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ASSISTANT DEPUTY MINISTER (REVIEW SERVICES)



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Canadian Special Operations Forces Command's Innovation and Project Approval Review Outcome-Based Program

September 2020

1259-3-0041 (ADM(RS))

Canada 



Acronyms and Abbreviations

ADM(RS)	Assistant Deputy Minister (Review Services)
BCA	Business Case Analysis
C Prog	Chief of Programme
CANSOFCOM	Canadian Special Operations Forces Command
CJIRU	Canadian Joint Incident Response Unit
CSOR	Canadian Special Operations Regiment
CSOTC	Canadian Special Operations Training Centre
DCB	Defence Capabilities Board
DND	Department of National Defence
EA	Expenditure Authority
IRPDA	Independent Review Panel for Defence Acquisition
JTF 2	Joint Task Force Two
OBP	Outcome-Based Program
PA	Project Approval
PCB	Project Control Board
PCRA	Project Complexity and Risk Assessment
PMB	Programme Management Board
PMP	Project Management Plan
SCARP	SOF Capabilities and Recapitalization Project
SOAS	Special Operations Aviation Squadron
SOF	Special Operations Forces
SRB	Senior Review Board



Statement of Conformance

The review findings and conclusions contained in this report are based on sufficient and appropriate evidence gathered in accordance with procedures that meet the Institute of Internal Auditors' *International Standards for the Professional Practice of Internal Auditing*. The review thus conforms to the Internal Auditing Standards for the Government of Canada as supported by the results of the quality assurance and improvement program. The opinions expressed in this report are based on conditions as they existed at the time of the review and apply only to the entity examined.



Background

- Canadian Special Operations Forces Command (CANSOFCOM) provides the Government of Canada with high-readiness Special Operations Forces that are agile, ready to deploy on short notice and provide unique strategic options to the Canadian Armed Forces.
- CANSOFCOM is seeking a tailored, agile approval framework to enable the delivery of capabilities ahead of adversaries' abilities to adapt, and a capability development framework that responds effectively to this fast-paced, constantly evolving environment.
- The selected option to achieve this framework is the Outcome-Based Program (OBP), an innovative approach that aims to deliver the required CANSOFCOM capabilities in a significantly reduced timeframe within existing governance mechanisms.
- At the present time, approval for the OBP is being sought through the department's Project Approval Process. The OBP is currently in the Options Analysis phase, and is being led by the project sponsor, CANSOFCOM. When the OBP moves to the Definition phase, it will be led by the project implementer, Assistant Deputy Minister (Materiel) (see Annex B for the detailed Project Approval Process).
- Features of the OBP:
 - Single submission and approval for a fixed investment that would allow CANSOFCOM to rapidly reprioritize and re-profile project funding to meet emerging demands; and
 - Capabilities delivered within significantly shorter, to-be-defined timeframes.
- Implementation of the OBP is expected to take place in 2020 and replicate the governance structure and approval process of the Canadian Special Operations Regiment (CSOR) Equipment Project (2007 to present) in order to expand the benefits realized from this Project to all CANSOFCOM command units and operations.



Background (p.2)

- CSOR is a Special Forces unit within CANSOFCOM. It is a robust, flexible and high-readiness expeditionary force that can be deployed abroad or in defence of Canada.

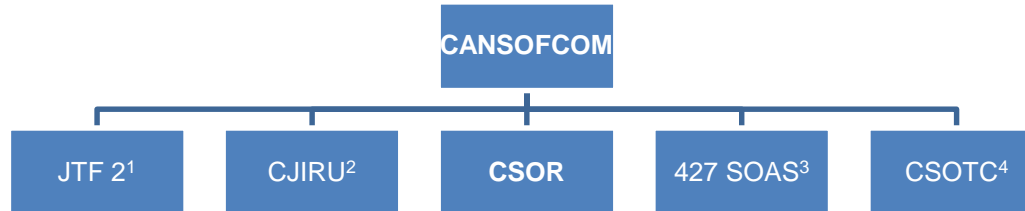


Figure 1. CANSOFCOM Organizational Chart. This figure illustrates the organizational units within CANSOFCOM.

- The CSOR Equipment Project:
 - was approved in 2007 to acquire equipment for the newly established CSOR unit;
 - followed the Department of National Defence (DND) Project Approval Guide that was in place at the time to receive its authorities;
 - has a total value of \$236.3 million (initial and full operational capabilities combined); and
 - allows funds to be transferred, without additional approval requirements, between three pre-categorized requirement groups:
 - Weapons and ammunition;
 - Clothing and protective equipment; and
 - Vehicles and operational equipment.
- Given that the OBP will follow CSOR's project management governance and is seeking similar flexibility in the reprioritizing and re-profiling of projects, the established CSOR Equipment Project was assessed to provide areas of insight and future consideration for the proposed OBP.

