

# CENTER FOR STATE POLICY AND LEADERSHIP 2018 ANNUAL REPORT



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On the cover:  
 Illinois State Capitol Building  
 Photo “Sky Swap” by Jonathan Salmi

## UIS Center for State Policy and Leadership Organizational Chart

**Susan Koch, Ph.D.**, Chancellor

**Dennis Papini, Ph.D.**, Vice Chancellor for Academic Affairs and Provost

**David Racine, Ph.D.**, Executive Director

### Unit Directors

The Center for State Policy and Leadership promotes evidence-based policy and practice in the public sector.

This Center's mission is carried out through research that informs public decisions and understanding; internships, training programs, and applied problem solving that strengthens public leadership; and journalism that educates and engages citizens in public affairs.

The Center:

- Researches, evaluates, and helps form effective public policy,
- Educates citizens on public affairs issues, and
- Provides leadership and professional development programs

**David Racine, Ph.D.**  
Executive Director  
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**Katie Davison**  
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**Randy Eccles**  
General Manager  
NPR Illinois



**Sherrie Elzinga**  
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Graduate Public Service  
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Legislative and  
Policy Studies  
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**John Hanlon, J.D.**  
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Project



**Betsy Goulet, Ph.D.**  
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**Cody Pope**  
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Office of Electronic Media

# INNOVATING FOR THE PUBLIC GOOD

In the late 1950s, the economist Robert Solow published a paper showing that technological change or innovation accounted for a whopping 80 percent of economic growth. Thirty years later he won the Nobel Prize in Economics mainly for that discovery.

While Solow’s observation has been subject to scrutiny and elaboration over the intervening years,



**Winners and supporters of the Inaugural Illinois Capitol Innovation Awards sponsored by the University of Illinois Springfield, Southern Illinois University School of Medicine, and Innovate Springfield, April 2, 2018, UIS Student Union**

there can be little doubt that innovation remains the chief driver of the scope and size of the economy. Further, the cultural and social effects of this influence have been profound. Innovation or the pursuit of it seems to have seeped into all aspects of life (for example, the smart phone is an innovation but so is same sex marriage). It even helps explain today’s deep political divide. The people and places readiest to embrace innovation tend to be progressive, while a preference for tradition animates conservatism.

Innovation is the way forward in solving problems that haven’t been adequately solved

through established ways. However, innovation is not intrinsically good. The value of any innovation depends on how its benefits stack up against its costs, and the extent to which people agree on that judgment. Some innovations become necessary in the conduct of one’s life – think, for example, of cars, electricity, and the Internet. But, necessity is always a function of time and place. What seems necessary now or here may not, as a result of subsequent innovation, but as or at all necessary later or there.

Not all innovations represent breakthroughs that transform the world. Indeed, most innovations are more limited. For every penicillin or microchip, there are thousands of less dramatic innovations that make life better in some way for some or more people. To discount these as innovations because they are not “big” enough is to deny the human potential for creative improvement, in big ways and small. Arguably, democratic society works better when innovating is accessible to most people rather than the exclusive province of genius.

Recently, led by the University of Illinois, the higher education system in Illinois has gotten behind innovation in a significant way as a driver of economic change. The Discovery Partners Institute and Illinois Innovation Network have been established to mobilize the educational and research capabilities of universities in the state to help spur the Illinois economy forward through innovation. Last August, Springfield, through UIS and its local partners, was named the first hub in the Illinois Innovation Network. The Center for State Policy and Leadership has played an active role in the



**Environmental Studies Professor Tih-Fen Ting and her team are working in innovative ways with the Illinois Department of Natural Resources to restore endangered species, among them Franklin’s ground squirrel.**

<https://youtu.be/gL5>



effort, both through its extensive connections and work with state government and the community and as the new home of Innovative Springfield, a local business and social innovation incubator.

In this annual report for 2018, we look at the activities of the Center and its units in the past year from the vantage point of innovation. The Center has a long history as a generator of and participant in innovation to improve governmental performance and community well-being. Seeking evidence-based solutions to relevant public problems is the Center’s mission, and while occasionally the tried and true get a problem solved, most of the time it depends on innovation. Owing to democratic norms, innovating in the public sector may be more difficult than in the private but not any less important or necessary.



## Governing

Governing is the public activity through which leadership makes its mark. In a democratic republic, political officials, whether elected or appointed, are expected to set the direction and assure accountability in the use of public resources – to govern. Innovations in governing come through changes in the structure of government or how it does things. And the impetus for such innovation often arises from shifts in population demographics and public opinion.

### Second-in-Command

For the second time, in November 2018, when the voters chose J.B. Pritzker and Juliana Stratton, Illinois elected a Governor and Lieutenant Governor who had run together in the primary. The first time was when Bruce Rauner ran with Evelyn Sanguinetti in 2014. Both elections were the result of a 2011 law, which overturned a four-decades-long rule that governor and lieutenant governor candidates run separately during the primary election. The change in law arose from an untoward development during the 2010 primary. As Amanda Vinicky reported for NPR Illinois in February 2018, Pat Quinn won nomination as the democratic



Credit Randy Von Liski/Flickr / CC BY-NC-ND 2.0

candidate for governor that year, but the largely unknown Scott Lee Cohen, a pawnbroker, beat out five other candidates for the second-in-command slot on the ticket. However, “within five days, Cohen announced his resignation,” wrote Vinicky, former WUIS statehouse bureau chief now with WTTW–TV in Chicago, as “a steady drip of stories had come out...describing Cohen’s past as ‘an abusive prostitute-dating



**“Governors are not emperors. They can’t just decree....The job of governing is really a compromise, a collaborative, a willingness to come together in some kind of middle,” says former Illinois House Democratic Majority Leader Barbara Flynn Currie.**

Photo Credit John Berry/Illinois House Democrats

steroid user.” Although the new law has solved the problem posed by Cohen, it is not perfect. Quoting former Governor Quinn, Vinicky noted that “the system of electing a running mate versus a lieutenant governor running on his or her own has ‘made the office a little less powerful, a little less important.’”

