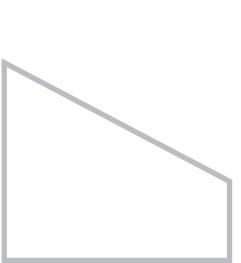
# MICHIGAN: STATE OF CITIES

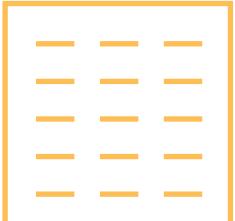
2017





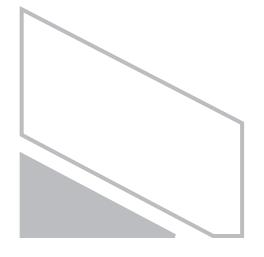


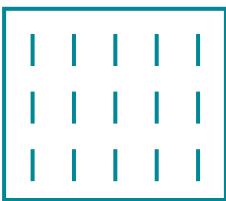


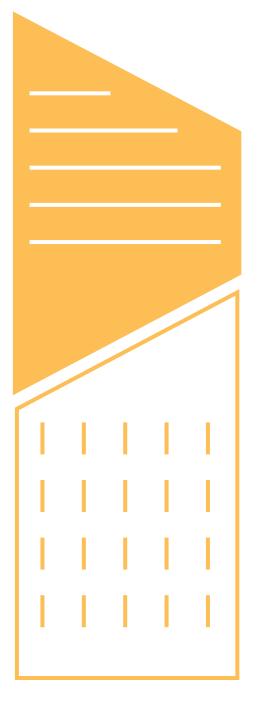


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# About the Michigan Municipal League

The Michigan Municipal League is dedicated to making Michigan's communities better by thoughtfully innovating programs, energetically connecting ideas and people, actively serving members with resources and services, and passionately inspiring positive change for Michigan's greatest centers of potential: its communities.

#### **Authors**

Shanna Draheim, Policy Director, Michigan Municipal League Hannah Jones, Policy Intern, Michigan Municipal League Josh Hartley, Graphic Designer We love where you live.



### Introduction

The State of Michigan has 533 incorporated cities and villages—ranging in size from just over 100 to more than 700,000 people. These are the places where people live and operate their businesses, and the relationship between people and their communities is special. Residents are often more engaged in shaping local policy and governance decisions than at the state and federal level, and give back to their communities in significant ways.

The work of governing these communities can be complex and highly variable. Local leaders are the front lines for ensuring the prosperity, safety, and quality of life for people in our state. They must address an everincreasing diversity of issues, whether

Local leaders are the front lines for ensuring the prosperity, safety, and quality of life for people in our state."

it's making decisions on building ordinances, ensuring effective police and fire response, managing large facilities, or creating and implementing recreation programs. City and village officials directly impact the daily lives of their residents and businesses, and must be responsive to their needs.

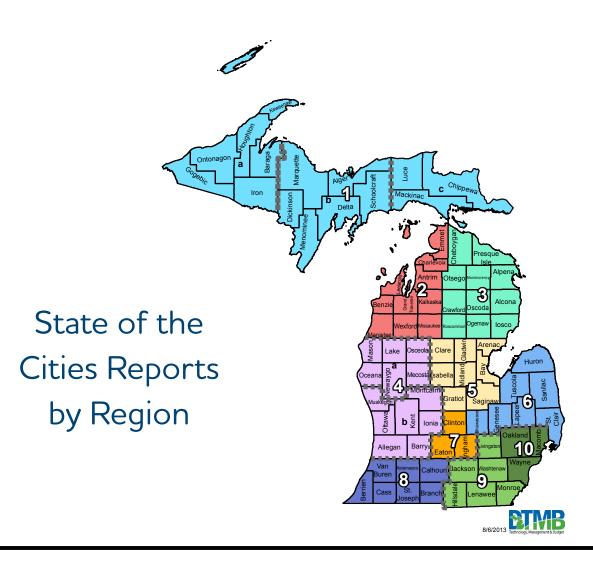
One of the tools that a growing number of mayors, village board chairs, or city managers are using to connect with their residents is an annual "State of the City" address. These speeches help improve transparency, connect local leaders with their constituents, highlight accomplishments, and share information on city/village priorities, plans, and challenges.

The Michigan Municipal League (League) looked at the key themes and priorities presented in twenty-seven State of the City addresses given by Michigan mayors and other local leaders in the beginning of 2017. Modeled after the National League of Cities "State of the Cities" annual report, this report provides a snapshot of issues municipal leaders think are important, and will allow the League to track priority issues over time so we can better provide members with the services and information they need.









