

**U. S. Department Of Energy (DOE)
Office Of Environmental Management (EM)
Standing Operating Policies and Procedures (SOPP)**

Title: EM Corporate Change Control Process for Project Baselines and Outyear Planning Estimate Ranges, and Non-projects.

EM ORG: EM-50

SOPP #: TBD

Revision #: Beta

Effective Date: 2/13/09

1. **POLICY:** To effectively plan and execute the Environmental Management (EM) program, certain corporate data, such as project baselines, Out-year Planning Estimate Ranges, and non-project cost profiles, need to be under formal corporate change control.
2. **OBJECTIVES:** The purpose of this procedure is to establish EM's corporate policies and procedures for establishing, changing, or approving key corporate data, including new or existing project baseline information, Out-year Planning Estimate Ranges, and certain other EM corporate data. Procedures for formal Acquisition Executive approval of project baselines, EM budget or funding approvals, or change control of milestones and performance measures, are not covered by this SOPP. This SOPP is intended to define the corporate process.
3. **CANCELLATIONS:** This SOPP cancels SOPP RM 1.1, Resource Management: Configuration Management Change Control Process for the Environmental Management Program, Feb 2, 2005.
4. **APPLICABILITY:** The provisions of this procedure will apply to all EM HQ and Field organizations responsible for the execution of the EM Program.
5. **REFERENCES:**
 - a. DOE O 413.3A, Program and Project Management for Acquisition of Capital Assets, dated July 28, 2006.
 - b. S-2 Memorandum, "Delegation of Acquisition Executive Authority for Office of Environmental Management Operating Projects dated October 3, 2005.
 - c. EM-50 memorandum, Jack Surash, Subject: EM Integrated Contract & Project Management Change Process, dated June 20, 2008.
6. **CONTACT: Lowell Ely, Office of Project Management Oversight, EM-53, (301)903-6821, lowell.ely@em.doe.gov**
7. **DEFINITIONS:**
 - a. Active Projects List (APL): The list maintained under configuration control by EM-53 that identifies, at any point in time, the projects that EM corporately manages and reports as projects; the list also identifies which projects are to be reported forward to the DOE-wide reporting system.
 - b. Acquisition Executive (AE): The Senior Executive Service manager with the authority to approve/disapprove Critical Decisions for Line Item Construction and Cleanup Projects.
 - c. Baseline Change Proposal (BCP): As used in this SOPP, a BCP is a formal proposal to Headquarters to approve a Level 0 or 1 change (scope, cost, or schedule end date) of an approved Performance Baseline, as defined in DOE Order 413.3A; it does not include local/site-level BCPs (e.g., level 2 or 3 changes). For EM Cleanup projects, the current Performance Baseline is called the Near Term Baseline (NTB), and thus a BCP can only apply to the NTB portion of the project.

