

# STATELINE MIDWEST



MIDWEST

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## 'MORE THAN JUST TRADING PARTNERS'

Twenty months of a partially closed U.S.-Canada border caused hardships for communities in Midwest, provided lessons for strengthening the binational relationship

by Mitch Arvidson ([marvidson@csg.org](mailto:marvidson@csg.org))

**T**he Northwest Angle in Minnesota is surrounded by Manitoba, Ontario and water, separated from the rest of the United States by those provinces and Lake of the Woods.

When the summer boats aren't operating, or when a winter ice road across the lake isn't passable, the only way to get to the "Angle" (the northernmost point of the contiguous United States) is to drive about 50 miles through Manitoba.

That option disappeared for much of the past two years with the COVID-19-related closure of the U.S.-Canada border. Businesses and residents in the tourism-reliant Angle, a prime destination for walleye fishing, were left without access to the rest of Minnesota.

It is one of many communities in the Midwest whose economies,

families and cultures are tied, in some way, to the relatively free and open U.S.-Canada border.

"We're more than just trading partners; we're friends as well," says Manitoba MLA Kelvin Goertzen, noting that his fellow Manitobans often travel to Minnesota or North Dakota to shop or eat at their favorite restaurants, and vice versa.

Travel restrictions over the past two years created hardships for border communities, while also underscoring the two countries' interdependence. Families and friends could not connect, and the closure of the border to "non-essential" travel kept local businesses and customers apart.

For example, a short drive of less than 3 miles across the Sault Ste. Marie International Bridge typically brings people to and from the sister cities of Sault Ste. Marie in Michigan and Ontario. Not so during the pandemic.

In the heavily populated Detroit-Windsor area, state and provincial officials had to work with their federal counterparts to ensure that workers, particularly in health care, could move to and from a job in one country and home in another.

"[There is] a lack of appreciation for how integrated the Canada-U.S. economic relationship is, and a false sense that everything was actually fine [over the past two years] because there was an exemption for so-called 'essential commerce,'" says Maryscott Greenwood, CEO of the Canadian American Business Council and co-host of the "Canusa Street podcast," which explores Canadian-American relations.

Still, experts on the U.S.-Canadian relationship say lessons from border restrictions enacted two decades ago helped lead to smarter policy responses this time around.

Now, they believe there is more to learn from the recent, and more prolonged, shutdown.

### POLICY INNOVATIONS HELPED BORDER TRADE CONTINUE

The lives of Americans and Canadians living near, and far from, the border changed on March 20, 2020, the date that U.S. President Donald Trump and Canadian Prime Minister Justin Trudeau agreed to a bilateral closure of the border to contain the spread of COVID-19.

A shutdown of the world's longest



► COVER STORY CONTINUED ON PAGE 6

### TRENDS IN # OF BORDER CROSSINGS AT SELECT ENTRY POINTS IN MIDWEST

#### Commercial Crossings

Crossing	2019 (full year)	2020 (full year)	% change	2021 (January-June)
Detroit	3,243,335	2,828,059	-12.8%	1,462,067
Port Huron, Mich.	2,037,199	1,827,763	-10.3%	1,026,745
International Falls, Minn.	885,058	836,054	-5.5%	387,955
Pembina, N.D.	611,147	566,824	-7.3%	314,286
Portal, N.D.	494,092	477,446	-3.4%	244,960
Sault Ste. Marie, Mich.	117,815	114,924	-2.5%	60,282

#### Non-Commercial Crossings

Crossing	2019 (full year)	2020 (full year)	% change	2021 (January-June)
Detroit	12,140,742	3,354,947	-73.0%	1,025,674
Port Huron, Mich.	4,512,692	804,277	-82.2%	106,780
Sault Ste. Marie, Mich.	1,856,105	359,091	-80.7%	42,219
International Falls, Minn.	1,107,245	202,306	-81.7%	26,226
Pembina, N.D.	858,117	153,837	-82.1%	25,077
Grand Portage, Minn.	617,599	94,737	-84.7%	5,135

Source: U.S. Bureau of Transportation Statistics

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# AGRICULTURE & NATURAL RESOURCES

## In Ohio, new law gives local residents and leaders more say over siting of wind, solar projects

by Carolyn Orr ([carolyn@strawridgefarm.us](mailto:carolyn@strawridgefarm.us))

**B**ill Reineke's home Senate district in northwest Ohio has become a hotbed of renewable energy development.

That activity also has generated considerable controversy — neighbor pitted against neighbor, concerns about property values and the types of leases being signed, and some local residents feeling they have lost control about the future direction of their community.

"I really didn't realize the importance of wind and solar siting until I began hearing from my constituents. ... It didn't start out being a planning bill, but SB 52 is now all about transparency and engaging locals in planning their own futures," Reineke says.

Signed into law this summer, SB 52 took effect in October.

It makes major changes in how future wind and solar projects will be approved in the Buckeye State, with a goal of giving more decision-making power to local residents and their elected officials.

Previously, decisions on these projects were left largely to a state-level Siting Board. Under SB 52, county commissioners now can designate part or all of an unincorporated area in their jurisdiction as off limits to commercial wind farms and solar facilities.

One unique aspect of the legislation involves what a county commission must do in advance of any such vote: It has to publicly post a map showing the boundaries of the proposed restricted area at all public libraries, as well as provide written notice to local school districts, municipal corporations and township trustees.

The addition of this requirement recognizes that many rural communities no longer have local newspapers, which have traditionally been the outlet for such public notices.

SB 52 also makes changes to the state-level process for approving or denying projects.

First, prior to applying for a certificate from the Ohio Power Siting Board, developers must hold a public meeting in each county where their proposed wind or solar facility would be located. This provision will force developers to work from the beginning with affected community members, Reineke says.

Second, two local officials — the county board president and chairperson of the township board, or their designees — become ad hoc voting members of the Ohio Power Siting Board when it decides whether to approve or deny a wind or solar project in those officials' jurisdictions. (The Siting Board has seven regular voting

members, along with four non-voting legislative members.)

The new law also seeks to address another concern raised by constituents, Reineke says: "What happens when [the facility's] productive life ends?"

Under SB 52, prior to construction, an applicant must post a performance bond and submit a decommissioning plan, including who will pay for these activities.

Opponents of the new law say it unduly interferes with the rights of property owners to lease their land for wind or solar development. Critics also point out that no such "local control" requirements have been placed on the oil and gas industry. As a result, they say, SB 52 will stifle growth in Ohio's renewable energy sector.

Lastly, some agriculture groups expressed concern that other legislative proposals could follow to allow for more local restrictions on large animal confinement units.

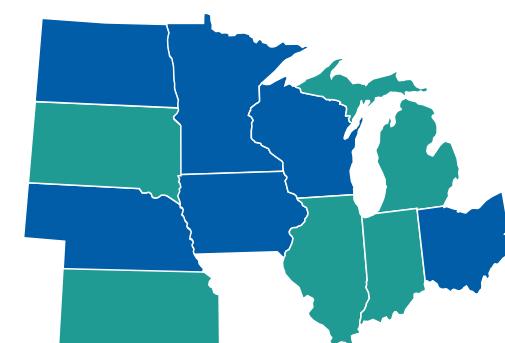
But Reineke says the strong advocacy of his constituents ultimately prevailed.

"The issue was not going away," he adds. "Now, residents and county officials have more say in the future of their community."

Local control over the siting of wind and solar facilities already is a part of the regulatory process in many Midwestern states. In Indiana, for example, 34 counties have ordinances that restrict wind and solar projects.

This year, a bill would have shifted

### WHERE PRIMARY AUTHORITY LIES TO DECIDE SITING OF WIND ENERGY PROJECTS



Source: CSG Midwest research

some control to the state. HB 1381 was passed by the Indiana House before stalling in the Senate.

It would have created some statewide regulations for wind and solar projects and provided a \$3,000-per-megawatt incentive (via a one-time construction fee) from developers for counties that choose to approve them.

Minnesota Rep. Paul Anderson and Illinois Rep. Norine Hammond serve as co-chairs of the Midwestern Legislative Conference Agriculture & Natural Resources Committee. The co-chair is Saskatchewan MLA Steven Bonk and Kansas Sen. Marci Francisco. Carolyn Orr is CSG Midwest staff liaison to the committee.



# HEALTH & HUMAN SERVICES

## Seeking better birth outcomes, Illinois joins states covering doula services through Medicaid

by Jon Davis ([jdavis@csg.org](mailto:jdavis@csg.org))

Illinois this year became the third Midwestern state to offer doula services as part of its Medicaid coverage for pregnant women, a move that comes as more research emerges tying the availability of this type of care to healthier birth outcomes.

Doulas are trained professionals who provide physical, emotional and informational support to women before, during and just after childbirth.

With this year's passage of HB 158, Illinois now allows weekly prenatal doula services, during delivery and up to 12 months postpartum. These services also can be embedded in existing evidence-based home visiting programs.

"We feel this is going to save lives and [lead to] better quality services," says Illinois Sen. Mattie Hunter, who sponsored HB 158 in the Illinois Senate.

It will also save money over time, she adds, because babies who get a healthier start won't need as many health services as they grow into children and adults.

According to the National Academy for State Health Policy, the potential benefits of doula services include lower rates of pre-term births and cesarean sections; higher Apgar scores for newborns (a test

of five measures to evaluate an infant's health); and a more positive self-reported birth experience by mothers.

A paper published in the April 2013 issue of the *American Journal of Public Health* noted that doula-supported births result in fewer cesarean sections and, as a result, can reduce Medicaid costs.

Indiana and Minnesota already cover doula services in their standard Medicaid coverage for pregnant women.

