Standard Provisions Lump Sum Timber Sale Contract Form 5450-3

Session Three 5/9/12

# Introduction to the Conference Calls This is Session Three (2nd Wednesday of each month) We have 3 presenters that will be presenting the sections. They are: Vince Randall – Grants Pass Field Office, Medford District in Oregon Werner Krueger – Swiftwater Field Office,

- Werner Krueger Swiftwater Field Office, Roseburg District in Oregon
- Mike Bechdolt O&C Forester, Washington DC

Welcome to Session 2 of the Standard Provisions of the BLM Timber Sale Contract. These conference calls will be held on the (2<sup>nd</sup> Wednesday) of each month until each of the provisions are discussed.

We have 3 presenters that will be presenting the sections. They are:

Vince Randall – Grants Pass Field Office, Medford District in Oregon Werner Kruger – Swiftwater Field Office, Roseburg District in Oregon Mike Bechdolt – Klamath Falls Field Office, Lakeview District also in

Oregon.



For this format to work, you really need to get involved. Share your opinions and experiences

We'll try to keep this session to about an hour

Its very important!!!! If your office environment gets a bit noisy for some reason, consider using the mute button on your phone until things clear, however, don't check out of the discussions because you involvement is important.

What else are we forgetting?

Ok, then, lets get on with things...

# Other Info

- Slides have the new contract language
- Changes are in RED text
- Feel free to disagree or bring up scenarios
- If a question cannot be answered it will be researched and discussed in the next call

## **Follow-up to Session Two**

 In the discussion of Section 4 there was reference to contract termination form and checklist.

These are Oregon forms. Contact Oregon if you want copies.

## Follow-up to Session Two

 In Section 8 there was reference to Special Provisions L 25 and L33.

These are special provisions approved in Oregon for sale of additional timber.

## List of Sections for today

- Section 10 Violations, Suspensions, and Cancellations
- Section 11 Credit Against Purchase Price
- Section 12 Hold Harmless and Responsibility for Damages to the Government
- Section 13 Timber Trespass
- Section 14 Protection of Roads, Utilities and Improvements
- Section 15 Fire Prevention and Slash Disposal
- Section 16 Construction, Use, and Maintenance of Roads and Facilities
- Section 17 Limitations of Road Use
- Section 18 Acceptance of Road Construction
- Section 19 Cost Adjustment for Physical Change
- Section 20 Design Change

Here is a list of the sections to be covered today

Section 10 – Violations, <u>Suspensions</u>, and <u>Cancellations</u>

This section is divided into five (5) subsections which relate to the action or remedies available to the Government in the event of any violations of the contract by the Purchaser. I will cover each of these subsections separately and in order.

# Section 10(a) – Violations, <u>Suspensions</u>, <u>and Cancellations</u>

#### Sec. 10. Violations, Suspension, and Cancellation

(a) If Purchaser violates any provision of this contract, the Contracting Officer may, by written notice, suspend any further operations of Purchaser under this contract, except such operations as may be necessary to remedy the violation. If Purchaser fails to remedy the violation within thirty (30) days after receipt of a suspension notice, the Contracting Officer may, by written notice, cancel the rights of the Purchaser under this contract and take appropriate action to recover all damages suffered by Government by reason of such violation, including application toward payment of such damages of any advance payments and any performance bonds or, where applicable, any payment bonds; Provided, however, that if the violation involves nonpayment of amounts due for timber cut and/or removed under a payment bond of a corporate surety, the Contracting Officer must, in addition to the above requirements, allow sixty (60) days after making demand upon surety for any payment due before cancelling the rights of Purchaser.



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# Section 10(a) – Violations, <u>Suspensions</u>, <u>and Cancellations</u>

- Exception occurs in the event of non-payment if the payment is guaranteed by a Payment Bond. In such cases:
  - Written suspension should be issued promptly when payments due have not been received, and demand should be made on the Surety for the payment.
  - Surety has 60 days after the demand upon it to take whatever steps it finds necessary in order to accomplish the required payment.
  - Cancellation action can be taken after the 60 day period if no payment has been received.

# Section 10(a) – Violations, <u>Suspensions</u>, <u>and Cancellations</u>

- Contract should not be suspended without prior consultation with the Purchaser regarding the nature of the violation(s). Section 10(a) provides for cancellation of the contract in the event of failure of the Purchaser to comply with the terms and conditions of the contract.
- Cancellation of the contract and recovery of damages by the Government is a specialized legal matter.
  - Requires legal counsel.
  - Is to be taken <u>only</u> after review and assistance by the State Director.
- Contract cancellation has significance when timber remains to be cut and/or removed.

