



وزارة الصحة  
Ministry of Health

# KSA RADIOLOGY PILOT PPP

NOTICE OF INFORMATION

# DISCLAIMER

This Notice of Information (“Notice”) is intended to provide interested parties with further information on the project to enter into a concession to deliver radiology and nuclear medicine services to a cluster of 7 hospitals in the Greater Riyadh region of the Kingdom of Saudi Arabia (KSA), including 3 in Riyadh city, and 4 in rural enclaves (Project). International Finance Corporation (IFC), a member of the World Bank Group, is acting as the Lead Transaction Advisor to assist the Ministry of Health of the Kingdom of Saudi Arabia (MoH) in structuring and tendering the Project.

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For Any Additional information about the project, please send your question to [radiology-pilot@moh.gov.sa](mailto:radiology-pilot@moh.gov.sa)

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# 1. INTRODUCTION

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# INTRODUCTION

## Background

- The Kingdom of Saudi Arabia (KSA) is going through a period of major economic transformation as part of a National Transformation Program across all sectors of the economy, including the health sector, where a number of initiatives aim to ensure sustainability of financing, improved access, and better quality of services for all KSA residents.
- KSA's health and social affairs budget consumes 20% of government spending, with US\$ 45bn spent annually on health. The Ministry of Health (MoH) has identified several areas of improvement in terms of efficiency and utilization levels.
- As part of its responsibility to raise service levels and extend coverage, MoH is seeking to develop a number of initiatives with the private sector in line with the National Transformation Program.
- MOH is seeking to attract a private provider (the "Concessionaire") to enter into a concession to deliver radiology and nuclear medicine services to a cluster of 7 hospitals in the Greater Riyadh region, including 3 in Riyadh city, and 4 in more remote rural enclaves which are underserved today (the "Project").
- The Concessionaire will take over the existing radiology facilities in all 7 hospitals, as well as nuclear medicine in 2 hospitals, and will be responsible for operating and maintaining these facilities over the concession term with required reinvestments.
- The International Finance Corporation ("IFC") is acting as the Lead Transaction Advisor to assist MoH in structuring and tendering the Project.

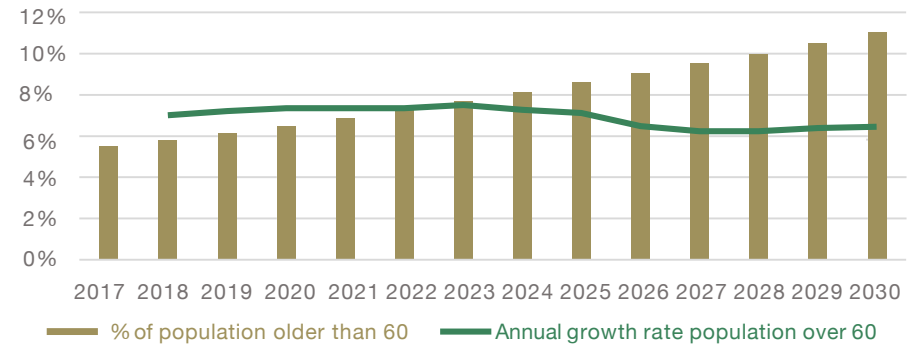
# INTRODUCTION

## Context – Key Sector Challenges

- Demand for healthcare in KSA is rising, driven by population growth and ageing as well as rising incidence of non communicable diseases such as diabetes, heart disease and cancer.
- The large size of the country and the dispersed nature of its population has made it more challenging to deliver care to all segments.
- These factors will continue to put pressure on the capacity of KSA's health system to respond to the increasing demand.
- Health expenditure in KSA as a % of GDP is lower than most Western countries partly due to the relatively young population. However, expenditure has been growing steadily over the years with the rise in aging population.
- All Saudi nationals (75% of the population) are automatically eligible to receive free healthcare in MOH hospitals, although in practice, Saudi citizens working in the private sector will also have private health insurance.

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### KSA Ageing Population



Source: United Nations, Department of Economic and Social Affairs, Population Division (2015). World Population Prospects: The 2015 Revision, custom data acquired via website.

### Health Expenditure (% of GDP)



Source: World Bank Health Nutrition and Population Statistics, 2017.

