

# Reclamation Manual

## Directives and Standards

<b>Subject:</b>	Project Management
<b>Purpose:</b>	The purpose of this Directive and Standard (D&S) is to establish defined roles, responsibilities, and procedures for standardized project management practices across the Bureau of Reclamation (Reclamation). The benefits of this D&S to Reclamation are improved processes that increase accountability, transparency, timeliness, and cost containment and to reduce risks for decision-makers and stakeholders.
<b>Authority:</b>	Reclamation Act of 1902 and amendments (43 U.S.C. 372 et seq.); Clinger-Cohen Act of 1996 (40 U.S.C. 11311 et seq.); Program Management Improvement Accountability Act (31 U.S.C. 501; Pub. L. 114-264); Office of Management and Budget (OMB) Circular, A-11, <i>Preparation, Submission, and Execution of the Budget</i> , and supplements to the Circular; OMB Circular A-130, <i>Management of Federal Information Resources</i> ; OMB Policy Memorandum <i>Federal Acquisition Certification for Program and Project Managers</i> , April 25, 2007; OMB Policy Memorandum Revisions to the Federal Acquisition Certification for Program and Project Managers, December 16, 2013; Secretarial Order No. 3244, <i>Standardization of Information Technology Functions and Establishment of Funding Authorities</i> , November 12, 2002; Department of the Interior (DOI), Office of the Chief Information Officer, Directive 2004-19, <i>Project Management Certification Requirements for Managing Information Technology Investments</i> , June 23, 2004; DOI AAAP-0051, <i>DOI Federal Acquisition Certification and Appointment Programs</i> , September 1, 2016.
<b>Approving Official:</b>	Deputy Commissioner, Operations
<b>Contact:</b>	Asset Management Division (86-67200)

1. **Introduction.** This D&S establishes the requirements necessary to ensure that projects are managed effectively and in accordance with OMB and DOI policies. It includes requirements for training, certification, and assignment of project managers. It also contains requirements for establishing, using, and overseeing project management practices related to meeting business objectives. Reclamation Policy for project management is found in Reclamation Manual (RM) Policy, *Project Management* ([CMP P07](#)). Additional guidance is provided in Reclamation's *Project Management Guidebook*.<sup>1</sup>
2. **Applicability.** This D&S applies to all Reclamation employees involved in creating a specific service, result, or product for all Reclamation project and program activities. This

<sup>1</sup> The objective of the *Project Management Guidebook* is to guide the consistent administration (training, use, evaluation, control, etc.) and practice of project management for all programs and projects within Reclamation. This supplemental guidebook focuses on projects within programs, providing supplemental guidance on project management best practices.

# Reclamation Manual

## Directives and Standards

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D&S does not supersede any existing DOI, OMB, or other legal requirements regarding project management.

3. **Project Management Activities for all Projects.** Each regional office and directorate is responsible for establishing internal directorate business practices, procedures, best practices, and structures for implementing this D&S and the guidance in the *Project Management Guidebook*.
  - A. **Project Classification.** The project sponsor must classify a project according to the following categories<sup>2</sup>:
    - (1) **Basic:** Recommended for low-risk, relatively simple projects that do not warrant special management attention.
    - (2) **Standard:** Recommended for low- or medium-risk projects with some management or technical complexity that do not warrant special management attention.
    - (3) **Complex:** Recommended for medium- or high-risk projects with a great deal of management or technical complexity or for projects that warrant special management attention.
    - (4) **Complex with Capital Asset Plan and Business Case:** Required for major acquisitions where a Major Business Case is required to be submitted to OMB, as defined in the current OMB Circular A-11, Part 7, Appendix J “Planning, Budgeting, and Acquisition of Capital Assets.” Contact the Asset Management Division (AMD) for the Capital Planning Guide and other supplemental guidance on OMB Circular A-11.
  - B. **Project Complexity Tool.** To support determination of the project classification, a project complexity tool must be used prior to the development of the project charter.<sup>3</sup>
  - C. **Project Charter.** The project charter must be developed and approved by the project sponsor. A project charter must include the project complexity classification and identify the assigned project manager.
  - D. **Project Manager Assignment.** A director or manager will assign a project manager to the project in coordination with the project sponsor and with the approval of the project

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<sup>2</sup> Special management attention is warranted for projects with high importance to the agency mission, high level of risk, high level of return, high level of visibility, or a significant role in the administration of agency programs, finances, property, or other resources.

