The Center for Local, State, and Urban Policy

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

Michigan Public Policy Survey February 2021

Michigan local leaders' views on state's new approach to electoral redistricting

By Debra Horner and Thomas Ivacko

This report presents local government leaders' familiarity with Michigan's new approach to redistricting by the Michigan Independent Citizens Redistricting Commission, as well as their perspectives on potential "Communities of Interest" in the areas surrounding their local jurisdictions. These findings are based on statewide surveys of local government leaders in the Spring 2020 wave of the Michigan Public Policy Survey (MPPS), conducted between March 30 and June 1, 2020.

>> 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 investigates local officials' opinions and perspectives on a variety of important public policy issues. Respondents for the Spring 2020 wave of the MPPS include county administrators, board chairs, and clerks; city mayors, managers, and clerks; village presidents, managers, and clerks from 1,342 jurisdictions across the state.

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Key Findings

- As of spring 2020, familiarity among local government leaders with Michigan's new approach to redistricting by the Michigan Independent Citizens Redistricting Commission was mixed. Statewide, just under half (49%) of local leaders were somewhat familiar—they "have heard of it, and understand it fairly well, but don't know many details"—while 9% were very familiar and know a great deal about the Redistricting Commission. By contrast, well over a third (41%) were either somewhat unfamiliar (29%), completely unfamiliar (6%), or answered "don't know" (6%) about the Redistricting Commission, even when prompted with a description of 2018's Proposal 2 ballot measure that established it through a Constitutional amendment.
 - » Officials from the state's largest jurisdictions—those with over 30,000 residents—were the most likely to be somewhat (64%) or very (20%) familiar with the new Redistricting Commission.
 - » In addition, leaders from mostly urban (78%) or fully urban (70%) jurisdictions were more likely to be somewhat or very familiar with the Redistricting Commission than those from mostly rural (61%) or fully rural areas (54%).
- According to the Constitutional amendment that established the Redistricting Commission, a key consideration in drawing new electoral districts are "Communities of Interest" (COIs), though the amendment describes them only vaguely. For many local leaders, reaction to the concept of COIs was uncertainty or skepticism. When asked to identify local COIs, nearly half (46%) of local officials were not aware of any significant local COIs, or believed the question is not applicable to their jurisdiction or that the concept of COIs and/or the new redistricting process are simply not legitimate, or were unsure what was meant by COIs.
- Although relatively few local leaders identified specific local groups or organizations as COIs, those who did often described communities based on economic considerations such as manufacturing, lumber, real estate, tourism, agriculture, or downtown development. Many also mentioned shared public service areas (e.g., firefighting, policing, or other interlocal agreements), rural or urban identities, geographic features (such as coastal communities) or shared outdoor recreational areas.
- And although current jurisdictional boundaries are designated as lower
 priorities than are COIs for the Redistricting Commission to consider in
 drawing new district lines, a significant proportion of local officials urged
 the protection of current county, city, village, or township boundaries. And
 while some local leaders had a difficult time identifying particular local
 "Communities of Interest," there seemed to be little trouble identifying
 neighboring governments with whom their jurisdiction has strong ties.

Background

Every ten years after the conclusion of the U.S. Census, each of the states redraws the boundaries that outline their Congressional and state legislative electoral districts. Here in Michigan, up until now, state lawmakers were in charge of this process. However, in 2018 Michigan voters approved Proposal 2, a Constitutional amendment that took redistricting out of the hands of the Legislature and placed it in the hands of a newly created Michigan Independent Citizens Redistricting Commission (MICRC).

The 2018 amendment lays out specific priorities for the Redistricting Commission to consider when drawing new districts. One of the highest priorities requires the thirteen Commissioners to take into account "Communities of Interest" (COIs) when drawing districts. The goal is to avoid splitting key community groups across multiple districts, and instead try to ensure they have cohesive legislative representation by keeping the COIs intact within districts. According to

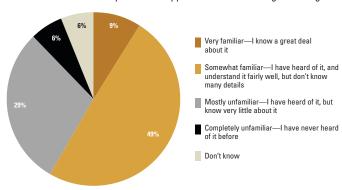
the language in the Constitution, "Communities of Interest may include, but shall not be limited to, populations that share cultural or historical characteristics or economic interests. They do not include relationships with political parties, incumbents, or political candidates."

