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By Mary Branham Dusenberry

Lessons Learned
EMAC Training Helps States Provide Better Response to Disasters
By Beverly Bell

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Correction
The Snapshot in the May 2007 State News did not include explanations for the columns in the table on fuel taxes. It should have read:
A1: Federal Tax; A2: Excise Tax; A3: A4: Sales, Use and Other Business Taxes; A5: Other Taxes; A6: Local Taxes; A7: Total Tax.

To view the corrected chart, visit www.csg.org and click on the link to State News.
This Month in the NEWS

The staff at the Healthy States Initiative has prepared several Legislator Policy Briefs to provide some guidance to lawmakers on issues of importance to public health.

The policy briefs—Comprehensive Smoking Prevention Programs, Controlling High Blood Pressure, Preventing Colorectal Cancer, Preventing Disease Through Physical Activity and School Wellness Policies—include suggestions for actions by state legislators, state policy examples, advice from state legislators and information on scientific research.

Additional policy briefs will be prepared and posted to the Web later.

CSG’s New Video

CSG is excited to premiere a new video at the spring meeting in Puerto Rico.

Staff interviewed members as well as CSG Executive Director Dan Sprague on how the organization works, what we do and how we contribute to the work of state governments. Our hope is that we can make our complex organization easier for both members and CSG staff to understand.

You can see the video premiere at the spring meeting or view it on CSG’s home page starting in early June.

Question:

Which state’s capital is the largest in population? Which state capital is the smallest in population?

To find the answer, log onto CSG’s Web site at www.csg.org!
CSG's Justice Center Offers Two New Web-Based Resources

The Council of State Governments Justice Center has unveiled two Web-based resources for policymakers: a Web site about its Justice Reinvestment Initiative and the Criminal Justice/Mental Health Information Network (InfoNet). The Justice Center serves all CSG members and provides practical, nonpartisan advice and consensus-driven strategies, informed by available evidence, to increase public safety and strengthen communities.

Justice Reinvestment

Through its Justice Reinvestment Initiative, the CSG Justice Center provides intensive technical assistance to policymakers who are interested in reducing their state’s spending on corrections, increasing public safety and improving conditions in the neighborhoods to which most people released from prison return.

The new Web site explains how justice reinvestment works. It also provides reports, policy briefs and maps the Justice Center has developed as part of its technical assistance to officials in states such as Texas, Kansas, Rhode Island, Connecticut, Nevada and Arizona, where bipartisan groups of policymakers are pursuing a justice reinvestment strategy. These reports summarize the projected growth of the state’s prison population, identify factors driving that growth and provide maps illustrating how state expenditures overlap in a handful of particular neighborhoods.

The Justice Reinvestment Initiative receives funding support through the Public Safety Performance Project, an operating project of The Pew Charitable Trusts and the Bureau of Justice Assistance (BJA), a division of the U.S. Department of Justice, and the Open Society Institute.


InfoNet

The Criminal Justice/Mental Health Information Network (InfoNet), is a Web-based database that catalogs collaborative criminal justice/mental health programs from across the country. It currently offers profiles for approximately 150 mental health courts and 100 specialized police-based programs designed to improve law enforcement response to individuals with mental illnesses. The InfoNet also inventories news articles and research written about criminal justice/mental health issues. The profiles are drawn from information obtained through surveys developed with assistance from the National GAINS Center, the National Alliance on Mental Illness (NAMI) and the Police Executive Research Forum. Profiles of collaborative corrections/mental health programs, advocacy initiatives and statewide coordination efforts are under development.

The InfoNet is funded through an extraordinary public/private partnership, which includes the Bureau of Justice Assistance and the National Institute of Corrections, U.S. Department of Justice; the Substance Abuse and Mental Health Services Administration, U.S. Department of Health and Human Services; and the John D. and Catherine T. MacArthur Foundation.


Community Colleges Have New Role, ECS Says

The Education Commission of the States (ECS) recently released a new issue paper that illustrates community colleges’ new role in developing highly effective teachers for states and regions facing shortages.

The paper, which emerged from an August meeting with representatives from national higher education organizations, articulates how community colleges can capitalize on their unique attributes to positively impact teacher education.

Forces that shape the future of teacher preparation, according to the report, are:

- The continuing demand for quality teachers, especially in specific subject shortage areas;
- Recognition that retention and ongoing training of teachers is needed to maintain an effective teaching force; and
- Increasing economic and cultural diversity of students in U.S. classrooms, which requires schools to find teachers who have the capacity and commitment to educate students who come to school with a wide range of educational needs.

These high demands overwhelm the capacity of some states’ universities for teacher-preparation programs, so community colleges have become more involved in meeting the new demand. Thus, the report says, community colleges have become crucial in the quest to recruit and train highly effective teachers. In addition, the community college’s ability to offer solutions that directly respond to the needs of local educators is a critical economic development strategy for providing teachers the support they need and provide the best education opportunities for students.

To find out more about this report, visit http://www.ecs.org/00CN3460.
One year after Hurricane Katrina hit New Orleans, the Kaiser Family Foundation sent a team to the area to conduct a house to house, face to face survey of residents to find out their views of the rebuilding process. The team spoke with 1,504 randomly selected adults from Orleans, Jefferson, Plaquemines and St. Bernard parishes.

Not surprisingly, half the people surveyed reported financial setbacks after Hurricane Katrina, either in terms of housing costs or because of insurance claims that were not paid. Roughly one in six has suffered a setback regarding employment, either in terms of being newly unemployed or in a job with lower pay or worse benefits. Seventeen percent of those surveyed had been forced to move from their homes for more than three months, and 14 percent lost a family member or close friend as a result of the storm.

More than a third of those living in Greater New Orleans—36 percent—have seen their access to health care deteriorate since the storm, and one in five said the way their health care needs were being met was worse than before Katrina. Eighteen percent said it was now harder for them to get to their regular place of care.

In addition to health care needs regarding the quality of care, those affected by the storm are facing personal behavioral issues. One in four residents say the stress of the storm has affected their behaviors in ways that could endanger relationships. Seventeen percent said they had a harder time controlling their temper since the storm, 14 percent said the storm and its aftermath had caused some level of stress in their marriages or relationships, and one in 10 said they have increased their alcohol use.

On the brighter side, 69 percent said they are optimistic about the future of Greater New Orleans, and 63 percent said the recovery and rebuilding efforts generally were going the right direction.

The report, which also focuses on how race impacted residents’ experiences, is available in its entirety at http://www.kff.org/kaiserpolls/pomr051007pkg.cfm.
## State Snapshots

### Change in People Age 65+ With Alzheimer’s Disease Between 2000 and 2010 by State

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Research is identifying best care practices for patients with Alzheimer’s disease. Many states are working to improve the quality of life for patients with the disease, as well as for the people who care for them.

By Mary Branham Dusenberry
en. Martin Golden sees a silver wave coming, and he wants to be prepared.

Golden, chairman of the New York Senate Aging Committee, said 3 million senior citizens live in his state. That number will swell to 5.5 million over the next few years, and he estimates “a good third” of that number will be in their 80s in the next few years.

“A silver wave will be coming down on this state and nation and will impact them severely in the next 10 years,” Golden said. “We’re attempting to get in front of the silver wave.”

Golden has co-sponsored several bills this year to address the silver wave issues dealing with Alzheimer’s disease, which many seniors face as they age. The Alzheimer’s Association estimates the senior citizen population will increase to 70 million by 2030, and 7.7 million people could be affected by the disease.

New York isn’t alone in addressing the needs of Alzheimer’s patients and caregivers. Aging baby boomers, combined with a better understanding of the disease, have prompted many states to seek ways to serve this growing population.

“Alzheimer’s disease, we know, is already prevalent,” said Ashlen Anderson, a policy analyst with the Alzheimer’s Association in Washington, D.C. “We expect if there is no intervention with drugs or research advancements, the prevalence is going to triple by the middle of this century.”

The Alzheimer’s Association has a number of state policy objectives, chief among them state government Alzheimer’s disease plans.

“What we recommend is that states develop some kind of task force, either mandated by the state legislature or through executive directive that brings together people from all parts of the state that are affected … to create a series of solutions, first to identify all of these problems that are specific to that particular state and analyze what they’ve already done,” Anderson said.

Many states are doing just that.

New York’s legislature approved a coordinating council and state plan “which will allow us to identify best practices for working with persons with Alzheimer’s and with caregivers,” Golden said.

Kentucky developed a state plan in the late 1990s that created a council on Alzheimer’s disease and related disorders, according to Phyllis Culp, acting staff assistant for the state’s Department for Aging and Independent Living. The legislature this year passed a resolution that calls for revisiting the plan.

The state plan over the years has generated several programs to serve patients and caregivers, one of which is funding for an Alzheimer’s respite program. Kentucky and other states have also developed services and programs for the Alzheimer’s community.

State Programs

States over the years have developed programs designed to improve the quality of life for Alzheimer’s patients and caregivers.

“The sheer numbers are forcing us to take a look and try to do more with that population,” said Bill Peterson, senior policy analyst with the Virginia Department for the Aging. “At least half of the people in nursing homes in Virginia have some form of dementia.”
Romaine Turyn, director of the Maine Alzheimer’s Project, said the demographics are critical.

“If you look at the demographics in general for the older population and break that down to the people who are likely to have Alzheimer’s disease … it’s definitely an issue that needs to be addressed,” she said.

Many projects have been funded by Alzheimer’s demonstration grants from the U.S. Administration on Aging.

“For a state like Maine, it’s been an incredible opportunity to develop programs and see what works for people and what doesn’t,” said Turyn. “We’ve been able to try a number of different programs, some of which we’ve been able to maintain with state funds.

“As a result of these monies, there have been some best practices across the country that other states can replicate,” she said.

Virginia Provides Virtual Support

Virginia’s Alzheimer’s Commission has developed a virtual Alzheimer’s center, a Web site “that’s an attempt to bring a lot of information in one place for families as well as researchers and practitioners in hopes of making Virginia a state where we can have research and bench to bedside services for people,” said Peterson. (The Web site is www.alzpossible.net.)

“We’re trying to create this virtual Alzheimer’s center … a center without walls to bring together intellectual resources as well as information for caregivers,” he said.

Virginia has also used federal grants to fund respite services through the four Alzheimer’s Association chapters in the state. The state has also used the grant to fund tool kits by the School of Nursing at James Madison University.

The Alzheimer’s Commission is also working with the University of Virginia to develop a registry for families that have prevalence for the disease. Another project involves a telemedicine approach providing consultations to physicians in rural areas in the state.

Maine Helps Caregivers

In Maine, the state uses program funds to provide mental health counseling to Alzheimer’s caregivers to reduce care system.

“We identified the fact that caregivers need support too,” Turyn said. “It’s draining and very stressful.”

Most people prefer caring for Alzheimer’s patients at home, and Maine recognized that requires an informal care system.

“We need to support family members because they’re a critical component in keeping people at home,” Turyn said.

Those people eligible for nursing home care can choose to have that care provided in their homes, as long as the costs are the same. Maine also has a state-funded program for people who are not Medicaid-eligible.

That’s the latest in a series of projects the state has developed through the Alzheimer’s demonstration grants, according to Turyn.

“We tried to start at the beginning and enhance systems as we went along to make them more responsive to the needs of people with dementia,” she said.

Maine has received the federal grant since 1994, and has used the funds “to develop programs and made changes to make the systems more dementia friendly,” Turyn said.