¹Joint Task Force Two, ²Canadian Joint Incident Response Unit, ³Special Operations Aviation Squadron. ⁴Canadian Special Operations Training Centre



OBP Significance/Risks

- Initially, the OBP pilot proposes a six year program, with a budget of approximately \$500 million, comprising of several hundred distinct capabilities.
- OBP will include CANSOFCOM capabilities assessed as low risk.⁵
- Advantages of implementing the OBP (as illustrated on page 9):
 - A streamlined process with increased flexibility to respond to emerging threats in a timely manner;
 - Decreased administrative burden, including efficiencies in project documentation;
 - OBP will follow the standard DND Project Approval Process - twice to the Defence Capabilities Board (DCB) and Programme Management Board (PMB) - for the entire Program rather than twice for each project within the Program.
 - As with the CSOR equipment project, there will be the flexibility to transfer funds within the OBP, without the delays associated with seeking additional approvals; and
 - Department-wide interest: possibility to roll-out OBP approach (or lessons learned) to other environments.
- Risk of not implementing the OBP:
 - Capabilities not delivered in a timely manner and in support of strategic outcomes, resulting in:
 - loss of competitive advantage;
 - inability to keep up with technological advances; and
 - inability to remain interoperable with key allies.

⁵Based on the results of a Project Complexity and Risk Assessment (PCRA) – a Treasury Board tool that assesses the risk level of a project and determines the required levels of project approval



Stakeholders

Stakeholder	Role
CANSOFCOM	<ul style="list-style-type: none"> • Project Leader: Identification/Options Analysis - OBP Sponsor • Engagement – major project approval milestones, Senior Review Board (SRB), Sponsorship
Chief of Programme	<ul style="list-style-type: none"> • Participates as a member of the SRB • Involved in determining the proper level of governance for OBP • Challenge authority • PMB member • Engage other government departments • Programmatic support and coordination
Chief Force Development	<ul style="list-style-type: none"> • Participates as a member of the SRB • DCB member • Engagement – major project approval milestones, endorsement of Statement of Operational Requirements
ADM(Materiel)	<ul style="list-style-type: none"> • Project Leader: Definition/Implementation • Participates as a member of the SRB • Engagement – major project approval milestones, issue resolution
ADM(Finance)/CFO	<ul style="list-style-type: none"> • Participates as a member of the SRB • Cost Plan • Cost Concurrence

Table 1. Stakeholders. This table lists the Stakeholders and their roles.



Objective. Assessment Areas and Scope

Rationale – CANSOFCOM requested Assistant Deputy Minister (Review Services) (ADM(RS)) to perform this advisory to identify recommendations and risks regarding appropriate governance mechanisms, lessons learned and performance measures, to support the development and implementation of an OBP approach to acquisition.

As the OBP is under development and will replicate the CSOR equipment project, this project was assessed to provide a forward-looking assessment relevant to the OBP implementation and not to measure compliance.

Objective

To inform management on the relevance and adequacy of governance mechanisms, performance measures and opportunities for continuous improvement (lessons learned) relating to the OBP.

Assessment Areas

- Governance Structures and Mechanisms
- Risk Management
- Performance Measurement
- Lessons Learned

