

Land Use Initiatives: Issues Identified and Solutions Recommended 1990–2003

Planning & Zoning Center
April 2003

LAND USE ISSUE CATEGORIES

Table 1 at the end of this section illustrates the key categories in which land use issues are identified in the individual initiatives listed in the first column between 1990 and 2002. These initiatives vary significantly in level of detail. It is suggested the reader review the original material if a fuller explanation of issues is desired. A brief summary of each of these initiatives is provided in the Appendix. Following is a brief description of each land use issue category and an example of the kinds of issues that fall under that category.

What is Happening

Land conversion is more rapid than population growth and is widely scattered across the landscape. Examples of issues include:

- Migration from urban to rural
- Abandonment of center cities (loss of tax base to maintain existing infrastructure, loss of population to support businesses, loss of job pool)
- Changing land use pattern: biggest impact is overwhelmingly from single family residential growth
- Sprawl is happening even with slow population growth
- Sprawl creates auto-dependent society

Concern Over Impacts from What is Happening

Impact on natural resources from conversion of rural land to urban

- Loss of agricultural land close to markets
- Loss of most productive soils to agricultural use
- Right-to-farm problems with non-farm settlement adjacent to existing farms
- Forests more difficult to harvest
- Minerals become unavailable (too much conflict getting approval to mine)
- Sand and gravel for building have to be brought from farther away so construction is more expensive
- Recreation negatively impacted by fragmentation, loss of natural landscapes, more limited access and fewer potential future recreation sites

- Tourism negatively impacted by loss of scenery

Impact on environment: air, water, soil

- Nonpoint source pollution of streams, lakes
- Groundwater contamination
- Wetlands lost and wetland values decline in remaining wetlands
- Loss of biodiversity
- Air pollution from more vehicular travel miles

Fiscal and economic impacts

- New development is not paying for itself
- Costs of alternative development patterns (sprawl costs more than compact development)
- Infrastructure costs
 - Congestion, forgoing maintenance to build new, cost to commute to jobs
 - Bacterial contamination, separation of storm and sanitary sewers, soils unsuitable for septic systems, depletion of groundwater supplies, extensions open more land to sprawl
 - Cheap land to build new schools not close to students, school districts exempt from some regulations, everyone must drive to school
 - Emergency services (overextended, development patterns make it more difficult to operate and service)
- Deferring costs, such as maintenance, to the future

Psycho/Social Impacts

- Intergenerational equity
- Social justice
- Equity related to who pays and who benefits
- Choice not fairly distributed (e.g. only those with adequate incomes can afford to chose, this results in growing concentration of poor in central cities).

Causal Factors

Public policies/programs that subsidize/support or promote one development pattern over another

- Subsidies (publicly provided infrastructure and services not included in the price to build in greenfield sites).
- Urban residents subsidizing sprawl through public tax and fee structures
- Federal cost share on freeways subsidized sprawl

Infrastructure related issues (location and availability of infrastructure promotes development in those areas-when built with a public subsidy, it further incents growth in that area)

- Availability of transportation
- Availability of sewer and water
- Location of schools

Old institutional structure for land use decision making

- Wide range of statutes, different approaches over time, most authority is local, little required coordination, no common goals or vision, statutes old, few common elements, enabling authority (voluntary not mandatory), no required planning elements
- Unclear who is responsible for what at each level of government
- Fragmentation of decision making (over 1,800 units of local government with planning and zoning authority)
- Lack of coordination in planning and decision making
- Lack of accountability for decisions

Few contemporary techniques for managing growth have been enabled

- Michigan Legislature has not enacted smart growth techniques implemented in other states
 - List of techniques: PDR, TDR, concurrency, urban and general services districts, official maps, impact fees.
- Inadequate attention to techniques for providing affordable housing in rapid growth areas.

Property taxes

- Deduction of homeowner interest and taxes on federal income tax (but not if renters)
- Wide difference in property tax rates in a metro area incents growth in rural townships, but residents still use city services without fully paying for them.
- Communities compete for growth

Land use pattern is often the result of local zoning

- Zoning often doesn't protect renewable natural resources such as farm and forest land
- Overzoning (zoning more land for development even if still relatively low density) promotes premature development
- Overzoning promotes scattered development
- Overzoning is not tied to infrastructure availability
- Restrictions on more dense housing options: apartments, mobile home parks

Private location decisions and so-called "market" forces

- Many new home buyers prefer large lots and open space
- "Market" prefers greenfields over brown or greyfields and seeks lowest cost options

- “Market” favors regulations that protect investments (keep out odd use) and opposes regulations that would internalize externalities.

Balancing property rights and public interests

- Attitude: my land and I can do with it as I please
- Regulatory takings concerns from restrictive regulations; but broader public interests also need protecting

Table 1: Land Use Issues Identified as Important in Separate Initiatives, 1990-2003

LAND USE ISSUE																		
Initiative	What is happening	Concern over impacts about What is Happening				Causal Factors												
		Impact on natural resources from conversion of rural land to urban	Impact on environment: air, water, soil	Fiscal and economic impacts	Psycho-social impacts	Public policies/programs that subsidize/support or promote one development pattern over another	Infra-structure-related issues (e.g., transportation, sewer, water, schools, etc.)	Old institutional structure	Few contemporary techniques for managing growth have been enabled	Taxes: property, income, sales. Fees	Land use pattern is often the result of local zoning	Private location decisions and so-called "market" forces	Balancing property rights and public interests	Choice Issues				
Intergovernmental Growth Management Consortium Reports (3), 1990-1991	Implied												X					
Southeast Michigan Council of Governments (SEMCOG) Regional Development Initiative (RDI), 1991-1992	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X			
Governor Engler's Michigan's Environment and Relative Risk Report, 1992	X	X																
House Republican Task Force Report on Urban Strategy and Community Development, 1992	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X			X
Americana Foundation, Managing Growth: New Directions Toward Integrated Land Use Planning, 1993	Implied	X	X	X	X	X	X	X	X	X	X	X	X	X	X			

LAND USE ISSUE													
Initiative	What is happening			Concern over impacts about What is Happening					Causal Factors		Choice Issues		
	Land conversion is more rapid than population growth	Impact on natural resources from conversion of rural/land to urban	Impact on environment: air, water, soil	Fiscal and economic impacts	Psycho/social impacts	Public policies/programs that subsidize/support or promote one development pattern over another	Infra-structure-related issues (e.g., transportation, sewer, water, schools, etc.)	Old institutional structure	Few contemporary techniques for managing growth have been enabled	Taxes: property, income, sales, Fees		Land use pattern is often the result of local zoning	Private location decisions and so-called "market" forces
House Republican Policy Committee Task Force on Land Use Report, 1994	X	X	X	X			X	X	X	X		X	
Status and Potential of Michigan Natural Resources. MSU Agriculture Experiment Station, 1994	X	X	X	X	X								
Governor Engler's Farmland and Agriculture Development Task Force Report, 1994–1995	X	X	X	X		X				X	X	X	
Michigan Economic and Environment Roundtable Focus Groups and Urban Conference in Detroit, 1994 & 1995	Implied	X	X	X		X				X	X	X	
Michigan Society of Planning Officials (MSPO) Trend Future-Land Use Issues Working Paper, 1995	X	X	X	X	X	X				X	X	X	X

LAND USE ISSUE													
Initiative	What is happening			Concern over impacts about What is Happening						Choice Issues			
	Land conversion is more rapid than population growth	Impact on natural resources from conversion of rural land to urban	Impact on environment: air, water, soil	Fiscal and economic impacts	Psychosocial impacts	Public policies/programs that subsidize/support or promote development pattern over another	Infrastructure-related issues (e.g., transportation, sewer, water, schools, etc.)	Old institutional structure	Few contemporary techniques for managing growth have been enabled		Taxes: property, income, Fees	Land use pattern is often the result of local zoning	Private location decisions and so-called "market" forces
Toward Integrated Land Use Planning, Report to the Michigan Natural Resources Commission, 1996	X	X	X	X	X	X	X	X			Implied		
Land Information Access Association (LIAA), conducts leader surveys on growth management, 1997	X	X	X	X		X	X	X	X	X	X		
First House Bi-Partisan Urban Caucus, Urban Vision Summit held at MSU, 1998		X	X	X	X	X	X	X	X	X	X	X	X
SEMCOG releases report, Promoting Redevelopment: Recommendations for State Policy , 1999				X						X			

