



City of Madison

City of Madison
Madison, WI 53703
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Meeting Minutes - Draft METRO PARATRANSIT MEDICAID WAIVER FUNDING & POLICY REVIEW AD HOC COMMITTEE

Monday, February 13, 2017

5:00 PM

210 Martin Luther King, Jr. Blvd.
Room 103A (Clerk's Conference Rm)

1. CALL TO ORDER / ROLL CALL

Staff: Nancy Senn, Crystal Martin, Ann Schroeder

Guests: Doug Hunt

The meeting was called to order at 5:01 PM.

Present: 5 - Tim Gruber; Margaret Bergamini; Ken Golden; Carl D. DuRocher and L. Jesse Kaysen

Absent: 3 - Rebecca Kemble; Mary E. Jacobs and James D. Cobb

2. APPROVAL OF MINUTES

Golden moved approval of the minutes; DuRocher seconded. Motion passed by voice vote/other.

3. PUBLIC APPEARANCES

There were no public appearances.

4. DISCLOSURES AND RECUSALS

There were no disclosures or recusals.

5. [45761](#)

Scenarios under Family Care

Attachments: [ADA Requirements Metro Paratransit Service.pdf](#)
[Scenario Highlights.pdf](#)
[Scenarios Compared under Family Care.pdf](#)

Senn, Golden and Poulson met with the DD Coalition. As they went through all of the things that could become problematic, transportation was number one. There is recognition by the group that their lives could be made much more difficult if transportation services are not provided well. They want to know how the 196,000 rides that Metro provides will be provided under Family Care (FC). The providers group said they could get updates about the work of the MA Waiver Ad Hoc Committee from Mary Jacobs. They were looking for appropriate points at which it would be possible to come back to the state asking for more. They had kind of given up on the notion of being able to

have the state carve out some funds so they can keep doing what they are doing now with Metro. They had previously come to the realization that is not likely. Golden said an additional scenario is that tomorrow would likely be the release date in Dane County for the RFP. There is a lot of information in that RFP. The time period between the issuance of the RFP and the response by the MCOs is the best time to deal with the MCOs and possibly the state. The DD group knew two of the large MCOs that would probably respond to the RFP – Care Wisconsin and Community Link. Metro could go in and talk with cards close to the chest to “negotiate” with the MCOS or go and tell them how the world was structured and how it would fall apart if it were not done properly.

Golden said that he will look up the family care website and encourages others, especially staff, to look at the RFP to find out the best places to intervene verbally with the MCOs and the state. Golden said he wanted this on the next agenda so it can be adopted as a strategy. So the scenario is that a vision emerges out of these discussions.

Organizations and people involved in the DD Coalition include Options in Community Living, Community Living Connections, Creatability, Goodwill, Monica Bear, and Melissa Mullican. This group has been meeting regularly for many years on a variety of topics.

Ald. Gruber asked if there is any scenario in which the result is better than the status quo. Golden said the Metro could be fully reimbursed for the cost of a ride rather than 60%. Bergamini asked if someone finds a link to the RFP that they send it to staff so it can be shared with everyone. Golden said one critical bit of information is understanding the capitation rate and what went into it. Second is the expectation for service. Bergamini asked if there is a bidders conference generally for the state to answer questions. Yes, and they are public meetings. She said Metro should be at that meeting.

Senn said Metro has included the current service in the packets. Scenario 1 is that status quo. Scenario 2 is pay for above and beyond service only. This is standard fare. This doesn't include IRIS. Agency Fare exists in every scenario. Also subscription service/standing rides exist in some fashion in every scenario. They are not only convenient for the riders (making the reservation once for daily rides) but also operationally. Metro wouldn't want to lose that.

Golden said one thing that will change no matter what. Currently the scheme only involves CIP; it doesn't involve COP or the COP Waiver. So Metro currently hasn't been using our reimbursement method with COP, but whatever is decided will cover a much larger population. Rides per person will be less than CIP, but there will be increased riders.

Bergamini asked about incident reporting. Senn said it is reporting to Dane County. It could be abuse or neglect, it could be leave attended or police involved in a ride. It's something Metro doesn't do for any other rides. It's an above and beyond service. Drivers are not mandatory reporters.

