

**STATE AUTOMATION SYSTEMS STUDY**

**SITE VISIT: AUGUST 4 - 6, 1993**

**TEXAS STATE REPORT**

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**FINAL**

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**TEXAS STATE REPORT**  
Site Visit August 4 - 6, 1993

**STATE PROFILE**

**System Name:** Welfare Network (WelNet) includes the System for Application, Verification, Eligibility, Referral, and Reporting (SAVERR), which is the database for eligibility determination and the Generic Work Sheet (GWS), the PC based application at local offices.

**Start Date:** 1973 (SAVERR)  
1980 (GWS/WelNet)

**Completion Date:** 1979 (SAVERR)  
1990 (WelNet - Phase III)

**Contractor:** None

**Transfer From:** State developed

**Cost:**

<b>Actual:</b>	\$39,794,007 (WelNet III and amendments)
<b>Projected:</b>	\$22,447,934 (WelNet - Phase III)
<b>FSP Share:</b>	\$25,587,892
<b>FSP %:</b>	64.3%

**Number of Users:** 10,000 (est.)

**Basic Architecture:**

<b>Mainframe:</b>	Unisys 2200/644
<b>Workstations:</b>	80286 and 80486 PCs, Intel based 486SX-33 PCs
<b>Telecommunications Network:</b>	Six T1 lines form a statewide backbone

**System Profile:**

<b>Programs:</b>	Food Stamp, Medicaid, Aid to Families with Dependent Children
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## 1.0 STATE OPERATING ENVIRONMENT

The Health and Human Services Commission is an umbrella organization directed by a Commissioner who reports to the Governor of Texas. The agencies that report to the commission include: the Texas Department of Human Services (TDHS), the Division of Information Resources (DIR), Health, the Commission for the Blind, Protective Services, and Mental Health and Mental Retardation. The responsibilities of these agencies are changing as a result of a recent reorganization in the State that is still being implemented. Prior to the reorganization, the Client Self-Support Services (CSS) Division, within TDHS, was responsible for the administration of the Food Stamp Program (FSP), Aid to Families with Dependent Children (AFDC) Program, and the Texas Medicaid Assistance Program (Medicaid). With the recent reorganization, TDHS will determine Medicaid eligibility, but the Department of Health will be responsible for overseeing the provision of medical services. Responsibility for administering FSP and AFDC will remain with TDHS.

DIR has an oversight responsibility to ensure that all agencies' data systems work together; however, the TDHS Management Information Systems (MIS) Division has responsibility for providing application and operational support for its applications. TDHS programs are supported by several systems including Welfare Network (WelNet), which encompasses the System for Application, Verification, Eligibility, Referral, and Reporting (SAVERR) and the Generic Work Sheet (GWS). SAVERR is a mainframe based system, while GWS is microcomputer based. WelNet is the client server network environment that supports the field user in obtaining data that is provided to SAVERR.

Texas contains 254 counties and has one of the largest recipient populations in the nation. The population of Texas in 1990 was 17,059,805. Approximately 11.0 percent were food stamp recipients. Ten Texas counties represent the preponderance of the food stamp caseload.

After some fluctuation in the mid 1980s, the level of unemployment in Texas declined from 1986 to 1990 and increased in 1991. Between 1986 and 1990, the State's unemployment rate decreased from 8.9 percent to 6.2 percent. The State's unemployment rate increased to 6.6 percent in 1991.

The October 1992 report, *The Fiscal Survey of States*, provides the following information compiled by the National Association of State Budget Officers:

- Texas' nominal expenditure growth for fiscal year (FY) 1993 was negative; the national average for expenditure growth was 2.4 percent.
- Texas' net revenues for FY 1993 did not change.
- The regional outlook indicated that Southwest states have experienced slow growth. The regional weighted unemployment rate of 7.9 percent was slightly higher than the national average of 7.8 percent. The per capita regional personal income increase of 3.6 percent was greater than the national average of 2.4 percent.

## 2.0 FOOD STAMP PROGRAM OPERATIONS

At the State level, Food Stamp Program operations are the responsibility of the Eligibility Services Unit within Client Self-Support Services. FSP operations are integrated with AFDC and Medicaid eligibility activities.

Local operations are handled through 440 local welfare offices located throughout the State. Local office operations are directed by ten regional administrators.

### 2.1 Food Stamp Program Participation

As indicated in Table 2.1, Average Monthly Public Assistance Participation, there has been an increase in the number of participants in all program areas during the last five years. Between 1988 and 1992, the number of food stamp cases increased by over 400,000 cases (80.0 percent) and nearly one million individuals (59.5 percent). During the same period, the number of AFDC cases increased by 56.9 percent, Foster Care participation increased by 166.8 percent, and Medicaid participation increased by 86.3 percent. The large increase in the number of Medicaid participants resulted from the increase in the number of Medicaid programs during the period.

**Table 2.1 Average Monthly Public Assistance Participation**

<b>Program</b>	<b>1992</b>	<b>1991</b>	<b>1990</b>	<b>1989</b>	<b>1988</b>
<b>AFDC</b>					
Cases	265,819	239,887	208,897	181,598	169,403
Recipients	753,155	688,300	603,300	535,700	504,600
<b>FSP</b>					
Cases	903,200	769,900	645,300	550,700	501,600
Individual	2,492,082	2,164,583	1,881,496	1,627,848	1,562,551
<b>Medicaid</b>	1,659,823	1,391,746	1,229,095	974,088	890,829
<b>Foster Care</b>	14,977	8,365	7,156	6,206	5,613

### 2.2 FSP Benefits Issued Versus FSP Administrative Costs

The ratio of benefits issued to FSP administrative costs has improved from 13:1 in 1988 to 18:1 in 1992.

Texas' average monthly benefit issuance per household over the last five years, as provided in Table 2.2, has increased.<sup>1</sup>

<sup>1</sup> The number of households and benefit amounts use data reported in FNS's *State Activity Reports* each year.

**Table 2.2 FSP Benefits Issued**

	1992	1991	1990	1989	1988
Average Monthly Benefit Per Household	\$196.80	\$191.47	\$184.55	\$168.83	\$166.65

**2.3 FSP Administrative Costs**

Texas' Food Stamp Program administrative costs for the past five years are provided in Table 2.3.<sup>2</sup> While total costs have increased each year, average cost per household remained relatively constant between 1988 and 1990 and decreased in subsequent years. Overall, the average Federal administrative cost per household decreased by over 16 percent during the five year period.

**Table 2.3 FSP Federal Administrative Costs**

	1992	1991	1990	1989	1988
Total FSP Federal Admin. Cost	\$118,840,648	\$106,010,823	\$103,815,060	\$84,835,018	\$78,543,629
Avg. Federal Admin. Cost Per Household Per Month	\$11.12	\$11.57	\$13.41	\$13.04	\$13.30

**2.4 System Impacts on Program Performance**

Areas of Food Stamp Program performance that could potentially be affected by the automated systems that support the Program include:

- Staffing
- Responsiveness to Regulatory Change
- Combined Official Payment Error Rates
- Claims Collection
- Certification/Reviews

<sup>2</sup> The number of households and FSP Federal administrative costs are derived from data reported in the FNS *State Activity Reports* for each year.

### 2.4.1 Staffing

There are 5,459 generic eligibility workers (EWs), 550 eligibility worker supervisors, and 83 district or regional office staff in Texas. Clerical staff, who serve as receptionists and screeners, support FSP operations, but are not included in these numbers. TDHS made the shift to generic caseworkers in 1988 to 1989 when GWS was implemented.

### 2.4.2 Responsiveness to Regulatory Change

As shown in Exhibit A-2.1 in Appendix A, TDHS has implemented most Federal regulations in a timely manner. Of the 14 regulations on the chart, two were not relevant to Texas and one was implemented late. Regulations identified by codes 1.1 and 1.2 were not applicable in Texas because the State does not have a General Assistance Program or provide school clothing allowances. The exclusion of advance earned income tax credit payments (code 3.2, provision 273.9(c)(14)) was implemented one year after its effective date because TDHS received the legislation too late to implement it on time. TDHS uses executive letters to direct workers to make changes until the change can be made in the caseworker handbook. Implementation of manual changes to work around the automated systems has been necessary in some situations since it is time consuming to make changes to the automated systems.

### 2.4.3 Combined Official Payment Error Rate

Texas' official combined error rate, as indicated in Table 2.4, has fluctuated during the past five years. The error rate decreased between 1988 and 1989, increased in 1990, remained constant in 1991, and increased again in 1992.

**Table 2.4 Official Combined Error Rate**

	1992	1991	1990	1989	1988
Combined Error Rate	11.83	10.46	10.46	9.24	10.25

In 1992, quality control errors were 11.83 percent and resulted in sanctions of approximately \$32 million. Users have suggested a number of system enhancements that would improve the error rates, but State staff indicated that MIS staffing levels are inadequate to develop and implement these changes.

TDHS staff suggested a couple of explanations for the high error rates. First, the transition from a manual eligibility determination system to GWS was being completed in 1992; the adjustments required to deal with the system may have contributed to the higher error rates in 1992. Second, the shift to generic caseworkers and greater reliance on automated systems resulted in caseworkers placing more reliance on the automated systems and being less familiar with assistance program policies.

#### 2.4.4 Claims Collection

Table 2.5 presents data indicating the total value of claims established, the value of claims collected, and the percentage of claims established that were collected. The dollar value of claims collected increased each year during the five year period and the value of claims established increased each year except 1989.

Texas' claims collected as a percentage of claims established varied during the period. It increased between 1988 and 1990, but the percentage decreased in 1991 and 1992. The percentage of claims collected is affected by the total number of claims established, whether the individual is still receiving benefits, the amount of available assets, and other factors.