- Region 1:
  - City of Menominee, Mayor Jean Stegeman
- Region 2:
  - City of Cadillac, City Manager Marcus Peccia
- Region 3
  - City of Alpena, City Manager Greg Sundin
- Region 4:
  - City of Grand Rapids, Mayor Rosalyn Bliss
  - City of Muskegon Heights, Mayor Kimberely Sims
- Region 5:
  - City of Saginaw, Mayor Dennis Browning
  - City of Midland, Mayor Maureen Donker
- Region 6:
  - City of Flint, Mayor Karen Weaver
- Region 7:
  - City of Lansing, Mayor Virg Bernero
- Region 8:
  - Village of Union City, Board President William Avery
- Region 9:
  - City of Howell, Mayor Nick Proctor

#### Region 10:

- City of Berkley, Mayor Phil O'Dwyer
- City of Birmingham, Mayor Mark Nickita
- City of Clawson, Mayor Penny Luebs
- City of Dearborn, Mayor John O'Reilly, Jr.
- City of Detroit, Mayor Mike Duggan
- City of Ferndale, Mayor Dave Coulter
- City of Hazel Park, Mayor Jan Parisi
- City of Inkster, Mayor Byron Nolen
- City of Livonia, Mayor Dennis Wright
- City of Madison Heights, Mayor Brian Hartwell
- City of Novi, Mayor Bob Gatt
- City of Rochester Hills, Mayor Bryan Barnett
- City of Romulus, Mayor LeRoy Burcroff
- City of Southfield, Mayor Ken Siver
- City of Trenton, Mayor Kyle Stack
- City of Westland, Mayor William Wild

### **Key Findings**

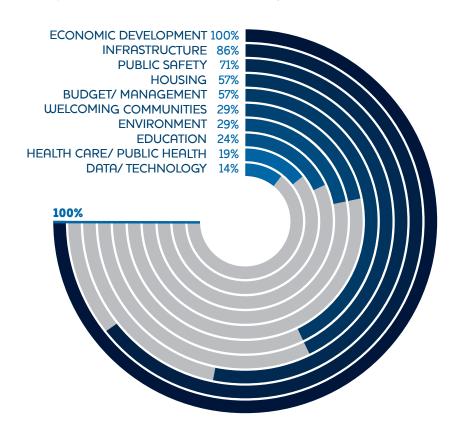
The issues identified by Michigan mayors and other local leaders in their state of the city addresses tracks very closely with what the League regularly hears from our members in terms of priorities.

Economic development was far and away the most commonly cited issue, with 96 percent of leaders spending significant time on the topic. Rounding out the top five issues were economic development, infrastructure, public safety, budget/management, and housing. These are the same top five issues identified by other U.S. cities in the National League of Cities' (NLC) recent State of the Cities report.

Given the significant push by the League and its partners over the last year and a half on municipal finance reform issues, one might expect that budget and management issues would have received significant discussion by more than 57 percent of the mayors. However, for those who did spend significant time on the issue, several devoted a lot of time to it (over one-third of the speech in Howell, for example).

Welcoming communities and diversity was also a significant issue in a lot of the speeches. This is not surprising when you consider that welcoming communities has been part of the conversation around placemaking in Michigan over the last few years. Also, many of the state of the city speeches were delivered in February and March of this year when the national conversation around immigration and sanctuary cities heated up. Several

Top Ten Issues Identified by Local Leaders



of the mayors specifically mentioned immigration and the importance of immigrants to their community.

Education was identified as a significant issue by more mayors at the national level than in Michigan (36 percent of other U.S. mayors versus 24 percent of Michigan mayors), and until this year was a top five issue in the national state of the city report. Where it was mentioned in Michigan state of the city speeches, it was usually in the context of how important good schools are for

strong and vibrant communities or how the city is partnering with its school district on community projects.

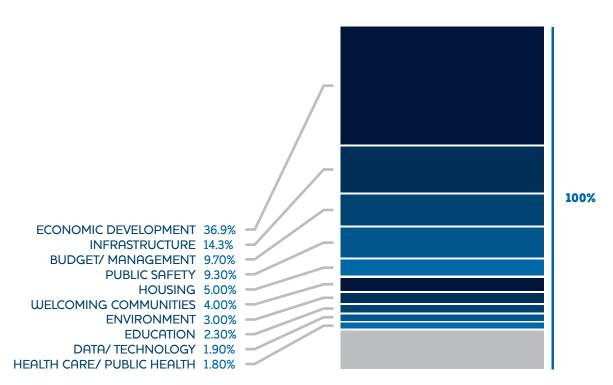
When looking at what percentage of the state of the city speeches were devoted to the top 10 issues (i.e., the total number of significant words for each topic across all speeches), economic development was again the biggest priority issue, with infrastructure and budget/management issues also getting significant attention.







