DOE PROJECT MANAGEMENT NEWS

Promoting Project Management Excellence

JANUARY 2022

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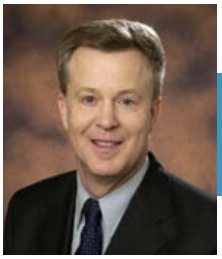


Director's Corner

Welcome back, and Happy New Year! As we kick off another year, I hope everyone had an opportunity to spend some quality time with family and friends during the holiday season. As we enter 2022, it looks like another exciting year for the project management community.

Looking across the complex, there are multiple projects that will transition from the planning phase to the execution phase this year. Some major systems projects transitioning include NNSA's Enhanced Capabilities for Subcritical Experiments Advanced Sources and Detectors (ECSE ASD) Project ($500M – $1.1B) and the Los Alamos Plutonium Pit Production Project (LAP4) Subproject 2, 30 PPY Base ($1.35B – 1.95B), both of which will achieve CD-2/3 *Approve Performance Baseline/Start of Construction*, and the Office of Science's Proton Improvement Plan-II (PIP-II) project ($978M) which will transition from CD-2, *Approve Performance Baseline*, to CD-3, *Approve Start of Construction*.

Hopefully, 2022 provides enhanced understanding, at least in terms of "project management speak." The terms *budget* and *funds* are frequently used interchangeably. In project management, however, they are not synonyms. Learn more about the distinction in the article on Page 2.

When it comes to project management, it's easy to feel overwhelmed by data. By targeting key performance metrics, you can quickly focus on the information you need to make proactive, informed decisions. See the article on Page 3 for some tips on how a few key metrics can improve your project execution awareness, understanding, and *Empower* your decision making.

Management reserve (MR) is that portion of the total contract budget base (CBB) set aside by the project manager at the beginning of the project to provide budget for management control purposes. You can learn more about the proper uses of MR in the article on Page 6.

As a reminder, we want to make sure this newsletter is meeting your needs and providing you with the latest information in the DOE project management community. If you would like to contribute an article or if you have feedback for us, please contact our editor, Linda Ott at Linda.Ott@hq.doe.gov or by phone (240) 474-7721.

Keep Charging!

Paul Bosco

Budget Versus Funds Clarified

Daniel Goldsmith, Office of Project Controls (PM-30)

The terms budget and funds are frequently used as if they are synonyms. The program management perspective looks at the project budget as those funds which have been appropriated and authorized to plan and execute the program. That differs from the earned value management (EVM) perspective in which budget is a target value based on an estimate of the resources required to perform a project's work (e.g., current quotes from vendors, engineering and manufacturing standards, parametric data, historical actual costs from previous similar work and expert knowledge). Project managers use the term "budget" for planning and performance measurement purposes but always must consider "funds" from the perspective of risk since, even if the funding profile and baseline budget initially align, schedule delays, poor performance or scope creep will result in needing additional funding.

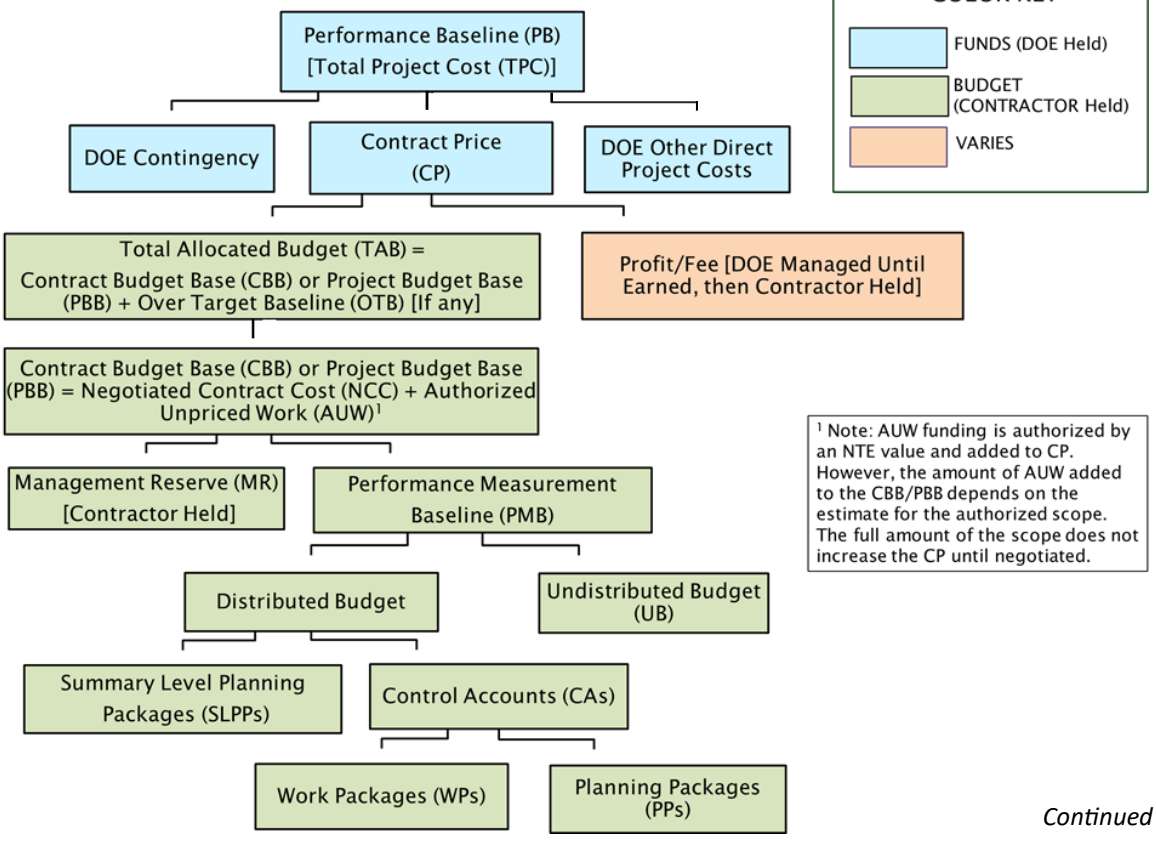
From an EVM standpoint, the amount of funds expended for completed work, the amount of funds required to complete the work remaining, and the total amount of funds that will be required at the project's completion are the actual cost of work performed (ACWP), the estimate to complete (ETC), and the estimate at completion (EAC), respectively.

