

Department of Health and Human Services



Centers for Medicare & Medicaid Services

CMS Expedited Life Cycle Process: Detailed Description

Version 2.10

August 10, 2012

Record of Changes

#	Date	Reference	A=Add M=Modify D=Delete	Description of Change	CR#	
1	August 25, 2011	All	А	Initial Working Draft	NA	
2	January 27, 2012	Complexity Focus Group	М	Section 2, Project Complexity Description	NA	
3	March 05, 2012	Governance Team Review	A, M	 Section 1 edits for clarity, added Section 1.4 on starting a project Section 2 and Section 6, removed references to Cost Estimation Tool (CET) Section 5 alignment and consistency changes, consolidated artifacts definition, removed references to core and recommended artifacts. Revised graphics for Figures 1-3, updated Figure 9 for consistency Revised Section 6, Appendix, to align with Section 5 updates 	NA	
4	March 13, 2012	Governance Team Review	М	 Updated Figures 3, 6-13 Updated Security Artifacts life cycle in Figure 9 and Sections 5 & 6 	NA	
5	March 14, 2012	CMS	М	Changed Table/Figure captions and references to them. Added List of Tables in TOC.		
6	March 21, 2012	Governance Team Review	1		NA	
7	March 28, 2012	Governance Team Review	М	Modified Figure 3 to correct IAT definition to Independent Assessment Team Replaced Figure 5 with new Starting a Project graphic and revised accompanying text.	N/A	
8	April 5, 2012	CMS	М	Promoted Detailed Design Review to governance review for Complexity Level 3 Removal of Project Startup Review	2012- 01 2012- 02	
9	April 16, 2012	Governance Team Review	М	Revised Figure 2: Expedited Life Cycle Process Flow, for improved 508 compliance, inclusion of the initial idea presentation	NA	
10	May 3, 2012	Governance Team Review	М	Revised Guidance Officer definition in Section 4	NA	
11	May 16, 2012	Governance Team Review	М	Revised Section 4, XLC Roles, to include Investment Owner	N/A	
12	May 30, 2012	MITRE	А	Editing and 508 compliance	N/A	

#	Date	Reference	A=Add M=Modify D=Delete	Description of Change	CR#
13	August 10, 2012	CMS	М	Removed incorrect references to federally owned systems in Section 5.	N/A

Table of Contents

1.	CM	S Expedited Life Cycle Introduction	1
	1.1 1.2 1.3 1.4	High-Level Process Overview	2 4
2.	Syst	tem Development XLC Options	7
	2.1	Project Complexity Categories	7
		2.1.1 Complexity Level 3 Projects	
		2.1.2 Complexity Level 2 Projects	8
		2.1.3 Complexity Level 1 Project	
	2.2	Completing the Goals of the Project Complexity Assessment	8
3.	XL	C Risk Considerations	12
4.	XL	C Roles	14
5.	The	XLC Phases, Reviews, and Artifacts	17
	5.1	XLC Phase – Initiation, Concept, and Planning	22
		5.1.1 Architecture Review (AR)	
		5.1.2 Investment Selection Review (ISR)	
	5.2	XLC Phase – Requirements Analysis and Design	
		5.2.1 Requirements Review (RR)	
		5.2.2 Preliminary Design Review (PDR)	
	<i>5</i> 2	5.2.3 Detailed Design Review (DDR)	
	5.3	XLC Phase – Development and Test	
	5 A	5.3.1 Environment Readiness Review (ERR)	
	5.4	5.4.1 Operational Readiness Review (ORR)	
	5.5	XLC Phase – Operations and Maintenance	
	5.5	5.5.1 Post-Implementation Review (PIR)	
		5.5.2 Annual Operational Assessment (AOA)	
		5.5.3 Disposition Review (DR)	
6.	Apr	oendix	34
	6.1	Sample Complexity Level 3 Project Reviews and Artifacts	
	6.2	Sample Complexity Level 2 Project Reviews and Artifacts	
	6.3	Sample Complexity Level 1 Project Reviews and Artifacts	

List of Figures

Figure 1.	Five Key Activities
Figure 2.	Expedited Life Cycle Process Flow
Figure 3.	Expedited Life Cycle Model
Figure 4.	Complexity Level 1, 2, and 3 Project Process Agreement Samples 5
Figure 5.	Starting an XLC Project
	List of Tables
Table 1.	Table for Rating Project Characteristics to Determine Overall Project Complexity 9
	Decision Tree for Overall Project Complexity Determination
Table 3.	Risk of Waiving a Review
Table 4.	CMS XLC Artifacts by Phase
Table 5.	Risks to Address at the Project Baseline Review
Table 6.	Reviews for a Complexity Level 3 Project
Table 7.	Reviews for a Complexity Level 2 Project
Table 8.	Reviews for a Complexity Level 1 Project

1. CMS Expedited Life Cycle Introduction

The Centers for Medicare & Medicaid Services (CMS) is committed to strengthening its systems development life-cycle processes. Given the need to respond quickly to business demands, CMS created a streamlined model to guide and coordinate information technology (IT) projects, called the CMS Expedited Life Cycle (XLC).

The XLC offers a simplified, consistent IT oversight framework to assist:

- IT project managers
- Business owners
- Critical partners
- Other stakeholders

The XLC includes three project complexity levels to help teams identify which artifacts and reviews are needed for their projects. The primary purpose of these options is to balance speed and oversight appropriately with the complexity and risk associated with a particular IT project.

1.1 High-Level Process Overview

Five key activities bridge the project phases. Typically, once the idea has been defined, the project is reviewed for architectural compliance and IT investment. Once approved, the project team completes each life cycle phase with ongoing involvement from appropriate stakeholders. This includes involvement from the:

- Project team
- Governance boards
- Business owners
- CMS Office of Information Services (OIS)
- Leadership

Figure 1 depicts the key, high-level activities associated with the development life cycle of a typical project. Each high-level activity has specific work associated with it and involves different stakeholders:

Activity 1: Staff Work

The project team defines the idea and creates the preliminary set of documentation, starting with the IT Intake Request Form. This documentation articulates the business need, scope, and high-level architecture.

• Activity 2: Reviews

Activity 2 involves a Business Architecture and Technology Solutions (BATS) Board review to institutionalize governance of the shared services approach through initial needs assessments and architecture reviews. This constitutes the first XLC review, the Architecture Review (AR). The BATS Board also works with the project team to determine the project's level of complexity and subsequently assign an XLC option. The BATS Board may delegate the AR to the Technical Review Board (TRB).

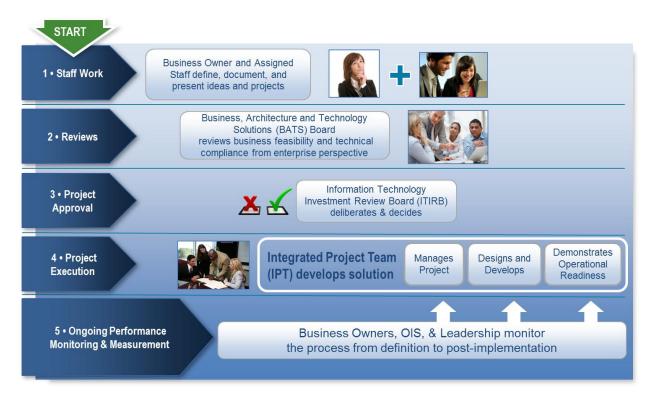


Figure 1. Five Key Activities

Activity 3: Project Approval

An approval from BATS Board kicks off Activity 3, which culminates with an IT Investment Review Board (ITIRB) review that focuses on strategic, enterprise-level shared solutions. This constitutes the second XLC review, the Investment Selection Review (ISR).

• Activity 4: Project Execution

The ITIRB approval marks the start of Activity 4, which constitutes the project execution and any reviews appropriate for that project, depending on the complexity level of that project.

• Activity 5: Ongoing Performance Monitoring & Measurement Activity 5 is the ongoing performance monitoring throughout the process.

1.2 Expedited Life Cycle Model

The XLC model provides a streamlined approach to project oversight and execution. It is the next generation of project life cycle processes with a flexible approach to project execution and governance, using a level of governance directly associated with each project's complexity. This model promotes agility, effective project review, and establishing appropriate oversight early in the process, increasing predictability and efficiency.

Figure 2 depicts the process flow of the five XLC key activities.

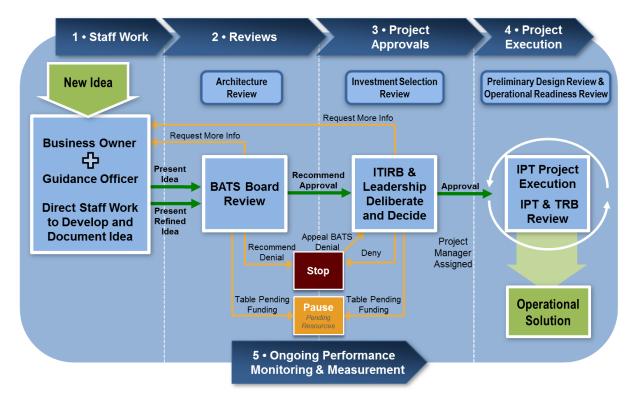


Figure 2. Expedited Life Cycle Process Flow

Figure 3 Figure 3. Expedited Life Cycle Modelshows how the XLC provides three tailored options for projects to adopt, depending on the project's level of complexity.