The state has used those funds to develop memory evaluation clinics, different models for respite and home care services, and methods for helping people with end-of-life care.

Washington Looks at Day Services

Washington state is using a demonstration grant to develop model Dementia Day Services. It’s in the third year of the grant, according to Lynne Korte, program manager for the Washington State Aging and Disability Services Administration. This year, Korte said, the state will evaluate how the program has worked and whether it has been effective and can be sustained within the state system.

“Our current state models were not really designed to meet the specific needs of people with dementia,” Korte said. “As a state, we’ve been moving in a direction of recognizing what the special needs are and modifying programs to meet the needs of people with dementia.

“There are things we can do to make a difference in the lives of people with dementia,” she said.

Washington also offers a family caregiver counseling model to help caregivers deal with the stresses of taking care of an Alzheimer’s patient, as well as a consultation service to educate them on caring for the patient.

The state also has a respite care program for caregivers that started in 1998.

Kentucky Assesses Training Effectiveness

Kentucky’s Alzheimer’s council is working with the University of North Carolina to assess the effectiveness of increased training for nursing home staff. The state is in the first year of the project, in which training is provided in nursing home facilities, according to Marnie Mountjoy, community opportunities branch manager for the state Department of Aging and Independent Living.

Kentucky also is working with advocacy groups and the nursing home industry to gather information about improving the quality of care, according to Deborah Anderson, commissioner for the Department of Aging and Independent Living.

Under a federal demonstration grant, Kentucky is using a faith-based approach to reach an underserved group.

“One of the things we recognized … is that we don’t really have a very effective outreach or relationship with minority populations,” said Culp. “The basic program element was education to families and professionals about Alzheimer’s disease.”
Assessments have been provided in senior housing, senior citizens’ centers and at health fairs. The University of Kentucky has developed a clinic in a northside Lexington neighborhood to serve the population “in a culturally sensitive way,” said Culp. “We’ve had three major conferences targeting the needs of the African-American community,” she said. “The major focus has been building a relationship of trust with the communities.”

Mountjoy said Kentucky also assists caregivers of people over age 60 with training and support groups.

Kentucky boasts one of the most successful programs developed for Alzheimer’s care. The Best Friends Approach to Alzheimer’s Care, an internationally recognized and utilized program, was developed in an adult day center in Lexington about 20 years ago.

State Laws

While programs have been and are being developed, states are also considering a multitude of laws addressing everything from quality of care to safety issues.

The Alzheimer’s Association was pleased with the number of states considering laws to establish state plans, as well as addressing the other issues associated with the disease. The association has three priority issues in the states: the state plans, dementia-capable Medicaid coverage for long-term care, and quality care across the continuum of the Medicaid system, according to Anderson.

“When you realize that 85 percent of what we know about Alzheimer’s disease has been generated in the last 15 years, it’s time to get caught up,” said Mike Splaine, director of State Policy and Advocacy Plans for the Alzheimer’s Association.

Other issues of concern for the association include safe return programs for those Alzheimer’s patients who wander and respite programs for caregivers, according to Splaine.

“I’d like to be in a situation in about two years where we could say ‘this is a real Alzheimer’s, dementia capable state,’” said Splaine.

No state is there yet, according to Splaine. But states are inching closer to that goal.

New York’s Golden, for instance, was actively involved in getting several bills approved during this legislative session. He proposed a process to identify cognitive impairments of patients 60 and older prior to admission at a general hospital, and a tax credit for GPS locater systems for Alzheimer’s patients.

“Being from New York City, there’s not a day that goes by that one of the precincts doesn’t put out a system alert looking for somebody who’s missing, who’s strayed away from the home or care center,” said Golden, a former New York police officer. “It becomes a real safety issue, besides a quality of care issue.”

Time for Action

The Alzheimer’s Association believes it’s imperative for states to address the growing concerns surrounding the disease.

“Alzheimer’s disease affects multiple parts of government,” said Anderson, “from public safety to long-term care to health care.”

“There’s a climate of concern out there,” said Splaine. “It’s a constructive tool that state governments can seize on and be proactive.

“Overall I think we’re on the right trajectory,” he said.

“There’s a way for states to be strategic about this and really take a good long hard look about what is working, and really begin to weave the network of collaboration between the different parts of state government.”

—Mary Branham Dusenberry is managing editor of State News.

Alzheimer’s Disease Growth

The Alzheimer’s Association expects the United States to see an average 44 percent increase in Alzheimer’s disease by 2025, with the Western and Southeastern states to be hit the hardest.

The greatest increase in cases will occur in the West, and six states—Utah, Alaska, Colorado, Wyoming, Nevada and Idaho—will double the number of cases of Alzheimer’s disease between 2000 and 2025 due to the low total population and high growth of older people, according to the association.

The three largest states—Texas, Florida and California—will continue to have the greatest total number of cases and will experience significant growth rates at 74 percent, 64 percent and 50 percent respectively.

The association predicts only Pennsylvania, Rhode Island and the District of Columbia will not have an increase in the prevalence of Alzheimer’s disease. That’s due in part to the slower growth rates of the older population in these areas.

For more information, visit www.alz.org.
LESSONS LEARNED

When hurricanes Katrina and Rita hit the Gulf Coast in 2005, some states learned some hard lessons about disaster response. Since then, numerous states have provided extensive training about the Emergency Management Assistance Compact (EMAC), which has helped improve the mutual aid response to other states in need.

By Beverly Bell
On Tuesday, April 24, 2007, an alert went out over the Emergency Management Assistance Compact (EMAC) broadcast system about Hurricane Zephyr hitting Virginia. Requests were made for swift water rescue and incident management teams, Blackhawk aircrafts, and urban search and rescue personnel.

In reality—and as every state that received the broadcast knew—there was no Hurricane Zephyr. This was a training exercise, initiated by Virginia, to serve as another step in the state’s dual goals of demonstrating how EMAC works in a disaster and testing its own statewide mutual aid.

Virginia isn’t alone in ramping up its EMAC capabilities. Since hurricanes Katrina and Rita, numerous states have provided extensive training about the compact at both the state and local levels. They had already learned that EMAC, which is administered by the National Emergency Management Association, a CSG affiliate, is the state-to-state mutual aid agreement that allows support across state lines when a disaster occurs.

But the devastation of 2005 taught some of them that completely understanding EMAC procedures can result in a more efficient and comprehensive mutual aid response. That means a faster return to normalcy after an event, whether it involves only a small area in one state or a catastrophic disaster the size of Katrina.

Building Know-How from the Ground Up

Like all states, Ohio provided valuable assistance to the Gulf Coast after the 2005 hurricanes. But like several states, Ohio’s efforts were hampered because those who wanted to deploy weren’t familiar with the compact.

“We had never deployed local resources prior to Katrina,” said Rich Weber, a planner with the Ohio Emergency Management Agency and the state’s designated EMAC contact.

As a result, the state experienced difficulties.

In one instance, local Louisiana responders asked for help directly from their counterparts in Ohio, rather than working through the state emergency management offices and EMAC. There was also confusion on what qualified as reimbursable expenses and how to accurately estimate costs. Finally, many private citizens didn’t know that because of the liability issues, EMAC couldn’t accommodate self-deployment.

Despite these problems, Ohio was still able to dispatch nearly 4,000 civilians and National Guard troops under EMAC. Afterward, state emergency management officials conducted their own after-action review (AAR) in February 2006 with representatives from a cross-section of disciplines. They found that a lack of education about EMAC existed, a finding that was echoed in the national EMAC AAR.

Since then, Ohio has embarked on a multi-pronged EMAC educational plan. This has included teaching the EMAC Field Course to more than 50 state emergency management staff and coordinators. The course delineates the EMAC process and also serves as the foundation for those who will serve on EMAC Advance Teams or A-Teams, the lead group in a mutual aid response. The state has also met with numerous professional organizations to acquaint them with EMAC procedures and assist them as they streamline their processes under the compact.

Perhaps most importantly, Ohio is implementing a statewide mutual aid system. This provides a framework for communities within a state to lend assistance to one another during and after a disaster.

Using the model intrastate agreement developed by EMAC, Ohio has created an internal state operations manual, forms and procedures. Dozens of county emergency management agency directors have received mutual aid orientation.

“We’re focusing on the senior and policy level people,” said Weber, describing those administrators who are the key decision-makers. Township trustees, city managers and commissioners, and other local officials are scheduled to receive training throughout the next year.

Weber said there’s already greater awareness of EMAC. After the recent Virginia Tech tragedy, mental health professionals in the state contacted him to see if Virginia had made any requests through EMAC for counselors. He said that kind of proactive response—particularly from a nontraditional responder—had never happened before and was a direct result of EMAC education.

Statewide Education Makes the Difference

Unlike some states, Illinois realized it needed a better grasp of EMAC, not with the 2005 hurricanes, but because of a hurricane that struck the year before.

Prior to hurricanes Katrina and Rita, the largest utilization of state-to-state mutual aid in the nation’s history occurred in 2004 when four hurricanes—Frances, Ivan, Jeanne and Charley—hit the U.S. in a six-week period. As a result, more than 800 emergency management personnel from 38 EMAC-member states and California went for 99 consecutive days to Florida, Alabama and West Virginia to support operations in those areas.
When Hurricane Ivan made landfall in September 2004, Illinois attempted to participate in what would be its first EMAC deployment.

“We tried for weeks to send teams,” said Scott Gauvin, manager of the state emergency operations center and the designated EMAC contact. By the time Illinois had the resources in place, the call for assistance had already been filled by another EMAC member state. In the end, Illinois sent only one Incident Management Team comprised of 11 people.

“This was kind of our first dance, and we had two left feet,” Gauvin says.

After that experience, EMAC education became a top priority for Illinois. Gauvin traveled the state, talking to thousands of people about the compact. He conducted briefings at local emergency management agency conferences. To better prepare 100 local personnel for deployment, he used the EMAC Field Course and taught them about A-Team member responsibilities and functions. He met with the Illinois Emergency Medical Response Team, a volunteer organization for emergency medical professionals who assist in mass casualty incidents.

In addition, the state emergency management agency established a formal interface with other key groups such as the Mutual Aid Box Alarm System, which gives access to more than 500 Illinois fire departments, 25,000 firefighters, 600 ambulances and hundreds of other personnel and pieces of equipment. Another link was made with the Illinois Law Enforcement Alert System, which provides entry into the law enforcement community.

The reaction from these different groups was the same. “Everyone was happy to get the information about EMAC,” Gauvin said.

All the statewide education paid off when Katrina hit. Instead of only 11 people, Illinois sent almost 3,000 through EMAC. Teams from the state rotated in and out of the affected area for nearly seven months after the catastrophe.

“We knew we had more to offer. We knew we had more expertise,” said Gauvin. His state’s performance in 2005 proved it.

The educational process is ongoing. Illinois still does outreach at conferences and through exercises. After witnessing the devastation of Hurricane Rita where entire towns on Louisiana’s western border were decimated, Gauvin and others involved with EMAC on the national level are talking about the possibility of creating another type of team. It might include city managers, building inspectors, transportation officials and others who can help restore city services.

“We understand the process. We know how we can improve the process. We’ve come to the point where we’re tweaking” instead of creating, said Gauvin. “We’ve shown that we have a system in place that can support and handle requests.”

Using EMAC to Improve Medical Care

As a partner in the state’s emergency management system, the North Carolina Office of Emergency Medical Services played a critical role in delivering life-saving care to patients in Mississippi after Hurricane Katrina. It set up a fully functioning field hospital with equipment, medicine and beds for 50 sick and injured people. Rotating teams of 500 medical professionals, including doctors, nurses, pharmacists and radiologists, worked around the clock. Over an eight-week period, they saw 8,000 patients and wrote 15,000 prescriptions.

