



DEPARTMENT OF THE NAVY

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IN REPLY REFER TO

NAVFAC 11010.10

SR/EOC

11 August 1999

NAVFAC INSTRUCTION 11010.10

From: Commander, Naval Facilities Engineering Command

Subj: JOINT PROCEDURES FOR NEW CONSTRUCTION, ALTERATION, AND REPAIR
PROJECTS ACCOMPLISHED BY THE NAVAL CONSTRUCTION FORCE (NCF)

Ref: (a) PACNAVFACENGCOM/COMCBPACINST 11010.10D
(b) LANTNAVFACENGCOM/COMCBLANTINST 11010.22
(c) OPNAVINST 5450.46K
(d) OPNAVINST 11010.20F
(e) NAVFAC Guide Specification 01400
(f) NAVFAC P-445, Construction Contract Quality Management
(g) COMCBPAC/COMCBLANTINST 4355.1C
(h) OPNAVINST 5100.23D (NAVOSH Program Manual)
(i) 29CFR1926 (Construction Standards)
(j) 29CFR1910 (General Industry Standards)
(k) NAVFACINST 7820.1J

Encl: (1) Procedures for the Administration, Inspection, and Acceptance of Facility Projects

1. **Purpose.** To establish policy and formal procedures for Navy administration, inspection, and acceptance of new construction, alteration, and repair projects which are performed by NCF units [Naval Mobile Construction Battalions (NMCBs), Construction Battalion Maintenance Units (CBMUs), Construction Battalion Units (CBUs), and Underwater Construction Teams (UCTs)] at Department of Defense activities. Enclosure (1) has been coordinated with the Commander in Chief, U. S. Atlantic Fleet, Commander in Chief, U. S. Pacific Fleet, Commander, Second Naval Construction Brigade, and Commander, Third Naval Construction Brigade, and is applicable to all new construction, alteration and repair projects performed by the NCF. This new instruction replaces instructions that were specific to the Atlantic Division, Naval Facilities Engineering Command (LANTNAVFACENGCOM) and Pacific Division, Naval Facilities Engineering Command (PACNAVFACENGCOM) areas of responsibility, references (a) and (b), and provides consolidated procedures for administering NCF projects throughout the world.

2. **Background.**

a. Reference (c) establishes the doctrine and policy governing the employment, deployment, and readiness of NMCBs, CBMUs, CBUs and UCTs. In peacetime, NCF units undertake construction projects that help maintain their construction capabilities and enhance mission readiness. Special emphasis is usually placed on projects that contribute directly to improving Navy readiness and quality of life. Until recently, most NCF peacetime construction effort was directed to overseas facilities in Europe, the Caribbean, and the Pacific. However, the Atlantic and Pacific Fleet Commanders have now placed increased emphasis and priority on Continental

United States (CONUS) projects. Similar administrative procedures currently used on overseas projects by LANTNAVFACENGCOM and PACNAVFACENGCOM, including Resident Officer in Charge of Construction (ROICC) oversight and coordination, are now also required for CONUS projects.

b. The Commander in Chief, U.S. Atlantic Fleet (CINCLANTFLT) and the Commander in Chief, U.S. Pacific Fleet (CINCPACFLT) are charged by references (c) and (d) to ensure that the employment and use of NCF units conform to the policies set forth therein. The CINCs have the authority and responsibility to task their respective Seabee Brigade Commander (SECOND Naval Construction Brigade [SECOND NCB] in the Atlantic and THIRD Naval Construction Brigade [THIRD NCB] in the Pacific) to perform specific construction, alteration, and repair projects; to provide priorities for accomplishing these projects; and to establish completion dates.

c. In addition to Public Works Centers (PWCs) and local public works departments (PWDs), the Naval Facilities Engineering Command (NAVFACENGCOM) plans, designs, and procures facilities, including repair and alteration projects. An integral part of the facility procurement process is construction quality assurance to ensure compliance with approved plans and specifications. NAVFACENGCOM Officer in Charge of Construction (OICC) and Resident Officer in Charge of Construction (ROICC) organizations most often accomplish this function.

3. **Policy.** The procedures in this instruction for the administration, inspection, and acceptance of all facility projects accomplished by NCF units are similar to those employed for comparable projects accomplished by civilian contractors. Most NCF tasked projects will be accomplished under the provisions of Quality Control (QC) as addressed in references (e) through (g) and provisions of safety as addressed in references (h) through (j). Contract supervisory inspection and overhead (SIOH) administration procedures are outlined in reference (k). Exceptions occasioned by military necessity, change in priority, or by the intrinsic difference between an NCF unit and a civilian contractor shall be minimized and, unless specifically addressed in enclosure (1), shall be dealt with on a case by case basis as the situation dictates.

