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OPNAV INSTRUCTION 5580.1A CHANGE TRANSMITTAL 2

From: Chief of Naval Operations
To: All Ships and Stations (less Marine Corps field addressees not having Navy personnel attached)

Subj: NAVY LAW ENFORCEMENT MANUAL

Encl: (1) Revised Table of Contents
(2) New Appendix E

1. Purpose. To issue Navy security department staffing requirements.

2. Action. a. Remove Table of Contents and replace with enclosure (1) of this change transmittal. b. Add enclosure (2) after Appendix D.

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Distribution:
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APPENDIX E

SECURITY MANNING (ASHORE)

1. Staffing Standards

a. The following procedures will be used to determine Navy security department staffing requirements. This security staffing process enables installations, claimants and resource sponsors to identify minimum staffing functions and capabilities as well as prioritize posting requirements. The process also enables the staff to identify the specific impact reductions have on capabilities. Staffing positions not addressed by this chapter will be assessed by normal frequency, task and function criteria.

b. The following criterion were used to develop these objective measures:

(1) Security mission.

(2) Desired outcomes.

(3) Measurable indicators.

(4) Objective, valid and reliable data.

(5) Able to address multiple purposes.

c. Where feasible Navy security units should be organized into a regional force structure. Staffing standards, when applied within a regional framework, have proven to be the most cost effective and efficient security force structure. They provide the following capabilities and enhancements:

(1) Common procedures and equipment for all units in the area.

(2) Increased ability to prioritize critical situations and provide coordinated, flexible command and control for all security forces.

(3) Realized savings affiliated with regional security systems.

(4) Increased security, inherent with a regional reinforcement capability.

(5) Enhanced training achieved by a consolidated antiterrorism (AT) planning, exercises and training program.

d. This is an outcome based staffing process and is designed to provide end-strength that addresses the following situations:

(1) Identify staffing requirements for all posts from FPCONs NORMAL through DELTA.

(2) Identify posts where technology can augment staffing requirements.

(3) Identify the “C” (readiness rating) for every post and link them to protected assets.

(4) Link the analysis process with other assessment tools to identify crime trends, vulnerabilities and program effectiveness.

2. Staffing Rules

a. The following rules will be applied when determining the operational staffing requirements:

(1) Reimbursable posts must be dedicated to their assigned assets and will not be calculated into the base (host) response forces.

(2) Patrols assigned to special assets (i.e. airfields) will not be used for response outside of their asset protection zone.

(3) All patrols will have a 10-minute backup or will be assigned a second person when required to operate outside of the 10-minute back up zone.

(4) No more than 50 percent of on base patrols will be used for off base response. Patrols assigned to leave the base cannot respond outside a 10-minute radius if they are providing back-up response to the on base patrols.

(5) Patrols assigned to housing areas will be determined by workload and the 5-minute response time requirement.

(6) Additional staffing positions (billets) will only be authorized for the watch sections with 10 or more personnel assigned. Watch section Supervisor staffing will be made in accordance with the following matrix:

NUMBER OF PERSONNEL per WATCH SECTION	Additional supervisory billets per Watch Section
LESS THAN 10	0
10-19	1
20-29	2
30 plus	3

3. Security Patrols

a. Security patrols are single person mobile patrol units assigned to a specific asset protection zone. Installations vary by size, population, workload and mission, therefore the number of patrol units required to support the force protection mission is determined by measuring the following indicators: workload, performance (required response times) and minimum capabilities. Each of these indicators measures a different aspect of a unit's patrol requirement. The largest indicator will be used as the staffing requirement because it is deemed to support the minimum staffing requirement for the unit.

(1) The first measurement is patrol workload. The patrol workload is determined by averaging the number of calls for service per shift. To determine the calls for service analyze at least one year of applicable data, (i.e. desk logs, communication logs and police report logs). A call for service is defined as any activity directing the unit to support the security mission. It includes such activities as responding to alarms, crimes in progress, security checks and gates inspections/ relief etc. It does not include traffic enforcement, field interviews and other self-directed activities. These activities are accounted for during the non-directed periods. This standard assumes the following:

(a) A unit will be involved in productive patrol related activity for 6.5 hours of an 8-hour shift.

(b) 2/3's of the productive time (6.5 hours) a unit will be engaged in directed activity (calls for service) and the average call for service is 30 minutes.

