

Ann Arbor Area Chamber of Commerce

A2Success

Government Efficiency and Effectiveness:

Intergovernmental Cooperation (IGC) in
Washtenaw County, 2008-2009



IMPACT 2009

Welcome to Impact 2009!

As Tony VanDerworp of A2Success put it aptly this May, this year's Impact is about accountability. Moving our communities, region, and state forward will take more than hard work, it will take a systematic commitment to analyze what progress is already occurring around us. We will need to use data to discern our path, search out the money and time to make progress happen, and actively develop relationships of trust with other communities interested in collaboration.

Both the Ann Arbor Area Chamber and A2Success know that those of us in attendance today understand that civic environments require synchronicity; whichever term you decide to use- service sharing, intergovernmental cooperation or cross-boundary collaboration- all are about forming effective teams and refining the process of teamwork.

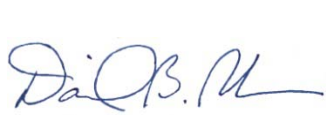
Let us evaluate where we stand: which cooperations have worked, which have not, and those things we have not thought of or tried. This document brings together service sharing resources, suggestions, and a brief catalog of agreements that have been struck or considered in Washtenaw County through 2008-2009. As leaders in our communities, we can observe the direction in which integral services such as education, safety, and public works are headed.

Scan the list of organizations, programs, and grants committed to government collaboration and efficiency on pages 5 and 6. Take a look through the catalog starting on page 11 to assess where your community is in the collaborative network of Washtenaw this year. And finally, when you have struck that agreement, get the word out via the web: add your collaboration to the AgileGov database through the Southeast Michigan Council of Governments (SEMCOG) available at <http://www.semco.org/data/agilegov.cfm>.

Today, Washtenaw County and the greater State of Michigan, like the entire nation surrounding them, face fiscal challenges. A networked base of citizens is the conduit through which great ideas flow and challenges are surmounted.

Thanks for being Washtenaw's base.

Government Efficiency and Effectiveness Project Team, Impact 2009



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What Others are Saying about Cooperation in Southeast Michigan

"All of our Guiding Principles are important to the success of Washtenaw County government, but I believe the final principle is the future: Provide leadership on intragovernmental, intergovernmental and intersectoral cooperation and collaboration aimed at improving services to County citizens.

Governments within the State of Michigan cannot continue along the same path as they have in the past. We must *change the way government works* and rethink how we do business."

- *Bob Guenzel, Washtenaw County Administrator, Message From the Administrator on the Recommended Budget for 2008-2009, September 20, 2009*

"The governor and the Legislature have a unique opportunity to help local governments work together by amending annexation laws that damage positive relationships between cities and townships, and by reforming outdated recall laws to protect public officials from those who wish to maintain the status quo and who would attack officials attempting to implement these types of changes."

- *Larry Rutledge, LaSalle Township Supervisor, Past Michigan Township Association President, Business Wire, Feb 7, 2007*

"Local government cooperation and consolidation has gotten the lion's share of the attention as a way to save money in this down economy. But Michigan's municipal governments need to embrace a culture shift to make this work.

... Research in Michigan indicates that property assessment seems a less likely candidate to cut costs. On the other hand, fire protection is promising, particularly in urban areas. MSU research estimates that \$100 million could potentially be saved across Michigan's major metropolitan areas over five to seven years if operations were consolidated. But there is a more important way to cut costs and save money, and that is for local governments to restructure themselves first... Tools such as CitiStat, now being implemented by the cities of Lansing and Warren, are pointing to a better future for local governments."

- *Eric Scorsone, Detroit News, Commentary: Reform Government to Cut Costs, January 21, 2009*

"The Southeast Michigan Council of Governments has examples of at least 250 ways area governments have collaborated, consolidated or privatized to save money. But to achieve truly significant savings, governments' hands are tied. Two state laws dictate that in any consolidation or merger, the highest wage and benefits packages of a merging partner will prevail. That's a provision of P.A. 312, which also requires binding arbitration in contract disputes with police and fire units, one of the costliest laws to local governments on the books. The other is the Intergovernmental Cooperation Act."

- *Editorial: Crain's Detroit Business, March 29, 2009*

"All these successes had one thing in common: regionalism. It took collaboration by multiple jurisdictions to accomplish something greater than what one could accomplish working alone. In the new cash-starved Michigan, it's the only way we can transform our economy."