Average Percentage of SOC Speeches
Devoted to top 10 topics





## Economic Development

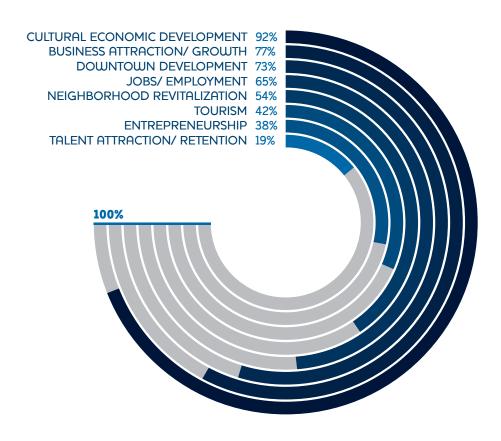
As with other cities included in the NLC State of the Cities report, economic development was the most frequently mentioned topic for Michigan local leaders.

One-hundred (100) percent of them spent significant time discussing economic development issues broadly in their state of the city speeches. This is not surprising given some of the significant challenges experienced by communities during the great recession of the late 2000s, and their efforts to capitalize on the rebounding economy the last few years.

66 In the coming months and years, I have every reason to believe that we will see more investment and improvement in our beautiful waterfront downtown Those investments will, in turn, provide both a boost to the aesthetics of our downtown streetscape, as well as a boost to our tax base."

> - Jean Stegeman, City of Menominee

#### Top Economic Development Issues



The graphic above shows some of the economic development subtopics that were mentioned by mayors and other city leaders in their state of the city speeches.

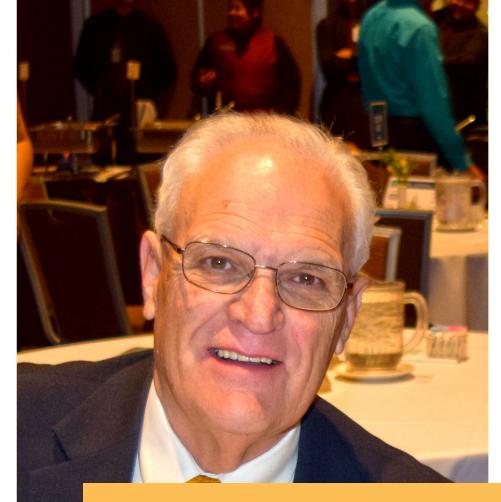
Many of the city leaders shared success stories of new businesses or developments that had come to their communities the previous year (or are currently in the works), and the associated job opportunities those projects were providing. But the

most frequently mentioned sub-topic in this area was cultural economic development. Examples of this included mentions of how festivals and farmers markets are helping to create vibrant communities or the role of arts and entertainment in creating economic opportunities in their communities. Cities like Alpena, Berkley, Trenton, Dearborn, Clawson, and Hazel Park all mentioned specific public art projects or events going on in their community in their

state of the city speeches. Clawson Mayor Penny Luebs, for example, told constituents in her speech that the "Detroit Institute of Arts Inside Out program is bringing ten art reproductions to Clawson for three months."

Downtown development was another frequently mentioned topic—with over 70 percent of mayors mentioning something about downtown development projects and plans. Menominee Mayor Jean Stegeman, for example, noted "In the coming months and years, I have every reason to believe that we will see more investment and improvement in our beautiful waterfront downtown. Those investments will, in turn, provide both a boost to the aesthetics of our downtown streetscape, as well as a boost to our tax base." Both cultural economic development and downtown development are key elements of placemaking, and the frequent mentions of these subtopics is likely indicative of the significant effort by the League and Michigan communities to adopt placemaking strategies.

While they did devote considerable time talking about job and employment opportunities, less than a quarter of the mayors spent significant time discussing the connection between their economic development efforts and the ability to attract and retain talent more broadly. For those that did spend significant time on the topic, they mentioned how community quality of life assets (such as diverse entertainment and recreation offerings) has helped attract and retain talent in their communities.



Riverfront as an Entertainment District and Event Venue where our citizens enjoy the effect of placemaking. We plan to attract more small business development, and diversify our economy through stronger cultural collaborations and private/public ventures. In particular, we will place strong focus on improvements to the central park area, particularly Ojibway Island, and servicing the underserved."

- Mayor Dennis Browning, City of Saginaw





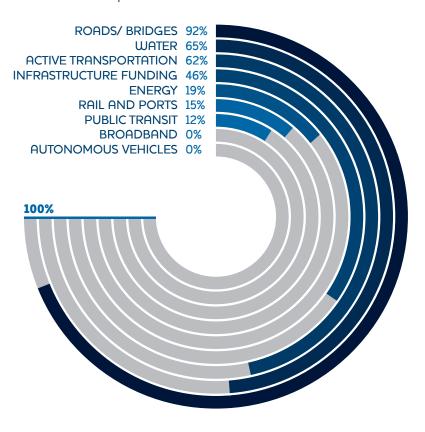
### Infrastructure

The quality of Michigan's transportation, water and waste water, energy, and communications infrastructure has been a significant focus of policy discussions in Michigan the last several years. In 2016, Governor Rick Snyder released a report from his infrastructure advisory group that made over 100 recommendations for improving the quality and reliability of the state's infrastructure. It is no surprise then that infrastructure was the second-most discussed issue in the state of the city speeches. Eightysix (86) percent of mayors and local leaders spent significant time discussing the issue in their speeches. This compares with only 43 percent of mayors in other U.S. cities.

