# The Center for Local, State, and Urban Policy

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

# The lingering impacts of the COVID-19 pandemic on Michigan communities and local governments

#### By Debra Horner, Thomas Ivacko, and Natalie Fitzpatrick

This report presents local government leaders' views on the continuing impacts of the COVID-19 pandemic in Michigan in 2021, including overall impacts on local communities, evaluations of governmental coordination and resource provision, and expectations for how long negative impacts will persist. These findings are based on statewide surveys of local government leaders in the Spring 2021 wave of the Michigan Public Policy Survey (MPPS), conducted between April 5 and June 7, 2021, and includes comparisons to Spring 2020 wave responses.

**The Michigan Public Policy Survey (MPPS)** is an ongoing census survey of all 1,856 general purpose local governments in Michigan conducted since 2009 by the Center for Local, State, and Urban Policy (CLOSUP). Respondents for the Spring 2021 wave of the MPPS include county administrators, board chairs, and clerks: city mayors, managers, and clerks: village presidents, managers, and clerks: and township supervisors, managers, and clerks from

CLOSUP Center for Local, State, and Urban Policy Gerald R. Ford School of Public Policy

1,364 jurisdictions across the state.

# **Key Findings**

Considering the full range of impacts from the COVID-19 pandemic— from public health to the economy, residents' welfare, public service delivery, and more—30% of Michigan local leaders say their local communities are still suffering significant (28%) or crisis-level (2%) impacts *overall*, as of spring 2021. However, this is down sharply from the beginning of the pandemic a year ago, when 67% said their communities were experiencing significant (12%) or crisis-level (55%) impacts overall.

**Michigan Public** 

**Policy Survey** 

October 2021

- » The state's largest jurisdictions, and particularly counties, as well as jurisdictions in the Upper Peninsula are the most likely to report that their local communities still have significant or crisis-level impacts from COVID-19.
- » More than a third of local leaders statewide continue to report significant or crisis-level impacts from COVID-19 specifically on their local economy (39%) and residents' welfare (34%), while 31% say there continue to be such negative impacts on local public health. These percentages have also fallen substantially compared with reports in 2020.
- » Just 12% of local governments statewide report that the continuity of their public services continues to suffer substantial impacts due to the pandemic. However, 25% indicate that their governments' local officials and employees continue to struggle with serious negative impacts on their work experiences, including on morale, mental health, and sense of job security.
- Compared with last year, fewer local leaders report effective coordination between their jurisdiction and various units of their county government (51% now vs. 59% in 2020), units of the state government (30% now vs. 39% last year), or the Michigan Department of Health and Human Services specifically (36% now vs. 40% last year).
- Overall, 40% of local leaders say their jurisdictions are getting the public health resources they need from the state or federal government to address the pandemic (up from 26% and 35% last year, respectively). Meanwhile, 34% say they are getting the financial resources needed from the state or federal government (up from 22% and 21%, last year).
  - » Local leaders' top priorities for spending federal funds from the American Rescue Plan Act (ARPA) include infrastructure (62%), assistance for local businesses (47%) and community-wide public services (44%).
- Concerns about ongoing economic impacts are growing. Overall, 36% of local leaders expect negative economic impacts to last at least another full year, up from 27% who felt this way last year.

## Background

In mid-March 2020, the State of Michigan, along with state governments nationwide, issued an extraordinary shutdown order to slow the spread of COVID-19,<sup>1</sup> resulting in widespread disruption to Michigan communities, their economies, and their residents' lives. Throughout the rest of 2020, the state endured several surges in COVID-19 cases, which led to extending restrictions on indoor activities and gatherings of all kinds.<sup>2</sup> The beginning of 2021 saw a gradual reopening of in-person schooling, limited indoor dining, and increasing crowd sizes for outdoor events across the state. Furthermore, the rollout of COVID-19 vaccines to Michigan residents in the late spring provided hope that communities across the state could begin to return to normal. However, the pandemic is currently far from over. As of fall 2021, more than a million cases of COVID-19 have been confirmed in the state, more than 21,000 COVID related deaths have been confirmed,<sup>3</sup> and many Michigan hospitals continue to struggle with an overload of COVID-19 patients as the virus continues to afflict people across the state.<sup>4</sup>

Throughout the pandemic, Michigan's local governments have played a central role in responding to the outbreak, providing services, support, and information to residents during last year's shutdown and this year's reopening. Local governments tend to be particularly trusted political institutions,<sup>5</sup> which makes them critical resources for dealing with challenges like a pandemic. Michigan counties and county health departments have been on the front lines of fighting the ongoing public health emergency, while local governments large and small—county, city, village, and township—have provided public safety and first responder services, acted as information clearinghouses, developed new ways to provide public services, support local businesses and conduct elections while protecting poll workers and voters from the virus.

