

# **Union Township Board Policy Manual**

**(Use reaffirmed by Board of Trustees elected in November 2020 on  
December 16, 2021)**

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## Section I: ENDS

### 1.0 POLICY TITLE: *GLOBAL END*

- 1.0 Union Township exists to support a sustainable community through the most effective use of resources that achieve the highest quality of life.

The highest quality of life encompasses sustained or enhanced:

1. Community well-being and the common good
2. Prosperity through economic diversity, cultural diversity, and social diversity
3. Safety
4. Health
5. Natural environment
6. Commerce

- 1.1 Residents engage in a vibrant community life.

1.1.1 All demographics within the township can feel welcomed, feel belonging, and engage with the community.

1.1.1.1 A welcoming atmosphere, promoting tolerance and inclusion of all cultures, orientations, and economic status.

1.1.1.2 Fair and nondiscriminatory code enforcement

1.1.1.3 Residents take pride in their community, understand its past and engage in its future.

1.1.2 Residents look to the township as a key information source for community activities, quality public services and resources in the region.

1.1.2.1 Create more frequent opportunities for citizen/Board dialogue

- 1.2 All residents can thrive and achieve more than their basic needs.

1.2.1 Diverse and special communities are attracted by the community's creative and innovative spirit and high quality of life.

- 1.3 All residents may enjoy a safe environment including:

1.3.1 Safe, accessible routes for pedestrians, bicyclists, and motorized vehicles.

1.3.2 Code enforcement to original specifications for commercial, industrial, and residential properties.

1.3.3 Safety in parks and township property.

1.3.4 Safe, well maintained roads

1.3.4.1 Create bike lanes and cross walks on roads

1.3.5 Safe and secure schools through intergovernmental efforts

- 1.4 Residents of all ages shall have access to facilities that enable an active, healthy lifestyle.

1.4.1 An accessible, walkable and bikeable community using the Greater Mt. Pleasant Area Non-Motorized Plan and Sidewalk and Pathways Committee recommendations as a guide

1.4.2 Drinking Water that meets or exceeds Michigan standards for quality of water.

1.4.3 Wastewater system meets or exceeds Michigan standards.

1.4.4 Create facilities at parks that can be used to facilitate an active and healthy lifestyle

- 1.5 Residents can enjoy the natural resources and green space of the township.
  - 1.5.1 Air, water and soil meet or exceed Michigan's quality standards.
  - 1.5.2 People have optimum access to and enjoy a clean Chippewa River through intergovernmental efforts.
  - 1.5.3 Natural corridors optimized for enhanced commercial and residential districts.
  - 1.5.4 Increase use of alternative forms of energy within Township facilities and operations.
  
- 1.6. Commercial establishments, including new, innovative, and traditional, are drawn to Union Township through commerce –friendly economic development policies.
  - 1.6.1 Controlled establishment of potentially undesirable businesses.
  - 1.6.2 Create a purchasing policy that includes mechanism to encourage local purchase of goods and services within reasonable cost limits
  - 1.6.3 Create mechanism to increase dialogue with business community to ensure quality services are provided

## **Section 2: EXECUTIVE LIMITATIONS**

### **2.0 POLICY TITLE: *GLOBAL EXECUTIVE CONSTRAINT***

The Township Manager shall not cause or allow any practice, activity, decision, or organizational circumstance, which is either unlawful, imprudent or in violation of commonly accepted public administrative practice and professional ethics.

### **2.1 POLICY TITLE: *TREATMENT OF CONSUMERS***

With respect to interactions with consumers or those applying to be consumers, the Township Management Team shall not cause or allow conditions, procedures, or decisions that are unsafe, undignified, unclear, unprofessional, indirect, untimely, inaccurate, or unnecessarily intrusive.

Further, without limiting the scope of the foregoing by this enumeration, the Management shall not:

- 2.1.1 Use application forms that elicit information for which there is no clear necessity.
- 2.1.2 Use methods of collecting, reviewing, transmitting, or storing client information that fail to protect against improper access to the material elicited.
- 2.1.3 Fail to establish with consumers a clear understanding of what may be expected and what may not be expected from the service offered.
- 2.1.4 Fail to inform consumers of this policy, or to provide a way for persons to be heard who believe they have not been accorded a reasonable interpretation of their protections under this policy.
- 2.1.5 Fail to post and keep a regular schedule of office hours so that citizens have reasonable opportunity to take care of township business.

### **2.2 POLICY TITLE: *TREATMENT OF STAFF***

With respect to the treatment of paid and volunteer staff, Township Management may not cause or allow conditions which are unfair, undignified, disorganized, unclear or violate collective bargaining agreements.

Further, without limiting the scope of the foregoing by this enumeration, Management shall not:

- 2.2.1 Operate without written personnel rules which: (a) clarify rules for staff, (b) provide for effective handling of grievances, and (c) protect against wrongful conditions, such as nepotism and grossly preferential treatment for personal reasons.
- 2.2.2 Discriminate against any staff member for non-disruptive expression of dissent.
- 2.2.3 Prevent staff from grieving to the board when (A) internal grievance procedures have been exhausted and (B) the employee alleges that board policy has been violated to his or her detriment.

- 2.2.4 Operate without an appropriate level of cross-training so that employees can provide basic information and service to consumers.
- 2.2.5 Fail to acquaint staff with the Township Manager's interpretation of their protections under this policy.

**2.3 POLICY TITLE: *COMPENSATION AND BENEFITS***

With respect to employment, compensation, and benefits to employees, consultants, contract workers, volunteers and collective bargaining units, the Township Manager shall not cause or allow jeopardy to fiscal integrity or public image.

Further, without limiting the scope of the foregoing by this enumeration, the Manager shall not:

- 2.3.1 Change his or her own compensation and benefits, except as his or her benefits are consistent with a package for all other employees.
- 2.3.2 Promise or imply permanent or guaranteed employment to individuals.
- 2.3.3 Establish current compensation and benefits which deviate materially from the geographic or professional market for the skills employed.
- 2.3.4 Create obligations over a longer term than revenues can be safely projected, in no event longer than one year and in all events subject to losses in revenue.
- 2.3.5 Establish or change defined contribution plans so as to cause unpredictable or inequitable situations, including those that:
  - A. Provide less than some basic level of benefits to all full-time employees, though differential benefits to encourage longevity are not prohibited.
  - B. Treat the Township Management Team differently from other key employees.
    - 2.3.5.1. Exception: Township Manager contract benefits.

