

SENATE
Jeffrey M. Schoenberg
Co-Chair

Michael Frerichs
Matt Murphy
Suzi Schmidt
Dave Syverson
Donne Trotter

EXECUTIVE DIRECTOR
Dan R. Long



State of Illinois
COMMISSION ON GOVERNMENT
FORECASTING AND ACCOUNTABILITY

703 Stratton Ofc. Bldg., Springfield, IL 62706
217/782-5320 Fax: 217/782-3513
<http://www.ilga.gov/commission/cgfa2006/home.aspx>

HOUSE
Patricia R. Bellock
Co-Chair

Kevin McCarthy
Elaine Nekritz
Raymond Poe
Al Riley
Mike Tryon

DEPUTY DIRECTOR
Trevor J. Clatfelter

November 11, 2011

MEMORANDUM

TO: The Honorable Patrick Quinn, Governor, State of Illinois
The Honorable John Cullerton, President of the Senate
The Honorable Michael Madigan, Speaker of the House of Representatives
The Honorable Christine Radogno, Minority Leader of the Senate
The Honorable Tom Cross, Minority Leader of the House of Representatives
The Honorable Jesse White, Secretary of State
Michelle R. B. Saddler, Secretary, Illinois Department of Human Services

RE: Advisory Opinion of the Commission on Government Forecasting and Accountability
Regarding the Closure of the Jacksonville Developmental Center

The Commission met on Thursday, November 10, 2011 at 8:00 am to take final action on the proposed closure of the Jacksonville Developmental Center and to accept or reject the recommendation for closure submitted by the Department of Human Services (DHS) for that facility. The Commission, on a vote of 7-4, rejected the recommendation by the Department of Human Services to close the Jacksonville Developmental Center in Jacksonville, Illinois. A copy of the motion to reject the recommendation for closure and the vote tally is attached.

INTRODUCTION AND BACKGROUND

The Department of Human Services officially notified the Commission on Government Forecasting and Accountability (the Commission) of the intent to close the Jacksonville Developmental Center (Jacksonville) on September 8, 2011. According to the State Facilities Closure Act (30 ILCS 608/5-10): "In the case of a proposed closure of: (i) a prison, youth center, work camp or work release center operated by the Department of Corrections; (ii) a school, mental health center, or center for the developmentally disabled operated by the Department of Human Services; or (iii) a residential facility operated by the Department of Veterans' Affairs, the Commission must require the executive branch officers to file a recommendation for closure. The recommendation must be filed within 30 days after the Commission delivers the request for recommendation to the State executive branch officer."

The Commission requested the required recommendation on September 14, 2011. The Department of Human Services submitted the recommendation for closure to the Commission on September 23, 2011. Following the State Facility Closure Act requirements for conducting a public hearing within 35 days after the filing of the recommendation and no more than 25 miles from the facility, the Commission conducted a public hearing regarding the closure of the Jacksonville Developmental Center on October 24, 2011 at 5:00 p.m. at the Bruner Recreation Center at Illinois College in Jacksonville, IL.

The Jacksonville Developmental Center began in the 1800s as the first facility created by the state legislature to care for mentally ill individuals. The Center has changed over time as its role has expanded and contracted in working with individuals with mental illnesses. It currently works with Developmentally Disabled individuals and has 196 residents at this time, according to DHS (letter dated September 23, 2011).

The Department has noted that their plans to close this facility will result in most of the individuals residing at the Center (170 individuals) transitioning to a community-based setting. However, 26 individuals with more severe mental illness will be transferred to remaining state operated facilities. The Department has not outlined the specific number of individuals transferring to each existing facility or the expected costs of this transfer and subsequent increase in responsibilities for the existing facilities. The closure plan submitted by the Department sets the Jacksonville Developmental Center to close on February 29, 2012. During the public hearing, however, Kevin Casey, the recently hired Director of the Division of Developmental Disabilities, indicated that it would take at least one year (possibly up to two years) in order to properly close a facility such as the Jacksonville Developmental Center. It was noted that the resources to move the residents into a community-based setting would have to be developed, as they do not currently exist.

