



Department of Health

Puerto Rico Medicaid Program

AWARD NOTIFICATION ENTERPRISE OBJECTIVE MONITORING AND CONTROL SERVICES 2023-PRMP-MES-EOMC-004

Pursuant to Administrative Order Num. OA-535¹, Act. No. 38/2017², as amended, and 45 CFR 74.327-329, the Puerto Rico Medicaid Program (PRMP) issued a Request for Proposal with the purpose of evaluating responses and selecting a vendor to provide Enterprise Objective Monitoring and Control services (EOMC) in support of its Medicaid Enterprise System (MES).

PRMP received proposals from three (3) vendors: FTI Consulting, Inc. (FTI), NTT Data EAS, Inc., (NTT Data), and Berry, Dunn, McNeil & Parker, LLC (Berry Dunn). In accordance with section 5.1 of the RFP, proposals were evaluated by a Puerto Rico Department of Health (PRDoH) appointed committee, across four aspects (global criterion), with each receiving a percentage of the overall total 1,000 points. The committee would recommend to the PRMP executive director the best-ranked evaluated vendor.

Based on the committee's determinations and scores given to the proposals, the Evaluation Committee recommended to the PRMP executive director that the Buena Pro and subsequent contract be awarded to Berry Dunn, whose proposal scored a total of 612 points. FTI scored 518 points while NTT Data proposal scored 514 points. Having agreed with and accepted the committee's recommendation, the executive director notifies this Award Notification in favor of Berry, Dunn, McNeil & Parker, LLC.

The professional Services will be based on a two (2) year contract, with two (2) optional one-year extensions. Prior to the formation of the contract, this award letter and Berry Dunn's proposal must be verified by CMS. Once approved, Berry Dunn shall submit all required documentation to the PRMP contract office. Furthermore, it is notified that no service should be provided by Berry Dunn until a copy of the contract is filed with the Puerto Rico Office of the Comptroller.

¹ Issued by the Department of Health of Puerto Rico.

² Known as the Uniform Administrative Procedures Act of the Government of Puerto Rico.

PROCEDURAL BACKGROUND

On September 11, 2023, PRMP published on several websites³ an RFP seeking competitive proposals from enterprise objective monitoring and control services vendors to establish and run a Medicaid Enterprise-Wide Program Management Office that manages PRMES projects under the leadership of the PRMP executive director, its PGMO and project leads. Interested vendors had the opportunity to present questions and receive their correspondent answers that helped clarify instances of the RFP. FTI, NTT Data and Berry Dunn presented proposals.

The Evaluation Committee proceeded with their analysis of the technical proposals over a period of two weeks (October 25 – November 8, 2023). Members of the committee evaluated each proposal at an individual level, followed by a group session where they discussed individual's scores and reached a group score consensus. This process repeated itself for each proposal. Up to this point in the process, cost proposals remained sealed. At the end of this session, cost proposals were opened, scored, and added to the scoring allocation.

PROPOSAL SUMMARY

FTI Consulting, Inc.

A publicly traded company, established in 1982. According to its proposal employs over 7,800 people worldwide and among its clients include fortune 500 corporations, FTSE 100 companies, global banks, major law firms and national and regional governments and agencies in the US and other countries.

In response to the RFP, FTI proposes a partnership with local firm V2A Consulting⁴, which will provide program management support and lead the integrated MES Program Management, Procurement and Organizational Change Management service areas, and Day Health Strategies⁵, which will lead the Policy Supports service area and will collaborate with FTI resources on state plan amendments as needed.

FTI proposes an EOMC team with the following structure:

³ Medicaid website, Puerto Rico Department of Health website, Puerto Rico General Services Administration website.

⁴ Familiar with PRMP and the Government of Puerto Rico due to previous collaborations.

⁵ A Massachusetts based company led by a former Chief Operating Officer of MassHealth Massachusetts' Medicaid program.

