

HOUSE BILL No. 5139

October 19, 1993, Introduced by Reps. Voorhees, Horton, Vorva, Weeks, Rocca, Kaza, Porreca, Griffin, Owen, Crissman, Stille, Jaye, Jersevic, Bobier, LeTarte, Fitzgerald, Lowe, Points, Yokich, Wetters, Walberg, Richard A. Young, DeMars, Martin, Alley, Barns, Curtis, Harder, Olshove, Kukuk, Keith, Bullard, Middleton, Whyman, Jamian, McNutt, Shugars, Cropsey, Bodem, Rhead, Gnodtke, Bryant, Johnson, Baade, Byrum and Freeman and referred to the Committee on Local Government.

A bill to amend the title and sections 3, 5, 7, 9, 11, 13, 19, 21, and 33 of Act No. 292 of the Public Acts of 1989, entitled

"Metropolitan council act,"

being sections 124.653, 124.655, 124.657, 124.659, 124.661, 124.663, 124.669, 124.671, and 124.683 of the Michigan Compiled Laws; and to repeal certain parts of the act.

THE PEOPLE OF THE STATE OF MICHIGAN ENACT:

- Section 1. The title and sections 3, 5, 7, 9, 11, 13, 19,
- 2 21, and 33 of Act No. 292 of the Public Acts of 1989, being sec-
- 3 tions 124.653, 124.655, 124.657, 124.659, 124.661, 124.663,
- 4 124.659, 124.671, and 124.683 of the Michigan Compiled Laws, are
- 5 amended to read as follows:

03304'93 TMV

TITLE

- 2 An act to authorize local governmental units to create Aet-
- 3 ropolitan councils; AND to prescribe the powers and duties of
- 4 metropolitan councils. -; and to authorize metropolitan councils
- 5 to levy a property tax.
- 6 Sec. 3. As used in this act:
- 7 (a) "Articles" means a council's articles of incorporation
- 8 provided for in section 5.
- 9 (b) "Council" means a metropolitan council established p^{ur}
- 10 suant to this act.
- 11 (c) "Council area" means the combined territory of the p^{ar}
- 12 ticipating cities, villages, and townships.
- 13 (d) "bargest" means, if used in reference to a county, the
- 14 county having the greatest population residing in participating
- 15 cities, villages, and townships. "Largest", if used in reference
- 16 to a participating local governmental unit, means the participat
- 17 ing local governmental unit having the greatest population.
- 18 (D) -(e) "Local governmental unit" means a county, town-
- 19 ship, city, or village.
- 20 (E) (f) "Metropolitan area" means a metropolitan statisti-
- 21 cal area, as defined as of the effective date of this act. ON
- 22 JANUARY 3, 1990 by the United States department of commerce, -or
- 23 a successor agency, with a population of less than 1,000,000
- 24 people.
- 25 (F) (g) "Participating", if used in reference to a local
- 26 governmental unit, means ! of the following:

- 1 (i) After -formation INCORPORATION of a -metropolitan-
- 2 council, a local governmental unit that has joined in the
- 3 formation INCORPORATION of the council or been added to the
- 4 council pursuant to section 11, and that has not withdrawn pursu-
- 5 ant to section 33.
- 6 (ii) Before formation INCORPORATION of a metropolitan
- 7 council, a local governmental unit named in the articles of
- 8 incorporation as a participating local governmental unit.
- 9 Sec. 5. (1) A combination of 2 or more local governmental
- 10 units in a metropolitan area may form INCORPORATE a metropoli-
- 11 tan council by adopting articles of incorporation pursuant to the
- 12 requirements of sections 7 and 9.
- (2) A council is a public corporate body with power to sue
- 14 and be sued in any court of the state.
- 15 (3) A council is an authority under section 6 of article IX
- 16 of the state constitution of 1963.
- 17 (4) A council possesses all the powers necessary for carry
- 18 ing out the purposes of its formation. The enumeration of spe-
- 19 cific powers in this act shall not be construed as a limitation
- 20 on the general powers of a council, consistent with its
- 21 articles.
- Sec. 7. (1) A council's articles shall state the name of
- 23 the council; the names of the participating local governmental
- 24 units; the purposes for which the council is formed; the powers,
- 25 duties, and limitations of the council and its officers; the
- 26 qualifications, method of selection and terms of office of
- 27 delegates sitting on the council and of council officers; the