# INTRODUCTION

## Government Objectives

Through implementing the Project and introducing Private Sector Participation (“PSP”), MOH aims to:

- 1. Leverage private sector expertise to improve the quality of services being delivered and patients being reached, including outside Riyadh city in remote locations
- 2. Improve operational efficiencies and utilization of existing equipment
- 3. Make better use of the scarce radiology human resource by incorporating a tele-radiology network to allow more remote facilities to transfer images to the hub facility in the cluster (KFMC) for reading and reporting
- 4. Transfer know-how and expertise to MoH existing staff through periodical trainings and on-the-job learning



# INTRODUCTION

## Investment Opportunity – Key Structuring Elements

<b>CONCESSIONAIRE SCOPE</b>	Finance, refurbish, equip, operate and maintain the 7 radiology sites as well as invest in and operate nuclear medicine (“NM”) imaging installations.
<b>THE NETWORK</b>	Radiology departments at King Fahad Medical City (“KFMC”), Prince Mohamed Abdul Aziz Hospital (“PMAA”), Al Yamamah Hospital, King Khalid Al Majmaah Hospital, Al Dawadmi Hospital, Al Zulfi Hospital and Al Artawayah Hospital. Network will be operated as a Hub (KFMC) and Spoke model.
<b>PROJECT TERM</b>	10 years, subject to extension on the terms agreed in the concession agreement.
<b>INVESTMENT</b>	The Concessionaire will be responsible for investing in (i) equipment replacement over the Project term; (ii) IT infrastructure and network to set up tele-radiology solution; and (iii) any required refurbishment. Existing equipment will be transferred to the Concessionaire on a “right of use” basis at the onset of the Project.
<b>PAYMENT MECHANISM</b>	Ongoing payments by MoH to the Concessionaire will be on a per-report basis. Concessionaire will invoice MoH directly.
<b>DISCOUNT/VOLUME THRESHOLD</b>	The Concessionaire will offer an overall discount on MoH price list (this will serve as the financial bidding criteria). In addition, MoH will apply a discount above predetermined volume thresholds per modality.
<b>PUBLIC STAKE</b>	The Government of KSA will participate as a shareholder in the Special Purpose vehicle (SPV) Project Company with a minority stake of up to 20%.

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# INTRODUCTION

## Investment Rationale

EXISTING EQUIPMENT, FACILITIES & STAFF	<ul style="list-style-type: none"><li>✓ Instant access to a total of <b>154 well-maintained imaging equipment</b> across the network (right of use)</li><li>✓ International standard medical facilities</li><li>✓ Experienced staff</li></ul>
SIZABLE VOLUME	<ul style="list-style-type: none"><li>✓ Actual volume (FY 2016/2017) of <b>469,339 scans</b> across the network with growth potential</li><li>✓ Project includes King Fahad Medical City, one of the flagship hospitals of the Capital City; JCI accredited</li></ul>
FAVORABLE INVESTMENT PROFILE	<ul style="list-style-type: none"><li>✓ <b>Investment</b> required for equipment replacement <b>is phased out over the Project term</b> lowering the Project risk profile (only c. 16% of the existing equipment will need to be replaced upon commencing operations)</li></ul>
FIRST MOVER ADVANTAGE	<ul style="list-style-type: none"><li>✓ The Project is a pilot for PSP which MoH is planning to replicate across the Kingdom</li><li>✓ The Concessionaire will gain <b>access to the rapidly developing Saudi market</b></li></ul>

