



**ILLINOIS
CRIMINAL JUSTICE
INFORMATION AUTHORITY**

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MINUTES

Illinois Criminal Justice Information Authority

Budget Committee Meeting

Monday, July 29, 2013 at 12:00 p.m.

Illinois Criminal Justice Information Authority

Michael A. Bilandic Building

160 North LaSalle Street, 5th Floor

Chicago, IL 60601

Call to Order and Roll Call

The Budget Committee of the Illinois Criminal Justice Information Authority met on Monday, July 29, 2013, on the 5th Floor of the Michael A. Bilandic Building, located at 160 North LaSalle Street, Chicago, Illinois. Budget Committee Chair Clerk Dorothy Brown called the meeting to order at 12:04 p.m. Authority General Counsel Lisa Stephens called the roll. Other Authority members and designees present were Jennifer Greene for State's Attorney Anita Alvarez, Daynia Sanchez-Bass for Abishi Cunningham, Meg Egan for Sheriff Tom Dart, Authority Chair Peter M. Ellis, Gladys Taylor for Director S. A. Godinez, Felix M. Gonzalez, Col. Marc Maton for Director Hiram Grau, John Harvey, Lisa Jacobs, Cynthia Hora for Attorney General Madigan, John Maki, James Hickey for Superintendent Garry McCarthy, Juliana Stratton for President Toni Preckwinkle, and Randall Rosenbaum. Also in attendance were Authority Executive Director Jack Cutrone, Authority Associate Director Wendy McCambridge, Authority Special Projects Manager Mike Carter, other Authority staff members, Dr. Dennis Rosenbaum of the University of Illinois at Chicago, and Dr. Jens Ludwig of the University of Chicago Crime Lab.

1. Justice Assistance Grants (JAG) ARRA09 and FFY09 Plan Adjustments

Designation Reductions

Associate Director McCambridge, referring to the memo in the meeting materials dated July 29, 2013 and regarding the ARRA09 and FFY09 Plan Adjustments, said that the chart on Page 1 of the memo described \$435,484 in ARRA09 funds recently returned to the Authority and she said that staff recommended that these funds be made available for future use. She called attention to the table on Page 2 of the memo that described \$165,000 in ARRA09 funds that had been set aside in different reserves and that staff recommended eliminating the reserves and making those funds available for other future uses.

Recommended Designations

Northeastern Illinois Regional Crime Lab (NIRCL) - Equipment Replacement Program

Associate Director McCambridge said that staff recommends designating \$405,000 in ARRA09 funds to the NIRCL to support its Equipment Replacement Program. Northern Illinois Regional Crime Lab (NIRCL) is an inter-governmental agency that provides forensic testing for over 40 municipalities and Sheriff's departments and supplies forensic analysis for over one million Illinois residents. The purchase of equipment with this request will enable the lab to maintain its service for the next 10 to 15 years.

University of Chicago Urban Education Lab / Crime Lab - Match Tutors Implementation

Associate Director McCambridge said that staff recommends designating \$190,000 in ARRA09 funds to the University of Chicago's (U of C) Urban Education Lab / Crime Lab to support its Match Tutors Program. These funds include the \$165,000 reallocated from existing reserves as described above and \$25,000 in unallocated funds. This program will provide intensive academic training in math in high school settings. Match tutoring is different from other programs because it is embedded into the school day as an elective class, as a supplement to the regular classroom math teacher. Every student works with a full-time, professional tutor in addition to their other classes, so that the class offered by Match Tutors will be given for credit, not as a pull-out or afterschool intervention. Math Lab offers a standards-based curriculum that is individualized to each student's needs with the goal of complementing the work done in math classes. She called attention to the budget in the Grant Recommendation Report in the meeting materials.

Mr. Gonzalez asked if this program 1) satisfied a demand in the school and 2) if there was a baseline by which it could be determined if such a program was desired by the students or if it will have any outcome in educating these youths to the level where they need to be. If the students are not studying or following teachers' instructions to begin with, what difference will this program make?

