





## QUALITY ASSURANCE TEAM

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◆ Comptroller of Public Accounts ◆ Department of Information Resources ◆  
◆ Legislative Budget Board ◆ State Auditor's Office (Advisory) ◆

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Lt. Governor Dan Patrick  
State Senator Joan Huffman  
State Senator Brandon Creighton  
State Senator Lois Kolkhorst  
State Senator Charles Schwertner  
Speaker Dade Phelan  
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**FROM:** Glenn Hegar, Texas Comptroller of Public Accounts  
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Jerry McGinty, Director, Legislative Budget Board

**DATE:** December 1, 2023

**SUBJECT:** 2023 Quality Assurance Team Annual Report

Attached is the Quality Assurance Team Annual Report on monitored major information resources projects at Texas state agencies. Projects are assessed to determine whether they operate on time and within budget and scope. The Quality Assurance Team (QAT) provides this analysis pursuant to Texas Government Code, Section 2054.1183. The QAT, which includes representatives of the Comptroller of Public Accounts, the Department of Information Resources, the Legislative Budget Board, and the State Auditor's Office (advisory member), oversees and assists with developing major information resources projects.

An electronic version of this report is available at <https://qat.dir.texas.gov/pubs.htm>. If you have any questions, please contact Brian Bowser of the Comptroller of Public Accounts at (512) 463-1138, Heather Hardy of the Department of Information Resources at (512) 500-9672, Richard Corbell of the Legislative Budget Board at (512) 463-1200, or Michael Clayton of the State Auditor's Office at (512) 936-9500.

Attachments

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## OVERVIEW OF MAJOR INFORMATION RESOURCES PROJECTS REPORTED TO THE QUALITY ASSURANCE TEAM

The Quality Assurance Team (QAT) includes representatives from the Comptroller of Public Accounts (CPA), the Texas Department of Information Resources (DIR), the Legislative Budget Board (LBB), and the State Auditor's Office (SAO) (advisory member). The QAT oversees the state's major technology project portfolio, providing a single view of all the agencies' major information resources projects. The QAT monitored 50 projects during the reporting period from December 2022 to November 2023. Of these projects, 29 projects exceeded their original planned duration by more than 10.0 percent. Additionally, 19 projects exceeded their initial budgets by more than 10.0 percent. See Appendix A for additional information on the initial and current estimated costs and durations for projects.

A major information resources project is statutorily defined in Texas Government Code, Chapter 2054. These projects typically include information technology projects that meet a certain dollar threshold and require a year or longer to reach operational status.

From December 2022 to November 2023, the QAT shared valuable process improvement strategies with the state entities responsible for overseeing various projects within the portfolio. This proactive approach included consulting with relevant agencies, hosting informative training sessions, updating QAT's website to include training webinar resources for in-depth guidance on completing Project Delivery Framework documents, and distributing guidance and best practices to promote the efficient and effective management of all projects and support their successful delivery.

## FACTS AND FINDINGS

- x From December 2022 to November 2023, the state's major technology project portfolio included 50 projects with an estimated total cost of \$1.3 billion. In the QAT's 2022 annual report, the state's major information resources portfolio contained 60 projects that cost \$1.2 billion. Comparing the previous year's portfolio to the 2023 portfolio indicates a decrease of 10 in the number of projects in the portfolio and an increase in the total cost by \$100 million.
- x Of the 50 projects, 15 currently are within 10.0 percent of their originally planned durations and budgets. Of these 15 projects, two reported using a waterfall methodology, seven reported using agile methodology, and six reported using a hybrid waterfall and agile process.
- x Projects that have a development schedule of less than 28 months are meeting their initial duration and budget estimates at a higher rate than projects with longer durations. As of November 2023, 13 projects with an initial duration of 27 months or less (or 26 percent of the 50 total projects) were within 10 percent of their initial budget and duration.
- x As of November 2023, 26 projects reported a status of completion or near completion. Of these 26 projects, nine (34.6 percent) were within 10.0 percent of their original durations and budgets.
- x As of November 2023, agencies had submitted a revised business case for an increase in cost and/or duration ranging from 10.0 percent to 49.0 percent for 54.0 percent of the 50 total projects. Additionally, for 22.0

## COMMON METHODOLOGIES FOR MAJOR INFORMATION RESOURCES PROJECTS

## AGILE METHODOLOGY

The agile methodology is a way to manage a project by breaking it up into several phases. It involves constant collaboration with stakeholders and continuous improvement at every stage. Once the development begins, various teams cycle through a process of planning, executing, and evaluating.

## WATERFALL METHODOLOGY

The waterfall methodology is a traditional approach to project management through which tasks and phases are completed in a linear, sequential manner, and each stage of the project must be completed before the next begins.

percent of the 50 projects, agencies submitted a cost-benefit analysis for the QAT to determine whether to continue or cancel the project due to cost and/or schedule increases greater than 50.0 percent.

- The QAT approved the project framework for 29 projects during calendar year 2024. From December 2022 to November 2023, the QAT reviewed and provided recommendations for five contracts at a total value of \$202.1 million.
- In March 2023, the Texas Workforce Commission (TWC) notified the QAT that the Unemployment Insurance System Replacement project was suspended due to a pending civil suit filed against the system vendor by another vendor. TWC determined it is in the best interest of the state to suspend the project and the contract temporarily to enable both parties to stop expending efforts and funds. The suspension also allows TWC to reassess options moving forward.

**BACKGROUND**

The QAT is an interagency workgroup established to provide ongoing oversight of “major information resources projects” as defined in Texas Government Code, Chapter 2054. “Further, all state agencies, including institutions of higher education, that are assigned additional monitoring pursuant to Texas Government Code, Section 2261.258(a)(1), are subject to QAT oversight.” Staff from the CPA, DIR, LBB, and SAO (advisory only) serve in a joint capacity on the QAT. The QAT reviews and monitors state agency major information resources projects; identifies potential major information resources projects from agencies’ Biennial Operating Plans; monitors the status of major information resources projects; and provides feedback regarding agencies’ framework deliverables. Agencies entering contracts for major information resources projects with an expected value of at least \$10.0 million also must obtain QAT review of the contract before execution. The QAT functions pursuant to Texas Government Code, Chapter 2054, and the Eighty-eighth Legislature, General Appropriations Act (GAA), 2024–25 Biennium, Article IX, Sections 9.01 and 9.02. The QAT is required to evaluate major information resources projects to determine whether:

- the projects are operating on time and within budget (Texas Government Code, Section 2054.1181(d)); and
- the risks associated with the project are being mitigated appropriately.

**ROLES AND RESPONSIBILITIES**

Each member agency of the team collectively provides staff with expertise including in the areas of technology strategy, system development, project management, legislative reporting, budgeting, procurement, and contracting.

**MAJOR INFORMATION RESOURCES PROJECTS**

Pursuant to Texas Government Code, Chapter 2054, a major information resources project is:

- any information resources technology project identified in a state agency’s Biennial Operating Plan whose development costs exceed \$5.0 million and that:
  - requires one year or longer to reach operations status,
  - involves more than one state agency, or
  - substantially alters the work methods of state agency personnel or the delivery of services to clients;
- any information resources technology project designated by the Legislature in the General Appropriations Act as a major information resources project; and
- any information resources technology project of a state agency designated for additional monitoring pursuant to Texas Government Code, Section 2261.258(a)(1), if the development costs for the project exceed \$5.0 million.

This definition includes any institutions of higher education or state agencies that receive a rating of Additional Monitoring Warranted in the State Auditor’s Office report on Contract Monitoring Assessment at Certain State Agencies.

The QAT, as directed in Texas Government Code, Chapter 2054, has adopted an official [Policy and Procedures Guide](#) for agencies to use for compliance with all requirements.

CPA staff review solicitation documents related to Major Information Resources Projects. CPA staff also provide input on project framework deliverables and guidance on any issues that arise during agency major information resources project implementation.

Agencies are required to use DIR's [Texas Project Delivery Framework](#) during the delivery of major information resources projects as defined in Texas Government Code, Chapter 2054, Information Resources, and for certain major contracts. DIR's framework includes the following phases:

- initiation;
- planning;
- execution;
- monitoring and control; and
- closing.

Texas Government Code, Section 2054.1181, requires DIR to provide “additional oversight services” for all agencies’ major information resources projects designated by the SAO (advisory member) as “additional monitoring warranted.” Details regarding these procedures and services, in addition to all agency required project management mandates, can be found in Texas Administrative Code, Title 1, Part 10, [Chapter 216](#).

DIR's executive director, in coordination with the QAT (as well as state agency information resources managers), is required to prepare the State Strategic Plan for information resources management for review and approval by DIR's governing board (Texas Government Code, Section 2054.092(a)). The State Strategic Plan is the roadmap for all Texas state agencies to follow when developing the information technology components of their agency strategic plans.

LBB staff specify procedures for submitting, reviewing, approving, and disapproving agencies’ Biennial Operating Plans and amendments, including guidelines for reviewing or reconsidering the LBB's disapproval of an agency's Biennial Operating Plan or its amendments. The LBB maintains an online project dashboard that allows state leadership, agencies, and the public to view the details and progress of agency major information resource projects.

The SAO (advisory member) recuses itself from making recommendations and participating in additional oversight initiatives related to contracting contained in this report. This separation is necessary to ensure that the SAO maintains its independence so that future audits of contracts and amendments overseen by the QAT can be conducted in accordance with professional auditing standards.