The Spring 2021 Michigan Public Policy Survey (MPPS) asked Michigan local government leaders a variety of questions about the pandemic and its ongoing effects on their communities and local governments. Many of these questions were also asked last year on the Spring 2020 MPPS, which went into the field just one week after Governor Gretchen Whitmer's stay-at-home-order went into effect. The following report compares local leaders' assessments of COVID-19's impact at the beginning of the pandemic with their views after a year of weathering the storm.

## **Reported impacts of COVID-19 pandemic drop sharply from last year**

In the spring of 2020 and again in 2021, the MPPS asked local leaders about a variety of potential impacts their communities were experiencing from the COVID-19 pandemic. Over that time period, most reports of negative impacts have dropped sharply. Nonetheless, many local communities across the state report continuing struggles with COVID-19 impacts, including almost one in three (30%) that say they are still suffering either significant (28%) or crisis-level (2%) impacts from the COVID-19 pandemic, overall (see *Figure 1*). However, this is a steep reduction compared to the beginning of the pandemic in 2020, when 67% said their communities were experiencing significant (55%) or crisis-level (12%) impacts from the pandemic, overall.

And while more than a third of local leaders continue to report significant or crisis-level impacts from COVID-19 on their local economy (39%) and residents' welfare including food security, mental health, job security, etc. (34%), again, these percentages have also dropped by more than half from what they were in the previous year. Meanwhile, 31% say there continue to be negative impacts on local public health, down from 42% in 2021.

When it comes to local government operations, just 12% of local officials report that the continuity of their jurisdiction's public services is suffering either significant (11%) or crisis-level (1%) impacts from the COVID-19 pandemic. However, a quarter statewide (25%) indicate that their local government officials and employees continue to struggle with serious negative impacts, including concerns over morale, mental health, job security, etc.





Note: Questionnaire item on "work experience" not asked on the 2020 MPPS

Ongoing impacts are correlated with community size. Among the state's smallest jurisdictions—those with fewer than 1,500 residents—just over a quarter (28%) report significant (27%) or crisis-level (1%) impacts (see *Figure 2a*). Meanwhile, among Michigan's largest jurisdictions those with more than 30,000 residents—a majority (57%) report significant (50%) or crisis-level impacts (7%) from the COVID-19 pandemic as of spring 2021.

By jurisdiction type, county officials are by far the most likely to report significant (53%) or crisis-level (8%) impacts continuing in their jurisdictions in 2021 (see *Figure 2b*). Meanwhile, 41% of city officials, 30% of village officials, and 25% of township officials say their communities continue to suffer severe impacts of COVID-19 this year.

Regionally, as seen in *Figure 2c*, there is more consistency in reported impacts, with fewer than a third of jurisdictions in every region of the state reporting significant or crisislevel impacts, except in the Upper Peninsula (36%). Of particular note is Southeast Michigan, which had the state's highest numbers of COVID-19 cases in 2020 and reported the most severe impacts at that time.<sup>6</sup> However, as of 2021, jurisdictions in the Southeast region are in line with most other regions, with 80% reporting only somewhat of an impact (64%) or very little to no impact (6%).

Data on assessments of year-long impacts of COVID-19 on the separate questionnaire categories broken out by jurisdiction size and region can be found in *Appendix A*.

#### Figure 2a

Local officials' assessments of COVID-19 pandemic impacts on their <u>local community</u> overall in 2021, by population size



#### Figure 2b

Local officials' assessments of COVID-19 pandemic impacts on their <u>local</u> community overall in 2021, by jurisdiction type



#### Figure 2c

Local officials' assessments of COVID-19 pandemic impacts on their <u>local</u> <u>community overall</u> in 2021, by region



4

# Effectiveness of coordination on COVID-19 pandemic reportedly declines over the past year

Unfortunately, local leaders statewide were slightly more skeptical about the effectiveness of pandemic-response coordination between their own government and other actors over the past year, compared with their assessments in 2020. For example, as shown in *Figure 3*, last year over half (52%) of local officials said their coordination with their county's health department was effective, including 27% who said it was very effective, but that has dropped slightly to 51% today, including 24% who say it is very effective. Similarly, while 59% of local leaders in 2020 said coordination was effective with other units of their county government—such as the sheriff or human services—in 2021 that percentage drops to 51%. Meanwhile, this year 36% of local leaders statewide say coordination on COVID-19 with the Michigan Department of Health and Human Services (MDHHS) has been effective, and 30% say they've had effective coordination with other state-level units, both also down from 2020.

