



140
726
THS

7
115210

LIBRARY
Michigan State
University

PLACE IN RETURN BOX to remove this checkout from your record.
TO AVOID FINES return on or before date due.
MAY BE RECALLED with earlier due date if requested.

DATE DUE	DATE DUE	DATE DUE

~~PLANNING AND~~
~~DESIGN LIBRARY~~

Return to book drop to
his checkout from your

~~PLANNING AND~~
~~DESIGN LIBRARY~~
EAST LANSING, MICHIGAN

11/11/11

11/11/11

11/11/11

11/11/11

11/11/11

11/11/11

11/11/11

AN ANALYSIS OF MICHIGAN'S PLANNING AND
DEVELOPMENT REGIONS, AND CRITIQUE

By

Andrew P. Nigrini

This paper is submitted to partially fulfill the requirements as stated for the Plan "B" option. It synthesizes ten credits of Resource Development classwork and relates the results to the planning discipline.

COURSES	NUMBER	CREDITS
Land Economics	R.D. 417	4
Regional Resource Development	R.D. 880	3
Resource Development Policy	R.D. 801	3
Special Problems	U.P. 800	5
		<u>15</u>

Submitted to
Dr. Carl Goldschmidt, Chairman
Professor Sanford Farness
Professor Charles Barr

In partial fulfillment of the requirements
for the degree of

MASTER IN URBAN PLANNING
Under Plan "B" - Urban Planning 800

Michigan State University
School of Urban Planning and Landscape Architecture

TABLE OF CONTENTS

		Page
	LIST OF FIGURES	iii
CHAPTER		
I	INTRODUCTION	1
II	RESEARCH METHODOLOGY.	4
III	PURPOSES OF PLANNING AND DEVELOPMENT REGIONS.	9
	<u>Intended Benefits Of The Regions.</u>	9
	Coordination of planning activity between different levels of government.	10
	Establishment of planning activity at the regional scale.	11
	Creation of common informational and statistical data units.	12
	<u>Development Of Communities Of Interest.</u>	12
	Selection of regional centers	14
	Delineation of regional boundaries.	14
IV	FRAILITIES OF MICHIGAN'S REGIONAL APPROACH.	20
	<u>Creation Of The Regions By Executive Mandate</u>	20
	Legislative input	20
	"People" input.	21
	Lack of acceptance.	22
	Lack of incentive to participate.	24
	<u>Need For Additional Criteria.</u>	25
	Environmental Considerations.	26
	<u>Absence Of An Organizational Structure.</u>	26

TABLE OF CONTENTS (CONTINUED)

	Present control of State	27
	Regional policy-making bodies in Michigan.	28
	<u>Duplication Of Functions</u>	30
	Example #1: UPCAP - Regions 11, 12, 13	30
	Example #2: Traverse Bay RPC - Region 10	31
V	DESCRIPTIONS OF THE REGIONS.	35
	<u>Individual Regions</u>	35
	Region 1: Detroit.	35
	Region 2: Jackson.	36
	Region 3: Kalamazoo.	36
	Region 4: Benton Harbor - St. St. Joseph	37
	Region 5: Flint.	37
	Region 6: Lansing.	38
	Region 7: Saginaw Bay.	39
	Region 8: Grand Rapids - Muskegon.	41
	Region 9: Alpena	42
	Region 10: Traverse Bay.	43
	Region 11: Sault Ste. Marie.	44
	Region 12: Marquette - Iron Mountain - Escanaba.	45
	Region 13: Houghton - Iron Wood.	45
VI	RECOMMENDATIONS	48
	Delineation Of Planning Regions	48
	Development Of Regional Commissions.	49

LIST OF FIGURES

Figure		Page
1	Map 1: Regional Centers	15
2	Map 2: Composite Regional Boundaries.	18
3	Map 3: State Planning Regions	19
4	Map 4: State Planning and Development Regions.	47
5	Map 5: Proposed State Planning and Development Regions	50

CHAPTER I

INTRODUCTION

The topic of planning and development regions can be approached from the standpoint of local people seeking to organize themselves in order to solve territorially defined problems or from a point of view of Federal and State government seeking to decentralizetheir operations to an appropriate territory. In either case, area-wide demands for provision of more and better services, and the need for solutions to an increasing number of inter-jurisdictional problems, calls for the development of a regional identification and an effective regional planning and development process.

Recently, the State of Michigan was desirous of establishing programs of research and planning, as well as a policy making body on the regional level. In fact, the policy of establishing a set of Planning and Development Regions was adopted by theState and brought to fruition. The rationale supporting the delineation of uniform regions emphasized the fact that a uniform set of regions enables the state to more effectively plan for public investments. For example, such regions can be used by State agencies to provide a common base for comparing

and evaluating departmental programs and measuring their impact on development in various parts of the State. Also, these regions would serve as the basis of regional planning and development policy-making bodies. On the date of February 12, 1968, the Executive Directive No. 1968-1 directed all State agencies to adopt the State Planning and Development Regions and to use them for planning purposes.

In the State of Michigan there is presently a total of thirteen (13) Planning and Development Regions. These regions, for the most part, support planning agencies which are organized under Public Act 281 of 1945; a few agencies are operating under Public Act 46 of 1966 which establishes economic development districts.

Popular projects for these agencies include law enforcement and criminal justice programs, local land use planning, FHA sewer and water planning, Housing and Urban Development 701 planning, comprehensive health planning, and EDA and OEO planning. Understandably, the most significant duty of a regional planning and development agency is to formulate a "regional comprehensive plan". This task is paramount since most Federal Grant-in-Aid programs and projects require the existence of such a study in order to determine the merit of proposed projects within the area.

Four years have passed since the initial delineation of the State of Michigan into planning and development regions has occurred. Understandably, the question is being

asked, "Is the system of planning and development regions successfully providing for the management and coordination of area-wide problems, as well as insuring the most efficient development of a region's natural and human resources?"

"An Analysis of Michigan's Planning and Development Regions, and Critique" will attempt to accomplish the following:

- 1) To analyze the purposes, criteria, and constraints which were considered in the formulation of the regions;
- 2) to identify current conditions, attitudes, and trends which attack or defend the validity of the logic used in the delineation of the regions;
- 3) to offer recommendations for the improvement of the development of natural and human resources within Michigan's Planning and Development Regions.

. . .

CHAPTER II

RESEARCH METHODOLOGY

Throughout the body of this report, it will be evident that the author is questioning, if not actually attacking, the results of years of effort on the part of some of the best and most highly qualified planners and public administrators in the State of Michigan. To understand the validity of such questioning, it is first necessary to understand the position of the author. He is first a student - not tied to the established operations and trained to be critical of traditional approaches and "locked in" planning procedures. Second, he is a professional who, for a period of time, worked within a regional system the other planners had known only during the theoretical development. We must all agree that constructive criticism which, hopefully, will lead to change for the better is an absolute necessity - even for a system as new as the planning and development regions in Michigan.

On June 14, 1971 the author joined the staff of the Northwest Michigan Economic Development District under the supervision of Mr. Billy G. Rowden, Director. Mr.

Rowden, an eminent planner who has spent many years assisting in the development of Michigan's natural and human resources, explained that the District had been designated as the agency to plan and direct the implementation of the economic planning and development program for the ten county region of Northwest Michigan - Antrim, Benzie, Charlevoix, Emmet, Grand Traverse, Kalkaska, Leelanau, Manistee, Missaukee, and Wexford.