<sup>3</sup> Reclamation’s standard Project Complexity Tool is available on Reclamation’s Virtual Resource Center (VRC). The VRC may be accessed through the Intranet [Site Index](#). Regions and directorates may develop their own standard tools as appropriate.

# Reclamation Manual

## Directives and Standards

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manager's supervisor. Assignments must be based on project complexity and the experience, competencies, and certifications of the project manager.

- E. **Project Team.** The project manager will establish and lead a project team (sometimes referred to as the project management group) that includes individuals from various offices that are responsible for different aspects of the project, such as data collection, technical disciplines, design, environmental and cultural resources compliance, real estate, acquisition, finance, security, information technology, communications, and construction. Each office represented must assign a team lead. The team lead reports to the project manager and will participate in team meetings with the project manager and other team leads.
- F. **Project Management Team.** For safety of dams and other critical, complex, or controversial projects, the project manager and the manager or director of the Reclamation office with program responsibility will initiate the formation of the Project Management Team (PMT). The PMT will be responsible for executing an efficient and cost-effective project process, coordinating the project through design and construction, and ensuring that construction issues are communicated to the appropriate organizational structure and the design team. The team members at this level have management authority over resources and have the authority to set work priorities, establish project priorities, and resolve problems that could not be resolved at the working level.
- G. **Project Management Plan.** After the charter is signed, the project manager is responsible for working with the project team, in consultation with the PMT as applicable, to develop a project management plan (PMP). The PMP should be appropriately scaled for the project classification, it must identify the objectives of the project, and it should define how the project is executed, monitored, and controlled. The PMP should address peer review requirements as applicable under *Peer Review of Scientific Information and Assessments* ([CMP P14](#)). For construction projects, the PMP must also identify any asset independencies, interdependencies, and the criteria for determining when the project is considered substantially complete.
- H. **Project Records.** The project manager, in coordination with the project sponsor and as documented in a File Management Plan, will store and organize non-restricted<sup>4</sup> project records in a centralized location for the project team to access. The project team will retain, compile, and archive original documents in accordance with existing records management policies found in RM D&S, *Information Management* ([RCD 05-01](#)).
- I. **Project Execution.** The project manager, in coordination with the project team and PMT as applicable, will implement the project in accordance with the PMP.
- J. **Monitoring and Controlling.** The project manager will implement monitoring and controlling measures and will monitor progress to identify variances from the baseline

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<sup>4</sup> Some sensitive data are subject to more restrictive sharing requirements, such as sensitive archaeological site data.

# Reclamation Manual

## Directives and Standards

so that corrective action can be taken, when necessary, to meet project objectives throughout the life of the project. Corrective action must be taken in accordance with the Change Management Plan within the PMP. Project managers are responsible for ensuring the quality of scientific information developed and used in the project and that peer review requirements are being met under CMP P14.

