



AN EVALUATION OF ILLINOIS MULTI-JURISDICTIONAL DRUG TASK FORCES



Evaluation of Illinois Multi-Jurisdictional Drug Task Forces

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Key Findings

Drug trafficking is the cultivation, manufacture, distribution, and sale of drugs (UNODC, 2016). Trafficking of drugs is a violent enterprise due to the need to exhibit strength and force to competitors and rivals, as well as for retribution against lower-level distributors who do not sell (Blumstein, 1995; Johnson, 2003). Despite violence and risk of law enforcement involvement and punishment, the potentially great monetary rewards tempt some into drug trafficking. Drug trafficking directly contributes to violent crime, availability of illicit drugs, growing numbers of drug users, and increasing numbers of drug-related hospitalizations and deaths (Johnson, 2003; Johnson & Bootman, 1996). Therefore, drug trafficking constitutes a major threat to public health and the well-being of society.

In order to combat drug trafficking, states employ the use of multijurisdictional drug task forces, which are made up of law enforcement officers from state, county, and local police departments to pool resources to more efficiently and effectively combat the drug distribution in multiple jurisdictions (Mazerolle, Soole, & Rombouts, 2007). For more than 20 years, the Illinois Criminal Justice Information Authority (ICJIA) has administered federal funding to metropolitan enforcement groups (MEG) and multi-jurisdictional drug task forces (TFs), collectively referred to as *MEG/TFs*.

Methods

Researchers conducted an evaluation of 19 MEG/TFs federally funded by ICJIA in 2016. Prior research has been limited to output measures, such as total arrests, due to difficulties differentiating between the impact of MEG/TFs and other local and federal law enforcement efforts (Applied Research Services, 2014; Hollist et al., 2014; Olson et al., 2002; Smith, Novak, Frank, & Travis, 2000). Researchers used quantitative and qualitative methods in this study to measure MEG/TF processes and outcomes MEG/TF administrative data and state arrest records were analyzed.

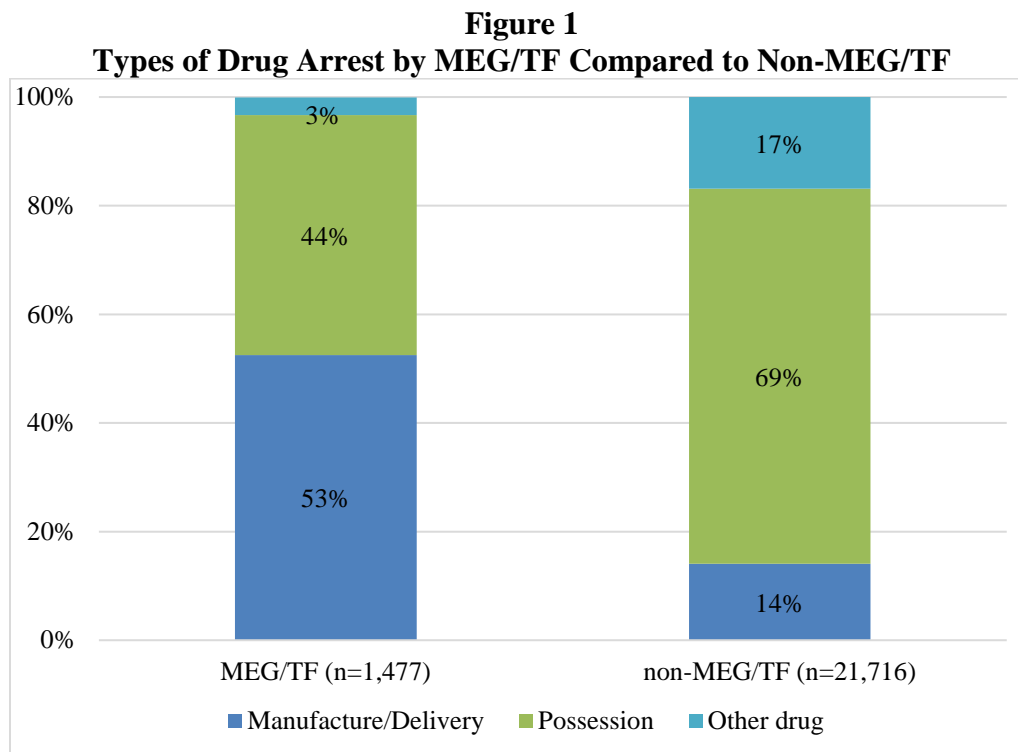
ICJIA researchers conducted focus groups with members of 18 MEG/TFs on resources, structure, guidance, operations, investigations, collaboration, and long-term goals. Researchers collected surveys from 75 MEG/TF staff to measure collaboration and adherence to critical elements of success. Finally, 19 MEG/TF policy board chairmen were surveyed to on proceedings of policy board meetings, how the policy board guides operations, and MEG/TF resources.

Researchers obtained administrative data from the MEG/TFs on all 2013 arrestees, the majority of whom were tracked through conviction and sentencing in 2016. Arrest records were electronically extracted from the Illinois State Police Criminal History Record Information System. This allowed a comparison of MEG/TF drug arrest outcomes to those of arrests made by local law enforcement in the same counties during the same time period. Also examined were arrest histories of those arrested by a MEG/TF.

Findings

The evaluation findings indicated MEG/TFs made proportionately more serious drug arrests, such as those for felonies and for drug manufacture/delivery, than their local police counterparts. They also collaborated with stakeholders, maintained fidelity to critical elements of MEG/TFs, and garnered support from their policy boards.

Arrests by MEG/TFs compared to non-MEG/TFs. MEG/TFs made proportionately more manufacture and delivery arrests than local police departments in the counties examined, at 53 percent and 14 percent, respectively, and fewer possession arrests, at 44 percent and 69 percent, respectively (*Figure 1*). Additionally, a higher percentage of the non-drug arrests made by MEG/TF involved deadly weapons. Of the 294 MEG/TF arrests for non-drug offenses in 2013, 37 percent of arrests were for deadly weapons. Deadly weapons charges accounted for only 1 percent of non-drug arrests made by local police.



Source: Administrative 2013 MEG/TF arrest data and CHRI data

Note: Other drug arrests include violations of the Hypodermic Syringes & Needles Act and Drug Paraphernalia Act.

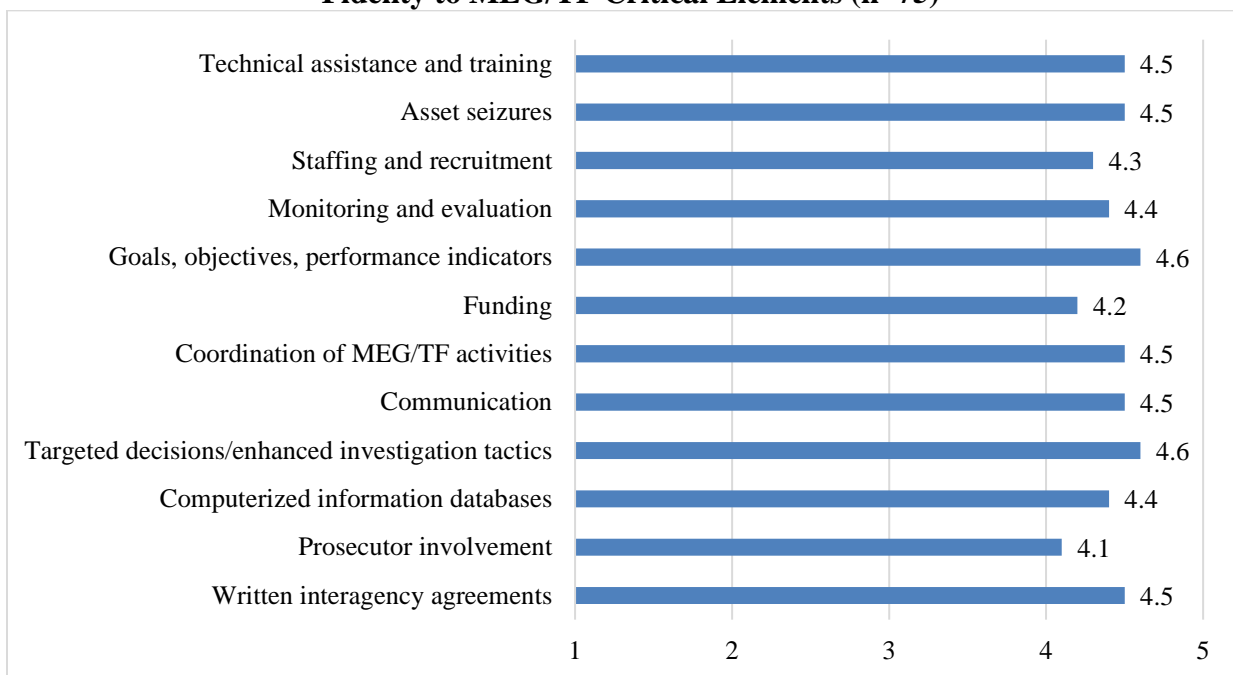
Illinois MEG/TFs also made proportionately more controlled substance arrests (59 percent) than non-MEG/TFs (28 percent) and more felony controlled substance arrests (90 percent) than non-MEG/TFs in the same counties (83 percent). Their arrests also were more likely to be for felonies. Seventy-four percent of MEG/TF arrests were for felonies compared to 31 percent of law enforcement arrests in the same counties.

MEG/TFs made proportionately fewer cannabis arrests (38 percent) than non-MEG/TFs in the same counties (55 percent). When arrests were made for violations of the Illinois Cannabis

Control Act, MEG/TFs made proportionately more felony arrests (55 percent) than non-MEG/TFs (14 percent). This held true for even cannabis possession arrests; 50 percent of MEG/TF possession of cannabis arrests were for misdemeanors compared to 76 percent of non-MEG/TFs.

Fidelity to critical elements of success. The U.S Department of Justice Bureau of Justice Assistance developed 12 critical elements of success for MEG/TFs (BJA, 2000). Researchers surveyed MEG/TF staff on their adherence to the critical elements using a five-point Likert-scale ranging from one (strongly disagree) to five (strongly agree). *Figure 2* depicts their responses, which show strong fidelity to the critical elements of MEG/TFs.

Figure 2
Fidelity to MEG/TF Critical Elements (n=75)



Data source: ICJIA survey of staff of 19 Illinois MEG/TFs.
Note: On scale of Strongly disagree=1 to Strongly agree=5.

Implications for Policy and Practice

Based on the evaluation findings and supported by literature, ICJIA researchers offered the following suggestions to optimize MEG/TF operations and combat drug trafficking.

Broaden organizations in MEG/TF collaboration. Surveys of staff and policy board chairmen indicated additional collaboration was warranted with external groups. Specifically, staff indicated a need for more prosecutorial involvement in MEG/TFs. Focus group participants noted that at times prosecutors required a great deal of evidence, significantly reduced serious arrest charges of those arrested by MEG/TFs, and were inexperienced and dealt with high caseloads. Improved communication with prosecutors could be achieved via one-on-one meetings with MEG/TF staff, policy board meeting participation, and providing annual and

evaluation reports. Collaboration with stakeholders is critical for effective law enforcement practices (International Association of Chiefs of Police, 2016).

Concentrate efforts on felony-level cannabis trafficking. According to the Drug Policy Alliance, “Marijuana prohibition is unique among U.S. criminal laws—no other law is both enforced so widely and harshly yet deemed unnecessary by such a substantial portion of the population” (2016, p. 2). Despite growing public acceptance of cannabis, according to the MEG/TFs, cannabis is widely distributed illegally and at high profit. Illinois is a top destination for Colorado cannabis and Interstate 80 is known as a drug pipeline (Rocky Mountain High Intensity Drug Trafficking Area, 2017). The Drug Policy Alliance (2016) argues the need exists for law enforcement to reduce related cannabis-related crime, corruption, violence, massive illicit markets, and physical and mental health consequences including substance use disorders. A small portion of all MEG/TF arrests, but half of the MEG/TF’s possession of cannabis arrests, were for misdemeanors (143 arrests in 2013). As they were designed to handle higher-level trafficking cases, MEG/TFs should focus on cannabis traffickers rather than arresting for possession of marijuana for personal use.

Explore alternate sources of funding to sustain MEG/TF operations. Federal Edward Byrne Memorial Justice Assistance Grants (JAG) support most state MEG/TFs, but funding has declined (National Criminal Justice Association, n.d.). Illinois saw a 47-percent decrease in JAG funding between federal fiscal years 2010 and 2016. Other states have dedicated general state revenue to support MEG/TFs, allowing the use of JAG funds to “address emerging needs, implement innovative approaches and provide increased seed money for new programming,” (National Criminal Justice Association, n.d.).

Prioritize the investigation of heroin and other opioid traffickers. The country is experiencing an opioid crisis that was declared a public health emergency. The prioritization of opioid traffickers by law enforcement can help reduce overdose deaths (Office of the New York State Comptroller, 2016; National Heroin Task Force, 2015). The arrest and prosecution of opioid distributors can deter other prospective traffickers and dealers (National Heroin Task Force, 2015). Local law enforcement officers responding to an overdose can gather intelligence and evidence useful to MEG/TFs seeking high-level traffickers (National Heroin Task Force, 2015). MEG/TF collaboration with prosecutors with a focus on convicting opioid traffickers can further deter drug dealing, reduce potential users, and prevent overdose.

Use MEG/TF as one tactic in a coordinated response to drug issues. U.S. drug control policy favors a comprehensive approach focusing on prevention of substance use, substance use disorder treatment, and trafficking law enforcement (Murphy, Becker, Locke, Kelleher, McLeod, & Isasi, 2016; Office of National Drug Control Policy, n.d.; Sacco, 2014). MEG/TF and local police should use a two-pronged approach—reduce drug supply and trafficking and, when appropriate, refer those with substance use disorders to treatment rather than arresting them (Charlier, 2015; Reichert & Gleicher, 2017). Some Illinois counties have already moved in this direction. Lake, Lee, and Whiteside counties are served by a MEG/TF, employ police-assisted recovery initiatives, and maintain police representation on local drug task forces and coalitions (Reichert & Gleicher, 2017).

Section 1: Introduction

The United States spends more than half of its federal drug control spending on domestic law enforcement (Mazerolle, et al., 2007), including metropolitan enforcement groups (MEGs) and multijurisdictional drug task forces (TFs). MEG/TFs are made up of law enforcement officers from state, county, and local police departments and were created to more efficiently and effectively combat the distribution of illicit drugs across multiple local jurisdictions. The three primary goals of drug task forces are:

1. Arresting and prosecuting drug offenders.
2. Identifying and responding to emerging drug problems.
3. Enhancing interagency cooperation (Applied Research Services, Inc., 2014; Hollist et al., 2014).

MEG/TFs target mid-level drug wholesalers, “many of whom would otherwise fall through the cracks because of the difference between federal practices and the street-level focus of local law enforcement” (Lombardo & Olson, 2009, p. 46). A common measure of drug task force success is the number and type of arrests made by the task force (Mazerolle et al., 2007). MEG/TFs tend to have lower arrest rates than local police departments primarily because they target different crimes and involve lengthier investigations. MEG/TFs focus on removing higher-level distributors, who are fewer in number, rather than large numbers of low-level offenders and users (Olson, 2005). Street-level enforcement rarely involves multi-agency cooperation (Mazerolle et al., 2007), another common feature of MEG/TFs.

The Illinois Criminal Justice Information Authority (ICJIA) has administered federal funding to MEG/TFs across Illinois for more than 20 years. Designated as Illinois’ State Administering Agency for many federal grants, ICJIA is responsible for criminal justice planning, coordination, management, research, training, and/or technical assistance, as well as grant distribution and administration. Federal Edward Byrne Memorial Justice Assistance Grants (JAG) funds are used to support MEG/TFs and other efforts to prevent or reduce crime and violence. JAG funding for law enforcement task forces is common; 38 states and territories supported law enforcement task forces that focus on drug, gang, and violent crime interdiction with JAG funds from 2013 to 2014 (Center for Justice and Planning, n.d.).

This report documents findings of an implementation and outcome evaluation of the 19 MEG/TFs supported with JAG funds administered by ICJIA. The evaluation was conducted to supplement findings of prior MEG/TF evaluations. Researchers collected and analyzed data from five primary sources:

1. Administrative MEG/TF arrestee data.
2. Criminal history record information data (arrest records).
3. Focus groups with each MEG/TF’s staff.
4. Staff survey.
5. Policy board survey.

Together, these data sources were used to answer the following research questions:

- What are the characteristics of each MEG/TF?
- To what extent do MEG/TFs have different drug enforcement outcomes compared to local police (offense category, type, and class and offender race)?
- Were there reductions in the number, or changes in type, of arrests before and after an individual's MEG/TF arrest?

Section 2: MEG/TF Effectiveness

Past MEG/TF studies have documented program characteristics, whether the program was implemented as intended, and the degree to which proper implementation occurred (sometimes referred to as fidelity to the model) using arrest and seizure data, interviews, focus groups, and survey data (Adams, 2012; Cardenas, 2002; Coldren, 1993; Davis, 2012; Gilinan, 1995; Jefferies et al., 1998; Olson, 2005; Reichert, 2016; Reichert, 2012; Rhodes et al., 2002; Schneider & Hurst, 2009). These studies have documented common operational features of MEG/TFs, which include high levels of communication, coordination, and collaboration (Applied Research Services, Inc., 2014; Coldren, 1993; McGarrell & Schlegel, 1993; Reichert, 2012; Smith, et al., 2000).

Stakeholder participation has been identified as a particularly important component of effective MEG/TFs. A study conducted by McGarrell and Schlegel (1993) found MEG/TFs that promoted multi-agency participation and input were more likely to have stakeholders that perceived mutual benefits. They concluded that strong interagency relationships were key to effective implementation (McGarrell & Schlegel, 1993). However, one study found that structure, management, and communication does not influence task force arrests (Jefferis, 1998).

In 2000, the Bureau of Justice Assistance (BJA) identified 12 critical elements of successful MEG/TFs from past evaluations.

These critical elements included:

1. Written interagency agreements.
2. Prosecutor involvement.
3. Computerized information/intelligence databases and systems.
4. Target decision, case planning and selection, and enhanced investigation tactics.
5. Communication.
6. Coordination of MEG/TF activities.
7. Funding.
8. Goals, objectives, performance indicators.
9. Monitoring and evaluation.
10. Staffing and recruitment.
11. Asset seizures.
12. Technical assistance and training.

Illinois Studies on MEG/TF Outcomes

A limited number of studies have examined MEG/TF outcomes. Many, but not all, found MEG/TF were more likely than non-MEG/TFs to make serious felony arrests for controlled substance and sale/delivery, while non-MEG/TFs entities tend to focus on less serious felony or misdemeanor cannabis and possession arrests.

Myrent (2013) noted a higher number of controlled substance arrests were made by MEG/TF (60 percent) than by non-MEG/TF (41 percent) of all arrest in one year. Myrent also noted MEG/TF

made more delivery arrests (73 percent) than non-MEG/TF (15 percent) and more felony arrests (91 percent) than non-MEG/TF (48 percent).

Olson et al. (2002) found MEG/TFs cases were more likely to result in convictions, less likely to result in reduced charges, and more likely to result in a prison sentence than non MEG/TF cases. In addition, the authors found drug task forces tended to focus on violations of Illinois' Controlled Substances Act related to cocaine, heroin, and methamphetamine, while local police departments focused on cannabis-related offenses.

Outcome Studies of MEG/TFs Outside of Illinois

Other state studies in Georgia, Ohio, and Indiana did not find the same differences in outcomes between MEG/TFs and non-MEG/TFs. Applied Research Services (2014) examined arrests made in Georgia's drug task force and non-task force counties, as well as a survey and interviews on structure and operations. The authors found few differences between task force and non-task force counties on arrest rates and arrestee characteristics. However, they found drug task forces were more likely to arrest serious young offenders of drug distribution laws.

Smith et al. (2000) compared survey responses and arrests made by Ohio law enforcement agencies with and without task forces. Researchers found drug task forces have higher perceptions of success, quality of arrests, and communication than non-task forces. However, drug enforcement outputs were similar between the two groups. The main predictor of drug arrests was the population served by the task force agency size rather than task force membership.

In one study, researchers collected arrest data and interviews to compare two regions in Indiana with a task force to two regions without a task force (McGarrell & Schlegel, 1993; Schlegel & McGarrell, 1991). The authors found no difference in the four regions—all regions had increases in more serious drug charges, such as drug dealing and trafficking, as well as increases in more serious drugs, such as cocaine.

Challenges to Evaluating MEG/TFs

Examining the impact of MEG/TFs is complicated by the fact that there is no independent source of data on drug prevalence. Drug arrests are commonly used to document drug availability and arrest decisions vary by local policing policies and practices. As a consequence, arrests can increase or decrease even when drug availability remains the same.