One of the goals expressed in the District's Overall Economic Development Plan, "Prologue for Accelerated Growth of the Economy", suggest that the District review all projects submitted to the Commission to determine project merit in relation to development goals of the Commission. Pursuant to this goal, the strategy to develop a system for evaluation of projects at the District level, which would provide a method of rating projects to determine priorities, had been adopted by the District.

Also, it had been noted that a great number of applications for proposed federal assistance programs and projects, when being examined by various State, metropolitan and regional clearinghouses, have been evaluated by highly subjective methods. Therefore, the District, a potential, regional clearinghouse, was concerned with providing an expeditious and equitable system for evaluation, review and coordination of applications for selected

federal assistance programs and projects.

Thus, the author was charged with the task of formulating a system for evaluation, review and coordination of selected federal assistance programs and projects proposed by applicants with the District.

In addition to the formulation of a Project Evaluation System, the author was charged with the responsibility of analyzing and evaluating the district's role in Michigan's system of Planning and Development Districts. As a part of the total research methodology, it was recommended to establish communication links with the other twelve Planning and Development District policy-making bodies in order to obtain and review their notification procedures, instructions to applicants, guidelines, project evaluation systems, etc. Much of the information which appears on the following pages was obtained through numerous telephone conversations and personal interviews with the Directors and members of the staffs of the Region's policy-making bodies. This aspect must be emphasized in order to add strength and credibility to the opinions and, in some cases, conjectures of the author.

Other valuable information for this report was provided by Mr. Mark Thompson, a staff member of the Program and Research Section of the House Republican Office of Michigan. Mr. Thompson had been charged by a House subcommittee, headed by Representative Joseph Swallow and

Representative Joseph Forbes, with the task of investigating the existing regional planning commissions and economic development commissions throughout Michigan.

Mr. Thompson's compilations of data; reports of existing agencies; and indepth case studies of selected commissions have provided interesting and enlightening sources of information. Also, much information obtained from candid conversations with Mr. Thompson is reflected in many of the contentions found in this paper.

Finally, through the efforts of the Office of Planning Coordination, the agency responsible for the delineation of Michigan's Planning and Development Regions, an expressed desire of the State for a set of planning regions was brought to reality. Mr. Dennis Conway, a member of the staff of the Office of Planning Coordination, has offered the author many insights into his expectations and beliefs regarding planning regions. Mr. Conway's assessments, based on observation and experience, of the relative success, and in some cases, shortcomings of the delineation have provided another source of data which has been infused into this report.

Thus, this report synthesizes the thoughts of professionals from various fields of interest, as well as presents the author's interpretation of the situation as found in Michigan today. Hopefully, this blending of

the professional and the student will lead to a critical,
yet practical, analysis of Michigan's Planning and
Development Regions.

CHAPTER III

PURPOSES OF PLANNING AND DEVELOPMENT REGIONS

Intended Benefits Of The Regions

"Regional delineation is intended to serve two basic purposes: first to provide an area-wide framework for the coordination of planning and programming activities of state government; and second, to encourage coordination of planning and programming activities on an area-wide basis at the local level!"¹

The above two expressed purposes of regional delineation relate the often stated desires of the State and local, as well as Federal Government. There exists a need for a mechanism to solve the emerging problems which arise when programs and projects are undertaken to assist in the development of an area's physical and human resources. Recently, many governmental initiated programs and projects have suffered from duplication of facilities; interjurisdictional conflicts; piece-meal solutions; and delays in project completion.

Realizing this problem, the Federal government has called for a review power which serves to facilitate coordinated development planning on an intergovernmental basis.² In summary, the review process (Project Notification and Review

System) established a network of State, regional and metropolitan clearinghouses which participate in the notification and review process. These agencies, to be designated by the Governor of the State, function to identify the relationship of any project to Statewide or area wide plans and to identify the relationship of any project to the plans or programs of particular State agencies or local government.

Clearinghouses, in the past, were governmental agencies with general planning capability. However, in order to eliminate the possibility of further duplication, conflicts, or delays, the Federal government suggests that the clearinghouses' jurisdictions be coterminous with officially designated, uniform state planning and development regions.

Coordination of planning activity between different levels of government

Regional agencies may, in fact, provide the necessary link in order to facilitate communication between local and State government. With increased emphasis and activity in planning at all levels of government, it is becoming more and more difficult for the State to express its goals and objectives with enough specificity to interest local municipalities. In contrast, local governmental agencies gain the impression that they are an insignificant member in the galaxy of local political bodies.

The Region, ideally, should function at a level of policy making which would facilitate the translation of State and federal policies and intents into local levels or means of understanding. Also, the Region should be able to express the desires of its local constituents to the State and federal authorities. "It seems reasonable that the problems and needs of themany localities within a region could be more effectively analyzed and expressed in terms of regional needs... and the State could coordinate more effectively with the regions than with hundreds of localities."3

Establishment of planning activity at the regional scale

The term "region", in contemporary usage, is being applied to metropolitan areas, politically defined areas, watersheds, economic development areas, cultural areas, and "natural areas" based on climate or physiography. Each of these "types" of regions are useful, however, for the efficient development of an area's natural and human resources the State chose to lump units (counties) which have an established political framework.

Some critics claim that planning regions should not be subject to the rigidities of jurisdictional boundaries. It is becoming increasingly apparent that many planning areas (ie. solid waste, water and sewage facilities, power sources, etc.) should be approached at a scale

ERRATA

The following section is to be placed in Chapter III "Purposes Of Planning And Development Regions" following the section entitled Establishment of planning activity at the regional scale, p. 11.

Creation of common informational and statistical data units

Undoubtedly, the use of counties for data collection units has been a long and valuable practice in the State of Michigan. County boundaries are fixed; therefore, data with the same base can be gathered and compared year by year. Similarly, units (Regions) composed of groups of counties would accrue the same benefits.

greater than the municipal or county level, yet less than the entire state. A topic which will be discussed later concerns the merit or wisdom of creating new political units in an attempt to deal with problems which could not be solved within the framework of the existing political entities.

Lastly, most directors of multi-county planning agencies agree that definite economic benefits can be attributed to providing services and activities at the regional scale. Operation of public utility activities, health activities, law enforcement activities, and outdoor recreational activities on a regional level can provide for better and less costly services. Savings accrue through economies of scale; efficiency is achieved through specialization.

Development Of Communities Of Interest

"In order to serve effectively as a framework for planning and plan implementation, state regions should conform as closely as possible to regional 'communities of interest' - areas bound together by common interests and a sense of regional identity."⁴

The above expressed intention of delineation state regions in conformance with regional communities of interest appears to be an admirable goal. Unfortunately, the Office of Planning Coordination, with a desire to seek a type of region which has a maximum number of common interests, chose the urban-centered region. It must be admitted that an urban-centered region has been an

interesting and important factor in economic thought concerning spatial relationships affecting land use. However, von Thunen realized that an almost incalculable number of adjustments would be necessary in order to apply this theory to a real life situation.⁵

The Office of Planning Coordination listed numerous justifications in an attempt to explain why the city or urban centered region is most suitable as a focus for planning. A few examples are as follows: "... cities are the hubs of regional transportation and communication networks; ... cities are the economic hearts of their regions; ... problems associated with growth of the urban centers and other communities within a region are shared in varying degrees by all of the region's population; ... urban centers are the focus of decision making for their regions."⁶ Understandably, it is difficult to refute any of these statements when discussing them in the context of the urban centered region. This question should be asked, is the urban centered region the best to use to solve regionally defined problems? And, since the urban centers are the focus of decision making for their region (as stated earlier), what will prevent the urban areas from continuing to dictate policy for the surrounding region?

