

REGIONAL PLANNING COMMISSIONS  
IN MICHIGAN

A STUDY OF THE FIRST FIVE REGIONAL PLANNING  
COMMISSIONS OFFICIALLY CREATED UNDER  
ACT 281 OF THE PUBLIC ACTS OF 1945,  
AS AMENDED

Thesis for the Degree of M. U. P.  
MICHIGAN STATE UNIVERSITY  
Sherman W. Griselle

1958

THESIS



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by

**SHERMAN W. GRISELLE**

**AN ABSTRACT**

**Submitted to the College of Business and Public Service  
of Michigan State University in partial fulfillment  
of the requirements for the degree of**

**MASTER IN URBAN PLANNING**

**Department of Urban Planning and Landscape Architecture**

**1958**

**Approved by \_\_\_\_\_**

The main emphasis of this thesis is a study of the first five regional planning commissions officially created in Michigan under Act 281 of the Public Acts of 1945, as amended. The history, organization, area of jurisdiction, programs and accomplishments of each commission are set forth. In addition, this thesis contains historical background information which is necessary to adequately evaluate the five commissions studied, and includes a summary, recommendations and an appendix of pertinent legal acts and resolutions.

In the mid-forties the Michigan Planning Commission was given the authority to create regional planning commissions under Act 281, P. A. 1945. The Michigan Planning Commission availed itself of this opportunity and created the Saginaw Valley Regional Planning Commission in 1945, and at its final meeting on June 26, 1947, before being abolished, created the Copper Country Regional Planning Commission and the Detroit Metropolitan Area Regional Planning Commission. After the Michigan Planning Commission was abolished no new regional planning commissions could be created until Act 281 was amended by Act 194 in 1952, which then made it possible for two or more local governmental units to create such a commission. In 1952, the Area Planning Commission was established, and in 1953, the Avon-Rochester-Oakland Area Planning Commission was created.

The Saginaw Valley Regional Planning Commission was created to study the flood control and drainage problems of the Saginaw Valley and to recommend corrective courses of action. To this end the Commission worked since its creation in 1946 as a coordinating



agency between the people of the area and the U. S. Corps of Engineers. The Commission also assisted in preparing State enabling legislation which was needed to create a Valley-wide flood control district with authority to operate the Federal flood control projects proposed by the Corps of Engineers. Although the Commission's main emphasis was flood control and drainage problems, it briefly broadened its activities in 1948 and 1949 to include industrial development surveys in its area.

The Copper Country Regional Planning Commission was established to study the economic problems of Baraga, Houghton, Keweenaw and Ontonagon Counties. The Commission undertook an economic survey of the four counties as its major program. The survey was divided into six parts; Forest Products, Agriculture, Mining, Tourist Business, Commercial Fishing and Processing and Other Industrial Development, and each part was given to a State College or State agency to perform. The Tourist Business phase of the study was never finished in detail and the Other Industrial Development study resulted in many individual community surveys.

The Detroit Metropolitan Area Regional Planning Commission was established to study and recommend solutions to the serious problems facing the rapidly developing Detroit Metropolitan Area. The main objective of the Commission was the preparation of a regional land use plan which would show the major allocation of land for industry, residences, commercial centers and recreation areas and which would be based on physical feature and future population and industrial expansion studies. During the preparation of the plan

and thereafter the Commission has worked as a coordinating agency to integrate its plan with those of local governmental units.

The Area Planning Commission was created, in 1952, to formulate a unified plan for the Cities of Benton Harbor and Saint Joseph and the Townships of Benton and Saint Joseph. Accordingly the Commission employed a firm of planning consultants to assist it in this work. The plan was completed and published in June, 1955, and the Commission has since actively worked for the objectives contained in the plan.

The Avon-Rochester-Oakland Area Planning Commission was created in 1953 for the purpose of directing the orderly physical development of the Village of Rochester and the Townships of Avon and Oakland. The Commission engaged a planning consultant firm to provide a continuing consultant service on current problems and to formulate a master plan for the area. The plan was substantially completed by the end of 1956 when Oakland Township withdrew from the Commission. The Commission has continued its planning activity without Oakland Township and has made substantial progress.

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## ACKNOWLEDGMENT

Grateful appreciation is extended to Professor Charles W. Barr and Associate Professor Myles G. Boylan of Michigan State University whose helpful comments and suggestions were of invaluable aid to the writer in preparation of this study.

The writer is also indebted to the following people who have given freely of their time and advice in the preparation of this study:

Saginaw Valley Regional Planning Commission

Gale H. Gibson, Executive Secretary

Copper Country Regional Planning Commission

Paul Swift, Secretary

Detroit Metropolitan Area Regional Planning Commission

Paul Reid, Executive Director

William Rowden, Intermediate Planner

Area Planning Commission

Daniel Moore, Executive Secretary

Avon-Rochester-Oakland Area Planning Commission

Robert Slone, Secretary

Paul Van Cleve, Geer Associates

Special acknowledgment is given to Robert Wegner, Tulsa, Oklahoma, for his critical review and editing of the manuscript.

To my wife is due an expression of gratitude for her constant encouragement and assistance, not only during the preparation of this thesis, but throughout my entire university internship.

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## PREFACE

The writer's choice of this thesis was prompted by an intense interest in the regional phase of urban planning and a desire to gain more knowledge in this subject. Also the writer was guided by the belief that such a work would contribute to a greater understanding of regional planning in Michigan and would assist those lay citizens and officials of the State whose ambition and duty it is to carry on the work of existing regional planning commissions and to create new commissions when and where the need arises.

Three years ago when this study was conceived, the status of the five existing regional planning commissions presented a confused and incomplete picture to the author. Why were these commissions created? What are their programs and accomplishments? How extensive are their areas of jurisdiction? How is each commission organized? These and many other questions came to mind. At that time the press of other work made it impossible for the writer to seek immediate answers to these questions and any research on the subject was held in abeyance as a future project, to be accomplished when time would permit.

This study, therefore, represents the culmination of a long-standing desire of the author to study in detail the first five regional planning commissions created in Michigan, and to present this research in one convenient reference work.

## STUDY OBJECTIVES AND METHOD

From the beginning, this thesis was conceived as a study primarily concerned with the first five regional planning commissions created in Michigan under Act 281 of the Public Acts of 1945, as amended. The author is aware that Act 281, as amended, would make a desirable subject for study, but the focus of this thesis is limited to a study of the first five commissions spawned by the Act. The Act itself is studied only when such a concern is necessary to the successful accomplishment of the main purpose of this study.

The main objectives of this thesis are to study the history, organization, area of jurisdiction, programs and accomplishments of these five commissions. In addition the study contains a summary and recommendations which comment on the degree to which these commissions have met, and are meeting, the needs for which they were created, and which may serve as guides to future activity.

To accomplish the objectives of this thesis the creation, history, organization, area of jurisdiction, programs and accomplishments of each commission were reviewed. In addition, a map of the area of jurisdiction and an organization chart is included with each commission studied.

The data needed to complete this thesis was gathered from a review of regional planning literature in various Michigan libraries; gleaning data from files and reports of the various

regional planning commissions; oral communications and written correspondence with persons affiliated with the commissions or acquainted with their work; and, of most importance, from a study of all available minutes of each commission.

## BACKGROUND

To adequately survey and evaluate the first five regional planning commissions created in Michigan requires a knowledge of those factors which led to their creation. This study becomes much more meaningful when the detailed aspects of each commission can be studied within a framework of the early events which led to the establishment of regional planning in Michigan.

Such background information is particularly necessary to an adequate understanding of the forces which brought about the creation of the first three regional planning commissions: the Saginaw Valley Regional Planning Commission, Copper Country Regional Planning Commission, and Detroit Metropolitan Area Regional Planning Commission. The forces which stimulated regional planning were many and they exerted their influences over a period of years dating back to the thirties with the creation of the Michigan Planning Commission.

Due to the economic depression which was general throughout the nation in the thirties, a Michigan Planning Commission was established by Act 218, P. A. 1937 to administer the Michigan portion of the vast public works program of the Federal government. As this Federal program gradually diminished in the early forties the Michigan Planning Commission's role as an administrator of federal funds declined, and it became active in the fields of natural resources, conservation, economic development, and area development.



After federal support to the Michigan Planning Commission was entirely eliminated the Commission continued in existence until 1947 when it was abolished by Act 302, P. A. 1947. Under this Act the Michigan Department of Economic Development was created and assumed only the economic development functions of the Michigan Planning Commission.

The reason the functioning of the Michigan Planning Commission is so important to this study is that in the mid-forties, during the time the Commission was interested in area development problems, it established three committees as follows:

1. Saginaw Valley Regional Planning Organization Committee
2. Upper Peninsula Technical and Industrial Advisory Committee
3. Organization Committee on Detroit Metropolitan Area Regional Planning.

These Committees were created to study problems developing in these areas that could only be resolved through cooperative action between many units of government. The committees, composed of representatives of the areas, were charged with the responsibility of determining the extent of area problems and to develop means of coping with them. They were assisted in their work by staff members of the Michigan Planning Commission and each reported to the Commission on the results of their investigation and recommended courses of remedial action.

During this period of area investigation the Michigan Planning Commission was also developing state enabling legislation which would

enable local governmental units to band together in an official agency with authority to study and recommend courses of action regarding area problems. This work resulted in the enactment of Act 281, P. A. 1945, the Regional Planning Commission Act (see Appendix A-1). On April 4, 1946, the Michigan Planning Commission adopted uniform procedures under which regional planning commissions could be established (see Appendix B) as required by Section 4 of Act 281. In order to establish a Regional Planning Commission under the terms of this act it was necessary to have a formal resolution recommending such creation passed by the Michigan Planning Commission. The only other requirement was appointment of members by the Governor.

The Michigan Planning Commission took advantage of the provisions of this Act to establish the Saginaw Valley Regional Planning Commission in 1946, and, at its final meeting on June 26, 1947, before being abolished, created the Copper Country Regional Planning Commission and the Detroit Metropolitan Area Regional Planning Commission. At this final meeting it also adopted a resolution officially including Osceola County within the area of jurisdiction of the Saginaw Valley Regional Planning Commission.

After the creation of these three planning commissions, and the subsequent demise of the Michigan Planning Commission on June 30, 1947, no new regional planning commission could be created until Act 281 was amended in 1952 by Act 194 (see Appendix A-2). This amendment eliminated all references to the Michigan Planning Commission and made it possible for two or more local governmental

units to create a regional planning commission without the assistance of any state agency.

In 1952, soon after Act 194 became law, the Area Planning Commission was created, and, in 1953, a fifth organization was established: the Avon-Rochester-Oakland Area Planning Commission.

The foregoing is a brief summary of the significant events which have preceded and paralleled the establishment of regional planning commissions in Michigan. The remainder of this thesis will be concerned with a study of each of the first five regional planning commissions officially created under Act 281 of the Public Acts of 1945, as amended.

## SAGINAW VALLEY REGIONAL PLANNING COMMISSION

An understanding of the flood control problems of the Saginaw Valley drainage basin is a prerequisite to any study of the creation of the Saginaw Valley Regional Planning Commission. Such background knowledge is necessary because control of floods and their resultant damage was the moving force behind the Commission's establishment. The Commission's number one project has been a solution to the Valley's flood and drainage problems and the conservation and wise use of its land and water resources.

The control of floods in the Valley is a complex hydraulic and engineering problem which has taken years of study. In 1920 a report, Floods in Saginaw County, by Professors Wisler and King of the University of Michigan was published. In 1931 a report, Preliminary Examination Report on Chippewa and Tittabawassee Rivers, was completed by the Detroit District Engineer of the U. S. Corps of Engineers. This report recommended against Corps of Engineers participation in solving flood control problems in this area of the Saginaw Valley and the report was concurred in by higher authorities.

In 1937 the U. S. Congress authorized a Corps of Engineers survey report for the City of Saginaw and vicinity. The survey report was completed in May, 1941, and was unfavorable. This report, like the one preceding it, failed to find sufficient justification for public expenditure of funds for flood control improvements.

The report was concurred in by higher authorities and transmitted to Congress in February, 1943.

A public hearing was conducted by the Corps of Engineers in July, 1942, concerning another part of the Saginaw Valley drainage basin. The hearing was on the Saginaw River and on the basis of data presented by the public and interest exhibited in the project by local citizens, the Army Engineers reported to higher authorities that probable costs were in excess of anticipated benefits. During this same period, the Drain Commissioner of Saginaw County attempted to organize a valley-wide drainage district. However, less than a majority of counties would cooperate and the project did not succeed.

The absence of interest, cooperation and strong leadership towards solving Saginaw Valley flood problems continued to exist when in January, 1944, the first Water Conservation Conference was held in Michigan. At this time an advisory committee to the Michigan Planning Commission was appointed to study Michigan water laws and problems.

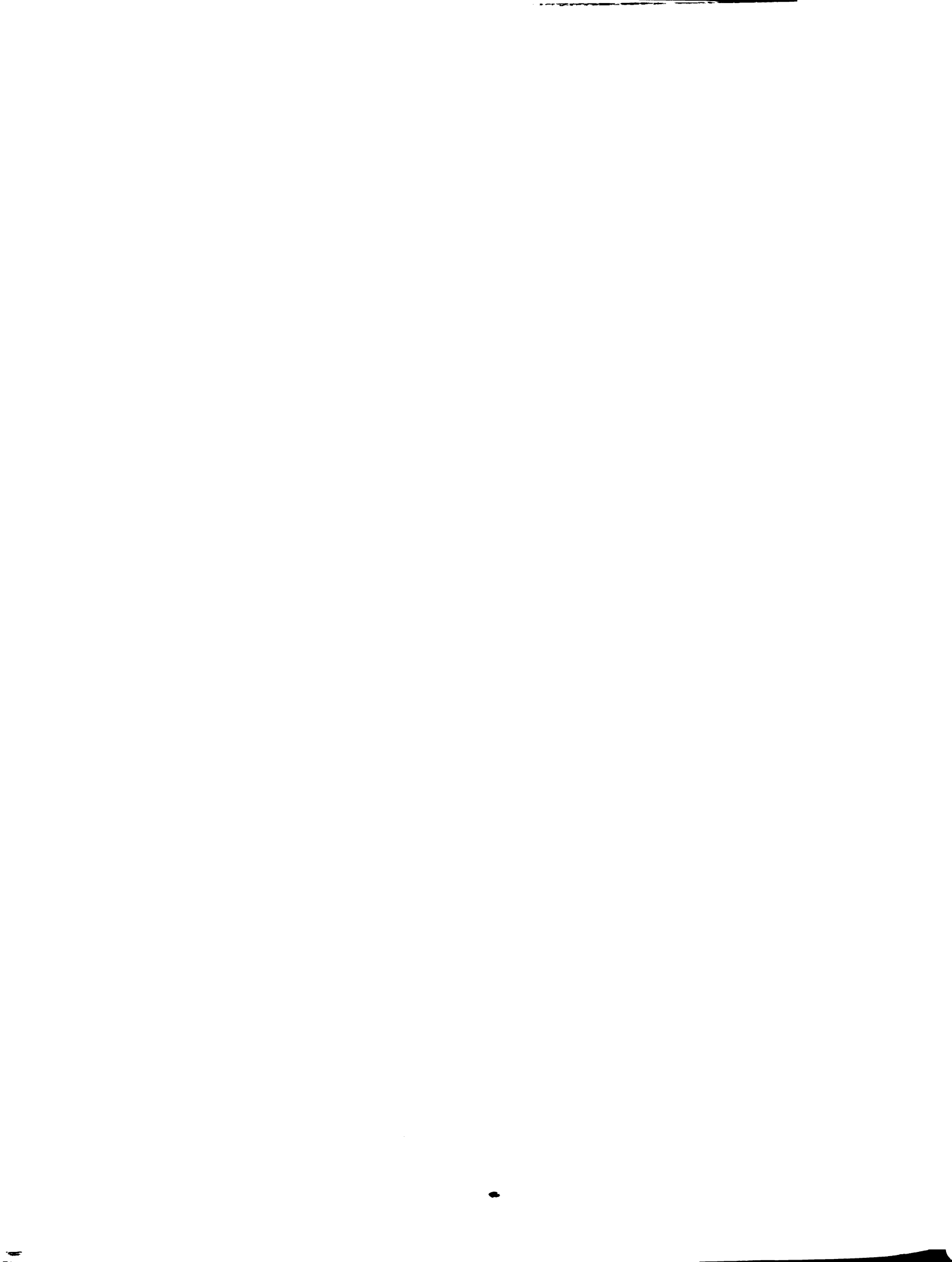
This Committee held a First Saginaw Valley Conference on water problems at Saginaw on December 27, 1944. At this conference a resolution was adopted recommending that the Michigan Planning Commission recommend a temporary study committee be appointed by Governor Kelly to study the problems involved in organizing an official Saginaw Valley planning agency. Some one-hundred and fifty persons attending this conference agreed that any solutions to the problems of the Saginaw Valley were inter-related and regional in

character and required, as a first essential step, the establishment of a regional planning commission.

In response to the resolution resulting from this conference a Saginaw Valley Regional Planning Organization Committee of the Michigan Planning Commission was appointed by Governor Kelly on January 2, 1945. This seven-member organization committee met on January 10, 1945, and adopted a nine-point program for regional planning in the counties of the Saginaw Valley drainage basin as follows:

1. Soil moisture conservation
2. Upstream storage
3. Drainage and wet land
4. Erosion control
5. Lake and stream stabilization, sanitation and improvement
6. Forest and farm land improvement
7. Recreational development
8. Ground water conservation
9. Inventory and index of local problems and plans

The Saginaw Valley Regional Planning Organization Committee met frequently during 1945 and the early part of 1946. With staff assistance furnished by the Michigan Planning Commission a report entitled The Saginaw Valley Problem, was prepared. This report pointed out that a great deal of study by technical experts was required to find a feasible solution to the inter-related problems of the Valley and suggested that a permanent planning agency to represent the twenty counties in the Valley be created and be

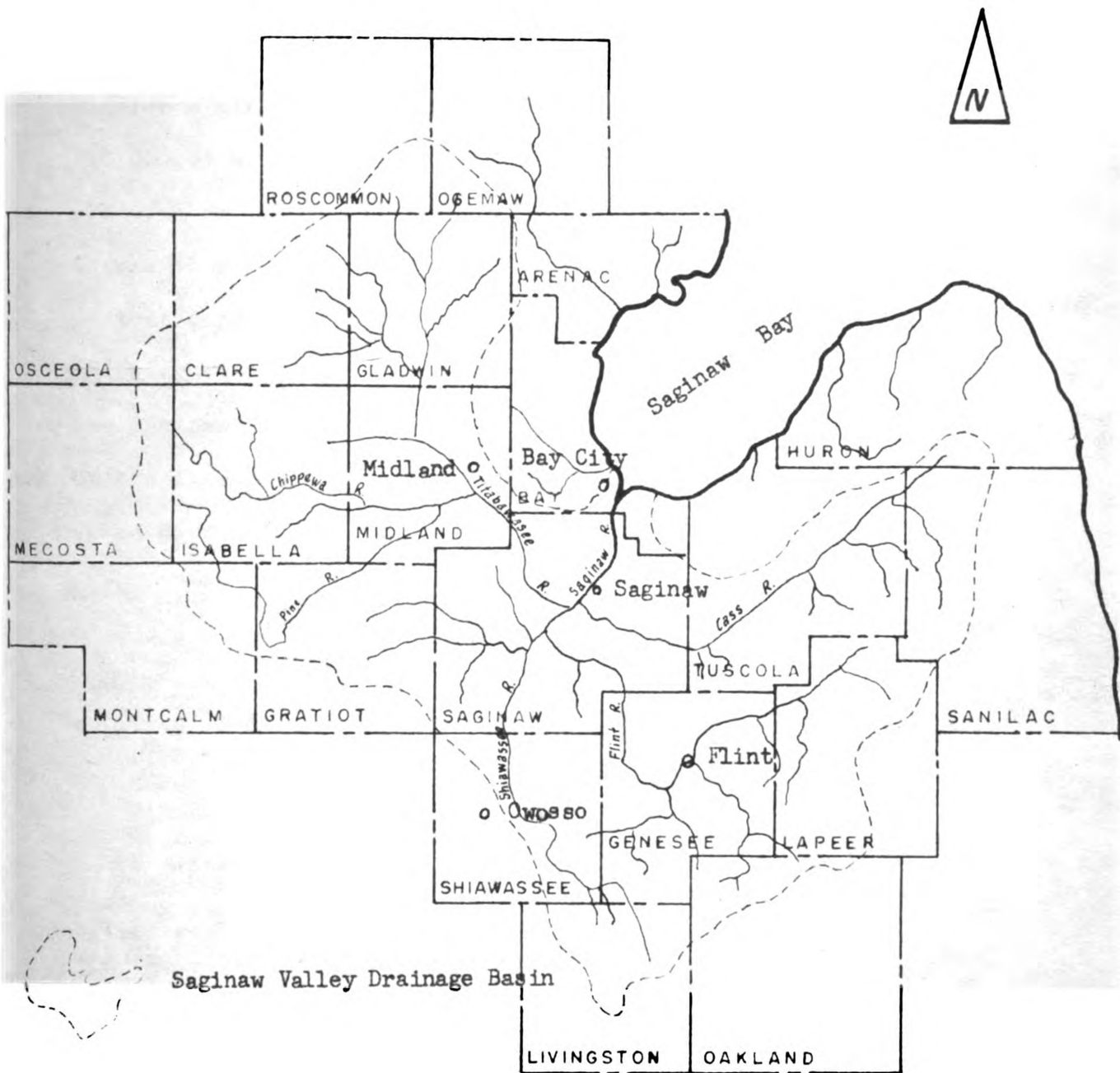


provided with operating funds. During this same period the Organizing Committee requested the U. S. Congress to authorize the Corps of Engineers to reinvestigate the flood problems of the Saginaw Valley, and on April 19, 1946, the U. S. Congress authorized a review of previous reports on the Saginaw River flood control problem.