And EMAC deployed every medical resource.

“We focus heavily on EMAC processes,” said Holli Hoffman, a registered nurse and the North Carolina Hospital preparedness coordinator. “And we’re always working on developing our EMAC processes.”

Doug Hoell, director of North Carolina Emergency Management, agrees.

“We find it very helpful to participate in EMAC responses. Not only can we make our resources available to aid other disaster affected communities, but also our professional personnel gain valuable experience,” he said.

One example of this constant improvement in North Carolina is when health and medical officials from the eight states in the Federal Emergency Management Agency (FEMA) Region IV meet every 90 days. North Carolina uses these sessions—in addition to its own state training—to learn more about EMAC from other states in the region.

“Florida has loads of EMAC training,” said Hoffman. As a hurricane-prone state, Florida has used EMAC many times and thoroughly understands how the compact works. Hoffman said Florida representatives will often sit down with the group, offer possible scenarios and cross-check with EMAC procedures.

The North Carolina network that facilitated the Mississippi field-hospital operation is one of the most developed in the country. Formed after the Sept. 11, 2001, attacks, the system was designed so North Carolina residents would be able to access medical care before, during and after any disaster.

“We find it very helpful to participate in EMAC responses. Not only can we make our resources available to aid other disaster affected communities, but also our professional personnel gain valuable experience.”

—Doug Hoell, director
North Carolina Emergency Management
Yet, as sophisticated as the system is, the Mississippi experience taught North Carolina how to improve its medical capabilities and build upon its EMAC processes. The opportunity to learn came from an unusual request: The Mississippi Department of Health asked North Carolina to conduct the after-action review of its medical response. North Carolina agreed and after extensive interviews and surveys, data analysis and a report, it took the same document back home and is using it to provide better care for the state’s patients.

**Training, Training and More Training**

Kenny Hayes is no newcomer to EMAC. The resource management coordinator for the Virginia Department of Emergency Management participated in an EMAC train-the-trainer course in the mid-1990s. This was shortly after the compact was signed into law and became the first national disaster relief agreement ratified by Congress since the Civil Defense Compact of 1950. He remembers EMAC’s roots when it was a little-known compact formed after Hurricane Andrew as a mechanism for southern states to provide help to one another in times of disasters.

But despite his knowledge of EMAC, and the fact that Virginia deployed approximately 2,100 personnel on 67 missions after the 2005 hurricanes, the state still confronted obstacles.

“We didn’t have ways to mobilize the locals (responders),” Hayes said. “We needed better ways to get information out, too.” Virginia’s answer was fast and complete. First, it conducted its own after-action review. Then, using the EMAC model, the state rewrote its statewide mutual aid system and introduced it in September 2006. All 139 localities have signed the new intrastate agreement, eliminating the need for cumbersome intergovernmental agreements and allowing for improved communication between local jurisdictions.

The state continued its extensive training and by July 2007, expects to have nearly 200 A-Team members. Building this cadre is essential because these individuals lead and coordinate the mutual aid response. They can help with cost estimates; get requested resources to the right place; and track filled requests that are en route.

Hayes also held classes across Virginia for local emergency managers. Many city and county emergency management officials don’t have money to travel for training, so the state brought it to them. “We didn’t stand back and wait for them to come to us,” said Hayes.

In addition, Virginia is developing pre-scripted missions—responses for groups of assets that are requested frequently and have pre-identified equipment and personnel. Once defined, they can be called up and ready to go on short notice.

“We’re able to respond faster, better,” said Hayes. “We’ve proven that every day, throughout the state, we can work as a team.”

—Beverly Bell is a policy analyst with the National Emergency Management Association.
10 Forces of Change States Can’t Ignore

Foreign Competition Eroding U.S. Tech Edge

Health Care Spending to Double by 2016

U.S. Schools Not Making the Grade

More state trends inside...
A new report from The Council of State Governments focuses on 10 trends that CSG analysts, state policy experts, state government leaders and business professionals have identified as major forces of change.

Included in the *Trends in America* report are changes in demographics, state economies, information technology, critical infrastructure and federal-state relations. Additional sections explore trends in income distribution and civic engagement, public safety and individual privacy, energy and environment, P–16 education and health care expenditures and outcomes.

While these trends may sound familiar, the contributing factors and regional variations in pace and impact are quite startling. Four themes cut across all the trends: the accelerating rate of change, increasing interconnectedness, overconsumption and opportunities for new partnerships.

The *Trends in America* report allows state leaders to take a step back to understand key trends and how they have evolved so they can plan more effectively for the future. Why is it important for state officials to take action on these trends? *State News* Associate Editor Laura Coleman and Managing Editor Mary Branham Dusenberry asked experts to elaborate on different issues facing state leaders.

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**Trends Report Released At Spring Meeting**

The Council of State Governments will unveil its newest publication, *Trends in America: Ten Forces of Change States Can’t Ignore*, during a buffet breakfast from 7 to 8:30 a.m. Monday, June 11, at the Spring Committee and Task Force Meetings in Puerto Rico.

Those attending the meeting can join in a discussion of the report over the buffet breakfast in the Grand Caribbean, Salon-4, Lobby Level at the El Conquistador Resort and Golden Door Spa at Fajardo.

The publication will be available on the Web at [www.trendsinamerica.org](http://www.trendsinamerica.org).

To comment on the trends, visit the CSG Web site and link to Capitol Comments at [www.csg.org](http://www.csg.org).
Demographic Change

Population shifts, aging citizens and rising numbers of immigrants will contribute to large-scale demographic change in the United States in the coming years.

For example, according to the U.S. Census Bureau, by 2030, the U.S. population is expected to grow to 364 million. By that year, minorities will comprise 42 percent of the population. One of every five residents will be of Hispanic descent. Between 2004 and 2020, growth in the voting age Hispanic population will account for 44 percent of growth in the total U.S. voting age population.

And just as the immigrant population is growing, the United States will continue to age. By 2030, the 72 million Americans ages 65 and older will account for almost 20 percent of the U.S. population. By that time, state tax preferences, like pension income from taxation, will nearly double as a share of most states’ budgets.

But population growth and shifts will not affect all states and regions the same ways, to the same magnitude or at the same times. The West, for example, is already experiencing these changes and is planning for the future.

“The West’s many facets of change and renewal are in large measure a result of the chatoyant demography of the region,” said California state Sen. Michael Machado, chair of CSG WEST’S WESTREND board. “Throughout the 20th century, population grew faster in the West than any other region of country. That trend continues into the 21st century and current legislatures are facing a wide array of issues—some of the most pressing being air quality, supplies of clean water and financing government with growing populations on fixed incomes.”

But while these changes present new and perpetually evolving challenges, with flexibility, creativity and cooperation, states may be able to capitalize on new opportunities.

—Laura Coleman

Chasing the American Dream

Widening social and economic disparities among diverse populations continue to make the proverbial American Dream more elusive. The disparities put a strain on policymakers’ abilities to finance and facilitate access to public services, provide workforce training and technological resources, health care and affordable housing.

In fact, as the American Dream evades more citizens, it continues to affect almost every policy area.

“The income gap impacts every issue policymakers care about—whether it is the disparities in educational achievement or health outcomes, the adequacy of revenues to provide necessary government services or economic development strategies to create new and better jobs in a state,” said Debra Miller, CSG’s director of health policy, who has prior experience with child advocacy and working to eliminate poverty.

Children in poverty are 26 times more likely to drop out of school, 160 times more likely to become teen parents, and 18 times more likely to be killed by gunfire.

But poverty’s impact extends beyond those who are poor, Miller said. She points to the high school dropout rate as an example.

“As we all know, school dropouts likely will earn less in their lifetimes, pay fewer taxes and have more health problems,” she said.

The income gap also diminishes the American ideal of upward mobility—but it is not necessarily an equal opportunity offender.

“The income gap doesn’t mean the same thing for all Americans,” Miller said. “In the 30 years between 1968 and 1998, white families were more than twice as likely to move up in income and African-American families were more than twice as likely to move down in income.”

Income disparities also play a role in civic engagement, largely due to educational attainment. In total, the income gap, increased pressure on the middle class and increasing levels of poverty are issues that will impact state governments in the coming years.

—Laura Coleman
Environmental Gluttony

Energy is a huge issue for most states, according to Alan Nogee.

It’s important, Nogee said, “both from the perspective of the need for reliable and secure supplies, the affordability to run the economy and the fact that our energy use produces an enormous amount of the pollution that we put into the air and water.”

Nogee, the energy program director for the Union of Concerned Scientists, is one of three speakers during the energy plenary session from 2 to 4 p.m. Monday, June 11, at the CSG spring meeting in Puerto Rico.

“The issues of affordability, reliability and the environment are really all interconnected,” said Nogee. “The good news is there are solutions that can help a state with its reliability, affordability and protecting the environment.”

Those solutions include improving energy efficiency and increasing the amount of renewable energy “which can utilize local resources that are clean, available within a state’s borders and can promote jobs and economic development within a state … ” Nogee said.

“There are suitable renewable energy options in each state that can enable diversifying fuel sources, reducing pollution, increasing reliability … while often reducing energy heat bills,” said Nogee.

There is a large body of research both at the state and national levels on efficiency and renewable energy potential within each state, according to Nogee. States need to take action to avoid future problems, he said.

“There is continuing and potentially growing dependence on fossil fuels,” he said.

That puts states at risk not only because of the potential significant energy price spikes down the road, but also because of the growing costs to minimize the effects of global warming, according to Nogee.

“Those costs are likely to be much higher than the costs of investing in clean technology to avoid global warming,” he said.

—Mary Branham Dusenberry

Health Care: Paying More, Getting Less

States have a vested interest in taking action on the nation’s health care crisis.

The need for action begins because of residents. “Certainly one of the issues that residents of any state care about is their ability to get needed health care services,” said Diane Rowland, executive director of the Kaiser Commission on Medicaid and the Uninsured. “One of the big issues that face families is the rising cost of health care and the rising uninsured population.”

Governors across the country are making an effort to address coverage for the uninsured and to provide some assistance with the rising cost of health care.

A new Trends in America report from The Council of State Governments found rising health costs and the growing number of uninsured Americans makes the U.S. health care system unsustainable.

“I think the problem is only going to get worse unless we take steps to maintain coverage today and broaden coverage,” Rowland said. “States are looking at ways to relieve some of the burden on employers from the rising costs of health care insurance.”

Rowland said states use the Medicaid program, the largest source of federal revenue for most states, and the State Children’s Health Insurance Program (SCHIP) to broaden the health care coverage for the low-income population and children.

Providing broader health insurance coverage is not something states can do alone, Rowland said. She said they will need federal assistance through the Medicaid program or reprogramming Medicaid funds. States such as Massachusetts are developing their innovative health care reform efforts by restructuring state Medicaid programs.

“The lesson is health care and health care reform and moving to cover more uninsured is a priority for most states, but it’s a priority that requires a strong partnership with the federal government,” Rowland said.

—Mary Branham Dusenberry
Tech Revolution

Today, most Americans use technology without even thinking about it, as part of their daily routines. From computers and the Internet to iPods and other handheld devices, people use technology for entertainment and in their professional lives—sometimes simultaneously.

