# The Center for Local, State, and Urban Policy

Gerald R. Ford School of Public Policy >> University of Michigan

Michigan Public Policy Survey August 2014

# Confidence in Michigan's direction holds steady among state's local leaders

By Debra Horner and Tom Ivacko

This report presents the opinions of Michigan's local government leaders regarding the direction in which the state is headed, as well as their evaluations of the job performance of Governor Rick Snyder, the Michigan Legislature, and 14 individual state agencies or offices. These findings are based on statewide surveys of local government leaders in the Spring 2014 wave and comparisons to previous Spring waves of the Michigan Public Policy Survey (MPPS).

>> The Michigan Public Policy Survey (MPPS) is a census survey of all 1,856 general purpose local governments in Michigan conducted by the Center for Local, State, and Urban Policy (CLOSUP) at the University of Michigan in partnership with the Michigan Municipal League, Michigan Townships Association, and Michigan Association of Counties. The MPPS takes place twice each year and investigates local officials' opinions and perspectives on a variety of important public policy issues. Respondents for the Spring 2014 wave of the MPPS include county administrators and board chairs, city mayors and managers, village presidents, managers and clerks, and township supervisors, managers and clerks from 1,344 jurisdictions across the state.

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#### **Key Findings**

- A majority (55%) of Michigan local officials believe the state is heading in the right direction in 2014, similar to the 54% who felt this way in 2013.
  - » Beliefs about the state's direction are strongly associated with partisan identification, with Republican officials (72%) much more likely than Independents (45%) or Democrats (30%) to think the state is heading in the right direction. Still, optimism among Democratic officials increased slightly, up from 26% in 2013. (Note that the MPPS respondents in 2014 are comprised of approximately 59% Republican local officials compared to 24% Democratic local officials and 18% Independent local officials.)
  - » Officials from the largest jurisdictions—those with more than 30,000 residents—are currently more likely than those from the smallest jurisdictions—those with fewer than 1,500 residents—to say the state is heading the right direction, 65% to 48%, respectively.
  - » The strongest correlation with views on the state's direction are local leaders' views on Governor Rick Snyder's job performance. Among those who believe he is doing an excellent job, 96% think the state is heading in the *right direction*, but among those who believe he is doing a poor job, 88% believe Michigan is off on the *wrong track*.
- Overall, local leaders' positive job approval ratings for Governor Rick Snyder have remained steady over the last year. A majority (52%) believes he is doing a good or excellent job in 2014 compared to 51% who felt this way in 2013, while the percentage who rate his performance as poor is down to 15% now from 19% last year.
  - » Again, party identification is strongly linked to evaluations of the Governor. While 69% of Republican local officials think Governor Snyder is doing a good or excellent job, smaller percentages of Independent officials (42%) and Democratic officials (23%) also feel this way.
- As with past findings, local officials continue to be much more critical of the State Legislature's performance than of the Governor's, with just 28% rating the Legislature's performance as good or excellent and 68% rating it as fair or poor (both findings are essentially unchanged from 2013). Party identification is again a key factor linked to the Legislature's performance ratings.
- For the first time, the MPPS asked local officials for their evaluations of 14 state departments and agencies and found only two—the State Police at 58% and the Secretary of State's office at 54%—received good or excellent ratings from a majority of local officials statewide.
  - » Officials from the largest jurisdictions are by far the most likely to give high marks to state departments and agencies, awarding 11 of the 14 units with more positive than negative scores. By contrast, officials from the smallest jurisdictions rate 11 of the 14 units with more negative than positive scores.

#### **Background**

Because policymaking in Lansing has such far-reaching impact on Michigan's local governments, and because local governments interact with a wide variety of state agencies in the course of their work, local leaders have a strong incentive to be interested in how business is conducted at the state level. For example, over the past year, Michigan's state government took action on a variety of policy issues such as the expansion of Medicaid, Detroit's bankruptcy process, changes to revenue sharing—including elimination of the Economic Vitality Incentive Program (EVIP) that determined the allocation of some state funds to many local governments—and much more. Furthermore, local leaders look to Lansing to enact policy to improve economic conditions across the state. Since the end of the Great Recession, local leaders have been growing more optimistic about their own jurisdictions' fiscal health,¹ and as of Spring 2014, forecasts for Michigan's economy as a whole are mostly positive as well.² In a multitude of ways, policies that start at the state level are crucial to local governments in the end.

