



Commonwealth of Massachusetts
Executive Office of Health and Human Services
Human Service Transportation Office

FY2013 Annual Report

HST Office
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www.mass.gov/hst

Deval Patrick, Governor

John W. Polanowicz, Secretary
Executive Office of Health and Human Services



Message from the Director

Transportation services provided through the EOHHS HST Office continued to expand in FY13 with consumer trips increasing 5.4% to 6.6 million trips (approximately 300,000 trips). Despite the increase in volume, the average cost per one-way trip remained relatively stable increasing by only 2.2%, or \$0.44 per trip to \$20.87. This rate reflects the full spectrum of HST consumer trips serving five separate agencies and accounts for ambulatory, non-ambulatory, local and long distance services. While market-driven demand-response MassHealth PT-I trip costs increased slightly from FY12, the FY13 average cost per trip of \$15.50 is the same per trip rate as FY05.

The HST Office continued to expand its outreach, stakeholder engagement and technical assistance to improve access to services and maximize travel independence for EOHHS consumers and other transportation-disadvantaged populations.

FY14 promises to be as challenging as past years, but we are confident that the system will continue to provide enhanced service quality for consumers while seeking creative approaches to achieving cost containment and efficiencies across all of our brokered services.

Finally, I would like to express my appreciation and thanks to the HST Advisory Board and participating agencies for their guidance and support of the Office in FY13, and to the HST staff and brokers for their dedication and hard work in achieving the outcomes outlined in this report.

Sandra Mulcahy
Acting Director

Who We Are

The EOHHS Human Service Transportation (HST) Office operates within the Executive Office of Health and Human Services (EOHHS) and reports to the EOHHS Director of POS Administration. The HST Office receives policy guidance and support from its Advisory Board comprised of key stakeholders and agencies participating in HST brokerage services. The HST Office contracts with six (6) Regional Transit Authorities who act as brokers to provide direct transportation services for EOHHS consumers.

HST Advisory Board

Chair – Jennifer Hewitt, Director of Purchase of Service Administration, Executive Office of Health and Human Services (EOHHS)
 Ann Hartstein, Secretary, Executive Office of Elder Affairs (EOEA)
 Cheryl Poppe, Deputy Secretary, Department of Veterans' Services (DVS)
 Michael Lambert, Special Assistant to the MBTA General Manager (MassDOT)
 Amy Andrade, Director of Member and Provider Services, MassHealth (Medicaid)
 Larry Tummino, Deputy Commissioner, Department of Developmental Services (DDS)
 Kasper Goshgarian, Deputy Commissioner, Massachusetts Rehabilitation Commission (MRC)
 Ron Benham, Bureau Director, Department of Public Health (DPH)
 John Oliveira, Assistant Commissioner, Massachusetts Commission for the Blind (MCB)
 Heidi Paulson, Legal Advisor, EOHHS

HST Participating Agencies

Department of Developmental Services (DDS)
 Department of Public Health (DPH)
 MassHealth (Medicaid)
 Massachusetts Commission for the Blind (MCB)
 Massachusetts Rehabilitation Commission (MRC)

HST Brokers

Berkshire Regional Transit Authority (BRTA)
 Cape Ann Transit Authority (CATA)
 Cape Cod Regional Transit Authority (CCRTA)
 Franklin Regional Transit Authority (FRTA)
 Greater Attleboro/Taunton Regional Authority (GATRA)
 Montachusett Area Regional Transit (MART)

HST Staff

Ed Bailey
 Rachel Fichtenbaum
 Theadora Fisher
 Perry Fong
 Gail Hill
 Vera Kirrane
 Ronni Lieberman
 William McGuinness
 Sandra Mulcahy
 Tanya Pina
 Taysha Rivera
 Tanja Ryden

Who We Are

The Executive Office of Health and Human Services (EOHHS) comprises 15 agencies that collectively deliver and administer most of the Commonwealth's health and human services. We support the health and well-being of residents through services that include Medicaid, nutrition assistance, mental health, public health, and transitional assistance. EOHHS has an operating budget which represents approximately half of the Commonwealth's budget and makes us one of the largest state government organizations in the country.

EOHHS' work touches the lives of all Massachusetts residents. We provide targeted services to approximately 1.5 million of the Commonwealth's most vulnerable populations. We also protect, preserve, and improve the health of all the Commonwealth's residents through our public health, safety, and quality programs, and other initiatives, including a coordinated human service transportation system.