More information about Michigan's new approach to redistricting, and about COIs in particular, is available via the CLOSUP Redistricting Project website, at http://closup.umich.edu/redistricting-project. Meanwhile, this report summarizes the views of Michigan's local government leaders regarding their familiarity with Michigan's new approach to redistricting by the new Michigan Independent Citizens Redistricting Commission, as well as their perspectives on potential "Communities of Interest" in the areas surrounding their local jurisdictions. The findings are based on statewide surveys of local government leaders in the Spring 2020 wave of the Michigan Public Policy Survey (MPPS).



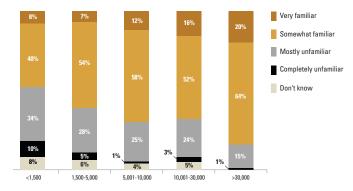
Familiarity with Michigan's new Redistricting Commission is mixed

Figure 1a
Local officials' familiarity with new approach to redistricting in Michigan



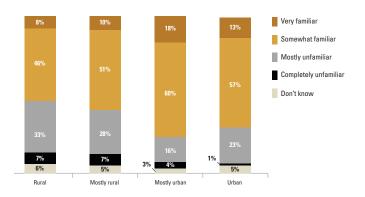
The 2020 Spring MPPS questionnaire first briefly described to local officials the 2018 Constitutional amendment that restructures how Michigan will conduct redistricting, including the establishment of the new Redistricting Commission. Local leaders were then asked to rate their general familiarity with the process. Statewide, only 9% reported that they were very familiar with it (see *Figure 1a*). However, nearly half (49%) were at least somewhat familiar with it and understood it fairly well. On the other hand, a significant proportion of local leaders statewide (41%) were either somewhat unfamiliar (29%), completely unfamiliar (6%), or responded "don't know" (6%) about the state's new approach to redistricting.

Figure 1b
Local officials' familiarity with new approach to redistricting in
Michigan, by jurisdiction size



Familiarity with the new Redistricting Commission approach was more common among local officials from larger jurisdictions than smaller ones. As shown in *Figure 1b*, 84% of leaders from the state's largest jurisdictions—those with more than 30,000 residents—were somewhat (64%) or very (20%) familiar with the state's new approach, compared with just under half (48%) of leaders from the state's smallest jurisdictions—those with fewer than 1,500 residents—who were somewhat (40%) or very (8%) familiar.

Figure 1c
Local officials' familiarity with new approach to redistricting in
Michigan, by urban-rural self-identification



In addition, those local leaders who indicated that their jurisdictions are "mostly urban" were the most likely to report they were somewhat (60%) or very (18%) familiar with the new approach to redistricting (see *Figure 1c*). And while officials from "fully urban" communities also report high levels of familiarity, over a quarter of these were either mostly unfamiliar (23%), completely unfamiliar (1%), or didn't know (5%) about the state's new approach. Meanwhile, officials from "mostly rural" and "fully rural" jurisdictions were less familiar still.

Doubts among some local leaders about the concept of "Communities of Interest"

The MPPS also included an open-ended question asking local officials to identify any particular Communities of Interest (COIs) that local officials knew of in their local area, either within their jurisdiction or in other communities nearby.

Statewide, 487 local leaders provided answers to the open-end question, with 224 of them (46%) reporting that they either knew of no specific local COIs, that the question is not applicable to their jurisdiction, that they didn't understand what the question was asking, or that they believed the concept of COIs and/or the new redistricting process are not legitimate.

Among those local leaders who did list one or more COIs, 77 described local COIs based on economic communities as diverse as manufacturing, lumber, real estate, tourism, agriculture, and downtown development, among others. Many also mentioned shared public service areas such as joint firefighting, policing, or other interlocal agreements. Another 51 (10%) specifically described rural or urban

identities that they believe are shared in their area. In addition, 27 mentioned geographic features (particularly including linked coastal communities) or shared outdoor recreational areas as local COIs.

