

CHAPTER II

MISSION

Historically, the mission of the Naval Facilities Engineering Command has been the planning, design, and construction of the shore establishment and, in part, its upkeep and repair. At all times, the mission was directed toward the provision of facilities ashore for the proper basing, maintenance, and repair of the United States Fleet.

Thus the mission of the Command was one of technical support to the United States naval operating forces. Because it commanded few naval activities of its own, the Command's mission responsibility for the shore establishment was limited in nature. In none of its aspects -- planning, design, engineering, construction, maintenance, management -- was the Command's responsibility of an operational nature.

Moreover, such was the complexity of needs and operations of the shore establishment that responsibility differed in the separate elements of the mission. The differences were diverse. In some elements of the mission, the Command possessed the responsibility directly to administer or manage a program, often throughout the shore establishment. In later years, this became known as "management responsibility." In some instances, responsibility was limited to advice, or as it came to be termed, "technical direction." In

addition, circumstances could and did limit some responsibilities of the Command to specific locations or to specific periods of time.

A last point essential to the understanding of the mission was, simply, the factor of change. During the period of 132 years that culminated in the final year of this ten-year study, the mission underwent steady development and change. New duties were added and old ones deleted; nearly all were in some measure altered. Organizational adjustments within the Navy, technological developments, and the nation's role in world affairs were the great causative agents of such change.

Between 1965 and 1974, the mission of the Bureau of Yards and Docks and its successor, the Naval Facilities Engineering Command, consisted of the responsibilities assigned to it first by the Secretary of the Navy and later by the Chief of Naval Material.

HISTORICAL DEVELOPMENT

The basic mission of the Command extends back to 1842 when the administration of President John Tyler organized the Navy into bureaus and charged the newly created Bureau of Navy Yards and Docks - "Navy" was dropped from the title in 1862 - with full responsibility to design, build, and largely maintain the shore facilities of that day. Thus, the bureau was responsible for:

The Navy Yards proper, the docks and wharves thereof; all buildings therein or appertaining thereto, including the magazine and hospital buildings; all machinery attached to the yard or ordinarily used in its operations; all vessels in ordinary; all boats, water tanks, buoys, etc., used for the purposes of the yard; all carts or other vehicles; all horses, oxen, used in the yard, and all other labour therein, and

belonging to the objects of this bureau; the police of the yard; all persons belonging to the yard or ordinary; all contracts and accounts, returns, etc., embracing these objects or such as shall be from time to time assigned to this bureau.¹

This earliest mission statement, despite its ring of certitude, did not long match the reality of responsibilities as they existed within the shore establishment. As new technical developments brought new naval facilities into being, each bureau of the Navy itself sought to establish and control the shore works it needed to do its work. In 1868, the Secretary of the Navy confirmed this common impulse by instituting the bureau system in miniature at each Navy Yard. Thus did each Navy bureau estimate costs, request funds, design, build, and operate the public works it needed in its respective yards.

The duplication built into such a system resulted in an obvious and growing waste of funds. Furthermore, the gathering number of shore facilities and their increasing complexity made each year's duplications more expensive than the last. The necessary and logical solution was consolidation, under a single bureau, of responsibility for design, construction, and where feasible, repair, upkeep, and operation of all the Navy's public works and public utilities. However, this reform did not immediately come to pass. Basic reform measures were instituted much later.

In the meantime, the Secretary of the Navy had assigned additional incidental duties to the Bureau of Yards and Docks.

¹Navy Department Regulation, 26 Nov 1842.

Maintenance of the Navy's timberlands was made a Bureau responsibility in 1845. It ceased in 1872. Responsibility for operating and maintaining the United States Naval Asylum at Philadelphia was assigned to the Bureau in 1849 and continued until 1898.

Far more important, however, were the mission changes of 1904-1911, themselves parts of the greater organizational adjustments of that period within the Navy Department.

In 1904, the Secretary of the Navy consolidated all power plants of the shore establishment under the Bureau of Yards and Docks. With the new responsibility to design, build, operate, and maintain all power plants, the Bureau thereafter provided all light, heat, and power to the Navy's yards and stations.

In 1907 and 1908, the Bureau was assigned the further duties of designing and constructing facilities for the Bureau of Medicine and Surgery and the United States Marine Corps.

Of greatest significance to the mission was a third change of the period. In 1911, the bureau acquired the responsibility for design and construction of all public works and public utilities of the Navy, wherever located, and irrespective of the bureau or office of the Navy Department which used or operated them. This was gained by the consolidation under the Bureau of the entire public works appropriations of the Navy.

