

Report of
The Option Process
(T.O.P.)
Task Force

Submitted to

Governor William G. Milliken, February 13, 1973



STATE OF MICHIGAN
OFFICE OF THE GOVERNOR
LANSING

WILLIAM G. MILLIKEN
GOVERNOR

STATE TOP TASK FORCE REPORT

(January 31, 1973)

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PREFACE

Governor William G. Milliken, on July 3, 1972, in response to the request of delegates attending the TOP ("The Option Process") conference convened in Detroit, Michigan on May 23, 1972, by the Governor, Secretary Romney of the Department of Housing and urban Development, The Federal Regional Council and Mayor Roman S. Gribbs, appointed a Task Force to examine the problems of the Detroit Metropolitan area and to recommend effective approaches to solving them. The Task Force, comprised of a chairman, a vice chairman, and thirty-six members, representing government, industry, labor, and citizens' groups, was asked by the Governor to prepare its report by November 15, 1972. Additional time, however, was requested by the Task Force to complete its work.

The Chairmen began by dividing the members into four separate operating committees, selecting committee Chairmen and requesting that the separate committees undertake on behalf of the Task Force as a whole an examination of one of the four specific charges formulated by the Governor:

- 1) To examine, review and evaluate the existing structure, both public and private, for providing services to the people of Southeastern Michigan (principally within the three-county area of Wayne, Macomb and Oakland).
- 2) To examine, review and evaluate the present systems whereby federal and state funds flow into the geographic and governmental areas concerned.
- 3) To examine, review and evaluate the present methods of intergovernmental cooperation in the area, including such organizations as SEMCOG and SEMTA.
- 4) To analyze the methods whereby the private sector cooperates with the public sector in providing service to people.

Members were permitted to change committee assignments, if they wished.

Committees functioned independently on their respective charges and prepared recommendations for consideration by the Task Force as a whole. They met jointly, however, on five separate occasions, including an evening and daytime retreat, prior to the Task Force's vote on final recommendations. Each committee's report to the Task Force includes findings of fact, conclusions and recommendations and

is appended to this Report as an exhibit.

Committee recommendations were synthesized by Task Force and committee chairmen into final Task Force recommendations and submitted to a vote of the total Task Force at sessions held on November 11, December 5, December 9, December 13, 1972 and January 6, 1973. Members were permitted to dissent in writing from any Task Force recommendations with which they were not in accord and their dissents are recorded as part of this Report. During the course of the Task Force's work three members resigned.

Many members of the Task Force deserve recognition for the exceptional effort and commitment which they have made to its work. Special thanks is extended to the committee chairmen, Mr. James Trainor (No. 1), Dr. Patricia Shontz (No. 2), the Honorable David Shepherd (No. 3) and Mr. Albert Dunmore (No. 4), for their leadership, guidance and unselfish effort given in connection with the work of their respective committees and the Task Force as a whole.

The backbone of any Task Force is its staff and the TOP Task Force was no exception. In this regard, the efforts of Seth Lloyd, Bettye Elkins, Donald Ivey, Nansi Rowe, Kathleen Straus, and Robert Lenihan merit praise. In addition, without the full cooperation and assistance of the Governor's office and the Federal Regional Council the Task Force's work would have been impossible.

It is our sincere hope and the hope of the many respected citizens of Southeastern Michigan whose intensive efforts have resulted in the recommendations contained herein, that the work of this Task Force will not go unheeded, but will stimulate the development of a vastly improved approach by government and the private sector to providing a better quality of life for all residents of Southeastern Michigan.

John E. Mogk
Chairman

Richard Simmons, Jr.
Vice Chairman

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INTRODUCTION

The Southeastern Michigan region¹ is confronted with fundamental problems of increasing complexity and severity. The region possesses, among other things, excellent industrial and commercial development features, a large pool of skilled labor, renowned cultural and educational institutions and vital communities in which to live. Like other urbanized areas, however, it is plagued by a lack of jobs (with concentrated unemployment pockets), poor public transportation facilities, concentrated sub-standard housing and segregated housing patterns, inadequate health care and recreational programs and facilities, fragmented social services and high crime rates, exacerbated by a corrections system which does not rehabilitate. These problems, at one time limited to the core city, are now having a rapidly expanding impact upon residents of adjacent and outlying communities of the region.

Adverse economic conditions are the most critical of the region's troubles and the most obvious. Unemployment figures reveal part of the story. While the region's current unemployment rate is estimated to be 6.2%,² it has ranged as high as 10.1% in the two previous quarters.³ A separate rate is not tabulated for the City of Detroit (or other industrial based communities); however, the City's unemployment rate is currently estimated at 8.2%.⁴ The 8.2% figure does not reveal the entire magnitude of the problem. The non-white unemployment rate within Detroit is approximately 11.5%.⁵ Filling all available jobs in the tri-county area would reduce that area's unemployment rate by less than one percentage point.

Two other considerations make these statistics even more troubling. First, recent record-breaking periods in the auto industry, upon which the region is

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1. Wayne, Oakland, Macomb, St. Clair, Monroe, Washtenaw and Livingston Counties.
 2. Michigan Employment Security Commission (MESC) publication entitled Detroit Manpower Review, vol. 27, no. 10 (October 1972); see also, Michigan Manpower Review, vol. 27, no. 10 (October, 1972).
 3. Detroit Manpower Review, vol. 27, no.'s 6-9 (June - September, 1972).
 4. 1972 Michigan Employment Security Commission data.
 5. Id

dependent, have not resulted in record-breaking employment levels in that industry. Over the three-year period 1969-1972, employment in the auto industry in Michigan has decreased by 43,000 jobs from 398,000 to 355,000.⁶ Unfortunately, employment in auto-related industries has followed the same pattern, falling from 103,000 in 1969 to 78,000 in 1972, a loss of 25,000 additional jobs.⁷ To compound the problem auto industry employment is expected to decline further, due to technological advances.

Second, the region has seen a loss of existing jobs to other regions of the nation. Figures for 1969 and 1970 alone reveal that 66,100 jobs were lost to other regions.⁸ Particularly hard hit in the employment area has been the City of Detroit. Whatever the reason, the City has lost in the past decade a greater percentage of jobs to surrounding communities than any of the other fourteen largest urban centers in the nation. The chart below shows the magnitude of this problem:⁹

	<u>Total Employment 1960-1970</u>		
	<u>Metro Area</u>	<u>Detroit</u>	<u>Suburbs</u>
1960	1,223,000	693,000	530,000
1970	1,393,000	<u>537,000</u>	<u>856,000</u>
		-156,000	+326,000

As jobs have fled the city, its minority population has increased, creating an astronomical unemployment rate among non-whites. Non-whites are equally disadvantaged with respect to participation in the region's enterprise system.

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6. Labor Force and Employment Estimates for Michigan, released by MESG, B M Series (March 1971 including, however, 1972 statistics).
 7. Labor Force Employment Estimates, supra.
 8. Urban Incentive Tax Credits - A Self-Correcting Strategy to Rebuild Central Cities, The Detroit City Plan Commission, Social Planning Division (Apr. 1972 at 29 and the authorities cited therein.)
 9. New York Times, October 15, 1972, at 58, col. 1. Homer Hall, Detroit Community Dev. Com. reports that his statistics reflect -46,017 for Detroit and +305,672 for the suburbs for this period.