Hunt asked if the agency fare would change between scenarios. Could agency fare be less if the premium service isn't being provided? Martin said it could be done either way. Golden said #2 has a sub-scenario. Metro now

merges taxi and accessible rides. As an MCO, he would separate those because a taxi rate is less expensive. Martin said that is what the tiers are under scenario #2. Kaysen said scenario #2 is all about defining what things cost. Senn said this is all open. It still needs to be decided if this is possible for FC, if it meets community values, if it is operationally possible, if it is fiscally possible. At a future meeting when the group has narrowed down what is acceptable, then members can define what the impact, cost, etc is.

Martin said in her mind, each scenario is a tool in a toolbox. As members go through all of them, in each scenario, what can Metro handle? What is the impact, and at what level in each one would Metro be willing to implement. Depending on how things go with the MCOs, Metro has to be in position to use the correct tool.

Senn said the committee has to understand what each might mean before you applying the tests. Then as the MCOs start getting into place, Metro is in a better position to respond and react to that scenario. Bergamini said these scenarios could be revised.

Kaysen said running numbers could help us decide, before knowing anything else that, for example, it wouldn't be fiscally possible to run the program if everyone bought tickets in bulk. Martin said we won't know all the answers prior to having a proposal for TPC during budget season.

Golden said the message from the DD providers about what happened elsewhere is that there is no elsewhere. There is more supported employment in Dane County than anywhere, so there is no good comparison. Also, even though MCOs get a certain amount of money per day per client, everyone has an overall rate. So FC is used to rate setting compared to most other things, so they could theoretically go to the extreme and individualize everyone's rate. On the other hand, administrative simplification is cost effective. So they won't want to get into so many rates for transportation for so many consumers. So when Metro gets into a negotiation with each MCO, the proposal should be something that's simple and makes financial sense and is logical. I expect one to be separation of taxi and accessible service. Senn said we have to be concerned about making sure there is equity of service, and what separation would mean for the overall service. Golden said a wheelchair user would have more money in their rate. Senn said it's important to make sure that an individual using a wheelchair doesn't get less service. If ambulatory riders get same day service, so should riders who use a wheelchair. Martin said if the MCOs can get a better rate going directly to the cab companies, that's fine.

Bergamini said the other scenario is reminiscent of single point of origin rides, if you have a group travelling from a single point of origin. Group home providers can play games with that, for example, schedule all medical appointments going to a certain provider at the same time and charged the ride to the rider who had an independent source of income.

Martin said scenario #1 is that the MCOs come to Metro and say they want to keep things the same. There doesn't have to be a plan for that. They might offer to pay more for increased services such as same day service or a larger service area. If they ask for that, at least for the first six months, the answer is

no. Bergamini disagreed with a blanket no; hear them out, understanding the operational difficulties. Golden said it's good to have an open mind. If the answer is no for six months, they will find another way to do it. Martin said that would be appropriate. Then if they can't find another way, they can check back with Metro. Members encouraged staff to hear out the MCOs if they want increased service right away. Golden said they would have to establish a dispatching system for the rest of Dane County.

Kaysen asked about increased service – same day service, span of service, service boundary. Is there any way to understand which of those would be more difficult? Metro has to be careful not to run afoul of charter service. Bergamini said these aren't charter services. Golden asked how many accessible rides are being provided by other contractors. Only Metro and Badger Bus provide accessible rides. Badger Bus provides about 23% of the total.

Golden said one way MCOs save money is to negotiate with providers. A scenario that could evolve is that an MCO negotiates directly with a provider like a taxi company and Metro is still in the middle dispatching the ride. Martin said that could happen if there is a flat rate because a short ride would cost less than a long ride. DuRocher said in that case the MCO would be billed directly by Badger Bus. But now things are all under contract to Metro. Golden said the MCO negotiates a lower rate and Metro benefits by paying that lower rate. The scenario DuRocher is describing is that the MCO negotiates with all providers and Metro becomes just the dispatcher. Martin said it would be just as well for FC to contract with MTM. MTM has issues, but Bergamini was concerned that FC wouldn't care about that. Golden said it's a problem for providers who have to wait for the ride with a client, so they would care.