Navy-owned lands, their acquisition, maintenance, custody, and disposal, were the responsibility of the Bureau until 1910 and again after 1942. During the interim, its duties in respect to these lands were confined to management of deeds and records.

As equipment for construction, weight-handling, and railway and automotive transportation was developed and put to use at Navy Yards, its purchase, operation, and maintenance was yet another responsibility assigned to the bureau. Use of the automotive category was far less confined to the shore establishment proper, but responsibility for automotive transportation thereafter remained with the Bureau except during the short wartime interim of 1943-1945.

Design and construction of Navy dependent housing was a special responsibility charged to the bureau in 1940. Postwar programs of Navy housing construction continued this feature of the bureau mission, and added to it the duties of operation and maintenance.

Another addition to the mission during the Second World War was the responsibility for construction of "civil works" or facilities for the Navy that were privately operated and that would constitute public works or public utilities by Navy definition if they were constructed at Navy shore facilities.

The establishment of the construction battalions, or Seabees, on 5 January 1942 inaugurated the mission element of Seabee support. A primary role of the Seabees was to provide the fleet and fleet Marine forces with a combat construction capability in the form of the Naval Construction Force. From then on, training, equipping, and planning the use of the Naval Construction Force was a major responsibility of first the Bureau and later on the Naval Facilities Engineering Command.

In 1963, the Secretary of the Navy charged the Bureau with new and important responsibilities. The first of these was the maintenance management of all the Navy's real estate and public works whereas previously it was technical education. It included the lands and grounds and the buildings and structures of the shore establishment. The second one was the operation of all public utilities except those of the United States Marine Corps. Collectively, these duties were known as the "single executive responsibility" for real property maintenance and utilities operation. They included the tasks of planning, programming, budgeting, and appraising. However, in 1967 this management responsibility reverted to technical direction and the facilities maintenance function again was the responsibility of other elements within the Navy.²

MISSION CHANGES, 1965-1974

During the 1965 - 1974 period, there were numerous changes made in the basic mission of the Bureau of Yards and Docks and the Naval Facilities Engineering Command. One of the earliest changes occurred on 3 May 1965. The bureau was assigned the mission of administering the programs for nontechnical collateral equipment, such as barracks furniture and furnishings. This responsibility pertained to specified facilities at naval shore activities, except for United States Marine Corps sponsored activities.

² See Chapter 11 for a complete discussion of the Single Executive Concept and its termination in 1967.

Toward the end of March 1967, the Command was delegated programming responsibility for the Navy's family housing. Contained in this assignment was the preparation and coordination of the annual and five-year family housing new construction and leasing program, preparing family housing administration for the Navy Resources Management Program, and managing the transient housing program within the Department of the Navy.³

Simultaneously, the Command was delegated programming responsibility for land transportation. This task included the development and coordination of the annual and five-year civil engineering support equipment and leasing program and preparing transportation documentation for the Navy Resources Management Program.⁴

At the same time, the Command was given responsibility for coordinating all disaster control programs for shore activities and providing policy and criteria for organization, manning, training, equipment, and inspection requirements of disaster control forces.⁵ These new functions also included the responsibility for technical review of the Navy's "urgent minor construction" and emergency construction.⁶

³ Ltr from CNM (MAT 051:JBJ) of 30 Mar 1967, and enclosure (3) to memo from CNO to CNM (OP-44B/crs, Ser 26P44) of 27 Mar 1967, subj: Reduction of Functions Performed in OPNAV (PASEP).

⁴ Ibid.

⁵ Ibid.

⁶ Ibid.

On 1 July 1967, the maintenance management of real property was deleted from the Command mission. At the same time, also deleted was responsibility for public works maintenance management and public utilities operation. The Command's management mission for these then reverted to technical direction.

On 7 November 1967, military construction programming and budget functions were assigned to the Command. This new mission broadened the Command's responsibilities for public works and facilities planning.

It was charged with the responsibility for implementing the Shore Facilities Planning and Programming System of the Chief of Naval Operations. This included provision of technical facilities planning services, formulating the annual construction program for the Navy Military Construction Review Board, and assisting the Chief of Naval Operations in the presentation and support of military construction programs to higher authority and to the Congress.