Gross sales by black-owned businesses constitute less than 1% of the gross annual sales of goods and services in the region. ¹⁰

The economic situation, in short, is in a critical state. New jobs are expanding in the region, but at a lesser rate than the need for employment. Existing jobs are moving out of the area to other regions of the United States. Existing jobs are being redistributed in the metropolitan area from former industrial areas to outlying areas, aggravating the employment situation in the central city. Most observers assert that the lack of jobs and the corresponding lack of income are the most important causes of all the other problems plaguing the residents in the region. The basic facts outlined above are inextricably tied, therefore, to virtually every problem which the region faces.

The flight of business from Detroit to other areas within the region has exacerbated the problems caused by an already grossly inadequate public transportation system. The only existing attempt at a system is the bus lines. SEMTA, which has plans to buy and operate all the existing companies is nearing insolvency, but should be buttressed by the recently passed State transportation package. Of the three existing suburban lines, all are in serious financial trouble. ¹¹ The DSR, even with an influx of federal revenue sharing money, faces severe cutbacks in service. Little commuter rail transportation is available. The effect of these facts is clear: inner-city workers, whose jobs have left the city, often cannot reach the relocated factories. Nearly everyone in the region is relegated to the exclusive use of automobile transportation.

In the housing area, four problems have reached the critical stage. First, housing is not being produced or rehabilitated fast enough to accommodate the area's expanding population and to offset the deteriorating housing stock. Second, many area residents are unable to afford to purchase or rent new or

10. The Minority Owned Business 1969, U.S. Dept. of Commerce, MB-1 (Aug. 1971). The national average is 0.7%.

11. Letter, dated June 14, 1972, from Bart Jasper, President, Metro Transit and letter, dated May 23, 1972, from American Transit Corp. to the Michigan Public Service Commission justifying a fare increase. SEMTA Forecast for 1973, showing a loss of \$83,000 for its Lake Shore Division.

rehabilitated housing because of the high costs of development and construction. Third, the location of most new housing construction is restricted to the suburbs, where only a portion of the area's needs exist. Fourth the metropolitan area has a history of segregated housing patterns, caused substantially by discrimination in the rental and sale of homes.

In an attempt to solve the problem, the federal government has placed reliance upon guarantees and subsidies of mortgages and interest payments by homeowners and the direct or indirect construction and maintenance of rental housing units. Even if one assumes that these programs were solutions, an assumption which this area's experience leads one to doubt, the needs far outstrip the funds supplied. The State Housing Development Authority provides some financing for new and rehabilitated housing under the state's low and moderate income housing programs, but its production levels to date fall far below the region's needs.

The basic health needs of residents of the region simply are not being fully met by public or private health service systems. Private medical care is becoming increasingly high-priced. Today, it is simply beyond the reach of a significant number of the region's residents. Public attempts to provide health services are plagued by inadequate funding and chaotic structure. Health services are frequently furnished at the convenience of the provider rather than the consumers. Hours, locations, and processing procedures often seem designed to insure that services and people will never meet. Large, modern, medical facilities stand in the midst of squalor, unavailable to those unable to pay directly or through third party payees.

Even where resources approach an adequate level, the inability to inform those in need of its availability and the lack of coordination in delivering health services frustrate the overall goal. Two examples set the pattern for the entire area. In Wayne County alone,¹² over 100 agencies provide some type

12. Five Year Plan for Development of Mental Health Programs, Detroit-Wayne County Community Mental Health Board (1971).

of mental health service. The only coordinating mechanism is the Community Mental Health Services Board, and its ability to coordinate is extremely limited. In the drug abuse area, over 75 agencies and organizations provide services. ¹³ The absence of a coordinating mechanism has often led to competition rather than cooperation between agencies.

The quality of the region's education systems varies so greatly from district to district that one can generalize only about the inequality. This condition has largely resulted from the state-adopted method of local property tax financing. The region's segregated housing patterns result in a regional educational system which is one of the most segregated in the nation. ¹⁴ In addition, the region's efforts in the learning field are characterized by inadequate pre-school and vocational training programs.

The training of individuals for existing jobs, a task at which the efforts of the formal education system have also been inadequate, is not being met outside the educational system either. The employment training programs of private organizations and industry have been noteworthy overall more for their proliferation than their progress in meeting the problem.

Businesses which have left the city of Detroit have named crime and the seeming inability of the existing law enforcement and criminal justice system to cope with crime as a contributing factor in their decision to relocate outside of the central city. ¹⁵ Crime has contributed to the flight of business and vast portions of the City's white middle and upper income groups, leaving Detroit filled with large numbers of the poor and the minorities. ¹⁶ No adequate solutions to the increasing crime problem have been found. ¹⁷

13. Id.

14. 1970 Census, see the Detroit Free Press, Sept. 5, 1971 at 1, col. 1; See also, Bradley v. Milliken, et al., 338 F. Supp. 582 (E.D. Mich. 1971).

15. Confidential Study (unpublished data), Greater Detroit Chamber of Commerce (1972).

16. Id.

17. Crime statistics (with the exception of homicides), however, have shown a positive trend of reduction in the City of Detroit for the past year.

Compounding the situation is the failure of the corrections system, which cannot even euphemistically be said to correct or rehabilitate. The conditions in most correctional facilities and the lack of sufficient programs to help those convicted of crime have led to a system which is thought to train more criminals than it corrects.

All these factors: economic development, transportation, housing, health, education, social services and law enforcement, are interrelated. If it is true that the lack of a job renders an individual unable to purchase health care and housing, it is equally true that bad health and the lack of decent housing contribute to the lack of employable individuals. These complex relationships have been overlooked all too frequently with the resulting piecemeal approach, doomed before it begins.

Many people think of the problems outlined as problems of Detroit. Certainly they are acute in the central city. In reality, however, these problems are problems of the entire region. While Detroit's unemployment rate ranged from 8.2% to 12.4% the region's has ranged from 6.2% to 10.1%.¹⁸ Both are too high. If the high cost and inaccessibility of health care exists in Detroit, it also plagues the rural poor and suburban dwellers. If the lack of adequate housing harms Detroit, it also harms those other area residents who live in sub-standard housing. If the lack of an adequate transportation system keeps inner-city residents from reaching new jobs in the suburbs, it also keeps suburban dwellers from reaching Detroit and moving around the region without the exclusive use of an automobile. If crime and drug use are expanding in the city, these problems are mushrooming in the suburbs, an area largely unaffected in the past. We have already noted that the interrelationships of these problems cry out for a comprehensive approach. Even a comprehensive approach to problems, however, cannot succeed if each jurisdiction attacks them by itself. Problems among the cities, towns and counties of the region are all interrelated.

18. See footnotes 1 through 5 infra.

The approach, however, of the region and the State and Federal governments to attacking these problems is fragmented, uncoordinated and generally ineffective. The Task Force, for example, found it impossible to mesh the flow of State and Federal funds in the region which are channelled to a myriad of public and private agencies and units of government all waging independent campaigns in an urban battle.

At the regional level, the regional planning agency, organized on a voluntary basis, lacks the statutory authority and assured funding base to undertake effective regional planning to deal in a comprehensive way with the region's problems. Further, regional authorities are largely unrelated to the regional planning agency or to each other.

The Task Force approached its task with an acute sense of the problems faced by our region, problems which affect the quality of life of everyone in the region. The recommendations which follow are by no means exclusive, but represent the initial steps which the Task Force has identified during its brief term and which it believes will lay a solid foundation for addressing the region's complex and monumental problems.

