



FLORIDA DEPARTMENT OF JUVENILE JUSTICE

PROCUREMENT AND CONTRACT MANAGEMENT ASSESSMENT REPORT

northhighland®

HIGHLAND WORLDWIDE

3050 Highland Oaks Terrace Suite 4

Tallahassee, FL 32301

Phone – 850.222.4733

Date: 10/02/2012

Version: 1.00

TABLE OF CONTENTS

Table of Contents	2
1. EXECUTIVE SUMMARY	4
2. INTRODUCTION.....	8
2.1 Assessment Objectives and Scope	10
2.2 Assessment Approach	11
2.3 Assessment Timeline	11
2.4 Project Critical Success Factors	12
2.5 DJJ Assessment Team	12
3. PROJECT INITIATION	13
3.1 Purpose and Key Activities	13
3.2 Project Kick-Off Meeting.....	13
3.3 Project Schedule	13
4. CURRENT STATE ASSESSMENT	15
4.1 Purpose and Key Activities	15
4.2 Deepening Understanding of DJJ’s Organizational Context.....	16
4.3 Department Strengths	17
4.4 Current DJJ improvement Initiatives.....	17
4.5 Department Challenges.....	18
5. IMPROVEMENT RECOMMENDATIONS.....	27
5.1 Purpose and Key Activities	27
5.2 Procurement Strategy.....	27
5.3 Recommendations.....	29
5.4 Initiative Recommendations	38
6. DJJ PROCURMENT AND PROVIDER MANAGEMENT IMPROVEMENT	38
6.1 Purpose and Key Activities	38
6.2 Impact of Strategic Initiatives.....	39
6.3 Prioritization of Strategic Initiatives.....	40
6.4 Next Steps	43
7. APPENDIX.....	44

7.1	Appendix A: Project Charter	45
7.2	Appendix B: Project Schedule.....	46
7.3	Appendix C: Interview Participants.....	48
7.4	Appendix D: Interview Topics.....	50
7.5	Appendix E: Initiative Recommendations	51
7.6	Appendix F: Procurement Process Artifacts.....	56

List of Figures

Figure 1 – Procurement Strategy Aligned with Strategic Vision	8
Figure 2 – Phased Project Approach.....	11
Figure 3 – Organizational Levers	15
Figure 4 – Strategy and Alignment Challenges.....	20
Figure 5 – Governance Challenges.....	21
Figure 6 – Process Challenges.....	23
Figure 7 – Technology Challenges	24
Figure 8 – People Capacity and Capability Challenges	25
Figure 9 – Performance Measurement Challenges.....	26
Figure 10 – Recommendations.....	37
Figure 11 – Impact of Strategic Initiatives.....	39
Figure 12 – Implementation Recommendations	42
Figure 13 – Improvement Plan.....	42

1. EXECUTIVE SUMMARY

The Department of Juvenile Justice (“DJJ” or “the Department”) has a vision that the children and families of Florida will live in safe, nurturing communities that provide for their needs, recognize their strengths and support their success. The organizational mission is to increase public safety by reducing juvenile delinquency through effective prevention, intervention and treatment services that strengthen families and turn around the lives of troubled youth. DJJ utilizes contracted services to serve Florida’s troubled youth. Contracted services represent the largest share of service delivery capacity in most areas of operation.

The Department recognizes that the full life-cycle management of contracted services must be aligned end-to-end with their strategy. This life-cycle includes: procurement strategy, policy, processes, organizational structure, procurement management, contract monitoring, provider performance management and quality improvement. All of the components of this life-cycle must work together to drive the strategy towards desired outcomes.

The Department understands the need for having a comprehensive and aligned procurement strategy. On June 4, 2012, DJJ issued an RFQ requesting an assessment of the existing procurement strategy, organization, and processes relative to DJJ’s strategy, and selected North Highland to perform the services. The results of the assessment were to culminate in this report to include actionable and prioritized recommendations for improvement.

Initiation of the assessment project provided the opportunity to clarify the project objectives, engage the appropriate stakeholders and agree upon the plan for the project. The Assessment Team developed an understanding of the current state by interviewing key personnel about the organization and procurement processes. After the team assessed the current state and documented the challenges that exist, recommended changes needed to eliminate the issues were developed. Prioritization considerations included urgency, breadth and depth of issues, effort, time and cost to implement changes and other factors important to DJJ. Finally, a Procurement and Provider Management Improvement Plan was developed for implementing the improvements.

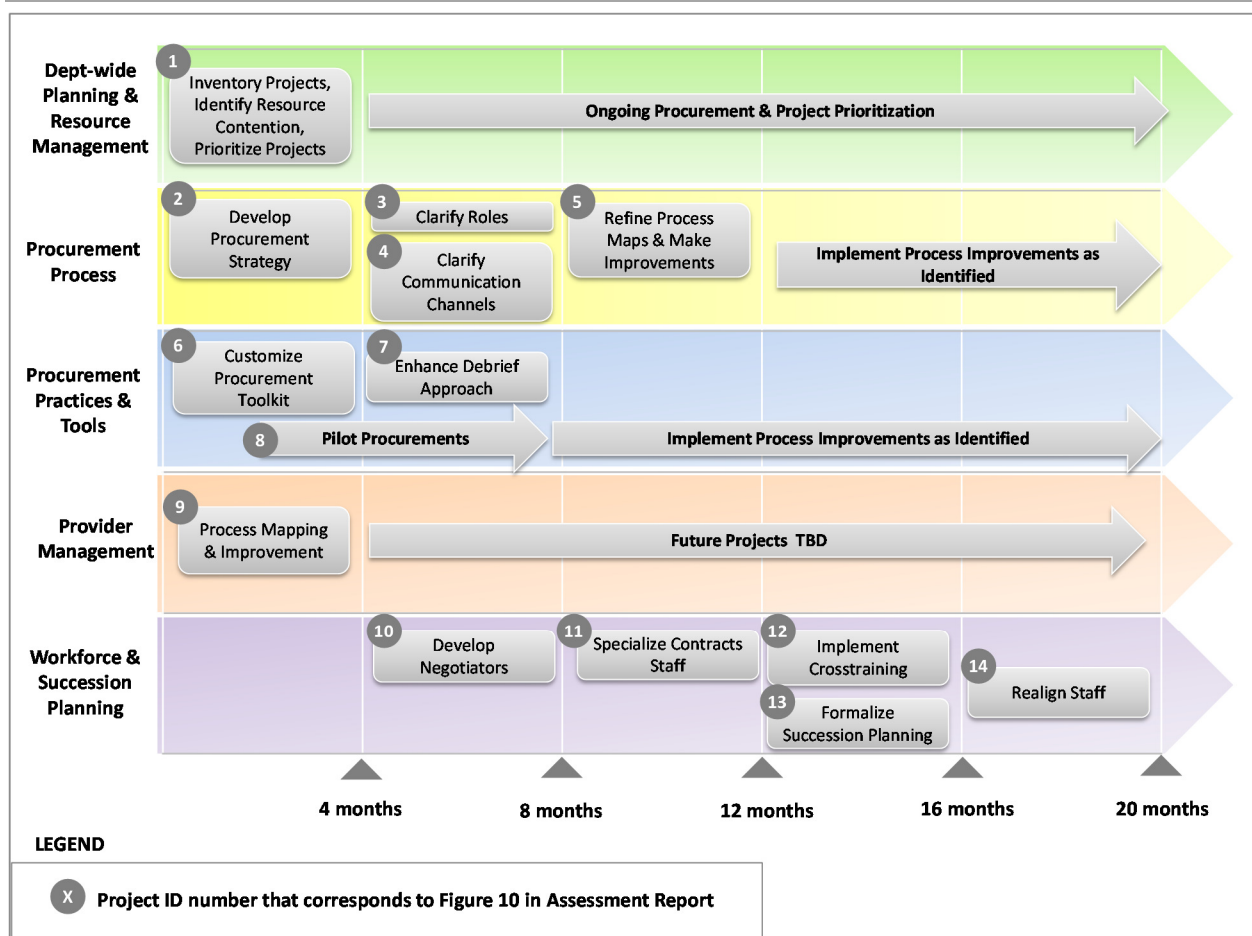
During the assessment, five (5) strategic initiatives emerged that will allow DJJ to improve upon procurement practices organization-wide. Within each strategic initiative, multiple projects or activities support the accomplishment of the initiative.

1. **Department-wide Planning and Resource Management** documents a comprehensive approach for prioritizing and managing the agency’s projects and resources collectively. Utilizing a Department-wide approach allows for insight into the total pipeline of projects across all Program Areas and assists with staffing DJJ’s need for resources based within a defined set of priorities. This provides for flexibility in either expediting or delaying specific procurements and projects in

- order to manage the total workload via a structured prioritization of the necessary work effort and the efficient management of limited and valuable people resources.
2. The **Procurement Process** initiative refines the procurement strategy drafted within this report and develops an interactive process map tool that allows stakeholders to navigate details (i.e., roles, decisions, tools, input, expected outputs and special considerations) for any given step in the procurement process. The resulting product is a tool that can be easily navigated and accessed via the DJJ intranet website and may be used as a training and role support tool for Department staff.
 3. The **Procurement Practices and Tools** initiative involves the implementation of procurement standard practices and tools to support contract administration, procurement evaluators and negotiators and other decision-makers in performing their procurement roles more effectively.
 4. **Provider Management** process improvements are intended to meet the following objectives: provide a clear understanding of and document the current processes and opportunities for improvement, synthesize and document recommendations for improvement and obtain stakeholder buy-in, and document “Future State” process flows and organizational recommendations.
 5. **Workforce/Succession Planning** mitigates the risk of skill and knowledge gaps resulting from staff turnover and an aging workforce by identifying the positions that have the greatest risk. These positions may include leadership and upper-management roles or roles where there is currently limited skill and knowledge in the workforce. The initiative includes a combination of cross-training and formal succession planning.

After DJJ Executive Leadership discussed the recommendations resulting from the assessment, the recommendations were prioritized into the Procurement and Provider Management Improvement Plan. The Procurement and Provider Management Improvement Plan is a concrete practical representation of DJJ’s goals and the journey towards them. This Improvement Plan identifies priorities, enablers, current and end states and gives a concrete, common framework and vocabulary for improvement; is simple and flexible and can be reduced to a single page.

The recommended projects that make up the Improvement Plan are described in Section 5 of this report.



By implementing the recommended strategies, policies, processes, and organizational changes in the context of “live” procurement and contracting events, the Department will get the opportunity to refine, test, modify, and solidify the new procurement operating models. This process is a proven approach, consistent with services North Highland has provided to other State of Florida agencies.

