



PERFORMANCE AUDIT REPORT

Public Transportation Services for the Elderly and Handicapped in Kansas

**A Report to the Legislative Post Audit Committee
By the Legislative Division of Post Audit
State of Kansas
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PUBLIC TRANSPORTATION SERVICES FOR THE ELDERLY AND HANDICAPPED IN KANSAS

OBTAINING AUDIT INFORMATION

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PUBLIC TRANSPORTATION SERVICES FOR THE ELDERLY AND HANDICAPPED IN KANSAS

Summary of Legislative Post Audit's Findings

The Special Committee on Transportation studied public transportation for the elderly and handicapped during the 1987 interim. As a result of the hearings held during that study, the Special Committee found that coordination of public transportation for the elderly and handicapped is generally lacking in Kansas. The Special Committee also found that the elderly and handicapped in many areas of the State have unmet transportation needs. This audit addresses the issues raised by the Special Committee.

Do agencies that provide transportation services for the elderly and handicapped in Kansas have overlapping and inefficient services? In most counties in eastern Kansas, more than one local agency is providing federally subsidized transportation for the elderly and handicapped. In western Kansas, counties generally have much less overlap, usually with only one public transportation service or no service for the elderly or handicapped. State agencies encourage local transportation providers to coordinate their services, but do not require any specific actions to ensure that services are coordinated. As a result, the current Kansas system appears to result in significant overlap and inefficiency at the local level. Other nearby states are taking a variety of actions to encourage or require coordination of transportation services.

Which areas of the State have transportation needs for the elderly or handicapped that are not being met? All parts of the State apparently have unmet needs for transportation services for the elderly and handicapped, although the magnitude of that need is difficult to measure. In many rural parts of Kansas, there is a reported need for long-distance transportation to medical facilities. In other more urban areas, the unmet need most often mentioned is for transportation service on evenings and weekends. Some policies of the Kansas Department of Transportation are more restrictive than federal Urban Mass Transportation Act requirements, and may limit the flexibility of local agencies to meet the needs of their clients. Actions may be necessary at the State level to require or encourage greater coordination efforts at the local or regional level.

PUBLIC TRANSPORTATION SERVICES FOR THE ELDERLY AND HANDICAPPED IN KANSAS

In fiscal year 1987, the Kansas Department of Transportation awarded federal grants totalling more than \$1.7 million to agencies that provide specialized transportation for elderly and handicapped citizens. These federal funds are allocated to Kansas under two sections of the Urban Mass Transportation Act. If federal transportation funds spent under the Older Americans Act are added, the total of federal funds spent in Kansas is more than \$2 million. In addition to these federal funds, transportation programs may be funded through local property taxes, receipts from the Special City and County Highway Funds, private donations, and passenger fares.

The Special Committee on Transportation studied public transportation for the elderly and handicapped during the 1987 interim. One issue considered was whether State funding should be used to supplement these programs so that needed services could be provided. The Special Committee concluded that State funding may be appropriate at some future time, but that problems with overlapping transportation services should be addressed first. As part of this effort, the Special Committee requested an audit to determine the extent to which agencies' transportation services for the elderly and handicapped are overlapping and inefficient, and to identify underserved areas of the State.

To address the issues raised by the Special Committee on Transportation, the Legislative Post Audit Committee directed the Legislative Division of Post Audit to conduct a performance audit of the public transportation services provided for the elderly or handicapped. This audit addresses the following questions:

- 1. Do agencies that provide transportation for the elderly and handicapped in Kansas have overlapping and inefficient services?**
- 2. Which areas of the State have transportation needs for the elderly or handicapped that are not being met?**

To answer these questions, the auditors interviewed officials of the State and federal Departments of Transportation, the Kansas Department on Aging, and the federal Administration on Aging. They reviewed State and federal laws, regulations, and agency records. They contacted a sample of other states to determine what efforts their officials are making to better coordinate transportation services. The auditors also reviewed data from a survey conducted by the Kansas Public Transit Association, and reviewed other information gathered by the Special Committee on Transportation. The auditors surveyed officials of the area agencies on aging and the Department of Social and Rehabilitation Services' area offices. Finally, they drew a sample of those local service agencies receiving recent federal transportation grants, and surveyed and interviewed officials of those agencies. Agencies not receiving federal transportation funds were not included in this review.

In general, the auditors found that because State agencies do not require full coordination of local transportation providers, the current Kansas system appears to result in significant overlap and inefficiency at the local level. All parts of the State apparently have unmet needs for transportation services for the elderly and handicapped, although the magnitude of that need is hard to measure. Finally, some policies of the Department of Transportation are more restrictive than federal Urban Mass Transportation Act requirements, and may limit the flexibility of local agencies to meet their clients' needs. These findings are discussed in the report, following a brief overview of the federally subsidized transportation programs.

Brief Overview of Transportation Programs for the Elderly and Handicapped

According to the 1980 federal census, about 284,000 Kansans, or 12 percent of the State's population, were 65 or over. Another 17,800 adults under age 65, or less than one percent of all Kansans, had some kind of disability that made it hard for them to use regular public transportation such as buses or taxicabs. Thus, nearly 302,000 adult Kansans (about 13 percent of the total population) were elderly, had a disability relating to their use of public transportation, or both.

Transportation services for the elderly and handicapped in Kansas are generally provided by private, non-profit groups or other local agencies. For elderly adults, these agencies generally provide transportation to senior centers for activities and noon meals, as well as for doctor's appointments, shopping, and other personal needs. For the physically or mentally handicapped, services include transportation to and from work or school, as well as doctor's appointments and the like.

These transportation services are generally subsidized with federal grants administered by two State agencies. The Kansas Department of Transportation administers programs funded by two sections of the federal Urban Mass Transportation Act. This Act funds transportation for the elderly and handicapped as well as assisting with regular public transportation, planning, and other local transportation needs. The Kansas Department on Aging administers transportation services and other programs funded through the Older Americans Act, which funds transportation of the elderly, as well as meals, senior centers, and other activities.

The programs for older Kansans are actually carried out by the 11 area agencies on aging, regional agencies that generally receive most of their funding and direction through the Department on Aging. All federal funds administered by both State agencies are distributed through grant applications from the local organizations that provide transportation services.

Three main transportation programs for the elderly and handicapped are funded under federal law. The following paragraphs outline these federal transportation programs.

- Urban Mass Transportation Act, Section 16(b)(2):** This section of the Act provides capital assistance to help meet the transportation needs of elderly and

handicapped persons where public transportation services are unavailable, insufficient, or inappropriate. These funds generally are used to buy vehicles for transportation of the elderly and handicapped in both urban and rural areas. Only incorporated private, non-profit organizations (such as local councils on aging and sheltered workshops) are eligible to apply for this funding. Section 16(b)(2) funds are allocated to each state on the basis of population. For federal fiscal year 1988, Kansas' allocation is about \$447,000. In fiscal year 1987, the State's allocation was divided among 21 grantees.

•**Urban Mass Transportation Act, Section 18:** This section provides capital and operating assistance for the development, improvement, and use of public transportation in rural and small urban areas. Grant recipients must provide equal opportunity service to the general public as well as the elderly and handicapped. According to federal guidelines, the Section 18 program must coordinate with other federally subsidized transportation services. Section 18 money also generally goes to private non-profit organizations, but grants can also go to counties and cities with populations less than 50,000. Section 18 funds are allocated to each state on the basis of non-urban population; in federal fiscal year 1988, Kansas' share is about \$1.1 million. In fiscal year 1987, Section 18 grants were made to 83 agencies in Kansas.

In addition to these two programs, large urban areas of the State receive funding under Section 9 of the Urban Mass Transportation Act. Section 9 funding does provide some services for the elderly and handicapped, but this section is aimed primarily at the general public rather than the elderly and handicapped. For that reason, it was not examined in this audit. The accompanying box provides more information on Section 9 of the Act.

•**Older Americans Act, Title III-B:** This program provides assistance for senior centers and supportive and social services such as health programs and transportation for persons age 60 and over. The Act requires the area agencies on aging to coordinate services funded under the Act. The State receives Title III-B funds and allocates them to area agencies on aging according to a formula. The area agencies then make grants to the service providers. For fiscal year 1988, the area agencies on aging allocated about \$332,000 of their Title III-B funds for transportation services, split among 39 service providers.

**The Urban Mass Transportation Act
Also Assists Other Kinds of Public
Transportation**

Section 9 of the Urban Mass Transportation Act provides capital and operating assistance for mass transit services to the general public. Section 9 recipients must spend at least three percent of their operating costs on meeting the special needs of the handicapped. For example, in Topeka, the Lift Service operated by the Metropolitan Transit Authority provides door-to-door transportation for the handicapped. The Lift receives 37 percent of its revenues from the Section 9 program. In Kansas, there are five urban areas—Kansas City (Kansas and Missouri), Wichita, Topeka, Lawrence, and Elwood-St. Joseph (Kansas and Missouri)—that are eligible for Section 9 funds. In federal fiscal year 1988, the allocations for Wichita, Topeka, Lawrence, and Elwood totalled nearly \$3.2 million.

The following table summarizes the Urban Mass Transportation Act and Older Americans Act transportation programs. It also shows the current matching requirements for local agencies seeking federal grants.

Summary of Federal Transportation Programs

<u>Federal Program</u>	<u>Allocation to Kansas, FFY 1988</u>	<u>Areas Covered</u>	<u>Client Groups</u>	<u>Current Federal/Local Matching</u>
<u>Urban Mass Transportation Act</u>				
Section 16(b)(2)	\$446,565	All	Elderly, Handicapped	70/30 (Capital)
Section 18	\$1,102,980	Rural, Small Urban	Elderly, Handicapped, and General Public	70/30 (Capital) 40/60 (Operating)(a)
<u>Older Americans Act</u>				
Title III-B	\$332,181 (b)	All	Elderly	85/10 (Capital) 85/10 (Operating)

(a) For the first year only, the matching requirement is 50/50.

(b) There is no specific federal allocation for transportation. This amount was distributed by the Department on Aging to meet the transportation budgets of the area agencies on aging.

In addition to federal funding sources, some State General Fund money is spent to support transportation for the elderly. During the course of the audit, the auditors found that a relatively small amount of State money was being spent to help transport senior citizens to noon meal sites. As shown below, five area agencies on aging have received a total of about \$83,000 in fiscal year 1988 for this purpose.

<u>Area Agency on Aging</u>	<u>FY 1988 State Funds</u>
Wyandotte/Leavenworth Counties	\$ 9,995
Northwest Kansas	3,725
Jayhawk (Douglas & Shawnee)	32,000
North Central Flint Hills	1,208
Johnson County	<u>36,441</u>
Total	<u>\$83,369</u>

These State funds were appropriated to the Department on Aging. The Department then allocated the funds to area agencies on aging, who awarded contracts according to the transportation needs listed in the area agencies' annual budget plans.