The EOHHS HST Office reflects our commitment to ensuring access to care and helping individuals live in their community of choice.

HST Mission: To promote access to health and human services, employment and community life by managing a statewide transportation brokerage network for eligible consumers and by providing technical assistance and outreach strategies in support of local mobility and transportation coordination efforts especially for transportation-disadvantaged Massachusetts residents.

HST Vision: A system where all transportation-disadvantaged residents of the Commonwealth have adequate transportation options allowing access to all facets of daily life.

HST Core Values:

- Support/ensure consumers' transportation access to the full range of human services they need to be healthy and self-sufficient
- Provide human service transportation in a safe, professional, on-time manner
- Maintain and enhance transportation service quality and cost effectiveness
- Treat all consumers with dignity and respect
- Use the least intensive level of transportation required, based on the consumer's needs
- Promote and facilitate public transit options
- Support the coordination of human service transportation on federal, state and community levels
- Develop transportation policies and programs that promote the safety, health and well being of the consumer

What We Do: HST Brokerage

The HST Office contracts with six regional brokers to manage the transportation services of six human service programs within five EOHHS agencies:

- **MassHealth (Medicaid)** non-emergency medical transportation system (PT-I)
- **MassHealth** funded **Day Habilitation** (DayHab) programs
- **MassHealth/ Department of Public Health's** (DPH) **Early Intervention** programs for children and families.
- **Department of Developmental Services** (DDS) supported employment, residential and other agency services
- **Massachusetts Rehabilitation Commission's** (MRC) vocational rehabilitation and community services
- **Massachusetts Commission for the Blind's** (MCB) social and rehabilitative programs and services

Through the HST Office's brokerage operation, human service transportation is generally provided to eligible consumers via two models: "demand-response" and "program-based":

- **Demand-Response** ("dial-a-ride") transportation is provided on an as-needed basis for consumers to and from varying locations. This model is used primarily for MassHealth PT-I non-emergency medical transportation services, but also includes services for MRC and MCB
- **Program-Based** transportation routes operate on a daily or regularly scheduled basis in which consumers are picked up from their homes and transported to the same program facility, on a grouped or shared-ride basis. This includes transportation for support of Developmental Services, MassHealth-funded Day Habilitation programs, and the Department of Public Health's Early Intervention programs

EOHHS contracts with select Regional Transit Authorities (RTAs) that function as brokers to provide direct transportation services to EOHHS consumers in nine distinct HST Areas, which encompass all cities and towns within the Commonwealth. Each HST broker administers transportation services through subcontracting with qualified transportation providers in their HST Area(s).

Transportation brokers are required to adhere to high quality performance standards with specific outcome measures that have been established and are monitored by the HST Office. The primary responsibilities of brokers include:

- Arranging consumer trips and contracting for services with local providers
- Monitoring and ensuring service quality (on-site inspections, consumer surveys, etc.)
- Developing routing and other strategies to increase system efficiency and cost effectiveness
- Tracking and reporting system usage and costs and monitoring performance benchmarks

What We Do: Mobility Management Support and Outreach



During FY13, the HST Office continued to expand its outreach and technical assistance to efficiently and effectively increase the mobility of EOHHS consumers and other transportation-disadvantaged populations. Much of this work was conducted under the auspices of the MassMobility Project, a federally funded grant from MassDOT, which consists of three components: an online information hub, a community outreach initiative and a planning and technical assistance component.

Information Hub:

During FY13, the Office expanded its online information hub at www.mass.gov/hst, began publishing a monthly [MassMobility newsletter](#), established an [active Twitter account](#) and continued its research into developing an interactive transportation resource map. These information sources have been well received; in its first year the *MassMobility* newsletter subscriber base almost doubled from 229 to 409.

Outreach:

Building and deepening relationships with state and local agencies has been a focus of MassMobility project staff in FY13, and the results are paying off. The HST Office was invited to participate in a newly formed DDS Transportation Taskforce and to present on transportation resources at the MRC Annual Consumer Conference and the Western Mass. Elder Care Conference. We continued to offer twice yearly statewide conferences for regional transportation coordination teams and other interested stakeholders. Staff also initiated a Travel Instruction group to foster peer to peer networking.

