

Government of Puerto Rico Department of Health Medicaid Program Medicaid Eligibility and Enrollment System Request for Information

October 20, 2023



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Executive Summary

Merative is pleased to provide the Government of Puerto Rico, Department of Health Medicaid Program, the Medicaid Eligibility and Enrollment System RFI response.

Cúram™ by Merative (Cúram), was the first and continues to be the only Commercial off-the Shelf (COTS) social services platform to support major government programs including Eligibility and Enrollment. With its first deployment in 2000, Cúram became the first COTS software to enable government agencies globally to support multi-program eligibility determination. The Cúram Platform connects benefit administrators, social services agencies, and case managers. Cúram is a holistic, client-focused approach to providing health and human services that improves outcomes for individuals and families. Today, Cúram by Merative helps federal, provincial, state, and local governments transform the delivery of health and social services programs.

In 2012, IBM acquired Cúram Software, created the Watson Health business unit, and by doing so expanded our industry leading Cúram Software Platform to IBM's government portfolio. Through this acquisition, IBM acquired extensive human services experience, subject matter expertise, and technical resources with extensive experience in human services technology and practice.

On June 30, 2022, Francisco Partners, an American private equity firm headquartered in San Francisco, California, acquired IBM Watson Health which at the time consisted of several health and human resources specific product lines, including Cúram Social Program Management. On July 1, 2022, we became Merative, a stand-alone company, dedicated to providing innovative solutions to the health and human services market. As Merative, we continue to invest in and enhance our solution offerings and people. Our name has changed, but our mission – “Putting people at the center to drive real progress” – has never wavered.

Cúram is designed by experts who have worked on the front lines of health and human services delivery, oversight, and administration of social programs. For over 25 years our government team has worked together to better serve the world's most vulnerable populations. As a team we are committed to this work. Additionally, our human services and technology experts are trusted advisors, subject matter experts, and implementation experts on the execution of projects.

Specifically built for human services, Cúram contains pre-built content for programs that help to advance agencies' project implementations and modernization goals more quickly than platforms which lack a human-services focus. Cúram is an enterprise platform with the ability to configure and deliver human services programs with core features that consist of extensive case management features and a purpose-built eligibility and entitlement platform that uses a configuration approach in creating and applying rules for triage, screening, and eligibility and entitlement determinations and payment calculations including the complexity of calculating overpayment and underpayment functionality as well as supporting renewals processing.

Cúram provides a fully responsive public-facing portal that enables self-service capabilities for the citizens of Puerto Rico. Merative's Citizen Engagement portal allows citizens to manage benefits by accessing their secure online account where they can view and resume in-progress applications, view payments, report changes in circumstance, communicate with your agency, and initiate appeals—all without having to engage a service center, in person or over the phone. By being fully responsive, the citizens can decide how they want to interact with the Puerto Rican government, by mobile phone, tablet, laptop, or personal computer.

Cúram has successfully delivered and maintained global Integrated Eligibility and Enrollment (IE&E) solutions where the prime systems integrator ranged from state agencies, strategic business-partners, and Merative. In all cases, our most successful projects have included Merative having a direct-to-the-agency relationship. For example:

- In 2008, Merative contracted directly with the State of North Carolina on NC FAST for design, development, and implementation of their IE&E system (NC FAST) which has replaced nineteen (19) legacy systems. North Carolina initially engaged a Systems Integrator and saw the benefit to the State in having a direct relationship with Cúram. A team of Cúram consultants worked on the project directly for the State.
- Merative, along with its partner IBM, has been providing system integrator services to the State of South Carolina, Department of Health and Human Service (SCDHHS) since 2017, providing the design, development, and integration of the Medicaid IE&E Member Management System (MMS) along with enhancements and ongoing operations and maintenance.
- Merative is the prime maintenance and operations contractor on the MAGI eligibility system in the State of Minnesota and has been providing services since 2012. Minnesota Eligibility Technology System (METS) is operational and live in Minnesota and covers the full scope of the State's Health Benefits Exchange system and MAGI eligibility.

Our various global implementations of Cúram Integrated Eligibility and Enrollment solutions have provided a range of successful benefits to both citizens and agencies. They have expanded community outreach, increased responsiveness to community needs, and provided better outcomes. Today, those systems are assisting states with addressing the end of the Public Health Emergency and supporting the unwinding renewals process.

We are familiar with PRMP's modernization challenges and as the architect of Cúram, we know how to help our clients achieve efficiencies with a Commercial-Off-The-Shelf (COTS) solution leveraging out-of-the-box functionality through configuration as opposed to costly custom coding. The Merative team has domain-specific subject matter experts who are well versed in delivering Medicaid and other Health and Human Services projects. Having Merative on the ground will help the Puerto Rico Medicaid Program (PRMP) team to achieve greater efficiencies with lower cost of ownership.

We appreciate the opportunity to work closer with the PRMP team to deliver increased responsiveness with better outcomes for the agency and your recipients.

Sincerely,

A handwritten signature in black ink that reads "Rodney D. Burnett".

Rodney D. Burnett

Merative's Response to Attachment A

3. Requested Information

Please provide responses in the below template, deleting the <response> notation, and including your narrative in the space provided.

Respondent Legal Entity Name: Merative US L.P.

Respondent Contact Person

Name: Rodney D. Burnett

Title: Sales Executive

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3.1 History of Medicaid Eligibility and Enrollment (E&E) Systems

- a. List the Respondent's current or previous contracts that showcase experience implementing or operating Medicaid E&E system(s) in states or territories, with particular emphasis on those of similar size to Puerto Rico.

Please provide the name of the state or territory in which the Respondent holds a contract, and the start and end dates for each contract described.

Additionally, please note if any of the listed contracts involve a Cúram system, and if the E&E system has been certified through the Centers for Medicare & Medicaid Services (CMS) certification process.

Active Contract Name	State or Territory	Start Date	End Date	Cúram System (Y/N)	CMS Certified System (Y/N)
North Carolina Families Accessing Services through	North Carolina	2008	Current	Y	Y

Technology (NC FAST)					
South Carolina Member Management System (MMS)	South Carolina	2012	Current	Y	Y
Minnesota Eligibility Technology System (METS)	Minnesota	2012	Current	Y	Y
Missouri Eligibility and Enrollment System (MEDES)	Missouri	2013	Current	Y	Y
District of Columbia Access System (DCAS)	District of Columbia	2013	Current	Y	Y
South Dakota Benefit Enrollment and Eligibility System (BEES)	South Dakota	2020	Current	Y	N, (Implementation will not be complete until March 2024)

The Cúram solution, built specifically for Health and Human Services programs is a market leader and is installed in agencies within 12 countries/jurisdictions supporting over 970 government programs including Medicaid. Within the United States and its territories, Cúram is installed in several Medicaid agencies including:

- North Carolina
- South Carolina*
- Minnesota*
- Missouri*
- District of Columbia*
- South Dakota
- Puerto Rico**
- US Virgin Islands**

* Merative projects that also include takeover experience

**Merative engagements limited to Cúram software. DDI and M&O were performed by other Systems Integrators.

In addition to the Medicaid projects listed directly above, we have experience with project take over in Clark County (CC), Nevada for the Automated Case Management and Eligibility System (ACES) project. While this is not a Medicaid system, Merative's experience in Clark County also demonstrates our experience and responsiveness doing project take-overs that leverage the Cúram and Citizen Engagement technology stack implemented in the Cúram Medicaid E&E projects cited above.

