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## Delivering Employment Diversity on an Offshore Oil Project

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### Abstract

There is a growing need to ensure that local areas receive a share of the jobs and business associated with upstream petroleum industry activity. In the case of Husky Energy's White Rose oilfield project in Newfoundland and Labrador, Canada, there is a government requirement to provide employment and business opportunities not only to residents of Newfoundland and Labrador, and other Canadians, but also to women, aboriginal peoples, visible minorities and persons with disabilities.

This paper describes how this requirement is being addressed by the White Rose Project Diversity Plan. The plan uses a non-prescriptive approach, allowing Husky and its main contractors to develop targets and initiatives that are appropriate to their organizations and activities, and to labour market constraints. It employs an iterative process whereby they establish annual diversity targets and monitor success in meeting them, leading to the establishment of new targets. The plan also seeks to foster a 'diversity culture' within project companies, and it emphasizes collaboration between Husky, its contractors and community groups, so as to access different networks and share expertise and lessons. These approaches may have application to employment and business diversity requirements on other projects worldwide.

### Introduction

It is increasingly necessary, in almost all parts of the world, to ensure that local residents receive economic and social benefits associated with upstream petroleum industry activity. This requirement may result from corporate reputation concerns, a commitment to corporate social responsibility, and the demands of international financial institutions, local partners, regulators or local communities and populations. It may lead to individual initiatives or to the development of a benefits plan, impact and benefits agreement, or similar formal

mechanism for delivering employment and business opportunities to the local population.

In the case of Husky Energy's White Rose oilfield development project in Newfoundland and Labrador, Canada's easternmost province, there is a government requirement to provide jobs not only to residents of the province and other Canadians, but also to women, aboriginal peoples, visible minorities and persons with disabilities. This paper describes this requirement and how it was addressed. It includes discussion of the challenges associated with delivering diversity on such a project, the approaches used in responding to them, how the plan works, and progress to date. While a number of constraints and difficulties are identified, the plan is seen as being a useful model for diversity initiatives elsewhere.

### The White Rose Diversity Requirement

The White Rose project involves the development and operation of a floating production, storage and offloading (FPSO) vessel to produce the 200 to 250 million-barrel oilfield on the Grand Banks. While the FPSO's hull is being built by Samsung in South Korea, and the turret by SBM Canada in Abu Dhabi, many of the topsides components are being fabricated, and the topsides installed, in a shipyard and related fabrication facility in Marystown, on the south coast of Newfoundland. The provincial capital, St. John's, is the location of development phase engineering design and management work, and it will be the support base for the project during the 10 to 15 year production life of the field.

Under the 1986 federal and provincial *Atlantic Accord Implementation Acts*<sup>1</sup>, which provide the regulatory framework for petroleum activity in Newfoundland and Labrador waters, the proponents of development projects must submit a Canada-Newfoundland Benefits Plan. This must describe the proponent's commitment to, and plans concerning, the employment of Canadians and, in particular, residents of the Newfoundland and Labrador, and the participation of Canadian and, in particular, Newfoundland and Labrador, businesses in the provision of goods and services. Under the Acts, the Canada-Newfoundland Offshore Petroleum Board (CNOBPB), which regulates all offshore activity, may require that "any Canada-Newfoundland benefits plan include provisions to ensure that disadvantaged individuals or groups have access to training and employment opportunities and to enable such individuals or groups or corporations owned or cooperatives operated by them to participate in the supply of goods and services used in any proposed work or activity referred to in the benefits plan."<sup>2</sup>

There has been longstanding interest in the involvement of economically disadvantaged groups, and especially women, in the Newfoundland and Labrador offshore petroleum industry. This has included concern about the participation of women in earlier projects. For example, an analysis of their participation in the construction of the Hibernia production platform, from 1990 to 1997, concluded that ‘formal attempts to integrate women were limited in their scope and implementation, and undermined by informal practices and day-to-day interactions in the workplace... All parties in the Hibernia construction project – the proponent, contractors, unions, and the federal and provincial governments – bore responsibility for the failure to adequately provide for the training, recruitment and occupational integration of women.’<sup>3</sup>

Such concerns led, in 1997, to the establishment of the Women in Resource Development Committee (WRDC), with a mandate to foster an environment that will increase the participation of women in the trades and technology sectors in Newfoundland and Labrador. It works to increase women’s access to training, educate the general public, and develop policies that promote the involvement of women in the natural resource and trades/technical industries. This has included an emphasis on the growing Newfoundland and Labrador offshore petroleum industry.

