

THESIS



ABSTRACT

EXTENT OF PHYSICAL PLANNING ACTIVITY BY STATE AGENCIES IN THE STATE OF MICHIGAN

1963

By
Dennis C. Miller

Legislation introduced in the 70th Regular Session of the 1959 Michigan Legislature called for the creation of a Department of State Planning. The Department of State Planning was to aid and assist the governor and the state agencies in the furtherance of sound development through a State Development Plan. The State Development Plan was to coordinate the activities of the state agencies in planning the physical development of land use, circulation, and state facilities.

Every state is involved with problems dealing with highway construction, education, water and mineral resources, conservation and recreation, industrial development, agriculture, and any number of other interests of statewide concern. All of these programs have a definite bearing on each other and may no longer be treated as separate entities. Unless the programs are coordinated, there is a wasteful duplication of effort and the real possibility of a failure to meet the needs and problems of the state. Because of these basic interrelationships and the demand for competent action, state government today requires more than ever before the ability and capacity to plan on a comprehensive long-range basis.

The State of Michigan presently has no State Planning Department charged with the function of preparing a State Development Plan. Yet we learn of highways to be constructed, recreation land to be acquired and developed, reservoirs to be built or universities to be expanded. It can be assumed then that the individual state's agencies are planning without a State Department of Planning and without benefit of a State Development Plan to coordinate their planning activities.

Eight state agencies were selected to determine to what extent they were actually planning the physical development of the state. The physical planning activities of these agencies were determined on the basis of their administrative functions and then related to the State Development Plan.

An analysis of these activities indicated that all eight state agencies played an important and significant role in the physical development of the state. The purpose of the State Development Plan is to coordinate the activities of these single purpose state agencies in the development of land use, circulation, and state facilities. Legislation calling for the creation of a Department of State Planning appears essential if this degree of coordination is to be achieved.

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1963

by
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INTRODUCTION

In the Michigan 70th Legislature, Regular Session of 1959, House Bill Number 255 was introduced. The bill was to create, establish, and define the duties and powers of a Department of State Planning, providing for the orderly and sound development of the physical and human resources of the state, the provisions of which are deemed necessary for protecting and promoting the health, safety, convenience, and prosperity of the citizens of the state.¹

The Department of State Planning was to aid and assist the governor and the state agencies in the furtherance of sound development through a Comprehensive State Development Plan designed to coordinate their activities. The State Development Plan was to embody recommendations for physical and economic development of the state, programs of capital facilities required to implement the State Development Plan and recommendations on administrative and legislative policies based upon studies and investigations of the resources and facilities of the state and of existing problems of land use, circulation, and state facilities as they affect the development of the state.²

The State of Michigan presently has no State Planning Department

¹House Bill Number 255, Michigan 70th Legislature, Regular Session, 1959.

²Ibid.

charged with the function of preparing a State Development Plan. The plan would coordinate the activities of the state agencies in the development of physical and human resources by dealing with the problems of highway construction, education, water and mineral resources, conservation and recreation, industrial development, agriculture, and other problems of statewide concern.

Nonetheless, we learn of highways to be constructed, recreation land to be acquired and developed, reservoirs to be built, universities to be expanded, and conservation practices to be used. It would thus appear that state agencies in the State of Michigan are indeed planning the physical development of the state without coordinating their activities through a State Development Plan.

The purpose of this thesis is to determine to what extent state agencies in the State of Michigan are planning the physical development of the state without benefit of a State Development Plan to coordinate their activities in planning land use, circulation, and state facilities.

CHAPTER I

NEED FOR STATE PLANNING

Legislatures throughout the states have recognized that the need for more and better services from state government has increased rapidly in recent years. The problem of providing these services is not only more complex but also the relationship of state and local responsibilities for them is more evident.

With the increase and change in distribution of population, the advances in technology and the advent of faster means of transportation and communication, significant changes have occurred and are occurring in our society. Many development problems which formerly could be handled on a local basis or were of no serious concern now far outstrip the capabilities of local jurisdiction and require state action.

Every state is involved with problems dealing with highway construction, education, water and mineral resources, conservation and recreation, industrial development, agriculture, and any number of other interests of statewide concern. All these programs have a definite bearing on each other and may no longer be treated as separate entities. Unless these programs are coordinated and geared in the same direction at the executive level, there is a wasteful duplication of effort and the real possibility of failure to meet the needs and problems of the state. Because of these basic interrelation-

ships and the demand for competent action, state government today requires more than ever before the ability and capacity to plan on a comprehensive long range basis.³

Nelson A. Rockefeller, in an excerpt from "The Future of Federalism", states that "The problems of urbanism have outrun individual local government boundaries, legal powers, and fiscal resources. And the national government is too remote to sense and to act responsibly on the widely varying local or regional concerns and aspirations. The states - through their relations with local governments, their greater resources and power, and their closeness to the people and problems - can and should serve as the leaders in planning and the catalysts in developing cooperative action at local-state-federal levels."⁴

In a Study by the Council of State Governments, "Planning Services for State Government, A Summary of the Need and Suggestions for Organization", the need for state planning is emphasized as a result of the complex problems of recent decades which have thrust vast responsibility upon state governments greatly increasing the breadth and variety of their services and functions. This growing

³Committee on State Planning, American Institute of Planners, State Planning: Its Function and Organization, A.I.P. Journal, Volume 25, Number 4, Page 209, November 1959.

⁴Office for Regional Development, Albany, 1964, Change/Challenge/Response, A Development Policy for New York State, Page 121.

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scope of government indicates clearly the need is the state's for planning services: for a systematic formulation of state goals, for a comprehensive inventory of present and emerging problems, and for advice and recommendations on meeting them as effectively, economically, and democratically as possible.⁵

The State of Wisconsin, of whose situation undoubtedly describes many states, is in a period of massive transition. Since the turn of the century, the state has undergone a major reorientation from a rural way of life to highly industrialized and urban modes of living. With these changes have come a number of problems and opportunities of statewide significance:

- a closer integration of Wisconsin's economy with world, national, and midwestern markets, creating unprecedented possibilities for growth or decline in various industry groups in the state
- vast changes in raw materials, technology, and consumer preferences, shifting the relative advantages of resources, forms of transportation and industrial locations, and creating pockets of economic distress in the midst of general prosperity

⁵The Council of State Governments, Planning Services for State Government, 1956, Page 1.

- rapid increases in population and shifts in the population's age composition, multiplying the demands on educational, welfare, recreation, and transportation facilities
- rising levels of personal income, mobility, and leisure time, magnifying the needs for public facilities beyond the levels which would result from population changes alone
- the rural to urban population migration, swelling the cities, changing the economic functions of rural communities, and creating major problems of social and economic readjustment
- a haphazard dispersion of population on the fringes of cities, along the state's major highways, and in remote places on the shores of lakes and streams, complicating tax and service problems and destroying not only prime agricultural soils but also the usefulness of public transportation and recreation resources
- the growth of traffic congestion, parking problems, and building decay at the core of cities, causing the decline of trade, property values and population in central areas, and forcing the dispersion of urban functions that should be centralized

- extensive soil erosion and water pollution, lowering the quality of natural resources
- overintensive agricultural problems and too intensive use of recreational resources, reducing the state's funds of wildlife habitat and outdoor recreation resources in areas where they are in greatest demand⁶

These problems and opportunities must be met by a combination of efforts by all levels of government, with the state playing a pivotal role. Local governmental units have important responsibilities for the provision of municipal services and the orderly development of neighborhoods and communities but they depend upon regional, state, and federal agencies for solutions to problems that overlap or extend beyond political boundaries.

For its part, state government is eminently capable of meeting this need. It covers a broad but not excessively large geographic area. It has extensive powers to legislate and to implement its policies and political weight to gain favorable consideration of its advice and requests vis-a-vis other levels of government. The state needs, however, an overall framework of policies to guide the activities of state operating agencies where they affect matters of

⁶State of Wisconsin, Department of Resource Development, A Plan for Wisconsin, 1963, Page 4.

regional or statewide concern.⁷

To focus this responsibility at the state level, the Wisconsin legislature created the Department of Resource Development in 1959 and authorized it "to promote development and the maximum wise use of natural and human resources of the state so as to provide a balanced and dynamic economy." The legislature further provided that the department "make and coordinate plans with federal, regional, local, and other state agencies for the efficient development of the state's human and natural resources" and "coordinate the activities of and give assistance to state and local private organizations and committees interested in obtaining new economic enterprises."⁸

Governor John B. Swainson expressed concern for state planning in Michigan in "An Abstract of the Grant Application Made to the U.S. Housing and Home Finance Agency" in their request for funds to undertake "A State Resource Development Planning Program for Michigan."

Both the Michigan State Highway Department and the Michigan Conservation Department have developed a long range plan. It has become apparent, however, that present planning operations are insufficient to meet rapidly changing economic conditions,

⁷State of Wisconsin, Department of Resource Development, A Plan for Wisconsin, 1963, Page 4.

⁸Ibid.

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population growth, changing and expanding needs in recreation, mental health facilities, college and university future needs, the transportation system, agriculture, and the many processes which are leading into rapidly increasing urbanization of the state.

There are many unique influences which affected the character of this change, ranging from the intense automation of industry to the extreme stresses placed upon many of the northern Michigan cities and villages wherein the population fluctuates as much as eight-fold during the course of a year.

These and other similar phenomena of the past two decades make it imperative that a comprehensive analysis and plan be undertaken at this time to develop the state's resources in order to realize the opportunities ahead. With a population growth of over 22% in the last decade, the future state system and facilities must be planned and integrated with the federal and municipal development programs.⁹

⁹John B. Swainson, Governor, State of Michigan, A State Resource Development Planning Program for Michigan.

CHAPTER II

PHYSICAL PLANNING DETERMINANTS

In order to determine the extent of physical planning activities by state agencies, it is first necessary to determine what is meant by the term "physical planning" as compared to "non-physical planning." It has been stated that the objective of state planning is to provide for the orderly and sound development of the physical and human resources of the state.

The New York State Planning Council, in its Annual Report for 1936, defined the scope of state planning as follows:

Theoretically, the scope of state planning is as broad as the purpose for which government itself is instituted, that is, the promotion of the general welfare of the people. Anything that affects the general welfare of the people, may, at some time, become an appropriate subject for the application of the planning or policy formulating process.

But the council added:

Practically, however, the scope of state planning at any particular period will be limited to those physical, social, and governmental sectors in which statewide developments or change are taking place, or in which

maladjustments are believed to exist. These maladjustments call for a reappraisal of past policies and methods.

