

■ ■ ■ ■ **State of Kansas**

**FMS Readiness Assessment—  
Key Summary Findings and Recommendations**



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**Gartner**<sup>®</sup>

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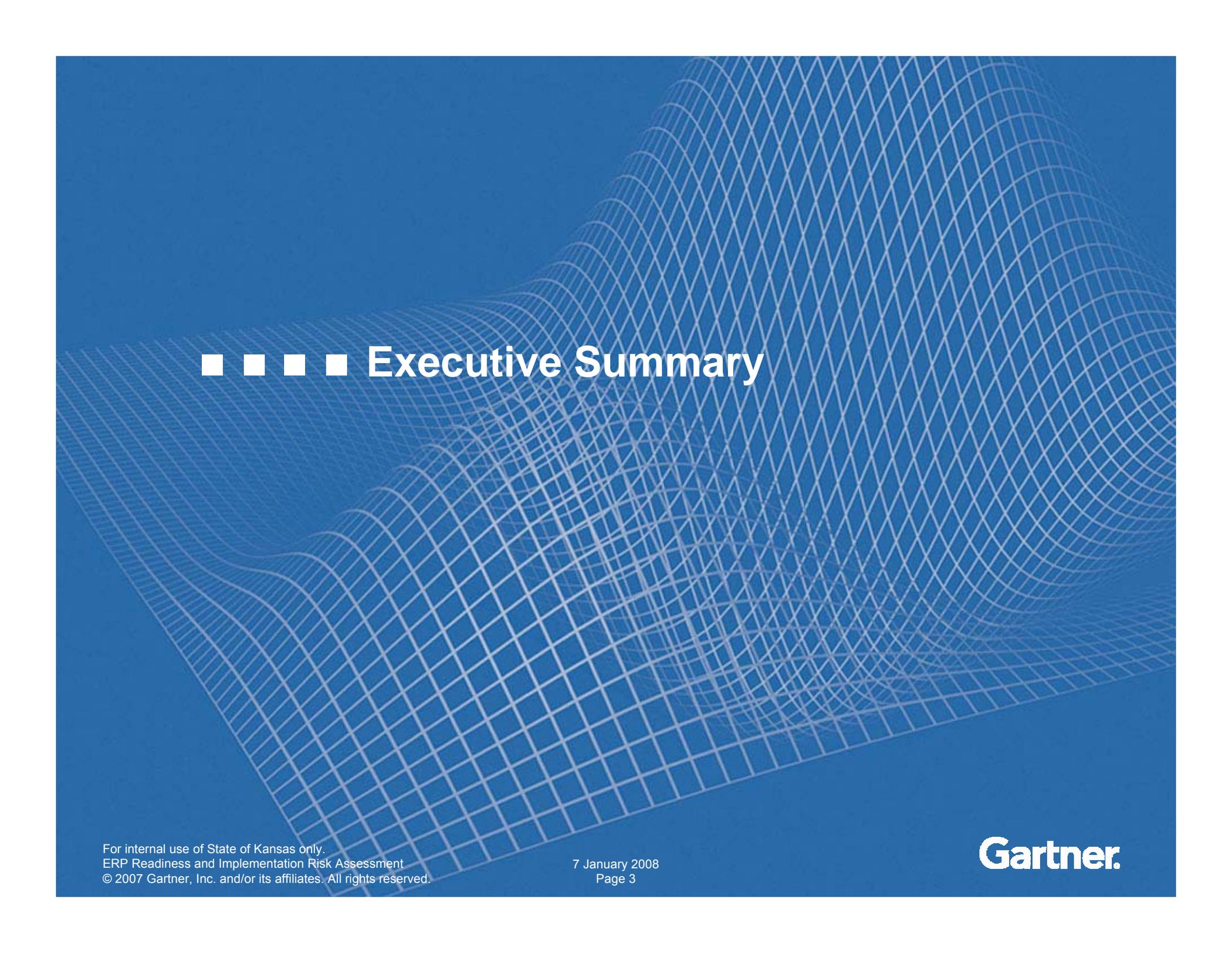
# Background and Approach