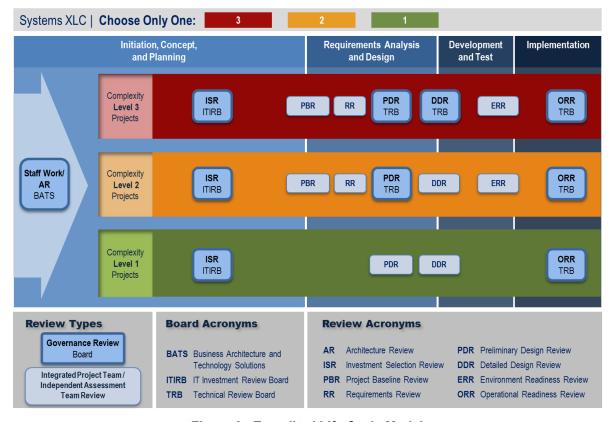


Figure 3. Expedited Life Cycle Model

Each complexity level includes two types of reviews:

- Governance Board Reviews: Scheduled with the appropriate CMS governance bodies and conducted with all relevant stakeholders. There are three or more governance board reviews, depending on the project's complexity level.
- Integrated Project Team (IPT)/Independent Assessment Team (IAT) Reviews: Conducted by the IPT/IAT with relevant stakeholders and guided by project complexity. The IPT may engage members of the governance boards for these reviews.

Each review provides the opportunity to assess project work to date, identify any potential issues, and ultimately approve the project to continue with the next phase of the life cycle. Each decision is based on a review of the artifacts associated with that particular review. Section 2 provides a high-level description of each tailored XLC option and associated review. Section 5 provides a detailed description of each XLC review and associated artifacts.

It is unlikely that any project will be required to produce every single artifact. **Table 4** outlines when the different artifacts should be started and completed. For artifacts spanning multiple phases, it is expected that updates to the preliminary artifact will be delivered and reviewed at the applicable reviews.

1.3 Project Process Agreement (PPA)

The PPA is a key XLC artifact that sets expectation and increases overall project predictability. It is a written agreement between the key stakeholders that establishes a common understanding of which reviews will be conducted for the project, which artifacts are appropriate, and which tests are necessary based on the project's complexity level as determined by the Business Owner.

Each PPA contains a complexity worksheet, a list of artifacts, a list of reviews, a list of tests, and a signature sheet. An Excel-based tool is used to create the PPA and as each tab is completed, the signature sheet is populated with the selected items from each list. The Division of IT Governance (DITG) approves the PPA before it is baselined and presented at the Investment Selection Review (ISR). DITG-assigned Project Consultants can approve a PPA, or a draft of the PPA can be sent to the DITG mailbox, IT Governance@CMS.hhs.gov, for review and approval.

The approved PPA can be provided to a contractor as part of a request for proposal. As a proposal input, the PPA helps scope the expected work and time-frame for completion.

The PPA is a prediction based on the best knowledge available at the time. As a project's design and implementation details are discovered and refined, the project team may learn that the PPA needs to be updated. For example, a commercial off-the-shelf (COTS) product may not perform as expected and unforeseen development may be required. This unanticipated development may change a project's complexity level and, as a result, may require that the number and type of reviews, associated artifacts, and tests have to be updated.

Sometimes these changes are identified at an early Governance review. Whenever such changes are identified, the PPA should be updated to reflect the implications of a more complete understanding of the solution. Changing the PPA baseline ensures that cost, schedule, technical, and risk baselines are synchronously updated. Updated signatures show that the key stakeholders understand the implications of this new information and that they agree with the revised and newly baselined plan.

The Excel-based PPA uses color codes to provide a visual summary of expected work.

Color Codes:

- For each project, relevant artifacts, reviews, and tests to be performed are highlighted in green.
- When the decision is made for a project to combine artifacts, reviews, or tests, these items are highlighted in yellow.
- Items that are waived for a project because they are not applicable to a solution are highlighted in pink.

Figure 4 shows samples of Complexity Level 1, 2, and 3 signature sheets. Comparing the samples shows how stakeholders could agree upon relevant artifacts, reviews, and tests based on the chosen XLC option. Section 2 describes these options and complexity levels in detail.

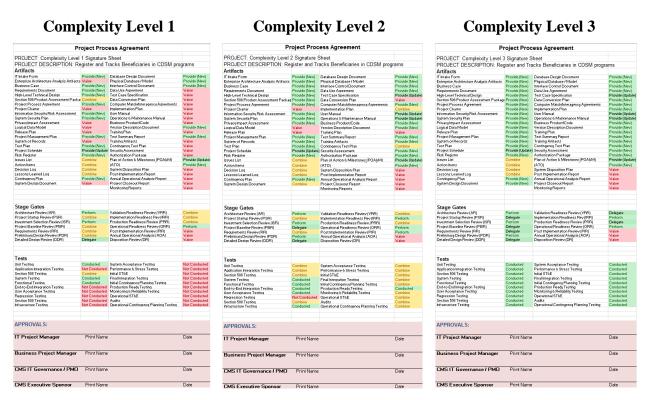


Figure 4. Complexity Level 1, 2, and 3 Project Process Agreement Samples

1.4 Starting an XLC Project

Figure 5 shows the three-step process for getting an IT project approved.

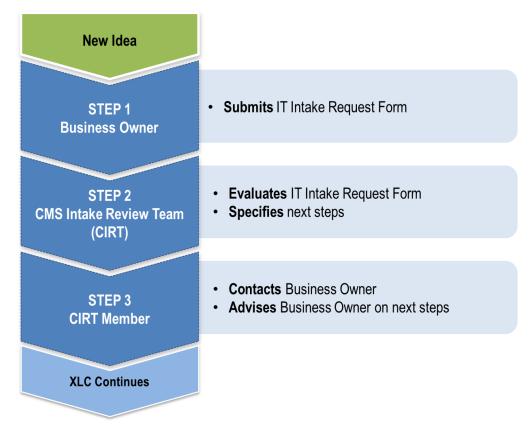


Figure 5. Starting an XLC Project

- **Step 1:** Starting a project begins with an idea. If the idea is likely to involve information technology, then the Business Owner (BO) drafts and submits an IT Intake Request Form. This short form (roughly a page), which can be in a preliminary form, notifies OIS that a BO may need some help.
- Step 2: The Chief Information Officer's (CIO) Intake Review Team (CIRT) evaluates the IT Intake Request Form. The CIRT specifies next steps and recommends assignment of a CIRT Member to help the BO navigate the startup process.
- Step 3: The assigned CIRT member contacts and works with the BO to initiate the project. Tasks performed at this stage may include assessing project complexity and risk, developing the Project Process Agreement, and developing Enterprise Architecture Analysis artifacts as needed.

2. System Development XLC Options

The XLC provides business owners and IT project managers three tailored XLC oversight levels to manage a project. Each project evaluates the risks of the development effort and assesses its project complexity. Determining complexity level guides a project in the identification of:

- 1. Reviews needed and those that may be combined or waived
- 2. Artifacts needed and those that may be combined or waived
- 3. Tests needed and those that may be combined or not conducted

These results help you understand the scope of work required for a project and support the development of a project plan, including schedule and rough order of magnitude (ROM) costs.

Determining complexity requires some insight into the systems development process. As a project starts, the CIRT assesses the project's experience with the XLC. As needed, the CIRT identifies resources, such as a Guidance Officer (GO), to provide advice and process guidance. The GO has experience with systems development and applies that domain knowledge when working closely with the business owner to jointly assess a project's complexity. Part of this assessment may involve analysis and terminology that is unique to the IT domain. The GO works with the business owner to leverage the proven advantages of applying the Systems Engineering standard covering processes and life cycle to ensure efficient, successful delivery of desired capability.

2.1 Project Complexity Categories

CMS defined three Project Complexity Levels with the following characteristics:

2.1.1 Complexity Level 3 Projects

A Complexity Level 3 project is defined as either of the following:

- A project that requires a new, one-of-a-kind design and development effort to support an enterprise, center, or department-specific IT solution
- A project for a system that has or will have significant security and risk implications.

This could be an initial, major development, modernization, or enhancement effort and requires project teams to document detailed requirements, design, and technical solution specifications. Examples include:

- Implementing COTS software and/or hardware and integrating within existing systems/ environment
- Developing new code on a new or existing system
- Creating a new shared service.

Due to the unique challenges in delivering a Complexity Level 3 solution, more stage gate reviews or checkpoints are needed to ensure that these projects remain on track.

2.1.2 Complexity Level 2 Projects

A Complexity Level 2 project is defined as either of the following:

- A project that requires an isolated change with minimal impact to existing systems/ environments and does not significantly affect the state of any security controls or requirements
- A project that requires minor changes to one or more systems/environments that are
 incremental to the initial build, with limited impact, and do not significantly affect the
 state of any security controls or requirements.

Examples include:

- Implementing COTS software and/or hardware with no integration required
- Making minor changes to hardware capacity, adding storage, etc.

There is less risk and, in some ways, less work required to deliver a Complexity Level 2 solution, although some oversight is still warranted at key decision points. Several stage gate reviews or checkpoints are needed, but not as many as are needed to manage a Complexity Level 3 effort.

2.1.3 Complexity Level 1 Project

A Complexity Level 1 project is defined as a project that requires minor changes to existing services, systems, and/or environments and does not affect the state of any security controls or requirements. Examples include:

- Using existing shared services
- Implementing incremental data and configuration changes (providing that information is not repurposed and no security related configuration parameters are changed).

The least risky solutions usually involve repackaging proven capability in straightforward, proven ways. For Complexity Level 1 projects, since existing components have already navigated the XLC, relatively few stage gate reviews or checkpoints are needed to keep the project on track. **Note:** Using existing components that are approved for a lower security level than that required for the system is not permitted.

