ARTHUR ANDERSEN & CO.

911 WILSHIRE BOULEVARD
LOS ANGELES, CALIFORNIA 90017
(213) 614-6500
January 18, 1982

Mr. Thomas W. Hayes
Auditor General
State of California
660 J Street, Suite 300
Sacramento, California 95814

Dear Mr. Hayes:

We are pleased to present this report which reviews the current status of and future plans for the Welfare Case Management Information System and Integrated Benefit Payment System (WCMIS/IBPS) within Los Angeles County.

WCMIS/IBPS comprises several hundred computer programs, several hundred display terminals and thousands of users. Development of these systems dates back to the early 1970's and has incorporated numerous changes in project scope and magnitude. The WCMIS central index of welfare cases was converted in 1977 and the major IBPS aid programs were converted in late 1982.

Currently, WCMIS/IBPS provides information to district offices plus other centralized departments within L.A. County. The systems are operational, have few current significant problems and user satisfaction is high.

The report outlines current status and future development risks against a background of available project documentation and funding requests. The scope is restricted to L.A. County Department of Social Services and Data Processing Department activities associated with WCMIS/IBPS. Current status is reviewed in terms of functional, technical and cost objectives defined for these systems.

This review makes no attempt to evaluate WCMIS/IBPS in terms of its functional and technical capabilities as compared to the Statewide Public Assistance Network (SPAN) requirements, or any other welfare processing system. Such a comparison/ evaluation will be addressed in our final SPAN Feasibility Study Report in April, 1983.

We wish to thank all the personnel whom we interviewed or provided us with information for the review. We also wish to thank Arnold Fogelman and Diane McGuire of DPSS for helping arrange various interviews. Completion of the report was greatly facilitated by the general open cooperation and assistance we received. Finally, we wish to thank Steve Schutte of the Auditor General's Office for the direction he provided on this project.

Very truly yours,

Arthur Andersen & Co.

TABLE OF CONTENTS

1.0 MANAGEMENT SUMMARY

1.1 BACKGROUND TO WCMIS/IBPS
1.2 REVIEW OF WCMIS/IBPS CURRENT STATUS
1.3 REVIEW OF FUTURE IMPLEMENTATION PLANS
LIST OF PERSONS INTERVIEWED
MAJOR ABBREVIATIONS USED IN REPORT
INDEX OF FIGURES

2.0 BACKGROUND

2.1 BACKGROUND TO THIS REPORT
2.2 SCOPE OF THIS REPORT
2.3 BACKGROUND TO WCMIS
2.4 BACKGROUND TO IBPS

3.0 REVIEW OF CURRENT STATUS

3.1 1978 DEVELOPMENT PACKAGE BASELINE
3.2 FEBRUARY 1982 REVISED IBPS COST/BENEFIT ANALYSIS
3.3 FUNCTIONAL REVIEW
3.4 TECHNICAL REVIEW
3.5 COST REVIEW

4.0 REVIEW OF FUTURE IMPLEMENTATION PLANS

4.1 IBPS FOSTER CARE VENDOR PAYMENTS
4.2 CHILDREN'S SERVICES INDEX AND VENDOR VACANCY CONTROL (CSI/VVC)
4.3 REMAINING IBPS PROGRAMS
4.4 IBPS AFDC/FS ENHANCEMENTS
4.5 REPAYMENTS SYSTEM
4.6 ORANGE COUNTY WCMIS DEVELOPMENT
4.7 ON-LINE FOOD STAMP ISSUANCE SYSTEM
4.8 ORANGE COUNTY PAYMENT SYSTEMS
4.9 FUTURE WCMIS/IBPS INTENTIONS
4.10 GENERAL CONSIDERATIONS

ATTACHMENTS

TABLE OF CONTENTS

		PAGE
1.0	MANAGEMENT SUMMARY	1
1.1	BACKGROUND TO WCMIS/IBPS	2
1.2	REVIEW OF WCMIS/IBPS CURRENT STATUS	3
1.2.1	Functional Review	
1.2.2	Technical Review	
1.2.3	Cost Review	
1.3	REVIEW OF FUTURE IMPLEMENTATION PLANS	8
1.3.1	IBPS Foster Care Vendor Payments	
1.3.2	Children's Services Index/Vendor Vacancy Control (CSI/VVC)	
1.3.3	Remaining IBPS Programs (Medi-Cal/ General Relief)	
1.3.4	IBPS AFDC/FS Enhancements	
1.3.5	Repayments System	
1.3.6	Orange County WCMIS Implementation	
1.3.7	On-Line Food Stamp Issuance System	
1.3.8	Orange County Payment Systems	
1.3.9	Future WCMIS/IBPS Integration	
1.3.10	General Considerations	
	LIST OF PERSONS INTERVIEWED	14
	MAJOR ABBREVIATIONS USED IN REPORT	16
	INDEX OF FIGURES	17

1. MANAGEMENT SUMMARY

In accordance with Item 5180-011-001 of the Budget Act of 1982, Arthur Andersen & Co. has completed a review of the Los Angeles County Welfare Case Management Information System and Integrated Benefit Payment System (WCMIS/IBPS). The review was conducted in two parts:

(1) A review of the current status of WCMIS/IBPS, including an assessment of the extent to which the project has met, or is meeting its stated objectives; and

(2) A review of future WCMIS/IBPS project plans, including an assessment of the likelihood of completion of systems implementation.

The review work was conducted between October 25 and December 27, 1982 and reflects the status of WCMIS/IBPS at that time.

Detailed review findings are contained in the following sections of this report. The Management Summary Section summarizes these findings and outlines several conclusions which result from the review.

1.1 BACKGROUND TO WCMIS/IBPS

The WCMIS project initiated in the early 1970's was intended to provide a comprehensive data base management system for all welfare payment programs in Los Angeles County. The first phase of this development, an on-line central index to welfare cases, was implemented in March 1977 on UNIVAC computer hardware. Since 1977 the term WCMIS has been used solely to describe this central index system.

The IBPS project was initiated in 1978 following development of a "Development Blueprint" plan in 1977.

The 1978 IBPS Development Package, approved for State and Federal funding, proposed developing an integrated system for all welfare payment programs over a 15 month period. Separate Children's Services Index and Vendor Vacancy Control (CSI/VVC) systems were also to be developed in the same timeframe. These were to support social services activities and were to be integrated with WCMIS and IBPS.

The IBPS project underwent substantial changes and delays in schedule, costs and scope over a four year period.

A Revised Funding Request Package was submitted in February 1982. Although not yet approved for federal funding, development proceeded and the IBPS Aid to Families with Dependent Children (AFDC) and Food Stamps (FS) programs were implemented County-wide in early November 1982. The conversion of these two largest benefit programs to UNIVAC hardware allowed removal of Honeywell equipment, a major IBPS project objective.

To date, the IBPS project has expended approximately $5.3 million compared to the $1.5 million originally planned in 1978.

At this time several projects or activities related to WCMIS/IBPS remain to be completed:

- Incorporation of the AFDC Foster Care vendor payments program into IBPS (Scheduled for December 1983 in the February 1982 Revised Funding Package).
- Incorporation of the Medi-Cal and General Relief payments programs into IBPS. This would allow for elimination of the separate Los Angeles County Case Data Management System (CDMS) currently automated on UNIVAC equipment.

- Developing an accounts receivable repayments system. Although directly integrated with WCMIS/IBPS, this is a newly defined project awaiting separate federal funding approval.

- A Food Stamps On-line Issuance system is required to replace the current IBPS authorization and reconciliation processing.

- Development of the CSI/VVC systems. These were postponed pending development of the Statewide Public Assistance Network (SPAN). A revised funding request was submitted for state approval in 1982.

- Several enhancements to the IBPS AFDC/FS system have been identified and await development.

1.2 REVIEW OF WCMIS/IBPS CURRENT STATUS

Conclusions of our review of current WCMIS/IBPS status are summarized in the following areas:

1.2.1 Functional Review

The funding request packages for the IBPS project contained a high level list of functional requirements for each aid program. Detailed functional requirements for IBPS AFDC/FS were developed as part of the recent development effort.

The following summary conclusions are drawn from the detailed review of functional status:

.. The IBPS AFDC/FS conversion has achieved all but a few of the functional objectives defined in the 1978 and Revised 1982 Funding Request packages for these two largest benefit programs.

- We have analyzed the specific requirements defined in these packages in each of the following major functional areas:

  -- Intake/Data Collection
  -- Eligibility Determination and Verification
  -- Client Notification
  -- Benefit Computation
  -- Benefit Delivery
  -- Case Management/Tracking
  -- Management Control/Reporting
  -- Billing and Collections
  -- Fraud/Audit

- A few of these requirements have not been fully implemented.

- Several functions listed in the funding packages as planned enhancements have been implemented.

- A substantial number of additional requirements not defined in the funding packages have also been implemented.

.. The recent IBPS AFDC/FS conversion required substantial effort and has been successful, as evidenced by the following:

- Despite pre-1982 schedule slippages and cost overruns, IBPS AFDC/FS was converted on schedule county-wide in November 1982 (based on the February, 1982 revised schedule).

- Our detailed report outlines the magnitude of the development and conversion effort.

- The System was first converted in the Compton District office pilot location in September, 1982 and has been running successfully there since that time.

- User documentation and training has been extensive and generally of high quality.

- Production error reject levels have been averaging a low 1% of total transactions submitted.

- Initial user satisfaction with the system appears to be high.

.. A number of features of IBPS AFDC/FS favorably impact the intake and eligibility workers which comprise the bulk of the administrative work force.

- Our detailed report outlines several of these major benefits in areas such as data intake and client notification.

- The detailed effects of these benefits have yet to be studied during 1983.

- Continued reductions in workloads and/or improvements in quality of service are expected to result from the IBPS implementation.

- These impacts were not included in the project's cost/benefit justification.

.. State and Federal Quality Assurance Reviews are anticipated to reflect fewer errors in a number of specific areas.

- Our detailed report outlines specific errors which are expected to be reduced by the IBPS implementation.

.. Some fraud or error prevention or detection benefits are also expected to be realized.

- We outline these in our detailed report

- The impact in this area is much less significant than that achieved through the WCMIS central index implementation.

1.2.2 Technical Review

WCMIS and IBPS are run on configurations of UNIVAC equipment at the L.A. County Data Center in Downey and terminals at each of the district offices. The UNIVAC 1100/83 mainframe equipment includes three processing units used for batch and on-line processing. Two communications processors also support the network of approximately 450 terminals.

The WCMIS/IBPS information and processing flows include both separate and interrelated processing. The review of technical status describes these flows in terms of the WCMIS data base, the IBPS master file, programs and job streams, interactive processing, batch processing and interfaces to other systems.

The original development funding request packages for WCMIS and IBPS did not contain specific quantified technical performance objectives to be met by these systems. Internal on-line availability and response time goals have been developed by the L.A. County Data Processing Department (DPD). The review of technical status covers performance against these internal standards as well as an assessment of the WCMIS/IBPS technical architecture.

Summary conclusions from the review of technical status are as follows:

.. While on-line availability for WCMIS has met internal standards, and no continuing major problems have arisen, availability has been lower than other comparable terminal networks.

- WCMIS on-line availability has averaged about 96 percent uptime.

- Problems with availability of the communications interface to the on-line State MEDS system have not had a significant impact on WCMIS availability.

.. No significant problems have arisen with batch processing run times or WCMIS on-line response times.

- Average on-line response times for WCMIS inquiries and updates have been less than three seconds.

- Current WCMIS and IBPS batch run times are significantly less than originally expected.

.. The technical architecture of WCMIS/IBPS does not result in significant functional, technical or operational problems.

- Data redundancy and synchronization problems between the WCMIS data base and the IBPS master file have not been significant.

- WCMIS provides extensive fraud detection capabilities through a combination of on-line and overnight batch processing.

- The technical design and communications architecture provide a workable compromise in meeting the requirements of high volume data entry, on-line and batch transaction processing.

1.2.3. Cost Review

The IBPS 1978 and February, 1982 development project funding request packages identified two major sources of tangible projected operating cost savings:

.. The removal of Honeywell computer equipment and associated costs.

.. Administrative staff reductions within L.A. County Department of Public Social Services (DPSS), primarily through replacement of manual Foster Care vendor payment systems.

The review of cost status assesses achievement of these objectives as well as the development costs incurred relative to estimates made in the funding request packages. Administrative costs for DPSS aid programs are also summarized, including the relative costs of functions performed by eligibility workers and data processing services.

Summary conclusions from the cost review are as follows:

.. The primary cost savings associated with removal of Honeywell computer equipment are being realized.

- These savings include maintenance, support, operating staff and allocated overhead costs.

.. The DPSS staff savings associated with the AFDC/FS conversion have yet to be achieved.

- Original estimates of savings included some which were achieved prior to IBPS conversion.

- Parallel manual processing of statistical reports is expected to continue for a few months before clerk reductions are achieved.

.. Total Data Processing Department (DPD) IBPS development costs were approximately $4.5 million.

- This is an overrun of approximately $275,000 over the estimates submitted in the Revised February 1982 Funding Request Package.

- Additional DPSS Computer Services Division (CSD) costs of $856,000 were estimated in the funding request, but no data is readily available on actual CSD costs incurred on the AFDC/FS project.

.. The major DPSS personnel cost savings on which the IBPS project was based will only be achieved with the planned automation of Foster Care vendor payments in December 1983.

.. Ongoing DPD operating costs billed to DPSS averaged approximately $500,000 per month for the four months prior to IBPS conversion. This represented a cost of approximately $1 per case for total approved and intake cases processed each month (less than 4 percent of total DPSS administrative costs).

- This compares to monthly direct eligibility worker costs of approximately $13 per approved case and $43 per intake case processed.

- Over 435,000 approved cases and over 70,000 intake cases were processed in October, 1982.

- Total average costs of providing benefits averaged 11 cents per $1 provided, but this varies significantly by program.

.. Data processing costs related to operating the IBPS system will be dependent on the UNIVAC operations costs allocated to the IBPS project.

  - UNIVAC mainframe monthly lease and maintenance fees of approximately $220,000 need to be recovered through a combination of production and development processing.

.. WCMIS total processing costs for both on-line inquiry and batch updates average less than 20 cents per transaction.

  - Actual WCMIS costs may be lower in the future if IBPS is allocated a portion of the UNIVAC terminal lease fee and maintenance costs.

.. The savings accruing from future conversion of CDMS General Relief and Medi-Cal programs to IBPS need to be further evaluated.

  - Savings will be dependent on the allocation of UNIVAC operating costs to IBPS.

1.3 REVIEW OF FUTURE IMPLEMENTATION PLANS

The report assesses the implementation risks associated with a number of prospective WCMIS/IBPS related development projects. It also addresses several general considerations in assessing whether WCMIS/IBPS will be fully implemented.

Future implementation risks for each project are assessed primarily in terms of:

.. The extent to which functional requirements and specifications are well defined.

.. The degree of technical complexity or innovation required.

Implementation uncertainty and risks for each project are also reduced to the extent that:

.. Adequate resources are available and allocated.

.. Consistent and comprehensive cost benefit analysis has been undertaken.

.. Overall systems plans and detailed implementation plans have been developed, and required state and federal funding approvals have been obtained.

These factors all reduce the potential risk of incurring significant cost, schedule or scope problems.

Summary findings of the review of future project implementation plans are as follows:

1.3.1. IBPS Foster Care Vendor Payments

.. Detailed functional requirements have yet to be developed.

- The high level requirements defined in the 1978 Development Package have not been updated, but still appear to be generally applicable.

- Additional legislative requirements have been introduced since 1978 and will probably result in limited changes in overall project scope.

.. The large estimated staff savings resulting from automation of vendor payments are still expected to be achieved.

- The exact magnitude of these savings need to be reconfirmed once detailed functional and technical specifications are developed.

- Additional benefits resulting from increased accuracy and timeliness of service are also expected to be achieved.

.. This project is the highest priority DPSS related systems project and the December 1983 target implementation date appears reasonable.

- The high level estimates of development costs need to be refined and reconfirmed.

- The magnitude of the development effort is subject to completion of detailed functional and technical specifications and a detailed implementation work plan. A draft detailed work plan has been developed for the design work during the first half of 1983.

1.3.2. Children's Services Index/Vendor Vacancy Control (CSI/VVC)

.. The existence of detailed design requirements for these social service systems reduces overall project risk.

- The original requirements defined in 1978 were updated and refined in 1980.

- Additional recent legislative requirements will have to be incorporated in the CSI design.

.. These projects have not been cost justified based solely on potential staff reductions.

- Benefits resulting from improved quality and control of placement services have not been quantified as part of the cost/benefit analysis.

.. As with IBPS Foster Care, development resources and costs need to be reconfirmed following development of a detailed implementation work plan.

- The December 1983 planned target date is primarily dependent on the assignment of adequate resources to this project (if it obtains funding approvals).

1.3.3 Remaining IBPS Programs (Medi-Cal/General Relief)

.. These are currently a lower priority project within L.A. County.

- Medi-Cal and General Relief payments are currently automated on the L.A. County Case Data Management System (CDMS)

- Cost savings resulting from the transfer of these programs to IBPS have not been adequately analyzed by DPD or DPSS.

.. This project does not appear to entail significant functional or technical risks.

- Implementation should be relatively simple in comparison to the IBPS AFDC/FS conversion effort.

- There do not appear to be any reasons why this project should not be implemented once resources are allocated and work commences.

1.3.4 IBPS AFDC/FS Enhancements

.. There are a large number of enhancements identified for IBPS AFDC/FS

- These were not part of the original project scope and have arisen for legislative or other reasons.

- User departments have been asked to reprioritize the outstanding enhancement requests.

.. The large number of enhancement requests are likely to consume significant development resources within L.A. County DPD and CSD.

- Detailed functional and technical specifications and implementation estimates have not yet been developed for these enhancements.

.. Enhancements which require changes to the IBPS daily update program mainline or master file constitute significant technical risk.

- Enhancements of this type should be consolidated and implemented together to the extent possible.

1.3.5 Repayments System

.. Detailed functional and technical specifications have been developed.

- These are sufficiently detailed to support the implementation work plan submitted in support of the project funding request.

.. We have compared the detailed implementation estimates to those resulting from application of Arthur Andersen & Co.'s development methodology and estimating guidelines (Method/1).

- Method/1 estimates are approximately one third higher than those developed by DPD and CSD (941 versus 703 person days)

-- The total time allocated by DPD for detailed design, programming and user testing (about 350 days) appears to be adequate.

-- The major differences in estimates relate to project administration and user related tasks.

.. Given the degree of detail of the specifications and work plan, we do not consider this to be a high risk project.

- Assignment of adequate personnel resources by DPD and development of more detailed user related task estimates are the major requirements for success.

1.3.6 Orange County WCMIS Implementation

.. Multi-county capability for WCMIS has been developed to support the addition of Orange County to the data base in January 1983.

- Orange County will be replacing existing manual indices with WCMIS.

- Orange County will not be using all of the WCMIS capabilities.

- Orange County will maintain the index through manually entered transactions until payment systems are automated at a later date.

1.3.7 On-line Food Stamp Issuance System

.. The draft request for proposal (RFP) (prepared by L.A. County and awaiting state approval for release), provides the basis for development of detailed functional and technical specifications by the selected outside contractor.

.. Substantial operating cost savings have been projected for a new on-line system.

- Savings of over $3 million per year are projected.

- These would be offset by the development costs and costs of operating the system by the outside contractor.

- The project is expected to have a one year payback within L.A. County.

.. Additional savings would accrue from compliance with federal photo- ID requirements for food stamp issuance.

- Federal sanctions are currently estimated at up to $40,000 per month until L.A. County complies with these regulations.

1.3.8 Orange County Payment Systems

.. L.A. County has agreed to conduct a Feasibility Study for automation of Orange County payment systems.

- This study, to be completed by April 1983, will determine whether IBPS and/or CDMS should be modified or enhanced for Orange County use.

.. Significant functional and technical design issues will need to be addressed if common Orange County and L.A. County payment systems are recommended by this study.

- Use by Orange County would not necessarily require addition of complete multi-county capabilities to IBPS.

1.3.9 Future WCMIS/IBPS Integration

.. WCMIS and IBPS data structures and the IBPS program structure will facilitate possible future integration of these systems.

- One common data base would eliminate potential current operational and data synchronization problems.

.. L.A. County DPD has budgeted hardware for the first stage of this development.

- Additional disk drives are planned to allow disk-based processing of the IBPS master file.

1.3.10 General Considerations

.. No overall information systems plan has been developed within L.A. County addressing the various DPSS related projects.

.. No comprehensive project control system has been used to monitor and control systems development projects for DPSS.

.. Cost/benefit analyses presented to obtain project funding approvals need to be reconfirmed where detailed functional and technical specifications have not yet been developed.

.. DPD and CSD may not have the internal resources required to proceed concurrently with all the enhancement requests and projects currently awaiting funding approval.

.. Delays in obtaining funding approvals introduce a significant degree of uncertainty and risk into future development plans.

WCMIS/IBPS REVIEW

LIST OF PERSONS INTERVIEWED

DPSS Executive Management

Richard Canton

Bureau of Administrative Services

John Zarcone

Computer Services Division

Al Bague
Dewey Carlson
Arnold Fogelman
Gracie Gagliardi
Cliff Hutson
Rick Nudelman

L.A. County Data Processing Department

Mark Gascoigne
David Nurse
Carlos Rocher

Management Information and Evaluation Division

Rene Camou
Angelo Doti
Ed Elliott
Armin Kroeger
Diane McGuire

Budget and Management Services Division

Tony Iniquez
Sue Isbell
Joe Rizzo

Bureau of Program Planning and Development

Janet Frazier

Bureau of Assistance Payments (Compton District)

Karen Brown

Aid Payments Division

Donn Byron
Ann Cohen

Bureau of Social Services Operations

Gene Gilden

Operations Review Board Section

Bob Achterberg
Larry Beard
Romaine Brewer
Nan Flette
Barbara Simpson

Research and Statistical Services Section

Toni Larsen
Stuart Szidak

Welfare Fraud Prevention and Investigations Section

Bill Butler
Roberta Kiehl

Orange County Department of Social Services (DSS)

Ed Murphy
Mike Newell
Ernie Pelto
Sara Walker
Arnold Winkle

MAJOR ABBREVIATIONS USED IN REPORT

AFDC	-	Aid to Families with Dependent Children
CDMS	-	Case Data Management System
CSD	-	Computer Services Division of L.A. County DPSS
CSI/VVC	-	Children's Services Index/Vendor Vacancy Control.
DPD	-	Data Processing Department of L.A. County
DPSS	-	Department of Public Social Services
FS	-	Food Stamps
IBPS	-	Integrated Benefit Payment System
SPAN	-	Statewide Public Assistance Network
WCMIS	-	Welfare Case Management Information System

INDEX OF FIGURES

3.3.1	WCMIS/IBPS Development Master Schedule (11/78)
3.1.4	WCMIS/IBPS - CSI/VVC Benefit Summary (11/78)
3.3.1	Productivity Results
3.4.1	WCMIS/IBPS Hardware Configuration - Central
3.4.2	WCMIS/IBPS Hardware Configuration - District Offices
3.4.3	L. A. County UNIVAC 1100/33 System Software
3.4.4	Relation of Sub-Exec in L. A. County's UNIVAC 1100/83
3.4.5	WCMIS/IBPS Information and Processing Flows
3.4.6	WCMIS Data Base Structure
3.4.7	IBPS Master File Structure
3.4.8	WCMIS System Availability
3.4.9	WCMIS System Availability vs. Volume
3.4.10	MEDS Link
3.4.11	WCMIS Average Response Time
3.5.1	Cost of Providing Benefits for Approved Cases
3.5.2	Cost of Processing Intake Cases
3.5.3	DPD Total Costs Billed to DPSS
3.5.4	DPD Equipment Costs Billed to DPSS
3.5.5	DPD Labor Costs Billed to DPSS
4.2.1	CSI/VVC System Flow
4.5.1	Repayments System Workplan Comparison
4.7.1	On-Line Food Stamp System Flow
4.9.1	IBPS Daily Update Program
4.10.1	WCMIS/IBPS Future Project Status
4.10.2	WCMIS/IBPS Future Project Costs and Benefits
4.10.3	WCMIS/IBPS Future Project Resource Requirements

TABLE OF CONTENTS

		PAGE
2.0	BACKGROUND	1
	2.1 BACKGROUND TO THIS REPORT	1
	2.2 SCOPE OF THIS REPORT	2
	2.3 BACKGROUND TO WCMIS	3
	2.3.1 WCMIS - as Proposed in 1974	
	2.3.2 WCMIS Implementation	
	2.3.3 Case Data Management System (CDMS)	
	2.3.4 WCMIS Phase II	
	3.3.5 WCMIS Phase III	
	2.4 BACKGROUND TO IBPS	8
	2.4.1 Report on the Los Angeles County Welfare Case Management Information System (WCMIS), April, 1977	
	2.4.2 WCMIS Development Blueprint, August, 1977	
	2.4.3 WCMIS/IBPS Development Package, November, 1978	
	2.4.5 IBPS Pilot Program	
	2.4.6 County-wide Conversion	
	2.4.7 Future Development Plans	

2. BACKGROUND

2.1 BACKGROUND TO THIS REPORT

In accordance with Item 5180-011-001 of the Budget Act of 1982, Arthur Andersen & Company was awarded a contract to develop the following deliverables for the State of California:

(1) A report to the Legislature by January 30, 1983 on the status of the Los Angeles County Welfare Case Management Information System and Integrated Benefit Payment System (WCMIS/IBPS), including an assessment of how well the project is meeting its stated objectives.

(2) A revised Feasibility Study Report (FSR) for a Statewide Public Assistance Network (SPAN) by April 12, 1983.

This report is designed to address the first of these deliverables.

2.2 SCOPE OF THIS REPORT

The Background Section of this report traces the development history of WCMIS/IBPS in order to outline the changes in project scope and direction that have occurred over time. This section also outlines projects that are currently proposed which would complete or add to the overall scope of WCMIS/IBPS.

The Review of Current Status of WCMIS/IBPS outlines the documentation and funding request packages which define the stated objectives of recent development and implementation efforts. The review then addresses the extent to which functional, technical and cost objectives have been met.

Finally, the Review of Future Implementation Plans addresses the extent to which remaining subsystems or enhancements to WCMIS/IBPS are likely to be fully implemented.

In order to complete this scope of work we have both reviewed available documentation within L.A. County as well as interviewed the people listed above.

2.3 BACKGROUND TO WCMIS

In 1971 the Los Angeles County Board of Supervisors instituted this project to develop a computer based system to assist in the management and administration of the welfare activities of Los Angeles County. Initial delays were experienced due to changes in scope and the realization that WCMIS development was significantly more complex than originally anticipated.

2.3.1 WCMIS - As Proposed in 1974

The WCMIS project objectives and goals were defined in 1974 as follows:

> "The main thrust of WCMIS is to provide a comprehensive data base management system for all welfare payment programs and all social services programs. The system shall provide remote on-line video terminal input, inquiry and updating, and central overnight batch outputs; in addition, the system shall enable the user to accomplish the functions of case clearing and opening, eligibility determination, budget calculation, warrant preparation, expenditure controls, statistical reporting, claim preparation, management alerts and reporting, interfacing with other systems as required, and processing and audit control."

The primary goals in the development of WCMIS included the following:

- Improvement of Operation Efficiency
- Reduction of Costs
- Strengthening of Controls
- Improvement of Services to the Community
- Reduction of the Opportunity for Fraud
- Providing Flexibility for Fast Response to Changing Legislation and Regulations
- Insuring that Public Funds are Properly and Accurately Disbursed
- Full Realization of Reimbursement Revenue.

Original plans called for a three phase implementation strategy:

Phase I: Confidential Index

- A data base of summary case and individual persons data was to be developed for on-line inquiry purposes.

Phase II: Off-Line Case Budgeting and Aid Payments

- Enhanced and automated systems were to be developed for the following 1974 programs:

  - Aid to Families with Dependent Children (AFDC)
  - Adult Aid programs
  - Cuban Refugee Program
  - Food Stamps Program
  - Social Services
  - Medi-Cal
  - General Relief

Phase III: On-Line Case Budgeting and Eligibility Determination

- A prototype of an on-line system was to be developed after Phase II was implemented.

2.3.2 WCMIS Implementation

Phase I, the Confidential Index, was implemented in March of 1977. The term "WCMIS" has since become synonymous with this central index data base on UNIVAC equipment which provides summary data for active and inactive L.A. County Welfare cases. Each case on file includes personal data for each person associated with that case, aid information on each person and administrative information such as case worker identification.

