CHAPTER l

PROGRAMMING AND CONTROL

SECTION I. GENERAL

1-1. Purpose. This chapter provides guidance in the theory, methods, and systems to be applied by real estate management in the planning and scheduling of real estate program, the measuring and reporting of progress in accomplishing the programs, and the application of review and analysis in managing resources and controlling program activities.

1-2. Applicabilty. This chapter is applicable to all Division and District Engineers having real estate responsibilities.

1-3. Definitions.

a. Programming. The word "programming" is a general term used to encompass most of the basic activities of management. The activities are threefold: planning, executing, and evaluating. Thus, programming entails in the first phase, the planning of work to be done; in the second phase, the recording of work execution; and in the third phase, the reviewing and analyzing of performance againt planned work. Real estate schedules are the means of expressing the plans for the program year. Real estate cost performance reports are the means of recording accomplishments for the program yearReview and analyses provide management a means of evaluating performance and determining the efficiency of use of available resources.

b. Control Within recognized management principles, the term "control" signifies the actions which management must take or the methods and "tools" it must use to ensure that work which is performed matches that which was planned. The systems of real estate work progress monitoring, work measurement, cost analysis, and performance evaluation as prescribed in this chapter are examples of controls to be applied in the effective execution of real estate program activities.

1-4. Responsibilty. It is the responsibility of Division and District Engineers to adhere to sound and recognized management principles and make optimum use of existing controls provided by the real estate work measurement, cost accounting, and reporting systems in the planning and management of their real estate programs. Additional internal controls or reporting and monitoring system may be instituted where the size, scope, and complexity of programs make such action appropriate to insure proper management.

SECTION II. PLANNING

1-5. General. Real estate planning as outlined herein denotes all actions taken by management in the development of real estate programs and objectives and in the devising of means to attain those programs and objectives. It encompasses the planning of resources, the establishing of activity schedules, the determination of timing and priorities, and the planning of methods and procedures to accomplish the planned work in the most efficient manner. It should be distiguished from project acquisition planning described in Chapter 2, dealing with development and preparation of technical reports and project data designed to obtain land acquisition authorization, even though the foregoing activities are also elements of planning. Sound planning principles must be adhered to at all levels of real estate management. It is especially critical at the operating levels of Division and District organizations with prime responsibility to accomplish specific missions. Whether for long-range purposes or in development of annual schedules, real estate planning decisions must consider all facets that bear on mission accomplishment. The recognition of constraints imposed by policy, laws, available resources, and the relationship with other features of project developmmt is vital to proper planning. Planning must also incorporate the characteristics of flexibility so as to accommodate changes, updating, and alternatives that may be necessitated by various factors. Basic to sound planning is the determination and defining of objectives and goals and the establishing of priorities. This requires extensive coordination with Commands and agencies for which real estate services are being provided. It requires that real estate management be a full partner in overall project planning, development, and management. Budgeting of funds determining man-power requirements, planning for contractual services, and organizational planning must be compatible with activity schedules. Likewise, activity schedules must be compatible with project development plans and long- and short range plans of Commands and agenies. The complexity of real estate planning requires that management be fully conversant with and make optimum use of performance capabilty studies, cost experience data, and other tools which the real estate activity and cost accounting structure and work measuring systems provide.

1-6. Scheduling. Real estate schedules are designed to convey in terms of work units and dollars the planned accomplishments, phased by quarters (cumulative) for the current fiscal year for real estate administration, Homeowners Assistance Program administration, rental payments, initial alteration payments, restoration payments, HAP payments, relocation assistance payments, and land payments. Schedules will be developed to produce realistic work projections for the program year, recognizing manpower capabilities and funding resources available. The fund

authorization document furnished by the Engineer Comptroller at the beginning of each fiscal year will be used by Division and District Engineers in preparing military schedules. In the preparation of civil works schedules, close coordination will be exercised with project planning, construction, and operations elements to assure compatibility with project development and management plans. Acquisition program schedules must be based on analyses of each installation and project, taking into consideration the sequence and time-phasing of preliminary acquisition steps since each preliminary action is dependent on completion of other preliminary actions; e.g., mapping, legal descriptions, title evidence and appraising. Schedules will include all current uncompleted directives and new directives and acquisition and construction starts for which funds are expected to be appropriated or made available for the current year. Chapter 14 provides guidance for the preparation and submission of annual real estate schedules. After the initial submission of schedules, revised schedules will not be furnished. However, program or funding changes during the course of the fiscal year which result in major deviations from schedule will be reported as provided in Chapter 14.

