

SECTION 1— BACKGROUND AND APPROACH

On November 19, 2002, the State of California, Department of General Services, Procurement Division, issued RFP DGS 02-04, “Development of Uniform Contracting Policies and Procedures.” DGS awarded a contract to Eskel Porter Consulting, Inc. through a competitive procurement, and work began on March 6, 2003. This Final Report is the main deliverable of that contract.

1.1 Responding to the 2002 Governor’s Task Force on Contracting and Procurement Review

Fueled by issues raised in the Governor’s Executive Order D-55-02 and the recommendations of the Governor’s Task Force on Contracting and Procurement Review that followed, the Department of General Services initiated a project to perform a diagnostic review of purchasing operations.

Having evolved over a period of years, the statutes, regulations, policies, and procedures available to State agencies for purchasing information technology (including telecommunications) and non-information technology goods and services were in need of re-examination. DGS recognized that contradictions, inconsistencies, and lack of clarity must be addressed to improve the ability of the State’s agencies to accomplish their purchasing responsibilities, and to assist the State’s control agencies in fulfilling their oversight responsibilities.

DGS’ organizational analysis and improvement efforts in the areas of statutes, regulations, policies, and procedures were raised to greater prominence by the recommendations of the Governor’s Task Force on Contracting and Procurement Review, as a result of Executive Order D-55-02.

The Task Force presented 19 recommendations for specific actions. Task Force Recommendation #7 is the focus of this report, and states:

DGS shall develop a uniform set of policies, procedures and processes for contracting and procurement activities. As part of this effort, DGS should undertake an initiative to align the laws governing contracting and procurement of goods, services, and IT, including the award protest processes. Additionally, DGS should consider whether the separation of the procurement policy and oversight from the operational procurement function should be pursued. In the case of IT procurements, DGS shall work collaboratively with the Department of Finance (DOF) to develop acquisition procedures that are consistent with the development of overall IT acquisition polices being developed by DOF.

The project charter authorized the CORE Team to undertake an independent and objective analysis effort to address the core, underlying issues related to uniform purchasing of goods, services, telecommunications, and information technology goods and services. As described by Ralph Chandler, DGS Deputy Director, the CORE Project is “focused on what is tactically possible and practical in the current environment as well as developing a longer-term overall strategy.”

The CORE Project Team performed under the authority of an Executive Sponsor, Ralph Chandler, and a Project Sponsor, Russ Guarna. A Steering Committee served as the final decision making body for material decisions and escalated issues related to the project activities, deliverables, scope, and management. The Steering Committee reviewed and approved project deliverables and interim work products in accordance with the project plan. The Steering Committee included:

- Ralph Chandler, Deputy Director, Procurement Division
- Janice King, Acting Assistance Deputy Director, Procurement Division
- Jeff Marschner, Chief Counsel, Office of Legal Services
- Cy Rickards, Deputy Director of Legal Affairs

DGS' Project Manager, Bill Fackenthall, was responsible for the overall success of the project and served as the liaison between the consulting team and the various State of California stakeholders and subject matter experts. Mr. Fackenthall provided oversight and quality assurance reviews in support of the development of work products.

DGS supplied a project team that served as the initial participation and review body for issues identified by the consultant project team. They attended bi-weekly team meetings, reviewed interim work products, and offered subject matter expertise. The DGS project team members were:

- Russ Guarna, Acting Manager, Acquisitions Unit
- Susan Chan, Manager, Disputes Resolution Unit
- Bill Fackenthall, Project Manager
- Carol Umfleet, Manager, CMAS Unit
- Diana LaBonte, Acting Manager, Technology Acquisitions Unit
- Linda Garcia, Analyst, Policy and Procedures Unit
- Judy Heringer, Manager, Procurement Authority Management Unit
- Joyce Gibson, Legislative Analyst
- Sandi Russell, Training and Certification Unit
- Kathleen Yates, Senior Staff Counsel
- Bob French, Manager, One-Time Acquisitions Unit

The Eskel Porter Consulting project team performed under the authority of company Vice President Bryan Gillgrass. The consultant project team, led by Project Manager Darren Chiappinelli, performed research, conducted interviews, facilitated focus groups, performed independent analysis, documented findings, incorporated stakeholder input, and produced work-products and deliverables. Additional consultant team members were:

- Chris Eaves
- Joan Hanacek
- Barbara Street

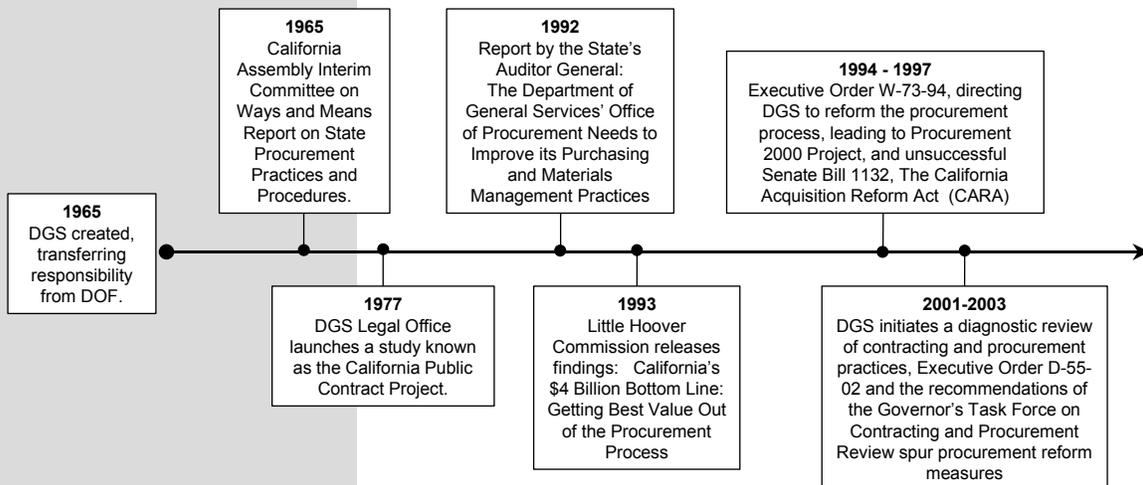
Technical editing support was provided by Anita Sexton and Terry Stapleton. The project timeline set delivery of this Final Analysis Report by August 8, 2003.

1.2 Recognizing the Importance of Implementing Current Procurement Reform Measures

Current Procurement Reform initiatives are inextricably connected to previous endeavors of a similar nature. Many of these efforts were initiated in response to audits, investigations, errors, or other events that triggered reactions from State leaders. Many changes and activities resulted from these previous efforts, but their benefits are uncertain. It is a certainty, however, that the Department of General Services shoulders the responsibility for the success or failure of the State’s purchasing activities.

In 1963, the California State Legislature created the Department of General Services to centralize business management into one entity to take advantage of specialized techniques and skills, provide uniform management, and ensure a high level of efficiency and economy.

Beginning with the 1965 California Assembly Interim Committee on Ways and Means “Report on State Procurement Practices and Procedures,” the timeline for purchasing improvement projects reflects the evolving complexities the State has encountered in the acquisition of goods, services, and information technology goods and services. Significant studies, reports, and events are depicted on the timeline that follows.



Although much has been accomplished, more work remains. As stated in the section entitled “Compelling Case for Change” in the 1994 report of the Governor’s Office of Planning and Research, Task Force on Government Technology Policy and Procurement:

Large organizations do not, as a rule, change easily. Typically, a major crisis or series of disruptive events is required to create the sense of urgency and danger that motivates organizations and the people that comprise them to shift away from the norm and step outside of their ‘comfort zones.’ Because change involves risk and uncertainty, organizations only begin to contemplate change when the risks and uncertainty associated with the current crisis are greater than those associated with change.

More than ever today in light of DGS’ leadership and influence in the purchasing environment of the State, the 1994 report goes on to point out that “California has the opportunity to make changes that will enable it to emerge from the current crisis in a position of strength and leadership.”

Actions that DGS takes in response to the Governor’s Executive Order D-55-02 and the recommendations of the Governor’s Task Force on Contracting and Procurement Review will put practices and structures in place to improve State purchasing processes and organizations. DGS is positioned to generate improvements consistent with Task Force Procurement Reform measures, such as:

- Training and certification
- Consistent business practices based on uniform policies
- Measurement of compliance with uniform policies
- Teamwork and collaboration within the organization

With current Procurement Reform initiatives, the State is headed in a new direction that will produce tangible benefits for DGS, the departments and agencies it supports, and for its suppliers.

