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December 5, 2009

MEMORANDUM

To: Representative Luciano "Lucky" Varela, Chairman
Senator John Arthur Smith, Vice-Chairman

From: Aurora B. Sánchez, IT/Program Evaluations Manager *A*

Subject: **Second Status Review of the ISD2 Replacement for the Human Services Department (Report #10-06)**

EXECUTIVE SUMMARY

The second status review of the Human Services Department's (HSD) combined Income Support Division integrated services delivery system (ISD2) replacement and your enterprise eligibility system (YES) project is to update the committee on the status of the project and overall use of the appropriated funds since the last update December 2008. The full project is estimated to cost \$51 million. The table below provides an update of project activities since last year.

Table 1. ISD2 Replacement and YES Status

Project Component	December 2008	December 2009
Eligibility Portal (YES) • Eligibility screening • Online application	<ul style="list-style-type: none">• Entered into joint powers agreements with six state social services agencies to develop a single eligibility portal.• Received \$100 thousand from partner agencies.• Applied for and received federal matching funds for the eligibility portal.• Requested and received quotes for hardware and software.• Completing the planning the technological infrastructure using a service oriented architecture.• Negotiating contracts for staff augmentation, IV&V and configuration and installation.• Preparing for the implementation phase.	<ul style="list-style-type: none">• Implemented a dual language eligibility portal.• Client can self-screen before visiting an office.• Hired IV&V for eligibility portal.• Executed contracts and hired technical contractors for portal development.• Hardware and software in place.• Contracted for and had a security assessment before making the portal available to the public.• Trained staff on new workflow.• Completing the online application so that clients can apply online and workers can electronically retrieve the applications.• Contract in signature process for maintenance and operation of the portal.

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 Status Review of ISD2 Replacement
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Project Component	December 2008	December 2009
Business Intelligence	<ul style="list-style-type: none"> • Requested and received quotes for business intelligence software. • Completing the planning the technological infrastructure using a service oriented architecture. 	<ul style="list-style-type: none"> • In the implementation phase. • VSAM files successfully downloaded. • Contract being reviewed internally and by DoIT. • Designing management reports. • Preparing to design the dashboard.
Imaging	<ul style="list-style-type: none"> • Completing the planning the technological infrastructure using a service oriented architecture • Preparing to issue the RFP. 	<ul style="list-style-type: none"> • In implementation phase. • Evaluated RFP responses and selected a vendor. • Negotiating contract terms and conditions.
ISD2 System Replacement	<ul style="list-style-type: none"> • Received approval from its federal partners to proceed with planning. • Released a request for information on commercial off-the-shelf and transfer systems to replace ISD2. 	<ul style="list-style-type: none"> • Hired IV&V for planning phase. • Received RFI responses and evaluated with same rigor as RFP and found potential product fits. • Preparing for architecture review at DoIT. • Preparing for next DoIT certification. • Awaiting federal approval for ISD2 replacement system and matching funds. • Preparing to issue an RFP for IV&V services on the replacement system.

Source: LFC Analysis

Although progress toward a replacement system appears to be slow, the department has taken special care to establish a solid project foundation and processes necessary to successfully implement new components and replace the existing system. The timeline to complete three of the four components (eligibility portal, business intelligence and imaging) in the implementation phase ranges from six weeks to 14 months after the Department of Finance and Administration (DFA) approves the component contracts. The department's goal is to serve its clients better and provide its worker with better tools.

Project Summary and Suggestions for Improvement. Since this status review is not considered a full evaluation, no findings are issued and responses are not required. The report does provide suggestions for improvement that can be incorporated into the implementation of the system going forward.

Observations and Suggestions for Improvement. These suggestions could improve HSD's reporting to external entities and provide a more professional yet inviting public web presence.

Reporting. HSD needs to improve monthly reporting to the project certification committee by including more financial information; IV&V recommendations and the status of implementing the recommendation; contracts signed, amount and purpose; timeline for completing components and subcomponents of the project.

Spanish language portal. HSD should consider revising the Spanish language portal to address inconsistencies and grammatical errors.

Budget austerity contingency planning. HSD has extended the implementation timeline for replacing the legacy system (ISD2) through FY11. HSD is also using a combination of contract and permanent staff. If nonrecurring general fund revenue is not available to hire contract staff, HSD can continue the implementation at a slower pace using permanent staff.