LAND USE ISSUE														
	Concern over impacts about What is Happening				Causal Factors									
	What is happening	Impact on natural resources from conversion of rural land to urban	Impact on environment: air, water, soil	Fiscal and economic impacts	Psycho-social impacts	Public policies/programs that subsidize/support or promote one development pattern over another	Infra-structure related issues (e.g., transportation, sewer, water, schools, etc.)	Old institutional structure	Few contemporary techniques for managing growth have been enabled	Taxes: property, income, sales, Fees	Land use pattern is often the result of local zoning	Private location decisions and so-called "market" forces	Balancing property rights and public interests	Choice Issues
Initiative	Land conversion is more rapid than population growth													
Michigan Economic Development Corporation releases new Strategic Plan linking economic development to urban redevelopment, 1999							X		X					
Urban Vision II: Building Coalitions for Michigan Cities , House Bi-Partisan Urban Caucus Summit, 2000	X			X	X	X					X			
State Chamber of Commerce sponsors statewide Land Use Conference in 2000, 2001 & 2002	X	X	X	X	X		X	X		X		X		
House Republicans release land use policy list with proposed legislative reforms in spring 2001		X	X	X				Implied	X	X				

LAND USE ISSUE		Causal Factors												
What is happening		Concern over impacts about What is Happening					Concern over impacts about What is							
Initiative	Land conversion is more rapid than population growth	Impact on natural resources from conversion of rural land to urban	Impact on environment: air, water, soil	Fiscal and economic impacts	Psycho/social impacts	Public policies/programs that subsidize/support or promote one development pattern over another	Infra-structure related issues (e.g., transportation, sewer, water, schools, etc.)	Old institutional structure	Few contemporary techniques for managing growth have been enabled	Taxes: property, income, sales, Fees	Land use pattern is result of local zoning	Private locations and so-called "market" forces	Balancing property rights and public interests	Choice Issues
House Democratic Land Use Task Force releases Land Use Policy Report in fall 2001 with proposed legislative reforms		X							X					
Michigan State University Extension Land Use Policy Background Reports, 2002	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Securing Michigan's Future Jennifer Granholm campaign platform, 2002		X	X	X	X	X	X	X	X	X	X	X		
Senate Republicans announce Land Use Legislation priorities, 2003		X							Implied					
Urban Policy Choices for Michigan Leaders. MSU policy book by Thornton & Weisert, 2003	X	X		X	X	X	X	X	X	X	X	X	X	X

RECOMMENDED LAND USE SOLUTIONS FROM INITIATIVES 1990-2003

The following recommended solutions to Michigan land use issues were derived from a series of land use initiatives at the regional or statewide level in Michigan published or reported between 1990 and early 2003. They vary significantly in level of detail. It is suggested that the reader review the original materials if a fuller explanation of the issues and recommendations is desired. A brief summary of each of these initiatives is provided in the Appendix. Table 2, which accompanies this list, groups these recommendations by seven categories: governmental, healthy economy and healthy environment, open space and natural resource protection, managing growth, promoting redevelopment, transportation and other infrastructure, and social equity. Text in [BRACKETS AND SMALL CAPS] indicates some action was taken on this recommendation.

Intergovernmental Growth Management Consortium Reports, 1990-1991

Six categories of recommendations suggested by the GM Consortium:

- Policy and assessment tools
- Land use controls
- Public facility improvements
- Land acquisition techniques
- Tax and fee systems
- Hybrids

Recommended new tools or approaches from GM Consortium that require new legislation:

- Purchase of Development Rights (PDR) [AUTHORIZED IN 1996 FOR FARMLAND PROTECTION]
- Transfer of Development Rights (TDR)
- Capital Improvements Programs (CIP) [LIMITED AUTHORITY GRANTED TO TOWNSHIPS IN 2001]
- Official Maps
- Concurrency
- Urban and General Services Districts
- Regional Impact Coordination on large projects
- Development Agreements
- Special Assessment District (SAD) reform
- Impact Fees

Southeast Michigan Council of Governments (SEMCOG) Regional Development Initiative (RDI), 1991-1992

- Recommended an action program that focuses on ends to public subsidies of growth, legislation to promote urban redevelopment, fiscal reforms, social reforms and governing reforms. More specifically:
 - A careful analysis should be made of the State and region's over-reliance on the local property tax, in order to identify the changes that will be needed to better balance between that tax and other revenue options.
 - In order to combat racial discrimination and re-segregation in Southeast Michigan, all communities must adopt and aggressively support anti-discrimination programs as well as more effectively enforcing existing anti-discrimination laws in housing and employment. Public and private schools should implement comprehensive programs that establish racial and cultural understanding within all elements of the curriculum of each district, school and classrooms.
 - A set of land use planning guidelines for both regional reviews and local land use plans should be developed. Such guidelines should be based on these objectives: a) encouraging more compact development that would conserve land and most efficiently use infrastructure; b) protecting environmentally sensitive and agriculturally valuable lands; c) improving the balance between location of jobs and housing; and d) preserving existing infrastructure and encouraging redevelopment of older/urban communities.
 - A mandatory regional planning review process should be created, to review all proposed public and private developments that would have areawide or multi-community impact.
 - State legislation should require "concurrency" for new development—that is, necessary roads, sewers and other infrastructure should already be in place to maintain acceptable service levels as needed while developments are completed. In addition, the legislation should enable local communities to assess impact fees through which development would pay the true costs of additional municipal capital costs generated by the development.
 - Available federal and state resources should be prioritized to combat future "urban sprawl" by helping support redevelopment, maintenance and rehabilitation of older/urban communities—including use of infrastructure funds, tax abatements, development incentives and location of government facilities.
 - The region must revamp its transportation system to meet regional needs by instituting an areawide tax to fund needed transportation improvements, including implementation of public transit alternatives that would enhance and serve the stabilization and redevelopment of

the existing urban areas and relieve traffic congestion in outlying areas.

Governor Engler's **Michigan's Environment and Relative Risk Report, 1992**

- Allocate financial and human resources to mitigate, remediate or prevent environmental risks
- Use the findings of this project to build public consensus for action
- Conduct additional research
- Initiate legislation and executive orders
- Weigh direct and indirect costs and benefits when formulating new solutions.

House Republican Task Force Report on Urban Strategy and Community Development, 1992

- Adequately fund the Department of Treasury, Bureau of Local Government Services to develop and coordinate advisory and training programs.
- Implement a Fiscal Early Warning System (EWS)
- Require units of government requesting emergency loan funds to participate in workshops and training.
- Work with local units of government requesting emergency funds to develop and monitor long and short term strategic plans. [MDEC, DOWNTOWN ACTIVITIES IN BLUEPRINT FOR MICHIGAN, 2003]
- Request the Department of Treasury to distribute data collected for F65 Fiscal Forms in an annual report for the Governor and Legislature.
- Provide technical resources and/or consultants for local units of government and community organizations to assist in identifying strategies for revitalizing neighborhoods according to their capabilities and available resources. [MDEC COMMUNITY ASSISTANCE TEAMS AND MITTEC, MICHIGAN TRAINING AND TECHNICAL ASSISTANCE CORP]
- Integrate and coordinate services at the community level to assist in the development of an independent and self supporting lifestyle.
- Cooperation is needed for the development of community pride programs by local organizations to educate, stimulate and inform public and private sector employees of the positive and historical aspects of their community.
- Expand early childhood intervention and intensified reading programs through elementary school for all eligible children.
- Require recipients of Aid to Families with Dependent Children (AFDC) or other government assistance to complete high school education or participate in job training to remain eligible for benefits.
- Investigate the possibility of providing transportation and child care for participants of education and job training classes.
- Encourage development of health care at neighborhood sites.

- Develop incentives for obtaining prenatal and pediatric health care.
- Encourage health care professionals to provide fee or reduced fee medical care by reducing the cost of malpractice insurance.
- Implement changes in statutes to allow units of government to maintain, demolish, foreclose or place liens on residential property under certain circumstances. [TAX REVERTED PROPERTY STATUTORY CHANGES IN LATE 1990's]
- Implement legislation to encourage new construction or rehabilitation of residential housing in targeted areas, including restoration of historical homes. [TAX CREDITS FOR HISTORIC PRESERVATION ENACTED AND MSHDA HAS SOME TARGETED ACTIVITIES]
- Make tax reverted property available to qualified community groups.
- Encourage an increase in the number of incubator programs and nurture existing firms and local entrepreneurs.
- Control expansion of enterprise zones. [SOME LEGISLATION ENACTED]
- Require businesses abated under P.A. 198 of 1974 to have performance contracts.
- Authorize P.A. 198 tax abatements to be granted only by the affected taxing unit of governance.
- Disallow State reimbursement to units of government for any tax revenues lost by granting 198 certificates.
- Encourage coordination of job training for companies that employ local residents.
- Encourage the creation of an easily accessible source of information about all jobs and job training in the area. [WORKFORCE DEVELOPMENT WEB LISTINGS—DEPARTMENT OF CAREER DEVELOPMENT]
- Improve labor mobility. [MAJOR EFFORT BY TRANSPORTATION TO WORK COALITION IN SE MICHIGAN]
- Promote the establishment of convenient local banking services in community locations that will focus reinvestment of local dollars back into the community.
- Improve the permitting process in the Department of Natural Resources.
- Catalog location and description of Michigan's wetlands by Department of Natural Resources wherever reasonable to do so. [UNDERWAY AT DEQ]
- Implement industrial site standards to facilitate redevelopment. [BROWNFIELD REDEVELOPMENT ACT ADOPTED]
- Aggressively pursue a funding mechanism to remediate orphan shares of contaminated sites. [BROWNFIELD REDEVELOPMENT ACT ADOPTED]
- Assure human safety will take precedence over wetlands when improvement to existing bridges and roads becomes necessary.
- Evaluate land use procedures and polices that have direct implications on inter-governmental infrastructure needs and requirements.
- Prioritize the awarding of State dollars to favor communities submitting plans exhibiting intergovernmental cooperation.