**2.4 POLICY TITLE: *FINANCIAL PLANNING/BUDGETING***

Financial planning for any fiscal year or the remaining part of any fiscal year shall not deviate materially from board's Ends priorities, risk fiscal jeopardy, or fail to be derived from a multi-year plan.

Further, without limiting the scope of the foregoing by this enumeration, he or she shall not:

- 2.4.1 Fail to include credible projection of revenues and expenses, separation of capital and operational items, cash flow, and disclosure of planning assumptions.
- 2.4.2 Plan the expenditure in any fiscal year of more funds than are conservatively projected to be received in that period.
- 2.4.3 Plan for the Fund Balance to drop below a safety reserve of these operating expense requirements:

- A. Less than four (4) months expenses for General Fund and Fire Fund and
- B. Two (2) months expenses for Utility Funds, EDDA District Fund, and WDDA District Fund.

2.4.4 Provide less for board prerogatives during the year than is set forth in the Cost of Governance policy.

## **2.5 POLICY TITLE: *FINANCIAL CONDITION AND ACTIVITIES***

With respect to the actual, ongoing financial condition and activities, the Township Management Team shall not cause or allow the development of fiscal jeopardy or a material deviation of actual expenditures from board priorities established in Ends policies.

Further, without limiting the scope of the foregoing by this enumeration, he or she shall not:

- 2.5.1 Expend more funds than have been received in the fiscal year to date unless the debt guideline (below) is met.
  - 2.5.1 .1 Indebt the organization in an amount greater than can be repaid by certain, otherwise, unencumbered revenues within 60 days.
- 2.5.2 Use any long-term reserves except for purposes and amounts specifically released by the Board.
- 2.5.3 Conduct interfund shifting in amounts greater than can be restored to a condition of discrete fund balances by certain, otherwise unencumbered revenues within 30 days.
- 2.5.4 Fail to settle payroll and debts in a timely manner.
- 2.5.5 Allow tax payments or other government ordered payments or filings to be overdue or inaccurately filed.
- 2.5.6 Make a single unbudgeted emergency purchase or commitment, to maintain township operations, of greater than \$10,000 for the Township Hall and/or \$50,000 for the water and sewer systems.
- 2.5.7 Make a single purchase or commitment of greater than \$10,000. Purchases over \$5,000 shall not be made without timely notification to the Board.
- 2.5.8 Acquire, encumber, or dispose of real property.
- 2.5.9 Fail to aggressively pursue receivables after a reasonable grace period.
- 2.5.10 Fail to maintain an adequate level of cash flow.

## **2.6 POLICY TITLE: *ASSET PROTECTION***

Township Management shall not allow corporate assets to be unprotected, inadequately maintained, or unnecessarily risked.

Further, without limiting the scope of the foregoing by this enumeration, he or she shall not:

- 2.6.1 Fail to insure against theft and casualty losses to at least 80% percent replacement value and against liability losses to board members, staff, and the organization itself in an amount greater than the average for comparable organizations.
- 2.6.2 Allow unbonded personnel access to material amounts of funds.
- 2.6.3 Subject plant and equipment to improper wear and tear or insufficient maintenance.
- 2.6.4 Operate without proper risk management toward continuous operations and services.
- 2.6.5 Unnecessarily expose the organization, its board, or staff to claims of liability.
- 2.6.6 Make any asset purchase: (a) wherein normally prudent protection has not been given against conflict of interest; (b) without having obtained comparative prices and quality; (c) without a stringent method of assuring the balance of long-term quality and cost.
  - A. Exception: sole source vendors
  - B. Exception: emergency purchases
- 2.6.7 Fail to protect intellectual property, information and files from loss or significant damage.
- 2.6.8 Receive, process, or disburse funds under controls which are insufficient to meet the board-appointed auditor's standards.
- 2.6.9 Invest or hold operating capital in insecure instruments, including uninsured checking accounts and bonds of less than AA rating at any time, or in noninterest-bearing accounts except where necessary to facilitate ease in operational transactions.
- 2.6.10 Endanger the organization's public image or credibility, particularly in ways that would hinder its accomplishment of mission.
- 2.6.11 Fail to operate without seeking best practices and continuous improvement in operations.



## **2.7 POLICY TITLE: *ENDS FOCUS OF GRANTS AND CONTRACTS***

The Township Manager may not enter into any grants and contract arrangements that fail to emphasize primarily the production of Ends and, secondarily, the avoidance of unacceptable means.

Further, without limiting the forgoing, the Manager shall not:

- 2.7.1 Submit a Saginaw Chippewa Indian Tribe 2% grant application without prior approval by the Board of Trustees

## **2.8 POLICY TITLE: *EMERGENCY TOWNSHIP MANAGER SUCCESSION***

In order to protect the board from sudden loss of Township Manager services, the Township Manager shall not operate without a written plan identifying no fewer than two other named executives familiar with Board and Township Manager issues and processes. See exhibit F for copy of Plan

## **2.9 POLICY TITLE: *COLLABORATION WITH OTHER ENTITIES***

In order to maximize achievement of Ends, the Township Manager shall not fail to explore strategic partnerships and intergovernmental cooperation, and to optimize collaboration with other entities in the region where appropriate.

## **2.10 POLICY TITLE: *COMMUNICATION AND SUPPORT TO THE BOARD***

The Township Manager shall not permit the board to be uninformed or unsupported in its work.

Further, without limiting the scope of the foregoing by this enumeration, the Manager shall not:

- 2.10.1 Neglect to submit monitoring data required by the board (see policy on Monitoring Township Manager Performance) in a timely, accurate and understandable fashion, directly addressing provisions of board policies being monitored.
- 2.10.2 Let the board be unaware of relevant trends, anticipated adverse media coverage, threatened, or pending lawsuits, collective bargaining strategies, significant external and internal situations, particularly changes in the assumptions upon which any board policy or decision has previously been established.
- 2.10.3 Fail to advise the board if, in the Township Manager's opinion, the board is not in compliance with its own policies on Governance Process and Board-Township Management Linkage, particularly in the case of board behavior which is detrimental to the work relationship between the board and the Township Manager.
- 2.10.4 Fail to marshal for the board as many staff and external points of view, issues and options as needed for fully informed board choices.
- 2.10.5 Present information in unnecessarily complex or lengthy form or in a form that fails to differentiate among information of three types: monitoring, decision preparation, and everything else for information only.

