

PERSPECTIVES 2022-2023



Eastern Regional Conference

THE COUNCIL OF STATE GOVERNMENTS



From the Director

Credit: Leo Biette-Finmons.

In August 2022, CSG East held our first in-person Annual Meeting since 2019, hosted by the State of New Hampshire in Manchester. We were able to convene, connect, inform, engage, and inspire our members through illuminating and exceptionally well-attended policy sessions, thought-provoking plenary speakers, and intriguing offsite visits. Members enjoyed catching up with each other and being able to informally ask, “How did you pass that bill?”

Here in the Eastern region, where the pandemic had things largely shut down well into 2022, we — like our counterparts across the country — adapted while keeping in mind our mission of championing excellence in state governments. We managed to work remotely, hold committee meetings over Zoom, and retool the way we work and the way we legislate. CSG East added policy webinars, now an integral part of our slate of offerings, and we held online Annual Meetings which, while not the same as meeting in person, gathered colleagues to carry out our mission.

Things are returning to a careful normal, with CSG East staff on a hybrid schedule, and we are moving forward to tackle the policy issues critical to our region that were discussed in Manchester.

This edition of *Perspectives* reviews

some important policy issues that CSG East has undertaken, and which will continue to drive our policy programming. We look to our members to define our agenda for the Annual Meeting and for the research, seminars, and gatherings that will follow. Energy is an umbrella topic that has focused our attention, be it climate change (including its effect on agriculture), offshore wind, electric vehicles, hydropower, or the transporting of spent fuel from nuclear reactors.

David Hayes, the then White House special assistant to the president for climate policy, opened the August Annual Meeting to discuss tax incentives for clean energy and funds for coastal resiliency, two issues our Energy and Environment Program has been investigating for years. We were privileged to hear from Hayes just days after Congress passed the Inflation Reduction Act, which contains these plans.

Hayes’ presentation was followed by an overflow session on cooperative efforts among states, industry, the federal government, and local stakeholders to advance the development of offshore wind in the Northeast that is well underway in several states. Rona Cohen explores the critical related issue of finding the most efficient and low-cost ways to bring electricity to shore.

CSG East’s Transportation Committee has been following the increasing acceptance of electric vehicles, sales of which doubled in 2021 — a transition that is happening faster than anticipated. At its session in Manchester, speakers addressed issues critical to the adoption of EVs, including revenue concerns related to current gas taxes and larger economic effects, including the impact on retail and small businesses, real estate, and legacy underground storage tanks.

Our Northeast High-Level Radio-

active Waste Transportation Project is one of the best examples around of states cooperating with each other, with tribal governments, and with the federal government to deal with an issue that has been with us for years and will be with us for years to come. Engaging citizens and local communities in dialogue, as the related article in this publication highlights, is critical to achieving the eventual goal of the safe storage of nuclear waste and the transportation to get it there.

The Annual Meeting drew attention to the opioid crisis that has hit CSG member states and provinces hard, and our members wanted to discuss what was being done in the region to reduce harm — and death — by opioid users. Québec has launched safe consumption sites and other harm-reduction measures over the last few years, and based on some of the work done by Québec, Rhode Island has become the first state to legalize supervised drug consumption sites.

At CSG, we serve our members, not only with resources in the East, but also with the numerous programs and opportunities provided by our colleagues at CSG National in Lexington, Kentucky. For example, the CSG National Center for Interstate Compacts helps craft multistate solutions, and the CSG Center of Innovation is an excellent source of information, technical assistance, data analysis, and research. No other organization combines the strength of a regional structure with the impact of a national organization to deliver such exceptional value to the states.

I hope you enjoy the articles and quick analyses in this edition of *Perspectives*. Please join us as we pursue deeper conversations and programs on these issues in the months to come.

David N. Biette
Director, CSG Eastern Office

CSG East: Creating Policy Solutions

Since 1933, state officials have turned to The Council of State Governments (CSG) as an impartial source of research and information to help them meet the challenge of governing.

CSG, headquartered in Lexington, Kentucky, has four regional offices in the East, Midwest, South, and West.

CSG's Eastern Regional Conference (CSG East) has been located in New York City since 1937. Our team of experienced policy staff support legislative, judicial, and executive-branch officials from our 18 member jurisdictions in areas relating to agriculture, Canada/U.S. relations, education, energy and environment, fiscal affairs, health, international trade, and transportation.

CSG East facilitates the exchange of ideas among its member states, provinces, and territories, promotes networking among members, and conducts fact-based research and analysis to help shape effective public policy.

We also conduct leadership training programs and advocate on the federal level for programs and policies beneficial to our region.

CSG East is here for you. Call, email or visit us online at www.csg-erc.org.

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Credit: Legislative Assembly of Ontario



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Enlisting Farmers in Climate Solutions

BY RONA COHEN AND TARA SAD



Brubaker Farms LLC in Mount Joy, Pennsylvania.

A few years ago, as Russell Redding spoke to a group of Amish farmers about climate-friendly agricultural practices that would benefit the Chesapeake Bay, he had what he calls “a reality check.”

Redding, who serves as Pennsylvania’s agriculture secretary, explained that rising temperatures were affecting the bay’s ecosystem, producing more powerful storms that increased pollution runoff, rising seas that led to dangerous flooding, and warmer waters that threatened fish and crabs.

One of the farmers approached Redding and said the group wasn’t interested in talking about climate change. That might have been the end of the conversation, but Redding had an idea: He asked the farmer to think about climate mitigation as “carbon management” — and suddenly, the farmer was willing to listen.

“He said, ‘Oh, like nutrient management,’ and a lightbulb went on,” Redding told CSG East Agriculture and Rural Affairs Committee members during the 2022 Annual Meeting. The practice refers to methods for applying nitrogen, phosphates, and other nutrients in a way that efficiently boosts crop productivity while avoiding harm to the environment. The Amish had been practicing nutrient management for 30 years.

The lesson Redding drew from the exchange is this: As climate change increasingly affects agriculture in the Northeast, finding the right words to communicate the solutions matters. According to the U.S. Environmental Protection Agency, carbon sequestration through farming and forestry reduced gross U.S. carbon emissions by 12 percent in 2019, but studies suggest that

figure represents a fraction of nature’s true potential to take carbon out of the air and store it in soil, trees, and crops — and do so in an affordable way.

“Our collective challenge is to convince the farm community that they have a role and they can own this, but also to get them to appreciate what they currently do, which has huge implications for mitigating climate impacts,” said Redding.

Multiple Benefits

In fact, across the Northeast, farmers have been sequestering carbon for years through agricultural practices used because they improve water quality. In Pennsylvania, 68 percent of farmers store carbon through no-till farming, in which cropland is used for production without disturbing the soil through tillage. Soil that isn’t tilled protects carbon from loss, increases microbial growth, and leads to more plant growth. Growers in the Chesapeake Bay area also lead the nation in planting cover crops, which help store carbon while increasing soil health and reducing erosion.

These practices have helped farmers adapt to changing weather patterns. David Hollinger, director of the U.S. Department of Agriculture (USDA) Northeast Climate Hub, told CSG East members that average temperatures in the Northeast have risen by 3 percent Fahrenheit since the 1970s. Every degree of temperature increase enables the air to hold 4 percent more water, which contributes to more intense downpours. These in turn can increase erosion and nutrient runoff, reducing yields.

Bill Foshier, who owns a sheep farm in Surry, New Hampshire, said that precipitation used to be predictable, with a steady rain once or twice a week and the occasional thunderstorm, but in recent years, the norm has become a mix of extremes: less frequent, more intense rainfall, interspersed with long dry spells.

“As far as practices to make the farm more resilient, I’m not really doing anything that I haven’t done for the last 30 years, but I’m doing it more intensively and being very intentional about it,” said Foshier.

Foshier rotates his herds through different plots of land using “prescribed grazing,” which can improve water filtration and drainage and decrease erosion. Thirty years ago, he would move his sheep every 4 or 5 days, and give each paddock at least 30 days of rest between grazings to enable regrowth. Now he’s moving them every day and letting the paddocks rest up to 80 days. He monitors the amount of forage in the paddocks more closely, and leaves more plants in the ground to grow.

Foshier explained that taller plants have deeper roots, which enable topsoil to hold more water, improving resilience to heavy rains, and helping plants withstand dry spells. “In situations where I need to add seed to my fields, I’m giving priority to species and varieties that have deep roots or other traits that make them more resilient to drought,” he said.

Creating Markets

Deeper roots also can sequester more carbon in the soil, although Hollinger said the sector still needs better methods to quantify and monitor how much carbon is stored through different farming and forestry management practices. “How much carbon can be stored where? That is still an open question. The big picture is clear, but there are still many details to be worked out,” he said.

USDA is funding research to improve data collection and modeling to more accurately measure carbon stored in soil, as part of a \$3 billion effort to expand market opportunities for commodities produced using climate-smart farming practices. The Inflation Reduction Act provides another \$19.5 billion in financial and technical assistance to private landowners to implement conservation programs, and will prioritize climate mitigation measures.

Several voluntary programs have emerged in the last two years that enable emitters to purchase carbon offsets generated by farmers who sequester carbon. Mike Brubaker, who raises boiler chickens and dairy



Bill Foshier's sheep farm in Surry, New Hampshire.

cows with his brother Luke on 1,000 acres in Mount Joy, Pennsylvania, said he is interested in exploring carbon markets, but that entry is challenging for an established farm that is experienced with climate-friendly practices.

“We are looking into some models for carbon markets. But it’s difficult if you’re already doing things that reduce carbon like us. We’ve been doing no-till drilling and planting cover crops and riparian barriers for years. But to enter into a carbon market, you have to prove that the practice is a new one,” he said.

