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A STUDY ON STAFFING NAVY CIVIL ENGINEER
CORPS BILLETTS OF RESIDENT OFFICER IN
CHARGE OF CONSTRUCTION AND
ASSISTANT RESIDENT OFFICER IN
CHARGE OF CONSTRUCTION

JACK C. RICKELS

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A STUDY ON STAFFING
NAVY CIVIL ENGINEER CORPS BILLET
OF
RESIDENT OFFICER IN CHARGE OF CONSTRUCTION
AND
ASSISTANT RESIDENT OFFICER IN CHARGE OF CONSTRUCTION

by
Jack C. Rickels
Lieutenant Commander, Civil Engineer Corps
United States Navy

Submitted in partial fulfillment of
the requirements for the degree of

MASTER OF SCIENCE
IN
MANAGEMENT

United States Naval Postgraduate School
Monterey, California

1964

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NAVY CIVIL ENGINEER CORPS BILLETS

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RESIDENT OFFICER IN CHARGE OF CONSTRUCTION

AND

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This work is accepted as fulfilling
the research paper requirements for the degree of

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IN

MANAGEMENT

from the

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ABSTRACT

Civil Engineer Corps billets of Resident Officer in Charge of Construction and Assistant Resident Officer in Charge of Construction have been analysed as to their distribution within the United States and the construction workload they are administering. The billets are currently staffed by the Bureau of Naval Personnel based upon the recommendations of each District Public Works Officer who, through his experience and judgment of the requirements for officer billets in his district, makes recommendations accordingly.

Since no guideline criteria has been established to provide for uniform staffing of these billets, a critical analysis has been made of the present billets and the apparent workload at each activity. The study compares this workload with the number and grade of officers and civilians assigned and attempts to correlate the data within certain limits to provide a staffing criteria. Although the study points out the many interacting factors which complicate an easy solution to the problem, a Recommended Guideline Staffing Criteria is presented.

ACKNOWLEDGEMENT

The writer is indebted to Commander Walter E. Marquardt, CEC, USN, of the Academic Staff of the Management Department , U. S. Naval Postgraduate School, Monterey, California, for his time and most helpful assistance as advisor in analyzing the problem which is the subject of this paper.

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THE PROBLEM

Millions of dollars of construction contracts are being awarded annually by the Navy and management is performed at the site of each project by offices known as the "Resident Officer in Charge of Construction." Located both within the United States and at overseas bases, these offices are staffed by Civil Engineer Corps Officers and civilian personnel in varying numbers and grades. Their daily job is to administer contracts that may range in individual value from several million dollars for the construction of large facilities to several hundred dollars for repairs or minor alterations to existing structures. The workload at every location varies from both the numbers of contracts administered and the individual and total dollar values that are awarded each fiscal year. It is, therefore, incumbent upon the Navy that the staffing of these offices is designed in a consistent and equitable manner, considering the many factors which contribute to the workload at any location.

This study has been undertaken to analyze the current staffing of these offices and specifically to study the officer billets of Resident Officer in Charge of Construction (ROICC) and Assistant Resident Officer in Charge of Construction (AROICC). Currently, there is no guideline criteria for staffing these two billets. It should be of value to develop criteria to insure that the distribution

of officer personnel in this type of an assignment is done in the most effective manner with the officer resources available.

The study was confined to only the ROICC offices in the United States. (More variables would be introduced if the factors pertinent to overseas locations were included.) It was through these offices that approximately 212 millions of dollars of contracts were administered during fiscal year 1963.

GENERAL INFORMATION

Responsibility for Navy procurement is vested by statute in the Secretary of the Navy who has delegated to the Chief, Bureau of Yards and Docks responsibility for the procurement of supplies and services under the technical cognizance of his Bureau. As "Contracting Officer" for all contracts awarded within the responsibility of BuDocks, the Chief, BuDocks has delegated specific contractual authority to District Public Works Officers, Area Public Works Officers and Directors of BuDocks Divisions located within the United States and overseas, and they report to him for technical and management control. Other CEC Officers ordered as Public Works Officers (PWO) receive Bureau of Naval Personnel orders directing them to report by letter to their appropriate DPWO¹ "for additional duty as Officer in Charge of Construction (OICC) and/or Resident Officer in Charge of Construction (ROICC) of such informal, short form, long form, or other contracts as authorized or assigned." DPWOs assign these officers contractual authorities and further, supervise and monitor the

¹The term "District Public Works Officer" as used in this paper includes the Director, Northwest Division, BuDocks; Director, Southeast Division, BuDocks; Director, Southwest Division, BuDocks; and the Area Public Works Officer, Chesapeake.

contractual practices, procedures and the performance and staffing of these subordinate contracting offices, referred to "Resident Officers in Charge of Construction." In addition to Public Works Officers being assigned contract authorities as ROICCs, there are currently approximately 25 Civil Engineer Corps Officers specifically assigned to "billets" as Resident Officers in Charge of Construction (ROICC) and 95 assigned as Assistant Resident Officers in Charge of Construction (AROICC) in the United States. At each Naval activity where the Public Works Officer is assigned "additional duty" as ROICC for construction contracts,² then there usually is no "specific billet" established for ROICC since the duties are performed by the Public Works Officer. PWOs are not included in the 25 ROICC billets cited.

Where there is a complex of Naval activities such as in Newport or San Diego, there is usually an "Area" ROICC office established to administer all contracts for the local activities. Where there is no PWO or Area ROICC, then a special ROICC billet is again required.

AROICC billets, although not attached to every ROICC office, are usually assigned in "relation to the workload." Each office usually has one or two AROICCs, if it has any; however, there are offices with

²The term "construction contracts" will be used throughout the paper to include any type of contract being administered by a ROICC office whether it be specifically for construction, repair, demolition, etc.

none and others with as many as seven. The ROICC they assist then, may either be a "full time" ROICC in a "specific" billet or a Public Works Officer who is "double hatted" as ROICC for his activity.

At each ROICC office there will be a supporting civilian staff, "controlled" in numbers and grade by the DPWO and a typical organization could have the following composition, as an example:

- One Commander - Resident Officer in Charge of Construction
- One Ensign - Assistant Resident Officer in Charge of Construction
- One GS-11 - Supervisory Construction Engineer
- Three - GS-9's - Construction Representatives
- Seven - GS-7's - Construction Inspectors
- Two GS-4's - Clerk-Stenographers

RESEARCH METHODS

Research was limited primarily to the analysis of information obtained from a survey questionnaire which was sent to each DPWO, from interviews with Civil Engineer Corps Officers in the vicinity of the Postgraduate School and from Manpower and Contract data obtained from the Bureau of Yards and Docks. Specifically, the several sources of information included the following:

a. A total of 82 survey questionnaires soliciting a variety of information on construction workload at ROICC offices and officer requirements for both ROICC and AROICC billets were sent to and returned from all stateside District Public Works Officers in January, 1964. The questionnaire is shown as Appendix A.

b. Manpower Listings and Contract Summary Reports for all Naval Districts were obtained from the Bureau of Yards and Docks. This data has been condensed into Appendices B and C, listing the numbers and grade of each civilian assigned to each ROICC office and the numbers and dollar values of contracts awarded in FY63.

c. Contact was made directly with the CEC Detail Office in the Bureau of Naval Personnel relative to current staffing criteria, policies, numbers of billets, etc.

d. Interviews were conducted with as many CEC officers within commuting distance of the Postgraduate School. These included the following:

(1) Deputy District Public Works Officer and Director, Construction Division, 12th Naval District, San Bruno, California.

(2) ROICCs and AROICCs at the Postgraduate School and NAS Alameda.

(3) Former ROICCs and AROICCs who are presently at the Naval Postgraduate School in both a staff and student capacity in the Management Department.

(4) The Office in Charge, Civil Engineer Corps School, Port Hueneme, California (CECOS).

e. The below listed publications provided background information:

(1) The Bureau of Yards and Docks Contract Administration Manual, NAVDOCKS P-68.

(2) U. S. Navy Staffing Criteria Manual, OPNAV Instruction P5310.5 of 4 March 1963.

(3) The Bureau of Yards and Docks Policy Reference Book, NAVDOCKS P-329.

(4) Civil Engineer Corps - Junior Officer On-The-Job Training Program for BuDocks Contract Administration.

(5) CIVIL ENGINEER CORPS DIRECTORY, FALL 1963.

From the sources of information listed plus the knowledge the writer has gained from being assigned as ROICC at two activities in his career, the ensuing report has been prepared. The presentation is made in two chapters. The first chapter outlines the information

and statistics that were collected and presents them in the following manner:

- A. Authorities and Responsibilities of the ROICC and AROICC.
- B. Current Staffing of ROICC Offices.
- C. Range and Value of Contracts Administered.
- D. The Need for Previous Contract Experience and Recommended Tour Length.
- E. Officer Input and Training.
- F. The Rank of ROICCs and AROICCs.
- G. Some DPWO's Policies.
- H. Determination of the Rank of the Public Works Officer.

The second chapter provides an analysis of the problem by critical review of the information that was collected. The analysis attempts to be as objective as possible by merely showing what the statistics and DPWO comments were on particular facets of the problem. It has been necessary to interject a subjective opinion on what the information purports to express. This chapter has treated the analysis by looking at the problem and data under the following headings:

- A. Categorizing ROICC Offices.
- B. The Workload in Each Naval District.
- C. Separate ROICC Billets.
- D. The New Officer as ROICC or AROICC.
- E. Why, Where and How Many AROICCs.

F. The Lieutenant as AROICC.

Following Chapter II, is the summary and conclusions of the writer including a Recommended Guideline Staffing Criteria.

CHAPTER I: INFORMATION AND DATA COLLECTED

AUTHORITIES, RESPONSIBILITIES AND DUTIES OF THE ROICC AND AROICC

The authorities and responsibilities which any ROICC has for "Contract Administration," he obtains from two sources. When an officer reports for duty as ROICC he is delegated by letter certain contractual authorities and limitations by the District Public Works Officer. It is within these limitations that he is constrained as to types of contracts, dollar limits, etc., in addition to those contained in the Contract Administration Manual NavDocks P-68. Appendix D shows the specific contract limitations assigned by BuDocks. In addition, the following is quoted directly from the Manual:

The Resident Officer in Charge of Construction (ROICC) is designated by the OICC. He is responsible to the OICC for administering construction contracts for public works and public utilities at specified naval activities. The ROICC also performs functions for those contracts that do not involve construction. In each designation the OICC, by letter to the appointed ROICC, shall specifically outline the authority and responsibilities of the ROICC. However, the delegation of authority to the ROICC cannot exceed that delegated to the OICC.

OIC's of A-E or E-S contracts may appoint Resident Officers in Charge of such contracts to such extent as may be considered necessary by reason of the distance of the work from the OIC, the complexity of the project, or the special technical assistance needed.³

³Contract Administration Manual NAVDOCKS P-68, p. 12.

It is further stated that:

It is the intent and desire of this Bureau that ROICCs be designated for the field administration of contracts. The designation of such ROICCs is the responsibility of the OICC. The CEC officer who is PWO at the activity where the contract is to be performed should be the ROICC if the added duties will not interfere with the performance of his Public Works functions.

When a CEC officer is designated the ROICC of a particular contract by the OICC, he shall consider the functions outlined in Tables I through 3 as a guide. In each such case, the OICCs shall address a letter to the ROICC specifically outlining the authority of the ROICC. The delegation of such authority cannot exceed that delegated to the OICC. It must be noted that this delegation of authority to the ROICC does not necessarily include parallel responsibility. Overall responsibility is retained by the OICC.⁴

(Tables 1 through 3 are shown in Appendix D.)

In addition to his specific contractual authorities and limitations the ROICC is also responsible for the overall supervision and direction of an organization that may be comprised of from one to approximately twenty civilian personnel ranging in numbers and Civil Service grades from Supervisory Construction Engineers, GS-13 to Clerk Stenographers GS-3.

The duties and authorities of an AROICC are not outlined or mentioned in any of the publications cited. His exact position in the organization and his relationship to the civilian staff are determined by the ROICC, sometimes with approval of the DPWO. From all

⁴Ibid., p. 301.

information collected, it appears that most AROICCs are usually placed in a "line" capacity between the ROICC and the senior civilian. In this capacity they will usually act on all daily routine contract matters, including conferences with contractor personnel, interpretation of plans and specifications, preparation of correspondence, conduct of bid openings, and general direction of all office matters, including in many instances direct contact with members of the DPWO Construction Division. The signing of correspondence, discussions of major issues, including matters of change orders, etc., are normally brought to the ROICC for his decision or signature. Where the ROICC is also the PWO, the AROICC usually receives less supervision than in those offices where there is a full time ROICC to oversee all contract functions on a daily basis. Accordingly, when there is a full time ROICC there also may be less authority delegated to the AROICC. Although data was not collected from the survey on the "details" of the AROICCs duties and responsibilities, the information that has been collected by interview presents the following picture of the AROICC's position:

1. He has usually been placed in line authority between the ROICC and the civilian personnel of the office.
2. In smaller offices with only one AROICC he is placed "in charge" of the daily routine of the office or in larger offices, certain contracts are assigned as his direct responsibility.
3. He makes decisions daily in accordance with the plans and

specifications and clauses of contracts being administered.

4. He requires only a limited amount of the ROICC's time on contract matters.

CURRENT STAFFING OF ROICC OFFICES

The location and staffing of each ROICC organization was obtained from the Manpower Listing (NAVEXOS 4521A) received from the Bureau of Yards and Docks. This summary report is submitted annually by each District Public Works Officer and from these reports (as of 31 December 1963) the staffing information shown in Appendix B was compiled. Actually, between these reports and the data provided from Questions 3 and 4 of the questionnaire, the numbers and grade of each officer and civilian were obtained. The staffing will change with the workload of each office and as the volume of work increases or decreases substantially, this staff is expanded or contracted accordingly. Figure 1 is a summary of the number and rank of ROICCs and AROICCs by Naval District with indication as to whether there is a ROICC assigned or the position is held by the Public Works Officer.

In order to verify the reporting relationship between those AROICCs who were located at activities where there may or may not have been a ROICC or there was a PWO but not a separate ROICC, Questions 5 and 6 of the questionnaire obtained the exact relationship at each activity. Normally, the AROICC was physically located on station with the ROICC and where there was a PWO, the AROICC reported directly to this officer.

FIGURE 1

A SUMMARY OF THE CURRENT ASSIGNMENT OF
ROICCs AND AROICCs BY NAVAL DISTRICT

NAVAL DISTRICT	ROICCs					AROICCs			TOTAL OFFICERS
	CAPT	CDR	LCDR	LT	LTJG ENS	LCDR	LT	LTJG ENS	
* 1	3	1		1					5
**			1					5	6
3	2	1	2	2			1	3	7
									4
4	1	4	3	2	1			4	11
			1						5
5	3	4	1	2					10
			1	1	1		2	10	15
6	2	5	4	1					12
		2	2				4	17	25
8		1	4						5
					2			6	8
9	1	3	3	3					10
				1	7			3	11
11	3	2	2	2		1			10
		3				1	2	15	21
12	3	6		1					10
							1	7	8
13	1	1		1					3
			1	1			2	2	6
PRNC	2	5	2	2					11
						1	2	7	10
PWOs	21	33	21	17	1	1			94
OTHER		5	6	3	10	2	14	79	119
TOTAL	21	38	27	20	11	3	14	79	213

* Top line lists the PWOs

** Bottom line lists Special Billets

in his capacity as ROICC. There were only certain isolated cases where the AROICC was not located on the same station.