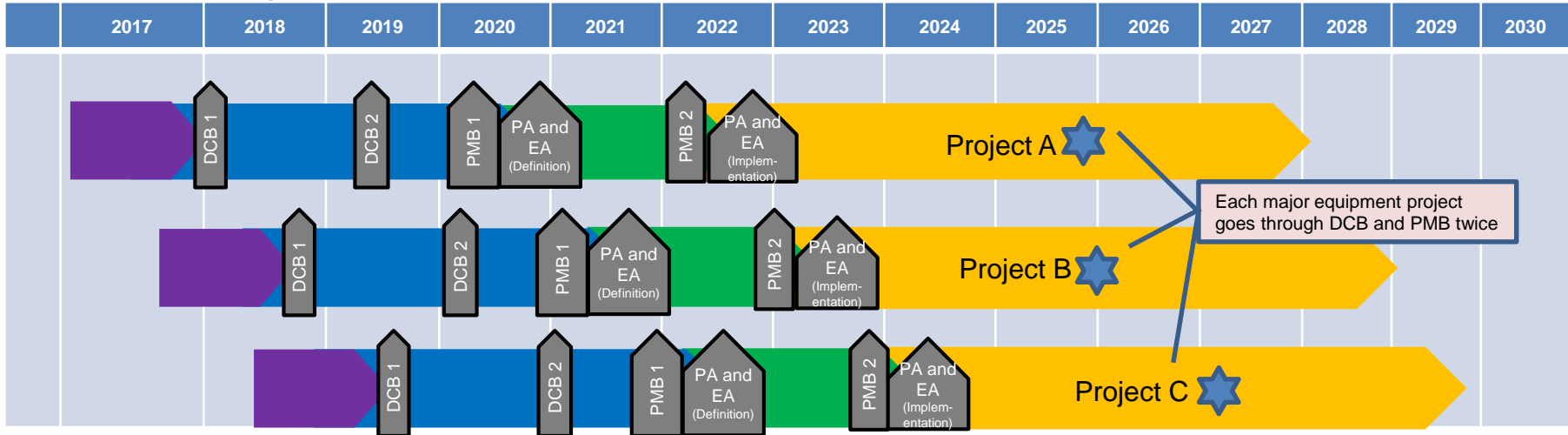
Methodology and Scope

- Results are based on: interviews with key stakeholders, DND and Treasury Board policy review, document review, and a site visit to CSOR at Canadian Forces Base Petawawa.
- Included governance processes for the CSOR equipment project, which the OBP expects to replicate, including: project risk management, performance measures and continuous improvement practices (lessons learned).
- Excluded financial records (e.g., project expenditures) of the CSOR equipment project.



Context – Standard Project vs. Outcome-Based Approach

Standard Project Approval Process



OBP Approach

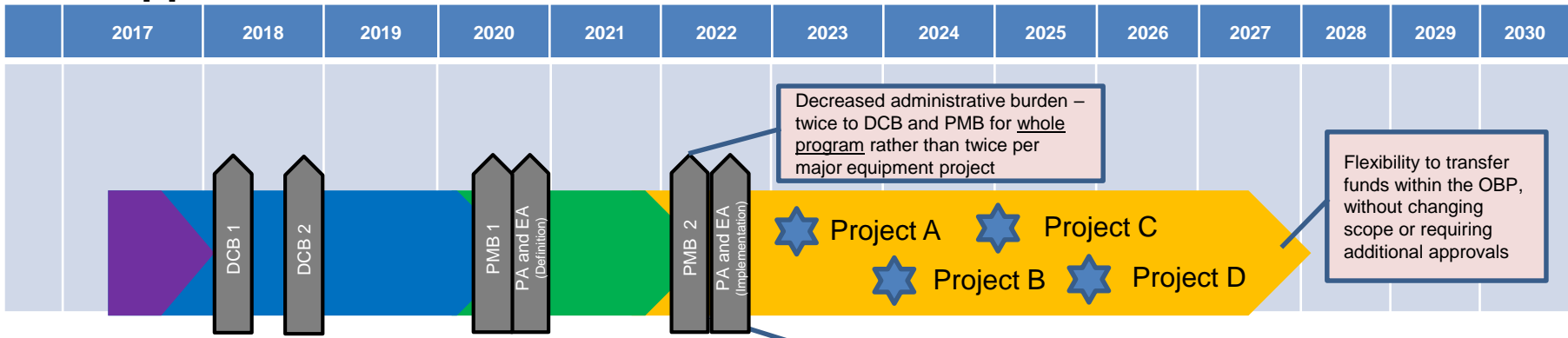


Figure 2. Approaches to Project Approval Process. This figure illustrates the standard and OBP project approval process for major equipment projects.

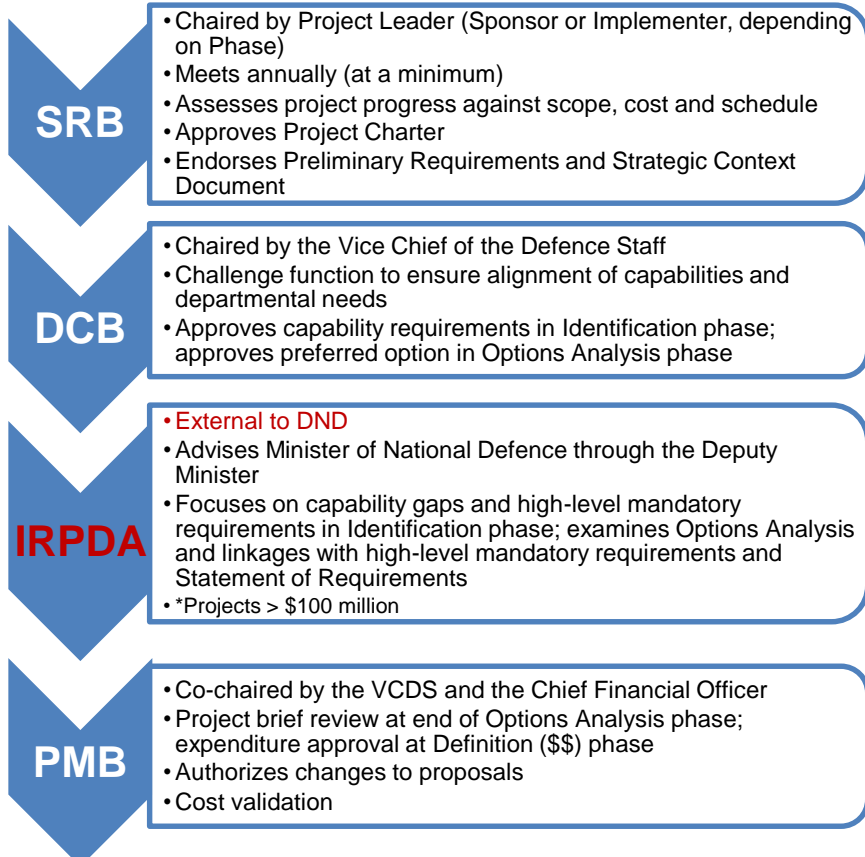


Streamlined process and timely procurement with increased flexibility to respond to emerging threats in a timely manner



