

Topic: Alignment with Ministry of Finance on Source to Contract

Where the objectives are to:

- Deliver on public commitments
- Work within legal/policy framework to achieve value for money
- Provide clarity to vendors and ministries regarding scope and process
- Maintain a positive relationship with key stakeholders and partner ministries

s.13,s.17

Source to Contract Scope



Note: BC Bid functionality is limited (shown in red), future state addresses all modules

Background:

- CPPM Chapter 6, policy 6.3.1(3) requires Ministries to review alternatives to acquiring new goods, services and construction such as considering repairs to existing assets and transfer of used assets. CPPM Chapter 6, policy 6.3.1(5) requires Ministries to ensure that a cost / benefit justification exists for a procurement, including, where appropriate, comparing the cost of contracting out with the cost of providing the service in-house. This has been completed.

Financial Information – for the purposes of this chapter, means the transactions or data produced or used in understanding, managing, and reporting on the financial aspects of an activity, and is not limited to accounting data. Financial information is relied on to make decisions of a financial nature.

Financial System – for the purposes of this chapter, means a significant system or process (e.g.: manual, automated, end-to-end, feeder, interfaced, central, including data and software applications) that produces or generates *financial information*. For example, systems that:

- collect, maintain, process, transmit or report financial transactions;
- support internal and external financial report preparation, such as, cost and revenue information, financial statements, and the Public Accounts;
- assist ministries and central agencies with financial management, control, budgeting and forecasting.

Suite of Corporate Financial Systems – the core financial systems which support many of government's mission critical financial management business functions comprised of:

- the financial management and reporting system maintained by CAS, including the general ledger; data warehouse; budget and chart of accounts module; fixed asset module; accounts receivable module; iProcurement, purchase order, iExpenses and accounts payable modules; the corporate contract management module; the CAS Generic Interface; and the common interface for credit card payments.
- the Human Resource Management System, Time On Line and Corporate Human Resource Information and Payroll System maintained by Public Service Agency;
- the banking, cash, debt and investment systems maintained by Provincial Treasury, Ministry of Finance; and
- the revenue and tax collection systems maintained by Revenue Division, Ministry of Finance.

Other Key Messages:

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2016 Information Note

Sarf Ahmed, Associate Deputy Minister

Date: August 15, 2016

Cliff #:

Issue: The Ministry of Finance has raised issues to be resolved prior to the launch of stage two of the competitive process to replace BC Bid

Background:

- BC Bid is government's online tool to publically share information with vendors about potential contracts, meeting trade agreement and policy requirements.
- Launched in 1996, s.13
s.13,s.17
- Public commitments to replace and expand on the functionality of BC Bid appear in the Doing Business with Government report, and the #BCTECH strategy markets pillar.
- The Ministry of Technology, Innovation and Citizens' Services (MTICS) has a mandate to establish corporate arrangements that provide best value to government, and to operate BC Bid.
- The Province of BC spends over s.17 annually through procurement in a highly decentralized environment. Manual processes limit visibility and reinforce disconnected systems.
- Through extensive planning, MTICS has engaged in a cross-government project to acquire:
 - Spend analytics: Provides a detailed understanding of how much is spent on what
 - Sourcing: Fully online document development, response and evaluation process
 - Contract Management: Contract authoring and repository (not payments)
 - Performance Management: Performance management against existing contracts
- Dozens of vendors provide this suite of technology, referred to as source to contract, delivered through software as a solution (SaaS), behind the firewall (design/build), and hybrid models.
- In February 2016, a request for qualifications was issued on BC Bid. s.13
s.13
- s.13 as a joint procurement with Alberta and Saskatchewan under the first full participation agreement signed between these jurisdictions.
- The corporate financial system (CFS) within the Office of the Comptroller General (OCG) in the Ministry of Finance (MFIN) includes a contract management tool.
- BC Bid is used by all ministries, over 400 broader public sector organizations and tens of thousands of vendors. A full chronology of engagement on this project, including consultations and participation with the Ministry of Finance is available in Appendix A.

Analysis:

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Next Steps :

The following actions are underway:

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- David Morel will continue to follow up with David Galbraith about Treasury Board involvement and related issues.
- The Provinces, ministries, and evaluation team have been advised of the project delay.

Attachment(s):

Appendix A: Project Chronology

Appendix B: Discussion

Appendix C: Procurement Governance Overview

Contact: *Brooke Hayes, Executive Director 250-508-2246*

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Appendix C: Governance for Procurement

Procurement is highly decentralized in government, with the vast majority of spending occurring at the ministry level. This structure results in disconnected systems and a lack of clarity about the final sign off authority for new systems to support procurement in government.