RANGE AND VALUE OF CONTRACTS ADMINISTERED

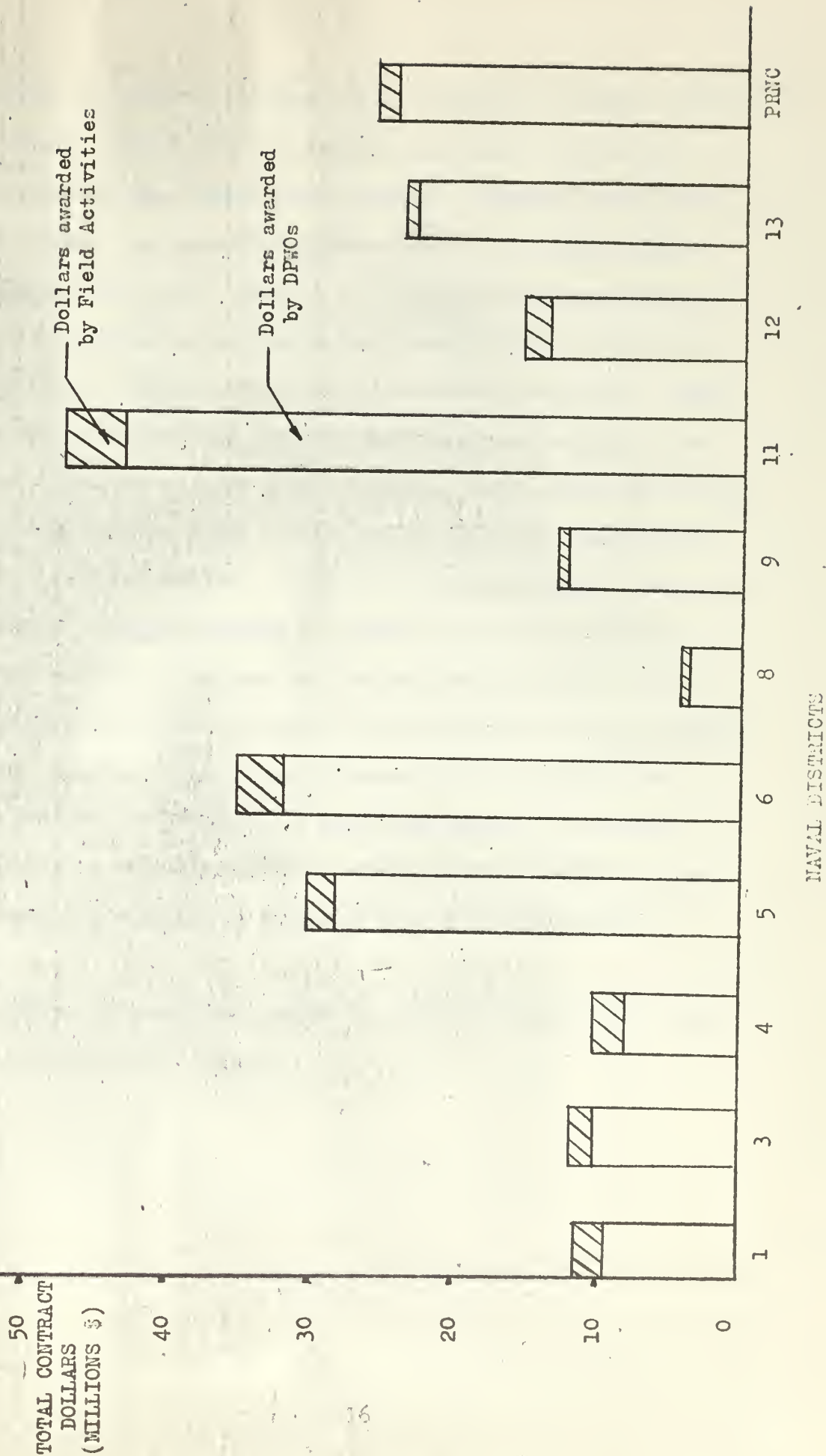
In order to compare the workload of each office, the numbers and dollar values of contracts administered during the fiscal year 1963 were obtained from Questions 7, 8, and 9 of the survey. This information is also tabulated in Appendix B. Contract information was not available for all activities but it is included where there is a specific billet for a ROICC or where there is at least one AROICC assigned. It was not available for all activities where there is only a PWC. In addition to the information obtained from the survey, the Contract Summary Reports for the same period were obtained from BuDocks and these reports reflect the range and total value of contracts awarded in each Naval District during FY63. This information is shown in Appendix C and in Figure 2.

THE NEED FOR PREVIOUS CONTRACT EXPERIENCE AND RECOMMENDED TOUR LENGTH

The survey and interviews were able to explore the question of need for previous contract experience for both ROICCs and AROICCs. In 85% of the questionnaires the definite need for previous experience in contract administration was substantiated for all ROICC billets. The 15% that replied that no experience was required were primarily for Ensigns and Lieutenants (Junior Grade) and it was usually stated that

FIGURE 2

TOTAL CONTRACTS AWARDED IN FY 1963 IN EACH NAVAL DISTRICT



no experience was required if there was an experienced civilian engineer at the activity. Only 15% of the replies considered that previous contract experience was needed for the officers occupying the billets of AROICC. There were specific instances, such as the ROICC office for the Sewells Point area, where it was indicated that previous experience was preferred and at the Norfolk Naval Shipyard where it was considered that a "strong" construction background was desired. Other locations that indicated that previous experience was desired on the part of the AROICC were at NAS Corpus Christie, Texas, NAAS, New Iberia, Louisiana, NATC Patuxent River and the NADC, Johnsville, Pennsylvania. However, it is emphasized that in 85% of the questionnaires, it was indicated that it was not essential that AROICC billets be filled by officers with previous experience in contract administration. This general feeling was further expressed in the interviews with both ROICCs and AROICCs. In fact, opinion was expressed that if an AROICC had previous experience in Public Works Department duties it would be of considerable value in enabling him to orient himself as AROICC in relation to what the purpose and functions were of a Public Works Department.

The question of recommended length of tour for both billets brought the response tabulated in Figure 3.

FIGURE 3

DPWO RECOMMENDED TOUR LENGTHS FOR ROICC

AND AROICC BILLETS

(Per cent)

<u>Tour</u>	<u>ROICCs</u>	<u>AROICCs</u>
2 years	35	70
3 years	<u>65</u>	<u>30</u>
	100%	100%

The recommended tour length for all ROICCs in the Ninth Naval District was for the "duration of contract." In several replies it was suggested that the tour length should not be considered as inflexible but should in many cases be governed by the duration of a major contract that was being administered by both officers. A ROICC or AROICC should not be transferred prior to the completion of a sizeable contract, if at all possible. The "relief" would normally be handicapped in solving any outstanding problems or issues and it was considered more desirable to keep an officer past his normal tour in these particular situations. It was recognized that this practice could not be followed in all transfers but it would be most desirable in many cases where a contract would be completed within a couple of months of an officer's normal rotation date.

OFFICER INPUT AND TRAINING

Officers enter the Civil Engineer Corps primarily from the Naval

Academy, the Naval Reserve Officer Training Corps (NROTC) and the Officer Candidate School (OCS) and the majority usually have one or more degrees in either Civil, Mechanical, or Electrical Engineering. Those entering the Navy directly from the NROTC and OCS classes are first ordered to the Civil Engineer Corps Officer School (CECOS), Port Hueneme, California, for eight weeks of basic indoctrination and then sent to their first duty station. Naval Academy graduates or transferees from the Line to the CEC are usually first ordered to a civilian college or university to obtain their bachelor and/or master's degree in Civil Engineering and then sent to CECOS. (At a later date graduate education is available to all officers on a selected basis at civilian colleges and universities, in both technical and non-technical curricula for officers of the rank of Lieutenant and Lieutenant Commander.) At CECOS, the basic indoctrination course of eight weeks given to all officers concentrates in the last three weeks of instruction, on the particular "type of duty" the officer will be first assigned. Officers are advised of their following duty in order to enable them to receive instruction in the type of duty to which they will be reporting, such as a Construction Battalion, Public Works Department, or ROICC office.

Officers that report as AROICCs upon graduation will, therefore, have received three weeks of instruction in Contract Administration. Those that are Ensigns, USNR, may expect to remain in their AROICC billets until released from active duty. These officers, normally

with three years of obligated service, will usually have approximately two years and eight months of remaining service time after they have reported aboard as AROICC. Regular officers will usually serve a normal tour of duty of two years before rotation.

Question 12 of the survey asked if there were any special "background or training requirements" that should be considered in filling either ROICC or AROICC billets. Ninety-nine per cent of the replies indicated "none;" however, because of the nature of a particular contract being administered there was one indication that a Mechanical Engineer was preferable and one where an Electrical Engineer was desired.

THE RANK OF ROICCs AND AROICCs

Figure 1, page 14, summarizes the current numbers of ROICCs and AROICCs that are assigned in each Naval District and Appendix B shows their assignment by activity. Each DPWO was questioned as to whether there was a requirement for an increase in rank of either billet at each activity or whether these billets could be staffed by an officer of one rank junior. Questions were also asked, "If either billet were staffed with an officer of one rank senior to the present incumbents, what additional contract authorities would be delegated to these officers?"

The question of whether there was considered to be a requirement for an increase in the rank of either officer brought replies shown in Figure 4.

FIGURE 4

THE OPINIONS OF THE DPWOS AS TO THE NEED
FOR AN INCREASE IN RANK OF ROICCs AND AROICCs

(Per cent)

<u>Reply</u>	<u>ROICC</u>	<u>AROICC</u>
Yes	6	2
No	<u>94</u>	<u>98</u>
Total	100%	100%

The question of whether the billets could be staffed with an officer of one rank junior was answered as shown in Figure 5.

FIGURE 5

THE OPINIONS OF THE DPWOS
AS TO WHETHER ROICC AND AROICC BILLETS
COULD BE STAFFED WITH AN OFFICER ONE RANK JUNIOR

(Per cent)

<u>Reply</u>	<u>ROICC</u>	<u>AROICC</u>
Yes	30	31
No	<u>70</u>	<u>69</u>
Total	100%	100%

To determine if DPWOs would assign more contractual authorities to ROICCs if they were one rank senior to the present incumbents, this question was included. In 99% of the replies, the answer was "none." In only a certain isolated case was the answer that Limited Long Form authority might be delegated, where the present maximum was Short Form authority.

All replies to the same question for AROICCs indicated "none," i.e., there would be no additional authorities delegated to AROICCs even if they were one rank senior.

SOME DPWO's POLICIES

Additional information written by District Public Works Officers enabled the writer to obtain an understanding of their problems and how each viewed his ROICC/AROICC staffing at the various offices within each Naval District.

The policy of DPWO NINE has been to assign Ensigns or LTJGs as ROICCs to projects that are approximately "a million dollars or less." When the dollar volume at an activity without a PWO was greater than one million dollars, a Lieutenant with a larger staff was assigned. ROICCs were assigned on a "job duration" basis, when possible, and were seldom changed unless the officers were rotated or released from active duty. Prior to assigning a new officer to an independent ROICC job in the Ninth Naval District, the officer is first given an opportunity to obtain some degree of experience in the ROICC office at the

Naval Training Center, Great Lakes, which is located in the immediate vicinity of the District Public Works Office. When the officer is sent "to the field" he is normally not at a location where there is a PWO, therefore, he is assigned as ROICC. At none of these locations is there an AROICC.

In the First Naval District there is a program under way to rotate the AROICCs back into the District Public Works Office to broaden their experience, rather than have them remain in their AROICC billet without gaining knowledge of the DPWO functions.

From the Area Public Works Officer, Chesapeake, it was pointed out that:

Those officers with the most contract experience should be assigned where past experience indicates that contractors are in general difficult to do business with, i.e., nit pick plans and specifications in an effort to generate change orders, try to cut corners and furnish substandard equipment and materials, give little regard to labor relations, and in addition are generally difficult to negotiate with, etc.

It was further explained that it might be in the best interests of the government in these situations to increase billets one rank above what would normally be determined in order to obtain officers with the required experience to cope with such situations.

It was also learned that in Philadelphia there were no AROICCs assigned to those activities in the immediate proximity of the District Public Works Office. Also, at certain activities such as NADC Johnsville, Pennsylvania, the Assistant Public Works Officer was assigned as ROICC,

rather than a specially assigned AROICC from the DPWO.

THE DETERMINATION OF THE RANK OF THE PUBLIC WORKS OFFICER

Criteria for determination of the rank of a Public Works Officer at any activity is found in OPNAV Instruction P5310.5 of 4 March 1963. This publication, The United States Navy Staffing Criteria Manual, prescribes the rank of the PWO billet by use of a Management Assessment Index which is determined according to the level and scope of work performed at the activity. Four factors are used for establishing the rank requirements of the PWO:

1. Total Military and Civilian Personnel in the Public Works Department.
2. Total funds expended annually by the Public Works Department.
3. Replacement value of Class II property at the Activity.
4. Contract authority of the PWO.

The index is also used for determining the total requirements for all officer and civilian personnel in any Public Works Department.

An example of the application of the Management Assessment Index at a given activity is shown in Figures 6 and 7.

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FIGURE 6

NOTES

Explanation of Management Assessment Index

¹Billets are established according to the level and scope of work performed at the particular activity. The Management Assessment Index Table (see below) provides four factors to be used as a general guide for establishing the number and rank requirements for military billets. The factors are combined to obtain a Management Assessment Index for the activity.

a. The following is an example of the application of the Management Assessment Index at a given activity.

From Management Assessment Index Table				Factor
Department Personnel - 390				7
Funds Expended Annually by PWD - \$5,800,000				6
Replacement Value - \$250,000,000				8
Contract Authority - BGX				7
Management Assessment Index				28

Assessment Index	PWO Rank	APWO	Shops Engineer	Shops Officer
28	CDR	LCDR	LT	2 LTJG/ENS

b. The guidance provided in the Staffing Table represents the optimum requirements both for numbers and rank.

MANAGEMENT ASSESSMENT INDEX TABLE							
TOTAL MILITARY & CIVILIAN P.W. DEPT. PERSONNEL (NO. OF PERSONS)		TOTAL FUNDS EXPENDED ANNUALLY (\$ IN THOUSANDS)		REPLACEMENT VALUE CLASS II PROPERTY (\$ IN MILLIONS)*		CONTRACT AUTHORITY WEIGHTED FACTOR**	
2000-700	10	120,000-35,000	10	Over-500	10	ACBX	10
700-500	9	35,000-12,000	9	500-300	9		
500-400	8	12,000- 8,000	8	300-200	8	BCFX-BCGX	8
400-275	7	8,000- 6,000	7	200-100	7	BCX	7
275-200	6	6,000- 4,500	6	100- 50	6		
200-150	5	4,500- 3,500	5	50- 25	5		
150-125	4	3,500- 3,000	4	25- 20	4	BG	4
125-100	3	3,000- 2,000	3	20- 15	3		
100- 80	2	2,000- 1,500	2	15- 10	2		
80- 20	1	1,500-	1	Under- 10	1		

*Use total value of replacement cost that PWD is required to maintain - those departments designated as lead activities will consider plant account of supported activity.

**Contract Authority is indicated by the following codes:

- A - Competitive bid, lump sum (and unit price) construction contracts.
- B - Short form (single payment) construction contracts.
- C - Competitive bid, lump sum demolition contracts.
- F - Lump sum contracts for repair, alteration, and overhaul of government motor vehicles and construction equipment.
- G - Change orders A and/or B above as applicable.
- X - Limited long form competitive bid construction contracts (not in excess of \$25,000); negotiated architectural-engineering contracts (not in excess of \$1,500); and engineering services contracts for borings, tests, preliminary surveys, and technical investigations (not in excess of \$1,000).

Source: Organization and Functions for Public Works Department, NavDocks P-318, November 1960.

Date: November 1963

Workload Indicator Management Assessment Index¹

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NOTES:

1. See Notes Attached.
2. May be LTJG.

CHAPTER II: ANALYSIS OF THE PROBLEM

CATEGORIZING ROICC OFFICES

ROICC offices, normally staffed by both officer and civilian personnel, have been grouped into four general categories in order to illustrate and analyze the several different types of organizational compositions that occur.

The first and most predominant is the office located at a Naval Activity wherein the officer in charge, or ROICC, is also the Public Works Officer. He is usually a Captain, Commander, or Lieutenant Commander, but can also be of lesser rank at smaller activities. He is ordered to the activity for primary duty as the Public Works Officer and is assigned additional contractual authorities to administer construction contracts by the District Public Works Officer. He is usually assigned one or two junior officer assistants as AROICCs; he has a separate staff of Civil Service personnel consisting of construction inspectors, construction representatives, clerical personnel and usually the senior civilian is a Supervisory Construction Engineer of the grade GS-13, 12, or 11. Approximately 43% of the offices are in this category and currently, approximately 50% of the AROICC billets are in these organizations, i.e., where the ROICC is the Public Works Officer.

The second general category of ROICC offices are those staffed by a "full time" ROICC in a special billet, so designated, and when serving

a complex of surrounding activities referred to as an "Area ROICC." In these cases, the office is usually larger in size and numbers of personnel than those in Category One. The category is characterized not by size of organization but by the fact that the ROICC is not a "double hatted" Public Works Officer. He is in most instances a Commander or Lieutenant Commander and is assigned two or three AROICCs. His civilian staff is also comprised of construction inspectors, construction representatives, clerical personnel, and one or two Supervisory Construction Engineers. Approximately 10% of the offices are in this category and approximately 39% of the ROICC and AROICC billets.

