

# CERP Guidance Memorandum

South Florida Water Management District – Jacksonville District, U.S. Army Corps Of Engineers

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CGM NUMBER-REVISION: 007.01

EFFECTIVE DATE: 15-April-2014

CATEGORY: Program Controls

**SUBJECT:** Project Change Control Process

**DESCRIPTION:**

This memorandum provides guidance to the staffs of both Jacksonville District, U.S. Army Corps of Engineers (USACE), South Florida Water Management District (SFWMD), and members of the Project Delivery Teams (PDT's) in general for the control and processing of changes to projects being pursued under the Design Agreement and/or the Master Agreement executed between the South Florida Water Management District and the Secretary of the Army for the implementation of the Comprehensive Everglades Restoration Plan (CERP). Specific guidance for processing change control requests for construction activities is provided in CERP Guidance Memorandum No. 60.

The SFWMD Office of Everglades Policy and Coordination and the USACE Programs and Project Management Division, represent the implementing agencies' project change control function.

A disciplined program and project management process is essential in order to deliver quality products and services. The USACE and the SFWMD have agreed to utilize a project management business process as the framework to jointly implement CERP (Master Program Management Plan, August 2000). The USACE has an established Project Management Business Process (PMBP), which provides common USACE-wide program and project level processes. The USACE's PMBP incorporates lessons learned and best business practice experience to create a working environment that will make it easier to meet strategic goals. This core business standard is provided in Engineer Regulation (ER) 5-1-11, *USACE Business Process*, and establishes the philosophy, policy, and guidelines for how USACE does business. For the USACE, it applies to all work. Requirements that may conflict with the business practices of the SFWMD will be resolved as required.

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## GUIDANCE:

Change Management is the process by which changes in a project are both agreed upon and documented. Approved changes become the basis for adjusting baseline performance measures, and thus impact the performance metrics and quality objectives established for project success.

Project Management Plans (PMP) are updated and approved at various scheduled revision points (phases) during the project lifecycle. Any changes approved in a PMP that impact project baseline cost estimates, scope, or schedule will require thorough explanation and approval through the change control process. This is the standard by which project performance will be monitored during each phase of the project covered by the PMP.

Annual Work Plans containing budget and products will be developed and agreed upon between USACE and the SFWMD for each project. Any changes in project baseline cost estimates, scope, or schedule will require thorough explanation and approval using the change control process described in this CERP Guidance Memorandum (CGM).

**USACE Baselines** – The Primavera project baselines are the points by which a project is compared for scope, schedule and budget. The primary baselines used by USACE Program Controls Section for Civil Works projects are identified below and further defined in the USACE PMBP.

- Initial Approved PMP – Used to capture the scope, schedule and budget documented in the initial, formally approved Project Management Plan
- Approved PMP – Used to capture budget, schedule and scope changes that exceed project thresholds requiring revision and reapproval of the Project Management Plan.
- 2101 Baseline – Used to match the Basic 2101 Schedule in OFA. The official Basic 2101 Schedule of Obligations, Expenditures and Milestones dates are maintained in Oracle Financial Analyzer (OFA). The OFA baseline is created by HQ incorporated early in the fiscal year and reflects the programmed / anticipated, obligations, expenditures, and milestones for the upcoming fiscal year. It is used by Headquarters to monitor project achievement. The 2101 baseline cannot be modified or reset.
- Current Approved – Used to designate a baseline representing the currently approved schedule and budget as approved by the USACE Project Review

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Board (PRB) using a completed CCR. An approved CCR and new Current Approved Baseline do not affect the HQ 2101 Lock. Any slips in milestone execution, obligations, or expenditures, even if approved by the PRB, will negatively impact the Districts performance metrics.