RECOMMENDATIONS

I

INTERGOVERNMENTAL REGIONAL AGENCY

The existence of a regional body, such as SEMCOG, must be continued and must be substantially strengthened and extended in function to meet the compelling need for improved coordination of regionally significant governmental services, functions and resources in the seven counties of Southeast Michigan (Wayne, Oakland, Macomb, Monroe, Washtenaw, Livingston and St. Clair)(hereinafter referred to as the "Agency").

A. Responsibility of The Agency

- (1) The Agency shall develop, plan and make recommendations for the social, economic and physical development of the region. In this regard, it shall establish a regional land use and development plan, including the coordination of economic, housing and transportation development.
- (2) The Agency shall perform comprehensive planning in sufficient depth to provide coordination and general guidelines for the planning activities of regional single and multiple purpose authorities and agencies. The functional planning within these guidelines shall be performed by the regional single and multiple purpose authorities and agencies unless otherwise provided by law.
- (3) The Agency shall identify regional problems and create or recommend, as its power permits, mechanisms to resolve them.

B. Authority of The Agency

- (1) The Agency shall be designated as the A-95 Review Agency and exercise the review process for all State and Federal programs within the region.
- (2) The Agency shall be the appointing authority for the governing bodies of any regional single or multi-purpose authority or agency, unless otherwise provided herein.
- (3) The Legislature shall provide that the Agency shall review and approve the budgets of all regional single and multi-purpose authorities and agencies, unless otherwise provided herein.
- (4) Federal, State and local governments shall comply with regionally adopted plans and program priorities, including the enactment of State legislation to require that local comprehensive land use plans be consistent with the regional land use and development plan and there shall be an effective appeal procedure.

C. Funding of
the Agency

The Agency should be assured of adequate local, State and Federal financing through increased Federal and State grants. Local government financial participation should be required by State legislation. The Agency should be permitted to continue to accept general grants and gifts and to incur indebtedness.

D. Membership of
the Agency

Membership in the Agency shall consist of at least 50% elected officials from general purpose local governments. Representation of school districts shall not be precluded and the balance of the Agency's membership shall be regionally determined.

II

SINGLE AND MULTIPURPOSE REGIONAL AUTHORITIES AND AGENCIES

It is the expressed intent of this body that the Board members of any single or multipurpose regional authority or agency be designated by equal population districts.

A. New Authorities and Agencies

(1) Economic Expansion and Employment Authority

- (a) There should be established through state legislation an Economic Expansion and Employment Authority ("EEEE") for the region, which would work closely with the private sector and would have the power to coordinate, plan and/or develop industrial and commercial facilities in the area, including the authority to condemn and assemble land and to assume indebtedness, and to coordinate job training and job placement with the region's economic expansion.
- (b) The Agency shall perform economic development planning in accordance with the recommendations contained in Section I herein.
- (c) EEEA shall be related to the Agency in accordance with recommendations contained in Section I herein; provided, however, that representation from the private sector must be insured.
- (d) EEEA may be the recipient for increased federal land write-down funds to facilitate industrial and commercial development in the City of Detroit and other older industrial areas in the region.
- (e) EEEA and local communities should consider alternative practices to selling urban renewal land, such as leasing, which would reduce initial development costs and retain land control in public hands.
- (f) EEEA, along with the State Department of Commerce, must provide funding to assure technical assistance, venture capital and/or seed money for minority business enterprise. The EEEA and the department must develop a strengthened affirmative action program on the part of industry to stimulate the hiring and the continued employment and promotion of minority group persons at all levels. In addition, they should work to strengthen and facilitate the activities of private organizations promoting minority business development, such as the Economic Development Corporation of Greater Detroit, the Inner-City Business Improvement Forum and the Metropolitan Contractors Credit Corporation.
- (g) EEEA should request local units of government and school districts to provide a statement of public service employment needs, emphasizing para-professionals and semi-skilled employees. (See Econ Dev recommendations IV (5), V (5) and VI (2) contained herein).
- (h) EEEA shall coordinate all major industrial and commercial developments in the area.

(i) EEEA shall actively attempt to diversify the region's economic base and, in this regard, closely examine the possibility of expanding the region's housing industry. In this respect, it should examine the possibility of establishing a housing demonstration project (together with representatives of labor and industry) to explore methods to mass produce quality housing in the region at lower costs, using modern industrial techniques. Such a program should have as its goals lowering labor costs and maximizing employment and housing production.

(2) Regional Multi-service Centers
and Coordinating Office

(a) Multi-service centers in the region should be established by State legislation for all ages where needed in identified poverty areas. Such centers should combine the variety of public and private (voluntary) services presently offered in the area for all ages with an integrated delivery system which is responsive to community input relative to policy, programs and operation. Special services which must be centralized may be located outside of such centers.

(b) There should be established a regional office under the Agency with a citizens' advisory council to review the planning, funding and coordination of local multi-service centers and to provide uniform statistical reporting with respect to such centers.

(c) Satellite health centers suggested herein might be coordinated with such multi-service centers.

(3) Criminal Justice
Manpower Institute

There should be developed a comprehensive Criminal Justice Manpower Institute:

(a) To develop programs to train personnel to meet specific needs of various elements of the Criminal Justice System and to create improved police-community relations and understanding. The Institute should perform research to determine police needs of a community on the basis of demographic and land use data. Systems analysis of a community would lead to allocation of existing resources according to need.

(b) To develop programs to train corrections personnel. (The corrections system should move towards the elimination of prison guards in favor of trained personnel in the corrections field.)

B. Existing Authorities
and Agencies

(1) Southeast Michigan Transportation Authority ("SEMTA")

(a) The Agency shall perform transportation planning in accordance with the recommendations contained in Section I herein.

- (b) SEMTA shall be related to the Agency in accordance with recommendations contained in Section I herein.
- (c) SEMTA must be given a stable funding base through State appropriations. SEMTA must be given a stable funding base to enable it to purchase and consolidate the area's bus lines and to provide a balanced transportation system in the region.

(2) Detroit Metropolitan Water Board

The Detroit Metropolitan Water Board should be related to the Agency in accordance with recommendations contained in Section I herein.

(3) Huron-Clinton Metropolitan Authority

- (a) The Agency shall perform recreational planning in accordance with the recommendations contained in Section I herein, placing greater emphasis upon development of regional recreational facilities accessible to core cities (with transportation available to core city residents to outlying regional facilities).
- (b) The Huron-Clinton Metropolitan Authority shall be related to the Agency in accordance with recommendations contained in Section I herein.

(4) Comprehensive Health Planning Council ("CHPC")

- (a) The Agency shall perform health planning in accordance with the recommendations contained in Section I herein.
- (b) CHPC shall be related to the Agency in accordance with recommendations contained in Section I herein.
- (c) CHPC should:
 - (i) establish at the earliest possible date, health service priorities from which its comprehensive health plan for the area can be formulated;
 - (ii) design guidelines within which local agencies may plan for local needs, and
 - (iii) be fully integrated with land use and environmental planning undertaken by the Agency.
- (d) CHPC should establish a health information center and should undertake the principal responsibility for disseminating health information in the area.
- (e) CHPC should develop a uniform system for the collection of adequate data to provide a sound analysis of health needs of various population groups.

(f) CHPC should encourage the formation of satellite clinics which offer a variety of medical services readily accessible to the population in areas lacking comprehensive medical services. Further, CHPC should encourage the providing of services by major medical institutions to residents within the area in which they are located.