The third category is similar to the first in that the office is located at a naval activity where the PWO is also the ROICC, however, for several reasons there are no AROICCs assigned and the civilian organization will vary but will normally include only one or two construction inspectors. Approximately 33% of the offices are in this category. By definition then, there are no ROICC or AROICC billets in this category.

A fourth category includes those ROICC offices that do not readily belong in either of the first three categories. These offices are usually small, may or may not have any officers assigned as ROICC, do not have an AROICC and are not necessarily located at a naval activity but at other locations, possibly where there is a single contract. Included in this category were:

1. USNF Nantucket, Mass. = No ROICC, one civilian
2. ARL, Cumberland, Md. = LTJG/ENS, one civilian
3. Bunker Hill AF Base, Peru, Ind. = LTJG/ENS, one civilian
4. Hector Field, Fargo, N.D. = LTJG/ENS, no civilian
5. General Mitchell Field, Milwaukee, Wisc. = LT, two civilians
6. AFRTC Forest Park, Ill. = LTJG/ENS, one civilian
7. Truax Field, Madison, Wisc. = LTJG/ENS, one civilian
8. Satellite Inspection Station, Rosemont, Minn. = LTJG/ENS, one civilian
9. AFRC, Waukegan, Ill. = LTJG/ENS, one civilian
10. Air National Guard, Detroit, Mich., Metropolitan Airport = LTJG/ENS, one civilian
11. Daingerfield, Texas = LTJG/ENS, two civilians
12. Clinton Sherman AF Base, Okla. = LTJG/ENS, two civilians
13. Aerojet, Sacramento, Calif. = No ROICC, two civilians
14. AF Station, Tonopah, Nev. = No ROICC, one civilian
15. NSD, Clearfield, Utah = No ROICC, one civilian
16. Air National Guard, Salt Lake City, Utah = No ROICC, one civilian
17. Klamouth Falls, Ore. = LTJG/ENS, no civilians

This category comprises 14% of the ROICC offices and 11% of the officer billets.

Figures 8 and 9 show the total numbers of ROICC offices by Naval District and by Category. Each individual office is assigned to a

FIGURE 8

GROUPING OF ROICC OFFICES IN FOUR CATEGORIES¹

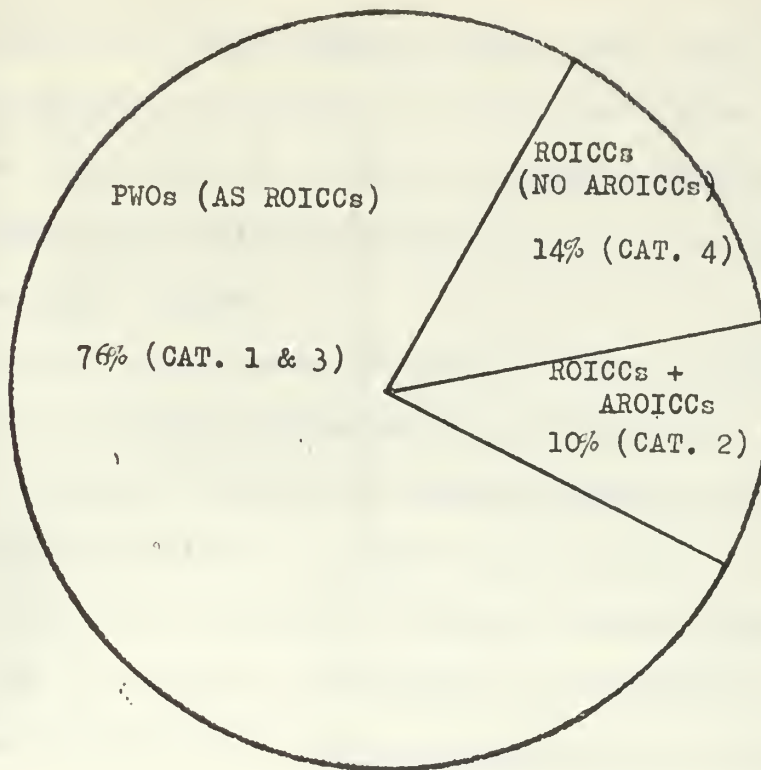
Naval Dist.	CAT. 1		CAT. 2		CAT. 3		CAT. 4		TOTAL		% **B
	*O	**B	*O	**B	*O	**B	*O	**B	*O	**B	
1	3	3	1	3	2	0	1	0	7	6	5
3	2	4	0	0	5	0	0	0	7	4	4
4	3	3	1	2	8	0	0	0	12	5	3
5	6	7	3	7	3	0	1	1	13	15	12
6	7	8	4	17	5	0	0	0	16	25	21
8	5	5	0	0	0	0	2	3	7	8	7
9	1	3	0	0	9	0	8	8	18	11	9
11	7	8	4	13	1	0	0	0	12	21	18
12	6	8	0	0	4	0	4	0	14	8	7
13	2	2	2	4	0	0	1	1	5	7	6
PRNC	9	10	0	0	3	0	0	0	12	10	8
TOTAL	53	61	12	46	40	0	18	13	123	120	100
%	43	50	10	39	33	0	14	11			

¹Category: 1 PWOs and AROICCs
 2 ROICCs and AROICCs
 3 PWOs Only
 4 Others

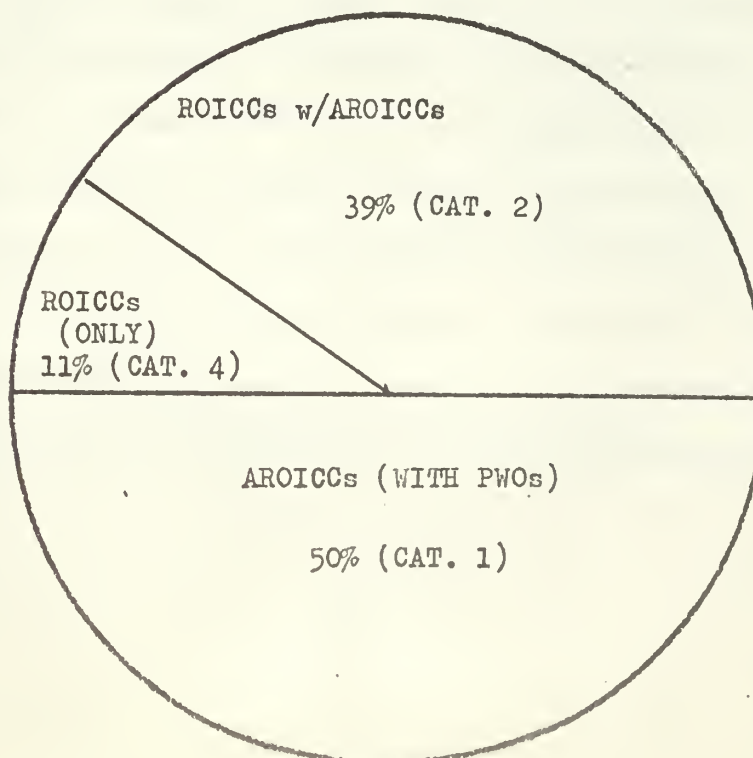
* Offices
 ** Billets

FIGURE 9

DISTRIBUTION OF ROICC OFFICES AND ROICC AND AROICC BILLETS



ROICC OFFICES



ROICC AND AROICC
BILLETS

Category as indicated in Appendix B. It appears significant to note from the statistics that:

a. From the 123 ROICC offices reviewed, there are 93 (Category 1 and 3), or 76% that are staffed by a Public Works Officer with the balance, or 24%, staffed with officers in specific ROICC billets.

b. There are 58 activities (Category 3 and 4), or 47%, that do not have an AROICC assigned.

c. That of the 120 special billets for ROICCs and AROICCs 51% are assigned to DFWO FIVE, DIRSOEASTDIV and DIRSOWESTDIV.

d. That of the 13 billets in Category 4 (ROICC, no AROICC), eight, or 61% are located in the NINTH Naval District.

e. That of the 46 billets in Category 2 (Primarily Area ROICC offices), 65% are assigned to DIRSOEASTDIV and DIRSOWESTDIV. Five of the eleven Naval Districts have no billets in this category.

THE WORKLOAD IN EACH NAVAL DISTRICT

The workload during any period and in any office can be thought of as a direct relationship to the number of contracts being administered. However, with each contract having its own peculiarities, and the values of individual contracts ranging to several million dollars, then it becomes obvious that more factors complicate the definition of "workload" than mere numbers and values of contracts. It must be recognized that contracts will vary in complexity and location and so will the capabilities of the contractors and their performance, not to

mention changes that will occur for either technical reasons or customer demands. All of these factors bear directly on the workload of any ROICC Office but altogether they defy measurement. Of all the variables that contribute those that can be qualified and analyzed in relation to current staffing are the numbers of contracts being administered and their dollar values. Appendix C lists the total value of contracts awarded in fiscal year 1963 by each Naval District. With 95 AROICCs assigned to all districts, the total of 212 million dollars awarded in FY 1963 could be thought of as an average of 2.3 million dollars per AROICC. The comparison has been made between AROICCs and dollar volume because it is the AROICC that is a variable in both numbers and rank, whereas the need for a ROICC is determined by location of construction.

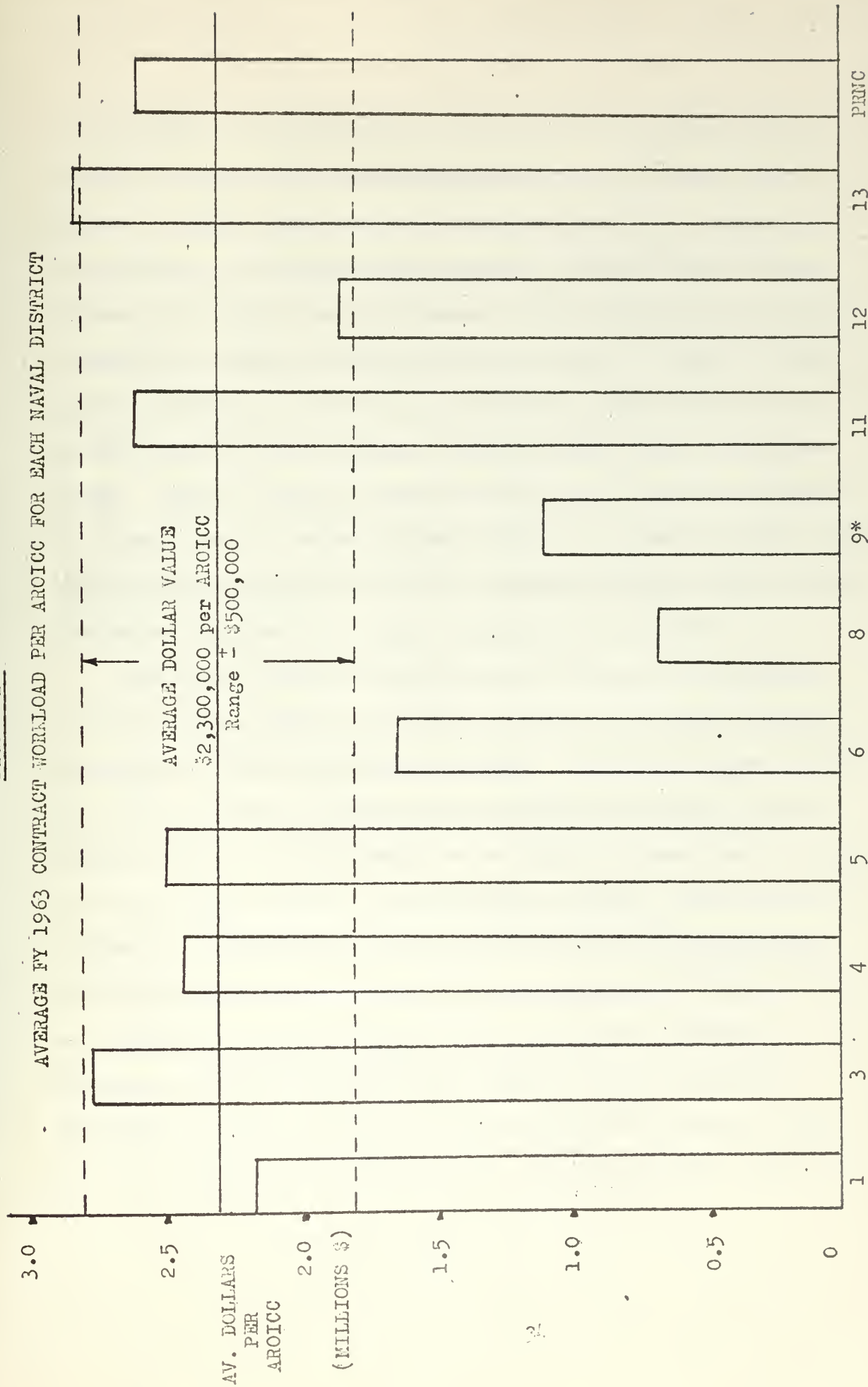
If this average workload of 2.3 million dollars is used as a yardstick to measure each district's workload, then the average dollar value of contracts per AROICC will be as shown in Figure 10. If this was considered as a valid measure of workload per AROICC, even with a range of plus or minus \$500,000, then it immediately might appear that there is overstaffing in the 6th, 8th, and 9th Naval Districts. This assumption at this time is too premature as will be discussed later.

SEPARATE ROICC BILLETS

The need for a ROICC is apparent when there is a construction requirement at any location. If there is a PWO, he is assigned the

FIGURE 10

AVERAGE FY 1963 CONTRACT WORKLOAD PER AROICC FOR EACH NAVAL DISTRICT



*Includes 3 AROICCs and 8 ROICCs, all LTJGs and ENS. (w/1 LT.)

job and there is no duplication by the assignment of another officer unless the workload far exceeds the capabilities of the PWO to also perform as ROICC. When there are several activities in a complex, an "Area Office" is established which requires a special billet. These offices provide increased effectiveness in the utilization of civilian personnel and result in overall economies in costs of contract administration. However, if there is no Area Office or Public Works Officer in the vicinity of construction, a separate ROICC billet is again required. Figure 8 (Page 30) shows that there are 12 locations (Category II) where there is a separate ROICC, AROICC and a sizeable civilian staff. These locations include Area Offices at Newport, Sewells Point, Key West, Charleston, San Diego, Point Mugu, Long Beach, and Seattle.

There are 13 additional ROICC billets at Category IV activities. A review of these which are listed on Page 28, with the rank assigned, shows that all ROICCs but one are LTJG/ENS. Question is raised, noting that there are certain places with no officer but only one or two civilians, "What is the requirement for an officer in these cases and where is the line drawn such that a civilian will suffice?" This can only be answered by each DPWO with reliance on his judgment and consideration of the many local factors including the availability of civilian personnel. However, civilian personnel could be qualified as Resident Engineers in Charge of Construction, especially GS-12s and GS-11s. DPWO NINE has been satisfied to use new officers of the rank of Ensign and LTJG as ROICCs after they have been assigned to NPC Great Lakes for

a short period to acquire "basic experience." DPWO NINE also indicated that "No previous contract experience was required for these ROICCs." Eight of these thirteen billets are in the Ninth Naval District and two are staffed with a GS-12 and two each with a GS-11, in addition to the ROICC. A closer investigation of the need for officers at certain of these small isolated locations in the Ninth Naval District may show that civilian personnel alone would suffice. I'm sure the answer in many cases is that they would if no officer were available to act as ROICC. However, the purpose of this study is not to try to outguess the DPWOs as to where the need is for ROICCs or AROICCs, but to analyze where they are assigned and what is the apparent workload from the information available, and based on this, how do the various billets compare in numbers and rank distribution across the United States. I cannot question the ROICCs that are located at those activities assigned to Category II, but there may be LTJG/ENS that are assigned to certain small offices with a GS-12 or GS-11 that might not be absolutely necessary.

There was no indication from the survey that additional ROICC billets were required in any Naval District. The need is undoubtedly one that doesn't fluctuate to any great degree, however, the requirement is determined by where the construction is located and when construction is required at new locations additional billets will be required. Wherever an Area Office can be established, there will be

a need for an additional senior officer billet as ROICC; however, there may be savings on the total number of AROICCs through any consolidation of contract administration into one office.