Director Cutrone, in response to Mr. Gonzalez's question, called on Dr. Jens Ludwig of the University of Chicago Crime Lab.

Dr. Ludwig said that this intervention was pilot tested at Harper High School during the 2012/2013 academic year. Pick-up rates were very high from the youths to whom the program was offered. Demand was high by students and teachers. The program targets at-risk youths who are academically many grade levels below where they should be. Many of these youths do not participate productively in the classroom. These youths are given 2:1 student to tutor instruction per day. Some of the most disruptive students in the classroom setting turn out to be amazingly productive and engaged in the tutored environment. Even with a modest amount of follow-up time, significant changes were documented in students at Harper High School such that violent crime rates among these students were forecast at as much as a 50 percent reduction.

Dr. Ludwig, in response to a question from Mr. Gonzalez, said that about 100 male students in 9th and 10th grades had been enrolled in this program at Harper High School. That is a small high school, so that is a sizeable share of the student population there.

Mr. Gonzales noted that this was intended to be a five-year commitment. He asked what the retention rate was throughout the duration of the program.

Dr. Ludwig said that last year was a one-year pilot. About 80 percent of the male students who consented to participate did so for the entire school year. In response to a question by Ms. Jacobs, he said that plans were to implement this program in 11 other high schools.

Illinois Criminal Justice Information Authority – Computer Upgrades

Associate Director McCambridge said that staff recommends designating \$32,810 in ARRA09 funds to the Illinois Criminal Justice Information Authority to purchase computers to replace those that are nearing the ends of their operational life cycles. ICJIA operations are funded primarily through grant fund administration fees. These fees are limited by fund type and are allocated to pay salaries and overhead. There are no funds remaining for technology improvements. Consequently, ICJIA is seeking this one time ARRA JAG request to make these improvements and ensure that the majority of staff is capable of efficiently performing vital job duties.

Village of Addison – Data Exchange Coordination

Associate Director McCambridge said that staff recommends designating \$272,000 in ARRA09 funds to the Village of Addison to support the Data Exchange Coordination Project for the DuPage County Criminal Justice System. The DuPage County Criminal Justice System, specifically, the State's Attorney's Office, Sheriff's Office, and Clerk of the Courts; as well as the DuPage County Chiefs of Police Association, the DuPage County Public Safety Communications and the Emergency Telephone System Board have been working together to:

1. Focus on the operational objectives of police, prosecution, probation, courts and other allied agencies to develop a blueprint that will serve as a road map to implement an integrated criminal justice information system;
2. Create data exchanges that lead to more timely, accurate, and efficient information sharing;
3. Improve the capacity to meet reporting requirements arising from implementing Federal legislation, as well as state legislation and policies.

DuPage County seeks to retain professional services that will:

1. Review documentation regarding the overall criminal justice business rules and forms in use in DuPage County for the purpose of documenting information exchanges among stakeholders and developing a Service Specification Package (SSP) for two priority exchanges.
2. Assess its Records Management System (RMS) needs and develop a Request for Qualifications that will help them identify and procure a comprehensive RMS system.

The DuPage County stakeholders will seek two separate consultants for each of these services. She called attention to the budget on Page 5 of the Grant Recommendation Report.

Director Cutrone said that all of these projects will use ARRA09 funds. These funds expire on September 30, 2013. Staff has been working hard to find ways to spend funds that would otherwise lapse back to the federal government. He called attention to the chart at the bottom of Page 3 of the memo. He said that the original award was over \$50 million and unless large sums are soon returned from remaining ARRA09 grantees, the

Authority is, assuming the adoption of these recommendations, slated to return only about \$1,700.

Director Cutrone, in response to a question from Ms. Hora, said that once the infrastructure is built, then it will be able to exchange data with any other area that has similar infrastructure.

Ms. Taylor said that because this is being procured with federal funds it would be able to be used by other entities throughout the state.