(5) Region I - Law Enforcement and Criminal Justice Planning Council

- (a) The Region I Law Enforcement and Criminal Justice Planning Council should be related to the Agency in accordance with recommendations contained in Section I herein.
- (b) The Region I Council should be strengthened and have the power to design a fully integrated and coordinated crime control system within the region.
- (c) The Region I Council should have the authority to coordinate planning of local county councils and the City of Detroit.
- (d) The Region I Council should establish a comprehensive system for the prevention and control of juvenile delinquency.
- (e) The Region I Council should be charged by the state with the responsibility of designing a system to better coordinate the area's corrections programs.
- (f) The Region I Council should work toward the improvement of a uniform record-keeping system with respect to the commission of crime in the area on an area-wide or county basis which shall be administered by the Agency or local counties, respectively.

III

BASIC FEDERAL AND STATE RE-ORGANIZATION FOR IMMEDIATE EXAMINATION

- (1) Governmental services should be re-evaluated by the Offices of the President and the Governor to separate and/or combine major functions in order to create a limited number of line departments-agencies which can specialize in certain areas and which are adequate to meet the tasks at hand. Departmental reorganization at both the Federal, State and coordinating government levels should lead to a more rational, relevant and efficient system of financial flows and operational activities.
- (2) Reorganization should be undertaken to pair State and Federal departments whenever possible or, where pairing makes little sense because State or Federal governments have almost exclusive roles, reorganization should permit one level of government or the other to vacate the field completely. The assignment of roles, paired or exclusive, should be studied and analyzed by an independent commission established by the President. In the event that Federal reorganization does not materialize, Michigan should take the initiative in structuring its operating departments to conform more closely to the flow of funds dictated by the present Federal structure.
- (3) There should be a thorough review and consolidation of grant programs by the Congress to reduce drastically the number of programs which demand separate applications, evaluations, administration and review.
- (4) The reorganized and consolidated grant programs described in previous recommendations should be incorporated by the Congress into special revenue sharing, or should be converted into broad-purpose or block grants in the current structure in order to eliminate the artificial bias which narrow-purpose programs may exert on local government decision-making
- (5) The grant and funding mechanisms should be analyzed by a select Commission established by the President to develop a model procedure including a standardized and economically neutral split of Federal and State funds, the most direct flow and the most efficient system of coordination and evaluation.
- (6) To complement overall reorganization of the Federal and State funding mechanisms, the Federal and State governments should standardize definitions of local geographic or governmental units for all programs; thus, for coordinating purposes such as statistical information and reporting the basic geographic and/or administrative unit in the State should be the Governor's Planning Regions, unless the scale of a given program necessitates combining or subdividing Regions.

IV

FEDERAL PROGRAMS AND PROCESS
FOR IMMEDIATE ACTION

PROCEDURAL IMPROVEMENTS

- (1) The Federal government agencies should recognize the need for flexibility in the administrative guidelines, taking into consideration differences in regional needs to the greatest degree possible within congressional mandates.
- (2) Each Federal grant program should publish the amount of the grant, its recipient, its goal, and the time-frame of its activities. Further, there should be subsequent publication of the amount of the grant, the recipient, the time-frame, the results to date and, where possible, a unit cost breakdown.
- (3) Because of the structure of Federal and State funding mechanisms, applicants for grants are potentially exposed to subjective treatment within the grantor agency. This problem could be ameliorated by more effective appeal procedures.

ECONOMIC DEVELOPMENT (INCLUDING EMPLOYMENT)

- (1) The Federal government should establish a program to insure loans and subsidized interest payments with respect to the construction of new and rehabilitated industrial and commercial facilities in the region where those facilities are needed most.
- (2) The Federal government should limit and standardize economic development incentive programs offered by States.
- (3) The Federal government should substantially increase its allocation of land write-down funds, such as urban renewal, with respect to the City of Detroit and other older industrial areas in the region, to make commercial and industrial land available at economically feasible prices.
- (4) The Federal government should consider tax incentives for private business to reduce unemployment where its rate is highest, such as tax deductions which are greater for employees hired from high unemployment areas and special advantages for establishing and maintaining day care centers.
- (5) The Federal government should assume the responsibility of creating needed public service jobs where industry (alone or under governmental programs) is unable to hire all those persons who are willing and able to work.

TRANSPORTATION

- (1) The Federal government (together with the State) should provide funds to develop safe, clean and inexpensive mass transportation for the region and facilitate the development of housing for a range of incomes near expanding employment centers.
- (2) The Federal government should assist in the maintenance of interstate highways within the region.

HOUSING

- (1) The Federal government should increase the production of public housing and expand housing subsidies, either under strengthened existing subsidy programs which have been reformed and expanded (such as §§ 235 - 236 and rent supplement) or through a major housing allowance program to a level adequate to meet the region's annual needs. If the single family subsidy program is used, it should provide for:
 - (i) the correction of incipient housing code violations
 - (ii) the accurate estimation of annual utility and maintenance expenses
 - (iii) the requirement that the seller disclose known defects to the buyer
 - (iv) the periodic inspection of all homes insured in older neighborhoods
 - (v) down payment assistance for selected purchasers
- (2) The Federal government should expand its community development programs on a large neighborhood scale in the City of Detroit and other industrial based communities in the region. Federal housing programs should be coordinated with neighborhood improvement programs addressed to the physical and social needs of neighborhood residents.
- (3) The Federal government (and the State) should provide financial assistance in connection with housing code enforcement programs in the area's older neighborhoods which have not, as yet, deteriorated and contain viable land use patterns.
- (4) The Federal government should offer increased grant allocations (for sewer and water, etc.) to those communities developing low and moderate income housing and should encourage the development of integrated housing patterns.

HEALTH

- (1) There should be established a governmental health insurance plan which provides basic coverage which is open to all persons according to their ability to pay.
- (2) Medicaid and Medicare should be expanded to include funds for comprehensive health care, including an emphasis on preventive health care.
- (3) Federal funds to aid local and regional health planning and services should be made available on a non-categorical basis, consistent with regional health planning.
- (4) In the absence of recommendation III (5) contained herein, the Federal government should change its match formula for health care and planning grants from a 50% Federal - 50% local basis to no less than 75% Federal - 25% local basis.
- (5) The Federal Government should establish a uniform system for health reporting.

STATE PROGRAMS AND PROCESS
FOR IMMEDIATE ACTION

ECONOMIC DEVELOPMENT (INCLUDING EMPLOYMENT)

- (1) The State (together with the Federal government and local industry) should develop a program to diversify the area's economic and employment base, including the use of governmental capital grant and contracting powers to create new industries and governmental facilities within the region.
- (2) The State should adopt industrial development incentive programs, competitive with other states such as financial aid for plant expansion, loans for plant machinery and loans for building construction, in the absence of the Federal government limiting and standardizing economic development incentive programs offered by the States.
- (3) The State through legislation must significantly restructure the present property tax system to either:
 - (i) substitute another tax, to be collected and distributed area-wide, for a substantial portion of the property tax
 - (ii) collect and distribute the property tax on an area-wide basis
 - (iii) require that a substantial portion of local property tax revenue derived from new industrial and commercial facilities be distributed area-wide (the Minneapolis Plan)
- (4) The State, through the Department of Commerce (together with the EEEA) must provide funding to assure technical assistance, venture capital and/or seed money for minority business enterprise. It must develop a strengthened affirmative action program on the part of industry to stimulate the hiring and the continued employment and promotion of minority group persons at all levels. In addition, it should work to strengthen and facilitate the activities of private organizations promoting minority business development, such as the Economic Development Corporation of Greater Detroit, the Inner-City Business Improvement Forum and the Metropolitan Contractors' Credit Corporation.
- (5) State (and Federal) funds should be available to support newly identified needed public service jobs where industry (alone or under governmental programs) is unable to hire all those persons who wish to work.
- (6) Accurate unemployment figures, seasonally adjusted, for the City of Detroit and the individual counties should be collected and published quarterly by the MESCS.

