

COMMUNITY JUSTICE TASK FORCE MINUTES**Monday, January 28, 2013****Jennifer K Putman Meeting Room****Brookens Administrative Center****1776 E. Washington St., Urbana**

MEMBERS PRESENT: Carol Ammons, Scott Bennett, Astrid Berkson (Chair), Lynn Branham, James Kilgore, Darlene Kloeppe, Julian Rappaport, Michael Richards, Bruce Suardini

MEMBERS ABSENT: William Sullivan

OTHERS PRESENT: Patsi Petrie, County Board Member; Deb Busey, County Administrator; Ann Russell; Linda Lane (administrative assistant)

Call to Order

Berkson called the meeting to order at 6:04 p.m.

Public Participation

Ann Russell stated she is a licensed clinical social worker who works at Frances Nelson. She noted that the largest mental hospital in the state is Cook County Jail. She expressed the need to think about mental health facilities when thinking about a new jail. Berkson commented that what really needs to be thought about is how jails handle the mentally ill.

Discussion: Goals & Scope of Work for Task Force

Berkson asked for ideas of what this task force would do. Rappaport gave a handout (see attached) outlining a plan he had thought of. He suggest that the task force provide some practical suggestions for how the Board can use some of its resources to reduce the likelihood that residents will need to spend time in jail. He said might recommend the Board allocating funds to a call for proposals as incentive for cities or local agencies to provide services to prevent jailing of people suspected of emotional disturbances but who aren't admitted to hospitals. He stated that local police don't have any local alternatives other than arrest and jail. Rappaport said the call for proposal could specify that applicants supply some amount of matching funds in order to expand available resources. He also noted that the Mental Health Board already has a way to evaluate proposals for local services. He feels this would be more efficient than putting people in jail. Berkson stated another class of people could be included; homeless people and those who commit non-criminal offenses, such as public urination. She stated a person will spend one day in jail for every \$20 in fines, which could end up being a lengthy stay for offenses that don't seem to be criminal.

Berkson asked for any other suggestions. Ammons asked for clarification if task force members were being asked to bring proposals of alternative or establishing goals. Berkson stated yes and noted there are only three (3) months to influence the needs assessment and two (2) months after that to influence the Board. Berkson stated it's not just a matter of policies, proposals and principals, but what can we do, how can we do it, and how well will it work. Kloeppe stated she was also unclear and asked if the purpose was to come up alternatives or to develop a process for how alternative can happen. Rappaport asked if new members had seen the report. They stated they had. Kloeppe said what she saw in the report were three (3) options put forth of kinds of thing that might need to happen. She wanted to know if they were to investigate those more thoroughly or can they present other options. Kilgore felt starting point should be what is in the current report and to go forward from that, noting that he would like to add other things as well. He stated that they needed develop proposals in those areas and

55 noted that what Rappaport had put together was the beginning of that process. He continued by
56 stating the second thing is that the recommendations do require resources and recommended
57 beginning to look at reallocation of the funds from the public safety sales tax in order to fund
58 initiatives or have matching funds and all the other programs that will be preventative rather
59 than just improving on the jail facility. He stated that some kind of understanding of how they
60 might restructure how the public safety sales tax money is spent in order to be able to develop
61 the proposals. Kilgore noted the proposals they present will need budgets with them. Berkson
62 stated that more money should be available in the future as bonds are paid off.

63 Branham stated this was a preliminary report but felt it set the foundation for the next
64 step. She referred to potential recommendation #4 and felt the handout Rappaport provided is a
65 specific tool to implement the recommendation. She noted one challenge the task force will face
66 is that the task force wants to help make sure that the needs assessment is valuable to this
67 county. She stated they were very specific with ILPP that the task force needed data, number
68 crunching, and particularly needed a risk assessment done. She noted the taskforce wanted to
69 help guide ILPP's process. Kloepfel stated she has some data pertaining to youth, but not
70 adults. Using Rappaport's handout as an example, she asked if it was know how many people a
71 year that affected.

