

Municipal Report

Organization of City and Village Government in Michigan

This Municipal Report examines the organization of city and village government in Michigan, forms of government and the development of local home rule. It also contains appendices showing types of incorporation and forms of government of all cities and villages in Michigan.

Systems of Government for Michigan Municipalities, by the late Arthur W Bromage, Professor Emeritus of Political Science, University of Michigan, explains the various structural forms of government available to cities and villages. The minimum area and population standards for each classification are detailed. The chief characteristics of each organizational form and other municipal practices in Michigan are related to nationwide historic trends.

Caution should be taken in using statistical information in this report. Incorporation and form of government changes number upward to a dozen a year. The statistical information, therefore, is accurate as of November 2003.

Systems of Government for Michigan Municipalities, by Arthur W. Bromage¹

The present status of cities and villages in Michigan is the result of historical tradition, of the home rule provisions of the Constitutions of 1908 and 1963, of the home rule acts of 1909, and the initiative of individual communities.

During the nineteenth century, the State Legislature recognized the need to incorporate by special acts the densely settled communities within the basic pattern of counties and townships. The system of local government written into Michigan's 1908 and 1963 Constitutions recognized the continuing existence of counties and townships, with the voluntary incorporation of the more densely settled areas as cities and villages. An

¹ Article by the late Arthur W. Bromage, Professor Emeritus of Political Science, the University of Michigan. Revised by the League's general counsel William L Steude in 1994. Updated November 2003.

innovation in the 1908 Constitution was a provision for city and village home rule charters – a change which was to have many repercussions.

Village

The basic difference between a city and a village is that whenever and wherever an area is incorporated as a village, it stays within the township. The villagers participate in township affairs and pay township taxes in addition to having their own village government. Incorporation as a city, however, removes an area from township government. City dwellers participate in county elections and pay county taxes as do villagers but are removed from township units.

Villages in Michigan are organized primarily to establish local regulatory ordinances and to provide local services such as fire and police protection, public works and utilities. Certain of the local duties required by the state are not demanded of the village but are performed by the embracing township including assessing property; collecting taxes for counties and school districts; and administering county, state and national elections.

Most of the villages (213 of 261) are still governed under the general village law. Charters for villages are the exception, although any village may adopt a home rule document under 1909 PA 278, as amended, which is a companion to the 1909 Home Rule City Act (1909 PA 279). No special act villages exist, because the General Law Village Act of 1895 brought all then existing villages under its provisions. General law villages may make amendments to their basic law by home rule village act procedures. Such amendments, however, may not extend to a change in the form of government.

City

A city, being withdrawn from the township, must provide the basic, state-required duties as well as its own services. In addition to being responsible for assessing property and collecting taxes for county and school purposes, the city also becomes solely responsible for registration of voters and conduct of all elections within its boundaries.

The greater independence of the city, in maintaining local regulations and functions and state-imposed duties in one integrated unit, accounts for the creation of many small cities in Michigan during recent decades. The trend has also developed in villages to

seek incorporation as cities whereby they achieve a separation of jurisdiction from the township.²

In November 2003, Michigan had 272 incorporated cities and 261 incorporated villages - a total of 533 municipalities. Of this total number, 312 had adopted home rule charters.

In 1895, adoption of the Fourth Class City Act created two types of cities: those of 3,000 to 10,000 population, which came under the Act, and all others which remained "special charter" cities. At the present time all but one of the "special charter" cities have reincorporated as home rule cities. As of January 1, 1980 all fourth class cities became home rule cities by virtue of 1976 PA 334 (see also OAG 5525, 7/13/1979), which continued the Fourth Class City Act as the charter for each former Fourth Class city until it elects to revise its charter. Currently, seven cities continue to be governed by the Fourth Class City Act.

Standards of Incorporation

For incorporation of a home rule village, a population of 150 is the minimum, but there must be a minimum density of 100 to the square mile. There is no statutory requirement that a village must become a city when it experiences a rapid growth in population. Once incorporated, villages may seek reincorporation as fifth class home rule cities, providing their population is between 750 and 2,000. Alternatively, they may seek reincorporation as home rule cities if their population exceeds 2,000 with a density of 500 per square mile. For many years the Home Rule City Act required 2,000 population and density of 500 per square mile for city incorporation. A 1931 amendment permitted fifth class city incorporation at 750 to 2,000 population with the same 500 per square mile density, but authorized villages within this range to reincorporate as cities regardless of density.