Drug treatment admissions are an alternative or complementary measure of drug availability, but external factors, such as funding availability for such services, can impact changes in the number of admissions. The number of emergency room admissions and overdose deaths are another source of data, but the numbers are not always indicative of the extent of illicit drug availability. Communities where heroin use is elevated may see higher numbers of emergency room admissions or deaths due to overdoses than communities where more individuals use methamphetamine, a substance that also is highly addictive but produces fewer overdoses. Thus, ER admissions may indicate drug type and potency but not necessarily illicit drug availability.

As Applied Research Services (2014) stated, “the accrual of solid empirical evidence demonstrating the specific impacts of [MEG/TF] on drug crime remains an elusive goal.”

In addition, most studies have generally lacked the rigorous and scientific data collection methods necessary to draw strong conclusions about the effectiveness of MEG/TFs (Applied Research Services, 2014; Hayeslip & Russell-Einhorn, 2002). Researchers continue to debate the most appropriate way to evaluate the effectiveness of MEG/TFs (Applied Research Services, 2014; Hollist et al., 2014; Smith et al., 2000), primarily because MEG/TFs are not easily studied using rigorous research methods. Without more rigorous designs, it is often difficult to differentiate between the impact of MEG/TFs and other anti-drug measures (Olson et al., 2002). However, the work of MEG/TFs is just one of many factors that can influence drug arrest trends and differences in arrest rates across jurisdictions (Applied Research Services, 2014). Other factors include local drug prevention and treatment intervention efforts and local police agency policies that place drug enforcement at varying levels of priority.

Experimental designs. Experimental designs, involving random assignment to treatment and control groups, are the gold standard for evaluations that aim to determine whether a program resulted in its intended outcome. Often referred to as randomized control trials (RCT), evaluations using experimental designs lead to strong internal validity when properly executed. Internal validity increases the confidence one has in the research findings because it reduces the likelihood that an unconsidered factor is impacting the results. RCTs of policing initiatives generally involve randomly assigning similar individuals or locations (e.g., census blocks, beats, districts) to treatment or control groups and then comparing outcomes

ICJIA researchers were unable to locate a single MEG/TF evaluation study using an experimental design. An evaluation of MEG/TFs in Illinois using this design is impossible because they have been operating for decades, their locations were not randomly determined, and they are not easily subject to randomized case assignment procedures.

Quasi-experimental designs. Quasi-experimental designs are highly valued, second only to experimental designs. Quasi-experimental designs are used when random assignment is not possible, with researchers matching the treatment and comparison groups using a set of key criteria they consider to be potential explanatory factors. The quality of the quasi-experimental design is directly related to the selection criteria used and the extent to which the treatment and comparison groups are similar on each criterion.

Few MEG/TF evaluations have been conducted using quasi-experimental designs, and all were conducted outside of Illinois. Applied Research Services (2014) used propensity score matching, an advanced statistical procedure, to compare MEG/TF and non-MEG/TF counties. Counties were matched on poverty rates, population size, racial composition/heterogeneity, per-capita income, transfer payments, teen pregnancies, low-birth weights, and extent of farm land (Applied Research Services, 2014).

In another study, two Indiana regions served by MEG/TFs were compared to two similar regions without MEG/TFs (McGarrell & Schlegel, 1993; Schlegel & McGarrell, 1991). The comparison and MEG/TF sites were similar across several factors, including size, population, region, and

proximity to a metropolitan center with a large university population. However, the researchers noted that the control sites and the counties and regions were too varied to provide identical matches.

Interrupted time series. Interrupted time series is a commonly used research design in policing. This research design entails examining trends prior to and after implementation. This method is weaker than experimental and quasi-experimental designs because it cannot control for other explanatory factors, such as changes in policies and procedures. Interrupted times series analyses can be strengthened by conducting Differences in Differences models (D-in-D), which compares trends over time of the treatment group and at least one comparison, non-treatment group. D-in-D allows researchers to determine whether changes are specific to the treatment group. Much like quasi-experimental designs, the strength of the D-in-D analysis is contingent on selecting truly comparable groups and ensuring the outcomes examined are similarly measured.

Analyzing the impact of MEG/TFs in Illinois using an interrupted time series design is not possible given how long MEG/TFs have been operational. Since their inception, several significant changes in policies and practices have occurred. It would be difficult, if not impossible, to tease out the independent impact of MEG/TFs from these larger policies and practices.

Other designs. Olson et al. (2002) and Myrent (2013) compared arrest data of MEG/TF and local police departments in the same counties, but did not employ sophisticated matching criteria, so they did not use true quasi-experimental designs. Lombardo & Olson (2009) used surveys and census and UCR data to determine characteristics of police agencies and communities that may affect decisions to operate a drug task force in Illinois. Olson (2002) compared arrests with MEG/TF and non-MEG/TF in Illinois.

Section 3: Current Study

In spring 2016, ICJIA research staff began a comprehensive evaluation of metropolitan enforcement groups and multi-jurisdictional drug task forces (MEG/TFs) that received federal funding administered by ICJIA. The purpose of the evaluation was to learn more about how MEG/TFs operate and their associated public safety impact.

The evaluation sought to measure implementation and outcomes of the 19 ICJIA-funded MEG/TFs. Researchers drew its data, findings, and conclusions for the evaluation from five data sources.

1. Administrative MEG/TF arrestee data
2. Criminal history record information data (state arrest data)
3. Focus groups with each of the MEG/TF's staff
4. MEG/TF staff survey
5. Policy board chairman survey

Administrative Data

Administrative arrestee data. ICJIA researchers requested 2013 data from each MEG/TF on all arrestees. The year 2013 was chosen to allow time to track cases from arrest to prosecution and sentencing. It can take one year or more to process an individual from arrest to sentencing through the courts. The data was emailed from the MEG/TFs to researchers in Excel spreadsheets.

Criminal records. Criminal history records on all arrestees sampled were electronically extracted from the Criminal History Record Information (CHRI) System, the state's central repository for criminal history information maintained by the Illinois State Police (ISP).

CHRI contains information statutorily mandated for submission by arresting agencies, state's attorney's offices, circuit courts, and state and county correctional institutions for the purpose of creating a cumulative history (rap sheet) of each arrest event. Upon arrest, an individual is fingerprinted via a paper card or an electronic Livescan system, which is then forwarded to ISP for processing and posting onto the individual's criminal history record.

About 94 percent of all arrest cards in Illinois are submitted electronically via Livescan. ICJIA has access to most information in the CHRI System through an agreement with ISP allowing offline database extraction of complete criminal history records for research purposes.

The MEG/TFs provided identifying information on 2,403 people arrested in 2013. Researchers were able to match 2,242 to their corresponding CHRI records (93 percent), using both deterministic matching on name and date of birth and a manual review of near-matching records. All matching arrest records were extracted, reviewed, and analyzed.

Using individual state identification numbers, each person's entire criminal history was pulled on August 8, 2016, and entered into a database. Researchers were able to identify which arrests in the individual criminal histories were made by the MEG/TFs in 2013, as well as the arrests that

occurred prior to and after the MEG/TF arrest, up to August 7, 2016. Included were all of each individual's arrests that occurred two years prior to the MEG/TF arrest in 2013 and all of each individual's arrests that occurred up to two years after the individual's 2013 MEG/TF arrest. Charges for each arrest were coded into major categories based on statutory definitions. A violent offense in this study included those that met the criteria of violent under the Rights of Crime Victims and Witnesses Act [725 ILCS 120]. The non-violent sex offense category included those that did not involve the use or threat of force, including prostitution and sex offender registry violations.

Once drug arrests made by the MEG/TFs in 2013 were identified, researchers were able to compile drug arrests made by all other law enforcement agencies and recorded in CHRI in 2013. Arrests not made by the MEG/TFs were grouped by county to compare them with arrests made by MEG/TFs operating in those same counties. Drug arrests were categorized by statute—offenses violating the Cannabis Control Act [720 ILCS 550/10], Methamphetamine Control and Community Protection Act [720 ILCS 646/70], or Illinois Controlled Substances Act [720 ILCS 570/410].

Researchers also compared the MEG/TFs to one another based on various characteristics of the arrests they made in 2013, such as the gender, age, and race of their arrestees. The data were analyzed using SPSS predictive analytics software.

Focus Groups

Researchers formulated focus groups questions on resources, structure, guidance, operations, investigations, collaboration, and long-term goals, all areas that depicted MEG/TF characteristics and methods. Researchers conducted in-person focus groups with 18 out of 19 MEG/TFs. The focus groups took place in June and July 2016. See *Appendix B* for focus group questions.

All focus group participants signed consent forms to participate in the research. If all participants consented to audio recording, the focus groups were recorded and transcribed. The transcripts were imported and analyzed in NVivo, a qualitative analysis software. Using NVivo, researchers coded the transcribed focus groups by identifying recurring themes and information related to the focus group questions and topics.

Staff Survey

Researchers designed an online survey for MEG/TF staff to measure adherence to critical elements of MEG/TFs and collaboration. The online survey was available from May to July 2016. The survey was emailed to 285 staff. The link directed potential participants to an information page that provided a summary of the survey's contents, how the survey data would be used, and other informed consent elements. Individuals who clicked "accept" were routed to the survey. A total of 75 staff surveys were completed for a response rate of 26 percent. The data was exported to and analyzed with SPSS predictive analytics software.

Critical elements of multi-jurisdictional task forces. The Bureau of Justice Assistance (BJA) developed 12 critical elements of success for MEG/TFs (BJA, 2000). Researchers adapted

the critical elements and their descriptions into statements to gauge fidelity. The statements used to measure fidelity to the critical elements are in *Appendix C*. All statements on the survey were measured using a 5-point Likert-scale ranging from 1 (strongly disagree) to 5 (strongly agree). Multiple statements on the survey were used to measure 11 of the elements and one element had only one statement.

Internal-consistency is an assessment of how survey questions measure what they are designed to measure. Cronbach's alphas, a measure of internal consistency, ranges from 0 to 1. Coefficients of 0.7 and higher are considered to be acceptably reliable and between 0.5 and 0.7 are considered moderately reliable. Cronbach's alpha for the survey ranged between $\alpha=0.879$ and $\alpha=0.972$ —all within acceptable reliability.

Wilder Foundation Collaboration Factors Inventory. Researchers adapted the Wilder Foundation collaboration factors inventory to assess the extent to which MEG/TS have met 20 research-tested success factors (Mattessich, Murray-Close, & Monsey, 2001). This inventory has been validated as an instrument to measure collaboration (Townsend & Shelley, 2008). The 20 components (or subscales) of collaboration measured in the survey can be found in *Appendix C*. All the statements in the inventory were measured by respondents using a 5-point Likert-scale ranging from one to five (“Strongly Disagree” to “Strongly Agree”). Of the 20 factors, multiple statements were used to measure 13 factors and seven factors had only one statement. The Cronbach's alpha for the inventory ranged between $\alpha=0.539$ and $\alpha=0.919$. Three components had a Cronbach's alpha below 0.7—the factors of mutual respect, understanding, and trust ($\alpha=0.599$), shared vision ($\alpha=0.539$), and unique purpose ($\alpha=0.655$) had moderate reliability.

Policy Board Chairman Survey

Researchers designed an online survey for MEG/TF policy board chairmen with questions about their meetings, how they guide operations, and resources. See *Appendix A* for a list of survey questions.

The online survey was available from May to July 2016. The survey was emailed to 19 policy board chairman. The link directed potential participants to an information page that provided a summary of the survey's contents, how the survey data would be used, and other informed consent elements. Individuals who clicked “accept” were routed to the survey. Nine MEG/TF chairmen responded to the survey (47 percent). The data was exported to and analyzed with SPSS predictive analytics software.

Study Design and Other Limitations

Study design limitations. One part of the research design could not be executed. Researchers attempted to document the MEG/TF impact on local illicit drug markets by matching counties without MEG/TFs with those that do have MEG/TFs following similar methodologies employed by Applied Research Services (2014); McGarrell & Schlegel (1993); and Schlegel & McGarrell (1991). Applied Research Services (2014) used propensity score matching to compare MEG/TF and non-MEG/TF counties matching on poverty rates, population size, racial composition/heterogeneity, per-capita income, transfer payments, teen pregnancies, low-birth weights, and extent of farm land. Researchers sought to compare drug arrest rates, drug

overdose rates, and prosecutions in counties that have drug MEG/TF and counties that do not have MEG/TFs. However, despite substantial steps toward enhanced methodology and completing such an analysis, it was unable to be accomplished because MEG/TF counties because similar counties could not be matched for the reasons outlined below.

First, data was collected on 99 counties served and unserved by ICJIA-funded MEG/TFs. Three counties were served by Illinois State Police-supported MEG/TFs and were excluded from the analysis. Data collected included racial composition of the county, population per square mile, median household income, percentage of the population aged 25 or above with a bachelor's degree or higher, and percentage of the population that are renters (as opposed to home/household owners). Using case control matching, also known as tolerance or caliper matching, on these variables, researchers were able to match 21 of the 30 MEG/TF counties to 21 of the 69 counties that did not have MEG/TFs.

Next, researchers attempted to test the counties being compared for differences in crime rates, arrests, and prosecution outcomes. All MEG/TFs provided a dataset of their 2013 arrests, including names, dates of birth, and dates of arrests. This allowed researchers to identify most of the arrests in ISP's Criminal History Records Information System. Researchers then separated out arrests made in the 21-county MEG/TF sample.

Researchers discovered some arrests that MEG/TFs were crediting themselves with completing were actually taking place in counties that do not have an operating MEG/TF. Researchers reviewed grant applications from MEG/TFs applying for funding, and learned MEG/TFs have statewide authority allowing them to operate in counties outside of their official jurisdictions. In addition, applicants referenced partnering with other states and the Drug Enforcement Administration (DEA) to conduct investigations and make arrests. Arrests made by federal agencies or in other states are not reflected in the CHRI System and, therefore, could not be analyzed for this study. In addition, MEG/TF applicants mentioned the engagement of counties with MEG/TFs that ICJIA did not have record of and did not exclude during the county matching process.

Blurred jurisdictional lines and resulting arrests made in sample counties by MEG/TFs that were either unknown or not supported by ICJIA complicated the county comparisons. Because MEG/TFs operate in counties outside of their jurisdictions, and due to difficulty in locating arrest events in the CHRI system without unique identification numbers an accurate comparison of counties with MEG/TFs to counties without MEG/TFs was not possible. Therefore, a quasi-experimental research design using a matching technique was not completed, but a non-matching comparison was employed.

Additional limitations. Other limitations are worth noting in the examination and interpretation of the results. 2013 data was requested from the MEG/TFs to track the arrests through conviction and sentencing. Arrests from 2013 was important for answering research questions regarding convictions and recidivism which take time to be resolved and tracked, respectively. However, 2013 arrests may not be reflective of the today's arrests made by MEG/TF.

Staff and stakeholders are important informants of how programs operate because they are familiar with day-to-day operations. However, self-reported data collected in surveys and focus groups are susceptible to respondent bias, misrepresentation or omission, and recall error due to inaccurate or incomplete memories.

Finally, convenience sampling and the use of an online survey format resulted in non-representative samples of staff. Therefore, while the results that follow provide some insight into the perceptions of different groups, caution should be taken when inferring that these perceptions are representative of all MEG/TF staff and policy board chairmen.

Section 4: Operations of Illinois' Multijurisdictional Drug Task Forces

Characteristics of Illinois MEG/TFs

MEG/TFs offer multi-agency cooperation spanning larger geographic territories. There are 22 MEG/TFs in Illinois, 19 of which receive JAG funding administered by ICJIA (*Map 1*). The 19 MEG/TFs receiving JAG funds cover 62 counties, or 61 percent of all Illinois counties. The three other MEG/TFs receive the majority of their funding through the Illinois State Police.

**Map 1
ICJIA-Funded Illinois MEG/TFs, 2014**

Drug task force key

BATF – Blackhawk Area TF
 CIEG – Central Illinois Enforcement Group
 DUMEG – DuPage MEG
 ECITF – East Central Illinois TF
 KMEG – Kankakee MEG
 LCMEG – Lake County MEG
 MANS – Joliet Metropolitan Area Narcotics Squad
 MCNEG – Multi-County Narcotics Enforcement Group
 MEGSI – MEG of Southwestern Illinois
 NCNTF – North Central Narcotics TF
 QCMEG – Quad Cities MEG
 SCITF – South Central Illinois Drug TF
 SEIDTF – Southeastern Illinois Drug TF
 SIDTF – Southern Illinois Drug TF
 SIEG – Southern Illinois Enforcement Group
 SLANT – State Line Area Narcotics Team
 TF6 – Task Force 6
 VCMEG – Vermilion County MEG
 WCITF – West Central Illinois TF



Governing structure. Metropolitan enforcement groups (MEGs) have existed in Illinois since the 1970s and authorized through the Intergovernmental Drug Enforcement Act [30 *ILCS* 715/1]. Multi-jurisdictional drug task forces (TFs) were first formed in the 1980s under the organizational authority of the Intergovernmental Cooperation Act [5 *ILCS* 220/1].

Both MEGs and TFs are governed by policy boards but they operate in slightly different ways. MEG policy boards are actively and formally involved in operations management. MEG policy boards are required to include an elected official and police chief, or their designees, from each participating level of government. An elected official from one of the participating agencies is designated the financial officer of the MEG to receive operational funds. MEG operations are limited to enforcing drug laws, responding to delineated weapons offenses, and investigating gang-related crimes. Unlike MEG policy boards, TF policy boards are not subject to legislated structure or composition requirements, nor are they restricted by statute in their scope of operations. Illinois State Police is involved in day-to-day operation management, rather than a local policy board and provides funding to TFs.

MEG/TF policy boards typically hold, at minimum, quarterly meetings where they discuss financial and personnel issues.¹ Board members inquire about the daily operations and training of the MEG/TFs. MEG/TF directors explain to board members what their goals are given their resources and how they are attempting to meet their goals. Boards provide guidance and advice to MEG/TF directors on what they need to secure a successful conviction. This guidance gives MEG/TFs direction with regard to their daily operations.

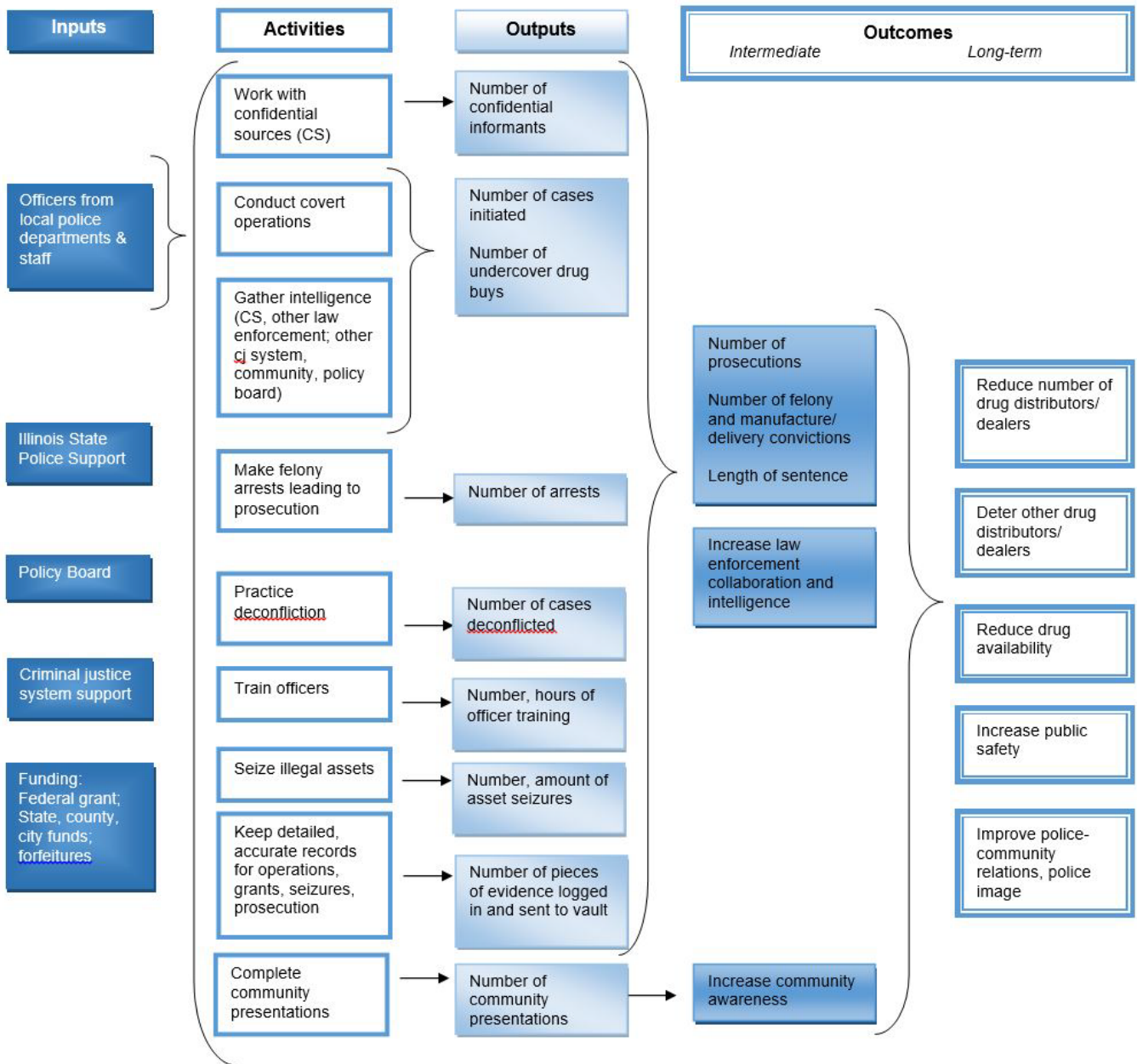
Policy boards are in charge of the budget ratification and major expenditures, but they do not guide daily operations. Respondents stated that goals and objectives of the MEG/TF are discussed at each policy board meeting and updates are always (63 percent) or often (25 percent) provided. All but one chairman believed the policy board demonstrates collaborative problem solving. Respondents reported allocation of resources was discussed monthly (44 percent) or quarterly (44 percent) and that board directives were always followed. The policy boards of most MEG/TFs (78 percent) requested both internal evaluations and financial audits. Surveys indicated a majority of internal evaluations were conducted annually (57 percent) as were most financial audits (71 percent).