Figure 3



# While more jurisdictions report getting the public health and financial resources they need, most are underwhelmed

By contrast, the percentage of local leaders who say their jurisdictions are getting the resources they need to address COVID-19 has increased over the last year. As shown in *Figure 4*, 40% of local leaders this year agree their jurisdictions are getting the public health resources they need from the state or federal government, up from 2020 (which measured the aid from the state and federal governments separately). And, not surprisingly, many fewer—only 6% compared to 15-17% last year—are unsure, or "don't know," whether they are receiving the necessary resources from the state or federal governments. When it comes to financial aid, 34% currently say they are receiving the resources they need from the state and federal governments, up from 21-22% who said the same last year.

Despite these increases, the majority of Michigan local leaders do not agree that their local governments are receiving the public health or financial resources they need from the state and federal governments. This is true among jurisdictions of different sizes and across regions of the state.



Figure 4

Percentage of local leaders who agree or disagree their jurisdictions have received the needed resources to address COVID-19, 2020-2021

# Local leaders prioritize infrastructure for potential American Rescue Plan Act spending

In March 2021, Congress passed the American Rescue Plan Act of 2021 (ARPA), which provided \$1.9 trillion to address effects of the pandemic. This included \$350 billion in aid to states, counties, cities, and tribal governments.<sup>7</sup> In Michigan, the funding that passed included \$6.5 billion to state government, \$1.9 billion to counties, \$1.8 billion to the state's 49 largest cities, and \$644 million to townships, villages, and smaller cities.<sup>8</sup> The Spring 2021 MPPS asked local government officials to evaluate the importance of applying any funding that came to their jurisdiction toward eight possible areas of spending.

As shown in *Figure 5*, officials from 62% of Michigan jurisdictions statewide say it is extremely or very important to spend the money on infrastructure investments or infrastructure debt repayment (for example, water, sewer, broadband, etc.) in their jurisdiction. Meanwhile, almost half say it is extremely or very important to spend the money on assistance for local businesses (47%) and community-wide public services (44%). Approximately a third believe it is extremely or very important to spend the money on assistance for individuals or households (34%) and to replenish depleted fund balances or reserves (33%), while about one-quarter say it is equally important to spend the money on jurisdiction employees (27%). Fewer prioritize spending the money on taxpayer relief (22%) or on paying down long-term pension or OPEB debt (18%), although neither of these options are permitted based on restrictions in the ARPA, and the survey asked about prioritizing them "if they were allowed."

There are some differences in priorities by jurisdiction type and by population size (see *Appendix B*). However, infrastructure investment / debt repayment was the most commonly identified as a very or extremely important area among jurisdictions of all sizes and types.



#### Figure 5

Assessments of importance for targets of spending potential American Rescue Plan Act funds

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

The MPPS also asked local officials to look beyond any short-term assistance from the Rescue Act funding and indicate what long-term impact they expected from ARPA on the fiscal health of their own jurisdiction, of the state government here in Michigan, and on federal government fiscal health. Statewide, 38% of local officials expected a somewhat (25%) or very (13%) positive long-term impact on their own jurisdiction, while only 8% expected a negative impact (see Figure 6). However, concerns about negative impacts on fiscal health increased for the state government, with 23% of local leaders predicting long-term negative impacts on the state's finances. Furthermore, 39% of local officials say they foresee somewhat (15%) or very (24%) negative long-term effects on the federal government's long-term fiscal health from the ARPA.

### An increasing percentage of local leaders see pandemic impacts lasting long term

When the pandemic first struck Michigan in spring 2020, the MPPS asked local leaders to estimate- based on what they knew at the time— how long significant negative impacts from COVID-19 would likely persist. At that time, 27% of local leaders predicted negative impacts on the local economy would last over a year, and only 9% predicted year-long significant negative impacts on local public health.<sup>9</sup> After experiencing the persistence of the pandemic over the course of the past year, local leaders again were asked to estimate how much longer these effects would likely last in their communities. This year, local leaders are less optimistic. Statewide, 36% now believe that the negative impacts of COVID-19 on their local economies will continue for more than another year, and 22% say impacts on public health will persist that long as well (see *Figure 7*).