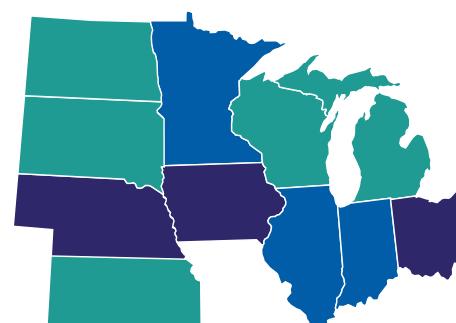
Indiana uses a block grant (under the federal Social Security Act) to fund its own Protecting Indiana's Newborns grant program. This program, in turn, supports a Speak Life doula initiative to serve women on Medicaid.

In Minnesota, doulas must take state-approved training and work under the supervision of a Medicaid-enrolled provider. This assistance has been an extended Medicaid service since 2013.

Officials from the Minnesota Department of Human Services say that in 2015, 52 women used doulas; by 2020, that number had grown to 466 women.

As part of this year's omnibus health bill (HF 33), Minnesota legislators tightened up the doula certification process while also requiring the state's health commissioner to make training "more culturally responsive to groups

### STATE LAWS, LEGISLATIVE ACTIVITY IN MIDWEST ON MEDICAID-COVERED DOULA SERVICES (AS OF OCTOBER 2021)



Sources: National Health Law Program and CSG Midwest research

with the most significant disparities in maternal and infant morbidity and mortality."

The new Minnesota law also calls for promoting more racial, ethnic and cultural diversity in the doula workforce, and making services more available to groups "with the most significant disparities in birth outcomes."

Until last year, Nebraska also allowed Medicaid coverage of doula service, albeit in an indirect way: the state requires its contracted managed care organizations to offer value-added services, but they can choose which ones to offer.

One MCO offered doula services, but only to pregnant women under age 21 who were in the state's foster care system. Coverage was dropped in June 2020 because too few women used it.

A bill to add doula coverage to Nebraska's Medicaid plan (LB 416) was introduced in the Unicameral Legislature's 2021 session but failed to advance.

A similar bill in Iowa, SF 35, also failed to advance this year.

In his original 2021-'23 biennial budget, Wisconsin Gov. Tony Evers proposed \$1 million for Medicaid coverage of doula services, but legislators removed this provision.

In Ohio, HB 142 would authorize a four-year Medicaid doula pilot program. As of early November, this bill was in committee.

Jon Davis serves as CSG Midwest staff liaison to the Midwestern Legislative Conference Health & Human Services Committee.

## FARM PRACTICES CAN HELP STATES MEET LARGER CARBON-REDUCTION GOALS

by Tim Anderson ([tanderson@csg.org](mailto:tanderson@csg.org))

**T**alk of addressing climate change typically begins with a state's energy and transportation sectors. It shouldn't end there, says Jimmy Daukas, a senior program officer at the American Farmland Trust, a national, nonprofit group that focuses on protecting agricultural land and advancing environmentally sound practices on it.

"One of the challenges is to get all of that land, and our forestry land, into the discussion," he adds.

If that happens, he and other proponents of farm-based conservation believe the result will be new policies that open economic opportunities for producers while reducing states' carbon footprints.

That's already begun to occur, in fact, albeit via state initiatives often with other conservation goals in mind.

Take Minnesota's Agricultural Water Quality Certification Program as an example. Launched statewide in 2016, the program enrolled 1,038 farms totaling 734,000 acres in its first five years.

The state offers technical and financial assistance to producers who adopt evidence-based practices to prevent nonpoint water pollution. Minnesota not only has tracked the impact of these

practices on water quality and farm profitability (positive on both fronts), but on the state's carbon footprint. The results: A reduction in greenhouse gas emissions equivalent to 100 million fewer miles being driven by an average passenger vehicle.

That's because a sound nutrient management plan decreases a farm operation's nitrous oxide and methane emissions. Likewise, when an agriculture producer begins using cover crops or conservation tillage, more carbon is sequestered in the soil.

"One of the exciting things about soil health is that it's a win-win," says Bianca Moebius-Clune, climate initiative director for the American Farmland Trust.

Investments in soil health and water quality already are commonplace in the Midwest, and the American Farmland Trust points to strategies being tried in states such as Illinois and Iowa, where farmers who plant cover crops get a \$5-an-acre reduction in crop insurance premiums.

Daukas says the next step is to create new programs with a stated goal of reducing greenhouse gas emissions and sequestering carbon on farmland.

"What we don't want to have happen is for states to say, 'We have a water quality program and it does climate, so we don't

need anything else,'" he says.

In Wisconsin, the Governor's Task Force on Climate Change has proposed paying "carbon farmers" for their regenerative agricultural practices. Gov. Tony Evers included this idea in his budget, calling for up to \$25,000 of grants and technical assistance per recipient. It did not end up in the Legislature's final budget agreement.

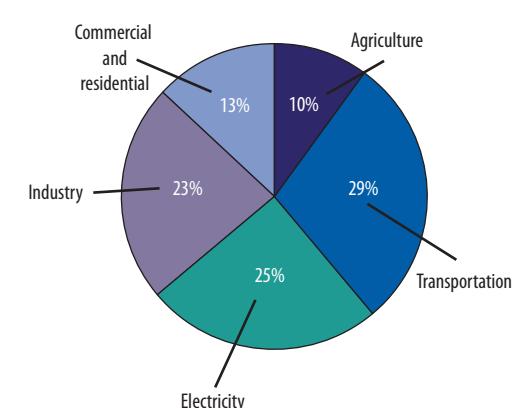
At the federal level, action on climate change became a part of the last farm bill thanks to programs targeting soil health.

A more explicit, climate-focused conservation policy is part of the proposed Build Back Better legislation being negotiated in the U.S. Congress. It calls for a total of \$28 billion going to various agricultural initiatives that reduce greenhouse gas emissions — for example, \$5 billion alone to increase the use of cover crops.

Other opportunities emerging for the Midwest's farmers include participating in carbon offset markets and contributing to new, private sector-led sustainability goals.

"More and more major food companies are beginning to set climate targets within their supply chains," Rod Snyder, president of Field to Market: The Alliance for Shared Agriculture, said to legislators during a session of this year's CSG Midwestern Legislative Conference

### SOURCES OF U.S. GREENHOUSE GAS EMISSIONS IN 2019\*



\* Agriculture's contributions come mainly from nitrous oxide and methane emissions that result from fertilizer application, manure handling and enteric fermentation from livestock.

Source: U.S. Environmental Protection Agency

Annual Meeting. "If you look at many of the corporate initiatives, they often start within their own four walls or their transportation fleet. ...

"But they've now begun to look even further to say, 'How can we partner with farmers?'"

South Dakota Senate Majority Leader Gary Cammack has chosen agriculture conservation as the focus of his Midwestern Legislative Conference Chair's Initiative for 2021. A series of articles will appear in *Stateline Midwest* this year in support of this initiative.

## QUESTION OF THE MONTH

### QUESTION | Do states in the Midwest have statutory language specifying strangulation as a felonious assault?

Over the past 20 years, most legislatures in this region have passed measures adding this language as part of efforts to better protect victims of domestic abuse.

Four years ago, for instance, SB 112 in **Kansas** created the crime of aggravated domestic battery, a felony offense for "knowingly impeding the normal breathing or circulation of the blood ... of a person with whom the offender is involved or has been involved in a dating relationship or a family or household member."

Along with Kansas, **Illinois**, **Indiana**, and **Wisconsin** now classify strangulation as aggravated domestic battery (a felony). It is considered a felony assault in **Iowa**, **Michigan**, **Minnesota**, **Nebraska**, **North Dakota** and **South Dakota**.

Unlike in the rest of the Midwest, the act of strangulation has not been specified as a felony offense under **Ohio** criminal code. That would change with the passage of either HB 3 or SB 90. Both measures would make purposely impeding someone's breathing or blood circulation at least a third-degree felony offense. HB 3 was passed by the House in late October.

"Because of the seriousness that we see in the statistics from people who have been strangled by their domestic partner, I want to be able to increase jail time for the perpetrator," says Sen. Stephanie Kunze, a sponsor of SB 90.

"I think victims would have a lot more ability to access resources and services and potentially get

out of that situation, where if somebody is only in jail for a weekend, they really don't have quite the same opportunity to leave."

Kunze has sponsored similar legislation since 2015, and has noted a rise in the number of states that have added strangulation as a felony since that time.

"When I started, I was looking at my original testimony ... I think it was 38 states as of 2015, and now we're into the 40s here in 2021," Kunze says. It's 48, to be exact, according to the Training Institute on Strangulation Prevention, with South Carolina being the only other state without such a law.

The punishment for strangulation sometimes differs depending on factors such as the type of victim assaulted or whether an assailant was a repeat offender.

For example, in North Dakota, strangling a person under age 12 or a peace officer carries a harsher Class B felony charge; in Indiana, it becomes a Level 5 felony charge if the victim was pregnant. In Michigan, the maximum prison sentence for a strangulation conviction is 10 years; in Illinois, subsequent convictions

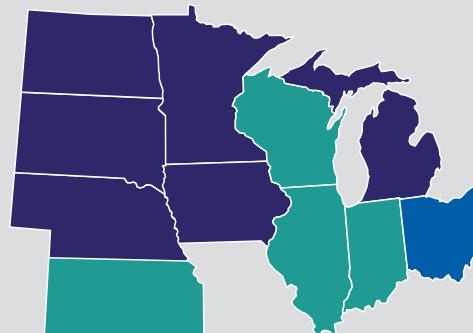
result in a sentence of at least three, but no more than seven, years behind bars.

Strangulation only rises to the level of a felony assault in Iowa if the assailant is a repeat offender (his or her third offense, as the first two instances would be categorized as misdemeanors) or if his or her actions cause bodily injury.