Whether the ROICC should be of one rank or another is intuitive judgment by the DPWO. This problem can be narrowed to one of deciding whether he should be a Commander or Lieutenant Commander for a "large" workload or a Lieutenant Commander or Lieutenant for a "medium" workload, or a LTJG or Ensign for a "small" workload. There is no attempt to differentiate between the large, medium, or small workload; however, if the number of ROICCs shown in Figure 1 (Page 14), is analyzed, it can be seen that of the 25 separate ROICCs, three are Commanders, seven are Lieutenant Commanders, three are Lieutenants, and eleven are either LTJGs or Ensigns.

The numbers and dollars of contracts administered in FY 1963 and the civilian staffs for the offices with Commanders and Lieutenant Commanders in specific ROICC billets are compared. These factors of workload taken from Appendix B are shown in Figure 11.

At Sewells Point the number of contracts and their dollar value exceeds other area offices staffed by Commanders. This was the only ROICC billet commented on in the survey where it was considered by the DPWO that there was a requirement for an increase in rank. In comparison with the workload of other offices, the Sewells Point Area Office appears equally deserving of a Commander in lieu of a Lieutenant

SUMMARY OF SURVEY INFORMATION RECEIVED
ROICC OFFICES WITH COMMANDERS AND LIEUTENANT COMMANDERS ASSIGNED

ACTIVITY		CONTRACTS ADMINISTERED F.Y. 1963 (\$000)					ROICC					AROICC					CIVILIAN STAFF (GS)						
		NO.	TOTAL	NO.	* 500+	CAPT	CDR	LCDR	LT	ENS LTJG	LCDR	LT	ENS LTJG	LCDR	LT	13	12	11**	9	7***	NOT		
2	NMF PT. ARGUELLO	14	3,273	2	1,465		1								1	1		1	2	1	5		
2	NAV BASE CHARLESTON	55	† 24,801	8	18,653		1							3	4		3	4	6	23	36		
2	NAV BASE NEWPORT	16	4,541	2	3,959			1							2		1		7	4	12		
2	NEWARK AF STATION	28	5,132	4	4,646			1							1			1	2		3		
2	SEBELLS POINT AREA	178	20,284	9	13,644			1						2	1		2	2	8	8	20		
2	KEY WEST AREA	26	† 1,484					1							2			1	2	7	10		
2	PATRICK AF BASE	10	† 3,790	1	1,463		1								3		1		5		6		
2	AUTEC CHARLESTON	5	† 1,228	1	556			1							1		1	1		1	3		
2	SAN DIEGO AREA	23	2,300	1	1,085		1								4		2	1	7	9	19		
2	LONG BEACH AREA	7	6,580	1	5,517		1							1	2	1	2	2	4	9	18		
2	MAD BANGOR	6	8,946	1	8,698			1							1		3	1	9	2	15		

* Contracts exceeding \$500,000 each.

** Includes both GS-11 and GS-10.

*** Includes GS-8, GS-7 and GS-6.

† Contracts administered as of 31 Jan. 1964

Commander. From the data shown in Figure 11 (Page 3) alone it is not possible to determine where a Commander or a Lieutenant Commander is justified. The DPWOs' comments on the requirement for an increase in rank of the Lieutenant Commanders indicated "no rank increase required" (except at Sewells Point) and all DPWOs' comments relative to whether the Commander billets could be staffed with an "officer of one rank junior" indicated "no."

THE NEW OFFICER AS ROICC OR AROICC

The AROICC today is usually an officer on his first tour of duty who, after having been commissioned from either the Naval Academy, NROTC or OCS, attends CECOS for an eight week indoctrination course on Civil Engineer Corps matters with the last three weeks concentration on Contract Administration. They report to AROICC billets and normally relieve a LTJG who is either being released from active duty or being transferred to his second tour. The LTJG, two and a half years previously, had undoubtedly started the same cycle himself. Data collected on Ensigns and LTJGs has been grouped together, since the LTJG listed as AROICC is probably nine out of ten times the same officer that reported to the billet as an Ensign. With the current policy of retaining new officers assigned within the United States in one location during their obligated service of three years, it can be understood that an AROICC is usually an officer in his first and only tour in the Navy,

whether he is listed as an Ensign or LTJG. I'm sure there are many cases of officers returning from Construction Battalion duty, overseas duty, and those who specifically request a second tour of duty, such that they serve two tours within their obligated service time. There are also those officers that augment into the Regular Navy. However, without having investigated each LTJG to determine if he was on his first or second tour, I feel safe in concluding that in most cases he is on his first, one, and only tour. From Figure 1 (Page 14), it can be seen that 79 of the 95 AROICC billets, or 83%, are in the LTJG/Ensign category.

Upon reporting for duty, this officer steps into a position that usually places him in "line" authority over a Supervisory Construction Engineer and several construction representatives and inspectors and, in many locations, a large number and dollar volume of contracts. In those offices with a PWO as ROICC, the AROICC probably receives less surveillance than where there is a full time ROICC. Undoubtedly, this young officer is placed in a position of more authority and responsibility than many of his contemporaries in their first tour in the Navy. In many offices, he will be in line authority over civil service personnel of the Grade GS-12 and GS-11.

What about the job they are doing? There were no comments received on any questionnaire that indicated any dissatisfaction with either the performance of duties of these officers, their background, their education and training or that more senior officers were desired. As seen

in Figure 4 (Page 21), 98% of the questionnaires indicated that the DPWOs considered that there was no requirement for an increase in rank of the AROICCs. From the District Public Works Officer, First Naval District, the following comment was received which I feel represents the general opinion of all DPWOs:

Practically without exception, we have been well satisfied with the performance of junior officers in the AROICC billets. Their adaptation and performance speaks well for their motivation and for our selection systems which brought these young men into the Corps.

As for the new officer being assigned as ROICC, seven of the ten currently assigned are in the Ninth Naval District which indicates that this DPWO considers new officers qualified to perform ROICC duty in outlying isolated locations.

WHY, WHERE, AND HOW MANY AROICCs

Looking at the distribution of AROICCs, one can see that they are not located at each ROICC office, especially in Philadelphia, Boston, Washington, D. C., or San Francisco, where activities are in the vicinity of the DPWO. Each office does not have an AROICC merely because there are contracts being administered; they are not assigned by size of activity either, but primarily because of the workload. Whatever the exact function of the AROICC, at the smaller ROICC offices without one, they are being performed by either the ROICC or the senior civilian. If the civilian is a supervisory grade (construction engineer or construction representative) it is assumed that this civilian is performing

most of the normal AROICC duties; if there is only an inspector, then the duties may be expected to be performed by the ROICC.

The question of "why AROICCs?" is best answered two ways. First, there is the obvious need to propagate a Civil Engineer Corps and if officers are to gain experience in construction and contract administration, there must be positions created and filled by junior officers to provide this basic training and experience. Secondly, as a military construction organization there is need to have the combination of military and civilian personnel that exists in all organizations of the Shore Establishment. Whether this new junior officer should be placed in a line or staff capacity in the ROICC office is not the purpose of this study. I am sure that the question can receive as much "pro and con" arguments as in any billet in the Navy where the issue is raised. Should a new college graduate with a three weeks course in Contract Administration be placed in line authority over Construction Engineers of the grade GS-13, 12, 11, or 9? I have found no written BuDocks policy or recommended organization structure that defines the AROICC's position or his duties or responsibilities. They are assigned by each ROICC and will depend on the AROICC's initiative, maturity, and observed ability.

The authorities and responsibilities assigned will probably vary from office to office but generally they follow a pattern. In large offices, certain contracts may be assigned to each AROICC and at smaller activities all contracts and office functions may fall under the direction of the single AROICC. The delegation of authority by ROICCs on matters of signing correspondence, and making decisions on changes, costs, extensions, etc., will depend on each ROICC, but usually these authorities will be retained by the ROICC. For instance, at Sewells Point Area ROICC Office, according to their questionnaire, the general overall assignment of authority follows what I think is usually a standard:

AROICCs are now delegated authority to fully administer assigned contracts, except that ROICC reviews matters involving increased cost or time.

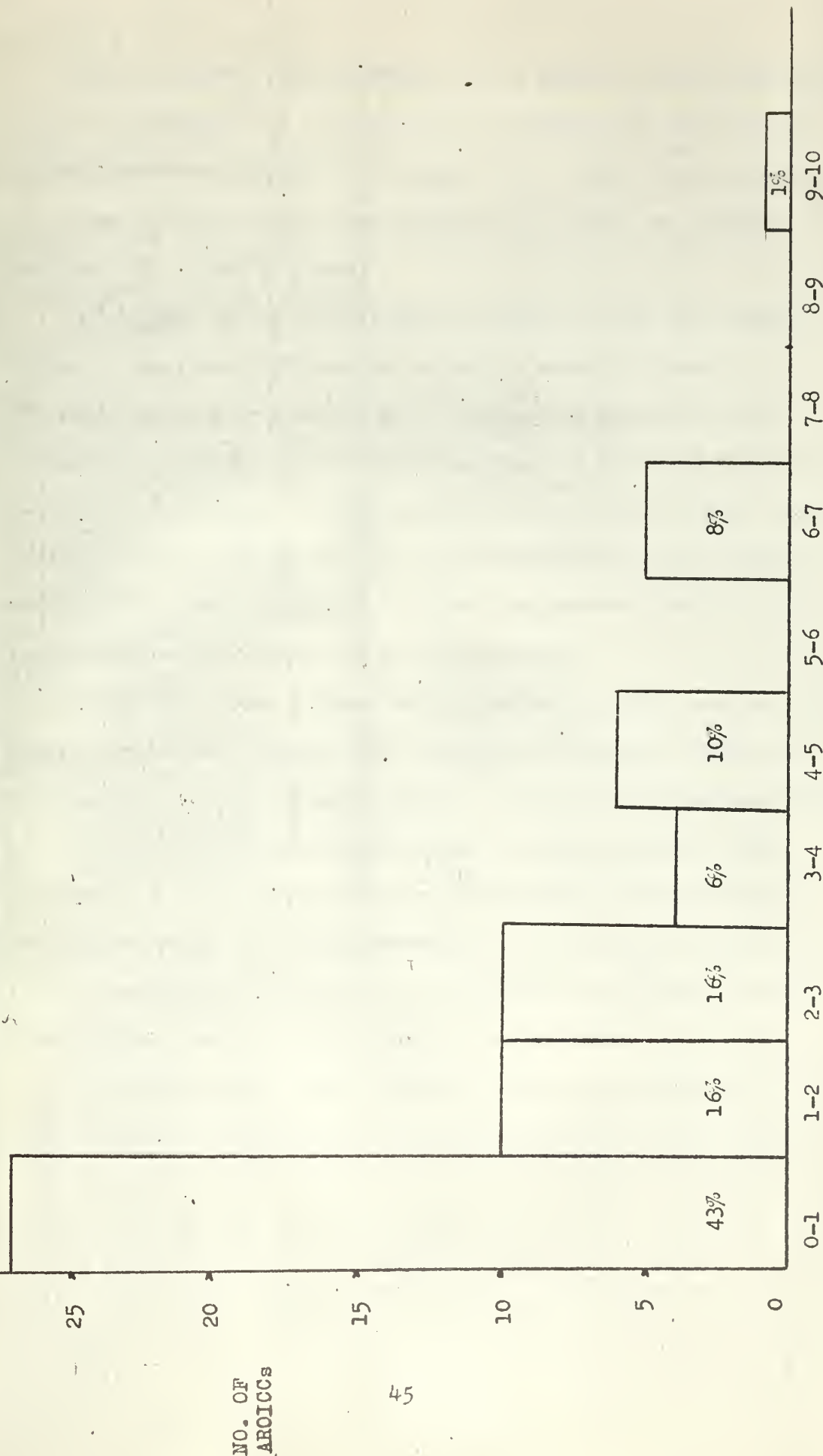
The questions of "where" should AROICCs be assigned and "how many" defy answering by just quantifying the contract workload in numbers of contracts and dollar value; however, these factors alone allow for a purely objective analysis of the problem. If consideration is to be given to the other variable factors that "round out" and contribute to the workload of a ROICC office then the questions can only be answered subjectively. If all factors are to be considered, and they must, then those officers that can give the best answers are the ROICCs themselves. They know what the overall problems are and can best measure their own workload. However, you would then be relying on many opinions

and it is highly possible that some ROICCs may want twice the number of AROICCs than another ROICC who may actually have more work--"Give me another junior officer, I'll find a job for him!"

If a subjective analysis of workload and need for AROICCs is to be made, it can best be accomplished by the DPWO who is in a position to review a much larger scale of operation, i.e., the contract workload of his entire district and at each of his ROICC offices. This is the present procedure and it appears to be the most satisfactory. This alone though is not going to insure a uniform distribution of AROICCs throughout the United States. What is needed is a yardstick to guide the "intuitive judgment of each DPWO," if this is possible. If the assignment of AROICCs is analyzed with the dollar volume of contracts administered by each office in FY 1963, shown in Figure 12, it can be seen that 43% of the AROICCs are located where the contract workload is less than one million dollars per officer, i. e., for each million dollars or less of construction at an activity there is assigned one AROICC. If there were two AROICCs assigned to an activity that had less than two million dollars, they would be included in this 43%. Similarly, there are 16% at activities with a workload of one to two million dollars per AROICC and 16% at activities with two to three million dollars per officer. There are approximately 10% in the four to five million dollar range and 8% in the six to seven million dollar range.

FIGURE 12

DOLLAR VOLUME OF CONTRACTS ADMINISTERED
PER AROICC IN FISCAL YEAR 1963.*



DOLLARS OF CONTRACTS ADMINISTERED IN FY 1963 (MILLIONS)

*Contract information available for only 62 of the 95 AROICC billets.

NO. OF
AROICCs

The one general conclusion that can be drawn is that approximately half of the AROICCs are associated with a workload of less than one million dollars and half are associated with a dollar value ranging up to ten million dollars (NNMC Bethesda, one AROICC and contract workload 9.7 million dollars).

An analysis of the distribution of AROICCs versus the average number of contracts administered by each is seen in Figure 13. Fifty-two per cent of the AROICCs are associated with 10 or less contracts and 19% and 16% are associated with 11 to 20 and 21 to 30 contracts respectively. The only conclusion is obvious and not too meaningful other than to note that approximately 50% of the AROICCs are associated with a workload of 10 or less contracts and that 35% are associated with between 11 and 30 contracts.

If the 43% of the officers with a workload of less than one million dollars are further compared with the number of contracts they are administering, Figure 14, will result. Also, if the 52% administering ten or less contracts are compared with the dollar value of their contracts, it can be seen in Figure 15, that 58% of these officers are administering ten or less contracts up to one million dollars and 13% are administering contracts between one and two million, two and three million, and over three million, respectively.

If staffing criteria were developed from these statistics and an AROICC normally assigned where the workload was one million dollars

FIGURE 13

THE DISTRIBUTION OF AROICCS AND THE NUMBER OF CONTRACTS
BEING ADMINISTERED.