1.3 Approach and Analysis

The CORE Team approached the project in a systematic, structured manner following a consistently applied methodology. The team analyzed the State's purchasing activities as a system of statutes, regulations, policies, procedures, organizational authorities, roles, responsibilities, structures, and interfaces. The team analyzed the system to discover strengths, weaknesses, inconsistencies, and inefficiencies in the components, as well as their linkages and interrelationships. The methodology ensured a thorough analysis while protecting the team's independent perspective.

The analysis began with a discovery process to document the statutory basis for the acquisition of goods and services within the State of California. The CORE Team traced the linkages from statute and regulation to policy and procedures, while analyzing the consistency and clarity of each. The team compared and contrasted the policies and procedures of the "as is" system to industry best practices.

The CORE Team identified best practices in the area of public sector purchasing by conducting research and analysis utilizing the following primary sources:

- National Association of State Procurement Officials (NASPO)
- American Bar Association (ABA)
- Federal Acquisition Regulations (FAR)
- National Contract Management Association (NCMA)
- Westlaw research services for access to the annotated purchasing codes and regulations for all 50 states

The team then focused on the organizational aspects of purchasing, and identified the statutory and regulatory basis for the authority to develop the State's purchasing policy. The CORE Team identified roles and responsibilities for the development of purchasing policies within the State, and examined unwritten, de facto policies that are in general practice. The team also analyzed the existing DGS policy development organization and provided recommendations for improvement.

The next step involved a review and analysis of the operational roles of OLS and PD. The team compared their respective missions, roles, responsibilities, policies,

procedures, and practices to industry best practices, and developed recommendations.

DGS identified seven client entity groups, six representing State departments of varying sizes (e.g., two small, two medium and two large), and the Department of Finance as a control agency. The seven client entity group members included:

- Department of Finance
- Department of Real Estate (small)
- Department of Pesticide Regulation (small)
- Department of Education (medium)
- Franchise Tax Board (medium)
- California Highway Patrol (large)
- Employment Development Department (large)

Additionally, the team met with the DGS Telecom Division (TD). TD is in the role of control agency as well as a delegated purchasing agency. The CORE Team and the DGS Project Manager met with these client entity groups to gather information and perspectives on current purchasing laws, policies, and procedures. These client entity groups provided valuable input to the project team, enabling them to quickly gain an understanding of the issues facing departments in the current purchasing environment in the State of California.

California's purchasing system is very large and complex and has been the focus of many studies and reviews over the past 40 years. The CORE Team reviewed and analyzed numerous studies and reports, including those that recommend legislative change. This research material included:

- California Acquisition Reform Act (CARA)
- Procurement 2000
- Bureau of State Audits (BSA) reports

The historical data available to the team assisted in achieving the project's goals.

This report section provides a discussion of the CORE Team's analysis methodology used to conduct the project. The results of the research and analyses are incorporated in the overall project findings and recommendations in this report Section 2.

1.3.1 Knowledge Acquisition Approach

The CORE Team employed a formal knowledge acquisition methodology, selecting and applying specific techniques, including

- Research
- Interviews and focus groups
- Observation and participation

Conducting Research

The CORE Team's structured and thorough research approach and methodology were critical to completing the comprehensive review of the voluminous source material within the project timeline.

The team primarily utilized the following source documents for research:

- State Contracting Manual (SCM)
- State Administrative Manual (SAM)
- California Acquisition Manual (CAM)
- Management Memos (MMs)
- California Public Contract Code (PCC)
- California Government Code (GC)
- California Code of Regulations (CCR)

Additional law, regulation, policy, and procedure sources were utilized as needed. The CORE Team used the Westlaw service for online access to current, annotated law as well as the laws and regulations of other states.