Active Contract Name	County	Start Date	End Date	Cúram System (Y/N)	CMS Certified System (Y/N)
Clark County (CC), Nevada Automated Case Management and Eligibility System (ACES)	Clark County	2007	2010 <ul style="list-style-type: none"> • Merative provided services support to original SI. September 2014: <ul style="list-style-type: none"> • Project takeover from former Systems Integrator. The County became their own SI and Merative provided specialized services assisting with the implementation completion of Cúram followed by a warranty period. September 2020 <ul style="list-style-type: none"> • Clark County used pandemic funds to implement a citizen facing portal to help 	Y	N - (Not Applicable)

				<p>with rental assistance and utility assistance applications for citizens who were impacted by loss of income. The portal went live in sixteen (16) weeks.</p> <p>Ongoing</p> <ul style="list-style-type: none"> The County has maintained ACES on their own, engaging Merative periodically to assist with specialized system enhancements and Cúram upgrades. <p>Present</p> <ul style="list-style-type: none"> Cúram upgrade to v8. 		
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Cúram has been successfully implemented and maintained globally where the prime Systems Integrator ranged from:

- State agencies
- Strategic business-partners
- Merative

In all cases, our most successful projects have included Merative having a direct relationship with the Agency. Having Merative on the ground helps our clients achieve efficiencies from a Commercial-Off-The-Shelf (COTS) solution where out-of-the-box functionality is maximized through configuration and low-code as opposed to costly custom coding. The Merative team has successfully delivered increased responsiveness with better outcomes for our clients and their citizens.

3.2 General Business Experience Taking Over or Replacing a Medicaid E&E System





- a. For each E&E takeover project listed in Section 3.1, provide a narrative of the Respondent’s experience, including a description of the following:
 - a. Recommended best practices and lessons learned in E&E takeover.

In the table below we have Included a narrative of Merative’s experience for each project which involved a takeover or replacement of a Medicaid E&E. We have also included a cumulative list of lessons learned and best practices resulting from these projects. The Merative continuous improvement process uses lessons learned on each project to enhance our best practices. These practices are then applied to current and all future projects.



Medicaid E&E Project:	Project Overview and Experience:
South Carolina Member Management System (MMS)	<p>Overview: SCDHHS selected a Cúram-based solution to address several challenges associated with the continued use of their legacy mainframe eligibility system and manual processes which were complex, expensive, and difficult to update.</p> <p>In 2012 the Cúram Platform was deployed to enable SCDHHS to implement its Member Management System (MMS) to determine MAGI Medicaid eligibility as part of the Member Management Replacement Project (MMRP). SCDHHS continues to be a valued client for Merative since our first engagement in 2012.</p> <p>***Merative Confidential Information Begins Here***</p> <p>Merative Experience: [REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p>


		<p>[Redacted]</p> <p>[Redacted]</p> <p>[Redacted]</p> <p>[Redacted]</p> <p>***Merative Confidential Information Ends Here***</p>
	<p>Minnesota Eligibility Technology System (METS)</p>	<p>Overview: The State of Minnesota selected a Cúram-based solution to manage the determination of MAGI healthcare eligibility and case management for public and private programs.</p> <p>Designed to support the intake, eligibility, and case management features and functionality of the MN METS, Cúram supports the State's initiatives to assist eligible individuals with enrolling in Federal or State health care programs.</p> <p>***Merative Confidential Information Begins Here***</p> <p>Merative Experience:</p> <p>[Redacted]</p> <p>[Redacted]</p> <p>***Merative Confidential Information Ends Here***</p>
	<p>Missouri Eligibility and Enrollment</p>	<p>Overview: The State of Missouri selected a Cúram-based solution to improve delivery of support services and enhance citizen</p>

	System (MEDES)	<p>access to all social programs by expanding service delivery options to caseworkers and citizens.</p> <p>The Missouri Eligibility Determination and Enrollment System (MEDES) project provides a modern case management system to the Department of Social Services, Family Support Division and is replacing the state's outdated legacy system. MEDES utilizes a modern user-interface to facilitate more efficient processing of applications and a modular design to provide eligibility determination and enrollment system for Missouri HealthNet and Supplemental Nutrition Assistance Program (SNAP) with plans for Non-MAGI Medicaid, Temporary Assistance, and Child-Care Assistance Programs. MEDES provides a robust citizen portal for online application of MAGI benefits.</p> <p>In 2013 under the Affordable Care Act, Missouri awarded a contract to a systems integrator (SI) to implement Cúram for MAGI Medicaid. Missouri made the decision to modernize all eligibility programs from the legacy system on a single platform and selected Cúram. Missouri was ready for open enrollment in Fall 2013. After open enrollment, Missouri continued to work towards modernization. However, by early 2015, it became clear to the State that the current SI was not successfully delivering. The SI was not leveraging as much out-of-the-box functionality as Missouri expected and was defaulting to customizing Cúram.</p> <p>***Merative Confidential Information Begins Here***</p> <p>Merative Experience:</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p>
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	<p>District of Columbia Access System (DCAS)</p>	<p>***Merative Confidential Information Ends Here***</p> <p>Overview: The District of Columbia Access System (DCAS) provides a state-of-the-art health and human services solution built upon Merative’s Cúram Platform that provides the District with a modern integrated eligibility system for Medicaid, Supplemental Nutrition Assistance Program (SNAP), Temporary Assistance to Needy Families (TANF), and other programs. DCAS provides new case management capabilities and functionality mandated by the Affordable Care Act (ACA) such as Advanced Premium Tax Credit (APTC) and Modified Adjusted Gross Income (MAGI) Medicaid eligibility services as well as promotes economic independence for low-income families. DCAS provides seamless and extended citizen access to health care and human service benefits to all District citizens.</p> <p>***Merative Confidential Information Begins Here***</p> <p>Merative Experience:  </p>

		<p>[REDACTED]</p> <p>Engagement Timeline:</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p> <p>[REDACTED]</p>	
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	Non-Medicaid Project:	Project Overview and Experience:
	Clark County (CC)	<p>Overview: Clark County implemented the Automated Case Management and Eligibility System (ACES) project to replace their existing case management system. Cúram was the enabling technology of the ACES project. While this is not a Medicaid system, Merative's experience in Clark County demonstrates our experience and responsiveness doing project takeovers using Cúram and Citizen Engagement (portal) technology stack.</p> <p>***Merative Confidential Information Begins Here***</p> <p>Merative Experience:</p> 

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Merative's Best Practices:

Merative has standardized best practices based on hands-on project lessons learned from our experience implementing, taking over, and replacing Medicaid Eligibility and Enrollment (E&E) projects.