There is no basic difference between a fifth class home rule city and a home rule city, except the population differential and the statutory requirements that fifth class home rule cities hold their elections on an at-large basis. If all the territory of an organized township is included within the boundaries of a village or villages, the village or villages,

² Michigan Municipal League, Municipal Report, *Impact of Changing From a Village to a City* (Michigan Municipal League, 1994, Revised)

without boundary changes may be incorporated as a city or cities as provided in 1982 PA 457.

Unincorporated territory may be incorporated as a fifth class home rule city provided the population ranges from 750 to 2,000 and there is a density of 500 persons per square mile. The same density rule applies to the incorporation of territory as a home rule city if the area has a population of more than 2,000. There are no other methods of city incorporation today. A new city must be incorporated under the Home Rule City Act.

State Boundary Commission

Under 1968 PA 191, the State Boundary Commission must approve all petitions for city and village incorporation. The Boundary Commission is composed of three members appointed by the Governor. When the Commission sits in any county, the three members are joined by two county representatives (one from a township and one from a city), appointed by the probate judge.

In reviewing petitions for incorporation, the Boundary Commission is guided by certain statutory criteria: population; density; land area and uses; valuation; topography and drainage basins; urban growth factors; and business, commercial and industrial development. Additional factors are the need for governmental services; present status of services in the area to be incorporated; future needs; practicability of supplying such services by incorporation; probable effect on the local governmental units remaining; relation of tax increases to benefits; and the financial capability of the proposed municipality (city or village). In other words, Boundary Commission review centers on the feasibility of the proposed city or village.

After review on the basis of criteria, the Boundary Commission may deny or affirm the petition. (Affirmative action may include some revision of the proposed boundaries on the Commission's initiative.) Once the Boundary Commission has issued an order approving incorporation, a petition may be filed for a referendum on the proposal. The referendum permits the voters to accept or reject the incorporation. If incorporation is

approved by the voters, the incorporation may be finally accomplished only through the existing process of drafting and adopting a city or village charter.³

Home Rule

Home rule generally refers to the authority of a city or village under a state's constitution and laws to draft and adopt a charter for its own government. This contrasts with legislative establishment of local charters by special act, which results in mandated charters from state capitols. Home rule frees cities and villages to devise forms of government and exercise powers of local self-government under locally prepared charters adopted by local referendum.

Constitutional home rule is self-executing in some states and not so in others. Non-self-executing home rule, which Michigan wrote into its 1908 Constitution, leaves it up to the state Legislature to implement the home rule powers. Michigan's Legislature did this by enacting the Home Rule Act for Cities and the Home Rule Act for Villages, both of 1909.

In turning to home rule when it did, Michigan became the seventh state to join in a movement which now includes 37 states. It was more than a national trend which motivated the Michigan Constitutional Convention early in this century. Under the special act system of the nineteenth century, Michigan cities were, according to one observer writing closer to the time, "afflicted by their charters with an assortment of governmental antiquities."⁴

The Legislature, under Article VII (Sections 21-22) of the 1963 Michigan Constitution, must provide for the incorporation of cities and villages by general law. Such general

³ 1970 PA 219 provides that all annexation proposals, as well as proposed incorporations and consolidations, also come before the State Boundary Commission. For further information, contact the State Boundary Commission at 116 W Allegan, Lansing MI 48933.

⁴ Robert T. Crane, *Municipal Home Rule in Michigan*, Proceedings of the Fourth Annual Convention of the Illinois Municipal League (Urbana, 1917), pp.62-65.

laws of incorporation must limit their rate of taxation and restrict their borrowing of money and their contracting of debt. The voters of each city and village have power to frame, adopt and amend charters in accordance with these general laws. Through regularly constituted authority, namely their established representative government, they may pass laws and ordinances pertaining to municipal concerns subject to the Constitution and general laws.

By November 2003, 264 cities and 48 villages had adopted home rule charters. The total of 312 charters so adopted makes Michigan one of the leading home rule states in the nation.