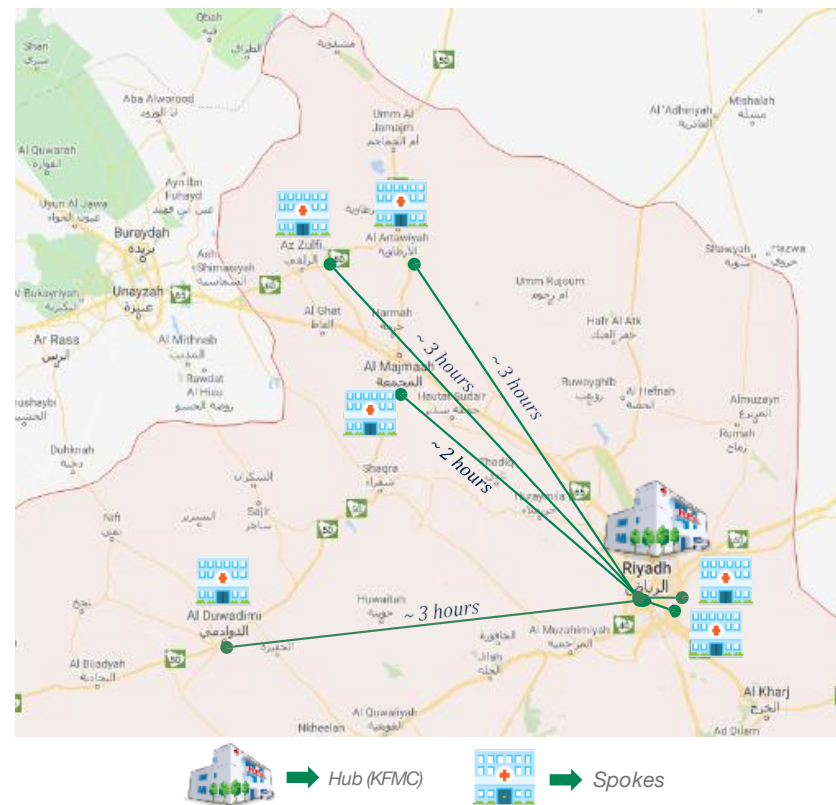
## **2. PROJECT OVERVIEW**

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# PROJECT OVERVIEW








## THE NETWORK

- The Concessionaire will be responsible for taking over the existing radiology facilities in the 7 hospitals, as well as nuclear medicine services in 2 of those, and running these facilities over the concession term with reinvestments.
- The network will be operated based on a Hub and Spoke model with the hub (KFMC) servicing the other facilities in the cluster by receiving images through a tele-radiology network which the Concessionaire will set up.



# PROJECT OVERVIEW

## HOSPITALS OVERVIEW

Hospital	Location	Catchment Area	Type	Size (beds)	Total Patients Volume (2016)
<b>King Fahad Medical City (KFMC)</b>	Riyadh City	1,040,000 people	Tertiary hospital / University hospital	1800	377,631 
<b>Prince Mohammed bin Abdulaziz (PMAA)</b>	Riyadh City		Secondary hospital / General	500	226,406 
<b>Al Yamamah</b>	Riyadh City		Specialized hospital / Maternity	280	228,727 
<b>Al Majmaah</b>	Al Majmaah City, c. 200 kms northwest of Riyadh	97,000 people	Secondary hospital / General	204	34,696 
<b>Al Dawadmi</b>	Al Dawadmi City, c. 200 kms west of Riyadh	53,000 people	Secondary hospital / General	200	32,810 
<b>Al Zulfi</b>	Al Zulfi City, c. 260 kms northwest of Riyadh	86,000 people	Secondary hospital / General	170	240,414 
<b>Al Artaweyah</b>	Al Artaweyah City, c. 270 kms northwest of Riyadh	9,000 people	Secondary hospital / General	50	88,704 

● Outpatients    
 ● ER    
 ● Inpatients

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# PROJECT OVERVIEW

## Radiology And Nuclear Medicine Services Per Hospital

	KFMC	PMAA	Al Yamamah	Al Majmaah	Al Dawadmi	Al Zulfi	Al Artaweyah
CT	✓	✓		✓	✓	✓	
MRI	✓	✓		✓	✓		
US	✓	✓	✓	✓	✓	✓	✓
Mammography	✓	✓	✓	✓	✓	✓	
X-ray	✓	✓	✓	✓	✓	✓	✓
Nuclear Medicine	✓	✓					