The WCMIS data base contains data on all active and inactive cases in L.A. County for a period of five years. Active case data is maintained for 1.2 million people as well as 3.5 million people that are associated with inactive cases. Data base maintenance is performed through various on-line and batch district inputs. Central updates are performed daily and monthly by the Los Angeles County data processing department. DPSS utilizes the WCMIS data base to answer up to 75,000 daily inquiries.

Printers are available at district offices to enable personnel to obtain a hard copy of any WCMIS display. Some batch update transactions are also entered through these UNIVAC UTS 400 video terminals.

As implemented in 1977, and enhanced since that time, WCMIS provides several main functions, primarily related to case clearance, case opening, Medi-Cal eligibility input, fraud prevention and alerts, and clearance of inquiries about recipients:

. Case Clearance

- With the conversion of IBPS, pre-clearances are done on each application for aid.

- On-line inquires of the WCMIS data base are done:

  . to determine if an open case already exists for the applicant

  . to obtain a case number for use on the new facesheet

  . to determine if a person applying for aid is associated with an active segment on the WCMIS data base.

. New Case Opening

- New cases are opened and case numbers assigned on-line.

. Medi-Cal Eligibility Checking

- The WCMIS index also contains data needed for processing Medi-Cal applications.

. Fraud Prevention

- The Welfare Fraud Prevention and Investigations Section (through use of the on-line WCMIS "fraud flasher") indicates cases which are subject to fraud investigation.

- The WCMIS index is used for on-line checks for matching Social Security numbers, addresses, telephone numbers and soundalike names.

- WCMIS nightly batch programs also check for address or telephone number matches within or across cases.

. Clearance of Inquiries About Recipients

- Examples of this function include:

  . determining the worker of record to clear incoming mail or report listings

  . determining the location and file number of a case in response to an outside call

  . general responses to telephone calls or written requests for program information.

The Review is concentrated on the recent IBPS project, given that the basic WCMIS Central Index was implemented in 1977. Later sections of this report address aspects of the functional and technical status of WCMIS and future project development plans.

2.3.3 Case Data Management System (CDMS)

CDMS was originally designed as an interim system until WCMIS could be fully implemented. The system performs recipient grant calculations and warrant processing for the General Relief and Medi-Cal programs. CDMS was also developed in order to capture uniform data for eventual update to the WCMIS central index, and was implemented prior to the 1977 WCMIS index.

CDMS was originally run on Honeywell equipment. A later conversion moved the General Relief and Medi-Cal programs to UNIVAC equipment. CDMS was intended to be replaced by new integrated benefit payment systems for Medi-Cal and General Relief. We address the replacement of CDMS during our assessment of future IBPS implementation plans.

2.3.4 WCMIS Phase II

This phase of WCMIS development was intended to implement off-line case budgeting and aid payment claiming. The major components of Phase II included:

a. Off-line Case Budgeting - To allow batch computation of the amount of welfare grant an applicant is entitled to.

   - This was automated on Honeywell equipment in the Data Transmission (DT) system.

b. Food Stamp System - Print Authorizations to Participate (ATP) and reconcile issued ATP's with those used.

   - This was also partially implemented as part of the Honeywell DT system.

c. Children's Services Index - An automated index containing information about children who are of concern to the Social Services staff.

d. Vendor and Special Payments Case Budgeting - Provide computerized issuance of warrants to providers of services to welfare clients.

e. Aid Payment Claiming - Automate fiscal accounting and reporting functions.

2.3.5 WCMIS Phase III

The third phase of WCMIS development was intended to implement on-line case budgeting and an on-line eligibility determination prototype. The major components of this development phase were to be:

a. On-line Case Budgeting and District-issued Medi-Cal cards - provide immediate case budgeting for emergencies and supplemental payments. Also issue Medi-Cal cards.

b. On-line Eligibility Determination Prototype - eligibility data would be entered and the computer would determine eligibility and the amount of the welfare grant if the applicant is eligible.

c. Additional Notification Alerts and Reports - provide reminders to the eligibility worker for certain actions. Allow custom reports to be prepared using a report generator.

d. Expenditure Control Reporting - automate the aid expenditure accounting function.

e. Service Directories - automate the directories of available social services in the County and make them available for inquiries.

Although not completed as planned, certain WCMIS Phase II and Phase III components have been incorporated in IBPS and other systems projects.

2.4 BACKGROUND TO IBPS

2.4.1 Report on the Los Angeles County Welfare Case Management Information System (WCMIS), April, 1977

In December 1976, the State Department of Benefit Payments (SDBP), directed that a study of the WCMIS project be undertaken. The study was prompted by concern over the delays, redirections, and cost overruns that had accompanied the project since its inception in 1971.

The study team, composed of representatives of the welfare programs, fiscal administration, technical EDP and program support organizations of SDBP, made specific recommendations after its 5 month study.

One of those recommendations stated that WCMIS should be funded for Fiscal Year 1977/78, contigent upon the County and SDBP reaching agreement on a project management control plan that would include at least the following features:

a. Specific performance criteria for the development and implementation of future WCMIS components.

b. Funding approval for each component to be given on a step-by-step basis after justification for the component has been approved.

c. Plans for elimination of reliance on both the UNIVAC and Honeywell computers.

d. A method for funding necessary County feasibility studies.

e. A plan for early development of WCMIS generated program information and management reporting systems.

2.4.2 WCMIS Development Blueprint, August, 1977

DPSS then developed this WCMIS Plan after reexamining the WCMIS priorities and goals as dictated by the SDBP audit of WCMIS and by changes in DPSS's needs. This outline of the major activities envisioned for the WCMIS project was to serve as the basis for securing agreement between SDBP and L.A. County on the overall direction of the WCMIS project. Also contained in the Plan were projected master schedules for implementation, manpower, and benefits.

The WCMIS Plan was divided into 4 components. The first major component to be implemented was the Integrated Benefit Payment System (IBPS). This component was further broken down into 8 segments including:

- Case Data Management System (CDMS) Direct Conversion to UNIVAC

- Requirements Definition - IBPS

- Build Integrated Benefit Payment Baseline

- Convert AFDC and Food Stamps to IBPS

- Add Income Determination Module to IBPS

- Convert Intermediate Care (I/C), Indochinese Refugee Resettlement (IRAP), and Cuban Refugee (CR) to IBPS

- Build Vendor Payment System

- Convert Boarding Homes and Institutions (BHI) and General Relief Ineligible (GRI) to IBPS

The second component proposed integration of the Children's Services Index (CSI) and Vendor Vacancy Control (VVC) with WCMIS.

The third component, to be implemented after CSI/VVC, would provide additional on-line capabilities to WCMIS.

The fourth component included the maintenance and enhancement activities that would have to be performed throughout the project's life cycle due to mandated changes and legal requirements.

2.4.3 WCMIS/IBPS Development Package, November, 1978

This 3 Volume package defined the next WCMIS development effort following the approved September 1977 WCMIS Development Blueprint Plan.

The Development Package included the funding request submitted to the State for approval of the WCMIS development alternative selected by the County. This development alternative proposed parallel implementation of IBPS and CSI/VVC.

L.A. County arrived at their decision by evaluating different alternatives against 4 major standards. These standards are listed in order of importance:

- Followed SDBP recommendations, particularly the removal of the Honeywell mainframes

- Shortest time to achieve DPSS savings

- Risk vs. Success

- Staff utilization

2.4.4 Changes in Scope and Schedule

The following is a chronological list of subsequent changes to the scope and schedule of IBPS development.

Description	Date
- State approval of IBPS/CSI/VVC.	6/29/79
- L.A. submitted a revised request to develop IBPS in 3 steps with expected implementation by 7/80. This was because of a significant loss of technical staff in the L.A. Data Processing Department. First Step - AFDC/FS to be transferred to UNIVAC Second Step - BHI to be consolidated into IBPS Third Step - CDMS to be consolidated into IBPS CSI/VVC was to be contracted out	7/11/79
- Amended State approval for IBPS and withdrawal of approval for CSI/VVC, due to intended state-wide system plans.	8/24/79
- Quarterly Report from L.A. stated that plans were to provide an integrated benefit payment system consisting of AFDC/FS, BHI, and CDMS. In addition, the Honeywell computer would be removed. LA informed State that IBPS implementation would be delayed until January 1981.	4/22/80
- Revised L.A. IBPS schedule & costs. 2 month Pilot to commence 3/20/81 Full implementation of AFDC/FS on 6/81 Removal of Honeywell on 8/81 GR/MA IBPS 1/82 BHI IBPS 7/82	12/17/80

- Continuing IBPS development problems resulted in the SPAN development team dropping IBPS as the basis of a state-wide benefit payment system. — May 1981

- Revised L.A. IBPS schedule & cost. — 8/24/81

  2 month Pilot to commence for AFDC/FS on 12/21/81
  County-wide implementation for AFDC/FS on 2/22/82
  Honeywell removal on 4/82

- Revised IBPS schedule and cost/benefit analysis, supporting revised funding request. — 2/12/82

  2 month Pilot of AFDC/FS 8/23/82
  County-wide implementation of AFDC/FS 10/25/82
  Honeywell to be removed 12/1/82
  AFDC Foster Care 12/83

- Request for additional federal funding and justification for IBPS sent to Washington D.C. Attachments included Executive Summary, Reasons For Slippage and Impact If Not Implemented. — 3/26/82

- State Review of IBPS development plan. The Review Task Force concluded that the County had: — 5/28/82

  Identified and instituted procedures necessary to correct the Daily Update Program problems
  Developed a finely turned workplan for the completion of IBPS
  Designed appropriate automated and manual processes that meet all F.A.M.I.S federal requirements
  In addition, the task force concluded that the County would complete IBPS but would not meet the 10/82 county-wide implementation date, and recommended that DSS monitor the project as closely as possible.

- Funding request for CSI/VVC development resubmitted. — 10/20/82

2.4.5 IBPS Pilot Program

The IBPS AFDC/FS Pilot Program began as planned on August 23, 1982, in the Compton District office. The primary purpose of the Pilot Program was to test IBPS in a production environment prior to the county-wide conversion. Within the scope of the Pilot environment, this would ensure that IBPS could successfully process production data within a reasonable timeframe. A secondary purpose of the Pilot was to test the other aspects of the conversion plan including user training, documentation, conversion programs, and conversion procedures. Any major problems that occurred during the Pilot could then be corrected before the county-wide conversion.

During the 2 month Pilot Program, DPD and the Compton staff consistently reported that IBPS was running smoothly and that user satisfaction levels were high. Only minor modifications were made on the part of DPD to fine tune the system in preparation for the county-wide conversion.

2.4.6 County-wide Conversion

County-wide conversion of IBPS occurred on October 27, 1982. AFDC and Food Stamp inputs were not processed on October 28 and 29 because of the time required to run the conversion jobs and to generate the Confirmation Documents. Conversion continued over the weekend with the technical conversion being accomplished by November 1, 1982. Distribution of all output to the 44 District offices was completed by mid-week.

At this point, all of the major conversion steps have been accomplished. All of the DT Master Files were converted to IBPS during the last weekend of October. The Daily Updates have been running smoothly since November 1. The first Monthly Automatic was processed in Mid-November with no problems. The Food Stamp Reconciliation programs and the Statistical Package were run in December, and have not yet been completely evaluated.

2.4.7 Future Development Plans

There are a number of pending WCMIS or IBPS related development projects. These major projects are outlined below, and are addressed in more detail in Section 4 of this report:

Orange County WCMIS Implementation - This project is scheduled to be implemented on January 17, 1983 as specified in a contract between L.A. County and Orange County. Orange County WCMIS implementation was mandated by the State Legislature in 1982. L.A. County's Welfare Systems Department

is responsible for all required programming and testing of the interface. Orange County is responsible for installing all additional hardware required (terminals and communications), user training, and user conversion effort.

IBPS Foster Care - Scheduled to be implemented in December, 1983. A request for funding has been approved by the State and is awaiting approval by the Federal Government. A revised cost/benefit analysis was submitted with the request for funding. User requirements were defined in the 1978 WCMIS Development Package and have not yet been updated.

CSI/VVC - Scheduled to be implemented in December, 1983. A separate request for funding from Foster Care is awaiting approval by the State and the Federal Government. User requirements were defined in the 1978 WCMIS Development Package and were updated in 1980.

Convert CDMS to IBPS - Tentatively scheduled to be implemented in July, 1984. A request for funding has not been submitted. The conversion effort will center on changing computation modules and editing functions.

On-line Food Stamp Issuance - Approval to issue a Request For Proposal is pending at the State level. The system is basically stand alone and will leave the existing Food Stamp module intact except for elimination of the reconciliation function and the issuance of ATP's. This project addresses the Federal requirement for Food Stamp photo ID's.

Accounts Receivable Repayments - This function is mandated by the Federal Government as part of the 1981 Omnibus Budget Reconciliation Act for requirements controlling repayment adjustments, and the timespan over which these repayments are to be made.

WCMIS and IBPS AFDC/FS Enhancements - All requests for enhancements have been resubmitted to the originators for revised cost/benefit analysis. A priorities committee will meet to decide on a schedule for implementing the requested enhancements.

TABLE OF CONTENTS

		PAGE
3.0	REVIEW OF CURRENT STATUS	1
3.1	1978 DEVELOPMENT PACKAGE BASELINE	2
3.1.1	Schedule and Milestones	
3.1.2	Functional Requirements	
3.1.3	Procedural Objectives	
3.1.4	Costs and Savings	
3.2	FEBRUARY 1982 REVISED IBPS COST/BENEFIT ANALYSIS	7
3.2.1	Schedule and Milestones	
3.2.2	Revised Costs and Savings	
3.2.3	IBPS Executive Summary	
3.3	FUNCTIONAL REVIEW	9
3.3.1	Development of a Functional Matrix	
3.3.2	Analysis of Degree of Functional Implementation	
3.3.3	Additions to Scope	
3.3.4	Analysis of Functional Importance to DPSS	
3.3.5	Scope and Impact of AFDC/FS Conversion	
3.4	TECHNICAL REVIEW	18
3.4.1	Equipment Configuration - Central	
3.4.2	Equipment Configuration - District Offices	
3.4.3	Systems Software	
3.4.4	Information and Processing Flows	
3.4.5	Assessment of Technical Performance	
3.5	COST REVIEW	52
3.5.1	Honeywell Removal Savings	
3.5.2	DPSS Staff Savings	
3.5.3	Development Costs	
3.5.4	Administrative Costs	

3. REVIEW OF CURRENT STATUS

As specified in the State Request For Proposal, this review of current WCMIS/IBPS status was to include:

- Identification of the system's implementation milestones and performance criteria contained in the WCMIS Feasibility Study Report, the IBPS Feasibility Study Report, and the related documents generated during the approval process for state and federal financial participation.

- Documentation of the system's progress toward meeting the established milestones.

- Obtaining verified measurements of the system's performance.

As outlined in Section 2, the WCMIS central index was implemented in L.A. County in March, 1977. No specific performance criteria were previously defined for this central index. We address the actual performance of WCMIS in our review of current technical status (See Section 3.4).

Given the large development and conversion effort associated with the recent IBPS AFDC/FS project, we have concentrated our review of current status in this area. We have reviewed the objectives of the IBPS AFDC/FS project as defined in the 1978 Development and the February, 1982 Revised Funding Request Packages and outlined these in Sections 3.1 and 3.2. No specific quantified technical performance criteria were developed as part of these packages.

Our reviews of current functional and technical status are in Sections 3.3 and 3.4. We have evaluated status in terms of the extent to which stated project objectives have been achieved. Given the lack of quantified performance criteria and the recency of the conversion, verified measurements of the system's performance have generally not been available.

3.1 1978 DEVELOPMENT PACKAGE BASELINE

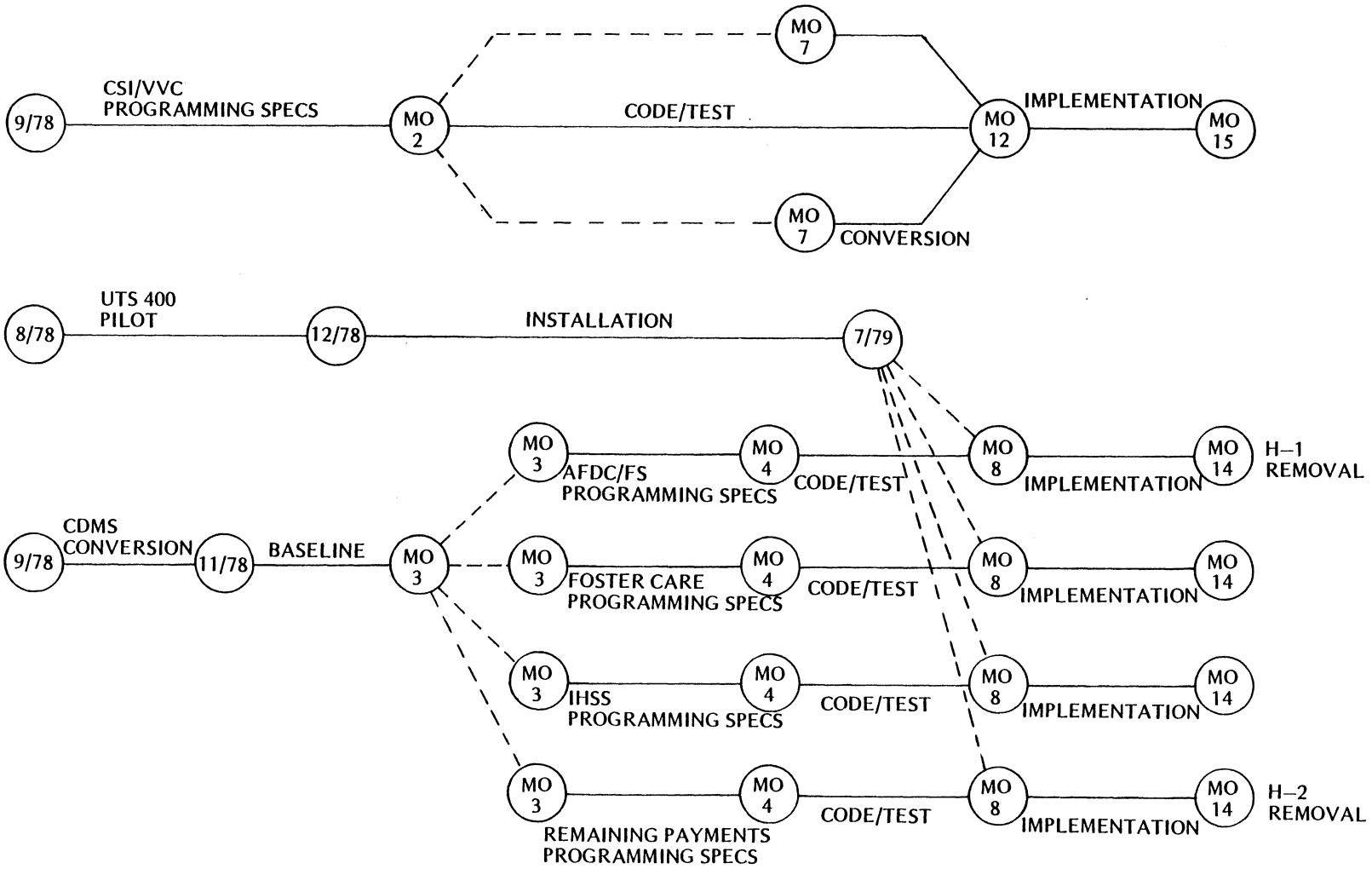
The three volumes of the 1978 WCMIS/IBPS Development Package provided the baseline objectives and justification for the IBPS development effort.

3.1.1 Schedule and Milestones

The WCMIS/IBPS Development Master Schedule of November, 1978 (see Figure 3.1.1) provided for parallel implementation of the CSI/VVC and IBPS applications over a 15 month period. The Honeywell machines were to be replaced at the end of this period with UNIVAC mainframes using UTS 400 intelligent terminals for data entry and inquiry.

FIGURE 3.1.1

WCMIS/IBPS DEVELOPMENT MASTER SCHEDULE (11/78)



3.1.2 Functional Requirements

Functional Design Requirements were specified for CSI/VVC and each of the following IBPS programs:

- Aid to Families with Dependent Children (AFDC)
- Food Stamps (FS)
- Service Connected Expenses (SCE)
- Educational Training Services (ETS)
- General Relief
- Medi-Cal
- Refugee Assistance
- Child Support
- Aid to the Partially Self-Supporting Blind (APSB)
- Foster Care (BHI/GRI)
- In Home Supportive Services (IHSS)

These requirements were divided into Input, Processing and Output related requirements. A separate section of Future Enhancements was also included. These were intended to be implemented after removal of the Honeywell machines.

3.1.3 Procedural Objectives

Volume III of the Development Package detailed intended effects on daily procedural flows. These were detailed by type of worker within each major program:

- AFDC/FS
- SCE/ETS
- Child Support
- BHI/GRI (Foster Care)
- APSB
- CSI/VVC
- IHSS

For AFDC/FS few procedural changes were planned, the most significant being automation of manual statistical reports.

3.1.4 Costs and Savings

The original Cost Benefit Analysis justification for the project was based on the following major areas of cost savings or cost avoidance:

- Reduction in IBPS Department of Public Social Services (DPSS) employee salary positions and costs of $114,715 per month after conversion. (AFDC/FS savings were estimated at $55,676 per month and BHI Foster Care savings at $47,813 per month).

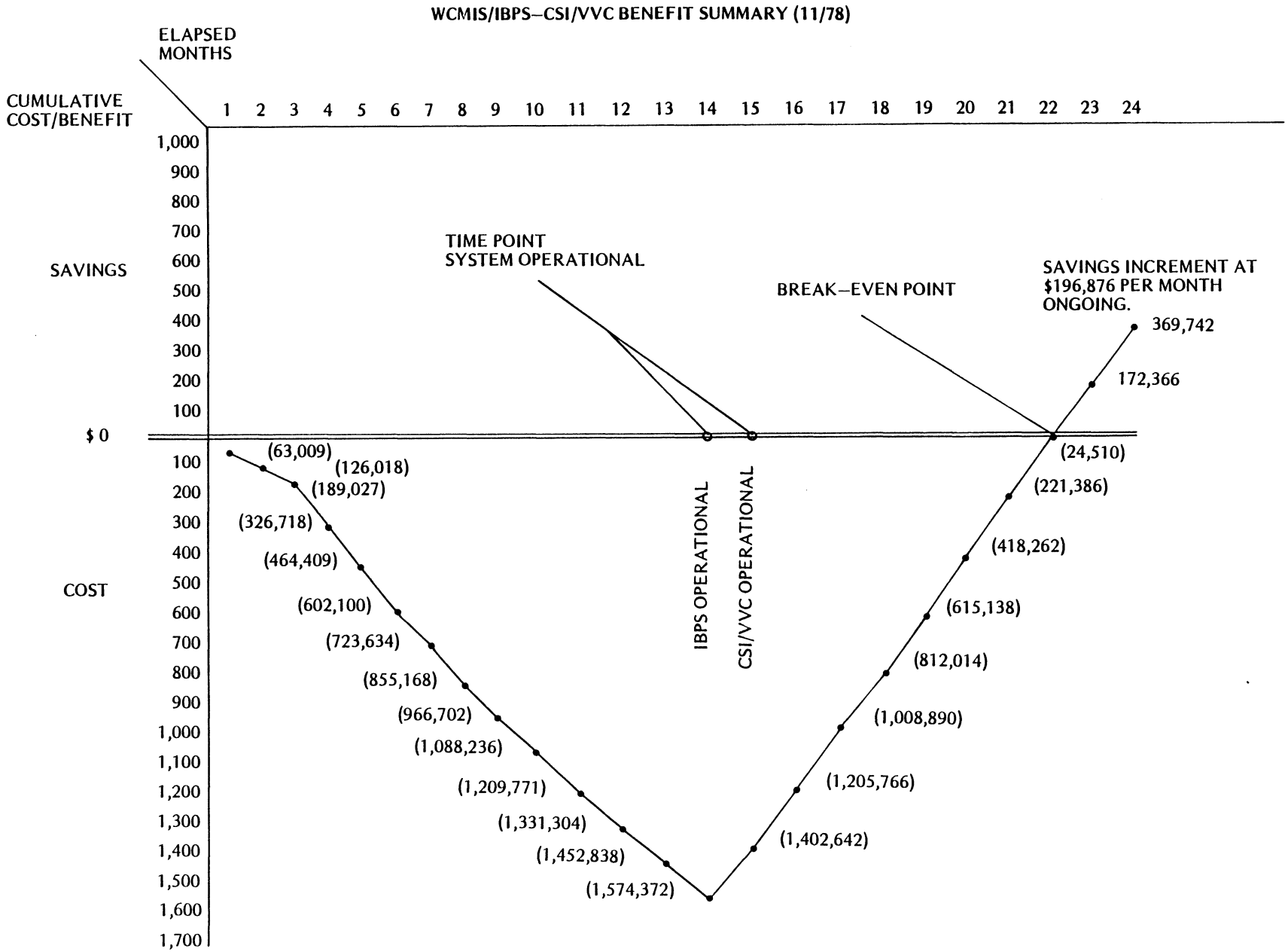
- Reduction in CSI/VVC DPSS salaries of $14,061 per month after conversion.

- Replacement of Honeywell equipment resulting in avoidance of $106,449 per month after conversion.

- Replacement of Sycor data entry terminals with UTS 400 video display terminals, saving $16,157 per month.

Total development and incremental operating costs of $2,205,267 were planned to be offset by these cost savings over a 23 month period. Ongoing monthly savings of $196,876 were expected after this time (see Figure 3.1.2).

FIGURE 3.1.2


WCMIS/IBPS–CSI/VVC BENEFIT SUMMARY (11/78)
ELAPSED MONTHS
CUMULATIVE COST/BENEFIT
1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24
1,000
900
800
700
600
500
400
300
200
100
SAVINGS
$ 0
100
200
300
400
500
600
700
800
900
1,000
1,100
1,200
1,300
1,400
1,500
1,600
1,700
COST
TIME POINT SYSTEM OPERATIONAL
BREAK–EVEN POINT
SAVINGS INCREMENT AT $196,876 PER MONTH ONGOING.
369,742
172,366
(24,510)
(63,009)
(126,018)
(189,027)
(221,386)
(326,718)
(418,262)
(464,409)
(602,100)
(615,138)
(723,634)
(812,014)
(855,168)
(966,702)
(1,008,890)
(1,088,236)
(1,205,766)
(1,209,771)
(1,331,304)
(1,402,642)
(1,452,838)
(1,574,372)
IBPS OPERATIONAL
CSI/VVC OPERATIONAL

3.2 FEBRUARY 1982 REVISED IBPS COST/BENEFIT ANALYSIS

L.A. County DPSS revised its Cost/Benefit Analysis for IBPS in February, 1982 in support of an additional funding request to the State of California.

3.2.1 Schedule and Milestones

The revised timetable called for:

- AFDC/FS Pilot implementation on 8/23/82
- County-wide AFDC/FS implementation on 10/25/82
- Removal of Honeywell equipment on 12/1/82
- Implementation of Foster Care on IBPS on 12/1/83

3.2.2 Revised Costs and Savings

The revised cost justification for the project was based on the following estimated savings after conversion:

- Reductions in DPSS employee costs of $52,300 per month after AFDC/FS conversion and additional reductions of approximately $94,300 per month after Foster Care conversion.

- Revised replacement costs of Honeywell equipment resulting in avoidance of $84,624 per month (see Attachment A).

3.2.3 IBPS Executive Summary

An Executive Summary of IBPS was attached to the funding request which summarized the benefits of IBPS in the areas of Workload Management and Regulatory Compliance (see Attachment B).

Also attached was an assessment of the impact if IBPS were not implemented. The major functional impacts were listed as follows:

- Postponed Computer Requests

    . Ten postponed maintenance requests including compliance with the 1977 Food Stamp Rounding requirements were to be included in IBPS.

- Six Planned Future Enhancements to IBPS were also specified.

- Thirteen IBPS "Innovations" were also specified (see Attachment C).

Finally, a revised list of IBPS Design Requirements and Requirements for Future Enhancements was included for AFDC, FS and Foster Care. No changes were made to the 1978 Development Package baseline requirements in this revised listing.

3.3 FUNCTIONAL REVIEW

The functional review of the current status of WCMIS/IBPS addresses the following major questions:

- To what extent have the 1978 baseline functional requirements and planned enhancements been implemented in the conversion of IBPS AFDC/FS?
- What additional functions have been developed for WCMIS and IBPS beyond those defined in the 1978 baseline for AFDC/FS?
- Have all the AFDC/FS innovations and functional changes referenced to in the February, 1982 IBPS Revised Cost/Benefit Analysis been implemented?
- How significant have these system changes been to DPSS users in each of the major welfare functional areas?
- What was the magnitude and level of success of the AFDC/FS conversion effort?