Charters

The Michigan Municipal League, versed in the needs of cities and villages, renders informational assistance through its charter inquiry service. A few Michigan attorneys have become specialists in drafting charters. The quality of city and village charters has improved steadily. No longer is it necessary for elected home rule charter commissioners to search for "model" charters elsewhere, since many good charters exist in Michigan itself.⁵

With some exceptions, Michigan charters have been influenced by nationwide trends in municipal practices such as the short ballot, the small council, election of council members-at-large, nonpartisan nominations and election of council members. Chief executives of either the appointed kind (a manager) or the elected type (a mayor) are favored. Localities have shown their ingenuity in searching for what is most appropriate to their needs. No longer is the Legislature burdened with enacting individual charters. The responsibility lies with locally elected charter commissioners, subject to legal review by the Governor under statutory requirements. Since charters must be adopted only by local referendum, the voters themselves make the final determination about the design of their government.

⁵ For Michigan, classification as a home rule state, see Arthur W. Bromage, "The Home Rule Puzzle," *National Municipal Review* XLVI, pp118-123, 130 (March, 1957).

In the process of charter drafting and in the local referendum, civic energies have been released. Charter commissioners, elected by their fellow citizens, have shown themselves progressive yet careful when carrying out their trust.

Form of Government: Cities

Michigan cities have used all major forms of government: weak mayor and council, strong mayor and council, commission, and council-manager. During the nineteenth century, special act charters were frequently of the weak mayor-council plan, as was the Fourth Class City Act of 1895. This form of government was exemplified by an elected mayor with limited administrative authority, election of councilmembers on a ward system, partisan elections, elected administrative officials and administrative boards to supervise city departmental operations.

By November 2003, 264 Michigan cities had home rule charters drafted by locally elected charter commissions and adopted by local referendum.

In 89 home rule cities, variations of the mayor-council system predominated. With the coming of home rule, experimentation began with the commission plan in the Battle Creek Charter of 1915, and with the strong mayor system in the Detroit Charter of 1918. Major Michigan cities were quick to draft and adopt council-manager charters in Jackson (1915), in Grand Rapids (1917) and in Kalamazoo (1918). As in many other states, Michigan cities experimented with government by commission earlier in the 20th century, but the movement was halted as council-manager charters became popular. Michigan has among its home rule cities a few examples of the strong mayor plan, exemplified by the charters of Detroit and Dearborn. The latter is an unusual example of a home rule charter which provides for a very complete integration of the administrative hierarchy under an elected mayor. The Dearborn charter (1942) gives the mayor a pervasive authority to appoint and remove administrative officers, a veto power, an executive budget in terms of preparation and control and other means of executive leadership and administrative supervision.

The City of Flint, with a population of 124,943, is the only large Michigan city to follow the lead of certain other large cities - San Francisco, New Orleans, Philadelphia, and New York City - in providing some kind of chief administrative officer under a strong mayor. Detroit is more appropriately classified as strong mayor in type, such as

Cleveland, Denver and Omaha. The strong mayor charter in Detroit does not provide for any form of chief administrative officer under the mayor. Yet experimentation has begun on a moderate scale in Michigan with providing some form of assistance to mayors apart from the departmental level.

Form of Government: Villages

Of the 261 villages in Michigan, 48 had home rule charters by November 2003, and 213 were governed under the general law (1895) pertaining to villages. Under that act all of the then existing villages in Michigan were reincorporated and standards were set for future incorporations. The general law village, still the most common by far, has the typical weak mayor-council form of government.

In the general law village the chief executive, known as a president, comes closest in formal powers to a weak mayor. The president serves as a member of the council and as its presiding officer. With the consent of the council he/she appoints a street administrator, and such other officers as the council may establish. Comprising the council itself are six trustees besides the president. Three trustees are elected annually to serve for two-year terms, and a president is elected annually. A recent election option has been given to villages providing a change to either three trustees to be elected every biennial election with a term of four years or the election of all six trustees every biennial election with a term of two years. The form of the ballot is partisan, but in most village contests this does not lead to intense partisan activity. This will change with the enactment of the Election Consolidation Act, 298 PA 2003 when all village elections will be non-partisan. Other directly elected officers are the clerk and treasurer. Appointed and ex officio boards can include the boards of registration, election commissioners, election inspectors and cemetery trustees.