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- ❖ An EOMC account manager (FTI)⁶ – Primary point of contact, manage relationship with PRMP executive director and program manager.
- ❖ Program Management Support (V2A) led by an EOMC Lead Program Manager – Oversight of all the projects in the MES project portfolio as well as the special programmatic initiatives.
- ❖ EOMC Service Area Leads (FTI, V2A, DHS) – ensure PRMP is meeting the needs of individual service areas.

FTI's management proposal relies mostly on subcontractor V2A Consulting's methodology consisting of 3 phases: (1) planning, (2) monitoring and execution facilitation, and (3) delivery and closure. The proposal does not disclose a timeline for its implementation.

The cost of FTI proposal for a period of two years is **\$5,711,090** distributed in 13,000 hours of work. Their rate/hour fluctuates between \$255 – \$558.

NTT DATA EAS, Inc.

NTT Data is a publicly traded company, established in 1967, who employs over 50,000 people worldwide. According to its proposal, for many years it has been providing consulting services to state agencies supporting MES projects as a vendor. NTT data will not be utilizing subcontractors for this engagement.

In response to the RFP, NTT Data proposes the following organizational structure:

- ❖ Account Manager⁷ – Responsible for overall delivery and primary point of contact.
- ❖ Lead Program Manager – Responsible for coordination of deliverables and invoice submissions.
 - Business Lead/SME – Responsible for service areas through team leads.
 - Three (3) Team Lead – support seven (7) service areas
 - Lead Business Analyst – Responsible for service areas through team leads.
 - Three (3) Team Lead – support eight (8) service areas

NTT DATA approach would be structured into a six-phase project for the service areas across the term of the contract (two years):

⁶ Familiar with PRMP due to previous held position at PRDoH.

⁷ Familiar with PRMP due to previous collaborations.

- Phase 1 – Mapping and Training
- Phase 2 – Strategy
- Phase 3 – Assessment and Requirements
- Phase 4 – Procurement and Documentation
- Phase 5 – Procurement Support
- Phase 6 – Implementation and Support

The cost of NTT DATA proposal for a period of two years is **\$8,350,273** distributed in 55,200 hours of work. Their rate/hour fluctuates between \$85 – \$200.

Berry, Dunn, McNeil & Parker, LLC.

Berry Dunn is a member of the top 50 accounting firms in the United States and the largest headquartered in New England, providing accounting, assurance, and consulting services in the US and around the world with over 850 employees. According to its proposal, for 25 years, the firm has been assisting states and local governments with a full range of Medicaid services in many areas, including, certification, Medicaid Enterprise Systems modernization and planning, organization development, and project management and system implementation, among other services.

In response to the RFP, Berry Dunn proposes the following organizational structure, which will require no subcontractors:

- ❖ Account Lead – Primary point of contact for activities related to contract management and dispute resolution.
- ❖ Lead Program Manager – Oversee EOMC projects and maintain overall responsibility for the quality of work.
- ❖ Five (5) Program Leads – Coordinate and manage activities within their programs: HIE Service Area/Program Management Support, IMES Service Area, Strategic Planning and Procurement Design, Certification and Compliance Program, and Policy Management Program. Serve as primary liaison for a group of service areas.
- ❖ Thirteen (13) Business Leads – Manage and deliver, in collaboration with program lead, lead program manager, and other team members, the service area scope of work in accordance with contracted services.

Berry Dunn overall program approach consists of a 30 – day, 60 – day, and 90 – day plan that highlights key activities and milestones anticipated to support new services or service changes, as well as validating the scope in areas where no significant change is expected.

The cost of Berry Dunn proposal for two years is **\$30,545,991** distributed in 134,280 hours of work. Their rate/hour fluctuates between \$75 – \$282.

PROPOSAL EVALUATION – METHODOLOGY AND ANALYSIS

The purpose of this *request for proposals* was to procure Enterprise Objective Monitoring and Control (EOMC) services to ensure PRMP operation's compliance with the *Centers for Medicare and Medicaid Services* (CMS) standards and conditions. Selected vendor will provide professional services that include technical advisory and enterprise management support. It is expected to establish and run a Medicaid Enterprise-wide Program Management Office to help manage the Puerto Rico Medicaid Enterprise System (PRMES).