#### Figure 6

Expectations of long-term impacts of American Rescue Plan Act on local, state, and federal governments' fiscal health



#### Figure 7

Local officials' predictions of how long significant negative impacts from COVID-19 will persist



### Some local governments discover "silver linings" in pandemic operations

Finally, the MPPS asked an open-ended question about their jurisdictions' experiences with COVID-19. Recognizing that the COVID-19 pandemic has had devastating impacts for many people, businesses, and communities across Michigan, local officials were asked whether their governments have also found any new and better ways to operate, provide services, support local businesses, etc., that would be valuable to carry forward into the future. Approximately 380 local leaders provided comments, with the responses touching on a wide array of issues. By far the most common mentions involve perceived improvements that have come from the expansion of online operations, including remote work for employees and officials, online service provision for residents, and more social media engagement. Other positive changes that local leaders see emerging from the experiences of the past year involve changes in election administration, the introduction of drive-up or drop-off options for residents and businesses, the importance of utilizing their jurisdiction's natural and outdoor resources, and a general focus on empathy, cooperation, and positive civic relationships.

### **Voices Across Michigan**

Quotes from local leaders about new and better ways to operate, provide services, support local businesses, etc., that were introduced as a result of COVID-19

"County government has certainly made lasting changes for our employees. We allow remote work for many positions and the use of our technology has increased exponentially. We now offer all meetings virtually for the public which in turn makes getting county business out to the community a lot more efficient and we are more transparent."

"We developed [REDACTED] services in which residents could transact almost any service including dog licenses, permits, bill paying, inspections, etc., online. The Building Department also developed virtual inspections using a variety of platforms to keep projects safe and on schedule. The City also developed a program wherein businesses could expand outdoor eating to patios or parking lots. City Council meetings were moved to a larger facility for in-person meetings, employees were provided lap top computers to work from home on rotating schedule and a volunteer corps was established to assist seniors. Most of these initiatives will be continued."

"We have become more proficient in using technology, and previously reluctant board members have learned about the value of using technology for communications. This township does not have universal access to internet services."

"It has forever changed the way we will hold elections. We will always use the sneeze guards, we will always do extra cleaning of voting stations, we will always mark for social distance – maybe not 6 feet, but we will keep people out of each other's 'space."

"We are operating a drive-up window for bill and tax paying, permit requests, absentee voting distribution, and any other township business when applicable. It has proven to be efficient and effective."

"Installing glass over the front desk in our City Office lobby along with making hand sanitizer and masks available in the lobby are some permanent changes that we will carry forward. The use of virtual meetings, while an inconvenience initially, has proven to have a positive effect on public involvement in our Council and Board meetings, so that too will continue, at least to the extent allowed by the Michigan Open Meetings Act. Additionally, we temporarily closed a road in our downtown area to allow for expanded restaurant seating area and are considering making this a permanent closure (removing the asphalt and adding landscaping)."

"We are making better use of our office space and have converted our police cars into their own mobile squad rooms, increasing efficiency."

"Empathy, compassion and caring. We at the Township level are closest to the people. Our adaptability became our strong point."

## Conclusion

Michigan residents, communities, and local governments have been challenged in extraordinary ways throughout the past year of the COVID-19 pandemic. And although most local leaders in 2020 did not predict that their communities would continue to suffer so long from significant negative COVID-19 impacts, many are reporting in 2021 that indeed they are still struggling with a variety of problems stemming from the pandemic.

As of spring 2021, many local leaders continue to see significant and even crisis-level impacts from the pandemic, in particular on economic conditions in their communities (39%), on their residents' welfare including food security, mental health, job security, etc. (34%), and on local public health (31%). However, these percentages are down significantly from levels reported at the beginning of the pandemic in 2020.

And although local leaders' assessments regarding the effectiveness of coordination between their governments and other entities have declined since the beginning of the crisis in 2020, few believe coordination is outright ineffective with their county government or with state government entities.

Meanwhile, one year into the pandemic, after numerous state and federal efforts to provide targeted aid to local governments, the majority of Michigan's local leaders do not agree that they have received the resources from the state or federal government that they need to respond to the crisis. Only 40% say they have received the necessary public health resources and 34% agree they have received the resources to meet their financial needs. Looking specifically at funding that may come to local jurisdictions through the American Rescue Act Plan (ARPA), local leaders most commonly say it is important to prioritize infrastructure investments or infrastructure debt repayment (for example, water, sewer, broadband, etc.), as well as local business and community investment. And while many local leaders believe ARPA funds will have long-term positive impacts on their own jurisdictions' local fiscal health, many are concerned about the legislation's negative impacts on state and federal government finances in the long term.

And yet, despite all the challenges and lingering negative impacts of the pandemic, some local leaders identified positive lessons their jurisdictions have learned that they plan to incorporate into their government operations in the future, particularly ones related to technology, such as remote work and service provision, and resident engagement through virtual meetings and social media.