1998 Revisions to the GLV Act

Public Acts 254 and 255 were signed into law by the Governor on July 7, 1998, revising the General Law Village (GLV) Act which has governed villages since 1895. The GLV Act is still the statutory charter for 213 villages. The new act is basically a rewrite of language rather than an expansion of authority. It does not change the authority of a village to make changes by charter amendment initiated by either the council or by petition of the voters. Furthermore, the act explicitly confirms the power of a village to

amend the GLV Act locally as provided by the Home Rule Village Act. The most significant changes to the act are that by ordinance (Sample ordinances are included in the appendix of this handbook.) a village council may:

1. reduce the number of trustees from six to four,
2. change from an elected to an appointed clerk, or treasurer, or both, and
3. provide for non-partisan elections (which will no longer be necessary after December 31, 2004, due to the Election Consolidation Act.)

An ordinance making any such change in the council's size, or appointment of elected administrative officials, or partisan elections requires a two-thirds vote of the council. The amendment is effective 45 days after its adoption, subject to a referendum by village voters if a petition is signed by 10 percent of the registered voters within that 45-day period. The council's authority to make such changes by ordinance, subject to the referendum, parallels the council's existing authority to provide for a village manager by ordinance, subject to voter referendum.

The Home Rule Village Act requires that every village so incorporated provide for the election of a president, clerk and legislative body, and for the election or appointment of such other officers and boards as may be essential. However, the president need not be directly elected by the people but may be elected by the village council. Of the 48 home rule villages, 19 have a village manager position.

The home rule village form of government offers flexibility that is not found in the 1895 statewide General Law Village Act provisions. Home rule village charters in Michigan are as diverse as the communities that adopt them. For example:

Almont has a council of seven. Four councilmembers are elected at each regular village election. The three candidates receiving the highest number of votes are elected for three years and the candidate receiving the fourth highest number of votes is elected for two years. The council elects a president and appoints a village manager.

Cement City has a council of five. At each regular village election three councilmembers are elected. The two candidates receiving the highest number of votes are elected for four years and the candidate receiving the third highest number of votes is elected for two years.

Hopkins has a board of trustees of six. Trustees are elected to two-year terms of office. The president, clerk, treasurer and assessor are all elected to one-year terms of office.

Lake Orion has a village manager elected by the council on the basis of training and ability. The manager holds office at the pleasure of the council.

Milford has a village manager who is the chief administrative officer of the village. The manager is charged with the responsibility of supervising and managing all the services of the village and with the responsibility for enforcing the ordinances of the village, the village charter and applicable state laws.

Oxford has a village manager who is the chief administrative officer for the village. The manager prepares the budget of the village for consideration by the council. He/she has the right to take part in the discussion of all matters coming before the council but has no vote.

Appendix A

Incorporation Status for 272 Cities and 261 Villages (as of November 2003)

Population Range	Number in Range	Cities			Villages	
		Home Rule	Home Rule Fourth Class City Act	Special Charter	Home Rule	General Law
Over 50,000	25	25				
25,000-50,000	20	20				
10,000-24,999	44	43			1	
5,000-9,999	53	51			2	
2,000-4,999	113	79	2		9	25
750-1,999	140	46	1		11	83
Under 750	138	8	4	1	25	105
Total	533	265	7	1	48	213

Appendix B

Home Rule Cities in Michigan (as of November 2003)

