Vermont Elders & Persons with Disabilities (E&D) Transportation Program Review

House Transportation Committee

David Pelletier, VTrans Policy & Planning

February 4, 2016

E&D Program Review

Act 40 Section 12 – Review of Transportation Service Program

1) The gap between current and projected E&D Program resources and needs over a ten-year timeframe, on regional and statewide levels;

2) Regional transportation service delivery models and their adequacy in meeting E&D Program participant needs;

3) Efficiencies achieved by coordinating the E&D Program and other human services transportation programs, and obstacles to achieving such efficiencies;

4) Challenges that exist for partner organizations to raise local matching funds for transportation services;

5) The current and expected impact of the Medicaid waiver on the E&D Program;

6) Existing and emerging technology and the potential role it could play in increasing service to elders and persons with disabilities.

E&D Program Review

Presentation Outline:

- Process Overview

- E&D Program Overview

- Trends & Demographics

- Unmet Demand & Projected Estimates of Demand

- Findings & Recommendations
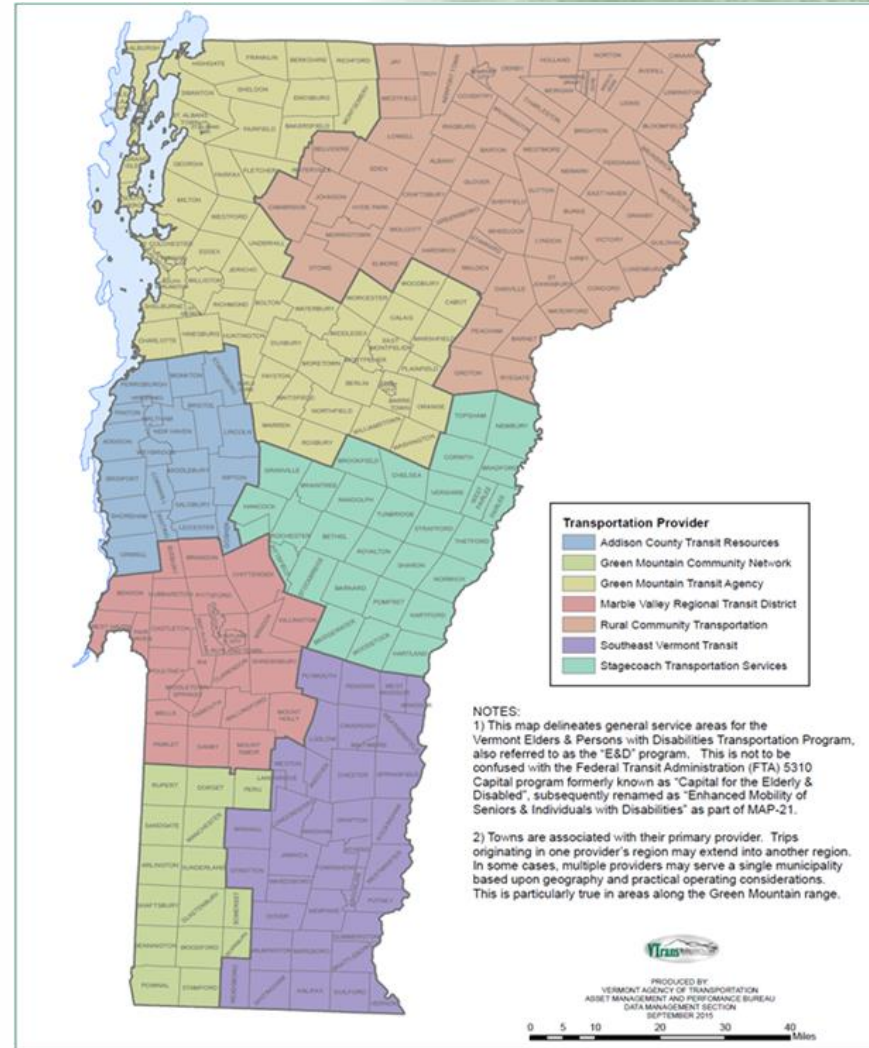
- Questions / Comments