Americana Foundation, New Directions Toward Integrated Land Use Planning, 1993

- Many ideas generally in these categories:
 - Promote sustainability concepts
 - Legislation authorizing new tools for local governments
 - Education and paradigm/ethic shift
 - Data collection and acquisition

House Republican Policy Committee Task Force on Land Use Report, 1994

- Encourage the unification of P & Z enabling acts
- Urge local government units to ID potential areas for provision of partial and/or full urban services
- Legislation to enable Regional Impact Coordination
- Empower local governments to use development agreements
- Enable “official maps.”
- Funding to implement a statewide GIS
- Enable concurrency
- Enable local governments to require education of members of boards and commissions
- Unification of 30 + SAD statutes
- Enable TDR at the local level
- Enable PDR at the local level [AUTHORIZED FOR FARMLAND PROTECTION IN 1996]
- Encourage public/private partnerships for conservation easements
- Revision of Subdivision Control Act [LAND DIVISION AMENDMENTS IN 1996 AND 1997]
- Place sand dune management within one DNR Division [NOW IN DEQ]
- Investigate how to protect a reasonable supply of agricultural land
- Better management of timber lands
- Create coordination among drain code, G-A Wetland Protection Act and Inland Lakes and Streams Act
- Review current taxation of wetlands
- Authorize wetland mitigation banking in Michigan [DONE]
- Create task force to study “Redevelopment of Michigan Cities.”
- Revise the Michigan Drain Code

Status and Potential of Michigan Natural Resources, 1994

Demographic, Social and Economic Trends Paper

- Indicators of sustainability should be developed in order to monitor the environment in a comprehensive manner.
- Economic development of rural areas will require establishment of linkages between urban areas and rural to allow urban populations to reap benefits of rural amenities.
- Land use policy should be developed to help the nation “buy time” and keep it available for crop production until technology catches up and permits us to grow more food on less land.

Land Resources Paper

- We need to develop a better understanding of the ecological relationships and their implications for land use planning.
- We should focus on the benefits of integration between economic development and environmental considerations rather than the conflicts.
- Wetlands must be inventoried according to location, size and values.
- Upland habitats should be inventoried considering location, size and function.
- We should improve the land resources data base and GIS.

Nonrenewable Resources Paper

- A small portion of the tax on various minerals should be set aside for acquisition of equipment, facilities, research and development.
- Mineral industry and government agency personnel and university researchers should annually gather to discuss the status of the resources and to coordinate policy on mineral resources.

Lumber, Furniture, Other Solid Wood Products and Composites Paper

- As land management philosophy moves from stand management to ecosystem management, industry practitioners should better understand the new approaches.
- GIS systems should become an important tool in the analysis of ecosystem management.

Paper, Pulp and Wood Energy Paper

- Research on the emissions of energy producing plants needs to be communicated to air quality regulators to ease the permitting process.
- There should be policies that increase the availability of loans and grants for energy conversions.

Wildlife Paper

- Funding of research on wildlife species and ecosystem management needs to be provided.
- Michigan needs to develop a data base that will track changes in the distribution and numbers of as many species as possible.

Water Resources Paper

- The State Revolving Fund should be refinanced and extended into the twenty-first Century to ensure that the nation continues to improve the quality of its waters.
- Michigan must develop enforceable policies that will implement US EPA management methods throughout the state as of July 1995.
- Pollution abatement should be coordinated on a national and global scale to prevent atmospheric depositions.
- Integrated watershed management is needed to solve water resource problems.

Natural Resources and Communities Paper

- In the future, analysis of resource availability, industry and impacts needs to be conducted on the community level.

Michigan Natural Resources Policy Paper

- Natural resource policy must become proactive rather than reactive.
- Policy should focus on means for natural resource improvement and proactive rather than on corrective measures.
- Policy must become integrated and this integration government-wide.
- Decision-making and policy-making should be long-term and cyclical.
- Land should be managed to incorporate natural resource concerns.
- Research is necessary to develop land use policies that maintain our biological resources and that can be implemented by our resource managers.
- A comparative assessment of the land suitability and environmental and human health risks associated with different resource utilization choices is needed.
- A comparative analysis of existing policies and regulation regarding land use at the federal, state, regional, county and local levels is necessary to identify needs for policy modifications.
- Research is needed to develop a statewide database with indicators of environmental and natural resource quality in order to accurately determine both the actual status of and potential risks to the environment and quality of life in Michigan.
- Research is necessary to reevaluate land use laws and how legislation could affect reinvestment and redevelopment in the urban core instead of continued sprawl.
- Research should be directed towards the development and use of alternative sources of energy.
- Michigan should find ways to contribute to ozone protection.
- Environmental education should address the issue of the greater good and the global community.
- Research needs to be directed to finding a way to integrate environmental education into the curriculum of a diversity of courses, rather than focusing on science classes.
- Research should be directed toward more anticipatory water use planning.

- Research is needed toward the development of ecosystem management.
- Research is needed into species not threatened or endangered or those utilized by humans.
- Research is needed to understand how to get other segments of the public involved in wildlife resource management, broadening funding beyond the scope of sportsmen licenses.
- Research is necessary to further understand the movements of contaminants, particularly agricultural pesticides and fertilizers, into groundwater and surface water.
- Further research is needed to increase understanding of the sources, pathways, effects and threshold levels of trace metals in the Michigan environment.

Governor Engler's **Michigan Farmland and Agriculture Development Task Force** Report, 1994-5

- Establishment of voluntary agriculture security areas at the township level that would provide incentives to landowners to keep their land in agricultural production.
- Property tax assessments for all property, including agricultural and forest lands, should be based on their current use, not highest and best use (use value assessment).
- Michigan Right-to-Farm Act should be strengthened further by clarifying definitions of a commercial farm, farm products and a farm operation and to ensure farmers have the flexibility and protection to change their operation. Informational statements should be added to the real estate disclosure form informing new rural home buyers that farms are afforded protection from nuisance suits. [DONE]
- The state must continue to reform the business tax structure and regulatory climate to ensure Michigan's competitiveness in attracting and retaining processors and value added industries. [Agricultural Renaissance Zones Program in place]
- Michigan State University, Michigan Department of Agriculture and Michigan Farm Bureau should continue to promote programs assisting young farmers.
- The state should pass enabling legislation for tools that allow farmers to realize part of their property value without having to sell their land, such as clearly granting authority to local communities to proceed with PDR [AUTHORIZED FOR FARMLAND PROTECTION IN 1996] and TDR.
- The existing PA 116 recapture lien fund should be used to purchase development rights on farmland that also meets criteria of unique and special lands. [DONE]
- The state should create and fund a state-wide PDR program which is implemented at the local level. [CREATED BUT NOT FUNDED]

- The state should arrange for greater technical assistance and education to planning officials at the local level.
- There should be greater use of effective zoning tools, including cluster housing, to better utilize land resources. Ordinances requiring each lot to be a minimum of 5 or 10 acres (or larger) in size should be avoided when land resources important to agriculture or forestry are concerned. [PARTIALLY ADDRESSED IN 2001]
- The Subdivision Control Act should be amended to reduce the cost, time and bureaucracy in platting. The definition of subdivision should be changed to prevent the creation of 10+ acre lots and subsequent divisions 10 years later. [AMENDMENT IN 1996 AND 1997 DID NOT ADDRESS THESE PROBLEMS]
- The regulatory process for cleanup of abandoned industrial sites should be streamlined, so as to expedite redevelopment. [DONE THROUGH BROWNFIELD REDEVELOPMENT LEGISLATION]
- Productive agricultural land must be avoided when determining infrastructure and development locations and an agricultural impact assessment should be required for all state-funded or approved projects.
- Public policy must encourage and foster the redevelopment of our cities and provide incentives for businesses to locate in our cities.
- A watershed-based approach should encourage partnerships between residents, farmers and other stakeholders to solve local watershed issues.
- The state should continue to promote programs and research that will allow farmers to achieve even greater environmental stewardship with the development of new technologies. [SEVERAL INITIATIVES IN GROUNDWATER AND PESTICIDE ARENAS]

