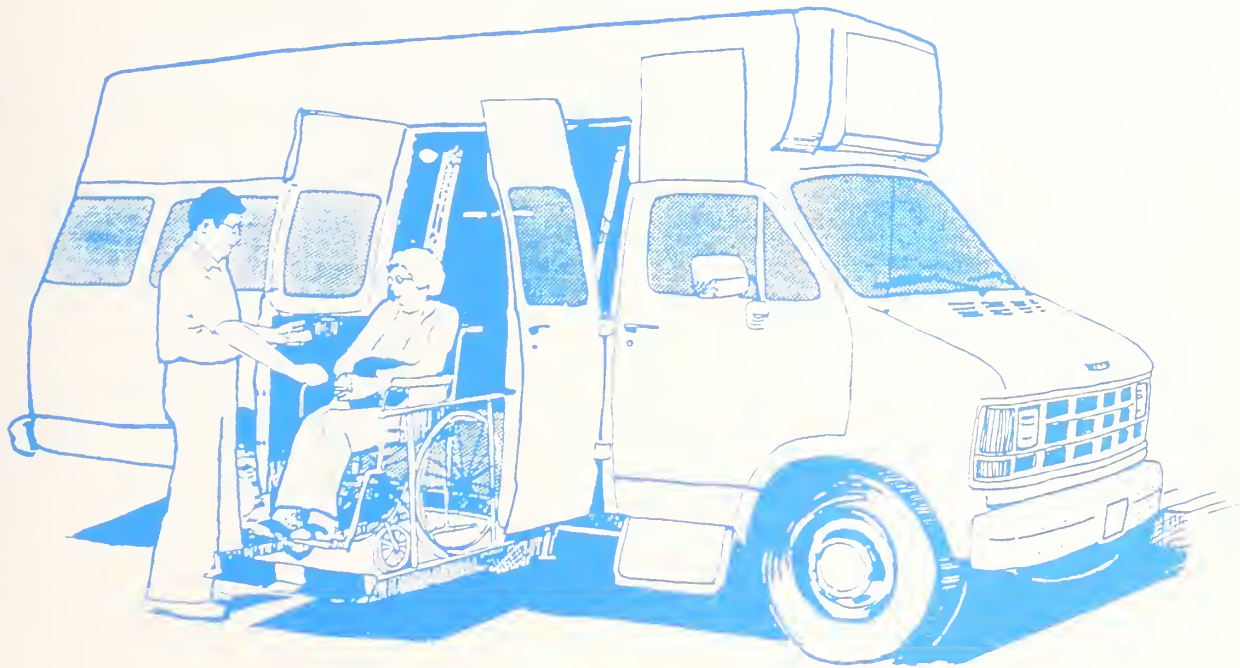




U.S. Department of
Transportation

Coordinating Special Transportation Services in Louisiana

December 1988



UMTA Technical Assistance Program

As originally issued, this report included a number of appendices dealing with design of the demonstrations, and data collection for their evaluation. That material has been omitted from the current printing of the document. For those interested in such issues, the Appendices are listed in the table of contents, and the full document with Appendices is available at cost through the National Technical Information Service in Springfield, Virginia.

Coordinating Special Transportation Services in Louisiana

Final Report
December 1988

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DISCLAIMER

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TABLE OF CONTENTS

	<u>Page</u>
Chapter I: Introduction	
Background.....	I-1
Goals.....	I-2
Project Description.....	I-2
Organization of the Report.....	I-5
<hr/>	
Part I: Inventory of 16(b)(2) Special Transportation Services	
Chapter II: Special Transportation Overview	
Funding Sources.....	II-1
Overview	II-7
Chapter III: 16(b)(2) Special Transportation Services, Orleans Parish	
General Profile of Service Agencies.....	III-1
Transportation Services	III-8
Origin and Destination of Trips	III-13
Operational Analysis.....	III-15
Chapter IV: 16(b)(2) Special Transportation Services, Tangipahoa Parish	
General Profile of Service Agencies.....	IV-1
Transportation Services	IV-4
Origin and Destination of Trips	IV-6
Operational Analysis.....	IV-6
Chapter V: Comparison of 16(b)(2) Special Transportation Services in Orleans and Tangipahoa Parishes	
Operational Analysis.....	V-1
System Deficiencies.....	V-4
Estimation of Demand.....	V-8
<hr/>	
Part II: Coordination of 16(b)(2) Special Transportation Services	
Chapter VI: Identification of Coordination Alternatives	
Literature Search.....	VI-1
Coordination Efforts Used in Section 16(b)(2) Programs	VI-5
Description of Coordination Alternatives.....	VI-8

(Continued)

TABLE OF CONTENTS

(Continued)

	<u>Page</u>
Chapter VII: Evaluation of Coordination Alternatives	
Preliminary Evaluation.....	VII-1
In-Depth Evaluation.....	VII-6
Chapter VIII: Implementation of the Special Transportation Enhancement Demonstration Program	
Development of Coordination Alternatives.....	VIII-1
Operational Procedures.....	VIII-10
Record Keeping Requirements.....	VIII-14
Chapter IX: Results of the Special Transportation Enhancement Demonstration Program	
Analysis of Implemented Coordination Alternatives.....	IX-1
Transportation Operating Cost Analysis.....	IX-11
Chapter X: Recommendations for Enhancing Special Transportation Services in Louisiana	
Centralized Provision of Special Transportation Services.....	X-1
Recommendations Under the Existing Program Structure.....	X-5

APPENDICES

Appendix A:	Questionnaire
Appendix B:	Service Area Maps, Orleans Parish
Appendix C:	Ridership Profile Data Base
Appendix D:	Trip Profile Data Base
Appendix E:	Reporting Procedures and Standardized Reporting Elements
Appendix F:	Data Base for Determining Trips Per Vehicle Mile and Trips Per Vehicle Hour
Appendix G:	Coordination of Special Transportation Services: Annotated Bibliography
Appendix H:	Demonstration Program Evaluation Form
Appendix I:	Recommended On-Line Data Base for a Central Provider System
Appendix J:	Cost Saving Methods for Special Transportation Programs

TABLES

<u>Table</u>	<u>Following Page</u>
3.1	General Profile of Service Agencies That Use UMTA 16(b)(2) Vehicles, Orleans Parish III-1
3.2	A Breakdown of the Estimated Number of Elderly and Handicapped Persons Using 16(b)(2) Special Transportation Services in Orleans Parish..... III-4
3.3	Percentage of Total Elderly and Handicapped 16(b)(2) Transportation Users by Area, Orleans Parish..... (On Page) III-6
3.4	Transportation Services Provided by Agencies That Use UMTA 16(b)(2) Vehicles, Orleans Parish III-8
3.5	Major Origins and Destinations of Trips Provided by 16(b)(2) Operators, Orleans Parish..... III-13
3.6	Ridership Profile for a Sample of Agencies That Use UMTA 16(b)(2) Vehicles, 1986, Orleans Parish..... III-15
3.7	Trip Profile for a Sample of Service Agencies With UMTA 16(b)(2) Vehicles, 1986, Orleans Parish..... III-17
3.8	Average Monthly Transportation Operating Costs for a Sample of Service Agencies That Use UMTA 16(b)(2) Vehicles, 1986, Orleans Parish III-18
3.9	Examples of How Fuel Price and Fuel Efficiency Can Affect Average Monthly Fuel Costs III-19
3.10	Average Monthly Operating Statistics and Performance Measures for a Sample of Service Agencies That Use UMTA 16(b)(2) Vehicles, 1986, Orleans Parish..... III-22
4.1	General Profile of Service Agencies That Use UMTA 16(b)(2) Vehicles, Tangipahoa Parish..... IV-1
4.2	A Breakdown of the Estimated Number of Elderly and Handicapped Persons Using 16(b)(2) Special Transportation Services in Tangipahoa Parish..... IV-2
4.3	Transportation Services Provided by Service Agencies That Use UMTA 16(b)(2) Vehicles, Tangipahoa Parish..... IV-4

(Continued)

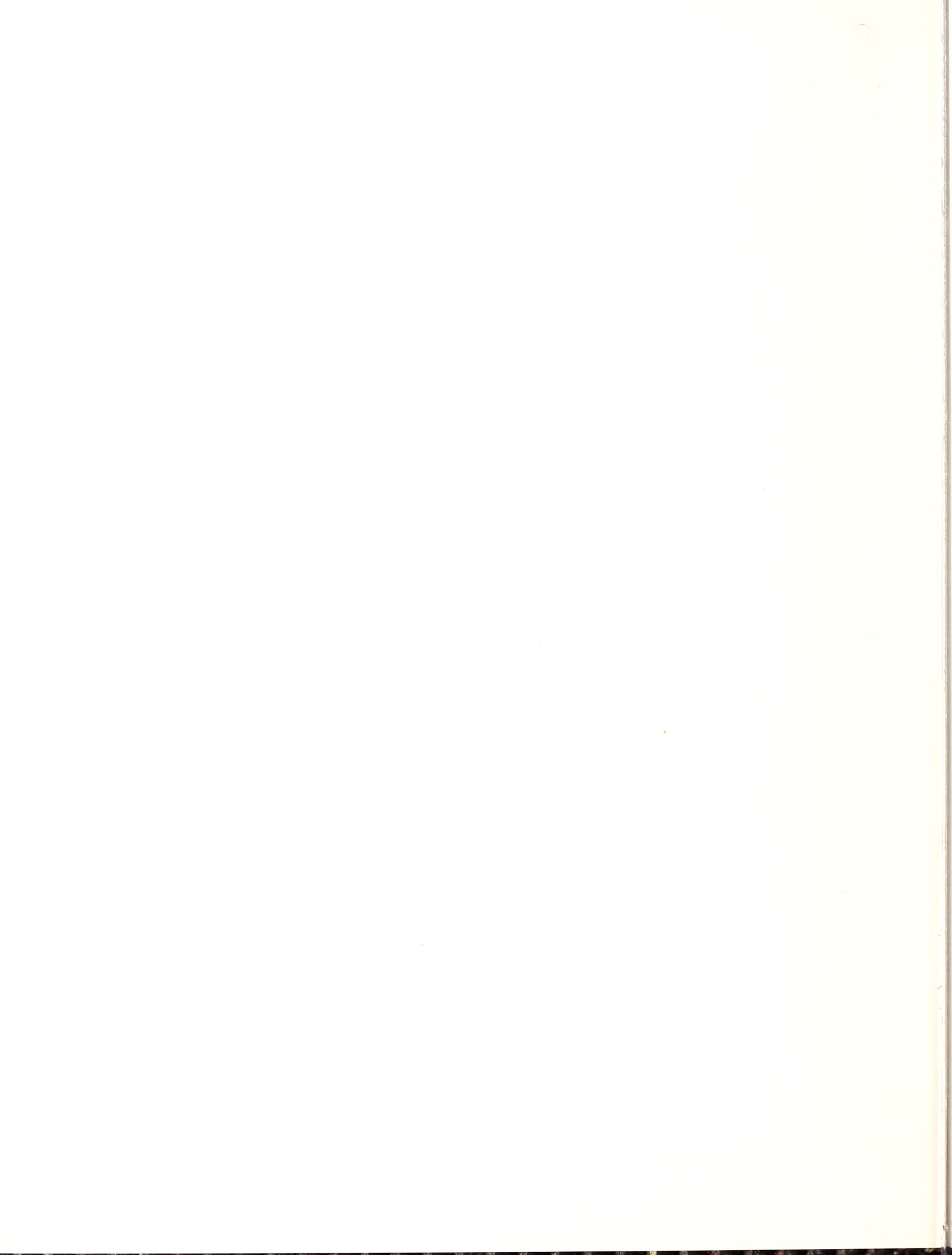
TABLES
(Continued)

<u>Table</u>	<u>Following Page</u>
4.4	Major Origins and Destinations of Trips Provided by 16(b)(2) Operators, Tangipahoa Parish..... (On Page) IV-6
4.5	Ridership Profile for Service Agencies That Use UMTA 16(b)(2) Vehicles, 1986, Tangipahoa Parish.....IV-7
4.6	Trip Profiles for Service Agencies With UMTA 16(b)(2) Vehicles, 1986, Tangipahoa Parish.....IV-7
4.7	Average Monthly Transportation Operating Costs for Service Agencies That Use UMTA 16(b)(2) Vehicles, 1986, Tangipahoa Parish.....IV-7
4.8	Average Monthly Operating Statistics and Performance Measures for Service Agencies That Use UMTA 16(b)(2) Vehicles, 1986, Tangipahoa Parish.....IV-9
5.1	Average Number of Days/Month and Hours/Day UMTA 16(b)(2) Vehicles Are Used and Average Number of Passenger Trips/Day, Orleans and Tangipahoa Parishes, 1986..... V-5
7.1	Preliminary Evaluation of Coordination Alternatives for the Special Transportation Enhancement Demonstration Program..... VII-2
8.1	Coordination Alternatives Selected by the Participating 16(b)(2) Operators in Orleans Parish and Tangipahoa Parish..... VIII-10
9.1	Coordination Alternatives Utilized by Participating 16(b)(2) Operators in Orleans Parish and Tangipahoa Parish During the Demonstration Program.....IX-1
9.2	Preventive Maintenance/Repair Services Performed as Part of the Demonstration Program.....IX-4
9.3	Insurance Savings for 16(b)(2) Operators That Used the LACOA Group Vehicle Insurance Plan During the Demonstration Program.....IX-7

(Continued)

TABLES
(Continued)

<u>Table</u>	<u>Following Page</u>
9.4	Estimated Fuel Savings for 16(b)(2) Operators That Used Fuelman During the Demonstration Program, Orleans Parish.....IX-8
9.5	Average Projected 1988 Fuel Savings for 16(b)(2) Operators Using Fuelman, Orleans ParishIX-9
9.6	Estimated Fuel Savings for 16(b)(2) Operators That Used Fuelman During the Demonstration Program, Tangipahoa Parish.....IX-9
9.7	Average Projected 1988 Fuel Savings for 16(b)(2) Operators Using Fuelman, Tangipahoa ParishIX-10
9.8	Average Monthly Transportation Operating Cost Data and Estimated Savings for 16(b)(2) Operators in Orleans Parish That Participated in the Demonstration Program.....IX-12
9.9	Average Monthly Transportation Operating Cost Data and Estimated Savings for 16(b)(2) Operators in Tangipahoa Parish That Participated in the Demonstration Program..... X-13
9.10	1988 Estimated Cost Savings for 16(b)(2) Operators in Orleans and Tangipahoa Parishes..... (On Page) IX-14



FIGURES

<u>Figure #</u>	<u>Following Page</u>
1.1	Location of Study Areas for the Special Transportation Enhancement Demonstration Program.....I-2
2.1	Service Agency Funding Sources for 16(b)(2) Special Transportation Services..... II-7
3.1	Service Agencies That Provide Transportation Services for the Elderly and Handicapped Using UMTA 16(b)(2) Vehicles, Orleans Parish.....III-1
3.2	Distribution of the Estimated Number of Elderly and Handicapped Persons Using Transportation Services Provided by 16(b)(2) Operators in Orleans ParishIII-4
3.3	Transportation Service by Hour of the Day, Monday-Friday.....III-11
4.1	Location Map and Service Area for the Tangipahoa Association of Retarded Citizens (TARC) and the Tangipahoa Voluntary Council on Aging (TVCOA).....IV-1
4.2	Distribution of the Estimated Number of Elderly and Handicapped Persons Using Transportation Services Provided by 16(b)(2) Operators in Tangipahoa ParishIV-2
8.1	Operational Procedures for the Ad Hoc/ Central Referral Service.....VIII-11
8.2	Central Referral System: Instructions for Handling CallsVIII-11
8.3	Record Keeping Requirements for Service AgenciesVIII-14
8.4	Trip Log for the Central Referral SystemVIII-14



Chapter I

Introduction

Background

Special transportation services have been provided for the elderly and handicapped in Louisiana since the early 1970s. In urban areas the elderly and handicapped often have difficulty using the conventional transit system, and paratransit services have been developed to address the transportation needs of these transit patrons. In rural areas the availability of public transit is very limited; often paratransit service in rural areas is the only form of public transportation. A large portion of the special transportation services provided for the elderly and handicapped in urban and rural areas is provided through social service agencies using UMTA 16(b)(2) vehicles.

Demand for UMTA 16(b)(2) vehicles has increased since the beginning of the program, increasing the capital cost of the program. Poor coordination and service duplication have been prime contributors to the increase in capital outlays, in addition to the general increase in demand for special transportation services. The increases in demand have exceeded available capital funds provided by UMTA. Increased efficiency and effectiveness of existing special transportation services is viewed as the primary method to meet these increases in service demand.

In recent years, the social service agencies operating UMTA 16(b)(2) vehicles have faced increased operating expenses at a time when available operating funds are limited. As a result, the service agencies are finding it more difficult to provide the special transportation services needed by the elderly and handicapped. The special transportation services provided are often inefficient due to poorly coordinated or duplicated services, which exacerbates the problem of insufficient funding for special transportation services, as does the high cost of vehicle insurance and vehicle maintenance.

The Special Transportation Enhancement Demonstration Program was conceived by the Louisiana Department of Transportation and Development to address the funding problems of special transportation services through improved coordination efforts. In 1986 the Louisiana Department of Transportation and Development (DOTD) applied for and received a Section 6 Demonstration Grant from the Urban Mass Transportation Administration (UMTA) to develop a demonstration program that would enhance the transportation of elderly and handicapped persons using UMTA 16(b)(2) vans in an urban area and in a rural area of Louisiana, and that could be used as a planning model for similar programs in other areas of the state. In 1987, the DOTD contracted with Urban Systems, Inc., of New Orleans to develop the demonstration program in a rural area and an urban area of Louisiana. Urban Systems, Inc., worked under the direct supervision of the Regional Planning Commission of Jefferson, Orleans, St. Bernard, and St. Tammany Parishes (RPC).

Goals

There were two primary goals of the Special Transportation Enhancement Demonstration Program. The first goal was to prepare a detailed inventory of 16(b)(2) special transportation services in the urban and rural study areas. No single agency is solely responsible for administering special transportation services in Louisiana. Social service agencies receive capital funds for special transportation services from the DOTD and operating funds from a number of different state agencies. As a result, none of the state agencies involved in special transportation services has a comprehensive understanding of the 16(b)(2) transportation services provided by the social service agencies. The detailed inventory of special transportation services in the rural and urban study areas will provide all state agencies with a thorough understanding of the special transportation services provided by social service agencies using 16(b)(2) vans. This understanding will aid state agencies as they set program policies and goals for their part of special transportation services in Louisiana. Coordination among the various state agencies that administer capital and operating funds for special transportation services will aid the social service agencies as they attempt to coordinate transportation services at the local level.

The second goal of the Special Transportation Enhancement Demonstration Program was to develop and implement a coordinated transportation program for the elderly, handicapped, and disadvantaged transit patrons in a rural and an urban study area. Funding for special transportation services is becoming scarce, and coordination of special transportation services is intended to reduce capital costs and operating expenses of these services. It is hoped that a coordinated transportation program will allow social service agencies to improve the current service levels of special transportation services at a reduced cost to state and federal agencies. In some cases, social service agencies are in danger of losing their special transportation services entirely because of reduced operating funds available from the federal and state government. The demonstration program is intended to identify coordination efforts that will help these agencies to reduce the capital costs and operating expenses of their transportation program in order to preserve necessary transportation services for elderly, handicapped, and disadvantaged persons. The coordination programs developed for these two study areas will be used to develop a planning model that can be used to coordinate special transportation services statewide.

Project Description

The Special Transportation Enhancement Demonstration Program began in March of 1987. Initially, Urban Systems met with representatives from the Louisiana Department of Transportation and Development to identify the rural and urban study areas for the demonstration program. Orleans Parish was selected as the urban study area and Tangipahoa Parish was selected as the rural study area. Figure 1.1 shows the location of the two study areas. Orleans Parish was selected as

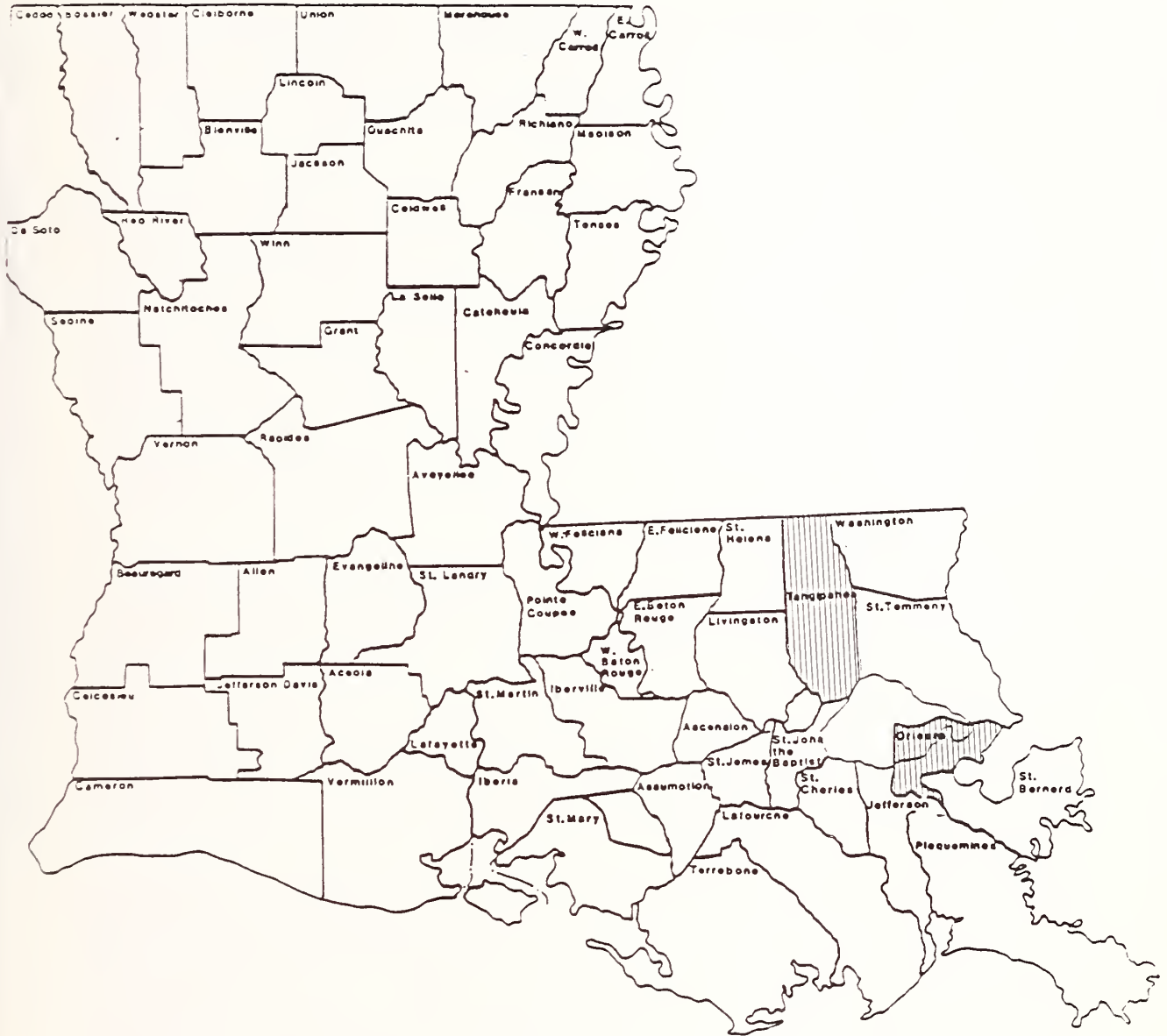


Figure 1.1
 LOCATION OF STUDY AREAS FOR
 THE SPECIAL TRANSPORTATION
 ENHANCEMENT DEMONSTRATION
 PROGRAM



the urban study area because it is the largest metropolitan area in the state and has a large and varied number of 16(b)(2) special transportation services for elderly, handicapped, and disadvantaged persons throughout the Parish. Tangipahoa Parish was selected as the rural study area because it is a distinctly rural parish and has a large number of 16(b)(2) vehicles used by two different social service agencies to transport elderly, handicapped, and disadvantaged individuals.

In the first part of this study, a comprehensive inventory and operational analysis of 16(b)(2) special transportation services was prepared for each study area. To begin this task, Urban Systems met with the DOTD and the RPC to identify the social service agencies that were operating 16(b)(2) vehicles. Once this was accomplished, Urban Systems contacted each social service agency to discuss the demonstration program and its goals. Next, personal interviews were set up with each service agency to obtain valuable information on each agency's transportation policies and operating methods, service area, operating hours, clients, scheduling procedures, trip origins and destinations, and other pertinent data. A questionnaire was completed for each agency, which provided the necessary information to prepare a general profile of each agency and to describe the special transportation services provided by each agency.

Urban Systems performed an operational analysis of the special transportation services provided by each agency in 1986. Monthly 16(b)(2) reporting forms were collected for a 12-month period - January, 1986, through December, 1986 - and average monthly operating data were calculated for each 16(b)(2) vehicle operated by the service agencies.

Once the inventory and operational analysis of special transportation services were completed for both Orleans and Tangipahoa Parishes, a comparison was made of transportation operations in the two study areas, system deficiencies were identified and an estimation of service demand was completed for each parish.

In the second part of this study, coordination alternatives were developed that would meet the service needs of the service agencies and lower the transportation operating costs. In order to identify potential coordination strategies for use in the two study areas, Urban Systems reviewed the available literature on special transportation services to find out what strategies had or had not worked in other coordination programs. Urban Systems also contacted other states to identify innovative coordination efforts being used in various 16(b)(2) programs. From this background study, Urban Systems developed a list of coordination alternatives. The coordination alternatives examined for this study included: a brokerage system, a consolidation system, contract service, ad hoc service, central referral service, user-side subsidy program, timesharing, ridesharing, joint purchasing of preventive maintenance and repairs, joint purchasing of insurance, joint purchasing of fuel, and joint purchasing of tires and other parts. These alternatives were evaluated first to determine whether or not the alternatives were workable, given the regulatory, funding, and time restrictions placed on this demonstration program. From this preliminary evaluation, a list of workable coordination alternatives was developed. These workable alternatives were then evaluated to determine whether or not they met the specific needs of the agencies in Orleans and Tangipahoa Parishes. The in-

depth evaluation of coordination alternatives produced two packages of coordination alternatives - one that was presented to the agencies in Orleans Parish and a second that was presented to the agencies in Tangipahoa Parish.

Prior to presenting the packages of alternatives to the service agencies, Urban Systems met with various service vendors in each parish to identify companies that could provide the necessary services at the most competitive price. Considerable time and effort was devoted to negotiations with service vendors in order to obtain the best possible cost savings for the agencies.

Each service agency was able to select coordination alternatives that would meet their needs. In the many meetings with the service agencies, Urban Systems discovered that the needs of each agency were different and that not all agencies would benefit from the same alternatives. After the packages of alternatives were presented and the agencies had selected alternatives to be used for the demonstration program, Urban Systems met individually and in groups with the agencies to work out the details of each alternative to be implemented, to clarify the operational procedures to be followed, and to set up record keeping requirements to be used by the agencies and service vendors for the duration of the demonstration program.

The demonstration program for Orleans Parish was conducted for a six-month period from November, 1987, through April, 1988. The demonstration program for Tangipahoa Parish was conducted for a three-month period from March, 1988, through May, 1988. The demonstration program for Tangipahoa Parish was shorter because one of the two agencies was undergoing an administrative staff change that delayed initiation of the coordination alternatives.

Urban Systems monitored the demonstration program and resolved problems as they arose. The monthly reports prepared by the agencies and supporting records maintained by the service vendors were reviewed in order to identify the benefits of coordination. Where possible, the benefits were quantified. Based on the results of the demonstration program, Urban Systems prepared recommendations for improving the special transportation services in Orleans and Tangipahoa Parishes, as well as other parishes in Louisiana.

Project Approach

The project approach used by Urban Systems for the Special Transportation Enhancement Demonstration Program was a "hands on" approach. Urban Systems met frequently with the service agency representatives to identify their transportation problems, their needs, and their ideas for practical solutions. Some agencies were very cooperative and provided valuable assistance to Urban Systems in understanding the transportation problems of the service agencies; others were less helpful. Urban Systems was interested in identifying coordination alternatives that would produce immediate cost savings and practical solutions to the needs of individual service agencies while also examining other alternatives that required

more planning, administrative changes, organizational restructuring, schedule changes, and more cooperation among the agencies.

Project Limitations

Readers of this study should be aware that the time available for the development and implementation of the demonstration was quite limited. As a result, the time was not available to implement some promising coordination alternatives, or to evaluate others. In particular, more time was necessary to develop the contract service alternative, since there were so many administrative, organizational, and scheduling changes, as well as contractual agreements to prepare. The project team would also have been able to evaluate the preventive maintenance and repairs programs in more depth with a more relaxed schedule.

In addition, participation in this demonstration program was not mandatory by the State of Louisiana. Some of the service agencies participated only minimally or not at all, and were not highly cooperative. Some agencies were genuinely concerned about the quality of their transportation programs, and were quite cooperative. In this regard, this State's experiences may hold lessons for other areas where coordination is not mandated, or where mandates are only gently enforced. The project team speculated that some type of formal coordination incentive might be necessary to stimulate a more successful program.

It should also be noted that start-up funds to implement alternatives were limited. The demonstration program was conducted when the State of Louisiana was experiencing serious financial difficulties, and all the service agencies were undergoing significant funding cuts. At the same time, the service agencies were required to absorb any additional costs required to implement coordination alternatives, thereby making these alternatives less attractive. Again, this may mirror the situation in other states trying to initiate a coordination program under limited resource conditions.

Organization of the Report

The following final report of the Special Transportation Enhancement Demonstration Program is divided into two parts. Part I is an Inventory of 16(b)(2) Special Transportation Services. Included in Part I are Chapters II to V: Chapter II, Special Transportation Overview; Chapter III, 16(b)(2) Special Transportation Services in Orleans Parish; Chapter IV, 16(b)(2) Special Transportation Services in Tangipahoa Parish; and Chapter V, Comparison of 16(b)(2) Special Transportation Services in Orleans and Tangipahoa Parishes. Part II is the Coordination of 16(b)(2) Special Transportation Services. Included in Part II are Chapters VI to X: Chapter VI, Identification of Coordination Alternatives; Chapter VII, Evaluation of Coordination Alternatives; Chapter VIII, Implementation of the Special Transportation Enhancement Program; Chapter IX, Results of the Special Transportation Enhancement Demonstration Program; and Chapter X, Recommendations for Enhancing Special Transportation Services.



PART I

**Inventory of 16(b)(2)
Special Transportation Services**

Chapter II

Special Transportation Overview

Special transportation services in the State of Louisiana include a variety of paratransit services provided by nonprofit agencies for elderly, handicapped, and disadvantaged individuals. Nonprofit agencies that provide special transportation services for elderly, handicapped, and disadvantaged persons include senior centers, areawide councils on aging, neighborhood centers, handicapped rehabilitation centers, adult day care programs, and church groups. These agencies provide a wide range of social services for their clients, such as educational services, nutritional services, personal services, recreational services, and transportation services. Special transportation services provided for the elderly, handicapped, and disadvantaged are essential in providing all the other services offered by the nonprofit agencies.

Through the UMTA Section 16(b)(2) Capital Assistance Program, these nonprofit agencies are able to obtain the vehicles needed to provide essential transportation services for their clients. Operating funds are available through four programs: UMTA Section 18; Titles XIX and XX, of the Social Security Act; and Title III of the Older Americans Act. Each year the nonprofit agencies apply to the appropriate state offices for capital and operating funds as needed.

Funding Sources

The funding sources available to nonprofit agencies that provide special transportation services are described in greater detail below. The description of each funding program includes the goals of the program, administering federal and state agencies, the type of funding, eligibility requirements for the program and for transportation services, and restrictions on ridership and use of the vehicles.

Section 16(b)(2) Program

Goal

The goal of the Section 16(b)(2) Program is to provide assistance in meeting the transportation needs of elderly and handicapped persons where public transportation services are unavailable, insufficient, or inappropriate. The Section 16(b)(2) Program is designed to supplement other capital assistance programs by funding transportation projects for the elderly and handicapped in all areas: urbanized, small urban, and rural.

Administering Agencies

The Urban Mass Transportation Administration (UMTA) is the federal agency that administers the Section 16(b)(2) Program. The Governor of Louisiana has designated the Department of Transportation and Development (DOTD) as the administering state agency.

Type of Funding

The Section 16(b)(2) Program provides capital assistance to provide transportation services for the elderly and handicapped. Allowable expenditures include: 1) buses, vans, or other paratransit vehicles; 2) radios and communication equipment; 3) vehicle shelters; 4) wheelchair lifts and restraints; 5) vehicle rehabilitation; 6) microcomputer hardware and software; 7) spare parts with a unit cost over \$300 and a useful life of more than one year; 8) initial installation costs; and 9) vehicle procurement, testing, inspection and acceptance costs.

Eligibility Requirements

Any private, nonprofit organization providing transportation services for the elderly or handicapped in urbanized areas, small urban areas, or rural areas may apply for Section 16(b)(2) vehicles. The basic eligibility requirements for program participation and transportation services vary among the human service agencies. Some agencies serve only elderly individuals (usually over 60) or only handicapped individuals, while other serve the general public, which includes a large number of elderly and handicapped. Transportation services are generally available to all agency clients; however, some agencies prioritize services based on need.

Restrictions on Ridership and Use of Vehicles

A Section 16(b)(2) provider must first serve its elderly and/or handicapped clientele. Once the needs of the agency's clientele are served, transportation services may be extended to the elderly and handicapped who are not clients and to the general public. Allowable trips include medical, employment, nutrition, educational, shopping, and recreational.

Section 18 Program

Goal

The goal of the Section 18 Program is to enhance access of people in non-urbanized areas (under 50,000 population) for purposes such as health care, shopping, education, recreation, public services, and employment, by encouraging the

maintenance, development, improvement, and use of passenger transportation systems.

Administering Agencies

The Urban Mass Transportation Administration (UMTA) administers the Section 18 Program. The Louisiana Department of Transportation and Development (DOTD) is the designated state agency to receive and administer the federal funds received for the Section 18 Program.

Type of Funding

Section 18 funding may be used for capital or operating expenditures and is available to state agencies, local public bodies, nonprofit organizations, and operators of public transportation services.

Eligibility Requirements

Any state agency, local public body, nonprofit organization, or operator of public transportation services that provides transportation for the general public in non-urbanized areas may use the transportation services available through Section 18 funding.

Restrictions on Ridership and Use of Vehicles

A Section 18 project may not provide charter or sightseeing services outside its service area. Within the service area, charter and sightseeing services must be incidental and must not interfere with the regular service provided (as shown in the application for Section 18 funding). Section 18 projects may not be used exclusively for school bus operations that would compete with private school bus operators. All other trip purposes are allowable. Vehicles must remain open to the public at all times and be clearly marked for public use.

Title XIX Program

Goal

The goal of the Title XIX Medical Assistance Program is to provide medical care and medically necessary transportation services for Medicaid recipients and other eligible needy individuals.

Administering Agencies

The Department of Health and Human Resources is the designated federal agency for administering the Title XIX Program; the Department of Health and Hospitals (DHH), Office of Family Security (OFS), is the designated state agency in Louisiana for administering the Title XIX Program.

Type of Funding

The Title XIX Program of the Social Security Act provides operating funds in the form of reimbursements to medical providers and to transportation providers. The transportation fee is based on the provider's usual and customary charge, but DHH sets a maximum allowable fee that may be charged for the services.

Eligibility Requirements

In order to qualify for Title XIX medical services, an individual must be either categorically needy or medically needy, as determined by the Office of Family Security (OFS). Eligible individuals may use the Title XIX medically necessary transportation services only when there are no alternate means of transportation, as determined by the OFS, and when the transportation service cannot be provided through Title XX funds.

Restrictions on Ridership and Use of Vehicles

Nonprofit human service agencies that provide transportation service for Title XIX eligible clients may use their vehicles to serve other groups of people or other types of trips, but they will be reimbursed only for medical care or medically necessary transportation services provided to Title XIX eligible clients.

Title XX Social Services Program

Goals

The federal goals of the Title XX transportation service are:

- 1) To achieve or maintain economic self-support to prevent, reduce or eliminate dependency;
- 2) To achieve or maintain self-sufficiency, including reduction or prevention of dependency;

- 3) To prevent or remedy neglect, abuse, or exploitation of children and adults who are unable to protect their own interests; and
- 4) To prevent or reduce inappropriate institutional care by providing for community-based care, home-based care, or other forms of less intensive care.

The state objective is to provide transportation for eligible individuals to increase access to needed health and social service resources.

Administering Agencies

Title XX of the Social Security Act is administered by the U.S. Department of Health and Human Resources. The State of Louisiana administers the Title XX Block Grant Social Services Program through the Department of Health and Hospitals (DHH), Office of Human Development (OHD).

Type of Funding

The Title XX Block Grant Social Services Program provides operating funds for the following services (in order of priority): 1) protective services for children and adults, 2) substitute care (foster care, adoption), 3) client placement, 4) day care for children, 5) transportation, 6) homemaker, 7) respite care, 8) information and referral, 9) counseling, and 10) training/treatment.

Title XX funding is used to provide related services for persons, dependent, neglected, abused, disabled, blind, or elderly, with the exception of those services assigned to the Office of Elderly Affairs in the Governor's Office (see Title III).

Eligibility Requirements

To be eligible for any of the social services provided through Title XX, including transportation services, an individual must meet the following requirements:

- a) Aid to Families with Dependent Children (AFDC)
- b) Recipients of Supplemental Security Income (SSI)
- c) Low Income (IE)
- d) WRI - Individuals who are in need of protection, family services or respite care; legally blind children or adults who need counseling.

- e) Group I - Title XIX Medicaid recipients
- f) Group II - Residents of HANO (Housing Authority of New Orleans) and related sites.

Restrictions on Ridership and Use of Vehicles

The Title XX transportation service is used to transport eligible individuals to and from health and social resources and to conduct necessary household business. Allowable trips include medical trips, nonemergency trips for food stamps, public assistance, social security payments, etc.; trips to access Title XX services such as adult day care, nutrition centers, senior centers, sheltered workshops, etc.; and trips to the bank or post office, to pay rent or utilities, to buy food, clothing or prescription drugs.

Title III Program

Goal

The goal of the Title III Program of the Older Americans Act is to provide a variety of community services, such as meals programs, transportation, home health care, homemaking assistance, adult day care, home repair, and legal assistance which will allow senior citizens to live in their own homes and communities and to avoid costly, unnecessary institutionalization.

Administering Agencies

The Administration on Aging (AOA), Department of Health and Human Resources, is the designated federal agency for administering the Older Americans Act. In Louisiana, the Office of Elderly Affairs in the Governor's Office has been designated as the agency to receive Title III funds and to administer the Title III Program.

Type of Funding

The Title III Program provides capital and operating funds to develop a comprehensive and coordinated system of social and health-related services for older persons. Allowable capital expenditures include senior centers, and allowable operating expenditures fall into four main categories of service: 1) access services, such as transportation, outreach, information and referral; 2) community services, such as congregate meals, continuing education, and legal services; 3) in-home services, such as home-delivered meals, home health, and chore maintenance; and 4) services to residents of care providing facilities, such as placement and relocation.

Eligibility Requirements

An individual must be 60 years old and live in the designated service area for which the Title III funds are available. When an individual meets these basic program requirements, he is eligible for all program services provided, including transportation services.

Restrictions on Ridership and Use of Vehicles

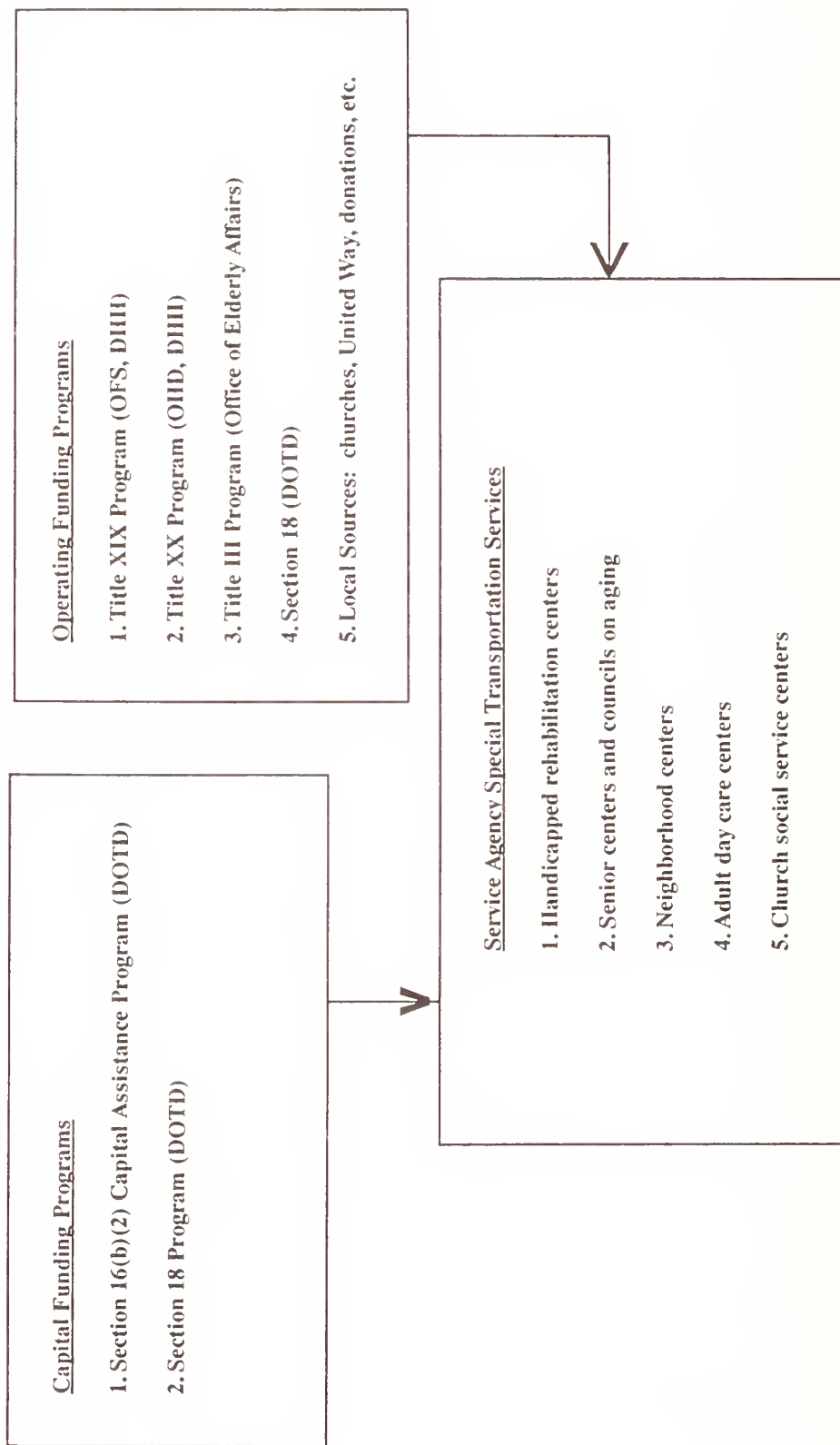
None.

Overview

A nonprofit agency typically obtains capital funds through the 16(b)(2) program, and operating funds through several other programs. Figure 2.1 summarizes the various operating and capital funding programs that may be used by a nonprofit agency that provides special transportation services. As shown in this chapter, there are several state agencies that provide various kinds of funding for special transportation services. These are: Department of Transportation and Development (DOTD); the Office of Family Services (OFS), Department of Health and Hospitals (DHH); the Office of Human Development (OHD); Department of Health and Hospitals (DHH); and the Office of Elderly Affairs, Governor's Office.

Figure 2.1

Service Agency Funding Sources for 16(b)(2) Special Transportation Services



Chapter III

16(b)(2) Special Transportation Services, Orleans Parish

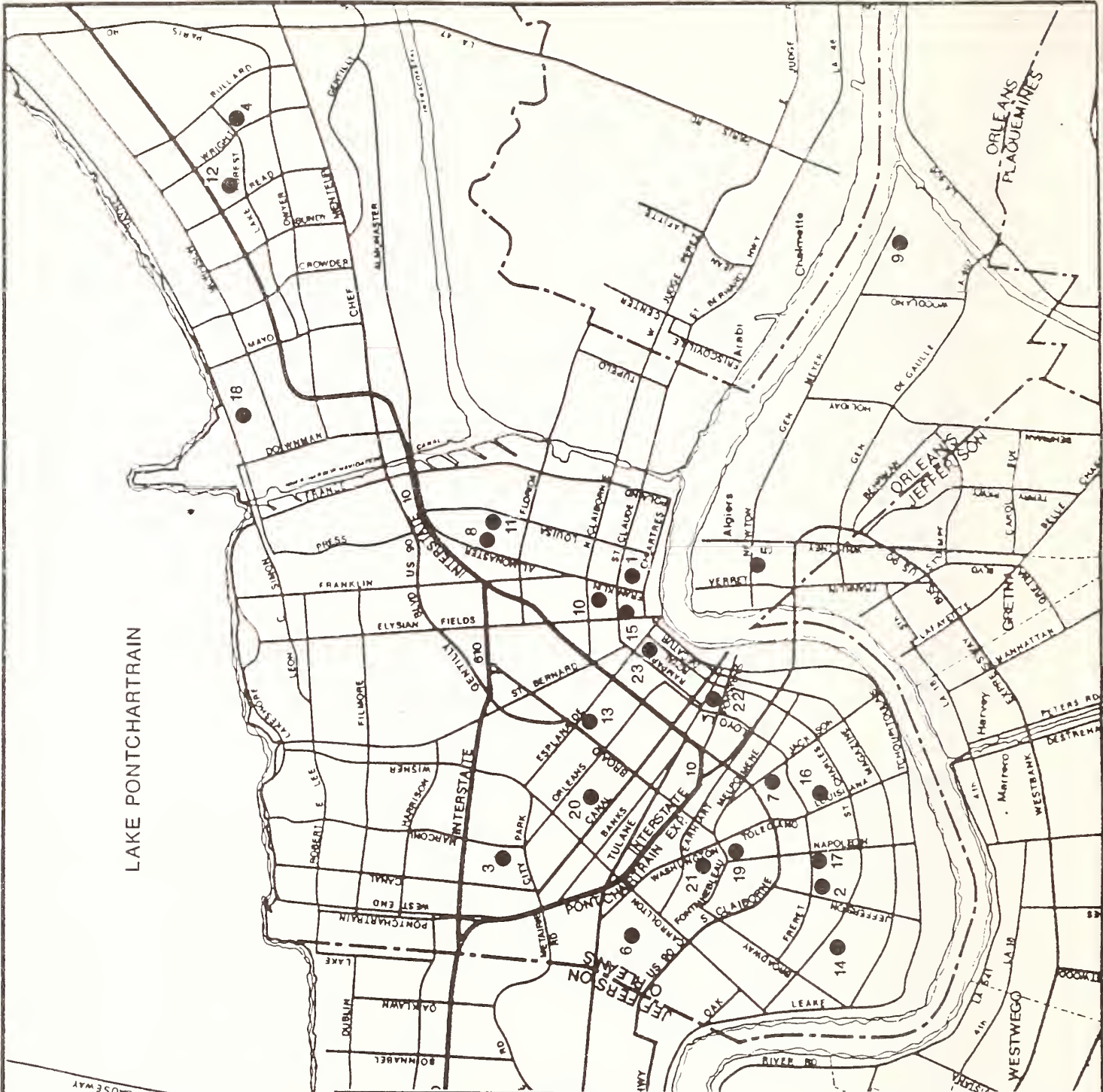
The following discussion of 16(b)(2) special transportation services in Orleans Parish is divided into four principal parts: a general profile of service agencies, a description of transportation services, a discussion of trip origins and destinations, and an operational analysis of transportation services in 1986.

The sources of information for this discussion included personal interviews, questionnaires, and monthly reporting forms. Representatives from each agency were interviewed in person and asked to complete a questionnaire that provided valuable information on each agency's transportation policies and operating methods, service area, operating hours, client population, transportation users, scheduling procedures, major origins and destinations, fares, coordination efforts and other pertinent data. The questionnaire used for this study is shown in Appendix A. For the operational analysis, monthly reporting forms submitted to DOTD were examined and average monthly data were calculated over a twelve-month period from January of 1986 through December of 1986. The operational analysis was conducted for eleven agencies that were carefully selected to provide a representative sample of all the agencies operating UMTA 16(b)(2) vehicles in Orleans Parish.

General Profile of Service Agencies

Twenty-three human service agencies operated UMTA 16(b)(2) vehicles in Orleans Parish at the time of this study. Figure 3.1 shows the location of the 23 service agencies; Table 3.1 provides a general profile of each agency. There are four handicapped centers, ten senior centers, three neighborhood centers, a nursing home, a church outreach program, an adult day care program, an areawide transportation service for the elderly and handicapped, an emergency service, a hospital, and a neighborhood health center. Maison Hospitaliere and the Criminal Sheriff's Office chose not to participate in this study and will not be discussed further.