	Population		Population		Population
Adrian	21,574 *	Coopersville	3,910 *	Grandville	16,263 *
Albion	9,144 *	Corunna	3,381 *	Grant	881 *
Algonac	4,613 *	Croswell	2,467 *	Grayling	1,952 *
Allegan	4,838 *	Crystal Falls	1,791 *	Greenville	7,935 *
Allen Park	29,376 *	Davison	5,536 *	Grosse Pointe	5,670 *
Alma	9,275 *	Dearborn	97,775	Grosse Pointe Farms	9,764 *
Alpena	11,304 *	Dearborn Heights	58,264	Grosse Pointe Park	12,443 *
Ann Arbor	114,024 *	Detroit	951,270	Grosse Pointe Woods	17,080 *
Auburn	2,011 *	DeWitt	4,702 *	Hamtramck	22,976
Auburn Hills	19,837 *	Dowagiac	6,147 *	Hancock	4,323 *
AuGres	1,028 *	Durand	3,933 *	Harbor Beach	1,837 *
Bad Axe	3,462 *	East Grand Rapids	10,764 *	Harbor Springs	1,567 *
Bangor	1,933 *	East Jordan	2,507 *	Harper Woods	14,254 *
Battle Creek	53,364 *	East Lansing	46,525 *	Harrison	2,108
Bay City	36,817 *	East Tawas	2,951 *	Harrisville	514
Beaverton	1,106 *	Eastpointe	34,077 *	Hart	1,950 *
Belding	5,877 *	Eaton Rapids	5,330 *	Hartford	2,476 *
Belleville	3,997 *	Ecorse	11,229	Hastings	7,095 *
Benton Harbor	11,812 *	Escanaba	13,140 *	Hazel Park	18,963 *
Berkley	15,531 *	Essexville	3,766 *	Highland Park	16,746 *
Bessemer	2,148 *	Ewart	1,738 *	Hillsdale	8,233 *
Big Rapids	10,849 *	Farmington	10,423 *	Holland	35,048 *
Birmingham	19,291 *	Farmington Hills	82,111 *	Houghton	7,010 *
Bloomfield Hills	3,940 *	Fennville	1,459	Howell	9,232 *
Boyne City	3,503 *	Fenton	10,582 *	Hudson	2,499 *
Bridgman	2,428 *	Ferndale	22,105 *	Hudsonville	7,160 *
Brighton	6,701 *	Ferrysburg	3,040 *	Huntington Woods	6,151 *
Bronson	2,421 *	Flat Rock	8,488	Imlay City	3,869 *
Brown City	1,334 *	Flint	124,943 *	Inkster	30,115 *
Buchanan	4,681 *	Flushing	8,348 *	Ionia	10,569 *
Burton	30,308	Frankenmuth	4,838 *	Iron Mountain	8,154 *
Cadillac	10,000 *	Frankfort	1,513 *	Iron River	3,386 *
Carson City	1,190 *	Fraser	15,297 *	Ironwood	6,293 *
Caspian	997 *	Fremont	4,224 *	Ishpeming	6,686 *
Cedar Springs	3,112 *	Gaastra	339 *	Ithaca	3,098 *
Center Line	8,531 *	Galesburg	1,988	Jackson	36,316 *
Charlevoix	2,994 *	Garden City	30,047 *	Kalamazoo	77,145 *
Charlotte	8,389 *	Gaylord	3,681 *	Keego Harbor	2,769 *
Cheboygan	5,295 *	Gibraltar	4,264 *	Kentwood	45,255
Clare	3,173 *	Gladstone	5,032 *	Kingsford	5,549 *
Clarkston	962 *	Gladwin	3,001 *	Laingsburg	1,223
Clawson	12,732 *	Gobles	815	Lake Angelus	326
Clio	2,483 *	Grand Blanc	8,242 *	Lake City	923 *
Coldwater	12,967 *	Grand Haven	11,168 *	Lansing	119,128
Coleman	1,296	Grand Ledge	7,813 *	Lapeer	9,072 *
Coloma	1,595	Grand Rapids	197,800 *	Lathrup Village	4,236 *