MEG/TF policy boards obtain information to guide their activities from a variety of sources. All policy board chairmen indicated they rely on citizens/public, business owners, schools, and local and federal law enforcement for information. Many indicated they also used community/advocate/activist groups (89 percent) and pharmacists (56 percent). Local media, treatment providers, and DCFS also were mentioned as sources of information.

Logic model. Researchers created a logic model of MEG/TFs to depict logical linkages among program resources, activities, and outputs, as well as intermediate and long-term outcomes (*Figure 1*).

¹ According to the policy board chairman survey, policy board meetings are held either monthly (33 percent) or quarterly (56 percent) with 78 percent meeting the requirements of the Open Meetings Act.

Figure 1
MEG/TF logic model



Funding and Core Operations

While MEG/TFs operate similarly, structures vary and are dependent on the coverage area and number of counties served, member agencies, and full-time staff. Given the differences in size and make up of Illinois MEG/TFs, it is not surprising that their operating budgets and funding sources also vary. This is also true of the amount of federal funding MEG/TFs receive to support operations (*Table 1*). For some MEG/TFs, federal Edward Byrne Memorial Justice Assistance Grant Program (JAG) funding accounts for just over one-third to almost half of their operating budgets.

Table 1
Characteristics of MEG/TFs

MEG/TF name	Started	Operating budget	JAG funding	% Budget from JAG funding	# Full time staff	Drug arrests per 100,000	# Counties served	# Member agencies	Population covered
MEGSI	1977	\$783,000	\$374,078	48%	5	703	3	17	566,011
SIDTF	1987	\$918,289	\$161,114	18%	14	692	12	12	153,182
SIEG	1973	\$925,918	\$113,998	12%	8	621	2	8	144,132
TF6	1983	\$207,111	\$51,285	25%	6	912	2	5	190,345
ECITF	1989	\$248,135	\$85,698	35%	8	416	2	7	88,046
SEIDTF	1989	\$227,775	\$107,202	47%	1	687	12	4	135,294
WCITF	1985	\$443,555	\$106,711	24%	11	711	5	6	151,053
DUMEG	1985	\$1,888,275	\$116,500	6%	15	639	1	26	945,879
KAMEG	1982	\$288,529	\$120,584	42%	12	507	3	4	153,942
SLANT	1987	\$250,000	\$95,997	38%	12	535	7	8	357,231
BATF	1987	\$176,235	\$55,663	32%	6	574	5	4	208,046
NCNTF	1988	\$388,250	\$167,736	43%	18	629	3	13	940,051
QCMEG	1974	\$1,312,697	\$25,516	2%	13	935	2	11	317,643

Data source: MEG/TF administrative data, 2016; U.S. Census Bureau, FBI Uniform Crime Report

MEG/TF names: BATF–Blackhawk Area TF; CIEG–Central Illinois Enforcement Group; DUMEG–DuPage MEG; ECITF–East Central Illinois TF ; KMEG–Kankakee MEG; LCMEG–Lake County MEG; MANS–Joliet Metropolitan Area Narcotics Squad; MCNEG–Multi-County Narcotics Enforcement Group; MEGSI–MEG of Southwestern Illinois; NCNTF–North Central Narcotics TF; QCMEG–Quad Cities MEG; SCITF–South Central Illinois Drug TF; SEIDTF–Southeastern Illinois Drug TF; SIDTF–Southern Illinois Drug TF; SIEG–Southern Illinois Enforcement Group; SLANT–State Line Area Narcotics Team; TF6–Task Force 6; VCMEG–Vermilion County MEG; WCITF–West Central Illinois TF

JAG awards support personnel, equipment, travel, vehicle maintenance, and communications. Between federal fiscal years (FFY) 2007 and 2012, JAG funds to MEG/TFs remained stable at approximately \$2.8 million, but decreased by \$551,371 in FFY13. In FFY15, a \$56,027 increase was seen in federal funds allocated by ICJIA to MEG/TFs, which totaled \$2,261,505. This

accounted for 33 percent of all JAG funds administered by ICJIA.² The Illinois State Police (ISP) provides funding to TFs that receive ICJIA-administered JAG funding.

Revenue from money and other property seized after an arrest is made, commonly referred to as asset forfeitures, also is used to support MEG/TF operations. At arrest, MEG/TFs can make seizures of property, cash, and weapons, but the courts must rule the seizures were used in illegal drug activity. MEG/TFs must prove that the property was purchased with drug money or used to facilitate the distribution of drugs. Once proven, the courts provide a portion of the cash or noncash assets that have been liquidated back to the MEG/TFs. A substantial lag may be seen between the time that the assets are seized and when the courts forfeiture amounts are made available; forfeiture decisions can be appealed and delayed for years in litigation (Rhodes et al., 2009).

Some MEG/TFs rely on forfeitures for the majority of their operating budget. Forfeitures are awarded per the Drug Asset Forfeiture Procedure Act [725 ILCS 150]. State courts award 65 percent of the forfeiture funds to the MEG/TF responsible for the arrest. The remainder goes to the prosecutor’s office (12.5 percent), state appellate court prosecutor (12.5 percent), and ISP (10 percent). Federal courts award MEG/TFS 80 percent of forfeitures. *Table 2* shows money collected from MEG/TF arrest cases in 2013. Seizures are the total amount *collected* and forfeitures indicate how much the MEG/TFs ultimately *received* after court divvies up the funds. Funds from forfeitures totaled \$5.4 million in SFY13 across the 19 MEG/TFs.

Table 2
Amount (in Dollars) Collected for MEG/TFs from 2013 Arrest Cases

	Total cases	Minimum per case	Maximum per case	Average per case	Total collected
Court fines imposed					
Fines	1,369	\$4	\$631,677	\$3,401	\$4,613,374
Seizures by type					
Cash	730	\$20	\$555,490	\$3,160	\$2,306,802
Conveyance	419	\$100	\$174,140	\$1,403	\$587,874
Real property	361	\$3,262	\$437,000	\$2,355	\$850,262
Other	379	\$200	\$42,544	\$216	\$81,719
Forfeitures					
Declarations from court	655	\$103	\$837,697	\$6,549	\$4,289,511
Forfeitures	702	\$17	\$300,584	\$1,595	\$1,119,436

Data source: MEG/TF administrative arrest data, 2013

Equipment. MEG/TF budgets include equipment costs for bulletproof vests and technology, including overhear equipment, computers, cellphones, GPS tracking devices, and body wires. Replacing and maintaining vehicles also is a reoccurring expense. Vehicles need to be changed to avoid recognition in undercover work.

² Note: Each year, grantees may spend awards from different or multiple federal fiscal years.

Staffing. Larger MEG/TFs may have 15 or more full-time staff, while the smaller MEG/TFs carry fewer than five. The number of full-time staff is directly related to the amount of member agencies contributing to the task force. MEG/TF staff include agents/inspectors, supervisors, director, office manager, and office assistants. Agents and inspectors make up the core MEG/TF workgroup. A relatively new position within some MEG/TFs is that of an Illinois National Guard analyst, tasked with handling *deconfliction*. Deconfliction is the policy of checking a database to see if other federal, state, or local law enforcement agency personnel are conducting an investigation of the same individuals at the same time (Mapel, 2014). Deconfliction is important because it:

- Enhances officer safety by preventing officers from meeting and/or confronting each other during law enforcement actions.
- Decreases risk of an investigation being compromised.
- Maximizes the use of law enforcement resources by reducing duplication of efforts (Mapel, 2014).

Deconfliction is handled through a Statewide Terrorism and Intelligence Center and the Chicago High Intensity Drug Trafficking Area program. Participants suggested that having the analyst is a benefit to the units because it frees up officers' time dedicated to deconfliction efforts.

Investigation and Enforcement Activities

Directors and supervisors are in charge of guiding daily operations and investigations. Officers frequently communicate with MEG/TF directors to ensure that their operations are within policy parameters and to ensure they are being legally and safely conducted.

Directors work with agents to determine drug buy amounts and manpower allocations. Meetings are held most weeks with officers and agents to discuss current and past operations, new laws, and where to allocate resources. Directors consider community concerns raised by the local police chiefs. Some directors have frequent communication with chiefs and sheriffs to ensure they are informed on community concerns and attend community meetings.

MEG/TFs undertake investigation types that vary based on size of unit, size of coverage area, resources available, and needs of community. Most partake in undercover investigations, while a few have overt street units. The street units target gang activity and handle interdictions, traffic stops, and search warrants. For undercover investigations, the MEG/TFs utilize informants or confidential sources to initiate drug buys, and closely monitor transactions, including with surveillance, to build better cases for prosecution.

While the MEG/TFs will handle low-level drug cases, their primary focus is on mid- to high-level drug investigation targeting the manufacturing and distribution of drugs. Some also handle gang-related cases, burglaries, and other crimes when local police departments request their assistance.

Collaboration

MEG/TFs collaborate with a variety of local and national agencies and organizations. The collaborative efforts help provide guidance to the MEG/TFs, while also expanding capability and investigative reach. At the local level, MEG/TFs collaborate with local police departments that are member agencies, the state's attorney's office, and community organization and businesses. MEG/TFs assist local police departments with drug-related crimes and other crimes providing their expertise and resources for investigative and operational purposes. MEG/TFs sometimes enlist police departments to assist in overt operations to increase manpower and avoid undercover agent burnout (e.g. traffic stops, interdictions, search warrants). MEG/TFs also collaborate with state's attorneys to build better cases for prosecution. Some MEG/TF policy boards include a state's attorney as a board member, which provides quick access for advice and guidance. MEG/TFs also at times collaborate with pharmacies to perform investigations on prescription medications.

MEG/TFs collaborate to work cases, provide manpower and resources, and to deconflict cases. At the state level, MEG/TFs collaborate with the Illinois State Police, Illinois National Guard, and police departments and task forces in other states. ISP handles asset seizures and evidence collection/storage, while also providing officers to task forces. A few MEG/TFs work across state lines, thus necessitating the collaboration between police departments outside of Illinois. Nationally, MEG/TFs collaborate with federal agencies, such as the DEA, FBI, U.S. Postal Inspection Service. These collaborations expand investigative capabilities within Illinois and nationally.

Additional Benefits of MEG/TFs

In addition to basic operations, the MEG/TFs were identified as providing additional benefits to participating agencies and the communities they serve. These benefits include additional, specialized training and investigation experience. Such training and expertise is important for local departments that do not have existing internal knowledge, time, and manpower to undertake higher-level drug investigations. MEG/TFs also enable participating law enforcement agencies to be more connected with regards to intelligence, communication, and collaboration. When a municipality withdraws from a MEG or task force that connectedness diminishes.

Fidelity to Critical Elements of Success

ICJIA researchers measured MEG/TF fidelity to the 12 critical elements of drug task force success established by Bureau of Justice Assistance (BJA) (BJA, 2000). These elements are included the following:

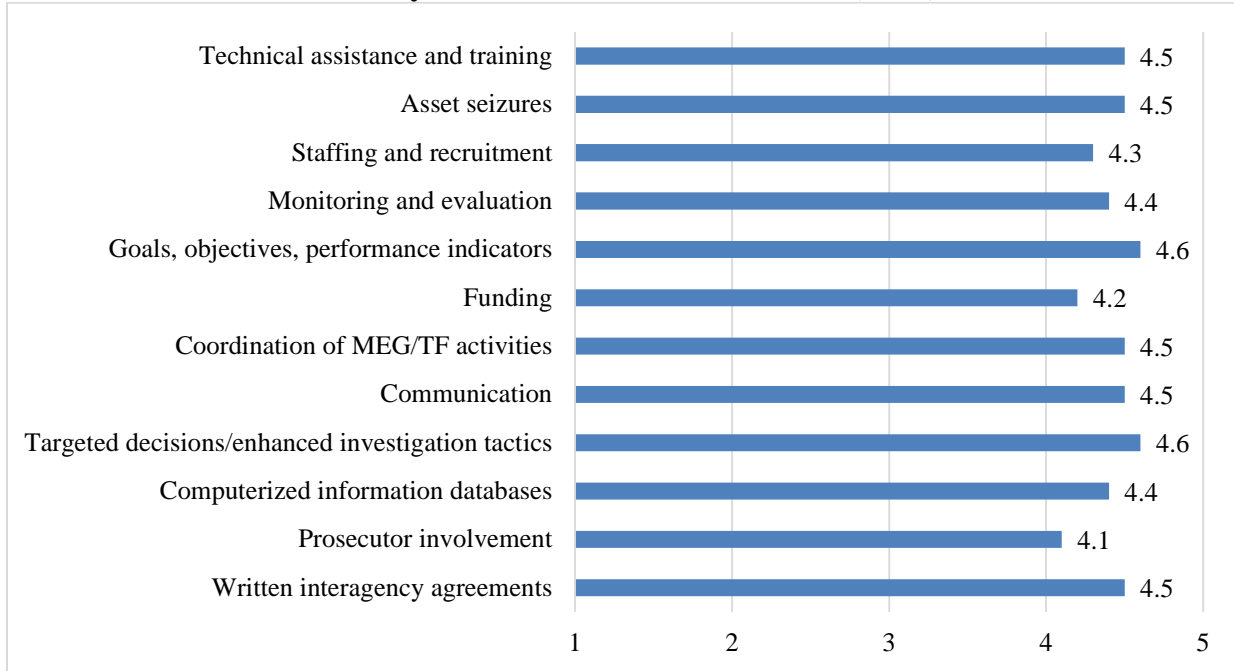
1. **Written interagency agreements** outline activities and responsibilities with an advisory group to guide decision-making and oversight.
2. **Prosecutor involvement** can improve the ability to process cases and evidence, planning and tactics used in pursuing cases, and law enforcement linkages to the criminal justice system.

3. **Computerized information/intelligence databases and systems** enhance investigative capabilities such as financial investigations and helps avoid duplication of investigative efforts.
4. **Targeted decision, case planning and selection, and enhanced investigation tactics** are based on clear, specific criteria that guide the procedures used by task force members, which leads to enhanced coordination of task force agencies with other agencies.
5. **Communication** through regular meetings help keep task force officers focused on their overall direction and program goals and objectives and allow for a review of current cases, planned arrests or surveillance projects, and other developments.
6. **Coordination** of task force activities involves regular meetings with local, state, and federal entities operating within their jurisdiction.
7. **Funding** that is reliable and long-term are crucial to a task force and aid in institutionalization. Funding can be used for training, technology, staff, overtime, and other needed.
8. **Goals**, objectives, and performance measures should be specific, measurable, and observable.
9. **Evaluation** and monitoring should be continuous and can help to change and improve task force goals, targets, procedures, and related activities.
10. **Staff** includes experienced leadership and supervision, as well as the training of younger, less experienced officers.
11. **Forfeitures of assets seized** generally benefit task forces as a practical enforcement tactic and as a means of ensuring the financial viability of the task force.
12. **Training and technical assistance** is critical for ensuring that personnel at all levels will be able to contribute to the success of the task force.

All the questions on the survey were measured using a 5-point Likert-scale ranging from 1 to 5 (“Strongly Disagree” to “Strongly Agree”). Average responses of more than 4.0 indicated fidelity to the element being measured. See *Appendix C* for staff survey responses on the critical elements of drug task force.

Overall, the MEG/TFs maintained fidelity to all key components. All MEG/TFs were strongly committed to their written interagency agreements, made targeted decisions and case planning, had a high level of coordination of activities, and trained regularly. The table below depicts the degree of fidelity to key components of MEG/TFs (*Figure 2*). The MEG/TFs showed the greatest strength in meeting fidelity to target decision, case planning and selection, and enhanced investigation tactics (#4), and goals, objectives, and performance indicators (#8). They showed the most room for improvement in prosecutor involvement (#2) and funding (#7).

Figure 2
Fidelity to MEG/TF Critical Elements (n=75)



Data source: ICJIA survey of staff of 19 Illinois MEG/TFs.
Note: On scale of Strongly disagree=1 to Strongly agree=5.

Section 5: Multijurisdictional Drug Task Force Arrests

In addition, a thorough examination of the 19 MEG/TF characteristics and fidelity to key components shared Section 4 of this report, this study:

- Compared MEG/TF arrests to local police agency arrests in the same counties.
- Provided detail on MEG/TF arrests, convictions, and sentencing.
- Shared the criminal activity of individuals before and after MEG/TF arrest.
- Examined arrest outcomes by MEG/TF characteristics.

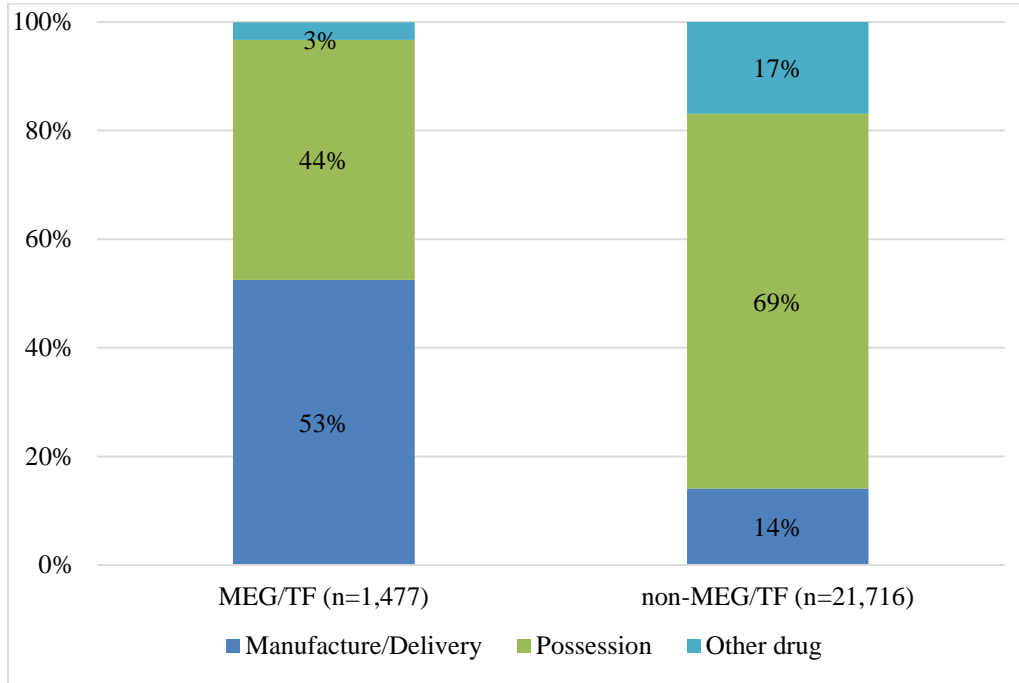
These are discussed in the following sections.

Drug Task Force Arrests Compared to Local Police Agencies

Researchers examined the actual arrests made by the MEG/TF officers and compared them to other arrests made by non-MEG/TFs officers in the same jurisdictions. The data allowed for a comparison of arrests by MEG/TF and non-MEG/TFs in the same counties. Also examined were criminal histories of MEG/TF arrestees pre- and post-intervention (MEG/TF arrest).

