

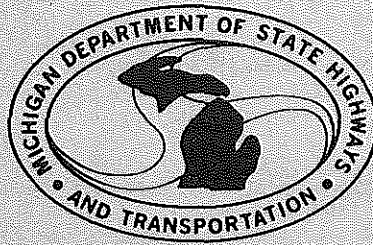
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CLIENT TRANSPORTATION AND SERVICES COORDINATION IN MICHIGAN

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MICHIGAN DEPARTMENT
OF
STATE HIGHWAYS AND TRANSPORTATION

CLIENT TRANSPORTATION
AND
SERVICES COORDINATION IN MICHIGAN
SEPTEMBER 1978

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Modal Planning Division
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Disclaimer

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I. INTRODUCTION

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In the past four decades, Congress has passed legislation establishing over one thousand programs which include funds for such purposes as health care, education, employment training, vocational rehabilitation, aging, housing, and a variety of other services intended to meet human needs. Inherent in the establishment of many of these programs is the need to transport program participants to and from program activities.

During this same period of evolution of federal human service programs, public transportation services across the country were reaching a low point in terms of service levels and ridership and many had ceased operation. Increasing costs and declining revenues were forcing systems to shift from private to public ownership and to do so through public financing mechanisms.

During the period 1964 to 1974, federal and state efforts to revive transit services increased dramatically. The Urban Mass Transportation Act of 1964 made it possible for the first time for public transportation systems to receive federal capital assistance for the acquisition of vehicles and facilities. The 1974 amendments to this act provided formula operating assistance to urbanized areas over 50,000 in population. The 1974 amendments, specifically section 16(b)(2), also allocated federal funds to assist private, non-profit agencies in acquiring vehicles for the transportation of elderly and handicapped persons.

State of Michigan assistance to public transportation began with the passage of Public Act 327 of 1972. This Act created the General Transportation Fund to provide financial assistance for operations, capital expenditures, and demonstration programs for public transportation. Through this and subsequent legislation,

public transportation services have grown to include: fixed-route bus service in all 13 urbanized areas in the state, 40 city or countywide dial-a-ride systems, and 41 special systems primarily oriented to serving the elderly and handicapped.

Crucial to an understanding of the proliferation of transportation services in Michigan and other states is the observation that during the evolution of social programs requiring participant transportation, transit systems were least able to expand service to meet additional needs. Consequently, many of the federal human service programs included allowances for transportation of program beneficiaries. A recent (October, 1977) study by the General Accounting Office (GAO) identified 114 federal programs funding such transportation. Generally, the funds allocated by these programs are in the form of categorical grants given to state and local governments or other non-profit organizations.

Proliferation of services may be traced, in part, to the attitudes of various transportation providers in local areas. It cannot be demonstrated that a concerted effort was made by human service agencies and public transportation agencies to coordinate the implementation or provision of their transportation services. Human service agencies generally provide transportation as a support service to a program's primary activity. Each local program typically provides transportation for its own clients without consideration of other transportation resources in the area. Public transportation agencies on the other hand, traditionally viewed transportation services required by human service programs as falling beyond their area of responsibility; concentrating instead on work, school, and other trips by the general public in a given community. This situation was further compounded by a lack of policy and direction at state and federal levels to insure efficient and effective utilization of resources. Only recently has coordination become an issue of concern.

This study is intended to provide an evaluation of the fragmented approach toward client transportation services currently in evidence in Michigan. To accomplish this goal, the study will attempt to satisfy the following objectives:

- (1) To survey selected typical areas where human service programs are in effect and improvements appear possible.
- (2) To develop a set of policies and courses of action for use by federal, state and local governments to promote more efficient utilization of resources.
- (3) To enhance understanding and communication flow between federal, state, and local agencies which fund and/or administer transportation programs.

II. MANISTEE COUNTY

II. MANISTEE COUNTY

Manistee County is located in the northwest portion of Michigan's lower peninsula. The city of Manistee contains the majority of human service agencies, governmental offices, health care services, and shopping facilities. Due to this centralization of services, there is a significant need for travel between rural areas and the urban center. Table 1 presents selected socio-economic data which lend insight into the magnitude of the transportation disadvantaged population of Manistee County. Figure 1 shows the location of Manistee County in Michigan.

Table 1. Manistee County Selected Socio-Economic Characteristics

Category	Actual	Percent of Total Population
Total County Population	20,094	N/A
Urban Residents	7,716	38.4%
Rural Residents	12,378	61.6%
Elderly Population (65+)	2,710	13.5%
Handicappers (Ages 0-64)	1,175	5.9%
Mean Family Income	\$8,365	N/A
Households Below Poverty Level	623	3.1%
Households with No Auto	759	3.8%

Source: 1970 Census

Apart from census data, no satisfactory written data regarding client transportation programs in Manistee County was available. Therefore, the majority of information regarding client transportation was obtained through agency interviews conducted in

mid-April, 1978. Due to the interrelationship of the county's human service agencies and Manistee County Dial-A-Ride, a discussion of this system is included.

Manistee County Dial-A-Ride

Dial-a-ride service was initiated in Manistee County on March 3, 1975. This service is available both in the urban center of Manistee and in the remaining rural areas of the county. Service is provided by seven vehicles; four 12-passenger vans, one 17-passenger small bus, and two 18-passenger small buses equipped with wheelchair-lift devices.

The Manistee County Dial-A-Ride system has proven to be a popular and needed service. In addition to the provision of transportation for work, shopping and school trip purposes, many residents are using dial-a-ride to access various human services in the county. At present, however, there are no contractual arrangements between Manistee Dial-A-Ride and any of the human service agencies. Agency clients who use Manistee Dial-A-Ride are obtaining and purchasing transportation at their own initiative and expense. Table 2 compares the operational characteristics of Manistee County Dial-A-Ride for the periods October 1-December 31, 1976, and October 1-December 31, 1977. Following each 1977 figure is the percentage change from the corresponding period in 1976.

Dial-a-ride service is available throughout the county Monday through Friday from 6:30 a.m. to 6:00 p.m. and on Saturday from 8:00 a.m. to 6:00 p.m. No Sunday service is provided. The regular one-way fare is 50¢ and a reduced fare of 25¢ is charged for senior citizens (age 65 and over), handicappers and children under 13 years of age.

Table 2. Manistee Dial-A-Ride Operational Characteristics

	October 1-December 31 1976	October 1-December 31 1977	Percent Change
Vehicle Miles	28,738	51,153	+ 78%
Number of Passengers	11,115	19,028	+ 71%
Total Operating Costs	\$19,733	\$34,317	+ 74%
Total Revenues	\$ 6,656	\$ 7,222	+ 9%
Required Government Operating Assistance	\$13,077	\$27,095	+107%
Total Operating Costs Per Passenger	\$ 1.78	\$ 1.80	+ 1%
Government Operating Assistance Per Passenger	\$ 1.18	\$ 1.42	+ 20%
State Operating Assistance	\$ 6,415	\$11,162	+ 74%
Federal Assistance ^{1/}	N/A	\$ 830	N/A
Local Assistance	\$ 6,595	\$15,103	+129%
Total Operating Assistance	\$13,010	\$27,095	+108%

Note: ^{1/}CETA funds for portion of driver wages.

The decision-making process for Manistee County Dial-A-Ride is somewhat diffuse. As a part of its contract with the state of Michigan, the county is required to appoint one individual, designated as the transportation coordinator, to serve as the local liaison person in transportation dealings with the state. In Manistee County, the transportation coordinator is the executive director of the Manistee City Housing Commission. The transportation coordinator reports to the county board of commissioners. A third party agreement also is in effect in Manistee County between the County Board of Commissioners and the Manistee County Council on Aging. This agreement established the Council on Aging as the body having operating responsibility for dial-a-ride services within the county. Routine decision-making for operational matters is the responsibility of the Dial-A-Ride Board which consists of four county commissioners and two representatives from the Council on Aging. The Dial-A-Ride manager reports directly to the Dial-A-Ride Board. Local funding for the system is provided via a .35 mill property tax assessment throughout Manistee County. This millage will be on the Spring 1979 ballot for renewal.

Although dial-a-ride has been a popular and well-utilized service in the county, differences of opinion do exist in the area regarding service priorities and operational perspectives. Front line management of Dial-A-Ride feels that greatest emphasis in service must be placed on meeting transportation requests from the general public in the service area. Pressure has been exerted in the past, however, by human service agencies to induce the Dial-A-Ride system to design and operate services more specifically to meet the transportation needs of program participants. As a result of this conflict of opinion, the City Housing Commission and the Council on Aging have reestablished their transportation program for clients.

Manistee City Housing Commission/Council on Aging

The Manistee City Housing Commission began the first client transportation program in the area in 1971. Transportation was provided to city residents over age 60 utilizing agency automobiles. This service existed until countywide demand-responsive service was initiated in March, 1975. At that time, the City Housing Commission, Council on Aging, and other human service agencies began to utilize dial-a-ride service for client transportation.

The clients of the various human service agencies, especially the elderly and infirm, required a great deal of individual attention and in some cases dial-a-ride drivers were physically assisting persons to and from the vehicles in violation of insurance restrictions and state policies which prohibit a driver from leaving the vehicle. Subsequent knowledge of insurance and regulatory restrictions regarding such assistance resulted in the adoption of a "curb-to-curb" policy which expressly forbids drivers to leave their vehicles. Therefore, clients could no longer receive the physical assistance from home to vehicle or vehicle to point of destination which many of them required.

In addition to physical assistance problems, dial-a-ride service became unsatisfactory due to excessive waiting times experienced by program clients. This problem could perhaps be viewed as a symptom of a larger scale problem. The operators of Manistee Dial-A-Ride found themselves in an "either/or" dilemma. Due to vehicular and financial limitations, service could be devoted primarily to serving programmatic transportation needs or to demand-responsive service for the general public. However, these resource limitations made it impossible to fully serve one sector of demand without negatively affecting the quality and level of service provided to the other. The Council on Aging and Housing

Commission, in their roles as advocates for the elderly, decided that a more personalized transportation service, designed in accordance with programmatic requirements, was necessary. Consequently, in April 1977, the City Housing Commission reestablished the transportation program which had existed prior to Dial-A-Ride.

The Manistee City Housing Commission currently provides client transportation to meet the requirements of various Council on Aging programs and its own geriatric day care program. Service is provided with five automobiles, purchased from used car dealers in the area. Routine maintenance on the vehicles is contracted to a private garage. All trips are scheduled in advance and routing is modified according to program requirements. The vehicles are in constant use from approximately 8:30 a.m. to 5:00 p.m. daily, including weekends. In addition to the geriatric day care program, vehicles transport clients to nutrition program meal sites, health care services and various social and recreational activities. They also are used to deliver meals to individual residences and to support an escort service whereby senior citizens who request such assistance are accompanied to conduct personal business, shopping, and other activities.

At the present time, each vehicle is serving approximately 20 clients daily who make approximately 40 person trips (one-way from an origin to a destination). Further expansion of these estimates yields an aggregate total of 200 person trips daily and roughly 1,000-1,400 person trips per week served by the five vehicles in the fleet. No fare is charged but donations are accepted.

A unique aspect of the Manistee Housing Commission's transportation program is its use of CETA funds to employ young persons who ride on the vehicles to assist passengers to and from the vehicle. This practice has helped to eliminate the

problem previously referred to, regarding the prohibitions placed on drivers leaving their vehicles. When demand permits, these 'passenger aides' are also loaned to Manistee Dial-A-Ride on an as-needed basis.

In addition to the transportation of persons to meal sites, drivers also deliver meals, prepared in Manistee, to various locations throughout the county. At certain of these locations, the drivers also serve the meals they have delivered. The vehicles, therefore, are out of service during this time period.

The primary federal sources of funding for the Housing Commission's transportation program are the Comprehensive Employment and Training Act (CETA) and Title VII of the Older Americans Act. Specific amounts from these sources which could be directly related to transportation expenditures were unavailable. The Housing Commission was able to provide approximate cost data on the transportation program without specific funding source relation.

Approximately \$175 per month, per unit, is required to purchase fuel, oil and maintenance for each of the five automobiles. Driver's wages are \$3.25 hourly. Assuming 9 hours of service seven days a week for five vehicles, driver's wages would approximate \$1,000 weekly or \$4,000 per month. Insurance on the vehicles is estimated at \$2,000 annually for all five vehicles. Table 3 illustrates the approximate costs of the transportation program on an annual basis.

Table 3. Manistee Housing Commission Annual Transportation Program Expenditures

Category	Total Annual Cost
Maintenance, Fuel, Oil	\$10,500
Driver's Wages	48,000
Insurance	2,000
Total	\$60,500

III. JACKSON, HILLSDALE AND LENAWEЕ COUNTIES

III. JACKSON, HILLSDALE AND LENAWEЕ COUNTIES

Michigan Planning and Development Region II is composed of the three south central lower peninsula counties of Jackson, Hillsdale and Lenawee. The city of Jackson is generally considered the regional center. It is the only urbanized area in the region and contains the majority of health care and educational facilities, employment opportunities, human service agencies, and retail businesses. The region is composed of 59 townships, 8 cities and 20 villages, totaling 87 minor civil divisions. Table 4 presents selected socio-economic data which provides an indication of the magnitude of the transportation disadvantaged population in the region. Figure 2 shows the location of Region II in relation to the state.

Table 4. Region II Selected Socio-Economic Characteristics

Category	Actual	Percent of Total Population
Total Regional Population	262,054	100%
Urban Residents	118,972	45.4%
Rural Residents	143,082	54.6%
Elderly Population (65+)	49,528	18.9%
Handicappers (Ages 0-64)	18,727	7.2%
Mean Family Income	\$11,206	N/A
Households Below Poverty Level	6,934	8.9%
Households With No Auto	7,012	9.0%

Source: 1970 Census

Public transportation service is available in many areas of the region. The city of Jackson supports a fixed-route bus system which provides service to several outlying townships as well as extensively covering the City of Jackson. The Jackson Public Transportation Company also provides a demand-responsive service within the city for elderly and handicapped persons. This is a supplement to the fixed-route system. Public transportation service in the outlying areas of Jackson County is provided through a program administered by the Jackson County Council on Aging. Although members of the general public are not refused service, the program is intended to primarily serve the transportation needs of elderly and handicapped persons.

Demand-responsive service (dial-a-ride) is also provided in the cities of Hillsdale (Hillsdale County) and Adrian (Lenawee County). These services receive financial assistance from the Michigan Department of State Highways and Transportation.

In addition to public transportation services, the region has a number of human service agencies providing an extensive level of transportation service to program participants. The largest single provider of such transportation is the Region II Community Action Agency (CAA) organized in 1965 under the Economic Opportunity Act of 1965. The agency is responsible for \$4.5-\$5.0 million of federal, state and local grants, contracts, and purchases of service annually. The broad goal of the agency is to promote health, education, and welfare of local residents with primary emphasis on the economically disadvantaged.