## Background

- **The Kansas Department of Administration (KDoA) is planning for a state wide financial management application implementation. The State would like to understand implementation best practices and common implementation risks, due to the magnitude of this business transformation event.**
- **The State understands that in order to fully prepare for state-wide business transformation, the state vision and expectations must be clearly understood. The State organization must be prepared to undertake what will be a multi-year implementation that will impact a significant cross section of the state organization.**
- **By understanding where other states have succeeded and failed, and by partnering with an objective third party expert, it is the State's goal to position itself to succeed.**

## Approach

- **Gartner's assessment of the degree of readiness for the State of Kansas has focused on the risk that we perceive for the State as determined by:**
  - The information provided to us through consultation with key stakeholders throughout State agencies
  - Comparisons to other Enterprise Resource Planning (ERP) projects in similar organizations
  - Lessons learned through Gartner's research analysts and consulting associates
- **The following four criteria have been applied to complete the analysis and recommendations:**
  - Leadership Readiness
  - Governance
  - Organizational Readiness
  - Implementation Risks



■ ■ ■ ■ **Executive Summary**

# Key Summary Findings

## Findings:

- **The most critical risk areas for the State are:**
  1. Project Vision
  2. Project Funding
  3. Project Governance Structure and Communication
  4. Project Workforce
  5. Procurement of Software and Systems Integration Services
- **These risk areas are fully actionable. The State of Kansas has the opportunity to be well prepared for its FMS implementation and should immediately focus the key risk areas that Gartner has outlined. The FMS project will have a higher probability of success once Gartner's recommendations are implemented.**

## Recommendations:

- Define the state wide financial management strategy collaboratively and refine the FMS Vision
- Revise funding estimates based on updated criteria
- Identify and secure funding for the total estimated FMS cost
- Refine and implement a program governance structure
- Develop and execute a program communication plan
- Refine and implement FMS implementation planning team staffing strategy
- Create process integration team
- Refine and finalize procurement strategy and approach for FMS software and systems integration services
- **The most critical area that the sponsors should address is adopting Gartner's recommendation on the size and structure of the implementation planning team. The larger implementation planning team will then be able to effectively carry out the remaining Gartner recommendations.**

# Recommended Road Map

	2007	2008											
	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Define the state wide financial management strategy collaboratively, and refine the FMS vision		■	■	■									
Revise funding estimates based on updated criteria		■	■	■									
Identify and secure funding for the total estimated FMS cost			■	■	■	■							
Refine and implement a program governance structure			■	■	■	■	■	■	■	■	■	■	■
Develop and execute program communication plan		■	■	■	■	■	■	■	■	■	■	■	■
Refine and implement FMS planning team staffing strategy	■	■	■	■	■	■	■	■	■	■	■	■	■
Create process integration team		■	■	■	■	■	■	■					
Refine and finalize procurement strategy			■	■	■	■	■						
<b>Execute Procurement</b>							■	■	■	■	■	■	■



# Key Summary Findings and Recommendations

## Current Situation

- **The State has done well to proactively and objectively assess its overall FMS readiness well in advance of its target implementation start date; many other organizations only perform assessments after they've faltered, and potentially spent millions of taxpayer dollars ineffectively.**
- **The State of Kansas has the opportunity to be well prepared for its FMS implementation, and should focus the key risk areas that Gartner has outlined in advance of project execution. The FMS project will have a higher probability of success once Gartner's recommendations have been implemented effectively.**

# Key Summary Findings and Recommendations

- **The most critical risk areas for the State are:**
  1. Project Vision
  2. Project Funding
  3. Project Governance Structure and Communication
  4. Project Workforce
  5. Procurement of Software and Systems Integration Services
- **These risk areas are fully actionable. The State has the opportunity to address these points in order to position its FMS implementation to be successful if Gartner's recommendations are fully implemented in advance of project execution.**
- **The most critical area that the sponsors should address is adopting Gartner's recommendation on the size/structure of the implementation planning team.**
  - The larger implementation planning team will then be able to effectively carry out the remaining Gartner recommendations.

