

Program of Capital Assistance to Nonprofit Agencies for Transportation of the Elderly and Handicapped

GEORGE RUCKER AND MELANIE LACHS

A national profile of the active network of nonprofit agencies funded by Section 16(b)(2) of the Urban Mass Transportation Act is presented in this paper. The first part of this paper uses information collected from state managers on this program of capital assistance to nonprofit agencies for transportation of the elderly and handicapped. The profile covers such agency characteristics as principal purpose, service modes, fleet size, and number of vehicles funded by Section 16(b)(2). Data are analyzed by states, regions, and the nation, and will be compared with estimated elderly and handicapped population figures. A more detailed national profile of the program is presented in the second part of this paper. Ridership and operational information collected from a national sample of recipient agencies is used. Included are projections of size and characteristics of the fleet funded under the program, size and characteristics of ridership, and size and major sources of funding support for operating costs.

Section 16(b)(2) of the Urban Mass Transportation Act (UMTA) represents an early effort to provide special assistance to meet the transportation needs of the elderly and the handicapped. It was added to the Act in 1973, the same year that Congress barred discrimination against individuals with handicaps by any federally assisted program as part of the Rehabilitation Act of 1973. Under Section 16(b)(2), federal capital funding is offered to private nonprofit organizations to assist them in providing transportation to elderly and handicapped persons. First funded at a \$20 million level in fiscal year 1975, the program now distributes \$35 million annually among the states, who in turn provide funding to local agencies. An average of 1,004 grants a year are provided, largely to pay 80 percent of the costs for the 1,474 vehicles acquired yearly.

THE NETWORK

Nearly 3,500 local nonprofit agencies are reported to have active vehicles originally acquired with assistance from Section 16(b)(2). As the data in Table 1 show, in three of the country's four major regions, the largest group of recipient organizations are elderly service agencies. In the Northeast, however, nearly half of the recipients are agencies that provide services to the disabled community. As a result of this, the disability agency category is the largest recipient category nationwide. Although the typical Section 16(b)(2) recipient

operates only one or two vehicles acquired through that program, two-thirds of all recipients have other vehicles as well, so that the total fleet operated by assisted agencies is nearly 21,000 vehicles. Note that the vehicles acquired with Section 16(b)(2) assistance represent a majority of the fleet—nationally and in all regions except the Northeast.

The predominance of small agencies is further underlined by the data presented in Table 2. Some 29 percent of all assisted agencies operate only a single vehicle. Nearly 65 percent operate less than five vehicles, and in the West that figure rises to 71 percent. Obviously, the larger agencies account for a disproportionate share of the total fleet. Those with ten or more vehicles represent only 17 percent of all assisted agencies but operate nearly half of the Section 16(b)(2) vehicles and more than half of all vehicles operated by assisted agencies.

The type of service most frequently reported is demand-response service. Eighty percent provide this form of service; nearly one out of every three of these also offers at least some fixed-route service. This latter mode is reported least frequently in the West. As one might expect, the agencies using both fixed-route and demand-response services tend to be the larger agencies. For state-by-state data on numbers of agencies, see Table 3.

Some 55 percent of the agencies in the Section 16(b)(2) network are located in rural areas, 34 percent located in the larger urbanized areas (those with a population of 200,000 or more), and 11 percent are located in small urbanized areas. In fact, a significant number of agencies in the Section 16(b)(2) network are also part of the Section 18 rural transportation network. (These agencies, who receive assistance from both programs, make up 7 percent of the total network and 13 percent of its rural component.)

The rural Section 16(b)(2) agencies tend to be smaller than their urban counterparts. Two-thirds operate less than three vehicles while the comparable figure in urban areas is only 62 percent. If the Section 18 agencies are excluded from the picture, the contrast is even more striking. The rural agencies receiving Section 16(b)(2) assistance are also more likely to be elderly service agencies than disability service agencies—the reverse of the situation in urban areas.