### Notes

- 1. State of Michigan Executive Order 2020–21. (2020, March 23). Temporary requirement to suspend activities that are not necessary to sustain or protect life. Retrieved from https://www.michigan.gov/whitmer/0,9309,7-387-90499\_90705-522626--,00.html
- 2. Hicks, J. (2020, December 18). No indoor dining until next year, but some entertainment venues open under latest Michigan coronavirus order. *MLIVE*. Retrieved from: https://www.mlive.com/public-interest/2020/12/ no-indoor-dining-until-next-year-but-some-entertainment-venues-open-under-latest-michigan-coronavirus-order.html
- 3. Hutchinson, D. (2021, September 22). How COVID situation has changed in Michigan since Gov. Whitmer lifted restrictions exactly 3 months ago. *WDIV ClickOnDetroit*. Retrieved from https://www.clickondetroit. com/news/michigan/2021/09/22/how-covid-situation-has-changed-in-michigan-since-gov-whitmer-lifted-restrictions-exactly-3-months-ago/
- 4. Wells, K. (2021, October 13). Michigan ER patients left on stretchers, then recliners, in swamped wards. Bridge Magazine. Retrieved from https://www.bridgemi.com/michigan-health-watch/michigan-erpatients-left-stretchers-then-recliners-swamped-wards
- 5. McCarthy, J. (2018, October 8). Americans Still More Trusting of Local Than State Government. *Gallup Organization*. Retrieved from https://news.gallup.com/poll/243563/americans-trusting-local-state-government.aspx
- 6. Horner, D., Ivacko, T. & Fitzpatrick, N. (2020, June). The initial impact of the COVID-19 pandemic on Michigan communities and local governments. Ann Arbor, MI: Center for Local, State, and Urban Policy at the Gerald R. Ford School of Public Policy, University of Michigan. Retrieved from https://closup.umich.edu/ sites/closup/files/uploads/mpps-spring-2020-covid.pdf
- National Conference of State Legislatures. (2021, March 9). American Rescue Plan Act of 2021. Retrieved from https://www.ncsl.org/ncsl-in-dc/publications-and-resources/american-rescue-plan-actof-2021.aspx
- 8. Oosting, J. & Wilkinson, M. (2021, May 11). Fun for Michigan governments: How to spend \$11 billion in federal stimulus. *Bridge Magazine*. Retrieved from https://www.bridgemi.com/michigan-government/fun-michigan-governments-how-spend-11-billion-federal-stimulus
- 9. Horner, Ivacko, & Fitzpatrick. (2020, June).

## **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, 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. 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 2021 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 2021 wave was conducted from April 5 – June 7, 2021. A total of 1,364 jurisdictions in the Spring 2021 wave returned valid surveys (67 counties, 208 cities,

173 villages, and 916 townships), resulting in a 73% response rate by unit. The margin of error for the survey for the survey as a whole is +/- 1.37%. 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 for clarity 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—will be 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

Local officials' assessments of a variety of possible COVID-19 impacts, 2021, by population size

		Population <1500	Population 1500-5000	Population 5001-10000	Population 10001- 30000	Population >30000	Total Statewide
Public health in your community	Very little or no impact at all	20%	19%	6%	7%	1%	16%
	Somewhat of an impact	38%	38%	41%	34%	24%	37%
	A significant impact	31%	31%	40%	43%	55%	34%
	Crisis-level impact	5%	7%	9%	13%	19%	8%
	Don't know	6%	5%	3%	3%	1%	5%
	Very little or no impact at all	5%	4%	1%	1%	0%	3%
	Somewhat of an impact	7%	6%	5%	9%	3%	6%
Schools in your	A significant impact	64%	64%	54%	55%	57%	62%
community	Crisis-level impact	21%	24%	38%	34%	37%	26%
	Don't know	3%	3%	3%	2%	2%	3%
	Very little or no impact at all	3%	2%	2%	1%	0%	2%
Economic conditions	Somewhat of an impact	13%	10%	4%	2%	1%	9%
in your community	A significant impact	53%	52%	54%	44%	32%	51%
(businesses closing, unemployment, etc.)	Crisis-level impact	28%	33%	39%	52%	67%	35%
unemployment, etc.,	Don't know	3%	3%	1%	2%	0%	2%
Your residents'	Very little or no impact at all	4%	3%	2%	0%	0%	3%
welfare (food	Somewhat of an impact	26%	21%	19%	27%	7%	22%
security, mental	A significant impact	51%	57%	54%	44%	58%	53%
health, job	Crisis-level impact	15%	15%	21%	26%	35%	17%
security, etc.)	Don't know	4%	4%	5%	3%	0%	4%
	Very little or no impact at all	16%	15%	11%	9%	4%	14%
Local or regional emergency response	Somewhat of an impact	38%	36%	44%	35%	30%	37%
capability (police/	A significant impact	30%	36%	31%	38%	49%	34%
sheriff, EMS,	Crisis-level impact	8%	9%	11%	15%	16%	9%
hospitals, etc.)	Don't know	8%	5%	2%	2%	1%	5%
Continuity of	Very little or no impact at all	26%	21%	20%	5%	7%	20%
	Somewhat of an impact	46%	40%	36%	40%	23%	41%
your jurisdiction's	A significant impact	23%	33%	37%	46%	62%	32%
public services	Crisis-level impact	3%	4%	7%	9%	9%	5%
	Don't know	3%	2%	1%	0%	0%	2%
	Very little or no impact at all	19%	17%	16%	4%	6%	16%
Continuity of	Somewhat of an impact	48%	43%	37%	42%	33%	44%
your jurisdiction	A significant impact	28%	36%	44%	46%	51%	35%
government's	Crisis-level impact	4%	4%	3%	8%	10%	5%
operations	Don't know	1%	0%	1%	0%	0%	1%
	Very little or no impact at all	6%	3%	0%	0%	0%	3%
Overall impact on your community	Somewhat of an impact	32%	30%	21%	17%	9%	28%
	A significant impact	51%	54%	62%	59%	61%	55%
	Crisis-level impact	9%	10%	16%	21%	30%	12%
	Don't know	3%	2%	1%	2%	0%	2%
Overall impact on Michigan	Very little or no impact at all	1%	1%	0%	0%	0%	1%
	Somewhat of an impact	3%	4%	4%	1%	0%	3%
	A significant impact	42%	45%	38%	48%	32%	43%
	Crisis-level impact	50%	47%	56%	48%	68%	50%
	Don't know	4%	4%	3%	3%	0%	3%