According to OA-535 proposals were scored by an Evaluation Committee appointed by the secretary of the Puerto Rico Department of Health. Section 4.11.4 of the RFP instructed vendors to submit proposals in two distinct parts sealed in separate envelopes: technical proposal and cost proposal. Prior to the opening of the cost proposals, technical proposals were evaluated by each member of the committee at an individual level, followed by group sessions where members discussed their personal analysis and reached a consensus. Members were to assign a value from a scale of 1 through 5 to each criterion according to the following rubric:

- 5: Excellent – exceeds the requirements
- 4: Good – fully addresses the requirements
- 3: Acceptable – addresses the requirements, but has some minor deficiencies
- 2: Marginal – Partially addresses the requirements or is very limited
- 1: Unacceptable – Fails to address the requirements

The following evaluation criteria was stated in the RFP:

Scoring Area	Points Allocated
Criterion 1: Vendor Qualifications and Experience	200 points possible
Criterion 2: Organization and Staffing	250 points possible
Criterion 3: Approach to Statement of Work	350 points possible
Criterion 4: Oral Presentations (if held)	50 points possible
Criterion 5: Cost Proposal	200 points possible
Total Points Possible	1,050 points

Since oral presentations were not held, the maximum number of points available was **1,000**.

To come up with the *Points Allocated* in the RFP, a **weight/score formula** was implemented. With regards to each criterion, throughout the RFP vendors were solicited specific information. Proposals were evaluated based on their submitted responses. Each item had an assigned weight, which had to be multiplied by the consensus score given by the committee. The weights assigned to each *technical* criterion multiplied by a score of 5 would give 800, the maximum available points for technical proposals.

The following table portrays the Evaluation Committee consensus score for each vendor's *technical* criterion and their respected allotted points (please see attached addendum for Scoring Area captions):

Scoring Area	weight	FTI		NTT		Berry Dunn	
		score	points	score	points	score	points
Qualifications and Staffing	---	---	---	---	---	---	---
A	10	2	20	2	20	4	40
B	10	1	10	3	30	4	40
C	10	2	20	2	20	3	30
D	10	2	20	3	30	3	30
Sub total	---	---	70	---	100	---	140
Scoring Area	weight	FTI		NTT		Berry Dunn	
		score	points	score	points	score	points
Project Organization and Staffing	---	---	---	---	---	---	---
E	10	1	10	2	20	4	40
F	10	2	20	2	20	4	40
G	6	2	12	2	12	3	18
H	6	2	12	3	18	3	18
I	6	2	12	3	18	3	18
J	6	2	12	3	18	4	24
K	6	3	18	3	18	3	18
Sub total	---	---	96	---	124	---	176
Scoring Area	weight	FTI		NTT		Berry Dunn	
		score	points	score	points	score	points
Approach to Scope of Work	---	---	---	---	---	---	---
L	2	2	4	2	4	4	8
M	2	2	4	2	4	4	8
N	2	2	4	2	4	4	8
O	2	3	6	4	8	4	8
P	2	2	4	2	4	4	8
Q	2	2	4	2	4	4	8
R	2	2	4	2	4	4	8
S	2	2	4	2	4	4	8
T	2	2	4	2	4	4	8