- *Doug Rothwell, President, Detroit Renaissance, Just When You Thought Regionalism was Dead, July 7, 2009*

"We should follow the Portland path. We've spent too many years infighting and saying we're different or that we can't afford to change. It is time to say we can't afford not to have a powerful regional authority. We need to move forward as one region with many centers."

- *Michael Poris, Metromode Commentator, August 24, 2009*

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Intergovernmental Cooperation: Organizations, Programs, and Grants in 2009

Centers for Regional Excellence (CRE)

www.michigan.gov/cre/

Grants: Eight grants of up to \$25,000 over two years. Application deadline September 3rd, announcement of recipients in late October. Priority to regional economic development with a variety of governmental organizations and community stakeholders.

Citizens Research Council

www.crcmich.org/EDSurvey/toc.html/

Grants: In the areas of community development, 'cool cities' grants and planning programs, transportation and economic development, brownfield redevelopment, employment, and environmental protection.

Economic Development Administration (EDA), U.S. Department of Commerce

www.eda.gov/PDF/FY09-EDAP-FFO-FINAL.pdf/

Grants: Economic development assistance worth \$240,000,000 to be dispersed over FY 2009.

Grand Valley Metro Council

www.gvmc.org/

Grand Rapids area association that provides members with assistance with grants and finances.

Grants.gov

www.grants.gov/

Grants: Over 1,000 grant programs and access to roughly \$500 billion in awards.

Land Information Access (LIA) Association

www.planningmi.org/liaa.asp/

Grants: Over \$150,000 in professional services and technical assistance. Requesting proposals from combinations of municipalities ready to work together. Linked into the website of the Michigan Association of Planning.

Michigan Associations of Counties (MAC)

www.micounties.org/ServiceCorporation/GrantServices/tabid/107/Default.aspx/

Provides help with funding strategy and grant writing. PAC for county commissioners.

Grants: Site provides a list of grants available (job training, corrections, environment, etc.), although 2009 deadlines have passed.

Michigan Association of Planning

www.planningmi.org/

Grants: Partner, Land Information Access Association, is providing a grant through their Partnerships for Change program (see LIA entry).

Michigan Chamber of Commerce

www.michamber.com/

Providing management information and tools, networking, insurance services, and a legislative action center.

Michigan Land Bank Fast Track Authority

www.michigan.gov/dleg/0,1607,7-154-34176---,00.html/

Grants: Property: in partnership with the Michigan State Housing Development Authority (MSHDA), it offers a limited number of state-owned, tax-reverted properties at no financial cost to eligible non-profit organizations for the purpose of developing affordable housing.

Under 'Funding Opportunities' on the link list on the right, find the 2004 list of 'Top 50 Foundations Awarding Grants in the State of Michigan'.

Michigan Municipal Bond Authority

www.michigan.gov/treasury/0,1607,7-121-1753_37602_37604---,00.html/

Providing Michigan's local units of government and schools with an alternate source of financing for infrastructure projects and cash flow needs via low cost access to the public finance market.

Michigan Municipal League

www.mml.org/advocacy/federal/recovery.html/

Grants: Specifically listed are the Byrne Justice Assistance Grants (JAG) and Crime Prevention Grants (\$1.989 billion available nationwide); information on a number of topics relating to the stimulus package.

Michigan Recovery & Reinvestment Plan

www.michigan.gov/recovery/0,1607,7-172-52838---,00.html/

Grants: Links to competitive grant opportunities for Michigan communities and non-profits. Also links to Grants.gov and the American Recovery and Reinvestment Act sites.

Michigan Regional Skills Alliance

www.michigan.gov/rsa/

Initiative on workforce and training solutions in the State of Michigan.

Michigan Suburbs Alliance

www.michigansuburbsalliance.org/public_policy_ref orm/economic_recovery/

www.michigansuburbsalliance.org/resources/public_ations/

Lists broad economic recovery information and links articles on joint service delivery and intergovernmental cooperation, including 'how-to' manuals and successful projects. Links to published information on other topics such as municipal finance and transportation also available.

Michigan Townships Association (MTA)

www.michigantownships.org/tga.asp

www.michigantownships.org/EdWorkshops.asp/

Township Governance Academy offers courses towards a credential intended to give township board members and other local leaders the knowledge and skills needed to make effective decisions. Professional development retreats, workshops offered on topics like land uses and financial strategies.

Michigan Training & Technical Assistance Collaborative (MITTAC)

www.mittac.org/contact_us.htm/

Established in 1999 by the organizations and agencies providing training and technical assistance to Michigan non-profits and local units of government that are engaged in sponsoring, producing and/or operating affordable housing and other community development activities.