Ohio Sen.  
Stephanie Kunze

### FELONY CLASSIFICATION OF STRANGULATION IN CRIMINAL CODES (AS OF OCTOBER 2021)



- Classified as felony assault offense
- Classified as felony aggravated domestic battery
- Not classified as felony

Sources: Training Institute on Strangulation Prevention

According to the Training Institute on Strangulation Prevention, strangulation does not always result in visible injuries. In other cases, injuries may be deemed too minor to photograph.

A 2008 study by Johns Hopkins University researchers found that a person who has been non-fatally strangled once by his or her domestic partner is 750 percent more likely to later be murdered by that partner.

Question of the Month response by Derek Cantù ([dcantu@csg.org](mailto:dcantu@csg.org)), policy analyst for CSG Midwest, which provides individualized research assistance to legislators, legislative staff and other government officials. This section highlights a research question received by CSG Midwest. Inquiries can be sent to [csgm@csg.org](mailto:csgm@csg.org).

## MICHIGAN READIES TO BUILD OWN STOCKPILE OF EMERGENCY MEDICAL SUPPLIES

To be better prepared for future health emergencies, **Michigan** will begin stockpiling medical supplies and posting its inventory online. HB 4087, signed into law in October, also requires the state Department of Health and Human Services to give purchasing preference to Michigan-made medical supplies. Foreign goods or services cannot be used if "competitively priced and comparable quality American goods or services are available."

The bill's sponsor was Rep. Jeff Yaroch, a paramedic and former firefighter, who says the state should not rely solely on the National Strategic Stockpile to meet its emergency needs. The publicly available website will include information on the types and quantities of supplies and equipment in Michigan's stockpile, as well as expiration dates.

A fiscal note on HF 4807 says the state may use federal emergency preparedness grants to begin making the necessary purchases. Under federal legislation passed by the U.S. House in October (HR 3635), states would receive assistance in creating or expanding their inventory of essential medical equipment and supplies.

That same federal measure also aims to improve the National Strategic Stockpile. It calls for increases in funding to replenish supplies, regular inspections of the inventory, and establishment of a \$500 million pilot program to boost domestic manufacturing of essential medical supplies and equipment.



## A COURSE IN PERSONAL FINANCE IS NOW A GRADUATION REQUIREMENT IN NEBRASKA, OHIO

Before they graduate from high school, students in **Ohio** and **Nebraska** will need to successfully complete a stand-alone, semester-long class in personal finance. Both new requirements are the result of legislative actions this year.

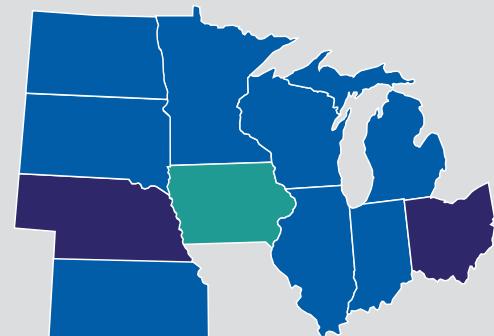
Under Ohio's SB 1, signed into law in October, the course can be taken either as an elective or in lieu of a half-unit in math. The requirement becomes effective with the high school class of 2026. Starting with the 2024-'25 school year, individuals must have a teacher's license in financial literacy to teach the course; an exemption to this requirement is made for currently licensed instructors of social studies, family and consumer sciences, and business education. A High School Literacy Fund will reimburse Ohio school districts and teachers for the costs associated with the licensing requirement.

Nebraska's Financial Literacy Act (LB 452) received unanimous legislative approval and takes effect with the 2023-'24 school year. Subjects to be covered in the semester-long course include how to build and maintain credit; balance budgets; understand taxes, debt and savings; manage risks; and develop investment strategies. All Nebraska districts also must incorporate financial literacy into their social studies standards and curricula for elementary and middle school students.

As of 2020, only six U.S. states required high school students to take a stand-alone course on personal finance, according to the Council for Economic Education. However, many more states seek to ensure that the subject be taught, as noted by the American Public Education Foundation in "The Nation's Report Card on Financial Literacy." For example, in the Midwest:

- All high school students in **Illinois** take nine weeks of consumer education, and in **Iowa**, a semester of coursework in personal finance must be completed;
- **Michigan**, **Minnesota** and **North Dakota** integrate personal finance into other courses required for high school graduation.

## STATE REQUIREMENTS THAT HIGH SCHOOL STUDENTS TAKE PERSONAL FINANCE AS STAND-ALONE COURSE



- Stand-alone, semester-long course required for graduation
- Semester of coursework required, but can be offered as stand-alone class or part of another class
- Stand-alone course does not need to be taken

Sources: Council for Economic Education and CSG Midwest research

## ILLINOIS JOINS MICHIGAN WITH PLAN TO REMOVE ALL LEAD PIPES FROM WATER SYSTEMS

Every lead service line in **Illinois** must be replaced in the coming decades under a new law (HB 3739) that sets varying deadlines for different-sized water utilities.

According to the Illinois Environmental Council, close to 700,000 homes in the state are connected to water mains via lead service lines; that is higher than any other U.S. state. As a region, too, the Midwest has a disproportionate number of lead pipes carrying water to homes.

Over the next few years, all water systems in Illinois must submit a plan for replacing their lead service lines. The timeline for full replacement in a local service area ranges from 15 to 50 years, depending on the number of lines that need to be removed. Every local water utility will be required to remove a certain percentage of lines every year; priority will be given to projects in preschools, day care centers and other facilities where high levels of lead are of particular concern.

As part of this new law, too, the General Assembly has established a Lead Service Line Replacement Fund; a new advisory board will make recommendations on long-term, dedicated revenue options.

Three years ago, with adoption of a new Lead and Copper Rule, **Michigan** became the first U.S. state to require the removal of all lead service lines (by 2041). That state's action came in the wake of a public health emergency in the town of Flint, where toxic levels of lead in drinking water led to an uptick in deaths from Legionnaires' disease and lead poisoning among children. This year, a lead-in-water crisis has hit the southwest Michigan town of Benton Harbor. Gov. Gretchen Whitmer has said all of that city's lead service lines will be replaced within 18 months.

Across the Midwest, much more federal money will be available to states and local governments to move ahead with these types of projects. The Infrastructure Investment and Jobs Act appropriates \$15 billion for replacing lead service lines. The Brookings Institution has estimated the cost of a full, nationwide replacement to be between \$28 billion and \$47 billion.

## 10 U.S. STATES WITH HIGHEST # OF LEAD SERVICE LINES (ESTIMATED)

State	Number
Illinois	679,292
Ohio	650,000
Michigan	460,000
New York	360,000
New Jersey	350,000
Missouri	330,000
Wisconsin	329,866
Indiana	290,000
Texas	270,000
Minnesota	260,000

Source: Natural Resources Defense Council

## IOWA GIVES WORKERS OPTION OF SEEKING EXEMPTION FROM EMPLOYER-BASED VACCINE MANDATES

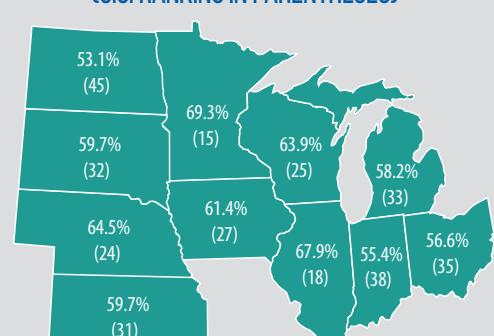
**Iowa** has joined a handful of other U.S. states in limiting the imposition of COVID-19 vaccine mandates by private employers. Under the new law (SF 902, passed during a fall special session), a business must provide an exemption for workers based on their medical or religious beliefs. In addition, individuals who lose their jobs due to refusal to get the vaccine will be eligible for unemployment benefits.

According to the National Academy for State Health Policy, three other states (Arkansas, Texas and West Virginia) had similar opt-out or exemption requirements; a fourth state, Montana, has a blanket ban on COVID-19 mandates by private employers.

As of early November, Midwestern states' rates of fully vaccinated 18- to 64-year-olds ranged from a high of 69.3 percent in **Minnesota** to a low of 53.1 percent in **North Dakota**. (Among this age group, the highest-vaccinated U.S. state was Connecticut, 78.9 percent; the lowest-vaccinated state was West Virginia, 40.3 percent.)

Around the same time that Iowa passed SF 902, lawmakers in **Illinois** were revising their state's existing Health Care Right of Conscience Act. The statutory change (SB 1169) stipulates that various entities, including employers, are not in violation of the Right of Conscience Act for any requirements that they impose to "prevent contraction or transmission of COVID-19."

## % OF 18- TO 64-YEAR-OLDS WHO WERE FULLY VACCINATED FROM COVID-19 AS OF NOV. 7 (U.S. RANKING IN PARENTHESES)



Source: Mayo Clinic

## A LONG-TERM VISION FOR PASSENGER RAIL: GREATLY EXPAND SERVICE, ENHANCE INTERSTATE PLANNING

by Jon Davis ([jdavis@csg.org](mailto:jdavis@csg.org))

The Midwest Interstate Passenger Rail Commission (MIPRC) and the Federal Railroad Administration have unveiled a long-term vision of what an improved regional passenger rail network could look like by 2050.

Building on current state-supported services and using Chicago as its hub, the Midwest Regional Rail Plan proposes multiple daily round trips between the region's major metropolitan areas and beyond. It also proposes an expanded governance role for MIPRC (which receives secretariat services from CSG Midwest) as the regional entity to guide planning for individual passenger rail corridors.