# Key Summary Findings and Recommendations

## Finding: Project Vision

- **No single entity within the state organization is currently accountable for defining the overall state wide financial management strategy.**
  - KDA has not developed and executed an actionable plan to proactively collaborate with line agencies and reconcile agency financial management strategies.
  - KDA financial management principles have not been fully reconciled with the JCIT; KDA/JCIT expectations on decentralized vs. centralized compliance and audit (from central agencies to the line agencies) have not been reconciled.
  - Almost all key stakeholders have a minimal understanding of the state-wide vision and impacts on their operations beyond the STARS footprint (i.e., 'to be' operational environment).
  - The majority of the agencies are fully supportive of the FMS project, to the extent that it will replace STARS; however, it is not clear what impact the FMS will deliver beyond the existing STARS functionality.
  - Critical topics that the stakeholders require as guidance for short and long range planning (e.g., transformation of policies, processes, technology infrastructure, change management, etc.) have not been articulated.
- **Significant decisions have yet to be made regarding certain key areas necessary prior to implementing the FMS (e.g., standard statewide Chart of Accounts, the expectations and responsibilities for process standardization, transition from pre-implementation to implementation (i.e. agency staffing), and changes in policies and responsibilities, etc.).**

# Key Summary Findings and Recommendations

## Recommendation: Define the Statewide Financial Management Strategy Collaboratively & Refine the Project Vision

- **The State should develop a plan to define its financial management vision. The State has a decentralized approach to financial management, therefore the project sponsors should consider proactively reaching out to the state agencies to determine their financial management vision.**
  - The differing state agency/central visions should be reconciled to determine areas of commonality and conflict.
  - The vision for the state-wide FMS should then be defined to enable the common financial management strategy of the State. FMS stakeholders can understand how State (and therefore all agency) financial management operations will be altered by a single state-wide FMS.
    - Discrete pieces of the FMS program, such as applications for finance, budget, and HRMS solutions, should be evaluated in conjunction with the FMS initiative. Decisions can then be made on how these components fit into the long-term plan.
- **The FMS vision will guide the development, and integration, of the many state-wide solutions (finance, budget, HRMS solutions, etc.), and will be necessary to enable the State's on-going financial management.**
  - End-to-end business processes will be developed, and implemented, during the FMS implementation.

# Key Summary Findings and Recommendations

## Recommendation: Define the Statewide Financial Management Strategy Collaboratively & Refine the Project Vision (cont'd)

### Roles/Responsibilities

- **Accountable for Statewide Financial Management Strategy:** Secretary of Administration
- **Responsible for Development of Statewide Financial Management Strategy:** Directors of Department of Administration divisions governing major statewide financial processes (Budget, Accounting, Purchasing, Personnel/Payroll), in consultation with state agencies.
- **Accountable for FMS Project Vision:** FMS Sponsors
- **Responsible for Development of FMS Project Vision:** Project Director and FMS Project Implementation Planning team

### Outcome/Benefits of Implementing this Recommendation

- A major project, such as the FMS implementation, is far more likely succeed with a comprehensive financial management strategy to align and guide the project stakeholders.
- State-wide financial management strategy discussions will highlight key differences of stakeholder opinion on which financial management processes should be standardized.
  - These discussions will help inform and align agencies, making the design phase of the implementation far less complex, and more successful.
- Major opportunities exist, and can be realized, for state wide financial management business transformation, spanning beyond existing STARS functionality (including improved integration with Budget and HR/Payroll business processes).

# Key Summary Findings and Recommendations

## Finding: Project Funding

- **The FMS project is not fully funded (as of November 2007). The current funding approach does, however, provide the project sponsors with the ability to fully fund the project at their discretion.**
  - The current approach has under-estimated the level of resources necessary for the pre-implementation planning; funding levels may not be high enough to enable the project team to increase staff in the short term (early 2008).
  - A clear funding strategy has not been vetted with stakeholders.
- **The current project budget estimate and approach do not appear to address certain key implementation activities and components above and beyond the costs for the FMS software and systems integration services, such as:**
  - Development and testing costs for application interfaces for affected peripheral applications
  - Pre-implementation agency resource transition costs (backfill in advance of implementation)
  - End-to-end project change management activities
- **This limited estimation scope poses a risk of underestimating not only actual dollars required to implement, but also to develop a realistic timeframe and approach to the implementation phase of the FMS.**
- **The estimated cost of the FMS implementation has been developed on the basis of an aggressive implementation deployment approach; the FMS stakeholders have not been presented with implementation deployment options and their respective impacts on cost.**

# Key Summary Findings and Recommendations

## Recommendation: Review Estimated FMS Project Costs

- **Review the current project budget estimates to address key implementation activities and components above and beyond the costs for the FMS software and systems integration services.**
  - The actual project costs (e.g., software solution, system integrator, staffing and support costs, project schedule) will not be fully determined until major procurement activities are completed.
  - A more detailed software/SI funding breakdown will be necessary once the RFP process is underway.