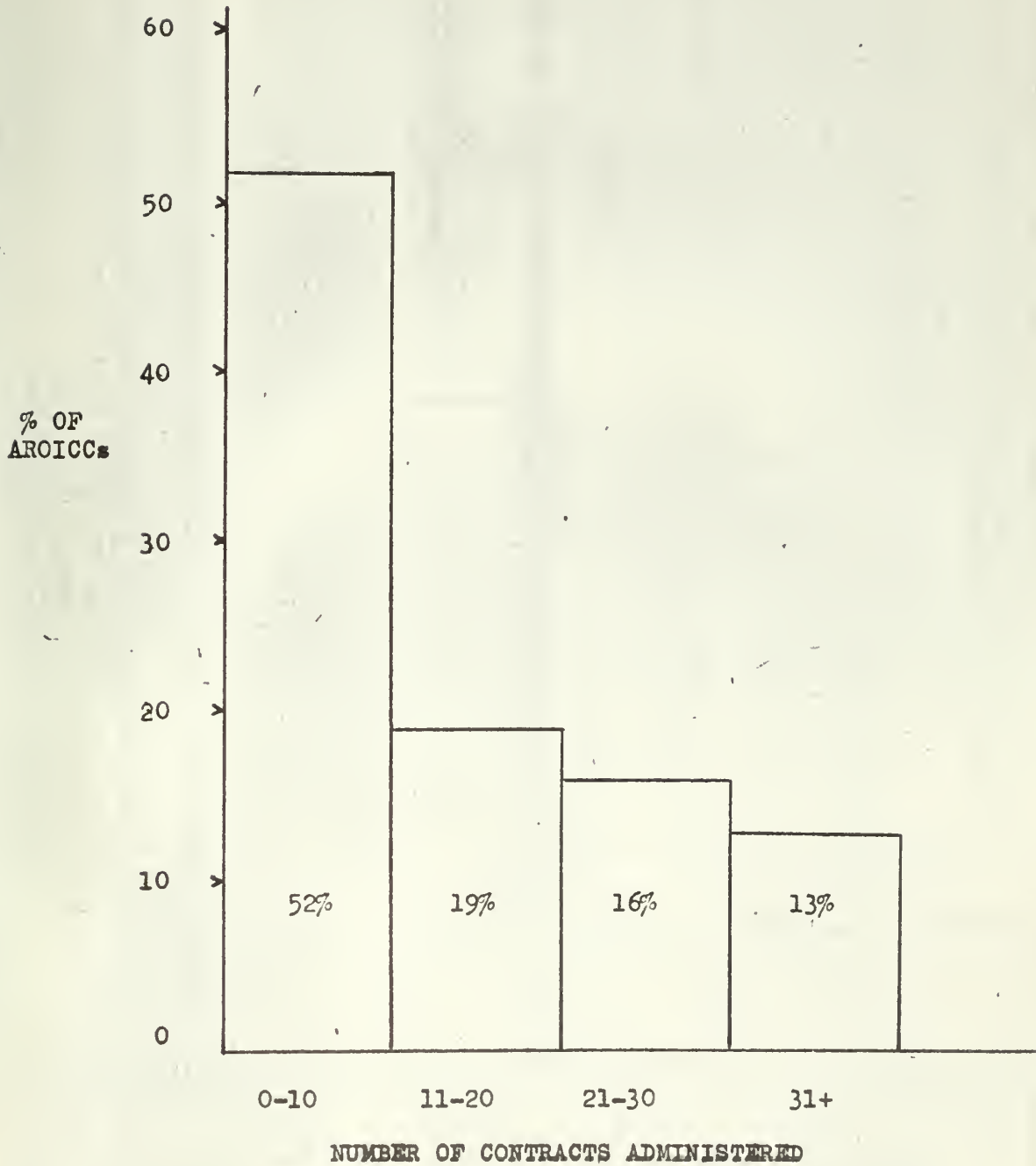


FIGURE 14

43% OF THE AROICCS WITH LESS THAN ONE MILLION DOLLARS OF CONTRACT VALUE VERSUS THE NUMBER OF CONTRACTS BEING ADMINISTERED.

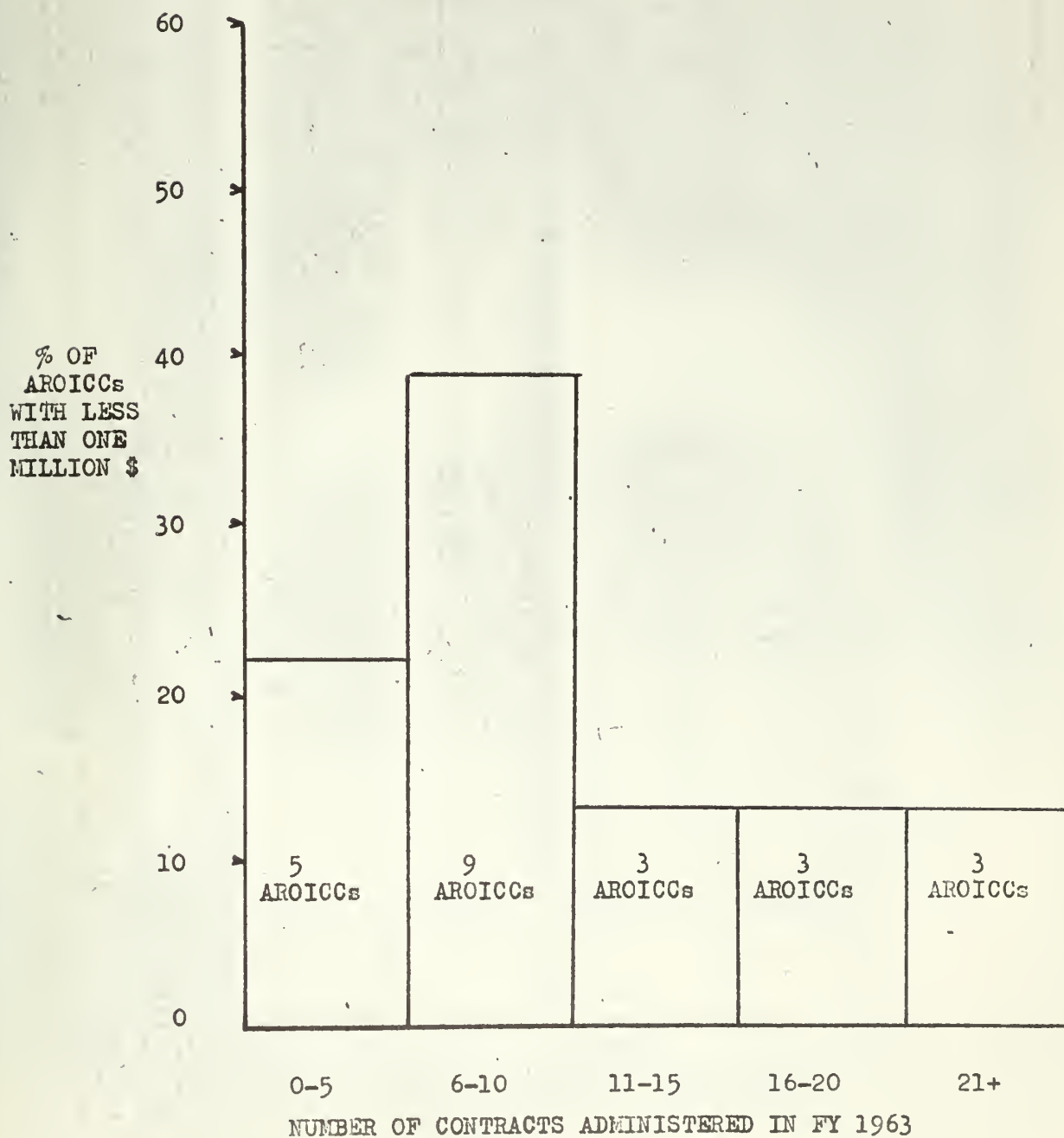
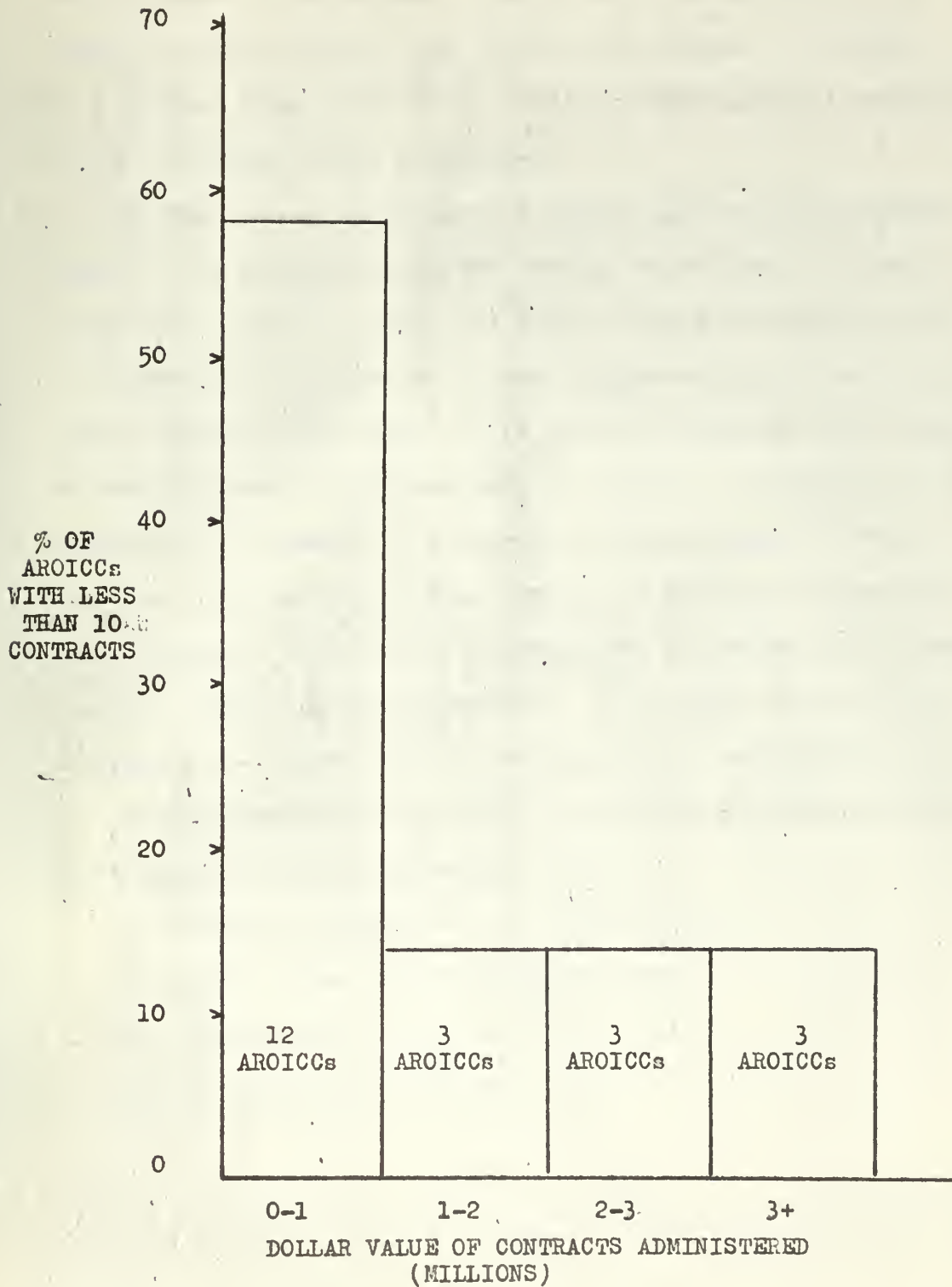


FIGURE 15

52% OF THE AROICCs WITH LESS THAN 10 CONTRACTS ASSIGNED
VERSUS THE DOLLAR VALUE BEING ADMINISTERED.



or less, or one for each million dollars of construction, then only 43% of the present assignments would be accounted for; if the limit were increased to two million, then 59% would be included and, if finally to three million, then 75% would be included. Similarly, if a workload range of 20 or less contracts were used as a yardstick, 71% of the AROICCs would be included.

If this line of reasoning were pursued then the next question might be, "Do we need more AROICCs and how do we know?" I think an answer can be found by asking the DPWOs. From the survey there were no indications that there was a need for more officers in any district. Another question could then be, "Is there an excess and if so, where?" No DPWO volunteered that there were any excesses! Statistics can be presented in any manner in an attempt to find an answer to this question. If a minimum workload were set in both numbers and total dollar volume, a cutoff could be established as desired and an excess number of AROICCs could be generated. If this were to be the only criteria to be weighed then the task would be of considerable ease.

Of more direct bearing on all factors would be criteria composed of the primary variable ingredients which are:

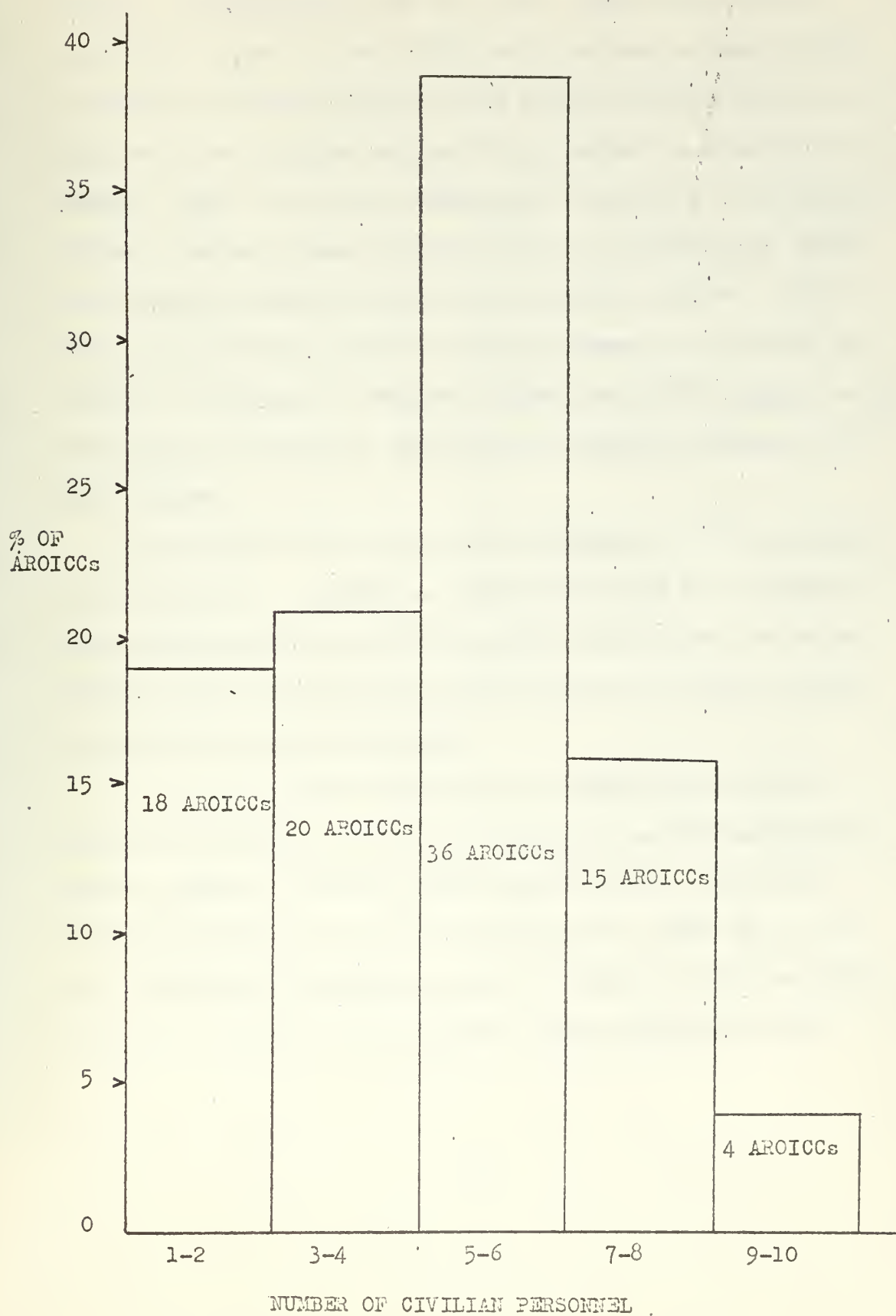
1. Numbers of contracts to be administered.
2. Dollar value range being administered.
3. The civilian composition of the office.
4. The complexity of the contracts.

The first two factors have been discussed and can be quantified. As for the fourth, complexity of contracts, it seems that this factor should be more governing as to the rank or special qualifications of the AROICC and not a determination of whether there should be an AROICC and how many are required.

The third item listed was "composition of civilian staff, as to number and grade." This is determined by the DPWO also by workload and through experience. In most instances, it is probably determined without reference to the rank or numbers of AROICCs. In fact, in many ROICC offices if there were no AROICC assigned, there would probably not be an additional civilian assigned. In the smaller offices there may be need for an increase in the staff; this would vary from office to office. However, the grades of civilian personnel are usually not affected by the fact that there is or is not an AROICC. This will really depend on the exact duties performed and the Industrial Relations Classifier. It may be assumed that the grade of the senior civilian is determined by contract workload and number of personnel supervised. Since the composition of the staff in regard to numbers and grades of civilian personnel is tailored to the workload, an analysis of number of AROICCs to the total number of civilian personnel at each office (not including clerical) is presented in Figure 16. Thirty-nine per cent of the AROICCs are assigned where the ratio is five to six civilians per AROICC and if the range is widened to three to eight

FIGURE 16

DISTRIBUTION OF AROICCs VERSUS THE NUMBER OF CIVILIAN PERSONNEL



civilians, then 76% of the AROICCs are accounted for. If staffing criteria were developed around this, then there would remain 5% (5 officers) above the range which could indicate an understaffing of AROICCs but at the same time there would be 19% (18 AROICCs) with only one to two civilians and this might indicate an overstaffing of AROICCs. There was contract information available on 13 of these 18 offices. Twelve of these activities with two civilians per AROICC had a contract workload of less than one million dollars. This indicates more than the fact that civilian personnel are staffed in relation to workload; it verifies further that AROICCs are not evenly distributed in relation to the numbers of civilian personnel in the ROICC offices.