"While America's interstate highway system and commercial aviation industry are vital and indispensable, rail can and does play a key role in our multi-modal transportation system," FRA deputy administrator Amit Bose said in an October press conference announcing the plan.

"Nowhere is that more evident than Chicago, the nation's rail hub."

### NEW ROUTES, MORE CONNECTIONS

While the Midwest Regional Rail Plan sets nothing in stone, it proposes a system of fast, frequent passenger service built from an interstate, rather than individual corridor, view.

The Chicago-Milwaukee-Madison-Twin Cities corridor, for example, would have 24 daily round trips. Under the plan, other interstate corridors with greatly expanded service, as either core express (24 round trips a day) or regional express (up to 16 daily round trips) routes, would include:

- Existing state-supported routes such as Chicago-Detroit, Chicago-St. Louis and St. Louis-Kansas City. Currently, only a few daily round trips are offered on each of these routes (see table).

- New routes from 1) Chicago to Columbus, Ohio, via either Fort Wayne, Ind., or Indianapolis and Dayton, Ohio; 2) Chicago to Louisville, Ky., and Nashville, Tenn., via Indianapolis; and 3) Chicago to Cincinnati via Indianapolis.

- New regional routes from 1) Fort Wayne, Ind., to Toledo and Cleveland in Ohio and Pittsburgh, and 2) from Indianapolis to Cincinnati.

"I'm personally excited to see Indianapolis positioned to become a hub on two, and perhaps three, major regional corridors," says Indiana Rep. Sharon Negele, MIPRC's financial officer. "I'm also pleased to see the plan confirm that new Chicago-to-Fort Wayne service is not only a viable option, but considered to be a key addition to the regional network."

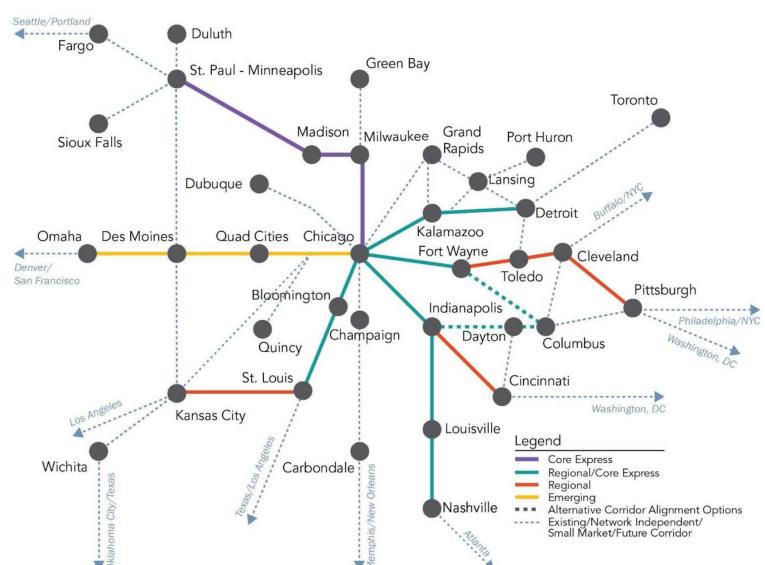
Under the FRA plan, an "emerging corridor" is projected from Chicago to Omaha, Neb., via Des Moines, Iowa. (Illinois already is working on building this corridor from Chicago to Moline, Ill.)

Other routes for potential future expansions include existing state-supported services in Illinois and Michigan; planned new services such as Minnesota's *Northern Lights Express*; and an extension of the *Heartland Flyer* service north from Oklahoma City to the Kansas towns of Wichita and Newton.



Indiana Rep.  
Sharon Negele

### FRA Midwest Regional Rail Plan Network



### EMPHASIS ON REGIONAL PLANNING

Formed as an interstate compact, MIPRC currently counts Illinois, Indiana, Kansas, Michigan, Minnesota, Missouri, North Dakota and Wisconsin as member states. (Iowa, Nebraska, Ohio and South Dakota also are eligible to join or rejoin the compact.)

Each member state has four commissioners: one from each legislative chamber, a governor's designee and a gubernatorial appointee from the private sector. (See page 10 for more information on the commission.)

MIPRC commissioners hailed release of the new Midwest Regional Rail Plan, saying it shows the FRA moving in the same direction as Amtrak and states on how to improve service.

"A multistate, collaborative approach to passenger rail development serves our citizens, transportation systems, economies and, ultimately, each state, best," says Bob Guy, an Illinois governor's designee to MIPRC and the group's current chair.

Illinois Rep. Mike Halpin, a MIPRC commissioner, says the new plan is good for the whole region, and for his constituents who live near and along the state's border with Iowa.

"The benefits to higher education, tourism and economic development in the Quad Cities ... the possibilities are endless," he says. "It's something that a lot of elected officials have recognized for more than two decades."



Illinois Rep.  
Michael Halpin

### MIPRC: ADVOCACY AND GOVERNANCE

The FRA plan affirms MIPRC's current role, noting that the interstate commission "has served and will continue to serve the [Midwest] as an effective advocacy and governance organization to advance the recommendations of the [regional rail plan]."

While also proposing an "elevated" governance responsibility for MIPRC, the FRA leaves unanswered the question of exactly what that role should be. It stresses, too, that "predictable funding streams" will be necessary to build out the plan's proposed corridors.

On the funding side, passenger rail in the Midwest will get a boost with passage of the U.S. Infrastructure Investments and Jobs, which designates money for identifying and planning passenger rail corridors.

Interstate commissions such as MIPRC are eligible grant recipients.

CSG Midwest policy analyst and assistant editor Jon Davis helps provide staff support to the Midwest Interstate Passenger Rail Commission.

### STATE-SUPPORTED PASSENGER RAIL ROUTES IN MIDWEST: TRENDS IN RIDERSHIP\*

Route	Frequency of round-trip service	# of riders in 2019	Change in ridership: 2009 to 2019
Chicago-St. Louis	4 daily	627,599	+24%
Kansas City-St. Louis	2 daily	154,417	+2%
Chicago-Milwaukee	7 daily	882,189	+19%
Chicago-Detroit/Pontiac, Mich.	3 daily	501,124	+13%
Chicago-Grand Rapids, Mich.	1 daily	97,593	-5%
Chicago-Port Huron, Mich.	1 daily	181,832	+37%
Chicago-Carbondale, Ill.	2 daily	266,972	+3%
Chicago-Quincy, Ill.	2 daily	192,616	-5%
<b>Midwest total</b>	<b>N/A</b>	<b>2,904,342</b>	<b>+14%</b>

\*These shorter routes are partially or fully funded from revenue generated by state governments. In contrast, long-distance routes (see below) do not receive state funding.

Source: Amtrak

### LONG-DISTANCE PASSENGER RAIL ROUTES IN MIDWEST: TRENDS IN RIDERSHIP

Route	Frequency of round-trip service	# of riders in 2019	Change in ridership: 2009 to 2019
<b>Cardinal (Chicago-Washington, D.C.)</b>	<b>3 a week</b>	<b>108,935</b>	<b>0%</b>
<b>Empire Builder (Chicago-Seattle/Portland, Ore.)</b>	<b>1 daily</b>	<b>433,372</b>	<b>-16%</b>
<b>Capitol Limited (Chicago-Washington, D.C.)</b>	<b>1 daily</b>	<b>209,578</b>	<b>-3%</b>
<b>California Zephyr (Chicago-Emeryville, Calif.)</b>	<b>1 daily</b>	<b>410,844</b>	<b>+19%</b>
<b>Southwest Chief (Chicago-Los Angeles)</b>	<b>1 daily</b>	<b>338,180</b>	<b>+6%</b>
<b>City of New Orleans (Chicago-New Orleans)</b>	<b>1 daily</b>	<b>235,670</b>	<b>+20%</b>
<b>Texas Eagle (Chicago-San Antonio)</b>	<b>1 daily</b>	<b>321,694</b>	<b>+24%</b>
<b>Lake Shore Limited (Chicago-New York City/Boston)</b>	<b>1 daily</b>	<b>357,682</b>	<b>+7%</b>
<b>Total</b>	<b>N/A</b>	<b>2,415,955</b>	<b>+5%</b>

Source: Amtrak

# WITH BORDER REOPENED, TIME TO REFLECT ON LESSONS LEARNED FROM CLOSING

» CONTINUED FROM PAGE 1

undefended border had potentially massive consequences for the economies of states and provinces in the Midwest.

A year prior, in 2019, nearly \$82 billion worth of trade (Canadian dollars) occurred between Michigan and Ontario, \$41 billion between Illinois and Alberta, and nearly \$31 billion between Ohio and Ontario (see table on page 7 for full listing).

The last such abrupt, total closure had occurred following the terrorist attacks of Sept. 11, 2001. In that instance, the restrictions were not negotiated or bilateral; they were imposed unilaterally by the United States.

In the years that followed 9/11, the two countries implemented border innovations such as separate vehicle lanes for trucking, trusted-traveler and -trader programs, customs pre-clearance, and digital cargo manifest filings.

These advances in border operations helped to limit the economic impacts of the closures in 2020 and 2021.

This time around, freight drivers weren't stuck in miles-long queues sleeping in their trucks. Truckers were on a list of "essential" travel allowed to move across the border. That list also included, but was

Additionally, at least some of the downturn in binational commercial activity had nothing to do with the border, but rather with larger supply-and-demand interruptions related to the pandemic.

On the other hand, non-commercial traffic (personal vehicles, buses and pedestrians) was way down in 2020 — compared to the prior year, 72 percent fewer people traveled between Detroit and Windsor and 81 percent fewer people crossed at Sault Ste. Marie.

This downward trend continued well into 2021, even with the availability of COVID-19 vaccines.