- 2.10.6 Fail to provide a mechanism for official board, officer, or committee communications.
- 2.10.7 Fail to deal with the board as a whole except when (a) fulfilling individual requests for information or (b) responding to officers or committees duly charged by the board.
- 2.10.8 Fail to report in a timely manner an actual or anticipated noncompliance with any policy of the board.
- 2.10.9 Fail to supply for the consent agenda all items delegated to the Township Manager yet required by law or contract to be board-approved, along with the monitoring assurance pertaining thereto.
- 2.10.10 Fail to provide monthly financial statements to keep the Board informed, as well as quarterly ROI report on water and sewer usage.

## **Section 3: GOVERNANCE PROCESS**

### **3.0 POLICY TITLE: *GLOBAL GOVERNANCE COMMITMENT***

The purpose of the board, on behalf of residents of Charter Township of Union, is to see to it that Union Township (a) achieves appropriate results for appropriate persons at an appropriate cost, and (b) avoids unacceptable actions and situations.

### **3.1 POLICY TITLE: *GOVERNING STYLE***

The board will govern with an emphasis on (a) outward vision rather than an internal preoccupation, (b) encouragement of diversity in viewpoints, (c) strategic leadership more than administrative detail, (d) clear distinction of board and chief executive roles, (e) collective rather than individual decisions, (f) future rather than past or present, and (g) proactivity rather than reactivity.

On any issue, the Board must ensure that all divergent views are considered in making decisions yet must resolve into a single organizational position.

Accordingly:

- 3.1.1 The board will cultivate a sense of group responsibility. The board, not the staff, will be responsible for excellence in *governing*. The board will be the initiator of policy, not merely a reactor to staff initiatives. The board may use the expertise of individual members to enhance the ability of the board as a body, rather than to substitute the individual judgments for the board's values.
- 3.1.2 The board will direct, control, and inspire the organization through the careful establishment of broad written policies reflecting the board's values and perspectives. The board's major policy focus will be on the intended long-term impacts outside the organization, not on the administrative or programmatic means of attaining those effects.
- 3.1.3 The board will enforce upon itself whatever discipline is needed to govern with excellence. Discipline will apply to matters such as attendance, preparation for meetings, policymaking principles, respect of roles, and ensuring the continuance of governance capability. Although the board can change its governance process policies at any time, it will observe them scrupulously while in force.
  - 3.1.3.1 In accordance with this discipline, the board will only allow itself to address a topic after it has answered these questions:
    - A. Whose issue is this? Is it the Board's or the Township Manager's?
    - B. Has the board dealt with this subject in a policy? If so, what has the board already said on this subject and how is this issue related? If the board has already addressed the matter, does the board wish to change what it has already said?
    - C. If the matter is several levels below board level, what is the broadest way

to address this issue so that it is still under existing board policy? Does that policy suffice to deal with our concern?

- 3.1.3.2 It is out of order for board members to talk about content until these questions of appropriateness are settled.
- 3.1.4 Continual board development will include orientation of new board members in the board's governance process and periodic board discussion of process improvement.
- 3.1.5 The board will allow no officer, individual or committee of the board to hinder or be an excuse for not fulfilling its commitments.
- 3.1.6 The board will monitor and discuss the board's process and performance at each meeting. Self-monitoring will include comparison of board activity and discipline to policies in the Governance Process and Board- Township Management Linkage categories.

### **3.2 POLICY TITLE: *BOARD JOB DESCRIPTION***

Specific job outputs of the board, as an informed agent of the ownership, are those that ensure appropriate organizational performance.

Accordingly, the board has direct responsibility to create:

- 3.2.1 The link between the ownership and the operational organization.
- 3.2.2 Written governing policies that address the broadest levels of all organizational decisions and situations.
  - 3.2.2.1 Ends: Organizational products, impacts, benefits, outcomes, recipients, and their relative worth (what good for which recipients at what cost).
  - 3.2.2.2 Executive Limitations: Constraints on executive authority that establish the prudence and ethics boundaries within which all executive activity and decisions must take place.
  - 3.2.2.3 Governance Process: Specification of how the board conceives, carries out and monitors its own task.
  - 3.2.2.4 Board- Township Management Linkage: How power is delegated, and its proper use monitored; the Township Management role, authority, and accountability.
- 3.2.3 Assurance of successful Township Management performance.

### **3.3 POLICY TITLE: *BOARD MEMBERS' CODE OF CONDUCT***

The board commits itself and its members to ethical, businesslike, and lawful conduct, including proper use of authority and appropriate decorum when acting as board members.

- 3.3.1 Members must have loyalty to the ownership, unconflicted by loyalties to staff, other organizations, and any personal interest as a consumer.
- 3.3.2 Members must avoid conflict of interest with respect to their fiduciary responsibility.
  - 3.3.2.1 There will be no self-dealing or business by a member with the organization. Members will annually disclose their involvements with other organizations, with vendors, or any associations that might be or might reasonably be seen as being a conflict.
  - 3.3.2.2 When the board is to decide upon an issue, about which a member has an unavoidable conflict of interest, that member shall absent herself or himself without comment from not only the vote, but also from the deliberation.
    - A. Exception: Where a board member has special expertise and has a conflict of interest, the board may choose to allow the member with the conflict to participate in the discussion, but not the vote.
  - 3.3.2.3 Board members will not use their board position to obtain employment in the organization for themselves, family members, or close associates.
- 3.3.3 Board members may not attempt to exercise individual authority over the organization.
  - 3.3.3.1 Members' interaction with the Township Manager or with staff must recognize the lack of authority vested in individuals except when explicitly board authorized.
  - 3.3.3.2 Member interaction with public, press or other entities must recognize the same limitation and the inability of any board member to speak for the board except to repeat explicitly stated board decisions.
    - 3.3.3.2.1 When interacting with public, media or other entities, Board members must recognize explicitly stated board decisions.
      1. The Township Supervisor is the official spokesperson for the Board and may delegate that role.
      2. Board members may discuss CONTENT issues with the media but not personal attacks on other Board member(s).
      3. Preceding any comment to the media, board members will make it clear that their comments are personal opinion as an

individual member of the board and citizen of the township and not the position of the board.

4. In the case of existing legal proceedings, from the point of suit filed to final disposition or public Board action, board members will direct media questions on the specific lawsuit to the Township Manager.

