24-4004

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MNsure Assessment Summary

Contact Center
Technical Program Management
Software and Data

January 17, 2014

Consultant's Report

Executive Summary

Based on Optum's initial review, we are able to conclude that, while MNsure will fall short of achieving its original enrollment goals and consumer satisfaction levels, continuous improvements can be made in both the short-term and long-term. Specifically, there are eight operational, strategic, and governance steps which can be implemented to help improve both short and long term performance.

1. Reduce contact center wait times and improve customer satisfaction through additional contact center staff and process improvements.
2. Improve planning and decision making by reinstating the program governance structure that existed prior to 10/1/13, including proper oversight and key leadership positions.
3. Deliver higher value software releases aimed at improving the customer portal experience and throughput by establishing a strong prioritization process for defects and functional capabilities.
4. Improve software quality by enhancing testing environments and establishing a dedicated quality assurance team.
5. Secure commitment from IBM to deliver critical Cúram product releases and long-term product viability.
6. Establish a technology roadmap to address architectural issues, such as a source of truth database, unique customer identifier, integration hub, and operational data stores.
7. Define business requirements that address missing functionality and integration needs across the multiple state systems (e.g., life events and enrollment). This will inform technology investment priorities for 2014 and 2015.
8. Immediately develop exchange solution options for 2015 and 2016.

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Contact Center Assessment

Lead: Kyle McDowell

Approach
Findings Summary
Proposal & Recommendations
Staffing Forecast
Resource Estimates

Contact Center Assessment - Approach

- Engaged the Optum Business Transformation team with specific skills necessary to quickly assess the current Contact Center challenges and opportunities
- Interviewed key team members from the MNsure Contact Center and MNsure Operations
- Requested and reviewed copies of relevant Contact Center documentation
- Collected information and/or data for each opportunity
- Developed high level findings in the areas noted below:
  - Applicable Contact Center area – (ACD/IVR/Staffing/Other)
  - Impact to call wait time
  - Impact to first call resolution
  - Impact to abandon rate
  - Impact to operational activity
  - Estimated time to implement remediation

Contact Center Assessment – Findings Summary

Limited options for call type routing exist (triage vs. new inquiry)

- Consumers wanting to enroll wait in queue with callers who have non-enrollment needs (technical questions, password resets, etc.)
- Brokers and Navigators are co-mingled in call queue with Consumers

MNsure inability to meet current demand – call queue

- Call volume exceeds 3k calls per day
- Average Speed of Answer (ASA) is currently > 50 minutes
- Abandon rates are extremely high
- FTE required to handle volume is nearly double current staff in production

Backlog of offline work – clerical

- There are ~13 offline buckets that contain varying issues in the consumer enrollment cycle requiring additional data verification or customer interaction
- Due to request of Operations team to focus on phone volume, many of these queues have a growing backlog

Contact Center – Proposal & Recommendations

Optum is proposing a variety of scenarios that, ***when deployed in concert***, will have a significant impact on call answer speed and citizen satisfaction. This multidisciplinary proposal involves taking action on both the technology (call routing) and human capital (additional FTE) fronts.

1) Reengineer call prompts to better match caller needs with appropriate resources.

855-366-7873

Thank you for calling MNsure. Minnesota's Health Insurance Market Place. If you are calling because you've recently enrolled, but have not received any enrollment information such as an ID card or you are calling to confirm a payment made to MNsure, please press 1. If you are calling regarding your eligibility or wishing to enroll in MNSure, please press 2. If you're currently enrolled in Medicaid or Minnesota Care or have been determined eligible for a program or have questions, press 3. If you are calling about a specific health plan, press 4. If you are calling for technical issues, such as password resets, press 5. If you have a current appeal, please press 6. If you are an Employer, press 7. To repeat the menu, press star or remain on the line for the next available representative.