Goertzen believes it took too long to reopen the border for non-commercial traffic, causing unnecessary hardships for communities across the region.

"We need to prioritize that and realize that the relationship is more than just commercial. It is social as well," he says.

## STATES, PROVINCES HELPED CONSTITUENTS HANDLE CLOSURE

When the border was only open for commercial activity and other "essential" traffic, state and provincial leaders

jobs. As just one example, Henry Ford Healthcare in Detroit had 950 Canadian employees as of March 2020.

"There are always challenges getting [these workers] in and out of Ontario and into Michigan," says Earl Provost, Ontario's Agent-General in Chicago.

"The Ontario government worked closely with the [Canadian] federal government, which worked with the U.S. administrations to make certain that the flow of essential workers wasn't too adversely affected."

Not only have health care providers and workers come to rely on having cross-border access, so too have their patients. Under a provincial agreement with Altru Health System, some Manitoba residents can access services at facilities in the Minnesota towns of Roseau and Warroad.



Cars approach the Port Huron-Sarnia border, one of the busiest crossings in the Midwest.

"The subnational level can do things and come up with arrangements more quickly than at the national level," he adds.

"Maybe in the future we need to rely more on that subnational discussion and problem-solving, and then bring along the national governments a little bit later."

## BORDER REOPENING DELAYED TOO LONG FOR SOME

When the March 2020 border closure was announced, Canadian and U.S. officials said they would reconsider the policy every 30 days or so, which they did.

For well over a year, the restrictions on non-essential travel were revisited regularly, but remained unchanged.

The first easing of the land-border closure came on July 5, 2021, when Canadian citizens and permanent Canadian residents coming from the United States were allowed to enter Canada without having to quarantine afterward.

Notably, this reopening pertained only to the land border. Cross-border travel by air, in fact, had already been permitted for months. However, this air-travel option was not necessarily the best one for many people, considering that 90 percent of Canadians live within 100 miles of the United States.

According to Greenwood, U.S. Customs and Border Protection (CBP) likely allowed more-relaxed rules on cross-border air travel for a few reasons. One, the CBP had advanced notification on who was coming and going. Two, it had a private-sector intermediary (the airlines) determining whether a traveler was vaccinated and had a negative COVID test.

But Greenwood believes advanced

**"Maybe in the future we need to rely more on that subnational discussion and problem-solving."**

*Manitoba MLA Kelvin Goertzen, co-chair of CSG's Midwestern Legislative Conference Midwest-Canada Relations Committee*

not limited to, cross-border movement for work and medical reasons and to attend educational institutions.

The amount of commercial traffic (the movement of trucks and trains) fell at the border, but not as precipitously as some initially feared: In 2020, binational commercial traffic was down 12.8 percent in Detroit and 7.3 percent in North Dakota's border-crossing town of Pembina compared to the previous year.

"The ability for that commercial traffic to continue across the border was really remarkable," Goertzen says. "I think that we need to take a moment to recognize that as really important and significant."

intervened to assist communities and individuals.

In April, North Dakota Gov. Doug Burgum, then-Manitoba Premier Brian Pallister and Saskatchewan Premier Scott Moe announced the Essential Worker Cross-Border Vaccination Initiative. This first-of-its kind program allowed truckers from Manitoba and Saskatchewan to receive authorized vaccines at North Dakota highway rest stops a few miles from the border.

On the eastern end of the Midwest, efforts centered on ensuring that some of the most important workers in the fight against COVID-19 could continue their

"It is a lot closer to get health care services in Roseau, for example, than it is to drive to the next health care center in Manitoba," Goertzen says.

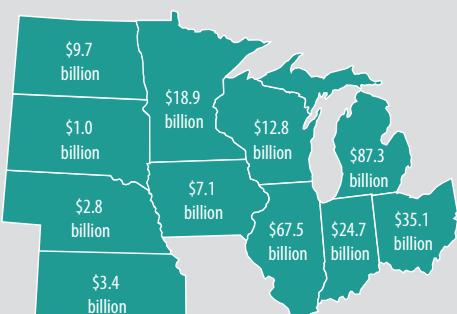
Could this arrangement continue under a closed border?

The Manitoba government made sure it did, working closely with the national governments to ensure that access would not be interrupted.

According to Goertzen, the work of states and provinces was essential to navigating through many issues related to the border closure, a lesson on how both countries can respond to future disruptions.

► STORY CONTINUED ON NEXT PAGE

## MIDWEST STATES' TOTAL MERCHANDISE TRADE WITH FOUR CANADIAN PROVINCES IN MIDWESTERN LEGISLATIVE CONFERENCE: JANUARY 2019-JANUARY 2020 (CANADIAN DOLLARS)\*



\* The Midwestern Legislative Conference is a binational, nonpartisan association of state and provincial legislators from the region. Saskatchewan is a member of the MLC along with 11 Midwest states. Alberta, Manitoba and Ontario are affiliate members. The Midwestern Office of The Council of State Governments provides staff support to the MLC.

Source: Statistics Canada

## RANKING OF MIDWEST'S 10 BUSIEST LAND-BORDER CROSSINGS ALONG U.S.-CANADA BORDER IN 2019



- 1 Detroit, Mich., to Windsor, Ont. | 15.4 million crossings
- 2 Port Huron, Mich., to Sarnia, Ont. | 6.5 million crossings
- 3 International Falls, Minn., to Fort Frances, Ont. | 2.0 million crossings
- 4 Sault Ste. Marie, Mich., to Sault Ste. Marie, Ont. | 2.0 million crossings
- 5 Pembina, N.D., to Emerson, Man. | 1.5 million crossings
- 6 Portal, N.D., to North Portal, Sask. | 720,000 crossings
- 7 Grand Portage, Minn., to Pigeon River, Ont. | 643,000 crossings
- 8 Baudette, Minn., to Rainy River, Ont. | 470,000 crossings
- 9 Warroad, Minn., to Sprague, Man. | 283,000 crossings
- 10 Dunseith, N.D., to Boissevain, Man. | 215,000 crossings

» CONTINUED FROM PREVIOUS PAGE

screening and a vaccine-verification process for land-border crossings were possible as well. Such policies may have helped reopen the border more quickly for non-commercial traffic.

As vaccine rates rose, pressure on both governments to reopen the land border mounted.

In July, during the 75th Annual Meeting of The Council of State Governments' Midwestern Legislative Conference, members of the MLC (state and provincial legislators) passed a resolution supporting a full border reopening for vaccinated individuals. Delivered to federal leaders in Washington, D.C., and Ottawa, the resolution pointed out that the strong economic and social relationship between the two countries is "based on the efficient movement of people, goods and services."

One week after the MLC passed this resolution, Canada announced that fully vaccinated citizens and permanent residents of the United States would soon be permitted to enter Canada. Additionally, unvaccinated minors younger than 12 could enter the country if they were accompanied by a fully vaccinated parent or guardian.

In the first week after Canada reopened its border, around 219,000 non-commercial crossings were made by Americans. This big influx of travel caused some hefty wait times, including a seven-hour wait at the International Falls (Minnesota)-Fort Frances (Ontario) crossing.

Many expected Canada's announcement to be followed in short order with an announcement that the United States would open its border to fully vaccinated Canadian travelers. After all, the two countries had closed the border bilaterally and in unison in March 2020.

However, this did not happen. The United States extended its land-border closure three more times.

At different points during the border closure, members of the U.S. Congress expressed dismay. In January 2021, 24 U.S. representatives urged the Biden administration to reopen the border. In September, eight U.S. senators did the same.

On Oct. 12, the Biden administration told members of Congress that the U.S. side of the Canadian border would open to vaccinated Canadians in early November.

During the first phase, fully vaccinated Canadians are able to travel across the land border for non-essential reasons such as tourism and family visits. Initially, there is no testing requirement for Canadians entering the United

## Vulnerabilities in North America's supply chain and manufacturing have been exposed.

States. The second phase will begin in January, at which point all travelers, including truck drivers and other essential workers, must be vaccinated.

### PANDEMIC UNDERSCORED VALUE OF BINATIONAL RELATIONSHIP

According to Provost, cross-border supply chains (a hallmark of the U.S.-Canada relationship that has the two countries' businesses and workers making things together) proved to be resilient.

"Now you're seeing an uptick in traditional manufacturing in Ontario, Indiana, Ohio and Michigan," he adds.

However, vulnerabilities in the supply chain and manufacturing have been exposed — for instance, shortages in medical equipment at the height of the pandemic and an inadequate production of semiconductor chips (since 1990, the U.S. share of global production of semiconductors has slipped from 37 percent to 12 percent).

One lesson from the pandemic is that the resiliency of a nation's supply chain depends on the reliability of its trading partners. At this summer's MLC Annual Meeting, two experts on trade and the economy urged legislators to embrace the concept of "ally shoring." First, identify products and economic sectors where domestic manufacturing is needed to protect national security and provide good-paying jobs. Next, develop secure supply chains for these products with countries that share democratic values and are committed to rules-based trade.

For the United States and Canada, this would mean deepening their economic relationship, including making more essential goods together through the cross-border supply chain.

Meanwhile, with the border open again, other aspects of the binational relationship can return to normal, especially for people living close to the border. Trips to see friends and family, or go to a favorite restaurant or store, are once again only a short drive away — even if they are traveling to another country.

