



## DEPARTMENT OF THE NAVY

NAVAL FACILITIES ENGINEERING COMMAND  
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WASHINGTON DC 20374-5065

IN REPLY REFER TO

NAVFACINST 4423.1F  
FAC SRL

**23 APR 2001**

### NAVFAC INSTRUCTION 4423.1F

From: Commander, Naval Facilities Engineering Command

Subj: DEVELOPMENT, MODIFICATION AND DOCUMENTATION OF NAVAL FACILITIES  
ENGINEERING COMMAND (NAVFACENGCOM) MANAGED ADVANCED BASE FUNCTIONAL  
COMPONENTS (ABFCs) AND TABLES OF ALLOWANCE (TOAs)

Ref: (a) NAVFAC P315  
(b) NAVFACINST 4040.39B  
(c) NAVFACINST 11200.35  
(d) OPNAV 41P3

Encl: (1) Allowance Change Request (ACR) NAVSUP Form 1220-2  
(2) Allowance Change Request (ACR) Process Flow Diagram for  
Naval Construction Force Units  
(3) Allowance Change Request (ACR) Process Flow Diagram for  
Naval Support Element, Naval Beach Group, and other Naval Special  
Operating Units  
(4) Requirements Change Request (RCR) Impact Analysis Form

1. Purpose. This instruction delineates procedures for the submission, review of recommendations and approval/disapproval for the modification of established Advanced Base Functional Components (ABFCs) and Tables of Allowance (TOAs) managed by COMNAVFACENGCOM. This is a major revision.

2. Cancellation. NAVFACINST 4423.1E is superseded and cancelled.

3. Applicability. The provisions of this instruction apply to all commands having COMNAVFACENGCOM managed ABFCs and TOAs.

4. Definitions.

- a. Table of Advanced Base Functional Components (OPNAV 41P3C). The basic reference that describes the ABFC system and prescribes the mission statement, maintenance and use responsibilities.
- b. Advanced Base Functional Components (ABFC). A grouping of personnel, facilities, equipment, and material designated to perform a specific CNO approved mission. References (a) and (b) provide the mission, personnel, and detailed facility equipment information for each ABFC.
- c. Advanced Base Initial Outfitting List (ABIOL). A line item listing of the material in each ABFC. ABIOLs are developed and maintained by the ABFC Systems Commands (SYSCOMs).
- d. Civil Engineer Support Equipment (CESE). All USN numbered equipment, including attachments, for which NAVFACENGCOM has the responsibility for the requirements determination, procurement, and assignment. Material handling equipment is not addressed as CESE.

- e. Civil Engineer End Items (CEEI). Any 2C cognizance item that is not CESE and generally does not have USN registration numbers.
- f. Naval Construction Force (NCF). Composed of active and reserve construction commands, Special Operating Units (SOUs), and support units, including Naval Construction Brigades (NCBs), Naval Construction Regiments (NCRs), Naval Mobile Construction Battalions (NMCBs), Naval Construction Force Support Units (NCFSUs), Construction Battalion Maintenance Units (CBMUs), Underwater Construction Teams (UCTs), Construction Battalion Units (CBUs), and Amphibious Construction Battalions (ACBs). Reference (a) provides further detailed information on the entire NCF system, both active and reserve.
- g. Naval Support Element (NSE). Composed of active and reserve units in support of the Maritime Prepositioning Ships (MPS), and the Maritime Prepositioning Force (MPF) portion of an amphibious assault, and includes, but is not limited to: Naval Beach Groups (NBGs), Beach Master Units (BMUs), Assault Craft Units (ACUs), Naval Cargo Handling and Port Group (NAVCHAPGRU), and Naval Construction Force (NCF) units.
- h. Table of Allowance (TOA). A complete listing of CNO approved material authorized as allowance for a specific established unit. It is a mirror image of all of the material identified by the ABFC System Commands (SYSCOMs) detailed in ABIOLs for ABFCs Components. TOAs are standardized listings used to establish and maintain all required equipment, material, and personnel to support the unit's mission. The TOA is listed by functional sections and group codes (i.e., Section 01 = Facilities, Section 04= CESE, Section 14 = Weapons, Section 16 = CBR-D, etc.). These Sections will remain common for all ABFCs/TOAs developed by NCBC Port Hueneme. TOAs will only list material, equipment and supplies in those Sections identified by the units Mission Statement and Required Operational Capability/Projected Operational Environment (ROC/POE) that support the units operational requirements.
- i. NAVFAC Program Manager. The NAVFACENGCOM Project Manager, NAVFAC SRL, is responsible for reviewing and coordinating the review of all ACR submittals and soliciting senior NCF ESG members to attend on an ADHOC basis.