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Scoring Area	weight	FTI		NTT		Berry Dunn	
		score	points	score	points	score	points
U	2	2	4	2	4	4	8
V	2	2	4	1	2	3	6
W	2	2	4	3	6	3	6
X	2	2	4	2	4	3	6
Y	2	2	4	3	6	3	6
Z	2	2	4	2	4	3	6
Aa	2	3	6	2	4	4	8
Bb	2	2	4	1	3	4	8
Cc	2	3	6	2	4	4	8
Dd	2	3	6	3	6	4	8
Ee	2	2	4	2	4	4	8
Ff	2	2	4	3	6	4	8
Gg	2	3	6	2	4	4	8
Hh	2	2	4	3	6	4	8
Ii	2	2	4	2	4	4	8
Jj	2	2	4	2	4	3	6
Kk	2	2	4	2	4	3	6
Ll	2	2	4	3	6	3	6
Mm	2	2	4	1	2	4	8
Nn	2	3	6	3	6	4	8
Oo	2	2	4	1	2	3	3
Pp	2	2	4	1	2	4	8
Qq	2	2	4	2	4	4	8
Rr	2	2	4	3	6	3	6
Ss	2	2	4	3	6	3	6
Tt	2	2	4	3	6	4	8
Sub total	---	---	152	---	154	---	258
Technical total	---	---	318	---	378	---	574

After the technical evaluation exercise ended, the committee proceeded to add the cost proposal criteria to the equation. The highest possible score, 200 points, was automatically given to the proposal with the lowest cost.⁸ The scores provided to the other cost proposals were assigned with the following formula:

$$\frac{\text{lowest offeror's cost}}{\text{the offeror's cost being scored}} \times \text{the maximum number of cost points available}$$

⁸ Members of the Evaluation Committee hesitated with the allocation of 200 points to FTI Consulting cost proposal due to the limited amount of working hours estimated in its proposal. Nevertheless, since the RFP did not include an estimated amount of working hours, the evaluation proceeded according to figures disclosed by vendors, as they should represent their assessment of hours needed to provide the required services.

According to the vendors cost proposals, scores are as follows:

$$\begin{aligned} &\text{FTI Consulting:} \\ &(\$5,711,090/\$5,711,090) \times 200 = 200 \end{aligned}$$

$$\begin{aligned} &\text{NTT Data:} \\ &(\$5,711,090/\$8,350,273) \times 200 = 136 \end{aligned}$$

$$\begin{aligned} &\text{Berry Dunn} \\ &(\$5,711,090/\$30,545,991) \times 200 = 38 \end{aligned}$$

The following table portrays the Evaluation Committee combined final points:

Vendor	Technical	Cost	Total
<i>Maximum Response Points</i>	<i>800</i>	<i>200</i>	<i>1000</i>
FTI Consulting	318	200	518
NTT Data	378	136	514
Berry Dunn	574	38	612

As shown in the table above, Berry Dunn ended up with the highest score. It seems clear that in the opinion of the Evaluation Committee, vendor presented the overall best proposal, as it was consistently allocated with the highest scores across all categories of the technical evaluation.

According to their analysis, members concluded that Berry Dunn addressed the requirements of the RFP with a clear knowledge and understanding of the concept of enterprise management and considered that its proposed organizational structure represented the most effective approach to tackle PRMP's needs and is the best suited to reach the level of EOMC aspired with the RFP.

The committee noted that their proposal included resumes of key staff with experience in the solicited areas of expertise and presented a defined recruitment and resource allocation model. Members were also pleased that the approach to the SOW portrayed a *hit-the-ground-running* approach, and provided descriptions of specific deliverables and a clear idea of where service areas should be moving forward, as well as a defined structured transition plan.

For their part, The Evaluation Committee concluded that FTI Consulting proposal, as well as NTT Data's, did not portray that vendors fully grasp the desired concept of project integration required with the RFP. Members understood that both misinterpreted PRMP's solicitation of an enterprise program management service, for that of a project management office. Past experiences portrayed in the proposals mostly projected management of specific areas, not the level of collective enterprise management that PRMP is looking for. They also took notice that resumes of lead figures in both proposals suggested lack of experience for the required tasks.⁹

Members were also discouraged by FTI's lack of a clear timeline for providing V2A's three-phase management methodology and NTT Data's six-phase implementation of initiatives. Not disclosing a schedule of events that could put into perspective the development of service areas negatively affected FTI's competitiveness. As for the multi-phase process proposed by NTT Data, it does not seem to promote the sense of urgency needed by some of the areas and services described in the RFP. Most of them are up and running and require immediate attention and continuity. PRMP cannot afford the time it would take for some areas to engage in those phases.