The WRDC and other groups intervened in White Rose project approval process in 2001, describing their concerns about earlier projects and calling on the Commissioner and CNOBP to intervene to address the issue of women’s participation. In particular, it proposed that the CNOBP, with input from WRDC: develop gender equity terms of reference and guidelines for the project, identify specific undertakings that would be required of its proponents, and provide a mechanism to monitor compliance with these terms of reference and undertakings.<sup>4</sup> In response to these concerns, the CNOBP’s White Rose Project Decision Report, released in December 2001, included a condition that Husky “submit a report for approval by the Board describing its approach to affirmative action as contemplated in subsection 45(4) of the Legislation.”<sup>5</sup>

In responding to this requirement, Husky worked with local consultants to develop a project Diversity Plan.<sup>6</sup> It was prepared in consultation with senior Husky management, contractors, regulators and community groups, and with strong support from the Project Manager, and builds on commitments in the project Canada-Newfoundland Benefits Plan. This includes commitment that Husky’s corporate Workforce Diversity Policy will be enforced throughout the project, with all contractors operating or hiring in Canada having to act in a manner consistent with it. Under this policy, Husky Energy:

- Is committed to building a work environment that is free of discrimination and harassment;
- Will ensure that its employment policies are implemented in a fair manner and are free of discrimination and barriers;
- Is committed to the principle of fair representation of the designated target groups at all levels of the organization; and

- Will take special measures to facilitate the full participation of under-represented designated groups at all levels of the organization.<sup>7</sup>

The corporate Diversity Policy uses a very broad definition of diversity, stating that it ‘can take many forms: differences in training, experience, gender, age, ethnic background, work or communications styles, and so on.’ However, in line with a Decision Report reference to the federal *Employment Equity Act*, the Diversity Plan focuses on the four groups designated by it: women, aboriginal peoples, visible minorities, and persons with disabilities.

### Challenges

Diversity and equity plans are increasingly common in the petroleum and other industries. However, the White Rose Diversity Plan had to address a number of challenges resulting from the nature of the project and local labour market:

- Unlike most diversity or equity plans, which deal with a single employer, the White Rose plan applies to multiple companies, with only a small minority of project employees working directly for Husky;
- It had to deal with both the construction and operations phases, each of which involves different activities, companies, workplaces, working environments, skills and employees;
- In the construction phase, engineering and construction workers and companies are involved in relatively short-term activity, while the operations phase provides longer-term employment and business opportunities;
- Both phases involve a mix of Canadian and non-Canadian (including British, Danish and South Korean) companies with different national and business cultures, which may result in their using different approaches to human resources and contracting issues;
- Some companies are unionized and, notwithstanding *Atlantic Accord Implementation Act* provisions that specify that a union agreement may not frustrate access to training and employment by disadvantaged individuals, this complicates and constrains diversity initiatives;
- Some personnel work only part-time on the White Rose project, combining it with work on other projects; and
- There is only a limited local availability of designated group members, with appropriate training and experience, in some occupational categories.

It should be noted that the characteristics of the Newfoundland and Labrador labour market are such that the main diversity concern is providing employment and business opportunities to women and, to a lesser extent, persons with disabilities. Very few aboriginal people live on the Island of Newfoundland, where the province’s petroleum activity is occurring, with the Innu and Inuit people of mainland Labrador having only very limited interest in, or capabilities to offer, the project. Furthermore, Newfoundland and Labrador has been by-passed by most of the main immigration waves to North America since the mid-nineteenth century, and most of the relatively small numbers of members of visible minorities

hold professional positions in public services or industry. As a result of this local demographic context, and the associated lobbying of community groups, White Rose diversity planning has primarily been concerned with women.