TRANSPORTATION

- (1) The State (and the Federal government) should provide funds to develop safe, clean and inexpensive balanced public transportation for the region. This system should be developed in such a fashion that those citizens who, because of their income, are most in need of such transportation for the sake of employment should receive highest priority in designing the system.
- (2) Because of the unusual transportation needs of the region, the State should alter the existing gas and weight tax distribution formula so as to make the return to this region proportional to its contribution.
- (3) The State should assure that transportation construction is coordinated with an adequate relocation plan for housing and commercial businesses and should make payments to the local units of government in lieu of any net tax loss resulting from such construction.
- (4) The State should reorganize its highway department to provide regional highway offices for planning, construction, and maintenance of highways, which with reference to their roles of planning and maintenance would be subject to the guidance and coordination of the Agency.

HOUSING

- (1) For the purpose of providing equal and open housing opportunities for all residents of the region, all privately administered multi-list systems should be open to all brokers through regulation by the State Department of Licensing and Regulation or State legislation.
- (2) The State, through an expanded State Housing Development Authority, including increased revenue bond mortgage financing, land banking and the direct financing of residential, industrial and commercial facilities, should undertake an aggressive program to increase the production of housing in the region. The financing of commercial and industrial facilities shall be in areas where the private sector will not provide such funds. The State Housing Development Authority must give particular attention to the housing needs of low income residents in the area and should attempt to meet housing goals established by the Agency. The State Housing Development Authority is to give particular attention to the development of moderate income housing in core cities so that the option to stay on the part of moderate income families is as great as the option to leave.
- (3) The State should establish a loan program to support single family home repair and maintenance in the region.
- (4) The State should establish a housing consumer education and training program, particularly for residents purchasing homes in the region's older neighborhoods. A cooperative effort in this regard, with the building trades should be examined.
- (5) The Governor should establish a program to review real estate practices with respect to the sale of subsidized housing units in the region.
- (6) The State should take positive and affirmative action to promote the development of integrated housing patterns.

HEALTH

- (1) The State should provide significant portions of the local match required under Federal health programs operating in the region.
- (2) The State should provide funds for adequate medical programs to treat and rehabilitate hard drug users in the region.
- (3) The State should provide funds to encourage the consolidation of local and county Health Departments where such consolidations would improve health services.

LEARNING

- (1) The State should take an active role in developing new pre-school programs where they are needed.
- (2) The State, which is constitutionally responsible for public school education, should collect funds for education. In this regard, the State should develop a funding system which provides a basic educational opportunity for all students in the region and provides special enrichment programs for those pupils whose educational needs are greatest.
- (3) The State (and Federal government) should take strong and immediate steps through financial means to eliminate racial discrimination within public schools.
- (4) The State Board of Education should develop tests sensitive to cultural background and environmental conditions unique to certain minority groups, which assess a youth's ability to deal effectively in his surrounding environment, outside of the formal classroom setting.
- (5) The State through legislation should provide that all residents should be allowed to enroll in the publicly supported community colleges of their choice. Non-resident fees should be eliminated in all publicly supported community colleges for Michigan residents.
- (6) The State Board of Education should take strong and immediate steps to develop and apply new teaching techniques and new methods of evaluating individual teacher performance to assure that each child in the region will have the opportunity to develop to his maximum potential while in school.
- (7) State and Federally funded incentive programs which would provide for training and retraining of the personnel necessary to keep a business in Southeastern Michigan, or cause it to develop initially or to relocate here, should be established immediately. These programs should be initiated at both the technical and professional levels, involving all levels of the university and all of the skilled trades. Planning for these programs should be done jointly by representatives of business, government, education and labor.
- (8) The State, labor, business and industrial concerns should jointly develop and subsidize paid educational or training leaves-of-absence for all individuals whose skills need to be updated, or for those who need to be retrained in order to keep their present jobs, or to qualify for a job in a new industry.

SOCIAL SERVICES

- (1) The Governor should recommend to the legislature the establishment of a commission comprised of consumers and others, with a staff and budget, to study and recommend by November, 1973 alternatives for the integration and coordination of State human services planning, and delivery systems. In the interim, the Governor by administrative order should establish a human resources council which would consist of the directors of the human resources departments. The Governor, through the human resources council and the respective departments, shall lend encouragement, support and participation to the coordination and integration of the social service planning and delivery efforts at the State, regional and local levels. In this regard, provision should be made for the input of consumers.

RECREATION

- (1) The State, through a special and continuing tax or out of general revenues for capital and operating needs should provide funds to acquire and develop new regional and local facilities together with matching funds to appropriate regional and local bodies to operate such facilities and other recreational programs.
- (2) State (and Federal) grants should be made available to supplement local funding to support year-round recreational programs, including neighborhood programs.
- (3) The State Department of Natural Resources should use its power of eminent domain to connect its scattered recreation parcels located within defined State recreational areas to create viable park sites.

CORRECTIONS

- (1) The State should design and supervise the implementation of effective rehabilitation programs oriented to the needs of the individual, including the diagnosis of individual needs and the development of programs and treatment to meet such needs. Detention facilities should provide specialized diagnostic and screening programs for offenders in such areas as job counseling, drug counseling and education.
- (2) The State as a part of its rehabilitation program should provide up-to-date training in marketable skills for inmates and then assist ex-offenders in finding employment in the area of their training.
- (3) The State should review and remove unrealistic employment barriers to ex-offenders as provided by state law and regulations in order to maximize their employment opportunities.
- (4) The State (together with Federal Assistance) should renovate and construct detention facilities and other facilities necessary to adequately house and rehabilitate the area's criminal offenders, with emphasis upon reducing the size of prison facilities.
- (5) The State through legislation and increased appropriations should aggressively attack hard drug addiction and hard drug related crimes by:

- (1) establishing within correction facilities an effective hard drug rehabilitation program;
- (1i) drastically increasing punishment with respect to hard drug pushing, with greater punishment for major pushers.
- (6) The State should recognize the Region I Law Enforcement and Criminal Justice Planning Agency as the appropriate body to better coordinate the region's corrections programs and facilities.
- (7) The State should develop with local community support more community based treatment centers, which are locally controlled, such as half-way houses, residential day and night care centers, youth hostels and cooperative housing.

COORDINATION OF INFORMATION

The State should be a centralized source of information, receiving, consolidating, and publishing all data on Federal, State, and local expenditures and revenues within the State. This information should be available through and to State Planning Regions upon request and under periodic reporting requirements. No funds should flow to local governmental units or the private sector without knowledge of the State. As the State tracks these financial flows by planning region the funds should also be categorized according to the revised service functions developed by the Federal and State governments.