**Table 2.5 Total Claims Established/Collected**

	1992	1991	1990	1989	1988
<b>Total Claims Established</b>	\$22,987,273	\$18,648,189	\$15,255,655	\$12,541,403	\$13,555,838
<b>Total Claims Collected</b>	\$11,020,017	\$9,262,721	\$8,060,220	\$6,339,981	\$6,196,129
<b>As a % of Total Claims Established</b>	47.9%	49.7%	52.8%	50.6%	45.7%

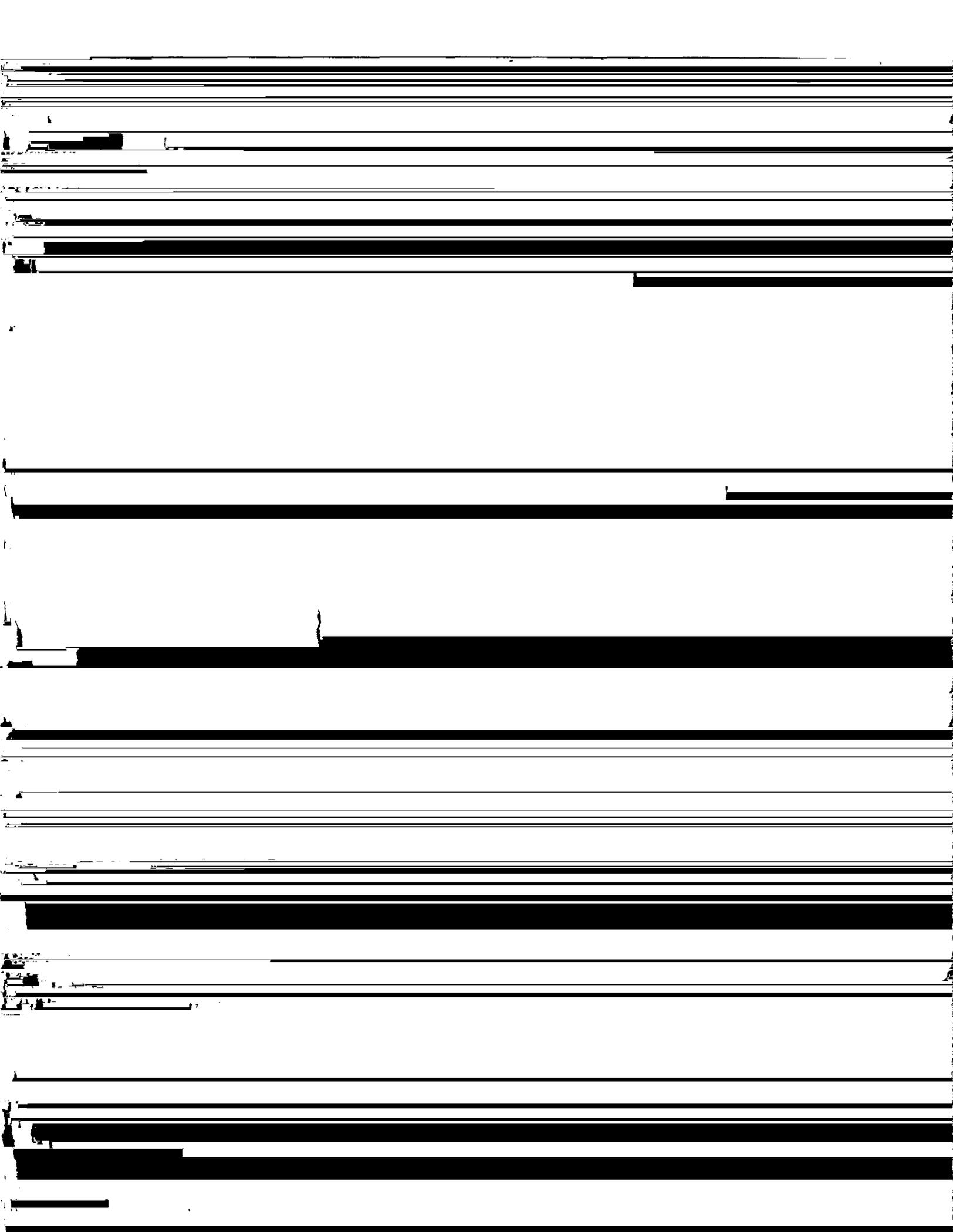
#### 2.4.5 Certification/Reviews

WelNet was Family Assistance Management Information System (FAMIS) certified in December 1990 by the Family Support Administration (FSA) of the Department of Health and Human Services (DHHS).

State staff also indicated that FNS conducted a post-installation review of the system; however, the State did not provide additional information detailing when the review was conducted or describing FNS' findings.

### 3.0 OVERVIEW OF THE SYSTEM

At the local level, WelNet supports 29 programs. WelNet is comprised of multiple systems including: SAVERR, the client eligibility database for FSP, AFDC, and Medicaid that resides on the central site mainframe; the local area network (LAN)/wide area



- **Eligibility Determination.** Some eligibility workers in Texas conduct interactive interviews with clients, while others enter data into the system after the interview is completed. The WelNet Generic Work Sheet application, on the worker's microcomputer, guides the worker through the interview process. Only data entry screens relevant to the case are presented to the worker. There are 10 principal screens for FSP cases with many subscreens for a total of 69 potential screens that could be used during the interview. The worker can modify the screen sequence and skip screens.

The system determines eligibility and calculates benefits at the worker's personal computer (PC) once the required verifications have been made. The system tracks the outstanding verifications. The case is stored in a queue with other ready cases which are periodically uploaded to the central mainframe where final edits are performed. If there are no corrections or fatal errors, the benefits are added to the master issuance file.

- **Benefit Calculation.** The process of calculating benefits at the local workstation is the most time consuming part of the eligibility determination process. Currently, the caseworker is not required to review the budget calculated by the system; however, this will be changed in a future enhancement in an attempt to review benefits calculated as a means of avoiding errors. Supervisory review is required only when manual authorization to participate (ATP) cards are prepared locally for expedited issuances or to meet timeliness requirements.

When the worker sends the case to the queue for transmittal to the mainframe and all mainframe edits are passed, the case and benefits have been authorized. The case has to go through the host computer to pay the benefits. There is daily processing for new applicants.

- **Benefit Issuance.** At the time of the site visit, approximately 27.5 percent of all coupons issued in Texas are mailed from the central office; remaining benefits are issued over the counter by contractors (64.0 percent) and the U.S. Postal Service (8.5 percent) when a client presents an ATP card. ATPs are mailed from the central office, with the exception of ATPs for expedited issuances, which are manually prepared in the local offices. ATPs are mailed using automated mailing machines.

If ATPs are not received or coupons are lost or stolen, the caseworker can enter data needed to issue replacement benefits into WelNet. The original and replacement document numbers are linked in the issuance history file. Reconciliation for the replacement issuances is handled through the recovery units.

TDHS has initiated planning for an electronic benefit transfer (EBT) project for both FSP and AFDC benefit issuance at the point of sale. An Advanced Planning Document (APD) has been submitted to FNS and the Agency for Children and Families (ACF) and approved by both agencies. A Request for Proposals (RFP)

has been released, and GTASCO has been selected. Phase I of the EBT project will begin in Houston in September 1994, and the system is expected to be operational statewide by 1996. The project is being managed in conjunction with the Office of the Controller.

- **Notices.** The system prints all required notices. The notices are printed locally and given to the client before the client leaves the offices. If necessary, the local office mails notices. Worker input is not required to generate notices, but workers do have the option of requesting certain notices and adding text to notices. Notices are prepared in English and Spanish, and AFDC and food stamp notices are not combined.
- **Claims System.** Eligibility workers must complete a paper claim form and obtain the necessary affidavits from the client. The claim forms are sent to the Regional Recovery Unit office for entry into the Regional Recovery Unit System (RRUS), a PC-based stand-alone system that resides on individual workstations which can connect to the mainframe directly. RRUS is used to establish claims, track collections, generate demand letters and receipts, and maintain an account of claims payments. For claims established as recoupments, the amount of the recoupment is input to SAVERR, which provides the amount recouped to date. Records of claims outstanding are available on-line. Information on claims collected is provided in paper reports.

The State expects to replace the accounts receivable portion of RRUS with the new Accounts Receivable Tracking System (ARTS) in August 1995. ARTS will be integrated with SAVERR and will have a graphical user interface (GUI). The new system will track not only client-related receivables, but will also include all other receivables for the agency.

- **Computer Matching.** In addition to the matches performed when the application is registered on the system, a number of other matches are performed during the certification period. SAVERR performs computer matching in a batch mode biweekly for Social Security Administration (SSA) and State databases, weekly for Supplemental Security Income (SSI), and monthly for the Internal Revenue Service (IRS) and SSNs. Before the scheduled interview time, an on-line inquiry is made to the Texas Employment Commission database to identify any income earned or unearned by the applicant. Income and Eligibility Verification System (IEVS) matching is performed after eligibility has been determined. A printout of IEVS matches is provided to the eligibility worker to resolve. State staff believe that the most effective matches are State wage and SSI benefit matches.
- **Alerts.** There are no on-line worker alerts. TDHS does not send broadcasts about changes, problems, new methods, etc.
- **Monthly Reporting.** TDHS does not require monthly reporting. Texas received a waiver from FNS to eliminate monthly reporting for FSP. Individual regions

within the State have the option of performing Food Stamp Program recertification at three month intervals instead of six month intervals. State staff indicated that the shorter certification period helps to reduce errors that are related to unreported changes.

- **Report Generation.** The system provides daily reports listing outstanding work requiring the caseworker's attention. There are a number of on-line reports that list pending cases and pending applications by age. Users believe that the system provides good reports for case management. The system has fully automated the production of the Food Stamp Mail Issuance Report (FNS-259) and provides information for the completion of all other reports required by FNS.
- **Program Management and Administration.** Texas has electronic mail (E-mail) capability for all levels of staff. E-mail is used to disseminate policy changes as well as executive letters.

Office automation capabilities are provided to local offices through the client server LAN environment. GWS performs workload allocation monitoring and provides tools to help manage workload.

TDHS provides MAPPER capabilities for the 2200/400 at the Texas Water Commission. Users can access databases residing on this system through SPSS and MAPPER. Over 400 separate applications have been developed by users to utilize information in the database. TDHS has an information center and training programs to train users in MAPPER, SPSS, LOTUS, DOS, and WordPerfect. As TDHS migrates to an open systems architecture, it plans to enhance the ad hoc user reporting capability by making Standard Query Language (SQL) available.

### **3.2 Level of Integration/Complexity**

Integration occurs at a number of levels. SAVERR is an integrated database for Medicaid, food stamp, and AFDC eligible recipients. WelNet provides a network for a number of LANs and WANs for 29 program areas in which field workers provide client service. The application programs are complex, with a number of interdependencies and a variety of structures. Different programs update AFDC and Food Stamp Program data; however, the eligibility screens used to capture basic data apply to every client. The system contains a case record for AFDC and FSP and an independent client record that points to a case record and a historical issuance and financial summary.

The Child Care Management System (CCMS) and the Social Services Management System (SSMS) interface to SAVERR.

### **3.3 Workstation/Caseworker Ratio**

State staff estimates that there are approximately 15,000 terminals statewide which support the Food Stamp, AFDC and Medicaid programs. The WelNet system is designed to

provide one workstation for each caseworker, supervisor, and clerical person. Additional terminals support other users, including MIS personnel, State program and administrative staff, and staff within other agencies.

### **3.4 Current Automation Issues**

State staff expressed concern regarding two issues. First, monthly closeout on the mainframe requires 48 to 72 hours. One Friday per month, while monthly closeout processing is being performed, the mainframe is not available to the users. During this time, workers cannot do updates or error corrections but are able to continue with the rest of their work, which is queued at the mainframe.

The lack of software maintenance is another concern. Only 30 percent of the requested changes are ever made due to the limited budget for software maintenance.

## **4.0 SYSTEM DEVELOPMENT AND IMPLEMENTATION**

This section discusses the approach used during the development and implementation of the WelNet system.