But while the benefits society receives from technological advances are undeniable, they also present challenges for policymakers. The rate at which new technologies become obsolete is constantly getting faster, and a technology gap results, allowing only the wealthiest Americans to upgrade their gadgets every few years. And what happens to the so-called old technology? Is U.S. technological waste becoming a burden for other countries?

In addition to these concerns, state government Web sites are also providing more online services now than they have in the past. In 2006, 77 percent of state Web sites provided online services, compared to just 22 percent in 2000. To Wayne Hall, the technology analyst on the NASTD professional staff, this is just a ripple in the wave of the future.

“In 10 years, government services will be accessible on electronic devices everywhere, a process that will accelerate as the current generation of workers enters retirement and new information technologists, who have only known online transactions, enter state service,” he said. A lot of these changes, Hall said, are led by consumers.

“Consumers are leading information technology developments. They will demand that government make itself present on the devices of their choice,” he said.

These demands, driven both by consumers and the market of seemingly unending technology options, will place pressure on already tight state economies. While new technologies will most likely enhance education, preparing a new work force to enter a more competitive job market, new challenges will arise. Partnering with the private sector to find solutions to these problems could alleviate economic burdens for states and perhaps help remedy disparity issues.

—Laura Coleman

Economic Transformation

Globalization. A borderless society. The world is flat.

All these words and phrases bring to mind the same concept: The United States is more inextricably linked to the global marketplace than ever before. The emergence of new economic powers combined with interdependence related to trade and outsourcing labor will impact state economies, presenting policymakers with new challenges and opportunities.

But that’s not all—individual citizens are also feeling the burn. The savings rate of American households has declined over the past 10 years, and in 2005 that rate turned negative for the first time since the Depression.

“In 2005, the personal savings rate in the United States fell to negative 0.5 percent, the lowest level in more than seven decades,” said CSG fiscal analyst Sujit CanagaRetna. “In 2006, the rate dropped even more precipitously to a negative 1 percent.”

CanagaRetna said American households not only spent all the money they earned in the last two years, they also dipped into savings or increased borrowing in order to finance purchases.

All these factors, CanagaRetna said, will present challenges to state policymakers.

“This abysmally low savings rate, alongside the tremendous fiscal challenges faced by the remaining elements of our nation’s retirement architecture—Medicare and Social Security, corporate and public pension plans—will strain state finances considerably,” he said. “And at a time when nearly 80 million baby boomers are nearing retirement.”

In addition, CanagaRetna predicts in future decades the U.S. government will have to borrow more and consume more capital to bridge deficits, crowding out other investments that could spur long-term economic growth.

“Adequately funding these other investments, such as education and transportation, remains critical if the United States is to retain its role as an economic powerhouse, when international competition from China and India grows with intensity in the coming decades,” he said.

—Laura Coleman
Educating for Outcomes

Competition has increased for American students.

“Clearly, globalization has changed the economic needs in America from an industrial economy of one nation to a knowledge economy and needing to compete with countries around the world,” said Roderick Chu, interim president of the Education Commission of the States. “That puts enormous new requirements on the education system. States are the locus of activity of the education system.”

That means states must take action to make American students competitive with those students around the world.

A new Trends in America report from The Council of State Governments found some dismal comparisons between the U.S. and other countries—many of which don’t spend as much money per student.

While there are many areas in which the U.S. needs to work to improve educational outcomes, Chu said governors—in their state of the state addresses this year—highlighted three hot issues: early childhood education, work force development and financing for postsecondary education.

Chu believes those issues, plus K–12 learning, are interconnected.

“More and more, people are seeing this continuum,” he said. “It’s not preschool, K–12, higher education, work. What we do or don’t do in a child’s early development has a direct impact on that child’s ability to succeed in later academics and work life. There’s a very direct connection.”

The ability to compete globally begins with preschool, Chu said, and continues throughout life. That means the opportunity to attend colleges and universities should be available to everyone, and cost-prohibitive to no one.

“Policymakers realize that a high school diploma today no longer means you’re prepared for success in college and the world of work,” he said.

Education is a key to ensuring success.

“Unless we better educate vastly more Americans, how are those undereducated going to compete effectively in global competition?” Chu asks.

—Mary Branham Dusenberry

Critical Infrastructure

At a time when the United States economy is struggling to remain globally competitive, the country’s infrastructures are crumbling.

Contributing causes to the deterioration of infrastructure are aging systems, population growth and decades of underinvestment. And ironically, during the nation’s preoccupation with public safety and with increasing discussion of terrorist activity, many experts warn that if the United States continues to neglect infrastructure, it could face large-scale economic, social and national security meltdowns.

Katherine Banks, professor and head of civil engineering at Purdue University, thinks the status of infrastructure in the United States is cause for concern.

“The decay of infrastructure in the U.S. is a serious threat to our nation’s economic growth and our citizens’ quality of life,” she said. “A significant investment of public funds toward infrastructure revitalization is critical.”

According to the American Society of Civil Engineers (ASCE), bringing our nation’s infrastructure up to par will require an investment of $1.6 trillion over five years. While the cost is overwhelming, simply normal driving patterns on roads in poor condition costs each of America’s motorists about $275 per year. And poor road conditions contribute to at least 30 percent of annual highway fatalities.

But transportation matters are not the only challenges in infrastructure. Lack of investment in telecommunications in rural areas is also a concern. Improving, for example, access to broadband Internet services in rural America could provide great incentives for new businesses to relocate to these areas, in turn, improving rural economies.

Because of the expense of improving telecommunications infrastructure, public-private partnerships are likely to occur, and states that fall behind in communications will see economic losses across the board.

“Since new infrastructure systems must be designed to be robust, resilient, secure and sustainable,” said Banks, “technology development also is an integral part of planning for the city of the future.”

—Laura Coleman
America the Safe and Secure?

Every day, America’s security, in some capacity, is in the headlines.

Violent crime is on the rise, after a two-decade drop. One of every 32 adults is in jail or prison, or under community supervision. According to the U.S. Department of Justice, 23 states have prison systems operating above capacity, and that number is projected to swell. Prison populations are expected to grow 13 percent between 2007 and 2011.

In addition, with the United States military spread thin, more than 40 percent of National Guard troops—historically under direct control of governors—have been deployed in Iraq, Afghanistan or elsewhere, leaving states largely to fend for themselves. And 88 percent of Army National Guard units and 45 percent of Air Guard units not currently deployed overseas have severe equipment shortages.

Add to those threats of identity theft and fraud, plus the overwhelming costs of these challenges to the states, and this topic gets more complicated—and more significant.

“State legislatures across the country are concerned about growth in prison populations and corrections spending that they can’t sustain. At the same time, we’re seeing signs of increasing violent crime in particular urban areas,” said Rep. Mike Festa, chair of the CSG Justice Center. “To address this situation, we’re going to need to be smart about how we allocate existing dollars, and ensure that every new dollar appropriated is for a strategy that we think is most likely to reduce crime.”

New public safety demands in the 21st century will force states to focus on efficient policies to create systems and partnerships designed for efficiency and response to threats. Sharing resources among states and presenting a unified front to these threats may be sound strategies for maintaining systems related to public safety.

—Laura Coleman

Balance of Power

With the centralization of government power in recent years—including the frequency of unfunded mandates, increases in federal pre-emption statutes, and predicted significant decreases in federal grants to states—state policymakers must question the well-being of federalism.

Between fiscal years 2003 and 2006, Congress shifted an estimated $75 billion in costs to the states through unfunded mandates, according to data collected by the National Conference of State Legislatures. Areas of public safety and security are very costly. For example, to implement Real ID, states can expect to spend from $10.7 billion to $14.6 billion during the first five-year period.

“That the general decline of federal grants to states and the continued use of unfunded federal mandates affect the states’ abilities to set their own budget priorities is a matter of concern for both policymaker and academic alike,” said Michael Tolley and Bruce Wallin, both professors in the Department of Political Science at Northeastern University.

It’s a trend that is not expected to improve in the coming years. According to Joseph Zimmerman, professor of political science at the Rockefeller College of Public Affairs and Policy, University of Albany, continuing pressure from public and private interest groups to create uniform tax and regulatory structures is likely to increase the number of federal pre-emption statutes and unfunded mandates.

Tolley and Wallin agree that federalism issues like those addressed in Trends in America are highly significant to state policymakers and some to the detriment of the ideals upon which the United States was founded.

“The studies collected here serve as a reminder that the continued use of unfunded mandates poses real burdens on state and local governments and exposes some cracks in the foundation on which American federalism rests,” they said.

—Laura Coleman
Study Explores Acceptance, Use of Electronic Payments for State Taxes, Fees

The completion of a comprehensive, national study which explores the use of electronic payments for state taxes and fees—the first of its kind, given its scope and magnitude—was one of the major accomplishments of CSG’s Financial Services Working Group (FSWG). Led by Delaware Rep. Donna Stone, 2005/2006 FSWG co-chair, this report contains information that will benefit both public and private officials, since e-payments will continue to flourish and expand in the future.

By Sujit M. CanagaRetna
States can save money by accepting electronic tax and fee payments.

In fact, while states cite multiple reasons for accepting electronic payments, cost-savings is the predominant motivating factor. These cost-savings are mostly realized because of reduced collection and processing costs, including the reduced cost of bad checks and the lower cash and check-handling costs.

The fact that electronic payments result in savings due to improved funds availability is also cited as a major benefit, along with the vastly improved audit trail for potential follow-up billing. A majority of states responding to a national survey say data on cost-savings is unavailable or not collected at the state level. Of the eight states that provided data in the study, the mean and median net savings were $2.18 million and $250,000 respectively. These findings are part of a new report prepared for The Council of State Governments’ Financial Services Working Group by the University of Kentucky’s Martin School of Public Policy and Administration under the guidance of professors Meri Hackbart and Dwight Denison.

The impetus for the study, titled Acceptance and Use of Electronic Payments for State Taxes and Fees, was that while there was limited anecdotal evidence documenting the greater efficacy of paying some state taxes and fees electronically, there was no all-inclusive report. In response, the FSWG decided filling the information vacuum on this rapidly growing dimension of state financial systems was crucial and commissioned the nationwide study.

The Use of e-Payments

An increasing proportion of retail- and business-related payments in the private sector and the payment of state taxes and fees in the public sector are now being made electronically through Automated Clearing House (ACH) and credit and debit cards. The ACH network is an electronic funds transfer system that provides for the inter-bank clearing of electronic payments at participating financial institutions. The Federal Reserve and Electronic Payments Network act as ACH operators facilitating central clearing facilities through which financial institutions transmit or receive ACH entries. ACH payments include direct deposit of payroll, Social Security, other government benefits and tax refunds; direct payment of consumer bills such as mortgages, loans, utility bills and insurance premiums; business-to-business payments; e-checks; e-commerce payments; and federal, state and local tax payments.

In 2003, according to the Federal Reserve, there were 45 billion e-payment transactions—credit cards, debit cards and ACH transactions—and 37 billion check transactions. In contrast, in 2000, check transactions exceeded e-payment transactions by 42 billion to 31 billion. Furthermore, 2005 National Automated Clearing House Association data notes that the distribution of payment transactions in the U.S. has undergone a transformation in the past 20 years—from 96 percent checks and 4 percent electronic payments to 49 percent checks and 51 percent electronic payments. In addition, electronic payments through ACH increased 14.5 percent from 2005 to 2006 to nearly 16 billion transactions.