Other challenges include lack of price transparency for carbon offset contracts, and uncertainty about whether a farmer will face legal liability if sequestered carbon is released into the atmosphere.

Hollinger admitted that voluntary markets are a challenge. “This is unregulated. It’s kind of the wild west out there right now,” he said. ■

The climate and agriculture briefing is among several discussions sponsored by CSG East Committees in the last two years to provide members with a forum to discuss climate-related solutions. The Agriculture and Rural Affairs Committee is planning a webinar for late February or early March 2023 to update members on the status of carbon markets throughout the country. Additional information is available on the CSG East website: www.csg-erc.org.

As Offshore Wind Advances, Experts Urge Regional Collaboration on Transmission Planning

BY RONA COHEN



Some 30 gigawatts off offshore wind are on track for development by 2030 along the East Coast, enough to power roughly 20 million homes.

In federal waters off the coast of Massachusetts, Vineyard Wind is erecting 62 massive turbines, each as tall as the Eiffel Tower. Sometime next year, the turbines will start sending electricity into the New England grid — enough to power 400,000 homes.

The project is the first in a wave of commercial-scale wind farms slated to come online in the next few years, driven largely by competitive state policies and economic incentives to attract investments in ports, manufacturing, training, staging, and assembly.

Yet as states vie for industry leadership, analysts are urging collaboration to overcome a key challenge to scaling the sector: finding the most efficient way to bring the electricity to shore. Experts say that cooperation is essential to lowering costs and speeding the integration of large amounts of ocean-based power.

During the 2022 Annual Meeting, New Jersey Board of Public Utilities Commissioner Bob Gordon likened the magnitude of the coordination challenge to the creation of the interstate highway system during the Eisenhower era.

“My message for my colleagues in other states is this: Start thinking about ways we can collaborate in the planning process for developing offshore transmission,” Gordon told the CSG East Energy and Environment Committee during a briefing with industry representatives. “I think it would be a great benefit if states could start working together.”

Although currently there are only two small offshore wind pilots in the United States — in waters near Rhode Island and Virginia — some 30 gigawatts are on track

for development by 2030 along the East Coast, enough to power roughly 20 million homes.

A Need for a Shared Approach

So far, transmission has been built on a project-by-project basis, using a “generator lead-line” approach, in which developers build an individual cable for each wind farm, connecting them one by one to the onshore high-voltage network. This go-it-alone approach is driven by state solicitations that bundle generation and transmission, as well as federal regulations, which allow radial lines to be included with each lease. In addition, early projects have sought to establish certainty by controlling their own grid interconnections.

Nevertheless, experience from the European Union — where countries have been developing offshore wind since 1991 — revealed that over time, this individualized approach led to costly grid upgrades and complicated permitting challenges. A promising alternative is to create a planned system enabling transmission developers to build an independent grid to connect multiple wind farms, said Peter Shattuck, president of Anbaric New England.

“Independent transmission infrastructure can serve as a platform for third parties. Think Amazon,” Shattuck told CSG East members during the August briefing.

He explained that through economies of scale, a planned system lowers costs for both onshore and offshore transmission. There are several designs being considered, including a high-capacity transmission backbone and a hub-and-spoke model, in which several

wind turbines are connected by a single high-capacity cable, notes a report from the think tank Urban Ocean Lab. These designs are also intended to reduce environmental impacts and alleviate local siting conflicts by limiting the number of grid connection points along the coastline.

Shattuck cited an industry study for the United Kingdom, which has had significant offshore development using the generator lead-line approach. The analysis, conducted by the Brattle Group consulting firm, found that if development moved to a planned approach by 2030, it could cut the cost of transmission almost in half.

Additional studies estimated that a planned grid connecting multiple wind farms off the coast of New York state would lower transmission costs by \$500 million and reduce environmental impacts and project risk. These studies also showed that New England taxpayers could save \$1.1 billion compared with the cost of independently linking nearby offshore wind farms to an onshore network.

In recent months, those states have taken steps to enable collaborative approaches.

New York's third solicitation for offshore wind, announced in July, requires that any project using high-voltage direct current cables must be "meshed-ready" so that it can plug into a broader ocean-based transmission network, if one is built. The solicitation seeks to procure at least 2 gigawatts of offshore wind, enough to power 1.5 million homes, as part of an overall target of at least 9 gigawatts by 2035.

New Jersey's Plan

New Jersey regulators are pursuing their own planned approach with regional grid operator PJM, Inc., and the results have been impressive, said Shattuck.

Last year, PJM held a competitive solicitation of managed transmission projects to achieve the state's then-goal of developing and integrating 7.5 gigawatts of offshore wind into the grid by 2035. (In September, Governor Phil Murphy raised the target to 11 gigawatts by 2040, the most ambitious goal of any state.) The state received 80 bids from 13 developers — including Anbaric — to cost-effectively deliver power from offshore development to customers. In October, the state selected the winning bid: the Larrabee Tri-Collector Solution 1, a proposal jointly submitted by Mid-Atlantic Offshore Development and Jersey Central Power & Light. Officials said the project will cost the average residential customer \$1.03 per month.



Credit: NJBPU

New Jersey BPU Commissioner Bob Gordon

**"This is groundbreaking.
New Jersey is working with
PJM to integrate our policy
goals to bring offshore wind
into the grid."**

New Jersey is authorized to engage in a competitive planning process to achieve its offshore wind targets by the Federal Energy Regulatory Commission's Order 1000, a rule that enables one or more states to propose a project to help achieve public policy objectives with the costs passed through to ratepayers.

"This is groundbreaking," said Gordon. "New Jersey is working with PJM to integrate our policy goals to bring offshore wind into the grid. We are the first state in PJM to take this on."

So far, other states in the PJM region that are developing wind farms have not announced plans to pursue a planned approach. But at least two of those states — Maryland and Pennsylvania — have joined a new federal partnership with the Biden administration and 11 East Coast governors that aims to coordinate the buildout of the offshore wind supply chain and address regional transmission and interconnection, among other issues.

Creating a Supply Chain Infrastructure

Some grid experts have warned that failure to address the transmission challenge could slow the progress of the projects that are moving forward and the pace of jobs being created in manufacturing, shipping, testing facilities, and other key infrastructure.

A recent federal study estimates that the offshore wind industry will need an average of up to 58,000 full-time jobs every year from 2024 to 2030, compared with fewer than 1,000 jobs today.

States are partnering with industry, academic, environmental justice, and community groups to create technical training and university degree programs. In Massachusetts, Vineyard Wind has invested \$2 million to support an industry workforce, including curriculum development in local schools and training certification programs with community colleges.

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Addressing the Nursing Workforce Crisis

BY SHIRLEY GIROUARD



Credit: Canva

The COVID-19 pandemic exacerbated a national shortage of nurses in the United States, and surveys show that high numbers of currently employed nurses are considering leaving the profession due to stress, exhaustion, and poor working conditions. A study published in the journal *Health Affairs* in April 2021 found that the supply of registered nurses (RNs) decreased by over 100,000 from 2020 to 2021.

The American Hospital Association has declared the nursing shortage a national emergency, with the deficit anticipated to be 1.1 million nurses by the end of 2022. New Jersey and New Hampshire rank among the top 10 states in which the shortage will be the most severe.

Multiple factors are contributing to the shortage, including:

- A shortage of faculty (due to multiple causes) restricting enrollment into nursing programs
- Increased demand for nurses due to aging populations and related chronic conditions and complexity of care
- An aging nursing workforce depleted by retirement
- Low social value given to nursing, and negative perceptions of the profession and its work
- Workplace stress affecting job satisfaction and leading nurses to leave the profession

Recent reports by several nursing organizations have highlighted the implications of the shortage for the supply of nurses. Eighty-three percent of nurses in a Canadian

study reported current conditions are not sufficient to provide care, and 60 percent of nurses stated an intent to leave their jobs. In Québec, 4,000 nurses quit their jobs in 2020. In Ontario, RN vacancies have quadrupled.

A 2022 study from the American Nurses Association and American Nurses Foundation found that 52 percent of nurses considered leaving their employment because low staffing was affecting their well-being and ability to give quality care, and 75 percent were stressed, frustrated, and exhausted. In a separate survey of U.S. critical care nurses by the American Association of Critical Care Nurses, 66 percent of respondents reported considering leaving the profession given their experiences with the COVID-19 pandemic.

Implications of the Nursing Shortage

Several studies have shown a correlation between nurse staffing levels and the safety and quality of care: Higher numbers of professional nurses in a hospital care setting are associated with lower death rates following surgery, while higher nurse-to-patient ratios are associated with more hospital-acquired infections. In addition, nurses contribute to reducing health disparities, increasing the population's access to primary care, perinatal care, and complex, chronic disease management.

States, Territories, and Provinces Respond

The American Nurses Association recently identified the complex issues that need to be addressed to maximize the “power and promise of nurses and the nursing

profession,” including creating safe, empowering, and healthy work environments; developing public policy that supports quality health care; and crafting laws and regulations that enable nurses to practice to the full extent of their education and licensure.

Some potential solutions include boosting investments in nursing education, including tuition relief; more funding for faculty; fostering partnerships between government, public and private education, and health care institutions; and pilot programs for residencies and clinical sites.

In addition, there is a need to improve licensing through multistate licensure compacts to allow nurses to practice in more than one state. Temporary work permits for new graduates, graduates of foreign nursing schools, and nursing internship licenses, which have been used during the pandemic, may also be opportunities for states moving forward.