Part of this work includes QAT requests for additional information from agencies to facilitate more comprehensive project analyses. For example, the QAT may request an updated version of a project plan from an agency to better understand a project's revised scope. Additionally, when the project is reviewed, the QAT may require an agency to submit third-party reports, including independent verification and validation reports. Such reports can serve as crucial sources of insight to evaluate information technology (IT) project risks.

Finally, the QAT may request the SAO to perform a non-audit service project for projects being monitored by the QAT. These non-audit service projects have provided valuable input to the QAT. The SAO did not perform any non-audit service project reviews during the current reporting period.

### **PROJECT PERFORMANCE OBSERVATIONS AND TRENDS**

QAT observations and trends are based on agency self-reported information as of November 2023. Information reported for ongoing projects may change as their implementation progresses.

Although the QAT provides oversight and support for major information resources projects, agencies ultimately are responsible for the successful delivery of their projects.

**The following trends and statistics apply to 49 projects that were at least 30.0 percent complete as of November 2023. Typically, projects that exceed planned durations also are more likely to exceed their budgets, whereas projects within schedule tend to remain closer to the initial budgets (see Figures 1 and 2).**

#### **Observation 1: Project Duration**

Projects that have a shorter development schedule generally are more likely to meet both their estimated current cost and duration projections, as indicated by the following examples:

- 40 of 49 projects (81.6 percent) had an initial duration of 27 months or less; 10 of these 40 projects (25.0 percent) exceeded both their initial cost and duration estimates by more than 10.0 percent; and
- Nine of 49 projects (18.4 percent) had an initial duration of 28 months or more; three of these nine projects (33.3 percent) exceeded their initial cost and duration estimates by more than 10.0 percent.

#### **Observation 2: Timeframe and Procurement Method**

Project schedule overrun is typical for large projects. The QAT has observed that agencies with large procurements are often delayed by several months during the acquisition phase. A realistic procurement timeframe that considers the complexity and dynamism of the procurement should guide the procurement strategy. Agency procurement staff should assist agency leadership/stakeholders in determining a reasonable timeline for the solicitation, which can be challenging, especially considering contract negotiations' unpredictability. However, relevant market research and critical input from stakeholders and the vendor community can provide the project team with sufficient information to set reasonable timing expectations and avoid or minimize project schedule overrun. Therefore, the timeline should consider the agency's evaluation process and any required stakeholder or executive approval procedures for major purchases.

A sound acquisition plan should outline the procurement strategy for acquisition management per statutory and regulatory requirements, and in support of the program's needs. Agencies should prepare a request for proposal (RFP) consistent with state law and the [State of Texas Procurement and Contract Management Guide](#). Typically, an RFP is recommended when factors other than price are to be considered or when objective criteria cannot be defined. Agency procurement staff should assist in determining a reasonable timeline for the solicitation and should consider the agency's evaluation process and required stakeholder/executive approval procedures for major purchases. For contracts that are expected to exceed \$10.0 million in value, agencies are encouraged to notify the QAT early in the process to prevent unnecessary delay in the final contract review. When evaluating vendors that bid on contracts, it is important to evaluate their past performance and current financial status. Depending on the contract, agencies strongly are encouraged to consider fully the costs and complexity around transition and to seek the inclusion of a strong vendor-supported comprehensive System Integration Plan as part of their RFP/Request for Offer (RFO). The final vendor selection should be made using the original approved selection criteria, including end-user feedback.

Data Center Services (DCS) agencies also should plan to engage the [DIR Shared Technology Services \(STS\)](#) team for assistance prior to posting a solicitation. The STS team will aid in developing language to offer a solution option that is hosted in a State Data Center, provide for better long-term network planning, and consult on DCS exemptions from the State Data Center if necessary. DCS agencies that pursue contracts without consulting DIR STS risk additional procurement delays, often having to renegotiate awards and delay the project.

A newer requirement that is affecting project timelines and procurements is the implementation of [Senate Bill 475](#), Eighty-seventh Legislature, 2021, which required DIR to establish a state risk and authorization management program that provides "a standardized approach for security assessment, authorization, and continuous monitoring of cloud computing services that process the data of a state agency." In response to this mandate, DIR established the Texas Risk and Authorization Management Program (TX-RAMP), a framework for collecting information about cloud services security posture and assessing responses for compliance with required controls and documentation. [Texas Government Code, Section 2054.0593](#), mandates that state agencies as defined by [Texas Government Code, Section 2054.003\(13\)](#), may enter

or renew only those contracts for cloud computing services that comply with TX-RAMP requirements beginning January 1, 2022.

Agencies are encouraged to consider TX-RAMP requirements at the beginning of any solicitation for cloud computing services and ensure all vendors have provided proof of appropriate TX-RAMP certification for their solution. An application hosted on a TX-RAMP certified platform is considered compliant only if the cloud application itself also is certified prior to contract execution. Agencies are encouraged to contact the DIR [TX-RAMP](#) team for more guidance.

### **Observation 3: Lessons Learned**

An analysis of the eight Post-implementation Reviews of Business Outcomes (PIRBOs) submitted in 2023 identified the following issues that contributed to schedule, cost, scope, and/or quality changes:

**Planning:** Within the PIRBOs, 63.0 percent identified project planning deficiencies that led to difficulties in project execution, including the following examples:

- original scope, including all necessary data elements, and approach were not comprehensive or defined clearly enough to address all mandates or program needs; and
- timeline constraints due to grant funding were not planned for adequately in the project schedule, which contributed to procurement issues and budgetary resource complexities.

**Testing:** Within the outcomes, 50.0 percent identified the planning and execution of testing and training as an area of difficulty including the following examples:

- user acceptance testing (UAT) did not include a large enough sample of users, including appropriate types of users, and the testing scenarios were not adequate to comprehensively address tester needs and all functionality implemented, which led to testing delays and the discovery of defects after deployment that might have been avoided;
- UAT plans were not documented, communicated, or followed consistently or appropriately, which led to missed or inaccurate results, causing delays; and
- defect tracking tools were not available or were not used consistently due to a lack of training and examples, which led to identified defects being miscategorized, released, and corrected post-release.

**Process:** Within the PIRBOs, 63.0 percent reported experiencing issues concerning project management processes and coordination that led to delays and overruns, including the following examples:

- deficiencies in communication processes contributed to bottlenecks in resolution of technical, customer, and team issues;
- a lack of clearly defined project roles led to confusion about projects and requirements. In addition, not designating appropriate stakeholders to serve as decisionmakers during project issue escalations contributed to project delays and rework;
- the change management process for documenting and communicating changes was not followed or was inconsistent;
- nonexistent standard process documentation or a lack of consistency in documentation and documentation accessibility, including for architecture, design, and vendor support, led to delays; and
- a lack of cross-training among team members and knowledge transfer for new vendor resources resulted in misunderstandings and delays.



**QAT-MONITORED PROJECTS' STATUSES**

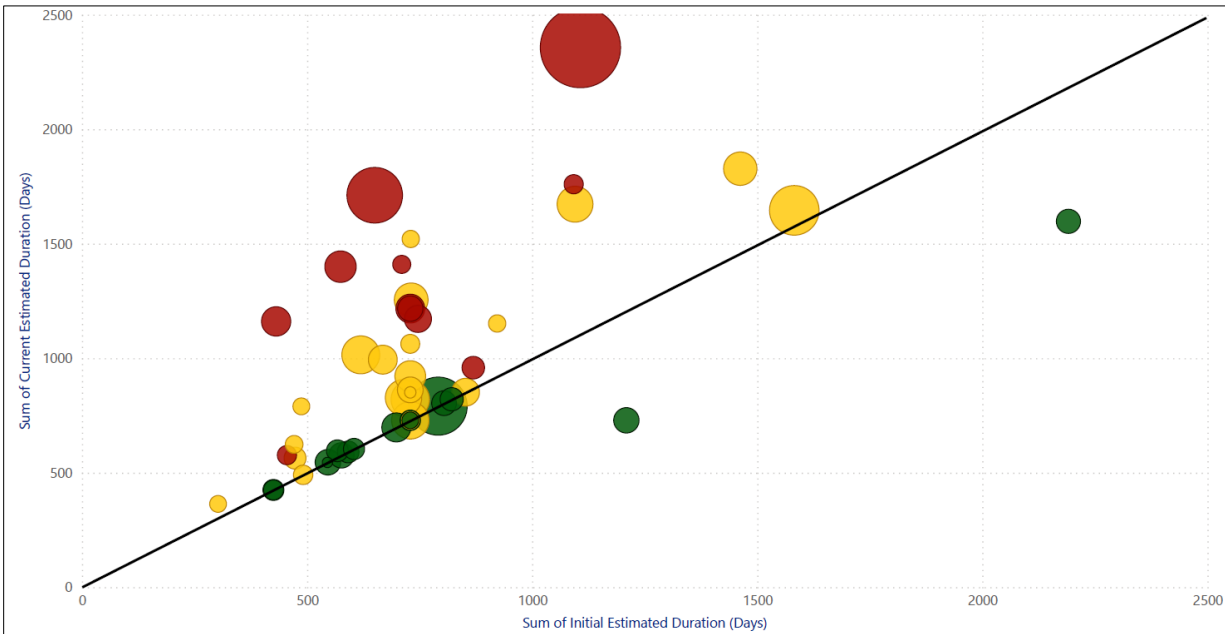
Texas Government Code, Section 2054.151, states the “legislature intends that state agency information resources and information resources technologies projects will be successfully completed on time and within budget and that the projects will function and provide benefits in the manner the agency projected in its plans submitted to the department and in its appropriations requests submitted to the legislature.”