The primary purpose of these service agencies is not to provide transportation per se, but to provide education, employment, meals (nutritional services), recreation, medical care, and assistance with personal needs such as grocery shopping, paying bills, etc. The handicapped centers provide education, as well as assistance with employment, medical, or personal needs. The senior centers and neighborhood centers provide social and nutritional services, as well as assistance with medical care and personal needs if budgets permit. The Lutheran Home provides complete nursing home care; the New Day Christian Baptist Church provides assistance with personal services and medical care; and the Dwelling Place provides educational, nutritional, social, and medical care. Total Community Action, Inc., is the only agency with one division whose primary purpose is to provide transportation for the



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Figure 3.1
SERVICE AGENCIES THAT
PROVIDE TRANSPORTATION
SERVICES FOR THE ELDERLY
AND HANDICAPPED USING
UMTA 16(b)(2) VEHICLES
ORLEANS PARISH

- KEY**
1. Deaf Resource & Communication Center
 2. Holman Vocational Center
 3. Independent Living Center
 4. Louise S. Davis School
 5. Arthur Monday Senior Center
 6. Carrollton-Hollygrove Multipurpose Senior Center
 7. Citizen Center
 8. Central City Economic Opportunity Senior Center
 9. Gordon Plaza and Caritas Senior Center
 10. Lower Algiers Senior Center
 11. St. Philip Social Service Center
 12. Senior Services, Volunteers of America
 13. Tremé Cultural Enrichment Program
 14. Uptown Shepherd's Center
 15. Baptist Friendship House
 16. Holy Ghost Center
 17. Our Lady of Lourdes Center
 18. Lutheran Home
 19. New Day Christian Baptist Church
 20. The Dwelling Place/Mercy Hospital
 21. Total Community Action, Inc.
 22. Criminal Sheriff's Office
 23. Maison Hospitaliere

Table 3.1
GENERAL PROFILE OF SERVICE AGENCIES THAT USE UMTA 16(B)(2) VEHICLES
ORLEANS PARISH

Agency	Service Area	Client Population	Eligibility Requirements for Transportation Services	Operating Hours	Number of Vehicles		Fare	Operating funds
					16(B)(2)	Other		
HANDICAPPED CENTERS:								
1. Deaf Resource & Communication Center 721 St. Ferdinand Street New Orleans, LA 70117-7395	Greater New Orleans Area	20,512 deaf persons in GNO	Deaf/hearing impaired who need interpreter, counseling or adult education services.	Monday-Friday 8:00 A.M.-4:30 P.M.	1	0	None	United Way, donations, fees
2. Holman Vocational Center 4528 Freret Street New Orleans, LA 70115	Greater New Orleans Area	65 enrolled in program	Learning disabled, physically/emotionally handicapped, or economically disadvantaged persons who are approved for program by OHD, Div. of Vocational Rehabilitation and are unable to use public transportation.	Monday-Friday 8:00 A.M.-4:00 P.M.	2	0	None if person meets low income criterion; otherwise, \$44/month.	Title XI - OHD, Div. of Vocational Rehabilitation
3. Independent Living Center/Seymour Weiss Rehabilitation Center Delgado Community College 615 City Park Avenue New Orleans, LA 70124	Greater New Orleans Area	15 residents	Must be a resident of Seymour Weiss Rehabilitation Center (orthopedic or quadruplegic university students).	Monday-Friday 7:00 A.M.-5:00 P.M. Occasional weekends	1	0	None	Title XI - OHD, Div. of Vocational Rehabilitation
4. Louise S. Davis School 11110 Lake Forest Boulevard New Orleans, LA 70128	Greater New Orleans Area	48 residents 28 students enrolled in day program	Mentally retarded students enrolled in the day program who fit into route and time schedule of residents of the school.	Day program: Monday-Friday 8:00 A.M.-3:00 P.M.	1	3 vans	None	Title XI, Office of Mental Retardation, and private donations.
SENIOR CENTERS:								
5. Arthur Mondav Senior Center New Orleans Council on Aging 1111 Newton Street New Orleans, LA 70114	Algiers (See Figure 2)	80 enrolled at the center	60 years of age or older.	Monday-Friday 8:00 A.M.-4:00 P.M.	1	2 vans	None	Office of Elderly Affairs
6. Carrollton-Hollygrove Multipurpose Senior Citizen Center 3300 Hamilton Street New Orleans, LA 70118	7th Ward of Jefferson Parish; Carrollton-Hollygrove area (See Figure 3)	197 enrolled at center	60 years of age or older, low income or handicapped if younger than 60 years	Monday-Friday 8:00 A.M.-4:00 P.M.	2 (B)	1 van	None	Title XI, Title XX, Office of Elderly Affairs
7. Central City Economic Opportunity Senior Citizen Center 2020 Jackson Avenue New Orleans, LA 70113	Central City area of New Orleans	250 enrolled at center	60 years of age or older	Monday-Friday 8:30 A.M.-5:00 P.M.	2	0	None	Office of Elderly Affairs
8. Gordon Plaza & Caritas Senior Center 3251 St. Ferdinand & 3316 Feliciana St. New Orleans, LA 70126	Desire/Florida (See Figure 5)	450 - most are residents of Gordon Plaza	55 years of age or older, or handicapped	Monday-Friday 8:30 A.M.-5:00 P.M.	2	0	None	Office of Elderly Affairs

(Continued)

Table 3.1
GENERAL PROFILE OF SERVICE AGENCIES THAT USE UMTA 16(B)(2) VEHICLES
ORLEANS PARISH

(Continued)

Agency	Service Area	Client Population	Eligibility Requirements for Transportation Services	Operating Hours	Number of Vehicles		Fare	Operating Funds
					16(B)(2)	Other		
9. Lower Algiers Senior Center 6400 General Meyer Avenue New Orleans, LA 70114	Algiers. Select neighborhoods include: Cutoff, McLandville, Texas Drive, River Park, Gen. DeGaulle Apts. (See Figure 6)	329 enrolled in center	60 years and older, economically needy, or handicapped	Monday-Friday 8:00 A.M.-3:00 P.M.	2	0	None	Office of Elderly Affairs, Title III
10. Realty House/Realization, Inc. 1210 Franklin Avenue New Orleans, LA 70117	7th and 8th wards of New Orleans (See Figure 7)	110 served monthly	60 years and older in need of respite care and independent handicapped	Monday-Friday 8:30 A.M.-3:00 P.M.	2	1 van	None	Office of Elderly Affairs
11. St. Philip Social Service Center 3301 Metropolitan/3407 Desire New Orleans, LA 70126	Desire/Florida; 70126 zip code (See Figure 8)	42 enrolled in center	55 years of age and older	Monday-Friday 9:00 A.M.-5:00 P.M.	1	1 Station Wagon	None	Social Apostolate, fund raising, donations
12. Senior Services, Volunteers of America Forest Lower East Apartments 10101 Lake Forest Boulevard New Orleans, LA 70127	New Orleans East (See Figure 9)	400 - mostly residents of Forest Lower East Apts.	60 years of age and older	Monday-Friday 8:00 A.M.-5:00 P.M.	1	1 van	None	United Way, Title III, Elderly Affairs, fund raising, donations
13. Irene Cultural Enrichment Program, Harmony House 2117 Ursulines Avenue New Orleans, LA 70116	Louisiana Rep. District 96 (See Figure 10)	225 enrolled in center	60 years of age and older, economically needy and in need of socialization services (respite care)	Monday-Friday 8:30 A.M.-4:30 P.M.	1	1 bus	None	Title XX: Governor's Executive Budget; New Orleans Public Works Department
14. Uptown Shepherd's Center 6200 St. Charles Avenue New Orleans, LA 70118	Uptown area (See Figure 11)	260 enrolled in center	60 years of age and older	Monday-Friday 9:00 A.M.-3:00 P.M.	1	0	\$0.50 donation per trip requested	Office of Elderly Affairs and Uptown Area Senior Adult Minister
NEIGHBORHOOD CENTERS:								
15. Baptist Friendship House 813 Elysian Fields New Orleans, LA 70117	Downtown area (See Figure 12)	500 enrolled in center	Member of BFH activities and programs	Monday-Friday 9:00 A.M.-4:00 P.M.	1	0	\$0.50-0.75 donation for grocery shopping; \$0.50-2.00/person for field trips	Baptist Association of Greater New Orleans
16. Holy Ghost Center 3319 Dames Street New Orleans, LA 70115	Part of the Central City Area (See Figure 13)	200 enrolled in center	Member of Holy Ghost Center	Monday-Friday 8:30 A.M.-5:00 P.M. Some weekends	1	0	None	Social Apostolate, donations
17. Our Lady of Lourdes Center 2437 Jena New Orleans, LA 70115	Part of the Uptown Area (See Figure 14)	45 enrolled in center	Anyone who wants to participate in center activities, plus any elderly or shut-in in service area	Monday-Friday 8:00 A.M.-4:00 P.M.	1	0	None	Social Apostolate

(Continued)

Table 3.1
GENERAL PROFILE OF SERVICE AGENCIES THAT USE UMTA 16(B)(2) VEHICLES
ORLEANS PARISH
 (Continued)

Agency	Service Area	Client Population	Eligibility Requirements for Transportation Services	Operating Hours	Number of Vehicles		Fare	Operating Funds
					16(B)(2)	Other		
OTHER CENTERS:								
18. Lutheran Home 6400 Hayne Boulevard New Orleans, LA 70126	Greater New Orleans Area	208 residents	Elderly or handicapped in need of intermediate nursing home care	Monday-Friday 8:30 A.M.-5:00 P.M.	1	1	None	Title XIX, Private payments, Lutheran Church of New Orleans Donations
19. New Day Christian Baptist Church 3720 South Broad New Orleans, LA 70125	New Orleans East (See Figure 15)	30 served weekly (mostly Forest Lower East residents)	Over 60 years of age	3 days/week (days vary) 9:00 A.M.-2:00 P.M.	1	0	No	
20. The Dwelling Place/Mercy Hospital 3524 Bienville Street New Orleans, LA 70119	New Orleans and Metairie	42 enrolled in adult day care program	Over 18, in need of adult day care, referred by physicians and in need of transportation	Monday-Friday 7:00 A.M.-5:00 P.M.	1	0	\$1.00/one way; \$2.00/roundtrip	Title XIX and Mercy Hospital
21. Total Community Action, Inc. 1420 S. Jefferson Davis Pkwy. New Orleans, LA 70125	Orleans Parish	25,500 elderly or handicapped in Orleans Parish	60 years and older or handicapped	Monday-Friday 8:30 A.M.- 4:30 P.M.	4	0	\$0.30/roundtrip to meal centers; \$0.50/roundtrip to medical clinics	Community Service Block Grant
22. Criminal Sheriff's Office chose not to participate in the demonstration project and profile information was not available.								
23. Maison Hospitaliere chose not to participate in this demonstration project and profile information was not available.								
NOTE: (a) The Carrollton-Hollygrove Center operated five UMTA 16(b)(2) vans during the first half of 1986. The use of three vans was discontinued in September of 1986.								
SOURCE: Urban Systems, Inc. Based on interviews with agency personnel, June, 1986.								

elderly and handicapped for whatever services they need: personal, medical, nutritional, recreational or educational.

Service Areas

There are five service agencies that are open to individuals throughout the Greater New Orleans Area provided these individuals meet the age, disability, or other agency qualifications for services. All four of the handicapped centers accept qualifying clients throughout the metropolitan area, as does the Lutheran Home. Total Community Action, Inc., serves qualifying individuals throughout Orleans Parish.

All of the senior centers, neighborhood centers, the New Day Christian Baptist Church, and the Dwelling Place have specified service areas. Two senior centers, Arthur Monday Senior Center and Lower Algiers Senior Center, serve Algiers. The Carrollton-Hollygrove Multipurpose Senior Citizen Center serves the Seventh Ward of Jefferson Parish and the Carrollton-Hollygrove area of Orleans Parish. The Central City Economic Opportunity Senior Citizen Center (CCEOC) serves the central city area of New Orleans. Gordon Plaza (a senior residential facility) and the Caritas Senior Center (satellite facility) serve the residents of the Desire/Florida neighborhood. The Reality House serves the Seventh and Eight Wards of New Orleans. St. Philip Social Service Center also serves the Desire/Florida neighborhood, as well as part of zip code area 70126. Senior Services of Volunteers of America and the New Day Christian Baptist Church serve the New Orleans East area; however, most clients are residents of Forest Tower East Apartments, a senior residential facility. Treme Cultural Enrichment Program serves the Louisiana Representative District 96. Uptown Shepherd's Center serves the uptown area of New Orleans, which overlaps with the Carrollton-Hollygrove and CCEOC service areas. The Baptist Friendship House is the only agency that serves the French Quarter and surrounding neighborhoods. The Holy Ghost Center and Our Lady of Lourdes Center, two neighborhood centers like the Baptist Friendship House, have small service areas in the central city area and the uptown area, respectively. The Dwelling Place serves qualified clients throughout the Metairie/New Orleans area. Service area maps for these agencies are shown in Appendix B.

Agencies with large service areas, such as the handicapped centers, the Lutheran Home, or The Dwelling Place (an adult day care program), have very restrictive eligibility requirements and serve a more select clientele, or they serve individuals not affiliated with other service agencies. The senior centers have smaller service areas, less restrictive membership requirements, and more eligible individuals per square mile. The neighborhood centers have the smallest service area, the fewest restrictions on eligibility requirements, and the most eligible individuals per square mile.

There is very little overlap of service areas among agencies that provide the same type of services. When there is, the area is large enough to warrant the services of more than one agency. However, better coordination of services among agencies

that serve the same type of clientele in the same geographic areas would improve the level and quality of services provided.

Client Population/Transportation Users

The size of an agency's client population varies greatly, depending on the type of services provided and the availability of funding. Some agencies attempt to serve all the needs of their clients and therefore must serve a smaller number of people. Other agencies provide only a limited number of services for more people. In other cases, agencies may be able to offer only a few services to a small population due to funding constraints. Most agencies provide transportation to all clients as time and space permit. The client population and transportation users for the UMTA 16(b)(2) agencies will be discussed according to the major groupings shown in Table 3.1: handicapped centers, senior centers, neighborhood centers, and other centers.

Each of the four agencies that serve the handicapped exclusively has a very select clientele. The Deaf Resource and Communication Center provides assistance to deaf/hearing impaired individuals who need an interpreter, counseling, or adult education services. The Holman Vocational Center provides vocational training for the learning disabled, mildly retarded, physically or emotionally handicapped, or economically disadvantaged. The Independent Living Center provides assistance to the residents of the Seymour Weiss Rehabilitation Center, who are quadraplegic or paraplegic university students. The Louise S. Davis School provides a residential facility and a day education/training program for the mentally retarded. All of these agencies serving the handicapped have a very small client population, ranging from 15 to 85. Although the Deaf Resource and Communication Center will serve all deaf/hearing impaired individuals in the Greater New Orleans area, only an estimated 85 clients utilize the transportation service each month, many of whom are repeat users. All of the clients are eligible to use the transportation service, provided there is a need. The Holman Vocational Center provides transportation only for those students who cannot ride the city bus or where public transportation is not available. The Louise S. Davis School provides regular transportation only for its day program students who can fit into the regular route and time schedule.

The ten senior centers provide assistance to those individuals who meet the minimum age requirement (55 or 60 years of age) and live in the appropriate service area. Some centers extend services to the handicapped and low income persons as well. The client population varies considerably among the centers, depending on available funding, staff, and the size of the facility. St. Philip Social Services Center, the smallest center, serves only 42, while Gordon Plaza/Caritas Senior Center, the largest facility, serves 450. All senior center clients qualify to use the transportation service; however, some of the agencies have only a small portion of clients who utilize the available transportation. Examples of agencies where less than one-half of the client population uses the available transportation include: Central City Economic Opportunity Corporation, Lower Algiers Senior Center, Senior Services, and the Uptown Shepherd's Center.

The neighborhood centers have programs for the elderly, as well as for other age groups. The minimum age for the elderly programs ranges from 45 to 60 years old. As with the senior centers, the client population of the neighborhood centers varies according to available funding, staff, and the size of the facility. Our Lady of Lourdes Center operates out of one classroom and has 45 enrolled in its program, while the Holy Ghost Community Center and the Baptist Friendship House, with 200 and 500 members, respectively, have larger facilities. All members of the centers are eligible to use the transportation, but generally the elderly are given first priority.

The client population for the other agencies is as follows: 208 elderly and handicapped individuals in need of intermediate nursing home care (Lutheran Home), 30 elderly residents of Forest Tower East Apartments who need transportation for medical care and personal needs (New Day Christian Baptist Church), 42 persons over 18 years of age in need of adult day care assistance and referred by physicians (Dwelling Place), and 25,500 elderly or handicapped persons in Orleans Parish (Total Community Action, Inc.). Again, all clients are eligible to use the transportation. All clients of the Lutheran Home and the New Day Christian Baptist Church use the transportation, but less than one-half (15) of the persons enrolled at the Dwelling Place use the transportation. Total Community Action, Inc., estimates that 275 elderly and handicapped persons use the transportation service each month, some of whom are repeat users.

Based on information provided by the agencies, the total client population of 21 agencies with UMTA 16(b)(2) vehicles in New Orleans is an estimated 49,488. Each month an estimated 3.7 percent of that total use the available transportation services. Over a year, an estimated five percent use the available transportation services.

Distribution of Transportation Users

Table 3.2 gives a breakdown of the *estimated* number of elderly and handicapped persons using transportation services provided by 16(b)(2) operators in Orleans Parish. The breakdown shows the number of elderly and handicapped transportation users by service agency and by area. Figure 3.2 shows the boundaries of each area. Estimates of transportation users were provided by each agency; however, some estimates were of only regular transportation users. Others were of regular and occasional transportation users, and some agencies estimated person trips rather than unduplicated individuals. Since most agencies do not record the number of unduplicated individuals, adjustments to the estimates provided by the agencies were made based on trip data submitted to DOTD and follow-up calls to the agencies. Thus, the numbers given in Table 3.2 and Figure 3.2 are *estimates only*.

Orleans Parish, including parts of Jefferson Parish served by 16(b)(2) operators based in Orleans Parish, is divided into six areas as shown in Figure 3.2. The service areas of the senior centers and neighborhood centers were grouped together to form four larger study areas: Areas I, II, III, and IV. Area I includes Central City,

Table 3.2

Estimated Number of Elderly and Handicapped Persons
Using 16(b)(2) Special Transportation Services
in Orleans Parish, By Area

	<u>Estimated Number of Transportation Users</u>		
	<u>Elderly</u>	<u>Handicapped</u>	<u>Total</u>
<u>Area I⁽¹⁾</u>			
Carrollton-Hollygrove Senior Center ⁽²⁾	200	-	200
Total Community Action, Inc. ⁽⁵⁾	100	50	150
Central City Economic Opportunity Senior Ctr. ⁽²⁾	150	-	150
Deaf Resource and Communication Ctr. ⁽³⁾	-	50	50
Uptown Shepherd's Center ⁽²⁾	50	-	50
Holy Ghost Community Center ⁽⁴⁾	25	-	25
Our Lady of Lourdes Center ⁽⁴⁾	20	-	20
The Dwelling Place ⁽⁵⁾	<u>5</u>	<u>-</u>	<u>5</u>
Area I Total	<u>550</u>	<u>100</u>	<u>650</u>
<u>Area II</u>			
Lower Algiers Senior Center ⁽²⁾	80	-	80
Arthur Monday Senior Center ⁽²⁾	80	-	80
Deaf Resource and Communication Center ⁽³⁾	<u>-</u>	<u>50</u>	<u>50</u>
Area II Total	<u>160</u>	<u>50</u>	<u>210</u>
<u>Area III</u>			
Reality House ⁽²⁾	110	-	110
St. Philip Social Service Center ⁽²⁾	40	-	40
Gordon Plaza and Caritas Senior Center ⁽²⁾	175	150	325
Treme Cultural Enrichment Program ⁽²⁾	225	-	225
Baptist Friendship House ⁽⁴⁾	125	-	125
The Dwelling Place ⁽⁵⁾	5	-	5
Louise S. Davis School ⁽³⁾	-	10	10
Deaf Resource and Communication Center ⁽³⁾	-	50	50
Total Community Action, Inc. ⁽⁵⁾	100	50	150
Independent Living Center ⁽³⁾	<u>-</u>	<u>15</u>	<u>15</u>
Area III Total	<u>780</u>	<u>275</u>	<u>1,055</u>
<u>Area IV</u>			
Senior Services, Volunteers of America ⁽²⁾	75	-	75
New Day Christian Baptist Church ⁽⁵⁾	30	-	30
Lutheran Home ⁽⁵⁾	205	3	208
Louise S. Davis School ⁽³⁾	-	10	10
Deaf Resource and Communication Center ⁽³⁾	<u>-</u>	<u>50</u>	<u>50</u>
Area IV Total	<u>310</u>	<u>63</u>	<u>373</u>

(Continued)

Table 3.2

Estimated Number of Elderly and Handicapped Persons
Using 16(b)(2) Special Transportation Services
in Orleans Parish, By Area
(Continued)

	<u>Estimated Number of Transportation Users</u>		
	<u>Elderly</u>	<u>Handicapped</u>	<u>Total</u>
<u>Area V</u>			
Holman Vocational Rehabilitation Center ⁽³⁾	-	<u>18</u>	<u>18</u>
Area V Total	<u>-</u>	<u>18</u>	<u>18</u>
<u>Area VI</u>			
Deaf Resource and Communication Center ⁽³⁾	-	50	50
Louise S. Davis School ⁽³⁾	-	10	10
The Dwelling Place ⁽⁵⁾	<u>4</u>	<u>1</u>	<u>5</u>
Area VI Total	<u>4</u>	<u>61</u>	<u>65</u>
Orleans Parish Total	<u>1,804</u>	<u>567</u>	<u>2,371</u>

(1) Boundaries for the six areas are shown on Figure 1.

(2) Senior center

(3) Handicapped center

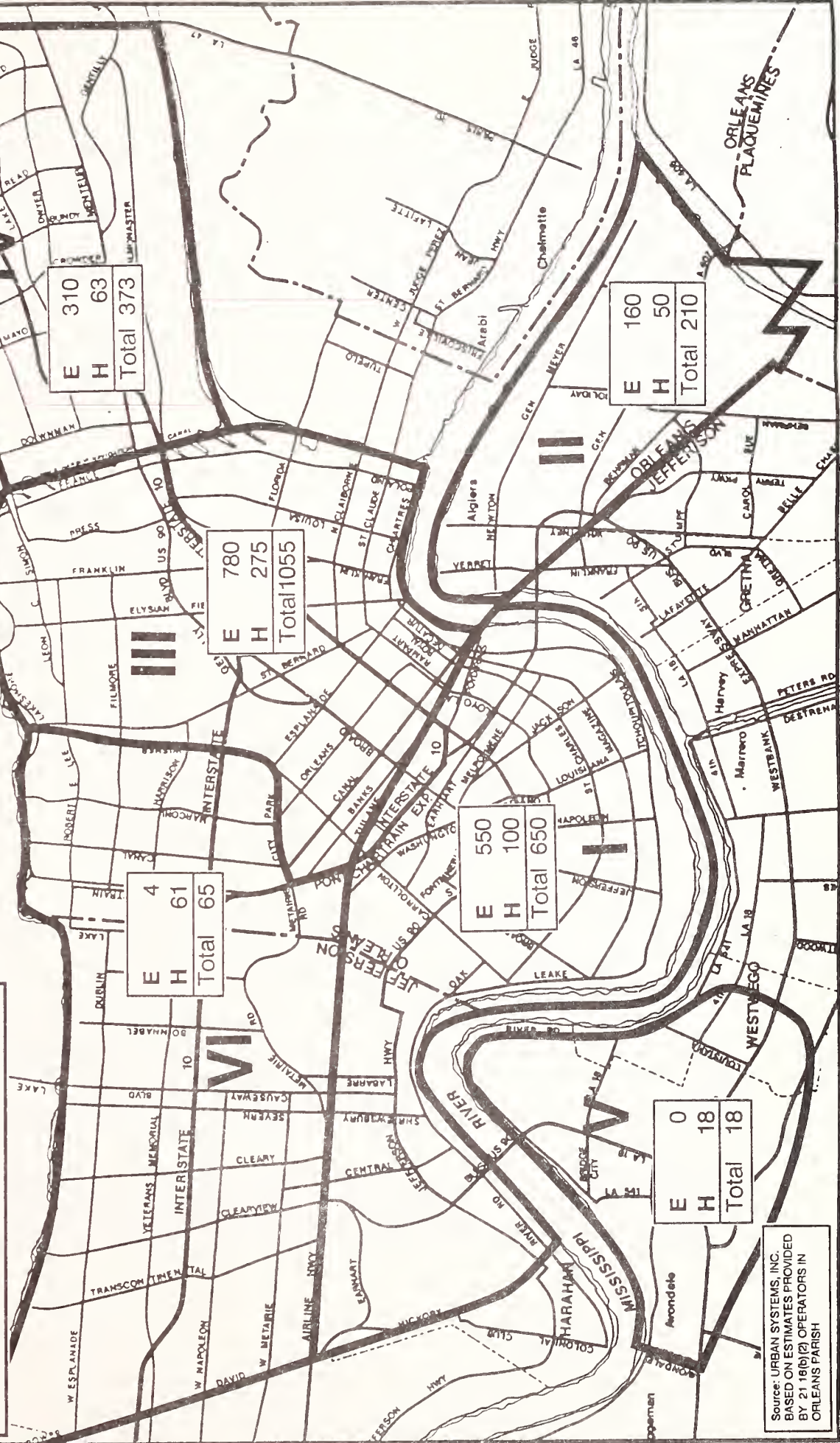
(4) Neighborhood center

(5) Other uncategorized centers: includes The Dwelling Place, an adult day care center; Total Community Action, Inc., which provides transportation for the elderly and handicapped throughout Orleans Parish; the Lutheran Home, a nursing home; and New Day Christian Baptist Church, which serves 30 of the residents at Forest Tower East Apartments.

Source: Urban Systems, Inc. Estimated number of transportation users is based on estimates provided by 21 of 23 16(b)(2) operators in Orleans Parish.

Figure 3.2

DISTRIBUTION OF THE ESTIMATED NUMBER OF ELDERLY AND HANDICAPPED PERSONS USING TRANSPORTATION SERVICES PROVIDED BY 16 (b)(2) OPERATORS IN ORLEANS PARISH



Source: URBAN SYSTEMS, INC. BASED ON ESTIMATES PROVIDED BY 21 16(b)(2) OPERATORS IN ORLEANS PARISH

Uptown, Carrollton, and a part of Jefferson Parish. Area II is Algiers; Area III includes Gentilly, Mid City, French Quarter, Marigny, and Bywater; and Area III encompasses New Orleans East. The service area for the handicapped centers and the few other uncategorized centers is either Orleans Parish or the Greater New Orleans Area. Thus, the service areas for these centers were subdivided into smaller study areas. Estimates of the transportation users for the handicapped centers and the few other uncategorized centers were given by area based on conversations with agency representatives. In addition to Areas I, II, III, and IV as described above, two more study areas were formed to cover those transportation users not included in the first four areas. Area V is generally the Avondale-Westwego area, and Area VI is Lakeview and parts of Jefferson Parish. These study areas were formed in order to provide a general indication of where the 16(b)(2) transportation users reside.

There are eight agencies serving the elderly and handicapped living in Area I. These eight agencies provide transportation with 16(b)(2) vehicles for an estimated 650 clients. Some clients require daily transportation, while others use the transportation less frequently - such as once a month, or only a few times each year. Of the estimated 650 clients, 550 are elderly and 100 are handicapped. Table 3.2 shows that all but one agency in Area I serve primarily elderly persons. Only the Deaf Resource and Communication Center (DRCC), which serves deaf/hearing impaired individuals throughout the Greater New Orleans Area, serves primarily handicapped persons, some of whom may also be elderly.

Two senior centers and the DRCC provide transportation for an estimated 210 clients in Area II. Of these, an estimated 160 are elderly individuals and 50 are handicapped. In Area III, there are ten agencies that provide transportation for an estimated 1,055 clients. Once again, most of these clients are elderly individuals. An estimated 780 clients are elderly and 275 are handicapped. There are four senior centers, one neighborhood center, three handicapped centers, an adult day care facility and TCA, an areawide agency, that serve the elderly and handicapped in Area III.

Five agencies provide transportation for an estimated 373 clients in Area IV. Of the 373, an estimated 310 are elderly persons and 65 are handicapped persons. Senior Services, New Day Christian Baptist Church and the Lutheran Home serve primarily elderly individuals, while DRCC and the Louise S. Davis School serve the handicapped. Only one agency provides transportation in Area V. The Holman Vocational Rehabilitation Center picks up an estimated 18 students from this area on the west bank and transports them to the center, located in Area I. Three agencies provide transportation for an estimated 65 persons in Area VI, most of whom are handicapped. Only an estimated four elderly individuals are served by the Dwelling Place, an adult day care facility, located in Area III.

Figure 3.2 shows that most clients who need and use special transportation reside in Areas I and III. These two areas of the parish are the two most densely populated areas and also the two areas having the most 16(b)(2) operators. As expected, Table 3.3 shows a strong correlation between the number of 16(b)(2) operators

serving an area and the percentage of total 16(b)(2) transportation users residing in that area.

Table 3.3 Percentage of Total Elderly and Handicapped 16(b)(2) Transportation Users by Area Orleans Parish				
Area	No. of 16(b)(2) Operators Serving Area	Percentage of Total Users by Category		
		Elderly	Handicapped	Total
I	8	30.5	17.6	27.4
II	3	8.9	8.8	8.9
III	10	43.2	48.5	44.5
IV	5	17.2	11.1	15.7
V	1	0	3.2	0.8
VI	3	0.2	10.8	2.7
		<u>100.0</u>	<u>100.0</u>	<u>100.0</u>

Area III has ten 16(b)(2) operators and the largest percentage (44.5%) of 16(b)(2) transportation users in Orleans Parish. Area I has eight 16(b)(2) operators and the second largest percentage (27.4%) of 16(b)(2) transportation users in Orleans Parish. Very few clients using special transportation reside in Areas V and VI, which include areas outside Orleans Parish.

There are an estimated 2,371 total 16(b)(2) transportation users or clients using special transportation in Orleans Parish. Of this total, an estimated 1,804 are elderly individuals and an estimated 567 are handicapped persons. Thus, in Orleans Parish an estimated 76 percent of all clients using 16(b)(2) transportation are elderly persons, and an estimated 24 percent of all clients using 16(b)(2) transportation are handicapped individuals.

Special Service Requirements

Some transportation users have special service requirements. Some need escorts, while others need assistance when boarding the 16(b)(2) vehicles. In Orleans Parish, most of the clients who ride 16(b)(2) vehicles are ambulatory and have no special service needs. Fourteen of the twenty-one 16(b)(2) agencies indicated that most of their clients are ambulatory, that is, clients who are able to walk with or without assistance and do not require wheelchairs. These agencies are:

1. Holman Vocational Rehabilitation Center
2. Arthur Monday Senior Center
3. Central City Economic Opportunity Senior Center
4. Lower Algiers Senior Center
5. Reality House
6. St. Philip Social Service Center
7. Senior Services, Volunteers of America
8. Treme Cultural Enrichment Program
9. Uptown Shepherd's Center
10. Baptist Friendship House
11. Holy Ghost Community Center
12. Our Lady of Lourdes Center
13. New Day Christian Baptist Church
14. The Dwelling Place

Although these agencies serve primarily ambulatory clients, some do have an occasional request for special services which they will try to provide. But for the most part, these agencies serve elderly who are ambulatory, or the "independent" handicapped who require minimal assistance when walking or boarding vehicles.

There are seven 16(b)(2) agencies in Orleans Parish that have clients with special transportation service needs. These agencies are:

1. Deaf Resource and Communication Center (DRCC)
2. Independent Living Center
3. Louise S. Davis School
4. Gordon Plaza/Caritas Senior Center
5. Carrollton-Hollygrove Senior Center
6. Lutheran Home
7. Total Community Action, Inc.

Some of these agencies have clients who are ambulatory but require escorts, while others have clients who are nonambulatory and need assistance when boarding the vehicles. All of the DRCC clients need escorts who will act as interpreters during medical visits, counseling sessions, etc. Some DRCC clients also need special assistance when leaving their homes and boarding the vehicles. The Independent Living Center (ILC) serves only clients who are physically handicapped and are primarily nonambulatory. Most of the ILC clients need assistance boarding the vehicles. The Louise S. Davis School serves clients who are mentally retarded. These clients are ambulatory but need supervision, and some have difficulty riding with other types of clients. Gordon Plaza/Caritas Senior Center, Carrollton-Hollygrove Senior Center, Lutheran Home, and Total Community Action, Inc., all have some clients who use wheelchairs and need assistance boarding the 16(b)(2) vehicles, going to medical visits, grocery shopping, etc. Depending on the special service requirements, the agencies may provide assistance only when boarding or may send one or more escorts along to assist the nonambulatory clients.

Operating Hours

Most of the agencies operate full time. Every agency, with the exception of the New Day Christian Baptist Church, operates regularly five days a week, Monday-Friday. Fifteen of the twenty-one participating agencies operate a minimum of eight hours a day. Of the six remaining agencies, only one operates less than six hours a day, five days a week. New Day Christian Baptist Church operates only three days a week, five hours each day. In addition, many of the agencies plan periodic field trips, meetings, etc., on the weekends. See Table 3.1.

Fare

As shown in Table 3.1, few of the agencies charge a fee for transportation services. The Uptown Shepherd's Center and the Baptist Friendship House accept donations. The Holman Vocational Center charges \$44 per month only to those individuals who do not meet the low income criterion. The Dwelling Place charges each rider \$1.00 per trip. Total Community Action, Inc., began charging a nominal fee for transportation in April, 1985: \$0.30 for a two-way meal trip and \$0.50 for a two-way medical trip.

Operating Funds

Most of the agencies operate with federal or state funds as shown in Table 3.1. Title III of the Older Americans Act, the Title XIX Medical Assistance Program, Title XX Social Services Program of the Social Security Act, and Community Service Block Grants are the most common sources of federal funds. The Office of Human Development (OHD), Division of Vocational Rehabilitation; Office of Mental Retardation; the Office of Elderly Affairs; and the Governor's Executive Budget are the most common sources of state funds.

Other sources of funding include the United Way; various church ministry programs, such as the Uptown Area Senior Adult Ministry, the Social Apostolate, and the Baptist Association of Greater New Orleans; New Orleans Public Works Department; donations; fund raising; and fees.

Transportation Services

The following discussion of transportation services provided by 16(b)(2) operators in Orleans Parish includes an inventory of vehicles used, the types of transportation services provided, service by time of day, scheduling procedures, and allowable trips. Table 3.4 summarizes these various elements of the transportation services provided.

Table 3.4
**TRANSPORTATION SERVICES PROVIDED BY AGENCIES
 THAT USE UMTA 16 (B)(2) VEHICLES
 ORLEANS PARISH**

Agency	Vehicle Inventory			Type of Transportation Service		Service by Time of Day			Scheduling Procedures	Types of Allowable Trips
	Type of Vehicle	Total No. of Seats	No. of Wheelchair Spaces	Routing Trips	Demand Response Trips	Routine Trips	Demand Response Trips			
1. Deaf Resource and Communication Center	1980 Chevrolet Van (UMTA)	12	0	0%	100%	None	8 AM-4:30 PM M-F	No required reservation period; however, clients know to call well in advance in order to assure vehicle will be available.	a) Interpreting, counseling, in-service training assignments for staff; b) Medical trips, etc., for deaf clients who need interpreter; c) Transportation for deaf clients to counseling sessions or adult education program when other transportation is not available.	
2. Holman Voc. Ctr.	1985 Dodge Van (UMTA) 1984 Ford LTD Stationwagon (UMTA)	13 8	1 0	100%	0%	Pickup: 6-6:15 AM Take Home: 2:30-4:30 PM M-F	None	Fixed schedule (clients call only if not coming in that day).	Employment (center to job sites).	
3. Ind. Liv. Ctr./Seymour Weiss Reh. Center	1984 Chevrolet Falcon Movers 6000 (UMTA) with lift.	14	4	70%	30%	7 AM - 2 PM M-F	7 AM-5 PM M-F Upon Request & Availability	As needed; clients schedule trips with driver.	Educational (rehab center to Delgado or UNO), medical.	
4. Louise S. Davis School	1979 GMC (UMTA) 1984 Chevrolet (private) 1984 Ford (private) 1985 Ford (private)	12 12 12 11	0 0 0 0	99%	1%	Pickup: 7-9 AM Take Home: 3-5 PM Field Trips, Medical Visits, etc.: 10-2 PM M-F	For emergencies only	Fixed schedule (clients call only if not coming in that day).	Educational (trips to school), medical, recreational, field trips.	
5. Arthur Monday Senior Center	1986 Dodge Maxivan with lift (UMTA) 1985 Ford Econoline (private) 1985 Dodge Caravan (private)	12 14 6	1 0 0	50%	50%	Pickup: 8:30-10 AM, M-F Take Home: 2:00-3:30 PM, M-F Other Scheduled Trips: 1-Th, 12:30-2:30 PM	6 AM - 4 PM M-F	Fixed schedule (client cancels day before if he/she does not want to be picked up) and 24-hour advance notice for demand response trips.	Social/nutritional (trips to center), medical, grocery shopping, bank, bunny bread, Social Security office, food stamps.	
6. Carrollton-Hollygrove Senior Center	1984 Dodge van with lift (private) 1984 Dodge Van with lift (UMTA) 1980 Chevrolet van (UMTA)	12 12 12	1 1 0	98%	2%	Pickup: 8-9:30 AM, M-F Take Home: 2:30-4 PM, M-F Other Trips: 1-Th, 9:30 AM-2:30 PM	8 AM - 4 PM M-F	Fixed schedule (client calls only if not coming in that day) and two-day advance notice for special activities.	Social nutritional (trips to center), medical, grocery shopping, bank, utilities, Social Security office, post office, bunny bread, food stamps, field trips, and home delivered meals.	

(Continued)

Table 3.4
**TRANSPORTATION SERVICES PROVIDED BY AGENCIES
 THAT USE UMTA 16 (B)(2) VEHICLES
 ORLEANS PARISH**

(Continued)

Agency	Vehicle Inventory			Type of Transportation Service		Service by Time of Day			Scheduling Procedures	Types of Allowable Trip
	Type of Vehicle	Total No. of Seats	No. of Wheelchair Spaces	Routing Trips %	Demand Response Trips %	Routine Trips	Response Trips	Demand Response Trips		
7. Central City Economic Opportunity Corp.	1978 Chevrolet Minibus (UMTA) 1978 Chevrolet Minibus (UMTA)	18 18	0 0	75% 75%	25% 25%	Pickup: 9:30-11 AM Take Home: 2:30-4 PM M-F	9:30-11 AM 12-2 PM M-F	12-2 PM M-F	Call clients on fixed schedule every morning before scheduled pickup; as needed for demand responsive trips.	Social/nutritional (homes to center), field trips, medical, bank, food stamps, utilities, etc.
8. Gordon Plaza & Caritas Senior Center	1985 Ford van (UMTA) 1985 Ford van (UMTA)	14 14	0 0	90% 90%	10% 10%	Pickup: 9-10 AM Nutrition Site: 11-1 PM Take Home: 1-2 & 3-4 PM M-F Other Trips: 1-4 PM T, W & Th	9-10 AM 11-1 PM 1-2 & 3-4 PM M-F	9-5 PM Medical Appointments Only	24-hour advance notice required for demand response trips (medical appointments given priority). Fixed schedule (clients call only if not coming in that day).	Social (homes to center), nutritional, field trips, medical, grocery shopping, utilities, bank, Bunns, Bread.
9. Lower Algiers Senior Center	1983 Dodge van with lift (UMTA) 1985 Chevrolet van (UMTA)	12 21	1 0	95% 95%	5% 5%	Pickup: 9-10 AM Take Home: 2-3 PM Other Trips: 10:30-2 PM M-F	9-10 AM 2-3 PM 10:30-2 PM M-F	10 AM - 2 PM	Fixed schedule (clients call only if not coming in that day) and as needed.	Social/nutritional (homes to center), medical, food stamps, grocery store, drug store, banks, home delivered meals, field trips.
10. Healthy House	1979 Dodge van (private) 1980 Chevrolet van (UMTA) 1985 Ford van (UMTA) 1980 Chevrolet van (UMTA)	12 11 13 12	0 0 0 0	100% 100% 95% 95%	0% 0% 5% 5%	Pickup: 8:30-10:15 AM Take Home: 1:30-3:30 PM M-F Field Trips: 10AM-1:30PM 2-3/wk. Pickup: 9-10 AM, M-F Take Home: 4-5 PM, M-F Other Trips: 10-4 PM T-F	8:30-10:15 AM 1:30-3:30 PM M-F 10AM-1:30PM 2-3/wk. 9-10 AM, M-F 4-5 PM, M-F 10-4 PM T-F	None None 9 AM - 5 PM	Fixed schedule (clients call in daily).	Social (homes to center), nutrition sites.
11. St. Philip Social Service Center	Stationwagon (private)	6	0	100%	0%	11 AM - 3 PM Occasionally later or earlier.	11 AM - 3 PM	None	Group trips scheduled monthly; one day advance notice for demand response; fixed schedule for daily pickup (clients call only if not coming in that day).	Shopping, commodities, home delivered meals, repair on wheels, homemaker services, field trips.
12. Senior Services	1979 Dodge van (private) 1980 Chevrolet van (UMTA)	11 11	0 0	100% 100%	0% 0%				Group trips scheduled monthly, clients can call in to sign up for trip until the day of the trip.	

(Continued)

Table 3.4
**TRANSPORTATION SERVICES PROVIDED BY AGENCIES
 THAT USE UMTA 16 (B)(2) VEHICLES**
 ORLEANS PARISH
 (Continued)

Agency	Vehicle Inventory			Type of Transportation Service		Service by Time of Day		Scheduling Procedures	Types of Allowable Trips
	Type of Vehicle	Total No. of Seats	No. of Wheelchair Spaces	Routing Trips ²	Demand Response Trips ³	Routine Trips	Demand Response Trips		
13. Irene Cultural Enrichment Program	1985 Ford van (UMTA) 1980 Chevrolet van (UMTA) Bus (private) (used for special events only)	15 20	0 2	90%	10%	M-F Pickup: 9-10 AM 1:30-2:30 PM Take Home: 1:30-2:30 PM 3:30-4:30 PM Other Trips: 1-1h 10-2 PM	M-F 10 AM - 2 PM	Clients call in daily for fixed schedule trips; one day advance notice for demand response trips.	Social/nutritional (homes to center), medical, food stamps, Social Security office, grocery shopping, field trips, recreation, Hunny Bread, commodities.
14. Uptown Shepherd's Center	1980 Chevrolet van (UMTA)	12	0	95%	5%	Pickup: 6:15-10 AM, M-F Take Home: 2-3:15 PM, M-F Groceries: 1 10-1 PM Field Trips: 1-2/mo. 10 AM - 2 PM	M-F 10 AM - 2 PM	Fixed schedule (clients call if any change is needed); as needed for few demand-response trips.	Social/nutritional (homes to center), grocery, medical, field trips.
15. Baptist Friendship House	1980 Chevrolet van (UMTA)	12	0	99%	1%	M-F: 8 AM - 2 PM for senior citizens M-F: 5-9 PM for other groups	few requests M-F 9 AM - 4 PM	group trips for senior adults scheduled monthly; demand response as needed.	Grocery shopping, field trips, recreation.
16. Holy Ghost Center	1985 Ford van (UMTA)	14	0	70%	30%	Tu-Th: Pickup: 8:45-9:30 AM Take Home: 4:00-5:30 PM Other Trips: grocery shopping 1st wed./mo.	M-F 2-4 PM	fixed schedule (clients call daily) and 24-hour advance notice required for demand response trips.	Social/nutritional (homes to center), grocery shopping, medical, drug stores, meetings, commodities, field trips.
17. Our Lady of Lourdes Center	1981 Chevrolet van (UMTA)	12	1	95%	5%	Pickup: 9-10:30 AM Take Home: 3-5 PM, M-F Other Trips: Fri. 1-3 PM, M-F 11:00-12:30 PM	M-F 8 AM - 4 PM	fixed schedule (clients call in daily) and as needed for demand response.	Social/nutritional (homes to center), grocery shopping, medical, work places, home delivered meals, medical.
18. Lutheran Home	1979 Chevrolet van (UMTA) 1981 Ford van (private)	14 8-10	3 0	50%	50%	Outings: Mon. 10-12 PM & Th. 1-3 PM	M-F 8:30-5 PM	one day advance notice required for demand response trips; all other trips are group trips scheduled by recreational supervisor.	Social/recreational, shopping, medical.

(Continued)

Table 3.4
**TRANSPORTATION SERVICES PROVIDED BY AGENCIES
 THAT USE UMTA 16 (B)(2) VEHICLES**
 ORLEANS PARISH

(Continued)

Agency	Vehicle Inventory		Type of Transportation Service		Service by Time of Day			Scheduling Procedures	Types of Allowable Trips
	Type of Vehicle	Total No. of Seats	No. of Wheelchair Spaces	Routing Trips ²	Demand Response Trips ³	Routine Trips	Demand Response Trips		
19. New Day Christian Baptist Church	1980 Chevrolet van (UMTA)	12	1	30%	70%	9 AM - 2 PM 1 day/week	9 AM - 2 PM 3 days/wk.	As needed.	Grocery store, shopping center, medical trips.
20. The Dwelling Place/Mercy Hospital	1985 Ford 6000 van (UMTA)	14	0	100%	0%	Pickup: 7:30-9 AM, M-F Take Home: 3-5:30 PM, M-F	None	Fixed schedule (clients call only if not coming in).	Educational, social, medical.
21. Total Community Action, Inc.	1980 Chevrolet van (UMTA)	11	0	60%	40%	M-F 9 AM - 2 PM	M-F 10 AM - 2 PM	Fixed schedule; two-week advance notice for shopping, personal, or medical trips; clients called for reminder day before pickup.	Medical, nutritional, social recreational, grocery shopping, bank, utilities, food stamps, Social Security office, congregate meals.
1981 Chevrolet van (UMTA)	11	0							
1981 Chevrolet van (UMTA)	11	0							
1981 Chevrolet van (UMTA)	11	1							

NOTES:

1. No information was obtained from Maison Hospitaliere or the Criminal Sheriff's Office.
2. Routine trips are trips that are repeated on a daily, weekly, or monthly basis to centers, grocery stores, banks, field trips, food stamp office, Social Security office, etc. Routine trips do not necessarily have fixed routes. These trips are generally group trips.
3. Demand-response trips are non-routine trips for individuals to doctors' offices, hospitals, personal errands, etc. These trips are scheduled several hours to several days in advance.
4. Carrollton-Hollygrove Senior Center operated three additional UMTA 16(b)(2) vans until September, 1986.

SOURCE: Urban Systems, Inc. Based on interviews with agency personnel. June, 1986.

Vehicle Inventory

There are 31 UMTA vehicles and 11 private vehicles, most of which are vans, being used by the 21 participating agencies in Orleans Parish. The following list groups agencies according to the number of vehicles used to transport clients.

One Vehicle:

1. Deaf Resource and Communication Center
2. Independent Living Center
3. Uptown Shepherd's Center
4. Baptist Friendship House
5. Holy Ghost Center
6. Our Lady of Lourdes Center
7. New Day Christian Baptist Church
8. Dwelling Place

Two Vehicles:

9. Holman Vocational Center (2 UMTA vehicles)
10. Central City Economic Opportunity Corporation (2 UMTA vans)
11. Gordon Plaza/Caritas Senior Center (2 UMTA vans)
12. Lower Algiers Senior Center (2 UMTA vans)
13. St. Philip Social Service Center (1 UMTA van and 1 private stationwagon)
14. Senior Services of Volunteers of America (1 UMTA van and 1 private van)
15. Lutheran Home (1 UMTA van and 1 private van)

Three Vehicles:

16. Arthur Monday Senior Center (1 UMTA van and 2 private vans)
17. Carrollton-Hollygrove Multipurpose Senior Citizen Center (2 UMTA vans and 1 private van)
18. Reality House (2 UMTA vans and 1 private van)
19. Treme Cultural Enrichment Program (2 UMTA vans and 1 private bus)

Four Vehicles:

20. Louise S. Davis School (1 UMTA van and 3 private vans)
21. Total Community Action (4 UMTA vans)

The agencies that operate three or four vehicles do not operate all of them on a full-time basis. One vehicle generally serves as a back-up vehicle, a vehicle for special events, or a vehicle to transport nonambulatory passengers. At the Louise S. Davis School, one vehicle must be on the premises at all times in case of an emergency.

The UMTA 16(b)(2) fleet in Orleans Parish consists mainly of older models, and Chevrolet is the most common make of vehicle. Of the 31 UMTA 16(b)(2) vehicles, 18 (58%) are 1981 year models or older, and 13 (42%) are 1983 year models or newer. Chevrolets comprise 65% (20 vehicles) of the UMTA 16(b)(2) fleet among participating agencies. Of the remaining vehicles, six are Ford, four are Dodge, and one is GMC. By contrast, the private fleet has proportionately more vehicles that are 1983 year models or newer. Six of the eleven private vehicles are 1984 or 1985 year models. No single vehicle make is more prevalent than another among the private vehicles.