Finally, engaging nurses in decision making about access to and the structure, quality, and costs of health care provides the opportunity to assure that nurse and patient needs are addressed in program and funding decisions.

State, territorial, and provincial governments have always been involved in these issues, with their efforts most commonly focused on the laws and regulations governing education and licensure, including “scope of practice”—the services that nurses and advanced practice nurses are authorized to provide. Nevertheless, the current extent of policymakers’ involvement in addressing the crisis is unprecedented. Using national and local funds, philanthropic dollars, and innovative funding strategies, policymakers are partnering with educators, providers, unions, professional organizations, and consumers to build and sustain the nursing workforce to ensure the health of the public by staffing the right nurses in the right numbers and places at the right time.

CSG East plans to host a nursing workforce policy forum during the spring of 2023 to convene members with experts in the field to share experiences and best practices for addressing the nursing shortage and other health care workforce issues. ■

For more information, please contact CSG East health policy consultant Shirley Girouard at sgirouard@aol.com.

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“We’re working hard to connect local vendors with the offshore wind industry, to get locals trained,” said Christian Scorzoni, the company’s director of government affairs, during the August briefing.

Recently, Massachusetts and four other New England states announced an initiative to explore pathways for optimizing clean energy transmission infrastructure. In September, the states asked for public feedback on a draft conceptual framework for integrating offshore wind into the New England grid and on how best to position states and the region to access federal funds. The Inflation Reduction Act allocates \$100 million for offshore wind transmission planning, modeling, and analysis.

The request for information notes that the offshore wind projects currently under contact will use up all of the available transmission capacity at the most convenient and cost-effective connection points in Rhode Island and Cape Cod. Any future development connected under the current, project-by-project approach will trigger potentially billions in upgrades to the onshore grid — investments that could be avoided through a planned, regional approach, it says.

During a virtual scoping meeting in October, the

New England group learned about a U.S. Department of Energy study that is exploring coordinated transmission options to maximize Atlantic Coast offshore wind development. Greg Brinkman, a researcher at the National Renewable Energy Laboratory who is involved in the study, said that linking different offshore wind platforms to enable transmission expansion between regions could enhance reliability and resiliency and mitigate grid congestion. But planning ahead is critical.

“There’s kind of a time aspect to it all,” he said. “If we are putting out a lot of transmission in the offshore space that is not any sort of future-proof design, that can’t be interlinked, it will be more and more challenging as time passes to be able to realize any of those potential benefits,” he said.

The agency estimates that a well-planned offshore grid could facilitate up to 110 gigawatts of offshore wind by midcentury. It plans to release its transmission study at the end of 2023. ■

The offshore wind briefing is part of an ongoing information series sponsored by the CSG East Energy and Environment Committee and the CSG State Legislative Climate Alliance to provide members with best practices to facilitate the clean energy transition. Additional resources are available on the CSG East website: www.csg-erc.org.

Engaging Communities in a Nuclear Waste Storage Solution

BY RONA COHEN



Credit: Maine Yankee

Dry cask storage at the former Maine Yankee site.

On a quiet patch of land in the rural town of Wiscasset, Maine, armed guards monitor dozens of concrete structures containing radioactive waste. The land is the former site of Maine Yankee Nuclear Power Plant, once the world's largest nuclear reactor, which shut down in 1995. Now, all that remains are 60 dry casks filled with spent fuel and 4 more containing irradiated steel, all in need of a permanent home.

The waste should have been gone by now, but Congress's failure to designate a long-term repository has left it stranded at 74 sites across the country, including Maine Yankee, costing taxpayers billions.

In recent months, the Biden administration has resolved to find a near-term solution to the waste storage challenge, by asking communities to consent to participate in siting a facility. The hope is that through sustained public education and engagement, the initiative will succeed where previous efforts have failed: in garnering local acceptance and support for an interim site to store highly radioactive waste safely — at least until Congress agrees on a permanent location.

"We recognize that there has been a trust deficit between the DOE and the communities we are looking to serve," said Sam Brinton, deputy assistant secretary for spent fuel and waste disposition at the Department of Energy Office (DOE) of Nuclear Energy, during a webinar in October. "This is going to build bridges and help to regain some of the trust that has been lost," they said.

Restarting a Public Dialogue

Asking a community to consent to hosting a facility represents a stark departure from the top-down siting model that resulted in the federal government's designation in 2002 of Yucca Mountain, in Nevada, as a long-term repository. That decision led to a backlash among local residents and others, and eventually to rejection of the site seven years later.

The new initiative seeks to build on a consent-based process launched by the Obama administration in 2016. At the time, then-DOE Secretary Ernest Moniz acknowledged that Yucca Mountain's failure made clear that a plan to build a repository in a community or state that did not agree to host it was unworkable. Agency officials met with local governments, tribes, and residents across the country to get their input on what a fair siting process should look like. Officials repeatedly heard concerns about transparency and safety, and whether it was possible to isolate the waste in a way that would not affect humans or the environment for generations to come.

DOE received some 10,000 comments in total, but the effort was abandoned during the Trump administration, which briefly sought to restart the licensing process for Yucca Mountain to serve as a long-term nuclear waste repository.

Last year, when the Biden administration asked for public input on a new consent-based siting initiative, much of the feedback emphasized that local populations

must derive meaningful benefits in return for hosting a facility. “Fairness, procedural justice, distributive justice. These are really important themes that we heard throughout our work,” said Brinton.

Uldis Vanags, who is project director of CSG East affiliate organization the Northeast High-Level Radioactive Waste Transport Project, understands the importance of building public trust. For nearly three decades, the task force has collaborated with federal, state, and local officials in 10 northeastern states to develop a plan to safely transport spent fuel along the region’s roads and railways. If and when officials designate an interim storage site or a long-term repository, the task force will play an essential coordinating role. “Getting buy-in from communities along waste shipment routes is critical,” said Vanags.

Under the federal Nuclear Waste Policy Act, the DOE must reimburse states for their emergency response personnel who monitor a spent fuel shipment traveling through a community. The agency has recently revived a working group that will rely on Vanags’ task force to help design an equitable funding formula. “It sounds like it would be a simple thing, but it’s not,” said Vanags.

He explained that while a state like Pennsylvania, which is home to eight operating nuclear reactors, already has a large emergency response team, states without nuclear power may need to build significant capacity if they are in the path of a nuclear waste shipment. The group will need to weigh other factors when determining fair funding allocations, such as population density along a waste transport route, which

could increase risk levels and require more personnel.

“Those are discussions that have now restarted: trying to figure out a funding formula that meets the needs of all the various states and tribes,” said Vanags.

A Costly Challenge

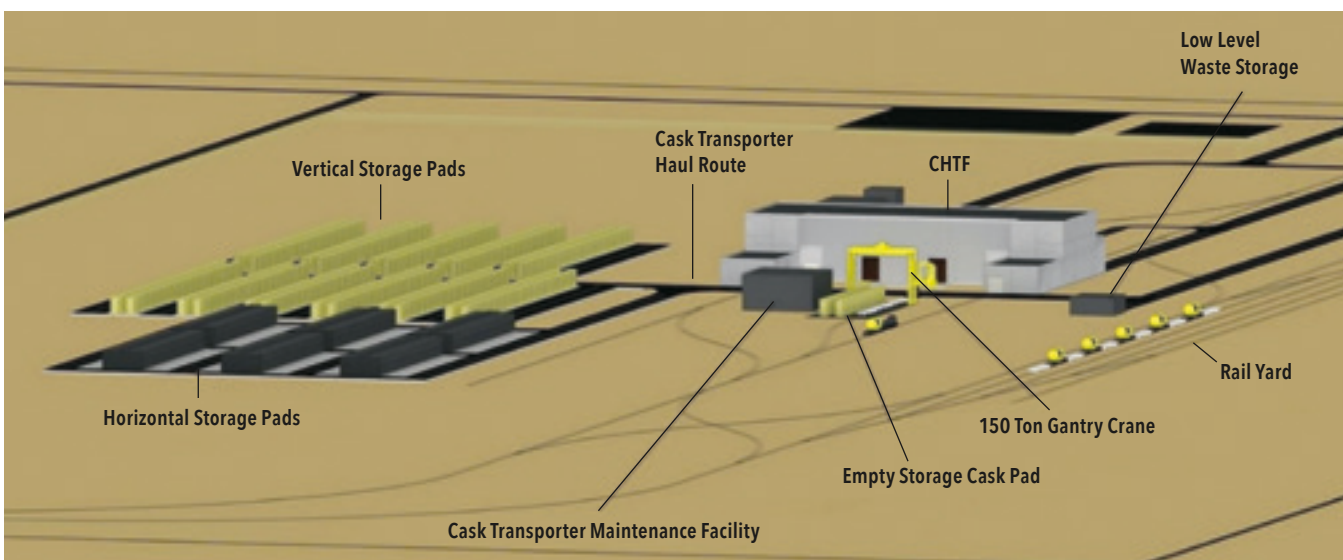
The federal government never intended to leave the waste scattered across the country indefinitely; in fact, spent-fuel storage pools at commercial nuclear power plants were designed to hold waste only for a few years. The 1954 Atomic Energy Act required that spent fuel from commercial reactors be shipped to a reprocessing plant and recycled into new fuel. But for a variety of reasons, commercial reprocessing never succeeded in this country.

In 1982, the Nuclear Waste Policy Act ordered the DOE to investigate a long-term geologic repository, and the federal Nuclear Waste Trust Fund has since collected nearly \$45 billion from nuclear utility customers to fund it. Since the rejection of the Yucca Mountain site in 2009, however, the future of the spent fuel has been uncertain.