During its first 10 years of existence, the agency provided limited transportation through the Head Start Program and also provided transportation for the clients of other agencies on a contractual basis. In November 1974, the agency was designated the umbrella agency for the region for the purpose of capital assistance grants

from the Michigan Department of State Highways and Transportation under Section 16(b)(2) of the Urban Mass Transportation Act of 1964, as amended. As the umbrella applicant for the region, the CAA organized a separate transportation department within its agency in June, 1976. This reorganization was accomplished in response to increasing transportation costs, increasing demand for transportation services by other agencies, and the lack of other public or private operators to provide service in a satisfactory manner. It became a matter of policy that rates for transportation charged to other user agencies were based on the goal of recouping the entire cost experienced by the Region II Community Action Agency. Economies of scale were realized when additional agencies purchased service from the CAA. When operating costs were below estimations, the CAA rebated a portion of the amount charged to user agencies.

In November 1976, the Community Action Agency received the first of eight vehicles under the 16(b)(2) program. Other sources of vehicles have been the Department of Health, Education and Welfare, the Office of Economic Opportunity, and the General Services Administration. In addition, several local agencies have transferred their vehicles on a loan or lease basis to the CAA. The agency currently has a fleet of 27 vehicles.

The largest share of operating assistance for the program comes from the Michigan Department of State Highways and Transportation through its operating assistance to 16(b)(2) program grantees. In addition to operating its fleet for numerous agency purchasers of transportation service, the CAA also subcontracts with the Jackson Public Transportation Company, the Jackson County Senior Citizens Bus Service, Trolz Cab Company, and the Yellow Cab Company in cases where the rates for specific services charged by these providers are less expensive than the cost

to CAA for providing the same service. The subcontract accounts are billed directly to the purchasing agency with no administration charge included.

Table 5 summarizes the characteristics of the fleet operated by the Region II Community Action Agency. The table shows that the total number of vehicles which could be operated for passenger service is 32. The current operational fleet numbers 27. Of the 32 vehicles, 13 were acquired through HEW funding, eight were acquired from the Michigan Department of State Highways and Transportation through the federal 16(b)(2) program, four were acquired by the CAA, two from the Community Mental Health Board, and five from other various agencies and private sources. Of the total fleet, one vehicle was donated, three are leased, one is leased with an option to buy, and the remainder are owned by the CAA. Vehicle capacity ranges from 8 to 48. Five of the vehicles are school buses, four are medium sized buses and 21 are 8-12 passenger vans. The model years range from 1967 to 1977 and the average model year for the fleet is 1974.

Table 6 provides an indication of the different levels of service provided to each of the three counties in the region. As shown in the table, 66 percent of the rides provided by the CAA are provided in Jackson County, 31 percent are provided in Hillsdale County and 3 percent in Lenawee County. The allocation of vehicles to each of the counties suggests this same ratio of service. The capacity of the vehicles, however, suggests that the number of seats available is more evenly split between Jackson and Hillsdale counties. Additionally, the number of agencies serving each county is apparently not directly related to the allocation of vehicles nor the number of passengers carried.

The transportation operation of the CAA is a separate department of the agency. It is headed by a board of directors and employs an executive director and controller, a transportation manager, and a training and education specialist in the central

TABLE 5
REGION II CAA VEHICLE LIST

<u>Vehicle Number</u>	<u>County</u>	<u>Year</u>	<u>Make</u>	<u>Type</u>	<u>Pass.</u>	<u>Rate</u>	<u>Original Source</u>	<u>Owner</u>	<u>Special Comments</u>
1	J	76	Ford	S.B.	48	.40	HEW	CAA	
2	H	67	Ford	S.B.	36	.30	HEW	CAA	
3	J	73	Ford	S.B.	16	.20	HEW	CAA	
4	J	76	Argosy	Bus	20	.20	State	CAA	Out of Service
5	L	76	Dodge	Van	8	.20	State	CAA	
6	J	75	Dodge	Van	15	.20	Corp.	CAA	
7	J	71	VW	Van	8	.15	HEW	CAA	Being Retired
8	J	71	VW	Van	8	.15	HEW	CAA	
9	J	73	Dodge	Van	15	.20	HEW	CAA	
10	J	73	Dodge	Van	15	.20	HEW	CAA	
11	H	76	Dodge	Van	8	.20	State	CAA	
12	J	76	Dodge	Van	8	.20	State	CAA	
13	J	76	Dodge	Van	12	.20	State	CAA	
14	H	76	Dodge	Van	12	.20	State	CAA	
15	H	76	Argosy	Bus	20	.20	State	CAA	Out of Service
16	H	76	Argosy	Bus	20	.20	State	CAA	Out of Service
17	H	67	Dodge	S.B.	30	.30	Hope School	CAA	Donated
18	J	77	Ply.	Van	15	.20	CMH	CMH	Leased
19	H	77	Ply.	Van	15	.20	CMH	CMH	Leased
20	J	76	Ford	Van	12	.20	Goodwill-Jx	CAA	Purchased
21	J	72	Checker	Bus	12	.20	VGW	VGW	Leased/Purchase
35	J	71	VW	Van	8	.15	HEW	CAA	
53	J	74	Chevy-DeL.	Van	2	.40	Corp.	CAA	Energy Program
54	J	75	Ford	Truck	3	.20	Corp.	CAA	Snow Plow/Carpenter
55	J	75	Ply.	Van	15	.20	Corp.	CAA	
56	H	75	Ply.	Van	15	.20	HEW	CAA	
57	L	71	VW	Van	8	.15	HEW	CAA	
61	J	71	VW	Van	8	.15	HEW	CAA	
99	H	75	Ply.	Van	15	.20	HEW	CAA	
308	J	73	Dodge	Van	15	.20	HEW	CAA	Being Retired
309	H	67	Ford	S.B.	48	.40	L.H.B.C.	LHBC	Leased
310	J	76	Ford	Van	12	.20	Prvt.Owner/Prvt.Owner		Leased w/Driver

Breakdown by County

Jackson
Hillsdale
Lenawee

Operational

17
8
2
27

Non-Operational

3
2
0
5 = 32

S.B. = School Bus
CMH = Community Mental Health
L.H.B.C. = Light House
V.G.V. = Vista Grande Villa
"J" = Jackson
"H" = Hillsdale
"L" = Lenawee

Source: Region II Community Action Agency Transportation Report, 1978.

TABLE 6
 REGION II COMMUNITY ACTION AGENCY
 Transportation by Type and County
 11 Months Ended 2-28-78
 One-Way Client Rides

<u>County</u>	<u>Elderly</u>	<u>Handicapped</u>	<u>Other</u>	<u>Total</u>
Jackson	9,000	10,853	54,235	74,088
Hillsdale	8,664	16,354	9,295	34,313
Lenawee	39	106	3,225	3,370
	<u>17,703</u>	<u>27,313</u>	<u>66,755</u>	<u>111,771</u>

County % Comparisons

<u>County</u>	<u>% Elderly</u>	<u>Handicapped</u>	<u>% E & H</u>	<u>% Total Transportation System</u>
Jackson	12.2%	14.6%	26.8%	66%
Hillsdale	25.2%	47.7%	72.9%	31%
Lenawee	1.2%	3.1%	4.3%	3%
	<u>15.8%</u>	<u>24.4%</u>	<u>40.2%</u>	<u>100%</u>

Source: Region II Community Action Agency Transportation Report, 1978.

offices in Jackson. In addition, a mechanic and an aide are employed to perform general and preventive maintenance on the entire fleet at two CAA owned locations. Operations management is also accomplished on an individual county basis. In Jackson County, where the bulk of service is provided, an administrative assistant to the transportation manager is in charge of service. In this assistant's office are employed a clerk, dispatcher, and a crew of regular and assistant drivers. In Lenawee County, an aide to the transportation manager is responsible for operations and supervises a crew of drivers and one assistant driver. In Hillsdale County, a coordinator answers to the transportation manager and supervises a crew of regular and assistant drivers.

Table 6 also summarizes the ridership characteristics of the Region II Community Action Agency's transportation program for the 11 month period ending on February 28, 1978. The table shows that approximately 40 percent of the overall ridership can be categorized as elderly or handicapped persons. The remaining 60 percent are non-elderly or handicapped persons who are clients of other human and social service programs. In Jackson County, the elderly and handicapped ridership is fairly equally divided between the elderly and handicapped. In Hillsdale County, approximately twice as many handicappers are served as elderly persons; and the elderly and handicapped component comprises 72.9 percent of the total ridership. In Lenawee County, approximately three times as many handicappers as elderly persons receive rides. For the region as a whole, 24 percent of the elderly and handicapped riders are handicappers and the remaining 16 percent are elderly.

Table 7 provides a cost and revenue summary for the CAA's transportation program. A significant feature of the table is the break-even point data. The CAA bases its operating policy and charges for service on a break-even concept. A significant advantage of the CAA system is that the agency itself subsidizes the operation of the system by providing drivers under CETA and other programs whose costs

TABLE 7
 REGION II COMMUNITY ACTION AGENCY
 Total Transportation Report
 11 Months Ended 2-28-78

	<u>Month</u>	<u>11 Mos. YTD</u>	<u>10 Months Previous Year</u>
1. Miles	31,897	331,439	280,184
2. One-Way Clients	12,687	111,771	83,802
3. Revenues	\$15,003	\$180,728	\$105,835
4. Costs	\$21,698	\$211,809	\$110,317
5. Operation Excess/(Loss)	\$(6,695)	\$(31,081)	\$ (4,482)
6. Cost/Mile	\$.68	\$.64	\$.394
7. Cost/Client	\$ 1.71	\$ 1.89	\$ 1.32
8. Revenue/Mile	\$.47	\$.55	\$.378
9. Revenue/Client	\$ 1.18	\$ 1.62	\$ 1.26
10. BEP/Mileage	\$.393	\$.344	\$.21/mile
w/o subsidy (break-even point)	+drivers time	+drivers time	+drivers time
11. BEP/Mileage Charge	N/A	\$.190	N/A
with subsidy	+drivers time	+drivers time	

Note:

- (1) Revenues include \$51,000 state operating funds, \$20,000 estimated additional subsidy has not been reflected.
- (2) 2,772 YTD sub-contract rides to Jackson Transit, Yellow Checker Cab, and Trolz Cab reflected in ridership and costs.

Source: Region II Community Action Agency Transportation Report, 1978.

are attributed to the CETA account rather than to the transportation program. Consequently, in spite of the fact that driver salaries are lower than union wages paid in other transportation operations, these wages are covered by a different program administered by the CAA and do not appear as a cost to the CAA transportation operation. The rates charged by CAA to its client agencies range from 15¢ per mile on the 8-passenger vans to 40¢ per mile for school buses in the fleet. The average break-even figure for the entire operation is 19¢ per mile.

Table 8 details the revenue sources for a 12-month period (expanded from 10-months actual) flowing to the CAA transportation program. The revenues are derived from three basic sources: (1) revenues from programs administered directly by the Community Action Agency, (2) revenues generated by purchase of services by other agencies in the region, (3) operating assistance for 16(b)(2) vehicles granted by the Michigan Department of State Highways and Transportation. Monies from these three sources are \$90,000, \$22,500 and \$71,500 respectively. The total revenue for the subject year is \$231,300 and of this total amount, \$6,800 is reserved for rebate purposes, leaving a total budget of \$224,500.

Table 9 shows the total transportation budget by state and federal program sources. Headstart and the Older Americans Act, administered by HEW, account for \$63,300 of the total budget. CETA programs account for \$11,100; state administered funds from the departments of social services, labor, and highways and transportation account for \$87,400; outside agency sources in payment for transportation services total \$62,700. These outside agencies are listed in Table 10. It is impressive to note that 48 distinct agencies have been served by the CAA's transportation program.

The CAA transportation program, in summary, has operated within the existing constraints of funding availability and has met the requirements of a wide variety

TABLE 8
 REGION II COMMUNITY ACTION AGENCY
 Transportation Revenues
 (10 Months Actual - 2 Months Estimated)

<u>Group</u>	<u>4-1-77 to 1-31-78</u>	<u>4-1-77 to 3-31-78 Estimated</u>
1. Region II CAA:		
a. Nutrition/Elderly	\$ 27,471	
b. Head Start/CFRP	20,816	
c. Day Care	9,515	
d. Title III Sr. (Hills)	5,268	
e. Summer Youth	3,825	
f. CSA	2,701	
g. BCS Grants	1,881	
h. State Youth	1,208	
i. Lenawee Center	463	
j. Other	771	
	<hr/>	
Sub-Total	\$ 73,919	\$ 90,000
2. Key Opportunities	\$ 8,863	\$ 12,000
3. Center of Understanding	8,690	11,000
4. Hope Activity	5,849	9,000
5. Goodwill Ind.	5,237	8,800
6. Baw Beese Mental	3,332	4,000
7. Jackson-Hills. Mental Health	1,463	2,500
8. Girl Scouts	953	
9. Life Consultation Center	908	
10. Inner City Day Care	596	
11. City of Jackson - Parks & Rec.	531	
12. Jackson Public Schools	360	
13. St. Anthony's and Williams	347	
14. Salvation Army	302	
15. Boy Scouts	276	
16. Faith Temple Church	250	
17. Vista Grande Villa	249	

TABLE 8 (continued)

<u>Group</u>	<u>4-1-77 to 1-31-78</u>	<u>4-1-77 to 3-31-78 Estimated</u>
18. Upward Bound	\$ 241	
19. Vocational Rehabilitation	200	
20. Other (28 Groups)	2,046	\$ 15,600
21. CETA - Title VI Hillsdale	4,754	6,900
22. 16(b)(2) Operational	51,000	71,500
Sub-Total	\$172,525	\$231,300
23. Less Rebate Reserve	\$ (6,800)	\$ (6,800)
TOTAL	\$165,725	\$224,500

Source: Region II Community Action Agency Transportation Report, 1978.

TABLE 9
 REGION II CAA
 Revenues From Sources-Agency Programs Only
 (10 Months Actual - 2 Months Estimated)

4-1-77 to 3-31-78

1. Health, Education and Welfare		
a. Headstart/CFRP (OCD)	\$25,000	
b. Older Americans Act:		
1. Title VII - *	32,000	
2. Title III - **	6,000	
	<hr/>	\$ 63,300
2. Department of Labor (Federal)		
a. CETA III Summer Youth	\$ 3,800	
b. CETA I Manpower	400	
c. CETA VI P.S.E.	6,900	
	<hr/>	\$ 11,100
3. State of Michigan		
a. D.S.S. - (SSI-Day Care)	\$10,000	
b. D.O.L. - Summer Youth Program	1,200	
c. Bureau of Community Services	3,100	
	<hr/>	\$ 14,800
4. Community Services Administration		\$ 7,900
5. State Dept. Transportation & Highways 16(b)(2) Operating Assistance		\$ 64,700
		<hr/>
		\$161,800
6. Outside Agency (See Supplemental List)		\$ 62,700
		<hr/>
		\$224,500

*Thru State OSA

**Thru Region II Commission on Aging

Source: Region II Community Action Agency Transportation Report, 1978.