Without consideration of this methodological question, an elaborate scheme for determination of the

importance of various cities in Michigan was undertaken by the staff members of the Office of Planning Coordination. But, this qualification was stated, "These methods do not demonstrate conclusively that a particular group of cities should be regional centers to the exclusion of all others ... some cities seem to be relatively important in some respects and unimportant in others."⁷

Selection of regional centers

After determining regional centers based on five categories of criteria - 1) county rankings, 2) densely populated areas, 3) effective population, 4) commuting patterns, and 5) general economic activity - final selection of the composite of selected regional centers was "... also influenced by the cultural character and homogeneity of different areas of the state, the natural features and the resources in various areas, and the degree of economic and cultural integration of areas."⁸ Thus, the results offered a selected list of major Michigan cities located at distances far enough apart to influence at least a surrounding three county area. (See Map 1, p. 15)

Delineation of regional boundaries

The second phase in the process of delineating communities of interest involves, in accordance with the method formulated by the Office of Planning Coordination, the selection of boundary lines which separate the regional centers.

Admittedly, the approximate location of each region has been, to a great degree, predetermined by the actual selection of the regional centers. The strength of the influence of each regional center on the surrounding area is claimed to be the primary factor which determines the size and the shape of each region.

In order to determine the strength of influence of each regional center, five criteria were established - 1) newspaper circulation, 2) inter-county commuting, 3) points of minimum traffic volumes, 4) gravity model procedure, and 5) State Economic Areas. Similar to the qualifications of the rationale for the designation of the regional centers, these five criteria were not the only considerations in boundary delineation. Two constraints were expressed in the methodology which was formulated in order to accomplish boundary delineation. First, the boundaries must adhere to state or county boundaries. Secondly, a region should be conterminous with existing multicounty planning organizations.

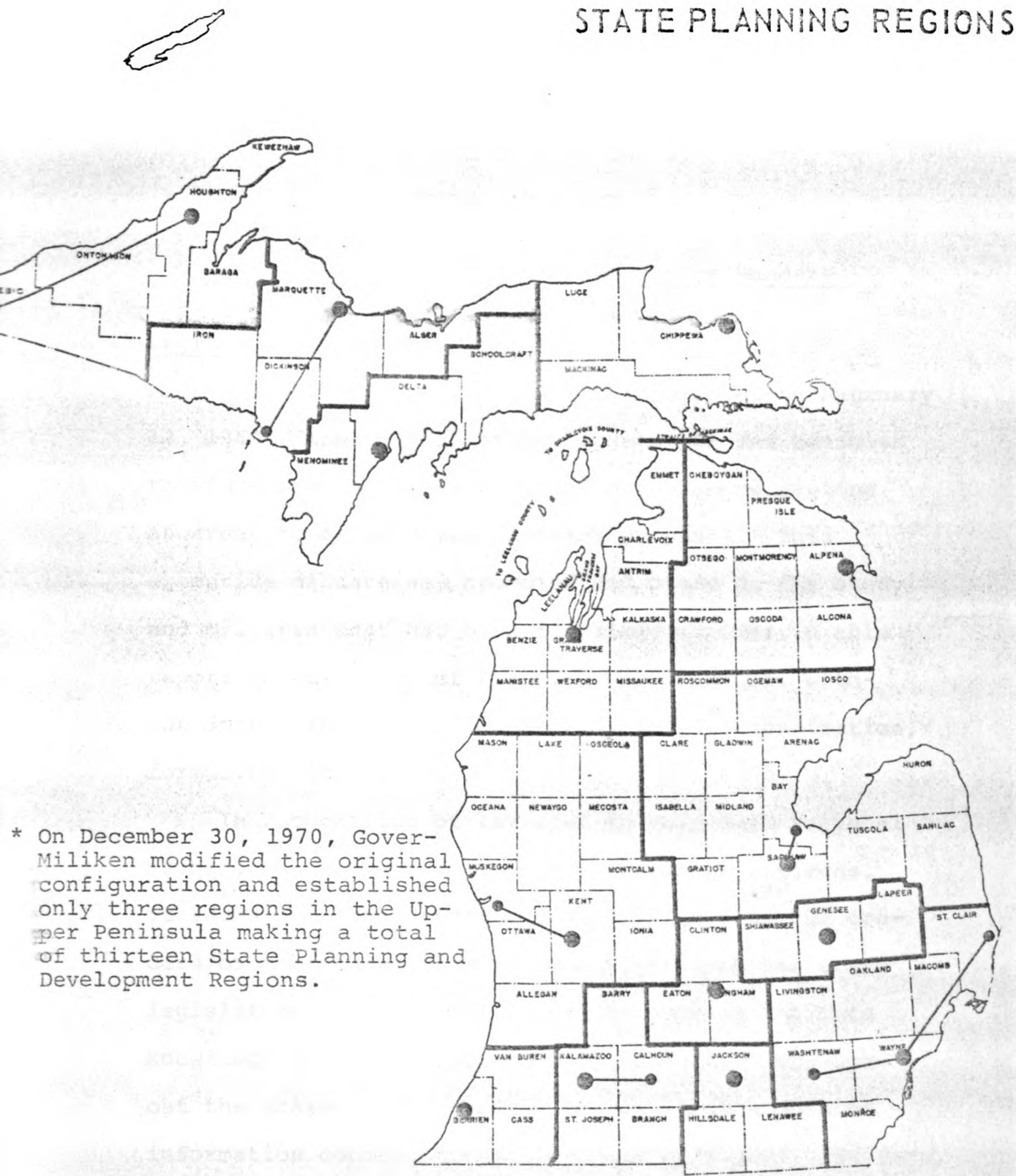
Like the methodology employed to determine the regional centers, each of the five criteria was expected to indicate the strength of influence of that center on the surrounding area. A composite map relating the different measurements of each criterion, was then offered as the principal basis for delineation of the boundaries. (See Map 2, p. 18)

Several qualifications, reiterating the aforementioned constraints, attempted to explain the exceptions to the closely followed methodology. First, counties were excluded from the physical area in which the composite map of the regional boundaries indicated that they belonged if they did not participate in the area's regional planning commission.⁹ In addition, boundary measures were "somewhat ambiguous" in the northern two-thirds of the State. Reliance on natural factors, transportation corridors, and distance from growth centers overshadowed the adherence to the established criteria.¹⁰ (See Map 3, p. 19)

COMPOSITE REGIONAL BOUNDARIES



STATE PLANNING REGIONS *



* On December 30, 1970, Governor Miliken modified the original configuration and established only three regions in the Upper Peninsula making a total of thirteen State Planning and Development Regions.

CHAPTER IV

FRAILITIES OF MICHIGAN'S

REGIONAL APPROACH

Creation Of The Regions By Executive Mandate

Legislative input

Executive Directive No. 1968-1, issued on February 12, 1968, directed all state departments and agencies to adopt the State Planning and Development Regions as areas to be used for planning purposes. This executive mandate was prompted and based on the study and criteria that has been described earlier in this report. The Office of Planning Coordination, without documented input from outside of the organization, formulated the Regions.