Figures 1 and 2 show the status of QAT-monitored projects that were at least 30.0 percent complete as of November 2023, by estimated duration and cost, respectively. Each circle in the figures represents a project. Projects that are less than 30.0 percent complete are not included in this analysis because these projects may be in the planning or procurement phases.

The position of each project shown in Figures 1 and 2 is determined by comparing each project’s duration and cost estimate to its current duration and cost estimates. The initial duration and cost estimates were included in the agencies’ submissions of business cases for project framework approval by the QAT.

Figure 1 compares the initial duration estimates for the 49 projects that were reported as at least 30.0 percent complete to their current duration estimates as of November 2023.

**FIGURE 1  
COMPARISON OF INITIAL ESTIMATED DURATION AND CURRENT ESTIMATED DURATION OF QUALITY ASSURANCE TEAM-MONITORED PROJECTS, NOVEMBER 2023**

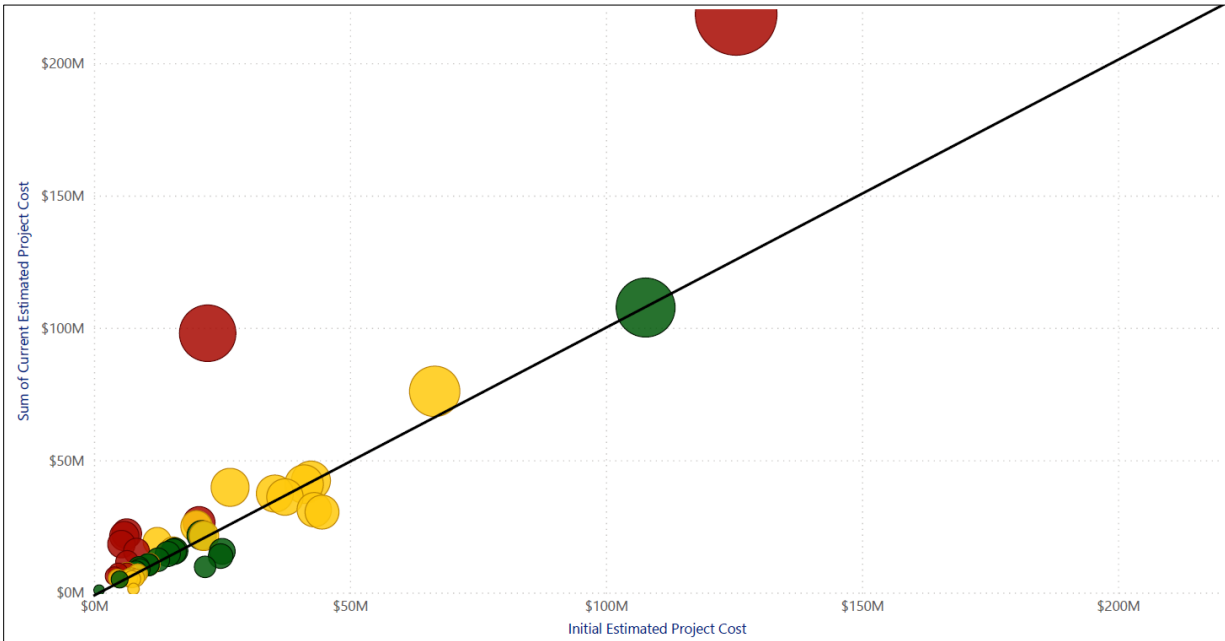


**NOTES:**

- (1) Each circle represents a project that was at least 30.0 percent complete (49 of 50 projects). It is assumed that a project within 10.0 percent of its budget or schedule is considered successful; results greater than 10.0 percent will change the dots' color. See **Appendix A** for further information on each project.
  - (2) The size of each circle represents the current estimated project budget, and the largest circles represent projects with the largest budgets.
- SOURCES: Agency self-reported monitoring reports.

Figure 2 compares the initial cost estimates for the 49 projects that were reported as at least 30.0 percent complete to their current cost estimates as of November 2023.

**FIGURE 2  
COMPARISON OF INITIAL ESTIMATED COST AND CURRENT ESTIMATED COST OF QUALITY ASSURANCE TEAM-MONITORED PROJECTS, NOVEMBER 2023**



**NOTES:**

- (1) Each circle represents a project that was at least 30.0 percent complete (49 of 50 projects). It is assumed that a project within 10.0 percent of its budget or schedule is considered successful; results greater than 10.0 percent will change the dots' color. See Appendix A for further information on each project.
  - (2) The size of each circle represents the current estimated project budget, and the largest circles represent projects with the largest budgets.
- SOURCES: Agency self-reported monitoring reports.

### **COMPARISON OF 2022 AND 2023 PROJECT PERFORMANCE**

For projects reporting at least 30.0 percent completion as of November 2023, 30.1 percent were within their original estimated costs and durations, and 26.5 percent exceeded both cost and duration.

For the projects reporting at least 30.0 percent completion as of November 2022, 42.0 percent were within their original estimated costs and durations, and 18.0 percent exceeded both cost and duration.

Projects with durations of three years or less are becoming common, as IT often becomes obsolete after that period. Despite this trend for shorter durations, some large-scale systems could have a development duration of five years or more. The QAT has observed that these large-scale projects are most likely to exceed budget or fall behind schedule.

### **PROJECT HIGHLIGHTS DURING THE 2022–23 BIENNIUM**

As previously mentioned, projects lasting less than 28 months were more likely to be successful (i.e., meet their cost and duration estimates). The QAT monitored several successful projects and project approaches during fiscal year 2023, including the following three projects from the Health and Human Services Commission, the Texas Workforce Commission, and the Office of the Attorney General.

#### **Health and Human Services Commission’s (HHSC) Changes to Intellectual or Developmental Disabilities Long-term Care Systems project**

According to the agency, project implementation further enhanced and streamlined the Home and Community-based Services and Texas Home Living processes, thus allowing Medicaid reimbursement to be completed in a timely manner. Critical supporting documents now may be attached electronically instead of manually mailing or faxing them, and billing is now done daily instead of the previous weekly process. This implementation also helped move critical components from the legacy mainframe ID CARE system, thus enabling the agency to further its goal of retiring antiquated mainframe systems.

HHSC reports that some of the key success factors included regular collaboration within the agency, stakeholders, and the project team to address risks and issues in a timely manner, in addition to clearly planning project scope and capacity to meet the project’s critical path timeline and structured testing.

The initial estimated cost was \$15,520,530. The initial planned project start and completion dates were January 1, 2022, and July 31, 2023, respectively. The \$11,936,891 in expenditures to date as of November 2023 was 23.1 percent less than the estimated cost, and the project’s completion remained within the initial timeframe of 18 months.

#### **Texas Workforce Commission’s (TWC) Vocational Rehabilitation Replacement project**

According to the agency, it deployed the final of three releases for the ReHabWorks (RHW) renovation on August 31, 2023. This final release integrated the legacy Texas Review, Oversight, and Coaching System into the RHW environment. Previous releases in March and June migrated RHW to the cloud and implemented enhancements, such as a caseload management dashboard, an integrated artificial intelligence virtual assistant for customer communications, and reports streamlining. The successful completion of this project is a major milestone for the Vocational Rehabilitation (VR) program. The new system, in use since September 2023, improves the efficiency and effectiveness of VR case management, while also providing a more modern and user-friendly experience for staff and customers.

The initial estimated cost was \$25,042,234. The initial planned project start and completion dates were September 1, 2021, and December 23, 2024, respectively. The \$4,480,062 in expenditures to date as of November 2023, was 82.1 percent less than the estimated cost, and the project’s completion remained within the initial timeframe of 39 months.

#### **POST-IMPLEMENTATION REVIEW OF BUSINESS OUTCOMES**

A Post-implementation Review of Business Outcomes (PIRBO) describes the expected benefits and outcomes compared to the realized benefits and outcomes of implementing a major information resources project. In that report, the agency also identifies the lessons it learned that can be used to improve agency-level or state-level processes.

The agency must submit a PIRBO to the QAT within six months after a project has been completed.

## Office of the Attorney General’s (OAG) Agile Process Guide

According to the agency, the OAG published an updated edition of its *Agile at Scale Process Guide*. This guide documents the agency’s agile processes and represents the mindset that underlies process and methodology. The guide was developed as part of the OAG’s Child Support System Modernization Project, which began in 2020, and has expanded to support the development of quality-driven applications across the enterprise. Delivering modern, digital services through the OAG’s Agile-at-Scale model requires iterative discovery, technology design, and development; incorporates lean and agile principles with an emphasis on incremental delivery of value; and approaches any initiative as a true partnership between business and technology teams.

### ADDITIONAL QAT OVERSIGHT INITIATIVES

#### Contract Oversight

Pursuant to the 2024–25 GAA, Article IX, Section 9.01, and Texas Government Code, Section 2054.160, any contract for the development of major information resources projects with an expected value of at least \$10.0 million must be reviewed by the QAT before it can be executed by an agency. The QAT will review the contract to ensure that it follows the best practices established in the CPA’s *State of Texas Procurement and Contract Management Guide* (TPCMG) and all applicable rules and regulations. The QAT may provide recommendations regarding reviewed contracts and reserves the right to waive the contract review requirement within certain circumstances. TPCMG provides state agencies with guidance regarding the full procurement cycle, and the QAT conducts contract reviews based on adherence to the practices within the guide. The QAT may provide recommendations regarding reviewed contracts; however, QAT reserves the right to waive the review requirements within certain circumstances.