Context – Governance for DND Projects

Project Approval Process⁶



CSOR Equipment Project⁷

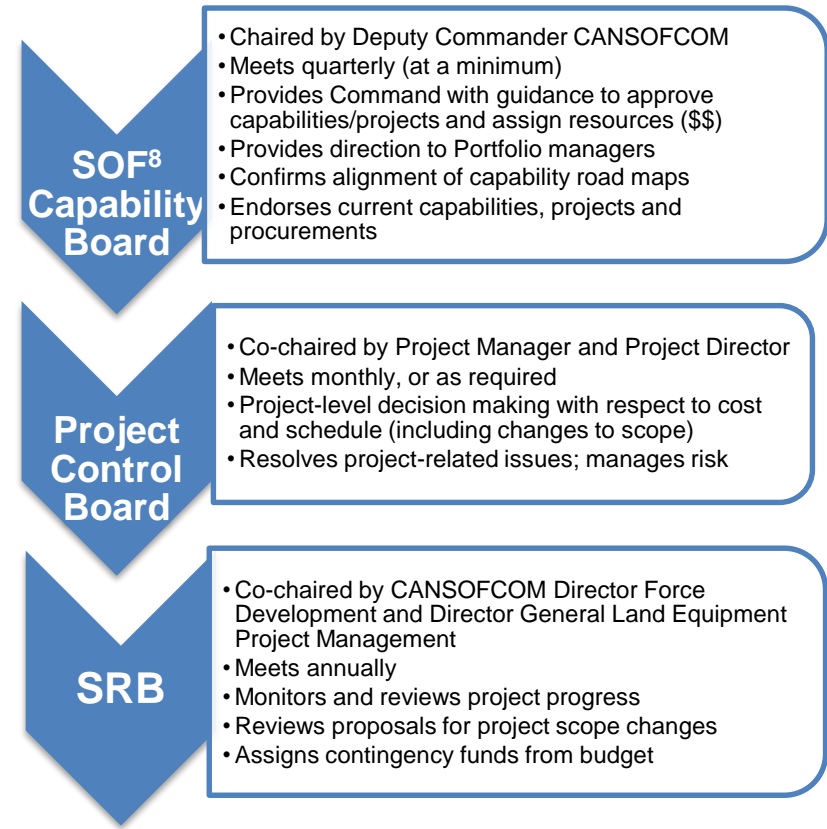


Figure 3. Project Approval Process Governance. This figure compares the governance for the standard Project Approval process with that of the CSOR Equipment Project.

⁶Typical major capital projects follow the standard project approval process. OBP to follow this process.

⁷CSOR Equipment Project was approved by the standard project approval process; the sub-projects within the pre-categorized requirement groups are managed by SRB and oversight boards within CANSOFCOM. Projects within OBP to follow this process.

⁸Special Operations Forces



Summary of Assessment for OBP (observed by CSOR)

The CSOR equipment project (2007) was assessed against the most recent policies (2015 Project Approval Directive), guidance and standards to provide a forward-looking assessment relevant to the OBP implementation and not to measure the project's compliance.

●	<p>A: Governance Structures and Mechanisms</p> <ul style="list-style-type: none"> • Governance structures and mechanisms are in place • A change management process is in place • The rank/levels of SRB attendees is not always appropriate to support decision making
◐	<p>B: Risk Management</p> <ul style="list-style-type: none"> • Risks are managed, through project risk register and discussions at SRB • Updated Departmental risk-management requirements (i.e., a full risk-management plan) have not been developed for the OBP
◑	<p>C: Performance Measurement</p> <ul style="list-style-type: none"> • CSOR project performance (scope, schedule and cost) is measured and reported • Key performance indicators aligned to strategic objectives to measure OBP outcomes have not been developed
◒	<p>D: Lessons Learned</p> <ul style="list-style-type: none"> • Lessons learned are captured at the end of the project • Informal process in place to identify, collect, analyse, consolidate and apply lessons learned • No centrally located repository for lessons learned
<p>● Processes generally in place and operating effectively / ◐ Some deficiencies or areas for improvement / ◑ Processes to be developed or implemented</p>	

Table 2. Summary of Assessment for OBP. This table assesses the CSOR equipment project against the most recent policies, guidance and standards to provide a forward-looking assessment relevant to the OBP implementation and not to measure the project's compliance.