Technical Assistance and Policy:

The highlights in FY13 included publication of [best practice briefs](#) on community vehicle share and volunteer driver programs as well ongoing research on insurance issues, travel instruction, accessible taxis, and long distance medical shuttles among other topics. Staff continued to provide technical assistance to local, state and national organizations, as well as to individuals. The HST Office gained national recognition by being invited to participate on the Technical Expert Panel for a federal project on inclusive planning for community transportation services.

Statewide Coordinating Council on Community Transportation (SCCCT):

The HST Office also began providing staff support to the new Statewide Coordinating Council on Community Transportation, which was formed through an agreement between MassDOT and EOHHS. The role of the SCCCT is to oversee ongoing implementation of the more than 60 recommendations from the Executive Order 530 Commission, formed to review issues of quality and efficiency in paratransit services, human service transportation, and community transportation. The leadership being provided by EOHHS and MassDOT on community transportation issues through the SCCCT will help propel the HST Office's efforts in engaging stakeholders on finding solutions to enhancing mobility for all EOHHS consumers and residents of Massachusetts. We look forward to continuing this vital work in FY14.

FY2013 HST Brokerage: FY13 Snapshot

HST 1: Berkshires

Consumer trips: 171,188
Avg. cost/trip: \$30.67
Broker mgt. avg. cost/trip: \$1.56

HST 2: Franklin County

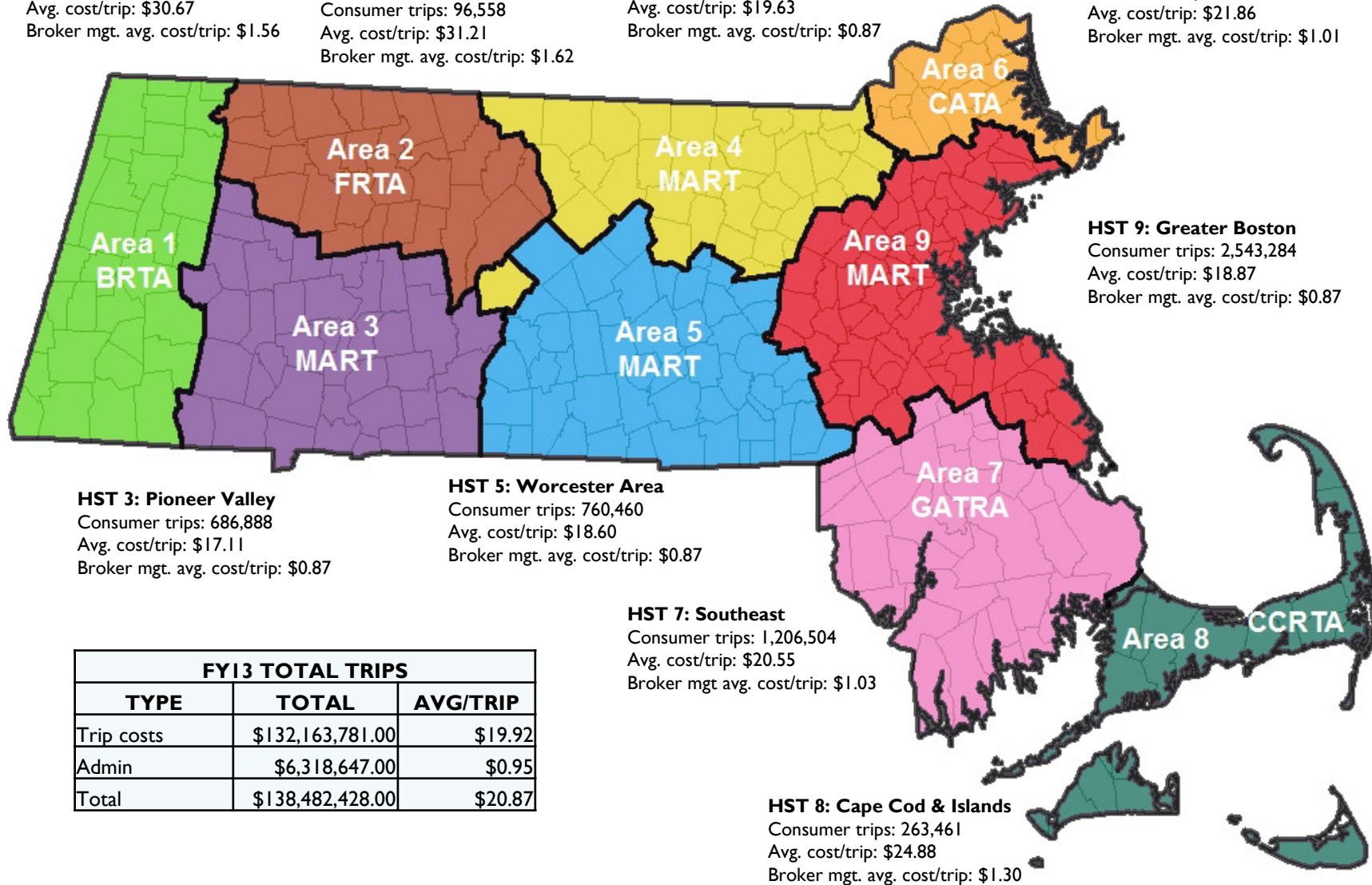
Consumer trips: 96,558
Avg. cost/trip: \$31.21
Broker mgt. avg. cost/trip: \$1.62