Agencies that receive federal grants through the Department of Transportation or the Department on Aging also usually receive money from other sources, such as fares, donations, and local mill levies. Although no reliable Statewide information was available on the amounts of these other revenue sources, a 1987 survey of public transit operators by the Kansas Public Transit Association yielded the following breakdown:

<u>Funding Source</u>	<u>Portion of Total Agency Budget</u>
Local funding	48%
Federal funding	34
Fares and donations	15
Other	<u>3</u>
Total	100%

As the table shows, according to the Association survey, 48 percent of the agencies' total transportation budget comes from local funding sources, including mill levies, and 34 percent comes from federal sources. These figures were obtained from all kinds of public transit operators in Kansas, not just those primarily serving the elderly or handicapped.

Do Agencies That Provide Transportation Services For the Elderly and Handicapped in Kansas Have Overlapping and Inefficient Services?

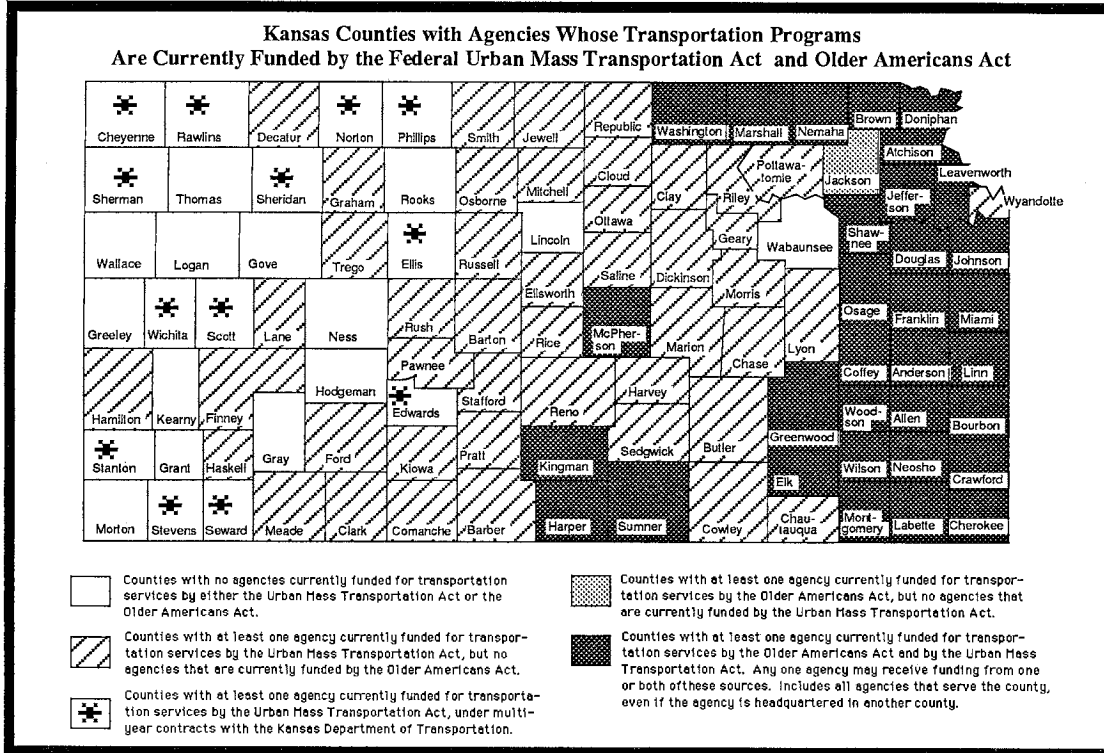
To answer this question, the auditors interviewed officials of the State and federal Departments of Transportation, the Kansas Department on Aging, and the federal Administration on Aging. They reviewed State and federal laws and regulations, and examined records of which local agencies had received federal transportation funds during the most recent fiscal year. For those local agencies in a sample of Kansas counties, the auditors surveyed and interviewed agency officials. They also surveyed officials of the area agencies on aging and the Department of Social and Rehabilitation Services' area offices. Finally, the auditors contacted a sample of other states to determine what efforts their officials are making to better coordinate transportation services.

In general, the auditors found that in most counties in eastern Kansas, more than one agency is providing federally subsidized transportation for the elderly and handicapped. In western Kansas, counties generally have much less overlap, usually with only one public transportation service or no service for the elderly or handicapped. State agencies encourage local transportation providers to coordinate their services, but do not require any specific actions to ensure that services are coordinated. As a result, the current Kansas system appears to result in significant overlap and inefficiency at the local level. Other nearby states are taking a variety of actions to encourage or require coordination of transportation services. These findings are discussed in detail in the following sections.

In Most Counties in the Eastern Half of Kansas, More than One Agency Is Providing Transportation For the Elderly or Handicapped

Kansas counties on or east of Highway 81 averaged 2.5 agencies that provide transportation services with grants from either the Urban Mass Transportation Act or

the Older Americans Act. West of Highway 81, the counties averaged less than 1.3 such agency per county. Federal transportation grants to these agencies under both Acts totalled about \$2 million in the most recent year. (Annual grants to agencies that provide transportation services may exceed federal allocations to Kansas, because of carryover from previous years.) The following map shows how that money was distributed across the State.



Appendix A contains a complete list, by county, of those organizations receiving federal transportation funds in the most recent year through Section 16(b)(2) and Section 18 of the Urban Mass Transportation Act, and Section III-B of the Older Americans Act.

Federal Regulations Require the State to Ensure Coordination Of Local Transportation Services

Provisions of both the Urban Mass Transportation Act and the Older Americans Act require the State to take steps to ensure that federally funded transportation services are coordinated at the local level. Guidelines for Section 18 of the Urban Mass Transportation Act say that the State is responsible for "...ensuring the maximum feasible coordination of public transportation resources at both the State and local level." Section 16 guidelines also encourage grant recipients to coordinate services with Section 18-funded organizations.

Regulations for the Older Americans Act require the State to "assure that each area agency has effective procedures to coordinate programs related to the purpose of

the Act within the planning and service area.” However, as one official of the Department on Aging told the auditors, coordination is often difficult to define and difficult to recognize. For example, coordination can mean any of the following:

- having one dispatcher assign and schedule the vehicles of all community agencies (on a continuous basis)
- awarding federal funds to only one transportation provider in a community or county
- requiring agencies to provide assurances that they are not duplicating each other’s services

The third option, requiring providers to assure the State that they are not duplicating each other’s services, is the basic standard presently used by the State and federal agencies. Because no State or federal agency has formulated an official definition of coordination, it is possible for agencies to comply with federal requirements and still not be fully coordinating their transportation services on a regular or continuous basis.

State Agencies Encourage Local Transportation Providers To Coordinate Their Services, But Do Not Require Any Specific Actions to Ensure that Services Are Coordinated

Department of Transportation officials told the auditors that they take the following actions to encourage coordination among service providers:

- All grant applicants must provide a list of other agencies in the area and letters of support from those agencies; Section 16(b)(2) applicants must also publish a legal notice of their intent to seek a grant
- Department officials conduct field reviews of Section 18 grant recipients, including their local coordination efforts
- The Department will hold a public hearing, if requested to do so, in cases where an existing agency protests a grant application
- The Department provides encouragement and advice to groups wishing to form councils of transportation providers

Department officials said that letters of support from other transportation providers are usually considered to be sufficient documentation that local coordination has occurred. Further, a Department official indicated that the Department has never denied funding to a provider because of a failure to coordinate services. Federal Urban Mass Transportation Administration officials contacted by the auditors said that the Department is doing an adequate job of administering the program, but that it may be understaffed. The Department presently has a program manager and two staff members who evaluate all grant applications and monitor the funded programs.

The Department on Aging reviews annual plans submitted by the area agencies on aging, and can approve or disapprove those plans, but the area agencies actually approve the individual grant requests for Older Americans Act transportation funds.

Greater Coordination of Transportation Service Holds Many Potential Benefits

Greater coordination at the local level may take a number of different forms. At the very least, it should include an exchange of information about the route and schedule of each vehicle. Greater coordination may not always succeed in meeting the special needs of the most vulnerable client groups, but it may offer several benefits for the local agencies. These potential benefits include:

- reducing the total number of vehicles required to provide transportation service, thereby freeing up a vehicle and driver for reassignment to another area
- reducing the total number of miles driven, yet providing the same level of service for clients
- reducing the number of drivers and dispatchers required in a city or county with many separate transportation services
- providing back-up service in case one agency's vehicle should break down
- ensuring that vehicles are available to meet high-priority needs such as medical trips and grocery shopping

- joining forces to obtain lower prices for gasoline, tires, maintenance services, etc.

Despite the many potential benefits, achieving better local coordination is not an easy task. In fact, a number of obstacles may inhibit or prevent such coordination (at least on a voluntary basis). These obstacles include:

- turfism: unwillingness of local agencies to give up control of their vehicles, drivers, and other resources
- special training needed for drivers to serve a variety of types of client groups
- inability to improve on current money-saving practices, such as having regular agency staff members also serve as drivers
- difficulty in covering start-up costs associated with a coordinated transportation system, such as the costs of new radio equipment
- political concerns ensure that funds or other resources provided by a governmental unit (city, county, or school district) should be used within the unit's jurisdiction

Some local agencies are taking actions to encourage greater coordination of transportation services. Coordination has potential advantages for service providers as well as the State funding agencies. These potential benefits include reducing the total number of vehicles, drivers, and hours of operation needed to meet the needs of the clients, providing back-up services, ensuring that vehicles are available to meet high-priority needs, and reducing operating costs. The box above outlines some of the potential benefits of greater coordination, as well as some of the obstacles that may prevent it from occurring.

Voluntary local actions include the formation of "paratransit councils"—voluntary associations of agencies that provide transportation for people with limited mobility. At least three areas in the State—Topeka, Wichita/Sedgwick County, and a nine-county area in southeast Kansas—have formed paratransit councils. The Wichita program has been in operation for several years, but the ones in Topeka and southeast Kansas have had only a few meetings. The box on page nine describes the Wichita council more fully.

Department of Transportation officials told the auditors that they are in favor of paratransit councils and provide encouragement and advice, but have taken no other steps to actively promote formation of the councils.

The Department of Transportation and the Department on Aging have taken other steps that, although not directly related to coordination of services, may serve to

encourage it. First, the Department of Transportation has established contracts with area agencies on aging so that area staff provide technical assistance to transportation providers in their areas. Department officials say that this assistance deals with Urban Mass Transportation Act matters, and is not directly related to coordination of services among providers. However, this technical assistance may encourage some degree of communication and coordination among local agencies. Second, area agencies on aging also conduct an annual assessment of the needs of the population age 60 and over in their areas. One part of this assessment deals with transportation, and assists area agency staff in budgeting available funds.

The Current Kansas System Appears to Result in Significant Overlap and Inefficiency at the Local Level

Efficient use of available transportation resources is difficult without coordinated efforts among transportation service providers. The 1987 interim study conducted by the Special Committee on Transportation concluded that coordination among providers is generally lacking. Voluntary efforts at coordination, such as the paratransit councils described earlier, generally are still in their infancy and cover only a few areas of the State.