2.2 Completing the Goals of the Project Complexity Assessment

Completing a project complexity analysis leverages expertise from both the business owner and the GO. It facilitates early planning by right-sizing the life cycle to meet the project's unique needs. This ensures sufficient reviews to manage known risk and identifies needed artifacts to communicate design and development decisions among stakeholders. The process encourages reuse of existing shared services because they are less risky, less costly, and less time-consuming to implement. Using consistent complexity analysis allows improvements to the process, enabling future projects to benefit from applying lessons learned.

Table 1 describes the criteria used for rating project characteristics in the evaluation to determine project complexity. Each project characteristic is assigned a complexity rating based on the Rating Guidance.

Working with the IPT and the GO, the business owner ensures that the specified stage gate reviews for the project's complexity swim-lane are performed, as shown in **Figure 3**. The business owner and GO may add any reviews to this minimum set that are deemed necessary to manage risk to the project's success. This includes any project-unique reviews as well. Section 3 describes the risks of not performing a particular stage gate review.

The business owner, working with the GO, can identify the needed artifacts using the Excelbased PPA. The PPA describes each artifact, and these descriptions, used in conjunction with the project characteristic complexity determination from above, enable the business owner and GO to make an informed decision about the need for an artifact. For example, if the project involves high data complexity, it will probably need a logical data model, a database design document, a physical data model, as well as appropriate test plans and test cases.

Table 1. Table for Rating Project Characteristics to Determine Overall Project Complexity

Project Characteristic	Complexity Level	Rating Guidance	Your Project's Level?		
Shared	3	Creates new shared service(s)	1, 2, or 3		
Services Implications	2	Modifies existing shared service(s)	(select one)		
implications	1	Uses existing shared service(s) as-is			
Program / Business Process Profile with Design /	3	New business process model or process that may lead to significant cross-program coordination and/or significant coordination with external business partners and/or developing new code on a new or existing system	1, 2, or 3 (select one)		
Development Implications	2	Some new requirements and information flows, minor changes to code in an existing system			
	1	Requirements and information flows are similar to current programs, involving no new code			
Privacy Implications	3	System uses, accesses, stores, or transmits any identified Personally Identifiable Information (PII), Protected Health Information (PHI), or Federal Taxpayer Information (FTI) data	1, 2, or 3 (select one)		
	2	N/A – Privacy is either Complexity Level 1 or 3			
	1	No PII, PHI, or FTI data			
Security Implications based on Information	3	 Investigation, intelligence-related, and security information Mission-critical information 			
Type ¹ processed, accessed, stored, or transmitted	2	 Information about persons Financial, budgetary, commercial, proprietary, or trade secret information Internal administration Other federal agency information New technology or controlled scientific information Operational information System configuration management information 	1, 2, or 3 (select one)		

¹ Information Type definitions are from *CMS System Security and e-Authentication Assurance Levels by Information Type* available at https://www.cms.gov/informationsecurity/downloads/ssl.pdf

Project Characteristic	Complexity Level	Rating Guidance	Your Project's Level?
	1	Other sensitive informationPublic information	
Data Complexity ties to data's	3	Completely new data for the agencyData serves as a corporate asset	
financial	2	Some new data is introduced	1, 2, or 3 (select one)
implications	1	Data is similar to existing agency systemsData scope focused on one service/system/domain	
Interface Complexity	3	 Interaction with non-federal agencies in business rules Data access via Internet Extensive interaction with other systems, especially external organizations and agencies Shared service or system access via Internet Extensive interactions with other systems, databases, or new/updated COTS products 	1, 2, or 3 (select one)
	2	 Interaction with other federal agencies in business rules Data access via extranet Moderate interaction with other systems, especially external organizations and agencies Shared service or system access via extranet Moderate interaction with other systems, databases, or new/updated COTS products 	
	1	 No interaction w/ external organization in business rules Data access via internal Department of Health and Human Services (HHS) network access only No interaction with other systems, especially external organizations and agencies Shared service or system access via internal HHS network access only No interaction with other systems, databases, or new/updated COTS products 	

Once **Table 1** is completed, the appropriate complexity level can be determined using the decision tree shown in **Table 2**. The second tab of the PPA combines these tables into one worksheet.

ROM cost can be determined by preparing a Basis of Estimate (BOE). The BOE should be based on comparison of the proposed project to other similar, completed projects. The BOE would note similarities and differences between completed projects and the proposed project and include appropriate adjustments to the costs for those completed projects. The Division of IT Investment Management provides a Cost Estimation Tool that offers a more rigorous cost estimation capability.

Table 2. Decision Tree for Overall Project Complexity Determination

	Results from the Project Characteristic Complexity Rating Worksheet (Figure 6)		Project Complexity Level
	More than one Complexity Level 3 project characteristic		3
If your project has	Only one Complexity Level 3 project characteristic -or- No Complexity Level 3 project characteristics and more than one Complexity Level 2 project characteristic	then your project is complexity level:	2
	No Complexity Level 3 project characteristics and only one Complexity Level 2 project characteristic -or- All Complexity Level 1 project characteristics		1

3. XLC Risk Considerations

When planning project activities and life cycle processes, it is important to consider the risk of waiving a review and plan appropriate mitigation strategies to ensure project success. **Table 3** describes the potential risks of waiving individual reviews.

Table 3. Risk of Waiving a Review

Review	Risk of Waiving Review
Architecture Review (AR)	Causes high-level technical design to begin with incomplete understanding of desired solution and relationships to existing systems.
	Redundancy risk, missed leverage opportunity, and potential conflicts with CMS IT strategy.
Investment Selection Review (ISR)	Project is added to CMS investment portfolio and funds are committed without an assessment of soundness, viability, and worthiness.
Project Baseline Review (PBR)	Work begins without a baseline plan, complicating the ability to provide direction and track progress against integrated cost, schedule, and technical baselines.
Requirements Review (RR)	Design begins without requirement reconciliation with business needs.
	Any unexpected issues that drive cost and schedule variances are likely to become more exaggerated later.
Preliminary Design Review (PDR)	Detailed design begins without high-level application architectural review to validate software and external interfaces or verification that design satisfies requirements.
	Any unexpected high-level design issues that drive cost and schedule variances are likely to drive further variances later in the life cycle.
Detailed Design Review (DDR)	Development begins without assurance that design meets stated business needs. Solutions developed from incomplete or unworkable design are likely to have performance gaps, costing time and money to fix.
	Any unexpected detailed design issues that drive cost and schedule variances are likely to drive further variances in development, integration, and verification.
Environment Readiness Review (ERR) 1: Validation Readiness	System/application testing commences without a formal handoff from development to test. Causes a lack of controlled baseline, clear statement of functionality status, formal turnover of any required work-around, or initiation of formal configuration management procedures.
Review (VRR)	Leads to an uncontrolled baseline with errors and fixes.
	Any unexpected development issues that drive cost and schedule variances often drive further variances in integration and verification.

Review	Risk of Waiving Review
ERR 2: Implementation Readiness Review (IRR)	The system/application will move to an implementation (production-like) environment without a formal handoff from configuration management to implementation or rules for communication. The handoff usually includes verification that it meets requirements, statement of what function is and is not working, and formal turnover of any required work-around.
	 Any unexpected integration and verification issues that drive cost and schedule variances may drive further variances in the next levels of testing.
ERR 3: Production Readiness Review (PRR)	 The system/application moves to the production environment without a formal handoff from implementation or rules for communication. Handoff usually includes verification that it meets performance requirements, statement of what function is and is not working, formal turnover of any required work-around, and reconciliation with operations and maintenance procedures. Any unexpected integration and verification issues that drive cost and schedule variances may drive further variances in later testing as well as production.
Operational Readiness Review (ORR)	 The system/application is put into production without verification that it meets performance requirements and that operation and maintenance procedures ensure prompt system recovery without loss of data. Security is a significant component of ORR that must be satisfied for the CIO to grant Authority to Operate. This is a governance-level review.

4. XLC Roles

Given the risks associated with waiving a review, the XLC recommends the use of the Integrated Project Team (IPT) and/or an Independent Assessment Team (IAT) for delegated reviews. The XLC also recommends using the Technical Review Board (TRB) for consultations. When using contractors or third parties, the XLC recommends considering vender certifications (at least Capability Maturity Model Integration Level 3, ISO 9000) before delegating any production of artifacts or other aspects of the CMS XLC process.

Role of Business Architecture and Technology Solutions (BATS) Board

The Business Architecture and Technology Solutions (BATS) Board conducts the Architecture Review. The BATS Board may conduct ISRs when delegated by the ITIRB. The BATS Board may delegate the Architecture Review to the TRB.

Role of Business Owner (BO)

The Business Owner (BO) is the executive in charge of the organization who serves as the primary customer and advocate for an IT project. The BO is responsible for identifying the business needs and performance measures to be satisfied by an IT project; providing funding for the IT project; establishing and approving changes to cost, schedule, and performance goals; and validating that the IT project initially meets and continues to meet business requirements.

Role of CMS Intake Review Team (CIRT)

The CMS Intake Review Team (CIRT) initially assesses the IT Intake Form. It ensures known architecture issues (analysis, integration, logical/physical models, and current and future state analysis) are addressed in the staff work leading to an Architecture Review. The CIRT also provides transition guidance related to business, data, applications, and technology to ensure appropriate strategic and tactical issues are considered when formulating an IT project.

Role of Contractors / Third Parties

For reviews, contractors/third parties may be used for developing review artifacts and other required materials. The XLC recommends using certified vendors with at least Capability Maturity Model Integration Level 3 assessment and ISO 9000 certification. Other CMS certification may be relevant depending on the project and content.

Role of Division of Information Technology Governance (DITG)

The Division of IT Governance (DITG) is the CMS organizational unit responsible for IT governance. The DITG facilitates the intake of IT project requests, advises business owners and technical staff on navigating the XLC, and approves Project Process Agreements.