The Jacksonville Developmental Center has 20 building in its campus, with four used for residential living for developmentally disabled individuals. The remaining buildings are used for administration, power generation, cooling/heating, education, food preparation, and storage. Also, there is a sizable amount of land at the Center that would be unused as a result of the proposed closure.

There are 420 employees at the Jacksonville Developmental Center according to DHS. The Department has stated that they have no knowledge of other state jobs available to the employees until the collective bargaining and closure agreements are determined between the State and AFSCME. DHS has noted that Illinois Nurses Association, Teamsters, Trade Unions and the Illinois Federation of Public Employees will also be affected by this proposed closure.

The Department has noted that their cost of operating the Jacksonville facility is approximately \$27.9 million per year, based on FY 2011 spending totals. They have stated that they will provide funding to serve people in community-based settings. It is unknown to what extent individuals currently residing at the Developmental Center will need to move elsewhere in the state to receive treatment from community-based providers.


DHS Secretary Michelle Saddler testified that the Department has received a letter dated July 1, 2010 from the Centers for Medicare and Medicaid Services (CMMS) concerning Life Safety Code issues at the Jacksonville Developmental Center. DHS indicated that several million dollars had

been expended to correct these Life Safety issues. A subsequent letter from CMMS was received accepting the Department plan for correcting the Life Safety Issues.

DHS did a Deferred Maintenance Needs Summary which indicated that the Jacksonville Developmental Center has \$102.8 million in deferred maintenance. A footnote to the Summary stated "it is important to note that items are not projects, but systems that are aged beyond their useful life. This does not necessarily mean they need to be replaced."

The Department has provided an economic analysis of their proposed closure of the Jacksonville facility, prepared by a unit from the University of Illinois. The analysis examines the various economic factors that would be affected by the proposed closure, including employment and tax revenues. According to the analysis, the Jacksonville Developmental Center employs 441 individuals (this is different from the DHS records, but is acceptable for the purpose of an economic analysis). Indirect and induced jobs in the surrounding community and area from this facility total 150, for a total of 591 jobs created through this facility. Many of the indirect and induced jobs are in subsidiary fields that serve the staff and individuals of the Jacksonville facility. The University of Illinois analysis also notes that the Jacksonville facility creates approximately \$400,000 in state sales tax revenues and \$190,000 in state income tax revenues. In addition to these financial concerns, the analysis notes that additional money may be lost by local school districts from reduced enrollment and other community and area based organizations.

These facts have weighed heavily on Commission members' minds. After hearing testimony from the Department of Human Services and numerous other individuals and organizations, the Commission members present voted 7-4 to reject the Department of Human Services recommendation to close the Jacksonville Developmental Center.



Senator Jeffrey M. Schoenberg



Representative Patricia R. Bellock

MOTION 1 VOTE

JACKSONVILLE DEVELOPMENTAL CENTER

Meeting Date: Thursday, November 10, 2011 - 8:00 a.m.

Room 400, Capitol Building

Commission Member	YES	NO
Representative Patricia Bellock (R)		✓
Senator Michael Frerichs (D)	✓	
Representative Kevin McCarthy (D)		✓
Senator Matt Murphy (R)		
Representative Elaine Nekritz (D)	✓	
Representative Raymond Poe (R)		✓
Representative Al Riley (D)		✓
Senator Suzi Schmidt (R)		✓
Senator Jeffrey Schoenberg (D)	✓	
Senator David Syverson (R)		✓
Senator Donne Trotter (D)	✓	
Representative Michael Tryon (R)		✓
VOTE: Motion 1	4	7

MOTION: NEKRITZ
2ND: SCHENKEL

MOTION: TO CLOSE JACKSONVILLE D.C.

4 - 7