While mayors touted many successes related to infrastructure improvements, including investments in energy infrastructure and water treatment plant upgrades, most of the discussion regarding infrastructure was focused on roads and bridges—and the poor condition of those assets. Over 90 percent of the state of the city speeches mentioned these subtopics, and several mayors noted that the recently passed increase in gas taxes will not be sufficient to address the significant needs for road, highway, and bridge repairs.

Active transportation infrastructure was also a high priority topic in the speeches. Several local leaders mentioned investments in bike lanes, sidewalks, and trails, and connected the importance of these assets in creating vibrant communities. For example, Birmingham Mayor

#### Top Infrastructure Issues



The Flint water crisis has been a major focus of media and policy discussions the last two years, and several mayors mentioned the importance of avoiding a similar catastrophe in their communities.

Mark Nickita said "We have proudly labeled ourselves a walkable city, an important asset that guides countless decisions on a daily basis." This focus on active transportation is not surprising given the significant effort by the League, communities, and other partners to invest in placemaking over the last decade.

Water infrastructure was the other major subtopic addressed in the speeches (65 percent of leaders mentioned it). In particular, many mayors mentioned the need to address aging water and wastewater treatment facilities, pipes and delivery systems, and in-home water infrastructure. The Flint water crisis has been a major focus of media and policy discussions the last two years, and several mayors mentioned the importance of avoiding a similar catastrophe in their communities.

Two emerging topics of interest—broadband coverage and autonomous vehicles—have also been increasingly mentioned by communities and other stakeholders during League events over the last few years. However, none of the mayors mentioned either of these subtopics in their speech. Broadband coverage is often more associated with rural parts of Michigan, and the state of the city speeches were more representative of large urban/suburban areas, and autonomous vehicles is still a very emerging issue.



We need to go even further, and do more than just fix only the most pressing problems in our water infrastructure. We need to build a 21st-century infrastructure that can make Flint healthy, strong and sustainable for the coming generation."

- Mayor Karen Weaver, City of Flint





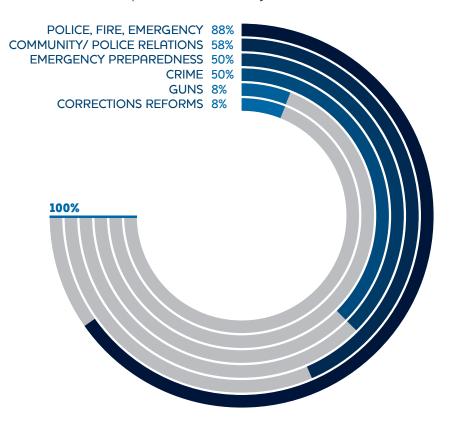
### **Public Safety**

Seventy-one (71) percent of Michigan's local leaders spent significant time in their state of the city speeches addressing public safety issues, and all but three communities at least made mention of police, fire, and emergency services.

- 66 Officers receive inservice training in deescalation and online training in advanced use of force. Department members also attend a seven-week class at the University of Michigan-Dearborn on the alternatives to violent force. The Department is the first in the nation to provide such training."
  - Mayor Jack O'Reilly, City of Dearborn

The other key subtopics mentioned by mayors in the speeches included community/police relations, emergency preparedness, and crime. Community policing strategies and outcomes were mentioned by almost 60 percent of the mayors. In their comments, several spoke about partnerships with community groups and faith-based organizations to improve community-police relationships, investing in body cameras and other technology to improve transparency, and training officers in de-escalation techniques and cultural sensitivity. The City of

#### Top Public Safety Issues



Inkster, for example, now trains all police department personnel on cultural awareness and has increased the use of de-escalation techniques and tasers to provide less lethal options for patrol officers.

Mayors highlighted efforts that communities are taking to better train personnel for evolving types of emergencies, improve preparations and responses to weather-related events, ensure rapid response times, and even partner with residents and businesses to reduce

the risk of emergencies on their properties. The City of Dearborn, for example, received grant funding to install smoke detectors in almost 500 homes last year.

Crime rates and reducing crime were also mentioned by almost half of the mayors. Again, several of the mayors talked about community and neighborhood partnerships to help address crime, targeting crime hotspots, ensuring adequate equipment such as radios, and utilizing technology for crime reporting.