This report is organized as follows:

1. **Executive Summary** – in this summary we have highlighted the overall objectives of this assessment and the resulting Improvement Plan of recommended projects grouped by five (5) strategic initiatives.
2. **Introduction** -- documents the objectives and scope, approach, timeline, and critical success factors for this assessment.
3. **Project Initiation** -- documents the project initiation activities.
4. **Current State Assessment** -- presents the findings from the current state assessment, including DJJ’s strengths, current improvement initiatives, as well as

challenges.

5. **Improvement Recommendations** -- proposes a number of recommended projects and activities grouped by five (5) strategic initiatives that emerged as a result of the assessment.
6. **DJJ Procurement and Provider Management Improvement Plan** -- provides an actionable, prioritized, and sequenced schedule of projects, laying out a phased, time-bound Improvement Plan to implement the recommendations of this assessment.
7. **Appendix** -- provides additional project documentation including: the project charter, project schedule, list of interview participants, interview topics, strategic initiative recommendations, and a number of procurement process artifacts, representing a “toolkit” of procurement practices and tools that can be further customized by DJJ.

2. INTRODUCTION

DJJ utilizes contracted services in its operations to serve Florida’s troubled youth. Contracted services represent the largest share of service delivery capacity in most areas of operation. As illustrated in **Figure 1** below, in order to drive to desired outcomes, DJJ must fully align procurement and contract management with the Department’s strategy.

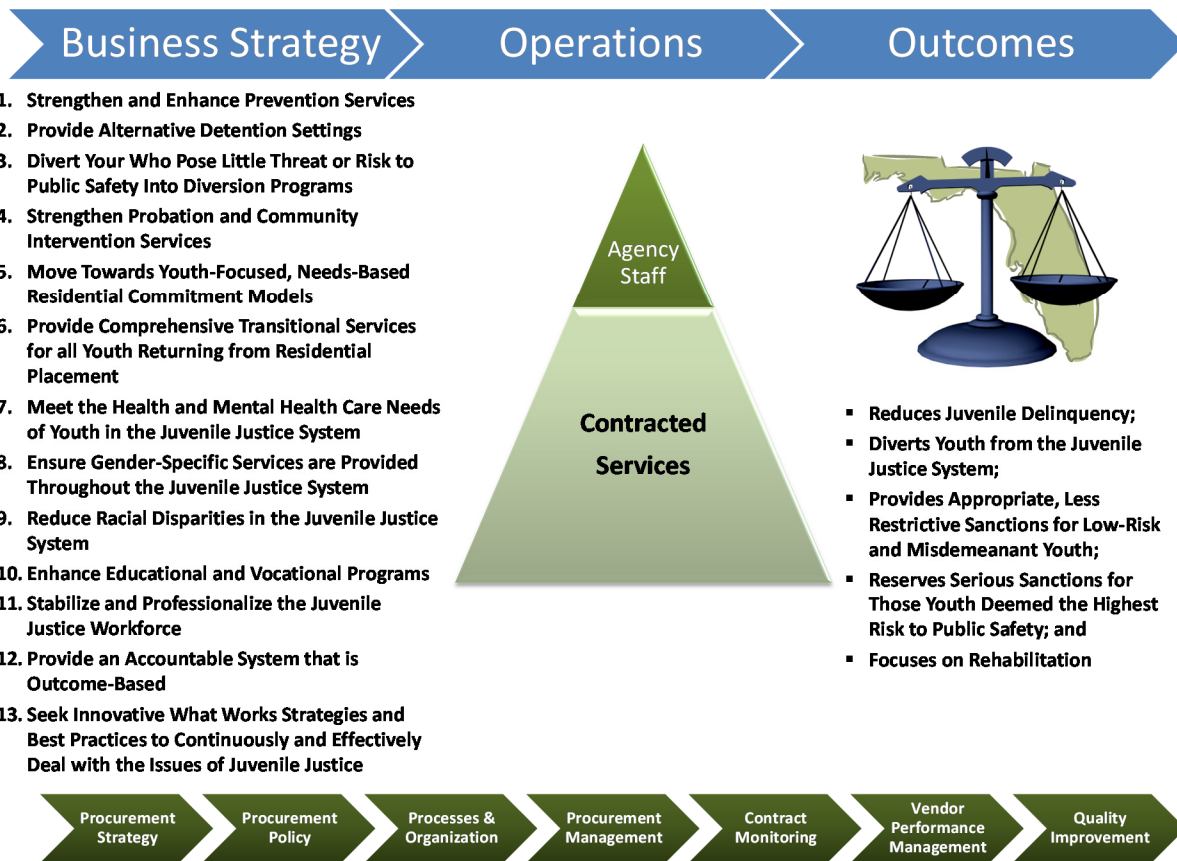


Figure 1 – Procurement Strategy Aligned with Strategic Vision

The Department’s **strategy** champions a juvenile justice reform agenda that is based on national best practices tailored to Florida’s environment, and also intended to drive more cost effective operations for Florida’s taxpayers. There are several significant shifts in emphasis that will continue to impact operations and, therefore, the contracted services.

In recent years, the Department has followed through on recommendations from the [Blueprint Commission on Juvenile Justice](#)¹ to implement risk-based approaches with graduated sanctions intended to provide more appropriate, less restrictive sanctions for

¹ Campaign for Youth Justice, www.campaignforyouthjustice.org/documents/Report_of_the_Blueprint_Commission.pdf

low-risk and misdemeanor youth offenders, that focuses on rehabilitation, and that reserves serious sanctions for violent and habitual offenders. The Department has also moved towards a more balanced continuum of services with more focus on prevention, intervention, diversion, and community-based treatment. The Department is continuing to move away from the large institutional model of the past to smaller, community-based facilities and alternative non-residential programs.

These structural changes, as well as an ongoing focus on evidence-based programs and strategies, will address long standing issues with program effectiveness, and address a number of other imperatives, including youth health needs, educational and vocational program effectiveness, and gender and race specific issues. This strategy, when successfully executed, will drive key **outcomes** that: reduces juvenile delinquency; redirects youth from the juvenile justice system; provides appropriate, less restrictive sanctions for low-risk and misdemeanor youth; reserves serious sanctions for those youth deemed the highest risk to public safety; and focuses on rehabilitation.

The Department has enumerated these priorities in its draft FY 2014-2018 Long-Range Program Plan in thirteen (13) major goals that will enable them to develop better, community-based alternatives for low-risk juvenile offenders, improve the effectiveness of programs for those youth who are incarcerated, and improve the prospects for all youth in the State while improving public safety.² The Roadmap to System Excellence, issued by DJJ's Executive Leadership Team in September 2012, also explains the agency's strategy for reducing delinquency by shifting resources from the deeper end of the system (such as residential programs) to the front end (such as community based interventions and civil citation). The Roadmap is scheduled to be introduced to the public in a series of town-hall style meetings in November and December 2012.

The Department recognizes that the full life-cycle management of contracted services must be aligned end-to-end with their strategy. This life-cycle includes: procurement strategy, policy, processes, organizational structure, procurement management, contract monitoring, provider performance management and quality improvement. All of the components of this life-cycle must work together to drive the strategy towards desired outcomes. Through tools such as increased use of outcome-based contracting, establishment of a statewide consistent operating model that encourages increased competition for contracted services, and enhanced contract monitoring and provider performance management, the Department intends to address its challenges head on.

Ultimately, DJJ should continue to make efforts Department-wide to align its process, people and technology to its strategy. Strategy and alignment of DJJ operations to the strategy constitutes the cornerstone of DJJ's procurement of the most innovative services from the best providers to enable the greatest outcomes.

² Source: Florida Department of Juvenile Justice Draft Long-Range Program Plan FY 2014-2018, page 2.

2.1 ASSESSMENT OBJECTIVES AND SCOPE

DJJ requested an assessment of the existing procurement, organization and processes relative to DJJ's strategy. The results of the assessment culminate in this report and include actionable and prioritized recommendations for improvement.

Assessment objectives included:

- Developing a project management plan, including defining the critical success factors and developing a project plan for achieving DJJ’s assessment and recommendation results.
- Performing an assessment of the current procurement organizations, processes, policies and procedures focused on evaluating the roles within procurement functions.
- Developing recommendations as a result of the assessment.
- Assisting in reviewing, defining, and refining operational performance measures and management controls related to all procurement and contracting functions.

2.2 ASSESSMENT APPROACH

The approach for this assessment occurred within four phases, as provided below in **Figure 2**. Initiation of the assessment project provided the opportunity to clarify the project objectives, engage the appropriate stakeholders and agree upon the plan for the project. The Assessment Team developed an understanding of the current state by interviewing key personnel about the organization and procurement processes. After the team assessed the current state and documented the challenges that exist, recommended changes needed to eliminate the issues were developed. Prioritization considerations included urgency, breadth and depth of issues, effort, time and cost to implement changes and other factors important to DJJ. Finally, a plan was developed for implementing the improvements.

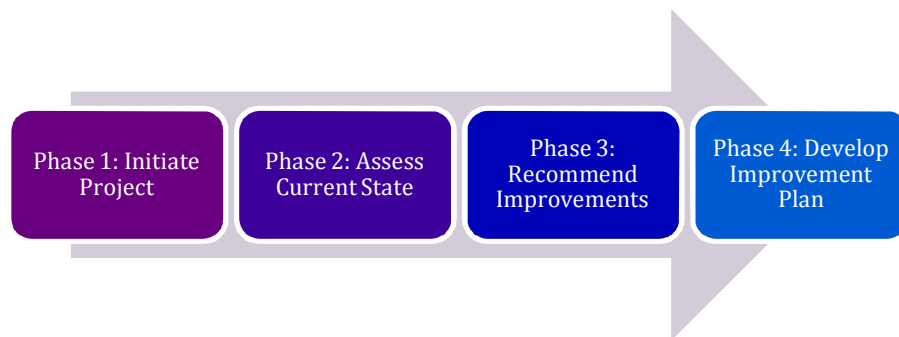


Figure 2 – Phased Project Approach

2.3 ASSESSMENT TIMELINE

The organizational assessment occurred July – August 2012. The Assessment Team conducted weekly meetings with DJJ representatives and also provided weekly written Status Reports. Deliverables included this Procurement Assessment Report that outlines the path forward for implementing strategic improvements. During the course of the assessment, the project schedule was adjusted to accommodate an increase in the number of stakeholder interviews.

2.4 PROJECT CRITICAL SUCCESS FACTORS

The success of this effort was in large part due to DJJ's assistance with the identification, availability and cooperation of key stakeholders. DJJ identified key stakeholders with relevant experience and ability to articulate challenges they have experienced as well as provide thoughts on opportunities to improve organizational performance. Beyond providing access to the right group of stakeholders, DJJ also allowed access to its current collective institutional knowledge and technologies and provided support for the scheduling of assessment interviews. DJJ's Executive Leadership Team was consistently available to clarify the project scope, provide input, share feedback regarding assessment progress and participate as needed. DJJ's willingness and ability to be accessible during the assessment was a major driver of obtaining a valuable result that will further DJJ towards its improvement objectives.