TABLE 10
Client Agencies or Groups
Served By Region II CAA Transportation

1. Baw Beese Mental Health Center
2. City of Jackson - Parks and Recreation
3. Center of Understanding
4. Faith Temple Church
5. 1st United Methodist Church
6. Girl Scouts Troops #13, #75, #221
7. Goodwill Industries (Jackson)
8. Adrian Headstart (Public Schools)
9. Inner City Day Care
10. Girl Scouts Irish Hills Council
11. Jackson - Hillsdale Mental Health
12. Jackson Public Schools
13. Key Opportunities
14. Lenawee Council on Aging
15. Lenawee Vo-Tech
16. Jackson County Senior Citizen Bus
17. Lenawee County Coop Extension
18. Hope Activity Center
19. Lenawee County Mental Health
20. Life Consultation Center
21. Litchfield Manor
22. Beth Moser Clinic
23. Project Skills - JCC
24. Salvation Army - Jackson
25. Upward Bound
26. Vista Grande Villa
27. Hillsdale Dart

TABLE 10 (continued)

28. Zapata Freedom Center
29. Easter Seals Society
30. Kimball Y-Center
31. St. Anthonys and Williams (Hillsdale)
32. UMYF - Frontier United Methodist
33. Vocational Rehabilitation Services (Jackson-Hillsdale-Lenawee)
34. Cherry Villa
35. Boy Scouts of America (Jackson)
36. 4-H Club
37. Jackson Community College
38. Lenawee Institute (Onstead)
39. Michigan Soy Bean Growers
40. Muscular Dystrophy Association
41. New Tribes Institute
42. Stanton Little League Baseball
43. Targeteers Junior Sports Club
44. Waldron Senior Citizens Class
45. D.S.S. - Adrian
46. Hillsdale County United Way
47. Jackson Housing Commission
48. Region II Community Action Agency: (Programs)
 - (a) Headstart
 - (b) CFRP
 - (c) Creative Environment Workshop
 - (d) State Youth Employment
 - (e) Hillsdale CARTS
 - (f) Francis St. Day Care
 - (g) Manpower Development
 - (h) Nutrition for the Elderly
 - (i) Summer Youth
 - (j) Energy Conservation
 - (k) Lenawee Center

Source: Region II Community Action Agency Transportation Report, 1978.

of programs and yet has provided a highly integrated and coordinated support service to human and social service agencies.

The coordinated approach exemplified by the Region II CAA has been adopted by other transportation providers in the region. Through the cooperative efforts of the Michigan Department of State Highways and Transportation, the Region II Planning Commission, and local transportation providers and user groups, an implementation strategy for service coordination was developed and achieved. Two local human service agencies, Hope Activity Center and Goodwill Industries, are no longer providing client transportation. Transportation for these agencies' clients is now provided by either the Region II CAA, the Jackson Public Transportation Company, or the county senior citizens bus service, thereby reducing the number of transportation providers in Jackson County from five to three. Hope Activity Center and Goodwill Industries pay for client transportation on a per ride basis and are billed monthly by the providing agency.

A major factor in the successful coordination of transportation programs in Jackson County has been the use of a centrally dispatched radio system housed in the Jackson Public Transportation Company offices. All other related tasks (scheduling, order-taking, information dissemination, etc.) have remained under the control of the respective agencies. The coordination mechanism utilized in Jackson County was the regional interagency coordinating council on developmental disabilities. This body created a transportation coordination subcommittee whose chief purpose was to provide input to the coordination effort from local human service agencies and clients. The operational mechanics of the coordinated system were developed by a consultant retained through state funding.

Future coordination activities in the area may well be regional in scope. Human service agencies in Hillsdale and Lenawee counties have expressed their willingness

to participate in a coordinated system as have the dial-a-ride systems in Hillsdale (Hillsdale County) and Adrian (Lenawee County). The fiscal year 1978-79 unified work program for the Region II Planning Commission includes a proposed study of public transportation organizational alternatives for the region. Such a study could possibly recommend the establishment of a single umbrella agency for transportation throughout the three-county area, i.e., a regional transportation authority. The positive experiences with service coordination in Jackson County may encourage such action by decision-makers.

IV. BERRIEN, CASS AND VAN BUREN COUNTIES

IV. BERRIEN, CASS AND VAN BUREN COUNTIES

Michigan Planning and Development Region IV consists of the counties of Berrien, Cass and Van Buren. The Benton Harbor-St. Joseph area is generally considered the regional center. The region is composed of 55 townships, 13 cities and 30 villages, totaling 98 minor civil divisions. Tables 11 and 12 present selected socio-economic data which provide an indication of the magnitude of the transportation disadvantaged population in Region IV. Figure 3 shows the location of Region IV in relation to the state.

Table 11. Region IV Selected Socio-Economic Characteristics

Category	Actual	Percent of Total Population
Total Regional Population	263,360	100%
Urban Residents	97,067	36.9%
Rural Residents	166,293	63.1%
Elderly Population (65+)	25,998	9.9%
Handicappers (Age 0-64)	18,933	7.2%
Mean Family Income	\$10,559	N/A
Households Below Poverty Level	9,196	11.3%
Households With No Auto	9,057	11.1%

Source: 1970 Census

On October 15, 1975, the first regional transit coordination workshop in the state was conducted in southwestern Michigan. The purpose of the workshop was to bring

TABLE 12
Region IV Transportation Disadvantaged Population

Total Reported Elderly and Handicappers by County ^{1/}	
Berrien	27,000
Cass	6,900
Van Buren	11,000

Total	44,900
Control for "Double Counting"	x .79 ^{2/}

Estimated Number of Individuals	35,500 (rounded)
Subtract Estimated Number Who Can Drive (30%) ^{3/}	-10,650

Estimated Elderly and Handicapped Population That Cannot Drive	24,850

Subtract Estimated Number Who Cannot Go Outdoors (17%) ^{4/}	- 4,250 (rounded)

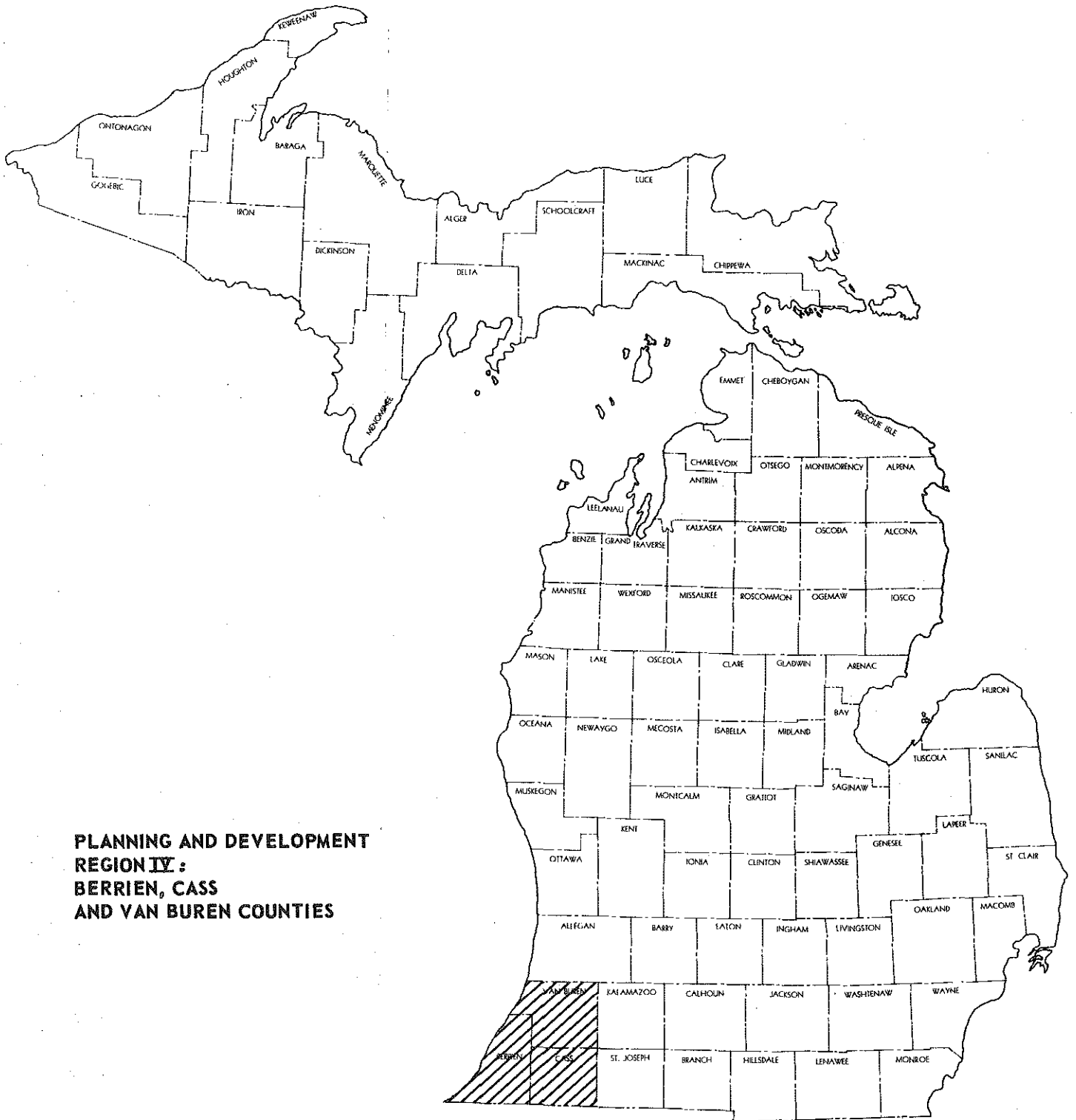
Estimated Elderly and Handicapped Population Which May Need Public Transportation Service	20,600

Notes:

- ^{1/} Michigan Department of State Highways and Transportation, "Michigan Elderly and Handicapped Transportation Study: A Statistical Overview," October, 1975.
- ^{2/} Transportation Systems Center, "Urban Mass Transportation Needs of the Handicapped and Elderly: Executive Summary," July, 1974, pp. 10-12.
- ^{3/} Ibid, p. 12.
- ^{4/} Ibid, p. 12.

Source: Southwestern Michigan Regional Public Transportation Study

FIGURE 3



**PLANNING AND DEVELOPMENT
REGION IV:
BERRIEN, CASS
AND VAN BUREN COUNTIES**

together various state and local officials and area transportation providers to discuss the problems and limitations of existing transportation services, alternatives for improving these services, and to arrive at a generally agreed upon future course of action. The participants in this workshop identified four main problem areas relating to public transportation:

- (1) Inefficient use of local funds due to possible duplication of services because of overlapping service areas and the lack of utilization of vehicles available in an area.
- (2) A lack of coordination and cooperation by the entities supplying specialized transportation service to just one segment of the population within each county.
- (3) A lack of state transportation program flexibility to allow more autonomy at the local level in program and system design and implementation.
- (4) Failure by persons who need transportation services to communicate their needs to local decision-makers.

The participants concluded that there were substantial numbers of people within southwestern Michigan with mobility problems and a need for public transportation services. It was the general feeling at the workshop that county and local government officials were not properly informed of the transportation needs in the area nor were they fully aware of the fragmented approach to transportation then in practice. The final conclusion of the workshop participants was that the need for a central transportation coordinating organization was clearly indicated.

In order to assist southwestern Michigan in dealing with these problems, the Michigan Department of State Highways and Transportation retained the services

of a private consulting firm to accomplish a detailed public transportation study for Berrien, Cass and Van Buren counties. The study, conducted in 1976 and 1977 by ATE Management, Inc., attempted to answer four basic questions:

- (1) What is the existing supply of transportation services and resources in southwestern Michigan?
- (2) What is the existing and potential demand for public transportation service?
- (3) How can the existing service network be organized to achieve coordination and positive change?
- (4) What are the costs associated with coordination and service improvement and how will these costs be assumed at the local level?

The study was conducted under the direction of a local advisory committee which consisted of elected officials, human service agency representatives, public transportation operators, and professional planning staff of the counties and the regional planning commission.

The inventory of existing public transportation systems revealed more than 20 agents and agencies, including intercity bus service, local bus service, taxi service, and specialized service in Berrien, Cass and Van Buren counties. Table 13 provides a profile of these services on an aggregate financial basis.

Table 14 provides a detailed inventory of regional transportation providers by county and the average daily patronage of each provider. Table 15 provides a synopsis of the operating characteristics of human service agency transportation providers in the region. Table 16 provides selected characteristics of the three public dial-a-ride systems in the region.

TABLE 13
 Southwestern Michigan Regional Public
 Transportation Financial Profile 1977

	<u>Total</u>	<u>Without Taxi and Private Bus Service</u>
Estimated Annual Cost	\$978,400	\$685,000
Estimated Annual Ridership	543,500	426,900
Average Weekday Ridership	1,900	1,485
Estimated Annual Cost/Passenger	\$ 1.80	\$ 1.60
 Revenue Sources		
Farebox	\$420,400	\$138,700
Federal	\$127,400	\$127,400
State	\$238,800	\$238,800
Local	\$151,100	\$151,100
Other	\$ 29,000	\$ 29,000
Unfunded Deficit	\$ 11,700	\$ 0

Source: Southwestern Michigan Regional Public Transportation Study

TABLE 14
 Southwestern Michigan
 Regional Public Transportation Study
 Public Transportation Resources
 By County
 April, 1977

<u>Berrien County</u>	<u>Daily Patronage</u>
<u>A. Commercial Operations:</u>	
<u>Intercity Bus Services</u>	
1. Greyhound Lines	
2. Indian Trails, Inc.	5
3. Indiana Motor Bus	
<u>Local Bus Services</u>	
1. Twin Cities Motor Transit	40
<u>Taxicabs</u>	
1. Twin Cities Cab Company	160
2. Advance Cab Lines	70
3. Niles Taxi	130
<u>Dial-A-Ride Transportation</u>	
1. Twin Cities Area Transportation Authority	675
2. Niles Dial-A-Ride	270
<u>B. Social Service Transportation:</u>	
1. Berrien County Council on Aging	50
2. Berrien County Department of Social Services	2
3. Gateway	175
4. Benton Harbor YMCA	Not Reported
5. Benton Harbor Senior Citizen Center	40
6. Niles-Buchanan Senior Citizen Center	5
7. River Valley Senior Citizen Center	8
8. St. Joseph-Lincoln Senior Citizen Center	50
9. American Cancer Society	Negligible
TOTAL	1,679

TABLE 14 (continued)

<u>C. Other Transportation Facilities:</u>		<u>General Comment</u>
1. School Buses		325 Vehicles
2. Industry Operations		None at this time.
3. Amtrak		Serves Niles on Detroit-Chicago route.
4. North Central Airlines		Serves Ross Field, Benton Harbor-St. Joseph.