State agencies are required to notify the QAT for the solicitation and award of all contracts pertaining to major information resources projects. First, a state agency is required to notify the QAT when the agency advertises a request for proposal, request for offers, or other similar process common to participation in the competitive bidding processes of a major information resources project. The agency also is required to provide the requisition number at the time of notification (Eighty-eighth Legislature, GAA, 2024–25 Biennium, Article IX, Section 9.02(b)(2)). Finally, a state agency is required to notify the QAT within 10 business days of when the agency awards a contract for any major information resources project (Eighty-eighth Legislature, GAA, 2024–25 Biennium, Article IX, Section 9.02(b)(3)).

Several requirements pertain to amending a contract for the development of a major information resources project. A state agency is required to notify the QAT and the Governor, Lieutenant Governor, Speaker of the House of Representatives, the Senate Committee on Finance, and the House of Representatives Committee on Appropriations before amending a contract for development of a major information resources project when the expected total value of the contract subsequent to the amendment exceeds the total value of the initial contract awarded by 10.0 percent or more, pursuant to the Eighty-eighth Legislature, GAA, 2024–25 Biennium, Article IX, Section 9.01(d). Additionally, an amendment to a major information resources project development contract with a total value that exceeds \$5.0 million must be reported to the QAT when it meets the following criteria:

- the expected total value of the contract subsequent to the amendment exceeds the total value of the initial contract awarded by 10.0 percent or more;
- the expected total of an element in the contract subsequent to the amendment exceeds the total value of the same element in the initial contract awarded by 10.0 percent or more; or
- the amendment requires the vendor to provide consultative services, technical expertise, or other assistance in defining project scope or deliverables, pursuant to the 2024–25 GAA, Article IX, Section 9.01(e).

The QAT has fostered increased collaboration among oversight agencies, enabling DIR, CPA, LBB, and the SAO to partner on training initiatives through CPA’s mandatory procurement training and continuing education programs. The QAT also has provided improved insight into statewide contracting issues, informing the focus of the Statewide Procurement Division’s (SPD) continuing education offerings. The Procurement Oversight and Delegation team within SPD, which administers the Contract Advisory Team (CAT), has collaborated with the QAT to provide additional

oversight of state agencies’ adherence to contracting requirements. The increased communication and partnership have enabled better overall oversight.

**Project Oversight: Public Dashboard**

Pursuant to Texas Government Code, Section 2054.159, DIR, in consultation with the QAT, developed performance indicators in the areas of schedule, cost, scope, and quality for all major information resources projects. The public dashboard includes current project performance information to enable state leadership, state agencies, and the public to access details of major information resources projects online.

The dashboard is updated quarterly and is available via the QAT website at: <https://qat.dir.texas.gov/relatedinfo.htm>.

The performance indicators for the areas of budget, schedule, scope, and quality reported from state agencies for each project are calculated in the following manner:

- Schedule performance index (SPI) – SPI is a standard project management measure of how close the project is to being completed compared to the project’s schedule. For waterfall methodology projects, SPI is calculated by dividing the budgeted cost of work performed, or earned value, by the planned value. For agile methodology projects, SPI is calculated based on completed activities compared to planned activities.
- Cost performance index (CPI) – CPI is a standard project management measure of the financial effectiveness and efficiency of a project. It represents the amount of completed work for every unit of cost spent. For waterfall methodology projects, it is calculated by dividing the budgeted cost of work performed, or earned value, by the actual cost of the work performed. For agile methodology projects, it is calculated based on completed activities compared to the actual costs or hours completing those features.

PROJECT LEVEL SCHEDULE PERFORMANCE INDEX AND COST PERFORMANCE INDEX RATING	CORRESPONDING COLOR
0.90 or greater	Green
From 0.80 to less than 0.90	Yellow
Less than 0.80	Red

- Scope performance – This measure is derived from reviewing the budget impact of project scope changes during the preceding 12 months.

SCOPE PERFORMANCE INDEX SCOPE CHANGES DURING THE PRECEDING 12 MONTHS THAT IMPACT THE PROJECT BUDGET BY AN INCREASE OF:	CORRESPONDING COLOR
10.0% or less	Green
Greater than 10.0% and less than or equal to 20.0%	Yellow
Greater than 20.0%	Red

- Quality performance – This measure is derived from a series of quality measures specific to each project and each project phase. Quality performance is measured using the agency’s approved Quality Register as provided in its approved Project Plan. The QAT Project Plan is part of the Texas Project Delivery Framework, which is required for all major information resources projects. More details can be found at <https://dir.texas.gov/technology-policy-and-planning/digital-project-services/project-delivery-framework>.

QUALITY PERFORMANCE INDEX	CORRESPONDING COLOR
Project has a Quality Register in place and is achieving its stated quality objectives.	Green

Project has a Quality Register in place and is missing some of its quality objectives, requiring agency management notification. **Yellow**

Project does not have a Quality Register in place or is not achieving its quality objectives and requires agency management intervention. **Red**

The metrics are established in the Statewide Project Automated Reporting (SPAR) system to track and review projects. Agencies that are implementing major information resources projects enter project data directly into the SPAR system for QAT review. Additionally, the SPAR system tracks whether an agency has considered cloud computing service options and whether the agency has considered QAT best practices pursuant to Texas Government Code, Section 2054.304. To ensure that agencies understand all requirements associated with these projects, the use of the Project Delivery Framework, the use of the SPAR system, and the public dashboard, DIR provides training to agency staff through agency consultations, webinars, and DIR-sponsored forums. Agencies are encouraged to request trainings directly with DIR at [projectdelivery@dir.texas.gov](mailto:projectdelivery@dir.texas.gov).

As part of continuous process improvement efforts, the QAT and DIR are collaborating on several initiatives to help agencies improve the delivery of projects. Figure 3 shows these improvement efforts.

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**FIGURE 3**  
**QUALITY ASSURANCE TEAM AND DEPARTMENT OF INFORMATION RESOURCES IMPROVEMENTS**  
**NOVEMBER 2023**

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- The Quality Assurance Team (QAT) and the Department of Information Resources (DIR) emphasized incorporating best practices in modern information technology project management outreach and training with agencies using new methods: a robust [QAT website](#) including webinars to guide agencies (accessible 24/7), numerous individualized trainings, and in-person training.
- The QAT adopted a revised Team Charter, revised the [QAT Policy and Procedures](#) guide, and implemented new Standard Operating Procedures for completion of the Texas Project Delivery Framework, all of which are available on the QAT website under [QAT Publications](#).
- The QAT coordinated information sharing with the Legislative Budget Board to identify potential new major information resources projects from the 2024–25 funded Biennial Operating Plans.
- DIR revised and adopted rules/regulations pursuant to [Texas Administrative Code, Title 1, Part 10, Chapter 216](#).
- DIR and the QAT formally adopted and implemented Additional Monitoring practices by rule, as directed by Senate Bill 799.
- DIR coordinates information sharing among state agencies to disseminate technology and project management best practices, including consulting and consults with the Project Delivery Advisory Board, which is a team comprising representatives from various state agencies and institutes of higher education that develops guidance for standardized project delivery practices (and frameworks) for use statewide.

SOURCE: Quality Assurance Team.

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### **Texas Administrative Code, Title 1, Part 10, Chapter 216, Additional Oversight**

Pursuant to Senate Bill 799, Eighty-seventh Legislature, Regular Session, 2021, DIR is required to provide additional oversight for agency projects designated for additional monitoring by the State Auditor’s Office and for any major information resources project designated by the Governor, Lieutenant Governor, or Speaker of the House of Representatives. DIR, in consultation with the QAT and the Project Delivery Advisory Board, developed an additional oversight matrix to guide implementation of this requirement (see Figure 4).

The QAT evaluates all major information resources projects within each “[Additional Monitoring Warranted](#)” agency, reviewing all agency self-reported data.

Figure 4 shows the project evaluation criteria the QAT applied to determine the level of additional monitoring warranted for designated agencies.

**FIGURE 4  
APPROACHES FOR QAT ADDITIONAL MONITORING LEVELS**

ADDITIONAL MONITORING LEVEL	APPROACH 1 USING PERFORMANCE INDICATORS ONLY (SCHEDULE, COST, SCOPE, QUALITY)	APPROACH 2 PERCENT OVER BUDGET/BEHIND SCHEDULE
High	At least 1 red and 1 yellow for 2 consecutive reporting periods	50.0% over
Medium	2 yellow indicators for 2 consecutive reporting periods	10.0% over
Low	Up to 1 yellow in any reporting period	0.0% to 9.0% over

SOURCE: Quality Assurance Team.

Project evaluations consider all project factors to determine true project risk. A project’s risk determination can originate from either Approach 1 or Approach 2, as determined by the QAT.

Figure 5 shows the potential QAT recommendations for projects based on risk-level assessment.

The QAT may choose any of the options listed, based on the areas of high risk identified, or determine different recommendations as appropriate. Any costs incurred because of the additional resources/activities required are assigned to the additional monitoring agency, as required by TAC 216.