Call Types (Dec - Jan Volume)	Calls Offered	% of Overall Volume
MNsure_Appeal	588	0.5%
MNsure_Employer	813	0.7%
MNsure_HealthPlan	2,719	2.3%
MNsure_MA_MNCare	11,984	10.1%
MNsure_New	92,041	77.7%
MNsure_Tech_PW	10,243	8.7%

KEY
- Calls Handled by MNSure Call Center
- Calls Handled by Optum Call Center

Realign prompts where higher volume is moved up in the prompting order

Caller makes no selection for: All other issues D	Caller presses "1" DTMF selection for: Eligibility & Payment Verification J	Caller presses "2" DTMF selection for: New to Mnsure E	Caller presses "3" DTMF selection for: MA & MNCare F	Caller presses "4" DTMF selection for: Health Plan I	Caller presses "5" DTMF selection for: Tech issues & PW resets J	Caller presses "6" DTMF selection for: Current Appeal H	Caller presses "7" DTMF selection for: Employer	Caller presses "*" DTMF selection for: Repeat options L

Along with the introduction of a triage unit, this redesign will have a significant impact on answer speed.

2) Implement Simple Call Routing Options (in concert with prompt recommendations)

- "Am I enrolled?" and general education inquiries *(wholly staffed by Optum)*
  - **Timing**: Immediate once eligibility file format, distribution, and escalation have been finalized
  - **Training Estimate:** <4 hours
  - Agents utilize eligibility files (834 & 8001) provided to assist callers
  - Agents disposition calls for reporting and further escalation (those callers not found on the appropriate files)

- "I have a question about receipt of my payment" inquiries *(wholly staffed by Optum)*
  - **Timing:** Immediate once payment file format, distribution, and escalation format have been finalized
  - **Training Estimate:** <4 hours
  - Agents utilize payment files to verify payment received
  - Agents documents calls for reporting and/or for further escalation (those callers not found on the appropriate files)

2) Implement Simple Call Routing Options - Continued

- Technical Issues / Password Reset Inquiries *(partially staffed by Optum, as needed)*
  - **Timing:** Immediate
  - **Training Estimate:** 4-8 hours
  - Agents would utilize MNsure IF/THEN troubleshooting guide to assist callers
  - Grant reset capability to agents for real-time resolution
- Broker and Navigator Calls *(partially staffed by Optum, as needed)*
  - **Timing:** Near Term
  - **Training Estimate:** 2 weeks
  - Calls would route to experienced broker/agent who can provide assistance navigating enrollment website

3) Proactive Call Avoidance (in concert with prompt changes and additional inbound triage) *(wholly staffed by Optum)*

- Deploy proactive strategies to mitigate inbound or follow-up calls by consumers
  - Agents make outbound calls to consumers for information, such as:
    - Remediation of enrollment errors (typically demographic)
    - Validate next steps for applications stalled in pre-submitted stages

4. **Clerical Activity – As platform and infrastructure remediation progresses, there will be data entry and cleanup required** *(partially staffed by Optum, as needed)*
   - Reconcile missing IDs
   - Manual 834 creation/processing
   - Ad-hoc, as needed

Conclusion: The combination of existing call volume, new call prompts, and manual data intervention requires ~100 FTE who will be dynamically assigned to work efforts. Initial focus will be on inbound call volume to reduce call wait times. As inbound volume subsides, work efforts will shift to outbound focus and data entry needs. Optum will remain flexible with work types and staffing requirements and can ramp up or ramp down as demand dictates.

Contact Center - Staffing Forecast

The Optum Workforce Management team used historical call arrival data to construct a preliminary staffing estimate. Repeat caller activity is a significant driver of the increased FTE requirement. As IT remediation and enrollment processing progresses, this component of call volume will decrease.

FTE required to answer 80% of calls in 30 seconds:

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Call Volume	79,678	91,729	87,646	59,758	19,920	19,920	19,920	19,920	59,758	71,711	71,711	71,711
Length of Call	780	780	780	780	520	520	520	520	650	780	780	780
FTE's Required	**159**	**199**	**174**	**125**	**33**	**33**	**34**	**33**	**106**	**145**	**147**	**145**
Delta to Current*	**44**	**84**	**59**	**10**	**-82**	**-82**	**-81**	**-82**	**-9**	**30**	**32**	**30**

Other servicing and FTE thresholds for consideration:

60 Seconds	154	192	168	121	31	31	32	31	101	140	143	140
90 Seconds	152	190	166	118	30	30	31	30	99	137	140	137
120 Seconds	150	188	164	117	29	29	30	29	98	136	139	136

*MNsure indicates current call headcount to be 115 at peak in February

*Based on preliminary assessment of data provided by MNsure

*Occupancy assumed: 88% average on peak months, 69% average on lower volume months

*Shrinkage: 30%

Contact Center - Front Line and Solution Management Resource Estimates

Based on current call volume, needed manual enrollment intervention, and enrollee education, Optum is recommending an aggressive ramp up of flexible call center resources. These resources have been identified in the Orlando, FL Optum call center and are available for training on 1/20/2014.