MiDEAL (Michigan Delivering Extended Agreements Locally)

www.michigan.gov/localgov/

By becoming a member of MiDEAL, local units of government can purchase on State contracts (the

same terms, conditions, and prices). Membership is open to any city, village, county, township, school district, non-profit hospital, institution of higher learning.

MSU Land Policy Institute

www.landpolicy.msu.edu/

Grants: Through the People and Land (PAL) Initiative (see below under People and Land Initiative), the Land Policy Institute has been able to provide re-grants to community and university partnerships, engage in policy-relevant research and outreach endeavors, and establish new programs that will address land use issues on a long-term basis. User groups, research, publications, reports, workshops, and more.

Partnerships for Change

www.partnershipsforchange.cc/

Grants: While the latest grant applications were due September 14, 2009, proposals for 'First Step Service Grants' may be submitted any time up to June 1, 2010.

People and Land (PAL) Initiative

www.peopleandland.org/

Grants: Under 'Regional Prosperity Initiative Grants', a number of programs are listed. Goal: foster multi-sector and multi-jurisdictional collaboration at the regional level as a means for advancing economic, social, and environmental progress in Michigan. Twenty-five grant proposals were received in May 2008 and reviewed by the PAL Leadership Council. By September 2008, nine regional partnerships received funding for their proposals.

SEMCOG

www.semco.org/LocalGovernmentEffectiveness.aspx/

Maintains the AgileGov database, a searchable history of collaborations in Southeast Michigan. AgileGov 2008 entries called 'SEMCOG Efficiency Ideas' list suggestions by category on attaining new efficiencies. SEMCOG also offers a list of efficiency improvement resources, collaboration and joint public service, and right-sizing recommendations.

Western Michigan Strategic Alliance

www.wm-alliance.org/about.php/

Video showcasing how Western Michigan is collaborating. The Alliance also lists initiatives, publications, and news.

Introduction:

What Can Be Done Immediately

Submit information: Help the region move forward by contributing to SEMCOG's AgileGov catalog. With limited resources, the Southeast Michigan Council of Governments SEMCOG can only do so much to seek out what each piece of Southeast Michigan has accomplished collaboratively each year.

Administrators, managers, supervisors, and superintendents: please set aside some time before 2010 to contact Dave Boerger (boerger@semcog.org, 313-324-3427) for a forward to his current intern compiling the database and do a check on what records SEMCOG has on your intergovernmental collaboration history. This is a great resource for all of us and it can be made even better.

As we continue to set up new collaborations, please make it a yearly tradition or a collaboration-settling final step to notify SEMCOG of what has occurred.

Get information: Your office can institute a separate email address to catch new ideas for intergovernmental collaborations. That way, you can check when you have time, rather than allowing great ideas to stack up and volunteer themselves for deletion in your busy inbox. Dave Boerger of SEMCOG's AgileGov database suggests:

“For up-to-date information on government collaboration, search newspapers online using Google News Alert. You will receive e-mails with results in list form, each linking to the actual article. Once you are viewing the article at the newspaper web site, you will be able to use those features to print, e-mail, etc. Directions for setting up Google News Alerts are available at <http://www.google.com/alerts/>.”

Additionally, pages 5 and 6 of this report exhibit a long list of organizations that may provide funds or assistance for your organization. Visit the sites of organizations and programs and keep an organized list of bookmarks on them (that can be looked over by new office hires or interns in the future), subscribing to their listserv or update mailings if possible.

Identify a possible team and brainstorm: Gather possible collaborators, influential, or inspiring people together to identify how to move forward. Finding a moderator to keep the meeting on topic and time efficient can be very helpful.

For example: recently, the Ann Arbor Area Chamber participated in a program through Washtenaw Community College to identify and satisfy the informational needs of the Washtenaw small business and entrepreneurial community. County libraries and chambers of commerce, in the span of two hours and with the help of a facilitator, identified a plan to continue together as a coalition and address challenges as a team. Just scheduling a time to meet like-missioned people face-to-face with some talking points and some potential plans will get things in motion. Using a Skype or teleconferencing session to connect those that cannot attend is a good idea! There are also numerous online tools like Wiggio or Google Groups to act as a listserv and file share center for more nebulous sets of people.

How To: Finding Fellow Collaborators, Funding Collaborations, and Making Agreements

What appears historically easy: Interlocal and informal agreements are not difficult to establish. However...

