



DOE PROJECT MANAGEMENT NEWS

Promoting Project Management Excellence

MARCH 2023



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DIRECTOR'S CORNER

A credible, well formulated schedule is a fundamental project management tool. A healthy schedule is critical to managing a project. It defines the activities, durations, and interdependencies, in conjunction with the resources required to successfully execute and deliver the project. Proper change control processes help ensure that the baseline and current schedule are accurate and reliable. This supports informed decision-making. Federal project directors (FPDs) can use the Empower platform in the Project Assessment and Reporting System (PARS) to assess the health of their project schedule. See the article on page 2 to learn more about the schedule health tools available in PARS and some of the key indicators of a good schedule.

As part of our series of articles on assessing the maturity of an earned value management system (EVMS), we look at change control this month. Change control is one of the ten management subprocesses assessed using the Integrated Project/Program Management (IP2M) Maturity and Environment Total Risk Rating (METRR) tool.

It is the subprocess for systematically controlling, analyzing, communicating, and recording the changes to the project baseline. You can learn more about this subprocess and its six attributes in the article on page 5.

Also, this month we introduce the base work construct (BWC) tool. The BWC is a crosswalk of the project's work breakdown structure (WBS) to a 2-level engineering, procurement, construction, and commissioning (EPCC) framework inclusive of project support. Many projects have already been cross walked from the WBS to the BWC. They are available by program in the PARS report repository. You can gain additional insight into how the BWC tool can assist you in developing a realistic baseline in the article on page 6.

Don't hesitate – seats are filling up fast! Information for the 2023 DOE Project Management Workshop (April 12-13, 2023) including registration information, the agenda, and hotel booking link, is available online at <https://www.energy.gov/projectmanagement/2023-department-energy-project-management-workshop>. I hope to see you at the Workshop. Due to COVID, we have not had one since 2019.

Keep Charging!

Paul Bosco

Most schedule activities should be a finish-to-start (FS) relationship, meaning each predecessor activity finishes prior to the start of its successor. FS relationships are the simplest and least-complicated calculations for the schedule model and are used most frequently as they usually represent the most accurate way work is accomplished. A project in DOE should not have a start-to-finish (SF) relationship.

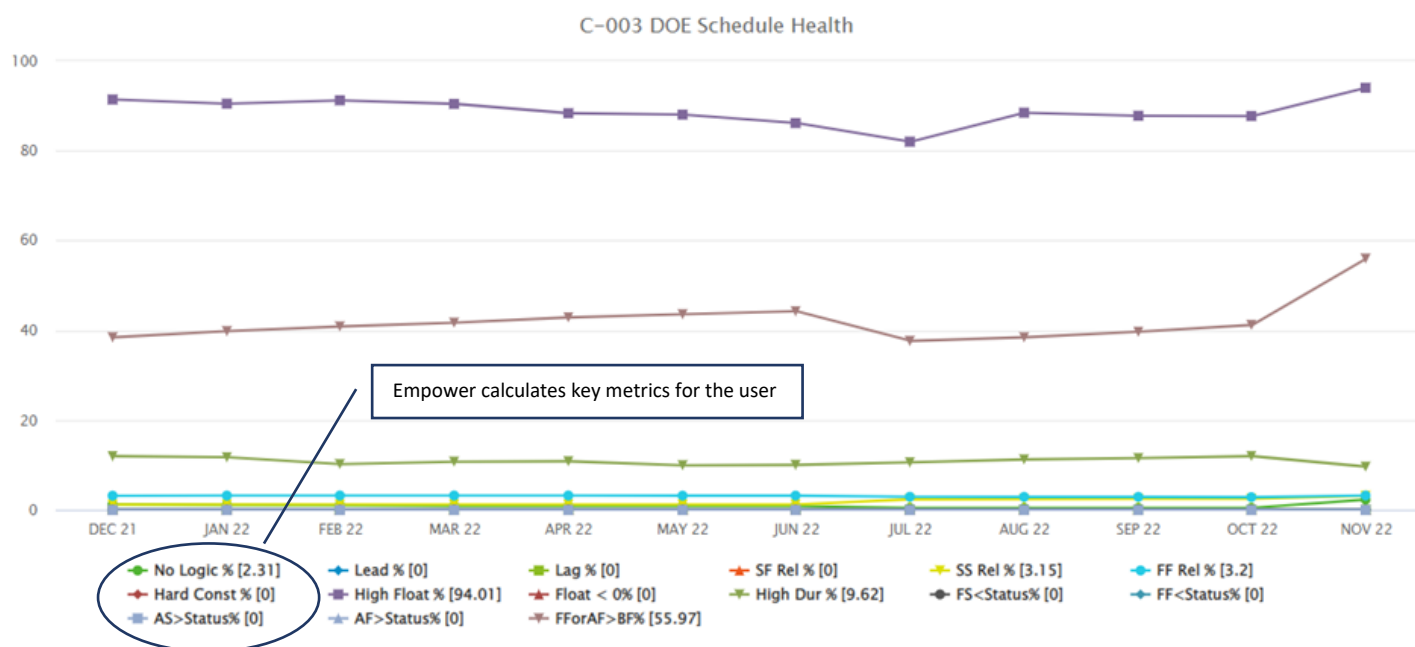
As seen in Figure 1, the schedule health dashboard totals the number and type of logical relationships by work breakdown structure (WBS). In this schedule, the user can quickly see that for WBS 01.A.08, there are 120 start-to-start (SS), 122 finish-to-finish (FF), with no SF relationships of the 985 incomplete activities (not shown) in this WBS. The remaining relationships are all FS.