In recognition of the goal to structure regional mechanisms to serve the needs of regional citizens, it seems odd that little, if any, input into the process or region selection was obtained from the state legislature. These officials, who possess intimate knowledge of the "communities of interests" throughout the state, could provide an unlimited amount of information concerning existing regional ties. In fact,

one of the functional roles of planning at the multi-county or regional level is to involve representative interest. After many conversations with Mr. Thompson, the author believes this is not being accomplished in Michigan.

One obvious reason for the ineffectiveness of planning at the regional level is the lack of support of the political interests that are necessary to influence and implement regional development. Since the region has no political counterpart, it is forced into an educational and advisory role. Understandably, without strong political support, many of the planning organizations's recommendations are not accepted as a result of each organization's inability to reflect the political interests of the region.

Politics and planning must have a complementary relationship. It appears, with the absence of political interest, the Planning and Development Regions lack an important component which stalls the effort of undertaking planning and development at the regional scale.

"People input"

"People" input or citizen participation represents another element which was overlooked during the formulation of the delineation methodology. The Office of Planning Coordination may believe that it is not

necessary for the citizen to directly contribute to the identification of pertinent human issues since his preferences were analyzed, interpreted, and determined by the planning technician. In opposition to this viewpoint, the author feels that many citizens of a region have an accurate perception of the existing communities of interests. If given an opportunity to work together and become familiar with the elements and methodology of the proposed delineation process, the citizen could surface hidden concerns, values, and motives. With a personal understanding of the situation, a planning technician would, hopefully, search for a possible or working solution rather than attempting to secure the most rational and scientific decipherment.

Participation in region delineation necessarily arouses the expectations of the persons involved. And, reasonable expectations may help in overcoming the apathy demonstrated by many citizens within the Regions. Moreover, participation should be considered a matter of right in order to ensure that the desires of a region's residents are met.

Lack of acceptance

According to the executive mandate, the Planning

MICHIGAN STATE UNIVERSITY
SCHOOL OF URBAN PLANNING
AND LANDSCAPE ARCHITECTURE
EAST LANSING, MICHIGAN

and Development Regions were to be accepted by all state departments and agencies. Also, the corresponding planning agencies have been charged with the authority to receive and, to some extent, control state funds. Therefore, the Regions have been accepted by the local units of government.

Many of the local government officials throughout the state have expressed, confidentially to the author, a concern with these agencies but are hesitant to openly criticize them because of the possibility of losing State and/or Federal funding. Such a claim can easily be supported since each of these agencies control State and Federal grants by means of their charge to develop "regional comprehensive plans". These regional plans are beyond the scope of local government planning, and are specific enough to preclude intervention from the State through the Office of Planning Coordination or the Office of Community Planning. Yet, most Federal and State grants-in-aid programs and projects require that all activities that take place within an area be consistent with the regional comprehensive plan.

There seems to be a very definite need for acceptance of a Region and the corresponding planning agencies by the local units of government. Local acceptance would provide a new incentive to accomplish true planning and development at the regional level.

Both legislative and people inputs may be the necessary ingredients which could facilitate that acceptance.

The aspect of lack of acceptance by the local units of government can best be demonstrated by examining the situation which is found in Region 8: Grand Rapids - Muskegon. To date, the counties and municipalities have been unable to decide upon or formulate any type of regional agency which is necessary to guide the development of that region. This indecision stems from the existence of two distinct communities of interests which are centered around Grand Rapids and Muskegon. Unless re-delineation occurs in this part of the State, it is doubtful that any Regional organization will be formed.

Lack of incentive to participate

"At the present time it appears evident that some of the state departments have made little progress in a move toward the acceptance and use of these State Planning and Development Regions. The various state departments have used different regions for their purposes and, some departments have further delineations for special functions."¹¹

The obvious lack of acceptance and use of the Region on the state level results, primarily, from the failure of the Governor to offer any motivation for such action. Motivation for State department and agency use of the regions could be provided in the positive sense by the offering of fiscal incentives. Or, if the

offering of fiscal incentives fails to achieve utilization of the regions, a system of budgetary penalties could be established.

Need For Additional Criteria

The Governor's Special Commission on Local Government, after stating that it was not prepared to undertake realignment of the existing boundaries, suggests that there is a need for additional criteria to be considered in order to resolve regional conflict. "While considering many economic variables in formulating criteria, there seems to be a lack of emphasis on the social and political characteristics of the people within these units.¹² The Commission continues further and recommends that the State Planning and Development Regions be re-evaluated and re-aligned if any region does not adhere to the following criteria:

- (a) Minimum Geographic Size - That State Planning and Development Regions minimum geographic size be three counties.
- (b) Existing Organizations - Where a regional body composed of three counties or more exists within a State Planning and Development Region and has functioned effectively, its desire for continuing work as an entity should be reviewed.
- (c) Attitudinal Aspects - To be ascertained after meeting with local government representatives in order to solicit local attitudes.¹³

Although no attempt will be made to evaluate the validity of the above criteria, their listing demonstrates

an expressed need for additional criteria to be incorporated into the delineation methodology.

Environmental considerations

The Commission identified a lack of emphasis on the social and political characteristics of the people within each region. Several of these aspects have previously been discussed in this paper; another "overlooked" consideration which has not been discussed is the environmental or ecological consideration.

If the public accepts the premise that regional boundaries must follow existing county and state lines, little motivation can be provided for the utilization of watershed areas, river basins, or geographic provinces as the basis of regional delineation. Water and related natural resources follow natural boundaries; they respect no political boundaries placed on the landscape. Planning, conservation, utilization and management of environmental resources may continue to be severely handicapped if all activities must occur within the confines of politically defined areas.

Absence Of An Organizational Structure

In order for the Planning and Development Region concept to be successful, the efforts of each regional organization must be linked with the activities of State

and federal agencies that have the funds and technical assistance to deal with the needs of the region. In order to adequately link these activities, a structure of organization must exist at different levels of government.

In Michigan, the author feels the present structure is frail and poorly defined. At the local level the planning commission determines the details of how local needs are to be met within the framework of the region and state planning process. Beyond this level the structure is not as clearly defined. Some areas in Michigan are without any regional agency which would provide the necessary directions to manage its affairs. However, Mr. Conway believes the newly created State Planning Department will most likely provide the necessary guidance to coordinate planning efforts at all levels.

Present control of State

During the initial period of formulation of the Planning and Development concept, the Office of Planning Coordination was responsible for providing liaison between local governments, regional organizations, and the State government. This Office functioned as the official State planning and research agency which provided technical planning information and program assistance. The Office maintained channels for communication and in some cases co-authored publications with regional and local planning agencies.

The Office of Planning Coordination was housed in the Executive Office of the Governor. Recognizing the need for greater responsibilities to be placed on a planning agency at the state level and upon recommendation by the Governor's Commission on Local Government, the Governor has appointed a State Planning Department. Mr. Conway believes that is is essential for an organization, at the State level, to be charged with the task to perform a coordinatingrole concerned with inter-governmental matters between local, regional, State and federal levels.

Regional policy-making bodies in Michigan

The number of regional planning commissions in Michigan have rapidly been increasing in the last several years. Many variations of regional planning commissions' membership are possible since "... the Regional Planning Commission Act requires joint resolution by two or more units of government."¹⁴ One example, is Grand Traverse County Regional Planning Commission which was created pursuant to Act 281, P.A., 1931. This organization has as one of its members, a township located in Leelanau County. Grand Traverse County is a member of a multi-county regional planning commission, the Northwest Michigan Regional Planning Commission.

