

*Office of the Chief Procurement Officer  
Acquisition Systems Division*



**Program Management Plan**

**for the**

**Commerce Standard Acquisition and Reporting System**

*21<sup>st</sup> Century Acquisition Management*

**December 10, 1999**

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## Executive Summary

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### Overview

Legislation over the last decade (e.g. ITMRA, FARA, and FASA) has effectively mandated that procurement functions be simplified, clear, and understandable. The intent of these legislative initiatives is to improve the efficiency of the procurement process by facilitating the acquisition of commercial products and transforming the acquisition process to accommodate electronic commerce.

Currently, there are six Bureaus of the Commerce Department with procurement authority: Office of the Secretary (O/S) (incorporating Office of Acquisition Services and the Office of the Inspector General), the National Oceanographic and Atmospheric Administration (NOAA), Bureau of the Census, Patent and Trademark Office (PTO), and the National Institute of Standards and Technology (NIST). These bureaus use a total of nine different automated procurement systems. This multi-system environment neither provides an integrated or streamlined approach to procurement, nor effectively supports the goal of Department-wide solutions to electronic commerce.

To address these issues, a Department of Commerce Procurement Automation Team (PAT) was formed, consisting of nine people representing the Office of the Secretary, the Patent and Trade Office, the National Oceanic and Atmospheric Administration, the Census Bureau, and the National Institute of Standards and Technology. The objective of the PAT was to acquire automation tools that both provide immediate improvement to acquisition management operations and are adaptable in accommodating future technological trends, innovations, and reform initiatives.

The PAT determined that the ideal solution would have three features:

- All (or the majority of) system functionality the Department requires in a single integrated system.
- The capacity to work on a wide variety of hardware and software platforms
- Seamless interface with the Department's Core Financial System in processing financial commitment and obligation data

After reviewing and assessing several COTS packages, the team produced an Acquisition Strategy, which documented their findings.

A Business Case was prepared by the PAT to evaluate the merits of updating the Commerce Administrative Management System (CAMS) versus acquiring a commercial off the shelf (COTS) software package. The business case presented the need for and benefits of a new Department of Commerce (DoC) -wide Automated Procurement System. It described the

alternatives considered by the PAT, documented the evaluation of those alternatives, and presented recommendations for the Department to move forward with the acquisition and implementation of the new system. The Business Case showed that the least expensive and least risky alternative was to purchase a Commercial Off the Shelf Software (COTS) Automated Procurement System.

Based upon the analysis in the Business Case, the Commerce Information Technology Review Board authorized the Chief Procurement Officer to purchase a COTS-based procurement system for installation throughout the Department. After evaluating multiple vendors/providers and their offerings, the PAT recommended that the Department select and implement the CACI SACS Federal<sup>1</sup> solution for a DoC-wide Automated Procurement System. In early February 1999, the Department awarded a blanket purchase agreement (BPA) to CACI-International, Inc. of Arlington, VA for the purchase and implementation of an automated procurement system.

## **Commerce Standard Acquisition and Reporting System (CSTARS)**

The CSTARS system will provide both enterprise and operational benefits. At an enterprise level, CSTARS will yield a series of improvements by virtue of standardization:

- Leverage IT infrastructure
- Maximize business value
- Promote portability
- Promote a common user interface
- Promote interoperability

At an operational level, CSTARS will allow acquisition management staff to work more efficiently and better serve internal customers in processing and managing acquisition actions.

## **CSTARS Management Strategy**

CSTARS is a cooperative initiative, with leadership drawn from both the Department and Bureau levels. The Procurement Executive has designated the Acquisition Systems Division, within the Office of Acquisition Management, in the Office of the Secretary, as the lead office for day to day program management. The Program Manager, Tish Tucker, and Deputy Program Manager, Charlene Do, provide program leadership for the enterprise implementation, and support the Bureaus in their individual implementation projects. The Program Manager also executes decisions taken by the DoC Enterprise Team (ET), which was established by the Procurement Executive to provide enterprise-wide perspectives and issue resolution in program management. Members of the ET include HCOs, or Heads of Contracting Office, from the Bureaus, as well as representatives of the CFO and CIO. Finally, an Executive Board provides general oversight of the CSTARS program. This Executive Board is comprised of executives drawn from across

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<sup>1</sup> During planning for the Enterprise Pilot, CACI introduced a new release of SACS Federal (Version 5.0) and renamed the product as Comprizon.Buy. The name Comprizon.Buy is used throughout this document except where referring to the upgrade decision process.

DoC with cross-functional responsibilities, who will provide leadership for, and commit resources to, CSTARS implementation.

## CSTARS Implementation Strategy

The replacement of the Bureaus' various automated procurement systems with CSTARS is a major step toward achieving uniform procurement practices throughout the Department. Implementation of CSTARS will be phased by both bureau and functionality<sup>2</sup>. The enterprise implementation will be complete when each of the Bureaus has successfully implemented CSTARS. In order to improve planning for each of the Bureaus, an Enterprise Pilot has been planned. This Enterprise Pilot consists of bureau level CSTARS implementation at NIST and OS. Subsequent bureau installations will follow a staggered schedule and reflect lessons learned during the NIST and OS implementations. The process for the NIST and OS implementations is detailed below; this process will serve as the template for implementation at the other bureaus.

At both NIST and OS, functionality will be installed in two phases: core and extended. Core functionality consists of the central acquisition management functions (contracts and small purchases), as well as system administration and standardized reporting. Extended functionality consists of customer actions such as requisitioning, review and approval routing, and *ad hoc* reporting.

The installation process in each bureau consists of five stages: design and development, bureau pilot of core functionality, full production of core functionality, bureau pilot of extended functionality, and finally, full production with extended functionality. It is possible that in bureau installations following the Enterprise Pilot, core and extended functionality will be installed in parallel rather than sequentially.

Implementation at NIST will begin in November 1999 and conclude in June 2000. Implementation for O/S+ will commence in March 2000 and end in August 2000.

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<sup>2</sup> Currently, CSTARS functionality is defined as "core" and "extended," which are defined in this Program Management Plan. It is possible that the scope of CSTARS functionality will be increased during the life of the implementation program.



# DRAFT PROGRAM MANAGEMENT PLAN

## Table of Contents

<b>Executive Summary .....</b>	<b>i</b>
<b>Chapter 1: Introduction.....</b>	<b>1</b>
<b>Chapter 2: Program Background, Authorization, Objectives, and Scope.....</b>	<b>2</b>
2.1 Background .....	2
2.2 Authority for a New Commerce-wide Standard Acquisition and Reporting System .....	3
2.3 Objectives of the Commerce Standard Acquisition and Reporting Program .....	3
2.4 CSTARS Scope.....	4
<b>Chapter 3: Program Management Strategy.....</b>	<b>8</b>
3.1 General.....	8
3.2 Roles and Responsibilities .....	8
3.3 Performance Objectives .....	13
3.4 Contract Management .....	14
3.5 Strategy and Schedules .....	15
3.6 Projected Costs.....	18
<b>Chapter 4: Program Implementation Issues and Approaches .....</b>	<b>19</b>
4.1 Standardizing Business Processes.....	19
4.2 Interfacing CSTARS and DoC Bureau Financial and Administrative Systems .....	19
4.3 Implementation Interrelationships and Operational Responsibilities .....	20
4.4 Application and Data Security .....	21
<b>Chapter 5: Program Deliverables and Operational Issues .....</b>	<b>23</b>
5.1 Deliverable Requirements.....	23
5.2 Financial.....	23
5.3 Acquisition.....	23
5.4 Requirements Management.....	24
5.5 Configuration Management .....	24
5.6 Reviews.....	24
5.7 Test and Evaluation.....	25
5.8 Operations .....	25
5.9 Facilities Engineering .....	25
5.10 Personnel Training.....	25
5.11 Networks and Telecommunications.....	26
<b>Chapter 6: Project Management Processes .....</b>	<b>29</b>
6.1 Tailoring and Customization.....	29
6.2 Pilot of Core Functionality.....	29

6.3 Full Production of Core Functionality .....	30
6.4 Pilot of Extended Functionality .....	30
6.5 Full Production of Extended Functionality .....	30
<b>Appendix 1 – Draft ET Charter .....</b>	<b>31</b>
<b>Appendix 2 – Opportunities for Communication.....</b>	<b>38</b>
<b>Appendix 3 - Interface Planning, Design, and Implementation Processes .....</b>	<b>40</b>
<b>Appendix 4 - Memorandum of Understanding.....</b>	<b>41</b>
<b>Appendix 5 – Memorandum of Understanding.....</b>	<b>42</b>
<b>Appendix 6: Enterprise Pilot Evaluation Plan.....</b>	<b>43</b>

### Exhibits

Exhibit ES 1 Summary Phased Implementation Schedule .....	iv
Exhibit 1.0 PMP At a Glance.....	1
Exhibit 2.0 Scope of CSTARS Functionality .....	5
Exhibit 3.0 Three-Tier Management Structure .....	9
Exhibit 3.1 Integrated Department/Bureau Leadership of CSTARS .....	10
Exhibit 3.2 Notional CSTARS Program Office.....	12
Exhibit 3.2 Program Performance Measures .....	13
Exhibit 3.3 Preliminary Program Implementation Schedule Overview.....	17
Exhibit 4.0 Typical Comprizon.Buy/Financial Management System (FMS) Legacy Interface .	20
Exhibit 5.0 Conceptual Enterprise-wide Implementation.....	27
Exhibit 5.1 Conceptual Distributed Implementation .....	28
Exhibit A6.0 Standardization Evaluation Criteria .....	44
Exhibit A6.1 System Set-up Evaluation Criteria .....	45
Exhibit A6.2 System Production Evaluation Criteria .....	46

Note: This Program Plan is produced by the Program Manager in the Acquisition Systems Division, Office of Acquisition Management, Office of the Secretary. This plan, as well as the associated Project Plans, are working papers that describe program/project roles and responsibilities, status, and plans. The plans will be updated periodically.

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## Chapter 1: Introduction

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This Program Management Plan (PMP) describes the Department of Commerce’s plan for implementation of the Commerce Standard Acquisition and Reporting System (CSTARS) in the Bureaus and the Office of the Secretary (O/S). This document is prepared and maintained by the Acquisition Systems Division of the Office of Acquisition Management (ASD/OAM), and is intended for use by all organizations within the Department and Bureau administrative offices including, but not limited to, the procurement, information technology and financial communities.

The CSTARS PMP provides a overview of the program's scope and the implementation strategy and methodology for ensuring successful accomplishment of the program's goals.

The CSTARS PMP is a living document that will be revised on a quarterly basis (or more frequently as required) throughout the life of the program to reflect the program’s current status. Other program-related documents will be produced by the CSTARS Program Management Office (a role currently filled by ASD/OAM) and Bureau Implementation Project Managers for use in day-to-day management of the program. Additional documentation related to the CSTARS is available from the CSTARS Program Manager.

### *The CSTARS PMP at a glance*

This document provides CSTARS *program* level information, including guidance for management and reporting on CSTARS implementation in the Bureaus and the Office of the Secretary. The structure of this plan is as follows:

**Exhibit 1.0 PMP At a Glance**

<b>Chapter</b>	<b>Contents</b>
Chapter 1	Explanation of PMP
Chapter 2	Provides a description of the program background, the authority for the program, and a description of program objectives
Chapter 3	Presents the strategy used to manage the program. This includes a high-level view of the program roles and responsibilities and the performance objectives used to measure program accomplishments.
Chapter 4	Defines the major challenges of the program, and describes risk avoidance strategies being employed
Chapter 5	Presents the program plans and deliverables
Chapter 6	Describes Bureau-level implementation responsibilities

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## Chapter 2: Program Background, Authorization, Objectives, and Scope

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### 2.1 Background

Legislation over the past decade (e.g., ITMRA, FARA and FASA) has effectively mandated that procurement functions be simplified, clear, and understandable. The intent of these legislative initiatives is to improve the efficiency of the procurement process by facilitating the acquisition of commercial products and transforming the acquisition process to Electronic Commerce.

Currently, there are six Bureaus of the Commerce Department with procurement authority: Office of the Secretary (OS) incorporating Office of Administrative Services (OAS) and Office of the Inspector General (OIG), National Oceanographic and Atmospheric Administration (NOAA), Bureau of the Census, Patent and Trademark Office (PTO), National Institute of Standards and Technology (NIST), and National Technical Information Service (NTIS). These six bureaus use ten different automated procurement systems. This multi-system environment does not provide an integrated or streamlined approach to procurement, and does not effectively support the goal of Department-wide solutions for Electronic Commerce.

To address these issues, a nine member Commerce Procurement Automation Team (PAT) was formed in September 1998 with representatives from OS, PTO, NOAA, the Census Bureau, and the NIST. The objective of the PAT was to acquire automation tools that both provide immediate improvement to acquisition management operations and are adaptable in accommodating future technological trends, innovations, and reform initiatives.