Last, although Berry Dunn cost proposal represents the highest option¹⁰, members noted that the RFP did not inform vendors of hours of work to consider. Hence, for comparative purposes their analysis did not overlook vendors hourly rates¹¹, for they considered the number of hours disclosed as vendor's estimates to provide the required services¹², but not necessarily rigid figures. Proper oversight and management of the resulting contract should propel effective use of resources and avoid unjustified charges.

As solicited in the RFP, vendors were to describe their enterprise managerial approach and knowledge of common Medicaid service areas, guided to achieve and maintain compliance with federal guidelines and requirements. The evaluation done by the committee draws the conclusion that Berry Dunn represents the best option. We see no reason to think otherwise.

⁹ Some members were also distressed that one vendor disclosed as part of its team a lead that, at the time of the development of the proposal, was still employed at PRMP and according to the proposal, helped with its writing.

¹⁰ Scored accordingly.

¹¹ Berry Dunn and NTT Data hourly rates were considered competitive; FTI's top hourly rates were deemed excessive.

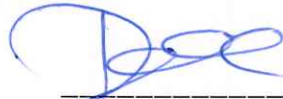
¹² Berry Dunn and NTT data disclosed hours were considered acceptable; FTI's were deemed as very limited.

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PRMP DETERMINATION

Hereby it is notified that the Puerto Rico Medicaid Program executive director accepts the Evaluation Committee's recommendation to award the Good Pro in favor of Berry, Dunn, McNeil & Parker, LLC. As stated before, this award letter and vendor's proposal must be verified by CMS, prior to the signing of the contract. Once approved, Berry Dunn shall submit all required documentation to the PRMP contract office and prevent from providing any service until a copy of the signed contract is filed with the Puerto Rico Office of the Comptroller.

On December 1, 2023 in San Juan, Puerto Rico.



Dinorah Collazo-Ortiz, ESQ
Executive Director
Puerto Rico Medicaid Program

ADMINISTRATIVE REVISION/JUDICIAL REVIEW – TERMS

Any person or party adversely affected or aggrieved by this award may, according to 3 LPRC §9659, file a motion for reconsideration with the secretary of the Puerto Rico Department of Health (PRDoH) within a term of **ten (10) days** from the date of the notification of the award. The PRDoH must consider the motion for reconsideration within **ten (10) business days** of being filed. If any determination is made in its consideration, the term to request the appeal for judicial review will begin from the date on which a copy of the notification of the decision of the PRDoH is filed on record, according to the case, resolving the motion for consideration. If the filing date of the copy of the notification of the decision is different from that of the deposit in the ordinary mail or the sending by electronic means of said notification, the term will be calculated from the date of the deposit in the ordinary mail or sending by electronic means, as appropriate. If the PRDoH fails to take any action in relation to the motion for reconsideration within **ten (10) days** of its filing, it shall be understood that the motion was denied outright, and the time to request judicial review shall start to run from said date.

If the PRDoH Accepts the reconsideration request within the term provided, it must issue the reconsideration decision or resolution within **thirty (30) days** following the filing of the motion for reconsideration. If the PRDoH accepts the motion for reconsideration but fails to take any action in relation to the motion within **thirty (30) days** of its filing, it will lose its jurisdiction and the term to request the judicial review will begin from the expiration of said term of **thirty (30) days**. The PRDoH may extend said term only once, for an additional period of **fifteen (15) days**.

Any person or party adversely affected by a final reconsideration or decision may file a petition for review with the Puerto Rico Court of Appeals within a term of **twenty (20) business days** of such final decision or determination being filed. See 3 LPRC § 9672.

The mere presentation of a motion for reconsideration does not have the effect of preventing the PRMP from continuing with the procurement process within this request for Proposal.