(c) 1/3 of productive time is available to patrol their assigned sectors and conduct self-directed operations.

(d) Average time to complete a police report is 60 minutes. Therefore, each report equals two calls for service.

(e) Based on these assumptions, one fully trained and qualified officer can handle an average of 8 calls for service per shift. Additional officers will be added based on the following matrix:

AVERAGE SHIFT CALLS FOR SERVICE	NUMBER OF REQUIRED PATROLS
0-8	1
9-16	2
17-24	3
25-32	4
33-40	5
41-48	6
49-56	7

(2) The second indicator identifies the required patrols by determining patrol zones based on response time. All patrol zones in populated areas of the base will be established to provide an average response time of 5 minutes to emergent situations. The average response time is calculated by determining the distance a vehicle can travel while on base, with lights and siren (code three) which is 10 mph plus the posted speed limit or if off base, the normal speed limit.

(3) To construct a patrol zone, determine the distance a patrol unit can respond within the given speed limit in 5 minutes. With a compass identify the number of zones required to protect the base. Response zones for non-populated areas will be established to provide response to the asset in the area (i.e. 15 minutes for AA&E assets). In non-populated areas with no governing response requirements, periodic patrols of the area (i.e. twice daily) will be established.

(a) The following chart illustrates patrol zones by speed and distance:

MILES PER HOUR	DISTANCE
30	2.5
40	3.5
50	4.0
60	5.0

(b) All units require a 10-minute back up. Using the same process ensure all zones in populated areas have at least one backup patrol unit within 10 minutes. When identifying the back up zones, remember some zones i.e. controlled industrial area (CIA) or flight lines are dedicated to meet specific asset protection requirements. Patrols zones designated to specific asset protection will not be used to meet the requirement for backup response outside of their own zones. Otherwise, they would not be available to meet the initial

and backup response requirements for assigned assets (see Annex A for examples of asset protection and their response requirements).

(3) Minimum capabilities staffing indicators establish patrols by identifying minimum patrol requirements based on the type/level of installation. If there were no crime, no incidents, or calls for service, we would still need a security force to protect the installation, facility, center, and/or asset. The following matrix categorizes installations by level and establishes a minimum patrol capability for each category based on their ability to handle a prerequisite number of calls for service:

LEVEL	TYPE	CRITERIA	MINIMUM STAFFING
ONE	No homeported fleet ships, aircraft or housing	Must be able to handle a single call for service	Two patrols
TWO	An installation with homeported fleet ships, aircraft, and/or housing areas.	Must be able to handle two simultaneous calls for service	Four patrols
THREE	Defined by fleet CINC's, Major Claimants	High threat or critical location	Developed on an individual basis

(4) The patrol assessment process. The following process is used to identify the installation's minimum patrol requirements:

(a) Identify the number of patrols based on workload (calls for service and police reports) per shift.

(b) Identify the number of patrols based on response times (initial and backup).

(c) Identify the number of patrols based on type/level of the assets category.

(d) Compare subparagraphs (a) through (c) and use the largest number as the minimum number of patrols required to protect the installation.

4. Gate Staffing Process

a. Every installation with a gate and perimeter fencing or barrier will have at least one primary external vehicle access control point automatically validated for 24 hours a day 7 days per week. Any secondary external vehicle access control points will be validated by a workload. Vehicle gates in operation with a usage of 15 or less vehicles per hour will not be validated.

b. Pedestrian access control points should be kept to a minimum and will validated by workload. Note: It is often more cost effective to automate low usage access control points.

c. External access points with high volume traffic (vehicular and foot) may require multiple sentries to handle the workload. Each post will be individually assessed and validated to support the workload and security requirements of the post.