Currently, more than 88,000 metric tons of spent fuel are stored in 33 states in pools or dry casks. The waste is located at operating commercial reactors and at plants that have been shut down, decommissioned, and no longer even have a reactor — all that’s left is the spent fuel. There is also high-level waste left over from the nuclear weapons program in need of a permanent storage site.

The burden of temporarily storing waste in multiple sites is costing taxpayers billions, and some plant

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An artist's rendering of what an initial federal consolidated interim storage facility could look like. Shown in the figure are storage pads for vertical concrete casks and horizontal storage modules, plus a cask handling and transfer facility.

With Opioid Death Toll Rising, Leaders Seek New, Better Answers

BY DYLAN MCDOWELL



Credit: China

Tens of thousands of Americans struggling with opioid use disorder (OUD) became more isolated during the height of the COVID-19 pandemic and at higher risk of overdosing, according to health officials.

Public officials throughout the United States and Canada are grappling with a third wave of the opioid crisis that is far deadlier and more pervasive than those preceding it. Facing this growing threat, leaders are seeking new answers.

“It is no secret that this is simply not getting better in New England,” said Gordon Smith, Maine’s state director of opioid response, during a panel discussion at the 2022 CSG East Annual Meeting. “We have not been successful in keeping people alive to get them into treatment.”

Over 100,000 Americans died from an overdose in 2021, and experts estimate that around three-quarters of those deaths involved opioids. The numbers represent a nearly 30 percent increase in mortality from the year before, even after many jurisdictions greatly expanded access to life-saving emergency drugs like naloxone.

“The amount of people that are dying, it’s not a drug anymore. It’s like you’re buying a casket,” said one participant interviewed for a study published in October in the *Harm Reduction Journal*.

The rapid proliferation of fentanyl and synthetic

opioids — far more potent than the heroin and prescription painkillers that drove overdose deaths in the 2000s and 2010s — came at a particularly bad time for health officials already working overtime to combat the epidemic. While attention and resources were shifted to address the COVID-19 pandemic, they say, tens of thousands of Americans struggling with opioid use disorder (OUD) became more isolated and at higher risk of overdosing.

Harm Reduction

For the thousands of public officials seeking more effective solutions, there is some good news, said Carol Wei, an acute care nurse from Brooklyn who joined the Annual Meeting panel.

Medication is available to treat substance use disorder (SUD), including methadone, buprenorphine, and naltrexone, all three of which are recommended by the FDA and medical experts as treatment options.

Importantly, Wei said, new “X-waivers” authorized through the Substance Abuse and Mental Health Services Administration (SAMHSA) are making some of

these medications more widely available to caregivers of all kinds. Wei urged wider public messaging on the availability of these waivers.

In many cases, new medicines and treatment options simply never reach those who need them, said Brandon Marshall, a professor at the Brown University School of Public Health.

A recent Pew study shows the many barriers that still exist at the state level for those seeking to access opioid treatment programs — the only health care facilities that can offer patients all three forms of FDA-approved medication for OUD.

Harm reduction, Marshall explained, is the key to preventing deaths among those who are not currently seeking treatment. The term refers to a wide array of policies, programs, and practices that aim to minimize negative health, social, and legal impacts associated with drug use.

Lawmakers may already be familiar with such measures, including wide distribution of naloxone (commonly seen under the brand name Narcan), test strips to alert people who use opioids and other drugs to the presence of fentanyl, and needle exchanges.

Needle exchanges are especially important in Québec, said Richard Cloutier, who recently retired from Québec's Ministry of Health and Social Services.

"Québec now has 1,200 centers where people can get needle exchange: in community groups, pharmacies, [etc.]," Cloutier said during the panel. "Our primary health services make them available too, which is unique in Québec. Even rehab facilities — which mostly focus on abstinence — have needle exchange available. It's that important and effective."

But Québec didn't stop there. After public health leaders conducted a review of academic literature on harm reduction in 2009, it became clear that still more options were available. The effectiveness of needle exchange led to the first safe consumption sites in Québec, Cloutier said.

Supervised Consumption Sites

Supervised consumption sites (SCS) are designated centers where people can use previously obtained substances under the safety and supervision of trained staff.

There are more than 200 SCS operating in 14 countries around the world today. The first sites in North America were opened in Vancouver in 2003, amid a growing HIV and overdose emergency. Similar



Rhode Island state Senator Josh Miller sponsored legislation making his state the first to legalize supervised consumption sites.

programs are up and running, with federal and regional support, in British Columbia, Alberta, Ontario, and Québec.

According to Marshall, who was on the team that studied the initial impact of Canada's first SCS in Vancouver, these sites reduce HIV and other infectious diseases, prevent overdose and public disposal of syringes, and — most importantly — "show that overdose deaths are preventable."

"Despite millions of injections at the Vancouver facility, there has never been a death there, nor in any supervised consumption site in the world," he said.

Recent studies published in the academic journal *Drug and Alcohol Dependence* also show that documented criminal activity near these sites — both those operated legally and illegally — "decreased rather than increased."

Furthermore, a 2022 study published in the *Harm Reduction Journal* found that "overdose management at an SCS creates cost savings by [avoiding the need for] emergency department and pre-hospital ambulance services." After close monitoring of an SCS in Calgary from November 2017 to January 2020, the study found that each overdose managed at the SCS produced "approximately \$1600 CAD in cost savings, with a savings of over \$2.3 million for the lifetime of the program."

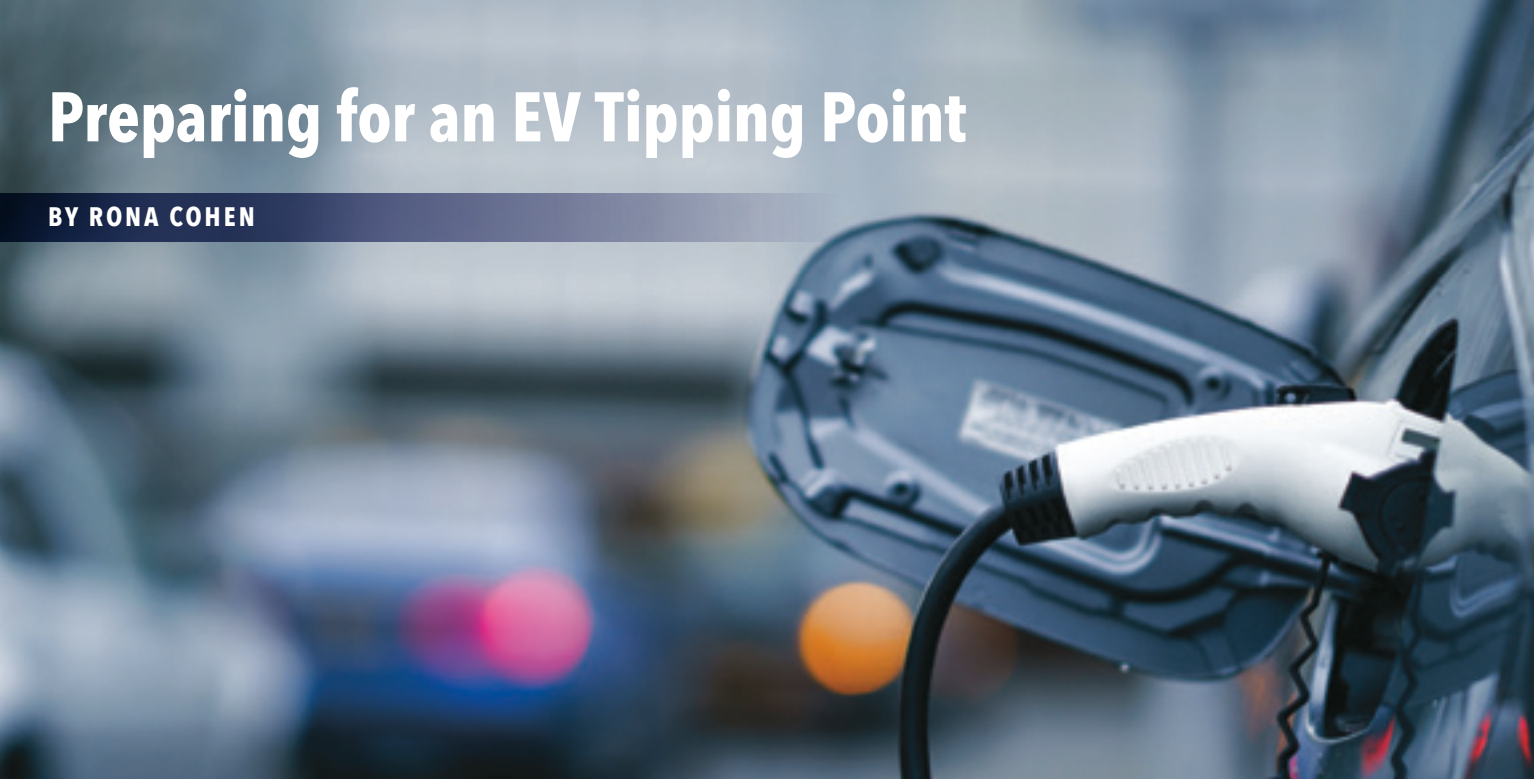
Advocates and officials also stress the importance of reducing the impact on increasingly strained local hospitals and emergency medical services.

In the United States, some of the first attempts to open SCS, including one in Philadelphia in 2019, were blocked by the U.S. Department of Justice, which cited

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Preparing for an EV Tipping Point

BY RONA COHEN



Credit: Canva

Some studies suggest that mass adoption of EVs will occur sooner than expected – and that the shift is occurring too quickly for governments and communities to adapt.

After years of halting growth, U.S. sales of electric vehicles have entered the fast lane.