After extensive study of the problems confronting the Saginaw Valley drainage basin an Organizing Committee meeting was held on May 17, 1946, to prepare recommendations to the Michigan Planning Commission on the area of jurisdiction, representation, budget, and method of financing the first year's operation of an official Saginaw Valley Regional Planning Commission. During this meeting it was decided that each of the twenty counties in the Valley (this was later extended to include Osceola County) and each of the five cities in the Valley having a population of over 10,000 included in the area of jurisdiction (see Plate 1) should have one representative on the permanent commission. The cities included were Flint, Saginaw, Bay City, Midland, and Owosso.

The Uniform Procedures for Establishing Regional Planning Commissions (see Appendix B) adopted by the Michigan Planning Commission on April 4, 1946, state that cities over 10,000 population could be represented. They also provide for from five to fifteen members, however, in exceptional cases such as the Saginaw Valley, the procedures permitted increased membership at the discretion of the Michigan Planning Commission.





AREA OF JURISDICTION

SAGINAW VALLEY REGIONAL PLANNING COMMISSION

At this meeting a budget of \$30,000 for the permanent commission's first year of operation was tentatively recommended; \$15,000 of which was made available from the State's public works planning-aid fund. This fund was established by the State Legislature to aid local units of government in preparing plans for postwar construction. The \$15,000 planning-aid grant required matching of an equal amount by local governmental units within the Saginaw Valley. It was decided that each local governmental unit's financial contribution would be determined by a formula based upon area within the drainage basin, population and valuation.

**Recommended First Year Budget  
for the Proposed  
Saginaw Valley Regional Planning Commission**

<b>Salaries</b>		<b>\$22,580</b>
Director	\$6,000	
Secretary-Stenographer	1,980	
Planning Engineer	5,000	
Research Technician	3,600	
Drafstmen (2) @	<u>3,000</u>	
Office rent (1200 sq. ft.)		1,420
Transportation		2,500
Telephone		300
Office Equipment		2,400
Office Supplies and Publishing		<u>800</u>
<b>Total Budget</b>		<b><u><u>\$30,000</u></u></b>

A Second Saginaw Valley Conference was held on May 24, 1946, at Midland, by the Organizing Committee as directed by the December 27, 1944, First Saginaw Valley Conference. The Second Conference recommended that a permanent regional planning commission be established immediately and stressed that its first

objective should be the assembling of data needed for presentation at a hearing which it was anticipated Congress would authorize the Corps of Engineers to conduct. Quick action was necessary because data presented at this hearing, together with interest shown by individuals, organizations, and governmental units in the Saginaw Valley drainage basin would determine whether or not the Corps of Engineers would undertake a new survey.

At this Second Saginaw Valley Conference it was also stressed that the long-range objectives of any permanent Valley planning agency should include:

1. An investigation and determination of the economic and social conditions of the region which should be considered in comprehensive plans
2. The preparation of a comprehensive plan for the development of the region dealing with such matters as:
  - (a) Land use
  - (b) Pattern and density of population
  - (c) Highways
  - (d) Airports
  - (e) Community recreation
  - (f) Tourist facilities
  - (g) Water supply
  - (h) Drainage
  - (i) Soil conservation and erosion
3. To promote the adoption and carrying out of agency plans

approved by the people, by the governmental units in the area, and State and Federal agencies concerned

4. To work toward the enactment of necessary State legislation and the creation of an operating agency for the construction of flood control and trunk line drainage works
5. To stimulate and assist with local planning by various political subdivisions of the area.

Supported by the Second Saginaw Valley Conference's unanimous approval of plans to establish an official regional planning commission, the Organizing Committee immediately proceeded to organize the permanent commission.

On June 3, 1946, the Organizing Committee met with representatives of the Boards of Supervisors of the counties in the Saginaw Valley drainage basin. At this meeting the Organizing Committee presented its belief that a permanent Saginaw Valley Regional Planning Commission should be established to work out the flood control and drainage problems of the basin. Each county representative present at the meeting was requested to take back to his respective county the idea of a permanent regional planning commission, and was also requested to assist the Chairman of his County Board of Supervisors to explain the benefits of the proposed regional planning at the next County Board meeting.

Throughout the month of June, 1946, members of the Organizing Committee and staff personnel from the Michigan Planning Commission



met with each of the twenty County Boards. During the month eight counties approved the regional planning organization plans and appropriated their share (at a later date two additional counties gave their support).

On July 23, 1946, a resolution (see Appendix C-1) formally creating a Saginaw Valley Regional Planning Commission was adopted by the Michigan Planning Commission after the Organizing Committee, encouraged by the support given its regional planning plan by the Second Saginaw Valley Conference, filed its recommendation for the creation of an official regional planning commission. The Committee's recommendation urged establishment of the regional planning commission as the most effective and direct means of dealing with problems of development affecting the entire area.

The Michigan Planning Commission was able to create the Saginaw Valley Regional Planning Commission under the terms of Act 281, P. A. 1945 (see Appendix A-1). This Act enabled the Michigan Planning Commission to create a regional planning agency by resolution upon receipt of a petition in the form of a resolution from two or more local governmental units, or when in the opinion of the Commission there was an unmistakable expression of interest, an assurance of cooperative action and a demonstration of need for a regional planning agency by a representative group of citizens. After adopting the resolution creating the Saginaw Valley Regional Planning Commission the Michigan Planning Commission then asked its Organizing Committee to confer with County and City

officials in the Valley to obtain their nominations for membership on the new commission.

Fifteen members for the newly formed Saginaw Valley Regional Planning Commission, consisting of a representative from each of the ten counties which had appropriated funds for its support and the five cities of 10,000 population and over, were appointed by Governor Kelly on November 1, 1946. The appointments were recommended by the Michigan Planning Commission following a report from the Commission's Saginaw Valley Regional Planning Organization Committee.

The first meeting of the Saginaw Valley Regional Planning Commission was held in Saginaw on December 9, 1946. At this first meeting water problems and means of solving them were given considerable discussion. Flood control was a primary purpose for creating the Saginaw Valley Regional Planning Commission and constituted its major study efforts. To this end it sponsored a public hearing for the U. S. Corps of Engineers on June 19, 1947, and hired a consulting engineer to develop an engineering report which would add prestige to the Commission's presentation at the hearing.

Data was presented at the hearing by fifty-one representatives of eighteen counties, nine cities, industry, agriculture, and State and Federal agencies. Subsequently, Governor Sigler submitted a statement urging Federal participation in the flood and drainage problems of the area and offering the Saginaw Valley Regional Planning Commission and the Corps of Engineers the complete





**SAGINAW VALLEY REGIONAL PLANNING COMMISSION**  
26 members

**EXECUTIVE COMMITTEE**  
5 members

**Commission Committees**

Recreation and  
Upstream Storage

Finance and  
Legislation

Water Conservation  
and Supply

Pollution

Drainage

Flood

Soil Conservation

**Consultant**

Engineering  
Consultant

**Staff**

Executive  
Secretary

Secretary

**County Advisory  
Committees**

Each of the 21 counties  
represented on the  
Saginaw Valley Regional  
Planning Commission  
has a County Advisory  
Committee

**ORGANIZATION CHART \***

**SAGINAW VALLEY REGIONAL PLANNING COMMISSION**

\* As of June, 1947

cooperation and support of the State of Michigan. Flood control survey projects requested at this public hearing were subsequently initiated by the Corps of Engineers at the cities of Saginaw, Flint and vicinity, Flushing, Owosso, Corunna, Midland, Vassar, Frankenmuth, and at the Shiawassee Flats and Sanilac Flats areas, with other surveys being made later by the Corps of Engineers at the request of the Commission.

During 1948 the Commission was primarily engaged in continuing its flood control activities in cooperation with the Corps of Engineers. The Commission was aware that the Corps of Engineers would find it difficult to deal directly with each of the many local units of government in the region and realized that it could render valuable assistance by acting as a coordinating agency. Many meetings were held throughout the year between the Commission and Boards of County Supervisors, luncheon clubs and other groups. These meetings resulted in a better understanding of the Commission's work in attempting to solve Valley-wide problems and succeeded in bringing many local groups which were seeking solutions into the Commission's program. In this year the Commission made flood control movies to better illustrate the problems of the region and sponsored Corps of Engineers hearings on the Kawkawlin and Au Gres Rivers.

The Corps of Engineers submitted a preliminary review report to the U. S. Congress in 1948 on the Saginaw River flood control problem which recommended that a more detailed study be made. Authorization for a comprehensive survey was given on October 12,

1948. The survey, estimated by the Detroit District Engineer to cost \$147,000, was scheduled for completion in eighteen months.

In 1949 and 1950 the Commission continued its flood control public relations activities with local governmental agencies and civic groups while it awaited the Corps of Engineers report and plan. Many meetings were held explaining the progress of the Corps of Engineers survey and the need for Valley-wide cooperation. It also began laying the groundwork necessary for State enabling legislation that would be needed to create a Valley-wide flood control district with all the authority necessary to meet Federal requirements in administering any flood control projects which would be constructed. The Commission also assisted in a Corps of Engineers hearing on September 28, 1949, on flood, drainage, and related problems concerning the Grand River and its tributaries. The Commission was interested in the Grand River hearing as part of this drainage basin has tributaries in the Commission's area of jurisdiction.

In 1951, with a budget of \$13,650, the Commission's program for the year comprised the following:

1. Continuing cooperation with the Corps of Engineers.
2. Arranging meetings and hearings and preparing or assisting with the preparation of necessary reports.
3. Reviewing plans and items of local cooperation with the Commission's consulting engineer and local interests concerned and suggesting any desirable revisions.

4. Obtaining and furnishing assurances that necessary items of local cooperation would be provided by governmental units and agencies concerned.
5. Continuing to seek necessary approvals and endorsement of the project by the National Rivers and Harbors Congress.
6. Preparing, publishing and distributing a report based on the Corps of Engineers survey summarizing the problem and project, benefits, construction cost and local cooperation required.
7. Carrying on an educational program to supplement the report by means of the press, radio and meetings with organizations.
8. Preparing and seeking any necessary legislation and assisting with the organization of necessary flood control and drainage districts.
9. Encouraging and assisting with programs to further soil conservation, including reforestation and the construction of farm and recreational ponds.
10. Continuing work similar to above as required on the Kawkawlin, Au Gres and Maple River surveys.

The success of the project being prepared by the Corps of Engineers depended upon many items of local assurance of cooperation before the project could be approved for construction. Obtaining these assurances was the primary objective of the Commission's 1951 program.

Preliminary plans to provide flood protection at each problem location were completed by the Corps of Engineers on March 15, 1951. The plans required two and one-half years to complete and cost approximately \$200,000, all of which came from Federal appropriations (this was the survey authorized on October 12, 1948, and estimated at that time to take eighteen months to complete at a cost of \$147,000).

The Commission held three meetings on the plan during 1951 and held five Executive Committee meetings. Commission representatives attended nearly sixty meetings during the year with County and Township Boards of Supervisors, civic clubs and other organizations. The Executive Secretary of the Commission also arranged and attended numerous meetings between local groups and committees and representatives of the Corps of Engineers, Fish and Wildlife Service and the several state agencies concerned. These meetings and conferences resulted in many improvements in the plans and lower costs to local interests.

Local interests approved the plans for protecting the Sanilac Flats area and for protecting each of the cities affected except Midland. At Midland some revisions in the plan for that area were considered. Some features of the plans did not meet with local approval, and this was true of the inclusion of an 11,000 acre combined storage basin and public shooting ground and wildlife sanctuary in the plans for the Shiawasee Flats area. The public shooting ground and wildlife sanctuary features of the plans for this area were opposed by owners of farms in this area. These

features, however, were favored by the U. S. Fish and Wildlife Service, the Michigan Department of Conservation and conservation clubs throughout the State.

The Commission, at its September 20, 1951 meeting recommended that the Corps of Engineers include a 16,746 acre wildlife refuge area in the flood control plans for the Shiawasee Flats area. This recommendation was opposed by supervisors of two townships in which the refuge area was located; however, the supervisors did endorse the flood control phase of the plans. The Commission urged all interested parties to adopt resolutions endorsing or opposing the wildlife refuge plan and to submit them to the Commission for transmittal to the Corps of Engineers.

At this September 20 meeting the Commission also agreed that new legislation was needed to create a flood control or drainage district in the Saginaw Valley basin with authority to operate the approximately \$15,000,000 multi-unit project proposed by the Corps of Engineers preliminary plans. A thirty-member advisory committee to the Commission was appointed to study the Valley's problems and prepare an outline for legislation necessary to solve them.

The 1952 program of the Commission was a continuation of the 1951 program. (See page 20.) The finalization of the preliminary Corps of Engineers report presented on March 12, 1951, was in progress. Upon completion of the plans the Commission felt its number one project should be to seek approval of the plans by the Division Engineer, Chief of Engineers and the Board of Engineers

for Rivers and Harbors. When these steps were accomplished the next phase was authorization of construction of the project by the U. S. Congress and a subsequent appropriation of Federal funds.

Throughout 1952 numerous meetings were held at which the preliminary plans were explained and some revisions in the plans were made which practically eliminated all objections to the wildlife refuge mentioned previously.

During the years 1953, 1954, and 1955 the Commission continued a program much like that of 1951 and 1952; e.g., working between the Corps of Engineers and local interests on the details of the flood control plan; in promoting legislation necessary to creation of a water management district and agency to operate the flood control project proposed by the Corps of Engineers; and in maintaining local interest in the project.

While the Commission's main emphasis was flood control, it also broadened its activities into the field of industrial development in 1948. In cooperation with the Michigan Department of Economic Development, the Commission sponsored community industrial surveys in fifty-four cities and villages in the region and established an Industrial Development Committee. The purpose of these surveys was to provide an inventory of each community's advantages and opportunities for particular types of industries. Thirteen basic industrial location factors were surveyed in each community: location of production materials, labor, sites, industrial fuel, transportation facilities, markets, distribution

facilities, power, water, living conditions, laws and regulations, tax structure and climate.

During 1949, community industrial surveys were completed in fifty-six communities in the region and plans were made for publishing a brochure, summarizing the industrial location advantages of the region, to be placed in the hands of trade associations and industrial development divisions of utility companies and railroads. However, a lack of interest on the part of most of the cities and villages of the region in having such a brochure published, coupled with the withdrawal of an offer of financial assistance by the Michigan Department of Economic Development, prompted the Commission to abandon plans for publishing the brochure.

The Saginaw Valley Regional Planning Commission is continuing to work with the U. S. Corps of Engineers, local groups and governmental units in solving the Valley's water problems. The intricate nature of the problems that exist and the immense engineering plan developed to solve them preclude any possibility of immediate correction and many years will be needed to develop comprehensive results.





## COPPER COUNTRY REGIONAL PLANNING COMMISSION

The Upper Peninsula of Michigan was suffering from many years of economic depression, when, in the mid-forties, the Michigan Planning Commission established an Upper Peninsula Technical and Industrial Advisory Committee which was charged with the responsibility of studying the problems of the area. The Michigan Planning Commission, through this committee, hoped to develop means by which to encourage economic prosperity in the region.

The Upper Peninsula Technical and Industrial Advisory Committee was active in analyzing the problems of the area, and in 1944, 1945 and 1946, submitted comprehensive reports to the Michigan Planning Commission dealing with the problems and opportunities of the region. These reports contained basic area data and numerous recommendations directed to the Michigan Planning Commission and other State and local agencies and organizations. The purpose of these recommendations was to encourage State and local participation in improving the economic and social position of the region.

The Michigan Planning Commission's decision to create a Copper Country Regional Planning Commission stemmed from a May 19, 1947, recommendation of the Upper Peninsula Technical and Industrial Advisory Committee (see Appendix C-2). A Copper Country Regional Planning Commission was officially created by the Michigan Planning

Commission at its final meeting June 26, 1947, before going out of existence on June 30, 1947.

The Michigan Planning Commission included Baraga, Houghton, Keweenaw and Ontonagon Counties in the new Commission's area of jurisdiction (see Plate 3) and established a fifteen-member Commission (this was one more than recommended by the Upper Peninsula Technical and Industrial Advisory Committee). Following its official creation the Copper Country Regional Planning Commission held its first meeting on July 31, 1947, at Hancock, Michigan. The main concern of the Copper Country Regional Planning Commission was the economic development of Baraga, Houghton, Keweenaw and Ontonagon Counties. Shortly after its creation the Commission requested and received the services of a consultant from the Area Development Division of the U. S. Department of Commerce. The consultant, along with the Director of the Michigan Department of Economic Development, met with the Commission at its third meeting on August 27, 1947, and outlined the type of program the Commission could adopt if it cared to cover the entire field of area economic development. They also discussed the activities of other communities, particularly in the South, and what these communities were doing to attract industry to their localities. The fact was stressed that this was an opportune time for small communities to act because of the present needs of manufacturers for added space and capacity. The Director of the Michigan Department of Economic Development suggested, if the Commission decided to embark on a complete economic development program, that it request the Consultant for the U. S. Department