To determine how transportation providers are coordinating their services, the auditors selected a sample of four counties with agencies that are receiving federal transportation assistance through either the Urban Mass Transportation Act or the Older Americans Act. The counties selected were Douglas, Neosho, Reno, and Shawnee. The auditors surveyed and conducted follow-up interviews with agency officials to determine what efforts they made to coordinate their transportation services, and what use they made of their vehicles. The box on page 10 describes the agencies, their client groups, and the services they provide. The table at the top of page 10 summarizes the data the auditors gathered.

As the table shows, in these four counties a total of 23 federally subsidized agencies were reviewed. All together, those 23 agencies operated 93 vehicles for the transportation of elderly or handicapped persons.

The Wichita-Sedgwick County Paratransit Council Coordinates Transportation Services for the Elderly and Handicapped

The Wichita-Sedgwick County Paratransit Council comprises local agencies that provide transportation for county residents with impaired mobility. The Council represents 36 transportation providers and has taken numerous steps to coordinate transportation services. For example, officials told the auditors that the Council attempts to avoid the "merry-go-round of referrals" that a user experiences when trying to find a ride. It does this by providing a central referral telephone number; after ensuring that the caller has tried to use regular public transportation, the program coordinator makes a referral to a council member. Council officials said that they also have negotiated discounts and cooperative maintenance agreements for vehicles of member agencies, started a transportation service for dialysis patients and others needing frequent hospital trips, and initiated other activities.

Council officials said that the Department of Transportation now requires the Council's approval for any application for Urban Mass Transportation Act Section 16(b)(2) funds. Department officials, however, say that they have not delegated the approval process, but only give consideration to the Council's recommendation on any grant application from the Sedgwick County area.

**Average Use of Vehicles by the Agencies
In the Sample Counties**

<u>Sample County</u>	<u>Number of service agencies</u>	<u>Number of vehicles</u>	<u>Average hours each vehicle used per day</u>	<u>Average miles each vehicle driven per day</u>	<u>Average capacity used per trip</u>
Douglas	6	24	6.4	55.4	35.6%
Neosho	2	9	3.2	44.3	47.7
Reno	4	21	5.3	48.0	46.7
<u>Shawnee</u>	<u>11</u>	<u>39</u>	<u>5.0</u>	<u>49.0</u>	<u>74.2</u>
Total	23	93	5.2 hours	49.9 miles	49.3%

Agency officials reported that, on average, their vehicles were used about five hours a day, and traveled about 50 miles a day. Based on the usage estimates obtained from the officials, the auditors calculated that the vehicles were operated at just under half their capacity during the hours they were in operation. In other words, a 10-passenger van operated by an agency carried about five passengers on a typical trip.

**Agencies Providing Transportation Services
for the Elderly and Handicapped in
Douglas, Neosho, Reno, and Shawnee Counties**

<u>Agency Name</u>	<u>Client Groups (a)</u>	<u>Types of Transportation Services Provided</u>
Douglas County:		
Baldwin Retirement Apt. Complex	E, H	General transportation of own clients
Douglas County ARC	H	Transp. to programs for mentally retarded
Planning Council on Serv. for Aging	E	General transportation for the elderly
Bert Nash Comm. Mental Health Ctr.	H	General transportation for the handicapped
Cottonwood, Inc.	H	Transp. MR clients to and from workshop
Independence, Inc.	H	Door-to-door transp. for the handicapped
Neosho County:		
Senior Services of SE Kansas	E	Transportation of elderly to nutrition sites
Tri-Valley Developmental Center	E, H	Transp. clients to and from sheltered workshop and demand door-to-door transportation
Reno County:		
Buhler Sunshine Home	E	General transportation of own clients
City of Hutchinson	E, H, G	City taxi service (reduced fare for non-drivers)
Reno County Department of Aging	E	Demand door-to-door transp. for elderly
Training and Eval. Ctr. for Handicapped	H	Transp. clients to and from school-workshop
Shawnee County:		
Topeka ARC	H	Transp. clients to and from school-workshop
The Capper Foundation	H	Transp. clients to and from school-workshop
St. Francis Hospital	E, H	Transp. for radiation/oncology patients
Good Neighbor Aging Program	E, H	General transp. and congregate meal sites
East Topeka Council on Aging	E, H	General transp. and congregate meal sites
Pioneer Village	H	General transportation of own MR clients
Topeka Resource Ctr. for Handicapped	H	Transportation for handicapped
LULAC Senior Center	E	General transp. and congregate meal site
Rossville Senior Citizens	E	Transportation of elderly to meal sites
Sheltered Living, Inc.	H	General transportation of own MR clients
Topeka Lift Service	E, H	General transportation for those unable to use regular transit service

(a) The letter designations represent the following: E (elderly), G (general public), and H (handicapped).

Of the four counties sampled, Shawnee appears to be using the most of its available capacity—74.2 percent—when the vehicles are running. The reasons seem to be that many of the vehicles operated by Shawnee County agencies operate on a daily fixed route, mainly picking up regular participants for senior center activities and noon meal sites. One of the larger agencies (operating 10 of the 39 vehicles) radio-dispatches all but one of its vehicles, enabling that agency to accommodate other requests for service while the vehicles are en route. Finally, that same agency acts as a “brokerage” for other agencies in the county, referring requests for transportation to other providers according to rough geographic boundaries. Shawnee County is the only one of the four counties reviewed that practices any active coordination of its transportation services.

In contrast, agencies in Douglas, Neosho, and Reno counties have not undertaken a comparable coordination effort. The two agencies serving Neosho County have not attempted to coordinate their activities in the past, although they are members of the newly formed paratransit council in southeast Kansas. The Reno County Department on Aging and the City of Hutchinson share the same radio dispatch frequency, but do not transport each other’s riders. Douglas County has conducted a study that provides agencies with a blueprint for pooling their vehicles under a single lead agency, but no action has yet been taken to implement the plan. The box on the right provides more information on the Douglas County plan. The box on page 12 describes some of the apparent inefficiencies found by the auditors in the sample counties.

In each of the four sample counties, better coordination could result in providing current levels of service with fewer miles driven; in other words, at less cost to these publicly subsidized agencies. Better coordination might also provide a higher level of service—such as transportation on evenings and weekends or service to a wider geographic area—within existing resources.

School buses may represent a sizeable untapped transportation resource. Department of Education officials told the auditors that Kansas school districts are now using 5,237 school buses, 3,783 of which are district-owned. In general, these buses are used in the early morning and late afternoon, and are idle at midday and at night. K.S.A. 72-8316 permits any school district to contract with “the governing

Douglas County Has Made Efforts to Establish Coordinated Transit Service

In the past six years, at least two efforts have been made to set up a coordinated transportation system for elderly and handicapped persons in Douglas County.

In 1982, an extended service plan was established so that Independence, Inc. would provide evening transportation for all agencies in Lawrence that serve the elderly or handicapped. According to officials of Independence, Inc., the service was discontinued because of a lack of interest on the part of the other Lawrence agencies.

In 1987 and 1988, the Lawrence-Douglas County Planning Office has contracted with a consulting firm to develop a proposal for coordinating the specialized transit services in the county. The current proposal would require a lead agency—the Douglas County Council on Aging—to manage the day-to-day operations of scheduling, dispatching, administration, fleet management, and reporting to an oversight body. As of February 1988, no final decisions had been made about implementation of the plan.

Apparent Inefficiencies in Providing Transportation for the Elderly and Handicapped

In each of the sample counties that have public transportation for the elderly and handicapped, the auditors noted examples of apparent inefficiency or potential inefficiency in the overall transit system.

In Douglas County, Independence, Inc. provides an on-demand transportation service for the handicapped, and the Douglas County Council on Aging provides a similar service for senior citizens. Both agencies operate vans with fairly large capacity (7-15 persons), and each is operating its vans about one-third filled. If these two agencies coordinated their operations and transported both client groups, fewer vans would be needed to provide the same level of service and the service could be provided more efficiently.

In Neosho County, Senior Services of Southeast Kansas operates a vehicle in Chanute for about two hours a day to transport an average of five senior citizens to and from a noon meal site. Tri-Valley Developmental Center has at least three vans in Chanute with a significant amount of unused time during the middle of the day. If one of these vans could be used to transport the senior citizens to and from the meal site, Senior Services of Southeast Kansas could use its van to meet some other need within its six-county service area.

In Reno County, the City of Hutchinson operates a taxi service for the general public with five taxis. The city receives about 20 percent of its operating funds for the taxi service through Section 18 of the Urban Mass Transportation Act. During week days, only two taxis are used, with a third added for about two hours during the peak operating times. During evenings and weekends, only one taxi is in use. The taxi service charges a fare for every passenger, but the fare is reduced for those who are unable to drive. If justified by available passengers, more operating time for the taxis could increase the use of this service. Otherwise, it appears that the City of Hutchinson may have more vehicles than are needed.

In Shawnee County, two agencies reported that they do not regularly use all their vehicles. The Topeka Resource Center for the Handicapped has two vans that are normally operated on alternate days because of a lack of funds for drivers, and to minimize the wear on the vans. Similarly, the Lift service has four buses, but uses only two at a time. Therefore, between the two agencies, three vehicles usually sit idle on any given day. In addition, Sheltered Living, Inc., operates each of its six vehicles an average of 2.7 hours a day. Two other Shawnee County agencies reported owning vehicles that (because of their poor mechanical condition) were used only as spares, or for very short trips. If justified by demand, improved coordination among the agencies might reduce the number of idle vehicles by increasing the amount of service. Otherwise, improved coordination might reduce the number of spare vehicles needed.

board of any township, city, or county for transportation of senior citizen groups or organizations.” The statute also says that “transportation fees may be charged by the board to offset, totally or in part, the costs incurred for the use of school buses under authority of this section.” Officials of the State Department of Education said that they advise school districts not to use their buses for any purpose not specified in the statute, because of potential liability and insurance problems.

In response to the auditors’ inquiry, Department officials surveyed Kansas school districts to determine whether any had transported senior citizens in accordance with K.S.A. 72-8316. Officials reported that of 305 school districts, 264 responded to the survey. Of those 264, 10 districts (3.8 percent) said that they have provided transportation for a senior citizens’ group.

Surrounding States Take a Variety of Actions To Encourage or Require Coordination of Transportation Providers for the Elderly and Handicapped

The auditors contacted transportation officials in nearby states to determine what actions they take to encourage or require coordination of transportation services. They found that Colorado, Iowa, Missouri, Nebraska, and Oklahoma all take stronger action than Kansas does to ensure efficient use of available transportation resources. The following list describes some of the actions taken by these other states.

Actions Taken by Other States to Encourage Coordination of Transportation Services

- **Forming a committee of state agencies:** Missouri law requires all state agencies that are involved with transportation services to form an interagency council to ensure that services are provided in the most efficient and effective manner.

Coordination of Transportation Services: Excerpts of Comments Provided by Officials of SRS Area Offices and Area Agencies on Aging

The auditors surveyed each of the 11 area agencies on aging and the 17 Social and Rehabilitation Services' area offices about coordination of transportation for the elderly and handicapped in their areas. The following is a sample of comments made on the surveys.