In addition, when asked about COIs, local officials often focused on current municipal or jurisdictional boundaries, or identified affinity groups among neighboring jurisdictions. Overall, 14% of local leaders who responded to this question specifically asked to preserve current township, city, or county boundary lines, or to redraw lines that currently split the township or city, so that they can instead be together within a single district.

Below are some examples of how local leaders describe Communities of Interest in their communities or regions.



Voices Across Michigan

Quotes from local leaders about key "Communities of Interest" in their area (i.e., within their jurisdiction and/or other communities nearby)

"We are a resort community on the [redacted] side of Michigan. Within our city we are a strong LGBTQ community and an Artistic community. We are a large Boating and Recreational Community."

"Very rural farming community that has little in common with urban/city areas."

"Hospital service areas, school district service areas, like-size populations, agriculture needs, access to technology and internet service, tourism-based economies."

"Economic interests. Our is tourism related with the lumber, recreation and real estate industries. We share those economic and somewhat cultural interests with northern Michigan."

"We are a small rural township with a lot of lakes and lake resort areas. Not much in historical preservation, but preserving the resort areas without hurting the farming interests is [important]. The farmers built this area and many families are still farming. Also, many farm families have also turned to construction and renovating homes in the lake areas."

"Our township is isolated on the eastern side of our county, we are more closely associated with the county and school district to our east than we are to the rest of [redacted] County."

"We work very closely with our neighboring communities. It is important to keep that continuity with our State officials. Being able to collaborate with each other and one person at the state level is important."

"We have three communities that have the same School District and work together on Fire, Library, Senior Center and our Police Departments work to backup and support each other."

"The only one I can think of here are economic interests, that are already provided for by the city limits. As long as the city is not split, it should be fine."

"Trying to keep counties whole, or when dividing use as straight of a line as possible. Do not leave an area like a peninsula."

Quotes from local leaders who are skeptical about the state's new approach to redistricting and COIs

"...Communities of interest include keeping the overwhelming number of small cities and counties together in our shared geographic region. I have little trust, however, that this new commission, considering who will make the appointments, will actually do that. I predict the new commission will define communities of interest along racial, political, ethnic, and gender lines rather than trying to keep long established cities, villages, townships and cities together in one share legislative district."

"Our community is fairly homogeneous and I do not see any areas which would be addressed by the factors listed. I do feel however that the opportunity for abuse of these factors is very high in some jurisdictions of the state."

"This will be difficult because the parties will try very hard to manipulate the decision-making process. I hope it works but it will only work if they select strong people to determine the honest and best 'Communities of Interest.'"

"Our township is too small and spread out to be labeled "Communities of Interest."

"This is a crazy idea. Trying to balance 'Communities of Interest' is an idea ripe for manipulation."

Local leaders identify relationships with nearby jurisdictions

In thinking about local Communities of Interest (COIs), many local leaders are clearly considering ties among their neighboring units of government, in what might be called communities of jurisdictions. A follow-up question on the Spring 2020 MPPS questionnaire asked local leaders whether there were other local jurisdictions nearby that, in their opinion, had important relationships with their own and ideally should be kept together as part of any new redistricting plan.

Officials from 432 local jurisdictions statewide responded to this question by listing nearby cities, townships, villages, or their county, with whom they feel the relationship with their own jurisdiction is particularly important.

Just over a quarter (28%) named only one other jurisdiction they felt "paired" with their own jurisdiction. Most other respondents (58%) listed 3-6 other neighboring jurisdictions with whom they feel their own jurisdiction has important ties, and a handful of respondents listed more than 20 and even 30 associated jurisdictions. Approximately 50% of respondents identified their jurisdictions' home county as important, in addition to particular neighboring cities, townships, or villages.

The maps below illustrate these connections among jurisdictions. It is important to keep in mind that, while useful for visualization, the maps' data are based on responses from approximately only one-third of the MPPS survey respondents to this open-end question (and approximately a quarter of jurisdictions statewide). The maps should be viewed as presenting how local officials feel jurisdictions can have relationships that should be protected, but should not be viewed as a comprehensive or complete set of such relationships.