The rural agencies in the Section 16(b)(2) network are also more likely to be dependent on that program for their vehicles. As can be seen in the data in Table 4, vehicles acquired with Section 16(b)(2) assistance make up 61 percent of all vehicles operated by the rural agencies. In urban areas, the figure is only 45 percent. Finally, rural recipients of Section 16(b)(2) assistance are somewhat more likely to operate both

TABLE 1 SECTION 16(B)(2) AGENCIES IN THE UNITED STATES, 1989, BY TYPE AND REGION

	All Vehicles Operated by Agency						16(b)(2) Vehicles Operated			
	Agencies		Vehicles		Average Size of Fleet		Vehicles		Average Size of Fleet	
	Total	Distribution (%)	Total	Distribution (%)	Mean	Median	Total	Distribution (%)	Mean	Median
United States										
All providers	3,490	100.0	20,986	100.0	6.0	3	11,005	100.0	3.2	2
By agency type										
Multipurpose	685	19.6	5,503	26.2	8.0	4	2,710	24.6	4.0	2
Elderly agency	1,229	35.2	5,009	23.9	4.1	2	3,060	27.8	2.5	1
Disability agency	1,291	37.0	8,075	38.5	6.3	3	3,944	35.8	3.1	2
Other	285	8.2	2,399	11.4	8.4	3	1,291	11.7	4.5	2
Northeast										
All providers	698	100.0	5,162	100.0	7.4	3	2,180	100.0	3.1	2
By agency type										
Multipurpose	104	14.9	912	17.7	8.8	5	328	15.0	3.2	2
Elderly agency	176	25.2	711	13.8	4.0	2	406	18.6	2.3	1
Disability agency	332	47.6	2,883	55.9	8.7	4	1,076	49.4	3.2	2
Other	86	12.3	656	12.7	7.6	4	370	17.0	4.3	1
North Central										
All providers	801	100.0	4,595	100.0	5.7	3	2,532	100.0	3.2	2
By agency type										
Multipurpose	211	26.3	1,423	31.0	6.7	3	625	24.7	3.0	1
Elderly agency	277	34.6	1,070	23.3	3.9	2	715	28.2	2.6	1
Disability agency	268	33.5	1,444	31.4	5.4	3.5	827	32.7	3.1	2
Other	45	5.5	658	14.3	14.6	7	365	14.4	8.1	3
South										
All providers	1,313	100.0	7,822	100.0	6.0	3	4,444	100.0	3.4	2
By agency type										
Multipurpose	247	18.8	2,583	33.0	10.5	6	1,397	31.4	5.7	3
Elderly agency	529	40.3	2,314	29.6	4.4	2	1,383	31.1	2.6	1
Disability agency	469	35.7	2,562	32.8	5.5	3	1,407	31.7	3.0	2
Other	68	5.2	363	4.6	5.3	3	257	5.8	3.8	2
West										
All providers	678	100.0	3,407	100.0	5.0	2	1,849	100.0	2.7	2
By agency type										
Multipurpose	123	18.1	585	17.2	4.8	2	360	19.5	2.9	2
Elderly agency	247	36.4	914	26.8	3.7	2	556	30.1	2.3	1
Disability agency	222	32.7	1,186	34.8	5.3	3	634	34.3	2.9	2
Other	86	12.7	722	21.2	8.4	3	299	16.2	3.5	1

Source: Community Transportation Association of America database.

fixed route and demand-response service—probably a reflection of the frequency with which they are the only transportation resource in the area.

THE FLEET

The network of Section 16(b)(2) recipients operates a total of 11,005 vehicles acquired with 16(b)(2) assistance. All but 14 percent of those have a capacity of less than 16 passengers and only 3 percent are larger than 25 passengers in size. As the data in Table 5 make clear, these large vehicles are to be found almost entirely in urban agencies operating fleets of five or more.

Overall, 44 percent of Section 16(b)(2) vehicles have lifts or ramps to provide wheelchair access. Among the smallest agencies (those operating a single vehicle), the figure rises to 64 percent. And nine out of ten large vehicles (those most likely to be used in conventional fixed-route service) are lift-or-ramp-equipped. Fully accessible vehicles are slightly more prevalent among urban agencies than among rural Section 16(b)(2) recipients.