Martin said the capacity is there; Metro contractors would like to have more rides. With the new capitated rate and more people needing services, private contractors would probably be happy to pick up more work. Martin did not see capacity issues, just contracting hiccups. Golden said the increase will be people who weren't getting service before (waiting lists).

Senn said Scenario #2 is where some of the "can't really be done" falls. Kaysen has an issue with curb to curb. She wishes the ADA said door to door. Martin said the ADA talks about origin to destination service. The implementation of the ADA talked about curb to curb and door to door. Systems had to file a plan designating which type they were. Origin to destination included people who, because of their disability, needed to get to the door. Metro doesn't police why people ask for door to door. Some people ask for door to door to prevent getting a no show. Someone goes to the door, so there is no danger of being missed. Metro could police that and limit it to people who need it due to their disability. Senn said probably that decision would best be made during disability determination. There are so many customers who use that now, determining that would be a problem. Kaysen said drivers seem to think door to door is the default. Operationally it is a bit of a challenge. Martin said any changes will be difficult because drivers know their customers and what they need.

Golden said the outcome based resource allocation model in FC is that the

person can't be without eyes-on supervision, technically if someone who needs that gets on the bus, that almost needs a report to the state because they are assuming the driver is providing that service, and they aren't. Leave attended – you need not only someone at either end, but also someone in the middle. Metro could potentially ask for that to be a part of the RAD evaluation. It's an important distinction because Metro is not getting paid for it and isn't capable of providing that. Kaysen said that seems like low hanging fruit.

Martin said the idea of scenario #2 is tiering and how many tiers are practical for Metro. Maybe people want door to door service as an insurance policy or there is a need for other service. There is a demand for this. Leave attended is also in demand and worth trying to quantify. Oversize mobility devices aren't something Metro typically quantifies on performance indicators. Those account for less than 1,000 rides per year, but it's worth looking at. Reporting is another thing. Metro does some administrative tasks in the form of making responsible people aware if something happened during the ride that day. That could be added to the base cost because it applies to everyone universally in the program. Senn said one decision is whether there is a premium for each service or a premium package with one price for everything included. During implementation of this, training drivers will be challenging. Kaysen said she sees a personal extra tier – same day service or will call service for a return. Agency tier would be leave attended, reporting and possibly the person on the bus beginning to end. Golden compared it to car or cable TV packages. Bergamini wondered if this is what brings Metro into competition with the private vendors and how much room there is to negotiate deals with providers. Perhaps Metro can offer packages or discounts to a certain MCO or certain types of rides. Martin said Metro has an obligation to recoup costs. So discounting is problematic. Golden said Metro is already not recouping its cost. Metro is subsidizing it to a great degree with the county, but not with others.

Martin said scenario #2 requires a lot of staff training, discipline and developing a costing system, but allows Metro to keep standard public fare, so agencies and individuals can buy service above and beyond in a ticket format. Or like Senn said it can be a flat rate ticket, no a la carte and all services are provided. One thing that won't change is that a PCA gets to ride regardless because that's in the ADA, origin to destination is still going to happen. Changing destination (East Towne vs. ET parking lot) is something Metro does same day now.

Senn said Metro makes little changes on subscription service. Anyone can sign up for that now. Under scenario #2 there is prioritization by trip purpose – work and medical. That is allowed for subscription trips because those are above and beyond ADA. Those rides would still be allowed on a daily basis. Metro is trying to address capacity constraints with limited subscription rides. The percentage could be limited overall if there are capacity issues. Or there could be a waiting list for subscription rides. Martin said if a system is having capacity constraints like phone lines or something, they can limit subscription.

Bergamini asked when contracts are up with Metro contractors. She wondered if they have to or could in new agreements have to guarantee a certain amount of capacity to Metro. Right now there is excess capacity in the system,

so that could tighten up. Golden said Milwaukee County experienced rides decreasing. But there was a lot involved in that.

Senn said Metro is in the second year of a three year contract with two one year options. Bergamini said check when you have to trigger the options. Senn said that won't be until next year. Is there is a provision to renegotiate under mutual agreement? Martin said I think we'd have to go out to bid.

Martin said Metro had the good fortune of having 9 companies bid. So if there is a poorly performing company, there is the option to not renew. There is also the option to go back to a company that performed well on the bid and add them.