- K. **Change Management.** The project manager will establish the Change Management Plan, which is a collection of documented procedures that define how project scope, schedule, and budget will be changed and approved. The Change Management Plan will be included in the PMP. Approved changes must be recorded as described in the PMP in order to document the impacts of the change and ensure concurrence for the need of the change.
  - L. **Project Manager Reassignment.** In the event a project needs to be reassigned from one project manager to another, the project sponsor must document the change. The incoming project manager must be informed of the salient features of the project at the time of transition. A checklist or documentation of this information transfer needs to be completed and stored with the project files whenever project manager transitions happen during the lifetime of a project.<sup>5</sup>
4. **Project Management of Construction Activities.** This section applies to all construction activities, regardless of funding mechanism (e.g., regular appropriations, partner-funded, grants, XM extended repayment, etc.).
- A. In addition to the requirements of this D&S, project management of all construction activities, including actions taken under the Reclamation Safety of Dams Act of 1978 (Pub. L. 95-578, as amended), will comply with the procedures and practices described in RM D&S, *Construction Activities* ([FAC 03-02](#)).
  - B. Construction activities must be supported by documentation of management's decision to construct. This documentation must be identified in the project charter.
    - (1) Documentation of the basis for the decision must include the problem, deficiency, or condition to be addressed by the construction activity, the alternatives considered, and the reason for selecting the alternative to be implemented.
    - (2) Management's decision to construct must identify the congressional authority for performing the construction activity and describe the basis of management's decision to initiate the construction activity.
  - C. The documentation of management's decision to construct will support the establishment of appropriate financial accounting structures using the capitalization criteria and decision flow chart in the Replacements Book (see RM D&S *Assets Under*

<sup>5</sup> A template Project Manager Transition Checklist is available on the VRC for this purpose.

# Reclamation Manual

## Directives and Standards

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*Construction (AUC) ([FIN 07-24](#)) and Master Data and General Ledger (GL) Chart of Accounts ([FIN 04-20](#))).*

- D. Interdependent or Independent Assets.** Project managers will coordinate with the sponsor, project team, and Construction Engineer (CE)/Construction Manager (CM) to identify the interdependencies between assets that affect the determination of substantial completion.
- (1) Multiple assets will be identified as interdependent when the assets must function together or operate as a unit to meet an intended purpose, deliver a benefit, or otherwise perform as designed.
  - (2) Interdependencies will be defined to group assets at the smallest unit necessary to be used, operated, or occupied by Reclamation to deliver benefits.
  - (3) Interdependencies that are based on full build-out of a project or on the delivery of all authorized project benefits must be supported by the planning and design documentation.
  - (4) Independent assets within a project meet an intended purpose, provide a benefit, or perform as designed on their own.
- E. Substantial Completion Criteria.** Project managers will coordinate with the sponsor, project team, and CE/CM to develop criteria for determining when the construction activity is substantially complete and can be used, operated, occupied, or otherwise placed in service. These criteria will be documented in the PMP.
- (1) Criteria for determining substantial completion must be specific to the construction activity and based on applicable performance metrics (e.g., minimum flow rate, water quality standard, shaft alignment tolerance, minimum insulation resistance, or verified level of risk reduction for dam safety projects).
  - (2) Substantial completion criteria must support the conclusion that Reclamation is ready to use, operate, occupy, or otherwise place in service the independent or interdependent asset(s).
- F.** For construction activities identified as Assets Under Construction (AUC), regardless of cost, the project manager will do the following:
- (1) Coordinate with the project sponsor, project team, and regional finance officer to review the AUC quarterly reports for completeness and accuracy and update as necessary.
  - (2) Complete the substantial completion documents required by FIN 07-24 and [FAC 01-05](#) (*Completion of a Construction Activity: Transferring Reclamation Capital Assets Under Construction (AUC) to Operation and Maintenance (O&M) Status*).

