

FINAL
RECOMMENDATIONS

of the
Governor's

INTERAGENCY TRANSPORTATION
COORDINATING COUNCIL

January, 1977

MICHIGAN DEPARTMENT OF
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INTRODUCTION

The primary aim of state transportation support over the past four years has been to reestablish declining transit systems in metropolitan areas and introduce public transportation of a variety of types in smaller communities and rural areas. The need to accomplish both of these aims was critical in 1972 when Act 327 enabled the State to support public transportation programs in Michigan. Today every metropolitan area in Michigan of 50,000 or more population is served by a public transit system. The beginning of an essential public transit system is in place in all but three counties of the State. These systems range from specialized services for only the elderly and handicapped, to full-scale public transit service in the major population centers of the State. In summary, public transportation is now an ongoing and expanding program of the State of Michigan.

The issues which generated the need for the Interagency Transportation Coordinating Council were: 1) public transportation systems were not effectively responding to individuals with mobility limitations, be they economic or physical; and 2) whether there was unnecessary fragmentation and duplication locally of administrative and programmatic responsibilities. Historically, as public transit service declined, the need to develop transportation solutions for individuals who could not avail themselves of the private auto, had to be met increasingly by the human services agencies. Meeting this need required increasingly large amounts of expenditure and often resulted in costly duplication. Although the State's total expenditure for fiscal year 1976 for public transportation of all types totaled \$170 million, the Department of State Highways and Transportation's portion of this expenditure was just over 50 percent.

Because of the increase in public transportation programs after four years of state involvement in implementation and financial support, it now becomes possible to take a broad view of the problem of public transportation for mobility disadvantaged citizens. The mobility-disadvantaged are those citizens for whom transference or conveyance from one place to another is affected by the unfavorable economic and/or restrictive condition of various transportation modes. The Interagency Transportation Coordinating Council suggests through its recommendations that the objectives of the State's transportation agency must be elevated to a plane beyond that which addresses specific modes. Modes are seen, simply, as the tools available to the Department to accomplish its goals.

The Interagency Transportation Coordinating Council has come to a general conclusion with regard to the state organization of transportation efforts. This conclusion, simply stated, is ALL TRANSPORTATION ACTIVITIES OF THE STATE, INCLUDING THOSE CURRENTLY PERFORMED BY OTHER DEPARTMENTS, SHOULD FOR PURPOSES OF ECONOMY AND QUALITY OF SERVICE DELIVERED, BE ORGANIZED BY ONE STATE TRANSPORTATION DEPARTMENT. It follows that all planned expenditures for public transportation by any department be reviewed by the transportation department before the

funds can be committed. The objective is to ensure that no overlap in transportation service provision exists and that recommendations for maximizing the purchasing potential of available funds can be realized. It is not the recommendation of this council to remove the authority vested in the Department of Education by law to provide pupil transportation, however, an evaluation of the potential benefits and drawbacks connected with using school buses for public transportation should be conducted.

The instability of revenue resources, both within public transportation and within human and social service agencies at the local government level, has been perhaps the single greatest source of difficulty in sustaining local transportation services. The different and fragmented practices which characterize agency and public transport services in most localities demand coordination. Consequently, the Interagency Transportation Coordinating Council recommends that legislation be enacted which enables the establishment of transportation districts. Districts would be empowered with the capability of generating revenue for capital and operating expenditures. The transit district would be the central coordinating and administrative entity for all local public transportation activities.

The chapters which follow set out in greater detail the rationale for the Council's recommendations which are stated formally at the close of the chapters. Each chapter contains recommendations with interim steps that can be taken prior to implementation of the steps necessary to achieve the primary recommendations. A compilation of the recommendations can be found in the Summary which follows.

