



Budgeting for Results Commission

Friday, March 1, 2019

1:30PM-3:30PM

Chicago – James R. Thompson Center, 100 W Randolph, 16th floor, Room 16-100

Springfield – Stratton Building, 500 ½

Dial-in: 888-806-4788

Access Code: 895-685-1121

Attendance:

Springfield: Curt Clemons-Mosby, Kate Mayer, Kathy Saltmarsh

Chicago: Adam Groner, Jim Lewis, Paula Worthington

Phone: Pamela Althoff

Various state agency representatives including legislative staff and Chief Results Officers (CROs) were also in attendance in Springfield, Chicago and by phone.

1. Welcome and Introductions (Jim Lewis)

Chairman Lewis welcomed everyone to the meeting. Kate took roll call of commissioners. Jim noted the passing of Senator Steans' father, Harrison Steans, and offered the commission's condolences.

2. Review and approval of minutes (Jim)

The minutes of the December 14, 2018 meeting were approved without comment.

3. Transition to the Pritzker Administration (Curt Clemons-Mosby)

Since the last BFR Commission meeting in December, Governor JB Pritzker's administration has transitioned into office. There is a new budget director at the Governor's Office of Management and budget (GOMB), Alexis Sturm. Alexis was a deputy director at GOMB a couple of years ago before her most recent position in the Comptroller's office, and has held several posts at GOMB and Comptroller throughout her career. The new administration has made clear that BFR is a priority, and that they consider performance measurement and benefit-cost analysis (BCA) to be useful tools for determining budget priorities. The BFR staff and commission are looking forward to working with the new Governor's office.

Jim Lewis asked whether there has been discussion with the new administration about the composition of the BFR Commission. The commission submitted some names of potential commission members to the previous administration toward the end of Governor Rauner's term, but these were not acted on. Curt explained that the Governor's new appointments office is still staffing up, but the administration has expressed some ideas for additional members they may like to bring on. There will be conversation in the coming months.

4. Public Hearing Date Discussion (Curt)

The only meeting date not settled during the December planning meeting was the 2019 public hearing date. Last year hearings were held in June in Springfield and Chicago. There was some discussion at the December meeting about whether June is the best time of year to meet at the University of Illinois, Springfield campus, since most students are gone during the summer. In prior years when the public hearing has been held in early September, students and professors have attended. Additionally, there has been feedback from agency CROs that it is difficult to go out to UIS campus for the hearing, and it would be better to find space closer to downtown. Curt recommended either moving the hearing date to September, or moving the hearing location to a venue closer to the Capital complex. From the perspective of the BFR Unit staff, hearings in June are preferable because the rest of the summer is then open to focus on the mandate review process and begin writing the annual report.

Jim recommended holding the hearings in June and moving the Springfield location to the Capital complex to defer to agency staff needs. Curt suggested scheduling the hearings for a Wednesday afternoon from 1:30-3:30 p.m., as traditionally has been done. The exact date will be determined by when suitable space is available in both Springfield and Chicago. Commissioners present were in agreement. Discussion of hearing testimony will occur at the April commission meeting.

5. Update on Results First and SPART (Adam Groner)

The BFR Unit has continued its assessment of programs in the Department of Juvenile Justice (DJJ), and has completed an assessment of DJJ's therapeutic communities (TC) program for substance use disorder (SUD) treatment. DJJ runs a non-TC SUD program at one facility, IYC-Warrenville. The BFR Unit reported on its assessment of this program at the December commission meeting. Both reports can be found online at <https://www2.illinois.gov/sites/budget/Pages/BFR-testimony.aspx>.

DJJ's other four facilities run TC programs, which are holistic and include consideration of the variety of programming for youth available at each facility. Each DJJ facility has different characteristics that affect how it implements the TC program. For example, IYC-Pere Marquette has more outdoor space and provides more off-site programming, while IYC-Chicago has more relationships with community groups who come into the facility to offer programming. All sites use the Interactive Journaling SUD curriculum, which is also used at IYC-Warrenville. However, implementation of this curriculum is also flexible and varies by facility. The TC program is more effective and has a better optimal return on investment than the non-TC SUD program.

Additionally, DJJ's program-specific recidivism metrics, while preliminary, suggest that the DJJ program may be more effective than national evidence would predict.

There are several factors to consider when interpreting these results. The BFR BCA does not include costs from increased smoking among youth in the program, because Illinois-specific data for these costs is not yet available. DJJ-wide use of the TC program began only a few years ago, so program-specific recidivism data is not yet available in the full three-year cohorts that are used in national measures and DJJ-wide measures of recidivism. As such, there is a need for caution in interpreting the lower recidivism rate for this program. However, the results seen so far are still promising. Additionally, the DJJ cost for the program is in the form of yearly contract costs that are negotiated ahead of time and are not based on the number of youth served. For that reason, the program cost per participant is sensitive to the number of participants. Program costing is also made difficult by the frequency with which youth transfer between facilities.

