

Minutes from the Adult Redeploy Illinois Oversight Board Meeting
Monday, August 4, 2014
1:30-3:30p.m.
JRTC 100 W. Randolph, Room 2-025, Chicago
Stratton Building, Room 617/621, 401 S. Spring, Springfield

Board members in attendance (CHI): Michelle Saddler, Gladyse Taylor (for S.A. Tony Godinez), Walter Boyd, Joseph Bruscato, Jack Cutrone, Patricia Hayden, Thomas Mahoney, Adam Monreal, Michael Pelletier, Angelique Orr, Brent Stratton

Board members in attendance (SPI): None

Board members by phone: Joseph Antolin

Non-board members in attendance: Jordan Boulger, Laura Brookes, Mary Ann Dyar, Esther Franco-Payne, Kelly Gallivan-Illaraza, Rebecca Janowitz, Simeon Kim, Lindsey LaPointe, Jessica Reichert, Daynia Sanchez-Bass, Rebecca Skorek, Tracey Williams, Paula Wolff

Call to order/Roll call/Introductions

Secretary Saddler called the meeting to order at 1:37 p.m. Introductions were made around the table, and Mary Ann Dyar recorded the roll call. It was determined there was quorum. Members of the public in attendance also introduced themselves.

Approval of minutes from May 19, 2014 meeting

Secretary Saddler asked members to review the minutes for approval from the May 19th Adult Redeploy Illinois Oversight Board (ARIOB) meeting previously circulated. Joseph Bruscato made the motion to approve, seconded by Adam Monreal. The motion passed.

Program Administrator/Committee reports

Secretary Saddler asked Mary Ann to deliver the program administrator report. Mary Ann referred to the updated dashboard that reports a cumulative total of nearly 1,800 individuals diverted from prison through June 2014. Total diversions include both individuals who successfully completed an Adult Redeploy Illinois (ARI) program or terminated without a commitment to the Illinois Department of Corrections (IDOC), as well as individuals still engaged in programming. Last quarter, ARI sites served more than 1,200 individuals, which is a 50% increase from last year at this time. Total cumulative savings are estimated at \$36.6 million, with nearly \$5 million of cost savings in the most recent quarter (April-June 2014). On the dashboard map, Mary Ann noted that Pike County was removed as a planning grantee due to stakeholder changes at the local level; however, that part of the state continues to be of interest for expansion.

ARI staff conducted a site visit on July 8th and 9th at the St. Clair County ARI program. The site visit included meeting with current and former program participants and touring the jail and service provider facilities. When visiting treatment providers, the site visit team is exploring evidence-based practices in use and fidelity to the models.

Recent ARI staffing changes include Lindsey LaPointe coming on as a full-time state employee as of July 1st. The duties of this position will expand into more training, technical assistance and outreach activities, as ARI brings on a grant monitor in the coming months. Jordan Boulger, the research analyst at the Illinois Criminal Justice Information Authority (ICJIA) who has led ARI research efforts from the beginning, is moving to a new position as the Director of Research at

the Cook County Adult Probation Department. Jordan's last day with ICJIA is August 22nd. Jordan was thanked for his many lasting contributions to Adult Redeploy Illinois.

Lindsey LaPointe provided an overview of ARI's testimony to the House Bipartisan Task Force on the Heroin Crisis, which held a hearing on July 7th in Rockford, IL. The testimony focused on innovative practices and solutions in response to the heroin crisis from the "bird's eye" statewide view of ARI based on feedback from sites. The testimony discussed the recovery-oriented systems of care model and a shift to a chronic disease model for substance abuse, and the use of medication-assisted treatment (MAT) in community corrections and problem-solving courts. Representatives from the Task Force in attendance included Representatives Patricia Bellock, John Cabello, Lou Lang, Dennis Reboletti, and Dan Brady. State Senator Steve Stadelman was also in attendance. Mary Ann noted that staff mentioned current ARI funding levels.

Mary Ann provided a Performance Measurement Committee report from the June 9th meeting where the committee focused on the corrective action plan submitted by Jersey County following a site visit. The committee reviewed and approved the plan provided by the site where progress is already being made. The corrective action plan is in the meeting materials and outlines recent changes recommended by ARI and the Center of Excellence for Behavioral Health and Justice (COE). The reduction goal was decreased from 15 to 13, while maintaining cost-effectiveness, to reflect a marked decline in the number of overall program-eligible IDOC commitments. Jersey County will report quarterly on progress with the plan.