72 Rappaport stated his approach was to pick up where the previous task force left off. He
73 said he had been to several meetings among the police forces and they have told him that what
74 is on his handout is a huge problem. He stated that the police don't want to take these people to
75 jail but that there isn't an alternative. Rappaport stated that the statistics will vary from police
76 force to police force, but felt there is enough data to say that it is not a trivial problem. He noted
77 that the police departments tell him it happens every day. Kloepfel suggested an assessment
78 screening tool, or triage point, that would have an array of possible choices in order to hit the
79 largest pools of the main problems. Rappaport felt they aren't in a position, in terms of mental
80 health services, to know what the potential resources in the community are among the many
81 mental health providers. He suggested the approach could call for proposals asking current
82 providers what they could offer if they had the resources. He also felt that it wouldn't have to be
83 funded completely by the County but could ask the cities to put some money into it.

84 Kilgore stated that the Sheriff had been asked to put numbers together regarding the
85 inmates with mental health issues, and the results varied from 20%-40%. Kilgore also noted that
86 ILPP had been asked for a cross-referenced list of the jail population in of regards to mental
87 health, substance abuse, charges against people and race. Kilgore felt the system needed to
88 deal with all of the issues and not just one. Kloepfel asked where could get those statistics.
89 Branham said the NIC report. Berkson asked that the NIC report be sent to Kloepfel. Richards
90 suggested also looking at the minutes from the first few meeting of the previous task force and
91 the study session for the jail.

92 Suardini wanted to know what the charge from the Board was for this task force and
93 asked if this task force is to find alternatives to jail or focus on a new facility. He also wanted to
94 know where the specific recommendations the task force had already generated had gone.
95 Berkson said everyone should have received the report. Suardini asked if it had gone to the
96 Board. Berkson stated yes. Kilgore said it is a work in progress. Ammons agreed that this task
97 force should start where the progress report left off. She said her understanding of this
98 committee's responsibility was to find ways to re-allocate current funds and possibly obtain new
99 funds. She noted that the data shows that crime is down but the incarceration rate remains
100 stable. Ammons is hoping this committee will work with ILPP towards a final recommendation to
101 the Board that will include alternatives of what could be done as it relates to what ILPP has
102 done. She also stated that she like the idea of a call for proposals. She noted there could be
103 existing programs that aren't currently being adequately funded. Ammons gave an example of
104 someone who police picked up for defacing public property. The police took him to Carle
105 because he had injured himself, but that there was no place for him to go after that for mental
106 health services because he didn't have insurance. Rappaport stated that local hospital

107 emergency room representatives say most of the issues are behavioral, not mental illness.
108 Suardini stated that for every person the police see with these issues, there are two-three more
109 that the police don't see. He said that his detox center has over 800 people a year before it
110 closed. He also said that police aren't picking up these people anymore. Many of the people
111 can't be taken to the ER because the ER won't take people for detox.

112 Branham briefly explained the original charge of the task force. She noted the catalyst to
113 forming the task force was the issue of the downtown jail facility and the assumption that a new
114 facility needed to be built, which galvanized a core group of citizens to suggest looking at
115 alternatives before any decisions regarding the jail were made. She then suggested that the
116 committee consider dividing into groups to come up with some specific items and
117 implementation plans for the potential recommendations. She suggested one group look at item
118 #4, one group look #5 and #6, etc., as a possible way for the task force to move forward and
119 who would want to take each part.

120 Rappaport felt the issue of limited resources should be dealt with first and then look at
121 the programs. Kilgore felt they should run parallel and that there should be some discussion
122 about what could be done with the money along with hearing recommendations. He felt that the
123 mental health issue could be a proposal that could bring a lot of people on board. He also would
124 like to look at recidivism and bring a proposal in regards to programs for people coming out of
125 prison. He said he would like to bring a proposal to the next meeting.

126 Berkson stated that rural problems, racial disparity, and youth were added to what this
127 task force should be looking at. She noted that diversion efforts weren't doing as well with
128 blacks as with whites and needs to be addressed.