**FIGURE 5  
POTENTIAL QAT RECOMMENDATIONS BASED ON PROJECT RISK ASSESSMENT**

RISK	RISK MANAGEMENT	QA SERVICES	INDEPENDENT PROJECT MONITORING	PROJECT MANAGEMENT
High	<ul style="list-style-type: none"> <li>Establish Executive Steering Committee</li> <li>Agency adopts/procures/implements Enterprise Risk Management Tools</li> </ul>	<ul style="list-style-type: none"> <li>Hire QA vendor and/or independent code testing</li> </ul>	<ul style="list-style-type: none"> <li>Hire IV&amp;V</li> <li>Establish Executive Steering Committee</li> </ul>	<ul style="list-style-type: none"> <li>Hire additional Project Manager</li> <li>Cost-Benefit Analysis → cancel project consideration</li> </ul>
Medium	<ul style="list-style-type: none"> <li>Load individual risks into SPAR QAT review of risks/agency walkthrough monthly/quarterly</li> </ul>	<ul style="list-style-type: none"> <li>Regular updates to Quality register or Quality Assurance Surveillance Plan (QASP)</li> <li>Agency follow up every reporting with QAT</li> </ul>	<ul style="list-style-type: none"> <li>Regular meeting with project management team</li> <li>Survey of team members</li> <li>At QAT discretion IV&amp;V</li> </ul>	<ul style="list-style-type: none"> <li>Additional details for monthly monitoring report</li> </ul>
Low	<ul style="list-style-type: none"> <li>Monthly Monitoring Report</li> </ul>	<ul style="list-style-type: none"> <li>QASP or additional items</li> </ul>	<ul style="list-style-type: none"> <li>Monthly Monitoring</li> </ul>	<ul style="list-style-type: none"> <li>Monthly Monitoring</li> </ul>

in Quality Register

Report

Report

SOURCE: Quality Assurance Team.

**Additional Monitoring for 2023**

Using the criteria listed above, the projects in Figure 6 met the conditions to be considered high-risk major information resources projects. For all of those identified projects, the following additional monitoring requirements were implemented in 2023 pursuant to Texas Administrative Code, Title 1, Part 10, Chapter 216:

- establish an Executive Steering Committee, including the agency and the QAT, to regularly review project performance in detail, identify risk, and develop mitigation strategies to minimize the impact on outcomes;
- require monthly monitoring reports; and
- require Acquisition Plans for all major information resources projects.

Figure 6 shows cost and schedule data for projects determined high-risk by the QAT.

**FIGURE 6  
HIGH-RISK PROJECTS AS DETERMINED BY QAT**

**ORDERED ALPHABETICALLY BY AGENCY**

Data is self-reported by the agencies. Original budgets do not include operational costs after implementation. Expenditures to date are actual expenditures and do not include agency obligation costs. Individual performance metric (Budget, Schedule, Scope, Quality) color coding is defined on pages 10 and 11 of the report.

Overall project classifications include colored squares identified for projects that are reported as at least 30.0 percent complete as of November 2023. No overall project classification is included for projects less than 30.0 percent complete.

(IN MILLIONS)

AGENCY	PROJECT	NOTES	ORIGINAL BUDGET	CURRENT BUDGET	EXPENDITURE TO DATE	PERCENTAGE COMPLETE	ORIGINAL ESTIMATED DATES	CURRENT ESTIMATED DATES
Department of State Health Services	COVID-19 Case Management and Investigation System	Project exceeds original schedule by 69.0%.	\$21.5	\$21.5	\$0.7	63.0%	10/21 to 07/23	10/21 to 10/24
Overall Performance –	R							
Budget Performance –	G							
Schedule Performance –	R							
Scope Performance –	G							
Quality Performance –	G							



**FIGURE 6  
HIGH-RISK PROJECTS AS DETERMINED BY QAT**

**ORDERED ALPHABETICALLY BY AGENCY**

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(IN MILLIONS)

AGENCY	PROJECT	NOTES	ORIGINAL BUDGET	CURRENT BUDGET	EXPENDITURE TO DATE	PERCENTAGE COMPLETE	ORIGINAL ESTIMATED DATES	CURRENT ESTIMATED DATES
<b>Department of State Health Services</b>	Electronic Ordering and Reporting (EOR)	Project exceeds original schedule by 98.5% and cost by 58.7%.	\$4.0	\$6.3	\$0.7	50.0%	09/20 to 08/22	09/20 to 07/24
Overall Performance –	R							
Budget Performance –	G							
Schedule Performance –	R							
Scope Performance –	G							
Quality Performance –	G							
<b>Department of State Health Services</b>	Emergency Medical Services and Trauma Registry System Enhancements	Project exceeds original schedule by 26.8% and cost by 17.3%.	\$6.4	\$7.5	\$2.7	77.0%	06/22 to 08/23	06/22 to 12/23
Overall Performance –	R							
Budget Performance –	G							
Schedule Performance –	G							
Scope Performance –	G							
Quality Performance –	R							
<b>Department of State Health Services</b>	STD/TB/HIV/AIDS Reporting and Response System (STHARRS)	Project exceeds original schedule by 30.0% and original cost by 23.8%.	\$12.5	\$15.4	\$4.9	62.0%	10/21 to 12/23	10/21 to 08/24
Overall Performance –	G							
Budget Performance –	G							
Schedule Performance –	R							
Scope Performance –	G							
Quality Performance –	G							

**FIGURE 6  
HIGH-RISK PROJECTS AS DETERMINED BY QAT**

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(IN MILLIONS)

AGENCY	PROJECT	NOTES	ORIGINAL BUDGET	CURRENT BUDGET	EXPENDITURE TO DATE	PERCENTAGE COMPLETE	ORIGINAL ESTIMATED DATES	CURRENT ESTIMATED DATES
<b>Department of State Health Services</b>	Upgrade Laboratory Information Management System (LIMS)	Project exceeded original schedule by 108.2%.	\$6.8	\$5.5	\$4.3	98.0%	09/19 to 08/21	09/19 to 10/23
Overall Performance –	R							
Budget Performance –	G							
Schedule Performance –	G							
Scope Performance –	G							
Quality Performance –	G							
<b>Department of State Health Services</b>	Vaccine Allocation and Ordering System	Project exceeded original schedule by 169.0% and cost by 249.6%.	\$6.4	\$22.3	\$19.3	100.0%	06/20 to 08/21	06/20 to 08/23
Overall Performance –	R							
Budget Performance –	G							
Schedule Performance –	G							
Scope Performance –	R							
Quality Performance –	G							
<b>Health and Human Services Commission</b>	CAPPS Financials Consolidated Application Control Environment (CACE) Remediation for Hub Agencies	Project exceeds original schedule by 66.9% and cost by 262.2%.	\$5.9	\$21.4	\$4.4	55.0%	09/21 to 08/23	09/21 to 12/24
Overall Performance –	R							
Budget Performance –	G							
Schedule Performance –	G							
Scope Performance –	R							
Quality Performance –	G							

**FIGURE 6  
HIGH-RISK PROJECTS AS DETERMINED BY QAT**

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(IN MILLIONS)								
AGENCY	PROJECT	NOTES	ORIGINAL BUDGET	CURRENT BUDGET	EXPENDITURE TO DATE	PERCENTAGE COMPLETE	ORIGINAL ESTIMATED DATES	CURRENT ESTIMATED DATES
<b>Health and Human Services Commission</b>	CAPPS Human Capital Management (HCM)	Project exceeds original schedule by 66.9%	\$8.3	\$15.7	\$5.5	56.0%	09/21 to 08/23	09/21 to 12/24
	Overall Performance –							
	Budget Performance –							
	Schedule Performance –							
	Scope Performance –							
	Quality Performance –							
	Consolidated Application Control Environment (CACE) Compliance							
<b>Health and Human Services Commission</b>	Enterprise Identity and Access Management Solution (IAM)	Project exceeds original schedule by 15.9%	\$35.3	\$37.5	\$27.0	74.0%	08/21 to 07/23	08/21 to 11/23
	Overall Performance –							
	Budget Performance –							
	Schedule Performance –							
	Scope Performance –							
	Quality Performance –							
	EVV Home Health Care Services Expansion	Project exceeded original schedule by 62.1%	\$5.0	\$5.2	\$1.5	88.0%	09/21 to 01/23	09/21 to 10/23
Overall Performance –								
Budget Performance –								
Schedule Performance –								
Scope Performance –								
Quality Performance –								

**FIGURE 6  
HIGH-RISK PROJECTS AS DETERMINED BY QAT**

**ORDERED ALPHABETICALLY BY AGENCY**

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Overall project classifications include colored squares identified for projects that are reported as at least 30.0 percent complete as of November 2023. No overall project classification is included for projects less than 30.0 percent complete.

(IN MILLIONS)								
AGENCY	PROJECT	NOTES	ORIGINAL BUDGET	CURRENT BUDGET	EXPENDITURE TO DATE	PERCENTAGE COMPLETE	ORIGINAL ESTIMATED DATES	CURRENT ESTIMATED DATES
<b>Health and Human Services Commission</b>	Provider Enrollment Management System (PEMS) Plus	Project exceeds original schedule by 62.0% and budget by 103.8%	\$10.6	\$21.5	\$8.7	41.0%	05/22 to 12/23	05/22 to 12/24
	Overall Performance –							
	Budget Performance –							
	Schedule Performance –							
	Scope Performance –							
	Quality Performance –							
<b>Health and Human Services Commission</b>	Regulatory Services Systems Modernization (RSSM) Phase IV - Protecting People in Regulated Facilities (PPRF)	Project exceeded original schedule by 61.0% and cost by 58.3%.	\$4.7	\$7.5	\$6.3	100.0%	09/18 to 08/21	09/18 to 06/23
	Overall Performance –							
	Budget Performance –							
	Schedule Performance –							
	Scope Performance –							
	Quality Performance –							
<b>Health and Human Services Commission</b>	Stabilize eDiscovery	Project exceeds original schedule by 16.7%.	\$7.7	\$1.4	\$0.3	78.0%	09/21 to 08/23	09/21 to 12/23
	Overall Performance –							
	Budget Performance –							
	Schedule Performance –							
	Scope Performance –							
	Quality Performance –							

**FIGURE 6  
HIGH-RISK PROJECTS AS DETERMINED BY QAT**

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Overall project classifications include colored squares identified for projects that are reported as at least 30.0 percent complete as of November 2023. No overall project classification is included for projects less than 30.0 percent complete.