Extensive research material and documentation from previous similar efforts were available to the team. The initial library of reference materials for the CORE Project filled 39 archive boxes. This material was supplemented with information from sources such as:

- California law through the State of California, Legislative Counsel
- Reports by the Bureau of State Audits, California State Auditor
- Governor's Executive Orders
- California Department of Finance Budget Letters, Statewide Information Management Manual (SIMM), and other data provided by the Department of Finance

Industry Groups and Best Practices

Much work has been done in the area of purchasing by industry groups and other government organizations. As appropriate, the CORE Team researched topics with industry groups, and considered the best practices of other organizations. These included, but were not limited to:

- Office of Federal Procurement Policies
- Federal Acquisition Regulations (FAR)
- Procurement reform reports and practices of various government entities
- National Contract Management Association (NCMA) Guide to the Contract Management Body of Knowledge (CMBOK), 1st Edition
- National Association of State Procurement Officials (NASPO):
 - Issues in Public Purchasing: A Guidebook for Policymakers
 - NASPO research, such as the document “State and Local Government Purchasing Principles and Practices”¹
 - NASPO comprehensive survey results
- The National Association of State Information Resource Executives (NASIRE)
- National Institute of Governmental Purchasing, Inc. (NIGP)
- The American Bar Association (ABA), 2000 Model Procurement Code for State and Local Government
- The ABA, 2002 ABA Model Procurement Regulations²

Additionally, the CORE Team conducted several specific topical surveys of the NASPO membership.

¹ NASPO State and Local Government Purchasing Principles and Practices, Chapter 2, pg.11-Centralized procurement office with a system of limited delegations. Chapter 3, pg. 98-“Procurement decisions should be the sole domain of the Chief Procurement Officer of his or her designee.”
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² American Bar Association, 2002 ABA Model Procurement Regulations, Section 2-601, Role of legal advisors to the Chief Procurement Officer

DGS is not alone in its desire to be responsive to the changing needs of its customers. Reform is a common theme among many purchasing organizations in the public sector. With the increased pace of change, governments must be more proactive in how they respond to changes in purchasing. A number of trends have impacted the way government purchasing occurs, such as:

- With increased globalization, the size, market position, and negotiating power of suppliers are increasing. Governments need the ability and skill to effectively deal with many types of suppliers.
- The role of information technology systems in government has increased substantially in the past decade.
- Most suppliers expect governments to leverage the Internet for communications and service delivery.
- Government departments outsource a growing number of services that were formerly provided by internal organizations. The purchasing of services requires different skills than commodities, since services are not necessarily driven by price as the primary factor.

Purchasing officials in many U.S. states and other countries continually strive to improve laws, regulations, policies and procedures applicable to purchasing. For example, the Ministry of Management Services in British Columbia, Canada³, is undertaking a reform program intended to address issues that include:

- Uniform purchasing legislation for open and fair competition for business opportunities in the public sector
- Forward-thinking purchasing policies
- Consistent application and interpretation of purchasing policy and legislation
- Better value for taxpayers through cost savings achieved by competitive purchasing
- Supplier confidence in the government purchasing process
- Public confidence that contracts are awarded fairly

³ Procurement Reform Discussion Paper, February 2002, British Columbia Procurement and Supply Services Division, Ministry of Management Services

- Improved accountability for compliance with open purchasing through tracking and reporting of purchasing activities
- Balance between autonomy for public sector managers and the accountability for purchasing actions

These issues ring true for California as well. Although every purchasing organization has its own elements attributable to governing law, policy, procedure, resources, and even tradition, the purchasing reform practices that similar organizations are implementing can be valuable roadmaps.

For instance, the Commonwealth of Virginia’s “ProReform Project,” is aimed at developing a best practices model for centralized IT purchasing that will be implemented in the new Virginia Information Technologies Agency (VITA). VITA will utilize new approaches to existing purchasing methods to simplify and speed up the process for buying the Commonwealth’s technology goods, services, and systems. These new solutions will ensure that the best goods, services, and systems are obtained while improving the timeliness, efficiency, and quality of technology purchases.

In addition to readily available industry information, the CORE Team solicited data from NASPO members on topics specific to our efforts. The team conducted three email surveys, with the assistance of DGS’ Best Practices Unit. Survey questions are listed in the following tables. Survey responses were analyzed and incorporated into recommendations, where appropriate. Additional information is provided in Appendices A, B, and C to this report:

- Appendix A: NASPO Survey-Leveraged Contracts
- Appendix B: NASPO Survey-Policy Oversight
- Appendix C: NASPO Survey-Legal and Procurement

✉ **NASPO Member Survey #1**

Describe your rules for the issuance of master agreements/ contracts, multiple awards and other "leveraged" contracts.