## IMPACT OF COVID-19 ON TRADE

### U.S. EXPORTS TO CANADA: 2019 VS. 2020



### U.S. IMPORTS FROM CANADA: 2019 VS. 2020



Source: U.S. Census Bureau

### BINATIONAL TRADE IN MIDWEST: \$ VALUE OF MERCHANDISE IMPORTS AND EXPORTS IN 2019 (CANADIAN \$)\*

State	Alberta	Manitoba	Ontario	Saskatchewan	Top good exported to Canada*	Top good imported from Canada*
Illinois	\$41.4 billion	\$3.5 billion	\$19.9 billion	\$2.6 billion	Fuel oil	Crude petroleum
Indiana	\$546 million	\$1.3 billion	\$21.5 billion	\$1.4 billion	Trucks	Pharmaceutical products
Iowa	\$806 million	\$1.4 billion	\$3.7 billion	\$1.1 billion	Animal feed and food industry residues	Aluminum
Kansas	\$478 million	\$291 million	\$2.3 billion	\$245 million	Automobiles	Aircraft and parts
Michigan	\$4.8 billion	\$512 million	\$81.8 billion	\$283 million	Trucks	Automobiles
Minnesota	\$6.8 billion	\$3.0 billion	\$5.3 billion	\$3.8 billion	Fuel oil	Crude petroleum
Nebraska	\$195 million	\$535 million	\$1.7 billion	\$389 million	Farm machinery	Animal feed and food industry residues
North Dakota	\$3.9 billion	\$1.5 billion	\$2.8 billion	\$1.5 billion	Fuel oil	Oil seeds
Ohio	\$2.1 billion	\$1.3 billion	\$30.8 billion	\$943 million	Motor vehicle parts	Motor vehicle parts
South Dakota	\$187 million	\$292 million	\$378 million	\$161 million	Animal feed and food industry residues	Fertilizers
Wisconsin	\$1.4 billion	\$1.8 billion	\$8.7 billion	\$832 million	Paper and paperboard	Plastics

\* Includes trade with all Canadian provinces

Sources: Statistics Canada and Government of Canada





# PROFILE: INDIANA HOUSE MAJORITY CAUCUS CHAIR GREG STEUERWALD

**'Listen to the experts': Relationship building has helped 14-year legislative veteran successfully lead on big policy initiatives — including a new law on policing**

by Derek Cantù ([dcantu@csg.org](mailto:dcantu@csg.org))

**O**ver the past decade, Rep. Greg Steuerwald has helped lead some of the most complicated, potentially contentious policy reforms in his home state of Indiana.

He's gotten it done by starting with a straightforward approach: "Shut up and listen to the experts."

"I let them tell me what they think is good policy and what is not, and that's what I've done throughout [my legislative career]," he says. "I invite everybody to the table, and then try not to get in their way."

This past year, that meant bringing together leaders in law enforcement and working with colleagues in Indiana's Black Legislative Caucus on a measure to enhance policing. Earlier in his career, that collaborative style led to a comprehensive overhaul of the criminal code.

"I tell people this is the most interesting and frustrating job I've ever had in my life at the same time," he says. "I really enjoy being part of the policymaking [process] on a big issue, on statewide issues."

Steuerwald came to the Indiana House 14 years ago, first by legislative appointment, and has found the position to be a perfect fit — a place to make a difference in his community and state, but in a part-time capacity that allows him to still work as an attorney at the central Indiana firm that bears his name (Steuerwald, Witham & Youngs, LLP).

In a recent interview with CSG Midwest, Steuerwald, who currently serves as House majority caucus chair, reflected on his leadership style as well as his legislative career and accomplishments to date, including this year's police measure. Here are excerpts.

**Q** As majority caucus chair, you hold one of three elected positions (along with the speaker and majority floor leader) in a very large caucus — 71 House Republicans. What are some of the leadership challenges?

**A** Whenever you're dealing with that many different people and that many different opinions, sometimes you have to work on some compromises within your own caucus. You have to try to come up with the best policy and convince everybody within the caucus — this is the best policy and what we want to do at this point in time. So that's interesting. It can be a challenge sometimes because everybody has some pretty strong opinions.



## BIO-SKETCH: INDIANA REP. GREG STEUERWALD

- ✓ first appointed to Indiana General Assembly in 2007; since elected seven times to represent House district west of Indianapolis
- ✓ serves as majority caucus chair in Indiana House
- ✓ is attorney and partner at Steuerwald, Witham and Youngs, LLP, law firm
- ✓ has law degree from Indiana University-Indianapolis
- ✓ lives in Avon, Ind., with his wife, Christy; has three grown children

**Q** This year, you helped to spearhead the unanimous passage of HB 1006, which addresses a wide range of issues related to policing. Can you talk about that measure and your approach to building the consensus you needed?

**A** I cannot begin to tell you how important law enforcement was. They gave me their time and their expertise and their support. Law enforcement in Indiana stood tall. Without them, this would not have gotten done. ...

I was having a conversation with the Sheriffs' Association president and he said, "You know Greg, everything in law enforcement just begins with proper training. If you have the proper training, everything kind of flows from there." ...

I met individually with the Police Chiefs' Association here in Indiana, their representatives. Then I met with the state police superintendent, the Fraternal Order of Police — and in Indiana, to be certified here [as an] Indiana law enforcement officer, you go through the Indiana Law Enforcement Academy, which happens to be in my county. I met with all these groups individually. Every one of them mentioned, "You begin with training." ...

There were three major topics that [were] gleaned from those conversations. One was the training. Second, we had extensive conversations on car and body cameras. And the third major part of the bill — which probably will have as big an effect on law enforcement as anything we've done — is the ability to eliminate what they used to call the "rogue," now they call the "wandering," officer. Somebody gets in trouble someplace and quits and moves on, and then he goes on to the next department.

**Q** Why was that issue of the "wandering officer" so important to address?

**A** My sheriff here from Hendricks County, who's now the president of the Sheriffs' Association, said, "We're all tired of this. We're all tired of the bad actor causing us all problems." ... We have our local merit board that can suspend or terminate, but he said, "That didn't stop [an officer] from going elsewhere. We need to take a look at — with help from the Law Enforcement Academy — how we decertify an officer here in Indiana."

These guys who get in trouble say, "Hey, I'll quit if you drop your [disciplinary] action." And the tendency is to accept that. And [law enforcement groups] said that's not good policy. So there is language in the law that says these [disciplinary] actions continue even if the officer resigns from his current position. ...

Also in [HB] 1006, we said that the hiring agency must contact the previous employing agency, and the previous employing agency must give the entire employment file. There are no limitations on time. We had a discussion if it should go back five, 10, 20 years. Everybody agreed, No, we'll just put no limitations of any kind. So if an officer has been at the previous agency 30 years and had an issue 29 years ago, then the new hiring agency is going to see that.

**Q** In terms of the legislative process, how did you go about building such wide support for HB 1006, including on the other side of the aisle among your Democratic colleagues?

**A** Robin Shackleford is the chair of the Black Legislative Caucus, and the caucus had contacted our House speaker last summer about the issue and he said at the time, "Hey, Steuerwald is working on this." So the caucus contacted me. ...

I was very open with them and said, "Here are some things that we're not going to do." They were the same things I

told law enforcement I was not going to do. We're not going to eliminate qualified immunity. We're not going to totally eliminate chokeholds. We may put some limitations on them, which is exactly what we ended up doing. We defined chokeholds as deadly force. So a law enforcement officer that's in a deadly-force situation can use a chokehold under the same circumstances that he can use a firearm. ...

In talking with Robin, I was kind of doing my thing, writing the bill and meeting with different groups and entities. ... Robin was meeting with her constituencies and telling them what was going on. We both had our issues to deal with, and she was fantastic. I mean, I couldn't ask for a better partner.

**Q** You led efforts to revamp Indiana's criminal code and sentencing laws. What did you seek to accomplish with those reforms, which took effect in 2014?

**A** That kind of major overhaul of the criminal code hadn't been done in almost 40 years here in Indiana. ...

I always like to say that we separated the people we're mad at from the people we're afraid of, and dealt with them differently. We focused our attention on increasing penalties for crimes against a person, but then we took a different, alternative look at a lot of drug penalties. And we established what's called Recovery Works. It's in all 92 counties now and provides mental health and addiction services to those in the criminal justice system, which the last I heard we've had around 60,000 people go through. I'm sure it's a lot more than that now.

There was a study done a couple of years ago, and we've reduced rates of recidivism substantially, and economic savings to the state have been in the \$100 million range. So that investment was very well worth it for many different reasons.

# FIRST PERSON: MINNESOTA FORMS NATION'S FIRST TASK FORCE ON MISSING AND MURDERED BLACK WOMEN

Group will guide Legislature on new policies to reduce violence, racial disparities



by Minnesota Rep. Ruth Richardson  
[rep.ruth.richardson@house.mn](mailto:rep.ruth.richardson@house.mn)

**F**or decades, a disproportionate number of Black women and girls have gone missing across this country. There is a clear crisis, with more than 64,000 Black women and girls missing in the United States.

Even more concerning is what we see lacking in the response — a dearth of media coverage, a limited use of law enforcement resources and little legislative action. For instance, a 2015 study found that Black children made up 35 percent of missing-person cases, but only received 7 percent of media references.

Research also shows that Black girls are more likely to be classified as runaways rather than as victims of foul play.

Why does this matter?

First, children classified as runaways don't prompt AMBER alerts, the emergency-messaging system used when law enforcement determines that a child has been abducted and is in imminent danger. (More than 1,000 children have been rescued specifically because of these alerts.)

Second, runaway cases receive

significantly less media attention.

Third, what happens in the first 48 hours of a person going missing is critical. Intense early coverage of cases provides the greatest chance of recovery. Local and national media coverage and police involvement are critical to recovering missing persons.

Unfortunately, the data demonstrate that Black women and girls are disproportionately disadvantaged on both fronts. Cases involving Black women and girls remain open and unresolved four times longer than cases involving White women.