Process Overview

- Assistance from KFH Group
- Modeled on 2004 review; adjusted for 2015 areas of interest
- Public Transit Advisory Council (PTAC) & Vermont Public Transit Association (VPTA) used as primary advisory structure; expanded upon
- Two stakeholder meetings, October 29 & Dec 1, 2015
- Extensive data analysis using numerous sources
- Significant direct outreach through interviews

E&D Program Overview

- Since 1980s
- Age 60 and/or ADA
- 80/20 Grants provided by VTrans
- One of few significant human service transportation programs delivered throughout the state
- Regional partner advisory committees
- Services are delivered through a system of regional broker / providers
- Transportation provided using small lift equipped vans, sedans, personal vehicles (volunteers), taxis, transit buses

Transportation Provider
- Addison County Transit Resources
- Green Mountain Community Network
- Green Mountain Transit Agency
- Marble Valley Regional Transit District
- Rural Community Transportation
- Southeast Vermont Transit
- Stagecoach Transportation Services

NOTES:
1) This map delineates general service areas for the Vermont Elders & Persons with Disabilities Transportation Program, also referred to as the "E&D" program. This is not to be confused with the Federal Transit Administration (FTA) 5310 Capital program formerly known as "Capital for the Elderly & Disabled", subsequently renamed as "Enhanced Mobility of Seniors & Individuals with Disabilities" as part of MAP-21.

2) Towns are associated with their primary provider. Trips originating in one provider's region may extend into another region. In some cases, multiple providers may serve a single municipality based upon geography and practical operating considerations. This is particularly true in areas along the Green Mountain range.

PRODUCED BY:
VERMONT AGENCY OF TRANSPORTATION
ASSET MANAGEMENT AND PERFORMANCE BUREAU
DATA MANAGEMENT SECTION
SEPTEMBER 2015

5

E&D Program Review

Table 1: SFY 2015 E&D Program Resource and Service Allocation by Trip Type

Trip Type	Trips	Cost	Cost/Trip
Critical Care (Dialysis / Cancer Treatments)	13,700	$517,400	$38
Non-Medicaid Medical	46,900	$1,452,300	$31
Senior Meals Programs	31,400	$726,700	$23
Adult Day Programs	31,800	$836,500	$26
Shopping	24,200	$360,800	$15
Vocational	11,000	$305,700	$28
Social/Personal	22,900	$312,100	$14
Total	**181,900**	**$ 4,511,500**	**$25**

