

# Appeals Case Management System Project

## Cost Management Plan



November 24, 2014

Version 1.0

Health and Human Services Agency, Office of Systems Integration

### Cost Management Plan Revision History

REVISION HISTORY			
REVISION/WORKSITE #	DATE OF RELEASE	OWNER	SUMMARY OF CHANGES
Version 1.0	November 24, 2014	Carolyn Borden	Incorporate edits and finalize plan

### Cost Management Plan Approvals

NAME	ROLE	DATE
Rick Murphy	Project Manager	
Melody Hayes	Project Director	
Manuel Romero	Project Sponsor	

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## 1. INTRODUCTION

### 1.1 Purpose

The purpose of cost management processes is to ensure the project and its vendors will complete the project within budget. This Cost Management Plan identifies the processes and procedures used to manage costs throughout the project's life cycle. The plan covers the cost management approach, expenditure tracking, variance analysis, oversight of vendor costs, and reconciliation between the State budget, accounting, and project management cost processes.

Additionally, the plan covers who is responsible for tracking expenditures, how variances will be addressed, and the cost tracking and reconciliation between the State and project management cost processes. This plan also describes the cost management tool that will be used.

### 1.2 Scope

The scope encompasses the two levels of cost management for Office of Systems Integration (OSI) projects. One level is the detailed accounting level of tracking budget, expenditures, salary and benefits, and overhead costs in accordance with the normal State of California budget process. The second level is the project management level of tracking costs against budgeted costs and work completed in accordance with the OSI Best Practices standards derived from the Project Management Institute's (PMI®) Project Management Body of Knowledge (PMBOK). Table 1 shows the differences in terminology that will be used in this plan when discussing the two different levels.

**Table 1. Levels of Cost Management**

<b>STATE BUDGETING/ACCOUNTING</b>	<b>PROJECT COST MANAGEMENT</b>
Budget Planning	Cost Planning
Accounting/Expenditure Tracking	Cost Tracking, Reporting and Metrics
Changes to the Budget	Cost Control and Changes
Reconciliation	Cost Closeout

Adding to the complexity is the interaction of the budget and cost management processes with the contract management (acquisitions and invoicing) and time reporting (attendance and timesheet tracking) processes. All of these processes must interact and reconcile with each other.

### 1.3 References

#### 1.3.1 Best Practices Website

For guidance on the OSI budget/cost management methodology refer to the OSI Best Practices Website (BPWeb) (<http://www.bestpractices.osi.ca.gov>).

In addition, the California Project Management Methodology (CA-PMM) information can be found at [http://www.cio.ca.gov/Government/IT\\_Policy/SIMM\\_17/index.html](http://www.cio.ca.gov/Government/IT_Policy/SIMM_17/index.html).

### 1.3.2 Project Document Repository

Refer to the WorkSite repository located at /cdss/common/ACMS for all project-specific documentation. The project will move documents to OSI Clarity once that is available to the project staff.

### 1.3.3 Project Cost Database and Tool

The current budget and expenditures are kept in Excel spreadsheets located in the project's document repository. The Project team will provide updates to the Fiscal Analyst who uses the information to update the spreadsheet for managing costs. Project expenditures and costs will be captured in California State Accounting and Reporting System (CALSTARS) until the FI\$Cal system is up and running and project expenditure reports will be placed on the OSI I: drive by OSI Fiscal Management. The Appeals Case Management System (ACMS) Fiscal Analyst will use these reports to reconcile the project's budget and expenditures spreadsheets.