In the SPART assessment, the TC program received a higher score than the non-TC SUD program. DJJ is working to meet the challenge of evidence that indicates TC programs require a certain minimum duration to be effective, while other evidence also indicates that youth have better outcomes overall when their time in detention facilities is minimized.

Paula Worthington thanked the BFR staff for their work on the report and for their responsiveness to questions Paula raised by email. Paula encouraged the inclusion of more detail in the reports about the challenges for interpretation, and the factors behind why Illinois might be getting better results than nation as a whole. The cost structure of DJJ's program and the barriers to figuring out cost per participant are still challenging. There is also the difficulty that the anticipated gains for taxpayers from reducing recidivism require criminal justice costs to decrease proportional to the number of youth in facilities, which may not always be the case. Paula also suggested that the staff consider breaking down benefit categories further to separate benefits from reduced health expenditures, avoided victimization costs and improved labor market outcomes, as well as including more discussion of sensitivity analysis and the Monte Carlo simulation. Adam explained that it is an ongoing challenge to determine the best way to present information for various audiences. One solution the unit is considering is adding a technical appendix to the current one-pager and report.

Nate Steinfeld, from the Sentencing Policy Advisory Council, asked whether it is common for state contracts to be in lump sums regardless of the number of participants. Curt explained that the state usually contracts in lump sums more often than by unit of care. This is because the units of care are a function of an environment where client base can shift based on many factors, so the community-based providers or contractors benefit from the flexibility provided from knowing the contract amount ahead of time. The unit will continue working with DJJ to determine the best way of measuring cost per participant. Costs will become more refined as needs are better understood.

Kathy Saltmarsh asked whether there is a system for tracking when the unit plans to return to re-evaluate a program. Curt and Adam explained that what the unit can re-evaluate is

dependent on progress in populating the BCA model. The goal is to return to at programs that have already been evaluated on a rolling basis at least once every four years, but the ideal is to complete assessments in all policy domains before returning to Corrections and DJJ. The speed of this cycle is dependent on available capacity, resources and staff. Working with agencies on the program assessments also helps agencies start to think more about their programs, outcomes, and performance measurement, improving reporting in IPRS and other areas.

The unit's next task is to assess DJJ's mental health program, which is also used in conjunction with the TC program. The unit will work with DJJ to determine the best way to assess this program and match it with national data.

6. FY 2020 Budget Development Process (Curt)

The Governor's Office of Management and Budget recently completed its FY2020 budget development process, with Governor Pritzker delivering budget address on Feb 20th. That process began shortly before the commission's last meeting in December. Budget instructions were sent to agencies in late September, with discussions held in November and December. This was overall a positive process for the BFR Unit and the advancement of the BFR concept. BFR staff were represented in all budget meetings with agencies, so there was always a performance management voice at the table.

Additionally, Adam worked the Interactive Budget dashboard for the FY2020 proposed budget, which was deployed to www.Budget.Illinois.gov on February 20th. The interactive budget was demonstrated at the last meeting and is available to the public. The interactive budget helps make budget data more accessible to advocacy groups and the public. The BFR Unit will continue rolling out interactive dashboards along with the proposed budget release each year, and will also release enacted budget dashboards along with GOMB analysis in the spring. Additionally, staff are working on adding historical budget information, with the goal of reaching 10 years of historical data, and adding functionality for analyzing budget trends over time.

One of the major focuses of the budget development process this year was the improvement of agency performance metrics through IPRS. As the commission has discussed, agencies have many output-based or legacy measures that do not effectively measure program performance over time in program result areas. One of GOMB's initiatives under Director Sturm will be to build on the work of the BFR staff and commission by strengthening performance measures with agency engagement so the data can be applied to management decision. This work will occur during calendar year 2019 for incorporation into the FY2021 budget development process.

The improvement of performance measures will also help with the execution of program assessments. Generally agencies do not report the type of outcome measures that help inform report analysis. Agencies often have internally collected measures that are helpful but currently unreported outside the agency. The first step in a program assessment is to create an accurate program inventory to describe the programs of the agency, identify the desired outcome of each program, and determine what data is already being collected for each program.