Source: VPTA Intake & Expense Tracking System

Figure 3: SFY 2015 E&D Trips by Type
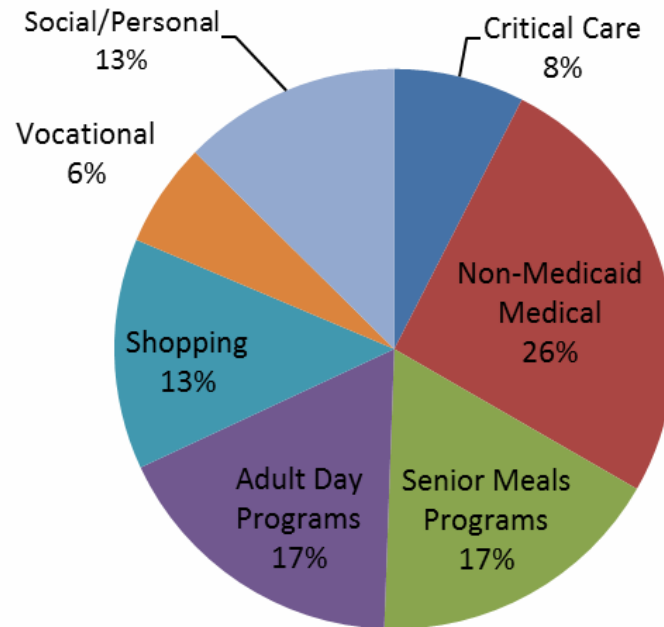
Source: VPTA Intake & Expense Tracking System
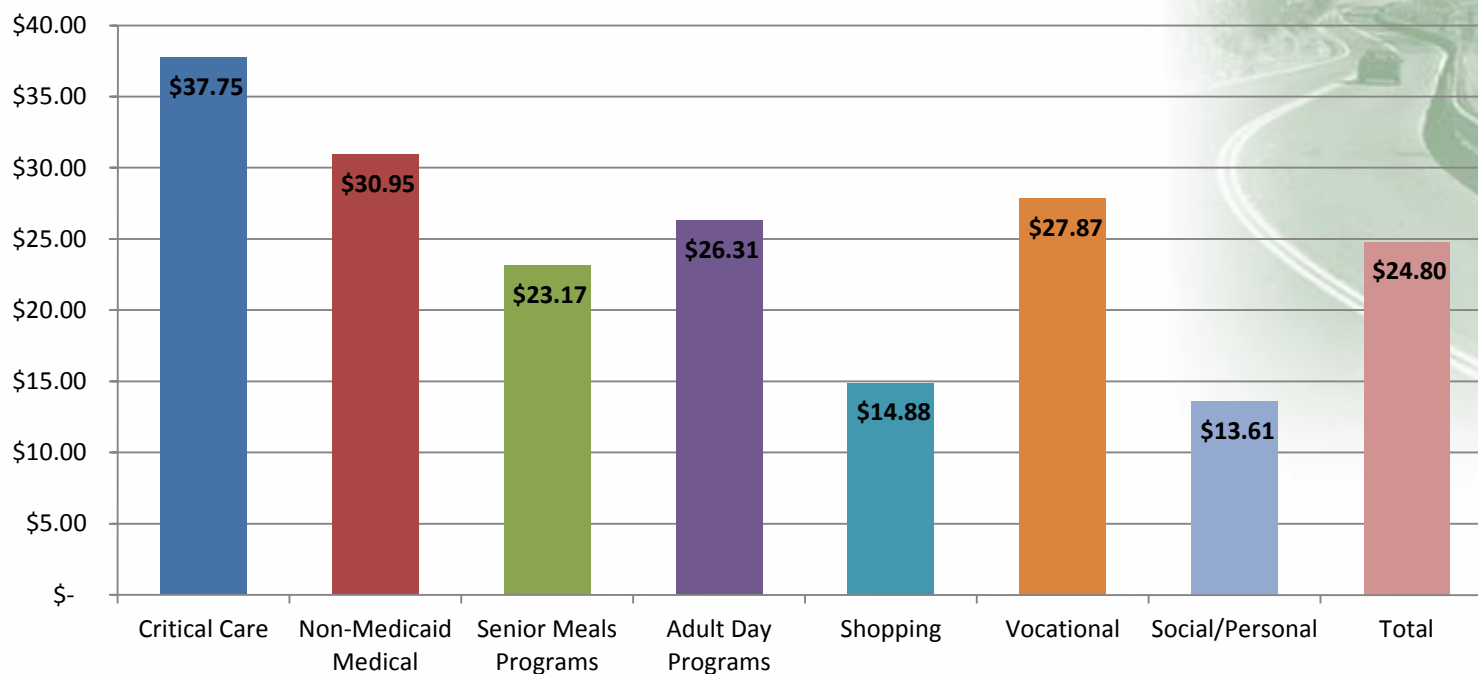