Role of Environment Owner

The Environment Owner provides development, validation, and implementation environments for new applications prior to implementation in the data center.

Role of Executive Steering Committee (ESC)

The Executive Steering Committee (ESC) serves as management authority, providing senior management leadership for the successful and timely completion of IT projects to meet the business needs. The ESC provides management oversight and guidance to the Business Owner and/or Contracting Officer's Representative (COR) and makes final decisions on the priority, risk, and potential impact of changes to the project objectives, operations, quality, schedule, performance, budget, and other resources related to the IT project. The ESC monitors the progress and status of the IT projects and, if necessary, adjusts both project and business needs and priorities to ensure success of the IT projects and Agency mission.

Role of Guidance Officer (GO)

The Guidance Officer (GO) was conceived as a role that applies domain knowledge to jointly assess a project's complexity with the business owner. The GO's responsibilities include working with the Business Owner to jointly develop required documents, complete all BATS reviews, ensure shared services alignment, prepare the business case, develop a benefits realization plan, and prepare for the project approval process. The model for implementing GOs has not been finalized. Identifying a means to provide OIS guidance is part of the intake process as your project's IT Intake Request Form is evaluated. Currently, possible sources of guidance depend on the type of effort. Enterprise Systems Development (ESD) contracts have a Program Manager from OIS. Non-ESD efforts may be assigned a Project Consultant if necessary.

Role of Independent Assessment Team (IAT)

An Independent Assessment Team (IAT) is a group of experienced and skilled practitioners who are free of biases, conflicts of interests, and political influences. An IAT team's responsibilities could include conducting delegated reviews. IATs keep the project team and stakeholders informed of the project's true status by assessing the maturity of business and technical processes; determining requirements adherence, changes, and impacts; evaluating technology and other risks; and measuring progress towards cost, schedule, and performance goals. The XLC recommends using an IAT for delegated reviews to ensure an outsider and expert perspective in lieu of governance reviews.

Role of Information Technology Investment Review Board (ITIRB)

The IT Investment Review Board (ITIRB) is the executive review and decision-making body for CMS IT management. It reviews and approves IT initiatives and expenditures. In the XLC, the primary role of the ITIRB is to conduct the Investment Selection Review.

Role of Integrated Project Team (IPT)

The Integrated Project Team (IPTs) is a cross-functional or multidisciplinary group of individuals that is organized and collectively responsible for the specific purpose of delivering a product to an internal or external customer. IPTs are typically chaired by the Program or Project Manager and may include an IT project manager and a business project manager. The XLC recommends that the IPT provide a full range of IT support, covering requirements, design, development, data, infrastructure, testing, operations, and system integration if needed. Critical Partners (Subject Matter Experts) and business owner representatives assist the Project Manager with planning and executing the project and may also participate in delegated Investment Life Cycle (ILC) reviews such as the Project Baseline Review (PBR). These experts include

representatives from Enterprise Architecture (EA) and Capital Planning and Investment Control (CPIC) as well as specialists in budget, acquisition, systems engineering, business ownership, security, and privacy.

Role of the Investment Manager

In the XLC an Investment Manager (IM) leads the preparation for an Annual Operational Assessment (AOA) that examines the performance of a portfolio of projects. The IM coordinates various Business Owners' participation as appropriate for the AOA and is responsible for planning and executing the investment to achieve approved baselines. The IM may or may not be a subject matter expert in the business area supported by the investment.

Role of the Project Consultant

The main responsibility of the Project Consultant is to assist Business Owners in navigating the XLC.

Role of Technical Review Board (TRB)

The Technical Review Board (TRB) is involved in the XLC governance reviews. If scheduling a particular TRB review may cause a delay, the project may choose to continue progress pending feedback from the review. One option for delegated reviews is to use a "TRB consult" when and as often as needed to benefit from the group's experience and expertise without causing a delay in project progress. In the absence of formal reviews, the TRB consultation will provide projects with the ability to gain a broader perspective (including insight and linkages with other similar projects, where appropriate) as well as ensure alignment with the enterprise architecture.

5. The XLC Phases, Reviews, and Artifacts

The project's complexity will be used to establish a Project Process Agreement that specifies the artifacts a project will develop, as well as the reviews and tests a project will conduct. It is unlikely that any single project will complete all the artifacts, reviews, and tests. **Table 4** maps the life cycle of possible artifacts to the XLC phases and associated stage gate reviews. For artifacts spanning multiple phases, it is expected that updates to the artifact (usually increased detail reflecting work accomplished in the phase) will be available for review. Artifacts evolve in maturity through the XLC:

- **Preliminary** The first instance of an artifact that contributes to a stage gate review. The template for each review provides detailed expectations of that particular review.
- **Interim** A "point-in-time" snapshot of an artifact that contributes to a stage gate review. This updated snapshot should represent progress from the last time the artifact was reviewed. The template for each review provides detailed expectations of that particular review.
- **Baseline** A version of the artifact that is under initial configuration management control. It is possible but usually difficult to change a baselined artifact. Such a change requires a change request, which ensures that implications to cost, schedule, and technical baselines are addressed. The expectation is that all sections of the artifact have been completed, reviewed, and approved in order to declare a baseline for the artifact.
- **Final** A baseline version of the artifact that is deemed complete and cannot be changed in later XLC phases. It is deemed unchangeable for a particular release of a system. The expectation is that all sections of the artifact have been completed, reviewed, and approved. A Final version of an artifact is used for handoff to Operations and Maintenance (O&M).
- **Updated Yearly** Several security artifacts are updated on a yearly basis in the O&M phase.

XLC artifacts and their definitions are provided below.

- **Action Items**: Records and manages assignments that generally result from meeting discussions.
- Annual Operational Analysis Report: Documents elements from the CPIC evaluation and results from monitoring the performance of the system/application during normal operations against original user requirements and any newly implemented requirements or changes. The document assists in the analysis of alternatives for deciding on new functional enhancements and/or modifications to the system/application, or the need to dispose of or replace the system/application altogether.
- **Authorization Package**: Demonstrates and validates that appropriate security controls exist to safeguard the system.
- **Business Case**: Describes the basic aspects of the proposed IT project: why, what, when, and how.

Table 4. CMS XLC Artifacts by Phase

								l			
	PHASES	Initiation	Concept	Planning	Requirements Analysis	Design	Development	Testing	Implementation	Operations &	Maintenance
ARTIFACTS	REVIEWS	AR	ISR	PBR	RR	PDR- DDR	ERR1 (VRR)	ERR2 ERR3 (IRR, PRR)	ORR	PIR/ AOA	DR
Project Process Agre	eement		P/B								
Project Charter			P/F								
Project Management	: Plan			P/F							
Project Schedule				В	ı	ı	I	ı	F		
Risk Register				Р	I	- 1	I	ı	F		
Issues List				Р	I	ı	I	ı	F		
Action Items				Р	I	ı	I	ı	F		
Decision Log				Р	- 1	- 1	I	ı	F		
Lessons Learned Log	g			Р	I	ı	I	ı	F		
Project Closeout Report										P/F	
Information Security	Risk Assessment		Р	ı	-	ı	I	F		U	
System Security Plan			Р	I	I	_	I	F		J	
Privacy Impact Assessment			Р	I	- 1	_	I	F		U	
Contingency Plan			P	- 1	I	- 1	I	ı	-1	F	
Contingency Plan Te	est							P/F		U	
Security Assessment	t							P/F		U	
Authorization Packag								P/F		U	
Plan of Action & Mile	stones								P/F		
CMS CIO-Issued Aut	thority to Operate								P/F		
Security Monitoring F	Reports									P/F	
Artifacts are comple	eted per the Project F	rocess	Agreem	ent							
Project Management	Artifacts								B – Ba	seline	
Security Artifacts									F - Fir		
•									I – Int		
Systems Development Artifacts										eliminary odate Ye	
Reviews are conduc	cted per the Project F	Process	Agreem	ent	I			ļ			- ·· <i>j</i>
Reviews are conducted per the Project Process Agreement AR - Architecture Review ISR - Investment Selection Review PBR - Project Baseline Review RR - Requirements Review			DDI ERI	R – De R – En Pr	etailed De vironme oduction	Design Regard (Validation) Reading (Validation)	view ation, Imp ess Revie	ew	tion,		

	PHASES	Initiation	Concept	Planning	Requirements Analysis	Design	Development	Testing	Implementation	Operations &	Maintenance
ARTIFACTS	REVIEWS	AR	ISR	PBR	RR	PDR- DDR	ERR1 (VRR)	ERR2 ERR3 (IRR, PRR)	ORR	PIR AOA	DR
IT Intake Request Fo	orm	P/F									
Enterprise Architectu	re Analysis Artifacts	Р	I	F							
Business Case			P/F								
Requirements Docur	nent		Р	ı	В						
High-Level Technical	l Design		P/F								
Section 508 Assessn	nent Package		Р	ı	I	ı	I	ı	F		
Logical Data Model				Р	F						
Release Plan				Р	I	F					
System of Records N	lotice				Р	F					
Test Plan					Р	_	В				
System Design Docu	ıment					P/B					
Database Design Do	cument					Р	F				
Physical Database/M	lodel					P/F					
Interface Control Dod	cument					P/B					
Data Use Agreement	t					Р	I	- 1	F		
Test Case Specificat	ion					Р	F				
Data Conversion Pla	n					Р	F				
Computer Match Agr Interagency Agreeme						P/F					
Implementation Plan						Р	I	- 1	F		
User Manual						Р	I	- 1	F		
Operations & Mainte						P	ı	ı	F		
Business Product/Co							P/B				
Version Description I	Document						Р	В			
Training Plan							P/F				
Test Summary Repo	rt							P	F		
Training Artifacts								Р	F		
System Disposition Plan										P/F	
Post-Implementation Report										P/F	
Annual Operational Analysis Report										P/F	F /-
Disposition Closeout											P/F
Artifacts are comple	eted per the Project F	rocess	Agreem	ent							
Project Management Artifacts									B – Ba F – Fi		
Security Artifacts									I – In		v
Systems Developme	nt Artifacts									odate Ye	