Authority Special Projects Manager Mike Carter, in response to a question by Ms. Jacobs, said that this program is Step 2 of a roughly 12 Step project. The program at this point is developing a sort of road map to guide development of a data exchange “highway.” The biggest stakeholder is a group of 32 individual local law enforcement agencies. The program wants to create incentives for these agencies to remain invested so the agencies will be allowed to push records through the prosecutors’ offices, through the sheriff’s offices, and to the courts. The first part of the project will be to determine how that information will be pushed. This is probably a three-year project and it is now around Month 6.

Mr. Carter, in response to a question from Mr. Gonzalez, said that the total project cost could be between \$6 million and \$12 million. DuPage County is fully committed to this project and all of its agencies are on board. He said that he did not expect the Authority to provide much funding beyond this initial start-up phase. The Authority is providing guidance in terms of information regarding Global Reference Architecture and National Information Exchange Model data management.

Ms. Jacobs said that DuPage County is going through some of the same processes, with the same goals, as Winnebago County had when it embarked on its integrated data system. We should ensure that the software produce for this project should be replicable by other counties and the processes and model created should be harvested. While every county is unique, the process of bringing stakeholders together will be easier if there is a repository of proven models. The process should become increasingly easy as more counties undertake the process. The consultants hired to work on this project should be required to share information to facilitate future programs.

Mr. Carter said that the program has been doing this from the beginning.

Office of the State Appellate Defender - Systemic Sentencing Issues Appeals Program

Associate Director McCambridge said that staff recommends designating \$12,636 in FFY09 funds to the Office of the State Appellate Defender to support its Systemic

Sentencing Issues Appeals Program. These funds will increase the Appellate Defender's current designation for this program to allow for a one-month grant contract extension. The current grant's end date is August 31, 2013 and this extension would put it on the same cycle as the other JAG grants.

Village of South Barrington – Data Exchange Coordinating Initiative

Associate Director McCambridge, referring to the supplemental memo at the members' places dated July 29, 2013, said that at the last meeting, the Village of South Barrington was awarded \$36,000 to secure technical assistance on behalf of the Cook County Regional Organized Crime Task Force (CCROC). The CCROC has been participating in this process. The technical assistance was provided to CCROC during the week of July 8th. A final report is forthcoming, however, they have identified additional needs so they will retain some professional services to review documentation and business rules in a similar fashion to those of DuPage County. She said that staff recommends that \$103,000 in ARRA09 funds be designated to the Village of South Barrington so that the village can hire a consultant and partner with the Cook County State's Attorney's Office in an effort to support the Cook County Regional Organized Crime Task Force in developing a multi-jurisdictional information sharing system.

Motion: Mr. Gonzalez moved to approve the recommended ARRA09 and FFY09 Plan Adjustments. The motion was seconded by Ms. Hora and it passed by unanimous voice vote.

2. Death Penalty Abolition Act SFY13 Plan Introduction

Recommended Designation

Mr. Carter said that staff recommends designating \$2,215,522 in SFY13 Death Penalty Abolition (DPA) Act funds to the University of Illinois at Chicago (UIC) to support the Center for Excellence for the Investigation of Homicides and Sexual Assault in its efforts to improve law enforcement and prosecution practices relating to these crimes. When the Authority was tasked with administering the DPA funds, it was given two charges; 1) to create services to families of homicide victims and 2) to create training for law enforcement. A statewide tour of law enforcement agencies has begun to find out what the training needs of law enforcement were that these funds could support. There is much disparity in needs and in resources available among law enforcement agencies. For example, a northern law enforcement agency seeking training in blood spatter would contact an east coast expert and a southern agency would seek training from the west coast. There is very little standardization and often the training was not suited to the needs specific to Illinois. This bred the idea for a center to serve as a platform for

collaboration and research that brings law enforcement, prosecution, and medical examiners and coroners together. This brings researchers and practitioners together to identify evidence-based practices and priorities that best address issues raised by the body as a whole. This will allow for the development of training in a manner that provides consistent standards to stakeholders. The whole project will take about 21 months and cost approximately \$2.2 million. The majority of these funds will support researchers and consultants and training development. An inter-governmental agreement is in the works between the Authority, the Chicago Police Department, and the University of Chicago that will create a board of directors to ensure that these funds are spent responsibly and toward the program's goals.