We have successfully taken over several large Medicaid E&E System implementations and know that successful takeovers require careful planning, thorough assessment, and ongoing monitoring. Learning from past experiences and implementing improvements based on lessons learned is essential for a smooth transition and the long-term success of any project. During these projects, we learned from both successful aspects and challenges encountered during the takeover. As a result, we strive to continuously improve our processes and strategies for managing solutions effectively and helping to ensure their long-term success. Below we have identified a sample of our process improvements that are direct results of our experiences.

- Run the takeover work as a project:
 - Apply project management best practices recommended by the Project Management Institute's (PMI), Project Management Book of

Knowledge (PMBOK) that emphasize careful planning and stakeholder involvement.

- Establish Scope, Requirements and Service Levels.
 - Review the existing project scope and obtain updates from the client as needed.
 - Review the current system requirements and obtain documented status of each from the client.
 - Review and evaluate the current service levels established, review the actual service levels, and adjust as needed.
- Comprehensive Assessment of System Platform and Architecture:
 - Evaluate the current hardware infrastructure, including any overdue hardware upgrades, to understand the current system stability and performance. Plan for any improvements needed to meet system service levels.
 - Analyze the system's architecture to understand its design principles, scalability, and dependencies.
- Comprehensive Assessment of System Software:
 - Review the software components, versions, and dependencies.
 - Evaluate the codebase and databases. Confirm that they are available, accessible and that scripts exist to generate a deployment package from scratch.
 - Evaluate any major customizations made to the software and ensure they are documented and compliant.
- Assessment of the current system's performance, stability, and security:
 - Review known system issues, with an eye towards stability, security, and functional deficiencies.
 - Review open severity tickets, and their impact.
 - Examine historical outages in the past year, their causes, and the actions taken for resolution.
- Review System Licenses and Ownership:
 - Identify and review all system licenses, including software and licensed tools used in the solution.
 - Establish clear ownership of all licenses and determine responsibility for ongoing licensing costs.
 - Confirm compliance with licensing agreements to avoid legal and financial risks associated with non-compliance.
- Assess Technical Debt (implied cost of postponed but required work):
 - Identify and document technical debt within the system, including outdated technologies, unresolved issues, and suboptimal code.

- Evaluate the impact of technical debt on system performance, maintenance, and scalability.
 - Develop a plan for addressing and mitigating technical debt as part of the takeover strategy.
- Identify Functional and Technical Improvements
 - Identify use of out-of-the-box functionality from new or existing releases that would increase productivity, responsiveness, and user adoption.
- Documentation Review:
 - Review and update system documentation to verify that it accurately reflects the system's current state, configurations, and workflows.
- Assess Testing Assets, Tools, and Plans:
 - Assess the existing testing assets to see what can be re-used: existing test scripts, test cases, and test data, for example.
 - Assess the testing tools available to document the test cases, to manage the execution of test cases, and to automate the test execution of tests.
 - Assess available Test Plans to see what can be re-used.
- Resource Planning and Allocation:
 - Allocate adequate budget and resources for addressing known issues, open tickets, system improvements, customizations, policy-related changes, hardware upgrades, and technical debt mitigation immediately after the takeover.
 - Review the current allocation of resource hours to make system updates and evaluate results.
 - Evaluate whether adjustments are needed to the resource pool or to the planning process for scope control to adequately support the ongoing needs of the system.
- Engage Experts:
 - Engage domain experts and technical specialists with experience in Medicaid E&E systems to assist in the assessment and transition.
 - Consider the retention of key Subject Matter Experts (SMEs) from the current vendor to facilitate a smooth transition and maintain institutional knowledge. Please note: the current staff may not be the issue. It may be a matter of how they are managed and deployed.
- Knowledge Transfer and Training:
 - Request formal training sessions from the vendor led by experienced engineers to ensure comprehensive knowledge transfer.
 - Request and secure comprehensive documentation to support training and as a reference for ongoing maintenance.

- Request a transition period with the proper duration with the current vendor's support to facilitate gradual knowledge transfer and minimize disruptions.
- Confirm that training sessions are sufficiently detailed and tailored to the specific needs of the takeover. Avoid quick, cursory training in favor of in-depth sessions.
- System Interoperability and Interfaces:
 - Assess the system's existing interoperability capabilities and implementation details, including its ability to integrate with other healthcare systems, data exchanges, and external entities.
 - Review existing interfaces and their functionality, confirming that they meet current and defined future integration requirements.
 - Review data standards and protocols to confirm and verify compatibility with industry standards and regulations.
 - Develop a strategy, as needed, for maintaining and enhancing system interoperability to support seamless data exchange within the healthcare ecosystem.
- Risk Assessment:
 - Review the current list of risks associated with the takeover to assess their status and potential impact.
 - Identify and document new risks that may arise during the takeover process, including those related to system performance, data security, compliance, resource availability, and stakeholder expectations.
 - Develop a comprehensive risk mitigation plan that includes strategies for addressing identified risks and monitoring their resolution.
- User Feedback: Review user feedback and support history to identify common issues and areas requiring improvement.
- Contracts and Legal Review: Conduct a legal review of contracts and agreements with the previous provider to understand obligations and liabilities, and leverage the current cause of the need for a takeover.
- Pending Policy Changes and Promises:
 - Identify any pending major State or regional policy changes that could impact the system's functionality or compliance requirements.
 - Review any commitments or promises made by the current project team to the State or Customer and plan for them during the transition.
- Human Resources Planning:
 - Develop a human resources plan that includes strategies for retaining critical SMEs from the current vendor.
 - Consider the recruitment and onboarding of additional staff as needed to support the takeover and ongoing maintenance.

- Change Management Planning: Develop a robust change management plan to effectively manage system updates and changes while minimizing disruptions.
- User Training and Support: Invest in user training and support resources to help to ensure users can effectively utilize the system.
- Vendor Relationships: Build positive relationships with third-party vendors or service providers, emphasizing collaboration and accountability.
- Strategic Planning: Align the takeover with long-term organizational goals and develop a clear strategy for the system's future development and maintenance.