The schedule health dashboard also shows there are 22 activities with no logic. Should the project team be concerned? The EPASOP states that if more than 5% of the incomplete activities are missing logic, then further investigation of the schedule is needed to understand why these logic-ties are missing. The more logic ties missing, the less credible the reported critical path (and associated float) is going to be. In this example, 22 of the 952 incomplete activities (2.31%) are missing logic, which is below the metric threshold. The EMPOWER tool completes these metric calculations for the user as shown in the graph in Figure 2 below, which includes various key schedule health metrics displayed over time.

Total float is the amount of time that a schedule activity can be delayed or extended from its early start date without pushing the project finish date out. Negative float stems from constraining one or more activities or milestones in the schedule, such as critical decision (CD)-4, *Approve Start of Operations or Project Completion*. When your project has negative float, the dates are not achievable, and your project has a high probability of falling behind schedule. The negative float is the time needed to be recovered to get back on schedule. Float is a measure of the schedule flexibility. The more float, the more flexibility there is in when the activity can complete. Activities on the critical path have the least amount of float. Thus, the highest risk to schedule completion includes those activities with the lowest float values. In contrast, activities with unreasonably high float often indicate missing or incomplete logic such as missing activities. High float can give the project team a false sense of cushion on meeting the project completion date. The common measure of high float is 44 days (about 2 months of workdays), but DOE measures high float as greater than 10% of the remaining duration left on the project.

The schedule dashboard in Figure 1 indicates that WBS 01.A.08 has no activities with negative float (shown as float < 0). This is good news. Unfortunately, the schedule dashboard also indicates that the project has 895 activities with high float. The EPASOP states that if a schedule has more than 5% of activities with high float, the schedule may be unstable and may not be logic driven.

Figure 2—Schedule Health Chart (WBC 01.A.08)



Continued on Page 4.

EMPOWER provides this calculation for the user and shows that approximately 94% of the activities have high float (see Figure 2). This is a concern, and the project team should investigate further and perform an objective analysis of the schedule to ensure the logic is sound.

Duration is an estimate of the time necessary to accomplish the work represented in the activity. Durations should be as short as possible to facilitate the objective measurement of completing a discrete activity. High duration activities should be broken into shorter activities if logical breaks can be identified in the work being performed. A good rule of thumb is to break high duration activities into enough detail that FS relationships can be identified. By breaking the work down into more activities or smaller pieces, it is likely that the activities will be more manageable. The experts at GAO and NDIA determined that an activity with a duration of greater than 44 days is a high duration activity.

In the example above, the schedule health dashboard (see Figure 1) indicates that 20 activities are high duration activities in WBS 01.A.08.

The EPASOP states that the number of remaining incomplete activities should not exceed 5% with high durations. As shown in the EMPOWER tool (Figure 2), this is approximately 9.6% of the remaining incomplete activities. This could be a problem and the project team should conduct an objective review of the schedule.

This article highlights some of the key schedule health metrics. Other schedule health metrics are available in PARS and EMPOWER including leads, lags, hard constraints, invalid forecast, and actual date checks. These metrics are highlighted in the schedule dashboard and displayed as part of the DOE schedule assessment report shown in Figure 3 above. These metrics are fully explained in the EPASOP including thresholds when further analysis is required.

Project team members should take the “Cost and Schedule Estimation and Analysis” course available through the Project Management Career Development Program (PMCDP) to learn more about what makes a healthy schedule. The EPASOP is always a good source and serves as the primary reference for PM-20 when conducting project-level data analysis of project schedules for monthly PARS assessments and other assessment needs.

Figure 3—Example of Schedule Assessment Report

Schedule Assessment						
Linked Tasks	Complete Tasks	Incomplete Tasks	Incomplete Discrete Tasks	Planned Completions	Actual Completions	Relationship Count
13	5	8	8	12	5	18

Metric	Description	Goal	Percent	Count
Logic	Missing predecessors, successors or both	<= 5 %	0.00 %	0
Leads	Number of leads	0 %	0.00 %	0
Lags	Number of lags	0 %	0.00 %	0
Relationship Type	Finish-To-Start	> 90 %	100.00 %	18

CONGRATULATIONS TO OUR NEWLY CERTIFIED FPDs!