VI

LOCAL PROGRAMS AND PROCESS FOR IMMEDIATE ACTION

ECONOMIC DEVELOPMENT (INCLUDING EMPLOYMENT)

- (1) Local communities (and the EEEA) should consider alternative practices to selling urban renewal land, such as leasing, which would reduce initial development cost and retain land control in public hands.
- (2) Local units of government and school districts should identify public service employment needs, with emphasis on para-professional and semi-skilled employees, and submit a statement of such needs to the EEEA to facilitate the creation of Federal and State financed jobs.

HOUSING

- (1) Local comprehensive land use plans shall be made consistent with the regional land use and development plan established by the Agency.
- (2) Community redevelopment areas, consistent with the regional land use and development plan, on a large neighborhood scale should be identified by the City of Detroit and other industrial based communities for expanded Federal funding. Housing constructed or rehabilitated in such areas should be coordinated with neighborhood improvement programs addressed to the physical and social needs of neighborhood residents.
- (3) Community conservation areas consistent with the regional land use development plan, which have not, as yet, deteriorated and contain viable land use patterns, should be identified for the application of Federal and State assisted housing code enforcement (loan and grant) programs. Non-federally assisted housing code enforcement should be undertaken in neighborhoods having only minor repair problems.
- (4) Local communities should implement Federal and State requirements to undertake affirmative action programs which remove residential barriers to Blacks and other minority groups.
- (5) Local communities should undertake affirmative action programs to facilitate the construction of low and moderate income housing.

LEARNING

- (1) School districts should take strong and immediate steps to eliminate discrimination within their systems where it exists.
- (2) Local school districts should take strong and immediate steps to develop and apply new teaching techniques and new methods of evaluating individual teacher performance to assure that each child in the region will have the opportunity to develop to his maximum potential while in school.
- (3) School district accrediting must be extended to include elementary and junior high schools. The State must insist that the criteria for accreditation emphasize procedures, mechanisms and supplies, which would enable every child to more effectively speak, read and write the English language.

- (4) In-service teacher training centers should be funded by the State and developed jointly by local school districts, education associations and universities for the purpose of developing, implementing and assessing modern methods of teaching. Emphasis in these centers should be on providing each child with the training and experiences which will enable him to effectively speak, read and write the English language.

RECREATION

Open space and appropriate recreational facilities should be required in any neighborhood redevelopment program, in the region's older residential areas, where needed, and in any new housing development, consistent with regional recreational standards.

CORRECTIONS

Local communities should work with the State to develop, with local community support, and an appropriate degree of local control, more community-based treatment centers, such as half-way houses, residential day and night care centers and youth hostels.

VII

EXPANDED PRIVATE SECTOR ROLE

ECONOMIC DEVELOPMENT (INCLUDING EMPLOYMENT)

- (1) The private sector should apply for available government funds to support training programs which would be located immediately in their physical plants. Manpower training programs should closely simulate on the job training and should attempt to assure trainees employment upon their completion. Trained skills should be versatile enough to fit into opportunities in private industry or government.
- (2) The private sector should promote labor-management seminars for newly developed businesses and employees to provide a greater understanding of business relationships and techniques.
- (3) The private sector should co-sponsor with government cooperative ventures with community groups in deteriorated areas which would supply such groups with goods and services too expensive to purchase in the open market and generate employment opportunities.
- (4) The private sector (together with government) should make more low interest long term loans available to newly formed small businesses and enter into purchasing arrangements to guarantee initial markets for goods and services, as part of an effort to diversify the area's economic base.

HOUSING

In relocating businesses the private sector should take into consideration the housing needs of their employees. The purchase of a site for a major new plant should include also the purchase of parcels for new housing to be constructed for a range of income levels by the public and/or private sector.

HEALTH

The private sector should consider making their medical facilities available to the families of employees and the surrounding community for assistance in times of unexpected minor illness and in times of emergencies and should maintain a referral system for such persons with respect to other health service programs and facilities.

LEARNING

- (1) The private sector should actively pursue more involvement with the public educational system.
- (2) The private sector should establish a certification program with respect to certain employment fields, skilled, semi-skilled and unskilled, which would permit area residents to enter the field without necessarily having completed a formal education.
- (3) The private sector should play a greater role in providing information with respect to the opportunities and the importance to society of a variety of jobs, requiring various skills and educational backgrounds.

COMMENTS OF TASK FORCE MEMBERS

Set forth below are comments of Task Force members on all or part of the Report. The comments begin with four minority reports, three of which (No.'s 1, 3 and 4) are supported by five members of the Task Force who would accept the approach set forth in each with respect to the relevant sections of the Report, but not the approach adopted by the Task Force. The fourth minority report (No. 2) is supported by nine Task Force members, including four of the five members supporting the other minority reports.

Members: Christopher Alston
Ernest Browne, Jr.
Walter Douglas
Albert Dunmore
Edith Woodberry

Minority Report No. 1

The majority report has spoken rather articulately to the functional aspects of a proposed Intergovernmental Regional Agency. Throughout the life of the Task Force, the said Intergovernmental Regional Agency was intermittently referred to as the "planning Agency" and "SEMCOG". It is the concession of the above-listed minority [group] that attention to the functional aspects is an important and proper consideration for the Governor's TOP Task Force. Throughout our joint meetings, as the minutes will reflect, alternate suggestions were given as to what the function and the composition of that Intergovernmental Regional Agency would be. Certainly without recommendations as to the powers, procedures, and intergovernmental relations of the Agency, any report would be incomplete. While each of the above-listed may differ on some of these issues, there is a larger issue on which we all agree. That issue is the composition of the Agency's membership.

Article I, Section D, of the majority report is as follows:

"Membership in the Agency shall consist of at least 50% elected officials from general purpose local governments. Representation of school districts shall not be precluded and the balance of the Agency's membership shall be regionally determined."

In the recommendations for the establishment of a new and far-reaching governmental unit, it is inconceivable that the Task Force majority should virtually ignore the membership of the Agency. It is the opinion of the minority that it is an historical political technique to reserve power until the persons in a position to grant power have some substantive material knowledge about the kind of government, agency, or association which is to receive and exercise the power.

This is especially apparent in democratic systems, but can also be observed in autocratic systems at a time of transition from one dictator to another. Political history is full of examples and need not be expanded upon here.

The majority report, however, has rendered a set of recommendations for the grant of power to a group of people about which all that is known is that at least 50% shall be elected local government officials.

It is the position of the minority that we must know more about the members of the Agency before we can agree to conferring power on them. Indeed we need to know more about the composition of the Agency, where the members come from, how are they selected, the representative character of the membership racially and geographically. We need to know this before we can know how much control to recommend these people have over our lives and businesses. Absent a more clear definition of the composition of the Inter-governmental Regional Agency, and therefore the placement of power, we feel that the whole of the report is rendered invalid, for how can procedure be implemented when the tools of enforcement and implementation are wholly lacking? May it also be known that the above-listed believe that the present composition of SEMCOG is inadequate for implementing the procedures outlined in the report.

It is for this reason that the above-listed reject the majority report of the Task Force.
 * * * * *

- Members: Richard Simmons
 Christopher Alston
 Ernest Browne, Jr.
 Albert Dunmore
 Michael M. Glusac
 JoAnn Mitchell
 Peter Ranich
 Roy Williams
Edith Woodberry

Minority Report No. 2

It is the opinion of the above-listed that Article I, Section D, of the Task Force recommendation is totally inadequate in that it does not include what has become an essential element in the make-up of local governing body. Certainly since the 1962 decision of Baker v. Carr and the 1964 decision in Reynolds v. Sims and the lengthy bibliography of subsequent cases involving local and regional governments require a one man - one vote scheme of membership of the Agency. It is the recommendation of the above-listed that the Task Force should speak to this issue by the inclusion of the following in lieu of the majority report:

"Membership of the Agency shall reflect population distribution among local units of government, or combinations thereof into districts so as to provide equal representation for each citizen of the region."