Leslie	2,044 *	Oak Park	29,793 *	Sault Ste Marie	16,542 *
Lincoln Park	40,008	Olivet	1,758	Scottville	1,266 *
Linden	2,861 *	Omer	337	South Haven	5,021 *
Litchfield	1,458 *	Onaway	993 *	South Lyon	10,036 *
Livonia	100,545 *	Orchard Lake Village	2,215	Southfield	78,296 *
Lowell	4,013 *	Otsego	3,933 *	Southgate	30,136 *
Ludington	8,357 *	Owosso	15,713 *	Springfield	5,189*
Luna Pier	1,483 *	Parchment	1,936 *	Standish	1,581 *
Mackinac Island	523 *	Perry	2,065	Stanton	1,504
Madison Heights	31,101 *	Petersburg	1,157	Stephenson	875
Manistee	6,586 *	Petoskey	6,080 *	Sterling Heights	124,471 *
Manistique	3,583 *	Pinconning	1,386 *	Sturgis	11,285 *
Manton	1,221 *	Plainwell	3,933 *	Swartz Creek	5,102 *
Marine City	4,652 *	Pleasant Ridge	2,594 *	Sylvan Lake	1,735 *
Marlette	2,104 *	Plymouth	9,022 *	Tawas City	2,005 *
Marquette	19,661 *	Pontiac	66,337	Taylor	65,868
Marshall	7,459 *	Port Huron	32,338 *	Tecumseh	8,574 *
Marysville	9,684 *	Portage	44,897 *	Three Rivers	7,328 *
Mason	6,714 *	Portland	3,789 *	Traverse City	14,532 *
McBain	584	Potterville	2,168 *	Trenton	19,584 *
Melvindale	10,735 *	Reading	1,134 *	Troy	80,959 *
Memphis	1,129	Reed City	2,430 *	Utica	4,577
Menominee	9,131 *	Richmond	4,897 *	Vassar	2,823 *
Midland	41,685 *	River Rouge	9,917	Wakefield	2,085 *
Milan	4,775 *	Riverview	13,272 *	Walker	21,842 *
Monroe	22,076 *	Rochester	10,467 *	Walled Lake	6,713 *
Montague	2,407 *	Rochester Hills	68,825 *	Warren	138,247
Montrose	1,619 *	Rockford	4,626 *	Watervliet	1,843 *
Morenci	2,398 *	Rockwood	3,442 *	Wayland	3,939 *
Mount Clemens	17,312 *	Rogers City	3,322 *	Wayne	19,051 *
Mount Morris	3,194 *	Romulus	22,979	West Branch	1,926 *
Mount Pleasant	25,946 *	Roosevelt Park	3,890 *	Westland	86,602
Munising	2,539 *	Rose City	721	White Cloud	1,420 *
Muskegon	40,105 *	Roseville	48,129 *	Whitehall	2,884 *
Muskegon Heights	12,049 *	Royal Oak	60,062 *	Whittemore	476
Negaunee	4,576 *	Saginaw	61,799 *	Williamston	3,441 *
New Baltimore	7,405	Saint Clair	5,802 *	Wixom	13,263 *
New Buffalo	2,200 *	Saint Clair Shores	63,096 *	Woodhaven	12,530 *
Newaygo	1,670 *	Saint Ignace	2,678 *	Wyandotte	28,006 *
Niles	12,204 *	Saint Johns	7,485 *	Wyoming	69,368 *
North Muskegon	4,031 *	Saint Joseph	8,789 *	Yale	2,063 *
Northville	6,459 *	Saint Louis	4,494 *	Ypsilanti	22,362 *
Norton Shores	22,527 *	Saline	8,034 *	Zeeland	5,805 *
Norway	2,959 *	Sandusky	2,745 *	Zilwaukee	1,799 *
Novi	47,386 *	Saugatuck	1,065 *		

* Home Rule City with a manager, superintendent or supervisor position

Appendix D

Home Rule Cities with Fourth Class City Act Charters (as of November 2003)

	Population
Beaverton	1,106
Harrisville	514
Omer	337
Rose City	721
Sandusky	2,745
Whittemore	476
Yale	2,063

Special Charter City

Mackinac Island	523
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Note: All of the above communities operate under a mayor-council form of government unless indicated.

Appendix E

Home Rule Villages in Michigan (as of November 2003)

	Population		Population		Population
Allen	225	Edwardsburg	1,147	Mattawan	2,536 *
Almont	2,803 *	Ellsworth	483	Michiana	200 *
Alpha	198	Estral Beach	486	Milford	6,272 *
Barton Hills Village	335 *	Fountain	175 *	Otisville	882 *
Beulah	363	Franklin	2,937 *	Oxford	3,540 *
Beverly Hills	10,437 *	Free Soil	177	Powers	430
Bingham Farms	1,030 *	Goodrich	1,353 *	Prescott	286
Birch Run	1,653 *	Grand Beach	221	Ravenna	1,206
Carleton	2,562	Grosse Pointe Shores	2,823 *	Rosebush	379
Carney	225	Holly	6,135 *	Sanford	943
Caseville	888	Honor	299	Shoreham	860
Cement City	452	Hopkins	592	South Rockwood	1,284
Chatham	231	Lake Isabella	1,243 *	Spring Lake	2,514 *
Clarksville	317	Lake Orion	2,715 *	Sterling	533
Copper City	205	Lennon	517	Turner	139
Eastlake	441	Martin	435	Wolverine Lake	4,415 *

* Home Rule Village with manager position

Appendix F

General Law Villages in Michigan (as of November 2003)