SUMMARY OF RECOMMENDATIONS

<u>Recommendation</u>	<u>Responsibility</u>	<u>Action</u>	<u>Result</u>
STATE TRANSPORTATION POLICY: PRIORITY OF ESSENTIAL MOBILITY	Governor, Public Transportation Operators	Issue formal policy statement, revise rules and grant procedures to reflect policy	By Fiscal 1978, grants contingent on applicants' provision of origin to destination transportation services accessible to all citizens
STATE TRANSPORTATION ORGANIZATION AND FINANCE	Legislature with support of Governor	<ul style="list-style-type: none"> -Introduce and adopt joint resolution to amend Constitution -Submit to voters in next general election (1978) -Develop draft legislation to support argument and campaign for Constitutional amendments -Introduce and pass law subsequent to the general election (1978) 	<p>Enables all motor vehicle fuel tax revenues to be allocated to any or all modes of transportation</p> <p>A functioning Department of Transportation and Single Transportation Fund by FY 1980</p>
ω <u>State Department of Transportation and Single Transportation Fund</u>			
I. Constitutional Amendment changing Fuel Tax Revenue earmark from "highway" to transporta- tion purposes.			
II. Amend Act No. 51 of the Public Acts of 1951 as amended to define "transportation purposes", establish transportation districts, organize the Transporta- tion Commission and De- partment of Transportation, establish the Single Trans- portation Fund, and provide for the coordination respon- sibility for client transportation programs to the Dept. of Transporta- tion			

SUMMARY OF RECOMMENDATIONS (continued)

<u>Recommendation</u>	<u>Responsibility</u>	<u>Action</u>	<u>Result</u>
III. Policy directed to unify efforts to achieve primary objective of state public transportation activity	Governor	Issue executive directive requiring departments to coordinate transportation efforts with those of the Department of Transportation	Unified approach to the provision of public transit.
<u>State Coordination Prior to the Establishment of State Department of Transportation and Single Transportation Fund</u>			
I. Establish Coordination and Special Operations Section in MDSH&T, by Executive Order	Governor, Michigan Department of State Highways and Transportation	Issue executive order to establish formal coordination of MDSH&T; staff and begin operation of section effective for FY 1978 budget development	Coordination of all Departments' efforts to maximize economy, efficiency and service quality in providing origin to destination transportation services prior to 1980.
II. Establish Target Budget Management Plan - Supplemental Information Requirement: Proposed Grant and Direct Expenditures for Public Transportation	Department of Management and Budget, Office of the Budget	Issue Supplemental Information Requirement effective FY 1978 budget. (DMB issued such a requirement on 9-24-76)	Departmental accountability for transportation expenditure through ongoing supplemental information requirement.
<u>LOCAL TRANSPORTATION ORGANIZATION AND FINANCING</u>			
Enact Legislation enabling the creation of Transportation Districts	Legislature with support of Governor	Introduce and enact legislation to be effective by 1978	Stable local revenue and comprehensive local transportation administration by FY 1979.

SUMMARY OF RECOMMENDATIONS (continued)

<u>Recommendations</u>	<u>Responsibility</u>	<u>Action</u>	<u>Result</u>
LOCAL COORDINATION PRIOR TO TRANSPORTATION DISTRICT LEGISLATION			
I. Establish local coordinating mechanism attached to the public transportation operator to integrate public and client transportation programs and expenditures	Bureau of Urban and Public Transportation, Local Public Transportation Operators	Bureau of Urban and Public Transportation promulgate rules requiring the establishment and viable operation of mechanism as prerequisite for funding	Optimization of existing local resources in providing origin to destination transportation services.
II. Require local coordination as prerequisite for human and social service department grants for transportation	State Non-transportation Departments	Policy of coordination prerequisite to grant approval	Optimization of existing local resources in providing origin to destination transportation services.

CHAPTER I

STATE TRANSPORTATION POLICY

"It must be recognized at the outset that the goals and programs of the transportation or any other public agency are not ends in themselves but have validity only to the extent that they serve larger social and/or economic goals. It is the responsibility of a particular agency to recognize its role in this larger context and to orient its goals and programs toward satisfying the social purposes expressed in legislative and executive direction."

This statement can be found in the soon-to-be published State Biennial Transportation Plan, currently being drafted by the Michigan Department of State Highways and Transportation. The citation is part of the chapter which provides the rationale for the Department's purpose. The statement represents a radical departure from an emphasis on the highway mode up to 1972 and subsequent emphasis on the individual modes in planning the programs and budgeting the expenditures for the Department.