AREA OF JURISDICTION

COPPER COUNTRY  
REGIONAL PLANNING COMMISSION

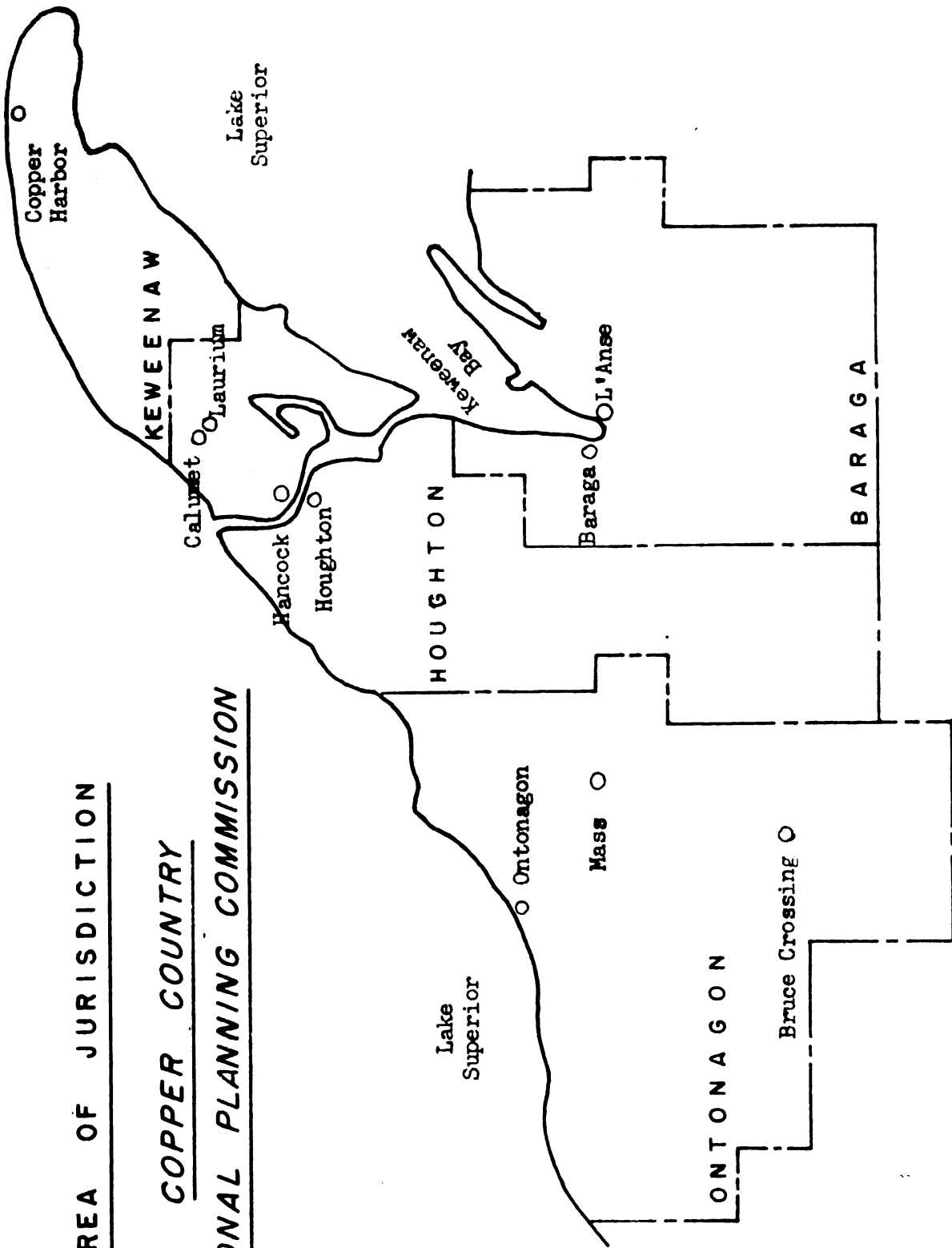
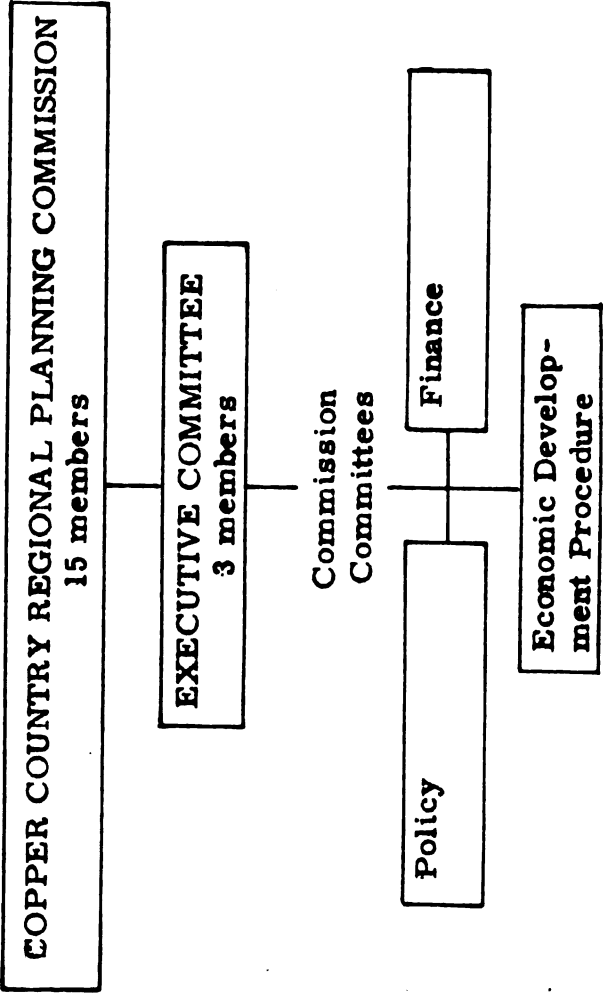


PLATE 3



ORGANIZATION CHART \*

COPPER COUNTRY REGIONAL PLANNING COMMISSION

\* As of January, 1949

of Commerce to draw up an outline covering the purpose and procedure to be followed. This outline would be an overall plan of action to guide the Commission. A prolonged discussion took place among the members of the Commission as to the advisability of taking on such a program. As a result it was decided that the Commission should make a complete economic development survey with recommendations to the four counties. A three-member Committee for Economic Development Procedure was then appointed by the Chairman to work with the Consultant from the U. S. Department of Commerce. In addition, the Commission agreed that the main phases of the economic study should be:

1. Forest Products
2. Agriculture
3. Mining
4. Tourist Business
5. Commercial Fishing and Processing
6. Other Industrial Development

Immediately following this meeting the Committee for Economic Development Procedure convened in a special session. This Committee met with the Director of the Michigan Department of Economic Development and the Consultant of the U. S. Department of Commerce. The Committee decided that two general approaches should be followed in making this study.

1. The Commission should select an agency to act as a source of technical information and service for each phase of the study.

2. The Commission should not interfere with agencies and their functions already in operation.

The agencies selected to act as sources of technical information and service were as follows:

<u>Study Phase</u>	<u>Agency</u>
1. Forest Products	Michigan College of Mining and Technology
2. Agriculture	Michigan State College
3. Mining	Michigan College of Mining and Technology
4. Tourist Business	Upper Peninsula Development Bureau
5. Commercial Fishing and Processing	Michigan Department of Conservation
6. Other Industrial Development	Upper Peninsula Development Bureau

On September 24, 1947, the Commission held a regular meeting.

Following a discussion of the report by the Consultant from the U. S. Department of Commerce presented to the Commission at this meeting, a representative from the Michigan Department of Economic Development made the following recommendations:

1. A committee of two members be appointed.
2. This committee should prepare an outline and statement of policy based on the report.
3. The Commission should obtain such outside technical assistance as deemed necessary to carry out the recommendations of the report (this report recommended employment of a full-time director for the general work

of the Commission, and also, to serve as director of the economic study).

The Commission adopted these three recommendations. A member of the Michigan College of Mining and Technology was appointed to prepare a statement of policy and outline of procedure based on the report, and the Secretary was asked to contact the agencies selected for technical services and formally request that they perform these services.

Throughout 1948 the Commission continued its task of sponsoring an economic study and working with the agencies who were performing the work on the six phases of the study. Early in the year a representative from the Michigan College of Mining and Technology presented his report which was enthusiastically received by the Commission. The representative was instructed to send the six phases of the economic study to the agencies authorized to perform these phases. Due to the poor attendance at Commission meetings in 1948, an executive committee was appointed, composed of the Chairman, Vice Chairman and Secretary, and was delegated the authority to make official decisions when a majority of the Commission was not in session.

In 1949 the Commission began to meet only once a month. During the year the Commission continued its economic study activities and received from the technical agencies performing the various study phases four reports on four study phases: Forest Products, Agriculture, Mining, and Commercial Fishing and Processing. The Tourist Business phase of the study was never finished in detail



and, consequently, a report was not produced. The other Industrial Development phase of the economic study resulted in many individual community industrial surveys.

After 1949 the Commission met less and less frequently until by 1952 the Commission was no longer meeting and has not met since that date.

## DETROIT METROPOLITAN AREA REGIONAL PLANNING COMMISSION

The Michigan Planning Commission became interested in Detroit area development problems in the mid-forties, and established an Organizing Committee on Detroit Metropolitan Area Planning in late 1944. The Committee was given the task of investigating the seriousness of the problems facing the rapidly developing Detroit metropolitan area and was requested to recommend a feasible method to cope with these problems.

The Committee held its first meeting on October 31, 1944, and agreed that a need for regional planning existed in the Detroit area and that an Interim Committee on Regional Planning to serve as an unofficial regional planning agency should be created until such time as an official agency could be established. The functions of such an unofficial agency were discussed at length and it was agreed that an interim committee should:

1. Serve as a clearing house at the regional level between and for local municipalities and/or agencies presently engaged in planning.
2. Coordinate planning now being done.
3. Serve as an advisory and consultant body to local communities facing planning problems and needing and requesting such assistance.
4. Conduct educational meetings for local officials to

discuss the need of planning and the methods of sound planning.

5. Stimulate planning by municipalities and agencies not now assuming their full responsibility along this line.
6. Advise the Michigan Planning Commission concerning metropolitan Detroit area problems and needs, progress of planning, etc.
7. Concern itself with the development of a basic land use plan for the metropolitan area.
8. Study and suggest needed State legislation in such fields as zoning, transportation, sanitation and other problems of the metropolitan area, and to propose legislation to establish permanent regional planning commissions.

The Organizing Committee held its second meeting on November 20, 1944. At this meeting the functions to be performed by an interim regional planning commission, as outlined in the Committee's first meeting, were reaffirmed and the matter of area of jurisdiction and membership of the proposed temporary committee were discussed. There was general agreement that the area of jurisdiction should be Wayne, Oakland, Macomb and Washtenaw Counties. While the problems of Washtenaw County were not as closely linked to the metropolitan area as were those of the other three counties, it was, nevertheless, agreed that Washtenaw County should be included. In the matter of representation, the

Organizing Committee felt that total membership should be kept small in order to have an efficiently functioning committee, and that the committee should be made up of official representatives of the various governmental agencies most affected by general improvements in the metropolitan area. In addition, it was concluded that little could be accomplished without a small staff, at least an executive secretary and a technical planner.

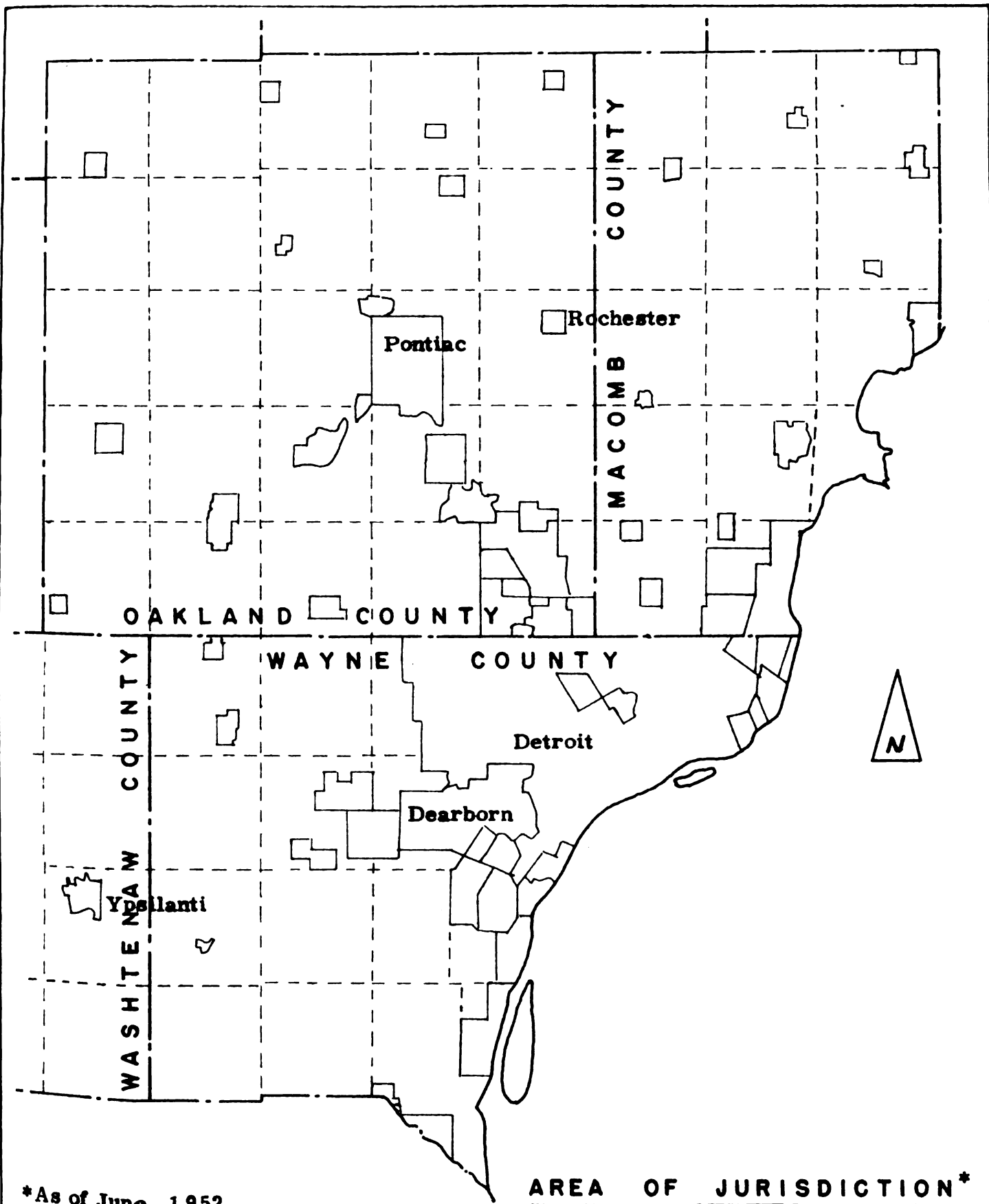
The Organizing Committee's efforts to establish an interim committee was unsuccessful and the Committee continued its work of attempting to create a permanent and official regional planning commission. On May 24, 1945, the Committee submitted a report to the Michigan Planning Commission entitled, Report Recommending Creation of a Regional Planning Commission for the Detroit Metropolitan Area. This report summarized the development problems facing the Detroit area and mentioned the several unsuccessful attempts made to solve these problems. The report recommended that the Michigan Planning Commission establish an official regional planning commission with its area of jurisdiction being Wayne, Oakland and Macomb Counties and the easterly part of Washtenaw County.

Two years passed, however, before an official Detroit Metropolitan Area Regional Planning Commission was established by resolution of the Michigan Planning Commission at its last meeting on June 26, 1947 (see Appendix C-3). The new Commission had a membership of forty-six, with twenty-three members being governmental officials representing each county; the Cities of Detroit,

Dearborn, Highland Park, Hamtramck, and Pontiac; the cities on the north, northeast, west and south; the various metropolitan authorities and agencies; and the combined school boards. The other twenty-three members represented all civic, economic and social groups in the metropolitan area. The area of jurisdiction of the new Commission comprised the Counties of Macomb, Oakland, and Wayne and the four easterly townships of Washtenaw County, including the City of Ypsilanti and the Willow Run Area (see Plate 5).

The governmental units within the Commission's area of jurisdiction were expected to contribute financially to its support. Initially, however, the City of Detroit obtained a \$25,000 grant from the State's public works planning-aid fund and turned this grant over to the Commission. This grant was matched by an equal amount subscribed by some thirty industries and businesses in the region. The Commission's activities during its first few months were spent in organizing its work program, engaging a technical planning staff, establishing a permanent office, organizing work committees and in bringing its proposed programs to the attention of civic and business groups and governmental units in the area. Any attempt to enumerate in detail the work accomplished by the Detroit Metropolitan Area Regional Planning Commission would result in too lengthy a thesis. The author has tried, instead, to give a general picture of what the Commission has accomplished.

The main objective of the Commission was the preparation of a regional land use plan, the purpose of which was to guide the



\*As of June, 1952

AREA OF JURISDICTION\*

DETROIT METROPOLITAN AREA  
REGIONAL PLANNING COMMISSION

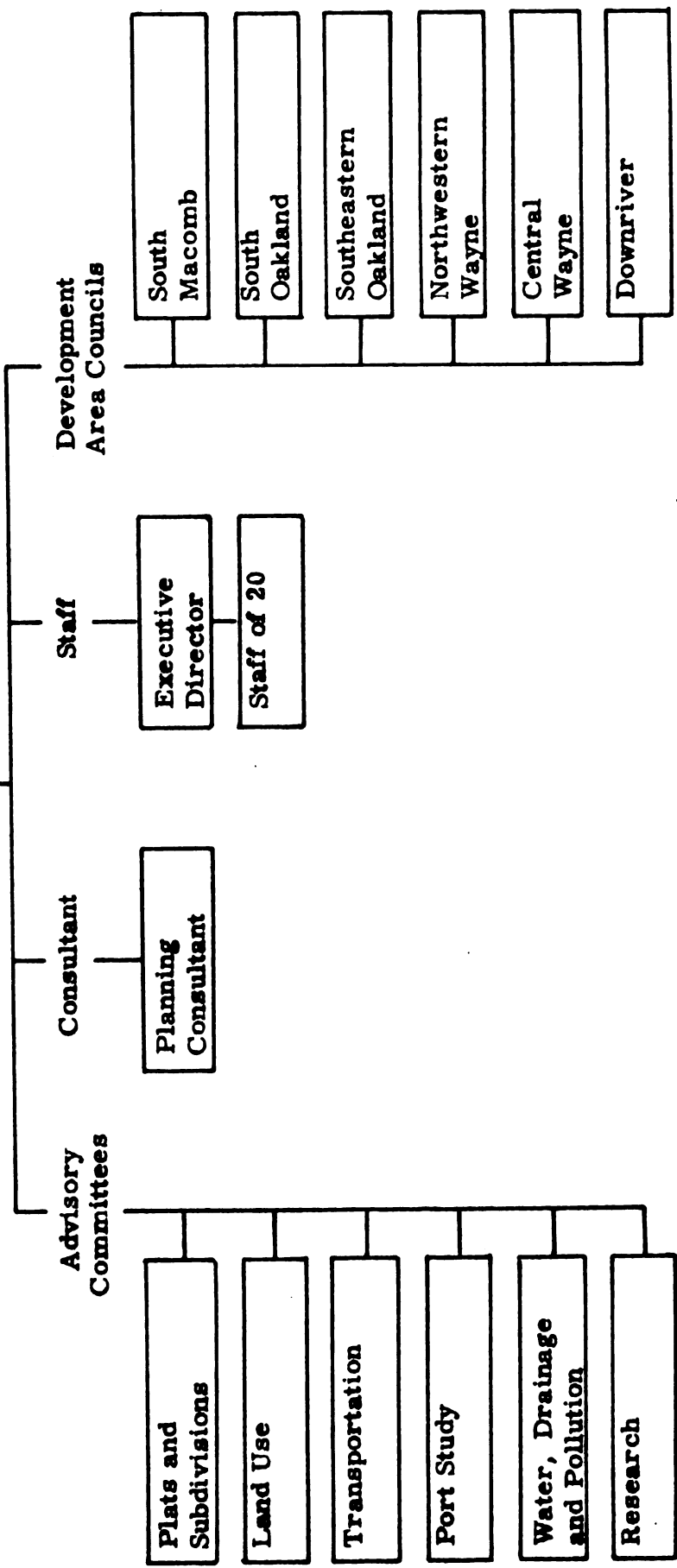
orderly development of the region. The plan was to show the major allocation of land for industry, residences, commercial centers and recreation areas and would be based on future population and industrial expansion studies. Throughout the years of plan preparation many individual studies were made which played an important part in the plan. The most important of these were the following studies:

1. Land use mapping
2. Water, drainage and pollution
3. Population growth projections and distribution
4. Industrial economy and movement
5. Transportation and traffic
6. Zoning analysis
7. Sewerage
8. Recreation
9. Industrial dispersal
10. Water front
11. Physical features
12. Port economic survey
13. Air traffic

When these studies were far enough along three plans were prepared. Each proposed a different pattern of development and all were subjected to a detailed scrutiny and rearranging which combined the best features of each into one plan. During this revision process the Commission had the assistance of its Advisory Committees.

**DETROIT METROPOLITAN AREA REGIONAL PLANNING COMMISSION**  
46 members

**EXECUTIVE COMMITTEE**  
12 members



**ORGANIZATION CHART\***

**DETROIT METROPOLITAN AREA REGIONAL PLANNING COMMISSION**

\* As of June, 1952



lay groups and individuals and engaged the services of Mr. Ladislas Segoe, Planning Consultant.

During the preparation of the plan and thereafter the Commission envisioned its role as that of a coordinating agency in the investigation, and solution of planning problems that transcended local and county boundaries. The Commission had no powers to enforce the land use plan which it was developing and had to depend upon the local units of government to adopt the plan and carry out its provisions.

Accordingly, the Commission utilized a number of methods to achieve this coordination, in addition to normal day to day contacts, as follows:

1. Development Area Councils were formed which concentrated on working out the details of planning within their boundaries and which brought the plans to their local communities. The Councils represented a workable unit which could set up a permanent method of coordinating the plans of the local communities with the regional plan.
2. Advisory Committees were established and were composed of members of the Commission and its staff and local experts on land use, research, transportation, water, pollution and drainage. These Committees provided technical knowledge and contributed a large amount of work to the Commission's program.

3. Conferences on Local Planning and Zoning were sponsored by the Commission so that people of the region could gather together and discuss the problems that they considered most urgent, and during which the Commission presented its programs to the people.
4. A newsletter, The Regional Reporter, was created and first mailed out in April of 1952. It was published every three months and contained planning news of the metropolitan area.

Through the years the work of the Commission has gained the support and recognition of governmental units and many groups and people of the region. This general acceptance prompted Monroe County to request that it be included in the Commission's area of jurisdiction and the Commission approved the addition of Monroe County in April, 1955. The staff of the Commission immediately undertook the studies necessary to develop a master land use plan for the County and to incorporate it with the master plan already developed for the rest of the Detroit metropolitan region.

Since the completion of the regional plan the Commission has been engaged in cooperating with local governmental units to achieve the objectives of the plan and to make refinements when studies have shown them to be necessary.