The PAT determined that the ideal automated procurement solution would provide three features:

- Delivery of all, or the majority of, system functionality the Department seeks in a single integrated system.
- Ability to work on a wide variety of hardware and software platforms.
- Seamless interface with the Department's Core Financial System in processing financial commitment and obligation data.

The PAT produced an Acquisition Strategy, which documented the many commercial-off-the-shelf (COTS) software packages reviewed and assessed by the team.

The Business Case prepared by the PAT presented the need for and benefits of a new DoC-wide Automated Procurement System. It also enabled the team to determine whether the Department should enhance the capability of CAMS to fully support acquisition management requirements or whether the Department should invest in a COTS package. The Business Case described the alternatives considered by the PAT, documented the evaluation of those alternatives, and presented recommendations for the Department to move forward with the acquisition and implementation of the new system. The Business Case showed that the least expensive and the least risky alternative was to purchase a COTS Automated Procurement System.

## 2.2 Authority for a New Commerce-wide Standard Acquisition and Reporting System

Based upon the analysis in the Business Case, the Commerce Information Technology Review Board authorized the Chief Procurement Officer to purchase a COTS-based procurement system for installation throughout the Department. The authorization specified the following implementation parameters:

- *No customization will be undertaken where the COTS solution provides a viable alternative. Commerce-wide requirements not available in the COTS software product will be prioritized and provided to the vendor for incorporation in the COTS software. Operating unit unique requirements will be satisfied through applications program interfaces and not through modifications of the procurement application;*
- *A single instance of the automation system will be installed on a single, enterprise server. Should this approach prove either technologically or cost prohibitive, alternative courses of action, (i.e., multiple servers with multiple instances of the software), the Enterprise Team (ET) will determine the most effective and efficient alternative strategy by conducting a business case analysis;*
- *Implementation of the acquired solution will not interfere with the CAMS financial system implementations at NOAA and Census;*
- *All operating units will use the COTS procurement system for procurement functionality regardless of financial system, including operating units that plan to use the CAMS financial system. Implementation of this requirement will be coordinated by the ET;*
- *The ET will present a business case for a Department-wide approach based on results from successful deployment of the NIST and O/S pilots.*

Based on the evaluation of multiple vendor/providers and their offerings, the PAT recommended that the Department select and implement the CACI SACONS Federal<sup>3</sup> solution for a DoC-wide Automated Procurement System. SACONS is now known as Comprizon.Buy<sup>4</sup>. In early February 1999, the Department awarded a blanket purchase agreement (BPA) to CACI-International, Inc. of Arlington, VA for the purchase and implementation of Comprizon.Buy across the Department.

## 2.3 Objectives of the Commerce Standard Acquisition and Reporting Program

An integrated, automated procurement system is critical for the Department to meet its procurement needs. The specific objectives for implementation of the new COTS-based procurement system in the Department are to:

<sup>3</sup> Comprizon.Buy is a registered trademark of CACI, Inc.

<sup>4</sup> During planning for the Enterprise Pilot, CACI introduced a new release of SACONS Federal (Version 5.0) and renamed the product as Comprizon.Buy. The name Comprizon.Buy is used throughout this document except where referring to the upgrade decision process.

- *Ensure reliable and accurate department-wide procurement-related financial information (support the Procurement Balanced Scorecard)*

The system will interface with core financial systems provide for aggregated reporting that will show a linkage of resources to the accomplishment of mission and objectives.
- *Make the most efficient use of information technology investments*

Support the Commerce Digital Department Initiative by standardizing procurement systems across bureaus, facilitate compliance with DoC standards, policies, and procedures.
- *Support an integrated policy, planning, and budgeting process*

Provide information necessary for the identification and resolution of Department-wide issues related to acquisition policies, improve budgeting and allocation of resources for regularly purchased goods and services, increase understanding of resource requirements on Department-wide, bureau, and bureau operating unit bases.
- *Support a solid risk management program*

Identify high-risk acquisitions for risk mitigation plans.
- *Improve customer service*

Decrease procurement cycle times, improved monitoring of procurement action status, eliminate duplicate data entry.
- *Lower purchasing costs*

Reduce cost to spend ratio for DoC by streamlining and automating procurement processes, increase availability of Blanket Purchase Agreements (BPAs), enhance competition between vendors, simplify comparison and analysis of supplier offerings.
- *Comply with Electronic Commerce (EC) directives and Digital Department Initiatives*

Create the opportunity for expanded web-based RFQ and RFP management.
- *Reduce program office and administrative burden in the acquisition management process*

Establish electronic document sharing and approval process, automate tracking system for requisition approvals, automate contract writing and review, and facilitate collaborative document preparation.
- *Provide a platform for advanced future acquisition management business processes.*

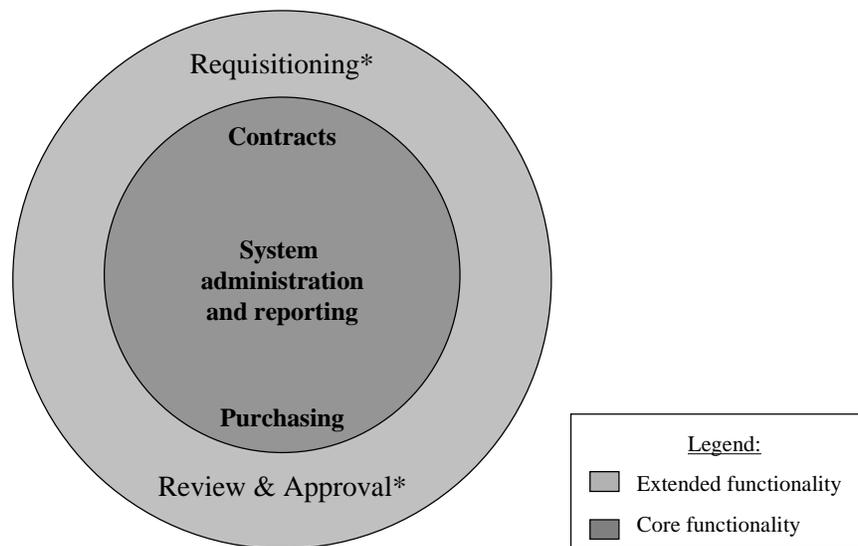
Includes electronic catalogues, buyer and seller agents, web-based status for customers, EDI solicitation/response, contract writing system, EDI purchase orders.

## **2.4 CSTARS Scope**

While Comprizon.Buy can provide a very broad range of functionality related to the procurement process, the CSTARS implementation for the Department of Commerce consists of specific procurement related features. Those procurement features have been divided into two types of

CSTARS functionality: core and extended. Core and extended functionality will be implemented in a phased fashion at the bureaus. Bureaus can pursue further functionality within Comprizon.Buy after having implemented core and extended functionality. The extent to which these areas of functionality can be implemented will be affected by the version of Comprizon.Buy which is used. The two areas of functionality and the effect of Comprizon.Buy version choice are explained below.

**Exhibit 2.0 Scope of CSTARS Functionality**



### 2.4.1 Core Functionality

The implementation of CSTARS will happen in two functional phases: core and extended. Core functionality consists of those features which are most closely matched to the needs of procurement personnel, and extended functionality is comprised of features which are of use to a bureau's procurement customers.

The core functionality of CSTARS will consist of the following areas: contracts, purchasing, standard reporting, and system administration. While system administration is not strictly related to procurement, it is a fundamental necessity for CSTARS operation. Contracts and purchasing (also referred to as simplified acquisition process, or SAP) will incorporate the various steps involved in those actions, such as generating requests for quotes (RFQs) and proposals (RFPs), establishing purchase orders, generating supporting documentation, adding modifications, and closing out. Standard reporting refers to the automatic generation of basic required DoC and federal reports.

CSTARS will also capture bank card purchases but **only** those purchases made by acquisition management staff in the conduct of daily business. Bank card purchases made by non-acquisition personnel will not be captured in CSTARS.

## 2.4.2 Extended Functionality

Extended functionality revolves around the needs of a Bureau's internal procurement customers. In this instance, extended functionality will involve automating the requisitioning, review, and approval process. Paperwork distribution of forms for these actions will be replaced by both standardized and customized routing lists, so that requisitions created electronically can be reviewed and approved electronically. This reduces paper wastage, and increases the efficiency both of requisitioning and purchase order generation.

Requisitioning, review, and approval actions can be automated in two different ways within Comprizon.Buy Version 5.0 (a discussion on Comprizon.Buy versions can be found below). The first option is to provide thin-client usage of the application to those individuals who would need it, and the second option is to provide that functionality via a web-enabled module. Extended functionality will be piloted at NIST by selected portions of the procurement customer base, and tested on thin-client installations. Expanding the user population for extended functionality can be achieved using either a thin-client or web-enabled approach. The specific path for increasing the extended functionality user population will be influenced by licensing costs and relative resource requirements.

Another potential area of extended functionality is the development of DoC-specific reports other than standard. These non-standard reports could cover a range of concerns related to procurement workflow, workload, and performance. Decisions are still to be made about the full extent of non-standard reporting development.

## 2.4.3 Data Warehouse

In order to fully leverage the data that will be captured by CSTARS, a data warehouse will be created that allows reporting and analysis of procurement from an Enterprise perspective. The benefit of the data warehouse is up-to-date information that can be used without impeding the performance of either distributed Bureau databases (and without the associated security issues of access to those databases) or a centralized Enterprise database<sup>5</sup>. This is achieved by a daily update transmitted to the Data Warehouse from the database(s) via FTP.

Analysis could be directed towards reporting on the extent to which Department procurements meet Department policies, for issues such as the use of Small and Disadvantaged Businesses as sources. The data warehouse will also provide insight into the broader patterns of procurement actions across the Enterprise and provide opportunities to identify potential economies of scale to be pursued via BPAs or contracting vehicles.

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<sup>5</sup> Please note that the type of installation (Enterprise vs. distributed) is a matter still to be decided.

The data warehouse will be the responsibility of the Acquisitions Systems Division, Office of Acquisition Management, Office of the Secretary, as part of the program management process for implementation. Management of the data warehouse after implementation would be the responsibility of whatever entity exists to perform overall CSTARS program management.

#### 2.4.4 Further Enhancements

Successful implementation of core and extended functionality will allow for the development of ongoing enhancements to CSTARS. One possible area for developmental enhancement is that of Electronic Commerce and Electronic Data Interchange (EC/EDI). Adding EC/EDI capabilities to CSTARS would increase the utility of the system in dealing with contractors and vendors, and further support a Digital Department by reducing paper transmission of information.

#### 2.4.5 Comprizon.Buy Version

When the vendor for the automated procurement system was selected, the most up-to-date version of Comprizon.Buy (then SACONS) was version 4.4. During the period of design and development for CSTARS implementation at NIST and OS a new version of SACONS was released – version 5.0, now known as Comprizon.Buy. The availability of a new version of Comprizon.Buy presents DoC with a critical decision point: whether to implement version 4.4 or version 5.0. This decision must balance the risk associated with implementing a recently upgraded COTS package against the greater functionality it provides. Timeliness is critical to further progress in the Enterprise pilot, as different planning requirements are associated with each version.

Decision criteria address three areas: business requirements, technology comparisons, and risk concerns. A briefing document which details these criteria (**What Version of SACONS Should Commerce Install at NIST and Office of the Secretary?**, dated 9/27/99) is available for review. The Enterprise Team has decided to implement version 5.0.

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## Chapter 3: Program Management Strategy

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### 3.1 General

Enterprise implementation of CSTARS is a complex process, the success of which will rely heavily on cooperation amongst all parties involved. The management structure for the CSTARS enterprise implementation reflects two management needs: strategic and operational. At a strategic level, management is provided by the Executive Board, the Enterprise Team (ET), and the Implementation Team for Automated Procurement Systems (ITAPS). On a day to day, tactical level, program management rests most directly with the program manager, as part of the Enterprise Team, and the bureau project managers, as part of ITAPS. Tactical management decisions, however, can involve the full ET and ITAPS.

In addition to the Department of Commerce and Bureau personnel, CACI has designated a project team, which will work cooperatively with the Program Manager, Project Managers, and Bureau staff in designing, developing, and operationalizing CSTARS. Project management support is provided to the Program Manager and ET, as well as Project Managers by Booz-Allen & Hamilton.

### 3.2 Roles and Responsibilities

Strategic management of CSTARS enterprise implementation will be provided via a three tier management structure. This management structure specifically provides oversight by Senior Commerce Executives. These senior executives, with cross-functional responsibilities, comprise the Executive Board, and provide leadership and resource commitments for CSTARS implementation.

In addition to the Executive Board, the Procurement Executive established the Enterprise Team as a source of enterprise-wide perspectives and issue resolution in program management. Members of the ET are HCOs, or Heads of Contracting Office, as well as individual representatives of the Office of Financial Management and the Chief Information Officer. The CSTARS Program Manager is a member of the Enterprise Team. The charter for the Enterprise Team can be found in Appendix 1.