The recency of the November/December 1982 IBPS AFDC/FS conversion necessarily prevents verification of the actual long term impact of this first phase of the IBPS implementation effort.

3.3.1 Development of a Functional Matrix

We have regrouped the 1978 baseline functional requirements for IBPS AFDC/FS into the following major functional areas:

- Intake/Data Collection
- Eligibility Determination and Verification
- Benefit Computation
- Client Notification
- Benefit Delivery
- Case Management/Tracking
- Management Control/Reporting
- Billing and Collections
- Fraud/Audit

These functional areas were used in both the 1981 SPAN Feasibility Study Report and 1980 IBPS Overview developed by L.A. County DPSS. They provide a convenient way of categorizing and assessing the functional status of WCMIS/IBPS.

A functional Matrix (see Attachment D) details the following for each functional area:

- The 1978 functional requirements
- The 1978 planned enhancements
- The programs involved
- The status of implementation of each function
- The relative importance of each function

3.3.2 Analysis of Degree of Functional Implementation

Overall, the IBPS AFDC/FS project has satisfied the original functional objectives and intentions as specified in the 1978 Development Package and February, 1982 Revised Funding Request Package.

Many of the 1978 planned enhancements were incorporated into the recent development effort. These were also listed as planned enhancements in the February, 1982 Revised Functional Matrix. Also, all thirteen IBPS Innovations have been implemented as well as all the postponed computer requests listed in the February, 1982 Revised Funding Package.

The specific implementation status for each function is indicated on the detailed Function Matrix (see Attachment D). As can be seen, the only required functions not fully implemented are:

- Two recent Notices of Action approved by the State in July, 1982 were still under development.

- IBPS Statistical Reports are scheduled to be produced in January, 1983, but it is anticipated that parallel manual production of statistics will continue for several months after conversion.

- Mailing lists and labels for Food Stamps have been dropped as an IBPS function at this time.

- IBPS does not provide automatic suspension of ATP issuance for Food Stamps when a household does not redeem an ATP for two consecutive months.

- Matching against the County employee payroll file to identify employees receiving public assistance has not been implemented. All new hires are instead cleared against the WCMIS central index.

3.3.3 Additions to Scope

The IBPS project has implemented a substantial number of new functional enhancements to AFDC/FS processing over and beyond those originally defined in 1978. Many of these changes are described either in the list of thirteen IBPS Innovations referred to in the February, 1982 Revised Funding Request (see Attachment C), or are outlined in the introduction to the IBPS Handbook reference manual (see Attachment E).

In addition, several additional functions or enhancement requests have been incorporated in the recent AFDC/FS conversion. These include:

- Compliance with the 1977 Food Stamp Amendment Act requirements for dollars and cents rounding of calculated amounts.

- Compliance with the 1981 Federal Omnibus Budget Reconciliation Act requirements.

- Providing future month processing for the Food Stamp program.

- Providing a new list of aids authorized for each district.

- Providing enhanced Food Stamp clearance and reconciliation processing, including tracking of duplicate issuances.

- Compliance with Edwards vs. Myers case requirements for continued Medi-Cal payments at both the person and separate family level.

- Enhanced processing for reimbursement claims from the State of California. Increased accuracy of claims results from the automation of this processing.

While these lists of innovations or enhancements are not exhaustive, the IBPS project has provided significantly more functional capability than was either originally envisioned in the 1978 Development Package or the February, 1982 Revised Funding Request package.

3.3.4 Analysis of Functional Importance to DPSS

As indicated in Section 3.1.3 above, the 1978 Development Package baseline specified several procedural changes which were expected to result from the IBPS AFDC/FS project. These changes have been achieved, except for elimination of 100% surveys of caseloads by eligibility workers.

No attempt was made in either the 1978 or 1982 funding packages to quantify the impact of the IBPS functional innovations or procedural changes in the following major areas:

- Reducing workloads for eligibility workers.
- Reducing error rates.
- Reducing erroneous AFDC payments or Food Stamp benefits.

While impacts in these areas could have substantial monetary impacts, several factors lie behind the failure to define quantified objectives in these areas:

- The cost/benefit analyses in 1978 and February, 1982 were able to justify the project without reference to benefits in these areas.

- It would have been more difficult to quantify these benefits than those relating to Honeywell equipment removal and Foster Care automation of manual processes.

- Potential problems with unions were avoided by not attempting to define the effect on eligibility worker workloads prior to installation.

- No requests were made at either state of federal levels for DPSS to quantify impacts in these areas. Emphasis was placed on "hard" dollar savings.

It is important to comment further on impacts in these areas despite the lack of specific quantified project objectives. Benefits in these areas again provide further indication of the extent to which the IBPS project has achieved its original objectives:

Impact on Workloads for Eligibility Workers

Considerable time is expected to be saved by DPSS eligibility workers. IBPS provides several features which impact this area:

- Fewer documents are completed by workers and AFDC/FS data are combined on the same forms.

- The requirements to complete the WCMIS preclearance function before completion of IBPS facesheet documents saves wasted time in the interviewing process. Additional time and effort is, however, required to submit and obtain the preclearance printout.

- Workers are able to add, change, reactivate or terminate programs with significantly less effort than previously required.

- The 12 months of history data provided on the new confirmation documents reduces the amount of recomputation of benefits by workers.

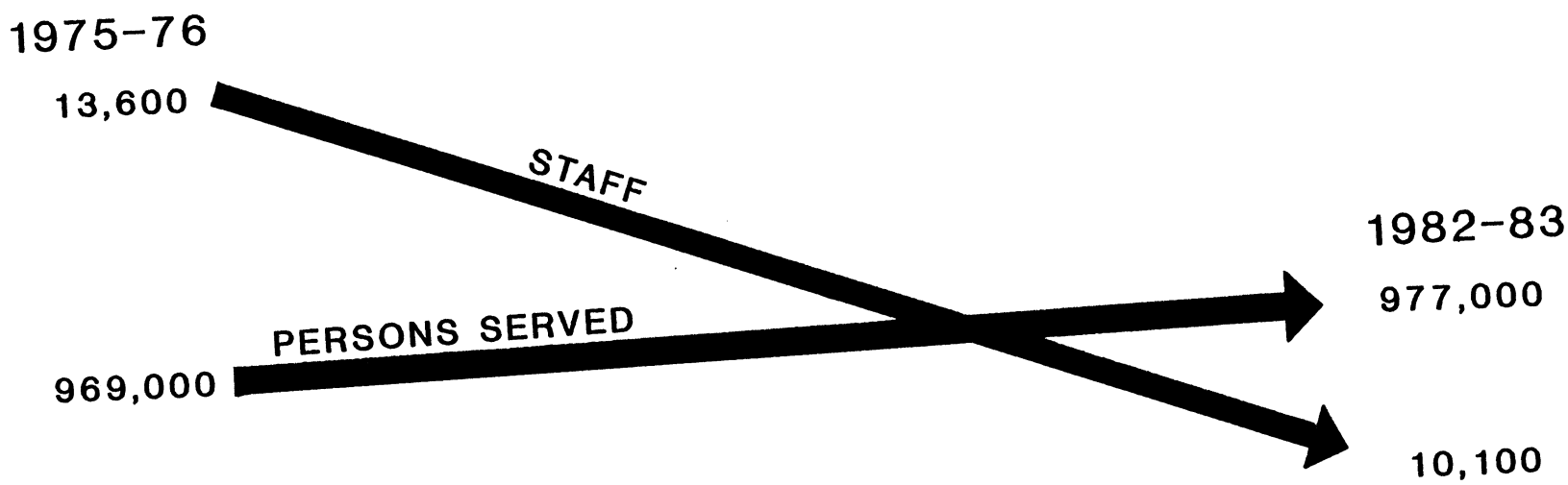
- Workers no longer have to manually prepare positive Notices of Action. Adverse notices related to reductions in benefits are a planned future enhancement.

The L.A. DPSS Operations Review Board and Budget and Management Services Division personnel have indicated that they intend to try to measure these and other IBPS impacts on workloads in 1983. L.A. County has significantly reduced the overall number of workers during the last several years (see Figure 3.3.1). The IBPS AFDC/FS conversion is therefore expected to allow continued reductions or allow management to consolidate and improve the quality of the services provided in these areas.

FIGURE 3.3.1

PRODUCTIVITY RESULTS

STAFF VS WORKLOAD



WELFARE BENEFIT PROGRAMS AND PROTECTIVE SERVICES FOR CHILDREN

Impact on Error Rates

IBPS AFDC/FS implementation is expected to result in fewer errors being found in State or Federal Quality Assurance Reviews in the following areas:

- Combination of input forms for AFDC and FS means that it is more likely that workers will apply newly reported information concurrently to both programs.

- Continuance problems should be reduced since it is no longer possible to automatically terminate Food Stamps when Public Assistance benefits are discontinued.

- Consolidation of validation and update error messages on the confirmation document makes it significantly more likely that these errors will be corrected by workers.

L.A. County has consistently had lower error rates than the California or national averages. The exception has been the Food Stamps negative case error rate which has been more than twice the national average of 4%. The L.A. DPSS Management Information and Evaluation Division expects that the reduction in Food Stamps continuance problems (referred to above) should positively impact these negative case errors.

Impact on Erroneous Payments

There appear to be some potential impacts of IBPS on welfare fraud or error occurrence in L.A. County:

- IBPS requires that a person be aided in only one separate family in a case.

- Confirmation documents are now sent to all workers associated with a case whenever any activity affects it.

- Workers cannot modify data relating to another district than their own.

These benefits are far less significant than those obtained previously through implementation of the on-line WCMIS central index. The LA DPSS Welfare Fraud Prevention and Investigations Section estimates that the address and telephone matching processes, together with the history kept on the WCMIS data base and the fraud investigation "flasher", have reduced the incidence of multiple aid fraud by an estimated 50% in the last five years. They also estimate that fraud currently amounts to less than 1% of the $1.4 billion of benefits annually paid by L.A. County.

3.3.5 Scope and Impact of AFDC/FS Conversion

As best we can determine, the IBPS AFDC/FS implementation has proceeded extremely smoothly. The quality of this effort is evidenced in several ways:

Magnitude of the Conversion Effort

- Over 270,000 cases were converted from the DT system to IBPS (encompassing 8 million separate master file records).
- The one-time conversion program was over 8,000 lines of computer program code in size.
- It took approximately 48 hours to print all the IBPS conversion documents, including confirmation documents for each case printed on Xerox 9700 laser printers.
- Over 1 million sheets of paper were printed, including 75 boxes of case load reports.
- About 5,000 copies of the IBPS handbook were distributed to users in 44 district offices.
- About 100 District Computer Liaison officers were trained to provide direct interfacing between data processing and district user personnel.
- Eligibility workers received about 40 hours of training each prior to the conversion.

Compton District Office Pilot

- Users we interviewed at the Compton office were uniformly pleased with the smoothness of the conversion and the benefits obtained from the new system.
- Over 12,000 cases covering about 40,000 persons were converted at Compton.
- Error rejects appeared to be low for new IBPS transactions submitted for overnight batch processing (two out of 150 for one batch of transactions we reviewed during our visit).

User Documentation

- Extensive high quality user documentation and training material was developed to support the conversion.
- These included the IBPS Handbook, Supplemental Instruction Memos and Administrative Directives containing detailed procedures to be followed, and both video tape and written training materials.

Production Error Rejects

- Between October, 29 and November 15, 1982, a total of 71,905 documents were submitted to IBPS processing. These included 10,934 Applications Worksheets, 59,538 Budget Worksheets and 1,433 Case Transfer Worksheets.

- A total of 873 documents were rejected by the IBPS validation programs during this period (an error rate of 1.2%).

- This low error reject rate appears to have been maintained after the first two weeks of conversion activity although daily transaction volumes have increased by about 50%.

User Satisfaction

The Review did not attempt to survey all district officers or user groups to obtain an "objective" measure of user functional satisfaction with the new system. This would not have been productive given the recency of the conversion, the fact that Food Stamp reconciliation programs and statistical reporting were only being implemented in December, 1982 or January, 1983, and the uniformly positive feedback received from all management and staff personnel interviewed during the review. The technical success of the implementation efforts is further analysed in the next Section of this report.

3.4 TECHNICAL REVIEW

The technical review of WCMIS/IBPS addresses the following:

- Equipment Configuration - Central
- Equipment Configuration - District Offices
- Systems Software
- Information and Processing Flows
- Assessment of Technical Performance

3.4.1 Equipment Configuration - Central

The hardware configuration currently used to run the WCMIS/IBPS system at the Downey Data Center includes the following (see Figure 3.4.1):

Processors

- Sperry Univac 1100/83 with 3 central processing units in 2 clusters
- 2 input/output units - 10 word channels, 4 block channels, 2 byte channels
- 2 million 36-bit words memory, 32K cache memory (high speed buffer)

Teleprocessing

- 2 DCP/40 distributed communications processors
- 2 GCS communication subsystems
- 2 V77/800 minicomputers (to perform UTS 400-3271 protocol matching for link to State MEDS system).
- 64 communications lines including 4 ports for remote job entry.

Peripherals

Disks:

- 8 8470 disk drives (716.8 million words)
- 56 8433 disk drives (1,918.7 million words)

Tape :

- 32 U36 drives (1600, 6250 bpi at 200 ips)
- 2 U20 drives (1600 bpi at 200 ips)
- 2 U16 drives (800, 1600 bpi at 125 ips)

Terminals

- 47 U200 terminals
- 395 UTS 400 terminals arranged in 113 clusters

Hard-Copy

- 5 0770 high-speed printers (1200-2000 lpm)
- 129 0786 dot-matrix printers in clusters with UTS 400 terminals
- 2 Xerox 9700 laser printers (via spool tape)
- 1 Xerox 1200 laser printer (not used by IBPS)
- 2 0716 card readers
- 1 0604 card punch
- 2 Data Graphics microfiche printers

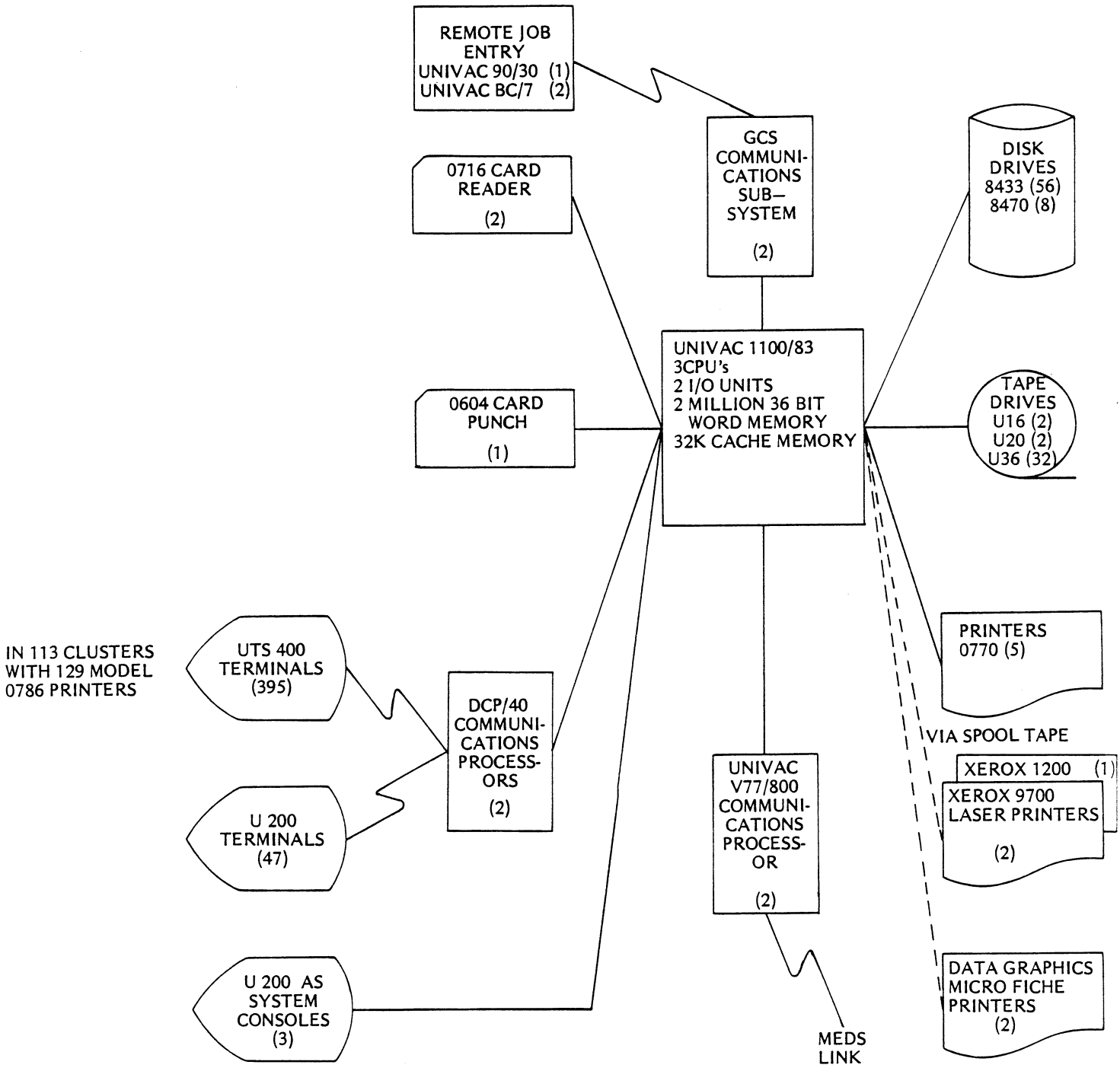
This configuration is comparable to the high-end of the Burroughs 6800/7800, Honeywell DPS 8, and IBM 303X systems. This represents approximately a doubling of performance over the old UNIVAC 1100/44 it replaced (Datapro report of August, 1981). Capacity could be increased if necessary by adding a fourth processor (1100/84). The UNIVAC 1100/83 is also upward compatible to the recently announced 1100/90 series equipment.

The approximate cost of the UNIVAC hardware described above (excluding Xerox and Data Graphics printers) is $16,000,000 purchase, $500,000 per month on a one-year lease, and $95,000 per month for maintenance in either instance.

Major systems running on this system include WCMIS, IBPS, the Case Data Management System (CDMS), and the Automated Child Support Evaluation System (ACSES).

FIGURE 3.4.1

WCMIS/IBPS HARDWARE CONFIGURATION – CENTRAL



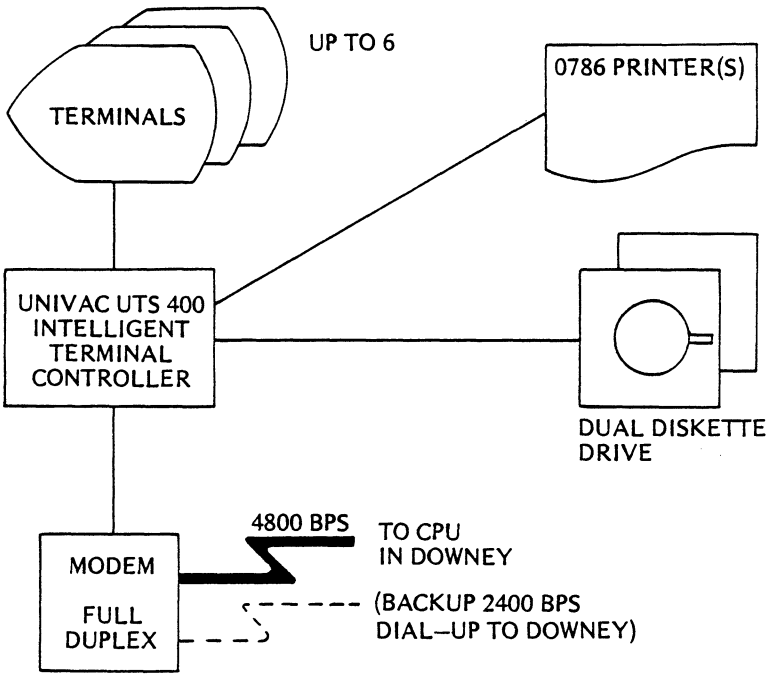
3.4.2 Equipment Configuration - District Offices

Within each district office there are one or more UNIVAC UTS 400 terminal clusters. Each cluster includes two to six terminals, a dual diskette drive, and one or two printers. Each cluster is connected to the mainframe in Downey via 4800 baud leased lines (both land lines and microwave). Communications back-up is provided by two 2400 baud full duplex dial-up lines for each cluster (see Figure 3.4.2).

These terminals are used in several ways. Inquiries against and some on-line updates to the WCMIS data base are made directly from them. Data is also entered, validated using intelligent terminal capabilities, and then stored on diskettes for later batch processing at right. Terminals are continuously polled by the central processor during the day, and full diskettes are then written to tape for later batch processing. The communications network also allows the UTS 400 terminals to be used to input Medi-Cal transactions directly to the State MEDS system.

FIGURE 3.4.2

WCMIS/IBPS HARDWARE CONFIGURATION – DISTRICT OFFICES



3.4.4 Systems Software

Los Angeles County's UNIVAC 1100/83 computer runs an assortment of system software, utilities and languages. A point of concern is that not only are they running many non-current versions of the software, but most of those are not supported by UNIVAC (see Figure 3.4.3). Two versions of COBOL are used (both no longer supported). DPD has indicated that they plan to go directly to version 6 when it is released, and going from release 4 to 5 is not seen as an intermediate step.

The major impact of running noncurrent software is in the increased level of systems support that DPD must provide in place of UNIVAC support.

Some modifications have been made to the basic system software running the UNIVAC 1100/83. These changes are primarily to the Communications Management System (CMS). In order to improve response times, DPD wrote a series of routines that they call the "Sub-Exec," that utilizes UNIVAC supplied exits from CMS and resides within CMS (see Figure 3.4.4). These routines can be run as a user application outside of CMS, and that is how modifications to it are tested. Other modifications to CMS have been made to support the MEDS link.

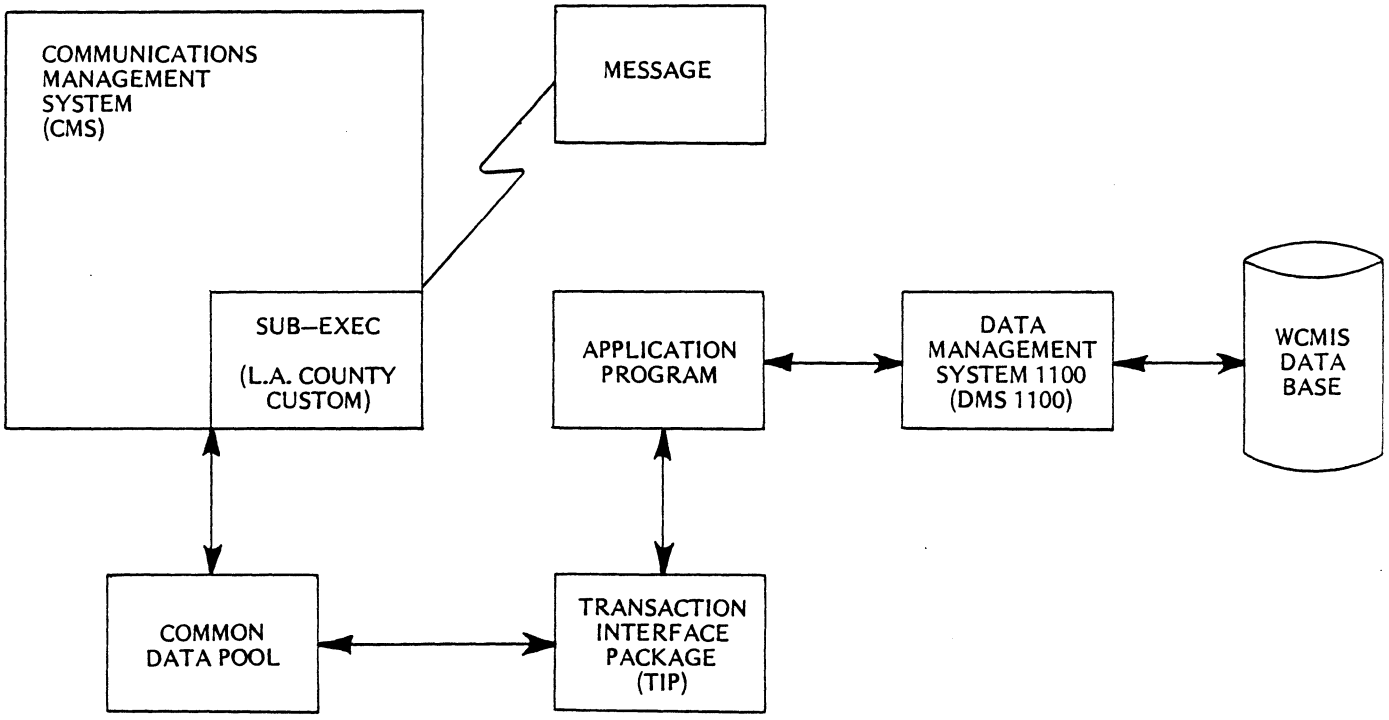
FIGURE 3.4.3

L.A. COUNTY UNIVAC 1100/83 SYSTEM SOFTWARE

Software	Current L.A. County Version	Current Univac Version	Comments
ASCII COBOL	4R2A & 5R2A	5R2B	5R2A support ended 9/1/82
CMS Communication Management System	7R2A	7R2B	7R2A support ended 12/1/82
DMS 1100 Data Management System	6R28	8R3	6R28 support ended pre-1982 8R2A is to be installed Spring, 1983 8R2A support ended 10/1/82
EDIT 1100 Text Editor	15R2	16R1A	
1100 EXEC Operating System	36R2D	38R3	36R2D support ended 4/1/82
FURPUR File Utility Package	28R2	28R3	28R2 support will end 2/1/83
PCIOS Processor Common Input/Output System	4R1	4R1A	4R1 support ended 10/1/82
PMD Dump Processor	32R1	32R2	32R1 support will end 5/1/83
QLP Query Language Processor	2R2	4R1A	2R2 support ended pre-1982 4R1 is to be installed Winter, 1983
SECURE File Management System	20R1A	21R2	
TELCON	3R1B	4R1	3R1B support will end 4/1/83

FIGURE 3.4.4

RELATION OF SUB–EXEC IN L.A. COUNTY'S UNIVAC 1100/83

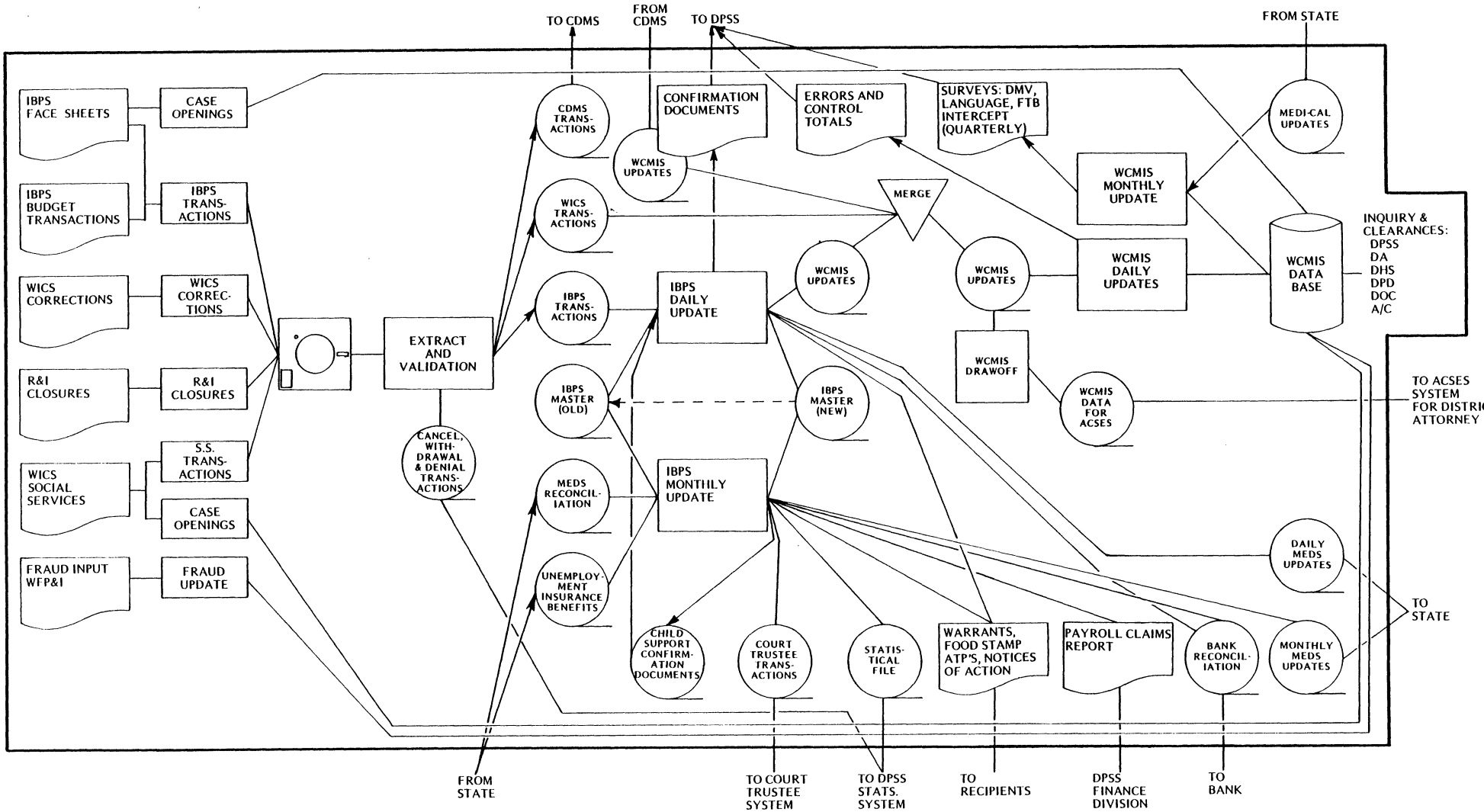


3.4.4 Information and Processing Flows

The WCMIS/IBPS information and processing flows are detailed in Figure 3.4.5:

FIGURE 3.4.5

WCMIS/IBPS INFORMATION AND PROCESSING FLOWS



WCMIS Data Base

The WCMIS system uses UNIVAC's DMS 1100 data base management system. DMS 1100 is UNIVAC's implementation of the CODASYL data base specifications and will operate on any Series 1100 computer.