Most of the UMTA vehicles, as well as the private vehicles, are mid-sized vans that seat between 11 and 15 passengers, as shown below:

<u>Seating Capacity</u>	<u>UMTA Vehicle</u>	<u>Private Vehicle</u>
6-8	1	3
11-15	26	7
18-21	4	0
Over 30	0	1

Only four of the UMTA vehicles are large, 18-21 passenger vans. One private vehicle is a used school bus. The 6-8 passenger vehicles are either station wagons or small vans.

Few of the vehicles will accommodate wheelchairs; ten of the 31 UMTA vehicles and one of the eleven private vehicles are equipped with wheelchair locks or tiedowns. Most of these vehicles have only one set of wheelchair locks or tiedowns. The three exceptions are the Independent Living Center van which has four wheelchair spaces, the Lutheran Home which has three, and the Treme Cultural Enrichment Program which has two.

Types of Transportation Service

There are two types of transportation service provided by service agencies using UMTA vehicles: routine and demand response. Routine service is defined as those trips that are repeated on a daily, weekly, or monthly basis to centers, stores, banks, field trips, etc., according to a set schedule. They are generally group trips but do not necessarily follow fixed routes. Demand response service is defined as individual trips to doctors' offices, hospitals, etc. These trips are scheduled several hours to several days in advance.

Routine service is the most common type of service. Only one agency, the Deaf Resource and Communication Center (DRCC), provides no routine service. Sixteen agencies estimated that their routine service was 70% or more of all trips taken, three agencies estimated that the routine service was 50-60% of all trips, and one estimated that the routine service was 30%. Most of the routine trips are those in which clients are picked up at their homes in the morning, brought to the centers

for meals, educational programs, and social activities, and then taken home again in the afternoon.

Although 17 of 21 agencies provide some type of demand response service, only five estimated that demand response trips were 40% or more of all trips. Three estimated 25%-30%, while nine agencies estimated that demand response trips were 10% or less of all trips. Most of the demand response trips are medical trips.

Service by Time of Day

The graph in Figure 3.3 shows the blocks of time when demand response and routine transportation services are available to agency clients. In the right hand margin of Figure 3.3 is the estimated percentage split of routine and demand response trips. Although there may be a large block of time devoted to demand response service, the percentage of demand response trips (as a percentage of total trips) may be small. For example, the Carrollton-Hollygrove Multipurpose Senior Center provides demand response service from 8:00 a.m. to 4:00 p.m., but only 2% of all trips are estimated to be demand response trips. For all agencies, then, there may be some days with many demand response trips and other days with few or none. The blocks of time shown for the routine service indicate more exact times when the UMTA 16(b)(2) vehicles are actually being used. Most agencies have morning pickup trips and afternoon return trips with field trips, grocery shopping trips, and trips to nutrition sites commonly made during the middle of the day.

Most agencies provide demand response service all day. Eight agencies provide demand response service from the time they open, between 8:00 a.m. and 9:00 a.m., until they close, between 4:00 p.m. and 5:00 p.m. Two other agencies, which are residential facilities, extend demand response service beyond the typical 8:00 a.m.-5:00 p.m. day. Other agencies designate a 2-5 hour period between 9:00 a.m. and 4:00 p.m. for demand response service, the most popular time period being 10:00 a.m.-2:00 p.m.

Fourteen of the 21 agencies have daily pickup and return home trips. Drivers usually require 1-1/2 to 2 hours each morning to pick up all the agency clients and return to the center. Time periods for the daily pickup range from 6:00 a.m.-11:00 a.m., but the most common period is 8:00 a.m.-10:00 a.m. Drivers also require 1-1/2 to 2 hours each afternoon to take the clients home and return to the center. Time periods for the return home trip range from 1:00 p.m.-5:30 p.m., but the most common period is 2:00 p.m.-5:00 p.m. Several agencies make one early return home trip (1:00 p.m.-2:00 p.m.) and one late return home trip (3:00 p.m.-4:00 p.m.) to accommodate clients' needs.

There is a wide range of time periods for other routine trips; however, Tuesday, Wednesday, and Thursday afternoons are popular times for these other trips. Grocery shopping trips are generally scheduled once a week; field trips may be scheduled once a week, twice a week or only once a month; trips for commodities, food stamps, social security checks, etc., are usually scheduled once a month. Many

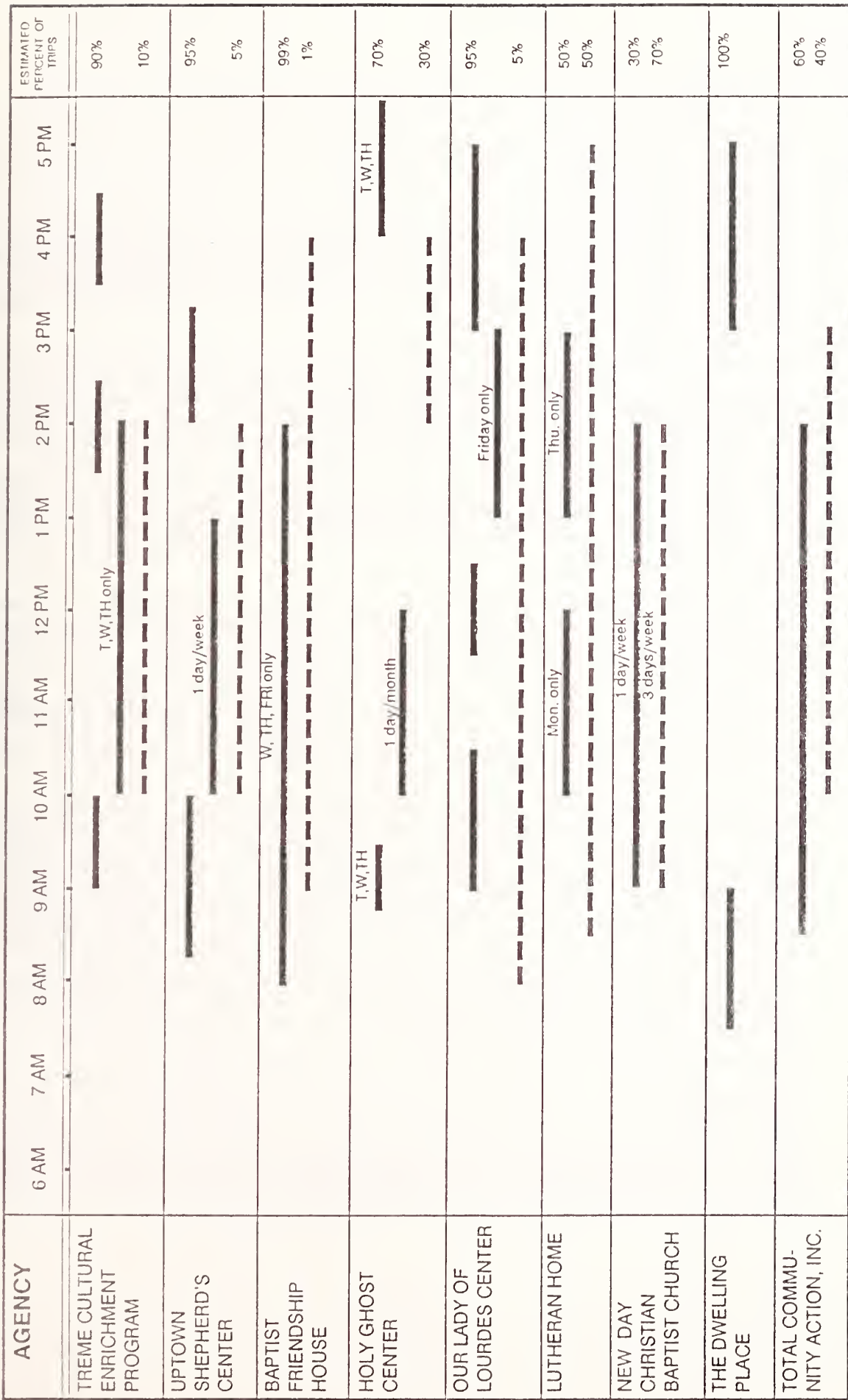
Figure 3.3

TRANSPORTATION SERVICE BY HOUR OF THE DAY, MONDAY-FRIDAY (UNLESS NOTED OTHERWISE)



ROUTE SERVICE
DEMAND RESPONSE SERVICE

Figure 3.3 (continued)



 ROUTINE SERVICE
 DEMAND RESPONSE SERVICE

of the agencies will periodically change the day of the week or day of the month for these routine trips.

Scheduling Procedures

There are three sets of scheduling procedures; one for the daily pickup trips, a second for the other routine trips, and a third for the demand response trips. Table 3.2 summarizes the scheduling procedures for each agency. Depending on the types of transportation service provided, an agency may have one, two, or three sets of scheduling procedures.

The scheduling procedure for daily pickup trips varies from agency to agency. The most common procedure is for a client to call the agency before the driver leaves the center if he/she will not be coming to the center that day. Most agencies require clients to call only if they will *not* need transportation that day. Unless a client notifies the agency otherwise, the driver will make the customary pickups. A few agencies require that all clients call in daily to request transportation. The Central City Economic Opportunity Senior Center is the only agency that calls its clients each morning to confirm pickups for that day before the drivers leave the center.

Most of the agencies schedule other routine trips on a monthly basis. The senior centers print a monthly schedule and make it available to all their clients, so that everyone will know the designated day for grocery trips, bank trips, social security office trips, Bunny Bread trips, etc. When changes are made to the schedule, clients are notified when they come to the center. These other routine trips are available to clients on a first come, first served basis. When there are more people than one van will accommodate, agencies will use a second van, if available, or make a second trip.

Among the agencies that provide demand response service, half require no reservation period. These are agencies that receive few demand response requests, with the exception of the Deaf Resource and Communication Center (DRCC). Although DRCC has no reservation period, clients know to call ahead of time to insure that a vehicle will be available when they need one. Of those agencies that require a reservation period, most require a one-day advance notice. Carrollton-Hollygrove Senior Center requires a two-day notice, and Total Community Action, Inc. (TCA), with the largest clientele, requires a two-week advance notice. Because of the extensive reservation period required, TCA will call to remind clients of scheduled pickups one day ahead of time.

Allowable Trips

Table 3.4, following page III-8, shows the allowable trips for each agency. Allowable trips are prescribed by the funding sources used by an agency, or agency policy when funding sources do not identify allowable trips.

An educational trip is the principal type of allowable trip among the handicapped centers. The Deaf Resource and Communication Center provides transportation to deaf/hearing impaired persons who attend counseling sessions or adult education programs when no other transportation is available. The Holman Vocational Center, the Independent Living Center, and the Louise S. Davis School provide transportation to students selected by the Division of Vocational Rehabilitation to participate in a variety of educational programs. The handicapped centers provide transportation for other related activities, such as medical, employment and recreational, as well.

Social/recreational and nutritional (meals) trips are the most common allowable trips among the senior centers. Other allowable trips include medical trips, shopping trips, personal trips (post office, bank, etc.), commodities, and field trips. Senior centers allow any trip that serves the needs of the elderly or handicapped. Funding and staff shortages are the principal limiting factors.

Neighborhood centers allow any trip that serves the needs of their clients, but social/recreational, nutritional, grocery shopping, and medical trips are the most common. As with the senior centers, funding and staff shortages limit the number and type of allowable trips.

The other centers allow a range of trips, with social/recreational, shopping, and medical being the most common.

Origin and Destination of Trips

Major origins and destinations of trips were identified by each 16(b)(2) operator according to general types. To supplement this information provided by the 16(b)(2) operators, Urban Systems staff examined a sample of Daily Vehicle Log forms. However, the origins and destinations of service requests are optional data elements on the Daily Vehicle Log form and often identified only by trip purpose, not by specific locations. As a result, major origins and destinations will be discussed according to general types rather than specific locations. Table 3.5 shows the major origins and major destinations of transportation services provided by 16(b)(2) operators in Orleans Parish.

The major trip origins for all 16(b)(2) operators in Orleans Parish are the clients' homes located within each agency's service area. The service areas range from very small areas for neighborhood centers to very large areas for the handicapped centers and other uncategorized centers. Except for the few residential facilities, most agencies make many individual stops daily along a routine route through the service area to pick up clients and bring them to the agency centers. Thus, within each agency service area the predominant trip pattern is many trip origins to one major destination point. The major destination point is the agency's center. The centers are where agencies provide educational programs, training, meals, and social/recreational programs for clients.

Table 3.5

Major Origins and Destinations of Trips
 Provided by 16(b)(2) Operators, Orleans Parish

<u>Agency</u>	<u>Major Origins</u>	<u>Major Destinations</u>
A. <u>Handicapped Centers:</u>		
1. Deaf Resource and Communication Ctr.	Clients' homes located throughout the Greater New Orleans Area; DRCC center	Medical clinics, hospitals, doctors' offices
2. Holman Vocational Rehabilitation Ctr.	Clients' homes on Westbank (primarily the Avondale/Westwego area)	Center, various employment sites
3. Independent Living Center	Seymour Weiss Rehab Center (City Park and Marconi)	Delgado Community College, University of New Orleans, Louisiana Rehab Institute
4. Louise S. Davis School	Clients' homes located throughout the Greater New Orleans Area	School, field trip sites
B. <u>Senior Centers:</u>		
5. Arthur Monday Senior Center	Clients' homes located in Algiers	Center, social security office, hospitals, doctors' offices, commodity pickup sites
6. Carrollton-Hollygrove Multipurpose Senior Citizen Center	Clients' homes located in the Carrollton-Hollygrove area and in the 7th Ward of Jefferson Parish	Center, grocery store, banks, social security office, utilities, medical clinics, hospitals, Bunny Bread, commodity pickup sites
7. Central City Economic Opportunity Senior Citizen Center	Clients' homes located in the Central City area of New Orleans	Center, grocery store, banks, hospitals, drug store, social security office, shopping center, commodity pickup sites, energy assistance office
8. Gordon Plaza and Caritas Senior Ctr.	Gordon Plaza Residential Facility, Desire Housing Project and other clients' homes in the Desire/Florida area	Caritas Senior Center, hospitals, medical clinics, grocery store, Bunny Bread, field trip sites, meal sites, commodity pickup sites, utilities
9. Lower Algiers Senior Center	Clients' homes located in Algiers	Center, food stamp office, drug store, grocery store, medical clinics, banks, field trip sites, commodity pickup sites, energy assistance office
10. Reality House	Clients' homes located in the 7th and 8th Wards of New Orleans	Center, occasional field trip sites

(Continued)

**Major Origins and Destinations of Trips
Provided by 16(b)(2) Operators, Orleans Parish
(Continued)**

<u>Agency</u>	<u>Major Origins</u>	<u>Major Destinations</u>
11. St. Philip Social Service Ctr.	Clients' homes located in the Desire/Florida area and zip code area 70126	Center, meal sites, field trip sites
12. Senior Services, Volunteers of America	Forest Tower East Apartments	Grocery store, shopping centers, commodity pickup sites
13. Treme Cultural Enrichment Program	Clients' homes located in La. Rep. Dist. 96	Center, medical clinics, grocery store, food stamp office, social security office
14. Uptown Shepherd's Center	Clients' homes located in the Uptown area	Center, grocery store, field trip sites
<u>C. Neighborhood Centers:</u>		
15. Baptist Friendship House	Center, Christopher Inn, Annunciation Inn, Mazant Royal, and St. Martin Manor	Grocery stores, field trip sites, commodity pickup sites
16. Holy Ghost Community Center	Clients' homes located in the Central City area	Center, commodity pickup sites, grocery stores, drug stores, medical clinics, field trip sites
17. Our Lady of Lourdes Center	Clients' homes located in the Uptown area	Center, grocery store, shopping center, medical clinics, job sites
<u>D. Other Centers:</u>		
18. Lutheran Home	Lutheran Home	Doctors' offices, field trip sites, shopping centers
19. New Day Christian Baptist Church	Forest Tower East Apartments	Grocery stores, shopping centers, doctors' offices
20. The Dwelling Place	Clients' homes in New Orleans and Metairie	Center
21. Total Community Action, Inc.	Clients' homes located in Orleans Parish	Meal sites, grocery stores, medical clinics, field trip sites

Source: *Urban Systems, Inc. Based on interviews with 16(b)(2) operators in Orleans Parish.*

In addition to the basic transportation services provided to the center, many agencies provide transportation for groups or individuals from the center to various sites throughout the parish. These trips provide other essential services that are not available at the center. Major destinations for group trips away from the centers include the social security offices, banks, grocery stores, drug stores, Bunny Bread pickup sites, commodity pickup sites, utilities, shopping centers, meal sites, field trips, and food stamp offices. As a rule, the agency will provide group transportation to the nearest facility of its kind, although not all of these trips are confined to an agency's service area. Group trips are generally prescheduled on a monthly or weekly basis and announced at the center. These major destinations for group trips are shared by all the senior centers, neighborhood centers, and most of the other uncategorized centers (Table 3.5).

Major destinations for individual trips away from the centers include various employment sites for Holman Vocational Rehabilitation Center; hospitals, doctors' offices, and medical clinics, for the senior centers, neighborhood centers and most of the other uncategorized centers. These trips are generally very time consuming and many are outside the agency's service areas. Monthly reporting data show that these trips are made less frequently than the trips to the center or the group trips.

The Deaf Resource and Communication Center (DRCC) and several agencies that serve residential facilities do not share the predominant trip pattern of picking up many clients and bringing them to one center. Instead, the DRCC transportation service is entirely demand responsive and the common trip pattern is one trip origin to one destination. Major destinations for DRCC clients are medical clinics, hospitals, doctors' offices, counseling or education sites. Agencies that serve residential facilities typically provide group trips away from the residential facilities. For example, the Independent Living Center (ILC) provides group trips for residents of Seymour Weiss Rehabilitation Center to Delgado Community College, University of New Orleans, and the Louisiana Rehabilitation Institute. Senior Services and the New Day Christian Baptist Church provide group trips from the Forest Tower East Apartments to grocery stores, shopping centers, and commodity pickup sites. The Baptist Friendship House provides group trips from four residential facilities to grocery stores and to various field trip sites. The Lutheran Home provides group trips for field trips and shopping, too. The ILC, New Day Christian Baptist Church, and the Lutheran Home also provide individual medical trips as needed.

For the most part, trip origins for each agency are distinct from those of other agencies because most agencies have service areas that do not overlap with other 16(b)(2) service areas. Or when service areas do overlap, it is because the agencies serve different types of clients. Agencies that serve all of Orleans Parish overlap in area but have different clients. The DRCC has deaf/hearing impaired clients, the Louise S. Davis School has mentally retarded clients, and the Dwelling Place has clients in need of an adult day care program. The neighborhood centers overlap in service areas with some of the senior centers but serve different clients. While the Arthur Monday Senior Center and Lower Algiers Senior Center both serve Algiers, the centers serve different housing projects and different neighborhoods, so clients

are not duplicated. However, trips for both the New Day Christian Baptist Church and the Senior Services originate at the Forest Tower East Apartments.

Some major destinations, on the other hand, are duplicated. Of course, the most important destinations, the agencies' centers, are not duplicated; but some of the group or individual trips from the centers to various sites throughout the parish have the same destinations. Clients served by the different 16(b)(2) operators share some of the same service needs and often there are only a few places where these services are provided. Some of the common destinations include the social security offices; commodity pickup sites; food stamp offices; Bunny Bread; hospitals (especially Charity Hospital); medical clinics; some grocery stores, such as Schwegmann's; shopping centers; energy assistance offices; and utility offices.

Operational Analysis

The following operational analysis of 16(b)(2) special transportation services is based on a sample of eleven service agencies. It was necessary to select a sample because complete operating data were unavailable for some of the agencies. The eleven agencies were carefully selected to provide a representative sample of all agencies operating UMTA 16(b)(2) vehicles in Orleans Parish. The sample included two agencies that served handicapped clients, one with demand response transportation service only and the other with routine transportation service only; an areawide agency that provides demand response service for both elderly and handicapped clients; an agency that provides an adult day care program with routine service for the elderly and handicapped; and seven agencies that provide both routine and demand response service for senior citizens, handicapped, and the economically needy. The time period selected for the operational analysis was a twelve-month period from January of 1986, through December of 1986. This time period was selected because this was the last full year for which operational data were available at the time this study began.

The operational analysis includes a ridership profile, a trip profile, a discussion of operating and administrative costs for transportation services, and an evaluation of transportation performance measures.

Ridership Profile

Table 3.6 lists the 1986 average monthly trips per vehicle according to passenger category for a sample of agencies in Orleans Parish that use UMTA 16(b)(2) vehicles. These averages are based on monthly data submitted to the DOTD. The database for the ridership profile is given in Appendix C. The DOTD defines one trip as one boarding. For example, if one passenger goes to a medical center, a nutritional center, and then home again, he has made three trips. The DOTD uses the monthly trip counts to measure ridership levels on the UMTA 16(b)(2) vehicles.

Table 3.6

RIDERSHIP PROFILE FOR A SAMPLE OF AGENCIES THAT USE UMTA 16(B)(2) VEHICLES, 1986
 ORLEANS PARISH
 (Continued)

Agency	Vehicle I.D.	Average Monthly Trips by Passenger Category 1			Total
		Elderly	Handicapped	Other	
Treme Cultural Enrichment Program, Harmony House	1711*	578	126	2	706
	2797*	470	28	0	500
The Dwelling Place, Mercy Hospital	0734	328	35	1	364
Total Community Action, Inc.	4814*	247	137	2	392
	7782*	254	14	0	273
	7625*	152	6	0	161
	7759*	136	1	0	138
Total Average Monthly Trips by Passenger Category in Orleans Parish		8,651	1,006	81	9,856

1 Average monthly figures are based on those months for which data were available. The vehicles for which fewer than ten months of data were available have been asterisked. Vehicles #2081, 6392, and 9304 were returned to the state in mid-year. The other vehicles appear to have been used all year.

2 This total is low because Meals on Wheels trips were deducted from the total passenger trips reported on the Monthly Vehicle Trip Summary log. These trips were not counted because they did not fit the definition of a trip used in the Section 16(b)(2) program. An average of 484 Meals on Wheels trips were made monthly in 1986.

Source: Urban Systems, Inc., and the Regional Planning Commission. Based on the Monthly Vehicle Trip Summary Logs submitted by each agency for 16(b)(2) vehicles to DOTD.

Table 3.6

RIDERSHIP PROFILE FOR A SAMPLE OF AGENCIES THAT USE UMTA 16(B)(2) VEHICLES, 1986
ORLEANS PARISH

Agency	Vehicle I.D.	Average Monthly Trips by Passenger Category				Total
		Elderly	Handicapped	Other	Escort	
Deaf Resource & Communication Center	7590	0	170	0	91	261
Holman Vocational Rehabilitation Center	2232 0604	0 0	275 41	0 0	0 0	275 41
Carrollton-Hollygrove Multipurpose Senior Citizen Center	2081* 2082 6392* 9632 9304*	590 614 522 386 838	23 51 46 42 0	0 0 0 0 0	2 1 0 4 1	615 666 568 432 839
Central City Economic Opportunity Senior Citizen Center	0760 0801	393 440	0 0	9 0	0 0	402 440
Gordon Plaza/Caritas Senior Center	0484 0498	406 503	0 0	0 0	0 0	406 503
Lower Algiers Senior Center	4081 1246	66 675	2 9	65 2	1 1	134 687
Reality House	6604 7653	227 575	0 0	0 0	0 0	227 575
St. Philip Social Service Center	5483	251	0	0	0	251

(Continued)

A review of the sample data shows that most of the passengers riding UMTA 16(b)(2) vehicles in Orleans Parish are elderly. Table 3.6 shows that, of 9,856 total average monthly trips recorded by eleven agencies, 8,651 trips were taken by elderly persons. Only 1,006 average monthly trips were taken by handicapped persons. The percentage breakdown of average monthly trips by passenger category is as follows:

<u>Passenger Category</u>	<u>Percentage of Average Monthly Trips</u>
Elderly	87.8
Handicapped	10.2
Other	0.8
Escort	<u>1.2</u>
	100.0

Very few of the passengers are nonambulatory. Nonambulatory passengers are defined as those that are unable to walk with or without assistance and require wheelchair assistance. Only ten of the 21 agencies have wheelchair accommodations for their clients, few of which are nonambulatory. The Independent Living Center is the only agency that serves primarily nonambulatory clients. The Lutheran Home reports approximately 20 percent of its trips taken by nonambulatory clients. Although the other agencies indicate that few of their clients are nonambulatory, there is no way to measure the percentage of total trips that are taken by nonambulatory passengers because this information was not recorded on the monthly trip logs submitted to the DOTD.

There is a wide range of average monthly trips per vehicle among the different agencies, as shown in Table 3.6. High average monthly ridership levels of 615-839 trips were reported for Carrollton-Hollygrove Senior Center, Lower Algiers Senior Center, and Treme Cultural Enrichment Program. Mid-range ridership levels of 364-575 average monthly trips were reported for Central City Senior Center, Gordon Plaza/Caritas Senior Center, Reality House, and the Dwelling Place. Low ridership levels of 41-275 average monthly trips were reported for the Deaf Resource and Communication Center, Holman Vocational Rehabilitation Center, St. Philip Social Service Center, and Total Community Action, Inc.

From the sample data, it appears that senior centers have the highest ridership levels. Because handicapped centers, neighborhood centers, nursing care centers, and adult day care centers offer more specialized service and serve fewer individuals, they have lower ridership levels than senior centers. Surprisingly, Total Community Action, Inc., which serves all elderly and handicapped persons in Orleans Parish on a first come, first served basis, had the lowest ridership levels of any agency in the sample.

Trip Profile

Table 3.7 lists the 1986 average monthly trips per vehicle according to trip purpose. The data base for the trip profile is given in Appendix D. The three major trip purposes from the sample survey are return home, nutrition, and social/recreation. Out of 9,856 total average monthly trips recorded by eleven agencies, 4,143 were return home trips, 2,677 were nutrition trips, and 1,571 were social/recreation trips. The percentage breakdown of average monthly trips by trip purpose is as follows:

<u>Trip Purpose</u>	<u>Percentage of Average Monthly Trips</u>
Return Home	42.0
Nutrition	27.2
Social/Recreation	15.9
Shopping	4.5
Education	3.4
Medical	2.3
Employment	0.4
Other	4.3
	<u>100.0</u>

The three major trip purposes - return home, nutrition, and social recreation - comprise 85% of all trips.

Nutrition or social/recreation is the most important trip purpose after return home for eight of the eleven agencies in our sample: seven senior centers plus Total Community Action, Inc. Education, medical, employment, and "other" are the major trip purposes for the three remaining agencies in our sample, two of which are handicapped centers and one which is an adult day care center. The "other" category includes those trips that do not fall into one of the other seven categories. Trips to and from counselling sessions at the Deaf Resources and Communication Center and trips to and from the adult day care program at the Dwelling Place fall into the "other" category.

Operating and Administrative Costs for Transportation Services

There are many problems with the cost data, as submitted to DOTD on the "Monthly Administrative Report" and the "Maintenance/Operating Expense Record". To summarize, these problems included numerous omissions, operating costs reported as administrative costs, and dramatic mid-year cost increases with no logical explanations. There appeared to be no way to correct the monthly administrative reports within the time allotted for the project; therefore, the administrative cost data was omitted from this study. The operating cost data, on the other hand, had only a few obvious omissions, such as driver salary, fringe benefits, and insurance, which were obtained by contacting the appropriate agency. The maintenance and repair costs seemed low in some cases, but with no additional

Table 3.7

TRIP PROFILE FOR A SAMPLE OF SERVICE AGENCIES
WITH UMTA 16(B)(2) VEHICLES, 1986
ORLEANS PARISH

Agency	Vehicle I.D.	Average Monthly Trips by Trip Purpose										Total
		Medical	Employment	Nutrition	Social/ Recreation	Education	Shopping	Return Home	Other			
Deaf Resource & Communication Center	7590	35	33	3	10	19	0	101	60	261		
Holman Vocational Rehabilitation Center	2232 0604	0 0	0 1	0 1	0 0	146 22	0 0	129 16	0 1	275 41		
Carrollton-Hollygrove Multipurpose Senior Citizen Center	2081 2082 6392 9632 9304	6 4 2 13 3	0 0 0 0 0	194 183 163 102 274	160 190 163 98 199	0 15 0 0 0	13 30 35 38 31	227 235 204 165 313	15 9 1 16 19	615 666 568 432 839		
Central City Economic Opportunity Senior Citizen Center	0760 0801	0 1	0 0	174 172	24 59	0 0	8 24	188 183	8 1	402 440		
Gordon Plaza/Caritas Senior Center	0484 0498	31 55	0 0	129 208	0 1	10 1	51 66	130 151	55 21	406 503		
Lower Algiers Senior Center	4081 1246	2 0	0 2	16 314	13 33	10 3	42 7	38 315	13 13	134 687		
Reality House	6604 7653	0 0	0 0	113 288	0 0	0 0	0 0	114 287	0 0	227 575		

Table 3.7

TRIP PROFILE FOR A SAMPLE OF SERVICE AGENCIES
WITH UMTA 16(B)(2) VEHICLES, 1986
ORLEANS PARISH

(Continued)

Agency	Vehicle I.D.	Average Monthly Trips by Trip Purpose										Total
		Medical	Employment	Nutrition	Social/ Recreation	Education	Shopping	Return Home	Other			
St. Philip Social Service Center	5483	1	0	9	40	34	37	129	1	251		
Treme Cultural Enrichment Program, Harmony House	1711 2797	2 4	0 0	0 0	315 266	0 0	52 12	336 211	1 7	706 500		
The Dwelling Place, Mercy Hospital	0734	0	0	0	0	3	0	184	177	364		
Total Community Action, Inc.	4814 7782 7625 7759	24 22 15 6	0 0 0 0	114 107 63 50	0 0 0 0	56 5 0 10	0 0 0 0	195 138 82 72	3 1 1 0	392 273 161 138		
Total Average Monthly Trips by Trip Purpose in Orleans Parish		226	36	2,677	1,571	334	446	4,143	423	9,856		

1 Adult day care program.

Source: Urban Systems, Inc., and the Regional Planning Commission.
Based on the Monthly Vehicle Trip Summary Logs submitted by each agency for 16(b)(2) vehicles to DOTD.

information, we assumed that the majority of these costs had been reported to DOTD. The discussion of cost data, then, will be confined to operating costs followed by an estimation of administrative costs.

Appendix E addresses the reporting problems that were identified during the study. Recommended changes to the reporting forms are presented in the hope that they will alleviate the reporting problems and improve the usefulness of the data for future operational analyses of special transportation services.

Average monthly operating costs for a sample of agencies in Orleans Parish using UMTA 16(b)(2) vehicles are shown in Table 3.8 and include driver salary, fringe benefits, insurance, fuel, oil, and maintenance/repairs. The cost breakdown is given for each vehicle. As Table 3.8 shows, there is a significant variation in each cost item among the different agencies.

Driver Salary and Fringe Benefits

Driver salaries and fringe benefits vary widely with the type and amount of transportation services provided by the different agencies. For example, in 1986 the Deaf Resource and Communication Center (DRCC) had a high average monthly driver salary of \$2,941, while Holman Vocational Rehabilitation Center, the Dwelling Place, and St. Philip Social Service Center had low average monthly driver salaries ranging from \$206-\$324. The other agencies had an average monthly driver salary ranging from \$530-950. The average monthly driver salary for DRCC was high because, instead of a regular driver, the four professional staff members, who are paid as counsellors and interpreters and always accompany clients on trips, share the driving responsibilities. Since the staff are paid a high hourly rate for their counseling and interpreting duties, their time spent driving produces a high average monthly driver salary. Holman, the Dwelling Place, and St. Philip had low average monthly driver salaries because their drivers worked part-time, 2-4 hours a day, and were paid low wages. The remaining agencies employed drivers for 6-8 hours per day and paid an hourly wage ranging from \$4.00-\$6.00. Average monthly fringe benefits, which varied depending on agency policy and salary, ranged from \$0-\$228.

Insurance Costs

Insurance costs per vehicle differ significantly from agency to agency, depending on the amount of coverage, age of the vehicle, type of clientele and transportation services, and whether or not a fleet rate can be obtained. While some agencies pay a low monthly insurance premium ranging from \$50-58 per vehicle, others pay high monthly premiums ranging from \$223-\$270 per vehicle. The Deaf Resource and Communication Center (DRCC), Carrollton-Hollygrove Multipurpose Senior Citizen Center, St. Philip Social Service Center, and the Dwelling Place all enjoy low monthly premiums of \$50-\$58 per vehicle, primarily because they qualify for a low fleet rate. For example, the Dwelling Place is part of Mercy Hospital, which is an affiliate of Mercy Health System of the Gulf South, and thus part of a large vehicle fleet. St. Philip Social Service Center and DRCC are part of the

Table 3.8

**AVERAGE MONTHLY TRANSPORTATION OPERATING COSTS
FOR A SAMPLE OF SERVICE AGENCIES THAT USE UMTA 16(B)(2) VEHICLES, 1986
ORLEANS PARISH**

(Unless otherwise indicated, all vehicles are 11-15 passenger vans)

Average Monthly Operating Costs (\$)

<u>Agency</u>	<u>Vehicle I.D.</u>	<u>Driver Salary</u>	<u>Fringe Benefits</u>	<u>Insurance</u>	<u>Fuel</u>	<u>Oil</u>	<u>Maint. & Rep.</u>	<u>Total</u>
Deaf Resource & Communication Cntr.	7590	2,941.00	228.00	52.75	80.64	0.85	81.92	3,385.16
Holman Vocational Rehabilitation Cntr.	2232 *0604	265.04 206.61	26.51 20.66	139.09 115.28	146.73 32.78	0.61 0.33	131.95 7.28	709.93 382.94
Carrollton-Hollygrove Multipurpose Senior Citizen Center	2081 2082 6392 9632 9304	700.00 716.00 700.00 712.00 700.00	80.00 80.00 80.00 80.00 80.00	50.00 90.00 50.00 50.00 50.00	114.42 101.79 102.88 107.47 145.70	0.78 1.45 0.50 2.65 1.31	5.29 20.36 0.00 31.35 100.16	950.49 1,009.60 933.38 983.47 1,077.17
Central City Economic Opportunity St. Ctr.	**0760 **0801	669.39 760.42	110.37 126.29	250.00 250.00	105.78 110.98	1.42 0.67	31.47 4.84	1,168.43 1,253.20
Gordon Plaza/Caritas Senior Center	0484 0498	936.06 735.78	222.48 206.20	223.00 223.00	181.31 124.25	0.00 0.00	7.99 0.00	1,570.84 1,289.23

(Continued)

Table 3.8

**AVERAGE MONTHLY TRANSPORTATION OPERATING COSTS
FOR A SAMPLE OF SERVICE AGENCIES THAT USE UMTA 16(B)(2) VEHICLES, 1986
ORLEANS PARISH**

(Unless otherwise indicated, all vehicles are 11-15 passenger vans)
(Continued)

Agency	Vehicle I.D.	Average Monthly Operating Costs (\$)							Total
		Driver Salary	Fringe Benefits	Insurance	Fuel	Oil	Maint. & Rep.		
Lower Algiers Senior Center	4081	750.00	56.00	270.00	86.00	0.00	0.00	1,162.00	
	**1246	750.00	56.00	254.55	82.73	0.00	14.40	1,157.68	
Reality House	6604	535.32	68.28	192.22	37.49	0.00	7.04	840.35	
	7653	535.31	68.28	192.17	117.79	0.00	4.42	917.97	
St. Philip Social Service Center	5483	324.41	0.00	58.34	38.35	1.12	13.27	435.49	
Treme Cultural Enrichment Program	**1711	833.33	55.84	267.00	128.12	4.38	61.74	1,350.41	
	2797	958.35	64.20	267.00	170.04	1.12	0.00	1,460.71	
The Dwelling Place	0734	222.13	6.80	50.00	210.93	2.39	46.18	538.43	
Total Community Action, Inc.	4814	791.04	21.35	101.58	164.43	1.43	8.75	1,088.58	
	7782	366.80	21.35	101.58	146.01	3.67	17.95	657.36	
	7625	366.80	21.35	101.58	123.97	2.40	6.40	622.50	
	7759	366.80	21.35	101.58	142.00	1.00	0.00	632.73	

*9-passenger wagon

**18-21-passenger van

Source: Urban Systems, Inc. Based on monthly reporting data submitted to DOTD for 1986 and conversations with agency representatives.

Archdiocese of New Orleans, which has a large fleet of vehicles in the metropolitan area. On the other hand, senior centers generally have high premiums because they typically purchase their insurance individually, not as a group, and serve elderly clients who are more apt to fall or have accidents boarding the vans. Four senior centers with monthly premiums over \$200 per vehicle are Gordon Plaza/Caritas Senior Center with an average monthly premium of \$223 per vehicle, Lower Algiers with average monthly premiums of \$254 and \$270 per vehicle, Treme Cultural Enrichment Program with monthly premiums of \$267 per vehicle, and Central City with \$250 monthly per vehicle.

Handicapped centers generally pay lower premiums than senior centers, even though the amount of coverage is basically the same. Most agencies carry from \$300,000-\$500,000 liability, comprehensive, collision, and uninsured motorist. The liability coverage for senior centers is more costly than for handicapped centers, principally because of the age of the clientele, who are more prone to have accidents. For example, the Holman Vocational Rehabilitation Center pays an average monthly premium of \$139 for a 13-passenger 1985 Dodge van, while Gordon Plaza/Caritas Senior Center and Treme Cultural Enrichment Program have vans of comparable size and age and pay an average monthly premium of \$223 and \$267, respectively.

Fuel and Oil Costs

Table 3.8 shows, also, a wide variation of fuel costs. While the median average monthly fuel costs per vehicle is \$116.10, the range of fuel costs for the 24 vehicles in our samples extended from a low of \$32.78 to a high of \$210.93. The three most important factors in determining the average monthly fuel costs were vehicle miles, fuel efficiency (measured in miles per gallon), and price per gallon of fuel.

Table 3.9 shows that there are significant differences in the average price paid for a gallon of fuel and in the average miles travelled per gallon of fuel. In Example A, Total Community Action (TCA) paid, on the average, \$104.51 *more* each month for fuel on one vehicle than did Holman for approximately the same amount of travel. TCA paid a much higher monthly fuel bill than did Holman because TCA paid a high average price of \$1.31 per gallon of fuel and had poor fuel efficiency (4.8 miles per gallon), while Holman paid an average of only \$0.84 per gallon of fuel and had a better fuel efficiency (13.6 miles per gallon). Example B shows that TCA paid approximately \$40 *more* monthly for fuel on another vehicle than did Gordon Plaza because of poorer fuel efficiency. TCA averaged 7.6 miles per gallon, while Gordon Plaza averaged 9.4 miles per gallon. In both examples A and B, the vehicles with poorer fuel efficiency were older, and the newer vehicle in Example A was also a smaller vehicle with a smaller engine size. While the Dwelling Place and Holman had approximately the same amount of travel each month (Example C), the Dwelling Place paid an average of \$64.20 *more* each month for fuel because it paid much higher fuel prices - \$0.42 more per gallon of fuel - than did Holman. From these examples, it is clear that the type of fuel used for a vehicle, as well as the age of a vehicle, engine size, and maintenance of a vehicle can have a significant impact on monthly fuel costs.



Table 3.9
Examples of How Fuel Price and Fuel Efficiency
Can Affect Average Monthly Fuel Costs

<u>Example</u>	<u>Agency</u>	<u>Vehicle #</u>	1986		<u>Average Price/Gal.</u>	<u>Average Miles/Gal.</u>
			<u>Fuel Costs</u>	<u>Average Monthly Vehicle Miles</u>		
A	Holman Voc. Rehab. Ctr. Total Community Action, Inc.	0604	\$ 37.49	533.5	\$ 0.84	13.6
		7759	142.00	521.0	1.31	4.8
B	Gordon Plaza/Caritas Total Community Action, Inc.	0498	124.25	1,135.0	1.03	9.4
		4814	164.43	1,146.4	1.09	7.6
C	Holman Voc. Rehab. Ctr. Dwelling Place	2232	146.73	1,437.9	0.83	8.2
		0734	210.93	1,476.1	1.25	8.7

Oil costs varied from vehicle to vehicle, too. Some vehicles appeared to use no oil and had no operating costs for oil, while other vehicles used as much as three quarts a month and had average monthly oil costs of up to \$4.00.

Maintenance and Repair Costs

The 1986 average monthly maintenance and repair costs for most of the 16 (b)(2) vehicles operated in Orleans Parish appear to be very low. Although the average monthly maintenance and repair costs ranged from zero to \$131.95, half of the 24 vehicles reported less than an average of \$8.37 each month for maintenance and repair costs. The average monthly repair bill for all 24 vehicles was only \$25.12.

There are several explanations for the low maintenance and repair costs that were reported to the DOTD. First, there were nine vehicles for which fewer than ten months' data was available. Much of the maintenance and repair work could have been performed only in those months for which there are no data, which would skew the average monthly data. Second, many agencies receive donations of parts and labor to maintain their vehicles. For example, three new tires were donated to Holman in September, 1986, and Treme Cultural Enrichment Program reported maintenance work, engine work, work on the heater and other miscellaneous repairs, all at no charge in February, 1986. Third, many drivers of the 16(b)(2) vehicles also serve as part-time mechanics and perform minor tune-ups, oil changes, and minor repairs in order to reduce the agency's maintenance and repair costs. Fourth, it is possible that agencies are not reporting all their maintenance and repair costs or that they are not performing the routine maintenance items as frequently as they should. For example, the DOTD preventative maintenance checklist for 16(b)(2) vehicles specifies that oil changes be performed every six months or 6,000 miles, but maintenance reports submitted to DOTD showed that only 12 of the 24 vehicles had had at least one oil change in 1986.

Total Operating Costs

The average monthly total operating costs per vehicle ranged from a low of \$382.94 for Holman Vocational Rehabilitation Center to a high of \$3,385.16 for Deaf Resource and Communication Center (DRCC). Variation in driver salaries was the most important reason for the extraordinary range in the total operating costs. On the average, the driver salary comprised 66 percent of the total operating costs. While Holman had an employee who drove only 20 percent of the time and was paid a lower salary, DRCC had professional staff who were paid the same high wages whether they were driving or counseling. Of the eleven agencies sampled, the mean monthly average operating cost in 1986 was \$1,065.75.

Administrative Cost Estimates

Administrative costs for transportation services will vary significantly, depending on the size of the agency and the level of transportation services provided. The DOTD requires that agencies report their administrative costs for transportation services as a percentage of the total expenses. Administrative salaries, telephone, utilities, rent, administrative travel, and insurance (other than vehicle insurance) are included in administrative costs. Thus, as the overhead costs such as rent and utilities increase, or as the level of transportation services increase and more administrative personnel are added, the administrative costs for transportation services will increase.

In Orleans Parish there are examples of agencies with minimal, average and high administrative costs for transportation services. St. Philip Social Service Center is part of the St. Philip the Apostle Church and operates out of one room. The administrative costs for the center are a very small part of the entire church operation, and the transportation service offered through the center (one van) is only one of many services offered at the center. As a result, the administrative costs for transportation services are minimal - less than \$100 a month. Treme Cultural Enrichment Program has its own building, a large older home, and operates two vans and one bus. This center is larger, serving more clients, and provides more transportation, but without a full-time transportation coordinator or dispatcher. Treme is an example of an average size agency in Orleans Parish, and administrative costs for transportation are an estimated \$600 per month. Total Community Action, Inc. (TCA) appears to be the largest agency in Orleans Parish that operates UMTA 16(b)(2) vehicles. TCA has one division that is primarily a transportation service for the elderly, handicapped, and disadvantaged in Orleans Parish; it has four vans, three drivers, a full-time dispatcher, and several other personnel who devote part of their time to administering the transportation program. Thus, the administrative costs for transportation services at TCA are very high - an estimated \$3,500 per month.

Transportation Performance Measures

Five performance measures were selected to evaluate the transportation services provided by agencies that operate UMTA 16(b)(2) vehicles. These measures are as follows for each vehicle:

1. Trips per vehicle mile: the number of average monthly one-way person trips divided by the average monthly miles that the vehicle was driven.
2. Trips per vehicle hour: the number of average monthly one-way person trips divided by the average monthly hours in which the vehicle was operated.
3. Operating cost per person trip: the average monthly operating cost divided by the average monthly one-way person trips.

4. Operating cost per vehicle mile: the average monthly operating cost divided by the average monthly miles that the vehicle was driven.
5. Operating cost per vehicle hour: the average monthly operating cost divided by the average monthly hours that the vehicle was operated.

The measures of person trips per vehicle mile and vehicle hour will indicate how effective the service is in meeting the transportation needs of the elderly and handicapped, while the measures of operating cost per person trip, vehicle mile, and vehicle hour will show how cost-efficient the service is. These five measures, as well as load factor, operating ratio, and annual passengers per service area population, are traditionally used to evaluate paratransit services; however, this study is limited to those measures for which monthly reporting data were available.

Traditionally, an agency's transportation system is evaluated as a whole, but records were available only for vehicles purchased through the UMTA 16(b)(2) program. For this reason, the performance evaluation is on a vehicle-by-vehicle basis rather than a system-by-system basis and covers only the 16(b)(2) vehicles. A further limitation was that the only reliable cost data available were operating cost data. Therefore, the evaluation of cost efficiency is a partial one that addresses operating cost only.

Average monthly statistics were calculated for passenger trips, vehicle miles, vehicle hours, and operating costs for each vehicle in the sample, using monthly operating data submitted to DOTD. The database for trips per vehicle mile and per vehicle hour is given in Appendix F. These average monthly operating statistics were used to derive performance measures (Table 3.10).

Trips Per Vehicle Mile

There are a number of factors that will affect the ratio of person trips per vehicle mile, such as type of service, size of the service area, number of clients served within the service area, types of trips, the amount of service provided, and the frequency of service. The wide range of ratios shown in Table 3.10 for trips per vehicle mile can be explained in part by one or more of these factors.

A small ratio suggests that an agency has a large service area with a small clientele, provides an extensive demand response service, or uses the vehicle for purposes other than transporting clients. For example, Holman Vocational Rehabilitation Center, which has .08 and .19 trips per vehicle mile for its vehicles, picks up those clients only on the west bank who are unable to use public or private transportation. Most of the clients who ride the van to and from the center live in the Avondale area, which is 15-20 miles from the Holman Center.

The median ratio of trips per vehicle mile is .50. Agencies that reported mid-range ratios of trips per vehicle mile included Treme Cultural Enrichment Program (.44), Gordon Plaza/Caritas Center (.44), Reality House (.58), Carrollton-Hollygrove Senior Center (.62), and St. Philip Social Service Center (.63).

TABLE 3.10

AVERAGE MONTHLY OPERATING STATISTICS AND PERFORMANCE MEASURES
FOR A SAMPLE OF SERVICE AGENCIES THAT USE UMTA 16(b)(2) VEHICLES, 1986
ORLEANS PARISH

Agency	Vehicle I.D.	Operating Statistics						Performance Measures					
		No. of Days Veh. Used	Passenger Trips	Vehicle Miles	Vehicle Hours	Oper. Costs	Trips/ Vehicle Mile	Trips/ Vehicle Hour	Oper. Cost/ Vehicle Trip	Oper. Cost/ Vehicle Mile	Oper. Cost/ Vehicle Hour		
Deaf Resource & Communication Center	7590	19.9	261	765.2	86.2	\$3,385.16	.34	3.03	\$12.97	\$4.42	\$39.27		
Holman Vocational Rehabilitation Center	2232 0604	16.7 5.2	275 41	1,437.9 533.5	62.6 13.2	709.93 382.94	.19 .08	4.39 3.11	2.58 9.34	0.49 0.72	11.34 29.01		
Carrollton-Hollygrove Multi-purpose Senior Center	2081 2082 6392 9632 9304	17.5 18.7 14.5 13.3 16.5	615 666 568 432 839	828.6 761.0 637.3 697.8 914.0	(1) (1) (1) (1) (1)	950.49 1,009.60 933.38 983.47 1,077.17	.74 .88 .89 .62 .92	(1) (1) (1) (1) (1)	1.55 1.52 1.64 2.28 1.28	1.15 1.33 1.46 1.41 1.18	(1) (1) (1) (1) (1)		
Central City Economic Opportunity Sr. Citizen Ctr.	0760 0801	14.9 16.0	402 440	560.0 614.6	52.6 64.0	1,168.43 1,253.20	.72 .72	7.64 6.88	2.91 2.85	2.09 2.04	22.21 19.58		
Gordon Plaza/ Caritas Senior Center	0484 0498	20.6 20.9	406 503	1,839.6 1,135.0	(1) (1)	1,570.84 1,289.23	.22 .44	(1) (1)	3.87 2.56	0.85 1.14	(1) (1)		

(Continued)

TABLE 3.10

**AVERAGE MONTHLY OPERATING STATISTICS AND PERFORMANCE MEASURES
FOR A SAMPLE OF SERVICE AGENCIES THAT USE UMTA 16(b)(2) VEHICLES, 1986
ORLEANS PARISH
(Continued)**

Agency	Vehicle I.D.	Operating Statistics					Performance Measures				
		No. of Days Veh. Used	Passenger Trips	Vehicle Miles	Vehicle Hours	Oper. Costs	Trips/ Vehicle Hour	Oper. Cost/ Trip	Trips/ Vehicle Hour	Oper. Cost/ Vehicle Mile	Oper. Cost/ Vehicle Hour
Lower Algiers Senior Center	4081 1246	19.3 19.5	134 687	639.6 627.8	52.4 54.4	\$1,162.00 1,157.68	.21 1.09	\$8.67 1.69	2.56 12.63	\$1.82 1.84	\$22.18 21.28
Reality House	6604 7653	16.2 19.6	227 575	294.3 999.7	(1) (1)	840.35 917.97	.77 .58	3.70 1.60	(1) (1)	2.86 0.92	(1) (1)
St. Philip Social Service Center	5483	18.2	251	395.7	74.0	435.49	.63	1.74	3.39	1.10	5.89
Treme Cultural Enrichment Program, Harmony House	1711 2797	17.5 16.5	706 500	595.2 1,145.7	41.8 42.3	1,350.41 1,460.71	1.19 .44	1.91 2.92	16.89 11.82	2.27 1.27	32.31 34.53
The Dwelling Place, Mercy Hospital	0734	19.4	364	1,476.1	86.4	538.43	.25	1.48	4.21	0.36	6.23
Total	4814	17.0	392	1,146.4	95.8	1,088.58	.34	2.78	4.09	0.95	11.36
Community Action, Inc.	7782 7625 7759	13.0 8.4 6.5	273 161 138	873.7 592.2 521.0	67.8 39.1 30.0	657.36 622.50 632.73	.31 .27 .27	2.41 3.87 4.59	4.03 4.12 4.60	0.75 1.05 1.21	9.70 15.92 21.09

Source: Urban Systems, Inc.