Authority Chairman Ellis said that the inter-governmental partnership is important because this program is likely to be scrutinized and accountability is critical.

Mr. Carter, in response to a question by Ms. Jacobs, said that out of the 800 or so homicides that have happened each of the last five years in Illinois, about 500 to 550 occur in Cook County. Thus, Cook County receives the bulk of the attention. However, the procedure for investigating homicides should be uniform throughout the state. The research and training development will apply statewide, thus the funds will benefit the entire state.

Mr. Gonzalez said that \$2.2 million to hire statisticians, evaluators, and consultants is a lot of money and one of the primary reasons for the high murder rate in Cook County is obvious; there are a lot of gang members in Cook County. There are about 100,000 of them and they fight over turf. Just this past weekend there was a 14-year-old who was undergoing an initiation and he was tagging along with a guy nicknamed *Sniper*, age 19, who shot a guy six times while he was putting his child in his car. What would this program add to what we already know about the situation?

Director Cutrone said that this program was not aimed at prevention; it is aimed at solving homicides. There is a lot of room for improvement in the homicide clearance rate in Cook County. The goal is to create a training model that will raise the clearance rate. If the clearance rate goes up, then the number of homicides, especially by repeat offenders, should go down.

Director Cutrone, in response to a question by Mr. Maki, said that there is no deadline for the expenditure of these funds.

Mr. Maki suggested that this item be tabled until the next Budget Committee meeting.

Director Cutrone said that part of this program involves hiring a lot of graduate research assistants and the intent is to have the start of this program coincide with the start of the next academic semester at UIC.

Mr. Gonzalez said that he was concerned about the amount of money that this program would cost. It is not clear what new information further research would generate. There is a huge no-snitch culture in the areas that are predominantly affected by these crimes. Because jails are full, many of these criminals find themselves back on the street. What would spending these funds add to our sophistication in terms of our current knowledge?

Mr. Carter said that once one acknowledges that the clearance rates are low, and some would say that that's not indicative of how effective investigations are, one also acknowledges the need for research into investigative techniques and enhances training models. This is focused on practicality; law enforcement does not have the resources to be introspective and objectively examine their own procedures. This program will look at cases and identify areas where there were breakdowns or successes. This knowledge will be translated into trainings delivered statewide.

Clerk Brown said that investigation methods have to change. Technology has changed. Years ago, there was no DNA evidence. We have never taken a look at our system as it is now and upgraded it relative to practices in place across the country. To do this, we need to seriously review current investigation techniques and incorporate new practices into a new system of investigation. This will require serious time and money; the overhaul that is necessary is just not going to come out of everyday dollars.

Mr. Carter said that we could take the same funding that we're getting today, put it into the same training, and continue to get the same results; or we could come up with something innovative to take a hard look at what we're really doing.

Mr. Rosenbaum said that he was very much in favor of this program because there is a multitude of law enforcement agencies all using different techniques. There is a lot of evidence to suggest that there are better ways than the current practices of doing things. For example, the Reid Method is a tough way to interrogate and it generates a lot of false confessions. A Center for Excellence could objectively review that method. Things such as misidentifications are common, as there is a lot of variance in how agencies conduct lineups. A Center of Excellence could encourage all agencies to adopt the proven best practices.

Ms. Greene said that the Authority was given this money specifically to spend on training. The DPA funds can only go for certain things so it is not as if these funds could easily be spent elsewhere. She also said that there has been a huge shift in how sexual

assault cases are investigated, prosecuted, and defended. We know a lot more now than we did 10 years ago, but there is no standardization.

Clerk Brown said that it was critical that the Illinois Law Enforcement Training Standards Board be involved in this program. Mr. Carter said that they have been included since the beginning.

Col. Maton said that an effort to standardize homicide training was made via legislation about five years ago. No infrastructure was ever developed to actually deliver that training. A Center for Excellence could provide such a platform. Many smaller agencies' investigators might go many years between homicide investigations and so they are often not aware of the most advanced practices.