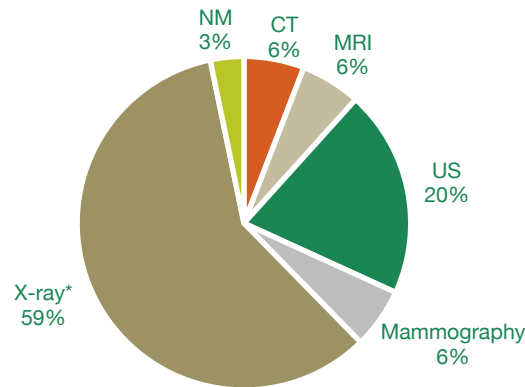
- Within KFMC, the Project scope includes the following imaging departments:
  - i. Main Hospital, KFMC Central Emergency Room (ER) & Outpatient Department (OPD)
  - ii. Children’s Hospital
  - iii. Oncology Center
  - iv. Operating Room required Mobile C-Arm imaging: would be operated by the Imaging Department radiology technicians
- Excluded from the scope:
  - i. Women’s Hospital
  - ii. Interventional Cardiology (Cardiac Cath Labs) located in the KFMC Cardiology Center and associated assets and clinical expertise
  - iii. Oncology services: simulation, planning and therapy
  - iv. Research and research related services
  - v. Interventional Radiology imaging (such as Interventional Angiography)

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# PROJECT OVERVIEW

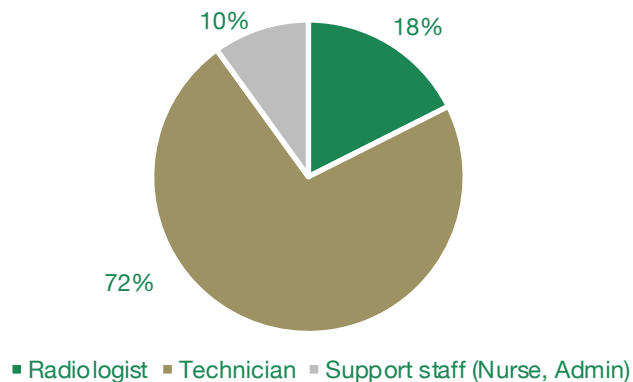
## Existing Equipment and Staff

### Existing Equipment



- A total of **154 existing equipment** across the 7 hospitals are included in the scope of the Project with KFMC accounting for c. 40%.
- Some of the equipment is relatively new and will only require replacement after around 5 years.

### Existing Staff



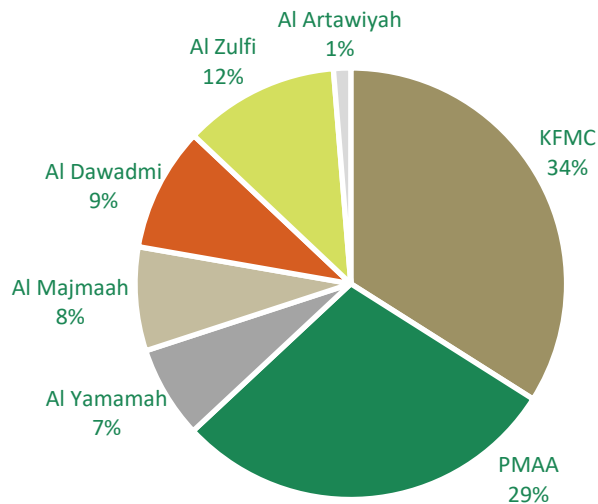
- A total of **472 imaging staff** are currently employed in all 7 hospitals with KFMC accounting for c.47%.
- KFMC and PMAA staff include radiology as well as nuclear medicine staff.
- There is a shortage of radiologists/specialists in the remote hospitals.
- In addition to the clinical staff, there is also management-level staff mapped to the radiology department of some of the hospitals.

\* X-ray includes (fixed and mobile) radiography and radioscopy equipment in addition to bone densitometry equipment.