Merative's Lessons Learned:

Merative has standardized best practices based on hands-on project lessons learned from our experience implementing, taking over, and replacing Medicaid Eligibility and Enrollment (E&E) projects. We have successfully taken over several large and complex Medicaid E&E System implementations and know that successful takeovers require careful planning, thorough assessment, and ongoing monitoring. Learning from past experiences and implementing improvements based on lessons learned is crucial for a smooth transition and the long-term success of the system. Below is a list of Lessons Learned during takeovers:

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b. Challenges and/or risks

Taking over a Medicaid E&E solution can present various challenges and risks. It is essential to anticipate and proactively address these challenges to promote and facilitate a successful transition. Some of the challenges and risks we encountered during project takeovers:

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Challenges:	Challenge Description:
[Redacted]	[Redacted]

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c. Major milestones and success factors

Establishing major milestones is essential for tracking progress, managing expectations, and executing a structured approach to a large takeover project. Success factors are often evaluated after the project is completed to determine if the objectives were met. Merative project milestones and success factors have been consolidated and included in the table below.

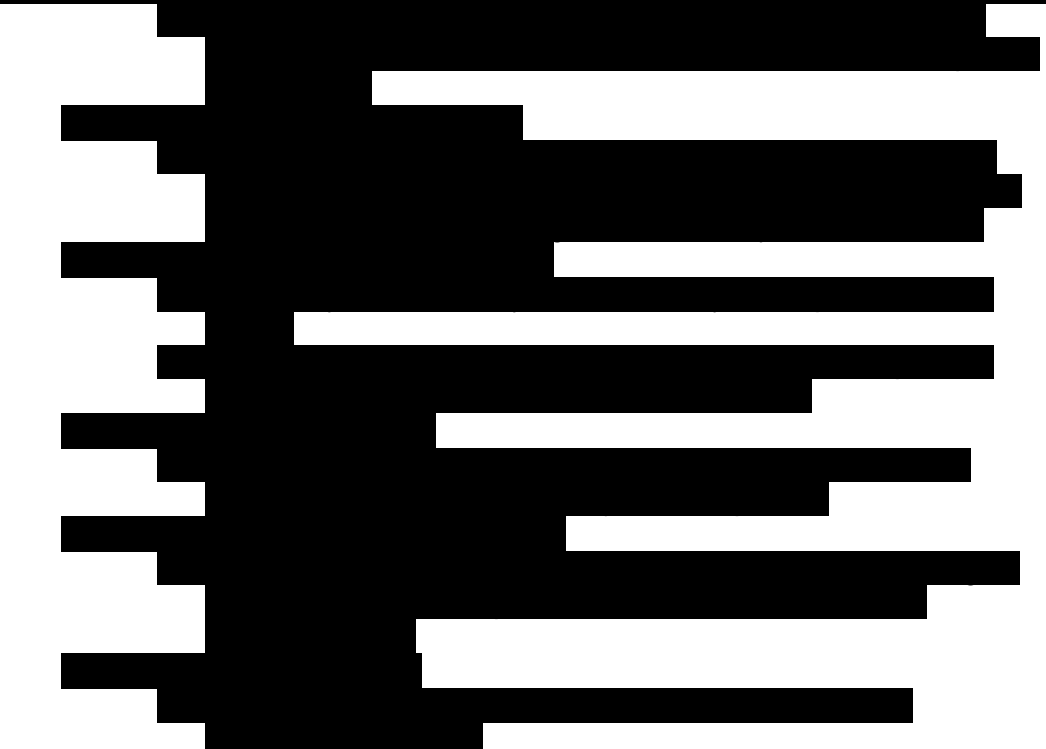
Major Milestones:
<ul style="list-style-type: none"> • Project Kickoff and Planning: <ul style="list-style-type: none"> ○ Define project objectives, scope, and deliverables. ○ Establish the project team and roles. ○ Develop a detailed project plan, including timelines and resource allocation. • Vendor Talent Retention Plan: <ul style="list-style-type: none"> ○ Discuss a Retention Plan to retain project talent and expertise ○ Finalize Retention Plan. • Comprehensive System Assessment: <ul style="list-style-type: none"> ○ Complete an assessment of the existing system, including hardware, software, and architecture. ○ Review system licenses, technical debt, and customizations. ○ Evaluate system performance and stability. • Risk Assessment and Mitigation Plan: <ul style="list-style-type: none"> ○ Identify and assess risks associated with the takeover. ○ Develop a comprehensive risk mitigation plan to address identified risks. • Knowledge Transfer and Training: <ul style="list-style-type: none"> ○ Develop an approved Knowledge Transfer and Training Plan. • Resource Allocation and Budget Approval: <ul style="list-style-type: none"> ○ Review and adjust resource allocations based on project needs. ○ Secure budget approvals for immediate post-takeover activities.

- Legal and Contractual Review:
 - Conduct a legal review of contracts and agreements with the previous vendor.
 - Address any legal or contractual issues.
- Testing:
 - Collaborate with State Testing Team to review, approve, and conduct test scripts.
 - Validate data integrity and system functionality.
- User Training and Adoption:
 - Assess the need for User Training and Adoption.
 - Develop User Training and Adoption Plans as needed.
- Go/No-Go Decision Gate:
 - Assess the readiness of the system for go-live.
 - Review all preparations, including assessments, training, and testing results.
 - Make a Go/No-Go decision based on the assessment. Proceed to System Go-Live if it is a Go; reassess and address issues if it is a No-Go.
- System Go-Live:
 - Transition system to full operation.
 - Monitor system performance and address any immediate issues.
- Stakeholder Review and Reporting:
 - Review project progress with key stakeholders.
 - Provide regular status reports and updates on milestones achieved.
- Project Closeout:
 - Document project outcomes and lessons learned.
 - Close out the project and conduct a post-implementation review.

Success Description:

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[Redacted content]

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3.3 Managing the Project Schedule for the Replacement or Takeover of a Medicaid E&E System

- a. Describe the expectations, roles, and responsibilities of the incumbent Maintenance and Operations (M&O) vendor and Puerto Rico Medicaid Program (PRMP) staff during the system replacement or takeover.

During the takeover of a complex system like Puerto Rico Medicaid, the expectations, roles, and responsibilities of the incumbent Maintenance and Operations (M&O) vendor and the Territory staff must be clearly defined to help to ensure a smooth transition. Below is an overview of the respective roles and responsibilities based on our experience with previous takeover projects:

Incumbent M&O Vendor

- Knowledge Transfer to the Transition Team:
 - Provide comprehensive knowledge transfer sessions to the new vendor, focusing on system architecture, configurations, customizations, and best practices.
 - Work closely with the client's transition team to facilitate a successful handover of responsibilities.
 - Provide the new vendor staff adequate training on the PRMP system top prepare them to take over system maintenance and operations.