Level I

Donielle Alexander-Blake (SC)
Kenneth Mathes (EM)
Roy McCarthy (NE)

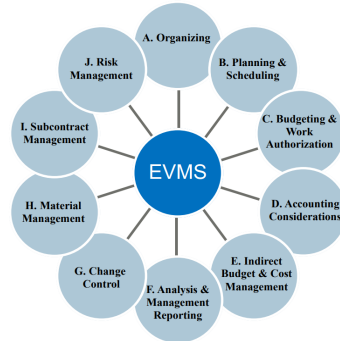
Level II

Scott Warner (NA)

IP2M METRR— FOCUS ON CHANGE CONTROL

Victoria Premaza, Office of Project Controls and Policy (PM-30)

This is the fifth in a series of articles focused on the ten management subprocess areas identified in the [Integrated Project/Program Management \(IP2M\) Maturity and Environment Total Risk Rating \(METRR\)](#) using EVMS. The purpose of these articles is to introduce and explore each of the subprocess areas and their respective attributes. This month's article will focus on subprocess G, Change Control.



The ten management subprocesses, each further defined by a total of 56 attributes, are as follows:

- A. Organizing ([Nov. 2022](#))
- B. Planning and Scheduling ([Aug. 2022](#))
- C. Budgeting and Work Authorization ([Feb. 2023](#))
- D. Accounting Considerations
- E. Indirect Budget and Cost Management
- F. Analysis and Management Reporting ([Dec. 2022](#))
- G. Change Control
- H. Material Management
- I. Subcontract Management
- J. Risk Management ([Sept. 2022](#))

The IP2M METRR is an assessment mechanism developed as part of a Department of Energy (DOE)-sponsored joint research study led by Arizona State University (ASU), representing 15+ government and industry organizations (<https://ip2m.engineering.asu.edu/>). The IP2M METRR defines maturity levels for each of the 56 attributes across the ten management sup-processes to facilitate a consistent method for not only assessing the compliance of an earned value management system (EVMS) with industry standard EIA-748, but also to ensure that project/program participants are working with current, accurate, complete, repeatable, auditable, and compliant data and information to manage their work, leading to successful project/program performance.

Change control is the sub-process for systematically controlling, analyzing, communicating, and recording the changes to the project/program baseline (e.g., performance measurement baseline, management reserve, undistributed budget).

Six attributes that make up the Change Control subprocess area:

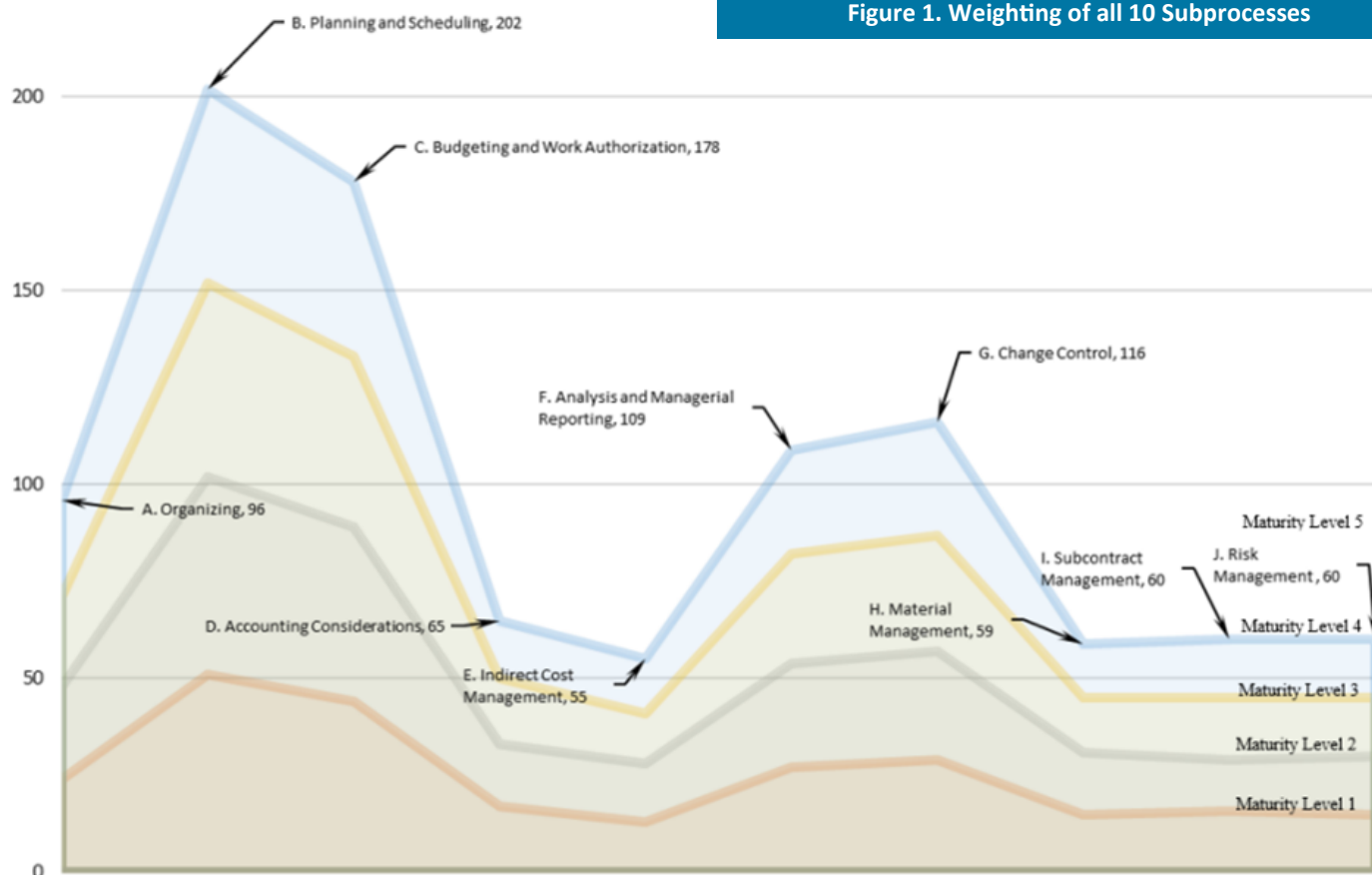
- G.1. Controlling Management Reserve (MR) and Undistributed Budget (UB):** MR and UB Logs exist and are fully maintained.
- G.2. Incorporate Changes in a Timely Manner:** Changes to the performance management baseline (PMB) are authorized and done promptly.
- G.3. Baseline Changes Reconciliation:** All baseline changes are reconcilable to the CBB/PBB and the original value of the contract/project.
- G.4. Control of Retroactive Changes:** Retroactive changes are limited to the correction of errors, routine accounting adjustments, effects of customer or management directed changes, or to improve the baseline integrity and accuracy of performance measurement data.
- G.5. Preventing Unauthorized Revisions to the Contract Budget Base (CBB) / Project Budget Base (PBB):** Authorized changes to the CBB/PBB and total allocated budget (TAB) are documented, reviewed, and approved.
- G.6. Over-Target Baseline (OTB) / Over Target Schedule (OTS) Authorization:** An OTB/OTS is performed with prior customer notification and approval.

These 6 attributes account for approximately 12% (116 points) of the 1,000 total possible points of the maturity model (see Figure 1).

The individual attribute weights range from 12 to 23 points, with one attribute (G2) in the list of the top 13 attributes with highest available points. This particular attribute's focus is on incorporating changes in a timely manner, meaning changes to the project/program must be integrated into the existing baseline documents (scope, schedule and budget) in a timely and appropriate manner to maintain the validity of the CBB (or PBB) and PMB. This in turn avoids the execution of new work scope without performance measurement budget providing continuous, accurate performance measurement information to management. Part of the verification involves checking that budget and schedule revisions and changes to the PMB are documented and traceable such that the integrity of the PMB is maintained.

Continued on Page 6.

Figure 1. Weighting of all 10 Subprocesses



Also of note is attribute G1, Controlling MR and UB. The purpose of this attribute is to control MR and UB transactions. MR is controlled by limiting its use either to risk contained within a formal risk register or for in-scope unforeseen efforts not previously identified and budgeted in the PMB. MR is not to be used to offset poor performance (such as cost overruns) or cover costs that are out-of-scope to the contract. Conversely, it is to be used to accommodate unforeseen changes that are in-scope to the contract, budgetary changes to future work scope caused by rate adjustments, and other unknowns.

To ensure that budgets for newly authorized work remain tied to the associated scope, UB is used to control the distribution of work using a holding account. Once the responsible organizations for the new scope have been identified, the budget is transferred from UB to the appropriate control accounts. This ensures budget and scope are not transferred independently. Changes to MR and UB budgets are formally and separately controlled, tracked, and reported detailing monthly transactions and providing current budget values. More detailed descriptions of these and other attributes and criteria are contained in the DOE PM's [Compliance Assessment Governance \(CAG\)](#).

BOOST BASELINE REALISM USING BASE WORK CONSTRUCT (BWC)

Brian Kong, Bob Ogrodnik, Roxy Franks, and Amber Young, Office of Project Controls and Policy (PM-30)

Do you want to know if your baseline is realistic or not? Try using a new graphic tool for checking your project baseline's realism: the base work construct (BWC). As you are building your project from the conceptual phase, the BWC helps you set up your baseline. It is a framework based on the construction industry's engineering, procurement, construction, and commissioning (EPC/EPCC) framework that allows for normalization, benchmarking, and time-phased (TP) analysis of the baseline as well as the performance.