The Interagency Transportation Coordinating Council has reached a similar conclusion with regard to the role of the transportation agency. It is the Council's finding that 1) a better quality of transportation service, 2) a more economical use of transportation dollars available to the State, and 3) a more efficient administration of transportation expenditures and services can occur if a single department is responsible for providing leadership, coordinating and organizing the transportation activities of the State. More importantly, the transportation activities of the State must be directed toward the achievement of goals established in terms of the larger social and/or economic values to which state government in total aspires. Thus, the Council concurs with and is encouraged by the statements in the State Biennial Transportation Plan which suggest that the superordinate goal of the transportation effort of the State be "to ensure a reasonable level of mobility for Michigan citizens, visitors and commerce through the provision of adequate transportation services."

The Interagency Transportation Coordinating Council has determined that the concept of "mobility" must, at a minimum, refer to the ability of every citizen of the state to obtain transportation for the essential necessities of life; namely, food, medical services, and employment. Mobility from the State's perspective must include the capability of taking advantage of other public funded and administered programs benefiting the quality of life of citizens who in any number of ways can be classified as "disadvantaged" in current society. In addition to stating "mobility" as a goal, the Governor should direct the Michigan Department of State Highways and Transportation to establish essential transportation through origin-to-destination public transportation service as its immediate priority for Michigan residents. Origin-to-destination public transportation service provides flexible, accessible service between the starting and ending point of an individual's trip.

The service can be strictly demand-responsive or a mode-mix where the demand service can provide feeder service to line-haul facilities, trains, etc. The key point is that Michigan residents will have an essential mobility opportunity.

RECOMMENDATIONS: STATE TRANSPORTATION POLICY

It is recommended that:

- I. The Governor direct the Department of State Highways and Transportation to adopt an expenditure policy which gives first priority to the establishment and provision of services which will ensure, in the shortest period of time, the availability of origin to destination transportation services to achieve essential mobility for every citizen of the state. Further, that all medium and large buses purchased for at least the next two year period of time be designed to allow access by wheelchair users.
- II. The Michigan Department of State Highways and Transportation's Bureau of Urban and Public Transportation be directed to establish an ongoing standard-setting and program evaluation process.
- III. The Michigan Department of Education and the Michigan Department of State Highways and Transportation initiate pilot efforts to evaluate the practicability of using school buses for public transportation purposes, and jointly evaluate potential benefits/drawbacks connected with contracting school bus transportation to other public and/or private transportation providers.

CHAPTER II

STATE TRANSPORTATION ORGANIZATION AND FINANCE

The establishment of essential transportation through origin-to-destination public transportation services is the goal of the State's public transportation effort. It follows that the state agency charged with the achievement of this goal must also have the authority and responsibility to coordinate all programs currently using public dollars in the provision of transportation services. The interim report of the Interagency Transportation Coordinating Council stated, "There is a multiplicity of programs containing transportation provisions across and within state departments supported by a variety of funding sources. Transportation components, earmarked and discretionary, exist in over 30 federal programs under the management of the State Departments of Social Services, Mental Health, Public Health, Commerce, Labor, Agriculture, Education and Management and Budget. Within some departments, two state-level divisions have responsibility for the administration of transportation programs. Among some departments, separately administered programs provide services to the client groups which are not mutually exclusive. Taken as a whole, the complexity of the statutes, policies, and administrative rules which bear upon the development of programs for the ultimate delivery of the services to the transportation disadvantaged clients of the social and human service programs administered by state departments suggest the relevance and usefulness of mechanisms for coordination and integration. Yet no formal coordinating mechanism exists in state government."

The reorganization of state transportation activity would be meaningless without a reassessment and reorganization of the current funding practices relied upon by the State.

RECOMMENDATIONS: STATE DEPARTMENT OF TRANSPORTATION AND SINGLE TRANSPORTATION FUND

I. It is recommended that:

The Governor establish a state policy which leads to the accomplishment of the primary objective of state transportation activity - the provision of essential transportation through origin-to-destination transportation service for every citizen.