Similar situations prompted an informational Memorandum entitled An Investigation of Locally Established Regional Bodies which reported the following:

- (a) Since the mid 1960's, there has been a rapid increase in the number of multi-county regional bodies. As a result, erratic jurisdictional patterns have resulted causing confusion among local leaders.
- (b) There were ninety-eight multi-county regional bodies identified in the State, but only ten percent are engaged in multi-functional planning and development activities.
- (c) Most general-purpose bodies have been organized since 1967 in response to federal assistance programs.
- (d) General-purpose multi-county planning and development organizations face difficulties in obtaining an adequate financial base, responding to ambiguous and conflicting state and federal policies, and meeting the local needs of the region.¹⁵

The above information infers to the author that, throughout Michigan, multi-county areas may be suffering from policy-making bodies which have duplicated and fragmented roles and responsibilities. The Governor's Special Commission on Local Government recommends that "... for each State Planning and Development Region, only one regional general purpose policy-making body shall be established."¹⁶ The general structure of such a general purpose policy-making body shall be discussed later in this paper.

Duplication Of Functions

An examination of the thirteen Planning and Development Regions reveals several instances of duplication of functions. Within a few of the regions several organizations are struggling for recognition by the Governor as the A-95 clearinghouse for part of the Region. One organization combined three State Planning and Development Regions into another regional planning organization in order to bargain more effectively when dealing with State and federal agencies. The remaining portion of this chapter offers two case studies of situations in which examples of duplication of functions exist at the regional level.

Example #1: UPCAP - Regions 11, 12, 13

The Upper Peninsula Committee For Area Progress was officially organized in September, 1970, as both a Regional Planning Commission and an Economic Development District.

Multi-county organization under two acts is commonplace in Michigan since certain Federal agencies require area planning and development commissions to consist of a certain membership. For example, the Farmers Home Administration (FHA) is reluctant to accept Public Act 46 as the basis for funding an organization to undertake sewer and water planning. The economic development

commissions created under Act 46 "... consist of not less than 3 nor more than 11 members ... membership of a regional commission shall be apportioned according to the population of the respective member counties."¹⁷ FHA claims that a larger representative membership of the rural area must be involved and suggests that economic development districts also organize under Public Act 281, the Regional Planning Commission Act. In order to obtain the FHA sewer and water grants and other federal planning grants-in-aid, many regional economic development district commissions hold their meetings and on completion, adjourn, at which time the regional planning commission convenes bringing in the membership required under FHA or other federal guidelines.

UPCAP, composed of all 15 Upper Peninsula counties, appears to duplicate the functions of the organizations which correspond to Planning and Development Regions - 11, 12, and 13. Ironically, each of these regional organizations is organized under both Act 281 and Act 46! And, each organization is partially funded by the Economic Development Administration, as is UPCAP!

Example #2: Traverse Bay RPC - Region 10

The Traverse Bay Regional Planning Commission was organized in April, 1969, under Act 281. Traverse Bay is the name given to the ten county region (Region 10)

located in Northwestern Michigan; the counties included: Antrim, Benzie, Charlevoix, Emmet, Grand Traverse, Kalkaska, Leelanau, Manistee, Missaukee and Wexford. Interestingly, Traverse Bay Regional Planning Commission is composed of only Traverse City and eight of thirteen townships in Grand Traverse County.

The Northwest Michigan Regional Economic Development Commission and the Northwest Michigan Regional Planning Commission is the organization which corresponds to Region 10. Again, this agency is organized under Act 281 and Act 46. Since the Northwest Michigan Planning and Development District (as this "two-hatted" organization prefers to be called) includes Grand Traverse County as one of its members, the townships are represented by a county board of supervisors which, in turn, established the Economic Development District Commission and Regional Planning Commission. Thus, the eight townships which have membership in the Traverse Bay Regional Planning commission are being represented in two, often conflicting, organizations.

The situation is becoming more unfavorable because both organizations, the Traverse Bay Regional Planning Commission and the Northwest Michigan Planning and Development District, are attempting to influence Governor Milliken into designating each of them as the A-95 clearinghouse for their respective areas. According

to guidelines pursuant to the Office of Management and Budget circular A-95 (Revised)- regional clearinghouses should be consistent with officially designated state planning and development districts.¹⁸ Therefore, it would seem logical if the Northwest Michigan Planning and Development District is designated as the A-95 review agent. But, Traverse City's large population of approximately 20,000 persons contributes to the controversy in favor of Traverse Bay Regional Planning Commission. Traverse City is certainly a thriving city; why should an organization - Northwest Michigan Planning and Development District - which represents so few persons per total area be designated to review applications for projects and programs which are being proposed within the jurisdictional boundaries of the Traverse Bay Regional Planning Commission? For some reason unknown to the author, Governor Milliken refuses to take any action or offer an opinion concerning this situation. Some critics claim, "The Governor (a native of Traverse City) can't turn his back on T.C.; if he does, the residents of T.C. will turn their back on MILLIKEN'S." (MILLIKEN'S is one of Traverse City's more attractive department stores which is operated, in part, by Governor Milliken's family.)

By simple examination of the staffs of these two agencies, it can be demonstrated that the Northwest Michigan

Planning and Development District is more fit to undertake the A-95 review process. In fact, Traverse Bay Regional Planning Commission has a staff of one! Nevertheless, controversies of this type continue to plague planning and development efforts at the regional level.

CHAPTER V

DESCRIPTIONS OF THE REGIONS

Individual Regions¹⁹

Region 1: Detroit

Regional Population: 4,731,655 Regional Center: Detroit
53% of State Population: 1,620,000
34% of Region

Land Area: 4554 square miles

Counties: St. Clair, Macomb, Oakland, Livingston,
Washtenaw, Wayne, Monroe

The Detroit Region is the most populous of all of the Planning and Development Regions. For the most part, the seven counties have a relatively high population density which averages approximately 1,000 persons per square mile.²⁰

All of the counties are connected by transportation links which provide for adequate interaction between them. Also, many of the counties hold membership in several nationally recognized organizations (ie. Southeastern Michigan Council of Governments - SEMCOG; Detroit Area Transportation and Land Use Study - TALUS). Both of the above factors suggest that this region possesses common interests. Also, this cohesive geographic area supports a functioning regional planning and development organization.

Region 2: Jackson

Regional Population: 262,064
3% of State

Regional Center: Jackson
Population: 51,000
20% of Region

Land Area: 2060 square miles

Counties: Jackson, Hillsdale, Lenawee

The City of Jackson is the largest city in Region 2; and, it is centrally located in Jackson County. Although the southern two counties, Hillsdale and Lenawee, lie at the northern fringe of the corn belt, they are strongly tied to the Jackson industrial area because of the close proximity of location. No major problems have developed in this region which would preclude the functioning of a multi-county planning and development policy-making organization.

Region 3: Kalamazoo-Battle Creek

Regional Population: 466,977
5% of State

Regional Center: Kalamazoo
Population: 89,000
19% of Region

Land Area: 2839 square miles

Counties: Barry, Kalamazoo, Calhoun, St. Joseph, Branch

Region 3 is often thought of as possessing two important urban areas - Kalamazoo and Battle Creek. Both urban areas are located along the I-94 Interstate highway corridor which runs east and west through the region. Two north-south multilane highways enable residents of the southern, agricultural counties and the northern, sparsely populated county to gain easy access to the major urban

areas within the region. Like Region 2, no major problems have developed in this region which would preclude the functioning of a multi-county planning and development policy-making body.

