ILLINOIS BUDGET CRISIS

Cuts to Youth Services Deny Youth Opportunities

VOICES
for Illinois Children
Voices for Illinois Children

Voices for Illinois Children works as a catalyst for change to improve the lives of children of all ages throughout our state.

We are committed to the well-being of every child. All children, regardless of circumstances, are vital to the preservation of a vigorous democracy. We believe children do well when they grow up in strong, supportive families, and that families do well in supportive communities. We believe in focusing on preventing problems by employing comprehensive, well-researched strategies to improve children’s education and health care and to strengthen their families’ economic security and the social services on which they depend.

For 30 years, we have helped parents, community leaders, and policymakers understand and respond to the issues facing children and families. Together, we have affected the well-being of an entire generation of Illinois children through achievements in early childhood education and care, K–12 education, health care, children’s mental health, child welfare, family economic security, and afterschool and youth development.

Voices raises awareness of the needs facing children and families, builds strong partnerships focused on solutions, convenes stakeholders to explore data, generates public support and political will for needed improvements, and works to ensure implementation of strong policies and programs.

OUR MISSION

Voices for Illinois Children is an independent advocacy organization that champions strong public policies and investments for all children in our state.

Illinois Kids Count

Illinois Kids Count is a project of Voices for Illinois Children and is part of the KIDS COUNT® network of projects supported by the Annie E. Casey Foundation to track the status of America’s children on a state-by-state basis. Through Illinois Kids Count reports, media events, statewide and local symposia, legislator forums, and other activities, Voices for Illinois Children assesses the challenges facing children and families and seeks to guide policy trends and goals on behalf of children.

KIDS COUNT® is a registered trademark of the Annie E. Casey Foundation.

FISCAL POLICY CENTER

The Fiscal Policy Center at Voices for Illinois Children provides timely, credible, and accessible information and analysis on fiscal issues that affect children, families, and communities in Illinois. The FPC is a member of the State Priorities Project, a network of nonprofit organizations in more than 40 states. The Project is coordinated by the Center on Budget and Policy Priorities, a Washington, D.C.-based research organization and strategic policy institute that works on a range of federal and state issues.

The Fiscal Policy Center is funded by the Annie E. Casey Foundation, the Center on Budget and Policy Priorities, and the Chicago Community Trust. We thank our funders for their support but acknowledge that the findings and conclusions presented in this report do not necessarily reflect the views of these organizations.

For additional information, please contact Mitch Lifson, Senior Policy Analyst for the Fiscal Policy Center, at mlifson@voices4kids.org or 312.516.5557.
The Illinois state budget is not just about revenues and expenses, but rather is a reflection of the state’s commitment to helping state residents, communities, and businesses thrive. Yet as lawmakers and Governor Rauner fail to solve the state’s budget crisis by raising the resources necessary to meet Illinois’ needs, they continue to send the wrong message to communities and youth about the state’s commitment to public safety and the importance of putting youth on a path to succeed.

Two community-based prevention and rehabilitation programs that have prevented or diverted thousands of youth away from incarceration and the child welfare system are among the programs that did not receive funding during the 2016 budget impasse and continue to have inadequate resources even after the “stopgap” budget passed in June. Due to the budget crisis, Redeploy Illinois (Redeploy), a community-based alternative program to incarceration, and Comprehensive Community-Based Youth Services (CCBYS), a statewide response system for youth in crisis, have curtailed services, laid off staff, and closed programs altogether. Both Redeploy and CCBYS are essential programs that judges, law enforcement, and advocates rely on to address juvenile delinquency and aid youth in crisis.

For these and other programs, the “stopgap” budget only provides roughly 12 months of funding to backfill fiscal year 2016 expenses and to cover expenses during the first half of fiscal year 2017 (July 1–December 31, 2016). In other words, the state provided 12 months of funding to cover 18 months of services. After accounting for fiscal year 2016 expenses, there are no funds available to cover fiscal year 2017 services. Absent new revenue, lawmakers and the governor won’t be able to authorize additional funding without adding to the state’s backlog of unpaid bills because the state is already running large deficits due to last year’s income tax cuts.