In the context of this inexorable trend toward e-payments, state governments have also moved actively to allow for the electronic payment of taxes and fees. While individuals and businesses have realized the tremendous benefits associated with paying for products and services electronically for several decades, governments are increasingly resorted to electronic payments to reduce processing costs, rapidly secure and record revenue receipts, establish greater transparency and facilitate better auditing trails. Governments also are increasingly accepting tax and fee payments by electronic methods, such as credit cards, in response to the widespread preference for this payment option.

The primary objective of the FSWG study was to determine the current acceptance and use of electronic tax and fee payments by state governments. After a quick literature review of previous federal, state and local government studies of this rising trend, the University of Kentucky research team, assisted by CSG staff and members of the FSWG, forwarded a comprehensive survey to officials in the 50 states to elicit current state policies and practices regarding electronic tax and fee payments. Thirty-seven states—74 percent—responded to the survey.

Key findings

Acceptance of Electronic Payments

While electronic payments are accepted for a variety of state taxes and fees, ACH is the most commonly accepted form. Eighty-six percent of the responding states accept ACH for business and corporate taxes, and 92 percent accept ACH for excise, sales or usage taxes.

Thirty-five of the 37 states that responded indicated that they provide residents the option of using credit cards, and 20 states provide residents the option of using debit cards for the payment of a variety of state taxes and fees. Credit cards are accepted for individual income taxes (78 percent of the responding states), fees such as licenses or permits (57 percent) and agency user fees (41 percent).

Nevertheless, credit and debit cards are not yet extensively used as a payment option for tax and fee payments and amount to less than 1 percent of the total dollar volume of payments for the main tax categories—corporate, income tax withholding transfers, sales, individual income—a miniscule number indeed (See Table 1).

Even as a proportion of total transactions, credit and debit card transactions amount to less than 1.5 percent for the same tax categories (See Table 2). In contrast, ACH remains the most heavily used electronic medium for paying state taxes and fees, both in terms of total dollar volume and transactions, particularly by corporate and business entities.
Table 1:
Percent of Tax Payment Dollar Volume by Different Payment Options

<table>
<thead>
<tr>
<th>Payment Options</th>
<th>ACH</th>
<th>Credit/Debit Card</th>
<th>Cash &amp; Check</th>
</tr>
</thead>
<tbody>
<tr>
<td>Corporate/ business income tax declarations</td>
<td>40.0%</td>
<td>0.2%</td>
<td>59.8%</td>
</tr>
<tr>
<td>Income tax withholding transfers</td>
<td>64.5%</td>
<td>0.3%</td>
<td>35.2%</td>
</tr>
<tr>
<td>Sales tax collection remittance</td>
<td>63.3%</td>
<td>0.3%</td>
<td>36.5%</td>
</tr>
<tr>
<td>Individual income tax</td>
<td>2.5%</td>
<td>0.6%</td>
<td>97.0%</td>
</tr>
</tbody>
</table>

Source: FSWG State Taxes and Fees E-payment Survey

Table 2:
Percent of Tax Payment Transactions Made by Different Payment Options

<table>
<thead>
<tr>
<th>Payment Options</th>
<th>ACH</th>
<th>Credit/Debit Card</th>
<th>Cash &amp; Check</th>
</tr>
</thead>
<tbody>
<tr>
<td>Corporate/ business income tax declarations</td>
<td>15.4%</td>
<td>0.2%</td>
<td>84.4%</td>
</tr>
<tr>
<td>Income tax withholding transfers</td>
<td>48.1%</td>
<td>1.0%</td>
<td>51.1%</td>
</tr>
<tr>
<td>Sales tax collection remittance</td>
<td>30.9%</td>
<td>1.4%</td>
<td>67.7%</td>
</tr>
<tr>
<td>Individual income tax</td>
<td>2.8%</td>
<td>1.3%</td>
<td>95.8%</td>
</tr>
</tbody>
</table>

Source: FSWG State Taxes and Fees E-payment Survey

Challenges to Accepting Electronic Payments
A vast majority of the reporting states—95 percent—accept credit card payments for at least some taxes and fees. Credit card transactions fees and the required investments in equipment, technology, marketing and staffing were cited as the primary challenges to accepting such payments.

Policy and Process Issues Related to Electronic Payments
States must first secure legislative or legal authority to accept electronic payments. They also must establish policies to deal with the costs of accepting such payments.

Thirty-four of the 37 reporting states had enacted statutes or policies requiring or permitting electronic payments, while 15 states reported recent legislative action regarding the acceptance of electronic payments. In terms of the costs of accepting e-payments, states listed the initial and ongoing costs associated with infrastructure, marketing, staffing and training.

States also noted the fees associated with credit card transactions, including merchant fees, authorization fees, chargeback fees and settlement fees. According to the survey, most states (almost 85 percent of those responding) deal with these costs by charging taxpayers a convenience fee or transaction surcharge for paying by credit or debit card. Most states—86 percent of those responding—use a third party service provider to accept and/or process credit and debit card transactions.

“Best Practices” Identified by the Report
Based on the states’ responses, the report identified the following policies as “best” or “effective” in encouraging more extensive use of the e-payment option.

1. Market the credit and/or debit card payment option, and educate residents and taxpayers on the availability of these payment options;
2. Refrain from charging convenience fees or surcharges that may detract from the use of credit or debit cards;
3. Use a third party service provider and contract with one primary service provider for all state agencies;
4. Maintain a standardized payment processing system or platform across all agencies;
5. Provide residents and taxpayers the option to pay online using credit or debit cards; and
6. Make credit and debit card payment options available across a variety of state taxes and fees.

—Sujit M. CanagaRetna is senior fiscal analyst for The Council of State Governments’ Southern office, the Southern Legislative Conference.

2007/2008 FSWG Officers:
- Ann Visalli, deputy treasurer, Delaware State Treasurer’s Office, and co-chair, CSG/FSWG
- Matt Kisber, commissioner, Tennessee Department of Economic and Community Development, and co-chair, CSG/FSWG
- Rep. Maxine T. Bell, chair, House Appropriations Committee, Idaho, and vice chair, CSG/FSWG

Changes at every level of the financial services industry—structural, procedural, technological, regulatory—create enormous challenges for policymakers seeking to devise efficient and effective policy responses. In response, CSG’s Executive Committee created the Financial Services Working Group in 2005 to study, discuss and act upon the range of complex and emerging issues in the financial services arena. As it did in 2005 and 2006, the FSWG will meet periodically in 2007 and 2008 to provide a forum for state policymakers in all three branches of government to work with members of the private sector to discuss innovative and appropriate policy responses to a range of complex financial challenges.
In a reversal of position, the Department of Homeland Security is considering enhanced driver’s licenses as eventual acceptable documentation for border crossings between the U.S. and Canada—a possible alternative to the passport requirements of the Western Hemisphere Travel Initiative (WHTI). This would involve harmonizing two regulatory initiatives: WHTI and the REAL ID Act.

Buried in the 162 pages of proposed regulations to implement the REAL ID Act, DHS noted that “numerous states are interested in exploring whether enhanced driver’s licenses and identification cards could be acceptable at the land border to satisfy Western Hemisphere Travel Initiative (WHTI) requirements.”

Some state and provincial leaders are concerned that cross-border travel and tourism could suffer a major economic blow if passports are required. DHS agreed to a pilot program with Washington state that could offer an alternative to the requirement that all United States citizens traveling between the U.S. and Canada—and other Western Hemisphere countries—present a valid passport.

Several Canadian premiers, led by Ontario’s Dalton McGuinty, want the U.S. government to consider enhanced Canadian driver’s licenses as an inexpensive and convenient alternative to passports. He has proposed a new ID, which would take effect in late 2007, that provides increased protection from identity theft.

By Karen Imas
“The new card will serve as the platform for further discussions about how the embedded security measures could provide a viable solution for travel across the border for families, businesses and governments,” the Ontario Ministry of Transportation said.

At the same time, DHS introduced separate rules designed to make state licenses more secure under the REAL ID Act, which imposes new security requirements for state-issued driver’s licenses and driver’s license databases. When the rules are fully implemented, the upgraded licenses will become the only acceptable documents for most U.S. citizens to enter federal buildings and pass through airport security.

The proposed rules, which addressed widespread concerns by state officials about the implementation timeline, would also extend the current compliance deadline by 20 months to Dec. 31, 2009.

Significantly, the proposed rules include a request for public comment on “whether citizenship could be denoted either on the face or machine-readable portion of the driver’s license or identification card, and more generally on the procedures and business processes a state DMV could adopt in order to issue a Real ID driver’s license or identification card that also included citizenship information for WHTI compliance.”

Moreover, the proposal invites comments from states on how they might combine the technology used in electronic passports with a driver’s license to create a single document that would meet the WHTI requirements.

The new willingness to at least consider the use of upgraded driver’s licenses may be due in part to strong pressure to relax the WHTI requirements by The Council of State Governments’ Eastern Regional Conference, the Canadian government, members of Congress and others. Many have argued that a more secure driver’s license would provide a simpler and less expensive solution.

Despite similarities between the WHTI and REAL ID programs, key policy questions remain about security, technology, synchronicity and privacy. While only U.S. citizens can receive passports, many other categories of legal residents and temporary visitors can receive state driver’s licenses. Furthermore, the security features which have been proposed for the WHTI Pass Card and electronic passports are generally more sophisticated than those used by state DMVs.

Congressional Action on Passport Alternatives

The U.S. Senate has passed legislation requiring the Bush administration to conduct a comprehensive cost/benefit analysis before finalizing the WHTI land border rules. The measure, sponsored by Sen. Carl Levin, D-Mich., was included in the 9/11 Recommendations bill that the Senate passed March 13.

Another amendment would require a pilot project similar to the one DHS implemented with Washington state. Sen. Norm Coleman, R-Minn., proposed requiring DHS to study whether secure driver’s licenses could be used as a form of documentation for travel between the U.S. and Canada to meet the WHTI requirements. The proposal would require a memorandum of understanding between DHS and one or more states.

The questions surrounding a firm starting date for new documents and the fight by some in Congress against implementation have left some tourists wondering whether they can cross the border now without a passport.

Some States Tentative on Enhanced Licenses

The REAL ID Act has come under increasing opposition from states concerned about implementation costs and from a broad spectrum of political groups, which have raised privacy and civil rights issues.

Maine’s legislature became the first in the nation to pass a nonbinding resolution opposing implementation of the act on the basis that the state does not have the resources to comply. Even Washington, which is currently implementing the enhanced license pilot project, has passed legislation preventing the state from implementing REAL ID unless the state receives federal financial assistance and guarantees on privacy and data security. Montana Gov. Brian Schweitzer signed similar legislation recently that bans the state’s Motor Vehicle Division from enforcing the national rules.

Legislatures in Georgia, New Mexico, Washington and Wyoming have considered similar measures.

Washington State Pilot Project

Meanwhile, Washington state is moving forward with a pilot program that will enhance the security of state driver’s licenses
and potentially serve as an acceptable alternative document for crossing U.S. land and sea borders.

DHS and the state signed a Memorandum of Agreement to launch the program. The pilot program, if successful, would permit a radio frequency identification chip-based driver’s license to be used in lieu of a passport for Washington state residents returning from Canada—a compliance alternative to WHTI requirements.

“This pilot project is a way to boost security at our border without hampering trade and tourism,” Washington Gov. Christine Gregoire said in a statement. “Our effort to keep our border crossing moving is particularly important with the upcoming 2009 World Police and Fire Fighter Games and the 2010 Winter Olympics and Paralympics in British Columbia.”

