

Legal Framework¹

The following is a brief summary of applicable Michigan Constitutional provisions, by Michigan statutes, which authorize intergovernmental cooperation, or joint projects. The summaries of statutes are organized in the following categories:

- Broad Scope/Inter-jurisdictional/Regional Planning and/or Public Service Provision
- Transferring and Sharing of Functions and Responsibilities
- Libraries, Parks and Recreation, and Other Facilities
- Transportation
- Water and Sewer Service Agreements
- Health and Social Services
- Fire and Police Protection
- Environment
- Administration.

Considerations Related to Intergovernmental Agreements

Intergovernmental Agreements are a formal contract or informal understanding between two or more units of government concerning a policy matter or the way in which a function or service will be performed for their mutual benefit. Intergovernmental agreements may be made at the national, state or local level and may take place between governmental units at the same level or at different levels.

¹ This section of the Muskegon Area-Wide Plan discusses the legal framework in Muskegon County and identifies existing laws that authorize planning, economic development, environmental protection and infrastructure provision on an inter-jurisdictional or regional basis in Michigan. It was prepared by Amy Ignash, an MSU Extension staffer working at the Tri-County Regional Planning Commission (TCRPC) in 2001. The second part summarizes and analyzes four organizational structures used in different parts of the United States to provide regional planning and other regionally delivered services. It was prepared by Jack Rozdilsky, an MSU Extension staffer working at TCRPC in 2002.

International or interstate agreements generally concern large-scale issues, such as waterways, ports or air pollution. At the local level it is common for communities to agree to share facilities—such as water supply systems, schools or fire departments—so that better equipment may be purchased or specialized personnel hired. In another type of intergovernmental agreement, a county can provide certain services for its cities, villages and towns on a contractual basis. In a third type of agreement, a number of communities might agree to subscribe to a policy concerning a particular issue (Schultz & Kazen 1984).

There are many types of public planning and public services that can be provided by intergovernmental agreement. Two or more units of government can enter into intergovernmental agreements. Such agreements often result in lower cost and more effective provision of public services – especially where there are significant economies of scale and/or more efficient utilization of staff or other resources.

Municipalities seeking to enter into intergovernmental agreements should first consider whether there are any restraints upon the particular agreement intended. A report by SEMCOG and the Metropolitan Affairs Council details six questions municipalities should consider when “determining the existence of legal authority for proposed agreements for intergovernmental cooperation” (Schultz & Kazen 1984).

1. Does the municipality have the power to undertake this type of activity on its own?
2. Does a statute provide for intergovernmental cooperation for the specific activity in question?
3. If there is no statute authorizing cooperation for the specific activity, is a general statute applicable?

Examples:

- P.A. 35 of 1951 - The Intergovernmental Contracts Between Municipal Corporations Act
 - P.A. 7 of 1967 - The Urban Cooperation Act
 - P.A. 8 of 1967 - The Intergovernmental Transfers of Functions and Responsibilities Act
4. Are there any constitutional or statutory restrictions on the activity aside from provisions relating to the objects or forms of intergovernmental cooperation?
 5. Have the basics of a formal agreement between the parties been provided?
 6. Does the agreement comply with applicable provisions of federal law?

The following are relevant Michigan Constitutional Provisions and a summary of statutes identified as authorizing inter-jurisdictional, metropolitan, regional planning, or other public services.

Michigan Constitutional Provisions

Article 3, § 5 of the Michigan constitution provides that “any governmental authority or any combination thereof may enter into agreements for the performance, financing or execution of their respective functions, with any one or more of the other states, the United States, the Dominion of Canada, or any political subdivision thereof unless otherwise provided in this constitution” (Taylor 2000).

Article 7, § 27 “gives the legislature the power to directly create metropolitan authorities with powers, duties and jurisdiction as the legislature shall provide.

The authorities may be authorized to perform multipurpose functions rather than a single function” (Taylor 2000).

Article 7, § 28 gives the legislature the power to authorize multiple counties, townships, villages or districts, or any combination thereof to enter into agreements with one another or the state for the joint administration and shared costs and responsibility of any function which each would have the power to perform separately, transfer functions or responsibilities to one another upon consent, or to lend credit to one another as provided by law in connection with any authorized publicly owned venture (Taylor 2000).

Michigan Legislative Provisions

The following is a brief summary of statutes authorizing interjurisdictional, metropolitan, or regional approaches to planning or public service provision. Statutes authorizing multiple activities are presented first. Table 1 lists pertinent elements of all the following statutes.

Broad Scope/Interjurisdictional/ Regional Planning and/or Public Service Provision

Public Act 312 of 1929 - The Metropolitan District Act “establishes the authority for any 2 or more cities, villages, townships or any combination thereof to incorporate into a metropolitan district for the purpose of acquiring, owning, operating and maintaining, either within or without their limits, parks or public utilities for supplying sewage disposal, drainage, water or transportation or any combination thereof. Such districts must exist under charter, and a charter commission shall be established. The act applies to cities, villages, and townships (Schultz 1975).

Public Act 281 of 1945 - The Regional Planning Act authorizes two or more local units of government to “create a regional planning commission, whose jurisdiction

shall be limited to a defined area. Its powers include completing research studies, plans and recommendations for physical, social and economic development of the region, publicizing its objectives and activities, advising local units, and acting as a coordinating agency for programs and activities of other public and private agencies. Funding may come from gifts, grants, and local unit allocations.” The act applies to cities, villages, townships, counties, and school districts (Schultz 1975).

Public Act 200 of 1957 - The Intermunicipality Committees Act “permits two or more municipalities to form a committee for ‘studying area governmental problems of mutual interest and concern, including such matters as facility studies on sewers and sewage disposal, water, drains, roads, rubbish and garbage disposal, recreation and parks, and ports, and to formulate recommendations for review and action thereon by the member governing bodies.’” (Taylor 2000). “The results of such studies shall appear in reports, complete with recommendations.” It applies to cities, villages, townships, and charter townships (Schultz 1975).

Public Act 217 of 1957 - The Intercounty Committees Act permits two or more counties to “join together for the purpose of studying area problems.” The joint authority “may fund and staff the committee and may accept gifts and grants from governmental units and from private sources.” It is similar to Public Act 200 of 1957, but applies to only counties (Schultz 1975).

Public Act 46 of 1966 - The County or Regional Economic Development Commission Act allows two or more contiguous counties, by approval of their boards of commissioners, to “establish a regional economic development commission, which shall be an agency of the

region. It shall complete studies and give recommendations to the boards of commissioners and to interested industries, organizations and associations concerning the development and expansion of the region. It shall also act as the region’s official liaison with state and federal agencies concerned with such programs.” This act applies to counties (Schultz 1975).

Public Act 292 of 1989 - The Metropolitan Council Act “authorizes local governmental units to create metropolitan councils, and sets forth powers and duties of such councils; authorizes councils to levy tax.” (Taylor 2000). An example of the P.A. 292 action is the Grand Valley Metropolitan Council (GVMC). The GVMC formed in 1990 as an interjurisdictional planning alliance in the Grand Rapids metropolitan area. The Council is appointed to plan for growth and development, improve the quality of life, and coordinate governmental services.