**Funding Falling Short For Alternative Programs**
Keeping Illinois children close to home, in school, and out of the juvenile justice system is the best approach to helping young people succeed and thrive. Using punitive measures such as detention and incarceration, even for short periods of time, can have a devastating impact on a child. Isolation from family and school disruptions, along with harsh conditions at prisons and jails that expose young people to abuse and violence, do not rehabilitate youth or repair the damage created by their delinquent behavior.

Building a more robust and well-funded community-based response to juvenile delinquency has never been more important as Illinois works to continue reducing the use of incarceration to address offenses committed by youth. Between 2006 and 2014, Illinois decreased the number of new court admissions to the Illinois state budget is not just about revenues and expenses, but rather is a reflection of the state’s commitment to helping state residents, communities, and businesses thrive. Yet as lawmakers and Governor Rauner fail to solve the state’s budget crisis by raising the resources necessary to meet Illinois’ needs, they continue to send the wrong message to communities and youth about the state’s commitment to public safety and the importance of putting youth on a path to succeed.

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Youth Incarceration Costs 29 Times More Than Community-Based Alternative, Redeploy Illinois

<table>
<thead>
<tr>
<th>Average annual cost per youth</th>
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</thead>
<tbody>
<tr>
<td>Incarceration: $172,000</td>
</tr>
<tr>
<td>Redeploy: $6,000</td>
</tr>
</tbody>
</table>

**Investments Needed for Community-Based Services as Youth Incarceration Declines 44%, 2006-2014**

<table>
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<tr>
<th>Number of court admissions to IDJJ</th>
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</thead>
<tbody>
<tr>
<td>2006: 2,000</td>
</tr>
<tr>
<td>2007: 1,559</td>
</tr>
<tr>
<td>2008: 1,500</td>
</tr>
<tr>
<td>2009: 1,000</td>
</tr>
<tr>
<td>2010: 878</td>
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</tbody>
</table>

**Sources**: Fiscal Policy Center Analysis, Kids Count Data Center, Court Admissions to Illinois Department of Juvenile Justice Youth Centers, 2006-2014.

Department of Juvenile Justice (IDJJ) by 44 percent, but this success is at risk without proper support for community-based services. Community-based responses to delinquency cost less and are more effective at reducing recidivism. Annual incarceration costs in Illinois for one youth are 29 times higher than what it costs to divert one youth from prison through Redeploy. As of 2016, the estimated average cost to incarcerate one youth is $172,000 annually, compared to an average of just $6,000 per youth through Redeploy. Recent policy reforms to divert youth away from incarceration have made programs such as CCBYS and Redeploy even more crucial to ensure youth in crisis have a safe place to turn, and that communities are equipped with programs to address juvenile delinquency. Increasing investments in community-based programs, including Redeploy and CCBYS, will improve public safety, especially when programs are well targeted to communities with the most crime.

**Redeploy Illinois**

Over the past decade, Redeploy Illinois—a national model for community-based alternatives to incarceration—has played a key role in reducing the number of youth sent to prison in Illinois. Instead of locking up youth, Redeploy offers rehabilitative programs with an individualized, case-management approach to allow youth to address their mental health needs, substance use issues, past trauma, abuse and neglect, and other financial or family needs that are contributing to their delinquent behavior.