Resource	Activity	Timing
100 FTE	Dynamic balancing of inbound call triage, outbound education and data gathering, data entry (e.g., manual 834)	100% dedicated for length of engagement (TBD – dependent on IT remediation and enrollment throughput

Solution Management

Resource	Responsibility	Timing
VP, Operations	Execution delivery and relationship management	100% dedicated for length of engagement
Director, Operations	Site management of front line resources, demand management, partner with MNsure for daily prioritization of activity	100% dedicated for length of engagement
PM, Operations (2)	Call flow design, test, and deploy, WFM oversight, IT liaison	100% dedicated for length of engagement
BA, Operations	ID/PW provisioning, reporting, logistics, and intra program coordination	100% dedicated for length of engagement

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Technical Program Management Assessment

Lead: Krissy Wolle

Approach
Findings Summary
Summary & Recommendation
Potential Technical Program Governance Structure

Technical Program Management Assessment - Approach

- Assembled senior Optum team with specific skills necessary to quickly assess the current Program Management structure and challenges
- Interviewed key team members from the MNsure, MN.IT, DHS IT, IBM, Cúram, Connecture, EngagePoint
- Requested and reviewed copies of relevant Program Management documentation
- Collected information and/or data for each opportunity
- Develop high level findings in the areas noted below:
  - Applicable program management process area
  - Impact to software development success
  - Impact to operational readiness
  - Impact to stakeholder awareness
  - Estimated time to implement
  - Estimated FTE to support remediation

Technical Program Management Assessment - Findings Summary

1. Program Governance
   - Need clear definition of accountable executive program leader
   - Need to reinstate program governance model that existed prior to 10/1 go live
2. Program Reporting and Communication
   - Need to reinstate reporting structure that existed prior to 10/1 go live
   - Establish clear communication with technical vendors and stakeholders on current status and priority
3. Program Issue & Risk Management
   - Improve centralized issue management for overall technical program
   - Implement robust technical risk analysis and mitigation strategies
4. Program Schedule Management
   - Develop and communicate high level timeline for remaining deliverables
   - Establish critical path milestones and dependencies
5. Program Scope Management
   - Prioritization remains in crisis mode (post 10/1 Go Live)
   - Need to update Work Breakdown Structure
6. Program Process and Operational Readiness
   - Improve software release management process and reporting
   - Establish test management strategies, resources, and reporting

Technical Program Management Assessment – Summary & Recommendation

Assessment Summary:

- Significant gap in Program Management responsibilities has resulted in a significant impact to the areas of Software Development, Testing, and Operational Readiness.
- Current Program Management structure and process is nonexistent, and management/leadership/ decision making is occurring via crisis mode.

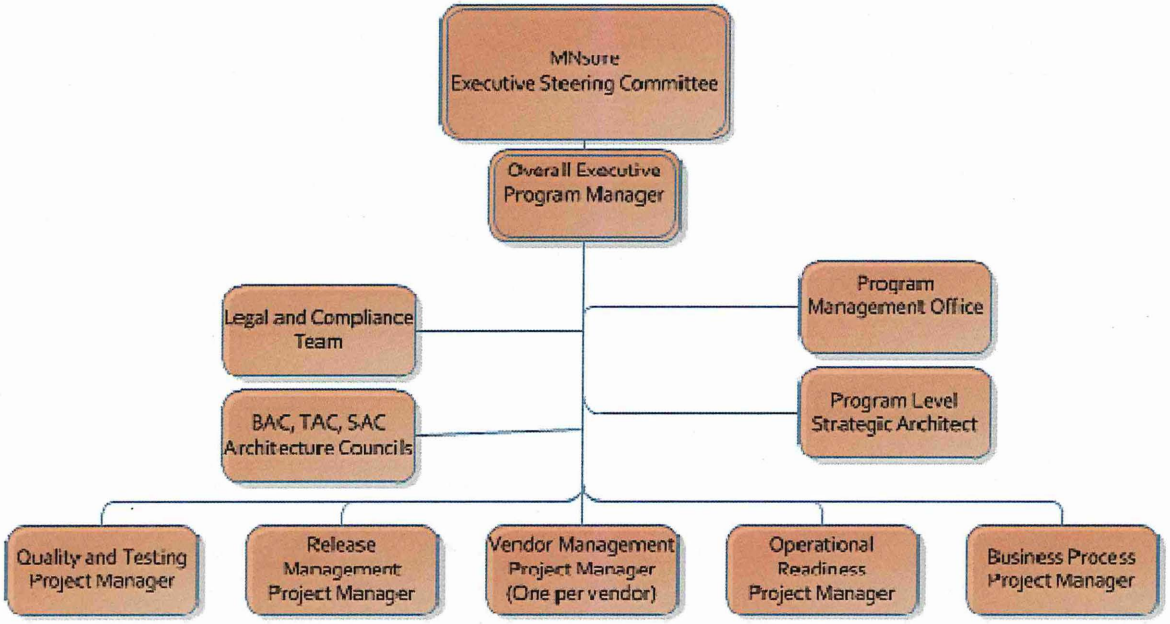
Recommendation: Program Management Framework Guidance