Drivers' purchases of EVs doubled in 2021 and hit record levels during the second quarter of 2022, despite a drop in overall new car sales during the same period, according to Cox Automotive, an industry consulting firm. Major automakers have invested heavily in battery technologies and are rolling out a quick succession of EV models, with some having already announced plans to fully electrify their fleets within the next five years.

While EVs still represent less than 5 percent of new car sales industrywide, IHS Markit predicts that share could jump as high as 30 percent by the end of the decade and up to 45 percent by 2035. A Bloomberg analysis is even more bullish, suggesting that EVs have reached a critical tipping point and could comprise a quarter of new car sales by 2025. That would signal mass adoption a few years ahead of major industry forecasts — and some experts warn the shift is occurring too quickly for governments and communities to adapt.

“The transition is happening a lot faster than planned,” said Jay Golden, who runs the Dynamic Sustainability Lab at Syracuse University’s Maxwell School. “I worry that public and private decision-makers don’t have enough information so that we can make good decisions,” Golden told members of the CSG East Transportation Committee during a presentation at the 2022 Annual Meeting in Manchester, New Hampshire.

Unintended Consequences

The demand for EVs is driven in large part by government policies and financial incentives that support their deployment.

Soon after taking office, President Joe Biden pledged to cut economywide greenhouse gas emissions in half by 2030 and to net zero by midcentury. Slashing pollution from transportation, which contributes one-third of U.S. carbon emissions — more than any other sector — is central to that goal. In 2021, Biden issued an executive order calling for EVs to comprise half of all new vehicle sales by 2030.

Some states have made even more ambitious commitments. Earlier this year, California mandated that all new cars and trucks sold in the state must be zero emission by 2035, and Massachusetts soon followed suit. They are among a dozen states, including four in the Northeast, that have established goals to zero out economywide emissions by midcentury or earlier. Achieving those targets will hinge partly on how quickly drivers trade in their gasoline-powered cars for cleaner options. These planning efforts received a significant boost from the 2021 Bipartisan Infrastructure Law, which is sending \$5 billion to states over five years to build out an EV charging network.

During his presentation, Golden acknowledged the benefits of the shift to emissions-free transportation, but warned the faster-than-anticipated transition could lead to unintended economic and environmental consequences.

He asked committee members to consider that the

decline of the internal combustion engine spells doom for conventional gas stations, mechanics, traditional car dealerships, and the network of other businesses that have been catering to an industry centered around fossil fuels for more than 100 years. They will suffer if policies that are propelling the transition are not accompanied by efforts to retrain those workers, he said.

“Think about this: What happens to all the 7-Elevens, BPs, Shells, and convenience stores? What happens to the mechanics? EVs require far less maintenance than internal combustion engines. What happens to dealerships when you’re buying cars online?” Golden asked.

Golden met with the committee a day before President Biden signed a sprawling bill that is expected to turbocharge the EV industry. The new law, known as the Inflation Reduction Act, will provide billions in tax credits for the purchase of electric vehicles as part of a broader package of incentives intended to hasten the transition away from climate-warming fuels. The incentives are expected to bring the price tags of battery-powered vehicles within reach of low- and middle-income earners — groups that historically have been shut out of the pricey EV market.

The Biden administration has acknowledged the need to plan ahead to assist businesses and workers who will be affected by the transition. In September, it announced a new collaboration between four federal agencies that will work to maximize the public advantages of sustainable transportation options and enhance “economic development and job opportunities as the transportation industry transforms.” The plan is to release a roadmap in December 2022 to guide new policies and deployments in the clean energy sector.

Revenue Impacts

In his meeting with the CSG East Transportation Committee, Golden urged policymakers to start planning now for one of the biggest consequences to state coffers from electrification: a decline in revenue from gas taxes, which are the primary source of funds to maintain the nation’s roadways.

Golden and his team of graduate students have been exploring county-level data in the Northeast, including the number and type of registered vehicles in a county, the number of miles traveled in a given year, and corresponding tax receipts from gasoline sales, to offer projections about potential revenue decline.

“So, we can go to a state and say, ‘This is where you’re going to have the biggest transition, and these are the potential hot spots in terms of revenue,’” he said.



Credit: Mary Schwelm

Rhode Island state Senator Lou DiPalma

“I’m really worried about the small business impact...it’s an issue that affects every state.”

For example, after studying data in New York, Golden projects that nominal annual gas tax revenues in the state in 2040 will be \$500 million lower than in 2021 because of EV displacement.

A handful of states have operated pilot projects testing out tax structures to replace the gas tax, including a fee based on the number of miles driven. Oregon gives EV drivers a choice between paying a one-time annual fee of \$115 or being charged \$1.9 cents per mile they drive. In Utah, drivers can choose between an annual fee of \$123 or a charge of \$1.52 cents per mile.

Currently, no state in the CSG East region is piloting a per-mile user fee. And while more than half of U.S. states impose an additional registration fee for EVs to cover some of the lost state gas tax revenues, none are in the CSG East region. In 2021, legislation introduced in the Vermont Senate would have enabled the state’s Commission of Motor Vehicles to establish additional registration fees for plug-in hybrid and battery electric vehicles, but the bill did not make it out of committee.

Golden said that some of the lost revenue from the decline in gas taxes will be offset by new government investments, but there will be other costs that policymakers should consider. While some gas station owners will transition to charging stations, they face competition from Starbucks, grocery stores, and other establishments that are investing heavily in chargers. In many towns, gas stations are located on prime real estate on local roads, and if they close, states and local communities should be prepared to address potential impacts from a loss of property taxes and jobs. In addition, there could be environmental consequences: These stations house between 500,000 and 600,000 underground storage tanks. How will they be managed if gasoline sales dry up? he asked.

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States Embrace Evolving Workforce Strategies for Youth and Young Adults with Disabilities

BY MARY GREENFIELD AND ABEER SIKDER

As states strive to promote workforce inclusion, building career pathways and increasing educational access for youth and young adults with disabilities is key to ensuring their successful transition to adulthood. Policymakers have made progress in engaging youth with disabilities in the workforce over the last few decades. However, the unemployment rate for people with disabilities is still about two times greater than the rate for those without disabilities — including in CSG’s Eastern region.

Youth and young adults with disabilities face significant barriers as they transition to the workforce. But when policymakers identify and leverage a young person’s unique strengths and diverse talents, they can help them overcome these barriers. One initiative that is helping state policymakers in the East to find solutions is The Center for Advancing Policy and Employment for Youth (CAPE-Youth).

CAPE-Youth is a collaboration among the U.S. Department of Labor’s Office of Disability and Employment Policy, The Council of State Governments, and the Yang-Tan Institute at Cornell University. CAPE-Youth helps states share best practices, develops strategic partnerships between workforce systems, and provides research for policymakers on work-based learning, professional development, and more. Over the past year, CAPE-Youth has worked with CSG East members through a variety of events and initiatives, including a national working group and an education and workforce summit during CSG East’s 2022 Annual Meeting.

National Working Group on Youth Transitions

The National Working Group on Youth Transitions is made up of 50 policymakers and 10 youths and young adults with disabilities who exchange strategies for improving outcomes for entering the workforce. Policymakers and youth come from all CSG regions, with multiple leaders representing CSG East from Delaware, Maryland, and Massachusetts.

Despite limitations posed by the pandemic, CAPE-Youth convened two in-person working group meetings: in San Diego, California in December 2021 and Denver, Colorado in June 2022. The meetings enabled participants to learn from subject-matter experts and youth

and young adults with disabilities with lived experience.

During the San Diego meeting, the working group reviewed policy recommendations, including strategies to optimize youth development and leadership programs, based on data collected in Connecticut, Maine, and Rhode Island. In Denver, members attended panels with policymakers, practitioners, and young people who highlighted challenges for youth and young adults with disabilities and intersecting social identities. Panelists discussed issues around juvenile justice, mental health barriers and COVID-19, and Native and Tribal youth communities.

Youth members of the working group led roundtable discussions that highlighted policy considerations for workplace accommodations and remote employment. They also explored other topics important for the long-term success of youth and young adults with

Disability Employment Rate Disparities in the Eastern Region, 2021

State/Territory	People with Disabilities Employed* %	People without Disabilities Employed* %
Connecticut	38.1	77.0
Delaware	43.2	75.2
Maine	43.0	81.8
Maryland	40.2	77.7
Massachusetts	38.0	77.3
New Hampshire	44.2	79.7
New Jersey	40.8	75.3
New York	33.8	72.5
Pennsylvania	36.1	76.1
Puerto Rico**	23.7	57.1
Rhode Island	40.3	76.2
U.S. Virgin Islands	49.5	73.6
Vermont	31.2	79.1

*ages 18-64

**Figures obtained from 2017 report.

Sources: Annual Disability Statistics Compendium, 2021; Disability Statistics Report, 2017; Virgin Islands Demographic Data, 2021

disabilities, including financial literacy and transportation accessibility.

Overall, these events foster an environment where policymakers discuss and examine the broad range of policy issues faced by youth and young adults with disabilities and ways to improve outcomes in their respective communities.