Transferring and Sharing of Functions and Responsibilities

Public Act 81 of 1925 - The Joint Public Improvements portion of Title 5 Municipalities “allows adjoining cities and/or villages to enter into an agreement for the joint development or maintenance of public improvements on or near the boundary between the municipalities; whether or not the improvement lies completely within the boundaries of one of the municipalities. It gives the municipality power to assess property for the cost of the improvement to the same extent as if the land were entirely located within its own borders.” (Taylor 2000). This act applies to cities and villages.

Public Act 35 of 1951 - The Intergovernmental Contracts Between Municipal Corporations Act “authorizes counties, townships, cities, villages and other governmental units to enter into

contracts for the ‘ownership, operation, or performance, jointly, or by any 1 or more on behalf of all, of any property, facility or service which each would have the power to own, operate or perform separately.’ It authorizes such governmental units to form group self-insurance pools.” (Taylor 2000). “Furthermore, any municipal corporation may contract with any person or any other municipal corporation to furnish any lawful municipal service which it already performs within its limits, to property outside the limits of the first municipal corporation. This act does not grant authority for joint ownership or operation of any public utility or service not already granted by the statutes or constitution of the state.” This act applies to cities, villages, townships, charter townships, counties, school districts, metropolitan districts, court districts, public authorities, and drainage districts (Schultz 1975).

Public Act 7 of 1967 - The Urban Cooperation Act provides for interlocal public agency agreements. “This act authorizes a public agency of Michigan to exercise jointly with any other public agency of the state, or with a public agency of any other state, or with a public agency of the Dominion of Canada or with any other state, or with any public agency of the U.S. government, any power, privilege or authority which such agencies share in common and which each might exercise separately. The contract shall explain the purpose and duration of the agreement, the manner in which power is to be exercised and in which financial support shall be provided and funds disbursed, the precise organization, composition and nature of any separate legal or administrative entity created thereby, the manner of employing, compensating, transferring or discharging necessary personnel, the fixing and collecting of appropriate charges, rates, rents or fees, provisions regarding the acquisition and disposition of property, the acceptance

of gifts or grants, the procedure for application for federal or state aid, the adjudication of disputes or disagreements, the manner of responding for any jointly incurred liabilities, and the manner in which financial reports, including an annual independent audit, shall be prepared and presented to each party.

Execution of the agreement may be made either by one or more parties to the agreement or by a separate legal or administrative entity in the form of a commission, board or special council. The entity shall be a public body, corporate or politic, and, in addition to its other powers, is authorized to make and enter into contracts, to provide for acquiring sites, for staffing, and for financing its procedures, and to incur debts, liabilities or obligations apart from those of the parties to the agreement. It may levy any type of tax or issue any type of bond in its own name.

In agreements other than those between political subdivisions of the state of Michigan, and in all agreements involving funds allocated by the state, an interlocal agreement must be submitted to the Governor for approval. If an interlocal agreement deals in whole or in part with any service or facility under the jurisdiction of an officer or agency of the state, the agreement must be submitted to that officer or agency for approval.

Finally, a public agency entering into such an agreement may receive grants-in-aid or other assistance funds from the governments of the U.S., the state of Michigan, or the Dominion of Canada to carry out the purposes of the interlocal agreement.” The act applies to cities, villages, townships, charter townships, counties, school districts, single and multipurpose special districts, single and multipurpose public authorities, and metropolitan governments (Schultz 1975).

In Southeast Michigan two organizations have been formed under Public Act 7 - the Downriver Community Conference and the Conference of Western Wayne. In Lansing, the Capital Area Transportation Authority (CATA) is organized under this Act.

Public Act 8 of 1967 - The Intergovernmental Transfers of Functions and Responsibilities Act “authorizes two or more political subdivisions to enter into a contract providing for the transfer of functions or responsibilities to one another or any combination thereof upon the consent of each political subdivision involved.” It also “specifies items for inclusion in function transfer agreements and the manner of adoption, and allows the establishment of a separate administrative body to supervise the execution of the agreement” (Taylor 2000).

“Consent of each party must be obtained, and a copy of the contract is to be filed with the secretary of state. The contract shall include a description of what is to be transferred, the terms of operation of the contract, information on staffing procedures, the manner in which property is to be transferred, sold or otherwise disposed of between the contracting parties and the manner of financing undertakings. A joint commission may be established to supervise the execution of the contract.” The act applies to cities, villages, townships, charter townships, counties, school districts, community colleges, special districts and authorities (Schultz 1975). The large scope of P.A.’s 7 and 8 allows for almost limitless joint exercise of authority.

Public Act 425 of 1984 - The Conditional Land Transfer Act “authorizes local governments to contract for the conditional transfer of land between jurisdictions for the purpose of promoting economic

development projects; requires certain contractual provisions” (Taylor 2000).

There are several examples of 425 agreements in place within the Tri-County region. Leslie Township and the City of Leslie have an agreement for the purpose of providing fire, police, and sewer services to areas within the township. It is a thirty year agreement that began in 1988. At the end of the agreement the property under 425 reverts back to the township. There is, however, a renewal clause. Vevay Township and Mason have a similar sort of agreement (Harvey 1994).

Libraries, Parks and Recreation, and Other Facilities

Public Act 164 of 1877 - This general law on municipal libraries “states that any township, city, or village adjacent to or adjoining any other municipality which has a free public and circulating library may join with that municipality, and may levy a tax of not to exceed 1 mill to pay for the use of that facility.” It applies to cities, villages, and townships (Schultz 1975).

Public Act 156 of 1917 - Any “city, village, county, township or school system may jointly operate a system of public recreation and playgrounds independently or jointly by mutual agreement.” This act extended the provisions of P.A. 164 of 1877 to apply to counties (Schultz 1975)

Public Act 150 of 1923 - The Joint Public Buildings portion of Title 5 Municipalities “authorizes counties or townships to contract with any cities and/or villages located within their borders to jointly acquire and/or construct public buildings for the purpose of housing governmental offices” (Taylor 2000).

“In addition to using buildings for county or municipal government offices, they may be used for any other public purpose, including

a memorial hall for war veterans and for public assemblage.” Cities, villages, townships, and counties may utilize this act. (Schultz 1975).

Public Act 165 of 1927 - “If approved by separate electorates, any two adjoining townships in the same county may consolidate their libraries into one library and designate the site. Expenses for maintenance shall be apportioned between the two townships. Joint control shall be exercised by the township boards, and, after consolidation, the library may be formed into a free public library.” Only townships may apply this act. (Schultz 1975).

Public Act 250 of 1931 - This act provides for the establishment of regional libraries. “If the state board of libraries determines that a regional library (comprising two or more counties) might improve library services to the citizens of a particular area, it shall so propose to the boards of commissioners of the counties. Subsequent to the approval of the latter, a library board of trustees shall then be established, whose powers shall include establishing, maintaining and operating a regional public library, hiring qualified personnel, purchasing books and supplies, and cooperating with other libraries. Funds shall be provided by the counties through the general fund or a tax authorized by the electorates. If it so desires, a municipality may transfer, lease or lend its facilities and services to the regional library.” This act applies to cities, villages, townships, counties, and school districts (Schultz 1975).