AGENCY AND PROJECT BACKGROUND

Income Support Program. According to the Social Services General Operating Procedures, 8.100.100 NMAC, the Income Support Division (ISD) of HSD, is responsible for providing economic, educational, and employment assistance, and access to social service resources to individuals and families in New Mexico. The ISD2 system is HSD's automated eligibility system used to help meet HSD's objectives.

Applications for public assistance for the following services can be downloaded from HSD's website or picked up at any ISD office statewide. In either instance, a client still has to visit an ISD office to complete the process. Data in the completed forms for the services listed below is manually entered into the system by an ISD worker.

- Food Stamps, Temporary Assistance for Needy Families (TANF), General Assistance, and Medicaid (single application).
- Low Income Home Energy Assistance Program – LIHEAP.
- The Emergency Food Assistance Program.

This is an area where HSD has chosen to improve its delivery of a public service through technology.

IT Project. The inadequacy of a COBOL- and VSAM-file-based mainframe system (common business oriented language and uses virtual sequential access method) is premise behind replacing the current ISD2 system and enhancing eligibility determination. The antiquated platform has made it more difficult and at times impossible to adjust to changing federal and state program regulations. Additionally, manual practices used by ISD increase data entry errors; create considerable frustration for individuals trying to apply for assistance; and cause displeasure within ISD's personnel ranks as they try to comply with state and federal regulations and effectively manage voluminous client files.

According to project documents, the ISD2 replacement will allow multiple agencies to determine eligibility from a central system designed to use service oriented architecture. The worker-facing component will provide functionality for the ISD worker for intake, interviewing, case assignment, appointment scheduling, case maintenance, eligibility determination, benefit calculation, benefit recovery, and quality assurance. The public-facing component will allow the public easier access to services.

The ISD2 replacement project includes the following components:

- Eligibility screening and application process (YES);
- Business intelligence;
- Imaging; and
- Legacy system replacement (ISD2).

The eligibility system (YES), business intelligence, imaging, are in the implementation phase, but are not considered part of the ISD2 replacement by HSD's federal partners. The components in the implementation phase will provide the necessary technological infrastructure needed to sustain an open system architecture that is robust, flexible, scalable and easier to use. It incorporates a service oriented architecture which is a method for systems development and integration that groups system(s) functionality around business processes. The eligibility component incorporated public domain system code from Wisconsin and used an implementation model similar to the one adopted by Georgia and New York. New Mexico did not have to pay for the system code because HSD's federal partners, Food and Nutrition Services (FNS) and Center for Medicare and Medicaid Services (CMS), had already paid for the federal share for the development.

The ISD2 replacement component is currently in the planning phase.

Through Joint Powers Agreements (JPA) signed in FY08, HSD partnered with six State agencies: Department of Health (DOH), Children, Youth and Families Department (CYFD), Aging and Long-Term Services Department (ALTSD), the Commission for Deaf and Hard-of-Hearing Persons, the Workforce Solutions Department (WSD), and the Developmental Disabilities Planning Council (DDPC) to develop a statewide enterprise Internet portal for program eligibility screening. Under the JPAs, the agencies contributed \$100.6 thousand toward the portal's development which is now available to the public through HSD's website. **Exhibit 1** shows pictures of the HSD webpage where clients can access the now active eligibility portal and of the English and Spanish versions of the portal.

Exhibit 2 lists the programs sponsored by HSD and its partner agencies for which citizens can self-screen for available services. These programs also will be included in the "apply for benefits."

Current Status. Since December 2008, HSD has completed, is working or starting on the following project component:

Your Eligibility System, Business Intelligence and Imaging. HSD

- Completed the online eligibility to allow potential applicants to screen themselves to determine if they might be eligible for benefits before visiting an Income Support Division office or the offices of other participating agencies. The eligibility portal went live July 28, 2009. Eligibility screening is available in both English and Spanish. The Spanish translation has grammatical errors and inconsistencies that should be addressed.
- Trained 41 state employees on YES: 26 from HSD, 8 from CYFD and 7 from DOH.
- Contracted for a security assessment of the YES implementation. The assessment provided positive feedback for improvement that HSD incorporated before going live.
- Contracted and received independent validation and verification (IV&V) services for the implementation phase.
- Purchased, installed and configured the required hardware.
- Work toward online application without having to visit an office is underway. This component is due six weeks after DFA approves the contract.