**"By working together,
we can strengthen
our ability to improve
transition outcomes"**

**– David D’Arcangelo, commissioner at
the Massachusetts Commission for
the Blind**

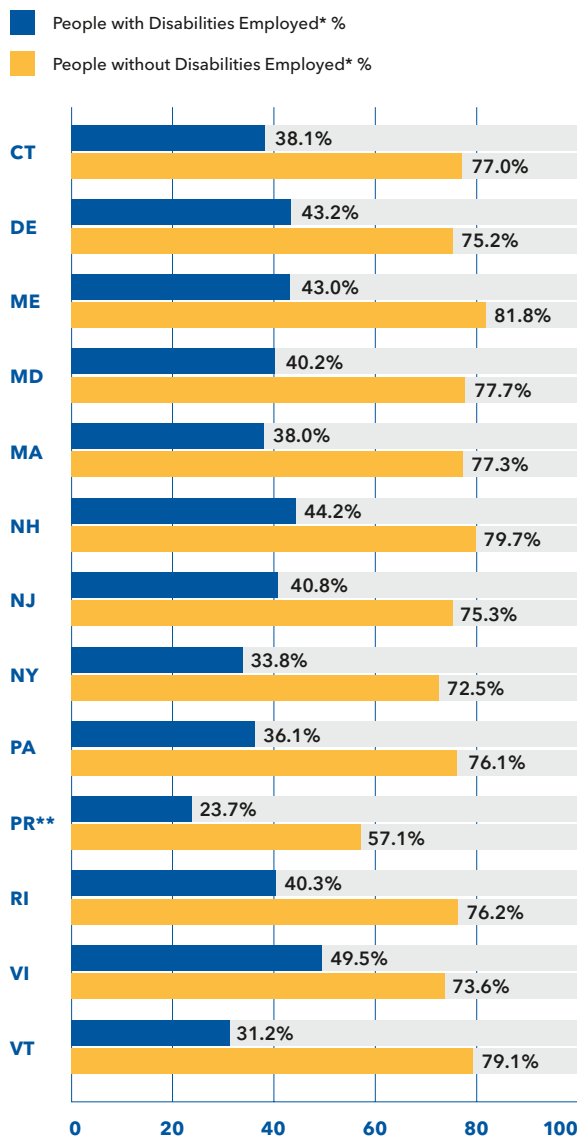
"This initiative is a great collaboration with our peers from other states to share best practices. By working together, we can strengthen our ability to improve transition outcomes, including providing employment opportunities, for young people who are blind and visually impaired as they enter adulthood," said David D’Arcangelo, commissioner at the Massachusetts Commission for the Blind.

CSG East Education and Workforce Summit

During the CSG East 2022 Annual Meeting, CAPE-Youth hosted a panel focused on developing career pathways for youth and young adults as part of the Education and Workforce Summit. The panel included officials from Connecticut, New Jersey, and Vermont, who provided an overview of high-quality career pathways for youth and young adults entering the workforce. Speakers discussed approaches in the public and private sectors that help young people reach their full potential through early employment, work-based learning, and mentoring experiences. The panelists explored ways that policymakers can specifically engage with youth and young adults from underserved communities and improve outcomes for all members of society.

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Disability Employment Rate Disparities in the Eastern Region, 2021



*ages 18-64

**Figures obtained from 2017 report.

Sources: Annual Disability Statistics Compendium, 2021; Disability Statistics Report, 2017; Virgin Islands Demographic Data, 2021

EASTERN LEADERSHIP



Credit: Chloe Dawson, Scott Spitzer Photography

The Eastern Leadership Academy class of 2022

Sharpen Your Skills

The Robert J. Thompson Eastern Leadership Academy (ELA) offers officials and staff from all three branches of state and provincial government a unique opportunity to hone their leadership and communication skills and network with colleagues from the Eastern region.

Located in the heart of Philadelphia, and working in cooperation with the University of Pennsylvania's Fels Institute of Government, the unique five-day program includes workshops and hands-on training with experts from academia as well as the public and private sectors. ELA offers strategies tailored to the challenges facing public officials every day, in areas including resolving conflicts, fostering civil discourse, and mastering social media and branding, in a focused setting that promotes experiential learning.

ELA is designed to help members:

- **Develop leadership skills.** Through a series of hands-on group workshops ranging from consensus building to media relations, ELA provides training to sharpen and develop the skills members need to become an effective leader.
- **Improve one's understanding of key regional issues.** ELA is the only leadership academy designed exclusively for Eastern regional officials from all three branches. Scholars from the Fels Institute of

Government and outside experts provide a context for participants to effectively evaluate information, communicate their message successfully with constituents and colleagues, and develop strategies for relating to the media and the public.

- **Network with the best and brightest.** ELA convenes some of the most promising state officials and staff from across the region to share knowledge and to learn from one another's experiences. ■

Here is what recent graduates are saying about ELA:

"ELA is a game changer. You get the right tools to achieve the right goals."

Nina Dimarie Valedon Santiago, advisor to the Senate President, Puerto Rico

"This program is exceptional, the content and speakers were excellent, and I am deeply grateful for the friendships I've made here."

Mallory Strain, senior legislative aide, Massachusetts

"It was a truly valuable experience. Thank you ELA!"

Brett Conrads, deputy chief of staff, 24th Legislative District of New Jersey

"I would highly recommend the Robert J. Thompson Eastern Leadership Academy. This program is well thought out and very beneficial."

Senator Denise Riccardi, New Hampshire

"ELA quickly built relationships that will last and be an indelible support to me in my role as an elected official."

Representative Kate Farrar, Connecticut

"I expected to learn better practices to increase my legislative abilities and I did. What I didn't expect was the immense humanity all the fellows shared. I left the conference more optimistic about our state governments than ever."

Eric Hastings, legislative director, Delaware House of Representatives

Engaging Staff, and Tearing Down Silos

BY RONA COHEN

Last August, Reggie Parson sat in a conference room in Manchester, New Hampshire and prepared to give the CSG East Executive Committee his final report as president of the 2021 class of the Eastern Leadership Academy (ELA). As Parson thought about how he wanted to describe his experience leading the class of 35 legislators, staff, and executive branch officials during the previous year, he realized that he wasn't finished yet.

"As I was sitting there, I was thinking that something else needs to be developed for ELA," said Parson, who is a senior legislative aide and policy analyst in the office of the speaker of the Maine House of Representatives.

During his one-year stint as class president, Parson had kept up with his ELA classmates, attended CSG East workshops, and participated in trainings tailored to the needs of officials throughout the region. As Parson reflected on these experiences, it occurred to him that he wanted to create more programs going forward — ones devoted specifically to staff. And he suspected that his colleagues in other states would welcome the opportunity as well.

When it was his turn to speak, Parson proposed to the Executive Committee that CSG East create a legislative staff caucus. The group would serve as a forum for Parson and his colleagues in the region to trade advice on how to improve the way they do their jobs and help them break out of the silos within which they are accustomed to working. Most importantly, the caucus would benefit from CSG East's unique role as a neutral platform allowing members of all parties to meet. Parson said that staff were eager to participate in nonpartisan dialogues, and that CSG East's track record of facilitating such meetings for state officials made it the ideal convener.

Parson recalled that the Executive Committee was receptive to his pitch. Immediately after the meeting, he noted, one senator took him aside and said she wanted her staff to get involved in a new caucus. "So it shows there was a need, and there was just a question of who was going to start it and do the work," he said.

Parson's experience made him eager to assume the role of organizer. He recounted how, when he started his job in the Maine speaker's office three years ago, he was



Reggie Parson

Credit: Mary Schwalm

interested in reaching out to staff from across the political aisle. But when he asked a colleague for advice, they made it clear that such interaction was not exactly encouraged. "I didn't get a 'no,' but I got a 'watch out who you talk to.' That put a chilling effect on me," he said.

Veronique Cavaillier, who directs ELA and CSG East's other leadership training programs, said that during his tenure as class president, Parson consistently worked to bridge the partisan divide. She recalled that as applications came in for the class of 2022 last winter and spring, Parson made a pitch to Executive Committee members to seek a bipartisan group of candidates from their respective states. "He sent multiple emails urging the Executive Committee members to recruit from both sides," said Cavaillier. "He's demonstrated that commitment from day one."

Parson said he hopes to carry on with that mission in a new caucus for staff. "I'm trying to break down those silos between legislative staffers," he said. "That's really what I plan to do."

Following the August Executive Committee meeting, Parson drafted a proposal and asked for feedback from current and former ELA members and CSG East staff. Creating a new caucus will require a change in CSG East rules, and then approval from the Executive Committee. Parson hopes to have that in hand by early 2023.

"And then the fun begins," he said. "I'm really looking forward to it." ■

You can contact Reggie Parson at reginald.parson@legislature.maine.gov.

The 2022 CSG East Annual Meeting *States of Transition*

In August, CSG East was pleased to be able to host our first in-person Annual Meeting in three years. Hundreds of participants joined us in Manchester, New Hampshire, and the energy was palpable as our members shared ideas, discussed best practices, and attended more than two dozen policy sessions — many filled to capacity — on topics including COVID-19 recovery, climate change, and workforce shortages. The conference is the largest annual gathering of state officials in the Northeast, and we were delighted to be back in action — and to see officials rekindling old connections, and making new ones. Special thanks to CSG East's 2022 co-chairs, New Hampshire state senators Sharon Carson and Lou D'Allesandro, and to our sponsors, speakers, and attendees. On the following pages, you can read highlights from our plenary addresses, and you can view meeting materials on our website at www.csg-erc.org. ■



New Hampshire Governor Chris Sununu kicked off the 2022 CSG East Annual Meeting in Manchester.



CSG East 2022 co-chairs: New Hampshire state Senators Sharon Carson and Lou D'Allesandro.



Kevin Ahmaad Jenkins, Ph.D., vice-provost's postdoctoral fellow, School of Social Policy & Practice, the University of Pennsylvania; Tara Dowdell, founder and president, TDG Speakers; and Charles Ellison, executive producer and host of Reality Check, WURD 96.1FM/900AM Philadelphia.



Pennsylvania state Senator Judy Schwank (center) and other audience members during the Annual Meeting opening plenary session.