2.5 DJJ ASSESSMENT TEAM

The Assessment Team provided assistance, guidance, coordination, and oversight throughout every phase of the project. This team conducted a comprehensive review, and provided extensive commentary on each of assessment work product to enhance their accuracy, completeness, applicability to DJJ, and conformance with project objectives. The Assessment Team included:

- Christy Daly, DJJ Deputy Secretary – Project Sponsor
- Amy Johnson, DJJ Director of Program Accountability – DJJ Project Manager
- Aaron Dienger, North Highland Consultant – North Highland Project Manager
- Angela Jones, North Highland Consultant -- North Highland Team Member
- Andy Loveland, North Highland Procurement Subject Matter Expert -- North Highland Team Member
- Geir Kjellevoid, North Highland Strategic Direction and Quality Assurance -- North Highland Executive
- Barbara Ray, North Highland Strategic Direction and Quality Assurance -- North Highland Executive

3. PROJECT INITIATION

3.1 PURPOSE AND KEY ACTIVITIES

The purpose of this phase was to confirm the project scope, goals, and approach with DJJ Executive Leadership. North Highland and DJJ addressed these areas in partnership. This phase included a formal project kickoff meeting with the DJJ Executive Leadership Team. The project initiation activities provided DJJ and North Highland the opportunity to clarify the project objectives, engage the appropriate stakeholders, and agree upon the plan for the project.

The key activities/tasks performed in this phase included:

- Conducting a Project kick-off meeting
- Conducting a strategic vision definition session with executives
- Identifying procurement and contract personnel that would participate in the assessment

The deliverables for this phase included:

- Project Schedule

3.2 PROJECT KICK-OFF MEETING

A Project Kick-off meeting was conducted with DJJ's Executive Leadership Team and additional stakeholders. The objectives of the meeting were to:

- Formally announce the start of the Procurement and Contracting Assessment project
- Introduce the project team members
- Review and confirm the scope and approach
- Review the anticipated project schedule and the expected deliverables.

This meeting was important to identify expectations at the outset of the project and ensure all key stakeholders were provided an opportunity to provide input and ask questions. There were key decisions confirmed during the project kick-off meeting pertaining to the scope of the project and the project charter, **Appendix A**, was refined and finalized as a result of the meeting.

3.3 PROJECT SCHEDULE

The Procurement and Contracting Assessment followed a detailed project schedule that included all of the project's phases, key activities, resources, dates and dependencies. Using

a defined schedule ensured that the project's objectives were met timely, all stakeholders were involved within the appropriate activities and risks and issues regarding the project schedule were surfaced and addressed timely within the project status reporting and weekly checkpoints with DJJ's Project Manager and Executive Leadership. The final detailed project schedule is provided in **Appendix B** for reference.

[REMAINDER OF PAGE INTENTIONALLY LEFT BLANK]

4. CURRENT STATE ASSESSMENT

4.1 PURPOSE AND KEY ACTIVITIES

To understand the current state of procurement, key personnel were interviewed regarding the procurement organization and processes. Results were analyzed, documented and assessed for alignment with the strategic vision. Key areas requiring change to support DJJ’s strategy were identified. Specifically, the assessment was structured around evaluating DJJ’s use of six (6) organizational levers as provided in **Figure 3** below.

Organizational Lever	What was Evaluated?
Strategy and Alignment	<ul style="list-style-type: none"> ▪ Staff alignment to support the operational strategy ▪ Process and policy alignment to support business needs
Governance	<ul style="list-style-type: none"> ▪ The processes and tools in place to monitor operational and strategic activities ▪ The ability to manage resources, projects, planning activities, risks, issues and changes
Process Effectiveness	<ul style="list-style-type: none"> ▪ Process documentation, execution, management and improvement
Technology Enablement	<ul style="list-style-type: none"> ▪ Technology application to core business processes to improve quality and efficiency
People Capacity and Capability	<ul style="list-style-type: none"> ▪ The bandwidth of the organization to manage workload ▪ The ability and expertise within the organization to execute business processes
Metrics and Measurement	<ul style="list-style-type: none"> ▪ Processes and tools which measure process-related activity and provide management with the necessary intelligence to understand how to improve the organization’s capabilities

Figure 3 – Organizational Levers

Challenges and improvement opportunities were identified through a combination of facilitated discussions, review of existing documentation, and Assessment Team knowledge of procurement standard practices.

The key activities/tasks performed in this phase included:

- Conducting interviews with appropriate procurement personnel
- Reviewing current procurement and contract process and policy documentation
- Reviewing current process and organizational structure

- Documenting issues and reviewing issues with DJJ management

4.2 DEEPENING UNDERSTANDING OF DJJ'S ORGANIZATIONAL CONTEXT

During the initial week of the project, the Assessment Team conducted a series of informal meetings with staff across DJJ at both the headquarters level and with regional staff. The purpose of these meetings was two-fold: to ensure that staff were aware of the purpose and objectives of the assessment while at the same time, providing the team with opportunities to hear some of the key concerns relating to procurement. The meetings provided the team with additional insight into any symptoms and root causes for challenges that the Department faces. The information collected in these meetings provided a basis for the questions that were asked during the formal stakeholder interviews, allowing the team to probe specific challenges as opposed to taking a broader and general approach.

The team reviewed DJJ artifacts and interviewed stakeholders to:

- Gain insight into the DJJ operating environment, structure and history
- Understand the core mission, priorities and tasks and how Procurement and Contract Management activities are influenced by internal and external factors
- Assess current supporting elements of the organization including key processes, information flows and staff roles and responsibilities
- Identify organizational gaps and overlaps
- Collect data to support a detailed understanding of DJJ's current state including ongoing improvement initiatives

Information and documentation reviewed included: applicable statutes, regulations, guidance and policies, existing organizational / functional statements, charts, strategic plans, and internal workgroup documents. Staff was identified across DJJ and at various organizational levels to provide information via one-on-one and group interviews. The team developed an interview protocol to ensure consistency and rigor in conducting the interviews. The interview protocol included a brief statement of project goals, interview purpose and questions specific to the following key focus areas:

- Understanding of current Procurement and Contract Management, Program Monitoring and Quality Improvement processes and their role in supporting the DJJ mission
- Strengths that can be leveraged for enhanced performance
- Key areas in which DJJ can improve Procurement operations
- Strategic and operational challenges that must be overcome

The information gathered during the Current State Assessment was used to identify DJJ's key strengths and challenges.

4.3 DEPARTMENT STRENGTHS

As a result of interviewing DJJ staff (refer to **Appendix C** for a listing), it is apparent that there are a number of strengths that serve as key success factors for the Department's procurement efforts, which include:

- DJJ leadership and staff clearly have a focus on being driven by measurable outcomes.
- Staff is truly committed to identifying and supporting the service providers which best meet the needs of Florida's youth.
- There is a heartfelt desire to ensure that Florida youth receive services that will either proactively prevent or retroactively address violent and non-productive behaviors.
- DJJ has recently made a strategic shift to utilizing the Invitation to Negotiate (ITN) contract vehicle which positions the Department to identify the providers who propose the most innovative and effective services and then the Department is able to bring those providers into negotiations to agree upon a competitive pricing agreement.
- DJJ has recently implemented Evaluator and Negotiator Training to support the ITN procurement process within the Residential Program.
- The Department has very experienced staff who have successfully established sound contract performance measures requiring providers to maintain service levels from contract award to contract completion.
- DJJ has developed and engaged its Fiscal Monitoring Unit to review all Program Area existing contracts to provide specialized skills in support of Contract Management.
- DJJ recently began development of Contract Management training and expects to implement training in Fall 2012.
- DJJ has instituted the consistent use of several forms and templates statewide, which are primarily located on the DJJ Intranet website.
- From DJJ's Quality Improvement efforts to its Contract Monitoring efforts, the Department continually looks for opportunities to enhance its performance as well as that of its contracted providers. Requesting this assessment is proof of DJJ's commitment to continuously improve.
- The Department's willingness to assess procurement practices enables DJJ to identify blind spots that can be addressed to significantly shift overall performance and meet aggressive goals that have been set.

4.4 CURRENT DJJ IMPROVEMENT INITIATIVES

Prior to this assessment, DJJ had begun designing, developing and implementing several improvements to enhance their procurement efforts and also enhance the skillsets of their

workforce. Some of these initiatives include the development of a new Program Management and Monitoring (PMM) system which will enable the Department to thoroughly manage and monitor all contracts across the four program areas and support functions. The PMM tool will equip DJJ staff with reports and functionality to more easily manage their contracts, allowing staff to focus on improving the programmatic delivery of services. The Bureau of Contracts Administration has recently conducted Negotiator and Evaluator training sessions which teach staff the skills needed to strongly represent the Department during the vendor selection process.

The Bureau is also in the process of developing the Contract Tracking System (CTS) which will provide a more rigorous method for managing the many contracts that the Department awards vendors. This system will move the department of utilizing a currently manually-driven system to having a workflow management tool that “pushes’ tasks to the appropriate staff thereby making the Procurement process more efficient.

With regard to increasing Workforce capability, the Department has several ongoing efforts. Communication is being improved Department-wide due to a weekly letter from the Secretary, the revamping of the DJJ Intranet and Internet sites, a several information brochures that have been distributed to staff and stakeholders. Training is being improved as a result of more higher-quality course offerings and various 30-minute trainings or assorted topics. The Secretary’s Forum is a new program by which DJJ employees and contracted provider staff can openly present issues, concerns, or suggestions for improvement to the Secretary for consideration.

Lastly, in the area of Talent Development, a program is being created to formalize the Department’s commitment to its employees and encourage their growth and success. These are all but a few of the ways in which DJJ is continuously molding and sharpening their capabilities for providing services to Florida’s youth and citizens.

4.5 DEPARTMENT CHALLENGES

Stakeholder interviews focused on identifying the relative strengths and challenges that the organization faces with regard to strategy, governance, business processes, people capacity and capability, technology, and performance measurement. See **Appendix D** for a list of interview topics. The interview data was assessed within the context of Department staff experiences within their program area and processes.

The following tables in **Figures 4 – 9**, provide a summary of the challenges observed across those organizational levers. Each challenge is presented along with supporting observations and the North Highland team’s assessment of the feedback obtained from the interviews. Additionally, the team conducted a Survey³ tool that further sought to target

³ The survey questions and results were considered working papers by the assessment team. The survey was utilized as a tool to confirm and consolidate feedback gathered during the stakeholder interviews.

responses and gather a qualitative measurement of staff opinions regarding the challenges and opportunities that DJJ faces.