- Business intelligence is the component of the project that will allow for better decision making and reporting by HSD administration and personnel. The design of the needed reports is underway and the dashboard design should start sometime mid-December 2009. The VSAM file download was fast, clean and successful.
- Document imaging and content management will allow workers to have electronic access to non-HSD-created documents that are required as part of eligibility verification and approval for benefits and part of HSD’s client files. The department issued request for proposal in April 2009. A vendor was selected, and contract negotiations are underway. The imaging component should be completed 12 to 14 months after DFA approves the contract. A major concern that HSD faced in selecting an imaging vendor was finding vendors that understood the human services business and nomenclature. Other states cited knowledge of human services work as critical to success.

Legacy Replacement – ISD2. HSD

- Submitted the implementation advanced planning document (APD) to HSD’s federal partners, FNS and CMS. After several months of submitting drafts to its federal partners, HSD should have an approved APD late December 2009. After HSD receives federal approval, it can then request DoIT certification.
- Issued a request for information (RFI) to find potential products that would meet HSD’s requirements. The technical and functional responses to the RFI were evaluated with the same rigor as if it were an RFP.
- Hired IV&V vendors for the planning phase. HSD hired two IV&V vendors, one for the YES implementation and another for the planning of the ISD2 replacement. Although this may not be a common practice, it allowed HSD the opportunity to assess the quality and thoroughness of IV&V reporting. This will give HSD a better sense of which vendor might be more acceptable for verifying and validating the overall system implementation.

Appropriations. The ISD2 replacement project, including the enterprise eligibility system was funded separately in Laws 2007 has been appropriated \$10.9 million in nonrecurring general fund revenues from 2005 to 2009 and includes 12 term full-time-equivalent positions. For the same time period federal funds were estimated to be \$18.7 million. However, the approved federal match rate (55 percent) was much lower than the estimated federal rate (for the 2005 and 2007 appropriations) so \$8.1 million in federal funds is not available. The total available for this project is \$21.5 million from appropriations and \$100.6 thousand from agency contributions or \$21.6 million.

Table 2. ISD2 Replacement Appropriation Breakdown
 (in thousands)

Project	Year Appropriated	State	Federal (estimated)	Total
ISD2R	2005 ⁽¹⁾	\$1,000.0	\$6,200.0	\$7,200.0
ISD2R	2007 ⁽¹⁾	\$1,500.0	\$4,500.0	\$6,000.0
YES	2007 ⁽¹⁾	\$2,000.0		\$2,000.0
ISD2R	2009	\$6,392.0	\$7,972.4	\$14,364.4
Less Incorrect ISD2R federal match rate in 2005 and 2007			(\$8,100.0)	(\$8,100.0)
Total ISD2R and YES		\$10,892.0	\$10,572.4	\$21,464.4

Source: GAA 2005, 2007, 2008, and 2009

(1) Extended through FY10 or all federal funds not available, or both.

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Federal funds appropriated in the General Appropriation Act are estimates until HSD's federal partners approve the required planning documents. To date, HSD has received \$3.8 million from its federal partners and has an additional \$12.1 million available.

Appropriations prior to 2009 were not set up as separate Zcodes in SHARE but were included in the data processing appropriation fund (630-901). Without assistance from the department, it is difficult to independently report on expenditures prior to FY09. For FY09 and FY10 through November 2009, the expenditure reports from SHARE and the information provided by the agency are identical.

Total expenditures from the 2005, 2007 and 2009 appropriations are \$2.1 million for both ISD2 replacement and YES-NM. As of November 2009, HSD has \$22.1 million available from the 2005 – 2009 appropriations. HSD estimates that it will not fully expend the 2005 and 2007 appropriations by June 30, 2010; therefore, it will be requesting an extension of time from the 2010 Legislature. Even though the extensions in Laws 2008, Chapter 3 grant a "final" extension through FY10, HSD will lose the federal match of \$5.3 million if an extension is not granted. The following table shows the appropriations, budget, expenditures and available balances through November 2009.