1. Are your master agreements/contracts and multiple awards competitively bid?
2. What is the duration of your masters and multiple award contracts? How often are they opened up for re-solicitation?
3. What are the limitations for the use of the masters and multiple award contracts?
4. Do your procurement statutes, policies, and procedures allow negotiation? If so, how does this work?
5. What is your process for handling protests?
6. Are there types of procurements that do not allow protests?
7. Describe your contract dispute process (i.e. failure to perform)?
8. What is your process for approving non-competitive bid (NCB) procurements, single and sole source?
9. What are the acceptable justifications for such procurements?
10. Do you have a separate approval process for NCBs? If so, please describe it.
11. Is procurement policy developed and maintained by a central policy group? If so, what job categories/skills/experience make up the group?

✉ **NASPO Member Survey #2**

Separation of duties: Buying, Policy, Oversight

Given that three major functions of a centralized procurement office are; policy making, centralized buying, and oversight (review and approval), please answer the following questions:

1. Does your procurement organization have a separate dedicated unit for policy making? If so, describe its staffing and duties. If not, briefly describe how you make statewide procurement policy.
2. Does your centralized procurement organization have a dedicated oversight (review and approval) unit that is separate from the buying unit and/or policy-making functions? If so, describe its staffing and duties. If not, briefly describe how oversight is performed.

✉ **NASPO Member Survey #3**

1. What is the role of legal counsel in the oversight and approval of procurements as compared to the role of procurement officers or buyers?
2. What issues or items do your attorneys consider as opposed to your procurement officers in the review and approval of procurements?
3. Does your centralized procurement office have internal legal counsel or is there an external legal services group that performs this role?
4. Does your procurement legal counsel perform an advisory role or an oversight role or both?
5. Does your centralized procurement office perform on-going contract management or is this left to the requesting agencies?

In summary, the CORE Team's research activities included existing documents, information provided by industry groups, and best practices of similar organizations. All contributed to the findings and recommendations included in Section 2 of this report.

Interviews and Focus Groups

The CORE Team conducted 22 formal interview meetings with 28 DGS personnel, as well as seven focus group meetings with the client entity group members. The client entities provided a broad representation of all State purchasing organizations—small, medium, and large—with purchasing activities ranging from simple to complex. Refer to [Appendix E: Interview Participants](#) and [Appendix F: Focus Groups](#) for listings of dates and names of the interviewees. Many additional informal meetings and follow-up telephone conversations were conducted to obtain clarifications as needed.

The primary purpose of these interviews was to gain an understanding of each individual's or entity's perspective regarding current purchasing law, policies, and procedures. Each meeting and discussion was conducted under the provision that the interaction was confidential, that is, the input provided would only be presented in aggregate and not by name. By ensuring that each, individual interaction was confidential, the participants were at ease to speak candidly. The interview team allowed participants to speak freely without adopting or rejecting any particular perspectives. These candid, roundtable discussions were extremely beneficial to the consultant team, whereby the team could extrapolate trends and common issues/concerns across all participating individuals and groups.

DGS identified six client entity focus groups for participation—two from larger organizations, two from medium sized organizations, and two from smaller organizations. The focus group organizations included the Department of Education, California Highway Patrol, Franchise Tax Board, Employment Development Department, Department of Real Estate, and Department of Pesticide Regulation. The Department of Finance was included as a special client group, for discussion of its interrelationships with DGS in their respective control agency roles. DGS' Telecommunications Division was interviewed because of their similar relationship as a control agency.

Each client entity group was provided with questions for discussion during the focus meeting, as shown in the following table.