The proposal by state officials in Washington would make the enhanced driver’s licenses an opt-in option at an extra cost of $15 to $20. The agreement allows state residents to apply for the $40 voluntary driver’s license, which will be loaded with proof of citizenship and other information, beginning in January 2008. It is in effect until at least June 2009, the deadline imposed by DHS’ WHTI. The enhanced driver’s license could serve as a passport alternative after June 2009 if DHS approves.

At least one other state has expressed interest in following Washington’s lead, according to DHS Secretary Michael Chertoff.

**Ontario Introduces Enhanced Driver’s License**

McGuinty and the premiers of Manitoba and New Brunswick recently visited Capitol Hill to meet with members of Congress and U.S. governors to express concerns about the impact of the WHTI on jobs and the economy in states and provinces along the border.

Meanwhile, Ontario Transportation Minister Donna Cansfield announced a new card with technologies and security features to protect holders from identify theft and make it more difficult to tamper with or counterfeit.

Using the latest technology, and with security changes guided by WHTI, the new Ontario driver’s license will have cutting edge card security. While the enhanced license is not, at this time, a passport replacement, McGuinty welcomes the possibility.

“America is a key trading partner, neighbor and friend to Canada, and safe and secure border crossings are critical to both nations,” said Cansfield. “The proposed new high-security driver’s license card could be a workable solution for families, businesses and governments on both sides of the border that increases security and protects cross-border trade and tourism. We need to balance security measures with the safe and efficient movement of people and goods.”

The new card will be available in late 2007.

For more information, please contact Wendell Hannaford, deputy director, CSG/ERC at whannaford@csg.org.

—Karen Imas is director of communications and leadership training for The Council of State Governments Eastern Regional Conference.
How many probationers or parolees can an officer realistically supervise?

That may sound like the first half of a silly joke, but it’s serious business for many jurisdictions in the United States. The simple answer: It depends.

Many factors go into deciding at what level any particular offender should be supervised and what conditions should be imposed, thereby determining how much time is needed to supervise the offender or what workload the case creates.

The American Probation and Parole Association (APPA), in a September 2006 issue paper, tried to provide guidance on the right caseload for probation and parole officers.

“Agency specific workload studies will drive the details, but the field needs national caseload standards to provide direction for practitioners and policymakers,” William Burrell concluded in the paper, Caseload Standards for Probation and Parole.
Why Do Caseloads Matter?

The number of people on community supervision has increased dramatically in the past 20 years. At the end of 2005, 784,408 adults were on parole supervision and 4,162,536 were on probation. The 2005 increase in probationers—19,070—was the smallest yearly increase in the past 26 years, according to the Bureau of Justice Statistics.

One factor that contributes to officer stress, according to a 2005 report from the National Institute of Justice, is high caseloads—estimated at an average of 139 offenders per officer. Stress can lead to a greater likelihood of illness, job dissatisfaction and high turnover rates among officers, Calvin Simmons, John K. Cochran and William R. Blount reported in a 1997 American Journal of Criminal Justice article.

It seems to be a never-ending cycle for some agencies: High caseloads lead to a loss of officers in the profession, which results in higher costs for training new employees, which again leads to higher caseloads for the officers who remain on the job.

“Our caseload has been increasing about 5 percent a year for the last three or four years,” a probation supervisor said in a 2004 report by Dan Gunderson on Minnesota Public Radio. “… We know best practices call for focusing on the highest-risk offenders, so that’s what we try to do.”

Noting that probation officers in his agency are not permitted to work overtime, the supervisor said, “I think it’s pretty much a job you could work at 24 hours a day, and not get it all done.”

In Vermont, WCAX-TV News reported that the number of convicts under state supervision decreased for the first time in 17 years. A new law ended probation for more than 800 offenders convicted of nonviolent crimes. Caseloads for probation officers dropped from an average of 175 cases to about 150—still an overwhelming number.

Probation officers who supervise juveniles are also feeling the pressure. A March story from the Milwaukee Journal-Sentinel underlines the stress increased caseloads put on the justice system and how it can seriously affect public safety.

“As more Milwaukee County children are being put on probation or more intensive programs such as Serious Chronic Offenders, some have gone for weeks or even months before their full supervision kicks in,” the story by Sarah Carr said.

Probation department figures indicate that the number of juveniles on probation increased 20.4 percent from 2004 to 2006. A chief probation officer told Carr the increased cases have been “straining our supervision staff and our clerical staff” with caseloads averaging 40 to 44 children. At least one juvenile who was awaiting supervision and had never seen his probation officer was back in court, accused of a serious sexual assault.

Workload vs. Caseload

The problem of high caseloads has been addressed in a number of ways. The use of risk/needs assessment tools has become commonplace in community corrections. Offenders who have been assessed as “low-level” or “low-risk” for re-offending generally require less time and fewer resources from community corrections officials and the community at large.

At the opposite end of the spectrum, research by James Bonta, Suzanne Wallace-Capretta and Jennifer Rooney indicates that those offenders whose risks are greater—lower educational achievement, lack of employable skills, substance abuse issues, mental illness, history of criminal or delinquent activity—require correspondingly higher resources to successfully complete their terms of community supervision and may benefit from a higher level of supervision. These differentiations in cases’ risks and needs resulted in a more well-defined and accurate description of the activities of probation and parole as workload rather than caseload standards.

In 1991, APPA published an issue paper outlining workload standards based on differential case requirements.

“It does not make sense to count every case as equal in assigning and accounting for total caseload if the basic supervision strategy is to purposely supervise cases differentially. The workload concept does that, and thus is a more accurate and fair way to describe officer caseloads. It also, however, makes it more difficult to define an ideal caseload in numbers. This is because it is possible (and very likely) to have caseloads which are made up of different numbers of the various case types,” the paper concluded.

While workload standards have become popular and such studies have been done for many local agencies and jurisdictions, the issue paper notes that because of agency differences in basis for classification, contact standards, hours of work and leave policies, and collateral duties of officers, it was not feasible to develop national workload standards. Compounding these difficulties are new technologies like Global Positioning Satellite (GPS) monitoring, more advanced drug testing and more substances to monitor and, for some states, lifetime supervision of certain sex offenders.

In addition, over the years conditions of supervision for offenders have grown, which further complicates the probation or parole officer’s job because of the increased workload. So, why are we still talking about the number of cases an officer supervises when workload is a far superior method of assigning cases to officers?

What is the Correct Caseload Size?

The multitude of details that make up workload analyses makes it very difficult to explain how many officers any particular agency needs to employ or to make budget requests to state legislatures. Caseloads are more easily quantified, statistically analyzed and reported upon than workloads. At the end of the day, those are often the numbers used to substantiate budget requests for hiring more officers.

“The best method for this task in this environment is to tap into the best thinking of experienced and thoughtful practitioners in probation and parole,” Burrell writes in the September issue paper.

APPA brought together groups of practitioners at national conferences, and people discussed the issue through teleconfer-
ences and via e-mail correspondence. They hammered out suggested ratios of intensive, moderate to high risk, low risk and administrative cases per officer for both adult and juvenile offenders. (See Table)

“To make these standards flexible and useful, they are stated in terms of ratios … and are framed as numbers not to be exceeded,” Burrell writes.

“At first glance, the reaction to the caseload standards will be that many more staff will be needed to put them into practice. In reality, reallocation of staff and cases in a comprehensive way will allow staff to be shifted to the supervision of higher risk cases and away from lower risk.

“Supervision resources should be concentrated where they can do the most good (moderate and high risk) and be shifted away from areas where they are not needed as much, if at all (low risk). Community corrections agencies need to stop wasting time on what does not work or what may even do ‘harm’ and focus their resources on what does work and does do ‘good’ in terms of public safety,” the issue paper concluded.

APPA does not suggest these guidelines will fit every agency or group of cases. But, as a starting point, these recommendations along with proven and reliable assessment instruments, available resources and workload studies will allow probation and parole administrators to set realistic goals for officers and provide the community with realistic expectations.

—Diane Kincaid is the information specialist/public relations coordinator for the American Probation and Parole Association.

### Suggested Caseload Ratios

#### Adult Caseload Standards

<table>
<thead>
<tr>
<th>Case Type</th>
<th>Cases to Staff Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>Intensive</td>
<td>20:1</td>
</tr>
<tr>
<td>Moderate to High Risk</td>
<td>50:1</td>
</tr>
<tr>
<td>Low Risk</td>
<td>200:1</td>
</tr>
<tr>
<td>Administrative</td>
<td>No limit? 1,000?</td>
</tr>
</tbody>
</table>

#### Juvenile Caseload Standards

<table>
<thead>
<tr>
<th>Case Type</th>
<th>Cases to Staff Ratio</th>
</tr>
</thead>
<tbody>
<tr>
<td>Intensive</td>
<td>15:1</td>
</tr>
<tr>
<td>Moderate to High Risk</td>
<td>30:1</td>
</tr>
<tr>
<td>Low Risk</td>
<td>100:1</td>
</tr>
<tr>
<td>Administrative</td>
<td>Not Recommended</td>
</tr>
</tbody>
</table>

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Puerto Rico’s legislature has been addressing some interesting issues lately, including combating escalating budget deficits and taking bold steps to improve public health.

The U.S. territory is host of CSG’s 2007 spring meeting in June.

By Kenneth D. McClintock

Given the volume and complexity of our own legislative workloads, it is a real challenge for members of The Council of State Governments to try to keep tabs on everything that’s transpiring in other jurisdictions. And I know that’s particularly true when the other jurisdiction is a U.S. territory, because the national media tend to provide minimal coverage of territorial lawmakers.

With that in mind, I welcome this opportunity to offer a mini-briefing on the composition and recent record of the Legislative Assembly of Puerto Rico as the United States’ Island of Enchantment in the Caribbean Sea prepares to host CSG’s 2007 Spring National Committee & Task Force Meetings.

A sizable majority of the framers of Puerto Rico’s 1952 Constitution were loyal supporters of four-term Gov. Luis Muñoz-Marín. Consequently, it is hardly surprising that we wound up with a system under which the top of the ticket disproportionately influences the makeup of the legislature: We hold just one general election every four years; the governorship and all 78 legislative seats (27 in the Senate, 51 in the House) are at stake on the same day that the rest of the U.S. is voting for president. Customarily, therefore, the party that controls the governorship also controls the legislature.

Currently, however, that is not the case. In 2004, the anti-U.S. statehood Popular Democratic Party—not to be confused with the national Democratic Party—narrowly captured the governorship, while the pro-statehood New Progressive Party was winning nearly two-thirds of the seats in both chambers of the Legislative Assembly.

Needless to say, this situation has confronted Puerto Rico with interesting times—especially since it has coincided with a period of economic stagnation and unprecedented fiscal crisis.

Despite frequently intense friction between the political branches of government, we have succeeded in combating escalating (and unconstitutional) budget deficits by: adopting the territory’s first-ever fiscal-discipline statutes; reducing House and Senate spending for the first time ever; reducing overall government spending for the first time ever (with further reductions to come); and enacting a 7 percent sales tax, which replaced a 30-year-old, hard-to-enforce 6.6 percent wholesale excise tax. Piggybacked on the sales tax is modest income tax relief for our hard-pressed wage-earners, who should also benefit from the new retail levy’s success at prying revenue out of Puerto Rico’s dismayingly large, tax-evading underground economy.