Possession and manufacture/delivery arrests. *Figure 3* depicts drug arrests by the type of drug offense—drug possession and manufacture/delivery—in the counties covered by the 19 MEG/TFs during 2013. MEG/TFs made proportionately more drug delivery arrests than non-MEG/TFs in the same counties at 53 percent and 14 percent, respectively, and proportionally fewer drug possession arrests at 44 percent and 69 percent, respectively.

Figure 3
Percent Drug Arrest by Type, MEG/TFs Compared to Non-MEG/TF Officers, 2013

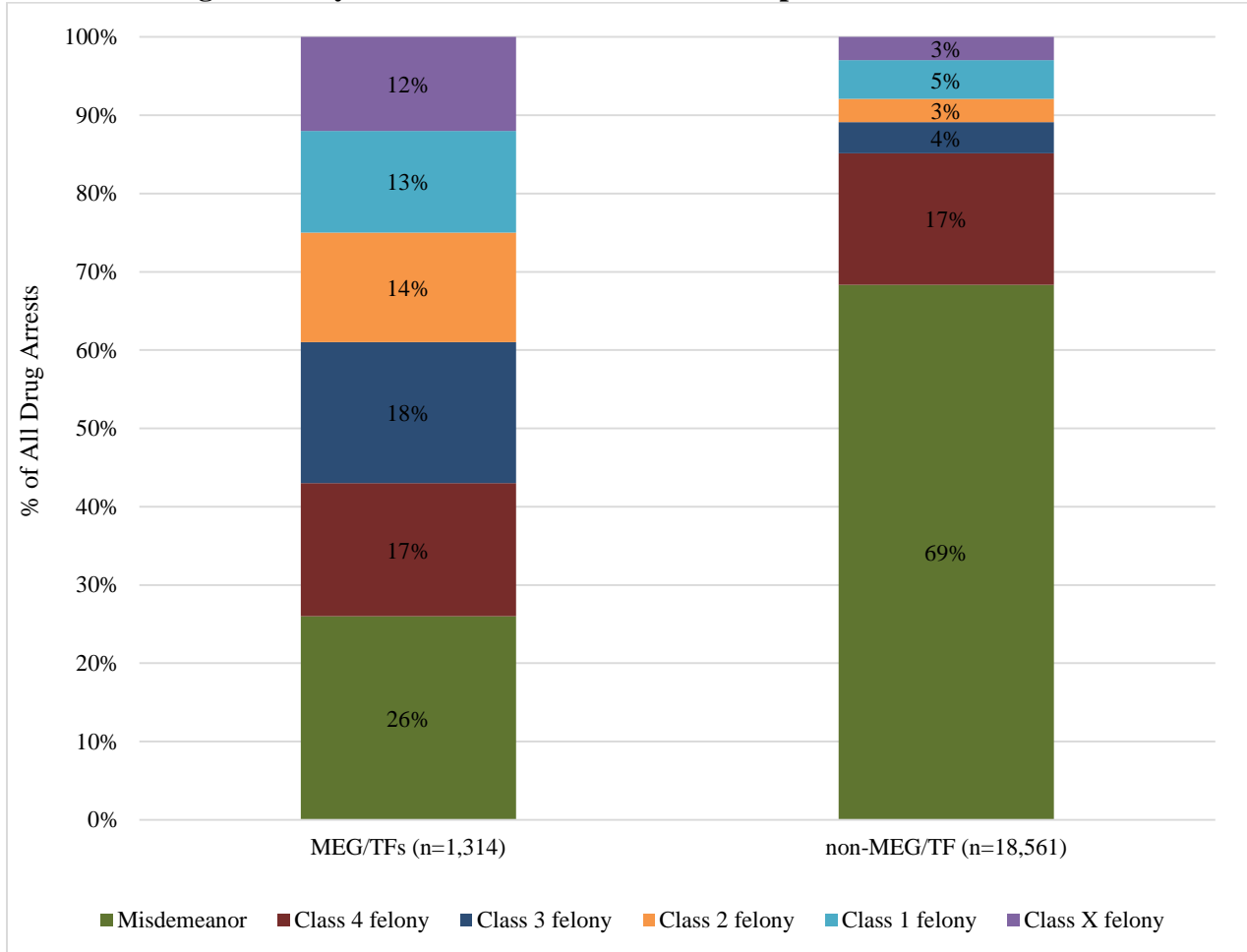


Data source: Administrative 2013 MEG/TF arrest data and CHRI data

Note: Other drug arrests include violations of the Hypodermic Syringes & Needles Act and Drug Paraphernalia Act.

Drug arrests by offense class. Almost three-fourths of MEG/TF 2013 arrests (75 percent) were felony drug arrests compared to non-MEG/TFs in the same counties (32 percent). Twenty-six percent of MEG/TFs had misdemeanor drug arrests compared to 69 percent of non-MEG/TFs. MEG/TFs had higher percentages of Class 1, 2, and 3 felony arrests (*Figure 4*).

Figure 4
Percent Drug Arrest by Offense Class of MEG/TF Compared to Non-MEG/TF Officers

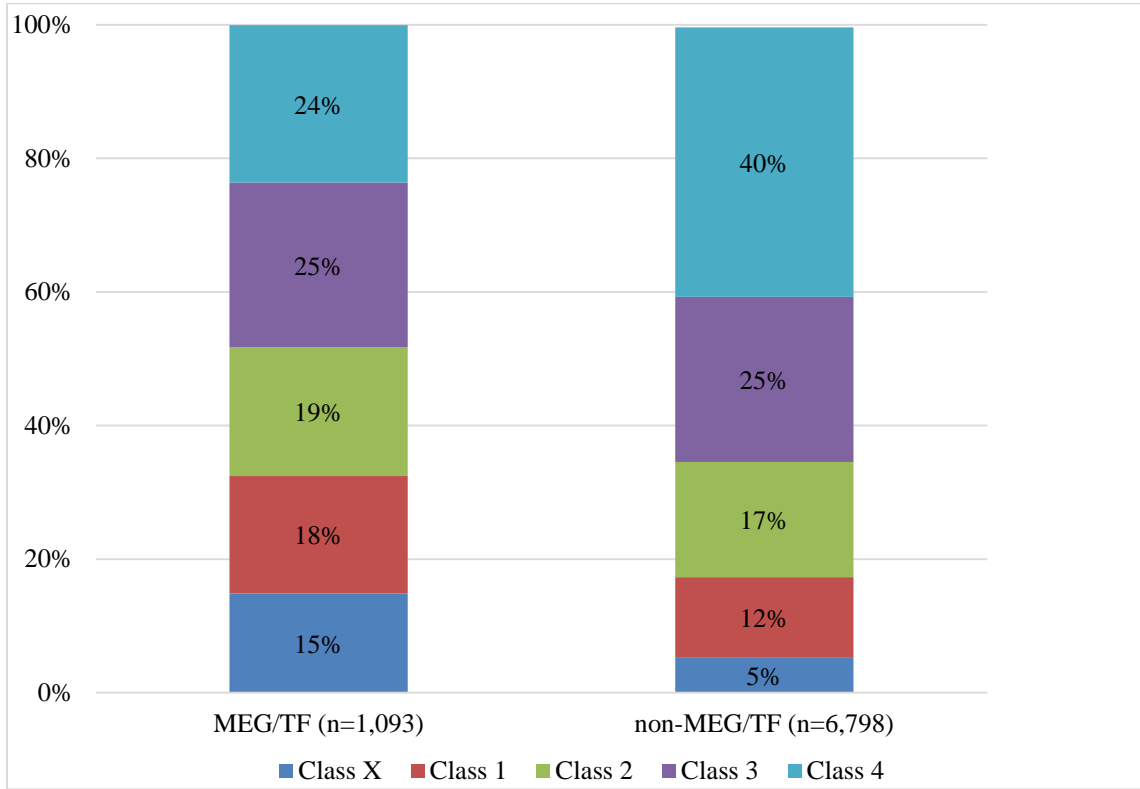


Data source: Administrative 2013 MEG/TF arrest data and CHRI data

Note: Out of total arrests in which offense class was identified. Unknown or classes less than misdemeanor were excluded.

Drug arrests by felony class. Figure 5 depicts the percentage of arrests in 2013 for felony classes alone. Illinois MEG/TFs made fewer Class 4 felony arrests (the lowest felony offense class) and more Class X felony arrests (the highest felony offense class) than non-MEG/TFs in the same counties.

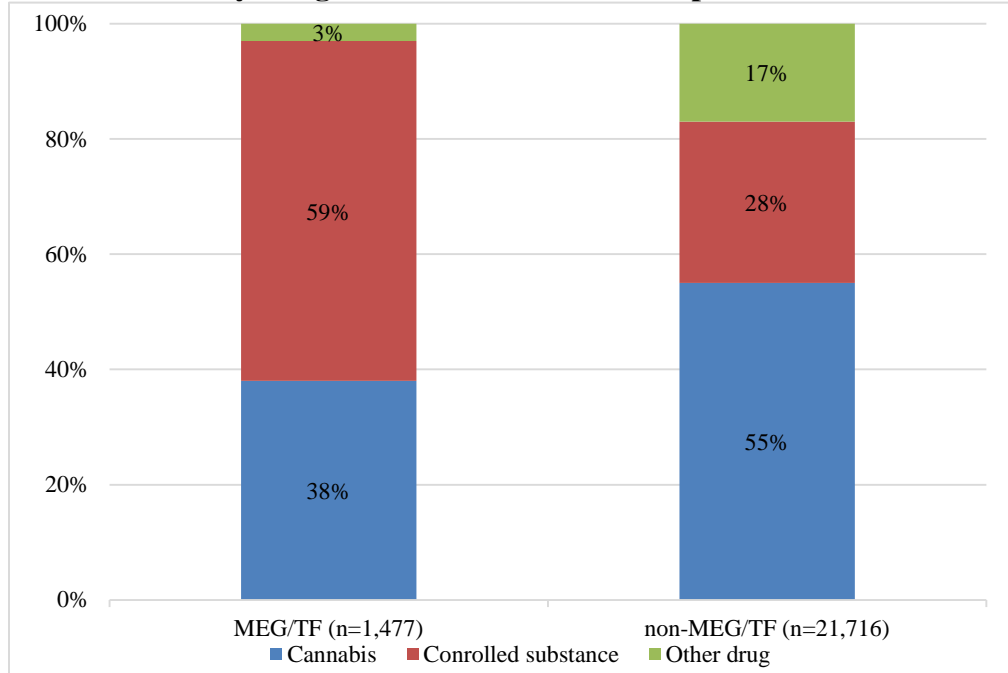
Figure 5
Percent Arrests by Felony Class of MEG/TFs Compared to Non-MEG/TFs



Source: Administrative MEG/TF arrest data and CHRI data
 Note: This includes drug arrests and non-drug arrests.

Cannabis and controlled substance arrests. *Figure 6* depicts the percentage of drug arrests in 2013 by drug offense type—controlled substance, cannabis, and other types of drugs, which includes methamphetamine. The CHRI arrest data are based on law violations rather than drug type, so it cannot reliably provide information on the specific drugs for which an arrest was made within the controlled substances category. MEG/TFs made proportionately more controlled substance arrests (59 percent) than non-MEG/TFs in the same counties (28 percent). MEG/TFs made proportionately fewer cannabis arrests (38 percent) than non-MEG/TFs in the same counties (55 percent).

Figure 6
Percent Arrest by Drug Statute of MEG/TFs Compared to Non-MEG/TFs

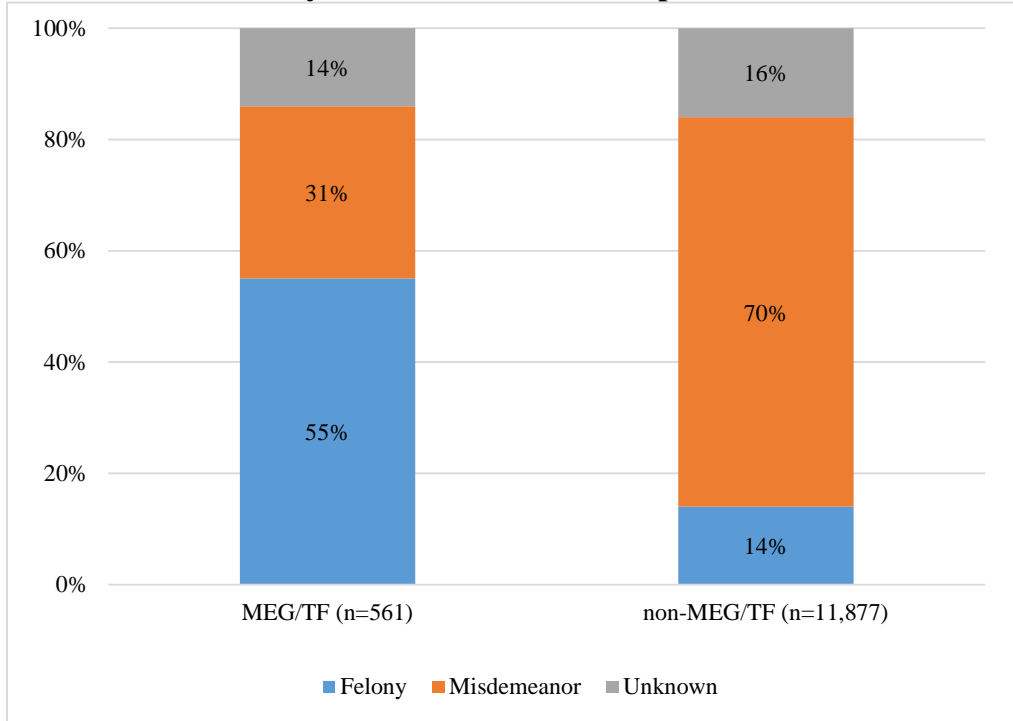


Source: Administrative MEG/TF arrest data and CHRI data

Note: Other drug arrests include violations of the Methamphetamine Act, Hypodermic Syringes & Needles Act, and Drug Paraphernalia Act.

Cannabis arrests by penalty class. Figure 7 depicts the percentage of cannabis arrests in 2013 by offense class. Illinois MEG/TFs made proportionately more felony cannabis arrests (55 percent) than non-MEG/TFs in the same counties (14 percent). The threshold for a felony cannabis charge in 2013 was possession or manufacture/delivery of at least 10 grams of cannabis or more than 2.5 grams on school grounds.

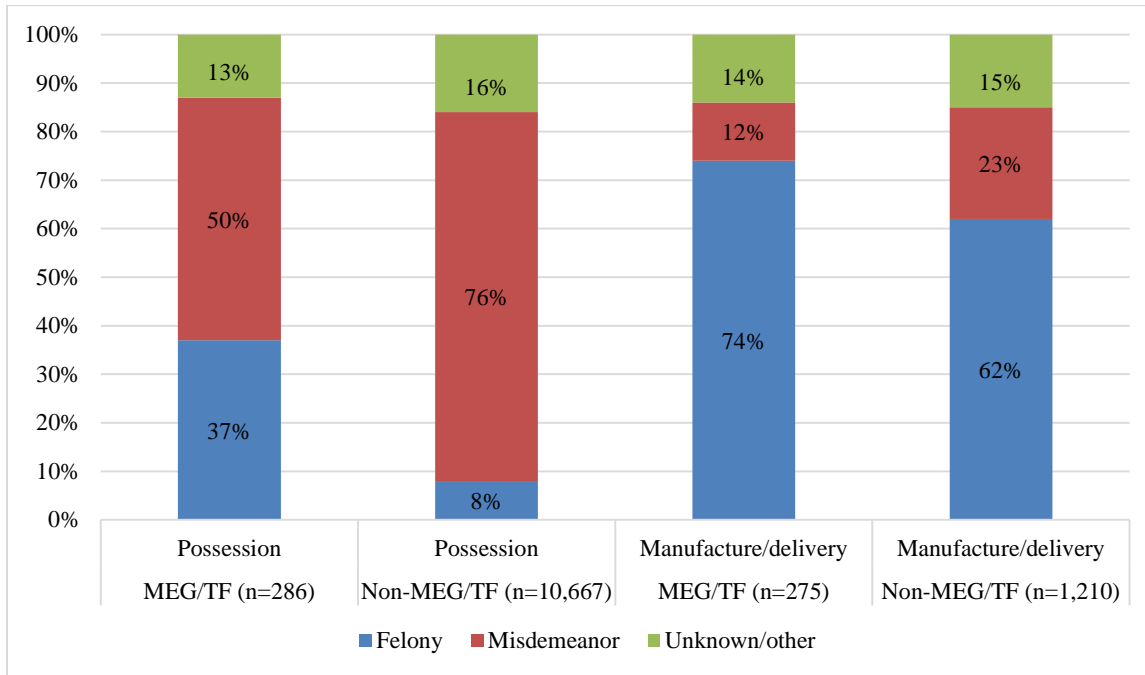
Figure 7
Percent Cannabis Arrest by Class of MEG/TFs Compared to Non-MEG/TF Officers



Source: Administrative MEG/TF arrest data and CHRI data

Arrests for possession and manufacture/delivery of cannabis. Half of the possession of cannabis arrests of the MEG/TFs were for misdemeanors compared to the arrests of 76 percent of non-MEG/TFs in Illinois in the same jurisdictions (*Figure 8*). A majority of manufacture and delivery of cannabis arrests for both MEG/TF and non-MEG/TFs were for felonies, at 74 percent and 62 percent, respectively.

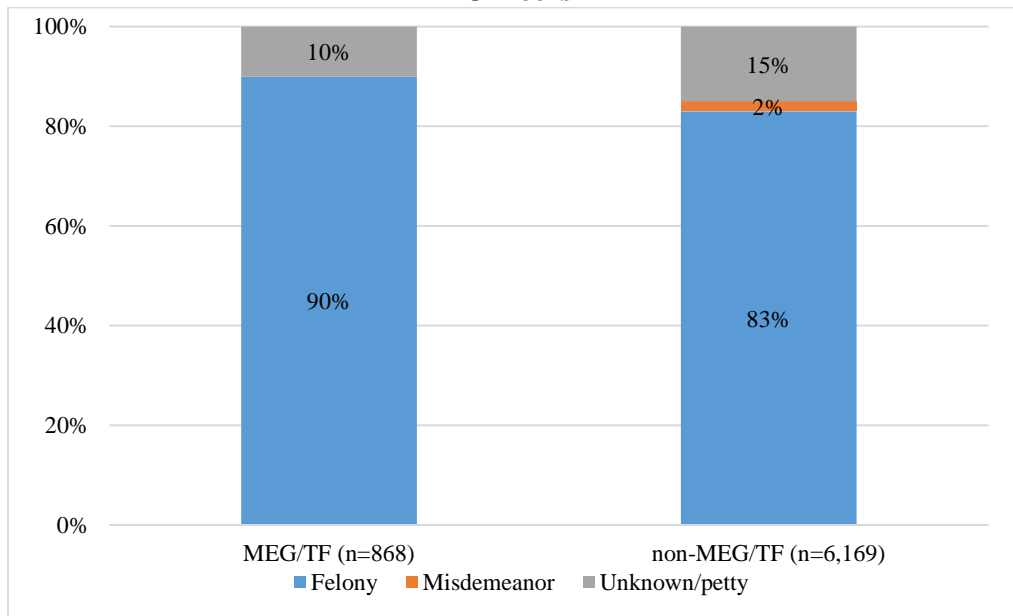
Figure 8
Percent Cannabis Arrest by Offense Class of MEG/TFs Compared to Non-MEG/TF Officers



Data source: Administrative MEG/TF arrest data and CHRI data

Controlled substance arrests by penalty class. Figure 9 depicts the percentage of controlled substance arrests, including methamphetamine arrests, in 2013 by offense class. Illinois MEG/TFs made proportionately more felony controlled substance arrests (90 percent) than non-MEG/TFs in the same counties (83 percent).