Redeploy is one of the few tools counties have to keep kids in their community rather than commit them to the IDJJ. The program, in operation since 2005, offers financial incentives to counties to reduce their juvenile incarceration rates by 25 percent below their previous three-year average. The state reimburses counties for social and rehabilitative services provided through the program.
Due to the budget impasse, hundreds of youth hoping for a second chance to improve their lives have lost the help they need. Before the budget crisis, Illinois funded 12 Redeploy sites, serving 42 counties statewide, but as of February 2016, 24 counties were no longer receiving services, and nine additional counties were considering scaling back services. Redeploy programs in the counties that halted their programs served 285 youth in 2015. Some programs still in operation report waitlists due to staffing cuts. Results from Redeploy Illinois have been very positive. Every youth diverted from prison into Redeploy allows the state to avoid unnecessary incarceration costs while improving the lives of at-risk young people in both the short and long term. Successful participants in the program had a 27 percent lower recidivism rate compared to those who did not complete the program. Counties have also seen the number of youth sent to IDJJ decline over the life of their programs. St. Clair County’s Redeploy program reduced the number of youth sent to IDJJ by 78 percent — to 152 in 2014 from 678 in 2005. Overall, Redeploy Illinois estimates that participating counties reduced the number of youths going to prison by 58 percent, representing nearly 1,800 youth and saving the state an estimated $88 million in incarceration costs between 2005 and 2014.

In fiscal years 2014 and 2015, Illinois spent $4.8 million for Redeploy, which is a small fraction — roughly 5 percent — of the $95 million spent during the same time to operate the state’s six youth prisons. In 2015, Redeploy served 689 youth in the program. The cost per youth varies between $3,000 and $10,000 annually, with an average cost of $6,000. With each youth served in the community, the state avoids spending tens of thousands of dollars on unnecessary and ineffective incarceration.

The June 2016 “stopgap” budget did not restore funding for Redeploy Illinois, leaving a 2016 funding deficit of roughly $122,100. This leaves no remaining funding for the first half of the 2017 fiscal year. And, due to the 2015 income tax cuts, the state cannot pass additional fiscal year 2017 funding for Redeploy Illinois without adding to the backlog of unpaid bills unless the state raises new revenue.

**Prevention: Comprehensive Community-Based Youth Services**

Comprehensive Community Based Youth Services (CCBYS) is a statewide response system for youth in crisis — youth who are locked out of their homes or have left due to a family dispute. CCBYS provides a 24-hour hotline and services designed to keep families together or assist youth to live independently depending on their needs. Past investments in this critical program have prevented thousands of Illinois youth from entering the child welfare system or the juvenile justice system. Through crisis intervention services, emergency housing, counseling and case management, these community-based programs have helped youth reunite with their families and avoid unnecessary arrest, incarceration, or involvement in the child welfare system.

CCBYS serves youth ages 11–17 through two programs: a mandatory response system for youth in immediate crisis, and a discretionary program for youth at risk of crisis or delinquency. During the budget impasse, many programs stopped serving at-risk youth through the discretionary program, leaving many youth with high needs without services.

The positive juvenile justice reforms passed by state lawmakers over the past few years have made CCBYS programs essential to carrying out Illinois law by ensuring youth at risk of entering the juvenile justice system get the services they need. Even with the increased pressure for community-based services, the state budget impasse and the partial funding provided through the “stopgap” budget leave many programs with too few resources to meet the needs of their communities.
ILLINOIS BUDGET CRISIS

“Stopgap” Budget Fails to Fund Important Community-Based Services for Youth

<table>
<thead>
<tr>
<th>Comprehensive Community-Based Youth Services</th>
<th>Stopgap Funding — 18 Months (July 2015—December 2016)</th>
<th>Program Expenses FY2016</th>
<th>Remaining Funds — FY2016 Minus Stopgap funding</th>
<th>Amount Remaining for 1st Half of FY2017</th>
</tr>
</thead>
<tbody>
<tr>
<td>Comprehensive Community-Based Youth Services</td>
<td>$16,132,700</td>
<td>$(16,546,400)</td>
<td>$(413,700)</td>
<td>$0</td>
</tr>
<tr>
<td>Redeploy Illinois</td>
<td>$4,763,000</td>
<td>$(4,885,100)</td>
<td>$(122,100)</td>
<td>$0</td>
</tr>
</tbody>
</table>


The “stopgap” budget, after accounting for estimated expenses in the CCBYS program in 2016, leaves a deficit of $414,000 at the start of fiscal year 2017.