DMS 1100 provides audit trails, recovery routines, and multi-programming support. Additionally, an indexed sequential access method representing an extension to the basic CODASYL defined record access methods is available. DMS 1100 supports ring, network, CODASYL pointer-array linkage structure between owner and member records, and hierarchical data structures.

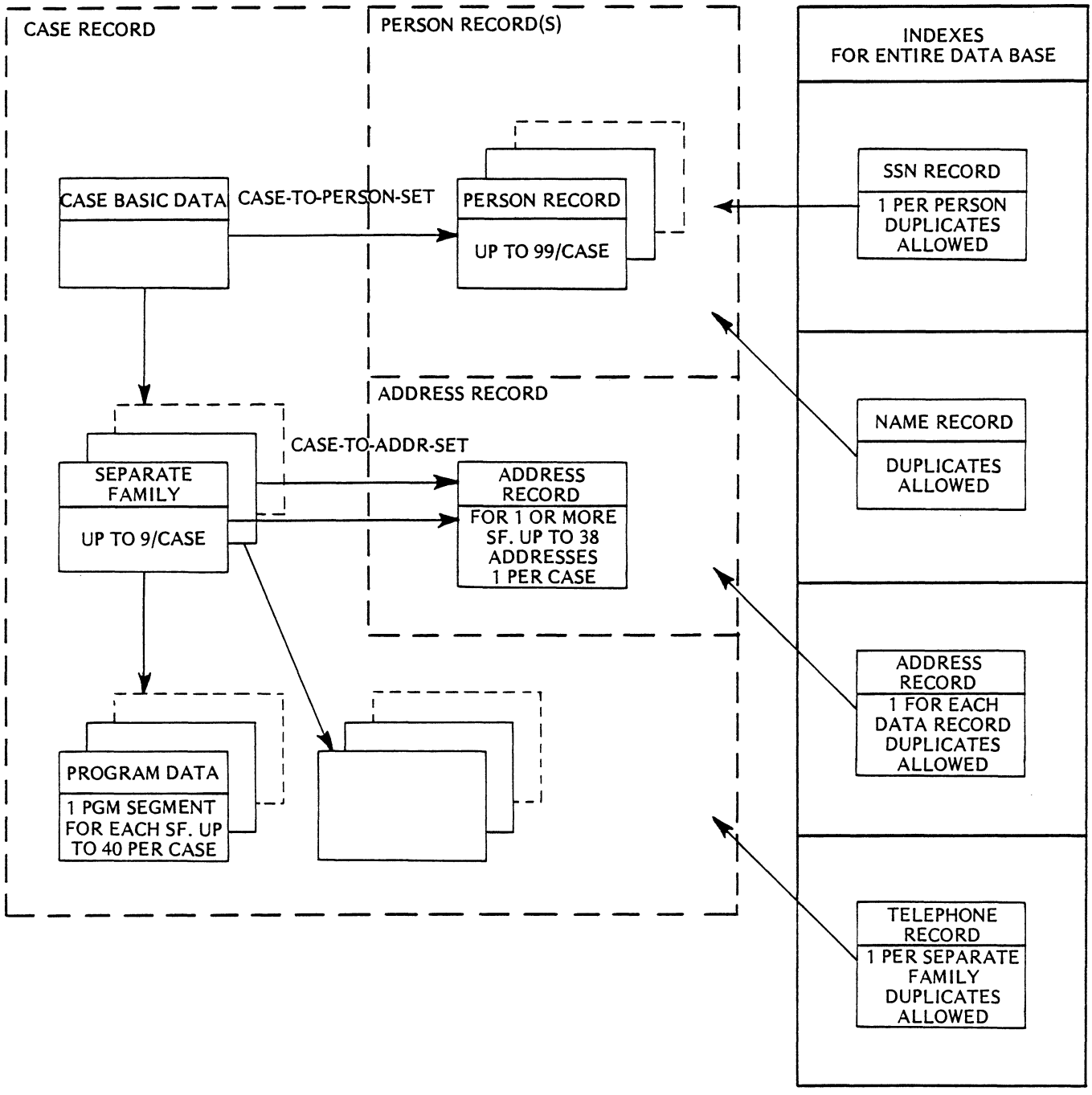
L.A. County currently uses release 6R28 of DMS 1100. Release 8R2A is scheduled to be installed in Spring, 1983.

The WCMIS data base currently contains data for 4.7 million persons (1.2 million active and 3.5 million inactive) in 1.4 million cases.

The WCMIS data base consists of seven basic record types: a Case Record, Person Record, Address Record, SSN Index Record, Name Index Record, Address Index Record, and Telephone Index Record. Some of these records have multiple sub-types and relationships (see Figure 3.4.6). Access paths into the data base are phone number, name, address, social security number, and case number.

FIGURE 3.4.6

WCMIS DATA BASE STRUCTURE



ITEMS WITH A "RECORD" SUFFIX REPRESENT PHYSICAL RECORDS

The case number in WCMIS is seven digits followed by a check digit and is assigned sequentially. They are currently in the 6,000,000 range and issuing 250,000 new case numbers per year, so reuse of purged case numbers will not be required in the near future.

IBPS Master File

The IBPS master file is a sequential tape file containing 6 million records (more than one per person) for 270,000 cases.

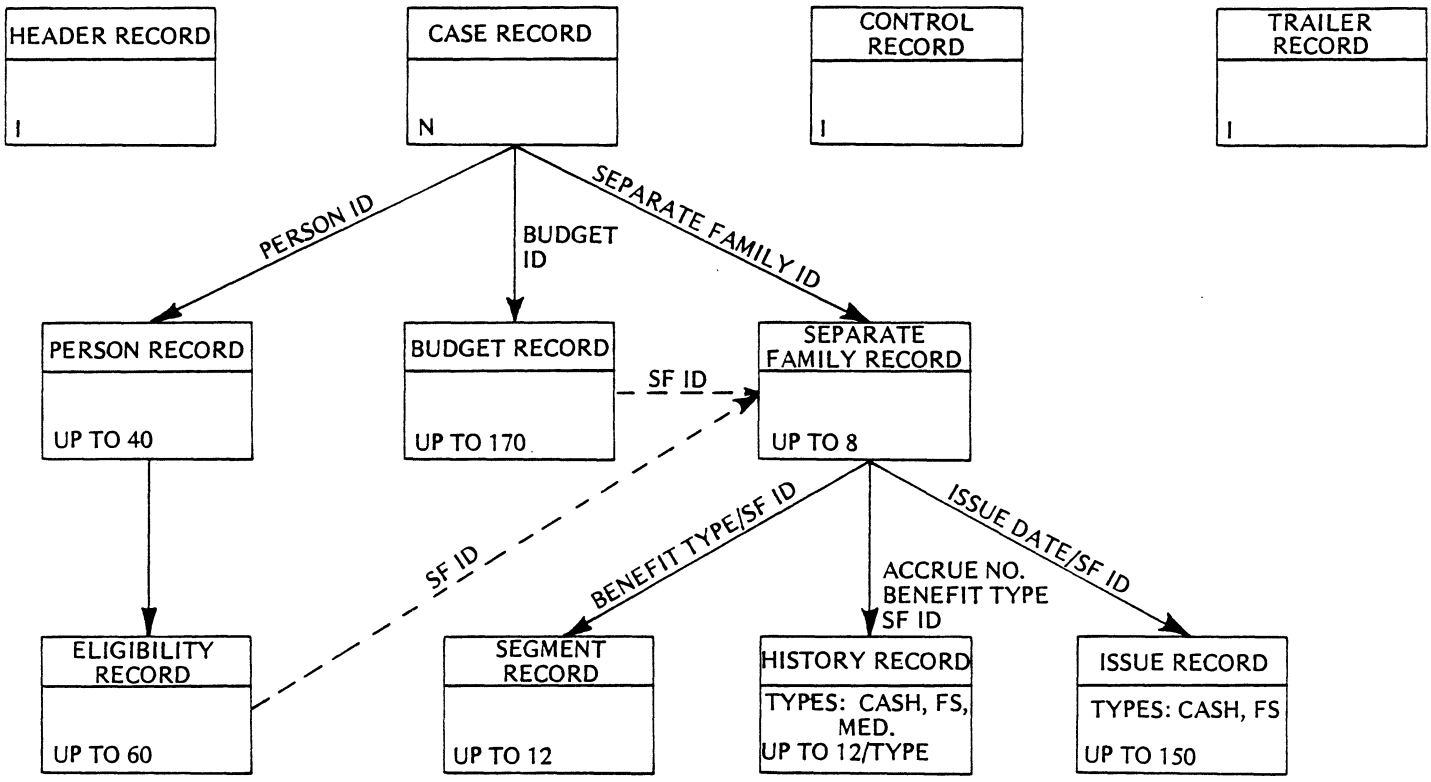
The file consists of 11 different record types for each case (see Attachment F):

- Control records (Header, Trailer, Control)
- Case record
- Person record
- Eligibility record
- Budget record
- Separate family record
- Segment record
- History record
- Issue record

The relationships between the records are shown in Figure 3.4.7.

FIGURE 3.4.7

IBPS MASTER FILE STRUCTURE



Comparing the WCMIS and IBPS data structures, WCMIS allows 9 separate families per case while IBPS allows only 8, and WCMIS allows 99 persons per case while IBPS allows only 40. The primary reason for this restriction in IBPS is the memory required when collecting all of the records for a given case. With the current limits of 40 persons and 8 separate families, a full case can require over 200,000 4 byte words of memory. If the parameters were increased to 99 persons and 9 separate families, a case would then use over 300,000 words. IBPS will reject the 41st or greater person and 9th family and will print exception reports to allow manual procedures to rectify the problem.

Programs

The IBPS system consists of approximately 180 programs and subroutines, and 45 job streams. The job streams separate into 10 for the daily processing, and 35 for the monthly run. Thirty of these programs are used in daily processing, 135 in the monthly processing, with the balance being conversion programs. The most complex of these is the Daily Update, which consists of 2 programs and 3 major subroutines. Benefit programs can be added or modified through addition or modification of their respective subroutines. This provides flexibility for future systems development.

Within the WCMIS system, there are approximately 295 programs and subroutines, and 500 job streams to execute them. Programs are written in COBOL, with the DMS 1100 data base interface used for input/output. A large portion of the code is devoted to on-line inquiries and updates, with the balance used for batch updates and reports.

Interactive Processing

The UTS 400 video display terminal interactive processes can be grouped into the following categories:

Case Clearings

- WCMIS Records and Identification Inquiry--This transaction is the basis for clearing all applicants for welfare through the data base. The applicants last name and first name is used as the search key to determine whether this specified person is associated with a Los Angeles County welfare case, active or closed. The search can be restricted by specifying

sex, birthdate, age range and other data, and can also use Soundex codes to identify sound alike names.

- WCMIS Social Security Number Inquiry--This function determines whether a specified Social Security Number is associated with any Los Angeles County welfare case, either active or closed.

- WCMIS Address Inquiry--This transaction determines whether a specific address is associated with any Los Angeles County welfare case or cases, and displays a summary of all such cases. It is used to clear all new applications for assistance.

- WCMIS Telephone Inquiry--This function determines whether a specific phone number is associated with any Los Angeles County welfare case or cases, and displays a summary of all such cases. It is used to clear all new applications for assistance.

Data Collection

- WCMIS Assign Case Number--This function automatically assigns consecutive case numbers for all new cases. This relieves DPSS of the problem of distributing and assigning blocks of case numbers for use by clerical staff in case openings. The data base is updated immediately to prevent "office hopping" by recipients.

- WCMIS Reserve Case Number--This function is used to inform WCMIS that a specific case number out of a reserved block has been used. These blocks of case numbers are assigned to each office to be used when the computer is unavailable to perform the Assign Case Number function.

- WCMIS Case Reactivation Update--This function is used to add a new separate family to an existing case, or add a new application type (e.g., Cash, Food Stamps) to an existing separate family. This on-line update prevent duplication of action and enables tracking of any subsequent action for each case.

- WCMIS Case Closings--Cases that no longer have any active aid payments are closed. If people on that case re-apply for aid,

it is reopened (see Case Reactivation). If a case remains closed for three years, it is purged from the data base.

- WICS Updates--The WCMIS Interim Correction System (WICS) is used to make changes directly to WCMIS without going through IBPS. This is necessary when adding comments to a case, or making updates that previously were made to IBPS or CDMS but rejected by WCMIS.

- Fraud Indicator Update--This function is used by the Welfare Fraud Prevention and Investigations Section (WFP&I) to flag a case with a flashing indicator alerting the case worker to an applicant's fraud history. This allows the eligibility worker to notify WFP&I if individuals have reapplied for aid, and to restrict emergency issuance of aid.

- IBPS Facesheet Data Entry--Data such as name, address, etc. is entered from the Facesheet. This is performed for new cases opened. For an existing case that needs to be reactivated, a Case Reactivation is used.

- IBPS Budget Inputs--This function allows for the input of budget factors used in eligibility determination.

- Other IBPS Transactions--Data entry of other IBPS transactions such as Case Transfers is also allowed.

General Inquiry

- WCMIS Case Inquiry--This transaction displays detailed case information regarding a separate family or persons associated with any open or closed case. Inquiry is by a specific case number.

- WCMIS Case Summary--This function provides a brief synopsis of each separate family segment associated with a case. Basic information such as residence address, and the status and description of each aid program for the family is displayed.

- WCMIS Case Persons Summary--This function displays all the persons in a case. It shows the names, birthdate, state of

birth, sex, SSN, and indicates the separate families of which each individual is a member.

- WCMIS Identification Summary--This function determines which identification numbers are available to assign to a new person on a specific case.

- WCMIS Case Person Separate Family Inquiry--This transaction displays all the persons in a specific case within a specified separate family group, and the eligibility of each person for the various aid programs.

- MEDS Inquiry--This function is used primarily by the Department of Health Services to query the WCMIS data base for Medi-Cal eligibility. The display is printed out and used as proof of eligibility for reimbursement by the State.

These functions are made available to DPSS, Department of Health Services (DHS), Department of Collections (DOC), District Attorney's office (DA), and the Auditor/Controller's office, from 7:00 a.m. to 11:30 p.m., seven days a week (not all functions are available to all users).

Batch Processing

There are five major areas within the category of batch processing; extract and validation, IBPS Daily Update, IBPS Monthly Update, WCMIS Daily Update, and WCMIS Monthly Update.

The extract and validation process receives its input from the tape of updates input by the terminals during the day (they are entered on diskette, and the central computer polls the terminals during the day and places the transactions on tape). Checks are made on the data and appropriate error reports are produced. Valid transactions are separated and sent to the appropriate system.

The IBPS Daily Update consists of three major parts:

- Daily Update--This sub-system performs daily updates of the IBPS Master File. Also included in this sub-system are the generation of MEDS and WCMIS transactions.

- Daily Reports--This sub-system includes the processing of Future Warrants and Food Stamp ATP's, as well as the Closed Case, Confirming Document and Notice of Action reports.

- Checkwriting--This sub-system performs processing related to tracking District Issued Warrants (also run in conjunction with monthly processing).

The IBPS Monthly Update includes the checkwriting processing mentioned above, plus for additional sections:

- Monthly Automatic--This sub-system produces the monthly Food Stamp ATP's and AFDC warrants.

- Monthly Reports--This sub-system is a collection of sixteen report systems.

- Claim and Cancellation--This sub-system produces various State claims and claim reports.

- Food Stamp Reconciliation--This sub-system processes redeemed Food Stamps and produces weekly and monthly reports.

During the update processing, the file is passed sequentially until the master record matches the transaction record (update), is greater than the transaction record (add), or the "Auto Date" indicates that a re-calculation is needed. At this time, all records associated with the case are read from tape and a "mini data base" for that case is built in memory. This data is then passed to the update program for the necessary maintenance.

The sequential file structure makes data base wide fraud detection impossible in IBPS since only data from one case is available at a given time. All cross-case fraud checking is left to the WCMIS daily update program.

The WCMIS Daily Update processes all changes to the WCMIS data base generated by IBPS, CDMS and WICS. The IBPS and CDMS transactions are from the previous night's updates of those systems. Additional validations are performed for new cases being added including address and telephone searches of the data base to prevent duplicate cases. Update errors are printed on the Error and Control Total Report, and corrections are resubmitted through WICS.

The WCMIS Monthly Update occurs primarily to update the Medi-Cal status for each recipient using the state MEDS data. Additional reports are produced quarterly for ethnicity and language spoken.

Hard Copy

- Confirmation Documents--These XEROX 9700 laser-printed documents are sent to DPSS to provide verification of updates made to data in the system.

- Error Listings and Control Totals--These reports are produced by WCMIS and are used by DPSS to make sure that batches balance and update errors are corrected.

- Surveys--These are quarterly reports on specific characteristics of the data (i.e., language, etc.).

- Warrants, Food Stamp ATP's, and Notices of Action--These are the primary deliverables to the aid recipients. Positive action notices are sent to recipients when actions are taken on their cases (i.e., eligibility determination, change in benefits, etc.).

Interface Files

- CDMS Transactions--These are transactions, separated by the extract and validation procedures, for aid programs included in the CDMS system.

- WCMIS Updates from CDMS--These are transactions created by CDMS that update aid program status on WCMIS.

- CID Updates--This file is provided by the State's Central Identification Register. It is used to update the Medi-Cal status on WCMIS.

- Daily and Monthly MEDS Updates--These transactions are created by IBPS and are sent to the State. They reflect changes in a recipient's Medi-Cal status based on changes in status of other aid programs.

- Bank Reconciliation--This file is sent to the banks that handle the warrants to provide for reconciliation of cashed warrants.

- WCMIS Data for ACSES--This data is information drawn from WCMIS that is used to update the District Attorney's ACSES data base.

- Statistical File--This file consists of statistical data produced by the IBPS monthly run. It is passed on to the DPSS Statistical System.

- Court Trustee Transactions--Again, this is information on benefits produced by the IBPS monthly update. It is passed to the Court Trustee System.

- MEDS and Unemployment Insurance Reconciliation Files--These are tapes provided by the State. They are used to update eligibility information during the monthly IBPS updates.

- Cancel, Withdrawal and Denials--These transactions are separated out by the extract and validation procedures. They are used in the DPSS Statistical System.

3.4.5 Assessment of Technical Performance

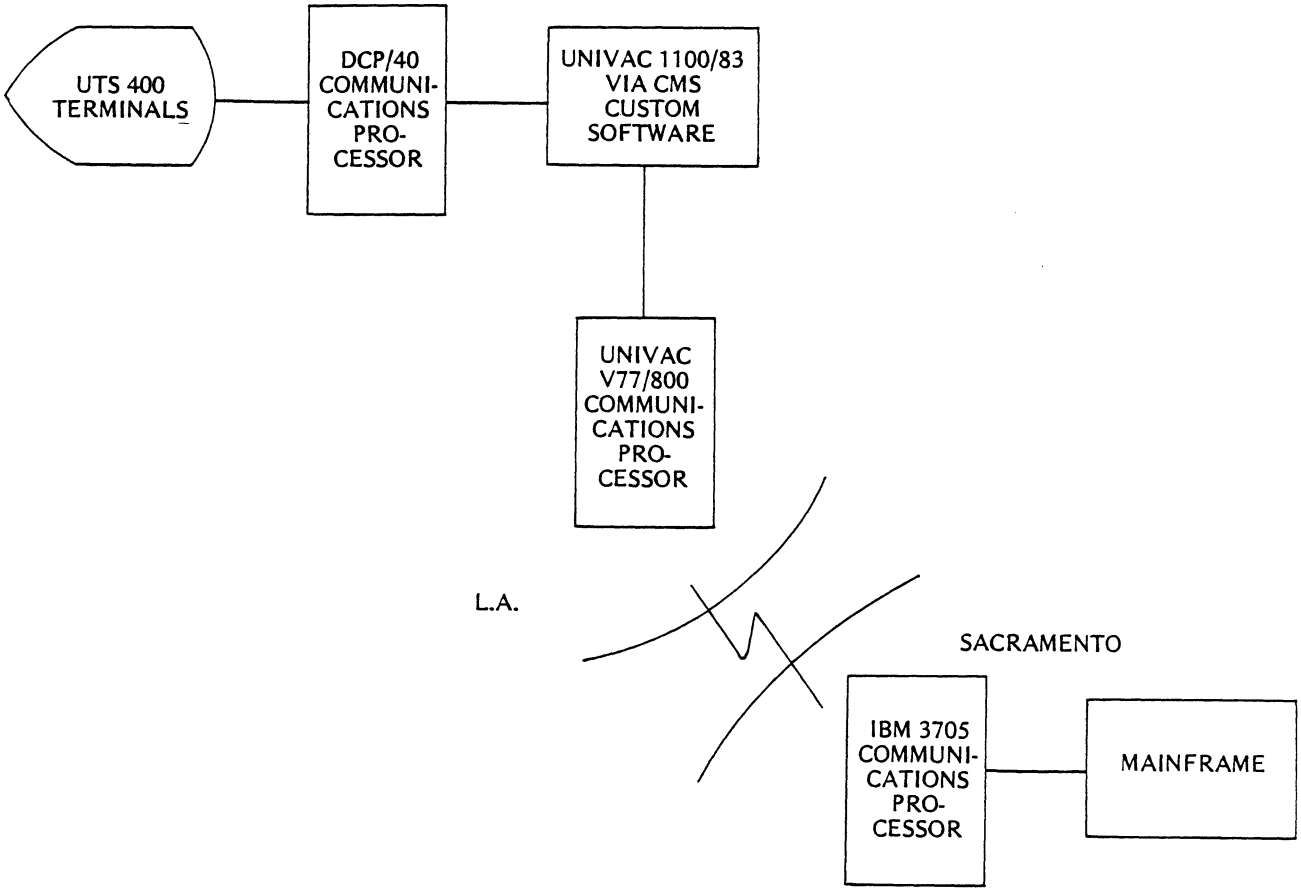
The funding requests for the WCMIS and IBPS systems did not contain specific goals for systems performance. This assessment of technical performance therefore relates specific review findings rather than a direct comparison of actual performance versus original stated objectives.

Terminal and Communications Network Availability

The internal data processing goal of 96 percent system availability for the WCMIS on-line functions was generally met through August, 1982 (see Figure 3.4.8).

FIGURE 3.4.10

MEDS LINK

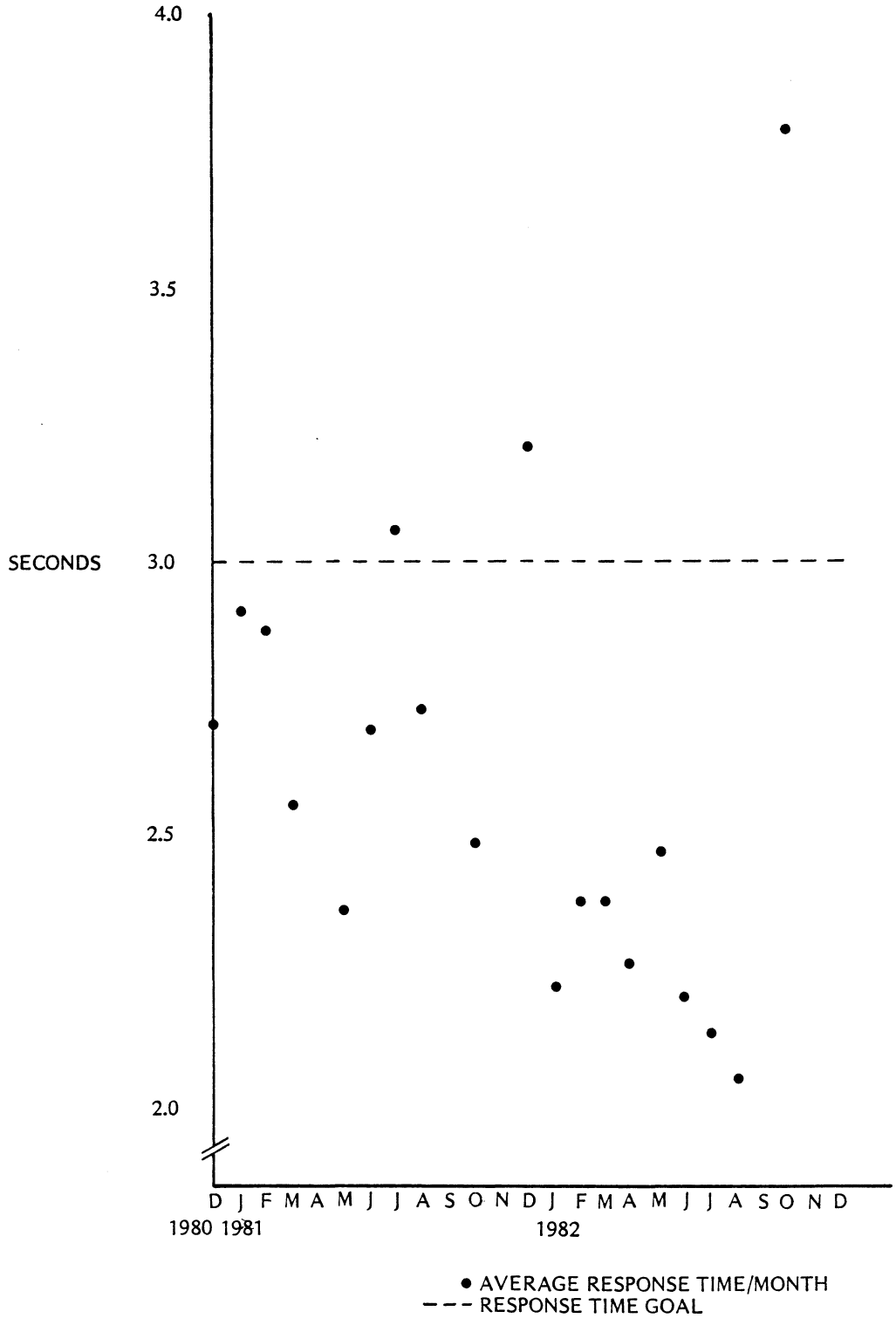


Response Times and Transaction Volumes

Response times have been considerably better than the 5 to 9 second internal goal at the inception of the WCMIS project. WCMIS on-line inquiry and update response times have generally been under three seconds during the last two years (see Figure 3.4.11). Response time problems during October, 1982 were caused by the CMS problems referred to above.