Optum can provide advisory services to MNsure to create an appropriate Program Management structure, governance, and processes.

- Pros: Provides MNsure with a framework for the immediate future and would include the prioritization of additional components needed to facilitate long term success. **Option to include ongoing feedback and process troubleshooting advice through completion of program.
- Cons: Will require alignment of all stakeholders and vendors, limited Program Management expertise on site for duration of program.
- Risk: Lack of MNsure resources with sufficient Program Management execution skills could prohibit long term success with this option.

Resource	Activity	Timing
2 FTE	• Program Management execution resources to establish frameworks, governance, communications, planning, prioritization. Through end of year to cover 2015 enrollment deadline and long term planning.	• 2-4 Weeks Immediate – February 14, 2014
**1 FTE	• Ongoing advice and support during program execution	• 35% Engagement Immediate – End of implementation

Potential Technical Program Governance Structure



1. Define and communicate an overall Executive Program Leader
   - Align with prime vendor management for full cooperation/engagement of all existing vendors
2. Establish Program Management Office
   - Define prioritization process, critical success factors, metrics, and deliverables
3. Reinstate the initial governance / architecture council structures with redefined RACIs
   - Executive Steering, Business Architecture, Technology Architecture, and Strategic Architecture
4. Initiate new Functional Teams to make decisions representing the interests of all key stakeholders
   - Operational Readiness (Contact Center/Business)
5. Identify or assign project managers for each vendor and/or independent work stream, and operational process area

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Software and Data Assessment

Lead: Dan Zerafa

Approach
Findings Summary
Defects Summary
Potential Options

Software and Data Assessment - Approach

- Assembled team of ~15 resources with specific skills necessary to quickly assess the environment.
- Interviewed key team members from MNsure, MN.IT, DHS IT, IBM, Cúram, Connecture, EngagePoint
- Requested and reviewed copies of relevant software documentation as input
- Collected information and/or data for each opportunity
- Develop high level findings in the areas noted below:
  - Remediation is mandatory or optional
  - Status of remediation
  - Impact to system maintainability
  - Impact to system performance and stability
  - Impact to data integrity
  - Impact to operations
  - Estimated time and effort to remediate
  - Confidence level of finding

Software and Data Assessment - Findings Summary

1. Architecture
   - System of Record not available – unable to tie all data related to a consumer experience
   - System not built to allow for changes during open enrollment period
   - System does not provide ability to case workers to assist consumers during shopping
   - Multiple rules engines within the Curam solution. Potential for synchronization errors.
   - Incomplete error handling/exception processing of failed transactions
   - Architecture governance is not in place (Technical Architecture Council or Overall Program Architect)
2. Application
   - Large gap exists between required functionality and what has been delivered
   - Ability to handle Life Change Events is currently not in place
   - Required SHOP and Navigator/broker/assistor functionality not complete
   - Web client usability and performance requires attention
   - Extensive use of manual workarounds and application customizations required to address functionality gaps
3. Database & Data Quality
   - Disparate point of solution databases adds complexity and impacts transactional and reporting performance
   - Data warehouse not built and enterprise reporting tool not implemented
   - Extensive data clean-up is required after source issues are addressed
   - Incomplete visibility into workflow process over task flow process
   - Schedules take precedence over quality