- **Business Product/Code**: Documents the implemented system (hardware, software, and trained personnel) that addresses a business need.
- CMS CIO-Issued Authority to Operate (ATO): Provides CIO approval of System Certification and System Accreditation authorizing the system to become operational.
- Computer Match Agreement (CMA)/Interagency Agreement (IA): Documents agreements permitting computerized comparison of systems of records that contain Personally Identifiable Information.
- Contingency Plan: Describes the strategy for ensuring system recovery in accordance with stated recovery time and recovery point objectives.
- **Contingency Plan Test**: Documents planned tests of strategies, personnel, procedures, and resources that respond to a supported applications/system interruption.
- **Data Conversion Plan**: Describes the strategies involved in converting data from an existing system/application to another hardware and/or software environment.
- **Data Use Agreement**: Informs data users of confidentiality requirements and obtains their agreement to abide by these requirements.
- **Database Design Document**: Describes the design of a database and the software units used to access or manipulate that data.
- **Decision Log**: Documents the decisions made over the course of the project.
- Enterprise Architecture Analysis: Consists of models, diagrams, tables, and narrative that show the proposed solution's integration into CMS operations from both a logical and technical perspective.
- **High-Level Technical Design**: Documents conceptual functions and stakeholder interactions.
- **Implementation Plan**: Describes how the automated system/application or IT situation will be installed, deployed, and transitioned into an operational system or situation.
- Information Security Risk Assessment (ISRA): Contains a list of threats and vulnerabilities, an evaluation of current security controls, their resulting risk levels, and any recommended safeguards to reduce risk exposure.
- Interface Control Document: Describes the relationship between a source system and a target system. Required for review and normally not updated after originally baselined in the Design Phase.
- **Issues List**: Keeps a record of all issues that occur during the life of a project.
- IT Intake Form: Collects basic new project information from a Business Owner.
- **Lessons Learned Log**: Identifies and records lessons learned and future recommendations.
- **Logical Data Model**: Represents CMS data within the scope of a system development project and shows the specific entities, attributes, and relationships involved in a business function's view of information.
- **Operations & Maintenance Manual**: Guides those who maintain, support, and/or use the system in a day-to-day operations environment.

- **Physical Database/Model**: Represents CMS data within the scope of a system development project and shows the specific tables, columns, and constraints involved in a physical implementation's view of information.
- Plan of Action & Milestones (POA&M): Reports the status of known security weaknesses with associated plan of action and milestones.
- **Post-Implementation Report**: Documents results from monitoring the performance of a system/application during normal operations against the original user requirements and any newly implemented requirements or changes.
- Privacy Impact Assessment: Ensures that there is no collection, storage, access, use, or dissemination of identifiable respondent information that is not both needed and permitted.
- **Project Charter**: Authorizes the existence of a project and provides the authority to proceed and apply organizational resources.
- **Project Closeout Report**: Assesses the project, ensures completion, and derives lessons learned and best practices to be applied to future projects.
- **Project Management Plan**: Provides detailed plans and schedule, processes, and procedures for managing and controlling the life cycle activities.
- **Project Process Agreement**: Authorizes and documents the justifications for using, not using, or combining specific reviews and the selection of specific work products.
- **Project Schedule**: Shows the Integrated Master Schedule, which includes all activities required to complete a project and their interdependencies.
- **Release Plan**: Describes what portions of the system functionality will be implemented in which release and why.
- **Requirements Document**: Identifies the business and technical capabilities and constraints of the IT project.
- **Risk Register**: Captures the results of a qualitative and quantitative risk analysis and the planned response to those identified risks.
- **Section 508 Assessment**: Provides information regarding compliance with required accessibility standards.
- **Security Assessment**: Describes the completed assessment phases following established assessment and reporting procedures.
- **Security Monitoring Reports**: Describes the completed security assessments and documents results following established assessment and reporting procedures.
- **System Design Document**: Documents both high-level system design and low-level detailed design specifications.
- **System Disposition Plan**: Documents how the components of an automated system (software, data, hardware, communications, and documentation) are to be handled at the completion of operations to ensure proper disposition of all the system components and to avoid disruption of the individuals and/or other systems impacted by the disposition.
- System of Records Notice (SORN): Informs the public about a collection of information about its citizens from which data are retrieved by a unique identifier.

- System Security Plan (SSP): Documents the system's security level and describes managerial, technical, and operational security controls.
- **Test Case Specification**: Describes the purpose of a specific test, identifies the required inputs and expected results, provides step-by-step procedures for executing the test, and outlines the pass/fail criteria for determining acceptance.
- **Test Plan**: Describes the overall scope, technical and management approach, resources, and schedule for all intended test activities associated with validation testing.
- **Test Summary Report**: Summarizes test activities and results, including any variances from expected behavior.
- **Training Artifacts**: Satisfies the training plan with required products, which may include Web-based instruction, instructor guides, student guides, exercise materials, and training records.
- **Training Plan**: Describes the overall goals, learning objectives, and activities that are to be performed to develop, conduct, control, and evaluate instruction.
- **User Manual**: Explains how a novice business user is to use the automated system or application from a business function perspective.
- **Version Description Document**: Identifies, tracks, and controls versions of automated systems and/or applications to be released to the operational environment.

The following sections define each XLC phase and type of review. Depending on the XLC option for Complexity Level 1, 2, or 3 projects, the reviews listed below may be governance or delegated.

5.1 XLC Phase – Initiation, Concept, and Planning

Overview: During the Initiation, Concept, and Planning Phase, the business owner of an IT solution identifies what the project is intended to do and presents the plans for achieving the business goals and objectives. The activities of this phase include:

- Prepare an IT Intake Request Form
- Identify significant assumptions and constraints, and explore alternatives
- Identify project goals, objectives, risks, and clear and measurable success factors
- Develop an architectural framework and high-level content
- Formally approve the project based on evidence that the business needs will be met and the solution will conform to the Technical Reference Architecture (TRA)
- Analyze how the project will be managed, culminating in the Project Management Plan.

Outcomes: The outcomes of the Initiation, Concept, and Planning Phase include:

- Establish the project's feasibility, viability, and alignment with program objectives
- Identify the project's Complexity Level
- Approve all relevant artifacts
- Complete and refine project planning artifacts, including the Project Management Plan, project schedule, and Project Process Agreement baselines.

5.1.1 Architecture Review (AR)

Purpose: Determine whether the proposed project potentially duplicates, interferes, contradicts, or can leverage another investment that already exists, is proposed, under development, or planned for near-term disposition. The business need is assessed to determine if the IT project is sound and conforms to the CMS Enterprise Architecture.

Project Management Artifacts:

N/A

Security Artifacts:

N/A

Systems Development Artifacts:

- Enterprise Architecture Analysis Artifacts (Preliminary)
- IT Intake Form (Final)

5.1.2 Investment Selection Review (ISR)

Purpose: Determine if the IT project is sound, viable, and worthy of funding, support, and inclusion in the organization's IT Investment Portfolio. The business need and objectives are reviewed to ensure the effort supports CMS' overall mission and objectives and will not compromise initiatives on the horizon. This is an outward-focused review designed to ensure that funding and approval proceed from senior leadership.

Project Management Artifacts:

- Project Charter (Final)
- Project Process Agreement (Baseline)

Security Artifacts:

- Contingency Plan (Preliminary)
- Information Security Risk Assessment (ISRA) (Preliminary)
- Privacy Impact Assessment (Preliminary)
- System Security Plan (Preliminary)

Systems Development Artifacts:

- Business Case (Final)
- Enterprise Architecture Analysis Artifacts (Interim)
- High Level Technical Design (Preliminary)
- Requirements Document (Preliminary)
- Section 508 Assessment (Preliminary)

5.1.2.1 Project Baseline Review (PBR)

Purpose: Obtain management approval that the scope, cost, and schedule that have been established for the project are adequately documented and that the project management strategy is appropriate for moving the project forward in the life cycle. The PBR includes review of the budget, risk, and user requirements for the investment; emphasis should be on the total cost of ownership and not just development or acquisition costs.

As part of the ongoing overall program risk management process, the following assessments of risk to each baseline should be completed and reported. **Table 5** provides guidelines for initial qualitative assessment appropriate for the PBR. These should be added to any other risks that have been identified and are being tracked by the project.