- 1 manner in which participating local governmental units shall
- 2 part in the governance of the council; the $\frac{1}{2}$ method ϕ^{\sharp}
- 3 amending the articles; the method of amending the articles
- 4 reflect the addition of a local governmental unit, which shall?
- 5 require the adoption of a resolution by a vote of not less than
- 6 2/3 of the delegates serving on the council; and any other mat-
- 7 ters that the participating local governmental units consider
- 8 advisable.
- 9 (2) The articles may require each participating local $go^{\sqrt{-}}$
- 10 ernmental unit to annually pay to the council an amount not
- 11 exceed 0.2 mills multiplied by the state equalized valuation of
- 12 all the taxable real and personal property within DETERMINED BY
- 13 A FORMULA BASED ON THE POPULATION OF that local governmental
- 14 unit. THE ARTICLES MAY PROVIDE DIFFERENT FORMULAE FOR DETERMIN-
- 15 ING THE AMOUNT TO BE PAID BY DIFFERENT CLASSES OF LOCAL GOVERN-
- 16 MENTAL UNITS.
- 17 (3) The articles may authorize the council to levy on a 11
- 18 the taxable real and personal property within the council area an
- 19 ad valorem tax of not to exceed 0.5 mills of the state equalized
- 20 valuation on each dollar of assessed valuation of taxable
- 21 property. The levy of a tax under this subsection is subject to
- 22 the requirements of sections 25 and 27.
- Sec. 9. (1) The articles of a council shall be adopted and
- 24 may be amended by an affirmative vote of a majority of the mem
- 25 bers elected to and serving on the legislative body of BY each
- 26 participating local governmental unit. A PARTICIPATING LOCAL

- 1 GOVERNMENTAL UNIT MAY ADOPT THE ARTICLES UNDER EITHER OF THE
- 2 FOLLOWING PROCEDURES:
- 3 (A) BY AN AFFIRMATIVE VOTE OF A MAJORITY OF THE MEMBERS
- 4 ELECTED TO AND SERVING ON THE LEGISLATIVE BODY, SUBJECT TO THE
- 5 RIGHT OF REFERENDUM UNDER SECTION 13(1).
- 6 (B) BY AN AFFIRMATIVE VOTE OF A MAJORITY OF THE ELECTORS
- 7 VOTING IN AN ELECTION UNDER SECTION 13(2).
- 8 (2) EXCEPT AS PROVIDED IN SECTION 11(1)(B), THE ARTICLES OF
- 9 A COUNCIL SHALL BE AMENDED BY AN AFFIRMATIVE VOTE OF A MAJORITY
- 10 OF THE MEMBERS ELECTED TO AND SERVING ON THE LEGISLATIVE BODY OF
- 11 EACH PARTICIPATING LOCAL GOVERNMENTAL UNIT.
- 12 (3) -(2) Before the articles or amendments TO THE ARTICLES
- 13 are -adopted VOTED UPON by -any THE LEGISLATIVE BODY OF A par-
- 14 ticipating local governmental unit, the articles or amendments OR
- 15 A SUMMARY OF THE ARTICLES OR AMENDMENTS shall be published by the
- 16 clerk of the largest participating THAT local governmental unit
- 17 at least once in a newspaper generally circulated within the par-
- 18 ticipating cities, villages, and townships LOCAL GOVERNMENTAL
- 19 UNIT.
- 20 (4) -(3) The adoption of articles or amendments by -the
- 21 legislative body of a local governmental unit shall be evidenced
- 22 by an endorsement on the articles or amendments by the clerk of
- 23 the local governmental unit in a form substantially as
- 24 follows IN 1 OF THE FOLLOWING FORMS, AS APPLICABLE:
- 25 (A) These articles of incorporation -(or amendments) were
- 26 adopted by an affirmative vote of a majority of the members
- 27 serving on the legislative body of (NAME OF LOCAL GOVERNMENTAL