129 Ammons agrees with Branham's idea of splitting into groups to address the issues. She
130 brought up a day reporting center. Berkson stated that all the women in the jail were there for
131 non-violent crimes. Ammons suggested turning the downtown facility into a day reporting
132 center. She noted that the lack of mental health services and public housing are a huge
133 problem, so the jail becomes housing. She continued by saying that alternatives are needed so
134 the courts, defense, prosecutors, jail keepers, etc. won't continue to be overwhelmed.

135 Branham noted that she would like to address recommendations #5 and #6 and asked
136 Bennett if he would help on those as well. Kloeppel noted that there were two sets of
137 recommendations and asked which they were working from. Branham explained that pages
138 seven (7) and eight (8) were being used and that the others in the back were the reports
139 submitted by the individual members. Bennett said he would help with #5 and #6 either
140 separately or with Branham.

141 Rappaport said that shouldn't keep new members from bringing in ideas. He suggested
142 making the document that was submitted to the board less philosophical and more practical,
143 giving concrete examples and practical suggestions. He felt they don't need all the answers, but
144 rather show the expertise of what is already in the community. He also suggests proposing
145 some mechanism to engage the part of the community that spoke at a previous meeting.

146 Richards agreed with Rappaport stating the easiest, immediate thing they can do is set a
147 structure to push for a day reporting center and look for mental health or County or even State
148 and Federal sources to fund a day reporting center. He stated they shouldn't self-censor and
149 should not forget ways of looking at differently than the current system is set up. Kilgore said
150 one of the major contributions they can make is to influence how the criminal justice system is
151 viewed. He felt concrete proposals were needed with budgets attached. Berkson stated that a
152 detox center should be high on the list. Kilgore noted that Board members seemed unhappy
153 that there weren't specifics in the report and said those needed to be provided this time.
154 Branham noted that in terms of specifics they could show examples of the same person with
155 different scenarios. She also felt it could have more effect if they say "They are doing it here."

156 Kloeppel suggested that at the next meeting they put together a vision or ideal, with
157 items that show "in my ideal world this is what it would look like" and to be able to put up on the
158 walls to discuss. Ammons stated she would like to work on the ¼ cent public safety sales task

159 and asked if anyone wanted to help. Rappaport stated that what might be harder to do is find
160 ways money is wasted in the currently structured system. He suggested that the re-allocation of
161 funds doesn't necessarily have to come only from the ¼ cent tax. He wanted to know if
162 probation services could possibly be changed to deal with re-integration and to look at ways the
163 system is currently funded.

164 Branham stated that the norm is to impose a plan on someone who is returning to the
165 outside and suggested the new paradigm is to have that person play a key role in developing a
166 plan for themselves.

167 Kloeppeel agrees that there are possibilities for redirecting funds or using things that are
168 currently funded differently, and felt there was an opportunity for new funds. She knows of a
169 grant called Second Chance that is for re-entering felons into the community. Berkson asked if
170 her department could apply for that. Kloeppeel answered that non-profits and governments can
171 apply for it. Suardini says part of the problem is not being specific to what the needs are.
172 Kloeppeel felt they needed a vision first with some sort of flow chart to look at. Branham noted
173 that they are under a time constraint and that it takes a lot of time to gather data, but she loved
174 Kloeppeel's idea. Kilgore felt a vision exercise is useful but it needs some planning and structure.
175 He felt people needed to put in ideas before hand and someone needs to actually structure the
176 session. Kloeppeel stated she may be able to get a facilitator for the next meeting.

177 Branham felt confident that they couldn't resolve all the issues. Bennett asked what the
178 deadline was for ILPP to submit its report and Berkson responded April 30. Rappaport asked if
179 ILPP has provided a progress report yet. Busey noted they are still in the formative stages and
180 are working on initial drafts. She stated that Dr. Kalmanoff would provide an update at the
181 February 21, 2013 Board meeting.