## AREA PLANNING COMMISSION

A meeting was held at the Benton Harbor, Michigan, Chamber of Commerce office at 4:00 P.M. on November 25, 1952, to organize a regional planning commission for the Cities of Benton Harbor and Saint Joseph and the Townships of Benton and Saint Joseph (see Plate 7). At this meeting officers for the new commission were elected and meetings scheduled for once a month. The new chairman appointed a three-member Rules of Procedure Committee and instructed it to investigate rules of procedure of other regional planning commissions and to determine what State statutes govern the activities of such commissions. The sponsors of the new commission had assurances from the local units of government that these units would, at a later date, go through whatever steps were found necessary to give official status to the newly created commission.

The second meeting of the newly created Commission was held December 15, 1952. The name of the Commission was formally adopted as the Area Planning Commission. The Rules of Procedure Committee recommended that the Commission employ an experienced planning consultant to help set up its rules of procedure and by-laws. It was then agreed that the Executive Director of the American Society of Planning Officials should be contacted and requested to recommend three planning consultants to the Commission. These consultants were then to be asked to confer with the Commission.

Lake Michigan

CITY OF BENTON HARBOR

CITY OF ST. JOSEPH

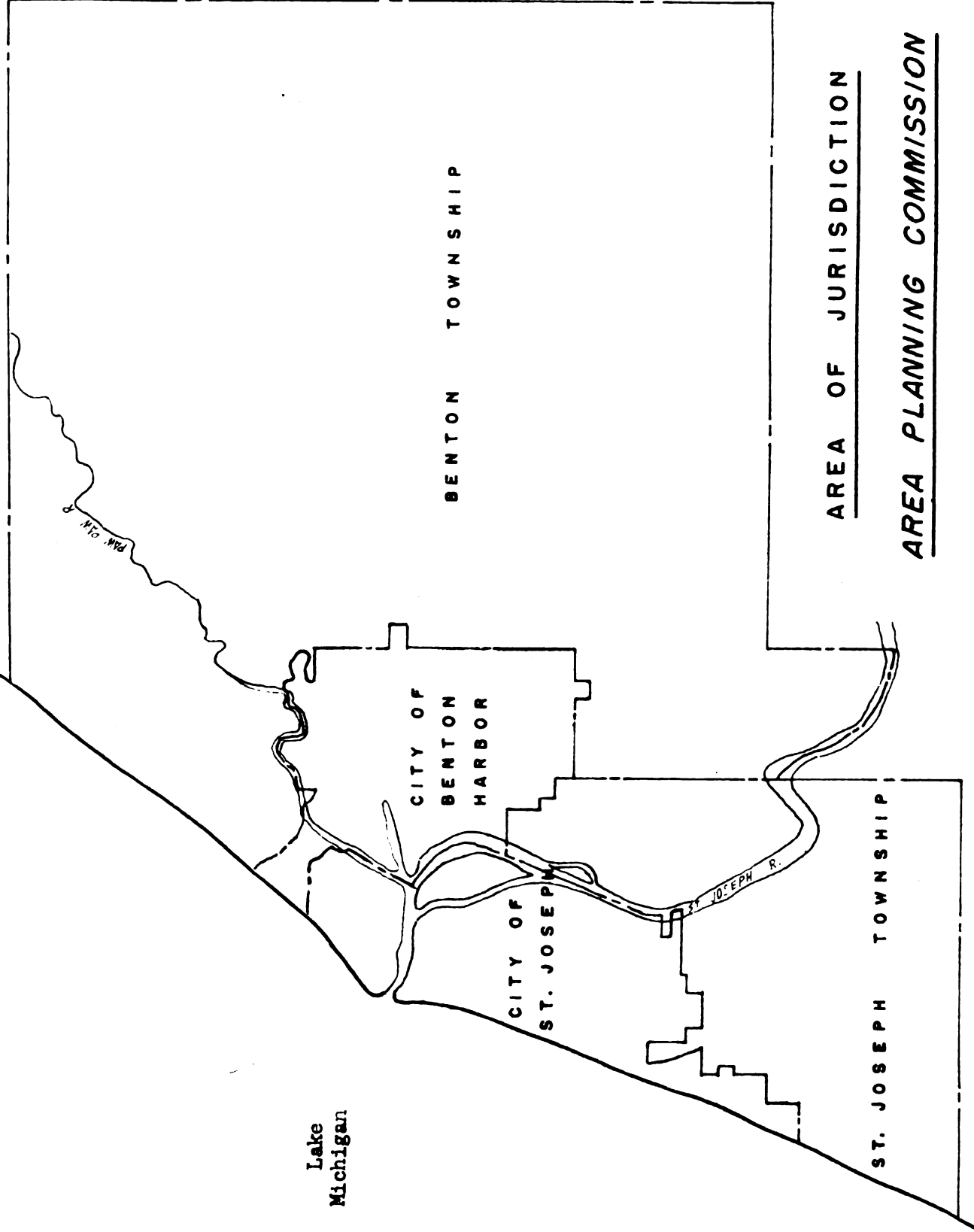
ST. JOSEPH TOWNSHIP

BENTON TOWNSHIP

AREA OF JURISDICTION

AREA PLANNING COMMISSION

PLATE 7



The Rules of Procedure Committee was instructed by the Chairman to review the Planning agreement drawn up by the Cities of Saint Joseph and Benton Harbor (see Appendix D-1). The purpose of this review was to couch the agreement in such terms that none of the governmental agencies who would finance the Commission could raise any objections.

The primary purpose of the Area Planning Commission was the formulation of a unified plan for the Cities of Benton Harbor and Saint Joseph and the Townships of Benton and Saint Joseph (the Township of Saint Joseph was included in the planning program even though it would not participate financially). Accordingly, the Commission spent the first three months of 1953 in acquiring the services of a planning consultant, and in preparing a budget to finance the work for submission to the participating local units of government.

A meeting was held on March 4, 1953, in order that a representative from the consulting firm of Harland Bartholomew and Associates of St. Louis, Missouri, could further explain the firm's proposal to prepare an area plan for the Commission over a two-year period for the sum of \$53,000. Under this proposal the firm agreed to prepare and furnish the Commission eleven preliminary reports, in one hundred and forty copies each, as follows:

1. Scope and Objective of the Plan
2. Economic and Social Background
3. Population Growth and Distribution
4. Land Use, Zoning and Building Code

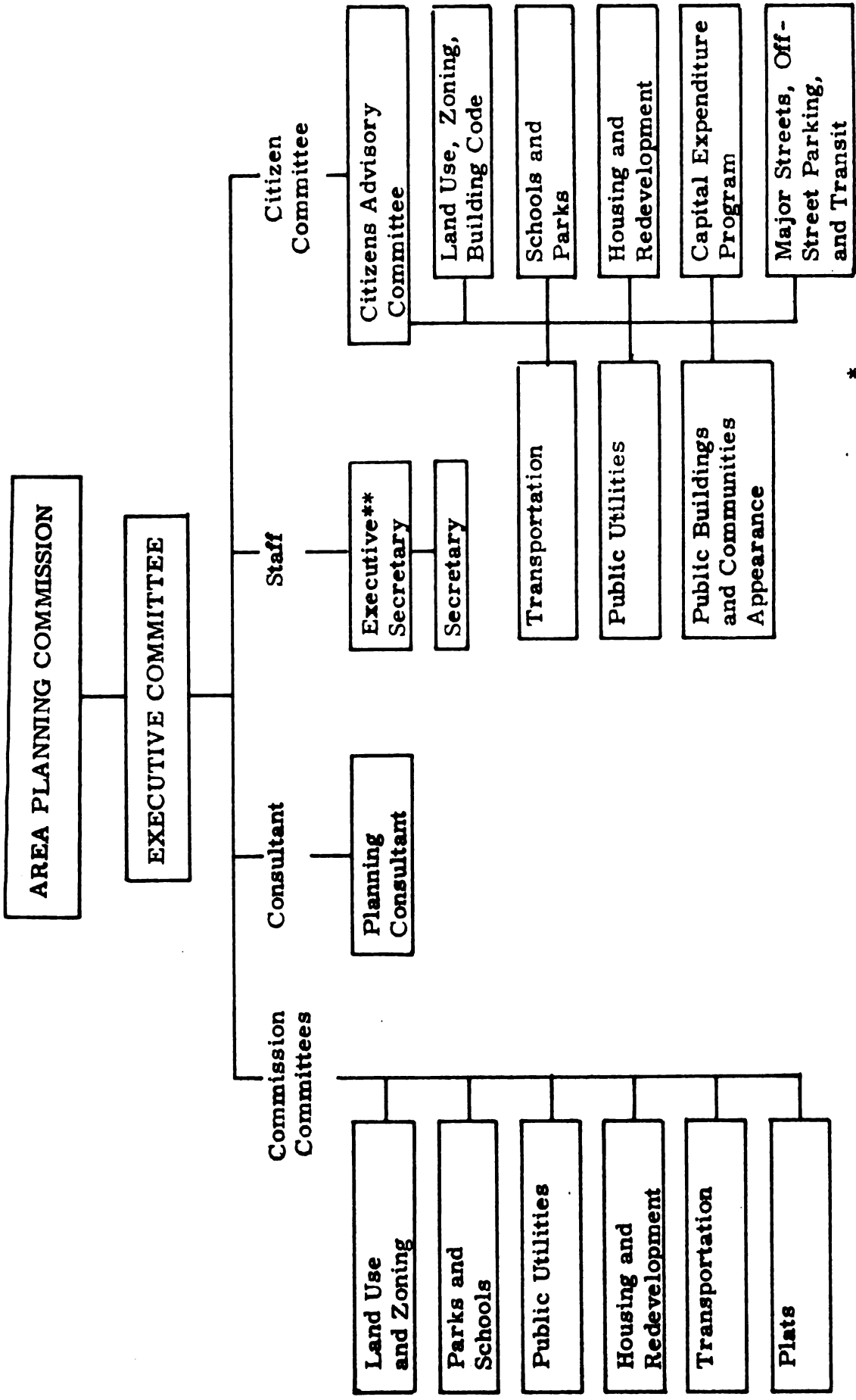
5. Schools and Parks
6. Housing and Redevelopment
7. Transportation and Public Utilities
8. Streets, Off-Street Parking and Transit
9. Public Buildings and the Community's Appearance
10. Capital Expenditure Program and Administration of  
the Plan
11. Comprehensive Report

Following the explanation of the proposal by the firm's representative the Commission appointed Harland Bartholomew and Associates as its planning consultant. In addition, an Executive Committee was appointed at this meeting with authority to prepare a request for \$36,000 from the Cities of Benton Harbor and Saint Joseph and the Township of Benton. Previous to this meeting the Township of Saint Joseph had expressed its unwillingness to participate in the planning program. This budget was for the operation of the Commission until June 30, 1954. Of the total budget, \$33,000 was earmarked for the fee of the planning consultants and \$3,000 was for the operating expenses of the Commission.

Throughout the remainder of 1953 the Commission discussed the first four preliminary reports received from its consultant, and adopted Rules and By-laws (see Appendix E-3). In addition, a Citizens' Advisory Committee was appointed with its work being to study the preliminary reports presented to it by the Commission and to offer suggestions for improvements.

During 1954 and the first half of 1955 the Commission continued to work with its consultant in preparing the preliminary reports. Many meetings to discuss these reports were held with the Citizens' Advisory Committee and with the elected officials of the three participating governmental units. The Commission's policy was to agree with its Citizens' Advisory Committee on the contents of each report before transmitting it to the local governing bodies for their comments and ultimate acceptance of the report as part of the Comprehensive Area Plan. One of the Commission's major problems during these two years of plan formulation was the difficulty of keeping on schedule, as delay of a report by any one organization slowed down the entire planning program.

In June of 1955, work on the plan was completed by the Commission's consultant and the findings and recommendations were presented in a report entitled, Comprehensive Area Plan. The Commission agreed that sufficient copies of the report should be ordered to make possible the issuance of a copy to each high school student enrolled in 12th grade government classes in schools in the area covered by the plan for the next four years, the expense of the reports to be shared by the students and the school districts. The Commission also agreed to the sale of one thousand copies of the report by retail book stores and other outlets on a consignment basis. During the remainder of 1955 the Commission discussed the recommendations contained in the Area Plan with various organizations and announced its program for 1956, as follows:



**ORGANIZATION CHART\***  
**AREA PLANNING COMMISSION**

\* As of May, 1955  
\*\* Consultant's Field Representative



1. Passage of Zoning Ordinances by the three participating units of government.
2. Establishment of Planning Commission by the three participating units of government.
3. Initiation of redevelopment projects in the City of Benton Harbor and Township of Benton.

In order to help carry on this work the Commission continued to retain its consultant through the first six months of 1956.

Although the formulation of a comprehensive plan was the main purpose of the Area Planning Commission, it was also occasionally engaged in subdivision and zoning problems during the period of plan preparation. In addition it published a monthly newsletter which publicized the activities of the Commission.

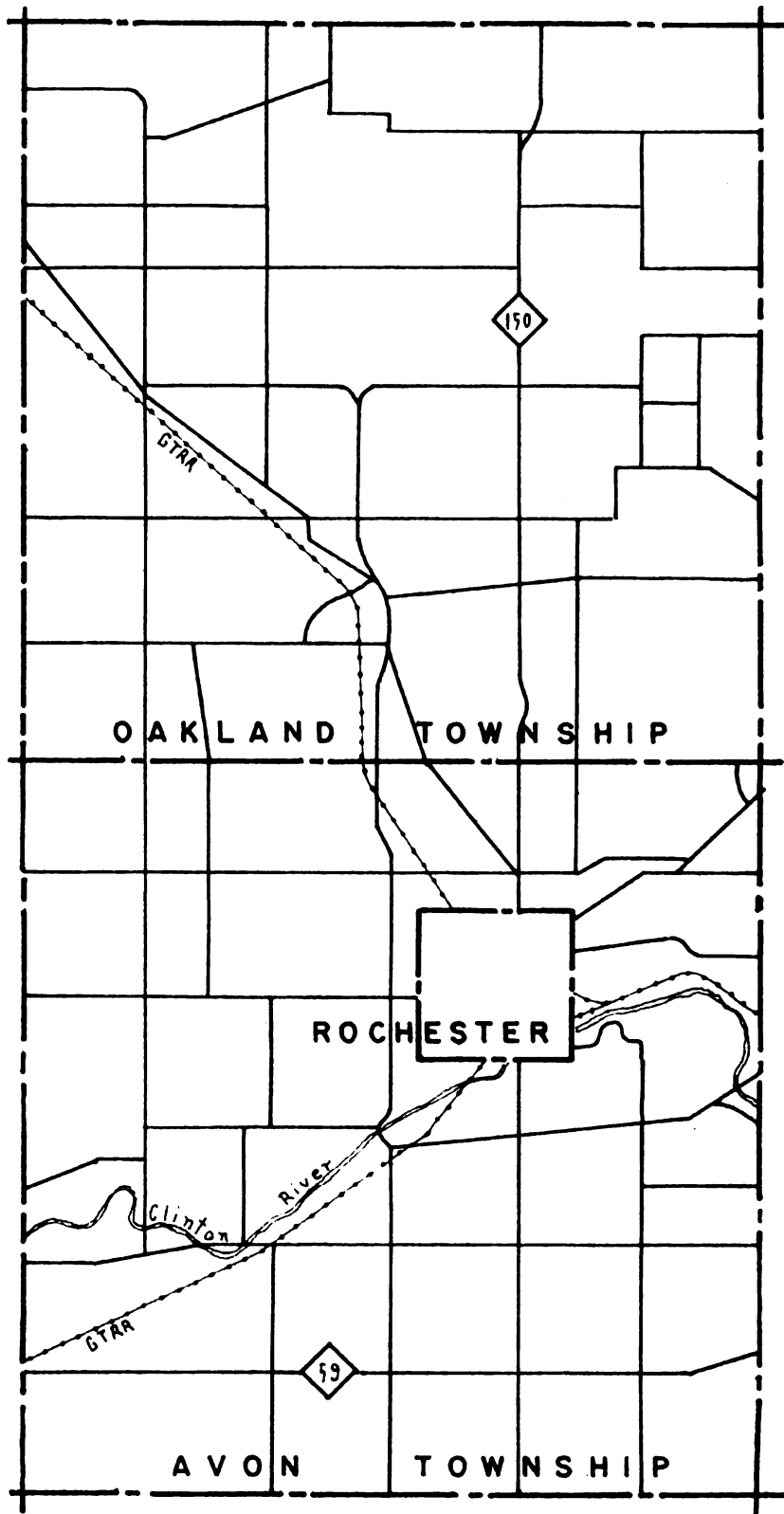
The Area Planning Commission, since completion of the plan, has been actively working to bring about the objectives contained in the plan and to bring into reality the three recommendations contained in its 1956 work program.

## AVON-ROCHESTER-OAKLAND AREA PLANNING COMMISSION

The Avon-Rochester-Oakland Area Planning Commission was created by resolutions of the governing bodies of the Village of Rochester and the Townships of Avon and Oakland located in Oakland County, Michigan (see Appendix D-2, D-3, D-4). The commission was established under the provisions of Act 281 of the Public Acts of 1945, as amended.

The principal purpose for creating the Commission was the need for an organization which could direct the orderly physical development of the three participating governmental units (see Plate 9). The Commission's objectives, as set forth in the minutes of the first Commission meeting on February 4th, 1953, were as follows:

1. To study the physical, economic, and population characteristics of our area and to analyze the effects of the characteristics on future development.
2. To analyze the metropolitan growth factors relative to the amount of growth we could expect in the future.
3. To examine the sewer and water situation and search for the answer to these and other municipal problems.
4. To analyze the problems of both local and through traffic and devise a logical means of preventing its adverse effects on community life.



AREA OF JURISDICTION

AVON-ROCHESTER-OAKLAND  
AREA PLANNING COMMISSION

5. To organize residential developments, schools, parks, and other facilities into logical neighborhood patterns . to provide the ultimate in good living.
6. To implement these plans with the legislation necessary to carry them out--legislation such as zoning, subdivision control, methods of financing, etc.

During this first regular Commission meeting the employment of a planning consultant was discussed and the firm of Geer Associates, Bloomfield Hills, Michigan, was selected. The consultant was retained for a three-year period to provide a continuing consultant service which would help the Commission to solve area planning problems as they arose and to formulate a master plan. The consultant estimated that the accomplishment of the Commission's stated objectives and the completion of a master plan would take three years, from February 1953 to February 195 . The Commission's consultant presented a work program during the Commission's regular meeting on March 4, 1953. The following is a brief outline of the program presented.

1. Background for Planning
  - A. Physical Characteristics
  - B. Population Characteristics and Trends
  - C. Economic Characteristics and Trends
  - D. General Future Area Patterns
2. Utility Systems
  - A. Water Supply
  - B. Sewerage and Drainage

3. Transportation

A. Major Thoroughfares - Over-all Area

B. Motor (Trucks and Buses ) - Over-all Area

4. Neighborhood Units

A. Schools, Recreation, Parks and Other Facilities

5. Implementing the Plan

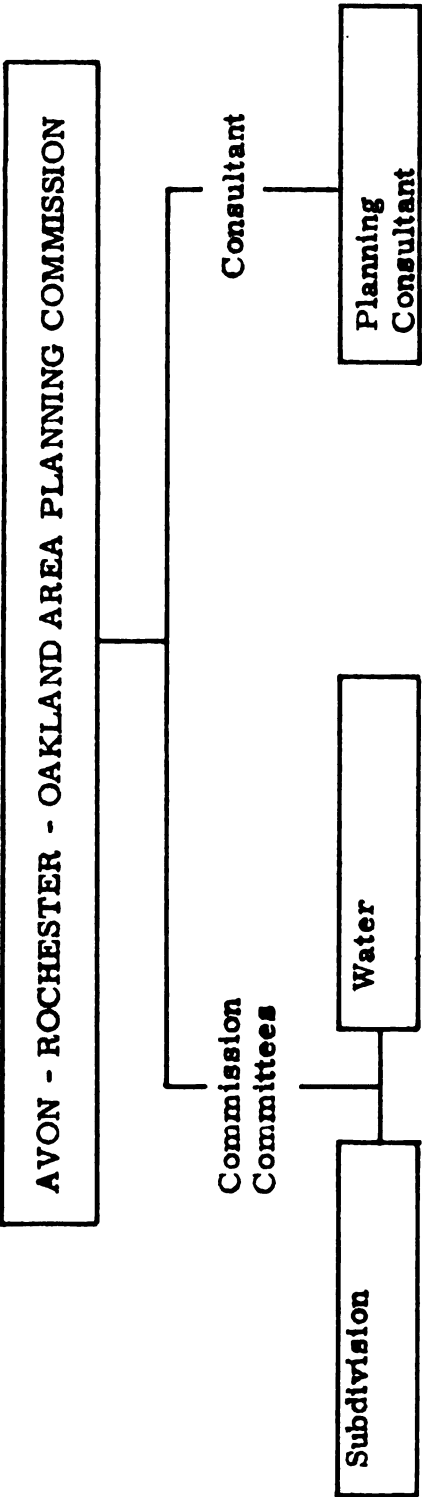
A. Existing and Needed Planning and other related Legislation

B. Zoning Ordinance

C. Methods of Financing Improvements

During the next regular Commission meeting the consultant was instructed to proceed with the work as outlined.