I hereby certify that on December 1, 2023, copy of this award Notification has been sent via electronic mail to all vendors to the addresses provided for legal notices in the submitted proposals:

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Addendum Scoring Area Captions

Id	Evaluation item	Weight
Vendor Qualifications and Experience:		
A	Overview	10
B	Existing business relations with Puerto Rico	10
C	Business disputes	10
D	References	10
Project Organization and Staffing:		
E	– Initial staffing plan – Description how staff will be identified, recruited, and supported by vendor.	10
F	– Key staff, resumes, references – Name, qualifications, and experience of staff for each service area. Description how the proposed staff is best suited to meet requirements.	10
G	Description how the proposed staff will understand their roles and responsibilities based on the requirements.	6
H	Description how back up staff will be designated.	6
I	Description how continuity responsibilities will occur should a staff member need to be replaced.	6
J	Description how management structure, staff management process and how talent management support will be provided.	6
K	Description how oversight and management of remediation plan will be provided (if requested)	6
Approach to Scope of Work:		
Narrative description how vendor will meet the following requirements:		
L	– Vendor’s capabilities, knowledge and experience performing services described in the Scope of Work. – Vendor’s capabilities, knowledge and experience assisting agencies/organizations with requested services	2
M	Vendor’s approach identifying short-term/long-term activities	2
N	Vendor’s knowledge and experience executing possible assignments for detailed service areas	2
O	Vendor’s approach towards building relationships and collaborating with PRMP and PRMP staff.	2
P	Overall description of approach and plan for assessing PRMP programs and procedures, including illustration of timeline with key activities, deliverables and milestones that includes the anticipated resource allocations by labor category that will support the proposed plan.	2
Q	Detailed description of program management experience with tools and processes. Recommendations of program management tools and how they could be used at PRMP.	2
Description of vendor’s knowledge and experience for following items:		
R	Medicaid Enterprise System and/or Puerto Rico Medicaid Enterprise System	2
S	Medicaid Management Information System and or Puerto Rico Medicaid Management Information System	2
T	Provider Enrollment Program (PEP)	2
U	Eligibility and Enrollment (E&E) – System known as Medicaid Information technology Initiative (MEDIT3G)	2
V	Puerto Rico Health Information Exchange	2
W	Procurement Office	2
X	Program Integrity Unit (PIU)	2
Y	Money Follows the Person Grant (MFP)	2
Z	Centralized Provider Enrollment and Credentialing (CPEC)	2
Aa	Organizational Change Management (OCM)	2
Bb	Enterprise data Warehouse (EDW)	2

Description of knowledge and experience for each item with anticipated deliverables and how vendor will perform the work involved toward meeting the requirements:		
Cc	Procurement support	2
Dd	Advance Planning Documents support	2
Ee	MITA SS-A support	2
Ff	MES Streamline Modular Certification (SMC) (MES Outcomes-based certification 00BC) Support). How many and which SMC certifications have vendor worked on?	2
Gg	Payment Error rate Measure (PERM) Compliance and Implementation support	2
Hh	Integrated MES Program Management (IMES) support	2
Ii	Spenddown Implementation support	2
Jj	State Plan Amendments (SPA) support	2
	Money Follows the Person (MFP) Implementation Planning support	2
Ll	Policy Updates support	2
Mm	Other EOMC support	2
Nn	Organizational Change Management (OCM)	2
Oo	Enterprise Data Warehouse (EDW)	2
Pp	Puerto Rico health Information Exchange (HIE)	2
Qq	Security Assessments Audits	2
Narrative description how vendor will meet following requirements:		
Rr	<ul style="list-style-type: none"> - Most effective approach to managing entire contract - SLA's monitoring and reporting - Management of staffing/resource needs or changes - Management of communication plan with stakeholders 	2
Narrative description how vendor will meet the following security requirements:		
Ss	<ul style="list-style-type: none"> - Protection of sensitive data ((all staff and subcontractors (if any)) - Data confidentiality - Staff training to ensure understanding and confidentiality requirements - Security breach processes 	2
Narrative description how vendor will meet transition requirements:		
Tt	<ul style="list-style-type: none"> - Activities and methodology to be included in transition plan - Staff responsible for transition - Approach to maintaining documentation repository during transition 	2