Project Management Artifacts:

- Action Items, Decision Log, Issues List, and Lessons Learned (Preliminary)
- Project Management Plan (Final)
- Project Schedule (Baseline)
- Risk Register (Preliminary)

Security Artifacts:

- Contingency Plan (Interim)
- Information Security Risk Assessment (Interim)
- Privacy Impact Assessment (Interim)
- System Security Plan (Interim)

Systems Development Artifacts:

- Enterprise Architecture Analysis Artifacts (Final)
- Logical Data Model (Preliminary)
- Release Plan (Preliminary)
- Requirements Document (Interim)
- Section 508 Assessment (Interim)

Table 5. Risks to Address at the Project Baseline Review

Baseline	Qualitative Risk Assessment	Project Characteristic
	High	Schedule is more than 10% less than estimate based on completed similar effort
Schedule	Medium	Schedule is between 5% and 10% less than estimate based on completed similar effort
	Low	Schedule is less than 5% less than estimate based on completed similar effort

Baseline	Qualitative Risk Assessment	Project Characteristic
Cost	High	Estimate At Complete (EAC) exceeds budget by more than 10%
	Medium	EAC exceeds budget between 5% and 10%
	Low	EAC is less than 5% over budget
Technical contractor experience	High	No experience delivering IT projects for CMS or another HHS department or agency Current Capability Maturity Model Integration assessment is less than 3
	Medium	At least one IT project with CMS or another HHS department or agency Current Capability Maturity Model Integration assessment equals 3
	Low	At least three successful IT projects with CMS Current Capability Maturity Model Integration assessment greater than 3
Overall Risk/ Opportunity	High	More than five major risks identified and in mitigation
	Medium	Between one and five major risks identified and in mitigation
	Low	No major risks identified or all are currently mitigated

5.2 XLC Phase – Requirements Analysis and Design

Overview: During the Requirements Analysis and Design Phase, a common set of business rules are refined and the business requirements are validated and decomposed into functional and non-functional requirements. The requirements are used to define the design in detail, including inputs, processes, outputs, and interfaces as well as to permit further detailed project management planning. Detailed specifications are developed to support the IT solution that fulfills the requirements for a particular release. The requirements and logical description of the entities, relationships, and attributes of the data are defined and allocated into system and data design specifications. Initial traceability is started between requirements, design, and solution testing. These design specifications are organized specifically to be suitable for implementation and testing within the constraints of a physical environment (e.g., computer, database, and infrastructure).

Outcomes: The outcomes of the Requirements Analysis and Design Phase include:

- Baselined business, functional, and non-functional requirements for release
- Baselined design for the release system components, services, data, security, and infrastructure
- Common repository of business rules, for use by the shared services and all relevant stakeholders.

5.2.1 Requirements Review (RR)

Purpose: Verify that the requirements are complete, accurate, consistent, and problem-free; evaluate the responsiveness to the business requirements; ensure that the requirements are a suitable basis for subsequent design activities; ensure traceability between the business and

system requirements; and affirm final agreement regarding the content of the Requirements Document by the business owner.

Project Management Artifacts:

- Action Items, Decision Log, Issues List, and Lessons Learned (Interim)
- Project Schedule (Interim)
- Risk Register (Interim)

Security Artifacts:

- Contingency Plan (Interim)
- Information Security Risk Assessment (ISRA) (Interim)
- Privacy Impact Assessment (Interim)
- System Security Plan (Interim)

Systems Development Artifacts:

- Logical Data Model (Final)
- Release Plan (Interim)
- Requirements Document (Baseline)
- Section 508 Assessment (Interim)
- System of Records Notice (Preliminary)
- Test Plan (Preliminary)

5.2.2 Preliminary Design Review (PDR)

Purpose: Verify that the preliminary design satisfies the functional and nonfunctional requirements and conforms with the CMS TRA; determine the technical solution's completeness and consistency with CMS standards; and raise and resolve any technical and/or project-related issues to identify and mitigate project, technical, security, and/or business risks affecting continued detailed design and subsequent development, testing, implementation, and O&M activities.

Project Management Artifacts:

- Action Items, Decision Log, Issues List, and Lessons Learned (Interim)
- Project Schedule (Interim)
- Risk Register (Interim)

Security Artifacts:

- Contingency Plan (Interim)
- Information Security Risk Assessment (Interim)
- Privacy Impact Assessment (Interim)
- System Security Plan (Interim)

Systems Development Artifacts:

- Computer Match Agreement/Interagency Agreement (Preliminary)
- Data Conversion Plan (Preliminary)
- Data Use Agreement (Preliminary)
- Database Design Document (Preliminary)
- Implementation Plan (Preliminary)
- Interface Control Document (Preliminary)
- Operations & Maintenance Manual (Preliminary)
- Physical Database/Model (Preliminary)
- Release Plan (Final)
- Section 508 Assessment (Interim)
- System Design Document (Preliminary)
- System of Records Notice (Final)
- Test Case Specification (Preliminary)
- Test Plan (Interim)
- User Manual (Preliminary)

5.2.3 Detailed Design Review (DDR)

Purpose: Verify that the final design satisfies the functional and nonfunctional requirements and conforms with the CMS TRA; determine the technical solution's completeness and consistency with CMS standards; and raise and resolve any technical and/or project-related issues to identify and mitigate project, technical, security, and/or business risks affecting continued detailed design and subsequent development, testing, implementation, and O&M activities. The DDR can be either a delegated review or a governance review with the TRB based on Complexity Level and TRB recommendations:

- For Complexity Level 3 projects, the DDR is a governance review with the TRB.
- For Complexity Level 2 projects, the TRB reserves the right to elevate the DDR to a governance review based on the results of the PDR.
- For Complexity Level 1 projects, the DDR is a delegated review.

Project Management Artifacts:

- Action Items, Decision Log, Issues List, and Lessons Learned (Interim)
- Project Schedule (Interim)
- Risk Register (Interim)

Security Artifacts:

- Contingency Plan (Interim)
- Information Security Risk Assessment (Interim)
- Privacy Impact Assessment (Interim)
- System Security Plan (Interim)

Systems Development Artifacts:

- Computer Match Agreement/Interagency Agreement (Final)
- Data Conversion Plan (Preliminary)
- Data Use Agreement (Preliminary)
- Database Design Document (Preliminary)
- Implementation Plan (Preliminary)
- Interface Control Document (Baseline)
- Operations & Maintenance Manual (Preliminary)
- Physical Database/Model (Final)
- Release Plan (Final)
- Section 508 Assessment (Interim)
- System Design Document (Baseline)
- System of Records Notice (Final)
- Test Case Specification (Preliminary)
- Test Plan (Interim)
- User Manual (Preliminary)

5.3 XLC Phase – Development and Test

Overview: During the Development and Test Phase, the detailed requirements and design information documented in the Requirements Analysis and Design phase are transformed into machine-executable form. The detailed requirements and design information are verified and validated so that all individual system components (and data) of the IT solution function correctly and interface properly with other components within the system.

As necessary, system hardware, networking, telecommunications, and security equipment as well as COTS/Government Off-the-Shelf (GOTS) software are configured. New, custom-software business applications and services are developed, database(s) are built, and software components are integrated.

Test data and test case specifications are finalized, and tests are conducted for individual components, integration, and end-to-end functionality from end-consumer to all systems and back, testing all federal and state agencies, as appropriate, to ensure accurate functionality and data. Tests verify and validate that the IT solution fulfills all business, functional, and non-functional requirements for the release. Formally controlled and focused testing is performed to uncover and prioritize defects in the IT solution that must be resolved. A number of test categories are performed during the Test Phase (e.g., functional testing, integration testing, user acceptance testing, regression testing, and Section 508 testing).

IT solution system components, data, and infrastructure are migrated from a Development environment, to a Test environment, to a Pre-Production environment. The Pre-Production environment mirrors the Production environment's infrastructure and security configuration management. In this Pre-Production environment, the IT solution undergoes full integration testing from end-consumer to all systems and back, testing all federal and state agencies, as appropriate, to ensure accurate functionality and data, conduct performance and stress testing, and test for security risks and vulnerabilities. System deployment into this environment is the

means to test the use of the Implementation Plan and O&M Manual. All system deployment and configuration management activities are executed as a dry run during this phase, including data conversion. Running the solution in the Pre-Production environment also provides a realistic training environment for users, operators, and maintainers.

Outcomes: The outcomes of the Development and Test phase include baselined and executable software, infrastructure, database configuration specifications, and test results. Additionally, all IT solution deliverables (executable software, data, configuration files, and documentation) are ready for deployment to the Production environment, and the IT solution is ready for operation.

5.3.1 Environment Readiness Review (ERR)

Purpose: This review combines the three reviews listed below. These reviews are needed to enter the different verification environments to test the solution and its contingency operations. Not all solutions will go through all environments. The environment's owner provides specific requirements for running in each environment.

5.3.1.1 Validation Readiness Review (VRR)

Purpose: Ensure that the system/application completed thorough Development Testing and is ready for turnover to the formal, controlled test environment for Validation Testing.

Project Management Artifacts:

- Action Items, Decision Log, Issues List, and Lessons Learned (Interim)
- Project Schedule (Interim)
- Risk Register (Interim)

Security Artifacts:

- Contingency Plan (Interim)
- Information Security Risk Assessment (Interim)
- Privacy Impact Assessment (Interim)
- System Security Plan (Interim)

Systems Development Artifacts:

- Business Product/Code (Baseline)
- Data Conversion Plan (Final)
- Data Use Agreement (Interim)
- Database Design Document (Final)
- Implementation Plan (Interim)
- Operations & Maintenance Manual (Interim)
- Section 508 Assessment (Interim)
- Test Case Specification (Final)
- Test Plan (Baseline)
- Training Plan (Final)
- User Manual (Interim)

• Version Description Document (Preliminary)

5.3.1.2 Implementation Readiness Rev (IRR)

Purpose: Ensure that the system/application completed thorough Integration Testing and is ready for turnover to the formal, controlled test environment for Production Readiness.

Project Management Artifacts:

- Action Items, Decision Log, Issues List, and Lessons Learned (Interim)
- Project Schedule (Interim)
- Risk Register (Interim)

Security Artifacts:

- Authorization Package (Preliminary)
- Contingency Plan (Interim)
- Contingency Plan Test (Preliminary)
- Information Security Risk Assessment (Interim)
- Privacy Impact Assessment (Interim)
- Security Assessment (Preliminary)
- System Security Plan (Interim)

Systems Development Artifacts:

- Data Use Agreement (Interim)
- Implementation Plan (Interim)
- Operations & Maintenance Manual (Interim)
- Section 508 Assessment (Interim)
- Test Summary Report (Preliminary)
- Training Artifacts (Preliminary)
- User Manual (Interim)
- Version Description Document (Baseline)

5.3.1.3 Production Readiness Review (PRR)

Purpose: Ensure that the infrastructure contractor's operational staff has the appropriate startup and shutdown scripts, accurate application architecture documentation, application validation procedures, and valid contact information to ensure operability of infrastructure applications.