Table 3. ISD2 Replacement and YES - NM Appropriations, Expenditures and Available Balances
 (in thousands)

	Actual Appropriation			Budget			Expenditures		Available Budget		Appropriation Balance	
	Year	Amount		Year	Amount		Amount		Amount		Amount	
		GF	FF		GF	FF	GF	FF	GF	FF	GF	FF
ISD2R	2005	\$1,000.0		FY07	\$90.0	\$0.0	\$15.7	\$22.5	\$74.3	-\$22.5		
	2007 ⁽¹⁾	\$1,500.0	\$2,833.0	FY08	\$175.2	\$285.7	\$33.9	\$41.4	\$141.3	\$244.3		
				FY09	\$1,958.9	\$2,533.1	\$249.5	\$297.0	\$1,709.4	\$2,236.1		
				FY10			\$205.7	\$251.4				
	2009	\$6,392.0	\$7,972.4									
	Total	\$8,892.0	\$10,805.4		\$2,224.1	\$2,818.8	\$504.8	\$612.3	\$1,719.3	\$2,206.5	\$8,387.2	\$10,193.1
YES-NM	2007 ⁽²⁾	\$2,000.0	\$2,444.4	FY08	\$174.4		\$44.4		\$130.0	\$0.0		
				FY09	\$832.5	\$1,017.5	\$410.9	\$500.3	\$421.6	\$517.2		
				FY10			\$7.4	\$9.0				
		Total	\$2,000.0	\$2,444.4		\$1,006.9	\$1,017.5	\$462.7	\$509.3	\$544.2	\$508.2	\$1,537.3
	Grand Total	\$10,892.0	\$13,249.8		\$3,231.0	\$3,836.3	\$967.5	\$1,121.6	\$2,263.5	\$2,714.7	\$9,924.5	\$12,128.2

Source: HSD

(1) Federal funds appropriated were greater than actual match received.

(2) Federal funds shown in appropriation 2007 for YES-NM were not appropriated. HSD sought and received a federal match after the appropriation was made.

Project Certification. Between December 2005 and September 2008, HSD requested certification for almost \$7.3 million for the project from the State Chief Information Officer (now Department of Information Technology (DoIT)) for planning. After HSD reassessed the project's direction in 2008, it requested certification from DoIT to (1) combine the ISD2 replacement and the eligibility system (YES) into one project, and (2) increase the amount for planning phase to \$2 million (an increase of \$1.1 million from previous certifications). According to 25 other states contacted, partial or full demonstrations of 16 other states' systems and due diligence visits, a project like the ISD2 replacement takes between eight and 10 months to plan and costs about \$2 million. DoIT certification only can be sought after HSD receives approval from FNS and CMS. The table below shows the four certifications HSD requested, the amount and purpose of each certification.

**Table 4. Appropriations Available and Project Certification Activity
 FY05 through FY09**
 (in thousands)

Appropriations				Certification					
Year	GF	FF	Total	Date	GF	FF	Contributions	Total	Phase
2005	\$1,000.0	\$6,200.0	\$7,200.0	12/12/05	\$90.0			\$90.0	Zero – preplanning
2007	\$1,500.0	\$4,500.0	\$6,000.0	4/20/07	\$248.3	\$285.7	\$100.6	\$634.6	Planning
2007	\$2,000.0		\$2,000.0	11/30/07	\$275.0			\$275.0	YES Initiation
2009	\$6,392.0	\$7,972.4	\$14,364.4	9/10/08	\$1,101.0			\$1,101.0	Zero and Planning ⁽¹⁾
Less incorrect federal match		(\$8,100.0)		9/10/08	\$1,926.6	\$3,254.7		\$4,281.3	Phase I Implementation ⁽²⁾
Total	\$10,892.0	\$10,572.4	\$21,464.4		\$3,640.9	\$3,540.4	\$100.6	\$7,281.9	

Source: GAA and Certification Requests

- (1) ISD2 replacement phase Zero and eligibility (YES) planning phase.
 (2) Eligibility determination consolidation and ISD2 conversion into layered structure.

The implementation advance planning document is being reviewed for final approval by HSD's federal partners. HSD should have approval by the end of December 2009 when it can then seek certification from DoIT.

In its FY11 Information Technology Plan, HSD is requesting \$10 million from general fund revenues and \$12.3 million in federal funds to continue the project. The estimated cost to replace the system is \$73.1 million down from \$84 million estimated last year. In addition to the one-time nonrecurring appropriation request, HSD also requested a base budget expansion of six full-time-equivalent positions to provide in-house support for YES.