## Treasurer vs. Comptroller

Another proposed change in the design of governing that has received some play in Illinois is eliminating the elected office of State Treasurer. Proponents of the idea say it would save money. In a December 2018 article in *Public Budgeting and Finance*, Beverly Bunch, a public administration faculty member in the Center and Barbara Ferrara, the Center’s former associate director, described the experiences of three states that have jettisoned the elected treasurer job, Texas, Minnesota, and Florida. While only Texas has achieved significant cost savings, all three have implemented changes, such as an independent audit and physical separation of personnel responsible for treasury functions, to reduce the likelihood of shenanigans when managing the states money and spending it are handled by the same agency.

Writing for NPR Illinois in October, reporter Sam Dunklau explained how in Illinois the State Treasurer and State Comptroller jobs got separated in the first place. The change was made during the 1970 Illinois Constitutional Convention but stemmed from a massive embezzlement scheme dating back to the 1950s masterminded by Orville Hodge, then elected auditor of public accounts. Hodge had both handled the money coming into state coffers and wrote the checks. Under the constitutional change, the auditor of public accounts job was eliminated, and treasury and comptroller functions were separated, with the requirement that state expenses be approved by both.



Orville Hodge, Illinois Auditor of Public Accounts

## Women in Office

Further changes in governing may occur as more women run for and win elected office. The largest number of women in U.S. history was elected to Congress and state legislatures in 2018. In February last year, NPR’s Rachel Otwell wrote about the “push for gender equity in state government.” “Illinois is



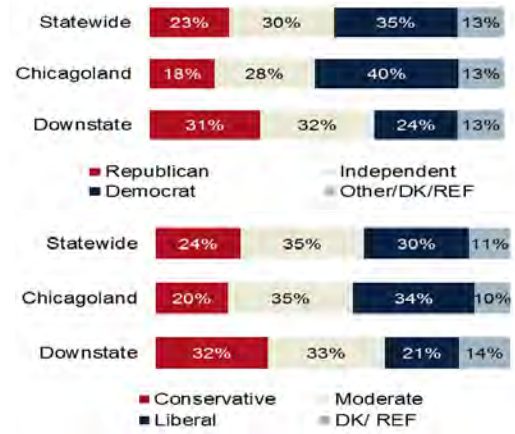
State Senator Heather Steans  
Credit Sen. Heather Steans’ Office

among the states that have made the most progress,” said Otwell, “with 35.6 percent of the legislature composed of women.” That share ticked up slightly in November, as 36.2 percent of incoming legislators for 2019 are women. This compares to the national average of 28.7 percent. Women from both major parties think their growing numbers may increase the chances of bipartisan cooperation. “When you get women mobilized, you get them sitting at the table, they solve problems together,” said Democrat state Sen. Heather Steans at a news conference announcing the newly formed bipartisan Women’s Caucus in November 2017.

## Public Opinion

The public has been electing more women. It also has other characteristics and views that may at some point translate into changes in how the state governs. In July and August last year, NPR Illinois teamed up with the Center’s Survey Research Office and research manager Matt Case, M.A. to conduct a statewide issues survey of registered voters in advance of the November elections. It found that three-fourths of respondents think Illinois is off on the wrong track, a sentiment widely shared across demographic and ideological groups. The largest ideological group was moderates at 35 percent, followed by liberals at 30 percent, and conservatives at 24 percent. This is roughly matched by party identification, with 30 percent independent, 35 percent Democratic, and 23 percent Republican.

Survey Respondents by Party Identification and Ideology



2018 Illinois Issues Survey



Dana Heupel, former publisher and editor of *Illinois Issues*, died December 26, 2018. “[Heupel] is being remembered for his professionalism, journalistic skills, and kind nature,” wrote NPR Illinois editorial director Sean Crawford. Heupel edited *Illinois Issues* between 2008 and 2014 and before that spent 30 years in the newspaper business.

While the state leans center-left, term limits are broadly popular. The survey found that eight in ten respondents would support legislative term limits, with support only slightly less among Democrats (77 percent) than among Republicans (85 percent) and no divisions by demographic characteristics. Term limit popularity is understandable. As one Illinois citizen put it at a public forum in Alton sponsored by NPR Illinois and AARP, in response to why people have been leaving the state: “I think it all stems from career politicians. They are more interested in keeping their jobs and power intact rather than solving problems.”

Since Illinois has been losing population, survey participants were asked if they have considered leaving the state. Just over half said they have, with Republicans

(55 percent) and independents (61 percent) somewhat more likely to have contemplated a move than Democrats (44 percent), and younger respondents more apt than older respondents to have considered an exit from the state. Those most concerned about the state’s economy and overall health, which includes many political moderates, were more likely to have thought about leaving. The same goes for those choosing conservative positions on important



UIS environmental studies master’s degree student Elizabeth Harney has spent her graduate public service internship in the Division of Natural Heritage at the Illinois Department of Natural Resources fostering citizen science. “I’ve drawn on my background in media marketing project management to create a system that integrates scientific data citizens report on social media platforms into the natural heritage database,” explains Harney.



cultural issues, such as immigration and gun rights. If half the state population is wavering in its commitment to Illinois, those who govern may have their work cut out for them in charting a way forward that builds optimism about the future.

## Integrating

NPR’s statewide Illinois Issues survey asked voters how strongly they identify with being an Illinoisan. Just over half said they identify very strongly. However, there were marked differences by race/ethnicity. African American respondents (75 percent) were much more likely than White (51 percent) or Hispanic (40 percent) to pick very strongly. African American and Hispanic respondents were also more likely than White voters to say they expected their personal financial situation to improve.



**A railroad track is a racial dividing line in Springfield, separating the mostly black east side of the city from the mostly white areas.**

segregated places in the country.” They found that Chicago ranked third in the nation for black-white segregation, and Peoria ranked sixth. Danville, Kankakee, Rockford, and Springfield were all in the top third, with little change in the patterns of segregation since the 1980s. Peoria’s school segregation was the most pronounced of any urban area in the entire country, while white student enrollment in downstate urban public schools overall has declined dramatically.