## 5. Background

- a. The Naval Construction Battalion Center, Port Hueneme (NCBCPH), is the ABFC/TOA system manager, responsible for development, modification, and documentation of ABFC designs, TOA development and Type Unit Characteristics (TUCHA) data as directed by reference (b). COMNAVFACENGCOM (SRL)/NCBCPH representatives shall conduct Management Assist Visits (MAVs) with units supported by ABFCs/TOAs to assist the unit commander in managing available resources, providing TOA indoctrination training, implementing new requirements, enhancing the design and selection of material, tools

and equipment, and other factors leading to the improvement and effectiveness of the ABFC/TOA. Reference (b), provides policy, guidance, and procedures for initiating changes to the ABFC Planning and Programming System.

- b. Recommended changes to the ABFC/TOA are generated using the Allowance Change Request (ACR) Form NAVSUP 1220-2 listed as enclosure (1). The ACR may be generated to identify requirement recommendations based on field experience of the using unit, mission changes, or technology advancement.
- c. State-of-the-art technological advances. ACRs involving technical advances or a system stock number change of an existing approved TOA can be approved by the NCBCPH if the following criteria are met:

- (1) Item does not involve a wholesale change of every like item in the TOA. Record of change will reflect new item being introduced. Existing useable items will continue to be used until replaced at the end of its service life.
- (2) Change has no significant impact on training requirements.
- (3) Change has no significant cost impact.

- 6. Procedures for Initiating TOA Changes. All changes to NAVFAC Program Manager managed ABFCs/TOAs, shall be initiated in accordance with this instruction. ABFC under the cognizance of other System Commands must be initiated using reference (b), and for CESE and CEEI changes must be initiated using reference (c).

- a. Format. Allowance change recommendations shall be made by submitting an ACR Form 1220-2 or in letter format with complete justification for each allowance change requested. All ACRs will be processed using the ACR process flow diagram listed in enclosures (2) or (3).

- b. Justification. Justification for changes shall be based on one or more of the following:

- (1) Mission Capability Improvement Will the proposed change improve the capability to perform the assigned mission?  
Modernization: Does the change reduce the number of requirements of an allowance, reduce the footprint, or significantly improve readiness? Proposed changes resulting from changes in a unit's mission should be specifically identified.
- (2) Required Operational Capability / Projected Operational Environment (ROC/POE). Changes to the ROC/POE may result in the units mission capability being substantially revised and should result in an ACR being submitted to NCBCPH to conduct a systems analysis review. Identify any offsets or recapitalization of assets being replaced or no longer required.