Figure 4: SFY 2015 E&D Total Costs by Trip Type
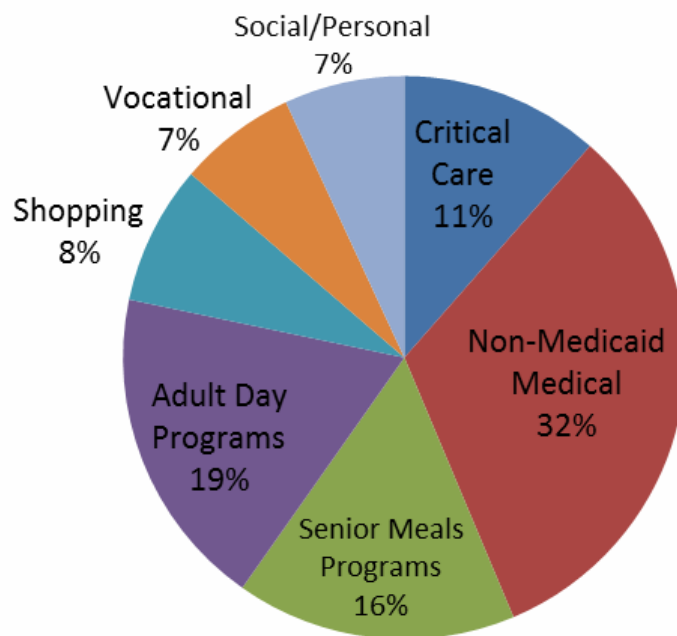
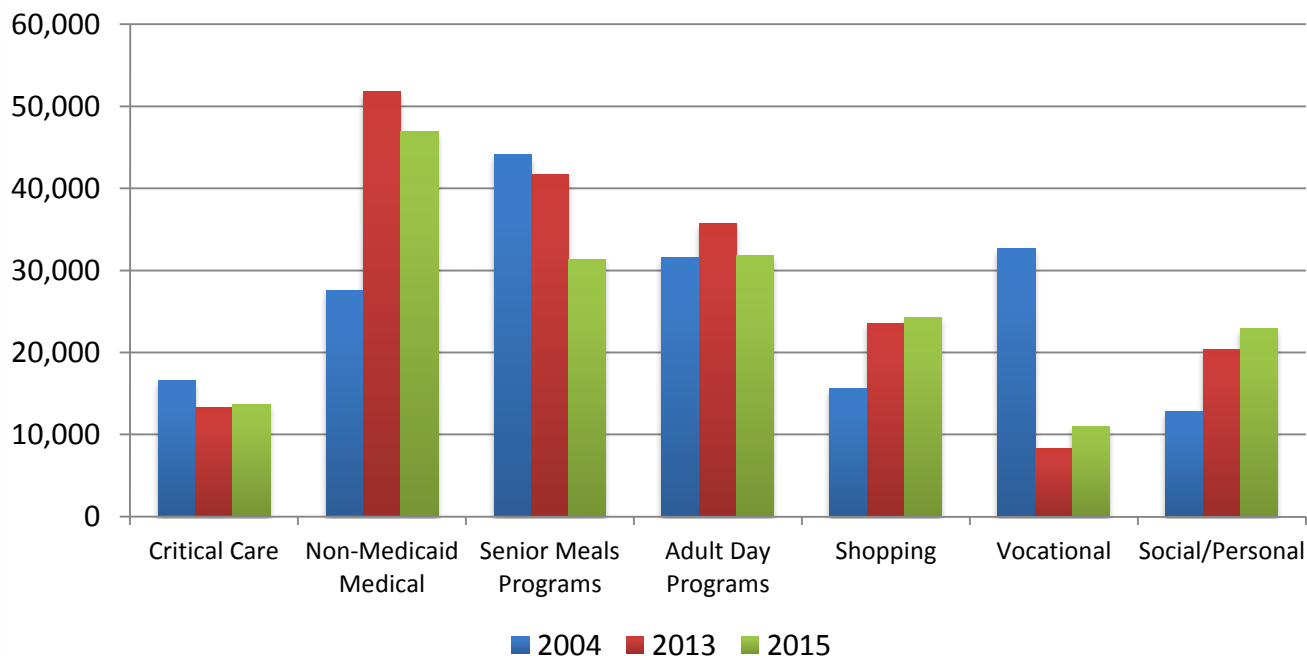Source: VPTA Intake & Expense Tracking System