3.3.3.3 Except for participation in board deliberation about whether reasonable interpretation of board policy has been achieved by the Township Manager, members will not express individual judgments of performance of employees of the Township Manager.

3.3.4 Members will respect the confidentiality appropriate to issues of a sensitive nature.

3.3.5 Members will be properly prepared for board deliberation.

### **3.4 POLICY TITLE: *AGENDA PLANNING***

To accomplish its job products with a governance style consistent with board policies, the board will follow an annual agenda which (a) completes a re-exploration of Ends policies annually and (b) continually improves board performance through board education and enriched input and deliberation.

3.4.1 The cycle will conclude each year on the last day of May so that administrative planning and budgeting can be based on accomplishing a one-year segment of the board's most recent statement of long-term Ends.

3.4.2 The cycle will start in June with the board's development of its agenda for the next year.

3.4.2.1 Consultations with selected groups in the ownership, or other methods of gaining ownership input will be determined and arranged in the third quarter, to be held during the balance of the year.

3.4.2.2 Governance education and education related to Ends determination, (e.g., presentations by futurists, demographers, advocacy groups, staff, etc.) will be arranged in the third quarter, to be held during the balance of the year.

3.4.3 Throughout the year, the board will attend to consent agenda items as expeditiously as possible.

3.4.3.1 The Board will include as an agenda item for a regular board meeting in June and January discussion regarding upcoming Saginaw Chippewa Indian Tribe 2% application options

3.4.4 Township Management monitoring will be included on the agenda if monitoring reports show policy violations, or if policy criteria are to be debated.

### **3.5 POLICY TITLE: *BOARD COMMISSION AND COMMUNITY LINKAGE***

Annually, the Board will host the Planning Commission, Zoning Board of Appeals, Union Township Economic Development Authority, to share Ends and promote alignment within the community.

Accordingly,

- 3.5.1 To keep the Board fully informed, Planning Commission, Zoning Board of Appeals, , Hannah’s Bark Park Advisory Board, Chippewa River District Library, Union Township Economic Development Authority, Mid-Michigan Area Cable Consortium, Cultural and Recreational Commission, Sidewalks and Pathways Prioritization Committee and the Mid-Michigan Development Corporation will be invited to give an annual report to the Board in the first quarter of each year.
- 3.5.2 To promote regional linkage, the Township Board will attempt to meet periodically with bordering local units of government, county authorities, and the Saginaw Chippewa Nation.
- 3.5.3 The Township Board will name a liaison to each of these groups to establish and maintain communication with these authorities and report back to the Township Board.

### **3.6 POLICY TITLE: *SUPERVISOR'S ROLE IN THE BOARD'S PROCESS***

The Supervisor assures the integrity of the board's process and secondarily, occasionally represents the board to outside parties.

Accordingly:

- 3.6.1 The job result of the Supervisor is that the board abides consistently with its own rules and those legitimately imposed upon it from outside the organization.
  - 3.6.1.1 Meeting discussion content will be only those issues which, according to board policy, clearly belong to the board to decide, not the Township Manager.
  - 3.6.1.2 Deliberation will be fair, open, and thorough, but also timely, orderly, and kept to the point.
- 3.6.2 The authority of the Supervisor consists in making decisions that fall within topics covered by board policies on Governance Process and Board-Management Linkage, with the exception of (a) employment or termination of the Township Manager and (b) where the board specifically delegates portions of this authority to others. The Supervisor is authorized to use any reasonable interpretation of the provisions in these policies.
  - 3.6.2.1 The Supervisor is empowered to chair board meetings with all the commonly accepted power of that position (e.g., ruling, recognizing).
  - 3.6.2.2 The Supervisor has no authority to make decisions about policies created by the

board within Ends and Executive Limitations policy areas. Therefore, the Supervisor has no authority to supervise or direct the Township Manager.

3.6.2.3 The Supervisor may represent the board to outside parties in announcing board-stated positions and in stating chair decisions and interpretations within the area delegated to her or him.

3.6.2.4 The Supervisor may delegate this authority but remains accountable for its use.

### **3.7 POLICY TITLE: DUTIES OF THE ELECTED DEPARTMENT HEADS**

The Township Clerk and Township Treasurer serve the township in a dual capacity. In carrying out their duties within the scope of the law, these elected officials serve as elected department heads, responsible for designated department operations under the advisory supervision of the township manager.

Accordingly:

3.7.1 The role of the elected Township Clerk is to serve the dual role of Department Head and voting member of the Union Township policymaking board. The Clerk's responsibilities include: Voter registration and election administrator; Township records management; secretary to the Township Board and the Zoning Board of Appeals as well as other responsibilities as delineated in State Law, unless otherwise delegated.

3.7.1.1 The Township Clerk is responsible for carrying out the responsibilities as prescribed in State Law; those responsibilities historically accepted by the Clerk's Office and meeting all statutory deadlines.

3.7.1.2 The Township Clerk will observe and meet all statutory deadlines as prescribed by State Law.

3.7.1.3 The Township Clerk will cooperate with the Township Manager, complete budget recommendations, department accomplishments, annual reports, and other general department head administrative responsibilities. The Township Clerk will provide the Township Manager with periodic checklist reports indicating completion of department head responsibilities.

3.7.2 The role of the elected Township Treasurer is to serve the dual role of Department Head and voting member of the Union Township policymaking board. The Treasurer's responsibilities include: serving as the township tax collector, bill payer, investor, and supervisor of his/her department.

3.7.2.1 The Township Treasurer is responsible for carrying out all statutory duties.



- 3.7.2.2 The Township Treasurer is required to comply with statutory deadlines.
- 3.7.2.3 The Township Treasurer will cooperate with the Township Manager with respect to administrative policies and procedures.

### **3.8 POLICY TITLE: *BOARD COMMITTEE PRINCIPLES***

Board committees, when used, will be assigned so as to reinforce the wholeness of the board's job and so as never to interfere with delegation from board to Township Manager.