## GIVING VOICE TO THOSE CLOSEST TO THE PAIN OF THIS CRISIS

Behind the data are real people and families that have been devastated by this crisis.

During the 2021 legislative session, I introduced the historic HF 952, a bill to create the nation's first state-level Task Force on Missing and Murdered African American Women. In doing so, I wanted to center the experience and stories of impacted families.

Lakeisha Lee and her mother, Marquita Clardy, testified before our Minnesota House Public Safety Committee about how their 18-year-old sister and daughter, Brittany, went missing in 2013. Their testimony was powerful and heartbreakingly. Lee and her mother reached out to police right away when Brittany went missing, but were told she probably just ran off with her boyfriend.

Her mother was adamant that something was wrong. Brittany was not answering her phone. In the world of technology, they reached out to all of her friends and logged into her social media accounts but could not find a trace of her. The family undertook its own investigation. Working with an

auto dealer who had recently sold Brittany a car, the family eventually tracked down the vehicle.

Brittany was found dead in the trunk of the vehicle 10 days after the family's initial report had been made to police.

I am still haunted by Marquita Clardy's words as she implored for support of HF 952 and tearfully shared that she wakes up every day wondering if Brittany would be alive today had that initial police response been different.

## VALUING LIVES OF BLACK WOMEN AND GIRLS

Minnesota is unique among state legislatures. We are the only divided state legislature in the nation — a Republican-led Senate and Democrat-controlled House. Every single bill that we pass and get signed into law must truly be bipartisan.

Our efforts to build that kind of support for HF 952 began in the summer of 2020 during my first term, when I served as chief author of a resolution (HR 1) declaring racism a public health crisis.

With passage of that measure, Minnesota became the first state where a legislative chamber had adopted a bipartisan resolution declaring racism a public health crisis and established a Select Committee on Racial Justice.

I had the honor of serving as co-chair of this select committee.

Its subsequent work proved to be critical — especially our decision to make the experiences and voices of community members front and center, and then complementing this powerful testimony with data on racial disparities.

That was our same approach to finding consensus on HF 952: give legislators on both sides of the aisle the opportunity to hear the powerful stories and real-life experiences of our fellow Minnesotans. (Under the leadership of Sen. Mary Kunesh, a similar strategy was used successfully to establish a new Missing and Murdered Indigenous Women and Girls Task Force.)

In addition to the compelling testimony of Brittany's family, we heard the perspective of law enforcement (Suwana Kirkland, president of the National Black Police Association) and of an on-the-ground activist (Artika Roller, executive director of the

## ABOUT MINNESOTA'S NEW TASK FORCE ON MISSING AND MURDERED AFRICAN AMERICAN WOMEN

- ✓ created with this year's passage of HF 63 (during special session)
- ✓ includes four legislators, representatives from law enforcement, prosecutors, a coroner, and advocacy groups for victims of violence
- ✓ studying systematic factors and underlying causes of disproportionately high levels of violence against African American women and girls
- ✓ exploring policies related to policing, child welfare, coroner practices, and the investigation and prosecution of cases
- ✓ reviewing measures to reduce violence and to help victims, their families and communities
- ✓ will make recommendations to Legislature by Dec. 15, 2022



Minnesota Coalition Against Sexual Assault).

A strong case for HF 952 was presented to the House Public Safety Committee, which unanimously approved the measure. Ultimately, it was included in our omnibus public safety bill (HF 63 from this year's special legislative session).

While Minnesota is the first state to create a task force to develop a comprehensive road map and recommendations for addressing the crisis of missing and murdered Black women and girls, it should not be the last.

In our pursuit of a just society and inherent struggle to live up to the promise of us all being created equal, we have significant work to do to ensure that our systems are operating in ways that value Black women and girls' lives equally to their White peers.

We can and must do better. It is a matter of equity. It is a matter of justice.

Minnesota Rep. Ruth Richardson was first elected to the House in 2018. She is a 2019 graduate of CSG Midwest's Bowhay Institute for Legislative Leadership Development (BILLD).

## SUBMISSIONS WELCOME

This page is designed to be a forum for legislators and constitutional officers. The opinions expressed on this page do not reflect those of The Council of State Governments or the Midwestern Legislative Conference. Responses to any FirstPerson article are welcome, as are pieces written on other topics. For more information, contact Tim Anderson at 630.925.1922 or [tanderson@csg.org](mailto:tanderson@csg.org).

## IDEAS, INNOVATIONS IN MENTAL HEALTH POLICY FOCUS OF NEW CSG RESOURCE GUIDE FOR STATE LEGISLATORS

The Council of State Governments recently teamed up with the Commonwealth Fund to advance state policy on mental health, and the result is a comprehensive resource guide for legislators that highlights challenges and policy solutions in four areas:

- social isolation and loneliness,
- maternal mental health,
- social determinants of mental health and
- mental health insurance parity.

For each of these areas, the resource guide includes information on innovative or effective state laws, interventions or programs. For instance, the guide's case studies highlight Illinois' nation-leading law on mental health insurance parity as well as Michigan's use of an evidence-based program known as Senior Reach, which has proven to reduce depression, anxiety and social isolation in older adults.

To inform the content of its resource guide, CSG established a 19-member advisory group made up of legislators, state health officials and subject-matter experts in each focus area. Those legislators included Illinois Rep. Mary Flowers and Indiana Rep. Ed Cleere.

The "Mental Health Resource Guide for Policymakers" can be found at [csg.org](http://csg.org).



Indiana Rep.  
Ed Cleere



Illinois Rep.  
Mary Flowers

## MIDWEST'S ECONOMY BEING EXPLORED IN VIRTUAL SESSIONS FOR LEGISLATORS

CSG's Midwestern Legislative Conference is continuing to offer a series of web-based policy sessions on economic issues of interest to the region and its states.

"Promoting Growth and Shared Prosperity for a Better Midwest" began with sessions in October and November, the first focusing on the future of ethanol and the second on state strategies to expand the reach of youth apprenticeships.

A Nov. 30 event will explore state initiatives that improve educational opportunities and outcomes for incarcerated and ex-offender populations. On Dec. 15, the series will continue with a session on policies to address shortages in child care providers and workers. Registration is available at [csgmidwest.org](http://csgmidwest.org), where links to recordings of past sessions in the web series also can be found.

These free, virtual sessions for legislators, legislative staff and interested others are being organized by the MLC Economic Development Committee in partnership with the MLC's six other policy committees. The MLC is a nonpartisan association of all state and provincial legislators from the region. It receives staff support from CSG Midwest.



The Council of State Governments was founded in 1933 as a national, nonpartisan organization to assist and advance state government. The headquarters office, in Lexington, Ky., is responsible for a variety of national programs and services, including research, reference publications, innovations transfer, suggested state legislation and interstate consulting services. The Midwestern Office supports several groups of state officials, including the Midwestern Legislative Conference, an association of all legislators representing 11 states (Illinois, Indiana, Iowa, Kansas, Michigan, Minnesota, Nebraska, North Dakota, Ohio, South Dakota and Wisconsin) and the Canadian province of Saskatchewan. The provinces of Alberta, Manitoba and Ontario are MLC affiliate members.

## CSG MIDWEST SECURES GRANTS FOR WORK OF GREAT LAKES-ST. LAWRENCE LEGISLATIVE CAUCUS

Binational, nonpartisan group of legislators scheduled to meet Jan. 21-22

**T**hree foundations from the Midwest will continue to help fund the work of the Great Lakes-St. Lawrence Legislative Caucus. Securing this financial backing is critical to fulfilling the mission of the caucus: to help state and provincial legislators promote the restoration, protection, and economic and sustainable use of the Great Lakes and St. Lawrence River.

With staff support from CSG Midwest, the binational, nonpartisan GLLC offers a wide array of activities and resources for legislators — from in-person policy institutes and meetings, to web-based sessions, to legislative trackers on water policy.

This work is made possible in part by grants from the Illinois-based Joyce Foundation, the Michigan-based Fred A. and Barbara M. Erb Family



Foundation, and the Michigan-based Charles Stewart Mott Foundation.

Illinois Rep. Robyn Gabel and Minnesota Rep. Jennifer Schultz serve as GLLC chair and vice chair, respectively. They are part of an Executive Committee of legislators from each of the Great Lakes' 10 jurisdictions (eight U.S. states and two Canadian provinces) that leads the caucus.

Membership is free and open to all state and provincial legislators serving in the Great Lakes and St. Lawrence River region.

Among the benefits of membership: the ability to advocate on important Great Lakes issues, the opportunity to take part in caucus-related meetings and events, and the chance to become a regional leader on the Great Lakes.

The caucus plans to hold its next Annual Meeting on Jan. 21 and 22 in Chicago. This event allows legislators to learn from one another as well as leading experts on Great Lakes-related policy and science.

For more information on the meeting, or how to become a member, visit [greatlakeslegislators.org](http://greatlakeslegislators.org) or contact CSG Midwest director Mike McCabe at 630.925.1922 or [mmccabe@csg.org](mailto:mmccabe@csg.org).

### OFFICERS OF THE GREAT LAKES-ST. LAWRENCE LEGISLATIVE CAUCUS



Illinois Rep.  
Robyn Gabel



Minnesota Rep.  
Jennifer Schultz

## LEADERS ON PASSENGER RAIL MEET, BEGIN MAPPING OUT EXPANDED ROLE FOR REGIONAL COMMISSION

**A** leading organization on passenger rail is now poised to take on an even greater role in expanding the Midwest's network of interstate routes and services.

Formed by interstate compact, the Midwest Interstate Passenger Rail Commission includes legislators, gubernatorial designees and private-sector gubernatorial appointees. CSG Midwest provides secretariat services to MIPRC.