Budget, in EVM terms, represents the planned cost, as in budgeted cost for work scheduled (BCWS). The practice of using budget and funds interchangeably often results in a non-compliance with the EIA-748 EVMS standard (ref. Guide G 413.3-10A, section 2(g)(2)). Funds represent the actual (real) monetary value. Per the Guide "Funds are a *monetary resource* provided to pay for completing a statement of work as agreed to contractually."

So why are the terms so often confused? The terms' definitions are provided above, but this does not necessarily explain their similarities and differences. While funds are the actual money being used to pay for the work being done, or money required for work that needs to be done, budget is used to establish a time-phased estimate known as the performance measurement baseline (PMB). The PMB consists of lower segments of work activities required to meet scope, the schedule start and completion dates for those activities, and the resources and dollar budgets, along with performance measurement techniques for the activities. See Figure 1 for a visual perspective on the breakdown of funds and budget.

Beyond their differences, budgets and funds have a symbiotic relationship. Not only are budgets used to estimate and plan the work, but they are pivotal in using a backward-looking analysis to predict future funds required.

Figure 1. Breakdown of Funds and Budget



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This factor is needed and essential in projecting how much actual money (a.k.a. funds) will be needed to pay for the project. It's also a key piece of data that can be used for estimating future project and program budgets. Performance measurement calculations and trends derived from this analysis should be compared to the funding allocations to ensure there will be enough money to pay for the project through completion. Statistical EAC's using a combination of various cost and schedule factors applied to remaining budgets plus actual costs provide a means for projecting the project's most likely estimate at completion based on cost and schedule performance. (See PM Newsletter EAC articles from July 2020 and August 2020.)

Common issues indicating an EVMS is out of compliance, relative to this area, include budget changes when funding only contract modifications are processed, budget adjustments to force an alignment with funding, and EAC adjustments to align with funding. These adjustments should not occur. Some examples when budget changes should occur include the following: scope additions or subtractions from the project and contract, movement of Management Reserve (MR) to the PMB for in scope changes, and internal replanning to deal with significant changes to how the work will be accomplished. In these instances, budget changes are justified and should follow the procedures laid out in the contractors' approved EVM system description. It can be particularly confusing when out year funding profiles are changed due to programmatic adjustments or with an umbrella (M&O) contract modification.

These new funding profiles force adjustments in the work schedule and a change to the budget is then justified and may be accompanied by a baseline change proposal to modify the performance baseline.

The differences between budgets and funds are key to understanding and analyzing performance measurement, especially when required to estimate the actual dollars needed to pay for a program. Per DOE O 413.3B, Appendix C, p. C-10: "The Department will adopt project management control best practices equivalent to those implemented by the Department of Defense (DoD)." A DoD best practice for major systems acquisition management is to address its funds management stewardship using the Contract Funds Status Report (CFSR) to provide funding data for analysis. The use of the CFSR and the Integrated Program Management Report (IPMR) in tandem provide the necessary means to track and manage funds and budget respectively in an integrated manner while understanding the need for keeping them separated. This separation is not only vital to ensure the EVMS complies with the EIA-748 Standard, but it is also critical project managers understand what they each represent as well as how they can be used together.

Please reference the following EVMS Snippets for additional information: Budget vs Funds and the Performance Measurement Baseline (PMB). As always, please also contact PM-30 with any questions.

Performance Metrics: What To Key On For A Project In Execution?

Andy Buzbee, Office of Project Analysis (PM-20)

"*What is measured improves*" is a famous quote by Peter Drucker, a well-known business consultant and educator. Measuring performance is applicable in the construction project management world as much, if not more, than any other area. This article examines several performance metrics which are highly useful for assessing the overall health of a project in the construction phase (i.e., between critical decision (CD)-3, *Approve Start of Construction or Execution,* and *CD-4, Approve Start of Operations or Project Completion).* Within DOE, the primary performance metrics methodology is use of the earned value management system (EVMS) as referenced in DOE-PM-SOP-05-2020[1].