### **4.1 Overview of the Previous System**

The WelNet system -- including GWS and SAVERR -- evolved over 20 years. Before the SAVERR system development effort was initiated in 1973, Texas only had manual systems and did not have a statewide automated database. The previous Food Stamp Program system used paper turnaround documents and centralized data entry.

### **4.2 Justification for New System**

The expansion of new requirements continued to consume excessive amounts of workers' time. Retrospective and prospective budgeting, monthly reporting, Medicaid expansions, and State requirements such as Medically Needy, put an increasing burden on the caseworker. IEVS put an increasing burden on the system.

Therefore, the State sought a solution that would:

- Allow direct inquiry into the statewide database for proactive verification.
- Use generic work sheets instead of program specific work sheets.
- Reduce or eliminate redundant data entry.
- Perform simultaneous budgeting for up to 12 different budgets for retrospective and prospective budgeting locally.

- Perform automated determination of monthly income requirements.
- Allow direct data entry for monthly reporting as well as 1000A and 1000B State forms for certification and recertification.
- Automate notice generation.
- Implement a statewide telecommunications backbone.
- Provide office automation.
- Provide case management at the local level.
- Retrieve statewide case data from SAVERR for use in the local GWS system.

### **4.3 Development and Implementation Activities**

The TDHS systems have been developed over a number of years beginning in 1973 with SAVERR development. The objective of this effort was to reduce Texas' error rates. In 1974, the database consisted of statewide AFDC cases only. The State added the Food Stamp Program in 1975 and Medicaid Assistance Only (MAO) during the 1970s. Initially, these systems resided on IBM hardware. In 1977, the State switched to Unisys. SAVERR became operational in March 1979.

Development related to Welnet was initiated in 1980. GWS was a local system in remote offices tied to SAVERR via leased or point to point telecommunication lines. Its goal was to make the local worker more productive. At the time of GWS development, workers were required to complete paper forms, calculate benefits manually, and send the forms to be key entered at a central location. The GWS project focused on automating benefit calculation. Initially, programmable calculators were implemented in the regional offices to assist in budget development.

WelNet Phase I was initiated in 1981. In 1982, the State began using Southwest Tech minicomputers as local entry machines. This represented the first use of local common storage for client data. In 1983, Sanyo MBC-1000 microcomputers were installed to address all eligibility criteria at the local level. These computers had the ability to transfer data between programs.

Development for WelNet Phase II, to support FSP and AFDC cases, began in 1983. The initial hardware choice was Sperry UTS-30 microcomputers with 640K of RAM. These microcomputers had direct access to SAVERR for inquiry and updates. Printing was still done centrally, however, as the UTS-30 equipment could not support the application. The system, which utilized DOPS concentrators, was down frequently and had inadequate capacity to deal with massive increases in Federal programs. The vendor paid \$4 million dollars in reparations to Texas for this failure. WelNet subsequently was redesigned with LANs and WANs.

WelNet Phase III began in 1985 and focused on design and development of interfaces and integration of WelNet applications. In June 1985, TDHS began the expansion of the WelNet automation effort to all CSS eligibility offices with the automation of 39 large and 60 medium offices. The Generic Work Sheet was designed to operate in a distributed processing environment as a first step in the migration to a client-server environment. In 1987 the State implemented GWS. This system integrated the old GWS and SAVERR data into the GWS format. It was capable of accessing the mainframe directly for inquiry and included change verification capabilities. In 1988, new workstations and LAN equipment were installed in the remaining offices. The microcomputers from WelNet Phase I were replaced and equipment was provided to expand the Medicaid Program, training, and systems support.

With the completion of Phase III of WelNet development, the system achieved statewide operations. The State is continuing to enhance and expand the existing system, and the migration of the system towards an open systems environment also is continuing. Texas' current configuration consists of approximately 525 Novell LANs and over 10,000 workstations.

TDHS has a separate unit within MIS referred to as Federal State Relations that prepares APDs and associated documentation. This group is responsible for communications with DHHS and the FNS Southwest Regional Office regarding APD preparation and the status of the approval process. Because Texas is a very large State (ranking in the top four states in the country), all of its equipment upgrades and/or enhancements generally exceed the Federally specified dollar threshold that requires an APD submittal. Therefore, Texas submits a large number of APDs. For instance, when TDHS hired additional caseworkers to meet their caseload increases, they had to submit an APD to obtain workstations for the workers. Hiring these workers had to be coordinated with obtaining APD approval for the workstation purchase.

TDHS developed the SAVERR and WelNet systems with State personnel. Outside contractors were not used until recently. For the Accounts Receivable Tracking System, scheduled for implementation in October 1994, TDHS will be utilizing outside contractors.

#### **4.4 Conversion Approach**

WelNet I was a stand-alone system and no conversion occurred.

For WelNet II, the State planned to simply transfer and merge the data from the local Sanyo computers to the new Sperry computers. However, the Sperry computers proved unreliable and incapable of handling the processing load. The databases had too much redundant data and there were conflicting policy requirements. Different definitions among Federal agencies caused a real problem for the conversion effort. New Federal requirements, productivity enhancements requested by field personnel, and inconsistencies in program regulations inhibited the automated approach to conversion. Only a small

number of data elements could be converted directly. The worker was prompted to fill out the remaining fields.

The State had to mandate the use of the system for recertification to get workers to use it, since the system initially lengthened the time required to perform recertification. The workers modified their scheduled recertification times to spread their workload during conversion.

Cases were converted over a period of a year when the case came up for review. It took the State more than a year to complete conversion and there were cases where the State obtained a federal waiver to extend the certification period without conducting an interview. To facilitate the conversion effort, local offices reduced regular workloads, scheduled fewer cases for workers, and provided floating workers to assist in converting cases and train local workers.

#### **4.5 Project Management**

The project was directed by the Executive Council, which was comprised of five deputy commissioners within TDHS and chaired by the Executive Deputy Commissioner of TDHS. WelNet I and II initially were managed by a contractor until the State took over the project in the early 1980s. The Management Information Systems Division has managed the project since WelNet III. Initially, the project manager was the Assistant Deputy Commissioner for MIS. Later phases were delegated to MIS middle managers and ex-program staff that had joined MIS for the development of the project. There were three project managers after the State took over project management. In retrospect, the State felt that the program area should have adopted more of a leadership role and that MIS project managers did not have sufficient large information systems expertise to lead the project, especially during the first 10 years of the effort.

SAVERR development and implementation involved program, MIS, and contractor (Unisys) staff participation. The project staff from all three groups were dedicated to the project and worked together at the same location. Approximately 10 percent of the project staff were program personnel, from both the State policy development office and the field. By the time WelNet III began, the State determined that program staff needed to be more involved. Key project team representatives then included five MIS staff and over 20 program staff.

In the late 1980s, the project received great exposure because of the time it had taken to develop and the money involved. In 1988, the State instituted a dual reporting relationship for the project. For day-to-day activities, the project team reported to the Deputy Director of MIS, but overall responsibility and authority resided with the Executive Deputy Commissioner of TDHS. This high level attention and authority was important to obtain necessary resources to enable successful completion of the project.

There was not a formal methodology for systems development or estimating project schedules at the beginning of the project. Today, Texas uses Navigator and ESTIMACS

to assess and schedule projects. The new expert system is using James Martin's methodology and CASE tools where appropriate.

#### **4.6 FSP Participation**

The degree of user participation in the development process since the early 1970s has increased as the degree of system impact on the caseworker's job increased. There was little user participation during the initial development of SAVERR, the integrated database that was developed in the early 1970s, but FSP users became more involved with the automated front end that was developed in the 1980s. Users participated in the development of GWS, which provides interactive screens at the local worker level to determine eligibility and calculate benefits before the electronic case file is transmitted to TDHS' central mainframe where SAVERR resides. For WelNet Phase III, the project team included program policy staff (integrated for FSP, AFDC, and Medicaid in the central office), generic field workers, supervisors, regional office staff, and State level administrative and management staff.

#### **4.7 MIS Participation**

Texas developed its systems primarily with State expertise. Contract MIS staff were used only as programmers and programmer/analysts on the SAVERR project. There were 26 contractors involved at the peak of SAVERR development. Unisys lent some expertise during the IBM to Unisys conversion and later during database design. The State had over 40 MIS staff involved in GWS in the late 1980s. Over 100 MIS staff were involved in the late 1970s at the peak of SAVERR development. There was considerable MIS effort expended in the mid 1970s to convert and rewrite the IBM CICS COBOL to Unisys DRS TIPS.

#### **4.8 Problems Encountered During Development and Implementation**

There were several instances during the project when the equipment could not handle the projected workload. The primary problem involved the Sperry equipment. The project objectives for WelNet II were based on the projected capabilities of the Sperry UTS-30 machines; however, the machines could not support the local office data processing load, which included the generic work sheet and the electronic case file. The project team had to redirect its hardware requirements and acquire more powerful equipment. This lengthened the phase and resulted in a \$437,685 cost increase. The vendor paid \$4 million as part of a settlement with the State.

Site preparation costs for WelNet II implementation increased from \$376,000 to \$1.365 million. The primary cause for this increase was installation costs associated with dedicated electrical circuits for the computer equipment.

Throughout the project there were delays and other problems that resulted from the addition of new Federal and State requirements involving welfare reform, JOBS, Medicaid, Medically Needy, IEVS, and retrospective and prospective budgeting. The new

requirements impacted the project by taking resources away from the planned tasks within each phase, increasing the complexity of the system, and invalidating capacity planning. New functions that had not been planned originally were added to the system and several planned functions such as scheduling and providing on-line IEVS feedback to workers were deleted to meet schedule deadlines along the way. In addition, the State left some functions on the mainframe despite a preference for having those functions reside on the LAN.

Another factor that increased both the time and cost of development was the Unisys architecture. The State had to develop internally many of the system utilities and development and maintenance tools that were readily available for IBM systems. This was a major cause of schedule slippage in the 1970s and early 1980s and it added at least eight or nine months to the development period.

There also were delays associated with Federal approval. The approval of PCs instead of terminals for new workers resulted in a 12 month delay. The cost allocation percentages changed for each program as various components were implemented, and these changes caused some questions and delays. Modifications in the Federal APD approval procedure caused another delay. Increased caseloads in Texas, due to the oil business failure, caused another delay because capacity estimates and design criteria based on these low projections became invalid. The State's current effort to replace its Intel-based 286 microcomputers with faster PCs containing a 80486 processor was delayed by the Federal approval process and a lack of State matching funds.

Several problems impacted system conversion and implementation. During implementation, there were massive delays associated with APDs for equipment acquisition, requirements changes from the field users, and regulatory changes required by State and Federal legislation. Another item adversely affecting the implementation was the limited computer literacy of field staff. Before conversion could commence, the field workers had to have computer and keyboard training. During conversion, there were LAN performance problems, inadequate staffing, and a lack of training. Regional offices provided support staff to the local offices for the two week period after GWS conversion to assist with the staffing problem.