EPC/EPCC is recognized by the [Construction Industry Institute's \(CII\) business and project processes knowledge base](#) and CII's various research including the [model planning & controlling system for EPC of industrial projects \(RS6-3\)](#). EPC/EPCC is also recognized by other leading organizations including the AACE International and their [total cost management \(TCM\) framework](#) that references multiple EPC/EPCC [recommended practices](#).

Continued on Page 7.

Simply, the BWC is a crosswalk of the project’s work breakdown structure (WBS) to a 2-level EPCC framework (Figure 2) inclusive of project support. A key output of the BWC is a graph (Figure 1) that identifies the time-phased work or the budgeted cost for work scheduled (BCWS). Overlaying critical decisions (CD) and other milestones provide reference points against the EPCC phases and provide an overarching perspective of the planned work.

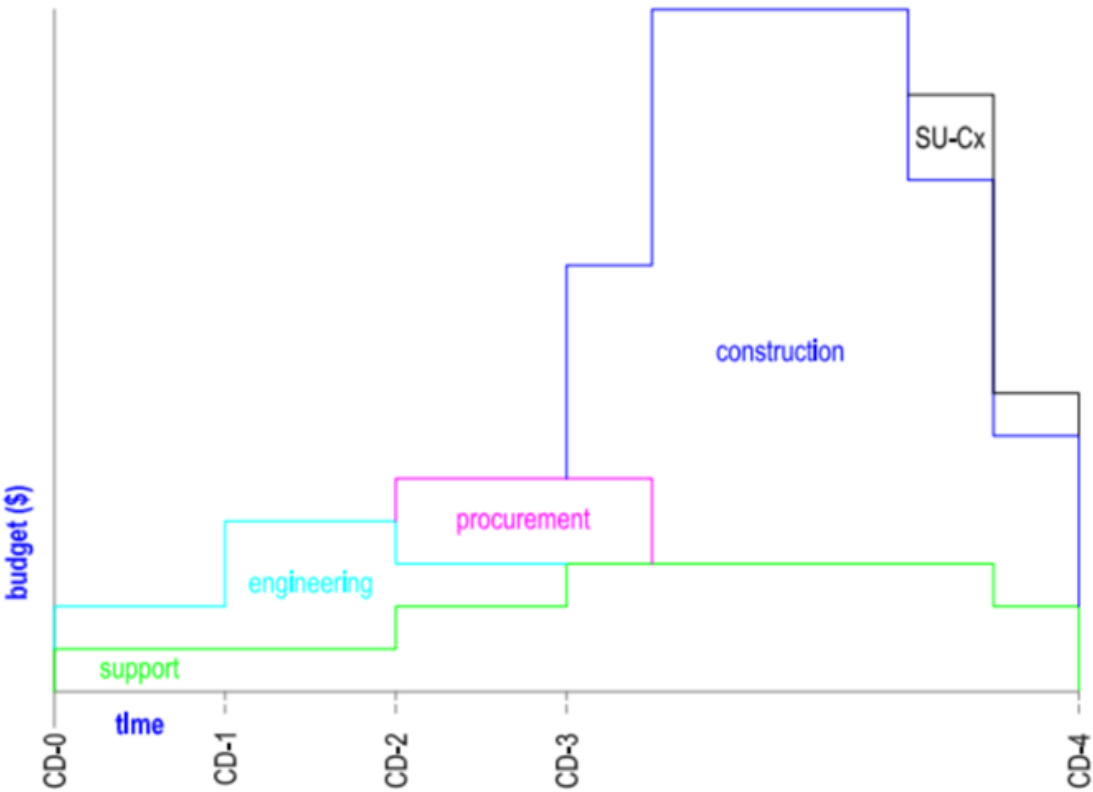
The BWC aligns with the [GAO-16-89G Schedule Assessment Guide](#) for developing a well-planned schedule and the [GAO-20-195G Cost Estimating and Assessment Guide](#) best practice for developing a comprehensive cost estimate to establish a realistic baseline from which to measure future progress.

The BWC spread of budget over time determines if each EPCC framework for the project is realistically captured. For example, a major item of equipment (MIE) project generally has high procurement costs, while a new facility likely includes start-up (SU)/commissioning (Cx) costs. The BWC also depicts relationships between multiple BWC elements. For example, when construction ramps up, support costs likely will increase.

The BWC framework will be described in more detail in a Department of Energy (DOE) scope guide that is currently under development.

Figure 2—BWC Structure		
BWC	level	description
W.01	1	support
W.01.01	2	project
W.01.02	2	closeout
W.01.03	2	operations
W.02	1	engineering
W.02.01	2	R&D
W.02.02	2	conceptual
W.02.03	2	preliminary
W.02.04	2	final
W.02.05	2	general
W.03	1	procurement
W.03.01	2	general
W.04	1	construction
W.04.01	2	engineering support
W.04.02	2	demolition
W.04.03	2	site preparation
W.04.04	2	construction
W.05	1	SU-Cx
W.05.01	2	preparation
W.05.02	2	SU
W.05.03	2	cold Cx
W.05.04	2	hot Cx

Figure 1—Time-Phased BWC



Continued on Page 8.