Since contract information is not available for all activities but the location of AROICCs and civilian personnel is available, it bears investigation to see how many ROICC offices there are without AROICCs and how many civilian personnel there are assigned (again, not including clerical personnel).

Of the 53 locations where there is a ROICC and no AROICCs, 52% have one civilian, 24% have two civilians and the remaining 24% range in number of civilians from three to eleven. This can be misleading because 21 of the 53 locations have a ROICC who is a LT or a LTJG/ENS and, therefore, usually no AROICCs. In the remaining activities, Figure 17 lists those with three or more civilians

without an AROICC.

FIGURE 17

ROICC OFFICES WITH THREE OR MORE CIVILIANS

WITHOUT AN AROICC ASSIGNED

<u>Activity</u>	<u>PWO</u>	<u>Number of Civilians</u>
Boston Naval Shipyard	CAPT	3
New York Naval Shipyard	CAPT	4
NAVDEVCEN, Johnsville	CDR	7
NSD, Philadelphia	LCDR	11
Philadelphia NSYD	CAPT	6
NAV WPN STA Yorktown	CDR	8
NSC Oakland	CDR	4
NAS Moffet	CDR	3
Hunters Pt NSYD	CAPT	4
NAS Whidbey	CDR	3
Navy Yard Annex, Wash., D.C.		6

This information again indicates that there is no direct correlation between numbers of civilian personnel and assignment of AROICCs. All activities (except Yorktown) are located in the immediate vicinity of the DPWO headquarters and it appears that because of this, rather than the contracts being administered, there have been no AROICCs assigned.

THE LIEUTENANT AS AROICC

Figure 1 (Page 14), shows that there were only two locations where there was a Lieutenant Commander listed as an AROICC and those were at Camp Pendleton and Annapolis. Of the other 93 billets, there were 14, or 15% that were Lieutenants and 86, or 85% that were LTJGs or Ensigns. The LTJG/ENS has been discussed previously as to his input, length of service, and assignment to offices of varying workloads. The question is, "Where is the Lieutenant needed and why, if 85% of the billets are filled with LTJG/ENSs?" The offices where they are assigned are shown in Figure 18.

FIGURE 18

ROICC OFFICES WITH LIEUTENANT AROICCs ASSIGNED

<u>Activity</u>	<u>FY 1963 Contracts Administered</u>	<u>No. of Civilians</u>	<u>AROICCs</u>	
			<u>LT</u>	<u>LTJG/ENS</u>
SubBas New London	\$ 9,770,000	18	1	2
Sewells Pt Area	20,280,000	20	2	1
Nav Base Charleston	*24,801,000			
NAD		9	2	1
NAV STA/NSYD		19	1	2
NAV STA Mayport	* 1,397,000	5	1	
NOTS China Lake	2,165,000	6	1	
Long Beach Area	6,580,000	18	1	2
Mare Island NSYD	4,014,000	12	1	1
NAD Bangor	8,946,000	15	1	1
NAS Whidbey Island	404,000	3	1	
NPP Indian Hd	4,222,000	7	1	
SRNC Annapolis	12,429,000	18	1 LCDR	
			1 LT	

*FY 1963 information not available. Contract value listed is January 1964 workload obtained from Questionnaire.

Lieutenants have been usually assigned to activities with the heaviest construction workload (except at NAS Whidbey, NAVSTA Mayport, and NOTS China Lake). On the contrary, there are activities, such as those shown in Figure 19, without a Lieutenant assigned.

FIGURE 19
ROICC OFFICES WITH SIZEABLE WORKLOADS
WITHOUT LIEUTENANT AROICCs

<u>Activity</u>	<u>Contract Load</u>	<u>No. of Civilians</u>	<u>AROICC LTJG/ENS</u>
NAS Alameda	\$7,857,000	14	2
NNMC Bethesda	9,683,000	5	1
NMF Pt Arguello	3,273,000	5	1
NAS North Island	3,212,000	7	1
Newark AF Sta/Columbus	5,132,000	3	1

Again, there is no dividing line as to when there is need for a Lieutenant rather than a LTJG/ENS, except in Area ROICC offices. These offices are usually carrying a heavy schedule of contracts and the ROICC is either a Lieutenant Commander or Commander. Where a ROICC is a PWO of a large activity, he has an assistant PWO that can act in his absence that is normally more senior than a LTJG/ENS. It appears that this is a contributing factor to justify the assignment of Lieutenants at Area offices. It appears from the data that when the contract load exceeds

two to three million dollars at any AROICC office, there may be justification for a Lieutenant. However, if criteria are developed on this basis alone there would be need for at least five more Lieutenants than presently assigned. If this question is passed to the DPWOs as it was in the survey, there were 98% replies shown in Figure 4 (Page 21), that indicated that there was no requirement for an increase in rank of the AROICCs. The one reply that requested an increase in rank was for a Lieutenant at Sewells Point Area Office which certainly is justified from the obvious workload of that office.

The factor of complexity of a particular contract or the entire workload of an office is undoubtedly an important criteria for the assignment of a Lieutenant AROICC. This is not apparent from the contract values or numbers of contracts; however, a high volume of high value contracts is normally going to result in a more complex workload than one of low volume and low value. The judgment exercised by the DPWO cannot be replaced by a formula in determining the exact line dividing the Lieutenant and the LTJG.

SUMMARY

Staffing of ROICC Offices has been analyzed from the standpoint of the numbers and ranks of officers assigned, how and where they are assigned, and a comparison with the workload of different offices. In Fiscal Year 1963, there were 212 millions of dollars of contracts awarded (mainly by the DPWOs) to be administered by ROICCs in all Naval Districts. The information that was reviewed and closely studied was gathered primarily from questionnaires sent to each DPWO, from contract and staffing data collected from BuDocks, and from interviews with other CEC Officers in the vicinity of the Postgraduate School who are either presently in a ROICC or AROICC billet or who had been on at least one occasion in the past. From this information the study was conducted to determine if a staffing criteria could be developed to insure a uniform distribution of officers in relation to the requirements.

ROICC offices are established wherever there are BuDocks Contracts to be administered "in the field" and in most instances this is right at existing Naval activities. Their primary task is to administer construction contracts and a large office will include approximately 15 to 20 contract representatives, inspectors, engineers and clerical personnel. The ROICC himself is usually the Public Works Officer at existing Naval activities and the study determined that approximately 76% of the offices were in this category. At other locations, and the

largest of these are Area ROICC Offices serving a complex of activities, there are 25 billets for ROICCs and in these cases this is their primary duty. Eighty per cent of all ROICCs are either a Captain, Commander, or Lieutenant Commander.

The AROICCs, of which there are approximately 95, are assigned to various offices upon the recommendations of the DPWO and his judgment of the need. They are carried on the allowance of the DPWO and are ordered to their particular activities by official BuPers orders. Eighty-five per cent of the AROICCs are either Lieutenant Junior Grade or Ensigns. These new officers are all graduate engineers and those that have gone directly to an AROICC billet upon graduation from CECOS have had a concentrated three weeks of instruction in Contract Administration; those that become AROICCs on subsequent duty assignments have probably not received any previous training.

Compiling a vast amount of data and attempting to correlate some basic factors has revealed, not unexpectedly, a "knotty" picture to attack from the standpoint of "uniformity in staffing." There was no initial assumption made that the current staffing was irregular, however, it was assumed that if the present staffing were analyzed in conjunction with certain related factors there may be predominant features useful for developing a criteria. These factors were considered to be the contract workload in both numbers and values of contracts administered and the size of the civilian staff. These

factors were quantified while others, including the complexity of workload could not be from the information available. There are other matters also which bear directly on the problems of any organization such as personalities of personnel, distance from the DPWO, and undoubtedly many more. However, these do not lead to calculation and are not the items to include in a development of uniform staffing criteria. The only factors that could be considered objectively were those cited above.

The analysis resulted in the following observations:

A. Public Works Officers manage 76% of the ROICC Offices. Their ranks are determined by three factors relating to the size of their activities and the contract limitations normally assigned as OICC. Approximately 9% of the contract dollars they administer are awarded under their authority, the balance of contracts having been awarded by DPWOs (see Page 25 and Appendix C).

B. Twelve of the twenty-five ROICC billets are assigned to offices of sizeable workload, usually Area Offices. Eighty-three per cent of these ROICCs are Commanders and Lieutenant Commanders. Of the 13 remaining billets, 12 are occupied by a LTJG or Ensign and seven of these are in the Ninth Naval District. The average contract dollars administered by each LTJG/ENS was 368 thousand. (Contract data was only available for nine of these offices.) Workload ranged from five contracts valued at 52 thousand dollars in one office to

one contract valued at 1.1 million dollars in another office.

C. Of the 95 AROICC billets, 85% are LTJG/ENS and 15% are LCDR/LT (only two are LCDRs). In 62 of the 95 billets for which contract information was available, the range of dollars being administered per AROICC was as follows:

<u>Per cent of AROICCs</u>	<u>Dollars per AROICC</u>
43%	0-1 million dollars
16%	1-2 " "
16%	2-3 " "
6%	3-4 " "
10%	4-5 " "
8%	6-7 " "
<u>1%</u>	9-10 " "
100%	

D. Of the 76% of the ROICC offices with a Public Works Officer as ROICC, 33% do not have any AROICCs. Many activities in this category are located in the immediate proximity of the DPWO (see Page 54).

E. The distribution of AROICCs as a ratio to numbers of civilian personnel at each office showed the following facts (clerical personnel not considered):

<u>Per cent of AROICCs</u>	<u>No. of Civilians per AROICC</u>
19%	1-2 civilians
21%	3-4 "
39%	5-6 "
16%	7-8 "
<u>4%</u>	9-10 "
99%	

F. The DPWCs considered that 94% of their ROICCs did not need to be of increased rank and that 98% of their AROICCs did not need to be of increased rank.

G. DPWOs would not assign more contractual authority to 99% of the ROICCs if they were one rank senior. No additional authorities would be delegated to AROICCs in 100% of the cases even if they were one rank senior.

H. AROICCs of the rank of Lieutenant are also not assigned in any specific manner. Underlying pattern is assignment at Area Offices and other offices with contracts usually running from 4 to 20 millions of dollars. However, this is not necessarily true at all activities (see Page 55).

I. Last but not least, the DPWOs appear perfectly satisfied not only with the present numbers and ranks of officers they have, but of particular note was the expressed feeling that the new junior officers were performing as AROICCs in a commendable manner.

CONCLUSIONS

Studying this problem from Monterey rather than Washington has compelled as objective an analysis as possible from the data collected. However, by not having more information than has been obtained, it has also required a subjective interpretation. Recognizing this and the fact that personnel staffing does not lend itself to "computerizing" the writer presents his conclusions.

From the very onset of this study it has been the intent to determine if uniformity exists in our present method of staffing ROICC and AROICC billets. Before I go further, the following definition of uniformity is quoted from Webster:

Uniformity - state of being uniform.

Uniform - (1) Having the same form, manner, or degree; not varying or variable; homogeneous; as the temperate is uniform. (2) Of the same form with others; conforming to one rule or mode; consonant. (3) Presenting an undiversified appearance of surface, pattern, color, etc. (4) Consistent in conduct, opinions, etc.

Overall staffing of ROICC and AROICC billets is uniform but only in the sense that the need for the billets is determined by the DPWOs, and the overall product of contract administration is being performed undoubtedly in a most commendable manner. Should we go further, then; is there need to try to "slide-rule" a better way of staffing?

Although the whole picture appears uniform from the points just cited, there is very obvious non-uniformity in the staffing of many individual ROICC offices. What is meant is that if you consider the

aggregate officer resources and distribute them in numbers and ranks by the "apparent workload" you would, in many cases, have a different staffing arrangement than at present. Therefore, it must be decided as to which premise should govern any staffing criteria to be used. If you are to hold the DPWO responsible for contract administration matters in his Naval District then he should be given the opportunity to request the officer resources his judgment feels are required to get the job done. This is apparently what we are doing to a degree when the DPWO recommends what he considers is needed and BuPers attempts to assign personnel to fill these requirements. BuPers must be filling the billets adequately from the fact that DPWOs reported that their needs were satisfied (except at only a few offices). However, if we are to consider the officer as a scarce resource and want to utilize his potential to a maximum, then there are three things to accomplish. The first would be to study the alternative uses or needs for the officer in all jobs in the Civil Engineer Corps (such as Construction Battalions, Public Works Departments, etc.) and decide the desired mix from what is available analyzing total job requirements versus officer availability. The second would be to attempt to determine officer requirements based on a purely objective need basis. Lastly, develop requirements based on the first two factors but also considering that the Civil Engineer Corps must provide job opportunities that will develop and train

officers through a progression of different type assignments. If a staffing criteria is to be meaningful and accomplish this, it must be the result of carefully studying the problem as a whole and not just one of the pieces. The obvious inequity, if we want to call it that, as seen in this particular study is not in the distribution or assignment of ROICCs but of AROICCs.

At all locations with a junior officer assigned as ROICC there are not more than two civilians. I doubt if these officers have more experience than our average AROICC or, in fact, exercise any more authority. Objectively analyzing the assignment of Ensigns or LTJGs as AROICCs with a civilian staff numbering only two and a workload less than one million dollars, there are 19% assigned with two or less civilians and 43% assigned with a workload of less than one million dollars. With these facts plus knowing that on the other hand we have 56% of the AROICCs working with a contract value per officer from one to seven million dollars and, in addition, we have 81% working with three to ten civilians each, the only conclusion that is apparent is that a wide range flexible formula should be used for a staffing criteria. The formula could also be used for trimming our present numbers of AROICCs. For instance, assign civilians as Resident Engineers in charge of Construction for all workloads less than one million dollars. Hence, from our ROICC listings we would have an excess of eight junior officers at those activities that contract data was available. To go further,

establish a criteria that, if there are only two civilians per AROICC, then do not assign an AROICC in these cases; the ROICC should be enough officer supervision. With this criteria we have 19% or 18 AROICCs that could be freed for other duty. If so, should we recommend their assignment to ROICC offices on the other end of the curve where there are seven to ten civilians per AROICC? This might be poor reasoning since the DPWOs don't seem to need more AROICCs at the larger offices but do seem to require those they have at the smaller offices.

The use of either of the two criteria discussed can generate excess AROICCs without question. But before jumping to either one as a solution that would show on the balance sheet as an "earned surplus," that important factor of officer development should not be lost in this slide rule shuffle! What is needed in order to delve deeper into the actual requirements side of the coin would be a statement of what consequence it would be to each DPWO if each of his AROICCs were not relieved. In many replies there might be the answer that there would be no consequence, but then there would also be many that would list the additional civilian personnel that would be required. It may be worthwhile to again look at the data in Appendix B. There is the possibility that the slice has not been thin enough with the statistics mentioned and that the previous cited criteria would generate more excesses than could be defended. If the slice were thinner, consider workloads of less than 500 thousand dollars and where there is only one civilian or no civilians. (Civilian data was available but contract data was

not for each activity.) There are 21 ROICC and AROICC billets with less than 500 thousand dollars of workload per office and 17 officers with one or no civilians.

An attempt has been made to incorporate the predominant factors discussed into a guide for use in distributing officers in both billets. This recommended staffing criteria which follows has been based on the information collected. It should be noted that the contract data analyzed for specific ROICC Offices included the reported value of contracts administered in FY 1963 and it is recognized that this is not necessarily a true measure of the construction activity of each office. Some contracts were probably awarded in a prior fiscal year and undoubtedly nearing completion while others were started and completed during the fiscal year and again some were only started. However, the data served the purpose of taking a particular period of time and analyzing the same information across the board for many activities.

A more accurate measure of the construction activity at any ROICC office might be the average contract dollars being "put in place" each month. This information was not obtained though and time precludes its collection and analysis for this project. A further study of this information should be made at a later date to see if the results correlate with those found in this paper.

A RECOMMENDED GUIDELINE STAFFING CRITERIA

1. Have DPWOs provide BuPers with an annual letter request for the assignment of ROICCs and AROICCs indicating their location, with supporting details of expected contract workload in both numbers and dollar value of contracts and civilian staff to be assigned.