**Project Objectives and Thresholds** – The project objectives and thresholds consist of parameters with a lower or upper value that are assigned by the CERP Program Managers to each project and are documented in the approved PMP. These thresholds are specified values against which project data can be evaluated to identify variances that the Program Manager(s) are responsible for tracking. When a threshold parameter is equal to or less than the lower threshold value, or equal to or more than the upper threshold value, this triggers the need to initiate project change control procedures. An **objective value** is the desired value that the project managers are trying to obtain. Objective values represent those scope, schedule, budget, and quality values established in the approved PMP. A **threshold value** is that value beyond which project performance is degraded, becomes too costly, or is no longer timely and forcing the initiation of a change control procedure. The Project Manager(s) are responsible for managing their project within those objective and threshold values identified in their PMP. Management within this window provides trade-off space for the Project Delivery Team to perform cost, schedule, and project scope trade-offs, therefore providing the best possible solution for the project and program. Once a Project Manager(s) predicts a threshold breach, the change control process must be initiated to address the new condition.

Project thresholds will be a standard across the CERP program. Program thresholds fall into three categories:

- **Cost** – The cost threshold will have a zero-tolerance threshold for the entire project (total project cost), and depending on the phase, no more than a 10% increase in the estimated cost of an individual phase as described in the PMP.
- **Schedule** – The schedule threshold will be limited to no schedule change exceeding three months (one quarter) for any reportable milestones and a zero-tolerance threshold for all major milestones as defined by CERP Guidance Memorandum 015.00, as amended.

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- Project Scope – As a general rule, the project scope will have a zero-tolerance threshold, that is, any reduction or addition in project scope will require a definitive project change control decision.

In certain cases, individual projects may be allowed to vary from the standard thresholds provided by this memorandum. In those special cases, variances will be documented, approved, and placed in a table containing the cost, schedule, scope, objectives, and thresholds, in the PMP. The CERP Program Managers, will review project thresholds and assign program level thresholds during the PMP approval process.

Documentation of project changes will be made using the "CERP Change Control Request Form" (CERP CCRF) (see attached sample). An MS Word file containing the CERP CCRF and the instructions to use it can be downloaded from the following website: [http://www.evergladesplan.org/pm/program\\_docs/cerp-guidance-memo.aspx](http://www.evergladesplan.org/pm/program_docs/cerp-guidance-memo.aspx). The CERP CCRF is a tool to document the justification and approval for proposed project changes. The CERP CCRF, when complete, will be electronically attached in portable document format (pdf) to the project (in P3e) and uploaded into WebCMI and Documentum as a reference document. Approval of a change request will be by the same authority as the PMP. Completion of the Change Control Process may result in an update of project data and an adjustment to the approved PMP and the current approved cost and schedule.

Change management also involves the employment of a lessons learned process. As part of the management of project changes, Project Managers and Program-level Activity Managers leading PDTs will be required to provide lessons learned as a result of the change in their project. The reporting format for lessons learned is provided as part of this memorandum (see attached). An MS Word file containing the lessons learned form (LLF) and the instructions to use it can be downloaded from the following website: [http://www.evergladesplan.org/pm/program\\_docs/cerp-guidance-memo.aspx](http://www.evergladesplan.org/pm/program_docs/cerp-guidance-memo.aspx). Archiving and dissemination of the lessons learned as needed resulting from this change control process is the responsibility of USACE-SAJ Programs and Project Management Division.

**Digital Signature** – Digital Signatures can be used in place of physical signature to concur or not-concur in the change control process. A digital signature/certificate must be attached to the electronic mail when responding or forwarding the CERP CCRF to the next step in the approval process.

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**Change Management Responsibilities** - It is the individual responsibility of the members of the PDT to notify the Project Managers as soon as a team member becomes aware of any potential scope, schedule, or cost changes, including changes caused by a shift in organizational or sub-organization priorities. Managing changes at the project level is the direct responsibility of the assigned Project Manager(s) in accordance with any specialized requirements addressed in their approved PMP and this CERP Guidance Memorandum.

**Project Managers:** The PDT members, under leadership of the Project Managers, are expected to analyze and assess necessary or proposed changes and devise a plan for corrective action that will bring the project back into conformance with the approved PMP without requiring modification of the scope, schedule, or cost to the maximum extent possible. Corrections that achieve this should be reported in the course of regular monthly reporting. When the PDT identifies changes that impact the project's approved scope, schedule, budget, or quality that do not fit the category just described, they will identify, document, and coordinate any proposed changes to the approved PMP.