4. **Action.** Effective immediately, the staffs and subordinate units of all Engineering Field Divisions (EFDs), Engineering Field Activities (EFAs) and the SECOND and THIRD NCBs will comply with the provisions of this directive.



D. L. HAMBROCK
Vice Commander

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Procedures for the Administration, Inspection, and Acceptance of Facility Projects

a. General. Because of NCF deployment cycles, extensive NCF military training requirements, and lead time for CONUS procurement and shipment of materials, the time between design completion and start of construction is often longer than that associated with civilian contractors. A complete design includes plans, specifications and a current working estimate. In general, when the NCF procures project materials, complete designs should be provided 10 months prior to the scheduled start of construction. Likewise, construction funds should be provided about 8 months prior to the scheduled construction start date. This time can be shortened on a case by case basis and is dependent on project size, material requirements, urgency and location. Proper advance planning by the activity, and thorough communication between the activity and appropriate NCB, will significantly contribute to the effectiveness of the Seabee construction effort.

b. Programming

(1) Major Claimants and stations develop and submit facility projects in accordance with reference (d). Stations should consider, as part of their project acquisition strategy, whether or not NCF project accomplishment is desired. This applies to Military Construction (MCON), Special, and station funded projects. If NCF accomplishment is desired, the activity should recommend to their facility chain of command, with a copy to the appropriate NCB, that the project be assigned to the NCF and be included in the annual NCF Employment Plan required by reference (c). Urgent projects, at any time, may be nominated to the appropriate NCB via the activity chain of command for NCF accomplishment. These projects will be programmed at time of acceptance based on major claimant/regional commander priorities, and included in the current annual Brigade NCF Employment Plan. For urgent projects, the most important factors that enable prompt NCF accomplishment are complete plans and specifications and available funding.

(2) The applicable NAVFACENGCOCM EFD, EFA, or PWC will screen special projects and, where appropriate, recommend NCF accomplishment.

(3) Where project funding is under several fund allocations, the cost estimates shall clearly state which portion of the work is charged to which category (e.g. construction, repair, maintenance, and equipment installation, as set forth in reference (d)). The NCF can not exceed statutory limitations associated with construction. If a project cost estimate approaches a statutory limit, the activity should contact the applicable NCB to discuss alternatives, appropriate contingency factors, etc. before proceeding.

(4) Each NCB will liaison with applicable regional commanders, major claimants, NAVBASES, NAVFACENGCOCM EFD/EFA, and shore commands, and provide advice regarding suitability of projects proposed for NCF tasking with regard to scope, type of work, equipment, skills, design and funding milestones, local support required, and contribution to

NCF training requirements. Each NCB will develop a NCF Employment Plan based on proposed projects for accomplishment during NCF unit deployments.

c. Planning

(1) NCF tasked projects are normally designed by either an EFD/EFA, PWC or PWD. Client activities are responsible for ensuring design packages (plans, specifications, and current working estimate) for NCF projects are reviewed and approved for constructability by the local ROICC/OICC prior to forwarding to the applicable NCB. The package should be available at least 10 months prior to the desired start of construction if the NCF is to procure the materials (at least 6 months if the local activity will procure the materials). The design package should be similar to what is typically provided to a civilian construction firm were the project to be contracted, except that sufficient construction details should be provided as part of the plans in order to minimize the need for NCF shop drawings. Specification data can be included on the project drawings, in lieu of full typed specifications, for straightforward projects. By providing the equivalent information that would be in a construction contract, the NCF is able to properly plan, budget, and provide quality control to give the client the best possible product. The NCF will prepare a Bill of Materials and detailed cost estimate that includes material procurement and, if applicable, equipment lease expenses and/or subcontracts.

(a) If the activity/design agent intends for Seabees to construct/install a fire protection system, the design agent must fully design the system with required details in the construction drawings. Seabees do NOT have the capability to design fire protection systems. If a fire protection system is included as part of the project design in a performance specification format, the ROICC shall subcontract for the design/installation of the fire protection system. The EFD fire protection branch shall review and approve all shop drawings for fire protection systems that the NCF will install. The applicable EFD fire protection branch will also be required to certify the system upon completion of the installation.

(b) Seabees do NOT accomplish environmental remediation projects or hazardous waste/material abatement (e.g. asbestos, lead paint). The station shall provide, to the applicable NCB, certificates of hazardous waste removal, abatement or remediation, including certificates of removal for storage tanks, oil/water separator's, etc. prior to the start of any NCF repair or alteration project, if applicable. Note: Seabees will provide lead paint *encapsulation* (overpainting) if special safety equipment is not required.