There has been considerable discussion on the issues of whether the state planning should be limited to "physical" planning or expanded to include types of "social" planning. If state planning is to be comprehensive planning, it must certainly include planning affecting both the physical environment and "non-physical" matters. Nevertheless, for the immediate future, the major emphasis of state planning will tend to be on those types of state activity which affect the physical environment. Land, water, and public works ramify into every activity of the state government; however, too prolonged concentration of attention on "physical" matters is likely to defeat the end of overall planning.

The fact should not be forgotten that there can be

- 10 year plans for the reduction of infant mortality as well as 6 year public works programs
- 15 year plans for the elimination of illiteracy as well 10 year programs of forest land acquisition
- 20 year plans for the reduction of juvenile delinquency as well as 10 year highway programs
- 15 year programs for the reduction of industrial accidents as well as 10 year plans for water conservation

These welfare plans are directed toward the conservation of human resources while plans for public works, forest land acquisition, highway programs, and plans for water conservation are directed toward the conservation of natural resources so as to provide a balanced and dynamic economy.

Physical planning must avoid certain dangers, however. The criteria of planning are social and economic as well as engineering; physical plans must be based upon an understanding of the social and economic needs of the state. In a Land Use Plan, for example, the demarcation of submarginal areas does not depend solely on the characteristics of the soil but on proximity to markets, the type and costs of transportation available, the price and prospective prices of products, the price of fertilizer, competition of industry, and its effect on farm wage rates, and a confusing variety of factors.

In turn, a program for the utilization of submarginal land must consider the value to the public of alternative uses; forests for timber as against game refuges or parks. And each possible use opens up other questions, such as: how much lumber could the area produce, what would it cost, what would it be worth, and what can be done to ameliorate the lot of the people in the area. Reforestation is not for the purpose simply of growing more trees but to conserve the soil, to furnish recreational areas, to control floods, to provide needed lumber, or for some other social or economic end. It is these ends, plus the technical feasibility of

the undertaking, which must govern physical planning.¹⁰

There is no sharp line between the spheres of "physical" and "non-physical" planning; they interact and are related; however, in determining the extent of physical planning activity in the State of Michigan, it is deemed advisable at this time to concentrate on those activities which concern themselves with the development of physical environment. Examples of the physical environment include conservation and recreation, educational facilities or water and mineral resources.

¹⁰The States and Planning, National Resources Committee, July 1938, Page 11.

CHAPTER III

STATE DEVELOPMENT PLAN

The State of California has recently adopted legislation establishing the State Office of Planning which describes the function of this office as "preparing, maintaining, regularly reviewing, and revising a comprehensive long range, general plan for the physical growth and development of the state."¹¹

The plan for the State of California shall include findings of fact and delineate physical growth and development problems and potentialities of the state, a statement of the major objectives and principles, a summary of the proposals expressed in the plan, and recommendations for the most desirable general pattern of land use and circulation within the state, and for the most desirable use and development of land resources of the state, all considered in respect to:

- present and future growth and trends and forecasts thereof
- climate, water resources, and other relevant natural or

¹¹Comment on the A.I.P. State Planning Committee's Report, Journal of the American Institute of Planners, XXV, November 1959, Page 216.

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environmental factors

- the need to conserve and develop special types of land and water resources of statewide significance including but not limited to areas especially suited for agriculture, forestry, mining, recreation, and fish and wildlife
- all other factors and conditions deemed to be relevant by the State Office of Planning

Recommendations concerning the need for and the proposed general purpose of major public and private works and facilities, which works or facilities, or reservations of land or water therefore, by reason of their function, size, extent, legal status, or for any other cause, are of state concern; or the authorization, location or construction of which are legally within the province or jurisdiction of state agencies or officials, or which for any other cause are appropriate subjects for inclusion in the State Development Plan.¹²

The Council of State Governments, in a Policy Statement on State Planning, states that the bulk of a State Development Plan consists of a series of integrated plans for land use, circulation, and public facilities.¹³

¹²Comment on the A.I.P. State Planning Committee's Report, Journal of the American Institute of Planners, XXV, November 1959, Page 216.

¹³The Council of State Governments, State Planning, A Policy Statement, 1962, Page 14.

Similarly, the American Institute of Planners' Proposed Position Statement on the State Responsibilities for Urban Development states that the State Development Plan would, depending on individual state needs, contain such elements as the following:

- General Land Use Plan with breakdown by major land use categories, such as urban development, agriculture, mineral extraction, forests, and other types of open space
- Circulation Plan setting forth state policy for the balanced development of highway and public transportation facilities
- State Facilities Plan projecting the future needs for such statewide facilities as headquarters and district state office buildings, state colleges and universities, state health and welfare, and correctional institutions
- Recreation and Open Spaces Plan for state and major local facilities as well as federal recreation areas
- Natural Resources Development Plan containing an inventory and appraisal of the state's natural resources and setting forth state policy for their

prudent exploitation, conservation, and replenishment
where appropriate and feasible¹⁴

Michigan House Bill Number 255 called for the State Development Plan to contain recommendations for the physical development of the state, based upon studies and investigations of land use, circulation, and state facilities as they affect the development of the state.

The extent of physical planning activity by state agencies in the State of Michigan is limited to those activities by state agencies which affect the physical development of the state through the planning of land use, circulation or state facilities. These elements of the State Development Plan are shown in Illustration 1.

¹⁴Richard May, Jr., State Responsibilities for Urban Development, a paper submitted at the 1963 Government Relations and Planning Policy Conference, A.I.P.

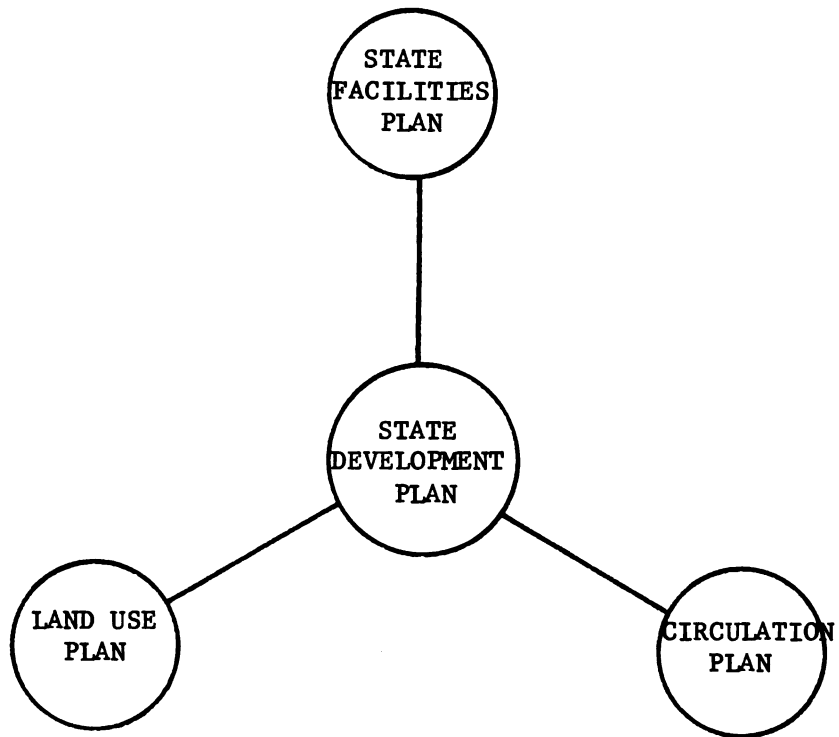


ILLUSTRATION 1

CHAPTER IV

EXTENT OF PHYSICAL PLANNING ACTIVITY

Obviously, not all state agencies in the performance of their administrative functions would necessarily become involved in providing for the orderly and sound physical development of the state.

Michigan House Bill 255, in creating a Department of State Planning, also provided for a State Planning Commission to coordinate and formulate the State Development Plan. Those agencies which were to be represented on the State Planning Commission included the:

- Department of Administration
- Department of Agriculture
- Department of Conservation
- Department of Economic Expansion
- Department of Health
- State Highway Department
- Department of Public Instruction
- Water Resources Commission

Because of the intended relationship of the State Planning Commission and the State Development Plan, the extent of physical planning activity by state agencies in the State of Michigan has been limited to those agencies which were to be included in the

State Planning Commission. Physical planning activities were determined by analyzing the functions of each agency and determining their relationship to the State Development Plan and the plan elements.

A. DEPARTMENT OF ADMINISTRATION

Located within the Department of Administration are the Budget Division and the Building Division, both of which perform functions related to the physical development of the state and the State Development Plan.

The Budget Division prepares the State Budget, translating gubernatorial policies into dollar terms through its recommended expenditures as well as through the sources of revenue to finance them. The State Budget is described as "a systematic plan of ascertaining and meeting the financial needs of the several departments, institutions, boards, commissions, and offices of the state government and of the controlling state funds."¹⁵

The functions of the Budget Division are divided into four sections:

¹⁵Report of the Department of Administration, November 1, 1962, Page 7.

- Administrative
- Examining
- Research
- Operations

- The Administrative Section provides overall direction of the division and stenographic-clerical service to all sections. In addition, the processing of administrative reports and analyses of legislation submitted by agencies is coordinated through this section.

- The Examining Section includes a staff of budget examiners, each assigned to one or more of the functional areas:
 - Mental Health
 - Public Welfare
 - Education
 - Public Safety
 - Defense
 - Adult Corrections
 - Public Health
 - Regulatory Services
 - Conservation
 - Recreation and Agriculture
 - General Government
 - Highways, etc.

They serve as liaison between the agencies of their

jurisdiction and the Department of Administration, the Executive Office, and other agencies. The examiner prepares budget recommendations, within policy limits, and serves as agency advisor in administrative and fiscal areas. He is called on to prepare for the governor, the controller or the legislature, analyses of specific activities of his assigned agencies. It is usual procedure for the budget examiner to attend meetings of legislative appropriation committees and of special committees of administrative officials considering programs or activities.

- Primary responsibility of the Research Section is estimating revenue. To provide estimates of accepted accuracy, the section engages in analyses and projections of economic activity. It prepares special reports and statistical analyses for the governor, controller, and other interested groups. It provides technical advice and assistance to the Examining Section in the areas of statistics, management and fiscal research, and automatic data processing.
- The Operations Section executes procedural aspects of budgeting throughout the year. It checks the mathematical accuracy of all agency budget requests. It prepares "final copy" of the several budget documents and checks for accuracy before submitting to the printer.