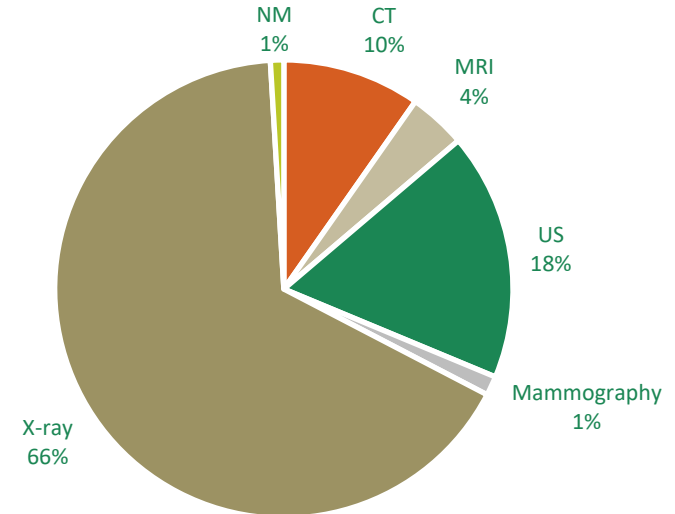
# PROJECT OVERVIEW

## Actual Volume (FY 2016/2017)

### Actual Volume by Hospital



### Overall Network - Volume Breakdown by Modality



- In FY 2016/2017, a total of **469,339 scans** were performed in all 7 hospitals with KFMC and PMAA accounting for c. 63%.
- Low level of scans in the remote hospitals is primarily attributed to the lack of sufficient radiologists/specialists on-site and/or equipment operating issues.
- In addition, reported wait times (between appointment request and actual examination) as well as turnaround times (TAT) are not systematically recorded across the network. Existing statistics show room for improvement.

\* X-ray includes radiography, radioscopy and bone densitometry.



# PROJECT OVERVIEW

## IT Infrastructure

### Existing IT Systems by Hospital

	KFMC	PMAA	AI Yamamah	AI Majmaah	AI Dawadmi	AI Zulfi	AI Artaweyah
Picture Archiving & Communication System ("PACS")	✓	✓	✓				✓
Radiology Information System ("RIS")	✓	✓	✓				

### Envisaged Investments in IT

To create a tele-radiology network, the following tasks, by the Concessionaire, are envisaged:

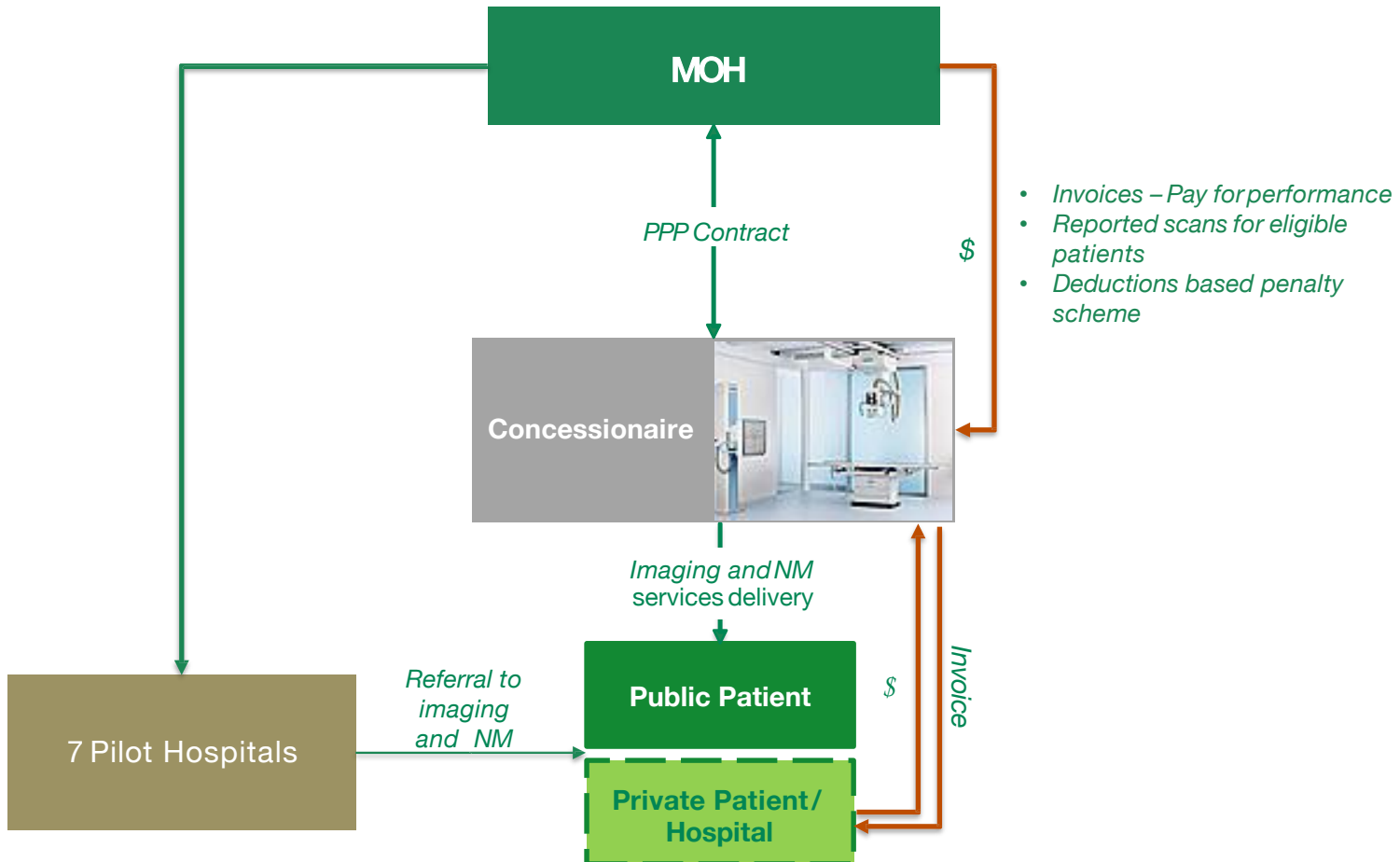
- PACS and RIS solutions in the hospitals where these systems are not present;
- Integrate the existing PACS and RIS system to a newly created central Vendor Neutral Archive ("VNA"), which will serve as a central hub for image exchange between the hospitals, using multisite integration platform;
- Create and implement a multisite integration platform, which will be responsible for image and report exchange between all involved sites.