Assessment - Governance Structures and Mechanisms

- A. Are governance structures and mechanisms in place to provide effective oversight, control, integration and decision making to support the CSOR equipment project?

Yes, for CSOR, with opportunities for improvement for OBP - To effectively support the OBP, governance should be enhanced in the areas of committee membership, oversight capacity, change management and documentation practices within CANSOFCOM

Strengths:

- SRB membership will be tailored to include subject matter experts relevant to the OBP.
- CANSOFCOM employs a prioritization tool to assist in decision making for minor capital projects.
- OBP is seeking approval through the standard process (DCB, PMB), providing a documented process for similar program approaches in the future.

Risks:

- Given the SRB's increased authority to approve under the OBP, its membership may not include all relevant stakeholders, or be at the appropriate level to support effective oversight and decision making, which may lead to project delays.

Recommendations for OBP:

To support effective oversight and decision making within the OBP, CANSOFCOM should:

- Define the proper membership and establish appropriate representation at the SRB to ensure that key departmental stakeholders (such as Chief of Programme (C Prog) and ADM(Fin)/CFO) are involved, and that project interdependencies are identified and managed appropriately;
- Strengthen the capacity of the challenge function within CANSOFCOM to reduce potential negative impacts on projects within the OBP, with consideration given to including external partners as required; and
- Implement a formal change management process to support the consistent management and documentation of project changes, to ensure transparency regarding decisions made and actions taken.



Assessment – Risk Management

B. Have risks that may preclude the achievement of the project objectives/outcomes been identified/updated, assessed, mitigated, reported and monitored in accordance with policies and guidelines?

Somewhat – While risks are managed, risk management and documentation practices should be strengthened to support the OBP

Strengths:

- A risk register is maintained for the CSOR equipment project, enabling risk management throughout the life of the project.
- Risks pertaining to scope, schedule and cost are discussed at each SRB, including changes in risk levels.

Risks:

- If risk information is not properly documented, opportunities to effectively risk manage and mitigate issues may be missed. Additionally, risk information supports transparent decision making and demonstrates the Department's project management capacity.

Recommendations for OBP:

To ensure relevant risk information is captured and managed to enable the attainment of OBP objectives, CANSOFCOM should strengthen its documentation practices to capture and manage risk information for decision making, including the development of:

- A full risk-management plan, aligned with the Project Approval Directive requirements; and
- The required risk-management tools such as the risk tolerance threshold, risk profile sheets, risk indicators and risk mitigation plans.



Assessment – Performance Measurement

C. Do the performance measurement and reporting processes support the achievement of the objectives and outcomes of the CSOR equipment project and the organizational business outcomes of CANSOFCOM?

Somewhat – While a performance measurement process is in place from a project management perspective, it is not sufficient to measure the outcomes of the OBP

Strengths:

- Project performance, scope, schedule and cost are measured and reported annually to SRB.
- The performance of the CSOR project is measured, analyzed and evaluated internally; timelines and funding levels are measured on a regular basis, consistent with the quarterly financial reporting cycle.

Risks:

- Without adequate performance measures that capture the threat-based capability planning requirements of OBP, CANSOFCOM may not be able to demonstrate how program outcomes are being met.

Recommendations for OBP:

To ensure the effective performance management of OBP, CANSOFCOM should, in consultation with Evaluation and C Prog, develop the OBP performance measurement framework. This would include:

- Developing, measuring and monitoring key performance indicators aligned to strategic program objectives;
- Using performance results to inform lessons learned and promote continuous improvement; and
- Using performance baselines, for comparison and reporting purposes.



Assessment – Lessons Learned

D. Are mechanisms in place to capture information to support continuous improvement (lessons learned) for program and project management?

Somewhat – Lessons learned are captured for projects. The enhanced application of lessons learned would support continuous improvement within the OBP

Strengths:

- The Project Management Office is co-located within CANSOFCOM which facilitates the capture and application of lessons learned.
- Lessons learned are captured via the project completion report at the end of the project.
- Project Directors review close-out reports of similar projects in order to apply lessons learned to new projects.

Risks:

- Opportunities to implement good practices or gain efficiencies throughout a project's lifecycle may be missed if lessons learned are not identified, analysed and applied in a formal manner.

Recommendations for OBP:

To support continuous improvement throughout the lifetime of the OBP, and to support robust information for decision making, CANSOFCOM should develop and formalize the OBP lessons learned process, which should include:

- Documenting the process to identify, collect, analyze and consolidate lessons learned;
- Strengthening the measures to promote and support application of lessons learned; and
- Continually documenting lessons learned throughout the lifecycle of a project, in an easily accessible, centrally located repository, which includes risk mitigation information and change proposals.