The BWC is part of the [DOE Order 413.3B's](#) updated [Project Assessment and Reporting System \(PARS\)](#) [contractor project performance \(CPP\) upload requirements including data item description \(DID\)](#) (Figure 2). This is part of the PARS transition to the JSON CPP format.

Many projects have already been cross-walked from the WBS to the BWC and are available for your analysis. The crosswalked BWC data can be found in the PARS report repository (Figure 3). It is available by program with the time-phased data: BCWS, budgeted cost for work performed (BCWP), actual cost of work performed (ACWP), and estimate-to-complete (ETC) — the **SPAE** data.

The TP-BWC can easily be generated using a pivot chart from the SPAE spreadsheet. While the time-phased cumulative BCWS curve (the performance measurement baseline) may appear to be a smooth S-curve, the non-cumulative curve likely consists of spikes prompting some discussions to ensure realistic resource loading and negative figures may prompt some adjustments such as to the WBS title/dictionary, the work authorization document (WAD), the project execution plan (PEP), or other project documents in the [PARS document management system \(DMS\)](#).

The SPAE spreadsheet will likely contain additional data including the organizational breakdown structure (OBS) and the element of cost (EOC). TP-BWC generated with OBS and EOC may prompt additional discussions. Benchmarking similar projects by EOC and EPCC ratios and overlaying CDs should further boost baseline realism. For example, it can confirm construction is post CD-3(A), engineering is appropriately completed by CD-3, and adequate support is planned commensurate with the EPCC framework.

If your project has not achieved CD-2, the use of BWC and its associated time-phased graphic tool for independent cost estimates (ICE) and project reviews will boost the baseline realism and help ensure that your project completes within its original performance baseline.

If you would like to learn more about BWC, please reach out to Roxy Franks at roxy.franks@hq.doe.gov.

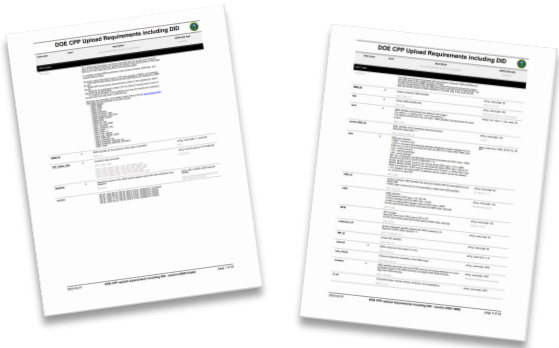


Figure 3—PARS NA SPAE Report Repository and Sample Data

[Home](#) > **Reports**

Welcome to the PARS Report Repository

Projects

CR

EERE

EM

FECM

NA

NE

OE

RW

SC

AU

PM Monthly

Download

Download

Filename

SPAE NNSA Projects Table.xlsx

Report Type

XLSX

Period_Date	WBS	BWC_01	EOC	OBS	WBS_Type	EV Method	INC_BCWS_Dollars	INC_BCWP_Dollars	INC_ACWP_Dollars	INC_ETC_Dollars
2023-01-31	01.20.03	W.02	labor	07.01.02	work package	level of effort	\$10,000	\$10,000	\$10,000	\$0

EVMS TRAINING SNIPPET OF THE MONTH

EVMS Training Snippet 1-5A: Why Implement an Over Target Baseline (OTB)/ Over Target Schedule (OTS)

Click [here](#) to view EVMS Training Snippet 1-5A: Why Implement an Over Target Baseline (OTB)/ Over Target Schedule (OTS) video.

Click [here](#) to view EVMS Training Snippet 1-5A: Why Implement an Over Target Baseline (OTB)/ Over Target Schedule (OTS) PowerPoint Slide.

Summary: This Training Snippet, sponsored by the Department of Energy's Office of Project Management, discusses the rationale for implementing an Over Target Baseline or OTB and Over Target Schedule or OTS. The purpose is to provide a common understanding within DOE and among DOE contractors, and to provide consistency when the baseline no longer deemed executable. Snippet 1-5B provides information on how to implement an OTB and or OTS.

Continuous Learning Points (CLPs): Reviewing one hour of snippets will equate to one CLP. To receive credit, FPDs can submit a CLP request under the PMCDP menu in their ESS account. All others may send an email (indicating the snippets viewed) through their respective supervisor to [DL-PM-40](#) to receive a certificate with the appropriate CLPs awarded.