Michigan Economic and Environmental Roundtable (MEER): Focus Groups, 1994 and Urban Conference in Detroit, 1995

- Reinvest to restore fundamental values of the community, including crime control and better schools.
- Develop resource-sharing mechanisms among communities rather than promoting competition for tax-based funding, labor markets and economic opportunities.
- Complete studies to analyze the costs/benefits of sprawl, attach a financial value to green space, examine the disconnect between what people value and what they will pay for it, and the psychological effects and costs of abandoned urban cores on the productivity and quality of life of urban residents.
- Convince financial institutions to invest in urban redevelopment projects
- Analyze and develop the data that demonstrates the value of redevelopment of cities

- Overcome negative perceptions of cities and redevelopment through education of the financial community and a concerted effort to forge partnerships between communities and financial institutions
- Reduce the time required for property, especially residential property, to revert to public ownership for nonpayment of taxes [TAX REVERSION LEGISLATION WAS ENACTED IN LATE 1990S]
- Force landlords to maintain properties, even those in tax reversion status, and to bear the financial responsibility of tearing down deteriorated buildings
- Aggressively collect back taxes owed on abandoned properties and strictly enforce polluter-pay laws with respect to environmental clean-ups
- Enforce an insurance requirement on all real estate
- Require landlords to be licensed in addition to registering their properties
- Encourage development of fiscal partnerships among lending institutions, developers and state and local government so that total property upgrades can be accomplished and high risk loans made
- Establish community banks that provide low-interest loans to developers and communities
- Promote urban housing that meets the federal fair housing guidelines
- Expand the housing rehabilitation funds available through the Michigan State Housing Development Authority, thereby promoting jobs within communities
- Seek better enforcement of environmental laws and polluter-pay principles and covenants not to sue
- Establish environmental districts that roll funds received for one clean-up into successive clean-ups
- Promulgate cross-media, geographically focused environment regulations that make allowances for areas that cannot afford to comply with stricter standards
- Model Michigan cities after others that have grappled successfully with similar problems
- Promote networking among townships and cities
- Invest in the education of young people in urban areas and in their emotional and mental stability as well
- Promote a citizen/private sector/public sector partnership among parties interested in urban redevelopment

Michigan Society of Planning Officials (MSPO) Trend Future Land Use Issues Report, 1995

This paper focused on identification of issues rather than on recommendations. However, it does include in the Appendix, recommendations offered by other initiatives listed in this summary. These include:

- SEMCOG RDI, 1992

- House Republican Task Force Report on Urban Strategy and Community Development, 1992
- Michigan Economic and Environmental Roundtable Urban Conference, 1995
- Report of the House Republican Land Use Task Force, 1994

Toward Integrated Land Use Planning: Report to the Michigan Natural Resources Commission, Integrated Land Use Task Force, (a follow-up Relative Risk Committee) 1996

Extensive list of recommendations that includes the categories of:

- Codification of planning and zoning laws
 - Require comprehensive plan approval and adherence by the municipal legislative body [PARTIAL CHANGE IN 2001 TO VOLUNTARY PLAN APPROVAL]
 - Amend the referendum provisions of the Township and County Rural Zoning Acts to increase number of required signatures to 25% of registered voters [AMENDED TO 15% IN 1996]
 - Codification of the Planning Acts, Economic Development Statutes and Zoning Acts to include updating of master plans, define “master plan” and to make consistent the authority of each level of government.
 - Authorize the following growth management tools:
 - PDR [AUTHORIZED FOR FARMLAND PROTECTION IN 1996]
 - TDR
 - Urban and General Services Districts
 - Concurrency
 - Development Agreements
 - Special Assessment Districts
 - Review of developments with Regional Impacts
 - Impact Fees
- Changes to current land use laws and policy
 - Revise the Michigan Drain Code
 - Comprehensive revision of the Subdivision Control Act and require site condominiums to be subject to same scrutiny as afforded by Subdivision Control Act
 - Revise exemptions for farm and forestry activities in wetlands to close loophole for development
 - Correct certain exclusions to the planning process
 - School districts
 - Mobile home impacts
 - Road commission Act 51 infrastructure improvements should be part of local land use planning.
 - Siting of state facilities
 - Oil and gas development

- State licensed facilities on private land (day care facilities, adult foster care, high voltage power lines, etc.)
- Close gap in wetland permit fees
- Fund development of training and certification of planning and zoning officials
- Inter-governmental cooperation and integration
 - Notification of adjoining jurisdictions of projects with greater than local concern
 - Permit multi-jurisdictional application of growth management tools
 - Watershed management
 - Provide watershed management education
 - Institute watershed planning beyond that targeted by EPA Phase II
 - Design and implement a process for equitable distribution of associated costs and benefits of individual land use decisions
 - Drain Commissioners association work with other parties to develop enabling legislation for more effective watershed management
 - State and federal incentives and sanctions to promote and support watershed planning.
 - Develop locally administered stormwater management standards
- State agency coordination
 - The State should have an overall land use policy that expresses a strong commitment to integrated planning and growth that protects the functioning of ecosystems and is focused on the development of sustainable communities.
 - Establish an interagency coordinating committee to coordinate individual agency land use policy and decisions, insure consistency with State policy and to insure a timely response to projects requiring coordination.
 - The state should coordinate activities between and within departments for efficient use of resources and to protect natural and cultural resources and to insure a timely and effective decision-making process.
- Urban revitalization/rural preservation
 - Subsidies and taxes: Complete a study that:
 - Outlines a cost/benefit analysis for sprawl
 - Attaches a financial value to green space
 - Examines the disconnect between what people think they value and what they will pay for it
 - Analyzes psychological effects and costs of abandoned urban cores on productivity and quality of life of urban residents
 - Investigates establishment of integrated regional governance support for land use planning and decisions

- Higher priority for state and federal economic development grants and loans for entities that agree to participate in community redevelopment and interjurisdictional planning
- Common strategies developed for urban revitalization
- Changes in regulations must encourage economic redevelopment while ensuring that urban environments are enhanced and not further degraded
- Alternative resolution mechanisms be developed for settlement of land use decision controversies
- Data collection/dissemination of information
 - Enabling legislation to allow counties and municipalities to develop their own GIS capabilities. Legislation to include statewide coordination of standards.
 - Legislation to enable a Uniform Digital Map Act to create and maintain necessary data layers to support integrated land use planning using GIS.
 - Budgetary support of MiRIS to keep land use/cover data up-to-date
 - Agencies of local and state government should share digital data
 - Formal curriculum in GIS
- Leadership and public will
 - Leaders at all levels must express their commitment to the issues and agree to endorse integrated land use planning.

Land Information Access Association (LIAA) conducts leader survey on growth management, 1997

- Training, education and knowledge in the means and methods of managing land use change and community development.
- Amendments to the Subdivision Control Act to discourage land splits and encourage compact development
- Greater authority for the purchase of development rights (PDR) and programs to support local PDR and transfer of development rights (TDR).
- Greater coordination in planning and zoning between local units of government [NEW COORDINATION MECHANISM ADOPTED IN 2001]
- Changes in the economics and taxation of development such as regional tax base sharing and life-cycle costing of development.
- Greater access to technical assistance and computer-based tools for planning, such as comprehensive mapping and geographic information systems (GIS).
- Greater authority and judicial support in the enforcement of land use management laws.
- Public and land-owner education to improve land stewardship.

First House Bipartisan Urban Caucus, Urban Vision Summit held at MSU, 1998

- In policy of all levels, education must become economic and social priority Number One
- Legislation should provide incentives for collaboration and program evaluation at the local (neighborhood) level
- Legislation should provide for the sharing of assets accumulated from criminals with local-based organizations/neighborhood associations
- Legislation allocating resources should reflect the best balance regarding prevention, intervention, incarceration and rehabilitation
- Disseminate information, and provide for and support education concerning land use issues
- Immediately recodify planning and zoning laws to provide uniform policies and procedures across various local units of government
- Provide incentives for:
 - Clustering/flexibility in site plans
 - Performance zoning
 - Protection and preservation of agricultural land
- The state should not promote policies that enable urban sprawl. Preservation should be a priority over new development
- The state should work with regions, empowering them to solve their own regional issues/problems
- State policy should recognize the differing abilities of local governments to raise revenues on their own
- We need to have clear expectations of what we want our cities to look like once they have been subjected to urban renewal policies
- Urban policy should serve as a means to support and facilitate racial, ethnic and economic diversity
- The state must grow and support community based organizations but develop performance standards as a condition for state funding and resources
- Provide resources to support holistic or comprehensive community development approaches for neighborhood development that improve the quality of life, improve homeownership and provide opportunities
- Expand and encourage partnerships that support neighborhoods but encourage regional partnerships and participation. Provide state resources to encourage collaboration, especially with outside larger environments
- Mass transit strategies that link people to jobs
- Support community based credit initiatives that grow local business
- Build strategies to reform regulations that streamline tax regulations, promote land use plans and focus on site assembly and land acquisition
- Promote regional development strategies over federal or state level planning or development.