Racial segregation in the United States is a condition in which white people move away from racial minorities rather than the other way around. And yet, many African Americans and Hispanics refuse to give up on the possibility of a better life for themselves, which often means a more racially integrated existence. For example, in the Illinois Issues survey, African Americans (71 percent) and Hispanics (60 percent) were considerably more likely than Whites (40 percent) to say that offering vouchers to allow parents to send their children to a public or private school of their choice should be a high priority in Illinois. The prospect of getting a better education and escaping crime may be among the reasons motivating support for school choice among racial minorities.

## Segregation

These figures suggesting optimism among African Americans may seem difficult to square with the evidence of racial segregation in Illinois. In a widely publicized report in *Governing* magazine in January this year, Daniel Vock, a previous contributor to NPR’s *Illinois Issues*, and his co-authors described Illinois as including “some of the most



**UIS legislative staff intern Brianna Bacigalupo assisted Rep. Natalie Manley in gaining a veto override of a bill to establish an Emotional Intelligence Task Force to create curriculum guidelines for public schools in teaching students about emotional intelligence. (Public Act 100-1139)**



## School Choice

School choice, however, is not without its own problems. The most significant innovation in elementary and secondary education in recent years is the development of charter schools – schools freed from some of the rules under which public schools must operate. The evidence for the effectiveness of charter schools is mixed. And in Illinois, one of the most heralded charter school networks in Chicago, Noble, has also become the focus of concern about how it operates.



Credit Screenshot: Noble Network of Charter Schools

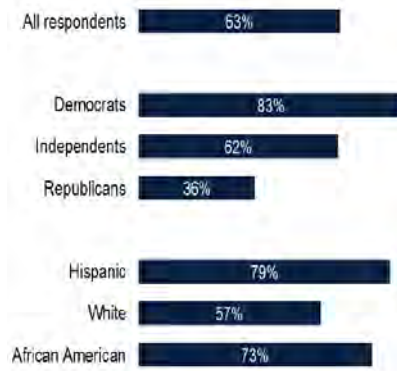
In an investigation of Noble last year, NPR Illinois education reporter Dusty Rhodes found that the award-winning schools network has seen a “peculiarly high teacher turnover rate.” In stories published and aired in April, Rhodes interviewed former and current teachers who described “dehumanizing” school policies that, for example, barred students from attending class for small dress code infractions. While some teachers embraced the stiff discipline and structure as necessary to prepare students for college, others were less sure. “Five Noble campuses lost at least half their teachers over the past four years,” wrote Rhodes. Some of this was due to burnout, but others attribute it to Noble’s culture. Although Noble defended its policies and approach initially, the schools network later appointed a new CEO, who in January, among other things, announced changes in the dress code policy. To be sure, a small innovation in

the grand scheme of things, but one that nonetheless matters to the people directly affected by it.

## Immigration

The Illinois Issues survey revealed positive attitudes toward immigration among Illinoisans. While a majority of respondents (57 percent) said that illegal immigration is a very serious (27 percent) or somewhat serious (30 percent) issue, more than two-thirds favor letting undocumented immigrant children stay in the country. And more than three times as many respondents said they believe immigrants help (63 percent) rather than hurt (20 percent) Illinois. African Americans and Hispanics have more favorable views of immigration than Whites do, and support for immigration was stronger in Chicagoland than downstate and among Democrats and Independents than among Republicans.

% Believe immigrants help Illinois by making it a better



2018 Illinois Issues Survey

## Rectifying

In mid-January this year, Grover Thompson was granted executive clemency posthumously based on his actual innocence by Gov. Bruce Rauner. Thompson’s case got the attention of the Center’s Illinois Innocence Project in 2011, who, along with law students at the Southern Illinois University School of Law and S.T. Jamison, Thompson’s nephew, filed the clemency petition with the state in 2012. Despite no opposition to the petition from legal authorities, Rauner initially denied it in 2015, his first year in office, without explanation.

### The Thompson Case

Thompson was wrongfully convicted in 1982 for the attempted murder of 72-year-old Ida White in Mt. Vernon. Thompson had been taking the train south from Milwaukee to Mississippi and decided to rest at the post office in Mt. Vernon. White lived across the street from the post office. A neighbor of White’s claimed to have seen her assailant escaping through a bathroom window, and during a police line-up consisting only of Thompson, the witness took 15 minutes to positively identify him as the perpetrator. There was no physical evidence linking Thompson to the crime, and he did not fit the witness’s description of the attacker. Thompson died in prison in 1996. Years later, Paul Echols, a Carbondale police lieutenant, while working several cold cases, obtained a confession from serial rapist and murderer, Tim Krajcir, to the crime against White. The posthumous exoneration of Thompson is the first in Illinois and the 21<sup>st</sup> nationally.



Grover Thompson

### Anti-Snitch Law



John Hanlon, Executive and Legal Director, Illinois Innocence Project, with student worker Payton Raso

Witnesses sometimes make mistakes, and police sometimes circumvent proper procedure. A place where the two cross is the use of unreliable jailhouse informants, one of the primary causes of wrongful convictions. Over the past two years, the staff and students of the Illinois Innocence Project worked closely with the Illinois legislature to craft legislation to better regulate the use of jailhouse witnesses. The effort paid off during the legislative veto session last November, when both chambers voted to override Gov. Rauner’s veto of the bill in July. Public Act 100-119 became law January 1, 2019, giving Illinois one of the strongest “anti-snitch” measures in the country and serving as a model for other states.

The new law requires prosecutors to provide at least 30 days’ notice to a defendant of plans to call a jailhouse informant as a witness and to provide the defendant with more in-depth information about the informant. And prior to trial, there must be a hearing to determine whether the informant is reliable

enough to be heard by a jury. John Hanlon, the executive and legal director of the Illinois Innocence Project, says the reliability hearings are an essential fix. “We want people to have confidence that the justice system can get it right,” observed Hanlon when the legislation passed. UIS undergraduate student Payton Raso, who will be attending the University of Iowa Law School on a full ride this fall, worked closely with Hanlon and the staff on the bill. “When I came to UIS, I never expected to get the chance to see a nationally important bill through every step of the legislative process.”