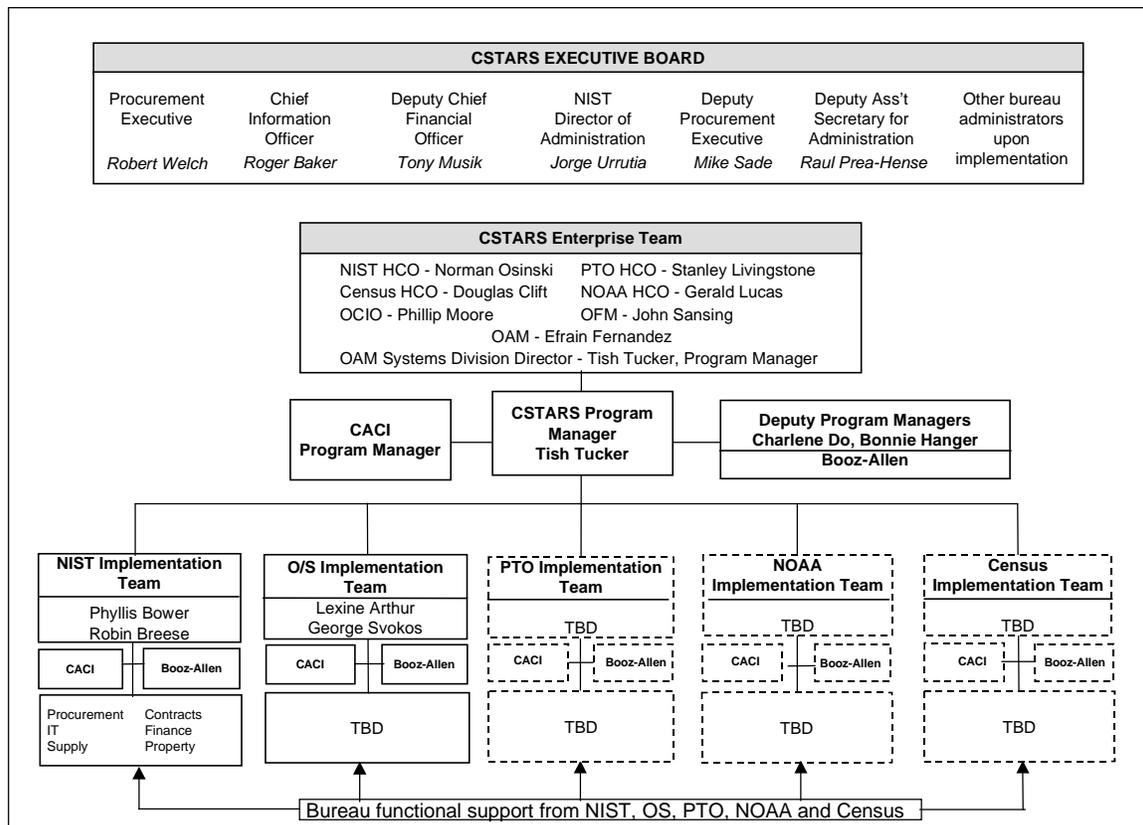
The third tier of the management structure is the Implementation Team for Automated Procurement Systems. Members of the ITAPS team are the responsible parties for individual bureau implementations, and help to promote cross bureau understanding and cooperation. The specific composition of the three management tiers is provided in Exhibit 3.0.

**Exhibit 3.0 Three-Tier Management Structure**

Tier	Responsible Party	Participants
Executive Board	Chaired by the Procurement Executive	<ul style="list-style-type: none"> <li>• Procurement Executive</li> <li>• Deputy Procurement Executive</li> <li>• Deputy Chief Financial Officer</li> <li>• Chief Information Officer</li> <li>• Deputy Chief Information Officer</li> <li>• Deputy Assistant Secretary for Administration</li> <li>• Bureau Directors of Administration</li> </ul>
Enterprise Team (ET)	Chaired by an HCO selected by participating HCOs ET Program Manager	<ul style="list-style-type: none"> <li>• Bureau HCOs</li> <li>• Representatives from DoC CIO and CFO organizations</li> <li>• Systems Division Director, Office Acq. Management</li> </ul>
Implementation Team for Automated Procurement Systems (ITAPS)	Chaired by the Bureau implementation team leaders	<ul style="list-style-type: none"> <li>• Acquisition professionals from Procurement and Contracts</li> <li>• Information Technology representatives</li> <li>• Financial Management Systems representatives</li> <li>• Representatives from other Bureau organizations as needed</li> </ul>

The CSTARS Program Manager is drawn from the Office of Acquisition Management, Acquisition Systems division. At a tactical, day to day level, the Program Manager, Tish Tucker, provides leadership for the enterprise implementation and supports the bureau specific implementation projects. The Program Manager is supported by the Deputy Program Manager for IT Issues, Charlene Do, and the Deputy Program Manager for Functional Issues, Bonnie Hanger. In managing the enterprise implementation and providing supporting resources to the individual bureaus, the Program Manager will in some instances refer issues to the Enterprise Team for resolution, and will subsequently implement the ET decision. General oversight for both the Program Manager and the ET will come from the Executive Board. The composition and relationships between the Executive Board, ET, and ITAPS, as well as CACI and Booz·Allen & Hamilton, are demonstrated in Exhibit 3.1 below.

**Exhibit 3.1 Integrated Department/Bureau Leadership of CSTARS**



### 3.2.1 Program Manager

As noted above, CSTARS program management during the enterprise implementation will be resident in the Office of Acquisition Management, Acquisition Systems Division. The Program Manager, Tish Tucker, and the Deputy Program Managers, Charlene Do and Bonnie Hanger, are responsible for managing the enterprise implementation. This responsibility involves a broad range of activities related to planning and facilitating communication between Bureaus.

Broadly, the role of the Program Manager (and by extension the Deputy Program Manager) is to manage the Enterprise implementation and support individual bureau implementations. Enterprise level program management concerns the overall implementation of CSTARS, as well as the resolution of issues which affect all the bureaus but cannot be resolved by any one of them, such as vendor table structure. Provision of support to the individual bureaus constitutes provision of resources and guidance, as available and appropriate, to maximize the efficiency and success of bureau implementation projects.

The role of the Program and Deputy Program Managers requires a considerable amount of documentation – of decision paths, lessons learned, and so on. There are also considerable communications needs that must be met in maintaining clear understanding and prompt exchanges of information between the Program Manager at DoC headquarters and the traditionally independent bureaus. Booz Allen & Hamilton will provide ongoing support in these areas, as well as in analysis and review of plans and deliverables. This will provide the Program Manager and Deputy Program Manager with an independent source of analysis and support, and allow them to maintain a "high-level" focus.

The specific areas of involvement for the Program Manager are as follows:

- Coordinate and monitor the development, training, and implementation of the automated procurement system across the Department.
- Support the ET's use of a critical path methodology that tracks program cost, milestones, and deliverables, addresses issues and risks, and identifies performance measures.
- Serve as a focal point for all system implementation activities.
- Provide Bureau implementation plan templates, and coordinate review and approval of Bureau plans through the ET.
- Support ET review of ITAPS reports and present reports to the Executive Board.
- In conjunction with CACI and Booz-Allen & Hamilton:
  - Baseline the IT environment and training needs
  - Monitor capacity planning activities
  - Review migration plans to move from existing legacy systems to the DoC-wide automated procurement system
- Report progress to Procurement Executives and other appropriate Department officials; and communicate and market implementation plans to appropriate groups within the Department. (See Appendix 2 – Opportunities for Communication)
- With the assistance of Contractor staff, lead business process reengineering and change management efforts for the procurement community.
- Sponsor automated procurement system user group participation.
- Plan for Department-level operation and support of the CSTARS program after completion of the NIST pilot.

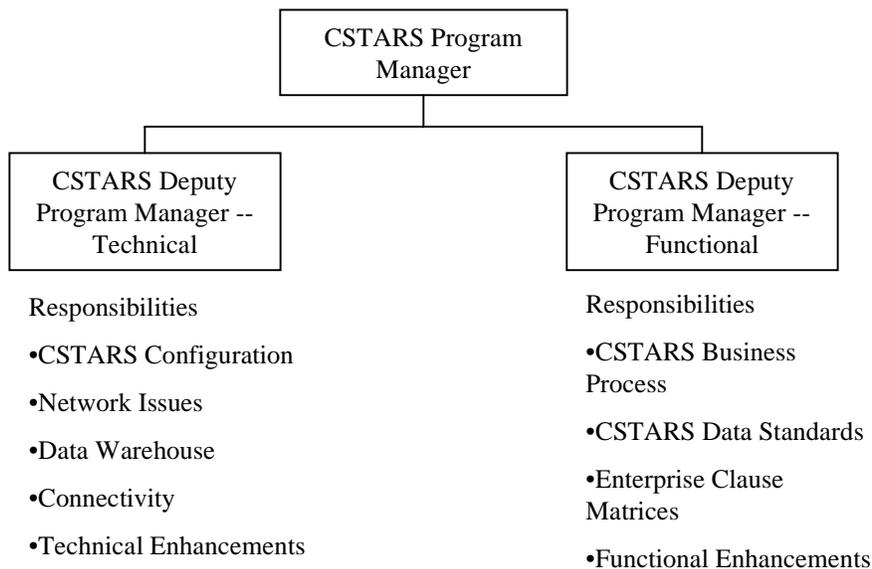
The ET will interface with other agencies involved in the project as needed, such as the Department and Bureau CFO, CIO, and CITRB. Upon completion of enterprise-wide CSTARS implementation, day-to-day responsibility for the system will reside in the Acquisition Systems Division at the Office of the Secretary, unless a specific and separate CSTARS Program Office is established (see below).

### 3.2.2 CSTARS Program Office

Currently the role of CSTARS Program Office is fulfilled by the Acquisitions Systems Division, Office of Acquisition Management. This role of managing CSTARS at the Enterprise level will continue through the life of the system. Once implementation has been completed, there will be a need for ongoing technical and functional management. This technical and functional management will ensure the homogeneity of CSTARS across the Enterprise during the life of the system. The entity which performs this effort will be the CSTARS Program Office.

In principle, the CSTARS Program Office should be led by a Program Manager and two Deputy Program Managers. The Program Manager would have overall authority in the office and the Deputy Program Managers would attend to the daily management needs in two areas: functional and technical. Exhibit 3.2 presents a notional overview of the CSTARS Program Office.

**Exhibit 3.2 Notional CSTARS Program Office**



### 3.3 Performance Objectives

This program management plan provides the ET an approach that enables continuous assessment of project accomplishments in relation to the stated requirements. Each Bureau will have a specific set of performance measures in order to quantify successful implementation at the Bureaus. Bureau specific performance measures can be found in Chapter 5. Successful implementation at the Enterprise level is defined as:

**Exhibit 3.2 Program Performance Measures**

CSTARS Objective	Measure
<ul style="list-style-type: none"> <li>Reliable and accurate department-wide procurement-related financial information</li> </ul>	<ul style="list-style-type: none"> <li>Financial interfaces are in place</li> <li>85% of management reports are available</li> <li>Data in reports are accurate</li> </ul>
<ul style="list-style-type: none"> <li>Make the most efficient use of information technology investments</li> </ul>	<ul style="list-style-type: none"> <li>Procurement systems are standardized across bureaus</li> <li>DoC standards, policies, and procedures are documented and in place at all Bureaus</li> </ul>
<ul style="list-style-type: none"> <li>Support integrated policy, planning, and budgeting process</li> </ul>	<ul style="list-style-type: none"> <li>Information is available to set benchmarks for resource use at the Bureau and Department-wide level</li> <li>Procurement information supports development of FY 2005 budget</li> </ul>
<ul style="list-style-type: none"> <li>Support solid risk management program</li> </ul>	<ul style="list-style-type: none"> <li>CSTARS feeds into Balanced Scorecard for performance assessment</li> <li>High risk procurements have been identified and are flagged during the procurement process</li> </ul>
<ul style="list-style-type: none"> <li>Improve customer service</li> </ul>	<ul style="list-style-type: none"> <li>Show improvement in Balanced Scorecard assessment of customer service</li> </ul>
<ul style="list-style-type: none"> <li>Lower purchasing costs</li> </ul>	<ul style="list-style-type: none"> <li>Lower cost to spend ration for DoC funds (Pilot should show a decrease; specific target for the Enterprise is to be determined)</li> </ul>
<ul style="list-style-type: none"> <li>Comply with Electronic Commerce directives</li> </ul>	<ul style="list-style-type: none"> <li>System supports expanded RFQ and RFP management</li> </ul>
<ul style="list-style-type: none"> <li>Reduce program office and administrative burden in acquisition management process</li> </ul>	<ul style="list-style-type: none"> <li>Electronic document sharing is enabled for all transactions</li> </ul>

The Enterprise Pilot will be evaluated using these criteria, which will also be used for each of the bureaus. This will be achieved by incorporating objectives into project plans, and assessing results within six months for each Bureau/office after implementation of that location.

