



DMV Strike Team Final Report

July 23, 2019



Executive Summary

During 2018, the California Department of Motor Vehicles (DMV) was facing historic and unprecedented surges in demand, coupled with stagnant budgets, outdated infrastructure and little strategic planning to meet its challenges. Those strains reached their peak last summer, when long lines formed at DMV offices throughout the state. In August 2018, for example, average wait times were nearly two hours in the state's largest DMV offices, and 16 percent of all customers had wait times of more than two hours.

To bring stability to a tenuous situation, while simultaneously planning for the future, on January 9, 2019, Governor Gavin Newsom announced a DMV Reinvention Strike Team (Strike Team), with Government Operations (GovOps) Agency Secretary Marybel Batjer leading the six-month effort. The DMV Strike Team was charged with launching a comprehensive modernization and reinvention of the DMV and making recommendations for new long-term leadership and reform at the DMV – with an emphasis on transparency, worker training and performance, speed of service and overall consumer satisfaction.

The Strike Team, led out of GovOps, brought a fresh perspective to the DMV, and empowered the voices of mid-level managers who had actionable ideas for how to improve their own organization. The Strike Team believed from the start that it had two key constituencies who needed support – the employees of the department and its customers. Throughout its efforts, the Strike Team worked to include dedicated DMV employees and find ways to make their work more effective. This, in turn, helped them better serve the people of California.

The Strike Team wanted to avoid a repeat of long lines in the Summer of 2019, manage the flow of traffic through the October 1, 2020 federal REAL ID enforcement deadline and start an overall transformation of the DMV.

Achieving those goals included many of the steps outlined in this report and supported the DMV in its budget request, which was signed on June 27, 2019.

Six months later, the Strike Team hands back to the California Transportation Agency (CalSTA) a more stable organization and a vision for the DMV of the future. However, the DMV is not out of the woods yet -- significant challenges remain between now and October of 2020, and these strains may continue to mean frustrating wait times for customers. While the Strike Team's work to implement solutions -- technology, human resources, process improvements, and more -- will reduce the wait time challenges facing the department and customers, they will not be eliminated altogether.

With new leadership, new and more targeted multi-year funding and a mission to look at new ways of doing business, the Strike Team believes efforts are underway to stabilize the DMV and that it is on the path to success. While many challenges remain, with ongoing funding, the DMV should continue to make progress in delivering services to Californians in the easiest, most effective and accessible way possible.

In this final report, the Strike Team lays out the accomplishments made over the last six months and the changes that are underway. It also suggests next steps for the department.

Overview of Strike Team Efforts

As noted above, the DMV is facing historic and unprecedented surges in demand. This increased demand has been primarily driven by the following:

- Stringent federal identification requirements to obtain a REAL ID, which require an in-person visit to a DMV field office.
- Motor Voter opt-out requirements, which have greatly increased the workload of DMV staff.

The Strike Team focused its efforts on improving the processes surrounding REAL ID, with the expectation that increased efficiencies in REAL ID transactions would then translate to other areas of the DMV.

It is clear that changes are essential if the DMV is to meet its most immediate challenge: successfully meeting increased demand for REAL ID driver licenses before the October 1, 2020 federal deadline without the surge in wait times that customers experienced in field offices during the summer of 2018.

These changes needed to happen quickly, as every day, more and more Californians face the decision of whether to get a REAL ID. Unlike other states, California chose not to mandate a REAL ID so as not to single out undocumented residents eligible for a driver's license through AB60. This choice increased the complexity of DMV operations but reflect a commitment to stewarding California values.

The DMV needs to identify the Californians who need a REAL ID, increase throughput in field offices, increase "first time right" transactions to prevent customers from making multiple trips to field offices and level out demand to prevent a surge just before the October 1, 2020 deadline.

The Strike Team's first steps included extensive interviews with the DMV executive team, a review of the department's IT capacity and forming an enterprise view of various customer-facing actions already underway.