## Paying

Mention “government financial innovation” to someone, and they may think you are talking about corrupt dealing, aka Orville Hodge. The public wants fiscal probity in government, and that, seemingly, can be difficult to reconcile with innovation. And yet, how a state or other government generates and manages revenue is one of the more active areas for public innovation. Partly, this is driven by the continuing search for enough revenue to meet perceived needs in a complex, changing world, and partly by the very thing the public wants, probity.



**Erion Malasi, UIS legislative staff intern, co-authored the 2018 version of how Illinois ranks nationally on fiscal and economic measures.**

## Volcker Alliance



**UIS Doctoral student Ann Schneider, Member of the Volcker Alliance research team**

For the past several years, Center researchers have been participating in the Volcker Alliance. Named after former Federal Reserve chair Paul Volcker, a long-time advocate for effective public governance, the Alliance studies state budgeting and financial management practices, with an eye on improving them. Illinois earned one of the lowest rankings in the country in the Alliance’s 2017 report. In its 2018 report, the group zeroes in on imprudent budgeting practices, such as relying on one-time funding sources to cover recurring costs and insufficient financing of pensions and retiree health insurance plans. Illinois has significant problems on all three counts. The Center team is led by professors Beverly Bunch in public administration and Patricia Byrnes in economics, and doctoral student Ann Schneider. Last year, team members participated in a Federal Reserve Bank of Chicago conference and presented papers on their findings at the annual meetings of the Association of Budgeting and Financial Management and Western Social Science Association.

## Illinois Public Finance

In October, the Institute for Illinois Public Finance officially became part of the university and the Center. The Institute is being led by Kenneth Kriz, University Distinguished Professor in public



administration. Kriz and the new Institute’s research fellow, Dr. Arwi Kriz, came to UIS from Wichita State University in July. The Kriz’, who bring deep expertise in public finance, could not have arrived at a more crucial time, given Illinois’ serious financial challenges at the state and local levels.

The founding of the new Institute coincided with completion of a year-long evaluation by Ken Kriz of the Pew Charitable Trusts’ Public Sector Pension Reform Program. The study documented important lessons learned from states and cities on handling pension reforms, including using independent third-party analysts to score reform proposals, building coalitions across affected interests (e.g., labor unions, business groups), and making comparisons with reform efforts in other jurisdictions.



**Kenneth Kriz, Ph.D.,  
Director, Institute for  
Illinois Public Finance**

Kriz also completed work on a project for Region 7 of the federal Environmental Protection Agency to develop a tool for small communities to use in assessing household affordability of investments in water infrastructure. The tool incorporates socio-economic data to project future household income and then estimates the growth of water bills and future increases stemming from infrastructure improvements. The result is an estimate of future affordability based on median household income.

Arwi Kriz finished work on a project analyzing the effects of arts and entertainment funding on drawing knowledge-workers to cities, and the consequent impact on economic growth. The research suggests that increased funding for arts and entertainment in metro areas can lead to more employment in knowledge-dependent sectors of the local economy.

## Downstate Pensions

People who follow Illinois government may know that state pension funds are substantially underfunded. However, they may be less aware of the funding status of the 650 downstate police and fire pension plans operated by Illinois municipalities. A research team - Beverly Bunch in public administration, Patricia Byrnes and Glenn Cassidy in economics, and two undergraduate research assistants, Brendan Mitchell and Jane Stump in the Institute for Legal, Legislative, and Policy Studies - has been conducting a study of the fiscal health of these pension funds.

As of 2015, downstate police pension plans in the aggregate had enough funding to cover 58 percent of their accrued liabilities, a notable drop from the 74 percent coverage in 2000. This overall figure masks considerable variation across funds. The study team found that for a sample of 215 downstate police pension plans, coverage of their liabilities ranged from a low of under 30 percent to a high of just over 90 percent.

The team is developing a model to explain variations in pension fund status across time and place. The model addresses possible explanatory factors, including local economic conditions, home rule, tax limits, form of government, politics, and specific plan characteristics. In 2019, the team will be conducting interviews with local officials to learn more about their pension fund challenges and perspectives on proposed legislation to consolidate pension funds statewide.



**Pension fund study student research  
assistants Brendan Mitchell and Jane Stump**

## Taxation with Representation

The 2018 Illinois Issues survey found that just over half of respondents (53 percent) rate the performance of the state’s economy as poor. African Americans, downstaters, those with less than a college degree, and Republicans are more likely to give this low rating than others. The pessimistic view of the economy is partly warranted by the facts. Moody’s Analytics, which does an annual economic forecast of Illinois for the state legislature’s Commission on Government Forecasting and Accountability, released its most recent forecast in February. This latest look noted that Illinois in 2018 did better than it did the year before, but there are headwinds that have kept the state from doing as well as many of its neighbors in the Midwest. While economic growth improved slightly, resulting in an uptick in state revenue collections, Illinois’ heavy dependence on income taxes could pose a problem, according to Moody’s. Income taxes are more sensitive than sales taxes to the general ups and downs of the economy.