(IN MILLIONS)								
AGENCY	PROJECT	NOTES	ORIGINAL BUDGET	CURRENT BUDGET	EXPENDITURE TO DATE	PERCENTAGE COMPLETE	ORIGINAL ESTIMATED DATES	CURRENT ESTIMATED DATES
<b>Health and Human Services Commission</b>	Vendor Drug Program (VDP) Pharmacy Benefit Services (PBS) Modernization	Project exceeds original schedule by 52.7%.	\$37.3	\$36.2	\$12.7	76.0%	09/19 to 08/22	09/19 to 03/24
Overall Performance –	Y							
Budget Performance –	G							
Schedule Performance –	Y							
Scope Performance –	G							
Quality Performance –	G							
<b>Health and Human Services Commission</b>	WebSphere and Application Security Modernization	Project exceeded original cost by 21.2%.	\$4.5	\$5.5	\$2.4	100.0%	09/21 to 08/23	09/21 to 08/23
Overall Performance –	Y							
Budget Performance –	G							
Schedule Performance –	G							
Scope Performance –	G							
Quality Performance –	G							
<b>Health and Human Services Commission</b>	WIC MOSAIC Enhancements Phase 3	Project exceeds original cost by 25.4%.	\$20.0	\$25.1	\$12.0	48.0%	09/21 to 08/23	01/22 to 03/24
Overall Performance –	Y							
Budget Performance –	G							
Schedule Performance –	R							
Scope Performance –	R							
Quality Performance –	G							

**FIGURE 6  
HIGH-RISK PROJECTS AS DETERMINED BY QAT**

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(IN MILLIONS)								
AGENCY	PROJECT	NOTES	ORIGINAL BUDGET	CURRENT BUDGET	EXPENDITURE TO DATE	PERCENTAGE COMPLETE	ORIGINAL ESTIMATED DATES	CURRENT ESTIMATED DATES
<b>Texas Workforce Commission</b>	Child Care Case Management	Project exceeds original schedule by 18.2%.	\$15.4	\$16.1	\$5.2	68.0%	09/21 to 08/23	09/21 to 01/24
Overall Performance –	Y							
Budget Performance –	G							
Schedule Performance –	Y							
Scope Performance –	G							
Quality Performance –	G							

SOURCE: Quality Assurance Team information from agency monitoring reports. Original costs and schedules are derived from agency business case submissions at the time of project approval.

**BEST PRACTICES TO BE CONSIDERED BY AGENCIES**

Texas Government Code, Section 2054.304, requires state agencies to consider incorporating applicable best practices into their major information resources project plans. Based on reviews of project performance outcomes from entities across the public sector and at the federal level, the QAT identified the following best practices that contribute to the success of state agency information systems:

- Divide large projects into smaller, more manageable projects with schedules of less than 28 months and budgets of less than \$10.0 million. For large legacy-replacement projects, consider strategies to migrate the legacy system incrementally, using a phased approach by gradually replacing specific pieces of functionality with new applications and services.
- Consider leveraging DIR’s Shared Technology Services Program for project delivery needs related to cloud, application development, maintenance, security, and other technology solutions. Participation in the STS program may enable an agency to meet evolving project needs, while minimizing risk and maintaining project and business continuity.
- Combine agile development with user-centered design to enable the development team continuously to iterate toward solving and meeting end users’ needs. A culture shift is required across the organization to successfully implement agile development;

- Build IT systems using loosely coupled parts, connected by open and available application programming interface (API) to enable flexible, sustainable systems that meet users' needs and cost less than traditional systems.
- Include security planning in the initiation phase of the project. Complete a security risk assessment for the project, include a secure code review and vulnerability testing, conduct a penetration test of the application, and remediate findings before moving to production. For cloud services, agencies are now required to ensure engaged vendors have obtained TX-RAMP certification prior to contract execution. For more information, contact the DIR TX-RAMP team at [tx-ramp@dir.texas.gov](mailto:tx-ramp@dir.texas.gov).
- Perform system categorization and determine the appropriate security control baselines for the information system based on confidentiality, integrity, and availability requirements.
- Consider agile procurement methodology.
- Assign a dedicated agency product owner to lead development efforts. The product owner is different from a project or program manager, who typically focuses on ensuring that the initiative runs well and delivers on time and within budget. Product ownership often is treated as "other duties as assigned," but it should be considered a full-time job that involves stage planning with users and stakeholders and refining any backlog, among other duties. The product owner should be empowered to make decisions based on feedback from stakeholders and users, business objectives, and priority of features to achieve the product vision.

The QAT identified strategies that agencies should use to ensure an appropriate methodology for project selection, control, and evaluation based on alignment with business goals and objectives. Figure 7 shows these strategies as of November 2023.

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**FIGURE 7**  
**STRATEGIES FOR AN APPROPRIATE PROJECT METHODOLOGY**  
**NOVEMBER 2023**

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|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>• Provide adequate time for project procurement activities.</li> <li>• Ensure requirements gathering has occurred prior to schedule and budget estimation, to ensure scope can accommodate the request.</li> <li>• Consider the allowable funding for a biennium when planning a project and contract.</li> <li>• Include employee benefit costs as part of full-time-equivalent position costs when reporting project costs in monitoring reports.</li> <li>• Consider accessibility requirements and standards in Texas Administrative Code, Title 1, Part 10, Chapter 213, Electronic and Information Resources, during software analysis, development, and testing.</li> <li>• Ensure all information provided to the QAT and stakeholders includes accurate, up to date information reflecting the project's performance. Reports often are submitted late and/or with inaccurate or inconsistent information.</li> </ul> | <ul style="list-style-type: none"> <li>• Conduct a thorough analysis of resource availability before submitting a project to agency management for approval. Failure to adhere to this practice can lead to unrealistic expectations.</li> <li>• Develop a repeatable and reliable method for delivery of information resources projects that solve business problems and deliver value to the state.</li> <li>• Implement a documented single reference source governing project management practices and project performance reporting.</li> <li>• Submit monitoring reports within 30 days after the end of each reporting period.</li> <li>• Review and update the project management policies/processes at least every two years to ensure the ability to achieve its strategic and business objectives.</li> </ul> |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

SOURCE: Quality Assurance Team.

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## **APPROACHES TO DETERMINING PROJECT CLASSIFICATION AS A MAJOR INFORMATION RESOURCES PROJECT**

Agencies often struggle with determining whether a project is subject to reporting as a major information resources project. The QAT has developed the following strategies to support agencies when planning new IT projects to ensure compliance with statutory requirements.

A major information resources project is identified in an agency's Biennial Operating Plan including application development costs with a total project cost of \$5.0 million or greater. A major information resources project can include (but is not limited to) projects with any of the following components:

- custom development of a new or replacement application;
- a SaaS/PaaS solution that must be customized to accommodate agency requirements;
- legacy data migration; and
- enhancements to an existing and operating application.

Total project costs are calculated using all costs associated with project implementation including:

- planning costs;
- staffing costs (staff augmentation and full-time equivalents, or full-time-equivalent positions);
- informational costs;
- hardware purchases;
- software purchases (including new licenses);
- contingency costs; and
- ancillary costs.

## **CONCLUSION**

Agencies retain the ultimate responsibility for project management and success. The QAT seeks to increase transparency and provide guidance to agencies executing major information resources projects. To this end, the QAT provides recommendations to enhance an agency's ability to satisfy commitments made to state leadership. Although multiple factors contribute to a successful project, one key factor that automatically increases the risk of failure for major state technology projects is the project size.

Other factors noted for project success are those that provide adequate time for procurement activities, aligning scope with approved budgets, ensuring cost and schedule estimates are accurate, and deferring new requirements until a later phase or until a new project can be initiated. The QAT will continue to collaborate with agencies and state leadership to execute effective project oversight projects.



# APPENDIX A

## MAJOR INFORMATION RESOURCES PROJECTS REPORTED TO THE QUALITY ASSURANCE TEAM ORDERED ALPHABETICALLY BY AGENCY

Data is self-reported by the agencies. Original budgets do not include operational costs after implementation. Expenditures to date are actual expenditures and do not include agency obligation costs. Individual performance metric (Budget, Schedule, Scope, Quality) color coding is defined on pages 10 and 11 of the report.

Overall project classifications include colored squares identified for projects that are reported as at least 30.0 percent complete as of November 2023. No overall project classification is included for projects less than 30.0 percent complete.

AGENCY	PROJECT	NOTES	(IN MILLIONS)				PERCENTAGE COMPLETE	ORIGINAL ESTIMATED DATES	CURRENT ESTIMATED DATES
			ORIGINAL BUDGET	CURRENT BUDGET	EXPENDITURE TO DATE				
<b>Comptroller of Public Accounts</b>	Centralized Accounting Payroll and Personnel System (CAPPS)		\$8.2	\$8.2	\$7.4	100.0%	09/21 to 10/22	09/21 to 10/22	
Overall Performance –	G								
Budget Performance –	G								
Schedule Performance –	G								
Scope Performance –	G								
Quality Performance –	G								
<b>Comptroller of Public Accounts</b>	CAPPS Financials Agency Deployment FY23		\$8.8	\$9.6	\$9.0	98.0%	09/22 to 10/23	09/22 to 10/23	
Overall Performance –	G								
Budget Performance –	G								
Schedule Performance –	G								
Scope Performance –	G								
Quality Performance –	G								
<b>Comptroller of Public Accounts</b>	CAPPS HR/Payroll – Agency Deployment FY23 Project	Project exceeded original schedule by 20.5%.	\$7.4	\$5.1	\$5.1	100.0%	9/22 to 6/23	9/22 to 8/23	
Overall Performance –	Y								
Budget Performance –	G								
Schedule Performance –	G								
Scope Performance –	G								
Quality Performance –	G								
<b>Department of State Health Services</b>	COVID-19 Case Management and Investigation System	Project exceeds original schedule by 69.0%.	\$21.5	\$21.5	\$0.7	63.0%	10/21 to 07/23	10/21 to 10/24	
Overall Performance –	R								
Budget Performance –	G								
Schedule Performance –	R								
Scope Performance –	G								
Quality Performance –	G								

**MAJOR INFORMATION RESOURCES PROJECTS REPORTED TO THE QUALITY ASSURANCE TEAM  
ORDERED ALPHABETICALLY BY AGENCY**

Data is self-reported by the agencies. Original budgets do not include operational costs after implementation. Expenditures to date are actual expenditures and do not include agency obligation costs. Individual performance metric (Budget, Schedule, Scope, Quality) color coding is defined on pages 10 and 11 of the report.