Documented responsibilities for procurement primarily rest with the Ministry of Finance (MFIN), Ministry of Technology, Innovation and Citizens' Services (MTICS), and ministries at large. There are a variety of advisory and decision making groups that also guide public sector procurement.

Ministry of Finance:

- The Office of the Comptroller General (OCG) within MFIN derives its authority from the *Financial Administration Act* and the Core Policy and Procedures Manual (CPPM).
- The *Financial Administration Act* provides broad sweeping responsibilities related to expenditures in government, including those held by the Office of the Comptroller General.
- Chapter 6 of CPPM describes the Procurement Governance function in the OCG as 'developing and revising corporate procurement policy and providing official communications and interpretations of this procurement policy'; and chapter 13 states:
 - Ministries must receive OCG endorsement before financial system development is substantially initiated or the funding request is advanced further in the budget approval process; and
 - Ministries must make use of, to the extent practicable, the suite of corporate financial systems or a component thereof, to process financial information so that core functionality is maximized and not duplicated ... This is to ensure that the proposed financial system or enhancement is warranted in addition to what is provided, or is capable of, by the suite of corporate financial systems.

Ministry of Technology, Innovation and Citizens' Services:

- MTICS derives its authority for procurement from the *Procurement Services Act*, which states that 'The minister may recommend to government, government organizations and local public bodies (a) practices, (b) the form and content of agreements, and (c) arrangements that promote fair and open procurement, competition, demand aggregation, value for money, transparency and accountability.'
- MTICS also has responsibilities for procurement outlined in CPPM Chapter 6 including:
 - identifying, planning, negotiating, establishing, managing and fully documenting corporate supply arrangements that will provide best value to the Province;
 - ensuring that contracts for goods, services and construction are designed to provide the best value to government;
 - Logistics and Business Services, SSBC must identify opportunities for demand aggregation that provide overall savings to the Province.
- MTICS currently operates and administers BC Bid, including help desk support.

Ministries:

- According to CPPM chapter 13.2: Ministries are responsible for their financial systems and ensuring compliance with government policy and technology standards. The ministry Executive Financial Officer (EFO) or Chief Financial Officer (CFO) where delegated, has overall responsibility for implementation and operation of a financial system (CPPM 2.3).

Advisory and Other Corporate Bodies:

- ADMs of Procurement Transformation: Created in October of 2014 to guide procurement transformation activities, including technology. Includes representatives from major procurement ministries (natural resource sector, children and family development, the economy sector, transportation, small business and red tape reduction, and finance). Has provided guidance and feedback through the development of a concept case, strategy development, business case, consultation and engagement strategy, the preparation of materials for the Deputy Minister's Committee on Technology and Transformation (DMCTT), and the overall competitive process.
- BC Bid Working Group: An operational working group (including representation from major procurement ministries and broader public sector) has been meeting on this project since December 2014 to review technology demos in the RFI, develop requirements for the RFQ, create a concept case and risk register, participate in planning workshops, the request for information (RFI) and request for qualification (RFQ) processes, and develop the negotiated request for proposals (NRFP) document.
- Deputy Minister's Committee on Technology and Transformation (DMCTT): No longer active, although while in place endorsed the initiation of a competitive process for the full scope of source to contract technology. Provided additional direction to leverage and integrate with existing technology, use a phased implementation approach, mandate the application across government, and to create an implementation plan considering the needs of ministry users.

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2016 Decision Note

Athana Mentzelopoulos, Deputy Minister Finance

John Jacobson, Deputy Minister Technology, Innovation and Citizens' Services

Date: December XX, 2016

Cliff #:

Issue: A decision is required to acquire technology to support the full procurement lifecycle.

Recommendation / Next Steps (if any):

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Background / Facts:

- The Province of BC spends ^{s.17} annually through procurement in a highly decentralized environment. Manual and disconnected processes limit the ability to spend strategically.
- BC Bid is the tool used by core government and the broader public sector (BPS) to compete potential contracts, meeting trade agreement and policy requirements. Launched in 1996 ^{s.13, s.17}
- In 1998, Treasury Board approved the creation of the corporate financial system (CFS) to enable financial and reporting functions across government. The CFS has been upgraded and enhanced to include procure-to-pay, contract management, and business intelligence functionality.
- In 2011, an enterprise contract management solution (ECMS) project was undertaken, the result of which was consensus from ministries and central agencies on business requirements for procure-to-pay business requirements and that a solution based on CFS technology was possible.
- Government decided to delay phase 2 of ECMS (making additional investment to the related ECMS functionality in the CFS) until after the CFS was upgraded ^{s.13, s.17}
- Public commitments to replace and expand on the functionality of BC Bid appear in the Doing Business with Government report, and the #BCTECH strategy (markets pillar).
- The Office of the Comptroller General (OCG) has published a financial management information system vision with a roadmap to transform government's financial functions through leveraging existing investments in CFS's contract management and performance management.
- The Ministry of Technology, Innovation and Citizens' Services (MTICS) has a mandate to establish corporate arrangements that provide best value to government, and to operate BC Bid.
- A competitive marketplace exists for fully integrated and packaged products known as "S2C technology" covering:
 - Spend analytics: Provides a detailed understanding of how much is spent on what;
 - Sourcing: Fully online document development, response and evaluation process;
 - Contract Management: Contract authoring and repository (not payments); and
 - Performance Management: Performance management against existing contracts.
- Comprehensive planning and engagement with vendors and the public sector on acquiring new

source to contract technology included a request for information, development of a corporate strategy, OCIO business case development, requirements development (including OpenHub consultation), and change management planning.

- The Provinces of Alberta and Saskatchewan are partners in the competitive process as outlined in the first participation agreement of its kind under the New West Partnership Trade Agreement.

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- The main benefits of S2C technology to core government include:

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- A consistent, modern user experience for suppliers and buyers, making it easier to do business with government, and allowing a strategic approach to procurement.
 - Improved visibility into procurement information for vendors and public buyers.
- The existing competitive process is designed to select technology for core government, the BC BPS, Alberta, Saskatchewan, and their respective BPS. Benefits of this approach include:
 - Streamlining of the bidding process for vendors who will be able to see into their relationships and opportunities with all organizations using the tool.
 - Greater incentive for broader public sector organizations to advertise construction and other contracts on BC Bid. Many BPS organizations are moving to non-BC Bid options.
- In January 2016, DMCTT endorsed the initiation of a competitive process for the full scope of source to contract technology. In February 2016, a request for qualifications (RFQ) was issued, resulting in the identification of four pre-qualified vendors. s.13

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Analysis:

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Other Options:

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s.13

Name & title of final approver

Date

Attachment(s): s.13
s.13

Contact: *David Morel, Assistant Deputy Minister 778 698-2332*



2016 Decision Note

Athana Mentzelopoulos, Deputy Minister Finance

John Jacobson, Deputy Minister Technology, Innovation and Citizens' Services

Date: December XX, 2016

Cliff #:

Issue: A decision is required to acquire procurement technology.

Recommendation / Next Steps (if any):

- TBD

Background / Facts:

- The Province of BC spends ^{s.17} annually through procurement in a highly decentralized environment. Manual and disconnected processes limit the ability to spend strategically.
- BC Bid is the tool used by core government and the broader public sector (BPS) to compete potential contracts, meeting trade agreement and policy requirements. Launched in 1996, ^{s.13,s.17}
- An extensive planning process was conducted to investigate source to contract technology:
 - 94 internal conversations identified common current state challenges and a shared vision;
 - Request for information (February 2014) resulted in over 15 vendor demonstrations;
 - Maturity assessment and strategy development based on 22 interviews across Government;
 - Consultation with internal stakeholders (Ministries, BPS) to validate business requirements;
 - Open Hub collaboration forum was created for ministries, BPS and suppliers to comment on draft requirements for the new system – 100 comments received;
 - Comprehensive OCIO business case completed to assess delivery options;
 - DMCTT approval initiated the competitive process (January 2016);
 - Request for qualifications issued February 2016 ^{s.13}
 - Three years of monthly meetings with colleagues in Ontario and the Government of Canada;
 - The Provinces of Alberta and Saskatchewan have signed a participation agreement to share the competitive process, the first agreement of its kind;
 - The BC Bid working group including ministry and BPS participants has met biweekly since December 2013. An ADM committee was established and provided direction at all stages.
- The strategy development and consultations identified that:
 - Government is difficult to sell to, and requires a consistent, modern user experience;
 - In order to manage procurement strategically, the entire lifecycle (planning/spend analytics, sourcing, contract management and performance management) needs to be enabled.