Secretary Saddler called on Committee Chair Angelique Orr to present the Site Selection & Monitoring Committee report. The committee met on July 22nd to review the substance of three local plans (funding decisions will be made at a later date). Angelique Orr briefly described the submissions from Will County, Kankakee County and the 20th Judicial Circuit (for Monroe and Randolph counties). The Will County local plan is a proposal to enhance and expand the current problem-solving courts (drug, mental health, veterans), and create a new ARI docket for individuals with identified risk but without substance abuse or mental health needs. The Kankakee County local plan is a proposal for an intensive probation supervision program with enhancements. The 20th Judicial Circuit local plan is a proposal for two programs: in Monroe, for a behavioral health docket, and in Randolph for a "Second chance citizen program" focusing on cognitive behavioral therapy and enhanced employment services. The committee recommended approving the content of the local plans of Will and Kankakee counties, and tabling a vote on the 20th Judicial Circuit local plan pending clarification of target populations and cost-effectiveness.

Committee member Walter Boyd emphasized the committee's cost-effectiveness concerns with programs that seek funding for staffing at local non-profit organizations versus using a fee-for-service model that can be scaled to program capacity needs especially in smaller counties. The committee reviews whether full-time equivalent employees (FTEs) are warranted depending on the size of the caseload as a measure of cost-effectiveness, or whether staffing costs need to be pro-rated. ARI should make sure that cost avoidance and reducing the cost per person served remains the goal of the diversion programs it funds.

Angelique Orr made the motion to approve the Will and Kankakee local plans in substance only, which was seconded by Patricia Hayden. The motion passed.

Update on SFY14 year-end

Mary Ann provided an update on SFY14 funding, focusing on site spending and progress towards their 25% reduction goals. A chart in the meeting materials detailed SFY14 site grant amounts (some of which were reduced during the year and others that were increased) and length of awards (nearly half were new and for less than 12 months). Due to slow spending and program delays, a total of approximately \$1 million lapsed, which is about 15% of the total appropriation. In general, a 10% lapse is considered acceptable. Jack Cutrone noted that it can take a couple of years for new sites to reach full implementation and spending levels.

Secretary Saddler asked whether sites' supplemental funding is included as part of base funding for subsequent years, and if there is rule about what continues on in "maintenance" budgets. Lindsey noted that it depends on how funding was used; for instance, one site hired an additional probation officer to lower caseloads to align with evidence-based practices and this new program component would carry over. Other sites funded one-time expenses such as "train-the-trainer" events or additional treatment dollars which will not be continued into SFY15.

Gladys Taylor suggested taking a hard look at spending patterns at the halfway mark of the 12-month grants to plan for repurposing funds. Mary Ann noted that site spending is tracked monthly. Angelique Orr suggested that past spending patterns be documented and considered in future funding decisions. Jack Cutrone noted that much of the SFY14 lapsed funds are due to the slow start-up of the Cook County ACT Court which is typical of Cook County.

Discussion of SFY15 funding

Secretary Saddler transitioned the discussion to SFY15 funding. Since the May ARIOB meeting, the General Assembly approved a state budget, which was unlike what was expected because there was not a vote on the income tax extension. To some, the budget work was left unfinished. The state budget included flat appropriations, which are generally not sufficient to maintain agency operations in the next year. For example, ARI's flat appropriation did not allow for annualizing all 18 sites' grant levels to maintain programs from SFY14 to SFY15.

Mary Ann referred to a chart with SFY14 final grant amounts and SFY15 requested amounts approved by the ARIOB at its May meeting. The anticipated SFY15 appropriation level of \$10.2 million (increase from \$7 million) would have covered current sites' full requests totaling \$8.3 million, as well as brought on new sites at \$1 million, included planning grants, and provided administrative expenses that would allow for expanded staffing.

When the budget passed with a flat appropriation for ARI at \$7 million, ARI staff asked sites to determine where cuts could be made with any planned enhancements and out-of-state travel and to re-submit "maintenance" level requests. The sites submitted budgets with approximately 15% in overall reductions; however, the total requested exceeded \$7 million without accounting for the administrative budget. ARI staff subsequently asked sites to reduce their budgets by an additional 10% but avoid any staff cuts or significant service cuts. Most sites were willing and able to make the additional cuts. While ARI staff has prepared the sites for the 10% reduction in grant awards, there have been efforts to identify other funding sources to avoid the cuts and any negative impact on the ARI initiative. To reassure sites, calls were made to all 18 sites making clear that staff is working on the funding issue between now and the veto session, and that ARI continues to be a priority for the Governor's Office. Mary Ann noted sites' willingness to cut their budgets without reducing services levels, and expressed concerns about maintaining fidelity to evidence-based practices.

There was an extensive discussion of how to proceed with issuing grant awards, whether at the “maintenance” levels hoping for additional funding to be secured, or with the 10% cuts now and the possibility of future increases with supplemental funding and/or reallocations of potentially lapsing funds at the six-month mark. It was noted that processing six-month grants at different levels is not feasible given the intensive grant review process at ICJIA. Jack Cutrone suggested that 12-month grants could be issued at the higher amounts with the provision that they are contingent upon funding levels. If supplemental funding does not become available or there are no funds for reallocation, then the budgets could be amended down at the six-month mark.