(1) Vehicle hours reported represent agency operating hours rather than hours that the vehicle was in use. Thus, there is no statistic for average monthly vehicle hours and no performance measures for trips/vehicle hour or operating cost/vehicle hour.

A large ratio suggests that an agency provides mostly routine service to a large clientele within a small service area or makes many long distance trips, such as field trips, with the van filled to capacity. Central City Economic Opportunity Corporation, Carrollton-Hollygrove Senior Center, Lower Algiers Senior Center, and Treme Cultural Enrichment Program all reported at least one vehicle with a large ratio of trips per vehicle mile, ranging from .72 to 1.19. Both of Central City's vehicles had large ratios of trips per vehicle mile, and four of Carrollton-Hollygrove's five vehicles in 1986 had large ratios of trips per vehicle mile. All of these agencies provide primarily routine trips to a large clientele in small service areas.

Trips Per Vehicle Hour

The ratio of person trips per vehicle hour range from 2.56 for one of the Lower Algiers Senior Center vehicles to 16.89 for one of the Treme Cultural Enrichment Program vehicles, as shown in Table 3.10. Trips per vehicle hour could not be measured for vehicles operated by Carrollton-Hollygrove Senior Center, Gordon Plaza/Caritas Senior Center, or Reality House, because these three agencies reported agency operating hours instead of vehicle operating hours to DOTD.

The measure of trips per vehicle hour complements that of trips per vehicle mile, and those vehicles with a small ratio of trips per vehicle mile also had a small ratio of trips per vehicle hour. Agencies with mid-range or large ratios of trips per vehicle mile had comparable mid-range or large ratios of trips per vehicle hour. For example, Lower Algiers had one vehicle with .21 trips per mile and 2.56 trips per hour, while Treme had a vehicle with 1.19 trips per mile and 16.89 trips per hour.

Agencies with large service areas and small clientele, some which agencies provided demand response trips, had smaller ratios for both trips per vehicle mile and trips per vehicle hour, while agencies that provided mostly routine service for large clientele in small service areas had larger ratios for both trips per vehicle mile and trips per vehicle hour. For example, Deaf Resource Communication Center, with a large service area, small clientele, and all demand response trips, had .34 trips per mile and 3.03 trips per hour, while Central City Economic Opportunity Senior Center, with mostly routine service to a large clientele in a small service area, had vehicles with .72 trips per mile and 6.88 and 7.64 trips per hour.

Operating Costs Per Person Trip, Per Mile, and Per Vehicle Hour

Table 3.10 also shows operating costs per person trip, per vehicle mile, and per vehicle hour for 24 vehicles operated by the sample of 11 agencies in Orleans Parish. Operating costs ranged from \$1.28 to \$12.97 per person trip, from \$0.36 to \$4.42 per mile, and from \$5.89 to \$39.27 per vehicle hour. The median operating costs per vehicle were \$2.57 per person trip, \$1.20 per mile, and \$21.09 per vehicle hour. Operating costs per vehicle hour were not calculated for vehicles operated by

Carrollton-Hollygrove Senior Center, Gordon Plaza/Caritas Senior Center, and Reality House because vehicle hour data were unavailable.

Although the operating costs per person trip ranged from \$1.28 to \$12.97 per trip, the following breakdown shows that 71 percent of the vehicles in the sample had an operating cost of less than \$3.00 per trip. Nine vehicles (37.5 percent of the sample) had an operating cost of \$1.00-\$1.99 per trip, and eight vehicles (33.3 percent of the sample) had an operating cost of \$2.00-\$2.99 per trip. Only 29 percent of the sample (seven vehicles) had an operating cost of more than \$3.00 per trip.

<u>Operating Cost Per Person Trip</u>	<u>Number of Vehicles</u>	<u>Percent of Sample</u>
\$1.00 - \$1.99	9	37.5%
\$2.00 - \$2.99	8	33.3%
\$3.00 - \$3.99	3	12.5%
\$4.00 - \$4.99	1	4.2%
\$5.00 and over	<u>3</u>	<u>12.5%</u>
Total	24	<u>100.0%</u>

Over 79 percent of the sample vehicles had an operating cost of less than \$2.00 per mile as shown in the following breakdown. Seven vehicles (29.2 percent of the sample) had an operating cost of less than \$1.00 per mile, and twelve vehicles (50 percent of the sample) had an operating cost of \$1.00-\$1.99 per mile. Four vehicles (16.7 percent) had an operating cost of \$2.00-\$2.99 per mile. Only one vehicle had an operating cost of more than \$3.00 per mile.

<u>Operating Cost Per Mile</u>	<u>Number of Vehicles</u>	<u>Percent of Sample</u>
\$ 0 - \$0.99	7	29.2%
\$1.00 - \$1.99	12	50.0%
\$2.00 - \$2.99	4	16.7%
\$3.00 - \$3.99	0	0.0%
\$4.00 - \$4.99	<u>1</u>	<u>4.2%</u>
Total	24	<u>100.1%</u>

There were no operating cost data per vehicle hour for over one-third (37.5 percent) of the sample as shown below. Of those vehicles for which vehicle hour data were available, only three vehicles (12.5 percent of the sample) had an operating cost of less than \$10.00 per hour. Four vehicles (16.7 percent of the sample) had an operating cost of \$10.00-\$19.99 per hour, and five vehicles (20.8 percent of the sample) had an operating cost of \$20.00-\$29.99 per hour.

<u>Operating Cost Per Hour</u>	<u>Number of Vehicles</u>	<u>Percent of Sample</u>
\$ 0 - \$ 9.99	3	12.5%
\$10.00 - \$19.99	4	16.7%
\$20.00 - \$29.99	5	20.8%
\$30.00 - \$39.99	3	12.5%
No data available	<u>9</u>	<u>37.5%</u>
Total	24	<u>100.0%</u>

As expected, when the number of trips, vehicle miles, or vehicle hours increased, the operating costs per mile, per vehicle mile or per vehicle hour decreased. For example, vehicle #9304, operated by Carrollton-Hollygrove Senior Center, had the largest number of average monthly passenger trips (839 trips) and the lowest operating cost per trip (\$1.28), whereas vehicle #0604, operated by Holman Vocational Rehabilitation Center, had the smallest number of average monthly passenger trips (41 trips) and the second highest operating costs per trip (\$9.34). Vehicle #0734, operated by the Dwelling Place, had the most average monthly vehicle miles (1,476.1 miles) and the lowest operating cost per mile (\$0.36), while vehicle #6604, operated by the Reality House, had the fewest average monthly vehicle miles (294.3 miles) and the second highest operating cost per mile (\$2.86). There are a few exceptional cases in which a vehicle had a large number of vehicle hours and also a high operating cost per vehicle hour, simply because the operating costs were so high and the vehicle hours were still relatively few, such as the Deaf Resource and Communication Center. But for most of the vehicles, when the hours increased, the operating costs per hour decreased. Vehicle #0604, operated by Holman Vocational Rehabilitation Center, had the fewest average monthly vehicle hours (13.2 hours) and the second highest operating costs per hour (\$29.01), and vehicle #0734, operated by the Dwelling Place, had the second most average monthly vehicle hours (86.4 hours) and the second lowest operating cost per hour (\$6.23). Despite the enormous range of values, most of the vehicles had high operating costs per person trip, per vehicle mile, and per vehicle hour.

The high operating costs per person trip, per mile, and per hour for most of the 16(b)(2) vehicles in Orleans Parish, as shown in Table 3.10, emphasize the fact that the agencies operating these vehicles are not primarily transportation agencies. Rather, these agencies are primarily educational, nutritional, or social/recreational centers which are in need of some transportation services to transport clients to and from the centers and for a variety of mid-day activities, such as medical trips, field trips or grocery trips. Overall, the vehicles are used only a few hours each day to serve the needs of each agency's limited clientele.



Chapter IV

16(b)(2) Special Transportation Services, Tangipahoa Parish

The following discussion of 16(b)(2) special transportation services in Tangipahoa Parish is divided into four main parts: a general profile of the service agencies, a description of transportation services, an identification of trip origins and destinations, and an operational analysis for 1986.

The sources of information for this discussion included personal interviews, questionnaires, and monthly reporting forms submitted to DOTD. Representatives from each service agency were interviewed and asked to complete a questionnaire that provided valuable information on each agency's transportation policies and operating methods, service area, operating hours, client population, transportation users, scheduling procedures, major origins and destinations, fares, coordination efforts, and other pertinent data. Reporting forms submitted by the two agencies in Tangipahoa Parish were examined and average monthly data were calculated for each agency over a twelve-month period from January of 1986 through December of 1986.

General Profile of Service Agencies

There are two service agencies in Tangipahoa Parish that provide transportation services for the elderly and handicapped using UMTA 16(b)(2) vehicles. These agencies are the Tangipahoa Association of Retarded Citizens (TARC) and the Tangipahoa Voluntary Council on Aging (TVCOA). The TVCOA also operates Section 18 vehicles. Table 4.1 provides a general profile of each agency.

The TARC provides services for handicapped citizens between 1 and 3 years of age and over 21 years of age. Employment, education, and assistance with medical and personal needs are the primary services provided. The TARC center is located in Hammond, and there is also a TARC group home in Hammond.

The TVCOA has senior centers and nutritional sites in Amite, Hammond, Independence, Kentwood, Ponchatoula and Tickfaw. Primary services provided to senior citizens are social and nutritional services, and assistance with medical and personal needs.

Service Areas

Figure 4.1 shows the location and service areas of the TARC and TVCOA. The service area of the TARC is Tangipahoa Parish and the fringes of Livingston, St.

Table 4.1
GENERAL PROFILE OF SERVICE AGENCIES THAT USE UMTA 16(B)(2) VEHICLES
TANGIPAHOA PARISH

<u>Agency</u>	<u>Service Area</u>	<u>Client Population</u>	<u>Eligibility Requirements for Transportation Services</u>	<u>Operating Hours</u>	<u>Number of Vehicles</u>		<u>Fare</u>	<u>Operating Funds</u>
					<u>16(b)(2)</u>	<u>Other</u>		
Tangipahoa Association of Retarded Citizens P. O. Box 1801 Hammond, LA 70404	Tangipahoa Parish and outskirts of Livingston, St. Helena, and St. Tammany Parishes	110	Retarded 1-3 years, 22 and over	Monday-Friday 8:00 A.M.-4:00 P.M.	7	0	None	Title XIX and DHHR Office of Mental Retardation
Tangipahoa Voluntary Council on Aging 106 North Bay Street Amite, LA 70422	Tangipahoa Parish	2,000+	60 years or older	Monday-Friday 8:30 A.M.-4:00 P.M.	5*	5	Contributions	Title XIX, Section 18, and local towns

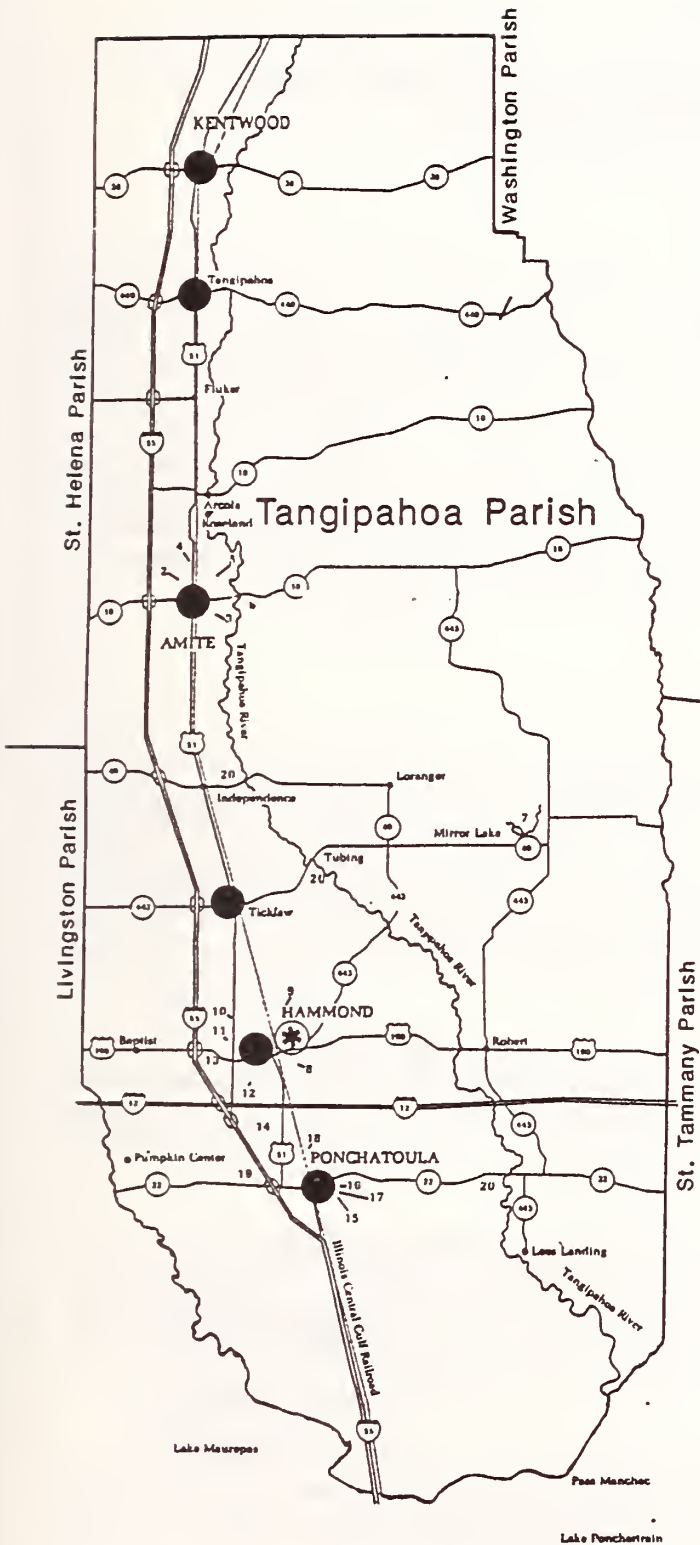
Source: Urban Systems, Inc.

*Two vehicles were purchased through the 16(b)(2) Program and three through the Section 18 Program. Since both programs serve the elderly and handicapped and have the same reporting requirements, Section 18 vehicles have been grouped with the Section 16(b)(2) vehicles for this study.

Figure 4.1

LOCATION MAP AND SERVICE AREA FOR THE TANGIPAHOA ASSOCIATION OF RETARDED CITIZENS (TARC) AND THE TANGIPAHOA VOLUNTARY COUNCIL ON AGING (TVCOA)

- ⊛ TARC CENTER & GROUP HOME
- TVCOA CENTER
(Both TARC and TVCOA serve all of Tangipahoa Parish)



Helena and St. Tammany Parishes which abut Tangipahoa Parish. Tangipahoa Parish is the service area of the TVCOA.

Client Population/Transportation Users

The total client population of the TARC is estimated at 110 persons. Approximately 50 of these persons are between 1 and 3 years of age. The remainder of the clientele is 22 years or older. All the clients are eligible to use the transportation services. It is estimated that approximately 85 clients use the transportation on a regular basis. Three of the clients are confined to wheelchairs.

The TVCOA has a total client population of slightly over 2,000. Eligibility for transportation services is based on income. An estimated 70% of the client population uses the transportation services. The number of clients confined to wheelchairs was unknown, but transportation of these persons was noted as a problem, since only one vehicle is equipped to handle wheelchair clients.

Distribution of Transportation Users

Table 4.2 gives a breakdown of the estimated number of elderly and handicapped persons using transportation services provided by the 16(b)(2) operators in Tangipahoa Parish. The breakdown shows the number of elderly and handicapped transportation users by service agency and by area. Figure 4.2 shows the boundaries of each area. Estimates of the number of transportation users by area were provided by the agencies. The TARC has clients in each of the five areas that use the special transportation services, and the TVCOA has clients in four of the five areas that use the special transportation services.

There are seven clients in the Kentwood Area, five in the Amite Area, 17 in the Independence/Tickfaw Area, 44 in the Hammond Area, and 12 in the Ponchatoula Area that use the special transportation services provided by TARC. In all, there are approximately 85 handicapped persons served by TARC in Tangipahoa Parish with the 16(b)(2) special transportation services.

The TVCOA has an estimated 252 clients in the Kentwood Area, 224 in the Amite Area, 0 in the Independence/Tickfaw Area, 476 in the Hammond Area, and 448 in the Ponchatoula Area that use the special transportation services. In all, there are approximately 1,400 elderly persons served by TVCOA in Tangipahoa Parish with the 16(b)(2) special transportation services. An estimated 200 clients use the transportation services on a regular basis; the rest use the services occasionally.

Figure 4.2 and Table 4.2 show that most clients who use the special transportation services reside in the Hammond or Ponchatoula areas. These two areas are more densely populated than the other three areas and have more elderly who need special transportation services. Most of the transportation users in each area are

Table 4.2

**A Breakdown of the Estimated Number of Elderly and Handicapped Persons
Using 16(b)(2) Special Transportation Services
in Tangipahoa Parish, by Area**

Area I: Kentwood Area*	<u>Estimated Number of Transportation Users</u>		
	<u>Elderly</u>	<u>Handicapped</u>	<u>Total</u>
Tangipahoa Association of Retarded Citizens	-	7	7
Tangipahoa Voluntary Council on Aging	252	-	252
	<hr/>	<hr/>	<hr/>
Area I Total	252	7	259

Area II: Amite Area	<u>Estimated Number of Transportation Users</u>		
	<u>Elderly</u>	<u>Handicapped</u>	<u>Total</u>
Tangipahoa Association of Retarded Citizens	-	5	5
Tangipahoa Voluntary Council on Aging	224	-	224
	<hr/>	<hr/>	<hr/>
Area II Total	224	5	229

Area III: Tickfaw/Independence Area	<u>Estimated Number of Transportation Users</u>		
	<u>Elderly</u>	<u>Handicapped</u>	<u>Total</u>
Tangipahoa Association of Retarded Citizens	-	17	17
Tangipahoa Voluntary Council on Aging	-	-	-
	<hr/>	<hr/>	<hr/>
Area III Total		17	17

(Continued)

Table 4.2

A Breakdown of the Estimated Number of Elderly and Handicapped Persons
Using 16(b)(2) Special Transportation Services
in Tangipahoa Parish, by Area
(Continued)

Area IV: Hammond Area	<u>Estimated Number of Transportation Users</u>		
	<u>Elderly</u>	<u>Handicapped</u>	<u>Total</u>
Tangipahoa Association of Retarded Citizens	-	44	44
Tangipahoa Voluntary Council on Aging	476	-	476
Area IV Total	476	44	520

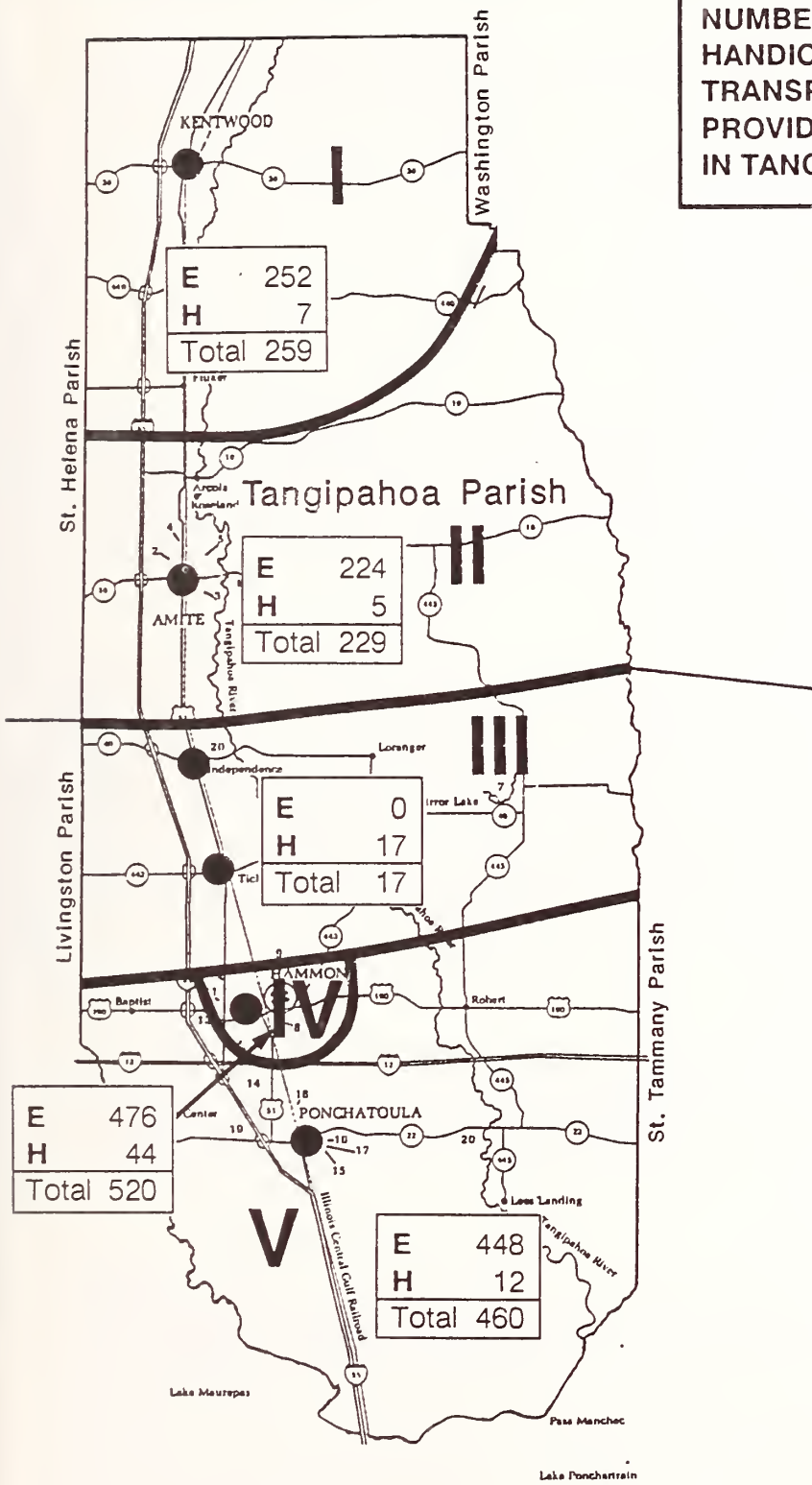
Area V: Ponchatoula Area	<u>Estimated Number of Transportation Users</u>		
	<u>Elderly</u>	<u>Handicapped</u>	<u>Total</u>
Tangipahoa Association of Retarded Citizensd	-	12	12
Tangipahoa Voluntary Council on Aging	448	-	448
Area V Total	448	12	460
Tangipahoa Parish Total	1,400	85	1,485

*Boundaries for the five areas are shown in Figure 4.2.

Source: Urban Systems, Inc. Estimated number of transportation users is based on estimates provided by the two 16(b)(2) operators in Tangipahoa Parish.

Figure 4.2

DISTRIBUTION OF THE ESTIMATED NUMBER OF ELDERLY AND HANDICAPPED PERSONS USING TRANSPORTATION SERVICES PROVIDED BY 16 (b)(2) OPERATORS IN TANGIPAHOA PARISH



Source: URBAN SYSTEMS, INC.
 BASED ON ESTIMATES PROVIDED
 BY 16 (b)(2) OPERATORS IN
 TANGIPAHOA PARISH



the elderly TVCOA clients. The percentage breakdown by area of the total transportation users is as follows:

<u>Area</u>	<u>Percentage of Total Users by Area</u>
I	17.5
II	15.4
III	1.1
IV	35.0
V	<u>31.0</u>
	100.0

There are an estimated 1,485 total clients who use the special transportation provided by 16(b)(2) operators in Tangipahoa Parish. Of this total, an estimated 1,400 are elderly individuals, and an estimated 85 are handicapped persons. Thus in Tangipahoa Parish, an estimated 94 percent of these transportation users are elderly, while an estimated 6 percent are handicapped.

Special Service Requirements

Both the TARC and the TVCOA in Tangipahoa Parish have clients with special transportation service needs. The TARC has an estimated 50 clients who are between one and three years of age. These clients are ambulatory but require an escort when traveling on 16(b)(2) vehicles. The other TARC clients are older and able to travel without an escort. The TVCOA has elderly clients who are not ambulatory. This is a problem because there are wheelchair clients in all areas of the parish but only one vehicle equipped to handle wheelchair clients.

Operating Hours

Both the TARC and TVCOA operate Monday through Friday. The TARC transportation service operates from 8:00 a.m. to 4:00 p.m., although service to outlying areas may begin earlier and end later in the day. The TVCOA operates its transportation service from 8:30 a.m. to 4:00 p.m.

Fare

The TARC charges no fare for transportation services. The TVCOA charges no fare but does accept contributions.

Operating Funds

The TARC receives transportation operating funds from the Department of Health and Hospitals, Office of Mental Retardation and from Title XIX. The TVCOA receives operating funds from Title XIX, Section 18 and the local towns where service is provided.

Transportation Services

The following discussion of transportation services provided by TARC and TVCOA includes an inventory of vehicles, types of transportation service provided, service by time of day, scheduling procedures, and allowable trips. Table 4.3 provides a summary of the 16(b)(2) special transportation services in Tangipahoa Parish.

Vehicle Inventory

The TARC operates six Section 16(b)(2) vehicles for client transportation on a regular basis. There is one more vehicle that TARC is in the process of disposing. The TVCOA operates ten vehicles; five of these are private cars used by staff members. Two of the vehicles owned by TVCOA are Section 16(b)(2) vehicles and three are Section 18 vehicles.

The UMTA Section 16(b)(2) and Section 18 fleet in Tangipahoa Parish consists of models from 1982 to 1986, most of which are Ford. Seven of the twelve vehicles are 1985 or newer. The TVCOA operates five mid-sized vans, each seating between 11 and 15 passengers. The TARC operates seven vehicles, four of which are large and seat 18-20 passengers each. The other three vehicles are mid-sized vans and each seats 11-15 passengers.

Few of the vehicles will accommodate wheelchairs; the TARC has four vehicles with a lift and the TVCOA has only one vehicle with a lift.

Types of Transportation Services

Although serving different clientele, both agencies in Tangipahoa Parish provide similar types of transportation services. Both agencies provide service Monday through Friday on a regular basis. A very small number of trips on an infrequent basis are made on Saturday and Sunday by the agencies. Routine trips to bring clients to service centers and demand response trips for doctor appointments, shopping, paying bills, etc., are made by both agencies. The majority of trips carried are routine ones bringing clients to the service centers in the morning and taking them home in the afternoon. These types of trips constituted 90% and 75% of trips for the TARC and TVCOA, respectively. Table 4.3 summarizes the types of service offered in Tangipahoa Parish.

Table 4.3
**TRANSPORTATION SERVICES PROVIDED BY AGENCIES
 THAT USE UMTA 16 (B)(2) VEHICLES
 TANGIPAHOA PARISH**

Agency	Vehicle Inventory			Type of Transportation Service		Service by Time of Day		Scheduling Procedures	Type of Allowable Trips
	Type of Vehicle	Total No. of Seats	No. of Wheelchair Spaces	Routine Trips	Demand Response Trips	Routine Trips	Demand Response Trips		
Tangipahoa Association of Retarded Citizens	1985 Ford Van (UMTA)	12	1	90%	10%	M-F Pickup: 6-9 a.m. Take Home: 3-6:30 p.m.	M-F 9 a.m.-3 p.m.	Fixed schedule (clients call only if not coming in that day). Demand response trips scheduled by supervisors as needed.	Educational (homes to school), employment, trip to day care programs, and all trips for clients in community homes
	1985 Ford Van (UMTA)	12	2						
	1985 Ford Busette (UMTA)	14	0						
	1984 Chev. Busette (UMTA)	18	0						
	1986 Chev. Busette (UMTA)	20	1						
	1983 Ford Busette (UMTA)	20	0						
	1982 Chev. Van (UMTA)	20	1						
	1983 Dodge Van (UMTA)	10	1						
Tangipahoa Voluntary Council on Aging	1986 Ford Van (UMTA)	13	0	75%	25%	M-F Pickup: 9-11 a.m. Take Home: 2-4 p.m.	M-F 10 a.m.-2 p.m.	Fixed schedule (clients call only if not coming in that day). 24-hour advance notice for demand response trips.	Social/nutritional (homes to center), medical, grocery shopping, to pay bills
	1985 Ford Van (UMTA)	13	0						
	1983 Dodge Van (UMTA)	11	0						
	1985 Ford Van (UMTA)	13	0						
	1985 Ford Van (UMTA)	13	0						

Source: Urban Systems, Inc.



Service by Time of Day

The Tangipahoa Association of Retarded Citizens (TARC) and Tangipahoa Voluntary Council on Aging (TVCOA) provide three types of trips for their clients: 1) morning pickup trips, 2) afternoon return home trips, and 3) individual demand response trips. Morning pickup trips are made between 6:00 a.m. and 9:00 a.m. for TARC clients and between 9:00 a.m. and 11:00 a.m. for TVCOA clients. Afternoon return home trips are made between 3:00 p.m. and 6:30 p.m. for TARC clients and between 2:00 p.m. and 4:00 p.m. for TVCOA clients. Individual demand response trips are made between 9:00 a.m. and 3:00 p.m. for TARC clients and between 10:00 a.m. and 2:00 p.m. for TVCOA clients. The TARC estimates that 90% of all trips are either morning pickup or afternoon return home trips, and that only 10% are demand response trips. The TVCOA estimates that 75% of all trips are either morning pickup or afternoon return home trips, and that only 25% are demand response trips.

Table 4.3 summarizes the transportation service hours.

Scheduling Procedures

Both agencies are very aware of which clients need transportation services. The TARC, in particular, has a very set clientele and, unless a change in transportation need occurs for a particular client, the client will be picked up every day. Since demand response trips originate at TARC centers or group homes, scheduling of these is handled at these locations.

The TVCOA has a basic group of clients which is picked up on a daily basis and brought to and from centers. Other persons needing transportation to a center on a particular day must call the center 24 hours in advance. Persons requiring non-routine transportation (demand response trips) are encouraged to request the trip 24 hours in advance.

Table 4.3 summarizes scheduling procedures.

Allowable Trips

The type of trip allowed by both the TARC and TVCOA is primarily governed by priorities within each agency. When trip demand is low, some trips which would normally not be served would be provided.

Trips to senior centers for meals are the primary type of trip allowed by the TVCOA. These are routine and usually transport basically the same clientele each day. Demand response trips are allowed for doctor appointments, grocery shopping and to pay bills. Other trips are allowed as space and time permits.

The TARC allows trips to their centers for education and employment and also transports clients to jobs in area businesses. Infants are also transported to the TARC's day care programs. General transportation is provided for clients in community homes.

Table 4.3 summarizes allowable trip types.

Origin and Destination of Trips

The major trip origins for the two 16(b)(2) operators in Tangipahoa Parish are the clients' homes located throughout the parish (Table 4.4). Major areas where trips originate include Kentwood, Amite, Independence, Tickfaw, Hammond and Ponchatoula. The TARC also picks up a few clients who live in Springfield and Albany, located in Livingston Parish.

The major trip destinations for the two 16(b)(2) operators in Tangipahoa Parish are the two TARC centers in Hammond, and the TVCOA centers or nutrition sites in Amite, Hammond, Independence, Kentwood, Ponchatoula, and Tickfaw. The TARC also provides individual trips for clients from the centers to job sites and doctors' offices. The TVCOA provides individual trips for clients from the centers to doctors' offices.

Table 4.4		
Major Origins and Destinations of Trips Provided by 16(b)(2) Operators, Tangipahoa Parish		
<u>Agency</u>	<u>Major Origins</u>	<u>Major Destinations</u>
1. Tangipahoa Assoc. of Retarded Citizens (TARC)	Clients' homes located throughout the parish	Two TARC centers in Hammond, job sites, doctors' offices
2. Tangipahoa Voluntary Council on Aging (TVCOA)	Clients' homes located throughout the parish	Senior centers in Amite, Hammond, Independence, Tickfaw, Ponchatoula, Kentwood; doctors' offices
<i>Source: Urban Systems, Inc. Based on interviews with 16(b)(2) operators in Tangipahoa Parish.</i>		

Operational Analysis

The following operational analysis for the special transportation services provided by TARC and TVCOA includes a ridership profile, a trip profile, a discussion of

operating costs for transportation services, and an evaluation of transportation performance measures.

The operational analysis is based on an evaluation of all Section 16(b)(2) and Section 18 vehicles operated by TARC and TVCOA. The study period for this analysis was January of 1986 through December of 1986, because this was the last full year for which data were available at the time this study began. Average monthly data for 1986 is used for all parts of the operational analysis.

Ridership Profile

Passengers transported by the two agencies using Section 16(b)(2) and 18 vehicles in Tangipahoa Parish fall into two categories. Elderly and handicapped are the only passenger categories reported by the agencies. Table 4.5 summarizes the ridership profile for each agency.

The TVCOA listed all clients as elderly. Based on monthly reports, an average of 3,200 total passenger trips are made each month by TVCOA vehicles. The TARC reported only handicapped category passenger trips. Monthly reports indicate average monthly passenger trips at 2,657 for the agency.

Monthly trips per vehicle vary widely for both agencies. The TARC had one vehicle averaging a high of 528 trips per month, while another averaged 191 trips per month, which was the lowest monthly average. The average for all TARC vehicles was about 380 passenger trips per month.

The TVCOA had one vehicle which averaged 1,099 trips per month on the high end and one averaging 240 trips per month on the low end. The average for all vehicles was 640 passenger trips per month.

Trip Profile

Table 4.6 lists the average monthly trips per vehicle according to trip purpose. Three major trip purposes are represented in the vehicle trip logs for Tangipahoa Parish. These are nutrition, return home and other trips. As expected, return home trips constitute almost 50% of the passenger trips (46%). Nutritional trips constitute 25% and other trips 23%. The two remaining trip purposes represented are medical and employment. Trips in the other category include trips to work rehabilitation centers which the TARC operates.

Operating Costs for Transportation Services

Based on information contained in reports submitted by the TARC and TVCOA to the Department of Transportation and Development average monthly operating costs for the Sections 16(b)(2) and 18 vans in the parish were calculated. These

Table 4.5

RIDERSHIP PROFILE FOR SERVICE AGENCIES THAT USE UMTA 16(B)(2) VEHICLES, 1986
TANGIPAHOA PARISH

Agency	Vehicle I.D.	Average Monthly Trips by Passenger Category ¹				
		Elderly	Handicapped	Other	Escort	
Tangipahoa Association of Retarded Citizens	5953	0	432	0	0	432
	0501	0	367	0	0	367
	2780	0	528	0	0	528
	1056*	0	243	0	0	243
	7326*	0	376	0	0	376
	2099*	0	191	0	0	191
	4432	0	520	0	0	520
Tangipahoa Voluntary Council on Aging	5572*	452	0	0	0	452
	2086	561	0	0	0	561
	8182	240	0	0	0	240
	3132	1099	0	0	0	1099
	0494	848	0	0	0	848
Total Average Monthly Trips by Passenger Category in Tangipahoa Parish		3,200	2,657	0	0	5,857

¹ Average monthly figures are based on those months for which data were available. The vehicles for which fewer than ten months of data were available have been asterisked. Vehicles #2099, and #5572 were new vehicles received by the agencies in mid-year. The other vehicles appear to have been used all year.

Source: Urban Systems, Inc., and the Regional Planning Commission. Based on the Monthly Vehicle Trip Summary Logs submitted by each agency for 16(b)(2) vehicles to DOTD.

Table 4.6

TRIP PROFILE FOR SERVICE AGENCIES
WITH UMTA 16(B)(2) VEHICLES, 1986
TANGIPAHOA PARISH

Agency	Vehicle I.D.	Average Monthly Trips by Trip Purpose								Return Home	Other ¹	Total
		Medical	Employment	Nutrition	Social/ Recreation	Education	Shopping	Home	Other ¹			
Tangipahoa Association of Retarded Citizens	5953	0	0	0	0	0	0	0	0	216	216	432
	0501	0	6	0	0	0	0	0	0	177	184	367
	2780	0	0	0	0	0	0	0	0	264	264	528
	1056	0	87	0	0	0	0	0	0	35	121	243
	7326	0	0	0	0	0	0	0	0	188	188	376
	2099	0	76	0	0	0	0	0	0	20	95	191
4432	0	56	0	0	0	0	0	0	204	260	520	
Tangipahoa Voluntary Council on Aging	5572	0	0	226	0	0	0	0	0	226	0	452
	2086	0	0	281	0	0	0	0	0	280	0	561
	8182	115	0	5	0	0	0	0	0	120	0	240
	3132	0	0	545	0	0	0	0	0	554	0	1,099
	0494	0	0	424	0	0	0	0	0	424	0	848
Total Average Monthly Trips by Trip Purpose in Tangipahoa Parish		115	225	1,481	0	0	0	0	0	2,708	1,328	5,857

¹ Other trips include trips to work rehabilitation centers.

Source: Urban Systems, Inc., and the Regional Planning Commission.
Based on the Monthly Vehicle Trip Summary Logs submitted by each agency for 16(b)(2) vehicles to DOTD.



Table 4.7

**AVERAGE MONTHLY TRANSPORTATION OPERATING COSTS
FOR SERVICE AGENCIES THAT USE UMTA 16(B)(2) VEHICLES, 1986
TANGIPAHOA PARISH**

(Unless otherwise indicated, all vehicles are 11-15 passenger vans)

Agency	Vehicle I.D.	Average Monthly Operating Costs (\$)							
		Driver Salary	Fringe Benefits	Insurance	Fuel	Oil	Maint. & Rep.	Total	
Tangipahoa Association of Retarded Citizens	5953	475.00	0.00	267.73	314.37	9.32	28.44	1,094.86	
	0501	475.00	0.00	261.16	302.95	7.68	40.75	1,087.54	
	2780	878.00	0.00	261.16	297.59	9.88	23.90	1,470.53	
	*1056	135.00	0.00	230.24	77.38	2.30	4.39	449.31	
	*7326	475.00	0.00	333.33	418.61	10.19	26.42	1,263.55	
	*2099	130.00	0.00	189.00	63.50	3.38	33.46	419.34	
	*4432	350.00	0.00	254.60	291.90	13.57	128.00	1,038.07	
Tangipahoa Voluntary Council on Aging	5572	364.65	26.07	267.32	71.57	3.00	2.36	734.97	
	2086	458.04	32.75	244.51	172.25	3.07	95.44	1,006.05	
	8182	624.75	44.67	256.43	174.83	0.33	24.34	1,125.35	
	3132	545.60	39.01	283.24	167.14	0.42	82.02	1,117.43	
	0494	471.53	33.71	230.97	133.33	1.18	59.90	930.64	

*18-20 passenger vans

Source: Urban Systems, Inc. Based on monthly reporting data submitted to DOTD for 1986 and conversations with agency representatives.

operating costs for each agency are summarized in Table 4.7 and discussed in the following sections.

Driver Salary and Fringe Benefits

Listed driver salaries for the TVCOA and TARC range from \$135.00 to \$878.00 per month. The average monthly salary for the TVCOA is \$492.91 and for the TARC \$416.85. Most of the drivers only perform driving duties, and thus the agencies do not pay the drivers high salaries. Only the TVCOA listed fringe benefits for their drivers. The fringe benefits averaged \$35.24 per month. The results are an average labor cost of \$528.15 per month for TVCOA drivers. Without any fringe benefits reported, the TARC's average monthly labor cost is the average monthly salary of \$416.85.

Insurance Costs

Monthly insurance cost for the TVCOA per vehicle averaged \$256.49. The monthly vehicle insurance cost for the TARC is \$256.74. The TVCOA purchases insurance through the state Councils on Aging Association group plan. Although costs are not significantly lower than the TARC, the TVCOA rates reflect a major accident an agency vehicle had a few years ago. Rates are expected to decrease further when this accident is taken off the agency's records.

Fuel and Oil Costs

Fuel and oil costs for the Tangipahoa Parish agencies reflect the large number of miles the vehicles are driven. The rural nature of the parish with low population densities requires longer trips for client transportation than is experienced in an urbanized area. Monthly fuel costs for the two agencies reflect the high monthly mileage the vans are driven. The average monthly fuel cost for the TARC vans was \$111.62. This average is somewhat misleading, since two of the vehicles had monthly costs of only \$77.38 and \$63.50. The average monthly fuel cost for the vehicles which are utilized on a frequent basis was \$325.08.

The average monthly fuel cost for TVCOA vehicles was \$143.82. If the vehicle with the lowest average monthly cost is eliminated, this average rises to \$161.89.

Comparisons of the average fuel cost per mile reveal that both agencies are relatively close. The average fuel cost per mile for the TARC was \$0.10 and for the TVCOA was \$0.12. The slight difference is probably due to the fact that more TVCOA vans operate in rural areas where fuel costs are higher.

Oil costs for the TARC were much higher than for the TVCOA. The TARC monthly oil costs averaged \$8.04, compared to an average cost of \$1.60 at the TVCOA. It is difficult to determine why there is such a cost difference between the agencies. Possible explanations are a more aggressive preventive maintenance

program at TARC, oil costs not properly reported by the TVCOA, or vehicles which TARC operates are using a lot of oil.

Maintenance and Repair Costs

Maintenance and repair costs reported for vehicles in both agencies appear to be very low. Both agencies reported a great number of problems with their vehicles when interviewed. The average monthly costs for each agency do not reflect a high rate of repairs or maintenance. The TARC monthly average was \$40.76. This figure projected over a 12-month period yields less than five hundred dollars per year spent on repairs and maintenance for each vehicle.

The TVCOA monthly maintenance and repair average is \$52.81. This amount projected over twelve months is about \$634.00 per van.

Based on discussions with each agency, it appears that maintenance and repair costs are being under-reported.

Total Operating Costs

Total operating costs for the vehicles represent driver salary, fringe benefits, insurance, fuel, oil, and maintenance and repairs. The average monthly operating cost for TARC per van was \$974.74. The average monthly operating cost for the TVCOA was \$982.89. These average costs are relatively close, considering that TVCOA vans traveled approximately 1,000 miles per van less than TARC vans during the reporting period. The higher labor, fuel, and maintenance and repair costs at TVCOA probably account for the close total cost, even though the TVCOA's vehicles clocked fewer miles each month than did TARC.

Transportation Performance Measures

Operating statistics and performance measures were used to attempt to measure the efficiency and effectiveness of the vehicles in the 16(b)(2) program. A summary of this information is provided in Table 4.8. This information is discussed in the following sections.

Trips Per Vehicle Mile

Trips per vehicle mile in Tangipahoa Parish are generally lower than those found in urbanized areas. This is due to the larger geographical area which both agencies serve and the low density development in the parish. The average trips per vehicle mile for the TARC was .16. The average trips per vehicle mile for the TVCOA was .69. This higher ratio reflects the fact that the TVCOA has senior centers spread throughout the parish and does not bring all its clients to Hammond.

TABLE 4.8

AVERAGE MONTHLY OPERATING STATISTICS AND PERFORMANCE MEASURES
FOR SERVICE AGENCIES THAT USE UMTA 16(b)(2) VEHICLES, 1986
TANGIPIAHOA PARISH

Agency	Vehicle I.D.	Operating Statistics					Performance Measures					
		No. of Days Veh. Used	Passenger Trips	Vehicle Miles	Vehicle Hours	Oper. Costs	Trips/Vehicle Hour	Oper. Cost/Vehicle Trip	Trips/Vehicle Hour	Oper. Cost/Vehicle Mile	Trips/Vehicle Hour	Oper. Cost/Vehicle Hour
Tangipahoa Association of Retarded Citizens	5953	22.2	432	3,047.2	119.3	\$1,094.86	.142	\$2.53	3.62	\$0.36	\$9.18	
	0501	20.0	367	3,176.3	127.3	1,087.54	.116	2.96	2.88	0.34	8.54	
	2780	20.3	528	3,421.3	141.2	1,470.53	.154	2.79	3.74	0.43	10.41	
	1056	18.0	243	1,520.7	40.5	449.31	.160	1.85	6.00	0.30	11.09	
	7326	16.6	376	3,548.0	142.7	1,263.55	.106	3.36	2.64	0.36	8.85	
	2099	16.0	191	524.2	37.4	419.34	.364	2.20	5.11	0.80	11.21	
	4432	18.0	520	1,677.1	101.2	1,038.07	.310	2.00	5.14	0.62	10.26	
Tangipahoa Voluntary Council on Aging	5572	19.3	452	351.1	(1)	734.97	1.544	1.63	(1)	2.09	(1)	
	2086	19.6	561	1,823.5	(1)	1,006.05	.308	1.79	(1)	0.55	(1)	
	8182	19.3	240	1,296.6	(1)	1,125.35	.185	4.69	(1)	0.87	(1)	
	3132	20.2	1,099	1,613.5	(1)	1,117.43	.681	1.02	(1)	0.69	(1)	
	0494	20.9	848	1,153.9	(1)	930.64	.735	1.10	(1)	0.81	(1)	

Source: Urban Systems, Inc.

(1) Vehicle hours reported for Tangipahoa Voluntary Council on Aging represent agency operating hours rather than hours that a vehicle was in use. Thus, there is no statistic for average monthly vehicle hours and no performance measures for trips/vehicle hour or operating cost/vehicle hour.

Trips Per Vehicle Hour

The ratio of trips per vehicle hour could not be determined for the TVCOA because of a lack of data in the TVCOA reports.

The ratio of trips per vehicle hour for the TARC varies from a high of 6.0 to a low of 2.64. The higher ratio is probably for vehicles operating in the areas closest to the TARC centers in Hammond. The overall trip per vehicle hour ratio for the TARC was 3.74.

Operating Costs Per Person Trip, Per Mile, and Per Vehicle Hour

The operating cost per person trip generally reflects the load factor on a vehicle. Those vehicles carrying more passengers will usually have a lower cost per person trip. The operating cost per person trip for the TARC ranged from a low of \$1.85 to a high of \$3.36. The average operating cost per person trip for all the TARC vehicles was \$2.56.

The TVCOA operating cost per person trip ranged from a low of \$1.02 to a high of \$4.69. The average operating cost per person trip for all TVCOA vehicles was \$2.05.

When the operating cost per vehicle mile is examined for the two agencies, the cost is relatively low compared to urban areas. This is probably because of the high mileage the vehicles travel to transport clients.

The TARC showed a cost per vehicle mile as low as \$0.30 and as high as \$0.80. For the TARC fleet, the average cost per vehicle mile was \$0.40.

TVCOA cost per vehicle mile ranged from \$0.55 to \$2.09. Only one vehicle was over \$1.00, that being the \$2.09. The fleet average for the TVCOA was \$1.00.

The operating cost per vehicle hour for the TARC vehicles ranged from \$8.54 to \$11.21. The average operating costs per vehicle hour for all TARC vehicles were \$9.93. The operating cost data per vehicle hour were unavailable for the TVCOA.