# Appendix A – continued

Local officials' assessments of a variety of possible COVID-19 impacts, 2021, by population region

		Upper Peninsula	Northern Lower Peninsula	West Central Lower Peninsula	East Central Lower Peninsula	Southwest Lower Peninsula	Total Statewide
Public health in your community	Very little or no impact at all	18%	16%	19%	20%	15%	16%
	Somewhat of an impact	36%	35%	35%	38%	40%	37%
	A significant impact	35%	35%	36%	32%	30%	34%
	Crisis-level impact	9%	8%	3%	7%	7%	8%
	Don't know	2%	6%	6%	2%	7%	5%
	Very little or no impact at all	4%	4%	3%	4%	2%	3%
	Somewhat of an impact	2%	4%	8%	7%	9%	6%
Schools in your	A significant impact	72%	62%	58%	67%	61%	62%
community	Crisis-level impact	21%	27%	27%	22%	25%	26%
	Don't know	1%	3%	4%	0%	4%	3%
	Very little or no impact at all	2%	2%	2%	3%	3%	2%
Economic conditions	Somewhat of an impact	8%	6%	11%	12%	10%	9%
in your community	A significant impact	59%	49%	49%	51%	52%	51%
(businesses closing, unemployment, etc.)	Crisis-level impact	31%	40%	36%	33%	31%	35%
unempioyment, etc.)	Don't know	1%	2%	2%	1%	4%	2%
	Very little or no impact at all	5%	2%	2%	4%	4%	3%
Your residents' welfare (food	Somewhat of an impact	23%	22%	23%	23%	21%	22%
security, mental	A significant impact	54%	53%	54%	55%	54%	53%
health, job	Crisis-level impact	15%	20%	16%	16%	15%	17%
security, etc.)	Don't know	3%	3%	5%	2%	6%	4%
	Very little or no impact at all	15%	13%	12%	17%	15%	14%
Local or regional	Somewhat of an impact	35%	38%	38%	35%	41%	37%
emergency response capability (police/	A significant impact	34%	32%	33%	38%	29%	34%
sheriff, EMS,	Crisis-level impact	10%	10%	10%	7%	8%	9%
hospitals, etc.)	Don't know	6%	7%	6%	3%	7%	5%
	Very little or no impact at all	20%	16%	21%	25%	22%	20%
Continuity of	Somewhat of an impact	46%	49%	43%	37%	37%	41%
your jurisdiction's	A significant impact	30%	30%	30%	33%	34%	32%
public services	Crisis-level impact	3%	2%	5%	4%	4%	5%
•	Don't know	1%	2%	2%	1%	3%	2%
	Very little or no impact at all	13%	15%	18%	22%	13%	16%
Continuity of	Somewhat of an impact	52%	47%	41%	40%	45%	44%
your jurisdiction	A significant impact	31%	32%	36%	35%	38%	35%
government's	Crisis-level impact	3%	3%	5%	3%	4%	5%
operations	Don't know	1%	2%	0%	0%	0%	1%
	Very little or no impact at all	4%	3%	2%	6%	3%	3%
	Somewhat of an impact	28%	26%	29%	30%	28%	28%
Overall impact on your community	A significant impact	54%	59%	55%	52%	57%	55%
	Crisis-level impact	13%	10%	11%	12%	9%	12%
	Don't know	1%	2%	3%	1%	3%	2%
	Very little or no impact at all	2%	1%	0%	1%	0%	1%
	Somewhat of an impact	4%	2%	3%	5%	5%	3%
Overall impact on	A significant impact	38%	40%	44%	45%	45%	43%
Michigan	Crisis-level impact	54%	53%	44%	49%	43%	50%
	Don't know	4%	4%	5%	1%	2%	3%