What is harder: ...establishing an *authority* can be more difficult. Its funding can be tied to a dedicated revenue source (such as a millage) to create a stable and equitable source of funds. Authorities typically 'buy' assets from their communities. Current law does not provide for all boundary change and consolidation options (such as voluntary township-to-township boundary changes). Municipal boundaries have no relationship to school boundaries and vice versa, nor do either have much of a relationship with natural resource boundaries such as watersheds.

Cooperation can become fairly complex. Issues can arise over which law to incorporate under, and when it comes to the structure of governance, questions arise as to who gets who many voting members, what the voting process will be, financing questions and how money will be raised, and who pays for what (fixed and variable costs, cost allocations).

Villages and townships tend to provide services at a lower cost than cities, and there is a fear that major consolidation of either public services or local governments will not save money or would not save much. On top of that, fears arise that public input will be lost within the new structure because the governmental unit size will be larger.

Applicable laws and history:ⁱ Dillon's Rule (1868),ⁱⁱ Public Act 206 (1893),ⁱⁱⁱ Public Act 278 and 279 (1909),^{iv} Public Employment Relations Act (PERA) (1947), Public Act 116 (1954),^v The Michigan Constitution (1963),^{vi} The Urban Cooperation Act (1967),^{vii} The Intergovernmental Transfer of Powers Act (1967), Public Act 7 and 8 (1969), Public Act 312 (1969),^{viii} Public Act 140 (1971),^{ix} Governor William Milliken's Special Commission on Local Government Final Report (1972),^x Public Act 425 (1984),^{xi} Public Act 57 (1988), Jennifer Granholm's Executive Order creating the Governor's Task Force on Local Government Services and Fiscal Stability (2005,2006).^{xii}

Available grants: See pages 5 and 6 in this packet for a list of organizations and programs supporting government collaboration and efficiency.

How-to in 8 Steps:

Step 1: A simple decision tree can be helpful when considering whether a service is ripe for collaboration. If the service is capital-intensive, that capital can be shared. Even technical or labor-oriented services can involve substantial amounts of capital that may be reasonably shared. You may be able to decide at this point whether a private-public partnership is more appropriate.

Step 2: Start talking! What do you need? What do your counterparts and neighbors need? Do both of you have similar fiscal capacities? What is your history of working together? Are there political dynamics and personal agendas that need to be reconciled? What are the intentions, expectations, styles, and spending and service histories of separate parties? Where do they see themselves stature-wise or style-wise in your region?

Step 3: Gather your preliminary research and your data. This catalog highlights projects that have been pursued in 2008 and 2009, but lengthier lists going back considerably farther into the past are available through the AgileGov search engine provided by the Southeast Michigan Council of Governments (SEMCOG).

Step 4: If you have not cooperated with your intended partner before or have a negative or unknown history, consider the possibility starting with a small endeavor, like cooperative purchasing for a service vehicle or any minor interlocal agreement, and build trust.

Step 5: Involving all stakeholders from the beginning is also integral to building trust. Form a study group to discuss what your research found and what your data illustrates. Take baby steps and target easy projects first so that all parties learn how to interact and how well the process can work. Start your

community PR and update those communications often. Consider conducting surveys, public forums, and/or focus groups to foster and determine the level of employee and public support and help identify issues to be addressed. Allow stakeholders to take credit for collaborative successes. Keep in mind that some constituents expect the best and are willing to pay for it; others want everything but don't want to pay a dime. Expect backlash against the project, but always respond positively and re-emphasize the merits of collaboration.

Step 6: Do a feasibility study; this should be easier if someone with your office has attempted an intergovernmental collaboration before. State the business case, identify the main issues at hand, assess the risks to be mitigated, prepare documents on ROI, short-term and long-term operations, capital needs, and answer some key questions:

- What are the goals and objectives for the proposed cooperative initiative?
- What tangible and intangible benefits may be garnered?
- What political economic human resource, legal, or social barriers exist?
- Where can economies of size, scale or scope can be realized?
- How much funding do the participating communities have / how much does the initiative need?
- Where will future funds come from?
- How can funding responsibilities be shared?
- How does each community benefit financially?

Study the financing sources available (for example, general fund revenues, extra-voted property taxes, special assessments, user fees, third party payments, grants, donations/contributions, or bonding). When the service delivery entity has no independent taxing authority, look to cost allocation.

This can be done by matching costs to usage or by indirect means- like a weighted formula.

Matching costs to usage could involve average cost pricing, annual fees or an annual fee plus the average cost, or percentage share based on usage.