Various interviews were also held with interested parties, DMV business partners and DMV officials in other states. The purpose of these meetings was to gather information and learn what improvements could be made in a short period of time.

The result of those interviews informed the Strike Team's next steps as it worked to bring cohesion to various ideas and efforts underway, break down barriers to moving forward and implement new ideas as quickly as possible.

Accomplishments

Leadership: The first priority for the Strike Team was to help identify leadership for the DMV, as both the director and chief deputy director had left the department. Governor Newsom appointed Kathleen Webb acting director on January 30, 2019. Acting Director Webb had been the Director of Performance Improvement at GovOps and as such, was able to work closely with the Strike Team while at the DMV.

The Governor's Office and Strike Team also launched a search for a new DMV director who could continue the much needed transformation of the department into a customer-service entity. The new leadership will continue to make improvements at the department and build the DMV of the future.

Process Improvement: The Strike Team realized the need to relieve DMV customer pain points, improve the department's operational performance, and transform its customer experience delivery. In order to do that, the Strike Team selected McKinsey & Company (McKinsey) through a competitive selection process to thoroughly explore the complex issues surrounding REAL ID and suggest ways to improve processing. With guidance from McKinsey, the DMV and the Strike Team co-developed a series of concepts designed to both deliver the increased volume of REAL IDs processed and improve other DMV services.

The work was structured across three phases: (1) Discover Phase to build a robust fact base to inform solution areas, (2) Design Phase to prototype solutions to validate impact and prioritize and sequence delivery in the field, (3) Deliver Phase to execute in the field with "test and learn" cycles to rapidly iterate and implement sustainable solutions.

Discover Phase: The Discover Phase focused on rapidly building a robust fact base to inform initial hypotheses through four primary modes of research.

The Discover Phase analysis identified the total universe of Californians who could potentially request a REAL ID between March 2019 and October 1, 2020 to be as many as 28.2 million customers. The analysis identified five large solution areas to focus further design efforts: reduce or smooth customer demand for REAL ID; reduce service time per transaction; improve the percentage of "first time right" transactions; shift non-REAL ID transactions out of the field offices to alternate channels; and increase overall capacity to support increased transaction volumes.

The analysis demonstrated that, while the customer demand driven by REAL ID is unprecedented and will require a "doubling of the DMV," it is not insurmountable as finding successful approaches for each solution area can address a majority of the REAL ID demand.

Design Phase: Based on the outcomes of the Discover Phase, McKinsey partnered with the Strike Team and the DMV to launch three design "concept sprints" intended to drive rapid solutioning and prototyping from customer and employee perspectives. Each of the three concept sprints were structured as intensive, immersive two-day workshops that brought together frontline field staff with a cross-functional group of stakeholders

across DMV divisions to design solutions that could drive immediate impact in the field. Three concept sprints included:

- “Prepare me,” which focused on improving customer communications to reduce unnecessary field office visits, direct customers to the best channel and time for the services they need, and better prepare customers to bring the correct documentation necessary to ensure a successful visit.
- “Process me,” which focused on deconstructing every step of a customer’s experience in the field office and identified opportunities to reduce inefficiencies and create smoother processes.
- “Empower me,” which focused on improving the end-to-end employee experience to enable more effective onboarding, offer relevant training, and empower frontline employees to make decisions in real-time that improve the customer’s experience in the field office.