As part of its ongoing tracking of local leaders' views on a variety of governance issues, the Spring 2014 MPPS asked Michigan's local government leaders for their overall opinions on the direction in which the state is heading, their assessments of the job performance of Governor Rick Snyder, the Michigan Legislature, and—for the first time on the MPPS—their evaluations of 14 specific state agencies and departments.

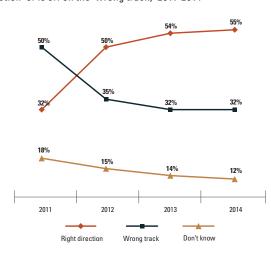
# Overall confidence about the state's direction holds steady; highest among Republican local officials and large jurisdictions

The Spring 2014 MPPS asked Michigan's local leaders whether they feel the state is generally going in the right direction, or if they feel things have gotten off on the wrong track. Overall, government leaders from over half (55%) of Michigan's local jurisdictions say the state is now headed in the right direction, while 32% believe the state is on the wrong track. These assessments are essentially unchanged from a year ago, when 54% of local officials thought the state was going in the right direction and 32% felt it was on the wrong track (see *Figure 1a*).

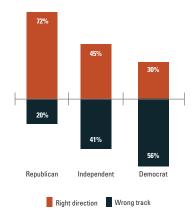
To understand those overall percentages it is important to note that Michigan's executive and legislative branches of state government are both currently controlled by Republican officials, and that approximately 59% of the MPPS respondents are Republican local officials compared to 24% Democratic local officials and 18% Independent local officials. While a majority of Michigan's local officials overall assess the state's direction positively, their opinions are strongly correlated with individual political party identification. Fewer than one-third (30%) of local officials who self-identify as Democrats believe the state is currently headed in the right direction, compared with 45% of Independent officials and 72% of Republican officials (see *Figure 1b*).

However, while positive assessments of the state's direction among Democratic local officials continue to lag far behind those of Independents and Republican officials, the 30% of Democrats who say the state is on the right track in 2014 is slightly higher than the 26% of Democrats who said the same in 2013. By comparison, overall assessments by Republican and Independent officials have experienced less change since last year.

Figure 1a
Percentage of local officials who say Michigan is headed in the 'right direction' or is off on the 'wrong track,' 2011-2014



**Figure 1b**Percentage of local officials who say Michigan is headed in the 'right direction' or is off on the 'wrong track' in 2014, by partisan identification



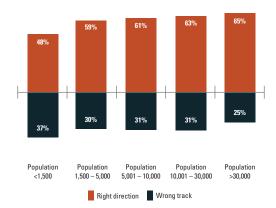


In addition, in this year's MPPS, opinion among local officials on the direction in which the state is headed varies by jurisdiction size. While only 48% of officials from the state's smallest jurisdictions—those with fewer than 1,500 residents—say Michigan is headed in the right direction, 65% of officials from the largest jurisdictions—those with more than 30,000 residents—say Michigan is on the right track (see Figure 1c). Not only are officials from larger jurisdictions more optimistic about the state's current direction, but their views have improved by 11 percentage points since last year. In 2014, the population size of an official's jurisdiction corresponds with meaningful differences, even when factors such as an individual's partisan identification or a jurisdiction's fiscal stress are taken into account. In previous years when the MPPS asked about the state's direction, statistical analyses did not find population size to be a significant factor on its own, separate from partisanship and other factors.

As with previous MPPS reports,<sup>3</sup> the strongest correlation found with local leaders' views on the state's direction are their views on the Governor's job performance. For example, among local leaders who rate the Governor's performance as excellent, 96% believe the state is heading in the right direction. By contrast, among those who rate the Governor's performance as poor, 88% believe the state is off on the wrong track (see *Figure 1d*).