Using indirect means or a weighted formula begins with selecting a weighting factor representing the service coverage area, like population, State Equalized Value (SEV),¹ or usage. Then, a percentage share of that selected factor is used. The weighting factor is then multiplied by a percentage share (for example, 30 percent weighting factor that was selected is multiplied by 20 percent of the population). The results are applied to total costs (fixed and variable) to determine the cost allocation.

As your financial people review the numbers, don't forget to consider everything on the table. That means administrative support services (like Human Resources, IT, Payroll) and the possibility of contracting with another collaboration participant, outsourcing, or privatizing.

Step 7: Each community's current model of operations has to be projected over a given timeframe, and then compared with a collaboration / consolidated model of operation. Many assumptions about the future will have to be made. Some communities need to realize savings sooner than others, due to dire financial circumstances or legal mandates. And since some participants may already be in dire financial condition, their cost structure may have been so emaciated that few cost savings can be realized by collaboration. It may take at least five years, and often as much as ten, to realize significant savings without layoffs. Collaborative endeavors must be structured to adapt and change over time.

Step 8: Make an agreement. Have an experienced attorney work with you on the interlocal agreement or the particulars involved in establishing the authority. The agreement will have to cover the:

- Legal basis for the relationship / agreement
- Method of financing and cost allocations

¹ State Equalized Value (SEV) is used by municipalities to calculate the taxes that should be collected from that property. In theory, when it is doubled it amounts to a municipal estimate of the property's value. SEV is different from Taxable Value is what homeowner taxes are based on.

- Who retains which powers / authority
- Accounting, investing, auditing, taxing and borrowing authority and procedures
- Governance structure, membership, and protocols
- Dispute resolution
- Level of training and certification required of employees providing the service
- Minimum staffing requirements
- Compliance with specific regulations
- Performance measures / benchmarks

Troubleshooting:

Integral offices are hard to contact: Some offices are only open on a part-time basis during the week. Get the information on who is in the office and when early in the process so you know what to expect in terms of a timeline or how to propose a timeline to the office. Make face-to-face contact or phone contact if possible- they're good steps towards building trust between administrators and staff. Being noticeably friendly when leaving phone or email messages won't hurt, either; be an advocate for the collaboration you're seeking.

Data collection and conflicting responses: You are at the mercy of the participating communities to gather the data needed for analysis. Keep a dated record of contacts with names. After identifying the best or most knowledgeable contact, be sure he/she knows that you received conflicting information and from whom in their office if that occurs. It is a helpful way to smooth out informational wrinkles.

Legislators and/or other leaders are nervous: Inform and secure the approval of your legislative / executive bodies before beginning the project. Ease the nerves of Council members by assuring them in numbers (letters, phone calls) that constituents want this to happen, and complaints are indeed the minority. Involve the leaders (directors, chiefs, etc.) of the affected departments, and have them jointly present to the legislative / executive bodies when seeking approval to proceed.

Staff is nervous: Transitional training may help. Also, working onwards from easy initiatives (towards the hard ones) builds a base for trust once those easy initiatives are accomplished. What's in it for each party must be defined and articulated- discuss what is in the agreement vocally and don't simply leave the staff to go over the document in their spare time. Get people excited about going forward with the program or project. Certainly, referencing a list of best practices or successful collaborations can build staff confidence or inspire them to new collaborations. Ease the transition for staff by blending the values, traditions, procedures, and cultures of the participating entities.

A community or individual stakeholder is nervous: Often one community or person has reservations about the collaboration being proposed, and they can slow down or even doom the entire project. Presenting research on similar collaborations will help cement your position. Be sure to keep them involved and apprised of progress, but also know when to cut them loose.

Deciding power-sharing and authority: A governance structure needs to be worked out, and politics and allocation strategies come into play. Avoid giving one participant the lion's share of control. Ideally, the governing body should be made up of individuals with the relevant experiences necessary for the success of the IGC endeavor.

Deadlock: Avoid taking an "all or nothing" stand. Many small collaboration initiatives can add up to big savings. No matter what you do, some stakeholders (e.g. employees, unions, elected officials) will resist change, others will feel threatened, and most will act only in their self-interest. Strength in numbers is a two-sided coin: if you have a majority of stakeholders ready to agree or with common interests, consider proceeding together and leaving other deadlocked participants out of the agreement.