## 1.4 Acronyms

ACMS	Appeals Case Management System
ACMS PM	ACMS Project Manager
ACSD	Acquisition and Contracting Services Division
APD	Advance Planning Document
APDU	Advance Planning Document Update
BCC	Budget Change Concept
BCP	Budget Change Proposal
BPWeb	Best Practices Website ( <a href="http://www.bestpractices.osi.ca.gov">http://www.bestpractices.osi.ca.gov</a> )
CA-PMM	California Project Management Methodology
CALSTARS	California State Accounting and Reporting System
CDSS	California Department of Social Services
CMS	United States Center for Medicare and Medicaid Services
ESC	Executive Steering Committee
FI\$Cal	Financial Information System for California
FSR	Feasibility Study Report
HHS	Health and Human Services Agency
IA	Interagency Agreement
OE&E	Operating Expenses and Equipment
OSI	Office of Systems Integration
PMC	Project Management Committee
PMI®	Project Management Institute®
PMBOK	Project Management Body of Knowledge
SFL	Spring Finance Letter

SI	Systems Integration
SOW	Statement of Work
SPR	Special Project Report
CalTech	California Department of Technology
WBS	Work Breakdown Structure

## 1.5 Document Maintenance

This document will be reviewed annually and updated as needed, as the project proceeds through each phase of the system development life cycle. This document contains a revision history log. When changes occur, the document's revision history log will reflect an updated version number as well as the date, the owner making the change, and change description will be recorded in the revision history log of the document.

## 2. PARTICIPANT ROLES AND RESPONSIBILITIES

This section describes the roles and responsibilities of the ACMS Project Team with regard to cost management. The following are the primary participants in the budget, accounting, and cost management processes from the project's perspective. In some cases, one individual may perform multiple roles in the process.

### 2.1.1 OSI Deputy Director

The OSI Deputy Director is the ACMS Project Director and coordinates the state budget and accounting processes with the federal and state control agencies for the project, reviews and approves project funding documents, and represents the project at state budget hearings, as necessary. The Project Director approves the ACMS Cost Management Plan and is ultimately responsible for the allocation and expenditure of the project budget.

### 2.1.2 OSI Fiscal Management

The OSI Fiscal Management provides assistance to the Project Team in developing project budget and spreadsheets for approval and funding documents. The OSI Fiscal Management coordinates the review and submission of approval documents (e.g., Special Project Reports (SPRs) and Advance Planning Documents (APDs), Budget Change Concepts (BCCs), and Budget Change Proposals (BCPs)) to the appropriate state control agencies for the project. The Fiscal Management coordinates responses to questions from the control agencies and, creates and distributes the Governor's Budget. They are the single point of contact for control agency communications. The OSI Fiscal Management provides support to the Project Team in developing Interagency Agreements (IAs). The Fiscal Management also coordinates the development of the department's travel and training budget, which includes estimates for project travel, and will process the project staff training and travel requests and claims.

### **2.1.3 ACMS Project Manager**

The ACMS Project Manager (ACMS PM) manages and reviews project costs from a project management perspective to ensure appropriate progress is being made for the funds being expended and identifies additional funding needs. The ACMS PM is responsible for reviewing and approving project invoices and expenditures. The ACMS PM works with the ACMS Fiscal Analyst to reconcile the cost management data to the current budget and accounting data. The ACMS PM is responsible for reporting costs and metrics to the Executive Steering Committee (ESC), stakeholders and control agencies.

### **2.1.4 ACMS Project Fiscal Analyst**

The Fiscal Analyst is responsible for implementing the Cost Management Plan and establishing the supporting processes under the direction of the ACMS PM. The Fiscal Analyst performs complex fiscal activities related to budget development and maintenance, fiscal monitoring, analysis, reporting, and planning. The Fiscal Analyst performs cost budgeting and tracking activities, facilitates communication on fiscal status, and ensures the project cost spreadsheets and supporting documentation are maintained. The Fiscal Analyst reconciles the project budget and expenditures spreadsheets with the Fiscal Management reports. The Analyst coordinates and develops project funding and approval documents and expenditure tracking and reconciliation in accordance with state processes. The Analyst also works with the ACMS PM to reconcile the cost management and accounting data and provides the ACMS PM with recommendations and status on the project budget and expenditures. The Fiscal Analyst works with Fiscal Management staff to complete monthly project projection spreadsheets.

### **2.1.5 Project Sponsor**

The Project Sponsor approves the baseline project budget which is the Feasibility Study Report (FSR) budget. As a voting member of the ESC, the Project Sponsor approves or disapproves any variances, increases or decreases in the project budget, that are escalated to the ESC.