SEMCOG releases report, Promoting Redevelopment: Recommendations for State Policies, 1999

The State should:

- Link land use, growth management and infrastructure planning more closely. Legislation is needed to enhance the legal authority of local governments to make land use decisions and to manage growth.
- Consider impacts on urban areas for all new legislation, regulations, grants, loans and technical assistance. It is also essential to use the most accurate measure of eligibility for legislation which targets distressed communities.
- Enhance its status as a national model for brownfield redevelopment by providing new incentives and streamlining the current process, further making Brownfields an option for private investment [DONE]
- Provide additional resources and incentives to expand the supply of affordable housing and assure its residents of the quality of these homes. Improved coordination between local communities and state-funded housing developers is needed. [MICHIGAN AFFORDABLE HOUSING FUND IS PROPOSED]
- Provide additional financial incentives for reusing and rehabilitating buildings. Legislation should support aggressively pursuing blighted buildings for rehabilitation and provide flexibility in state construction codes for more economical rehabilitation and more reuse options for historic buildings. [THREE STATUTES PASSED, SEE PA 146 OF 2000, PA 217 OF 2001, NEIGHBORHOOD ENTERPRISE ZONE LEGISLATION AND PA 27 OF 2020, MUNICIPAL BLIGHTING PROGRAM]
- Promote local government's role in building the capacity of emerging groups and complementing the efforts of established groups, thus providing a conducive environment for redevelopment efforts. [MITTEC AND MSHDA WORKING ON THIS]
- Take steps to remove transportation barriers between those who need jobs and those who need workers. Incentives for alternate means of transportation and increased funding for public transit is needed. [SEMCOG ACTIVELY WORKING WITH THE TRANSPORTATION WORK COALITION FOR SE MICHIGAN ON THIS]
- Provide for the promotion, tools and financing to preserve and enhance the economic vitality of established downtowns and neighborhood commercial and service centers. [SEE PA 260 AND 261 OF 2001, BUSINESS IMPROVEMENT DISTRICTS]
- Promote collaboration among communities and other redevelopment stakeholders.
- Dedicate sufficient monies to school-aid funds to implement Proposal A (PA 145 of 1993). The state's funding structure should ensure adequacy, equity, stability and predictability so that school districts can maintain rational financial planning. [NEW MSHDA/MEDC/MML COLLABORATION ON DOWNTOWNS]

- Support local school district and intermediate school district consortia as a means of providing higher quality and efficiency of education and assuring all students a broad range of educational opportunities.
- Support continued cooperation and integration of efforts to ensure that all children enter school ready to learn. Programs should be available that provide early intervention and prevention (i.e., prenatal care, nutrition programs) in the lives of children and their families.
- Continue to improve the state's education system and ensure a quality education for every Michigan child. Michigan's educational system must strive for continuous improvement—and be continuously evaluated and adjusted.
- Support unprecedented levels of cooperation and integration to permit coordinated early intervention efforts for at-risk students. Programs that integrate a variety of social services directly through public elementary school facilities should be considered.
- Provide all students—from preschool through higher and continuing education—with the knowledge, skills and training they need to prepare for the future and become active citizens through a seamless transition from high school to the world of work and further education.

Strategic Directions for Michigan's Future—the Next Decade, Michigan Economic Development Corporation, 1999

- Michigan should consider broadening its economic development marketing campaign to address both business and worker recruitment.
- Michigan should initiate a recruitment campaign targeted to the younger entrants to the workforce.
- Michigan should develop incentives where there are projected long-term worker shortages to attract more students—both in-state and out-of-state college degree programs, and further develop approaches to retain those students in Michigan after graduation.
- Michigan should promote the important and positive rewards of pursuing a technical career, providing information about the State's extensive opportunities for technical training and well-paying jobs.
- Michigan should work to increase the flow of foreign migration of skilled workers to the State.
- Michigan should promote itself aggressively as a preferred destination for three key industries—advanced manufacturing, information technologies and life sciences.
- Michigan should participate fully and compete successfully in the digital economy.
- Michigan should implement the recommendations made in the "State Smart" report.
- Michigan should greatly strengthen the role higher education plays in promoting economic development.

- Michigan should strengthen its urban reinvestment policies.
- Michigan should become a national leader in the development and extension of technological infrastructure throughout the State.
- Michigan should ensure it develops a strategy to fully connect and integrate its transportation systems.
- Michigan should maintain its business climate improvements and expand and communicate those improvements in the future.
- Michigan should devote adequate marketing resources to an overall image campaign that communicates to corporate decision-makers how the State's economic development product has been reinvented.
- Michigan should position the MEDC to serve as the catalyst to address the recommendations in the plan and to ensure the State's service to its business customers maintains its excellent standing.

Urban Vision II: Building Coalitions for Michigan Cities, House Bipartisan Urban Caucus Summit, 2000

- There is a need for some new state land use policy.
- There is a need for incentives for regional planning that use more carrots than sticks.
- There is a need for improved general public education on land use issues.
- There is a need to pay more attention to the interconnection between land use, environment, transportation and economic development.
- Businesses are increasingly focusing on quality of life issues in urban areas and on the jobs/housing balance.
- Michigan is doing good things with brownfield redevelopment, but more needs to be done.
- There is a need for more planning and better coordinated planning at every level of government.
- There is a need to modify the Historic Tax Credit Legislation to make it more widely available to investors (as well as owners) and to eliminate the sunset.
- There is a need to create a state based equivalent to the federal low income housing tax credit to help get affordable housing constructed.
- There is a need to for the state to create an affordable housing fund (Michigan is one of only 12 states without such a fund).
- There is a need to permit Michigan communities to use the Montgomery County, Maryland approach to lower income housing—at least on a pilot basis. This approach incorporates lower income housing as part of every housing development.
- There is a need for more uniform standards for enforcement of a broad range of local codes (not just building codes).
- There is a need for greater use of tax incentives for economically diverse development within regions.

- There is an immediate need to go back to full funding of the constitutionally guaranteed 10% of Act 51 revenues for transit.
- There is a need to permit a variety of local options for increasing this funding above 10%.
- There is a need to examine how other states and regions in the US and internationally are dealing with transit financing.
- There is a need to look at how the other 90% of Act 51 funds are being spent and they should remain focused primarily on maintaining the existing system and not on new roads (or even on new land miles in the eyes of many).
- We need alternative routes to teacher certification and more incentives for teaching in areas of greatest need.
- We need to listen to kids more when developing school reform proposals.
- Parents need training and empowerment to be better participants in the debate over school reform and to advocate for better K-12 education.
- School buildings should be structurally adequate and friendly. Financing of school improvements has not been adequately addressed with the changes in per pupil financing of education.

Michigan's Legislative & Business Leaders Public Policy Forums, State Chamber of Commerce sponsors statewide Land Use Conferences in 2000, 2001 and 2002.

Health care and general education recommendations not included.

2000 Session

- Provide state funding for planning commission training and incentives for collaboration and partnering.
- Reward, don't require, collaboration
- Revisit the Land Division Act with focus on process to include all interest groups
- Emphasize brownfield redevelopment and assembling vacated parcels.
- Plan and act regionally; start small and build trust
- Think "win-win"
- Share credit with others; business, labor, and other units of local government
- Planning connected to zoning is critical; draft legislation to coordinate planning acts
- Provide funds to communities to plan; have zoning flow from plans.

2001 Session

- Monitor the implementation of utility deregulation
- Promote balanced fuel sources (gas, coal, nuclear, wind and hydro)
- Encourage innovations improving energy efficiency and delivery
- Examine the role of government and their land use practices

- Create a smart growth education initiative to build the capacity of local government leaders, developers, environmentalists, and the general public in order to understand the issues and to work together. Include diverse stakeholders in the process
- Examine and/or adopt tax policy that encourages smart growth
- Use more science-based research in the decision-making process
- Reduce politicization of this issue.
- The Legislature should request/consider information on an asset management approach for allocating transportation funds. [LEGISLATION ENACTED IN 2002]
- Develop stronger partnerships between the tourism industry, Travel Michigan, MDOT and local units of government.