For more information:

Art Holdsworth, Oakland County Director

oldswortha@oakgov.com

248-858-0160

http://www.oakgov.com/services_index/government/cvt_services.html

Accounting

Attorney and Legal Services

Building Inspection and Permits

Contracting Building Inspectors:

Northfield Township and The City of Pittsfield

In the past, Northfield Township had one full time staff member to do planning, zoning, code enforcement and building inspections. The position was since eliminated. Now, Northfield contracts building inspectors to Northfield.

For more information:

Deb Mozurkewich, Northfield Township Supervisor
734-449-2880 x12

The City of Pittsfield and The City of Ypsilanti

The City of Ypsilanti has two of Pittsfield's building inspectors working for the City.

For more information:

Ed Koryzno, City Administrator, City of Pittsfield
734-483-1810

Ceremonies

Clerks

Code Enforcement

See 'Building Inspection and Permits' for related information.

Community Planning and Development

Communication Infrastructure and Systems

Ann Arbor Phone System Collaboration (2008)

In an informal agreement, the City of Ann Arbor and the Ann Arbor Transit Authority (AATA) are partnering on a new Voice Over IP phone system. This project has benefits on a variety of levels. The City and AATA participated in the solution selection process, improving their relations. The partnership will be leveraging common infrastructure, the City's Institutional Network, to provide a single network between the agencies connecting the City's and the AATA's phone services, thereby reducing costs. The AATA will share phone system licensing and services with the City, reducing duplication of services and saving costs. The city has extended its contracting terms from all providers to the AATA, saving the AATA resources.

Stakeholders: Ann Arbor Transit Authority, Suntel Services, Mitel, Paytec

For more information:

Dan Rainey, IT Director, City of Ann Arbor

DRainey@A2gov.org / 734-994-2794

Communication Infrastructure and Systems

Construction

See 'Building Inspection and Permits' for related information.

Economic Development, Business Retention and Expansion, Business Licensing, and Entrepreneurship

Brownfield Redevelopment Authority: City of Ypsilanti, Washtenaw County (2008)

The historic Thompson Block redevelopment in Ypsilanti will be a \$4 million renovation of a three-story building. It will consist of a mix of commercial and retail space and 16 residential lofts and is expected to support creation of 100 new jobs. Maintenance of the historic architecture and design of the 34,000-square-foot structure, vacant for more than 20 years, is another step forward in the revival of the historic Depot Town area of the city.

For more information:

Richard Murphy, Ypsilanti City Planner

734-482-9709

Suggested:

'Transportation' for a summary of the Aerotropolis Development Corporation (ADC)

Education

Project/Program examples:

- **HR Online Applicant Tracking Program, Washtenaw Intermediate School District (2008-2009)**
Stakeholders: Washtenaw Intermediate School District (WISD)
- **Special Education Transportation (2008-2009)**
Stakeholders: Washtenaw Intermediate School District (WISD)
- **Bus Parts and Fuel (2008-2009)**
Stakeholders: Washtenaw Intermediate School District (WISD)
- **Dental/Vision Health Insurance Pooling (2008-2009)**
Stakeholders: Washtenaw Intermediate School District (WISD)
- **Payroll Services (2008-2009)**
Stakeholders: Washtenaw Intermediate School District (WISD)
- **403b Countywide Contract (2008-2009)**
Stakeholders: Washtenaw Intermediate School District (WISD)
- **Enhance Millage Proposal Request (2008-2009)**
Stakeholders: Washtenaw Intermediate School District (WISD)
- **Power School Student Management (2008-2009)**
Stakeholders: Washtenaw Intermediate School District (WISD)
- **Education Options: New Tech High School Model, Countywide International Baccalaureate, Ombudsman (2008-2009)**
Stakeholders: Washtenaw Intermediate School District (WISD)
- **Drop Back In Academy (countywide drop-out prevention) (2008-2009)**
Stakeholders: Washtenaw Intermediate School District (WISD)
- **Leadership Academy (2008-2009)**
Stakeholders: Washtenaw Intermediate School District (WISD)
- **New Teacher Countywide Mentoring (2008-2009)**
Stakeholders: Washtenaw Intermediate School District (WISD)
- **Electronic Countywide Individual Educational Plan (IEP) (2008-2009)**
Stakeholders: Washtenaw Intermediate School District (WISD)

For more information:

William Miller, Washtenaw Intermediate School District Superintendent
734-994-8100 x 1301

Election Administration

Engineering

Fiscal Services and Purchasing

Human Resources Operations

Information Technology, Technology Infrastructure, Records and Data

County Provision of IT Services: City of Ypsilanti, Washtenaw County (2008)

Since 2008, the County has provided information technology services for Ypsilanti.