1	UNIT) at a meeting duly held on the day
	of THESE ARTICLES OF INCORPORA-
	TION WERE NOT THE SUBJECT OF A REFERENDUM ELECTION UNDER SECTION
	13(1) OF THE METROPOLITAN COUNCIL ACT.
5	(NAME OF LOCAL GOVERNMENTAL UNIT)
67	BY: (NAME OF CLERK)
8 9	CLERK
1 0	(B) THESE ARTICLES OF INCORPORATION WERE ADOPTED BY AN
1 2	AFFIRMATIVE VOTE OF A MAJORITY OF THE MEMBERS SERVING ON THE LEG-
13	ISLATIVE BODY OF (NAME OF LOCAL GOVERNMENTAL UNIT) AT A MEETING
14	HELD ON THE DAY OF THESE ARTICLES
1 5	OF INCORPORATION WERE APPROVED BY THE AFFIRMATIVE VOTE OF A
16	MAJORITY OF THE ELECTORS VOTING AT A REFERENDUM ELECTION UNDER
17	SECTION 13(1) OF THE METROPOLITAN COUNCIL ACT HELD ON THE
18	DAY OF
19	(NAME OF LOCAL GOVERNMENTAL UNIT)
2 O 2 1 2 2	BY: (NAME OF CLERK)
23	CLERK
25	(C) THESE AMENDMENTS WERE ADOPTED BY AN AFFIRMATIVE VOTE OF
26	A MAJORITY OF THE MEMBERS SERVING ON THE LEGISLATIVE BODY OF
27	(NAME OF LOCAL GOVERNMENTAL UNIT) AT A MEETING DULY HELD ON THE
28	DAY OF
29	(NAME OF LOCAL GOVERNMENTAL UNIT)
3 0	BY: (NAME OF CLERK)
32	
2.4	CLERK

- (5) -(4) -Upon AFTER adoption of the articles or amendments,
- 2 a printed copy of the articles or the amended articles shall be
- 3 filed by the clerk of the largest participating local govern-
- 4 mental unit HAVING THE GREATEST POPULATION SHALL FILE A PRINTED
- 5 COPY OF THE ARTICLES OR AMENDMENTS with the secretary of state,
- 6 the clerk of each county in which is located all or part of a
- 7 participating city, village, or township, and the clerk of each
- 8 participating -city, village, or township LOCAL GOVERNMENTAL
- 9 UNIT, AND THE SECRETARY OF STATE. THE COUNCIL IS INCORPORATED '
- 10 UPON THE FILING OF THE ARTICLES WITH THE SECRETARY OF STATE.
- Sec. 11. (1) A local governmental unit may be added to the
- 12 council after the council's incorporation upon satisfaction of
- 13 -all BOTH of the following requirements:
- (a) A majority of the members elected to and serving on the
- 15 legislative body of the local governmental unit vote to adopt a
- 16 resolution stating that the local governmental unit desires THE
- 17 LOCAL GOVERNMENTAL UNIT REQUESTS to be added to the council and
- 18 -that-it- accepts the requirements of the articles as amended to
- 19 reflect the addition of the local governmental unit, -- UNDER
- 20 EITHER OF THE FOLLOWING PROCEDURES:
- 21 (i) BY AN AFFIRMATIVE VOTE OF A MAJORITY OF THE MEMBERS
- 22 ELECTED TO AND SERVING ON THE LEGISLATIVE BODY OF THE LOCAL GOV-
- 23 ERNMENTAL UNIT, SUBJECT TO THE RIGHT OF REFERENDUM UNDER SECTION
- 24 13(1).
- 25 (ii) BY AN AFFIRMATIVE VOTE OF A MAJORITY OF THE ELECTORS
- 26 VOTING IN AN ELECTION UNDER SECTION 13(2).