 **Client Entity Focus Group Questions**

1. What, if any, frustration or confusion does the State's procurement statutes cause?
2. How are your procurement policies documented?
3. How are your procurement processes documented?
4. How are your procurement roles and responsibilities documented?
5. Do your buyers have their own desktop reference for guiding them through the procurement process? If so, describe it.
6. Where do you go to get procurement guidance or questions answered?
7. How would you characterize the DGS PD delegation guidelines in terms of being a useful tool that guides you through the procurement process?
8. How do you stay abreast of the latest rule changes from DGS PD? OLS?
9. How do you use or perceive the SCM?
10. How do you use or perceive the CAM?
11. How do you use or perceive the SAM?
12. What guidance or templates should DGS PD provide that they currently do not?
13. What guidance or templates should DGS OLS provide that they currently do not?
14. What is your perception of the role of PD versus OLS?
15. How do you receive support/guidance/answers for your organic purchasing of services?

Additionally, the team was able to use the newly created Procurement and Contracting Officers (PCO) from every agency in the State that performs purchasing as a point of contact for a broad-based survey. Each PCO was requested to answer a brief survey, shown below. Responses were used in the analysis, findings, and recommendations, and are provided in [Appendix D: PCO Survey](#).

PCO Survey

1. Describe the process currently in use for developing procurement policies and procedures, identifying the underlying authorities for doing so within your organization.
2. Is there a difference in the way you make policies for procuring non-IT services as opposed to all other procurement types (e.g., commodities, IT goods and services)?
3. What improvements to DGS' procurement policy and its dissemination would be of value to your organization?

All of the individuals participating in interviews and focus groups, and responding to the PCO survey provided valuable insight into their own organizations' day-to-day issues and concerns, as well as insight into their interactions with DGS. The project team distilled the information gathered from these interviews and focus group meetings, and considered it an important ingredient in the findings and recommendations included in Section 2 of this report.

Observation and Participation

The timeline for this project and the nature of the work did not require the extensive use of observation and participation for knowledge acquisition. The team used observation in two instances where it was deemed critical to directly observe the activity being analyzed:

- The review of contracts conducted by the Office of Legal Services (OLS) in order to gain an understanding of the contract receiving, tracking, and review processes and procedures for non-IT services contracts.
- The use of the Procurement Division's Procurement Information Network (PIN) system to view the contract receiving, tracking and review processes and procedures for goods and IT transactions.

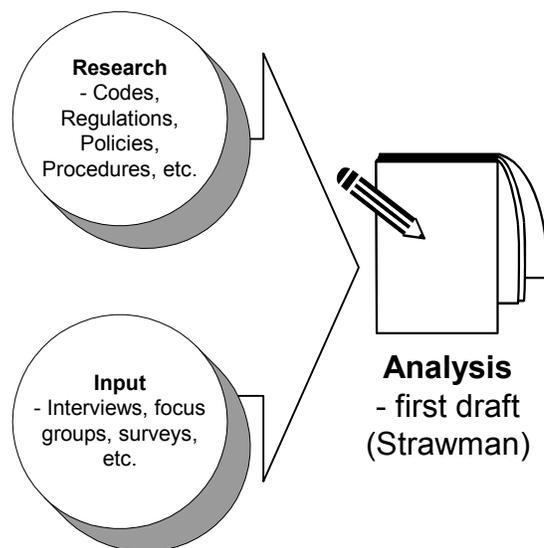
1.3.2 CORE Project Process

In order to preserve the independent perspective for this analysis, the CORE Team believed it was important to minimize the influence of previous analyses and related projects. The team conducted the majority of the research and analysis on primary sources by examining the most recent versions of policies and procedures, and tracing them back to laws and regulations. Interviews and focus groups provided additional information and perspective for analysis. Finally, the team considered some of the work products from previous analysis efforts to identify validating or contradictory findings as an additional data point.

Analysis Process Starting Points

The following exhibit depicts the starting points in the analysis of purchasing statutes, regulations, policies, and procedures.