The leasing of Section 16(b)(2) vehicles to other agencies for their operation appears to be relatively limited. Only 4 percent of the network report any leasing of vehicles and these arrangements affect only 2 percent of all vehicles acquired with assistance under the program. They are more common among larger agencies and typically involve only one or two vehicles leased to a single agency.

FUNDING SUPPORT

Funding under Section 16(b)(2) is limited to capital assistance. This means that recipients must rely on sources other than UMTA for their operating costs. Data in Table 6 indicate the pattern of funding support used by these recipient agencies to cover the costs of their transportation activities. The average (arithmetic mean) budget reported was only \$83,372 and the median (middle) figure was less than half that: \$36,200. The budget for an urbanized agency was on average twice that for a rural agency.

As can be seen, very little funding (less than 5 percent) comes from the riders (more in rural areas than in urban

TABLE 2 SECTION 16(B)(2) AGENCIES IN THE UNITED STATES, 1989, BY SIZE

	Agencies		All Vehicles Operated by Agency		16(b)(2) Vehicles Operated	
	Total	Percent	Total	Percent	Total	Percent
	Number	Dist'n	Number	Dist'n	Number	Dist'n
UNITED STATES						
All Providers	3,490	100.0	20,986	100.0	11,005	100.0
BY AGENCY SIZE						
One Vehicle	1,011	29.0	1,011	4.8	1,011	9.2
2-to-4 Vehicles	1,248	35.8	3,850	18.3	2,464	22.4
5-to-9 Vehicles	639	18.3	4,728	22.5	2,394	21.8
Ten or More Vehicles	592	17.0	11,397	54.3	5,136	46.7
NORTHEAST						
All Providers	698	100.0	5,162	100.0	2,180	100.0
BY AGENCY SIZE						
One Vehicle	196	28.1	196	3.8	196	9.0
2-to-4 Vehicles	224	32.1	620	12.0	428	19.6
5-to-9 Vehicles	112	16.0	749	14.5	386	17.7
Ten or More Vehicles	166	23.8	3,597	69.7	1,170	53.7
NORTH CENTRAL						
All Providers	801	100.0	4,595	100.0	2,532	100.0
BY AGENCY SIZE						
One Vehicle	223	27.8	223	4.9	223	8.8
2-to-4 Vehicles	306	38.2	852	18.5	584	23.1
5-to-9 Vehicles	153	19.1	1,001	21.8	550	21.7
Ten or More Vehicles	119	14.9	2,519	54.8	1,175	46.4
SOUTH						
All Providers	1,313	100.0	7,822	100.0	4,444	100.0
BY AGENCY SIZE						
One Vehicle	377	28.7	377	4.8	377	8.5
2-to-4 Vehicles	451	34.3	1,678	21.5	939	21.1
5-to-9 Vehicles	261	19.9	2,265	29.0	1,046	23.5
Ten or More Vehicles	224	17.1	3,502	44.8	2,082	46.8
WEST						
All Providers	678	100.0	3,407	100.0	1,849	100.0
BY AGENCY SIZE						
One Vehicle	215	31.7	215	6.3	215	11.6
2-to-4 Vehicles	267	39.4	700	20.5	513	27.7
5-to-9 Vehicles	113	16.7	713	20.9	412	22.3
Ten or More Vehicles	83	12.2	1,779	52.2	709	38.3

Source: Community Transportation Association of America database.

areas). Only half of the agencies indicated any funding from this source. Instead, social service programs—and particularly those in the field of mental health and rehabilitation—furnish nearly 57 percent of the transportation costs of these agencies. Another 24 percent comes from state and local governments, aside from this social service support, and the remaining 15 percent from miscellaneous other sources.

The picture for the smallest agencies is a good deal different, though. They get one-third of their transportation operating funds from general state and local government sources and report only 27 percent as coming from social service programs. The share of their budgets accounted for by their riders is twice that averaged in larger agencies, although still only 8 percent and still reported by only half of the agencies.