Noteworthy, too—among other things—is that the 2005–2008 Legislative Assembly is taking numerous bold measures to protect public health:

- All enclosed spaces to which the general public has access have become nonsmoking zones.
- We are preparing to outlaw the use of trans fats at establishments that serve food.
- We are devoting close attention to such serious-but-previously-underemphasized issues as autism and mental health.
- We are striving to strengthen the territory’s health insurance program for the medically indigent, even though Puerto Rico receives only 15 percent of the Medicaid funding to which it would be entitled as a state.
- Simultaneously, we are campaigning hard for Medicare parity, which Congress has thus far denied us, even though residents of Puerto Rico pay their full share of Medicare taxes.

Meanwhile, we continue to grapple with a grave conundrum that long ago ceased to burden our brethren in the 50 states: collective civic inequality.

Almost no one in Puerto Rico is satisfied with the “unincorporated territory” status to which we have been subjected for 109 years. Yet to date there is no consensus on a permanent solution. Nevertheless, in 2005 Puerto Rico’s 78 lawmakers—representing three distinctly different viewpoints on this acutely sensitive topic—reached agreement on a petition to Congress, asking that action commence to resolve the status dilemma once and for all. At this writing, I am pleased to report, a bipartisan federal effort is underway to take substantive steps in that direction.

In March, we celebrated the 90th anniversary of the Congressional passage of the Jones-Shafroth Act. That law both created the Senate of Puerto Rico and offered U.S. citizenship to the people of Puerto Rico. As both a senator and a citizen, I look forward eagerly to having CSG colleagues on hand to share in the observance of this historic occasion.

—Kenneth D. McClintock has been a Puerto Rico senator since 1993 and president of the Senate since 2005. In 1999, he became the first Hispanic chairman of The Council of State Governments and in 2000 he served as the second president of the Parliamentary Conference of the Americas.
Puerto Rico is assessing its strengths and looking to the future in its goal of plotting a new course into the 21st century. Among its successes are the growth of its pharmaceutical manufacturing sector and its ability to meet the needs of a scientific labor force because of its universities.

By Ricardo A. Rivera Cardona

Changes in world markets over the last two decades have galvanized economic development leaders across the nation. Advancements in China, India, Singapore and Ireland, among other countries, have prompted us to design innovative ways to keep the wheels of our local economies turning smoothly.

The Commonwealth of Puerto Rico shares with many states the effort to plot a new course into the 21st century—a new course that builds upon our past successes. To move forward, we are assessing our strengths and taking an honest look at what we expect of the future. We are capitalizing on our individual assets and investing in innovations that will keep us competitive. Many of us in the business of supporting business have found that public-private partnerships and targeted coordination with academia serve as invaluable tools as we map our paths to economic well-being.

In Puerto Rico, one of our great success stories has emerged from our pharmaceutical manufacturing sector. We are one of the world’s leading exporters of pharmaceuticals, with three-quarters of all prescription drugs used in the United States manufactured in Puerto Rico. Between 2001 and 2004, Puerto Rico’s pharmaceutical industry created 2,200 new jobs, bringing the total to 26,014, or 8.3 percent of the jobs in the entire U.S. pharmaceutical industry.

In the last few years, Amgen, Eli Lilly, Abbott Laboratories, Bristol-Myers Squibb, Janssen, BD Biosciences, Pall Corporation and others have demonstrated their confidence in Puerto Rico by expanding or building new plants on the island with investments of more than $4 billion.

These accomplishments result from several key factors. Our commonwealth relationship with the United States allows Puerto Rico to offer controlled foreign corporation status to investors, a benefit that significantly enhances our highly competitive incentives package. In addition, Puerto Rico’s labor force meets the needs of technical and scientific industries because our universities consistently produce top graduates in these sectors.
In fall 2005, the University of Puerto Rico-Mayagüez ranked 13th and the Polytechnic University of Puerto Rico ranked 16th in the number of U.S. undergraduates enrolled in engineering programs. The University of Puerto Rico-Mayagüez also ranks first in graduating Hispanic engineers and sixth in graduating women engineers.

We know, however, that we cannot rest on these successes. To maintain our top position, Gov. Aníbal Acevedo Vilá’s economic development team has embarked on several projects that will keep the island’s pharmaceutical sector thriving even as it evolves and its demands become more complex. Public-private partnerships and the collaboration of government, industry and academia are set to anticipate and exceed the needs of the next wave of pharmaceutical development: the life sciences.

The Puerto Rico Industry University Research Consortium (INDUNIV), a nonprofit organization established by private industry, provides a forum where industry, academia and government promote the application of science and technology and also administers the Puerto Rico Biotechnology Alliance.

The Puerto Rico Science and Technology Trust, composed of members from academia, the industrial sector and the biotechnology field, provides funding for research and development projects supporting biotechnology. These partnerships are responsible for multiple, cutting edge facilities and projects soon to begin operations on the island.

For example, the Bioprocess Training and Development Complex will provide hands-on training and education in bioprocesses as well as state-of-the-art research facilities. The Molecular Science Facility—a joint venture of the Puerto Rico Industrial Development Company and the University of Puerto Rico with funding support from the National Institutes of Health—will focus on research in biology, nanotechnology, genomics, molecular neurosciences and infectious disease prevention.

The University of Puerto Rico Cancer Center, a strategic partnership with the M.D. Anderson Cancer Center at the University of Texas, will focus on eliminating disparities in cancer incidence and outcome among ethnic minority populations.

Additionally, The Science and Technology Trust oversees the development of the Knowledge Corridor, a 1,000 acre research park in the heart of San Juan, anchored by these infrastructure developments and the main University of Puerto Rico campus.

Finally, our university system has added degree programs specifically aimed at providing the scientists required in these innovative new fields. These infrastructure initiatives will provide fertile ground for the next generation of technological and scientific advancement on the island.

The commitment of industry, academia and government to pool their resources for the common good is preparing Puerto Rico for success in a changing technological, scientific and economic landscape. We continue to emphasize agility and innovation in our planning for the decades ahead. And, like economic development teams across the country, we work together to build bridges between our past accomplishments, our current challenges and our future successes.

—Ricardo A. Rivera Cardona is secretary of Economic Development of the Commonwealth of Puerto Rico.
Family Justice, a national nonprofit organization, presented Carl A. Wicklund with the 2007 Justice Leadership Award at its 11th anniversary event.

Wicklund is the executive director of the American Probation and Parole Association, a CSG affiliate which has partnered with Family Justice for almost five years to change the focus of the country’s judicial system to include families. Family Justice works in diverse settings across the country, tapping the strengths of families, government and communities to break cycles of involvement in the criminal justice system.

“Receiving a leadership award from Family Justice emphasizes the point that you don’t have to be a trailblazer to be a leader,” Wicklund said during the ceremony. “Sometimes leading can mean directing people down an enlightened and appropriate path that another has cleared before you. Such is the case for me with the work that Carol Shapiro and Family Justice are doing with the families of those involved in the justice system.”

Shapiro, the founder and executive director of Family Justice, presented the award onstage at the nightclub S.O.B’s (Sounds of Brazil) in downtown Manhattan.

“Carl has displayed extraordinary leadership in our field,” she said. “He truly embraces strength-based, family-focused work and respectfully supports his constituency, which is clear to everyone who meets him.”

Chihuahua Hosts Binational Legislative Forum

State legislators from the U.S.-Mexico border region, along with federal legislators from Mexico’s Chamber of Deputies, convened March 30 in Chihuahua, Mexico, for the 15th Border Legislative Conference (BLC).

Participating legislators reviewed immigration, border crossings, economic competitiveness, substance abuse and human trafficking issues.

BLC members strongly reaffirmed their call for the federal governments of the U.S. and Mexico to work toward an integrated border security and immigration strategy. Lawmakers on both sides of the border called for immigration legislation, including a guest worker program and path to legalization, to balance security concerns with the recognition of the United States’ demand for workers.

Legislators agreed that border states must increase efforts to prevent drug abuse and provide rehabilitation in affected border populations. BLC members then reaffirmed their commitment to safe, fast and smart commercial and pedestrian crossings along the U.S. and Mexico border region. They sought federal support of the Secure Manufacturing Zones proposal, aimed at equipping commercial vehicles and manufacturing facilities with advanced technology devices that allow monitoring and clearance of commercial cargo at their point of origin.

BLC members also took a strong stand in favor of new policies to deter and punish those who engage in human trafficking, including sexual trafficking and labor trafficking by force, fraud or coercion along international borders.

The Border Legislative Conference is a joint project of The Council of State Governments-WEST and the Southern Legislative Conference. Members include state legislators from the U.S. and Mexico.

For more information, visit www.borderlegislators.org or contact Edgar Ruiz, BLC program director, at (916) 553-4423 or at eruiz@csg.org.

Wyoming Legislature Hosts CSG-WEST Annual Meeting

When Western legislators, family and friends gather in Grand Teton National Park Sept. 16–19 for CSG-WEST’s 60th annual meeting, they can expect a high-energy conference.

The meeting theme “Energizing the West,” refers to a lineup of national and international energy experts who will engage lawmakers in conversations about the role of the American West in the global energy equation. Attendees will be able to choose from two energy-related field trips. Participants also will be energized by hard-charging policy discussions on such topics as education, health, fiscal resources, water and environment, international border relations as well as trade and transportation.

Lawmakers at all stages of their legislative careers are invited to a fast-paced continuing education day during the conference. The Annual Legislative Training Assembly (ALTA) will help build legislative muscles in speechmaking, ethics and collaboration.

In addition to high-energy days, Wyoming legislative hosts will showcase the spectacular scenery of Grand Teton National Park with a welcoming reception at Jackson Lake Lodge and a barbecue at the Bar J Chuckwagon. For the grand finale, participants will spend a day touring Yellowstone National Park.
Eisenhower to Address 2007 BILLD Class

Prominent author, historian and political scientist David Eisenhower will be the keynote speaker at this year’s Bowhay Institute for Legislative Leadership Development (BILLD).

Eisenhower is director of the Institute for Public Service at the University of Pennsylvania’s Annenberg Public Policy Center. His biography of his grandfather, *Eisenhower: The War Years, 1942–45,* was a runner-up for the Pulitzer Prize in history. Eisenhower has a unique perspective on the workings of American politics and will discuss the meaning of public service and his family legacy of public service with this year’s BILLD Fellows.

Thirty-seven lawmakers from the Midwestern states and Canadian provinces will gather in Madison, Wis., July 13–17 for five days of intense leadership training, professional development seminar and policy workshops.

In late April, the BILLD Steering Committee met to award this year’s BILLD Fellowships and a full list of this year’s BILLD class can be found on the CSG Midwest Web site at www.csgmidwest.org.

Each year, fellowships are awarded to Midwestern legislators through a competitive, nonpartisan selection process overseen by the Midwestern Legislative Conference BILLD Steering Committee. Iowa Rep. Scott Raecker and Illinois Rep. Elaine Nekritz serve as the committee’s co-chairs, and Minnesota Rep. Laura Brod is vice chair.


62nd Annual Meeting of the Midwestern Legislative Conference
August 26–29, 2007  •  Traverse City, MI

Lighthouse for New Ideas
Plan to come early and stay late to sample what Michigan has to offer—from historic Mackinac Island to Detroit’s Motown, and the only blue and white delftware factory in the U.S., in Holland, MI.

Scheduled Speakers
- Best-selling author Daniel Pink will highlight our nation’s move from the Information Age to the Conceptual Age.
- Fred Barnes, co-founder of *The Weekly Standard,* and Juan Williams, a senior correspondent for National Public Radio, will discuss U.S. politics and the 2008 presidential race.
- Pulitzer Prize-winning author David M. Kennedy will discuss two nation-changing events of the 20th century—The Great Depression and World War II.