### **2.1.6 California Department of Social Services (CDSS) Program Manager**

The Program Manager monitors and tracks the program related costs and expenditures, works with the ACMS PM on project related costs and expenditures, participates in identifying additional funding needs and provides input to and reviews funding and approval documents. The CDSS Program Manager is responsible for reviewing and approving associated program invoices and expenditures that relate to the ACMS Project.

### **2.1.7 CDSS Financial Staff**

The CDSS Financial Staff works with the ACMS PM, Program Manager and Fiscal Analyst to track and monitor project costs and expenditures, provides input and approval for State and federal funding documents, and also authorizes payment of approved project invoices. CDSS Financial Staff coordinates closely with OSI

Financial Management staff and assists as requested in the tasks listed in section 2.1.2.

## **2.2 Federal Partner: United States Center for Medicare and Medicaid Services (CMS)**

The project's federal partner is responsible for review and approval of project funding documents, procurement documents, and approval of the Systems Integration (SI) vendor contract.

## **2.3 System Integration and Contract Vendors**

The SI vendor reports appropriate costs to the project as described in their contract. The SI and contract vendors manage costs internal to their activities.

## **2.4 Counties/Local Offices**

The project is not expected to reimburse counties or local offices for this project effort.

## **3. STATE BUDGET AND ACCOUNTING APPROACH**

The following sections summarize the project's involvement in the state budget and accounting processes.

- Step 1 - Budget Planning
- Step 2 - Acquisitions Tracking
- Step 3 - Acquisitions Reports and Metrics
- Step 4 - Changes to the Budget
- Step 5 - Budget Reconciliation

### **3.1 Budget Planning**

The state project funding is established via the approval of the FSR. Any adjustments to the FSR baseline budget is authorized through an approved SPR, Spring Finance Letter (SFL), BCC or BCP as needed. The federal funding is requested through the appropriate Advanced Planning Document Update (APDU) document as needed.

### **3.2 Project Concept Approval**

The project concept was approved through the FSR through the California Department of Technology (CalTech). Please reference the FSR for more details.

The project will use the BCC, BCP, SPR and SFL to request any changes to the project that are outside of the existing scope, schedule, or budget, and high-level cost estimates (refer to Section 4.1 for more on developing cost estimates). The project Fiscal Analyst will prepare the appropriate document in accordance with instructions provided by the ACMS PM and the OSI Fiscal Management. The OSI

Fiscal Management Analyst coordinates the review of these documents with the OSI Director and Health and Human Services Agency (HHS).

### **3.2.1 Project Estimation**

The original budget was estimated and provided using the FSR identified costs and by reviewing budgets of other projects similar in size and complexity. The FSR information was carried forward into the ACMS project.

### **3.2.2 Budget Hearings and Questions**

The OSI Fiscal Management coordinates any questions regarding the budget proposals, and assists with the budget hearings. Once the Budget Act is signed, the project financial staff reviews the final Budget Act for any change to the requested amounts.

The ACMS PM and Fiscal Analyst review the budget against the cost estimates, and adjust the cost baseline, if necessary.

## **3.3 Acquisitions Tracking**

After the Budget Act is signed, the project may begin expending the funds for the fiscal year. Typically the expenditures include acquisitions for products and services, personnel costs, and operations costs. The ACMS PM and Fiscal Analyst work with OSI's Acquisition and Contracting Services Division (ACSD) and OSI's Fiscal Management, respectively, to procure and pay for the necessary items.

### **3.3.1 Acquisitions for IT and Non-IT Goods, Services**

The project Administrative and IT staff work with the OSI ACSD to identify and document specific requirements for equipment. The OSI ACSD solicits vendors to obtain the desired equipment at the best price from the various California approved supplier lists. The project notifies OSI ACSD and the Fiscal Management when the equipment is received and if it meets the stated requirements. Upon approval by the project office, the Fiscal Management coordinates payment to the vendor.