II. It is recommended that:

The legislature adopt a resolution to amend Section 9 of Article 9 of the State Constitution of 1963, to provide for the exclusive use of Motor Vehicle Fuel and other taxes for transportation purposes, as follows:

ARTICLE 9

Sec. 9. All specific taxes, except general sales and use taxes and regulatory fees, imposed directly or indirectly on fuels sold or used to propel motor vehicles upon highways and on registered motor vehicles shall, after the payment of necessary collection expenses, be used exclusively for transportation (formerly "highway") purposes as defined by law.

III. It is recommended that:

Act No. 51 of the Public Acts of 1951, as amended, be revised to achieve the following:

1. A definition of "transportation purposes" (per the Amendment to Article 9, Section 9 of the Constitution).
2. The organization of the Department of Transportation and the establishment of the State Transportation Commission.
3. The establishment of a Transportation Fund to replace the Motor Vehicle Highway Fund and the General Transportation Fund, and to be the depository for any new revenues established and generated for transportation purposes.

IV. It is recommended that:

1. The Governor issue an Executive Directive, with legislation to follow, whereby the transportation programs and expenditures of any state department and any other department created after January 1, 1977, be subject to program review by the state transportation agency.
2. The state transportation agency have the responsibility to deny the purchase of vehicles or other expenditures for transportation services planned by any state department, provided the requested service can be purchased or provided in a timely manner from a public transportation operator.
3. Further, that the state transportation agency withhold funds from the public transit operators should they refuse to provide the requested service.

V. It is recommended that:

The Governor direct the Michigan State Highway Commission to establish a five-member task force to develop the process by which the Department of State Highways and Transportation will be reorganized as the Department of Transportation.

RECOMMENDATIONS: STATE COORDINATION PRIOR TO THE ESTABLISHMENT
OF THE DEPARTMENT OF TRANSPORTATION AND THE
SINGLE TRANSPORTATION FUND

I. It is recommended that:

The Governor, by Executive Order, establish a state public transportation coordination mechanism within the Department of State Highways and Transportation.

- A. Purpose: To integrate the public transportation programs of the Michigan Department of State Highways and Transportation with other state and federally funded transportation programs provided through the other state departments.
- B. Jurisdiction: The mechanism be responsible for the coordination of all state and federally funded transportation programs administered by state agencies.
- C. Function:
 - 1. The mechanism be charged with the responsibility to review within 30 days all proposed programs and policies of departments affecting:
 - a. The purchase or lease of vehicles to transport people.
 - b. Reimbursement to individuals and agencies who transport people.
 - c. The cost of drivers, insurance, maintenance, gas, oil, etc. for transport services.
 - d. The purchase (contract) of transportation services.
 - 2. The mechanism establish programs to:
 - a. Assist departments in standardizing the methods by which the expenditures for transportation services are identified and reported.
 - b. Maximize the resource purchasing potential of those expenditures.
 - c. Establish programs funded jointly (state and local) to coordinate existing services at the local level.

- d. Serve as a central information clearinghouse for state and local level agencies regarding transportation services and information.
- e. Disapprove/approve expenditures by departments for capital equipment, i.e., vehicles.
- f. Establish formal communication between
 - all State agencies outside MDSH&T who propose to grant funds for the provision of transporting people,
 - all local agencies who propose or are spending funds for the provision of transporting people,
 - the regional A-95 clearinghouses and
 - the State A-95 clearinghouse.
- g. Act as a catalyst to improve communication between the public transit operators and the local human service agencies.
- h. Provide technical assistance to all programs involved.
- i. Propose modifications to federally funded programs which contribute to segregated, uncoordinated transportation services.
- j. Establish a program evaluation system based on established standards for transportation service delivery.
- k. Provide status reports reflecting program achievements and problems.
- l. Prepare an annual status report detailing by substate areas the level of service available.

II. It is recommended that:

The Department of Management and Budget establish a fiscal year budget management plan supplemental information requirement to obtain information identifying grants and direct expenditures for public transportation.

CHAPTER III

LOCAL TRANSPORTATION ORGANIZATION AND FINANCE

The reorganization of a transportation delivery system for the purpose of coordination and transportation financing at the state level requires a similar and compatible reorganization at the local government level.