## Roles/Responsibilities

- **Accountable:** FMS Sponsors
- **Responsible:** Project Director and FMS Project Implementation Planning team

## Recommendation: Identify and Secure Funding for the Total FMS Estimated Cost

- **Collaborate with stakeholder legislative leaders to conduct a formal and comprehensive analysis of alternative funding options available for the project; make agencies aware of funding approach.**
- **Ensure that all options have been discussed with FMS stakeholders, and that the stakeholders understand a shortlist of the options and their impacts.**

## Roles/Responsibilities

- **Accountable:** FMS Sponsors
- **Responsible:** FMS Sponsors and Project Director, in consultation with state agencies, the FMS Project Steering Committee, and the State Legislature

## Outcome/Benefit of Implementing this Recommendation

- **This process will assist the State in determining the specific benefits and disadvantages of the funding methods identified not only during the project's initial phases but also through on-going support cycles of the overall program.**

# Key Summary Findings and Recommendations

## Finding: Project Governance Structure and Communication

- **The governance approach to date has been appropriate for the pre-planning level of activity. However, program level governance, which includes the decision makers of adjacent projects (e.g. payroll/HR/benefits) is not yet in place.**
  - A need exists to further extend governance to include program level infrastructure, policies, and process transformation of any existing and future efforts impacting FMS.
- **The planned FMS governance structure (i.e., Steering Committee, Project Management Office (PMO), Sponsor Group, etc.) is based on best practices - the State has done well in establishing this structure.**
  - However, mature governance process definition and effective governance process execution across all governing bodies are not yet in place.
- **Stakeholders beyond the steering committee are uncertain of their responsibilities.**
- **The FMS implementation team has been increasing the FMS project status communication, and visibility, over the last eight weeks, as evidenced by meetings with over 20 state agencies to provide an overview of the project and discuss system replacement, and presentations at ASTRA, ITAB, and to the agency CIO's.**
  - As activities intensify, and more people become involved in the project, it will be important to staff appropriate resources to develop a communication/change management program.

# Key Summary Findings and Recommendations

## Recommendation: Refine & Implement A Program Governance Structure

- **Prepare a Program Governance Structure to provide the FMS project team the ability to understand how its decisions will impact all ongoing Enterprise Resource Planning (ERP) systems and projects.**
- **The key objective of this recommendation is to ensure that all projects that can be affected by the FMS implementation can provide the FMS team with their thoughts/concerns.**
- **The focus in preparing the program governance structure should be in two areas:**
  - The FMS program and all related on-going projects (e.g., Budget, SHARP, etc.)
  - Legacy applications maintenance (and/or decommissioning), and legacy enhancement projects.
- **Recommended Steps:**
  1. Determine who will be the liaison for each adjacent project or business area.
  2. Establish the decision making ground rules for each project/business area.
  3. Develop specific FMS implementation governance roles (input and decision-making) for the stakeholder agencies, the central service divisions within the DOA, and for DISC.
  4. Consider the use of standard techniques to further define roles and responsibilities (e.g., Responsible-Accountable-Consulted-Informed Governance Matrix - RACI).
    - Identify key decisions that need to be made across all stakeholders, and map the RACI chart to these decisions. The project team should develop the RACI model and the sponsor group should review it initially, and enhance it appropriately.
    - Conduct stakeholder workshops to gain consensus around the RACI framework.
    - Develop scenarios and determine a timely approach to issue resolution (e.g., what issues should be escalated, how long should it take to escalate, who should be involved, or when a final answer should be provided, etc.).

# Key Summary Findings and Recommendations

## Recommendation: Refine & Implement A Program Governance Structure

5. Assign the PMO to monitor the governance processes and mature them over time.

### Roles/Responsibilities

- **Accountable:** FMS Project Director
- **Responsible:** FMS Project Governance Lead

### Outcome/Benefit of Implementing this Recommendation

- **A program level governance approach will ensure effective decision-making and coordination of inter-related initiatives.**

## Recommendation: Develop & Execute Program Communication Plan

- **Develop and execute a program level communication plan to enable an integrated approach to sharing key communications across distinct, but related, projects.**
  - The State of Kansas has not historically adopted a program communication approach.
  - An program level communication plan will help provide better program/project visibility, including dependencies and constraints, and shared ideas/deliverables.
  - The program level communication approach will provide a sustainable, consistent, and effective way to manage stakeholder expectations for several years. For example, agencies say that they expect to participate in projects that will impact their operations, but don't have a specific idea of how and when to do so.