The *Empower* module of the Project Assessment and Reporting System (PARS) is the readily available application tool for EVMS analysis for all Departmental projects that fall under DOE O 413.3B, *Program and Project Management for the Acquisition of Capital Assets.* EVMS is recognized as an extremely useful tool for many reasons and is generally a contract requirement for projects that fall under DOE O 413.3B. One of its most significant benefits is the ability to provide early warnings of potential delays and cost overruns.

[1] DOE-PM-SOP-05-20, Earned Value Management System (EVMS) and Project Analysis Standard Operating Procedure (EPASOP), 1/14/2020

Continued on Page 4.

As a project progresses through critical milestones between CD-2 and CD-4, and even after CD-1, *Approve Alternative Selection and Cost Range*, the performance data must be evaluated and leadership must be given timely and accurate information regarding project schedule and cost status, including predictive forecasts based on performance to date so that corrective actions may be taken to rectify problems, enforce healthy actions, assess to the performance measurement baseline (PMB), and keep a project within its approved performance baseline (PB).

An EVMS Refresher of the Basics

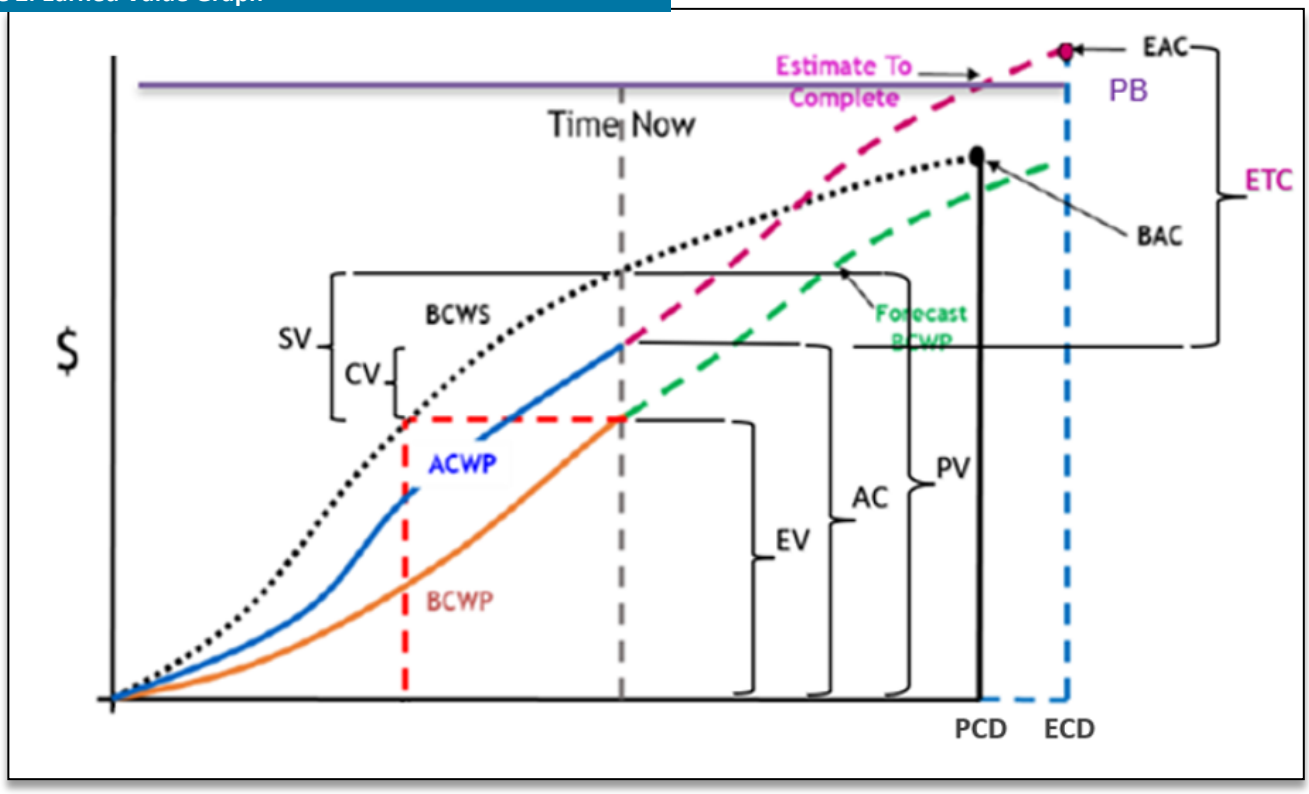
A standard cost vs. time graph as shown in Figure 2 can be used to reveal critical information needed to perform a thorough analysis of project performance. Close study of this graph reveals critical parameters required to assess the health of a project. The budgeted cost of work performed (BCWP) represents the earned value (EV) to date at the "Time Now" line. Budgeted cost of work scheduled (BCWS) represents the planned value (PV) of the baselined work scheduled at the "Time Now" line, and the actual cost of work performed (ACWP) represents the actual cost (AC) of work to date (at "Time Now" line). Schedule and cost variances and performance indices derived from EV, PV, and AC are the keys to comprehensive analysis of project performance and, from these, the estimate to complete (ETC) and the estimate at completion (EAC) can be determined and assessed, two other critical predictive metrics.