- Verify that the Transition Team has a thorough understanding of the system's functionalities and operations.
- To achieve a successful transition, the current vendor should have an approved transition plan in place and actively adhere to that plan.
- Documentation and Artifacts:
 - Deliver all relevant system documentation, including technical manuals, configuration guides, and any custom code or scripts.
 - Provide access to code repositories, databases, and other critical artifacts.
- System Transition Plan:
 - Develop a detailed transition plan that outlines the steps and timeline for transitioning system maintenance and operations to the client.
 - Collaborate with the new vendor to facilitate a seamless transition process.
 - Confirm that an approved transition plan is in place and actively work with the existing Systems Integrator to facilitate a successful transition.
- Support During Transition:
 - Offer support during the transition phase, which may include assisting with data migration, testing, and system setup in the client's environment.
 - Address technical issues or questions that arise during the transition.
 - Facilitating interactions between the incumbent and transition team.
- Contractual and Financial Closure:
 - Collaborate with the existing SI and other vendors to finalize contractual and financial matters, including any outstanding payments, license transfers, and contract termination.
- Post-Transition Support:
 - Provide limited post-transition support for a defined period to address any immediate issues or questions that may arise after the takeover.

Puerto Rico Government Staff

- Transition Planning:
 - Define a dedicated transition team comprised of key stakeholders from the State government agency to oversee the takeover process.
 - Collaborate with the incumbent M&O vendor to develop a comprehensive transition plan.
- Resource Allocation:
 - Allocate the necessary human and financial resources to support the transition and ongoing maintenance and operations of the system.
- Training and Skill Development:
 - Confirm that the new vendor staff members receive adequate training in system management, administration, and troubleshooting.

- Promote skill development among team members to manage certain system tasks effectively.
- Documentation Review and Enhancement:
 - Review available documentation provided by the incumbent vendor and verify that it meets the agency's standards.
 - Enhance documentation as needed to make it more useful for ongoing management.
- System Testing and Validation:
 - Conduct thorough testing and validation of the system or help the new Si complete testing and validation to confirm that the system functions as expected.
 - Work with current and new vendors to address issues or discrepancies discovered during testing.
 - Assist in the baselining of the current system functions, existing defects, designs and other related artifacts and metrics for the incumbent to take over and manage from that point onward.
- Vendor Transition Oversight:
 - Oversee the transition process, validating that it aligns with the agreed-upon timeline and objectives.
 - Communicate regularly with the incumbent vendor's transition team to resolve challenges and issues.

- b. What is the typical minimum and maximum duration for the completion of a system replacement or takeover and why? Please include a breakdown of the time between System Development Lifecycle (SDLC) phases.

Typical minimum and maximum duration for the completion of a system replacement and takeover can range anywhere from four (4) months to three (3) years. Duration is dependent on what is being done and the timeline is longer when there is a complete system replacement rather than a takeover of an existing Maintenance & Operations (M&O) project.

The shortest duration and least expensive approach is to takeover M&O of an existing system from another vendor.

In that case, the operational system remains intact and in place and only the support staff is changing or transitioning from the existing vendor to the new vendor where applicable and possible. We have seen cases where the transition can take as little as four (4) months, assuming:

- There is careful planning of the transition,
- There is a comprehensive knowledge transition process, for approximately three (3) months that includes shadowing of resources,
- There is good documentation available, and
- System is stable and there are no major issues.

The timeline can grow longer if any of these assumptions are not in place since the project team will need to compensate for the full extent of any known or unknown system issues.

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- c. Describe risks and challenges associated with vendor transition and possibility of service interruption during the transition period of the system replacement or takeover. What risk mitigation strategies do you recommend?

Common risks and challenges associated with vendor transition during a system takeover include:

- Knowledge Transfer Delays:
 - Delays in the transfer of knowledge and expertise from the incumbent vendor to the new staff can slow down the transition process. If the new team does not fully understand the system's intricacies, it can lead to operational issues.
- Data Quality Issues:
 - Data Quality issues that currently exist in the system during a system takeover can result in data integrity issues and service interruptions.
- Incomplete Documentation:
 - Inadequate or outdated system documentation provided by the incumbent vendor can hinder our ability to manage and troubleshoot the system effectively, potentially leading to service disruptions.
- Lack of Technical Expertise:
 - The new vendor staff may not possess all of the required technical skills or experience to manage the system immediately after the transition. This can lead to operational inefficiencies and potential downtime.
- Customizations and Integrations:
 - Complex customizations and third-party integrations may pose challenges during the transition. Taking over custom code, scripts, or interfaces to the environment can be complex and may result in disruptions if not handled properly.
- Resource Allocation:

- Insufficient allocation of human and financial resources to support the transition can lead to delays, inadequate training, and an increased risk of service interruptions.
- Contractual and Financial Disputes:
 - Disputes over contract terms, payments, or obligations between the client and the incumbent vendor can impact the transition process and potentially result in service interruptions.
- Testing and Validation:
 - Inadequate testing and validation of the system may lead to undiscovered issues that surface during operation, causing service disruptions.

Common risks and challenges associated with a system replacement:

Risks and Challenges:	Description:
Replacing Functional Core Requirements:	<p>The Replacement Project Team must document requirements, design, develop; system test, and user test the new solution.</p> <p>These tasks magnify the challenges, the risks, the costs, and time when compared to a takeover project that keeps all this in place with an overall regression test.</p>
Replacing Federal and State Medicaid Program Logic and Rules:	<p>The Replacement Project Team must document requirements, design, develop; system test, and user test the new solution.</p> <p>The replacement project will must also review, understand, and apply new Federal reviews and certifications.</p> <p>These tasks magnify the challenges, the risks, the costs, and time when compared to a takeover project that keeps all this in place with an simpler regression test.</p>
Replacing Federal, State and other Interfaces and integrations:	<p>The Replacement Project Team must document requirements, design, develop; system test, and user test the new solution.</p> <p>The Replacement Project Team must review new Federal connections and possible certifications.</p> <p>These tasks magnify the challenges, the risks, the costs, and time when compared to a takeover project that keeps all this in place with an overall regression test.</p>
Replacing Reports and Notices:	<p>The Replacement Project Team must document requirements, design, develop; system test, and user test the new solution.</p>

	<p>The Replacement Project Team must review, understand, and apply new Federal reviews and certifications.</p> <p>These tasks magnify the challenges, the risks, the costs, and time when compared to a takeover project that keeps all this in place with an overall regression test.</p>
<p>Data Migration Issues:</p>	<p>Data migration of legacy data is a critical step during a system replacement project. Data discrepancies, mapping errors, or data corruption during migration can result in data integrity issues and service interruptions in the new system if not done properly.</p>

Based on these factors, taking over a system provides a smoother transition, results in the least amount of disruption and risk to our state customers and their clients, and has a lower financial burden than a full replacement project. We listed our best practices in section 3.2. Content in this section can also be used as recommendations and considerations on how Puerto Rico might run your Medicaid E&E System.

3.4 Staffing Approach for a Medicaid E&E System

- a. Provide the ideal staffing approach for the design, development/configuration, implementation period. How do you approach staffing shortages when state/territory resources or SMEs are limited?