- (b) If there is a tax levied by the council pursuant
- 2 section 7 and the local governmental unit is a city, village
- 3 township, the tax is authorized by a majority of the elector
- 4 that city, village, or township voting on the proposal.
- 5 (B) $\overline{\text{(c)}}$ The articles are amended BY A VOTE OF NOT LESS
- 6 THAN 2/3 OF THE DELEGATES SERVING ON THE COUNCIL to reflect the
- 7 addition of ADD the local governmental unit AS A PARTICIPAT ING
- 8 LOCAL GOVERNMENTAL UNIT.
- 9. (2) Upon AFTER addition of a local governmental unit to a
- 10 council, THE CLERK OF THE LOCAL GOVERNMENTAL UNIT SHALL FILE a
- 11 printed copy of the amended articles -shall be filed as required
- 12 by section 9. by the clerk of the local governmental unit added
- 13 to the council.
- 14 Sec. 13. (1) THE ACTION OF THE LEGISLATIVE BODY OF A LOCAL
- 15 GOVERNMENTAL UNIT UNDER SECTION 9(1)(A) OR SECTION 11(1)(A)(i),
- 16 WHETHER AFFIRMATIVE OR NEGATIVE, IS SUBJECT TO A REFERENDUM BY
- 17 THE ELECTORS OF THE LOCAL GOVERNMENTAL UNIT. A PETITION FOR A
- 18 REFERENDUM SHALL BE FILED NOT MORE THAN 90 DAYS AFTER THE ACTION
- 19 OF THE LEGISLATIVE BODY.
- 20 (2) IF A LOCAL GOVERNMENTAL UNIT IS NOT PARTICIPATING AND
- 21 IF, DURING THE PAST 3 YEARS, NEITHER THE LEGISLATIVE BODY NOR THE
- 22 ELECTORS HAVE VOTED ON THE QUESTION OF BECOMING A PARTICIPATING
- 23 LOCAL GOVERNMENTAL UNIT, A PETITION MAY BE FILED REQUESTING A
- 24 VOTE OF THE ELECTORS ON THE QUESTION OF BECOMING A PARTICIPATING
- 25 LOCAL GOVERNMENTAL UNIT.
- 26 (3) (+) Upon A petition UNDER THIS SECTION SHALL BE SIGNED
- 27 by not less than 5% of the registered electors residing in a

```
1 -nonparticipating local governmental unit -requesting a
```

- 2 referendum on the question of becoming a participating local gov-
- 3 ernmental unit, the AND FILED WITH THE CLERK OF THE LOCAL GOV-
- 4 ERNMENTAL UNIT. IT SHALL BE REBUTTABLY PRESUMED THAT THE SIGNA-
- 5 TURE ON A PETITION UNDER THIS SECTION IS STALE AND VOID IF IT WAS
- 6 MADE MORE THAN 90 DAYS BEFORE THE PETITION WAS FILED WITH THE
- 7 CLERK OF THE LOCAL GOVERNMENTAL UNIT. THE clerk of the local
- 8 governmental unit, upon verifying the required number of signa-
- 9 tures on the -petitions PETITION, shall submit the question -of
- 10 whether the local governmental unit should become a participating
- 11 local governmental unit to the vote of the electors of the local
- 12 governmental unit at the next general election or special elec-
- 13 tion called for that purpose. -, and THE ELECTION SHALL BE con-
- 14 ducted in accordance with the Michigan election law, Act No. 116
- 15 of the Public Acts of 1954, being sections 168.1 to 168.992 of
- 16 the Michigan Compiled Laws. -(2) The clerk of the municipality
- 17 shall prepare the question for the ballot to be used at the
- 18 election. , subject to the election laws of the state, substan-
- 19 tially as follows:
- 20 "Should the _____ of ____ become part of a metro
- 21 politan council?
- 22 Yes ()
- 23 No ()"
- 24 (3) If a majority of the electors voting on the question
- 25 vote "yes", the local governmental unit shall proceed to become a
- 26 participating local governmental unit in the manner provided in
- 27 section ++-

- 1 (4) A VOTE OF THE ELECTORS OF A LOCAL GOVERNMENTAL UNIT
- 2 UNDER THIS SECTION BARS ALL OF THE FOLLOWING FOR A PERIOD OF
- 3 YEARS AFTER THE VOTE OF THE ELECTORS:
- 4 (A) THE FILING OF A PETITION UNDER THIS SECTION.
- 5 (B) A VOTE OF THE LEGISLATIVE BODY OF THAT LOCAL GOVERNMEN-
- 6 TAL UNIT ON ANY OF THE FOLLOWING:
- 7 (i) ON THE ADOPTION OF ARTICLES OF INCORPORATION UNDER $\mathcal{S}^{\text{EC}-}$
- 8 TION 9(1)(A).
- 9 (ii) ON BEING ADDED TO A COUNCIL AFTER THE COUNCIL'S INCOR-
- 10 PORATION UNDER SECTION 11.
- (iii) ON WITHDRAWAL FROM MEMBERSHIP IN THE COUNCIL PURSUANT
- 12 TO SECTION 33.
- 13 Sec. 19. (1) The articles may authorize a council to pr^{0-}
- 14 pose standards, criteria, and suggested model ordinances to regu-
- 15 late the use and development of land and water within the council
- 16 area.
- 17 (2) To the extent authorized in the articles, a council may
- 18 plan, promote, finance, issue bonds for, acquire, improve,
- 19 enlarge, extend, own, construct, replace, or contract for public
- 20 improvements and services including, but not limited to, the
- 21 following.
- 22 (a) Water and sewer public improvements and services.
- 23 (b) Solid waste collection, recycling, and disposal.
- 24 (c) Parks, museums, zoos, wildlife sanctuaries, and recrea-
- 25 tional facilities.
- 26 (d) Special use facilities.