Each sprint resulted in several solution concepts which were translated into testable prototypes currently deployed in the field. Examples include:

- A new personalized mailer for customers on their 5- or 10-year license renewal cycle that includes clearer instructions and more intuitive design, along with nudging customers to get their REAL ID now, so that they don’t surge into field offices later.
- A digital REAL ID decision tree for the DMV website and for field office employees performing a triage function using their tablets to help customers determine whether or not they need a REAL ID.
- A new REAL ID Rapid Reference Guide that simplified more than 25 policy memos that frontline employees previously had to sort through into one simplified “source of truth” document and digital tool to answer customer inquiries.
- An analytical customer demand projection model to enable the DMV to strategically fill vacant windows by highest priority and strategically place kiosks and pop-ups in locations that provide the greatest customer convenience.
- Process improvements to reduce the time needed for employees to use the Document Authentication Devices in field offices to authenticate the customer documents required for a REAL ID

Deliver Phase: McKinsey advised the DMV on a process for onboarding and coaching DMV employees as product owners of these concept prototypes so that efforts to scale solutions in the field would be owned by DMV employees and sustainable in the long-term. In doing so, the DMV is building a culture of agility to rapidly conceptualize, analyze, prototype and test the impact of solutions that can make a difference for customers. All the solutions described above, in addition to several others, are currently being deployed through the field offices.

Credit Cards: Governor Newsom said in January it is unimaginable that, in 2019, a customer could not use a credit card in a DMV field office. The Strike Team made adding credit cards to field offices a top priority. The Strike Team held a series of meetings with the DMV and vendors on the issue, and it became clear that the barriers perceived to be in place no longer existed.

The Strike Team and the DMV issued an Invitation to Negotiate on March 11, 2019, and entered into a contract with First Data Government Solutions on July 8, 2019, to bring credit cards to DMV field offices. The project will start with the first pilot at the Davis DMV by the end of September. The pilot will be followed in October by three additional locations – Fresno, Victorville, and Roseville – before expanding to all 172 field offices.

Pop-Ups: One of the keys to allowing more people to get a REAL ID without increasing wait times is to move as many transactions as possible out of the offices. That includes performing more transactions online, at kiosks or with business partners, such as the American Automobile Association (AAA).

Conducting “pop-up” DMVs with major employers can also reduce customer traffic in field offices and help reduce wait times. Many employees who work for California businesses need to fly within the United States for their work, and therefore may need to have a REAL ID. A goal of the “pop-ups” is to make sure that California’s economy is not impacted by the federal rules requiring specific documentation, such as a passport or REAL ID in order to fly within the United States after October 1, 2020.

The Strike Team and the DMV held the first “pop-up” at Health Net in May and issued 74 REAL IDs. The program was so successful that Health Net invited the DMV back for 2 days in June 2019, and 188 people received a REAL ID. The program is scheduled to take place at Intel July 16-18, 2019 with several hundred more people expected to receive a REAL ID. This program will continue

to operate, focusing on areas where the data shows there is high demand in nearby DMV field offices.

Kiosks: Self-Service Terminals, or kiosks, presently handle vehicle registration renewals, issuing registration cards and license plate stickers. This offers customers a way to avoid the lines at field offices and, in many places, conduct after-hour renewals. Kiosks are located within select field offices, grocery stores and libraries.

The Strike Team has helped the DMV add 100 new kiosks, that will be in place by the middle of August 2019 and another 100 by the end of the year in strategic locations. It is important to increase usage of these machines, in order to move transactions out of the field offices. So, the Strike Team worked with the DMV to create a marketing plan to promote the kiosks, especially in areas where wait times have traditionally been highest.

The Strike Team also believes there is a need to expand the services offered through kiosks in order to shift more transactions out of field offices and provide more convenience for Californians.

Marketing Campaign: Having a prepared customer is critical to improving transaction and wait times at DMV field offices. There are 5.6 million visits to field offices that can be avoided by “first time right” transactions.

The Strike Team understood quickly that the public needs clear, consistent information on what a REAL ID is, whether or not they need one, and if they do, how to be prepared with the right documents before going to a field office. The Strike Team prepared a Request for Proposal with the DMV and on June 19, 2019, signed a contract with RSE for a large-scale public relations campaign focused on REAL ID.

