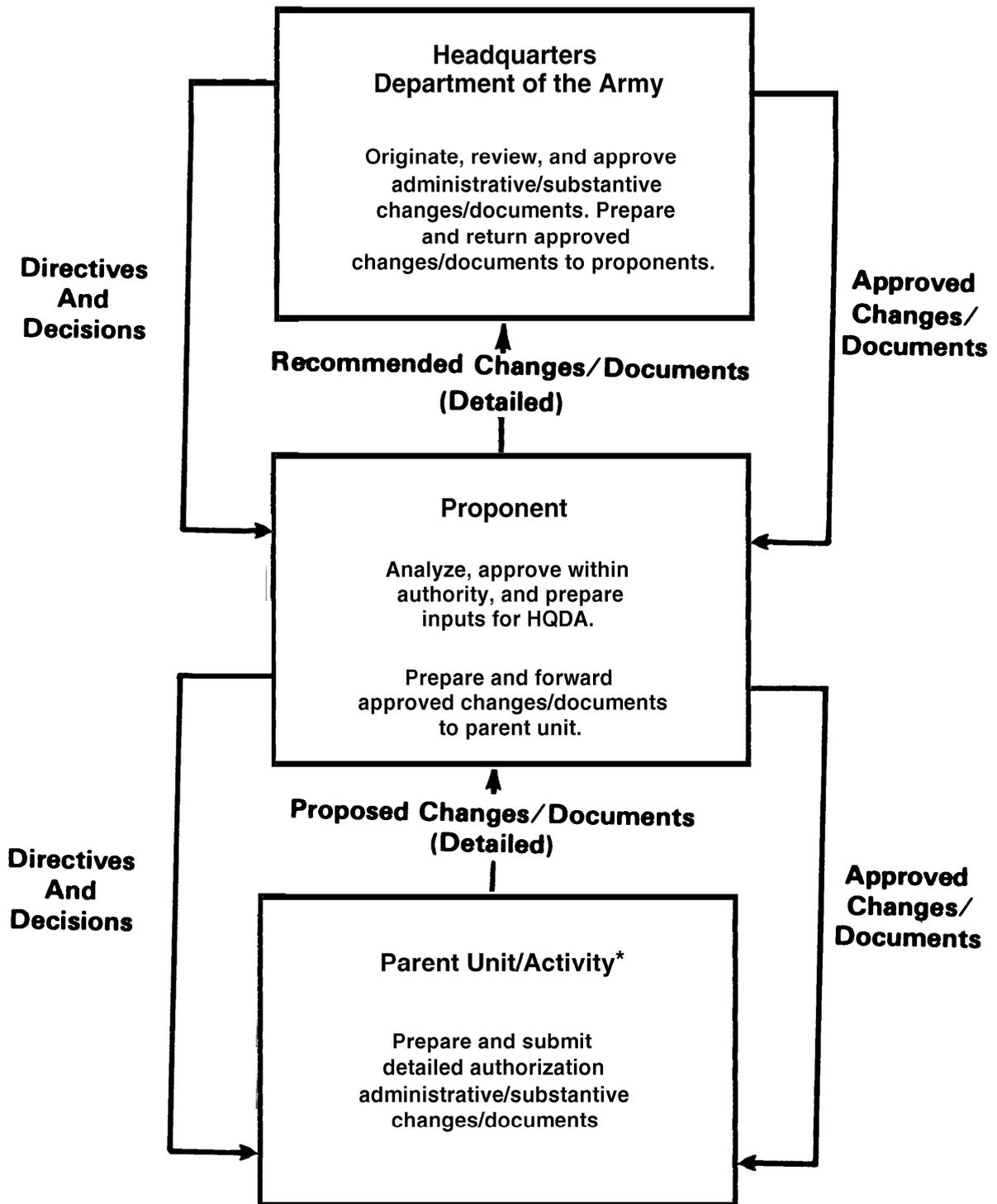
- Developing organizational structures
- Requirements
- Personnel authorizations and equipment.

b. The final product of this system is a unit's authorization documents (MTOE/TDA), which provide for subsequent personnel and equipment transactions. The MTOE provides the commander with the means to modify or adjust the DA approved TOE to meet specific operational requirements. The TDA, on the other hand, establishes its own organizational structure to meet the needs of each specified unit. A flow chart showing the processing of a TAADS authorization document is at figure 5. Authorizations to support this document are as follows:

- MTOE
- TDA
- Augmentation TDA
- Mobilization TDA.

c. TDA security units organized to support the Army's peacetime posture may not be sufficient in terms of personnel strength and equipment. The requirements column of the TDA must be based on requirements recognized in an approved manpower survey. Adjustments by the survey authority maybe made when changes in mission, function, or workload occur between manpower surveys. Requirements for a new TDA unit must be based on the mission, projected workload, and applicable staffing guides.

d. The manpower authorizations column of the TDA must be based on allocations of resources, and normally will be equal to or less than the manpower reflected in the requirements column. When authorizations are less than requirements, reduced capabilities must be reflected in the appropriate paragraphs of section I of the TDA.