When the change originates in a technical office, a CERP CCRF Technical Office Justification Form may be filled out by the Project Manager to assist in the documentation and communication of changes within the USACE. CERP CCRF Technical Office Justification Forms must be filled out for any significant project change.

In addition, the PMs will:

- Create or modify a "What if" version of their project (in P6 it is referred to as a Work-In-Progress, or "WIP" file). This WIP file will reflect the anticipated changes to the project's schedule and budget.
- If needed, prepare a CERP CCRF Technical Justification Form to be submitted with the CERP CCRF. The PM will describe the change and the impact to budget, schedule, etc. and route for signatures by the technical office branch and division chiefs.
- Prepare a CERP CCRF and submit it for approval.

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- Document the Lessons Learned resulting from the change as needed.
- Determine whether the proposed change exceeds the project's PMP established thresholds.
- Upload the signed CCRs into Documentum.

**Programs and Project Management Branch Managers:** The Programs and Project Management Branch Managers will:

- Receive requests for changes from individual projects and provide an evaluation and assessment of potential program impacts anticipated by the proposed change;
- Using the CERP CCRF, document the program level review, provide analysis of impacts and/or concurrence of the proposed change prior to forwarding the form to decision makers;
- Provide input to the Lessons Learned process, as appropriate, resulting from the program analysis;
- Maintain a corporate body of knowledge for program and project Lessons Learned associated with project change control;

**Everglades Policy and Coordination Managers:** The Everglades Policy and Coordination Managers will:

- Review proposed change(s) and assess impacts to resources and program implementation, including the CERP cost-share balance;
- Using the CERP CCRF, document the program level review, provide analysis of impacts and/or concurrence of the proposed change prior to forwarding the form to decision makers;
- Coordinate, as necessary, with the Assistant Executive Directors.

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- Approve or disapprove request for change.

**Use of the CERP Change Control Request Form (CERP CCRF)** - If, after the PMs have exhausted mitigating actions within their control, and thresholds are projected to be exceeded, documentation substantiating the cause, impact and proposed changes to the current schedule, cost, or scope will be submitted for review and approval prior to implementation of the change.

Throughout the CERP CCRF approval process, the impacts related to CERP CCRFs may be briefed and discussed at one or more of the following venues: Design Coordination Team (DCT), Quarterly Executive Team (QET), and USACE PRB.

It will be the responsibility of the **Project Managers** to provide the project level documentation and analysis of impacts caused by the proposed changes. Using the CERP CCRF, the Project Managers will document the following:

- Detailed description of proposed change to the project;
- A detailed justification for the proposed change to the project;
- Necessary documentation to support changes
- Describe what impact the change will have on the project (compare approved baseline against new "WIP" file), assess:
  - Impact to project scope (if any);
  - Impact on project cash flow versus project baseline (attach new budget forecast by fiscal year and analysis of impact to total project cost if any);
  - Impact to schedule due to proposed change;
- PM's joint assessment and recommendation for approval; and,
- Forward the CERP CCRF to the Branch Managers for their review and concurrence/non-concurrence.

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**Programs and Project Management Branch Managers** will review the CERP CCRF and provide the following:

- Review the proposed change and assess and/or confirm resource availability;
- Review the proposed change for impacts to overall program implementation;
- Assess program level impacts to the current CERP cost-share balance;
- Assess program-level impact to cash flow (versus baseline);
- Assess the proposed change's impact to the project's identified ecosystem benefit delivery in cooperation with RECOVER;
- Assess impacts to stakeholders;
- Recommend concurrence/non-concurrence for the change;
- Forward to the SFWMD Everglades Policy and Coordination Managers for their review and concurrence/non-concurrence.

**Everglades Policy and Coordination Managers** will review the CERP CCRF and provide the following:

- Determine if the request and impacts should be briefed at DCT; and/or if the request should be presented to the SFWMD Executive Management
- Forward signed CERP CCRF to the Division Director with recommendation for approval or return the CERP CCRF to the Project Manager(s) with additional guidance.