The ET/ITAPS will investigate the method of performance assessment of this program with regards to the effect on the Balanced Scorecard Reporting mechanism currently in use at the Department.

### **3.4 Contract Management**

It is anticipated that there will be three overall types of contract effort underpinning the CSTARS implementation program: software vendor, program management support, and IV&V (Independent Verification and Validation) services. A more detailed explanation of this support follows below.

#### **3.4.1 Software Vendor: CACI**

As the vendor of the Comprizon.Buy software that is the integral part of CSTARS, CACI will be continuously involved in the implementation of CSTARS, in both installation and training. The installation process is involved, with COTS tailoring and interface development phases on top of initial software installation. CACI will participate in mapping Bureau business processes to CSTARS, as well as assisting in the development of interfaces to existing legacy systems, and identifying data migration issues. Further, CACI will be involved in planning the training schedule, and will deliver core functionality training as well as system administration training.

The broad reach of these tasks, with different completion times, deliverables, and performance measures, provides the underlying rationale for the requirement that CACI separate out the various tasks either in individual statements of work or in detailed line items of broad SOWs. This allows for greatest accuracy in tracking DoC expenditures, as well as progress against individual project schedules. In order to maintain parallel implementation actions, CACI SOWs can be written to run either concurrently or sequentially.

#### **3.4.2 Program Management Support: Booz-Allen & Hamilton**

Booz Allen & Hamilton will provide ongoing support to the Enterprise Teams and individual Bureau implementation teams. The decentralized nature of the Department of Commerce, and the accompanying level of Bureau independence, require significant effort for documentation and sharing of lessons learned throughout the process. Booz-Allen support will help to ensure that lessons learned in any given bureau will be available for other bureaus to leverage. Also, the nature of the program will change over the life of CSTARS implementation at the Enterprise Level, and these changes must be captured and disseminated.

Program management support will also encompass assistance in strategic and tactical thinking, as well as provision of analysis and review in support of individual bureau project plans. Booz-Allen will include limited IT support as part of this role.

#### **3.4.3 Independent Verification and Validation: To Be Determined**

Throughout the course of the CSTARS implementation across the bureaus, there will be instances where IV&V services are required to review and validate plans, software, etc. As yet,

no contract support has been designated to fulfill this function. Proper execution of IV&V responsibilities could require a party with no other role in the implementation program.

### **3.5 Strategy and Schedules**

#### **3.5.1 Program Implementation Strategy**

The CSTARS implementation program has an Enterprise goal that will be completed at the culmination of implementation by each of the Bureaus with procurement authority. Consequently, the program implementation strategy has considerable overlap with the individual Bureau project plans. The principal difference is that the program –level strategy incorporates two early steps which will underpin enterprise standardization: the Enterprise Pilot and the homogenization of acquisition management business rules.

The Enterprise Pilot, comprised of installation at NIST and O/S, will be the first instance of core and extended functionality implementation. One of the first components of the Enterprise Pilot will be a business process review. The end product of this business process review will be the creation of a standard set of business rules for acquisition management across DoC. CSTARS, based on the COTS package Comprizon.Buy, will set the range of options from which the new business rules are defined: there are to be no significant changes to Comprizon.Buy "out of the box," beyond the management of module activation and user options.

Once business rules have been defined and mapped during the early stages of the Enterprise Pilot, implementation of core CSTARS functionality can begin. This core functionality will be comprised of work performed within the "four walls of acquisition management." Contracting, small purchases, and standard reporting are the functions which are considered the core of acquisition management. System administration modules and training are also part of core functionality implementation.

Following the implementation of core functionality will be the implementation of extended functionality. Extended functionality is comprised of requisitioning, review, and approval capabilities to be used by acquisition management customers – that is to say, the population of Bureau employees who provide acquisition management offices with business. During the Enterprise Pilot of CSTARS at NIST, extended functionality will be tested by a core group of between 40 and 50 users. This core group will test CSTARS functionality for generating, routing, reviewing, and approving requisitions, as thin client users. Once extended functionality has been adequately tested at NIST, it can be rolled out to all acquisition management customers. The pilot of extended functionality will happen only at NIST to validate system capabilities and setup. As noted above, requisitioning functionality will most likely be made available via a web-enabled module of CSTARS.

This approach will be followed for each Bureau, bringing the following benefits to the overall program implementation schedule:

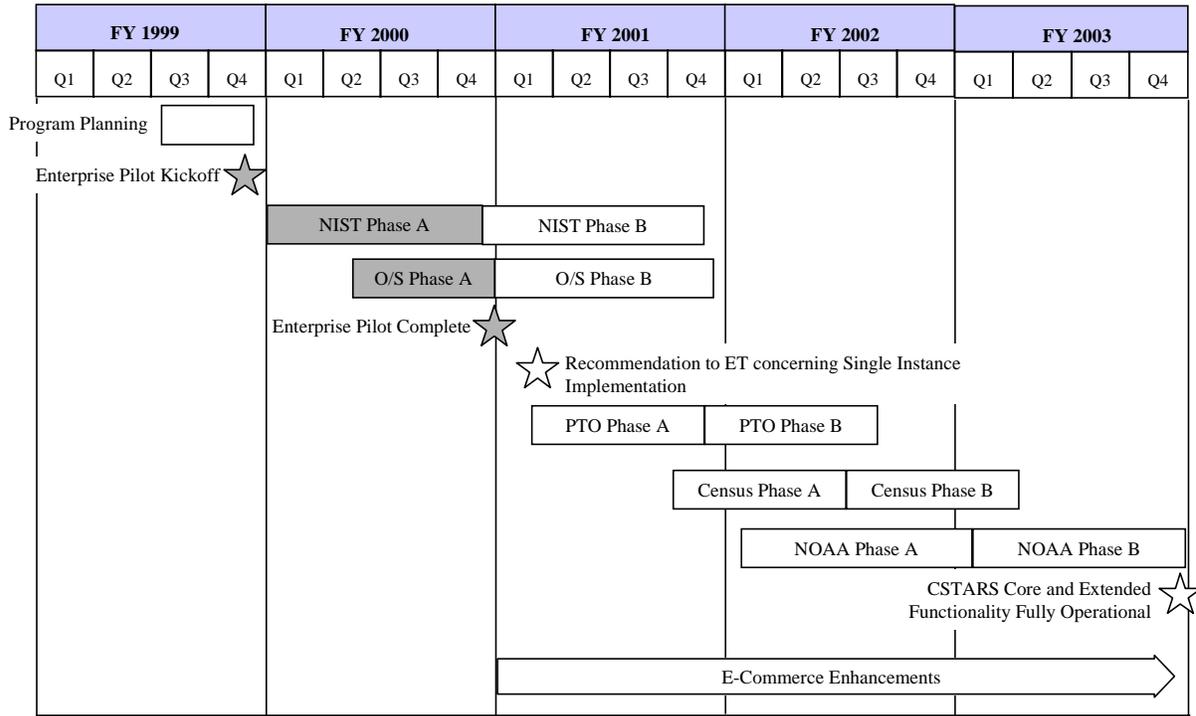
- Lessons learned from each implementation, starting with the first, can be applied to subsequent implementations.

- Activities during the first portion of an implementation include the definition of business rules for the Bureau and will be the basis of the Department's operating procedures. Design and implementation of the Bureau financial systems interface during Phase 1 will also ensure full interoperability of the core applications. The phased, overlapping approach ensures that the ET will have a balanced set of activities to manage, since one implementation project will be in the first half of its schedule whereas another project will be in the second half of its schedule.
- Overlapping the Bureau implementation schedules ultimately shortens the overall Department implementation schedule and reduces schedule risk.

### 3.5.2 Program Implementation Schedule

The preliminary CSTARS program implementation schedule is depicted in Exhibit 3.3. The notations "Phase A" and "Phase B" refer respectively to core and extended functionality, as defined above.

**Exhibit 3.3 Preliminary Program Implementation Schedule Overview**



Phase A: Bureau Pilot, Core Functionality, Customer Pilot

Phase B: Customer Roll-out, Other Extended Functionality to be determined

Enterprise Pilot Activities

Milestones

During the course of the various Bureau implementations, program planning will continue in order to accommodate unforeseen changes that affect implementation at the Bureau and Enterprise level. The Program Management Plan will serve as the repository for the most current understandings about roles and responsibilities, functionality, performance measures, and so on. The PMP therefore will remain a living document throughout the life of CSTARS Enterprise Wide implementation.

The current understanding is as follows: CSTARS will be implemented in the DoC Bureaus over a several-year period in a phased, overlapping approach. Since NIST and Office of the Secretary (O/S) have a similar architectural infrastructure, they will be the first on the implementation schedule, with core application implementation at NIST starting in September 1999 and concluding with full production of core functionality in April 2000. Implementation at the O/S will commence in March 2000 and conclude with full production of core functionality in August 2000.

The Program Manager will ensure that the scheduled activities of participating organizations are compatible and consistent with the project schedules, and that the schedules are refined and updated as each project and the overall program proceeds.

### 3.6 Projected Costs

To support the assessment of whether to pursue a strategy of Bureau-specific implementations of CSTARS, or a single instance Enterprise implementation of CSTARS, a cost model was developed. This cost model demonstrates three scenarios: legacy system phase-out<sup>6</sup>, Bureau-specific implementations, and a single instance Enterprise implementation. Total cost was derived for each Bureau and the Enterprise for each scenario. The projection was based upon a cost element structure that both captures investment and operating and support costs, and is consistent with generally accepted cost estimating principles.

Examples of the types of cost captured as investment or operating costs are as follows:

- Investment cost
  - System and Project Management
  - Hardware
  - Software
  - Tailoring and Integration
  - Government Test and Acceptance
  - Installation and Deployment
  - Training
  - Documentation
  
- Operations and Support costs
  - Core Program Management
  - Hardware Maintenance
  - Software Maintenance
  - Recurring Training

The following methods were used to complete the cost projection:

- All costs are estimated in constant fiscal year 1999 dollars.
- Use of inflation rate of 2.2% and discount rate of 2.7% is consistent with guidance in the Office of Management and Budget, OMB-Circular A-94.
- Costs were projected based upon a ten-year Investment and Operations period to capture total life cycle cost for comparison purposes.
- Actual vendor proposal data was used where appropriate (i.e. CACI project plan).

The cost model projects the costs of implementing core and extended functionality as described in this Program Management Plan; additional functionality such as EC/EDI would require a separate business case and cost projection. The purpose of the cost model is to show the allocation of cost rather than source of funds and should not be used as a budgeting tool.

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<sup>6</sup> *The model reflects legacy system phase-out rather than a baseline, on the grounds that existing systems generally will require replacement regardless of CSTARS implementation. Therefore, legacy systems are shown as being phased-out according to the CSTARS implementation calendar.*

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## Chapter 4: Program Implementation Issues and Approaches

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Three key issues present significant challenges for successful implementation of CSTARS:

- Standardizing business practices across all Bureaus
- Interfacing CSTARS and existing administrative and financial systems
- Ensuring full participation of Departmental and Bureau level management and staff

These items are discussed below, and will be discussed in the Bureau CSTARS project plans.

### 4.1 Standardizing Business Processes

The replacement of existing procurement systems within the six Bureaus with CSTARS is a major step toward standardization. Based upon the Procurement Automation Team evaluation, Comprizon.Buy contains approximately 90-95% of the system functionality the Department requires in a single integrated system and it can be integrated with the different Department financial systems to process financial commitment and obligation data, as well as with administrative systems.

The key to attaining Department standardization resides in that procurement data which can be common to all bureaus, such as users, vendors, addresses, PIIN letters, procurement teams and offices, et cetera. The data structures used by the Core Financial System (CFS) will serve as the standardization norm. Business processes conducted within Comprizon.Buy core functionality will be identical at all bureaus. Business processes external to Comprizon.Buy can be Bureau-specific and do not require standardization across the Department.

This approach permits the CSTARS program to meet the requirement to "increase business process standardization throughout the Department" without overly burdening the Bureaus operating procedures. The agreement on Comprizon.Buy-based standard business processes will still require significant discussion by the Bureau acquisition management staff and has the potential to lengthen the initial core application implementation schedule at NIST. It is for this reason, as well as several others, that acquisition management representatives from each Bureau will be supporting the NIST implementation and all future implementations of CSTARS.