During the legislative session, the section prepares appropriation bills to enact the governor's budget; follows the course of appropriation bills through the legislative process; and, when appropriation bills are enacted into law, the section prepares and issues allotment request forms to the several agencies. The allotment forms, returned by the agencies, are checked for appropriation and procedural compliance and, after review by the budget examiners, are prepared for submission to the Administrative Board. The Operations Section also maintains the central records for the Budget Division, which includes recording allotment adjustments, allocations for capital outlay, the checking of budgetary control reports, and coordination with central accounting records throughout the fiscal year.¹⁶

Included in the functions of the Budget Division is the preparation of the "Long Range Capital Outlay Needs" as requested by state agencies. This study summarizes the requests for public health, education, mental health, public welfare, defense, correctional institutions and conservation, and recreational facilities.

The relationship of physical planning activities by the Budget

¹⁶Report of the Department of Administration, November 1, 1962, Page 19.

Division to the State Development Plan is shown in Illustration 2.

The budgeting of expenditures by the Budget Division for state facilities, such as public health, education or recreation, and for additional land requirements for these facilities, has a direct relationship to how the land is used and the development of state facilities.

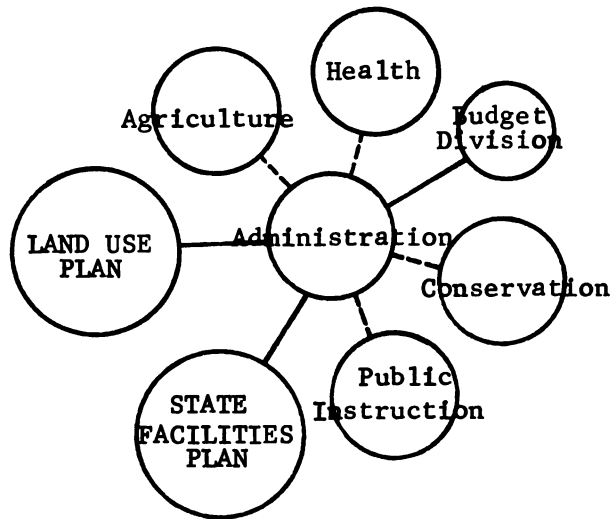


ILLUSTRATION 2

The Building Division gives general supervisory control to state properties representing a replacement cost investment of approximately a billion and one-half dollars. This includes 1,600

buildings at some 40 state institutions and the equipment which is required for their operation. It includes, also, the 25,000 acres on which these buildings are situated.

Normal deterioration and obsolescence necessitate continuing repair programs. An expanding Michigan population which requires a comparable expansion of state services presents the need for new physical facilities which must be designed and built.¹⁷

The division is responsible for developing and approving plans and specifications for the construction and repair of all state owned buildings and utilities. It approves the appointment of qualified architects and engineers, recommends the award of contracts for construction, alteration and repair of facilities, and supervises the conduct of authorized work projects. To further these tasks, the division furnishes technical advice to agencies and establishes and maintains an inventory of all state owned land and buildings.¹⁸

The Building Division also plays an important role in planning the state's capital outlay program. It also provides technical assistance to state agencies and the Budget Division in estimating the cost of proposed construction for state facilities. It assists

¹⁷Report of the Department of Administration, November 1, 1962, Page 20.

¹⁸A Manual of State Government in Michigan, Bureau of Government, University of Michigan, 1949, Page 22.

in determining the need and scope of special maintenance and remodeling projects and in estimating operating costs of newly constructed facilities.¹⁹

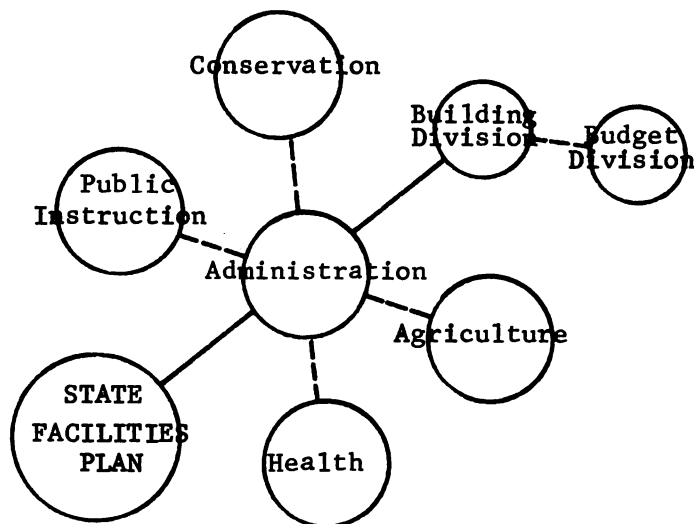


ILLUSTRATION 3

B. DEPARTMENT OF AGRICULTURE

The main activity of the Department of Agriculture is to foster

¹⁹Report of the Department of Administration, op. cit., Page 20.

and promote the agricultural interests of the state.²⁰ In addition to providing information on soil conservation, the department determines lands suitable for agriculture and participates in water management districts.

Physical planning activity by the Department of Agriculture is limited to the drain section of the Agricultural Industry Division which aids the legislative service bureau in the task of codifying the drain laws, consults with counties on inter-county drain problems, and may make recommendations as to the practicability or necessity of county drains when applications are signed by the State Highway Commissioner. Other functions of the division include cooperation with the United States Department of Agriculture in the collection and publication of information on agricultural production and resources of Michigan.²¹

The extent of physical planning activities by the Department of Agriculture is shown in Illustration 4.

²⁰A Manual of State Government in Michigan, op. cit., Page 22.

²¹Curtis O. Baker, A Guide to the Work of Executive Agencies in Michigan, Papers in Public Administration, Number 34, Institute of Public Administration, University of Michigan, 1959, Page 78.

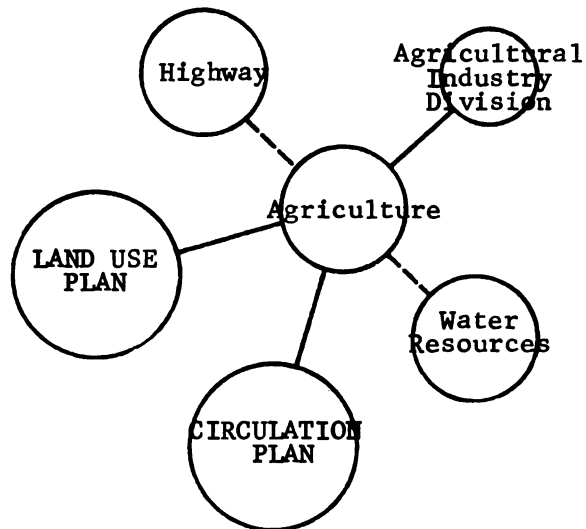


ILLUSTRATION 4

Through activities in conservation of agricultural land or practices and water drainage management, the department has influence on land use patterns in the State Development Plan by designating land most suitable for agricultural use. Similarly, recommendations by the Agricultural Industry Division concerning drainage problems may have affect on the Circulation Plan.

C. DEPARTMENT OF CONSERVATION

The activities of the Department of Conservation provide for the protection and conservation of the state's natural resources, the development of outdoor recreation facilities, and establishing rules and regulations concerning the use of land under its control.²²

These activities are performed by the Fish, Forestry, Game, Geological Survey, Land, and Parks and Recreation Divisions within the Department of Conservation.

- The major activities of the Fish Division includes the acquisition, development, and maintenance of public fishing sites. The division has at the present time over 850 sites of which only 50% are improved. There is no overall statewide plan for additional land acquisition. These sites were selected largely on the basis of available land, needs of the fisherman, local conservation officers, and in some instances, political pressures. Land acquisition in the Capital Outlay Program includes a minor amount for providing access to fishing sites or for the purchase of additional land adjacent to existing sites.

²²A Manual of State Government in Michigan, op. cit.,
Page 42.

A policy agreement between the Fish Division, Game Division, and the Forest Division on the development of sites requires coordination of these divisions. The coordination with the Land Division is essential since the Land Division serves as a service agency on land acquisition for all divisions within the Department of Conservation.

The relationship of these activities to the State Development Plan is shown in the illustration following:

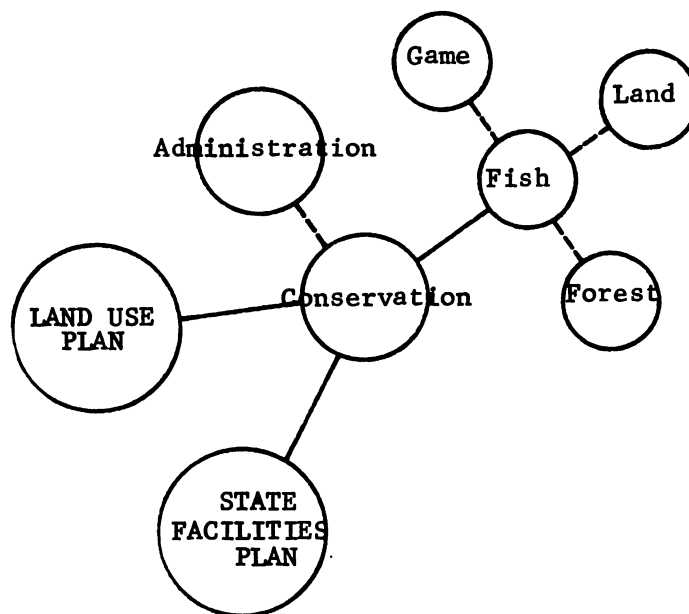


ILLUSTRATION 5

- Through the activities of acquisition and development of fishing sites, the Fish Division affects the physical development of the state by recommending land use patterns and developing state facilities. The division maintains a coordinating role with the Game Division, Forestry Division, and the Lands Division on the development of sites for multi-purpose use.

The Department of Conservation also maintains a coordinating role with the Department of Administration in the preparation of a Capital Improvements Program for land acquisition and site improvement.

- The Forestry Division is responsible for sales, use permits, reforestation, cultural operations, and recreation use and development. At the present time there are 3,700,000 acres of land owned by the State of Michigan which has been classified according to appropriate land use categories, i.e., primary use, game use, good forest use, and high recreation use.

Development of this land into recreational use is determined by local conservation agents. The Capital Outlay Program for this division is not for land acquisition but rather for site improvement to meet local needs. Private clubs now own approximately 1,700,000 acres of land within the State of Michigan.