The **Division Director** will:

- Review the proposed change;
- Consider impacts to its respective agency's program resulting from the proposed change and;

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- Approve or disapprove the proposed change

**Post Approval Procedures** - Upon approval of the CERP CCRF, Project Manager(s) will update the project schedule and cost estimate to reflect the approved change. This updated schedule and cost estimate will become the new Current Approved baseline against which future project performance will be measured. In addition to updates to the project's schedule and cost estimates, changes in scope will be reflected in a revision to the approved PMP. A copy of the final CERP CCRF will be added to the PMP in Appendix K, as specified in Appendix B of the Master Program Management Plan, as a permanent record of the change and uploaded into WebCMI and Documentum.

**Project Managers will:**

- Update the Current Approved Schedule to reflect the approved changes within P3e and attach the signed CERP CCRF electronically (in pdf) to the P3e notes field;
- Provide an electronic copy of the CERP CCRF (in pdf) to the USACE Program and Project Management Division;
- Notify Management when the appropriate changes have been made to the project schedule and a new current approved schedule is available for the project;
- Update the PMP as necessary (including securing the necessary approval signatures) and assuring that the revised document is posted to the evergladesplan.org website;
- Update the Annual Work Plan
- Update appropriate reports with the new information.
- Upload the signed CERP CCRF into Documentum.

**USACE Program Controls Section will:**

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- Validate that the new currently approved schedule adheres to the prescribed format that supports a program rollup;
- Ensure the CERP CCRF is kept on file to document approved changes within the program.
- **Log the CERP CCRF information in the CCR-Tracking Log located on schedule drive.**
- **Log the CERP CCRF information in the P2 Primavera WIPs and Docs area.**
- **Post a PDF file of the approved change forms to the project's e-PMP Documents in Web CMI on the P2 Portal (don't lock the attachments)**
- **Post a PDF file of the approved CERP CCRF on the USACE scheduling drive under the project specific folder.**

Send a PDF file of the approved CERP CCRF to the project manager and cc Chief of the office responsible for originating the CERP CCRF as identified on the top of CERP CCRF form.

A sample CERP Change Control Request Form is included as an attachment to this guidance memorandum and is available in electronic form for use by the project delivery teams at: [http://www.evergladesplan.org/pm/program\\_docs/cerp-guidance-memo.aspx](http://www.evergladesplan.org/pm/program_docs/cerp-guidance-memo.aspx).

## APPLICATION:

Effective as of the date of this CERP Guidance Memorandum, the staffs of both agencies will implement this guidance in accordance with the processes described above regarding change control procedures and documents.

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3/11/2014

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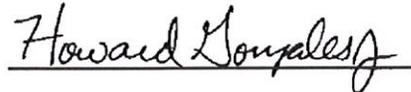
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APPROVAL:



**Tom Teets**  
Federal Policy Chief  
Office of Everglades Policy and Coordination  
South Florida Water Management District



**Howard Gonzales Jr.**  
Chief, Ecosystem Branch  
Programs and Project Management  
Division  
Jacksonville District  
U.S. Army Corps of Engineers

DATE: 15 April 2014

DATE: 21 March 2014

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## LESSONS LEARNED FORMAT

This format should be used to document how a project issue was handled and resolved. It is important to capture lessons learned while the issue is fresh in people's mind. The results can be summarized and used by future teams.

ISSUE: \_\_\_\_\_

DATE: \_\_\_\_\_

PROJECT: \_\_\_\_\_

PROJECT MANAGERS: \_\_\_\_\_, USACE  
\_\_\_\_\_, SFWMD

1. What were the main causes of the change?
2. How could the change be avoided in the future?
3. Was the change significantly influenced by outside dependencies?
4. If it could be done over, what is the one thing that could be corrected (related to process, not to technical solution)?
5. What could be improved on the way the change was handled?
6. Was the entire team committed to the project schedule?
7. What people, process, and communication problems were encountered?
8. How could we have done better in these areas?
9. What would you change about the process?
10. What would you like to better understand or see better documented about how to use our process on this type of project?