The decision by the Contracting Officer to suspend a contract is a serious decision. An unjustifiable suspension can result in a claim and resulting payments to the Purchaser. Generally speaking, a contract should not be suspended until it is clearly apparent that such action is necessary to stop a contract violation. Suspending an operation can have a serious effect on items such as the Purchaser's operating costs, the stability of their work force, or the continuity of essential log flow to a milling facility. Contract suspension is a powerful means to enforce the terms of a contract. The Contracting Officer must exercise judgment in the use of this provision and never use it indiscriminately nor arbitrarily.

It may not be necessary to suspend all operations in order to rectify the particular violation of the contract. As well, it may be beneficial to the Government to have certain operations, such as post harvest road maintenance, or slash disposal, to proceed even though cutting operations are suspended on another cutting area. Suspensions may be issued in part.

• Contract Cancellation is a cancellation of the rights of the Purchaser although the contract obligations of the Purchaser remain, even if the contract is cancelled.





#### Vince Randall

Section 10(b) adds force to Section 10(a). Section 10(b) makes it clear that the Purchaser must stop timber/wood products cutting and removal operations when given written notice of suspension of operations.

If the Purchaser cuts and removes timber/wood products during the period of suspension, such cutting and removal is considered a willful trespass. This is important because Federal regulations prescribe triple damages for willful trespass. The possibility of payment of triple damages is a strong deterrent to continuation of cutting and removal operations by the Purchaser during a period of suspension.

Section 10(b) also establishes a procedure for credit against the total trespass damages due the Government when there has been prior payment for the trespass timber/wood products.

## Section 10(c) – Violations, <u>Suspensions</u>, <u>and Cancellations</u>

#### Sec. 10. Violations, Suspension, and Cancellation (con't)

(c) If Purchaser's operations are suspended because of Purchaser's failure to make an installment payment when due, the Contracting Officer may require Purchaser to pay the entire remaining balance of the total purchase price or any portion thereof as a condition of terminating the suspension.

#### **Vince Randall**

Section 10 (c) - One of the most frequent contract violations is a failure to make installment payments when due before cutting or before removal under an increased bond. Most violations of this sort are short-lived and are remedied by prompt submission by the Purchaser of another installment payment. Under such circumstances, suspension of the contract is a rarity. However, there can be instances when the Purchaser habitually will not make timely payments. When aggravated cases such as this occur, the Contracting Officer has the discretion under Section 10(c) of the contract to suspend the contract and to require the Purchaser to pay the entire remaining balance or any portion thereof of the contract as a condition lifting the suspension. If timely payment is not received in 15 days following billing for timber/wood products skidded, yarded, or removed under a payment bond, then suspension and demand on the surety should happen.



#### Vince Randall

Section 10(d) establishes the Purchaser should be notified of the violation of the contract and demand made on the surety bond.

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#### Vince Randall

Under Section 10(e) the Contracting Officer may suspend any portion or all of the operation as necessary to prevent the destruction of evidence of trespass by the logging operations.

#### Section 11 – Credit Against Purchase <u>Price</u> Sec. 11. Credit Against Purchase Price If the time specified for cutting and removal of timber has expired or the rights of Purchaser have been cancelled, Purchaser shall be entitled to a credit against any amount which is due and owing Government for timber remaining on the contract area. The Contracting Officer shall determine the credit value of the remaining timber as soon as possible after the date of expiration or cancellation. Credit value of the remaining timber shall be total market value as established by the Contracting Officer by reappraisal or resale, or total value based upon contract unit prices as shown on Exhibit B, whichever is less. There shall be deducted from credit value such amounts as the Contracting Officer determines adequate to cover costs to Government resulting from Purchaser's failure to perform, including but not limited to costs of appraising and administering any resale of timber.

#### Werner Kruger

Section 11 of the contract states to what extent a purchaser is entitled to credit against the total purchase price for timber/wood products left on the contract area after the cutting and removal rights have expired or the rights of the Purchaser have been canceled. The amount of the credit is limited to the total market value of the timber/wood products as established by the Contracting Officer by reappraisal or resale, or the total value based upon contract unit prices, whichever is less.



#### Werner Kruger

Expired or canceled sales upon which a significant volume of sale timber/wood products remains should be completely reviewed prior to re-offering the same tract for sale to establish market value of the remaining timber/wood products. Determine if significant changes in the contract terms are needed to protect the best interest of the United States. Any significant change in the contract terms would require that damages be based upon an appraisal rather than resale price. The appraisal may, however, take into consideration the resale price as one of the factors indicating market value.