Lever 1: Strategy and Alignment	
Challenge	Input Received from Assessment Participants
Distinct procurement needs within Program Areas drives misalignment of procurement process/staff and inefficiency across the Department	<ul style="list-style-type: none"> ▪ Need clearly defined roles and expectations. Some steps should be uniform across the Department while allowing some Program specific distinctions to be managed. ▪ Opportunities exist to assign a specific person in Contracts who understands how each Program operates and understands the nuances of each.
Lack of a well-defined and documented Procurement Strategy	<ul style="list-style-type: none"> ▪ 75% of respondents believe that formalizing and communicating an organization-wide procurement strategy would have high value on improving DJJ's procurement efforts.

Figure 4 – Strategy and Alignment Challenges

[REMAINDER OF PAGE INTENTIONALLY LEFT BLANK]

Lever 2: Governance	
Challenge	Input Received from Assessment Participants
<p>Informal decision-making and prioritization guidance leads to inconsistent process efficiency and hinders collaboration</p>	<ul style="list-style-type: none"> ▪ Some procurement responsibilities are shared and overlapping allowing gaps to be created. There is a perception that the governance of procurements is unclear. ▪ Collaboration is not formalized and at times may not happen with the right functions at the right time. ▪ 71% of survey respondents indicated establishing criteria for decision making would add high value to DJJ’s procurement process. ▪ Only 23% of survey respondents indicated there is always a clear understanding of how procurement decisions are made (i.e., procurement method chosen, staff, assignment of duties, etc.) ▪ 75% of survey respondents indicated that decision making guidance or criteria is needed for selection of the appropriate procurement vehicle (i.e., RFP, ITB, ITN) is needed.

Figure 5 – Governance Challenges

[REMAINDER OF PAGE INTENTIONALLY LEFT BLANK]

Lever 3: Process	
Challenge	Input Received from Assessment Participants
<p>Some procurement process details have not been fully defined and/or documented for the entire organization to utilize</p>	<ul style="list-style-type: none"> ▪ Requirements to sufficiently perform many tasks are learned on-the-job from other people with prior experience instead of a formalized training guide/reference manual. ▪ 63% of survey respondents believe Procurement processes are less than extensively documented and 61% of survey respondents indicated there is high value in improving documentation of processes. ▪ No single method for searching and accessing procurement process related content across various repositories exists. Some procurement process participants either had difficulty or expressed challenges with finding information readily within the Department's various repositories (i.e., Intranet, Network). ▪ 77% of survey respondents thought that procurement processes are sometimes inaccessible.
<p>Hand-offs between procurement process steps are at times incomplete or inefficient due to lack of clarity in roles, decision-making, process or understanding of required output</p>	<ul style="list-style-type: none"> ▪ On multiple occasions, a lack of planning has forced the selection of a less effective procurement vehicle in order to ensure contract timing is not at risk. ▪ Office of Health Services input is sometimes not sought at the right steps in the procurement development process. ▪ Additional time is sometimes needed to gather input from field staff regarding Health Services which requires additional coordination ▪ 86% of survey respondents indicated there is high value in enhancing staff skills/knowledge to perform their role. ▪ 69% of survey respondents believe decision-making guidance or criteria is needed regarding defining the specifics within Attachment 1⁴ content

⁴ Attachment 1 includes the Statement of Work/Scope of Services for a given procurement.

Lever 3: Process	
Challenge	Input Received from Assessment Participants
Inconsistent capture and implementation of improvements limits the ability to continuously improve the procurement process	<ul style="list-style-type: none"> ▪ Staff indicated there is not a formalized process to capture and implement process improvement opportunities (e.g., lessons learned)
Lack of a well-defined and documented Procurement Strategy⁵	<ul style="list-style-type: none"> ▪ 75% of survey respondents indicated there is high value of formalizing and communicating an organization-wide procurement strategy.
Procurements are managed as independent events, hindering DJJ’s ability to proactively plan tasks and engage staff resources across their workload	<ul style="list-style-type: none"> ▪ A Department-wide comprehensive view of procurement schedules and the resource allocation does not exist, which hinders the ability to collectively plan resources and manage procurements. ▪ Some non-program support and field staff resources are constrained by their primary job function (i.e., Quality Improvement, Regional Director, Office of Health Services) and supporting simultaneous procurement events. ▪ There is a limited pool of resources capable of evaluating/negotiating procurement events.

Figure 6 – Process Challenges

[REMAINDER OF PAGE INTENTIONALLY LEFT BLANK]

⁵ This challenge was also documented under the Strategy and Alignment Lever on page 16.

Lever 4: Technology	
Challenge	Input Received from Assessment Participants
<p>Disparate technologies and tools currently in operation and under development creates a disjointed level of support for the process</p>	<ul style="list-style-type: none"> ▪ Currently, there is a low tech and time intensive approach used for tracking Contracts (MS Excel). ▪ The Contract Tracking System and PMM (spell out acronym) are nearing completion and include workflow management capabilities. ▪ 68% of survey respondents indicated there is high value in improving and/or developing technology tools to support job functions.

Figure 7 – Technology Challenges

[REMAINDER OF PAGE INTENTIONALLY LEFT BLANK]

Lever 5: People Capacity and Capability	
Challenge	Input Received from Assessment Participants
<p>Lack of clarity in roles/functions creates a perception of redundancy both by internal DJJ staff and external providers which creates confusion and mis-communication</p>	<ul style="list-style-type: none"> ▪ Each Program Area is different in terms of how they staff and the responsibilities assigned to the roles (Contract Managers & Program Monitors). DJJ should standardize the roles & responsibilities of these roles across Program Areas. ▪ Assessment, process documentation, identification of improvement opportunities and development of future state processes is necessary for the overall Provider Management process that begins with contract execution. This scope of activity is planned to be addressed in late 2012. ▪ There is a difference in the level of oversight, management and leadership across regions. Some inconsistency in the roles across regions exists.
<p>Staff turnover and retirement places DJJ at higher risk of encountering expertise gaps which can negatively impact the quality and thoroughness of procurement efforts</p>	<ul style="list-style-type: none"> ▪ Staff often transition between Contract Management and Program Monitoring roles. ▪ Formalized succession planning has not occurred across the organization. ▪ Certified Public Manager Certification content should be available for all DJJ managers. ▪ Cross training is either not extensive or is not performed within the Program Areas.

Figure 8 – People Capacity and Capability Challenges

[REMAINDER OF PAGE INTENTIONALLY LEFT BLANK]

Lever 6: Performance Measurement	
Challenge	Input Received from Assessment Participants
<p>There are opportunities to more strongly link performance measures to program outcomes that the Department seeks</p>	<ul style="list-style-type: none"> ▪ There is an opportunity to develop a clearer understanding of the expected outcomes for youth and put realistic performance measures in place that will assist in holding providers accountable. ▪ Work with Office of Program Accountability, Quality Improvement and Research & Planning to define the best aspects of performance to measure. ▪ Some contract performance measures currently in place may not be the most appropriate. ▪ Verbal agreements made with regard to contract-specific performance measures are not always reflected in the resulting contract. ▪ There is a challenge in monitoring and taking corrective action when measures are not met. ▪ There are performance measures in place, however there are times when programs are permitted to operate despite low performance.

Figure 9 – Performance Measurement Challenges

[REMAINDER OF PAGE INTENTIONALLY LEFT BLANK]

5. IMPROVEMENT RECOMMENDATIONS

5.1 PURPOSE AND KEY ACTIVITIES

After the team assessed the current state and documented the issues that exist, recommended improvements were identified to address the issues. The focus was placed on developing recommendations that focused upon root causes of issues, not just the observable symptoms. These recommendations are practical and actionable.

The key activities/tasks performed in this phase included:

- Translating issues into recommended improvements
- Documenting organizational, policy and process impacts of recommendations
- Reviewing improvements with management

The deliverables for this phase included:

- Procurement and Contract Management Assessment Report

5.2 PROCUREMENT STRATEGY

Assessment participants generally agreed that no formal procurement strategy had been documented and clearly articulated. During the course of the assessment the following elements that are clearly a part of DJJ's informal procurement strategy became evident.

- **Focus on Outcomes that Serve the Needs of Youth and Protect Citizens** – DJJ seeks to align all procurement efforts to the achievement of meaningful outcomes that are supported by data-based research and the application of best practices.
- **Develop a Department-wide Perspective of Procurement Needs** – Each Program Area's unique needs have contributed to distinct procurement practices. DJJ seeks to use a Department-wide standard and only allow customizations where the need to is clear and supported as a valid exception. In driving towards this Department-wide standard that is focused on achieving DJJ's desired outcomes, process results will become more consistent and create procurement staffing synergy.
- **Operate Procurement and Provider Management Processes Efficiently and Effectively** – Operationally, DJJ seeks to align and execute procurement and provider management processes using clearly articulated processes, roles, tools, outputs and measures. Through solid alignment and execution, DJJ is better enabled to drive consistent provider performance and improve outcomes for Florida's youth and citizens.

- **Leverage Competition Among Service Providers** – Historically, procurements that supported DJJ’s mission were generally overly prescriptive of the services required. This led to unintended consequences of decreasing DJJ’s ability to drive services to be competitive and increasing in value through the achievement of better outcomes. DJJ’s procurement strategy seeks to engage the Service Provider community through the identification of service needs and allowing the competitive market articulate innovative and valuable approaches to meeting the stated needs of youth.
- **Enhance the Management of Contracted Services** – DJJ desires to ensure contractual services provided are managed efficiently and effectively by DJJ staff across DJJ’s program areas. Contracts will be developed to include the right contract performance measures with clear accountabilities identified and formalized regarding achievement of levels of performance.

A number of strategic directions will need to be clarified in order to operationalize these elements, and should be documented in a formal DJJ Procurement Strategy. As indicated in the Current State Assessment, 75% of survey respondents indicated there is high value of formalizing and communicating an organization-wide procurement strategy.

Formalizing the DJJ Procurement Strategy will provide an opportunity for the DJJ leadership team to articulate mid-term (1-2 years) and long-term (2-5+ years) procurement priorities that will operationalize Department’s objectives, including:

- Expanded prevention services.
- Increased community-based diversion and intervention programs.
- Decreased reliance on large institutional models, moving to smaller, community-based facilities and alternative non-residential programs.
- Enhanced educational and vocation programs.
- Meeting health and mental health care needs of youth in the system.
- Implementing objective-based contracting with increased accountability.
- Continued focus on cost-effective service delivery, enabled by competitive procurement for best value.

The formal DJJ Procurement Strategy will also provide ongoing guidance to the Department-wide Planning and Resource management initiative which has emerged as a key priority as a result of this assessment (see Section 5.3).

The procurement strategy will serve as input to prioritizing, sequencing, and grouping procurements, so that the Department-wide Planning and Resource management becomes the key tool to execute the procurement strategy.