Rural-urban differences are not as marked, though Medicaid funding, like ridership support, is more important in rural than in urban areas. The rural agencies, at the same time, are somewhat less dependent on mental health program funding.

Note that although mental health-rehabilitation programs are the most important source of social service funding in dollar terms, elderly programs are twice as likely to be re-

ported as a support source. At the same time, Medicaid funding is less frequently reported by rural agencies but is larger in dollar terms than it is for urban agencies.

The use of volunteers to reduce operating costs is reported by one of every four Section 16(b)(2) recipients. Among the smallest agencies, the share using volunteers rises to 45 percent. Considering only at those operations in which volunteers are used, volunteers are said to account for an average of 35 percent of total workhours. The smallest agencies reporting use of volunteers indicate that they handle 45 percent of the total workload.

SERVICE

Survey data show that the national network of agencies with vehicles acquired through the Section 16(b)(2) program provides a total of nearly 80 million trips a year, 61 percent of them in their Section 16(b)(2) vehicles. As data in Table 7 show, this works out to an average of 22,900 trips per agency. The larger number of vehicles purchased with other funds that the average urban recipient has enabled it to provide

TABLE 3 SECTION 16(B)(2) RECIPIENTS BY STATE

State	Total Number Providers	-----Vehicles-----			Share of Agencies w/Princ. Purp. of:		Share of Agencies	
		Total Number 16(b)(2)	No./10,000 E. and H. Popul'n	Median 16(b)(2) Fleet	Eld'y Svcs.	Disab'y Svcs.	With Only 1 Veh.	Prov'g Both DR & FR Svc.
Alabama	26	160	2.2	3	31%	4%	8%	42%
Alaska	33	95	33.2	1	48%	45%	39%	33%
Arizona	64	119	2.4	1	20%	19%	48%	3%
Arkansas	73	148	2.9	2	29%	44%	11%	29%
California	178	562	1.5	2	24%	43%	28%	20%
Colorado	28	101	2.5	2	32%	39%	11%	7%
Connecticut	77	172	3.5	2	5%	79%	47%	55%
Delaware	30	47	5.0	1	73%	20%	40%	10%
District of Columbia	21	94	7.7	2.5	29%	62%	5%	33%
Florida	110	465	2.0	2	17%	44%	21%	20%
Georgia	53	270	2.9	3	58%	26%	9%	79%
Hawaii	31	131	11.0	2	19%	48%	26%	0%
Idaho	36	59	3.9	1	50%	11%	47%	14%
Illinois	69	236	1.3	2	48%	29%	10%	32%
Indiana	76	240	2.7	2	32%	50%	13%	18%
Iowa	7	207	4.0	33	14%	0%	0%	43%
Kansas	76	252	6.0	2	34%	36%	34%	34%
Kentucky	54	400	5.6	2	50%	17%	26%	52%
Louisiana	91	268	3.8	2	56%	23%	10%	55%
Maine	8	94	4.4	11	0%	0%	0%	88%
Maryland	53	142	2.2	2	9%	62%	23%	8%
Massachusetts	59	207	2.1	2	36%	29%	34%	2%
Michigan	49	180	1.2	2	37%	37%	24%	8%
Minnesota	118	193	2.9	1	11%	24%	34%	43%
Mississippi	65	285	5.7	2	25%	48%	35%	40%
Missouri	71	387	4.1	2	32%	59%	24%	15%
Montana	43	87	6.8	1.0	63%	9%	44%	19%
Nebraska	60	109	4.0	1	62%	25%	60%	0%
Nevada	50	124	10.8	1	54%	14%	46%	0%
New Hampshire	22	69	4.6	2.5	14%	27%	5%	64%
New Jersey	94	171	1.4	1	18%	44%	27%	39%
New Mexico	53	123	6.3	2	26%	45%	32%	74%
New York	264	839	2.7	2	33%	42%	27%	32%
North Carolina	54	458	4.5	7	24%	19%	7%	52%
North Dakota	32	40	3.8	1	88%	3%	56%	25%
Ohio	116	245	1.3	1	27%	20%	23%	47%
Oklahoma	179	306	5.1	1	62%	25%	60%	38%
Oregon	70	189	3.9	2	34%	41%	27%	19%
Pennsylvania	118	446	2.0	2	14%	72%	23%	37%
Rhode Island	25	84	4.6	1	56%	28%	28%	0%
South Carolina	65	116	2.2	1	48%	34%	32%	48%
South Dakota	54	136	11.1	1.5	50%	41%	31%	0%
Tennessee	133	256	3.0	1	31%	65%	38%	11%
Texas	178	580	2.7	1	43%	31%	43%	12%
Utah	43	91	4.8	1	40%	37%	19%	14%
Vermont	31	98	11.2	2	39%	10%	29%	45%
Virginia	44	181	2.2	2	14%	45%	0%	32%
Washington	20	118	1.7	4.5	55%	10%	0%	45%
West Virginia	88	269	6.5	2	51%	28%	13%	1%
Wisconsin	73	307	4.0	2	22%	47%	18%	25%
Wyoming	30	51	8.8	1	77%	23%	27%	0%
United States	3,490	11,005	2.8	2	35%	37%	29%	28%