Figure 9
Percent Controlled Substance Arrest by Class of MEG/TFs Compared to Non-MEG/TF Officers



Data source: Administrative MEG/TF arrest data and CHRI data

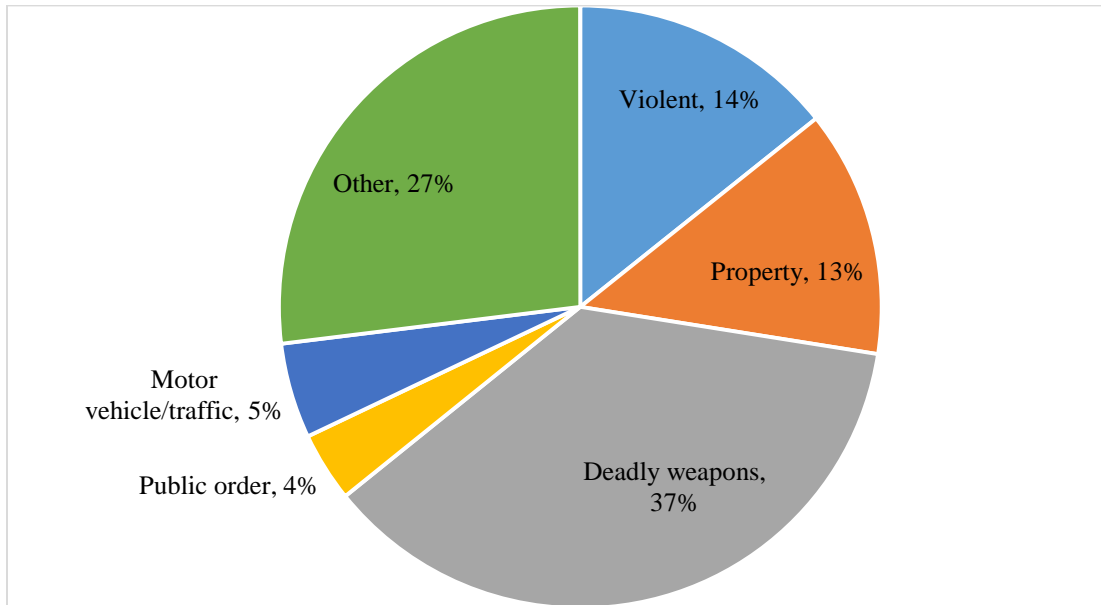
Researchers examined methamphetamine arrests by arrest class separate from controlled substance arrests; 99 percent of methamphetamine arrests were for felonies for both MEG/TFs and non-MEG/TFs.

Drug Task Force Arrests, Convictions, and Sentencing

In 2013, the 19 Illinois MEG/TFs reported making a total of 2,563 arrests in 2013 with a range of 48 to 235 arrests per MEG/TF. There was a mean of 134 per MEG/TF and the median number of arrests of the MEG/TFs was 113.

Arrest by offense type. Researchers were able to locate 1,771 arrests of the 2,563 provided by the MEG/TFs in the CHRI database. Of those, 83 percent of MEG/TF arrests were for drug offenses and 17 percent were other types of arrests. Of the 294 arrests for non-drug offenses, charges included those for possession of deadly weapons (37 percent), violent offenses (14 percent), and property crime (13 percent) (*Figure 10*). Non-drug arrests can be compared to non-MEG/TF arrests in those jurisdictions which include 1 percent for deadly weapons, 20 percent violent offenses, and 22 percent property crime (*Figure 11*).

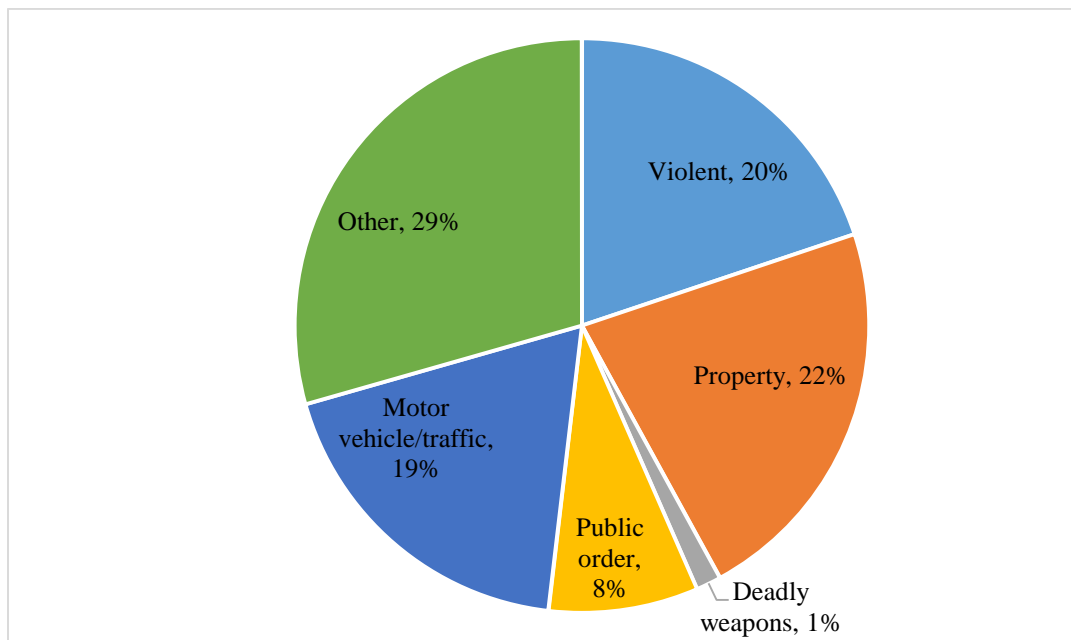
Figure 10
Percent of Non-Drug MEG/TF Arrests by Type (n=294)



Data source: Administrative MEG/TF arrest data, 2013 and CHRI data

Note: Other also includes DUI, non-criminal CHRI codes, status offenses, and sex/ sex registration offenses.

Figure 11
Percent of Non-drug Non-MEG/TF Arrests by Type (n=156,633)



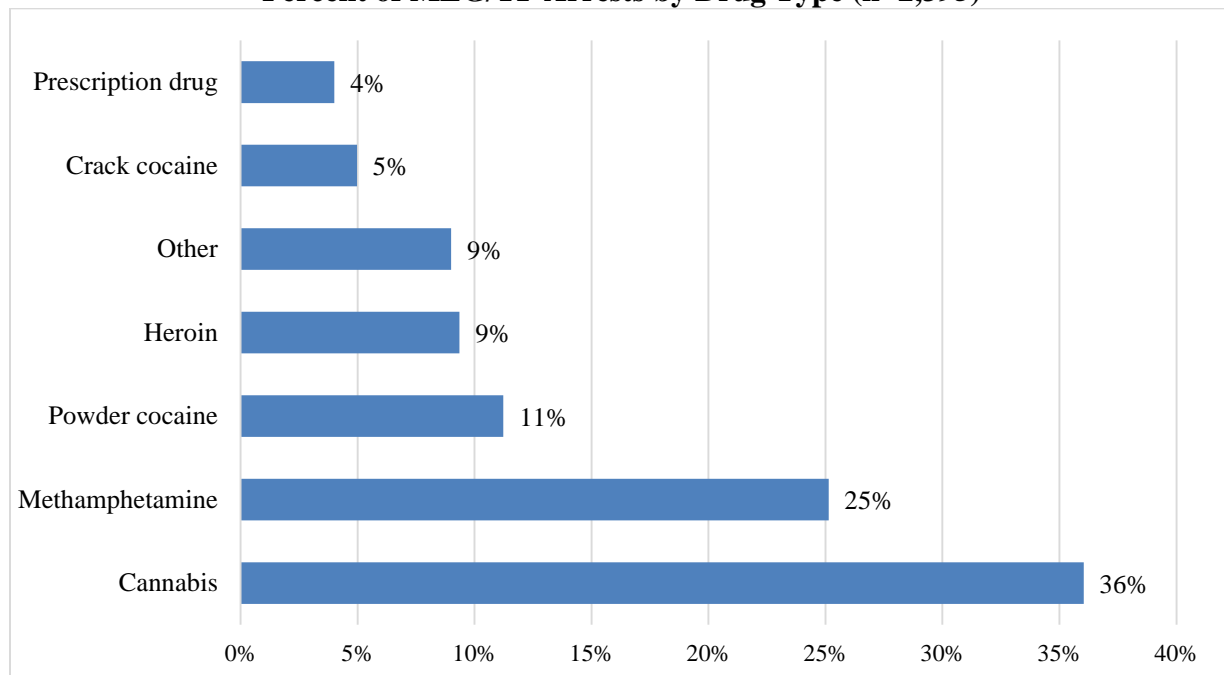
Data source: Administrative MEG/TF arrest data and 2013 CHRI data

Note: Other also includes DUI, non-criminal CHRI codes, status offenses, and non-violent sex/sex registration offenses.

Arrest by drug. MEG/TFs identified the drug associated with 2,395 of their arrests. The most common drug was cannabis (36 percent) followed by methamphetamine (25 percent) (*Figure 12*). Cannabis is the world’s most widely produced and trafficked drug (UNODC, 2012). Chicago is a transportation hub and a top destination for large cannabis shipments which get transported through Illinois (National Drug Intelligence Center, 2010). In addition, as shown earlier in this report, Illinois MEG/TFs made proportionately more felony cannabis arrests (55 percent) compared to non-MEG/TFs in the same counties (14 percent).

Comments in the focus groups indicates to some MEG/TFs cannabis is a major issue, but to others it is less of an issue. Some MEG/TF staff stated that cannabis is very profitable and available and brought in from other states like Colorado and California. Other MEG/TF staff said that cannabis is not a main focus, only spending time on large quantities or dealers of cannabis or if it may lead to other types of drug cases. One MEG/TF staff member stated that there has been such a decriminalization of marijuana that MEG/TF agents “don’t bother with it anymore.” Some MEG/TFs will focus on cannabis because of political and community demands to do so.

Figure 12
Percent of MEG/TF Arrests by Drug Type (n=2,395)

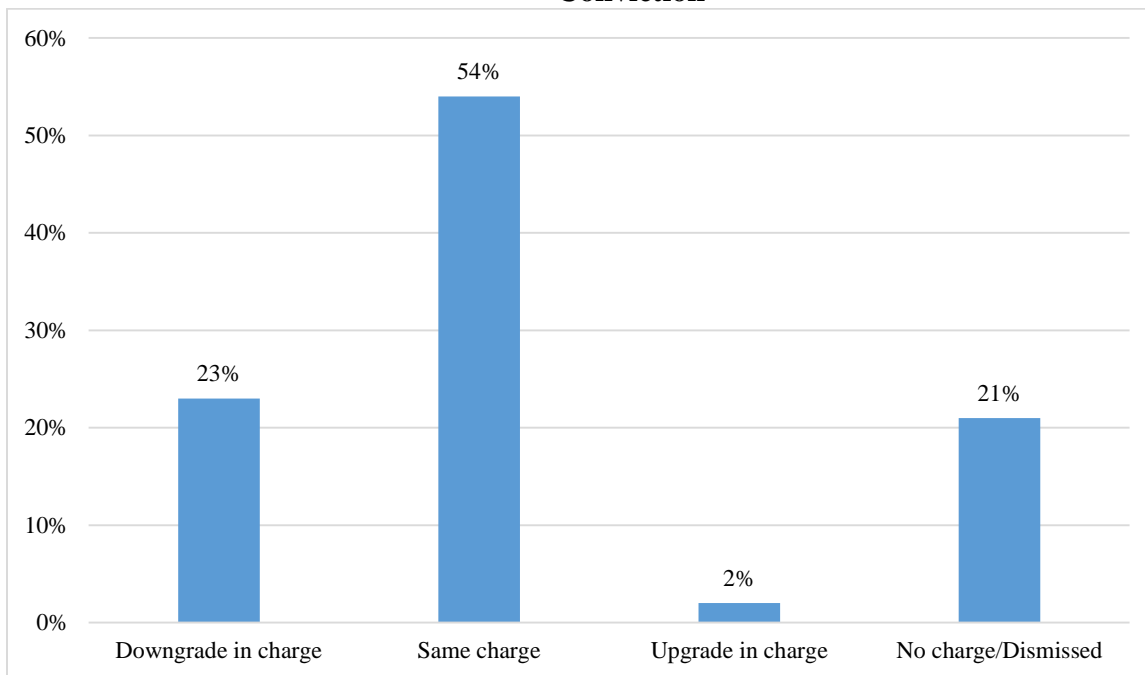


Data source: MEG/TF administrative arrest data, 2013

Demographics. Small differences existed in terms of the demographics of arrestees for MEG/TF-initiated arrests and non-MEG/TF-initiated arrests. MEG/TFs in the study arrested 77 percent men and 23 percent women. The overall average age of arrestee was 32 years old, but the average age ranged by MEG/TF from 30 to 36 years old. The majority of arrestees were White (72 percent). In comparison, non-MEG/TFs in the study arrested 80 percent men and 20 percent women. The overall average age of arrestees was 28 years old, and the majority of arrestees were White (71 percent).

Court conviction charge. In just more than half of the arrests made in 2013 (54 percent or 1,376 individuals), the person was convicted of the same penalty class charge as originally brought by MEG/TF. In another 23 percent of arrests (598 individuals) the conviction charge penalty class was lowered by prosecutors from those originally brought by the MEG/TF. Few arrests charges were upgraded (2.3 percent, or 58 individuals) or had a higher penalty class charge at court conviction. Twenty-one percent saw their cases dismissed or not prosecuted by the state’s attorney’s office (also called *nolle pros*), transferred to federal court, or end when the individual arrested died (*Figure 13*). ICJIA also funds drug prosecution units, designed in part to work with the MEG/TFs to strengthen their cases for a successful prosecution.

Figure 13
Change in Charge Penalty Class for MEG/TF Drug Arrests from Time of Arrest to Court Conviction



Data source: MEG/TF administrative arrest data, 2013

In the courts, plea bargaining is common and plays a dominant role in the justice outcomes. Prosecutors offer defendants a plea bargain—they plead guilty and they get a reduced sentence. Only about 3 percent of federal drug defendants go to trial and those who do receive an average sentence length that is three times higher than those who plead guilty (Fellner et al., 2013).

The majority of MEG/TF cases included charges for a state criminal violation (83 percent, n=2,127). Six percent were federally prosecuted (n=140) (12 percent were unknown or not applicable). There is considerable overlap between federal and state criminal justice systems due to federal criminal code expansion (Wright, 2006). While a drug offender may be prosecuted in either system for the same amount of drugs, federal sentencing options tend to be more severe (Wright, 2006).

Arrest charge and conviction charge. *Table 3* lists changes in felony offense class charge from MEG/TF arrest to conviction. While 22 percent of drug arrest charges were for Class X offenses, only 8 percent of the resulting drug convictions were for Class X offenses. Again, due to prosecutorial decisions. In Illinois, “Super X” offenses apply to those convicted of possession with intent to deliver more than 100 grams of a controlled substance who receive enhanced sentencing [730 ILCS 5/5-8A-2]. While 14 individuals sampled were charged with a Super X felony offense, none were convicted of that charge.

Table 3
MEG/TF Felony Offense Class of Arrest Charge and Conviction Charge

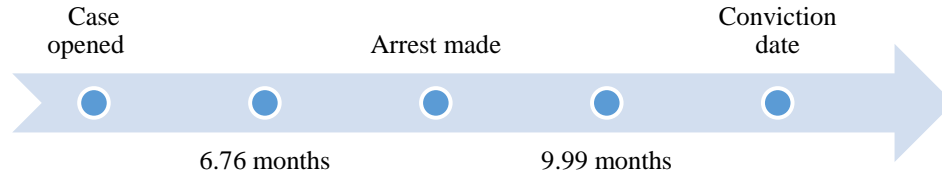
Felony offense class	MEG/TF arrest class		Charge at conviction	
	n	Percent	n	Percent
Super X	14	0.5%	0	0%
X	562	22%	204	8%
1	427	17%	369	14%
2	476	19%	403	16%
3	388	15%	346	14%
4	405	16%	435	17%

Time to arrest and sentencing. Researchers asked MEG/TFs to provide the date that a case opened, or when an investigation began, the date of arrest, and the date of sentence date. These dates allowed researchers to learn how long cases are investigated and how long it takes from arrest to sentencing. Researchers focused on felony arrests and were able to examine 1,435 arrests with complete dates.

The time from the case being opened/investigation start date to the felony arrest was an average of 6.76 months (206 days) and the maximum time was 142.19 months (11.85 years). As a point of reference, nationally in state courts, the average time of states to process drug trafficking cases from arrest to sentence was longer, an average of 9.27 months (Rosenmerkel, Durose, & Farole, 2009).

The time from arrest to sentencing of MEG/TF felony cases was an average of 9.99 months (303.83 days) and the maximum time was 40.50 months (3.38 years). The average length of time was close to the average length of time it took to dispose for all 2013 Illinois arrests recorded in the CHRI system, which was 8.27 months (252 days).

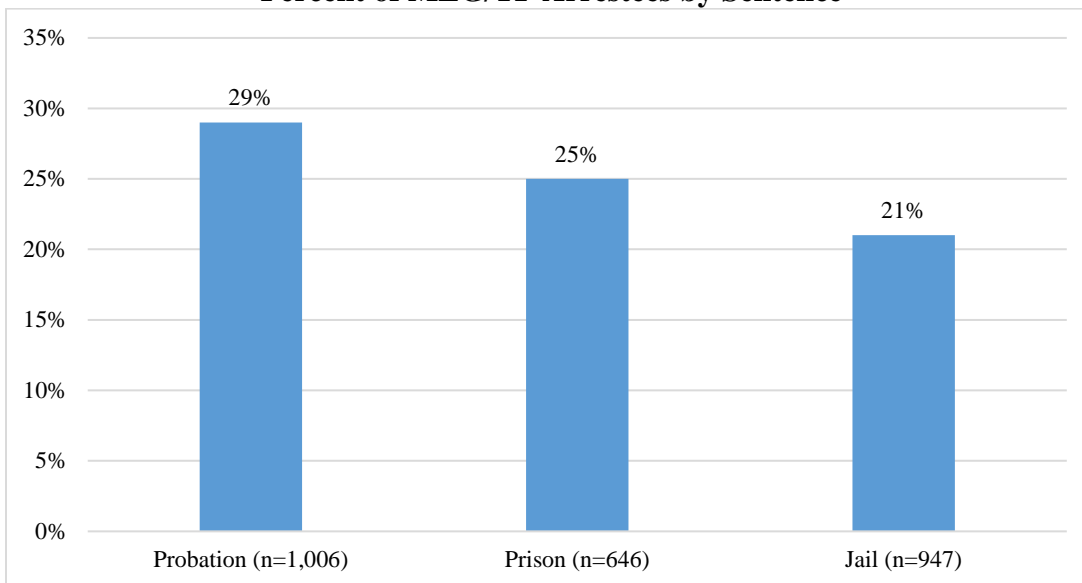
Figure 14
Average Length of Time of MEG/TF Felony Cases from Investigation to Arrest to Conviction



Data source: ICJIA analysis of MEG/TF administrative data on 2013 arrestees

Sentencing. Of all MEG/TF arrestees, 29 percent received a sentence of probation with range of two months to 72 months. MEG/TF arrestees were sentenced to an average of 27.5 months; felony arrestees had an average probation sentence of 27.8 months. Twenty-five percent of the MEG/TF arrestees in 2013 received a sentence of incarceration in the Illinois Department of Corrections. The average sentence was 5.4 years and the range was one year to 30 years. Twenty-one percent received a sentence that included a jail term. The average sentence was 120 days in jail with a reported range of one day to 2,554 days (*Figure 15*).

Figure 15
Percent of MEG/TF Arrestees by Sentence



Data source: ICJIA analysis of MEG/TF administrative data on 2013 arrestees

These sentences are comparable to those of drug crime in the United States. State courts sentence 30 percent of convicted drug offenders to probation, 38 percent to prison, and 28 percent to jail (Rosenmerkel, et al., 2009). For those convicted of drug trafficking in state courts, 29 percent were sentenced to probation, 41 percent to prison, and 26 percent to jail (Rosenmerkel et al., 2009).