Project Management Artifacts:

- Action Items, Decision Log, Issues List, and Lessons Learned (Interim)
- Project Schedule (Interim)
- Risk Register (Interim)

Security Artifacts:

- Authorization Package (Final)
- Contingency Plan (Interim)
- Contingency Plan Test (Final)
- Information Security Risk Assessment (Final)
- Privacy Impact Assessment (Final)
- Security Assessment (Final)
- System Security Plan (Final)

Systems Development Artifacts:

- Data Use Agreement (Interim)
- Implementation Plan (Interim)
- Operations & Maintenance Manual (Interim)
- Section 508 Assessment (Interim)
- Test Summary Report (Preliminary)
- Training Artifacts (Preliminary)
- User Manual (Interim)
- Version Description Document (Baseline)

5.4 XLC Phase – Implementation

Overview: During the Implementation Phase, the IT solution is put into production based on Authority to Operate (ATO).

Outcomes: The final IT solution must receive an Authority to Operate (ATO) before deployment to the Production environment..

5.4.1 Operational Readiness Review (ORR)

Purpose: Ensure that the system/application completed its implementation processes according to plan and that it is ready for turnover to the Operations & Maintenance team and operational release into the Production environment.

Project Management Artifacts:

- Action Items, Decision Log, Issues List, and Lessons Learned (Final)
- Project Schedule (Final)
- Risk Register (Final)

Security Artifacts:

- CMS CIO-Issued Authority to Operate (Final)
- Contingency Plan (Interim)
- Plan of Action & Milestones (Final)

Systems Development Artifacts:

- Data Use Agreement (Final)
- Implementation Plan (Final)
- Section 508 Assessment (Final)
- Test Summary Report (Final)
- Training Artifacts (Final)
- User Manual (Final)
- Version Description Document (Baseline)

5.5 XLC Phase – Operations and Maintenance

Overview: After implementation, the IT solution enters the Operations and Maintenance (O&M) Phase. In O&M, the IT solution system components, data, and infrastructure are maintained in the Production environment and monitored to ensure that they continue meeting business needs. All systems also undergo an Annual Operational Assessment (AOA).

The first review for a new system is performed about six months after entering production and is called a Post-Implementation Review (PIR). The PIR focuses on lessons learned during the development and implementation of the solution. When a system no longer meets a business need, a Disposition Plan is presented at a Disposition Review (DR) and the system is subsequently retired in accordance with the approved plan.

Outcomes: The outcomes of the O&M Phase are that all IT solutions continue meeting business needs safely and securely. Once a solution is deemed obsolete, it is retired and disposed without impacting other operations.

5.5.1 Post-Implementation Review (PIR)

Purpose: Assess how well the system/application performance meets its goals and recommend continued operations, changes to operations, or retirement. Often the PIR is combined with the first Annual Operational Assessment (AOA).

Project Management Artifacts:

• Project Closeout Report (Final)

Security Artifacts:

- Contingency Plan (Final)
- Security Monitoring Reports (Final)

Systems Development Artifacts:

- Post-Implementation Report (Final)
- System Disposition Plan (Preliminary)

5.5.2 Annual Operational Assessment (AOA)

Purpose: Evaluate system performance, user satisfaction with the system, adaptability to changing business needs, and new technologies that might improve the system. This review is diagnostic in nature and can lead to development or maintenance activities. Ultimately, the AOA determines whether the IT Investment should continue, be modified, or terminated.

Project Management Artifacts:

N/A

Security Artifacts:

- Authorization Package (Updated Yearly)
- Contingency Plan (Final)
- Contingency Plan Test (Updated Yearly)
- Information Security Risk Assessment (Updated Yearly)
- Privacy Impact Assessment (Updated Yearly)
- Security Assessment (Updated Yearly)
- Security Monitoring Reports (Final)
- System Security Plan (Updated Yearly)

Systems Development Artifacts:

- Annual Operational Analysis Report (Final)
- System Disposition Plan (Final)

5.5.3 Disposition Review (DR)

Purpose: Ensure that the IT investment has been completely and appropriately transitioned and disposed, thereby ending the life cycle of the IT project. A Disposition Closeout Certificate is issued upon successful completion of this review.

Project Management Artifacts:

N/A

Security Artifacts:

N/A

Systems Development Artifacts:

• Disposition Closeout Certificate (Final)

6. Appendix

This appendix includes tables for **sample** Complexity Level 3, 2, and 1 projects that show reviews and associated artifacts. **Every project will vary from these examples** and should follow the Project Process Agreement established for that project at its Investment Selection Review.

6.1 Sample Complexity Level 3 Project Reviews and Artifacts

Table 6 lists the artifacts for a **sample** Complexity Level 3 project in preliminary (P), baseline (B), interim (I), and final (F) form as well as the governance and delegated reviews. Section 5 provides the definitions of the phases, reviews, and associated artifacts.

Table 6. Reviews for a Complexity Level 3 Project

Sampl	Sample Complexity Level 3 Project – Follow your Project Process Agreement			
XLC Phase	XLC Review	Review Type	Artifacts	
Initiation, Concept, and Planning	Architecture Review (AR)	Governance	Project Management Artifacts: • N/A Security Artifacts: • N/A Systems Development Artifacts: • Enterprise Architecture Analysis Artifacts (P) • IT Intake Form (F)	
	Investment Selection Review (ISR)	Governance	Project Management Artifacts: Project Charter (F) Project Process Agreement (B) Security Artifacts: Contingency Plan (P) Information Security Risk Assessment (P) Privacy Impact Assessment (P) System Security Plan (P) Systems Development Artifacts: Business Case (F) Enterprise Architecture Analysis Artifacts (I) High-Level Technical Design (P) Requirements Document (P) Section 508 Assessment (P)	
	Project Baseline Review (PBR)	Delegated	Project Management Artifacts: • Action Items, Decision Log, Issues List, and Lessons Learned (P) • Project Management Plan (F) • Risk Register (P) Security Artifacts: • Contingency Plan (I) • Information Security Risk Assessment (I) • Privacy Impact Assessment (I) • System Security Plan (I)	

Samp	le Complexity Le	evel 3 Project – F	Follow your Project Process Agreement
XLC Phase	XLC Review	Review Type	Artifacts
			Systems Development Artifacts: • Enterprise Architecture Analysis Artifacts (F) • Logical Data Model (P) • Project Schedule (B) • Release Plan (P) • Requirements Document (I) • Section 508 Assessment (I)
Requirements Analysis and Design	Requirements Review (RR)	Delegated	Project Management Artifacts: Action Items, Decision Log, Issues List, and Lessons Learned (I) Project Schedule (I) Risk Register (I) Security Artifacts: Contingency Plan (I) Information Security Risk Assessment (I) Privacy Impact Assessment (I) System Security Plan (I) Systems Development Artifacts: Logical Data Model (F) Release Plan (I) Requirements Document (B) Section 508 Assessment (I) System of Records Notice (P) Test Plan (P)
	Preliminary Design Review (PDR)	Governance	Project Management Artifacts: Action Items, Decision Log, Issues List, and Lessons Learned (I) Project Schedule (I) Risk Register (I) Security Artifacts: Contingency Plan (I) Information Security Risk Assessment (I) Privacy Impact Assessment (I) System Security Plan (I) Systems Development Artifacts: Computer Match Agreement / Interagency Agreement (P) Data Use Agreement (P) Data Conversion Plan (P) Database Design Document (P) Implementation Plan (P) Interface Control Document (P) Operations & Maintenance Manual (P) Physical Database/Model (P) Release Plan (F) Section 508 Assessment (I) System Design Document (P)

Sampl	Sample Complexity Level 3 Project – Follow your Project Process Agreement			
XLC Phase	XLC Review	Review Type	Artifacts	
			 System of Records Notice (F) Test Case Specification (P) Test Plan (I) User Manual (P) 	
	Detailed Design Review (DDR)	Governance	Project Management Artifacts:	
Development and Test	Environment Readiness Review (ERR)	Delegated	VRR Project Management Artifacts: Action Items, Decision Log, Issues List, and Lessons Learned (I) Project Schedule (I) Risk Register (I) VRR Security Artifacts: Contingency Plan (I) Information Security Risk Assessment (I) Privacy Impact Assessment (I) System Security Plan (I) VRR Systems Development Artifacts: Business Product / Code (B) Data Conversion Plan (F) Data Use Agreement (I) Implementation Plan (I)	

Samp	le Complexity Le	ver 3 Project – P	Follow your Project Process Agreement
KLC Phase	XLC Review	Review Type	Artifacts
			Operations & Maintenance Manual (I)
			Section 508 Assessment (I)
			 Test Case Specification (F)
			Test Plan (B)
			Training Plan (F)
			User Manual (I)
			 Version Description Document (P)
			IRR Project Management Artifacts:
			 Action Items, Decision Log, Issues List,
			and Lessons Learned (I)
			Project Schedule (I)
			Risk Register (I)
			IRR Security Artifacts:
			Authorization Package (P)
			Contingency Plan (I)
			Contingency Plan Test (P)
			Information Security Risk Assessment (I)
			Privacy Impact Assessment (I)
			Security Assessment (P)
			System Security Plan (I)
			IRR Systems Development Artifacts:
			Data Use Agreement (I)
			Implementation Plan (I)
			 Operations & Maintenance Manual (I)
			Section 508 Assessment (I)
			 Test Summary Report (P)
			 Training Artifacts (P)
			User Manual (I)
			 Version Description Document (B)
			PRR Project Management Artifacts:
			 Action Items, Decision Log, Issues List, and Lessons Learned (I)
			Project Schedule (I)
			Risk Register (I)
			PRR Security Artifacts:
			 Authorization Package (F)
			Contingency Plan (I)
			Contingency Plan Test (F)
			 Information Security Risk Assessment (F)
			Privacy Impact Assessment (F)
			Security Assessment (F)
			System Security Plan (F)
			PRR Systems Development Artifacts:
			Data Use Agreement (I)
			Implementation Plan (I)
			Operations & Maintenance Manual (I)
			Section 508 Assessment (I)
		1	Test Summary Report (P)