### 4.2 Interfacing CSTARS and DoC Bureau Financial and Administrative Systems

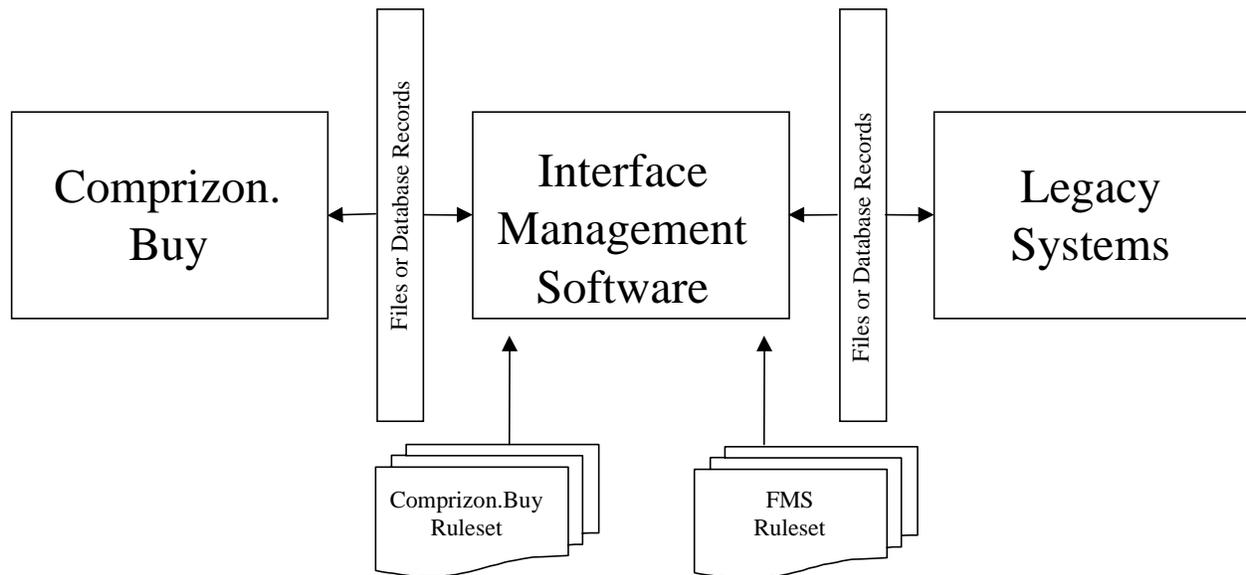
As part of the implementation of core CSTARS functionality, interfaces will be developed to transfer data from CSTARS to the relevant financial and accounting systems of the Bureau and Department. Responsibility for development of interfaces will rest with the "owner" of the respective portion of the interface: CACI will develop the Comprizon.Buy portion of the interface, and Bureau personnel will develop the financial and accounting system portion of the interface. Interfaces are required as a result of an operational policy which stipulates that neither

Comprizon.Buy nor the Bureau financial systems may have direct read or write capacity to the other database.

Interface development must take into account a wide range of system operational characteristics, such as automated versus manual data transfer, or batch versus real time, interactive processing. Given a potentially wide range of system capacity and vintage across the bureaus, interface development may be simplified and accelerated by the creation of a single flat file for data transfer. The contents of this flat file would be manipulated and transferred by the legacy system for which the data was required.

Exhibit 4.0 shows a high-level view of a Comprizon.Buy-Financial Management System (FMS) interface, and Appendix - 3 identifies the steps and methods of interface analysis and design processes that will be followed for each installation.

**Exhibit 4.0 Typical Comprizon.Buy/Financial Management System (FMS) Legacy Interface**



In the typical real-time, or near real-time, interface, the External Interface Manager, EIM manages information between the two systems. The EIM is a CACI program which accomplishes transaction translation, routing, logging, and response processing between Comprizon.Buy and the client FMS application. The EIM design is modular, enabling interfaces to be added without impacting existing interfaces, but may require creation of update programs on the FMS side.

### 4.3 Implementation Interrelationships and Operational Responsibilities

While roles and responsibilities were outlined in Chapter 3 at the program level, there is another level of roles and responsibilities at the project level. The complexities of multiple teams working towards multiple, coordinated goals requires coordination on the basis of formally agreed commitments. That formal commitment exists in the form of a Memorandum of Understanding.

### 4.3.1 Memorandum of Understanding

A Memorandum of Understanding (MOU) for the pilot implementation at NIST has been prepared to ensure that each affected organization participates and understands its commitments to the Executive and Bureau implementation teams. The full text of the MOU can be found in Appendix 4; a summary list of the scope of activities is as follows:

- Commitment to attend meetings
- Participation in implementation activities
- Provision of input into deliverables
- Provision of monthly status updates
- Provision of resources as required
- Completion of training requirements
- Participation in system acceptance testing
- Provision of input into financial systems interface design

## 4.4 Application and Data Security

Implementation of CSTARS among the DoC Bureaus will require that Bureaus and the Enterprise address concerns regarding data security. There are two broad areas of concern:

- That data be available only to appropriate users
- That the system be protected from threats such as system shadowing, the interception of login data, and outside hackers

There are two scenarios for the implementation of CSTARS: Bureau-specific implementation, and a single instance Enterprise installation. Each scenario creates security concerns in the above categories.

### 4.4.1 Bureau-Specific Implementation

In this scenario, each Bureau hosts its own application and database. The CSTARS application and database servers, as well as (presumably) all users, would reside behind the firewall. Sufficient firewall protection would limit risk of outside hacking. User access to data such as cost centers, which should be restricted, could be controlled by user permissions. Preventive measures against system shadowing, and the interception of login data would be required to mitigate the risk of unauthorized access.

### 4.4.2 Enterprise-Wide Implementation

A single instance Enterprise-wide installation would be comprised of a single application server and databases that support individual bureaus, centrally hosted. This option raises serious concerns about security of CSTARS and other data, especially concerning the prevention of users from one Bureau gaining access to cost center information and vendor files of other Bureaus.

Transmission of data across a WAN and via the web-enabled functionality of requisitioning information creates risks associated with data interception, as well as unauthorized system access, system shadowing, etc. This applies to both procurement-related data as well as login information.

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## Chapter 5: Program Deliverables and Operational Issues

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This section describes the program deliverables and operational issues of implementing CSTARS. As other issues arise, this section will be modified to reflect approaches for effective management of the implementation.

### 5.1 Deliverable Requirements

This subsection identifies the deliverables needed to meet the requirements of management and other affected organizations:

1. *Departmental implementation schedule.* Included within Section 2.5 of this plan.
2. *Department budget.* To be managed separately from this plan.
3. *Bureau-specific implementation plan template.* To be included within each Project Management Plan.
4. *Monthly progress/performance report.* To be developed for each project, and rolled up into a program-level summary each month.
5. *Communication and outreach materials.* Currently under development.
6. *Standard survey and assessment instruments.* Currently under development.
7. *System acceptance criteria.* To be developed based on the objectives given in Section 3.3 and Appendix 6 of this plan.
8. *Rollout Plan and Lessons Learned.* To be developed prior to subsequent implementations of CSTARS at Bureaus after the Enterprise Pilot.

### 5.2 Financial

Financial information for this program is being managed using a separate document. To gain access to the budget and other financial information, contact the CSTARS Program Manager.

### 5.3 Acquisition

This subsection includes a description of the resources to be contractually acquired and a summary of the project's acquisition strategy, types of contracts, and major contractual features that may be required.

#### 5.3.1 Contractor Support

CACI will be awarded task orders under a negotiated BPA to deliver support for the CSTARS program. Under these task orders, CACI will supply acquisition software, deliver training and implementation support, and provide interfaces to the Department of Commerce's financial

management systems, and implement and integrate the entire electronic procurement process. In addition, CACI will support departmental objectives to be able to use automated tools that provide immediate improvements in the procurement process, and to be able to extend these tools as future technology, innovations, and acquisition reforms mandate.

Booz·Allen & Hamilton staff are retained to provide both program and project implementation support, which includes review of deliverables, on-site facilitation to support development of department-level procedures, and performance monitoring of implementation and integration efforts.

#### **5.4 Requirements Management**

The purpose of requirements management is to establish a common understanding between the DoC procurement professionals and the automated procurement system vendor, CACI. The Project Agreement, dated August 18, 1998, identified 45 functional system requirements desired by the Department. Additional technical and non-technical requirements, such as hardware, training and telecommunications components will be identified according to the dates set forth in the project schedule. The program manager will develop and maintain a Requirements Document that fully specifies the requirements fulfilled by Comprizon.Buy.

#### **5.5 Configuration Management**

Documented system requirements will be reviewed and maintained by the ET and ITAPS. Any changes to the requirements will be assessed and negotiated as appropriate, and will only be made if specifically approved by the Commerce Information Technology Review Board (CITRB). The CSTARs program manager will work with the ITAPS and the ET to develop recommendations for modifications to the software and make proposals to the CITRB. The baseline of the CACI Comprizon.Buy system will be managed and controlled by the ET; since the implementation of each Bureau may be different, the ET will control the configuration of each separately.

All work products related to the system implementation will be identified, recorded and maintained in a project library, and will be managed by the ET Program Manager. This includes any change requests to the Comprizon.Buy baseline, as well as system incident reports identified during system testing and implementation.

#### **5.6 Reviews**

Draft versions of documents will be produced and reviewed prior to production of final versions. Among these are: 1) the CFS/Comprizon.Buy Functional and Technical Requirements Document; 2) the CFS/Comprizon.Buy Interface Control Document; 3) the Interface Test Plan; 4) the Interface Test Report; 5) Training Materials; and 6) the User and System Administration Documentation. Members of the ET will need to participate in meetings in which these documents and materials are reviewed.

## **5.7 Test and Evaluation**

Testing criteria will be developed and reviewed by the ET, ITAPS, and end users as appropriate, and formal system test procedures will be developed. Four levels of testing will be conducted: unit testing, integration testing, system testing and acceptance testing. Formal Test Plans will be developed that systematically address all areas of testing. Since CSTARS is based upon a COTS product, it is expected that unit testing will be less important than integration testing and system testing. Additionally, the training materials will be tested by system end users to assure correctness. Any future updates or other releases of the system will undergo the same testing criteria prior to acceptance.

## **5.8 Operations**

Transactions through the interface will be logged allowing ET and/or ITAPS members to review this log and discern the "health" of the system. Statistical reports may be generated for this purpose. Each transaction will be classified as successful or unsuccessful. Exception indicators will identify the cause of each unsuccessful transaction for subsequent resolution.

After system acceptance, CACI's Basic Support package includes one year of software maintenance which includes toll free telephone access to CACI's Comprizon.Buy Help Center support for functional and technical questions. A Department-wide CSTARS Help Desk will be established by the program manager to assist users; CACI's Help Center will be an important resource for Help Desk personnel.

## **5.9 Facilities Engineering**

The ET and ITAPS will arrange for the project's software engineering facilities and support tools. Estimates of the capacity requirements for these facilities and support tools will include the test environment and the production environment. Department technologists will work with CACI and the NIST technologists to determine computing platform requirements. Based upon these requests, the ET will procure appropriate technologies for implementation. Department and Bureau technologists will be responsible for the security measures at each installation.

## **5.10 Personnel Training**

The ET and Bureau ITAPS will conduct a needs assessment to determine the skill level and competencies of end users. The ET will ensure adequate resources and funding are provided for implementing the training program and CACI will be tasked with delivering training for CSTARS. The ET will review training materials to ensure they are consistent with new Department procurement processes, and will develop training performance measurements to determine the quality of the training program. Examples of such measurements are results of post-training tests, course reviews provided by students, and feedback from management.

## 5.11 Networks and Telecommunications

In the case of an enterprise implementation, the Department (in the form of OAM or a separate CSTARS Program Office) will provide central servers and ensure adequate telecommunications support. The contractors may provide suggestions during the requirements and selection processes.

CSTARS will be installed on existing hardware at both NIST and O/S in order to effect full production during FY 2000. Implementation at other bureaus will follow the same plan to the extent that is practicable. During the course of the CSTARS implementation at the various bureaus, alternatives for centralized hardware and functionality will be evaluated. For example, one future for CSTARS could involve the CSTARS application remaining resident at the individual bureaus, while data is warehoused at a central facility. Another alternative is to centrally maintain both application software and databases; this would be an example of a true "single instance" implementation.