Criminal Activity of Individuals Before and After Drug Task Force Arrest

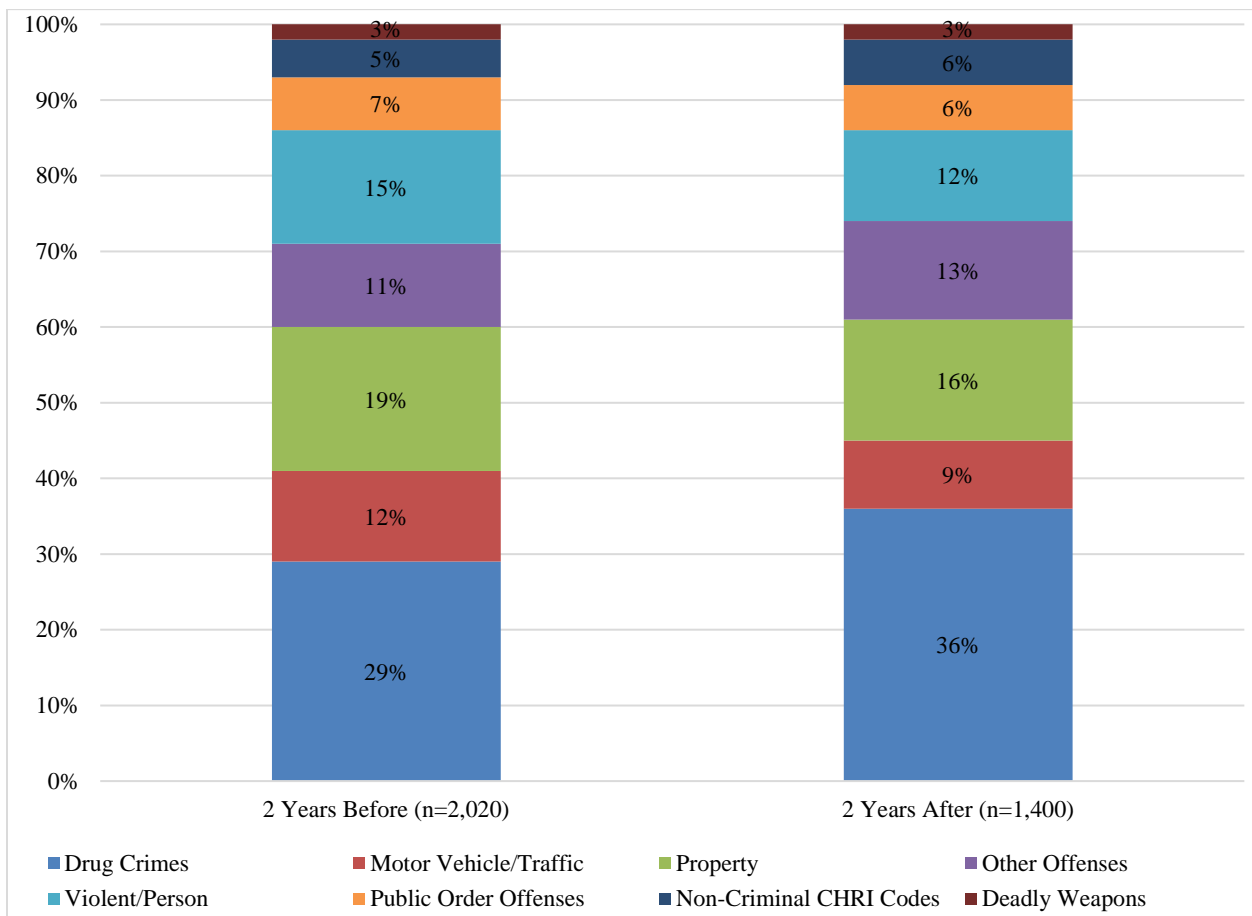
ICJIA researchers examined the entire prior criminal histories of those arrested by the MEG/TF’s in 2013, as well as any arrests occurring after that arrest in 2013. Those incarcerated during the post-arrest period were excluded from the analysis, since they did not have an opportunity to re-offend.

Arrest charges before and after MEG/TF arrest. Within two years prior to the MEG/TF arrest, 1,032 individuals were arrested 2,020 times for *any offense*. Within two years after the MEG/TF arrest, 788 individuals were arrested 1,400 times for a *drug offense*, averaging 1.8 arrests per person, and averaging 1.78 arrests for any offense

Looking only at those persons arrested by a MEG/TF in 2013 for a felony drug arrest, within two years prior to the MEG/TF arrest, 428 individuals were arrested 805 times for *any offense*, averaging 1.88 arrests per person for all offense types. Within two years after the MEG/TF arrest, 315 individuals were arrested 533 times for *any offense*, averaging 1.69 arrests per person. *Figure X* provides the average number of arrests by type before and after their MEG/TF arrest in 2013.

Offense type before and after MEG/TF arrest. *Figure 16* displays arrests of individuals two years before and after their 2013 MEG/TF arrests. The arrests were separated by the type of offense so that they can be compared side-by-side. Arrest types were similar both in the two years before and the two years after the MEG/TF arrest. There was a higher percentage of arrests for drug crimes in the two years after the MEG/TF arrest of interest than in the two years before, at 36 percent and 29 percent, respectively. All of the other percent changes in the arrests two years before and two years after the MEG/TF arrest (with the exception of motor vehicle offenses) were within 3 percent. More research is needed to determine if the increase was due to an increased scrutiny of the criminal justice system following a MEG/TF arrest, a lack of legitimate employment opportunities after arrest, or some other reason (Smith et al., 2000).

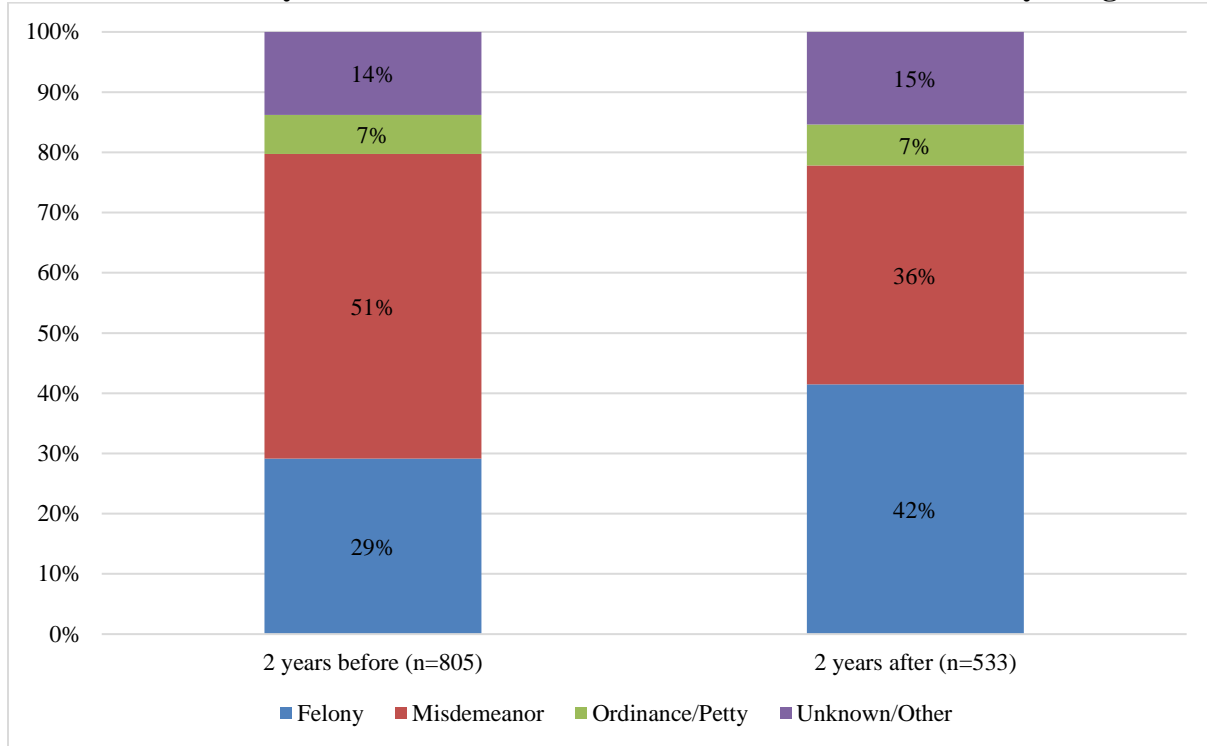
Figure 16
Percent of Arrest by Offense Before and After the MEG/TF Arrest



Data source: ICJIA analysis of MEG/TF administrative data and CHRI data

Offense class before and after MEG/TF arrest. In the two years *after* their MEG/TF arrest, offenders were arrested for a higher proportion of drug felony offenses and a lower proportion of drug misdemeanor offenses. *Figure 17* displays felony offense classes of drug arrests two years before and two years after the MEG/TF arrest in 2013.

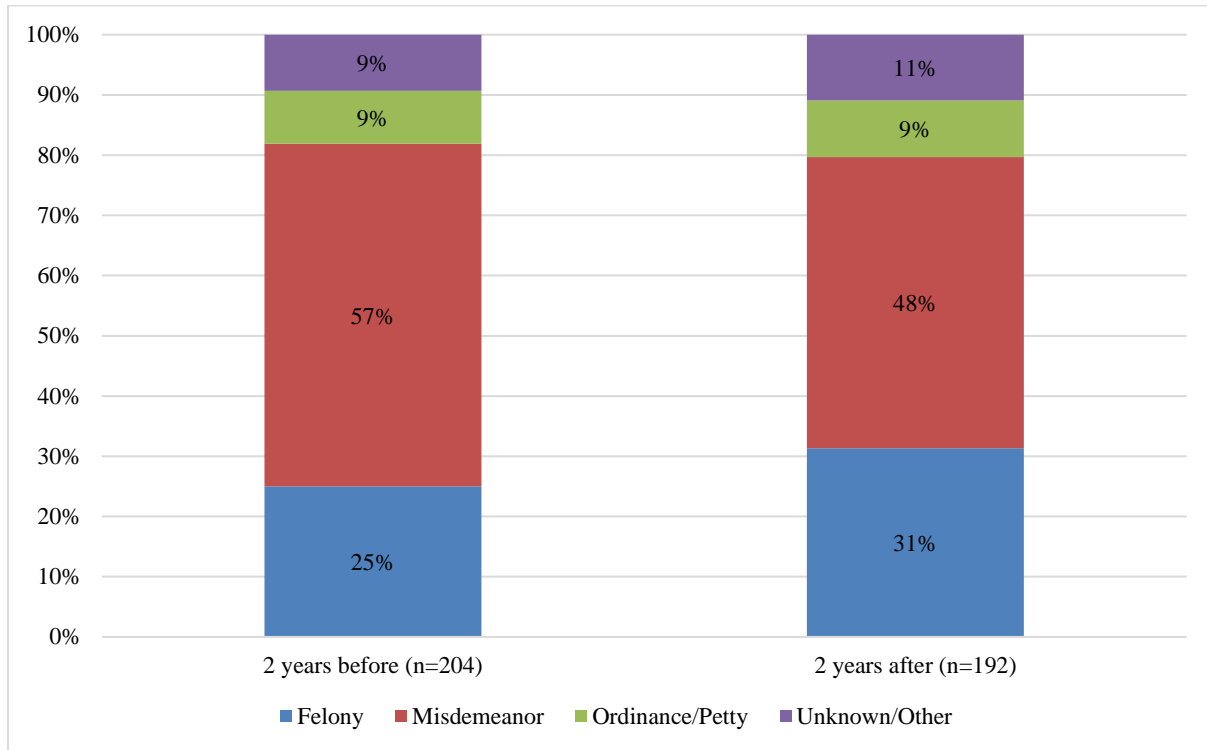
Figure 17
Percent of Arrests by Offense Class Before and After 2013 MEG/TF Felony Drug Arrest



Data source: ICJIA analysis of MEG/TF administrative data and CHRI data

Figure 18 displays the misdemeanor offense classes of arrests two years before and two years after the individual's 2013 MEG/TF arrest.

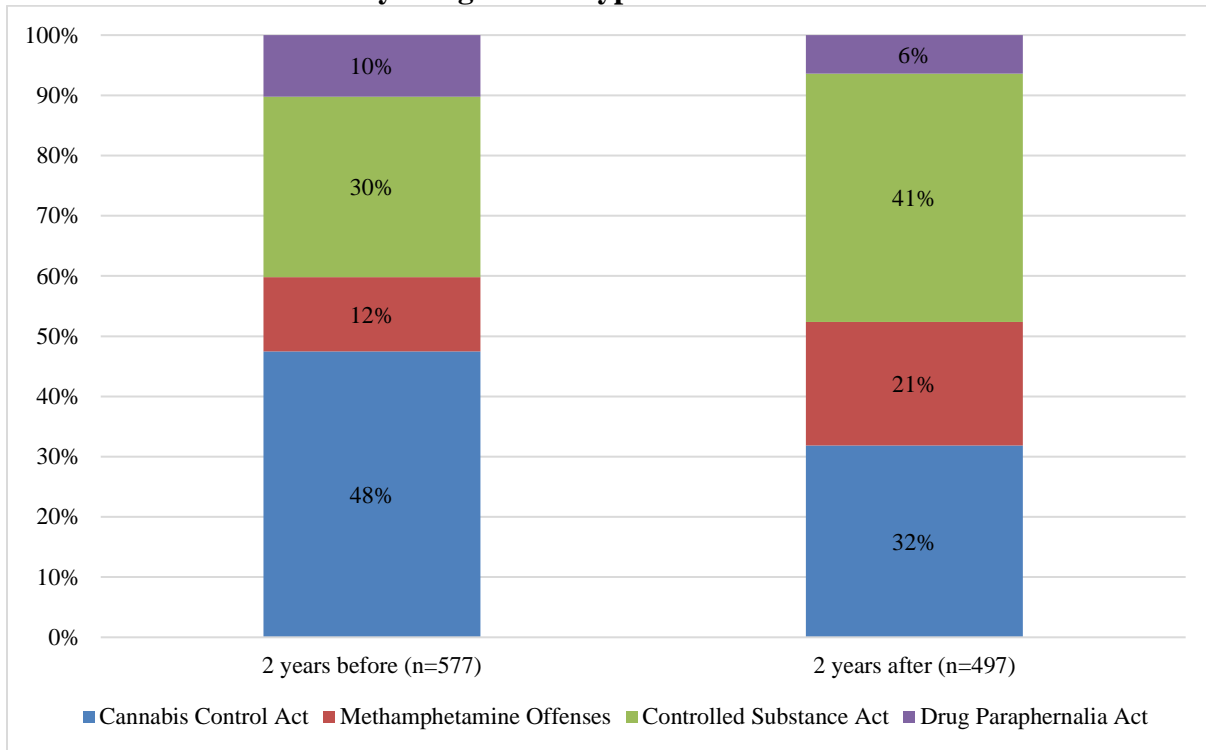
Figure 18
Percent of Arrests by Offense Class Before and After 2013 MEG/TF Misdemeanor Drug Arrest



Data source: ICJIA analysis of MEG/TF administrative data and CHRI data

Drug offenses before and after MEG/TF arrest. *Figure 19* compares the drug arrests in the two years before and the two years after the MEG/TF arrest. While cannabis arrests decreased, controlled substance and methamphetamine arrests jumped.

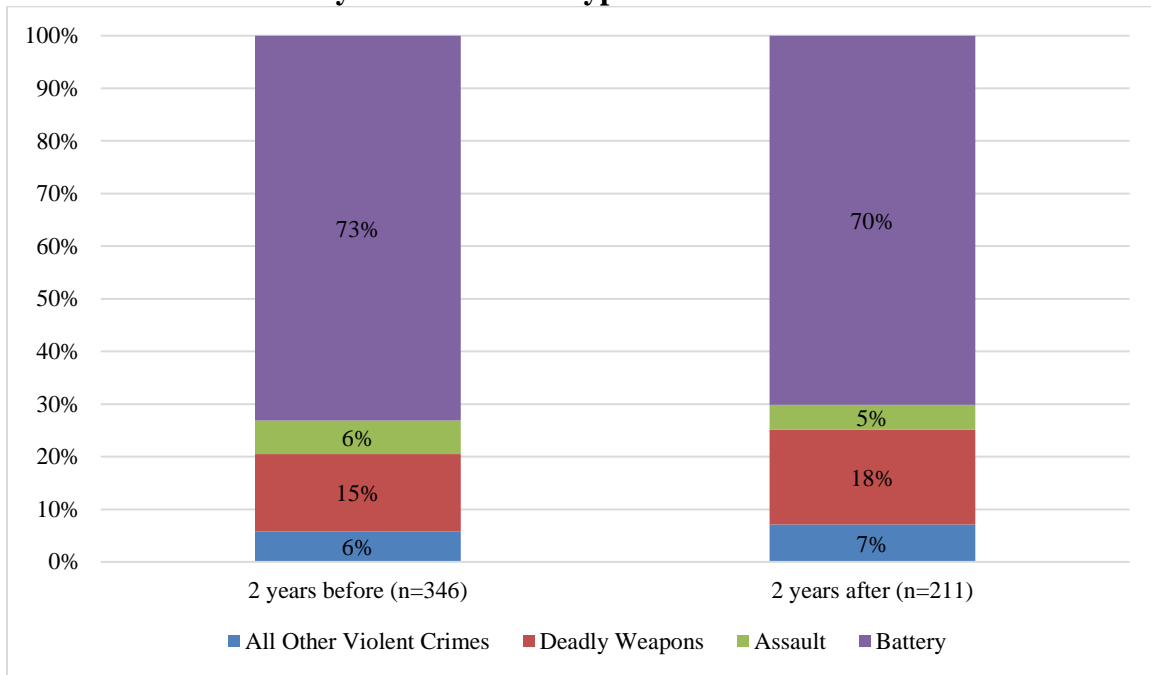
Figure 19
Percent of Arrests by Drug Crime Type Before and After MEG-TF Arrest



Data source: ICJIA analysis of MEG/TF administrative data and CHRI data

Violent offenses before and after MEG/TF arrest. Figure 20 compares arrests for violent crimes in the two years before and the two years after the MEG/TF arrest. As the chart shows, the arrests rates were similar both before and after the individuals' 2013 MEG/TF arrests. An increase was seen, however, in the percentage of deadly weapons offenses and a decrease in the percentage of battery arrests and assault arrests.

Figure 20
Percent of Arrests by Violent Crime Type Before and After MEG-TF Arrest



Data source: ICJIA analysis of MEG/TF administrative data and CHRI data

Note: All other violent crimes include arrests for homicide, criminal sexual assault, robbery, intimidation, and kidnapping.

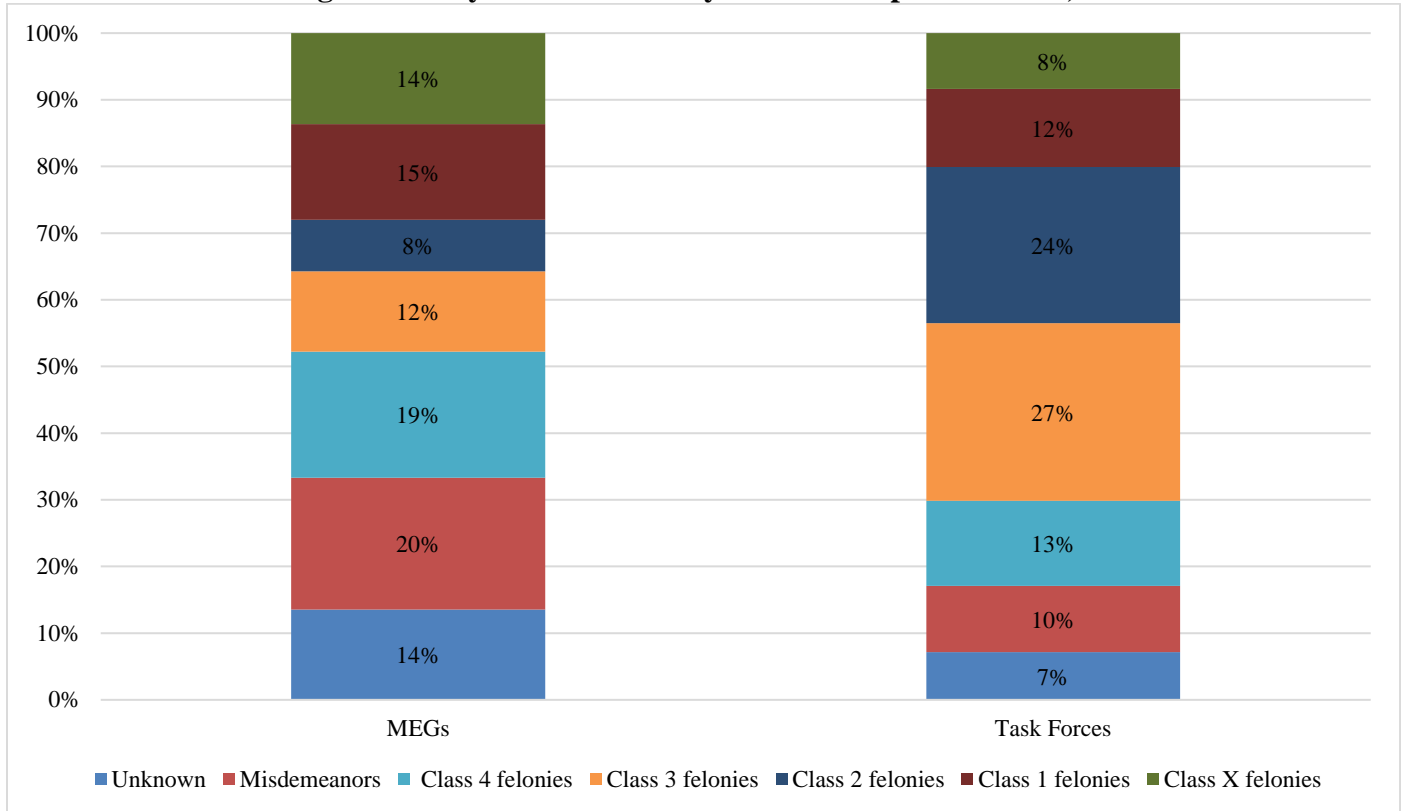
Arrest Outcomes by Drug Task Force Characteristics

MEGs compared to TFs. Metropolitan enforcement groups (MEGs) and multijurisdictional drug task forces (TFs) have slight variation in structure. MEGs feature policy boards that guide operations with oversight from the Illinois State Police, while multijurisdictional drug task forces (TFs) have policy boards with no legislated structure, composition requirements, or scope of operation. Researchers explored whether differing structural types had different arrest outcomes. Figure 21 compares MEGs to TFs on the offense class of their drug arrests.