<u>D. Total County Transportation Profile:</u>		
<u>1. Resources</u>	<u>Total</u>	<u>Considered Available for Consolidation</u>
Taxicabs	14 cabs	0
Local Bus Operator Vehicles	8 units	0 ^{1/}
Dial-A-Ride Vehicles	18 vans	18
Social Service Agency Vehicles	9 vans	7 ^{2/}
	6 autos	0
	3 station wagons	0
	<hr/>	<hr/>
Sub-Total: Transportation Vehicles	58 vehicles	25 vehicles
School Buses	325	0
	<hr/>	<hr/>
Total Transportation Vehicles	383	25 vehicles
<u>2. Current Demand</u>		
Total Daily Demand for Public Transportation		1,680 (rounded)
County Population		164,000
Per Capita Daily Demand for Public Transportation		.01 trip/person/d
Vehicle Ratio		1 vehicle: 2,827 residents

Notes:

- ^{1/} While Twin Cities Motor Transit has eight vehicles; five of these are school buses which are leased to school districts and are probably unavailable, the other three units would only be available if directly purchased.
- ^{2/} Two vans owned by the Benton Harbor YMCA are not considered available for consolidation.

Table 14 (continued)

Cass County

A. Commercial Operations:

Daily Patronage

Intercity Bus Services:

- | | |
|------------------------|---|
| 1. Greyhound Lines | |
| 2. Indian Trails, Inc. | 5 |
| 3. Cardinal Bus Lines | |

Dial-A-Ride Transportation:

- | | |
|-------------------------|-----|
| 1. Dowagiac Dial-A-Ride | 130 |
|-------------------------|-----|

B. Social Service Transportation:

- | | |
|---------------------------------|----|
| 1. Westgate, Inc. | 70 |
| 2. Cass County Council on Aging | 10 |

TOTAL	215/day
-------	---------

C. Other Transportation Facilities:

General Comment

- | | |
|-----------------------|-----------------------------------|
| 1. School Buses | 100 vehicles |
| 2. Industry Operators | None |
| 3. Amtrak | Dowagiac is soon to have service. |

D. Total County Transportation Profile:

1. Resources

Total

Available for Consolidation

Dial-A-Ride Vehicles	3 vans	3
Social Service Agency Vehicles	6 vans	6
Sub-Total	<u>9</u>	<u>9</u>
School Buses	100	0
Total Transportation Vehicles	<u>109</u>	<u>9</u>

2. Current Demand

Total Daily Demand for Public Transportation	215
County Population	44,000
Per Capita Daily Demand for Public Transportation	.005 trips/person/day
Vehicle Ratio	1 vehicle: 4,890 residents

TABLE 14 (continued)

Van Buren County

A. Commercial Operations:

Daily Patronage

Intercity Bus Services:

- | | |
|------------------------|---|
| 1. Greyhound Lines | |
| 2. Indian Trails, Inc. | 5 |

B. Social Service Transportation:

- | | |
|---|-------------------|
| 1. Van Buren County Transportation Task Force | 40 |
| 2. Van Buren County Commission on Aging | <u>Negligible</u> |

Total 45/day

C. Other Transportation Facilities:

General Comment

- | | |
|-----------------|--------------|
| 1. School Buses | 200 vehicles |
|-----------------|--------------|

D. Total County Transportation Profile:

- | | | |
|--------------|--------------|------------------------------------|
| 1. Resources | <u>Total</u> | <u>Available for Consolidation</u> |
|--------------|--------------|------------------------------------|

Social Service Agency Vehicles	<u>2</u>	<u>2</u>
Sub-Total	<u>2</u>	<u>2</u>
School Buses	<u>200</u>	<u>0</u>
Total Transportation Vehicles	<u>202</u>	<u>2</u>

- | | |
|---|----|
| 2. Current Daily Demand for Public Transportation | 45 |
|---|----|

County Population 57,000

Per Capita Daily Demand for Public Transportation .001 trip/person/day

Vehicle Ratio 1 vehicle: 28,500 residents

Source: Southwestern Michigan Regional Public Transportation Study

TABLE 15
Southwestern Michigan
Regional Public Transportation Study
Social Service Transportation Operators
General Characteristics

1. BERRIEN COUNTY

AGENCY DATA	GATEWAY INC.	BERRIEN CO. COUNCIL ON AGING	BERRIEN CO. ² DEPT. OF SOCIAL SERVICES	ST. JOSEPH- LINCOLN SR. CENTER	NILES- BUCHANAN SR. CENTER	BENTON HARBOR SR. CENTER	BENTON ² HARBOR YMCA	RIVER VALLEY SR. CENTER	AMERICAN ² CANCER SOCIETY	TOTALS
Vehicles	4 Vans 1 Sta.- Wagon	2 Vans	5 autos	1 auto	1 Sta.- Wagon	1 Van	2 Vans	1 Sta. Wagon	Volun- teers	9 Vans, 6 autos, 3 Sta. Wagons
Service Area	Berrien County	Berrien County	Berrien County	St. Joseph Lincoln Township	Niles Buchanan	Benton Harbor Benton Township	Berrien County	S.W. Berrien County	Berrien County	N/A
Estimated Patronage Daily Annual	175/da. 44,000/yr.	50/da. 12,500/yr.	2/day 600/yr.	50/da. 12,000/yr.	5/da. 1,200/yr.	40/da. 10,000/yr.	Limited; not re- ported	7/da. 1,700/yr.	Limited not re- ported	329/da. 82,000/yr.
Estimated Annual Cost	\$43,000	\$28,800	\$1,000 ³	\$28,000	\$4,500	\$13,500	Not Reported	\$1,900	Not Re- ported	\$120,700
Estimated Cost/ Passenger	\$.98	\$2.30	\$1.67	\$2.33	\$3.75	\$1.35	Not Reported	\$1.12	Not Re- ported	\$1.47 ⁷
Funding Sources										
Farebox	-0-	\$1,800	-0-	-0-	-0-	-0-	Not	-0-	Not	1,800
Federal	-0-	\$17,000	-0-	\$12,000	-0-	\$ 9,000	Reported	-0-	Reported	\$38,000
State	\$28,000	\$10,000	-0-	-0-	-0-	-0-		-0-		\$38,000
Local	-0-	-0-	\$1,000 ³	\$ 6,000	\$4,500 ⁵	\$ 4,500		\$1,900 ⁶		17,900
Other	\$15,000 ¹	-0-	-0-	\$10,000 ⁴	-0-	-0-		-0-		25,000

TABLE 15 (continued)

2. CASS COUNTY

AGENCY DATA	CASS COUNTY COUNTY ON AGING	WESTGATE CENTER, INC.	TOTALS
Vehicles	2 Vans	4 Vans	6 Vans
Service Area	Cass County	Cass County; will cross county line	N/A
Estimated Patronage Daily	10/da.	70/da.	80/da.
Annually	2,500/yr.	18,000/yr.	20,500/yr.
Estimated Annual Cost	\$12,000	\$20,800	\$32,800
Estimated Cost/ Passenger	\$4.80	\$1.16	\$1.60 ⁷
Funding Sources			
Farebox	-0-	-0-	-0-
Federal	\$9,400	-0-	\$9,400
State	-0-	\$16,800	\$16,800
Local	\$2,600	-0-	\$2,600
Other	-0-	\$4,000 ⁸	\$4,000

TABLE 15 (continued)

3. VAN BUREN COUNTY

AGENCY DATA	VAN BUREN CO. TRANSPORTATION TASK FORCE	VAN BUREN CO. COMMISSION ON AGING	AMERICAN ² CANCER SOCIETY	TOTALS
Vehicles	2 Vans	Volunteer Vehicles	Volunteer Vehicles	2 Vans
Service Area	Van Buren County	Van Buren County	Van Buren County	N/A
Estimated Patronage Daily Annually	40/da. 10,500/yr.	negligible 120/yr.	Limited Not Reported	40+/da. 10,620/yr.
Estimated Annual Cost	\$16,800	\$1,500	Not Reported	\$18,300
Estimated Cost/ Passenger	\$1.60	\$12.50	Not Reported	\$1.72 ⁷
Revenue Sources				
Farebox	\$5,200	-0-	Not Reported	\$5,200
Federal	-0-	-0-		-0-
State	\$6,000	-0-		\$6,000
Local	\$5,600	\$1,500 ⁹		\$7,100
Other	-0-	-0-		-0-

Notes: 1/Contractual revenue from other social service agencies.

2/Marginal operation.

3/Probably local funds but difficult to identify.

4/Private donations.

5/Presumed to be local city contributions.

6/Agency funds not well explained; probably local in origin.

7/Weighted average.

8/Subcontract revenue from mental health group.

9/Probably county funds; not well defined.

Source: Southwestern Michigan Regional Public Transportation Study

TABLE 16
 Southwestern Michigan
 Regional Public Transportation Study
 Dial-A-Ride Transportation
 Major Characteristics
 April, 1977

<u>Operating Data</u>	<u>Twin Cities Area Transportation Authority</u>	<u>Niles</u>	<u>Dowagiac</u>
Population Served	47,000	13,000	8,000
Transit Vehicles	13	5	3
Vehicle: Population Ratio	1:3615	1:2600	1:2666
Estimated Average Daily Ridership	675	270	130
Daily Ridership Per Capita	.014	.021	.016
Estimated Annual Ridership	190,000	75,000	33,100
Estimated Annual Operating Cost	\$340,000	\$136,000	\$37,800
Estimated Cost Per Passenger	\$ 1.79	\$ 1.81	\$ 1.14
 <u>Funding Sources</u>			
Farebox Revenues	\$100,000	\$ 26,000	\$ 6,300
Federal Funds			
UMTA	0	55,000	0
Other Programs	25,000	0	0
UPTRAN - State of Michigan Funds	119,500	45,000	13,500
Local Funds	95,500	10,000	18,000
Total	\$340,000	\$136,000	\$37,800

Source: Southwestern Michigan Regional Public Transportation Study

The study reveals that the total public system was serving some 1,900 trips daily, although a potential market of between 2,600-3,600 existed in the three-county area. The greatest deficiencies found in the total public system were uncoordinated services, duplicative effort, and inefficient allocation of transportation resources. As an example, the study noted that an agency affiliated senior citizen in Benton Harbor (Berrien County) had a multitude of transportation options. This individual could: call either of two cab companies, ride a private bus line, use the public dial-a-ride, or request transportation from one of several human service agency operations. At the same time, a non-elderly person in the rural areas of Cass County had virtually no public transportation alternatives.

In addition to fragmentation of services, the study revealed an equally fragmented funding approach to transportation in the region. Although more than \$150,000 in local tax dollars for support of transportation was identified, this expenditure was not supporting a comprehensive public transportation system. Rather, portions of local funding were appropriated to program specific human service transportation projects. The region lacked a means to control the allocation of public transportation capital and financial resources.

The study further identified specific deficiencies in the "commercial transportation component" (those carriers who provide a generally available transportation service) and in the "social service transportation component" (agencies which provide specialized service for a specific clientele). The level of commercial transportation service provision was found to be relatively adequate in the region, especially in Berrien County. However, local intercity bus service provided by private carriers tended to be provided at inconvenient times and the cost of travel was found to be potentially prohibitive for some disadvantaged persons.

The 14 social service agency transportation operations in the three-county area are providing a very good level of service for their clients. Many of these agencies are coordinating their services with other agencies in the area. However, the study found that additional benefits could be derived from activities such as centralized maintenance, dispatching, etc. The chief problem identified was the failure of the general public transportation operations and social service agencies to coordinate their programs. Several important factors have prevented this from occurring.

One of the primary obstacles to interagency coordination in southwestern Michigan has been concern over the cost of labor, especially drivers' wages and fringe benefits. Some agencies in the area, such as the American Cancer Society, rely entirely on volunteer drivers; others such as the Westgate Sheltered Workshop utilize professional staff who serve also as drivers. The general public transportation providers and some human service agencies employ full time paid drivers for their operations. Consolidation of services under a single regional umbrella organization or on a county-by-county basis would require that the highest wage and benefit package would govern the supply of labor; therefore all drivers would have to be paid employees. The study suggests that the cost of drivers' wages in the region would, at a minimum, be \$4.00 per hour plus 25 percent fringe benefits under a coordinated system. This would increase the cost of client transportation to an unacceptable level for many agencies and would negate any possibility of scale economies.

A significant coordination barrier in the region is concern and confusion regarding insurance. Each transportation provider has a unique arrangement for insuring vehicles. Limits of liability, premium rates, and restrictions by the insurance carrier vary greatly among programs. Additionally, transportation providers often

lack sufficient understanding of the technical and legal aspects of the policies they hold and many insurance carriers are uninformed regarding the nature of the transportation operations they insure.^{1/} The regional study pointed to the problems presented by insurance but made no recommendations for improving the situation. Consequently, insurance remains a very serious issue in local discussions of service coordination.

Another major obstacle to transportation coordination in the region has been the lack of a single, identifiable person or group to champion the cause of coordination at the local level. No amount of federal or state encouragement or coercion can prompt coordination to occur in the absence of local leadership and commitment. This is especially true in situations where local political decision-making bodies do not understand the magnitude of human service transportation in their area or the benefits to be derived locally from coordination of transportation resources. Therefore, it is not sufficient to merely inform decision-makers of coordination efforts; they must be actively involved in all stages of the coordination process.

The coordination effort in southwestern Michigan was a pilot project for the state. Our experience in this region has shown that additional difficulty in coordinating transportation services may result from an ambitious selection of the project area, especially one with a large number of transportation providers. The southwestern

^{1/} A draft 1978 study by the Transportation Center of the University of Tennessee entitled "The Social Service Insurance Dilemma; Problems, Analysis and Proposed Solutions" is of importance. This study reveals that in a recent national sample, insurance premiums charged to human service agencies providing transportation varied from \$244 to \$3,000 per vehicle per year. (Cited with permission of the authors.)

Michigan project involved a three-county area with a wide variety of transportation programs. Political unanimity among any three contiguous counties is a rare event and southwestern Michigan is no exception. As previously discussed, 'turfism' among agencies in the study area was not perceived as a coordination barrier. However, political 'turfism' among counties was, and remains a very real obstacle to regional coordination. Since completion of the study, the regional coordination approach suggested by the consultant (and the state) has been deemed unworkable by the local study advisory committee. It was decided by this body that each county would pursue coordination of transportation resources in a singular fashion. Thus far, the success of this approach has varied greatly among counties. Van Buren County has achieved a truly coordinated transportation system, expanding the operation of a county 16(b)(2) program into a single transportation agency for all public and social service trips in the county. The county board of commissioners has indicated to the state its desire to establish a county transportation authority. Cass County appears to be moving in this same direction, although coordination efforts have not reached the implementation stage to the same degree as Van Buren County. Berrien County, which contains the majority of transportation resources and population, has moved more slowly. The county board of commissioners has designated the director of the county planning department as the transportation coordinator for the county.

The state continues to encourage and assist these county coordination efforts and some future potential for a coordinated regional transportation system does exist. Whether this potential is realized depends greatly on the level of leadership by consumers, agencies and decision-makers.