Source: CTAA database, UMTA and Census materials.

more than twice as many trips as the average rural recipient, but only 52 percent of those urban trips are in Section 16(b)(2) vehicles.

The extent to which elderly and handicapped transportation involves regular service to places like senior centers, meal sites, and sheltered workshops is reflected in the surprising fact that almost 70 percent of the trips provided by the network are said to be in a fixed-route mode. Among the smallest agencies, however, a majority of all trips are in demand-response service. This type of service is also slightly more important among rural recipients than among urban ones.

And, it is worth noting, vehicles acquired with Section 16(b)(2) funds account for a substantially larger share of demand-responsive than of fixed-route trips.

The average trip provided by a Section 16(b)(2) recipient involves 3.2 vehicle-miles of operation, with those in fixed-route service averaging 2.8 vehicle miles and those in demand-response service averaging 4.1 vehicle miles. Trips provided by rural agencies required two-thirds more vehicle miles than those provided by urban agencies. And, again, the data indicate more intensive use of vehicles not acquired under the Section 16(b)(2) program.

TABLE 4 SECTION 16(B)(2) AGENCIES BY SIZE OF URBANIZED AREA AND AGENCY SIZE

	Agencies		All Vehicles Operated		16(b)(2) Veh's Operated	
	Total Number	Percent Dist'n	Total Number	Percent Dist'n	Total Number	Percent Dist'n
UNITED STATES: All Providers -	3,490	100.0	20,986	100.0	11,005	100.0
BY FLEET SIZE: One Vehicle -	1,011	29.0	1,011	4.8	1,011	9.2
2-to-4 Vehicles -	1,248	35.8	3,850	18.3	2,464	22.4
5-to-9 Vehicles -	639	18.3	4,728	22.5	2,394	21.8
Ten or More Vehicles -	592	17.0	11,397	54.3	5,136	46.7
LARGE UZAs: All Providers -	1,202	100.0	9,199	100.0	4,042	100.0
BY FLEET SIZE: One Vehicle -	371	30.9	371	4.0	371	9.2
2-to-4 Vehicles -	380	31.6	1,133	12.3	714	17.7
5-to-9 Vehicles -	195	16.2	1,552	16.9	746	18.5
Ten or More Vehicles -	256	21.3	6,143	66.8	2,211	54.7
SMALL UZAs: All Providers -	368	100.0	2,247	100.0	1,136	100.0
BY FLEET SIZE: One Vehicle -	105	28.5	105	4.7	105	9.2
2-to-4 Vehicles -	120	32.6	380	16.9	226	19.9
5-to-9 Vehicles -	65	17.7	540	24.0	195	17.2
Ten or More Vehicles -	78	21.2	1,222	54.4	610	53.7
NON-URBANIZED: All Providers -	1,920	100.0	9,540	100.0	5,827	100.0
BY FLEET SIZE: One Vehicle -	535	27.9	535	5.6	535	9.2
2-to-4 Vehicles -	748	39.0	2,337	24.5	1,524	26.2
5-to-9 Vehicles -	379	19.7	2,636	27.6	1,453	24.9
Ten or More Vehicles -	258	13.4	4,032	42.3	2,315	39.7

Source: Community Transportation Association of America database (projected from sample; n=547).