Chapter V

Comparison of 16(b)(2) Special Transportation Services, in Orleans and Tangipahoa Parishes

In the first part of this chapter, a comparison is made of the 16(b)(2) special transportation services provided in Orleans and Tangipahoa Parishes; the comparison is drawn from the operational analysis data presented in Chapters III and IV. Specifically, this comparison will examine similarities and differences in ridership and trip patterns, trip origins and destinations, and transportation performance measures between Orleans Parish, an urban area, and Tangipahoa Parish, a rural area. Based on the operational analyses of special transportation services in both parishes, a number of system deficiencies were identified. In the second part of the chapter, system deficiencies are grouped into three major problem areas for discussion purposes. These problem areas are demand/supply relationships, cost of service, and coordination. The third and last part of this chapter will address an estimation of the demand for special transportation services in Orleans and Tangipahoa Parishes.

Operational Analysis

There are some general differences between the 16(b)(2) special transportation services provided in Orleans Parish and Tangipahoa Parish. Some of these differences exist because urban areas have service needs that are distinct from those in rural areas. For example, urban areas have concentrated, high density populations within relatively small areas. Rural areas have dispersed population pockets over larger areas. Orleans Parish represents an urban area, and Tangipahoa Parish represents a rural area. Yet, there are other differences that are unrelated to the geographic differences of rural and urban areas. There are also some similarities because the same kinds of agencies exist in both parishes and are generally organized the same way in both parishes. The following comparison of the transportation services provided to the elderly and handicapped in Orleans Parish and Tangipahoa Parish with Section 16(b)(2) vehicles (or Section 18 vehicles) is drawn from the operational analysis data provided earlier in this report.

As expected, there were more agencies operating more vehicles in Orleans Parish than in Tangipahoa Parish. In 1986-87, there were 21 agencies operating 31 16(b)(2) vehicles in Orleans Parish and only two agencies operating 12 Section 16(b)(2) or Section 18 vehicles in Tangipahoa Parish. Likewise, the estimated client population in Orleans Parish was significantly greater than that in Tangipahoa Parish. The agencies in Orleans Parish estimated their client population to be 49,500, while agencies in Tangipahoa Parish estimated theirs to be 2,100. The agencies in Orleans Parish also estimated a higher absolute number of transportation users (2475) than did those in Tangipahoa Parish (1485), but the agencies in Tangipahoa estimated that they provided transportation to a higher

percentage of their client population than did Orleans Parish. Whereas the agencies in Tangipahoa Parish estimated that 71 percent of the client population used the available transportation, the agencies in Orleans Parish estimated that only 5 percent of their client population used the available transportation.

Ridership and Trip Differences

An analysis of the monthly trip summary logs for 1986 showed several noticeable differences between the number of trips, the types of passengers, and the types of trips in Orleans and Tangipahoa Parishes. Overall, the vehicles operated in Tangipahoa Parish had a greater average number of trips per vehicle each month than did the vehicles in Orleans Parish. The average number of monthly trips per vehicle for all vehicles in Tangipahoa Parish was 488, while the average number of monthly trips per vehicle for all vehicles in Orleans Parish was 411. The range of average monthly trips per vehicle also showed that individual vehicles in Tangipahoa Parish generally had a greater number of trips than did the vehicles in Orleans Parish. In Tangipahoa Parish, the range of average monthly trips per vehicle for all vehicles was 191-1099, whereas the range of average monthly trips per vehicle for all vehicles in Orleans Parish was 41-839.

The agencies in Orleans Parish reported a larger percentage of elderly passengers and a smaller percentage of handicapped passengers than did the agencies in Tangipahoa Parish. In Orleans Parish, 88% of the average monthly passenger trips were taken by elderly persons, while in Tangipahoa Parish only 55% of the average monthly trips were taken by elderly persons. Only 10% of the average monthly trips in Orleans Parish were taken by handicapped persons, but in Tangipahoa Parish 45% of the trips were taken by handicapped persons. Where the trips in Tangipahoa Parish were more evenly divided among the elderly and handicapped persons, the trips in Orleans Parish were primarily taken by elderly individuals.

The types of trips taken in Orleans and Tangipahoa Parishes were similar in several categories, yet different in others. The return home trips and nutrition trips were the two most important types of trips in both parishes, and the percentage breakdown for these trips was comparable in both parishes. In Orleans Parish 42% of all trips were return home trips, and in Tangipahoa Parish 46% were return home trips. In Orleans Parish 27% of all trips were nutrition trips, and in Tangipahoa Parish 25% were nutrition trips. Medical trips made up only 2% of all trips in each parish. However, there were no similarities between the two parishes for social/recreation trips, shopping trips, and education trips. Agencies in Tangipahoa Parish recorded no social/recreation trips or shopping trips, while agencies in Orleans Parish recorded 16% of all trips as social/recreation trips and 4% of all trips as shopping trips. Since the "other" category of trips included primarily training at adult day care centers and work rehabilitation centers and the education category included training at vocational rehabilitation centers as well as other education programs, the "other" category was combined with the education category for a more useful comparison between parishes. In Tangipahoa Parish, 23% of all trips were education or "other" trips, while only 8% were education or "other" trips in Orleans Parish.

Comparison of Average Transportation Operating Costs

The average operating costs for driver salaries, vehicle insurance, fuel, and maintenance and repairs among agencies in Orleans Parish were different from those reported by agencies in Tangipahoa Parish. Although a few agencies in Orleans Parish reported low driver salaries of less than \$500 per month, most paid significantly higher salaries because drivers were employed full-time and performed other duties at the agency centers when not driving. In one instance, agency drivers were professional counselors and interpreters. The average monthly driver salary in Orleans Parish was \$712. In Tangipahoa Parish, the drivers were employed part-time and worked only as drivers. As a result, the average monthly driver salary was only \$455 in Tangipahoa Parish. Average monthly vehicle insurance costs, on the other hand, tended to be lower among agencies in Orleans Parish than among agencies in Tangipahoa Parish. Several agencies in Orleans Parish had monthly group rates as low as \$50 per vehicle. The average monthly insurance premium for vehicles in Orleans Parish was \$146. Only 8 of the 24 vehicles in Orleans Parish had monthly rates that exceeded \$200 per vehicle. In Tangipahoa Parish the average monthly insurance premium was \$257 per vehicle, with only one vehicle having a monthly rate that was less than \$200 per month. The higher road mileage of TARC vehicles in Tangipahoa Parish combined with several serious accidents appear to be the main reasons for the higher vehicle insurance costs in Tangipahoa Parish.

Fuel costs were higher in Tangipahoa Parish than in Orleans Parish. The TARC in Tangipahoa Parish, which has only one center in Hammond and whose drivers must travel throughout the parish to pick up clients, had the highest average fuel costs. The average monthly fuel costs of the vehicles operated by TARC was \$252 per vehicle. The TVCOA in Tangipahoa Parish, which has six centers and smaller service areas for each center, had a lower average monthly fuel cost of \$144 per vehicle. However, the average monthly fuel costs for the TVCOA vehicles were still higher than the average fuel costs for vehicles in Orleans Parish. The average monthly fuel costs of the vehicles in Orleans Parish was only \$117. Vehicles operated in Tangipahoa Parish, the rural parish, clocked more average miles than did those in Orleans Parish, which explains the higher fuel costs in Tangipahoa Parish. The average monthly miles per vehicle in Tangipahoa Parish was 1,929, whereas the average monthly miles per vehicle in Orleans Parish was only 835.

The maintenance and repair costs in Tangipahoa Parish were greater than those costs in Orleans Parish, which may also be a function of greater road mileage. The average monthly maintenance and repair cost per vehicle for all vehicles in Tangipahoa Parish was \$48, which is almost twice the average monthly maintenance and repair cost of \$25 per vehicle for all vehicles in Orleans Parish. Surprisingly, Tangipahoa Parish has a newer vehicle fleet than did Orleans Parish. Whereas 58% of the vehicles in Orleans Parish was 1981 year models or older, 58% of the vehicles in Tangipahoa Parish was 1985 year models or newer. Both parishes had predominantly mid-sized vans.

Comparison of Transportation Performance Measures

The transportation performance measures used in the operational analysis of vehicles in Orleans Parish and Tangipahoa Parish show predictable differences between transportation services in an urban parish and a rural parish. One would expect more trips per mile and more trips per hour in an urban parish because the client population to be served is more concentrated than in a rural parish where the client population is more dispersed. In Orleans Parish the average number of trips per mile for all vehicles was .49. In Tangipahoa Parish the average number of trips per mile for all vehicles was .25. When the TARC and TVCOA in Tangipahoa Parish are viewed individually it appears that the TARC's transportation service is characteristic of a rural service, but that the TVCOA's service is more characteristic of an urban service. The average number of trips per mile for the TARC vehicles was a low .16, but the average number of trips per mile for the TVCOA vehicles was .69 - higher than the Orleans Parish ratio. This is understandable because TARC vehicles must traverse the entire parish to bring clients to one center in Hammond, while the TVCOA has senior centers scattered throughout the parish and has a small service area for each center. Also, there were several anomalies in the Orleans Parish sample that lowered the ratio of trips per mile. Trips per vehicle hour could not be calculated for all vehicles in Orleans Parish or for the TVCOA vehicles because of insufficient data. But, of those agencies reporting sufficient data in Orleans Parish, the average number of trips per vehicle hour was 6.3, which is significantly greater than the 3.7 average number of trips per vehicle hour reported by TARC in Tangipahoa Parish.

The operating costs per mile and per vehicle hour are also generally higher in an urban parish because vehicles are not driven as far or as long to serve clients as in a rural parish. In a rural parish, the operating costs are spread out over more miles and more vehicle hours to give lower operating costs per mile and per vehicle hour. As a result, the average operating cost per mile in Orleans Parish was \$1.45, and the average operating costs per mile for the TARC and the TVCOA in Tangipahoa Parish were only \$0.40 and \$1.00, respectively. The average operating cost per vehicle hour in Orleans Parish (not all agencies had sufficient vehicle data) was \$20.13, and the average operating cost per vehicle hour for the TARC (the TVCOA did not have sufficient vehicle data) was \$9.93.

The operating cost per person trip was higher in Orleans Parish than in Tangipahoa Parish primarily because Orleans Parish agencies reported an overall lower average number of trips per vehicle than did Tangipahoa Parish. The average operating cost per person trip in Orleans Parish was \$3.45 and \$2.54 in Tangipahoa Parish.

System Deficiencies

The operational analyses of transportation services provided in Orleans and Tangipahoa Parishes with UMTA 16(b)(2) vehicles point to a number of problems with the entire transportation system. The major problem areas are demand/supply relationship, cost of service, and coordination, each of which will be discussed in this section.

Demand/Supply Relationships

Each agency is given complete disposal of one or more 16(b)(2) vans regardless of the number of hours the vehicle is needed or the number of clients to be served. Some agencies use the vehicles every weekday (occasionally on weekends) for a majority of the agency's operating hours, while other agencies use the vehicles for only a few days each week or for only a few hours each day. Some agencies use the vehicles on a regular basis to transport clients to and from the agency center or on group trips, while other agencies use the 16(b)(2) vans to transport individuals, one or two at a time, to medical clinics, job interviews, etc.

Full-time monthly use of a vehicle should range between 16-20 days each month, assuming that the vehicle is used 4-5 days a week, four weeks each month. Table 16 shows that most vehicles are being used more than an average of 16 days a month. Some vehicles intended for full-time use were plagued with repeated breakdowns and averaged less than 16 days a month. However, other vehicles simply were not used on a daily basis. The stationwagon (vehicle I.D. #0604) operated by Holman Vocational Rehabilitation Center was used on the average of only 5.2 days per month, slightly more than one day a week.

Full-time daily use of a vehicle should be at least 4-6 hours a day for agencies that operate 6-8 hours a day. Of those agencies reporting vehicle hours in Orleans Parish, only Total Community Action, Inc. (TCA) appears to approach full-time daily use of its vehicles. The TCA operates eight hours a day and its vehicles were in use an average of 4.6-5.6 hours a day in 1986 (Table 5.1). Again, it should be noted that TCA is the only agency in Orleans Parish with one division whose primary purpose is to provide transportation for the elderly and handicapped. No other agency is primarily a transportation agency, as Table 5.1 shows. Most of the vehicles operated by the Tangipahoa Association of Retarded Citizens were in use full-time, primarily because of the long distances the drivers must travel to pick up and take home clients. For the most part, the agencies use the vehicles to transport clients to and from the center, for occasional group trips away from the center, and some medical trips. Nine vehicles were used less than an average of four hours a day, 13 vehicles were used more than an average of four hours a day (four of those operated by TCA), and 15 vehicles did not report vehicle hours. Most of the agencies in the Orleans Parish sample operated their vehicles no more than half-time on a daily basis to transport the elderly and handicapped.

Table 5.1 shows that few elderly and handicapped persons were transported on a daily basis with the 16(b)(2) vehicles in 1986. The average number of daily passenger trips per vehicle ranged from a high of 40 to a low of 8 in Orleans Parish. When one considers that a passenger trip is a one-way trip and that in Orleans Parish 42% of all trips were return home trips, it is clear that few individuals are actually being served on a daily basis. The estimated number of clients served daily per vehicle for those agencies in the Orleans Parish sample ranged from 17 to 3 individuals. In Tangipahoa Parish, the average number of daily passenger trips per vehicle ranged from a high of 56 to a low of 12. An estimated 46% of all passenger

Table 5.1

Average Number of Days/Month and Hours/Day
 UMTA 16(b)(2) Vehicles are used
 and Average Number of Passenger Trips/Day
 Orleans and Tangipahoa Parishes, 1986

<u>Agency</u>	<u>Vehicle I.D.</u>	<u>Avg. No. of Days/Month Vehicle Used</u>	<u>Avg. No. of Hours/Day Vehicle Used(1)</u>	<u>Avg. No. of Passenger Trips/Day(2)</u>
<u>Orleans Parish:</u>				
Deaf Resource & Communication Ctr.	7590	19.9	4.3	13
Holman Vocational Rehabilitation Ctr.	2232	16.7	3.7	16
	0604	5.2	2.5	8
Carrollton-Hollygrove Multipurpose Senior Ctr.	2081	17.5	NA	35
	2082	18.7	NA	36
	6392	14.5	NA	39
	9632	13.3	NA	32
	9304	16.5	NA	51
Central City Economic Opportunity Senior Ctr.	0760	14.9	3.5	27
	0801	16.0	4.0	28
Gordon Plaza/Caritas Senior Ctr.	0484	20.6	NA	20
	0498	20.9	NA	24
Lower Algiers Senior Ctr.	4081	19.3	2.7	(3) 7
	1246	19.5	2.8	35
Reality House	6604	16.2	NA	14
	7653	19.6	NA	29
St. Philip Social Service Ctr.	5483	18.2	4.1	14
Treme Cultural Enrichment Prog.	1711	17.5	2.4	40
	2797	16.5	2.6	30
Dwelling Place	0734	19.4	4.5	19
Total Community Action, Inc.	4814	17.0	5.6	23
	7782	13.0	5.2	21
	7625	8.4	4.6	19
	7759	6.5	5.0	21

(Continued)

Table 5.1

**Average Number of Days/Month and Hours/Day
UMTA 16(b)(2) Vehicles are used
and Average Number of Passenger Trips/Day
Orleans and Tangipahoa Parishes, 1986**

(Continued)

Tangipahoa Parish:

Tangipahoa	5953	22.2	5.4	19
Association of	0501	20.0	6.4	18
Retarded Citizens	2780	20.3	7.0	26
	1056	18.0	2.3	14
	7326	16.6	8.6	23
	2099	16.0	2.3	12
	4432	18.0	5.6	29
Tangipahoa Voluntary	5572	19.3	NA	23
Council on Aging (4)	2086	19.6	NA	29
	8182	19.3	NA	12
	3132	20.2	NA	54
	0494	20.9	NA	41

- (1) The average hours per day figure was calculated by dividing total average monthly vehicle hours (Table 9) by the average number of days that the vehicle was used each month in 1986.
- (2) The average passenger trips per day figure was calculated by dividing total average monthly passenger trips (Table 9) by the average number of days that the vehicle was used each month in 1986.
- (3) Excludes Meals on Wheels trips.
- (4) Three of the TVCOA vehicles are Section 18 vehicles.

Source: Urban Systems, Inc.

trips in Tangipahoa Parish were return home trips, which indicates that the number of clients served daily per vehicle ranged from 26 to 6 individuals.

It appears that the number of elderly and handicapped persons who utilize the available 16(b)(2) services in Orleans and Tangipahoa Parishes is much smaller than the number of elderly and handicapped persons who need transportation. Each year more and more requests are received for 16(b)(2) vehicles, but last year only half of the applicants were awarded vans because of funding constraints. Yet, those agencies that have 16(b)(2) vehicles do not operate them full-time because they have many other responsibilities in addition to transportation and have limited funds budgeted for transportation services. Instead, agencies use the vehicles primarily to transport clients to the centers in the morning and home again in the afternoon. During the middle of the day, many vehicles are *not* used to transport the elderly and handicapped; they are used to run errands for the agency or sit idle in parking lots. With the present system of assigning vehicles on an agency by agency basis, some agencies do not have 16(b)(2) vehicles to transport clients, while other agencies have vehicles at their disposal 24 hours a day but do not have resources or the need to operate them more than 4 hours a day.

Cost of Service

The operating costs for 16(b)(2) vehicles in Orleans and Tangipahoa Parishes are very high, especially when one considers the limited amount of transportation services provided to the elderly and handicapped persons. The 1986 average monthly operating cost for all of the 16(b)(2) vehicles sampled in Orleans Parish was \$1,065.75. The 1986 average monthly operating cost for all of the 16(b)(2) vehicles sampled in Tangipahoa Parish was \$978.14. When one compares these average monthly operating costs with the average monthly passenger trips, the high cost of the limited transportation services is more apparent. The average operating cost per person trip was \$3.45 in Orleans Parish and \$2.54 in Tangipahoa Parish. While high, these figures are underestimates of the total costs per person trip. The available cost data show only the basic operating costs - drivers' salaries, vehicle insurance, fuel, oil, maintenance and repairs - and it appears that some of these costs may have been under-reported. The operating costs per person trip do not show the administrative costs or capital costs which were unavailable. However, if administrative costs and capital costs were estimated and included, the average total cost per person trip would be much higher; perhaps double that of the average operating costs per person trip reported above.

The 16(b)(2) transportation costs are excessively high because each agency bears the cost of a full-time transportation service, even though they offer clients only a part-time transportation service. With the present system, an individual agency obtains ownership of a 16(b)(2) vehicle and must bear the 20% capital match (and UMTA the other 80%), as well as insurance, maintenance and repairs for that vehicle, even though the vehicle is used to transport the elderly and handicapped only a few hours each day. In effect, certain transportation costs are being duplicated when the vehicles are not being used full time and the same level of service could be provided with half the number of vehicles. These costs are fixed costs and remain the same regardless of whether the vehicles are used full-time or

only a few hours each day. Fixed costs include capital costs, vehicle insurance, and some preventive maintenance costs. The limited amount of transportation service provided to the elderly and handicapped with each 16(b)(2) vehicle in Orleans and Tangipahoa Parishes does not seem to justify the high costs of buying and operating these vehicles. The capital costs incurred by UMTA and local agencies and operating costs borne by a variety of federal, state, and local sources are too high for these vehicles to sit idle for many hours each day.

The transportation services provided for the elderly and handicapped with 16(b)(2) vehicles is not cost effective, nor can it be with the present system of assigning vehicles on an agency by agency basis. To be cost effective, the 16(b)(2) vehicles need to be used full-time to transport the elderly and handicapped. Yet the nonprofit agencies that use 16(b)(2) vehicles are not designed to be transportation agencies. Rather, these agencies were set up to serve the social, nutritional, educational, and medical needs of the elderly and handicapped. Agencies need some transportation services in order to transport clients to the appropriate location where the social, nutritional, educational, or medical needs can be addressed; they do not need individual ownership of 16(b)(2) vehicles.

Coordination

There is only one example of coordination of transportation services among the 16(b)(2) providers in Orleans Parish and none in Tangipahoa Parish. The Uptown Shepherd's Center uses Total Community Action, Inc. to pick up three of its clients on a regular basis. Also, there have been one or two instances where one agency contacted another to borrow a van in an emergency. Although the 16(b)(2) providers have not coordinated transportation services among themselves, a few of the agencies coordinate services with the Lift, private Title XIX providers, and affiliated church groups. For example, the Lutheran Home, the Dwelling Place, and Carrollton-Hollygrove Multipurpose Senior Center use the Lift to transport some of their clients regularly to and from their centers. Lutheran Home uses Title XIX providers to drive clients to medical appointments, and the Baptist Friendship House uses other vehicles from the Baptist Association for Greater New Orleans (BAGNO) when extra vehicles are needed. Perhaps most importantly, though, none of the 16(b)(2) vehicles were being coordinated with other agencies to the point that the vehicles were being used full-time.

There is at least one clear example of duplicated transportation services. The Senior Services of Volunteers of America has an office at the Forest Tower East Apartments and provides transportation for all the residents, as well as other elderly persons in New Orleans East. The New Day Christian Baptist Church also provides transportation for some 30 residents of Forest Tower East Apartments. It appears that the Senior Services could provide some of the limited transportation now being provided by the New Day Christian Baptist Church. New Day Christian Baptist Church makes only one routine trip per week for approximately 30 residents, usually to the grocery store or shopping center. Three days a week the church offers a demand response service for medical trips primarily. Senior Services could easily

handle the group trips, and the medical trips could be handled through the Title XIX transportation program.

The present system provides few incentives for agencies to coordinate 16(b)(2) transportation services. Although interagency agreements are encouraged, as they provide the applicant additional points during the review and ranking process, they are rarely used. The only coordination requirement that agencies must meet when applying for a 16(b)(2) vehicle is to contact existing private and public transit and paratransit operators in the service area. This is merely a "lip service" approach to fulfill an application requirement. Agencies rarely sit down with existing operators to see how an existing transportation service could be expanded or changed to meet the transportation needs of a group of elderly or handicapped persons without creating a new transportation service. The State's application review process does not require a local or regional review to identify ways to coordinate transportation services, nor are there sufficient resources for DOTD staff to sit down with applicants and existing providers to see where transportation services could be coordinated. Although the MPOs are required by UMTA to develop plans that meet the special transportation needs of the elderly and handicapped within their respective areas and to assure that all 16(b)(2) applications are consistent with these plans, the applicants, not the MPOs, are responsible for working out coordination efforts between themselves and existing transportation providers. Most applicants, when left to themselves, do not have the time or understanding of existing transportation services to sit down and attempt to define a coordinated transportation service. As stated before, these agencies need transportation for their clients, but they are not set up to provide full-fledged transportation services for the elderly and handicapped.

Estimation of Demand

Demand for special transportation services can be estimated in one of two ways. One can estimate the existing, visible demand or the latent demand. Existing demand represents trips taken by existing transportation users plus trips requested by eligible clients that cannot be provided by the agency. Latent demand represents trips needed by eligible individuals of which the agency has no knowledge.

Existing demand has been estimated by each agency and in most cases is essentially the same as the total trips reported on the Monthly Vehicle Trip Summary Log. Agency representatives were asked to estimate the number of trips requested that the agency was unable to provide. Most agencies reported that all requested trips were provided. Those agencies in Orleans Parish that are unable to provide all trips requested by clients are as follows:

<u>Agency</u>	<u>No. of Trips/Month Unable to Provide</u>
<u>Orleans Parish:</u>	
Gordon Plaza/Caritas Senior Center	415
Lower Algiers Senior Center	13
Holy Ghost Community Center	3
Our Lady of Lourdes Center	4
Total Community Action, Inc.(TCA)	60
Senior Services	10

Gordon Plaza and TCA are the only two agencies that reported a large number of trips per month that they were unable to provide. Senior Services estimated that they receive 5-10 requests monthly from individuals who live outside their service area. All requests from eligible individuals inside the area are served. Both agencies in Tangipahoa Parish indicated that they were providing all trips requested by clients.

Latent demand for special transportation services provided by 16(b)(2) operators is difficult to estimate. There are a few agencies that have no latent demand because they serve a small, restricted clientele that either live in a residential facility or come to a center daily for education or training. These agencies are as follows:

Orleans Parish:

- Holman Vocational Rehabilitation Center
- Independent Living Center
- Louise S. Davis School
- Lutheran Home
- Dwelling Place

Tangipahoa Parish:

- Tangipahoa Association of Retarded Citizens

But, all of the other agencies do have a latent demand for special transportation services, as well as for other agency services. Unfortunately, few agencies have the money or staff time to do outreach work to identify this latent demand. And, with the repeated budget cuts, few agencies have the necessary resources to serve this latent demand once it is identified.

There is one source of information available for estimating the latent demand for all special transportation services, not exclusively 16(b)(2) transportation, in Orleans and Tangipahoa Parishes. In the 1980 census there was a public transportation disability question which identified the number of persons needing special transportation. The Bureau of the Census estimates the number of persons who are transportation handicapped or who are unable to use public transportation in Orleans and Tangipahoa Parishes as follows:

<u>Parish</u>	<u>1980 Transportation Handicapped</u>		<u>Total</u>
	<u>16-64 Years</u>	<u>65 Years & Older</u>	
Orleans Parish	11,251	14,114	25,365
Tangipahoa Parish	1,565	1,816	3,381

Source: Bureau of the Census, PC-80-1-C-20, Table 183.

Unfortunately, there is no way to break these totals down to estimate the latent demand for 16(b)(2) operators only. Not all of the transportation handicapped require the services of 16(b)(2) operators and qualify for the special transportation services provided. Also, these Bureau of the Census totals do not show how many trips are needed by the transportation handicapped, nor do they show the number of trips now being provided.

PART II

**Coordination of 16(b)(2)
Special Transportation Services**

Planning District Commission, and the Metropolitan Transit Commission in Minneapolis, Minnesota.

There are four principal categories of literature on coordinated transportation services: general, rural, urban, and computerized vehicle routing and scheduling. Most of the studies in the general category provide an overview of the types of coordination strategies being implemented, the barriers to coordination efforts, cost considerations, the importance of coordinating transportation services, and the problems of multiple funding sources. In addition, there are several manuals that will be useful in setting up coordinated services, such as a manual for writing contractual arrangements between agencies, a manual for planning, designing, and operating transportation services, and a manual of incentive-based contracts.

Reports in the rural and urban categories describe various demonstration projects or case studies of coordination efforts. Most of the studies address services for both the elderly and handicapped or all users of paratransit services. The studies cover a variety of coordination strategies such as brokerage systems, regional consolidation systems, timesharing, ridesharing, central dispatching, and a single contract provider system. The studies describe the coordination strategy, barriers to implementation, consumer satisfaction, advantages and disadvantages of the coordination effort, and recommendations to other communities considering similar coordination efforts. The literature includes a variety of studies from all regions of the United States and one study from Germany.

In the computerized vehicle routing and scheduling category, three reports summarize: (1) available software that can be used in paratransit management, (2) a time-oriented vehicle scheduling model, and (3) computerized routing and scheduling as an aid to the dispatcher. The reports demonstrate how computerized vehicle routing and scheduling can be an important tool in paratransit coordination.

Major Findings

The literature search identified useful coordination strategies, barriers to coordination, and project results from past efforts to coordinate specialized transportation services. In this section some of the important coordination strategies, barriers to coordination, and project results identified in the literature search will be highlighted.

Findings from the literature search show that there are many strategies for coordinating transportation services for the elderly, handicapped and disadvantaged. Each strategy requires a different form for addressing the political, social, and economic problems of an area and meeting the specific needs of the cooperating agencies and their clients. The most common generic strategies are the brokerage system, a consolidated system, a single contract transportation provider, integration of paratransit service with other transportation services, information and referral, centralized dispatching, centralized purchasing and maintenance, timesharing, and ridesharing (with purchase of service agreements or a voucher system used to reimburse agencies for shared services). The following examples from the literature

search show that many kinds of brokerage systems, consolidation systems, and other generic strategies are being implemented.

A transportation brokerage system brings together agencies that can provide transportation or transportation-related services with agencies that need those services. A brokerage system may broker any number of transportation services and may bring together various types of transportation agencies and providers. Six different brokerage systems identified in the literature exemplify the range of brokerage systems. The Southeastern Pennsylvania Transportation Authority's (SEPTA) brokerage system manages fixed route services for all participating human service agencies in its 140-square-mile area. The broker's primary responsibility is to schedule trips between service agencies and the contracted carriers, to manage day-to-day operations, and to work out purchase of service agreements between agencies. The Northeastern Illinois RTA Brokerage System is decentralized to serve both those communities that cannot support public transit and those groups of individuals who can not use public transit. The paratransit service is implemented locally under RTA's supervision. The brokerage system in Allegheny County, Pennsylvania, is designed both to coordinate transportation services provided by for-profit and nonprofit providers, and to make those services available to human service agencies and unaffiliated individuals. The San Gabriel Valley Brokerage System brokers the following services for 22 human service agencies: information and referral, an insurance program, a maintenance program, joint purchasing, ridesharing, timesharing, and backup drivers and vehicles. The brokerage system in Madison County, New York, was designed to coordinate Section 16(b)(2) funds, Section 18 funds, and local agency resources, without requiring individual agencies to give up vehicle ownership or decision making. The broker is responsible for a centralized accounting system, a scheduled routing maintenance for all vehicles, centralized dispatching service for all agencies, and implementation of a voucher system so that each agency is reimbursed for services provided to other agencies. The brokerage system in Bridgeport, Connecticut, is multi-modal and coordinates a consolidated social service agency transportation network with other types of transportation, including a fixed route bus service and a minibus system.

A consolidated transportation system is a second generic strategy that takes many different forms. The consolidated system integrates one or more management functions of two or more agencies administering or operating special transportation services. A consolidated transportation system may be partially or totally integrated. A partially integrated system may be one in which an agency is formed to manage the administrative functions of all human service agencies' transportation services without making any service changes, such as mixing clients or changing routes. An example of this is the consolidated system of the Westchester Coordinated Transportation Program in Westchester County, New York. Another partially integrated system is one in which all service agency vehicles are consolidated into a multi-agency consortium, which coordinates transportation needs of all participating agencies using timesharing, ridesharing, and centralized dispatch. Ride, Inc., in Jacksonville, Florida, exemplifies this system. Examples of totally integrated systems are URTA, Inc., in Howard County, Michigan, and Jaunt, Inc., in Charlottesville, Virginia. URTA, Inc., is a system in which the vehicles and transportation operating budgets of all participating service agencies are

consolidated. URTA, Inc., provides all transportation-related services to the agencies, including central dispatching, vehicle maintenance, purchasing, storage, management, and administration. Jaunt, Inc., is a consolidated regional transportation system that includes ridesharing, coordinated transportation for all service agencies, transportation for the elderly and handicapped, rural public transit, and demand responsive service for a five-county area.

Another coordination strategy is the single-contract transportation provider. In Florida, state law requires that transportation services for the elderly, handicapped, and disadvantaged be coordinated at the county level. In each county, one transportation provider serves all human service agencies. In Ohio, one transportation provider serves all senior citizens in a five-county area through the Area 12 Council on Aging Transportation Program.

Many of the functions of a brokerage system or integrated parts of a consolidated system are used as separate coordination strategies, such as information referral, centralized dispatching, centralized purchasing, coordinated maintenance program, timesharing, and ridesharing. These strategies are used individually or in conjunction with other strategies that may be useful in a particular jurisdiction. The Queens Transportation Project operates an information and referral system in which individuals who need transportation services are linked with the agency that can best serve their needs. In Fayetteville, Arkansas, Project RESPOND used a vehicle clearinghouse to match transportation needs with available resources through ridesharing and timesharing; RESPOND also provided centralized purchasing of gas, tires, and vehicle parts, and a centrally-located maintenance facility. Vouchers or purchase of service agreements are used in conjunction with both the timesharing strategy, in which one agency rents a vehicle from another agency, and the ridesharing strategy, in which one agency allows another agency's clients to ride its vans when space is available. GRATA, in Grand Rapids, Michigan, used ridesharing and vouchers with centralized dispatching.

Because many human service agencies have insufficient funds to operate their own paratransit services, they are integrating paratransit services for the elderly, handicapped, and disadvantaged with other transportation services. In Hohenlohe, Germany, all rural public transit services are being coordinated under one organization. These services include paratransit services for the elderly and handicapped, school bus service, intercity bus and rail, and fixed route service. In northern Florida, a fixed route regional public transit service is being coordinated with the existing local paratransit service to provide "cross region trips" for the elderly and handicapped on the public transit system.

Barriers to coordination of paratransit services for the elderly, handicapped, and disadvantaged fall into three general categories: regulation, systems management, and administrative perception. Specific examples of these barriers appeared throughout the literature. Examples of regulatory barriers included state laws prohibiting use of school buses for elderly activities, fragmentation of federal funding, and regulations requiring that Section 16(b)(2) recipients maintain responsibility for their vehicles. Examples of systems management barriers were funding problems, staffing problems, poor driving records, difficulty coordinating

volunteer systems with more professional systems because of qualification requirements for insurance coverage, fiscal management, and operational inefficiencies. The principal administrative perception barrier was "turfism," or the fear of losing funding, staffing or administrative control.

The literature search includes treatments of both successful and unsuccessful coordination efforts. The following sample indicates the diverse project results. After a two-year study of five demonstration projects, Ecosometrics found that "coordination and the number of riders served increased but costs per unit of service also increased, even after adjusting for inflation. Only one of the five projects showed the substantial improvements in efficiency and effectiveness that were expected". Some reasons for poor improvements in efficiency and effectiveness included poor fiscal management, lack of community support, organizational problems, and lack of agency participation. McKnight et al studied twelve agencies and found that consolidated systems are more efficient than unconsolidated ones, but the benefits of increased efficiency were improved services rather than lower costs. In a study of handicapped needs and transportation services in six Texas cities, Rosenbloom found that coordinating transportation services will not necessarily reduce costs. Rosenbloom identified several important factors that will affect cost: restrictions on rider eligibility, assistance required by different rider groups, level of service, amount of administrative control, and management.

Coordination Efforts Used in Section 16(b)(2) Programs

The Section 16(b)(2) program policies and operating procedures used by the State of Louisiana were reviewed and it was found that Louisiana includes coordination as an evaluation criterion in a general way. Coordination efforts are not quantified, and there are no weight factors given to the evaluation criteria. The policy states that ranking of applications will depend on six different criteria, two of them being (1) "the feasibility and availability of coordination of services provided with other transit and paratransit operators as documented by Inter-Agency Agreements and presented under the application processes," and (2) "the feasibility and workability of coordination with other social service organizations or other institutions that provide non-transportation services for the elderly and handicapped as documented by Inter-Agency Agreements."

The Section 16(b)(2) program policies and procedures used by thirty other states were reviewed, too. A list of state transportation departments was obtained from the Louisiana Department of Transportation and Development. Then each state was contacted by mail to request its Section 16(b)(2) program policies, operating procedures, and any evaluations of the program. Thirty of the fifty states responded.

The purpose of reviewing Section 16(b)(2) program policies and procedures from other states was to identify different ways that coordination of paratransit services for the elderly, handicapped, and disadvantaged is being encouraged, promoted, or required in different states. Federal regulations for the Section 16(b)(2) Program require some coordination; the task here was to identify state coordination efforts that go beyond the minimal federal requirements. In the following section, the

federal coordination requirements that all states must follow are described briefly, and then some of the more innovative coordination requirements used in different states that go beyond the minimal federal requirements are highlighted.

Federal requirements for the Section 16(b)(2) Capital Assistance Program are given in UMTA Circular 9070.1A, dated May 14, 1985. The program goal, as stated in this circular, is "to provide assistance in meeting the transportation needs of elderly and handicapped persons where public transportation services are unavailable, insufficient or inappropriate" (page 1-1). In order to carry out this program goal, private enterprise coordination is required. "The designated state agency must ensure that private for-profit mass transportation operators have been given a fair and timely opportunity to participate in the local planning for the project, and have been afforded every feasible opportunity to provide the proposed special service for elderly and handicapped persons" (page III-3). In order to coordinate Section 16(b)(2) projects with other transportation services, the federal requirement is that "the designated state agency must ensure that the Section 16(b)(2) projects within urbanized areas are contained in the Annual or Biennial Element of the Transportation Improvement Program endorsed by the metropolitan planning organization (MPO)" (page III-4). States are encouraged but not required to coordinate these transit services in non-urbanized areas. The federal regulations encourage coordination of paratransit services by allowing private, nonprofit organizations in coordinated services and private for-profit operators, by lease or contractual agreement with a private, nonprofit organization, to use the vehicles, as well as individual private, nonprofit organizations. Federal regulations also encourage coordination of paratransit services by allowing states to consolidate Section 16(b)(2), Section 18, and Section 8 funding requests; the regulations also allow Section 16(b)(2) recipients to use vehicles to serve elderly and handicapped who are not clients and the general public when vehicles are not needed to serve clients.

Federal guidelines require each state to set its own project selection criteria for the Section 16(b)(2) Program; accordingly, states have actively promoted or required coordination of paratransit services for the elderly and handicapped. Most states include cooperative planning and coordination as evaluation criteria for selecting projects; however, the weight factor of this criterion in the overall evaluation process, the degree of coordination required, and the ways in which applicants are required to document coordination efforts all vary from state to state. Some states do not specify a weight factor for the evaluation criteria or set a low weight factor for the coordination criterion. Although coordination is included as an evaluation criterion, the guidelines for evaluation may be very general and subjective. Other states choose to quantify the evaluation process as much as possible, and to require a high level of coordination and specific documentation of coordination efforts.

There are many examples of excellent innovative coordination requirements at the state level. The examples that follow are not comprehensive, but are intended to highlight various innovative techniques for requiring and evaluating coordination as part of the Section 16(b)(2) application process. In Arizona, coordinated applications of two or more agencies, with one agency acting as the lead agency and principal applicant, are given priority consideration. In Tennessee, projects that

offer transportation to the general elderly and handicapped population of a service area are rated higher than projects that offer services only to agency clients for specific programs. In order to get points on the rating scale, Wisconsin Section 16(b)(2) applicants must secure contracts with other agencies (contingent upon application approval) that identify hours and days when vehicles will be shared, charges for vehicles, and operating rules. Wisconsin applicants must also show that they are willing to structure their activities in order to coordinate transportation. South Dakota requires written agreements with other agencies, and urges private, nonprofit organizations to contract with a private, for-profit operator for services such as maintenance, repair, garage facilities, and assistance in routing and scheduling.

In Virginia, a project is assigned points according to the degree of coordination proposed. For example, an agency that proposes to consolidate its transportation services completely with one or more agencies is given 60 points for its coordination efforts, 40 points for a joint purchase of service agreement, 30 points for timesharing, 20 points for joint purchasing of supplies and equipment, joint maintenance of vehicles, or active coordination with an MPO, 10 points for limited cooperative planning, and 0 points for no cooperative planning. Massachusetts has a strong coordination requirement as part of the preliminary application process. Applications are returned to applicants if guidelines are not followed, and applicants are asked to address the deficiencies. Coordination guidelines require that agencies in urban areas apply through the RTA; or when there is an agency with Section 16(b)(2) vehicles in an area, proposals for new or expanded service in the same area must be pursued through the agency already providing service. Applications that provide regional service are given priority, and there is a "general multi-client service" requirement. Programs may be client specific during certain periods of the day in order to serve programs such as nutrition, adult day health, or work training, but open dial-a-ride services should be provided during off-hours of the day or vehicles should be made available to other agencies during the off-hours.

In some states, the Section 16(b)(2) policy allows only one applicant or recipient per county or other jurisdiction. In Georgia, each county can designate only one nonprofit organization as its transportation provider. Each county is required to develop one integrated transportation system and to submit a "Single Integrated Operating Plan" to the state. In Alabama, each local government sets its own evaluation criteria and selects only one applicant per year for Section 16(b)(2) funding. Each area applicant must submit an application that represents a coordinated effort to address all transportation needs of a jurisdiction's elderly and handicapped population. In Kentucky, only one agency per area is funded and designated the Section 16(b)(2) recipient for that location. The designated recipient assumes the responsibility for coordinating any future requests for service in its area.

Another coordination effort in some states has been an attempt to coordinate the Section 16(b)(2) Program with the Section 18 Program. States with large rural populations, such as Montana, Alabama, and North Dakota, have been active in this coordination effort. In Alabama, Section 16(b)(2) providers are required to coordinate with Section 18 providers, and it is strongly recommended that the same agency handle both Sections 16(b)(2) and 18 in each jurisdiction.

Description of Coordination Alternatives

Alternatives for coordinating transportation services include all efforts to increase the efficiency or effectiveness of transportation services. A review of the available literature shows that there are many different alternatives, all of which are designed to reduce the cost per person trip of transporting clients in order to provide more transportation service for each dollar expended. Urban Systems staff identified the following 12 alternatives for coordinating 16(b)(2) transportation services, each of which is categorized as a service or non-service alternative:

Service Coordination Alternatives:

1. Brokerage system
2. Consolidation system
3. Contract service
4. Ad hoc service
5. Central referral service
6. User-side subsidy program
7. Timesharing
8. Ridesharing

Non-Service Coordination Alternatives:

9. Joint purchasing of preventive maintenance and repairs
10. Joint purchasing of insurance
11. Joint purchasing of fuel
12. Joint purchasing of tires and other parts

Service coordination alternatives are designed to reduce the per person trip cost by increasing the number of person trips made with each vehicle. Increasing the number of person trips for each vehicle allows vehicle operating costs to be divided by a larger number of person trips, resulting in a reduced per person trip cost. The brokerage system, consolidation system, contract service, ad hoc service, information and referral service, user-side subsidy program, timesharing, and ridesharing are service coordination alternatives and are so named because agencies coordinate their vehicles and transportation services in order to increase ridership levels.

Non-service coordination alternatives are designed to reduce the per person trip cost by lowering the operating costs of vehicles used for transportation services. Vehicle operating costs can be lowered by agencies working together as a group to obtain fleet discounts for vehicle services. Joint purchasing of preventative maintenance, insurance, fuel, and vehicle parts are non-service coordination alternatives.

A brief description of each alternative follows.

Brokerage System

A transportation brokerage system brings together agencies that can provide transportation or transportation-related services with agencies that need those services. All participating agencies notify the broker of their transportation needs and whether or not they have vehicles or vehicle spaces that could be shared with other agencies. The broker studies the needs of all participating agencies and sets up a centralized scheduling and dispatch service to coordinate transportation service for all agencies from a central office in order to increase the number of person trips per vehicle and to operate the vehicles more efficiently. A brokerage system usually includes a centralized accounting system. Each agency is billed when it uses another agency's vehicle, or credited when it shares its vehicles with another agency.

All participating agencies maintain control of their own vehicles and operating funds, and share the cost of operating the brokerage system.

Consolidation System

A consolidated transportation system is one in which the operating and administrative functions of several agencies are integrated into one central organization. All participating agencies consolidate their vehicles and transportation operating funds into one central organization that will have full control over all aspects of the transportation services of the group. The central organization hires a staff to provide transportation services to all participating agencies through individual service contracts, and to manage all day-to-day operations and administrative responsibilities. The staff studies the needs of all participating agencies and sets up a centralized accounting system and scheduling and dispatching service to coordinate transportation services for all agencies from a central office in order to increase the number of person trips per vehicle and to operate the vehicles more efficiently.

All participating agencies collectively share control of their vehicles and operating funds, and share the cost of operating a central office.

Contract Service

Contract service is defined as a contractual agreement in which an agency buys some or all of its transportation services from an existing public or private transportation provider. There are three different types of contract service. First, an agency may contract to have a provider supply vehicles, drivers, insurance, maintenance and repairs, vehicle parts, and fuel. Second, a provider may lease vehicles from a service agency and operate the agency vehicles to pick up agency clients and provide insurance, maintenance and repairs for the agency vehicles. When vehicles are not needed to pick up agency clients, they may be used to pick up other elderly and handicapped individuals. Third, an agency may lease private

vehicles from a leasing agency that provides contract maintenance service for the vehicles.

Ad Hoc Service

Ad hoc service is an arrangement in which an agency buys transportation service on an as needed basis from a public or private transportation provider. For example, an agency may occasionally need more transportation than can be provided with its own vehicles. On such occasions, an agency may contract with an existing community provider for transportation services.

Central Referral Service

A group of agencies with similar programs, clients, and transportation needs may form an association and meet regularly to discuss transportation problems and solutions, insurance information, funding sources, current relevant legislation, ways of cutting operating and capital transportation costs, etc. Also, a group of agencies might set up a central office where individuals who need transportation services are linked with the agency that can best serve their needs. These two arrangements are examples of the information and referral system.

User-Side Subsidy Program

Agencies can give their clients money to purchase transportation services from existing community providers, such as taxis, public bus system, etc., instead of providing transportation with agency vehicles. This alternative is known as user-side subsidies.

Timesharing

There are various types of timesharing arrangements. For example, two or more agencies may jointly purchase a vehicle and set up a schedule whereby each agency uses the vehicle at different times. Or, one agency may own a vehicle, and when not using the vehicle for transporting clients, the agency may lease or rent its vehicle to a second agency that does not have a vehicle or that needs an extra vehicle.

Ridesharing

When an agency does not have a vehicle to transport its clients or when it needs transportation for a few clients, the agency may contact a second agency that has extra vehicle capacity and buy space/rides for its clients to be mixed with the other agency's clients. This alternative is known as ridesharing.

Joint Purchasing of Preventive Maintenance and Repairs

Two or more agencies agree to use the same maintenance facility in order to receive reduced fleet rates for preventive maintenance and repair services.

Joint Purchasing of Insurance

Agencies agree to purchase insurance through a large-scale, group plan in order to reduce annual premiums through fleet rates.

Joint Purchasing of Fuel

Agencies agree to purchase fuel from the same provider in order to receive reduced fleet rates for fuel.

Joint Purchasing of Parts

Agencies agree to purchase vehicle parts from the same provider in order to receive reduced fleet rates for parts.



Chapter VII

Evaluation of Coordination Alternatives

The preliminary and in-depth evaluations of coordination alternatives are presented in this chapter. First, a preliminary evaluation of the coordination alternatives described in Chapter VI was conducted in order to eliminate those coordination alternatives that were unworkable for this demonstration program because of regulatory, funding, or time restrictions. The preliminary evaluation produced a list of coordination alternatives that were workable within the framework of this study. Next, an in-depth evaluation of the workable coordination alternatives was conducted in order to identify specific alternatives that met the needs of the 16(b)(2) operators in Orleans and Tangipahoa Parishes. The in-depth evaluation produced two packages of coordination alternatives - one that was presented to the 16(b)(2) operators in Orleans Parish and a second presented to 16(b)(2) operators in Tangipahoa Parish. The packages of coordination alternatives presented to the 16(b)(2) operators will be discussed in Chapter VIII.

This chapter is divided into two main parts: (1) a preliminary evaluation of coordination alternatives; and (2) an in-depth evaluation of coordination alternatives. The evaluation criteria used for each evaluation are presented.

Preliminary Evaluation

Preliminary Evaluation Criteria

There were three basic restrictions that limited the types of coordination alternatives that could be implemented as part of this special transportation enhancement demonstration program. First, there were regulatory restrictions on the use of 16(b)(2) vehicles and on the various funding sources to operate those vehicles. The recommended alternatives had to be operable without making regulatory changes. Second, there were funding restrictions. This demonstration program included no funding for start-up costs or additional operating costs that might be required to implement coordination alternatives. Any start-up costs or additional operating costs had to be paid by the participating agencies. Because most agencies were undergoing a round of budget cuts during the demonstration program, they were not able to provide additional funding to implement coordination alternatives. Third, there were time restrictions. The schedule for the demonstration program allowed only six months to organize, develop, implement, and monitor the performance of the recommended alternatives. Some alternatives required a longer period of time to implement than was allotted for this demonstration program.

The preliminary evaluation was designed to eliminate coordination alternatives that were unworkable for this demonstration program because of regulatory, funding, or

time restrictions. Thus, the evaluation criteria for the preliminary evaluation were as follows:

1. Regulatory: Is the alternative operable without making regulatory changes?
2. Funding: Can the alternative be implemented without additional funding?
3. Time: Can the alternative be implemented within the allotted time?

Alternatives were unworkable in the framework of this study if there was a negative response to any of the three evaluation criteria.

Preliminary Evaluation of Each Alternative

Table 7.1 summarizes the preliminary evaluation of each alternative. The following discussion will further explain the responses shown in Table 7.1.

Brokerage System

1. Regulatory Changes: Although it appears that the brokerage system could be implemented without regulatory changes, there would be a lengthy review process. The Department of Transportation and Development, Office of Elderly Affairs, Office of Human Development, Division of Vocational Rehabilitation, Association of Retarded Citizens, as well as local funding sources would need to review and approve operating funds for the administration of the brokerage plan.
2. Funding Requirements: There are start-up costs and additional operating costs required to implement a brokerage system. Start-up costs include hiring a broker, setting up a central office, and retraining personnel to use the new system. Additional operating costs might include the broker's salary, rent for office space, office supplies and utilities. Although a brokerage system might eventually reduce an agency's transportation operating costs, initially the participating agencies must be able to invest additional funding.
3. Time Requirements: Brokerage systems that have been set up in other cities have required at least one year to organize, develop, and implement, which is twice the time that is allotted for this demonstration program.