Work on the master plan extended over the estimated three-year period, with reports being presented to the Commission as they were finalized. The major master plan accomplishments during these years were (1) the completion of a study of physical characteristics of the area; existing land use, an analysis of topography, streams, swamp areas, flood plains, and an analysis of desirable future population densities in relation to these land characteristics, (2) an analysis of Detroit area metropolitan growth factors and their effects on the Avon-Rochester-Oakland area, (3) a study of public utilities in relation to water and sewerage problems and needs, (4) the completion of a highway and thoroughfare plan, (5) the delineating of preliminary neighborhood plans, with an elementary school and playfield serving as a focal point of each neighborhood, and major thoroughfares or geographical barriers



ORGANIZATION CHART \*

AVON - ROCHESTER - OAKLAND AREA PLANNING COMMISSION

\* As of May, 1955

servicing as boundaries, (6) a study of industrial trends and possible locations.

The Commission retained its consultant to complete the master plan during 1956, and the consultant presented the following schedule for the work to be accomplished:

- |      |                             |                 |
|------|-----------------------------|-----------------|
| 1 .  | Neighborhood Plans          | April, 1956     |
| 2 .  | School Plan                 | May, 1956       |
| 3 .  | Recreation Plan             | May, 1956       |
| 4 .  | Industrial Plan             | June, 1956      |
| 5 .  | Commercial Plan             | July, 1956      |
| 6 .  | Utilities Plan              | August, 1956    |
| 7 .  | Community Centers           | August, 1956    |
| 8 .  | Natural Resources Plan      | September, 1956 |
| 9 .  | Master Plan Map (composite) | October, 1956   |
| 10 . | Master Plan Document        | December, 1956  |

During the three-year period of the Commission's master plan activity, the Commission and its consultant also engaged in non-master plan work. This work was mainly concerned with the control of new residential development and requests for rezoning. Throughout this period the consultant participated in fifty-three separate actions on sub-divisions involving twenty-seven sub-divisions totaling approximately eighteen hundred acres and containing roughly twenty-six hundred lots. The Commission, with its consultant, also prepared and adopted a subdivision guide which it transmitted to the participating units of government and which was adopted by the Oakland Township Board on September 13, 1955.

In addition, the Commission established a procedure which required that the Oakland County Health Department give percolation tests to all land where septic tanks were proposed before the Commission would approve a plat, and also amended its subdivision guide, in March of 1956, to allow the local school boards to submit a written statement as to whether or not they needed land in any proposed subdivision before a plat was approved by the Commission.

Throughout this period the Commission and its consultant were engaged in many zoning matters. The consultant studied fifteen zoning cases at the Commission's request and made field inspections and presented written recommendations to the Commission for referral to the appropriate governmental units. The Commission itself made recommendations to the governmental units regarding rezoning requests and specifically recommended that the Avon Township Board amend its Zoning Ordinance adopted on July 19, 1952, to establish a multiple family district and a parking district, and to define the types of industrial activity allowed in the heavy industrial district.

On May 8, 1956, the Oakland Township Board decided not to continue the area planning arrangement with Avon Township and the Village of Rochester and withdrew its support to the Avon-Rochester-Oakland Area Planning Commission. Thereupon, the name of the Commission was changed to the Avon-Rochester Area Planning Commission, and the representation from these two units of government was increased from four to five members.



The Commission's master plan was substantially completed by the end of 1956 when Oakland Township withdrew from the Commission. The Commission has since continued its planning activity without Oakland Township and has made substantial progress.

## SUMMARY

Act 281, P. A. 1945, as amended, has permitted two types of planning activity in Michigan: regional planning and metropolitan area planning. The Saginaw Valley Regional Planning Commission and the Copper Country Regional Planning Commission had large areas of jurisdiction and programs keyed to solving regional drainage basin and economic problems and are considered here to be regional planning agencies. The Detroit Metropolitan Area Regional Planning Commission had a program and an area of jurisdiction which was gauged to solving broad problems of urban living and rapid urban expansion and is considered here as a metropolitan area planning agency of the broadest type. The Area Planning Commission and the Avon-Rochester-Oakland Area Planning Commission had areas of jurisdiction and programs aimed at solving the more specific problems facing their metropolitan areas and are considered to be metropolitan area planning commissions. The author believes that regional and metropolitan planning are not the same and require different organizational approaches in order to be successful. Act 281, as amended, does not present a sound method of achieving regional planning objectives and needs revision in order to be an effective tool for metropolitan planning purposes.

The major weaknesses of each of the five planning commissions studied were or are as follows: (1) the Saginaw Valley Regional Planning Commission, by restricting its main activities to flood

control, did not have a comprehensive program, and also did not have adequate technical staff leadership and sufficient financial support; (2) the Copper Country Regional Planning Commission did not have a dynamic program which could hold the interest of its members and the public, and did not have technical staff leadership and adequate financing; (3) the Detroit Metropolitan Area Regional Planning Commission, the Area Planning Commission and the Avon-Rochester-Oakland Area Planning Commission do not have the powers necessary to realize the plans which they formulate, and the latter two commissions do not have technical staff leadership.

The lack of a State planning agency which can lend technical and financial assistance to regional and metropolitan planning commissions is also a weakness in these two types of planning activity in Michigan. The Saginaw Valley Regional Planning Commission and the Copper Country Regional Planning Commission were organized and initially assisted by the Michigan Planning Commission. Indications are that these two Commissions might have had more successful programs had not the Michigan Planning Commission gone out of existence soon after their creation. The small number of official metropolitan type planning commissions which have been organized since the demise of the Michigan Planning Commission is in a large part attributable to the lack of an active State planning agency with authority to promote and guide the formation and activities of metropolitan area planning commissions.

## RECOMMENDATIONS

After studying the first five regional planning commissions officially created in Michigan, the author has reached a number of general recommendations. They apply, in varying degrees, to each of the five commissions studied. The author believes that they may serve as helpful guides to the successful functioning of existing and future regional planning commissions.

Based on the research contained in this thesis, and from other sources, the following recommendations are submitted:

1. That a State planning agency be created. This agency should have a system of regional subdivisions for the entire state which would engage in regional planning and which would absorb the duties of the existing two regional type planning agencies. This agency would also promote, assist and coordinate metropolitan and city planning activity within the State, along with carrying out its State planning functions;
2. That, if Recommendation Number One is not a possibility, a planning assistance program be established as a function of Michigan State University. Such a University program would promote, assist, and help coordinate regional, metropolitan and city planning activity within the State, as well as administer the State's portion of the Federal programs for urban planning and renewal;

3. That no new regional or metropolitan type planning agency be prematurely established before the need for such an agency is clearly outlined and its goals formulated. In addition, there must be complete advance agreement on the objectives, organization and continued financing of such an agency between the governmental units which will create and support it financially.
4. That a State enabling act for metropolitan planning be enacted into law. This enabling act should be fashioned after Act 281, P. A. 1945, as amended, but should also contain provisions for plan effectuation methods, e.g., subdivision control, zoning administration, mandatory referral by governmental units to the metropolitan planning agency of proposals for any type of public improvement embraced by the master plan, urban renewal, development of mapped improvements, and capital improvement program development.
5. That every regional and metropolitan area planning commission include the following minimum requirements in their organization and activities in order to maintain a successful and dynamic planning program:
  - (1) an experienced staff, well-trained in planning methods and objectives, with the size of staff depending on the nature and scope of the program;
  - (2) rules of procedure firmly established;
  - (3) adequate and permanent office space, equipment and office materials;
  - (4) an

annual report which presents the past year's accomplishments and the coming year's program; and (5) involvement of public officials and the general public in the planning program through technical and advisory committees and public information mediums.

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## **APPENDIXES**

**APPENDIX A**

**REGIONAL PLANNING COMMISSION ACT**

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## APPENDIX A - 1

## REGIONAL PLANNING COMMISSION ACT

Act 281, P. A. 1945

AN ACT to provide for regional planning; the creation, organization, powers and duties of regional planning commissions; the powers and duties of the Michigan Planning Commission in respect to the creation of regional planning commissions; and the supervision of the activities of regional planning commissions under the provisions of this act.

The People of the State of Michigan enact:

Terms defined. Section 1. For the purpose of this act certain terms are defined as provided in this section. Wherever appropriate the singular includes the plural and the plural includes the singular. The terms "local governmental units" or "local units" shall include cities, villages, other incorporated political subdivisions, counties, school districts, special authorities, townships, or any legally constituted governing body responsible for the exercise of governmental functions within a political subdivision of the state.

Regional planning commissions; petition, etc., for creating; investigating committee; report of findings; budget estimates.  
Section 2. Regional planning commissions may be created by resolution of the Michigan planning commission either upon petition in the form of a resolution by 2 or more legislative bodies of any local governmental units desiring to create a regional planning commission, or when, in the opinion of the Michigan planning commission, there has been an unmistakable expression of interest, an assurance of cooperative action, and a demonstration of need for the creation of a regional planning agency which has been made in the form of a petition or request for the creation of a regional planning agency on the part of representative groups of citizens. Upon the receipt of such petition or request the Michigan planning commission shall fully investigate to determine the need for a regional planning commission and to do so it may appoint a committee to be known as a regional planning investigating committee and may provide said committee with funds for conducting investigations and making reports. The regional planning investigating committee shall report its findings within a period of time to be specified by the Michigan planning commission. These findings may include recommendations on the composition and membership of the proposed regional planning commission, the area to comprise the regional planning area, the program and activities to be undertaken by the

proposed regional planning commission, and an estimate of the budget required for the operation of the program of the proposed regional planning commission.

Boundaries; establishment, what may comprise. Section 3. The boundaries of the area which are to define the limit of jurisdiction of the regional planning commission shall be established by resolution of the Michigan planning commission. The boundaries of this area need not be coincident with the boundaries of any single governmental subdivision or group of subdivisions which are to be included in the area, but may include all or such portions of any governmental subdivision as, in the opinion of the Michigan planning commission, comprise a homogeneous region, based on but not limited to, such considerations as topographic and geographic conformations, extent of urban development, the existence of special or acute agricultural, forestry, conservation or other rural problems, uniformity of social or economic interests and values, or the existence of problems of physical, social and economic planning of a regional character.

Uniform procedures for establishing regional planning commissions. Section 4. Uniform procedures for the establishment of regional planning commissions shall be adopted by resolution of the Michigan planning commission. No compensation shall be paid members of regional planning commissions for their services as members of the regional planning commission: Provided, That this shall not affect in any way remuneration received by any state or local official who, in addition to his responsibilities and duties as a state or local official, serves also as a member of the regional planning commission. All members may be reimbursed for actual expenses incurred as members of the commission in carrying out the work of the commission.

Chairman, etc.; election; rules of procedure; records of transactions, etc. Section 5. Each regional planning commission shall elect its own rules of procedure subject to the approval of the Michigan planning commission, and may create and fill such other offices as it may determine necessary. It shall keep a record of its resolutions, transactions, findings, and determinations, which records shall be a public record.

Director, etc.; appointment. Section 6. The regional planning commission may appoint a director and such employees as it may deem necessary for its work and may hire such experts and consultants for part time or full time service as may be necessary for the prosecution of its responsibilities.

Aid from governmental agencies. Section 7. Aid for the purpose of accomplishing the objectives of the regional planning commission may be accepted from all governmental agencies whether local, state or federal, if the conditions under which such aid is furnished are not incompatible with the other provisions of this act.

Advisory committees or councils, appointment. Section 8. The regional planning commission may appoint advisory committees or councils whose membership may consist of individuals whose experience, training or interest in the program may qualify them to lend valuable assistance to the regional planning commission by acting in an advisory capacity in consulting with the regional planning commission on technical and special phases of the program. Members of such advisory bodies shall receive no compensation for their services but may be reimbursed for actual expenses incurred in the performance of their duties.

Research, studies, etc.; advisory services provided; report to planning commission. Section 9. The regional planning commission may conduct all types of research studies, collect and analyze data, prepare maps, charts, and tables, and conduct all necessary studies for the accomplishment of its other duties; it may make plans for the physical, social, and economic development of the region, and may adopt by resolution of a majority of its full membership any plan or the portion of any plan so prepared as its official recommendation for the development of the region; it may publicize and advertise its purposes, objectives, and findings, and may distribute reports thereon; it may provide advisory services to the participating local governmental units and to other public and private agencies in matters relative to its functions and objectives, and may act as a coordinating agency for programs and activities of such agencies as they relate to its objectives. The regional planning commission shall make an annual report of its activities to the Michigan planning commission and to the legislative bodies of the participating local governmental units.

Access to records, etc. Section 10. The regional planning commission shall be given access to all studies, reports, surveys, records, and all other information and material in the possession of such governmental agencies as shall be required by the regional planning commission for the accomplishment of its objectives.

Local subdivisions may adopt plans adopted by regional planning commission. Section 11. Local governmental subdivisions, whether active participants in the work of the regional planning commission or not, may adopt all or any portion of the plans prepared and adopted by the regional planning commission by following those procedures specified by act of the legislature or by local charter for the adoption of an official master plan.

Local governmental units may allocate funds. Section 12. For the purpose of providing funds to meet the expenses of a regional planning commission any local governmental unit participating in the formation, functioning, and support of the regional planning commission or any other local governmental unit wishing to contribute thereto may allocate funds for the purpose by official act of its legislative body. The proportion of the total amount of funds

to be so provided by each participating local government unit may be suggested by the regional planning investigating committee or prepared as a proposed budget by the regional planning commission and submitted to the legislative bodies of the participating local governmental units. Each legislative body of the participating governmental units may appropriate its share of the funds to be allocated for the use of the regional planning commission by the adoption of a legislative act which is identical with a similar act or acts as adopted by the other participating local governmental units. The services of personnel, the use of equipment, and office space, and the provision of special services, may be accepted from any participating local governmental unit and may be considered a part of the financial support of that governmental unit. The Michigan planning commission shall establish rules for the annual examination and auditing of the accounts of all regional planning commissions.

Commissions may accept gifts, etc. Section 13. The regional planning commissions may accept gifts and grants from public or private individuals or agencies if the conditions under which such grants are made are in accordance with the accomplishment of the objectives of the regional planning commission. The Michigan planning commission may furnish such financial, technical or advisory services or such other assistance as may be appropriate for the promotion of the objectives and assistance to the program of the regional planning commission and for the advancement of the general welfare of the state.

Severability clause. Section 14. If any provision of this act or the application thereof to any person or circumstances is held invalid, such invalidity shall not affect other provisions or applications of the act which can be given effect without the invalid provision or application, and to this end the provisions of this act are declared to be severable.

## APPENDIX A - 2

## REGIONAL PLANNING COMMISSION ACT

Act 281 of the Public Acts of 1945 as amended by Act 194 P. A. 1952

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

The People of the State of Michigan enact:

125.11 Definitions. Section 1. For the purpose of this act certain terms are defined as provided in this section. Wherever appropriate the singular includes the plural and the plural includes the singular. The term "local governmental units" or "local units" shall include cities, villages, other incorporated political subdivisions, counties, school districts, special authorities, townships, or any legally constituted governing body responsible for the exercise of governmental functions within a political subdivision of the state.

125.12 Regional planning commissions; creation. Section 2. Regional planning commissions may be created by resolution by 2 or more legislative bodies of any local governmental units desiring to create a regional planning commission.

125.13. Same; boundaries. Section 3. The boundaries of the area which are to define the limit of jurisdiction of the regional planning commission shall be established by the resolution of the participating legislative bodies. The boundaries of this area need not be coincident with the boundaries of any single governmental subdivision or group of subdivisions which are to be included in the area, but may include all or such portions of any governmental subdivision.

125.14. Same; compensation, expenses. Section 4. No compensation shall be paid members of regional planning commissions for their services as members of the regional planning commissions: Provided, That this shall not affect in any way remuneration received by any state or local official who, in addition to his responsibilities and duties as a state or local official, serves also as a member

of the regional planning commission. All members may be reimbursed for actual expenses incurred as members of the commission in carrying out the work of the commission.

125.15. Same; chairman; rules of procedure; records. Section 5. Each regional planning commission shall elect its own chairmen and establish its own rules of procedure, and may create and fill such other offices as it may determine necessary. It shall keep a record of its resolutions, transactions, findings, and determinations, which records shall be a public record.

125.16. Director and employees. Section 6. The regional planning commission may appoint a director and such employees as it may deem necessary for its work and may hire such experts and consultants for part time or full time service as may be necessary for the prosecution of its responsibilities.

125.17. Aid from governmental agencies. Section 7. Aid for the purpose of accomplishing the objectives of the regional planning commission may be accepted from all governmental agencies whether local, state, or federal, if the conditions under which such aid is furnished are not incompatible with the other provisions of this act.

125.18. Advisory committees or councils, appointment. Section 8. The regional planning commission may appoint advisory committees or councils whose membership may consist of individuals whose experience, training or interest in the program may qualify them to lend valuable assistance to the regional planning commission by acting in an advisory capacity in consulting with the regional planning commission on technical and special phases of the program. Members of such advisory bodies shall receive no compensation for their services but may be reimbursed for actual expenses incurred in the performance of their duties.

125.19. Research, studies, etc.; development plans; advisory services; report. Section 9. The regional planning commission may conduct all types of research studies, collect and analyze data, prepare maps, charts, and tables, and conduct all necessary studies for the accomplishment of its other duties; it may make plans for the physical, social, and economic development of the region, and may adopt by resolution of a majority of its full membership any plan or the portion of any plan so prepared as its official recommendation for the development of the region; it may publicize and advertise its purposes, objectives, and findings, and may distribute reports thereon; it may provide advisory services to the participating local governmental units and to other public and private agencies in matters relative to its functions and objectives, and may act as a coordinating agency for programs and activities of such agencies as they relate to its objectives. The



regional planning commission shall make an annual report of its activities to the legislative bodies of the participating local governmental units.

125.20. Access to records and information. Section 10. The regional planning commission shall be given access to all studies, reports, surveys, records, and all other information and material in the possession of such governmental agencies as shall be required by the regional planning commission for the accomplishment of its objectives.

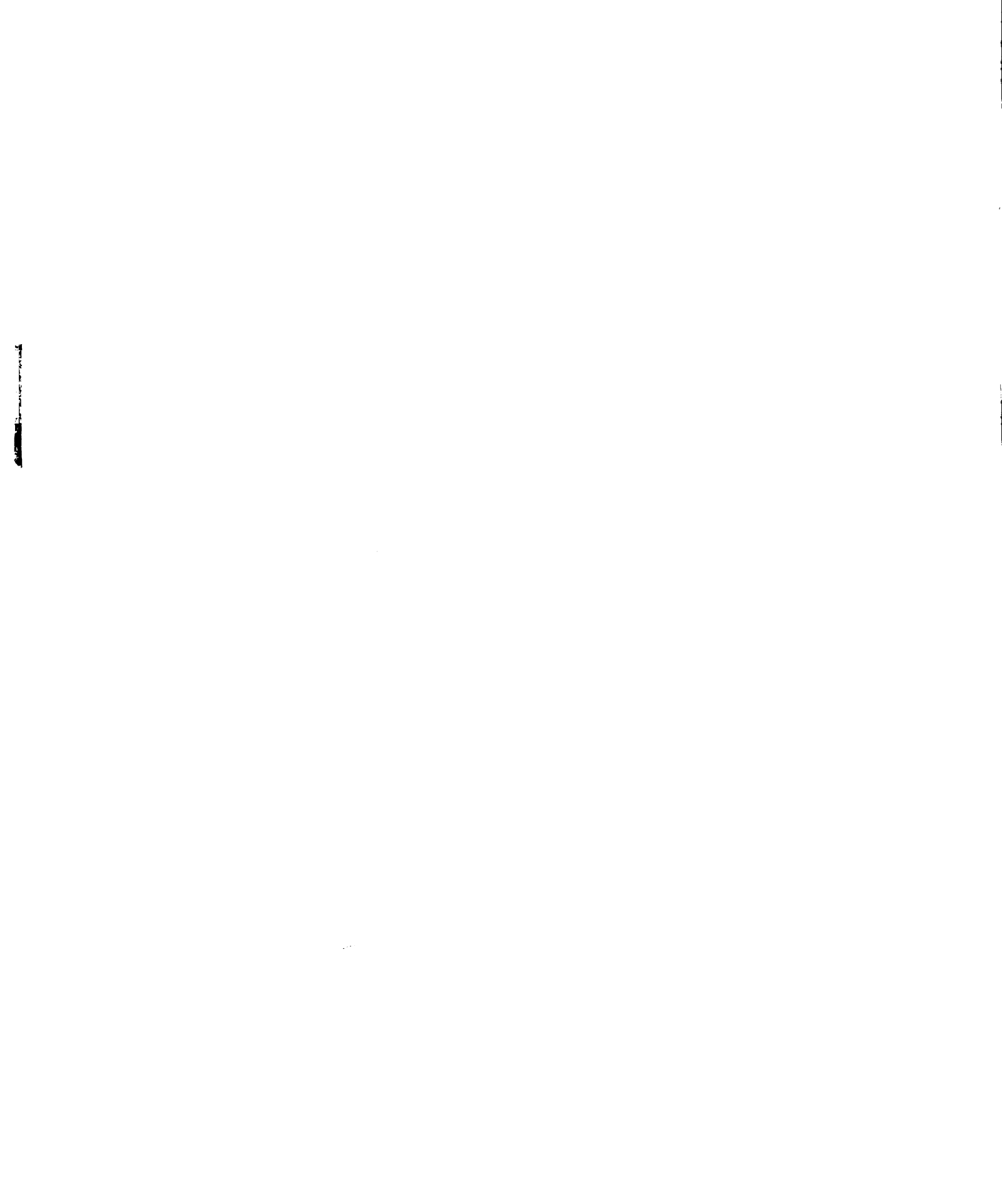
125.21. Local subdivisions; adoption of plans of regional commission. Section 11. Local governmental subdivisions, whether active participants in the work of the regional planning commission or not, may adopt all or any portion of the plans prepared and adopted by the regional planning commission by following those procedures specified by act of the legislature or by local charter for the adoption of an official master plan.