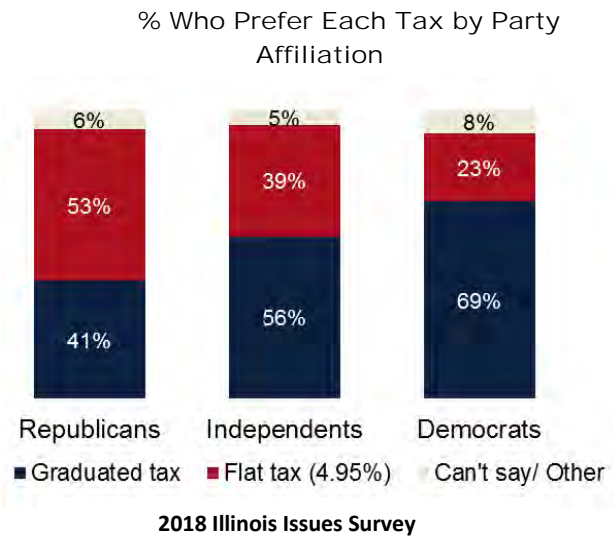
Finding the right mix of revenue sources has been a challenge for the state. In the Illinois Issues survey, people were asked whether they favored a graduated income tax, in which persons with more income pay higher rates, or the existing flat rate income tax, in which everyone pays the same rate. Respondents favor the graduated approach (57 percent) over the flat rate (36 percent). Nearly seven in ten (69 percent) of Democrats say they prefer a graduated system, but even a majority of independents (56 percent) and large minority of Republicans (41 percent) agree.

Over time, in pursuit of more revenue to pay for public goods and services, Illinois has required sales and usage taxes on more things. Of late, in this spirit, there has been talk of legalizing recreational marijuana to increase sales tax collections. As reported by NPR Illinois’ Jaclyn Driscoll in December, estimates of new revenue from the sale of pot range “from \$350 million all the way up to one billion dollars per year.” And increasing the gas tax or taxing people based on their driving mileage have been bounced around as ways to pay for needed road and bridge improvements, noted Sam Dunlau in a piece for NRP Illinois last July.



NPR Illinois Reporter Mary Hansen

However, at the same time, predicting sales tax revenues has become more difficult as the retail landscape changes. In March 2018, NPR Illinois reporter Mary Hansen explored the continuing decline in retail stores in Illinois, especially of the “big box” type. “Last year,” wrote Hansen, “a little more than 2,000 people filed unemployment claims after getting laid off from a retail gig,” even though the economy overall was growing. Citing Western Illinois University rural affairs expert Christopher Merrett, Hansen said “the rise of online shopping means retailers are changing their business models, shuttering bricks-and-mortar stores and focusing on clicks.”



There’s also evidence that many retail chains may have overbuilt. In a following story in May, Hansen described efforts being made throughout the state to repurpose vacant retail spaces as schools, entertainment centers, and churches, to name a few. Meanwhile, new rules that took effect in September, requiring more online sellers to collect sales taxes, have begun to produce more revenue for the state. However, it is unclear how much this will offset the loss of revenue from retail store closures.

NPR Reporter Daisy Contreras in December told the specific tale of what happened when Walmart closed its store in Pana, Illinois. About an hour southeast of Springfield, Pana “was once a bustling community,” with coal mines and one of the largest rose growing and distribution operations in the country. When Walmart shut down last fall after 35 years, “the town took another blow.” “Experts say the retail closures are only a symptom of bigger issues taking place in the Midwest,” wrote Contreras, including “declining population, aging baby-boomers and rising poverty rates.”



NPR Illinois Reporter Daisy Contreras

## Developing



**Graduate public service intern Neeru Singh with Mark Petrelli, State Director of the Small Business Development Center Network. “I’ve been handling the social media presence for the network,” says Singh, “including outreach to prospective clients and publishing information on relevant events, resources, news, and client success stories.”**

Pana’s Mayor, Donald Kroski, told Contreras that “without Walmart as a competitor this could be an opportunity for his town to return to more independently-owned businesses.” But, Western Illinois University’s Merrett expressed skepticism “about a resurgence of small business” in rural communities. “It sounds like it’s a big, lofty discussion far afield from Walmart, but the issue of small town Walmarts closing is a symptom of a deeper demographic problem in downstate Illinois,” explained Merrett. An aging population with less money to spend will challenge the typical business strategy of small town retail stores.

An additional, new factor in rural development will be the recent enactment of a gradual escalation in the state minimum wage from \$8.25 an hour to \$15.00 an hour by 2025. While the increase is not generally favored by business, the fall Illinois Issues Survey showed broad popular support for the change. Almost two-thirds (62 percent) of respondents said they would support raising the minimum to \$15/hour. When asked whether a higher minimum wage helps by giving people money to spend and grow the economy or hurts by making it harder for employers to hire and retain employees, people were almost twice as likely to say it helps (60 percent) than hurts (31 percent).

## Capital Economy

While not a rural community, Springfield is one of several modest-sized, downstate cities that has seen population losses and consequent reductions in economic activity in recent years. Poor population trends have been adversely affecting the state overall, as the 2019 Moody’s Analytics forecasts notes. But, the effects have been deeper downstate owing to much smaller populations and less diverse economies.



Only the big university towns, Champaign-Urbana and Bloomington-Normal, have been doing reasonably well in the aftermath of the 2007-2009 Great Recession.



**Rep. Sarah Wojcicki Jimenez and Gov. Bruce Rauner discuss bill to make Springfield the regular home for state jobs.**

Photo Credit Brian Mackey/NPR Illinois

In the moment, the strengthening of the state’s fiscal situation as a result of finally passing a full-year budget last summer has improved conditions in Springfield, given its dependence on state government employment. Though significant growth in state jobs is unlikely in the foreseeable future, current levels will probably be maintained at least for a while, giving the community a degree of certainty it hasn’t had of late. Helping matters a bit may be a new law enacted in 2018. Sponsored by then Republican Representative Sara Wojcicki Jimenez of Springfield, the law makes Sangamon County “the default location” for state jobs unless there’s a need for a job to be elsewhere. NPR Illinois’ Brian Mackey reported in August that the state had “already identified about 400 jobs that can be

moved back to Springfield,” if and when the positions become vacant.