Accordingly:

- 3.8.1 Board committees are to help the board do its job, not to help or advise the staff. Committees ordinarily will assist the board by preparing policy alternatives and implications for board deliberation. In keeping with the board's broader focus, board committees will normally not have direct dealings with current staff operations.
- 3.8.2 Board committees may not speak or act for the board except when formally given such authority for specific and time-limited purposes. Expectations and authority will be carefully stated in order not to conflict with authority delegated to the Township Manager.
- 3.8.3 Board committees cannot exercise authority over staff. Because the Township Manager works for the full board, he or she will not be required to obtain approval of a board committee before an executive action.
- 3.8.4 Board committees are to avoid over-identification with organizational parts rather than the whole. Therefore, a board committee which has helped the board create policy on some topic will not be used to monitor organizational performance on that same subject.
- 3.8.5 Committees will be used sparingly and ordinarily in an ad hoc capacity.
- 3.8.6 This policy applies to any group which is formed by board action, whether or not it is called a committee and regardless of whether the group includes board members. It does not apply to committees formed under the authority of the Township Manager.

### **3.9 POLICY TITLE: *BOARD COMMITTEE STRUCTURE***

A committee is a board committee only if its existence and charge come from the board, regardless of whether board members sit on the committee. The only board committees are those which are set forth in this policy. Unless otherwise stated, a committee ceases to exist as soon as its task is complete.

### 3.10 POLICY TITLE: *COST OF GOVERNANCE*

Because poor governance costs more than learning to govern well, the board will invest in its governance capacity.

Accordingly:

3.10.1 Board skills, methods, and supports will be sufficient to assure governing with excellence.

3.10.1.1 Training and retraining will be used liberally to orient new members and candidates for membership, as well as to maintain and increase existing member skills and understandings.

3.10.1.2 Outside monitoring assistance will be arranged so that the board can exercise confident control over organizational performance. This includes, but is not limited to, fiscal audit.

3.10.1.3 Outreach mechanisms will be used as needed to ensure the board's ability to listen to owner viewpoints and values. For Township provided electronic devices, see appendix G.

3.10.2 Costs will be prudently incurred, though not at the expense of endangering the development and maintenance of superior capability.

3.10.2.1 Each year, the Board in the month of September will develop its budget for attendance at conferences and workshops, for third-party monitoring and organizational assessments, and ownership linkage activities including surveys, focus groups and other input mechanisms.

3.10.2.2 For extra meetings that a member of the Board of Trustees attends and are eligible for "meeting pay", \$50 will be paid for meetings that are **1 hour or less** and \$75 for meetings **over 1 hour**. Meeting sheets must be filled out with the date of the meeting, the name of the meeting attended, the length of the meeting and the pay requested for each meeting. At the conclusion of each calendar month, meeting sheets will be sent to the Township Accountant for submission in the next regular board meeting packet for board approval within the consent agenda. Following approval by the Board of Trustees, the meetings will be paid at the next payroll run.

**3.10.3 Purpose:** The intent of this policy is to provide taxpayers with a fair Township Board meeting attendance pay policy. The intent is to also provide a policy that encourages board members to participate in, learn and share in the many township related and intergovernmental meetings as well as educational sessions or classes. These opportunities should be identified by the township board as a benefit to the township.

1. In addition to township boards and committees, the board shall decide what meetings are important to have a representative attend and appoint a board member to attend in person or virtually those meetings.

- In the event, the original assigned member is unable to attend, they should attempt to fill the position by asking another board member to attend the meeting.
- Board/committee assignments may be changed from time to time by a majority vote of the Board of Trustees
- Board members not assigned to represent the Board at a meeting may attend the meeting without compensation.

2. The Board may appoint a member or members to form a temporary committee for a specific task, such as a negotiating team or a task force. Examples of this include negotiating a lawsuit or a contract with another entity, or a task force such as the County Recycling Task Force. These committees are considered temporary, and all members assigned may be compensated.

3. All board members shall be paid to attend Council of Governance. MTA Ad Hoc Meetings, the Annual MTA Conference, the Annual Road Commission Meeting, and the two Road Commission Ad Hoc meetings.

4. The township supervisor, clerk, and treasurer shall not receive any meeting pay for attending meetings not identified in sections 10 or 11 that are during regular township business hours of Monday through Friday 8:30 am to 4:30 pm.

5. Education and professional development of its Board members is important to the Township. All board members shall be allowed meeting pay for up to eight educational sessions/classes/conferences per calendar year. Additional educational sessions and or class attendance may be paid with board approval.

6. Travel expenses shall only be paid for meetings approved for meeting pay under this policy. Meetings attended by the supervisor, clerk or treasurer during township business hours shall be eligible for travel expenses.

7. A board member wishing to attend a meeting that does not qualify under this meeting pay policy, may ask the board for permission to be paid for attending said meeting and shall be paid for attendance after a majority of the board approves the request. Board members who have the opportunity to attend a meeting between Board Meetings, may receive compensation after the fact if approved by a majority of the board present at the Board Meeting,

8. The Board by majority vote may decline to pay some specific meeting attendance requests submitted by any board member if the Board believes the request to be in violation of this policy.

9. Any meeting of the Board is not eligible for additional compensation. This includes all regularly scheduled Board Meetings, special or emergency called Board

Meetings and Board Work Sessions.

10. The following is a list of meetings the Board shall assign representatives to attend:

- Union Township Planning Commission
- Union Township Economic Development Authority
- Union Township Sustainability Committee
- Union Township Intergovernmental Liaison Team
- Election Commission
- Board of Review (By statute, Supervisor is Secretary)

11. The following is a list of meetings the Board may assign a representative to attend:

- Road Commission regular monthly meetings
- Sidewalks and Pathways Prioritization Committee
- Temporary Committees (See Section 2)
- Isabella County Commission regular meetings
- City of Mt. Pleasant Board of Commissioners
- Middle Michigan Development Corporation
- Saginaw Chippewa Indian Tribe of Michigan (Tribal meetings are not open to the public. This assignment will primarily act in a Liaison capacity)
- Others to be added from time to time per approval of the Board.

## **Section 4: BOARD-MANAGEMENT LINKAGE**

### **4.0 POLICY TITLE: *GLOBAL GOVERNANCE-MANAGEMENT CONNECTION***

The board's primary connection to the operational organization, its achievements and conduct will be through a Chief Executive Officer, titled Township Manager.

However, because of the nature of township government and its election of department heads in the titles of Township Supervisor, Township Clerk and Township Treasurer, policies of the board shall reflect the term *the Township Management Team*, intending the inclusion of the Township Manager, Supervisor, Clerk and Treasurer within the scope of their duties as defined by law.

In the event no person is designated Township Manager, the Township Supervisor is considered the chief executive officer for the development of the township budget. (MCL 141.422b (e)).