Illustration 6, as shown below, indicates the extent of the physical planning activity by the Forestry Division:

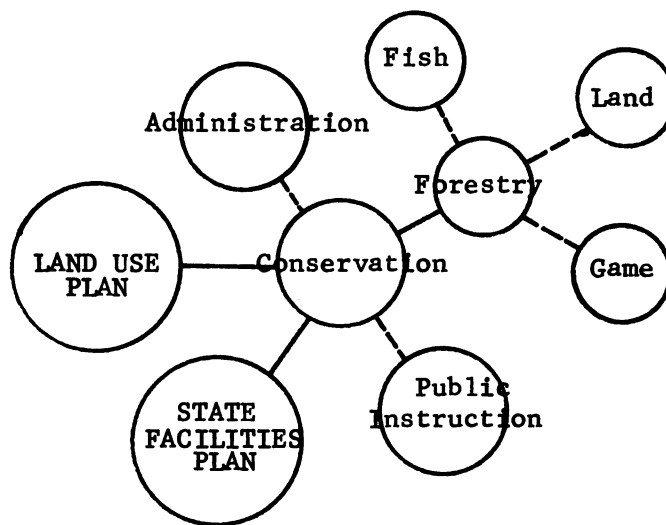


ILLUSTRATION 6

Land use recommendations for land currently owned by the State of Michigan have already been determined by the Forest Division. Similarly, land has been determined for high recreation use and site improvement for recreation facilities. Site improvement funds necessitate a degree of coordination with the Department of Administration for capital outlay. The Department of Public Instruction,

has, on occasions, coordinated their activities with the Department of Conservation in establishing school sites as learning laboratories in the biological sciences.

- The Game Division plans acquisition and development of land for public hunting and cooperates with farm owners to improve private game habitats.

Activities of the Game Division are concerned with land use patterns and state facilities of the State Development Plan as shown in Illustration 7:

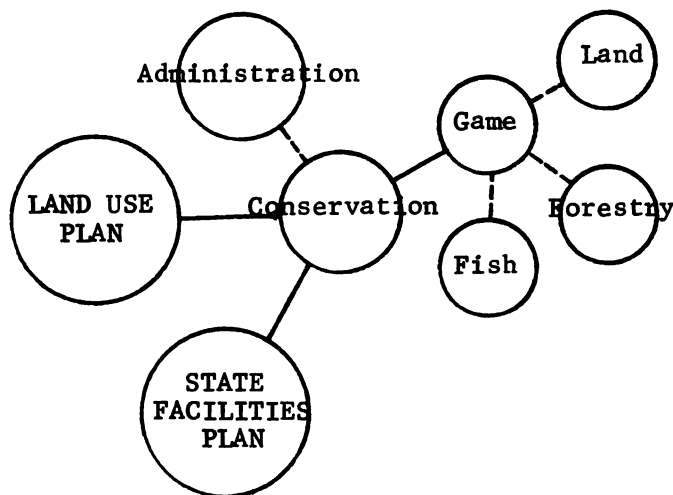


ILLUSTRATION 7

A policy agreement between the Game, Land, Fish, and Forestry Divisions on the development of sites requires coordination to insure proper overall development considerations. The Forestry Division, in coordination with the Game Division, for example, determines which lands owned by the state are best suited for game use.

Recommended land acquisition and development of game areas requires the coordination with the Department of Administration.

- The Geological Survey Division studies rock formations to determine mineral content, assessed valuations, and favorable oil and gas exploration areas to assist the director in enforcing the oil and gas conservation laws.

These activities affect the Land Use Patterns of the State Development Plan by determining areas of natural resource potential. This relationship is shown in Illustration 8:

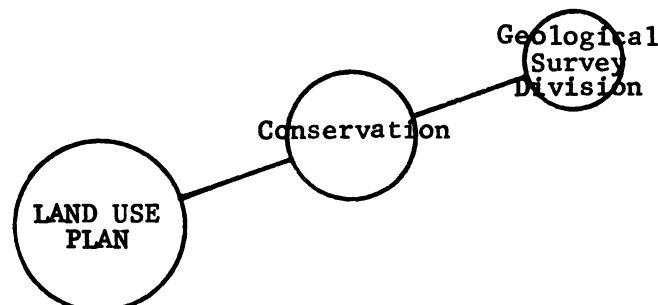


ILLUSTRATION 8

This division does not acquire land for natural resource development and therefore does not coordinate its activities with the Department of Administration.

- The Lands Division administers all those state owned lands under the jurisdiction of the Conservation Department. It maintains all records pertaining to the acquisition, disposition, sale, exchange of state lands, the leasing of oil, gas, and mineral interests.

As a service agency, this division does not make any policy decisions but rather handles the legal devices necessary in performing its function. These activities do not affect the overall physical development of the state.

- The Parks and Recreation Division is responsible for acquiring, developing, maintaining, and making available for the use of the public, open spaces, both land and water, for recreation. The division promotes and administers a group camping and outdoor education program. It is responsible for the design, planning, and development of state parks and recreation areas, prepares drawings and specifications for construction of park buildings, and supervises the construction and planning of all improvements.

The division also determines recreation needs and develops

an overall plan for site acquisition and improvement.

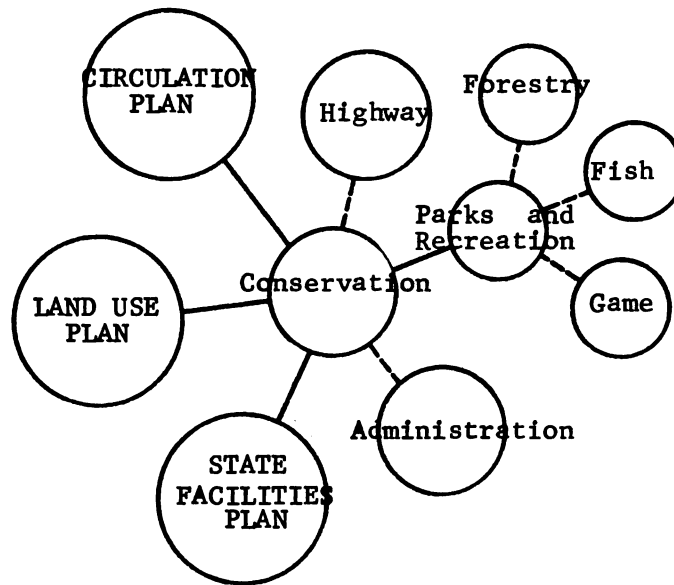


ILLUSTRATION 9

The activities of the division concerned with the land use development of the state for parks and recreation, the construction of state recreation facilities, and the location of highways to adequately serve and develop these areas link the Department of Conservation to all elements of the State Development Plan as shown in Illustration 9.

D. DEPARTMENT OF ECONOMIC EXPANSION

This agency, reorganized on May 10, 1963, formerly called the Department of Economic Development, is responsible for directing and carrying out an economic expansion program for the state. The activities of the Department of Economic Development, which will probably be similar in the Department of Economic Expansion, are performed by several divisions.

- The Industrial Development Division, through personal contacts, tries to bring new firms to Michigan and, in an effort to keep existing plants in the state, aids those industries which contemplate plant expansion or relocation. The division maintains a file of available industrial buildings which are suitable for occupancy.
- The Area Development and Industry Service Division assists communities and areas in their efforts to promote industry. It advises and assists localities by forming community industrial development organizations, making industrial surveys, forming industrial districts, and establishing industrial development corporations. It also helps small Michigan firms to find business opportunities and informs them of sources of assistance on government procurement, financial, marketing, and similar technical problems.
- The Research Division prepares specialized brochures on

the state's industrial location advantages for use with industrial prospects. It performs service research for other divisions of the department, other state agencies, organizations, and individuals. The division also collects economic data on Michigan and records movement of industry in the state.

- The Information Division publicizes Michigan's industrial location advantages through newspapers, magazines, radio, and television.
- The Administrative Division handles budget, personnel, and office service functions and maintains liaison with state and federal agencies. It is responsible for the department's legislative program and provides staff services for the State Economic Development Commission and its advisory committees. The division also reviews, for approval, all county zoning ordinances.²³

The activities of the Department of Economic Expansion, which are primarily service-oriented for industries and communities, obtain information concerning the State Development Plan, such as transportation and public facilities for purposes of promoting economic advantages in the State of Michigan. The Administrative

²³A Manual of State Government in Michigan, op. cit., Page 43.

Division, in the review of county zoning ordinances and advising planning agencies, may affect the Land Use Plan with respect to industrial sites. Similarly, such a review could influence the location of highways in an effort to develop industrial sites.

The relationship of these activities and the State Development Plan is illustrated below:

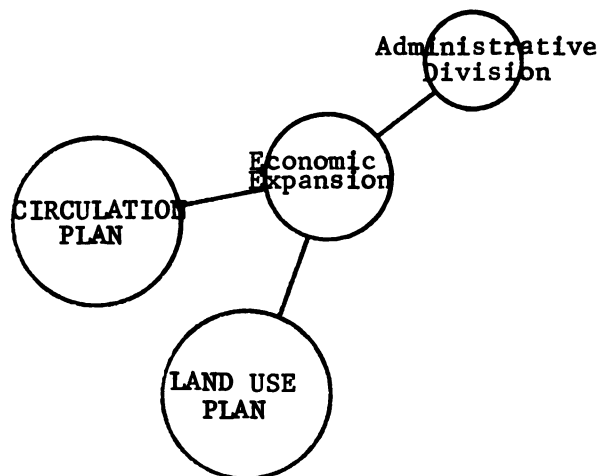


ILLUSTRATION 10

E. DEPARTMENT OF HEALTH

Of the many divisions in the Michigan Department of Health, only one, the Division of Engineering, with sections in Water Supply, Sewerage, and Sewage Treatment, and Environmental Sanitation, performs functions directly associated with the elements of the State Development Plan through physical planning activities.

- The Section of Water Supply has the responsibility for the execution of the division activity in respect to water supply. In the exercise of this responsibility, it examines plans for all public water supplies or extensions and, if approved, issues permits for their construction. It inspects sites for proposed well installations. It functions through the entire development of such projects, beginning with the preliminary educational work necessary to initiating such programs, on through its planning, construction, and operation phases. It determines the need for treatment of the water and supervises the operation of such works.

A considerable amount of attention is given to the adequacy of sources of supply, both as it relates to quality and quantity. The increasing load from sewage and industrial waste treatment plants on our lakes and

streams makes this problem more complex. A critical evaluation is given to locations of new water works intakes and to existing intakes.

The problems of water supply in the fringe areas contiguous to the larger metropolitan centers have been multiplying. In the light of probable economic developments in Michigan, this problem is not likely to diminish in the near future. The complexity and magnitude of these problems dictate that sound, long-range, and timely planning be undertaken. Section activity in this has increased tremendously and, in many cases, section engineers function more or less as catalysts so to speak, during such planning phases, if not actually providing the impetus behind such planning.²⁴

The Section of Water Supply, in performing its function of examining all public water supplies, influences the Land Use Plan within the state by approving and issuing permits for construction. This function includes the examination and approval of public water supplies with respect to state facilities, thereby affecting the location and future planning of statewide facilities.