2. Have requests for AROICCs supported with information as to what alternative course of action the DPWO will take if the AROICC billet is not approved.

3. Staff ROICC billets as follows:

<u>RANK</u>	<u>CONTRACT RANGE (\$ MILLIONS)</u>
CDR	over 5
LCDR	2 to 5
LT	0.5 to 2
LTJG or Civ.	0 to 0.5

4. Staff AROICC billets as follows (LTJG/ENS):

<u>CONTRACT RANGE (\$ MILLIONS)</u>	<u>NO. OF AROICCs*</u>
20-10	***4
10-6	**3
6-3	2
3-.5	1
less than .5	0

* Assign a minimum of one LT to each Area Office

** Assign one LT with two LTJGs/ENSs

***Assign two LTs with two LTJGs/ENSs

5. Number of Contracts. The number of contracts to be administered per AROICC should be weighed with their value and complexity by each DPWO before he makes his recommendations. Numbers of contracts alone are not too meaningful and must be considered together with dollar value. A general guide would be one AROICC for a workload up to 20 contracts of less than 3 million dollars. Over 20 contracts and/or 3 million dollars could justify additional AROICCs.

6. Do not assign AROICCs to offices with only one civilian. If contract workload does not justify the assignment of more than 1 civilian, then ROICC alone should suffice.

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QUESTIONNAIRE ON FUNCTIONS AND REQUIREMENTS OF ROICC AND ASST ROICC
BILLETS FOR USE IN A STUDENT RESEARCH PROJECT AT THE U. S. NAVAL POST-
GRADUATE SCHOOL, MONTEREY, CALIFORNIA.

1. LOCATION:

2. ACTIVITY:

3. BILLETS:

<u>*ROICC</u>		<u>ASST ROICC</u>	
<u>Allowed</u>	<u>On Board</u>	<u>Allowed</u>	<u>On Board</u>
____ CDR	____ CDR	____ LCDR	____ LCDR
____ LCDR	____ LCDR	____ LT	____ LT
____ LT	____ LT	____ LTJG	____ LTJG
____ LTJG	____ LTJG	____ ENS	____ ENS

* Do not include officers with primary duty as PWO at activity.

4. CIVILIAN COMPOSITION OF ROICC/ASST ROICC OFFICE

POSITION

GS GRADE

5. DOES ASST ROICC REPORT DIRECTLY TO DPWO OR A ROICC?

DPWO _____

ROICC _____

6. DOES ASST ROICC REPORT TO A ROICC WHO IS A PWO? Yes ____ No ____

If answer is yes, what is rank of PWO? _____

How far is ASST ROICC from PWO? _____ miles (or) _____ same station.

7. RANGE AND VALUE OF CONTRACTS ADMINISTERED:

<u>Range</u>	<u>FY 63</u>		<u>FY 64 (1st & 2nd Qtr)</u>	
	<u>No.</u>	<u>Amount</u>	<u>No.</u>	<u>Amount</u>
A. A & E and ES	_____	_____	_____	_____
B. Demolition	_____	_____	_____	_____
C. 2000-4999	_____	_____	_____	_____
D. 5000-9999	_____	_____	_____	_____
E. 10,000-24,999	_____	_____	_____	_____
F. 25,000-99,999	_____	_____	_____	_____
G. 100,000-499,999	_____	_____	_____	_____
H. Over 500,000	_____	_____	_____	_____

8. DO YOU EXPECT WORKLOAD TO SIGNIFICANTLY INCREASE OR DECREASE IN THE FUTURE? Yes _____ No _____

9. IF ANSWER TO (8) IS YES, APPROXIMATELY HOW MUCH OF AN INCREASE OR DECREASE DO YOU ANTICIPATE IN:

FY 64

_____ Increase _____ Decrease

FY 65

_____ Increase _____ Decrease

10. IS IT ESSENTIAL THAT BILLETS BE FILLED BY OFFICERS WITH PREVIOUS EXPERIENCE IN CONTRACT ADMINISTRATION?

ROICC Yes _____ No _____

ASST ROICC Yes _____ No _____

11. DO YOU FEEL THAT TOUR LENGTHS OF BILLETS SHOULD BE:

ROICC

ASST ROICC

One year _____

Two years _____

Three years _____

12. ARE THERE ANY SPECIAL BACKGROUND OR TRAINING REQUIREMENTS TO BE CONSIDERED IN FILLING THESE BILLETS?

(a) Electronics or Electrical Engineering Degree required

Yes ____ No ____

(b) Bachelor Officer(s) preferred because no family housing in area

Yes ____ No ____

(c) Other

13. IS THERE A REQUIREMENT FOR AN INCREASE IN RANK OF BILLETS?

ROICC Yes ____ No ____

ASST ROICC Yes ____ No ____

14. COULD BILLETS BE STAFFED WITH OFFICER OF ONE RANK JUNIOR?

ROICC Yes ____ No ____

ASST ROICC Yes ____ No ____

15. IF ROICC BILLETS WERE STAFFED WITH OFFICERS OF ONE GRADE SENIOR TO PRESENT INCUMBENTS, WHAT ADDITIONAL CONTRACT AUTHORITIES WOULD YOU DELEGATE TO THESE OFFICERS?

16. IF ASST ROICC BILLETS WERE STAFFED WITH OFFICERS OF ONE GRADE SENIOR TO PRESENT INCUMBENTS, WHAT ADDITIONAL CONTRACT AUTHORITIES WOULD YOU DELEGATE TO THESE OFFICERS?

17. PLEASE COMMENT ON ANYTHING YOU FEEL IS PERTINENT IN DETERMINING THE STAFFING CRITERIA FOR YOUR ROICC/ASST ROICC BILLETS THAT MAY NOT BE COVERED ABOVE. (Examples: Type and complexity of contracts require certain knowledge, experience, rank, etc.; Distance and location of billets from DPWO.)

Please airmail questionnaire to:

LCDR J. C. RICKELS, CEC USN

123 Moreell Circle

Monterey, California 93940

APPENDIX B

SUMMARY OF SURVEY INFORMATION RECEIVED

CAT.	ACTIVITY	CONTRACTS ADMINISTERED F.Y. 1963 (\$000)			ROICC					AROICC			CIVILIAN STAFF (GS)				
		NO.	TOTAL	NO.	* 500+	CAPT	CDR	LCDR	LT	ENS LTJG	LT	LTJG	13	12	11**	9	7***
	1st NAVAL DISTRICT																
2	NAV BASE NEWPORT, R.I.	16	4,541	2	3,959			1				2		1		7	4
1	NSYD PORTSMOUTH, N.H.	7	423			PWO						1			1	1	3
3	NAS SOUTH WYOMOUTH								PWO							1	1
1	NAS QUONSET PT, R.I.	11	490			PWO						1		1		2	3
1	NAS BRUNSWICK, MA.	18	416				PWO					1			1	1	2
3	NSYD, BOSTON, MASS.					PWO							1			2	3
4	USNF, NANTUCKET, MASS.															1	1
	3rd NAVAL DISTRICT																
3	NSYD, NEW YORK					PWO										3	1
3	NAD EARL, NEW JERSEY								PWO						1	2	3
1	SUB BASE, NEW LONDON	68	9,770	3	8,220	PWO					1	2	1	1	2	14	1
3	NAV HOSP, ST ALBANS						PWO									1	1
1	NAS NEW YORK	19	824					PWO				1				2	2
3	USNDTC PT. WASHINGTON								PWO								0
3	NSC BAYONNE, N.J.							PWO								2	2
	4th NAVAL DISTRICT																
3	NAVDEVCON, JOHNSVILLE	38	1,191	1	530		PWO							1	1	2	3
1	NAS WILLOW GROVE, PA.	9	917					PWO				1				1	1

* Contracts exceeding \$500,000 each.

** Includes both GS-11 and GS-10.

*** Includes GS-8, GS-7 and GS-6.

SUMMARY OF SURVEY INFORMATION RECEIVED

ACTIVITY		CONTRACTS ADMINISTERED F.Y. 1963 (\$000)				ROICC					AROICC				CIVILIAN STAFF (GS)							
CAT.		NO.	TOTAL	NO.	* 500+	CAPT	CDR	LCDR	LT	ENS LTJG	LCDR	LT	ENS LTJG	13	12	11**	9	7***	6	5	4	3
	4th N.D. (continued)																					
1	WATTS TRENTON								PHQ					1					1	1		
3	NAVAIRENGEN, PHILA.	21	676				PWO										1		1	2		
3	NAS LAKEHURST, N.J.	40	1,108				PWO									1		1	2			
3	NAVFAC FT. MILES, DEL.									PWO												
3	NOP YORK, PENNA.																					
1	NSD MECH., PA.	13	291				PWO							1				1		1		
3	NSD PHILA., PA.	13	1,367					PWO								1	3	7	11			
2	NEWARK AFSTA/COLUMBUS	28	5,132	4	4,646			1						1		1	2		3			
3	NSYD PHILADELPHIA	84	1,977			PWO										1	2	3	6			
3	NAV HOSP, PHILA.	10	274					PWO									1		1			
	5th NAVAL DISTRICT																					
2	SEWELLS POINT AREA	178	20,284	9	13,644			1						2		2	8	8	20			
1	NAVPHIBASE L. CREEK	24	557				PWO										1	4	5			
1	FAANTRACEN, DAM NECK	18	2,361	2	1,701				PWO							1	2	3	6			
3	NAV HOSP, PORTSMOUTH						PWO												0			
3	NAVPHINSTA YORKTOWN						PWO								1		3	4	8			
1	NAS OCEANA, VA.	55	1,649				PWO							1			2	2	4			
1	NSYD NORFOLK, VA.	3	775			PWO										1	4	3	8			
2	AFXTTRACTY CAMP PERRY								1								2	2	4			

* Contracts exceeding \$500,000 each.

** Includes both GS-11 and GS-10.

*** Includes GS-8, GS-7 and GS-6.

ACTIVITY				CONTRACTS ADMINISTERED F.Y. 1963 (\$000)				ROICC					AROICC					CIVILIAN STAFF (GS)				
CAT.		NO.	TOTAL	NO.	* 500+	CAPT	CDR	LCDR	LT	ENS	LTJG	LTJG	LT	CDR	LT	ENS	LTJG	13	12	11**	9	7***
	5th N.D. (continued)																					
3	NOP LOUISVILLE, KY.																					
1	JACKSONVILLE AREA (N.C.)	11	2,990	2	2,220	PWO											1			1	2	7
4	ABL CUMBERLAND, MD.									1										1		10
1	MCAS CHERRY POINT, N.C.	67	2,099			PWO											2		1	1	3	7
1	NTC BAINBRIDGE, MD.	24	443					PWO									1					1
	6th NAVAL DISTRICT +																					
1	MCAS BEAUFORT, S.C.	8	3,458	2	4,293	PWO											1				2	3
1	NAS CECIL FIELD, FLA.	17	937			PWO											1				2	3
2	NAV BASE, CHARLESTON	55	24,801	8	18,653	1																5
	DRY DOCK NO. 5																					
	NAD																					
	NAVSTA & NSYD																					
1	NAS JACKSONVILLE, FLA.	31	1,291			PWO											2		1		1	5
3	NAS GLYNCO, GA.	13	322				PWO														1	1
2	KEN WEST AREA	26	1,484					1									2		1	2	7	10
3	NAS ATLANTA, GA.	5	121					PWO													1	1
1	NAVSTA MAYPORT, FLA.	10	1,397					PWO							1				1		1	3
1	NAS MEMPHIS, TENN.	8	1,078				PWO										1				2	2
3	NAAS MERIDIAN, MISS.	3	67					PWO														1

* Contracts exceeding \$500,000 each.

** Includes both GS-11 and GS-10.

*** Includes GS-8, GS-7 and GS-6.

+ Contracts administered as of 31 Jan. 1964

ACTIVITY		CONTRACTS ADMINISTERED F.Y. 1963 (\$000)				ROICC				AROICC				CIVILIAN STAFF (GS)				
CAT.		NO.	TOTAL	NO.	* 500+	CAPT	CDR	LCDR	LT	ENS	LTJG	LT	LTJG	13	12	11**	9	7***
	6th N.D. (continued)																	
3	MINE DEF LAB PAN. CITY	3	476						PWO								1	1
3	MCRD PARRIS ISLAND	6	157					PWO									1	1
2	PATRICK AF BASE	10	3,790	1	1,463		1							3	1		5	6
1	PENSACOLA COMPLEX	45	4,478	1	2,485	PWO								1	1	3	7	4
1	NAS SANFORD	11	475	1	692			PWO						1			1	3
2	AUTEC CHARLESTON	5	1,228	1	556			1						1	1	1		1
	8th NAVAL DISTRICT																	
4	DAINGERFIELD, TEXAS	5	53							1							2	2
1	NAS CORPUS CHRISTIE	29	448				PWO							1	1		4	5
1	NAAS CHASE FIELD	3	46					PWO						1	1		1	2
1	NAAS NEW IBERIA, LA.	6	342					PWO						1				0
1	NAAS KINGSVILLE, TEX.	7	195					PWO						1	1		1	2
4	CLINTON SHERMAN AFB	7	133							1				1		2		2
1	NAS DALLAS, TEX.	15	1,299	1	983			PWO						1	1		1	2
	9th NAVAL DISTRICT																	
3	NAD CRANE, IND.						PWO										2	2
3	NAS GLANVIEW, ILL.						PWO									1	1	2
3	NAS GROSSE ILE, MICH.							PWO								1	1	2

* Contracts exceeding \$500,000 each.

** Includes both GS-11 and GS-10.

*** Includes GS-8, GS-7 and GS-6.

ACTIVITY		CONTRACTS ADMINISTERED F.Y. 1963 (\$000)				ROICC				AROICC				CIVILIAN STAFF (GS)				
		NO.	TOTAL	NO.	* 500+	CAPT	CDR	LCDR	LT	ENS	LCDR	LT	ENS	13	12	11**	9	7***
	9th N.D. (continued)																	
3	NAS OLATHE, KAN.							PWO								1		1
3	NAS MINNEAPOLIS								PWO								1	1
3	NOP FORREST PARK, ILL.	2	318						PWO								1	1
3	USNPC OMAHA, NEB.								PWO								1	1
4	BUNKER HILL AFB	3	164							1							1	1
1	NTC GREAT LAKES, ILL.					PWO									1	4	4	9
3	NAV HOSP GREAT LAKES						PWO											0
3	NAD HASTINGS, NEB.							PWO									1	1
4	HECTOR FIELD, FARGO, ND	2	420							1								0
4	GEN MITCHELL FD, MILW.	8	2,823	2	2,550				1					1		1	2	2
4	TRJAX FIELD, MADISON	4	779	2	749					1						1		1
4	SATINJSTA, ROSEMOUNT	1	1,090	1	1,090					1							1	1
4	AFRTC FORREST PARK, ILL									1						1		1
4	AFRC WAUKEGAN	1	201							1							1	1
4	ANG DETROIT METRO AIRP.	1	349							1					1			1
	11th NAVAL DISTRICT																	
1	NOTS CHINA LAKE	25	2,165			PWO						1		1			1	4
1	NOTS PASADENA ANNEX	6	1,023					PWO							1		1	3
2	MP PT ARGUELLO	14	3,273	2	1,465		1							1		1	2	5

* Contracts exceeding \$500,000 each.

** Includes both GS-11 and GS-10.

*** Includes GS-8, GS-7 and GS-6.

ACTIVITY		CONTRACTS ADMINISTERED F.Y. 1963 (\$000)				ROICC				AROICC				CIVILIAN STAFF (GS)			
		NO.	TOTAL	NO.	* 500+	CAPT	CDR	1GDR	LT	EMS LTJG	LCDR	LT	EMS LTJG	13	12	11**	9
	11th N.D. (continued)																
1	PT MUGU AREA					PWO					PWO			1	1	3	5
	BARSTOW MCSC															1	
	CAMP PENDLETON										1			1		5	
	MCRD SAN DIEGO																1
2	SAN DIEGO AREA	23	2,300	1	1,085		1						4		2	1	7
1	THIRTY NINE PALMS								PWO				1		1		
1	MICAS EL TORO	6	1,028				PWO						1			1	2
3	LITCHFIELD PARK, ARIZ.								PWO								1
2	LONG BEACH AREA	7	6,580	1	5,517		1						1	2	1	2	4
1	NAS NORTH ISLAND	24	3,212	2	1,135	PWO							1		1	1	1
1	NAS MIRAMAR						PWO						1		1		1
1	MCAAS YUMA, ARIZ.	8	1,715	2	1,154			PWO					2	1	1	1	2
	12th NAVAL DISTRICT																
1	NAVSTA TREASURE ISLAND							PWO					1				1
3	NSC OAKLAND							PWO									2
1	NAS ALAMEDA	36	7,857	2	6,009	PWO							2		1	2	5
3	WPN STA CONCORD							PWO									
1	NSYD MARE ISLAND	145	4,014	2	2,164	PWO							1		1	1	3
4	AERO JET SACRAMENTO															1	1

* Contracts exceeding \$500,000 each.