* * * * *

- Members: Christopher Alston
 Ernest Browne, Jr.
 Albert Dunmore
 JoAnn Mitchell
Edith Woodberry

Minority Report No. 3

Racism is defined as the control by one racial group over the lives and destinies of another group, usually coupled with the rationalization that the subordinated racial group is inferior. The control in some cases is manifested over the individuals directly, in other cases indirectly by controlling all of

the institutions such as government, large businesses, or social agencies. Historically whites have controlled all of these institutions in and around Detroit. At a point in time, with the increasing of black political power, there is an opportunity for blacks to at least share in the decisions affecting them. This trend is most apparent in the City of Detroit.

If the recommendations of the TOP Task Force are to be accepted by, rather than imposed upon the black population of Detroit, it is necessary for blacks in Detroit to surrender some of their new-found power in self-determination. Under the recommendations of the majority report, such surrender must be unconditional with the blacks relying on the beneficence of the dominant whites to invite them to share in the power wielded by the Regional Agency. Because of a lack of faith in the beneficence of whites, such an unconditional surrender is unacceptable to the [participants in] this minority report.

In an effort to salvage what is good in the report of the Task Force, the above-listed minority [group] proposed the adoption of an alternative for Article I, Section D, of the majority report to read as follows:

"Membership of the Agency. Membership in the agency shall be from districts drawn by those members of the State Legislature who represent the legislative districts comprising the region. Such districts shall be drawn to provide a one-man, one-vote representation. Such districts shall be drawn in such a way as to make possible a racial composition of the agency reflective of the racial composition of the population of the region."

Members: Christopher Alston
Ernest Browne, Jr.
Walter Douglas
Albert Dunmore
Edith Woodberry

Minority Report No. 4

Racism is defined as the control by one racial group over the lives and destinies of another group, usually coupled with the rationalization that the subordinated racial group is inferior. The control in some cases is manifested over the individuals directly, in other cases indirectly by controlling all of the institutions such as government, large businesses, or social agencies. This kind of oppression is felt by the poor as well as by the racial minorities. Historically, whites have controlled all of these institutions in and around Detroit. At a point in time, with the increasing of black political power and involvement of the not so affluent, there is an opportunity for blacks, other minorities, and the poor to at least share in the decisions affecting them.

If the recommendations of the TOP Task Force are to be accepted by, rather than imposed upon the minority population of this region, it is necessary for them to surrender some of their new-found power of self-determination. Under the recommendations of the majority report, such surrender must be unconditional with blacks and the poor relying on the beneficence of the dominant whites to invite them to share in the power wielded by the Regional Agency. Because of a lack of faith in the beneficence of whites, such an unconditional surrender is unacceptable to the [participants] of this minority report.

In an effort to salvage what is good in the report of the Task Force, the [above-listed] minority [group] proposes the adoption of an alternative for Article I, Section D, of the majority report to read as follows:

"Membership in the Agency: It is the expressed intent of this Task Force, that all regional agencies and authorities including the Intergovernmental Regional Agency, be representative of the total region, its citizens and needs, and in determining membership, added weight should be given to urbanization and the inverse of relative per capita income. Members should be elected to the Intergovernmental Regional Agency on a one man - one vote basis."

* * * * *

Member: Julie Evans

Article I, Section D

I agree with others who view Article I Section D as a major weakness of this report.

Throughout the deliberations of this Task Force, the need of the inclusion of blacks and other minorities, the private sector and interested citizens in the decision making process that effects this region, was a constant concern. Also the need for locally elected officials as a major component of the governing body of the regional agency was, by a majority, thought to be essential. These officials have knowledge of local governmental problems and in many instances will be responsible for the carrying out of plans made at the regional level. I do not think, simply directly electing the governing body of the regional agency on a one men - one vote basis will insure that all or necessarily any of the above groups will be represented on the governing body.

There are two major reasons why I think at this point in time, direct election of representatives to the governing body of the regional agency is not desirable. First, there are very few average voters who are familiar with the problems or types of decisions that need to be made at a regional level. Secondly, in Michigan, the number of people we vote for in any general election almost precludes an intelligent, informed vote for all offices.

In view of the above stated problems, I would offer an alternative to directly elected representation: The state legislature draw equal population districts for the region, and that a percentage of the membership of the governing body be appointed from those districts who are not government officials; the appointment of such persons be made by the locally elected officials who serve on the governing body. It should be further recommended that the locally elected officials attempt to include the various groups described above in their appointments.

At some future date, when the voters of the region are more aware of the functions of the regional agency, is the time to go to direct election of the governing body. Until that time responsibility to the voter can rest with the locally elected government officials who serve on the governing body, as it does now.

Article IV, Housing; and
Article V, Housing (6)

Nowhere in the report has the problem been dealt with of placement of low-income housing. In my opinion, in this region particularly, unless we are very careful as to where such housing is placed, attempts to integrate the housing pattern by scattering low-income housing could very easily result in an inhumane housing program. The federal, state or regional agency that decides where low-income housing will be placed should pay particular attention to the access of the residents of such housing to services and transportation. If this aspect is ignored, our housing program will result in low-income families residing in areas where they have little or no access to health and social services and severely restricted mobility because of the lack of transportation facilities.

Member: David O. Laidlaw

On November 10, 1972 I wrote a letter to [the Chairman] expressing my concern over some of the recommendations contained in the Task Force Report and asked that the Task Force members not adopt the Report in the format as sent to me on November 6, 1972.

Due to medical reasons and other obligations, I was unable to personally participate in the sessions involving the adoption of the report. In my absence from the Task Force, I designated Mr. Daniel Duncan of the H.C.M.A. as my alternate and since the November 11, 1972 meeting, he has attended all of the sessions in my stead.

After reviewing the Final Report sent to me on January 12, 1973 and discussing it with Mr. Duncan, I find that some of my concerns over the relationship of the Authority and the Regional Agency have been resolved. However, there still exists within the Recommendations, items which remain of concern to the Authority.

The Huron-Clinton Metropolitan Authority has an outstanding record in Southeast Michigan of meeting the regional recreation needs of its district. While a few units of government have attempted to place their shortcomings on the back of the Authority, we are, as provided by law, a regional recreation agency and not a local recreation department.

Article I, Section B, paragraph 2 of the Report states that "The Agency shall be the appointing authority for the governing bodies of any regional single or multi-purpose authority or agency, unless otherwise provided herein".

Within the Authority's Enabling Act, the provision for selection of members to the H.C.M.A. Board of Commissioners is as follows:

"The Huron-Clinton Metropolitan Authority shall be directed and governed by a Board of Commissioners, one to be elected from each County of the Metropolitan district by the Board of Supervisors of the respective Counties, and two to be appointed by the Governor of Michigan".

To date this selection technique has resulted in the development of a regional park system which provides recreation opportunities to all the people of Southeast Michigan.

The Authority is concerned over placing "the appointing authority for the governing bodies", as contained in Article I, Section B, paragraph 2, in the hands of another Agency. This could result, depending on the membership of the Agency, in one area within the region dominating the governing body and in essence creating a local agency rather than remaining a regional recreation agency as the Enabling Act intended.