5. Patrol Boat Staffing

a. Patrol boats will be assigned to installations required to protect afloat assets. The number of patrol boats assigned and the personnel required to man them will be based on type of assets to be protected and waterfront area to be patrolled.

b. The primary mission of the security waterborne patrol is to deter unauthorized entry into the waterside restricted areas and engage intruders prior to them accessing Navy assets in the port. For the purpose of calculating the number of boats required, a waterborne patrol zone will normally be about 2 nautical miles, which facilitates an approximate response time of 5 minutes to any asset within the zone. Additional missions such as providing escorts to vessels in and out of the port area or patrolling waterfront properties where no afloat assets exist will be assessed and validated by the claimant separately.

c. The guidelines for determining hours of operations for the harbor patrol boats are as follows:

WATER ASSET VALUE/RISK MATRIX – STAFFING GUIDELINES			
ASSET PRIORITY	FPCONs NORMAL/ ALPHA	FPCON BRAVO	FPCONs CHARLIE/DELTA
A	1 boat; continuous patrols	2 boats; continuous patrols	Same as BRAVO
B and C	1 boat; frequent random patrols	2 boats; 1 continuous patrol - second frequent random patrols	2 boats; continuous patrols
D	1 boat; frequent random patrols	1 boat; continuous patrols	Same as BRAVO

A boat crew will consist of two personnel, at a minimum, and be able to sustain operations 24 hours per day 7 days per week.

d. Crew calculation:

(1) One boat: 7 days a week 24 hours a day (plus ½ hour extra each shift change) = 178.5 hours. Times 2 personnel = 357 hours or 11 people.

(2) Two boats: 7 days a week 24 hours a day (plus ½ hour extra each shift change) = 178.5 hrs. Times four personnel = 714 hours or 23 people.

Note 1: Claimants and/or fleet CINC's may validate additional patrol requirements at the installation to address local force protection issues.

Note 2: Random hours of operation will be established by local policy.

Note 3: Staffing above the baseline plus one will be accomplished by auxiliary security force (ASF) and/or other trained base personnel.

Note 4: This staffing does not include maintenance support requirements.

6. Investigation Staffing

a. The number of investigators will be determined by conducting an assessment of the annual case workload per base. Each investigative report will be assigned a value based on the work required to complete the case. The total number of points are divided by 15, which is the (threshold) number of points required to justify one full time investigator. Small commands with insubstantial workload should train backup investigators.

b. Case evaluation will be based on the complexity (number of leads/ amount of work) required to complete the case. For example, a simple case is a case with less than four leads and can usually be accomplished in a few days. Intermediate cases require moderate amount of work (four to seven leads, interviews etc.) to accomplish. Complex cases require significant work to accomplish. They may require numerous hours of surveillance or other operational actions to complete the case. The security officer or designated representative will evaluate and assign a case workload number to every completed investigation based on the formula listed below. Note - Investigations that required more than one investigator may receive case credit up to five points depending on their participation. The following formula will be used to determine case workload points:

TIER	TYPE OF CASE	POINTS
One	Complex	5
Two	Intermediate (4-7 leads)	3
Three	Simple (1-3 leads)	1

c. Based on the above formula, one investigator can handle investigations where the workload required to complete the case is equal to or less than a monthly average of 15 caseload points. Additional investigators will be added based on the following matrix:

AVERAGE MONTHLY CASELOAD POINTS	INVESTIGATOR END-STRENGTH
0-15	1
16-30	2
31-45	3
46-60	4
61-75	5
76-91	6

7. Military Working Dog (MWD) Staff, Handlers and Support Personnel

a. The validation of MWD teams will be based on the classification of the base or installation.

(1) Level One bases will not be staffed with MWD teams. Claimants may authorize an exception based on local threat and/or criminal activity.

(2) Level Two bases will be staffed with six personnel to support six MWD teams. The senior handler will also be assigned to supervise the kennels.

(3) Level Three bases are located in high threat or critical locations that require increased force protection. Bases will be individually assessed and staffed based on the force protection requirements.

(4) In addition, in areas where the Navy has formed regional security force structures all of the MWD teams from the local bases will be consolidated into the regional kennel. Regional kennels with 24 or more MWD teams will be staffed with two kennel masters and one training supervisor. All other regional kennels will be staffed with a single kennel master and a single training supervisor.

(5) Units that are tasked to support FAST will be staffed with five additional MWD teams.

8. Administrative/Support Staffing

a. The staffing for administrative and support staff (i.e. pass and ID and armory, etc.) requirements are so divergent that trained staffing personnel will validate each location.

b. Security training sections will be staffed with a minimum of two personnel. Those security departments with more than 100 personnel will have 1 trainer per every 50 validated personnel assigned to the security department.