The contractor will use the new data generated through the Strike Team’s work to create marketing materials targeted at specific groups based on whether or not they need a REAL ID between now and October 1, 2020. RSE will develop new messaging and materials in order to educate Californians about a REAL ID and the alternative, a federally non-compliant card. This contract includes a paid media campaign based on the new messaging.

Website Redesign: A user-friendly website that is focused on services is a key part of the effort to prepare customers for REAL ID office visits, or to provide options so they can avoid a trip to a field office. McKinsey research showed that 67

percent of customers went to the DMV website before taking any action, underscoring how important it is to have a clear and concise site.

The Strike Team organized five user-testing events across the state with Code for America brigades. After visiting the DMV website, volunteers reported poor user experience, difficult navigation, excessive technical information and a non-intuitive design that often complicated simple tasks for the consumer. They also made content recommendations that the Strike Team and the DMV will consider as part of its redesign.

The Strike Team helped the DMV make immediate changes to its most critical web pages surrounding REAL ID. On June 14, 2019, the DMV entered into a contract with web design firm 10Up to start a complete overhaul of the DMV website. This will start with a REAL ID microsite that will launch in mid-August 2019.

The contract includes a new content management system, a refresh of the process to put relevant material on the website and a completely new look and feel based on user feedback and the state template.

Operational Metrics: The Strike Team, working with DMV management, developed a comprehensive business plan to help the DMV successfully deploy new resources provided in the 2019-20 Budget Act. As part of this effort, individual action plans, which identify the Division and personnel responsible for implementing the activity, as well as the expected deliverables, metrics, and timelines, were developed. Where applicable, additional information and funding methodology was included to increase overall transparency.

One such example is the REAL ID Staffing action plan. This specific plan provides a timeline for hiring, training, deploying and identifying the office locations, of more than 900 additional personnel who are needed to address the upcoming workload associated with REAL ID implementation. Identified deliverables include, but are not limited to, extending hours in various field offices, increasing appointment availability, improving customer service, and reducing wait times. The DMV will measure their staffing success by tracking average wait time levels, reducing overtime, monitoring the number of appointments being scheduled, and reviewing customer survey responses.

By developing a detailed work action plan for each funded activity, DMV leadership can set expectations for staff and monitor implementation of each activity through a structured internal process with active external oversight.

Training: An issue raised early in the Strike Team’s research was inefficiencies in the training of field office and call center staff. This was reinforced by an audit conducted by the Department of Finance’s Office of State Audits and Evaluations that determined training was lacking at the DMV. This report’s recommendations include more timely and comprehensive training for new hires and expanded training opportunities, particularly surrounding significant changes to policies and procedures including REAL ID.

To that end, the Strike Team has organized “Operation Excellence: DMV Training” for July 24, 2019. On that morning, all DMV field offices will be closed for comprehensive training on REAL ID procedures. The goal of the half-day training is to restart DMV training efforts with a focus on customers and an enterprise view on each employee’s role in delivering exceptional customer service. Better, more comprehensive training also should develop a higher level of employee engagement, an essential ingredient for successfully facing and addressing change.

Facilitators and subject matter experts will provide training on customer service in general and REAL ID specifically. They will:

- o Inspire and motivate employees with the vision of the DMV by hearing from DMV leaders and Governor Newsom.
- o Provide practical best practices on delivering excellent customer service.
- o Provide context to and an update on the REAL ID initiative; inform employees on how to communicate to customers about REAL ID effectively and practice delivery through a set of potential scenarios.
- o Provide realistic simulations, detailed training, and a toolkit that employees can put to use immediately for processing REAL ID transactions.