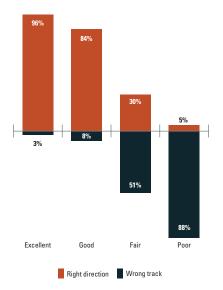
A similar but less extreme pattern emerges when looking at local leaders' views of the state's direction and controlling for their views on the legislature's performance. Among the small number of local leaders who view the legislature's performance as excellent, 97% believe the state is heading in the right direction. By comparison, among those who view the legislature's performance as poor, 63% believe the state is off on the wrong track.

Figure 1c
Percentage of local officials who say Michigan is headed in the 'right direction' or is off on the 'wrong track' in 2014, by jurisdiction size



Note: responses for "don't know" not shown

Figure 1d
Percentage of local officials who say Michigan is headed in the 'right direction' or is off on the 'wrong track' in 2014, by views on Governor Snyder's performance



### Positive approval ratings for Governor Snyder's performance consistent with previous years, while percentage who say his performance is poor falls slightly

When it comes to assessments of Governor Rick Snyder's performance, overall, local leaders' opinions have remained mostly stable over the past few years. Just over half (52%) of local officials statewide in 2014 rate his performance as either good or excellent, while 15% rate it as poor, a slight decrease from 19% who felt this way last year (see *Figure 2a*). These figures are consistent with ratings over the previous two years, but higher than the first year of his tenure in 2011, when only 37% of local officials said he was doing a good or excellent job.

As might be expected, local leaders' party identification is one of the most significant predictors of their views on Governor Snyder's performance. Over two-thirds (69%) of officials who identify themselves as Republicans think the Governor is doing a good or excellent job (see *Figure 2b*). By comparison, only 42% of Independent officials and 23% of Democratic officials rate the Governor's performance this way. Meanwhile, almost four in ten (39%) Democratic officials in 2014 say the Governor is doing a poor job, compared with only 13% of Independent officials and 5% of Republican officials.

Figure 2a
Local officials' evaluations of Governor Snyder's performance, 20112014

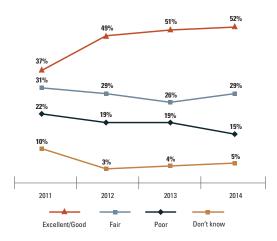
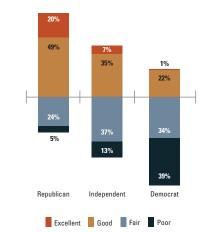


Figure 2b
Local officials' evaluations of Governor Snyder's performance in 2014, by partisan identification





## Approval rates for Legislature are mostly unchanged, continue to trail Governor's

Compared to their views on Governor Snyder's performance, local officials' overall opinions on the Michigan Legislature's performance have been even more stable during the past three years. Local leaders continue to be significantly more critical of the Legislature than of the Governor in 2014; fewer than a third (28%) of local officials statewide rate the state Legislature's performance as either good or excellent, while 32% give it the lowest rating of "poor" (see *Figure 3a*).

Partisan identification is again a key factor corresponding to respondents' opinions about the Legislature's performance. Although few officials of any party identification rate the Legislature's performance as excellent, Republican officials (37%) are nearly three times as likely as Independents (13%) to give the Legislature "good" ratings, and are almost five times more likely than Democrats (8%) to do so (see *Figure 3b*). By contrast, a majority of Democrats (58%) and nearly half of Independent local leaders (46%) rate the Legislature's performance as poor, compared with 19% of Republicans.

Figure 3a
Local officials' evaluations of the Michigan Legislature's performance, 2011-2014

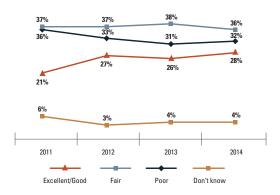
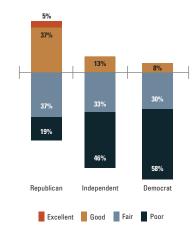


Figure 3b
Local officials' evaluations of the Michigan Legislature's performance in 2014, by partisan identification



## State Police and Secretary of State's Office receive high marks from local officials

For the first time on the MPPS, the Spring 2014 wave asked local officials for their opinions not only about the Governor and Legislature, but also about the job performance of 14 Michigan state departments and agencies with which their local jurisdictions interact.