### Housing

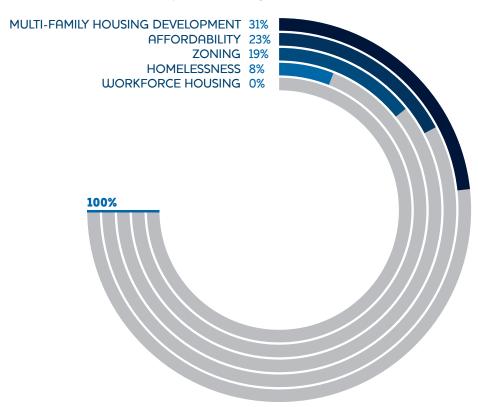


Housing issues rounded out the top five topics mayors spent significant time addressing in their speeches. Several mayors and city leaders mentioned specific housing projects that were completed or underway in the last year. But the key housing issues discussed in the speeches were the need for additional multi-family housing options (26 percent of mayors) and more affordable housing (22 percent of mayors). This was slightly less than national trends where 30 percent of U.S. mayors talked about multi-family housing and 37 percent mentioned affordable housing.

- because it grows the city's population. It strengthens our tax base...When we make that new housing attractive to young people, we have a shot at retaining some of the youngsters who graduate from Michigan State University, Davenport, Lansing Community College, and Cooley Law School."
  - Mayor Virg Bernero, City of Lansing

Several of the mayors mentioned new multi-family and mixed-use housing projects that are underway or planned in their communities, and talked about the importance of providing diverse options for all ages and household types. Mayor Bryan Barnett of Rochester Hills, for example, noted "we currently have over 400 additional lots, site condos, and luxury

#### Top Housing Issues



apartments scheduled for 2017 in every corner of our town." Also, a few of the mayors, including Dearborn and Romulus, mentioned their work with the Michigan Economic Development Corporation to participate in the Redevelopment Ready Community program as an important element of meeting their housing and economic development needs.

One subtopic the League included in our analysis was "workforce housing." In discussions with members over the last year, League staff has heard that communities are struggling with a mismatch between the availability and

demand for affordable, quality housing (particularly rental housing) that meets the needs of entry and mid-level employees. In particular, community leaders (in surveys and meeting discussions) have indicated that the lack of housing diversity and affordability is impacting companies' ability to hire and retain workers. The term "workforce housing" has been used to differentiate it from traditional affordable housing, which may have more stringent income limitations. None of the mayors used this term in their speeches, but the League will continue to track this subtopic in future years.



# Municipal Finance & Management

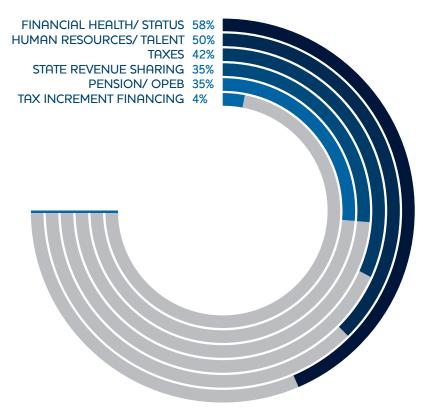
Municipal finance has been a big issue for the League and its members the last few years. Our two-year, Save MICity campaign to advocate for changes to the state's broken municipal finance system has engaged hundreds of city and state leaders and other stakeholders.

As such, it is no surprise that more than half of the cities' local leaders devoted some significant time in their state of the city speeches to municipal finance and management issues. Generally, the cities who focused a higher percentage of their speech on these issues tended to be the smaller and mid-sized communities like Howell, Menominee, Cadillac, and Alpena.

Overall financial status, taxes, and employment/talent were the three biggest municipal finance and budget issues identified. However, over a third of the cities also mentioned revenue

Many of the city and village leaders specifically highlighted the negative impacts of state policies—including declining revenue sharing and restrictions on property tax growth—on their local budgets and ability to provide quality services.