SECTION III. EXECUTION

1-7. General. Execution as used herein, is the achievement of objectives in accordance with a preestablished plan. To executive, managers must have sufficient controls and must exercise managerial judgments in making sure that controls are used in a consistent and effective manner. In work execution, emphasis should be placed on those controls or reporting systems that produce performance data in a timely manner to allow corrective action. Of equal importance is the use of controls that identify factors that will have the greatest impact on achievement or lack of achievement of objectives. To provide basic elements essential to development of controls, real estate administrative actions have been categorized into major activities, each with a defined unit of work measurement. This activity structure corresponds “with the prescribed real estate administrative cost accounting structure. From these structures have been developed the scheduling, reporting, and performance evaluation systems for use of real estate management. Further refinements to these systems may be essential to effective tracking of critical factors in executing at the operating levels. Review and analysis of the concepts described in Section IV, this chapter, provide data helpful in the recognition of deficiencies during program execution. Where such analyses and other available systems do not provide data in a timely manner, it is incumbent on management to develop and implement actions or systems that will produce desired results.

1-8. Reporting. The reporting system outlined in this pamphlet is designed to convey in terms of work units and dollars the actual accomplishments, phased by quarters (cumulative) for the current fiscal year for real estate administration, Homowners Assistance Program (HAP) administration, rental payments, initial alteration payments, restoration payments HAP payments, relocation assistance payments, and land payments. Guidance for the preparation and submission of real estate cost and perforance progress reports is provided in Chapter 14. The reports provide management with progress data and a comparison of accomplishments versus schedules for all program activities. They also provide the data for computation of work activity unit costs for performance analysis. In order for the system to produce the benefits for which it is designed, accurate and uniform reporting procedures are essential. Division Engineers will maintain appropriate review of reporting procedures to assure the uniform interpretation and application by operating organizations within their respective Divisions.

SECTION IV. REVIEW AND ANALYSIS

1-9. Activity Control. The real estate activity scheduling and reporting systems outlined in this chapter, together with cost information developed by the cost accounting structure prescribed in ER 37-2-10 and 37-345-10, provide the basic data for analyzing and controlling real estate activities. Program review and analysis documents using the progress and performance data from these systems have been developed at various organizational levels. Such docments reflect current progress status, provide comparative analysis, and allow timely institution of remedial measures where deficiencies are indicated. Program managers should use these materials continually to analyze and compare projected and actual levels of attainment and to identify problem areas and imbalances in resource application. Further progress analyses and comparisons can be developed at the Division or District levels to provide control data on individual installation and project activities. Accomplishments and rate of progress experience are of value of realistically planning and scheduling future year activities and programs.

1-10. Performance Evaluation. The work measurement units defined for real estate activities in Chapter 14 in concert with the real estate cost accounting structure, provide quantitative analysis of work accomplishment and a method of evaluating performance. Most review and analysis documents provide unit administrative cost data which reflect the administrative cost of producing a unit of work in the various activity categories. Such costs may be compared at the different Corps organizational levels. Where published review and analysis documents do not provide comparisons at the lowest organizational levels, i.e., project or installation, the data may be developed locally for more detailed or accurate study. Published unit costs are not designed

to establish performance standards. However, such performance comparisons afford management at all levels good indicators as to the degree of efficiency or effectiveness of operations. They provide a means of recognizing those areas or situations where more intense management efforts are needed to improve performance. In ealuating work performance under the work measurement system provided, consideration must be given to varying circumstances, conditions and complexities which affect unit costs at different locations. Such factors must always be recognized when comparing local performance against Corps-wide or other broad based performance data.

1-11. Manpower Guidance. Rate of progress experience in accomplishing various real estate activities within given dollar and manpower resources, together with performance levels developed through use of the real estate work measurement system provide guidelines in determining manpower and staffing requirements. It is particularly beneficial in the planning and staffing of new project real estate programs since performance data for simular programs are usually available through locally developed review and analyses documents and studies. The number of units produced in one man-year effort may be readily computed from actual administrative cost data and the work unit measurement system provided in Chapter 14. As an example, the document published annually by DAEN-REP-R entitled “Review of Real Estate Administration and Real Property Acquisition Program Activities” provides such data on a Division basis for all Corps Divisions within the continental United States. These data may be further refined by computing at District and lower levels to provide information from a narrower base. Managers, however, should exercise care in the application of performance data in the form of units produced in one man-year effort in assessing manpower requirements. The technique should be considered along with all other known factors or conditions that may affect performance.

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TABLE 1-1

TABLE OF REGULATORY REFERENCES

AR 37-1

ER 11-1-22

ER 37-345-10

ER 37-2-10