Public Act 261 of 1965 - “This act authorizes the creation and prescribes the powers and duties of county and regional parks and recreation commissions. Section 2 states that two or more contiguous counties may create a regional commission upon the approval of the separate county

boards of supervisors.” This act applies only to counties (Schultz 1975).

Public Act 331 of 1966 - The Community College Act authorizes community college districts. One type allowed by this act is “formed by any one or more contiguous counties upon approval of their electorates. A board of trustees shall govern and direct the district. In establishing such a district, a combined majority of the electors of the counties shall approve the setting of the maximum annual tax rate” (Schultz 1975).

Public Act 24 of 1989 - The District Library Establishment Act “authorizes agreements between counties, townships, cities, villages and/or school boards to form district libraries” and “provides for the election or appointment of a library board of trustees, the authority to borrow money for facilities, and the authorization to send a millage request to the voters” (Taylor 2000).

Transportation

Public Act 381 of 1925 - The Intercounty Highway Act “establishes inter-county highway commissions to plan the system of interconnected highways” (Michigan Society of Planning Officials 1995) Wayne, Oakland, and Macomb Counties have a commission established under the Intercounty Highway Act.

Public Act 206 of 1957 - “Any combination of counties, cities, villages and/or townships is authorized, upon approval of the respective electorates, to form an airport authority and issue revenue bonds for the purpose of constructing and maintaining a community airport. An airport board shall direct and govern the authority.” This act applies to cities, villages, townships, and counties (Schultz 1975).

Public Act 204 of 1967 - The Metropolitan Transportation Authorities Act “permits contiguous counties to establish or

participate in a metropolitan transportation authority. An authority established under this act ‘shall plan, acquire, construct, operate, maintain, replace, improve, extend and contract for public transportation facilities.’ An authority may contract with other units of government located within ten miles of the authority’s borders to provide services or construct facilities. An authority may establish charges for the use of transportation facilities, and may borrow money to carry out operation.” (Taylor 2000). The act applies only to counties.

Public Act 196 of 1986 – Public Transportation Authority Act was created to authorize the formation of public transportation authorities with general powers and duties. The act provides for the authorization of local entities to levy property taxes for public transportation service and other public transportation purposes. (In contrast, Act 204 of 1967, the Metropolitan Transportation Authorities Act only allows counties, not local governments, to create an authority for transportation facilities and only allows the counties to borrow money for operation.) The Public Transportation Authority Act also protects the rights of public transportation employees and offers a public transportation system the option of collecting revenues through bonds or notes. The Interurban Transportation Partnership, formerly the Grand Rapids Area Transit Authority (GRATA), reorganized under this act.

Water and Sewer Service Agreements

Public Act 34 of 1917 - The Municipal Improvements portion of Title 5 Municipalities authorizes a municipality to sell water outside of its territorial limits.

Public Act 129 of 1943 - The Municipal Improvements portion of Title 5 Municipalities allows for contracts between political subdivisions for sewer systems and sewage disposal. It also authorizes the

‘issue of joint revenue bonds to construct, acquire, extend or improve such systems and to regulate the use of the revenues thereof.’ This act applies to cities, villages, townships, counties, and metropolitan districts.

Public Act 130 of 1945 - “In extending and improving their municipally owned water systems through the acquisition of an additional source of water supply, any two or more cities may jointly acquire, own and operate that source and each city may finance its determined share through the issuance of water revenue bonds. Such cities are further empowered to purchase and condemn property necessary for the source of supply in their joint names.” This act applies to cities (Schultz 1975).

Public Act 196 of 1952 - The Municipal Improvements portion of Title 5 Municipalities provides for the incorporation of municipalities to acquire, own, and operate water supply systems. This act applies to cities, villages, and townships.

Public Act 233 of 1955 - “This act goes beyond P.A. 196 of 1952 by authorizing any two or more municipalities to join together to establish an authority for the purpose of acquiring and operating a water supply and/or sewage disposal system. Furthermore, it extends such authority to Michigan’s counties.” It applies to cities, villages, townships, charter townships, and counties (Schultz 1975).

Public Act 4 of 1957 - “Upon adoption of a charter, any two or more cities, villages, or townships or any combination thereof are authorized to incorporate as a municipal authority for the purpose of acquiring, constructing, purchasing, operating and maintaining a water supply and transmission system. A board of commissioners shall preside” over the Charter Water Authority.

This act applies to cities, villages, and townships (Schultz 1975).

Public Act 76 of 1965 - The Municipal Improvements portion of Title 5 Municipalities authorizes governmental units to contract for the construction and use of water supply and waste disposal systems with other governmental units. This act applies to cities, villages, townships, and counties.

Health and Social Services

Public Act 178 of 1929 - “This act authorizes any 2 or more counties, no one of which has a population in excess of 1,000,000, to cooperate for the establishment, maintenance, and operation of a joint county medical care facility, subject to approval by the state Department of Social Services. Establishment and construction costs are to be borne by each county in proportion to its assessed valuation, and each county may raise funds for construction by special tax not to exceed one mill. Maintenance and operation of such a facility are to be borne by each county in proportion to the number of persons kept by each county in the facility.” The act applies to counties (Schultz 1975).

Public Act 280 of 1939 - The Social Welfare Act “authorizes 2 or more counties to create a district department of welfare by a majority vote of the board of supervisors of each county. A special district board and medical advisory council will be responsible for administrative duties. The district will have the same powers and duties and will be subject to the same limitations as any single county department, as provided in this act.” It applies to counties (Schultz 1975).

This act was last amended in 1995. The “modernized” act provides for the creation of the Family Independence Agency which is responsible for the ‘operation and

supervision of the institutions and facilities established’ within the FIA.

Public Act 47 of 1945 - “This act authorizes any two or more cities, townships, villages or any combination thereof to incorporate a hospital authority upon approval by each electorate. This authority, which will be a body corporate, may issue revenue bonds for the purpose of planning, acquiring, constructing, improving, extending, operating, etc. one or more community hospitals and related facilities. The hospital authority shall be directed and governed by a hospital board consisting of members from each participating municipality.” This act applies to cities, villages, and townships (Schultz 1975).

Public Act 179 of 1967 - “This act provides that any county, city, township or village or any combination thereof, may levy taxes and appropriate funds for operating centers open exclusively to those under 21 and aimed at curbing juvenile delinquency within the community.” It applies to cities, villages, townships, and counties (Schultz 1975).

Fire and Police Protection

Public Act 33 of 1951 - “In this general act on the creation of fire departments in townships, adjoining townships, whether or not they are in the same county, are authorized to purchase fire equipment and arrange for joint township fire protection. General or contingent funds may be allocated to maintain and operate a joint fire department, and costs may be defrayed by imposing special assessments. Upon the creation of a special assessment district, the township board or township boards acting jointly, for the same purposes, may appropriate annually such sums as are necessary in excess of the amount collected by special assessment.” The act affects only townships (Schultz 1975).

Public Act 236 of 1967 - The Mutual Police Assistance Agreements portion of Title 5 Municipalities “authorizes cities, villages, townships and counties to enter into agreements to provide mutual police assistance to one another in case of emergencies” (Taylor 2000).