Region 4: Benton Harbor - St. Joseph

Regional Population: 263,360 3% of State	Regional Center: Benton Harbor and St. Joseph
Land Area: 1675 square miles	Population: 38,000 14% of Region
Counties Berrien, Cass, Van Buren	

Since this three county area is located in such close proximity to South Bend and Chicago, a strong interest is shared by the three counties. This southern region is dotted with many smaller cities (ie. Niles, Buchanan, Paw Paw, etc.), however, a diversity of activities occur within this region. Manufacturing, fruit-production, and recreational activity are all characteristic of this region.

It appears that this three county region could, in regard to its location, support a multi-county regional planning and development organization.

Region 5: Flint

Regional Population 559,733 6% of State	Regional Center: Flint Population: 242,000 43% of Region
Land Area: 1840 square miles	
Counties: Genesee, Lapeer, Shiawassee	

Region 5 surrounds the Regional Center, the City of Flint. Flint, a highly specialized industrial center, is located near the intersection of a north-south Interstate Highway (I-75) and two east-west multilane highways. The central location of the City of Flint and the influence it holds over the surrounding area provides an adequate base for a three county planning and development organization, however, there is a tendency for portions of Lapeer County to associate with the more agriculturally oriented counties located to the east; and, some portions of Shiawassee County identify with the Lansing Region. But, these areas do not warrant re-delineation of Region 5 because of the overpowering goal to maintain county boundaries during region delineation.

Region 6: Lansing

Regional Population: 399,500	Regional Center: Lansing
4% of State	Population: 138,000
	35% of Region
Land Area: 1967 square miles	
Counties: Clinton, Eaton, Ingham	

Region 6 has often been referred to as an example of the potential success which can accrue to planning and development regions. The Tri-County Planning Commission, organized under Act 281, has been planning for the development of this three county region since 1956. Very few persons openly and seriously criticize the accomplishments

of this organization which include a regional comprehensive plan, a housing plan, a transportation plan, a solid waste plan, and numerous others.

The City of Lansing, which is located near the point where the three counties share a common boundary, provides a strong anchor for the region.

The total success of the Region and effectiveness of Tri-county Planning Commission can be somewhat documented since this organization has been designated by the Governor as the A-35 metropolitan clearinghouse for the area.

Region 7: Saginaw Bay

Regional Population: 690,281
7% of State

Regional Center: Saginaw
Population: 110,000
16% of Region

Land Area: 8600 square miles

Counties: Roscommon, Ogemaw, Iosco, Clare, Gladwin,
Arenac, Isabella, Midland, Bay, Gratiot,
Saginaw, Tuscola, Huron, and Sanilac

Region 7 is the largest of the 13 regions in land area. The fourteen counties can, however, be categorized into three general types. First, the three "thumb" counties of Huron, Tuscola, and Sanilac are well known throughout Michigan for their fertile agricultural lands. But, within these three counties there is no major regional center. According to the delineation methodology formulated by the Office of Planning Coordination, each region

must have at least one regional center. Therefore, instead of these three counties being designated as a rural planning and development region, they were lumped together with another type of region, the urban-manufacturing-trade area of Saginaw, Bay City, and Midland.

The second type of counties are those that support one of the manufacturing cities and are greatly influenced by presence of these urban-manufacturing-trade areas. Saginaw County, Midland County and Bay County are examples of this type. Because of the short distance which separates these three urban-manufacturing-trade areas, these three counties should be grouped into support of a metropolitan-type regional planning organization.

To the extreme west, the Counties of Gratiot, Isabella, and Clare are linked in a north-south direction by the presence of Interstate 75. These counties, which are of an agricultural and recreational nature, face a similar problem of a tremendous highway corridor penetrating through the center of each county. In addition, the like nature of these three counties and the three counties bordering to their west is striking.

The remaining five counties of Arenac, Gladwing, Roscommon, Ogemaw, and Tosco are sparsely-populated agricultural-recreational areas which do not support a regional center. However, the similarity certainly warrants their delineation as a rural planning and development region.

Region 3: Grand Rapids - Muskegon

Regional Population: 965,813
11% of State

Regional Center: Grand Rapids
Population: 224,000
23% of Region

Land Area: 7648 square miles

Counties: Mason, Lake, Osceola, Ociانا, newaygo, Mecosta,
Muskegon, Ottawa, Kent, Montcalm, Ionia, Allegan

Region 8 is the second largest of the 13 regions; its 12 counties fall into 3 categories and must be considered as diverse as Region 7: Saginaw Bay. In a description of Region 8, the Office Of Planning Coordination states the following:

- "The southern part of the region is well within the influence areas of its principal cities of Grand Rapids and Muskegon, both of which have SMSA status ... "21

Recognizing that two principal cities exist in this region is commendable, however, the following statement erases the importance of the identification of two regional centers:

"... this region is large and diverse, but retains a unique identity centered on Grand Rapids, whose economic and cultural influence extends throughout western Michigan."22

Why not delineate only one region in western Michigan with Grand Rapids as the Regional Center? The result would be the same - the existence of a large region with many different interest groups which cannot establish a regional planning and development policy-making body.

Furthermore, any individual, who possesses even superficial knowledge of this area, realizes that Muskegon and

Grand Rapids have very different areas of influence, as well as being somewhat competitive for the power of influence over the areas lying between them. Grand Rapids is located in the center of Kent County and strongly influences the bordering counties of Ionia, Ottawa, and Allegan. In contrast, the City of Muskegon strongly influences, of course, Muskegon County in which it is located, but also has strong ties with the four counties which lie to the North - Oshtemo, Newaygo, Mason and Lake. The major portions of these four, northern counties consist of National Forest Land which is sparsely populated and possesses many lakes and streams.

The remaining three counties of Oshtemo, Mecosta, and Montcalm are strikingly similar in comparison to the three counties presently found in the Saginaw Bay Region, which border to the east. Undoubtedly, the requirement of each county having to belong to a region with a Regional Center prohibited the joining of these six counties into a rural planning and development Region.

Region 9: Alpena

Regional Population: 94,107
1% of State

Regional Center: Alpena
Population: 14,000
15% of Region

Land Area: 4837 square miles

Counties: Cheboygan, Presque Isle, Otsego, Montmorency
Alpena, Crawford, Oscoda, and Alcona

This sparsely populated, forested, eight county region occupies the entire northeastern portion of the lower peninsula. The only diversity in this area results from the location of a few cities which are situated along the Lake Huron shore or along the I-75 corridor which borders on the western edge of this region. Typically, streams and lakes can be found scattered through the area and seasonal homes will also be found scattered near these natural features.

The Alpena Region and the corresponding planning and development agency - Northeastern Michigan Regional Planning and Development Commission seems to be functioning at a reasonable level, in so far as insuring the proper development of the area's human and natural resources.

Region 10: Traverse Bay

Regional Population: 158,333	Regional Center:
2% of State	Traverse City
	Population: 20,000
Land Area: 4837	13% of Region

Counties: Emmet, Charlevoix, Antrim, Leelanau, Benzie
Grand Traverse, Kalkaska, Manistee, Wexford
and Missaukee

Traverse Bay, composed of 10 counties, occupies the entire northwestern portion of the lower peninsula. This region is best known for its scenic shorelines and hilly topography; and, the long narrow lakes and bays resemble the fjords of Scandinavia.