TABLE 5 VEHICLES OPERATED BY SECTION 16(B)(2) RECIPIENTS, BY AGENCY SIZE AND URBAN-RURAL LOCATION

	SMALL (1 Vehicle)	MEDIUM (2-4 Veh's)	LARGE (5+ Veh's)	URBAN	RURAL	UNITED STATES
Total No. 16(b)(2) Vehicles	1,011	2,464	7,530	5,178	5,827	11,005
Share Lift/Ramp-Equipped	64%	36%	44%	53%	35%	44%
Under 16-Passenger Capacity:						
Number	827	2,228	6,415	4,458	5,012	9,470
As Percent of All	82%	90%	85%	86%	86%	86%
Share Lift/Ramp-Equipped	63%	34%	41%	51%	32%	41%
16-to-25 Passenger Capacity:						
Number	184	220	827	443	788	1,231
As Percent of All	18%	9%	11%	9%	14%	11%
Share Lift/Ramp-Equipped	67%	50%	52%	48%	57%	54%
Over 25-Passenger Capacity:						
Number	0	16	288	277	27	304
As Percent of All	0%	1%	4%	5%	.5%	3%
Share Lift/Ramp-Equipped	0%	100%	90%	99%	7%	90%
Contractor-Operated Vehicles Included In Above Listings: (All Under 16-Passenger)						
Number	0	63	171	164	70	234
As Percent of All	0%	2.6%	2.3%	3.2%	1.2%	2.1%
As Percent of Size Category	0%	2.8%	2.7%	3.7%	1.4%	2.5%
Share Lift/Ramp-Equipped	0%	0%	50%	49%	9%	37%

Source: Projected from sample data; n=140 (33+62+45; 56+84).

TABLE 6 FUNDING PATTERNS IN SECTION 16(B)(2) PROGRAM, BY AGENCY SIZE AND URBAN-RURAL LOCATION

	SMALL (1 Vehicle)	MEDIUM (2-4 Veh's)	LARGE (5+ Veh's)	URBANIZED AREAS	RURAL AREAS	UNITED STATES
Number Sec. 16(b)(2) Providers:	1,011	1,248	1,231	1,570	1,920	3,490
Average Transportation Operating Budget:						
Arithmetic Mean	\$10,961	\$43,742	\$183,020	\$117,948	\$55,100	\$83,372
Median	\$24,797	\$30,628	\$71,240	\$38,677	\$28,060	\$36,215
Shares Provided By:						
Farebox/Rider Contrib'n's	8.3%	3.8%	4.4%	3.2%	6.6%	4.5%
State-Local Government	33.1%	31.8%	21.8%	23.2%	25.4%	24.0%
Social Service Programs	27.3%	50.8%	59.8%	57.4%	56.0%	56.9%
(Elderly)	(18.4%)	(15.3%)	(8.9%)	(9.8%)	(11.6%)	(10.5%)
(Mental Health/Rehabilitation)	(.0%)	(24.1%)	(24.4%)	(27.3%)	(16.6%)	(23.4%)
(Medicaid)	(8.6%)	(4.6%)	(11.9%)	(5.4%)	(19.1%)	(10.4%)
(Other Social Service Prog's)	(.2%)	(6.9%)	(14.7%)	(15.0%)	(8.7%)	(12.7%)
All Other Sources	31.2%	14.1%	13.9%	16.1%	12.1%	14.6%
Share of Agencies Reporting						
Funds From:						
Farebox/Rider Contrib'n's	49%	51%	56%	36%	65%	52%
State-Local Government	52%	61%	62%	50%	66%	59%
Social Service Programs:						
Elderly	31%	34%	46%	34%	41%	38%
Mental Health/Rehabilitation	0%	29%	24%	19%	19%	19%
Medicaid	7%	9%	17%	16%	8%	11%
Other Social Service Prog's	4%	17%	25%	18%	14%	16%
All Other Sources	55%	39%	58%	55%	46%	50%

Source: Sample data; n=140 (33+62+45; 56+84).