You can find additional EVMS Training Snippets and PowerPoint slide downloads at the following links:

<https://go.usa.gov/xubjT> OR <https://go.usa.gov/xubjm>

PMCDP ENVIRONMENTAL LAWS AND REGULATIONS (ELR) COURSE UPDATE

The Project Management Career Development Program (PMCDP) in the Office of Project Management is always working to improve and expand Federal Project Director (FPD) development. As a result, the ELR course content is updated and restructured to align with the revised Certification Equivalency Guidelines (CEG) and to be compatible with the Learning Nucleus. The course remains flexible with anytime-anywhere access in the [Learning Nucleus](#) that affords Federal Project Directors (FPDs) just in time training that is instant and need-based.

The course provides participants with the background and understanding necessary to identify Federal environmental laws and regulations; and DOE Orders, Directives and guidance that apply to their project. Additionally, the course supports DOE sustainability goals, including reducing energy use, enhancing pollution prevention, and water conservation.

The course is comprised of an introduction and seven modules:

- Module 0: Introduction to US Environmental Law System
- Module 1: Framework for Environmental Compliance
- Module 2: Water
- Module 3: Air
- Module 4: Waste
- Module 5: Cleanup
- Module 6: Sustainability
- Module 7: (Almost) Everything Else



The primary audience is prospective Level I Federal Project Directors; however, DOE Program Managers, and Integrated Project Team members assigned to projects (including matrixed personnel) are encouraged to complete the training. Other members of the acquisition workforce may wish to take this course for continuing education credit. 24 Continuous Learning Points (CLPs) are awarded upon completion.

Direct questions or concerns to [Linda Ott](#) or [Sigmond Ceaser](#).

FEDERAL PROJECT DIRECTOR (FPD) CERTIFICATION MAINTENANCE: CONTINUOUS LEARNING WITH A PURPOSE

Federal Project Directors (FPDs) are required to complete 80 continuous learning points (CLPs) biennially to maintain certification.

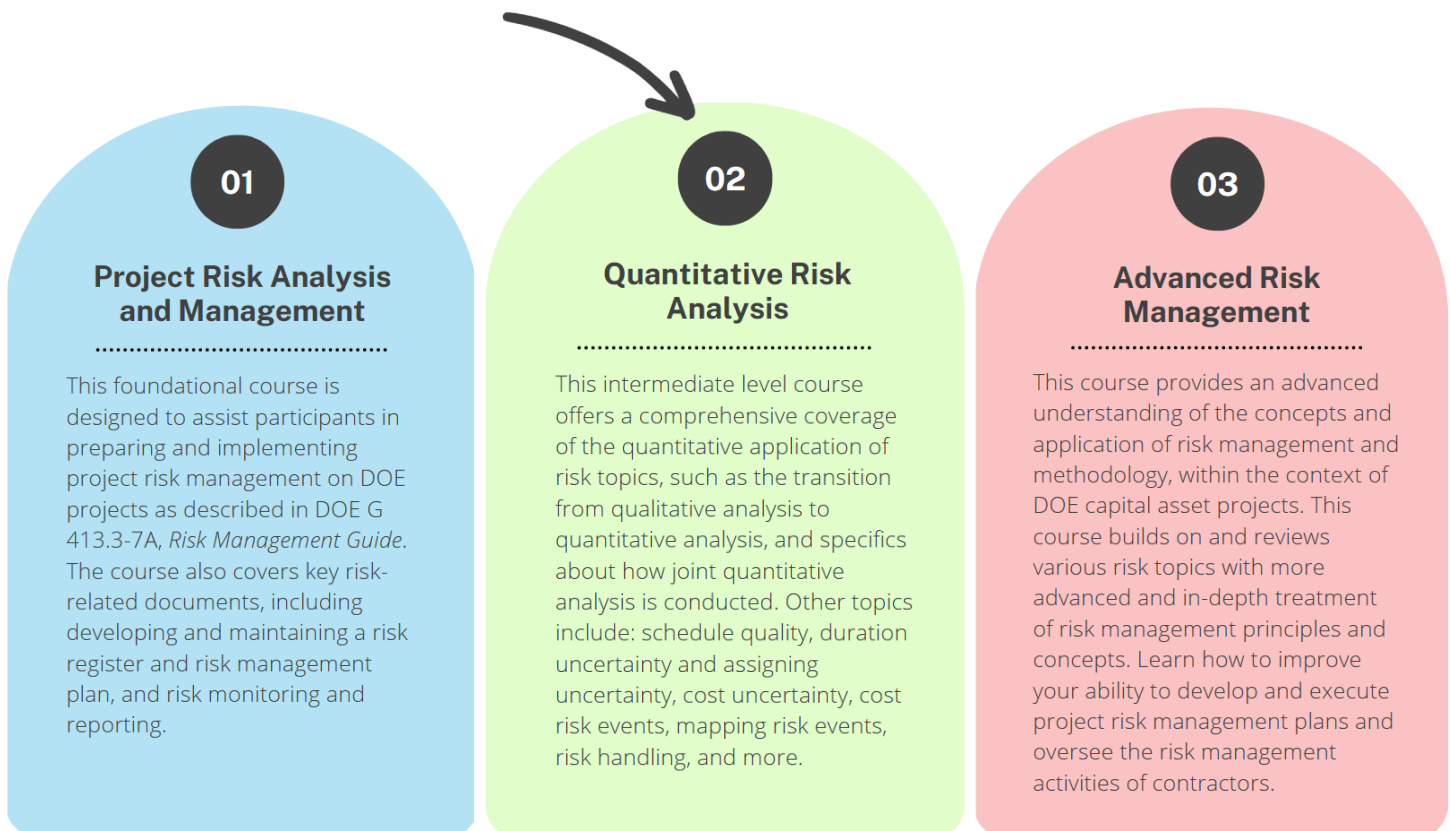
FPDs oversee the agency's diverse portfolio of highly technical construction, experimental equipment and environmental cleanup projects and must maintain a current knowledge base and have an awareness of leading-edge methodologies to deliver projects that meet pre-defined scope, schedule, and budgetary requirements, while maintaining the safety and security of Department of Energy (DOE) capital assets. The Project Management Career Development Program (PMCDP) in the Office of Project Management incorporates continuous learning that is targeted for an FPD's ongoing personal or professional growth.