V. CLINTON, EATON AND INGHAM COUNTIES

V. CLINTON, EATON AND INGHAM COUNTIES

Michigan Planning and Development Region VI is composed of the three south central lower peninsula counties of Clinton, Eaton and Ingham. The Lansing metropolitan area in Ingham County is the dominant center of activity in the region housing the seat of state government, a major state educational facility (Michigan State University), and major industry (especially Oldsmobile and other automotive-related operations). The region contains 47 townships, 12 cities and 15 villages totaling 74 minor civil divisions. Table 17 presents selected socio-economic data pertinent to Region VI. Table 18 provides an indication of the transportation disadvantaged population in the region. Figure 4 shows the location of Region VI in relation to the state.

Table 17. Region VI Selected Socio-Economic Characteristics

Category	Actual	Percent of Total Population
Total Regional Population	378,423	100%
Urban Residents	263,028	69.5%
Rural Residents	115,395	30.5%
Mean Family Income	\$12,367	N/A
Households Below Poverty Level	9,726	8.8%
Households With No Auto	9,506	8.6%

Source: 1970 Census

Table 18. Region VI Transportation Disadvantaged Population; 1975 to 1985

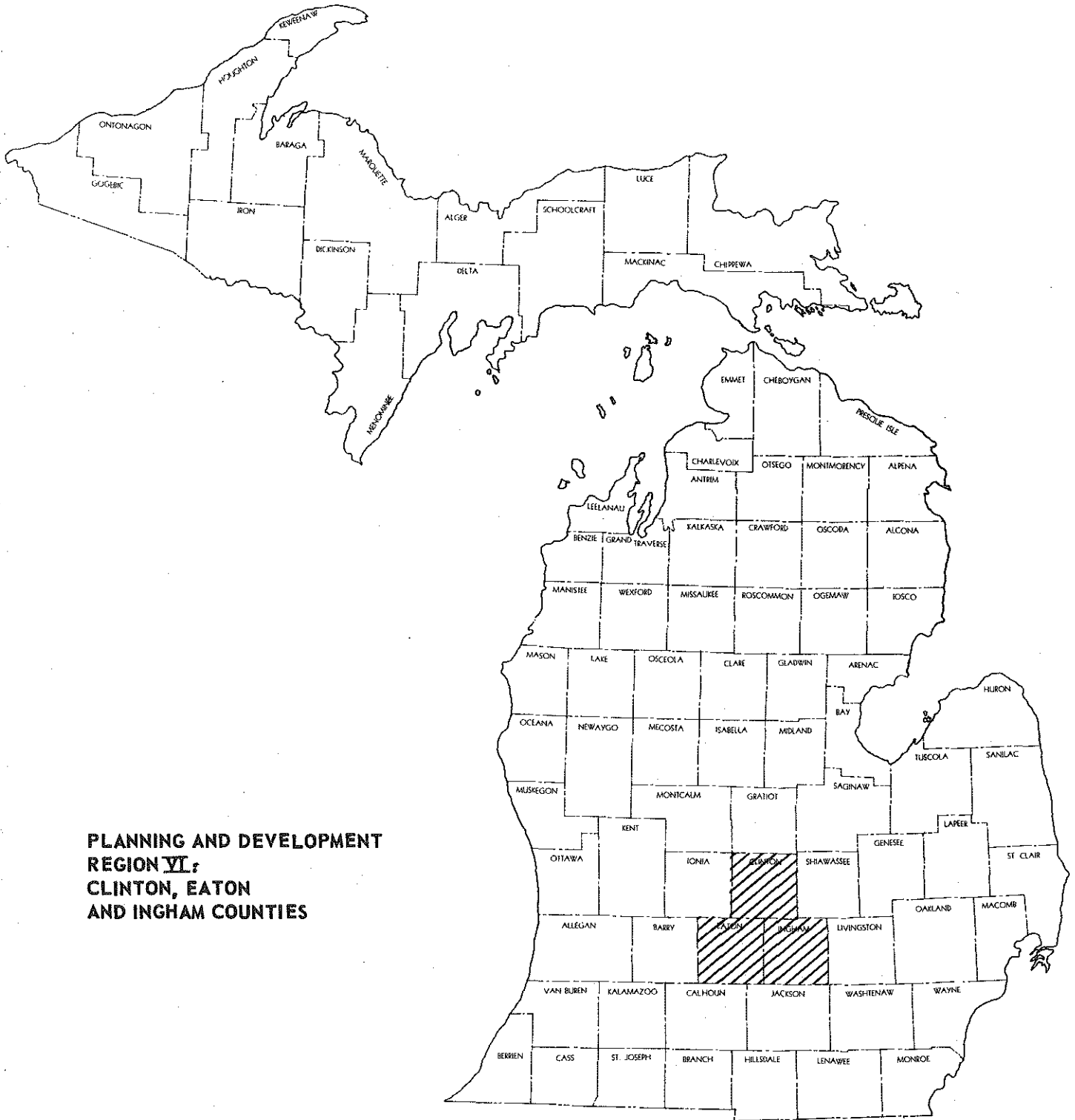
	Elderly		Low Income		Handicapped		Total	
	1975	1985	1975	1985	1975	1985	1975	1985
Region	28,603	35,009	33,444	37,458	26,595	30,026	58,954	68,400
Clinton County	3,309	3,669	3,234	3,696	3,402	3,889	6,700	7,569
Eaton County	5,068	6,266	4,917	5,895	4,999	5,995	10,127	12,045
Ingham County	20,226	25,074	25,293	27,867	18,194	20,142	42,067	48,786
Within CATA ^{1/} Area	14,386	17,834	17,236	18,991	12,400	13,665	29,259	33,940
Outside CATA ^{1/} Area	14,217	17,175	16,208	18,467	14,195	16,361	29,635	34,460

Note: ^{1/}Capital Area Transportation Authority

Source: Transportation Services Integration Project; Final Report.

In 1974, various local, regional and state agencies began discussions regarding the proliferation of transportation services in Clinton, Eaton and Ingham counties. These agencies shared a common concern that considerable duplication of transportation services existed in the region with resultant waste of resources. Although much speculation existed regarding the extent of such duplication and inefficiency, there was no documentation available to form a basis for analysis of the problem. The city of Lansing Planning Department and the Tri-County Regional Planning Commission sought and received funding for a study of transportation in the region from the Urban Mass Transportation Administration. The Lansing Planning Department was to perform the study under contractual arrangement with the regional planning commission. The study was termed the "Transportation Services Integration Project" and study activities commenced in October, 1974.

FIGURE 4



**PLANNING AND DEVELOPMENT
REGION VI:
CLINTON, EATON
AND INGHAM COUNTIES**

The Transportation Services Integration Project (TSIP) was conducted in five phases, each phase culminating in an interim report. Phases I and II involved detailed attitude and needs surveys of the elderly, handicapped and low income population of the region and a survey of transportation providing agencies. Phase III consisted of an analysis of survey data and Phase IV was devoted to alternatives development. Phase V, the final report, details the alternatives selection criteria and procedure and presents an implementation plan for the selected alternative.

Phase I of TSIP, the attitude and needs survey of the transportation disadvantaged population, utilized 1970 census data to determine the relative size and distribution of target groups in the region. A sample size was then determined in proportion to the general population. Some 700 elderly, handicapped and low income individuals were randomly selected and asked to complete a questionnaire and/or to be interviewed to ascertain socio-economic characteristics, living arrangements, current means of transportation, destinations and frequency of trips, attitudes toward public and 'special' transportation, and physical, financial and other barriers to travel. In addition, various human service agencies in the region were contacted for referrals to their clients who were willing to be interviewed. In this way, attitudes and needs of both agency affiliated and non-agency affiliated persons could be addressed.

The results of the Phase I surveys were of great interest, although the survey methodology could be open to criticism of statistical validity. Agencies from whom client referrals were obtained revealed that 45 to 50 percent of requests for transportation from these agencies had to be denied for lack of sufficient resources. The transportation disadvantaged population survey also revealed a wide variety of equipment and operational requirements of individual survey respondents. Table 19 indicates the diversity of system characteristics required to satisfy stated needs.

Table 19. Transportation System Characteristics by Client Category and Trip Purpose

Category of Client/Trips	Medical		Grocery Shopping		Other Shopping		Recreation		Food Stamps		Work	
	D	M	D	M	F	M	F	M	F	M	F	M
Elderly	D	M	D	M	F	M	F	M	F	M	F	M
Non-Wheelchair-Bound Handicapped	D	M	D	M	F	M	F	M	F	M	F	M
Wheelchair and Other Non-Ambulatory	D	SE	D	SE	D	SE	D	SE	D	SE	D	SE
Low-Income	D	R	D	R	F	R	F	R	F	R	F	R

Legend: D - Demand-Responsive
M - Modified (Reduced step size, adequate grips, seat belts, etc.)
SE - Special equipped: hydraulic lifts, wheelchair "lock in" and availability of personal assistance for door through door
R - Regular Design
F - Fixed-Route

Source: Transportation Services Integration Project Final Report

The preceding table, while attempting to illustrate a diversity of requirements, was not intended to provide a rationale for constraining the services offered to transportation disadvantaged persons. Rather, it indicates the need for a coordinated system to be operationally flexible in order to accommodate individual transportation requirements.

Phase II of the project was a survey of agencies in the tri-county area providing transportation service. The survey revealed 21 major agencies involved in transportation provision or purchase of transportation for clients. Table 20 delineates these agencies and provides a detailed presentation of the transportation program and operational characteristics of each agency. The table shows that the subject

TABLE 20
Service Characteristics of Transportation
Agencies in Region VI

Agencies	Transportation		Geographic Area	Hours of Operation		Days of Operation	Source of Transportation Funding	Administrative Constraints	Willingness to Transfer Transportation Operation
	Provider	Buyer		8-5	Evenings				
<u>Private Funded</u>									
Family & Child Services	X		Tri-County	X	ER	5	United Way	None	No
Easter Seals	X		Greater Lansing	X	REC	5	Donations	None	Yes
Red Cross	X		Greater Lansing	X		5	United Way	None	Possible
Cristo Rey	X		Greater Lansing	X	ER	5	United Way	None	(no) Transportation Barrier
East Lansing Older People's Program			East Lansing	X	X		City and Donations	City Limits	Yes
<u>Federally Funded</u>									
Youth Development Corp.		X	Tri-County	X		5	Community Development	Ages 12-21	Possible
CAEOC	X		Tri-County	X		5	Federal	Elderly	Possible
Friendship Day Care	X		Lansing	X		5	State and Revenues	Clients	Yes
Senior Citizens, Inc.	X		Lansing	X		5	Federal	Elderly	(no) Driver Attitude
Northside Athletic	X		Greater Lansing	X	X	7	Community Development	None	No
Small Folks Development Center	X		Lansing	X		5	As of July, revenues only	None	(no) van used for other
Head Start	X		Tri-County	X		5	HEW	Clients	Possible
YWCA	X	X	Tri-County	X	X	5	Federal Action Prog.	Age	Yes
Lansing Parks & Recreation	X		Lansing	p.m.		7	City of Lansing	Handicapped & Elderly	Yes
<u>State Funded</u>									
Michigan School for Blind	X		Lansing	X		5	State	Enrolled Students	Possible
Department of Education-Voc Reh		X	Tri-County			Variable	State	Clients	Yes
Department of Social Serv		X	Tri-County			Variable	State	Clients	Yes
Community Mental Health	X		Tri-County	X		5	State & County	Clients	Possible
CATA	X		Lansing	X	X	6	Local, State & Federal	Elderly & Handicapped	Yes
<u>Volunteers</u>									
Faith in Action		X	Lansing			Variable	Dept. of Social Serv.	None	Yes
Ingham County Social Serv		X	Ingham County			Variable	Federal, State, County	Clients	Yes

*ER - Emergency
REC - Recreation

TABLE 20 (continued)

Agencies	Vehicles				Client Trips That Need			Out-County Travel	Total Client 1-Way Daily Trips	Vehicle Daily Trips	Vehicle Utilization	Annual Budget for Transp	Cost/Client Trip	Vehicle Condition
	Car	Small Bus	Lift ¹ Equip	Leased, Owned or Used	Car	Group Travel	Special Equipment							
<u>Privately Funded</u>														
Family and Child Serv	1			U	5	-	-	1	5	3	NA	\$ 1,500*	\$3.85	Fair
Easter Seals		2	1	O	11		4	2	17	14	20-25%	27,290	6.17	Poor
Red Cross	1			O	16		-	3	16	16	30-40%	4,500	1.48	Good
Cristo Rey	2			U	12		-		12	6	NA	6,500	2.08	Fair
<u>Federally Funded</u>														
CAEOC		4		L	20	-	2	28	50	NA	15-25%	54,000	4.15	Good
Friendship Day Care		1		L	85		-	-	85	6	90-100%	1,500*	0.52	Good
Senior Citizens Inc.		2		L	10	100	-	-	110	7	60-75%	35,810	1.25	Good
Northside Athletic		2		O	-	100	-	-	100	10	70-80%	2,300	0.08	Fair
Small Folks Dev. Center		1		O	20	20	-	-	40	6	50-60%	3,000	0.29	Good
Head Start		12		O	800	800	-	-	800	48	30-40%	100,000	0.62	Poor
YWCA		1		O	30	30	-	-	30	4	20-30%	2,000	0.25	Good
Lansing Parks and Rec.		1	1	O	-	-	6	-	6	1	8-10%	1,440	0.93	Good
<u>State Funded</u>														
Michigan School for Blind	2			L	24	5	-	-	24	7	20-25%	2,400*	1.44	Good
Community Mental Health		6		L	20	120	20	80	240	25	30-50%	82,180	1.31	Good
CATA		2	2	O	6	-	4	-	10	10	4-5%	26,000	13.40	Good

*excluding cost of staff time to transport clients

¹included in small bus column also

Source: Transportation Services Integration Project Final Report

transportation programs serve a daily average of over 1,500 one-way person trips, utilizing a fleet of some 40 vehicles. The combined annual transportation budget for these agencies, excluding public and private expenditures for transportation related to education, was \$350,420. Most of the agencies surveyed provided transportation only on weekdays; evening and weekend service is very limited. All of the agencies are dependent upon federal, state, or local funds or private donations for support of their transportation costs. Approximately half of the agencies serve only persons who meet certain eligibility criteria.

The agencies were found to be generally small in terms of their client market with 60 percent of the agencies serving only 13 percent of the total clients transported. Most agencies had fewer than six vehicles and the vehicles operated by these agencies were used extensively. Service costs were found to range from \$1.00 to \$4.00 per client per week and from \$0.25 to \$0.50 per mile. The average trip length was approximately eight miles.

The survey revealed that, as a general rule, transportation service provided to agency clients in the greater Lansing area was significantly less expensive per client than service to clients in outlying areas of the region. Additionally, the vast majority of human service agency or 'special' transportation was found to be provided within Ingham County (especially the Lansing metropolitan area) with only token service provided in Clinton and Eaton counties. In summary, the survey results showed that earlier suspicions were correct and that special transportation in the region was characterized by overlapping and duplication of service areas, under-utilization of vehicles by some agencies, duplication of management efforts, and a lack of uniformity and equity in service availability. It appears that significant service improvements or cost economies could be achieved through the coordination of services or integration under a single management structure.