HST 4: Fitchburg/Leominster Area

Consumer trips: 501,358
Avg. cost/trip: \$19.63
Broker mgt. avg. cost/trip: \$0.87

HST 6: Northeast

Consumer trips: 404,025
Avg. cost/trip: \$21.86
Broker mgt. avg. cost/trip: \$1.01



HST 3: Pioneer Valley

Consumer trips: 686,888
Avg. cost/trip: \$17.11
Broker mgt. avg. cost/trip: \$0.87

HST 5: Worcester Area

Consumer trips: 760,460
Avg. cost/trip: \$18.60
Broker mgt. avg. cost/trip: \$0.87

HST 7: Southeast

Consumer trips: 1,206,504
Avg. cost/trip: \$20.55
Broker mgt. avg. cost/trip: \$1.03

HST 8: Cape Cod & Islands

Consumer trips: 263,461
Avg. cost/trip: \$24.88
Broker mgt. avg. cost/trip: \$1.30

FY13 TOTAL TRIPS		
TYPE	TOTAL	AVG/TRIP
Trip costs	\$132,163,781.00	\$19.92
Admin	\$6,318,647.00	\$0.95
Total	\$138,482,428.00	\$20.87

FY2013 HST Brokerage: System Data

Brokerage Performance Quality

Brokerage operations and performance data is compiled from monthly operations reports submitted by the six brokers to the HST Office and includes the five agency programs operated under the HST brokerage system.

The HST system consistently achieves a success rate of 99% or better on contract performance standards (i.e., accident-free trips, on-time trips and complaint-free trips). For example, HST contract standards specify no more than three (3) vehicle accidents per 10,000 consumer trips, and in FY13 the performance outcome was less than one (1) accident per 25,000 trips. Additionally, the HST system achieved greater than 99% completed on-time trips and complaint-free trips (based on consumer complaints received and on-site inspections performed).

As part of ensuring service quality, the brokers are required to perform on-site service inspections at consumer destination facilities (clinics, doctor's offices, program sites, etc.). In FY13, the brokers completed 5,893 inspections. This equates to an average of 24 on-site service inspections taking place each weekday across the Commonwealth.

The HST Office strives to continually improve the brokerage system's performance, and receiving input from consumers is a crucial component to this effort. In FY13, the brokers conducted 19,142 consumer surveys (representing 49.6% of the HST system consumer population) and achieved an 92% positive response rate.

Operational Summary	FY12	FY13
Consumer trips	6,289,372	6,633,726
Consumers served	36,134	38,790
Percentage of completed on-time trips	99.8%	99.8%
Percentage of complaint-free trips	99.6%	99.7%
Shared trips	4,213,194	4,466,497
% of total trips	67%	67%
Chair car trips	898,548	940,279
% of total trips	14%	14%
Local transportation vendors	341	349
Vehicles (including chair cars)	2,363	2,319
Drivers	2,472	2,386
Monitors	320	338
Broker on-site service inspections performed	4,395	5,893
Unduplicated Broker consumer surveys received (phone & written)	18,854	19,142
Percentage of surveys with a positive response	88%	92%

Although the HST brokerage system regularly achieves high quality performance, inevitably there are occasions where brokers have removed drivers, monitors and vendors from the system due to performance issues. In FY13:

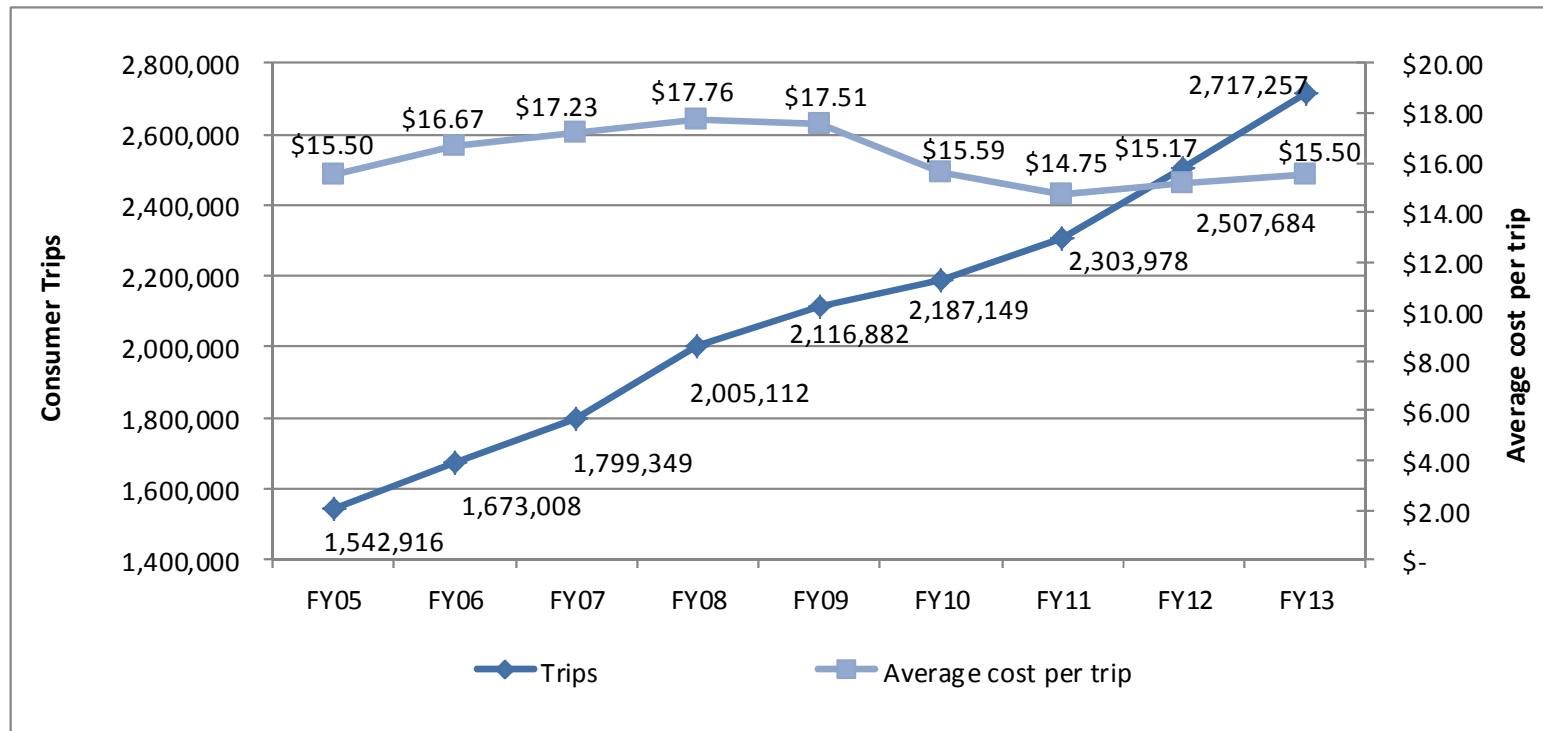
Performance Summary	FY12	FY13
Vendor fines assessed by brokers - fines are reflected in reduced costs to the agencies	\$143,937	\$155,180
Drivers/monitors removed from service	86	53
Vendor contracts terminated	2	3

FY2013 HST Brokerage: Cost Savings Incentive

MassHealth Demand Response PT-I Rates

In FY13, the PT-I demand-response average cost per trip rose slightly (2.2%) from the FY12 rate. Nonetheless, the FY13 average cost per trip of \$15.50 is identical to the FY05 average cost per trip. Between FY12 and FY13, PT-I trip volume increased by 8.4% statewide. The PT-I rates are still extremely competitive and contributing factors for this performance include the introduction of a shared cost savings incentive in FY09 and the fact that these rates are established through a near real-time, competitive, market-based system.