Golden said all waiver programs have some sort of reporting requirement. Hunt thinks the separation of taxi vs. accessible will be what MCOs are interested in along with the three premium services. Limiting subscription services is something that could help when scheduling a large number of rides. A rational billing method needs to be negotiated. Martin said Metro would like to require a purchase of fare media at agency rates in advance rather than billing after the service. Golden said he believes that is covered in the RFP. Hunt said he would guess MCOs would want that as well in order to control the number of rides they have to pay for rather than get billed later.

Martin said Scenario #3 gets to Ald. Gruber's point about having a strong stance for negotiating. If Metro doesn't get offered a seat at the table, the bare minimum could be all that is offered, including only cash fares, no tickets, no leave attended, no door to door. Martin said it's not going to be possible to tell drivers who have been doing this, that they drop your mother off and she's out of it, they just leave her. Bergamini said offering a bare bones service is mostly about pushing them to private providers. Golden said if the MCO is not providing supervision to someone who needs it, that is a violation the state needs to deal with. Hunt said most of those folks are being provided service through the county. Kaysen said the MCOs could have those folks now.

Kaysen said raising the fares provides almost no income, it's just a demand management tool. Bergamini said requiring it to be cash is also a demand management tool. Martin said Scenario #3 is not the one Metro wants. But if that situation comes to play, staff needs to know if it is recommended that this be an option presented to the TPC. If there is no feeling of support for Scenario #3, then the committee needs to start fleshing it out more to a level that can be supported. Golden said Metro needs to have it as a negotiating position and distinguish that from a real scenario. Tell the TPC if the MCOs try to bankrupt Metro, these are the tools. FC now has the money, so they should be willing to provide it for the same level of service. If not, the offerings should be so unattractive to them that they come back to the table. Tell the TPC that staff will bring it back to them as well. This will be a decision made by the Council, not the TPC.

Bergamini said this meeting started by talking about holding cards close to the chest. The meeting is ending by talking about negotiating strategy. These meetings are open and the minutes are public. Perhaps we should notice these meetings as closed. Golden said it's fine to let them know the tools we have. Golden suggested staff talks to John Strange.

6. [45762](#) Milwaukee Family Care Experience

Attachments: [Milwaukee Experience.pdf](#)

The report is that Dane County is so different that this is an apple and oranges comparison. Senn said Milwaukee ridership numbers were low. They had implemented Family Care while simultaneously instituting a New Freedom program allowing ADA paratransit eligible users to migrate to fixed route for free. They got tons of folks signing up just to get fixed route rides for free. So the numbers don't really quite equate because there were other things going on. They doubled their travel training efforts. So the drop had to do with the switch to mainline, agency fare, free bus passes, more travel trainers available, etc. They were full steam ahead on all fronts. Nothing was half hearted.

Golden asked if the agency fare was the subsidy plus the fare or just the total amount of the ride and whether this included taxi and accessible rides. Senn said at first it was just a negotiation of what Milwaukee County thought they could get. The cost of the ride was just over \$12. The best they could get for an agency fare was a fraction of that. It was just in 2010 that they were at \$7.55. The agency fare was just \$12 without a lot of things loaded into that because that was all they thought they could get. They were used to working with human service agencies, volunteer drivers, group rides, etc. Martin said the top numbers in the handout show it can go one way or the other. In Milwaukee County the agency fare went up, and the trips went down. But it changed; it didn't stay the same. Golden said what is missing is that aging went on FC very early. Martin said things will change, and Metro has little control over how. The main goal is for the money to follow the rides. Senn said regardless of how things play out, Metro has to be prepared to react. No matter what the scenario, it's going to be messy.

7. Other

Items for the next meeting:

- Check in with the City Attorney's office about having a closed meeting
- Put reports from members on the agenda as a standard item
- Provide the link to the RFP
- Provide a sample agency agreement
- Note to attend any pre-bid meetings
- Provide the end date of paratransit contracts
- Provide a summary of the provisions of the Care Wisconsin agency agreement

8. ADJOURNMENT

DuRocher moved adjournment, Golden seconded. The meeting adjourned at 6:45 PM.