The formulas for these are as follows: cost variance (CV) = EV – AC, schedule variance (SV) = EV – PV, cost performance index (CPI) = EV / AC, and schedule performance index (SPI) = EV / PV. The budget at completion (BAC) is defined as the sum of the BCWS (also as the total budget planned to accomplish the work defined for the project), and the estimate to complete (ETC) can be calculated as follows: ETC = (BAC – EV) / CPI. The EAC is generally estimated with the following two formulas: EAC = BAC / CPI or EAC = AC + ETC. It should be noted that negative variance and performance index values are considered unfavorable (i.e., over cost, behind schedule) and positive values are favorable (i.e., under cost, ahead of schedule). The planned completion date (PCD) and estimated completion date (ECD) are also shown on the time scale in Figure 2.

Practical Use of Performance Metrics

Obviously, continual revision of the EAC becomes critical once a project encounters delays and cost overruns, particularly late in the construction or execution cycle. Two questions that must be addressed for an under-performing project are: *Will the EAC cross the Performance Baseline (PB) budget limit*? And if so, *when will the PB funding limit be reached*? Two tools in the EVMS toolbox that are useful for answering these questions are variance analysis and trend analysis.

Figure 2. Earned Value Graph



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Variance analysis involves the identification and explanation of the top cost and schedule drivers and typically relies on cumulative information. The desired outcome of variance analysis is to determine the root cause(s) of poor performance and identify any corrective action(s) required to mitigate or correct the variance(s) and minimize their impact on the remaining work. Some examples of potential sources of delays and cost overruns are shown in Figure 3.

Figure 3. Possible Root Cause Sources of Schedule and Cost Variances

	Schedule Variance	Cost Variance
Unfavorable	• Lack of resources due to… • Late vendor deliveries because… • Rework required due to… • Work more complex than expected because… • Unclear requirements in the areas of…	• Work is more complex than expected because… • Extensive Design Review comments have resulting in… • Material price escalation due to… • The estimate was understated because…
Favorable	• Increased efficiency due to… • Work less complex than anticipated in the areas of… • Few revision and rework because… • Subcontractor ahead of schedule because…	• Efficiencies being realized because… • Used less expensive resources to accomplish the work and… • Negotiated a lower price with the supplier due to… • The new Computer Aided Design system reduced the time required…

One of the challenges of variance analysis is to effectively separate a symptom from a root cause, and the "5 Whys" method can be used to explore cause/effect relationships with the goal of determining a root cause of a problem. Trend analysis is also used to delineate between short-term effects versus longer-term and possibly systemic problems, which have potential for longer lasting impacts to project performance. Trend analysis involves comparison of CPI and SPI indices for a specific reporting period (usually monthly) to the same metric in previous reporting periods. Trend analysis can capture the rate of change for either the CPI and SPI indices and can be used to predict an outcome based on the amount of work and time remaining. The BEI is a schedule-based metric that calculates the ratio of the number of baseline tasks completed to those that were planned to be completed for a specific period. The CEI calculates the ratio of the tasks actually completed to those that were planned for a specific period. Trend analysis of the baseline execution index (BEI) and current execution index (CEI) can also reveal project performance indicators independent of EVMS data, which might not otherwise be identified. For example, a contractor could focus on a few high value activities and earn value for these while placing less emphasis on smaller value activities resulting in strong EVMS indices; use of BEI and CEI can reveal the progress of all activities

Putting All the Data Together

Before one can confidently assess a project's future performance, the project controls and EVMS data integrity must be validated, the schedule health must be confirmed, and the external factors that could impact future performance must be considered. Examples of external factors are seasonal changes to productivity, localized skilled (craft) labor shortages, demand for exotic materials, and logistic delays for specialized components.

DOE-PM-SOP-05-2020 addresses detailed data validity reports, instructions to assess schedule health, and acceptable retroactive changes to EVMS data, all of which are beyond the scope of this article. You are encouraged to review DOE-PM-SOP-05-2020 and explore these capabilities. Reviewing the history of EVMS data and the monthly reports is essential to perform root cause analysis (RCA) and to identify schedule and cost drivers, sometimes existing at the lowest work breakdown structure (WBS) levels. After a root cause has been identified and managed/mitigated, the project's risk register and analysis must be revised to reflect new conditions. Sensitivity analysis of a schedule and cost driver can also be used to bound the extent of adverse impact using the Quantitative Risk Analysis (e.g., Monte Carlo analysis) model.

At the end of the day, detailed analysis of EVMS information and accurate CPI, SPI, BEI, CEI and EAC calculations are the keys for early identification of unfavorable performance as well as favorable performance. The PARS *Empower* tools makes this analysis much easier as it automates the metrics calculations and trend analysis. Skillful use of EVMS metrics is also paramount for root cause analysis and for the necessary corrective actions to assess against the PMB and to keep a project within its performance baseline.

For more information on performance metrics, the use of *Empower*, DOE-PM-SOP-05-2020, or any other aspect of this article, please contact your assigned PM-20 Project Analyst.

Management Reserve: What Is It And How Is It Used?