# **3. TRANSACTION STRUCTURE**

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# TRANSACTION STRUCTURE

## Flow Of Services And Funds



# TRANSACTION STRUCTURE

## Parties' Obligations

CONCESSIONAIRE	MoH	HOSPITALS
<ul style="list-style-type: none"><li>▪ Design, build, finance, operate and maintain an imaging network (incl. tele-radiology facilities and equipment)</li><li>▪ Invest in replacement of equipment/IT and renovations when required as per the concession agreement</li><li>▪ Perform scans for referred patients within agreed TAT</li><li>▪ Establish appropriate PACS/RIS where required and Central Solution</li><li>▪ Report on the tests requested and conducted (maintain records for audit purposes)</li><li>▪ Invoice and collect payments from MoH for scans at prevailing regulated price list</li><li>▪ Adhere to all national and international requirements and guidelines</li></ul>	<ul style="list-style-type: none"><li>▪ PPP Agreement Contracting party</li><li>▪ Monitoring Concessionaire's compliance with contract requirements including quality standards</li><li>▪ Manage payments to Concessionaire</li><li>▪ Periodic adjustment of imaging price list</li></ul>	<ul style="list-style-type: none"><li>▪ Provide access to the Concessionaire to specified</li><li>▪ Ensure provision of utilities and other shared services as agreed (e.g. waste management) for premises (cost to be paid by Concessionaire based on usage)</li><li>▪ Refer inpatients to Concessionaire</li></ul>