- Chronically ill, sick, and nauseated people are not welcome on senior citizens' buses or OAA/KDOT funded buses. These people have difficulty handling the waiting times necessary to use these resources. Handicapped people are not made welcome on "senior" buses.
- Each senior citizen center seems to be a self-regulating entity with its own unique regulations. Their buses sit empty half of the time due to lack of funds, poor management of the resources, ignorance of the need and other unique, and sometimes peculiar traits of the center.
- Each transportation provider in our management area tends to operate, monitor, and design their own system. We are not aware of any significant centralized control or coordination efforts. They do seem to provide a good range of coverage of needs for local transportation.
- There is a bus for the use of persons 55 and over; however, the driver is not permitted to help clients on or off the bus.
- Vehicles funded through KDOT are limited to traveling 50 miles outside the service area. In western Kansas, many events and meetings are farther than 50 miles. Vans over 10 years old are worn out, but don't have enough miles for KDOT replacement. Mileage should not be the determining factor.
- When vans are used in rural areas over county roads, repairs are numerous. The Department of Transportation needs to evaluate their mileage mandates.

- Establishing a state clearinghouse:** Oklahoma has established a mailing list to ensure that all local transportation providers are aware of each other and that they coordinate their activities.
- Developing a reimbursement program for non-funded agencies:** Oklahoma area agencies on aging employ a program that any agency, church, nursing home, or other entity with a vehicle can participate in. If the entity makes a vehicle and driver available to the program one day a week, the area office will use Older Americans Act funds to pay the driver and buy gasoline and insurance for that day.
- Encouraging grant applicants to use existing resources:** When receiving a grant application, Missouri Department of Highways and Transportation officials encourage the applicant to use existing transportation services rather than start a new one. If other services are available, officials usually will not approve the grant.
- Permitting only one provider per county:** Nebraska, Missouri, Oklahoma, Colorado, and Iowa all make at least some effort to encourage only one grant per county, city, or other service area, although some states approve both Section 18 and Section 16(b)(2) grants within the same area.
- Requiring communities to formulate transportation development plans:** Colorado requires each locality to conduct public hearings and develop a consensus transportation development plan. The Department then funds only those applications that are in accord with the consensus plan.
- Establishing planning districts:** Iowa has established a set of 16 multi-county planning districts (in addition to 19 designated urban areas). Each district may establish only one transit authority, and that entity must receive all transportation grant funds. Iowa officials said that transit costs have gone down in relation to the Consumer Price Index in the last few years, and the cost per ride has remained stable. They also said that the new plan (originally enacted in 1976) resulted in a more equitable distribution of services and resources across the state. Iowa officials said that they initially encountered some resistance from providers, although not all were spending their money effectively. They also have noted "pockets of provincialism"--local use restrictions on county funding--in some counties, but most county officials have found that such restrictions are not in their long-term interest. Also, officials reported implementation of the system was aided by legal sanctions for failure to coordinate.

In sum, other states have demonstrated that stronger actions to ensure coordination are possible. Officials in the other states told the auditors that although they often still have problems getting local agencies to work together, their methods have helped to improve the efficiency of local transportation services for the elderly and handicapped.

Conclusion

The auditors concluded that the Kansas Department of Transportation and Department on Aging now take virtually no actions to require local providers of transportation services to coordinate their programs, beyond seeking assurances that agencies will coordinate. As a result, active coordination efforts are taking place in only a few areas. Other states have taken steps to encourage coordination of services that Kansas has not tried. In-depth review of a sample of counties showed that failure to coordinate services results in significant amounts of unused transportation capacity and inefficient use of resources. Better coordination of transportation services could result in more effective expenditure of public funds used to subsidize those services.

Which Areas of the State Have Transportation Needs for the Elderly or Handicapped that Are Not Being Met?

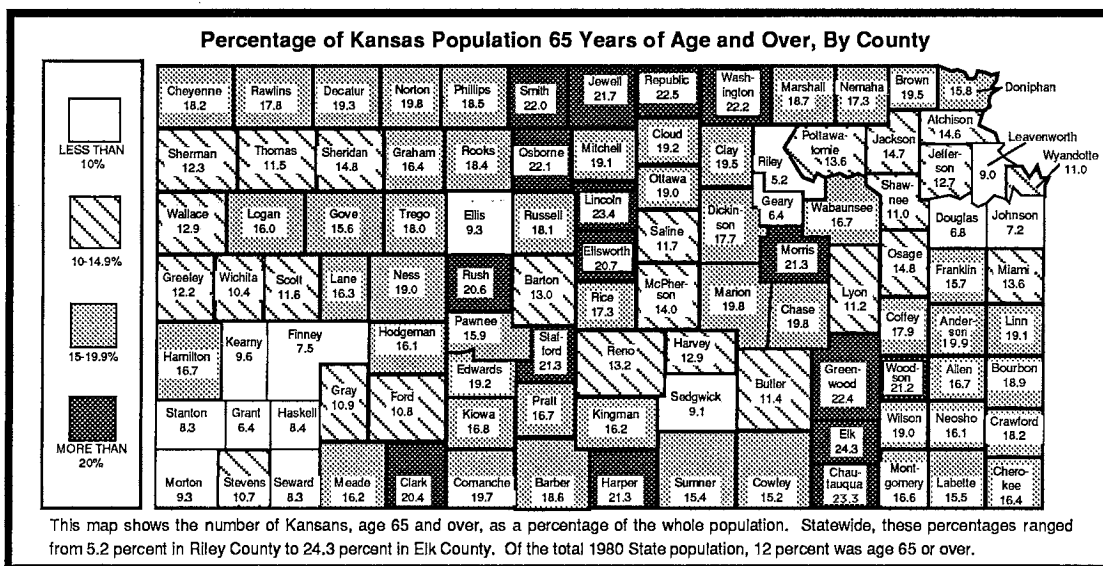
To answer this question, the auditors interviewed officials of the Department of Transportation and the Department on Aging. They surveyed officials of the area agencies on aging and the Department of Social and Rehabilitation Services' area offices. In five sample counties, they surveyed and interviewed officials of the transportation agencies in the area. Finally, the auditors reviewed data from a survey conducted by the Kansas Public Transit Association, and reviewed other information presented to the Special Committee on Transportation.

In general, the auditors found that all parts of the State apparently have unmet needs for transportation services for the elderly and handicapped, although the magnitude of that need is difficult to measure. Some policies of the Department of Transportation are more restrictive than federal Urban Mass Transportation Act requirements, and may limit the flexibility of local agencies to meet the needs of their clients. These and other findings are discussed in the following sections.

All Parts of the State Apparently Have Unmet Needs For Transportation Services for the Elderly and Handicapped

The documents the auditors reviewed indicated that all parts of Kansas have some needs for transportation services that are not now being met. However, no data are available on the magnitude of that need. It was not possible for the auditors to determine, for example, how many elderly people in a given county do not have access to transportation. However, some demographic information is available. Based on 1980 federal census data, the maps below show the distribution of potential users of transportation services for the elderly and handicapped.

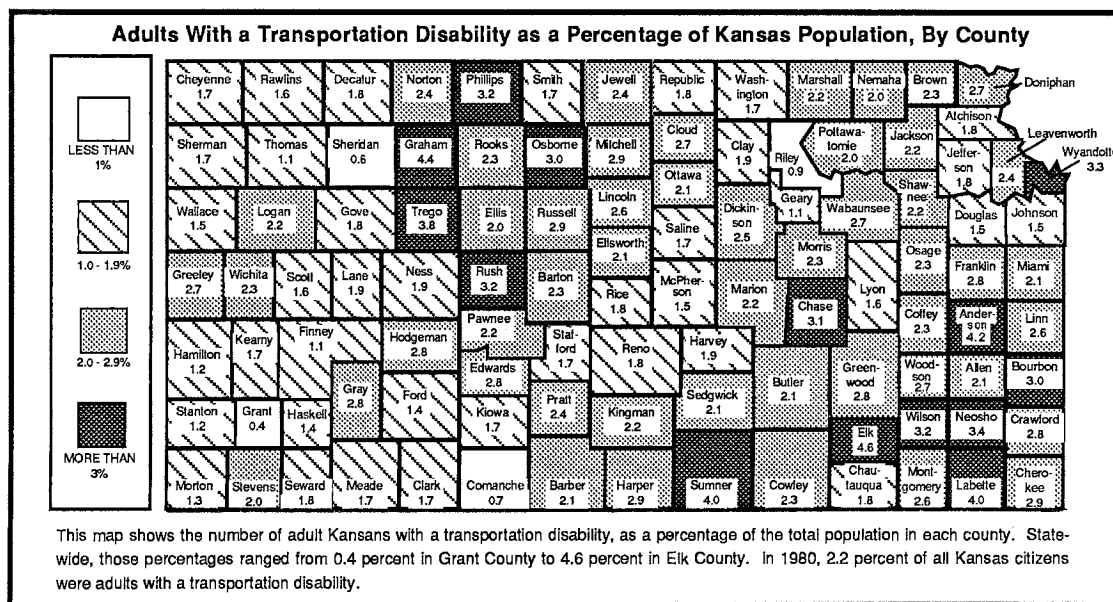
The map on the next page shows the percentage of the total population that is age 65 and over in each county:



As the map shows, 15 counties had concentrations of more than 20 percent of citizens age 65 and over in 1980. These counties are all in rural areas, mainly in northcentral or southeastern Kansas.

Statewide, about 284,000 people were age 65 or over. They account for about 12 percent of the total 1980 State population. In many cases, these people can perform their own activities of daily living and can drive their own vehicles. In other cases, however, they need rides for medical appointments, shopping, or noon meals funded through the Older Americans Act.

The census data also provided information on adults who had some kind of disability that made them unable to use ordinary public transportation. The following map shows those people as a percentage of the total population in each county:



As the map shows, 14 counties had concentrations of at least three percent with a transportation disability. Most of these counties are in rural areas of southeastern or northwestern Kansas. Wyandotte County was the only urban county with such a high concentration of disabled adults.

Statewide, about 51,000 people had a transportation disability, accounting for about 2.2 percent of the State's total 1980 population. About 33,000 of those 51,000 disabled people (65 percent) were age 65 or over. In some cases, their transportation needs are being met by family, volunteers, or existing public transportation. In other cases, no transportation may be available, or is available only for certain purposes such as meals or medical appointments. No data were available to determine how many elderly or disabled people actually need transportation services.

As noted earlier, neither the census data nor any other available information provided a clear picture of which transportation needs were going unmet in which parts of the State. To find out which areas of the State have needs that are not being met, the auditors surveyed officials of each area agency on aging, and each Department of Social and Rehabilitation Services' area office. The networks of area agencies and area offices cover the entire State. They compiled those survey results, along with results of a July 1987 survey conducted by the Kansas Public Transportation Association.

The auditors also reviewed interim study testimony before the Special Committee on Transportation, annual needs assessments conducted by the area agencies on aging, and interviews with State and local officials. Surveys and interviews with local agency officials in the sample counties were also included.