During the budget impasse, more than half of CCBYS providers reduced services, with roughly 7,000 youth put on wait lists, not receiving the services they needed, or needing to travel farther from home to get help.

CCBYS programs typically provide services to youth in crisis for roughly three months at an average cost of $1,700 per youth. Some youth and families may benefit from continued services for longer periods of time, or may be connected with follow-up services, after receiving initial CCBYS services.

**Make Programs Work for Youth of Color**

While Redeploy and CCBYS are critical programs that keep communities safe and put youth back on the right path, more needs to be done to make sure these programs reach more youth of color, especially black youth who are overrepresented in the juvenile justice system from the point of arrest to being sent to prison. Some of the communities hardest hit by the lack of funding to CCBYS and Redeploy Illinois are those with high poverty rates and a higher proportion of black youth. For example, while CCBYS exists statewide, critical programs serving two of Chicago’s high poverty neighborhoods, Englewood and West Englewood, were closed. In these two communities, more than 9 out of 10 residents are black and poverty rates are high, with 50 percent of residents in Englewood and 39 percent in West Englewood unable to make ends meet.15

The state also needs to do more to ensure counties with higher proportions of youth being sent to IDJJ have access to Redeploy and other alternatives to incarceration. Currently, Redeploy does not serve Cook and Champaign counties, both of which commit large numbers of youth to IDJJ and have high levels of child poverty. Youth of color also make up a larger share of the child population in these counties compared to the state average. Black youth make up 28.5 percent of the child population in Cook County and one in five (20 percent) in Champaign County compared to 17 percent statewide.16

And children living in poverty make up just over one in four (25.2 percent) children in Cook County and one in five (23.4 percent) children in Champaign County compared to roughly one in four statewide.17

**Smart Investments for Youth**

Illinois’ ongoing budget crisis continues to deny youth opportunities. Due to the huge 2015 income tax cuts, the state is running large deficits even after large and damaging cuts to a variety of services that invest in youth and their communities. Without billions of dollars in new revenue, lawmakers and Governor Rauner will not be able to continue current services. To put more Illinois youth on a path to succeed, we must restore and expand CCBYS and Redeploy Illinois’ community-based programs.
ENDNOTES


5 FPC, Voices for Illinois Children, see note 4.

6 Illinois Collaboration on Youth (ICOY), Redeploy Illinois Fact Sheet, February 2016.


9 Redeploy, See note 8.

10 Redeploy, See note 8.

11 State appropriations for Redeploy Illinois: $4,885,100 in FY2014; $4,775,200 in FY2015. State appropriations for IDJJ total operations were approximately $95,000,000 in both FY2014 and FY2015.

12 ICOY, See note 6.

13 Redeploy, See note 8.

14 Redeploy, See note 8.

15 Heartland Alliance, Social Impact Research Center, Chicago Community Area Indicators, 2014.


17 U.S. Census Bureau, 2014 American Community Survey 5-Year Estimates, Table DP03.

KIDS COUNT Data Center

The Annie E. Casey’s Foundation’s updated KIDS COUNT Data Center is an online, searchable database that provides access to hundreds of national, state, and local-level child well-being indicators related to education, employment and income, health, poverty, and youth risk factors. New site features include improved search options; more attractive and easier to create tables, maps and graphs; and better ways to share information through social media on how children are faring.

MOBILE SITE

All indicators currently found on the KIDS COUNT Data Center can be accessed quickly and easily anytime, anywhere on your mobile device at: mobile.kidscount.org

Access the Illinois KIDS COUNT profile page at: datacenter.kidscount.org/data#IL

Special thanks to the KINETIK team for the design and production of this report.

The findings and conclusions presented in this report are those of Voices for Illinois Children alone and do not necessarily reflect the opinions of the Annie E. Casey Foundation.

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