### **3.3.2 Personnel and Operations Expenditures**

The project tracks all contract, personnel and operations expenditures in Excel spreadsheets. At the close of each month, the project receives expenditure reports from the Fiscal Management showing the funds that were expended according to CALSTARS. The project reviews and validates the expenditures match with their records of expenditure approvals, and works with the OSI Fiscal Management group to resolve any discrepancies.

## **3.4 Expenditure Reports and Metrics**

Expenditure reports are generated for project use in validation and tracking of expenditures against the budget. The OSI Fiscal Management Analyst is responsible for sending appropriate reports to CDSS, as requested.

### **3.4.1 Yearly Reconciliation of the Project's Financial Books**

The ACMS PM and Fiscal Analyst are responsible for coordinating and performing the reconciliation of the actual expenditures to the approved budget, and working with the OSI Fiscal Management to address any issues. The Fiscal Analyst performs an internal reconciliation annually in preparation for the official reconciliation with the OSI Fiscal Management Analyst (typically in July-August). Reconciliation includes a comparison of actual to planned expenditures as well as actual expenditures against the approved budget.

### **3.4.2 Final Reconciliation the Project's Financial Books**

This section will be completed at the time the solicitation for a SI is initiated, in case the procurement and project are cancelled.

The OSI will determine whether an internal or independent consultant final audit of the project's books will be performed, and will use the existing OSI practices to disencumber accounts, and to produce any final accounting reports that need to be generated for OSI, the sponsor, the control agencies or federal government partners.

The financial reports that are required in the Post Implementation Evaluation Report will be completed and submitted with the report.

The final archiving of the project's budget and accounting papers will be housed in the OSI Clarity project file.

## **4. COST MANAGEMENT APPROACH**

The project has established the cost baseline based on the FSR identified costs and will perform comparison of actual costs to the cost baseline at quarterly intervals. Changes to the cost baseline will be documented.

The following section summarizes the project management processes for managing costs on the project as tailored from the PMBOK<sup>1</sup>.

- Step 1 - Cost Planning
- Step 2 - Cost Tracking
- Step 3 - Cost Reporting and Metrics
- Step 4 - Cost Control and Changes
- Step 5 - Cost Closeout

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<sup>1</sup> The project has chosen to tailor the PMBOK guidance on Cost as follows: The planning processes of Cost (Resource Planning, Cost Estimating, and Cost Budgeting) have been consolidated into a section called Cost Planning. The PMBOK Controlling processes (Cost Control) have been expanded into four sections called Cost Tracking, Cost Reporting and Metrics, Cost Control and Changes, and Cost Closeout.

Communication is a key part of the cost management process and occurs at every step of the process among the project team, project stakeholders and consultant team.

## **4.1 Cost Planning**

### **4.1.1 Resource Planning**

The project was staffed based on the scope and workload estimates identified in the FSR and based on other similar projects that were same complexity and size. As the project moves through the project life cycle, resource needs will be assessed and monitored.

### **4.1.2 Cost Estimating**

The project staff costs are known and will be reported through time sheets, OSI's Operating Expenses and Equipment (OE&E) costs, and additional standard OSI compliment costs. The salaries and benefits are known by classification. All these costs will be recorded and will be tracked on Excel spreadsheets and monitored for accuracy.

The project SI costs will be recorded when the vendor has been selected and the contract is awarded. Any risks associated with the cost estimates will be documented and included in the risk management processes and log.

### **4.1.3 Establishing the Cost Baseline**

The cost baseline was established through the approval of the FSR and the SFL. The ACMS PM and Project Financial Analyst review the approved budget and adjust the allocations, if necessary, to reflect changes to the approved funding for the year.

## **4.2 Cost Tracking**

Staff hours are recorded in CALSTARS and reports are provided by OSI Fiscal Management and tracked on an Excel spreadsheet by month and year. The SI will provide the ACMS PM monthly reports based on deliverable due dates.