## Key Summary Findings and Recommendations

### Recommendation: Develop & Execute Program Communication Plan

- **The FMS project director should appoint a communications lead to lead the FMS program communication effort. The communication lead should have:**
  - The authority to plan for and execute program and project communications.
  - The ability to communicate to both business and IT stakeholders.
  - Experience with major technology-enabled business implementation projects.
  - Effective organizational, listening, and facilitative skills.
- **The communication lead should act as a quality assurance resource to help ensure that the project teams are factoring in the key messages and guiding principles wherever possible.**
- **Develop stakeholder map and impact analysis for each project.**
  - Each project has stakeholders who will be impacted and can positively or negatively influence project results.
  - Agencies need to understand how the FMS project will increase operational efficiencies; this will provide incentive for investment in, and usage of, the proposed solution.
- **Conduct workshops for key stakeholders.**
  - Surface fundamental themes that key stakeholders are struggling with or expect to encounter.

# Key Summary Findings and Recommendations

## Recommendation: Develop & Execute Program Communication Plan (cont'd)

- **Develop an Overall Communication Strategy that includes Guiding Principles**
  - As part of the communication strategy, guiding principles should be established to help provide overall direction for those developing and delivering communications. For example, the project leadership will leverage effective communication with the assigned agency point-of-contacts to enable the agency representatives to become local agency change agents.
- **Create a Communication Toolkit, which contains two primary features:**
  - Communication templates for each of the items in the communication plan that can be leveraged by all project teams; and
  - Communication tips and techniques that can provide fundamental knowledge transfer to the project teams to help them more easily handle non-participation, lack of understanding, and resistance.
- **Develop a Transition Plan for the PMO and project team, for improved execution ability from the implementation phase to the post-implementation phase.**
  - Communicate post-implementation support organization (ERP Competency Center) and transition plan for project resources.

## Roles/Responsibilities

- **Accountable:** Project Director
- **Responsible:** FMS Project Communication Lead

# Key Summary Findings and Recommendations

## Recommendation: Create Process Integration Team

- **Create a statewide process framework that can serve to design end-to-end business processes across all agencies, as well as between agencies and central services.**
- **The framework should be supported by a process integration team that will:**
  - Ensure that the state receives the maximum benefit from its technology solutions.
  - Help categorize common business processes, as well as unique business processes, across all agencies.
  - Link benefits, testing, and post-production support roles/processes.
- **The process integration team should be composed of the following roles:**
  - Process Champion - An effective process champion should be a senior executive who is able to link process improvement to business goals across the program.
  - Process Owners - Processes cross functions and organizational boundaries. The owner of each process should be a senior non-IT manager with authority over the process. The process owner's role is to:
    - Oversee the design and implementation in support of the process and act as arbitrator in the event of serious disagreements across agencies.
    - Sponsor continuous improvement within and outside of the program effort.
    - Recognize relevant internal and external changes and act as the top-level change agent for necessary and major process changes.

## Key Summary Findings and Recommendations

### Recommendation: Create Process Integration Team (cont'd)

- **Below are examples of process owners that would be needed for the FMS implementation.**
  - Full budgeting process (operational through financial budget planning and execution, including position control)
  - Financial close through financial reporting cycle
  - Requisition-to-Check process (requisition through accounts payable)
  - Funds/Grants Management (pre-award through post-award)

### Roles/Responsibilities

- **Accountable:** Secretary of Administration
- **Responsible:** Directors of Department of Administration divisions governing major statewide financial processes (Budget, Accounting, Purchasing, Personnel/Payroll), in consultation with state agencies.