Conclusion

The CSOR equipment project (2007) was assessed against the most recent policies (2015 Project Approval Directive), guidance and standards as a method to provide a forward-looking assessment and to provide recommendations for the implementation of the OBP.

The CSOR governance in place provides effective oversight and control for this project. In support of the OBP development and implementation, the opportunity exists for CANSOFCOM to further enhance this governance by:

- Ensuring appropriate membership at SRB meetings;
- Strengthening capacity of the challenge function;
- Formalizing processes and improving documentation practices in the areas of change management, risk management and lessons learned; and
- Developing its performance measurement framework beyond project management.

In doing so, CANSOFCOM will strengthen oversight, promote transparency and improve information for decision making for the OBP.



Considerations

While outside the scope of this advisory engagement, the following risk areas were identified, which will require OBP consideration as it continues to proceed for approval:

1. Independent Review Panel for Defence Acquisition review

- Consideration should be given to seeking Independent Review Panel for Defence Acquisition (IRPDA) input, as its mandate is to review projects > \$100 million, and the proposed annual budget of the OBP is \$115 million.

Management Response: Agreed. IRPDA engagement was already planned, it will be engaged for IRP 2, currently scheduled for September 2019.

Target Date: September 2019

2. Business Case Analysis (BCA)

- The BCA document for the OBP includes analysis and justification for one option, which is not in alignment with the Treasury Board Business Case guide - the BCA "should not be used as a justification for a decision already made or for an option already selected as a foregone conclusion."

Management Response: Already corrected. The BCA includes a full analysis of the third option (delegation). Note that the BCA was approved at DCB 2 on April 29, 2019.

Target Date: Completed

3. Approval authorities

- Further analysis may be required to determine which mechanism should be used for approval of the OBP (Treasury Board Submission versus Memorandum to Cabinet).

Management Response: Treasury Board Secretariat (TBS) will determine the level of approval authority based on the OBP (Special Operations Forces (SOF)) Pilot PCRA and the Program Brief. Note that any capabilities that would require a Memorandum to Cabinet could be included only after the Memorandum to Cabinet is ratified.

Target Date: PCRA acknowledgement by TBS has to be completed prior to the PMB (before February 28, 2020)



Considerations (p.2)

4. PCRA Level

- As original OBP documentation stated all projects under the OBP would be PCRA Level 2 or lower; and the BCA suggests some PCRA Level 3 projects could be included in OBP, consideration should be given to seeking subsequent approval of the OBP's PCRA level.

Management Response: Corrected. The BCA does not make reference to PCRA Level 3 projects. Note that the BCA was approved at DCB 2 on April 29, 2019. There will be a single PCRA for the OBP (SOF) Pilot. The current draft PCRA indicates a Level 2.

Target date: Completed

5. Financial Management

- The financial controls surrounding the appropriate use of Vote 5 and Vote 1 funding will have to continue to be respected.
- The use and determination of project contingency funding may need to be clarified within the OBP.

Management Response: Agreed.

The financial controls surrounding the appropriate use of Vote 5 and Vote 1 funding will continue to be respected. The use and determination of project contingency funding will be clarified during the Costing process with Director, Cost Estimate Delivery.

Target Date: The Cost Concurrence and the Financial Input Committee have to be completed prior to the PMB (before February 28, 2020)



Subsequent Events

Subsequent to the completion of the ADM(RS) review, the OBP evolved significantly. While the observations, considerations and recommendations identified continue to be relevant, the following highlights the key developments of the OBP in its current state:

- Prior to engaging IRPDA 2 in August 2019, the OBP was renamed the SOF Capabilities and Recapitalization Project (SCARP) to better reflect the structure and scope of the SOFCOM capabilities to be delivered. The SCARP will:
 - have a narrower scope than the OBP and will be managed as one project with high-level mandatory requirements for the overall SCARP;
 - be broken down into three individual sub-projects, each with its own defined capability-related high-level mandatory requirements:
 - Next Generation Soldier Systems;
 - Next Generation Fighting Vehicle, and
 - Next Generation Maritime Mobility;
 - continue to take a program approach with certain flexibilities in funding the acquisition of SOFCOM capabilities;
 - be funded at \$240 million over six years rather than \$500 million (as previously reported).
- As of August 2020:
 - SCARP is scheduled for PMB endorsement prior to the corporate submission process.
 - Management has updated Management Action Plan (MAP) target dates in light of the aforementioned changes.



Annex A—Management Action Plan 1

Governance Structures and Mechanisms

ADM(RS) Recommendation

1. To support effective oversight and decision making within the OBP, CANSOFCOM should:
 - a. Define the proper membership and establish appropriate representation at the SRB to ensure that key departmental stakeholders (such as Chief of Programme (C Prog) and ADM(Fin)/CFO) are involved, and that project interdependencies are identified and managed appropriately;
 - b. Strengthen the capacity of the challenge function within CANSOFCOM to reduce potential negative impacts on projects within the OBP, with consideration given to including external partners as required; and
 - c. Implement a formal change management process to support the consistent management and documentation of project changes, to ensure transparency regarding decisions made and actions taken.