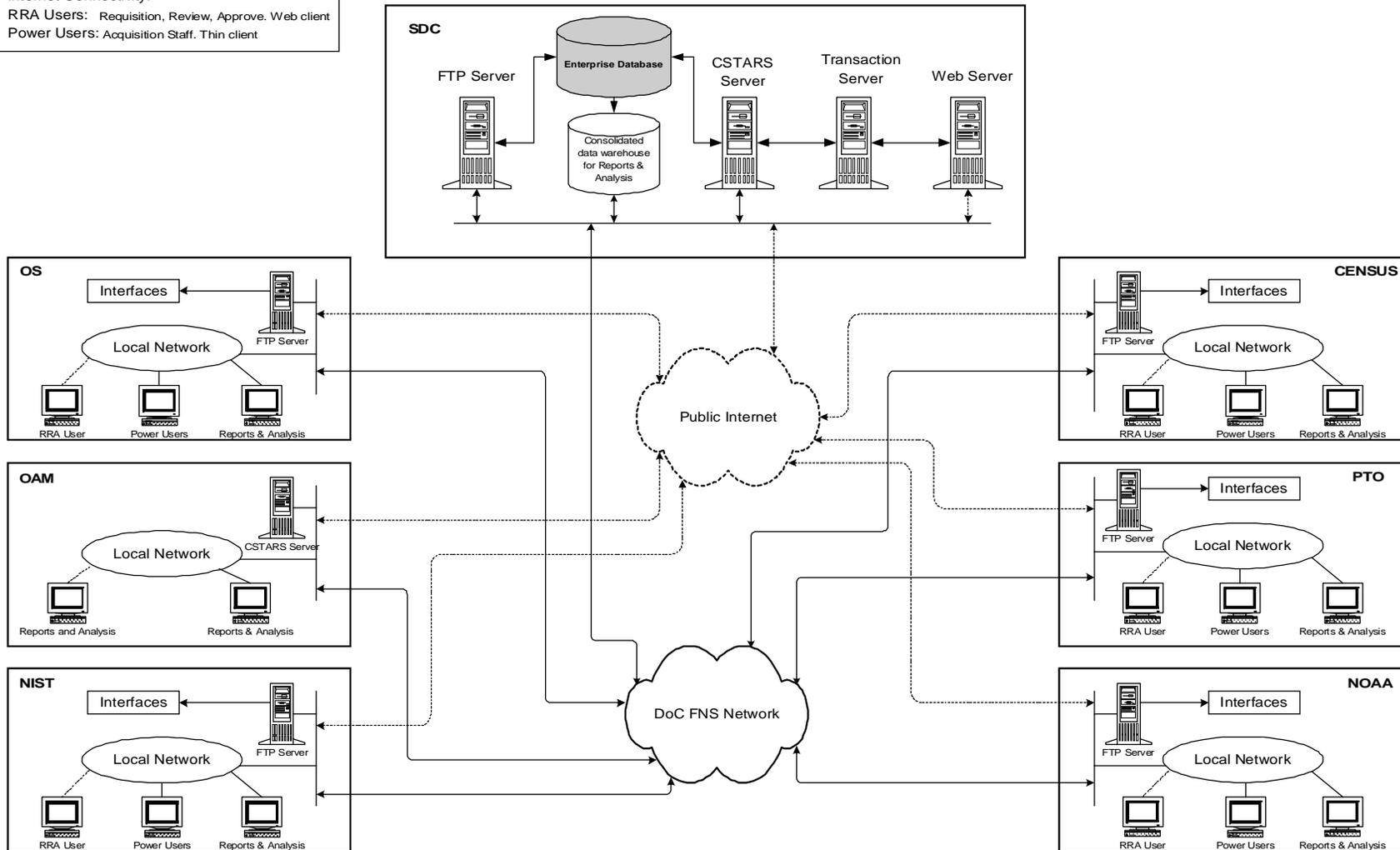
During the pilot implementation of core functionality at NIST, a selected group of procurement customers within the bureau will test the extended functionality of CSTARS related to requisitioning, routing, and approval. This test will allow NIST to test and validate the extended functionality of CSTARS. This extended requisitioning functionality could be implemented either via CSTARS application software or via a web enabled module of CSTARS. Other web-based functionality that would be available for later implementation is the capacity to post solicitations, amendments, and associated attachments to the Web.

The technical architectures for both a distributed and an enterprise CSTARS implementation are depicted in Exhibits 5.0 and 5.1 below.

### Exhibit 5.0 Conceptual Enterprise-wide Implementation

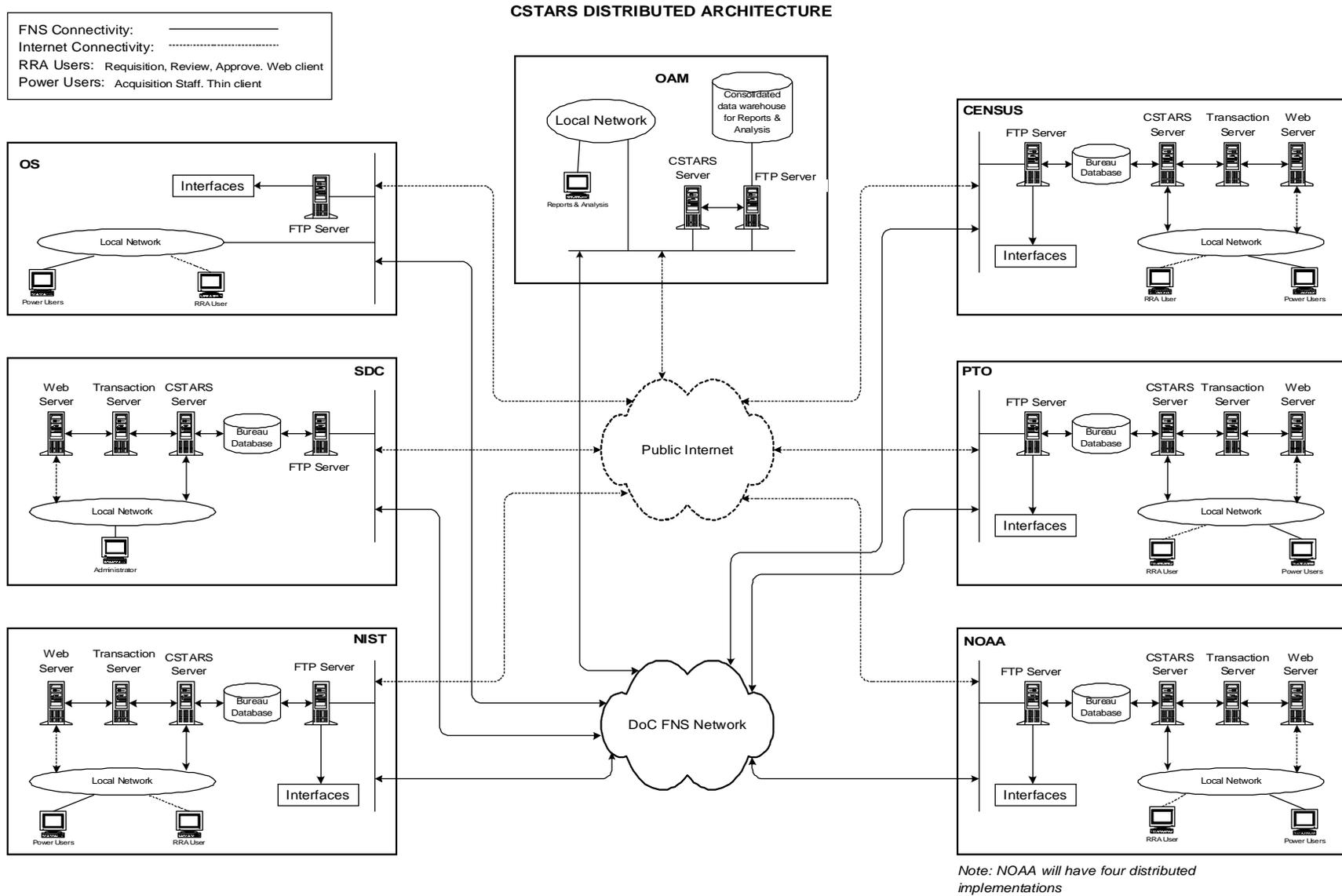
#### CSTARS ENTERPRISE ARCHITECTURE

FNS Connectivity: —————  
 Internet Connectivity: - - - - -  
 RRA Users: Requisition, Review, Approve. Web client  
 Power Users: Acquisition Staff. Thin client



*Note: NOAA will have four distributed implementations*

**Exhibit 5.1 Conceptual Distributed Implementation**



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## Chapter 6: Project Management Processes

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The stages of project management will reflect the program management strategy, as the completion of the individual bureau implementations will comprise the completion of the CSTARS program. Since functionality is being implemented in two phases, core and extended, there are five procedural phases for a given implementation project: tailoring and customization, bureau pilot of core functionality, full production of core functionality, bureau pilot of extended functionality, and finally, full production with extended functionality.

Each of these procedural phases is described below.

### 6.1 Tailoring and Customization

The tailoring and customization phase encompasses the activities which must be undertaken in order to start a successful implementation project. Examples of work included in this phase are: the identification of interfaces that must be developed, defining data migration standards and scoping the work involved, mapping existing business processes for revision according to the standard CSTARS business rules, defining training needs, developing training curricula and schedules, and so on.

By the time that this phase is completed, the individual bureau will know what steps must be taken to implement CSTARS, the associated costs and personnel requirements, and have planned out schedule and milestones; in other words, a cost loaded project plan will have been developed, supporting products will have been created, and critical decisions been taken.

One important distinction should be made concerning mapping business processes: during the Enterprise Pilot, NIST and OS will use their business processes as a start point for the discussion concerning business rule standardization. This discussion will happen with representatives from other bureaus, so that there is enterprise wide agreement on the completed standard rules. When bureaus other than NIST and OS map existing business processes; they will be doing so in order to identify the divergent points of the bureau business process from the standardized CSTARS business rules: there will be no adaptation of those rules by any given bureau after the fact.

### 6.2 Pilot of Core Functionality

The Bureau Pilot of Core Functionality consists in essence of test production of core procurement functionality. Bureau staff will test an initialized database to ensure that all scripts reflecting actual transactions are processed appropriately, and that the system load capacity has been scaled accurately. Interfaces to and from the financial system will be developed and tested. Training will be delivered, and new users will start to adapt their work to using the new system.

### **6.3 Full Production of Core Functionality**

After financial system interfaces have been developed, the system has gone through the test and acceptance process, and the core functionality users have been trained, the CSTARS system can go into full production of core functionality. Acquisition management staff will be able to create new document numbers, purchase orders, et cetera, and at the same time manage existing contracts and purchases.

### **6.4 Pilot of Extended Functionality**

During this phase, bureaus identify a segment of their customer population (requisitioners) who will pilot use of the extended CSTARS functionality of requisitioning, routing, and approval. These individuals will be trained in that system functionality, and will develop routing models and requisition documentation via CSTARS. These pilot users will be initiating procurement actions which will exist in CSTARS from cradle to grave.

### **6.5 Full Production of Extended Functionality**

After the pilot group of requisitioners has demonstrated that the bureau is prepared to expand the population of users, all users of extended functionality can be trained. This process could even happen in parallel if a given bureau, implementing later in the program, were simply verifying existing models or adapting previous bureaus' experience. Once all requisition, review, and approval users are trained, and have access to the CSTARS system, the bureau can enter full production of extended functionality.

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## Appendix 1 – Draft ET Charter

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### I. Name

The Commerce Standard Acquisition and Report System Enterprise Team (CSTARS ET).

### II. References

- Commerce Information Technology Review Board (CITRB) Memo February 1999
- Departmental Organizational Order 20-26
- Business Case for Implementing a Commerce-wide Automated Procurement System
- Enterprise Program Management Plan (PMP) (still in development)
- NIST Project Plan (still in development)
- NIST Implementation Team Charter (still in development)

### III. Authority

Pursuant to the departmental authority of the Procurement Executive, and in accordance with the CITRB approval memorandum for procurement automation systems, this charter establishes the *Commerce Standard Acquisition and Report System Enterprise Team*.

### IV. CSTARS Project Objectives

The Department of Commerce clearly needs a new automated procurement system to support the acquisition management function enterprise-wide. Recent legislative initiatives promote the efficiency of the procurement process by facilitating the acquisition on commercial products and transforming the acquisition process to electronic commerce. DoC's current array of procurement systems achieves neither of these objectives. At present, six bureaus use ten different automated procurement systems. This multi-system environment does not provide an integrated or streamlined approach to procurement, nor does it support the goal of electronic commerce. For these reasons, DoC's procurement systems must be replaced.

The CSTARS project will replace DoC's old multi-system environment with an enterprise-wide automated procurement system. Many benefits may result from the CSTARS project. Exhibit 1.1 of the Automated Procurement System Business Case summarizes these benefits, and the following high level objectives may be drawn from the identified benefits:

- Standardize business practices for the enterprise and establish a single instance of the software for enterprise-wide use.
- Make the most efficient use information technology investments and replace current systems.
- Ensure reliable and accurate Department-wide procurement related financial information and provide information to the Balanced Scorecard for Acquisition.
- Comply with Electronic Commerce directives.

- Increase opportunities for small businesses.
- Improves customer service and lower purchasing costs.

## **V. Success Factors**

The following success factors are from the acquisition community and shall serve as performance goals for the CSTARS project:

- Customers (acquisition community) use the system.
- System supports a standard, consistent procurement business practice enterprise-wide.
- System provides required reports.
- System provides full procurement functionality.
- System interfaces with identified financial systems.
- System is reliable.
- System is implemented enterprise-wide.
- System implementation provides identified performance objectives within cost and schedule constraints.