### Finding: Project Workforce

- **The State implementation team and sponsor group appreciate the importance of leveraging highly skilled state resources for the FMS implementation.**
- **The FMS project team had difficulty identifying personnel that have a strong combination of functional knowledge, large scale implementation experience, excellent communication skills, and a desire to participate in an implementation.**

# Key Summary Findings and Recommendations

## Finding: Project Workforce

- **The FMS project does not have an actionable strategy for leveraging agency resources.**
  - Many agencies, apart from the larger ones, have indicated that they do not have available resources/SMEs to devote to the FMS project on a full time basis because it will negatively impact their day to day operations to a very large extent.
  - In many agencies, SMEs are often comprised of staff nearing retirement.
  - Agencies have expressed concern that without appropriate guidance, they would not be able to respond quickly to resourcing requirements.
  - There is a concern among the stakeholders that the State has limited ability in maintaining experienced project managers and other key project personnel with commensurate experience to lead FMS.

## Recommendation: Develop & Implement Staffing Strategy

- **Augment the current implementation team as quickly as possible. It is not recommended that the project director plan the FMS without a project team.**
  - Establish a communication lead
  - Devote a capable resource to lead the governance development activities
  - Devote a capable resource to lead vision definition activities across the agencies.

# Key Summary Findings and Recommendations

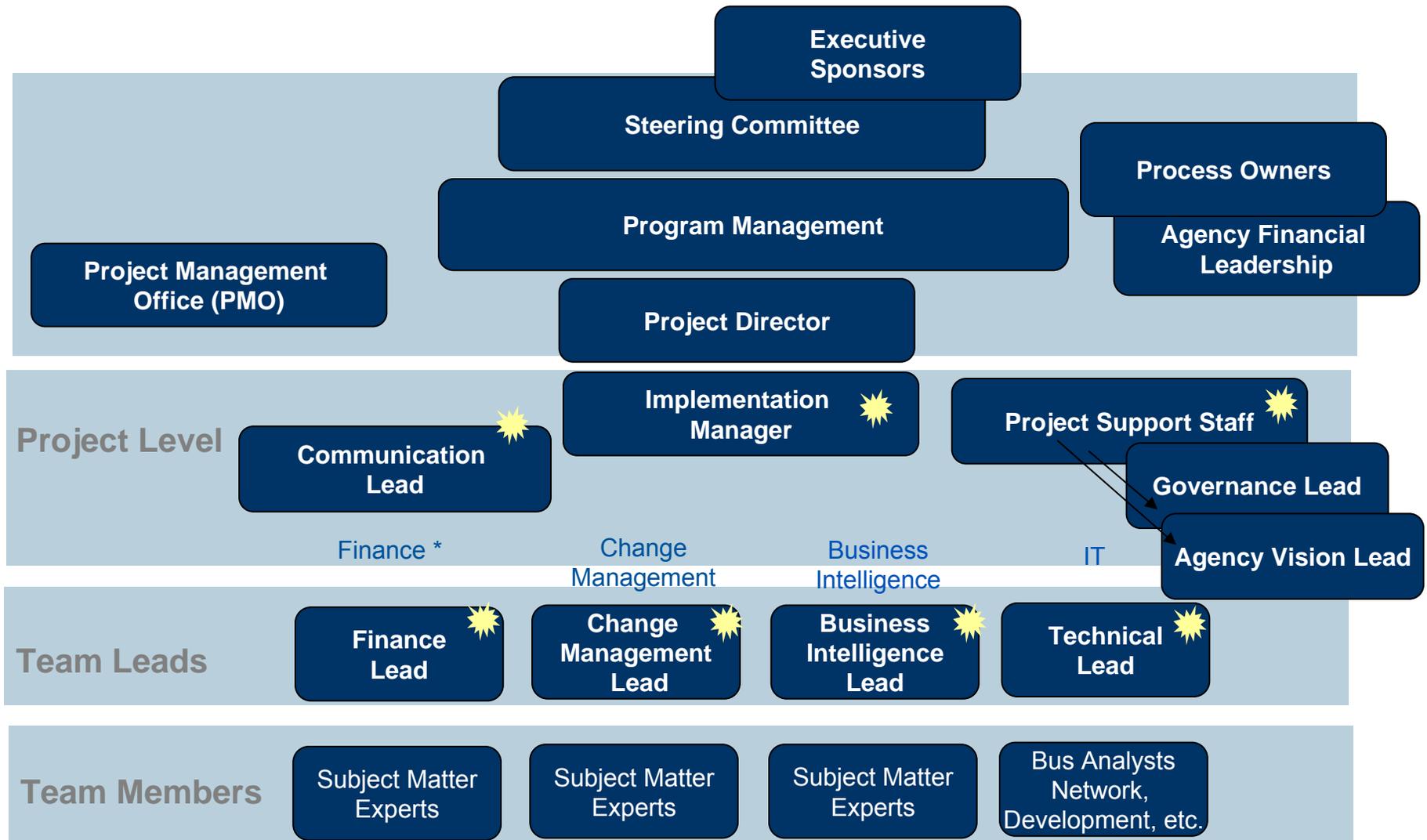
## Recommendation: Develop & Implement Staffing Strategy