Environment

Public Act 179 of 1947 - “Any two or more cities, villages, or townships may, in any combination, incorporate a municipal authority for the collection and/or disposal of garbage and/or rubbish and for the operation of a dog pound.” Cities, villages, and townships may utilize this act (Schultz 1975).

Public Act 40 of 1956 - The Drain Code authorizes the establishment of intra-county and inter-county drainage districts. “Upon petition of two or more public corporations, a county drain may be constructed and a drainage board shall be established to direct it. The board shall make whatever purchases, contracts and assessments as are necessary to undertake such drainage projects.” This act applies to cities, villages, townships, counties, and metropolitan districts (Schultz 1975).

Part 311 of PA 451 of 1994 (was formerly Public Act 253 of 1964) - The Local River Management Act reads that “if three or more local governments lying wholly or partially within a watershed as defined by their petition shall request to join together for purposes of promoting river management, they may establish a watershed council. Its powers shall include conducting studies of the water resources of the watershed, including water uses and water quality and providing input to state and federal agencies. Any two or more local units may petition the water resources commission to establish a river management district, whose powers shall be more extensive than those of a watershed council. For example, a river

management district may impound and control the waters of the river system. Furthermore; a river management district shall be considered a body corporate with all the powers herein defined.” This act applies to cities, villages, townships, charter townships, and counties (Schultz 1975).

Part 91 of Public Act 451 of 1994 - Soil Erosion and Sedimentation Control “authorizes local units of government to enter into agreements with soil conservation districts . . . to better comply with the provisions of this act and to be better prepared to review proposed land use plans with regard to controlling soil erosion and sedimentation.” It applies to cities, villages, townships, charter townships, and counties. (Schultz 1975). This part applies to earth changes within 500 feet of a lake or stream that is one acre or larger.

Public Act 145 of 2000 - The Brownfield Redevelopment Financing Act allows a city, village or township to enter into an agreement with a county in which that city, village or township is located to exercise the powers allowed under this act. Those powers include the establishment of a brownfield redevelopment authority for the acquiring of eligible property, creation and implementation of a brownfield plan, monitoring of funds from various sources, etc.

Administration

Public Act 37 of 1961 - “Any combination of cities, villages, and/or townships may contract jointly to employ an independent appraisal firm to make appraisals on the municipalities or to assist the supervisors and assessing officials as directed by the governing boards and councils.” This act applies to cities, villages, and townships (Schultz 1975).

Public Act 137 of 1967 - “Any two or more municipalities are hereby authorized to enter

into an agreement to establish, combine and finance retirement systems for their respective employees and officials, elected or appointed.” This act applies to cities, villages, and townships (Schultz 1975).

Public Act 160 of 1972 - “To reduce duplication and provide for more effective tax administration, municipalities are granted authority to jointly make assessments and collect taxes levied by such jurisdiction. Administration may be carried out jointly or by a single designated municipality.” This act applies to cities, villages, townships, and counties (Schultz 1975).

Public Act 230 of 1972 - The Construction Code establishes a construction code commission and details its functions and powers. “Section 9(1) authorizes counties, cities, villages or townships to provide for joint administration and enforcement of the construction code and any other provisions set forth in this act.” It applies to cities, villages, townships, and counties (Schultz 1975).

Public Act 226 of 2003 - The Joint Planning Act allows cities, villages, and townships the option of establishing joint planning commissions. Through this two or more municipalities are permitted to adopt ordinances approving an agreement to establish the joint planning commission. The act is considered to be an alternative to annexation. The act became effective on December 18, 2003. Examples in west central Michigan include the agreements between Hart City and Hart Township; Rothbury Village and Grant Township; Newaygo City and Brooks Township, Newaygo City and Garfield Township; Cedar Springs City and Nelson Township; Zeeland City and Zeeland Charter Township; Wyoming City and Byron Township; Otsego Township and Otsego City; and, South Haven and South Haven

Charter Township. There is a statutory 50 year limit in these agreements.

Table 1

MICHIGAN STATUTES PROVIDING FOR INTER-JURISDICTIONAL PLANNING OR PROVISION OF PUBLIC SERVICES

Statute	Last Amended	Authorized Joint Activities	Implementation Method	Applies to	Observations	Examples
Broad Scope Inter-jurisdictional or Regional Planning and/or Public Service Provision						
P.A. 312 of 1929 - Metropolitan District Act	1929	incorporating for the owning and operating of parks, public utilities, or transportation	levy taxes	cities, villages, townships		
P.A. 281 of 1945 - Regional Planning Act	1945	create a regional planning commission for studying and planning within the area	gifts, grants, and local unit allocations	cities, village, townships counties, and school districts		
P.A. 200 of 1957 – Intermunicipalities Committees Act	1957	form a committee to study problems of mutual interest and concern	allocate municipal funds, gifts, and grants	cities, villages, townships and charter townships		
P.A. 217 of 1957 - Intercounty Committees Act	1957	form a committee to study problems of mutual interest and concern	allocate municipal funds, gifts, and grants	counties		
P.A. 46 of 1966 - County or Regional Economic Development Act	1969	establish a regional economic development commission	grants, contracts	counties		

Statute	Last Amended	Authorized Joint Activities	Implementation Method	Applies to	Observations	Examples
P.A. 292 of 1989 - Metropolitan Council Act	1998	create metropolitan council for service expansion and improvements	levy tax	cities, villages, townships and counties		Grand Valley Metropolitan Council
Transferring and Sharing of Functions and Responsibilities						
P.A. 81 of 1925	1925	public improvements on or near municipal boundaries	assess property for the cost of the improvement	cities and villages		
P.A. 35 of 1951 – Intergovernmental Contracts Between Municipal Corporations Act	1996	provide facilities or services jointly that are allowed by law separately; form self-insurance pools		cities, village, townships charter townships counties, school districts, metropolitan districts, court districts, public authorities, and drainage districts		

Statute	Last Amended	Authorized Joint Activities	Implementation Method	Applies to	Observations	Examples
P.A. 8 of 1967 - Intergovernmental Transfers of Functions and Responsibilities	1967	transfer of functions and responsibilities	contract	cities, villages, townships charter townships counties, school districts, community colleges, special districts and authorities		
P.A. 425 of 1984 - Conditional Land Transfer Act	1990	conditional land transfer for economic development projects				Cordova
Libraries, Parks and Recreation, and Other Facilities						
P.A. 164 of 1877	1986	cooperative use of free public and circulating libraries	levy tax	cities, villages, townships	Bostedor v. Eaton Rapids (1935) 273 Mich. 426	
P.A. 156 of 1917	1917	joint operation of park and recreation facilities; broadens P.A. 164 to apply to counties	appropriate money	cities, villages, townships counties, and school systems	Royston v. Charlotte (1936) 278 Mich. 255	
P.A. 150 of 1923	1923	construction of public buildings	levy tax, loan	cities, villages, townships and counties		
P.A. 165 of 1927	1927	consolidation of libraries	apportioned between townships	townships		