IT Stabilization: After a technology portfolio review was performed by the California Department of Technology (CDT), the Strike Team realized that the current procurement to modernize the Front End Sustainability (FES) system was not the most immediate priority. The Strike Team asked the CDT to work with DMV to make an adjustment in priority and approach to address risks related to technology instability and organizational challenges. A contract was awarded on June 24, 2019 to IBM and to CGI on June 25, 2019 to begin needed stabilization efforts. Over the next 12 months, the DMV will undergo a series of hardware and software upgrades, streamline operational activities required to stabilize the environment in the event of an outage, roll out monitoring tools to better manage and track critical systems and explore network architecture alternatives to reduce connectivity issues and minimize risk of DMV field office

system outages. These critical steps will lay the foundation for development of a modern technical environment.

With the encouragement of the Strike Team, the DMV has added an IT special consultant to continue to examine DMV IT systems and to begin to modernize where possible. Many of the changes the Strike Team thought were necessary had been hampered in the past by the DMV's outdated IT system.

On-Going Activities

The Strike Team has started many projects in the past six months that will continue to be implemented and have a long-term impact. These center around two key areas – improving the customer experience and improving the workplace experience.

Organizational Change Management:

The Strike Team's interviews with DMV executives and initial assessment made clear that in order for the DMV to transform to a customer-focused culture, change will need to take place on several levels, including its Information Technology and business processes. This type of transformation rarely happens on its own and none happens overnight. This requires dedication, commitment from top management and an intentional process that redefines the organization around a customer-centered culture and redefines employees' roles in it. Such a transformation can make an organization nimbler and resilient and better able to meet future challenges. It will position DMV for the changing nature of its work in a dynamic world where technology is reshaping operational work and options beyond driving a traditional car.

A key step is establishing an enterprise management vision. This improves communication among divisions and establishes shared responsibility for reaching DMV goals and addressing DMV challenges.

Organizational Change Management is critical to building the culture that can implement the changes that will allow DMV to reach those goals and meet new challenges. DMV has started to build an enterprise governance structure but considerable work remains and the effort will benefit from outside, expert guidance.

Call Centers: The Strike Team learned early on that long waits were not only

happening at the field offices, but also at call centers, where the average hold time in 2018 was 55 minutes. The Strike Team asked a team from the Franchise Tax Board (FTB) to conduct a review and assessment of DMV call center operations. The FTB team visited all three DMV call centers and made a large number of recommendations toward improving operations. Those recommendations, which include making sure every employee has access to email, standardizing hiring times and automating more processes, are in the process of being rolled out.

Improved processes have helped call centers reduce wait times to an average of 42 minutes, while handling 36,000 more calls than the same time last year. A call-back feature previously turned off as early as 12:30 p.m. because agents could not handle call volumes, is now left on until 4 p.m. However, wait times continue to fluctuate and rose to 60 minutes recently.

Budget increases will allow call centers to hire more than 70 employees in October 2019, decreasing caller wait times.

Call centers and field offices have also begun joint training. The Strike Team found that a customer could get different and conflicting information from call centers and field offices.

The DMV will continue adding features that help customers get their questions answered more quickly. It will roll out a Chatbot on its website by the end of the year, and expanding call center usability by adding 89 positions in order to implement Live Chat starting early 2020.

Identity Management: The Strike Team explored several ideas related to online identity management. The idea of allowing an individual to authenticate their identity and upload documents before coming into a field office is one that the Strike Team believes has merit and could impact the access to other online services across the state. However, DMV will need to explore further to see if implementation is feasible.

DMV Office of the Future: In July 2019, the Department of General Services (DGS) selected HOK Consulting Inc. to develop a pilot project concept for DMV field offices. This study will leverage the latest thinking in retail analytics: queuing, circulation, line management, customer experience and workflow efficiency.

The study will be conducted in two general phases:

Gathering and Analysis: HOK will develop a “customer usage” program that leverages data/analytics behind how the public interacts with the DMV, including trends in demand, regional usage of field offices, etc.