Change in trips from FY05 to FY13	1,174,381
Percentage change in trips from FY05 to FY13	76.1%
Average annual change in trips over 8-year period	9.5%



FY2013 HST Brokerage: Agency Data – FY12 to FY13 Comparison

Below is a comparison of FY12 and FY13 data for the six human service programs of the five EOHHS agencies served through the HST brokerage system's two transportation models. The data presents changes from FY12 to FY13 in consumer trips (including number and percentage of chair-car trips and shared trips), expenditures and average cost per trip.

	MassHealth PT-I Demand Response	MassHealth Day Habilitation Program Based Routes	DDS Program Based Routes	DPH Program Based Routes	MRC Demand Response	MCB Demand Response	TOTAL
FY12 Trips	2,507,684	2,812,890	855,064	113,734	6,911	93	6,296,376
FY13 Trips	2,717,257	2,926,424	864,828	118,409	6,736	72	6,633,726
% change in trips FY12-FY13	8.4%	4.0%	1.1%	4.1%	-2.5%	-22.6%	5.4%
FY13 Chair car trips	158,774	761,085	20,420	0	0	0	940,279
% of total agency trips	5.8%	26.0%	2.4%	0.0%	0%	0%	14.2%
FY13 Shared trips	710,289	2,809,869	852,322	94,017	0	0	4,466,497
% of total agency trips	26.1%	96.0%	98.5%	79.4%	0%	0.0%	67.3%
FY12 Agency Expenditures	\$38,048,781	\$66,072,577	\$14,821,672	\$3,272,356	\$280,790	\$3,347	\$122,499,523
FY13 Agency Expenditures	\$42,116,044	\$71,220,338	\$15,052,493	\$3,450,066	\$322,916	\$1,924	\$132,163,781
% change in expenditures FY12-FY13	10.7%	7.8%	1.6%	5.4%	15.0%	-42.5%	7.9%
FY12 average direct service cost per trip	\$15.17	\$23.49	\$17.33	\$28.77	\$40.63	\$35.99	\$19.46
FY13 average direct service cost per trip	\$15.50	\$24.34	\$17.41	\$29.14	\$47.94	\$26.72	\$19.92
% change in average direct service cost per trip FY12-FY13	2.2%	3.6%	.5%	1.3%	18.0%	-25.7%	2.4%

HST Goals and Objectives for FY14

- ✓ Successfully plan for transitioning the HST Brokerage System from six brokers to a single statewide broker through a procurement process.
- ✓ Establish an EHS transportation work group to expand the Brokerage and support the work of the SCCT.
- ✓ Begin managing the Department of Mental Health's (DMH) clubhouse transportation services, bringing a total of six agencies and seven program models into the HST system
- ✓ Continue to work collaboratively with MassHealth to transition Non-emergency Fee-for-Service Transportation to the HST system along with the PT-I migration from MassHealth's CSC to MMIS in FY15
- ✓ Continue to partner with MassDOT on implementing Executive Order 530 report policy recommendations via the Statewide Coordinating Council on Community Transportation (SCCCT)
- ✓ Collaborate with MassDOT to establish and provide technical assistance to Regional Transportation Coordination Councils across the state that will interact with the SCCCT, MassDOT and EOHHS to support local mobility management and coordination efforts
- ✓ Continue implementation of the federal grant to build and sustain a robust mobility management information network, including:
 - Expand communications tools and outreach materials
 - Enhance outreach efforts, including presentations and workshops at conference throughout the state
 - Support existing transportation coordination teams and develop relationships with key stakeholders in new regions of the Commonwealth to facilitate formation of the Regional Coordination Councils
 - Foster a community of practice among travel instruction program leaders in Massachusetts with quarterly meetings
 - Publish technical briefs on issues, such as accessible taxis and other timely topics
 - Regularly update the HST website (www.mass.gov/hst) with information for state agency staff, local social service and transportation providers, mobility managers and other stakeholders
- ✓ Continue partnerships with the Massachusetts Veterans Transportation Coalition and the DDS Transportation Task Force
- ✓ Engage EOHHS agencies on the mobility management resources available through the HST Office for those consumers who do not have dedicated state funding for brokered transportation services

Appendix - Trends by Agency

DDS – Consumer one-way trips increased by 1.1% in FY13, and there was a corresponding increase in expenditures of 1.6%. The average cost per trip increased by .4% between FY12 and FY13.