- d. **Baseline Change Notification (BCN):** A notification submitted in the Integrated Planning and Budgeting System (IPABS) to change a corporate data element of an established baseline that is within the field's change authority (i.e., Level 2 or 3 changes as defined in the approved Project Execution Plan), such as adjustments to contingency or annual cost profiles that don't affect the AE-approved Performance Baseline. For EM Cleanup projects, a BCN can only apply to the NTB portion of the project.
- e. **Change Request (CR):** The document submitted in IPABS that requests a change to corporate data under change control, including baseline related requests (BCPs, BCNs, or new baselines), Out-year Planning Estimate Ranges (OPERs), or Other Change Requests (OCRs).
- f. **Critical Decision (CD):** A CD is a formal determination or decision at a specific point in a project's life-cycle that confirms the mission need and allows the project to proceed to the next phase and commit resources (e.g., from project definition to execution).
- g. **Deputy Assistant Secretary (DAS):** The DAS is responsible for managing the assigned program elements and supporting the PSO in the management of the overall EM program, including providing advice or decisions on change control actions.
- h. **Energy Systems Acquisition Advisory Board (ESAAB):** The process by which the SAE reviews and decides on major system projects CDs. The ESAAB Board is an advisory body to the SAE and is comprised of senior DOE Management and Program Secretarial Officers (e.g., GC, EH, SC, OECM, NNSA, MA, CFO, etc.).
- i. **Environmental Management Acquisition Advisory Board (EMAAB):** The process by which the AE within EM reviews and decides on CDs, or BCPs as applicable, for Line Item construction and Cleanup projects. The EMAAB Board is an advisory body to the AE and is comprised of EM DASs and other non-EM personnel.
- j. **Federal Project Director (FPD):** The FPD is the DOE employee assigned the responsibility and accountability for all project management activities including oversight of the project, and is the single point of contact between the government staff and the contractor staff on all matters relating to the project and its execution, including preparing and presenting requests for change control actions above his/her authority.
- k. **Field Elements:** These are organizations (e.g., Operations Office, Area Office, or Field Office) responsible for oversight of the project in the field.
- l. **Integrated Planning and Budgeting System (IPABS):** The system used by EM to capture and report corporate information, including project and non-project data elements under change control.
- m. **Major System Projects:** Any line item construction project or system of projects with a TPC of \$750M or greater, any Cleanup project with a near-term baseline of \$1B or greater, or any other project or subproject designated by S-2. Projects may be classified as major systems either solely by S-2 or by S-2 in response to recommendations from the appropriate PSO or head of a Departmental Element.
- n. **Near-Term Baseline (NTB):** The Performance Baseline of a Cleanup project established, by formal AE approval, that represents project scope (Key Performance Parameters), cost (80% confidence level), and schedule (80% confidence level end date) for the near-term period of performance.
- o. **Non-Major Projects:** All line item construction projects with a TPC less than \$750M and all Cleanup projects with a near-term baseline below \$1B which are not designated as a major system project by the SAE.

- p. Office of Engineering and Construction Management (OECM): The Departmental office responsible for establishing DOE's project management requirements, including the change control process.
- q. Office of Project Management Oversight (EM-53): The EM office responsible for oversight of EM projects, including coordinating and processing all Headquarters baseline related actions, monitoring project baseline performance, and establishing EM project management policy; the EMAAB Secretariat resides in this office.
- r. Other Change Requests (OCRs): A change request submitted in IPABS to establish or change non-project costs.
- s. Out-year Planning Estimate Range (OPER): That portion of a Cleanup project, represented by an estimated range of cost and schedule, that follows the NTB through project completion.
- t. Pre-EMAAB: A meeting by the EMAAB Board to review a CD or BCP prior to an EMAAB. Any issues raised at the pre-EMAAB should be resolved prior to the EMAAB meeting.
- u. Project Execution Plans (PEPs): Consistent with DOE O 413.3A, documents major elements of the project plan (e.g., key project performance parameters and milestones, Federal Project Director and Integrated Project Team membership, change control authorities, etc).
- v. Secretarial Acquisition Executive (SAE): S-2 is the designated SAE for the major systems ESAAB process and has the authority to approve/disapprove all CDs and BCPs or delegate AE authority.
- w. Total Project Cost (TPC): The term used to denote total cost of a capital asset project (as compared to the "NTB" cost of a Cleanup project's Near-Term baseline).

8. **REQUIREMENTS:**

- a. **Change Requests (CRs).** Requests need to include adequate justification and root cause analyses, impacts on other projects, and discussion of funding issues such as availability of funding sources, necessary reprogramming actions, impact on budget requests, etc. Requests also need to indicate whether the request is a Project Change Request or Other Change Request.
 - i. Project Change Requests, including establishing new baselines and OPERs, Baseline Change Proposals (BCPs), or Baseline Change Notifications (BCNs):
 - The FPD will ensure the change control documentation and requirements established in DOE O 413.3A and consistent with the approved Project Execution Plan are submitted via a CR in IPABS to EM Headquarters in a timely manner; for Cleanup projects, approved PEPs and CRs should reflect the approval levels and thresholds identified in attachments 1 and 2. The incoming CR will identify whether the request is a new baseline, a BCP, or a BCN.
 - Change Requests for establishing new baselines and for BCPs must be consistent with formal EMAAB documentation (covered under separate EM SOPPs) and submitted for HQ approval in IPABS prior to the pre-EMAAB; establishing new NTBs will include establishing a new OPER if the project continues beyond the NTB period.
 - BCPs (proposing to change the approved Performance Baseline, i.e., Level 0 or 1 changes) will be submitted via a formal memorandum to the AE, through EM-3 with cc: to EM-50 and -53, concurrent with submission of the IPABS CR.