The result of this compilation was a list of 131 reports of unmet needs in 49 specific Kansas counties. Some reports were general statements that more transportation services were needed. Others mentioned specific kinds of service that were in short supply or nonexistent. The auditors sorted the reports according to the Department of Transportation district containing the counties. The map on the following page shows the results of that analysis, in order of the frequency reported.

As the map shows, in many rural parts of Kansas that have little or no public transportation service (particularly in northwest, northcentral, and southeast Kansas), medical transport was one of the most frequently reported needs. Two of the sample counties reviewed for this audit, Lincoln and Neosho, reported unmet medical transportation needs.

On the other hand, in the more urban northeast or southcentral districts, the most frequently mentioned needs were for evening and weekend transportation and specialized transportation for handicapped persons. In two of the sample counties, Shawnee and Douglas, local officials said that both evening and weekend transportation are needed. In the other sampled county, Reno, the need mentioned most often was for better transportation services for mentally handicapped persons.

In addition to the specific reports of unmet needs summarized on the preceding map, there appears to be unmet need throughout the State. For example,

Unmet Transportation Needs Reported Most Often for the Elderly and Handicapped

KDOT District Three		KDOT District Two		KDOT District One	
Unmet Transp. Need	Percent	Unmet Transp. Need	Percent	Unmet Transp. Need	Percent
General	60.0	General	30.4	Evening	14.5
Medical	10.0	Medical	21.7	Weekend	13.7
Out of Town	10.0	Handicapped	21.7	General	13.7
Lower Cost	10.0	Shopping	8.7	Medical	10.3
Church	10.0	Entertainment	8.7	Entertainment	9.4
		Other	8.8	Other	38.4
KDOT District Six		KDOT District Five		KDOT District Four	
Unmet Transp. Need	Percent	Unmet Transp. Need	Percent	Unmet Transp. Need	Percent
General	100.0	General	26.9	General	34.8
		Handicapped	13.5	Medical	20.8
		Evening	13.5	Weekend	16.3
		Weekend	9.6	Employment	14.0
		Medical	7.7	Out of Town	4.7
		Other	28.8	Church	4.7
				Meals	4.7

The most often reported transportation needs are shown above, by Kansas Department of Transportation districts. The auditors reviewed a number of source materials to identify reported unmet transportation needs of the elderly and handicapped. These materials included documents prepared for the Special Committee on Transportation, surveys of agencies in five sample counties, surveys of SRS area offices, surveys of area agencies on aging, and surveys conducted by the Kansas Public Transit Association. The need for handicapped transportation includes both physically and mentally handicapped.

all of the 11 area agencies on aging and 17 Department of Social and Rehabilitation Services' area offices reported unmet transportation needs of one kind or another in their areas. In some areas there is no federally funded transportation service at all. As shown on the map on page 6, 15 of 105 Kansas counties, all but one in the western part of the State, had no agencies receiving federal transportation grants in the last year.

The auditors visited one of those 15 counties—Lincoln—to see what non-federally funded services are available. They found that there is no public transportation of any kind in the county. The elderly and handicapped must rely on family, friends, and neighbors for their transportation needs. The greatest need appears to be for transportation for medical care, with rides to appointments in Salina being the most difficult to find. In surveys and interviews with local and area officials, the auditors obtained the following comments:

- *In Lincoln County, individuals who need medicine, groceries, or have doctor's appointments must pay individuals to take them or rely on friends or relatives.*
- *No transportation for elderly or handicapped persons exists in Lincoln County except for informal arrangements between family, friends, or neighbors.*
- *Lincoln has no public transportation. Volunteers are afraid to transport the elderly or handicapped because of potential liability.*
- *Lincoln County has been unable to support or coordinate a transportation system within the county. With a small population and low tax base, the only way*

it might have a transportation system would be to participate in a multi-county regional system.

As these comments show, elderly and handicapped persons in Lincoln County are forced to rely to a large extent on volunteers to supply their transportation needs. The accompanying box provides more information on the use of volunteers to provide transportation services.

Volunteers' Insurance Concerns

In two of the five sample counties, the auditors heard that volunteers to transport the elderly or handicapped were concerned that their personal vehicle insurance would be affected if they used their own vehicles to transport persons.

volunteers to provide transportation for persons in need of transportation. The concern was that any payment would place the volunteers in the business of transporting persons, and cause their liability coverage not to be valid.

In Lincoln County, a volunteer group was reported to have discussed the possibility of providing transportation service for persons in Lincoln County needing transportation. However, the volunteer group decided against providing the service because they were afraid of the liability for transporting these persons.

The auditors contacted an official of the Insurance Department, who said that a volunteer's personal vehicle liability insurance coverage generally would still be valid even if the volunteer was paid for transporting a client. However, each specific insurance policy must be reviewed to understand any business exclusion placed on the policy. In addition, if a volunteer's vehicle exceeds specific mileage limits, the rates for insuring the vehicle may increase.

In Neosho County, the area agency on aging expressed concern about payment of expenses to

Some Department of Transportation Policies May Limit the Flexibility of Local Agencies To Meet the Needs of their Clients

The Kansas Department of Transportation, which administers the Urban Mass Transportation Act in Kansas, has the authority to establish program requirements for recipients. These requirements may be more restrictive than federal requirements, but cannot be less restrictive. In some cases, however, the Department's policies may be limiting the local agencies' options for serving their client groups.

For example, the Department's written policy allows federally funded vehicles to travel no farther than 50 miles outside of the agency's service area. According to some local and area officials, this limitation prevents or limits trips from southeast and western Kansas to regional medical centers in Wichita, Kansas City, or other major cities. Urban Mass Transportation Administration officials in Kansas City said that the 50-mile rule has been lifted, and that none of the other three states in the region (Missouri, Nebraska, and Colorado) has retained that restriction. In a letter to the auditors, Department officials said:

The Public Transportation Section of KDOT intends to retain the 50-mile restriction. You need to understand the 50 miles is 50 miles beyond their service area. Further from home than 50 miles, we question whether it is a necessary service. In addition, anything more than 50 miles beyond the service area gets into competition with private and charter transportation services. If there

were not restrictions on the mileage, the vehicles would be driven all over the state including out-of-state.

In its response to a draft of this audit, the Department indicated that it has an un-written policy allowing transportation of clients beyond 50 miles to meet medical needs.

**Unmet Transportation Needs:
Excerpts of Comments Provided by Officials of
SRS Area Offices and Area Agencies on Aging**

The auditors surveyed each of the 11 area agencies on aging and the 17 Social and Rehabilitation Services' area offices about transportation needs for the elderly and handicapped in their areas. The following is a sample of comments made on the surveys.

- Many persons need to go outside of southeast Kansas to doctors specializing in a health field not handled here. Department of Transportation supported vehicles are not allowed to travel more than 50 miles outside the planning area.
- Agencies in the Wichita/Sedgwick County area reported that in 1987, there were requests for 25,000 one-way trips which were not served.
- Transportation for the elderly and disabled in northwest Kansas outside the city of Hays and particularly in the remote rural areas is a critical need for which no resources currently exist.
- There will never be adequate transportation to meet all needs for the elderly and handicapped.
- Transportation is needed for medical appointments, errands, and shopping for the elderly and handicapped individuals living in their own homes.
- It is difficult to set up a group to provide regular transportation for a person in Clay County who needs to go to Salina for radiation/chemotherapy.
- In Wichita, it is difficult to obtain short-notice transportation, or wheelchair transportation. Costs for non-medical transportation range from \$2 to \$6 round-trip.
- In Kansas City, the disabled's only low cost transportation is the city's Dial-a-Ride program. However, it is limited to medical, employment, and educational needs, and only serves the city of Kansas City. A major area not being addressed is the ability to transport over county lines. As a border city, disabled clients often need to access services either in Johnson County, Leavenworth County, or Kansas City, Missouri.
- Many of the small communities in northwestern Kansas have no form of public transportation. Because these communities are largely elderly, the need to transport the elderly for medical services and shopping is very great and mostly unmet.

The Department also does not allow meals to be transported on vehicles funded through the Urban Mass Transportation Act. In some cases, greater efficiency might be achieved if agencies were allowed to deliver meals when the vehicles are not otherwise in use, or to deliver meals to some persons while picking up others for transportation to a meal site. Department officials told the auditors that "the vehicles are to transport people, not goods or meals. When you allow the vehicles to be used for service beyond program intent, you end up with individuals being denied transportation." However, Urban Mass Transportation Administration officials told the auditors that the Act allows transportation of both meals and people as long as the primary purpose of the Act (transporting people) is met.

Conclusion

According to virtually everyone contacted during this audit, unmet transportation needs exist throughout the State. The magnitude or degree of need is difficult to measure or estimate. In many rural parts of Kansas, there is a reported need for medical transportation—especially to medical facilities in cities such as Wichita, Kansas City, Topeka, or Salina. In other more urban areas, the unmet need most often mentioned is for transportation service on evenings or weekends.

The first part of this audit showed that there is essentially no State-wide system for requiring or encouraging coordination of local transportation services for the elderly or handicapped. Therefore, most local agencies tend to focus only on meeting the transportation needs of their own clients. As demonstrated in the sample counties, this approach can result in a significant level of unused capacity—either in agencies using their vehicles only a few hours each day, or in filling less than 50 percent of capacity when the vehicles are running. With greater coordination and cooperation at the local level, some of the unmet needs outlined in this section could be addressed. Actions may be necessary at the State level to require or encourage greater coordination efforts at the local or regional level.

Recommendations

1. To allow local agencies more flexibility to meet the needs of their clients, including the need for long-distance medical transportation, the Department of Transportation should revise or eliminate its policy that limits federally funded vehicles to only 50 miles outside of the agency's service area.
2. To allow local agencies the opportunity to make more efficient use of their vehicles, drivers, and other resources, the Department of Transportation should revise its policy that prohibits the agencies from using federally funded vehicles to transport meals.
3. The Department of Transportation, the Department on Aging, and the Department of Social and Rehabilitation Services should develop a specific proposal for ensuring that local agencies serving the elderly and handicapped coordinate their transportation services on a regular, continuous basis. This type of coordination could be done at the city, county, or regional level. Upon completion, the proposal should be submitted to the 1989 Legislature. In developing their plan, the agencies should consider a broad range of options, including the following:

- Seeking legislation that would broaden K.S.A. 72-8316 to allow school districts to contract with other agencies (including non-governmental agencies) that serve the elderly or handicapped, and to contract for transportation of the mentally or physically handicapped.
- Forming a committee of State agencies. Other states have formed interagency councils to ensure that coordinated policies are adopted at the State level and implemented at the local level.
- Establishing a State clearinghouse of all federal grant recipients providing transportation services.
- Subsidizing the use of voluntary drivers and their vehicles to help meet needs that are not currently being met. This option may be particularly beneficial to rural areas where public transportation is not available or cost-effective.
- Subsidizing an expansion of existing transportation service. This option might allow for expanded service on weekends or evenings.
- Permitting only one grant recipient per county, city, or other service area. Five states around Kansas all make some effort to consolidate the grant application process, limiting the number of grant recipients in the service area.
- Establishing planning districts. Iowa has established a set of 16 multi-county planning districts, plus 19 urban districts. Each district must establish a single transit authority to receive all transportation funds. In Colorado, grant requests are approved only if the proposed service is in accord with the regional or local plan.
- Mandating that all transportation providers join or form paratransit councils, which have already been formed voluntarily in some areas of Kansas. Joining or forming a paratransit council could be established as a prerequisite to receiving any federal or State funding.