Given this focus on women, the project has been challenging because it involves the cultures of the petroleum and construction industries. While both can claim, with some justification, to have made progress respecting employment equity, both have histories of excluding and marginalizing women. The petroleum industry developed out of the Southern USA and then the Middle East, and operating and contracting companies have been noted for a culture that is unsupportive of women in male-dominated occupations. In the case of offshore activity, this may have been reinforced by the strong involvement of personnel from the merchant marine and military, and by the high levels of occupational mobility of senior personnel, which have reinforced a independent male breadwinner and female homemaker model of gender roles.<sup>8</sup>

A number of authors have commented on this and the implications for the employment of women.<sup>9</sup> Surveys of offshore petroleum workers in the North Sea, Canada and Australia have shown that only 0.1% to 5% are women, although the number working in the Norwegian offshore has seen slow increase.<sup>10</sup> Hellesoey<sup>11</sup> found that women comprised 17% of women on the Statfjord platforms in the early 1980s, while Parkes<sup>12</sup> cites more recent data that show that 3% of United Kingdom offshore workers, but 16% of those in Norwegian waters, are women. The construction industry has also been slow to involve women in male-dominated occupations. For example, as of 2001, only 1% of the membership of the Newfoundland and Labrador Construction Trades Council, which represents sixteen construction unions, were women.

A 2000 survey of 135 petroleum industry companies in Newfoundland and Labrador, including many involved in construction and fabrication, found that women's involvement was increasing. However, they still only comprised about 1.5% of employees in male-dominated occupations, with a range from 0.6% to 7.5%.<sup>13</sup> Membership data for the Professional Engineers and Geoscientists of Newfoundland and Labrador show women comprise 22% of the student engineers but only 5% of Professional Engineers, and 13% of student geoscientists but only 7% of Professional Geoscientists.<sup>14</sup>

## Principles

The White Rose Diversity Plan, which was approved by the CNOPB in August 2003, uses a number of approaches in responding to these challenges. In particular, it is non-prescriptive, allowing Husky and its main contractors to develop targets and initiatives that are appropriate to their organizations and activities, and to labour market constraints. The plan spells out a number of principles that underlie it and shape the approach it uses:

Diversity, not just Equal Opportunity. Consistent with the applicable legislation, the plan is about more than just removing discrimination and bias in employment and contracting policies and practices. It is a proactive initiative that seeks to use a range of interventions to increase the

representation of the designated groups and their businesses in the project labour force and contracts.

**A Diversity Culture.** The petroleum industry has come to recognize that occupational safety can only be achieved when the companies involved have a 'safety culture.' The plan argues, in like manner, that diversity can only be achieved if the project companies develop a 'diversity culture,' whereby it is encouraged and supported by all their personnel. The aim is to ensure that diversity is a normal part of doing business for all project companies.

**Small Steps/Large Results.** It makes sense to concentrate the effort in achieving diversity in areas where the potential for change, measured quantitatively (for instance, in terms of the numbers of jobs), is greatest. However, implicit to the concept of a diversity culture is the idea that it has effects throughout the project. This is very desirable, because even small initiatives can yield major benefits. For example, a small increase in a designated group's representation in all or part of a company can provide examples and role models that can have significant long-term effects.

**Diversity Throughout the Value Chain.** The plan applies to Husky itself and its numerous White Rose contractors and subcontractors. While Husky has the lead responsibility for developing and implementing the plan, this responsibility is shared with the main contractors, which must both meet its requirements and seek to have their subcontractors meet them.

**Working Together.** Many of the companies involved in the White Rose project have experience in addressing diversity. This includes some that are registered under Canada's Federal Contractors Program, which obliges them to adopt employment equity or other diversity initiatives. Others, such as Schlumberger, have a longstanding reputation for their global employment diversity activities. However, there are also companies that are relatively small and inexperienced in addressing diversity concerns. Accordingly, the plan includes initiatives that facilitate an exchange of information among different companies working on the project, such that they can learn from each other.

**Working with the Community.** Various community groups and federal and provincial government agencies represent the local employment and business interests of the designated groups. Their specialized information and networks allow them to advise and assist in achieving diversity throughout the project. Their input contributed to the development of the plan and they are important partners in its implementation. Contact information for these groups is included as an appendix to the Diversity Plan.

## How the Plan Works

The plan describes, first, the organizational requirements Husky and the main project contractors (selected on the basis of the amount of project work they are undertaking or subcontracting in Canada) have to satisfy in order to integrate diversity into the way they do their White Rose business. It then outlines the plan's target setting, monitoring and reporting process.

### ***Organizational Requirements***

Integrating diversity into the way project companies do business requires the leadership of senior management and the full commitment of all personnel responsible for employment, training, and the contracting of goods and services. In order to integrate diversity fully into the project, Husky and each of the main contractors are required to: assign overall responsibility for diversity to a senior manager, assign specific areas of responsibility to key managers and other personnel, establish a budget and resources, and establish targets and a monitoring mechanism.