Software and Data Assessment - Findings Summary

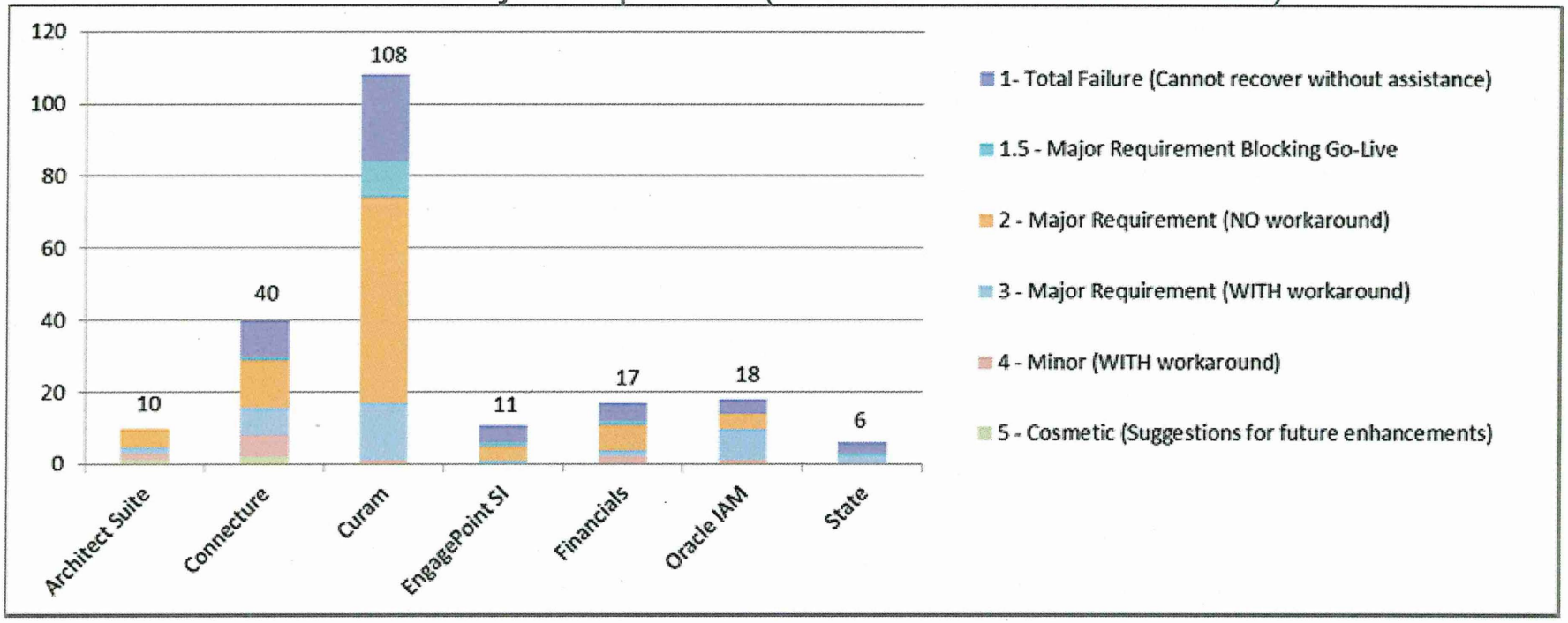
4. Security
   - Analysis needed to verify sufficient protection for the internet point of presence
   - Verification needed to confirm encryption requirements are implemented on all platforms
5. Testing
   - Test environments inadequate
   - User Acceptance Team has lack of SMEs and inadequate staffing
   - Performance testing inadequate
   - Regression testing is not fully in place
   - Use Cases for all types of testing is limited
6. Other
   - Resource Contention: Same team working on high priority production problems does not afford time to work on development enhancements.

Software and Data Assessment - Findings Summary

7. Operations
   - Contracts/Agreements with vendors not aligned with business objectives
   - Limited End-to-End Event Correlation and IT Operational Reporting
   - Application component monitoring is not in place
8. Process
   - Standard PMO, Change, Quality Assurance, and Release Management disciplines not in place
   - Formal capacity planning process based on enrollment targets and business projections is not being done
   - Limited or no communication and training plan for System and System updates
   - System documentation out of date and incomplete

Software and Data Assessment – Defects Summary

Defects by Component (in Production Environment)



Open Defects by Environment
*as of 1/8/2013, sourced from MNsure Jira***:

- **System Test Environment: 198**
- **Acceptance Test Environment: 10**
- **Production Environment: 210**

***This defect count does not include functionality gaps (quantity unknown). Functionality information was not provided during the assessment. Optum has not completed any analysis on this data set provided by MNsure.*

Software and Data Assessment – Potential Options

In its current state, the existing MNsure system will not support enrollment expectations.