### **4.1 POLICY TITLE: *UNITY OF CONTROL***

Only officially passed motions of the board are binding on the Township Manager.

Accordingly:

- 4.1.1 Decisions or instructions of individual board members, officers, or committees are not binding on the Township Manager except in rare instances when the board has specifically authorized such exercise of authority.
- 4.1.2 In the case of board members or committees requesting information or assistance without board authorization, the Township Manager can refuse such requests that require, in the Township Manager's opinion, a material amount of staff time, or funds, or is disruptive.

### **4.2 POLICY TITLE: *ACCOUNTABILITY OF THE TOWNSHIP MANAGER***

The Township Manager is the board's primary link to operational achievement and conduct, so that authority and accountability of staff, as far as the board is concerned, is considered the authority and accountability of the Township Manager, except where staff supervised by elected officials have been explicitly directed by those elected officials to act in a manner inconsistent with township policy. In this case, the elected official would be held accountable.

Where township operations are, by law, delegated to elected officials:

In order to create an aligned approach to operational management, the elected positions of township clerk and township treasurer shall function as department heads, under the advisory supervision of the Township Manager, where the Township Manager may provide advice in the practice of operational authority.

Accordingly:

- 4.2.1 The board, as a group, or as individual board members will *never give* instructions to persons who report directly or indirectly to the Township Manager, except:
  - A. Where elected officials, serving on an official committee or task force is assigned a staff liaison, in which case, directives regarding committee work may be given.
  - B. Where elected officials serving as department heads directly supervise staff.
- 4.2.2 The board as a group will not evaluate, either formally or informally, any staff other than the Township Manager.

Accordingly:

- 4.2.2.1 It is the Township Manager that provides overall direction and is responsible for the selection, supervision, training, evaluation discipline and termination of all Township employees, either directly or through department heads.
- 4.2.3 The board will view Township Manager performance as identical to organizational performance, so that organizational accomplishment of board stated Ends and avoidance of board proscribed means will be viewed as successful Township Manager performance.

**4.3 POLICY TITLE: *DELEGATION TO THE TOWNSHIP MANAGER & MANAGEMENT TEAM***

The board will instruct the Township Manager and Management Team through written policies which prescribe the organizational Ends to be achieved, and describe organizational situations and actions to be avoided, allowing the Township Management to use any reasonable interpretation of these policies.

Accordingly:

- 4.3.1 The board will develop policies instructing the Township Manager to produce certain effects, define the intended recipients of those effects to be produced and the intended worth (cost benefit or priority) of the effects. These policies will be developed systematically from the broadest, most general level to more defined levels, and will be called Ends policies.
- 4.3.2 The board will develop policies which limit the latitude the Township Management Team may exercise in choosing the organizational means. These policies will be developed systematically from the broadest, most general level to more defined levels, and they will be called Executive Limitations policies.
- 4.3.3 As long as the Township Manager uses *any reasonable interpretation* of the board's Ends and Executive Limitations policies, the Township Manager is authorized to establish, consistent with Board established policies, all further policies, make all decisions, take all actions, establish all practices, and develop all activities.
- 4.3.4 The board may change its Ends and Executive Limitations policies, thereby shifting

the boundary between board and the Township Management Team domains. By doing so, the board changes the latitude of choice given to the Township Manager. But as long as any particular delegation is in place, the board will respect and support the Township Manager's choices.

#### **4.4 POLICY TITLE: *MONITORING TOWNSHIP MANAGER PERFORMANCE***

Systematic and rigorous monitoring of Township Manager job performance will be solely against the only expected Township Manager job outputs: organizational accomplishment of board policies on Ends and organizational operation within the boundaries established in board policies on Executive Limitations.

Accordingly:

- 4.4.1 Monitoring is simply to determine the degree to which board policies are being met. Data which do not do this will not be considered to be monitoring data.
- 4.4.2 The board will acquire monitoring data by one or more of three methods: (a) by internal report, in which the Township Manager discloses compliance information to the board, (b) by external report, in which an external, disinterested third party selected by the board assesses compliance with board policies, and (c) by direct board inspection, in which a designated member or members of the board assess compliance with the appropriate policy criteria.
- 4.4.3 In every case, the standard for compliance shall be *any reasonable Township Manager interpretation* of the board policy being monitored.
- 4.4.4 All policies which instruct the Township Manager will be monitored at a frequency and by a method chosen by the board. The board can monitor any policy at any time by any method, but will ordinarily depend on a routine schedule, as presented in Schedule A.

#### **4.5 POLICY TITLE: *TOWNSHIP MANAGER PERFORMANCE REVIEW AND CONTRACT***

The Board shall negotiate a contract with the Township Manager which will stipulate compensation and benefits for the Township Manager.

- 4.5.1 Township Manager remuneration will be decided after a review of monitoring reports received in the last year by August.

## Monitoring Schedule by Policy

#	Title	Type of Report	Frequency	Report Due
1.0	Global End	Internal	Annual	March
1.1	Community Well-Being	Internal	Annual	March
1.2	Prosperity	Internal	Annual	March
1.3	Safety	Internal	Annual	March
1.4	Health	Internal	Annual	March
1.5	Natural Environment	Internal	Annual	March
1.6	Commerce	Internal	Annual	March
2.0	Global Executive Constraint	Internal	Annual	July
2.1	Treatment of Consumers	Internal	Annual	Jan
2.2	Treatment of Staff	Internal	Annual	Feb
2.3	Compensation & Benefits	Internal	Annual	May
2.4	Financial Planning/Budgeting	Internal	Annual	Dec
2.5	Financial Condition & Activities	Internal	Quarterly	Jan, Apr, July, Oct
2.5	Financial Condition & Activities	External	Annual	June
2.5.10	Cash Flow Ratio	Internal	Annual	June
2.6	Asset Protection	Internal	Annual	Apr
2.7	Ends Focus of Grants and Contracts	Internal	Annual	June
2.8	Emergency Township Manager Succession	Internal	Annual	Nov
2.9	Collaboration with Other Entities	Internal	Annual	Aug
2.10	Communication & Support to the Board	Internal	Annual	Sept
3.0	Global Governance Process	Direct Inspection	Annual	Dec
3.1	Governing Style	Direct Inspection	Annual	Jan
3.2	Board Job Description	Direct Inspection	Annual	Feb
3.3	Board Member's Code of Conduct	Direct Inspection	Annual	Mar
3.4	Agenda Planning	Direct Inspection	Annual	Apr
3.5	Board Commission and Community Linkage	Direct Inspection	Annual	June
3.6	Supervisor's Role	Direct Inspection	Annual	June
3.7	Duties of the Elected Department Heads	Direct Inspection	Annual	June
3.8	Board Committee Principles	Direct Inspection	Annual	Nov
3.9	Board Committee Structure	Direct Inspection	Annual	Nov
3.10	Cost of Governance	Direct Inspection	Annual	May
4.0	Global Board-Twp Mgmt Linkage	Direct Inspection	Annual	Sept
4.1	Unity of Control	Direct Inspection	Annual	Sept
4.2	Accountability of the Township Mgr	Direct Inspection	Annual	Aug
4.3	Delegation to the Township Mgr	Direct Inspection	Annual	Oct
4.4	Monitoring Twp Mgr & Mgmt Team Performance	Direct Inspection	Annual	July
4.5	Township Mgr Compensation & Benefits	Direct Inspection	Annual	Aug