There were some differences based on drug task force type. Overall, TFs had a greater percentage of their drug arrests accounted for by felonies than the MEGs (83 percent compared to 68 percent). MEGs had a higher percentage of Class X Felony arrests than TFs (14 percent compared to 8 percent), a higher percentage of Class 1 Felony arrests (15 percent compared to 12 percent), and a higher percentage of Class 4 Felony arrests (19 percent compared to 13 percent).

Task Forces had a higher percentage of Class 2 Felony arrests than MEGs (24 percent compared to 8 percent) and a higher percentage of Class 3 Felony arrests (27 percent compared to 12 percent).

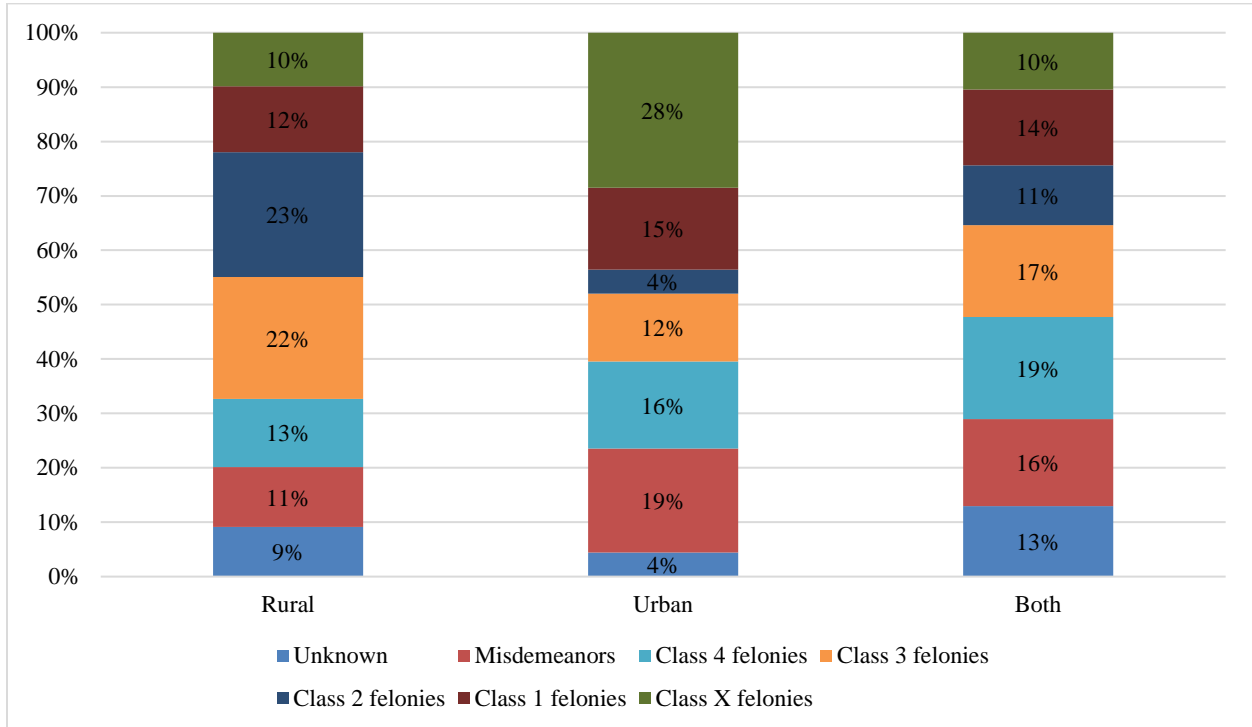
Figure 21
Percent of Drug Arrests by Offense Class by MEGs Compared to TFs, 2013



Data source: MEG/TF administrative arrest data, 2013

Urban compared to rural MEG/TFs. Researchers explored whether MEG/TFs serving rural compared to urban areas had different arrest outcomes. Overall, MEG/TFs that operate in rural areas had a slightly higher percentage of felony arrests (80 percent compared to 76 percent in urban and 71 percent in both rural and urban). MEG/TFs that operated in urban areas had the highest percentage of Class X and Class 1 felony arrests. MEG/TFs in rural areas had the highest percentage of Class 2 and Class 3 felony arrests, while MEG/TFs that operated in both rural and urban areas had the highest percentage of Class 4 felony arrests. *Figure 22* compares MEG/TFs that operate in rural areas to MEG/TFs that operate in urban areas, and to MEG/TFs that operate in both rural and urban areas on the offense classes of their drug arrests.

Figure 22
Percent of Drug Arrests by Offense Class by Rural and Urban MEG/TFs, 2013

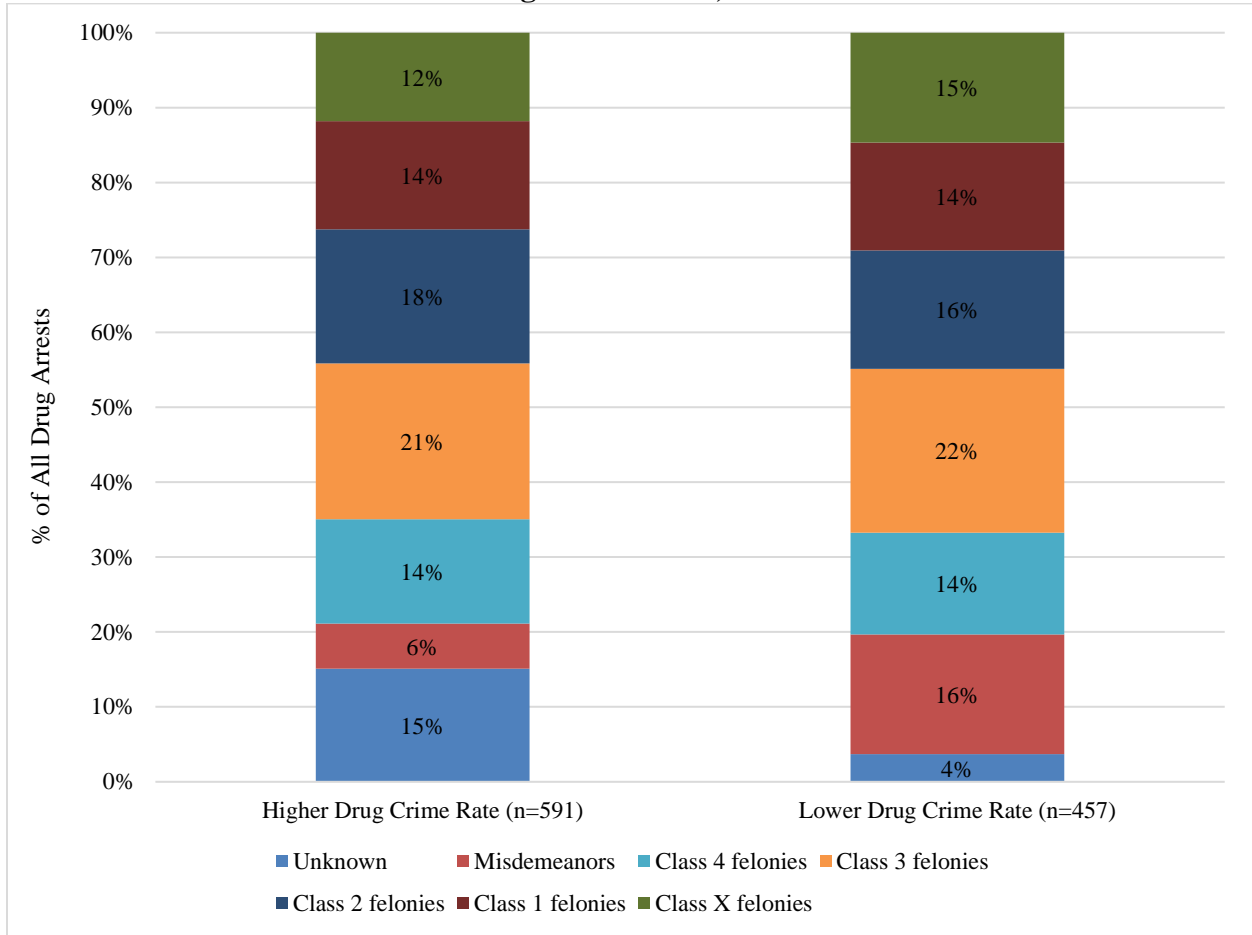


Data source: MEG/TF administrative arrest data, 2013

Comparison of MEG/TFs in higher and lower drug crime rate areas. Researchers examined whether MEG/TFs serving high crime areas compared to lower crime areas had different arrest outcomes. To determine whether an MEG/TF was operating in a higher or low drug crime rate area, researchers averaged the drug crime rates for the 14 MEG/TFs for which drug crime rate and arrest data were available. Then the MEG/TFs in jurisdictions with drug crime rate that fell below the average were considered to have a lower drug crime rate, while MEG/TFs in jurisdictions with drug crime rates that were above the average were considered to have a higher drug crime rate. The two groups were then compared.

Overall, MEG/TFs operating in both high drug crime rate and low drug crime rate areas had similar breakdowns of felony arrests, from the most serious Class X felony through the least serious Class 4 felony. They differed in their percentages of misdemeanor drug arrests. MEG/TFs operating in areas with lower drug crime rates reported higher percentages of each misdemeanor (A, B, and C) than MEG/TFs operating in higher drug crime rate areas. *Figure 23* compares MEG/TFs that operate in higher drug crime rate areas to MEG/TFs that operate in lower drug crime rate areas.

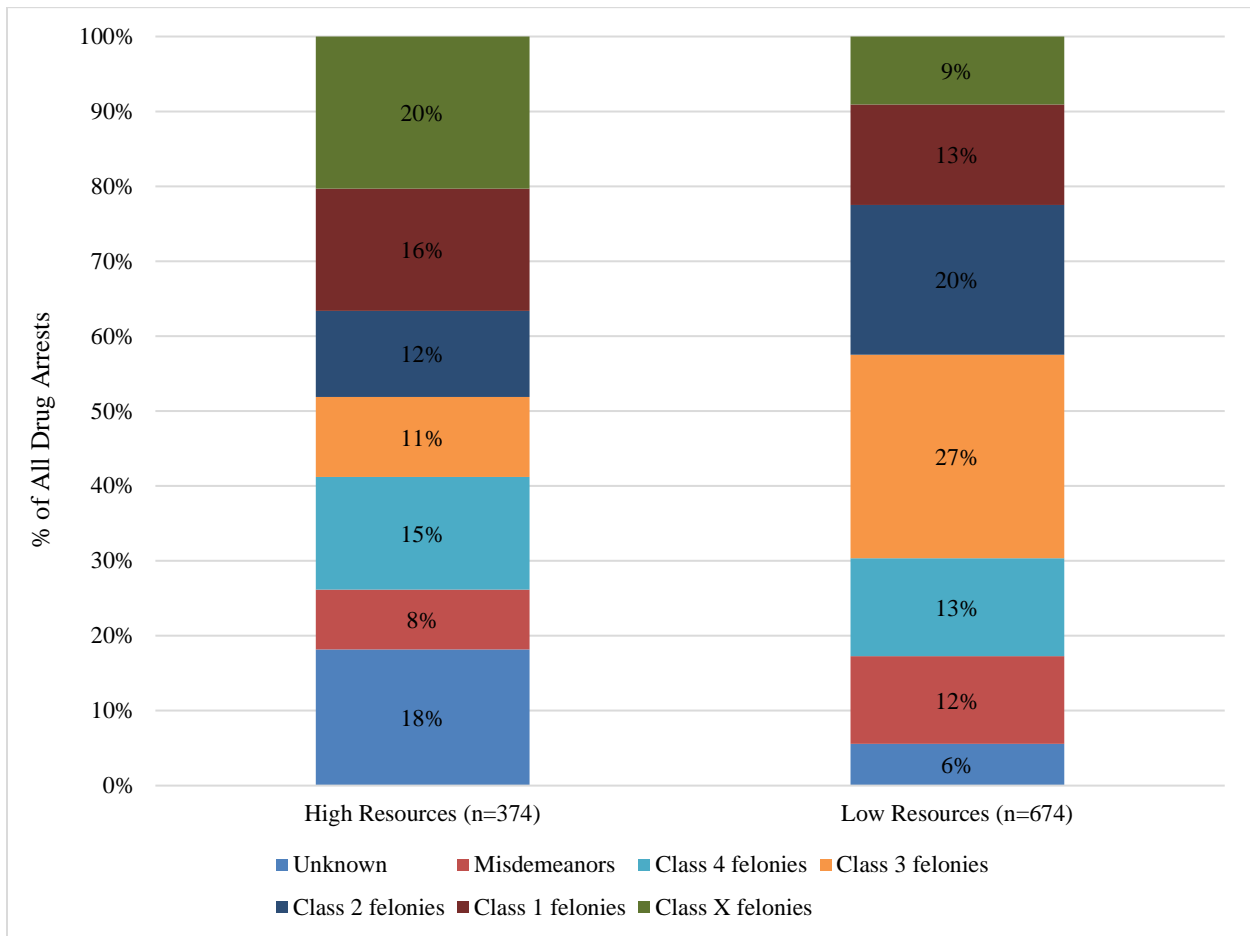
Figure 23
Percent of Drug Arrests by Offense Class by MEG/TFs in Areas with Higher and Lower Drug Crime Rates, 2013



Data source: MEG/TF administrative data, 2013 and CHRI data

Comparison of MEG/TFs with higher and lower resources. Researchers examined whether vary MEG/TFs resources showed different arrest outcomes. In order to measure total MEG/TF resources, each MEG/TFs’ operating budget was divided by its number of full-time staff to determine a “budget per staff.” The budget per staff was then averaged across the 14 MEG/TFs for which both budget and arrest data were available. The MEG/TFs whose budget per staff fell below the average were in the “low resources” group, while those MEG/TFs whose budget per staff was above the average were in the “high resources” group. These two groups were then compared to one another (*Figure 24*). Overall, the low resource groups had slightly more felony drug arrests than the high resource group (69 percent compared to 59 percent). However, the high resource group had more of the most serious felonies (Class X and Class 1) than the low resource group, 36 percent and 22 percent, respectively.

Figure 24
Percent of Drug Arrests by Offense Class by MEG/TFs with High and Low Resources, 2013



Data source: MEG/TF administrative data, 2013 and CHRI data

Section 6: Implications for Policy and Practice

Broaden Organizations in MEG/TF Collaboration

MEG/TFs rely on multi-agency collaboration toward a common goal. Evaluators of Georgia’s multijurisdictional drug task forces noted, “The overarching strategy behind a drug task force is inter-agency collaboration. This promotes intelligence sharing, coordinates interdiction efforts, and pools resources, efforts vital to penetrating and dismantling complex drug sales/manufacturing networks.” (Applied Research Services, Inc., 2014, p. 5).

While MEG/TF staff and policy board chairmen agreed there was collaboration among the MEG/TFs themselves, study findings suggested more collaboration is needed with external groups and individuals. MEG/TF staff cited weaknesses in having an appropriate cross section of members (3.1 out of 5). During the focus groups, staff of one MEG/TF said they do not collaborate with substance use treatment centers.

Prosecutorial involvement is one of the 12 MEG/TF critical elements. The staff survey indicated the lowest fidelity to that critical element (4.1 out of 5). This is consistent with the evaluation findings of Georgia’s multijurisdictional drug task forces which found one-third of respondents had concerns with low levels of prosecutorial involvement. During the focus groups, MEG/TF cited certain conflicts with the prosecutor. For example, MEG/TF staff had complaints including that the prosecutor required an exorbitant amount of evidence in order to prosecute, the prosecutor frequently reduced the charges brought to them from the MEG/TF; and some prosecutors were inexperienced attorneys or were overwhelmed with high caseloads. MEG/TFs should try to improve communication with prosecutors through one-on-one meetings, invitations to policy board meetings, and sharing of annual or evaluation reports.

When appropriate, MEG/TFs should collaborate with relevant practitioners, such as schools, pharmacies, hospitals, treatment providers, public health professionals, and community members. This collaboration can illicit intelligence, as well as local support and potentially funding for the work of the MEG/TF. One way is by attending community meetings to discuss community substance use issues. Transparency, a tenant of procedural justice, can inform the community of the public service of the MEG/TFs and help improve police-community relations (Peterson, Reichert, & Konefal, 2017). According to the International Association of Chiefs of Police,

By engaging important and relevant stakeholders in the community who have tremendous knowledge, resources, and capacity to collaborate on issues of shared concern, law enforcement can improve responses to problems, reduce citizens’ fears and concerns, and increase the overall satisfaction with police services. (2016, p. 9).

Concentrate Efforts on Felony, Cannabis, Trafficking Arrests

Law enforcement’s role in fighting illegal cannabis use and distribution is complicated by growing public acceptance of personal use. According to the Drug Policy Alliance, “Marijuana prohibition is unique among U.S. criminal laws—no other law is both enforced so widely and

harshly yet deemed unnecessary by such a substantial portion of the population” (2016, p.2). More states are legalizing medical cannabis use or allowing small amounts for personal use; Illinois decriminalized possession of 10 grams or less of marijuana, making it a civil offense (SB 2228). States, with the support of millions of marijuana users, are moving toward one of three marijuana policy options—prohibition, decriminalization, or legalization for both medical and nonmedical uses (Duke, 2013; Hall & Lynskey, 2016).

Despite growing public acceptance of cannabis, according to the MEG/TFs, cannabis is widely distributed illegally and at high profit. MEG/TFs noted that cannabis is transported into Illinois from other states like Colorado and California. According to a 2017 report from the Rocky Mountain High Intensity Drug Trafficking Area, Illinois is a top destination for Colorado cannabis and Interstate 80 is known as a drug pipeline (Rocky Mountain High Intensity Drug Trafficking Area, 2017). Even if cannabis is someday legalized, there will be a need for government regulation and law enforcement support to reduce related crime, corruption, violence, massive illicit markets, and physical and mental health consequences, including substance use disorders (Drug Policy Alliance, 2016). Decriminalization will not stop drug trafficking organizations and related crime and violence; therefore, there continues to be a need for law enforcement presence (Kilmer, Caulkins, & Reuter, 2010).

This study showed MEG/TFs focus on high level traffickers of cannabis and other drugs, as designed. Findings indicated that Illinois MEG/TFs made fewer overall cannabis arrests and more felony cannabis arrests than their local law enforcement counterparts. During focus groups, MEG/TF staff shared that they maintain a focus on large quantities and traffickers of cannabis. However, half of the MEG/TF arrests for possession of cannabis were for misdemeanors—a total of 143 arrests. Police officer, and in particular MEG/TFs, should focus their efforts solely on cannabis traffickers rather than those in possession of marijuana for personal use.

Explore Alternate Sources of Funding to Sustain MEG/TF Operations

Researchers found MEG/TFs are effective in arrests, collaboration, operations, and support from stakeholders. At the same time, MEG/TF participants indicated they did not have sufficient resources to operate at capacity. In the staff survey, slightly more than 40 percent *disagreed* or *strongly disagreed* that their MEG/TF had adequate funds and 45 percent *disagreed* or *strongly disagreed* that they have adequate “people power” to accomplish their goals. If the state is dedicated and supportive of MEG/TFs and if federal funds continue to dwindle, alternate funding should be explored.

Edward Byrne Memorial Justice Assistance Grant funds have declined nationally over the past decade, decreasing in Illinois 47 percent between FFY10 and FFY16. Eleven states have dedicated state funding or appropriated state general funds to support MEG/TFs. State funded MEG/TFs offer greater stability and free up JAG funds to “address emerging needs, innovative approaches and provide increased seed money for new programming” (National Criminal Justice Association, n.d.). However, forfeitures continue to provide some funding to MEG/TFs.

Prioritize Investigation of Opioid Traffickers

Heroin and other opioid use has increased dramatically in Illinois communities and across the country (Reichert & Smith, 2016). MEG/TF grant data submitted to ICJIA showed a 55-percent increase in annual heroin arrests from 2010 to 2015 (193 to 300 arrests). These findings are consistent with an ICJIA survey of 19 MEG/TF, a majority of whom identified heroin use and distribution as the most serious drug problem. In addition, drug task force officials noted an increase in the heroin problem in their communities from 2014 to 2015 (n=17) (Reichert, Sacomani, Medina, DeSalvo, & Adams, 2016). In addition, 43 percent of police chiefs and sheriffs identified heroin as the greatest drug threat in ICJIA's 2016 Illinois Drug Threat Assessment Survey (Gleicher & Reichert, 2017). Respondents also reported an increase in heroin distribution (48 percent), drug transportation (59 percent), and demand (83 percent).