Therefore, in an effort to reduce the chance of this occurring, I ask that the phrase "or as provided by law." be added to the end of Article I, Section B, paragraph 2. This will permit the Huron-Clinton Metropolitan Authority to continue as well as local representation through appointees made by the Governor.

As I indicated in the November 10th letter, the Authority feels that the role of the Regional Agency should be one of review and coordination relating to an overall comprehensive plan. This was resolved by the adoption of Article I, Section A, paragraph 2.

The Authority feels that a report should remain consistent, especially a document of such magnitude and with far-reaching implications as the Task Force Report. Within the recommendations, specifically Article I, Section B, paragraph 3 there is an inconsistency. This paragraph reads "The Legislature shall provide that the Agency shall review and approve the budgets of all regional single and multi-purpose authorities and agencies, unless otherwise provided herein".

The Agency as stated above is going beyond the limits of comprehensive planning as its major function. It is bordering on a form of regional government in the form of veto power much the same as a city council would have over the various city departments.

Presently, S.E.M.C.O.G. which is referred to as an example of a regional body, does not have the knowledge or expertise as a regional agency to understand the budgetary problems of another regional agency nor are they required to have. A Regional Agency performing comprehensive planning should not be required to develop this expertise as this is a part of functional planning to be performed by the regional single purpose agencies or authorities.

Therefore, to keep the unity of the Report and provide for an Agency as set forth in Article I, Section A, which will perform comprehensive planning to provide coordination and guidance to single purpose authorities, I recommend that Article I, Section B, paragraph 3, be changed to read as follows:

"The Legislature shall provide that the Agency, in its function of providing coordination and guidance to single and multiple purpose authorities and agencies, may review and recommend changes to the budgets of those agencies or authorities not complying with regionally adopted plans and program priorities, unless otherwise provided herein".

Member: Horace E. Sheldon

The task force report forthrightly faces up to the need for more competent mechanisms for regional coordination in planning and in the provision of governmental services. It recommends that the intergovernmental regional agency have significant new responsibilities and functions, including appointing authority and budget review and approval authority for major regional operating agencies.

The nature and scope of the functions that would be given the main regional agency lend added importance to the composition of its governing body. A majority of the task force insisted that at least one-half of the members of the governing body be elected officials of general purpose local governments. I agree that substantial involvement of local government officials is needed to insure the effectiveness and responsiveness of the regional body. However, I believe provision should be made for the popular election of some portion of the governing board of any agency given the important responsibilities proposed for this body--with such persons chosen specifically for their roles in the regional agency. This would enhance the regional perspective and provide better equity.

The method and time frame of the study, in my opinion, did not permit sufficient examination of the many individual problems and sub-issues treated to merit the degree of specificity reflected in the recommendations in many instances. I believe the report should have focused more on the basic structural and organizational changes needed to achieve an improved meshing of policies, programs and governmental services.

Since the task force was asked to recommend ways to improve the utilization of Federal and state aid funds in the region, there are numerous proposals dealing with funding. Many of the recommendations on specific problem and need areas call for new or increased Federal and state aid. Recognizing the continuing need for major Federal and state assistance and without suggesting any judgment on the merits of each recommendation, I feel the overall report reflects an excessive tendency to look to higher levels of government for the funding of diverse local programs. Hopefully, through the strengthened organs of regional coordination which the report urges, it will be possible to generate an improved local and regional capacity to identify and deal with needs without an inordinate reliance on Federal or state initiatives, programs and funding.

Member: Thomas Turner

The purpose of the TOP Task Force was to seek options to the present regional handling of inter-governmental problems. It is with difficulty that the present SEMCOG structure is able to achieve a broad perspective.

The input of citizens in business, labor, industry, etc. (whose knowledge and support are vitally necessary to successfully accomplishing the functions of the organization) is missing.

Article I, Section D, of the majority report does not correct this. As an option, the following is proposed as a substitute:

The governing body of the Agency shall be composed of at least 50% local elected officials who in turn, shall as a body, select the remaining members of the governing body, who shall not be local elected officials.

The selection of these remaining members shall provide equal representation for each citizen of the region and shall reflect such factors as the ethnic, racial and geographic composition of the region.

Member: Edith Woodberry

As a dissenting member of the Task Force, I submit the following recommendations:

INTERGOVERNMENTAL REGIONAL AGENCY

Delete the entire paragraph. Substitute the following:

A new agency should be established that would create the mechanisms to deal with the interrelated problems of the seven counties of Southeast Michigan, without usurping the authority of the local units of government and/or the civil divisions within the region or diminishing their existing resources.

A. Responsibility of
The Agency

Delete paragraphs 1, 2 and 3. Substitute the following:

The function of this Agency (through its mechanisms) will be to:

1. effectively connect (and coordinate, where necessary) existing services in new developments and areas that are deprived,
2. to provide technology and financial assistance to local units of government that would cause the renaissance of the core cities,
3. to identify, and cause to be improved, any areas of deterioration that is detrimental to the health and welfare of the people,
4. to evaluate existing processes, such as the A-95 Review, and agencies such as SEMCOG, SEMTA, etc.

B. Authority of
the Agency

Delete all paragraphs. Substitute the following:

The only authority that this Agency shall have is that which is imposed upon it by Federal and State law, with the exception that this Agency shall have the authority to seek the enactment of its created mechanisms through the courts.

D. Membership of
the Agency

Delete the entire paragraph. Substitute the following:

To provide equal representation from less economically influential persons or areas the voting power of the Agency should be derived from the per capita

base of the populations of the member local units of government and/or civil divisions. To avoid conflict of interests, elective representatives of local units of government and/or civil divisions may not serve concurrently as elective representatives of the Agency.

The recommendations of the State TOP Task Force Committee, if enacted, would be the first step towards the elimination of our democratic form of government. Recommendations of this sort are usually made by people whose vested interests would be protected by putting control (of the local units of government and/or civil divisions) into the hands of a few.

ADDENDUM - COMMITTEE COMMENTS

Member: Frank W. Harris

My major disagreement with the final report relates to Section 1-D - Membership of the Agency. Also listed are other observations:

Section 1-D - Membership of the Agency

The Majority Report does not reflect the thinking of a majority of the Task Force who favored a different approach to membership. Membership in the agency should consist of a substantive proportion of elected officials from general purpose local governments. It also should be reflective of the population composition of the region and provide for representation on the basis of one man-one vote.

Section IV - Health

- (1) The recommendation suggests that a governmental Health Insurance Plan is the best and perhaps only way to provide basic health coverage to all persons. Since it is quite possible that a Health Insurance plan might perpetuate the present system of fragmented and entrepreneurial care, it should not be the sole recommendation and does not provide the necessary impetus for change. Rather, support should be given to a national health plan that provides equal opportunity for access to comprehensive health care for every individual, regardless of race, residence, religious beliefs, or income.

Section V - Economic Development

- (3) This recommendation dealing with restructuring the present property tax system restricts the choice to one of three alternatives. It is my opinion that the solution may be a combination of alternatives.

Social Services

- (1) As the initial author of this recommendation, my intent with respect to the Commission was that it be a legislative commission, that the primary membership be legislators and "others" would include professionals and lay people representative of the urban and other areas of the state.

ERRATA

Page 31, line 10 - After the word "continue", insert ...to receive the representation necessary from the five counties within its district...