- Resource and timing required to address the options below will be determined after prioritization and analysis of immediate enrollment needs is completed.
- The only option available to complete the 2014 enrollment period through 1st quarter is to continue utilizing the existing system. Some improvements can be implemented during this time. However, the majority of attention must be focused on interim actions and manual efforts required to meet enrollment targets. Optum can provide MNsure assistance in the following areas:
  - Act in an advisory capacity
  - Provide resources to recommend, implement and control processes for requirements development, solution architecture, system design, development best practices, quality assurance, release management, change management and operations/maintenance.
  - Prioritization of findings remediation where interdependencies exist with enrollment activity

Software and Data Assessment – Potential Options

The options below can be considered for the 2015 and 2016 enrollment periods and require further analysis. Prerequisite for the options is that processes mentioned prior are addressed. Additional option derivatives can be entertained.

Option 1: Remediate MNsure Platform Using Disciplined One Track Continuous Improvement Approach

- October 2014(2015 Enrollment) – Identify and implement business process/operations and system changes that will enable a successful enrollment period. Prioritize all activity and establish scope that can be addressed to exceed consumer expectations and meet business functional and budget requirements.
- October 2015(2016 Enrollment) - Build on previous remediation and address additional prioritized items
- Pros: Methodical approach with low risk. Known capabilities. Control quality. Lower cost approach.
- Cons: Current architecture limits ability to remediate critical gaps efficiently and optimally in the short run. Additional resources are required. Will extend increased cost of ownership longer. Scope will be limited by available SMEs. Full remediation may not be complete for 2016 enrollment. Additional spend is required.
- Timeline: 16 -24 months

Software and Data Assessment – Potential Options

The options below can be considered for the 2015 and 2016 enrollment periods and require further analysis. Prerequisite for the options is that processes mentioned prior are addressed. Additional option derivatives can be entertained.

Option 2: Remediate MNsure Platform Using Disciplined Two Track Approach

- October 2014(2015 Enrollment) – Track One - Identify and implement minimal business process/operations and system changes that will enable a successful enrollment period. Prioritize all activity and establish scope that can be addressed to exceed consumer expectations and meet business functional and budget requirements.
- October 2015(2016 Enrollment) - Track Two – Start parallel activity to immediately begin remediation activities with intention that majority will be addressed.
- Pros: Methodical approach with medium risk. Known capabilities. Control quality. Cost of ownership will normalize sooner. Salvage existing investment.
- Cons: Current architecture limits ability to remediate critical gaps efficiently and optimally in the short run. Additional resources are required. Scope and progress will be limited by available SMEs as 2 tracks compete for knowledgeable resources. Higher level of spend is required in the short run. Possibility exists that not all findings can be addressed in the timeframe. 2015 enrollment will retain many of the manual solutions.
- Timeline: 12 -18 months

Software and Data Assessment – Potential Options

The options below can be considered for the 2015 and 2016 enrollment periods and require further analysis. Prerequisite for the options is that processes mentioned prior are addressed. Additional option derivatives can be entertained.

Option 3: Remediate MNsure for 2015 and Completely Re-architect Solution for 2016 – Two Track Approach

- October 2014(2015 Enrollment) – Track One - Identify and implement minimal business process/operations and system changes that will enable a successful enrollment period. Prioritize all activity and establish scope that can be addressed to exceed consumer expectations and meet business functional and budget requirements.
- October 2015(2016 Enrollment) - Track Two – Start parallel activity to immediately begin green field solution.
- Pros: Methodical approach with medium risk. Not hampered by legacy issues. Control quality. Cost of ownership will normalize sooner.
- Cons: Current architecture limits ability to remediate critical gaps efficiently and optimally in the short run. Additional resources are required. Scope and progress will be limited by available SMEs as 2 tracks compete for knowledgeable resources. Higher level of spend is required in the short run. 2015 enrollment will retain many of the manual solutions. Existing Asset may need to be written off – sunk costs. Possible introduction of new vendors.
- Timeline: 12 -18 months

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Thank you