## Innovate Springfield

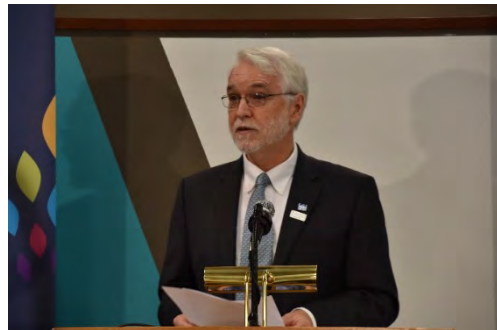
Innovate Springfield is an important step the community and university have taken to stimulate the local economy. Apart from its role as a regional healthcare center, the state capital region has not seen significant economic development in many years. When Innovate Springfield was launched in January 2016 by the Community Foundation for the Land of Lincoln, the hope was that it would take advantage of untapped entrepreneurial potential to spur new economic activity. Although no one knew then the nature and extent of that potential, the early returns have been encouraging.

In its first three years, Innovate Springfield, under the leadership of its executive director, Katie Davison, has been able to help 87 entrepreneurs. Twelve of those

entrepreneurs have developed their businesses to the point where they no longer need the organization’s supports. In 2018, 27 young companies were renting space at Innovate Springfield’s downtown location and drawing on the training and expert advice that’s available. Those businesses employed 52 full-time and part-time employees, including 38 percent women and 27 percent minorities, and generated \$1.9 million in gross revenue. To date, companies being incubated by Innovate Springfield have acquired seven patents.



**Entrepreneurial work stations at Innovate Springfield**



**University of Illinois President Timothy Killeen at Innovate Springfield announcing the state capital as the first hub of the Illinois Innovation Network, August 28, 2018.**

Last year, twelve other established organizations also rented space there in support of Innovate Springfield’s economic and community development mission. These included, for example, the newly created Land of Lincoln Economic Development Corporation and the Springfield office of Forefront, the statewide alliance of grantmakers and

nonprofits pursuing the social good. In addition to incubating new businesses, Innovate Springfield has a social innovation agenda focused on strengthening the workforce capabilities of the local population through improvements in education and training. The organization serves as the home for the Sangamon County Continuum of Learning and has been spearheading the implementation of Sangamon Success, a local initiative in which UIS, through the Center, has played a major role.

In being transferred to UIS, Innovate Springfield has received funding commitments from the Community Foundation for the Land of Lincoln, City of Springfield, Land of Lincoln Economic Development Corporation, and the University of Illinois system totaling \$1.5 million over three years. The backing of the community and the university system is an important development. “This will have more of an impact on the university coming truly more into the community than I think anything since the founding of Sangamon State University,” said John Stremsterfer, president of the Community Foundation, to the *State Journal-Register*. The plan is to expand the impact of Innovate Springfield as the focal point of the Springfield hub in the Illinois Innovation Network, possibly through a new facility downtown.



Local leaders, citizens, and students attend forum on “entrepreneurial ecosystems” at Innovate Springfield.

The prospects for a downtown facility improved last year with the appropriation of \$500 million in state capital funding for the Discovery Partners Institute, located in Chicago, and Illinois Innovation Network. UIS hopes to receive some of this funding to help with building an innovation hub near the Capitol. Since the year ended without disbursement of any of the funds, the money will have to be reappropriated by the legislature in 2019. Governor Pritzker has included the \$500 million in his budget request for fiscal year 2020, which begins in July, but he has asked the University of Illinois to match that with non-state capital support.

## Educating

The Sangamon Success report issued in the fall of 2015 by the Sangamon County Continuum of Learning, of which the Center is a member, opens as follows: “The education of young people should be the highest priority in Sangamon County, as it is most everywhere.” In other words, the local commitment to nurturing, protecting, and guiding children until they become independent adults is simply a reflection of the larger state and societal commitment to the young. The priority is clear in Illinois’ funding decisions. During the two-year state budget impasse, one of the only public services exempted from the battle was elementary and secondary education. And perhaps the most critical factor in eventually breaking the impasse was the fear that public higher education was about to implode if state funding did not resume.

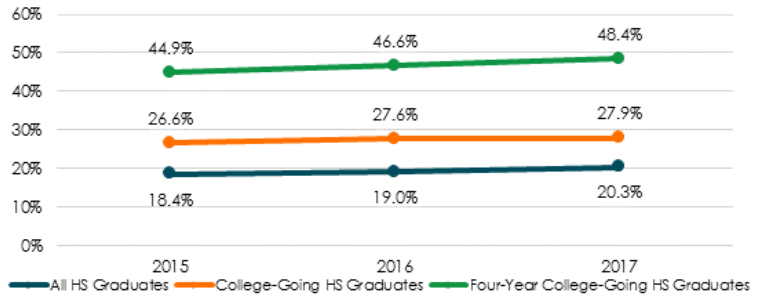
### Going Elsewhere

In addition to people thinking about moving out of the state, Illinois has the distinction of seeing many of its young adults leave for college elsewhere. The trend is long-established. “Illinois has ranked

second or third in the nation for the out-migration of traditional college students for many years,” wrote NPR’s Dusty Rhodes in February 2018.

Research indicates that the reasons for this are complex. The children of more educated parents are more likely to attend college outside the state of their residence. The same goes for income. There is some evidence that people may migrate to out-of-state schools because they are pursuing a degree where the potential earnings are higher in other places. These factors are difficult to influence. But then there is cost, over which institutions have more control and which increasingly matters given rising levels of student debt. A consistent, albeit rough research finding over the years has been that every \$1,000 increase in college cost reduces demand by five percent. In other words, to state the obvious, students are sensitive to how much they have to pay.