# Reclamation Manual

## Directives and Standards

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- G. **Capital Planning and Investment Control Reporting.** All planned and approved construction projects must be appropriately reported under the requirements established in Department of the Interior Acquisition, Arts, and Asset Policy 1061, “Capital Planning and Investment Control for Construction and Leased Space,” and in the annual “Department of the Interior Lifecycle Investment Planning Guidance.” Contact AMD for the Capital Planning Guide and other supplemental guidance on OMB Circular A-11.
5. **Project Manager Training and Certification.** Training in project management principles and practices will follow the standards adopted by Reclamation in CMP P07 and the *Project Management Guidebook*. In addition, Directors and Senior Advisors are responsible for ensuring that project managers within their offices possess the training and, as appropriate, the level of Federal Acquisition Certification for Program and Project Managers (FAC-P/PM) certification required for the acquisitions and projects they manage or for which they are responsible.
- A. **Certification Requirements.** Any Reclamation employee assigned responsible charge for project manager oversight of a Complex with OMB Business Case project must meet the training and certification requirements for major acquisitions (senior level FAC-P/PM certification) as described in OMB Policy Memorandum *Federal Acquisition Certification for Program and Project Managers* and DOI AAAP-0051.
- B. **Thresholds for Minimum Certification Level.** The certification requirements of DOI AAAP-0051 apply only to project managers assigned as responsible charge for project manager oversight of Complex with OMB Business Case projects. Directors and Senior Advisors shall encourage Project Management Professional training and certification for all project managers, especially those with the responsible charge of Complex projects. Directors and Senior Advisors shall determine the appropriate level of other training and certification by following the guidance provided in Reclamation’s *Project Management Guidebook*.
- C. **FAC-P/PM Certification.** Reclamation will seek the appropriate level of FAC-P/PM certification for each project manager, consistent with DOI requirements and procedures.
- (1) **Necessary Training, Experience, and Skills.** Project management training shall include competencies identified by the Project Management Institute. Additionally, Directors and Senior Advisors shall apply DOI requirements for obtaining FAC-P/PM certification.
- (2) **Completion Date.** A project manager assigned to a Complex with OMB Business Case project must satisfy FAC-P/PM competency requirements within one year of the date of assignment.

# Reclamation Manual

## Directives and Standards

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6. **Engineering and Other Technical Services.** When a project involves engineering or other technical services work from designated service providers, project managers are responsible for coordinating service or funding agreements with technical service providers in accordance with RM Policy and D&S as applicable. Engineering and technical service providers are responsible for performing project management duties as defined by their office guidelines and in accordance with RM Policy and D&S. Relevant documents include but are not limited to:
- A. *Bureau of Reclamation's Business Model for Managing Technical Services* ([CMP P10](#));
  - B. *Working with Water and/or Power Contractors During Formulation of Operation and Maintenance Programs, and Providing Quality Services to Contractors During Current Year Program Activities* ([WTR P05](#));
  - C. *Advance Planning for Technical Services Work* ([CMP 10-01](#));
  - D. *Fee-for-Service Business Practices for Technical Services Work* ([CMP 10-02](#));
  - E. *Workload Distribution Practices for Technical Services Work* ([CMP 10-03](#)); and
  - F. *Collaboration with Customers Regarding Technical Services Required for Work on Existing Bureau of Reclamation Facilities* ([CMP 10-04](#)).
7. **Definitions.**
- A. **Assets Under Construction (AUC).** General Property, Plant, and Equipment (G-PP&E) construction costs that meet the requirements for capitalization until the work is substantially complete, as defined in the project management plan.
  - B. **Authorized Project.** A statutorily authorized project consisting of an assembly of chief features and supporting assets required to provide the benefit(s) authorized by Congress.
  - C. **Capital Assets.** Land, structures, equipment, and intellectual property (e.g., software) owned by the Federal Government that meet capitalization criteria. Capital assets include not only the asset as initially acquired but also all capitalized additions, betterments, and replacements (see RM D&S, *General Property, Plant, and Equipment (G-PP&E)* ([FIN 07-20](#))).
  - D. **Construction Activity.** Any activity to rehabilitate, renovate, or replace existing assets or to develop new assets. Construction activities are performed by Reclamation staff (i.e., force account work or in-house labor) or accomplished through a construction contract and include the procurement of equipment and materials that are to become a fixed part of Reclamation facilities.