Secretary Saddler noted that the shortfall between the current SFY15 appropriation, and “maintenance” level funding for sites and funds needed for administration is about \$664,000. One option is for the ARIOB to authorize a course of action for the reduced budget scenario and hold for approximately two more weeks to see if additional funds are identified. Another option is to budget at the level over the \$7 million appropriation and then subsequently reduce budgets in January 2015 based on spending patterns and/or if new funding is not available.

Secretary Saddler asked the ARIOB for feedback. Brent Stratton asked how grant funds are disbursed, and staff answered that it is done quarterly, generally on a reimbursement basis. Secretary Saddler noted that in a previous year Department of Human Services (DHS) grants included a “subject to appropriation” clause that signaled a possible 10% budget reduction later on. Mary Ann said that the ARI sites are expecting the 10% reduction budgets to be implemented and are currently operating without contracts expecting reimbursements back to July 1st.

Brent Stratton suggested it is most prudent to process the reduced site budgets and amend upwards in the future if supplemental funding becomes available. This will allow the program to stay within the budget from the outset. Joe Antolin noted that recipient agencies are more likely to spend at reduced levels when there are contingencies.

Secretary Saddler noted a consensus emerging for the more conservative, cautious, prudent approach to avoid future budget reductions. The ARIOB directed ARI staff to issue contracts at the current SFY15 \$7 million appropriation level unless additional dollars are identified in the next couple of weeks. If additional funds come during the veto session or if sites are underspending at six months, budget amendments will occur to avoid lapsing SFY15 funds. Jack Cutrone made a motion to authorize ARI staff to implement the plan above as articulated by Secretary Saddler, which was seconded by Angelique Orr. The motion passed. Thomas Mahoney abstained from the votes as they relate to the two Cook County programs, Joseph Bruscato abstained on Winnebago County, and Pat Hayden abstained on DuPage County. Mary Ann noted that a memo has been developed to make the case for supplemental funding in the veto session and to document the impact of the funding cuts on the ARI program.

Mary Ann returned to the SFY14 discussion to review site progress toward reduction goals. Site numbers are obtained both through self-report and via the database with verification by the ICJIA research analyst. Discrepancies in reported numbers often have to do with timing. Mary Ann noted that in the self-reports, all sites reached or exceeded their SFY14 reduction goals; however, in the review of database information, ARI staff became aware that LaSalle County and the 4th Judicial Circuit were short of their reduction goals by 1 and 2 individuals respectively. These counts will need to be fully verified before ARIOB action is taken. If a site is

short of its contractual reduction goal, statute allows for the ARIOB to exact a reimbursement provision (a.k.a. penalty). The ARIOB previously set a cap on the reimbursement amount of up to half of the marginal cost of incarceration, or \$2,500 using 2009 IDOC figures.

Mary Ann noted that both sites in question have already given back money in SFY14 by reducing their budgets due to program delays. It was further noted that the budget reductions did not result in reduced goals (other than the goals being pro-rated based on implementation time). Jack Cutrone suggested that the budget reductions could count towards the reimbursement provision. Secretary Saddler noted that the sites have no incentive to reduce their grant amounts if it does not result in reduced service goals. Mary Ann suggested that action could be deferred to a committee following full verification of the numbers. It was noted that some ARIOB members were of the opinion that the penalty clause and reimbursement provision were met given the budget reductions already made by LaSalle and the 4th Judicial Circuit. Angelique Orr suggested that a standard process is needed around this issue.

Secretary Saddler called on Paula Wolff to describe the process used in Juvenile Redeploy Illinois. In the past, a “penalty” was exacted in the form of funding from the site budget directed by the Oversight Board to technical assistance to correct the issue. Paula Wolff congratulated Winnebago County on their high diversion numbers, and Joseph Bruscatto credited the local staff.

It was suggested that a working committee of the Oversight Board be authorized to review the verified numbers for the two sites in question, study the Juvenile Redeploy Illinois process and see how it may apply to ARI, and report back to the ARIOB. Jack Cutrone made a motion to move discussion of this topic to the Performance Measurement Committee, which was seconded by Adam Monreal. The motion passed.

Old business/New business

Secretary Saddler called for any old business or new business. Pat Hayden suggested that the committee’s review of the Juvenile Redeploy Illinois process and subsequent policy development be institutionalized even if the two sites in question met their reduction goals in SFY14. ARI staff will alert the entire ARIOB about the next Performance Measurement Committee meeting where this will be discussed.

The next ARIOB meeting is scheduled for Monday, November 10, 2014.

Adjournment

Upon a motion by a Jack Cutrone, seconded by Adam Monreal, the meeting was adjourned at 3:01 p.m.

(Approved 11/10/14)