FIGURE 3.4.11

WCMIS AVERAGE RESPONSE TIME (EXCLUDING WEEKENDS)



The WCMIS/IBPS system processes a large number of transactions each day:

Transaction	Average Volume Per Day
Facesheets (to IBPS)	800-1,000
Budget Transactions (to IBPS)	10,000
WICS	6,000
Fraud Input (no statistics kept)	
Records and Identification Inquiry	12,000
Social Security Number Inquiry	4,000
Address Inquiry	1,800
Telephone Inquiry	500
Assign Case Number	800
Reserve Case Number	5
Case Reactivation	2,000
Case Closings	1,000
Case Inquiry	6,500
Case Summary	24,000
Case Persons Summary	800
Other	6,750

The communications and terminal architecture, which uses the diskette data entry for IBPS and WICS transactions, is largely responsible for the good response time for on-line WCMIS updates and inquiries.

Hardware Capacity

There do not appear to be capacity or volume problems with the current configuration. During early 1983, DPD plans to upgrade the current disk capacity from 8 model 8470 and 56 model 8433 drives (2,635.5 million words) to 34 model 8470 and 24 model 8433 drives (3,868.7 million words). This will give them the capacity to bring the IBPS master file on-line (see Section 4.9).

The 1100/83 has been the production system only since September, 1982. Its processing capacity is approximately double that of the 1100/44 it replaced.

Batch Run Times and Outputs

The run times and outputs created by the major batch processes are as follows:

Process	Run Time	Output
IBPS Daily Update	2 - 2-1/2 hrs.	11,000 + pages
IBPS Monthly Update	3 - 3-1/2 hrs.	75 boxes four part paper
WCMIS Daily Update	6 hrs.	1 box
WCMIS Monthly CID Update	8 hrs.	60 pages
WCMIS Quarterly Survey	3 hrs.	50-60 pages
WCMIS Index Strip (as needed)	30 hrs.	25 pages
WCMIS Index Load (as needed)	22 hrs.	80 pages
WCMIS Data Base Load (as needed)	40 hrs.	160 pages
WCMIS Data Base Unload (as needed)	56 hrs.	280 pages
WCMIS Purge (as needed)	64 hrs.	1,600 pages

As can be seen, some of the data base maintenance procedures require long periods of exclusive use of the data base and are run only as needed. The WCMIS and IBPS Daily Updates are not run serially, thus they avoid the problem of fitting an 8 to 8-1/2 hour process into a tight processing window (if no problems occur). Instead, the tapes used in WCMIS created by IBPS are from the IBPS run of the prior night. This allows the WCMIS and IBPS updates to run in parallel, and allows more processing time if a problem occurs.

During the initial development of WCMIS, the run time was a major problem (as it originally required 24 hours to run). Through a complete re-write of the update DPD was able to reduce the time to the current 6 hours.

DPD does not use automated scheduler software for the UNIVAC 1100/83. Although the nightly processes are lengthy, they are relatively simple, there is little contention with other processing, there is adequate run documentation, and the operators are well trained.

For these reasons, DPD considers that they have adequate control and an automatic scheduler has not been necessary up to now. DPD has requested funds to implement an automatic scheduler in the 1983/84 fiscal year.

The need for complete re-run of batch processes is minimized through the use of checkpoint restart procedures. This is critical since IBPS uses eleven reels of 6250 bpi tape, and the WCMIS updates are time consuming.

The nature of the output (double-sided confirmation documents) makes the Xerox 9700 printers a required feature of the installation. Output from both the laser and regular printers, as well as the microfiche printers and copiers is distributed manually through control clerks. IBPS has no automated report distribution capabilities. The Output Control Section personnel check if reports are printed, and then distribute them according to separate report distribution lists. There are also no ad-hoc report request capabilities programmed into the system.

The 75 boxes of printed output from the Monthly IBPS Update run are mainly required for the Caseload Activity Report. This report may either be redesigned for output on the laser printers and/or be replaced by implementation of microcomputers in the district offices.

In summary, despite the large number of interface files and large file volumes, there have not been significant operational problems with WCMIS/IBPS batch processing runs or output distribution.

Data Integrity and Validity

The technical architecture implemented in WCMIS/IBPS results in potential data integrity and synchronization problems.

Most significant is the requirement of keeping the WCMIS central index data in synchronization with the IBPS master file records. There are currently two main sources for potential mismatches:

- The WCMIS Interim Correction System (WICS) allows updates to be made directly to the WCMIS data base without changing data concurrently on the IBPS master file.

- Transactions may also be posted to the IBPS master file and be rejected later in the WCMIS batch update program.

Manual procedures are therefore required to ensure that data integrity is maintained between WCMIS and IBPS.

There is no program which is currently run on a periodic basis to compare data and report discrepancies.

DPD personnel indicated that this has not, in fact, been a significant problem. A sample audit prior to the IBPS conversion found that approximately 1 percent of the cases were in error. These were primarily due to the transposition of first and last names on the WCMIS index.

Another potential source of data integrity problems results from updates to the WCMIS data base and its associated indices being performed in separate program subroutines. Several controls exist to help compensate for this. During on-line updates, a check is made that updates to both the data base and the indices are complete. If the update is made properly, a positive confirmation message is sent to the terminal operator. If no positive confirmation is received, entry halts and the terminal operator needs to ask for help. In all types of updates to the data base, log tapes are written to before the data base is updated. If a problem is encountered, the transactions can be reapplied to the data base. Finally, the indexes can be stripped and recreated using the data in the data base.

The delay until the next night in applying IBPS/CDMS updates to WCMIS does not present an area of concern. Because a person could apply in different district offices on the same or next day, and WCMIS is not updated with the new case data until the second night, duplicate grants for immediate aid need to be avoided. This is addressed during the case opening process by placing a skeleton case on the WCMIS data base. This case would then be found when a case clearing is performed for a second application. The skeleton case is overlayed during normal WCMIS updating subsequent to the IBPS/CDMS update.

Significant effort is also made to insure that duplicate or erroneous data is not placed on the data base. During the preclearance process, the data base is searched for duplicate names, addresses, phone numbers, and social security numbers in the attempt to prevent a person from being on the data base more than once. During the nightly batch update, the process is repeated for phone numbers and addresses.

Duplicate social security numbers are allowed on the data base. This stems back to the pre-WCMIS manual system. Social Security numbers were not carefully checked when a person applied for assistance. On re-application a person could therefore, be given a new case number. During the conversion to WCMIS, it was found that some people were on more than one case (usually all but one were closed). As cases are purged three years after closing, the incidence of duplicate Social Security numbers has decreased. Additionally, as there is no check digit on the Social Security number as entered into the system, a key entry error could cause duplicates.

Social security number has not been used as the basic persons identifier for several reasons:

- they may not yet have been obtained by children;
- some people have more than one social security number;
- there are duplicate social security numbers on the system, due primarily to the pre-WCMIS manual processing mentioned above; and
- they may not be used by the WCMIS-linked ACSES Juvenile Justice System as identifiers due to a court decision; therefore it was easier to not let any related system use it.

Rather than address these problems directly, DPSS decided to use a two-digit person identifier attached to the case number.

There is currently no reconciliation of social security numbers stored on WCMIS with those issued by the Social Security Administration. There is a study under way to provide this type of verification through the MEDS system. This would not cover all persons in WCMIS since not all are Medi-Cal eligible.

Security

Access to the UNIVAC 1100/83 is controlled through the Terminal Security System. An operator ID valid for the specific terminal and a current password are required to sign on. The security codes are maintained by the DPSS Terminal Security Officer and are routinely updated bi-weekly. Changes can be made immediately if required. All functions are available from each UTS 400 terminal,

but the user is restricted by password as to which functions they can perform. The U200 terminals cannot perform diskette entry and therefore are restricted to only on-line functions.

Several of the terminals' characteristics are of interest in relation to security. First, the terminals are not key locked, nor are the UTS 400 terminals turned off after office hours. Reasons and compensating controls are that the terminals are not in areas of public access, they must be left on so that data from the diskettes can be gathered by the UNIVAC 1100/83, and they are logged off and displays dimmed so that they cannot be used except by authorized people. Lastly, non-display fields are not used for the user ID and password when logging on. The U200 terminals do not have a non-display attribute, and since the same screens must be used for all terminals it was not possible to include the attribute for the UTS 400's. To compensate for this, it is a standard procedure to dim the display of any terminal before logging on.

Documentation

The quality of the documentation of the WCMIS system varies. System flow documentation was produced when WCMIS was first made operational in 1977. Since that time, updates have been sketchy and the overall flow documentation is not current. Program narratives consist solely of the internal program comments. System operations documentation consists of Executive Control Language (ECL) listings, job run flowcharts prepared by operations, restart procedures for each job, and responses to console messages. The users handbook appears adequate.

Overall documentation quality of the IBPS system is good. System flow documentation consists of system flow diagrams and some narratives in the IBPS user's handbook. Program narratives consist primarily of input and output descriptions, and a brief statement of function of the program. Again, narrative is in the source code. System operation documentation includes job run flowcharts (basically a re-draw of system flow diagrams), restart procedures, and responses to console messages. Extensive user documentation and procedures are available.

3.5 COST REVIEW

Our review of current status addresses the following major areas:

- Achievement of IBPS planned cost savings.
- Actual versus planned development costs.
- Overall administrative costs of providing benefits within L.A. County.

3.5.1 Honeywell Removal Savings

The planned savings of $84,642 per month from removal of the Honeywell equipment are further broken down into two portions:

- $28,750 per month in Honeywell maintenance and support costs.
- $55,892 per month in L.A. County DPD operating staff and overhead costs.

These cost savings have been achieved with the last batch job run on Honeywell on December 20, 1982. Some reductions in Honeywell support personnel occurred prior to the IBPS conversion. Elimination of the outdated Honeywell equipment and these associated costs was the primary cost saving objective of the IBPS AFDC/FS conversion.

3.5.2 DPSS Staff Savings

The Revised February 1982 Funding Request Package identified planned DPSS staff savings of $52,320 per month.

A later estimate of savings dated March 15, 1982 revised these estimates to $30,794 per month associated with a reduction of 21 personnel. Attachment G details these planned reductions. The Budget and Management Services Division, which prepared these revised estimates, indicated that the other staff savings were achieved prior to IBPS conversion. They were therefore no longer attributable to the IBPS AFDC/FS project.

The 17 statistical clerk positions identified have not yet been eliminated. The staff reductions are expected once the computerized reports are verified. Parallel manual production of these reports is anticipated for approximately four months.

3.5.3 Development Costs

In our analysis of development costs for IBPS, we have compared actual costs incurred for the AFDC and Food Stamps project with those presented in the 1978 and Revised 1982 Funding Request Packages.

The 1978 Development Package anticipated total IBPS project development costs of approximately $1.5 million. This amount is the only approved funding allocation to date.

The February 1982 Revised Funding Request Package estimated total IBPS development costs as:

. DPD Costs	$4,788,110
. Consulting Costs	64,015
. CSD Costs	1,028,812
	$5,880,937

(See Attachment A)

We have separated out the AFDC/FS portion of these estimates as follows (the remaining costs being attributable to the Foster Care proposed development):

DPD and Consulting Costs	$4.252 million
CSD Costs	.856 million
	$5.108 million

CSD costs are treated as a separate administrative cost pool within DPSS in L.A. County. They are not billed directly to individual projects, so no data is readily available on actual CSD development costs for IBPS AFDC/FS.

DPD costs are billed directly to DPSS each month based on personnel time and machine resources utilized by project. At the time of our review, DPD and consultant billings through October 1982 totalled $4.388 million. Estimated DPD completion costs for AFDC are approximately $100,000 for November and December 1982.

The estimated total project cost of $4.488 million therefore results in an overrun of $278,000 compared to February 1982 estimates. This variance is partially attributable to $50-100,000 of conversion costs incurred during late October which were not included in the original estimates. Also, the magnitude of the effort required to implement 1981 Omnibus Budget Reconciliation Act requirements was not estimated in sufficient detail in February 1982.

3.5.4 Administrative Costs

As indicated in Sections 3.5.2, IBPS AFDC/FS was projected to save approximately $31,000 per month associated with a reduction of 21 personnel. The bulk of the administrative costs required to provide benefits were therefore not planned to be reduced.

The costs of processing approximately 436,000 approved cases within L.A. County during October 1982 are summarized in Figure 3.5.1.

FIGURE 3.5.1

COSTS OF PROVIDING BENEFITS
FOR APPROVED CASES

DURING OCTOBER 1982.

Aid Program	Number of Approved Cases	(1) Number of EW/ES Positions	(2) EW/ES Cost Per Case	(3) Total Cost Per Case	(4) Average Monthly Benefit Per Case	Cost per Dollar of Benefit Provided
AFDC-Family Group, Unemployed	186,044	1,382	$17.59	$40.46	$434	$.093
AFDC-Foster Care	10,477	68	15.42	35.47	711	.050
Food Stamps	36,874	156	10.06	23.14	92	.252
General Relief	23,771	176	17.59	40.46	186	.218
Medi-Cal	155,654	516	7.86	18.07	N/A(6)	-
Other Programs	22,752	164	17.09	39.31	N/A(7)	-
Totals	435,572	2,462	13.40	30.82	373(5)	.118(5)

(1) EW/ES: Eligibility Worker/Eligibility Supervisor
(2) Weighted average monthly salary for EW/ES in L.A. County is $2375
(3) Total weighted costs for EW/ES in L.A. County is $5463 monthly (includes 130 percent overhead cost allocation)
(4) Average benefit per case data is from August 1982, all other data is from October 1982.
(5) Weighted averages do not include Medi-Cal and other programs.
(6) L.A. County does not track total benefits per case for Medi-Cal
(7) Data not available for "Other programs" as a group.

In addition, cases processed by intake eligibility workers and supervisors are summarized in Figure 3.5.2.

These costs reflect current salary and overhead allocations as well as current caseload standards within L.A. County. As indicated in Section 3.3.4, benefits are expected to accrue from IBPS in both intake and approved case processing. Any resulting changes in workload standards and associated administrative costs have yet to be determined during 1983.

FIGURE 3.5.2

COST OF PROCESSING
INTAKE CASES

DURING OCTOBER, 1982

Aid Program	Number of Intake Cases	Number of EW/ES Positions	EW/ES Cost Per Case	Total Cost Per Case
AFDC-Family Group, Unemployed	15,050	418	$65.97	$151.73
AFDC-Foster Care	576	19	79.16	182.07
Food Stamps	7,998	156	46.57	107.11
General Relief	22,705	240	25.00	57.50
Medi-Cal	19,586	331	40.25	92.58
Other Programs	5,059	123	57.93	133.24
Totals	70,974	1,287	$43.11	$ 99.15

The 130 percent overhead cost allocation (used to derive total cost per case) includes both CSD development and maintenance costs and DPD operating, maintenance and support costs. Budgeted CSD costs are approximately $250,000 per month.

Our review indicates that total DPD monthly billings to DPSS for maintenance and operations averaged $504,180 during the four months prior to IBPS AFDC/FS conversion (see Figure 3.5.3). This is approximately $1 case for the total of intake and approved cases processed (see Figures 3.4.1 and 3.4.2). This average indicates that DPD continuing costs are less than 4 percent of the total DPSS administrative costs within L.A. County. Average monthly billings for maintenance and operations were approximately 25 percent greater during the fiscal year ended June 30, 1982.

The relative distributions of DPD billings from figure 3.5.3 are broken down into labor and equipment costs in Figures 3.5.4 and 3.5.5.

Review of these costs indicates the following:

- AFDC/FS costs of $41,309 per month were associated with running the old Honeywell Data Transmission (DT) system prior to conversion of IBPS.

  - While IBPS operating costs are expected to be lower than this, actual AFDC/FS billings will be dependent on the UNIVAC equipment costs allocated to IBPS processing.

  - UNIVAC mainframe lease fees for November 1982 were approximately $175,000, and UNIVAC mainframe maintenance costs were $49,000 approximately.

    This indicates that over $100,000 of monthly mainframe lease and maintenance fees were being recovered through IBPS and other development projects prior to IBPS conversion (UNIVAC operations equipment billings averaged $107,794 - see Figure 3.5.4).

  - Planned savings for IBPS operations would therefore be affected if these UNIVAC costs were not recovered in future by further development projects.

FIGURE 3.5.3

DPD TOTAL COSTS BILLED TO DPSS

AVERAGE MONTHLY COSTS FOR JULY TO OCTOBER, 1982

Area	Com/Xerox/Tab	Dedicated(5) Equipment	UNIVAC Operations	Other Computer Centers	Data Conversion	System Programming	Other	Totals
WCMIS	$ -	$71,942	$119,084	$ -	$ -	$ 30,043	$ 391	$220,460
CDMS	10,775	-	52,639	4,060	2,279	9,515	7,337	86,605
AFDC/FS	4,938	-	853	24,001(3)	907	10,476	134	41,309
OTHER	7,256	887	10,790	43,454(1)	14,300	73,065(2)	6,054	155,806(4)
TOTAL	$22,969	$71,829	$183,366	$71,515	$17,486	$128,099	$13,916	$504,180

(1) County-wide overhead allocation.
(2) Includes $37,850 in division administration.
(3) Honeywell machine costs.
(4) Include appx. $65,000 in smaller aid program costs.
(5) Mainly terminals and communications equipment.

FIGURE 3.5.4

DPD EQUIPMENT COSTS BILLED TO DPSS

AVERAGE MONTHLY COSTS FOR JULY TO OCTOBER, 1982

Cost Area	Com/ Xerox/ Tab	Dedicated Equipment	UNIVAC Operations	Other Computer Centers	Other	Totals
WCMIS	$ -	$70,942	$ 73,445	$ -	$ -	$144,387
CDMS	10,775	-	28,439	4,060	2,620	45,894
AFDC/FS	4,938	-	410	24,001	48	29,397
OTHER	7,256	887	5,500	43,454	4,054	61,151
TOTAL	$22,969	$71,829	$107,794	$71,515	$6,722	$280,829

FIGURE 3.5.5

DPD LABOR COSTS BILLED TO DPSS

AVERAGE MONTHLY COSTS FOR JULY TO OCTOBER, 1982

Cost Area	Data Conversion	System Programming	UNIVAC Operations	Other	Totals
WCMIS	$ -	$ 30,043	$45,639	$ 391	$ 76,073
CDMS	2,279	9,515	24,2009	4,717	40,711
AFDC/FS	907	10,476	443	86	11,912
OTHER	14,300	73,065	5,290	2,000	94,655
TOTAL	$17,486	$123,099	$75,572	$7,194	$223,351

- The WCMIS DPD average monthly cost of $220,460 results in on-line WCMIS inquiry and batch update costs of less than $0.20 per transaction:

  - Over 50,000 WCMIS transactions are processed each day (see Section 3.4).

  - Actual WCMIS DPD costs may be lower than this in future as virtually all UNIVAC terminal costs were allocated to WCMIS.

  - IBPS may be allocated some of these costs for processing of its input transactions

  - The WCMIS UNIVAC operations costs include recovery of approximately $45,000 per month for UNIVAC maintenance charges related to the UTS 400 video terminals.

- CDMS processing costs have been substantial relative to the old DT system for AFDC/FS ($86,605 compared to $41,309 per month).

  - Further analysis needs to be done to determine the extent of the savings which would result from conversion of these Medi-Cal and General Relief programs to IBPS.

  - Again, savings may be offset by the extent to which recovery of UNIVAC operations costs would be transferred to IBPS from CDMS.

TABLE OF CONTENTS

		PAGE
4.0	REVIEW OF FUTURE IMPLEMENTATION PLANS	1
4.1	IBPS FOSTER CARE VENDOR PAYMENTS	2
4.1.1	Functional Definition of Requirements	
4.1.2	Technical Complexity	
4.1.3	Future Implementation Assessment	
4.2	CHILDREN'S SERVICES INDEX AND VENDOR VACANCY CONTROL (CSI/VVC)	6
4.2.1	Functional Definition of Requirements	
4.2.2	Technical Complexity	
4.2.3	Future Implementation Assessment	
4.3	REMAINING IBPS PROGRAMS	11
4.3.1	Functional Definition of Requirements	
4.3.2	Technical Complexity	
4.3.3	Future Implementation Assessment	
4.4	IBPS AFDC/FS ENHANCEMENTS	15
4.4.1	Functional Definition of Requirements	
4.4.2	Technical Complexity	
4.4.3	Future Implementation Assessment	
4.5	REPAYMENTS SYSTEM	19
4.5.1	Functional Definition of Requirements	
4.5.2	Technical Complexity	
4.5.3	Future Implementation Assessment	
4.6	ORANGE COUNTY WCMIS IMPLEMENTATION	25
4.6.1	Functional Definition of Requirements	
4.6.2	Technical Complexity	
4.6.3	Future Implementation Assessment	
4.7	ON-LINE FOOD STAMP ISSUANCE SYSTEM	30
4.7.1	Functional Definition of Requirements	
4.7.2	Technical Complexity	
4.7.3	Future Implementation Assessment	
4.8	ORANGE COUNTY PAYMENT SYSTEMS	35
4.8.1	Functional Definition of Requirements	
4.8.2	Technical Complexity	
4.8.3	Future Implementation Assessment	
4.9	FUTURE WCMIS/IBPS INTENTIONS	37
4.9.1	Functional Definition of Requirements	
4.9.2	Technical Complexity	
4.9.3	Future Implementation Assessment	
4.10	GENERAL CONSIDERATIONS	40

4.1 IBPS FOSTER CARE VENDOR PAYMENTS

The IBPS Foster Care System is intended to automate almost all of the current manual processes used to reimburse foster parents and institutions for the care they provide to foster children. The major functions scheduled to be implemented are:

- Production of initial and ongoing vendor vouchers.
- Control and matching of returned vendor vouchers.
- Production of vendor and worker notices and alerts for outstanding vouchers.
- Computation of full and partial month grants.
- Provision for District inquiry of vendor payment and voucher information.

As a part of IBPS, the Foster Care System will support the extensive array of worker notices, management reports, statistical summaries and confirmation documents currently produced by IBPS. The system will also utilize the 3 integrated input documents (facesheet, budget worksheet, transfer document) and data will be input via UTS 400 terminals.

According to the funding request submitted to the State in February 1982, IBPS Foster Care is scheduled to be implemented in December of 1983.

The development costs for the Foster Care System were estimated to be $772,798 (composed of $600,000 of DPD costs and $172,798 of CSD costs).

DPSS estimated that Foster Care implementation will result in annual savings of $1.13 million.

4.1.1 Functional Definition of Requirements

The functional requirements for Foster Care are defined only at a high level. Detailed functional requirements will have to be defined and approved before they can be implemented by DPD.

The AFDC Foster Care requirements were orignally defined in the 1978 WCMIS/IBPS Development Package and were not revised prior to submission of the February 1982 funding request. Personnel in the Bureau of Social Services Operations (BSSO) have indicated that these 1978 design requirements are still applicable to current user needs.

As these requirements apply mainly to the Foster Care payment process, BSSO personnel expect that they will probably not change significantly in the near future.

Additional requirements will, however, probably be included in the IBPS Foster Care development project. Since 1978, several legislative actions have necessitated changes in the administration of the Foster Care program. Most notable of these actions are the amendments to the Welfare and Institutions Code regarding implementation of the Emergency Assistance Program, and SB 13-37 mandating pursuit of child support by the District Attorney in conjunction with child placement. Also, Chapter 1229 of the California Statutes of 1980 mandated a statewide Foster Care information system. IBPS requirements for these changes have not been defined, but the latter two mandates will require interfaces to the L.A. County Automated Child Support Evaluation System (ACSES) and Foster Care Information System (FCIS).

At present, plans are being formulated to complete the detailed design of the Foster Care System. CSD has assigned a project team for development effort during 1983.

This will include user liaison personnel in order to ensure that the system meets user requirements. Key users in several of the major DPSS bureaus will have to be identified and interviewed before a detailed set of functional requirements can be defined.

Most of the estimated benefits described in the IBPS Revised Funding Request are expected to be achieved with implementation of an automated Foster Care system. Since almost all of the current Foster Care System is based on manual processing, staff reductions would be achieved when these procedures are automated. A major portion of the planned cost savings for IBPS are tied to the implementation of the Foster Care system.

However, procedures have yet to be defined with regard to voucher submission by vendors. Until these design issues are resolved the exact size of the staff reductions cannot be estimated accurately.

In addition, there are expected benefits from Foster Care implementation that have not been quantified. In general, service to both foster care children and vendors would be improved with the increased timeliness and accuracy of an automated system. The system would reduce the ineligibility and technical error rates identified in Foster Care Program Reviews. Workloads for eligibility workers and social workers may also be reduced with the consolidation of input documents, availability of history information, and automated budget computation. Management would also have a better basis for problem solving and planning activities with the additional information provided by the IBPS Foster Care System.

4.1.2. Technical Complexity

No specific technical requirements have been formally defined for the IBPS Foster Care System. There are no system flows defining required programs and interfaces, or descriptions of the technical architecture.

Relative to AFDC/FS, the Foster Care System does not appear to require a high level of technical complexity. Users also indicate that functionally the Foster Care System is generally less complicated than AFDC/FS, especially in the benefit computation area.

After reviewing the list of 1978 AFDC Foster Care design requirements, DPD personnel indicated that the majority of the system requirements are either:

- Already implemented (such as identifying all eligibles for Medi-Cal on all aid types).
- Not implemented, but a similar function exists for AFDC/FS (such as automatic and supplemental issues used to process the integrated claim).
- Not implemented, but relatively easy to implement (such as automatic vendor voucher reconciliation).

IBPS was designed with a view to implementing Foster Care and other aid programs in the future. The data base designed for AFDC/FS contains most of the data elements that will be required for the Foster Care System. Also, IBPS should allow for easy implementation for new transactions and processing subroutines, thereby minimizing the impact on existing programs and input screens.

The Foster Care System will have to interface with several other social service automated systems. None of these interfaces have been designed in detail, introducing some additional project risk.

The systems are:

- Welfare Case Management Information System - WCMIS
- Vendor Vacancy Control - VVC
- Automated Child Support Evaluation System - ACSES
- Foster Care Information System - FCIS
- Juvenile Automated Index - JAI

The Foster Care system must access a file containing vendor information. Under the 1978 IBPS design concept, this vendor file would be maintained by the VVC System and developed concurrently with Foster Care. Without concurrent implementation of VVC, both Foster Care and VVC design requirements could be impacted by whatever design is chosen for the vendor file.

4.1.3 Future Implementation Assessment

The December 1983 conversion date for county-wide implementation of the Foster Care System seems to be reasonable. However, since a detailed set of functional and technical requirements have not been prepared, estimates of scheduled implementation date, development costs and projected benefits are necessarily subject to change.

The December 1983 date appears to be reasonable considering that:

- Both DPSS and DPD are committed to IBPS Foster Care as the highest priority project during 1983.
- A draft detailed project work plan (dated January 7, 1983) has been prepared for design effort during the first half of 1983.
- The Foster Care System is relatively less complicated than AFDC/FS, especially in the benefit computation area.
- The IBPS system was designed and implemented with future implementation of the Foster Care system in mind.

The high priority placed on this project currently appears justified given the substantial ongoing staff savings anticipated with automation of vendor payments. Overall project benefits should be reconfirmed once detailed functional and technical specifications and a detailed work plan are developed.

4.2 CHILDREN'S SERVICES INDEX AND VENDOR VACANCY CONTROL (CSI/VVC)

The Children's Services Index (CSI) is an automated system designed to store and retrieve information for children who are recipients of protective services, out-of-home services, court dependency services, or other child-oriented social services. The system will provide:

- On-line inquiry to essential data related to children's services with an indicator to off-line storage when applicable.
- The ability to page through history data on-line.
- Off-line storage of history data older than established criteria.
- A series of management statistical reports.
- An indicator on all display screens associated with any case with a history of child abuse.
- Exemption from the current WCMIS purge program.
- A security screening process restricting access to CSI screens to authorized terminals.

The Vendor Vacancy Control (VVC) system is designed to facilitate DPSS's management of vendor-related foster care and licensing information, and to improve the delivery of children's placement services rendered by the Bureau of Social Services.

These services will be achieved by:

- Maintaining a uniform vendor file. This would make available, via terminal display, essential data pertaining to vendors providing foster care.
- Matching children who need to be temporarily placed in a foster care facility to the most suitable placement facility available.
- Producing management reports and statistical summaries.

CSI/VVC is scheduled to be implemented in December of 1983 after a 10 month development period. The CSI/VVC Cost Benefit Analysis, sent to the State on November 17, 1982, states that the actual cost of development for the system will be $1,091,092.20, with an ongoing annual savings after implementation of $144,757.82. This funding request is currently awaiting approval.

4.2.1 Functional Definition of Requirements

The original set of functional requirements for CSI/VVC were defined in the November 1978 WCMIS/IBPS Development Package. These high-level requirements were subsequently translated into greater detail in the early part of 1980.