²⁴Program Plan, Division of Engineering, Michigan Department of Health, Page 2.

Examining water supplies necessitates research as to the adequacy of water sources and locations. In respect to this function, the Division of Engineering compiles and publishes information on public water supplies in Michigan.

The Water Supply Section also provides valuable assistance in the planning phases to all agencies concerned with water supply.

The extent of physical planning activity in the Water Supply Section is shown in relation to the State Development Plan in Illustration 11.

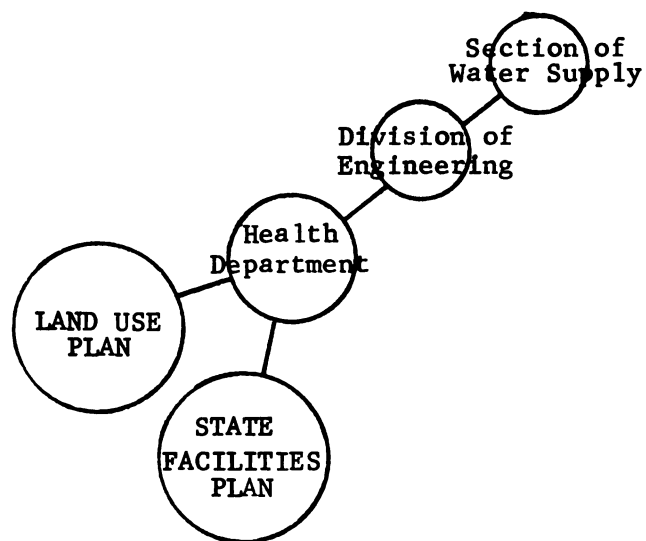


ILLUSTRATION 11

- The Section of Sewerage and Sewage Treatment has the responsibility in the matter of supervisory control of sewerage systems serving the public similar to that of the Section of Water Supply in that field. Section responsibility extends likewise from the planning through to the operation of the completed project. Treatment works constitute the phase of the work receiving greatest publicity. The work of the section is necessarily closely integrated with the activities of the Water Resources Commission. Whether a specific project for waste treatment results from local initiation, from commission activity, or from other inspiration, the results so far as section activity is concerned, is not greatly different in magnitude. In any case, the section staff is called upon to explain projects to groups; to review the specific problem with the consultant and governing body of the community; to examine the basis of design and the plans and specifications; and when approved, to issue permits for construction of the work; to suggest methods of financing; and finally to supervise operations; all to the end of preventing unlawful pollution.

The section may, under department regulation and following a plan developed under the guidance of the Attorney General, suggest and issue special form and conditions of construction permits for sewer extensions

where devices for treatment of sewage are not immediately available. It consults with the staff of and is often called upon by the Water Resources Commission for advice in specific problems and matters of general policy. It is frequently called upon for assistance by county drain commissioners or inter-county drainage boards. Its advice and assistance is sought by industries, designers, manufacturers of equipment for waste treatment, sportsmen's groups, civic organizations, engineers, financial consultants, attorneys, local health services, educational institutions, as well as governmental agencies at every level.²⁵

Similar to the Section of Water Supply, the Section of Sewerage and Sewer Treatment, in performing supervisory control of sewerage systems serving the public, affects the Land Use Patterns of the state through the exercise of its control. The application of this control applies to state facilities and therefore has a bearing on their location.

²⁵Program Plan, Division of Engineering, Michigan Department of Health, Page 3.

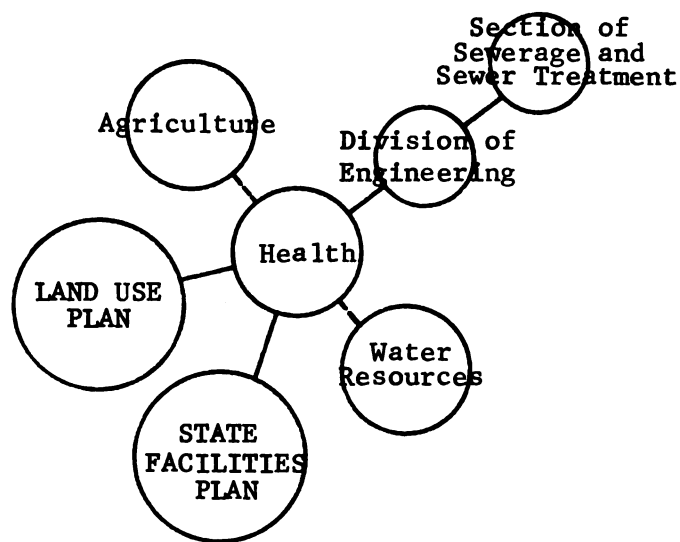


ILLUSTRATION 12

The nature of sewerage control necessitates a degree of coordination with the Water Resources Commission and their concern on Pollution Abatement Control.

A significant amount of assistance is provided by this section to various groups, drain commissions, inter-county drainage boards, industries, clubs, attorneys, educational institutions, and governmental agencies at every level.

The extent of physical planning activity in the Sewerage and Sewer Treatment Section is shown in relation to the State Development Plan Elements in Illustration 12.

- The Section of Environmental Health has a diversified program serving primarily as a consulting agency to local health agencies. The activities of this section can be best described in the following manner:
 - Trailer Coach Parks
Plan review, inspection, licensing, operations, conferences, enforcement. Cooperative with local agencies and direct service. Formulation and revision of forms, standards, etc.
 - Report Sanitation
A general resort sanitation program. Consultant to local departments and direct service.
Preparation of pamphlets, recommend standards, record forms, advisory to resort associations, educational institutions.
 - Septic Tank Cleaners
An inspection and licensing operation.
Consultant to local health departments and direct service.
 - Housing

- Housing

Chiefly a consultant service to other governmental agencies and state departments. Some inspection, some plan review, conference. Direct service on FHA and VA housing in some areas.

- Milk Sanitation

A cooperative program with Department of Agriculture and local health departments. Some inspection, consultation, and certification.

- Food Sanitation

Almost exclusively a consultant service to local health departments; chiefly an educational program.

- Interstate Carrier - Food, Milk

Chiefly a cooperative program with USPHS for railroads, bus terminals, vessels, and airports. Some field inspection, some report review.

- School Sanitation

Chiefly a cooperative and consultant program with Department of Public Instruction and local health departments. Some field inspection, plan review, conference with architects and school officials.

- Water Supply and Sewage for Homes, Schools, Semi-Public Installations, etc.

Chiefly a consultant service to local health departments. Some direct services. Field inspections, plan review. Sample collection and reporting.

- Hospitals, Maternity Homes, Boarding Homes, Sanitarium, etc., Sanitation

Chiefly a cooperative and consultant service to other state and governmental agencies. Field inspection, plan review, conferences with management, architects, and builders, preparation of standards are involved.

- Nuisance Investigations

Chiefly a consultant service to local health departments and law enforcing agencies. Some direct services. Field investigations, reporting, occasionally enforcement proceedings are undertaken. Referral of complaints and processing of petitions. Office consultations.

- Mattress Sanitation (Labeling and Sterilization)

Chiefly answering out-state inquiries relative to state law requirements and approval of labels.

Close working relationship with Detroit City Ordinance.

- Garbage Disposal

This activity is closely allied to nuisance, insect, and rodent control programs. Largely a consultant and educational program. Recent legislation was creating abnormal activity in this program item.

- Training and Recruitment

A cooperative activity undertaken to secure and maintain adequate and properly trained sanitation personnel. Involves a great amount of conference type activity.

- Consultation Services to Local Health Services

Frequent reference through the listed items indicates the great extent to which this section's activities are involved in consultation with local health units.

There are a great number of program items that could properly be included in a complete environmental program. Department policy and budgetary limitations determines how, when, and if they are to be undertaken. Home safety, air pollution, smoke abatement, noise abatement, mosquito control, and weed control are illustrative of

such items. The matter of land subdividing is not presently subject to any direct supervision by health authorities, yet the extent and manner of platting has very great effect upon sanitation facilities. Substantial interest in regional planning and administration of many types of sanitation facilities is developing and is demanding more and more division attention.²⁶

The Section of Environmental Health, as just described, encompasses a great range of activities. Many of these concerns, such as those with trailer coach parks, resort, sanitation, housing, school sanitation, hospitals, maternity homes, boarding homes, and sanitariums, comprise the Land Use Plan within the state. Any activity this section performs in which their location is dependent on their approval, is affecting the Land Use Plan.

In performing the activities of the Section of Environmental Health, there is constant assistance provided to all levels of government and to all concerned with any of their activities. The Department of Public Instruction coordinates its activity in school sanitation with this section and local health departments.

²⁶Program Plan, Division of Engineering, Michigan Department of Health, Page 6.

The extent of physical planning activity in the Section of Environmental Health is shown in relation to the State Development Plan in Illustration 13.

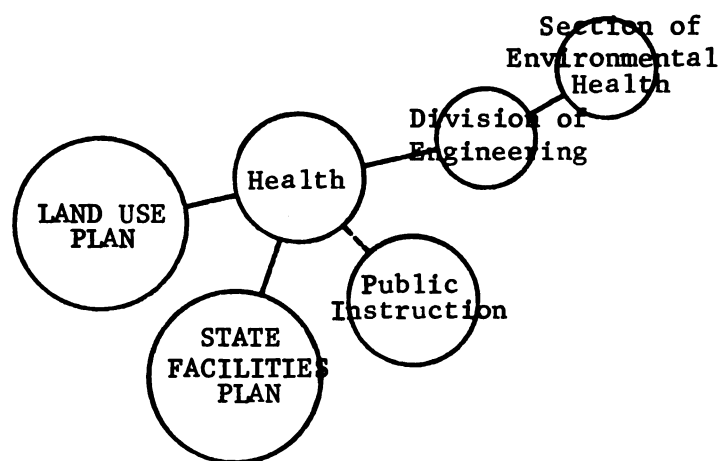


ILLUSTRATION 13

The Division of Engineering of the Michigan Department of Health has prepared Suggested Procedures for Land Development, dealing directly with the environmental health problems as related to future subdivisions. The Section of Environmental Health also issues Planning Guides on Environmental Health prepared by the U.S. Department of Health, Education, and Welfare in an attempt to

correct environmental health problems.

F. STATE HIGHWAY DEPARTMENT

The State Highway Department undertakes duties to construct, improve, and maintain trunk line and federal aid roads and necessary bridges and grade separations, to operate and control state ferries, to administer traffic control and establish rules and regulations in conjunction with the state police, and to advise local governmental units on all problems of road and street construction, improvement, and maintenance.