APPENDIX A

Transportation Service Providers Receiving Funding Under the Urban Mass Transportation Act or Older Americans Act

The following list of transportation service providers includes only those agencies that received federal funds in the most recent year under Section 16(b)(2) or Section 18 of the Urban Mass Transportation Act (UMTA), or Title III-B of the Older Americans Act (OAA). Other agencies that may be providing transportation services to the elderly or handicapped have not been included in the list. Some agencies in Kansas City, Lawrence, Topeka, and Wichita also receive federal funds under Section 9 of UMTA. Those agencies have not been included because the Section 9 program is primarily intended to serve the general public in urban areas.

The agencies are listed alphabetically, according to the county served. The last page of this appendix lists the agencies that serve more than one county.

Organization	County	Service Area	Primary (a) Client Group	Federal Funding			
				Fiscal Year 1987		Fiscal Year 1988 OAA	Total UMTA/OAA Funds
				Sec. 16(b)(2) UMTA	Sec. 18 UMTA		
Anderson County Council on Aging Project Concern	Anderson	Anderson Co.	Elderly		4,406	4,190	8,596
City of Great Bend Council on Aging	Atchison	Atchison Co.	Elderly	17,353	8,500	19,133	44,986
City of Holsington	Barton	Great Bend	Elderly		21,726		21,726
Pawnee Rock Depot	Barton	Holsington	Elderly		20,151		20,151
	Barton	Pawnee Rock	Elderly		1,600		1,600
Bourbon County Senior Citizens	Bourbon	Bourbon Co.	Elderly		18,290	6,500	24,790
Brown County Dev. Services	Brown	Brown Co.	Elderly		4,200	15,000	19,200
Sac & Fox Tribe of Missouri	Brown	Brown Co.	Elderly		1,518		1,518
Butler County	Butler	Butler Co.	Handicapped		71,412		71,412
City of Douglass	Butler	Douglass	General Public		1,500		1,500
Chase County	Chase	Chase Co.	Elderly		3,252		3,252
Chautauqua County Council on Aging	Chautauqua	Chautauqua Co.	Elderly		3,110		3,110
Cherokee County Mental Health	Cherokee	Cherokee Co.	Handicapped	12,831			12,831
Galena Senior Center	Cherokee	Galena	Elderly			1,000	1,000
Northern Cherokee County Inc.	Cherokee	Weir	Elderly			1,000	1,000
Englewood Senior Citizens Center	Clark	Englewood	Elderly		2,275		2,275
Coffey Co. Council on Aging Transportation	Coffey	Coffey Co.	Elderly		7,970	2,092	10,062
Comanche County Council on Aging	Comanche	Comanche Co.	Elderly		1,475		1,475
Cowley County Developmental Services	Cowley	Cowley Co.	Handicapped		33,870		33,870
McCune Friendship	Crawford	McCune	Elderly			1,000	1,000
Decatur County	Decatur	Decatur Co.	Elderly		686		686
City of Enterprise	Dickinson	Enterprise	General Public		1,060		1,060
City of Herington	Dickinson	Herington	Elderly		1,890		1,890
Doniphan County Transportation	Doniphan	Doniphan Co.	Elderly		3,594	7,000	10,594
Douglas County Council on Aging	Douglas	Douglas Co.	Elderly			9,288	9,288
Douglas County Assoc. for Retarded Citizens	Douglas	Douglas Co.	Handicapped	19,040			19,040
City of Howard	Elk	Howard	Elderly		1,640		1,640
Elk County	Elk	Elk Co.	Handicapped		1,926		1,926
Elk County Council on Aging	Elk	Elk Co.	Elderly			5,000	5,000
Ellsworth County Council on Aging	Ellsworth	Ellsworth Co.	Elderly		3,861		3,861
Finney County Council on Aging	Finney	Finney Co.	Elderly		25,000		25,000
Southwest Developmental Services	Finney	Garden City	General Public		40,470		40,470
Arrowhead West, Inc.	Ford	Dodge City	Handicapped	8,050	18,604		26,654
Bucklin District Hospital	Ford	Bucklin	Elderly		20,619		20,619
City of Dodge City	Ford	Dodge City	Elderly		7,200		7,200
Franklin County	Franklin	Franklin Co.	Elderly		7,500		7,500
Franklin County Council on Aging	Franklin	Franklin Co.	Elderly			5,206	5,206
Geary County Senior Citizens, Inc.	Geary	Junction City	Elderly		5,500		5,500
Silver Streak	Graham	Hill City	Elderly		3,280		3,280
Township of Nicodemus	Graham	Nicodemus	Elderly		890		890
Fall River Transportation	Greenwood	Fall River	Elderly			1,600	1,600
Greenwood County Commission	Greenwood	Greenwood Co.	Elderly		15,000	5,100	20,100
Madison Transportation	Greenwood	Madison	Elderly			2,100	2,100
Hamilton County VIP	Hamilton	Hamilton Co.	Elderly		3,430		3,430
Harper County Department on Aging	Harper	Harper Co.	Elderly			6,500	6,500
Harvey County	Harvey	Harvey Co.	Handicapped		17,006		17,006
Pennington's Residence Home	Harvey	Newton	Elderly	19,800			19,800
Satanta Aging Program, Inc	Haskell	Satanta	Elderly		7,000		7,000
Jackson County Senior Citizens Services	Jackson	Jackson Co.	Elderly			8,908	8,908
Jefferson County Service Organization	Jefferson	Jefferson Co.	Elderly		22,568	6,500	29,068
Jewell County Council on Aging	Jewell	Jewell Co.	Elderly		632		632
City of Olathe	Johnson	Olathe	General Public		62,923		62,923
Community Living Opportunity	Johnson	Johnson Co.	Handicapped	14,882			14,882
Johnson Co. Transportation Department	Johnson	Johnson Co.	Elderly		60,000		60,000
Specialized Transportation Services	Johnson	Johnson Co.	Elderly (meal delivery only)			20,506	20,506

(a) The Primary Client Group is the group that has been reported to use the transportation service most often.

Organization	County	Service Area	Primary (a) Client Group	Federal Funding			
				Fiscal Year 1987		Fiscal Year 1988 OAA	Total UMTA/OAA Funds
				Sec. 16(b)(2) UMTA	Sec. 18 UMTA		
City of Kingman	Kingman	Kingman	Elderly		12,500		12,500
Kingman County Council on Aging	Kingman	Kingman Co.	Elderly			4,389	4,389
BPW of Greensburg	Kiowa	Greensburg	Elderly		20,492		20,492
City of Parsons	Labette	Parsons	Elderly			4,000	4,000
Lane County Transportation	Lane	Lane Co.	Elderly		2,100		2,100
Leavenworth County Council on Aging	Leavenworth	Leavenworth Co.	Handicapped		77,703	39,226	116,929
Linn County	Linn	Linn Co.	Elderly		7,334		7,334
Lyon County Council on Aging	Lyon	Lyon Co.	Elderly		4,380		4,380
Mental Health Center of East Central Kansas	Lyon	Lyon Co.	Handicapped	21,791			21,791
Marion County	Marion	Marion Co.	Handicapped		29,449		29,449
Frankfort Community Care Home	Marshall	Frankfort	Elderly	18,564			18,564
Marshall County Agency on Aging	Marshall	Marshall Co.	Elderly			19,000	19,000
Associated Churches of Moundridge	McPherson	Moundridge	Elderly			1,720	1,720
City of McPherson	McPherson	McPherson Co.	Elderly		84,201		84,201
Lindsborg Senior Citizens, Inc.	McPherson	Lindsborg	Elderly			3,900	3,900
Meade County Council on Aging	Meade	Meade Co.	Elderly		1,500		1,500
City of Paola / Lakemary	Miami	Paola	Handicapped		21,936		21,936
Louisburg Senior Citizens	Miami	Louisburg	Elderly		5,000		5,000
Community Senior Service Center	Miami	Miami Co.	Elderly		15,500	2,898	18,398
Paola Senior Center	Miami	Paola	Elderly			2,898	2,898
Mitchell County	Mitchell	Mitchell Co.	Elderly		3,500		3,500
Morris County Senior Center	Morris	Morris Co.	Handicapped		3,850		3,850
Nemaha County	Nemaha	Nemaha Co.	Handicapped		27,370		27,370
Nemaha County Council on Aging	Nemaha	Nemaha Co.	Elderly			6,000	6,000
Osage County Council on Aging	Osage	Osage Co.	Elderly		42,161	4,015	46,176
City of Downs	Osborne	Downs	Elderly		1,700		1,700
Ottawa County Commission	Ottawa	Ottawa Co.	Elderly		7,810		7,810
Pawnee County	Pawnee	Pawnee Co.	Elderly		1,520		1,520
Pratt County	Pratt	Pratt Co.	Elderly		5,600		5,600
City of Hutchinson	Reno	Hutchinson	General Public		22,500		22,500
Reno County Department on Aging	Reno	Reno Co.	Elderly		11,500		11,500
Training and Evaluation Center for Hdcpd.	Reno	Reno Co.	Handicapped	38,409			38,409
Republic County	Republic	Republic Co.	Elderly		10,500		10,500
Rice County Council on Aging	Rice	Rice Co.	Elderly		13,111		13,111
Rush County	Rush	Rush Co.	Elderly		730		730
American Red Cross	Sedgwick	Wichita	Elderly	17,157			17,157
Center of Hope, Inc.	Sedgwick	Wichita	Handicapped	20,769			20,769
Institute of Logopedics	Sedgwick	Wichita	Handicapped	8,456			8,456
Kansas Elks Training Center	Sedgwick	Wichita	Handicapped	17,157			17,157
Sedgwick County	Sedgwick	Sedgwick Co.	Elderly		20,264		20,264
Starkey Developmental Center, Inc.	Sedgwick	Wichita	Handicapped	26,530			26,530
East Topeka Senior Center	Shawnee	Topeka	Elderly			16,059	16,059
Good Neighbor Aging Program	Shawnee	Shawnee Co.	Elderly			20,000	20,000
LULAC-Topeka	Shawnee	Topeka	Elderly			5,445	5,445
Rossville Senior Citizens, Inc.	Shawnee	Rossville	Elderly		926		926
Topeka Area Retarded Citizens (TARC)	Shawnee	Topeka	Handicapped	14,728			14,728
Smith Co. Older Americans Transp. Service	Smith	Smith Co.	Elderly		1,120		1,120
City of Stafford	Stafford	Stafford	General Public		1,000		1,000
Sumner County Council on Aging	Sumner	Sumner Co.	Elderly			8,516	8,516
Sumner County	Sumner	Sumner Co.	Handicapped		20,000		20,000
City of Wakeeney	Trego	Wakeeney	Elderly		1,800		1,800
Wilson County	Wilson	Wilson Co.	Elderly		5,000		5,000
Yates Center Seniors, Inc.	Woodson	Yates Center	Elderly			4,000	4,000
City of Bonner Springs	Wyandotte	Bonner Springs	Elderly		6,356		6,356
Wyandotte Mental Health	Wyandotte	Wyandotte Co.	Handicapped	18,011			18,011

(a) The Primary Client Group is the group that has been reported to use the transportation service most often.