(c) Seabees occasionally construct projects in remote areas where there is no ROICC. In this event, and on a case by case basis, the applicable NCB will coordinate with cognizant EFD/EFA to determine how best to plan and execute the project.

(2) The applicable NCB will maintain liaison with the activity or design agent, as appropriate, during project design to ensure the project remains compatible with Seabee skills, equipment, methods and mission training requirements. To ensure adequate lead time and allow construction to begin as scheduled, the Brigade will coordinate with the activity or design agent to establish due dates for plans and specifications. The Brigade should be given the opportunity

to review both preliminary and pre-final plans to ensure scope or method changes are accounted for to avoid delays in the scheduled construction start date.

(3) The customer is responsible for full project cost exclusive of NCB labor. In some cases, full project cost includes PCAS and SIOH; reference (k) applies. In those cases where PCAS and SIOH funding is required, it should be provided by the customer to the applicable EFD in accordance with reference (k). (The project value should be based on total estimated material cost plus total estimated Seabee mandays, multiplied by \$350 per manday.) Project funds, regardless of source, shall be transferred to the appropriate NCB to procure project materials, procure/rent special tools and equipment not available in the NCF, and contract for specialized services specifically for that project. Funds assigned to a NCB shall be managed and reported per applicable sections of the Navy Comptroller (NAVCOMPT) Manual and reference (c). If the activity chooses to directly procure some or all of the project materials, these project funds are to be directly managed by the activity and not by the NCB.

(4) CONUS projects require at least 6 months from receipt of plans, specifications and funding until construction can commence. This lead-time ensures material deliveries keep pace with construction. Accordingly, it is important that final plans, specifications, and cost estimates be provided to the NCF for review. The NCB shall make internal NCF distribution of project documents, and the activity shall provide design packages and copies as specified by the NCB project coordinator.

(5) The NCB identifies project materials, special tools and equipment, technical representatives and/or local contract services required and, unless the activity chooses to procure project materials, initiate procurement for CONUS items. When design questions arise during the development of the bill of materials, the NCB planning and estimating staff will contact the activity or design agent directly to resolve/clarify the issue. Resolving questions and having the activity/design agent provide clarifying information to the Brigade is very important in keeping material procurement on schedule and helps ensure a quality end product. Prompt response, within 15 working days, by the activity or design agent facilitates accurate planning, estimating and ultimately, construction.

(6) The use of proper construction materials, identified in the project specifications, plays an essential role in quality construction. Therefore, the NCBs procure the specified materials, working within the Navy Supply System to meet client project requirements. The Navy Supply System is not set up to easily obtain technical data for submittal review as is required and traditionally done for construction contracts. Because of this, the activity/design agent is to review submittal requirements and only list submittals on the draft submittal log that are considered important or high risk. When available and requested by the client, shop drawings and technical literature for project material (hereinafter referred to as submittals) will be processed as follows:

(a) After the activity/design agent has provided plans, specifications, and a draft submittal log, and while the NCF is developing the project bill of material and their cost

estimate, the NCB will contact the activity/design agent to mutually develop a final project submittal log. This log will be forwarded to the responsible ROICC for information and subsequent coordination between the design agent and activity representatives. The submittal log should list all major and/or highly technical items requiring shop drawings and/or a technical literature submission. Submittal log items should typically include fire protection systems; major electrical and mechanical components/systems; large refrigeration/HVAC systems; generators and electronic gear; cathodic protection; and specialized systems or components. Submittals for routine construction materials such as gypsum boards, which are normally required by contractors, are usually not provided by the NCF. On a case by case basis, this should be discussed between the NCB, ROICC and activity to develop a clear understanding of what should and should not be provided.

(b) The NCB (usually the Naval Construction Regiment (NCR) responsible for ordering CONUS procured materials) will provide two copies of each submittal directly to the ROICC for approval. The ROICC will coordinate with the designer and/or activity representative as appropriate. Submittal information for materials being procured will be provided to allow timely approval and avoid material procurement delays. ROICC approval will normally be obtained prior to receipt and shipment of material to the activity. Depending on the location, the NCF unit responsible for ordering the material will ensure the material delivered is as specified on the approved submittal prior to shipping, and as a double check, the NCF unit at the activity will also confirm that the material delivered to the project site is as specified.

(c) The ROICC will review the submittals and respond to the appropriate NCF units with copies to the design agent and others as established locally. The ROICC shall indicate approval, disapproval, or approval with noted changes/deviations from the original submittal. When applicable, to ensure approval prior to material being shipped, the ROICC will respond by fax. Re-submission of submittals, when necessary, will be by the procedures previously described.