TABLE 7 TRIPS PROVIDED BY SECTION 16(B)(2) RECIPIENTS, BY AGENCY SIZE AND URBAN-RURAL LOCATION

	SMALL (1 Vehicle)	MEDIUM (2-4 Veh's)	LARGE (5+ Veh's)	URBANIZED AREAS	RURAL AREAS	UNITED STATES
Total Sec. 16(B)(2) Providers	1,011	1,248	1,231	1,570	1,920	3,490
Total No. Trips (000s)	5,442.7	20,922.1	53,557.9	49,379.5	30,543.3	79,922.8
Total No. 16(b)(2) Trips (000s)	5,442.7	12,949.2	30,643.3	25,829.8	23,205.4	49,035.2
Average No. Trips per Provider:						
Mean -	5,384	16,765	43,508	31,452	15,908	22,901
Median -	3,600	7,180	25,235	8,771	9,752	9,311
Average No. 16(b)(2) Trips per Provider:						
Mean -	5,304	10,376	24,893	16,452	12,086	14,050
Median -	3,600	6,350	13,067	6,100	6,350	6,238
Share of Trips by Mode:						
Fixed Route -	32.1%	76.7%	71.5%	74.7%	62.8%	70.2%
Demand-Response -	57.2%	18.3%	23.3%	20.2%	30.9%	24.3%
Other -	10.7%	4.9%	5.2%	5.0%	6.3%	5.5%
Share Provided Using 16(b)(2) Vehicles:						
All Trips -	100.0%	61.9%	57.2%	52.3%	76.0%	61.4%
Fixed Route Trips -	100.0%	59.8%	53.4%	48.2%	73.0%	56.7%
Demand-Response Trips -	100.0%	75.3%	65.8%	60.2%	86.9%	73.1%

Source: Projected from sample data; n=140 (33+62+45; 56+84).

RIDERSHIP CHARACTERISTICS

Sixty percent of the people riding vehicles operated by the Section 16(b)(2) network are women. This is consistent with their relative numbers in the population. Women make up 59 percent of the total population 62 and older and they make up 70 percent of those 85 and older. While less than half of all people reported to have some sort of work disability are women, more than half of those with a disability so serious as to prevent their working are women. As can be seen in Table 7, the smallest agencies in the Section 16(b)(2) network report that women account for more than four-fifths of their ridership. There seems to be no significant difference between urban and rural agencies on this score.

The elderly are said to make up 43 percent of their ridership by agencies assisted under Section 16(b)(2). Since seniors make up an estimated 62 percent of the total elderly and handicapped population, it appears that the elderly are a less important part of the Section 16(b)(2) ridership than would be expected. This is particularly true in urbanized areas. Again, however, the smallest agencies (those operating a single vehicle) indicate an extremely high rate of elderly ridership. And there does appear to be an urban-rural difference here, with urban agencies reporting only 39 percent of their riders as women.

Finally, 9 percent of the network's ridership is said to use wheelchairs or some other mobility aid. Because most figures

on wheelchair use indicate that no more than 5 percent of the disabled are in this group (and the disabled are only half of the Section 16(b)(2) constituency), the ridership rate reported is surprisingly high. It appears to be greatest in urbanized areas and for the larger agencies.

Data presented in Table 8 reflect the reported pattern of trip purposes. (Although most agencies do not keep complete information on this aspect of operations, those surveyed were asked to provide their "best estimate" of the pattern for their service.) Over all, the largest share of trips are to job or training sites (including sheltered workshops). Senior centers and nutrition sites are the next most frequently reported type of destination. Medical care is said to be the purpose for 12 percent of all trips in Section 16(b)(2) vehicles. As is true in other aspects of the profile, the one-vehicle agencies reflect a strikingly different pattern. Nearly half of their trips are to senior centers or nutrition sites and only a very small share to work or training sites.