5.3 RECOMMENDATIONS

Across all of the challenges that surfaced, five (5) initiatives emerged that can assist in improving procurement practices organization-wide. Within each theme, multiple projects or activities may support the accomplishment of each initiative. Like many state agencies with decreased staffing and resources, there are increased requirements to effectively procure and manage contracted services. To accomplish this, DJJ must shift towards a less prescriptive, Department-wide strategic and integrated procurement perspective, focused on improving outcomes and increasing efficiency within procurement processes. Managing procurements as strategic projects with targeted outcomes can enable DJJ to accomplish the needed shift.

1. **The Department-wide Planning and Resource Management** initiative documents a comprehensive approach for prioritizing and managing the agency's projects and resources collectively. Utilizing a Department-wide approach allows for insight into the total pipeline of projects across all Program Areas and assists with staffing DJJ's need for resources based within a defined set of priorities. This provides for flexibility in either expediting or delaying specific procurements and projects in order to manage the total workload via a structured prioritization of the necessary work effort and the efficient management of limited and valuable people resources.
2. The **Procurement Process** initiative refines the procurement strategy drafted within this report and develops an interactive process map tool that allows stakeholders to navigate details (i.e., roles, decisions, tools, input, expected outputs and special considerations) for any given step in the procurement process. The resulting product is a tool that can be easily navigated and accessed via the DJJ intranet website and may be used as a training and role support tool for current and new Department staff.
3. An initiative regarding **Procurement Practices and Tools** involves the implementation of procurement standard practices and tools to support Contract Administration, procurement evaluators and negotiators and other decision-makers in performing their procurement roles more effectively.
4. **Provider Management** process improvements are intended to meet the following objectives: provide a clear understanding of and document the current processes and opportunities for improvement, synthesize and document recommendations for improvement and obtain stakeholder buy-in, and document "Future State" process flows and organizational recommendations.
5. **Workforce/Succession Planning** mitigates the risk of skill and knowledge gaps resulting from staff turnover and an aging workforce by identifying the positions that have the greatest risk. These positions may include leadership and upper-management roles or roles where there is currently limited skill and knowledge in the workforce. The initiative includes a combination of cross-training and formal succession planning.

Figure 10 below provides the projects and activities that are recommended to support each initiative described above.

Recommendations		
Initiative	Projects/Activities	Description
Department-wide Planning and Resource Management	<p style="text-align: center;">1⁶</p> <p>Inventory Projects/Procurements</p> <p>Identify Resource Contention</p> <p>Prioritize Projects/Procurements</p>	<ul style="list-style-type: none"> ▪ Identify Projects/Procurements/Contract renewals across all Program Areas ▪ Prioritize events to assist in resolving resource allocation challenges; Develop standard timeline for each Procurement vehicle (RFQ, ITB, ITN) ▪ Schedule projects/procurements to develop a pipeline of events that fit the resources available to manage them ▪ Develop a strategic approach to procurement of multiple similar and/or small contracts to best support DJJ staffing levels and an efficient procurement process

⁶ The shaded numbers associated with each recommendation have been provided as a reference points on the Improvement Plan (Figure 13).

Recommendations		
Initiative	Projects/Activities	Description
Procurement Process	<p style="text-align: center;">2</p> <p>Develop a formal Procurement Strategy</p>	<ul style="list-style-type: none"> ▪ Formalize the DJJ Procurement Strategy by articulating mid-term (1-2 years) and long-term (2-5+ years) procurement priorities that will operationalize Department’s objectives, incorporating the following key elements: <ul style="list-style-type: none"> ○ Focus on Outcomes that Serve the Needs of Youth and Protect Citizens; ○ Develop a Department-wide Perspective of Procurement Needs; ○ Operate Procurement and Provider Management Processes Efficiently and Effectively; ○ Leverage Competition Among Service Providers; and ○ Enhance the Management of Contracted Services. ▪ Operationalize the procurement strategy as guidance for the ongoing Department-wide Planning and Resource Management activities.
	<p style="text-align: center;">3</p> <p>Clarify Procurement Process roles and responsibilities</p>	<ul style="list-style-type: none"> ▪ Review and document the roles and responsibilities of key staff involved in each type of Procurement event (RFQ, ITN, ITB, RFI). ▪ Determine specifically where there are gaps in responsibility assignment and work with DJJ staff within each Program Area to identify which roles should be responsible for those process steps. ▪ Assess opportunities to standardize roles and responsibilities across all Program Areas and determine where the unique nature of a Program Area justifies a deviation from the standard. Document unique Program Area needs within the process.

Recommendations		
Initiative	Projects/Activities	Description
	<p style="text-align: center;">4</p> <p>Develop formal communication channels and mechanisms regarding procurements</p>	<ul style="list-style-type: none"> ▪ Increase the frequency and the methods by which staff exchange information within an active procurement event. This may entail analyzing the Procurement process to determine where key decision points exist and determining who should be involved or informed in making a decision while also identifying the role or function that has the responsibility for making a decision. Formalized checkpoints can be established which will require that specified information be exchanged between the involved parties and ensuring that the correct person has signed-off on the actions taken to date. This may include utilizing electronic signature sheets for Procurement documents or scheduling periodic calls when all parties have the opportunity to hear about the current progress of the procurement and determine where they may need to provide information or support to maintain the procurement schedule.
	<p style="text-align: center;">5</p> <p>Refine Procurement Process documentation⁷</p>	<ul style="list-style-type: none"> ▪ Assess current Procurement process documentation to identify any process steps that have not been documented or identify where changes have been made in the process steps. ▪ Work with Department staff to document these process steps, determine what roles are involved performing the processes and identify the key output of each step. The final result could be a fully documented Procurement Process map that is stored on the DJJ intranet site which would be accessible by all DJJ staff.

⁷ DJJ included Procurement Process flow diagram within the Evaluator and Negotiator training it implemented with the Residential Program during the same timeframe of this Procurement and Contracting Assessment

Recommendations		
Initiative	Projects/Activities	Description
<p>Procurement Practices and Tools</p>	<p style="text-align: center;">6</p> <p>Customize DJJ's Procurement Toolkit</p> <p>Incorporate cost scoring into written response evaluation to assist in development of short list and prepare for negotiations⁸</p> <p>Use Paired Comparison or other mechanism to develop ranking for short list after orals</p> <p>Develop side-by-side comparison of responses to assist in negotiations⁹</p>	<ul style="list-style-type: none"> ▪ Scoring cost during evaluation of responses assists with ranking respondents and prepares DJJ for remaining procurement steps by prioritizing cost along with technical capability of the provider's response ▪ Scoring orals on similar items as the written response does little to differentiate providers from their written response and other providers. A Paired Comparison tool allows DJJ to differentiate providers as it requires a binary selection between each pair of alternatives. The comparison can be made on criteria more aligned to best value aspects of procurement. ▪ Negotiations inherently take additional preparation in order to gain the value from them. The development of side-by-side comparison of responses assists negotiators by highlighting the factual points of each response for each topic in an easily searchable and understandable manner. Being able to quickly review the distinctions between responses for any given topic without cumbersome searches through large response binders or electronic response formats assists in quickly finding information and easily seeing the related information from other responses. This is useful in preparing for and conducting negotiations, regardless if they are conducted sequentially or concurrently, and supports a fully enabled negotiation team.
<p>⁸ During the Procurement and Contracting Assessment timeframe, DJJ implemented the scoring of cost during evaluation of responses within the Residential Program Area</p> <p>⁹ DJJ currently uses a template to identify negotiation points. This may serve as a starting point in the further development of a tool to compare responses in a side-by-side manner to assist in preparing for and conducting negotiations.</p>		

Dep

Recommendations		
Initiative	Projects/Activities	Description
	Require respondents to provide Interim Revised Proposals and Best and Final Offer to keep track of changes to their offer and decrease burden on Department staff ¹⁰	<ul style="list-style-type: none"> Currently effort to keep track of response changes through the course of the procurement rests with the Lead Negotiator and/or Procurement Manager. This activity can be required of respondents by having them re-submit all amended portions of their response in the interim steps of procurement i.e., successive rounds of negotiation and also as a Best and Final Offer. This added requirement mitigates risk of miscommunication and saves effort and time later in the process where the provider would currently need to review DJJ's documentation of the response.
	<p style="text-align: center;">7</p> Assess and revise debriefing approach	<ul style="list-style-type: none"> There may be an opportunity to streamline the current approach while maintaining transparency of the evaluation process. The use of the Technical Advisor role could assist in either resolving response content challenges prior to the debriefing and the debriefing could potentially focus upon exception topics only. A detailed review of the current process should be completed to identify any efficiency to be gained.
	<p style="text-align: center;">8</p> Pilot Procurements	<ul style="list-style-type: none"> Strategically identify several procurements that can be utilized to test and implement new procurement best practices and process improvements.

¹⁰ DJJ began requiring Best and Final Offers for some procurement events during the timeframe this Procurement and Contracting Assessment was being performed.

Recommendations		
Initiative	Projects/Activities	Description
Provider Management	<p style="text-align: center;">9</p> <p>Document Current Processes</p> <p>Identify Improvement Opportunities</p> <p>Design Improved Processes</p> <p>Develop Process Improvement Plan and Update the Improvement Plan</p>	<ul style="list-style-type: none"> ▪ Review current process documentation ▪ Conduct interviews with subject matter experts and internal and external stakeholders to develop preliminary process flow diagrams based on current documentation and input from subject matter experts ▪ Conduct workshop with subject matter experts to identify/validate process flows ▪ Update process flow diagrams and “Current State” process documentation based on input from the interviews and the workshops. ▪ Define new processes as needed ▪ Leverage standard practices to draft improved Future State process documentation: Workflow diagrams, Textual descriptions, Process metrics and measurements (ex. duration, volume, effort) ▪ Document impacts/road blocks for implementation of improvements ▪ Update the Procurement and Provider Management Improvement Plan.

Recommendations		
Initiative	Projects/Activities	Description
Workforce/ Succession Planning	<p>10</p> <p>Develop a group of deeply-skilled negotiators who can be leveraged for most negotiations¹¹</p>	<ul style="list-style-type: none"> Negotiation involves a unique skillset and value added negotiation requires a negotiation team with deep experience. As DJJ builds this capability across the organization, development of an identified set of negotiators who can serve the Department in negotiations will both exercise that teams skills and develop a core team around which additional negotiators may be developed. Negotiation skills can be developed via a variety of training and experience. The development of this core capability should be formalized and leveraged extensively.
	<p>11</p> <p>Re-align Department staff to best support Program Areas procurement needs</p>	<ul style="list-style-type: none"> Specialize Contract Administration staff to directly support Program Areas contracting needs (Primary & Secondary Program Area Specialization). Currently Contracts Administration staff is assigned Procurement responsibilities as the workload flows into their functional area. Also, within the Program Areas at the Headquarters level, there are is some disparity of how staff is allocated to their Program-specific workload. Staff could be realigned to balance the workload.
	<p>12</p> <p>Develop cross-training plans for specific Program Areas roles</p>	<ul style="list-style-type: none"> Develop a comprehensive plan that identifies roles or processes that may be at greater risk should an employee retire or leave the organization. Create proactive opportunities for employees to perform in and learn these roles or processes.