125.22. Same; allocation of funds. Section 12. For the purpose of providing funds to meet the expenses of a regional planning commission any local governmental unit participating in the formation, functioning, and support of the regional planning commission or any other local governmental unit wishing to contribute thereto may allocate funds for the purpose by official act of its legislative body. The proportion of the total amount of funds to be so provided by each participating local governmental unit may be suggested by the regional planning investigating committee or prepared as a proposed budget by the regional planning commission and submitted to the legislative bodies of the participating local governmental units. Each legislative body of the participating governmental units may appropriate its share of the funds to be allocated for the use of the regional planning commission by the adoption of a legislative act which is identical with a similar act or acts as adopted by the other participating local governmental units. The services of personnel, the use of equipment, and office space, and the provision of special services, may be accepted from any participating local governmental unit and may be considered a part of the financial support of that governmental unit.

125.23. Gifts, grants. Section 13. The regional planning commissions may accept gifts and grants from public or private individuals or agencies if the conditions under which such grants are made are in accordance with the accomplishment of the objectives of the regional planning commission.

**APPENDIX B**

**UNIFORM PROCEDURES FOR CREATING  
REGIONAL PLANNING COMMISSIONS**



## APPENDIX B

UNIFORM PROCEDURES FOR ESTABLISHING  
REGIONAL PLANNING COMMISSIONS

Adopted by the Michigan Planning Commission April 4, 1946  
as required by Act No. 281, P. A. 1945

**Section 1. Delegation of Authority**

The Regional Planning Act (Act 281, Mich., P. A. 1945) in Section 4, delegates to the Michigan Planning Commission, the authority to create regional planning commissions and to adopt uniform procedures under which such commissions may be established.

As defined in Section 2 of the Regional Planning Act and in these Procedures, the policy of the Michigan Planning Commission in creating regional planning commissions will be governed by the findings of an appointed regional planning investigating committee in its report to the Michigan Planning Commission to the effect that public opinion, as expressed by local governing bodies, finds need for a regional organization and is prepared to support such an organization.

Recognizing that regional concepts may be of diverse character, depending on the nature of the physical, social, and economic problems involved, as well as on the relationships of the political units concerned, and recognizing that different kinds of regional organizations may be needed, the Michigan Planning Commission has found it necessary only to supplement statutory authority as contained in the Regional Planning Commission Act (Act 281, Mich., P. A. 1945) by adopting such simple basic procedures as are necessary to the establishment and continuance of regional commissions, and permitting each commission so established to develop such details of its operating procedures as may be expedient and not in conflict with the statute or with these rules.

**Section 2. Membership of Regional Planning Commissions**

Following establishment of the limit of jurisdiction of the regional planning commission, the members of the commission shall be appointed by the Governor from a list of names submitted by the Michigan Planning Commission after consultation with the local governments concerned, and shall consist of not less than five nor more than fifteen persons who shall be resident in the region as defined.

In order that (1) each county, and (2) each city, village or other governmental authority representing a population of 10,000 or above may have representation, or for other reasons at the discretion of the Michigan Planning Commission, membership in excess of fifteen may be permitted in exceptional cases.

Members of the regional planning commission shall be chosen from among civic-minded individuals who are interested and concerned with the problems of the region as a whole, and are willing and find it possible to devote the necessary time to the work of the commission. Appointments shall be for periods of three years, except that initial appointments following creation of a commission, shall be as near as possible divided equally and for periods of one, two and three years, respectively.

Both officials holding other public office and citizens not holding other public office are eligible as members of a regional planning commission; however, a majority of members shall hold no other public appointive office or position excepting appointive membership on a municipal or other planning board.

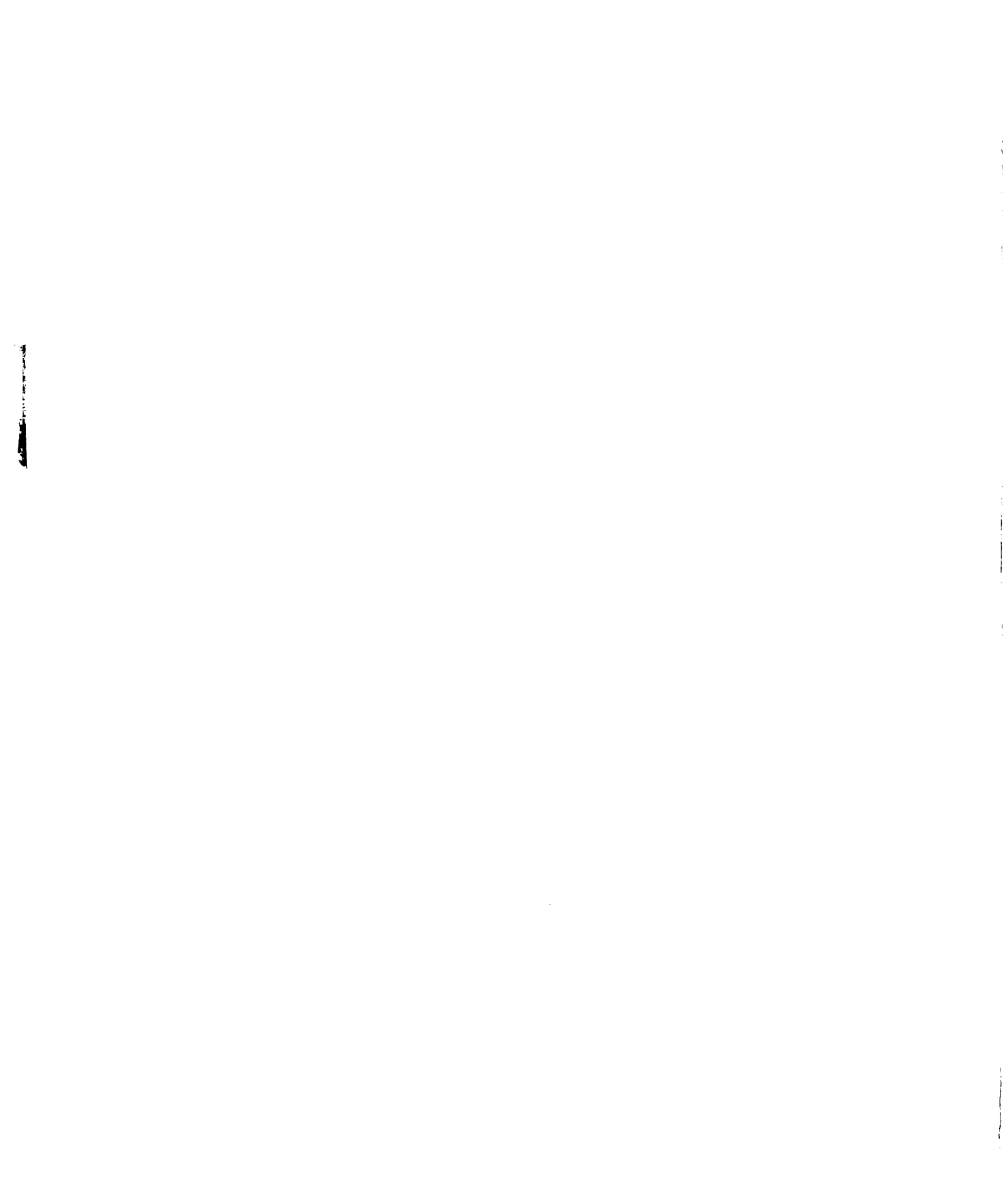
Regardless of tenure, the term of office of a member shall be limited by the period of such other official position as he may hold and the vacancy created as a result of severance of a member from other official position which presumably accounted for his appointment to the commission, shall be filled by another appointment for the balance of the term of office.

The regional planning commission, in accordance with the Regional Planning Commission Act (Act 281, P. A. 1945) may appoint committees from among members and non-members to study specific problems and recommend solutions to the commission. In instances where the commission contains more than fifteen members, and in the case of a smaller commission, if desired, there may be appointed or elected by the regional body an executive committee to facilitate the previously determined policies of the commission and to speed its program and work.

Members may, after public hearing, be removed by the Governor for inefficiency, neglect of duty, or malfeasance in office.

### Section 3. Information for Members

At the time of appointment of a regional planning commission, the appointing official shall forward to each member in writing the following:



- (a) Notification of appointment with mention of any limitations in tenure which the appointee's present position may bring to his office on the regional planning commission;
- (b) A statement of the nature of the problems of the region as presented to the state Planning Commission and including reasons for the formation of the commission;
- (c) A designation of the area of the region including a map showing the boundaries of the region;
- (d) A copy of the Regional Planning Commission Act and a copy of these procedures.

#### **Section 4. Recommendation to a Regional Planning Commission**

The following suggestions as to selection of officers and conduct of meetings are recommended for adoption by the regional planning commission:

##### **(a) Officers**

The regional planning commission shall elect from among its members a chairman and vice-chairman who shall hold no other public appointive office or position except that they may be members of a municipal or other official planning board. Other officers may be elected or appointed by the commission. Officers shall serve for one year from the date of their election or until replaced. Officers chosen initially following establishment of a commission shall serve until the annual election meeting which shall be the last meeting of March of each year.

A secretary shall be chosen and shall serve similarly to other elected officers except that a director of the work of the commission appointed in accordance with Section 6 of the statute (Act 281, P. A. 1945) shall following his appointment, act as secretary. The secretary shall record the minutes of each meeting in suitable permanent form, shall send a copy of the minutes of each meeting to the Michigan Planning Commission, and shall receive all communications, petitions, and reports addressed to the commission.

(b) Meetings

Regular meetings of the regional planning commission shall be held at least bi-monthly and shall be announced not later than one month in advance of each meeting. Special meetings shall be called if requested by the chairman or by one-fourth of the membership. Notice of a special meeting shall be given to each member at least forty-eight hours prior to the meeting and shall state the purpose and time of the meeting.

One-third of the membership, or if not a whole number, that next whole number in excess of one-third, shall constitute a quorum for the transaction of business and the taking of official action. Those present at a meeting without a quorum may (1) adjourn the meeting until another day, or (2) hold the meeting for the purpose of considering such matters as are on the agenda. Action at such a meeting becomes official only on confirmation by a later meeting at which a quorum is present.

Conduct of a regular meeting shall require the following order of business which shall be prepared by the secretary:

- (1) Roll Call
- (2) Approval of minutes
- (3) Unfinished business
- (4) Communications
- (5) Hearings
- (6) Reports
- (7) Finance matters
- (8) New business
- (9) Adjournment

Motions shall be restated by the chair before a vote is taken. The name of the maker of a motion shall be recorded. Voting shall be by voice and shall not be recorded by yeas and nays unless requested by a member of the commission. At all hearings, reports and recommendations, if any, of the staff, on matters involved shall be presented to the commission before others are heard. Action



by the commission on any matter on which a hearing is held shall not be taken until the hearing is concluded. Parliamentary procedure in commission meetings shall be governed by Robert's "Rules of Order."

**APPENDIX C**

**MICHIGAN PLANNING COMMISSION RESOLUTIONS  
CREATING REGIONAL PLANNING COMMISSIONS**

<b>Appendix Number</b>		<b>Page</b>
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## APPENDIX C - 1

**RESOLUTION OF MICHIGAN PLANNING COMMISSION ESTABLISHING  
A SAGINAW VALLEY REGIONAL PLANNING COMMISSION**

Resolution submitted by the Local Planning Section of the Michigan  
Planning Commission at meeting of the Commission July 23, 1946

**WHEREAS** Act No. 281, Public Acts of 1945 provides that the Michigan Planning Commission may, by resolution, create a regional planning commission; and

**WHEREAS** a Saginaw Valley Regional Planning Organization Committee, appointed as provided in the Act, to investigate the need for this regional planning commission, has reported there is a need for such an agency representative of all units of government, organizations and interests within the region, to study regional problems, to prepare coordinated plans for the development of the region, and to encourage acceptance and execution of these plans by agencies empowered to put them into operation and has reported that cooperation and financial support by units of government within the area have been assured; and

**WHEREAS** the Saginaw Valley Regional Planning Organization Committee has recommended, after careful investigation and numerous conferences, that the Michigan Planning Commission immediately create a Saginaw Valley Regional Planning Commission: Therefore be it

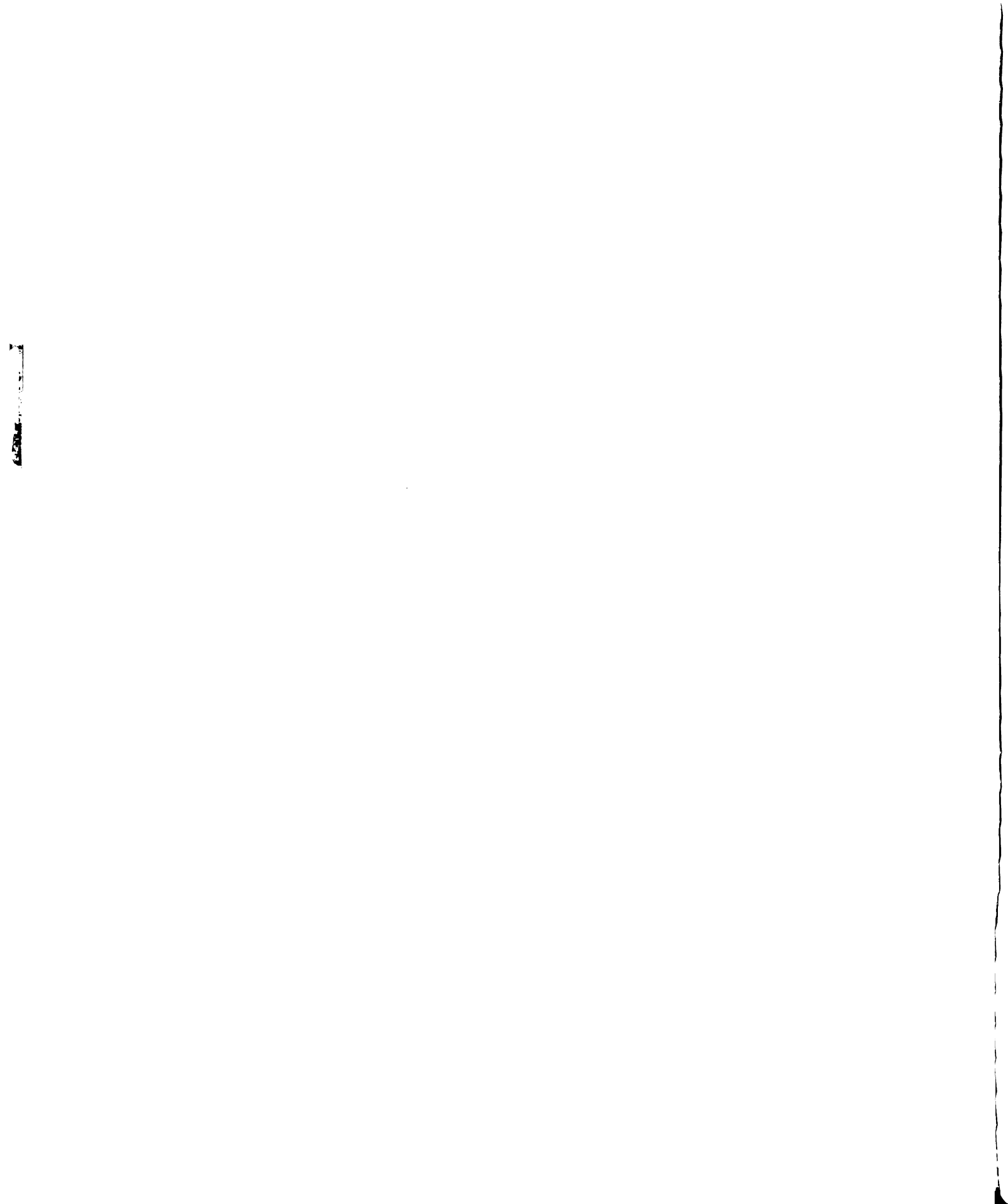
**RESOLVED**, that a Saginaw Valley Regional Planning Commission is hereby created and established as provided by Act No. 281, Public Acts of 1945 and in accordance with Uniform Procedures for Establishing Regional Planning Commissions adopted by the Michigan Planning Commission on April 4, 1946 as required by the Act; and be it

**RESOLVED** further, That the area of the Saginaw Valley Regional Planning Commission shall consist of the counties of Arenac, Bay, Clare, Genesee, Gladwin, Gratiot, Huron, Isabella, Lapeer, Livingston, Mecosta, Midland, Montcalm, Oakland, Ogemaw, Roscommon, Saginaw, Sanilac, Shiawassee, and Tuscola, the counties which are drained all or in part by the Saginaw River and its tributaries; Provided, however, that this determination of the boundaries of the Saginaw Valley region shall be reviewed within six months of this date; and be it

**RESOLVED** further, That the Saginaw Valley Regional Planning Commission shall consist of one resident of each of the counties within the boundaries of the region and one resident of each city in the region of 10,000 or more population, to be appointed by the Governor of the State of Michigan upon recommendation of the Michigan Planning Commission; and be it

RESOLVED further, That the powers, duties and activities of the Saginaw Valley Regional Planning Commission and the qualifications and terms of office of its members shall at all times be subject to and be in accordance with the provisions of Act No. 281, Public Acts of 1945 and Uniform Procedures for Establishing Regional Planning Commissions; and be it

RESOLVED further, That the Saginaw Valley Regional Planning Organization Committee should continue to function until the committee reports to the Michigan Planning Commission that the Regional Planning Commission has organized.



## APPENDIX C - 2

REPORT OF UPPER PENINSULA TECHNICAL AND INDUSTRIAL  
ADVISORY COMMITTEE RECOMMENDING THE CREATION OF A  
COPPER COUNTRY REGIONAL PLANNING COMMISSION\*

May 19, 1947

TO MICHIGAN PLANNING COMMISSION:

The Upper Peninsula Advisory Committee of the Michigan Planning Commission acting as a regional planning investigating committee recommends to the Michigan Planning Commission the immediate creation of a Copper Country Regional Planning Commission according to its authority under Section 2 of Act 281, P. A. 1945.