- 1 (e) Ground and air transportation and facilities, including
- 2 airports.
- 3 (f) Economic development and planning for the council area.
- 4 (q) Higher education public improvements and services.
- 5 (3) A council shall not contract for the operation by
- 6 another person of a public improvement or service acquired by the
- 7 council pursuant to subsection (2).
- 8 (2) -(4) A council may establish divisions, bureaus, and
- 9 committees, including advisory committees. Members of advisory
- 10 committees shall serve without compensation but may be reimbursed
- 11 for their reasonable expenses as determined by the council.
- 12 (3) -(5) A council in cooperation with other agencies and
- 13 departments of the state and the state universities may develop a
- 14 center for data collection and storage to be used by the council
- 15 and other governmental users and may furnish information on
- 16 subjects such as population, land use, and governmental
- 17 finances.
- 18 (4) -(6) A council may study the feasibility of programs
- 19 relating but not limited to water supply, refuse disposal, sur-
- 20 face water drainage, communication, transportation, and other
- 21 PROGRAMS ADDRESSING subjects of concern to the participating
- 22 local governmental units. and A COUNCIL may institute CONDUCT
- 23 A demonstration -projects PROJECT in connection with -the
- 24 studies A STUDY. THE COUNCIL AND A PARTICIPATING LOCAL GOVERN-
- 25 MENTAL UNIT MAY CONTRACT FOR THE PARTICIPATING LOCAL GOVERNMENTAL
- 26 UNIT TO CONDUCT A DEMONSTRATION PROJECT IN CONNECTION WITH A
- 27 STUDY.

- Sec. 21. (1) A council may do 1 or more of the following:
- 2 (a) Adopt bylaws for the administration of the council.
- 3 (b) Acquire and hold, FOR USE IN THE ADMINISTRATION OF THE
- 4 COUNCIL REAL AND PERSONAL PROPERTY LOCATED WITHIN OR WITHOUT
- 5 PARTICIPATING LOCAL GOVERNMENTAL UNITS. THE PROPERTY MAY BE
- 6 ACQUIRED by purchase, lease, grant, gift, devise, land contract,
- 7 installment purchase contract, bequest, -condemnation, or or her
- 8 legal means, real and personal property within or without the
- 9 participating cities, villages, and townships EXCEPT
- 10 CONDEMNATION. The property may include franchises, easements, or
- 11 rights of way on, under, or above any property. The council may
- 12 pay for the property from, or pledge for the payment of the $p^{\text{rop-}}$
- 13 erty, revenue of the council. A council shall not condemn
- 14 public property.
- 15 (c) Apply for and accept grants, loans, or contributions
- 16 from the federal government or any of its agencies, this state,
- 17 or other public or private agencies to be used for any of the
- 18 purposes of this act.
- (d) Sell or lease property acquired for the purposes of
- 20 this act but not needed for those purposes THE ADMINISTRATION
- 21 OF THE COUNCIL.
- 22 (e) Contract with a participating local governmental unit
- 23 for the provision of a service listed in section 19(2) in the
- 24 participating local governmental unit for a period not exceeding
- 25 30 years. The service may be established or funded in conjunc-
- 26 tion with a service of a local governmental unit, and the
- 27 provision of a service of a local governmental unit may be