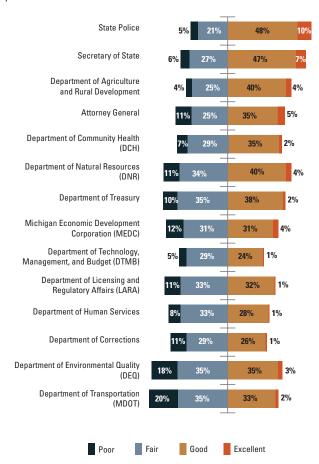
Only two departments—the State Police at 58%, and the Secretary of State's office at 54%—received good or excellent ratings from a majority of local leaders statewide (see *Figure 4*). Meanwhile, the Department of Agriculture and Rural Development, the Attorney General's office, and the Department of Community Health are the only other state units included in the ratings battery that received net positive scores (that is, more officials rating those units as good or excellent than as fair or poor).

By contrast, nine departments and agencies had net negative scores (more officials rating them as fair or poor than as good or excellent). The Department of Environmental Quality and the Department of Transportation receive the lowest net scores overall, with majorities of local leaders rating their performance as fair or poor (53% and 55%, respectively).

When looking at these net ratings by the size of Michigan's local jurisdictions, one pattern does stand out. Officials from the state's largest jurisdictions give net positive ratings to 11 of the 14 state departments and agencies, while officials from all smaller jurisdiction groupings give far more net negative ratings than net positive ones (see *Appendix A*). For instance, officials from the smallest jurisdictions give net positive ratings to just three state units, while giving net negative ratings to the other 11.

When comparing different regions of the state, the most striking differences are found in the Northern Lower Peninsula and in the Upper Peninsula, where officials give net positive ratings to only three state units, and net negative ratings to each of the other 11. Still, no region gives more than seven of the 14 state departments or agencies net positive ratings (see *Appendix B*).

Figure 4
Local officials' evaluations of selected Michigan State Agencies' performance in 2014



Note: Percentages are calculated excluding responses of "not applicable"; responses for "don't know" not shown



#### **Conclusion**

The Spring 2014 MPPS finds that Michigan's local leaders overall express largely similar views compared to last year regarding the direction in which the state is headed, with 55% saying Michigan is going in the right direction currently. These views, however, are strongly correlated with the local leaders' partisan identifications, such that Republican local leaders are much more likely than Independents or Democrats to say the state—which is currently governed by Republicans in Lansing—is heading in the right direction.

Views on the state's direction are even more strongly correlated with local leaders' views on Governor Rick Snyder's job performance. Those who believe he is doing an excellent job overwhelmingly think the state is heading in the right direction, while those who believe he is doing a poor job overwhelmingly believe Michigan is off on the wrong track.

Like views on the state's direction, assessments of Governor Snyder's and the Michigan Legislature's performance are similar to views expressed last year.

And for the first time, the MPPS has gauged local leaders' views on many of the state's top-level executive branch departments and agencies, finding that only two out of 14 receive positive job approval ratings from a majority of local leaders statewide whose local jurisdictions interact with the state units.

#### **Notes**

- 1. Ivacko, T, Horner, D., & Crawford, M. Q. (2013, September). *Michigan local government fiscal health continues gradual improvement, but smallest jurisdictions lagging.* Ann Arbor, MI: Center for Local, State, and Urban Policy at the Gerald R. Ford School of Public Policy, University of Michigan. Retrieved from http://closup.umich.edu/files/mpps-fiscal-health-2013.pdf
- 2. Michigan House Fiscal Agency. (2014, May). *Economic outlook and revenue estimates for Michigan FY 2013-14 through FY 2015-16*. Lansing, MI: Michigan House of Representatives. Retrieved from http://www.house.michigan.gov/hfa/PDF/Revenue\_Forecast/Economic\_Outlook\_Revenue\_Estimates\_May14.pdf
- 3. Ivacko, T, Horner, D., & Crawford, M. Q. (2013, August). *Local leaders evaluate state policymaker performance and whether Michigan is on the right track*. Ann Arbor, MI: Center for Local, State, and Urban Policy at the Gerald R. Ford School of Public Policy, University of Michigan. Retrieved from http://closup.umich.edu/files/mpps-spring-2013-right-track.pdf

#### **Survey Background and Methodology**

The MPPS is a biannual survey of each of Michigan's 1,856 units of general purpose local government, conducted once each spring and fall. While the spring surveys consist of multiple batteries of the same "core" fiscal, budgetary and operational policy questions and are designed to build-up a multi-year time-series of data, the fall surveys focus on various other topics.