¹¹ During the Procurement and Contracting Assessment timeframe, DJJ implemented Evaluator and Negotiator training within the Residential Program Area

Recommendations		
Initiative	Projects/Activities	Description
	<p>13</p> <p>Conduct succession planning for strategic or high-risk roles within each Program Area</p>	<ul style="list-style-type: none"> Implement a process for identifying and developing internal staff with the potential to fill key positions in DJJ. Succession planning increases the availability of experienced and capable employees that are prepared to assume these roles should they become available.
	<p>14</p> <p>Identify Criteria for Aligning Staff</p>	<ul style="list-style-type: none"> Determine the roles and quantity of staff required to support all DJJ Procurement and Contracting business processes

Figure 10 – Recommendations

5.4 INITIATIVE RECOMMENDATIONS

The projects and activities described in the table above provide a comprehensive set of initiatives that can assist in transforming DJJ's approach to procurement and provider management. **Appendix E** provides five (5) initiative recommendations relating to: Provider Management, Department-wide Planning and Resource Management, Procurement Process, Procurement Practices and Tools, and Workforce/Succession Planning.

Each set of recommendations includes a brief description of the initiative, expected benefits, challenges and key activities and also includes: key stakeholders and/or participants, time to implement, resource considerations, business impact priority and end product(s).

These recommendations can be provided to initiative Sponsors and project teams for validation, refinement and development of detailed plans and work breakdown structures necessary to implement the initiative.

6. DJJ PROCURMENT AND PROVIDER MANAGEMENT IMPROVEMENT

6.1 PURPOSE AND KEY ACTIVITIES

A Procurement and Provider Management Improvement Plan was developed for executing the improvement recommendations. Prioritization considerations included urgency, breadth and depth of issues, effort, time and cost to implement changes and other factors important to the DJJ Executive Leadership Team that aligns to the strategic vision identified in during project initiation.

The key activities/tasks performed in this phase included:

- Developing a plan and schedule for implementing recommendations

The deliverables for this phase included:

- DJJ Procurement and Provider Management Improvement Plan

6.2 IMPACT OF STRATEGIC INITIATIVES

The expected operational impact of each strategic initiative is provided in **Figure 11** below.

Impact of Strategic Initiatives	
Strategic Initiative	DJJ Operational Impacts
Department-wide Planning and Resource Management	<ul style="list-style-type: none"> ▪ Efficient use of limited resources; exposure of resource over-allocation; resource conflict resolution ▪ Managed pipeline of Department-wide procurements and special projects via prioritization
Procurement Process	<ul style="list-style-type: none"> ▪ Efficient decision making ▪ Improved support for process participants ▪ Improved access to standardized process documentation ▪ Increased leverage
Procurement Practices and Tools	<ul style="list-style-type: none"> ▪ Effort Reduction ▪ Improved Preparation for Negotiations ▪ Distinction between Provider responses ▪ Clarity of response changes over time ▪ Improved communication with providers
Provider Management	<ul style="list-style-type: none"> ▪ Articulated Processes and Roles; Elimination of Perceived Overlap ▪ Process Improvements ▪ Increased Collaboration and Understanding of Roles across DJJ Business Units ▪ Increased ability to hold Providers accountable for service outcomes ▪ Improved Outcomes ▪ Increased Innovations
Workforce/Succession Planning	<ul style="list-style-type: none"> ▪ Improved preparation for staff turnover ▪ Articulated career path for identified staff; improved retention ▪ Improved collection of staff skill sets that assists in resource re-assignment to support workload organization-wide ▪ Clarity of roles

Figure 11 – Impact of Strategic Initiatives

6.3 PRIORITIZATION OF STRATEGIC INITIATIVES

After DJJ Executive Leadership discussed the recommendations resulting from the assessment, the recommendations were prioritized into the Procurement and Provider Management Improvement Plan. The Procurement and Provider Management Improvement Plan is a concrete practical representation of DJJ's goals and the journey towards it, an actionable, prioritized, and sequenced schedule of projects, laying out a phased, time-bound Improvement Plan to implement the recommendations of this assessment.

[REMAINDER OF PAGE INTENTIONALLY LEFT BLANK]

The Procurement and Provider Improvement projects and activities provided in **Figure 12** below could be implemented in the timeframes depending upon DJJ's priorities and ability to support the resource needs of each initiative, project and activity.

Implementation Recommendations		
Initiative	Project/Activity	Timeframe
Department-wide Planning and Resource Management	<ul style="list-style-type: none"> ▪ Inventory Projects/Procurements ▪ Identify Resource Contention ▪ Prioritize Projects/Procurements 	Sep 2012 – Dec 2012
Procurement Process	<ul style="list-style-type: none"> ▪ Develop a formal DJJ Procurement Strategy ▪ Clarify Procurement Process roles and responsibilities ▪ Develop formal communication channels and mechanisms regarding procurements ▪ Refine Procurement Process documentation 	Aug 2012- Aug 2013
Procurement Practices and Tools	<ul style="list-style-type: none"> ▪ Incorporate cost scoring into written response evaluation to assist in development of short list and prepare for negotiations ▪ Use Paired Comparison or other mechanism to develop ranking for short list after orals ▪ Develop side-by-side comparison of responses to assist in negotiations ▪ Require respondents to provide Interim Revised Proposals and Best and Final Offer to keep track of changes to their offer and decrease burden on Department staff ▪ Assess and revise debriefing approach ▪ Pilot procurements 	Aug 2012 – Mar 2013
Provider Management	<ul style="list-style-type: none"> ▪ Document current processes ▪ Identify improvement opportunities ▪ Design improved processes ▪ Develop process improvement plan and update the Improvement Plan 	Aug 2012 – Dec 2012

Implementation Recommendations		
Initiative	Project/Activity	Timeframe
Workforce/ Succession Planning	<ul style="list-style-type: none"> Develop a group of deeply-skilled negotiators who can be leveraged for most negotiations Identify criteria for aligning staff Re-align Department staff to best support Program Areas procurement needs Develop cross-training plans for specific Program Areas roles Conduct succession planning for strategic or high-risk roles within each Program Area 	Jan 2013 – Mar 2014

Figure 12 – Implementation Recommendations

Figure 13 provides a graphical representation of the Improvement Plan Framework.

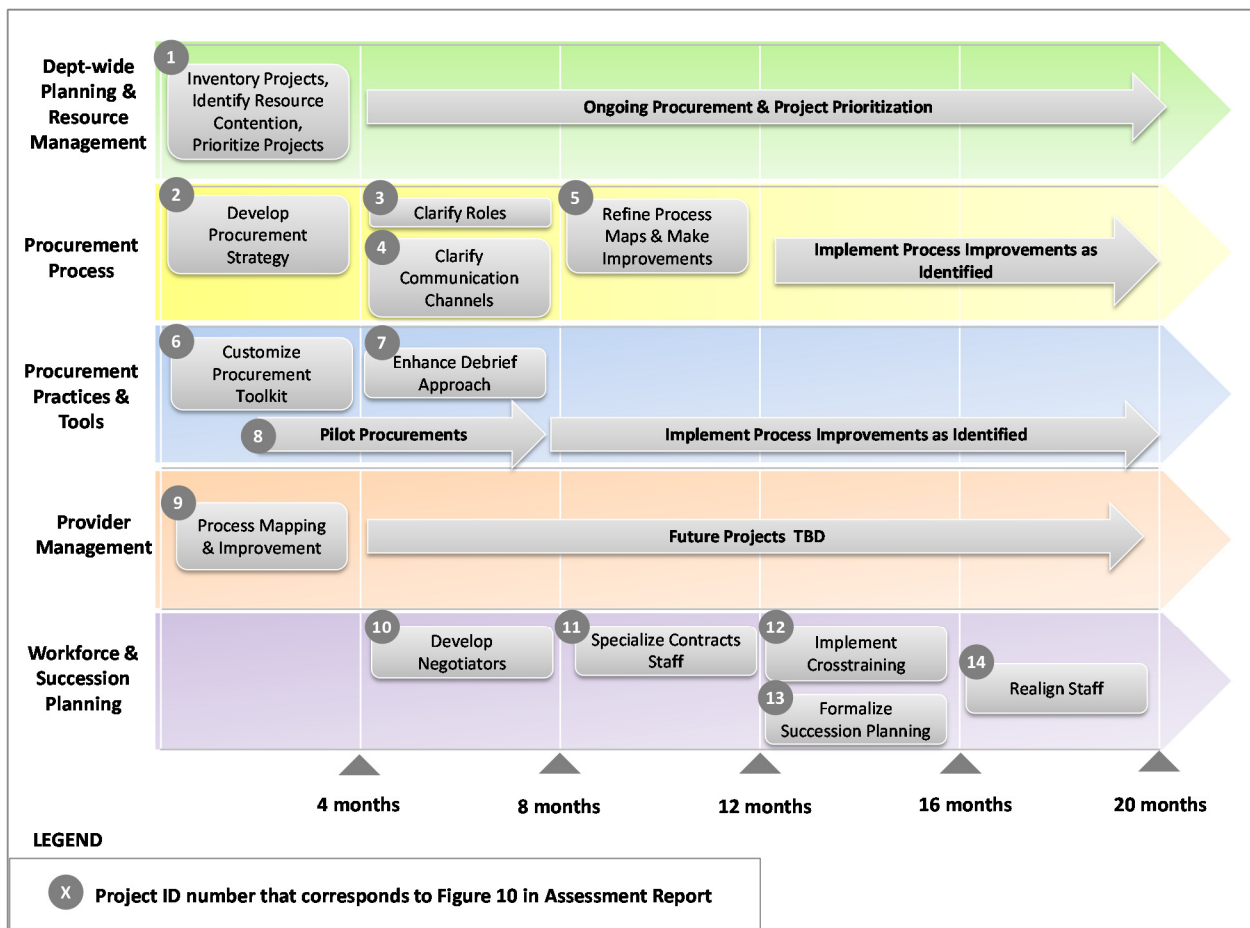


Figure 13 – Improvement Plan

The Improvement Plan provides a format to visually group projects by performance area. For example, the performance areas identified by this assessment include: Department-wide Planning and Resource Management, Procurement Process, Procurement Practices and Tools, Provider Management, and Workforce/Succession Planning.

The recommended projects that make up the Improvement Plan are described in Section 5 of this report, in Figure 10, and the Improvement Plan “Project ID” numbers provides a cross-reference to the project descriptions presented in Figure 10.