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CERP CHANGE CONTROL REQUEST FORM PLANNING		
Project (number name):	Date:	
Requested by:	Request No.:	
Change Request		
Description of Change to Project:		
Description of Impact to Project (Budget, Schedule, Ecosystem, Stakeholder, etc.):		
Project Manager		
USACE: _____	Date: _____	
SFWMD: _____	Date: _____	
Ecosystem and Program Management Branch (USACE) and Office Level (SFWMD)		
Program Assessment	Yes	No
Budget Impacts	<input type="checkbox"/>	<input type="checkbox"/>
Schedule Impacts	<input type="checkbox"/>	<input type="checkbox"/>
Ecosystem Impacts	<input type="checkbox"/>	<input type="checkbox"/>
Stakeholder Impacts	<input type="checkbox"/>	<input type="checkbox"/>
Explain Non-Concurrence: (Explain reasons for denial if required and return form to PM)		
USACE: _____	Date: _____	
Branch Chief, Ecosystem Branch, Programs and Project Management Division		
USACE: _____	Date: _____	
Branch Chief, Program Management Branch, Programs and Project Management Division		
SFWMD: _____	Date: _____	
Federal Policy Chief for Office of Everglades Policy and Coordination		
Programs and Project Management Division (USACE) and Office Level (SFWMD)		
Program Assessment	Yes	No
Budget Impacts	<input type="checkbox"/>	<input type="checkbox"/>
Schedule Impacts	<input type="checkbox"/>	<input type="checkbox"/>
Ecosystem Impacts	<input type="checkbox"/>	<input type="checkbox"/>
Stakeholder Impacts	<input type="checkbox"/>	<input type="checkbox"/>
Explain Non-Concurrence: (Explain reasons for denial if required and return form to PM)		
USACE: _____	Date: _____	
Deputy District Engineer for Programs and Project Management, Programs and Project Management Division		
SFWMD: _____	Date: _____	
Director, Office of Everglades Policy and Coordination		
PCS/Scheduler: Name/Initials _____	Date _____	
P2/P3e Entry complete <input type="checkbox"/>	C/A BL & Filing complete <input type="checkbox"/>	Web CMI-ePMP Entry <input type="checkbox"/>

CERP CHANGE CONTROL REQUEST FORM TECHNICAL OFFICE JUSTIFICATION		
Project (Number Name):	Date:	
Technical Office:	Request No.:	
Technical Office Point-of-Contact:		
<b>Change Request</b>		
Description of Change to Project:		
Description of Impact to Project (Budget, Schedule, Ecosystem, Stakeholder, etc.):		
<b>Project Manager / Technical Lead</b>		
Technical Lead:		
USACE: _____	Date: _____	
Project Manager:		
USACE: _____	Date: _____	
<b>Technical Office Branch (USACE)</b>		
<b>Program Assessment</b>	Yes	No
Budget Impacts	<input type="checkbox"/>	<input type="checkbox"/>
Schedule Impacts	<input type="checkbox"/>	<input type="checkbox"/>
Ecosystem Impacts	<input type="checkbox"/>	<input type="checkbox"/>
Stakeholder Impacts	<input type="checkbox"/>	<input type="checkbox"/>
Explain Non-Concurrence: (Explain reasons for denial if required and return form to PM)		
USACE: _____ Date: _____		
Branch Chief, Technical Office Branch, Jacksonville District		
<b>Technical Office Division (USACE)</b>		
<b>Program Assessment</b>	Yes	No
Budget Impacts	<input type="checkbox"/>	<input type="checkbox"/>
Schedule Impacts	<input type="checkbox"/>	<input type="checkbox"/>
Ecosystem Impacts	<input type="checkbox"/>	<input type="checkbox"/>
Stakeholder Impacts	<input type="checkbox"/>	<input type="checkbox"/>
Explain Non-Concurrence: (Explain reasons for denial if required and return form to PM)		
USACE: _____ Date: _____		
Division Chief, Technical Office Division, Jacksonville District		
PCS/Scheduler: Name/Initials _____ Date _____		
P2/P3e Entry complete <input type="checkbox"/> C/A BL & Filing complete <input type="checkbox"/> Web CMI-ePMP Entry <input type="checkbox"/>		