Daniel Goldsmith, Office of Project Controls (PM-30)

Management Reserve, or MR as it is often referred to, is that portion of the total contract budget base (CBB) (or project budget base (PBB)[1]) that the contractor does not distribute as budget for the activities in the performance measurement baseline (PMB), but rather, sets aside at the beginning of a project and holds at the contract (or project) level for management control purposes. Since MR is not part of the PMB, it carries no associated scope in the plan. Use of MR must follow certain rules defined in a contractor's Earned Value Management (EVM) system description that meets the intent of the Electronic Industries Alliance (EIA)-748 EVMS Standard.

Contractors normally withhold MR for two purposes. The first is when MR is set aside as a project manager challenge to control account managers (CAMs) to efficiently perform their assigned work. The second use for MR is to provide budget for unanticipated in-scope project requirements that will impact the future effort. Contractors determine a reasonable amount of budget needed for unanticipated tasks such as risk mitigation activities and realized risks. When these situations arise, MR gives the project manager the ability to allocate budget to the PMB for unplanned work and still derive cost and schedule performance indices to forecast Estimates at Completion (EACs). In short, MR simultaneously provides an incentive to do the job for less and for future unknown requirements within the scope of the project and contract.

Allowable

- **To budget previously unrecognized tasks that are consistent with the general scope of work of the project and contract.**
- **To receive budget for planned and budgeted tasks that become unnecessary where the scope of the project and contract does not change.**
- **To change budgets of work packages outside the freeze period that have not yet started.**
- **To provide budget for risk mitigation activities.**
- **To enable work scope and associated budget to be transferred between control accounts.**
- **To provide budget for increases in indirect rates (i.e., approved, provisional, or proposed) during internal replanning.**

While there are several allowable uses for MR, there are also prohibitions. The EVM system description should define all the allowable and non-allowable uses for MR. Examples of allowable and non-allowable uses for MR are listed below and reflected in Figure 4. "MR Use Decision Tree" on Page 7.

There are a variety of issues relating to the misuse[2] of MR, such as the government customer requesting new scope be assigned budget from MR as well as requiring contractors to gain government approval prior to using MR. While on the surface this may appear to be a good practice, it often hinders contractors from deciding what should be done in a particular situation for effective management control. This is especially important when risk mitigation is needed or when rate changes are known, and projects are trying to plan accordingly. For example, if a rate increase is known prior to work being detail planned (from within a planning package to a work package) and budgets are based on outdated rates, built-in variances of little value will accumulate at the start of work.

That said, MR must be carefully controlled and monitored in formal records. The identification, maintenance, and use of MR is commonly documented in an MR Log. Change control logs must be maintained to show the source and use of MR. All transactions involving the MR budget must identify the reason for the transaction, the amount involved, and the control accounts affected. Periodic review of the MR and associated change control logs is accomplished through routine surveillance to ensure the budgets are traceable and allowable.

Unallowable

- **To provide budget for or absorb the cost of any changes outside the scope of the project or contract, to include authorized unpriced change orders.**
- **To be eliminated from contract prices during subsequent negotiations.**
- **To eliminate cost or schedule variances (variances are not "negative" management reserve).**
- **To accrue "unused" budget from underruns where the actual cost of the work performed is less than the budgeted cost but the full budgeted cost was earned (referred to as "MR harvesting").**

[1]The term PBB is synonymous to CBB, but applies when a contract has multiple projects or a project has multiple contracts.

[2]Often times these issues are related to a general misunderstanding of the relationship between budgets and funds; please see the related article in this edition regarding that topic.