Projects and activities contributing to the improvement within each performance area are packaged into time-oriented “waves”, considering:

- DJJ priorities and its ability to apply resources
- Anticipated timeframe to implement
- Dependencies and sequencing
- Alignment across performance areas

The resulting Improvement Plan can be updated regularly to provide a clear and simple communication regarding DJJ’s strategic initiatives. Upon completion of each “wave”, confirmation of alignment and course-corrections should occur.

6.4 NEXT STEPS

To implement the recommendations and the Procurement and Provider Management Improvement Plan resulting from this assessment, the Department should consider selecting one or more procurement event(s) and one or more contracts as “live” examples of strategy, policy, process and organizational changes. These recommendations can be provided to initiative sponsors and project teams for validation, refinement and development of detailed plans and work breakdown structures necessary to implement the initiative.

By implementing the recommended strategies, policies, processes, and organizational changes in the context of “live” procurement and contracting events, the Department will refine, test, modify, and solidify the new procurement operating models. This process is a proven approach, consistent with services North Highland has provided to other State of Florida agencies.

[REMAINDER OF PAGE INTENTIONALLY LEFT BLANK]

7. APPENDIX

7.1 APPENDIX A: PROJECT CHARTER

DJJ Procurement & Contracting Assessment Project Charter

<p>DJJ Executive Sponsor: Christy Daly, Chief of Staff DJJ Project Lead: Amy Johnson, Director, Office of Program Accountability North Highland Project Team: Aaron Dienger, Angela Jones North Highland Quality Assurance & SME: Barbara Ray, Andy Loveland Program Representation: Administration, Contracts, Detention, Prevention & Victim Services, Probation & Community Intervention, Program Accountability, Quality Improvement, Residential Services.</p>	<p>Project Objectives</p> <ul style="list-style-type: none"> • Develop a project management plan for the project, including defining the critical success factors and develop a project plan for achieving DJJ’s assessment and recommendation results. • Perform an assessment of the current procurement organizations, processes, policies and procedures focused on evaluating the role of the Procurement Managers in the procurement and contracting functions. • Perform an assessment of operational performance measures and management controls related to DJJ procurement and contracting functions. • Develop recommendations and a roadmap as a result of the assessment.
<p style="text-align: center;">Approach (4 Phases, 7 weeks)</p> <p>Project Initiation</p> <ul style="list-style-type: none"> • Kick-off Meeting (Project Charter, Project Schedule). • Meeting with Stakeholders & Identifying Pain Points. • Develop Interview Guides. • Develop Evaluation Criteria for Prioritizing Improvement Projects. <p>Assess Current State</p> <ul style="list-style-type: none"> • Interview Stakeholders. • Assess 6 Dimensions: <i>Strategy/Alignment, Governance, Client Service, Process Effectiveness, Technology Enablement, People Capacity, Metrics/Performance Measurement.</i> • Identifying Strengths & Challenges. <p>Recommend Improvements</p> <ul style="list-style-type: none"> • Translate Challenges into Improvement Initiatives/Projects/Actions. • Assess Organizational, Policy & Process Impacts of Improvements. • Prioritize the Improvements. • Develop Preliminary Report. <p>Develop Roadmap</p> <ul style="list-style-type: none"> • Recommend Implementation Sequencing & Schedule. • Develop Final Report. 	<p style="text-align: center;">Definition of Success</p> <p>Provide transformative recommendations for DJJ to leverage in order to:</p> <ol style="list-style-type: none"> 1. Collaborate Efficiently with Internal Stakeholders. 2. Align External Stakeholders with DJJ strategy and hold Accountable for Outcomes. 3. Seamlessly Serve Florida’s Youth and Communities. 4. Results Aligned to Florida Statutes (CH. 119, 287, 384, 385)
<p style="text-align: center;">Key Completion Dates</p> <ul style="list-style-type: none"> • Kick-off – Jul 10, 2012 • Present Current State Assessment – July 25, 2012 • Present Recommendations for Improvement – Aug 08, 2012 • Delivery of Final Report & Roadmap – Aug 16, 2012 	<p style="text-align: center;">Scope Clarifications to RFQ Content</p> <p>In Scope:</p> <ul style="list-style-type: none"> • Perform Procurement & Contracting Assessment within relevant DJJ units. • Job profile assessment for Contract Administrators, Managers and Monitors, Grant Specialists and Quality Improvement. • Assessment of Vendor Management processes relative to procurement and contract monitoring. <p>Out of Scope:</p> <ul style="list-style-type: none"> • Assessment of feasibility of implementing a decentralized procurement team. • Salary range analysis. • Assessment of Procurement Systems/Tools (RSMS, CTS, JJIS, DFMS, etc.). • Current full-time equivalent role analysis to be leveraged for specific organizational adjustments during implementation of any recommendations pursued by the Department – a.k.a. Organizational Design. <p style="text-align: center;">Deliverable</p> <ul style="list-style-type: none"> • Procurement & Contracting Assessment Report

7.2 APPENDIX B: PROJECT SCHEDULE

Task Name	Start	Finish
DJJ Procurement and Contract Monitoring Assessment	Mon 7/2/12	Thu 8/9/12
Phase 1: Initiate Project	Mon 7/2/12	Wed 7/11/12
Conduct Project Strategy Session	Fri 7/6/12	Fri 7/6/12
Identify DJJ Kickoff Participants/Schedule Kickoff	Mon 7/2/12	Mon 7/2/12
Gather Expectations (13 organizational units)	Mon 7/2/12	Wed 7/11/12
Develop Project Charter (scope definition)	Mon 7/2/12	Thu 7/5/12
Validate Project Charter (scope definition)	Fri 7/6/12	Fri 7/6/12
Conduct Project Kickoff Meeting	Mon 7/9/12	Mon 7/9/12
Identify Assessment Participants (by Unit)	Thu 7/5/12	Thu 7/5/12
Schedule Assessment Participants (by Unit)	Fri 7/6/12	Fri 7/6/12
Develop Assessment Report Template	Thu 7/5/12	Thu 7/5/12
Validate Assessment Report Template	Fri 7/6/12	Fri 7/6/12
Finalize Project Schedule	Fri 7/6/12	Fri 7/6/12
Deliver Weekly Status Report (1 of 9)	Fri 7/6/12	Fri 7/6/12
Weekly Executive Checkpoint (1 of 9)	Mon 7/9/12	Mon 7/9/12
Phase 2: Assess Current State	Fri 7/6/12	Fri 7/20/12
Review Current Procurement and Contract Processes/Policies	Mon 7/2/12	Fri 7/27/12
Develop and validate assessment methodology	Mon 7/9/12	Fri 7/20/12
Develop interview questions	Tue 7/10/12	Fri 7/13/12
Conduct Interviews	Mon 7/16/12	Fri 7/20/12
Conduct Survey	Mon 7/30/12	Wed 8/1/12
Develop Prioritization Approach	Fri 7/6/12	Thu 7/26/12
Milestone: Present Current State Assessment	Mon 7/30/12	Mon 7/30/12
Identify and Validate Recommendations	Thu 7/19/12	Fri 8/3/12
Validate Prioritization Approach/Review Initiative Charter Drafts	Fri 8/10/12	Mon 8/13/12
Deliver Weekly Status Report (2 of 9)	Fri 7/13/12	Fri 7/13/12

Task Name	Start	Finish
DJJ Procurement and Contract Monitoring Assessment	Mon 7/2/12	Thu 8/9/12
Weekly Executive Checkpoint (2 of 9)	Fri 7/13/12	Fri 7/13/12
Deliver Weekly Status Report (3 of 9)	Fri 7/20/12	Fri 7/20/12
Weekly Executive Checkpoint (3 of 9)	Fri 7/20/12	Fri 7/20/12
Phase 3: Recommend Improvements	Fri 7/13/12	Thu 8/9/12
Map Issues to Strategic Intent	Mon 7/30/12	Mon 7/30/12
Prioritize Issues	Tue 8/14/12	Tue 8/14/12
Develop Potential Improvements for each Issue	Wed 7/18/12	Fri 8/3/12
Document organizational, policy and process impacts for selected improvements	Mon 7/30/12	Fri 8/3/12
Milestone: Present Recommendations	Mon 8/13/12	Mon 8/13/12
Develop Assessment Report Draft	Mon 7/23/12	Mon 8/20/12
Review Assessment Report Draft	Tue 8/21/12	Fri 8/24/12
Finalize Assessment Report	Mon 8/27/12	Thu 8/30/12
Deliver Weekly Status Report (4 of 9)	Fri 7/27/12	Fri 7/27/12
Weekly Executive Checkpoint (4 of 9)	Fri 7/27/12	Fri 7/27/12
Deliver Weekly Status Report (5 of 9)	Thu 8/2/12	Thu 8/2/12
Weekly Executive Checkpoint (5 of 9)	Thu 8/2/12	Thu 8/2/12
Phase 4: Develop Improvement Plan	Fri 8/3/12	Thu 8/9/12
Prioritize Recommendations	Fri 8/3/12	Mon 8/6/12
Develop High-level Effort and Schedule for Prioritized Recommendations	Tue 8/7/12	Thu 8/9/12
Milestone: Deliver Final Report and Improvement Plan	Fri 8/31/12	Fri 8/31/12
Deliver Weekly Status Report (6 of 9)	Fri 8/10/12	Fri 8/10/12
Weekly Executive Checkpoint (6 of 9)	Fri 8/10/12	Fri 8/10/12
Deliver Weekly Status Report (7 of 9)	Fri 8/17/12	Fri 8/17/12
Weekly Executive Checkpoint (7 of 9)	Fri 8/17/12	Fri 8/17/12
Deliver Weekly Status Report (8 of 9)	Fri 8/24/12	Fri 8/24/12
Weekly Executive Checkpoint (8 of 9)	Fri 8/24/12	Fri 8/24/12
Deliver Weekly Status Report (9 of 9)	Fri 8/31/12	Fri 8/31/12
Weekly Executive Checkpoint (9 of 9)	Fri 8/31/12	Fri 8/31/12

7.3 APPENDIX C: INTERVIEW PARTICIPANTS

DJJ Program Area and Function	Stakeholder
Office of the Secretary	<ul style="list-style-type: none"> ▪ Christy Daly
Administration	<ul style="list-style-type: none"> ▪ Fred Schuknecht ▪ Vickie Harris ▪ Libby Grimes
Quality Improvement	<ul style="list-style-type: none"> ▪ Jennifer Rechichi ▪ Mike Baglivio
Detention	<ul style="list-style-type: none"> ▪ Julia Strange ▪ Kay Bozeman ▪ Dwight Williams ▪ Pennie Smith-Slaughter
General Counsel	<ul style="list-style-type: none"> ▪ Tonja Matthews
Prevention & Victim Services	<ul style="list-style-type: none"> ▪ Wanda Finnie ▪ Rhyna Jefferson ▪ Andy Lewis ▪ Latrice Covington ▪ Paula Friedrich ▪ Marie Boswell
Probation & Community Intervention	<ul style="list-style-type: none"> ▪ Mike McCaffrey ▪ Paul Hatcher ▪ Cheryl Gugliemo
Program Accountability	<ul style="list-style-type: none"> ▪ Amy Johnson ▪ Beth Davis ▪ Elaine Atwood ▪ Ken Houk ▪ Donna Connors
Research and Planning	<ul style="list-style-type: none"> ▪ Mark Greenwald ▪ Al Lewis ▪ Michelle Simpson

DJJ Program Area and Function	Stakeholder
Residential Services	<ul style="list-style-type: none"> ▪ Laura Moneyham ▪ Stephanie Sanford ▪ Tom McFadyen ▪ Nick LeFrancois ▪ Steven Brown ▪ Tracy Cooke ▪ Sharon Shore ▪ Stacey Kakarigi
Office of Health Services	<ul style="list-style-type: none"> ▪ Dr. Lisa Johnson

[REMAINDER OF PAGE INTENTIONALLY LEFT BLANK]

7.4 APPENDIX D: INTERVIEW TOPICS

Beginning Monday, July 16, 2012 the North Highland team conducted individual and small group interviews with DJJ staff across the program areas and functional support groups. Below is a representative list of the topics that were addressed in the interviews. Not all questions were asked in any one interview, the team selected the most appropriate questions based on the program area and/or job role of the interviewee.