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AGENCY	PROJECT	NOTES	(IN MILLIONS)				PERCENTAGE COMPLETE	ORIGINAL ESTIMATED DATES	CURRENT ESTIMATED DATES
			ORIGINAL BUDGET	CURRENT BUDGET	EXPENDITURE TO DATE				
<b>Department of State Health Services (DSHS)</b>	DSHS Website Content Management System (WCMS) Upgrade	Project exceeded original schedule by 10.3% and cost by 79.4%.	\$6.5	\$11.6	\$10.5	100.0%	08/20 to 12/22	08/20 to 03/23	
Overall Performance –	R								
Budget Performance –	G								
Schedule Performance	G								
Scope Performance –	Y								
Quality Performance –	G								
<b>Department of State Health Services</b>	Electronic Ordering and Reporting (EOR)	Project exceeds original schedule by 98.5% and cost by 58.7%.	\$4.0	\$6.3	\$0.7	50.0%	09/20 to 08/22	09/20 to 07/24	
Overall Performance –	R								
Budget Performance –	G								
Schedule Performance	R								
Scope Performance –	G								
Quality Performance –	G								
<b>Department of State Health Services</b>	Emergency Medical Services and Trauma Registry System Enhancements	Project exceeds original schedule by 26.8% and cost by 17.3%.	\$6.4	\$7.5	\$2.7	77.0%	06/22 to 08/23	06/22 to 12/23	
Overall Performance –	R								
Budget Performance –	G								
Schedule Performance	G								
Scope Performance –	G								
Quality Performance –	R								
<b>Department of State Health Services</b>	ImmTrac2 Modernization		\$14.4	\$14.6	\$5.6	57.0%	04/22 to 06/24	04/22 to 06/24	
Overall Performance –	G								
Budget Performance –	G								
Schedule Performance	G								
Scope Performance –	G								
Quality Performance –	G								

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<b>Department of State Health Services</b>	Inventory Tracking Electronic Asset Management System (ITEAMS) Replacement	Project exceeded original schedule by 24.9%.	\$14.4	\$5.6	\$5.0	100.0%	9/19 to 3/22	09/19 to 10/22
Overall Performance –	Y							
Budget Performance –	G							
Schedule Performance	G							
Scope Performance –	G							
Quality Performance –	Y							
<b>Department of State Health Services</b>	NEDSS Interoperability and Functionality Improvements (NIFI)		\$21.0	\$21.7	\$19.6	100.0%	09/21 to 07/23	09/21 to 07/23
Overall Performance –	G							
Budget Performance –	G							
Schedule Performance	G							
Scope Performance –	G							
Quality Performance –	G							
<b>Department of State Health Services</b>	NEDDS Interoperability and Functionality Improvements (NIFI) Phase 3		\$15.8	\$15.8	\$2.8	36.0%	02/23 to 07/24	02/23 to 07/24
Overall Performance –	G							
Budget Performance –	G							
Schedule Performance	G							
Scope Performance –	G							
Quality Performance –	G							
<b>Department of State Health Services</b>	Public Health Data Sharing (PHDS)	Project exceeded original cost by 57.0%.	\$12.3	\$19.4	\$16.0	100.0%	05/21 to 08/23	05/21 to 08/23
Overall Performance –	Y							
Budget Performance –	G							
Schedule Performance	G							
Scope Performance –	G							
Quality Performance –	G							

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<b>Department of State Health Services</b>	State Health Analytics and Reporting Platform (SHARP)	Project exceeded original schedule by 19.2%.	\$10.7	\$10.7	\$5.1	100.0%	05/21 to 08/22	05/21 to 11/22	
Overall Performance –	Y								
Budget Performance –	G								
Schedule Performance	G								
Scope Performance –	Y								
Quality Performance –	Y								
<b>Department of State Health Services</b>	STD/TB/HIV/AIDS Reporting and Response System (STHARRS)	Project exceeds its original schedule and its original cost by 23.8%.	\$12.5	\$15.4	\$4.9	62.0%	10/21 to 12/23	10/21 to 08/24	
Overall Performance –	G								
Budget Performance –	G								
Schedule Performance	R								
Scope Performance –	G								
Quality Performance –	G								
<b>Department of State Health Services</b>	Texas Healthcare Safety Network (HSN) Replacement	Project exceeded original schedule by 45.8%.	\$8.5	\$7.2	\$4.6	100.0%	09/20 to 08/22	09/20 to 07/23	
Overall Performance –	Y								
Budget Performance –	G								
Schedule Performance	G								
Scope Performance –	G								
Quality Performance –	G								
<b>Department of State Health Services</b>	Upgrade Laboratory Information Management System (LIMS)	Project exceeded original schedule by 108.2%.	\$6.8	\$5.5	\$4.3	98.0%	09/19 to 08/21	09/19 to 10/23	
Overall Performance –	R								
Budget Performance –	G								
Schedule Performance	G								
Scope Performance –	G								
Quality Performance –	G								

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<b>Department of State Health Services</b>	Vaccine Allocation and Ordering System	Project exceeded original schedule by 169.0% and cost by 249.6%.	\$6.4	\$22.3	\$19.3	100.0%	06/20 to 08/21	06/20 to 08/23
Overall Performance –	R							
Budget Performance –	G							
Schedule Performance	G							
Scope Performance –	R							
Quality Performance –	G							
<b>Health and Human Services Commission</b>	Application Remediation for Data Center Consolidation FY22–23		\$1.0	\$1.0	\$0.7	100.0%	09/21 to 02/23	09/21 to 02/23
Overall Performance –	G							
Budget Performance –	G							
Schedule Performance	G							
Scope Performance –	G							
Quality Performance –	G							
<b>Health and Human Services Commission</b>	CAPPS Financials Consolidated Application Control Environment (CACE) Remediation for Hub Agencies	Project exceeds original schedule by 66.9% and cost by 262.2%.	\$5.9	\$21.4	\$4.4	55.0%	09/21 to 08/23	09/21 to 12/24
Overall Performance –	R							
Budget Performance –	G							
Schedule Performance	G							
Scope Performance –	R							
Quality Performance –	G							
<b>Health and Human Services Commission</b>	CAPPS Human Capital Management (HCM) Consolidated Application Control Environment (CACE) Compliance	Project exceeds original schedule by 66.9% and cost by 89.2%.	\$8.3	\$15.7	\$5.5	56.0%	09/21 to 08/23	09/21 to 12/24
Overall Performance –	R							
Budget Performance –	G							
Schedule Performance	G							
Scope Performance –	R							
Quality Performance –	G							

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<b>Health and Human Services Commission</b>	Enterprise Data Governance (EDG) – Enterprise Information Management (EIM)	Project exceeded original cost by 19.2%.	\$6.5	\$7.7	\$3.4	100.0%	04/22 to 08/23	04/22 to 08/23	
Overall Performance –	Y								
Budget Performance –	G								
Schedule Performance	G								
Scope Performance –	G								
Quality Performance –	G								
<b>Health and Human Services Commission</b>	Enterprise Identity and Access Management Solution (IAM)	Project exceeds original schedule by 15.9%.	\$35.3	\$37.5	\$27.0	74.0%	08/21 to 07/23	08/21 to 11/23	
Overall Performance –	Y								
Budget Performance –	G								
Schedule Performance	Y								
Scope Performance –	G								
Quality Performance –	G								
<b>Health and Human Services Commission</b>	EVV Home Health Care Services Expansion	Project exceeded original schedule by 62.1%.	\$5.0	\$5.2	\$1.5	88.0%	09/21 to 01/23	09/21 to 10/23	
Overall Performance –	Y								
Budget Performance –	G								
Schedule Performance	G								
Scope Performance –	G								
Quality Performance –	G								
<b>Health and Human Services Commission</b>	Foster Care Litigation and Community Living Assistance and Support Services (CLASS) Stabilization	Project exceeded original schedule by 47.4% and cost by 243.4%.	\$5.3	\$18.4	\$9.4	97.0%	08/20 to 08/22	10/20 to 10/23	
Overall Performance –	R								
Budget Performance –	G								
Schedule Performance	G								
Scope Performance –	G								
Quality Performance –	G								