## **VI. Membership**

Members of the CSTARS ET shall be designated in writing for a long term commitment as a participant. Each member, or his designated representative, shall participate in every meeting. The ET shall consist of the following cross section of Department and Bureau functional representatives:

- Chairperson
- Functional Area Members (Heads of Contracting Offices (HCOs) from each of the bureaus with delegated procurement authority: NIST, O/S, PTO, NOAA, Census)
- Cross Functional Expertise Members (Finance, Information Technology; Acquisition Systems Program Manager)
- Program Management Support

## **VII. Roles**

The roles for each person are as follows:

- Chairperson  
The CSTARS ET chairperson shall be determined at the first ET meeting and shall serve in their capacity for the life of the program. The Chairperson shall:
  - facilitate CSTARS ET meetings
  - organize and steer group activities
  - arbitrate disagreements among members
  - invite speakers and subject experts to meetings as appropriate
  - develop and disseminate an agenda prior to CSTARS ET meetings
  - endorse monthly communication reports to share project information
  - represent the CSTARS at senior management level meetings as required

- **Functional Area Members**  
Functional area members shall have knowledge of the acquisition and procurement strategic direction and tactical planning of the Bureau from which they are selected to serve. HCOs shall represent the concerns of the Commerce acquisition community. HCOs shall sign this charter, affirming their support and commitment to the CSTARS project and successful implementation of the system. Functional area members shall:
  - resolve software configuration issues and concerns raised by the ITAPS
  - verify, interpret or otherwise address various policy issues
  - enhance the flow of information to peers, management and the field
  - keep senior management informed of CSTARS activities and progress
  - raise the level of awareness regarding the project
  
- **Cross Functional Expertise Members**  
Cross functional expertise members shall have knowledge of the strategic direction and tactical planning of the functional area from which they are selected to serve. Cross functional area members shall:
  - resolve software configuration issues and concerns raised by the ITAPS
  - verify, interpret or otherwise address various policy issues
  - enhance the flow of information to peers, management and the field
  - keep senior management informed of CSTARS activities and progress
  - raise the level of awareness regarding the project

The Cross functional members are listed below:

OFM Representative - The OFM team member will serve as the coordinator between the ET and the Deputy CFO. This team member will also be responsible for coordinating matters with the divisions of the OFM, and shall serve as subject matter expert for DOC financial systems.

OCIO Representative - The OCIO team member shall serve as the coordination between the ET and the CIO. This team member is responsible for coordinating matters with the divisions of the OCIO, and shall serve as subject matter expert for DOC information technologies, policies, and planning.

OAM Program Manager for Acquisition Systems - The PM for Acquisitions Systems/OAM shall serve as the coordinator between the ET and the OAM's Annual Performance Plan (APP), and Risk Management Divisions.

The list of proposed ET members is as follows:

Functional Area Members:

Norm Osinski, HCO, NIST  
Stan Livingstone, HCO, PTO  
Efrain Fernandez, HCO, O/S  
Doug Clift, HCO, Census  
Claire Mansberg, Senior Procurement Official (Acting), NOAA

Cross Functional Expertise Members:

John Sansing, Financial Systems Division, OFM  
Phillip Moore, Office of the Chief Information Officer, OCIO  
Tish Tucker, Program Manager for Acquisition Systems, OAM

Project Management Support:

Additional project management support shall come from Booz, Allen & Hamilton, CACI, and the NOAA Information Systems Office.

## **VIII. CSTARS ET Responsibilities**

Department and Bureau management shall ensure that those selected as members of the CSTARS ET are senior managers and staff who are empowered to make decisions related to the system functionality and performance and who will represent their functional management priorities and requirements.

The responsibilities of the persons on the CSTARS ET shall be as follows:

- I. Determine the approach to phased functionality and enterprise deployment of the system.
  - Establish performance objectives, cost and schedule plans, and a performance management system.
  - Serve as a focal point for all system implementation activities.
  - In conjunction with the system contractor, baseline the IT environment, monitor capacity planning recommendations, and review migration plans to move from existing legacy systems to the enterprise solution.
  - Evaluate the NIST and O/S implementation lessons learned and include changes and modifications to the enterprise program management plan (PMP).
  - Provide operational acceptance criteria to the CITRB.
- II. Charter bureau implementation teams in partnership with bureau sponsor.
  - Provide guidance and templates to individual bureau teams.
  - Review and approve bureau implementation plans and performance criteria.
  - Resolve issues raised by bureau implementation teams in a timely manner.
- III. Serve as the enterprise software configuration control board for software modifications.
  - Make decisions affecting standard business practices and software modifications.
  - Prioritize issues and requests for changes to the software.

- Sponsor representatives to the CACI systems users group.
- Recommend changes via the CACI users group.

#### IV. Serve as communication and marketing vehicle.

- Report progress regularly to the PE and bureau sponsors.
- Communicate and market implementation plans to bureau within the Department and each Bureau.
- Prepare a revised roll out plan and lessons learned report as required by the CITRB approval memo, including recommending a strategy for extending procurement automation implementation throughout the enterprise, recommending a strategy for achieving the desired technical architecture design, and a cost analysis including budget projections for enterprise deployment.

### **IX. Deliverables**

1. Project Name: The ET shall be responsible for determining the name of the automated procurement system as it shall be referred to during its life cycle.
2. Enterprise roll out plan and presentation: The CSTARS ET shall present an enterprise roll out plan to the CITRB and complete a lessons learned report based on knowledge and experience gained during the first implementation period.
3. The CSTARS ET shall produce project status reports describing progress against critical measures (cost, schedule and performance) at project milestones.
4. The CSTARS ET shall provide operational acceptance criteria to the CITRB.
5. The CSTARS ET shall approve a standardized set of business practices for the enterprise and maintain a baseline configuration of the software that supports the enterprise business process.

### **X. Meeting Procedures**

Meetings shall occur on a roughly monthly basis and at major project milestones. Meetings will be convened by the CSTARS ET chairperson. The chairperson shall provide a schedule of meetings, publish agendas, minutes, and action items (with the support of the project management contractor). More frequent meetings, to decide issues pertaining to the CSTARS pilot may be required in the initial stages of the program. To mitigate the logistics concerned with frequent meetings, however, the chairperson and CSTARS ET members shall make maximum use of electronic communication.

## **XI. Communication Procedures**

The CSTARS ET members shall communicate via e-mail and an Internet site between meetings. The Internet site shall contain all program-related documentation and CSTARS ET members will have the ability to post new information on the site.

## **XII. Decision Making Procedures**

As a rule, CSTARS ET decisions shall be reached by achieving a majority consensus on issues. When conflict arises, the chairperson shall request alternatives be generated and considered by knowledgeable ET subject matter experts. When consensus can not be achieved, the chairperson shall have final authority for decision making.

## **XIII. Signatures**

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Robert A. Welch  
Procurement Executive

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Stan Livingstone  
Chief, Office of Procurement  
Patent and Trademark Office

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Claire Mansberg  
Director (Acting), Acquisition, Grants and  
Facilities Services  
National Oceanic and Atmospheric  
Administration

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Norm Osinski  
Chief, Acquisition and Assistance  
Division  
National Institute for Standards and  
Technology

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Doug Clift  
Chief, Procurement Office  
Bureau of the Census

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Efrain Fernandez  
Director, Acquisition Services Division  
Office of the Chief Financial Officer and  
Assistant Secretary for Administration

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Tish Tucker  
Director, Acquisition Systems Division  
Office of the Chief Financial Officer and  
Assistant Secretary for Administration

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John Sansing  
Director, Financial Systems Division  
Office of the Chief Financial Officer and  
Assistance Secretary for Administration

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Phillip Moore  
Director, OCIO Division  
Office of the Chief Financial Officer and  
Assistance Secretary for Administration

## Appendix 2 – Opportunities for Communication

Communication Vehicle	Purpose	Access	CSTARS Coordinator	Booz-Allen Facilitator
<p style="text-align: center;">NIST CSTARS</p> 	<p>Keep the implementation team informed on the latest status of project activities at NIST. Examples of tools and documents to be on this site include:</p> <ul style="list-style-type: none"> <li>▪ meeting calendar</li> <li>▪ meeting minutes</li> <li>▪ project management plan</li> <li>▪ CSTARS program management plan.</li> </ul>	<p>NIST Implementation Team Members, Program Managers and others assigned by Phyllis Bower or Robin Breese</p>	<p>Phyllis Bower and Robin Breese</p>	<p>Colin McLaren</p>
<p style="text-align: center;">OS CSTARS</p> 	<p>Keep the O/S team informed on the latest status of project activities at O/S. Examples of tools and documents to be on this site include:</p> <ul style="list-style-type: none"> <li>▪ meeting calendar</li> <li>▪ meeting minutes</li> <li>▪ project management plan</li> <li>▪ CSTARS program management plan.</li> </ul>	<p>O/S Implementation Team Members, Program Managers and others assigned by Ef Fernandez</p>	<p>Ef Fernandez</p>	<p>Colin McLaren</p>
<p style="text-align: center;">ET CSTARS</p> 	<p>Keep the Enterprise informed on the latest status of program activities. Examples of tools and documents to be on this site include:</p> <ul style="list-style-type: none"> <li>▪ ET meeting calendar</li> <li>▪ ET meeting minutes</li> <li>▪ CSTARS program management plan</li> <li>▪ Issue papers</li> </ul>	<p>ET members, and others assigned by Charlene Do</p>	<p>Charlene Do</p>	<p>Wendy Gehring</p>
<p style="text-align: center;">CSTARS World Wide Web Site</p> 	<p>Communicate outside the immediate implementation teams. Content may include:</p> <ul style="list-style-type: none"> <li>▪ CSTARS program description</li> <li>▪ CSTARS points of contact</li> <li>▪ CSTARS key events</li> <li>▪ Links to Comprizon.Buy User Group</li> <li>▪ Links to other procurement sites</li> </ul>	<p>Open access to all on WWW at <a href="http://oamweb.osec.gov/cstars">http://oamweb.osec.gov/cstars</a></p>	<p>Charlene Do</p>	<p>Wendy Gehring</p>



## Appendix 3 - Interface Planning, Design, and Implementation Processes

Process	Description
Interface Requirements Analysis	The first step is to analyze the proposed CACI approach and identify possible adjustments or modifications before substantive development proceeds. This is achieved by careful review of requirements with DoC personnel, especially those responsible for the client system, (FARS in the case of NIST and OS). If substantive modifications are required, then adjustments to project plan and pricing may be necessary.
Draft Interface Control Document (ICD)	A draft Interface Control Document will be developed. Both the FMS system advocate (functional and technical) and CACI staff shall participate, under the proper funding. If necessary, the Government shall provide a test facility with the client application, e.g. FARS, and will be used for testing of the interface.
Finalize Interface Requirements	During this phase, the Government shall approve or alter the ICD and negotiate with appropriate Government or Contractor system owners.
Design Interface	Using the Interface Requirements Document finalized in step 3, CACI will design enhancements to the FARS and Comprizon.Buy COTS packages, and will include this information in a draft update of the Interface Control Document. After reviewing this updated draft, CACI will prepare a final FARS/Comprizon.Buy ICD. (Note: The draft of the ICD was created by CACI for the CAMS interface.)
Build Interface	Using the finalized ICD CACI will develop program specifications to modify FARS and Comprizon.Buy and build the Interface. CACI will also prepare a draft of User Documentation and after reviewing it with DoC personnel will prepare a revised draft.
Test Interface	CACI will first develop a draft Test Plan, and, after reviewing it with DoC, prepare a final Test Plan. Jointly, CACI and DoC will then test the Interface. Errors exposed in testing will be fixed, and when testing confirms satisfaction of all interface requirements, the User Documentation will be updated and a draft of the Interface Test Report will be written. After DoC's review, the Interface Test Report will be finalized.
Prepare Interface Training Materials	CACI will prepare a draft of Training Materials, and, after DoC review, will finalize the Training Materials.
Prepare Interface Documentation	CACI will prepare drafts of user documentation of the FARS/Comprizon.Buy Interface and System Administration, and, after review by DoC, will prepare a final of User and System Administration Documentation.
Implementation responsibilities	<p>Accomplishing the Interface requires close cooperation between CACI and DoC personnel over an extended period of time. CACI personnel may consume a few thousand work-hours in this endeavor and it is to be expected that DoC personnel may be involved to a similar or lesser extent. Among the responsibilities of the DoC personnel are:</p> <ul style="list-style-type: none"> <li>• Review the interface requirements with CACI and work out details of modifications, with possible adjustments in the project plan and contract modification with CACI.</li> <li>• Receive training from CACI on the External Interface Manager (EIM), if applicable.</li> <li>• Maintain test facility.</li> <li>• Work collaboratively with CACI on design details of the Interface. Unavailability of DoC personnel, particularly in the early stage of requirements definition and interface design could negatively impact the project schedule.</li> <li>• In conjunction with CACI, develop the ICD, which is the official interface agreement between the Comprizon.Buy and the particular financial system. For each interface transaction, the ICD describes the data elements, data record formats, and the translation/processing rules.</li> <li>• Participate in design, documentation, and implementation reviews.</li> <li>• Test the Interface jointly with CACI.</li> </ul>

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## Appendix 4 - Memorandum of Understanding

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### MEMORANDUM OF UNDERSTANDING Between the NIST Implementation Team and the Automated Procurement Systems Enterprise Team

This Memorandum of Understanding (MOU) constitutes an agreement of the roles and responsibilities for the implementation of CSTARS at NIST. The purpose of this document is to ensure that the major actions and responsibilities are clear and well understood.