7. Update on U of I Request for Electronic Database Access (Curt)

Curt has been working with the University of Illinois to get access for the BFR Unit to the university's library database of journal resources. There has been an agreement to give Curt a 0% appointment to Institute of Government and Public Policy at UIS, which gives access to journals. In exchange, the BFR Unit will lend expertise to the work of professors at UIS on state budget topics. Curt expressed gratitude to the president of the university system and director of government relations, as well as other university staff who have made this arrangement possible. The association has already paid off in research for the program assessment just presented.

8. Update on BFR Mandate Legislation (Curt)

The BFR mandates legislation generated by the work of the commission last year has been filed by Representative Davis. The complete list of mandates can be found in the commission's 2018 annual report, available at <https://www2.illinois.gov/sites/budget/Pages/results.aspx>. The BFR Unit thanks Nicole Saulsberry of the House Democrats staff for her help in shepherding the bills through the house. Curt recently sent an email to commissioners with the bill numbers and walkthrough sheet. The bills are summarized below:

- HB1552: filed by Representative Carroll, this is a mandate clean-up bill for the Racing Board which eliminated a middleman in transactions for the transfer of horseracing purses to winners. This was a negotiated bill between the horse-racing industry and the Racing Board. This bill was filed by the industry, and is identical to a second bill filed on behalf of the agency and BFR (HB2942). The plan is to let Representative Carroll carry HB1552 forward with Representative Davis as a co-sponsor, since HB1552 was filed first.
- HB2936: Whistleblower fund cleanup bill
- HB2937: Omnibus fund cleanup bill
- HB2938: Addresses several mandates requested for repeal or modification by the Illinois State Police
- HB2939: Includes a single mandate reduction initiative of the Illinois State Police
- HB2940: Omnibus mandates cleanup bill which includes initiatives of the Architect of Capitol, Board of Higher Education, Illinois Criminal Justice Information Authority, Illinois Emergency Management Agency (IEMA) and Illinois State Board of Education
- HB2941: Mandate reduction initiative of the Department of Human Services
- HB2943: Fund clean-up for the Department of Transportation

This year's mandate review process benefited from the assistance of caucus appropriations directors during deliberations of the mandate sub-committee. This group suggested it would be more efficient to divide bills into subject matter chunks rather than filing one omnibus bill that could be bogged down by a single issue. The commission looks forward to working with sponsors and caucus staffs to move these bills through the legislative process.

9. Update on GIS Capabilities Discussion with IDOT (Curt)

During the budget development process, the BFR staff learned that the Department of Transportation (IDOT) and has in-house GIS mapping capabilities. GIS mapping has been a matter of interest to the commission since its formation in 2011, with the idea of mapping statewide needs in various categories such as homelessness, crime, and drug overdose, and mapping the deployment of state resources to respond to these needs. BFR staff have been

working with IDOT to gain access to their GIS system to produce maps. As a demonstration, the BFR Unit gave IDOT some data on homelessness from DHS, including population data and the location of service providers. IDOT mapped this data to show homeless shelter coverage compared to need throughout the state. BFR staff plan to refine this demo product to share with the commission at the next meeting.

GIS mapping technology has great potential. The unit is excited to utilize this technology as it begins program assessments in the substance use disorder policy domain. Future reports could potentially map areas of need vs. where drug therapy, counselors, and medical services are available. The BFR Unit plans to integrate GIS technology into the report production process over the course of the summer. These data products will eventually be made accessible to the public, but work is needed to make sure the data is complete and accurate. Mapping services would also be made available to legislators and policymakers.

Jim Lewis noted that he was part of a founded effort several years ago to bring state and city agencies and non-profits together with an interest in harnessing these types of resources. John O'Conner, Chief Results Officer for the Department of Commerce and Opportunity, noted that there used to be an inter-agency GIS council. At that time, the Department of Natural Resources was the largest repository of mapping expertise. Curt explained that IDOT is currently the agency with the most expertise and also capacity to help other agencies. DNR and IEMA both have GIS capabilities for emergency and flood response, but due to the specialized and urgent nature of those functions, those agencies have less capacity to help other agencies produce maps as needed. The partnership with IDOT will be beneficial both in the form of direct help and in training for BFR staff.

Paula Worthington observed that a colleague at the University of Chicago has done similar work with students at Harris Policy Labs. It will be important to consider the geographical level at which data is available and useful (county level, census tract level, etc) as well as the potential role of publically accessible demographic data such as Census data.

10. New Business (Jim)

Curt noted the April meeting should include discussion of the 2018 commission recommendations that were published in the annual report. Some recommendations included items for exploration in 2019. The April meeting will also include planning for the public hearing testimony and a progress report on program assessment.

11. Adjournment: the BFR Commission public meeting was adjourned at 2:34 pm.