Representative Peter Schwartzkopf, Delaware House speaker, and Pennsylvania state Representative Donna Bullock.

FIRST in Education: Robotics Competition Helps Get Kids into STEM Fields

BY MARY BRANHAM

Dean Kamen, the founder of DEKA Research & Development, has long focused on advancing care for human beings.

During a keynote address to the CSG East Executive Committee in August, Kamen shared the history of his many innovations, including the FIRST (For Inspiration and Recognition of Science and Technology) Robotics Competition, and asked legislators to help ensure that students in every school district have the opportunity to participate.

In 1992, Kamen convinced President George Bush to recognize winners of the competition the same way the White House recognizes athletes in sports like football, baseball, and basketball.

Kamen believed putting a spotlight on the competition would inspire more students to get involved in STEM fields.

He was right.

An independent study found that FIRST participants were 50 percent more likely to attend college and four times more likely to pursue technology and engineering majors in college.



Dean Kamen

The program started with 23 teams in 1992 and grew to 81,000 teams in 2021. FIRST now has 22 regional events, and has attracted \$80 million in scholarship opportunities from 200 providers and 3,700 corporate sponsors.

The program has gone global, and Kamen wants every school to provide students the chance to compete.

“We should challenge every state that cares about kids and education to make FIRST a standardized sport,” Kamen said. “You will not regret it.” ■

How an Advertisement for a Runaway Enslaved Person Brought the Story of ‘Oney Judge’ to Life

BY DYLAN MCDOWELL

Buried deep in the archives in the early 2000s, searching through records and newspaper articles from the late 1700s, Erica Armstrong Dunbar came across an advertisement for runaway enslaved person “Oney Judge.”

“*ABSCONDED from the household of the President of the United States,*” read the ad in the *Philadelphia Gazette* that day in May 1796.

Dunbar — an award-winning historian, Rutgers University professor, accomplished author, and executive producer of HBO Max’s *The Gilded Age* — was taken aback.

“George Washington ha[d] slaves in Philadelphia...” she thought. “Here I am, a specialist in African-American women’s history — why don’t I know her name?”

What Dunbar uncovered that day was the story of Ona Judge, a woman born and raised at Mount Vernon and enslaved by George and Mary Washington.

She has since detailed the story in her book, “*Never Caught: The Washingtons’ Relentless Pursuit of Their Runaway Slave, Ona Judge*,” which was selected as a 2017 finalist for the National Book Award in nonfiction and won the 2018 Frederick Douglass Book Award.

Dunbar retold the story of Ona Judge to a rapt crowd during the CSG East Annual Meeting in August.

Ona “Oney” Judge was born at Mount Vernon around 1774 and raised there. Her mother, Betty, was enslaved by Mary Washington, who inherited her along with vast tracts of land owned by her previous husband. Her father, as far as Dunbar and other historians can tell, was Andrew Judge, a white indentured servant who

The 2022 CSG East Annual Meeting *States of Transition*



Erica Armstrong Dunbar

lived at Mount Vernon and made uniforms and clothing for the man who would go on to become America's most famous general and president in the early days of the republic.

By age 10, Dunbar noted, Ona was chosen to go up to the mansion house, and eventually became Martha's most "prized, important, entrusted enslaved person."

"It meant that she did some of the most intimate work," said Dunbar. Ona "brushed [Mary Washington's] hair, helped her bathe, made her clothing, slept on the floor near her owner's bedroom. She was always there, but never to be seen. At the age of 16, when Washington was unanimously elected president, the family moved to New York, and Ona was brought with them (along with six other enslaved people)."

Not long after Ona crossed the Mason-Dixon line with the Washington family, in 1790, the nation's capital moved to Philadelphia — a move that presented problems for the Washington family. In 1780, Philadelphia had passed a law stating that any out-of-state residents bringing enslaved people to Pennsylvania could only stay for six months, after which the enslaved could go free.

There followed a series of letters between Washington and others, outlining plans to make sure none of his servants was allowed to go free.

Shortly after, Ona faced even worse news: She was to be given away to a granddaughter of Mary's — a woman with a reputation for being stern and mercurial — as a wedding gift. The trip would take her back to Virginia where, "she supposed, she could never escape."

"She had given everything to the Washingtons, and now she was being discarded like the scraps of material she cut from Martha's dresses," said Dunbar, reading an excerpt from the book. "She knew that no matter how obedient she had appeared, she would never be considered fully human. Her fidelity meant nothing; she was their property, to be sold, mortgaged, or traded with whomever they wished. And it was [at] this moment she made the decision to escape."

What follows is one of the best-preserved stories of a fugitive enslaved person and the only recorded one that begins at Mount Vernon.

After fleeing the president's residence in Philadelphia

and boarding a ship, Ona landed in Portsmouth, New Hampshire.

She lived the rest of her life in New Hampshire, always wary of the risk of capture. Much later in her

life, she gave interviews to abolitionist newspapers in New Hampshire and greater New England, ensuring that her story — one of the great American stories of the time — was preserved forever. ■

Using “Big Carrots” to Accelerate the Clean Energy Transition

BY RONA COHEN

States have been at the forefront of efforts to address climate change, and a new federal law is expected to speed those plans using “big carrots,” not sticks, said David C. Hayes, the then special assistant to the president for climate policy, in the opening keynote address that officially kicked off CSG East’s 2022 Annual Meeting in Manchester, New Hampshire.

The sprawling Inflation Reduction Act, which was signed by President Joe Biden in August, calls for a historic \$369 billion investment in climate-related efforts. The law is intended to benefit not just big industries, but Americans everywhere, said Hayes. “Your constituents, your family, your neighbors — the little guy matters in this bill,” Hayes told more than 300 attendees following an opening address from New Hampshire Gov. Chris Sununu.

The law’s “carrots” include a long-term extension of tax incentives for solar, wind, batteries, and other emission-free technologies; tax credits and rebates for households to purchase heat pumps and highly efficient electric appliances; and billions to upgrade affordable housing and help coastal communities become more resilient to the impacts of severe weather and storm surges. The law also allocates \$27 billion for a national green bank, which — similar to state green banks — will leverage public capital to invest in a range of projects to reduce emissions. “This will be like a green bank on steroids,” said Hayes.

Hayes described Biden’s “whole-of-government response” to tackling climate change, which centers around “three legs of a stool”: setting a goal of cutting U.S. carbon emissions in half by 2030 and reaching net zero by midcentury; deriving all of the nation’s electricity from carbon-free sources by 2035 by creating industries not based on fossil fuels; and addressing climate impacts that are affecting us now. Biden seeks to deliver 40 percent of the benefits from federal investments in climate and clean energy to disadvantaged communities.



David C. Hayes

“This will be like a green bank on steroids.”

Credit: The White House

The new law is expected to move the nation two-thirds of the way to achieving Biden’s 2030 emissions reduction goal, essentially by making clean energy cheap. Energy experts say the legislation could spur record-setting growth of wind and solar capacity, to the point where clean energy could comprise more than 80 percent of overall electricity by 2030, and that typical households will see their energy bills drop. It has been hailed by clean energy experts as transformational in the fight against climate change.

While states will not directly administer the federal tax credits and investments flowing from the law, they will play an outsize role in ensuring the law’s full climate benefits are achieved, said Hayes. States are responsible for siting and permitting new energy projects and setting rates. The law will enable states to accelerate their clean energy commitments, and to leverage grants for clean transportation and pollution reduction, among other benefits.

“State legislatures will be essential in implementing this,” said Hayes. “So much of this will happen at the state and local level, and we need all of you.” ■

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owners want to be rid of the responsibility altogether. Utilities have sued the DOE for the cost of stockpiling the waste at their reactors since 1998, the year that the agency defaulted on a contract to begin removing it from plants nationwide. The federal government has already paid out \$9 billion in settlements and court judgments resulting from these suits.

While competition from cheaper natural gas and renewables has led some nuclear plants to close in recent years, President Biden has made clear that nuclear energy will be critical to the clean-energy transition. Currently, it supplies 19 percent of the nation's electricity, and half of its emissions-free energy, said Katy Huff, assistant secretary for nuclear energy at DOE's Office of Nuclear Energy, during the October webinar. The Bipartisan Infrastructure Law and the Inflation Reduction Act provide billions of dollars in incentives and tax breaks for nuclear power.

And yet, the waste keeps growing: The 92 currently operational commercial nuclear plants generate about 2,000 metric tons of spent fuel each year.

A Funding Opportunity

Over the next 24 months, DOE will offer \$16 million to provide education, technical assistance, and other

resources to communities wishing to learn about a consent-based approach. Up to eight groups, including governments, tribes, nonprofits, and academic institutions, will receive funding. The initiative is part of an "integrative process" that officials hope will improve relations with communities wary of hosting waste and provide valuable experience if and when a permanent waste repository becomes available.

DOE officials acknowledged the siting process will be a lengthy one — given the extensive education, community outreach, and technical planning required, permitting and licensing one or more interim sites will take at least a decade. Once a storage site has been designated, it will trigger a planning effort that is expected to take up to five years to prepare.

And that's just for an interim site. Vanags estimates it will take 40 years to identify a new long-term repository and begin sending waste there.

Which raises a question that was heard frequently during the Obama administration's listening sessions: Why would a community agree to host an interim site without knowing if the waste it is storing will ever be transported to a long-term repository?

"They're really going to have to think about how to address that question," said Vanags. "Nothing happens fast with this issue." ■

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a federal law preventing the management of any place for unlawfully using a controlled substance.