For more information:

Ed Koryzno, City Administrator, City of Pittsfield
734-483-1810

Joint Data Center: City of Ann Arbor, Washtenaw County (2009)

Washtenaw County's center was combined with Ann Arbor's, resulting in the physical relocation to Ann Arbor's municipal building in the spring of 2009. The partnership reduces operating expenses, improves service for citizens, and the new location brings improved disaster recovery capabilities.

For more information:

Roger Fraser, City Administrator, City of Ann Arbor
734-794-6110 x 41102

Information Technology Services Unit: City of Ann Arbor, Washtenaw County (2009)

The City of Ann Arbor contracts IT Services personnel from Washtenaw County to supervise and manage its infrastructure team.

For more information:

Roger Fraser, City Administrator, City of Ann Arbor
734-794-6110 x 41102

Library

Neighborhood and Business Relations

Parks and Recreation

Planning and Strategy

Joint Planning on Master Plan: Bridgewater, Freedom, Manchester Township, Village of Manchester (ongoing)

For the last couple of years work has been done on joint planning for a master plan for these collaborators.

For more information:

Jeff Wallace, Village of Manchester, Village Manager
734-428-7877

Property Assessing

Recycling

Safety Services:

**Law Enforcement, Firefighting and Rescue,
Emergency and Disaster Response Planning,
911 and Radio Communication, and Counter-Terrorism**

Contracting with County Sheriff for Police Services, Ann Arbor and Superior Township (2008)

The Charter Township of Superior and Ann Arbor Township have separate individual contracts with the Washtenaw County Sheriff Department for police protection. The two townships have requested for several years for the Sheriff Department to allow the two townships to collaborate their deputy deployment. In 2008, the Sheriff's Department agreed to allow the two townships to merge their deputy deployment and now the deputies report to one station which is located in Superior Township. From there, the station sergeant deploys the deputies based on each township's contract obligation. If one of the communities has more requests for service than allocated deputies, the other community's deputies respond if available. One positive outcome of the contract is the citizens have faster response times without paying for additional police. This also allows for more proactive patrol and directed patrol without requiring additional resources. This collaboration also requires minimum staffing levels which allows for reduced overtime, and the ability to strategize deployment and resources. The challenges related to the contract are associated with the complexities of merging two separate police staffs into one.

For more information:

William McFarlane, Supervisor, Superior Township
734-482-6099

Joint Police Services: Village of Manchester, Bridgewater, Lodi (2008)

This agreement has been in place since the last budget year- for roughly fifteen months. Each player has their own contracts in place, but service is being provided per an informal agreement as a cost saving measure.

For more information:

Jeff Wallace, Village of Manchester, Village Manager
734-428-7877

Senior Center

Tax Sharing

425 Tax Sharing Agreements: City of Milan (ongoing)

Since 2003, 425 tax sharing has been on the table but no informal or formal agreements have been struck.

For more information:

Ben Swayze, Milan City Administrator
734-439-1501

Transportation

Aerotropolis Development Corporation: Wayne County, Washtenaw County (2009)

April 1: 2009: Washtenaw County Board of Commissioners votes unanimously to adopt an intergovernmental agreement creating the Aerotropolis Development Corporation (ADC) through the Urban Cooperation Act (P.A. 7 of 1967.). The creation of an ADC reflects the first formal step to institutionalize the development of the Aerotropolis- the proposed airport city encompassing approximately 60,000 acres of land in Wayne and Washtenaw Counties. The airport city concept involves the clustering of air-commerce linked businesses adjacent to, and surrounding, the airports.

For more information:

Tony VanDerworp, Director, Strategic Planning and Knowledge Management
734-222-6371

Bridge Reconstruction and Dam Removal

Village of Dexter, Washtenaw County Road Commission, Scio Township (2008)

The Village of Dexter partnered with the Washtenaw County Road Commission and Scio Township in the reconstruction of the Main Street Bridge in Scio and the removal of the Mill Creek Dam. Funding for this project was acquired through the Village of Dexter, Scio Township, the Washtenaw County Road Commission and Michigan Critical Bridge Funds. Along with paying a share of the replacement of the bridge the Village of Dexter covered 100% of the cost to remove the dam underneath the bridge to restore the natural flow of water on Mill Creek. The reconstruction of the Main Street Bridge and removal of the Mill Creek Dam is vital to regional transportation. The existing bridge was 100 years old and deteriorated to a point that the weight restriction was 7 tons. The dam was structurally connected to the bridge in such a way that replacing the bridge without removing the dam would have been difficult. It had also been a goal of various Village Councils over the past thirty years to remove the dam to encourage fish passage, allow for canoe passage and return the creek to its natural flow.

