



Pat Quinn, Governor

Michelle R.B. Saddler, Secretary

Office of the Secretary  
401 South Clinton Street • Chicago, Illinois 60607  
100 South Grand Avenue East • Springfield, Illinois 62762

March 23, 2012

**VIA HAND DELIVERY**

Senator Jeffrey Schoenberg, Co-Chair  
Representative Patti Bellock, Co-Chair  
Commission on Government Forecasting and Accountability  
703 Stratton Office Building  
Springfield, Illinois 62706



**Re: Closure of Warren G. Murray Developmental Center**

Dear Senator Schoenberg and Representative Bellock;

On behalf of the Illinois Department of Human Services (DHS), and in connection with the proposed closure of the Warren G. Murray Developmental Center (Murray Center), the following are DHS' recommendation and its responses to the ten questions which are required to be answered pursuant to Section 5-10 of the State Facilities Closure Act, 30 ILCS 608/5-10.

In Governor Quinn's February 22, 2012 Budget Address, he announced a plan for re-balancing the Developmental Disabilities system. As a part of that plan, he announced the closure of the Murray Center in Centralia, Illinois. He further announced that the Center would be closed in a person-centered manner in which DHS would develop individual program and transition plans for each resident.

**Responses:**

**1. The location and identity of the State facility proposed to be closed:**

Warren G. Murray Developmental Center  
1535 W. McCord Street  
Centralia, Illinois 62801

**2. The number of employees for which the State facility is the primary stationary work location and the effect of the closure of the facility on those employees:**

There are 575 full-time employees (FTEs) at Murray Center. The exact nature and location of other State jobs that may be available to employees at Murray will be determined by the collective bargaining agreement and the closure agreement that is negotiated between the State and the American Federation of State, County and Municipal Employees (AFSCME) in the upcoming days. Other unions that will be impacted are the Illinois Nurses Association, Teamsters, Trade Unions and the Illinois Federation of Public Employees. We are negotiating the number of vacancies.

Until the closure agreement is negotiated, we will not know the impact on the employees at Murray.

**3. The location or locations to which the functions and employees of the State facility would be moved:**

Murray Center provides twenty-four (24) hour residential services and day activities to the 274 individuals with developmental disabilities who reside there. All of these individuals will be offered alternative 24-hour residential services and day activities within Illinois' developmental disabilities system.

Until we can meet with each individual and his or her guardian, if applicable, to discuss transition plans, we cannot provide specific locations of the new services. We estimate that the vast majority of individuals residing at this Center (274) will transition to licensed or certified community-based settings.

See Response to No. 2 above for information regarding the employees at this Center.

**4. The availability and condition of land and facilities at both the existing location and any potential locations:**

Murray Center is comprised of 119 acres and eighteen (18) buildings. Five (5) of the eighteen (18) buildings are residential areas which house approximately fifty-five (55) persons per building. While the land is in good condition, the Center uses an inefficient coal powered plant to generate heat and electricity, which is of concern to the United States Environmental Protection Agency (EPA). The boiler house is approximately forty-nine (49) years old; as such, major repairs are required to keep the system operational and in compliance with Federal EPA regulations. The Center's kitchen equipment in both the Central Dietary Kitchen and in residential areas is over thirty-seven (37) years old and replacement parts are no longer available; repair to equipment requires custom machining to fabricate look-alike parts. Finally, four (4) of the eighteen (18) buildings at the Center have roofs that are aging, have developed leaks and are in need of replacement.

Proposed community locations will be determined as the individual program plan for each resident is determined and completed.

As part of the closure plan, the Division of Developmental Disabilities (DDD) would vacate all of the buildings on the grounds of this Center and deem them excess.

**5. The ability to accommodate the functions and employees at the existing and at any potential locations:**

As previously stated, it is expected that the vast majority of the residents at Murray Center (274) will transition to community-based settings. It will therefore be necessary to develop capacity in the community to serve these individuals through licensed or certified community-based services. DHS will have to develop community capacity in the State's system to serve the individuals from Murray in community-based settings. This process involves individual planning for each consumer, rather than attempting to fit residents into already existing slots that may or may not fit the resident's needs.