Statute	Last Amended	Authorized Joint Activities	Implementation Method	Applies to	Observations	Examples
P.A. 250 of 1931	1961	establishing regional libraries	general fund or levy tax	cities, villages, townships counties, and school districts		
P.A. 261 of 1965	1981	creation of county and regional parks and recreation commissions	county appropriation	counties		
P.A. 331 of 1966 - Community College Act	1966	authorizes community college districts	levy tax	counties	Doan v. Kellogg Community College (1977) 80 Mich. App. 316	
P.A. 24 of 1989 - District Library Establishment Act	1989	formation of district libraries	levy tax	cities, villages, townships counties, and school districts		
Transportation						
P.A. 381 of 1925 – Inter-county Highway Act		establishes commissions to plan an interconnected highway system		counties		Wayne, Oakland, and Macomb Counties
P.A. 206 of 1957	1982	construction and maintenance of a community airport	revenue bonds	cities, villages, townships and counties		

Statute	Last Amended	Authorized Joint Activities	Implementation Method	Applies to	Observations	Examples
P.A. 204 of 1967 - Metropolitan Transportation Authorities Act	1967	establish a metropolitan transportation authority to contract for public transportation facilities	borrow money, establish fees	counties	Op Attorney Gen, February 23, 1988, No. 6498	
P.A. 196 of 1986 - Public Transportation Authority Act	1986	Authorizes formation of public transportation authorities with general powers and duties	levy property taxes, or collect revenues through bonds or notes	local governments		Interurban Transportation Partnership, formerly GRATA in Grand Rapids
Water and Sewer Services						
P.A. 34 of 1917	1981	sell water outside of territorial limits	rates on water sales	cities, villages, and townships	Meridian v. East Lansing (1955) 342 Mich. 734	
P.A. 129 of 1943	1943	joint sewer systems and sewage disposal	revenue bonds	cities, villages, townships counties, and metropolitan districts		
P.A. 130 of 1945	1945	expansion of services to provide water	revenue bonds	cities		
P.A. 196 of 1952	1952	acquire, own, and operate water systems	self liquidating revenue bonds	cities, villages, and townships		

Statute	Last Amended	Authorized Joint Activities	Implementation Method	Applies to	Observations	Examples
P.A. 233 of 1955	1981	acquire, own, and operate water and sewer systems	revenue bonds	cities, villages, townships charter townships and counties	Davis v. Green Oak Township (1975) 65 Mich. App. 188	
P.A. 4 of 1957	1957	create a charter water authority for financing and acquiring a central water supply system	revenue bonds	cities, villages, and townships		
P.A. 76 of 1965	1965	create water supply and waste disposal systems	pursuant to any laws now existing	cities, villages, townships and counties		
Health and Social Services						
P.A. 178 of 1929	1953	creation of a joint medical care facility	levy tax	counties		
P.A. 280 of 1939 - Social Welfare Act	1995	creation of a district department of welfare (FIA)	appropriate funds	counties	Nelson v. Dempsey (1981) 111 Mich. App. 373	
P.A. 47 of 1945	1979	incorporation of a hospital authority for operating community hospitals and related facilities	issue bonds	cities, villages, and townships	Bullinger v. Gremore (1955) 343 Mich. 516	

Statute	Last Amended	Authorized Joint Activities	Implementation Method	Applies to	Observations	Examples
P.A. 179 of 1967	1988	opening centers aimed at curbing juvenile delinquency	levy taxes; appropriate funds	cities, villages, townships and counties		
Fire and Police Protection						
P.A. 33 of 1951	1989	purchase fire equipment and arrange for joint fire protection	allocated local funds, special assessments	townships	Op Attorney Gen, March 26, 1986, No. 6350	
P.A. 236 of 1967 - Mutual Police Agreements	1974	provide mutual police protection in case of emergencies	apportionment	cities, villages, townships and counties		
Environment						
P.A. 179 of 1947	1955	garbage disposal and collection; operation of a dog pound	revenue bonds	cities, villages, and townships	Op Attorney Gen, September 10, 1962, No. 3664	
P.A. 40 of 1956- Drain Code	1956	establish drainage districts to undertake drainage projects	purchases, contracts, and assessments as are necessary	cities, villages, townships counties, and metropolitan districts	Toth v. Charter Township of Waterford (1978) 87 Mich. App. 173	
P.A. 253 of 1964 - Local River Management Act	repealed but added as Part 311 of P.A. 451 of 1994	establish a watershed council to promote river management and impound and control waters of a river system as a river management district		cities, villages, townships charter townships and counties		

Statute	Last Amended	Authorized Joint Activities	Implementation Method	Applies to	Observations	Examples
P.A. 347 of 1972 - Soil Erosion and Sedimentation Control Act	repealed but added as Part 91 of P.A. 451 of 1994	enter agreements with soil conservation districts for controlling soil erosion and sedimentation issues		cities, villages, townships charter townships and counties	Now a part of the Natural Resources and Environmental Protection Act - P.A. 451 of 1994	
P.A. 145 of 2000 - Brownfield Redevelopment Financing Act	2000 - amended from P.A. 381 of 1996	establish a brownfield redevelopment authority for capturing and remediation of brownfield sites	contributions, revenues, bonds, all other sources approved by law	city, village, township, and county		
Administration						
P.A. 37 of 1961	1961	contract with firms to make appraisals or assist assessing officials	general funds	cities, villages, and townships		
P.A. 137 of 1967	1979	create retirement systems for employees and officials		cities, villages, and townships		
P.A. 160 of 1972	1972	make assessments; collect taxes	levy tax	cities, villages, townships and counties		
P.A. 230 of 1972 - Stille-DeRossett-Hale Single State Construction Code Act	1999	establish a construction code commission		cities, villages, townships and counties		

Four alternative types of regional governance structures are used in the United States and the following discusses the pros and cons of each. It provides more detail on the three types authorized under Michigan law than was presented in Part One.

When planning takes place on a regional basis, it is undertaken in a geographic area that shares common social, economic, and environmental characteristics. A regional planning entity prepares plans that address needs like transportation and other regional issues that serve as a framework for planning by local governments and special districts. Increasingly, the focus of regional planning entities is on addressing myriad issues of greater than local concern (See sidebar for examples of issues of greater than local concern). In part, this focus may be because problems concerning issues of greater than local concern have begun to impact not only the segment of the region where the problem originated, but in some cases, the entire region as a whole. In order to succinctly discuss the range of institutional forms that exist for addressing regional issues, it is important to have a common understanding of terms used. Common definitions of “region”, “regionalism”, “governance”, and “regional governments” are provided in sidebar on the next page. “Regional governance” is used in this technical memorandum principally to refer to the range of organizational options that exist for addressing regional issues within a formal regional entity, like a regional planning commission or regional council of governments.

Different types of institutional structures to enhance regional cooperation have arisen as the need to address issues of greater than local concern has become more critical and more complex. With the increasing urbanization of Approaches to regional cooperation have emerged to help reduce the negative impacts of such regional

Issues of Greater Than Local Concern

Definition

Issues of greater than local concern are issues that involve public interests that are broader than simply local interests. This means, the scope of an issue extends beyond the borders of a single jurisdiction or a group of jurisdictions. Issues of greater than local concern affect the quality of life within a multi-jurisdiction geographic area, such as a metropolitan area, a county or a region made up of several counties.