Social Events:
- Sunday’s outdoor Opening Night Reception will be held at the Grand Traverse Resort Pavilion overlooking beautiful East Bay.
- Rock the night away to Motown music on Monday’s Family Night while enjoying a spectacular view at the bayside Hagerty Conference Center and Great Lakes Maritime Museum.
- Youth will will take part in a Heros of the Storm life-saving reenactment at Sleeping Bear Dunes on one of our Youth Events!
- Grand Traverse Resort is ranked among the top 20 mainland resorts and top 50 travel destinations by Conde Nast Traveler and has earned 12th place in Golf Digest’s list of the world’s 50 top golf destinations.

REGISTER NOW
Deadline for Early Bird Registration is June 18.
For more information please call us at 630.925.1922 or visit our Web site at www.csgmidwest.org

Photo courtesy of Traverse City Convention & Visitor’s Bureau
This calendar lists meetings as designated by CSG’s Annual Meeting Committee. For details of a meeting, call the number listed. “CSG” denotes affiliate organizations of CSG. Visit www.csg.org for updates and more extensive listings.

Other meetings have value to state officials. Purchase a meeting listing by calling (800) 800-1910 or by e-mailing sales@csg.org. Announce your meetings to thousands in the state government market through an advertisement or a Web listing.

### June 2007

**June 2–6**  
CSG/NASTD—Technology Professionals Serving State Government—2007 Western Region Seminar—Albuquerque, NM—Hotel Albuquerque at Old Town. Contact Pamela Johnson at (859) 244-8184 or pjohnson@csg.org or visit www.nastd.org.

**June 10–13**  
CSG Spring National Committee and Task Force Meetings—San Juan, Puerto Rico. Contact Gladys Parks at (859) 244-8108 or gparks@csg.org.

**June 10–14**  
CSG/National Association of State Chief Administrators (NASCA) & National Association of State Facilities Administrators (NASFA)—NASCA & NASFA National Conference and Resource Expo—Lake Tahoe, NV—Montbleu Hotel. Contact Marcia Stone at (859) 244-8181 or mstone@csg.org or visit www.nasca.org or www.nasfa.net.

**June 16–20**  
CSG/NASTD—Technology Professionals Serving State Government—2007 Southern Region Summer Seminar—Mobile, AL—The Battle House Renaissance Hotel. Contact Pamela Johnson at (859) 244-8184 or pjohnson@csg.org.

### July 2007

**July 8–11**  

**July 10–12**  
CSG/Healthy States Policy Academy on the Prevention of Childhood Obesity—Hilton Head, SC—Hilton Head Marriott. Event for up to 30 state legislators interested in policy approaches for the prevention of childhood obesity. Contact Pam Goins at pgoins@csg.org.

**July 13–17**  
CSG/Midwestern Legislative Conference—13th Annual Bowhay Institute for Legislative Leadership Development Program (BILLD)—Madison, WI—Runo Center of Executive Education. Contact Laura Tomaka at (630) 925-1922 or ltomaka@csg.org or visit http://www.csgmidwest.org for more information.

**July 14–18**  
CSG/Southern Legislative Conference—Williamsburg, VA. Contact Ken Fern at the Southern Legislative Conference at (404) 633-1866 or visit www.slcatlanta.org for additional information.

**July 15–17**  
CSG/National Association of State Treasurers—NAST Issues Conference—New York, NY—Barclay InterContinental Hotel. Contact Adnee Hamilton at (859) 244-8174 or ahamilton@csg.org or visit www.nast.org.

**July 21–25**  
CSG/National Association of State Personnel Executives—2007 Annual Meeting—Williamsburg, VA. Contact Lisa Collins at (859) 244-8179 or lcollins@csg.org or visit www.naspe.net.

**July 25–28**  
CSG/National Lieutenant Governors Association—Annual Meeting—Williamsburg, VA. For more information, visit www.nlgus.org.

### August 2007

**Aug. 4–8**  
CSG/National Association of Government Labor Officials—2007 Annual Meeting—Savannah, GA—The Westin Savannah Harbor. Contact Leslie Scott, association manager at (859) 244-8182 or lscott@csg.org or visit www.naglo.org.

**Aug. 11–15**  
CSG/Eastern Regional Conference—47th Annual Meeting and Regional Policy Forum—Quebec City, Quebec—Hilton Hotel. Contact Pamela Stanley at (646) 383-5711 or pstanley@csg.org or visit www.csgeast.org.

**Aug. 23–25**  
CSG Healthy States Forum for State Legislators—Innovation and Collaboration in Wellness—New Orleans, LA—Hilton New Orleans Riverside. Contact Pam Goins at pgoins@csg.org.

**Aug. 25–27**  
CSG/Southern Governors’ Association (SGA)—73rd Annual Meeting—Biloxi, MS. Contact Liz Purdy at (202) 624-5897 or sgao@sso.org or visit www.southerngovernors.org.

**Aug. 25–30**  
CSG/NASTD—Technology Professionals Serving State Government—30th Annual Conference and Technology Showcase—Minneapolis, MN—Hyatt Regency. Contact Pamela Johnson at (859) 244-8184 or pjohnson@csg.org or visit www.nastd.org.

**Aug. 26–29**  
CSG/Midwestern Legislative Conference—62nd Annual Meeting—Traverse City, MI—Grand Traverse Resort and Spa. Contact Cindy Andrews at (630) 925-1922 or candrews@csg.org or visit http://www.csgmidwest.org for more information.

### September 2007

**Sept. 16–19**  
CSG/CSC-West—Annual Meeting—Jackson Lake Lodge, WY. Contact Lolita Umlutia at (916) 553-1423 or csgw@csg.org.

**Sept. 16–19**  
CSG/National Association of State Treasurers—NAST Annual Conference—Survive OR—Sunriver Lodge. Contact Adnee Hamilton at (859) 244-8174 or ahamilton@csg.org or visit www.nast.org.

**Sept. 29–Oct. 4**  
CSG—2007 Henry Toll Fellowship Program—Lexington, KY—Hilton Suites at Lexington Green. Contact Krista Rinehart at krinehart@csg.org or (859)244-8249 or find out more at http://www.csg.org/leadership/tolfellows/default.aspx.

### November 2007

**Nov. 5–8**  
CSG/CSC-West—Western Legislative Academy—Colorado Springs, CO. Contact Mary Lou Cooper at (916) 553-1423 or csgw@csg.org.

**Nov. 11–14**  
CSG Annual State Trends and Leadership Forum—Oklahoma City, OK. Contact Gladys Parks at (859) 244-8108 or gparks@csg.org.

### December 2007

**Dec. 2–5**  
CSG/National Association of State Treasurers—NAST Treasury Management Conference—San Antonio, TX—Hyatt Regency Hill Country. Contact Adnee Hamilton at (859) 244-8174 or ahamilton@csg.org.

### February 2008

**Feb. 10–13**  
CSG/American Probation and Parole Association—Winter Training Institute—Phoenix, AZ—Phoenix Hyatt Regency. Contact Kris at (859) 244-8204 or visit www.appa-net.org.

### March 2008

**March 10–14**  
CSG/National Emergency Management Association—NEMA Mid-Year Conference—Washington, DC—JW Marriott. Contact Karen Cobuluis at (859) 244-8143 or kcobuluis@csg.org.
Although the federal government tends to get more attention, state officials are often on the front lines of cutting-edge trends and issues. On the other hand, sometimes in the community of state governments, the more things change, the more they stay the same.

In print since 1958, State News (formerly State Government News) has chronicled many of the changes … and continuities. Here’s what we reported on:

40 Years Ago—June-July 1967
Interstate Compact for Juveniles

The Association of Juvenile Compact Administrators held its 12th annual meeting in Anaheim, Calif., in June 1967. Forty-five states had ratified the Interstate Compact for Juveniles at that time.

Meeting delegates discussed various matters involving handling cases under the compact. The association adopted a resolution at that meeting endorsing a recommendation that The Council of State Governments continue its support of an interstate mechanism through which state officials concerned with juvenile delinquency may work together on common problems.

Update

CSG, in cooperation with the Office of Juvenile Justice and Delinquency Prevention, is currently supervising the introduction of the new Interstate Compact for Juveniles. At issue are the management, monitoring, supervision and return of juveniles, delinquents and status offenders who are on probation or parole and who have absconded, escaped or run away from supervision and control to states other than where they were sentenced. Also at issue is the safe return of juveniles who have run away from home and in doing so have left their states of residence.

The new Interstate Compact for Juveniles has been adopted by 31 states and is currently under consideration in five additional states in 2007.

25 Years Ago—June-July 1982
Airline Deregulation Draws Mixed Reactions

Many state and local officials were unhappy with the impact of airline deregulation in 1978, according to a survey by The Council of State Governments and reported in the July, 1982, State Government News.

CSG surveyed state officials, local airport directors, chamber of commerce officials and city officials in 76 localities with populations under 250,000 in 25 states. They were asked to comment on the impact of deregulation on local air service, citizens, business and industry.

Of those responding, 42 percent said deregulation had a generally unfavorable impact and 21 percent indicated a very unfavorable impact. One-fourth of the respondents said there had been little impact, while 8 percent said the impact was favorable or very favorable, and 4 percent indicated there was a mixed impact.

The major impact was the withdrawal of major air carriers from many small communities as a result of deregulation, though commuter airlines took their place and offered more frequent flights in smaller planes.

The public expressed considerable dissatisfaction with local air service since the deregulation, according to the report. The survey also found that businesses and economic development efforts in small communities were adversely affected by deregulation.

10 Years Ago—June-July 1997
Direct Democracy

Voter initiatives can be costly and confusing, but letting the people direct legislation is at the core of democracy. That was the theme of an article in the June-July issue of State Government News.

Charles M. Price, a political science professor at California State University-Chico, wrote the article rebutting the standard criticisms of initiatives.

Among Price’s rebuttals to the standard criticisms were these:

- While many special interest groups had sponsored initiatives—one standard argument was that initiatives are playthings of such groups—public interest lobbies also promote initiatives for the common good.
- While paid petitioners are often used to collect signatures, public-interest groups collect many signatures through the efforts of unpaid volunteers.
- While lies and distortions characterize many initiative campaigns, Price said they were no better and no worse than political campaigns. Both have protections under the First Amendment’s free speech provision.
- While having more money is helpful in an initiative campaign, it is not critical. According to Price, the side with the most money wins about two-thirds of the time.

Update

Voter initiatives remain popular. A total of 204 ballot propositions went before the voters in 37 states Nov. 7, 2006, up from 162 in November 2004 and 202 in November 2002, according to an article in the upcoming Book of the States 2007.

According to the article by John G. Matsusaka of the University of Southern California, voters approved 138 measures and rejected 65. The approval rate of 68 percent was slightly higher than the 67 percent approval rate in November 2004. Of the measures, 76 were initiatives (new laws qualified by petition), four were referendums (proposals to repeal existing laws), one was placed on the ballot by a commission, and the rest were legislative measures.

For the year (counting propositions that appeared on primary and special election ballots), voters decided 226 propositions and approved 157 of them. The 79 initiatives for the year (including the three that were voted on in the summer) constitute the third largest total since the initiative process was first used in 1902 (behind 93 in 1996 and 90 in 1914), and show that the initiative wave set off by California’s tax-cutting Proposition 13 in 1978 is still swelling. Voters approved 32 initiatives during the year. The 41 percent approval rate is equal to the historical average.