### ***Setting Targets***

The Diversity Plan recognizes that setting targets is necessary if diversity initiatives are to be effective, and their effectiveness measured. It employs an iterative process whereby Husky and the main contractors establish annual targets and monitor success in meeting them, leading to the establishment of new targets for the following year. They are required to assemble and review data on diversity and put in place and commit to 'reasonable but ambitious' annual *outcome* and *process targets* to be achieved for the designated groups.

*Outcome Targets* are numerical measures of change to be achieved over the year ahead. They can measure change in designated groups' shares of any or all of the following:

- Positions in the workforce, as a whole and within specific occupational categories;
- Hires, including for full time, part time and contract positions;
- Cooperative student work terms;
- Promotions;
- Special assignments or other forms of employee development; and
- Resumes in a company database.

*Process Targets* are the actions that the company will take over the course of the year to support the outcome targets. They include actions with respect to a number of key diversity issues: information and communications, employee recruitment and selection, employee development, workplace environments, and contracting goods and services. These issues, and some appropriate actions discussed in the Diversity Plan, are outlined later in this paper.

### ***Monitoring and Reporting***

Husky and the main White Rose contractors have to monitor their own success in meeting these targets. In addition, two formal mechanisms track diversity on the project and report on it to the regulator and other stakeholders. These are quarterly and annual employment reports, and annual Diversity Reports.

In the first case, White Rose contractors provide gender-based employment data to Husky on a quarterly basis as part of the standard benefits reporting process. These data form the basis of quarterly and annual reports to the CNOBP, and are made publicly available on the project website ([www.huskywhiterose.com](http://www.huskywhiterose.com)) and in public information materials.

Husky and each of the main contractors also prepare annual Diversity Reports. These build on the above employment data so as to review progress in achieving diversity over the past year, and establish targets for the year ahead. In the first case, the report describes the past year's trends and the current situation, including information on changes in the gender composition of their workforce and, where possible, the numbers of members of other designated groups. The reports also describe such things as the composition of resume and contractor databases and the types of companies awarded contracts. They also list the diversity initiatives implemented over the course of the past year, compare the past year's achievements with the targets set for it, and establish the process and outcome targets for the year to come.

The Diversity Reports are reviewed by Husky, which provides the CNOBP with an annual report summarizing diversity achievements and targets. In addition, a White Rose Project Diversity Committee (which is comprised of Husky project and corporate human resources personnel, and representatives of the main contractors) reviews and discusses aggregate information on diversity, including the overall achieved levels and targets. Lastly, Husky holds an annual Diversity Plan Workshop, which reviews diversity information and initiatives with its main contractors and other stakeholders, including community groups, the CNOBP and other government agencies. A summary report of the workshop is submitted to the CNOBP and posted on the project website.

### ***Diversity Issues***

The plan outlines five key issues that are critical to meeting its objectives and requirements: information and communications, employee recruitment and selection, employee development, workplace environments, and contracting goods and services. It includes both an outline of these issues and, for each of them, a checklist of the types of actions that have been found effective by other companies engaged in similar activities. These issues and sample actions are outlined below.

**Information and Communications.** The content and means of provision of company information can play a major role to play in achieving and supporting diversity. It is important that representatives of the designated groups are represented in promotional, motivational and information materials, including handbooks, newsletters, posters and websites, and they use gender-inclusive and culturally sensitive language

**Employee Recruitment and Selection.** While the characteristics of the project workforce will to some degree reflect those of the labour market, and of prospective new entrants to it, the recruitment process can either reinforce or counter any under-representation of the designated groups. There is, accordingly, a need to ensure that recruitment procedures encourage representatives of designated groups to apply, and that selection processes ensure that those who do apply are considered for all positions for which they are or can be qualified. Companies may also need to: work with training institutions to include designated group candidates in regular and coop student positions; work with community groups to

identify and encourage designated group candidates; implement a voluntary self-identification form for resumes and applications; and, monitor the gender of persons with resumes on file.

**Employee Development.** Representatives of designated groups must be encouraged to, and assisted in, developing their capabilities and achieving promotion. Appropriate actions in addressing this issue include ensuring that the design of training initiatives gives consideration to the participation of designated groups, and developing a strategy to increase their representation in management through mentoring, special assignments, management training, the creation of junior management bridging positions, and targeting specific management positions for them.