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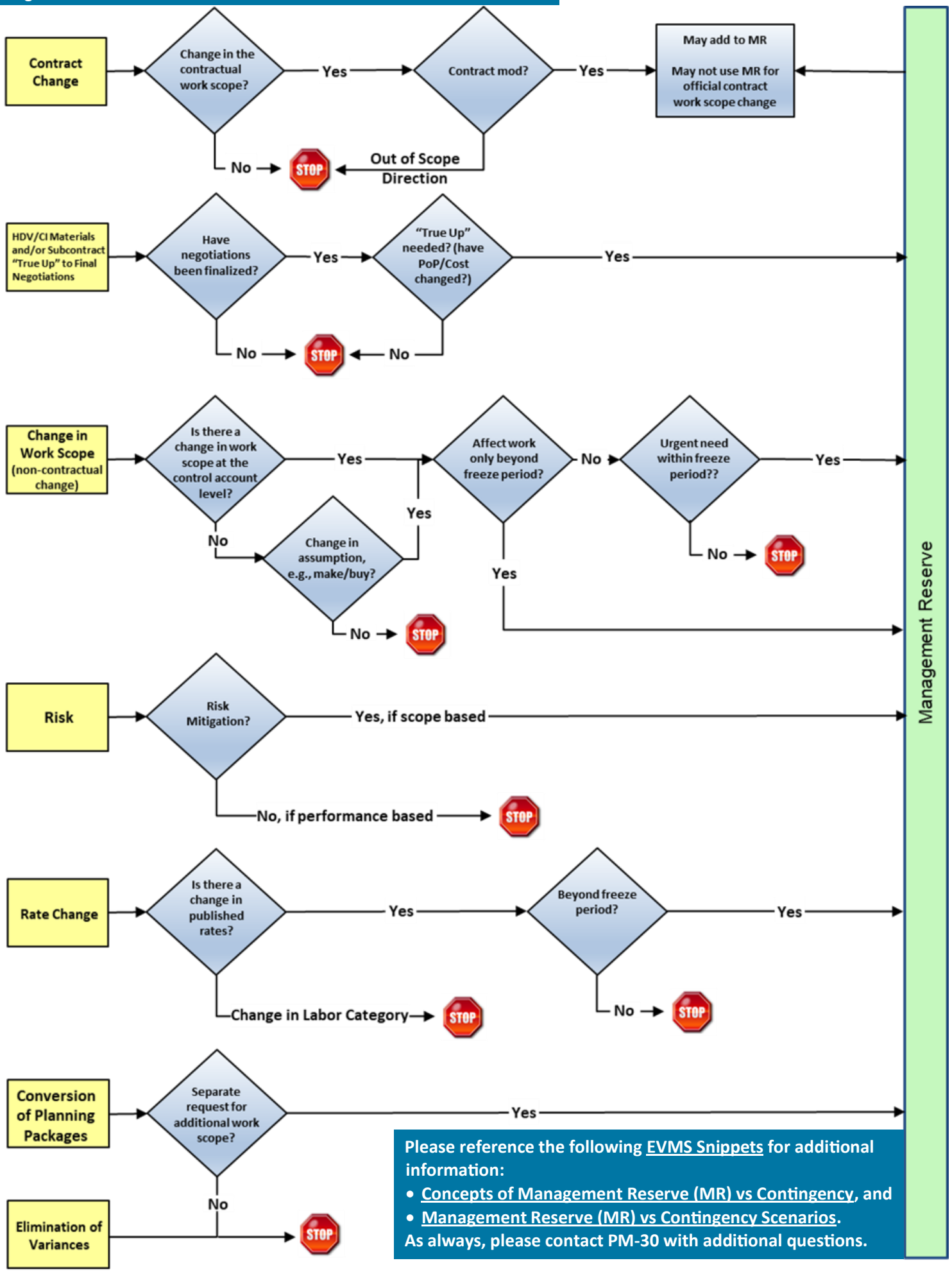
Figure 4. MR Use Decision Tree



Please reference the following EVMS Snippets for additional information:

- Concepts of Management Reserve (MR) vs Contingency, and
- Management Reserve (MR) vs Contingency Scenarios.

As always, please contact PM-30 with additional questions.

20 Year Retrospective: Improving DOE Project Management

Rob Stern, Office of Policy and Program Support (PM-50)

The holidays have a way of inciting a review of the past and this year it seems appropriate to look at how the Department of Energy's (DOE) improvements in project management have been faring.

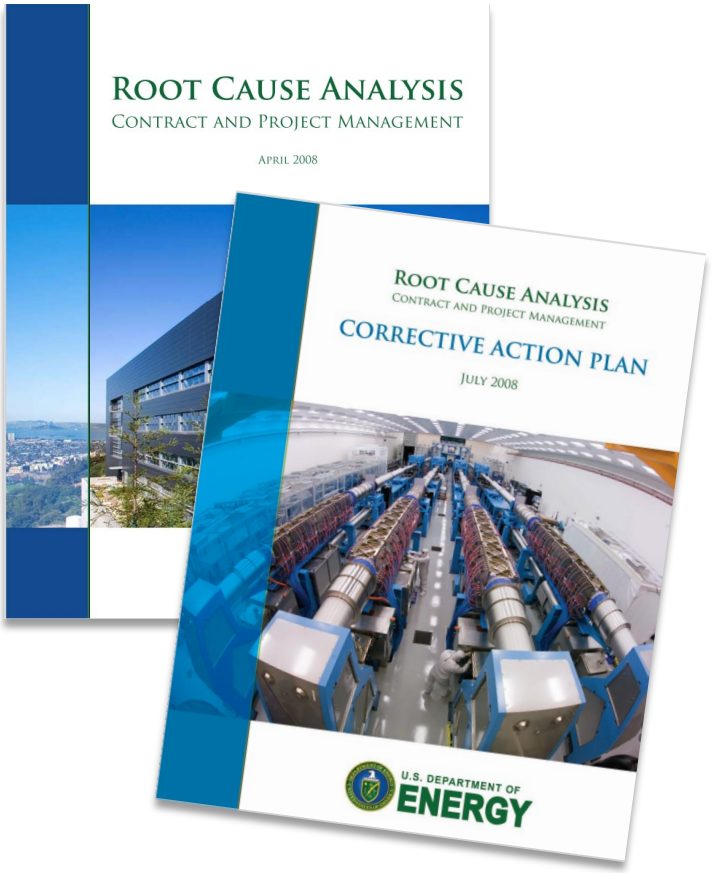
In 1990, the DOE's contract and project management programs were placed on the Government Accountability Office (GAO) High Risk List, the list of programs highlighted for Congress due to their vulnerabilities to fraud, waste, abuse, and mismanagement. Approximately 20 years ago, a National Research Council (NRC) report "Improving Project Management in the Department of Energy" estimated that "DOE projects cost taxpayers 50 percent more than comparable projects would cost if performed by the private sector or other government agencies, in large part because DOE did not use industry standard best practices for project management." Other issues pointed out by the NRC committee were a "cultural resistance to change and the lack of a sense of urgency." In 2001, the committee noted DOE continued to rely heavily on contractors for project justification and definition of scope. DOE was not distinguishing between the owners and contractor's roles. There was a lack of strategic planning and a lack of front-end planning. Risk management is probably the most difficult aspect of project management, the committee noted, and for many DOE projects it is also the most critical. However, the failure to accurately identify the root causes of risk, including technical, environmental, and human factors, and the potential for common mode failure led to underestimating risks on many DOE projects.