The cities which border the shoreline, for the most part, depend on recreation and tourism, however, Traverse City does have several light manufacturing industries and canning factories which prepare the cherries and other fruits that are grown in Grand Traverse, Leelanau, Benzie, and other counties of the Region.

The Northwest Michigan Planning and Development District has had great success in encouraging participation by representatives from all of the member counties and local units of government. All indications support the contention that this organization and Region should remain intact.

Region 11: Sault Ste. Marie

Regional Population: 48,816 1% of State	Regional Center: Sault Ste. Marie Population: 18,000 37% of Region
Land Area: 3508 square miles	
Counties: Luce, Chippewa, Mackinac	

Region 11 is composed of the three most eastern counties of the Upper Peninsula. The sparsely populated area maintains a uniform, forested character throughout the Region.

Because of the low population of this area, there are only 5 planning commission organizations in this Region. The two-hatted regional planning organization - Eastern Upper Peninsula Regional Planning Commission and Eastern Upper Peninsula Economic Development District - has been

planning for the development of the natural and human resources of this Region since June of 1968. This organization and Region appear to have been accepted by the residents of this area.

Region 12: Marquette - Iron Mountain - Escanaba

Regional Population 165,744 Regional Center: Undetermined
Land Area 7119 square miles
Counties: Schoolcraft, Delta, Menominee, Alger, Marquette,
Dickinson

This six county region was re-delineated by the Governor on December 30, 1970. Basically, the 6 central counties of the Upper Peninsula were joined together to form one region rather than constituting two regions as had been originally designated.

The gently rolling, forested land which is dotted with slow moving streams and shallow lakes, support three cities, Marquette, Iron Mountain, and Escanaba on the fringe of the area. However, no one city exerts enough influence over the entire area to be designated as the regional center.

Region 13: Houghton-Ironwood

Regional Population: 89,724 Regional Center: Houghton-
Hancock
Land Area: 3,911 square miles Population: 8,000
10% of Region
Counties: Keweenaw, Houghton, Barage, Ontonagon, Gogebic
Iron,

Similar to the other Upper Peninsula Regions, Region 14 is a sparsely populated, forested region. However, there is mining activity taking place in certain areas of this Region. Also, the many scenic, natural attractions invite many tourist every summer.

Like the other Regions of the Upper Peninsula, a two-hatted planning organization is in existence. No further re-evaluation of the region seems necessary.

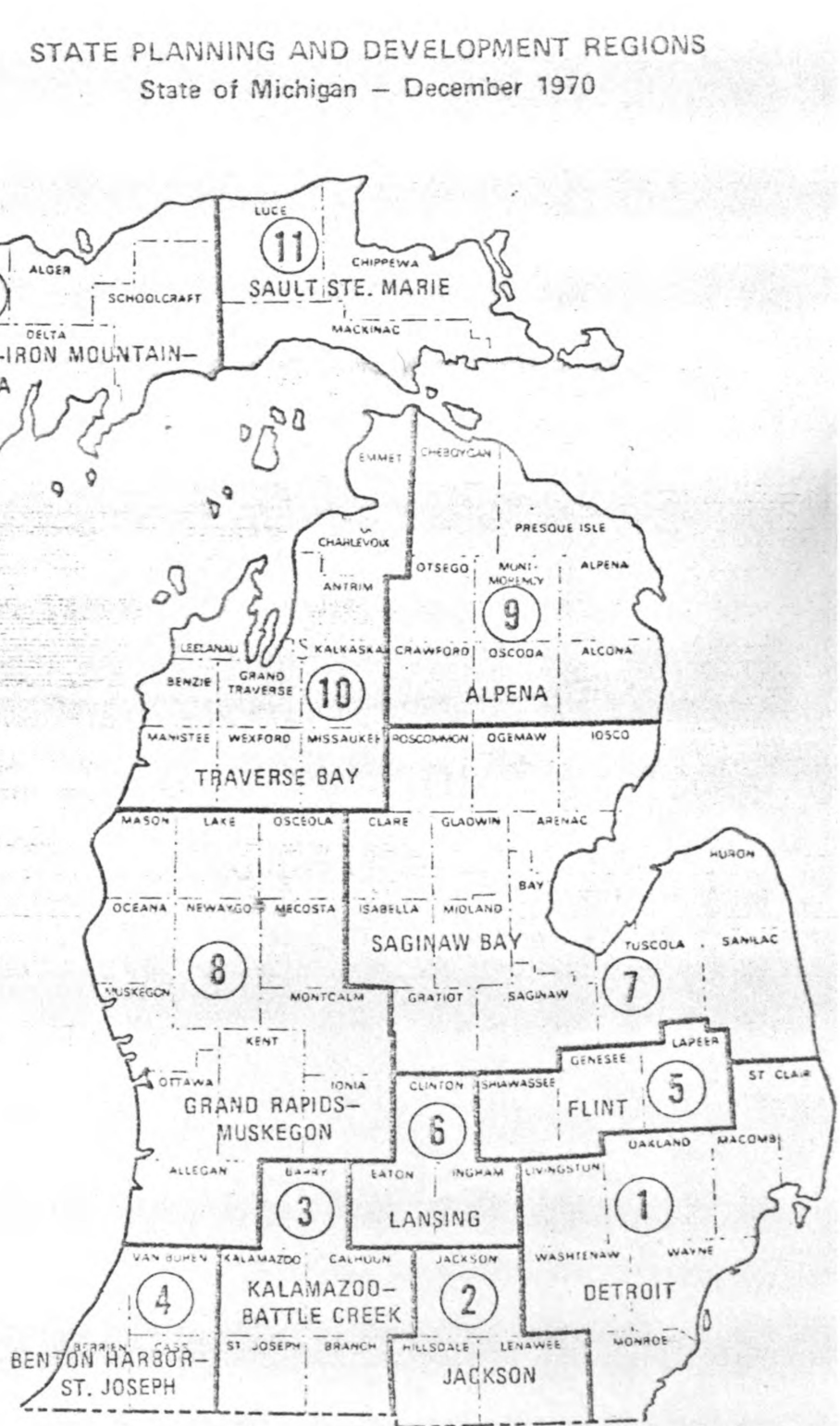
. . .

MAP 4

STATE PLANNING AND DEVELOPMENT REGIONS
State of Michigan – December 1970

LEGEND:

1. Detroit
2. Jackson
3. Kalamazoo–Battle Creek
4. Benton Harbor–St. Joseph
5. Flint
6. Lansing
7. Saginaw Bay
8. Grand Rapids–Muskegon
9. Alpena
10. Traverse Bay
11. Sault Ste. Marie
12. Marquette–Iron Mountain–Escanaba
13. Houghton–Ironwood



CHAPTER VI

RECOMMENDATIONS

After analyzing the purposes, criteria, and constraints which were considered in the formulation of Michigan's Planning and Development Regions; and, after examination and identification of several shortcomings of the existing Regions, the following recommendations for improvement in the process of planning for the development of resources within Michigan are offered.