Figure 5: SFY 2015 Cost per Trip by Trip Type

Source: VPTA Intake & Expense Tracking System
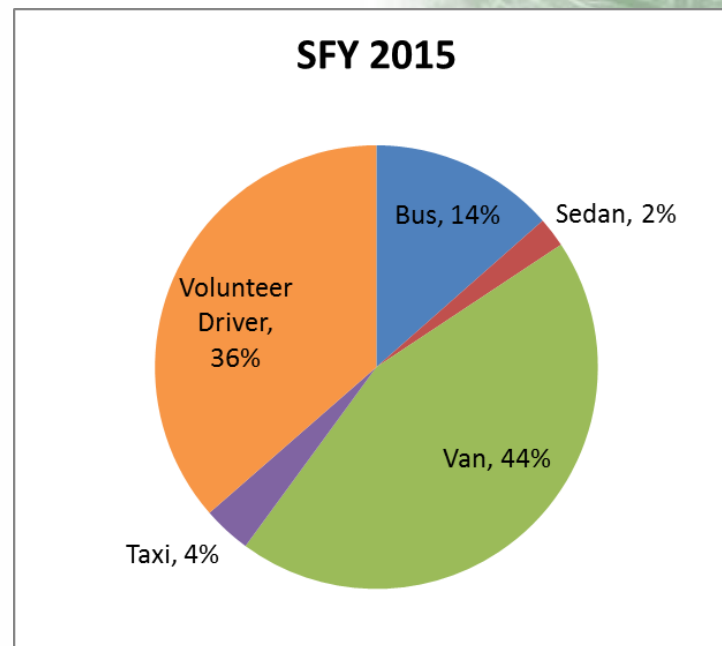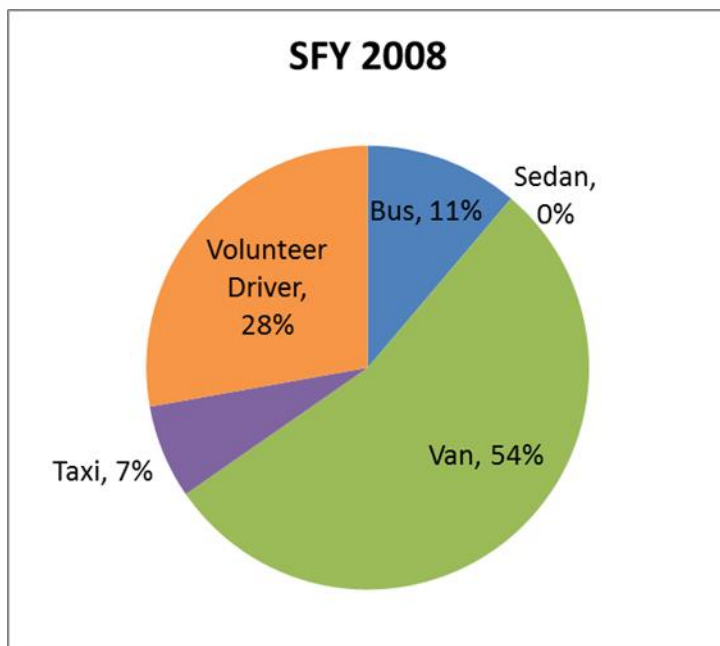
9