Management Action 1a.

Agreed.

- The Charter is the key document identifying the chair and members of the SRB. The next version of the Charter will be adjusted to reflect appropriate membership and will include, as a minimum, C Prog, CFD and CFO representatives. Before each SRB, the C Prog, CFD and CFO analysts will receive an invitation to attend with an advance copy of the presentation. It will be their responsibility to escalate the invite to the proper level of authority within their chain of command based on the decisions requested. For instance, a “Note Status” decision should not require any higher rank/authority level than the analysts themselves. The next version of the Charter will be approved and endorsed by ADM(Mat)/DGLEPM, at the next SRB

OPI: CANSOFCOM

Revised Target Date: October 15, 2020



Annex A—Management Action Plan 1 (p.2)

Governance Structures and Mechanisms

ADM(RS) Recommendation

1. To support effective oversight and decision making within the OBP, CANSOFCOM should:
 - a. Define the proper membership and establish appropriate representation at the SRB to ensure that key departmental stakeholders (such as Chief of Programme (C Prog) and ADM(Fin)/CFO) are involved, and that project interdependencies are identified and managed appropriately;
 - b. Strengthen the capacity of the challenge function within CANSOFCOM to reduce potential negative impacts on projects within the OBP, with consideration given to including external partners as required; and
 - c. Implement a formal change management process to support the consistent management and documentation of project changes, to ensure transparency regarding decisions made and actions taken.

Management Action 1b.

- Agreed.
- The SOF Capability Board, chaired by the deputy commander CANSOFCOM, is the body that will be used to provide the challenge function within CANSOFCOM. It is proposed that, with OBP (SOF), C Prog and CFD representatives be offered representation. The SOF Capability Board Terms of Reference are being amended to that effect.

OPI: CANSOFCOM

Revised Target Date: October 15, 2020



Annex A—Management Action Plan 1 (p.3)

Governance Structures and Mechanisms

ADM(RS) Recommendation

1. To support effective oversight and decision making within the OBP, CANSOFCOM should:
 - a. Define the proper membership and establish appropriate representation at the SRB to ensure that key departmental stakeholders (such as Chief of Programme (C Prog) and ADM(Fin)/CFO) are involved, and that project interdependencies are identified and managed appropriately;
 - b. Strengthen the capacity of the challenge function within CANSOFCOM to reduce potential negative impacts on projects within the OBP, with consideration given to including external partners as required; and
 - c. Implement a formal change management process to support the consistent management and documentation of project changes, to ensure transparency regarding decisions made and actions taken.

Management Action 1c.

Agreed.

- A formal change management process, based on the current Project Control Board (PCB), will be documented in the Program Management Plan (PMP) and implemented. A draft PMP will be prepared before the PMB and will be finalized during the Definition phase.

OPI: CANSOFCOM

Revised Target Date: November 3, 2020



Annex A—Management Action Plan 2

Risk Management

ADM(RS) Recommendation

2. To ensure relevant risk information is captured and managed to enable the attainment of OBP objectives, CANSOFCOM should strengthen its documentation practices to capture and manage risk information for decision making, including the development of:

- A full risk-management plan, aligned with the Project Approval Directive requirements;
- The required risk-management tools such as the risk tolerance threshold, risk profile sheets, risk indicators and risk mitigation plans.

Management Action

Agreed.

- A full risk-management plan, as part of the PMP, will be documented and implemented in alignment with the Project Approval Directive, including risk-management tools such as risk tolerance and assessment, risk indicators and mitigation strategies. A draft risk-management plan will be documented and implemented prior to the next SRB. The risk-management plan will be finalized as part of the PMP during the Definition phase.

OPI: CANSOFCOM

Revised Target Date: October 15, 2020



Annex A—Management Action Plan 3

Performance Measurement

ADM(RS) Recommendation

3. To ensure the effective performance management of OBP, CANSOFCOM should, in consultation with Evaluation and C Prog, develop the OBP performance measurement framework. This would include:
- Developing, measuring and monitoring key performance indicators aligned to strategic program objectives;
 - Using performance results to inform lessons learned and promote continuous improvement; and
 - Using performance baselines for comparison and reporting purposes.

Management Action

Agreed.

- A performance measurement framework will be developed for OBP (SOF), in consultation with Evaluation and C Prog. It is proposed to use the PCB/SRB to measure and monitor the key performance indicators against the program objectives, and to inform lessons learned and promote continuous improvement. A draft PMP will be prepared before the PMB (by February 28, 2020) and will be finalized during the Definition phase.