Merative believes that the ideal staffing approach for implementation depends on the scope of the project. Project staffing levels are dependent on several factors which includes scope and system complexity of the solution. As a result, it is not possible for us to provide a comprehensive resource list currently. We have, however listed the various skillsets that typically staff Cúram project teams.

- Project Manager(s),
- Project Management Office (PMO) support personnel,
- Cúram Technical/Solution Architect(s),
- System Architect(s),
- Business Architect(s),
- Cúram Developers,
- Cúram Business Consultants,
- Integration Engineers,
- Data Migration Engineers,
- Reports/Business Intelligence Developers,
- Quality Assurance/Testing Leads,
- Quality Assurance /Testing Personnel,
- Data(base) Engineers,
- System Administrators,

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- c. Describe the approach to training state/territory staff and regional caseworkers. Provide any suggestions for improving system adoption, through training, regional outreach, stakeholder engagement, or otherwise.

Merative recommends a Train-The-Trainer approach to training state/territory staff and regional workers. This approach has proven successful on prior implementations.

Merative recommends a carefully planned Organizational Change Management (OCM) plan and process to promote and improve system adoption of your user population. Involving local staff or trained, knowledgeable super users has proven beneficial and helped to increase end-user acceptance of new systems and associated processes. Change is difficult and several of our Cúram customers have developed innovative approaches to change management and adoption of the changes. We are happy to facilitate a discussion with our existing Customers and for you to learn from their experiences.

Best practices in two (2) states for system adoption are:

- Deploying a support squad to an office that is struggling will assist workers and impart knowledge transfer with hands-on experience.
- Offering an on-line, self-paced training program that allows case workers to become familiar with the new system at their own pace.
- Embedding a Help Functionality and Frequently Asked Questions to allow case workers processing a case to ask “How To” questions.

3.5 Cost Estimates and Models for the Replacement or Takeover of a Medicaid E&E System

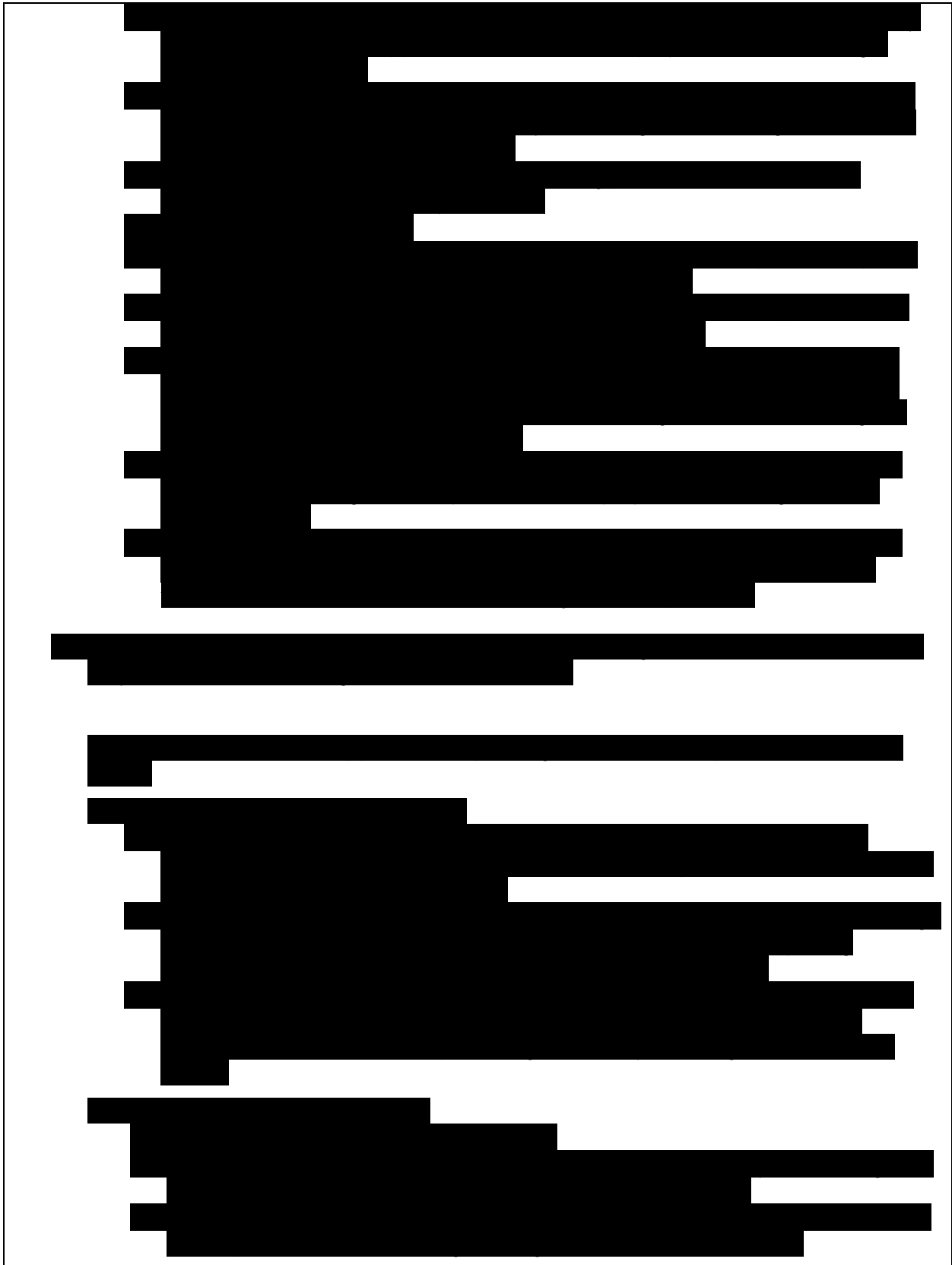
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Cúram is a domain rich product with several built-in functions that have been enriched

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3.6 Documentation

- a. List and describe documentation that is essential to plan and execute a replacement or takeover (before, during, and after).

Please refer to the list below of essential documentation needed before, during, and after a system replacement or takeover project

Before the Replacement or Takeover:

- System Architecture Documentation:
 - Detailed documentation outlining the system's architecture, including hardware, software components, databases, and network configurations.
 - Description of system modules and their interdependencies.
- System Configuration Documentation:
 - Configuration files and settings for the system, including application configurations, database configurations, and network configurations.
 - Information about system parameters and variables.
- Design/Customization Documentation:
 - Documentation of any custom code, scripts, or modifications made to the system.
 - Explanation of the purpose and functionality of each customization.
- Data Schema and Data Flow Diagrams:
 - Diagrams illustrating the data schema, data models, and data flow within the system.
 - Detailed descriptions of database tables, fields, and relationships.
- Interface Documentation:
 - Documentation of system interfaces and integrations with other applications, systems, or external data sources.
 - API specifications, communication protocols, and data exchange formats.
- Reports Documentation: List of reports in use in the current operations.
- Notices/Forms Documentation: List of notices/forms in use in the current operations.