Beginning the CORE Project Process



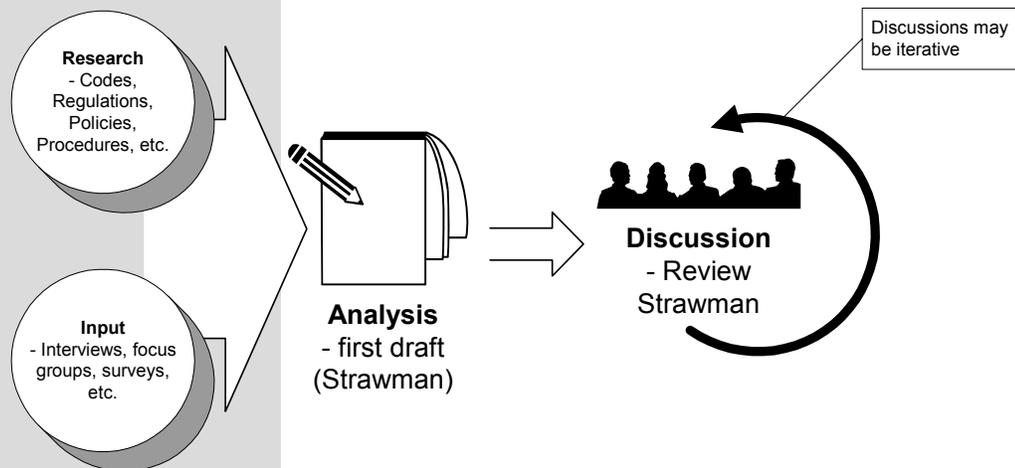
Adding Collaborative Review to the Analysis Process

Throughout the project the CORE Team worked closely with the DGS project team participants, jointly referred to as the CORE Project Team, and other State participants to fill in gaps, answer questions, and to provide feedback on interim findings and work products. As the CORE Team performed research, they documented their findings and recommendations. Findings were numbered consecutively in the sequence that they were discovered and developed through research and other input methods. No attempt to categorize or prioritize findings occurred at this point in the process.

Sets of draft, “strawman,” findings were distributed to the collaborative DGS/consultant CORE Project Team approximately every two weeks for review and input. The CORE Project Team discussed the sets of findings during their regular bi-weekly meetings, held every other Monday. On several occasions additional meetings were scheduled to conduct further discussion. As research and analysis progressed, new findings were added, and existing findings were revised in an iterative review process.

Findings remained open for input until nearly the end of the project. The team maintained an open-door policy throughout the project and conducted individual discussions with several participants who felt more comfortable discussing their points in this manner. The following exhibit shows the process employed for input from the collaborative CORE Project Team.

Adding Team Discussion to the CORE Project Process

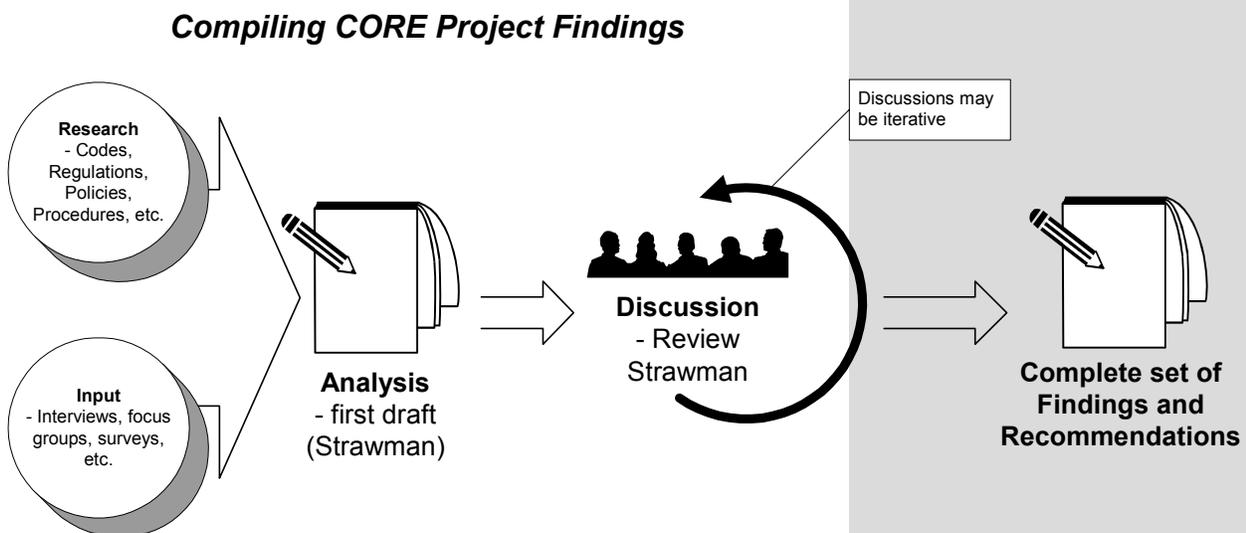


Research and analysis began by focusing on the development of uniform policies and procedures. Within a short period, the topic of responsibilities for developing policies and procedures was added to the analysis. This topic was followed by operational roles and responsibilities in the Procurement Division and the Office of Legal Services. These three subject areas remained open for input throughout the analysis, findings, and recommendations component of work so as to maximize the input and feedback opportunities for participants and stakeholders. Appendix H: Supporting Research and Analyses contains additional information.