- (3) Cost Effectiveness. Does the proposed change address manpower savings or reduce the inventory requirements and the perceived life cycle costs? A brief cost comparison should be included.
  - (4) Other. Will the proposed change result in a non-quantitative improvement such as improved health, welfare, morale, etc.
  - (5) Site Specific. Proposed changes that support site specific projects/operations (i.e., Bosnia, Desert Storm, etc.) will be procured using unit OMN or project funds. Approved TOAs will not be changed to accommodate site/project specific requirements.
  - (6) Safety. Will proposed change result in a safer operation?
- c. Submittal. Recommendations involving changes to authorized ABFC/TOA allowances shall be submitted via the units chain of command. It is the responsibility of both Naval Construction Brigades (NCBs) and Naval Beach Group (NBGs) Commanders to coordinate all recommended changes with appropriate command endorsements and forward to COMNAVFACENGCOM, Director Contingency Engineering/Seabees. The NAVFAC Program Manager will obtain cross-ocean Brigade/Beach Group concurrence or non-concurrence. If concurred by both fleets, NAVFAC Program Manager will assign a tracking identification number and forward the change request to the NCBCPH for RCR Impact Analysis. Upon completion of the RCR Impact Analysis NCBCPH will return the request with the results of the analysis to the NAVFAC Program Manager. The NAVFAC Program Manager will forward this package, via official letter, to the Chairperson of the OPS/C4I/CONOPS Quality Management Boards (QMB) as appropriate.
- d. Processing Criteria. NCBCPH shall systematically conduct a systems analysis review for all recommended changes using criteria listed in enclosure (2) or (3), and present all the facts using enclosure (4) with proposed options as a project summary package to the NAVFAC Program Manager. In presenting it's proposed options, NCBCPH shall consider:
- (1) Reliability, Maintainability, and Flexibility. Technically suited hardware items shall be selected to increase the overall reliability and maintainability of the TOAs and to increase flexibility by minimizing the amount of specialized equipment/material designed to serve only a limited, narrow function.
  - (2) Life Cycle Costs. Hardware items shall be selected with consideration toward reducing total life cycle costs, including initial procurement, training, operations, interoperability, maintenance, and replacement costs.
  - (3) Interoperability. Allowances shall be maintained to ensure interoperability including "inter" and "intra" exchangeability of equipment and components among commands within DOD; furthermore, unless special circumstances warrant an authorized difference, TOAs of like units shall be identical.

- (4) Mobility. Consideration shall be given to reducing weight and cube footprint of TOAs in order to improve unit mobility and to perform the assigned mission as prescribed in reference (a) and (d).
  - (5) Stock Status. Recapitalization against other allowances and/or disposition of stock must be considered if the recommended change will result in excess of equipment or material.
- e. TOA Working File. NCBCPH shall identify the new requirements as a result of ACR submittals in the ABFC/TOA Component Working File until the RCR Impact Analysis process has been completed and forwarded to cognizant authority for review and approval.

#### 7. Allowance Change Process For Brigade Units

- a. The NAVFAC Program Manager will determine applicability of using the Seabee Combat Development Process (SCDP) or the Operations Quality Management Board (OPS QMB). Change request not considered appropriate for SCDP will be forwarded to the OPS QMB for processing. Change request involving communications and/or information management systems will be coordinated with the Command, Control, Communications, Computers and Intelligence (C4I) QMB for concurrence. Approved changes recommendations from the SCDP or OPS QMB will be forwarded to the NAVFAC Program Manager for Resource Sponsor determination. Enclosure (2) provides detailed flow diagram of process.
  - (1) Proposed changes less than \$2,500.00 can be approved by the NAVFAC Program Manager if funds are readily available. Endorsed changes that cannot be immediately funded will be budgeted for in the next fiscal year.
  - (2) Proposed changes greater than \$2,500.00 will be forwarded to the NCF Executive Steering Group (NCF ESG) for concurrence prior to seeking Resource Sponsor budgeting and programming guidance.
- b. Change Recommendation. Recommendations for allowance changes will be the responsibility of OPS/C4I or the SCDP process and returned to the NAVFAC Program Manager for financial determination in concert with Brigade Financial Managers and the Resource Sponsor.
  - a. The change recommendation with financial determination will be forwarded to the NCF ESG. If accepted by the NCF ESG, NAVFAC PM will forward to the Resource Sponsor for approval.
  - b. If change recommendation is approved by the Resource Sponsor and funds are available, NCBCPH will be directed to implement the change.
  - c. If change recommendation is approved and funds are not available, NAVFAC will submit a POM issue or reprogramming request to CNO during the next POM or Program review cycle.

8. Allowance Change Process For Naval Support Element, Naval Beach Group Commands and other Navy Special Operating Units

a. The NAVFAC Program Manager will forward change request to NCBCPH for analysis and recommendation. Enclosure (3) provides detailed flow diagram of process.