Pilot Concept: HOK will establish a modular pilot concept reflecting the customer usage analytics. It is anticipated that the concept will showcase a highly flexible field office, designed in easily configured modules. Not only is the DMV moving towards greater customer self-service but customer needs likely vary by region: a field office designed and constructed today will likely need to look very different even a few years from now. The ideal DMV field office will likely be built in modules, tailored to the region it serves, and able to be easily and cost-effectively modified when those needs change.

Airport Information Booths: The Strike Team helped the DMV with implementation of a plan to put more DMV information booths at California airports. Information booths have been held at airports in Los Angeles, Fresno, San Francisco and Ontario. The booths have allowed those traveling to learn about the REAL ID and have their questions answered. Conversations continue to take place about leasing space at airports on a more permanent basis.

Next Steps

Budget Alignment: The DMV has been hampered by a budget, and a budget process, that does not accurately account for the known and projected workload. Unlike other state departments that are able to receive bi-annual budget adjustments for their enrollment, caseload, or population estimates, which allows them to quickly adapt to changing workload in the current year, the DMV is required to submit a Budget Change Proposal for additional field staff any time the estimate of the population they are projected to serve in the field changes. This process inhibits the DMV’s ability to adjust to changing workload in the field, as they must wait for approval of additional staff and associated funding through the traditional budget process, or a current year Joint Legislative Budget Committee process, prior to being able to make adjustments to address workload changes.

Additionally, the manner in which the DMV is resourced should be more closely examined. The current process is overly reliant on establishing specific positions at specific field office locations. This creates inefficiencies, as the time and effort to establish positions at specific office locations can slow down the DMV’s

ability to respond to workload fluctuations in the field. Moreover, the projected workload doesn't always materialize in field office locations originally anticipated, which creates additional workload to re-work and report on staffing location changes.

Rather than being locked into a fixed staffing plan each year that in all likelihood is outdated one to two months after being released, the DMV needs to be able to utilize incremental funding provided to either run overtime, hire permanent intermittent employees, or establish full-time permanent employees at any field office locations where workload changes occur. This gives the DMV the flexibility to respond to workload variability without having to create field office by field office staffing plans that are likely outdated by the time funding is ultimately approved. The Strike Team has worked with external experts and the DMV to build detailed staffing optimization analytics to ensure that the organization could act on deploying more dynamic staffing in way that meets customer expectations while appropriately managing the employee experience.

Organizational realignment/ Change management: As part of the Strike Team's assessment, it concluded that parts of DMV's organizational structure no longer makes sense given the department's current and anticipated challenges. New ways of communicating, the importance of enterprise-focused data analytics, and the need to quickly respond to change require a realignment of activities in various divisions. Greater insight on specific changes needed will be generated through the enterprise governance and organizational change management processes.

Classification Changes: The department-specific classification of Motor Vehicle Representative is equivalent to that of an office technician, but they are required to have many more skills including a breadth and in-depth knowledge of the variety of services DMV offers its customers. The department should work to change the classification of these valuable employees to provide a career path for employees to promote up as they gain invaluable skills. This will also help with recruitment and retention of critical staff.

Contract Management: The Strike Team recommends the DMV reassess its contracts and contract management process. The Strike Team found that contracts sometimes were not being fully utilized and that different contractors were not being held accountable.

DMV Field Office Signage: Every DMV field office has different signage with a different look and feel. Strike Team members who have visited field offices noticed inconsistent messaging, with information about REAL ID difficult to find. The Strike Team recommends the DMV undertake a concerted effort to create consistent signage across field offices.

IT Improvements: The Strike Team recommends the DMV continue technology stabilization efforts and continue efforts to address organizational challenges to increase the probability of success for Front End Sustainability and other DMV projects. At this time, DMV is conducting business process reengineering efforts to maximize efficiencies and improve services to DMV customers. To further set the foundation for success, the DMV is engaged in organizational change management to prepare the organization for change to come with these efforts while enhancing its IT governance, project, program, and procurement management capabilities. These efforts should continue with focus on the business processes, the resources, and the existing technology of DMV in order to successfully modernize, improve, and transform DMV to an efficient and effective customer-centric service delivery model. The combined stabilization and foundational efforts will allow for increased innovation that is reliable, secure and compliant, while delivering immediate value to DMV customers.