## Appendix B

### Monitoring Schedule by Month

January	2.1	Internal	Annual
	2.5	Internal	Quarterly
	3.1	Direct Inspection	Annual
February	2.2	Internal	Annual
	3.2	Direct Inspection	Annual
March	1.0-1.6	Internal	Annual
	3.3	Direct Inspection	Annual
April	2.6	Internal	Annual
	2.5	Internal	Quarterly
	3.4	Direct Inspection	Annual
May	2.3	Internal	Annual
	3.10	Direct Inspection	Annual
June	2.5	External	Annual
	2.5.10	Internal	Annual
	2.7	Internal	Annual
	3.5, 3.6, 3.7	Direct Inspection	Annual
July	2.0	Internal	Annual
	2.5	Internal	Quarterly
	4.4	Direct Inspection	Annual
August	2.9	Internal	Annual
	4.2, 4.5	Direct Inspection	Annual
September	2.10	Internal	Annual
	4.0, 4.1	Direct Inspection	Annual
October	2.5	Internal	Quarterly
	4.3	Direct Inspection	Annual
November	2.8	Internal	Annual
	3.8, 3.9	Direct Inspection	Annual
December	2.4	Internal	Annual
	3.0	Direct Inspection	Annual

## History of Policy Changes

Date	Policy	Description of the Change
10/27/2010	Entire Manual	Adopted, with immediate implementation; monitoring to begin 1/2011
4/9/2013 Work Session recommendations to be addressed within the month as a formal motion.	2.0, 2.1, 4.0, 4.1, 4.3.4	Global Change to consistently refer to Township Management as the Township Management Team.
	4.0	Add Township Supervisor as a member of the Township Management Team in 2 places. Change administrative to executive officer for consistency in the policy.
	TofC 4.4, 2.7, 2.10.1, 3.3.3.1, 4.1.1, 4.2, 4.2.3, 4.3.3, 4.4, 4.4.2, 4.4.4, 4.5.1	Change Township Management to Township Manager for clarity of accountability.
	4.3 and 4.3.1	Add Township Manager & Management Team in title and Policy.
4/10/2013	App D & E	Consultant added Templates for Evaluating Monitoring Reports at the request of the Board.
7-24-13	3.5	Eliminated Parks and Recreation Advisory Board, Changed annual report date to third quarter of each year. Deleted 3.5.4
10-9-13	3.10.2.2	Added 3.10.2.2 for clarification on meeting pay policy
4-9-14	3.10.3	Added 3.10.3 for clarification of meeting pay policy
5-23-18	1.0, 3.10.3(1), 3.10.3(11)	Updated language to Global Ends (1.1-1.6); removed section requiring meeting assignment rotations every three months; added Saginaw Chippewa Indian Tribe of Michigan as an entity that BOT may assign a representative to.
6/12/19	2.7; 3.4.3.1	Amended 2.7 to add 2.7.1: No 2% tribal grant submitted w/out prior approval by Board. Added 3.4.3.1 to discuss 2% grant application options
6/26/19	3.5, 3.5.1	Amended to add the following entities: Hannah's Bark Park Advisory Board, Chippewa River District Library, Mid-Michigan Area Cable Consortium, Cultural and Recreational Commission, Sidewalks and Pathways Prioritization Committee.
7/24/19	2.0; 2.5.10	In 2.0 only (no subsections) replaced "Township Management Team" with "Township Manager". Amended monitoring schedule for 2.5.10 to annually in June from monthly.
10/4/19	2.5.10; 4.2	Editing update to remove the monthly monitoring of 2.5.10 from exhibit B so as to be consistent with change made to exhibit A in July 2019; Editing update to remove duplicate entry of 4.2 from Appendix B; Editing update to add 4.0 to Appendix B so as to be consistent with Appendix A
10/9/19	4.1	Replaced Township Management Team with Township Manager
11/26/19	2.8	Approved succession plan as shown in Appendix F
2/26/20	4.2.2.1	Added new policy to address scope of Manager's authority
10/28/20	4..3.1	Updated language so as not to read as "exclusionary" as it originally read and refined language defining Ends
2/10/21	3.10.3	Updated language for clarity and to be consistent with actual practice
3/24/21	3.10.1.3	Updated to acknowledge electronic devices provided to board members and reference to board approved Electronic Device Use Policy (Appendix G)
7/28/21	1.0	Updated Ends 1.1.2, 1.4.1; added Ends 1.1.2.1, 1.3.4.1, 1.4.4, 1.5.4, 1.6.2, 1.6.3
7/18/2022	3.5 – 3.5.2	Updated which groups the Board will host during annual meeting and which groups should send an annual report to Board

Date	Policy	Description of the Change
11/22/2022	2.8	Amended succession plan as shown in Appendix F-added Comm/Econ Dev Dir

Evaluator: \_\_\_\_\_

Send to Supervisor by: \_\_\_\_\_

**Policy Governance Executive Limitations Evaluation Form**

*A tool to be used by individual board members*

*as they evaluate the internal monitoring reports designated in Board-Executive Director Linkage*

Policy being monitored:

*(Insert actual policy)*

- 1. Was this report submitted when due?  Yes  No
- 2. Did the report lay out the Executive Director’s interpretation or an operational definition of the policy?  Yes  No
- 3. Is the interpretation justified or is proof provided to explain why the interpretation is reasonable?  Yes  No
- 4. Was I convinced that the interpretation is justified and reasonable?  Yes  No
- 5. Did the interpretation address all aspects of the policy?  Yes  No
- 6. Does the data show compliance with the Executive Director’s interpretation of our policy?  Yes  No

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Comments regarding further policy development:

- 1. Is there any area regarding this policy that you worry about that is not clearly addressed in existing policy? What is the value that drives your worry?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

- 2. What policy language would you like to see incorporated to address your worry?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

## Board Compliance Monitoring Tool

**Complete evaluation form and return to the Board President by \_\_\_\_\_.**  
**Board Means Policy being monitored: (insert policy)**

*Review all sections of the policy listed and evaluate our compliance with policy.*

1. Indicate item by item if you believe Yes No Are we are in strict compliance with the policy as stated?

2. If you indicated that the Board is not in strict compliance with the policy as stated, please indicate what you notice that gives evidence that we are **not** in compliance?

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3. How do you think we could improve our process to be in full compliance?

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4. What do we need to learn or discuss in order to live by our policies more completely?

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5. Does this policy remain in compliance with the Policy Governance model in terms of content and format? For example, do all the subsections of this policy relate to prudence and ethics? Do the sub-policy further enlighten language of the broader policy?

Yes

**Township Manager Succession Plan**

Created: November 2019

Requirement for Plan: Governance Policy 2.8

Board of Trustee Approval: November 26, 2019

Board of Trustee Last Amended: November 22, 2022

**Policy Statement:**

A change in executive leadership is inevitable for all organizations and can be a very challenging time. Therefore, it is the policy of the Charter Township of Union to be prepared for an eventual change in leadership – either planned or unplanned – to ensure the stability and accountability of the organization until such time as new permanent leadership is identified.

The Board of Trustees shall be responsible for implementing this. To ensure the organization’s operations are not interrupted while the Board of Trustees assesses the leadership needs and recruits a permanent replacement, the Board will appoint an Interim Manager as described below.

The Interim Manager shall ensure that the organization continues to operate without disruption and that all organizational commitments previously made are adequately executed and monitored including but not limited to reports due, contracts and other obligations to partners and counterparties.

**Procedures for Succession:**

For a temporary change in Manager leadership (i.e., illness, resignation, leave of absence) the Board of Trustees shall, within 3 business days, appoint an Interim Manager according to the following line of succession:

- a. Finance Department Director
- b. Public Services Department Director
- c. Community and Economic Development Director

In order to ensure the capacity of these positions to assume the role of Interim Manager, the Manager will coach these staff members and expose them to organizational issues beyond their immediate areas of responsibility to ensure they are ready to fulfill this role.

**Charter Township of Union  
Electronic Device (computer/tablet) Use Policy for Elected Officials  
(approved 3/24/21)**

1. Purpose

- a. The Board of Trustees believes that using a Township issued electronic device will reduce costs, reduce the use of paper, streamline the business processes of the Township, and improve the delivery and exchange of information with citizens.
- b. This electronic device policy sets forth guidelines for the use of an electronic device.

2. User Responsibilities.

- a. Elected officials must adhere to this policy.
- b. All existing Township policies, state law, and federal law apply to an elected official's conduct while using an electronic device.
- c. If an elected official believes someone has compromised the security of the electronic device, he/she must immediately notify the Township Manager

3. Ownership.

- a. Upon taking office an elected official will be provided with an electronic device to use for Township related business. The electronic device remains the property of the Township.
- b. At the end of his/ her term, an elected official must return the electronic device to the Township. If he or she does not return the electronic device, the Township will take whatever actions are necessary and allowable by statute to secure the return of the device.
- c. An elected official will use due care and caution in the maintenance and care of the electronic device.
- d. An elected official will keep the electronic device password-protected at all times.
- e. An elected official will not leave the electronic device in a place where it could be easily stolen, damaged or accessed.
- f. The Township will provide routine maintenance of the electronic device issued to an elected official.
- g. An elected official may not allow a non-Township employee or non-Township official to use or access the electronic device.

4. Appropriate Use.

- a. An elected official may only and exclusively use the electronic device for official Township business. He/she may not use the device for commercial, political,

personal, or illegal use.

- b. An elected official may not add or download software, programs, or applications without prior authorization from the Township Manager. This restriction is not intended to apply to software vendor updates that occur automatically to approved application software or to operating system software.
- c. An elected official may not use the electronic device to post information on a personal site or on personal, social media or for personal email.
- d. An elected official must limit his or her use of the electronic device during public meetings to accessing information solely related to the business of the meeting.
- e. An elected official may not use the electronic device to communicate with another individual during a meeting.
- f. An elected official may not use the electronic device as to violate the Open Public Meetings Act.
- g. An elected official may not use an electronic device to promote or oppose any political ideals or positions.

## 5. Records Management.

- a. All data on an electronic device is property of the Township. An elected official has no expectation of privacy in data created, received, or maintained on the electronic device. The Township may access the electronic device, saved files, internet logs and searches, email records, metadata, or any other pertinent information without notice as allowed by law.
- b. All information on an electronic device is public and subject to the Freedom of Information Act (FOIA). There is no protection, and the Township will provide no defense, for private or personal files, data, email, or documents that reside on an electronic device.
- c. The Township reserves the right to fully manage and monitor an electronic device, including controlling the data services, cellular services, device configurations, applications, and policies.

## 6. Software on Device

- a. The software and applications installed by the Township must remain on the electronic device in usable condition and be readily accessible. From time to time, the Township may add or upgrade software applications for use by elected officials, which will require an elected official to return the electronic device to the Township for periodic updates.
- b. Any software on an electronic device is the property of the Township and may only be used in ways consistent with applicable licenses, trademarks, or copyrights.
- c. If technical difficulties occur or non-Township approved software is discovered, the electronic device will be restored from backup and the non-approved software removed.



UNION TOWNSHIP  
ELECTRONIC DEVICE AGREEMENT FOR ELECTED OFFICIALS

The Charter Township of Union has provided me with a copy of the Township’s policy regarding an elected official’s use of a Township-issued electronic device.

I have read the policy, I understand the policy, and I agree to abide by its terms.

\_\_\_\_\_  
Signature  
Supervisor/Treasurer/Clerk/Trustee (circle one)

\_\_\_\_\_  
Date