- 1 delegated to a council. A charge specified in a contract is
- 2 subject to increase by the council, if necessary to provide funds
- 3 to meet its obligations. A council may also enter into a con-
- 4 tract with a nonparticipating local governmental unit for a
- 5 period not exceeding 30 years, except that a charge for a service
- 6 under a contract with a nonparticipating local governmental unit
- 7 may be greater than a charge to a participating local governmen
- 8 tal unit, and is subject to change from time to time without
- 9 notice. A council's powers under this subdivision are subject to
- 10 section 19(3).
- (E) -(f) Hire employees, attorneys, accountants, and
- 12 consultants.
- (2) A council shall do all of the following:
- (a) Prepare budgets and appropriations acts in the manner
- 15 required of local units under the uniform budgeting and account-
- 16 ing act, Act No. 2 of the Public Acts of 1968, being sections
- 17 141.421 to 141.440a of the Michigan Compiled Laws.
- (b) If ending a fiscal year with a deficit, file a financial
- 19 plan to correct the deficit in the same manner as provided in
- 20 section 21 of THE STATE REVENUE SHARING ACT OF 1971, Act No. 140
- 21 of the Public Acts of 1971, being section 141.921 of the Michigan
- 22 Compiled Laws.
- Sec. 33. (1) Except as otherwise provided in
- 24 subsection (2), a participating local governmental unit may with-
- 25 draw from membership in the council if all of the following con-
- 26 ditions are met:

- 1 (a) Adoption SUBJECT TO SECTION 13(4)(B)(iii), ADOPTION of 2 a resolution by a majority of the members elected to and $se_{\mathbf{r}} \checkmark^{ing}$ 3 on the legislative body of the local governmental unit requesting 4 withdrawal from membership.
- (b) Payment or the provision for payment is made regarding 6 any obligations of the local governmental unit to the council or 7 its creditors.
- 8 (2) If, upon withdrawal of a city, village, or township
- 9 the city, village, or township has unpaid obligations to the
- 10 council, a tax levied by the council pursuant to section 7(3)
- 11 before withdrawal of the city, village, or township shall cost
- 12 tinue to be levied in the city, village, or township, to the
- 13 extent and in an amount needed to satisfy the unpaid obligations,
- 14 until the obligations are paid or the tax expires, whichever hap
- 15 pens first. A city, village, or township that withdraws from a
- 16 council shall continue to receive services from the council watil
- 17 the city, village, or township is no longer required to pay a tax
- 18 levied by the council.
- 19 (2) -(3) Withdrawal of a local governmental unit from a
- 20 council shall be evidenced by an amendment to the articles exe-
- 21 cuted by the secretary or, if the council has no secretary, by
- 22 the chairperson of the council and filed and published in the
- 23 same manner as the original articles.
- 24 Section 2. Sections 25, 27, 29, and 31 of Act No. 292 of
- 25 the Public Acts of 1989, being sections 124.675, 124.677,
- 26 124.679, and 124.681 of the Michigan Compiled Laws, are
- 27 repealed.

- Sec. 21. (1) A council may do 1 or more of the following:
- 2 (a) Adopt bylaws for the administration of the council.
- 3 (b) Acquire and hold, FOR USE IN THE ADMINISTRATION OF THE
- 4 COUNCIL REAL AND PERSONAL PROPERTY LOCATED WITHIN OR WITHOUT
- 5 PARTICIPATING LOCAL GOVERNMENTAL UNITS. THE PROPERTY MAY BE
- 6 ACQUIRED by purchase, lease, grant, gift, devise, land contract,
- 7 installment purchase contract, bequest, -condemnation, or other
- 8 legal means, real and personal property within or without the
- 9 participating cities, villages, and townships EXCEPT
- 10 CONDEMNATION. The property may include franchises, easements, or
- 11 rights of way on, under, or above any property. The council may
- 12 pay for the property from, or pledge for the payment of the $p^{\text{rop-}}$
- 13 erty, revenue of the council. A council shall not condemn
- 14 public property.
- (c) Apply for and accept grants, loans, or contributions
- 16 from the federal government or any of its agencies, this state,
- 17 or other public or private agencies to be used for any of the
- 18 purposes of this act.
- 19 (d) Sell or lease property acquired for the purposes of
- 20 this act but not needed for those purposes THE ADMINISTRATION
- 21 OF THE COUNCIL.
- 22 (e) Contract with a participating local governmental unit
- 23 for the provision of a service listed in section 19(2) in the
- 24 participating local governmental unit for a period not exceeding
- 25 30 years. The service may be established or funded in conjunc-
- 26 tion with a service of a local governmental unit, and the
- 27 provision of a service of a local governmental unit may be