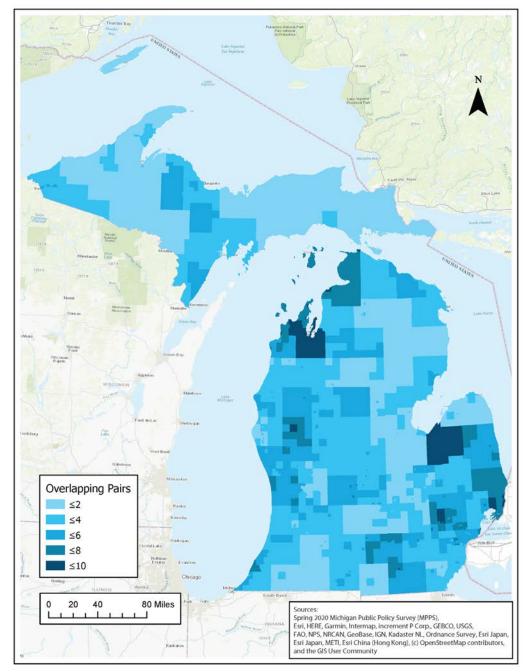
Each map was created by generating a "pair" for each individual relationship identified by a local official on the survey. For example, when a city official mentioned a neighboring township and also a nearby village as other jurisdictions they have important ties with, this would create two "pairings" in the following maps. The pairings were then placed on the map, in some cases overlapping each other, such that darker shades of blue indicate higher numbers of pairings in a particular area on the map. Any new electoral district lines that cut through darker areas on the map would risk splitting jurisdictions across different districts when in fact they would prefer to be kept together in common districts. Appendices A and B overlay Michigan's current electoral district lines on top of these pairings, as examples.

The first map—Figure 2a— shows where local officials identified relationships between neighboring cities, villages, and townships, as well as with their own counties. As shown in the Figure 2a's legend, the lightest shade of blue indicates two or fewer pairings (that is, either jurisdictions that only identified one or two other local governments, or jurisdictions that didn't answer the question or participate in the survey). Increasingly darker shades show where there are increasing numbers of pairings of jurisdictions with important ties among one another.

One particular value of this map is to see where relationships are particularly strong between local jurisdictions and their home county governments, although it is important to note that these associations rarely follow exact county boundaries. Although there is variation throughout the state, particularly strong associations appear to be found on the western side of the state, especially in the Grand Traverse area. There are other notable clusters in the central U.P., the tip of the Northern Lower Peninsula, in the Thumb region, and in a handful of other parts of the state.

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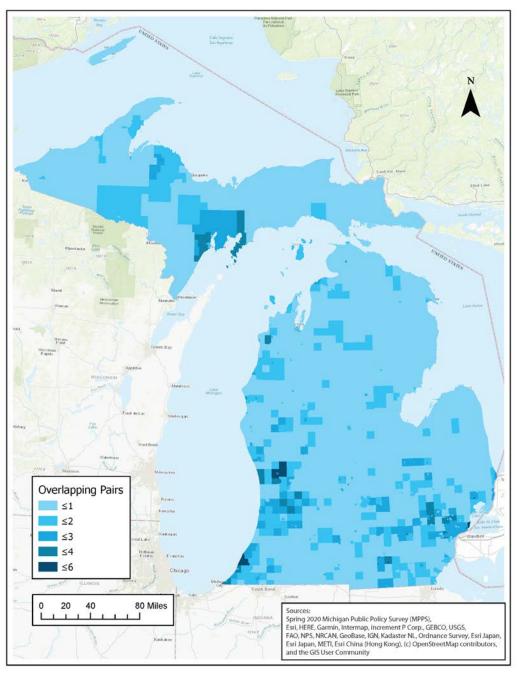
Figure 2aIdentification of some important relationships between <u>pairs of local governments</u> across the state (among those who responded to an open-end survey question)



Note: This map is not intended to be comprehensive; it includes data from 432 individual responses to an openend survey question, representing 33% of MPPS respondents (and 23% of jurisdictions statewide).