The administrative costs of resale are charged to the Purchaser. Administrative costs include costs of cruise and reappraisal, other field costs, costs of advertising, clerical time, etc.

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#### Werner Kruger

As an illustration of this procedure, assume a purchaser was awarded a timber/wood products sale contract for a total purchase price of \$100,000 and paid the sale deposit of \$10,000. The Purchaser allowed their cutting and removal rights to expire without cutting any timber/wood products. The Purchaser then owes the Government \$100,000 less any credit for the payments. Upon resale by the Government, the timber/wood products sold for \$65,000, and the costs of resale were \$1,000. The Purchaser would be granted a credit of \$65,000 for the value of the remaining timber/wood products less the resale costs of \$1,000, plus \$10,000 for the sale deposit, resulting in a net credit of \$74,000. Thus, rather than being assessed the full \$100,000 contract price, the Purchaser would owe only \$26,000, representing the difference between \$100,000 and \$74,000. Demand is made upon the Purchaser and surety for the amount of these damages.



#### Werner Kruger

The Government is entitled to retain all monies paid on a defaulted contract until such time as the amount of damages has been determined. The Government is then entitled to retain only that amount which makes it whole; it is not entitled to retain both the remaining timber/wood products and payments on the purchase price which are in excess of its damages. When the total market value of remaining timber/wood products exceeds the amount due on the contract, the defaulting purchaser receives credit only for the amount due. The Purchaser is not permitted a profit as a consequence of the contract default.

As an illustration, assume the same circumstances as shown in the preceding paragraph except that the remaining timber/wood products sold for \$110,000 rather than \$65,000. The Purchaser would be granted a credit of \$100,000 for the value of the remaining timber/wood products less the resale costs of \$1,000, plus \$10,000 for the sale deposit, resulting in a net credit of \$109,000. Since this is more than the total contract purchase price, the Purchaser would be given a refund of \$9,000, thus making the Government whole.

#### Section 12 – Hold Harmless and Responsibility for Damages to the <u>Government</u>

Sec. 12. Hold Harmless and Responsibility for Damages to the Government

Purchaser **agrees to hold the Government harmless** from any claim for damage or loss of property, personal injury, or death and **to be liable for any damage suffered, cost or expense incurred** by the Government which claim, damage, cost, or expense arise out of any operations under this contract and **result from any breach of contract or wrongful or negligent act or omission** of Purchaser, **Purchaser's contractors**, subcontractors, or employees of any of them. Purchaser shall pay Government for such damages after written demand therefore by the Contracting Officer.

#### **Mike Bechdolt**

Section 12 establishes that the Purchaser will hold the Government harmless from any claim for damage, loss, injury or death. Further, the Purchaser is liable for damage suffered, cost or expense incurred by the Government by reason of breach of contract or wrongful or negligent acts. The provision also requires the Purchaser to pay to the Government, on written demand, for such damage, cost or expense. Frequently, the Purchaser repairs the damage rather than making a payment for the damage incurred.

For example, the Purchaser may be negligent or derelict in the performance of their road maintenance responsibilities required by the contract and such negligence leads to a failure in the road. The Purchaser is responsible for such damage. The Purchaser must repair the road or must pay the Government for the damages and/or its costs to do the repair work. Another case might involve road construction which appears to meet contract requirements until a road failure reveals that related construction practices were, in actuality, wrongful or negligent. Under such circumstances, the Purchaser will be liable for the damages and repair costs even though the Contracting Officer may have accepted the construction in accordance with Section 18.

Significantly, the action leading to the damage must be by a breach of contract or wrongful or negligent act of the Purchaser, their contractors or subcontractors, or the employees of any of these.



#### **Two Scenarios:**

Question 1: A newly constructed road begins to develop a large sink hole once hauling commences and after being approved by the BLM. Upon close inspection, the BLM notices that stumps and slash were buried under the road bed in lieu of being hauled away. Is the Purchaser responsible for repairs at no cost to the government?

Question 2: A high-lead cable yarding tower tips over on a BLM timber sale during a difficult north bend operation. Both the Purchaser and the Government knew about this blind lead area at the prework. The Purchaser choose not to fall the timber in the blind lead area concurrent with the rest of the timber until the logging plan could be finalized for this area. The operations commenced. The contract administrator arrived one day to find out that the rest of the timber in the difficult area had been cut and they were now yarding it using a north bend system. A few days later, a turn gets hung up on a snag, two guylines snap on the tower, the tower snaps in two, and thousands of dollars of damages occur. Is the Government liable for damages?



#### **Vince Randall**

The measure of damages is prescribed in 43 CFR 9239.1-3. Damages are to be paid by the Purchaser upon written demand by the Contracting Officer.