## **5.0 TRANSFERABILITY**

For each phase of its development effort, Texas considered other states as transfer candidates. State staff indicated that reliability, proven track record, and reduced risk were considered the principal advantages of transfers. Texas examined several systems, including those in Minnesota, Michigan, Georgia, Pennsylvania, and Alaska, for functionality. Texas also attended the APWA-ISM conferences to compare systems and identify systems and components for concept or design transfers.

There were several factors that inhibited Texas from transferring a system from another state. Transaction volume, functionality required by the State, and the need to interface

with the SAVERR database were factors that limited Texas' transfer options to a design level transfer.

The primary constraints to a code transfer were the Unisys based system architecture and the distributed design of the Texas system. First, because Texas has one of the largest caseloads in the nation, the State sought a distributed solution to reduce the processing load placed on the central mainframe. The number of distributed transfer candidates was very limited.

The second factor that made system transfers difficult is the State's Unisys system. Texas shares system code with Pennsylvania and New York, other Unisys states, periodically. Unisys does not have the wealth of systems support software that IBM has, nor does it have the multitude of third party vendors to supply utilities. Therefore, the Unisys states share internally developed utilities.

The Texas system has not been transferred to any other states. One reason that the system has not been transferred is that it was developed by State personnel rather than contractors; Texas staff were not available for assisting other states in the transfer process. The approach TDHS is taking with the migration of their systems to an open systems architecture, the development of an information systems architecture to serve the long term needs of TDHS, and the carefully planned and crafted APDs that fit the information

- **Front End:** DCP 25/40/50
- **Workstations:** Intel based AT-compatible 80286 & 80386 PCs; Intel based 486SX-33 PCs
- **Telecommunications:** Six T1 lines form a statewide backbone

A detailed listing is provided as Exhibit A-6.1 in Appendix A.

## 6.2 Description of Operating Environment

The operating environment consists of several components. This section describes these components, which include the current operating environment, maintenance, telecommunications, performance, response time, system downtime, and plans for future hardware and software enhancements.

### 6.2.1 Operating Environment

The Texas Department of Human Services computing center supports WelNet and other public assistance systems in Texas. WelNet operates seven days per week and 24 hours per day. WelNet's on-line processing window is from 7 a.m. to 7 p.m. Monday through Friday and upon request on Saturday, except over the weekend when month end processing is performed.

The Unisys 2200/644 handles both production and development for WelNet. The proprietary Unisys 1100 operating system version (4327) drives the mainframe. Database management is performed by a Unisys UDS DPS-1100, a hierarchic modeled database manager.

Texas uses a variety of languages and application software to support its PC-based and mainframe systems. GWS is written in Advanced Revelation (AREV), a fourth generation language, on the PCs. Since its inception, the GWS system has grown from 900 programs to over 1,700 programs. SAVERR is written in COBOL and Unisys DRS is used for front end transaction processing. There are over 46 million records on-line and databases are purged monthly on the SAVERR system and weekly on the GWS system. Historical records are archived for six years. Texas utilizes the Unisys package, IRIS, for security. It secures data to the file, record, and field level. Each sign-on and terminal ID is logged for audit purposes. Remote databases in the LANs use Revelation's advanced security features. Each access to a client record is logged and cross referenced to the worker's ID number. Program staff can use SPSS to access a subset of the SAVERR file, which is updated monthly, off-line on the mainframe or on local LANs.

Texas uses Joint Application Development (JAD) in 80 percent of all current projects. The Excelerator CASE tool and data dictionary tools facilitate development. MIS uses AREV, Power Builder and DMS-100 screen generating tools. Code generators used include LINC and APS. Autotester, an automated Test generator, and PATHVU, a tool

used to measure the complexity of a COBOL source program, also are used in Texas. TDHS uses MS Project, Navigator PPA, and Resource Management from Microman II for project management.

A disaster recovery plan is in place with a hot site and a cold site. The hot site, the Texas Water Commission, currently does not use the UDS database software that supports SAVERR. Since this would be problematic if there were a disaster, the plan is being revised.

## **6.2.2 State Operations and Maintenance**

Support for WelNet is provided by the TDHS MIS Division. There are 22 State staff dedicated to SAVERR support and 28 contractors are involved in the system programming effort. State staff supporting the system include one MIS manager, seven system analysts, and 14 programmers. GWS has a staff of 14 to support the AREV code on the LANs. In addition to the application support staff for GWS and SAVERR, telecommunications, production services, and other operational support is provided by MIS staff in the Operations unit.

Technical staffing levels and the experience of technical staff present some problems in Texas. Current staff are relatively inexperienced with average tenures of only two to three years, compared to an average of 14 years of experience prior to 1989. State hiring freezes and staff allocation cuts have occurred since 1990. Retirements have also resulted in the loss of some institutional memory and experienced staff. MIS currently has a 500,000 hour backlog of system requests. The second staffing challenge involves keeping up with new technologies to enable the State to use CASE tools, object oriented design, and expert systems.

Daily system monitoring is performed by MIS staff, and measures used include TIP transaction volume, average response time, central processing unit (CPU), memory, volume of disk input/outputs (I/Os), and utilization. User representatives also monitor the system and can request changes. There is a trouble desk that handles 35 percent of all problem reports. Of these remaining problems, 98 percent are handled by network engineers, and the remaining 2 percent go to the local area network system support group.

## **6.2.3 Telecommunications**

Texas has approximately 525 LANs that are attached to a WAN with six T1 lines as a backbone. Fifty-six KB lines radiate out from the six nodal sites to local concentrators. The network is shared by TDHS and 14 other Health and Human Service agencies.

The total TDHS system processes over two million on-line transactions per day. Unisys DCP front end processors route traffic among the Unisys processors. The Unisys Universal Data Link Controller (UDLC) also is used as a communications protocol. Current State office networks are Novell, the preferred network for UNISCOPE.

#### **6.2.4 System Performance**

Each processor in the three multiprocessor Unisys mainframe has an average CPU utilization of 65 percent and peak utilization of 100 percent. The CPU utilization data for SAVERR is not directly comparable to other states' systems that expect on-line responses from their mainframes. Since transactions in SAVERR are treated as batch transactions and immediate response is not expected, this allows the State to spread CPU utilization over a longer period of time for a group of transactions. A request to the mainframe may take from 20 seconds to over 30 minutes, although the mainframe itself usually handles the transaction in less than one second.

SAVERR processes 55,000 batch transactions from GWS daily. Approximately 25,000 transactions are associated with the Food Stamp Program. Each of these transactions generates an average of seven I/Os to the database. Peak processing times are from 9:30 a.m. to noon and 1:00 p.m. to 3:30 p.m. Monthly closeout and other monthly processes also impact system performance.

Batch processing during the 12 hour window involves approximately 500 to 600 jobs per night and SAVERR currently is too slow to do non-keyed searches. Fourteen hours are required to perform a database dump at month end, and six to eight hours are required for a database sequential read. The State uses month end tapes that contain 17.2 million historical records for accessing historical information.

#### **6.2.5 System Response**

Response times on the GWS LANs that use 486 processors are considered acceptable, but response times for LANs that have 286 processors are much slower. On the 486 processor based LANs, responses for screen changes require less than one second and eligibility determination/benefit calculation (ED/BC) responses require several seconds. On the LANs with 286 processors, screen changes may take six to seven seconds and an ED/BC transaction can take several minutes.

A transaction that has to go to SAVERR on the host may take over 30 minutes. Transactions are queued in the LAN and then sent to the host in bursts. Within SAVERR, these transactions are treated as batch transactions by being placed in a queue. The "plucker" then initiates a transaction based on priority and system availability.

SAVERR also processes on-line transactions. The average response time for these transactions is reported to be less than one second.

#### **6.2.6 System Downtime**

GWS is available for input and change transactions locally at any time. State staff did not express any concerns about GWS downtime.

SAVERR's planned availability for data entry and error correction is between 7:00 a.m. and 7:00 p.m. and for inquiry until 3:00 a.m.; however, SAVERR is not available for error correction during month end closeout. The month end closeout process involves:

- Benefit issuance for AFDC, FSP and Medicaid for each participant
- Database update to reflect the eligibility determination results
- Automated case denials and mass conversions
- File production to support reporting and file transmission to other users

The process takes 48 to 72 hours to complete and must be performed against a static database. Month end closeout is scheduled so system processing is down on Friday and over the weekend.

Other than planned downtime for month end processing, downtime is not an issue in Texas. Since local staff are not accustomed to immediate response to any requests sent to the mainframe and enter data into PCs, field users frequently are not aware of mainframe or the telecommunication line downtime.

#### **6.2.7 Current Activities and Future Plans**

The State meets with the Federal agencies yearly to review its five year plan, which is updated every two years. The State tries to keep the Federal agencies apprised of its problems and direction. These sessions have facilitated APD approval and a good working relationship between the State and the Federal agencies.

The main focus is to upgrade all 286 based PCs in the field to 486 based microcomputers with 200 MB hard drives and enough memory to drive the application. State staff indicate that the upgrade will improve GWS response time significantly, which would enable EWs to use the system effectively for interactive interviewing, and provide an appropriate platform for the implementation of an expert system front end in 1995. Texas plans to upgrade the PCs by replacing the motherboard and adding a SCSI interface rather than replacing the entire machine. This approach saves approximately \$1,000 per machine.

Texas has an electronic benefit transfer (EBT) pilot planned for Houston in September 1994. This project will involve approximately 264,000 cases in two counties. Statewide implementation is planned for February 1995. Point of Sale (POS) terminals at pharmacies and automatic teller machines (ATMs) will be added to the project at this time.

Texas also is piloting the Potential Eligibility Prescreener (PEP) for a variety of programs. This system, which is independent of GWS and the proposed expert system, sends a transaction to SAVERR to store the application. This project is designed to shift some of the initial application registration to dedicated clerical staff.

Texas is "re-engineering" its system. Texas is currently in the process of defining its "Business Strategic Initiatives" and the associated data according to the James Martin methodology. A POSIX operating system environment with a graphical user interface (GUI) on the client/server architecture augmented by CASE tools for development and maintenance is planned to replace the current environment. The final Texas system will have a GUI on the workstation; a relational database where users can retrieve their own reports both from the mainframe and conceivably from the field; and CASE definition files so that many regulatory changes can be made by the program staff, with MIS guidance, by changing the rules in the expert system. All machines will be able to accommodate all programs. Object oriented code is a possibility to facilitate development and maintenance.

The State expects to use contractor support in some of these efforts. Contractor involvement is planned for performing systems engineering and teaching State staff those concepts. The State also expects to use contractors for installing cabling and performing programming in areas where the State does not have the expertise in house or staff shortages are severe.

In the mainframe environment, the State plans to examine POSIX and GOSIP compliant hardware and software. The State has acquired several NCR 3445 based machines (Intel 486DX-33MHZ) utilizing UNIX to offload some of the mainframe processing. The network will move away from UNISCOPE terminal devices to LAN based workstations utilizing an IEEE 802.5 (Token Ring) Novell network. The network will be tied to a wide area network utilizing the Frame Relay and Cell Relay standards as they are defined in the GOSIP/OSI models.