This led to establishment of the Office of Engineering and Construction Management (OECM), the predecessor to the Office of Project Management (PM), and the first version of DOE O 413.3, *Program and Project Management for the Acquisition of Capital Assets*, which was approved in October of 2000.

While DOE project management improved since the reboot started in 2000, only 70 percent of projects were considered successful during the 2005-2007 period.

The Secretary of Energy was not satisfied and so commissioned a root cause analysis, which found many of the same problems as the previous studies. With the publication of the Department of Energy Root Cause Analysis (RCA) report and Corrective Action Plan (CAP) for contract and project management in 2008, DOE began a continuing effort to bring more management rigor and oversight to the largest contracting program of all government civilian agencies, which includes an active capital asset project portfolio exceeding $100 billion in construction work.

To better understand this history and get an insider's perspective, a panel comprising Arizona State University (ASU) Professor G. Edward Gibson, a member of the NRC committee, Mr. James Rispoli, one of the first leaders of OECM, and his successor as head of OECM starting in 2006, our current PM Director, Paul Bosco, led a discussion.



The panel's consensus is that the most significant previous problem and reason for the subsequent improvement were related to the Department's leadership culture. The GAO Comptroller General noted in May of 2007 that DOE has to "own" its problems. "Project Management is not easy" says Prof. Gibson, and while the organizational support for project management can always be improved, the Department has now embraced many useful tools that are contributing to real change.

Continued on Page 7.

[1]Other related reports from NRC and the Civil Engineering Research Foundation (CERF) on DOE project and contract management are located on the PM-MAX Library.

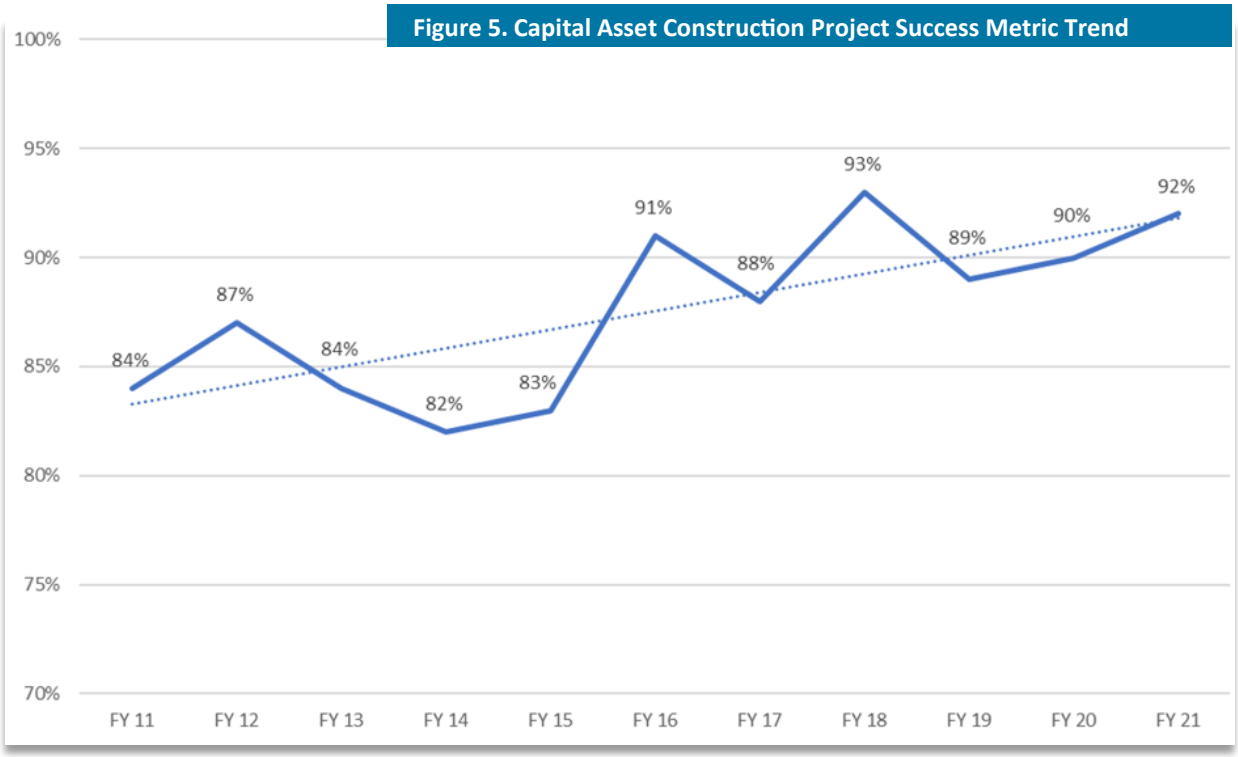
Figure 5 demonstrates a continuing positive trend in the Department's project management portfolio success metric (as measured on 3-year rolling average). This metric shows consistent improvement in being able to complete 90% of capital asset projects at original scope and within 110% of the total project cost committed to with approval of critical decision (CD)-2 , *Approve Performance Baseline*. The panel agrees that, with a continued culture of top leadership support for project management improvement throughout the department, the necessary tools are available to continue the positive trends for all programs throughout the department and for DOE to be fully removed the GAO High Risk List.