Mr. Gonzalez said that it appears as if the \$2 million is really for standardization.

Clerk Brown said that this is not only about standardization, but also about best practices.

Mr. Harvey said that he agreed with Mr. Rosenbaum with the proviso that knowledge and best practices don't just jump from head to head; they don't just go from an academic researcher to a trainer to a law enforcement officer. Officers like to learn things from other officers in the field. There is an issue of translational research that isn't addressed at all. Simply paying for expert opinions does not guarantee a change in practices.

Dr. Rosenbaum, representing UIC, said that Mr. Harvey's point is at the core of this process; it is built around science, policy, and training committees that have the practitioners at the table. This addresses the translational component. The idea is to institutionalize the process of exchange.

Mr. Carter said that this idea wasn't generated in a vacuum. We have engaged stakeholders since the beginning, communicating, listening to concepts and identifying needs. This culminated on April 16, 2013 representatives of about 40 stakeholders met and they voiced unanimous support for this program. They see a need to bring together practitioners and researchers and have the researchers help identify better practices.

Ms. Jacobs said that she respected the work that has been done to get to this point. She said that she had learned a lot just in this discussion, but that she still has not had sufficient time to fully understand how this all comes together.

Motion: Ms. Sanchez-Bass moved to approve the designation of \$2,215,522 in SFY13 DPA Act funds to UIC. The motion was seconded by Mr. Rosenbaum and it passed by voice vote as follows:

Ms. Greene	Yes	Mr. Gonzalez	No
Clerk Brown	Yes	Mr. Harvey	No
Ms. Sanchez-Bass	Yes	Ms. Jacobs	No
Ms. Egan	Yes	Ms. Hora	No
Chairman Ellis	Yes		
Ms. Taylor	Yes		
Col. Maton	Yes		
Mr. Maki	Yes		
Mr. Hickey	Yes		
Ms. Stratton	Yes		
Mr. Rosenbaum	Yes		
Total Yes	11	Total No	4

Mr. Carter said that he would distribute more information about this program to the board members.

3. Violence Prevention Programs

Recommended Designations

University of Illinois – Bullying Prevention Evaluation

Associate Director McCambridge, referring to the Designation Recommendation Report regarding Bullying Prevention (BP), said that at a prior meeting a number of designations were made for BP programs. This designation would be for an evaluation of those programs. BP programs recently had 10 curricula, and now they are being reduced to two curricula. Staff recommends a \$35,000 designation to support this project.

Community Assistance Programs – YEP Payroll Support

Associate Director McCambridge, referring to the Designation Recommendation Report regarding Community Assistance Programs (CAP), said that staff recommends an \$81,438 increase to the existing designation for this program. These funds would payroll clerks and technology-related costs.

Associate Director McCambridge, in response to a question from Ms. Hora, said that the original program cost was about \$182,000.

Director Cutrone said that the payroll system for next year's program would be restructured.

Ms. Hora said that this constitutes a 40 percent increase over and above the original amount that was voted on and approved for this program.

Director Cutrone said that this was the first time that the program was enacted on such a large scale. CAP had been the lead agency for a program known as the Neighborhood Recovery Initiative (NRI) and they have expanded to cover the entire program. CAP ran into problems that they did not anticipate due to the scale at which they were expanding. He said that he was not thrilled with this designation recommendation.

Ms. Hora said that this sets a bad precedent. Future prospective grantees can bid low with the expectation that they will easily be able to get more money.

Director Cutrone said that this was first introduced to the Budget Committee last September. Normally, Authority staff holds grantees responsible for performing per their contractual requirements. Some of the problems with this program were simply not anticipated by anybody. This was the first year that the Authority administered this program and staff didn't know what staff didn't know. At this point, most of the problems have been identified and next year, the payroll system will be different. However, the Authority is sort of stuck at this point.

Clerk Brown said that she had direct experience with this program and she was very pleased with it. This program provided a talented group of student interns. These youths were thoroughly vetted.