Mail Operations: The DMV can be overwhelmed by a large volume of mail, and the Strike Team expects that there are efficiencies that can be realized in this area of the DMV. Many pieces of mail at the DMV are time sensitive and need to be quickly processed. Efficient mail sorting could cut down on calls to the call center, as many people are calling to ask for a status of a document they are expecting via the postal system.

Conclusion

The Strike Team found that the DMV has been under tremendous pressure with new initiatives and limited resources. The employees have worked hard to serve the people of California and want to make improvements. The Strike Team worked with the DMV management to assess their operations, see paths forward, obtain resources and work toward an end goal.

The federal deadline of October 1, 2020 to obtain a REAL ID is a significant challenge for the DMV. Even with all of the Strike Team's efforts, the department will still likely struggle to meet the expected demand. However, the Strike Team believes the department is better prepared to deal with unexpected challenges

and is on a path toward successfully serving the people of California more effectively and efficiently.

Strike Team Members, Government Operations Agency

Marybel Batjer, Secretary

Julie Lee, Undersecretary

Tamma Adamek, Assistant Secretary, Communications

Harj Chima, Assistant General Counsel

Stuart Drown, Deputy Secretary, Innovation and Accountability

Justyn Howard, Deputy Secretary, Fiscal Policy and Administration

Lynda Gledhill, Deputy Secretary, Communications

Bryan O'Dell, Assistant Secretary, Legislation

Holly Pearson, Deputy Secretary, Legal

Angelica Quirarte, Assistant Secretary, Digital Engagement

Jacob Roper, Assistant Secretary, Communications

Caroline Whitcomb, Assistant to the Secretary

Julie Whitten, Assistant Secretary, Innovation and Accountability

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Kathleen Webb, Acting Director

Jason Barton, IT Specialist I, Enterprise Planning Section

Andrew Conway, Deputy Director of Registration Operations Division

Robert Crockett, Deputy Director of Administrative Services Division

Rita Germain, Manager, Enterprise Planning Section

Wes Goo, Deputy Director of Licensing Operations Division

Ajay Gupta, Special Advisor to the Director Technology Transformation

Sonia Huestis, Deputy Director of Communication Programs Division

Rico Rubiono, Deputy Director of Information Systems Division

Colleen Solomon, Deputy Director of Field Operations Division

Kristin Triepke, Branch Chief, Licensing Operations Division

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California Department of Technology

Amy Tong, Director

Manveer Bola, Chief, Policy/Statewide Strategic Planning

Marlon Paulo, Deputy Director, Statewide Technology Procurement

Department of General Services

Dan Kim, Director

Richard Goldberg, DGS staff counsel

Jason Kenney, Deputy Director of Real Estate Services Division

Angela Shell, Deputy Director of the Procurement Division

Franchise Tax Board

Selvi Stanislaus, Executive Officer

Sheila Christianson, Administrator IV, Correspondence, Analysis, Support, and Education Section

Christopher Hicks, Administrator IV, Public Collections, Contracts & Support Section

Melissa Stone, Administrator III, Business Process Management Section

Department of Human Resources

Sarah Gessler, Chief of the Workforce Development Programs and Special Projects Division

John Sanborn, Chief Learning Officer, Workforce Development Programs and Special Projects Division

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Office of Emergency Services

Department of Transportation

Department of Corrections and Rehabilitation

Department of Food and Agriculture

Department of Tax and Fee Administration

California Highway Patrol

Covered California

Department of Consumer Affairs

Department of General Services

Department of State Hospitals

Department of Water Resources

Employment Development Department

Office of Systems Integration, Health and Human Services Agency

State Compensation Insurance Fund

California Victims Compensation Board