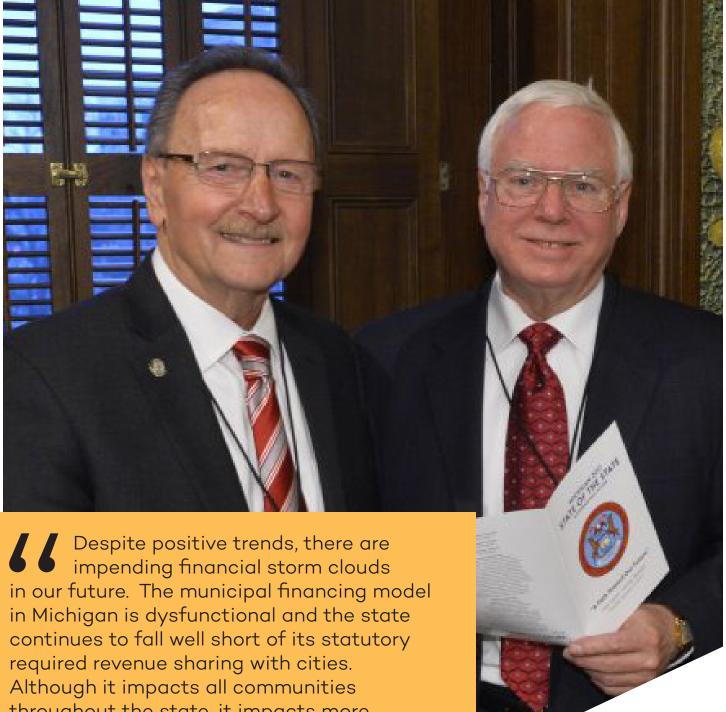
Top Budget and Management Issues



sharing and pensions/other postemployment benefits (OPEB) as an important issue.

Many of the city and village leaders specifically highlighted the negative impacts of state policies—including declining revenue sharing and restrictions on property tax growth—on their local budgets and ability to provide quality services. They emphasized that these policies have not enabled communities to fully realize an economic recovery from the Great Recession of the late 2000s.

Several local leaders also used their state of the city addresses to talk about the cost-cutting measures their communities have taken in response to declining revenues, including staff reductions, regional service sharing arrangements, cutting back on some services, deferring maintenance, and addressing long-term pension and retiree health care benefits. The mayor of Romulus, LeRoy Burcroff, noted for example that the city has worked hard with its residents and staff to find and implement cost-reduction strategies and maintain a stable fund balance.



throughout the state, it impacts more acutely full service municipalities like Howell. Coupled with statutory mandated caps on property tax, municipalities, including Howell, are struggling."

- Mayor Nick Proctor, City of Howell





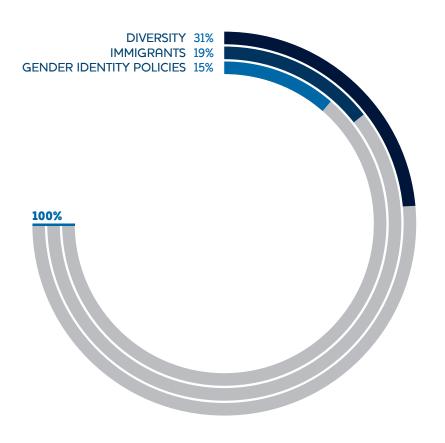
## Welcoming Communities

The Michigan Municipal League has emphasized the importance of being a welcoming community as part of its decade-long placemaking efforts. There is connection between welcoming policies and community social and economic prosperity.

Almost a third of mayors spent significant time discussing topics related to welcoming diversity in their communities. Diversity and immigrants were mentioned most frequently, but several mayors also talked about issues related to gender identity and/or sexual orientation.

Most of the state of the city speeches occurred in February and March of this year. This was a period of substantial national conversation about sanctuary cities and immigration, in light of the proposed U.S. temporary travel ban and possible immigration crack-downs. The fact that 17 - 35 percent of the speeches included mentions of these issues may well be related to the expanded national policy debates on these topics. Several mayors specifically mentioned that their communities welcome people of all races, ethnicities, and immigration status, and that they would not take on any federal immigration responsibilities. Mayor Duggan (City of Detroit) for example, stated that "Detroit is going to stand as a pro-immigration, welcoming city." And Lansing mayor Virg Bernero reminded his constituents that "Lansing is the quintessential melting pot, and immigrants and refugees from around the world strengthen the fabric of our city and our economy."

#### Top Welcoming Issues



The fact that 17 – 35 percent of the speeches included mentions of these issues may well be related to the expanded national policy debates on these topics.



- Mayor Rosalyn Bliss, City of Grand Rapids

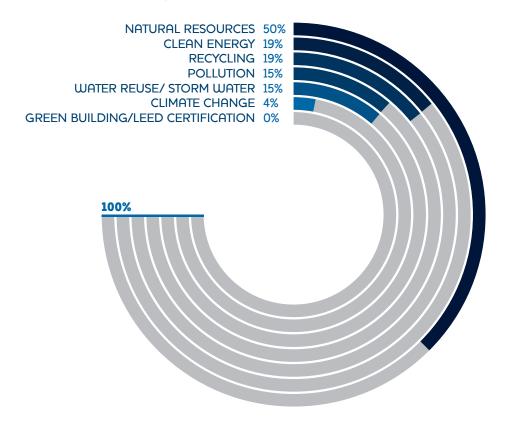


Twenty-nine (29) percent of mayors spent time discussing their communities' environmental initiatives, successes, and challenges in their state of the cities speeches. In a state rich with freshwater, wetlands, forests, dunes, and minerals, it is not surprising that over half of the local leaders mentioned something about natural resources in their speeches. The mayors of Dearborn and Berkley, for example, mentioned their commitment to protecting trees in their cities, and maintaining their status as a USA Tree City. Grand Rapids Mayor Rosalynn Bliss highlighted the plans and progress for a restoration and "restore the rapids" project for the Grand River, "which is key to the longterm vibrancy of downtown."