Because nearly half of the lists provided by local leaders mentioned a relationship with their county government, it also is helpful to look at just the relationships mentioned among cities, townships, and villages, while excluding mentions of county governments, as seen in *Figure 2b*. Because county government accounted for a significant number of pairings with cities, villages, and townships, the number of pairs generally dropped to single digits in terms of overlaps when excluding mentions of counties. West Michigan continued to have a number of strong pairings, but the distribution became more scattered. New clusters also emerged, in particular in Metro Detroit, along the I-94 corridor in southern Michigan, in west and southwest Michigan, and parts of the Upper Peninsula.

Figure 2b
Identification of some important relationships between <u>pairs of cities, villages, and townships (excluding counties)</u> across the state (among those who responded to an open-end survey question)



Note: This map is not intended to be comprehensive; it includes data from 432 individual responses to an openend survey question, representing 33% of MPPS respondents (and 23% of jurisdictions statewide).



Conclusion

Michigan's new approach to redistricting by a new Michigan Independent Citizens Redistricting Commission (MICRC), established by Constitutional amendment in 2018, is a sharp departure from the approach used for decades of redistricting in the state. There are many uncertainties about how the process will proceed, particularly when it comes to the concept of Communities of Interest (COIs), which is a new concept

in Michigan, and clearly is not yet widely understood. While many local leaders (58%) report that they have at least some familiarity with the new approach to redistricting, relatively few identified specific COIs in their area as of the spring of 2020, and many expressed skepticism either about the role of COIs or about the state's new approach in general.

Survey Background and Methodology

The MPPS is an ongoing survey program, interviewing the leaders of Michigan's 1,856 units of general purpose local government. Surveys are conducted each spring (and prior to 2018, were also conducted each fall). The program has covered a wide range of policy topics, and includes longitudinal tracking data on "core" fiscal, budgetary and operational policy questions and designed to build-up a multi-year time-series.

In the Spring 2020 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, clerks, and managers; and township supervisors, clerks, and managers) from all 83 counties, 280 cities, 253 villages, and 1,240 townships in the state of Michigan.

The Spring 2020 wave was conducted from March 30 – June 1, 2020. A total of 1,342 jurisdictions in the Spring 2020 wave returned valid surveys (59 counties, 216 cities, 163 villages, and 904 townships), resulting in a 72% response rate by unit. The margin of error for the survey for the survey as a whole is +/- 1.41%. 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. "Voices Across Michigan" verbatim responses, when included, may have been edited solely for grammar and brevity. Contact CLOSUP staff for more information.

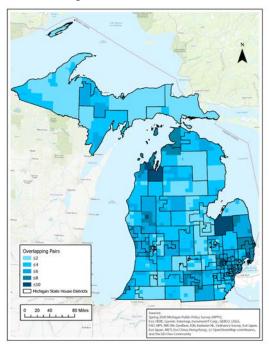
Detailed tables of the data analyzed in this report broken down three ways—by jurisdiction type (county, city, township, or village); by population size of the respondent's community, and by the region of the respondent's jurisdiction—are available online at the MPPS homepage: closup.umich.edu/michigan-public-policy-survey

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.

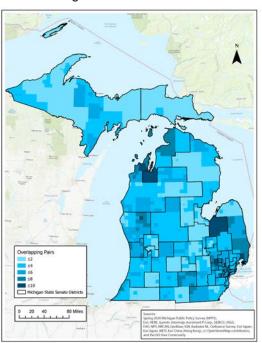
Appendix A

Identification of some important relationships between <u>pairs of local governments</u>, including counties, across the state (among those who responded to an open-end survey question), with current electoral district lines displayed

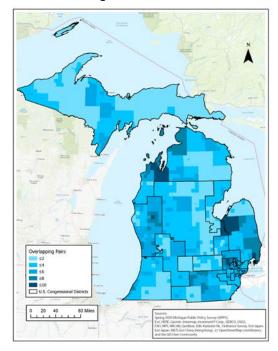
2010 Michigan State House Districts



2010 Michigan State Senate Districts



2010 U.S. Congressional Districts



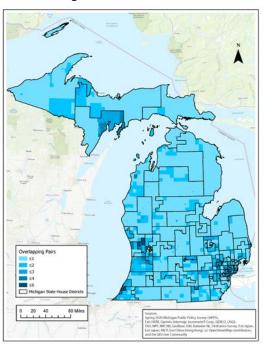
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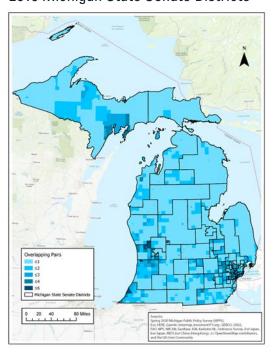
Appendix B