Dept. of Developmental Services (DDS)	FY12	FY13	% increase/ (decrease)
Total expenditures	\$14,821,672	\$15,052,493	1.6%
Consumer one-way trips	855,064	864,828	1.1%
Average cost per consumer trip	\$17.33	\$17.41	.4%
Consumers served	2,394	2,359	(1.4%)
Avg. annual cost per consumer served	\$6,191	\$6,381	3.0%

DPH – Despite a 4.1% increase in DPH consumer trips in FY13, average cost per trip only increased 1.2%. There has been a 12.6 % increase in consumers from FY12 to FY13.

Dept. of Public Health (DPH)	FY12	FY13	% increase/ (decrease)
Total expenditures	\$3,272,356	\$3,450,066	5.4%
Consumer one-way trips	113,734	118,409	4.1%
Average cost per consumer trip	\$28.77	\$29.14	1.2%
Consumers served	3,485	3,924	12.6%

Appendix - Trends by Agency

MassHealth DayHab – As in FY11 and FY12, this program saw increases in trips, expenditures and average cost per trip in FY13. Trips increased by 4% and expenditures grew by 7.8%, while average cost per trip increased by only 3.6%. A high percentage (1 in 4) of Day Habilitation trips are chair car trips, which raises the cost per trip significantly more than MassHealth PT-I services.

MassHealth-funded Day Habilitation	FY12	FY13	% increase/ (decrease)
Total expenditures	\$66,072,577	\$71,220,338	7.8%
Consumer one-way trips	2,812,890	2,926,424	4.0%
Chair car trips	729,381	761,085	4.3%
Average cost per consumer trip	\$23.49	\$24.34	3.6%
Consumers served	7,474	7,689	2.9%
Avg. annual cost per consumer served	\$8,840	\$9,263	4.8%

MassHealth PT-I – While this program saw consumer growth in FY13 (8.2%), consumer trips increased by a similar percentage (8.4%). Expenditures increased by 10.7%, and average cost per trip also increased by 2.2%. Nonetheless, the FY13 average cost per trip of \$15.50 is the same as it was in FY05.

MassHealth PT-I	FY12	FY13	% increase/ (decrease)
Total expenditures	\$38,048,781	\$42,116,044	10.7%
Consumer one-way trips	2,507,684	2,717,257	8.4%
Average cost per consumer trip	\$15.17	\$15.50	2.2%
Consumers served	22,781	24,644	8.2%

MassHealth (Combined DayHab and PT-I) - MassHealth constitutes 85.7% of the HST system's total direct service expenditures. Combined expenditures for MassHealth continued to grow in FY13. Despite a 8.9% increase in total expenditures between FY12 and FY13 and a 6.1% increase in trips between the same time period, average cost per consumer trip has only increased by 2.6%.

MassHealth Combined Summary	FY12	FY13	% increase/ (decrease)
Total expenditures	\$104,121,358	\$113,336,382	8.9%
Consumer one-way trips	5,320,574	5,643,681	6.1%
Average cost per consumer trip	\$19.57	\$20.08	2.6%
Consumers served	30,255	32,333	6.9%

Appendix - Trends by Agency

MRC – MRC's total one-way trips decreased slightly, but higher cost program-based (5X weekly) trips caused the per trip cost to increase.

Massachusetts Rehabilitation Commission (MRC)	FY12	FY13	% increase/ (decrease)
Total expenditures	\$280,790	\$322,916	15.0%
Consumer one-way trips	6,911	6,736	(2.5%)
Average cost per consumer trip	\$40.63	\$47.94	18%
Consumers served	122	166	36.1%

MCB – MCB joined the HST brokerage in FY12 and we expect to see MCB participation increase over time.

Massachusetts Commission for the Blind (MCB)	FY12	FY13	% increase/ (decrease)
Total expenditures	\$3,347	\$1,924	(42.5%)
Consumer one-way trips	93	72	(22.6%)
Average cost per consumer trip	\$35.99	\$26.72	(25.7%)
Consumers served	13	8	(38.5%)