Other topics mentioned by the mayors in the speeches included expanded deployment of renewable energy—both at a utility scale and a smaller scale on homes, businesses, and municipal buildings. Successes in making energy efficiency improvements and upgrades were also highlighted by several of the mayors, including in Lansing, Berkley, Madison Heights, Ferndale, and Union City.

Progress in improving recycling and waste reduction was also mentioned in several of the speeches. In Inkster, for example, Mayor Nolen indicated the city's goal is to go completely paperless and that they have initiated a task force to focus on waste reduction and recycling.

#### Top Environment Issues





Our city showed bold leadership and innovation in putting together the first program in Michigan, and in the Midwest for that matter, to reward residents for recycling and the results have been unbelievable... our weekly recycling percentage from 18 percent to 85 percent making us the #1 recycling community in Michigan."

- Mayor Bryan Barnett, City of Rochester Hills

## Health Care and Public Health

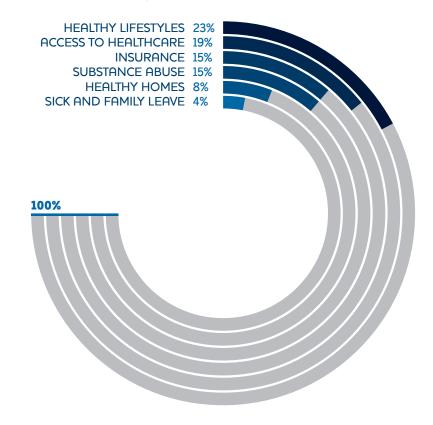


Issues of health care and public health were significantly discussed by four of the mayors, and over 40 percent of the state of the city speeches had mention of at least one health-related issue. This was roughly comparable to the speeches in other U.S. cities included in the National League of Cities 2017 report.

The key health-related sub-topics raised by local leaders included healthy lifestyles, access to healthcare and insurance, and substance abuse. Programs and projects to advance healthy lifestyles, such as walkability, parks and recreation programming, and access to healthy food were mentioned by several of the mayors. Dearborn Mayor Jack O'Reilly mentioned the seniors Walking Club and weekly group bike rides as some of the ways the city is supporting healthy lifestyles. And Muskegon Heights Mayor Kimberley Sims noted the expansion of their farmers market is an important part of providing residents healthy food options.

Some local leaders, including Alpena City Manager Greg Sundin, mentioned the city's efforts to improve healthcare programs for city employees and residents. He noted that by taking steps to rebid and evaluate city employee health insurance for example, that "the city was able to achieve considerable savings, while in some cases actually improving coverages for our employees."

#### Top healthcare Issues







Last year the City adopted a progressive new paid parental leave policy, providing up to 12 weeks paid time off for maternity, paternity, and adoption care. The policy was initiated by Mayor Pro Tem Piana, and is one of the first policies of its kind in Michigan. To date, three employees have taken advantage of the program, with several more expected in

the coming year. Providing benefits like this not only help the City hire and retain high-level staff, but also ensures that our practices promote work-life balance and gender equality."

- Mayor Dave Coulter, City of Ferndale



### Education

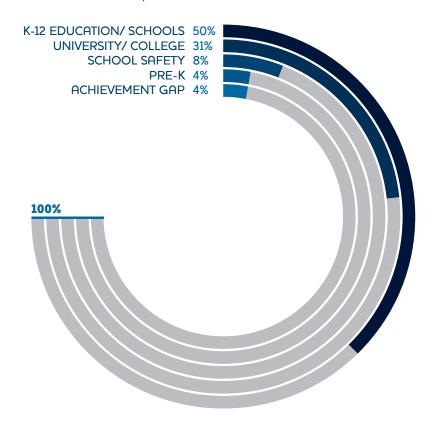
Education was another important topic in the state of the city speeches, although only 24 percent spent significant time on the topic compared to 36 percent of speeches in other U.S. cities. As with the findings in the National League of Cities report, the most widely mentioned sub-topics were K-12 education and higher education (universities and colleges of all types). Several local leaders mentioned unique K-12 educational programming in their communities, or partnerships between the city and school districts to improve educational facilities.

Madison Heights Mayor Brian Hartwell, for example mentioned an important partnership between the city and the Madison District Public Schools, through the Michigan Advanced Manufacturing Collaboration, to launch a state-of-the-art manufacturing training facility that teaches students the fundamentals of machining and allows them to earn industry certification.