Phase III of the study was devoted to creation and consideration of service level alternatives. A total of 21 alternatives were developed based on seven categories of service. The categories were created in such a manner as to provide increasing demand satisfaction and regional geographic coverage. The seven basic categories were:

- (1) Maintain the existing supply of special transportation service in the region.
- (2) Establish an integrated and coordinated operation of the special transportation service of existing agencies.
- (3) Establish an integrated and coordinated operation of the special transportation service of existing agencies to effect a minimal level of regional coverage on a periodic schedule.
- (4) Expand CATA service in the urbanized area and establish an integrated and coordinated operation of the special transportation service of existing agencies in the urbanized area.
- (5) Establish an integrated and coordinated system of county level and urbanized area subsystems.
- (6) Expand CATA service to several outlying areas and establish an integrated and coordinated operation of existing transportation service.
- (7) Establish a fully integrated and coordinated special transportation system at the regional level.

The alternatives were evaluated according to several criteria including cost (annual capital, operating, personnel and overhead), percent of satisfied demand, cost per trip, service area coverage and subsidy required. The analysis of these

alternatives was compiled in the Phase IV study report which was distributed to area human service and governmental agencies. Presentations on the findings were also made to the county boards of commissioners and interested private and public organizations. The general public was invited to attend a meeting to discuss and comment upon the alternatives.

The Phase IV study report recommended that an implementation plan be created reflecting a combination of alternatives. The two basic implementation activities would be:

- (1) Coordination and integration of services in the Lansing urbanized area.
- (2) County level systems providing at least a minimum level of service to the transportation disadvantaged population of the region.

This dual approach was suggested due to the realization that, while a large number of agencies were involved in duplicative and uncoordinated transportation provision in the Lansing urbanized area, transportation was inadequate or nonexistent in most rural areas of the region. While one portion of the region required service coordination, the other required service initiation.

Phase V of the study involved the creation of two implementation strategies; one for the Lansing urbanized area and the other for the county level system. The implementation strategy for the Lansing urbanized area centered on the establishment of a central coordinating agency (CCA), and the extensive utilization of subsidized taxi service for the transportation disadvantaged. The implementation plan was intended to test the cost effectiveness of utilizing taxis for client transportation in the core and fringe portions of the urbanized area and to consolidate the transportation services of a selected subset of human service agencies: Easter

Seals Society, Community Mental Health, Office of Economic Opportunity, and the SPECTRAN program of the Capital Area Transportation Authority (a demand-responsive program using lift-equipped small vehicles to transport elderly and handicapped persons who could not use regular line-haul buses). These agencies provide transportation for a major percentage of the target transportation disadvantaged population. Other agencies without vehicles, or agencies desiring to transfer their operations to the central coordinating agency, would participate by purchasing service for their clients from the CCA.

One of the findings of the study was that taxis were able to provide the most cost effective demand-responsive service for individuals who could use them, as compared to the cost of service by special transportation agencies or public transportation authorities. Table 21 illustrates the cost comparisons for the Lansing area which led to the conclusion.

Table 21. Special Transportation Cost Comparison

Provider	Coverage Cost Per One-Way Trip
Taxi Cabs	\$1.75-\$3.54
Human Service Agencies	\$ 3.85
SPECTRAN	\$13.40

In addition to subsidized taxi service, the existing fleet of small buses and vans in the area would be devoted to group trips for clients and to transport those individuals who could not use the taxi system due to accessibility barriers. The central coordinating agency would be responsible for coordinating this aspect of the plan. The central coordinating agency was to perform the following functions:

- (a) Establish a centralized scheduling procedure and dispatching mechanism.
- (b) Enter into contractual agreements with human service agencies to enable the CCA to:
 - o schedule the vehicles of the agencies as determined by client need.
 - o receive the budget allocations for transportation from the human service agencies at the beginning of the period during which transportation is provided.
 - o reimburse the cost of operation of the agency's vehicles.
 - o maintain vehicles.
- (c) Provide centralized management of the entire human service agency transportation fleet, though not holding title to the vehicles.

The study proposed to seek 100 percent funding of the first year costs of the program through a demonstration grant from the State of Michigan. Table 22 provides the proposed first year budget for the program (six months start up plus 12 months operation).

The sequence of events leading to TSIP implementation in the Lansing urbanized area was to occur in the following manner:

Step 1 Designation of the coordinating agency

- (a) Approval of CATA as the central coordinating agency in the Lansing area is required from the Tri-County Planning Commission, the cities of Lansing and East Lansing and the townships of Lansing and Meridian, and participating agencies including Easter Seals, Office of Economic Opportunity and Community Mental Health.

TABLE 22
 Transportation Services Integration Project
 Proposed First Year Budget

	<u>12 Months</u>	<u>18 Months</u>
<u>Staff</u>		
Project Supervisor	\$16,000	\$ 24,000
Scheduling and Dispatching	\$12,000	\$ 12,000
Secretarial	\$15,000	\$ 22,500
Local Planning Assistance	\$18,000	\$ 18,000
Sub-Total		<u>\$ 76,500</u>
<u>Supplies</u>		
Telephone	\$ 3,000	\$ 3,000
Radios	\$18,000	\$ 18,000
Set Up Costs	\$ 5,000	\$ 5,000
Marketing	\$ 8,000	\$ 8,000
Miscellaneous	\$ 3,000	\$ 4,500
Sub-Total		<u>\$ 38,500</u>
<u>Subsidy</u>		
Total cost of 200 trips per day by taxi @ \$3.50 maximum average cost for 300 days, less anticipated revenues.		<u>\$123,000</u>
Total 18 Month Program Cost		<u>\$238,000</u>

Source: Transportation Services Integration Project Final Report

- (b) Approval by CATA Board to accept the role of the Central Coordinating Agency and to provide service to participating agencies on a fee basis and under contractual arrangements.

Step 2 Secure participatory agreements between CCA and participating agencies.

- (a) Agreements to provide service scheduled and dispatched by CCA.
- (b) Agreements to provide drivers and vehicles for scheduling and dispatching by CCA.
- (c) Agreements providing that CATA will coordinate, schedule and arrange in an economic, efficient and effective way, transportation services to the clients for reimbursement and that CATA will arrange to provide by contract with private operators or provide transportation services for fee when useful life of vans has expired.
- (d) Secure funding commitments from local governmental units for local match need for subsidy grants.

Step 3 CCA to apply for demonstration grant and receive grant.

Step 4 Set up central coordinating agency.

The out-county portion of the TSIP implementation plan called for the establishment of scheduling and operating centers located in the seats of Clinton, Eaton and Ingham counties. Each county was to have three lift-equipped small buses, scheduled and dispatched by each center. These vehicles were to operate in areas currently without service, providing a total of 210 one-way trips per day in each county. The total annual cost of service in each county was estimated to be \$138,200. Implementation of the county level systems was to occur according to the following sequence of activities:

Step 1 Designation of the county level coordinating and operating agency.

- (a) Approval of CATA as the recipient of grant funds and approval of a county level coordinating and operating agency is required from the Tri-County Planning Commission and the county governments in Clinton, Eaton and Ingham counties. It is also necessary that approval from the various local cities and townships receiving service be obtained.
- (b) Approval by CATA to accept the role of grant recipient and to pass grants through to operating agency for the county level subsystems.
- (c) Approval by an agency to accept the role of a county level coordinating, dispatching and operating agency.

Step 2 Apply for demonstration grant and receive funds.

Step 3 Establish county level coordinating and operation agency.

- (a) Hiring and training of personnel.
- (b) Purchase equipment.
- (c) Set up operating system.
- (d) Apply for capital and operating grants for next year.

Step 4 Commence service operation.

- (a) Monitor origin-destination patterns.
- (b) Monitor client trips.
- (c) Monitor costs.

Step 5 Provide for system expansion

- (a) Develop criteria for service expansion.
- (b) Determine basis for cost sharing for fee service to clients.

The final TSIP report was presented to local governmental units during February, March, and April of 1976 and received the endorsement and support of the Lansing City Council and the majority of human service agencies in the region. The reaction by the City of East Lansing and the various county boards of commissioners, while not entirely negative, could best be described as indicating guarded interest. By summer of 1978, some two years later, no significant progress has been achieved toward TSIP implementation. Several major factors have contributed to this lack of progress and deserve attention.

The study called for the public transportation authority in the Lansing area, CATA, to assume a major leadership role in coordinating services and to act as the central coordinating agency. CATA officials may have felt publicly pressured to agree to this function while privately harboring reservations regarding the magnitude of the project and associated demands on staff time and other resources. In simple language, TSIP may well have been perceived by CATA as a potentially over-demanding sub-activity which could be a detriment to CATA's main responsibility to provide general public transportation, i.e., fixed-route bus service, in the Lansing area. CATA officials seemed to feel that special transportation was perhaps best left in the hands of the individual human service agencies.^{2/} As a result of these attitudinal barriers, CATA has not provided the leadership in the community essential to TSIP implementation.

^{2/} The use of the term "special" transportation throughout the study is unfortunate. It implies that the transportation provided to clients of human service agencies is outside the realm of public transportation responsibility. Additionally, it implies that human service agency clients are not a part of the general 'public' that the transportation authority is charged to serve.

CATA officials have voiced concern over potential negative reaction by the transit employee's union should non-CATA drivers be involved in a coordination effort managed by CATA. However, when questioned about their interaction with the union on the issue, it was learned that CATA personnel had not discussed the issue with the union to ascertain potential reaction, nor had CATA sought input from other transportation authorities participating in coordination projects, e.g., the Grand Rapids Area Transportation Authority is managing one of five nationwide HEW coordination pilot projects.

A second major barrier to TSIP implementation is related to state legislation and funding availability. In October 1978, the Michigan legislature placed a moratorium on the purchase of public transportation vehicles until such time as the issue of vehicle accessibility could be resolved. This moratorium was not lifted until May 1978 when the Governor signed P.A. 140. This Act provides that all vehicles in fixed-route service will be accessible to wheelchair users and other handicappers and that systems providing demand-responsive service submit an accessibility plan justifying their percentage of accessible vehicles. The entire issue of accessibility for seniors and handicappers was a source of confusion for transportation planners and providers and impeded progress toward TSIP implementation. Additionally, the state does not have an approved transportation funding mechanism. The Michigan Department of State Highways and Transportation has functioned under a 'continuation' budget for over half the 1977-78 fiscal year and no additional funds for demonstration projects such as TSIP were available.

A third barrier to implementation relates to the geographic and political characteristics of the project area. As in southwestern Michigan, there is a diversity of governmental units and political interests in Region VI which make it difficult to achieve the political unanimity necessary to implement a coordination project.

TSIP called for coordination of providers in the greater Lansing area, while also recommending service initiation in the rural areas of three separate counties. The added dimension of service initiation may have confused decision-makers or made them feel that an attempt was being made to 'force' public transportation on their area. It might have been advisable to postpone the issue of out-county service until coordination of existing services in the greater Lansing area had been achieved.

Additional hindrances to project implementation relate to human service agency concerns for client needs. Most human service agencies are, and perhaps should be, advocates for the clients they serve. TSIP tended to treat 'special' transportation as a general entity in the area, without fully examining or addressing the transportation requirements of agencies or clients on an individual basis. Rather, it was assumed that taxi service could accommodate a majority of these transportation requirements.^{3/} Some agencies may have felt that insufficient assurance existed that the needs of their clients would be met. This concern should not be confused with the 'turfism' exhibited by some agencies; it stems more from legitimate concern for clients than selfish motivation. Other agencies in the area, such as the Head Start program, transport clients who require an element of supervisory or custodial care during transport, i.e., young children, mentally impaired persons, etc., for whom taxi service is an unacceptable mode.

The TSIP study reflects a tremendous amount of time and effort. It was perhaps as thorough an effort as possible given the magnitude of the study area and financial/time limitations. Aside from the previously listed barriers, failure

^{3/} It should be noted that local taxi operators exhibited a high degree of interest in the study and were quite vocal in their efforts to assure that they were fairly considered in the study recommendations.

to achieve TSIP implementation again illustrates the point that 'outsiders' can not prompt coordination to occur. Ultimately, the initiative must come from those persons and agencies actually involved in services delivery at the local level. If state demonstration funding should become available, the possibility does exist that TSIP could be resurrected. However, the prime initiative must originate from the human service agencies in conjunction with political decision-makers.

VI. POLICY AND LEGISLATION REVIEW

VI. POLICY AND LEGISLATION REVIEW

Table 23 illustrates the magnitude of HEW administered programs which allow expenditures for transportation as a program component. The table indicates enabling legislation, programs established by the legislation, the HEW office administering a specific program, and the Michigan department and local agency receiving program funds. Where a horizontal arrow appears in the state department column, a direct federal-local funding relationship exists. Although all of the programs listed in the table allow expenditures for transportation, many of the programs' funds are not used for transportation purposes in Michigan. In this case, the program is designated as having no transportation element. Where interviews or documents have revealed that client transportation is being funded by a particular program, or program funding use is discretionary to the point that it cannot be ascertained that no transportation is funded by a particular program, the table traces the funding flow from HEW to the state (where applicable), to the local agency.

It is important to note that there are seven sets of governmental/agency relationships reflected in the table:

- o Relationships among major HEW Offices.
- o HEW -- state relationships.
- o HEW -- state-local relationships.
- o HEW -- local relationships.
- o Relationships between state departments and agencies.
- o State -- local relationships.
- o Relationships between local agencies.

