Illinois Sentencing Policy Advisory Council
Regular Meeting Minutes
September 20th, 2019 10:00AM – 12:45PM

Location: Illinois Criminal Justice Information Authority
300 West Adams Street, Suite 200
Chicago, IL

Members Present – Rich Adkins (Marcia Meis), Kathryn Bocanegra, Amy Campanelli, Gino DiVito (Chairman), Craig Findley, Brandon Heath (Marcus Evans), Nathalina Hudson, Margo McDermed, James Piper, Alan Spellberg, Jason Stamps and Don Stemen.

Members Present by Phone – A.J. Burse (Elgie Sims), Nicki Robinson (Rob Jeffreys) and Kate Simon (Annie Fitzgerald).

Members Absent – Jim Chadd, Steve McClure, Stuart Palmer, Julian Thompson, Stu Umholtz, Warren Wolfson (Vice Chair) and Kristen Ziman.

Non-Members Present – Lindsey Baumgartner, John Carroll, Emmanuel Conde, Peter Coolsen, Kathryn Culleeny, Mary Ann Dyar, Michael Elliott, Patrice James, Tori Joseph, Brain Kenner, Korynna Lopez, Mea Mikluski, Sharone Mitchell, Dave Olson, Mark Powers, Ben Ruddell, Laila Sadat, Kathy Saltmarsh, Gail Smith, John Specker, Nate Inglis-Steinfeld, Christine Devitt Westley, Paula Wolff, Tanwen Wang, Stacey Woods and Ashley Wright.

Non-Members Present by Phone – Ben Osbourne, Sarah Staudt and Jason Sweat.

Welcome and Introductions
Chairman DiVito called the thirty-second regular meeting of the Illinois Sentencing Policy Advisory Council to order at 10:05 a.m. Chairman DiVito gave the opening remarks, including a summary of the agenda and purpose of the meeting: congratulating a few accomplishments, bidding farewell and welcoming a new SPAC member.

- SPAC has two members that have completed their graduate studies at the University of Chicago and should now be referred to as "Doctor" - Kathryn Bocanegra and Julian Thompson.

- Jason Stamps, Acting Director, Illinois Criminal Justice Information Authority – Jason has nearly two decades of experience in law enforcement research and training and most recently served as acting director of the University of Illinois at Chicago Center for Public Safety and Justice (CPSJ). In that role, Mr. Stamps managed administrative duties while serving as lead curriculum developer and member of the cadre of trainers for diversity and inclusion and procedural justice training programs. He also advised law enforcement agencies in internal and external procedural justice and police legitimacy.

- Steve Baker has retired from the Cook County Public Defender's office. We will miss Baker's historical knowledge of our criminal code and the passion he brought to SPAC meetings, as well his work. Cook County Public Defender Amy Campanelli will attend meetings moving forward.

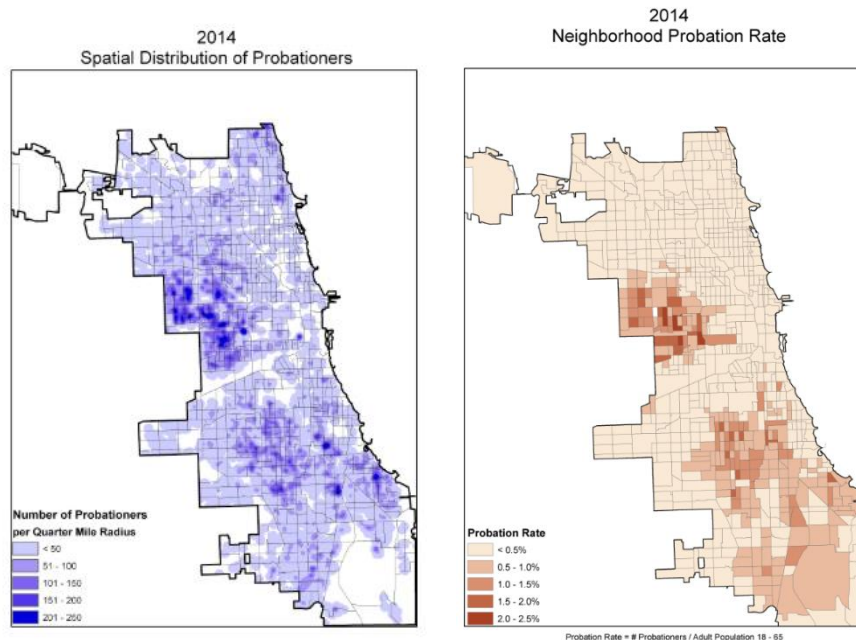**Vote: Approval of the meeting minutes from the June 28, 2019 SPAC meeting**

Alan Spellberg moved to approve the minutes, seconded by Margo McDermed. The minutes from the June 28, 2019 SPAC meeting were approved by unanimous voice vote.