This provision is not limited in application to timber or wood products trespass which occurs on the contract area, but may be applied to enforce payment for timber or wood products trespass damages which occur off the contract area, and in connection with operations under the contract. In the event a purchaser fails to pay demand for punitive damages, the case should be reviewed by the Regional Solicitor before making demand on the surety for the performance bond.

It is not practical to list all reserved other vegetative resources by species in Section 41, therefore, all other vegetative resources are generically reserved except those included in Exhibit B. This would "set up" the Purchaser to injure reserved other vegetative resources in the course of normal harvest operations. Hence, the last sentence of Section 13 establishes that such incidental injury is not considered to be a trespass?

## Section 14 – Protection of Roads, <u>Utilities and Improvements</u>

Sec. 14. Protection of Roads, Utilities, and Improvements
 Existing telephone lines, transmission lines, fences, ditches, roads, trails, and other improvements shall be protected as far as practicable in all phases of Purchaser's operations. All such roads and ditches shall be kept free of logs, slash, and debris resulting from Purchaser's operations. Damage to roads, utilities, and improvements shall be promptly paid for or repaired to a condition which, in the opinion of the Authorized Officer, is at least as good as the condition just prior to such damage.

#### Werner Kruger

Section 14 requires protection by the Purchaser of roads, utilities, fences, and improvements on the contract area during the course of any operations, and includes the protection of transmission lines, roads, trails, ditches, etc. Protection of roads, utilities and improvements is not limited to Government-owned roads, utilities and improvements, but includes private ownership as well. The provision states that damage to roads, utilities and improvements shall be promptly paid for or repaired by the Purchaser. Normally, damage to privately owned utilities is repaired by their owners and damages assessed the Purchaser. Damage to Government-owned improvements are generally repaired by the Purchaser to the satisfaction of the Authorized Officer.

This provision is broad enough to cover most improvements. However, if an improvement requires special protection, it should be covered by special instructions under Section 42, and the location shown on Exhibit A.





#### **Mike Bechdolt**

Section 15 is the basic provision of the contract relating to fire prevention and fire suppression on the contract area **and other adjacent Government lands** or Government lands used or traversed by the Purchaser in connection with operations under the contract. It places a direct responsibility upon the Purchaser to abide by applicable laws and regulations relating to fire prevention and suppression. In the absence of Federal laws or regulations specific to fire, the Purchaser must abide by the laws of the State within which the lands to be protected are located. In addition, the Authorized Officer may require the Purchaser to provide additional fire prevention or control measures at any time during the life of the contract when conditions for fire are hazardous and special precautions are necessary.

Section 15 requires disposal of logging slash in accordance with a plan approved by the Authorized Officer. The Authorized Officer must plan for and direct slash disposal in a manner which is consistent with the forest management objectives of the BLM as well as established air quality rules and regulations.

Since Section 15 covers fire prevention and suppression and slash disposal broadly, it is usually necessary to add special provisions under Section 42 to accomplish specific requirements. For example, when State laws or rules do not meet minimum

BLM requirements for fire equipment, the necessary equipment must be required under Section 42, or when special slash disposal methods are to be used, they must be set forth under Section 42. There may be applicable State law and requirements for fire prevention. There requirements can be repeated in the contract for the convenience of both parties.

So....A purchaser's equipment starts a fire. Who is liable for the suppression costs?