It is at the service delivery level where gaps and overlaps in service provisions are most clearly evident. The interim Findings and Recommendations Report has shown that gaps and overlaps in service are due to a lack of formal coordination of resource acquisition and allocation among human and social service agencies, and between these agencies and the transportation providers in the area. As is the case at the state level, there is no organization or mechanism formally charged with coordination of transportation services at the local government level.

Two other problems confront the efficient provision of transportation service at the local level:

1. The instability from year to year of the resource base available to transportation service providers.
2. The lack of priority ascribed to making available essential transportation to every citizen by local transportation authorities.

Consequently, the local problems are similar to those identified at the state level; and local level reorganization of transportation efforts is critical to accomplishment of the goal of public transportation set out in Chapter I. The reorganization of local transportation service provision into public transportation districts, as well as generating financial resources for transportation is necessary at the local level.

Concurrent with the establishment at the state level of a Department of Transportation, legislation enabling the establishment of transportation districts should be enacted. These districts would perform the coordination function at the local level similar to that of the State Department of Transportation. The districts could be empowered to raise local revenues in support of all public transportation activity undertaken within the district. Districts would also be mandated to provide as their first priority, essential transportation through origin-to-destination transportation services.

Prior to the passage of enabling legislation to create transportation districts, tax studies need be performed to develop appropriate tax options to ensure equitable service statewide. Additionally, as an interim measure, a coordinating mechanism must be established to optimize the local allocation of existing resources to transportation services.

To accomplish this local interim coordination, the Bureau of Urban and Public Transportation can promulgate rules for its public transportation operators which require the establishment of a formal coordinating mechanism for existing resources in lieu of the establishment of the transportation districts.

RECOMMENDATIONS: LOCAL TRANSPORTATION ORGANIZATION AND FINANCE

It is recommended that:

Legislation be enacted that fosters the creation of transportation districts with administrative, planning and financial responsibility for public transportation within their boundaries. The Transportation District Act could include provisions which:

1. Empower the districts to issue bonds in support of capital purchases and collect local taxes to support the operation of public transportation in their jurisdiction.
2. Require jurisdictional boundaries be established by the state transportation commission.
3. Establish as criteria for the transportation district to be eligible for state financial support.
 - A. Mandate the provision of essential transportation through origin-to-destination transportation services within the district.
 - B. Require establishment of an advisory council to the district board with membership including representation of the transportation disadvantaged residents of the district. A majority of the council representatives should be consumers.
 - C. Require a district to provide a comprehensive transportation plan prior to service provision.

RECOMMENDATIONS: LOCAL COORDINATION PRIOR TO TRANSPORTATION DISTRICT LEGISLATION

I. It is recommended that:

The Bureau of Urban and Public Transportation promulgate rules, where necessary, which provide that grants to eligible authorities and eligible governmental units be contingent upon the establishment of a local interagency coordination mechanism.

II. It is recommended that:

No grants for transportation purposes shall be approved by any state department until reviewed by the state transportation agency. Grants shall be contingent upon the existence and adequacy of the local coordinating plan.

This order is to be reflected in the administrative rules governing the grant procedures of the departments.

APPENDIX I

BIBLIOGRAPHY

The following materials are listed in support of the assumptions forming the basis for the Council's Recommendations.

A Final Report of Recommendations to the Governor by his Special Commission on Transportation; June 15, 1966

Interim Findings and Recommendations of the Governor's Interagency Transportation Coordinating Council; January, 1976

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A Statement of National Transportation Policy by the Secretary of Transportation, Washington, D.C., September 17, 1975

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Urban Transportation Policy: New Perspectives, David R. Miller, Editor, Lexington Books, D.C. Heath & Co., Lexington, Mass. 1972

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APPENDIX II

DEFINITIONS

The purpose of this list is to establish clearly in the context of Public Transportation the intended meaning of the terms used in this report.