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<b>Health and Human Services Commission</b>	Medicaid Fraud and Abuse Detection System (MFADS) Enhancement Project		\$5.0	\$5.0	\$3.1	100.0%	09/21 to 08/23	09/21 to 08/23	
Overall Performance –	G								
Budget Performance –	G								
Schedule Performance	G								
Scope Performance –	G								
Quality Performance –	G								
<b>Health and Human Services Commission</b>	MES Claims Processing, Adjudication, and Financial Services		\$107.7	\$107.7	\$0.0	38.0%	12/22 to 01/25	12/22 to 01/25	
Overall Performance –	G								
Budget Performance –	G								
Schedule Performance	G								
Scope Performance –	G								
Quality Performance –	G								
<b>Health and Human Services Commission</b>	MMIS-Medicaid Advanced Analytics Transformation (MAAT)	Project exceeded original schedule by 32.4%.	\$7.3	\$6.0	\$3.2	100.0%	12/21 to 03/23	12/21 to 08/23	
Overall Performance –	Y								
Budget Performance –	G								
Schedule Performance	G								
Scope Performance –	G								
Quality Performance –	G								
<b>Health and Human Services Commission</b>	Performance Management and Analytics System (PMAS) FY 22-23		\$8.9	\$8.9	\$6.4	100.0%	09/21 to 08/23	09/21 to 08/23	
Overall Performance –	G								
Budget Performance –	G								
Schedule Performance	G								
Scope Performance –	G								
Quality Performance –	G								

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<b>Health and Human Services Commission</b>	Provider Enrollment Management System (PEMS) Plus	Project exceeds original schedule by 62.0% and budget by 103.8%.	\$10.6	\$21.5	\$8.7	41.0%	05/22 to 12/23	05/22 to 12/24
Overall Performance –	R							
Budget Performance –	R							
Schedule Performance	R							
Scope Performance –	G							
Quality Performance –	G							
<b>Health and Human Services Commission</b>	Provider Management and Enrollment System (PMES)	Project exceeded original schedule by 143.6% and cost by 29.2%.	\$20.5	\$26.5	\$18.0	100.0%	12/18 to 07/20	12/18 to 10/22
Overall Performance –	R							
Budget Performance –	G							
Schedule Performance	G							
Scope Performance –	G							
Quality Performance –	R							
<b>Health and Human Services Commission</b>	Regulatory Services Systems Modernization (RSSM) Phase IV - Protecting People in Regulated Facilities (PPRF)	Project exceeded original schedule by 61.1% and cost by 58.3%.	\$4.7	\$7.5	\$6.3	100.0%	09/18 to 08/21	09/18 to 06/23
Overall Performance –	R							
Budget Performance –	G							
Schedule Performance	G							
Scope Performance –	G							
Quality Performance –	R							
<b>Health and Human Services Commission</b>	Search Texas Childcare and Licensing Automation Support System (CLASS)		\$10.6	\$10.6	\$2.3	69.0%	08/22 to 02/24	09/22 to 03/24
Overall Performance –	G							
Budget Performance –	G							
Schedule Performance	G							
Scope Performance –	G							
Quality Performance –	G							



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<b>Health and Human Services Commission</b>	Stabilize eDiscovery	Project exceeds original schedule by 16.7%.	\$7.7	\$1.4	\$0.3	78.0%	09/21 to 08/23	09/21 to 12/23	
Overall Performance –	Y								
Budget Performance –	G								
Schedule Performance	G								
Scope Performance –	G								
Quality Performance –	G								
<b>Health and Human Services Commission</b>	System Changes to IDD Carve-In-Long-Term Care Systems Enhancements		\$15.5	\$15.5	\$11.9	100.0%	01/22 to 07/23	01/22 to 07/23	
Overall Performance –	G								
Budget Performance –	G								
Schedule Performance	G								
Scope Performance –	G								
Quality Performance –	G								
<b>Health and Human Services Commission</b>	System Changes to IDD Carve-In-STAR+PLUS Pilot Program	Project cancelled due to 88th Legislature decision to discontinue funding.	\$21.7	\$9.8	\$5.2	100.0%	01/22 to 08/23	01/22 to 08/23	
Overall Performance –	G								
Budget Performance –	G								
Schedule Performance	G								
Scope Performance –	G								
Quality Performance –	G								
<b>Health and Human Services Commission</b>	Vendor Drug Program Pharmacy Benefit Services Modernization	Project exceeds original schedule by 52.7%.	\$37.3	\$36.2	\$12.7	76.0%	09/19 to 08/22	09/19 to 03/24	
Overall Performance –	Y								
Budget Performance –	G								
Schedule Performance	Y								
Scope Performance –	G								
Quality Performance –	G								

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<b>Health and Human Services Commission</b>	WebSphere and Application Security Modernization	Project exceeded original cost by 21.2%.	\$5.5	\$5.5	\$2.4	100.0%	09/21 to 08/23	09/21 to 08/23
Overall Performance –	Y							
Budget Performance –	G							
Schedule Performance	G							
Scope Performance –	G							
Quality Performance –	G							
<b>Health and Human Services Commission</b>	Women, Infants and Children (WIC) MOSAIC	Project exceeded original schedule by 47.0%.	\$43.0	\$31.4	\$31.0	100.0%	09/19 to 09/21	02/20 to 02/23
Overall Performance –	Y							
Budget Performance –	G							
Schedule Performance	G							
Scope Performance –	G							
Quality Performance –	G							
<b>Health and Human Services Commission</b>	WIC MOSAIC Enhancements Phase 3	Project exceeds original cost by 25.4%.	\$20.0	\$25.1	\$12.0	48.0%	09/21 to 08/23	01/22 to 03/24
Overall Performance –	Y							
Budget Performance –	G							
Schedule Performance	R							
Scope Performance –	R							
Quality Performance –	G							
<b>Office of Attorney General</b>	Child Support IT System Modernization Project, Phase 2	Project exceeded original cost by 43.7%.	\$26.6	\$39.8	\$39.8	100.0%	09/21 to 08/23	09/21 to 08/23
Overall Performance –	Y							
Budget Performance –	G							
Schedule Performance	G							
Scope Performance –	G							
Quality Performance –	G							

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<b>Office of Court Administration</b>	eFile Texas 2.0	Project exceeds original schedule by 180.0% and cost by 341.7%.	\$22.2	\$98.0	\$18.4	85.0%	12/19 to 09/21	09/19 to 08/24	
Overall Performance –	R								
Budget Performance –	G								
Schedule Performance	G								
Scope Performance –	G								
Quality Performance –	G								
<b>Office of Court Administration (OCA)</b>	OCA Uniform Case Management System	Project exceeded original schedule by 63.9%.	\$41.0	\$41.0	\$11.9	100.0%	11/20 to 07/22	11/20 to 08/23	
Overall Performance –	Y								
Budget Performance –	G								
Schedule Performance	G								
Scope Performance –	G								
Quality Performance –	G								
<b>Texas Department of Criminal Justice</b>	Corrections Information Technology System	Project exceeds original schedule by 36.6%.	\$44.5	\$30.5	\$12.4	40.0%	08/19 to 08/23	12/21 to 08/24	
Overall Performance –	Y								
Budget Performance –	G								
Schedule Performance	R								
Scope Performance –	G								
Quality Performance –	Y								
<b>Texas Department of Transportation</b>	Modernize Portfolio and Project Management (MPPM II)	Project exceeded original schedule by 112.8% and cost by 74.2%.	\$125.4	\$218.5	\$185.5	100.0%	08/16 to 08/19	08/16 to 02/23	
Overall Performance –	R								
Budget Performance –	G								
Schedule Performance	G								
Scope Performance –	G								
Quality Performance –	Y								

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<b>Texas Railroad Commission</b>	Mainframe Transformation Phase II	Project exceeded original schedule by 25.0%.	\$42.4	\$42.4	\$29.2	92.9%	09/21 to 08/23	09/21 to 02/24	
Overall Performance –	Y								
Budget Performance –	G								
Schedule Performance	Y								
Scope Performance –	G								
Quality Performance –	G								
<b>Texas Workforce Commission</b>	Child Care Case Management	Project exceeds original schedule by 18.2%.	\$15.4	\$16.1	\$5.2	68.0%	09/21 to 08/23	09/21 to 01/24	
Overall Performance –	Y								
Budget Performance –	G								
Schedule Performance	Y								
Scope Performance –	G								
Quality Performance –	G								
<b>Texas Workforce Commission</b>	Unemployment Insurance System Replacement	Project exceeds original cost by 14.3%.	\$66.5	\$76.1	\$27.1	63.0%	09/19 to 12/23	09/19 to 03/24	
Overall Performance –	Y								
Budget Performance –	G								
Schedule Performance	Y								
Scope Performance –	G								
Quality Performance –	G								
<b>Texas Workforce Commission</b>	Vocational Rehabilitation Replacement		\$25.0	\$15.6	\$4.5	100.0%	09/21 to 12/24	09/21 to 08/23	
Overall Performance –	G								
Budget Performance –	G								
Schedule Performance	G								
Scope Performance –	G								
Quality Performance –	G								

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<b>Texas Workforce Commission</b>	Workforce Case Management		\$24.7	\$13.8	\$8.9	83.0%	09/19 to 08/25	09/19 to 01/24
Overall Performance –		G						
Budget Performance –		G						
Schedule Performance		G						
Scope Performance –		G						
Quality Performance –		G						

SOURCE: Quality Assurance Team information from agency monitoring reports. Original costs and schedules are derived from agency business case submissions at the time of project approval.

**CONTACT**

An electronic version of this report is available at [qat.dir.texas.gov/pubs.htm](http://qat.dir.texas.gov/pubs.htm). If you have any questions, please contact Brian Bowser of the Comptroller of Public Accounts at (512) 463-1138, Heather Hardy of the Department of Information Resources at (512) 500-9672, Richard Corbell of the Legislative Budget Board at (512) 463-1200, or Michael Clayton of the State Auditor’s Office at (512) 936-9500.