\* Security manager involvement

Figure 5—Flow chart for TAADS data.

e. Grades of DA civilian personnel positions in the TDA must be established by application of civil service and DA civilian personnel policies, regulations, and procedures.

f. Organizational structures of TDA units must adhere to applicable DA regulations governing organization of specific units; or in the absence of such regulations, they must adhere as closely to the appropriate DA staffing guide as local conditions permit.

g. Military and civilian manpower utilization policies in AR 570-4 must be followed when organizing and staffing TDA units to perform security missions.

## 2-20 Manpower Management

The objective is to achieve optimum use of manpower in accomplishing the security mission.

a. The security manager must realize that the two primary constraints on manpower are:

- (1) Man-years generated during a fiscal year.
- (2) Strength at the end of a fiscal year.

b. The total strength of an activity at any given time in the year is important because it is the basis for computing man-years.

c. As security strengths change during a fiscal year, adjustments must be made to:

- (1) Total man-years and, if appropriate,
- (2) End-year strengths.

Manpower planning and allocation documents, as discussed previously, are as announced in Chapter IV of the Program and Budget Guidance (PBG) provided to major activity directors (MADs).

## 2-21 Establishing Manpower Requirements

a. The security manager must obtain the following documents to prepare his requirement:

- (1) TOE manpower authorization criteria
- (2) DA staffing criteria
- (3) DA staffing guides
- (4) Manpower surveys
- (5) Various work measurements
- (6) The physical security plan.

b. The civilian personnel officer will actively participate in TDA development involving civilian security positions. Civilian position structures in the TDA will be in accordance with regulations of:

- (1) The office of management and budget
- (2) Civil Service Commission (CSC)
- (3) HQDA.

## 2-22 Grade and Position Change

a. To change security grade level or position at the local level, unless instructed otherwise, must be done IAW the following:

- (1) Civilian Personnel Regulation 501.
- (2) Job reengineering.
- (3) Civil Service Commission Research & Development Engineering Grade Evaluation Guide.
- (4) Civil service classification guidance.

b. Grade levels and position structure of positions in grade GS-15 and below, and in wage board pay categories may be submitted

as proponent-approved, unless HQDA instructs otherwise.

**c.** Evaluation of civilian personnel officer positions are subject to the provisions of Civilian Personnel Regulation (CPR) 501.

**d.** Application of job evaluation decisions of the CS or HQDA is mandatory. Action on such mandatory decisions must be taken in accordance with civilian personnel regulations and instructions, even though application results in grade levels that exceed the current approved TDA.

**e.** Prior approval requirements. The security manager must realize that successive echelons of command are not authorized to establish prior approval requirements beyond the provisions of CPR 501, unless determined to be necessary to improve position management and the civilian position structure. The HQDA policy of decentralizing authority for civilian personnel management and for position classification to the lowest practicable level must be observed both in principle and in practice.

**f.** Civilian grades listed in DA-approved TDA. Civilian grades listed in DA-approved TDAs are not authorized until finalized by the security element's supporting civilian personnel office in accordance with the above paragraphs. DA review normally will be accomplished on a post audit basis. Comments addressing civilian positions in approved TDAs, if any, will be furnished separately by DAPE-CPP.

## **2-23 Proponent-Initiated Changes**

**a.** The organization structure of security units and activities may be changed at the initiative of commanders. Changes may be necessary to respond to changes in mission or to realign resources and organiza-

tional elements for greater security mission efficiency.

**b.** Proponent-initiated changes must comply with organizational policies, as set forth in chapter 2, AR 310-49.

**c.** Changes in the organization and manning of units and activities must conform to the manpower management policies in AR 310-49, and to information on position categories, classifications, and grading.

**d.** Requests for additional security personnel spaces required because of increased workload or similar factors must be made in accordance with AR 570-4.

## **2-24 Justification For Personnel Changes**

**a.** Justification is an explanation of the situation and circumstances which require personnel changes to cope with the security mission.

**(1)** Your justification is the major basis on which the Army staff forms its judgment regarding the request.

**(2)** Explanations must be sufficiently clear, well-organized, concise, and complete to allow an analyst who is unfamiliar with the unit and local conditions to understand the rationale for the proposed action.

**b.** Organization charts and diagrams help to clarify the reasons for a justification proposal.

**c.** A citation of Army directives, previously obtained approval of actions, and approved manpower survey reports frequently are adequate justification.

**d.** Section VI shows conditions that influence personnel spaces and the actions re-

quired by proponents to justify specific changes.

**e.** When new security organizational elements are formed, an explanation of the mission or functions of the newly formed organization and an estimated workload will often suffice to justify positions, grades, and MOSs of members.

**(1)** Job descriptions provided must be fully explained to assist in the justification.

**(2)** To further substantiate the requirement for a position, the grade and MOS or civilian series code, workload data, and an indication why the work is performed, must be included in the justification.

**f.** Guidance for preparation and submission of justification for security personnel changes in TAADS is reflected in AR 310-49.