Multi-County Organizations	Counties Served	Primary (a) Client Group	Federal Funding			
			Fiscal Year 1987		Fiscal Year	Total
			Sec. 16(b)(2) UMTA	Sec. 18 UMTA	1988 OAA	UMTA/OAA Funds
Big Lakes Developmental Center	RL, GE, PT, CY	Handicapped	12,059	29,960		42,019
Chikaskia Area Training Center	BA,HP,KM,PR	Handicapped	14,371	12,900		27,271
Class, Ltd.	CK,CR,LB,MG	Handicapped		42,890		42,890
COF Training Center	CF,OS,FR	Handicapped	19,754			19,754
Elm Acres Youth Home, Inc	CR, CK	Handicapped		8,500		8,500
Multi-County Transportation	AT, BR, DN, NM, JA	Elderly			7,000	7,000
Occupational Center of Central Kansas	SA,DK,RP,CD,JW,EW,OT	Handicapped		30,000		30,000
Pawnee Mental Health Services	RL,PT,GE,CY,MC	Handicapped	18,725			18,725
SEK-CAP, Inc.	AL,BB,CK,CR,LB,LN,MG, NO, WL, WO	Elderly		76,210	21,890	98,100
Senior Services of SE Kansas, Inc.	MG,AL,LB,NO,WO,WL	Elderly		25,246	21,602	46,848
Sunflower Training	BT,SF,RC,PN,RS	Handicapped		20,000		20,000
Tri-Ko, Inc.	LN,AN,MI	Handicapped	42,042			42,042
Tri-Valley Developmental Center, Inc.	NO, BB, AL, WO	Handicapped		24,182	4,000	28,182
Twin Valley Developmental Services	WS,MS	Handicapped		18,000	8,000	26,000
Total for All Agencies			\$400,479	\$1,315,835	\$332,181	\$2,048,495

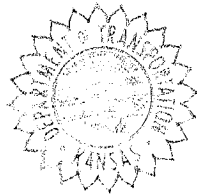
(a) The Primary Client Group is the group that has been reported to use the transportation service most often.

APPENDIX B

Agency Responses

On March 21, 1988, copies of the draft audit report were sent to the Departments of Transportation, Aging, Social and Rehabilitation Services, and Education for review and comment. The written responses from the first three agencies are included in this appendix. The Department of Education chose not to make a written response.

STATE OF KANSAS



KANSAS DEPARTMENT OF TRANSPORTATION

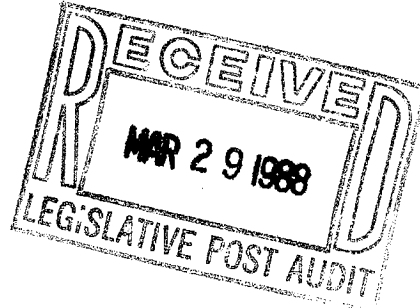
Docking State Office Building
Topeka 66612-1568
(913) 296-3566

Horace B. Edwards
Secretary of Transportation

March 29, 1988

Mike Hayden
Governor of Kansas

Mr. Meredith Williams
Legislative Post Auditor
Legislative Division of Post Audit
109 West 9th, Suite 301
Topeka, Kansas 66612-1285



Dear Mr. Williams:

The Kansas Department of Transportation appreciates the opportunity to respond to the draft performance audit report Public Transportation Services for the Elderly and Handicapped. We are including an attachment which clarifies and makes recommendations to correct statements in the report. We hope these comments can be utilized. KDOT agrees with two of your recommendations and provides the following comments:

Recommendation 1

To allow local agencies more flexibility to meet the needs of their clients, including the need for long-distance medical transportation, the Department of Transportation should revise or eliminate its policy that limits federally funded vehicles to only 50 miles outside of the agency's service area.

Grantees have always had the ability to transport the elderly and handicapped in program vehicles fifty miles beyond the agency's service area to meet medical needs. KDOT has disallowed the use of vehicles for shopping or recreation fifty miles beyond the agency's service area in order to comply with federal regulations, which prohibit competition with private and charter transportation services. We have re-evaluated our position since talking to the audit team and will issue a statement to grantees cancelling the mileage limit. We are still bound, however, by the regulations prohibiting competition with private enterprise; consequently, we will address vehicle use for shopping and recreation in the statement.

Recommendation 2

To allow local agencies the opportunity to make more efficient use of their vehicles, drivers and other resources, the

Department of Transportation should revise or eliminate its policy that prohibits the agencies from using federally funded vehicles to transport meals.

This recommendation cannot be implemented because it runs counter to federal program guidance, which is that vehicles must be used primarily for transporting people and only incidentally for transporting meals and goods. Proof of the Urban Mass Transportation Administration's (UMTA) stand on the subject can be found in the draft federal OIG audit report of the KDOT Section 16(b)(2) Program, which cites noncompliance on the part of the American Red Cross who routinely use vehicles to deliver meals in the Wichita area. UMTA has called this a misuse of program vehicles and told us to put an end to this practice.

Recommendation 3

The Department of Transportation, the Department on Aging, and the Department of Social and Rehabilitation Services should develop a specific proposal for ensuring that local agencies serving the elderly and handicapped coordinate their transportation services on a regular, continuous basis. This type of coordination could be done at the city, county or regional level. Upon completion, the proposal should be submitted to the 1989 Legislature.

KDOT's approach to coordination has been to encourage local review and comment so that local autonomy is maintained in determining use of the vehicles for local needs and programs. Many times, there are competing local needs and interests which work against coordination. Therefore, we agree that there is a need for additional coordination. Since the audit was directed to our program, we would be glad to assume lead responsibility for working with other agencies to put a proposal for increased coordination together. The large number of possible approaches cited in the report clearly affects not only different levels of government, but different state agencies, including the Department of Health and Environment and the Insurance Department, neither of which was named in the report. Because so many different agencies and programs are potentially involved, we feel Legislative direction is necessary for our action to be effective.

We appreciate the efforts of Legislative Post Audit to point out potential areas for improved performance in our programs, and we will try to incorporate your suggestions where possible. We also hope our comments can be incorporated into the final report in order to provide an accurate document.

Sincerely,



HORACE B. EDWARDS
Secretary of Transportation

Enclosure

KDOT RESPONSE TO:

PUBLIC TRANSPORTATION FOR THE
ELDERLY AND HANDICAPPED IN KANSAS

The following comments are made in regard to the Legislative Division of Post Audit performance audit report dated March 18, 1988. All responses are labeled and correspond to the audit report entries.

Page 6 -- The map on page 6 and the information in Appendix A appear to be related. However, the title on the map is misleading. There are several counties that receive UMTA financial assistance that are not included in the graphic. Several counties were under contract for assistance that are not included in the FY 1987 funding program. These projects were funded for a three-year period in a previous program year.

Page 7 -- Under the Bold Heading "State Agencies Encourage that Services are Coordinated, a statement is made in the second to the last paragraph that the Department has never denied funding to a provider because of failure to coordinate services. We believe this statement, along with the comment from UMTA that we are doing an adequate job of administering the program in itself, is proof that we are meeting the UMTA requirements of having assured that coordination has taken place among providers who receive a grant. We have denied numerous requests for projects for various reasons of which lack of coordination was included.

Page 8, 3rd paragraph -- It is stated that "KDOT has taken no other steps to actively promote formation of paratransit councils other than provide encouragement and advice". KDOT's encouragement is a strong encouragement. We suggested that agencies in the Wichita area organize and coordinate their transportation services. We initiated the first organizational meetings of the Council. We have supported and provided expertise on what needs to be done to get started and what needs to be done to maintain a council. Once the paratransit council is operational, we encourage them to run their own council. However, we do attend their meetings and provide input and guidance on a needed basis. KDOT does not believe that the councils should be mandated or controlled by the State.

Page 10, Table at the top of the page -- We recognize the data you have provided may be good, but we do not see sufficient data to state your comparison capacity levels as being good or bad. No mass transit system is going to operate at 100 percent capacity all the time. It may be that 49.3 percent capacity is a good average. We would like to see your comparison data.

Page 11, 2nd paragraph -- There is, actually, only one agency in Neosho County. The other agency is not based in that county and provides only limited service to Neosho County.

Page 12, 3rd paragraph in the enclosed box -- At this time, Tri-Valley Developmental Center is negotiating with the Senior Services of Southeast Kansas to provide service in Chanute. This is an example of coordination taking place.

Page 13, 5th comment in the enclosed box -- There is a statement that vans over 10 years old are worn out, but don't have enough miles for KDOT replacement, and that mileage should not be the determining factor. KDOT has a policy approved by UMTA which states, vehicle replacement is based on 5 years or 100,000 miles. If we have a vehicle with only 30,000 miles and it is ten years old, we would consider a request for replacement based upon a KDOT vehicle inspection at one of our district shops. If the vehicle is in sound mechanical and structural order, it would be hard to justify replacement of the vehicle. Each request for vehicle replacement is reviewed and judged on it's own merit.

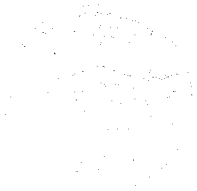
Page 17, 5th paragraph -- We feel the evaluation of unmet needs should be put in proper perspective. Your report notes that there were 131 reports of unmet needs. In FY 1987, there were 763,582 trips made by Section 16(b)(2) vehicles and 954,238 trips made by Section 18 vehicles for a total of 1,717,820 trips annually.

Page 17, 6th paragraph -- It is difficult to meet needs when providers do not apply for grants. This is the case in Lincoln County and other locations where there are only a limited number of providers to cover large areas of the State.

Page 18, 2nd paragraph -- We feel the case for Lincoln County deserves additional comment, because we acknowledge the statements made about Lincoln County are true. However, KDOT told the auditors at the start of the audit that Lincoln County did not have any federal vehicles. The reason they do not is because they have not expressed a desire for any. They have been sent grant applications in the past and have refused to apply for a grant.

Page 19, last paragraph -- We would like to correct, for the record, our 50 mile travel limitation guideline. The statement that the 50 mile limitation prevents or limits trips to medical centers is absolutely not true. Grantees have always had the ability to transport clients to meet medical needs. However, if they are transporting only one person, we have suggested that it might be more economical to have a volunteer take the client by private vehicle and be reimbursed for mileage instead of using their vans which cost far more to operate and disrupts normal scheduled trips. We would like for this to be corrected in the report.