Project Management and Oversight. Project management and oversight are critical components of any successful project. HSD has a highly qualified project manager assigned full-time to the project, has executive agency support and has and will continue to contract for IV&V services.

Project Manager. The assigned project manager is a full-time HSD employee with over 20 years experience managing large complex projects, a degree in management information systems, course work toward an MBA and a doctorate in human resource development of which organizational change is a component. The project manager surpasses the minimum requirements of a bachelor's degree and six year experience.

Oversight. The DoIT project oversight and compliance bureau staff reviewed HSD's self-reported project information and retained the agency's self-assessed rating of **YELLOW**. A yellow rating indicates the project has been escalated for resolution to the Executive Sponsor, in accordance with the project's issue escalation and resolution procedure.

DoIT keeps the ISD2 replacement project on its watch list because of concerns regarding changes in management and project direction; two extensions of the appropriations; impact to multiple agencies; readiness of HSD to proceed; accounting for all projects' funds and the potential federal sanctions and actions. At the November 2009 Project Certification Committee (PCC) meeting, PCC members asked that HSD report overall status of the project versus the status of tasks or work completed for the particular month.

Concerns. The concerns expressed in last year's status report have changed slightly. HSD has worked toward minimizing those concerns through training, security reviews, contracting for skilled staff and assessing the skill level of IV&V vendors. Large projects like the ISD2 replacement are at greater risk of failure because of their sheer size and complexity. The following will remain as concerns until the project is successfully moved into production.

Table 5. LFC Project Concerns and HSD Mitigation Strategies

12/2008 Concern	HSD Mitigation
Change in agency top-level management.	
Short-fall in state general fund revenues.	Strongly considering expanding the time within which to implement.
Federal partners deny advance planning document.	Working closely with federal partners by sending advanced drafts and receiving comments so that changes can be made and approval can be expedited.
Change in project manager.	Project manager is a full-time HSD employee
Not enough involvement from knowledgeable functional staff	Functional staff is involved in all aspects of the project.
Not enough or not sufficiently knowledgeable IT staff assigned to the project	Contracting for qualified technical staff and training internal staff. Dedicated a full-time business lead and backfilling 18 - 20 business user positions.
Impact of partner agency requirements on the base system	Public facing component, YES, implementation is being managed so that ISD2 replacement planning happens simultaneously.
Inadequate consideration of overall security	Contracted for external security reviews.
Project delays	Working closely with federal partners, DoIT and vendors to keep delays to a minimum.
Inability of the IV&V contractor to honestly report the project status to the department secretary or DoIT	Assessing quality of IV&V vendors and using the request for proposal process to obtain the best IV&V available. IV&V vendors also report independently to DoIT.

Source: LFC Analysis



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HSD Strategic Goals

- Insure New Mexico
- Improve Health for New Mexicans
- Combat Hunger
- Improve Behavioral Health
- Protect & Support Vulnerable Populations
- Workforce Development & Infrastructure
- HSD Presentations
- 2009 Special Session

What's **NEW!** at HSD

- Governor Bill Richardson Congratulates Pamela Hyde on Senate Confirmation
- Governor Bill Richardson Breaks Ground on the Los Lunas Substance Abuse Treatment and Training Center
- 2009 Behavioral Health Collaborative Conference Dedicates One Full Day to Ethics and Cultural and Linguistic Competency Training
- 2009 Behavioral Health Collaborative Conference to Address the Epidemic of Premature Death in Persons with Serious Mental Illness
- 2009 New Mexico Behavioral Health Conference Includes New Approaches for Helping Veterans and Their Families
- Youth Recovery and Resiliency Topics at



Child Support

CSED helps locate missing parents, establishes legal paternity, and oversees child support orders.



Income Support

ISD assists low income New Mexicans with various programs including Food Stamps, General Assistance, Temporary Cash Assistance



Medical Assistance

MAD manages the New Mexico Medicaid program. Medicaid is a joint federal and state program that pays for health care to New Mexicans who are eligible for Medicaid benefits.



Behavioral Health

BHSD helps ensure access to mental health and substance abuse services; reducing the uninsured gap in New Mexico and increasing Medicaid funding for behavioral health services.