Delineation of Planning Regions

After consideration of the material presented in the previous five chapters, with an emphasis on Chapter V - Descriptions and Shortcomings of the Regions, it is recommended that multi-county planning agencies be encouraged to establish in the regions delineated as follows:

Region 1 - The counties of Wayne, Washtenaw, Monroe, Livingston, Oakland, Macomb, and St. Clair.

Region 2 - The counties of Jackson, Hillsdale and Lenawee.

Region 3 - The counties of Barry, Kalamazoo, Calhoun, St. Joseph and Branch.

- Region 4 - The counties of Van Buren, Berrien, and Cass.
- Region 5 - The counties of Lapeer, Genesee, and Shawassee.
- Region 6 - The counties of Clinton, Eaton, and Ingham.
- * Region 7 - The counties of Allegan, Ionia, Kent and Ottawa.
- * Region 8 - The counties of Huron, Tuscola, and Sanilac.
- * Region 9 - The counties of Saginaw, Midland, and Bay.
- * Region 10- The counties of Gratiot, Montcalm, Isabella, Mecosta, Clare, Oscoela.
- * Region 11- The counties of Muskegon, Oceana, Newaygo, Lake, and Mason.
- * Region 12- The counties of Arenac, Gladwin, Iosco, Ogemaw, and Roscommon.
- Region 13- The counties of Manistee, Wexford, Missaukee, Kalkaska, Grand Traverse, Bensie, Leelanau, Antrim, Charlevoix, and Emmet.
- Region 14- The counties of Alcona, Oscoda, Crawford, Otsego, Montmorency, Alpena, Presque Isle, and Cheboygan.
- Region 15- The counties of Luce, Chippewa, and Mackinac.
- Region 16- The counties of Schoolcraft, Delta, Algen, Menominee, Dickinson, Marquette.
- Region 17- The counties of Iron, Barage, Goegbic, Ontonogan, Houghton, and Keweenaw.
- * These Regions differ from Michigan's existing Planning and Development Regions. (See Map 4, p. 47 and Map 5, p. 50)

Development Of Regional Commissions

Delineation of Regions will not correct all of the deficiencies

MAP 5

PROPOSED
STATE PLANNING AND DEVELOPMENT REGIONS



that have been identified in Michigan's regional planning and development system. There is a need for the appointment or establishment of a single, regional planning and development policy-making body for each of the designated Regions. This organization would be charged with a multiplicity of tasks, however, the coordination of planning and development activities undertaken at the local level is paramount.

First, a development strategy, which spells out how the Region will utilize available resources to meet present and future needs must be formulated. For some Regions this task has adequately been accomplished; for other Regions, several different strategies have been developed by competing agencies (ie. Economic Development Commissions, Regional Planning Agencies, and various single purpose agencies); and, others have been unable to formulate any type of future-oriented strategy. Thus, each region must be required to formulate or approve a development strategy which would provide the base for evaluation of projects and programs that are proposed within the area.

It is important that developmental projects be coordinated with similar projects in the Region for more effective utilization of resources. With this end in mind, the United States Office Of Management and Budget's Curcular A-95 outlines a Project Notification and Review

System. Therefore, it is recommended that each Region's planning and development policy-making body be designated by the Governor to administer the A-95 review process. Also, all State departments and agencies must be directed to inform and/or work with the regional policy-making body in matters pertaining to planning and development.

In order for a regional policy-making body to determine the needs and identify the concerns of local government, as well as provide for and guide regional planning and developmental activities, the membership of the body must be as representative of the region as possible. Therefore, it is recommended that the policy-making body consist of at least 51 percent of elected officials within the Region. Elected officials are considered the official spokesmen by residents of individual communities.

The county board of commissioners of each county in the Regions should appoint to the body an elected county official, an elected official of the most populous municipality within the county, and a member of the county's planning commission. Non-elected membership, which is to be appointed by the county board of commissioners of each county, must represent the private sector or interests of that county. Non-elected membership should be apportioned according to the population of the member counties, but no county should have less than one or more than three non-elected members.

Each Regional body must appoint a director and a staff to provide needed technical assistance in order to guide the planning and development of each Region, as well as providing technical assistance to local governments. Local governments should be helped to develop and maintain the capability of effectively managing their affairs. Assistance could be offered in the areas of planning and developmental issues; in analyzing and obtaining Federal and State funds; in preparing sound budgets; and, in special studies, problems, and governmental meetings.

Establishment of a single, regional planning and development policy-making body would impose a considerable financial burden on the counties and municipalities of each Region. Therefore, it is suggested that the State provide incentives in the form of funds on a matched basis with the counties' share. If, however, no substantive action is taken, by the counties or county of any Region, the State should withhold all grants-in-aid which are designated for those local bodies of government.

FOOTNOTES

- 1 Office of Planning Coordination, Bureau of Planning and Program Development, Executive Office of the Governor, State of Michigan, Michigan's Planning and Development Regions: Delineation Criteria and Comments, March 1968, p. 1.
- 2 See United States Government's Office of Management and Budget Circular A-95 (Revised), February 1971.
- 3 Office of Planning Coordination, et. al., Planning and Development Regions For Michigan: Technical Report Number 14, February, 1968, p. 10.
- 4 Ibid., p. 21.
- 5 Barlowe, Raleigh, Land Resource Economics, (Prentice-Hall, Inc., Englewood Cliffs, N.J., 1958), pp. 249-250, 259-261.
- 6 Office Of Planning Coordination, Planning etc., op. cit., pp. 21-22.
- 7 Ibid., p. 28.
- 8 Ibid., p. 46.
- 9 Ibid., p. 62.
- 10 Ibid., p. 64.
- 11 Commission On Local Government, Report Of The Governor's Special Commission On Local Governemnt, March, 1972, p. 23.
- 12 Ibid.
- 13 Ibid.
- 14 Office of Planning Coordination, et. al., Statewide Inventory of Community and Area Planning In Michigan, February, 1970, p. 4.
- 15 Commission on Local Government, op. cit., p. 24.
- 16 Ibid.

FOOTNOTES (CONTINUED)

- 17 Michigan Statutes, Act 46., P.A. 1966, Chapter 125.1232.
- 18 See the United States Government's Office Of Management and Budget Circular A-95 (Revised), February, 1971.
- 19 Statistical data used in the section "Individual Regions" has been abstracted from: Michigan's Planning And Development Regions: Delineation Criteria and Comments, and the Report of the Governor's Special Commission On Local Government.
- 20 Office Of Planning Coordination, et. al., Planning ect., op. cit., p. 5.
- 21 Ibid., p. 9.
- 22 Ibid.

BIBLIOGRAPHY

Barlowe, Raleigh, Land Resource Economics, (Prentice-Hall, Inc., Englewood Cliffs, N.J., 1958).

Commission on Local Government, Report Of The Governor's Special Commission On Local Government, March, 1972.

Michigan Statutes, Act 46. P.A. 1966,

Office of Management and Budget, Office of the President, United State Government, Circular A-95 (Revised), February, 1971.

Office Of Planning Coordination, Bureau of Planning and Program Development, Executive Office of the Governor, State of Michigan, Michigan's Planning and Development Regions: Delineation Criteria and Comments, March 1968.

Office Of Planning Coordination, et. al., Planning and Development Regions For Michigan: Technical Report Number 14, February, 1968.

Office Of Planning Coordination, et. al., Statewide Inventory Of Community and Area Planning In Michigan, February, 1970.

. . .

MICHIGAN STATE UNIVERSITY



3 1293 02656