



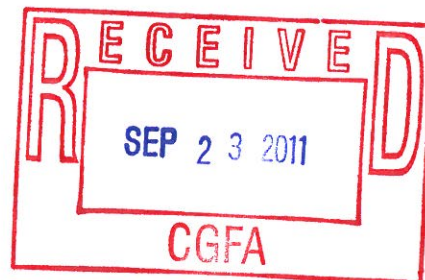
Pat Quinn, Governor

Illinois Department of Human Services

Michelle R.B. Saddler, Secretary

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

September 23, 2011



VIA HAND DELIVERY AND ELECTRONIC MAIL

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

Re: Closure of Jacksonville 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 Jacksonville Developmental Center (Jacksonville), 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.

Recommendation:

On May 30, 2011, the General Assembly passed an appropriations bill (HB 3717) for the operations of the eight (8) State-Operated Developmental Centers (SODCs or Centers) operated by DHS' Division of Developmental Disabilities. The legislation provided \$252.9 million against the Governor's requested budget of \$321.1 million for the SODCs.

DHS and the Division of Developmental Disabilities have spent considerable time and energy in an effort to determine a way that we can continue to provide the level of services which we have historically provided within the parameters of the appropriations received in FY12. Regrettably, and after much reflection, we have determined that the closure of the Jacksonville Developmental Center is the only course of action we can take in order to be able to meet the restrictions imposed by the FY12 appropriations.

The closure of Jacksonville, as described further herein, will affect 196 individuals with developmental disabilities who currently reside at this Center, as well as 420 staff members.

Responses:

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

Jacksonville Developmental Center
1201 S. Main Street, Jacksonville, IL 62650

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 420 employees at Jacksonville Developmental Center. The exact nature and location of other State jobs that may be available to employees at Jacksonville 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 Union 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.

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

While the remaining six (6) SODCs¹ will accommodate the needs of roughly twenty-six (26) individuals who will transition from Jacksonville, the vast majority of individuals residing at this Center (approximately 170) will transition to community-based settings.

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

Jacksonville Developmental Center provides twenty-four (24) -hour residential services and day activities to the 196 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 approximately 170 of the 196 individuals who reside at Jacksonville will move to licensed or certified community-based settings and the remainder will transition to other SODCs.

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:

Jacksonville Developmental Center consists of twenty (20) buildings. Jones, Hill, Dix and Gillespie are residential living units for individuals with developmental disabilities. The buildings currently in use consist of:

¹ Simultaneously herewith, DHS is notifying CGFA of its intention to close a second Developmental Center: the Jack Mabley Developmental Center in Dixon, Illinois.

- Administration Building
- Coal-fired power plant
- Chiller building (supplies electricity, heat, AC and hot water to the Facility)
- Bowen, Drake and Leschin buildings (all are used for education and/or day programming)
- Dietary building

The remaining buildings are used for storage.

As part of the closure plan, the Division of Developmental Disabilities 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, the vast majority of the residents at Jacksonville Developmental Center (approximately 170) will transition to community-based settings. As such, it will be necessary to develop capacity in the community to serve these individuals through licensed or certified community-based services. DHS is concerned about sufficient and appropriate community capacity in the State's system and the need to increase such capacity.

As stated above, the exact nature and location of other State jobs that may be available to employees who work at Jacksonville 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 Union 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:

Based on actual FY11 spending, the annual cost of operating Jacksonville Developmental Center is approximately \$27.9 million. Given the cost of closing this Center and the cost associated with moving individuals to the community, a deficit of \$34.4 million will remain in the FY12 budget. Therefore, DHS will have to address this deficit with corresponding cuts of \$34.4 million throughout the rest of DHS' budget.

Under the proposal to close Jacksonville, DHS will provide funding to serve persons in community-based settings. Rates will be established for community providers using the CILA rate methodology for individuals requiring 24-hour residential services and day activities.

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

A report commissioned from and prepared by the University of Illinois Champaign-Urbana has been provided to you.

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

As previously stated, DHS and its Division of Developmental Disabilities will have to undertake the process of developing capacity within the community system to serve approximately 170 individuals from Jacksonville in

licensed or certified community-based services. Throughout Illinois' developmental disabilities service system, the Division of Developmental Disabilities 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 2,040 in the eight (8) SODCs.

It must be noted that the Consent Decree recently entered in *Ligas v. Hamos* requires the State to identify community placements for the plaintiff class, thus placing further strain on the community capacity for those transitioning from Jacksonville.

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 individuals residing at Jacksonville 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 wishes of the individuals and their guardians.

During the closure process, we will do everything possible to effectively meet the needs of the individuals served. Characteristics of populations served at Jacksonville are being 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:

The environmental issues for this Center are numerous. The most recent environmental issue for Jacksonville is the domestic water source being contaminated during a recent flood. The power plant is required to comply with EPA coal-burning regulations, such as limiting CO₂ emissions. At this time there are no known underground storage tanks at this Center. Asbestos is located in almost every building located at this Center. The form of asbestos can be one of the following: floor tile; elbows on hot water pipe lines throughout the Center; condensate lines located in each building; plaster; drywall joint compound; mastic on the back of ceramic tile; downspouts located in buildings; and window glazing. In order to determine the specific location(s) of asbestos-containing material the Center's asbestos management plans must be referenced. Lead paint would be an issue because of the age of the buildings as any buildings built prior to 1978 may contain lead paint.

Very truly yours,



Michelle R.B. Saddler
Secretary

Very truly yours,



Kevin Casey
Director, Division of Developmental Disabilities