Selected Examples of

Issues of Greater than Local Concern

- **Land Use Issues**
- Incompatibility between land uses along a jurisdiction border (such as industrial and residential uses across the street from one another)
- **Environment and Natural Resource Issues**
- Regional air quality concerns
- **Jobs & Economic Development Issues**
- Land for major employment expansion in an area without adequate roads, public sewer and/or water services
- **Transportation Issues**
- Establishing priorities for state/federal transportation improvements
- Maintaining a regional airport
- **Infrastructure & Public Service Issues**
- Siting of regional services: such as educational centers, high tech centers, social services centers
- **Cultural Issues**
- Establishing and maintaining, zoos, parks, museums, etc.
- **Governance Issues**
- The lack of mechanisms for dealing with inter-jurisdictional equity issues such as who pays for services versus who benefits and the lack of optional mechanisms for sharing public service costs or taxes for those services.

Source: Tri-County Regional Growth Project Technical Memorandum Task II-1.9.2–Inter-Jurisdictional Mechanisms to Deal with Issues of Greater Than Local Concern.

fragmentation. Within the realm of types of institutional structures for regional governance, four approaches to regional cooperation are relevant to Muskegon County and the Western Michigan Shoreline Redevelopment Commission (WMSRDC). These four types of regional structures are: 1) State Planning and Development Regions; 2) Regional Councils/Councils of Government; 3) Metropolitan Multipurpose Districts; and, 4) Unified Metropolitan Governments. To provide a context for understanding these regional governance structures, they can be compared to one-another in terms of the amount of responsibility for projects and services each has at a regional level. Figure 1 shows a continuum of responsibility for programs and services provided with respect to the types of regional governance structures. Those types on the left side of the continuum have less responsibility for programs and services compared to those types on the right side of the continuum.

This part of section provides descriptive information, discusses the pros and cons of, and provides examples of the four most common types of regional structures. The sidebar on the next page lists the primary legislation authorizing regional planning in Michigan.

Legislation Guiding Regional Planning In Michigan

Relevant Michigan Public Acts

- ***Michigan Public Act 281 of 1945 – Regional Planning Act***

An act to provide for regional planning; the creation, organization, powers, and duties of regional planning commissions; the provision for the use of regional planning commissions; and the supervision of the activities of regional planning commissions under the provisions of this act.

This act allows for regional planning commissions to develop plans, conduct studies, and coordinate services on behalf of its local government members. Planning commission's by-laws and an Attorney General's opinion define regional planning commissions as not being a government themselves. The Western Michigan Shoreline Regional Planning Commission is organized under this Act.

- ***Michigan Public Act 292 of 1989 - Metropolitan Councils Act***

An act to provide for the establishment of a Metropolitan Regional Council; formation; adoption of articles of incorporation; conditions; establishment of Metropolitan Regional Council Board; appointment of representatives; powers and duties. A metro council can perform regional planning functions and also operate multi-jurisdictional public services. The Grand Valley Metro Council in Grand Rapids and the Mid-Michigan Water Authority are organized under this Act.

- ***Michigan Public Act 312 of 1929 – Metropolitan Districts Act***

An act to provide for the incorporation by any two or more cities, villages, or townships, and any combination thereof of a metropolitan district; comprising territory within the districts limits for the purpose of acquiring, owning, and operating parks, public facilities, supplying sewage disposal, drainage, water, transportation or any combination thereof. The East Lansing-Meridian Water and Sewer Authority is organized under this Act.

- ***Michigan Public Act 7 of 1967 (Ex. Sess.) - Urban Cooperation Act***

An act to provide for interlocal public agency agreements; to provide standards for those agreements and for filing and status of those agreements; to permit the allocation of certain taxes or money received from tax increment financing plans as revenues; to permit tax sharing; to provide for the imposition of certain surcharges; to provide for approval of those agreements; and to prescribe and provide remedies.

Relevant Federal Acts and Regulations

- ***Presidential Executive Order 12372***

This executive order allows for regional government entities to be designated as a regional review office for reviewing federal grant applications for a variety of local, regional, and state projects in relation to regional plans and policies.

- ***Title 23 Code of Federal Regulation (CFR) 450 and 49 CFR 613***

These federal codes allow for the designation of regional government entities as Metropolitan Planning Organizations that engage in multimodal-modal transportation planning for a region including the development of the region's long-range transportation plan.

- ***Public Works and Economic Development Act of 1965 (42 U.S.C. 3121).
Amended by Public Law 105-393, enacted November 11, 1998***

Established the Economic Development Administration (EDA) to generate jobs, help retain existing jobs, stimulate industrial and commercial growth in economically distressed areas. Public Law 105-393 reauthorized EDA programs through 2003. State Planning and Development Districts are often designated as being an "Economic Development District" through the EDA, so that the counties and cities in the region are qualified to receive economic development loans and grants from EDA.

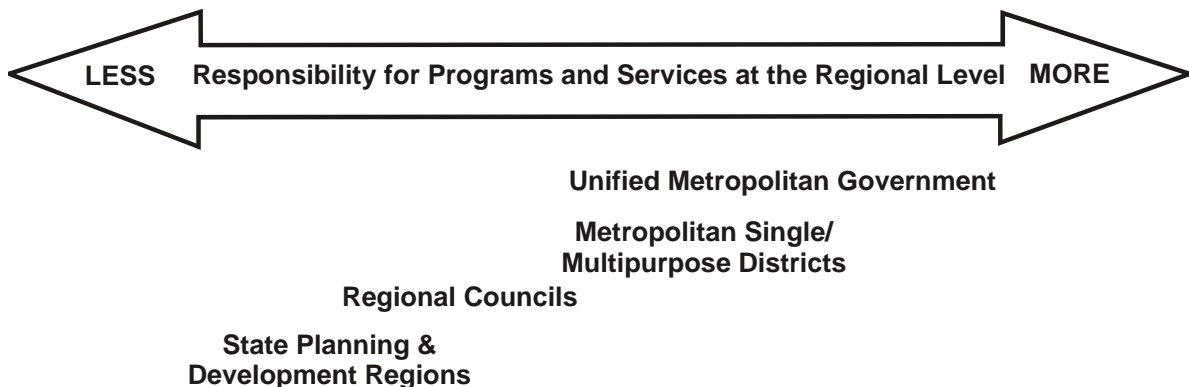
State Planning and Development Regions (SPDRs)

State Planning and Development Regions (SPDRs) are one type of regional entity that is common in Michigan. SPDRs are among the easiest and least formal approach to regional government. The origin of SPDRs is related to the proliferation of federal special purpose regional programs during the late 1960s and early 1970s. Many of those federal programs required a regional review and comment process and the formation of SPDRs was encouraged so they could be used as a systemized tool for addressing specific multi-jurisdictional problems.