E&D Program Review

Figure 6: Trends in E&D Program Trips by Type

Source: VPTA Intake & Expense Tracking System

E&D Program Review

Figure 10: Trends in Mode Split of E&D Trips

SFY 2008
- Bus, 11%
- Sedan, 0%
- Volunteer Driver, 28%
- Taxi, 7%
- Van, 54%

SFY 2015
- Bus, 14%
- Sedan, 2%
- Volunteer Driver, 36%
- Taxi, 4%
- Van, 44%

Source: VPTA Intake & Expense Tracking System

E&D Program Review

Summary of Trends

- FY15 = 4.5m (FY04 = 2.7m)
- FY15 # trips =182,000 (FY04 = 180,906)
  - Partly due to rationing to control costs and stay within budgets
- FY15 = 4,900 served (FY04 = 4,500)
- Focus toward medical trips, including critical care
- Slight increase in shopping, social/personal trips
- Fewer employment trips, eliminated excursions
- Increased reliance on volunteer drivers (+10% past 7 years)
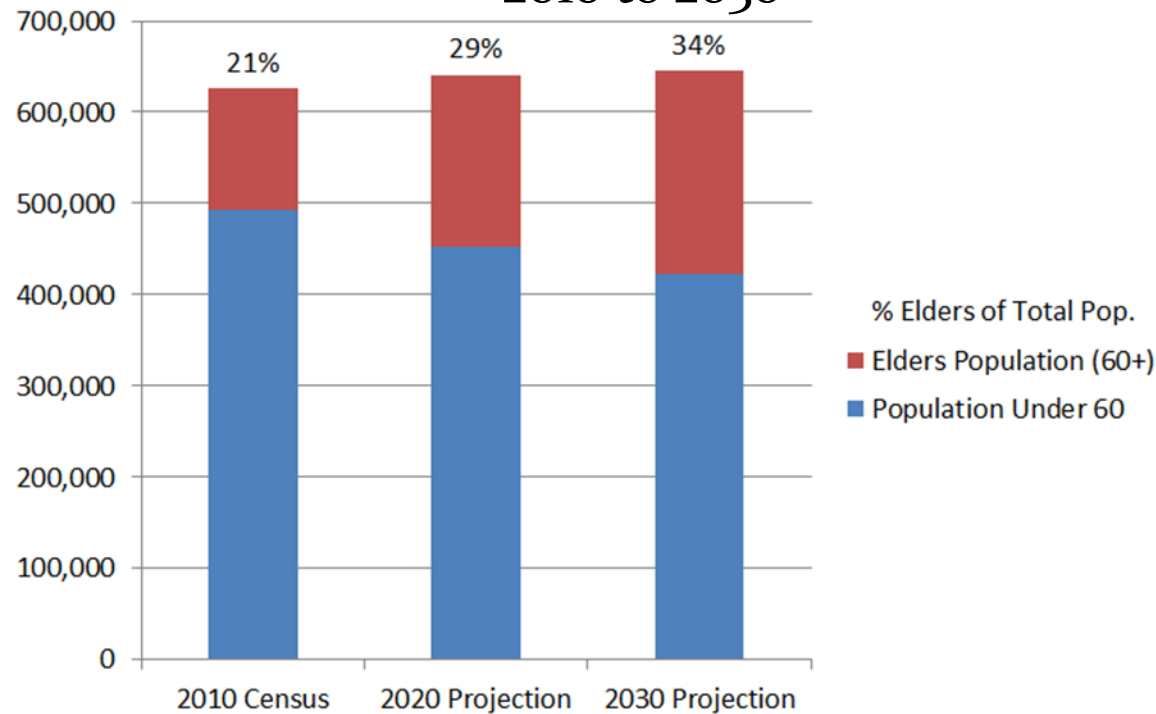- Trip lengths up slightly (+11% past 7 years)

E&D Program Review

Demographics

Table 3: Eligible E&D Population by Regional Broker

Regional Broker	Total Population Eligible for E&D	Eligible Population Living Below Poverty
ACTR	10,200	1,100
GMCN	12,300	1,300
GMTA	48,300	3,500
MVRTD	19,800	2,100
RCT	24,800	5,800
SEVT	25,300	2,700
STSI	14,100	1,700
State Total	**154,900**	**18,200**

- 2015 Estimated E&D Population = 154,900 (excludes Burlington urbanized-area)
- Population most likely to use the service are low income = 18,200

Source: Based on 2009-2013 ACS tables S1701 and C18130

Figure 11: Vermont's Projected Population Growth from 2010 to 2030

- Statewide population is slow to grow

- Proportion of elders to increase

- Expected to be healthier and more mobile

- Will eventually put more strain on program

Source: Jones, K. and Schwarz, L. (2013). *Vermont Population Projections – 2010-2030*

E&D Program Review

Table 4: Population Projections for Vermont Residents with Disabilities

| Age | Number of Persons with Disabilities | | % Change |
	2007 Actual	2017 Projection	2007-17 Projection
18-64	1,569	1,922	22%
65+	3,226	4,568	42%
Total	4,795	6,490	35%

Source: Wasserman, J. (2008). *2007-2017 Shaping the Future of Long Term Care and Independent Living*.