- Approval of baseline changes need to be done consistent with EM policy on approval of contract changes.
- ii. Other Change Requests (OCRs):
 - OCRs will be submitted only via IPABS; approval levels for changes are provided in the table in attachment 2.
- b. **Updating other corporate project data in IPABS:**
 - i. Other corporate project data, such as assigned Federal Project Directors, monthly Earned Value (EV) and performance data, Quarterly Project Review data, etc, will be submitted per requirements established in the IPABS guidance.
 - ii. Earned Value (EV) data - Budgeted Cost of Work Scheduled (BCWS) monthly profiles for the upcoming fiscal year must be loaded annually in IPABS no later than September 1. Annual BCWS profiles must be updated monthly; monthly updates to EV data do not require administrative approval by EM-53, except for negative BCWS and historical EV data (requires EM-53 and/or OECM concurrence by email).
 - iii. Changes to other corporate data, such as milestones or performance measures, are covered under separate guidance or SOPP.
- c. **Records**
 - i. All official change control records will be maintained in IPABS (with decision memorandums and related documents attached to the Change Request); approved memorandums will also be kept on file in the EM Correspondence Center. For actions requiring HQ approval, concurrence of Change Requests will be accomplished through the ESTARS system until such time as the capability exists in IPABS or another corporate system.

9. ROLES & RESPONSIBILITIES (for formal approval of new baselines and BCPs, please also see EM SOPP-41):

- a. EM Acquisition Executive
 - i. Chair EMAAB meetings and serves as the approval authority for establishing new baselines and OPERs, and for Level 1 BCPs.
 - ii. Serves as the approval authority for change requests that increase the upper ranges (both cost and end date) of Cleanup project OPERs.
- b. Deputy Assistant Secretary for Program Planning and Budget (EM-30)
 - i. Serves as the approval authority for scope, cost, schedule, and PBS structure changes to non-project PBSs, as well as adjustments to Cleanup project OPER profiles that don't affect the AE-established upper range for total OPER cost and end date.
 - ii. Serves as the staffing lead for all OCRs and reviews change requests involving funding issues.
 - iii. Maintains the electronic corporate change control system, datasets, and reporting in IPABS.
 - iv. The EM-32 Change Control Officer will administratively accept OCRs in IPABS prior to formal staffing, and has IPABS administrative approval authority for OCRs.
- c. Deputy Assistant Secretary for Acquisition and Project Management (EM-50)
 - i. Serves as the approval authority for PBS structure changes to projects and subprojects.
 - ii. Establishes change authorities for project scope, cost, and schedule

- elements consistent with DOE O 413.3A through approval of PEPs (covered under separate SOPP).
- iii. The EM-53 Office Director maintains change control authority for the Active Projects List (APL).
- iv. EM-53 serves as the staffing lead for all BCPs, BCNs, and new project baselines, maintains the official active projects list, maintains the official documentation for approval of BCPs and new baselines, and provides the EMAAB Secretariat and EM-53 Change Control Officer.
- v. The EM-53 Change Control Officer will administratively accept BCPs in IPABS prior to formal staffing, and has IPABS administrative approval authority for BCNs, FPD assignment and PMCDP certification data, and formally approved baseline and OPER data.
- d. EM Acquisition Executive
 - i. Chair EMAAB meetings and serves as the approval authority for establishing new baselines, OPERs, and Level 1 BCPs (covered under SOPP-41).
 - ii. Serves as the approval authority for change requests that increase the upper ranges (both cost and end date) of Cleanup project OPERs.
- e. EMAAB Secretariat (within EM-53)
 - i. Serve as focal point for the formal BCP approval process to ensure the requirements of DOE O 413.3A are met and that BCPs are processed in a timely manner (see SOPP-41).
 - ii. Maintain electronic and hard copies of all documents and decisions (electronic copies in IPABS and on the EM Portal).
- f. Site Manager
 - i. Review and endorse all Level 0 and 1 baseline change request documents and briefings before submittal to EM-HQ.
- g. Federal Project Director
 - i. Prepare necessary Change Request documents including briefings and revisions as necessary.
 - ii. After ensuring accuracy, submit documents through the Site Manager to EM-HQ.
 - iii. Execute baseline changes upon approval.
- h. Contractor
 - i. Prepare required documents for Change Request and revise as necessary, if requested by FPD.
 - ii. Proceed with implementation as directed once Change Request is approved and authorization is received from the Contracting Officer, if necessary.
- i. Correspondence Center
 - i. Maintain records of correspondence involving approval of Change Requests.