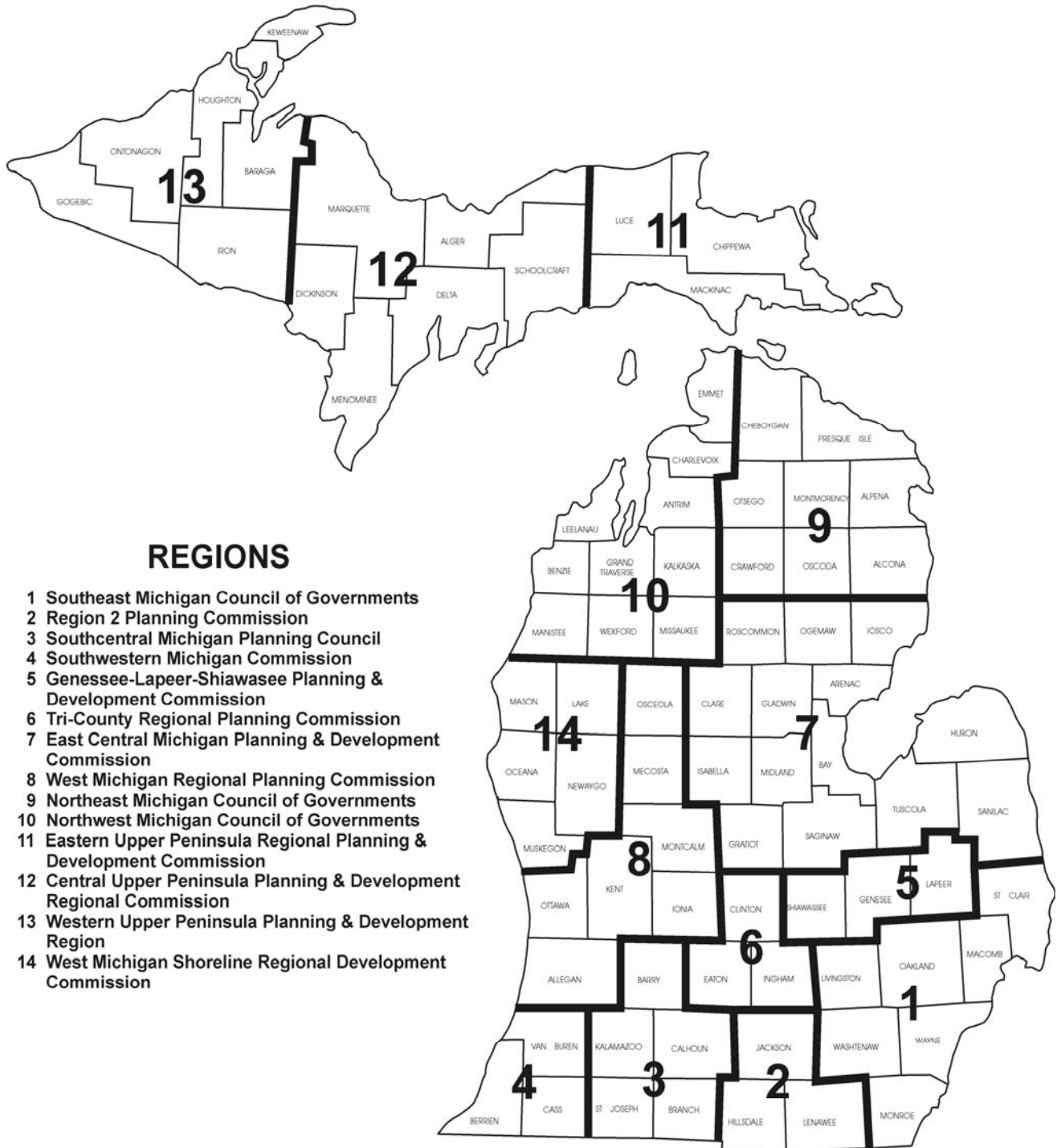
In Michigan, SPDRs were created in 1972 to serve as the state-designated review and comment clearinghouses under Presidential Executive Order 12372. This Executive Order was intended to implement the federal Intergovernmental Cooperation Act of 1968 to assure better coordination of federally-assisted projects and to stimulate intergovernmental cooperation in planning and development efforts. The SPDRs originated at a time when President Nixon launched a program to decentralize the federal government by dividing the nation in several regions, each with autonomy to administer federal programs within the region. Washington also encouraged the states to develop a system of regions within each state. Michigan Governor George Romney designated 13 planning regions in Michigan (later adjustments resulted in the

creation of the current 14 Michigan planning and development regions, see Map 1) (VerBurg 1997).

**Figure 1
Comparison of Regional Government Types**



Map 1
MICHIGAN'S 14 STATE PLANNING AND DEVELOPMENT REGIONS



REGIONS

- 1 Southeast Michigan Council of Governments
- 2 Region 2 Planning Commission
- 3 Southcentral Michigan Planning Council
- 4 Southwestern Michigan Commission
- 5 Genesee-Lapeer-Shiawasee Planning & Development Commission
- 6 Tri-County Regional Planning Commission
- 7 East Central Michigan Planning & Development Commission
- 8 West Michigan Regional Planning Commission
- 9 Northeast Michigan Council of Governments
- 10 Northwest Michigan Council of Governments
- 11 Eastern Upper Peninsula Regional Planning & Development Commission
- 12 Central Upper Peninsula Planning & Development Regional Commission
- 13 Western Upper Peninsula Planning & Development Region
- 14 West Michigan Shoreline Regional Development Commission

Delineating the state into regions for the purposes of planning was originally intended to serve two basic purposes: first, to provide an area-wide framework for the coordination of planning and programming activities of state government; and second, to encourage coordination of planning and programming activities on an areawide basis at a local level. From the viewpoint of state government, a uniform set of regions used for planning and development would provide for a common base for comparing programs and measuring their impact on development in various parts of the state (Michigan Office of Planning Coordination 1968). When the SPDRs were formed, their potential scope of programs was defined as follows: (Michigan State Planning Commission 1972)

“The identification of local problems (issues) and needs including planning needs; development of goals, objectives and policies for solving problems and meeting needs; and assurance of local participation in regional planning and development efforts.

Multi-jurisdictional policy and program planning and coordination in areas such as:

- transportation
- environmental protection
- housing
- criminal justice
- human resources planning and development
- physical and economic resources planning and development.

The development of intergovernmental program cooperation and coordination among and between political subdivisions within the region.

The establishment of a forum and mechanism for review and comment on local and state notices of intent for Federal grant and aid programs.

The identification of alternative regional courses of action consistent with local problems, needs, and preferences.

The creation of an information program to objectively explore alternative courses of action at the regional level, with local and state organizations and interest groups.”

In Michigan, during the past three decades the original boundaries for the 13 SPDRs largely stayed the same, however the institutional structures of the SPDRs has evolved. As the remnants of the multi-state and sub-state regions disappeared when federal funding for regional efforts dwindled, Michigan’s sub-state regional system remained. Many of the planning and development regions are now organized as Regional Councils/Councils of Government and they are funded by a combination of local, county, state, and federal resources. However, many regional planning agencies lack the vigor and funding they once had as changes in federal and state funding led to a narrowing of their activities and decreases in their staff (VerBurg 1997).

As regional entities bring together local governments to meet regional needs, they also join each other at the state level through the Michigan Association of Regions (MAR). MAR facilitates discussion among regional planning commissions to address common issues such as balanced growth, quality of life, environmental safety, aging infrastructure, and economic challenges. The roles of these regional entities remains similar to the original scope of the SPDRs as defined in 1972. Generally, they provide regional forums to bring community leaders and citizens together to address common needs that span jurisdictional boundaries, to provide staff to assist in regional strategic planning processes, to provide technical assistance to local governments, and to administer federal, state, and local programs that can be more economically and

effectively delivered at the regional level (MAR 1996). Table 2 lists the 14 planning and development regions in Michigan and identifies some of their main activities.