** Includes both GS-11 and GS-10.

*** Includes GS-8, GS-7 and GS-6.

SUMMARY OF SURVEY INFORMATION RECEIVED

ACTIVITY		CONTRACTS ADMINISTERED F.Y. 1963 (3000)					ROICC					AROICC					CIVILIAN STAFF (GS)				
CAT.		NO.	TOTAL	NO.	* 500+	CAPT	CDR	LCDR	LT	ENS LTJG	LCDR	LT	ENS LTJG	13	12	11**	9	7***			
	12th N.D. (continued)																				
1	NAAS FALLON, NEV.	11	469						PWO				1.		1		1	1	3		
4	AF STA TONOPAH, NEV.																	1	1		
4	NSD CLEARFIELD, UTAH																1		1		
3	NAS MOFFET FIELD																		1		
1	NPGS MONTEREY	17	184				PWO							1	1		1	1	3		
4	ANG SALT LAKE CITY						PWO										1		1		
1	NAS LEMOORE	46	1,661				PWO										1		1		
3	MSYD HUNTERS POINT					PWO								1	1		1	3	5		
																1	2	1	4		
	13th NAVAL DISTRICT																				
2	SEATTLE AREA	28	1,248	1	800				1												
4	KLAMOUTH FALLS, OREGON	3	120							1					1	3	4		8		
1	BREMERSON AREA	6	617																0		
2	NAD BANGOR	6	8,946	1	8,698	PWO							1				1	1	2		
1	NAS WHIDBEY ISLAND	5	404				PWO								3	1	9	2	15		
																	3		3		
	PRNC - SRNC																				
1	DTMB CARDEROCK	6	942				PWO										1		1		
1	MCS QUANTICO	9	735				PWO								1		5	1	7		
1	NAS PAX RIVER	7	877			PWO													1		
																1	2	1	4		

* Contracts exceeding \$500,000 each.

* Contracts exceeding \$500,000 each.
 ** Includes both GS-11 and GS-10.
 *** Includes GS-8, GS-7 and GS-6.

SUMMARY OF SURVEY INFORMATION RECEIVED

* Contracts exceeding \$500,000 each.
** Includes both GS-11 and GS-10.
*** Includes GS-8, GS-7 and GS-6.

* Includes both GS-11 and GS-10.

*** Includes GS-8, GS-7 and GS-6.

APPENDIX C

CONTRACTS AWARDED IN FY 1963

AS REPORTED TO BUDOCKS (NAVDOCKS 1883)

(\$000)

DISTRICT	AWARDED BY DPWO	AWARDED BY FIELD OICCs	DISTRICT TOTAL
DPWO ONE	9,435	1,501	10,936
DPWO THREE	9,907	1,234	11,141
DPWO FOUR	7,886	1,839	9,725
DIRLANTDOCKS	27,759	2,431	30,190
SOUTHEAST DIVISION	31,783	2,957	34,740
DPWO EIGHT	3,627	* 400	4,027
DPWO NINE	12,001	497	12,498
SOUTHWEST DIVISION	42,884	4,065	46,949
DPWO TWELVE	13,627	1,285	14,912
NORTHWEST DIVISION	*11,335		11,335
APWO CHESAPEAKE	24,001	1,863	25,864
	194,245	18,072	212,317

* Approximation from Questionnaires. Reports not available from BuDocks.

APPENDIX D

CHAPTER 11. DISTRIBUTION OF DUTIES

Section 1. CONTRACTING OFFICER, DPWO, OICC, AND ROICC

11.1.1 PURPOSE. The purpose of this Section is to set forth, primarily for the guidance of field officers, those contract administration functions reserved to the Chief of the Bureau of Yards and Docks, the DPWO, the OICC, and the ROICC, respectively. These functions pertain to the administration of contracts after award. The procedures leading to the award of a contract are contained in prior Chapters of this publication.

In the administration of the construction program in a District, it is the intent of this Bureau to develop an organization that is both effective in peacetime and adaptable to mobilization requirements.

To provide an organization that can meet the extremes of these two conditions, it is essential that DPWO's become familiar with construction programs from top management viewpoint so that maximum authority and responsibility may be delegated to subordinate field activities.

Division of contract administration authority between the DPWO and the OICC is designed so as (a) to afford the DPWO maximum flexibility in administration and (b) to permit adequate delegation of contract authority and parallel responsibilities to an OICC when workloads require.

Under mobilization conditions, it is contemplated that the DPWO will be authorized to designate CEC officers within the District as OICC's for most of the District's contracts. At present, however, OICC's are designated by the Chief of the Bureau.

When a CEC officer is designated OICC of a contract, the designation carries with it the authority and responsibilities indicated in Tables 1, 2, or 3 as the case may be, unless this Bureau specifically indicates otherwise.

It is the intent and desire of this Bureau that ROICC's be designated for the field administration of contracts. The designation of such ROICC's is the responsibility of the OICC. The CEC officer who is PWO at the activity where the contract is to be performed should be the ROICC if the added duties will not interfere with the performance of his Public Works functions.

When a CEC officer is designated the ROICC of a particular contract by the OICC, he shall consider the functions outlined in Tables 1 through 3 as a guide. In each such case the OICC shall address a letter to the ROICC specifically outlining the authority of the ROICC. The delegation of such authority can not exceed that delegated to the OICC. It must be noted that this delegation of authority to the ROICC does not necessarily include parallel responsibility. Overall responsibility is retained by the OICC.

Section 2. FUNCTIONS

11.2.1 REFERENCE. The reference made in Tables 1 through 3 and elsewhere to specific contract articles is intended as a guide for ease in locating the particular item under consideration. Later revisions of contract forms may require the assignment of different article numbers. In case of such change, the functions to be exercised shall be determined by the intent of the items listed.

11.2.2 ABBREVIATIONS AND SYMBOLS. The following abbreviations or action symbols are used in the functions given in Tables 1 through 3.

1. CA - Contract Administration, NAVDOCKS P-68
2. SPEC - Specifications
3. ASPR - Armed Services Procurement Regulations
4. E - Executives Contractual Documents (as required in the administration of the contract)
5. P - Prepares
6. A - Approves
7. D - Directs
8. R - Recommends
9. I - Investigates

Under special and unusual circumstances, the OICC (or OIC) may be directed to report direct to the Bureau rather than to the DPWO, APWO, or Director within whose general area the OICC is located. In such event, the action listed under the DPWO will be performed by the Bureau or the OICC as specifically indicated in each case.

NAVDOCKS P-68, CONTRACT ADMINISTRATION MANUAL

TABLE 1

Functions—Lump-Sum Contracts

(Numbers in parentheses following items indicate contract article numbers and refer to STANDARD Form 23A and latest revision of NAVDOCKS Form 113.)

Items	ROICC	OICC	DPWO	CHIEF BUDOCKS
1. GOVERNMENT AND CONTRACTOR'S REPRESENTATIVES				
a. Assignment of field inspectors to work (27a)	D			
b. Approval of contractor's foreman or superintendent (10)	A			
2. PERFORMANCE OF THE WORK				
a. Equality of equipment, materials, or articles (8)	A			
b. Data on machinery, mechanical, and other equipment to be incorporated in the work (8)	A			
c. Data on materials or articles to be incorporated in the work (8)	AD			
d. Samples of materials (8)	AD			
e. Removal of contractor's employees (8)	D			
f. Investigation of changed conditions (4)	I	A		
g. Space at the site of the work (28b)	D			
h. Safety measures (28d)	D			
i. Temporary buildings (28e)	A			
j. Approval of contractor's application to work outside of regular hours or on Sundays or holidays (Spec)	R	A		
k. Obtains clearance for Government personnel to work overtime to match contractor's employees (Spec)	R	D		
3. DRAWINGS AND SPECIFICATIONS				
a. Deviations from drawings (29d)	R	A		
b. Indicate exact location of work and set initial lines and grades (29e)	D			
c. Interpretation of drawings and specs (2)	D			
d. Special drawings to be furnished by the contractor (29f)	AD			
e. Interpretation of "as directed," "as required," "as permitted," "approved," "acceptance," or words of similar import used in drawings or specs (Spec)	D			
4. PAYMENT AND RELEASE				
a. Estimates of progress for payment (7a)	P			
b. Interval of payment (7a)		A		
c. Partial payment requests	P	A		
d. Reserve withheld (7b)		D		
e. Obligation to pay (30e)		D		
f. Preparation and execution of vouchers		PE		
g. Obtain release executed by contractor (7d)	R	D		
h. Determination as to satisfactoriness of release, containing exceptions (7d)				A
5. ASSIGNMENT OF CLAIMS				
a. Disclosures of classified data to assignee (31b)	R	R	D	
b. Receipt of acknowledgment of Notice of Assignment				A

TABLE 1--Continued

<u>Items</u>	<u>ROICC</u>	<u>OICC</u>	<u>DPWO</u>	<u>CHIEF BUDOCKS</u>
6. INSPECTION AND TESTING				
a. Notification of contractor as to cognizance over factory inspection and approval of special drawings (9a)		D		
b. Determination of materials requiring factory inspection (32e)	D			
c. Inspection and testing (9a)	D			
d. Final inspection and operating tests prior to processing final payment (9d)	D			
7. TESTING FOUNDATIONS (33)	D			
8. CHANGES AND EXTRAS				
a. Changes in drawings or specs within the general scope of the contract (3)	R	D		
b. Receipt of contractor's claim for adjustment (3)	D			
c. Notification to contractor of decrease in compensation or time for performance or both (34)	D			
d. Authorization for Board on Changes (34, CA)		R	A	
e. Appointment of Board on Changes (34, CA)		D		
f. Allowance for overhead and general expenses, plant rental, and other similar items (34, CA)	R	A		
g. Change Order (34, 3, CA)	R	PR	AE	
9. LIQUIDATED DAMAGES (5)	RI	R	D	
10. LIENS (36)	R	R	R	D
11. ADDITIONAL BOND SECURITY (14)	R	D		
12. DISPUTES (6)	R	R	R	D
13. PATENT INDEMNITY AND NOTICE AND ASSISTANCE (13, 38)	R	R	R	D
14. USE OF STRUCTURE BEFORE ACCEPTANCE (39, 41)	R	D		
15. GOVERNMENT UTILITIES				
a. Utility services (43)	D			
b. Use of Government transportation, weight-handling, and construction equipment by contractor (CA)	D			
16. SCHEDULE AND REPORTS OF PROGRESS (44)	D			
17. SANITATION (45)	D			
18. TERMINATION FOR DEFAULT (5, 47)	R	R	R	D
19. TERMINATION FOR CONVENIENCE OF THE GOVERNMENT (48)	R	R	R	D
20. EIGHT-HOUR LAWS - Overtime Compensation				
a. To impose the stipulated penalty for violation of the Eight-Hour Law (21)	R	R	D	

TABLE 1--Continued

Items	ROICC	OICC	DPWO	CHIEF BUDOCKS
21. REPORTS OF ESPIONAGE, SABOTAGE, OR SUBVERSIVE ACTIVITIES (49a)				
a. To receive immediate confidential report from the contractor, via the OICC, of any information that the contractor may have concerning existing or threatened espionage, sabotage, or subversive activity			D	
b. Contractor to submit information concerning employees (49b)	D			
c. Contractor to suspend from employment or refuse to employ persons designated (49c)	D			
d. To authorize the omission of provisions similar to this article from subcontracts or purchase orders (49d)	R	R	R	A
22. DAVIS-BACON ACT				
a. To withhold payment to contractor in connection with the Davis-Bacon Act (20, 25)	R	D	A	A
b. To initiate action against the contractor when rate of wages paid is less than that required by the contract (20)	R	D	A	
23. LABOR STATISTICS (58)		D		
24. ORAL MODIFICATIONS (50)		D		
25. WARRANTY (51)	R	D		
26. BUY-AMERICAN ACT				
a. Determination of materials to be exempted from the application of the Buy-American Act (17)	R	R	R	D
27. GRATUITIES (55)				D
28. RECORD REPORTS AND DRAWINGS				
a. Prepare draft of record report (CA)		P	A	
b. Prepare a set of contract drawings clearly marked to show "as-built" conditions (CA)	P	A		
29. REPORTING OF ROYALTIES (59)		PE		

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TABLE 2

Functions--A-E Contracts and E-S Contracts (Lump-Sum)

(Numbers in parentheses following items indicate contract article numbers and refer to NAVDOCKS Form 424.)

<u>Items</u>	<u>ROIC</u>	<u>OIC</u>	<u>DPWO</u>	<u>CHIEF BUDOCKS</u>
1. SERVICES				
a. Preliminary sketches and estimate of cost (1d)	A			
b. Preparation of working drawings and specifications including revisions thereto (1f)	D			
c. Tracings for Government (1g)	D			
d. Contractor to provide amplifications and explanations and attend such conferences as may be necessary to clarify the intent of the drawings and specifications (1h)	D			
e. Final plans, specifications, and cost estimates	R	A		
2. COMPENSATION (2)				
a. Interval of payment		A		
b. Estimates of progress for payment	P			
c. Partial payment requests	P	A		
d. Reserve withheld		D		
e. Preparation and execution of vouchers		PE		
f. Obtain release executed by contractor	R	D		
g. Determination as to satisfactoriness of release if exceptions included				A
3. CHANGES (3)				
a. Changes in services to be performed under contract	R	R	D	
b. Receipt of contractor's claim for adjustment	D			
c. Change order	R	PR	AE	
4. TERMINATION (4)	R	R	R	D
5. DISPUTES (5)	R	R	R	D
6. ASSIGNMENT OF CLAIMS				
a. Disclosure of classified data to assignee (8b)	R	R	D	
b. Receipt of acknowledgment of Notice of Assignment				A
7. EIGHT-HOUR LAW OF 1912 OVERTIME COMPENSATION				
a. To impose the stipulated penalty for violation of the Eight-Hour Law (21)	R	R	D	

TABLE 3

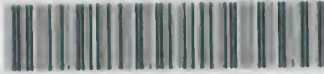
Functions--Lump-Sum Demolition Contracts

(Numbers in parentheses following items indicate contract article numbers and refer to NAVDOCKS Form 1260.)

<u>Items</u>	<u>ROICC</u>	<u>OICC</u>	<u>DPWO</u>	<u>CHIEF BUDOCKS</u>
1. COMPENSATION (2)				
a. Permission to contractor to leave property on premises	R	A		
b. Frequency of payments	R	A		
c. Contractor's request for payment	R	A		
d. Reserve withheld		D		
e. Obligation to pay		D		
f. Preparation and execution of voucher		PE		
g. Order for extra work to contractor requiring payment	R	R	A	
2. CONTRACTOR'S REPRESENTATIVE (4)				
a. Approval of contractor's foreman or superintendent	A			
3. PERFORMANCE OF THE WORK				
a. Removal of contractor's employees (5a)	D			
b. Safety (5c)	D			
c. Space at site (5d)	D			
d. Temporary buildings (5e)	A			
4. INSPECTION (6)	D			
5. CHANGES				
a. Make changes within scope (7a)	R	R	A	
b. Contractor's claim for adjustment (7a)	R	R	A	
c. Notice to contractor as to decrease in time or compensation (7a)	D			
d. Agreement as to equitable adjustment (7a)	R	R	A	
6. LIQUIDATED DAMAGES (8)	RI	R	D	
7. TERMINATION FOR CONTRACTOR'S DEFAULT OR GOVERNMENT'S CONVENIENCE (9)	R	R	R	D
8. ASSIGNMENT (10)		R	R	A
9. RELEASE (11)				
a. Determination as to satisfactoriness of release, if exceptions included				A
10. EIGHT-HOUR LAWS - Overtime Compensation				
a. To impose the stipulated penalty for violation of the Eight-Hour Law (21)	R	R	D	
11. DISPUTES (16)	R	R	R	D
12. GOVERNMENT UTILITIES (17)	D			

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