Compiling and Organizing Findings and Recommendations

As described previously, findings and recommendations were initially developed in no particular order or priority, but rather as they were identified during the study. Findings and recommendations were packaged in sets for review during CORE Project Team bi-weekly meetings.

As illustrated in the following exhibit, a complete set of findings was compiled at the conclusion of the analysis period. Section 2 of this report provides the complete set of findings and recommendations including the full discussion of each.



Generally in the State, the term “procurement” has become linked to the purchase of goods and IT/telecommunications goods and services, while “contracting” has become the designation for the purchase of services. Within this report, we use “purchasing” as the term incorporating the acquisition of goods, services, and IT/telecommunications goods and services. “Procurement” used in this report refers to the process of soliciting and selecting a source, whereas “contracting” refers to the steps following source selection including entering into a binding contract or purchase order.

Organizing Results

Throughout the discovery and analysis activities of the project, the team considered the topics further and distilled logical groupings to form an organizational structure. The CORE Team organized findings into the following five over-arching, or central themes:

- Centralized Uniform Purchasing Policies
- Centralized Uniform Purchasing Procedures
- Organizational Issues
- Legislative Change Packet
- Individual Purchasing Issues

Some of the findings and recommendations fit precisely into one theme, while others have characteristics of two or more of the over-arching themes. In situations where a finding spanned more than one over-arching theme, the team selected the most relevant theme for classification purposes.

Planning for Implementation

The CORE Team’s implementation plan used a proven methodology for identifying, prioritizing, and executing the numerous recommendations identified in the previous phase.

There are several key steps in developing the implementation plan, which included: (A) identifying initiatives needed; (B) quantifying initiative tasks, resource and time requirements; (C) prioritizing initiatives; and (D) identifying interdependencies of initiatives.

The following steps, in general, were used to complete the implementation planning process:

(A) Identifying Initiatives Needed

- The team reviewed the findings and recommendations to prepare for the implementation planning activities.
- The team brainstormed the various recommendations and grouped related action items into the following Initiative Categories:
 - Organization
 - Governance
 - Document Structure/Format
 - Policy & Procedure

- Training
- Legislation
- Within each of the Initiative Categories, the CORE Team began the creation of individual Initiative Definition Worksheets (IDWs), documenting the following items:
 - Initiative name
 - Description
 - Tasks/milestones to be completed

The intention of this effort was to describe and define the initiatives needed for implementation of the recommendations. The IDWs provide implementation teams the core material to take these definitions and develop detailed project plans for execution.

(B) Quantifying initiative tasks, resource and time requirements

- For each initiative, the tasks, timeframe for completion, and resources were identified. This information was added to the IDWs in this step.
- The timeframes identified are estimates based upon the CORE Team's relevant experience with other organizations performing similar efforts.

(C) Prioritizing expected initiative returns

- For each initiative the team documented, the benefits and risks. The benefits described the expected return for each initiative while the risks identified the hazards of executing the initiative unsuccessfully or not at all.
- The initiatives were prioritized according to the benefits/risks assessments.

(D) Identifying interdependencies of initiatives

- After all the initiatives were completed, the CORE Team brainstormed the overall dependencies of the individual initiatives.

The resulting complete IDWs, which are found in [Appendix I: Initiative Definition Worksheets Matrix](#), were organized into a master project plan. This project plan graphically illustrates the interdependencies and durations of the complete implementation effort.

Completing the Process

The final steps in the CORE Project involved developing the comprehensive final report, which constitutes the formal deliverable of the project. The process for creating the final report is shown in the next illustration.

The Complete CORE Project Process