In the Spring 2014 iteration, surveys were sent by the Center for Local, State and Urban Policy (CLOSUP) via the internet and hardcopy to top elected and appointed officials (including county administrators and board chairs, city mayors and managers, village presidents and managers, and township supervisors, clerks, and managers) from all 83 counties, 277 cities, 256 villages, and 1,240 townships in the state of Michigan.

The Spring 2014 wave was conducted from April 8 - June 10, 2014. A total of 1,344 jurisdictions in the Spring 2014 wave returned valid surveys (67 counties, 211 cities, 175 villages, and 891 townships), resulting in a 72% response rate by unit. The margin of error for the survey for the survey as a whole is +/- 1.4%. The key relationships discussed in the above report are statistically significant at the p<.05 level or below, unless otherwise specified. Missing responses are not included in the tabulations, unless otherwise specified. Some report figures may not add to 100% due to rounding within response categories. Quantitative data are weighted to account for non-response. Contact CLOSUP staff for more information.

Detailed tables of the data analyzed in this report broken down three ways—by jurisdiction type (county, city, township or village); by population size of the respondent's community; and by the region of the respondent's jurisdiction—will soon be available online at the MPPS homepage: http://closup.umich.edu/mpps.php

The survey responses presented here are those of local Michigan officials, while further analysis represents the views of the authors. Neither necessarily reflects the views of the University of Michigan, or of other partners in the MPPS.

## **Appendix A - Evaluations of Agencies by Jurisdiction Population Size**

	Population <1500			Population 1500-5000			Population 5001-10000			Population 10001-30000			Popula <sup>-</sup>	tion >300	100	Total		
	Excellent/ Good	Fair/ Poor	Net	Excellent/ Good	Fair/ Poor	Net	Excellent/ Good	Fair/ Poor	Net	Excellent/ Good	Fair/ Poor	Net	Excellent/ Good	Fair/ Poor	Net	Excellent/ Good	Fair/ Poor	Net
State Police	55%	28%	27%	64%	23%	41%	63%	25%	38%	51%	29%	22%	55%	25%	30%	58%	26%	32%
Secretary of State	51%	36%	15%	55%	33%	22%	60%	33%	27%	55%	32%	23%	57%	19%	38%	54%	33%	21%
Department of Agriculture and Rural Development	43%	34%	9%	51%	28%	23%	39%	31%	8%	33%	27%	6%	41%	16%	25%	44%	29%	15%
Attorney General	36%	37%	-1%	41%	37%	4%	50%	32%	18%	37%	40%	-3%	42%	31%	11%	40%	36%	4%
Department of Community Health (DCH)	34%	40%	-6%	42%	33%	9%	29%	41%	-12%	31%	33%	-2%	37%	33%	4%	37%	36%	1%
Department of Natural Resources (DNR)	40%	50%	-10%	48%	42%	6%	47%	44%	3%	42%	45%	-3%	60%	28%	32%	44%	45%	-1%
Department of Treasury	36%	47%	-11%	42%	44%	-2%	43%	47%	-4%	42%	44%	-2%	49%	40%	9%	40%	45%	-5%
Michigan Economic Development Corporation (MEDC)	32%	42%	-10%	34%	43%	-9%	39%	48%	-9%	42%	45%	-3%	49%	37%	12%	35%	43%	-8%
Department of Technology, Management, and Budget (DTMB)	21%	37%	-16%	28%	33%	-5%	29%	34%	-5%	29%	32%	-3%	35%	30%	5%	25%	34%	-9%
Department of Licensing and Regulatory Affairs (LARA)	31%	45%	-14%	37%	41%	-4%	32%	51%	-19%	27%	49%	-22%	39%	33%	6%	33%	44%	-11%
Department of Human Services	28%	43%	-15%	31%	42%	-11%	26%	42%	-16%	26%	33%	-7%	34%	34%	0%	29%	41%	-12%
Department of Corrections	24%	40%	-16%	31%	40%	-9%	26%	40%	-14%	26%	40%	-14%	30%	38%	-8%	27%	40%	-13%
Department of Environmental Quality (DEQ)	35%	53%	-18%	40%	52%	-12%	36%	55%	-19%	33%	57%	-24%	48%	43%	5%	38%	53%	-15%
Department of Transportation (MDOT)	30%	57%	-27%	39%	54%	-15%	37%	57%	-20%	40%	52%	-12%	42%	45%	-3%	35%	55%	-20%