The Office of Planning in the State Highway Department reviews arterial street plans with local officials, aids in the formulation of arterial systems and the adoption of one-way street operations, and coordinates procedures for trunk line changes brought about by current planning. These activities are performed in the following divisions:

- The Planning Division determines, selects, and justifies highway, road, and street systems on the basis of functional classifications. It establishes procedures for allocation of routes to the various systems and prepares data for those agencies which must approve routes and systems. It determines general locations for new routes on interstate and trunk line systems and makes

field investigations. If, as a result of new routes, certain roads are no longer needed in the state system, this division initiates the transfer of such roads to local authorities. It keeps current the delineation of urban areas as required for the administration of federal aid systems. The division interprets planning data for purposes of expressway development and formulates state plans for trunkline business route loops and land use development controls. In cooperation with local governments and planning agencies, the division develops urban and regional trunk line plans which are consistent with overall patterns. Using data such as traffic studies, the division draws up comprehensive trunk line development plans for cities and urban areas.²⁷

As shown in the following illustration, the activities of the division directly affect all phases of the State Development Plan.

²⁷Baker, op. cit., Page 94.

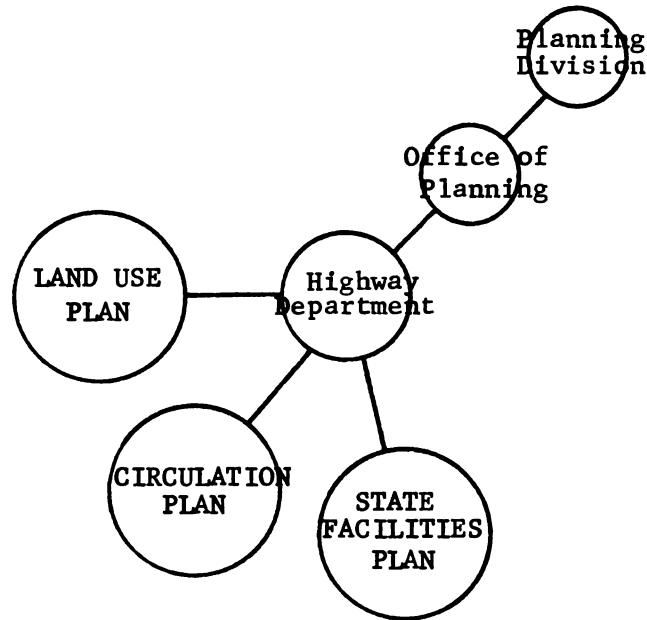


ILLUSTRATION 14

- The Programming Division determines highway needs on the basis of information concerning such matters as road conditions, alignment, capacity, land uses, population, and density. It determines priority ratings for each system, correlates the need and priority ratings, and then sets up a long range construction or betterment program for each highway system. Needs are reviewed with engineering committees of the County Road Association and the Michigan Municipal League for the establishment of uniform procedures and policies, standards of construction, maintenance, and operation. The division estimates

construction costs for all highway systems and streets and draws up lists of needed projects by counties. It also prepares a yearly recapitulation of contracts let. This summary points up agency participation and system distribution of funds, by highway systems, for each district. The division analyzes and interprets data on the economic impact of the various types of systems and cooperates with the research centers at the University of Michigan and Michigan State University.²⁸

The relationship of the Programming Division to the State Development Plan is shown in Illustration 15. The primary activities of the division are those concerned with the need and priority in setting up a long range construction program which is a part of the Circulation Plan for the state.

²⁸Baker, op. cit., Page 94.

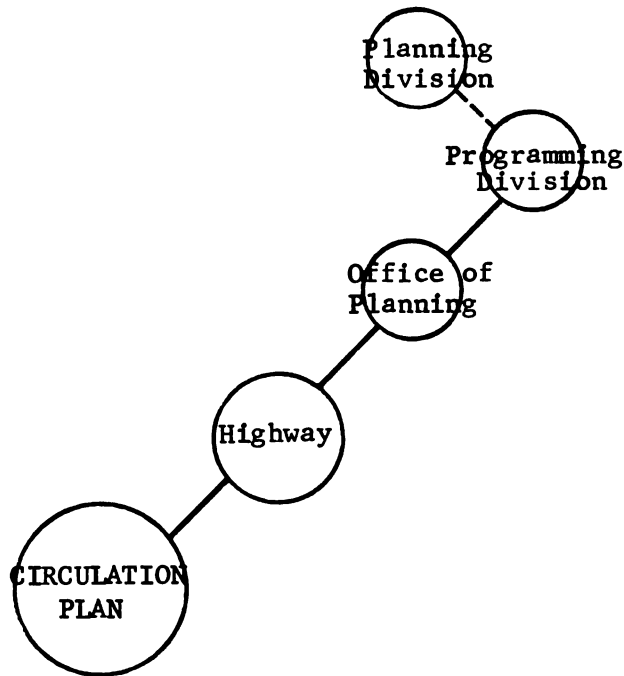


ILLUSTRATION 15

- The Route Location Division prepares, catalogs, and analyzes aerial photo maps for use in route location planning. It reviews general location with the Planning and Programming Division with a view to traffic desires and design factors. Field investigations are made to establish the best possible location, taking into account such factors as topographic features, soil conditions, and design features. Conferences are held with local officials to evaluate the impact of a proposed route; conferences are also held with the Traffic Division, Office of Engineering, on questions of

operations and requirements in terms of anticipated use. The division then prepares an engineering report which gives the reasons and indicates various requirements, cost estimates, and anticipated requirements in the distant future. It must also prepare necessary agreements dealing with road closures, service roads, and design characteristics for approval of local officials.²⁹

The activities of the division are primarily those of implementing activities of the Planning and Programming Divisions. Its relationship to the State Development Plan is shown below:

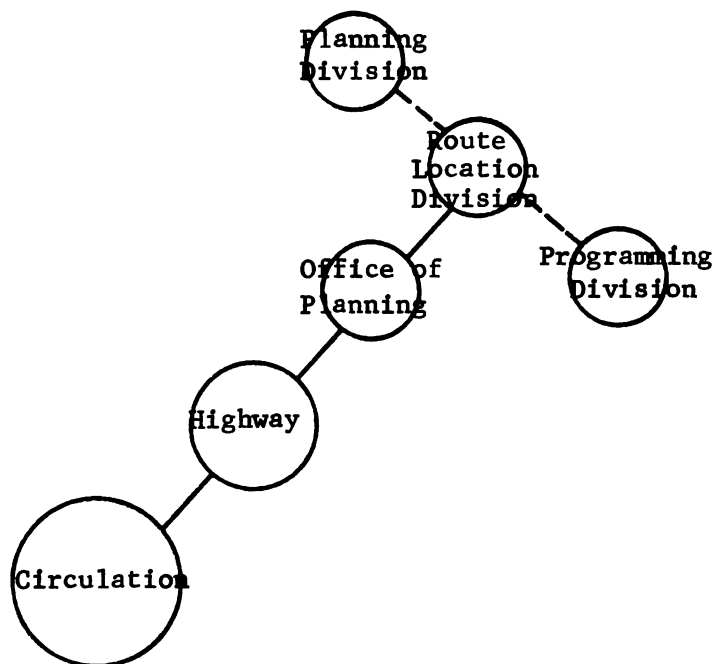


ILLUSTRATION 16

²⁹Baker, op. cit., Page 95.

G. DEPARTMENT OF PUBLIC INSTRUCTION

The Superintendent of Public Instruction shall have general supervision of general instruction in all public schools and in all state institutions that are educational in their character.³⁰

- The Administrative Services Division of the Department of Public Instruction must approve the plans and specifications of all school buildings, including private ones, with regard to location, adequacy, and educational use. Such approval authority extends to reconstruction or repair of existing buildings. It assists school districts in school planning, publishes bulletins on school building, passes on requests for qualification of school district bonds, and administers the school bond loan fund. It advises on reorganization, annexation, and consolidation of school districts and consults with counties in county area studies. In the field of transportation, the division advises school districts on the establishment and administration of transportation systems and receives reports from county school superintendents and each

³⁰Michigan Statutes Annotated, Chapter 9, The Superintendent of Public Instruction, 349.1 Section 1.

school district on the operation of its transportation system. It determines the amount of state aid to be allotted school districts for transportation.³¹

The activities of the division include working in a consulting capacity in the planning of school facilities on a district-wide base. Studies of the division involve an evaluation of existing facilities, a projection of anticipated enrollments, evaluation of proposed school sites and plans, and an investigation as to the methods available for financing of such projects.

The relationship of these activities with State Development Planning is indicated in Illustration 17:

³¹Michigan Statutes Annotated, Chapter 9, The Superintendent of Public Instruction, 349.1 Section 1.

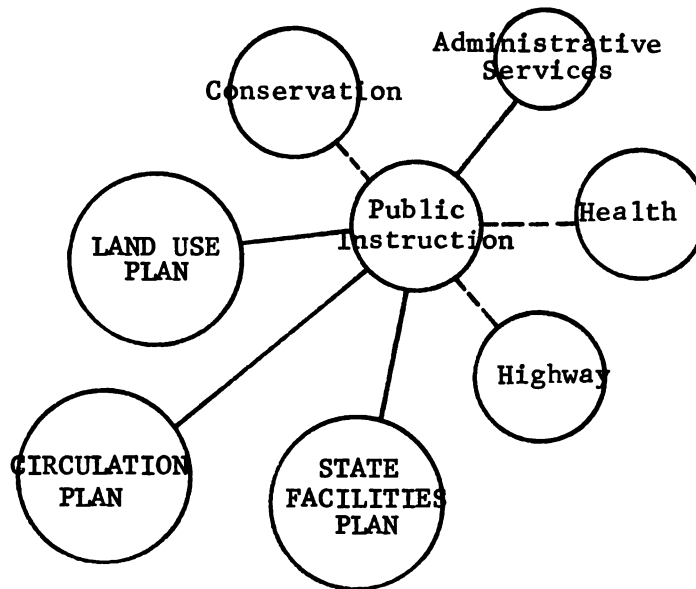


ILLUSTRATION 17

The approval required by the Department of Public Instruction with regard to location and evaluation of sites directly affects the Land Use Plan of a State Development Plan, particularly in light of past trends to coordinate school sites with park or recreation development. In these instances, the Department of Public Instruction has consulted with the Department of Conservation. Also in conjunction with the Department of Conservation, the department is developing school sites as learning laboratories in the biological sciences.