## **Appendix B**

Assessments of importance for targets of spending potential American Rescue Plan Act funds, 2021, by population size

Percent responding very or extremely important								
	<1500	1500-5,000	5001-10,000	10,001- 30,000	>30,000	Total Statewide		
Assistance for individuals	37%	31%	23%	28%	44%	34%		
Assistance for local businesses	48%	49%	34%	46%	54%	47%		
Community-wide public services	39%	44%	45%	56%	62%	44%		
Infrastructure investment / debt repayment	54%	61%	68%	75%	75%	62%		
Jurisdiction's employees	23%	23%	31%	41%	46%	27%		
Repleneshing depleted fund balances / reserves	36%	29%	32%	34%	51%	33%		
Paying down long-term pension or OPEB debt (if allowed)	12%	13%	23%	39%	55%	18%		
Taxpayer relief (if allowed)	24%	22%	18%	15%	27%	22%		

Assessments of importance for targets of spending potential American Rescue Plan Act funds, 2021, by jurisdiction type

Percent responding very or extremely important									
	County	Township	City	Village	Total Statewide				
Assistance for individuals	36%	33\$	30%	43%	34%				
Assistance for local businesses	44%	43%	52%	60%	47%				
Community-wide public services	54%	38%	60%	53%	44%				
Infrastructure investment / debt repayment	73%	55%	79%	68%	62%				
Jurisdiction's employees	40%	21%	40%	35%	27%				
Repleneshing depleted fund balances / reserves	49%	29%	39%	48%	33%				
Paying down long-term pension or OPEB debt (if allowed)	60%	11%	42%	19%	18%				
Taxpayer relief (if allowed)	30%	21%	21%	24%	22%				

## **Previous MPPS reports**

Michigan local governments report fewer economic challenges one year into the COVID-19 pandemic, and describe efforts to support local businesses (September 2021) Local leaders' views on Michigan's initial COVID-19 vaccine rollout in Spring 2021 (August 2021) Local leaders' concerns about Michigan's direction spike, while evaluations of state leaders sink over the past year (July 2021) Michigan local leaders' views on state's new approach to electoral redistricting (February 2021) COVID-19 pandemic sparks Michigan local leaders' concerns for fiscal health (December 2020) The functioning of democracy at the local level: a compendium of findings from the Michigan Public Policy Survey of local leaders (December 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) Michigan local leaders expect mixed impacts from expanded voter registration and absentee voting reforms (July 2020) Local leaders' evaluations of Michigan's direction and Governor's performance during the COVID-19 pandemic's arrival (July 2020) The initial impact of the COVID-19 pandemic on Michigan communities and local governments (June 2020) Energy policies and environmental leadership among Michigan's local governments (January 2020) Mixed signals continue for Michigan local governments' fiscal health, while future outlooks worsen (December 2019) Michigan local officials' views on the next recession: timing, concerns, and actions taken (October 2019) Michigan local government preparations and concerns regarding the 2020 U.S. Census (September 2019) New Governor, new evaluations of the direction Michigan is headed among local leaders (August 2019) Positive working relationships reported among Michigan's local elected officials (June 2019) Community poverty and the struggle to make ends meet in Michigan, according to local government leaders (March 2019) The state of community civic discourse, according to Michigan's local government leaders (December 2018) Despite sustained economic growth, Michigan local government fiscal health still lags (November 2018) Michigan local government leaders' views on medical and recreational marijuana (September 2018) Rising confidence in Michigan's direction among local leaders, but partisan differences remain (July 2018) Michigan local government officials weigh in on housing shortages and related issues (June 2018) Approaches to land use planning and zoning among Michigan's local governments (May 2018) Workforce issues and challenges for Michigan's local governments (January 2018) Local leaders' views on elections in Michigan: accuracy, problems, and reform options (November 2017) Michigan local government officials report complex mix of improvement and decline in fiscal health, but with overall trend moving slowly upward (October 2017) Michigan local leaders want their citizens to play a larger role in policymaking, but report declining engagement (August 2017) Michigan local leaders' views on state preemption and how to share policy authority (June 2017) Improving communication, building trust are seen as keys to fixing relationships between local jurisdictions and the State government (May 2017) Local leaders more likely to support than oppose Michigan's Emergency Manager law, but strongly favor reforms (February 2017) Local government leaders' views on drinking water and water supply infrastructure in Michigan communities (November 2016) Michigan local leaders say property tax appeals are common, disagree with 'dark stores' assessing (October 2016)