During the Replacement or Takeover:

- Project Plan and Timeline:
 - A detailed project plan that includes milestones, tasks, timelines, and resource allocation.
 - Updates and progress reports during the project execution.
- Change Management Documentation:
 - Documentation related to change requests, including change proposals, approvals, and impact assessments.
- Data Migration Plan:
 - A comprehensive plan outlining data migration strategy, data mapping, and data validation procedures.
- Testing and Quality Assurance Documentation:

- Test plans, test cases, and test scripts used for system testing, integration testing, and user acceptance testing.
- Test results, defect logs, and issue tracking records.
- Training Materials:
 - Training manuals, user guides, and training materials for the client's staff.
- List of Known Performance or Stability Issues:
 - Identification and documentation of known performance bottlenecks or stability concerns within the system.
 - Records of past performance testing results and system monitoring data.
- List of Known Issues:
 - A comprehensive list of known system issues, defects, bugs, and problems that need to be addressed.
 - Prioritization of issues based on their impact on system performance and functionality.

After the Replacement or Takeover:

- Post-Implementation Documentation:
 - Documentation of activities and outcomes during the transition and system go-live.
 - Lessons learned reports and post-implementation reviews.
- Updated System Documentation:
 - Revised system architecture, configuration, and customization documentation reflecting the post-transition state.
 - Updates to data schema and integration documentation as needed.
- Operations and Maintenance Manuals:
 - Manuals outlining routine system operations, maintenance procedures, and troubleshooting guides.

b. What documentation is not essential, but may be desirable?

The following documentation would be helpful to include:

- Current Release Plans:
 - Documentation of the system's current release plans, including upcoming updates, patches, or new versions.
 - Information about the features, enhancements, and fixes expected in each release.
- System User Details
 - User counts, types, roles, and responsibilities.
- Volume information about the current operations.

c. What documentation would be helpful to include in a future “bidders' library” to assist offerors?

The following documentation has proven to be helpful when preparing an RFP response:

- System Architecture Documentation:

- Detailed documentation outlining the system's architecture, including hardware, software components, databases, and network configurations.
- Description of system modules and their interdependencies.
- Design/Customization Documentation:
 - Documentation of any custom code, scripts, or modifications made to the system.
 - Explanation of the purpose and functionality of each customization.
- Data Schema and Data Flow Diagrams:
 - Diagrams illustrating the data schema, data models, and data flow within the system.
 - Detailed descriptions of database tables, fields, and relationships.
- Interface Documentation:
 - Documentation of system interfaces and integrations with other applications, systems, or external data sources.
 - API specifications, communication protocols, and data exchange formats.
- Reports Documentation:
 - List of reports in use in the current operations.
- Notices/Forms Documentation:
 - List of notices and forms in use in the current operations.
- End user details
 - Worker counts by role.
 - Number of cases by program.
 - External organization details, including user counts by role
 - Recipient counts.

- d. When there is limited written information, how do you address gaps/what alternate ways do you use to estimate level of effort or project risk?

When there is limited information, if given the opportunity, we will ask detailed questions that will assist in our planning, resource allocation and pricing. If, after a Q&A period, there are still unknowns, Merative will develop a list of assumptions about the number and size of the assets in question, estimate accordingly, and document those in the assumption sections of the RFP response.

3.7 Alternative Approaches

- a. The current Puerto Rico E&E System is a CMS Certified system, running on a Cúram Platform. What do you recommend as PRMP considers options for modernizing and enhancing their solution? Please provide any additional information regarding alternative approaches that may be beneficial for PRMP to consider ahead of a potential future procurement.

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To realize significant value from Puerto Rico's existing investment in Cúram, enhancements and usage of new product features should be considered to address Puerto Rico's goals and issues prior to consideration of a new platform. Section 3.7 (b) discusses the enhancements and product features to be considered for leading Puerto Rico towards their modernization goals.

- b. Considering the layouts of the existing solution depicted in Section 2 of the RFI, do any modules lend themselves well to enhancements or modernization?

Based on the layouts of the existing solution depicted in Section 2 of the RFI, the following enhancements to the Cúram solution are recommended.

Cúram 8.1 upgrade

Cúram v8.1, that was released in 2023, provides several improvements that promote case worker and developer productivity. Upgrading to v8.1 should be the first and foundational step towards enhancing the solution. A few sample enhancements are listed below:

Case Worker UI Enhancements

The enhanced UI is about usability. The structure and layout have not changed. Case workers will not need to undertake a retraining exercise to understand the new UI while experiencing the following benefits:

- Improved layout and readability making it easier to read data in modals, clusters, and lists.
- Increased interaction space with form controls such as drop-downs and date-selectors, resulting in faster and more efficient data-entry.
- Consistent look and feel and reducing visual noise to help workers focus on information presented.
- Responsive UI experience. The window can be resized or zoomed in on any device maintaining a readable and usable UI.

Enhanced Case Home page

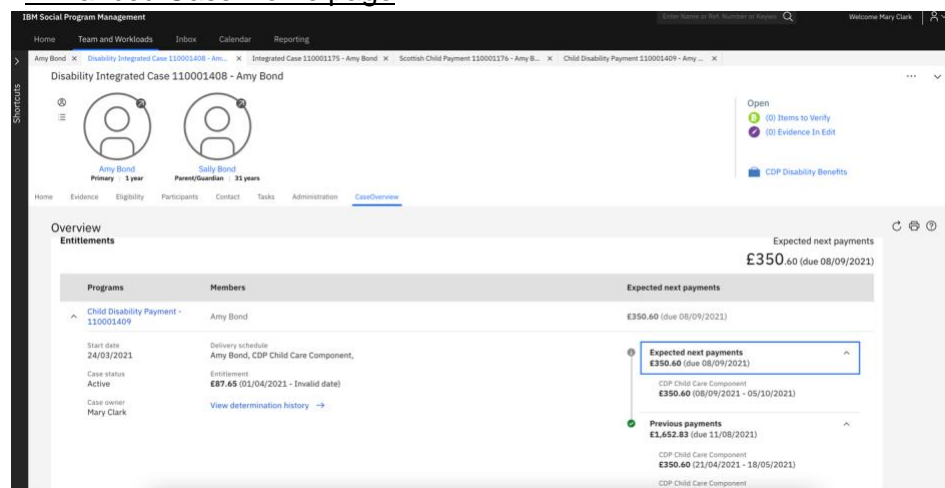


Figure 1. Enhanced Case Home Page

The Enhanced Case Home page provides a single page view of a Case's critical information. It is built using the new technology stack for UI development and presents a simple, aggregated view of eligibility, entitlement, and financial information.