Sampl	Sample Complexity Level 3 Project – Follow your Project Process Agreement			
XLC Phase	XLC Review	Review Type	Artifacts	
			Training Artifacts (P) User Manual (I) Version Description Document (B)	
Implementation	Operational Readiness Review (ORR)	Governance	Project Management Artifacts: Action Items, Decision Log, Issues List, and Lessons Learned (F) Project Schedule (F) Risk Register (F) Security Artifacts: CMS CIO-Issued Authority to Operate (F) Contingency Plan (I) Plan of Action & Milestones (F) Systems Development Artifacts: Data Use Agreement (F) Implementation Plan (F) Section 508 Assessment (F) Test Summary Report (F) Training Artifacts (F) User Manual (F) Version Description Document (B)	

6.2 Sample Complexity Level 2 Project Reviews and Artifacts

Table 7 lists the artifacts for a **sample** Complexity Level 2 project in preliminary (P), baseline (B), interim (I), and final (F) form as well as the governance and delegated reviews. Section 5 provides the definitions of the phases, reviews, and artifacts.

Table 7. Reviews for a Complexity Level 2 Project

Sample Complexity Level 2 Project – Follow your Project Process Agreement			
XLC Phase	XLC Review	Review Type	Artifacts
Initiation, Concept, and Planning	Architecture Review (AR)	Governance	Project Management Artifacts: N/A Security Artifacts: N/A Systems Development Artifacts: Enterprise Architecture Analysis Artifacts (P) IT Intake Form (F)
	Investment Selection Review (ISR)	Governance	Project Management Artifacts:
	Project Baseline Review (PBR)	Delegated	Project Management Artifacts: Action Items, Decision Log, Issues List, and Lessons Learned (P) Project Management Plan (F) Risk Register (P) Security Artifacts: Contingency Plan (I) Information Security Risk Assessment (I) Privacy Impact Assessment (I) System Security Plan (I) Systems Development Artifacts: Project Schedule (B) Release Plan (P) Requirements Document (I)
Requirements Analysis and Design	Requirements Review (RR)	Delegated	Project Management Artifacts:

LC Phase	XLC Review	Review Type	Artifacts
			System Security Plan (I)
			Systems Development Artifacts:
			 Logical Data Model (F)
			Release Plan (I)
			Requirements Document (B)
			Section 508 Assessment (I)
			System of Records Notice (P)
			Test Plan (P)
	Preliminary	Governance	Project Management Artifacts:
	Design Review (PDR)		Action Items, Decision Log, Issues List, and Lessons Learned (I)
			Project Schedule (I)
			Risk Register (I)
			Security Artifacts:
			Contingency Plan (I)
			Information Security Risk Assessment (I)
			 Privacy Impact Assessment (I)
			System Security Plan (I)
			Systems Development Artifacts:
			Computer Match Agreement / Interagency Agreement (P)
			Interface Control Document (P)
			Release Plan (F)
			Requirements Document (B)
			 System Design Document (P)
			System of Records Notice (F) Test Plan (I)
	Detailed	Delegated	Project Management Artifacts:
	Design Review (DDR)	(may be elevated to Governance by TRB)	 Action Items, Decision Log, Issues List, and Lessons Learned (I)
			Project Schedule (I)
			Risk Register (I)
			Security Artifacts:
			Contingency Plan (I)
			Information Security Risk Assessment (I)
			Privacy Impact Assessment (I)
			System Security Plan (I)
			Systems Development Artifacts:
			Computer Match Agreement / Interagency Agreement (F)
			Implementation Plan (P)
			Interface Control Document (B)
			Operations & Maintenance Manual (P)
			Release Plan (F)
			System Design Document (B)
			System of Records Notice (F)
			Test Case Specification (P)
			Test Plan (I)
			User Manual (P)

Sampl	e Complexity Le	vel 2 Project – Fo	llow your Project Process Agreement
XLC Phase	XLC Review	Review Type	Artifacts
Development	Environment	Delegated	VRR Project Management Artifacts:
and Test	Readiness Review (ERR)		 Action Items, Decision Log, Issues List, and Lessons Learned (I)
			Project Schedule (I)
			Risk Register (I)
			VRR Security Artifacts:
			Contingency Plan (I)
			 Information Security Risk Assessment (I)
			 Privacy Impact Assessment (I)
			System Security Plan (I)
			VRR Systems Development Artifacts:
			Business Product / Code (B)
			Data Use Agreement (I)
			Implementation Plan (I)
			Operations & Maintenance Manual (I)
			 Test Case Specification (F)
			Test Plan (B)
			Training Plan (F)
			User Manual (I)
			 Version Description Document (P)
			IRR Project Management Artifacts:
			 Action Items, Decision Log, Issues List, and Lessons Learned (I)
		Project Schedule (I)	
		Risk Register (I)	
			IRR Security Artifacts:
			Authorization Package (P)
			Contingency Plan (I)
			Contingency Plan Test (P)
			Information Security Risk Assessment (I)
			Privacy Impact Assessment (I)
			Security Assessment (P)
			System Security Plan (I)
			IRR Systems Development Artifacts:
			Data Use Agreement (I)
			Implementation Plan (I)
			Operations & Maintenance Manual (I)
			Test Summary Report (P)
			Training Artifacts (P)
			User Manual (I)
			Version Description Document (B)
			PRR Project Management Artifacts:
			Action Items, Decision Log, Issues List, and Lessons Learned (I)
			Project Schedule (I)
			Risk Register (I)
			PRR Security Artifacts:
			Authorization Package (F)
			Contingency Plan (I)

Sampl	Sample Complexity Level 2 Project – Follow your Project Process Agreement			
XLC Phase	XLC Review	Review Type	Artifacts	
			Contingency Plan Test (F) Information Security Risk Assessment (F) Privacy Impact Assessment (F) Security Assessment (F) System Security Plan (F) PRR Systems Development Artifacts: Data Use Agreement (I) Implementation Plan (I) Operations & Maintenance Manual (I) Test Summary Report (P) Training Artifacts (P) User Manual (I) Version Description Document (B)	
Implementation	Operational Readiness Review (ORR)	Governance	Project Management Artifacts: Action Items, Decision Log, Issues List, and Lessons Learned (F) Project Schedule (F) Risk Register (F) Security Artifacts: CMS CIO-Issued Authority to Operate (F) Contingency Plan (I) Plan of Action & Milestones (F) Systems Development Artifacts: Data Use Agreement (F) Implementation Plan (F) Test Summary Report (F) Training Artifacts (F) User Manual (F) Version Description Document (B)	

6.3 Sample Complexity Level 1 Project Reviews and Artifacts

Table 8 lists the artifacts for a **sample** Complexity Level 1 project in preliminary (P), baseline (B), interim (I), and final (F) form as well as the governance and delegated reviews. Section 5 provides the definitions of the phases, reviews, and artifacts.

Table 8. Reviews for a Complexity Level 1 Project

Sample	Sample Complexity Level 1 Project – Follow your Project Process Agreement			
XLC Phase	XLC Review	Review Type	Artifacts	
Initiation, Concept, and Planning	Architecture Review (AR)	Governance	Project Management Artifacts: • N/A Security Artifacts: • N/A Systems Development Artifacts: • IT Intake Form (F)	
	Investment Selection Review (ISR)	Governance	Project Management Artifacts:	
	Planning work needed for success in later reviews		Project Management Artifacts: • Action Items, Decision Log, Issues List, and Lessons Learned (P) • Project Management Plan (F) • Project Schedule (B) • Risk Register (P) Security Artifacts: • Privacy Impact Assessment (F) Information Technology Artifacts: • N/A	
Requirements Analysis and Design	Preliminary Design Review (PDR)	Delegated	Project Management Artifacts: Action Items, Decision Log, Issues List, and Lessons Learned (I) Project Schedule (I) Risk Register (I) Security Artifacts: Contingency Plan (I) Information Security Risk Assessment (I) Privacy Impact Assessment (I) System Security Plan (I) Systems Development Artifacts: Interface Control Document (P) Test Plan (P)	

Sampl	Sample Complexity Level 1 Project – Follow your Project Process Agreement			
XLC Phase	XLC Review	Review Type	Artifacts	
	Detailed Design Review (DDR)	Delegated	Project Management Artifacts:	
Development and Test	Development and test work needed for success in later reviews		Project Management Artifacts: • N/A Security Artifacts: • Contingency Plan (I) Information Technology Artifacts: • Business Product / Code (B) • Test Plans (B)	
Implementation	Operational Readiness Review (ORR)	Governance	Project Management Artifacts: • Action Items, Decision Log, Issues List, and Lessons Learned (F) • Project Schedule (F) • Risk Register (F) Security Artifacts: • CMS CIO-Issued Authority to Operate (F) • Contingency Plan (I) • Plan of Action & Milestones (F) Systems Development Artifacts: • Test Summary Report (F) • Version Description Document (B)	