### **4.2.1 Project Labor Tracking**

Monthly CALSTARS timesheet information will be tracked on an Excel spreadsheet. Considering the SI contract is a deliverables-based contract, SI labor costs will not be tracked at the project level but tracked by the SI vendor.

The ACMS PM and Fiscal Analyst will monitor the staffing costs and submit the proper documents if adjustments need to be made going forward.

### **4.2.2 Consultant Costs Tracking**

If contract consultants are used by the project, consultants are required to submit monthly timesheets showing labor hours worked by Statement of Work (SOW) tasks. Each SOW task is mapped to a specific Work Breakdown Structure (WBS) item by the Project Management Analyst.

### 4.2.3 Overall Cost Tracking

Overall costs are compared to the budgeted project costs on a monthly basis by the ACMS PM and Fiscal Analyst. The overall costs are comprised of the staffing costs (state and consultant) and project expenditures for the month. Variances are reviewed and analyzed to determine the cause and possible mitigations or corrections.

### 4.3 Cost Reporting and Metrics

To assist with tracking actual costs against the baseline, the project will review the budget and costs spreadsheets against the CALSTARS reports provided by Fiscal Management via monthly emails. Costs that will be traced by category are resources, services, SI vendor, and miscellaneous costs.

Costs will be reported to ESC at meetings or to the CalTech, via the monthly Project Status Report, as well as to control agencies as needed.

The following table identifies the project trigger (delegated authority) under which the Project Management Committee (PMC – ACMS PM and ACMS Program Manager) and ESC can take action on budget issues without escalation.

**Table 2. Decision Authority Matrix on Budget Changes**

Entity	Condition	Trigger	Body	Action
Budget		(1) Any change to the current fiscal year approved budget where ESC approval is not required.	PMC	(1) When the change is within the trigger boundary, proceed with the change after PMC consensus is gained. (2) Complete the Decision Template and submit to the ESC when the trigger is exceeded or the decision is deferred.
		(1) Any change to the current fiscal year approved budget that is either beyond the delegated decision making authority of the PMC, or the PMC chooses to defer to a higher authority level for decision closure.	ESC	(1) When the change is within the trigger boundary, proceed with the change after an ESC decision is made through majority vote.

## **4.4 Cost Control and Changes**

### **4.4.1 Cost Variances**

Variances against the baseline will be reported and discussed at the team staff meeting. If the variance does not affect the overall project cost baseline, no other actions are required.

### **4.4.2 ACMS Executive Steering Committee**

If the cost variance meets the above constraints, the variance is documented and reported to the Project Director and, subsequently, the ESC. The Project Director and the ESC review the rationale and discuss the options and mitigations for dealing with the variance.

### **4.4.3 Cost Re-Planning**

The ACMS PM and Fiscal Analyst will develop a mitigation plan and submit it to the ESC for a decision to amend the project's cost, scope, schedule, or quality. Variances of more than ten percent require additional control agency approvals.

The state funding documents will be included in the next budget cycle and are subject to the normal review and approval processes.

### **4.4.4 Cost Re-Baselining**

Once the new baseline is approved by the ESC, the ACMS PM works with the Project Fiscal Analyst to re-baseline the cost data and estimates based on the approved funding. The project works with the OSI Fiscal Management group to adjust their encumbrances and accounting tools to reflect the new baseline.

## **4.5 Cost Closeout**

At the end of the project, the cost historical information is completed by the Project Fiscal Analyst, reviewed by the ACMS PM, submitted to OSI Fiscal Management for review and then forwarded to CalTech.

### **4.5.1 Annual Cost Summary**

At the end of the fiscal year, the ACMS PM and Project Fiscal Analyst summarize the actual costs expended against the baseline for the fiscal year. The annual summary is archived for historical purposes.

### **4.5.2 Lessons Learned on Cost Management**

Lessons learned related to costs and cost estimation are used in the development of the subsequent fiscal year's cost baseline.

## **5. RECONCILING THE STATE PROCESS TO THE PROJECT PROCESS**

As discussed previously, the State budgeting and accounting processes operate separately from the project cost management processes, though they are related.