The 1980 CSI/VVC design requirements included the following information for both the CSI and VVC systems:

- Narrative overviews of input and output
- Report layouts
- Screen layouts
- Data element glossary including descriptions and possible values.

The VVC requirements were defined in more detail than those for CSI, particularly in the areas of:

- Processing logic
- Exception processing
- Security
- Conversion requirements
- Input documents

Based on interviews with personnel in the Bureau of Social Services Operations (BSSO), major portions of the requirements defined for CSI will have to be reworked because of the passage of SB14. Changes to processing within specified time frames, production of alert notices, and information required to support state reporting requirements are examples of design changes that must be incorporated into CSI.

The functional requirements for VVC have not changed significantly over the past two years. It does not appear likely that any major changes to the VVC design will be required in the near future.

There is a question as to whether or not CSI/VVC implementation can be justified solely on the basis of cost savings achieved by staff reductions. It would take a minimum payback period of 7.5 years to offset the estimated $1,091,092.20 cost of development. CSI/VVC implementation should improve the quality of placement services as well as provide the benefits of a managment information system. Although these are most often mentioned as the

primary benefits of the new system, no attempts have been made to quantify the value of these benefits. If implementation of CSI/VVC is to be justified solely from a cost/benefit standpoint, as there is no legislative mandate for its implementation, then these benefits also need to be quantified.

CSI will impact WCMIS since CSI information will reside on the WCMIS data base. This impact will have to be evaluated after design revisions to CSI have been made. VVC will not impact any other sytems. It is basically a standalone system that maintains and performs inquiries on its own data base.

4.2.2 Technical Complexity

A system diagram developed for the 1981 SPAN Feasibility Study Report (Figure 4.2.1) is included. This diagram describes the system flow of CSI/VVC in relation to WCMIS and IBPS, and highlights the interfaces between the systems. Individual program modules within each system are not listed because they have not yet been defined.

The interface transactions have been defined. IBPS will pass a vendor voucher receipt date to VVC and use the VVC data base for vendor mailing information. VVC will pass child placement information to CSI for processing in the WCMIS update. CSI will pass child placement informaton to the Juvenile Automated Index (JAI). All of these interfaces will be processed in batch mode and should be implemented relatively easily.

If the system flows for CSI do not change, then the technical implementation should be of moderate complexity. The major areas of implementation will be:

- Modifying the WCMIS Batch Update to process the VVC interface transactions.
- Developing the on-line CSI inquiry.
- Modifying the WCMIS data base to include the extended person's record.
- Developing the CSI report processing modules.
- Developing the CSI to JAI interface.

The technical implementation of VVC should be slightly more complex than CSI because of the on-line update requirement. The major areas of implementation will be:

- Developing the on-line update module

- Developing the on-line inquiry
- Creating the VVC data base
- Developing the IBPS interface
- Developing the CSI interface

4.2.3 Future Implementation Assessment

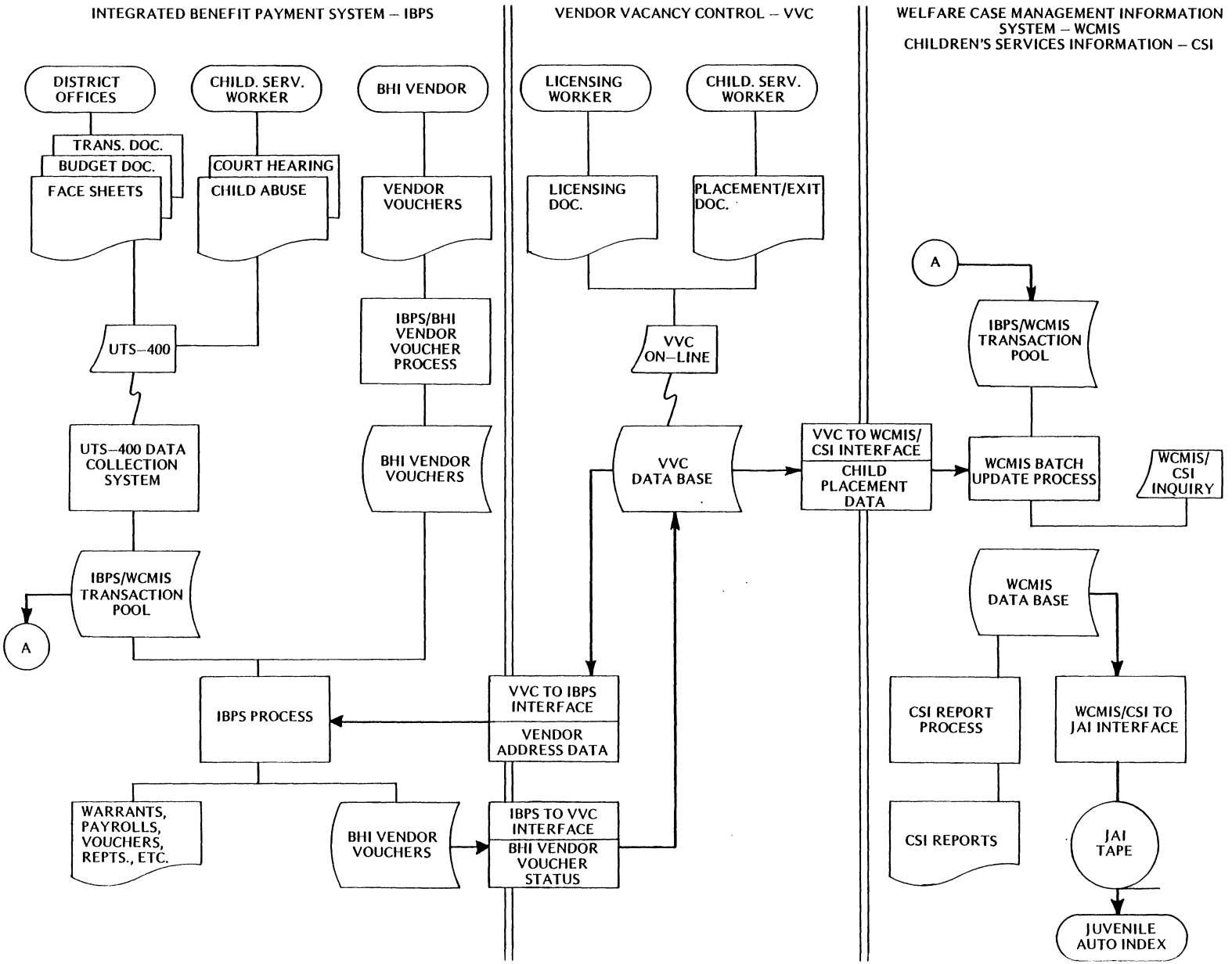
CSI/VVC does not appear to entail significant functional or technical risks. The design for CSI will require rework, but some of the groundwork has already been completed. The design for VVC is thorough and the functional and technical requirements are well documented.

The planned December, 1983 implementation date appears reasonable provided adequate resources are provided to the project. Given the estimated 10 month development schedule, CSI/VVC development can begin as late as March and still be completed by December, 1983.

Development of a detailed implementation workplan is necessary, before development costs can be confirmed.

FIGURE 4.2.1

CSI/VVC



4.3 REMAINING IBPS PROGRAMS

In addition to Foster Care vendor payments, IBPS is intended to incorporate the following programs (currently automated through the L.A. County Case Data Management System (CDMS) software):

- State Medi-Cal Program
- General Relief Program (GR)
- Adult Refugee Programs
  - Refugee Cash Assistance (REA)
  - Entrant Cash Assistance (ECA)

4.3.1 Functional Definition of Requirements

The 1978 IBPS Funding Request Package identified a limited number of specific high level requirements for these applications.

The following is a list of 1978 IBPS requirements unique to the Medi-Cal Program.

- IBPS will be able to determine the total net non-exempt income of the Medi-Cal Family Budget Unit.
- IBPS will be able to determine the Share of Cost for the Medi-Cal Family Budget Unit.
- IBPS will generate confirmation documents to the district on computation of Medi-Cal net non-exempt income and share of cost.
- IBPS will automatically generate the MC177 (Record of Health Care Cost) and the MC239 (Notice of Action).
- Medi-Cal Reports
  - Medically Indigent End of Month Approved
  - Medically Needy End of Month Approved Caseload for AFDC, Adult, Mixed and Long Term
  - Medically Needy Application Count

General Relief is one of the most dynamic aid programs administered by DPSS. Below is a list of GR functional requirements from the 1978 Development Package. This list only includes requirements that are still applicable to the GR program in L.A. County:

- Special Circumstances Program will require the capability of referencing the State Data Exchange (SDX) to determine eligibility and SSI/SSP resources and for printing operating warrants and Notices of Action centrally.

- IBPS should store information on General Relief applicants and recipients on whom a 30-day penalty has been imposed within the past two years. The eligibility worker will query the system to find out if penalties have been imposed; if so, harsher sanctions will apply.

- IBPS will store information on General Relief issued to non-residents.

- The computer should have the capacity at any point in time to determine the total General Relief issued to a recipient.

- Cash grants will be computed based on the input of an effective date, case aid type, person aid type, number in household, and the amount of any net income or special needs. Applicable vendor payments will automatically be deducted upon input of a budget type code.

- Work project credits are to be deducted at the appropriate Federal minimum wage rate. The balance is to be billed to the General Relief recipient at the point of termination.

- IBPS will have the capability to issue any underpayments and correct any overpayments caused by changes in living arrangements which occur at points in time other than the first of the month.

- G/R Reports

  - GR Special Needs Reports

  - GR Cases Aided-Vendor Payments Authorized and Cash Payments Issued Recap

  - GR Workfare Project Reports will list each location, start date, required hours, completed hours, stop date cancellation code and other data

on file. It will be run monthly and distributed to the districts. There will also be a recap by project site and by district by site.

Since the family portions of the Refugee Cash Assistance and Entrant Cash Assistance programs are currently being administered under the AFDC segment of IBPS, the addition of major new functional requirements should not be necessary. The only significant requirement identified is that IBPS must be able to handle issuance of aid to recipients with no child dependents.

In addition to these specific functional requirements, conversion from CDMS to IBPS should result in benefits of several kinds:

- Simplification of administration of these programs through combination of input forms and confirmation documents with other IBPS programs.
- Potential reduced error rates in quality assurance reviews resulting from combination of these inputs
- Simplification of data processing operations through elimination of CDMS processing.

4.3.2 Technical Complexity

Completion of this project should not require the resolution of complex technical design issues. Many of the file structures of CDMS were used in the design of IBPS, and the conversion effort is likely to be significantly less complex as a result. The fact that both systems are now using the same physical computer hardware should also reduce the number of technical design issues. Technical design effort will be reduced additionally because IBPS was designed assuming that programs like Medi-Cal and General Relief would be added to the system at a later date. Interfaces to the state MEDS system have already been built into IBPS.

4.3.3 Future Implementation Assessment

CDMS continues to function adequately and no substantial cost savings were identified for transfer of these programs to IBPS. Lower priority has therefore been placed on conversion to IBPS than that placed on Foster Care IBPS implementation.

This project does not entail significant functional or technical risks. There do not appear to be any reasons why the project should not be implemented once resources are allocated and work commences.

As indicated in Section 3.4.5, UNIVAC operating costs for CDMS may be partially eliminated once CDMS is replaced.

4.4 IBPS AFDC/FS ENHANCEMENTS

There are several AFDC/FS enhancements that have been identified for the WCMIS/IBPS system.

The 1978 Development Package for WCMIS/IBPS listed planned future enhancements to the system. This list was updated in February 1982. Additional user and legislative requirements have been identified since the original project definition. Future enhancements have also been identified to address state and federal quality assurance review errors.

All future enhancements that have not been implemented or dropped are currently undergoing a reprioritization by L.A. County DPSS.

4.4.1 Functional Definition of Requirements

The major IBPS planned enhancements include:

- Court/Fair Hearing Case tracking
  - Alternative would be to implement a separate system
  - Would be required to handle
    - -- Issuance of pending aid
    - -- Case reporting
    - -- Input of relevant data
- Negative Notice of Action automation
  - Must meet 10 day notice to recipient requirements
  - Calendar logic will need to be added to IBPS
  - IBPS is structured to handle notices to recipients
- Final benefit computation automation
  - IBPS contains processing capability for automatic computation
  - Procedural changes are needed where a 10 day negative notice is required because the calculated benefit is a reduction from previous months

- Use of turnaround document to handle computation from gross to net deductible income

  - Considered a high priority enhancement

  - Would reduce manual effort required to perform calculations

  - Detailed requirements still need to be developed

The following additional enhancements have been identified by users or are required by legislative action:

- Edwards vs. Myers reporting changes

  - Required because of a court decision

  - All the processing changes required have been implemented

  - Detailed reporting requirements are being developed

- Six IBPS Utility Programs

  - Generation of Cost-of-Living Change System

  - Interface for General Relief (CDMS) to Food Stamp System (IBPS) for General Relief Cost-of-Living data

  - District Stuffer Notice Programs

  - Restart Programs for the IBPS Computer Operations

  - District Closure Programs for further budget cuts

  - Budget Factor Update

- Two Positive Notices of Action

  - Notices are not part of IBPS because the detailed requirements were not defined in time for conversion

  - Special pregnancy allowance notice and Food Stamp recertification notice are required by the Omnibus regulations

- General IBPS reporting enhancements
  - Expansion of the number of budget factors
  - Addition of Food Stamp Household Change Report
  - Listing of Food Stamp fraud and non-fraud allotment reductions
  - Listing of grants calculated to be under ten dollars
- Additional control measures
  - Replacement ATP controls for Food Stamps
  - Computerization of Management Information and Evaluaton Division (MIED) quality control sample of AFDC cases
  - Computer controls for lump sum incomes for 12 months after termination of aid
- Central mailing of form CA7 in Spanish
  - Required by a civil rights lawsuit settlement

Listed below are future enhancements that originated from state or federal quality assurance reviews:

- AFDC earned income computation module
  - Would allow single gross income entry by eligibility workers
  - Accounting policy decisions will effect the design of this enhancement.
- Three additional computer alerts
  - Alerts to be generated on certain changes in income or cost data

4.4.2 Technical Complexity

We have not attempted to assess the specific technical risks associated with each of these enhancements. Detailed functional requirements and technical design await further cost/benefit justification by users and subsequent repriortization by CSD and DPD.

4.4.3. Future Implementation Assessment

An undetermined amount of DPSS and L.A. County Data Processing Department (DPD) resources will be needed to modify IBPS to handle the identified enhancements. For the few enhancements that have been defined at a detailed level, resources will mainly be limited to CSD and DPD. For the majority of the enhancements, groups such as MIED, Research and Statistics, Operations Review Board, and Program Staff will also be involved. User and legislative requirements have to be translated into detailed requirements that can be implemented.

Funding approvals may also cause delays in implementation of enhancements. All mandated changes costing more than $25,000 or non-mandated changes costing more than $10,000 require state and/or federal funding approval.

Enhancements which involve changes to the IBPS daily update program mainline or master file constitute significant technical risk. These enhancements should be consolidated and implemented together to the extent possible. This will reduce the development and testing problems attached to controlling multiple versions of the update modules. A major factor behind the 1982 timely implementation of the AFDC/FS project also appears to have been the stability of the IBPS master file design for several months prior to conversion. Any changes to the master file layout will entail effort to ensure that existing program code continues to operate correctly.

4.5 REPAYMENTS SYSTEM

A Welfare Repayments System is planned by L.A. County and has received verbal state funding approval pending Federal approval. The purpose of this system is to provide records of money returned to the County because of overpayments on welfare cases. The records will track collectable overpayments and amounts recovered.

A description of the current system's problems was given in a DPSS report on the automated Welfare Payment System (dated March 17, 1982):

> "The current system is a labor intensive, antiquated, totally manual process. The entire audit trail is completely dependent upon the proper flow of a multi-part form generated in the districts and arriving in a central unit (DPPS Finance Division) by a circuitous route.
>
> Finance Division must interface with three other County departments to obtain the data needed for reporting to the State. The time frame for receiving the final adjustment of an overpayment may vary from three months to 26 months.
>
> The current master file contains 100,000 PA 2110's (county form of ABCD 830) with a monthly increase of 6,000 new forms."

Principal features of the proposed system include:

- The Repayment System will incorporate its own data base.
- The Repayment data base will interface with the WCMIS data base in the following ways:
  - The data base will be accessed through the WCMIS sign-on and security system.
  - The creation of a Repayment case would set an internal flag on the corresponding WCMIS case. A visable overpayment flag could be added to the WCMIS screens at a later time as an enhancement to identify cases with overpayment balances.
  - The daily WCMIS update will be utilized for updating Repayments.
- The data base will accommodate on-line and off-line record creation and updating.

- It will be capable of computing the amount of overpayment and the repayments made, reflecting current overpayment balances.

- The Repayment system will maintain separate balances of Fraud and Non-Fraud overpayments and the repayments made by individual cases.

- Repayments will utilize four display screens and approximately 15 command verbs (function codes).

- The data base will consist of two record types:

  - Case records which contain overpayment case data.

  - Ledger records which will be utilized for computing the overpayment (computation ledger) and entering the repayments (repayment ledger).

4.5.1 Functional Definition of Requirements

The functional requirements are described in the DPSS report of March 17, 1982 referred to above. These requirements have not changed significantly since the report, nor are they likely to change in the near future.

Benefits expected include a decrease in staff in the Finance Division, and compliance with State reporting requirements. Estimated net annual savings are expected to be approximately $140,000, with payback occurring roughly 27 months after conversion.

The user liaison functions and personnel for the system development were not specifically defined at the time of our review. Final user signoff on the functional and procedural design for the system will need to be obtained after work commences.

4.5.2 Technical Complexity

The technical requirements for the Repayments System have been defined in great detail, as have the system's flows and architecture. Areas of note include:

- System response time may increase, since there is a potential increase of up to 15% in the number of on-line transactions;

- A new and separate data base is required and has been defined

- The batch update of the Repayments data base would require interfaces with both the WCMIS and IBPS batch updates, requiring modifications to them;

- The changes to the IBPS and WCMIS batch updates will increase their run times, and overall nightly batch run time will increase due to the new Repayments Daily Update; and

- The WCMIS data base will need to be augmented to include a Repayments flag.

4.5.3. Future Implementation Assessment

The level of detail of the functional and technical specifications was sufficient to enable DPD to develop a detailed implementation work plan. CSD estimated the conversion effort separately.

We have reviewed the DPD plan in relation to Arthur Andersen & Co.'s METHOD/1 development methodology and estimating guidelines, and have noted the following (see Figure 4.5.1):

FIGURE 4.5.1

Repayments System Workplan Comparison (in Days)
(Does not include time for District Computer Liaison Personnel or End Users)

Task	DPD Development Estimate			AA & CO. Method/1 Estimate
	DPD Time	CSD Time	Total	
Organization	8		8	28
Detailed Design	70		70	164
System Software Development	48		48	72
User Procedures Development		35	35	58
Conversion Preparation	1	36	37	43
Programming	277		277	188
System Test	45	31	76	116
Conversion	112*		112	132**
Administration	40		40	140
Sub Total			703	941
Contingency Reserve			0	94
Total			703	1,035

* DPD Estimate dated June 30, 1982

** Production monitoring excluded (Assumed to be done by DPSS District Computer Liaisons)

- The time allocated for detailed program specifications, programming and unit testing (347 days) appears to be adequate in total.

  - Less time is allocated for development of specifications by DPD but more time is estimated for programming and testing than METHOD/1 based estimates.

  - These differences relate primarily to the degree of detail of initial program specifications and probably do not constitute a significant area of project risk.

- Additional time is estimated to be required under systems software development for creation of a test network.

- The time assigned for systems and user acceptance testing (75 days) appears to be about 50% too low given the complexity of the changes and the magnitude of the programming effort.

- The 40 days assigned to overall project management and administration (about 5% of the total estimated effort) appears to be too low.

  - Given the coordination requirements between different departments and the magnitude of the project, 10% to 15% of total project days appears to the appropriate.

- The 8 days allocated for start up appears too low given the number of personnel working on the project.

- The 35 days allocated for user staff development appears to be inadequate.

  - 20 days were allocated for development of a terminal operating guide and only 15 days for training user staff.

- No overall contingency was allowed for in the total project estimates.

Our estimate of total effort required is therefore about one third higher (before adding contingency).

Considering the degree of detail of the functional and technical specifications, this should not be a high risk development project. While additional DPD time may be required in the areas noted above, the major development tasks have been identified in sufficient detail.

Overall development project success and risk therefore relates primarily to the availability of DPD resources, including personnel familiar with the WCMIS on-line and batch technical

architecture. The original work plans identified specific individuals and their task schedules. Given the delays related to obtaining project approval, changes in personnel to be assigned may be unavoidable.

Project risk may also be reduced by developing more detailed revised estimates and plans for user-related tasks. These include liaison required to obtain sign off of detailed specifications, procedures development, training, user acceptance testing and conversion activities.

4.6 ORANGE COUNTY WCMIS IMPLEMENTATION

Under contract with the State and in conjunction with SPAN, DPD began development of a multi-county capability for WCMIS. In April, 1982, Orange County sent a proposal to the State to automate their Social Services Central Index. At the time, Orange County's manual system contained 500,000 cards in the Master Index and 300,000 cards in the Services Index. These systems required 50 clerical personnel plus 27 clerks to maintain the manual sub-indexes in each district office.

The recommendations contained in the April proposal were first, to approve Orange County use of the proposed SPAN central index, and second, to approve use of WCMIS if the first option was not tenable. Due to the status of the SPAN project, the State mandated the second option and on September 21, 1982, a contract was signed between L.A. and Orange Counties to bring Orange County up on WCMIS.

The project to convert Orange County is currently under way, with actual conversion scheduled for January 17, 1983. Additional multi-county capabilities were added by L. A. County to support Orange County requirements.

4.6.1 Functional Definition of Requirements

At this stage of the implementation, the functional requirements are of necessity well-defined. For multi-county use of WCMIS, the high-level requirements include:

- Each county needs to have access to the entire data base for inquiry in order to facilitate case clearings;
- Each county must be allowed to modify only its own data;
- A method must be established to transfer cases between counties;
- Procedures must be established to properly distribute reports to the proper county; and
- A method must be established to provide WCMIS with the necessary batch updates other than through IBPS/CDMS.

Additionally, Orange County had the following requirements:

- A method was needed to track aliens receiving public assistance;
- Different requirements for case closings and purges from the data base;
- They wished to retain existing procedures to the extent possible in converting from a manual to an automated index;
- A free-form area for comments on a case; and
- A statistics tape on case openings, closings, etc. to support State reporting requirements.

Orange County had also wanted WCMIS to produce confirmation documents for them, but the estimated cost proved too high.

Orange County chose not to use the address and phone number fields in WCMIS because:

- Those fields are not available on the conversion tape files;
- It is not cost effective to maintain them since they do not have an integrated payment system; and
- They plan to maintain them in conjunction with their current payment system, and with an integrated payment system if implemented later.

While WCMIS is capable of doing case clearings and batch phone and address matches across counties, they will not be done at this time.

Two methods of report distribution were considered; electronic data transmission with remote printing, and local printing with a daily delivery service. The local printing with daily delivery was chosen as being the most cost effective given the printing volume and relatively short distances involved.

4.6.2 Technical Complexity

The technical requirements for bringing up a multi-county capability on the WCMIS system are also well defined. They include:

- Separation of data areas within the data base, facilitating restrictions on updating;
- Combination of all counties into the same indices allowing inquiries across counties;
- Additions of county code as the high-order component of the data base key, aiding in separating data and in controlling updates to the data;
- District numbers assigned in blocks by county so that reports that currently print by district will be easily separable by county;
- A new "Transfer County" transaction needed to be developed to handle case movement between counties--tracking of prior counties is also needed;
- Each terminal cluster is assigned both a county and an office code that cannot be changed in update mode--resulting in effective restriction of data updates by office as well as by county;
- Updates to the data base are made through the WCMIS Interim Correction System (WICS) which existed prior to the multi-county implementation.

The effort required to accomplish these changes, as well as to create the conversion programs, was provided by 7-8 DPD personnel working part time on the conversion for approximately 200 person days.

The result is a true multiple county capability on WCMIS. A lesser amount of effort would be needed to add any additional counties. The merge program written to combine the converted Orange County files may also be reusable to some extent.

The Orange County integration into WCMIS includes additional capabilities that are available to, but may not be required by other counties:

- An Alien-ID number in the phone index -- they will be differentiated by a special prefix for the Alien-ID number, and it will not preclude normal use of the phone number field;
- Comments on a case can be added in a free-form field;

- A method to support Orange County case clearings is supported.

- A statistics tape is produced which is processed by Orange County's UNIVAC 1100/60 system to prepare the 237 report for the state.

The hardware used by Orange County will include 24 UTS 400 terminals and their associated printers and diskette units in 9 offices. Communications will require four dedicated lines to L.A. L.A. County DPD expects no degradation of response time as Orange County's volume is projected to be about 5% of L.A. County's. Current transaction volume for Orange County's manual index is approximately 75,000 per month (as compared with 1.4 million for L.A. County).

4.6.3. Implementation Assessment

At the time of our Review, implementation was proceeding with a view to conversion of Orange County on January 17, 1983. Detailed implementation and conversion work plans existed and there was no reason to doubt that the conversion would take place. Any slippage in schedule would result in inconvenience to Orange County user personnel but would not be critical to overall project success.

As of December 15, 1982, the efforts of DPD were being concentrated on three areas; Programming, Conversion Preparation, and System Testing:

- Programming. All functions except Case Reactivation and Reserve Case Number had been modified for multi-county use. These were scheduled to be completed in time for conversion, but were not regarded as critical.

- Conversion Preparation. Data from four of Orange County's files would be converted to a common data base format. They would then be merged into a single file by case. The conversion programs had been written and unit tested.

- System Testing. System testing was proceeding for functions modified as well as the conversion programs.

- Conversion Preparation. Six people have been working full time and others part time for a total of approximately 10 full time equivalents on the conversion.

- Additional staffing. An additional staff position for the data entry operator was created, and people hired to fill these positions.

- Procedure Documentation. A rewrite of LA County's documentation was necessary primarily because WICS is being used to input data to WCMIS (instead of IBPS/CDMS). Orange County will have to maintain the new documents if subsequent changes are made to WCMIS. This will probably be temporary until Orange County automates its benefit payment systems and interfaces these directly to WCMIS.

- User Training. Beginning the end of December 1982, they expected to train 240 people per day for three weeks on the WCMIS system. The State has provided $19,000 of "in kind" funding that is being used for this purpose.

At the time of our review it appeared that the major risk to meeting the scheduled conversion date would be timely installation of hardware and communications. User training could not proceed as scheduled without these in place.

4.7 ON-LINE FOOD STAMP ISSUANCE SYSTEM

L.A. County has proposed an On-line Food Stamp Issuance System to eliminate the Authorization to Participate (ATP) card and reconciliation process which are currently part of IBPS processing. A draft Request for Proposal (RFP) has been prepared and submitted for State approval prior to general release. The RFP indicates that the outside contractor develop and operate the new system on separate hardware on a completely turnkey basis.

The new system will utilize a plastic card with a machine readable magnetic strip. If entry to the system is permitted based on the encoded data on the card, then the system's on-line terminal network will access a contractor-maintained data base of Food Stamp authorizations and provide immediate eligibility and benefit verification, coupon issuance, and reconciliation.

Implementation of the On-line Food Stamp Issuance System is intended to:

-- Improve the integrity of the Food Stamp Program by reducing fraud.

-- Provide more efficient service.

-- Eliminate duplicate usage/overissuances.

-- Provide tighter controls.

-- Reduce cost by eliminating the use of an ATP card.

-- Eliminate the processing of 4,000-5,000 ATP's returned by the Post Office each month as undeliverable.

-- Provide immediate updating of the issuance file.

-- Provide more timely reports.

- Improve the accuracy of usage/reconciliation data.

Federal Sanctions

L.A. County is presently subject to Federal sanctions. As of November 1, 1982 they have not met legislative requirements mandating use of photo I.D. cards in counties with 100,000 or more food stamp recipients. Two waiver requests for delaying implementation of the required I.D. card have been submitted by the State Department of Social Services (SDSS). These have been denied by the United States Department of Agriculture (USDA).

It appears that a compromise solution has been worked out with the USDA when valid DMV photo ID's or driver's licenses are used with the current food stamp non-photo ID. Sanctions would

only be imposed in an amount equal to the allotment value that would not have been issued if all recipients were required to present a DMV photo ID. These sanctions are estimated by the Federal government to be approximately $42,000 per month. The County expects to substantially reduce this figure by showing that the photo ID mandate would not have prevented a false issuance in many of the cases.