(d) Material not requiring a submittal will be inspected by the NCF, prior to shipping and installation, to ensure it meets project requirements.

(7) The Commanding Officer/Officer in Charge of the NCF unit tasked with the project is responsible for construction project management. This includes developing an independent material take off, a construction schedule tied to projected material delivery dates, a QC plan per reference (f), and a detailed safety plan.

(8) NCF work shall be included in EFDs/ROICCs annual Work In Place (WIP) projections. The estimated WIP per project shall be calculated by adding the estimated material cost to the estimated contract labor equivalent as follows: $WIP = \text{Material Cost} + (\text{number of Seabee Mandays multiplied by } \$350/\text{manday})$. ROICCs should contact the applicable NCB for this information.

(9) High priority projects may require special attention. The NCB will identify projects for special consideration and will work with the activity, ROICC, and others on their planning and execution.

d. Execution

(1) The NCF unit performs as a construction contractor to accomplish a job. The NCF is responsible for safely providing a quality product, on time, and within programmed cost. All work performed by the NCF shall comply with references (h) through (j).

(2) The ROICC is the client's on-site construction representative and provides technical advice and quality assurance during construction to ensure compliance with plans and specifications. The ROICC arranges for the pre-construction conference, determines the actual usable completion date, and with the client, accepts the completed facility from the NCF unit. Resolution of questions, discrepancies regarding interpretation of plans and specifications, and recommended changes in material, method or design are the ROICC's responsibility. The ROICC shall devote similar management attention to NCF projects as would be devoted to a civilian contract. The ROICC is responsible for reporting progress/status on NCF projects in the same manner as for civilian contracts. For posting WIP in the Financial Information System (FIS), the ROICC shall treat NCF projects similar to Civil Works projects. The exceptions are small discretionary projects, called CO or OIC discretionary projects, which are usually of low enough value and straightforward as to not require ROICC involvement. These projects are normally under 100 mandays and \$5000 in materials. In the event either the activity or NCF unit believes ROICC participation on small discretionary projects is warranted, it shall be provided on a case by case basis.

(3) Prior to commencement of work, a pre-construction conference will be arranged by the ROICC with representatives from the NCF unit. The pre-construction conference should be attended by the ROICC, the ROICC quality assurance representative, client representatives and NCF supervisory personnel directly concerned with the project including QC and safety representatives. Items to be covered during the conference should include as a minimum:

- (a) Outstanding questions regarding plans and specifications,
- (b) Unusual field conditions,
- (c) Excavation permits,
- (d) Review of QC plan,
- (e) Review of safety plan,
- (f) Review of construction schedule,
- (g) Schedule of required utility outages and procedures for obtaining them,
- (h) Procedures for connecting new utilities,

- (i) Arrangements for temporary utilities,
- (j) Identification of project supervisors, ROICC representatives, and limits of their respective authorities,
- (k) Normal working hours,
- (l) Point of contact for both the ROICC and NCF unit for problems occurring outside normal working hours,
- (m) Environmental protection requirements and procedures,
- (n) Procedures for resolving problems relating to plans, specifications, field adjustment requests (modifications) and other items that may arise,
- (o) Procedures for reporting job progress,
- (p) Procedures for continuing the project in the event the NCF unit is called away for a contingency, and
- (q) Historical sites requirements and procedures.

(4) Upon turnover of a project from one NCF unit to another, a coordinating conference shall be held to ensure continuity of operation. Attendees should be the same as those attending the pre-construction conference.

(5) Minutes of the pre-construction and turnover coordination conferences, including decisions reached therein, will be prepared by the ROICC, signed by the appropriate NCF and ROICC representatives, and made part of the project file. The minutes of the pre-construction conference will indicate ROICC approval of the QC and safety plan with any proposed changes thereto.

(6) Quality Control (QC).

(a) QC will be used on all projects accomplished by all NCF units. Three phases of inspection, and technical experts for specialty work are required as contained in reference (e). QC plans shall be developed per the provisions of references (f) and (g) and the project specifications, and shall be provided to the ROICC for approval prior to the start of work. There will be a QC coordination meeting with the ROICC and key construction staff (e.g. crew leader, QC representative, ROICC QA representative, prime company operations chief, etc.) to review the key construction activities prior to commencing construction. The level of QC will be commensurate to the size, complexity and risk associated with the project and normally shall be determined by the NCF unit Operations Officer.