Percent of recent Illinois high school graduates enrolled out of state

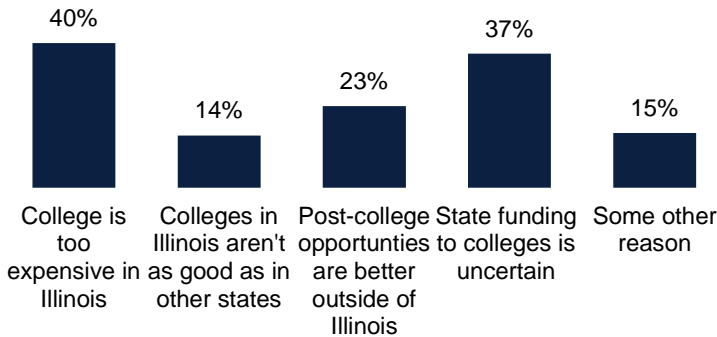


Illinois Board of Higher Education, 2019

Rhodes reported on an Illinois Senate hearing, at which higher education leaders in the state were asked “why neighboring states are able to lure so many Illinois students away.” The simple answer is that, at least when it comes to the University of Illinois Urbana-Champaign, other Big 10 schools are

offering better financial deals to students. To help begin to redress the imbalance, the University of Illinois has been freezing tuition at current levels, and in August UIUC announced a new program, Illinois Commitment, to help improve affordability for students from middle income families.

% Giving reason high school grads are leaving for college elsewhere



2018 Illinois Issues Survey

Public opinion is strong on the subject of cost. In the 2018 Illinois Issues survey, three-fourths of respondents (76 percent) said that increasing state funding for public colleges and universities

should be a high priority. Democrats were more likely (90 percent) to take this position than Independents (74 percent) or Republicans (57 percent). Another survey question asked which factors explain why Illinois high school graduates go to college outside the state. The top pick was “college is too expensive in Illinois” (40 percent), followed by “state funding to public colleges is uncertain” (37 percent), confirming that, at least in people’s minds, money is the main reason for the out-migration of students.

## Beachheads of Innovation

With enrollments down in most public institutions and many private ones in Illinois, in large part owing to a predictable decline in the population of traditional age students, getting more residents to



stay here for college is has the feel of an urgent challenge. The problem would be even more daunting, however, were it not for the fact that Illinois leads the country in moving community college students through to completion of a bachelor’s degree.

As reported by NPR’s Dusty Rhodes, based on an Illinois Board of Higher Education report released in September, 53.8 percent of students who enrolled in a community college in 2010 earned a bachelor’s degree from a four-year school by 2016. This was better than the second place state, Washington, at 50.7 percent. Illinois has one of the most extensive community college networks in the country, and has been pushing articulation agreements between community colleges and four-year institutions since the early 1990s. Articulation agreements make transfers easier by making more of the credits students earn in community college count toward a bachelor’s degree.



In December, NPR Illinois reporter Rachel Otwell was awarded a year-long grant by investigative news organization ProPublica to look into sexual harassment and abuse on college campuses in Illinois.

of this labor force may be a way to relieve the shortage down the road.



Transfer / Graduate Student  
**Orientation**



Like many other states, Illinois faces a shortage of elementary and secondary education teachers. The problem is particularly acute in special education. One possibility for easing the shortage there may be to tap into the pool of teacher’s assistants or paraprofessionals who serve as aides in special education classrooms, according to Dusty Rhodes in a story for NPR Illinois in September. “The line between duties that require a certified teacher,” reported Rhodes, “and tasks that can be handled by paraprofessionals may be clear on paper, but in the classroom, things get a little fuzzier.” Not all paraprofessionals want to become teachers and some may not be suited for the job, but Rhodes spoke with school district administrators who think that investing in the further development

## Nurturing

Less advantaged children, on average, have a more difficult time benefiting from education than more advantaged children. Economic and family stress may limit not just children’s cognitive learning, but also their social and emotional development, which research has shown to be equally key in educational and especially work life success. Protecting children from harm, which applies regardless of advantage or its lack, is a critical government function. Giving socially and emotionally challenged children access to expert supports helps them develop the skills they will need to become productive adults down the road.

### Child Protection Training Academy

For the past three years, the Center has collaborated with the Illinois Department of Children and Family Services (DCFS) in the development of the Child Protection Training Academy. The Academy represents an innovative approach to training the professionals who are tasked with investigating allegations of child maltreatment. It uses real-life simulations, in both an old house on the UIS campus and a mock courtroom, to train new and experienced investigators in many of the aspects of investigations. The idea is that more closely aligning the training experience with what investigators face

in the field more effectively prepares them for the job, and that increased self-efficacy should lead to more commitment and less turnover.



Staff of the Child Protection Training Academy (left to right): Susan Evans, Executive Director; Amy Wheeler, Training and Curriculum Designer; Dr. Betsy Goulet, Principal Investigator; Taylor McCarthy, Program Assistant

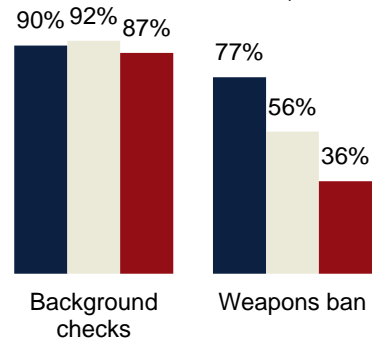
To date, 625 investigators have gone through the training. A June 2018 evaluation of the Academy by the Children and Family Research Center in the School of Social Work at the University of Illinois Urbana-Champaign compared investigators trained by the Academy with investigators who were initially trained through DCFS' traditional program. According to the report, "investigators with simulation training gave significantly higher scores on 8 of the 9 items assessing how well [they] thought their initial training prepared them for their work." Also, investigators not trained by the Academy were four times more likely than Academy-trained investigators to say they were actively looking for a position in another unit within DCFS. Although the evaluation only captured perceptions, a preliminary follow-up analysis by the UIUC research group of actual turnover indicated that being trained through the Academy may be having a positive effect on retaining investigators in their positions. Confirmation of this result will need to await further analysis.

## MOSAIC

In May last year, the Institute for Legal, Legislative, and Policy Studies

completed its seven-year-long evaluation of the MOSAIC children's behavioral healthcare access project in Springfield. MOSAIC, administered by Memorial Behavioral Health and originally funded by the Illinois Children's Healthcare Foundation, works through primary healthcare providers and schools to screen children for social-emotional health and link those with problems to appropriate help. The final evaluation compared school-aged children who entered the local behavioral healthcare system through MOSAIC to those who entered in other ways for the 2012-2017 period. It found that children who entered through MOSAIC have been more likely to be African American, male, and younger and to come from larger families. They have also been more likely to be in treatment longer and receive more intensive services (defined as the amount of service for every 30 days).