As stated above, the exact nature and location of other State jobs that may be available to employees who work at Murray Center will be determined by the collective bargaining agreement and the closure agreement that is negotiated between the State and AFSCME in the upcoming days. Other unions that will be impacted are the Illinois Nurses Association, Teamsters, Trade Unions and the Illinois Federation of Public Employees.

**6. The cost of operations of the State facility and at any potential locations and any other related budgetary impacts:**

The annual cost of operating Murray Center is approximately \$41.1 million.

Under the proposal to close Murray Center, DHS will provide funding to serve persons in community-based settings. Rates will be established for community providers using the Community Integrated Living Arrangement (CILA) rate methodology for individuals requiring 24-hour residential services and day activities. Each resident will have an independent assessment of his/her needs, and a transition plan developed to ensure his/her safety, and the provision of quality ongoing developmental programs that will allow him/her to continue to learn and grow.

The independent assessment will consist of interviews with the individual, guardians, family members, and others interested in the individual's life. The assessment will also include interviews with staff who currently work at the Center. If the interviews and the clinical record reviews indicate the need for further professional assessments for the individual, such assessments will be completed.

Once these assessments are completed, in conjunction with the individual, guardians, family members and Individual Service Coordination (ISC) staff, a detailed transition plan will be developed for each individual. Once that plan is developed, it will be submitted to the individual, or his/her family/guardian for approval. The plan will also require the approval of the Director of DDD. Once the plan is approved, implementation will begin. Please see the attached for more information regarding cost or cost reduction.

**7. The economic impact on existing communities in the vicinity of the State facilities and any potential facilities:**

A report summarizing the impact of the Center's closure will be provided once the analysis has been completed.

**8. The ability of the existing and any potential community's infrastructure to support the functions and employees:**

When developed as described in response to No. 6 above, the existing community programs will have, or will be able to develop, sufficient capacity to serve all 274 current Murray residents in community-based programs. Throughout Illinois' developmental disabilities service system, DDD currently serves approximately 19,000 individuals in Medicaid Waiver programs, of which approximately 8,000 reside in 24-hour residential settings, 6,400 in privately-operated Intermediate Care Facilities for Persons with Developmental Disabilities (ICFs/DD), and 2,010 in the eight (8) SODCs. Using the methods described in response to No. 6 above, the residential system will need to be expanded by approximately 2%. Sufficient funds exist in the Governor's proposed budget to accomplish this task.

**9. The impact on State services delivered at the existing location, in direct relation to the State services expected to be delivered at any potential locations:**

All of the residents at Murray Center will be offered alternative 24-hour residential services and day activities within Illinois' developmental disabilities system. Individuals will not lose needed services. Transition plans will ensure needed services are continued in accordance with the identified needs from the comprehensive evaluation taking into account the wishes of the individuals and their guardians.

During the closure process, DHS will do everything possible to effectively meet the needs of the individuals served. Characteristics of populations served at Murray will be considered in planning for alternative services including, but not limited to, the following: (1) the average age of persons served; (2) the peer group of persons served; (3) the functioning level of persons served; and (4) the medical, program, behavioral and psychiatric support needs of persons served.

**10. The environmental impact, including the impact related to potential environmental restoration, waste management, and environmental compliance activities:**

As stated in response to No. 4, while the land is in good condition, the Center uses an inefficient coal powered plant to generate heat and electricity, which is of concern to the Federal EPA. The boiler house is approximately forty-nine (49) years old and major repairs are required to keep the system operational and in compliance with Federal EPA regulations. The Center's kitchen equipment in both the Central Dietary Kitchen and in residential areas is over thirty-seven (37) years old. Replacement parts are no longer available and repair to equipment requires custom machining to fabricate look-alike parts. Finally, four (4) of the eighteen (18) buildings at the Center have roofs that are aging, have developed leaks and are in need of replacement. At this time there are no known underground storage tanks at this Center.

Director Long also requested answers to three additional questions in his March 1, 2012 letter to Secretary Saddler; the following are DHS' responses:

**1. How much transition costs will be, and where in the budget they will be paid for:**

Please see attached chart.