(1) Proposed changes less than \$2,500.00 can be approved by the NAVFAC Program Manager if funds are readily available. Endorsed changes that cannot be immediately funded will be budgeted for in the next fiscal year.

b. Change Recommendation. Recommendations for allowance changes will be the responsibility of NCBCPH and NAVFAC. The NAVFAC in concert with submitting units chain of command, NCBCPH Financial Managers and the Resource Sponsor will assess funding impacts.

(1) The change recommendation with financial determination will be forwarded to the resource sponsor for approval.

(2) If change recommendation is approved by the Resource Sponsor and funds are available, NCBCPH will be directed to implement the change.

(3) If change recommendation is approved and funds are not available, NAVFAC will submit a POM issue or reprogramming request to CNO during the next POM or Program review cycle.

9. TOA Approval. Approval authority for all TOAs rests with NAVFACENGCOM and Chief of Naval Operations (CNO). ONLY approved and funded requirements will impact the TOA Master File.

a. Component Master File. Upon approval by cognizant authority, NCBCPH will update Component Master File to reflect changes and NAVFACENGCOM PM will notify originator of all approved changes.

10. Action. All Commands supported by COMNAVFACENGCOM managed ABFCs/TOAs will process recommendations for changes to unit allowances in accordance with this instruction.

11. Recommended Changes to this Instruction. Recommended changes to this instruction should be submitted to Commander, Naval Facilities Engineering Command, Director of Seabee Readiness.

12. Availability of Forms. NAVSUP Form 1220-2, Allowance Change Request (ACR), NSN 0108-LF-501-2206, is available through the normal supply channels.



J. M. BARRETT  
Director of Seabee Readiness

Distribution:  
NAVFAC Intranet  
<http://navfacilitator.navfac.navy.mil/instr/>

ALLOWANCE CHANGE REQUEST  
 NAVSUP 1220-2 (12-76) S/N 0108-LF-501-2206

INSTRUCTIONS ON REVERSE

PLEASE TYPE OR PRINT

1. FROM:

2. DATE/SERIAL NUMBER

3. APL/AE/RIC NUMBER

4. STATUS OF REQUESTED/ALLOWED ITEM

TO:

VIA:  ITEM ADDITION OR  ITEM ON BOARD  
 ITEM DELETION OR  ITEM NOT ON BOARD

5. NATIONAL STOCK NUMBER (NSN) OR FSCM & PART NUMBER	6. EQUIPMENT/COMPONENT (E/C) OR ITEM NOMENCLATURE	7. UNIT OF ISSUE	8. UNIT PRICE	9. PRESENT QTY ALLOWED	QUANTITY ON HAND	10. NEW TOTAL QTY	11. EXTENDED VALUE OF CHANGE
12. JUSTIFICATION (MANDATORY)							