Probation: Cook County Concentration of People and Resources

Dr. Kathryn Bocanegra, Loyola University Chicago, did groundbreaking research for her dissertation that applied sophisticated spatial analyses to probation in the City of Chicago. Probation is the most frequently imposed sentence, however there is a dearth of research on probation's impact on individuals and communities. Dr. Bocanegra shared what she learned about where probationers are concentrated in the city; the relationship between community context and probation outcomes; and the relationship between probation supervision and neighborhood dynamics over time.

- Law enforcement agencies have been using spatial analyses to inform crime prevention strategies for over a century. In the past 20 years spatial data on incarceration trends (prison admissions) and parole (prison exits) have similarly been analyzed. Notably absent from this trend is a spatial analysis of probation. Probation is the leading form of correctional control; however, relatively little is known about the impact of probation on individual behavior, effectiveness in deterring crime, or its impact on communities and public safety. The following overview provides a basic summary on the following; a) where are probationers residing in Chicago? b) what is the relationship between community context and probation outcomes? c) what is the relationship between probation supervision and neighborhood dynamics over time?

Spatial Patterning of Probationers in Chicago, IL

- **Key Observations:**
  - Probationers are clustered in a discrete set of spatially contiguous neighborhoods. The spatial patterns observed are stable over time, even as the number of closed cases has decreased over time
  - The spatial patterns observed are not random
  - In Chicago, probationers are concentrated in neighborhoods with the highest rates of poverty and violent crime where the majority of residents are African American
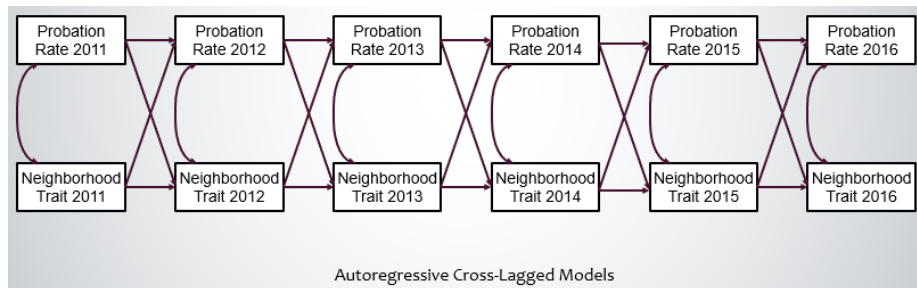
Probation Outcomes in Context

Summary of Multilevel Modeling Results:
Generalized Linear Mixed Models

Predictor	B	SE B	T	Odd Ratio
Individual- Level Characteristics				
LSI-R Score	0.02 **	0.002	89.07	1.02
Gender (Male)	-0.40 **	0.04	122.41	0.67
Race/ Ethnicity (White)				
Other	-0.05	0.17	-0.30	0.68
African American	0.37 **	0.06	6.31	1.44
Hispanic	-0.19 **	0.06	-3.23	0.83
Age	-0.03 **	0.001	450.27	0.98
Neighborhood-Level Characteristics				
Violent Crime Rate	-0.002	0.003	0.39	0.99
Residential Stability	-0.02	0.02	1.21	0.98
Concentrated Disadvantage	0.11	0.03	16.07	1.11
Racial/ Ethnic Diversity	-0.06 *	0.05	1.53	0.95
Probation Rate	0.03**	0.005	33.24	1.03

*$p < 0.05$, **$p < 0.001$

- **Key Observations:**
  - The models are limited in providing robust predictors of one's probation outcomes
  - Acknowledging these limitations, there is evidence that neighborhood context is associated with one's probation outcomes
  - More specifically, probationers are more likely to have a negative discharge if they reside in a segregated neighborhood with a higher concentration of probationers

Autoregressive Cross-Lagged Models

Probation and Neighborhoods

- **Key Observations:**
  - Analyses focused on the following neighborhood traits: concentrated disadvantage*, residential stability, racial/ ethnic diversity, violent crime*
  - A bidirectional/ cyclical effect was observed with concentrated disadvantage, violent crime, and probation supervision; *e.g.,* violent crime rates predict probation supervision rates, and probation supervision rates predict violent crime rates over time
  - This study is a critical first step in examining how the community corrections system is a key institution in the social and economic life of poor urban neighborhoods

Impacting Policy – SPAC's Strengths, Weaknesses, and Priorities
The sunset provision in the SPAC statue was eliminated by Public Act 101-0279 this year, SPAC's 10th year, To reflect on organizational strengths and weaknesses and priorities going forward, members heard from a panel of individuals who have used SPAC's work in a variety of settings.