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	Oregon Dept Of Forestry Fire Prevention Laws: http://www.leg.state.or.us/ors/477.html				
	477.120 Liability of owner or operator. (1) Except as provided in subsections (2) and (3) of this section, the owner or operator of forestland is not subject to the obligations or penalties of ORS 164.335 and 477.740 or 477.066, 477.066 and 477.068 if.				
	(a) Forest patrol assessments are regularly paid for the forestland;				
(b) Such forestland is protected pursuant to membership in a forest protective association in accord					
	477.210, which association has undertaken the control and suppression of fires on such land as provided in the contract; or				
	(c) Such forestland is protected pursuant to cooperative agreement or contract under ORS 477.406.				
	(2) The provisions of subsection (1) of this section do not apply to such owner or operator if the owner or operator:				
	(a) Is willful, malicious or negligent in the origin or subsequent spread of a fire on such forestland;				
	(b) Has caused or permitted an operation to exist on such forestland and a fire originates thereon as a result of the				
	operation:				
	(c) Has failed to give notice to the forester pursuant to ORS 527.670 (6), has failed to obtain a permit for the use of				
	fire in any form or power-driven machinery pursuant to ORS 477.625 or has failed within the time prescribed in any order or				
	notice issued by the forester to reduce, abate, or offset any hazard determined to exist pursuant to ORS 477.062 or				
	477.580 and a fire originates on or spreads to the area on which such hazard exists and for which no release has been				
	granted pursuant to ORS 477.580 (3) or (4); or				
	(d) Has caused or allowed any burning, including burning regulated by ORS 477.013 or 477.515, whether or not a				
	permit has been obtained and a fire results from or is caused by such burning.				
	(3) Unless subsection (2)(a) or (c) of this section applies, the owner or operator shall not be obligated to pay that				
	portion of the actual costs provided in ORS 477.068 which are the ordinary costs of the regular personnel and equipment or				
	the forest protection district wherein the forestland is located.				
	(4) If subsection (2)(b) or (d) of this section applies and subsection (2)(a) and (c) of this section do not apply, the				
	owner or operator shall not be liable to the forester for fire suppression costs in excess of \$300,000.				
	(5) The provisions of subsections (3) and (4) of this section do not apply to the owner or operator if the owner or				
	operator fails to make every reasonable effort.				
	(6) For the purpose of subsection (2)(b) of this section, if a fire originates while an operation is in progress, there is				
	a presumption, under ORS 40.120, that the fire originated as a result of the operation. [Formerly 477.056; 1971 c.743 §385				
	<u>1973 c.46 §2; 1983 c.22 §4; 1989 c.615 §1; 1997 c.274 §48; 2007 c.847 §2]</u>				



# Section 16(a) – Construction, Use and Maintenance of Roads and <u>Facilities</u>

# Sec. 16. Construction, Use, and Maintenance of Roads and Facilities

(a) Subject to the written approval of and regulation by the Contracting Officer, Purchaser may: (1) construct and use any new roads and facilities not otherwise provided for in this contract, and (2) use any existing roads and facilities not otherwise provided for in this contract.

#### **Vince Randall**

Section 16 relates to the construction or use of roads and facilities not otherwise covered by the contract. The provision permits the Purchaser, subject to written approval by the Contracting Officer, to use roads in existence, the use of which is not otherwise authorized by the contract. The Purchaser may also construct roads, subject to the written approval of the Contracting Officer, which are necessary to their logging operation. Section 16(a) should be used to control the amount, location, and standards of purchaser-proposed roads.

This provision gives the Purchaser an opportunity to request use of alternate road systems for transportation of timber/wood products sold, and is often used for approval of temporary spur road construction when needed. Primary road use and construction requirements must be covered in Section 42.

#### Section 16(b) – Construction, Use and Maintenance of Roads and Facilities Sec. 16. Construction, Use, and Maintenance of Roads and Facilities (b) Except as provided in Sec. 12, Purchaser shall perform or pay for repair and maintenance of any road or facility used under the terms of this contract in accordance with the requirements of Sec. 42; *Provided, however,* that Purchaser shall **not be responsible for** maintenance or repair of wear or damage caused by third parties, or maintenance or repair which exceeds the standards of required maintenance shown in Sec. 42; and Provided, further, that Purchaser's responsibility under this provision shall not commence prior to the date on which Purchaser first begins operations and shall cease upon completion and written acceptance of all contract requirements other than slash disposal, except for maintenance and repair of damages resulting from Purchaser's slash disposal activities.

#### Vince Randall

Section 16(b) establishes the Purchaser's responsibility for maintenance or repair of the roads they use under the terms of the contract. Standards for required purchaser maintenance must be stated in Section 42. The Purchaser's maintenance responsibility begins at commencement of operations and ends at completion of operations, except for slash disposal. The Purchaser is not relieved of their slash disposal activity, or for maintenance and repair responsibility, during shut down periods occurring between operating periods. The Purchaser's maintenance and repair responsibility spans the time of total operations on the contract (not limited by the date of expiration of cutting and removal rights). **They should not be relieved of such responsibility for road segments or for roads in completed portions of the total contract area?** The Purchaser is not, however, responsible for repair of wear or damage when caused by third-party users or when the required maintenance exceeds the standards established under Section 42. Large slide

After the contract is approved, situations may arise where the Bureau is responsible for performance of certain road maintenance or repairs rather than the Purchaser. When appropriated funds are not available, the Contracting Officer may accomplish this work through the Purchaser by modification of the contract and reduction of the total purchase price. If the contract has been paid in full, a refund may be made in accordance with Manual Section 1374. If the maintenance or repair costs are excessive, as compared to the value of the road to the Government for administrative and/or public access, the Contracting Officer should consider the feasibility of cancellation of the contract. **Repairs to BST roads.**