## **2-25 Justification for Security Personnel and Equipment**

**a.** The security manager must document necessary justification in accordance with:

- (1)** AR 570-2
- (2)** AR 611-1
- (3)** AR 611-101
- (4)** AR 310-34
- (5)** AR 310-49
- (6)** AR 750-43.

**b.** As a security manager, you realize that TDA units rely primarily on manpower to establish manpower requirements. Therefore, between surveys, manpower survey forms must be used and documented to assist in developing changes in requirements caused by changes in the activity's security mission and/or workloads.

**c.** To increase the personnel strength level of the local security office in an effort to

supplement the TDA, you will be required to justify the increase IAW DA Pamphlet 570-4, The Manpower Procedures Handbook. Acting as a check and balance to strength levels, manpower surveys by specialized teams are conducted on a programmed basis; therefore, as a security representative of the commander, the burden of proof that additional manpower is needed to accomplish the security mission rests with assessment of individual capabilities and documentation of normal workloads.

**d.** In accomplishing this documentation, there are several survey documents that present data about the operation of the security office in terms of:

- (1)** Organization
- (2)** Manpower utilization
- (3)** Workloads
- (4)** Estimated manpower requirements in relation to existing guides.

**e.** The security manager, when preparing for manpower surveys, must take a two-prong approach—(1) strong justification must be documented to prevent loss of existing manpower, and (2) strong detailed justification must be documented to obtain additional manpower spaces. Survey documentation involves the following forms:

- (1)** DA Form 140-1 (Remarks)
- (2)** DA Form 140-2 (Schedule A - Manpower Inventory)
- (3)** DA Form 140-3 (Schedule T-Identification of Manpower)
- (4)** DA Form 140-4 (Schedule X - Manpower and Workload Data)
- (5)** DA Form 140-5 (Schedule A - Manpower Inventory Continuation Sheet).

**f.** Initial entries on the forms must be made by the security manager, and the applicable portions must be completed during the on-site visit by the manpower teams.

## 2-26 Staffing Guides

Appropriate staffing guides must be used in preparing TDAs. It is essential that the security manager use the correct yardstick for manpower appraisals and requirements to accomplish the following:

- (1) Indicate the total number of positions required to perform a security function.
- (2) Consider:
  - (a) Annual leave
  - (b) Sick leave
  - (c) Training
  - (d) Orientation
  - (e) Other activities not contributing directly to the performance of the designated function.

## 2-27 Yardstick Examples

a. The following yardstick determination for 8-hour-day/7- and 5-day-week positions involve basic man-years (BMY) and nonavailable time (NAT) computations for security positions. The computations are a modified version of those outlined in DA PAM 570-4; however, they have been accepted by various manpower survey teams as unique to a security unit or depot.

### b. Eight-Hour-Day-Week Position

- (1) Determine nonavailable time (NAT):
  - (a) Days off (2 days per week) =  $2 \times 8 \times 52 = 832$  hours.
  - (b) Leave (30 days per year) =  $30 \times 8 = 240$  hours.
  - (c) Sick (1/3 day per month) =  $1/3 \times 8 \times 12 = 32$  hours.  
(This should be based on historical records taken from sick slips but in lieu of accurate data, 1/3 day per month is acceptable average per man.)
  - (d) Training (3 days per month) =  $3 \times 8 \times 12 = 288$  hours.

(Again, this number must be based on actual and programed training, including time for SQTs, SQT preparation, actual job training, and mandatory unit training such as RR/EO, etc., per man.)  
(e) Total nonavailable time = 1,392 hours.

- (2) Determine available time (AT):

$$AT = BMY - NAT \quad 2,920 - 1,392 = 1,528$$

- (3) Determine yardstick (YS):

$$YS = BMY \text{ divided by } AT \\ 2,920 \text{ divided by } 1,528 = 1.9 \text{ men per required position.}$$

- (a) For a 24-hour-7-day-week position, multiply the basic yardstick by 3 (5.7).
- (b) For a 16-hour-day-7-day-week position, multiply the basic yardstick by 2 (3.8).
- (c) For less than a 7-day position, multiply the proper yardstick by the number of days required and divided by 7 (such as, 24-hour day, 6 days per week =  $\frac{1.9 \times 3 \times 6}{7} = 4.9$ ).

### c. Eight-Hour-Day-5-Day-Week Position

- (1) It is necessary to determine basic man-years.
- (2) Determine nonavailable time without considering days off, since it is a 5-day week position:
  - (a) Leave (30 days per year) =  $30 \times 8 = 240$  hours.
  - (b) Sick (1/3 day per month) =  $1/3 \times 8 \times 12 = 32$  hours (determined the same as for 7-day week position).
  - (c) Training (3 days per month) =  $3 \times 8 \times 12 = 288$  hours (determined the same as for 7-day week position).
  - (d) Total nonavailable time = 560.

- (3) Determine available time:

$$2,920 - 560 = 2,360$$

- (4) Determine yardstick:

$$2,920 \text{ divided by } 2,360 = 12.$$