2002 Session

- Improve coordination between State agencies.
- Develop a state model that provides
 - Land Use Principles/Guidelines
 - Technical Assistance
 - Process for Coalition Building
 - Resources and Information (ex GIS data collection)
- Develop incentives for blending housing (i.e. all income levels)
- Develop incentives to encourage regional cooperation funded by transaction fees.
- Establish statewide coordinated planning process for infrastructure investment.
- Offer financial assistance from state government to locals who work together, plan, and coordinate infrastructure development and redevelopment.
- Target all state infrastructure investment to support other policy goals, such as smart growth, regional cooperation, mass transit, etc.
- Reduce fragmented local planning authority and responsibility for transit through incentives and/or regulation. Use state dollars to drive cooperation.
- Develop long-term planning to better identify infrastructure needs.
- Revise Act 51 to improve funding for air, roads, and rail to support existing infrastructure and raise more money for transportation.
- Raise diesel tax to same rate as gas tax.
- Create opportunities for private sector alternatives to public infrastructure.
- Review merits of geography-based system of local government.
- Encourage the State to develop a better data management collection system on water use in order to establish a systematic understanding of its impact.
- Encourage the State to develop a new Relative Risk Study to determine the most important issues facing the Great Lakes both today and in the future.

- Michigan needs to continue to be a leader in the protection of the Great Lakes including the promotion of regional policies that protect the resource (i.e. aquatic nuisance species, sensible water use policies).
- Support the Great Lakes Water Quality Bond appearing on the November 2002 ballot in order to address water quality concerns associated with sewage entering into our waterways. [IT PASSED]

House Republicans release land use policy list with proposed legislative reforms in spring 2001

- Legislation to preserve open space [OPEN SPACE ZONING PROVISIONS ADOPTED 2001]
- Legislation to coordinate planning and zoning between municipalities [NEW PLANNING COORDINATION PROVISIONS ADOPTED 2001]
- Legislation to re-energize urban areas by unlocking tens of thousands of properties snarled in government red tape [TAX REVERTED LANDS LEGISLATION ENACTED 2001]
- Legislation to assure clean drinking water by providing low-interest loans to communities for water system upgrades, initiating a public service campaign to educate people on how to test their private well water for contaminants and giving tax credits to homeowners needed treatment devices
- Legislation to allow local governments to enact use-value assessments on farmland and exploring open market development rights
- Legislation to direct the state to work with the U.S. and Canadian Governments to stop the entry of nuisance foreign aquatic species.

House Democratic Land Use Task Force releases **Land Use Policy Report** in fall 2001 with proposed legislative reforms

- Change to a use-based tax system on agricultural land that enables the land to be taxed at its current, rather than its “highest and best” use
- Require an Environmental Impact Statement (EIS) for loss of farmland when public funds are spent on new or improved infrastructure to help assess the “real” cost of the infrastructure
- Allow the Natural Resources Trust Fund monies to be used for the purchase of development rights program if farmers are willing to give up some public access, hunting and fishing rights in exchange
- Provide an income tax credit for open space and easements up to 20% of the property taxes paid to the state on open space and farmland that has been permanently protected from development
- Use purchase installment contracts for the purchase of development rights that would allow the DNR to purchase land over time

- Institute a Rural Legacy Program that redirects existing state funds into a focused and dedicated land preservation program specifically designed to limit the impact of sprawl on our agricultural lands and natural resources
- Create the Rural Michigan Program, patterned after the successful Pennsylvania program to help preserve and promote the rural lifestyle
- Require local communities to have open space zoning ordinances to encourage clustering of housing units and to provide open space in new developments [ENACTED 2001]
- Encourage neighborhood associations based on the Downtown Development Authority model to undertake community improvements and beautification projects
- Assess impact fees for developers because new developments often need new services, such as roads, sewers, water and electricity, that existing residents are forced to provide
- Allow mixed use zoning that allows developers to include a variety of uses in new developments, such as mixing residential and commercial sites
- Pass a constitutional amendment on gas tax distribution providing that 90% of gas tax revenues are not automatically earmarked for road building
- Create a “close to work” income tax deduction to encourage people to live close to their jobs which would help reduce traffic and help revitalize our urban centers
- Establish a Commission on State Land Use Policies to develop, through public participation, statewide land use goals and priorities. [CREATED BY EXECUTIVE ORDER 2003]

Securing Michigan’s Future: Campaign Platform of Jennifer Granholm, 2002

- Use the Grow Michigan Fund to provide low-interest loans for job-creating projects in targeted redevelopment areas.
- Create a blight-buster’s team empowered to tear down dangerous, abandoned properties, speed the clearance of titles, dispose of vacant state-owned land, assemble packages of land suitable for redevelopment.
- Prioritize the repair of existing roads and sewers and curtail urban sprawl that paves the countryside and duplicates existing infrastructure.
- Promote the economic rejuvenation of Detroit.
- Promote market-based strategies such as PDR and TDR to encourage farmland and open space preservation and to protect the character of our rural communities and prevent urban sprawl.
- Encourage sound forestry management policies so this resource is there for years to come.
- Create incentives for Michigan ore production.

- Implement a “Clean Water Forever” initiative to protect the Great Lakes from exports to other areas, protect critical wetlands, enlist the public in water monitoring and reduce the release of toxins in our water supplies.
- Vigorously enforce environmental laws and crack down on polluters.
- Phase out the worst toxic pollutants.
- Ban all new medical and municipal incinerators
- Limit the number of landfills to meet Michigan’s needs.
- Give people the “right-to-know” the air and water quality of their surroundings.
- Address the need to protect the health and welfare of Michigan’s fish and wildlife populations from disease outbreaks, utilizing resources such as the new Animal Health Diagnostic Laboratory at Michigan State University.
- Streamline conservation and environmental protection efforts by recombining the Department of Natural Resources and Department of Environmental Quality into a single, more effective agency.
- Protect the fiscal integrity of resource management funds.
- Prevent the sale of state parks.
- Appoint a bipartisan commission on land use. [CREATED BY EXECUTIVE ORDER 2003]
- Evaluate all state subsidies for their impacts on sprawl.
- Expand farmland and open space preservation programs.
- Fight for environmental justice.
- Teach a conservation ethic.
- Boost recycling.

Michigan State University Extension (MSUE) **Policy Background Reports**, 2002

- Issues identified. Not a recommendation document.

Senate Republicans announce land use legislation priorities, 2003

- Legislation to direct assessors to value farmland at its current, agricultural use, not highest and best. [SEE SB 301]
- Sunset the Land Division Act, removing statewide oversight of the land division process and encourage interest groups to help craft a new land division process. [SEE SB 303]
- Legislation to clarify for local property tax assessors that they are to consider donated rights in land whenever land is being assessed for its true cash value, providing additional incentives for individuals who donate their land to a qualifying conservancy. [SEE SB 303]
- Legislation to create an income tax credit of up to 50% of the taxable value of a qualified donation of real property. [SEE SB 304]

- Legislation to amend the Single Business Tax Act to provide incentives to companies doing business in Michigan to make valuable donations of land or interest in lands to a land conservancy. [SEE SB 305]
- Legislation to provide for local communities to voluntarily establish a development rights market program whereby development rights may be voluntarily purchased and sold based on a free-market negotiated price between landowners. [SEE SB 306]
- Resolutions to urge passage of federal legislation to cut 50% from the federal tax on land or easements sold to conservation entities. [SEE SCR 12 AND SR 39].

Urban Policy Choices for Michigan Leaders. by Dozier W. Thornton and Carol S. Weissert, Michigan State University Institute of Public Policy and Social Research, 2003

- There is a need for a long-term systematic visionary approach to race relations based upon consultation between racially aware policymakers and experienced bridge building organizations and groups.
- We must move beyond the annual race conference paradigm of “talking heads” and move to the model of small working groups of policymakers and bridge building community groups to map out systematic plans and policies for bridge building racial divides and building racially-unified communities.
- Statewide efforts help facilitate local bridge building activities by sending a strong message that hate crimes against racial minorities will not be tolerated. State anti-discrimination policies, however, need to be part of a larger visionary policy of building racially harmonious communities.
- As opposed to only partially reducing the reliance on the property tax as a method of funding public schools, the property tax should be eliminated entirely to fund schools. An alternative source of funding should be used. The property tax inherently perpetuates inequality in resources between urban poor schools which are disproportionately racial minority and immigrant, and wealthy suburban schools, which are disproportionately white and non-immigrant.
- The State of Michigan should report disaggregated data on achievement by race, language ability, and socioeconomic status for each school and the achievement gap by race and socioeconomic status.
- In order to address persistent racial residential segregation, which is caused by persistent racial discrimination in housing, there must be policies that require ongoing, comprehensive, random paired testing in each of the metropolitan areas in Michigan. If the Department of Civil Rights cannot engage in such testing, it should provide contracts to non-profit fair housing centers to conduct such testing. Given the subtle nature that housing discrimination has taken due to anti-discrimination laws, paired testing is the most effective way to detect it.