10. PROCEDURES:

For procedures on formal AE-approval of new project baselines or BCPs, see attached BCP/CD flowchart and also consult the EM SOPP on Project Critical Decision Approval Process (SOPP-41) and the EM SOPP on Approval of Critical Decision Documents (SOPP-#TBD).

For processing project Change Requests, the procedures are as follows:

- a. Federal Project Director

- i. Submit Change Requests in IPABS and notify EM-3 and EM-50 by email (cc: EM-53 Office Director and EM-53 EMAAB Secretariat) that a CR has been submitted.
- ii. For BCPs and new baseline requests, submit formal memorandum, required documents, and draft briefing to EM-3, EMAAB Secretariat, and EM-53 Site Lead for review and comment.
- iii. For BCNs, submit only in IPABS.
- b. EMAAB Secretariat
 - i. Distribute BCP or new baseline package to EM-53 Site Leads for review and comment within two business days of receipt.
 - ii. Facilitate formal approval process per separate SOPPs.
- c. EM-53 Change Control Officer
 - i. Provide administrative "acceptance" of a BCP in IPABS after confirmation that the change is within HQ's authority in accordance with the approved PEP and that other elements (e.g., funding issues, justification, root cause, etc) appear to be adequate.
 - ii. Provide administrative "review" of a BCN in IPABS to confirm that the change is within the field's authority in accordance with the approved PEP, the data looks reasonable, and funding issues have been reviewed by EM-30 as necessary.
 - iii. Within one business day of formal approval (covered under separate EM SOPPs), provide administrative "approval" of the BCP or new baseline in IPABS.
 - iv. Distribute BCNs (and OCRs if applicable) to EM-53 Site Leads for review and comment within two business days of receipt.
- d. EM-53 Office Director
 - i. Review and concur on all documents and memorandums for EM-50 or AE approval
 - ii. Monitor and track BCP/BCN staffing process to ensure timely disposition.
- e. EM-53 Secretary
 - i. Assemble BCP package in accordance with EM requirements, obtain E-STARS number and enter into concurrence.
 - ii. Obtain conference rooms, set up video and meet-me call in numbers as needed for Forrestal, Cloverleaf, and participating Site Office.
 - iii. Provide signed copy of memo by e-mail to EM-53 staff and save on EM portal.
- f. EM-50 Secretary
 - i. Provide signed copy of memo by e-mail to EM-53 secretary.
 - ii. Update E-STARS.
 - iii. Send package to correspondence center for distribution.
 - iv. E-mail a pdf of final signed package to FPD.
- g. EM-32 Change Control Officer
 - i. Distribute BCPs and BCNs to EM-53 Change Control Officer for staffing within one business day of receipt.
 - ii. Provide backup administrative acceptance and approval of BCPs and BCNs in IPABS upon request by EM-53 Change Control Officer.

For Other Change Requests (OCRs):

- a. Field Office point of contact for non-projects/Federal Project Director for OPERs/HQ lead for HQ PBSs

- i. Submit OCR in IPABS ensuring that cost tables are completed correctly, justifications are sufficient, and any necessary support documentation is attached.
- b. EM-32 Change Control Officer
 - i. Provide administrative "acceptance" of an OCR in IPABS after confirmation that elements (e.g., funding issues, justification, root cause, etc) appear to be adequate.
 - ii. Following formal approval of OCR, provides administrative "approval" of the OCR in IPABS.
 - iii. Distribute OCRs, NBPs, BCPs, BCNs to EM-32 Site Leads for review and comment within one business day of receipt.
- c. EM-32 Site Lead
 - i. Prepares a memorandum for the approval authority (either EM-30 or EM-1 as described in Section 9.a. and b.) recommending approval or disapproval of the OCR.
 - ii. Facilitate formal approval process
- d. EM-32 Secretary
 - i. Assemble OCR package in accordance with EM requirements, obtain E-STARS number and enter into concurrence.
- e. EM-32 Office Director
 - i. Review and concur on all documents and memorandums for EM-30 or EM-1 approval
 - ii. Monitor and track OCR staffing process to ensure timely disposition.
- f. EM-31 Site Lead
 - i. Reviews all OCRs for budget execution and formulation impacts
- g. EM-31 Office Director
 - i. Review and concur on all documents and memorandums for EM-30 or EM-1 approval

11. APPENDICES: None

Approved by: J. E. Suresh

Signature: [Handwritten Signature]

Name & Title: DAS Ev Act & Proj mgmt

Date: Feb 13, 2009

Attachment 1

Project Change Authority Thresholds

There are four levels of EM-wide changes for baselines.