% Who strongly or somewhat support mental health background checks for gun purchases, ban on assault rifles and semi-automatic weapons



■ Democrats ■ Independents ■ Republicans

2018 Illinois Issues Survey



**Graduate public service intern Alexandra Madden works for the Illinois Department of Public Health's Comprehensive Cancer Control and Prevention Program. "My boss and I started at the same time," explains Madden," taking the idle cancer program and "completely reinventing and restructuring it."**

to help raise awareness of the need among local leaders and the public in general. The video is expected to be released in 2019.

The most interesting finding pertains to the relationship between race, whether entering through MOSAIC or otherwise, and treatment outcomes. Previous evaluations were unable to find a consistent relationship between entering through MOSAIC and getting better outcomes. The final evaluation, based on six years of data, found black children who entered through MOSAIC have done better than those who entered in other ways, and this positive result has been more likely for children under the age of 13.

## Healthy Housing

Springfield has high rates of childhood asthma and blood lead levels, each of which can interfere with learning and development. Poor housing conditions contribute to both problems, leading the local Community Health Round Table, of which the Center is a member, to call for more "healthy housing" in the area. Last year, the Center's Office of Electronic Media began working with the Round Table on developing a video

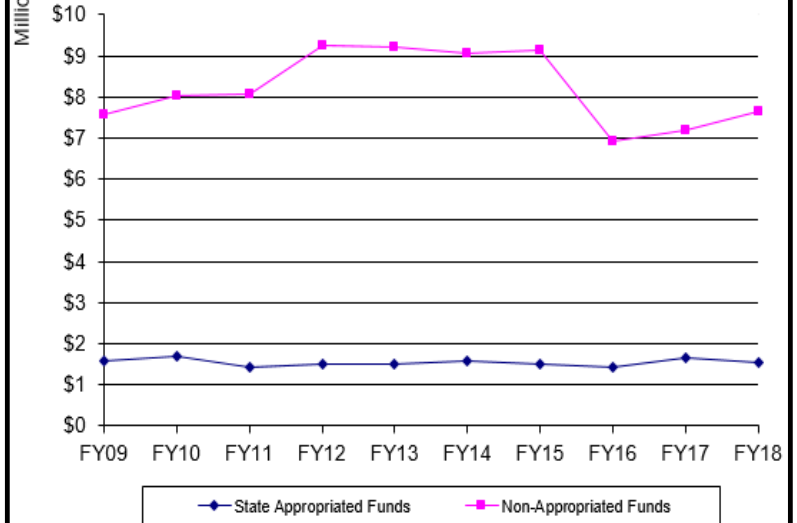


## Center for State Policy & Leadership Financials

10 Year Appropriated vs Non Appropriated Funding Comparison

	Appropriated		NonAppropriated		Ratio
	Dollars	Percentage	Dollars	Percentage	
FY09	\$1,587,987	17.37%	\$7,552,190	82.63%	\$4.756
FY10	\$1,696,478	17.44%	\$8,028,639	82.56%	\$4.733
FY11	\$1,436,415	15.12%	\$8,064,199	84.88%	\$5.614
FY12	\$1,519,559	14.12%	\$9,239,001	85.88%	\$6.080
FY13	\$1,487,637	13.88%	\$9,226,833	86.12%	\$6.202
FY14	\$1,577,118	14.84%	\$9,052,428	85.16%	\$5.740
FY15	\$1,515,176	14.25%	\$9,120,804	85.75%	\$6.020
FY16	\$1,437,232	17.18%	\$6,930,739	82.82%	\$4.822
FY17	\$1,669,267	18.86%	\$7,179,477	81.14%	\$4.301
FY18	\$1,521,224	16.60%	\$7,641,394	83.40%	\$5.023

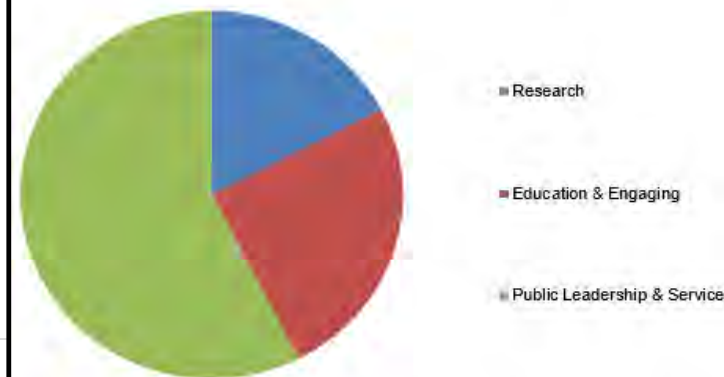
10 Year Appropriated vs Non Appropriated Funding Comparison



Income by Priority by Unit FY2018

	Research	Education & Engaging	Public Leadership & Service	Undesignated	Total
Office of the Executive Director	\$192,853	\$58,975	\$124,430	\$1,847	\$378,106
Papers of Abraham Lincoln	\$4,183	\$0	\$0	\$0	\$4,183
Inst. for Legal, Legislative & Policy Stds	\$1,105,356	\$493,087	\$1,177,288	\$0	\$2,775,731
Office of Graduate Intern Programs	\$0	\$0	\$3,701,560	\$0	\$3,701,560
Survey Research	\$286,946	\$0	\$0	\$0	\$286,946
Office of Electronic Media	\$0	\$0	\$269,573	\$0	\$269,573
NPR Illinois	\$0	\$1,746,520	\$0	\$0	\$1,746,520
<b>Total</b>	<b>\$1,589,338</b>	<b>\$2,298,582</b>	<b>\$5,272,851</b>	<b>\$1,847</b>	<b>\$9,162,617</b>
	17.35%	25.09%	57.55%	0.02%	

Income by Priority FY2018



(\$1847 or 0.02% of the total income fell outside of these three functions.)