Local officials say Michigan's system of funding local government is broken, and seek State action to fix it (September 2016) Michigan local governments report first declines in fiscal health trend since 2010 (August 2016) Michigan local leaders' doubts continue regarding the state's direction (July 2016) Hospital access primary emergency medical concern among many Michigan local officials (July 2016) Firefighting services in Michigan: challenges and approaches among local governments (June 2016) Most local officials are satisfied with law enforcement services, but almost half from largest jurisdictions say their funding is insufficient (April 2016) 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) Michigan's local leaders concerned about retiree health care costs and their governments' ability to meet future obligations (October 2015) Fiscal health rated relatively good for most jurisdictions, but improvement slows and decline continues for many (September 2015) Confidence in Michigan's direction declines among state's local leaders (August 2015) Michigan local government leaders' views on private roads (July 2015) Few Michigan jurisdictions have adopted Complete Streets policies, though many see potential benefits (June 2015) Michigan local leaders have positive views on relationships with county road agencies, despite some concerns (May 2015) Michigan local government leaders say transit services are important, but lack of funding discourages their development (April 2015) Michigan local leaders see need for state and local ethics reform (March 2015) Local leaders say Michigan road funding needs major increase, but lack consensus on options that would raise the most revenue (February 2015) Michigan local government leaders' views on employee pay and benefits (January 2015) Despite increasingly formal financial management, relatively few Michigan local governments have adopted recommended policies (December 2014) Most Michigan local officials are satisfied with their privatized services, but few seek to expand further (November 2014) Michigan local governments finally pass fiscal health tipping point overall, but one in four still report decline (October 2014) Beyond the coast, a tenuous relationship between Michigan local governments and the Great Lakes (September 2014) Confidence in Michigan's direction holds steady among state's local leaders (August 2014) Wind power as a community issue in Michigan (July 2014) Fracking as a community issue in Michigan (June 2014) The impact of tax-exempt properties on Michigan local governments (March 2014) Michigan's local leaders generally support Detroit bankruptcy filing despite some concerns (February 2014) Michigan local governments increasingly pursue placemaking for economic development (January 2014) Views on right-to-work legislation among Michigan's local government leaders (December 2013) Michigan local governments continue seeking, and receiving, union concessions (October 2013) Michigan local government fiscal health continues gradual improvement, but smallest jurisdictions lagging (September 2013) Local leaders evaluate state policymaker performance and whether Michigan is on the right track (August 2013) Trust in government among Michigan's local leaders and citizens (July 2013) Citizen engagement in the view of Michigan's local government leaders (May 2013) Beyond trust in government: government trust in citizens? (March 2013) Local leaders support reforming Michigan's system of funding local government (January 2013)

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) Local government and environmental leadership: views of Michigan's local leaders (July 2011) 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) Local governments struggle to cope with fiscal, service, and staffing pressures (August 2010) Michigan local governments actively promote U.S. Census participation (August 2010) Fiscal stimulus package mostly ineffective for local economies (May 2010) 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 at: http://closup.umich.edu/mpps-publications

University of Michigan

Center for Local, State, and Urban Policy Gerald R. Ford School of Public Policy Joan and Sanford Weill Hall 735 S. State Street, Suite 5310 Ann Arbor, MI 48109-3091

The Center for Local, State, and Urban Policy (CLOSUP), housed at the University of Michigan's Gerald R. Ford School of Public Policy, conducts and supports applied policy research designed to inform state, local, and urban policy issues. Through integrated research, teaching, and outreach involving academic researchers, students, policymakers and practitioners, CLOSUP seeks to foster understanding of today's state and local policy problems, and to find effective solutions to those problems.

web: www.closup.umich.edu email: closup@umich.edu twitter: @closup phone: 734-647-4091



#### Regents of the University of Michigan

Jordan B. Acker Huntington Woods

Michael J. Behm Grand Blanc

Mark J. Bernstein Ann Arbor

Paul W. Brown Ann Arbor

**Sarah Hubbard** Okemos

**Denise Ilitch** Bingham Farms

Ron Weiser Ann Arbor

Katherine E. White Ann Arbor

Mark S. Schlissel (ex officio)