- **Formalize resource expectations early on so that expectations are consistent with realistic possibilities for resource commitments. From questions encountered in interviews with state agencies, we recommended the State provide clarity on:**
  - The number of backfill positions that are required
  - Post implementation tasks for dedicated FMS resources
  - Key backfill decision makers, and the backfill decision making process
  - Backfill execution timeframe. Establish a backfill strategy with at least three months of transition time prior to the beginning of the implementation so that agencies can ramp up replacement SMEs.
- **Develop/finalize project organization charts and third party services assumptions.**
- **Define vision for post-implementation support organization (ERP Competency Center) and transition plan for project resources.**
  - The transition plan provides the timing of when resources return to their former roles (for positions that were not backfilled), or transition to their new roles as part of the competency center structure.
  - The timing will be dictated by the implementation schedules within each system/project. For example:
    - Q4 FY 2009: the Core Financials portion of the competency center should start to be realized as well as some components of an enterprise-wide data warehouse team
    - Q4 FY 2009: budget roles may be phased in as a result of the time and labor implementation
    - Q4 FY 2010: FMS resources added to the ERP competency center

## Roles/Responsibilities

- **Accountable:** Project Director
- **Responsible:** Project Director, with periodic assistance from FMS sponsors

# Key Summary Findings and Recommendations



# Key Summary Findings and Recommendations

## Finding: Procurement of Software and Systems Integration Services

- **The 2006 Needs Assessment was a good step in gaining agreement on the high-level scope for the implementation project and soliciting business requirements. However, it will be difficult for the RFP for implementation software and services to appropriately define the appropriate project scope, implementation approach and level of effort for the services required to successfully execute the project because:**
  - A number of agencies have expressed that they have not validated the requirements and scope/approach that was decided upon during the Needs Assessment.
  - The current lack of a comprehensive and collaboratively defined approach and vision for financial management in the State, and, consequently, the FMS.

## Recommendation: Refine And Finalize Procurement Strategy And Approach For FMS Software And Systems Integration Services

- **Validate the technical and business requirements with stakeholders and sync the scope and implementation approach in the procurement to the vision established for the FMS Project and overall state financial management program strategy.**
- **The state must evaluate how shared services would impact the deployment of FMS and other related statewide administrative functions.**
  - The implementation of shared services is one of the State's key strategies for improving the efficiency of the state administrative functions and reducing operational costs.

# Key Summary Findings and Recommendations

## Recommendation: Refine And Finalize Procurement Strategy And Approach For FMS Software And Systems Integration Services

### ■ Recommended principles and approach:

- Ensure that all requirements — technical, business, legal, and procurement — are carefully taken into consideration.
- Establish statewide best practice procedures and policies to follow to ensure that only authorized and documented purchases are made.
- Utilize trained negotiators for any system related agreements to augment procurement.
- Remember that the state's leverage is highest before doing the first deal.

### Roles/Responsibilities

- **Accountable:** FMS Sponsors
- **Responsible:** Process Champions, FMS Process Owners, Project Director, FMS Project Implementation Planning team

### Benefits/Outcomes of Implementing this Recommendation

- **By identifying the FMS' impacts on overall business processes and incorporating the data into the evaluation process, the FMS project team will be able to minimize the modifications that will need to be made to the application.**
- **Utilizing trained negotiators who specialize in large scale ERP will result in an improved understanding of vendor market rates and deal structures.**

# Recommended Road Map

	2007	2008											
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Refine and implement a program governance structure			■	■	■	■	■	■	■	■	■	■	■
Develop and execute program communication plan		■	■	■	■	■	■	■	■	■	■	■	■
Refine and implement FMS planning team staffing strategy	■	■	■	■	■	■	■	■	■	■	■	■	■
Create process integration team		■	■	■	■	■	■	■					
Refine and finalize procurement strategy			■	■	■	■							
<b>Execute Procurement</b>							■	■	■	■	■	■	■