- Population with disabilities will grow
- % is significant
- Absolute numbers not as much so

E&D Program Review

Table 5: 2015 E&D Clients and Funding by Region

Regional Broker	Total Population Eligible for E&D	Number of E&D Clients	E&D Clients as Percent of Eligible Pop.	Number of E&D Trips	E&D Trips per Eligible Person	E&D Costs	E&D Costs per Eligible Person
ACTR	10,200	424	4%	11,900	1.2	$449,000	$44
GMCN	12,300	340	3%	10,300	0.8	$208,000	$17
GMTA	48,300	1,575	3%	61,800	1.3	$1,339,000	$28
MVRTD	19,800	1,060	5%	23,200	1.2	$521,000	$26
RCT	24,800	575	2%	22,800	0.9	$723,000	$29
SEVT	25,300	587	2%	30,600	1.2	$778,000	$31
STSI	14,100	301	2%	21,200	1.5	$531,000	$38
State Total	**154,900**	**4,862**	**3%**	**181,900**	**1.2**	**$4,549,000**	**$29**

Source: Based on 2009-2013 ACS tables S1701 and C18130
Cost Source: VPTA Intake & Expense Tracking System

16

Unmet Demand & Projected Estimates of Demand

Estimated Unconstrained Demand Today for All Potential Clients

-Identified all potential program participants by trip category

-Made assumptions of acceptable levels of service for participants

Estimated Unconstrained Demand Today for Existing Clients Only with Less Trip Rationing

-Applied expanded trips & increased cost per participant (from estimate of unconstrained demand today) to existing number E&D clients

Estimated Unconstrained Demand in 2020 & 2030 for All Potential Clients

-Applied projected population growth rates to estimate of unconstrained demand today

17

Unconstrained Demand Today for Existing Clients Only

- Serve 4,900 existing E&D clients annually
- Increase annual one-way trips from 182,000 to 400,000 (120% increase)
- Increase annual funding from $4.5M to $9.4M (109% increase)

Unconstrained Demand Today for All Potential Clients

- Increase annual E&D clients from 4,900 to 5,200 (7% increase)
- Increase annual one-way trips from 182,000 to 428,000 (135% increase)
- Increase annual funding from $4.5M to $10M (124% increase)

Unconstrained Demand in 2020 for All Potential Clients

- Increase annual E&D clients by 15-18% (depending on trip category)
- Increase annual one-way trips from 182,000 to 493,000 (171% increase)
- Increase annual funding from $4.5M to $11.6M (157% increase)

Unconstrained Demand in 2030 for All Potential Clients

- Increase annual E&D clients by 32-35% (depending on trip category)
- Increase annual one-way trips from 182,000 to 574,000 (216% increase)
- Increase annual funding from $4.5M to $13.5M (200% increase)

Findings & Recommendations

1. Service Gap

2. Service Delivery

3. Service Coordination

4. Local Match Funds

5. Medicaid Program Impacts

6. Role of Technology

1. Unmet Needs

Findings Regarding Unmet Needs

- Current program focus is on most basic needs; critical care, medical, adult day, senior meals.
- Program has operated under constraints for many years.
- Eligible clients not affiliated with partner agency have limited options to use the service.
- Limited promotion due to fears that demand would be overwhelming.
- Current level of regional equity is generally reasonable considering all variables.
- Current program gap approximately $5m under two scenarios.
- 2020 projected need = $11.6m.
- 2030 projected need = $13.5m.

Recommendations Regarding Unmet Needs

- Continue to support the E&D Program through consistent or increased funding.
- Continue to monitor how the needs of elders and persons with disabilities are being met through various transportation resources including the E&D Program, in order to regularly assess the role of the program and the level of funding needed.
- Increase outreach and marketing about the program to help identify the true need for E&D transportation.
- Expand Ticket to Ride Program with private contributions and to other regions.
- Expand State support through assistance in recruiting volunteer drivers and regular involvement with Regional E&D Advisory Committees.