This MOU will be provided to the NIST Director of Administration and the ET Program Manager. Both parties will verify full agreement on the roles, responsibilities, resources and schedules of the CSTARS implementation. After review, both parties should sign the MOU prior to the commencement of CSTARS implementation.

#### Actions Required

CSTARS Program Manager	NIST Director of Administration
Coordinate and monitor the development, training, and implementation of the automated procurement system across the Department	Coordinate, conduct and monitor the development of the financial systems interface, training of acquisition staff, and implementation of the automated procurement system across NIST  Provide resources from the financial management systems and information technology divisions to participate as members of the NIST implementation team
Establish cost, schedule and performance management system	Manage and report costs and schedules for interface development, data migration and system implementation
Provide Bureau implementation plan templates and review and approve Bureau plans	Produce NIST implementation plan
Report progress to Procurement Executives and other appropriate Department officials	Produce monthly status CSTARS implementation status reports, and ad hoc reports as needed
Lead business process reengineering and change management efforts for the procurement community	Assess organizational change readiness and redesign business processes
Sponsor user group participation	Participate in Department-wide user group activities
Present business case to CITRB of pilot implementation project	Provide the CSTARS Program Manager with content for the business case
In conjunction with the selected system vendor: <ul style="list-style-type: none"> <li>• baseline the IT environment and training needs</li> <li>• monitor capacity planning activities</li> <li>• review migration plans to move from existing legacy systems to the DoC-wide automated procurement system</li> </ul>	In conjunction with the selected system vendor, produce the following deliverables for the CSTARS Program Manager: <ul style="list-style-type: none"> <li>• NIST IT architecture model</li> <li>• Training assessment results</li> <li>• CSTARS capacity plan for NIST</li> <li>• CSTARS migration plan for NIST</li> <li>• Business transition plan</li> <li>• CSTARS acceptance criteria</li> <li>• CSTARS Operations and maintenance procedures</li> </ul>

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CSTARS Program Manager  
Tish Tucker

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NIST Director of Administration  
Jorge Urrutia

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## Appendix 5 – Memorandum of Understanding

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### MEMORANDUM OF UNDERSTANDING Between the OS+ Implementation Team and the Springfield Data Center

This Memorandum of Understanding (MOU) constitutes an agreement of the roles and responsibilities hosting of the OS+ CSTARS implementation at the Springfield Data Center (SDC). The purpose of this document is to ensure that the major actions and responsibilities are clear and well understood.

This MOU will be provided to the CSTARS Deputy Program Manager, the OS+ Implementation Team Lead, and the SDC Project Manager. All parties will verify full agreement on the roles, responsibilities, resources and schedules of the CSTARS implementation. After review, all parties should sign the MOU prior to the hosting of the OS+ implementation of CSTARS at SDC.

#### Actions Required

CSTARS Deputy Program Manager/OS+ Team Lead	SDC Project Manager
Determine criteria for selecting SDC and communicate those criteria to SDC	Demonstrate that SDC meets criteria for hosting OS+ implementation of CSTARS
Provide information to SDC to scope level of effort associated with hosting CSTARS	Provide detailed cost proposal for hosting CSTARS, based upon OS+ data
Establish cost, schedule and performance management system	Manage and report costs associated with system support
In conjunction with software vendor: <ul style="list-style-type: none"> <li>• define system requirements and support requirements for installing software and database</li> <li>• define requirements for customer support and system administration</li> <li>• define protocol and performance requirements for connectivity</li> <li>• define standards for disaster recovery</li> <li>• define requirements and timetable for migration of CSTARS to an Enterprise implementation (if necessary)</li> </ul>	Document plans and actions to meet requirements, to be validated by OS+ and software vendor

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CSTARS Deputy Program Manager  
Charlene Do

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SDC Project Manager  
Jim McNamee

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OS+ Implementation Team Lead  
Lexine Arthur

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## Appendix 6: Enterprise Pilot Evaluation Plan

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### 1.0 Introduction

The purpose of the CSTARS Pilot Evaluation Plan is to define the criteria by which the Pilot Implementation of CSTARS at NIST and OS will be deemed a success. The criteria fall into the following broad categories:

- Enterprise Standardization
- System Set-up
- System Production

These broad categories capture how well information required across the Enterprise for implementation and production has been captured, the success in bringing the CSTARS system to the start of production, and the behavior of the CSTARS system once in production. They also match broad stages in the implementation plan for the Enterprise Pilot, so that status and progress can be evaluated even as the project is underway, as opposed to after its completion. Timely and ongoing assessment of the Enterprise Pilot will support a successful and timely Enterprise Pilot, as well as promote a smooth transition towards implementation at other bureaus.

The evaluation plan is focused upon the implementation of core CSTARS functionality (discussed in Chapter 2 of the program management plan). Other effort, such as the extension of requisition, review, and approval capabilities within the customer populations of NIST and OS+, will be evaluated separately.

Each of the broad evaluation categories is discussed below, with an explanation of the specific components of which the category is comprised and relevant evaluation criteria. The Enterprise Pilot can be designated a successful implementation if it meets these evaluation criteria.

### 2.0 Enterprise Standardization

Since CSTARS will be the enterprise acquisition system standard for DoC, one result of the Enterprise Pilot must be the documentation of data and processes which will be the foundation of that standard.

In order to have consistent data, all bureaus with procurement authority will adopt consistent CSTARS data and document numbering standard formats. One outcome of the Enterprise Pilot will be complete documentation of data and document numbering formats for CSTARS. Similarly, the business process within CSTARS will be documented; this will supercede the correlated business processes of the Bureaus. Finally, issues identified during the Enterprise Pilot with Enterprise – wide implications, such as data security, will be documented, as will their resolution. This will include risk mitigation techniques.

The specific evaluation criteria are presented in the following table:

**Exhibit A6.0 Standardization Evaluation Criteria**

<b>Activity</b>	<b>Output</b>	<b>Performance Measure(s)</b>	<b>Outcome</b>
Data Structure Documentation	<ul style="list-style-type: none"> <li>Documents capturing NIST data structure</li> </ul>	<ul style="list-style-type: none"> <li>% of data elements documented</li> </ul>	<ul style="list-style-type: none"> <li>Scope of change defined for planning</li> </ul>
Global Data Format Documentation	<ul style="list-style-type: none"> <li>Document presenting CSTARS data formats</li> </ul>	<ul style="list-style-type: none"> <li>% data formats documented</li> <li>% of Bureaus that accept CSTARS data format</li> </ul>	<ul style="list-style-type: none"> <li>100% documentation of existing data formats</li> <li>100% adoption of CSTARS data formats by Bureaus</li> </ul>
Document CSTARS Business Process	<ul style="list-style-type: none"> <li>Document presenting CSTARS business process</li> </ul>	<ul style="list-style-type: none"> <li>Number of business processes documented</li> <li>% of Bureaus agree to adopt CSTARS Business Processes</li> </ul>	<ul style="list-style-type: none"> <li>All business processes documented</li> <li>100% of bureaus will use CSTARS Business Process</li> </ul>

### 3.0 System Set-up

CSTARS as a system is comprised of the Comprizon.Buy COTS product and interfaces to bureau legacy systems, financial and otherwise. In order to create a functioning system in the Enterprise Pilot, CACI and the NIST and OS+ Teams will be tailoring Comprizon.Buy to meet the CSTARS business process. The teams will also develop interfaces for the transmission of acquisition management data from CSTARS to existing legacy systems.

Measures of progress and success for system development revolve around the readiness of CSTARS to enter production: does the system contain appropriate user data, vendor data, existing contract data, etc., and does it transmit data via interfaces to the financial and other legacy systems of the bureau.

**Exhibit A6.1 System Set-up Evaluation Criteria**

Activity	Output	Performance Measure(s)	Outcome
Interface design	<ul style="list-style-type: none"> <li>• Identification of data to be exported from Comprizon.Buy to legacy systems</li> <li>• Completion of an Interface Control Document (ICD) that defines data requirements and transmission protocol</li> </ul>	<ul style="list-style-type: none"> <li>• % of data elements identified</li> <li>• Number of interfaces identified</li> <li>• Number of interface transmission protocols established</li> </ul>	<ul style="list-style-type: none"> <li>• 100% of data elements identified</li> <li>• All interfaces identified</li> <li>• All transmission protocols established</li> </ul>
Interface Development	<ul style="list-style-type: none"> <li>• Interfaces from Comprizon.Buy to legacy systems are created and tested</li> </ul>	<ul style="list-style-type: none"> <li>• Number of interfaces built</li> <li>• Number of interfaces tested and accepted</li> </ul>	<ul style="list-style-type: none"> <li>• All interfaces built</li> <li>• All interfaces tested and accepted</li> </ul>
System Data loaded	<ul style="list-style-type: none"> <li>• User data loaded</li> <li>• Vendor data loaded</li> <li>• Existing contract data migrated</li> <li>• Standard routing &amp; approval paths loaded</li> </ul>	<ul style="list-style-type: none"> <li>• Number of users with profiles</li> <li>• % of vendors loaded into database</li> <li>• % of required contracts migrated</li> <li>• Number of routing paths created and loaded</li> </ul>	<ul style="list-style-type: none"> <li>• All users profiles loaded</li> <li>• 100% of vendors loaded into database</li> <li>• 100% of required contracts migrated</li> <li>• All of routing paths created and loaded</li> </ul>
Testing and Acceptance	<ul style="list-style-type: none"> <li>• System meets load test standards</li> <li>• System processes test data accurately</li> </ul>	<ul style="list-style-type: none"> <li>• Time that system withstands peak loads</li> <li>• % of successful test data transmissions</li> </ul>	<ul style="list-style-type: none"> <li>• System withstands peak loads</li> <li>• 100% successful test data transmission</li> </ul>

## 4.0 System Production

The final evaluation category is system production. This is comprised of training procurement staff to use CSTARS on a daily basis, as well as training a pilot group of users of extended functionality (for a discussion of extended functionality please refer to Chapter 2 of the program management plan). While this is a prerequisite for actual production, training is distinct from system development activities, and in the CACI implementation protocol, production commences upon completion of training.

Actual production entails the daily use of the CSTARS system for procurement activities, as well support of reporting, whether directly from CSTARS or in provision of data to legacy systems from which reports are generated. CSTARS production is also evaluated by the availability of the system and of data.

**Exhibit A6.2 System Production Evaluation Criteria**

Activity	Output	Performance Measure(s)	Outcome
Train CSTARS users	<ul style="list-style-type: none"> <li>Acquisition management staff complete training</li> </ul>	<ul style="list-style-type: none"> <li>% of NIST acquisition users trained</li> <li>% of OS+ acquisition users trained</li> </ul>	<ul style="list-style-type: none"> <li>All acquisition users trained by start of production</li> </ul>
CSTARS Production	<ul style="list-style-type: none"> <li>Acquisition management staff use CSTARS for all actions</li> <li>CSTARS data transmitted via interfaces to legacy systems</li> </ul>	<ul style="list-style-type: none"> <li>% of transactions completed using CSTARS</li> <li>% of successful data transmissions to legacy systems</li> </ul>	<ul style="list-style-type: none"> <li>100% of acquisition transactions conducted in CSTARS</li> <li>100% transmission of data to legacy systems</li> <li>CSTARS supports reporting and balanced scorecard</li> </ul>
Increase in efficiency	<ul style="list-style-type: none"> <li>Decreased time to process procurement actions</li> <li>Decrease in cost to spend ratio*</li> </ul>	<ul style="list-style-type: none"> <li>Aggregate number of days fewer for processing actions</li> <li>\$ reduction in cost to spend ratio</li> </ul>	<ul style="list-style-type: none"> <li>Improved performance reflected on balanced scorecard</li> </ul>

*\* As this is a pilot, desired level of performance will be a simple decrease rather than a set target; the pilot will assist in defining expectations for future implementations.*

## **5.0 Results**

The result of the evaluation will be confirmation that the pilot has met the goals defined during both planning and implementation. It will also serve as basis for a case that implementation should proceed at other bureaus, for setting more refined or extensive target outcomes for those implementations, and for evaluating the overall success of CSTARS implementation across the Enterprise.