Table 7.1

**Preliminary Evaluation of Coordination Alternatives
for the
Special Transportation Enhancement Demonstration Program**

<u>Coordination Alternative</u>	<u>Preliminary Evaluation Criteria</u>		
	<u>1. Is the alternative operable without regulatory changes?</u>	<u>2. Can the alternative be implemented without additional funding?</u>	<u>3. Can the alternative be implemented within the allotted time?</u>
1. Brokerage System	Yes	No	No
2. Consolidation System	No	No	No
3. Contract Service	Yes	Yes	Yes
4. Ad Hoc Service	Yes	Yes	Yes
5. Information & Referral Service	Yes	Yes	Yes
6. User-side Subsidy Program	Yes	Yes	Yes
7. Timesharing	Yes	Yes	Yes
8. Ridesharing	Yes	Yes	Yes
9. Joint Purchasing of Preventive Maintenance & Repairs	Yes	Yes	Yes
10. Joint Purchasing of Insurance	Yes	Yes	Yes
11. Joint Purchasing of Fuel	Yes	Yes	Yes
12. Joint Purchasing of Tires and Other Parts	Yes	Yes	Yes

Note: Refer to text for further discussion.



Consolidation System

1. **Regulatory Changes:** A consolidation system that integrates the transportation operating budgets of all participating agencies would require regulatory changes. Most funding sources specify a restricted clientele for which transportation operating funds may be used. Some agencies may transport only handicapped individuals and only for educational purposes, while others may transport only elderly individuals.
2. **Funding Requirements:** As with the brokerage system, there are start-up costs required to implement a consolidation system. Some of the start-up costs include hiring a staff to manage the day-to-day operations or reorganizing and retraining existing staff to use the new system, and purchasing office equipment to run a centralized accounting system and centralized dispatching service. If additional staff and office space are required, additional operating costs would include salaries, rent, utilities, and office supplies.
3. **Time Requirements:** Consolidation systems that have been set up in other cities have required at least one year to organize, develop, and implement. There is not sufficient time allotted in the demonstration program to set up a consolidation system.

Contract Service

1. **Regulatory Changes:** An agency may set up a lease-back contract with a private transportation company to provide transportation services for its clients using the agency's 16(b)(2) vehicles without making any regulatory changes. However, UMTA and DOTD must review and approve the contract before it is signed. Regulatory changes were made recently to allow an agency to lease a vehicle from a private transportation company using 16(b)(2) funds. Until December, 1986, agencies were required to assume ownership of a 16(b)(2) vehicle. Now agencies may request approval from UMTA, on a case by case basis, to use 16(b)(2) capital assistance to pay lease costs under the new Capital Cost of Contracting Policy.
2. **Funding Requirements:** Conversations with private providers indicate that this alternative might be implemented without additional funding because a private provider is able to obtain fleet prices for insurance, maintenance and repairs, which would offset the cost of a management fee that would be charged to participating agencies.
3. **Time Requirements:** The contract service alternative could be implemented within a six-month period provided all parties respond quickly in negotiating and writing a contract.

Ad Hoc Service

1. Regulatory Changes: Ad hoc service is operable without making any regulatory changes.
2. Funding Requirements: Ad hoc service can be implemented without start-up costs. The only additional operating costs would be the price of transporting clients that can not be served with an agency's existing vehicle fleet.
3. Time Requirements: Ad hoc service agreements can be worked out quickly with a few organizational meetings. There should be little difficulty implementing ad hoc service within the allotted time.

Central Referral Service

1. Regulatory Changes: A central referral service is operable without making any regulatory changes.
2. Funding Requirements: A central referral service can be set up using existing staff. There may be a minimal start-up cost for installing a new telephone line to handle additional calls.
3. Time Requirements: A central referral service could be set up quickly with a few organizational meetings. There should be little difficulty implementing a central referral service within the allotted time.

User-Side Subsidy Program

1. Regulatory Changes: A user-side subsidy program is an operable alternative without making regulatory changes.
2. Funding Requirements: A user-side subsidy program can be implemented without start-up costs. However, there would be some additional operating costs such as administrative costs to handle payments, to monitor the system, etc.
3. Time Requirements: A user-side subsidy program to supplement the 16(b)(2) vehicle fleet should require only a few meetings to organize. There should be little difficulty implementing a user-side subsidy program within the allotted time.

Timesharing

1. Regulatory Changes: Timesharing is an operable alternative without making regulatory changes.

2. **Funding Requirements:** The agency that shares its vehicle with another agency will receive payments for the use of the vehicle, which will cover additional insurance and maintenance costs that occur with a timesharing arrangement.
3. **Time Requirements:** A timesharing arrangement requires that two or more agencies be identified that can share a vehicle and that an acceptable agreement be drawn up that specifies payment, use of the vehicle, maintenance agreements, etc. There should be sufficient time to develop this alternative.

Ridesharing

1. **Regulatory Changes:** Ridesharing is an operable alternative without making regulatory changes.
2. **Funding Requirements:** Ridesharing could be implemented without start-up costs. The agency that agrees to pick up another agency's clients will receive payments to cover the increased service costs that arise with a ridesharing agreement.
3. **Time Requirements:** A ridesharing arrangement requires that at least two agencies be identified - one that can "sell" or provide additional trips and another that can "buy" or needs additional transportation service. Then an acceptable agreement must be drawn up that specifies payment, clients to be picked up, pick-up and delivery schedules, etc. There should be sufficient time to develop this alternative.

Joint Purchasing of Preventive Maintenance and Repairs, Insurance, Fuel, and Parts

1. **Regulatory Changes:** Joint purchasing of preventive maintenance and repairs, insurance, fuel, and parts are operable alternatives without making regulatory changes.
2. **Funding Requirements:** None of the joint purchasing programs have start-up costs. There would be no additional funding required to implement these alternatives.
3. **Time Requirements:** To implement these alternatives, Urban Systems must identify interested providers of fleet services, recruit participating agencies, and work with all the providers and participating agencies to complete preliminary paperwork and training as needed. However, similar programs in other cities have been implemented within a short time period, and there should be little difficulty implementing these alternatives within the allotted time.

Alternatives Selected for In-Depth Evaluation

Based on this preliminary evaluation, it appears that all of the coordination alternatives except for the brokerage system and consolidation system should be evaluated further. The following coordination alternatives were recommended for further evaluation because they required no regulatory changes, minimal funding requirements and a relatively short period of time to implement:

Alternatives Selected for In-Depth Evaluation

1. Contract Service
2. Ad Hoc Service
3. Central Referral Service
4. User-Side Subsidy Program
5. Timesharing
6. Ridesharing
7. Joint Purchasing of Preventive Maintenance and Repairs
8. Joint Purchasing of Insurance
9. Joint Purchasing of Fuel
10. Joint Purchasing of Tires and Other Parts

In-Depth Evaluation

In-Depth Evaluation Criteria

During the interviews with the 16(b)(2) operators, Urban Systems asked agency representatives to identify special agency concerns and needs regarding transportation. Lower transportation operating costs was the primary concern of most agencies because of funding cutbacks at the state level. At the same time, however, the agencies were concerned that the coordination alternatives not lower the quality of service enjoyed by agency clients. Also, because most of the agencies are understaffed, they emphasized their need for coordination alternatives that would not require additional staff time to administer or to operate their transportation programs. Ideally, the agencies need coordination alternatives that will reduce the time and skills required to administer and operate the transportation programs. Because additional funding cuts seem certain in the near future, most agencies need alternatives that do not require long-term commitments. These special agency concerns and needs were shared by both agencies in Orleans Parish and in Tangipahoa Parish. The following set of evaluation criteria addresses these special agency concerns and needs.

Each coordination alternative was evaluated according to four criteria: (1) potential cost savings for individual agencies, (2) operational considerations, (3) the quality of service to clients, and (4) administrative requirements. Each criteria had a number of components as described below.

Potential cost savings may occur in several different ways. Some alternatives may reduce day-to-day out-of-pocket expenses, while others may reduce initial capital costs or overhead operating costs. Still others may provide only indirect cost savings. For example, an alternative may increase the efficiency of the transportation service so that staff are able to accomplish more tasks in the same amount of time. All of these are considered important cost savings to an agency.

There are a number of operational considerations to be examined with each alternative. The most rudimentary consideration is whether or not there are companies or agencies in the parish who can provide the necessary services for an acceptable price. If so, the next major consideration is whether or not the services can be provided when agencies are not in close proximity of one another and when agencies have service areas that are distant from one another. Some alternatives may require schedule or route changes, which may be unacceptable to the participating agencies. To be successful, other alternatives may require more staff time or more technical expertise than an agency is able to provide. And, a final consideration is whether or not each alternative can be implemented without a long-term commitment from the participating agencies.

The service agencies presently offer their clients a high quality transportation service. As much as possible, the service agencies would like to maintain the same level of service. All agencies provide door-to-door service, and many of the elderly and handicapped require this type of service. Since agency drivers have developed a rapport with the clients and understand their individual needs, agencies prefer to maintain their own drivers. When an alternative requires that clients from different agencies ride together on the same vehicle, it is important to avoid mixing incompatible clientele groups. Also, some agencies have nonambulatory clients that have special service requirements. When selecting coordination alternatives for the demonstration program, it is imperative that the needs of nonambulatory clients not be overlooked.

Administrative requirements are an integral part of each alternative and can become a very time consuming responsibility. Since transportation is not the principal function of these service agencies and staff time is needed for the more essential services, it is important that the alternatives selected for the demonstration program require only a small amount of time and minimal transportation management skills to administer effectively. Each alternative is evaluated in terms of additional bookkeeping or recording requirements, required transportation management skills, the amount of reorganizing and retraining needed, and whether or not an extensive monitoring system will be needed.

All of the coordination alternatives were examined, using the four evaluation criteria, to determine whether they were feasible and met the needs of agencies in Orleans Parish, an urban area. A similar evaluation will follow for Tangipahoa Parish, a rural area.

Evaluation of Coordination Alternatives: Orleans Parish

1. Contract Service

There are a number of different contract service arrangements that can be set up. However, since most of the agencies in Orleans Parish have vehicles that do not qualify for disposal or replacement, the following evaluation of contract service is limited to a lease-back arrangement using vehicles presently owned and operated by the agencies. With a lease-back arrangement, a provider leases vehicles from the service agencies, operates the vehicles (utilizing agency drivers) for the agencies, and provides insurance, maintenance, and repairs for the agencies' vehicles.

Potential cost savings. With a lease-back contract service agreement, the transportation provider pays the agency a nominal fee, such as \$1.00/vehicle for the use of agency vehicles. In return, the provider can offer the agency savings on insurance premiums, preventive maintenance, fuel, and vehicle parts because the provider operates many vehicles and is able to obtain lower fleet rates for these services than individual agencies can obtain when acting alone. The provider may also assume some of the administrative duties, including record keeping requirements, or operating duties, such as dispatching and scheduling, which would reduce an agency's staff time and management skills required to provide transportation services. Because the transportation provider should be able to perform administrative and operating duties more efficiently than the agency, there may be potential cost savings when the private provider assumes these duties.

Although the agency is required to pay the provider a management fee over and above the basic service costs, the contract provider should be able to provide agencies a net savings because of the reduced fleet rates and a more efficiently run transportation program. The savings potential for each agency depends on the number of participating agencies. As the number of participating agencies and number of vehicles increase, the management fee per vehicle and basic costs for services should decrease. And, if an agency allows the provider to use its vehicles to transport other elderly and handicapped when the agency is not using its own vehicles, additional savings will be realized.

Operational considerations. There are several transportation providers in the Orleans Parish area who have indicated an interest in the lease-back arrangement with 16(b)(2) operators and who have indicated that they might be able to provide the service at a savings to the agencies. In a lease-back agreement, where each agency provides its own drivers and has access to its own vehicles as needed, it does not matter whether or not agencies are in close proximity of one another. Agencies that lease their vehicles to transportation providers specify the schedules and routes to be used so that no changes are required. However, the provider may be able to suggest changes that would improve the efficiency of the service. Or, an agency may voluntarily choose to make schedule or route changes so that the provider can transport individuals other than agency clients when such an arrangement provides greater cost savings for the agency.

The lease-back arrangement does not increase the amount of staff time or technical expertise required to provide transportation, and if the agency chooses to delegate operational duties to the contract provider, less staff time and technical expertise are required. Since the providers will use agency vehicles, they should be able to provide agencies a short-term renewable contract, such as a six-month contract.

Quality of service. Within a lease-back arrangement, service agencies continue to use their own drivers to transport clients and thus maintain control of the quality of service. They continue to provide door-to-door service and to offer special services for nonambulatory clients. There is no requirement to mix clients from different agencies, although agencies might choose to do so when such an arrangement provides further savings for the agency.

When the provider is responsible for maintenance, the vehicles are checked routinely at frequent intervals. As a result, the vehicles should be maintained in better condition and have fewer breakdowns.

Administrative requirements. A lease-back contract arrangement reduces the agency's responsibilities for administering their transportation program, regardless of the provider's involvement in the program. The provider keeps records for whatever parts of the transportation program are specified in the contract. The only additional administrative requirement would be to monitor the services of the contract provider, which should require less time than the operating and administrative duties that were required by agency personnel before the contract provider assumed those duties.

2. Ad Hoc Service

Potential cost savings. When an agency needs some additional transportation, using an ad hoc service provides an inexpensive alternative to purchasing a new vehicle and assuming additional overhead capital and operating costs that remain constant regardless of how much the vehicle is used. The Regional Transit Authority (RTA) is one example of an inexpensive ad hoc service available in Orleans Parish. The RTA operates a Lift bus service for the elderly and handicapped at reduced public transit fares of 50c per one-way trip.

Operational considerations. Although the RTA's Lift bus service is theoretically available to serve the elderly and handicapped clients of the service agencies, the Lift also provides transportation to many other elderly and handicapped in Orleans Parish. Presently, the Lift has reached full capacity during the morning and afternoon peak periods. The Lift can not handle additional trips before 11:00 a.m. and after 2:00 p.m. In order for agencies to take advantage of the ad hoc Lift service, agencies must schedule trips with the Lift between 11:00 a.m. and 2:00 p.m. Thus, the ad hoc Lift service would not help agencies with their morning pick-up trips or their afternoon return home trips, but it could assist agencies with their mid-day shopping or recreational trips.

The RTA has indicated that the Lift can provide group trips without any wait time if trips are made from an agency center to a single destination between 11:00 a.m. and 2:00 p.m. Individual trips can be requested any time; but RTA cannot guarantee that the person will reach his/her destination on time, and these individual trips usually include lengthy waiting periods.

The ad hoc service requires less additional staff time and skills to operate than would be required if additional vehicles were purchased. If the ad hoc service were combined with the central referral service, it could be operated more efficiently because one person would schedule and monitor all trips with RTA. There is no long-term commitment required with an ad hoc service, nor is there a minimum trip quota for participating agencies. Instead, agencies use this service only as needed.

Quality of service. With ad hoc service, RTA drivers would operate the buses and provide only curb-to-curb service. However, the RTA drivers are properly trained and will assist the elderly and handicapped as they board the buses. The quality of service for group trips is controlled more easily than individual trips because an agency worker generally accompanies clients on group trips. Agency workers could assist the clients on and off the buses and monitor the service provided by the drivers. The Lift has wheelchair facilities and can accommodate the nonambulatory as well as the ambulatory. The clients must be willing to ride with elderly and handicapped persons who are not clients. Unless an agency can fill the bus with its own clients for a particular trip, it is possible that other eligible riders would be picked up, too, when they have a common destination.

Administrative requirements. Participating agencies purchase tickets for their clients to ride the Lift or have the clients pay their own way. Either way, the bookkeeping requirements are minimal and considerably less than would occur if the agency were to purchase another vehicle to handle the additional trips. No retraining or reorganizing is required to implement this alternative. The management of this alternative requires only one phone call to schedule each group trip. If the ad hoc service were combined with the central referral service, the record keeping requirements would be simplified by having one person keep records of all trips taken by the participating agencies.

3. Central Referral Service

Potential cost savings. When agencies cannot provide services for an individual, they can save staff time by referring those individuals to a central referral service, which has a greater knowledge of all the available services in the area, instead of trying to locate the proper agency on their own. By sharing common transportation problems and solutions, agencies can often identify ways to reduce transportation costs either individually or as a group.

Operational considerations. The Regional Planning Commission is the ideal agency to serve as the central coordinating agency for a central referral service. The Regional Planning Commission (RPC) serves as a central repository of information on social service agencies and special transportation services available throughout

the New Orleans metropolitan area, and the RPC is also assisting Urban Systems with this demonstration program. The RPC has available staff who could devote several hours each day to manage a central referral service. If RPC could manage the central referral system for the demonstration program, no additional staff time would be required from the participating agencies. After the demonstration program, the participating agencies would have to negotiate with RPC to see how the central referral service could continue.

Quality of service. Ideally when a central referral service is set up, it is advertised throughout the service area in order to identify individuals in need of service but unaware of the services available. However, after interviewing agency representatives, it is clear that in most cases the agencies do not have the necessary funding to increase substantially the number of clients they serve without lowering the quality of service they now provide their clients. Since agencies choose not to lower the quality of service for this demonstration program, the central referral service must be scaled down to a point where the agencies can handle all referrals.

Administrative requirements. The RPC can handle all administrative responsibilities, which should be minimal. The RPC will make follow-up calls in order to monitor the usefulness of the system.

4. User-Side Subsidy Program

Potential cost savings. The user-side subsidy alternative might reduce an agency's transportation operating budget when new vehicles are needed. Instead of purchasing more vehicles when additional capacity is required, an agency gives its clients vouchers or tickets to ride the regular public transit, the Lift, or a taxi. This alternative allows agencies to avoid assuming high capital costs and additional operating costs such as insurance, driver salary, and maintenance for new vehicles. A user-side subsidy program would definitely provide a less expensive alternative to purchasing new vehicles if public transit were used. However, a subsidy program using taxis on a regular basis for many clients probably would not be a less expensive alternative to purchasing new vehicles.

Operational considerations. The RTA operates a Lift bus service for the elderly and handicapped in Orleans Parish as well as a regular public transit service. Regular public transit service has sufficient capacity to handle individual trips for clients, but the Lift service does not have sufficient capacity to accommodate more trips during the morning and afternoon peak periods. Taxi service is also available, but it appears that taxis are also heavily utilized during peak periods and may not have sufficient capacity to handle additional trips during peak periods. Since most agencies need available transportation during the peak periods for their morning pick-up trips and afternoon return home trips, the Lift and taxis are not realistic alternatives to purchasing new vehicles.

Quality of service. Although taxis provide door-to-door service, the Lift provides only curb-to-curb service. In either case, clients could not expect the same driver to pick them up on a regular basis. With the Lift service, individuals would generally

have long wait periods. With the taxi service, nonambulatory service would be difficult. With regular transit service, clients would be required to walk several blocks to the nearest transit stop. Drivers are not required to assist riders on and off the bus and service is not available for non-ambulatory clients.

Administrative requirements. A voucher or ticket system would allow the agency to keep records of the user-side trips with little effort. The staff could talk with clients periodically to ensure that the service is adequate. Thus, no extensive monitoring program is required.

5. Timesharing

Potential cost savings. When two agencies jointly purchase a vehicle, they automatically cut their capital costs in half and significantly reduce some of their operating costs, such as insurance. When one agency leases its vehicle to a second agency, both agencies save on transportation costs. The agency that owns the vehicle can set a lease price that includes a user's fee in addition to depreciation costs and operating costs. The lease income will offset some of the agency's capital and operating costs. The agency that leases a vehicle, instead of purchasing its own vehicle, saves on capital costs and does not have to assume full responsibility for all operating costs such as insurance and maintenance costs.

Operational considerations. This alternative is easily implemented, provided there are at least two agencies located near each other that have complementary schedules. For example, if one agency needs a vehicle only in the morning and the other agency needs a vehicle only in the afternoon, the agencies have complementary schedules. Assuming there are no program or scheduling changes, a timesharing arrangement should not affect the amount of time an agency spends on transportation. However, if program or scheduling changes are made to create complementary schedules, an agency might also reduce some staff time by completing all necessary trips within a shorter period of time and reducing drivers' work hours. Agencies that enter into a timesharing agreement must be prepared to make a long-term commitment to each other in order for both agencies to benefit from the arrangement.

Quality of service. Each agency maintains complete control of its transportation program, and no service changes are required. The quality of service is not lowered as the result of a timesharing agreement.

Administrative requirements. There are some additional bookkeeping requirements with a timesharing arrangement. The parties involved must set up a bookkeeping system that is acceptable to everyone. The parties must draw up a mutually acceptable contract and contract price. Although a timesharing arrangement requires considerable administrative work in the beginning, once the agreement is finalized, there are minimal ongoing administrative duties.

6. Ridesharing

Potential cost savings. When an agency needs additional transportation for a few clients, the agency may contact a second agency that has extra vehicle capacity and buy space/rides for its clients instead of purchasing another vehicle. Ridesharing, as an alternative to purchasing a new vehicle, offers substantial cost savings for both parties. One agency provides transportation for a small group of clients without assuming the high capital costs and overhead operating costs for a new vehicle that would not be used full-time. The other agency receives compensation for transporting other agency clients, which offsets some of the high costs of owning and operating a vehicle that is not being utilized to full capacity.

Operational considerations. The ridesharing alternative will not work effectively unless two or more agencies share similar service areas and similar schedules. One agency must be able to pick up another agency's clients with minimal deviations from existing routing and scheduling. In all likelihood, the agency that provides the rides for another agency must be able to increase its staff driving time. To work effectively, the ridesharing alternative requires a long-term commitment from all participating agencies. A review of agency service areas, transportation schedules, and routes shows that the ridesharing alternative may be difficult to implement in Orleans Parish. Although most agencies share similar morning and afternoon peak periods, their service areas and routes are very different. It appears that the ridesharing alternative will require major changes to existing routing and scheduling.

Quality of service. Ridesharing allows an agency to maintain a high quality of service for its clients. All 16(b)(2) operators provide a similar, high quality service for their clients, and the same level of service would be extended to other agency clients who share rides. However, the quality of service must be discussed and included as part of a contractual agreement. All parties must discuss the types of clients they serve and determine whether or not the different client groups are compatible.

Administrative requirements. There are some additional bookkeeping requirements with a ridesharing arrangement. The parties involved must set up a mutually acceptable bookkeeping system, contract, and contract price. Although a ridesharing arrangement requires considerable administrative work to set up, once the ridesharing arrangement is finalized, there are minimal ongoing administrative duties. Ridesharing can be monitored informally by contacting drivers and clients who share rides periodically to identify problems as they emerge and to make the necessary changes.

7, 8, 9, and 10. Joint Purchasing of Preventive Maintenance and Repairs, Insurance, Fuel and Parts

Potential cost savings. Fleet rates are available for preventive maintenance and repairs, insurance, fuel, and vehicle parts when 16(b)(2) operators agree to take their vehicles to one vendor for service. As a rule, vendors will offer larger fleet discounts for larger fleets. Thus, the cost savings will depend on the number of participating agencies and the number of vehicles that constitute a fleet.

Operational considerations. There are vendors in Orleans Parish for these services with locations that are readily accessible to most agencies. And when the locations are not readily accessible, the vendors will bring their services to the agency centers. Fleet PM provides a preventive maintenance service and minor maintenance/repairs for fleet vehicles at a discount rate and brings its own specially-equipped service trucks to the agency centers where it can service agency vehicles on-site. Other companies that provide discounts for preventive maintenance and repair service include Firestone, Goodyear, and Speedee.

Fuelman, which has 11 locations within the parish, provides gasoline for fleet vehicles at a discount rate and works with nonprofit agencies to help them obtain an exemption from federal gasoline taxes on a regular basis.

The Louisiana Association of Councils on Aging provides a group vehicle insurance policy to all agencies that receive funding from the Office of Elderly Affairs. Only half of the 16(b)(2) operators in Orleans Parish are eligible to use this group insurance policy. There is no fleet insurance policy available in the area for the other agencies.

Firestone, as well as other vendors such as Michelin, Goodyear, and Uniroyal, have various locations throughout Orleans Parish and offer discounts on tires to fleet vehicles. Goodyear and Firestone also offer discounts on other vehicle parts, such as batteries.

None of these vendors require long-term commitments, with the exception of the Louisiana Association of Councils on Aging, for fleet insurance. None of the joint purchasing programs will require additional staff time.

Quality of service. The joint purchasing programs could possibly improve the quality of transportation service by reducing the number of vehicle breakdowns that interrupt service. The intent of the joint purchasing programs is to identify vendors that offer fleet discounts for quality products. All of the discount programs examined use high quality products so that the 16(b)(2) operators can be assured of quality service for their vehicles.

Administrative requirements. The joint purchasing programs require that agencies submit applications and participate in brief training programs. But once the programs have been implemented, all of the joint purchasing programs have their own record keeping and billing systems, which the participating agencies can use in order to reduce their own record keeping requirements. The agencies need to implement some type of monitoring system for the joint purchasing programs to ensure that they are not being abused by employees and that there are not less expensive services available with other vendors.

Evaluation of Coordination Alternatives: Tangipahoa Parish

Many of the coordination alternatives have the same application, problems, and benefits, whether implemented in Orleans Parish (an urban area) or Tangipahoa Parish (a rural area), because the social agencies in both areas share similar program goals and objectives and because clients in both areas have similar needs. Other alternatives have different applications, depending on whether they are implemented in a rural or urban area, because there are restrictions or problems that are a function of place. The following evaluation of alternatives in Tangipahoa Parish emphasizes the differences between the application of alternatives in Orleans Parish and Tangipahoa Parish. The evaluation also points out specific problems and benefits that will arise when an alternative is implemented in Tangipahoa Parish.

1. Contract Service

Although the lease-back arrangement is a suitable type of contract service for the demonstration program in Orleans Parish, such an arrangement in Tangipahoa Parish is not as beneficial or feasible. The 16(b)(2) operations have larger, dispersed service areas, travel greater distances to transport clients to and from the centers, and, thus, quickly accumulate high mileage readings on their vehicles. Since these vehicles are more prone to break down, providers are reluctant to assume the potentially high maintenance and repair costs for these vehicles.

Also, in rural areas, there are few, if any, providers who can transport the elderly and handicapped clients or who can offer the agencies lower service rates than the agencies can obtain on their own. A more feasible contract service arrangement in Tangipahoa Parish and other rural areas is one in which an agency leases vehicles, either private ones or 16(b)(2) vehicles, instead of purchasing vehicles through the UMTA 16(b)(2) program. The following evaluation examines the benefits and problems of a lease arrangement using private vehicles.

Potential cost savings. A lease arrangement allows an agency to obtain a vehicle without an initial capital investment. The leasing company typically provides a maintenance contract for its lease vehicles, which allows agencies to budget maintenance costs and often to reduce overall maintenance costs. Insurance premiums may also be lower for leased vehicles. Any costs incurred in the disposition of 16(b)(2) vehicles are eliminated with a lease arrangement.

Operational considerations. There are leasing companies that can provide the type of vehicles needed by the 16(b)(2) operators for a reasonable price. The 16(b)(2) operators have complete disposal of the lease vehicles and operate the vehicles using agency personnel. The only difference is that the vehicles are leased rather than purchased. No schedule or route changes are necessary. No additional staff time is required, but the agency generally must enter a long-term lease contract in order to realize savings.

Quality of service. When a maintenance contract is included, the vehicles are checked routinely at frequent intervals. As a result, the vehicles should be maintained in better condition and have fewer breakdowns.

Administrative requirements. There are no additional administrative duties with this alternative. In fact, if the agency uses a private vehicle rather than a 16(b)(2) vehicle, the record keeping requirements could be reduced because DOTD requires no monthly reports for private vehicles. Record keeping requirements for leased 16(b)(2) vehicles would be the same as for agency-owned 16(b)(2) vehicles.

2. Ad Hoc Service

Ad hoc service is not a viable alternative in Tangipahoa Parish. There is no bus service available to the general public, nor is there a full-time private transportation service in the area to offer ad hoc services to the social service agencies.

3. Central Referral Service

There are only two different agencies in Tangipahoa Parish that operate 16(b)(2) vehicles - the Tangipahoa Voluntary Council on Aging (TVCOA) and the Tangipahoa Association of Retarded Citizens (TARC). Service requests for the elderly are handled by the TVCOA, and service requests for the handicapped are handled by the TARC. The TVCOA and TARC presently refer calls to each other as is appropriate, and each agency is aware of all other social services available to their clients. There is no need for a central referral service.

4. User-Side Subsidy Program

The user-side subsidy program is not a viable alternative in Tangipahoa Parish. There is no public transportation service available that clients can use in place of agency vehicles. There are taxis available in the area, but the distances between clients' homes and agency centers are too great to set up a cost effective user-side subsidy program using taxis.

5. Timesharing

Potential cost savings. The savings are the same as those mentioned in the Orleans Parish discussion.

Operational considerations. Hammond is the only city in Tangipahoa Parish where both the TVCOA and the TARC have centers. Thus, a timesharing arrangement would be limited to those vehicles based in Hammond. The TVCOA and TARC have complementary schedules for the morning pick-up. The TARC completes its morning pick-up at 9:00 a.m., and the TVCOA begins its morning pick-up at 9:00 a.m. Although TVCOA and TARC could conceivably share one vehicle for the morning pick-up trip, they could not share a vehicle for the return home trip because the return home trip schedules for the two agencies overlap. The TARC begins its return home trips at 3:00 p.m. and the TVCOA does not complete its return home trips until 4:00 p.m. Therefore, it appears that the timesharing

alternative would not be feasible even for the TVCOA and TARC centers in Hammond.

Quality of service. The quality of service is the same as that mentioned in the Orleans Parish discussion.

Administrative requirements. The administrative requirements are the same as those mentioned in the Orleans Parish discussion.

6. Ridesharing

Ridesharing is not a viable alternative because the agencies do not share similar schedules. Major changes would be required to existing routing and scheduling.

7,8,9, and 10 Joint Purchasing of Preventive Maintenance and Repairs, Insurance, Fuel and Parts

Potential savings. The 16(b)(2) vehicle fleet is smaller in Tangipahoa Parish than in Orleans Parish, but large enough to obtain some savings from available vendors.

Operational considerations. There are very few vendors in Tangipahoa Parish that offer fleet rates for preventive maintenance and repairs, insurance, fuel, and parts. Goodyear and Firestone, located in Hammond only, offer discounts for preventive maintenance and repairs. Since the TVCOA is already enrolled in the Louisiana Association of Councils on Aging group insurance plan, and the TARC is not eligible for this insurance, the joint insurance purchasing program is not a usable alternative for the demonstration program. Fuelman will open a station in Hammond in 1988 and will offer fleet discounts to the 16(b)(2) operators.

Goodyear and Firestone also offer discounts on tires and other vehicle parts that are included on the state bid list. However, the tires and parts included on this list are not always cost effective. There have been complaints from the 16(b)(2) operators that tires included on the state bid list are of such poor quality that the agencies spend more money on tires than they would have buying more expensive, higher quality tires. Thus, the joint parts purchasing program does not appear to be a beneficial alternative to the 16(b)(2) operators in Tangipahoa Parish as long as the discounts are restricted to parts included on the state bid list.

Quality of service. The joint preventive maintenance and repairs program could possibly improve the quality of transportation service by reducing the number of vehicle breakdowns that interrupt service.

Administrative requirements. The administrative requirements are the same as those mentioned in the Orleans Parish discussion.



Chapter VIII

Implementation of the Special Transportation Enhancement Demonstration Program

Following the preliminary and in-depth evaluations of the coordination alternatives as presented in Chapter VII, Urban Systems met with the 16(b)(2) operators in Orleans and Tangipahoa Parishes to present packages of coordination alternatives. The 16(b)(2) operators selected one or more alternatives to be used during the demonstration period. Each operator selected alternatives that met the needs of each individual agency. Urban Systems met frequently with the 16(b)(2) operators, both individually and in groups; throughout the implementation stage of the demonstration program in order to work out specific problems. The following chapter provides a detailed account of the development of each coordination alternative included in the packages of alternatives. Operational procedures and record keeping requirements were set up and each participating agency was notified of these requirements.

The following chapter is divided into three main parts: (1) development of coordination alternatives, (2) operational procedures, and (3) record keeping requirements.

Development of Coordination Alternatives

The preceding evaluation was designed to identify the coordination alternatives with the most benefits and fewest problems for the participating agencies in Orleans and Tangipahoa Parishes. Initially, Urban Systems had envisioned a demonstration program in which one coordination alternative would be implemented within each area. However, during the evaluation process, Urban Systems discovered that there were a number of workable alternatives, which could be implemented independently or in combination with other alternatives, and that no one alternative could be singled out as the best alternative for all agencies. Not only was consensus not a preferable goal for the demonstration program, but it was not a realistic goal either. After conversations with agency representatives, it appeared unlikely that a majority of the 16(b)(2) operators would agree to implement the same alternative when mandatory participation was *not* required for the demonstration program and when each agency has its own board of directors with its own methods of operation and different priorities. In order to solicit as much participation as possible from the service agencies and to offer the agencies the widest possible spectrum of benefits, Urban Systems chose to present a package of coordination alternatives to the service agencies from which each agency could pick and choose individual alternatives as appropriate. The package of coordination alternatives for each parish included both service and non-service alternatives.

Orleans Parish

The package of alternatives presented to Orleans Parish is as follows:

Service alternatives:

1. Contract service
2. Ad hoc service
3. Central referral service
4. Timesharing
5. Ridesharing

Non-service alternatives:

6. Joint purchasing of preventive maintenance and repairs
7. Joint purchasing of insurance
8. Joint purchasing of fuel
9. Joint purchasing of tires and other parts

Urban Systems held two meetings with the 16(b)(2) operators in Orleans Parish to discuss the package of alternatives. On September 24, 1987, Urban Systems and the Regional Planning Commission (RPC) presented the non-service alternatives. Then, on October 21, 1987, contract service, timesharing, and ridesharing were discussed. Agencies that were unable to send representatives to the meetings were contacted individually. All agencies were given an opportunity to review and select alternatives to be used for the demonstration program. Every agency indicated an interest in one or more of these alternatives. On December 10, 1987, and January 19, 1988, Urban Systems and RPC met with the RTA to discuss the ad hoc service and central referral service. After the details were worked out, all participating agencies were contacted individually and invited to participate. Several agencies indicated they could use the services; others were uncommitted. A brief description of the development of each alternative and implementation requirements follows:

1. Contract Service

Urban Systems identified seven private transportation providers in Orleans Parish, five of which expressed an interest in our demonstration project. After meeting individually with each of the five providers to explain the details of the lease-back contract service, most of the providers indicated that they would have difficulty providing the service at a savings to the agencies *unless* they were able to use the vehicles to transport non-agency clients when the vehicles were not being used to transport agency clients. Only one of the nine 16(b)(2) operators interested in a lease-back contract would allow the providers to use their vehicles to transport elderly, handicapped, and disadvantaged persons who were not agency clients. With only one vehicle at their disposal, all but one provider decided not to continue negotiations for a lease-back contract.

Only Van Pool Services, Inc., a subsidiary of Chrysler, indicated that they still could provide a lease-back contract at a competitive price. Van Pool Services, Inc. (VPSI) indicated they could offer the agencies significant fleet discounts on insurance,

maintenance, fuel, and parts for their vehicles because VPSI is a nationwide company that currently owns and operates 2,000 vehicles in van transit programs throughout the United States. With such a large fleet, VPSI felt sure that the savings on insurance, maintenance, fuel, and parts would exceed the management fee that would be required for VPSI services. Although nine agencies initially expressed an interest in lease-back contract service, only two agencies met with VPSI to obtain bids on a contract price: Central City Economic Opportunity Senior Center (CCEOC) and Holman Vocational Center.

VPSI met with the two agencies to determine what services they wanted included in the contract and to obtain basic information on each vehicle, including a maintenance history. After submitting this information to the corporate office where the bids were to be prepared, the local VPSI office was notified that, because of specific problems with the two requests, competitive bid prices could not be prepared. First, the CCEOC had two 1978 busses with a history of many major repairs. As a result, VPSI could only include maintenance in the contract if the agency were willing to pay a large monthly fee to cover potential maintenance problems and repairs. With recent budget cuts, CCEOC could not pay the large monthly maintenance fee; and without the maintenance service included, CCEOC saw no advantage in using the lease-back contract service. Second, Holman Vocational Center needed VPSI to hire and supervise drivers as part of the lease-back contract service. However, for VPSI to do so, they would need to hire an additional employee. The cost of an additional employee made it impossible to provide contract service to Holman Vocational Center at a competitive price.

Thus, the contract service alternative was not selected by the 16(b)(2) operators because no provider was able to offer the service for a competitive price unless the agencies agreed to major program changes that they were unwilling to make.

2. Ad Hoc Service

Urban Systems and the RPC met with the RTA to work out details of an ad hoc service. Originally, RTA had indicated it would work with two or three agencies to pick up clients for those trips that the agencies could not handle. But after further discussion, RTA decided they could not commit to any more morning or afternoon peak period trips. Instead, they agreed to transport groups or individuals for all participating agencies between the hours of 11:00 a.m. and 2:00 p.m., which is their off-peak period. A 24-hour reservation period will be required. Groups can be transported from an agency center to one destination without waiting during the off-peak period. Individuals can be transported from a home or agency to a destination during the off-peak period, but these trips will usually include some wait time.

This ad hoc service with RTA will be incorporated as part of the central referral service in order to streamline the service and increase its efficiency. Ms. Barbara Philips of the Regional Planning Commission will manage both the ad hoc service and the central referral service. Agencies requesting group or individual trips from RTA will contact Ms. Philips, who will reserve the transportation with RTA 24 hours ahead of time. Ms. Philips will also provide follow-up on all trips to ensure that the service provided is satisfactory.

To implement this alternative, Urban Systems notified all agencies of how the service will operate, prepared a reporting form for RPC's use in recording all requests for ad hoc service, and added a call-waiting line to Ms. Philips' telephone.

3. Central Referral Service

Originally, Urban Systems and RPC discussed implementing a central referral service that would be used by those agencies that participated in the contract service alternative. The service areas for agencies selecting the contract service alternative would be targeted for a promotional campaign to inform potential clients of the new transportation services. However, once it was clear that the contract service alternative could not be implemented for the demonstration program, a new central referral service was conceived.

The new central referral service was intended to match all elderly and handicapped individuals in need of services with the appropriate service agency. The RPC was selected as the ideal agency to manage the central referral service because it is a central repository of information on social service agencies and special transportation services available throughout the metropolitan area. Again, an areawide promotional campaign was discussed to inform potential clients of the referral service. But, after consulting with agency representatives, it was clear that the agencies were not prepared to serve a large number of new clients without major program and schedule changes that would most likely lower the quality of service to agency clients. The agencies were not prepared to make these changes.

In order to implement a workable central referral service, the scope of this service was scaled down considerably. The revised central referral service was set up to handle only three types of non-emergency transportation requests: (1) referrals to RTA for group trips, (2) referrals for medical trips for Medicaid eligible clients, and (3) referrals for miscellaneous trips from elderly and handicapped individuals not served by a 16(b)(2) operator. The referrals to RTA for group trips constitute the ad hoc service and will be implemented as described in the explanation of ad hoc service.

The limited referral service will not solve all of the agencies' transportation problems, but hopefully will allow the agencies to offer more group trips and medical trips without purchasing additional vehicles. Also, the service is designed to match persons in need of social services and transportation with the appropriate agency without overburdening the agencies which are operating with a subsistence budget and staff. To do this, Urban Systems will advertise the central referral service only at the 16(b)(2) agency centers. When an agency receives a request for services that they cannot fill, the agency will contact Ms. Philips, who will identify the appropriate agency that can provide the required services.

To implement this central referral service, Urban Systems obtained the cooperation of RTA and OFS, prepared instructions for making referrals, contacted all participating agencies and RPC to explain the instructions, and prepared a form for RPC to use in recording useful information for each referral call.

4. Timesharing

The Holman Vocational Rehabilitation Center had one vehicle that was not used between 9:00 a.m. and 2:00 p.m., Monday through Friday. Holman Center was willing to lease their vehicle to another agency for use during those hours that Holman did not need it. Urban Systems contacted other 16(b)(2) operators in Orleans Parish, as well as several agencies in the area that had no vehicle, to see if any agency could use a vehicle during the off-peak period. Only one agency, the Lighthouse for the Blind, which presently has no vehicles, expressed an interest in using Holman's vehicle. However, the Lighthouse for the Blind did not need a vehicle on a regular basis, only occasionally. After further checking, Holman discovered that additional vehicle insurance coverage would be required if another agency used their vehicle. Holman did not want to increase their insurance coverage unless they were sure there was another agency that would commit to a steady, long-term use of the vehicle and would pay for the increased insurance coverage. The Lighthouse for the Blind was unable to make such a commitment.

Urban Systems was unable to identify another agency for this timesharing arrangement. Thus, the timesharing alternative was not selected for the demonstration program because no agencies were identified that could use Holman's vehicle on a regular basis during the hours specified.

5. Ridesharing

Although it appeared that ridesharing would be a difficult alternative to implement, given the different service areas, schedules, and routes of the participating agencies, Urban Systems included ridesharing in the package of alternatives. At the October 21 meeting, Central City Economic Opportunity Senior Center (CCEOC) indicated a possible interest in ridesharing. On October 29, CCEOC met with Holman Vocational Center to discuss ways to share drivers and rides in their respective transportation programs. Their morning schedules were completely different with Holman completing their pick-ups by 8:15 a.m. and CCEOC beginning their pick-ups at 9:30 a.m. With this arrangement it appeared that they could share drivers. Holman needed drivers and CCEOC had drivers. In the afternoon, both agencies shared the same return trip schedule. The agencies discussed the possibility of ridesharing, with Holman's clients riding on CCEOC vehicles. However, their service areas were too far apart and ridesharing would require that some clients remain on the bus for long periods of time. Neither agency was able to change its afternoon schedule so that the two agencies could share drivers in the afternoon, as well as in the morning. As a result, CCEOC and Holman agreed that their service areas and schedules were incompatible for ridesharing or for sharing drivers.

The ridesharing alternative was not selected because agencies did not share similar service areas, schedules, or routes.

6. Joint Purchasing of Preventive Maintenance and Repairs

After contacting a variety of companies that provide fleet preventive maintenance and repairs, Urban Systems found that Fleet PM, Inc., provided the best overall preventive maintenance program for the 16(b)(2) operators. Fleet PM, Inc., sets up an individual service schedule for each agency and contacts each agency when it is time for routine preventive maintenance service. Fleet PM schedules a time for the service that is convenient for each agency. They work during the early morning or evening hours, as needed. For preventive maintenance service, Fleet PM drives its specially-equipped service trucks to the agency centers and services the agency vehicles on-site. Fleet PM can also provide discounts on minor maintenance and repairs. All that Fleet PM requires is a space to park its service truck. Fleet PM uses qualified, trained mechanics and quality Shell products. It currently has a number of contracts in the area to service large fleets, including New Orleans Public Service, Inc. (NOPSI), the local power and gas company. Fleet PM has agreed to provide its fleet preventive maintenance service to the 16(b)(2) operators for the same price they charge NOPSI, regardless of the number of agencies that choose to use their services.

Seven agencies signed up to implement this coordination alternative at the September 24 meeting.

To implement this alternative, Urban Systems notified Fleet PM, Inc., of those agencies that signed up to use their service. Fleet PM contacted each agency and arranged a time to meet with an agency representative in order to set up a service schedule for their vehicles. Agencies were not required to sign a contract. At any time, if dissatisfied with Fleet PM, an agency may choose to discontinue service with Fleet PM. Most of the agencies were put on a 90-day or 6,000-mile service schedule.

7. Joint Purchasing of Insurance

Urban Systems was able to identify only one group insurance plan for 16(b)(2) operators in Orleans Parish. The group insurance plan is offered through the Louisiana Association of Councils on Aging, Inc., and is available only to those agencies that receive operating funds from the Office of Elderly Affairs. No group insurance plan was identified for those agencies that do not receive operating funds from the Office of Elderly Affairs. Eligible agencies can obtain quotes before making a decision. The group plan offers a 30 percent discount for most agencies and includes a dividend program. Participating agencies can expect an end-of-the-year dividend for years when few claims are made. The dividend can be applied to the next year premium to further reduce insurance costs. The group plan also offers property, bonding, workers compensation, general liability, and umbrella liability insurance, which may be less expensive than comparable coverage with another insurance plan. The only requirement to obtain this group insurance is that the agencies join the Louisiana Association of Councils on Aging, Inc., and pay annual dues. The substantial discount on insurance will greatly exceed the annual membership dues.

Five agencies requested quotes on the group insurance coverage. (One additional agency, the Arthur Monday Senior Center, had signed up for the group insurance before this coordination study began.) Three of the five agencies signed up for the insurance.

To implement this alternative, Urban Systems contacted each interested agency and obtained the information needed by the insurance agent to draw up the quotes. Urban Systems mailed the information to the insurance agent, who prepared the quotes and mailed them to Urban Systems. Urban Systems then contacted each agency and mailed each agency a copy of their individual quote. Those agencies that were interested contacted the insurance agent directly to draw up the necessary paperwork and to pay for the premium.

8. Joint Purchasing of Fuel

Urban Systems contacted several fuel companies including Amoco, Shell, Exxon, and Fuelman. Of these, Fuelman provided the greatest savings for the participating agencies. Fuelman was originally set up to provide fuel to companies that operate large fleets. Later, the minimum fleet size requirements were eliminated. As a result, Fuelman was able to offer the 16(b)(2) operators a fleet fuel service and a fleet discount.

Fuelman provides a computerized motor fuel management system. The system includes a cost accounting program that will reduce each agency's paperwork and a 24-hour unmanned service with a pilferage system and card loss control to protect each agency. For agencies participating in this demonstration program, Fuelman agreed to provide a group discount of cost plus six cents for any type of fuel, to provide monthly billing with no interest or penalties for late payments, to withhold the federal nine-cent gasoline tax from the monthly billing for the nonprofit agencies, and to train all agency personnel in the use of gasoline cards and pumps. Eight locations are accessible to most of the 16(b)(2) operators.

Ten agencies signed up to participate in this joint purchasing fuel program.

To implement this alternative, Urban Systems coordinated group training sessions with Fuelman and the interested agencies. At these training sessions, Fuelman completed the necessary paperwork for each agency and showed the agency personnel how to use the cards and pumps. After Fuelman completed their credit checks on each agency, they issued the appropriate cards to the agencies and the agencies began using Fuelman for their gasoline purchases.

9. Joint Purchasing of Tires and Other Parts

After contacting a number of companies in New Orleans that provide tires, as well as other vehicle parts, Urban Systems found that Firestone offered the largest discount on tires and other parts. The Orleans Parish 16(b)(2) operators, as a group, did not have enough vehicles to open a national service account with Firestone; however, the 16(b)(2) fleet was large enough to obtain a local discount

with Firestone. Firestone offered the agencies a 20-25% discount on tires and a 10-15% discount on other vehicle parts, such as batteries.

Seven agencies expressed an interest in this alternative. Before the agencies decided whether or not to set up an account with Firestone, Firestone prepared price quotes for its two most cost effective tires, using the tire sizes needed by each agency. Each agency reviewed the tire prices and agreed to set up an account with Firestone, although most agencies will check other vendors' prices before purchasing Firestone parts.

To implement this alternative, Firestone ran credit checks on each of the seven interested agencies and then set up an account for each agency at the nearest Firestone store. With their accounts, the agencies are eligible for the discounts on all vehicle parts and tires. There are no minimum purchase requirements with this purchasing program.

Tangipahoa Parish

The package of alternatives presented to the 16(b)(2) operators in Tangipahoa Parish is as follows:

Service alternatives:

1. Contract service

Non-service alternatives:

2. Joint purchasing of preventive maintenance and repairs
3. Joint purchasing of fuel

Urban Systems met with the director of TARC and the acting director of TVCOA on November 20, 1987, to discuss the package of alternatives. However, the TVCOA was in the midst of a change in administration and the acting director felt the board would want to wait and let the new director decide how the TVCOA would participate in the demonstration program. A new TVCOA director was to be hired in January. The TARC director indicated that it would be better for TARC to begin the demonstration program after the Christmas and New Year's holidays. Also, the TARC director requested time to review their present vehicle operating costs before deciding which alternatives to implement. Therefore, Urban Systems decided to delay the demonstration program until a new TVCOA director was appointed and until the TARC director had reviewed their vehicle operating costs. Urban Systems met with the TARC director on January 13 and 25, 1988, and the new TVCOA director on January 25, 1988, to present the package of alternatives. A brief description of the development of each alternative in the package and the implementation requirements follows:

1. Contract Service

As mentioned earlier in the evaluation of coordination alternatives for Tangipahoa Parish, the lease-back arrangement is not a suitable type of contract service for the demonstration program. Before Urban Systems drew this conclusion, they

contacted private transportation providers in Orleans Parish to see if any were willing to operate in Tangipahoa Parish. There were no private transportation providers in Tangipahoa Parish that were capable of providing service for the 16(b)(2) operators. While one provider in Orleans Parish had considerable experience in transporting elderly and handicapped individuals and expressed an interest in using the 16(b)(2) vehicles to operate the transportation service for TVCOA and TARC, the costly management and maintenance fees precluded a lease-back arrangement with this provider. If private vehicles were used instead of 16(b)(2) vehicles, the contract service price would have been even higher because the provider would have had to purchase additional vehicles to serve Tangipahoa Parish.