ISD2R and YES-NM Project

The NM Human Services Department is in the process of replacing the 22(plus)-year-old income support eligibility system known as the Integrated Service Delivery System or ISD2.

[Click here to be redirected to the new YES-NM eligibility screening.](#)



Recovery and Reinvestment

[Click here for more information about Grant Opportunities.](#)



Video Conference Calendar



Swine Flu



Pamela S. Hyde, JD
Cabinet Secretary

"The department's goals reflect its commitment to providing the best service possible to clients through three core values: Access, quality, and accountability."

- Secretary Hyde

- Governor's Office
- Lt. Governor's Children's Cabinet
- INSURE New Mexico! SOLUTIONS*
- Behavioral Health Initiative
- Behavioral Health RFP
- Behavioral Health RFP Procurement Library
- Work in New Mexico



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- ✓ [Cash Assistance](#)
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- ✓ [Women, Infants & Children \(WIC\) Supplemental Nutrition](#)
- ✓ [Low Income Home Energy Assistance Program \(LIHEAP\)](#)

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YES, es una manera rápida y fácil para las personas en Nuevo Mexico de obtener respuestas a preguntas en programas de salud y nutrición. Por favor oprima una imagen abajo para seleccionar la herramienta que a usted le gustaria utilizar.

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- ✓ [Nutrición Suplementaria de Mujeres, Bebés y Niños \(WIC\)](#)
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ISD2R and YES-NM Human Services Supported Programs

<p>Human Services Department (HSD)</p> <ul style="list-style-type: none"> • Supplemental Nutrition Assistance Program (SNAP)* • Temporary Assistance for Needy Families (TANF)* • Employment Retention Bonus Program (ERB) • TANF Support Services* • Education Works Program (EWP) • General Assistance Program (GA) Disabled Adults* • General Assistance Program (GA) Unrelated Children* • Low Income Home Energy Assistance Program (LIHEAP)* • Low Income Telephone Assistance Program (LITAP) • Refugee Case Assistance (RCA)* • Burial Assistance • State Supplement for Adult Residential Shelter Care Homes (ARSCH) • Medicaid* <ul style="list-style-type: none"> ○ Medical Assistance for Women and Children (MAWC) ○ Medicare Savings Programs (QMB, SLIMB, QI1) ○ Medicaid Extension Programs ○ Working Disabled Individuals (WDI) ○ Institutional Care Medicaid (ICM) ○ Program of All-inclusive Care for the Elderly (PACE) ○ State Coverage Initiative (SCI) ○ Premium Assistance Programs/Insure NM ○ Refugee Medical Assistance (RMA) ○ Emergency Services for Aliens (EMSA) ○ Breast or Cervical Cancer (jointly with DOH) <p><u>Medicaid Home and Community Based Services Waivers (HCBS) (jointly administered with ALTSD &/or DOH)</u></p> <ul style="list-style-type: none"> ○ Disabled and Elderly Waiver (D&E) ○ Developmentally Disabled Waiver (DD) ○ Medically Fragile Waiver (MF) ○ Aids Waiver ○ Medically Self-Directed Waiver Program (Mi Via) ○ Traumatic Brain Injury (TBI)
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Source: HSD

Supported-YES-NM Component of Partnering Social Services Agencies

<p>Department of Health (DOH)</p> <ul style="list-style-type: none"> • Family, Infants and Toddlers (FIT) • Children's Medical Services (CMS) • Women, Infants, and Children(WIC)* • Family Planning Program (FPP) 	<p>Commission of the Deaf and Hard of Hearing (CDHH)</p> <ul style="list-style-type: none"> • Communications Access Program
<p>Aging and Long Term Services Department (ALTSD)</p> <ul style="list-style-type: none"> • Traumatic Brain Injury (TBI) • Personal Care Option (PCO) • GAP 	<p>Developmental Disabilities Planning Council (DDPC)</p> <ul style="list-style-type: none"> • Guardian and Treatment Guardian Program
<p>Children, Youth, and Families Department (CYFD)</p> <ul style="list-style-type: none"> • Childcare Program* 	<p>Workforce Solutions Department</p> <ul style="list-style-type: none"> • Workforce Investment Act (WIA)

Source: HSD