2. Service Delivery

Findings Regarding Service Delivery

- Regional service delivery model facilitates coordination and allows the brokers to effectively use multiple funding sources.
- The brokers have relied more on volunteer drivers to meet E&D transportation needs, but face increased costs due to rising mileage reimbursement rates and longer trip lengths.
- Many trip needs are served through other means such as general public transit service, NEMT, and private transportation provided by family and friends.

Recommendations Regarding Service Delivery

- Continue to support the regional service delivery model, which facilitates successful coordination between public transit and human service agency transportation services.
- Better utilize available trips and capacity (e.g., encourage more clients to use fixed route bus, coordinate more riders on volunteer driver trip, schedule trips during midday when capacity is available).
- Explore innovative service models based on peer examples of E&D transportation.
- Hold more regular meetings of the statewide E&D stakeholder group to facilitate an idea exchange on successes, best practices, & lessons learned between the regions.

3. Service Coordination

Findings Regarding Coordination

- Regions are successfully coordinating services for multiple programs including E&D, Medicaid, riders of contracted service, and general public.
- Regional brokers have made significant progress in coordinating public transit and human service transportation services since 2004.
- The regional brokers and human service agency partners work well together. This partnership helps extend the reach of E&D Program resources.

Recommendations Regarding Coordination Opportunities

- Continue to support the transportation coordination efforts between the regional brokers/transit providers and the human service agency partners.
- Increase coordination of trips across regions and brokers.
- Coordinate additional trips at times when vehicles have capacity.
- Add new partners to the E&D Program where possible and appropriate.

E&D Program Review

4. Local Match Funds

Findings Regarding Local Match
• Most regions are meeting the 20% local match requirement for the E&D grants.
• In-kind match option provides some flexibility, though consumes the Federal grant funding at a faster rate.
• Partners in some regions would be able to provide additional cash match if more federal funding was available.

Recommendations Regarding Local Match
• Establish a statewide pool to share in-kind match resources.
• Provide more flexibility in the sources for in-kind match (e.g., value of transportation staff and transportation services that human service agency partners provide beyond E&D services).

24

5. Medicaid Program Impacts

Findings Regarding Medicaid Impacts on E&D Transportation

- Relationship between Medicaid Non-emergency Medical Transportation (NEMT) and E&D program is mutually beneficial.
- Choices for Care program has encouraged individuals to stay in their homes longer; this has resulted in increased transportation needs, some of which are covered by E&D.
- Expanded Medicare eligibility under Affordable Care Act may have actually resulted in a slight decrease in pressure on E&D program.
- Volunteer driver pools are feeling the strain of increased NEMT services.

Recommendations Regarding Medicaid Impacts on E&D Transportation

- Keep coordinating at State level (VTrans and AHS) to ensure coordinated regional broker model continues.
- Monitor the use of coordinated transportation resources to ensure that the increase in NEMT services does not negatively affect regional brokers' ability to provide E&D trips, in terms of vehicle capacity and funding.

E&D Program Review

6. Technologies

Findings Regarding Technologies

- Transportation technology is evolving quickly and solutions exist that can improve service delivery and customer experience.
- Service and coordination challenges outlined in the report may be addressed by the RouteMatch project.
- Other technological solutions such as Uber, Bridj, and other such recent innovations may or may not have benefits that can be applied to the E&D program.

Recommendations Regarding Technologies

- Continue to implement RouteMatch system statewide, and pursue best use of built-in functions.
- Continue to monitor modern ridesharing platforms (Uber, Bridj, etc.) for their potential application in rural environments; pursue pilot projects to explore these potential solutions as appropriate.
- Provide real-time information to improve the customer experience.
- Develop one source for customers to schedule rides across regions and providers.
- Establish an online ride scheduling system for partner agencies to directly schedule trips with the regional brokers.

E&D Program Review

Questions / Comments?

27