Identification of important relationships between <u>pairs of cities</u>, <u>villages</u>, <u>and townships (excluding counties)</u> across the state (among those who responded to an open-end survey question), with current electoral district lines displayed

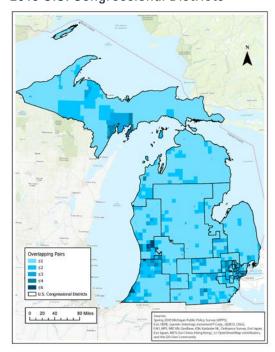
2010 Michigan State House Districts



2010 Michigan State Senate Districts



2010 U.S. Congressional Districts



Note: These maps are not intended to be comprehensive; they include data from 432 individual responses to an open-end survey question, representing 33% of MPPS respondents (and 23% of jurisdictions statewide).

Previous MPPS reports

COVID-19 pandemic sparks Michigan local leaders' concerns for fiscal health (December 2020)

Michigan local leaders say local democracy is strong, as their trust in government and citizens rises (October 2020)

Energy Issues and Policies in Michigan Local Governments (October 2020)

Michigan local leaders expect increased challenges for the 2020 election, but are confident about administering accurate elections (October 2020)

Michigan Local Energy Survey (MiLES): Intergovernmental collaboration on sustainability and energy issues among Michigan

local governments (September 2020)

Confidence in the accuracy of Michigan's 2020 Census count among local leaders was not very high, slips further (August 2020)

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The state of community civic discourse, according to Michigan's local government leaders (December 2018)

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Michigan local government leaders' views on medical and recreational marijuana (September 2018)

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Local leaders say police-community relations are good throughout Michigan, but those in large cities are concerned about potential civil unrest over police use-of-force (February 2016)

Report: Responding to budget surplus vs. deficit: the preferences of Michigan's local leaders and citizens (December 2015)

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Confidence in Michigan's direction declines among state's local leaders (August 2015)

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Despite increasingly formal financial management, relatively few Michigan local governments have adopted recommended policies (December 2014)

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Local leaders support eliminating Michigan's Personal Property Tax if funds are replaced, but distrust state follow-through (November 2012)

Michigan's local leaders satisfied with union negotiations (October 2012)

Michigan's local leaders are divided over the state's emergency manager law (September 2012)

Fiscal stress continues for hundreds of Michigan jurisdictions, but conditions trend in positive direction overall (September 2012)

Michigan's local leaders more positive about Governor Snyder's performance, more optimistic about the state's direction (July 2012)

Data-driven decision-making in Michigan local government (June 2012)

State funding incentives increase local collaboration, but also raise concerns (March 2012)

Local officials react to state policy innovation tying revenue sharing to dashboards and incentive funding (January 2012)

MPPS finds fiscal health continues to decline across the state, though some negative trends eased in 2011 (October 2011)

Public sector unions in Michigan: their presence and impact according to local government leaders (August 2011)

Despite increased approval of state government performance, Michigan's local leaders are concerned about the state's direction (August 2011)

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Local leaders are mostly positive about intergovernmental cooperation and look to expand efforts (March 2011)

Local government leaders say most employees are not overpaid, though some benefits may be too generous (February 2011)

Local government leaders say economic gardening can help grow their economies (November 2010)

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Fall 2009 key findings report: educational, economic, and workforce development issues at the local level (April 2010)

Local government officials give low marks to the performance of state officials and report low trust in Lansing (March 2010)

Local government fiscal and economic development issues (October 2009)

All MPPS reports are available online

http://closup.umich.edu/michigan-public-policy-survey

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The Center for Local, State, and Urban Policy (CLOSUP),

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