Other topics mentioned by local leaders included the importance of strong schools to community economic vitality, partnerships between cities and schools on innovative programming and shared equipment, and ensuring opportunities to attend college or community college for students who choose to do so.

Southfield Mayor Ken Siver discussed several achievements and improvements in the city's K-12 schools, including the new Southfield High School for Arts & Technology, construction of two Hebrew elementary buildings, and a new public school program called C2 Pipeline which is sponsored by Wayne State University.

#### Top Education Issues



The most widely mentioned sub-topics were K-12 education and higher education (universities and colleges of all types).



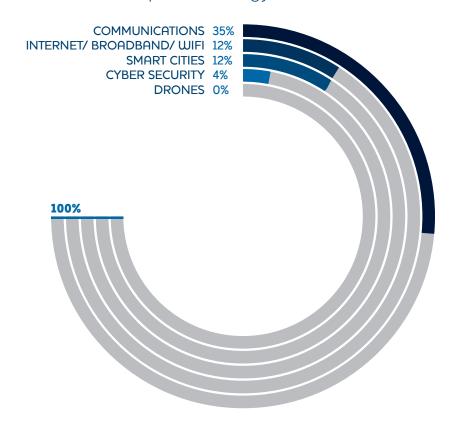
# Data and Technology



The tenth-ranked top issue in the state of the city speeches was data and technology, with 14 percent of mayors spending significant time on the topic. Communications, internet and broadband access, and smart cities were the most mentioned sub-topics in the speeches.

Westland Mayor William Wild spent a significant amount of his speech discussing innovation and technology accomplishments in the city, including defense of ransomware attacks, creation of new apps for monitoring infrastructure, and new technology tools for communicating with residents. Mayors of several other cities also mentioned communications technology, including the use of an Information Technology Advisory Committee (ITAC) in Madison Heights that "continues to bring Madison Heights into the 21st century." Also, Dearborn, Ferndale, and Westland state of the city speeches all included mentions of smart technologies they are deploying in their cities to improve services and infrastructure management.

#### Top technology Issues





[because of the work of] the City's Innovation and Technology Department or the DoIT Team, as we like to call them.... the City of Westland has quickly become one of the State's most technologically advanced cities and it seems like cities across the region are touring the building on a weekly basis to study it... For these achievements and others the Department has won several Operation Excellence Awards and was featured recently in "State Tech" Magazine for their efforts."

- Mayor William Wild, City of Westland



## **Appendix: Methodology**

This 2017 State of the Cities report marks the League's first effort to review and evaluate themes from annual mayoral and other local leader' addresses. It is modeled (in methodology and approach) in the National League of Cities' annual State of the Cities report (the most recent report was released May, 2017), which allowed the League to benefit from lessons learned by the NLC in conducting their analyses over the years. It also enabled the League to make some comparisons between the findings in Michigan's speeches to State of the City addresses throughout the U.S.

The 2017 Michigan State of the City report includes speeches delivered by 27 mayors (or equivalent position such as Board Chair or City Manager) across Michigan. The cities varied in population size and geographic region, allowing for some representation of diverse community types and location (although findings cannot be generalized to all cities in the state). Initially, the League intended to make some comparisons of findings in this report among regions, but the small number of total speeches and the concentration of speeches from two primary regions made this analysis challenging.

For all speeches, staff watched video of the speech (where provided) and reviewed written transcripts obtained online or via email from the cities directly. Written speeches were coded for major topics, including economic development, infrastructure, public safety, budgets and municipal management, environment, education, housing, data and technology, health care/public health, and welcoming communities, and later coded by subtopic. For example, the major topic of economic development contained multiple subtopics, including downtown development, neighborhood revitalization, jobs and employment, business attrition and growth, talent attrition and retention, entrepreneurship, cultural economic development, and tourism.

A speech was considered to place significant weight on a topic if it dedicated at least 5 percent of its total "significant words" to that topic. Total significant words were counted by removing things like introductions, statements of thanks, or other non-content words. A speech was considered to have coverage of a subtopic if that subtopic was specifically

mentioned. Any review of past accomplishments within a topic or subtopic counted in the content analysis if the aforementioned guidelines were met.

The table below identifies the population characteristics of the cities who provided State of the City speeches for this report.

City/Village Size	# of Cities/Villages
< 5,000 people	1
5,001 to 10,000 people	2
10,001 to 20,000 people	7
20,001 to 50,000 people	6
> 50,000 people	11
Average city size	75,231
Median city size	26,672

There are clearly more medium to large cities delivering State of the City addresses than smaller communities. The map on p. 5 of this report also shows that the vast majority of State of the City speeches were delivered by local leaders in southeast Michigan.

Going forward, the League intends to provide some training and resources to our members on how to deliver effective State of the City speeches and we anticipate that the number of communities participating will increase.