It appeared that there were no opportunities to implement the contract service alternative in Tangipahoa Parish. However, the Tangipahoa Association of Retarded Citizens needed another vehicle right away and signed a long-term lease contract for the use of a private van with a local leasing company. The leasing company will assume responsibility for all maintenance and repairs of the vehicles. The TARC will continue to use its own drivers and operate the lease van in the same manner as the 16(b)(2) vehicles that TARC owns. Urban Systems will monitor this lease contract in order to assess the potential benefits of privatization.

To implement this alternative, the TARC was required only to sign a lease contract.

2. Joint Purchasing of Preventive Maintenance and Repairs

After reviewing the preventive maintenance and repairs program offered by Goodyear and Firestone, TARC selected Goodyear because of its marginally lower prices and better accessibility.

The TARC agreed to put two of its seven vehicles on the Goodyear preventive maintenance program in order to compare Goodyear's program with the present service that TARC receives from another mechanic in the area. Because there are so few companies or individuals in the area that provide vehicle maintenance, and because they are pleased with their present mechanic, TARC did not want to jeopardize the working relationship with their present mechanic in case they were not satisfied with Goodyear's performance.

To implement this alternative, Urban Systems arranged a time for TARC and Goodyear representatives to meet, complete necessary paperwork, and set up a maintenance schedule. TARC was not required to sign a contract. If TARC is not satisfied with Goodyear's service, they may discontinue service at any time.

3. Joint purchasing of Fuel

When Urban Systems began its study of coordination alternatives for Tangipahoa Parish, Fuelman did not have a fuel station in the parish and none of the other fuel stations offered fleet discounts. However, just as Urban Systems was preparing to begin the demonstration program in Tangipahoa Parish, they learned that Fuelman was opening a new station in Hammond. Fuelman offered the 16(b)(2) operators in

Tangipahoa Parish the same group discount and exemption from the federal gasoline tax as offered to the 16(b)(2) operators in Orleans Parish. All of the services provided by Fuelman in the New Orleans area were also available in Hammond, including a cost accounting program, monthly billing with no interest payments or late penalties, and a training program.

After checking with their respective boards, the TARC and TVCOA both signed up to use Fuelman.

The agencies met with Fuelman and completed the necessary paperwork. After the credit checks were completed, Fuelman issued cards to the agencies for them to begin using Fuelman.

Selected Coordination Alternatives

After reviewing the package of coordination alternatives and meeting with board members, the various vendors, and Urban Systems to identify particular problems or restrictions, 14 of 23 16(b)(2) operators in Orleans Parish and both 16(b)(2) operators in Tangipahoa Parish volunteered to participate in the demonstration program. Table 8.1 lists all of the participating agencies and the coordination alternatives selected for the demonstration program.

Operational Procedures

Each coordination alternative for the demonstration program had its own operational procedures. These operational procedures are best explained in terms of duties or responsibilities of the two principal parties involved in each alternative: (1) the participating 16(b)(2) operator and (2) the service provider. Urban Systems acted as a liaison between the participating agencies and the service providers to ensure that all the proper forms were signed, that the training sessions were scheduled and attended by all participating agencies, and that alternatives were implemented as quickly as possible. Urban Systems also served as a mediator throughout the demonstration program to resolve problems or misunderstandings between the participating agencies and the service providers.

The operational procedures used for each selected alternative are as follows:

Contract Service

Participant: The Tangipahoa Association of Retarded Citizens (TARC) operated its lease vehicle in the same manner as its 16(b)(2) vehicles using TARC drivers and submitted the vehicle for routine maintenance service as required by the leasing company.

Service Provider: The private leasing company set up a preventive maintenance schedule for the TARC vehicle and notified TARC when the vehicle was scheduled

Table 8.1

Coordination Alternatives Selected by Participating 16(b)(2) Operators in Orleans Parish and Tangipahoa Parish for the Special Transportation Enhancement Demonstration Program

Participating Agencies	Contract Service	Ad Hoc/ Central Referral Service	Joint Purchasing Programs			
			Preventive Maintenance and Repairs	Insurance	Fuel	Tires & Other Parts
Orleans Parish:						
Holman Vocational Center		X	X		X	X
Arthur Monday Senior Center		X	X	X	X	X
Central City Economic Opportunity Senior Ctr.		X	X	X	X	X
Gordon Plaza/Caritas Senior Center		X		X		
Lower Algiers Senior Center		X		X		
Reality House		X		X		X
Senior Service Volunteers of America		X			X	
Uptown Shepherd's Center		X			X	
Baptist Friendship House		X			X	
Holy Ghost Community Center		X		X	X	X
Our Lady of Lourdes Center		X		X	X	X
Lutheran Home		X		X	X	
The Dwelling Place/Mercy Hospital		X		X	X	
Total Community Action, Inc.		X		X	X	
Tangipahoa Parish:						
Tangipahoa Assn. of Retarded Citizens	X		X		X	
Tangipahoa Voluntary Council on Aging					X	

Source: Urban Systems, Inc.



for maintenance service. The leasing company provided all routine maintenance and repairs as needed.

Ad Hoc/Central Referral Service

Participant: All participating agencies in Orleans Parish contacted Barbara Philips at the Regional Planning Commission (RPC) to request transportation for group trips or medical trips. The reservation period for group trips was 24 hours and 48 hours for medical trips. Agencies were also requested to contact Barbara Philips when they received a request for transportation from an individual whom they could not serve. The January 29, 1988 memo, shown in Figure 8.1, was mailed to all participating agencies. The memo summarizes the operational procedures and specific participant responsibilities for the ad hoc/central referral service.

Service Provider: Ms. Barbara Philips of the RPC was available between 9:00 a.m. and 12:00 noon Monday-Friday to handle requests for group trips, medical trips, and referrals for other miscellaneous trips. Ms. Philips obtained all pertinent information from the agency or individual requesting transportation, contacted the appropriate transportation provider, and notified the agency or individual of the arrangements. After the trip was completed, Ms. Philips contacted the agency or individual to determine whether or not the service provided was satisfactory. Specific instructions used by Ms. Philips to handle calls are given in Figure 8.2.

Joint Purchasing of Preventive Maintenance and Repairs

Participant: The participating agencies in Orleans Parish met with Fleet PM to set up a service schedule for agency vehicles. The participating agencies in Tangipahoa Parish met with Goodyear to set up a service schedule for agency vehicles. Thereafter, as each agency was notified by the service provider that routine maintenance inspections were due, the agency scheduled a time for the vehicles to be serviced.

Service Provider: The service provider notified each participating agency when vehicle maintenance inspections were due, according to a predetermined schedule agreed upon by the agency and the service provider. (As a rule, a 90-day or 6,000-mile schedule was used.) The service provider submitted a written report to the agency, which included the service performed, the results of their maintenance inspection, and recommendations for additional repair work needed.

Joint Purchasing of Insurance

Participant: The participating agencies joined the Louisiana Association of Councils on Aging, Inc. (LACOA) and paid the annual dues after they had obtained the group insurance coverage.

Figure 8.1

OPERATIONAL PROCEDURES FOR AD HOC/CENTRAL REFERRAL SERVICE

MEMO

TO: Agencies Operating UMTA 16(b)(2) Vehicles and Participating in the Demonstration Program

FROM: Karlene Smith, Planner KS
Urban Systems, Inc.

RE: Update on Central Referral System for Demonstration Program

DATE: January 29, 1988

Let me update you on the central referral system that will be in place beginning Monday, February 1. Since you received the December 30, 1987, memo announcing the central referral system, Barbara Philips and I have been meeting to fine-tune the system and to identify more precisely the types of requests that we can realistically fill. There are basically three types of non-emergency transportation requests we can handle. These are referrals for group trips, medical trips for Medicaid eligible clients, and individual trips for persons not presently served by a 16(b)(2) operator.

Transportation for group trips, as mentioned in the December 30 memo, will be provided by RTA using Lift vehicles and will be available each day between 11:00 a.m. and 2:00 p.m. Please contact Barbara Philips at 568-6623, at least 24 hours before a vehicle is needed, and sooner if possible to schedule group trips. She will be available to receive calls between 9:00 a.m. and 12:00 noon, Monday-Friday. When you call, Barbara will need to know the following information:

- Total number of people included in the group;
- Number of elderly and handicapped persons;
- Number of nonambulatory persons using wheelchairs;
- Street address of your center and of the group's destination;
- Time the group is to be picked up and returned to the center;
- Trip purpose.

RTA requests that all agencies using the Lift for group trips be registered with RTA. If your agency is not registered, please call Ms. Patricia Lawrence (569-2612) to arrange for on-site registration. Should you need a group trip before you are registered, RTA has assured us that you may go ahead and schedule your trip with Barbara.

The Lift fare is 50¢/person for a one-way trip or \$1.00/person roundtrip and is payable at the time the group boards the vehicle.

Agencies Operating UMTA 16(b)(2) Vehicles and Participating in the Demonstration Program
January 29, 1988
Page 2

Transportation for medical trips will be provided by the Office of Family Security (OFS) for those clients who are Medicaid eligible. We have no other sources of transportation for medical trips at this time. If you are presently referring clients to OFS for medical trips, continue to do so. If not and you need assistance with medical trips for Medicaid eligible clients, please call Barbara. Barbara must be notified at least two days (48 hours) before the medical transportation is required. When you call, Barbara will need to know the following information:

- Name, mailing and street address, and age of person needing medical transportation;
- Medicaid card number (Orleans Parish residents will have a 13-digit number that begins with 36. The cards are usually a tan or buff color; a few are green.)
- Whether or not the person has a Lift I.D.
- Whether or not the person is able to use the bus or the Lift. If not, state why.

Transportation for persons not presently served by a 16(b)(2) operator will be provided by referring him/her to the Lift or to the agency that serves that person's neighborhood and specific needs. If you receive a call from a person who needs transportation and lives outside your area, please call Barbara. When you call, Barbara will need to know the following information:

- Name, age, address and telephone number of person;
- Specific service needs
- Whether or not the individual is ambulatory.

We hope this referral system will allow you to serve more elderly and handicapped in your service areas. However, we realize that this central referral system will not address all your transportation needs. Because most of you 16(b)(2) operators have small transportation budgets and because we have no additional operating funds for transportation in this demonstration program, we must rely on those few other transportation sources presently available in Orleans Parish to supplement the transportation services you provide.

Between February 1 and May 30, while the central referral system is in place, please contact either Barbara Philips or me if you have a problem with any aspect of the referral system. Also, let me know when you have transportation needs that either your agency nor this central referral system can handle. We would like to include these needs in our final report to DOD.

Figure 8.2

CENTRAL REFERRAL SYSTEM: INSTRUCTIONS FOR HANDLING CALLS

Central Referral System for the Special Transportation Enhancement Demonstration Program

Instructions for Handling Calls

A. GROUP TRIPS (BETWEEN 11:00 A.M. & 2:00 P.M.)

1. Find out the total number of persons to be riding the Lift, the number of elderly, number of handicapped, number of nonambulatory, and the specific time when transportation is needed. Also find out the address where the group will be picked up and the address of the group's destination. Please ask the caller to state the purpose of the trip.
2. Ask the caller if her agency is registered with RTA to use the Lift. If not, have the caller contact Patricia Lawrence (569-2612) to be registered. The group may use the Lift before being registered, but the agency should call Ms. Lawrence right away and begin the registration process.
3. Remind the caller of the payment procedure. Payment is to be made at the time the group boards the Lift. The fare is 50¢/person for a one-way trip or \$1.00/person for roundtrips.
4. Contact Katherine Williams, Lift office (569-2698), or Patricia Lawrence, RTA office (569-2612), at least 24 hours prior to the time when the trip is needed (earlier whenever possible).
5. If RTA is unable to provide the group trip, notify the agency immediately and reschedule if possible.
6. After the trip is completed, contact the agency to find out if Lift arrived on time and if the service was satisfactory.

B. MEDICAL TRIPS FROM MEDICAID ELIGIBLE PERSONS ONLY

1. Find out the person's Medicaid card I.D.# (Orleans Parish resident will have a 13-digit number that begins with 36) and whether or not the individual has a Lift I.D. and is presently using the Lift or bus for routine trips such as shopping. If the person is not presently using the Lift or bus, find out if the person is ambulatory. Also find out the person's name and mailing address, where the person is to be picked up and the address of the person's medical appointment.

2. Reservations for a medical trip must be made at least two days (48 hours) in advance, earlier if possible. (The Medicaid card is usually tan or buff color, but a few individuals may have a green-colored card.)
3. If the individual has a Lift I.D. and is ambulatory, call 568-6970 for Lift tickets. Give the OFS person the Medicaid card number, name and mailing address of person to receive the Lift tickets.
4. If the individual does not have a Lift I.D., call Valerie Brown at 568 6419. If individual can use the Lift or bus, the OFS office will provide transportation to RTA office to get a Lift I.D. The OFS will provide van transportation until the individual receives the Lift I.D.

If the individual does not have a Lift I.D. and cannot use the Lift or bus, call Valerie Brown for van transportation. Van transportation is being restricted to only those individuals who have difficulty using the Lift. Find out how ambulatory person is from agency representative or person and request the appropriate transportation from OFS. The OFS office will select the Title XIX provider.

For more information or to answer other questions, call Ms. Evans (568-6920) at the OFS office.

5. After the trip is completed, contact the individual to find out if service was satisfactory.

C. OTHER MISCELLANEOUS TRIPS

1. If an agency refers a person to you who is outside that agency's service area, identify where the person lives and his/her service needs. Identify the appropriate agency that can provide for those needs and call an agency representative who will contact the individual.
2. If that person does not want to use the agency's transportation service, offer to arrange a trip through the Lift or RTA.
3. After an individual is referred to a 16(b)(2) agency or the Lift for transportation services, call back to see if the individual has been contacted and if transportation was provided. Find out if service was satisfactory.

Service Provider: The insurance agent for the LACOA notified the participating agencies of any rate changes and of dividends earned on an annual basis.

Joint Purchasing of Fuel

Participant: The participating agencies met with Fuelman to complete the necessary paperwork and to complete a basic training session on how to use the Fuelman system. The agencies reviewed all weekly fuel reports to verify that the fuel consumed was being reported properly.

Service Provider: After completing credit checks on each participating agency, Fuelman issued fuel cards to each agency and trained personnel to use the pumps. Fuelman mailed each agency a statement of its transactions on a weekly basis. Invoices and summary transaction reports were mailed to each agency on a monthly basis. Fuelman provided all participating agencies a discount on all types of fuel for the duration of the demonstration program as follows:

- a) Cost plus six cents,
- b) Nonprofit agencies were exempt from the nine-cent federal gasoline tax, and
- c) No interest or penalties were charged for late payments.

Joint Purchasing of Tires and Other Parts

Participant: When in need of tires or other vehicle parts, a participating agency was to contact the local Firestone store in Orleans Parish where an account had been set up for that particular agency. The seven participating agencies were assigned to one of four Firestone stores as follows:

Store #1 (3500 Carrollton)

1. Holman Vocational Rehabilitation Center
2. Total Community Action
3. Our Lady of Lourdes Center

Store #2 (800 Camp Street)

4. Central City Economic Opportunity Corporation
5. Holy Ghost Community Center

Store #3 (4603 Chef Menteur Highway)

6. Reality House

Store #4 (3665 General DeGaulle)
7. Arthur Monday Senior Center

Participating agencies were not required to purchase tires and other parts from Firestone. In fact, agencies were encouraged to compare prices and quality with other vendors in the area. When making purchases at Firestone, participating agencies were to give their account numbers.

Service Provider: Firestone offered an estimated 22 percent discount on its most cost effective tires: the Supreme ASR Radial or the Steeltex Radial RTH. Both of these tires have an estimated 45,000-mile life provided the vehicle and tires are maintained properly. The following prices were set for the tires to be used by the participating agencies:

	<u>Tire Description</u>	<u>Article #</u>	<u>Price</u>
1.	8.75R16.5 Steeltex Radial RTH Tubeless Polyester - Steel D Load Range	215-295	101.13
2.	P215/70R14 Supreme ASR Radial Whitewall Tubeless Polyester - Steel D Load Range	112-917	93.09
3.	8.00R16.5 Steeltex Radial RTH Tubeless Polyester-Steel D Load Range	248-762	91.42
4.	235/85R16 Steeltex Radial RTH Tubeless Polyester - Steel D Load Range	228-206	110.41
5.	P195/75R14 Supreme ASR Radial Whitewall Tubeless Polyester - Steel D Load Range	088-927	78.74
6.	P195/75R14 Supreme ASR Radial Whitewall Tubeless Polyester - Steel D Load Range	088-919	74.72
7.	215/85R16 Steeltex Radial RTH Tubeless Polyester - Steel C Load Range	228-192	92.51

Although Mr. John Ferguson, Market Manager for Firestone, recommended the Steel Tex Radial RTH and the Supreme as the most cost effective tires,

participating agencies could purchase any other grade of tire and receive comparable discounts. Firestone charges for balancing and tire valves were as follows:

Balancing:	
Passenger tire	\$7.00
Truck tire	\$8.75
Tire Valves:	\$2.40 each

Firestone also offered a discount of 10 percent to the participating agencies on all other parts.

Record Keeping Requirements

Records of the 16(b)(2) transportation operations were collected from the participating 16(b)(2) operators in Orleans and Tangipahoa Parishes and from the service providers for the duration of the demonstration program in order for Urban Systems to monitor the benefits of the coordination alternatives and to complete its final evaluation of the demonstration program. Participating 16(b)(2) operators were asked to submit copies of their monthly DOTD reports to Urban Systems (Figure 8.3). Urban Systems evaluated the monthly Vehicle Trip Summary Log reports and the Vehicle Maintenance/Operating Expense Record reports for all participating 16(b)(2) operators during the demonstration program.

To supplement the monthly DOTD reports, Urban Systems obtained additional information from the service providers or participating 16(b)(2) operators, as shown below for each coordination alternative:

Contract Service (Leasing)

Urban Systems obtained a copy of the lease contract and a breakdown of the monthly leasing costs from the 16(b)(2) operator. Urban Systems also obtained capital cost data for a comparable new 16(b)(2) vehicle from DOTD in order to compare costs of leasing a private vehicle with costs of purchasing and operating a 16(b)(2) vehicle.

Ad Hoc/Central Referral Service

Ms. Philips of the RPC maintained a log of all trip requests, the number of persons needing transportation, trip origin, trip destination, trip purpose, and other pertinent data as shown in Figure 8.4.

Figure 8.3
RECORD KEEPING REQUIREMENTS FOR SERVICE AGENCIES

M E M O

TO: Agencies Operating UMTA 16(h)(2) Vehicles and
Participating in the Demonstration Program

FROM: Karleene Smith, Planner
Urban Systems, Inc.

RE: Record-Keeping Requirements for the Demonstration Program

DATE: December 1, 1987

During the six-month demonstration program, which will run from November, 1987 - April, 1988, we will need to review the monthly reports you submit to DOTD in order to evaluate the benefits of the various coordination programs to the transportation service you provide. The monthly Vehicle Trip Summary Log, the monthly Vehicle Maintenance Operating Expense Record, and the monthly Administrative Report will provide most of the information we need. Reports from Fuelman, Fleet P.M., Firestone, and Cuave and Johnston Insurance Agency will supplement the monthly reporting data we receive from you. Enclosed are six self-addressed, stamped envelopes to be used for mailing us the monthly reports during the six-month demonstration program.

We would like to receive each month's reports by the 15th day of the following month. For example, we would like to receive the November reports by December 15. This schedule corresponds with the one required by DOTD so that you can mail our copies at the same time you mail the original reports to DOTD.

Let me briefly review DOTD's reporting requirements for a few data items from the trip summary log and the operating expense record to be sure everyone is reporting the data in the same way:

<u>Data Item</u>	<u>Reporting Requirements</u>
1. Total Time Daily	Record the actual number of hours that a vehicle is in use. Clock the vehicle in and out each time it is used. Report the total number of hours the vehicle is used each day. (Vehicle hours are not the same as the agency operating hours.)
2. Total Miles	Record the total miles that a vehicle was driven in one day by subtracting the beginning odometer reading from the ending odometer reading each day.
3. Total Trips	Record person trips only. Count one trip each time a person boards the vehicle.
4. Driver Salary	For agencies that do not have full-time drivers, record the salary for the time a worker spends driving or in driving-related activities.
5. Fringe Benefits	Fringe benefits include vacation leave or sick leave, insurance benefits, etc., paid to the worker. Record the percentage of fringe benefits that corresponds with the percentage of time that a worker spends driving or in driving-related activities.
6. Monthly Insurance Cost	Record the monthly vehicle insurance premium paid for liability, collision, and comprehensive coverage. (This amount should equal 1/12 of your annual premium if you have made a down payment and have smaller monthly payments or if you pay quarterly.)
7. Maintenance & Repairs	List all repair items, routine maintenance items, etc., and cost for each item. If a mechanic donates his services, indicate the repair item and that there was no charge.

If you have any questions regarding the record-keeping requirements, please let me know. Let me thank you in advance for your cooperation in mailing us these monthly reports.

Joint Purchasing of Preventive Maintenance and Repairs

Fleet PM provided Urban Systems with duplicate copies of the maintenance inspection reports and invoices sent to the 16(b)(2) operators that used Fleet PM's services.

Joint Purchasing of Insurance

The insurance agent for the LACOA sent Urban Systems a breakdown of the annual premiums for each participating 16(b)(2) operator that used the group insurance. Urban Systems then contacted the 16(b)(2) operators that signed up for the group insurance to find out how much each agency would have paid for insurance if they had not switched to the LACOA group insurance program.

Joint Purchasing of Fuel

Fuelman provided Urban Systems with duplicate copies of the monthly fuel reports that were sent to the 16(b)(2) operators that used Fuelman.

Joint Purchasing of Tires and Other Parts

Urban Systems was to obtain copies of invoices from 16(b)(2) operators that used Firestone to show what parts were purchased.



Chapter IX

Results of the Special Transportation Enhancement Demonstration Program

The Special Transportation Enhancement Demonstration Program was conducted between November, 1987 and April, 1988 in Orleans Parish, and between March, 1988 and May, 1988 in Tangipahoa Parish. During this period, 16(b)(2) operators in both parishes participated in a number of coordination programs that were designed to reduce transportation costs and/or improve transportation services for the elderly, handicapped, and disadvantaged. In order to monitor the benefits of the coordination programs, Urban Systems collected records of the 16(b)(2) transportation operations from the 16(b)(2) operators and from the service providers. During the last month of the demonstration program, each participating agency was given an opportunity to evaluate the demonstration program. Evaluation forms were mailed to each agency and then Urban Systems met individually with agency representatives to review the evaluation form. Appendix H shows the evaluation form that was used. Data collected during the demonstration program, as well as the evaluation forms completed by the participating agencies, were used to analyze the benefits of the coordination alternatives used in the demonstration program.

Overall, participation in this demonstration program was good, considering that this was a voluntary program and that most agencies underwent drastic budget and staff cuts during the demonstration program. Only two agencies dropped out of the demonstration program. One agency, the Lutheran Home, disposed of its 16(b)(2) vehicle, and another agency, Reality House, had to reduce its services due to budget cuts. Most of the agencies that signed up for the joint purchasing programs for fuel, preventive maintenance, and insurance used these coordination services. However, only a few of the agencies that had indicated an interest in the ad hoc/central referral service actually used it, and none of the agencies that signed up for the joint purchasing program for tires and other parts used it. Only one agency needed to purchase parts during the demonstration program, and that agency decided to use its local vendor instead of the service provider selected for the program. Table 9.1 shows the coordination alternatives that were utilized by each participating agency.

The first part of this chapter is devoted to an analysis of each coordination alternative that was implemented during the demonstration program. In the second part, a transportation operating cost analysis is provided for the agencies that participated in the demonstration program.

Analysis of Implemented Coordination Alternatives

The analysis of each alternative will include a summary of agency participation; benefits of the coordination alternative, including cost savings; problems



Table 9.1

Coordination Alternatives Utilized by Participating 16(b)(2) Operators in Orleans Parish and Tangipahoa Parish During the Special Transportation Enhancement Demonstration Program

Participating Agencies	Contract Service (Leasing)	Ad Hoc/ Central Referral Service	Joint Purchasing Programs			
			Preventive Maintenance and Repairs	Vehicle Insurance	Fuel	Tires & Other Parts
Orleans Parish:						None
Holman Vocational Center			X		X	
Arthur Monday Senior Center		X		(a)	X	
Central City Economic Opportunity Senior Ctr.			X	X	X	
Gordon Plaza/Caritas Senior Center				X		
Lower Algiers Senior Center			X	X		
Senior Service/Volunteers of America					X	
Uptown Shepherd's Center		X				
Baptist Friendship House					X	
Holy Ghost Community Center					X	
Our Lady of Lourdes Center		X			X	
The Dwelling Place/Mery Hospital					X	
Total Community Action, Inc.					X	
Tangipahoa Parish:						
Tangipahoa Assn. of Retarded Citizens	X					X
Tangipahoa Voluntary Council on Aging				(a)		X

(a) Arthur Monday Senior Center and Tangipahoa Voluntary Council on Aging enrolled on their own in the group insurance program before the demonstration program began.

Source: Urban Systems, Inc.

encountered during the demonstration program, and future use of the coordination alternative.

Contract Service (Leasing)

Contract service was used by the Tangipahoa Association for Retarded Citizens (TARC) in the form of leasing vehicles. The basic leasing arrangement involved provision of the vehicle, an extended warranty on the vehicle, and a maintenance contract. Variations of this package were available such as not purchasing the extended warranty and/or maintenance contract. The lease charge is paid on a monthly basis and includes a flat amount for the extended warranty and maintenance. After a specified amount of mileage is accumulated on the vehicle, usually around 50,000 miles, an additional charge of around 6¢ per mile is incurred.

TARC is currently leasing three vans. Because of the additional mileage charge when vans exceed a specified mileage amount, these vehicles are assigned to short mileage routes or as general purpose vehicles to minimize miles accumulated.

The primary benefit of leasing is the availability of the extended warranty and maintenance contract. This allows the agency to predict expenditures for maintenance and repairs, eliminating the peaks in expenditures on repairs that are experienced with other vehicles. TARC personnel also felt maintenance and repair services were of higher quality because the lessor was aware that the vehicle would be returned if the purchase option in the lease was not exercised.

The cost of leasing versus the cost to purchase a vehicle is difficult to compare, because of the inclusion of the extended warranty and maintenance contract in the lease price. If it is assumed that the base lease price is \$400 per month and 6¢ for each mile over 50,000 miles, a comparison can be made with a similar vehicle purchased through the Section 16(b)(2) program. Using these assumptions, if a vehicle is used four years and accumulated 100,000 miles, the cost for leasing would be approximately \$22,200. A vehicle used for three years accumulating 50,000 miles would cost \$14,400 under the leasing option and \$17,000 through the purchase option.

The value of the extended warranty and maintenance contract is very difficult to compare because of the number of variables involved. For example, is maintenance being performed regularly on purchased vehicles; how much does it cost and what is the vehicle's major repair record?

The advantage of having a maintenance contract on a lease vehicle is that the agency pays a fixed monthly maintenance fee regardless of how much maintenance and repair work may be needed each month. Thus, the agency is able to budget maintenance and repair costs more easily.

Ad Hoc/Central Referral Service

The ad hoc/central referral service was designed to provide assistance with three types of non-emergency transportation requests: group trips, medical trips, and miscellaneous trips for individuals not presently served by a 16(b)(2) operator. All agencies participating in the demonstration programs were invited to use the service. The New Orleans Council on Aging also notified all senior centers in Orleans Parish and encouraged them to use it as well. Although most agencies had indicated in earlier interviews that they could not accommodate all trip requests, only four agencies used the central referral service. These agencies are as follows:

Our Lady of Lourdes Center
Lakeview Shepherd Center
Uptown Shepherd Center
New Orleans Council on Aging

All of the requests were for group trips. No requests were made for medical trips or for miscellaneous trips for individuals not presently served by a 16(b)(2) operator.

The following is a summary of the group trip requests made through the ad hoc/central referral service:

<u>Date</u>	<u>Agency</u>	<u>Trip Purpose</u>	<u>Number of Persons</u>	<u>Result of Request</u>
1/29/88	Our Lady of Lourdes Center	Social	15	Trip Provided
1/29/88	Lakeview Shepherd's Center	Social	27	Trip Provided
2/18/88	Our Lady of Lourdes Center	Social	15	Trip Provided
2/9/88	Our Lady of Lourdes Center	Shopping	15	Trip Not Provided
3/1/88	Uptown Shepherd's Center	Shopping	6	Trip Provided
3/18/88	Lakeview Shepherd's Center	Social	26	Trip Not Provided
4/2/88	New Orleans Council on Aging	Social	72	Trip Not Provided
5/6/88	New Orleans Council on Aging	Social/Meeting	150	Trip Provided

A total of 213 person trips were made through the ad hoc/central referral service. The RTA Lift was used for 63 person trips. Private vehicles were used for 150 person trips. Most of these person trips were for social/recreational events. Only six person trips were for shopping.

Three group trip requests were not provided. Two of those requests were not provided because the agencies needed transportation before 11:00 a.m. The agencies requested this transportation even though RTA had specified earlier that they could not provide group trips prior to 11:00 a.m. during the morning peak period. The third group trip request was not provided due to heavy rain and local flooding.

The ad hoc/central referral service was beneficial in helping agencies locate additional transportation services for some group trips. Although all of the agencies have their own vehicles, the vehicles are too small to accommodate large groups of clients. For group trips, agencies need alternate sources of transportation. The staff at Our Lady of Lourdes Center and Lakeview Shepherd's Center were very pleased with the service provided by the RTA Lift. Sister Villere at Our Lady of Lourdes Center indicated that using the RTA Lift for group trips had allowed the center to provide more transportation for clients and also to reduce their transportation costs. Utilizing the Lift, Our Lady of Lourdes was able to offer clients more social trips and shopping trips. Prior to using the Lift, Our Lady of Lourdes had used private transportation service for an occasional large group social trip. The cost of the private transportation service was considerably more than RTA's \$1.00 round trip fare for the Lift. The New Orleans Council on Aging used the ad hoc/central referral service to identify private transportation services for their annual meeting when the RTA Lift could not provide the service.

Although the ad hoc/central referral service allowed some agencies to provide more transportation for clients and reduce transportation costs for some group trips, there were still a number of problems with the group trip service. First, the 11:00 a.m.-2:00 p.m. time period allotted by RTA for group trips was inconvenient. Most agencies provide a noon meal for clients and generally take group trips earlier or later in the day. As a result, only a few agencies were able to utilize the RTA Lift service. Second, there were delays in picking up agency clients. The Uptown Shepherd Center was dissatisfied with the Lift service and decided to use an alternate source of transportation. Third, RTA cancelled service for one event due to local flooding. Although RTA attempted to notify the agency, no one was contacted and there was considerable confusion. As a result, the New Orleans Council on Aging is now reluctant to use the Lift service again.

If RPC is to continue to provide a useful ad hoc/central referral service, additional transportation sources for group trips, medical trips, and other miscellaneous trips must be identified. There are needs for group trips, medical trips, and other miscellaneous trips that cannot be provided within the constraints set by RTA for individual or group trips and by the Office of Family Security for medical trips. Also, the RPC must actively promote and advertise its ad hoc/central referral service. In the meantime, Our Lady of Lourdes Center is the only agency that definitely plans to continue using the RTA Lift service for group trips.

Preventive Maintenance and Repairs Program

During the demonstration program, five agencies in Orleans Parish used the preventive maintenance and minor repair service provided by Fleet PM, and one agency in Tangipahoa Parish used the preventive maintenance and repair service provided by Goodyear. Table 9.2 shows when preventive maintenance check-ups and repair services were performed by Fleet PM and Goodyear for participants of the demonstration program.

Table 9.2

Preventive Maintenance/Repair Services
 Performed as Part of the
 Special Transportation Enhancement Demonstration Program
 November, 1987 - May, 1988

Agency	Vehicle I.D.	Preventive Maintenance Service						
		Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May
<u>Orleans Parish (Fleet PM):</u>								
Holman Vocational Rehab Center	2232 0604	X						
Central City Economic Senior Center	0801 Private							X X
Our Lady of Lourdes	6024			X				
Holy Ghost Center	2787	X				X		
Lower Algiers Senior Center	4081 1246	X X				X X		

Tangipahoa Parish (Goodyear):

TARC					X	X		
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Agency	Vehicle I.D.	Repair Service						
		Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May
<u>Orleans Parish (Fleet PM):</u>								
Holy Ghost Center	2787					X	X	
Lower Algiers	4081	X				X		

Tangipahoa Parish (Goodyear):

TARC					X	X		
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The most important benefit of the preventive maintenance and repairs program, cited by agencies in Orleans Parish using Fleet PM, was that the maintenance and/or repairs were performed at the agency center at a time that was convenient for the agency staff. As a result, agencies were able to schedule service when the vehicles were not in use. Many agencies find it difficult to take their vehicles to a service station for maintenance and repairs because there is often a lengthy wait period for service, which conflicts with the busy transportation schedules of the agencies. Often preventive maintenance service is postponed indefinitely because there is not a convenient time to take the vehicles in for service. Fleet PM service addressed this problem.

A second benefit of Fleet PM service was their use of scheduled service. Fleet PM met with each agency at the beginning of the demonstration period to set up a service schedule. Then when it was time for the next scheduled service, Fleet PM contacted the agency to set up an appointment time. Some agencies do not have an in-house system for reminding themselves when preventive maintenance service is required and often overlook essential preventive maintenance care for their vehicles. Fleet PM provided this valuable reminder system for participating agencies.

The cost savings of the preventive maintenance and repairs program are difficult to quantify. The cost of Fleet PM's preventive maintenance service was comparable to that of other service stations or companies that provide preventive maintenance service in the New Orleans area. However, routine preventive maintenance service has been shown to prolong the life of a vehicle and, thus, should provide capital cost savings to an agency. It is difficult to pinpoint which agencies were or were not on a routine preventive maintenance schedule before the demonstration program, because this information is often omitted from the monthly reporting forms submitted to DOTD. There appeared to be no savings on minor repair costs. Although Fleet PM's labor rate is \$9.00-\$12.00 less than that of local dealerships, it is slightly higher than many local service stations and auto shops where the agencies are more likely to take their vehicles for minor repairs and tune-ups. Fleet PM was not equipped to perform major repairs.

Although the participating agencies liked the convenience of Fleet PM's service, there were a number of problems cited by the agencies. During its preventive maintenance check, Fleet PM identified a number of problems with one of Holman Vocational Center's vehicles. The vehicle was taken to another mechanic for the recommended repairs. However, the second mechanic found that some of the repairs suggested by Fleet PM were not needed. As a result, Holman decided not to use Fleet PM again. The Director of the Lower Algiers Senior Center found that on one occasion the service report was incomplete, which required her to make a second service call to determine what repairs were needed. The Lower Algiers Senior Center and the Holy Ghost Center found that the minor repair service offered by Fleet PM was too expensive. Our Lady of Lourdes Center felt that the preventive maintenance service was completed too quickly and perhaps not thoroughly.

As a result of the various problems experienced during the demonstration program, only Holy Ghost Center and perhaps Central City plan to continue using Fleet PM for preventive maintenance service. The others plan to use local service stations for preventive maintenance service. None of the agencies plan to continue using Fleet PM for minor repair service; instead, they will use local service stations or auto repair shops.

There are no preventive maintenance services similar to Fleet PM operating in Tangipahoa Parish. Services available are those found at service stations, auto repair shops and auto dealerships. This necessitated a slightly different approach than that used in Orleans Parish. An attempt was made to identify auto service centers that could provide both preventive maintenance and repair services for the vehicles operated by TARC and TVCOA. Those service centers that appeared to meet these requirements were identified and asked to provide prices on basic preventive maintenance and repair items.

During the time the preventive maintenance and repair information was being presented to the two agencies, the TVCOA lost its director and a new director was appointed. Because of this, the TVCOA did not attempt to participate in the preventive maintenance/repair program.

The TARC agreed to try to use the Goodyear Store in Hammond for preventive maintenance/repair needs on two of their vehicles. The experience with Goodyear for total maintenance needs was not positive for TARC. The TARC staff was not satisfied with some elements of the service. Subsequently, TARC asked for prices on basic maintenance items from a local service station and found that the service station could provide these items at a slightly lower cost than Goodyear. TARC then started taking all their vehicles to this station for basic services. TARC did continue to buy tires from Goodyear.

The TARC staff had several comments concerning their experiences with maintenance and repairs. They felt if all their service was given to one service center that the service center eventually became complacent and the quality of work dropped. In fact there were no service centers in the parish who could provide service for all types of vehicles. They also pointed out that the quality of parts used in repairs was very important and often not reflected in the prices provided by service centers.

It was not possible to determine what cost savings resulted from the TARC experience with preventive maintenance and repair because of the short duration of the demonstration program and the lack of maintenance cost records from previous years. The coordination effort did result in TARC assigning an individual to monitor maintenance on vehicles and in reducing basic maintenance costs as a result of soliciting prices for maintenance services.

Vehicle Insurance Program

Three agencies purchased the group vehicle insurance plan offered through the Louisiana Association of Councils on Aging (LACOA) as a result of the demonstration program. They are the (1) Lower Algiers Senior Center, (2) Central City Economic Opportunity Senior Center, and (3) the Gordon Plaza/Caritas Senior Center. Two other agencies, the Arthur Monday Senior Center and the Tangipahoa Voluntary Council on Aging, had purchased the group vehicle insurance through their own efforts prior to the beginning of the demonstration program. The other agencies either were not eligible to purchase the group vehicle insurance because they did not receive funding through the Office of Elderly Affairs, or did not need as much coverage as the group vehicle insurance plan provided.

The principal benefit of the vehicle insurance program was the substantial savings obtained through the group plan. Table 9.3 shows that the annual insurance cost savings per vehicle projected for 1988 range from \$824.00 to \$1,010.00. These cost savings were determined by comparing the premiums paid for individual plans prior to the demonstration program with the premiums paid for the LACOA group plan during the demonstration program. Actual savings obtained by each agency during the six-month demonstration program were one-half of the projected annual savings for 1988. These projected savings are most likely low figures because they do not include any dividends that may be received at the end of the year.

All of the agencies were completely satisfied with the LACOA group plan, and there were no problems with the vehicle insurance program during the demonstration program. In fact, the Central City Economic Opportunity Senior Center purchased workmen's compensation coverage, and the Lower Algiers Senior Center purchased workmen's compensation, property, bonding, and general liability coverage. Savings from these group insurance policies will reduce the agencies' overall administrative transportation costs.

All of the agencies plan to continue using the LACOA group plan indefinitely. It is also possible that some of the eligible agencies that did not sign up for the group plan during the demonstration program may now reconsider. There were three eligible agencies that needed less coverage than was available with the LACOA group plan -- Reality House, Senior Services, and Uptown Shepherd's Center. As of July 1, 1988, the LACOA will offer the group vehicle insurance policy to each agency for whatever amount of coverage is needed.

Fuel Program

Nine agencies in Orleans Parish and two in Tangipahoa Parish used Fuelman during the demonstration program to test the benefits of a joint purchasing fuel program. Not all of the agencies switched to Fuelman at the same time. Six of the agencies in Orleans Parish began using Fuelman in November, one began in December, one in January, and one in February. Both agencies in Tangipahoa Parish switched to Fuelman in March, 1988. Those agencies that chose not to use Fuelman indicated



Table 9.3

**Insurance Savings For 16(b)(2) Operators That Used
LACOA Group Vehicle Insurance Plan During the
Special Transportation Enhancement Demonstration Program
(November, 1987 - April, 1988)**

Agency	Vehicle I.D.	Average Monthly Vehicle Insurance Premium		Insurance Savings		
		Individual Plan ¹	LACOA Group Plan ²	Average Monthly ³	Nov. '87 - April '88 ⁴	Projected for 1988 ⁵
Lower Algiers Senior Center	4081 1246	\$312.50 312.50	\$228.42 228.42	\$84.08 84.08	\$504.50 504.50	\$1,009.00 1,009.00
Central City Econ. Sen. Ctr.	0801 0760	283.33 283.33	214.66 214.66	68.67 68.67	412.00 412.00	824.00 824.00
Gordon Plaza & Caritas Sen. Ctr.	0484 0498	312.50 312.50	228.33 228.33	84.17 84.17	505.00 505.00	1,010.00 1,010.00
	Totals	\$1,816.66	\$1,342.82	\$473.84	\$2,843.00	\$5,686.00

NOTES:

- 1 The average monthly premium for the individual plan is based on the annual premium paid by each agency prior to joining the LACOA group plan. (These figures were provided by the agencies.) In all cases, the agencies had one policy that covered all vehicles. The total premium was divided by the number of vehicles insured to estimate the pre-demonstration program insurance costs.
- 2 The average monthly premium for the LACOA (Louisiana Association of Councils on Aging) group plan is based on the annual insurance premium quotes supplied to each agency in October, 1987. Also included in the average monthly premium for the LACOA group insurance plan is the first-year membership fee of \$375.00. To be eligible for the group insurance plan, an agency must be a member of LACOA. In all succeeding years, the membership fee drops to \$200.00/year.
- 3 The average monthly savings for each vehicle is the difference between the average monthly premiums for the individual plan and the group plan.
- 4 Each agency experienced a six-month savings on insurance during the demonstration program.
- 5 The projected savings for 1988 assumes that the 1987 annual premiums for the individual plans and the LACOA group plan will remain the same in 1988. Also, the projected savings for 1988 does not include any dividends that may be received at the end of the year.

that the Fuelman stations were too far off of their daily route and thus too inconvenient.

The most important benefit of using Fuelman was the cost savings. All agencies reduced their fuel bill when they switched to Fuelman, although the savings varied widely, depending on where they had purchased fuel prior to using Fuelman, and depending on the type of fuel purchased. The average fuel savings with Fuelman in Orleans Parish ranged from 2¢ to 25¢ per gallon. The mean fuel savings in Orleans Parish was 12¢ per gallon, with a standard deviation of 6.6¢ per gallon. The average fuel savings with Fuelman in Tangipahoa Parish ranged from 4¢ to 37¢ per gallon. The mean fuel savings in Tangipahoa Parish was 15¢ per gallon, with a standard deviation of 8¢ per gallon. These fuel savings with Fuelman do not include the potential savings of 9.1¢/gallon for nonprofit agencies that are exempt from the Federal Excise Tax on gasoline.

Table 9.4 shows the estimated fuel savings by vehicle for each 16(b)(2) operator in Orleans Parish that used Fuelman during the demonstration program. Urban Systems staff estimated an average non-Fuelman fuel price for each vehicle that used Fuelman fuel in order to estimate the average fuel savings per gallon. Non-Fuelman gasoline prices were checked at the beginning and ending of the demonstration period for each agency. Agencies occasionally purchased non-Fuelman fuel during the demonstration program, which provided non-Fuelman fuel prices throughout the demonstration program. The estimates for the average non-Fuelman fuel prices are based on those prices.

There appears to be a general trend toward higher gasoline prices in the inner city areas and lower gasoline prices in the outlying areas. As a result, agencies located in the inner city areas, like Central City Economic Opportunity Senior Center, the Dwelling Place, and Total Community Action, Inc., often experienced greater fuel savings when they switched to Fuelman than did agencies located in the outlying areas, like Senior Services in New Orleans East, Baptist Friendship House in the Industrial Canal District, Arthur Monday Senior Center in Algiers, and Holman Vocational Rehabilitation Center, which purchased its gasoline in outlying areas when returning from its daily Westbank runs. The average fuel savings among those agencies purchasing fuel in the inner city areas was 16.5¢ per gallon, whereas the average fuel savings among agencies purchasing fuel in the outlying areas was 6¢ per gallon.

The total fuel savings per vehicle varied considerably, due not only to wide variations in fuel savings per gallon, but also to wide variations in total fuel consumption. The Baptist Friendship House, which had the lowest average fuel savings per gallon and one of the lowest fuel consumption totals, saved only \$3.41 over the six-month demonstration period. However, Central City Economic Opportunity Senior Center, which had the largest average fuel savings per gallon and one of the highest fuel consumption totals, saved \$176.65 on one vehicle and \$173.47 on a second vehicle. In Orleans Parish the average total fuel savings per vehicle was \$65.60 for the six-month demonstration period, and the total estimated fuel savings for all vehicles was \$1,049.50 for the same period.

Table 9.4

**Estimated Fuel Savings For 16(b)(2) Operators That Used Fuelman During the
Special Transportation Enhancement Demonstration Program,
Orleans Parish, November, 1987 - April, 1988**

Agency	Vehicle I.D.	Average Estimated Non-Fuelman Fuel Price Per Gallon ¹	Average Fuelman Fuel Price Per Gallon ²	Average Fuel Savings Per Gallon ³	X	Gallons of Fuelman Fuel Consumed (Nov.-April)	=	Estimated Fuel Savings	Additional Potential Savings from the 9.1¢/gal. Fed. Excise Tax ⁴
Holtman Voc. Rehab. Ctr.	2232	\$.98	\$.89	\$.09		997.5		\$87.78	\$90.77
	0604	.93	.88	.05		189.9		9.50	17.28
Central City Econ. Senior Ctr.	0801	1.05	.80	.25		706.6		176.65	64.30
	Private	1.05	.82	.23		754.2		173.47	68.63
Dwelling Place	0734	1.05	.93	.12		844.9		101.39	76.89
Total Comm. Action, Inc.	4814	1.00	.81	.19		451.5		85.79	41.09
	7782	1.00	.80	.20		617.5		123.50	56.19
	7625	1.00	.81	.19		452.2		85.92	41.15
	7759	1.00	.85	.15		422.3		63.35	38.43
Our Lady of Lourdes Ctr.	6024	.88	.83	.05		549.5		27.48	50.0
Holy Ghost Center	2787	.95	.84	.11		417.1		45.88	37.96
N.O. COA/ Arthur Monday Senior Ctr.	2888	.90	.85	.05		105.1		5.26	9.56
	Private #1	.91	.84	.07		396.6		27.76	36.09
	Private #2	.92	.83	.09		195.1		17.56	17.75
Baptist Friendship House	7584	.91	.89	.02		170.3		3.41	15.50
Senior Services, Vol. of America	8985	.89	.83	.06		246.7		14.80	22.45
TOTALS						7,517		\$1,049.50	\$684.04

NOTES:

- Each agency identified the service station it used prior to joining Fuelman. Non-Fuelman gasoline prices were checked at the beginning and end of the demonstration period for each agency. Agencies occasionally purchased non-Fuelman fuel during the demonstration program, which provided non-Fuelman fuel prices throughout the demonstration period.
- The average monthly prices for fuel purchased from Fuelman between November, 1987, and April, 1988, for each vehicle. (Federal Excise Tax is included for all months.)
- The difference in the average Fuelman and non-Fuelman gasoline prices between November, 1987, and April, 1988. This does *not* include any savings from the Federal Excise Tax.
- Federal Excise tax on gasoline was deducted from some but not all agency billings for the months of November, December, and April. The total Federal Excise tax deducted during the demonstration period was \$107.24. All agencies were encouraged to submit a claim to IRS to receive a refund for the remainder of the tax that was paid. Central City, Our Lady of Lourdes, and the Arthur Monday Senior Center have submitted claims; others plan to submit shortly.

Besides the estimated fuel savings discussed above, there is a potential for additional savings from the 9.1¢/gallon Federal Excise Tax on gasoline, because all nonprofit agencies, which includes all 16(b)(2) operators, are eligible to receive either a rebate or an exemption for this gasoline tax. Fuelman deducted the gasoline tax for a few agencies in November and December before the new tax laws went into effect. There was some confusion over whether or not Fuelman could deduct the federal tax from the monthly fuel bills, or whether each agency would have to submit a claim form to IRS to receive a rebate. In March, it was determined that Fuelman could once again deduct the federal gasoline tax if the proper paperwork were completed. Several agencies submitted the proper paperwork, and the federal gasoline tax was again deducted in April. The total Federal Excise Tax deducted during the demonstration period was \$107.24. All agencies were encouraged to submit claims to IRS to receive a refund for the remainder of the gasoline tax that was paid. Central City Economic Opportunity Senior Center, Our Lady of Lourdes Center, and Arthur Monday Senior Center had submitted claim forms as of May, 1988; others may submit in the near future. If all agencies submit the claims, a total of \$684.04 additional savings on fuel will be realized by the agencies that participated in the demonstration program.

Table 9.5 shows the average projected 1988 fuel savings for the 16(b)(2) vehicles in Orleans Parish that used Fuelman during the demonstration program. All agencies planned to continue using Fuelman after the demonstration program ended. Assuming that the average fuel savings per gallon and the average monthly fuel consumption for each vehicle during the demonstration program remain the same through December of 1988, the 1988 projected fuel savings for the nine agencies in Orleans Parish will be \$2,372.64. If all agencies obtain exemption from the gasoline tax or submit claim forms for a gasoline tax rebate, an additional potential savings of \$1,608.64 is projected for 1988. If all agencies receive the savings on both the fuel and the gasoline tax, the combined savings in Orleans Parish would be nearly \$4,000.00.