The State also plans to upgrade its mainframe processing capability with the addition of a Unisys 2200/900. This upgrade is scheduled for November 1993.

## **7.0 COST AND COST ALLOCATION**

The current system in Texas is the result of an evolutionary development process that was initiated in 1973; however, the State does not maintain cost and cost allocation data from the beginning of the project. Therefore, this section presents available data beginning with development activities related to WelNet Phase III, which began in the middle 1980s.

This section addresses the following topics:

- WelNet III and Client Self-Support Services development costs and Federal funding
- WelNet III operational costs
- Cost allocation methodologies applied to development and operational costs

## 7.1 WelNet III/CSS Development Costs and Federal Funding

Total WelNet III and CSS development costs were determined using dollar amounts identified in various sources between 1985 and 1993.<sup>3</sup> The total actual development cost for WelNet III, including five amendments, and CSS through FY 1992 was estimated at \$44,553,836. The FSP share was \$26,694,290. With a Federal financial participation (FFP) rate of 50 percent, the FNS share was \$13,347,145. Exhibit A-7.1, WelNet III and CSS Development Costs and Federal Funding, presents development costs by APD for WelNet III and CSS. Information presented includes the amount requested, the amount approved by Federal agencies, estimated actual total costs, and the FNS share of these costs.

Actual development costs charged to FNS by fiscal year, as reported on the SF-269 reports, were provided for FY 1990 through FY 1993. These costs are displayed in Table 7.1, WelNet III and CSS Development Costs.

**Table 7.1 WelNet III and CSS Development Costs**

Fiscal Year	FSP Share	FNS Share (with 50% FFP)
1990	\$4,318,069	\$2,159,035
1991	\$2,535,331	\$1,267,666
1992	\$2,065,603	\$1,032,802
1993 (3 quarters)	\$1,699,124	\$849,562

The Texas Department of Human Services submitted the original APD for WelNet III to provide for the automation of 39 large offices and 60 medium offices. It was approved in September 1985 for \$22,447,934.

The original WelNet APD was followed by five amendments and CSS APDs also were submitted. The approval amounts and actual costs for each amendment are documented in Appendix A, Exhibit A-7.1. The total amount approved for WelNet and its five amendments was \$45,364,888 and estimated actual expenses were \$39,794,007. The portion allocated to FSP was \$25,587,892; the FNS share at 50 percent FFP was \$132,793,946. Table 7.2, WelNet III and CSS APD History, describes each APD.<sup>4</sup>

<sup>3</sup> Source: Cost Survey completed by TDHS, accounting division.

<sup>4</sup> Sources: APDs and FNS approval letters.

**Table 7.2 WelNet III and CSS APD History**

AMENDMENT	PURPOSE	APPROVAL DATE
WelNet III (W-III) Amendment 1 (A-1)	Purchase of 915 workstations and associated LAN	July 1988
W-III, A-2	Automation of the remaining 209 Income Assistance Offices and procurement of additional workstations to support the Medicaid Program	April 1989
W-III, A-3	Purchase of LAN equipment and 326 workstations	November 1989
W-III, A-4	Purchase of LAN equipment and 106 workstations	June 1990
W-III, A-5	Purchase of LAN equipment and 113 workstations	July 1990
CSS, FY 1991	Acquisition of ADP equipment, software, and services needed to equip and train additional CSS Division staff	August 1991
CSS, FY 1992	Purchase of hardware and software to provide welfare benefits to recipients; includes the purchase of 1,582 workstations to accommodate a 15 percent to 20 percent caseload growth	December 1992
CSS, FY 1993	Acquisition of network and distributed network systems	Conditional approval, May 1993
CSS, FY 1993	Upgrade of Intel 80286-based computers	Not yet approved

**7.1.1 WelNet System Components**

WelNet supports numerous programs and applications for TDHS; however, the SAVERR system -- residing on the TDHS mainframe -- supports FSP, AFDC, and Medicaid.

**7.1.2 Major Development Cost Components**

A complete breakdown of actual WelNet III costs by component was unavailable from State staff; however, some information was provided regarding hardware costs, software costs, and other miscellaneous costs. Table 7.3, WelNet III Development Cost Components, provides a breakdown of budgeted costs for WelNet III and its five amendments.

**Table 7.3 WelNet III Development Cost Components**

<b>Cost Component</b>	<b>WelNet III</b>	<b>WelNet III Total (includes Amendments 1 - 5)</b>
Workstations	\$5,401,600	\$13,052,163
Local office network equip.	\$5,136,901	\$12,144,838
Printers	\$474,700	\$1,083,398
Modems/other communications	\$491,577	\$1,658,491
<b>Total Hardware</b>	<b>\$11,504,778</b>	<b>\$27,938,890</b>
Software	\$377,260	\$377,260
Installation	\$367,400	\$602,400
Staff	\$3,198,496	\$3,198,496
Maintenance	\$7,000,000	\$13,247,842
<b>Total</b>	<b>\$22,447,934</b>	<b>\$45,364,888</b>

**7.1.2.1 Hardware**

Hardware represented the largest component of WelNet III development costs. Budgeted hardware costs in WelNet III APDs totalled \$27,938,890, which was nearly 62 percent of total WelNet III costs. Actual WelNet III hardware costs through Amendment 4 were \$26,548,544. Actual hardware costs for WelNet III, Amendment 1, Amendment 3, and Amendment 4 were equal to the requested amounts indicated in Table 7.3 above. For Amendment 2, actual hardware costs totalled \$10,311,645.

**7.2 Operational Costs**

Operational costs, as documented in the SF-269 reports, are provided in Table 7.4, ADP Operational Costs. Total costs, costs allocated to the FSP, and the percentage of costs allocated to FSP for the period of Federal fiscal year (FFY) 1990 through the second quarter of FFY 1993 are given.

**Table 7.4 ADP Operational Costs**

<b>FFY</b>	<b>Total Operational Cost</b>	<b>FSP Cost Allocation %</b>	<b>FSP Share</b>	<b>FNS Share (at 50% FFP)</b>
1990	\$25,808,874	37.95%	\$9,793,707	\$4,896,854
1991	26,076,759	27.74%	7,233,458	3,616,729
1992	32,146,344	26.29%	8,450,241	4,225,121
1993	18,562,816	28.70%	5,327,008	2,663,504

**7.2.1 Cost Per Case**

The cost per case for FY 1992 was \$0.78. This cost was calculated using the 1992 food stamp monthly caseload of 903,200 households and the average monthly FSP share of operational costs, \$704,187.

**7.2.2 ADP Operational Cost Control Measures and Practices**

ADP operational costs generally are tracked under Program Activity Codes (PACs) 740 through 770. The following PACs are used to capture ADP operational costs:

- **740: Electronic Data Processing (EDP) Support.** State office support staff who provide computer services and related administrative planning and control functions.
- **743: Capitalized EDP Equipment/Central Site.** All overhead expenses incurred by the Department for the purchase of EDP equipment at the central site excluding capitalized WelNet equipment.
- **744: EDP Management.** State office support staff who provide general management and administrative direction for information systems and analysis capability in word processing, distributive application development, and quality assurance control areas. Includes related overhead expenses.
- **745: Data Entry.** State office support staff costs associated with the data entry function used to support the operation of the Department's computer facility. Includes related overhead expenses.
- **746: Production Control.** State office support staff who schedule all batch processing on the TDHS computer systems, conduct quality assurance checks on computer generated output, perform decollating and bursting of continuous computer generated forms, and route output to users and recipients. Includes related overhead expenses.

- **747: Capitalized WelNet equipment for the Local Offices.** All overhead expenses incurred by TDHS for the purchase of capitalized EDP equipment for WelNet at the local office level.
- **749: Expensed WelNet Equipment.** Overhead expenses incurred by TDHS for the purchase of EDP equipment for WelNet at the local office network.
- **760: Acquisition of IRT-Computer.** Purchase of hardware, software, services, supplies, personnel, facility resources, maintenance, and training needed in the acquisition and development of computer systems under annual automation (stand alone) plans and add on plans.
- **761: Electronic Benefit Transfer Planning.** TDHS program staff working on the development of automated data processing acquisitions associated with the EBT Planning APD.
- **765: Acquisition of IRT-IAS Voice Response System.** Purchase of telecommunications equipment, hardware, and other resources relating to the IAS Voice Response System initiative.
- **766: Acquisition of IRT Telecommunications.** Staff who plan and implement telephone system acquisitions. Includes the purchase of telecommunications hardware, software, services, supplies, personnel, facility resources, maintenance, and training needed for agency telephone systems.

These costs are entered into the Financial Management Information System (FMIS) before they are allocated.

### **7.3 Texas Cost Allocation Methodologies**

This section describes the methodologies used to allocate WelNet development costs and those currently in use to allocate system operating costs.

#### **7.3.1 Historical Overview of Development Cost Allocation Methodology**

ADP development costs are tracked using PACs. Most ADP development costs are accumulated under the following PACs:

- **741: Systems Development.** State office support staff who design, analyze, code, document, and maintain computer based systems in response to requests from TDHS program management staff. Includes related overhead expenses.
- **763: Information Resources Technologies (IRT) Development.** TDHS programmer staff and contract programmers involved in the development and implementation of IRT. Includes related overhead expenses. Allocated to projects based on development time in Microman.

In addition to PAC, development expenditures are tracked by APD number. The Accounting Division maintains a cumulative total, by APD number, of Federal reimbursement to the State for APD expenditures allocated to FSP.

ADP costs accumulated under PACs are allocated using *factors*. The factor identifies the allocation basis for costs accumulated under each PAC. For example, development costs under PACs 741 and 763 are allocated using factor "090." The percentages used for allocating development costs to individual programs are derived by dividing the total person-hours spent on applications in each program area by total person-hours spent on applications in all program areas. These percentages are computed on a monthly basis. Section 7.3.2.1 describes factors used in cost allocation.

The percentages used to allocate the development costs usually involved more than one factor. This often resulted in different percentages being applied to portions of the total cost. Table 7.5, ADP Development Factors and Cost Allocation Percentages, provides a summary of the cost allocation percentages applied to WelNet III and CSS development costs through FY 1992.