182 Berkson noted that the mentally ill are clearly a problem but there are a lot more people
183 in jail who are not criminals; people who drove without insurance, people urinating in the park,
184 people smoking marijuana, etc. She stated that there were more arrests for marijuana than for
185 violent crimes. Bennett stated he had some statistics and would bring to the next meeting. He
186 noted that there is a misconception that people are in jail for driving without insurance when
187 what really happens is that someone's license is suspended for that and then end up in jail due
188 to the suspended license. Bennett felt needed to talk about pre-trial services and ways to
189 minimize how long people are in custody for those types of crimes. He suggested looking at
190 how to reduce the men's population to one pod so that the women could be moved from the
191 downtown facility. Berkson asked if the nearly empty JDC facility could be used and to do
192 something different with the juveniles. She noted that the facility will hold 40 but there are
193 usually only 15-20 juveniles utilizing it. Kilgore agreed with the need to address the women's
194 population issue. Bennett noted that the prisoners on suicide watch is in the downtown facility
195 and is growing. Branham felt it might be beneficiary for the new members to tour the facilities.
196 Discussion continued.

197 Kilgore felt that in terms of a vision it is important to explore restorative justice.
198 Rappaport stated the ideas need to be illustrated very concretely. He said they don't want to
199 inadvertently trigger something political. Berkson stated there is bi-partisan agreement that no
200 one wants the cost of having so many people in jail who aren't criminals. Kilgore noted that the
201 system of punishing rather than providing opportunities to develop job skills while incarcerated
202 isn't working. He noted that they needed to talk about the big picture and which pieces they
203 were going to talk about since they can't do everything to fix the system. He felt what they
204 needed to do was get people thinking differently about how it works.

205 Berkson stated that the State funding for jails is more than education and that the
206 amounts have flipped in the last 40 years due to the war on drugs. Rappaport felt the people on
207 the board were in the best position to make the case for how to do this in a way that is more
208 fiscally responsible than the current way the funds are used. He noted they weren't talking
209 about some sort of liberal spending, but that believed this would be less costly. Kloeppeel noted
210 that the costs may end up not being less because the net would be widening. Berkson asked if

211 these people will have insurance when the national healthcare goes into effect. Kloepfel noted
212 may not save money because there could be savings in one area but more expenses in
213 another, but that it may be more effective. Rappaport felt it was possible to break even.

214 Branham suggested tentatively selecting areas to bring ideas for the next meeting. She
215 asked if Kilgore was thinking re-entry. Kilgore said yes. Branham noted that Ammons said she
216 would like to work on funding. She asked if the vision planning would be the next point. Berkson
217 suggested the next meeting begin with one (1) hour of vision planning and thought that was a
218 great way to decide on priorities and directions. She asked when everyone wanted to meet
219 again. Kloepfel said she would like two (2) dates in case the facilitator can't make one.
220 Discussion continued about possible dates.

221 Branham asked Richards if he would work on funding. Richards said yes. Kilgore stated
222 he would like to help with that as well. Branham suggested giving ideas to each other before the
223 next meeting via email. Kloepfel said she would commit to the issue of the jails.
224

225 **Approval of Minutes – November 7, 2012**

226
227 **Motion** by Bennett to approve minutes; seconded by Richards. **Motion approved**
228 **unanimously.**

229
230 **Adjournment**

231
232 The meeting adjourned at 7:38 p.m.
233

234
235 Respectfully Submitted,

236
237 Linda Lane
238 Administrative Assistant

I suggest that the TF provide some practical suggestions for how the County Board can use some of its resources to reduce the likelihood that residents will need to spend time in jail. We might recommend, for example:

The County Board should allocate funds to a CALL FOR PROPOSALS as an incentive for the cities or local agencies to provide services designed to prevent arrest and jailing of people brought by the police to the emergency rooms because they are behaving in ways that cause the police and others to suspect emotional disturbance, but who are not admitted to the hospital. In such circumstances police often have no local alternative other than arrest and jail, which is often inappropriate.

The call for proposals could specify that applicants provide some amount of matching funds, in order to expand available resources.

The County Mental Health Board already has a systematic way to evaluate proposals for local services. Creation of a call for proposals jointly funded by the County and other agencies, with the proposals evaluated and services monitored by the Mental Health Board, could be an efficient and effective way to stimulate local initiatives designed to reduce the number of people who are inappropriately in jail because of mental illness.