Both TARC and TVCOA utilized the services of Fuelman in Tangipahoa Parish. Because Fuelman had locations only in Hammond, TVCOA vehicles stationed in other areas of the parish were not able to use Fuelman. All of the TARC vehicles used Fuelman.

Table 9.6 shows the estimated fuel savings by vehicle for both 16(b)(2) operators in Tangipahoa Parish. An average non-Fuelman fuel price was estimated for each vehicle in order to estimate average fuel savings per gallon. The estimates are based on fuel prices at the service stations used by each agency prior to using Fuelman; however, price checks were made throughout the demonstration program to assure that non-Fuelman fuel prices did not change dramatically. The average non-Fuelman fuel price for all vehicles was 99¢ per gallon, and the average Fuelman price for all vehicles was 84¢ per gallon. Thus, the average estimated fuel savings for all vehicles was 15¢ per gallon during the demonstration period.

The total fuel savings per vehicle in Tangipahoa Parish varied considerably due to differences in savings per gallon and differences in total fuel consumption. The TVCOA had one vehicle (#2086) that used Fuelman only once and then switched

Table 9.5

Average Projected 1988 Fuel Savings For 16(b)(2) Operators Using Fuelman
Orleans Parish

Agency	Vehicle I.D.	1988 Average Monthly Fuel Consumption (Gal.)	x	1988 Fuel Savings (\$/Gal.)	=	1988 Monthly Fuel Savings ¹	1988 Projected Fuel Savings (Average Monthly X 12) ²	1988 Projected Additional Potential Savings from the 9.1¢/gal. Federal Excise Tax ³
Holman Voc. Rehab. Ctr.	2232 0604	166.3 31.7		\$.09 .05		\$14.97 1.59	\$179.64 19.08	\$181.60 34.62
Central City Econ. Sen. Ctr.	0801 Private	136.4 150.8		.25 .23		34.10 34.68	409.20 416.16	148.95 164.67
Dwelling Place	0734	155.6		.12		18.67	224.04	169.92
Total Comm. Action, Inc.	4814 7782 7625 7759	75.3 102.9 78.3 70.4		.19 .20 .19 .15		14.31 20.58 14.88 10.56	171.72 246.96 178.56 126.72	82.23 112.37 85.50 76.88
Our Lady of Lourdes Ctr.	6024	97.9		.05		4.90	58.80	106.91
Holy Ghost Center	2787	82.2		.11		9.04	108.48	89.76
N.O. COA/ Arthur Monday Senior Ctr.	2888 Private #1 Private #2	29.3 99.2 48.8		.05 .07 .09		1.47 6.94 4.39	17.64 83.28 52.68	32.00 108.33 53.29
Baptist Friendship House	7584	56.0		.02		1.12	13.44	61.15
Senior Services, Vol. of America	8985	92.0		.06		5.52	66.24	100.46
TOTAL		1473.1				\$197.72	\$2,372.64	\$1,608.64

NOTES:

1. Average monthly fuel consumption and average fuel savings/gallon between November, 1987, and April, 1988, were assumed to remain the same through December, 1988.
2. Does not include any savings from the Federal Excise Tax on gasoline.
3. All the 16(b)(2) operators are nonprofit agencies and were eligible to apply for tax exempt status as of March, 1988. Two agencies, Our Lady of Lourdes and the Arthur Monday Senior Center, were no longer charged the 9.1¢/gallon Federal Excise Tax as of mid April, 1988. The other agencies are in the process of applying for the tax exempt status. All agencies were encouraged to file for a refund from IRS for the gasoline tax paid prior to the time Fuelman begins deducting the tax from their monthly fuel bills. Central City, Our Lady of Lourdes, and Arthur Monday have filed for their refunds. Others are planning to file shortly.

Table 9.6

**Estimated Fuel Savings For 16(b)(2) Operators That Used Fuelman During the
Special Transportation Enhancement Demonstration Program,
Tangipahoa Parish, March, 1988 - May, 1988**

Agency	Vehicle I.D.	Average Estimated Non-Fuelman Fuel Price Per Gallon ¹	Average Fuelman Fuel Price Per Gallon ²	Average Fuel Savings Per Gallon ³	X	Gallons of Fuelman Fuel Consumed (March-May)	=	Estimated Fuel Savings	Additional Potential Savings from the 9.1¢/gal. Fed. Excise Tax ⁴
Tangipahoa Association of Retarded Citizens	0501	\$1.01	.85	\$.16		898.9		\$143.82	\$81.80
	2780	1.22	.85	.37		755.0		279.35	68.70
	1056	1.01	.85	.16		584.4		93.50	53.18
	7326	.96	.84	.12		995.0		119.40	90.54
	2099	1.04	.83	.21		352.6		74.05	32.09
Tangipahoa Voluntary Council on Aging	5572	\$1.00	.85	.15		222.9		\$33.44	\$20.28
	2086	0.94	.80	.14		4.5		0.63	0.41
	8182	0.96	.84	.12		481.8		57.82	43.84
	3132	0.89	.85	.04		552.8		22.11	50.30
	0494	0.97	.84	.13		300.4		39.05	27.34
	3022	0.92	.85	.07		558.1		39.06	50.79
TOTALS						5,706.4		\$902.23	\$519.27

NOTES:

1. Non-Fuelman gasoline prices are based on the average fuel price/gallon reported on the DOTD monthly reports for January and February. Agencies occasionally purchased non-Fuelman fuel during the demonstration program that provided non-Fuelman fuel prices throughout the demonstration program.
2. The average monthly price for fuel purchased from Fuelman between March, 1988 and May, 1988 for each vehicle (Federal Excise Tax is included for all months).
3. The difference in the average Fuelman and non-Fuelman gasoline prices between March, 1988 and May, 1988. This *does not* include any savings from the Federal Excise Tax.
4. No Federal Excise Tax on gasoline was deducted from the Fuelman gasoline purchases during the demonstration period; however, all agencies were encouraged to submit a claim to IRS to receive a refund.

back to non-Fuelman fuel. The savings for that vehicle was only 63¢. However, for all the other vehicles, which used Fuelman regularly, the savings ranged from a low of \$22.11 for one TVCOA vehicle (#3132) to a high of \$279.35 for one TARC vehicle (#2780). The TVCOA vehicle #3132 had the lowest average non-Fuelman fuel price prior to switching to Fuelman, and TARC vehicle #2780 had the highest average price prior to using Fuelman. The TVCOA vehicle #5572 had a small fuel savings of \$33.44 because its fuel consumption was very low, whereas TARC vehicle #0501 had a large fuel savings of \$143.82 because its fuel consumption was very high. In Tangipahoa Parish the average total fuel savings per vehicle (excluding #2086) was \$90.16 for the three-month demonstration period, and the total estimated fuel savings for all vehicles was \$902.23 for the same period.

There is a potential for additional fuel savings once the agencies apply for a rebate of the 9.1¢/gallon Federal Excise Tax as gasoline. The TARC and TVCOA are in the process of applying for the rebate. Once the agencies have received the rebate for all vehicles, an additional savings of \$519.27 will be realized for the three-month demonstration period.

Table 9.7 shows the average projected 1988 fuel savings for the 16(b)(2) vehicles in Tangipahoa Parish. TARC plans to continue using Fuelman indefinitely. TVCOA will continue using Fuelman for five of its six 16(b)(2) vehicles. If the average fuel savings per gallon and the average monthly fuel consumption for each vehicle during the demonstration program remain the same through December of 1988, the 1988 projected fuel savings for TARC and TVCOA will be \$4,099.84. If TARC and TVCOA obtain exemptions from the gasoline tax or submit claim forms for a gasoline tax rebate, an additional savings of \$2,283.25 is projected for 1988. The combined fuel and tax savings for TARC and TVCOA is projected to exceed \$6,000.00 in 1988.

The participating agencies also cited three other benefits of using Fuelman: (1) monthly summary fuel reports, (2) convenient, easy service, and (3) the monthly billing process. The monthly summary reports provided a record of all fuel purchases by vehicle which included the following information: date of purchase, odometer reading, type of fuel purchased, gallons of fuel purchased, and total purchase price. Most agencies were able to use this information to reduce the amount of time spent on record keeping and reporting requirements. The agencies generally found that the stations were conveniently located and that the pumps were easy to use, with the exception of TVCOA vehicles based outside of Hammond. There were a few problems using the cards, which were quickly corrected by Fuelman representatives. Fuelman's monthly billing process fit well with the state's reimbursement schedule, and Fuelman was willing to wait for late payments when necessary without charging late fees or penalties.

The main problem with the Fuelman service provided to the agencies in Orleans Parish was the confusion over whether or not the federal gasoline tax could be deducted from the monthly billing. When the agencies began using Fuelman, they were told that the 9.1¢/gallon tax would be deducted automatically from their billing. However, the laws governing the federal gasoline tax changed two months after the demonstration period began, and it took several months for Fuelman's

Table 9.7

Average Projected 1988 Fuel Savings For 16(b)(2) Operators Using Fuelman
Tangipahoa Parish

Agency	Vehicle I.D.	1988 Average Monthly Fuel Consumption (Gal.)	x	1988 Fuel Savings (\$/Gal.)	=	1988 Monthly Fuel Savings ¹	1988 Projected Fuel Savings (Average Monthly X 12) ²	1988 Projected Additional Potential Savings from the 9.1¢/gal. Federal Excise Tax ³
Tangipahoa Association of Retarded Citizens	0501	307.6		\$.16		\$49.22	\$590.64	\$335.90
	2780	294.5		.37		108.96	1,307.52	321.59
	1056	206.6		.16		33.05	396.60	225.61
	7326	339.5		.12		40.74	488.88	370.73
	2099	188.3		.21		39.54	474.52	205.62
Tangipahoa Voluntary Council on Aging	5572	74.3		\$.15		\$11.15	\$133.80	\$81.14
	2086 ⁴	NA		.14		NA	NA	NA
	8182	167.0		.12		20.04	240.48	182.36
	3132	184.3		.04		7.37	88.44	201.25
	0494	142.8		.13		18.56	222.72	155.94
	3022	186.0		.07		13.02	156.24	203.11
TOTAL		2,090.9				\$341.65	\$4,099.84	\$2,283.25

NOTES:

1. Average monthly fuel consumption and average fuel savings/gallon between March and May, 1988, were assumed to remain the same through December, 1988.
2. Does not include any savings from the Federal Excise Tax on gasoline.
3. All the 16(b)(2) operators are nonprofit agencies and were eligible to apply for tax exempt status as of March, 1988. As of July, 1988, both agencies in Tangipahoa Parish had applied for tax exempt status.
4. Fuelman was used only one time. The Fuelman station was not in a convenient location and will not be used again.

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legal staff to study the laws and ascertain how to treat the nonprofit agencies. The location of the stations in Orleans Parish was only a minor problem. Some agencies had to go out of their way to use the station and wished that Fuelman had more stations. Despite these problems, however, all agencies plan to continue using Fuelman.

In Tangipahoa Parish, the primary problem with Fuelman service was the need for more locations throughout the parish. Presently there is only one station in Hammond. The TVCOA has vehicles based throughout the parish; thus, only those based in Hammond were able to use Fuelman. Otherwise, TVCOA and TARC were very pleased with Fuelman service and plan to continue using the service.

Tires and Other Parts

Although none of the agencies in Orleans Parish used the tires and other parts purchasing program during the demonstration program, many of them plan to check with Firestone when tires or other parts are needed. Several agencies indicated that they would need new tires in the near future and would be calling Firestone for a bid.

Transportation Operating Cost Analysis

Only two of the six coordination alternatives produced quantifiable savings for eleven participating agencies in Orleans Parish and for two participating agencies in Tangipahoa Parish; they are the vehicle insurance program and the fuel program. The main purpose of the following transportation operating cost analysis is to show how the cost savings from the insurance and fuel programs improved the cost efficiency of each agency's transportation service. This analysis will include: 1) an examination of the estimated total average monthly cost savings and the estimated cost savings per person trip for each vehicle, and 2) a comparison of what the average monthly transportation operating cost data would have been without implementation of the coordination alternatives and the actual operating cost data that was reported, which reflects the cost savings from the coordination alternatives.

The following operating cost analysis, which addresses only savings from the insurance and fuel programs, represents only part of the picture. There are also potential savings from the preventive maintenance program, the contract leasing program, and the central referral service, which could not be quantified in this study. The preventive maintenance program will prolong the life of a vehicle and reduce the number of replacement vehicles requested each year. The contract leasing program shows that leasing may be more cost effective than purchasing when a maintenance contract is included and when a vehicle will not accumulate high mileage over the lease period. Participation in the Orleans Parish central referral service showed that some agencies may be able to provide more cost effective service by contracting with the RTA to use the Lift for group trips.

In Orleans Parish, the 16(b)(2) operators obtained savings from either the vehicle insurance program or the fuel program. The Central City Economic Opportunity Senior Center is the only agency that received savings from both the insurance and the fuel programs. All of the other agencies participated in only one of the two programs. The Gordon Plaza/Caritas Senior Center and the Lower Algiers Senior Center obtained savings only from the insurance program, and the other agencies received savings only from the fuel program. Table 9.8 shows that the average monthly cost savings from the insurance program is much greater than that from the fuel program in Orleans Parish. The average monthly insurance savings range from \$68 to \$84 per vehicle, whereas the average monthly fuel savings range from \$4 to \$46 per vehicle. The insurance savings appear to be stable and may be increased with end-of-the-year dividends; however, the fuel savings are more susceptible to fluctuations. These estimated fuel savings assume that the agencies will use the same number of gallons of fuel, that they receive the same fuel discount, and that the agencies will all receive the federal gasoline tax exemption.

In Orleans Parish, the estimated average monthly cost savings per vehicle varies widely among the agencies, as shown in Table 9.8. The Central City Economic Opportunity Senior Center has the greatest estimated cost savings, with an average monthly insurance savings of \$68.67 and an average monthly fuel savings of \$46.51 for vehicle #0801 -- a total average monthly savings of \$115.18. Comparable savings are expected for vehicle #0760 when it is put back in operation. The Gordon Plaza/Caritas Senior Center and the Lower Algiers Senior Center each had an average monthly savings (from insurance) of over \$84 per vehicle. The other agencies have estimated average monthly cost savings (from fuel), ranging from a low of only \$4.14 per vehicle for the Arthur Monday Center to a high of \$32.83 per vehicle for the Dwelling Place. The average monthly cost savings per vehicle of all agencies using only the fuel program coordination alternative is \$18.87. The 16(b)(2) operators in Orleans Parish have relatively low fuel consumption levels, which minimizes the potential fuel savings.

Table 9.8 shows that, for 16(b)(2) operators in Orleans Parish, the operating cost savings per person trip is minimal. Only three agencies reduced their average monthly transportation operating costs by 20¢ or more per person trip. The estimated savings per person trip is 23¢ for vehicle #0801 operated by Central City Senior Center; 20¢ for vehicle #7782 and 26¢ for vehicle #7625 operated by Total Community Action; and 29¢ for vehicle #4081 operated by Lower Algiers Senior Center. Of these, the most significant savings per person trip was Central City's vehicle #0801, because it had the most average monthly passenger trips, the highest monthly savings, and the lowest operating cost per trip. The average monthly cost savings of all vehicles was only 13¢ per person trip, and the range of cost savings per trip extended from a low of 2¢ for the vehicle operated by Arthur Monday Senior Center to a high of 29¢ for a vehicle operated by Lower Algiers Senior Center. Five vehicles showed a savings of less than 10¢ per trip, five showed a savings of 10¢-19¢ per trip, and four showed a savings of 20¢ or more per trip.

Table 9.8 also shows a comparison of total average monthly transportation operating costs and operating costs per trip for 16(b)(2) operators in Orleans Parish when the coordination alternatives are used and when they are not used. When the

Table 9.8

**Average Monthly Transportation Operating Cost Data and
Estimated Savings for 16(b)(2) Operators in Orleans Parish That Participated in the
Demonstration Program, November, 1987 - April, 1988**

Agency	Vehicle I.D.	Average Monthly Passenger Trips ²	Without Coordination Alternatives ³		With Coordination Alternatives ⁴		Estimated Savings ⁵	
			Average Monthly Transportation Operating Costs	Operating Cost Per Trip	Average Monthly Transportation Operating Costs	Operating Cost Per Trip	Average Monthly Transportation Operating Costs	Operating Cost Savings Per Trip
Holman Vocational Rehab. Ctr.	2232 0604	290 -	\$529.65 -	\$1.82 Vehicle	\$499.55 Out of Service	\$1.72 -	\$0.10 -	
Arthur Monday Senior Center	2888	169	NA	NA	NA	NA	0.02	
Central City Econ. Opp. Senior Ctr.	0760 0801	- 502	- 1,438.89	Vehicle 2.87	Out of Service 1,323.71	- 2.64	- 0.23	
Gordon Plaza/Caritas Senior Ctr.	0484 0498	NA NA	NA NA	NA NA	NA NA	NA NA	NA NA	
Lower Algiers Senior Center	4081 1246	289 646	979.43 893.67	3.39 1.38	895.35 809.59	3.10 1.25	0.29 0.13	
Senior Services	8985	178	810.56	4.55	796.67	4.48	0.07	
Baptist Friendship House	7584	124	NA	NA	NA	NA	0.05	
Holy Ghost Community Center	2787	544	675.26	1.24	658.74	1.21	0.03	
Our Lady of Lourdes Center	6024	129	849.88	6.59	836.07	6.48	0.11	
The Dwelling Place	0734	253	384.54	1.52	351.71	1.39	0.13	
Total Community Action	4814 7782 7625 7759	287 146 84 101	996.19 619.66 790.41 566.67	3.47 4.24 9.41 5.61	975.03 589.72 768.40 549.70	3.40 4.04 9.15 5.44	0.07 0.20 0.26 0.17	

NOTES:

1. Average monthly transportation operating costs were calculated using monthly cost data from the Vehicle Maintenance/Operating Expense Records submitted to DOTD for November, 1987-April, 1988. Transportation operating costs include only driver salaries, benefits, vehicle insurance, fuel, oil, maintenance and repairs.
2. Based on monthly passenger trips reported to DOTD on the Monthly Vehicle Trip Summary Log for November, 1987-April, 1988. Passenger trips reported by Lower Algiers Senior Center were reduced to exclude Meals on Wheels delivery trips. TCA shares its vehicles with other local centers, but does not record trips made by these centers on TCA monthly reporting forms.

3. If the demonstration program had not been implemented, the estimated average monthly transportation operating costs and operating cost/trip for each vehicle would have been greater. The costs without the coordination alternatives equal the costs with the coordination alternatives plus the estimated savings.
4. Based on monthly reporting data submitted to DOTD for November, 1987-April 1988.
5. The estimated average monthly transportation operating cost savings are based on savings from the vehicle insurance program and fuel program implemented as part of the demonstration program. The estimated cost savings assume that average monthly fuel consumption and average fuel savings/gallon between November, 1987 and April, 1988 will remain the same and that each agency will obtain the 9.1¢/gallon federal gasoline tax exemption.

Source: Urban Systems, Inc.



coordination alternatives are not used, the average monthly operating cost of all vehicles (for which data are available) is \$794.57. When the coordination alternatives are used, the average monthly transportation operating costs of all vehicles is reduced to \$754.52. The average cost savings of \$40.05 represents a five percent reduction in the average monthly transportation operating cost for one vehicle. Without the alternatives, the average operating cost per trip of all vehicles (for which data were available) is \$3.84; with the alternatives, the average operating cost per trip of all vehicles (for which data were available) is reduced to \$3.69. The following breakdown shows that approximately half of the vehicles have an operating cost/trip that is below the average and half of the vehicles have an operating cost/trip that is above the average.

<u>Operating Cost Per Person Trip</u>	<u>Number of Vehicles</u>	<u>Percent of Total</u>
\$1.00 - 1.99	4	29%
\$2.00 - 2.99	1	7%
\$3.00 - 3.99	2	14%
\$4.00 - 4.99	2	14%
\$5.00 and over	3	22%
NA	<u>2</u>	<u>14%</u>
	14	100%

In Tangipahoa Parish, the 16(b)(2) operators obtained quantifiable savings only from the fuel program. Table 9.9 shows that the average monthly cost savings per vehicle was greater for TARC vehicles than for TVCOA vehicles. TARC vehicles travel greater distances than do the TVCOA vehicles and consume greater quantities of fuel. TARC also had somewhat higher non-Fuelman fuel prices than did TVCOA. The average monthly cost savings for TARC range from \$51.85 to \$135.76 per vehicle, whereas the average monthly cost savings for TVCOA range from \$17.91 to \$35.24 per vehicle. The average monthly cost savings of all vehicles for both agencies were \$53.19 per vehicle (excluding vehicle #2086).

The operating cost savings per person trip is minimal as shown in Table 9.9. TARC's operating cost savings per person trip ranged from 10¢ to 18¢ per vehicle, and TVCOA's operating cost savings per person trip ranged from 2¢ to 14¢ per vehicle.

Table 9.9 shows the impact of the fuel program in lowering the total average monthly transportation operating costs and operating cost per trip for agencies in Tangipahoa Parish. When the fuel program is *not* used, the average monthly operating cost of all vehicles is \$1,056.71. When the fuel program is used, the average monthly operating cost of all vehicles is reduced to \$1,008.36. The average cost savings of \$48.35 represents a 4.5 percent reduction in the average monthly transportation operating cost for one vehicle.



Table 9.9

Average Monthly Transportation Operating Cost Data¹ and Estimated Savings for 16(b)(2) Operators in Tangipahoa Parish That Participated in the Demonstration Program, March, 1988 - May, 1988

Agency	Vehicle I.D.	Average Monthly Passenger Trips ²	Without Coordination Alternatives ³		With Coordination Alternatives ⁴		Estimated Savings ⁵	
			Average Monthly Transportation Operating Costs	Operating Cost Per Trip	Average Monthly Transportation Operating Costs	Operating Cost Per Trip	Average Monthly Transportation Operating Costs	Operating Cost Savings Per Trip
Tangipahoa Association of Retarded Citizens	0501	559	\$894.96	\$1.60	\$817.75	\$1.46	\$77.21	\$0.14
	2780	739	919.10	1.24	783.34	1.06	135.76	0.18
	1056	502	850.31	1.69	798.46	1.59	51.85	0.10
	7326	572	1,361.13	2.37	1,289.50	2.25	71.63	0.12
	2099	532	1,326.74	2.49	1,270.06	2.39	56.68	0.10
Tangipahoa Voluntary Council on Aging	5572	425	\$732.43	\$1.72	\$714.52	\$1.68	\$17.91	\$0.04
	2086	515	939.02	1.82	939.02	1.82	NA	NA
	8182	189	1,211.96	6.41	1,176.72	6.22	35.24	0.19
	3132	857	1,263.20	1.47	1,239.06	1.45	24.14	0.02
	0494	702	981.68	1.39	950.13	1.35	31.55	0.04
	3022	215	1,143.31	5.31	1,113.36	5.17	29.95	0.14

NOTES:

1. Average monthly transportation operating costs were calculated using monthly cost data from the Vehicle Maintenance/Operating Expense Records submitted to DOTD for March, 1988-May, 1988. Transportation operating costs include only driver salaries, benefits, vehicle insurance, fuel, oil, maintenance and repairs.
2. Based on monthly passenger trips reported to DOTD on the Monthly Vehicle Trip Summary Log for March-May, 1988.
3. If the demonstration program had not been implemented, the estimated average monthly transportation operating costs and operating cost/trip for each vehicle would have been greater. The costs without the coordination alternatives equal the costs with the coordination alternatives plus the estimated savings.
4. Based on monthly reporting data submitted to DOTD for March-May, 1988.
5. The estimated average monthly transportation operating cost savings are based on savings from the fuel program only. The estimated cost savings assume that average monthly fuel consumption and average savings/gallon between March and May, 1988, will remain the same and that each agency will obtain the 9.1¢/gallon federal gasoline tax exemption.

Source: Urban Systems, Inc.

The average operating cost per trip is \$2.40 when the fuel program is used, and \$2.50 when it is not used - an average savings of 10¢ per trip. The following breakdown shows that all but two vehicles have an operating cost of less than \$3.00 per trip.

<u>Operating Cost Per Person Trip</u>	<u>Number of Vehicles</u>	<u>Percent of Total</u>
\$1.00 - 1.99	7	64%
\$2.00 - 2.99	2	18%
\$3.00 - 3.99	0	0%
\$4.00 - 4.99	0	0%
\$5.00 and over	<u>2</u>	<u>18%</u>
	11	100%

Although the average monthly cost savings and cost savings per trip appear small for each vehicle, when the cost savings for all vehicles are totaled for each agency and for each parish, the cumulative savings are significant, as Table 9.10 shows:

Table 9.10 1988 Estimated Cost Savings for 16(b)(2) Operators in Orleans and Tangipahoa Parishes	
<u>Agency</u>	<u>1988 Savings</u>
Orleans:	
Holman Vocational Rehabilitation Center	\$361.20
Arthur Monday Senior Center	49.68
Central City Economic Opportunity Senior Center	1,382.16
Gordon Plaza/Caritas Senior Center	2,020.08
Lower Algiers Senior Center	2,017.92
Senior Services, Volunteers of America	166.68
Baptist Friendship House	76.64
Holy Ghost Community Center	198.24
Our Lady of Lourdes Center	165.72
The Dwelling Place, Mercy Hospital	393.96
Total Community Action, Inc.	<u>1,080.96</u>
Total Savings for Orleans Parish	\$7,913.24
Tangipahoa:	
Tangipahoa Association of Retarded Citizens	\$4,717.56
Tangipahoa Voluntary Council on Aging	<u>1,665.48</u>
Total Savings for Tangipahoa Parish	<u>6,383.04</u>
Total for Orleans and Tangipahoa Parishes	<u>\$14,296.28</u>

Chapter X

Recommendations for Enhancing Special Transportation Services in Louisiana

As a result of the "hands on" approach, of Urban Systems toward this study, a somewhat different perspective of special transportation programs was developed. An appreciation of coordination problems from the service agency perspective was developed during the course of the study. Integrating this perspective with the state agency administrative perspective provides an insight into the real impediments to service coordination.

Based on Urban Systems' experience during this project, one of the strongest impediments to coordination of these services is the basic structure of special transportation programs in the state. Urban Systems has developed a concept that addresses these problems by basically centralizing special transportation resources in an area and contracting their operation to private transportation operators. This concept is discussed in the following section entitled "Centralized Provision of Special Transportation Services". It is recommended that this concept be developed in a demonstration service area and fully evaluated. If successful, centralized provision of special transportation services should be implemented throughout the state.

Following the discussion of centralized provision of services is a series of recommendations for the program under the existing structure. During the time it takes to implement centralized service, or if centralized service is not used, these recommendations should result in improvements in the program.

Centralized Provision of Special Transportation Services

While implementation of recommendations to improve service coordination under the existing structure will benefit the special transportation program, it is doubtful the state will ever have the resources to provide the monitoring and technical assistance necessary to maximize coordination efforts. To achieve maximum coordination at minimum state administrative cost, Urban Systems developed the centralized private provider concept.

This concept calls for the provision of special transportation services by a centralized private operator in a defined service area. The burden of coordinating services in the service area would be on the private operator. The operator would have an incentive to coordinate services, since this would result in increased profits. Implementation of this concept would require changes in the existing structure of special transportation services in the state and is thus viewed as a long-term proposition.

The following is a discussion of the reasoning that went into the development of this concept and a more detailed explanation of the concept.

The current federal regulations which allow any number of agencies in a geographical area to receive 16(b)(2) funding almost assures a reduced level of transportation coordination. The state, in administering the program, has placed no restrictions on how many agencies may participate in the 16(b)(2) program in an area. There has been much discussion about agencies in an area coordinating their services so that duplication of services does not occur. The burden for insuring that this coordination takes place has been put on DOTD because of their administration of the program.

There are several fallacies in the concept that social service agencies in an area should be able to coordinate their services. It has been Urban Systems' experience during this project that a great deal of time is required to explore coordination possibilities and to implement those which have some promise. Agencies seldom have sufficient personnel to dedicate the time required to coordinate with other agencies in the area. The personnel that agencies do have are seldom experienced in administering a transportation program and thus are lacking basic skills needed for fleet management much less coordinating with other providers.

When coordination is attempted by agencies, numerous problems are encountered. Insurance rates can rise when an agency carries another agency's clients. Allocation of costs for insurance, drivers, fuel, maintenance, etc., also is a problem. One of the bigger problems is scheduling. Just as public transit encounters peaking characteristics, so does special transit. This results in agencies' vehicles being used at close to maximum capacity during morning and afternoon peak hours, but hardly at all during the middle of the day. Some of these problems can be addressed, but they require staff time and money. Most agencies are experiencing staff and funding shortages and thus have little hope of being able to address the inherent problems associated with coordinating their service with other agencies.

In summary, the 16(b)(2) program is providing vehicles to a number of different agencies in an area and then expecting them to coordinate services without an adequate staff trained in fleet and transportation management. In addition, there is no real incentive for coordination effort.

Under the current structure of the program, the only way service and non-service coordination measures can realistically be implemented is through the provision of technical assistance to agencies. Because of DOTD's administration of the 16(b)(2) program, the burden for coordinating the use of 16(b)(2) vans has fallen on them. It is unrealistic to think, however, that, given the limited staff available at DOTD and the amount of time required to implement and monitor service coordination measures, DOTD can make any significant progress in this area.

The operational analysis of the agencies in Orleans and Tangipahoa Parishes revealed that the average cost to operate a 16(b)(2) van for one month was \$1,000-\$1,300. This translates into \$12,000 to \$15,600 per year, which is nearly the cost of a van. These operational dollars are largely provided by the Department of Health

and Hospitals (DHH), and the Office of Elderly Affairs. When the volume of operational dollars spent on special transportation is compared with the capital funds spent on special transportation, it becomes obvious that DHH and the Office of Elderly Affairs have a strong interest in making the program more efficient and effective through coordination. These agencies, however, are similar to DOTD in that they do not have sufficient staff assigned to the transportation element of their programs to provide assistance to providers and to monitor transportation operational practices.

To make significant improvements to the program under the existing structure, additional staff would be necessary for all state agencies providing capital and/or operating funds to the agencies in the program. These staff persons would be in addition to the staff person necessary to support the Special Transportation Committee. These persons would have to have some transportation expertise and would have to spend a large amount of time in the field with each agency. This would improve the program's efficiency and effectiveness, but would still be limited for several reasons.

One factor is the size of staff that would be required at DOTD, DHH, and Elderly Affairs to work on a continuous basis with social service agency transportation programs. For any given agency, transportation needs constantly change, operational factors change, and it requires a great deal of time and effort to continually adjust a transportation system to maximize its efficiency and effectiveness. Given the fact that social service agency staffs are not trained in transportation management, it is doubtful that agencies could make the required changes on a daily basis to maximize the efficiency of a system. This puts more of a burden on the state level assistance effort.

A problem with providing assistance from the state level is not only the lack of resources, but an unfamiliarity with local conditions. Coordination is best accomplished by someone with transportation experience and a thorough knowledge of local conditions. A state level person can provide help for general problem areas, but does not have the time or knowledge to pursue all local possibilities for addressing a problem. This would better be accomplished at the Regional Planning Commission level, but it is doubtful these agencies could provide full-time assistance. Coordination is best accomplished from within the agency providing transportation services. Outside assistance from the state or regional planning agencies is helpful but costly, and can never accomplish the results of full-time coordination efforts from within a transportation provider agency.

The concept of centralizing operations of special transportation services was developed in response to the need for full-time coordination of services from within the transportation provider agency. The following is a general description of this concept.

The basic premise of centralizing transportation services is to concentrate transportation resources and have them managed by a person(s) with transportation experience and with an economic incentive to coordinate service.

Use of existing transportation software as described in Appendix I would greatly facilitate coordination efforts, if managed by a single transportation operator in a service area.

The more centralized public transportation services are in an area, the greater the opportunity for coordination will be. If all 16(b)(2) vehicles in a geographic service area were operated by one agency, coordination would be more practical and the single agency would have an incentive to coordinate all trips in the area, regardless of whose clients were being transported. Ideally, the agency providing transportation would be organized specifically for this purpose.

To centralize the transportation services in an area, the state's program procedures would have to be restructured to emphasize single providers in an area. Where urban mass transit services are available, it would be logical to specify the mass transit operator as the provider of transportation services. In other areas, the local governing body could establish a small transportation agency which could run the service itself or contract the operation of the system to a private concern. Agencies which needed service would be required to contract with the provider, using operating funds from Title XIX, Title XX and Title III programs to pay for service on an as needed basis.

Using one designated provider in an area will put the administrative burden of providing transportation service in one agency and remove it from each of the agencies in an area. This will certainly reduce the time spent on administrative duties in an area and free the staff of agencies to devote time to the primary objectives of the agency.

This concept is consistent with the objectives of the Section 18 program. If a Section 18 provider were assured of receiving vehicles under the 16(b)(2) program and having service purchased by all agencies in the area, it would strengthen the Section 18 providers program considerably. Currently, many Section 18 providers are social service agencies whose primary objective is service to their clients. This tends to defeat the purpose of Section 18, which should provide transportation to anyone in an area, regardless of eligibility for a program. If a person is not eligible for a program, he/she would pay a set fare for transportation.

To accomplish full efficiency by a single provider, the provider would have to be able to use 16(b)(2) vehicles without restrictions. Contracts for service with agencies working with the elderly and/or handicapped should be sufficient to document that the objectives of the 16(b)(2) program are being met.

A single provider in a service area would reduce the administrative burden at the state level. DOTD monitoring effort for 16(b)(2) would be reduced significantly if vehicles were restricted to one provider in an area. The ability to spend more time with fewer program recipients would certainly increase the effectiveness of DOTD efforts. The review of applications should also be easier under such a system.

Programs which provide operating funds for 16(b)(2) vehicles have very loose requirements for transportation funds. Grant applications seldom require more

than a line item cost for transportation and there is virtually no monitoring of how funds are used. Urban Systems, Inc., has found numerous instances of inefficient use of these funds, resulting in higher costs per trip for transportation. If these agencies were purchasing service from a provider, it would be easy to determine what their trip costs were and thus monitoring of transportation funds would be simple. The agencies providing operating funds would have a very clear record of the number of trips provided under each program (Title III, Title XX, etc.) and the cost of each trip.

Centralizing transportation under one agency in an area would enhance opportunities for private enterprise participation. Operation of transportation services can be contracted out to a transportation professional. The agency would then monitor the contractor to insure required services are provided. If the contract with the operator of the centralized system is developed properly, incentives for the coordination of services can be built in, thus transferring the coordination aspect of service to the operator.

Centralization of special transportation services will require that state agencies involved in the programs coordinate their respective program procedures. This is an area where a Special Transportation Committee could be effective. The Committee would also have to strongly support such a concept if it were to be implemented.

Actual implementation of a centralized special transportation system would require some basic changes in federal and state program regulations. If the intent of the programs is accomplished, this should not be a deterrent to a centralized system.

Urban Systems believes that such a system would improve coordination of services considerably in the state. This should benefit all concerned with the delivery of these services.

Recommendations Under the Existing Program Structure

The following recommendations have been developed to improve coordination under the existing program structure. Generally, these can be implemented immediately.

Regional Planning Commission Technical Assistance

Service coordination between agencies requires a significant amount of staff time by the agencies and staff members who are familiar with transportation coordination techniques. Most agencies are short of staff and generally employ staff whose background is in social service and not transportation. For these reasons, it is unrealistic to expect agencies to have adequately trained staff to devote the time required to coordinate transportation services.

Effective coordination of services requires a knowledge of transportation management, service area needs, and agency transportation operations. If an agency does not have personnel with transportation management skills, the alternative is to look for assistance from regional planning agencies or the Department of Transportation and Development (DOTD). DOTD has staff experienced in transportation management and is generally aware of agencies' transportation operations, but does not have knowledge of service area needs. The limited staff of the DOTD and lack of knowledge of service area needs severely limits the ability to assist agencies to develop service coordination measures. For this reason, DOTD should not attempt to assist agencies on an individual basis to develop service coordination.

The greatest potential for providing technical assistance to agencies is through regional planning agencies. These agencies have the transportation expertise, are aware of service area needs, and are aware of agencies' transportation operations. They have the ability to work with agencies on a continuing basis, which is necessary to respond to changing agency and service area needs.

The regional planning commissions currently review agency Section 16(b)(2) applications before they are submitted to the DOTD. Their role should be expanded to include assistance throughout the year aimed at developing service and non-service coordination measures for agencies in their area. Without this type of continuing assistance, it is doubtful that significant improvements can be made in service coordination.

Timesharing and Ridesharing Coordination Alternatives

Both timesharing and ridesharing coordination measures appear to have potential for improving the effectiveness and efficiency of transportation services. Urban Systems had difficulty setting up timesharing and ridesharing arrangements with agencies that currently own and operate 16(b)(2) vehicles. Difficulty was incurred in implementing these measures within the constraints set by the existing operational structure. It appears, however, that these measures could be implemented between agencies if the details were worked out *before* applications for vehicles are made. This is an area where regional planning agencies should be used to assist agencies in developing agreements for timesharing and ridesharing. These agreements should be included in the agencies' applications for vehicles.

Submittal of Joint Applications

In some cases there is an opportunity for agencies to submit an application jointly for a 16(b)(2) vehicle. This is very similar to a timesharing arrangement. Two agencies submitting a single application should be considered when a van is needed by each agency for low mileage use or as a back-up to the fleet. Arrangements for titling the vehicle with one of the agencies and working out cost allocation

arrangements can be made when the application is developed. This is a measure that the regional planning commissions should assist agencies in developing.

Evaluation of Section 16(b)(2) Agencies' Cost Efficiency

For effective monitoring of operational performance of agencies, it is necessary to develop indicators that reflect efficiency. These indicators can also be used to measure the impact of coordination efforts.

Information to develop indicators of efficiency has to be readily available and will have to be provided by the agencies in their monthly reports. The efficiency indicators recommended below were developed using data elements that agencies routinely collect. While more sophisticated indicators are desirable, their use is limited by the record keeping ability of agencies in the field.

The recommended indicators to measure cost efficiency are as follows:

- operating cost per trip
- operating cost per vehicle mile
- operating cost per hour

The data elements required to obtain these indicators are presently reported on the monthly 16(b)(2) reporting forms. These data elements include number of days each vehicle is used, passenger trips (boardings), vehicle miles, vehicle hours, and total operating costs. Monthly totals for each data element should be used to measure the cost efficiency of each 16(b)(2) vehicle on a monthly basis using the three indicators: operating cost per trip, per vehicle mile, and per vehicle hour.

Revision of Monthly 16(b)(2) Reporting Forms

In trying to utilize the monthly reporting forms submitted to DOTD by agencies, Urban Systems discovered several problem areas. The primary problem area was with inconsistencies in the way data were reported. Agencies reporting the same data element in different ways made it impossible to compare performance measures. Missing data elements and missing monthly reports were also problems. Based on the experience with the monthly reporting forms, a number of revisions have been recommended. These have been detailed in Appendix E of this report and are not duplicated here because of their length. The recommendations shown in the Appendix should be implemented on a trial basis to identify area problems. Once revisions to the reporting forms have been finalized, the revised forms should be sent to the agencies to replace the existing forms. In monitoring the monthly reports, DOTD staff should be available to identify problems and contact agencies as needed to clarify reporting requirements.

Monitoring of Monthly 16(b)(2) Agency Reports

Many of the monthly reports reviewed by Urban Systems had missing data elements or data that were obviously erroneous. Lack of personnel in DOTD makes it infeasible to perform a detailed analysis of reports each month. A very brief review of each report should be made to ascertain that all critical elements have been provided and that the information is being reported correctly. This will enable a more effective evaluation of an agency's operations when an operational review is performed.

Operational Review of Agency Special Transportation Programs

The lack of trained transportation management staff in most agencies results in transportation program inefficiencies. Every effort should be made to perform an on-site review of agency transportation programs annually. This should start with an evaluation of monthly reports from the previous twelve months to determine existing efficiency levels. The agency should then be visited to discuss the efficiency indicators and to present to the agency options for increasing efficiencies through coordination measures. This review should not require more than half a day at the agency.

This review ideally should be performed by the Regional Planning Commission with the DOTD providing efficiency indicators from the monthly reports. A brief summary of the review should be prepared and maintained for reference when the next review is performed and as a source of information to the Section 16(b)(2) application review committee.

Copies of this review should be transmitted to other state agencies that provide operating funds to the agency being reviewed.

Group Insurance Participation

Insurance cost for vehicles was cited by many agencies as a major problem. The high cost of insurance was forcing some agencies to consider not using their vehicles. Some success in lowering insurance cost was experienced during the project by enrolling agencies in the Louisiana Association of Councils on Aging group insurance plan. Only those agencies receiving operating funds through the Office of Elderly Affairs are eligible to participate in this plan. DOTD should investigate the possibility of opening participation in this plan to all agencies providing special transportation. In addition, those agencies currently receiving funds from the Office of Elderly Affairs, but not participating in the group plan, should be notified that this coverage is available.

Preventive Maintenance Improvements

The majority of agencies who participated in this project did not have an established preventive maintenance program for their vehicles. DOTD should take the following measures to improve agency preventive maintenance programs.

In many agencies, no one individual was assigned to insure that preventive maintenance was performed on vehicles on a regular basis. A particular vehicle might have several persons driving it, but since no one driver was given the responsibility of insuring that the vehicle received periodic maintenance, the vehicle received no maintenance. When an individual(s) was given responsibility for ensuring maintenance was taken care of, the preventive maintenance record improved. The individual responsible for a vehicle should be named on the Maintenance/Preventive Maintenance Checklist.

DOTD should require that the revised Maintenance/Preventive Maintenance Checklist be submitted each month. The checklist for each vehicle should be kept together, separate from other monthly reporting forms. This will allow easy review of preventive maintenance efforts month by month. Agencies should be monitored to insure that the checklists are being submitted monthly for each vehicle.

The preventive maintenance records for an agency should be reviewed as part of the 16(b)(2) application review process. Agencies with active preventive maintenance programs should be given additional consideration when their application is reviewed.

Manual of Cost Saving Methods

Urban Systems has developed a manual entitled "Cost Saving Methods for Special Transportation Programs in Louisiana," which DOTD should distribute to all 16(b)(2) agencies. The manual provides information on potential service and non-service coordination alternatives for agencies. The manual only provides basic information and is designed to inform agencies of potential coordination possibilities. The manual has been included in this document as Appendix J. The manual provides the following information for each alternative: (1) expected benefits, (2) prerequisites for implementation, (3) implementation steps, and (4) other considerations.

Coordination Workshops

DOTD should conduct workshops to inform agencies of coordination alternatives. An explanation of how to select and implement the alternatives should be provided to the agencies. The workshops should be small (five or less agencies) so that the individual situation of each agency can be discussed. Because of limited resources, DOTD should initially hold these workshops in areas where chances of coordination

are good. Regional planning agencies should participate in the workshops so that they gain a full understanding of coordination alternatives.

Leasing of Vehicles

Leasing vehicles instead of purchase can be a desirable alternative under certain conditions. Generally, if a vehicle is not expected to accrue mileage rapidly and the lessor can provide an extended warranty and maintenance contract, leasing can be a viable option. Because of maintenance contracts, leased vehicles generally receive better maintenance than purchased vehicles and thus provide better service.

When evaluating applications for leased vehicles, all costs should be considered and compared to the costs of purchasing. While leasing is not a viable option in all cases, it should receive consideration when the cost of service is not increased and the quality of service is improved.

Evaluation of State Bid List Procedure

A common complaint of agencies who participated in the demonstration program was that maintenance services in local communities were not adequate. Part of the reason appears to be that vehicles that are purchased through the state bid process are assembled by the low bidder and may not consistently use a particular auto maker's components. This results in a vehicle that, if it were a Ford for example, does not contain all Ford components. This is cited as one of the reasons local service centers have problems when repairing vehicles.

There is also a perception by agencies that vehicles not purchased in the local area simply do not receive the same level of maintenance that vehicles purchased in the area do. While there is no quantifiable evidence to support this, it is reasonable to believe that if a vehicle is serviced by the auto dealer from which it is purchased, service will be better. Familiarity with the vehicle and a desire for future purchases to be made from the dealer are the primary reasons for this assumption.

Another reason for allowing agencies to acquire vehicles locally instead of through the state bid process is the goodwill this builds in the community. Nonprofit agencies require community support to survive, and any measures that enhance this support are desirable. Use of local area dealerships in smaller communities is especially effective because of the smaller base of community business support.

It does not appear that the state bid process results in a significant reduction in vehicle cost. The benefits of improved maintenance service and expansion of community support would appear to offset any minor cost savings. This would probably reduce the time required to receive a vehicle also.

DOTD should analyze its current procurement process to determine if it might be more effective to allow procurement of standard type vehicles through a local

process. Basic vehicle specifications could be provided. Larger vehicles not normally available from local dealers such as busettes probably would still have to be secured through the state bid process.

Review of State Bid List

During the course of the project, it was determined that in some cases tires that could be purchased off the state bid list were not suited to the driving conditions of agencies. This resulted in short tire life, causing purchase of replacement tires on a frequent basis. Often a more expensive tire proved to be more effective for agency driving conditions, lasting longer and reducing agency expenditures for tires in the long run.

The state bid list should be reviewed to determine that tires appropriate for agency driving conditions are available. Availability of a certain tire may be dependent on the presence of a dealership in an agency's area, but if enough types of tires are on the list agencies should be able to acquire tires suitable for their needs at a state bid price.

Special Transportation Committee

It became very obvious during the course of the project that coordination of special transportation services between state agencies is minimal. This coordination is essential to efficient and effective services, because several agencies provide funding that supports these transportation services. Often service and non-service coordination measures require the use of funding from different agencies, and may have an impact on funding from a different agency.

An example would be the use of operational funds provided by the Office of Elderly Affairs on the Department of Health and Hospitals for preventive maintenance services on vehicles. While the use of these funds has an impact on an agency's operational budget, it also impacts the demand for Section 16(b)(2) capital funds administered by DOTD. Vehicles that receive regular preventive maintenance will usually last longer than vehicles not receiving maintenance, thus increasing the time between applications for new vehicles.

From DOTD's perspective, operational funds spent on preventive maintenance is very desirable. The agency providing operating funds, however, may desire that funding be used for fuel and drivers' salaries, since these are directly related to providing transportation for other services. For effective utilization of funds supporting special transportation services, the use of the funds must be coordinated by the state agencies administering them.

The Louisiana Commission on Special Transportation, which was established to look at problems in the State's special transportation programs, should be developed into a permanent committee to provide for coordination of agency efforts

to improve special transportation programs. Without a coordinated approach, individual state agency actions may be unsupportive or even counterproductive to improving the efficiency and effectiveness of special transportation services.

A permanent Special Transportation Committee would serve several functions. The Committee's primary objective would be to coordinate the expenditure of both capital and operating funds to insure maximum utilization. Exchange of information about agencies receiving funding to identify agencies whose transportation programs could be improved would be one means of accomplishing this. Information exchange would also be useful to all agencies when reviewing applications for funding. Often decisions on funding are made based on little factual information. Provision of information to the reviewing agency by other agencies would aid review of applications for funding.

The Committee could also be used to disseminate information on coordination measures to service providers. If a measure relates to operational funding, the agency providing the funding should provide the relevant information to agencies it is funding. This might best be accomplished under the direction of the Committee so that provider agencies understand that all state agencies providing special transportation funding are supportive of the coordination measures.

The Committee, by providing a continuous working relationship between state agencies providing funding, would be helpful when service agencies are attempting to implement coordination measures, but incur regulatory barriers. Awareness of each state agency program and a common goal of providing services will help in working out regulatory problems so agencies can operate more efficiently.

A Special Transportation Committee will have to have staff resources to accomplish coordination between state agencies and special transportation providers. The state agencies with responsibility for providing funding for special transportation are severely limited in staff. The staff that is available is dedicated to basic administration of the programs. This leaves little or no time to devote to assisting agencies in improving their programs through coordination measures.

Assuming a permanent Special Transportation Committee were organized, if each member provided a small portion of its program administrative funds, a minimum of one staff position could be created to support the Committee. This staff person would be responsible to the Committee to coordinate between the state agencies on a daily basis and to assist with implementation measures at the local level. This staff person would be responsible for facilitating information exchange between state agencies and preparing agendas and information for Committee meetings. During each state agency's funding review process, the staff person would also be responsible for notifying the application review committee of the coordination efforts being used or being proposed by agencies requesting capital and/or operating funds.

This position could be located in any of the state agencies that provide funding for special transportation. It would probably be most effective if housed at DOTD in the Office of Aviation and Public Transportation (OAPT), since this office has more

information on providers than any other agency. Wherever the position(s) is located in state government, it is important that support of the Committee be the primary priority of such a position. The person in this position should be required to work with all agencies represented on an equal basis. Only by continual involvement together of all state agencies providing funding for special transportation, can effective across-the-board measures be implemented to improve these services.

The establishment of a standing Special Transportation Committee to facilitate coordination between state agencies and between service providers will fill a void in current coordination efforts at the state level. This Committee will only be effective if it has staff support to carry out its objectives.







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