**Workplace Environments.** The work environment, and the presence of policies that address harassment and other issues, can be critical to retaining representatives of designated groups in the workforce. Appropriate actions include establishing respectful workplace guidelines and a harassment policy and process. Special consideration must be given to any offshore workplaces, especially when it comes to the employment of women. This may require initiatives that address gender issues related to such things as personal privacy, recreation and leisure opportunities, and the availability of appropriate tools and equipment.<sup>15</sup>

**Contracting Goods and Services.** Various approaches can be used in seeking to assist members of designated groups, or groups or corporations owned or cooperatives operated by them, in supplying goods and services. For examples, companies can liaise with community groups and government agencies regarding bidding opportunities, and advise potential contractors that, as is the case with health and safety and environmental performance, diversity will be a criterion used in scoring bids.

### **Plan Implementation**

The CNOPB approved the White Rose Diversity Plan in August 2003 and, at the time of writing, work is underway on many of its components. Husky has held an initial meeting with the main contractors to introduce them to the plan and its implementation. Husky and the contractors have prepared their 2003 Diversity Reports and the first Diversity Plan workshop has recently been held. Husky has also held a networking workshop that brought together the contractors and the community groups with resources and information that should be helpful in implementing diversity initiatives. This allowed an exchange about the roles and activities of the different participants, facilitating the implementation of the plan's principle of 'working with the community.' Lastly, the Diversity Plan has been made publicly available on the White Rose website.

However, a number of challenges have emerged during the development and early implementation of the plan. Many of them relate to delays in its completion and implementation. While senior management at Husky are committed to promoting employment diversity, oilfield development projects are always very demanding of management resources, and this is especially the case in an environment that seeks to keep costs under tight control. Any initiatives that are tangential to the main goals of completing

the project on time, in budget and in a safe and environmentally responsible manner are likely to be given a lower priority. The Diversity Plan request for proposals, the contract award, the completion of the plan, and its approval by the CNOPB were all delayed, and plan implementation did not start until the late Summer of 2003.

This was about a year after project construction work started and hence after much of the construction phase hiring had been done. This reduced the opportunity to intervene in terms of new hiring, especially for construction work, and required that a greater emphasis be placed on the operations phase and succession planning. The delay also meant that some work practices and cultures were established before plan implementation started, providing additional challenges when it came to introducing new approaches and establishing a diversity culture.

The delay also required an increased emphasis on contractor consciousness raising and education. As was noted above, some companies such as Schlumberger are proactive in the area of diversity. Some others, however, have little interest or understanding and view diversity requirements (and, often, local benefits requirements in general) as little more than a hindrance to business. This is the case with some construction phase companies that only had a short-term commitment to the project and working in Newfoundland and Labrador.

Developing diversity cultures takes time. It is not clear how much progress can be made during the construction phase, given its relatively short duration and the demands it places on the companies and managers involved. However, the presence and implementation of the plan, together with the support and reinforcement provided by community and government agencies responsible for diversity issues, are putting in place attitudes and approaches that seem likely to have important longer-term effects, while already delivering benefits to some individuals. This is likely to affect both subsequent Husky Energy projects, and other projects on which its White Rose contractors work.

Making further progress will require more effort and commitment by all concerned. This includes a greater degree of entrepreneurship on the part of community groups. There was some initial cynicism about the diversity planning process, and this has been reinforced by the delays that have occurred. This may have led to some community groups being relatively passive in their dealings with the companies involved, and Husky is now encouraging these groups to approach companies to offer advice or programs.

### **Conclusion**

The White Rose Diversity Plan has been shaped by the characteristics of the project and the local labour market. In the former case, this includes the challenges presented by the cultures of the petroleum and (in the development phase) construction industries. In response, the plan uses a non-prescriptive approach, allowing Husky and its main contractors to develop targets and initiatives that are appropriate to their organizations and activities, and to labour market constraints. It employs an iterative process whereby companies establish annual diversity targets and monitor success in meeting them, leading to the establishment of new targets. Lastly, it seeks to foster a 'diversity culture' within

project companies, and it emphasizes collaboration between Husky, its contractors and community groups, so as to access different networks and share expertise and lessons.

Given the characteristics of the local labour market, the plan focuses on women and, to a lesser extent, persons with disabilities. However, the approaches used in the White Rose Diversity Plan are likely appropriate to other projects, settings and groups. In particular, they may be applicable when there is a need to deliver employment and business opportunities to aboriginal and indigenous peoples, visible minorities, and religious minorities. This may be beneficial from resource access, corporate reputation and corporate social responsibility perspectives.

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