In the location of new schools, the department confers with the State Highway Department regarding the possible location of new major traffic arteries and the Health Department on school sanitation.

H. WATER RESOURCES COMMISSION

The functions of the Water Resources Commission lie within two divisions:

- Hydrology and Flood Control Division
- Pollution Abatement Division

Both divisions, through the performance of their activities, are associated with elements of the Physical Development Plan.

- The Pollution Abatement Division carries on field investigations to secure basic information about pollution problems and is responsible for the administration and enforcement of pollution abatement. The division receives and processes statements of new and expanded uses of water for waste disposal purposes, makes regular inspection and performance surveys on existing facilities for waste control, provides advice on pollution abatement methods and uses of water, and reviews plans for industrial waste control facilities.

In addition to these duties, the division has certain responsibilities under Public Law 660 of 1956, for in accordance with its terms, the Surgeon General of the United States has designated the commission as the state's agency which is to assist the federal government. The division prepares and keeps current the State Plan for water pollution control and defines procedures which govern administration of the state's part in the federal sewage treatment works construction grant program. The division services requests for applications for federal sewage treatment works construction grants and submits recommendations for the commission, as to the priority of one eligible project over another, on the basis of financial as well as water pollution control need. The division therefore serves as an intermediary between the United States Public Health Service and recipients of federal sewage treatment works construction grants.³²

These activities and their relationship to that of the State Development Plan are shown in Illustration 18:

³²Public and Local Acts of the Legislature, State of Michigan,
Passed at the Regular Session of 1949, Page 120, P.A. Number 117.

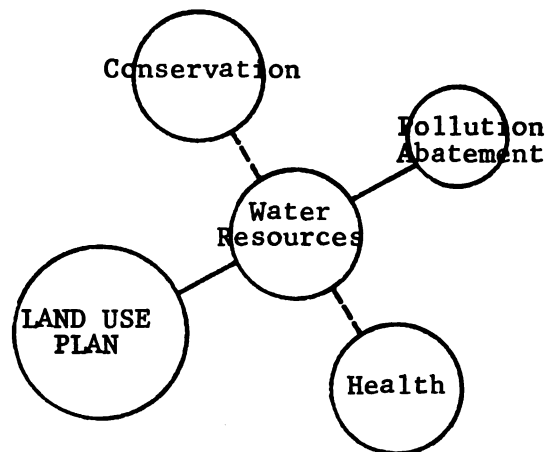


ILLUSTRATION 18

Through the review of water uses for waste disposal purposes, including applications for federal sewage treatment work construction, and the review of plans for industrial waste control facilities, the division affects land use patterns in the state.

The division consults with the Department of Conservation in determining pollution problems and the Health Department on public water supply and public health.

- The Hydrology and Flood Control Division conducts field

studies and prepares reports relating to:

- local, regional, and statewide water use
- river basin water resources conditions and use
- local flooding conditions

It collects basic hydrologic data independently and in cooperation with other governmental agencies and, following analyses of such data, furnishes advice on specific water uses or conditions. The division serves in an advisory capacity to any flood control district authorized by the legislature. It provides information and advice to the general public on problems dealing with flood control, beach erosion, water use, water rights principles, and water conditions. In addition, it supplies information concerning the success of erosion control structures.

The relationship of the division activities with state development planning is shown in Illustration 19:

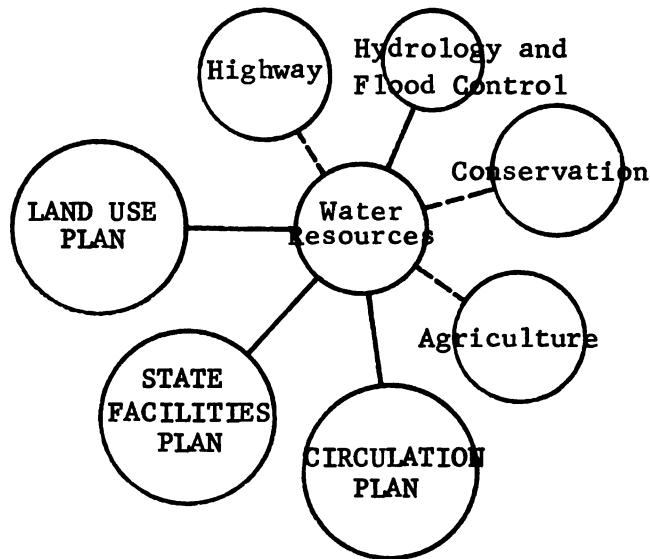


ILLUSTRATION 19

Studies of how much water is being used, in what quantities and at what places, and how rapidly the uses are increasing, is necessary so that plans can be made to meet future as well as present needs. Some of the planning will result in voluntary decisions, as for instance the locating of a new industry. Other planning will result in laws regulating how and where large water uses can be made or what areas cannot be used for building homes and other structures. Studies have been completed of water resources uses and conditions for six large river drainage basins. Included in these studies is an

inventory of all power dams, and a study of irrigation water usage.³³

Through the activities of the division, areas subject to flooding are determined and attempts are made to discourage the development of these areas without an adequate flood control project. Similarly these activities direct land use patterns in the state.

Information developed by the Division of Hydrology and Flood Control provides assistance to the Department of Conservation in establishing recreational water use facilities and resource conservation, to the Highway Department in the construction of highways and bridges, and to the Department of Agriculture in agricultural water use, flood control, and drainage.

³³Public and Local Acts of the Legislature, State of Michigan,
Passed at the Regular Session of 1949, Page 120, P.A. Number 117.

CHAPTER V

ANALYSIS OF PHYSICAL PLANNING ACTIVITY BY STATE AGENCIES

In determining the extent of physical planning activity by state agencies, it was found that all the agencies as shown in Illustration 20, contributed to the State Development Plan as set forth in the 1959 House Bill 255.

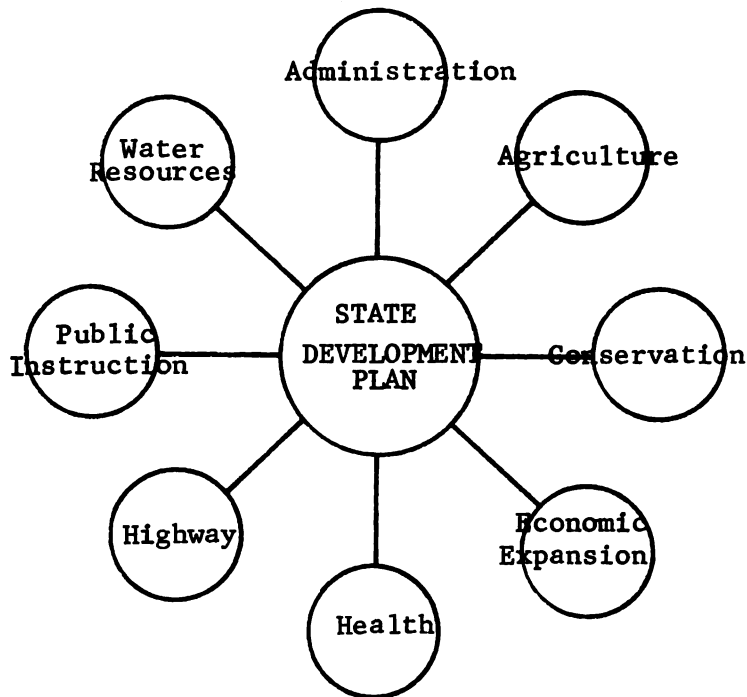


ILLUSTRATION 20

While all state agencies selected for analysis had an effect on the physical development of the state, not all agencies affected all elements of the State Development Plan.

Only those agencies shown in Illustration 21, for example, were determined to have an effect on the State Facilities Plan of the State Development Plan.

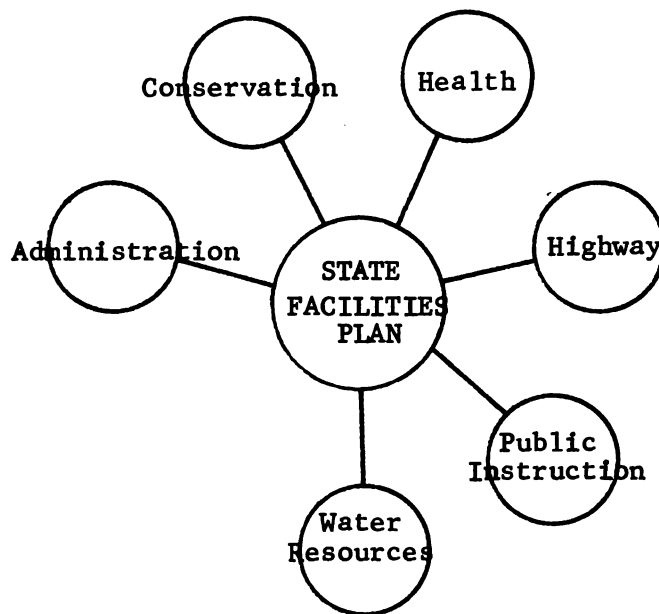


ILLUSTRATION 21

The effect on the State Facilities Plan by these agencies was generally of two categories. Agencies such as the Department of Conservation, Department of Public Instruction, and the State Highway

Department were determined to be agencies directly concerned with the need and proposed general location of state facilities while the other agencies (the Department of Administration, the Health Department, and the Department of Water Resources) provide assistance in budgeting for new construction, approval of water and sewerage facilities or the location of facilities requiring water resources. Of significant importance, however, is the fact that of the eight state agencies selected for analysis, six agencies actually undertake activities which are either involved in the construction of state facilities or influence their location.

In determining the extent of physical planning activity in the development of a Circulation Plan, it was found that only the Highway Department was involved in formulating plans for future highway facilities. Other agencies, as shown in Illustration 22, from time to time, provide assistance to the department regarding information on hydrology and flood control by the Department of Water Resources in the construction of highways and bridges or information concerning the necessity of county drains by the Department of Agriculture.