Director Cutrone, in response to a question by Mr. Maki, said that the Authority is considering not using this agency to administer the program's payroll and creating a similar system either with a different vendor or in-house. While we have not been happy with the performance of this contractor in supplying payroll, the program itself is good.

Associate Director McCambridge said that there were several iterations of the budget, including a part relating to operating staff that was removed from the budget prior to the original designation being recommended to the Budget Committee. It was not discovered until after the designation was approved that that crucial part was excluded. They didn't know that the technology expenses would be incurred because they were not aware of the Authority's reporting requirements.

Ms. Hora said that the Attorney General's Office issues requests-for-proposals often. When a contract is signed, a certain amount of work and requirements are expected. She said that she was troubled that a grantee could bid low and then expect to demand more funding. They effectively signed a contract for \$80,000 less than they needed.

Associate Director McCambridge said that if CAP does not receive this designation increase, they will not be able to make payroll.

Director Cutrone said that next year's program will be similar, but managed by a different agency. The contract was not just for payroll. A major portion of the contract was for CAP to provide job readiness training, which has resulted in employers being happy with their interns.

University of Illinois at Chicago – Ceasefire

Associate Director McCambridge said that a designation for \$4.5 million for Ceasefire was approved at the last Budget Committee meeting. Now, staff recommends that the remaining \$200,000 of the full \$4.7 million appropriation by the General Assembly be designated to Ceasefire. These funds would allow Ceasefire to expand into Springfield and open a new site.

Mr. Gonzalez asked if there was any demonstrable evidence regarding the results that the Ceasefire programs produce.

Director Cutrone said that Northwestern University has done a long study in Chicago and other studies showing violence reductions. The results vary from one area or crime type to another. In any case, these funds were basically earmarked to go to Ceasefire. This \$200,000 was originally going to be retained by the Authority for administrative costs, but the Authority has decided to simply pass it through to the program.

Motion - University of Illinois – Bullying Prevention Evaluation: Ms. Hora moved to approve the recommended designation to the University of Illinois for Bullying Prevention Evaluation. The motion was seconded by Mr. Gonzalez and it passed by unanimous voice vote.

Motion - Community Assistance Programs – YEP Payroll Support: Chairman Ellis moved to approve the recommended designation to the Community Assistance Programs for YEP Payroll Support. The motion was seconded by Ms. Sanchez-Bass and it passed by voice vote with an abstention by Chairman Ellis and a *no* vote by Ms. Hora.

Motion - University of Illinois at Chicago – Ceasefire: Ms. Hora moved to approve the recommended designation to the University of Illinois at Chicago for Ceasefire. The motion was seconded by Ms. Greene and it passed by unanimous voice vote with an abstention by Ms. Hora.

4. Residential Substance Abuse Treatment (RSAT) Act – FFY10 and FFY11 Plan Adjustment and the FFY13 Plan Introduction

Designation Reductions

Associate Director McCambridge, referring to the memo in the meeting materials dated July 29, 2013 and regarding the FFY10 and FFY1 Plan Adjustments and the FFY13 Plan Introduction, called attention to the chart on Page 1 of the memo describing funds recently returned to the Authority.

Recommended Designations

Associate Director McCambridge called attention to the chart on Page 2 of the memo summarizing the recommended designations. She said that all of the recommended designations would have an October 1, 2013 start date. These designations are in accordance with the FFY13 RSAT plan that was submitted to the federal government. The plan was approved. She noted that these designations made use of lapsed funds in older fund years.

Motion: Ms. Hora moved to approve the recommended FFY10 and FFY11 Plan Adjustments and the FFY13 Plan Introduction. The motion was seconded by Mr. Rosenbaum and it passed by unanimous voice vote with an abstention by Ms. Taylor.

Old Business

None.

New Business

None.

Adjourn

Motion: Ms. Sanchez-Bass moved to adjourn the meeting. Ms. Greene seconded the motion and it passed by unanimous voice vote. The meeting was adjourned at 1:08 p.m.