- Policies should be developed and/or enforced to remove the license of the real estate broker or apartment manager who has been convicted of violations of the Fair Housing Act.
- The majority/minority gap in homeownership can be addressed in part by policies to expand or offer the option of zero down payment for 30-year mortgages for low- and moderate-income residents.
- Legislation is needed in Michigan which will include monitoring and strong penalties against lending institutions that continue to deny loans to credit-worthy racial minorities or charge them higher rates than whites with similar credit records. Twenty states and the District of Columbia have passed such legislation.
- Initiate a statewide initiative on land use and sprawl, taking a leadership role at the state level, but assisting local planning units.
- Recognize the tight coupling between suburban sprawl, livability of the central city and the character of the rural landscape.
- Enable regional planning, regional alliances, regional planning framework and metropolitan planning organizations as key to controlling sprawl.
- Forecast Michigan. Routinely use forecasting and geographical information in a forecasting service. Within the Center for Geographic Information, Department of Information Technology, build a spatial decision support system for land use forecasting and analysis which uses sound, objective scientific information and the latest geospatial information technologies to assist in the synthesis of information for direct application to specific policy needs.
- Access Michigan. Make every citizen a planner; democratize the geographic information and outputs of forecasts by installing an Internet-based interactive geographic information system through an access service.
- Discourage demolition and encourage rehabilitation by providing tax incentives to rehabilitated structures.
- Establish statewide guidelines for the planning and zoning processes in order to avoid delays and difficulties in the approval process.
- Establish statewide guidelines for removing and/or relaxing exclusionary zoning practices among local communities inhibiting factory-built housing.
- Fund and support training programs for nonprofits in critical areas to increase productivity.
- Mandate local communities to designate sufficient space for housing for various income groups.
- Provide tax incentives for manufactured housing production plants to be located in urban areas or Renaissance Zones.
- Advocate the State maintain the level of public subsidies (which could be affected by declining federal subsidies) to ensure housing affordability among low- and moderate-income residents.
- Establish a state housing voucher system (similar to HUD Section 8 program) to fill the affordability gap.

- Use excess condemnation to help finance needed public projects and promote good planning around them.
- Establish a comprehensive enterprise development system to promote an entrepreneurial approach to all aspects of urban revitalization and state business development.
- Re-establish the Capital Access Program in the state as a mechanism for financing small business development in inner cities, a program that was founded in Michigan.

Table 2 Recommendations for Solutions to Land Use Issues by Category by Initiatives, 1990-2003

Initiative	Governmental	Healthy Economy & Healthy Environment	Open Space & Natural Resource Protection	Managing Growth	Promoting Redevelopment	Transportation & Other Infrastructure	Social Equity
Intergovernmental Growth Management Consortium Reports (3), 1990-1991	X		X	X		X	
Southeast Michigan Council of Governments (SEMCOG) Regional Development Initiative (RDI), 1991-1992	X		X	X	X	X	X
Governor Engler's Michigan's Environment and Relative Risk Report, 1992	X	X					
House Republican Task Force Report on Urban Strategy and Community Development, 1992	X	X	X	X	X	X	
Americana Foundation, Managing Growth: New Directions Toward Integrated Land Use Planning , 1993	X		X	X	X		X
House Republican Policy Committee Task Force on Land Use Report, 1994	X		X	X	X	X	
Status and Potential of Michigan Natural Resources . MSU Agriculture Experiment Station, 1994	X	X	X				
Governor Engler's Farmland and Agriculture Development Task Force Report , 1994-1995	X		X	X	X		
Michigan Economic and Environmental Roundtable Focus Groups and Urban Conference in Detroit , 1994 & 1995	X	X	X		X		X
Toward Integrated Land Use Planning , Report to the Michigan Natural Resources Commission, 1996	X		X	X	X		X
Land Information Access Association (LIAA), conducts leader surveys on growth management, 1997	X		X	X			
First House Bipartisan Urban Caucus, Urban Vision Summit held at MSU, 1998	X	X	X	X	X		X
SEMCOG releases report, Promoting Redevelopment: Recommendations for State Policy , 1999	X	X			X	X	X

Initiative	Governmental	Healthy Economy & Healthy Environment	Open Space & Natural Resource Protection	Managing Growth	Promoting Redevelopment	Transportation & Other Infrastructure	Social Equity
Michigan Economic Development Corporation releases new Strategic Plan linking economic development to urban redevelopment, 1999	X	X			X	X	
Urban Vision II: Building Coalitions for Michigan Cities , House Bipartisan Urban Caucus Summit, 2000	X	X			X	X	X
State Chamber of Commerce sponsors statewide Land Use Conference in 2000, 2001 & 2002	X	X	X	X	X	X	
House Republicans release land use policy list with proposed legislative reforms in spring 2001	X	X	X	X	X		
House Democratic Land Use Task Force releases Land Use Policy Report in fall 2001 with proposed legislative reforms	X		X	X	X	X	
Securing Michigan's Future Jennifer Granholm campaign platform, 2002	X	X	X	X	X	X	X
Senate Republicans announce Land Use Legislation priorities, 2003	X		X				
Urban Policy Choices for Michigan Leaders . MSU policy book by Thornton & Weisert, 2003	X	X			X		X

The following two reports only presented trends and/or issues and no recommendations and thus are not included above:

Michigan Society of Planning Officials (MSPO) **Trend Future- Land Use Issues Working Paper**, 1995

Michigan State University Extension **Land Use Policy Background Reports**, 2002

APPENDIX: LAND USE INITIATIVES 1990-2003

The following land use initiatives conducted between 1990 and 2003 were reviewed to identify a representative list of land use and related issues and to compile a list of the recommendations that came from those initiatives. The initiatives are identified and briefly described below.

Intergovernmental Growth Management Consortium Reports, 1990-1991

A group of seven Michigan communities joined together in an effort to identify ways in which to better manage growth. The seven communities were:

- West Bloomfield Township
- Waterford Township
- Rochester Hills
- Oakland Township
- Independence Township
- Meridian Township
- Leelanau County

The Consortium study committee met nearly monthly for one and a half years, and then quarterly starting in 1988. The intent was to develop proactive approaches to the highly apparent impacts of rapid growth. The Consortium reported their findings in two phases: Phase One—Existing Growth Management Techniques and Proposed Legislation for Michigan and Phase Two—Remedial Measures to Deal with the Impacts of Growth. Three separate publications were prepared.

SEMCOG Regional Development Initiative (RDI)

*including **The Business as Usual Trend Future**, 1991, and six other reports in 1992*

Concern about urban sprawl had become a concern for local officials in the Southeast Michigan Council of Governments (SEMCOG) during the late 1980's as work progressed on revisions to the Sewer Service area map and updating of the Regional Development Forecast. A Regional Review of the proposed Auburn Mills megamall focused concern and prompted creation of the Regional Development Initiative (RDI). The RDI project was headed by a specially-appointed and broadly representative Oversight Committee of leaders from the public, private and non-profit sectors.

RDI was a year-long study that included six topical workshops with recommended actions calling for significant changes in public policies and incentives for growth and redevelopment of the region, ideas that provide a framework for needed public debate.

Governor Engler's Michigan's Environment and Relative Risk Report, 1992

Following a US EPA effort to study environmental risks to citizens in each of the major regions, Michigan embarked on an analysis of its own. The Michigan Environment and Relative Risk study used a citizen committee, an agency committee and a scientist committee to list and then rank environmental risks to Michigan citizens. Risks were identified through presentations by nationally renowned scientists, committee members and public hearings. The project was administered by the Michigan Department of Natural Resources. The two greatest risks facing Michigan were determined to be 1) the absence of land use planning that considers resources and the integrity of ecosystems and 2) degradation of urban environments.

House Republican Task Force on Urban Strategy and Community Development, 1992

This was a report to the people of the State of Michigan from Representative Jan Dolan's Task Force on Urban Strategy and Community Development which prepared its report in 1992, outlining thirty three recommendations.

Americana Foundation, Managing Growth: New Directions Toward Integrated Land Use Planning, 1993

At about the same time as the Michigan Environment and Relative Risk study was taking place, the Americana Foundation sponsored a special symposium to bring focus to the broad issue of Michigan Land Use. Twenty-one participants from within and outside Michigan joined seven Foundation Trustees for discussions. The goals of the symposium were to determine the relative issues that fall under the topic of land use, to give a priority ranking for the issues posing the greatest risk to the economic and environmental future of Michigan, to recommend to the Foundation those areas that could best be served by grant support and to recommend future courses of action regarding the dissemination of information and ideas and involvement of the Foundation. The report synthesizes the results of the symposium.