One such new tool to continue and reinforce the positive trend is the Integrated Project/ Program Management (IP2M) Maturity and Environment Total Risk Rating (METR) using Earned Value Management Systems using Earned Value Management Systems, which has been developed with the help of Prof. Gibson and in collaboration with the contractor community and many other government agencies.

In addition, by right-sizing projects and continuing to identify severable discrete work, Federal Project Directors can continue to obtain experience on smaller projects as they develop the necessary skills to take on the larger, more complex and challenging projects in the Department's portfolio and deliver them successfully within scope, schedule, and cost commitments.

The panel stresses that all members of DOE's project management community—everyone from the executive leadership to the integrated project teams and contractor support organizations in the field—must work together to properly scope and fully plan projects before approving the CD-2 performance baseline. With rigorous attention to front-end planning, our path to maintaining our place as a project management champion as defined by the Project Management Institute and to getting off the GAO High Risk List, is secured.

Figure 5. Capital Asset Construction Project Success Metric Trend



Congratulations to our newly certified FPDs!

Level III

Scott Richey (NNSA)

Level II

Cheuk Kwok (SC)

Level I

Richard Benitez (NNSA)

Fred Overbay (NNSA)

Mike Vestal (EM)

PMCDP FY22 Q2-Q3 Training Schedule

The training schedule is posted on PM-MAX. Save the direct link to the Project Management Career Development Program PMCDP Training Schedule to your favorites: https://community.max.gov/x/BgZcQw

Course Title	LN Code	Dates	CLPs	Details
PM Systems and Practices	001024	January 10-February 7, 2022	60	(Mon/Wed) 12pm-4pm EST Webinar
Monitoring and Controlling During Project Execution	000450	January 10-14, 2022	32	10:30am-4:30pm EST Webinar Daily
Acquisition Management for Technical Personnel	000145	January 25-Feb 3, 2022	16	(Tue/Thurs) 12pm-4pm EST Webinar
Systems Engineering	001049	January 24-27, 2022	24	10:30am-4:30pm EST Webinar Daily
Executive Communications	001031	February 1-3, 2022	24	10:30am-4:30pm EST Webinar Daily
Project Risk Analysis	001033	February 7-11, 2022	28	10:30am-4:30pm EST Webinar Daily
Value Management	001037	February 8-11, 2022	24	10:30am-4:30pm EST Webinar Daily
Front-End Planning	003176	February 15-March 3, 2022	20	(Tue/Thurs) 1-3pm EST Webinar
Planning for Safety in PM	001035	February 16-March 9, 2022	28	(Wed) 1-3pm EST Webinar
Federal Budget Process in DOE	001034	February 22-25, 2022	32	10:30am-4:30pm EST Webinar Daily
Negotiation Strategies and Techniques	001047	February 28-March 9, 2022	24	(Mon/Wed) 12pm-4pm EST Webinar
Managing Contract Changes	002102	March 7-10, 2022	32	10:30am-4:30pm EST Webinar Daily
Project Management Simulation	001029	March 7-11, 2022	32	10:30am-4:30pm EST Webinar Daily
Managing Performance-Based Contracts	001951	March 22-24, 2022	24	10:30am-4:30pm EST Webinar Daily
Advanced Risk Management	001042	March 22-24, 2022	32	10:30am-4:30pm EST Webinar Daily

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Contact Us!

The Office of Project Management welcomes your comments on the Department's policies related to DOE Order 413.3B. Please report errors, omissions, ambiguities, and contradictions to PMpolicy@hq.doe.gov. Propose improvements to policies at https://hq.ideascale.com.

If you have technical questions about PARS, such as how to reset your password, please contact the PARS Help Desk at PARS_Support@Hq.Doe.Gov. And as always, PARS documentation, frequently asked questions (FAQs) and other helpful information can be found at https://pars2oa.doe.gov/support/Shared%20Documents/Forms/AllItems.aspx.

The current PARS reporting schedule is located in PM-MAX at the following link https://community.max.gov/x/m4lIY.

Need information to apply for FPD certification? The Certification and Equivalency Guidelines (CEG) can be found here https://community.max.gov/x/IQd1Qw.

Can't put your finger on a document or information you were told is available on PM-MAX? Looking for information on DOE Project Management? Submit your questions and queries to PMWebmaster@doe.gov.

To reach the Professional Development Division team:

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If you would like to contribute an article to the Newsletter or want to provide feedback, contact the Editor at DL-PM-40.