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- Financial benefits of source to contract technology over three years are based on:
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Options:

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Direction Provided:

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Name & title of final approver

Date

Attachment(s):

Contact: *David Morel, Assistant Deputy Minister 778 698-2332*

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2016 Decision Note

Athana Mentzelopoulos, Deputy Minister Finance

John Jacobson, Deputy Minister Technology, Innovation and Citizens' Services

Date: December XX, 2016

Cliff #:

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- An extensive planning process was undertaken to investigate source to contract technology:
 - 94 internal conversations identified common current state challenges and a shared vision;
 - Request for information (February 2014) resulted in over 15 vendor demonstrations;
 - Maturity assessment and strategy development based on 22 interviews across Government;
 - Consultation with internal stakeholders (Ministries, BPS) to validate business requirements;
 - Open Hub collaboration forum was created for ministries, BPS and suppliers to comment on draft requirements for the new system – 100 comments received;
 - Comprehensive OCIO business case completed to assess delivery options;
 - September 2015, transformation efforts were endorsed by DMCSE as part of Tech strategy;
 - DMCTT approval initiated the competitive process (January 2016);
 - Request for qualifications issued February 2016 s.13
 - Three years of monthly meetings with colleagues in Ontario and the Government of Canada;
 - The Provinces of Alberta and Saskatchewan have signed a participation agreement to share the competitive process, the first agreement of its kind;
 - The BC Bid working group including ministry and BPS participants has met biweekly since December 2013. An ADM committee was established and provided direction at all stages.
- The strategy development and consultations identified that:
 - Government is difficult to sell to, and requires a consistent, modern user experience;
 - In order to manage procurement strategically, the entire lifecycle (planning/spend analytics, sourcing, contract management and performance management) needs to be enabled.

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- Financial benefits of source to contract technology over three years are based on:
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Options:
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Direction Provided:

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Name & title of final approver

Date

Attachment(s):

Contact: *David Morel, Assistant Deputy Minister 778 698-2332*

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2016 Decision Note

Athana Mentzelopoulos, Deputy Minister Finance

John Jacobson, Deputy Minister Technology, Innovation and Citizens' Services

Date: December XX, 2016

Cliff #:

Issue: A decision is required to acquire procurement technology.

Recommendation / Next Steps (if any):

- TBD

Background / Facts:

- The Province of BC spends ^{s.17} annually through procurement in a highly decentralized environment. Manual and disconnected processes limit the ability to spend strategically.
- BC Bid is the tool used by core government and the broader public sector (BPS) to compete potential contracts, meeting trade agreement and policy requirements. Launched in 1996, s.13,s.17
- An extensive planning process was conducted to investigate how to upgrade or replace BC Bid:
 - Request for information (February 2014) resulted in over 15 vendor demonstrations;
 - Consultation with internal stakeholders (Ministries, BPS) to validate business requirements;
 - Comprehensive OCIO business case completed to assess delivery options including software as a service (SaaS), and design/build.
 - September 2015, transformation efforts endorsed by DMCSE as part of Tech strategy;
 - DMCTT approval initiated the competitive process (January 2016);
 - Request for qualifications issued February 2016 s.13
 - The Provinces of Alberta and Saskatchewan have signed a participation agreement to share the competitive process, the first agreement of its kind;
 - The BC Bid working group including ministry and BPS participants has met biweekly since December 2013. An ADM committee was established and provided direction at all stages.
- The strategy development and consultations identified that:
 - Government is difficult to sell to, and requires a consistent, modern user experience;
 - Change management is a critical success factor, which requires extensive user engagement;
 - In order to manage procurement better, the entire lifecycle (planning/spend analytics, sourcing, contract management and performance management) needs to be enabled.

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- Financial benefits of source to contract technology over three years are based on:
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Options:

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| Name & title of final approver | Date |

Attachment(s):

Contact: *David Morel, Assistant Deputy Minister 778 698-2332*



2016 Decision Note

Athana Mentzelopoulos, Deputy Minister Finance

John Jacobson, Deputy Minister Technology, Innovation and Citizens' Services

Date: December XX, 2016

Cliff #:

Issue: A decision is required to acquire procurement technology.

Recommendation / Next Steps (if any):

- TBD

Background / Facts:

- The Province of BC spends s.17 annually through procurement in a highly decentralized environment. Manual and disconnected processes limit the ability to spend strategically.
- BC Bid is a tool used by core government and the broader public sector (BPS) to compete potential contracts, meeting trade agreement and policy requirements. Launched in 1996, S. s.13
- An extensive planning process was conducted to investigate how to upgrade or replace BC Bid:
 - Request for information (February 2014) resulted in over 15 vendor demonstrations;
 - Consultation with internal stakeholders (Ministries, BPS) to validate business requirements;
 - Comprehensive OCIO business case completed to assess delivery options and strategy.
 - September 2015, transformation efforts endorsed by DMCSE as part of Tech strategy;
 - DMCTT approval initiated the competitive process (January 2016);
 - Request for qualifications (RFQ) issued February 2016 s.13
 - The Provinces of Alberta and Saskatchewan participated in the RFQ and signed a participation agreement to share the competitive process, the first agreement of its kind;
 - The BC Bid working group including ministry and BPS participants has met biweekly since December 2013. An ADM committee was established and provided direction at all stages.
- The strategy development and consultations identified that:
 - Government is difficult to sell to, and requires a consistent, modern user experience;
 - Change management is a critical success factor, which requires extensive user engagement;
 - In order to manage procurement effectively, the entire lifecycle (planning/spend analytics, sourcing, contract management and performance management) needs to be enabled.

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- Financial benefits of source to contract technology over three years are based on:
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Options:

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Direction Provided:

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Name & title of final approver

Date

Attachment(s):

Contact: *David Morel, Assistant Deputy Minister 778 698-2332*

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Thank you,
Brooke

E. Brooke Hayes | Executive Director, Procurement Transformation | Technology, Innovation, Procurement and Supply
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Address: 3rd Floor, 563 Superior Street, Victoria BC, V8V 1T7
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From: [Hayes, Brooke MTIC:EX](#)
To: [Gordon, Audra MTIC:EX](#)
Subject: FW: For Input: Decision Note for MFIN/MTICS Executive
Date: Monday, December 19, 2016 2:44:59 PM
Attachments: [DM DN S2C - MTICS 121916.docx](#)

FYI

From: Hayes, Brooke MTIC:EX
Sent: Monday, December 19, 2016 2:44 PM
To: Morel, David P MTIC:EX
Cc: McDonald, Seanna MTIC:EX
Subject: For Input: Decision Note for MFIN/MTICS Executive

Hi David,

The updated S2C decision note for FIN is attached as discussed. A draft note for your consideration is below,^{s.13}

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2016 Decision Note

Athana Mentzelopoulos, Deputy Minister Finance
John Jacobson, Deputy Minister Technology, Innovation and Citizens' Services

Date: December XX, 2016

Cliff #:

Issue: A decision is required to acquire procurement technology.

Recommendation / Next Steps (if any):

- TBD

Background / Facts:

- The Province of BC spends ^{s.17} annually through procurement in a highly decentralized environment. Manual and disconnected processes limit the ability to understand existing spending and to manage relationships with vendors.
- BC Bid is a tool used by core government and the broader public sector (BPS) to post potential contracts, in order to meet trade agreement and policy requirements. Launched in 1996, ^{s.13,s.17}
- An extensive planning process was conducted by the Ministry of Technology, Innovation and Citizens' Services (MTICS) in partnership with the Ministry of Finance (MFIN) and key ministry and BPS stakeholders to investigate how to upgrade or replace BC Bid including :
 - Market sounding (request for information) and consultation with internal stakeholders (Ministries, BPS) and contractors to develop strategy and validate business requirements;
 - Comprehensive business case completed to assess delivery options and strategy;
 - DMCTT approval initiated the competitive process (January 2016);
 - Request for qualifications (RFQ) issued Feb 2016 ^{s.13}
 - The Provinces of Alberta and Saskatchewan signed a participation agreement to share the joint competitive process, the first agreement of its kind.^{s.13}
- In 1998, Treasury Board approved the creation of the corporate financial system (CFS) to enable financial and reporting functions across government. The CFS has been upgraded and enhanced to include procure-to-pay, contract management, and business intelligence functionality.
- In 2011, an enterprise contract management solution (ECMS) project was undertaken, the result of which was consensus from ministries and central agencies on business requirements for procure-to-pay business requirements and that a solution based on CFS technology was possible.
- Government decided to delay phase 2 of ECMS (making additional investment to the related ECMS functionality in the CFS) until after the CFS was upgraded to ^{s.13,s.17}
- The Office of the Comptroller General (OCG) published a financial management information system vision with a roadmap to transform government's financial functions.

Analysis:

- Strategy development and consultations identified that in order to manage procurement effectively, the full lifecycle (planning/spend analytics, sourcing, contract management and performance management) needs to be enabled.

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ministries have identified urgent

business needs to be met with source to contract technology (major procurements are coming forward, ministry-specific contracting solutions are being retired, etc.).

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- Financial benefits of source to contract technology over three years are based on:
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Options:

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Direction Provided:

s.13

Name & title of final approver

Date

Attachment(s):

Contact: *David Morel, Assistant Deputy Minister 778 698-2332*