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### **Appendix B - Evaluations of Agencies by Jurisdiction Region**

	Upper Peninsula			Northern Lower Peninsula			West Central			East Central			Southwest			Southeast			Total		
	Excellent/ Good	Fair/ Poor	Net	Excellent/ Good	Fair/ Poor	Net	Excellent/ Good	Fair/ Poor	Net	Excellent/ Good	Fair/ Poor	Net	Excellent/ Good	Fair/ Poor	Net	Excellent/ Good	Fair/ Poor	Net	Excellent/ Good	Fair/ Poor	Net
State Police	48%	44%	4%	61%	25%	36%	64%	21%	43%	59%	25%	34%	60%	24%	36%	55%	25%	30%	58%	26%	32%
Secretary of State	52%	37%	15%	56%	33%	23%	50%	34%	16%	50%	35%	15%	52%	34%	18%	63%	25%	38%	54%	33%	21%
Department of Agriculture and Rural Development	41%	38%	3%	45%	33%	12%	39%	30%	9%	52%	25%	27%	49%	28%	21%	39%	25%	14%	44%	29%	15%
Attorney General	32%	48%	-16%	38%	38%	0%	39%	32%	7%	44%	36%	8%	39%	35%	4%	43%	34%	9%	40%	36%	4%
Department of Community Health (DCH)	35%	44%	-9%	38%	39%	-1%	35%	30%	5%	39%	34%	5%	38%	33%	5%	32%	39%	-7%	37%	36%	1%
Department of Natural Resources (DNR)	36%	58%	-22%	46%	47%	-1%	48%	39%	9%	40%	49%	-9%	51%	38%	13%	46%	41%	5%	44%	45%	-1%
Department of Treasury	32%	58%	-26%	41%	45%	-4%	40%	47%	-7%	44%	40%	4%	41%	44%	-3%	41%	44%	-3%	40%	45%	-5%
Michigan Economic Development Corporation (MEDC)	23%	59%	-36%	38%	44%	-6%	38%	37%	1%	35%	41%	-6%	35%	39%	-4%	39%	45%	-6%	35%	43%	-8%
Department of Technology, Management, and Budget (DTMB)	23%	44%	-21%	23%	36%	-13%	28%	32%	-4%	24%	34%	-10%	29%	30%	-1%	27%	32%	-5%	25%	34%	-9%
Department of Licensing and Regulatory Affairs (LARA)	34%	49%	-15%	35%	45%	-10%	29%	40%	-11%	30%	44%	-14%	36%	41%	-5%	34%	44%	-10%	33%	44%	-11%
Department of Human Services	30%	51%	-21%	28%	42%	-14%	27%	39%	-12%	31%	39%	-8%	33%	40%	-7%	27%	37%	-10%	29%	41%	-12%
Department of Corrections	33%	43%	-10%	27%	38%	-11%	28%	39%	-11%	29%	42%	-13%	26%	41%	-15%	26%	38%	-12%	27%	40%	-13%
Department of Environmental Quality (DEQ)	34%	57%	-23%	34%	56%	-22%	37%	52%	-15%	34%	56%	-22%	46%	41%	5%	37%	53%	-16%	38%	53%	-15%
Department of Transportation (MDOT)	35%	59%	-24%	34%	58%	-24%	37%	52%	-15%	36%	55%	-19%	36%	54%	-18%	37%	52%	-15%	35%	55%	-20%



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