House Republican Policy Committee Task Force on Land Use Report, 1994

The House Republican Policy Committee on Land Use was established in 1993 to create an overall guideline for the orderly development of Michigan's vacant land. The group gave particular consideration for unique environmental formations, productive agricultural land, recycling of vacated or dilapidated properties and the protection of current property owner's rights. Public hearings were held in eight locations around the State at which more than 200 persons

attended. The Task Force made 21 recommendations for legislative change. Nearly all were translated into bills, but only 3-4 were seriously acted upon.

Michigan Agricultural Experiment Station publishes **Status and Potential of Michigan Natural Resources Reports (SAPMINR), 1994**

In 1994, the Michigan State University Experiment Station published a series of studies on a variety of Michigan natural resources, including agricultural crops, timber, minerals and others. Each report described the current status of the resource and attempted to project recent trends into the future. Reports were prepared by Michigan State University faculty and staff. Some of the reports provided recommendations to deal with resource or policy problems.

Governor Engler's **Farmland and Agriculture Development Task Force Report, 1994-1995**

Governor Engler appointed 14 business, farm, conservation and community leaders to the Farmland and Agriculture Development Task Force in partial response to the 1992 **Michigan Relative Risk Analysis Report**. The Task Force was charged with:

- Identifying trends, causes and consequences of conversion of agricultural land to non-agricultural uses,
- Identifying voluntary methods and incentives for maintaining land for agricultural production, and
- Providing recommendations for enhancing the continued vitality of agricultural activity and protecting private property rights, thereby retaining land in agricultural use.

The Task Force made 16 major recommendations. About half were subsequently addressed in some fashion. The Task Force was funded by W.K. Kellogg Foundation, Americana Foundation, Consumers Power Foundation, Rollin M. Gerstacker Foundation, Michigan State University and Dow Elanco. The American Farmland Trust provided staff support for the project.

Michigan Economic and Environmental Roundtable, Focus Groups and Urban Conference in Detroit, 1994-1995

The non-profit organization, Michigan Economic and Environmental Roundtable is a group of business and environmental leaders organized to provide a forum where leadership from diverse sectors in Michigan can address the challenges of balancing economic development to meet human needs with prudent resource management and maintenance of environmental quality. The Roundtable conducted four focus groups in 1994 to gather opinion on urban revitalization and building sustainable communities in Michigan. The focus groups included

environmentalists, government officials, community activists, developers and commercial lenders. The Roundtable hosted a conference to address urban issues in Detroit in 1995. A series of papers provides insight into land use issues and recommendations for action.

Michigan Society of Planning Officials (MSPO) Trend Future-Land Use Issues Working Paper, 1995

This was one of eleven working papers prepared as part of a series tracking trends in the State of Michigan and projecting those trends into the future if the people of the State conducted business as usual. This long report tracks land use issues from the 1800s to contemporary times and cites numerous historic papers and more recent public opinion surveys and focus group findings, plus the recommendations of various groups and legislative committees on these issues.

Toward Integrated Land Use Planning, Report to the Natural Resources Commission. Follow-up Relative Risk report with recommendations for DNR, 1996

In response to the **Michigan Environment and Relative Risk Report**, 1992, the Governor directed the Michigan Natural Resources Commission to establish a process to review current state programs and to provide recommendations which would reduce the risks identified in the 1992 **Relative Risk Report**. This follow-up Task Force, comprised of a broad range of individuals with a record of involvement in the topic areas, began its work in 1994. It investigated policy, laws, information needs and current problems. Stakeholder groups provided validation to the findings of this Task Force. Many dozens of recommendations were made. Few were acted upon.

Land Information Access Association conducts leader surveys on growth management, 1997

The nonprofit Land Information and Access Association (LIAA) was given a grant by the Americana Foundation to conduct a survey of growth management organizations in other states and to conduct a survey of citizens and officials involved in land use planning in Michigan. At least one leader of 23 of the 24 various state organizations, most similar to a “1000 Friends” organization, were interviewed. The citizen, business leader and planning official survey was sent to 1,000 potential Michigan respondents. Over 25% responded with a completed survey.

First House Bipartisan Urban Caucus, Urban Vision Summit held at MSU, 1998

The House Bipartisan Urban Caucus sponsored an innovative summit in January of 1998 to generate ideas on how deal with urban issues. Noted speakers and representatives from 31 stakeholder organizations provided insight in this one evening and next day meeting at the Michigan State University Kellogg Center. In spite of the intent to focus on urban issues, the need to deal with both rural and urban issues, as two aspects of the same trend of sprawl was raised by many participants. The group prepared a list of recommendations.

SEMCOG releases report, Promoting Redevelopment: Recommendations for State Policies, 1999

This paper reflects the expertise of members of the Southeast Michigan Council of Government's (SEMCOG) Urban Policy Task Force (a task force of the Community and Economic Development Advisory Council CEDAC). It is an update of SEMCOG's 1994 report, ***Revitalizing Urban Communities: An Action Strategy***. This paper includes revisions to the 1994 recommendations to reflect changes in the environment for redevelopment activities and emerging issues. The purpose of the paper is to stimulate further statewide discussion among parties interested in a redevelopment strategy for Michigan.

Michigan Economic Development Corporation releases Strategic Directions for Michigan's Future linking economic development to urban redevelopment, 1999

The Michigan Economic Development Corporation released a strategic plan in 1999, outlining strategic directions for the next decade of Michigan's future. This new plan is a departure from previous versions, switching from greenfield development at the expense of urban centers to focus on worker retention, urban reinvestment and brownfield development.

2d House Bipartisan Urban Caucus, Urban Vision Summit at MSU, 2000

This summit was similar to the one held in 1998 at Michigan State University. Sixty-four members of the Michigan House Urban Caucus attended the second summit. Four major speakers addressed various local, regional and state experiences. These were Paul Hilligonds, President of Detroit Renaissance and former Speaker of the Michigan House of Representatives, Dr. Douglas Kelbaugh, Dean, department of Architecture, University of Michigan, Larry Morandi, transportation and urban policy analyst with the National Conference of State Legislatures, and Curtis Johnson of the Citistates Group. One of the goals of the House Urban Caucus was to forge new coalitions to deal with the pressing problems of Michigan's urban areas.

State Chamber of Commerce sponsors statewide Land Use Conferences in 2000, 2001 and 2002

The State Chamber of Commerce sponsored three Michigan Legislative & Business Leaders Public Policy Forums in 2000, 2001 and 2002. The first forum set the stage with three goals:

- Discuss the extent to which improving the quality of life of Michigan citizens enhances economic growth and prosperity
- Examine how Michigan and its employers could attract workers and provide them with quality education, a clean environment, urban vitality, affordable housing and efficient transportation
- Identify measures to inspire and inform legislation on improving the quality of life in Michigan and thereby contribute to continued economic growth.

These goals were expanded upon at similar forums in each of the following years while land use issues have been a major focus since the beginning. Support was provided by eight businesses, twelve chambers of commerce and the Dow, Frey and Kellogg foundations.

House Republicans release land use policy list with proposed legislative reforms in spring 2001

A legislative package was announced in April, 2001 to improve land use and protection for the environment. Speaker Rick Johnson and Representative Ruth Johnson, Chair of the House Land Use and Environment Committee made the announcement. The plan is based on five principles:

- Responsible growth
- Protecting lakes and rivers
- Assuring clean drinking water
- Re-energizing urban areas
- Preserving farmland

Specific legislation based on these principles was subsequently introduced and several pieces were enacted.

House Democratic Land Use Task Force releases **Land Use Policy Report** in fall 2001 with proposed legislative reforms

State representatives Chris Kolb and Patricia Lockwood announced a Democratic Land Use Task Force report and legislative recommendations in the fall of 2001. Their report followed a series of public hearings held around the state. The Land Use Task Force was one of several Quality of Life task forces assembled by House Democratic leader Kwame Kilpatrick.

Securing Michigan's Future—campaign platform of Jennifer Granholm, 2002.

A number of issues were raised and policy recommendations made in the published campaign platform of then candidate for Michigan Governor, Jennifer Granholm, in 2002. This document, entitled **Securing Michigan's Future** presented the official positions of her campaign and remains a guiding document for her administration.

Senate Republicans announce Land Use legislation priorities, 2003

In March, 2003, Republican senators announced a legislative land use package of eight bills and resolutions aimed at helping protect farmland from development, creating incentives for land donations and calling on Congress to pass legislation.

Urban Policy Choices for Michigan Leaders, by Dozier W. Thorton and Carol S. Weissert, Editors, Institute for Public Policy and Social Research and Urban Affairs Programs, Michigan State University.

This new book provides Michigan leaders a “head start” at thinking through the problems facing Michigan urban areas. The book is a product of research on issues that surfaced in a meeting of MSU faculty, business leaders, community activists and public officials from across the state in December of 2001.

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