(b) The NCF QC representative will maintain specific catalog cuts, brochures, certificates, and shop drawings of materials intended for use in construction per the approved submittal log. The project crew leader and QC representative shall ensure the materials meet the approved specifications, and advise the ROICC of corrective action being taken in the event they do not. The QC representative shall perform, or request from the appropriate subject matter experts, all required tests, maintaining results of such tests and providing copies of all completed tests to the ROICC. If tests fail to produce acceptable results, the proposed corrective action shall be submitted in writing to the ROICC for approval. **The QC representative is not authorized to approve deviations from the plans and specifications. All deviations must be submitted to and approved by the ROICC prior to starting work on the portion of the project requiring the deviation.** A QC report shall be prepared each working day for each project. Two copies shall be provided to the ROICC or designated representative. One copy will be initialed or signed by the ROICC/representative and returned to the project QC representative.

(7) As Built Drawings. During the course of construction, the NCF unit will maintain two sets of marked-up drawings (red lines) depicting as-built conditions. One set will be included in the project file and the second set will be delivered to the ROICC at project completion.

(8) Change Orders. During the course of construction, certain changes may be needed to meet changing client requirements, to accommodate existing conditions, or to correct design errors. From the technical perspective, these changes shall be processed in a manner similar to contractor modifications/change orders. Changes will be formalized between the Operations Officer or Officer in Charge of the NCF unit/detail and the ROICC through a change that is either submitted by the NCF to the ROICC for approval or is issued by the ROICC to the NCF unit. The ROICC will coordinate with the client and design agent as appropriate. The NCF unit will proceed with changes only after a cost estimate has been prepared, and written approval or direction has been given by the ROICC. The ROICC cannot direct, nor can the NCF unit accept for accomplishment, changes to the project scope without prior approval by the major claimant for Special Projects, and the cognizant EFD for MCON projects. Additional funds to accomplish changes documented, or for any scope increase, will be requested by the NCF unit if needed. For changes that require more than 50 Mandays of effort and/or \$1000 of material, the tasked NCF unit's cognizant NCB must also approve the proposed change. If the project is a turnover project, the ROICC and incoming and outgoing units will conduct a joint review of all approved/pending Field Adjustment Requests (FARs) or Design Change Directives (DCDs) as part of the turnover. Copies of all FARs shall be provided to the applicable NCB and ROICC. The NCF units will maintain a change order log to track the submittal and approval process of all changes and this log will be a turnover item.

(9) Preliminary Acceptance Inspection. The NCF is responsible for preliminary acceptance inspection. At the completion of each project, the ROICC will arrange for a preliminary acceptance inspection and review the as-built drawings. Based on the results of this review and the field inspection, the ROICC will advise of any deficiencies requiring correction.

After correction of identified deficiencies, the ROICC will arrange for final inspection and acceptance of the facility by the activity (client) and determine if the client can beneficially occupy the facility. The NCF unit will promptly complete punch list items, and notify the ROICC upon completion.

(10) Inspection/Acceptance. Following final inspection and acceptance of the facility (including correction of all deficiencies), the following action shall be taken:

(a) The NCF shall advise the ROICC in writing that the project is completed. This notification shall include known material costs, statistical labor costs, shop drawings and technical literature, operations and maintenance manuals, warranties, other technical data on installed material and marked-up drawings depicting as-built conditions.

(b) The ROICC will advise the NCF unit in writing of the project's final acceptance with a copy to the applicable NCB, design agent, and the receiving activity. The ROICC will also turn the project over in writing to the receiving activity.

(c) For projects with EFD drawing numbers, the ROICC shall, within 30 days and in no instances more than 120 days following physical completion of the work, review the as-built drawings for accuracy and clarity and forward them to the design Engineer in Charge (EIC). For projects that were designed by either PWC or local PWD, each ROICC is responsible for establishing standard operating procedures for handling as-built drawings.

(d) Upon notification of acceptance of the project by the ROICC, the NCB will coordinate with the Battalion Supply Officer for determination and return of unused project funds to the funding activity/agency.

(11) Warranty Work. NCF constructed projects contain the following warranties:

(a) For materials and equipment, the warranty period starts the date the item is accepted by the appropriate receiving agency of the government (normally the supply system procurement office) and runs through the length of the warranty period (usually one year). The NCF unit shall forward all available material and equipment warranty certificates (e.g. roofing, HVAC, etc.) to the ROICC. The ROICC, in turn, will provide these certificates per standard project turnover procedures.

(b) For labor and workmanship, the NCF is responsible for any warranty work for a period of one year from the date of final acceptance of the project by the ROICC. The NCF has no internal contingency fund for warranty work. In the event warranty work is required the client will usually be required to provide any funds needed for materials or equipment rental.