**Table 7.5 ADP Development Factors and Cost Allocation Percentages**

APD	Factor(s) Used	Cost Allocation Percentage <sup>5</sup>	FSP Share (before FFP)	FNS Share (at 50% FFP)
WelNet III (W-III)	Not available	64.02%	\$14,370,675	\$7,185,338
W-III, AMENDMENT 1 (A-1)	490	44.47%	\$2,014,344	\$1,007,172
W-III, A-2	010, 170, 490	59.50%	\$6,149,552	\$3,074,777
W-III, A-3	170, 490	35.28%	\$305,948	\$152,974
		86.16%	\$360,240	\$180,120
W-III, A-4	170, 490	61.88%	\$178,062	\$89,034
W-III, A-5	015, 170, 490	57.98%	\$407,372	\$203,689
CSS FY 91	170, 490	33.30%	\$1,687,836	\$843,918
CSS FY 92	010, 170, 490	60.09%	\$2,597,520	\$1,298,760

<sup>5</sup> Percentages for WelNet III, Amendment 1, and CSS FY 1991 calculated as the FSP share approved divided by the total amount approved; cost allocation percentages for WelNet III Amendments 2 through 5 and CSS FY 1992 extracted from approval letters.

### 7.3.2 WelNet Operational Cost Allocation Methodology and Mechanics

Most allocated ADP operational costs generally fall under one of three categories:

- ***Terminal/Workstation Costs.*** These costs support functionality which is directly charged to one program or allocated to multiple programs based on Random Moment Sampling (RMS) or other allocation bases.
- ***LAN/Network Costs.*** These costs are allocated based on program workstation ownership as a percentage of total workstations, as described for factor 490.
- ***Mainframe Costs.*** Costs under Program Activity Code 740 and factor 010 are allocated based on usage. A CPU statistical report is generated which identifies costs that need to be allocated and those that are directly charged to a program (direct charge factors begin with a "6"). These costs are entered into a spreadsheet to determine the factor percentages that are entered into the accounting system, FMIS. Percentages for other allocations are also entered into FMIS.

#### 7.3.2.1 Cost Allocation Factors

Factors used to allocate most ADP costs related to FSP are as follows:

- ***010: MIS CPU Factor.*** Includes costs for TDHS' computer network (excluding local office WelNet costs), support staff who provide computer services, and related administrative planning and control costs.
- ***020: MIS Management.*** Used to allocate costs associated with EDP management and administrative direction for MIS. Factor 020 is computed by averaging the percentages for 010 and 090.
- ***040: State Office Administration.*** Used to allocate SOA costs to programs. Computed using statewide headcount excluding PACs 240, 374, 860 and any PACs which have a factor of 900 to 991 (100 percent Federal special projects) or 999 (100 percent local funding). Percentages for 020 are determined by dividing total positions filled by staff in each program area by the total positions filled by staff in all program areas.
- ***150: Data System - Key Stroke.*** Data entry of some types of transactions is performed by an outside contractor.
- ***160: Client Self Support Eligibility Determination.*** Used to allocate generic CSS worker's costs between Title IV-A (AFDC), FSP, and Title XIX (Medicaid) programs. Percentages are based on RMTS.

- **170: CSS Eligibility Determination - (WelNet Related).** Used to allocate costs for certain WelNet equipment. Factor percentages are derived by dividing the total number of responses to each program area by the total number of responses to all program areas.

- **180: Production Control** Used to allocate production control costs in data

**APPENDIX A**

**STATE OF TEXAS**

**EXHIBITS**

**Exhibit A-2.1  
Response to Regulatory Changes**

Code	Regulation	Provision	Federally Required Implementation Date	Implemented on Time (Y/N)?	Computer Programming Changes Required (Y/N)?	Changes to State Policy/ Legislation Required (Y/N)?
1.1	1: Mickey Leland Memorial Domestic Hunger Relief Act	1: Excludes as income State or local GA payments to HHS provided as vendor payments. 273.9(c)(1)(ii)(F)	8/1/91	N/A	N/A	N/A
1.2	1: Mickey Leland Memorial Domestic Hunger Relief Act	2: Excludes from income annual school clothing allowance however paid. 273.9(c)(5)(i)(F)	8/1/91	N/A	N/A	N/A
1.3	1: Mickey Leland Memorial Domestic Hunger Relief Act	3: Excludes as resource for Food Stamp purposes, household resources exempt by Public Assistance (PA) and SSI in mixed household. 273.8(e)(17)	2/1/92*	Y	N	N
1.4	1: Mickey Leland Memorial Domestic Hunger Relief Act	4: State agency shall use a standard estimate of shelter expense for households with homeless members. 273.9(d)(5)(i)	2/1/92*	Y	Y	N
2.1	2: Administrative Improvement & Simplification Provisions of the Hunger Prevention Act	1: Extended resource exclusion of farm property and vehicles. 273.8(e)(5),etc.	7/1/89	Y	N	N
2.2	2: Administrative Improvement & Simplification Provisions of the Hunger Prevention Act	2: Combined initial allotment under normal timeframes. 274.2(b)(2)	1/1/90	Y	Y	--
2.3	2: Administrative Improvement & Simplification Provisions of the Hunger Prevention Act	3: Combined initial allotment under expedited service time frames. 274.2(b)(3)	1/1/90	Y	Y	N

**Exhibit A-2.1**  
**Response to Regulatory Changes**

Code	Regulation	Provision	Federally Required Implementation Date	Implemented on Time (Y/N)?	Computer Programming Changes Required (Y/N)?	Changes to State Policy/ Legislation Required (Y/N)?
3.1	3: Disaster Assistance Act & Non-Discretionary Provisions of the Hunger Prevention Act	1: Exclusion of job stream migrant vendor payments. 273.9(c)(1)(ii)	9/1/88	Y	N	N
3.2	3: Disaster Assistance Act & Non-Discretionary Provisions of the Hunger Prevention Act	2: Exclusion of advance earned income tax credit payments. 273.9(c)(14)	1/1/89*	N	N	N
3.3	3: Disaster Assistance Act & Non-Discretionary Provisions of the Hunger Prevention Act	3: Increase dependent care deductions. 273.9(f)(4), etc.	10/1/88	Y	Y	N
3.4	3: Disaster Assistance Act & Non-Discretionary Provisions of the Hunger Prevention Act	4: Eliminate migrant initial month proration. 273.10(a)(1)(ii)	9/1/88	N/A	N/A	N/A
4.1	4: Issuance	1: Mail issuance must be staggered over at least ten days. 274.2(c)(1)	4/1/89	Y	N/A	N/A
4.2	4: Issuance	2: Limitation on the number of replacement issuances. 274.6(b)(2)	10/1/89	Y	N/A	N/A
4.3	4: Issuance	3: Destruction of unusable coupons within 30 days. 274.7(f)	4/1/89	Y	N/A	N/A

\* These dates were changed after the State completed this form and the site visit occurred; therefore, the responses to these particular regulatory changes may be inaccurate."

**Exhibit A-6.1  
State of Texas Hardware Inventory**

<b>Component</b>	<b>Make</b>	<b>Acquisition Method</b>	<b>Number/ Features</b>
<b>CPU</b>			
2200/644	Unisys	Purchase	3 processors, 32 MB main storage, 58 MIPS (1)
<b>DISK</b>			
8480	Unisys	Purchase	drives (16)
9200	Amperif	Purchase	Mod K (144), Mod J (12)
Solid State	Amperif	Purchase	9242 drives
<b>TAPE</b>			
9-Track Drives	Unisys	Purchase	U36 (24)
Cartridge	Storage Tek Storage Tek	Purchase Purchase	478U (48) 4410 Silo (2)
<b>PRINTERS</b>			
Impact	Unisys Storage Tek	Purchase Purchase	0770 (4), 0789 (1) 5000 (1)
Laser	Xerox	Purchase	3700 (1), 4090 (1), 9700 (3), 9790 (4)
<b>FRONT ENDS</b>			
FEP	Unisys	Purchase	DCP 25 (1), DCP 40 (28), DCP 50 (1)
<b>REMOTE EQUIPMENT</b>			
Workstations	Various	Purchase	80286 and 80386 PCs (15,000 - est.)
LANs	Novell	Purchase	(525)

**Exhibit A-7.1**  
**WelNet III and CSS Development Costs and Federal Funding**

APD	Amount Requested in APD	Amount Approved	Estimated Actual Expense	Actual Amount Allocated to FNS (before FFP)	Actual Amount Allocated to FNS (after FFP)
WelNet III*	22,447,934	22,447,934	22,400,000	16,083,152	8,041,576
W-III, A-1	4,529,893	4,529,893	4,529,893	--	--
W-III, A-2	15,164,440	10,335,745	10,335,745	7,848,778	3,924,389
W-III, A-3	1,875,001	1,287,774	1,875,001	1,118,876	559,438
W-III, A-4	395,236	287,754	80,291	44,600	22,300
W-III, A-5	952,384	702,567	573,077	492,486	246,243
<b>WelNet III Total</b>	<b>45,364,888</b>	<b>39,591,667</b>	<b>39,794,007</b>	<b>25,587,892</b>	<b>12,793,946</b>
CSS, FY 91 PGM GWTH**	7,242,813	5,069,178	3,313,785	1,062,226	531,113
CSS, FY 92 PGM GWTH	9,796,850	4,322,716	1,446,044	44,172	22,086
CSS, FY 93 PGM GWTH	8,865,499	--	--	--	--
CSS ELIG PGM GWTH, 4/93	4,229,248	--	--	--	--
ARTS, 2/93	3,952,445	--	--	--	--
<b>TOTAL</b>	<b>79,451,743</b>	<b>48,983,561</b>	<b>44,553,836</b>	<b>26,694,290</b>	<b>13,347,145</b>

\* The original estimate, which included Amendment 1, was \$43,973,159. The remaining amendments, A-2 through A-5 were considered separate APDs.

\*\* Original amounts were revised in April 1991

**APPENDIX B**

**STATE OF TEXAS**

**ANALYSIS OF OPERATOR USER SATISFACTION SURVEYS**

## OVERVIEW

This appendix presents the results of the Operational Level User Satisfaction Survey. Frequency counts of responses to all items on the survey are included, grouped by the topic covered by the item. The results for the items covering each topic are summarized as well.

The responses to the Operational Level User Satisfaction Survey represent the perceptions of eligibility workers (EWS) in Texas. In other words, these responses do not necessarily represent a "true" description of the situation in Texas. For example, the results presented regarding the response time of the system reflect the workers' perceptions about that response time, not an objective measure of the actual speed of the response.

### Description of the Sample

The following table summarizes the potential population size and the final size of the sample who responded.

Number of EWS in Texas	Number Selected to Receive Survey	Percentage Selected
5,459	63	1.2%
	Number Responding to Survey	Response Rate
	49	77.8%

The eligibility workers selected to receive the survey were selected randomly so their perceptions would be representative of EWS in Texas. The response rate of 77.8 percent is acceptable and produces a sample large enough for the results to be representative of those selected, rather than the opinions of just a few individuals.

### Summary of Findings

Most of the respondents are satisfied with the computer system in Texas. EWS generally find overall system response time, availability, accuracy, and ease of use to be acceptable. Nevertheless, there are some areas in which workers experience difficulty with the system. Overall, 86 percent of EWS feel that the system is a great help to them.

Compared to the previous system, a large majority of eligibility workers believes the current system is better. Workers generally think that the current system is easier to use than the previous system. Compared to the previous system, EWS generally believe that the current system has a positive impact or little effect in the following areas: job satisfaction, client service, and fraud and errors.