PMCDP encourages FPDs to include the [Quantitative Risk Analysis](#) course in their biannual continuous learning plan. **24 CLPs** are awarded for completing this intermediate level course that incorporates an actual DOE project case study to provide an understanding of quantitative risk analysis, the inputs required, the outputs and their interpretation, the evaluation of solutions, and output reports.

The course includes:

- Background and transition from qualitative analysis to quantitative analysis
- Process for schedule, cost, and joint quantitative analysis
- Results and interpretation
- Cost/benefit evaluation and selection of handling options
- Communication and reporting of risk exposure results
- Ongoing maintenance of risk models

The instructor-led course is scheduled for delivery starting on May 8, 2023. The course is open for enrollment in the [Learning Nucleus](#).





PMCDP FY2023 TRAINING SCHEDULE

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

Course Title	LN Code	Dates	CLPs	Details
<u>Project Management Simulation</u>	001029	March 6-10, 2023	40	10:30am-4:30pm ET Webinar Daily
<u>Project Management Systems and Practices</u>	001024	March 13-17, 2023	40	10:30am-4:30pm ET Webinar Daily
<u>Acquisition Management for Technical Personnel</u>	00145	March 20-29, 2023	16	12-4pm ET Monday/Wednesday
<u>Monitoring and Controlling During Project Execution</u>	000450	March 27-31, 2023	32	10:30am-4:30pm ET Webinar Daily
<u>Strategic Planning</u>	001043	March 28-30, 2023	24	10:30am-4:30pm ET Webinar Daily
<u>LEED for New Construction/ Existing Buildings</u>	001936	April 4-6, 2023	20	10:30am-4:30pm ET Webinar Daily
<u>Scope Management Baseline Development</u>	001036	April 18-21, 2023	24	10:30am-4:30pm ET Webinar Daily
<u>Facilitating Conflict Resolution</u>	001558	April 24-May 3, 2023	24	12-4pm ET Monday/Wednesday
<u>Managing Contract Changes</u>	002102	April 25-28, 2023	32	10:30am-4:30pm ET Webinar Daily

The full FY23 training schedule is available [here](#) on PM-MAX.

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Please rate your experience with this edition of the newsletter on a scale of **1 to 5**, rating of 5 stars being highly satisfied and 1 star being highly dissatisfied.



[Click here!](#)

FIND UP-TO-DATE INFORMATION AND RESOURCES ANYTIME!

All PMCDP Course Descriptions and Course Materials can be found in the Course Catalog on Save the direct link to your favorites: <https://community.max.gov/x/UAT3Rw>



Or, download the Interactive Curriculum Map: <https://community.max.gov/x/sQd1Qw>

Have a question, found a bug or glitch in a PMCDP online course, or want to provide feedback? Submit your questions through: PMCDPOnlineCourseSupport@hq.doe.gov.

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 [Support : PARS Support \(doe.gov\)](#). The current PARS reporting schedule is located on PM-MAX at the following link: <https://community.max.gov/x/m4IIY>.

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 (PM-40) TEAM:



Linda Ott — Division Director for Professional Development, PMCDP Program Manager, FPD Certifications Manager, PM Newsletter Editor, Linda.Ott@hq.doe.gov, 240-474-7721



Sigmond Ceaser — PMCDP Certification and Equivalency Guidelines Lead, PMCDP Curriculum and Content Manager, PMCDP Delivery Platform Advisor, Sigmond.Ceaser@hq.doe.gov

**If you would like to contribute an article to the Newsletter
or want to provide feedback, contact the Editor at [DL-PM-40](#).**