TABLE 23

NEW CLIENT TRANSPORTATION PROGRAMS AND FUNDING PATTERNS

FEDERAL LEGISLATION	PROGRAM TITLE	NEW OFFICE ADMINISTERING PROGRAM	MICHIGAN DEPARTMENT ADMINISTERING PROGRAM	LOCAL FUNDING RECIPIENT
Adult Education Act	1. Adult Education Basic Grants	1. Office of Education	1. Education	1. No Transportation Element
Vocational Education Act	1. Voc. Ed. Basic Grants 2. Voc. Ed. Cooperative Education 3. Voc. Ed. Research 4. Voc. Ed. Special Needs 5. Voc. Ed. Innovation	1. Office of Education 2. Office of Education 3. Office of Education 4. Office of Education 5. Office of Education	1. Education 2. Education 3. Education 4. Education 5. Education	1. No Transportation Element 2. No Transportation Element 3. No Transportation Element 4. No Transportation Element 5. No Transportation Element
Elementary and Secondary Education Act	1. Ed. Deprived Children/Handicapped 2. Ed. Deprived Children/Local Ed. Agency 3. Ed. Deprived Children/Migrants 4. Neglected or Delinquent Children 5. Ed. Deprived/Special Incentive Grants 6. Career Education	1. Office of Education 2. Office of Education 3. Office of Education 4. Office of Education 5. Office of Education 6. Office of Education	1. Education ↓ Mental Health 2. Education 3. Education 4. Education 5. Education 6. Education	1. Local or Intermediate School Districts State Institutions 2. Local School District 3. Local School District 4. No Transportation Element 5. Local School District 6. No Transportation Element
Education of the Handicapped Act	1. Handicapped Early Child Assistance 2. Handicapped Innovation: Deaf/Blind Centers 3. Handicapped Preschool and School Programs 4. Severely Handicapped Children	1. Office of Education 2. Office of Education 3. Office of Education 4. Office of Education	1. Education 2. Education 3. Education 4. Education	1. No Transportation Element 2. No Transportation Element 3. No Transportation Element 4. No Transportation Element

TABLE 23 (continued)

NEW CLIENT TRANSPORTATION PROGRAMS AND FUNDING PATTERNS

FEDERAL LEGISLATION	PROGRAM TITLE	HEW OFFICE ADMINISTERING PROGRAM	MICHIGAN DEPARTMENT ADMINISTERING PROGRAM	LOCAL FUNDING RECIPIENT
Head Start Follow-Through Act	1. Follow-Through	1. Office of Education	1. Education	1. Local School District
Higher Education Act	1. Special Services Disadvantaged Students 2. Talent Search 3. Upward Bound	1. Office of Education 2. Office of Education 3. Office of Education	1. _____ 2. _____ 3. _____	1. Colleges and Universities 2. Colleges and Universities 3. Colleges and Universities
Indian Education Act	1. Indian Education Grants to Local Agencies 2. Indian Education Special Programs 3. Indian Education Adult Education 4. Indian Education Grants to Non-Local Agencies	1. Office of Education 2. Office of Education 3. Office of Education 4. Office of Education	1. Education 2. Education 3. Education 4. Education	1. Local School District 2. Local School District 3. No Transportation Element 4. No Transportation Element
Community Services Act	1. Child Development Head-Start 2. Native American Programs	1. Office of Human Development 2. Office of Human Development	1. _____ 2. Management and Budget	1. Local School District or Community Action Agencies 2. No Transportation Element
Juvenile Justice and Delinquency Prevention Act	1. Runaway Youth	1. Office of Human Development	1. Social Services	1. County Department of Social Services

TABLE 23 (continued)

HEW CLIENT TRANSPORTATION PROGRAMS AND FUNDING PATTERNS

FEDERAL LEGISLATION	PROGRAM TITLE	HEW OFFICE ADMINISTERING PROGRAM	MICHIGAN DEPARTMENT ADMINISTERING PROGRAM	LOCAL FUNDING RECIPIENT
Vocational Rehabilitation Act	1. Rehabilitation Services Basic Support	1. Office of Human Development	1. Education	1. Vocational Rehabilitation Counselors, Non-Profit Rehabilitation Institutions and Corporations, Individuals
Older Americans Act	1. Aging Special Programs 2. Aging Model Projects 3. Nutrition Programs	1. Office of Human Development 2. Office of Human Development 3. Office of Human Development	1. Management and Budget (Office of Services to the Aging) 2. Management and Budget (Office of Services to the Aging) 3. Management and Budget (Office of Services to the Aging)	1. Area Agencies on Aging Subcontracted to Local Non-Profit Agencies 2. Area Agencies on Aging Subcontracted to Local Non-Profit Agencies 3. Area Agencies on Aging Subcontracted to Local Non-Profit Agencies
Social Security Act	1. Vocational Rehabilitation (Social Security Disability) 2. Vocational Rehabilitation 3. Crippled Child Services 4. Maternal & Child Health	1. Office of Human Development 2. Office of Human Development 3. Public Health Service 4. Public Health Service	1. Education 2. Education 3. Public Health 4. Public Health	1. Vocational Rehabilitation Counselors, Non-Profit Institutions and Corporations, Individuals 2. Vocational Rehabilitation Counselors, Non-Profit Institutions and Corporations, Individuals 3. Contracted Providers 4. Local Health Department

TABLE 23 (continued)

HEW CLIENT TRANSPORTATION PROGRAMS AND FUNDING PATTERNS


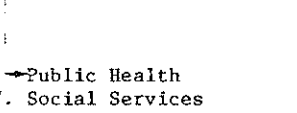
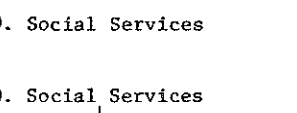
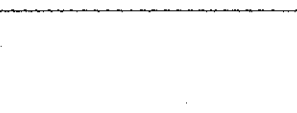
FEDERAL LEGISLATION	PROGRAM TITLE	HEW OFFICE ADMINISTERING PROGRAM	MICHIGAN DEPARTMENT ADMINISTERING PROGRAM	LOCAL FUNDING RECIPIENT
Social Security Act (continued)	5. Child Welfare Services	5. Social and Rehabilitation Service	5. Social Services	5. County Department of Social Services
	6. Medicaid	6. Social and Rehabilitation Service	6. Social Services	6. County Department of Social Services
				For-Profit or Non-Profit Ambulance Services
			Mental Health	Payments to Individuals
				County Community Mental Health Programs
			Public Health	State Institutions
	7. WIN Program Child Support	7. Social and Rehabilitation Service	7. Social Services	Local Health Department
	8. Public Assistance Social Services	8. Social and Rehabilitation Service	8. Social Services	7. Various Day Care Providers and Payments to Individuals
				8. County Department of Social Services
			Mental Health	County Community Mental Health Programs
9. Public Assistance Maintenance Services	9. Social and Rehabilitation Service	9. Social Services	9. County Department of Social Services	
10. Low-Income Public Assistance Social Services	10. Social and Rehabilitation Service	10. Social Services	10. County Department of Social Services	
			County Community Mental Health Programs	
		Mental Health		

TABLE 23 (continued)

HEW CLIENT TRANSPORTATION PROGRAMS AND FUNDING PATTERNS

FEDERAL LEGISLATION	PROGRAM TITLE	HEW OFFICE ADMINISTERING PROGRAM	MICHIGAN DEPARTMENT ADMINISTERING PROGRAM	LOCAL FUNDING RECIPIENT
Drug Abuse Treatment Act	1. Drug Abuse Community Services 2. Drug Abuse Prevention Formula Grants	1. Public Health Service 2. Public Health Service	1. Public Health OR 2. Public Health	1. Local Provider of Substance Abuse Services 2. Local Provider of Substance Abuse Services or Local Substance Abuse Coordinating Agency ↓ Local Health Department
Public Health Service Act	1. Mental Health Hospital Improvement Grants 2. Disease Control Project Grants 3. Comprehensive Public Health Formula Grants 4. Family Planning Projects 5. Community Health Centers 6. Migrant Health Grants 7. Cancer Centers Support	1. Public Health Service 2. Public Health Service 3. Public Health Service 4. Public Health Service 5. Public Health Service 6. Public Health Service 7. Public Health Service	1. Mental Health 2. Public Health 3. Public Health 4. Public Health 5. Public Health 6. 7.	1. No Transportation Element 2. No Transportation Element 3. No Transportation Element 4. No Transportation Element 5. No Transportation Element 6. No Transportation Element 7. No Transportation Element
Narcotic Addiction Rehabilitation Act	1. Narcotic Rehabilitation Contracts	1. Public Health Service	1. Public Health	1. No Transportation Element
Community Mental Health Construction Act	1. Community Mental Health Centers Staff & Construction	1. Public Health Service	1. Mental Health	1. No Transportation Element

TABLE 23 (continued)

HEW CLIENT TRANSPORTATION PROGRAMS AND FUNDING PATTERNS

FEDERAL LEGISLATION	PROGRAM TITLE	HEW OFFICE ADMINISTERING PROGRAM	MICHIGAN DEPARTMENT ADMINISTERING PROGRAM	LOCAL FUNDING RECIPIENT
Alcohol Abuse Act	<ol style="list-style-type: none"> 1. Alcohol Demonstration Programs 2. Alcohol Formula Grants 3. Special Alcohol Projects 	<ol style="list-style-type: none"> 1. Public Health Service 2. Public Health Service 3. Public Health Service 	<ol style="list-style-type: none"> 1. Public Health OR 2. Public Health 3. 	<ol style="list-style-type: none"> 1. Local Provider of Substance Abuse Services 2. Local Substance Abuse Coordinating Agency Substance Abuse Service Provider 3. Local Health Department Local Provider of Substance Abuse Services
Community Mental Health Act	<ol style="list-style-type: none"> 1. Mental Health Child Services 2. Community Mental Health Centers Services Support 	<ol style="list-style-type: none"> 1. Public Health Service 2. Public Health Service 	<ol style="list-style-type: none"> 1. Mental Health 2. Mental Health 	<ol style="list-style-type: none"> 1. No Transportation Element 2. County Community Mental Health Programs
Lead-Based Paint Poisoning Prevention Act	<ol style="list-style-type: none"> 1. Lead Poisoning Control 	<ol style="list-style-type: none"> 1. Public Health Service 	<ol style="list-style-type: none"> 1. Public Health 	<ol style="list-style-type: none"> 1. No Transportation Element
Developmental Disabilities Act	<ol style="list-style-type: none"> 1. Developmental Disabilities Basic Support 2. Developmental Disabilities Special Projects 3. Developmental Disabilities University Facilities 	<ol style="list-style-type: none"> 1. Office of Human Development 2. Office of Human Development 3. Office of Human Development 	<ol style="list-style-type: none"> 1. Mental Health 2. Mental Health 3. Mental 	<ol style="list-style-type: none"> 1. Developmental Disabilities Contracting Agencies, State Institutions, County Community Mental Health Programs 2. No Transportation Element 3. No Transportation Element

TABLE 23 (continued)

NEW CLIENT TRANSPORTATION PROGRAMS AND FUNDING PATTERNS

FEDERAL LEGISLATION	PROGRAM TITLE	HEW OFFICE ADMINISTERING PROGRAM	MICHIGAN DEPARTMENT ADMINISTERING PROGRAM	LOCAL FUNDING RECIPIENT
Indian Self-Determination Educational Assistance Act	1. Indian Health Centers	1. Public Health Service	1. Public Health	1. No Transportation Element
Emergency Medical Services Systems Act	1. Emergency Medical Services	1. Public Health Service	1. Public Health	1. Local Units of Government or Local Health Department
Migrants & Refugees Assistance Act	1. Refugee Assistance: Cuban Refugees 2. Indo-China Refugee Assistance	1. Social and Rehabilitation Service 2. Social and Rehabilitation Service	1. 2.	1. County Department of Social Services 2. County Department of Social Services

Source: Mass Transportation Planning Section, Michigan Department of State Highways and Transportation, based on information contained in Hindrances to Coordinating Transportation of People Participating in Federally Funded Grant Programs, G.A.O., 1977.

An additional relationship regarding client transportation could possibly be drawn between HEW and other federal departments administering transportation funds. This intricate network of relationships creates a potential for communication difficulties, misinterpretation and confusion.

A review of federal regulations establishing and governing transportation programs does not indicate the existence of significant barriers to the coordination of transportation services. Instead, many of these regulations specifically allow and encourage a coordinated approach to service provision.

The Older Americans Act of 1965, as amended, contains language specifically encouraging coordination. The Administration on Aging, established by this Act, is charged to "... provide for the coordination of Federal programs and activities" and to "... coordinate, and assist in, the planning and development by public and non-profit organizations of programs for older persons, with a view to the establishment of a nationwide network of comprehensive, coordinated services and opportunities for such persons". Transportation is one of the eligible services allowed under the Act. The Act calls for state and local agencies to "... concentrate resources in order to develop greater capacity and foster the development of comprehensive and coordinated service systems". The Act also authorizes area agencies on aging or state agencies on aging to enter into agreements with agencies administering programs under the Rehabilitation Act of 1973 and under titles VI, XIX, and XX of the Social Security Act. The Act also requires state agencies to give priority to transportation implementation projects in areas where public transportation service does not exist or is insufficient. In summary, the Older Americans Act is an exemplary statute in terms of its attention to and encouragement of the coordination of transportation resources.

The Community Services Act of 1974 is intended to assist low-income individuals and families. The coordination of resources is stressed throughout the Act. The Head Start Program authorized by Title V of the Act has funded a significant amount of transportation in Michigan. Although no coordination barriers are evident in this Act or the Head Start Program regulations, the administrative/organizational methods for Head Start are problematic. HEW allocates Head Start funds directly to local school districts or community action agencies in Michigan; no state agency is involved in the program. State efforts to coordinate transportation resources are made more difficult when there is no state agency involved in the program. Additionally, the state cannot assist Head Start agencies in coordinating their transportation services nor can the state answer technical/legal questions regarding multiple use of vehicles funded through Head Start monies. Admittedly, it may be advantageous in certain situations to bypass the state bureaucracy and establish a direct federal-local funding relationship. However, when this occurs, at least one individual or agency at the state level should be well versed in the program and be available to brief state and local agencies about the particular aspects of the program. The underlying message is that when a federal-state funding relationship does not exist, a professional relationship between federal and state agencies is still necessary.

The Rehabilitation Act of 1973 expressly allows transportation to be provided as a service to handicapped individuals. Although the act contains no perceivable barriers to coordination, it does not emphasize coordination as a desirable activity. States are allowed to consolidate state plans required by the Rehabilitation Act with plans required for Developmental Disabilities Services. However, this is seemingly out of concern more for the state's convenience than to encourage or require coordination. The encouragement of coordination activities should be explicit and not treated in a subtle manner.

Titles XIX and XX of the Social Security Act provide social services and medical assistance to low income individuals and families. These titles imply coordinative activities but fail to stress them in a specific manner. Both titles possess potential barriers to coordination since they contain stringent client eligibility requirements, funding matching requirements and generally allow little program flexibility. The Medicaid program contains restrictions regarding not only clients but the type of transportation, i.e., for medical purposes only.

Most important to a discussion of federal legislation is that review of the aforementioned legislation and many other statutes has not revealed a single instance where the coordination of transportation resources is expressly forbidden.^{4/}

^{4/} Two other reports, Statutory Barriers to Coordination by Dolores Cutler, Ecosometrics, Inc., 1978 and Hindrances to Coordinating Transportation of People Participating in Federally Funded Grant Programs, G.A.O., 1977, have also reached this conclusion.

VII. RECOMMENDATIONS

VII. RECOMMENDATIONS

- (1) HEW should establish a transportation coordinating unit within that organization. HEW administers some 65 federal programs which provide for client transportation, established by 23 separate federal statutes and controlled by four distinct offices within the Department. It would be unreasonable to assume that a separate office should be established for every issue area that the Department of Health, Education, and Welfare encounters. However, given the catalytic nature of transportation, i.e., as a vital support activity to a multitude of programs, and the potential discovery of staggering expenditures devoted to this support activity, the creation of a central transportation evaluation and information unit appears highly desirable. Such a unit can be especially valuable to states and local units desiring clarification and information regarding program transportation elements. Additionally, consistent and timely management decision-making within HEW on transportation issues would be facilitated.

- (2) HEW should examine the feasibility of consolidating transportation allocations for all its programs into a single transportation account. Management decisions regarding transportation project funding prioritization and future funding requirements could possibly be enhanced by such action. It would require each local agency providing client transportation, from Head Start to senior citizen nutrition programs, to request transportation from a single funding source; treating transportation as a separate program and requiring a separate grant application which would detail the agency's transportation program, resources, and budget requirements.