Case Worker Chatbot – Conversational AI

Conversational AI support introduces secure integration with Chatbots to provide context sensitive information and guidance for case workers. This feature provides job aid and policy support when needed and accelerates training and support of new inexperienced workers.

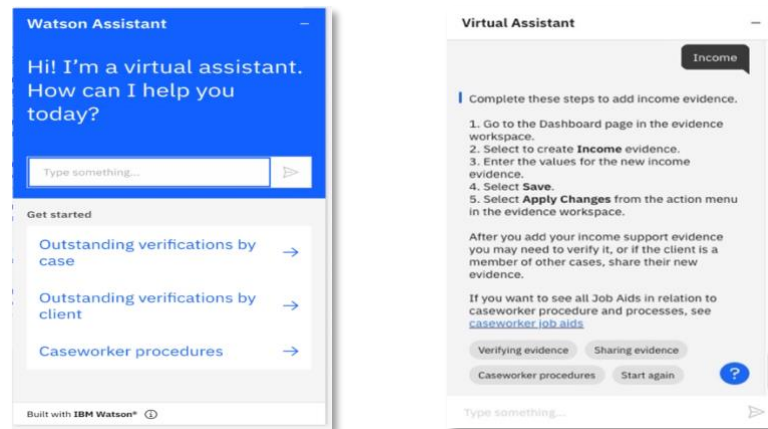


Figure 2. Case Worker Chatbot using Conversational AI

User language toggle

This productivity improvement allows bi-lingual caseworkers to change the language of the Cúram user interface to match the language spoken by the citizen with whom they are working, eliminating the case worker’s need mentally translate the UI elements. This approach enhances service to citizens and improves the flow of communication because the system presents content in the language spoken by the case worker and the client.

New UI Development Environment

The new UI development environment includes popular front-end technologies that will allow agencies to build more sophisticated custom screens. Puerto Rico can use this technology stack to build powerful experiences for commonly used UI workflows. The enhanced case home page is an out-of-the-box example of the improvements achievable using this new development environment.

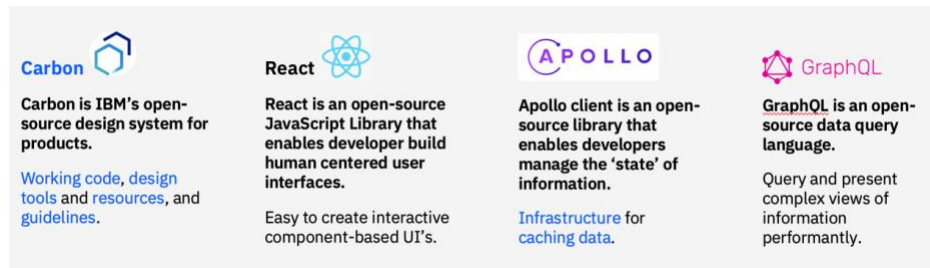


Figure 3. UI Development Technologies

Cloud Modernization

Cloud modernization is a continuous journey because of the rapid advances in Cloud technologies and services provided by major Cloud Service Providers. The Cúram Platform has introduced multiple features to enable customers to leverage the benefits provided by migrating their Cúram deployments to cloud. Support for RedHat OpenShift was introduced in v 7.0.11 which allows Cúram solutions to be deployed on public, private, and hybrid cloud models. v8.1 introduces support for deployment of Cúram solutions on Azure Kubernetes

Service (AKS) for development and test environments. Migrating Puerto Rico's current Cúram deployment a RedHat OpenShift based architecture may provide better elasticity and cloud cost management benefits.

Straight through processing

Medicaid solutions built using the Cúram Platform have increased the overall citizen experience and case worker productivity by processing as applications as "No Touch" applications when feasible. Judicious integration of electronic verification sources with eligibility and verification rules and refinement of state policies to promote "No touch" processing are the main contributors towards processing improvements. An important enhancement for Puerto Rico would be a collaborative effort between Merative and the Medicaid agency to devise policy changes and the corresponding technical changes to increase the percentage of applications, recertifications, and Change of Circumstances that are processed without manual intervention.

Reporting Platform

The Cúram Platform is designed to integrate with any of the mainstream Cloud Datawarehouse, Data Lake, Data Hub, and Data Fabric solutions. Many of these solutions provide independent scaling of storage and computing that allows for ad hoc execution of complex reports without incurring punitive capital expenditure. Also, these solutions often provide support for multi-model data ingestion and query capabilities that would allow for easier querying of XML based data structures used by Cúram to store eligibility and entitlement information. As the existing Cúram deployment for Puerto Rico is already hosted on Azure Cloud, the operational database can be integrated, with any of the choices available on Azure for Data warehousing and Analytics, in a secure manner.

Incremental Program Modernization

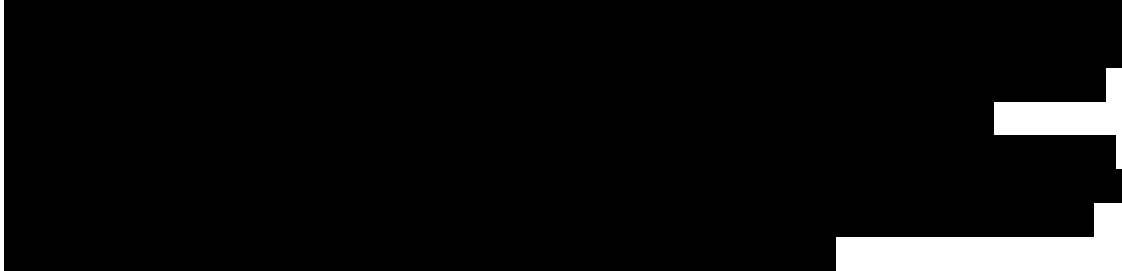
Cross-agency/program modernization built on the Cúram Platform will allow for incremental modernization capabilities as the first step towards providing integrated service delivery on a universal platform. The existing Citizen Engagement portal can be enhanced to streamline efficiencies within Medicaid while also allowing for applications intake for economic benefit programs (e.g., SNAP and TANF) and submission to the current Case Management systems for these programs. Longer term the case management functions of these programs can also be migrated to Cúram providing for a unified user experience for both the citizens and the case workers. States like North Carolina, Missouri, and the District of Columbia have taken this path with their Cúram deployments. Some Cúram clients have a single unified application script that allows citizens to apply for all these programs together.

- c. Is the Respondent willing to provide an E&E system demo or provide additional information upon PRMPs request?
- Yes, Merative would welcome the opportunity to provide a demo or additional information to PRMP.
- No

3.8 Anticipated Engagement and Potential Barriers

- a. Should PRMP release an E&E takeover or replacement RFP over the next several months, what limiting factors or constraints might prevent your organization from participating?

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