9. Auxiliary Security Force (ASF) Manning

a. The number of personnel assigned to the ASF is determined by first establishing the security force manning requirements for FPCONs NORMAL through DELTA using the process outlined in this chapter.

b. ASF staffing requirements are determined by identifying the difference between current security force manning levels (set to meet the designated FPCON) and the remaining security force manpower requirements up to FPCON DELTA.

c. Limited additional ASF staffing requirements may be established to support other security related functions (e.g., command posts). ASF posts will not be established for the sole purpose of providing fixed guard services at locations that do not specifically require them. The ISIC will approve all ASF posting requirements.

10. Force Protection Condition (FPCON) Staffing

a. The FPCON staffing process identifies personnel requirements based on DoD force protection conditions (FPCONs). Specific capabilities and workload have been established for each applicable measure. Baseline plus one staffing is the staffing required to elevate one level above the installations "normal" FPCON condition without using ASF. This section will be used to identify a unit's baseline plus one staffing requirements.

(1) FPCON ALPHA workload standards. Specific measures (by number) for FPCON ALPHA have been established. Specific workload has been assigned to the applicable measures and will be used to determine the number of personnel required to support FPCON ALPHA.

(a) Measure 4: Limit access points - establish a mobile vehicle inspection team (two searchers and supervisor). These three personnel should provide a minimum of 40 hours of coverage and be directed to perform inspections on a random basis varying times and locations.

(b) Measure 5: Limit access points - post armed sentries at all installation access control points. Note - some CONUS locations may have a waiver from their fleet CINC or major claimant and will only be required to establish access control posts at higher FPCONs. Waivered installations will be staffed with full time positions to support this requirement.

(c) Measure 9: "Mutual" antiterrorism measures - in various locations, especially OCONUS, joint posts have been established with local forces. These posts foster good relations and enhance security for U.S. personnel. Any post authorized by local agreement and sanctioned by the claimant will be validated and staffed.

(2) FPCON ALPHA and normal uses the same minimum patrol activity workload standards as discussed earlier in this chapter.

(3) FPCON BRAVO workload standards. Specific measures (by number) for FPCON BRAVO have been established. Specific workload has been assigned to the applicable measures and will be used to determine the number of personnel required to support BRAVO.

(a) Measure 19: Provide protection to:

1. Domestic accommodations (off Base Housing) of which the minimum criteria will be 50 units with a defined U.S. perimeter. Minimum staffing is one patrol with one 10-minute backup plus an access control post.

2. Overseas schools - provide one mobile sentry 1 hour prior to the opening and during hours of operations to include "after school" events plus 30 minutes. At locations outside of the 10-minute response radius a secondary post will be established.

3. Other soft targets - In addition to base patrols; surveillance detection teams will be deployed to provide at least 80 hours of coverage per week. This staffing will vary based on the area of coverage, location, threat, support of other law enforcement and NCIS assets.

a. Level One bases will be staffed with 4-8 personnel.

b. Level Two bases will be staffed with 6-12 personnel.

c. Level Three bases will be staffed with 8-16 personnel.
Note: This position will normally be assigned to the investigations division and coordinate with the local NCIS office.

(b) Measure 22: Establish two person vehicle inspection teams for every other gate. This will provide 50 percent coverage at all external access control points. Inspection teams will be validated to provide 24 hour coverage as required to support gate operations.

(c) Measure 23: Increase patrols/Patrol staffing. Use the table below to re-assess patrol workload to ensure that only one-half of their patrol time is dedicated to directed work and the remaining patrol time is available to provide deterrent patrols. The following matrix will be utilized:

AVERAGE CALLS FOR SERVICE PER SHIFT	NUMBER OF PATROLS REQUIRED
0-6	1
7-12	2
13-18	3
19-24	4
25-30	5

31-36	6
37-42	7

(d) Measure 25: Provide one protective escort for each person listed on the High-Risk Billet (HRB) list. Billets are normally assigned to investigations.

(4) FPCONs CHARLIE and DELTA workload standards. Specific measures (by number) for FPCONs Charlie and Delta have been established and issued by higher authority. Specific workload has been assigned to the applicable measures and will be used to determine the number of personnel required to support CHARLIE and DELTA.

(a) Measure 33: Strictly enforce entry control (post a sentry at all gates and randomly search vehicles - provides a two person search team at every gate and/or provide staff to operate any security equipment.