- Level 0** – Deputy Secretary
- Level 1** – Assistant Secretary for EM
- Level 2** – FPD
- Level 3** – Contractor

Cleanup Project Baselines (NTBs)

	Level 0	Level 1	Level 2	Level 3
Technical	Delegated to EM-1	Any change in near term scope or Key Performance Parameters (KPPs).	Any change that does not impact near term scope or Key Performance Parameters (KPPs).	None
Schedule	Delegated to EM-1	Any delay from original (CD-2) near term project completion date; a delay of one year or greater (cumulative) will be reported to the Deputy Secretary	Any delay in lower level milestones that do not impact the near term project completion date.	A delay of less than 3 months in lower level milestones that does not impact the near term project completion date.
Cost	Delegated to EM-1	Any increase in cost of the near term Performance Baseline (80% confidence level) at CD-2.; increases in excess of \$100M or 25% cumulative will be reported to the Deputy Secretary.	Any use of funded or unfunded contingency. Usage in excess of 20% of total project contingency at CD-2 in any 12 months period will be formally reported to HQ (EM-53).	Annual use of MR in excess of \$5M or 20% of total MR at CD-2 will be formally reported to the Federal Project Director (FPD)

Baseline Change Authority Thresholds (Cont'd)

Capital Asset/Construction Project Baselines

	Level 0	Level 1	Level 2	Level 3
Technical	Any change in scope that affects the ability to satisfy the mission need, an inability to meet a Key Performance Parameter, or non-conformance with the current approved Project Execution Plan, which must be reflected in the Project Data Sheet.	Any change in scope or Key Performance Parameters (KPPs).	Any change that does not impact scope or Key Performance Parameters (KPPs).	None
Schedule	A delay of six months or greater (cumulative) from original CD-2 project completion date.	A delay of up to six months (cumulative) from original CD-2 project completion date.	Any delay in lower level milestones that do not impact the project completion date.	A delay of less than 3 months in lower level milestones that does not impact the project completion date.
Cost	An increase in excess of the lesser of \$25M or 25% (cumulative) of the original CD-2 cost baseline.	An increase up to the lesser of \$25M or 25% (cumulative) of the original CD-2 cost baseline.	Any use of funded or unfunded contingency. Usage in excess of 20% of total project contingency at CD-2 in any 12 months period will be formally reported to HQ (EM-53).	Annual use of MR in excess of \$5M or 20% of total MR at CD-2 will be formally reported to the Federal Project Director (FPD)

Attachment 2

New Project Baseline and Out-year Planning Estimate Range (OPER) Change Authority Thresholds

	SAE	EM-1	EM-30	FPD/Site Manager
Establish New Baselines	Delegated to EM-1	All New Baselines	None	None
Cleanup Project OPERs	Delegated to EM-1	Establishing new OPERs and any change to upper range for total OPER cost or end date (as established at previous NTB CD-2/3)	Any change to OPER cost profiles that don't affect the AE-established upper range for total OPER cost or end date (as established at previous NTB CD-2/3)	None

Non-Projects/Other Change Requests (OCRs) Change Authority Thresholds

	SAE	EM-1	EM-30	FPD/Site Manager
Non-Projects	N/A	Delegated to EM-30	Establishing, or approving any changes to, Lifecycle scope, cost and schedule.	None

CHANGE REQUEST (CR) GUIDE

	Scope Category	CR Category	CR Type	Approval Authority
CRs	Projects	Baselines	New Baseline	AE
			BCP	AE
			BCN	Field
		OPERs	New	AE
			Change to OPER High Cost/End Date	AE
			Change other than OPER High Cost/End Date	EM-30
	Non-Projects	OCRs	New HQ	EM-30
			New Field	EM-30
			All Changes	EM-30