OPI: CANSOFCOM

Revised Target Date: November 3, 2020



Annex A—Management Action Plan 4

Lessons Learned

ADM(RS) Recommendation

4. To support continuous improvement throughout the lifetime of the OBP and to support robust information for decision making, CANSOFCOM should develop and formalize the OBP lessons learned process, which should include:

- Documenting the process to identify, collect, analyze and consolidate lessons learned;
- Strengthening the measures to promote and support application of lessons learned; and
- Continually documenting lessons learned throughout the lifecycle of a project, in an easily accessible, centrally located repository, which includes risk mitigation information and change proposals.

Management Action

Agreed.

- The OBP (SOF) lessons learned process will be developed and formalized. It is proposed to use the PCB to capture, document, promote and support application of lessons learned as capabilities are delivered throughout the lifecycle of the program. The PCB will be documented in the PMP.

OPI: CANSOFCOM

Revised Target Date: November 3, 2020



Annex B – Project Approval Process

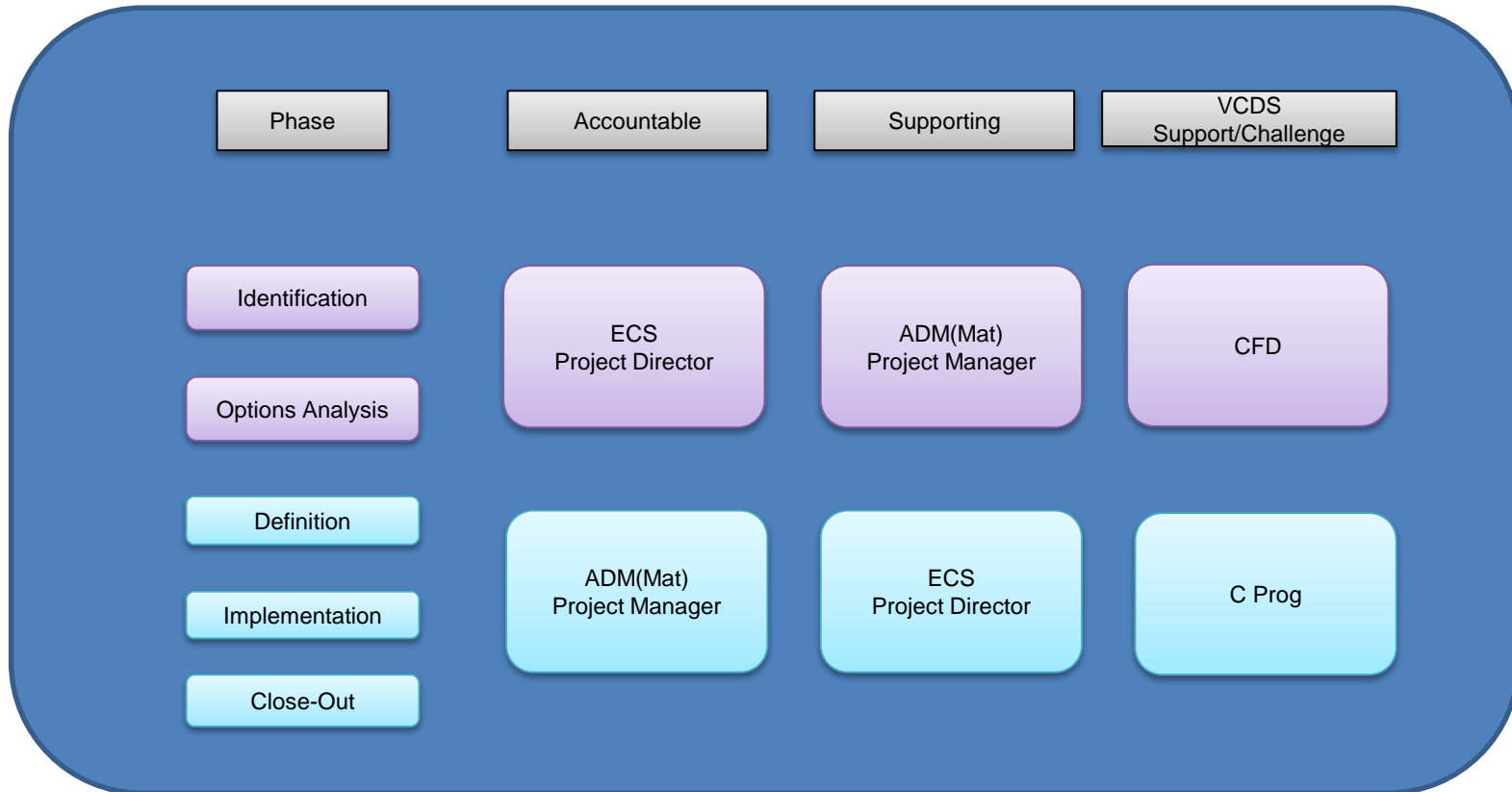


Figure 4. Project Approval Process Key Stakeholders. This figure illustrates the key stakeholders and their accountabilities throughout the life-cycle of the project.