For more information:

Donna Dettling, Dexter Village Manager
734-426-8303 x11

Treasury

Website Hosting and Development

Watershed Management, Water and Sewer, Storm Water Management

Zoning Administration and Enforcement

Appendix: References and Comments on Intergovernmental Collaboration and Law

ⁱ ***Credit and thanks to the Land Policy Institute and the State and Local Government Program at Michigan State University for their compilation of the Final Report on Intergovernmental Cooperation in Michigan and its Policy Conference held at the Kellogg Hotel and Conference Center in Lansing, Michigan, May 17, 18 2007.***

ⁱⁱ From the written decision of John F. Dillon of Iowa in 1868. The first part of Dillon's Rule states that local governments have only three types of powers:

- those granted in express words,
- those necessarily or fairly implied in or incident to the powers expressly granted, and
- those essential to the declared objects and purposes of the corporation, not simply convenient, but indispensable.

The second part of Dillon's Rule states that if there is any reasonable doubt whether a power has been conferred on a local government, then the power has NOT been conferred. This is the rule of strict construction of local government powers. Clay Wirt. "Dillon's Rule." *Virginia Town & City*. August 1989, vol. 24 no. 8, pp. 12-15.

ⁱⁱⁱ General Property Tax Act.

^{iv} Public Act 278 and 279 (The Home Rule City Act) of 1909 established the framework for home rule cities and villages in Michigan. Under these acts, Michigan cities and villages are able to construct, improve, lease, and purchase public and private property. These units can also own, construct, and operate public utilities including sewer and water systems within or without the corporate boundaries.

^v Election Law.

^{vi} Michigan's 1963 constitution directly addressed the issue of intergovernmental cooperation and contains provisions regarding intergovernmental agreements. Article 3, Section 5, Article 7, Section 27, and Section 28 are permissive to intergovernmental cooperation (locals may enter into agreements), but are not necessarily self-executing (subject to the provision of general law enacted by the legislature).

^{vii} Both the Urban Cooperation Act and the Intergovernmental Transfer of Powers Act form the framework upon which local governments in Michigan can cooperate with one another and act in an extraterritorial manner. The Urban Cooperation Act, like similar statutes around the country, does so by empowering local government units to act in conjunction with one another. However, it does not allow a jurisdiction without the power to do something, to gain such power through this law. It also constrains the units of government to abide by all existing law and contracts. Numerous other laws are found throughout Michigan compiled laws that allow governments to work together in specific service areas, again subject to specific powers and prohibitions.

^{viii} PA 312, Compulsory Arbitration of Labor Disputes in Police and Fire, it was noted that it could result in severely uneven labor compensation packages between two local units of government offering similar police and fire service within their communities. When Act 312 is combined with the "hold harmless" provisions found in Michigan's main cooperation statutes (PA 7 & 8 of 1969), it largely prevents local units of government from coming together for joint production of services. This is because the "hold harmless" provision requires that no employee be made worse off because of the cooperation. In reality, however, provision only drives the wages of the lower compensated unit to that of the higher compensated unit. By offering identical wages and benefits for the same rank in two different labor units, this largely eliminates undue strain in employee relations.

^{ix} State Revenue Sharing.

^x This report cited both the existence and importance of interlocal or intergovernmental agreements. At the time it was issued, the basic intergovernmental cooperation laws were only five years old. However, the Commission cited the need for regional governing bodies to help coordinate efforts among local governments. One suggestion was to have counties elevated to true home rule status, including far greater police powers. The county would serve as an upper tier level of government with the ability to enforce service standards over cities and townships within its jurisdiction. Many other task forces or legislative committees addressed this issue over the next 30 years.

^{xi} PA 425 agreements, which can postpone boundary assessments for 50-100 years, are not subject to periodic review. They can be a barrier to a better solution, are not required to be party to a joint planning analysis, and can inappropriately be used to include noncontiguous property.

^{xii} The final report of the Task Force cited several changes needed in intergovernmental cooperation policy, including the creation of financial incentives to spur cooperation. Also, from the Task Force perspective, changes to the Urban Cooperation and Intergovernmental Transfer of Powers act were needed, specifically to remove labor restrictions and to create an Intergovernmental Relations Commission. One policy that was approved by the majority of the Task Force, but faced opposition including a minority report, was the movement of assessment responsibilities from cities and townships to the county level.