MISSION CHARTER

By the end of 1969, all the mission responsibilities and changes in them had been codified into a document known as the Naval Facilities Engineering Command Charter, which was promulgated by the Chief of Naval Material. This charter substantially remained in effect through 1974. The general duties and responsibilities

⁷OPNAV Instruction 11010.1E of 7 Nov 1967.

⁸Naval Material Command Organization Manual (Aug 1969), transmitted by NAVMAT Instruction 5460.2 of 20 Aug 1969.

enumerated in the charter provided that the Naval Facilities Engineering Command should provide support to the Operating Forces of the Navy, the Marine Corps, other components of the Naval Material Command, and other offices and organizations in regard to shore facilities and related engineering material and equipment. Except as otherwise provided by the Chief of Naval Material, the Commander of the Naval Facilities Engineering Command was responsible for the following:

1. Performing appropriate material support functions with respect to:

- public works, floating cranes, amphibious pontoon equipment, fleet moorings, lift docks, and fixed surface and sub-surface ocean structures.

- utilities.

- mobile ground equipment including construction, transportation (including automotive and railway), fire fighting, public work maintenance, and weight-handling equipment, except that of the Marine Corps and such equipment as is assigned to another command or office.

- materials and applicances for defense ashore against chemical, biological, and radiological warfare, except instruments for detection and measurement of radioactivity.

- materials and equipment for advanced base and tactical support functional components, except that assigned to another command, bureau, or office.

- tools, equipment and techniques required for construction and maintenance of fixed sub-surface ocean structures.

2. Performing technical support to Command by:

- performing military installation planning and civil engineering shore activity item planning, master planning of installations, and analysis of systems, types and categories of installations and facilities.

● formulating and preparing annual and other military construction programs, based on inputs from the major claimants, for the consideration of the Navy Military Construction Review Board.

● assisting the Chief of Naval Operations in the presentation and support of military construction programs to higher authority and the Congress, in cooperation with other Commands, as appropriate.

3. Providing architectural and engineering design and construction of Navy public works facilities.

4. Providing advice and assistance regarding:

● maintenance of grounds, buildings and structures (Class I and Class II property) and related services assigned, except at ground activities of the Marine Corps, and other specifically excluded activities.

● operation and maintenance of utilities and automotive, railway, weight-handling and construction equipment, except at ground activities of the Marine Corps, and other specifically excluded activities.

● facilities minor construction and major repair projects.

5. Programming, planning, design, construction, acquisition and disposal of family housing and, except at Marine Corps ground activities, managing, operating, maintaining, and utilizing family housing.

6. Inspecting and approving design and construction of items, provided at Government expense, at privately operated establishments that would constitute public works or public utilities if constructed at a naval shore activity.

7. Determining and authorizing the rates of sale of utility services to private parties, other government agencies, and welfare activities within the Department of the Navy.

8. Planning, designing, constructing, and acquiring public utilities for naval shore activities.

9. Acquiring and disposing of real property; managing excess real property; outgranting, maintaining inventory and records, and (except for the Marine Corps), inleasing of real estate for the Department of the Navy.

10. Managing the Navy's Natural Resources Program, including developing programs and procedures, publishing standards and technical data, and coordinating and providing technical assistance for natural resources management, within policies established by higher authority.

11. Sponsoring and administering the Environmental Pollution Control Program at all naval shore activities, except at Marine Corps ground activities.

12. Administering the programs for assigned collateral equipment for specified facilities, including personnel support facilities, for naval shore activities, except for Marine Corps ground activities.

13. Providing engineering and technical services for the development and use of nuclear shore power plants and radioisotope power generators for Navy application.

14. Administering and coordinating operational matters relative to the DOD Mobile Electric Power Project within the Department of the Navy (less the Marine Corps).

15. Coordinating and providing guidance for disaster control programs for naval shore activities.

16. Providing technical advice to the Chief of Naval Operations on matters relating to the Naval Construction Force, and providing material and funding support for this Force.

17. Sponsoring and administering the facility air-conditioning program for Navy shore activities.

18. Coordinating and providing guidance and systems integration for Advance Base and Tactical Support Functional Components.

In addition to providing other technical support and guidance as appropriate to the responsibilities and duties enumerated above, the Commander of the Naval Facilities Engineering Command had another important mission. He was responsible for the development and maintenance of the Navy Facilities System as an integrated and comprehensive entity. The ensuing entity was to combine into one Navy-wide facilities system the functions and procedures necessary to ensure integrated facility support in the planning, programming, and execution of naval missions.