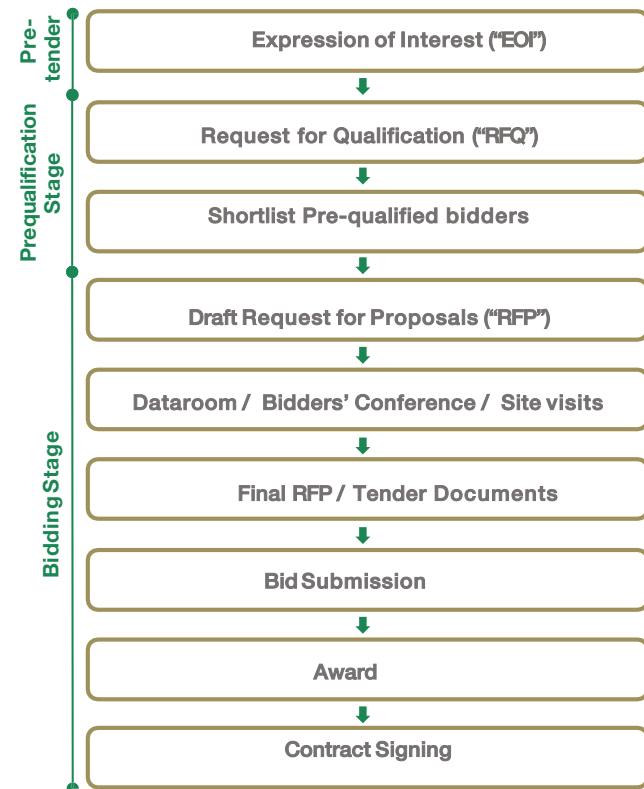
# 4. TENDER PROCESS

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# TENDER PROCESS

## TRANSACTION PROCESS OUTLINE

- MoH will follow a competitive two-stage tender process.
- The Project has been approved by the designated Supervisory Committee and subsequent approvals are currently being sought. The RFQ will only be launched once all approvals are obtained.
- The RFQ will specify the requirements and details for submission of prequalification application. Bidders will be evaluated based on legal, technical and financial criteria.
- Only prequalified applicants will proceed to the bidding stage.
- Upon issuance of the draft RFP, the Project data room will be made available to shortlisted bidders providing detailed technical, commercial, legal and regulatory information related to the Project. The data room will remain available till the end of the tender process.
- A Bidders' Conference will be organized to address bidders' questions on the technical and legal aspects of the Project.
- Draft tender documentation will be provided to shortlisted bidders for review. Comments and mark ups will be reflected where possible, at the discretion of the MoH.
- The winning bidder will be selected on the basis of a two-envelope system based on technical and financial proposals. Financial bidding criteria will be the discount offered to MoH price list.



# TENDER PROCESS

## Eligibility And Prequalification Criteria

- Either an individual firm or a consortium may bid for the Project provided they comply with the prequalification process and criteria
- All prospective bidders must be from a country with diplomatic relations with the KSA
- Once pre-qualification applications have been submitted, an evaluation committee will shortlist qualified bidders based on minimum technical and financial criteria (as well as legal) that prospective bidders need to demonstrate (on a pass/fail basis) in order to be qualified to participate in the bidding stage:
  - *Legal criteria* – Includes, but is not limited to, submission of all completed pre-qualification documents in the required form and substance.
  - *Technical criteria* – Includes, but is not limited to, (i) a proven track record of providing specified radiology and nuclear medicine services for a specified number of years and minimum annual volume; (ii) operating experience in multiple geographical locations; (iii) experience in delivering services to public partners; and (iv) experience is running a multi-location network via tele-radiology.
  - *Financial criteria* – Includes, but is not limited to, (i) minimum net worth; (ii) minimum revenue generated from radiology and nuclear medicine services; and (iii) proven ability to raise capital for the Project.

# TENDER PROCESS

## Bidding Process

- Following the completion of the prequalification stage, a transparent competitive bidding process will be implemented during the RFP phase for selection of the winning bidder.
- RFP will be issued to qualified bidders and shall:
  - Require that the Concessionaire to maintain a minimum shareholding in the Project Company incorporated in KSA (as will be detailed in the RFQ/RFP);
  - Permit qualified bidders to form consortia subject to a maximum number of consortium members; and
  - Invite bidders to further site visits, undertake due diligence and provide comments on the draft concession agreement.
- The winning bidder will be selected on the basis of a two-envelope system based on technical and financial proposals:
  - Following an initial legal check to ensure the bid submitted is substantially responsive to the RFP, and all required documents have been submitted in required form, the Technical proposals shall be evaluated overall on a pass/fail basis against pre-defined criteria (e.g. business plan, financial commitment, operational approach and plan, staffing strategy, etc.).
  - Qualified bidders that submitted passing technical proposals shall have their financial proposals evaluated.
  - The bidder offering the highest financial bid, i.e. discount to the official price list provided by MoH, shall be awarded the contract.



# Thank You

For Any Additional information about the project, please send your question to [radiology-pilot@moh.gov.sa](mailto:radiology-pilot@moh.gov.sa)  
or contact Mr. Sultan Alamer at project mobile +966558500060