Commissioners met in October, first at a kickoff event in Chicago with the Federal Railroad Administration to introduce the Midwest Regional Rail Plan Network, which envisions adding many new interstate routes and offering more-frequent service on existing lines (see page 5 for details). Under the plan, MIPRC is identified as an entity that can provide the regional governance structure needed to carry out an enhanced rail network.

As the meeting moved from Chicago to Detroit, commissioners discussed the organization's potential new opportunities and responsibilities. One first step: Prepare to seek FRA grants for identifying and planning passenger rail corridors.

MIPRC also re-elected its three officers: Bob Guy, chair; Arun Rao, vice chair; and Indiana Rep. Sharon Negele, financial officer. Guy is Illinois' private-sector appointee to the commission, and Rao is passenger rail manager for the Wisconsin Department of Transportation.



Leaders of the Midwest Interstate Passenger Rail Commission and Amtrak look on as Amit Bose, deputy director of the Federal Railroad Administration, unveils a long-term plan to improve and expand passenger rail in the Midwest. The announcement was made in October at Union Station in downtown Chicago.

## THE 2021 BILLD CLASS



Row 1: Rep. Lisa Demuth (Minn.), Sen. Ann Gillespie (Ill.), Rep. Jennifer Gong-Gershowitz (Ill.), Sen. Megan Hunt (Neb.), Rep. Linda Duba (S.D.), Rep. Paula Hicks-Hudson (Ohio), MLA Alana Ross (Sask.), Rep. Sharon Ray (Ohio)

Row 2: Rep. Zac Ista (N.D.), Sen. Shelli Yoder (Ind.), Sen. Tom Brandt (Neb.), Sen. Terrell McKinney (Neb.), Sen. Mary Kunesh (Minn.), Rep. Peri Pourier (S.D.), Rep. Shelia Stubbs (Wis.), Rep. Sarah Lightner (Mich.)

Row 3: Rep. Jay Fisher (N.D.), Sen. Jim Roers (N.D.), Rep. Brad Barrett (Ind.), Rep. Phillip Robinson (Ohio), Rep. Justin Slaughter (Ill.), MLA Dana Skoropad (Sask.), Rep. Chuck Goodrich (Ind.)

Row 4: Sen. Andrew Mathews (Minn.), Sen. Marshall Bullock (Mich.), Rep. Mike Mueller (Mich.), Rep. Jason Probst (Kan.), Rep. Mark Schreiber (Kan.), Rep. Jesse James (Wis.), Sen. Bryan Breitling (S.D.), Rep. John Eplee (Kan.)

*Not pictured: Rep. Rachael Cabral-Guevara (Wis.), Sen. Adrian Dickey (Iowa), Rep. Taylor Rehfeldt (S.D.), Sen. Zach Wahls (Iowa)*

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## NORTH DAKOTA REP. ZACHARY ISTA

**What I liked best and found most valuable** "It attracts dedicated, serious and diverse lawmakers from across the region who are willing to put aside the rancor that often dominates national politics — and even some statehouses — to learn collaboratively from one another and from an elite array of presenters. ... Among the most beneficial sessions was David Landis' presentation on negotiations. ... In addition to the session being entertaining and downright fun, we left with new skills that we can immediately put into practice as legislators."



**How I describe my BILLD experience** "By coming together with diverse lawmakers from across the political spectrum in an atmosphere where the cameras are off and there are no partisan games to be won or lost, we had an opportunity to dive deeper into why we pursued this calling, and how we can become better at it. ... I left the program feeling better equipped to handle the myriad challenges we face as lawmakers and knowing that I have great resources — like CSG Midwest and the family of BILLD Fellows — available to help overcome any obstacle."

## THE BILLD EXPERIENCE: REFLECTIONS FROM FOUR GRADUATES IN THE 2021 CLASS

The 2021 class of BILLD Fellows gathered in Minneapolis in October for five days of rigorous training to improve their leadership and policymaking skills. This year's Bowhay Institute for Legislative Leadership Development included participation from 35 legislators from 11 Midwestern states and the Canadian province of Saskatchewan. Now in its 26th year, BILLD has trained more than 900 lawmakers from the Midwest. Many graduates have gone on to hold high-ranking leadership positions in their legislatures, as well as to serve in executive agencies, statewide offices, the U.S. Congress and the judiciary.

Designed for legislators in their first four years of service, the highly interactive curriculum includes a series of leadership training courses, policy seminars and professional development workshops.

This year's BILLD Fellows took part in policy sessions on economic and fiscal conditions in the Midwest, election security and administration, and a successful bipartisan initiative on police reform. The institute's faculty includes top experts on professional development and legislative leaders from the Midwest. This year, they led the BILLD class through interactive workshops in areas such as negotiations, communications, time and focus management, effective lawmaking and civil discourse.

BILLD is a program of The Council of State Governments' nonpartisan, binational Midwestern Legislative Conference. CSG Midwest recently interviewed several members of the 2021 class about their BILLD experience. Below are excerpts.

## KANSAS REP. MARK SCHREIBER



**What I liked best and found most valuable** "I always like the networking opportunities, but in regard to BILLD, the quality of the speakers was excellent. They were well-prepared, engaging and able to communicate their ideas to the group, despite our different backgrounds. ... There were presentations on how to combat the information overload and distractions that we all experience. We were also treated to former [and current] legislators who shared their travails and successes."

**How I describe my BILLD experience** "The days moved along at a quick pace, but still allowed us to learn from other state legislators. BILLD is an excellent opportunity to learn new skills and improve on existing ones. The information provided is relevant to the work we do in our statehouses and in our communities."

## MICHIGAN SEN. MARSHALL BULLOCK



**What I liked best and found most valuable** "What impressed me most was the intentional programming on the agenda on current, universal issues, while deliberately taking partisanship out of the engagement. ... Among the sessions I found most valuable was one on collaborating across differences. It allowed Fellows to have dialogue about common core values and the barriers to solutions. ... The most impactful sessions were those with active engagement among Fellows that allowed us to reflect and rethink our own value systems."

**How I describe my BILLD experience** "The BILLD program is an accelerated leadership curriculum for legislators of all experience. It includes institutional principles and current ideas that bring together legislators across a diverse spectrum to engage personally and politically while exchanging experiences and best practical modes of operating."

## SOUTH DAKOTA REP. TAYLOR REHFELDT



**What I liked best and found most valuable** "The networking opportunities, personal development sessions and wide range of new knowledge that I gained. ... I learned some great tools on how to negotiate and communicate better with my colleagues. These tools will allow me to be a more successful legislator and respected colleague."

**How I describe my BILLD experience** "The program is designed for legislators that have a desire to be better leaders and serve their communities in a broad capacity. My most significant takeaway was bringing humanity and respect to the negotiation process. ... We need to remove our biases and put our egos aside to move our communities forward."

## NORTH DAKOTA REP. JARROD OSLEY



**What I liked best and found most valuable** "It attracts dedicated, serious and diverse lawmakers from across the region who are willing to put aside the rancor that often dominates national politics — and even some statehouses — to learn collaboratively from one another and from an elite array of presenters. ... Among the most beneficial sessions was David Landis' presentation on negotiations. ... In addition to the session being entertaining and downright fun, we left with new skills that we can immediately put into practice as legislators."

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*BILLD Steering Committee Officers | Co-Chairs: Illinois Rep. Anna Moeller and Iowa Sen. Amy Sinclair | Co-Vice Chairs: Michigan Rep. Ann Bollin and Kansas Rep. Jarrod Osley*

Through the Bowhay Institute for Legislative Leadership Development, or BILLD, CSG Midwest provides annual training on leadership and professional development for newer state and provincial legislators from this region. This page provides information related to the BILLD program, leadership development and legislative leadership. CSG's Midwestern Legislative Conference BILLD Steering Committee — a bipartisan group of state and provincial legislators from the Midwest — oversees the program, including the annual selection of BILLD Fellows.

# STATELINE MIDWEST

THE COUNCIL OF STATE GOVERNMENTS | MIDWESTERN OFFICE

## CSG EVENTS

### CSG Midwestern Legislative Conference Virtual Events for Legislators

Visit [csgmidwest.org](http://csgmidwest.org) and [csg.org](http://csg.org) to find dates of upcoming webinars and view recordings of past webinars on public policy, professional development and leadership training.



### CSG National Conference

December 1-4, 2021 | Santa Fe, N.M.  
Contact: [membership@csg.org](mailto:membership@csg.org)  
859.244.8000 | [web.csg.org](http://web.csg.org)



### Great Lakes-St. Lawrence Legislative Caucus Annual Meeting

January 21-22, 2022 | Chicago, Ill.  
Contact: Mike McCabe ~ [mmccabe@csg.org](mailto:mmccabe@csg.org)  
630.925.1922 | [greatlakeslegislators.org](http://greatlakeslegislators.org)



### Midwestern Legislative Conference Annual Meeting

July 10-13, 2022 | Wichita, Kan.  
Contact: Cindy Andrews ~ [candrews@csg.org](mailto:candrews@csg.org)  
630.925.1922 | [csgmidwest.org](http://csgmidwest.org)



### CSG Midwest Henry Toll Fellowship Program

August 26-30, 2022 | Lexington, Ky.  
Contact: [membership@csg.org](mailto:membership@csg.org)  
859.244.8000 | [web.csg.org](http://web.csg.org)



**Henry Toll Fellowship**  
THE COUNCIL OF STATE GOVERNMENTS

### Bowhay Institute for Legislative Leadership Development

August 27-31, 2022 | Madison, Wis.  
Contact: Laura Tomaka ~ [ltomaka@csg.org](mailto:ltomaka@csg.org)  
630.925.1922 | [csgmidwest.org](http://csgmidwest.org)



# STATELINE MIDWEST



November 2021

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