(b) Measure 36: Increase patrolling/staff. Use the table below to re-assess patrol workload to ensure that only one-third of their patrol time is dedicated to directed work and the remaining patrol time is available to provide deterrent patrols. The following matrix will be utilized:

AVERAGE CALLS FOR SERVICE PER SHIFT	NUMBER OF PATROLS REQUIRED
0-4	1
5-8	2
9-12	3
13-16	4
17-20	5
21-24	6
25-28	7

(c) Measure 37: Special attention will be given to vulnerable points. In addition to base patrols; surveillance detection teams will be deployed to provide continuous coverage. This staffing will vary based on the area of coverage, location, threat, support of other law enforcement and NCIS assets.

1. Level One bases will be staffed with 6-12 personnel.

2. Level Two bases will be staffed with 8-12 personnel.

3. Level Three bases will be staffed with 12-24 personnel.
   Note: This position will normally be assigned to the investigations division and coordinate with the local NCIS office.

(d) Measure 42: Requires augmentation as necessary. The minimum augmentation for Navy bases is defined as follows:

1. Level One bases will establish a 3 person reaction force manned 24/7 X five section duty, requires 15 personnel.

2. Level Two bases will establish a 5-person reaction force manned 24/7 X five section duty, requires 25 personnel.

3. Level Three bases will establish a 10-person reaction team manned 24/7 X five section duty, requires 50 personnel.

Note - this is a response and containment force, not a "SWAT" team. Their mission is to respond and engage the situation so the other patrols can remain in their assigned areas.

EXAMPLES OF ASSET RESPONSE REQUIREMENTS

(Annex A)

Reference	Asset	Response time (min)	Comments (One responder, unless indicated)
OPNAVINST 5530.14C	Non-alert Aircraft	5	Page 3-6, 2 people
OPNAVINST 5530.14C	Priority A assets and life-Threatening	5	Page 8-2&3 subparagraph I
DOD C5210.41-M 4-1994	Nuclear weapons	Controlled	
DOD C5210.41-M 4-1994	C4I	Controlled	
NAVSEAINST 9210.22C	Reactors/Special Nuclear Material	Classified	
OPNAVINST 5530.13B	AA&E	15	Page 3-5
Executive Order 12958	Classified Top Secret	15	
Executive Order 12958	Classified Secret	30	
DCID 1/21 Storage	SCIFs-Open	5	U.S. Citizen
DCID 1/21 Storage	SCIFs-Closed	OCONUS 15 CONUS	U.S. Citizen

SECURITY STAFFING FORMULA (Annex)

1. The Navy Manpower Analysis Center (NAVMAC) conducted a detailed study of the security function and developed the following guidelines for determining manpower requirements:

a. Standard workweek: 40.00 hours (routine is 8 hours per day, 5 days per week, excluding meal hours).

b. Productive workweek: 31.66 hours.

c. Analysis of duty hours:

(1) Total hours available weekly less non-available time:

(a) Training		(1.47)
(b) Mandatory refresher training		(1.72)
(c) Diversions		(1.00)
(d) Leave		(2.62)
(e) Holidays	(1.53)	(8.34)

(2) Total hours available for productive work: 31.66

d. One Post Manpower Requirement:

(1) 25 1/2 hours a day 7 days a week: 178.50 hours.

(2) Weekly manpower requirements: 5.64 personnel.

(3) Rounding rule (5.361 to 6.432): 6.00 personnel.

e. The security workday is 25.5 hours and workweek (WWH) 178.5 hours. This workday/week takes in account turnover/relief requirements.

f. End-strength is determined by adding all of the weekly hours that personnel are assigned to fixed or mobile posts and dividing the total weekly work hours by 31.66.

(1) The security staffing formula works as follows:

Post	# of Per	Hrs	Total Hours	Days/ Week	Total Hours/Wk
1	1	24	25.5	7	178.5
2	1	24	25.5	7	178.5
3	1	10	11.0	5	55.0
4	2	16	34.0	7	238.0
5	1	24	25.5	5	127.5
6	2	24	51.0	7	357.0

* Per the formula above: validated weekly post hours (WWH) equals 1134.5. Divided by 31.66 (total hours available for productive work – above) equals 35.8 (round to 36) billets/personnel.