Further recommendations are:

A. AREA

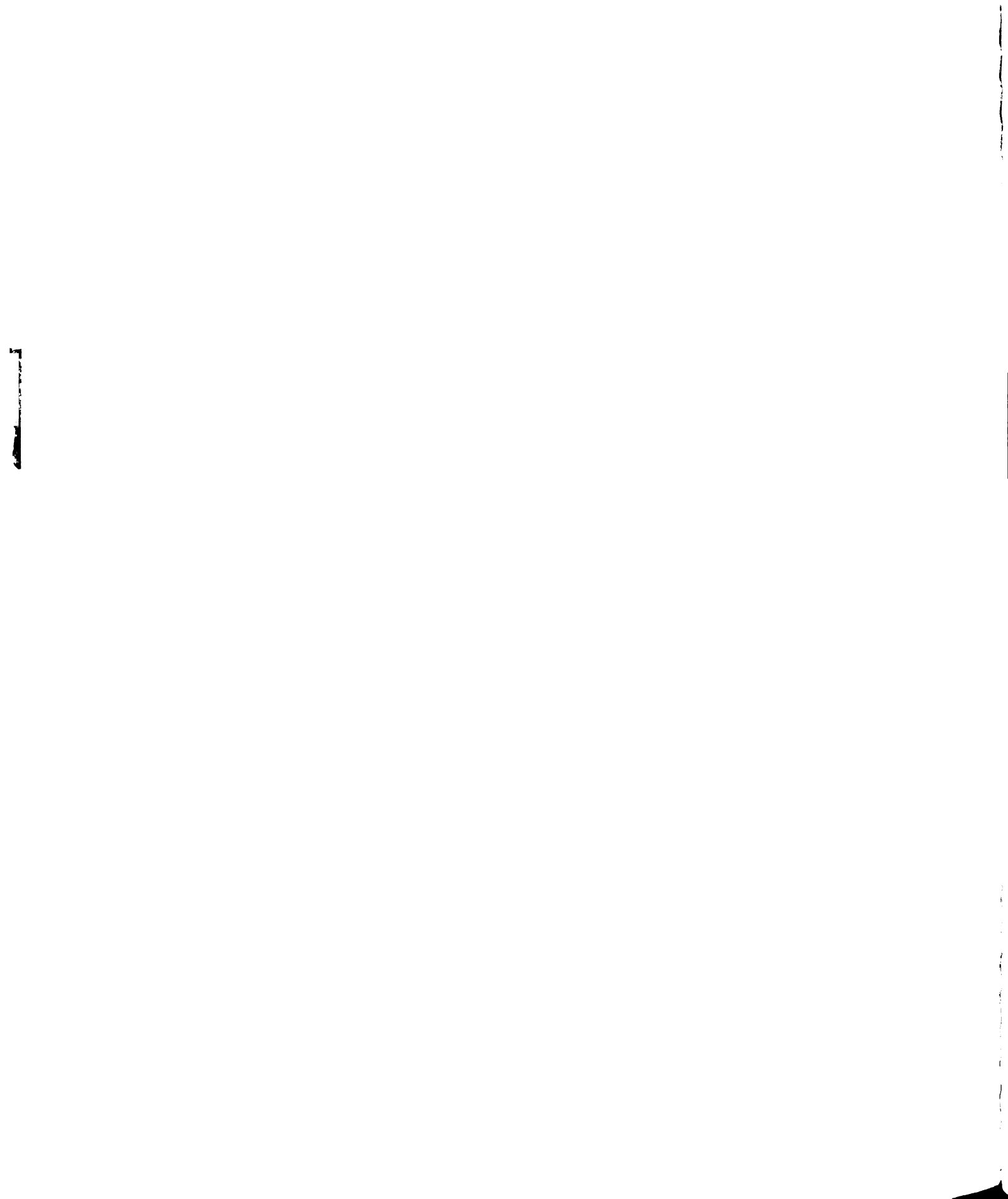
The area should comprise all of Baraga, Houghton, Keweenaw and Ontonagon counties.

B. OBJECTIVES

1. To take leadership in bringing the economic development of the Copper Country region to a degree that:
  - (a) Suitable employment will be available to all.
  - (b) Standards of living, as reflected in education, recreation, health, etc., will be maintained at a high degree.
  - (c) Property values will be maintained at current values or raised to higher values by proper use of land.

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\* A copy of the official Michigan Planning Commission resolution creating the Copper Country Regional Planning Commission could not be obtained. However, the author has been informed that this Advisory Committee report is very similar to the official resolution, and is, therefore, included in lieu of the official resolution.



2. To be the organization to carry on with recommendations made by various committees on social and economic advancement.
3. To be the community organization to deal with State and Federal agencies in their programs as they affect the area.
4. To be the organization to arrange for research studies.
5. To be a source of assistance to local units of government in the area.
6. To be the coordinating agency to related area programs.
7. And initially to sponsor a Copper Country Development study, which would be an exhaustive exploration, in collaboration with State and Federal agencies and other interests, of all industrial and other development possibilities.

C. REPRESENTATION

The members of the Regional Commission will be selected with the intention that industry, education, labor and local government and units of area will be properly represented with emphasis on the selection being given to the ability and vision of the person and his desire to serve on the commission.

It is proposed that the membership be as follows:

<u>County</u>	<u>Number</u>
Baraga	3
Houghton	6
Keweenaw	2
Ontonagon	<u>3</u>
Total	14

D. BUDGET FOR OPERATION

No definite annual budget is stated, as a full-time director and staff are not contemplated at this time. It is recognized that there will be organization and operation expenses and that there must be some part-time paid staff to maintain records of meetings and committee activities. The committee believes that any amounts required for such purposes will be available.



Our committee believes, after careful consideration and after considerable inquiry in Baraga, Houghton, Keweenaw and Ontonagon counties, and after meeting with a representative group from these counties, that the organization as here outlined is needed, would be fully supported locally, and is the most suitable for seeking the implementation of the recommendations our committee has made at various times pertaining to the Copper Country.

**UPPER PENINSULA TECHNICAL AND  
INDUSTRIAL ADVISORY COMMITTEE**

Grover C. Dillman, chairman  
George E. Bishop, secretary

## APPENDIX C - 3

RESOLUTION CREATING DETROIT METROPOLITAN AREA  
REGIONAL PLANNING COMMISSION

adopted by the Michigan Planning Commission under the State's Regional Planning Enabling Law, June 26, 1947

WHEREAS Act 281, Public Acts of 1945, provides that the Michigan Planning Commission may, by resolution, create a regional planning commission; and

WHEREAS, the committee appointed in accordance with the provisions of this act to investigate to determine the need for a regional planning commission has, after making its investigation, recommended that a regional planning commission be created and has recommended as to area, objectives and representation; therefore, be it

RESOLVED, That a Detroit Metropolitan Area Regional Planning Commission is hereby created as provided by Act 281, Public Acts of 1945, and in accordance with Uniform Procedures for Establishing Regional Planning Commissions as adopted by the Michigan Planning Commission on April 4, 1946; and be it

RESOLVED further, That the report of the Detroit Regional Planning Organization Committee as presented to the Michigan Planning Commission on June 26, 1947 be adopted and made effective, as follows:

A. Area of Detroit Metropolitan Region

The area covered by the Metropolitan Area Regional Planning Commission should consist of all the Wayne, Oakland and Macomb counties and the part of Washtenaw county included in Augusta, Ypsilanti, Superior and Salem townships.

B. Immediate Objectives

The immediate objectives of the Commission should be to:

1. Ascertain and appraise trends in industrial location, residential development, and land utilization and improvement in the Metropolitan area.
2. Measure and interpret population changes, both in number and composition and in terms of their distribution throughout the area.

3. Inventory public works plans and proposals in the area for community facilities and utilities such as sewers, sewage disposal, water supply, airports, schools and recreational facilities.
4. Compile state, county and local plans for expressways, highways and transportation facilities in the area.
5. Determine situations in which there is conflict, overlapping, duplication, or possibility of unification or joint development in community facilities or public utilities planned or proposed by governmental units, and to point out and suggest solutions of these situations to the appropriate agencies involved.

C. Long-Range Objectives

The long-range objectives of the Commission should be:

1. To investigate and determine the economic and social needs of the region which are to be served by comprehensive regional plans.
2. To prepare and maintain a comprehensive plan for the coordinated development of the region in collaboration with public and private agencies, covering such matters as:
  - a. Land use
  - b. Pattern of density of population
  - c. Highways, parking and terminal facilities
  - d. Transportation facilities
  - e. Airports
  - f. Recreational facilities
  - g. Waterfront utilization
  - h. Sewage disposal
  - i. Water supply
3. To promote the adoption and carrying out of such plans by the governmental units in the area.
4. To promote the creation of such metropolitan authorities as may be necessary to most effectively and economically provide facilities and improvements to serve the area or two or more of its political subdivisions.
5. To promote and assist local planning by the various political subdivisions in the area.

**D. Representation**

The Detroit Metropolitan Area Regional Planning Commission should be composed of forty-six members from the region.

1. Twenty-three members should be public officials, selected as follows:

Two representatives each from the counties of Wayne, Oakland and Macomb, preferably an engineer or planner recommended by the chairman of the Board of Supervisors of each county.

The County of Washtenaw should be represented by a planner or engineer from the Ypsilanti area.

The City of Detroit should be represented by the Commissioner of the Department of Public Works, City Engineer, President of the City Plan Commission, Director of City Planning and Superintendent of the Board of Water Commissioners.

The cities of Dearborn, Highland Park, Hamtramck, and Pontiac should each be represented by the City Manager, City Engineer or City Planner.

The cities immediately adjacent to Detroit on the north and east along Lake St. Clair should jointly have one representative.

The cities immediately adjacent to Detroit on the south and west should jointly have one representative.

The Huron-Clinton Metropolitan Authority should have one representative.

The Detroit Metropolitan Aviation Authority should have one representative.

The Port of Detroit Commission should have one representative.

The combined Boards of Education in the area should have one representative.

2. Twenty-three members should be representatives of broad civic, economic and social fields, selected as follows:

Churches should have three representatives.

Citizens groups should have one representative.

Commerce should have one representative.

Construction industry should have one representative.

Engineers and architects should have one representative.

Finance should have one representative.

Inter-racial relations should have one representative.

Labor should have two representatives.

Manufacturing industry should have one representative.

Merchandising should have one representative.

Public relations, press and radio should have one representative.

Public utilities should have one representative.

Real estate should have one representative.

Social Welfare should have one representative.

Transportation should have one representative.

There should be five representatives of the public at large.

3. When the term of office of a member of the Commission expires he should continue to serve until his successor is appointed.

E. Advisory Councils

Standing committees to act as advisory councils should be created by the Commission in such fields and activities as the Commission may from time to time deem necessary in carrying out its work.

**DETROIT METROPOLITAN AREA REGIONAL  
PLANNING ORGANIZATION COMMITTEE**

Edward T. Gushee, Chairman  
George Romney, vice-chairman  
Foster Winter, vice-chairman  
Henry Sullivan, secretary  
George Bean  
Edward D. Connor  
George F. Emery  
Helen Fassett  
Dean Walter Folley  
Bronson Gamber  
Jay Gibbs  
William Guinan  
Willis Hall  
Dr. David D. Henry  
F. William Liddle  
Robert MacRae  
George McCordic  
P. K. McWethy  
Glenn C. Richards  
LeRoy C. Smith  
Cleveland Thurber  
Murray D. Van Wagoner  
Paul Ungrodt  
Walter Vashak  
James B. Webber, Jr.  
Lewis Wrenn

**RESOLVED** further, That the powers, duties, and activities of the Detroit Metropolitan Area Regional Planning Commission and the qualifications and terms of office of its members shall at all times be subject to and be in accordance with the provisions of Act 281, Public Acts of 1945, and be it

**RESOLVED** further, That the organization committee continue to serve until the Detroit Metropolitan Area Regional Planning Commission organizes.

**APPENDIX D**

**INTER-GOVERNMENTAL AGREEMENTS**

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## APPENDIX D - 1

AREA PLANNING AGREEMENT, TOWNSHIP OF BENTON,  
CITY OF BENTON HARBOR, AND  
CITY OF SAINT JOSEPH

WHEREAS the parties hereto have heretofore approved the formation of a regional planning commission in principle, and

WHEREAS the parties hereto desire to create such a commission and provide rules and regulations for the management and operation of such commission, and

WHEREAS Act 281 of the Public Acts of 1945, as amended, being Mich. Stat. Ann. 5.3008 (1) et seq. expressly authorizes the creation of such commission, and

WHEREAS Act 188 of the Public Acts of 1945, being Mich. Stat. Ann. 5.3008 (1) et seq. provides for grants in aid to regional planning commissions

NOW THEREFORE it is mutually agreed as follows:

1. There is hereby created a regional planning commission to be known as the Area Planning Commission of the Cities of Benton Harbor and St. Joseph and the Township of Benton.
2. The Commission may conduct all types of research, studies, collect and analyze data, prepare maps, charts and tables, and conduct all necessary studies for the accomplishment of its other duties; it may make plans for the physical, social and economic development of the region, and may adopt by resolution of a majority of its full membership any plan, or the portion of any plan, so prepared as its official recommendation for the development of the region; it may publicize and advertise its purposes, objectives and findings and may distribute reports thereon; it may provide advisory services to the participating local governmental units and to other public and private agencies in matters relative to its functions and objectives, and may act as a coordinating agency for progress and activities of such agencies as they relate to its objectives. The Commission shall have the power to employ planning agencies and experts in the planning field to assist it in carrying out its powers and duties. The Commission shall have the powers and duties set forth in this agreement and shall have such additional powers and duties as may be granted or imposed by the laws and statutes of Michigan from time to time in respect to planning commissions.
3. The jurisdiction and studies of the Commission shall include the City of Benton Harbor, City of St. Joseph, Township of



Benton and Township of St. Joseph, all in the County of Berrien and State of Michigan, and the boundaries of the areas of jurisdiction shall coincide with the boundaries of said governmental units.

4. This commission shall be a fact finding body for the purpose of recommending to said municipalities and their respective planning and zoning commissions a master plan for the physical development of the municipalities included herein, and before any master plan or part thereof may become effective in any part of the area, it shall receive the approval or adoption with or without change of the local governing body having jurisdiction over that part of the area as provided by law.

5. The expenses of the Commission shall be contributed and paid by the parties hereto according to the following formula prepared by Harland Bartholomew and Associates.

#### FORMULA FOR DIVISION OF PLANNING PROGRAM COST

Weighted factors used:

1 for Area, 2 for Valuation, and 3 for Population

$\frac{1A + 2V + 3P}{\text{Common total of Factors}} \times \$36,000 = \text{Each Share}$

<u>Area</u>	<u>Valuation</u>	<u>Population</u>	<u>Wt. Factor</u>	<u>Prop. Percentage Share</u>
Benton Harbor, 3.5 sq. miles	\$33.5Million	18,600 (18.6)	126.3 (127)	43%
St. Joseph, 3 sq. miles	\$18.2Million	10,000 (10.1)	69.7 (70)	24%
Benton Twp., 33.5 sq. miles	\$ 8.3Million	15,000 (15.1)	95.4 (96)	33%
	Total		293	

6. The parties hereto shall appropriate and pay the sum of \$36,000.00 and the shares of each according to said formula shall be as follows:

City of Benton Harbor	. . . . .	\$15,604.00
Township of Benton	. . . . .	11,795.00
City of St. Joseph	. . . . .	8,601.00
		<u>\$36,000.00</u>

said sums to be paid to the Commission on or before March 1, 1953, and to be used to defray the expenses of the Commission and the expenses of the consulting firm of Harland Bartholomew and Associates for the period from March 1, 1953 through June 30, 1954.

7. The Commission may accept gifts and grants from public or private individuals or agencies if the conditions under which such grants are made are in accordance with the accomplishment of the objectives of the Commission. Any surplus funds belonging to the Commission at the expiration of this agreement and/or upon the dissolution of the Commission shall be paid to the parties hereto in proportion to their respective contributions.

8. The Commission shall consist of nine permanent and three interim members. Each of the parties hereto shall appoint three members as follows: one member whose term shall expire June 30, 1954, one member whose term shall expire June 30, 1955, and one member whose term shall expire June 30, 1956. Thereafter all members shall be appointed for three year terms. The Township of Benton shall have the right to appoint three interim members who shall serve until June 30, 1956, or until such time as the Township of St. Joseph shall become a part of the Commission.

9. The Commission shall meet at least monthly, or more often if necessary, and shall designate the time and place of its meetings. It shall elect its own chairman and officers and shall establish its own rules of procedure within sixty days after its organization. It shall keep accurate books of account showing all receipts and disbursements and its records shall be available for inspection by an authorized agent or official of any of the parties hereto.

10. The fiscal year of the Commission shall end June 30, 1953 and June 30 of each year thereafter. The Commission shall submit an annual report and financial statement to each of the parties hereto as soon as possible after the end of each fiscal year.

11. The Commission shall submit its request for funds for the next fiscal year prior to March 1 of each calendar year. All requests for funds shall be filed with the Clerk of each of the parties hereto and all appropriations and payments shall be made by the parties hereto on or before October first of each year.

12. This agreement shall be in force and effect only if reviewed and approved by resolution of the governing bodies of the City of Benton Harbor, City of St. Joseph and Township of Benton. It shall remain in force and effect until June 30, 1954, and for additional periods of one year thereafter as long as the governing bodies of the parties hereto shall appropriate the financial assistance requested by the Commission from time to time.

13. In the event any of the parties hereto shall fail to contribute its proportionate share of the amount requested by the Commission this agreement shall be of no further force and effect and the annual contribution of the other parties hereto shall be returned to the respective contributors.

IN WITNESS WHEREOF the parties hereto have caused this agreement to be executed by their respective duly authorized officials this 27th day of April, 1953.

ATTEST:

s/ Elizabeth M. Piersall  
Clerk

TOWNSHIP OF BENTON

By s/ Martin J. Lane  
Supervisor

ATTEST:

s/ Earl L. Tidey  
Clerk

CITY OF BENTON HARBOR

By s/ F. Joseph Flaugh  
Mayor

ATTEST:

s/ Ira D. Wagner  
Clerk

CITY OF ST. JOSEPH

By s/ W. V. Tiscornia  
Mayor

## APPENDIX D - 2

## RESOLUTION OF AVON TOWNSHIP BOARD

The following resolution relative to the establishment of a Regional Planning Commission was passed by the Avon Township Board at a regular meeting December 3, 1952.

"Moved by Covert, seconded by Allen, that Loren B. Frank, 1344 Auburn, Henry Durr, 396 South Blvd., Elmer LeBlond, 321 W. Fifth, and Lewis R. Bebout, 604 W. Fifth, represent the Township of Avon of the Planning Commission to work with the Village of Rochester Planning Commission and the Township of Oakland Planning Commission. Ayes: all. Nays: none."

\*\*\*\*\*

## APPENDIX D - 3

## RESOLUTION OF ROCHESTER COMMON COUNCIL

The following resolution relative to the establishment of a Regional Planning Commission was adopted by the Rochester Common Council at a regular meeting held January 12, 1953:

RESOLVED, that the Village of Rochester, under authority of Act 281 of the Public Acts of 1945, as amended, join with Avon Township and Oakland Township in the creation of a Regional Planning Commission, said Commission to consist of 12 members, four to be appointed by each of the aforesaid participating governmental units.

BE IT FURTHER RESOLVED, that the members of said Planning Commission representing the Village of Rochester, shall be appointed by the Village President by and with the consent of the Village Council, two members to serve for the term ending March 31, 1954, and two members to serve for the term ending March 31, 1955, and thereafter each member shall serve for a term of two years, or until his successor is appointed and qualified.

BE IT FURTHER RESOLVED, that the said Regional Planning Commission in the exercise of its functions shall have jurisdiction of the entire Village of Rochester, provided similar jurisdiction is granted to the said Regional Planning Commission by the Boards of the Townships of Avon and Oakland.

BE IT FURTHER RESOLVED, that certified copies of this resolution be delivered to the Boards of the Townships of Avon and Oakland and that this resolution shall be in full effect upon receipt by the Village Clerk of certified copies of similar resolutions passed by the Boards.

Yes: Miller, Feo, Burr, Rewold, Meitrott, and Dahlmann.  
No: None. Motion carried.

\*\*\*\*\*

#### APPENDIX D - 4

#### RESOLUTION OF OAKLAND TOWNSHIP BOARD

The following resolution relative to the establishment of a Regional Planning Commission was adopted by the Oakland Township Board at a Special Board Meeting January 30, 1953.

RESOLVED, that the Township of Oakland, under authority of Act No. 281 of the Public Acts of 1945, as amended, join with Avon Township and the Village of Rochester in the creation of a Regional Planning Commission, said commission to consist of 12 members, four to be appointed by each of the aforesaid participating governmental units.

BE IT FURTHER RESOLVED, that the members of said Regional Planning Commission representing the Township of Oakland shall be appointed by the Oakland Township Board, two members to serve for the term ending March 31st, 1954, and two members to serve for the term ending March 31st, 1955, and thereafter each Member shall serve for a term of two years or until his successor is appointed and qualified.

BE IT FURTHER RESOLVED, that the said Regional Planning Commission in the exercise of its functions shall have jurisdiction of the entire Township of Oakland, provided similar jurisdiction is granted to the said Regional Planning Commission by the Avon Township Board and the Rochester Village Council.

BE IT FURTHER RESOLVED, that certified copies of this resolution be sent to the Avon Township Board and the Rochester Village Council, and that this resolution shall be in full effect upon receipt by the Rochester Village Clerk of certified copies or similar resolutions passed by the Avon Township Board and the Rochester Village Council.

APPENDIX E

COMMISSION RULES OF PROCEDURE\*

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\* Rules of procedure were never adopted by the Copper Country Regional Planning Commission and the Avon-Rochester-Oakland Area Planning Commission.

## APPENDIX E - 1

CONSTITUTION AND BY-LAWS OF THE  
SAGINAW VALLEY REGIONAL PLANNING COMMISSION

Adopted pursuant to Section 5, Act Number 281,  
Public Acts of the State of Michigan of 1945,  
March 10, 1948

Name ARTICLE I

The name of this organization shall be the Saginaw Valley Regional Planning Commission.