# ■ ■ ■ ■ Appendix A

## Typical Public Sector Financial Management Implementation Issues

# Appendix A

## Typical Public Sector Financial Management Implementation Issues

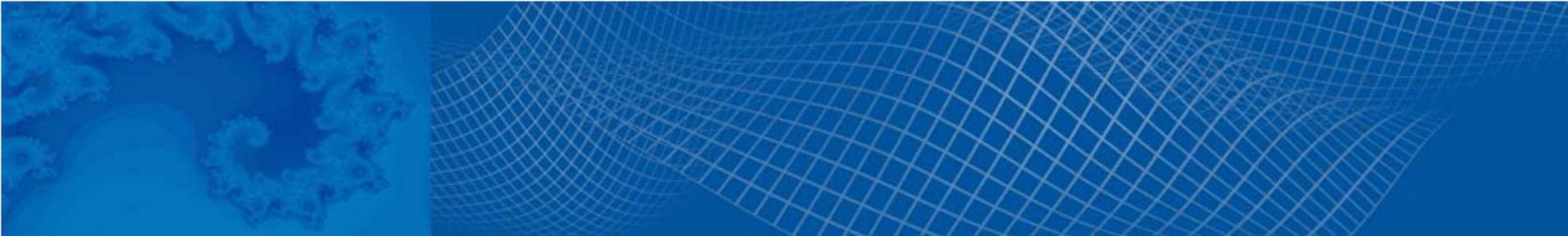
### Typical Issues Found in Public Sector Financial Management System Implementations

- **Gartner has observed that most, if not all, of the following issues are typical in all multi-year state-wide financial management business transformation efforts :**
  - **Sponsorship and Leadership were lacking.**
    - Involved sponsors provide direction and can influence agencies to ‘buy in’ to the effort.
    - A program level governance approach can enable an organization to make effective, timely decisions, which can greatly enhance the future of the organization’s ability to implement, manage, and administer financial processes and associated information.
    - The organization’s ability to determine the overall budget and secure the appropriate funding for the long-term project is tantamount to the successful implementation of an enterprise resource planning application (ERP).
  - **Inadequate team was appointed to do the job.**
    - It is just as important to size the implementation team appropriately during the pre-implementation phase, as well as during the main implementation phase.
    - Utilization of the key “best and brightest” resources available is extremely important.
    - Industry best practices and knowledge transfer must be leveraged as it moves into the on-going support and management of key financial resources.
  - **Roles, responsibilities and expectations were not set in advance.**
    - Aligning expectations and defining roles/responsibilities is a key enabler to implementation governance and implementation execution.

# Appendix A

## Typical Public Sector Financial Management Implementation Issues

- **Change management was not treated as a distinct role in the implementation effort**
  - An effective and pragmatic change management program is a key component to the success of the program because it can prepare an organization for business transformation.
  - Testing, training and post-implementation support must be adequate to fully derive value from the design and coding initiatives.
- **Planning was often inadequate**
  - The pre-implementation planning effort of a complex state-wide implementation is fundamental to the success of the implementation, and the on-going support and management of the finance function.
- **The overall budget was not determined and secured in advance of project execution**
  - Long-term funding is key to an organization's ability to ensure the successful financial management (FMS) implementation.
- **A program level governance approach was not used**
  - Program level governance includes involving the decision makers of adjacent projects (e.g. Payroll/HR/Benefits).
  - FMS leaders should, where appropriate, obtain the input of outside project leaders on relevant FMS implementation decisions to ensure that informed decisions are made.



■ ■ ■ ■ **Contact Information**

**Client Contact**

Duane Goossen, Secretary of Administration  
Carol Foreman, Deputy Secretary of Administration  
Denise Moore, Executive Branch Chief Information  
Technology Officer  
Kansas Department of Administration  
Curtis State Office Building - Suite 500  
1000 SW Jackson Street  
Topeka KS, 66612-1368  
785-296-3011

**Gartner Contact**

Michael Klubal  
Director  
Gartner Consulting  
Phone: +1-416.228.7671  
[michael.klubal@gartner.com](mailto:michael.klubal@gartner.com)