Operating Cost Savings

Implementation of an On-line Food Stamp Issuance System in L.A. County would achieve substantial savings relative to the current method of issuing food stamps. An estimated $3.08 million could potentially be saved annually by eliminating the services and supply costs of ATP's, reducing the number of staff in the Food Stamp Fiscal Services Payments Unit, and by eliminating the processing of district issued ATP's. These cost savings would be offset by the contractor costs required to develop and operate the new on-line systems. The system is expected to be cost justified within a year of implementation.

4.7.1. Functional Requirements Definition

The major functional requirements for the On-line Food Stamp Issuance System are to:

- Reduce County personnel costs and the incidence of client fraud and forgery by replacing all single party ATP print, mail out, redemption, and reconciliation procedures with a single transaction.
- Create a single issuance mechanism for all food stamp entitlements, with authorizations tied to a unique client recipient identifying number.
- Provide secure and convenient client accessibility to food stamps at issuance outlets.
- Create daily redemption information for L.A. County.

The functional requirements have been specified in the draft RFP submitted for State approval. These requirements were defined in terms of the major data transfers that will be required by the system:

- DPD Contractor Interaction - DPD will send a daily tape of new Food Stamp authorizations and a monthly tape containing all recurring authorizations to the contractor.

- Client Contractor Interaction - Requirements are specified for hours of operation of issuance outlets, aggregating authorizations, multiple-step card clearance, hardware and software at the outlet, and the food stamp voucher.

- Contractor Reporting Requirements - A list of daily and monthly reporting requirements is included.

The specific functional specifications would be developed by the selected outside contractor.

4.7.2 Technical Complexity

A system flow diagram from the draft RFP (Figure 4.7.1) is included. This diagram describes the flow of the On-line Food Stamp Issuance System in relation to IBPS. This diagram also separates the system flows by responsible entity, i.e., L.A. County, the Contractor, and Vendor-Client. IBPS would need to be modified to discontinue ATP issuance and reconciliation processing for Food Stamps.

The following technical information is contained in the draft RFP:

- System flow diagram
- Interface data requirements
- Transaction volumes
- Back-up requirements
- Performance criteria

The degree of technical development risk does not appear to be significant compared to the risks associated with successful conversion to and operation of the new system. These risks would be addressed in the contract signed with the outside contractor.

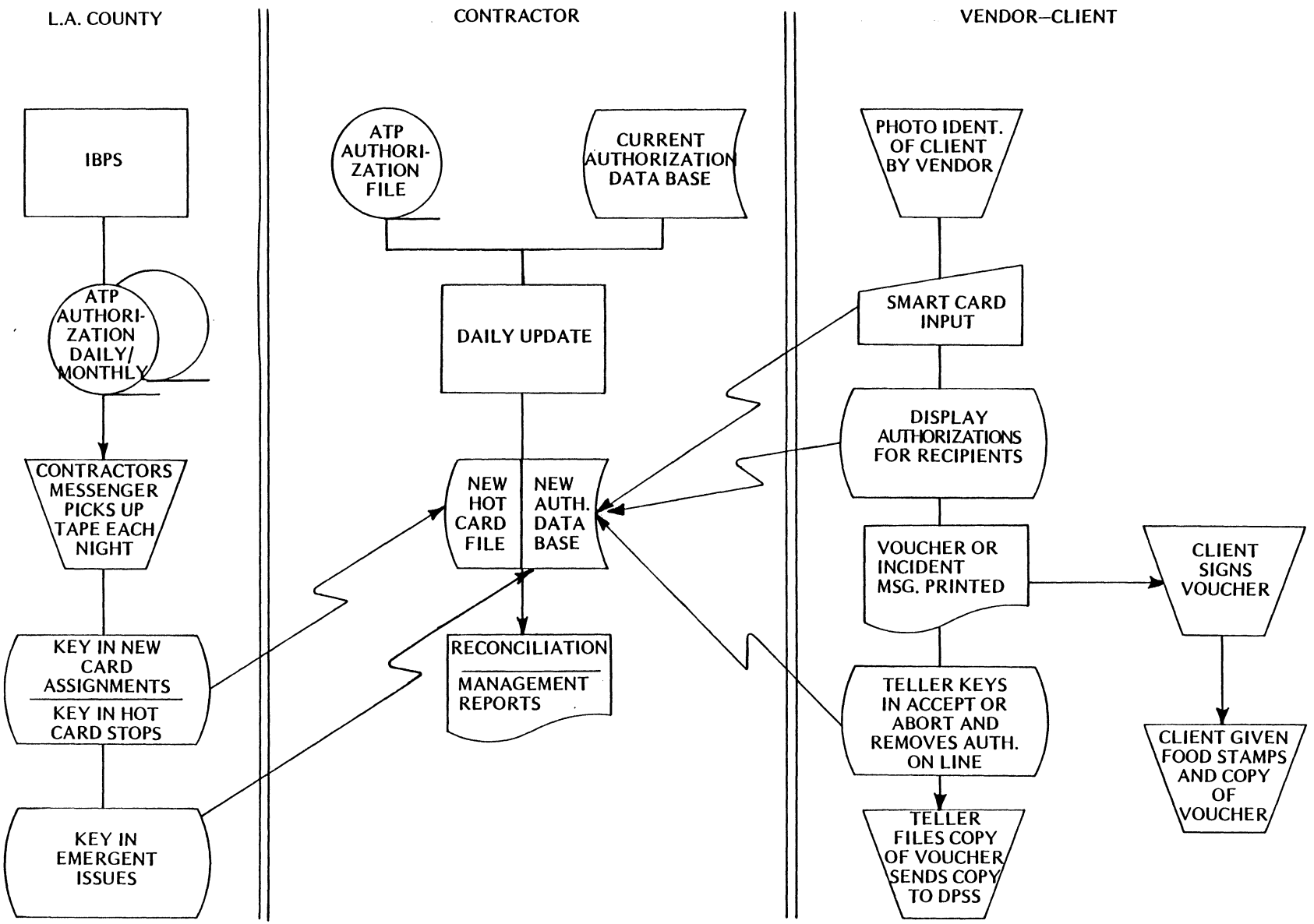
4.7.3. Future Implementation Assessment

The On-line Food Stamp Issuance System has a high priority in terms of future development projects because L.A. County is currently subject to Federal sanctions, and the high potential savings ascribed to implementation.

There is currently a great deal of uncertainty regarding the future of the On-line Food Stamps project because the Food and Nutrition Service (FNS) has not yet responded to a request for interpretation regarding it's funding regulations. Also, the State of California has not approved the draft RFP for release.

The expected benefits and cost savings appear to justify this project regardless of imposition of Federal sanctions. The exact magnitude of the development and operating costs can only be determined once the RFP is released and responses evaluated.

FIGURE 4.7.1


L.A. COUNTY
CONTRACTOR
VENDOR–CLIENT
IBPS
ATP AUTHORI-ZATION DAILY/ MONTHLY
CONTRACTORS MESSENGER PICKS UP TAPE EACH NIGHT
KEY IN NEW CARD ASSIGNMENTS
KEY IN HOT CARD STOPS
KEY IN EMERGENT ISSUES
ATP AUTHORI-ZATION FILE
CURRENT AUTHORIZATION DATA BASE
DAILY UPDATE
NEW HOT CARD FILE
NEW AUTH. DATA BASE
RECONCILIATION
MANAGEMENT REPORTS
PHOTO IDENT. OF CLIENT BY VENDOR
SMART CARD INPUT
DISPLAY AUTHORIZATIONS FOR RECIPIENTS
VOUCHER OR INCIDENT MSG. PRINTED
TELLER KEYS IN ACCEPT OR ABORT AND REMOVES AUTH. ON LINE
TELLER FILES COPY OF VOUCHER SENDS COPY TO DPSS
CLIENT SIGNS VOUCHER
CLIENT GIVEN FOOD STAMPS AND COPY OF VOUCHER

4.8 ORANGE COUNTY PAYMENT SYSTEMS

Currently, Orange County is considering implementing new automated payment systems and interfacing these with WCMIS. In conjunction with this, they have contracted with L.A. County's Data Processing Division (DPD) to conduct a study to help determine which of the following systems would be best suited for Orange County:

- IBPS/CDMS
- Case Data System
- Any other applicable systems

Emphasis would be given to the feasibility of IBPS for Orange County.

L.A. County DPD estimated that the study would require 90 days, cost $50,000, and use two people from DPD'S IBPS group, two from DPD's CDMS group, and four from DPSS's Computer Services Division. Products would include requirements documentation and a high level implementation plan.

Orange County expects that the study will be complete by April 1, 1983.

Their current payment systems are a series of separate systems running on a UNIVAC 1100/60. Their data processing is not handled by a county department as in Los Angeles County, but rather is contracted out to Electronic Data Systems, Federal.

4.8.1 Functional Requirements Definition

Functionally, Orange County has two main concerns:

- General Relief for aliens due to their large proportion among people receiving public assistance; and
- Aid computations, since Orange County has different computation schedules and amounts (as does each county).

Error prevention is not a major reason for moving to an integrated payment system, according to Orange County personnel. They do, however, expect to see a reduction in errors in quality assurance reviews.

4.8.2 Technical Complexity

Although the feasibility study has not yet been conducted, major technical areas would have to be addressed if Orange County were to use IBPS/CDMS. These areas include:

- Whether CDMS should be integrated with IBPS before Orange County is converted
  - This would depend to some extent on the degree of changes needed to incorporate Orange County's detailed General Relief functional requirements
- Whether the system(s) should be replicated or complete multi-county capability be developed for IBPS
  - Creating separate files for Orange County and processing them separately may be the simplest approach
- Whether remote printing of reports, confirmation documents and warrants should be provided
  - Significant administrative control issues would need to be addressed.

4.8.3. Future Implementation Assessment

L.A. County DPSS and DPD management have indicated that they are prepared to proceed with the initial feasibility study project. They are concerned, however, that any subsequent implementation project not interfere with other internal L.A. County development projects.

Although the feasibility study has not yet been completed, we consider that integration of Orange County and L.A. County payments systems would be a major project. There are likely to be significant functional and technical design issues and risks associated with any approach chosen. The uncertainly relating to this project necessarily introduces additional uncertainty and risk to other internal WCMIS/IBPS related projects.

4.9 FUTURE WCMIS/IBPS INTENTIONS

The future evolution of the WCMIS/IBPS system has been outlined in only the broadest of terms. The broad goals include:

- Bring IBPS on-line, creating a new data base; then
- Combine WCMIS and IBPS data bases and functions to eliminate data redundancy and data synchronization problems, and simplify operational procedures and interfaces.

4.9.1. Functional Requirements Definition

The broad strategy outlined does not include any defined functional changes. The migration of IBPS to an on-line configuration is being considered independent of functional enhancements/modifications, which have been defined in other projects. The integration of WCMIS and IBPS into one data base also does not include any functional changes. However, the presence of the data on-line suggests that additional inquiry functions and capabilities would result.

4.9.2. Technical Complexity

The current technical design of the IBPS master file (see section 3.4) suggests that it was designed with a view to bringing it on-line. The design of the IBPS update program (see Figure 4.9.1) is such that IBPS changes would be largely confined to the I/O subroutine to allow random updating. Related technical questions will undoubtedly be uncovered, but it does appear that the conversion of IBPS to an on-line data base is realistically possible.

As detailed earlier, two current potential problems between WCMIS and IBPS are data redundancy and update synchronization. As the WCMIS data base receives data from IBPS one day later, the two systems could get out of synchronization. The WICS system can modify WCMIS data without ensuring similar updates have been made to IBPS. The combination of the WCMIS and IBPS data bases would largely eliminate these problems.

While considerable development effort would be required to define and implement one common data base, the similar data structures of WCMIS and IBPS would facilitate a project of this type.

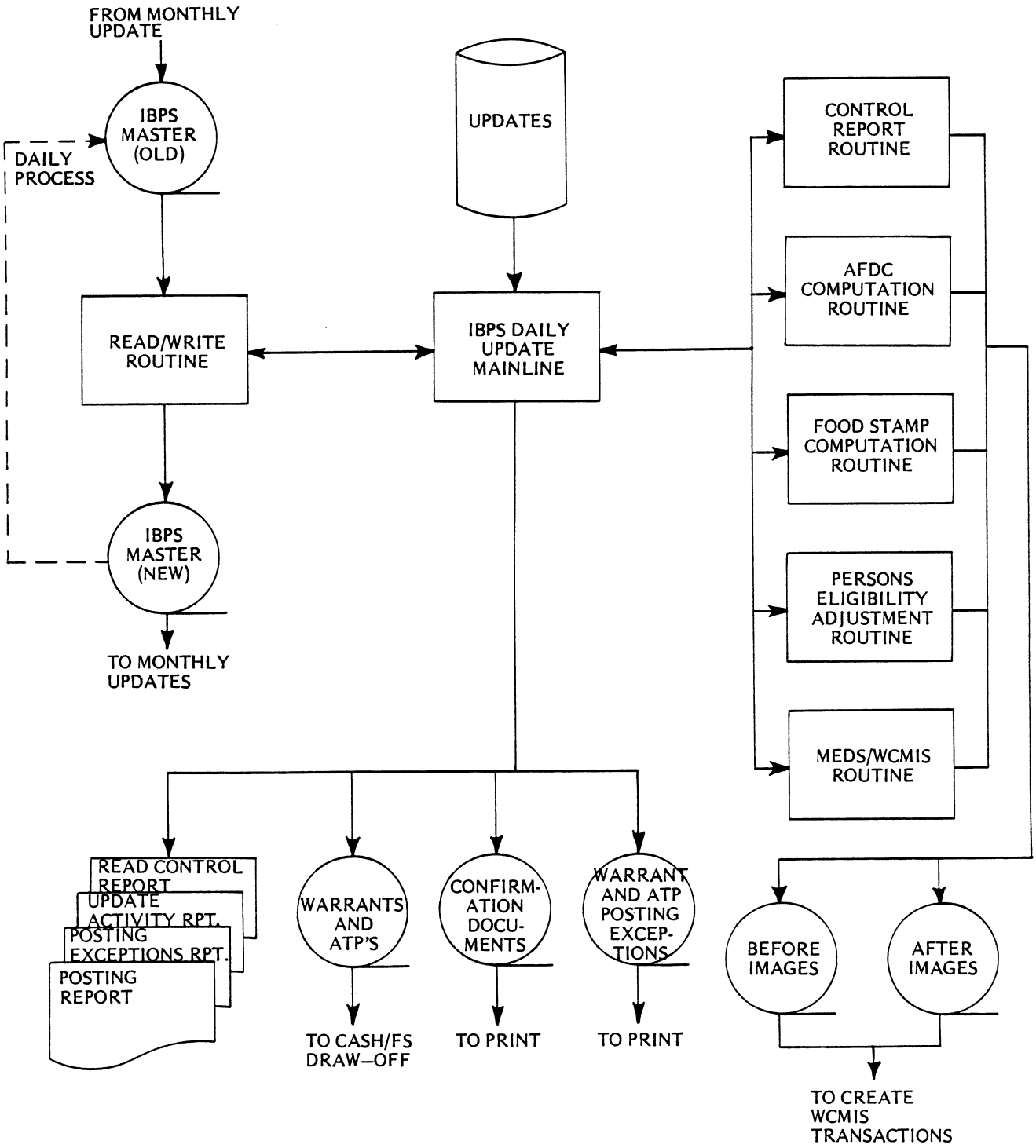
4.9.3. Future Implementation Assessment

We have addressed this evolutionary path for WCMIS/IBPS in this report because of its potential future impact on development efforts.

L.A. County DPD intends taking the first step associated with bringing the IBPS master file on-line. Additional disk units have been budgeted for this purpose. Individual WCMIS/IBPS development projects will therefore need to be addressed to some extent as to whether they are compatible with this evolutionary path.

FIGURE 4.9.1

IBPS DAILY UPDATE PROGRAM



4.10 GENERAL CONSIDERATIONS

In assessing whether WCMIS/IBPS will be fully implemented, the following general considerations should be addressed:

- No overall Information Systems Plan has been developed within L.A. County addressing the various projects related to DPSS.
  - The effort involved in IBPS AFDC/FS implementation previously overshadowed other projects
  - A detailed plan relating the various projects has yet to be developed
  - A comprehensive Information Systems Plan would include all the projects and enhancements addressed above, as well as planned automation of district office functions through the use of microcomputers
- Individual projects have been defined with varying degrees of functional and technical specification (see Figure 4.10.1)
  - Funding requests have been made based on these varying levels of definition
- Funding considerations currently have a substantial impact on future development plans
  - Delays in obtaining state or federal funding approvals introduce a significant degree of uncertainty and risk
  - As a result, projects may be undertaken based on the availability of funding rather than on their relative priorities and cost/benefit justifications
  - Cost/benefit analyses presented to obtain project funding approvals are suspect to the extent that detailed functional and technical specifications have not been developed (see Figure 4.10.2)
  - Reconfirmation of the costs and benefits should be done after functional and technical design is completed and detailed implementation work plans are developed.
  - DPD and CSD may not have the internal resources required to proceed concurrently with all the enhancement requirements and projects currently awaiting funding approval (see Figure 4.10.3)

- DPD management have indicated that external contractors may be used to overcome internal staff shortages

- The On-line Food Stamps project is specifically defined for implementation by an outside vendor

- Other projects could be partially or fully sub-contracted provided adequate controls are maintained.

. No comprehensive project control system has been used to monitor and control systems developent projects for DPSS

- Problems with IBPS development schedules prior to 1982 would have been highlighted by use of a comprehensive control system.

- DPD employed an outside contractor to help with development of revised detailed work schedules for the IBPS AFDC/FS effort.

- After these detailed work plans were put in place, new DPD project management successfully controlled conversion to the new system during 1982.

These considerations, and those relating to the Statewide Public Assistance Network (SPAN) result in additional risk to L.A. County in its efforts to continue with WCMIS/IBPS development efforts. It appears that further delays in commencing individual projects are not advisable given the systems development backlog which currently exists. The CSI/VVC project is a possible exception to this.

FIGURE 4.10.1

WCMIS/IBPS

FUTURE PROJECT STATUS

	Funding Status				Position in Systems Development Life Cycle					
	State		Federal							
PROJECT	Submitted	Approved	Submitted	Approved	Project Defined	Require-Ments Defined	User Design Specs	Technical Specs	Detailed Implementation Work Plan	Detailed Program Specs
IBPS Foster Care	YES	NO	NO	NO	YES	YES	NO	NO	NO	NO
IBPS Medi-Cal G/R	NO	NO	NO	NO	NO	NO	NO	NO	NO	NO
Repayments system	YES	YES	YES	NO	YES	YES	YES	YES	YES	NO
CSI/VVC	YES	NO	NO	NO	YES	YES	YES*	YES*	NO	NO
IBPS Enhancements	NO	NO	NO	NO	YES	YES**	NO	NO	NO	NO
Orange County WCMIS	N/A	N/A	N/A	N/A	YES	YES	YES	YES	YES	YES

* VVC specifications have been completed
CSI specifications require updates because of changes since 1980

** Requirements have been defined at a high level only

FIGUIRE 4.10.2

WCMIS/IBPS

FUTURE PROJECT COSTS AND BENEFITS

PROJECT	One Time Development Costs	Ongoing Monthly Operating Costs	Monthly Savings	Net Monthly Savings
IBPS Foster Care	$ 772,798	No additional operating costs for Foster Care	$ 94,158	$ 94,158
IBPS Medi-Cal, General Relief		Cost benefit data has not been compiled		
Repayments System	$ 317,019	$ 15,490	$ 27,375	$ 11,884
CSI/VVC	$ 1,091,092	$ 4,079	$ 16,142	$ 12,063
IBPS Enhancements	Unknown	Unknown	Unknown	Unknown
On-Line Food Stamps	*	*	$ 256,947	*

* Data is Dependent on Proposal by Outside Contractor

FIGURE 4.10.3

WCMIS/IBPS

FUTURE PROJECT RESOURCE REQUIREMENTS

PROJECT	Development Resource Requirement			
	Number of People		Time to develop (Person Days)	
	CSD	DPD	CSD	DPD
IBPS Foster Care	4	Not Yet Defined		
IBPS Medi-Cal, General Relief	----------Unknown----------			
Repayments System	1	12	40	449
CSI/VVC	7	17	1256	2031
IBPS Enhancements	----------Unknown----------			
Orange County WCMIS	0	8	0	200

TABLE OF CONTENTS

	ATTACHMENT
REVISED IBPS COST/BENEFIT ANALYSIS	A
IBPS EXECUTIVE SUMMARY	B
IBPS INNOVATIONS	C
IBPS FUNCTIONAL MATRIX	D
IBPS INNOVATIONS (From IBPS Handbook)	E
IBPS DATA BASE	F
IBPS STAFF REDUCTIONS	G

REVISED IBPS COST/BENEFIT ANALYSIS

(February 1982)

		FY 80/81				FY 81/82			
	FY 79/80	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter
COST CATEGORY:									
1. Direct Dev. Salary-									
1.1 DPD Salary	736,136	313,845	313,845	313,845	313,845	313,845	313,845	313,845	470,647
1.2 Consultants	-			10,000		25,000	29,015		
1.3 DPSS Salary	149,882	72,093	74,378	58,311	70,829	80,419	80,419	80,419	80,419
1.4 Sub Total	886,018	385,938	388,223	382,156	364,674	419,264	423,279	394,264	551,066
2. Recurring Costs-									
2.1 DPD Operations									
2.2 Sub Total									
3. Total Cost (Qtrly)		385,938	388,223	382,156	384,674	419,264	423,279	394,264	551,066
Total Cost (Accum)	886,018	1,271,956	1,660,179	2,042,335	2,427,009	2,846,273	3,269,552	3,663,816	4,214,882
SAVINGS CATEGORY:									
4. Cost Avoidance-									
4.1 DPSS Personnel									
4.2 Honeywell Removal									
4.3 Redirected Costs	1,128,275	217,574	219,859	203,792	216,310	100,605	100,605	100,605	100,605
4.4 Sub Total	1,128,275	217,574	219,859	203,792	216,310	100,605	100,605	100,605	100,605
5. Total Savings (Qtrly)		217,574	219,859	203,792	216,310	100,605	100,605	100,605	100,605
Total Savings (Accum)	1,128,275	1,345,849	1,565,708	1,769,500	1,985,810	2,086,415	2,187,020	2,287,625	2,388,230
6. (Cost)/Benefit (Qtrly)	-	(168,364)	(168,364)	(178,364)	(168,364)	(318,659)	(322,674)	(293,659)	(450,461)
(Cost)/Benefit (Accum)	242,257	73,893	(94,471)	(272,835)	(441,199)	(759,858)	(1,082,532)	(1,376,191)	(1,826,652)

REVISED IBPS COST/BENEFIT ANALYSIS

	FY 82/83						
	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	FY 83/84	FY 84/85	Total
COST CATEGORY:							
1. Direct Dev. Salary-							
1.1 DPD Salary	570,647	413,765	100,000	100,000	200,000		4,788,110
1.2 Consultants							64,013
1.3 DPSS Salary	109,419	57,168	28,764	28,764	57,528		1,028,812
1.4 Sub Total	680,066	470,933	128,764	128,764	257,528		5,880,937
2. Recurring Costs-							
2.1 DPD Operations		11,223	33,669	33,669	134,676	134,676	347,913
2.2 Sub Total		11,223	33,669	33,669	134,676	134,676	347,913
3. Total Cost (Qtrly)	680,066	482,156	162,433	162,433			
Total Cost (Accum)	4,894,948	5,377,104	5,539,537	5,701,970	6,094,174	6,228,850	6,228,850
SAVINGS CATEGORY:							
4. Cost Avoidance-							
4.1 DPSS Personnel		52,320	156,960	156,960	1,192,790	1,757,741	3,316,771
4.2 Honeywell Removal		84,624	253,874	253,872	1,015,488	1,015,488	2,623,344
4.3 Redirected Costs	109,419	57,168	28,764	28,764	57,528		2,669,873
4.4 Sub Total	109,419	194,112	439,596	439,596	2,265,806	2,773,229	8,609,988
TOTALS:							
5. Total Savings (Qtrly)	109,419	194,112	439,596	439,596			
Total Savings (Accum)	2,497,649	2,691,761	3,131,357	3,570,953	5,836,759	8,609,988	8,609,988
6. (Cost)/Benefit (Qtrly)	570,647)	(288,044)	277,163	277,163			
(Cost)/Benefit (Accum)	(2,397,299)	(2,685,343)	(2,408,180)	(2,131,017)	(257,415)	2,381,138	2,381,138

IBPS EXECUTIVE SUMMARY

INTRODUCTION

The Integrated Benefit Payment System (IBPS) combines all currently separate welfare payment systems into a single comprehensive system.

The first programs to be implemented on IBPS will be AFDC/FS and AFDC Foster Care.

With the implementation of AFDC/FS, all welfare payment processing will be performed on the UNIVAC computer which will facilitate the retirement of the Honeywell computer. This will eliminate the operation of two welfare computer centers.

WORKLOAD MANAGEMENT

In eligibility work, initial review of a case requires time. IBPS will produce so much additional information in one document, covering a long period, that the incidence of over-payments and total ineligibility should drop. Workers will be able to quickly and accurately review a new case.

Much more information regarding each case will be stored under IBPS. The number of persons who can be associated with a case number will be expanded to 60 and the financial information on file will be expanded to 12 months. Names of those not aided will now be included on the file and printed on the confirming document. An In-Home/Out-of-Home Indicator will aid in work registration and Food Stamp eligibility decisions.

In addition, under each case number we will combine all data for mothers whose children are aided. It will be impossible for one family member to be aided twice under the same case number. This will conserve County, State and Federal money.

IBPS allows Log Angeles County to "save" case information for one year so that, on re-application, the worker can complete a brief two-line budget document and retrieve all the case information from the former case record, stored in the computer. Instead of spending time coding the names, and all other pertinent data the worker will receive a complete computer document which may include significant data that the client failed to provide when requesting assistance a second time.

Confirming documents produced by IBPS will also list changes coded by workers but not made, due to worker error. By including these errors in the document itself, fast corrections can be done. The extensive checks made by the system will also prevent inconsistent and erroneous information from being stored, thus improving the reliability of the data on file.

Caseload reports now done by hand-counting will be generated overnight by computer. Accurate and timely case counts will improve workload management, a major problem with the constantly shifting welfare population.

A matrix which follows also ennumerates many sophisticated computer operations IBPS will bring about in AFDC Foster Care. This will be a giant step forward in our processing because Foster Care has been largely a totally manual system until now. Checks should be issued more promptly to Foster Mothers and clerical jobs actually eliminated as part of the automation process.

Food Stamp processing will be enhanced by IBPS. FS ATP's will be computer generated through the end of the month, rather than through the 25th. Supplemental ATP's will appear on the Duplicate Usage Report only if an actual duplicate ATP has been issued; currently all supplemental DI-ATP's appear on the listing. FS will be approved prior to AFDC, if needed, and can be suspended or resumed independently of cash. When cash is terminated FS will change to a non-PA Aid Type and be automatically suspended. This allows for much smoother processing of Food Stamps eligibility and saves worker time.

REGULATORY COMPLIANCE

Another important benefit from expanded storage will be the capability to store and round off cents amounts for Food Stamp computation, in conformance with federal requirements. This has been a major problem with the old Data Transmission System on Honeywell.

Collections by the District Attorney, through the Court Trustee, will be streamlined. It will be possible to match absent fathers with AFDC cases and credit their payments for a full year via the computer. This should cause more welfare dollars to be offset by absent parent payments. Los Angeles County has been trying to improve its standing among the California counties in this area.

IBPS INNOVATIONS

IBPS will allow for the following major enhancements to the DPSS computer ability:

1. Persons will be assigned to the Case Number; however, the Separate Family to which he/she belongs can be changed by making a change of Separate Family entry on the budget worksheet.

2. All persons will be assigned a numeric identifier at the time of original application for benefits with DPSS. This change will assist in the prevention of duplicate aid. An exception will be printed if an attempt is made to add an already existing Person ID Number to a Case Number for any Separate Family associated with that case.

3. Income factors, special needs, and Food Stamp allowances/deductions will be related to a series of codes called Budget Factor Type codes. The numbering system of the Budget Factor Type code is linked to the type of benefit. This feature gives the Eligibility Worker the ability to affect one benefit or multiple benefits within a Separate Family.

4. An erroneous termination can be rescinded by completion of the appropriate entries on a Budget Worksheet within the first thirty days following the effective date of the termination.

5. Update exceptions will be printed on the confirming document.

6. The computer will generate a Notice of Action for denials of applications for benefits, in addition to, approvals and increases of benefits.