Authority ARTICLE II

The authority and powers of the Commission shall be in accordance with the provisions of Act Number 281, Public Acts of the State of Michigan of 1945, as now or hereafter amended.

Objectives ARTICLE III

Section 1. The purpose and objectives of the Commission shall be to prepare comprehensive and coordinated plans for the economic, agricultural, industrial and social development of the Saginaw Valley Region, and to seek their adoption and execution, by local, state and federal governmental agencies.

Section 2. To conduct research, collect and analyze data regarding flood control and drainage, soil conservation, pollution abatement, and the development of recreational facilities.

Section 3. To assist and encourage governmental agencies within the region, to organize local planning commissions, zoning boards and the adoption of building codes.

Section 4. To seek legislative assistance to effectuate the development of the region and the welfare of its citizens through the adoption and execution of comprehensive plans.

Area ARTICLE IV

The area over which the Saginaw Valley Regional Planning Commission may exercise such authority as is provided by Act No. 281, Public Acts of the State of Michigan of 1945, shall be the area of the twenty-one (21) counties lying all or in part within the Saginaw River Basin.

Membership

## ARTICLE V

Section 1. Each of the twenty-one (21) counties within the region and each city therein with a population of 10,000 or more, according to the last federal census, shall be entitled to one member on the Commission.

Section 2. Members of the Saginaw Valley Regional Planning Commission shall be appointed by the Governor for a term of three years. They shall be chosen from among those persons interested in the development of the region and the aims and purposes of the organization, and from a list of persons recommended by the unit of government they will represent.

Section 3. Members of the Commission shall serve without compensation, but may be reimbursed for actual expenses incurred in carrying out the work of the Commission.

Section 4. Any member who is absent from three (3) successive meetings, unless excused, shall be considered as having tendered his resignation, and the Commission may at its discretion adopt a resolution accepting said resignation. Vacancies on the Commission shall be filled for the unexpired term in the same manner as herein provided for the appointment of members.

Officers

## ARTICLE VI

Section 1. The officers of the Commission shall consist of a Chairman, Vice-Chairman, Treasurer and Executive Secretary, and such other officers as may be provided for in these bylaws.

Section 2. The Chairman, Vice-Chairman and Treasurer shall be elected by the members at the annual meeting and shall serve for one year or until their successors are elected and qualified. The office of Treasurer may be combined with that of the Executive Secretary.

Section 3. The Commission may create such other offices, committees and working bodies and prescribe their duties as need may indicate.

Section 4. The Chairman shall call and preside over all meetings of the Commission and the Executive Committee, of which he shall be a member, exercise general supervision over the affairs of the Commission and perform such other duties as are incident to his office. He shall appoint all committees including advisory committees and councils created by the Commission or the Executive Committee, unless otherwise provided. He shall have a vote on all resolutions and motions as a Commissioner and/or a member of the Executive Committee. He shall sign all contracts and legal documents authorized by the Commission.



Section 5. The Vice-Chairman shall act in the absence of the Chairman.

Section 6. The Treasurer shall receive all funds of the Commission and make disbursements on voucher checks signed by the Chairman and Executive Secretary, except that checks in payment of bills of less than Fifty Dollars (\$50.00) may not require the signature of the Chairman. The Treasurer shall deposit the funds of the Commission in a bank designated by the Commission, the pass book of said bank shall be held to be a sufficient receipt. At annual meetings he shall make a full and detailed financial report.

Section 7. The Executive Secretary shall be appointed and employed by the Commission and shall serve at the pleasure of the Commission or pursuant to a contract. He shall attend all meetings of the Commission and the Executive Committee and keep a full and accurate record of the proceedings. He shall cause all such records to be preserved in durable form and accessible to all members and the public. He shall conduct the official correspondence, preserve all books, documents, communications, and keep the books of account. At the expiration of his term of office, he shall deliver to the Commission all books, records, papers and property of the organization. It shall be his duty to promote the interests of the organization, its plans and projects and such other duties as may be assigned. As an advisory officer, he shall be free to speak on all questions relating to the work, plans, aims and purposes of the organization.

Section 8. Consultants and other employees may be appointed, their duties assigned and compensation fixed by the Commission or its Executive Committee, and the Executive Secretary may engage casual or part-time drafting or stenographic labor whose salary shall not exceed Fifty-Dollars (\$50.00) in any one month.

## Committees

## ARTICLE VII

Section 1. The Chairman shall appoint from the membership of the Commission, an Executive Committee of seven (7) members who shall serve for a term of one year or until their successors are appointed, and which shall include the Chairman, Vice-Chairman and Treasurer and four (4) members who shall insofar as is feasible, represent the geographical sections of the region. The Executive Committee shall function in all matters pertaining to the business of the Commission in the interim between regular meetings of the Commission and such other duties as the Commission may delegate to it. It shall submit to the Commission for confirmation, reports of its acts and minutes of its meetings. Meetings of the Executive Committee shall be open to the public.

Section 2. The Chairman shall appoint a finance committee and a legislative committee consisting of seven (7) members and such

additional special committees as the Commission deems desirable or necessary.

Section 3. The Commission may appoint advisory committees or councils with membership consisting of individuals whose experience, training or interests in the program qualifies them to lend valuable assistance to the Commission. These advisory committees may be appointed according to subject matter or to represent a county or other unit of government.

## Meetings

### ARTICLE VIII

Section 1. Regular meetings of the Saginaw Valley Regional Planning Commission shall be held quarterly in March, June, September, and December at such time and place as the Executive Secretary, with the approval of the Chairman, may designate, provided however, that two of the meetings may be cancelled upon majority vote of the Executive Committee upon determination that sufficient regular business has not accumulated to justify the meeting; and provided further, that the regular quarterly meeting held in the Month of March will constitute the regular annual meeting of the Commission and, therefore, shall not be cancelled; and provided further, that the September meeting shall not be cancelled unless the ensuing year's program and budget of the Commission have been prepared, submitted and approved at a prior regular or special meeting. All meetings of the Commission shall be open to the public.

Section 2. Special meetings may be called by the Chairman at any time upon his determination that such a meeting is needed, or by resolution of the Executive Committee or by written request of five (5) or more members.

Section 3. A majority of the members of the Commission shall constitute a quorum for the transaction of business at any regular or special meeting, and no business, except a motion to adjourn shall be transacted in the absence of a quorum.

## Finances

### ARTICLE IX

Section 1. The expenditures of the Saginaw Valley Regional Planning Commission shall be within the sum appropriated for the purpose by the governing bodies of local units government within the region and gifts or grants from public or private individuals, organizations or agencies.

Section 2. Prior to the September meeting of the Commission, the Executive Committee and/or such other committees as might be designated, shall prepare a program and budget for the ensuing year and in as fair and equitable a manner as possible shall prorate the amount of the budget among the participating units of government and submit it at the September meeting of the Commission for approval.

Section 3. Following approval of the program and plan for financing the ensuing year's work of the Commission, the Executive Secretary shall prepare a letter to be signed by the Chairman and directed to the governing bodies of the participating units of government, outlining the program of the Commission and requesting appropriation of the sum recommended as being its fair share of the total budget.

Section 4. It shall be the duty of members, insofar as possible, to assist in financing the Commission's work by meeting with the governing bodies of participating units of government, for the purpose of reporting the Commission's program and progress.

Section 5. The Executive Secretary shall prepare and mail to each member of the Commission a financial statement as of the first of each month detailing receipts, expenditures, encumbrances and balance.

Section 6. The Finance Committee shall audit the financial records of the Commission as often as deemed necessary but at least annually, and prepare and present a financial report to the Commission at its annual meeting.

Section 7. The Executive Secretary if so directed by the Commission shall execute a bond with corporate surety in the amount the Commission may from time to time order and direct, payable to the Commission; said bond to be approved by the Commission, filed with the Chairman and premium to be allowed and paid from Commission funds.

#### Amendments

#### ARTICLE X

This constitution and bylaws may be amended, altered, or repealed by a majority vote of the Commission at any regular or special meeting, provided notice has been given at a previous meeting of the intention to amend or repeal, and provided also that any suggested change receives at least a two-thirds (2/3) vote of those present.

## APPENDIX E - 2

## DETROIT METROPOLITAN AREA REGIONAL PLANNING COMMISSION

RULES OF PROCEDURE

Adopted by the Commission Oct. 13, 1947  
Pursuant to Sec. 5, Act 281, P.A. of 1945

## I

REGULAR MEETINGS

Regular meetings of the Detroit Metropolitan Area Regional Planning Commission shall be held quarterly at the official office of the Commission in the City of Detroit, for the transaction of such business as may be brought before the meeting; provided, said meeting of said Commission may be held at such other location or place as may be determined by the executive committee. The regular quarterly meeting held in the month of June shall constitute the regular annual meeting of the Commission. Meetings of the Commission shall be open to the Public.

## II

SPECIAL MEETINGS

Special meetings of the Commission may be called at any time by resolution of the executive committee or on written request of any ten (10) Commissioners, at such time or place as may be deemed necessary. All members of the Commission shall be notified in writing of the time, place and purpose of all meetings of the Commission, except the regular quarterly meeting, at least five (5) days prior thereto. Notices of special meetings of the Commission shall specify the business to be transacted at said special meeting and no other business save that specified shall be officially considered at said special meeting. Any Commissioner shall, however, be deemed to have waived such notice by his attendance at any such meeting.

## III

QUORUM

One-third of the membership constituting said Commission at any time shall constitute a quorum for the transaction of business, and the concurrence of one-third of the persons serving as Commissioners at the time shall be sufficient for the passage of any resolutions, provided, however, that less than a quorum may adjourn any such meeting to another date.

## IV

ADVISORY COMMITTEES

The Commission may appoint advisory committees or councils whose membership may consist of individuals whose experience, training or interest in the program may qualify them to lend valuable assistance to the Commission by acting in an advisory capacity in consulting with the Commission on technical and special phases of the program. The Commission may also appoint committees of Commission members with such duties and functions as it deems advisable.

## V

EXECUTIVE COMMITTEE

The management and business of the Commission, between regular meetings, shall be under the direction and control of an executive committee, consisting of 12 members of the commission to be elected at the annual meetings of the commission, said members of the executive to hold office for a period of one year, or until their successors are elected. The membership of the first executive committee shall be elected at the first meeting of the Commission. Such executive committee shall have and exercise all the powers of the Commission between regular commission meetings, subject to Commission's review and approval of any plan or the portion of any plan prepared for the development of the Region. It may appoint such sub-committees to assist in the carrying on of its functions, with such powers and authority as it deems advisable. Meetings of the executive committee shall be open to the public.

## VI

MEETINGS OF EXECUTIVE COMMITTEE

Meetings of the executive committee shall be held monthly at the official office of the Commission in the City of Detroit for the transaction of its business. Special meetings of such committee may be called at any time or place deemed necessary by the President or any two members of the committee. All members of the committee shall be notified in writing of the time, place, and purpose of such special meetings at least two (2) days prior thereto. A majority of the persons constituting said committee at any time shall constitute a quorum for the transaction of business.

## VII

OFFICERS OF COMMISSION

The officers of the Commission shall consist of a Chairman, First Vice Chairman, Second Vice Chairman, Third Vice Chairman, Secretary, and Treasurer. Said officers shall be elected by the executive committee from among its members, and will serve for a period of one year, or until their successors are elected. In the event of a vacancy occurring in any of the offices herein before mentioned, the executive committee may fill said vacancy at any meeting subsequent to the time when said vacancy occurs.

## VIII

DUTIES OF THE CHAIRMAN

The Chairman shall be the chief executive officer of the Commission and shall preside at all meetings of the Commission and the executive committee. He shall appoint all committees, or advisory committees or councils established by the Commission unless otherwise provided by the Commission. He shall have a vote upon all resolutions as a Commissioner or member of the executive committee. He shall sign all contracts and legal documents authorized by the Commission or executive committee.

## IX

DUTIES OF VICE CHAIRMAN

In the event the office of Chairman shall become vacant by death, resignation or otherwise, or in the event of the absence of the Chairman or his inability to discharge the duties of his office, such duties shall for the time being devolve upon the First Vice Chairman. In the event the First Vice Chairman is for like reasons also unable to act, such duties shall for the time being devolve upon the Second Vice Chairman. In the event the First Vice Chairman and the Second Vice Chairman are both for like reasons unable to act, such duties shall for the time being devolve upon the Third Vice Chairman.

## X

DUTIES OF THE SECRETARY

The Secretary shall perform the usual duties of his office, and such other duties as the Commission or executive committee may direct. This, among other things, specifically includes the following:

- (a) He shall attend all meetings of the Commission, the executive committee, and record the minutes of such meetings. He shall have custody of the official minute books of the Commission and executive committee.
- (b) He shall have charge of all correspondence and communications to and from the Commission and executive committee, and the giving and receiving of all notices pertaining to the work of the Commission and executive committee.
- (c) He shall be the custodian of all records, except the financial records of the Treasurer, and shall keep, at the office of the Commission, and open to public examination at all reasonable times, all official records, maps, charts, plans and documents of the Commission.
- (d) He shall sign, with the Chairman, or Vice Chairman acting in his absence or disability, all contracts and legal documents authorized by the Commission or executive committee.

## XI

### DUTIES OF THE TREASURER

The Treasurer shall perform the usual duties of his office, and such other duties as the Commission or executive committee may direct. This, among other things, includes the following:

- (a) He shall have charge and custody of all Commission funds and securities, and shall deposit all monies, securities, and other valuable effects in the name of the Commission in such depositories as may be designated for that purpose by the executive committee.
- (b) He shall be responsible to the Commission and executive committee for a record of all property acquired by the Commission. He shall keep accounting records showing all financial transactions of the Commission in accordance with generally accepted governmental procedure and standards. He shall make a financial report at each meeting of the Commission, and shall permit inspection of all financial records by any Commissioner at any reasonable time.

#### AMENDMENT TO SECTION XI, PARAGRAPH (c)

He shall disburse the funds of the Commission as may be ordered by the Commission or executive committee,

taking proper vouchers for such disbursements. In the absence of the Treasurer, withdrawal checks on the funds of the Commission may originate with the Secretary. All withdrawal checks on Commission funds must be counter-signed by the Chairman or First Vice-Chairman.

Amended March 8, 1948.

- (d) He shall give bond for the faithful performance of his duties, in such amount and with such surety as the Commission or the executive committee shall direct. The premium shall be paid out of the funds of the Commission.

## XII

### EXECUTIVE DIRECTOR

The executive committee may employ an Executive Director, who shall hold office at the will and pleasure of the committee. The Executive Director shall be the chief administrative officer of the Commission, providing general direction to its work and general management of its activities. He shall have general supervision of the operating staff of the Commission, and may employ or discharge any employee, except as otherwise provided by the executive committee. He shall have such other powers and duties as may be delegated to him by the Commission or executive committee.

## XIII

### ANNUAL REPORT

The Commission shall on or before the 30th day of June of each year submit to the Governor, the Michigan Planning Commission or its successor, and to the legislative bodies of all participating local governmental units, a written annual report of its activities during the preceding calendar year.

## XIV

### POWERS

The Commission and the executive committee, shall exercise such powers and perform such duties as are authorized and provided by the statutes and laws of the State of Michigan, and particularly Act 281 of the Public Acts of 1945, and as further outlined by resolution of the Michigan Planning Commission dated June 26, 1947.



## XV

AMENDMENTS

These by-laws or any of them may be altered, amended, added or repealed by a majority of the Commission at any regular or special meeting.

## XVI

PARLIAMENTARY PRACTICE

For meetings of the Commission the rules of Parliamentary Practice comprised in "Robert's Rules of Parliamentary Procedure" shall govern in all cases in which they are not inconsistent with the standing rules and orders of this Board and not contrary to any existing laws of the State of Michigan.

## APPENDIX E - 3

## RULES AND BY-LAWS OF THE AREA PLANNING COMMISSION

Cities of St. Joseph and Benton Harbor and  
Township of Benton, Michigan

These Rules and By-Laws were adopted by the Area Planning Commission on May 20, 1953, in accordance with Section 5 of Enrolled Senate Bill No. 148, Regular Session of 1952 which provides that:

"Each regional planning commission shall elect its own chairman and establish its own rules of procedure, and may create and fill such other offices as it may determine necessary. It shall keep a record of its resolutions, transactions, findings and determinations, which records shall be a public record."

## 1. MEETINGS

- A. Regular meetings of the Commission shall be held on the Third Wednesday of each month.
- B. The annual meeting for the election of officers shall be held on the Third Wednesday of September of each year.
- C. Adjourned regular or annual meetings shall be held at the time and place fixed in the resolution of adjournment.
- D. Special meetings may be called by the Chairman, Vice-Chairman, or Secretary or by any three appointed members and held at the time and place fixed in the call.
- E. Regular and annual meetings shall be held in the office of the Commission at 820 Port Street, St. Joseph, Michigan.
- F. The Executive Secretary shall give at least 24 hours notice of all meetings by telephone or in writing.

## 2. QUORUM

- A. At least seven members of the Commission including at least one member from each of the various political agencies represented on the Commission shall be necessary to constitute a quorum for the transaction of business. All business shall be conducted at regular, annual or special meetings.

- B. The affirmative vote of a majority of the members present constituting a quorum shall be required for the exercise of powers or functions conferred upon this Commission, but less than seven members may meet and adjourn from time to time until a quorum is present.

### 3. OFFICERS

- A. The officers of the Commission shall be a Chairman, a Vice-Chairman, a Secretary and an Executive Secretary, the first three of which shall be elected by the Commission from among its appointed members for terms of one year at the annual meeting. The Executive Secretary shall not be a member of the Commission, shall be appointed by the Commission, and shall serve at the pleasure of the Commission.
- B. The Chairman shall preside at all meetings, have general charge of Commission business, appoint committees, supervise employees of the Commission and generally perform such other duties as usually exercised by the president or chief officer of a corporation.
- C. The Vice-Chairman shall perform the duties of a Chairman during the absence or disability of the Chairman.
- D. The Secretary shall keep a record of all meetings of the Commission and its committees in the Minute Books of the Commission, send notices of meetings, have charge of all books, papers and records of the Commission. Any duties of the Secretary may be transferred to the Executive Secretary by action of the Commission.
- E. The Treasurer shall receive and deposit all moneys of the Commission, pay all bills when approved by the Commission, keep accounts of receipts and expenditures, and render monthly reports of the financial status of the Commission. A surety bond in the amount of the Commission's annual budget shall be secured.
- F. The Executive Secretary shall perform such of the duties of the Secretary as directed by the Commission from time to time; shall prepare an agenda for all meetings of the Commission and transmit same to members 24 hours in advance of each meeting; shall represent the Commission at meetings when and as directed by the Commission or the Chairman, and in general conduct and carry on the day-to-day business of the Commission.
- G. The Commission shall notify the appropriate city or township of any commissioner who has failed to be present at three consecutive meetings.

#### 4. AGENDA

- A. The agenda for all meetings of the Commission shall be mailed to all members on Monday evening before the regular Wednesday meetings or an equivalent time before special meetings. Copies shall be sent to officials of the local taxing agencies as directed by the Secretary.
- B. The agenda for a regular meeting shall be closed on the Monday noon before a regular meeting and an equivalent time before a special meeting.

#### 5. COMMITTEES

- A. There shall be four committees:

An Executive Committee consisting of the three officers of the Commission who shall consider and report to the Commission on basic policy questions;

A Public Relations Committee consisting of one representative from each agency comprising the Commission who shall consider and report to the Commission on all matters relating to public relations, public education and publicity;

A Comprehensive Plan Committee consisting of one representative from each agency comprising the Commission who shall consider and report to the Commission on all matters pertaining to the preparation, revision, and adoption of the Comprehensive plan; and

A Current Projects Committee consisting of one representative from each agency comprising the Commission who shall consider and report to the Commission on all matters immediately affecting the development of the community, including the carrying out of the Comprehensive Plan.

- B. All matters coming before the Commission shall be referred to the proper committee upon receipt by the Chairman, Secretary, or Executive Secretary.

#### 6. POLICY

In making recommendations upon matters coming before it, the Commission shall be guided by the approved policies set forth in the approved or adopted portions of the Comprehensive Plan.

## 7. ORDER OF BUSINESS

The order of business at any regular meeting shall be as follows:

1. Roll call
2. Minutes of previous meeting
3. Public hearings
4. Unfinished business
5. Reports of committees
6. Reports of officers
7. Report of Executive Secretary
8. Hearing of all citizens in attendance on matters not specifically included in agenda
9. Communications
10. New business

## 8. AMENDMENTS

These Rules and By-Laws may be amended by a resolution passed by a majority vote of all members of the Commission, any such amendment to become effective at the regular meeting following the meeting at which the amendment was passed.



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