- *Paula Wolff (PW), Policy Advisor, Illinois Justice Project – Moderator*
- *Kwame Raoul (KR), Illinois Attorney General*
- *Marcus Evans (ME), State Representative, 33rd District*
- *Margo McDermed (MM), State Representative, 37th District*
- *Adam Groner (AG), Economist, Budgeting for Results Unit – GOMB*
- *Ben Ruddell (BR), Director of Criminal Justice Policy, ACLU of Illinois*

The panel addressed the following questions:

- *(PW) What is your opinion of the quality of data in Illinois?*

KR: I have learned that the data presented, can only be as good as the analyst who analyzes it.
BR: There used to be no data reported into the legislative process; now there are some answers.
AG: A Cost Benefit Analysis unit has been added to *Budgeting for Results Unit of GOMB*. There is plenty of data out there, we are working at cleaning it and finding out who collects what.

- *(PW) Give me some examples of how SPAC has influenced the policy process in Springfield?*

BR: Before SPAC, there were too many bills filed, whether they were good, bad or duplicates. Former Rep. Nekritz imposed a good set of criteria to limit bills/focus discussion for her criminal law committee, which helped curb this from happening. SPAC has helped stem bad bills as well and SPAC enabled legislators who wanted to move good bills/stop bad ones.
KR: SPAC was able to help policy makers to start thinking differently – 1) What should we not do and 2) How do we undo things done years ago that failed?
   - Before SPAC, in the Senate, we had the "Cullerton Rule" and a CLEAR Compliance Subcommittee that allowed discussion of bills for political purposes before the bill would die in actual Committee.
   - Now legislators need to prioritize criminal justice reform bills moving forward, as very few will make it through both chambers. They now need to prioritize and identify what parts of certain pieces of legislation that members have the appetite for and what they do not have the appetite for.
AG: Reminds everyone that proposed legislation and laws are one thing, appropriations are another. Impact of CBA and data analysis can really assist in implementation and decisions in the appropriations committees.

- *(PW) What are the challenges SPAC will face in the policy process moving forward and what does the General Assembly have an appetite for in the realm of reform?*

MM: There is no bipartisanship. Any firearm policy changes will be especially hard to pass both chambers.
   - KR: But Senate Bill 1722 was able to pass two years ago in a similar environment, which had lots of deal making with Durkin in bipartisan fashion.
BR: Any changes to theft/retail theft and drug reform will be extremely hard to pass. Maybe try more outreach to legislative staff and maybe have more outreach or briefings.
KR: Drug reform and lowering minimum sentences. I see the possibility of an appetite for the idea of downward departures.
   - Alan Spellberg: Agrees and sees that SPAC is having an influence on changing mindsets and culture in addition to legislative changes.
KR: Another challenge is the resistance to reforms by victims' advocates

- Data collection on survivors can get policymakers to focus on facts and real outcomes

- *(PW) Give some examples of SPAC's impact?*

BR: The addition of victimization costs to fiscal impact analyses is very helpful.
- Bridges data to a more human element
- Harm to people and families is difficult to quantify, but we should try to do it.
- Economic impacts on families and neighborhoods could be a potential the next phase.

AG: Costs and costs at first arrest – these are very helpful cost estimates that SPAC has produced that can now be used across state government, especially when thinking about the benefits of different government programs.

KR: The Justice Reinvestment Initiative (JRI) conversation – we need to remember that reinvestments are hard to come by.

- *(PW) How do we maximize SPAC's impact?*

KR: Data/analysis for Commission should have prevented taking off the biggest reform pieces.
- Get away from just the most popular reforms and find the biggest bang-for-the-buck reforms.
- To be effective, focus on key legislators/governor/elected and their staff.

PW: To summarize some of your overlapping Reponses we need to: Identify issues, gather data to prioritize options, find major champions, find champion's staff and assist them.

KR: Know the context and history of our current criminal justice actors and partners.

MM: Members are too eager to get stuff out of committee and debates have been stifled. Hearings have been minimal, and no substantive or helpful discussions are had. Polices are prioritized due to some supporter who did something and now gets a reward. In this environment, it is hard to figure out how to shape an impactful agenda.

- *(PW) Suggestions for SPAC moving forward?*

KR: Keep working with rank and file legislators. Does not always have to be the big name.

MM: Make sure to connect with staff, especially the staff of the judiciary criminal law committee.
- Provide lots of information to SPAC members to make sure they know about the bills/analyses.

KR: Prioritize resources within community supervision would be very helpful.

BR: Audit the current system – what resources are available statewide and, considering Kathryn Bocanegra's presentation, research the micro-location of resources.

KR: Maybe analyze the historical patterns of penalties (penalty for X crime was ___ in 1960, 70, 80, 90, 00, 10, and today.)

PW: Raise public awareness efforts, especially around meetings and released reports.

BR: Continue to help to improve the data and what data is collected.

New Business
Chairman DiVito reminded all members that the next meeting will be held on November 22, 2019, at the same time and location.

Adjournment
Craig Findley, moved to adjourn the thirty-second regular meeting of the Sentencing Policy Advisory Council, seconded by Alan Spellberg. The thirty-second regular meeting of the Sentencing Policy Advisory Council was adjourned at 12:30 p.m. by unanimous voice vote.