# Reclamation Manual

## Directives and Standards

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- E. **Construction Engineer/Construction Manager (CE/CM).** The CE/CM is the person assigned to administer construction activities, develop the construction management plan (see FAC 03-02), understand and ensure implementation of the design intent, maintain technical coordination between design and construction, and manage the construction staff to ensure compliance with specifications.
- F. **Decision to Construct.** Management’s decision to execute a construction activity.
- G. **Major Acquisition.** Reclamation uses the definition of major acquisition in OMB Circular A-11, Part 7, and the supplemental Capital Programming Guide: “Major acquisitions are capital assets that require special management attention because of their importance to the agency mission; high development, operating, or maintenance costs; high risk; high return; or their significant role in the administration of agency programs, finances, property, or other resources.”
- H. **Management.** Refers to the position delegated authority in the RM [\*Delegations of Authority\*](#) to carry out the laws that authorize Reclamation to proceed with a course of action. The first step in determining who has authority is to identify the authority that permits Reclamation to take an action and refer to the RM *Delegations of Authority* to determine if the Commissioner has re-delegated that authority.
- I. **Program.** A group of related projects managed in a coordinated way to obtain benefits and control not available from managing them individually. Programs may include elements or related work outside the scope of discrete projects in the program. Programs often involve a series of repetitive or cyclical undertakings. Contrast with project.
- J. **Project.**<sup>6</sup> A temporary endeavor undertaken to create a unique product, service, or result. A project has a discrete and definable beginning and end. Not to be mistaken with an authorized project.
- K. **Project Charter.** A document that provides the initial official authorization for a project and identifies a high-level definition of the scope and schedule, project complexity, and the project sponsors and stakeholders.
- L. **Project Management.** The application of knowledge, skills, tools, and techniques to project activities to meet project requirements.
- M. **Project Management Plan.** A formal, approved document that defines how the project is executed, monitored, and controlled. It must include the appropriate level of

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<sup>6</sup> The operations of an organization are continuing and repetitive activities executed to achieve its mission and sustain the business, but without a definable end to their performance and without a unique output. An organization’s day-to-day operations are not considered a project because they are not unique and have no beginning or end. For example, O&M at Reclamation water and power facilities are programs containing the ongoing activities to sustain the facilities.



# Reclamation Manual

## Directives and Standards

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detail and may be composed of one or more subsidiary project management plans and other planning documents.

- N. **Project Management Team.** A team comprised of the project sponsor, project manager, and managers who are one supervisory level above the primary personnel actively performing the work, as well as representatives from the program office, area office, regional office, and other offices or stakeholders as appropriate.
  - O. **Project Manager.** The person assigned by a director or manager with delegated authority, in consultation with the project sponsor, to achieve project objectives and deliver a project on schedule, within budget, and to the appropriate scope.
  - P. **Project Records.** Final project documents and draft documents, as appropriate, to include project files, project management plans, technical documents, reports, environmental and cultural resources documents, plans and specifications, financial documents, etc.
  - Q. **Project Sponsor.** The Reclamation staff-person who provides leadership for the project (field office manager, area office manager, etc., as appropriate); establishes expectations; assures accordance with Reclamation's strategic goals; approves defined deliverables; coordinates resources and funding; monitors progress, including factors related to scope, schedule, and budget; champions the project; and validates completion of the project.
  - R. **Project Team.** A set of individuals performing the work of the project to achieve its objectives.
  - S. **Responsible Charge.** The person with overall control, guidance, and oversight of project initiation, planning, executing, monitoring and controlling, and closing project management process groups.
  - T. **Substantial Completion.** Management's determination that an independent or interdependent asset is sufficiently complete, in accordance with the criteria in a project management plan, for Reclamation to use, operate, occupy, or otherwise place the asset into service for its intended purpose. Substantial completion in connection with the project management of a construction activity is separate and distinct from the substantial completion of a construction contract, which is defined in the construction contract and determined by the Contracting Officer. In addition, the substantial completion of an authorized project is defined in the repayment contract for the authorized project.
8. **Review Period.** The originating office will review this release every four years.

## RECLAMATION MANUAL TRANSMITTAL SHEET

Effective Date: \_\_\_\_\_

Release No. \_\_\_\_\_

Ensure all employees needing this information are provided a copy of this release.

### Reclamation Manual Release Number and Subject

### Summary of Changes

NOTE: This Reclamation Manual release applies to all Reclamation employees. When an exclusive bargaining unit exists, changes to this release may be subject to the provisions of collective bargaining agreements.

### Filing instructions

Remove Sheets

Insert Sheets

All Reclamation Manual releases are available at <http://www.usbr.gov/recman/>

Filed by: \_\_\_\_\_

Date: \_\_\_\_\_