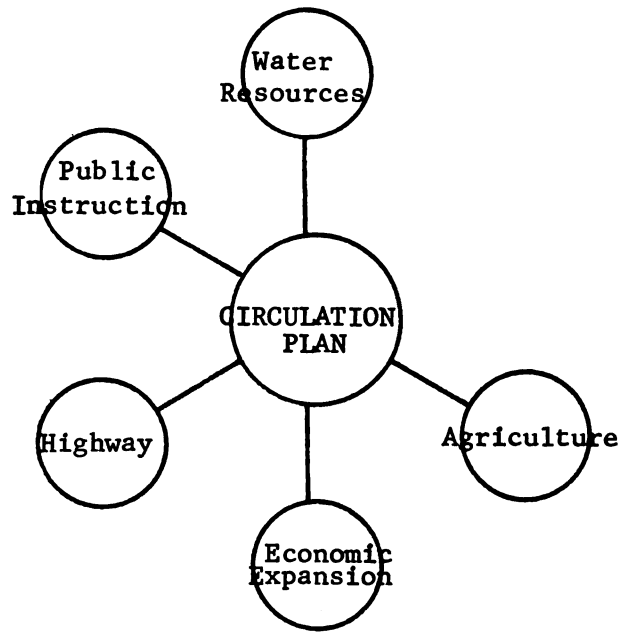


ILLUSTRATION 22

Both the Department of Economic Expansion and the Department of Public Instruction rely upon the State Highway Department for information regarding location of highways in an effort to develop industrial sites or evaluate future sites for school location.

All of the agencies, as shown in Illustration 23, were found to have some effect upon land use patterns in the state, either through the development of state facilities or through their administrative functions.

The Department of Administration, through the preparation of the Long Range Capital Outlay Needs, as requested by the state

agencies, has a direct relationship to the Land Use Plan for the state by budgeting expenditures for state facilities.

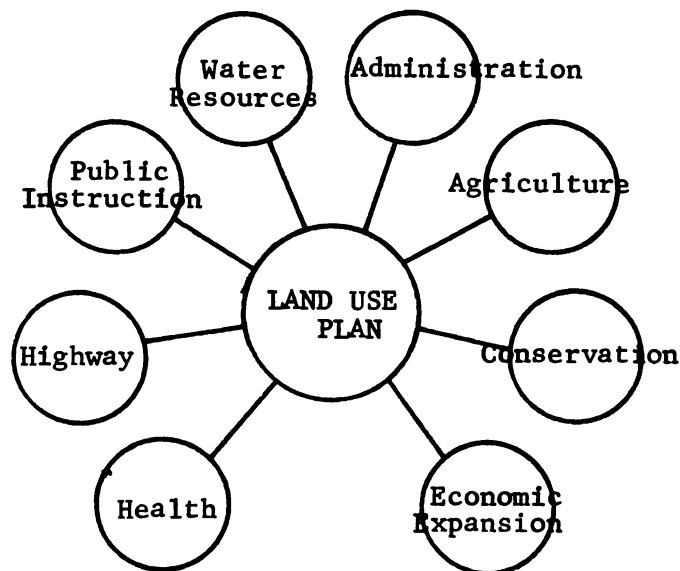


ILLUSTRATION 23

Included are requests by the Department of Administration for state building construction, Department of Public Instruction for Junior and Community Colleges, Department of Health, Department of Conservation, and the State Highway Department.

The Department of Conservation undertakes land acquisition and development for fishing, hunting, and recreation, all of which contribute to the development of the state. The department also

determines recreation needs and has developed an overall plan for site acquisition and improvement for parks and recreation.

Similarly, the Forestry Division has classified land owned by the state according to game use, forest use, and high recreation use, setting policies for future development.

The Department of Economic Expansion, while primarily a service agency, designed to attract industry to locate within the state, does require a review of all county zoning ordinances for purposes of developing industrial sites. Through this review, it is important that the department be familiar with highway proposals, recreation areas, and developable land with water and sewer facilities and may, on the basis of this information, suggest additional industrial areas as part of a State Development Plan.

The administrative functions of the Health Department, in approving public water and sewerage systems, greatly influences the location of future development in the state.

Through the development of urban and regional trunk line plans, the State Highway Department must be familiar with both existing and future land use patterns in order to adequately develop a Comprehensive Circulation Plan. These plans naturally have an impact on where future development is located.

The Department of Public Instruction, while providing services to local school districts, must also approve the plans of all school

buildings with regard to location. Similar to the Department of Economic Expansion, the department may also influence the future development of the state by approving location of schools.

The State Plan for Water Pollution and Flood Control, prepared by the Department of Water Resources, calls for a local, regional, and statewide water use plan on the basis of river basin resources and use. Such a plan is of particular value in the consideration of industrial location and recreational water use.

Illustration 24 indicates the relationship of the state agencies to the State Development Plan and the plan elements, land use, circulation, and state facilities. Of the eight state agencies analyzed, four were determined as having an effect on all elements of the State Development Plan. These four agencies, the Department of Conservation, the State Highway Department, the Department of Public Instruction, and the Department of Water Resources, all perform activities which affect the land use, location of highways, or the need and location of state facilities.

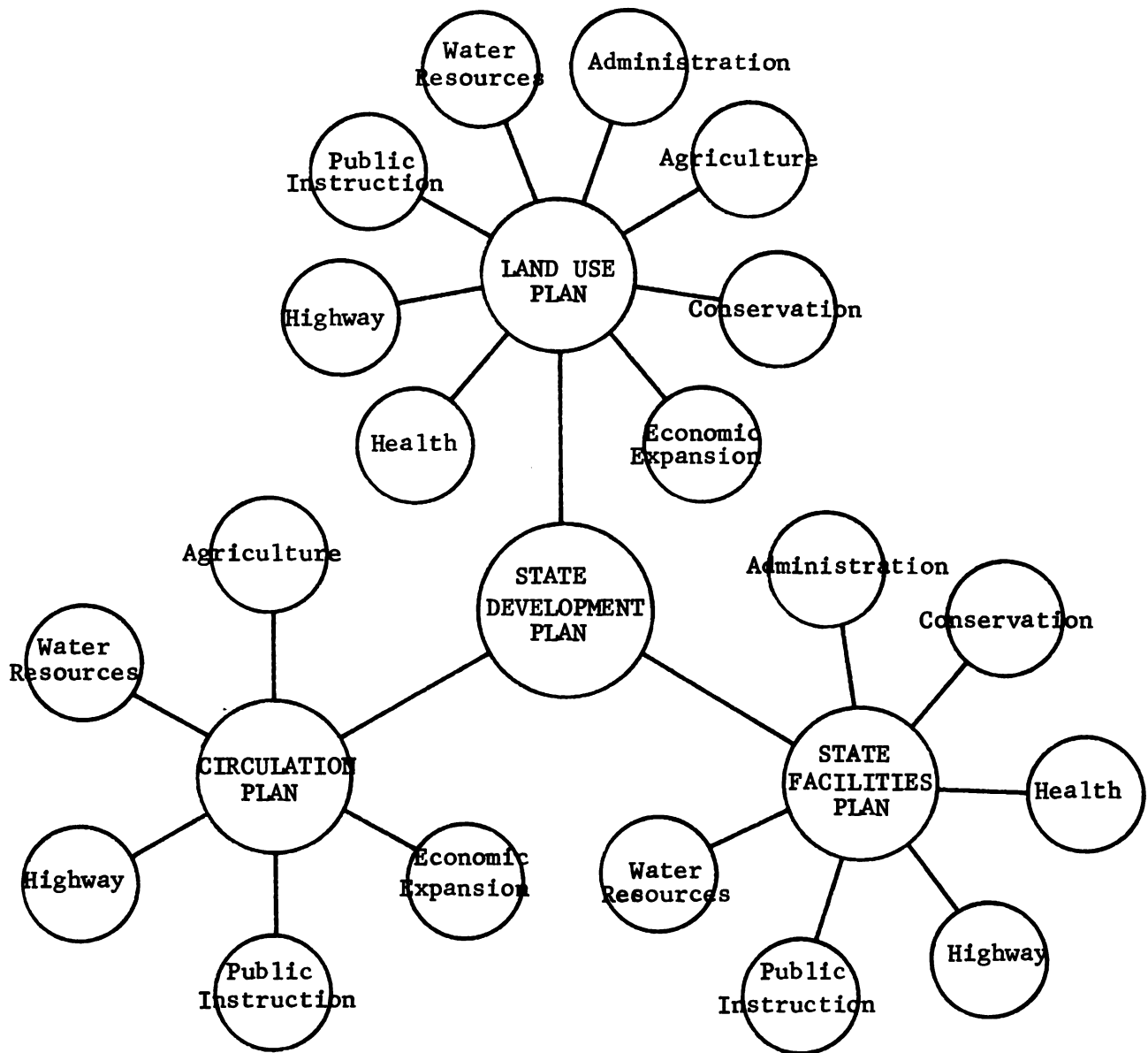


ILLUSTRATION 24

CHAPTER VI

CONCLUSIONS

It was evidenced in the analysis of physical planning activity by state agencies, that the physical development of the state is presently an uncoordinated effort. All agencies analyzed, for example, have a definite bearing on how the future land use in the state is to be developed. Similarly, a number of state agencies are involved or concerned in the development of a State Circulation Plan or the location and construction of statewide facilities such as highways, education, recreation, and health facilities.

It is apparent that state agencies within the State of Michigan are involved in the physical development of the state through their various activities affecting land use, circulation or state facilities. Presently there is no State Planning Department specifically charged with the function of preparing a State Development Plan to coordinate these activities in dealing with the state's physical problems and needs.

In view of the number of state agencies involved in the physical development of the state, House Bill 255 appears justified in calling for the creation of a Department of State Planning and the preparation of a State Development Plan. The primary function of the State Development Plan is to coordinate the activities of the state agencies in dealing with the problems of highway construction,

education, water and mineral resources, conservation and recreation, industrial development, agriculture, and other problems of statewide concern.

The functions of the Department of State Planning as set forth in the legislation would aid and assist the governor and the state agencies in the furtherance of sound development of the state through a State Development Plan. Presently, activities in all of the state agencies analyzed are concerned with the furtherance of sound development of the state. Only through such an agency can the broad activities of each agency be coordinated into a State Development Plan.

In addition to the preparation of a State Development Plan, the functions of the Department of State Planning should be expanded to include those of developing a Capital Improvements Program, providing local planning assistance and coordination, and to provide planning assistance to state agencies.

The Capital Improvement Program, based on the State Development Plan, establishes priorities of specific facility projects in accordance with the plan and the state's financial resources. The Capital Improvement Program is the basic vehicle for implementing the plan and is now prepared by the Department of Administration. The Department of Planning should assist in the preparation of the annual capital budget recommending public facility expenditures.

Local planning assistance and coordination involving

municipalities and counties would permit the Department of Planning to advise local Planning Commissions on statewide objectives, policies, and programs. Similarly, local planning coordination would enable the Department of Planning to assess the effects of proposed statewide policies on the development of individual communities.

Planning assistance to other state agencies would include assistance in the identification of program goals and the identification of the implications of their programs regarding public facility needs.

Only by creating a State Department of Planning can these goals be achieved. With a population growth of over 22% in the last decade, the future state system and facilities must be planned and integrated with the federal and municipal development programs.

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