METHODOLOGY

This profile is based on two types of information. The first category is information gathered about all Section 16(b)(2) providers from the state departments of transportation that administer the program. This category included, in addition to the numbers of providers, the types of agencies, their prin-

TABLE 8 RIDERSHIP CHARACTERISTICS FOR 16(B)(2) AGENCIES, BY AGENCY SIZE AND URBAN-RURAL LOCATION

	SMALL (1 Veh)	MEDIUM (2-4 Vehs)	LARGE (5+ Vehs)	URBANIZED AREAS	RURAL AREAS	UNITED STATES
ALL TRIPS PROVIDED:						
Total Number of Trips (000s)	5,443	20,922	53,558	49,380	30,543	79,923
Share of Riders Who Are:						
Women -	82%	50%	62%	60%	60%	60%
Elderly -	88%	25%	46%	39%	50%	43%
Mobility-Impaired ^a -	7%	5%	12%	12%	6%	10%
Distribution of Trips by Destination:						
To or From Work -	6%	40%	40%	39%	36%	38%
To or From Senior Center or Nutrition Site -	47%	11%	21%	16%	27%	20%
To or From Other Social Service Activities -	19%	8%	19%	17%	14%	16%
To or From Medical Care -	12%	7%	12%	11%	10%	11%
For Other Purposes -	17%	33%	9%	17%	12%	16%
16(B)(2) TRIPS PROVIDED:						
Total Number of Trips (000s)	5,443	12,949	30,643	25,830	23,205	49,035
Share of Riders Who Are:						
Women -	82%	47%	56%	55%	58%	56%
Elderly -	88%	30%	46%	41%	53%	47%
Mobility-Impaired ^a -	7%	5%	11%	12%	5%	9%
Distribution of Trips by Destination:						
To or From Work -	6%	51%	42%	44%	36%	40%
To or From Senior Center Or Nutrition Site -	47%	13%	22%	19%	27%	22%
To or From Other Social Service Activities -	19%	12%	12%	12%	13%	12%
To or From Medical Care -	12%	6%	15%	14%	9%	12%
For Other Purposes -	17%	18%	10%	12%	15%	13%

Source: Sample data; n=140 (33+62+45; 56+84)

^aUtilizes a wheelchair or similar mobility-aid.

TABLE 9 SAMPLE COMPARED WITH SECTION 16(B)(2) UNIVERSE

		All Sec. 16's		Sample	
		Number	Percent	Number	Percent
REGION:	Northeast -	698	20	25	18
	North Central -	801	23	35	25
	South -	1,313	38	53	38
	West -	678	19	27	19
SIZE:	1 Vehicle -	1,011	29	33	24
	2-to-4 Vehicles -	1,248	36	62	44
	5 or More Vehicles -	1,231	35	45	32
SERVICE:	Both FR & DR -	974	28	39	28
	DR, No FR -	1,831	52	72	51
	No DR -	685	20	29	21
PURPOSE:	Elderly -	1,229	35	57	41
	Handicapped -	1,291	37	55	39
	Multipurpose & Other -	970	28	28	20
LOCATION:	Large UZAs -	1,202	34	39	28
	Small UZAs -	368	11	15	11
	Non-Urbanized Areas -	1,920	55	84	60

cial purposes, the numbers of Section 16(b)(2) and other vehicles in operation, the types of service provided, and the counties in which the programs operate. These characteristics, in other words, were collected for the full universe of Section 16(b)(2) recipients and are largely reflected in the first section of the profile.

The second category of information was that collected for a sample of providers. This category includes information on funding (both size of operating budget and sources from which obtained), size of vehicles and whether lift- or ramp-equipped, leasing of vehicles, use of volunteers, trips provided, vehicle miles operated, and characteristics of riders and trip purposes. The sample for which information on these aspects was gathered totaled 140 providers. This was a random sample stratified by region, fleet size, and mix of service provided.

As data in Table 9 indicate, the characteristics of the sample respondents were reasonably close to those of the network as a whole.