- (3) HEW should actively seek to change certain attitudes and perceptions of client transportation. The client transportation provided by human service agencies is too often viewed as a community transportation element which is beyond the scope and responsibility of the public transportation providing agency. The public providers frequently fear that becoming involved in transporting agency clients will be detrimental to their greater responsibility to serve the 'general' public; ignoring the fact that human service agency clients are also members of this general public.

Some Michigan human service agencies have had negative experiences in attempting to utilize public transportation service for client transportation. A particular problem has been the practice of charging charter fare rates to these agencies or insisting that human service clients (in a formal arrangement for transportation) pay fares which recoup a greater percentage of the actual per person trip cost than do fares charged to the general public. This practice is questionable given the mandate of the Urban Mass Transportation Administration (UMTA) that public transportation operators provide non-discriminatory service to elderly, handicapped, and other transportation disadvantaged persons. It would be desirable for UMTA to restate and clarify its intent; assuring that discriminatory practices against agency clients do not occur. HEW should both request that UMTA initiate such an effort and should offer to assist.

- (4) HEW should support current efforts to improve the human service transportation insurance dilemma. Many agencies contacted during the course of this study expressed a high degree of concern regarding insurance difficulties for transportation programs. These concerns relate primarily to the availability and cost of insurance, restrictions imposed by insurance companies (especially age

of drivers, mixing clients of several programs, charging of fares, and areas of vehicle operation), and the confusing technical 'legalese' common to insurance policies. Human service transportation is a relatively new entity and one with which many insurance companies have had little or no prior experience. Some companies are reluctant to insure transportation operations without sufficient prior loss experience upon which to evaluate risks. Federal direction and initiative in the area of social service transportation insurance would enable local agencies and insurance companies to more satisfactorily deal with this problem.

(5) Federally required service regions in Michigan should be consolidated.

Michigan has a multitude of geographic service areas established to meet requirements of various federal enabling legislation. There are service areas or regions for aging programs, mental health programs, the departments of Social Services, Public Health, Labor, and a wide variety of other agencies or programs. In addition, the state is divided into 14 "planning and development regions" established by the governor. Local coordination efforts among agencies can be hindered when each agency has a unique geographic area of responsibility.

(6) Federal programs which allow client transportation as an eligible item should

detail the stipulations for such transportation. Frequently, local agencies must rely upon their own interpretation of legislation and associated regulations published in the Federal Register in deciding what allowances and restrictions accompany client transportation under a given federal program. This situation could be improved if HEW and other federal agencies would provide a clearly worded, concise description of the provisions and restrictions pertaining to each program which has a transportation element. Such a

description should deal specifically with such topics as shared use of vehicles, pooling of transportation funds, purchase of service from other providers and other related issues which may affect coordination efforts.

- (7) Contractual transportation agreements between human service agencies and transportation providers should not always be required. Local agency managers should have flexibility in determining which client transportation option can best meet agency requirements in a cost efficient manner. State or federal insistence on contractual transportation arrangements can hamper such flexibility. Public transportation agencies frequently demand charter fare rates for contractual transportation of clients. These rates are usually significantly higher than the fare charged to the 'general public.' Local agency control allows each agency to designate program and transportation providers as it deems appropriate and to shop for the best client transportation rates.
- (8) The State of Michigan should develop a uniform transportation cost accounting system. This recommendation first appeared in the Interim Findings and Recommendations of the Governor's Interagency Transportation Coordinating Council, released in January, 1976. The council found that there was not a coordinated system of maintaining state level data on transportation expenditures. Additionally, no single agency in state government was responsible for maintaining comprehensive information on both client transportation and public transportation funding, usage, and availability.^{5/} Uniform transportation accounting and budgeting procedures are essential to decisions required to coordinate the allocation of state and federal transportation resources in Michigan.

^{5/} Since this report was issued, the governor has created such an agency. Executive Directive 1977-3 established the Interagency Transportation Coordinating Section within the Michigan Department of State Highways and Transportation.

Table 24, excerpted from the 1976 interim report, illustrates the magnitude of transportation expenditures in Michigan for fiscal year 1976. Many of the program expenditure totals provided in the table were based solely on agency estimates and could not be verified. Additionally, it is almost certain that programs with transportation expenditures were not identified. Even with these limitations, over \$171 million in state client, school, and public transportation expenditures were found in FY 1976.

If a thorough analysis of state transportation expenditures could be accomplished, the results might be very impressive. An illustrative case is the AFDC (Aid to Families with Dependent Children) program administered by the Department of Social Services. In fiscal year 1977, \$688.8 million were expended in Michigan by the AFDC program. These funds were received by 629,700 individuals constituting 196,000 cases; an average of 3.2 individuals per case (family). Individuals receiving AFDC monies are granted \$64 per month per person for personal needs allowance. This allowance is intended to support such essentials as food, clothing and transportation. Actual use of the funds for personal needs is discretionary on the part of each individual.^{6/} By approximation, however, one may attempt to ascertain the magnitude of transportation expenditures funded by this program.

The federal Bureau of Labor Statistics publishes an annual report detailing hypothetical annual family budgets and comparative indices that can be used to compare the cost of these budgets in selected urban areas. For a family of four in Detroit in the fall of 1976, the lowest budget (assumed total family income for the year) was \$9,865. Of this total hypothetical income,

^{6/} Personal needs is one of four major categories of AFDC benefits. The others, rent, heating fuel, and utilities, are treated as separate items and specific additional funds are allocated to a family for these purposes.

TABLE 24

MICHIGAN PUBLIC TRANSPORTATION EXPENDITURES
FISCAL YEAR 1976

	FEDERAL	STATE	TOTAL
Department of Social Service			
Adult Conveyance (Title XX)	\$ 50,250	\$ 16,750	\$ 67,000
Youth Conveyance (Title XX)	46,500	15,500	62,000
Payments to Volunteers (Title XX)	637,500	212,500	850,000
Early Health Screening (Title XIX)	30,000	30,000	60,000
Sheltered Workshops (Title XX)	926,175	308,725	1,234,900
General Assistance		1,500,000	1,500,000
Medical Assistance (Title XIX)	1,005,925	1,005,925	2,011,850
Assistance Payments - ADC (Title IVA) ^{1/}			
Subtotal	\$ 2,696,350	\$ 3,089,400	\$ 5,785,750
Department of Education			
Regular Education	\$	\$ 52,100,000	\$ 52,100,000
Special Education		9,000,000	9,000,000
Contractual Services		1,000,000	1,000,000
Vocational Education		3,200,000	3,200,000
In City Services		5,200,000	5,200,000
Vocational Rehabilitation (SST)	54,263		54,263
Vocational Rehabilitation (SSTP)	143,149		143,149
Vocational Rehabilitation (Rehabilitation Act 1973)	888,256	222,064	1,110,320
Subtotal	\$ 1,085,668	\$ 70,722,064	\$ 71,807,732
Department of Public Health			
Crippled Children (Title V, Maternal & Child Health and Crippled Children Services, and Title XIX of the Social Security Act)	\$ 124,200	\$ 124,200	\$ 248,400
Detroit Maternal and Infant Care Program (Title V, Maternal & Child Health and Crippled Children Services, and Title XIX of the Social Security Act)	276	1,934	2,210
Developmental Disabilities (P.L. 91-517 -- Developmental Disabilities Services and Facilities Construction Act)	38,117	52,750	90,867
Subtotal	\$ 162,593	\$ 178,884	\$ 341,477
Department of Mental Health^{2/}			
Community Mental Health Services		\$ 1,023,530	\$ 1,023,530
State Facilities		1,187,550	1,187,550
Subtotal		\$ 2,211,080	\$ 2,211,080
Department of Labor			
Community Action Agencies	\$ 6,000	\$ 41,119	\$ 47,119
Head Start	134,589	700	135,289
Subtotal	\$ 140,589	\$ 41,819	\$ 182,408
Office of Services to the Aging			
State and Community Program (Title III, Older Americans Act)	\$ 381,898		\$ 381,898
Nutrition Program (Title VII)	135,208		135,208
Subtotal	\$ 517,106		\$ 517,106
Department of State Highways and Transportation			
Bus Capital	\$16,064,556	\$ 5,935,635	\$ 22,000,191
Demonstration	347,280	405,000	752,280
DART Continuation		427,088	427,088
DART Expansion		1,985,540	1,985,540
Elderly and Handicapped (UMTA - 16(b)(2))	572,000	563,000	1,135,000
Formula Operating Assistance	22,957,000 ^{3/}	10,906,676	33,863,676
Intercity Bus		631,209	631,209
Intracity Transit Improvements		1,275,000	1,275,000
Rail ^{4/}	6,738,934	7,697,758	14,436,692
SEMTA Action Program	2,000,000	9,200,000	11,200,000
100% State Programs		659,000	659,000
Special Programs		126,901	126,901
Water Transport ^{4/}	1,482,000	202,000	1,684,000
Subtotal	\$50,161,770	\$ 40,014,807	\$ 90,176,577
TOTAL	\$54,766,076	\$116,258,054	\$171,022,130

^{1/}Transportation expenses are budgeted in individual ADC grants to clients but no estimate is presently available.

^{2/}Dollars expended specifically exclude any reimbursed funds provided by other non-mental health state or local agencies, and thus do not reflect the total amount of dollars expended for transportation services to mental health centers. Estimates include state and local funding.

^{3/}The total state apportionment of funds for fiscal year 1976 under Section 5 of the National Mass Transportation Assistance Act of 1975 is \$22,957,000. The funds can be used for capital and/or operating assistance in urbanized areas.

^{4/}Passenger service related projects.

Note: The information in this table is based upon available data or estimates provided by each state department.

Source: Mass Transportation Planning Section, Michigan Department of State Highways and Transportation

\$5,270 went for "personal requirements." These personal requirements were broken down as follows:

Food	- \$2,960 (56.2% of personal requirement expenditures)
Clothing	- \$ 811 (15.2%)
Transportation	- \$ 726 (13.8% with no automobile in the family) (986, 18.7% with an auto in the household)
Other Consumption	- \$ 487 (9.2%)
Personal Care	- \$ 286 (5.4%)
Total	<u> </u> \$5,270

The budget percentages of transportation expenditures for this hypothetical family of four can be applied to the AFDC typical case with relative validity. If it is assumed that a particular AFDC family has four persons in the household, they would receive \$64 per person per month, or \$256. This amounts to \$3,072 per family per year for personal needs. If this family spent 13.8 percent of this amount annually for transportation, their annual transportation expenditure would be \$423.94. If an automobile were maintained by this hypothetical family, 18.7 percent of the personal needs allowance would be devoted to transportation, or \$574.46. Applying this hypothetical situation to the entire state case load results in the following:

196,000 cases
x \$423.94 (average annual per case transportation expenditure)
<u> </u>
\$83,092,240 in AFDC transportation expenditures

If auto ownership is assumed for all cases, the following would apply:

196,000 cases
x \$574.46 (average annual per case transportation expenditure)
<u> </u>
\$112,594,160 in AFDC transportation expenditures

Admittedly, these approximations are very crude and the methodology may be subject to questions of statistical validity. However, even if these figures are in error by twice the actual amount expended by AFDC recipients in Michigan for transportation, some \$40 to \$60 million would remain.

The object of this exercise is to illustrate the point that if transportation expenditures of this magnitude can exist without being formally identified, the need for a better system of transportation accounting and budgeting is obvious. It would be desirable for HEW to financially support the creation of such a system in Michigan.

- (9) The State of Michigan should consider the elimination of existing legal restrictions on the subsidization of taxicabs. Subparagraph vi, section 10e.(1) of Public Act 51 of 1951 as amended, states: "Funds for support of taxicab services except as part of a dial-a-ride service shall only be made available to an eligible authority or eligible governmental agency for the purpose of providing transportation services to allow those persons to reach the operation point of public transportation services." ("Those persons" refers to seniors and handicappers.)

This restriction limits the ability of local communities to determine which transportation option best suits local needs and capabilities. It also conflicts with existing Urban Mass Transportation Administration mandates for consideration of paratransit services in the public transportation planning process. Taxis can play an important role in client transportation. To require a local area to establish dial-a-ride service in order to receive state operating subsidy for a taxi sub-element seems overly restrictive.

Four communities in Michigan, Sturgis, St. Joseph, South Haven, and East Lansing subsidize taxi service for senior citizens and handicappers. None of these programs receive state operating assistance. Since these community taxi subsidization programs provide mobility for seniors and handicappers, state financial assistance may be warranted.

- (10) A greater consideration of transportation requirements should be reflected in the location of human service facilities and in the placement of clients. To the extent possible, local service facilities should be centrally located to a majority of clients. Concomitantly, those agencies which have responsibility for the residential placement of clients should avoid, when possible, such practices as the establishment of group living situations in remote rural areas. Understandably, the mainstreaming process must frequently be a gradual one. However, it would be desirable to locate these group residences within more reasonable proximity to service facilities; especially within the legal service areas of public transportation authorities/agencies.
- (11) Human service agencies should be objective in their cost comparisons of alternatives for client transportation. Some agencies are not reflecting the total amount of funds which support their client transportation programs. For example, if a given agency calculates the cost of fuel, maintenance and insurance in their operating budget, but omits the C.E.T.A.^{7/} (or other) funds which pay drivers' salaries, a true cost comparison to public transportation service is not possible since public transportation providers include labor costs in their budget.

^{7/} Comprehensive Employment and Training Act

(12) Human service agencies providing client transportation should be formally included in the transportation planning programs of urbanized areas. For over 15 years, the federal government (specifically, the U.S. Department of Transportation) has required that there be a cooperative, comprehensive, and continuing multi-modal transportation planning process in urbanized areas of the United States. The process calls for the creation of a technical committee in each urbanized area, consisting of local transportation professionals. This committee advises the local policy committee (which consists of elected officials) on the technical aspects of transportation issues in the urbanized area. The policy committee serves as the decision-making body on these issues.

Given the substantial amount of client transportation occurring in urbanized areas, it would seem reasonable to include human service agency representatives on such technical committees. This has generally not been accomplished. For example, the technical committee in the Kalamazoo urbanized area consists of 18 persons. These include professional engineers, planners, local government administrators, the director of Kalamazoo Metro Transit System and the director of the city airport. No representation is provided for agencies involved in client transportation. This is not an uncommon scenario. In Jackson, Michigan, for example, the Region II Community Action Agency has a larger fleet, and transports more passengers annually than the public municipal bus system, yet is not included on the technical committee.

(13) The A-95 review process should be made more effective by fully utilizing the process as a transportation coordinating mechanism. Closer scrutiny of grant applications by A-95 reviewing agencies is necessary. In the absence of a cooperative, local coordinating committee, the A-95 agency may have the only

opportunity to perform an overview function for transportation programs in a particular area. Such perspective and activity is essential to the effective and efficient utilization of transportation resources by local agencies.