- | | |
|------------------------------|--|
| Accessibility | - the ability by the community to obtain or make use of public transportation. |
| Mobility | - the exercise of personal judgment and capacity for movement through various public transportation modes. |
| Public Transportation | - passenger conveyance from one place to another, shared by all members of the community, funded in part or in whole by government expenditures. |
| Public Transportation System | - a regularly interacting or interdependent group of modes forming a unified service. |
| Public Transportation Mode | - operational arrangement of service by bus, rapid transit vehicle, or other public transit vehicle. |
| Transportation Disadvantaged | - those individuals for whom an unfavorable, inferior, or prejudicial condition exists which affects their mobility. |



STATE OF MICHIGAN

OFFICE OF THE GOVERNOR

LANSING

WILLIAM G. MILLIKEN
GOVERNOR

July 29, 1975

EXECUTIVE DIRECTIVE

1975 - 5

TO: All Department Heads
FROM: Governor William G. Milliken
SUBJECT: Interagency Transportation Coordinating Council

The State of Michigan is committed to the concept of providing public transportation services for all citizens in the most efficient manner possible.

Under present circumstances, several state agencies are involved in efforts to provide public transportation in local communities, and duplication of effort often occurs.

Because of the need to continually re-evaluate the efficiency of the state's efforts to consolidate and coordinate our limited transportation resources, and to avoid unnecessary duplication of effort, I am today establishing an Interagency Transportation Coordinating Council under the auspices of the State Highway Commission. The Council shall consist of my personal representative, and representatives of the Departments of State Highways and Transportation, Commerce, Social Services, Public Health, Mental Health, Education, Labor, Management and Budget, and the Office of Services to the Aging. The Chairperson of the Council shall be the Director of the Department of State Highways and Transportation, who shall be directly responsible to the Governor for implementation of the objectives of this directive.

The Council shall be charged with the following duties and responsibilities:

1. To assist the Department of State Highways and Transportation -- in cooperation with regional planning agencies -- in surveying the needs and available public transportation resources provided by state agencies to communities in Michigan.
2. To assist the Department of State Highways and Transportation in reviewing existing and proposed policies and practices of state agencies providing public transportation services to communities in Michigan.
3. To coordinate the development of state-financed public transportation services in Michigan to assure that the needs of all citizens of Michigan are adequately addressed and that duplication of effort is avoided. To this end, the Council will review all existing expenditures by state agencies for public transportation purposes, and make recommendations to facilitate the provision of more efficient service.

July 29, 1975

4. To inventory and evaluate Federal and State planning, capital discretionary, and demonstration resources being used by or available to state agencies for public transportation purposes.
5. To serve as the State's clearinghouse for implementation of Federal Working Agreements and Administrative Rules having impact on transportation programs in the state.
6. To review the state's policy for the use of special education vehicles and other publicly owned vehicles and recommend appropriate policy changes.
7. To develop an interagency system of planning and coordinating programs and technical resources to assure coordinated assistance to communities around the state in achieving their transportation objectives.
8. To develop recommendations for the establishment of regional interagency transportation advisory councils consistent with the State Planning and Development regions.
9. To give special attention to meeting the special transportation needs of the elderly and handicapped citizens of Michigan.

In the performance of its functions, the Council may request and shall be provided relevant information and assistance by all state agencies involved in administering public transportation programs.

Staff for the Council shall be provided by the Department of State Highways and Transportation.