## SYSTEM CHARACTERISTICS

### Response Time

What is the quality of overall system response time?

	Number of Respondents	Percentage of Respondents (%)
Poor	20	40.8
Good	28	57.1
Excellent	1	2.0

What is the quality of system response time during peak periods?

	Number of Respondents	Percentage of Respondents (%)
Poor	36	73.5
Good	13	26.5

How often is the system response time too slow?

	Number of Respondents	Percentage of Respondents (%)
Rarely	1	2.0
Sometimes	20	40.8
Often	28	57.1

Respondents in Texas are somewhat satisfied with system response time. While 59 percent of the eligibility workers think that overall system response time is excellent or good, a large majority believes that response time is poor during peak processing periods. More than 57 percent of EWs also feel that response time often is too slow.

**Availability**

How often is the system available when you need to use it?

	Number of Respondents	Percentage of Respondents (%)
Sometimes	9	18.4
Often	40	81.6

How often is the system down?

	Number of Respondents	Percentage of Respondents (%)
Rarely	5	10.2
Sometimes	34	69.4
Often	10	20.4

Almost 82 percent of the EWs think that the system often is available when they need to use it, but nearly 90 percent report that the system is sometimes or often down. For most workers, the system downtime apparently is not intrusive enough to detract from the perception that the system generally is available.

**Accuracy**

What is the quality of the information in the system?

	Number of Respondents	Percentage of Respondents (%)
Poor	1	2.0
Good	38	77.6
Excellent	10	20.4

How often is a case terminated in error?

	Number of Respondents	Percentage of Respondents (%)
Rarely	39	79.6
Sometimes	9	18.4
Often	1	2.0

How often is eligibility incorrectly determined?

	Number of Respondents	Percentage of Respondents (%)
Rarely	33	67.3
Sometimes	16	32.7

How often is the system's data out-of-date?

	Number of Respondents	Percentage of Respondents (%)
Rarely	34	69.4
Sometimes	14	28.6
Often	1	2.0

Under the new (current) system, how difficult or easy is it to calculate benefit levels accurately?

	Number of Respondents	Percentage of Respondents (%)
More Difficult	1	5.0
About the same	5	25.0
Easier	14	70.0

The eligibility workers generally think the system's data and computations are accurate and timely. Ninety-eight percent of the EWS feel that the quality of the information in the system is good

or excellent, and significant majorities report that cases terminated in error, incorrect eligibility determination, and out-of-date data in the system are rare. Compared to the previous system, 70 percent of eligibility workers think that the new system makes accurate benefit calculation easier.

**Ease of Use**

How often do you have difficulty obtaining necessary information from the system?

	Number of Respondents	Percentage of Respondents (%)
Rarely	20	41.7
Sometimes	26	54.2
Often	2	4.2

How often do you have difficulty learning to use the system?

	Number of Respondents	Percentage of Respondents (%)
Rarely	44	89.8
Sometimes	4	8.2
Often	1	2.0

How often do you have difficulty automatically terminating benefits for failure to file?

	Number of Respondents	Percentage of Respondents (%)
Rarely	39	84.8
Sometimes	7	15.2

How often do you have difficulty generating adverse action notices?

	Number of Respondents	Percentage of Respondents (%)
Rarely	37	78.7
Sometimes	10	21.3

How often do you have difficulty generating warning notices?

	Number of Respondents	Percentage of Respondents (%)
Rarely	35	87.5
Sometimes	4	10.0
Often	1	2.5

How often do you have difficulty restoring benefits?

	Number of Respondents	Percentage of Respondents (%)
Rarely	18	39.1
Sometimes	14	30.4
Often	14	30.4

How often do you have difficulty identifying recipients already known to the State?

	Number of Respondents	Percentage of Respondents (%)
Rarely	36	75.0
Sometimes	11	22.9
Often	1	2.1

How often do you have difficulty updating registration data?

	Number of Respondents	Percentage of Respondents (%)
Rarely	32	74.4
Sometimes	10	23.3
Often	1	2.3

How often do you have difficulty updating eligibility and benefit information from recertification data?

	Number of Respondents	Percentage of Respondents (%)
Rarely	38	80.9
Sometimes	7	14.9
Often	2	4.3

How often do you have difficulty identifying cases which are overdue for recertification?

	Number of Respondents	Percentage of Respondents (%)
Rarely	31	66.0
Sometimes	11	23.4
Often	5	10.6

How often do you have difficulty monitoring the status of all hearings?

	Number of Respondents	Percentage of Respondents (%)
Rarely	17	63.0
Sometimes	6	22.2
Often	4	14.8

How often do you have difficulty tracking outstanding verifications?

	Number of Respondents	Percentage of Respondents (%)
Rarely	23	59.0
Sometimes	12	30.8
Often	4	10.3

How often do you have difficulty automatically notifying households of case actions?

	Number of Respondents	Percentage of Respondents (%)
Rarely	39	86.7
Sometimes	6	13.3

How often do you have difficulty notifying recipients that recertification is required?

	Number of Respondents	Percentage of Respondents (%)
Rarely	33	80.5
Sometimes	7	17.1
Often	1	2.4

How often do you have difficulty identifying cases making payments through recoupment?

	Number of Respondents	Percentage of Respondents (%)
Rarely	35	81.4
Sometimes	7	16.3
Often	1	2.3

How often do you have difficulty identifying error prone cases?

	Number of Respondents	Percentage of Respondents (%)
Rarely	27	58.7
Sometimes	14	30.4
Often	5	10.9

How often do you have difficulty identifying cases involving suspected fraud?

	Number of Respondents	Percentage of Respondents (%)
Rarely	19	44.2
Sometimes	12	27.9
Often	12	27.9

How often do you have difficulty assigning new case numbers?

	Number of Respondents	Percentage of Respondents (%)
Rarely	34	69.4
Sometimes	11	22.4
Often	4	8.2

Under the new (current) system, how difficult or easy is it to determine eligibility?

	Number of Respondents	Percentage of Respondents (%)
About the same	8	40.0
Easier	12	60.0

Under the new (current) system, how difficult or easy is it to automatically terminate benefits for failure to file?

	Number of Respondents	Percentage of Respondents (%)
About the same	11	64.7
Easier	6	35.3

Under the new (current) system, how difficult or easy is it to generate warning notices?

	Number of Respondents	Percentage of Respondents (%)
About the same	10	62.5
Easier	6	37.5

Under the new (current) system, how difficult or easy is it to restore benefits?

	Number of Respondents	Percentage of Respondents (%)
More Difficult	1	5.9
About the same	13	76.5
Easier	3	17.6

The majority of eligibility workers feels that the system is easy to use for most of the functions discussed; however, there are exceptions in a few areas. Over 58 percent of the EWs feel that it is sometimes or often difficult to obtain necessary information from the system. More than half of the respondents report having some difficulty restoring benefits and identifying suspected fraud cases.

In comparison to the previous system, most workers think that the level of difficulty associated with performing specific functions using the current system is the same or less. A majority feels that it is easier to determine eligibility with the current system. For other functions discussed, most workers feel that the level of difficulty is the same under the current and previous systems.

## FOOD STAMP PROGRAM NEEDS

### Worker Satisfaction Levels

How often is the system a great help to you in your job?

	Number of Respondents	Percentage of Respondents (%)
Sometimes	7	14.3
Often	42	85.7

How often is the system an added stress in your job?

	Number of Respondents	Percentage of Respondents (%)
Rarely	16	33.3
Sometimes	25	52.1
Often	7	14.6

How often is the system more of a problem than a help?

	Number of Respondents	Percentage of Respondents (%)
Rarely	33	67.3
Sometimes	14	28.6
Often	2	4.1

Under the new (current) system, how satisfying do you find your work?

	Number of Respondents	Percentage of Respondents (%)
About the same	10	50.0
More	10	50.0

Under the new (current) system, how pleasant do you find your work?

	Number of Respondents	Percentage of Respondents (%)
About the same	11	55.0
More	9	45.0

Under the new (current) system, how stressful do you find your work?

	Number of Respondents	Percentage of Respondents (%)
Less	6	30.0
About the same	8	40.0
More	6	30.0

Under the new (current) system, how much are you able to get done?

	Number of Respondents	Percentage of Respondents (%)
Less	2	10.0
About the same	7	35.0
More	11	55.0

Under the new (current) system, how efficient are you in your work?

	Number of Respondents	Percentage of Respondents (%)
About the same	7	35.0
More	13	65.0

How do you rate the new (current) system in comparison to the previous system?

	Number of Respondents	Percentage of Respondents (%)
About the same	3	15.0
Better	17	85.0

The eligibility workers in Texas generally are satisfied with the current system. While a significant majority (86 percent) feels that the system often is a great help to them, a majority also believes that the system sometimes or often is a source of stress. More than two thirds of the workers, however, feel that the system generally is more helpful than problematic.

Compared to the previous system, 85 percent of EWs feel that the current system is better. Majorities feel that they are more efficient and productive with the current system, however, large proportions (between 40 and 55 percent of the workers) find their work equally satisfying, pleasant, and stressful with the current and previous systems.

#### Client Service

How often is expedited service difficult to achieve?

	Number of Respondents	Percentage of Respondents (%)
Rarely	37	75.5
Sometimes	8	16.3
Often	4	8.2

How often do you have difficulty providing expedited services?

	Number of Respondents	Percentage of Respondents (%)
Rarely	41	85.4
Sometimes	6	12.5
Often	1	2.1

Under the new (current) system, how difficult or easy is it to interview a client in a timely manner?

	Number of Respondents	Percentage of Respondents (%)
More Difficult	1	5.0
About the same	11	55.0
Easier	8	40.0

Under the new (current) system, how would you rate the number of trips the client has to make to obtain benefits?

	Number of Respondents	Percentage of Respondents (%)
About the same	11	55.0
Fewer	9	45.0

Under the new (current) system, how would you rate the amount of time a client has to wait in the office?

	Number of Respondents	Percentage of Respondents (%)
More	1	5.0
About the same	13	65.0
Less	6	30.0

Under the new (current) system, how would you rate the amount of paperwork demanded of the client?

	Number of Respondents	Percentage of Respondents (%)
More	1	5.0
About the same	16	80.0
Less	3	15.0

Eligibility workers generally feel that the system has little impact on client service. A large majority thinks that expedited service is relatively easy to achieve with the current system. Compared to the previous system, most workers think that the level of difficulty associated with interviewing clients in a timely manner, the number of trips required to obtain benefits, the amount of time clients spend waiting in the office, and the amount of paperwork required from clients are the same under the current and previous systems. Significant minorities, however, believe that it is easier to interview clients in a timely manner and less trips are required to obtain benefits with the current system.

**Fraud and Errors**

Under the new (current) system, how difficult or easy is it to collect overpayments?