	Population		Population		Population
Addison	627	Climax	791	Hillman	685 *
Ahmeek	157	Clinton	2,293 *	Homer	1,851 *
Akron	461	Colon	1,227	Howard City	1,585 *
Alanson	785	Columbiaville	815 *	Hubbardston	394
Applegate	287	Concord	1,101	Jonesville	2,337 *
Armada	1,537	Constantine	2,095 *	Kaleva	509
Ashley	526	Copemish	232	Kalkaska	2,226 *
Athens	1,111	Custer	318	Kent City	1,061 *
Augusta	899	Daggett	270	Kinde	534
Baldwin	1,107	Dansville	429	Kingsley	1,469 *
Bancroft	616	Decatur	1,838 *	Kingston	450
Baraga	1,285 *	Deckerville	944 *	Lake Ann	276
Baroda	858	Deerfield	1,005	Lake Linden	1,081
Barryton	381	DeTour Village	421	Lake Odessa	2,272 *
Bear Lake	318	Dexter	2,338 *	Lakeview	1,112 *
Bellaire	1,164	Dimondale	1,342 *	Lakewood Club	1,006
Bellevue	1,365 *	Douglas	1,214 *	L'Anse	2,107 *
Benzonia	519	Dryden	815	Laurium	2,126 *
Berrien Springs	1,862	Dundee	3,522 *	Lawrence	1,059
Blissfield	3,223 *	Eagle	130	Lawton	1,859
Bloomington	528	Eau Claire	656	Leonard	332
Boyer Falls	370	Edmore	1,244 *	LeRoy	267
Breckenridge	1,339 *	Elberta	457	Lexington	1,104 *
Breedsville	235	Elk Rapids	1,700 *	Lincoln	364
Britton	699	Elkton	863	Luther	339
Brooklyn	1,176	Elsie	1,055	Lyons	726
Buckley	550	Emmett	251	Mackinaw City	859 *
Burlington	405	Empire	378	Mancelona	1,408 *
Burr Oak	797	Fairgrove	627	Manchester	2,160
Byron	595	Farwell	855	Maple Rapids	643
Caledonia	1,102 *	Fife Lake	466	Marcellus	1,162
Calumet	879	Forestville	127	Marion	836
Camden	550	Fowler	1,136	Maybee	505
Capac	1,775	Fowlerville	2,972 *	Mayville	1,055
Caro	4,145 *	Freeport	444	McBride	232
Carsonville	502	Fruitport	1,124	Mecosta	440
Casnovia	315	Gagetown	389	Melvin	160
Cass City	2,643 *	Gaines	366	Mendon	917 *
Cassopolis	1,740 *	Galien	593	Merrill	782
Central Lake	990	Garden	240	Mesick	447
Centreville	1,579 *	Grass Lake	1,082	Metamora	507
Chelsea	4,398 *	Hanover	424	Middleville	2,721 *
Chesaning	2,548 *	Harrietta	169	Millersburg	263
Clayton	326	Hersey	374	Millington	1,137 *
Clifford	324	Hesperia	954	Minden City	242

Montgomery	386	Perrinton	439	Springport	704 *
Morley	495	Pewamo	560	Stanwood	204
Morrice	882	Pierson	185	Stevensville	1,191 *
Muir	634	Pigeon	1,207 *	Stockbridge	1,260 *
Mulliken	557	Pinckney	2,141 *	Sunfield	591
Nashville	1,684	Port Austin	737	Suttons Bay	589
New Era	461	Port Hope	310	Tekonsha	712
New Haven	3,071	Port Sanilac	658	Thompsonville	457
New Lothrop	603	Posen	292	Three Oaks	1,829
Newberry	2,686 *	Quincy	1,701 *	Tustin	237
North Adams	514	Reese	1,375 *	Twining	192
North Branch	1,027	Richland	593	Ubly	873
Northport	648	Romeo	3,721 *	Union City	1,804 *
Oakley	339	Roscommon	1,133 *	Unionville	605
Onekama	647	Rothbury	416	Vandalia	429
Onsted	813	Saint Charles	2,215 *	Vanderbilt	587
Ontonagon	1,769 *	Sand Lake	492	Vermontville	789
Ortonville	1,535 *	Saranac	1,326	Vernon	847
Otter Lake	437	Schoolcraft	1,587 *	Vicksburg	2,320
Ovid	1,514	Sebewaing	1,974	Waldron	590
Owendale	296	Shelby	1,914 *	Walkerville	254
Parma	907	Shepherd	1,536	Webberville	1,503
Paw Paw	3,363 *	Sheridan	705	Westphalia	876
Peck	599	Sherwood	324	White Pigeon	1,627
Pellston	771	South Range	727	Wolverine	359
Pentwater	958 *	Sparta	4,159 *	Woodland	495

* General Law Village with manager position