7. Because of greater computer storage capacity, the number of persons which can be associated with a case has been expanded to sixty. The number of months which can be stored has been increased to twelve.

8. All persons entered on the Facesheet will appear on the Confirmation Document.

9. By entering a "Closing Date" on the Facesheet, the terminal operator can automatically request a closed case record.

10. Computer issued Food Stamp ATP's will be generated through the end of the month. ATP's issued after the 25th will have an expiration date of the last of the following month.

11. With IBPS it is possible to approve Food Stamps prior to AFDC on an AFDC/FS pending case. In addition AFDC and Food Stamps can be suspended independently on AFDC/FS approved cases.

12. When cash is terminated on a Separate Family with approved Food Stamps, the Separate Family aid type will change to 09 with a case status of suspended. If cash is terminated with a Continued Medi-Cal termination code, and if Food Stamps are approved under the Separate Family, an approved Medi-Cal Segment (Aid Type 39) will be created and the Food Stamp (Aid Type 39) status will be suspended. When Continued Medi-Cal expires, the aid type will change to 09 and Food Stamps will continue with a case status of approved.

13. The computer will compare the district location code against the types of aid administered by the districts. If there is a discrepancy, an update exception will result and the document will be rejected.

IBPS FUNCTIONAL MATRIX

Function	Program(s)	Status (1)	Comments	Relative Importance/ Payback (2)	Comments
I. INTAKE/DATA COLLECTION					
A. 1978 (ORIGINAL) REQUIREMENTS					
Validity Exception Listings will be produced for all transactions not meeting edit criteria.	Both	F		H	Earlier identification of exceptions takes the burden off the complex daily update.
IBPS will produce data reflecting all required transactions processed for a daily WCMIS update.	Both	F		M	
IBPS will utilize three simplified integrated input documents (a facesheet, a budget worksheet, and a transfer document). Currently over 12 different input documents are utilized for the various systems.	Both	F*		M	
CRT terminals will be used to enter data on all aid types. Character/fields will be validated for numeric, alphabetic and mixed input. Entries will be required in mandatory fields and complete fields must be entered in capacity controlled fields.	Both	F		M	
B. 1978 PLANNED ENHANCEMENTS					
Sufficient space should be provided for on the input document to identify several pending court case types.	Both	P*	Fair hearing data base field available. Investigation required to determine if function should be part of IBPS or a separate court system.	M	Pending court cases affect large groups of cases.
UTS 400 validation criteria will be expanded to a more detailed degree in order to eliminate delays of centrally rejected transactions.	Both	F**		L	
Food Stamp ATP's will be input via optical scanning process.	Food Stamp	P*	ATP's designed with 2 scan lines.	L	ATP's would be eliminated if on-line food stamp issuance is implemented.
A two-page carbonized turnaround document showing the detailed computation, from gross to net deductible income, will be printed and used as an input document to submit budget changes.	Both	E	Considered a high priority enhancement	H	Would reduce manual effort currently required to calculate net unearned income.

(1) F = Fully implemented, P = Partially implemented, D = Dropped, E = Deferred Enhancement
(2) H = High importance to project, M = Medium importance, L = Low importance
* Function not automated prior to IBPS.
** 1978 Planned enhancement that has been implemented.

Function	Program(s)	Status (1)	Comments	Relative Importance/ Payback (2)	Comments
II. ELIGIBILITY DETERMINATION/VERIFICATION					
A. 1978 REQUIREMENTS					
IBPS will have the capability of identifying all eligibles for Medi-Cal or all aid types.	AFDC	F*	Will be enhanced further as other aid types are implemented	L	
Twelve months history will be stored for all aid types (1 current, 1 future, and 10 prior). Currently, AFDC stores an eight month history, Food Stamps stores a five month history, and manual systems reflect only the current month's data.	Both	F*		H	Reduces benefit recomputation and facilitates case reactivation
B. 1978 PLANNED ENHANCEMENTS					
IBPS should have the capability to print out a list of all appropriately coded cases when a court case is resolved. (This will serve as a control list for district staff to take necessary action).	Both	E*	Investigation required to determine if function should be part of IBPS or separate court system	H	Potentially large groups of cases are involved
III. BENEFIT COMPUTATION					
A. 1978 REQUIREMENTS					
IBPS will compute the percentage of the grant that is to be issued to a recipient, i.e., 100% to be issued on first half automatic or 75% on the first half, 25% on the second half or 50% on the first half automatic.	AFDC	F		L	Function automated prior to IBPS
IBPS will store ATP issuance data and pass it to the Household Issuance Record (HIR) Master File for reconciliation. Emergency ATP's issued after the 25th of the month will be posted and reconciled to the month of issuance.	Food Stamp	F	To be fully implemented by January, 1983	H	Puts system in compliance with Federal regulations
IBPS will automatically deduct amount of district issuances from the amount of the grant or ATP allotment that the recipient is entitled to for a given month.	Both	F		M	
The Public Assistance grant and applicable non-earned income will be extracted from the Master File and used in the Food Stamp Coupon Allotment Computation.	Food Stamp	F		M	
IBPS will be able to calculate increases such as Social Security and VA benefits without district input for all programs.	Both	F*		M	New system contains larger list of outside, income codes, saves time and reduces errors.

Function	Program(s)	Status (1)	Comments	Relative Importance/ Payback (2)	Comments
B. 1978 PLANNED ENHANCEMENTS					
IBPS will automatically compute the AFDC net income when gross earnings and deductions are input.	AFDC	P*	System is designed to incorporate the computation, but recipient notification requirements have to be fully defined and approved before implementation.	M	
IBPS will be able to automatically spread out the grant adjustment over the appropriate period of time through input of an overpayment type code.	AFDC	F*	Function is accomplished by the input of adjustment factors	L	
IV. CLIENT NOTIFICATION					
A. 1978 REQUIREMENTS					
Notice of positive action: resumes, increases, denials	Both	P*	Two recent notices approved by State on 7/22/82 are still under development: 1. Special pregnancy allowance 2. Approval legend of F.S. recertification	H	Previously prepared manually by eligibility worker
Notices of Approval of Aid to applicants.	Both	F*		H	Previously prepared manually by eligibility worker
B. 1978 PLANNED ENHANCEMENTS					
Generate notices to recipients when increases in non-earned income has to be automatically calculated.	Both	E*	Negative notices of action are not automated on IBPS	H	Potentially high time savings
IBPS will provide positive and adverse Notices of Action in English and in the recipient's primary language for the following actions: Denial Discontinuance Decrease Intended Action Share of Cost	Both	P*	English and Spanish positive notices currently. Printing capability available for other languages, but not yet implemented.	H	High time savings for English, Spanish, other primary languages are less than 5% of the total cases
V. BENEFIT DELIVERY					
A. 1978 REQUIREMENTS					
ATP's	Food Stamp	F	Supplemental ATP's now calculated	M	ATP's were produced prior to IBPS

Function	Program(s)	Status (1)	Comments	Relative Importance/ Payback (2)	Comments
IBPS will produce monthly and daily updates to MEDS to be sent to the State for Medical Card issuance.	AFDC	F	Conforms fully to State requirements	H	Significant time savings from not having to input transactions to on-line Meds system
There will be a standard overall processing time for daily transactions of approximately 3 - 4 days (one day turn-over time for data processing and two-day processing time for districts).	Both	F	Significant decreases in turnaround seen for Foster Care when implemented	L	Comparable turnaround prior to IBPS
B. 1978 PLANNED ENHANCEMENTS					
Provide the capability to accumulate totals of money issued to individual children on AFDC and AFDC Foster Care cases. The Court Trustee will use the information to correctly distribute child support payments.	AFDC	D*	Handled by ACSES (Child Support System)	L	
Provide a method of prevention of a case being closed and sent to Records and Identification while it is still in the hearing process.	Both	E*	Investigation required to determine if separate system should better incorporate this function	M	
Provide the capability of issuing invoices and payments on WIN Child Care after the AFDC cash case is closed through the use of a special termination code.	AFDC	D*		L	Less than 100 WIN payments monthly in L.A. County.
IBPS will have the capability to issue any underpayments and correct any overpayments caused by changes in living arrangements which occur at points in time other than the first of the month.	Both	F*		M	
Develop the ability to automatically authorize the districts to issue the correct amount of Aid Paid pending on Fair Hearing cases.	AFDC	E*	Investigation required to determine if function should be part of IBPS or separate court system	M	
VI. CASE MANAGEMENT/TRACKING					
A. 1978 REQUIREMENTS					
An integrated Confirmation Document will be produced with sections that include: a. AFDC payment information. b. Food Stamp Computations separate from Budget Computations. c. Refugee Codes.	Both	F	Confirmation document printed on Xerox 9700 Laser printer is significant enhancement to that included in the 1978 Development Package.	H	

Function	Program(s)	Status (1)	Comments	Relative Importance/ Payback (2)	Comments
d. In Home/Out of Home Indicator for all persons listed.					
e. Exceptions legends for rejected update transactions.					
f. Verification of all case transfers.					
Notice to worker of 30/60/90 day pending application.	Both	F		L	
B. 1978 PLANNED ENHANCEMENTS					
IBPS will provide the capability to override the monthly cut-off date when negative action does not require a 10-day notification; a waiver of the 10-day notice was obtained by the worker and/or the worker manually prepared and mailed the Notice of Action. The reason for the override will be printed on the Confirmation Document.	AFDC	E	Requirements need to be defined	H	
IBPS will provide a method to output a 60-character Free Form alert. (Maximum three Free Form alerts per case).	Both	F* **	Function is addressed by exceptions printed out on confirmation document.	M	
Include the capability of requesting a case via IBPS. The system will generate a notice to the case carrying district or location requesting that a case be sent to a specified section.	Both	F*	User requests closed case from Records and Identification (R&I) giving closing date.	L	
The capability to track cases affected by all lawsuits and Fair Hearings is needed. This will include a field to identify such cases and other fields in which the fiscal impact will be either computed or input. The computer will then be able to provide summary and caseload movement reports on these cases.	Both	P*	Field is incorporated on data base but no processing implemented at this time.	H	
IBPS will provide a method to output automatic alerts from information stored on computer, e.g., missing SS#.	Both	F* **	Information included on caseload activity report.	H	Potentially lower error rates
IBPS will provide a method to output coded alerts to serve as flags for cases, e.g., Home Call due date.		F* **		L	

Function	Program(s)	Status (1)	Comments	Relative Importance/ Payback (2)	Comments
VII. MANAGEMENT CONTROL/REPORTING					
A. 1978 REQUIREMENTS					
Cases with an Out-of-State/Country Mailing Address	Both	F	January, 1983 production report.	H	
Length of Pending Application Recap	Both	F	Recap integrated into length of pending application report	M	
Suspension Report Recap	Both	F	January 1983	M	This and the following nine reports, although implemented in January 1983, will be produced in parallel with present manual systems until results are verified.
Reasons for Discontinuance	Both	F	January 1983	M	
Reasons for Denials and other Non-Approvals	Both	F	January 1983	M	
Reasons for Discontinuance Recap	Both	F	January 1983	M	
Reason for Denials and Other Non-Approvals Recap	Both	F	January 1983	M	
Reasons for Need	Both	F	January 1983	M	
Applications and Dispositions by Reasons for Need and Ethnic Code	Both	F	January 1983	M	
Ethnic Code Composition of Approved End of Month Caseload	Both	F	January 1983	M	
Delinquent Recert. & Redetermination Report	Both	F	January 1983	H	
Social Security Number Survey	Both	F	January 1983	M	
Attendance Verification Control Listing	AFDC	F		H	
Overpayment Adjustment Report	AFDC	F		M	
ESEA Report	AFDC	F		H	
Application Movement Report	Both	F		M	
Length of Pending Applications	Both	F		M	
Caseload Movement Report	Both	F		M	

Function	Program(s)	Status (1)	Comments	Relative Importance/ Payback (2)	Comments
Application Processing Time/Delinquent Detail	Both	F		M	
Cases Aided Report	Both	F		H	
Invalid Termination Report	Both	F	January 1983	H	
Invalid Denials Report	Both	F	January 1983	H	
Delinquent Application	Both	F		H	
Application and Disposition by Reason for Need	Both	F	January 1983	M	
Food Stamp Reconciliation Statistics	Food Stamps	F	January 1983	M	
Caseload Activity Report	Both	F		H	
Primary Language Report	Both	F		H	
Cases with a P. O. Box Mailing Address	Both	F		H	
Cases with an Out-of-Country Mailing Address	Both	F		H	
IBPS/WCMIS will possess a statistical module. Various statistics will be collected on all aid types and will be available for statistical reporting	Both	P*	Scheduled for January 1983 implementation. Will run in parallel with manual systems until results are verified by Research and Statistics staff.	H	Significant time savings in the completion of Federal, State and L.A. County reports.
Claims	Both	F		H	
a. State Claim (Aid Paid) for all aid types with all integrated data					
Warrant Exception Report	AFDC	F		H	Report needed in order to take corrective action
Payrolls (Microfiche)	Both	F		L	No change from prior system
a. District Payrolls b. Central Payrolls c. Auditors copy on paper					
Payroll Totals Report	Both	F		L	
Controls (program-to-program)	Both	F		M	
Client Information Appointment Letter	Both	F		H	
Talmadge Report	AFDC	F		H	
School Verification Forms	AFDC	F		H	

Function	Program(s)	Status (1)	Comments	Relative Importance/ Payback (2)	Comments
Master Usage Report	Food Stamp	F	January 1983 scheduled implementation	M	
Lost/Stolen ATP Report	Food Stamp	F	January 1983	H	Federal requirement
Usage Exception Listings	Food Stamp	F	January 1983	H	More accurate than prior system
Mail Issuance Mailing List and Labels	Food Stamp	D	Not feasible at this time	L	
B. 1978 PLANNED ENHANCEMENTS					
WIN Stat Reports	AFDC	D*		L	Less than 100 WIN payments monthly
AFDC WIN Savings Report	AFDC	D*		L	
EDD/WIN and EDD/ES Activity Sheet/Report	AFDC	D*		L	
WIN Certification Report	AFDC	D*		L	
VIII. BILLING AND COLLECTIONS					
A. 1978 REQUIREMENTS					
Automatic, supplemental, district issues, retroactive and suspended payments as well as, overpayment adjustments, abatements, and repayment information will be extracted from the IBPS Master File and used to process the Integrated Claim. Counts of federally eligible and ineligible regular and essential persons will be picked up from the person's eligibility status. Cancellations will be backed out the the minus money amounts and persons count will be printed on the claim.	Both	F	Scheduled for full implementation by January 1983	H	Large dollar amounts involved. Greatly enhanced from old system.
IBPS will produce an update tape of the IBPS master file daily updates to be utilized by the District Attorney's ACSES System for updating their data base.	AFDC	F*	Tape extracted from WCMIS data base	H	High L.A. caseload requires automation of this function.
B. 1978 PLANNED ENHANCEMENTS					
Provide a method of warrant and ATP data reconciliation to include amount and number of warrants, whether the warrants were cashed, cancelled, or outstanding.	Both	P*	F.S. fully implemented. No change from prior system for AFDC	H	Involves the integrity of the entire cash system

Function	Program(s)	Status (1)	Comments	Relative Importance/ Payback (2)	Comments
IX. FRAUD/AUDIT					
A. 1978 REQUIREMENTS					
A State Data Exchange tape will be input for purposes of identifying and matching SSI/SSP recipients to Welfare recipients aided by DPSS.	Both	D*	A tape is sent to the State for matching purposes	L	
IBPS will provide automatic suspension of ATP issuance when a household does not redeem an ATP for two consecutive months.	Food Stamp	D*		L	
Earnings Clearance	Both	F		M	Direct match of applicants gross income with gross income on state tape now available.
Employee/Recipient Match List	Both	D*	Associated processing dropped	L	
Data will be matched from SDX tape to the IBPS Master File for purposes of identifying duplicate issuance.	Both	D*	One time match was performed prior to the IBPS conversion, and determination was made to drop the requirement given the results. Match for Food Stamp only may be considered at a later date.	L	
Regional, Alpha and Match Listing of SSI/SSP recipients	Both	D*	Associated processing dropped	L	
A match will be made against the County Payroll Employee File and the IBPS Master File to identify employees receiving public assistance.	Both	D*	Standard controls on all recipients considered sufficient	L	Low potential dollar savings
B. 1978 PLANNED ENHANCEMENTS					
IBPS needs to provide duplicate benefit controls to assure that aid is not erroneously issued simultaneously by two (or more) incompatible aids.	Both	F*	The separate person based IBPS processing accomplishes this function	H	

01-400 IBPS Innovations

Some of the innovations of the IBPS system are as follows:

1. Persons Information:

   a. Each person linked to a case number is assigned a sequential numeric Person's ID at the time of that person's initial application on the case number.

   b. A part of each case person's information is a code which identifies the Separate Family that person is associated with during a given period of time.

      This makes it possible to move a person from one Separate Family to another with one budget action to change that Person's SF code. A person cannot be aided ongoing on more than one Separate Family at a time on this system.

   c. Once a person is linked to the case number, if an application is made for an additional IBPS benefit or Separate Family - or a reapplication is made - the person is still associated the case number on IBPS memory. Therefore, it is not necessary to list this person on a new facesheet. In most instances, this reduces the required entries on the facesheet.

   d. All person's on a case number with the SF code (active or inactive - in the home or out of the home) are listed in ascending ID order on the Confirmation Document.

2. Budget Factors:

   Financial items, e.g., income, special needs, housing costs, etc., are identified by Budget Factor codes. This code determines if the related dollar amount is deducted (income) or added (special needs) in the benefit computation.

   A 100 series Budget Factor code would be used only in the cash computation; a 200 series code is used in Food Stamp computation only; a 500 series code is figured into both the cash and Food Stamp computations; and a 600 series code is used only in the Food Stamp computation of the host case with a companion case comprising a single Food Stamp household.

3. New Processing Capabilities:

a. An erroneous termination can be rescinded by completing one field on a Budget Worksheet within the first thirty days following the effective date of the temination.

b. The continuance of Food Stamps is automated upon termination of cash benefits. When cash is terminated on a Separate Family with approved Food Stamps, the SF aid type will change to 09 with a case status of suspended. PS Code, MOU Indicator, etc., will also change automatically.

c. If cash is terminated with a Continued Medi-Cal termination code, the aid type will automatically change to 39 approved until the time it is automatically terminated.

If a cash case was terminated with a Continued Medi-Cal discontinuance code, and Food Stamps were also approved on the cash case, when the 39 aid type is created, the Food Stamps will automatically be suspended and can be carried on the same Separate Family. When Continued Medi-Cal expires, the aid type will automatically change to 09, and Food Stamps will continue with a cash status of approved.

d. Action to approve and suspend the same benefit for the same time period is possible on the same budget (even after cutoff).

e. With IBPS it is possible to approve Food Stamps prior to AFDC on an AFDC/FS pending case.

f. AFDC and Food Stamps can be suspended independently on an AFDC/FS approved case.

g. By entering a "Closing Date" on the Facesheet, the Terminal Operator can automatically request a closed case from Records and Identification.

h. Entry of a period in certain fields of the Budget Worksheet will delete the entire contents of the field as it exists on the Master file. These fields are: Person or Payee, Middle Initial or Suffix, Payee Type, Street Direction, Fraction, Street Type or Apartment Number.

i. Changes to Start Date, Stop Date and Amount of Budget Factors can be made in one transaction. By entering the Effective Date of the intended change, the new information will automatically replace the information already on file for Start Date, Stop Date, Amount, or a combination of these fields.

j. The Name and Address fields are function independently. An entry into one does not necessitate entries in the other field.

k. Case Status Change can be made for all affected benefits with just one transaction.

4. Confirmation Document Enhancements:

a. Up to twelve months of history can be displayed for both cash and/or Food Stamps.

b. The document is printed on both sides. Both sides of the document can be reviewed without turning the case or removing it because it is tumble printed on the reverse when there is more information to print that will fit on the front.

c. The Confirmation Document is also printed on one of four different formats based on case composition.

d. Update exceptions are printed directly on the Confirmation Document along with the legends for the transactions which functioned.

e. IBPS will display the companion case numbe on the Confirmaton Document.

5. ATPs:

a. Computer issued Food Stamp ATPs are generated through the end of the month. ATPs issued after the 25th of the month will have an expiration date of the last day of the following month.

6. Notices of Action:

Spanish and English Notices of Action are generated for both AFDC and Food Stamp approvals, increases and denials. No Change notices are also generated for Food Stamps. These notices are mailed centrally.

7. Computer Generated Reports:

   a. More information is available to eligibility staff with IBPS generated reports. For example, AFDC and Food Stamp income Budget Factor Types will be printed on the Caseload Activity Report, and Earnings Clearance Reports will only be produced if a discrepancy exists of $100 or more.

   b. MOU case counting is automated via the Caseload Activity Report.

   c. Other statistical reports, such as the Caseload/Application Processing and Movement are automated.

IBPS DATA BASE

. CONTROL RECORDS

HEADER/CONTROL/TRAILER

Purpose: Identify Master File and provide Audit Controls

Contents: "AUTO' Dates
Master File Control Totals

. CASE RECORD (Owner Record)

Purpose: Identify Case

Contents: Application Information (AI) - Case Number and Name
File Information (FI) - Number of "member" records

. PERSON RECORD (Member Record to Case, Owner Record to Eligibility)

Purpose: Identify unique person on a case

Contents: AI - Person Name, Address, SSN, et cetera
FI - Number of member records

. ELIGIBILITY RECORD (Member Record to Person)

Purpose: Maintain chronological history of persons eligibility (maximum 60 eligibility items)

Contents: AI - Aid and Benefit Type
FI - Symbolic pointer to Separate Family Record

. BUDGET RECORD (Member Record to Case)

Purpose: To maintain adjustment information to the basic grant amount (maximum 170 adjustments per case)

Contents: AI - Type, Time period, Amount
FI - Symbolic pointer to Separate Family Record and Person Record

. SEPARATE FAMILY RECORD (Member Record to Case, Owner Record to Segment, History and Issue)

Purpose: To identify a Family Unit receiving aid (maximum 8 per case)

Contents: AI - Payee Name and Address, et cetera
FI - Number of Member Records

. SEGMENT RECORD (Member to Separate Family Record)

Purpose: Identify benefits that are authorized for this separate family - Cash/Food Stamps/Medical/Services (maximum 12 per separate family)

Contents: AI - Benefit type, application date, authorization date, termination date, et cetera

FI - Symbolic pointers to separate family record

. HISTORY RECORD (Member to Separate Family Record)

Purpose: To maintain summary data used to determine the separate family grant amount (12 occurances per separate family record)

Contents: AI - Benefit type, base amount, special need, county supplement, persons counts, et cetera

FI - Symbolic pointer to separate family record

. ISSUE RECORD (Member to Separate Family Record)

Purpose: To maintain history of actual issues, either cash or Food Stamps (12 occurances per separate family record)

Contents: AI - Accural date, issue amount, persons count, et cetera

FI - Symbolic pointer to separate family record

IBPS STAFF REDUCTIONS AFDC/FS * ATTACHMENT G

BUREAU	FUNCTION/UNIT	PAYROLL ITEM	# POSITIONS REQUIRED CURRENT	# POSITIONS REQUIRED IBPS PROPOSED	NET CHANGE IBPS	MO. SALARY w/BENEFITS	MO. SALARY SAVINGS	ANNUAL SALARY SAVINGS
BAP	Field Operations Division Statistical Clerk	ITC	17.0	0	-17.0	1,482.88	$25,208.96	$302,507.52
	Transfer/Case Control	ITC	70.0	68.0	- 2.0	1,482.88	2,965.76	35,589.12
	Sub-Total-BAP		87.0	68.0	-19.0	---	28,174.72	338,096.64
BPPD	Food Stamp Fiscal & Planning - Usage Determination & Control Group	Acct. Clk. I	3.0	2.0	- 1.0	1,505.52	$1,505.52	$18,066.24
	Sub-Total-BPPD				- 1.0	---	$1,505.52	$18,066.24
BAS	Finance Div. Claiming Sec.							
	Claim Adjustment Unit	WCC II	22.0	20.4	- 1.6	$1,623.00	$2,596.80	$31,161.60
		ITC	7.0	8.0	+ 1.0	1,482.88	1,482.88	17,794.56
	Sub-Total-BAS		29.0	28.4	- .6	---	$1,113.92	$13,367.04
	GRAND TOTAL		119.0	98.4	-20.6	---	$30,794.16	$369,529.92

* Taken from March 15, 1982 re-evaluation of staff savings - IBPS

IBPS STAFF REDUCTIONS FOSTER CARE* ATTACHMENT G

BUREAU	FUNCTION/UNIT	PAYROLL ITEM	# POSITIONS REQUIRED CURRENT	IBPS PROPOSED	NET CHANGE IBPS	MO. SALARY w/BENEFITS	MO. SALARY SAVINGS	ANNUAL SALARY SAVINGS
BAS	Family Aids/ Line Operations							
	Collection Unit	Sr. Clk	7.0	0	- 7.0	$1,676.29	$11,734.03	$ 140,808.36
		IC	1.0	0	- 1.0	1,482.88	1,482.88	17,794.56
	Collections Research Unit	ITC	5.0	0	- 5.0	1,482.88	7,414.40	88,972.80
	Collections Acctg. Unit	Acct. Clk. I	1.0	0	- 1.0	1,505.52	1,505.52	18,066.24
		Data Control Clk.	2.0	0	- 2.0	1,475.45	2,950.90	35,410.80
		IC	1.0	0	- 1.0	1,482.88	1,482.88	17,794.56
	BHI Control/ Submission Formerly Review & Submissions Unit	ICMO	2.0	0	- 2.0	1,635.19	3,270.39	39,244.68
		ITC	2.0	0	- 2.0	1,482.88	2,965.76	35,589.12
	BHI Comp. Units I & II	WCC I	18.0	0	-18.0	1,536.17	27,651.06	331,812.72
		IC	2.0	0	- 2.0	1,482.88	2,965.76	35,589.12

* Taken from March 15, 1982 re-evaluation of staff savings - IBPS

IBPS STAFF REDUCTIONS FOSTER CARE* ATTACHMENT G

BUREAU	FUNCTION/UNIT	PAYROLL ITEM	# POSITIONS CURRENT	# POSITIONS REQUIRED IBPS PROPOSED	NET CHANGE IBPS	MO. SALARY w/BENEFITS	MO. SALARY SAVINGS	ANNUAL SALARY SAVINGS
BAS	Bank File Tab (formerly File Unit	IC	5.0	0	- 5.0	1,482.88	7,414.40	$ 88,972.80
	Vendor Voucher Valid Unit (was Typing & Control Unit	ITC	5.0	0	- 5.0	1,482.88	7,414.40	88,972.80
	Telephone Research Unit	IC	4.0	1	- 3.0	1,482.88	4,448.64	53,383.68
	Vendor Rel. Unit (was Excep. Unit- now combined w/Vendor Rel. Unit)	Sr. Clk	6.0	1	- 5.0	1,676.29	8,381.45	100,577.40
		IC	1.0	0	- 1.0	1,482.88	1,482.88	17,794.56
GRAND TOTAL			62.0	2	-60.0	---	$92,565.35	$1,110,784.20

Taken from March 15, 1982 re-evaluation of staff savings - IBPS

EDDY S. TANAKA
DIRECTOR

COUNTY OF LOS ANGELES
DEPARTMENT OF PUBLIC SOCIAL SERVICES

3401 RIO HONDO AVENUE, EL MONTE, CALIFORNIA 91731/TEL: (213) 572-5720
P. O. BOX 5493, EL MONTE, CALIFORNIA 91731

January 13, 1983

Mr. Paul L. Stock, Partner
Arthur Andersen & Co.
Spear Street Tower, Suite 3500
1 Market Plaza
San Francisco, California 94105

Dear Mr. Stock:

This is to confirm that the Los Angeles County Department of Public Social Services has reviewed Arthur Andersen's report of their review of Los Angeles County's Welfare Case Management Information System/Integrated Benefit Payment System (WCMIS/IBPS).

We found the report to be a comprehensive and accurate report on the status of WCMIS/IBPS. We have provided input to Arthur Andersen staff regarding the report and were informed that our input would be incorporated in the final report to be issued to the Auditor General.

I understand that Arthur Andersen's second report on the feasibility of a state-wide automated welfare system will be available in late March, 1983. I would appreciate the opportunity to review and comment on that report.

If you or your staff have any questions, please let me know.

Very truly yours,

EDDY S. TANAKA, DIRECTOR

EST:bih

cc: Thomas Hayes, Auditor General