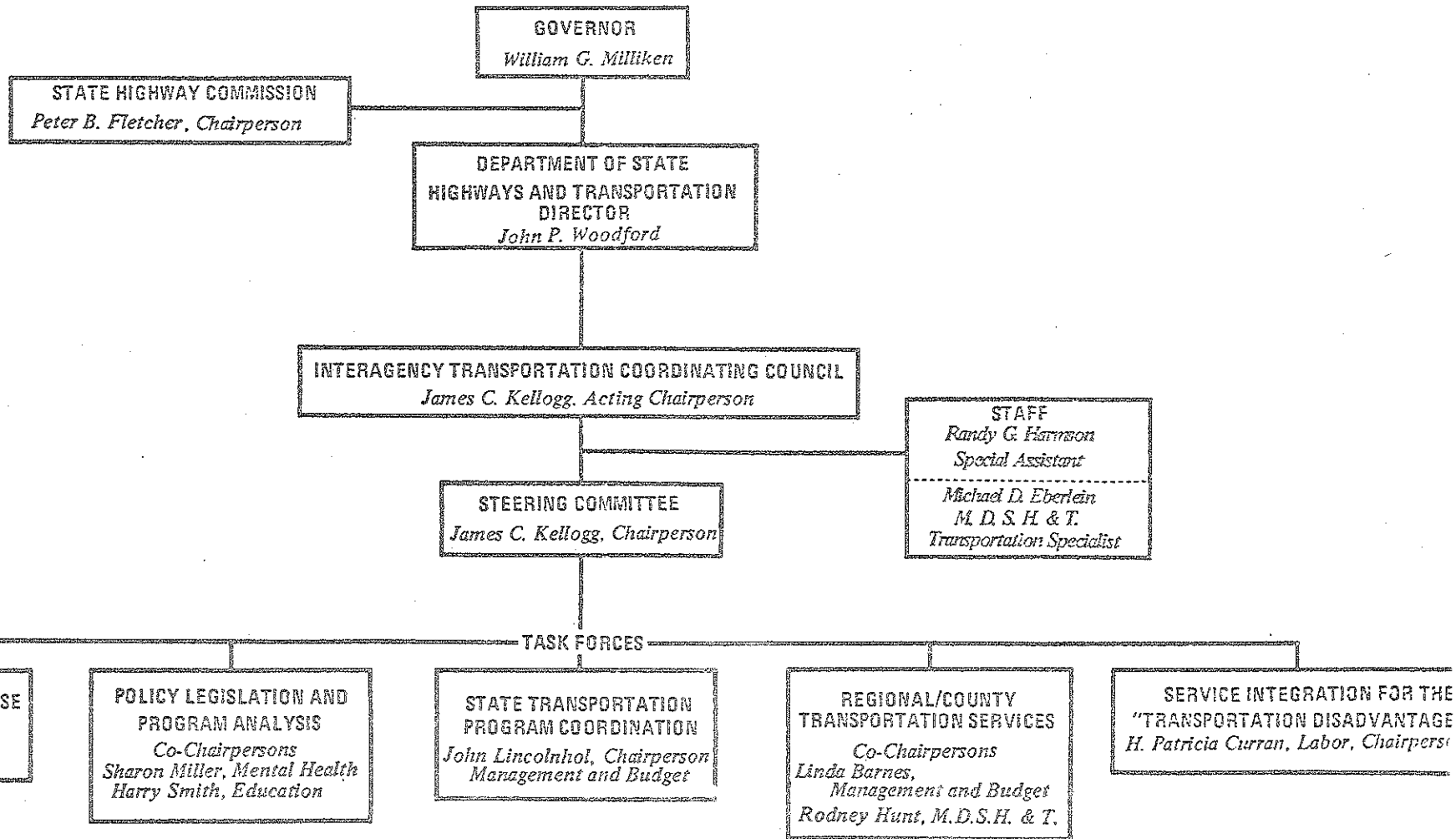
The Council may establish advisory committees consonant with the purposes of this directive.

The Council shall report to the Governor its interim findings and recommendations within 180 days following the issuance of this Directive.


GOVERNOR

INTERAGENCY TRANSPORTATION COORDINATING COUNCIL

ADMINISTRATIVE ORGANIZATION



INTERAGENCY TRANSPORTATION COORDINATING COUNCIL

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6. Department of State Highways and Transportation Highways Building, 4th Floor Lansing, Michigan 48909	James C. Kellogg, Deputy Director Bureau of Urban and Public Transportation Phone: 373-2282
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8. Executive Office State Capitol, 2nd Floor Lansing, Michigan 48902	Bill Long, Special Assistant Special Counsel to the Governor for Programs, State Affairs and Public Affairs
9. Office of Services to the Aging Department of Management and Budget P. O. Box 30026 Lansing, Michigan 48909	Ronald E. Kivi, Director Phone: 373-8230
10. Department of Labor Bureau of Community Services Secondary Complex Lansing, Michigan	Patricia (Pat) Curran Program Developer Phone: 373-0896

INTERAGENCY TRANSPORTATION COORDINATING COUNCIL - Continued

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