	Number of Respondents	Percentage of Respondents (%)
More Difficult	2	11.8
About the same	13	76.5
Easier	2	11.8

Under the new (current) system, how many errors are made?

	Number of Respondents	Percentage of Respondents (%)
More	1	5.0
About the same	7	35.0
Fewer	12	60.0

Under the new (current) system, how many instances of fraud get by?

	Number of Respondents	Percentage of Respondents (%)
About the same	12	60.0
Fewer	8	40.0

Eligibility workers generally feel that the system has a positive impact or little effect on fraud and errors. A majority believes

that fewer errors are made with the current system, but more than half of the workers think that the number of undetected fraud cases and the level of difficulty associated with collecting overpayments are the same with either system.

**APPENDIX C**

**STATE OF TEXAS**

**ANALYSIS OF MANAGERIAL USER SATISFACTION SURVEYS**

## OVERVIEW

This appendix presents the results of the Managerial Level User Satisfaction Survey. Frequency counts of responses to all applicable items on the survey are included, grouped by the topic covered by the item. The results for the items covering each topic are summarized as well.

The responses to the Managerial Level User Satisfaction Survey are the perceptions of eligibility worker (EW) supervisors in Texas. In other words, these responses do not necessarily represent a "true" description of the situation in the State. For example, the results presented regarding the response time of the system reflect the managers' perceptions about that response time, not an objective measure of the actual speed of the response.

### Description of the Sample

The following table summarizes the potential population size and the final size of the sample who responded.

Number of EW Supervisors in Texas	Number Selected to Receive Survey	Percentage Selected
550	30	5.5%
	Number Responding to Survey	Response Rate
	23	76.7%

The supervisors selected to receive the survey were selected randomly so their perceptions would be representative of supervisors in Texas. The response rate of 76.7 percent is excellent and produces a sample large enough for the results to be representative of those selected, rather than the opinions of just a few individuals. Questions comparing the current and previous, however, have low response rates. The small number of responses makes it difficult to generalize supervisors' perceptions for these questions.

### Summary of Findings

EW supervisors in Texas generally are satisfied with the system. The majority reports that overall system response time, availability, accuracy, and ease of use are acceptable. Supervisors feel that the system exerts a positive impact on job satisfaction and generally supports management needs.

supervisors think the current system generally offers improvements in management support and client service functions, and most believe the system has a positive effect or no impact on fraud and errors.

**SYSTEM CHARACTERISTICS**

**Response Time**

What is the quality of overall system response time?

	Number of Respondents	Percentage of Respondents
Poor	6	26.1
Good	15	65.2
Excellent	2	8.7

What is the quality of system response time during peak periods?

	Number of Respondents	Percentage of Respondents
Poor	14	60.9
Good	9	39.1

How often is the system response time too slow?

	Number of Respondents	Percentage of Respondents
Rarely	1	4.3
Sometimes	15	65.2
Often	7	30.4

EW supervisors in Texas are somewhat satisfied with system response time. Almost 74 percent of the respondents think that overall response time is good or excellent. But, the majority feels that response time during peak processing periods is poor.

## Availability

How often is the system available when you need to use it?

	Number of Respondents	Percentage of Respondents
Sometimes	3	13.0
Often	20	87.0

How often is the system down?

	Number of Respondents	Percentage of Respondents
Rarely	7	30.4
Sometimes	15	65.2
Often	1	4.3

EW supervisors think that system availability generally is good. Eighty-seven percent of the respondents believe that the system often is available when needed. Although the vast majority thinks that the system is sometimes or often down, this downtime apparently is not intrusive enough to detract from the perception of overall system availability.

## Accuracy

What is the quality of the information in the system?

	Number of Respondents	Percentage of Respondents
Poor	2	8.7
Good	18	78.3
Excellent	3	13.0

Under the new (current) system, how difficult or easy is it to calculate benefit levels accurately?

	Number of Respondents	Percentage of Respondents
Easier	8	100.0

EW supervisors perceive the quality of the system's data and the accuracy of its calculations to be good. More than 91 percent of the supervisors feel that the information in the system is good or excellent. In comparison to the previous system, all of the responding EW supervisors think that it is easier to calculate benefit levels accurately with the current system.

**Ease of Use**

How often do you have difficulty obtaining necessary information from the system?

	Number of Respondents	Percentage of Respondents
Rarely	11	47.8
Sometimes	12	52.2

How often do you have difficulty learning to use the system?

	Number of Respondents	Percentage of Respondents
Rarely	15	65.2
Sometimes	7	30.4
Often	1	4.3

How often do you have difficulty automatically terminating benefits for failure to file?

	Number of Respondents	Percentage of Respondents
Rarely	16	94.1
Often	1	5.9

How often do you have difficulty generating adverse action notices?

	Number of Respondents	Percentage of Respondents
Rarely	19	86.4
Sometimes	2	9.1
Often	1	4.5

How often do you have difficulty generating warning notices?

	Number of Respondents	Percentage of Respondents
Rarely	16	94.1
Often	1	5.9

How often do you have difficulty restoring benefits?

	Number of Respondents	Percentage of Respondents
Rarely	15	71.4
Sometimes	5	23.8
Often	1	4.8

Under the new (current) system, how difficult or easy is it to determine eligibility?

	Number of Respondents	Percentage of Respondents
About the same	1	12.5
Easier	7	87.5

Under the new (current) system, how difficult or easy is it to automatically terminate benefits for failure to file?

	Number of Respondents	Percentage of Respondents
About the same	4	50.0
Easier	4	50.0

Under the new (current) system, how difficult or easy is it to generate warning notices?

	Number of Respondents	Percentage of Respondents
About the same	2	33.3
Easier	4	66.7

Under the new (current) system, how difficult or easy is it to restore benefits?

	Number of Respondents	Percentage of Respondents
About the same	3	37.5
Easier	5	62.5

EW supervisors generally feel that the system is easy to use. For most of the functions addressed, a significant majority reports

rarely having difficulty. More than half of the supervisors, however, sometimes have difficulty obtaining necessary information from the system. In comparisons between the current and previous systems, at least half of the responding supervisors find it easier to perform each function using the current system, and remaining respondents think the same level of difficulty is involved in performing the function with either system.

**FOOD STAMP PROGRAM NEEDS**

**Supervisor Satisfaction Levels**

How often is the system a great help to you in your job?

	Number of Respondents	Percentage of Respondents
Sometimes	3	13.0
Often	20	87.0

How often is the system an added stress in your job?

	Number of Respondents	Percentage of Respondents
Rarely	13	56.5
Sometimes	10	43.5

Under the new (current) system, how satisfying do you find your work?

	Number of Respondents	Percentage of Respondents
About the same	2	25.0
More	6	75.0

Under the new (current) system, how pleasant do you find your work?

	Number of Respondents	Percentage of Respondents
About the same	4	50.0
More	4	50.0

Under the new (current) system, how stressful do you find your work?

	Number of Respondents	Percentage of Respondents
Less	2	25.0
About the same	4	50.0
More	2	25.0

Under the new (current) system, how much work are you able to get done?

	Number of Respondents	Percentage of Respondents
About the same	2	25.0
More	6	75.0

Under the new (current) system, how efficient are you in your work?

	Number of Respondents	Percentage of Respondents
About the same	1	12.5
More	7	87.5

How do you rate the new (current) system in comparison to the previous system?

	Number of Respondents	Percentage of Respondents
About the same	1	12.5
Better	7	87.5

Most EW supervisors think that the system has a positive impact on job satisfaction. Eighty-seven percent of EW supervisors think the system often is a great help, and the majority also believes that it rarely causes additional stress.

In comparison to the previous system, nearly 88 percent of supervisors feel that the current system is better overall than the previous system. At least three quarters find their work more satisfying and feel that they are more productive and efficient with the current system. Half of the supervisors find their work equally pleasant and equally stressful with either system.

#### **Management Needs**

What is the quality of the reports produced by the system?

	Number of Respondents	Percentage of Respondents
Poor	1	4.5
Good	17	77.3
Excellent	4	18.2

What is the quality of the support provided by the technical staff supporting the automated system?

	Number of Respondents	Percentage of Respondents
Poor	4	17.4
Good	14	60.9
Excellent	5	21.7

How often do you have difficulty making mass changes to the system?

	Number of Respondents	Percentage of Respondents
Rarely	9	64.3
Sometimes	1	7.1
Often	4	28.6

How often do you have difficulty meeting Federal reporting requirements?

	Number of Respondents	Percentage of Respondents
Rarely	10	55.6
Sometimes	8	44.4

Under the new (current) system, how efficient are the people you supervise?

	Number of Respondents	Percentage of Respondents
More	7	100.0

Under the new (current) system, how difficult or easy is it to make mass changes?

	Number of Respondents	Percentage of Respondents
About the same	2	40.0
Easier	3	60.0

Under the new (current) system, how difficult or easy is it to evaluate local office efficiency?

	Number of Respondents	Percentage of Respondents
About the same	2	28.6
Easier	5	71.4

EW supervisors generally feel that the system supports management needs. Large majorities think that the quality of both technical support and reports produced by the system is good or excellent. Most EW supervisors also report rarely having problems making mass changes or meeting Federal reporting requirements.

In comparison to the previous system, supervisors view the current system as meeting their management needs better. All of the responding supervisors feel that the personnel they supervise are more efficient with the current system. Three out of five EW supervisors feel that the current system facilitates making mass changes. In addition, five out of seven think that the current system makes it easier to evaluate local office efficiency.

### **Client Service**

Under the new (current) system, how difficult or easy is it to interview a client in a timely manner?

	Number of Respondents	Percentage of Respondents
About the same	4	50.0
Easier	4	50.0

Under the new (current) system, how would you rate the services received by the client?

	Number of Respondents	Percentage of Respondents
About the same	1	12.5
Better	7	87.5

Under the new (current) system, how do you think the average client is being served?

	Number of Respondents	Percentage of Respondents
About the same	1	12.5
Better	7	87.5

Most EW supervisors believe that client service generally is improved with the current system, but half of the EW supervisors also feel that the system does not have any impact on their ability to interview clients in a timely manner.

**Fraud and Errors**

Under the new (current) system, how difficult or easy is it to collect overpayments?

	Number of Respondents	Percentage of Respondents
About the same	4	66.7
Easier	2	33.3

Under the new (current) system, how many errors are made?

	Number of Respondents	Percentage of Respondents
About the same	3	37.5
Less	5	62.5

Under the new (current) system, how many false claims are caught?

	Number of Respondents	Percentage of Respondents
About the same	3	42.9
More	4	57.1

Under the new (current) system, how many instances of fraud get by?

	Number of Respondents	Percentage of Respondents
About the same	6	85.7
Fewer	1	14.3

EW supervisors feel that compared to the previous system, the current system generally has a positive impact or no effect on the prevalence of fraud and errors. A majority believes that less errors are made and more false claims are caught with the current system. Most responding supervisors think that the ease of collecting overpayments and the number of instances of fraud that are caught with the current system are the same as with the previous system.