The closure plan for Murray Center assumes that DHS begins transitioning residents to community settings to coincide with the closure of the Jacksonville Development Center (in or around October 2012). DHS expects to transition approximately 180 residents out of Murray Development Center during FY13. The cost of those transitions is estimated to be approximately \$84,000 per individual along with a one-time payment of \$5,300 per individual for resident assessment and transition planning. The transitions will be phased through the remaining months of FY13 and will cost approximately \$6.624 million during FY13. For FY13, DHS estimates that the cost of transitions, and the cost of continuing to run Murray Center during the transitions, will total approximately \$45.022 million, or about \$4.0 million more than Murray Center's annual budget. The added costs will be paid for from cost reductions realized from the closure of the Jacksonville Development Center. The transition costs, and operations costs for other SODCs, will be funded by moving appropriations from the budgets of Jacksonville Development Center and Murray Center.

Transition costs will continue to grow and Murray Center's operational costs to decline during FY14, as the remaining residents are transitioned from Murray Center and the operations are phased down. For FY14 and beyond, all costs will be paid from cost reductions realized from the closure of Murray Center in or around November 2013.

**2. How much if any, maintenance costs will be annually after closure?**

Please see attached chart.

As noted above, DHS expects to close Murray Center by about November 2013. After the closure, DHS expects to keep the power plant in operation through June 2014. To the extent that any current Murray Center residents are moved to other SODCs, there will be additional cost at those SODCs for additional staff.

**Murray Developmental Center**

(\$ in thousands)

Assumes closure end of November 2013 (power plant remains open for full year FY14)

	<u>Budgeted</u>					
	<u>Staff</u>	<u>Residents</u>	<u>FY2012</u>	<u>FY2013</u>	<u>FY2014</u>	<u>FY2015</u>
FY 13 Maintenance Appropriation	574.9	274	\$41,054.3	\$41,054.3	\$41,054.3	\$41,054.3
FY13 Murray Operations Cost			(\$38,397.6)	(\$9,085.1)		\$0.0
Cost to Maintain Power Plant until June 30, 2014				(\$1,236.3)		\$0.0
Other SODC Added Cost	28.0	14		(\$1,306.4)		(\$1,959.6)
Community Costs - For CILA's @ \$84.0 per person		260	(\$5,670.0)	(\$20,720.0)		(\$22,495.2)
Phase of residents from Oct 2012 to Oct 2013						
Resident Assessment & Transition Planners (274 residents at \$5.3 per resident			(\$954.0)	(\$498.2)		\$0.0
<b>Total Cost Reductions from Closure</b>	<b>(546.9)</b>	<b>0</b>	<b>(\$3,967.3)</b>	<b>\$8,208.3</b>	<b>\$16,599.5</b>	

Assumptions

Murray Closure starts October 2012

FY13 - 180 residents move to CILA's

FY14 - 80 residents move to CILA's and 14 residents to other SODC's

125 Staff Layoff on March 2013 and 200 on July 2013, 235.9 on November 2013

Facility Closed December 1, 2013

Power Plant staff laid off on June 30 2014

Cost Moved to Community Transition Line

260 CILA's For Murray	\$5,670.0	\$20,720.0	\$22,495.2
Trans. Planners for Murray	\$954.0	\$498.2	
<b>Total cost in Transition Line</b>	<b>\$6,624.0</b>	<b>\$21,218.2</b>	<b>\$22,495.2</b>

Senator Jeffrey Schoenberg  
Representative Patti Bellock  
March 23, 2012  
Page 5 of 5

**3. How this facility closure fits into any long term plan:**

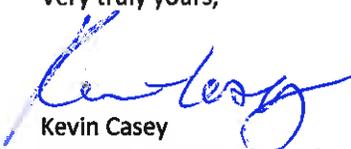
The closure of the Murray and Jacksonville Developmental Centers are a part of the Administration's rebalancing efforts. No decision has been made about the closure of other SODCs, and will not be made until the closure of these two Centers is successfully near completion.

Very truly yours,



Michelle R.B. Saddler  
Secretary

Very truly yours,



Kevin Casey  
Director, Division of Developmental Disabilities