But, as outlined in an April 2022 White House memo, federal guidance has shifted toward "harm reduction to meet people where they are and engage them in care and services," opening a path for advocates to open the first safe consumption sites in the United States.

In November 2021, New York City opened the nation's first SCS. During the first official day in operation at two Manhattan facilities authorized by the city, trained staff reversed two overdoses, the *New York Times* reported.

This year, Rhode Island became the first state to legalize supervised drug consumption sites.

"I want to thank Canada, because we could not have done this without the decades of progress they made while people were dying around us," said Joshua Miller, Rhode Island state senator, who was a prime sponsor of the legislation.

Miller emphasized the role CSG East played in his work drafting and passing the legislation.

"I met another legislator at a meeting just like this one, in 2014, where Delegate Dan Morhaim (Maryland) — also an ER doctor — started talking about [how] we are not doing enough and here's what we should do."

Miller explained how a 2015 task force, started by the then governor Gina Raimondo, led to legislation and positive progress.

"We seemed to be having an impact, but that quickly went away around 2019 when overdoses shot up almost 25 to 29 percent. Then, based on overdose levels, in 2019, we thought it was time to introduce legislation to permit harm reduction centers with a safe consumption component," he said.

Eventually, Miller said, opposition inside and outside of the chamber eroded in the face of rising fatalities, and he and his colleagues passed a bill (S. 0016B), with overwhelming support.

The legislation will enable a two-year pilot program. The first SCS are expected to open in 2023. ■

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“So, there are a lot of factors that need to be evaluated when peeling back this onion,” Golden said.

Rhode Island State Senator Lou DiPalma, who serves as vice chair of the CSG East Transportation Committee, is concerned that a decline in gasoline purchases will have a domino effect, leading to a broader hit to sales tax revenue in his state. Currently, some 80 percent of all gasoline sales occur at convenience stores, where drivers can buy snacks and lottery tickets while they refuel. “If people aren’t buying gas, they’re not buying lottery tickets,” said DiPalma. Last year, the Rhode Island Lottery contributed \$305 million to the state’s general fund, making it the fourth-largest revenue generator. “I’m really worried about the small business impact,” he said.

Rhode Island is investing \$23 million this fiscal year to build out an EV charging infrastructure, and in June 2022, Governor Dan McKee launched a rebate program for the purchase or lease of new or used EVs.

In the coming months, DiPalma hopes to work with Golden’s team to identify where the biggest revenue losses will occur, and to forge policies to address them. “It’s important to gather the data so that we can plan ahead to help the Rhode Island businesses and residents who will be most affected, and to share that information with our colleagues in the CSG East region,” said DiPalma, “because it’s an issue that affects every state.” ■

For more information, please contact CSG East Transportation consultants Don Hannon or Steve Hewitt at transportation-east@csgeast.org.

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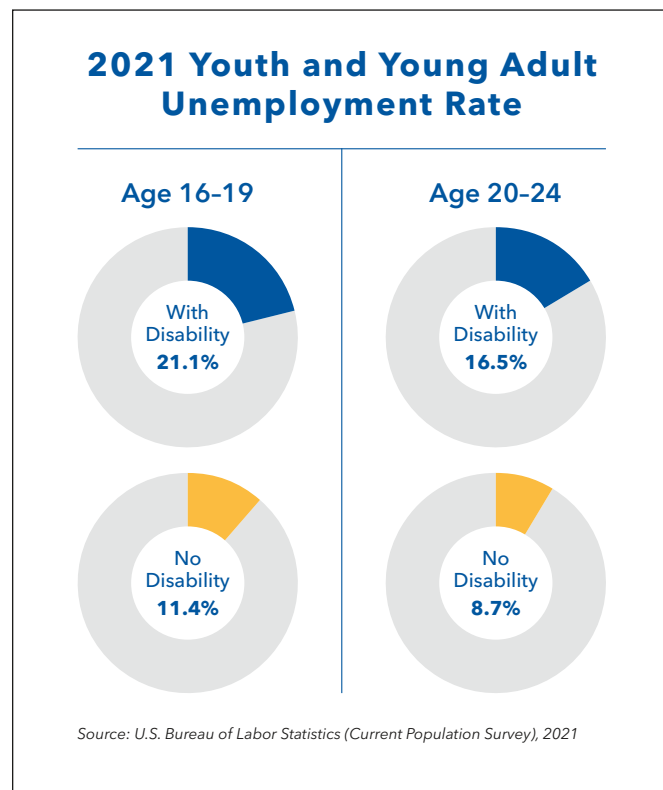
Speakers emphasized that effective career pathways programs for youth often include:

- **Apprenticeships** (including virtual and technical apprenticeships) which are growing in popularity as a proven avenue to advance career readiness among transition-age youth.
- **Career Accelerator Programs** that bring employers and higher education officials together to ensure students have access to high quality experiential learning opportunities and paid internships.
- **Mental health support** in the workplace that fosters self-determination and resilience to address high rates of depression, isolation, and anxiety and addresses unique challenges the pandemic presents for youth of color.

What Is Ahead for CAPE-Youth?

CAPE-Youth is partnering with Maryland to bring together public officials and initiate policy discussions that center on youth and young adults and organizations that serve them. The goal is for leaders from the state’s departments of education, labor, and disability to promote long-term success for youth by ensuring their voices are represented in policy discussions affecting them.

“The opportunity to engage with and learn from youth leaders with disabilities, subject matter experts, members of state legislatures, and other key disability stakeholders has empowered me to identify actions Maryland can take to ensure we are engaging underrepresented youth with



disabilities in meaningful ways in order to achieve their goals,” said Jade Gingerich, director of Employment Policy for Maryland’s Department of Disabilities.

CAPE-Youth will continue research and collaborative efforts connecting diverse partners who want to see youth and young adults with disabilities succeed. ■

For more information, please visit <https://capeyouth.org/get-involved/>; follow us on Twitter @CSG_CAPEYouth; or like CAPE-Youth on Facebook.



ETC: Helping States Navigate a Changing Export Economy

BY RONA COHEN

Members of the ETC, from left: Andrew Gelfuso, director, John H. Chafee Center for International Business, Bryant University; Zeynep Turk, senior trade specialist, Maine International Trade Center; Mark Sullivan, executive director, Massachusetts Office of International Trade and Investment; Jen Black, executive director, Export Development, Pennsylvania Department of Community & Economic Development; Adam Boltik, program manager, Office of International Commerce, Department of Business and Economic Affairs, New Hampshire; Veronique Cavaillier, director, ETC; George Norfleet, executive director, Office of Business Development, Connecticut Department of Economic and Community Development; Tim Tierney, director of business recruitment and international trade, Vermont Agency of Commerce and Community Development.

Exports are a fundamental driver of economic growth in the Northeast, but state trade officials say that the region's decades-long shift away from manufacturing has led to a need for better data to help local businesses identify new markets.

In 2021, the 10 northeastern states that participate in CSG's Eastern Trade Council (ETC) had \$209 billion in export sales of services—including financial services, charges for the use of intellectual property rights, and travel-related services. But only in the last year or so have data tools become available to assist trade promotion offices in their efforts to market those services, said Veronique Cavaillier, ETC's director.

Nevertheless, the state trade directors who comprise ETC say that more granular data is needed on the specific services that are growth areas for the small- and medium-sized businesses in their states, similar to the way the federal government compiles data on exports of manufactured goods. For example, data for IT-related products can be broken down into 313 subcategories, but such narrow classifications aren't available for services exports, said Cavaillier.

ETC and CSG's Center on Innovation are working on new research that seeks to offer some answers. The report will provide a regional overview of services

export data and state-specific analyses to capture trends in export sales over time. The hope is that the information will help trade officials identify new market opportunities. "This type of information for many states will be a game changer," said Cavaillier.

The report will also seek to educate elected officials about the importance of trade to specific businesses in their jurisdictions, and the critical link between exports and job growth.

According to a study prepared for Business Roundtable, in 2019, one in every five U.S. jobs was linked to exports and imports of goods and services, and trade-dependent jobs grew four times as fast as U.S. jobs generally.

The report is expected to be released in the spring of 2023, in time for trade officials to apply for federal Trade Export Promotion (STEP) grants, which offer states matching funds to help small businesses enter foreign markets. The grants are administered annually by the U.S. Small Business Administration's Office of International Trade, and they can be transformative for small companies that don't have the financial resources to enter trade shows or hire consultants to smooth the entry into new, culturally unfamiliar markets. ■

For more information, please contact ETC Director Veronique Cavaillier at vcavaillier@csq.org.

Credit: Dylan McDowell



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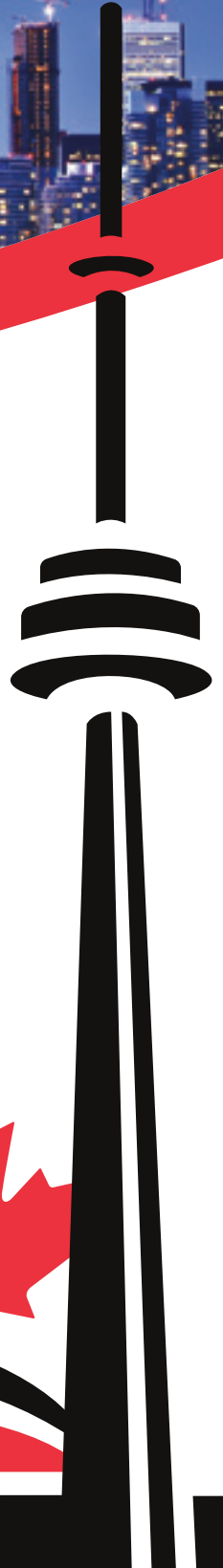
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