This section discusses the relationships and where these processes must interact and synchronize.

### **5.1 Budgeting and the Cost Baseline**

Once the project baseline or revised budgets have been finalized, the ACMS team must determine if future budget demands require adjustments to the spending authority. If additional spending authority is required, a BCC and, if approved, a BCP will be prepared.

### **5.2 Attendance Tracking and Time Reporting**

State staff submits monthly attendance reports at the end of the month, via CALSTARS. These reports are used by OSI Fiscal Management to bill the project for state staff salary and benefits.

### **5.3 Invoice Processing**

Invoices must clearly identify the products (deliverables) and service period for which the invoice is requesting payment. The SI vendor and any other contractors must adhere to specific invoice requirements set forth in the contract. All contractor invoices are sent directly to OSI's Accounting Office. This office logs the invoice, begins the processing cycle and coordinates the actual payment with the California State Controller's Office once all the appropriate approvals have been received. The Accounting Office retains the original invoice.

All invoices will be paid compliant to the California Prompt Payment Act (Government Code Section 927, et seq.).

### **5.4 Budget Changes and Cost Control**

Changes to the project budget will be developed by the Fiscal Analyst and approved by the ACMS PM. The ACMS PM will partner to ensure that the State budget and the project management baseline estimates match. Corrective actions or change requests will follow the appropriate project change or budget change processes.

### **5.5 Reconciliation**

At the end of the fiscal year and at the end of the project, a reconciliation must be completed using both the project cost management and project accounting processes. The expenditures must reconcile to the approved budget and also to the OSI accounting system.



# Appeals Case Management System (ACMS) Deliverable Acceptance

This attached form is the deliverable acceptance form for the Appeals Case Management System (ACMS) Project. The purpose of the form is to have a formal acceptance of contractor deliverables; to ensure deliverables are tracked and all events are recorded; and to ensure a copy of each deliverable and all supporting materials are filed in the project library. Deliverable management is necessary to ensure the state only accepts deliverables that meet contract requirements and contractors are only paid for acceptable deliverables.

The deliverable is submitted for acceptance after the deliverable has been reviewed and approved through various project staff, users and stakeholders to ensure their needs will be met. Thus when this process is invoked, the deliverable should be complete and ready for signature. Reviews of early drafts are encouraged to ensure a smooth and timely final approval review.

## Appeals Case Management System (ACMS) Deliverable Acceptance Form

### Request for Acceptance

<b>Date:</b>	11/24/14
<b>Submitted By:</b>	Rick Murphy
<b>Submitted To:</b>	Manuel Romero
<b>Project:</b>	ACMS

**Deliverable Description:** The ACMS Cost Management identifies the processes and procedures used to manage costs throughout the project's life cycle.

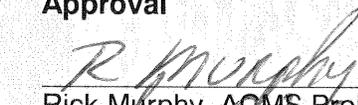
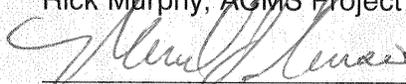
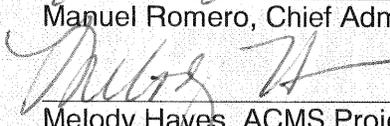
**Title of Deliverable:** Appeals Case Management System Cost Management Plan, 11/24/14, Alexan Task 4.6

**Soft Copy Location:** DSS Common ACMS

**Due Date:** 11/26/14

**Reviewers (note comments not resolved):** None

#### Approval Signatures and Title:

Approval	Date
 Rick Murphy, ACMS Project Manager	11/24/14
 Manuel Romero, Chief Administrative Law Judge, SHD, CDSS	11-24-14
 Melody Hayes, ACMS Project Director	11/11/14

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### Signature for Pending Acceptance

Signature \_\_\_\_\_ Date \_\_\_\_\_

Name \_\_\_\_\_ Title \_\_\_\_\_

#### Rejection Comments:

ACMS Cost Management Plan Deliverable Acceptance Form 11\_24\_14.docx