A main advantage of the SPDR structure is that these entities were (and are) amongst the first and simplest forums in which a community can begin to discuss coordination of issues that are of greater than local concern. A main disadvantage of the SPDR system is that regions that are closely tied to state and federal funding can become very vulnerable to changes in programs resulting in reduced levels of funding. Also, local support is often weak where few local dollars are used to staff the regional planning commission.

Regional Councils and Councils of Government

The Regional Council/Council of Governments (RC/COGs) are another form of a regional government entity that is being applied across Michigan. The RC/COGs are multipurpose, multi-jurisdictional, public organizations that are created by local governments to respond to federal and state programs. They bring together participants at multiple levels of government to foster regional cooperation, planning and service delivery. There are over 450 of these regional government entities across the nation. They have a variety of names, ranging from Councils of Government to Regional Planning Commissions to Regional Development Districts. RC/COGs are guided by governing bodies, primarily composed of representatives of the major local governments in the region, and at times representatives from various sectors and citizen groups. (Dodge 1996) Key program areas of RC/COGs usually include transportation planning, economic development, job training, aging services,

water quality planning, data and information services, infrastructure, technical assistance for planning and community development, and public management and finance. (MAR 1996)

The history of the RC/COGs has varied as federal and state emphasis on planning has changed in the second half of the 20th Century. After World War II, RC/COGs emerged as metropolitan areas engaged in voluntary cooperation to address joint problems that could not be achieved by local governments working alone. It was not until the late 1950's that regional planning became a government function. From the mid-1960s to the early 1980s, RC/COGs were driven by many of the same factors driving the SPDRs, such as meeting federal and state government requirements for incentive programs. During this period, the RC/COGs generally aligned with the federal government, maintained a low profile, and provided comprehensive planning assistance only. They did want to be in the situation of competing with many of the new private sector enterprises forming to address planning functions.

During the 1980s, RC/COGs made a number of changes to respond to reduced federal and state government funding. By 1980, there were 660 Councils of Government in the U.S., due largely to federal aid arrangements and special federal requirements (notably section 204 of the Model Cities legislation that required a regional review and comment process in all metro areas for certain local grant applications) (Walker 1987).

Currently, there are approximately 530 RC/COGs in the nation. The number of entities has decreased as many federal grant programs that stimulated their creation have been cut back or eliminated. (Stephens and Wikstrom 2000) Current trends indicate that RC/COGs are shifting to more closely align their activities with those of the states, as

opposed to the federal government. RC/COGs are also embarking on more marketing of their programs, and sometimes restructuring themselves by focusing on fewer programs (Dodge 1996).

When comparing the RC/COGs to the SPDDs there appear to be many similarities. However, there are subtle differences that are very important in the structure of these organizations and in the means of implementation employed. The main difference is that the RC/COGs usually are governed by representatives of most of the local units of government in the region and they all contribute to the funds necessary to sustain the RC/COGs activities. As a result, RC/COGs often have closer ties to local officials putting them in a much better position to implement short-term, pragmatic programs than the SPDDs.

The linkages between local elected officials and the RC/COGs can be viewed as either a pro or con to the entities effectiveness. As the linkages between local elected officials and RC/COGs differentiate them from the SPDR's, this relationship is one of their strengths. Implementation of the RC/COGs decisions are usually enhanced because elected officials are directly involved in the planning and decision making process. However, some opponents to this structure have also deemed this characteristic of RC/COGs as a weakness, because it may be more difficult to make critical regional decisions where parochial city or county interests are concerned. (National Service to Regional Councils staff 1971) However, those types of conflicts are usually only a minor weakness since many (if not most) of the RC/COGs are only advisory in nature and they lack the power to implement their decisions. A Regional Planning Commission must rely on consensus, cooperation, and mutual agreements between local governments to implement its decisions.

In Michigan, RC/COGs operate under the authority of the Regional Planning Commission Act (P.A. 281 of 1945). This act permits two or more units of government to adopt a resolution creating a regional planning agency. The act is not very directive and it leaves to the participating local units of government the responsibility of determining the specifics of operation of the commission. In contrast to county or other local planning commissions, a regional planning commission possesses no authority to implement its plans (for example, they have no zoning powers). The purpose of the regional planning commission is to conduct studies of various kinds and to provide a forum through which multi-jurisdictional interests can be best served (VerBurg 1997).

**Table 2
CHARACTERISTICS OF STATE PLANNING AND DEVELOPMENT DISTRICTS IN MICHIGAN**

SPDR	Location of Office	Reg. #	# Local Govts	Reg. Pop. Size	Org.	Staff Size	MPO	Rural Trans	Env. Plan.	Housing	Smart Growth	Econ. Dev.	Plan. Services	Data Center
SEMCOG	Detroit	1	240	4,663,000	COG	100	Yes	X	X		X	X	X	X
Region 2	Jackson	2	91	293,788	RC	10	Yes	X	X	X		X	X	X
South Central	Portage	3	122	509,865	RC	5	No	X	X			X	X	X
Southwestern	Benton Harbor	4	91	284,503	RC	7	Yes	X	X			X	X	X
GLS Region V	Flint	5	87	586,184	RC	n/a	No	X	X			X	X	X
Tri-County	Lansing	6	78	477,728	RC	13	Yes	X	X		X	X	X	X
East Central	Saginaw	7	337	770,000	RC	7	No	X	X			X	X	X
West Michigan	Grand Rapids	8	n/a	997,631	RC	3	No	X	X			X	X	X
NEMCOG	Gaylord	9	103	131,854	COG	8	No	X	X			X	X	X
NWMCOG	Traverse City	10	180	250,000	COG	10	No	X	X			X	X	X
Eastern UP	Sault Ste. Marie	11	39	54,300	RC	n/a	No	X	X			X	X	X
Central UP	Escanaba	12	85	17,438	RC	10	No	X	X			X	X	X
Western UP	Houghton	13	98	85,182	RC	6	No	X	X			X	X	X
West Shoreline	Muskegon	14	120	301,000	RC	11	Yes	X	X	X		X	X	X

Notes:
 Information for this chart was compiled from the 1996 MAR profile, MDOT documents, web sites, and personal contacts.
 The last recent overview of Michigan's State Planning and Development Regions was a Michigan Association of Regions 1996 profile "Directory of Regional Councils in Michigan and Profiles of Innovative Projects"
 Chart Description: Org. - organization of SPDR as COG (Council of Government) or RC (Regional Council) / MPO - refers to a federal designation of Metropolitan Planning Organization that allows the regions to conduct regional transportation planning and make decisions about allocations of federal highway funds / Rural Trans. - provide transportation planning services for non-urbanized areas / Env. Plan. - environmental planning programs involving water quality planning, air quality planning, solid waste management, shoreline issues, and brownfields / Housing - affordable housing programs and housing renovation services / Smart Growth - programs involving regional visioning / Econ. Dev. - Economic development programs ranging from regionally designated Economic Development Districts to locally determined economic development roles / Plan. Services - other planning services such as a land use planning related technical assistance to local units of government / Data Center - regional data center roles involving analyzing and compiling regional census data to assist local governments and the private sector.