13. COPY TO:

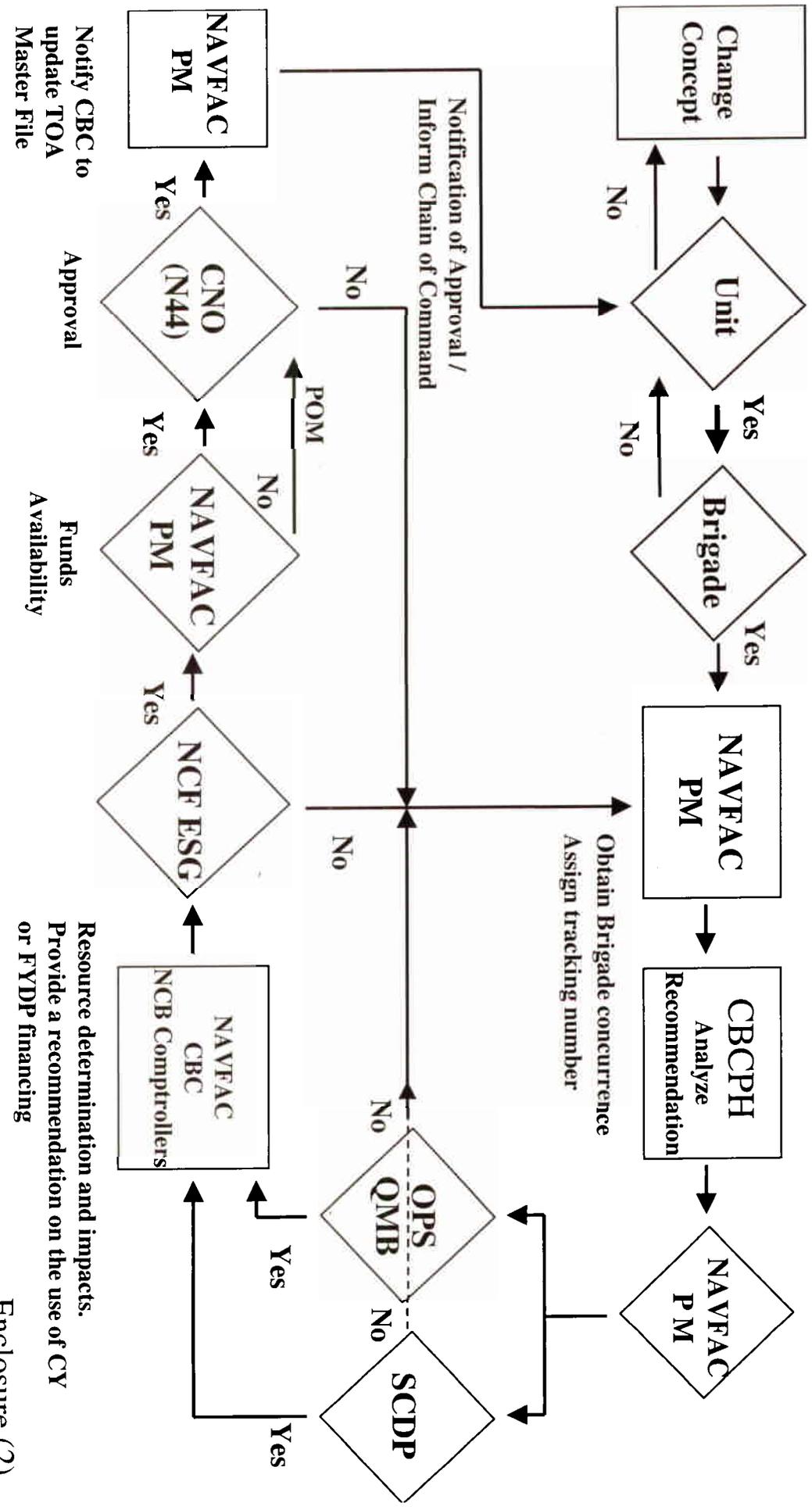
14. SIGNATURE:

15. FIRST ENDORSEMENT  APPROVAL RECOMMENDATION

DISAPPROVED

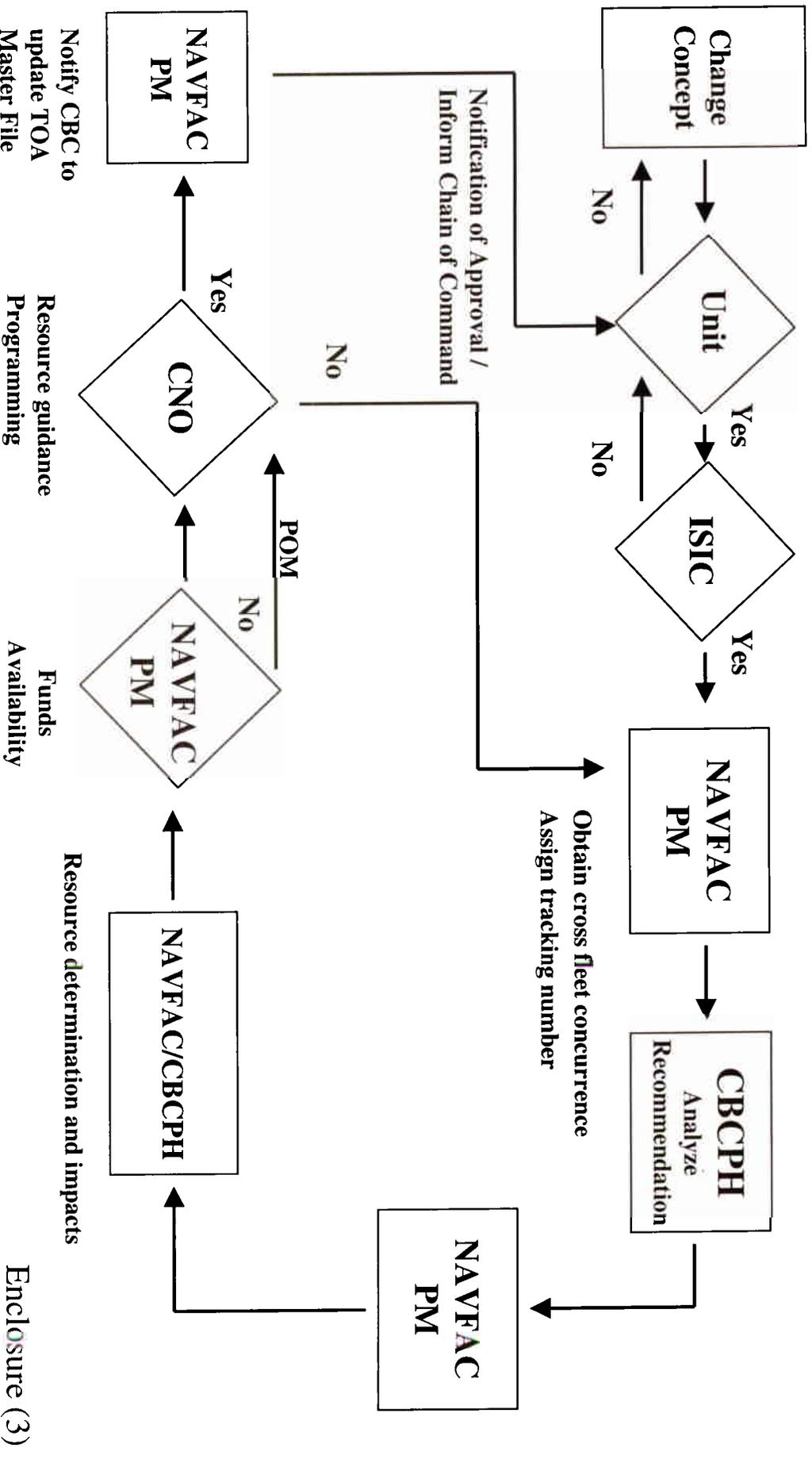
OTHER

# Allowance Change Process (Naval Construction Force Units)



# Allowance Change Process

Naval Support Element / Naval Beach Groups / other Special Operating Units



# RCR IMPACT ANALYSIS

1. PROPOSAL SUMMARY:

2. TRACKING NUMBER:

3. START DATE:

4. DUE DATE:

OLD ITEM(S) 1995 CNO APPROVED TOA

NEW ITEM(S) PROPOSED C4I TOA

5. CURRENT TOA REQMT: See Attachment (1)	6. TOA QTY: See Att (1)	7. UNIT COST: See Att (1)	8. PROPOSED CHANGE: See Att (2) & (3)	9. TOA QTY: See Att (3)	10. TOA COST: See Att (3)
CURRENT WEIGHT CUBE		SHORT TONS CU FT	PROPOSED EST WEIGHT PROPOSED EST CUBE	ST CU FT	

11. MISSION (ROC/POE):

12. DOCTRINE:

13. SAFETY:

14. TRAINING:

15. FIELD TEST:

16. FED SUPPLY SYS:

19. ILS & LIFE CYCLE COST:

19A. INITIAL OUTFIT COST:  
19B. ANNUAL COST:  
19C. REPLACEMENT COST:

ENCLOSURE(4)

IMPACT ANALYSIS CRITERIA (CONT)

21. INTEROPERABILITY:

22. INTER/INTRA TOA IMPACTS:

23. FUNDING RESPONSIBILITY (RESOURCE SPONSOR)

24. DEVELOP POM:

25. OTHER OPTIONS:

26. PROS:

27. CONS:

28. OFFSETS (I.E. REDUCTION IN PERSONNEL, CAPITALIZATION/REUTILIZATION)

SIGNATURE:

DATE:

Enclosure (4)