- Aspects of your role that relate to procurement, contract management, contract monitoring or quality improvement
- If the procurement strategy supports your program area's needs
- If current procurement policies limit DJJ's ability to select the best provider for a service
- Which organizational unit/s have decision-making and oversight authority over the procurement process and which should have decision-making and oversight authority
- If current contract performance measures are aligned to the strategic outcomes sought by your program area and determining who should be involved in developing contract performance metrics
- If procurement processes are shared/taught in DJJ or the program areas
- Some standard practices that you've seen utilized in DJJ
- If your program area's organizational structure supports or hinders procurement or contract management and if staffing levels are adequate to manage DJJ procurement and contract needs
- If current procurement and contract systems effectively meet DJJ's business needs
- The key technology that would best support your role in procurement, contract management, contract monitoring
- How quality is measured
- How your program area collects and leverages lessons learned from procurement

7.5 APPENDIX E: INITIATIVE RECOMMENDATIONS

Department-wide Procurement and Resource Management Recommendations				
<p>Document a comprehensive approach for managing the portfolio of procurement events and other special projects. Utilizing a Portfolio Management approach allows for insight into the total pipeline of Procurements and special projects across all Program Areas. This provides for flexibility in either expediting or delaying specific procurements in order to manage the total workload via prioritization of the work and management of limited staff resources.</p>				
Benefits		Challenges		
<ul style="list-style-type: none"> Increases the planning horizon for all procurements and special projects Effectively manages procurements collectively Enables equitable assignment of responsibility based upon expertise Provides information on resource over-allocation 		<ul style="list-style-type: none"> Effort required to develop priorities Availability of staff 		
Tasks		Projects		
<ul style="list-style-type: none"> Identify Procurements/Contract renewals across all Program Areas Identify all current and planned special projects across all Program Areas 		<ul style="list-style-type: none"> Develop standard timeline for each Procurement vehicles (RFQ, ITB, ITN) Schedule procurements and special projects to develop a pipeline of events that fit the resources available to manage them Prioritize procurement events and special projects to assist in resolving resource allocation challenges 		
Key Stakeholders and/or Participants	Implementation Timeframe	Resource Considerations	Business Impact Priority	End Product(s)
<ul style="list-style-type: none"> Sponsor – Office of Program Accountability Contracts Administration Program Contract Managers (HQ) 	Sep 2012 – Dec 2012	Part-time Cross Functional Bi-weekly Workgroup	High	<ul style="list-style-type: none"> Customized MS Project Timeline template Procurement Master Schedule

Procurement Process Recommendations

Develop an interactive process map mechanism that allows stakeholders to navigate details (roles, decisions, tools, outputs, special considerations) for any given step in the Procurement Process. The resulting product is a tool that can be easily navigated and accessed via the DJJ intranet website and may be used as a training and role support tool for current and new Department staff.

Benefits		Challenges		
<ul style="list-style-type: none"> ▶ Clarifies roles and responsibilities for staff throughout all phases of the Procurement Process ▶ Creates a common repository of Procurement Process documentation ▶ Defines key decision points and decision criteria 		<ul style="list-style-type: none"> ▶ Incorporation of unique aspects of how each Program Area functions where significant differences exist 		
Tasks		Projects		
<ul style="list-style-type: none"> ▶ Identify key outputs of each process step 		<ul style="list-style-type: none"> ▶ Develop Procurement Strategy ▶ Develop formal communication channels and mechanisms regarding procurements ▶ Clarify Procurement Process roles and responsibilities <p>Refine Procurement Process documentation</p>		
Key Stakeholders and/or Participants	Implementation Timeframe	Resource Considerations	Business Impact Priority	End Product(s)
<ul style="list-style-type: none"> ▶ Sponsor - Office of Program Accountability ▶ Program Area Staff 	Aug 2012 – Aug 2013	Dependent upon tool selection and development approach	High	<ul style="list-style-type: none"> ▶ Procurement Process revision

Procurement Practices and Tools Recommendations

Implement Procurement standard practices and tools to support Contract Administration, Evaluators, Negotiators and other decision-makers in performing their roles more effectively

Benefits		Challenges		
<ul style="list-style-type: none"> ▶ Shifts some effort from Department staff to Providers (Interim Revised Proposals & Best and Final Offer) ▶ Strengthens Department's position for negotiations (Cost Evaluation, Response Comparison & Paired Comparison) ▶ Streamlines the debriefing process and decrease time/effort while maintaining transparency 		<ul style="list-style-type: none"> ▶ Availability of Department resources in light of current Procurement workload ▶ Incorporation of newly developed tools into the current process on a real-time basis 		
Tasks		Projects		
<ul style="list-style-type: none"> ▶ Incorporate cost scoring into written response evaluation to assist in development of short list and prepare for negotiations ▶ Use Paired Comparison or other mechanism to develop ranking for short list after orals ▶ Develop side-by-side comparison of responses to assist in negotiations ▶ Require respondents to provide Interim Revised Proposals and Best and Final Offer to keep track of changes to their offer and decrease burden on Department staff 		<ul style="list-style-type: none"> ▶ Assess and revise debriefing approach ▶ Pilot Procurements utilizing new processes, procedures, and tools ▶ Implement process improvements as identified from the Pilot Procurements 		
Key Stakeholders and/or Participants	Implementation Timeframe	Resource Considerations	Business Impact Priority	End Product(s)
<ul style="list-style-type: none"> ▶ Sponsor - Contracts Administration ▶ Program Area Staff 	Aug 2012 – Mar 2013	Part-time Cross Functional Ad Hoc Workgroup	High	<ul style="list-style-type: none"> ▶ DJJ Procurement Toolkit (tools and templates) ▶ Procurement Process revision

Provider Management Recommendations				
Provides a clear understanding and document the current Contract Management, Program Monitoring, Quality Improvement, Inspector General and Research & Planning processes and opportunities for improvement, synthesize and document recommendations for improvement and obtain stakeholder buy-in, document "Future State" process flows and organizational recommendations.				
Benefits		Challenges		
<ul style="list-style-type: none"> ▶ Internal and External stakeholders have a single documented end-to-end view of Provider Management processes ▶ Clear and documented opportunities for improvement ▶ Stakeholder buy-in for recommended improvements ▶ Documented "Future State" process flows 		<ul style="list-style-type: none"> ▶ Resource availability ▶ Expectation Management with Providers 		
Tasks		Projects		
<ul style="list-style-type: none"> ▶ Document current processes ▶ Identify opportunities 		<ul style="list-style-type: none"> ▶ Develop process improvement plan ▶ Update Procurement and Provider Management Improvement Plan ▶ Design improved processes ▶ Future projects "TBD" as result of the process mapping and identified improvements to be implemented 		
Key Stakeholders and/or Participants	Implementation Timeframe	Resource Considerations	Business Impact Priority	End Product(s)
<ul style="list-style-type: none"> ▶ Sponsor – Office of Program Accountability ▶ Program Area Staff ▶ Quality Improvement ▶ Inspector General 	Aug 2012 – Dec 2012	10 stakeholders (2 per business unit) involved part-time in workshops and process flow reviews	High	<ul style="list-style-type: none"> ▶ Provider Management Current State Process Flows ▶ Process Improvements ▶ Provider Management Future State Process Flows

Workforce/Succession Planning Recommendations

Mitigate the risk of skill and knowledge gaps resulting from staff turnover and an aging workforce by identifying the positions that have the greatest risk. These positions may include either high-ranking roles or roles where there is currently limited skill and knowledge in the workforce. The initiative includes a combination of cross-training and formal succession planning.

Benefits		Challenges		
<ul style="list-style-type: none"> ▶ Reduces Department risk when staff move within the Department or resign ▶ Provides greater operational flexibility of staff ▶ Creates more career or skill development opportunities for staff 		<ul style="list-style-type: none"> ▶ Staff availability to train on tasks/procurements outside of their current workload 		
Tasks		Projects		
None identified		<ul style="list-style-type: none"> ▶ Conduct succession planning for strategic or high-risk roles within each Program Area ▶ Specialize Contract Administration staff to directly support Program Areas contracting needs (Primary & Secondary Program Area Specialization) ▶ Develop cross-training plans for specific Program Areas roles ▶ Re-align Department staff to best support Program Areas procurement needs ▶ Develop a cadre of deeply-skilled negotiators who can be leveraged for most negotiations 		
Key Stakeholders and/or Participants	Implementation Timeframe	Resource Considerations	Business Impact Priority	End Product(s)
<ul style="list-style-type: none"> ▶ Sponsor - Staff Development & Training ▶ Program Area Management ▶ Office of Program Accountability 	Jan 2013 – Mar 2014	Program/Functional Area Leadership Activity	Medium	<ul style="list-style-type: none"> ▶ Succession Plan ▶ Skill/Knowledge Gap Risk Assessment

7.6 APPENDIX F: PROCUREMENT PROCESS ARTIFACTS

The Appendix F inventory is provided separately as a complete set of artifacts and tools located within a single .zip file. The content associated with Appendix F has been custom developed for DJJ. Within the Procurement Practices and Tools performance area, the following procurement related artifacts and tools should be reviewed, customized and adopted by DJJ for use in DJJ procurement events.

- Procurement Schedule
- Response Evaluation
 - Evaluator Training
 - Evaluator Workbook
 - Public Meeting Scripts
 - Response Opening
- Negotiation
 - Comparative Analysis
 - Paired Comparison
 - Negotiator Workbook
 - Public Meeting Scripts
 - Move Forward Meeting
- Award Recommendation
 - Procurement History