STATE OF KANSAS



DEPARTMENT ON AGING

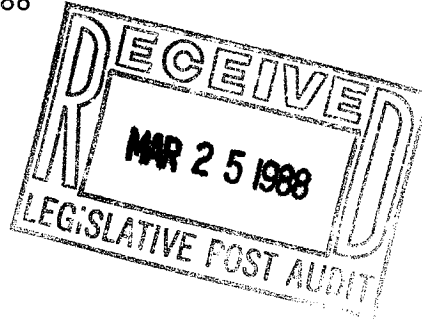
610 West 10th Street
Topeka, Kansas 66612-1616
(913) 296-4986

Mike Hayden
Governor

March 25, 1988

Esther Valladolid Wolf
Secretary of Aging

Meredith Williams
Legislative Post Auditor
109 West 9th, Suite 301
Topeka, Kansas 66612-1285



Dear Mr. Williams:

The Kansas Department on Aging appreciates the work of your auditors in their study of elderly and handicapped transportation. The Department recommends only a few changes in the final report:

- (p. 3) - "Section III-B" should read "Title III-B" in last sentence.
- (p. 4) - "90/10" matching for Title III-B in the first table should read "85/10". Five percent of the match comes from state funds.
- (p. 4) - The next to last paragraph should read: "The Department then allocated the funds to area agencies on aging who awarded contracts according to the needs listed in the area agencies' annual budget plans."
- (p. 7) - "Older American Act" should be changed to "Older Americans Act" in the last line.
- (p. 15) - Attached are the results of a survey of participants at Older Kansans Day, February 17. Although this population is probably more mobile than the average older Kansan, 22% (52 of 239) reported that transportation was a very serious problem. (A national survey in 1981 found that 14% of older adults reported a very serious transportation problem.) A larger number, 39% (115 of 295) reported that other people over 65 have a very serious transportation problem. (A 1982 survey by the Kansas Department on Aging found 31% reporting a very serious problem for other people over 65.)

Sincerely,

Handwritten signature of Esther Valladolid Wolf in cursive script.
Esther Valladolid Wolf

Kansas Department on Aging
1988 ISSUES QUESTIONNAIRE
OLDER KANSANS DAY AT THE LEGISLATURE

1. Elderly Transportation

Last year the Special Committee on Transportation studied public transportation of the elderly and handicapped. As a follow-up to that study, the Legislative Division of Post Audit is currently studying elderly transportation needs and coordination issues. Please answer the following questions based upon your knowledge of public elderly and handicapped transportation programs.

- a. How serious a problem is getting transportation to stores, to doctors, to places of recreation and so forth for most people 65 and over these days?

Very Serious:39% Somewhat Serious:40% Hardly a Problem:21%

- b. If you are 65 and over, how serious a problem is it for you personally getting transportation to stores, to doctors, to places of recreation, and so forth?

Very Serious:22% Somewhat Serious:12% Hardly a Problem:66%

- c. To what extent do elderly and handicapped transportation services in your area overlap or are inefficient?

Frequently:16% Sometimes:24% Seldom:61%

2. Low-Income Energy Assistance Program (LIEAP)

In recent years, federal funding for the LIEAP program, which helps low income persons pay their utility bills, has been reduced. So far Kansas has used oil overcharge funds to offset federal funding cuts to this program. It is considered likely that reduced federal LIEAP funds will continue in the near future. Please indicate which one of the following options is preferable to you as a way to deal with this problem.

7% Eliminate the Summer LIEAP Program.

6% Reduce LIEAP benefits for the winter and summer programs.

10% Reduce the number of LIEAP eligible persons by lowering the maximum allowable income standards.

41% Maintain the LIEAP program by using federal oil overcharge funds.

11% Spend more money on weatherization and less on LIEAP.

25% Maintain the LIEAP Program by using state funds.

OVER

3. Housing Options

If you are age 60 and over, please indicate whether you would consider each of the housing options listed below.

	<u>Consider</u>	<u>Not Consider</u>
<u>Congregate Housing:</u>		
Moving into an apartment in a specially-designed building where meals, housekeeping, transportation, and social activities for groups are provided.	<u>73%</u>	<u>27%</u>
<u>Board & Care/Foster Adult Home/ Residential Care Home:</u>		
Moving into a home with an unrelated person or family and paying rent in return for services such as meals, housekeeping, or personal care.	<u>25%</u>	<u>75%</u>
<u>Shared Housing:</u>		
Sharing <u>your</u> home with one or more persons who are not relatives.	<u>25%</u>	<u>75%</u>
<u>Moving in with a Family Member :</u>	<u>27%</u>	<u>73%</u>
<u>ECHO Housing:</u>		
Purchasing or renting a small, removable house located on a relative's property near their home.	<u>42%</u>	<u>58%</u>

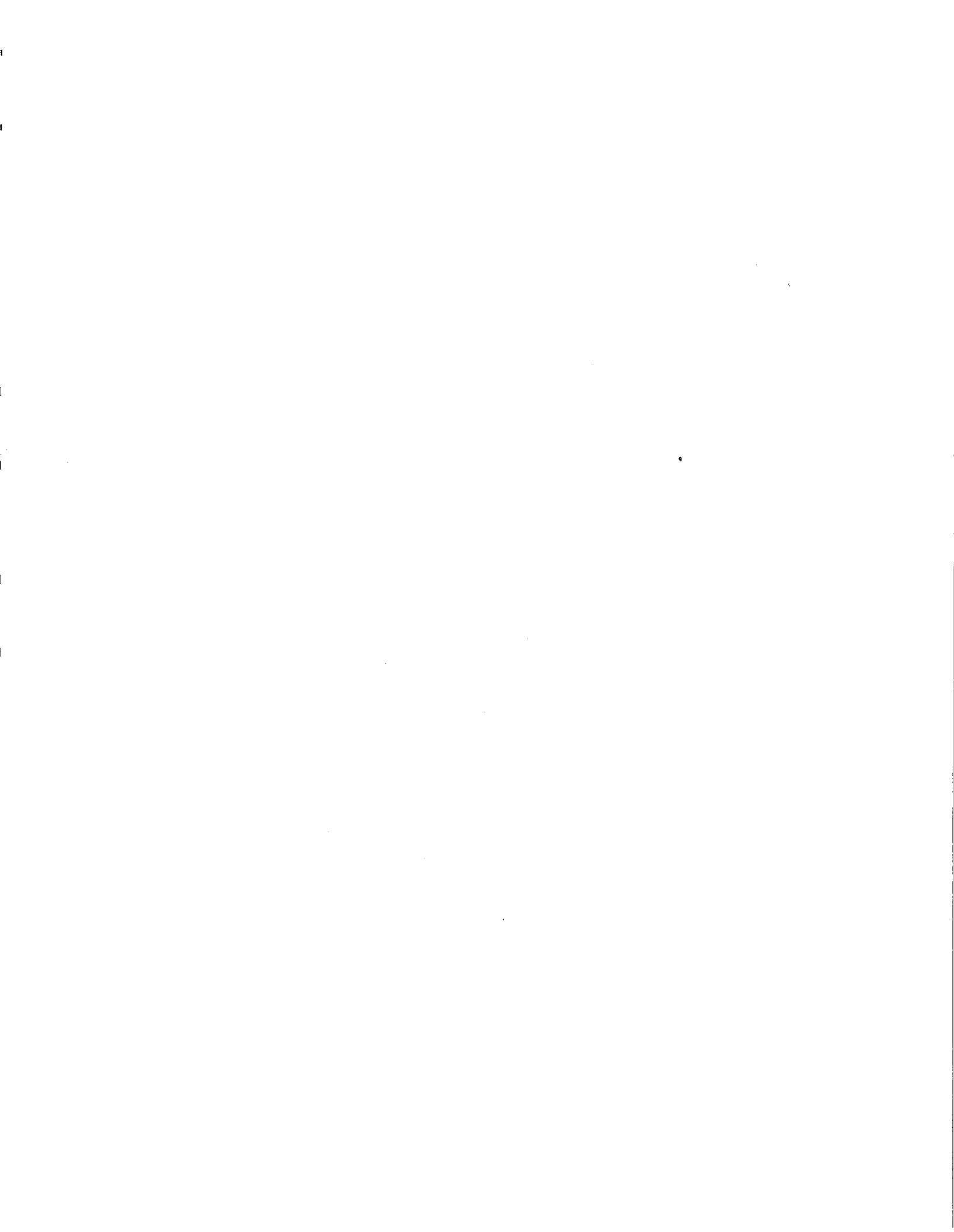
4. Priority Services Funding

The 1987 Amendments to the Older Americans Act require state agencies on aging to specify for each area agency on aging (AAA) the minimum percentage of social services funds that will be spent on each of three categories of priority services -- access services (transportation, outreach, and information and referral); in-home services (homemaker and home health aide, visiting and telephone reassurance, chore maintenance, and supportive services for families of elderly victims of Alzheimer's Disease and related disorders); and legal assistance, unless a waiver has been granted to the AAA by the state agency.

Listed below are the FY-87 statewide average percentages of social services funds that AAA's spent in these three service categories as well as what was spent for other social services (e.g. case management, senior centers, coordination, advocacy, newsletter/newspaper, program development, etc.). Please indicate if these percentages should be increased, remain the same, or be decreased. (PLEASE NOTE: An increase in one category means that at least one other category must be decreased.)

	<u>FY-87 %</u>	<u>Increase</u>	<u>Keep the Same</u>	<u>Decrease</u>
<u>Access Services</u>	<u>42</u>	<u>19%</u>	<u>65%</u>	<u>16%</u>
<u>In-Home Services</u>	<u>13</u>	<u>65%</u>	<u>32%</u>	<u>3%</u>
<u>Legal Assistance</u>	<u>8</u>	<u>19%</u>	<u>60%</u>	<u>21%</u>
<u>Other Social Services</u>	<u>37</u>	<u>11%</u>	<u>57%</u>	<u>32%</u>

PLEASE TURN IN YOUR COMPLETED QUESTIONNAIRE.





STATE OF KANSAS

MIKE HAYDEN, GOVERNOR

STATE DEPARTMENT OF SOCIAL AND REHABILITATION SERVICES

OFFICE OF THE SECRETARY

WINSTON BARTON, SECRETARY

March 25, 1988

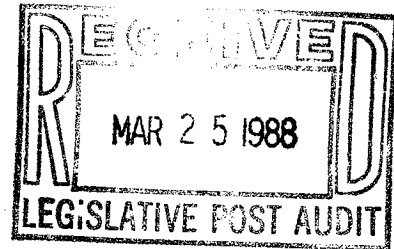
DOCKING STATE OFFICE BUILDING

TOPEKA, KANSAS 66612-1570

(913) 296-3271

KANS-A-N 561-3271

Meredith Williams
Legislative Post Audit
109 West 9th, Suite 301
Mills Building
Topeka, Kansas 66612



Re: LPA Report: Public Transportation Services for the Elderly and Handicapped
in Kansas

Dear Mr. Williams:

Kansas Rehabilitation services supports the development of a statewide system requiring coordination of local, county and regional transportation services to meet the needs of the elderly and handicapped. I concur with the recommendations made by the committee.

Sincerely,

A handwritten signature in cursive script that reads "Winston Barton".

Winston Barton
Secretary

WB:SS:jp