Prioritizing heroin, when possible, can identify and stop the spread of potent and lethal opioids or laced heroin, such as fentanyl and carfentanyl (Office of the New York State Comptroller, 2016; National Heroin Task Force, 2015). The arrest and prosecution of opioid distributors can deter other prospective traffickers and dealers (National Heroin Task Force, 2015). Opioid overdose death is not just a medical or public health problem, but a criminal justice problem (National Heroin Task Force, 2015; Reichert & Smith, 2016). Opioid overdose can be considered a homicide perpetrated by opioid traffickers and distributors (National Heroin Task Force, 2015). MEG/TF staff reported conducting drug-induced homicide investigations.

Local police who respond to an overdose may be able to supply intelligence and evidence to MEG/TFs who use that information to investigate and arrest high-level dealers (National Heroin Task Force, 2015).

In addition, collaboration with prosecutors who are committed to convicting opioid traffickers on the more serious charges eligible can further deter drug dealing, reduce potential users, and prevent overdose.

Use MEG/TF as One Tactic in a Coordinated Response to Drug Issues

U.S. drug control policy has shifted toward a comprehensive approach focusing on prevention of substance use, treatment of substance use disorders, and enforcement of traffickers (Murphy, Becker, Locke, Kelleher, McLeod, & Isasi, 2016; Sacco, 2014). The Obama Administration stated there is “an unprecedented government-wide public health and public safety approach to reduce drug use and its consequences” (Office of National Drug Control Policy, n.d.). However, according to the Office of National Drug Control Policy (ONDCP), approximately 60 percent of all federal drug control spending is dedicated to supply reduction (2014, which is the focus of the DEA federally and MEG/TFs in the states).

Many who come in contact with police and MEG/TFs may suffer from substance use disorders and are in need of treatment. During the focus groups, three MEG/TFs discussed their desire to help confidential sources with substance use disorders get into treatment. In addition, those arrests for possession may have substance use disorders and are also in need of treatment—44 percent of MEG/TF arrests were for possession of a controlled substance. A majority of

MEG/TF directors responding to an ICJIA survey said the use of heroin, cannabis, and cocaine were serious problems (Reichert et al., 2016). In addition, in ICJIA's 2016 Illinois Drug Threat Assessment, a majority of police chief and sheriff respondents reported that *high availability* of heroin, marijuana, and prescription drugs have (Gleicher & Reichert, 2017). Most respondents also identified an increase in demand for heroin, prescription drugs, and marijuana (Gleicher & Reichert, 2017). In addition, the country is experiencing an opioid epidemic and the number of users and overdoses has increased dramatically (Reichert & Smith, 2016).

Therefore, supply reduction goes hand in hand with "user assistance." Law enforcement can play a role in both supply reduction, through MEG/TFs, as well as in assisting users through prevention, overdose reversal, and referrals or diversion to treatment for substance use disorders (Charlier, 2015; Office of the New York State Comptroller, 2016; Reichert & Gleicher, 2017). One potential collaboration is in counties where there are both police initiatives offering referrals to treatment for community members in need and MEG/TFs. In Illinois, Lake, Lee, Livingston, and Whiteside counties are served by a MEG/TF and police-treatment initiatives (Reichert & Gleicher, 2017).

Section 7: Conclusion

ICJIA researchers conducted a process and outcome evaluation of 19 Illinois MEG/TFs. The evaluation used a study design with quantitative and qualitative methods with data from arrest records, focus groups, and surveys of staff and policy board chairman.

Evaluators found the MEG/TFs were effective at making proportionately more felony and manufacture/delivery drug arrests than their local counterparts. MEG/TF staff survey responses showed a strong fidelity to the Bureau of Justice Assistance's 12 critical elements of MEG/TFs (BJA, 2000). In addition, MEG/TFs collaborated with stakeholders and garnered support from their policy boards.

The researchers postulate that MEG/TFs displayed strong process work and positive outcomes due to the natural oversight of local law enforcement agencies who are lending one of their officers to the initiative and, therefore, demand results, as well as oversight from their policy boards, funders, and the Illinois State Police.

Researchers suggested broadening and strengthening MEG/TF collaboration with prosecutors to ensure successful conviction rates. Researchers also suggested a concentrated effort on felony cannabis trafficking arrests. MEG/TFs should shift focus to cannabis traffickers rather than on personal users. With the decline of federal funding, MEG/TFs also should explore alternate sources of funding to sustain operations. In addition, MEG/TFs should be employed as one tactic in a coordinated response to complex state and community drug issues. Finally, MEG/TFs should prioritize investigation of heroin and other opioid distributors, especially when contributing to high overdose deaths, to combat the current opioid crisis.

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Appendix A: Policy Board Chairman Survey Questions

1. Is your unit a:
 - Metropolitan Enforcement Group (MEG)
 - Task force

2. How long have you been in law enforcement?
 - Less than 1 year
 - 1-4 years
 - 5-9 years
 - 10-15 years
 - 15+ years

3. How many years have you been the chairman of the MEG/TF policy board?
 - Less than 1 year
 - 1-4 years
 - 5-9 years
 - 10-15 years
 - 15+ years

4. How many years has your home agency been a part of the MEG/TF?
 - Less than 1 year
 - 1-4 years
 - 5-9 years
 - 10-15 years
 - 15+ years

5. What is your title with your home agency?

6. How many municipalities are in your MEG/TF?
 - 1-3
 - 4-6
 - 6-8
 - 9+

7. Please indicate your agreement with the following statement. There is a strong commitment to working together cooperatively among member agencies.
 - Strongly agree
 - Agree
 - Neither agree nor disagree
 - Disagree
 - Strongly disagree

8. How often does the MEG/TF policy board review the allocation of resources, including grant funding?
- Weekly
 - Bi-weekly
 - Monthly
 - Quarterly
 - Bi-annually
 - Annually
 - Other (specify):
9. How often are the MEG/TF policy board meeting held?
- Weekly
 - Bi-weekly
 - Monthly
 - Quarterly
 - Bi-annually
 - Annually
 - Other (specify):
10. Do MEG/TF policy board meetings meet the requirements of the Open Meeting Act?
- Yes
 - No
11. How often does the MEG/TF policy board discuss goals and objectives of the MEG/TF?
- Weekly
 - Bi-weekly
 - Monthly
 - Quarterly
 - Bi-annually
 - Annually
 - Other (specify):
12. How often does the MEG/TF provide updates at each policy board meeting?
- Never
 - Rarely
 - Sometimes
 - Often
 - Always
13. The policy board demonstrates collaborative problem solving.
- Strongly agree
 - Agree
 - Neither agree nor disagree
 - Disagree
 - Strongly disagree

14. How often does the policy board and the MEG/TF director communicate outside the meetings?
- Never
 - Rarely
 - Sometimes
 - Often
 - Always
15. How often does the MEG/TF follow the directives of the policy board?
- Never
 - Rarely
 - Sometimes
 - Often
 - Always
16. Where does the MEG/TF policy board obtain intelligence to guide activity? Check all that apply.
- The public/citizens
 - Business owners
 - Community, advocate, activist groups
 - Schools
 - Local media
 - Local law enforcement
 - Federal law enforcement
 - Treatment providers
 - Pharmacists
 - Other (specify):
17. Does the policy board authorize or request internal evaluations or reports on the MEG/TF?
- Yes
 - No
- 17a. If yes, how often are internal evaluations conducted of the MEG/TF?
- Weekly
 - Bi-weekly
 - Monthly
 - Quarterly
 - Bi-annually
 - Annually
18. Does the policy board authorize or request financial audits or reports of the MEG/TF?
- Yes
 - No
- 18a. If yes, how often are financial audits or reporting completed on the MEG/TF?
- Weekly

- Bi-weekly
- Monthly
- Quarterly
- Bi-annually
- Annually

19. Do officers in your MEG/TF have access to training they need?

- Very much
- Quite a bit
- Some
- Very little
- None
- Unknown

20. How much training do your MEG/TF officers receive?

- Very much
- Quite a bit
- Some
- Very little
- None
- Unknown

21. How satisfied are you with the following aspect of the MEG/TF?

	Very satisfied	Satisfied	Neither satisfied nor unsatisfied	Dissatisfied	Very dissatisfied
Operations					
Targeted decisions					
Staff					
Asset seizures					
Collaboration					
Communication					
Investigations					
Use of confidential informants					

22. Overall, how effective is your MEG/TF?

- Very effective
- Effective
- Neither effective nor ineffective
- Ineffective
- Very ineffective

Appendix B: Focus Group Questions

1. Introductory questions

First, what is the name of your MEG/TF?

As introductions, let's go around and please tell me:

- Your title or role with the MEG/TF
- How long you have been a member of the MEG/TF
- **And if law enforcement**, how long you have been with your home agency

2. Please tell us about your MEG/TF resources

Probes:

- Money coming in/ funding
- Equipment: office, field operations, vehicles, etc.
- Technology: cameras, cell phones, etc.
- Asset seizures: cash, fines, fees, boats, cars, TVs, etc.
- Adequate resources/need more
- # of staff
- OAF (Official Advanced Funds)
- Overtime – paid by home agencies?

3. Please tell us about your MEG/TF structure.

Probes:

- Describe coverage area (geographic area – rural, urban)
- Staff/officers, roles (adequate amount of staff/officers)
- Length of time officers are assigned to the MEG/TF
- Any female officers
- Staff/officer training
- Meetings (policy board, staff/officers)

4. Please tell us about policy board (MEG) or Illinois State Police (TF) guidance.

Probes:

- Role of policy board or Illinois State Police (ISP)
- How does the policy board/ISP guide operations?
- Who does the policy board/ISP direct/communicate with on the MEG/TF?
- How do you make changes to your policy or procedures? Does policy board need to vote on changes?
- What are benefits/advantages of being MEG versus TF?

5. Please tell us about MEG/TF operations.

Probes:

- How does the commander/director guide operations?
- Staff/officers input in MEG/TF decisions?
- Type of offenses targeted (felony, class, delivery, possession, etc.)

- Community awareness/education

6. Please tell us about MEG/TF investigations.

Probes:

- How are investigations developed?
- Types of investigation
- Number of investigations
- Intelligence (undercover, surveillance, confidential informants, outside agencies, other MEG/TFs)
- Deconfliction

7. Please tell us about MEG/TF collaboration.

Probes:

- With the following
 - internal law enforcement agencies
 - external law enforcement agencies (local, state, federal) (Support? Financial, investigations, resources)
 - non-law enforcement (social services, mental health, substance abuse treatment centers, pharmacists, schools, etc.)
 - prosecution
 - MEG/TFs

8. Please tell us about your MEG/TF meeting long-term goals.

Probes:

- Effectiveness (meeting goals and objectives)
- Public safety

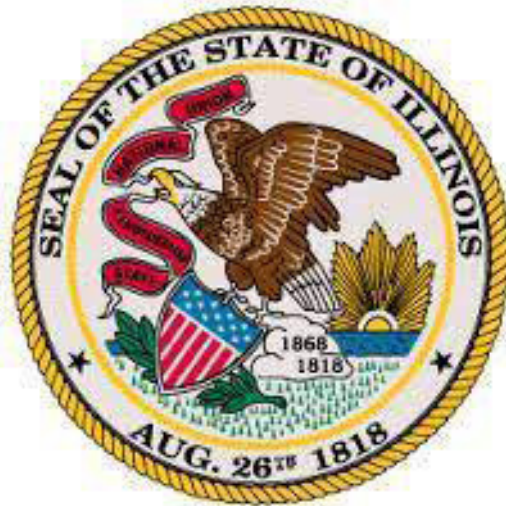
Appendix C: Staff Survey Questions and Results

MEG/TF Collaboration (N=75)	<u>Average</u>	<u>Strongly Disagree</u> (1)		<u>Disagree</u> (2)		<u>Neutral</u> (3)		<u>Agree</u> (4)		<u>Strongly Agree</u> (5)	
		#	%	#	%	#	%	#	%	#	%
History of collaboration or cooperation in the community	4.4										
Trying to solve problems through collaboration has been common in this community.	4.4	0	0%	0	0%	12	16%	24	32%	39	52%
Collaborative group seen as a legitimate leader in the community	4.4										
Leaders in this community who are not part of our drug task force group seem hopeful about what we can accomplish.	4.5	0	0%	0	0%	5	7%	31	41%	39	52%
Others (in this community) who are not part of this collaboration would generally agree that the organizations involved in this collaborative project are the “right” organizations to make this work.	4.4	0	0%	0	0%	6	8%	31	41%	38	51%
Favorable political and social climates	4.6										
The political and social climate seems to be “right” for continuing a drug task force like this one.	4.6	0	0%	1	1%	2	3%	23	31%	49	65%
The time is right for this collaborative drug task force.	4.6	0	0%	0	0%	3	4%	22	29%	50	67%
Mutual respect, understanding, and trust	4.7										
People involved in our drug task force collaboration always trust one another.	4.5	0	0%	2	3%	2	3%	26	35%	45	60%
I have a lot of respect for the other people involved in this drug task force collaboration.	4.8	0	0%	0	0%	0	0%	16	22%	58	78%
Appropriate cross section of members	3.1										
All the organizations that we need to be members of this collaborative group have become members of the group.	3.1	1	1%	28	38%	12	16%	27	37%	5	7%
Members see collaboration as in their self-interest	4.8										
My organization will benefit from being involved in this drug task force collaboration.	4.8	0	0%	0	0%	0	0%	12	17%	60	83%
Ability to compromise	4.5										
People involved in our collaboration are willing to compromise on important aspects of our drug task force.	4.5	0	0%	2	3%	4	5%	24	33%	43	59%
Members share a stake in both process and outcome	4.6										
The organizations that belong to our collaborative group invest the right amount of time in our collaborative efforts.	4.4	0	0%	2	3%	5	7%	27	37%	39	53%
Everyone who is a member of our collaborative group wants this drug task force project to succeed.	4.9	0	0%	0	0%	1	1%	9	12%	64	87%
The level of commitment among the collaborative participants is high.	4.6	0	0%	2	3%	1	1%	18	24%	53	72%
Multiple layers of participation	4.1										
Each of the people who participate in this collaborative drug task force group can speak for the entire organization they represent, not just a part.	4.1	0	0%	2	3%	18	24%	24	32%	30	41%
Flexibility	4.4										
People in this drug task force group are open to different approaches to how we can do our work. They are willing to consider different ways of working.	4.5	0	0%	0	0%	4	5%	29	39%	41	55%
There is a clear process for making decisions among the partners in this drug task force collaboration.	4.5	0	0%	0	0%	2	3%	34	46%	38	51%
Development of clear roles and policy guidelines	4.5										
People in this collaborative drug task force have a clear sense of their roles and responsibilities.	4.5	0	0%	0	0%	2	3%	34	46%	38	51%
There is a clear process for making decisions among the partners in this drug task force collaboration.	4.5	0	0%	0	0%	3	4%	33	45%	38	51%

Adaptability	4.3	#	%	#	%	#	%	#	%	#	%
This drug task force collaboration is able to adapt to changing conditions, such as fewer funds than expected, changing political climate, or change in leadership.	4.4	0	0%	4	5%	7	10%	21	28%	42	57%
This drug task force group has the ability to survive even if it had to make major changes in its plans or add some new members in order to reach its goals.	4.2	0	0%	1	1%	15	20%	25	34%	33	45%
Appropriate pace of development	3.8	#	%	#	%	#	%	#	%	#	%
We are currently able to keep up with the work necessary to coordinate all the people, organizations, and activities related to this collaborative drug task force.	3.8	1	1%	5	7%	7	10%	53	73%	7	10%
Open and frequent communication	4.5	#	%	#	%	#	%	#	%	#	%
People in this drug task force collaboration communicate openly with one another.	4.5	0	0%	1	1%	4	5%	29	39%	41	55%
I am informed as often as I should be about what goes on in the drug task force collaboration.	4.4	0	0%	2	3%	3	4%	29	39%	40	54%
The people who lead this collaborative drug task force group communicate well with the members.	4.5	0	0%	2	3%	1	1%	26	35%	46	61%
Established informal relationships and communication links	4.6	#	%	#	%	#	%	#	%	#	%
Communication among the people in this collaborative drug task force group happens both at formal meetings and in informal ways.	4.7	0	0%	0	0%	2	3%	21	28%	52	69%
I personally have informal conversations about the drug task force with others who are involved in this collaborative group.	4.6	0	0%	0	0%	4	5%	24	32%	47	63%
Concrete, attainable goals and objectives	4.5	#	%	#	%	#	%	#	%	#	%
People in our collaborative drug task force group know and understand our goals.	4.6	0	0%	0	0%	2	3%	29	39%	44	59%
People in our collaborative drug task force group have established reasonable goals.	4.5	0	0%	0	0%	2	3%	33	44%	40	53%
Shared vision	4.6	#	%	#	%	#	%	#	%	#	%
The people in this collaborative group are dedicated to the idea that we can make this drug task force work.	4.8	0	0%	0	0%	0	0%	17	23%	58	77%
My ideas about what we want to accomplish with this drug task force collaboration seem to be the same as the ideas of others.	4.3	0	0%	0	0%	14	19%	22	29%	39	52%
Unique purpose	4.6	#	%	#	%	#	%	#	%	#	%
What we are trying to accomplish with our collaborative drug task force would be difficult for any single organization to accomplish by itself.	4.8	0	0%	0	0%	2	3%	12	16%	61	81%
No other organization in the community is trying to do exactly what we are trying to do.	4.4	1	1%	4	5%	8	11%	15	20%	47	63%
Sufficient funds, staff, materials, and time	3.0	#	%	#	%	#	%	#	%	#	%
Our collaborative drug task force group has adequate funds to do what it wants to accomplish.	3.0	7	10%	23	31%	11	15%	30	41%	3	4%
Our collaborative drug task force has adequate “people power” to do what it wants to accomplish.	3.0	4	5%	30	40%	8	11%	29	39%	4	5%
Skilled leadership	4.5	#	%	#	%	#	%	#	%	#	%
The people in leadership positions for this collaborative drug task force group have good skills for working with other people and organizations.	4.5	0	0%	1	1%	3	4%	26	35%	45	60%

Elements of MEG/TF	Average	Strongly Disagree		Disagree		Neutral		Agree		Strongly Agree	
		(1)	(2)	(3)	(4)	(5)					
		#	%	#	%	#	%	#	%	#	%
Written interagency agreements	4.5										
All participants adhere to the provisions of the agreement.	4.5	0	0%	0	0%	1	1%	34	47%	38	52%
There is a strong commitment to working together cooperatively amongst member agencies.	4.5	0	0%	1	1%	0	0%	31	43%	41	56%
There is a strong commitment to working with other MEG/TFs.	4.6	0	0%	0	0%	4	5%	18	24%	51	68%
There is a strong commitment to working with federal agencies.	4.4	0	0%	1	1%	6	8%	27	37%	39	53%
The policy board meets regularly.	4.6	0	0%	0	0%	0	0%	28	38%	45	62%
The policy board gives leadership, direction, and support to the task force.	4.5	0	0%	0	0%	4	5%	32	44%	37	51%
The policy board coordinates with external officials and other agencies.	4.2	0	0%	1	1%	19	26%	19	26%	34	47%
Prosecutor involvement	4.1										
The prosecutor is full-time and co-located or readily available.	4.3	0	0%	1	1%	3	4%	39	53%	30	41%
The prosecutor participates in the case development process on a regular basis.	4.0	0	0%	4	6%	15	21%	30	41%	24	33%
The prosecutor improves the MEG/TF ability to process cases and evidence.	4.3	0	0%	1	1%	4	6%	39	53%	29	40%
There are clear performance standards for the prosecutor.	3.9	0	0%	1	1%	28	38%	19	26%	25	34%
The criminal justice system works cooperatively with the MEG/TF.	3.8	0	0%	0	0%	18	25%	49	67%	6	8%
Computerized information/intelligence databases and systems	4.4										
The MEG/TF maintains its own computerized records system and/or intelligence system.	4.2	0	0%	0	0%	18	25%	49	67%	6	8%
Electronic communications are used to deconflict cases and/or critical events.	4.6	0	0%	0	0%	0	0%	28	39%	44	61%
The MEG/TF has access to up-to-date covert electronic equipment.	4.3	0	0%	2	3%	8	11%	30	42%	31	44%
Target decision, case planning and selection, and enhanced investigation tactics	4.6										
The MEG/TF develops future strategies for trending issues in your area.	4.4	0	0%	0	0%	11	15%	22	31%	39	54%
Planning incorporates the use of appropriate investigative techniques and tactics.	4.6	0	0%	0	0%	0	0%	32	44%	40	56%
The MEG/TF functions as a team.	4.8	0	0%	0	0%	1	1%	15	21%	56	78%
Investigations are coordinated with other agencies and task forces as appropriate.	4.7	0	0%	0	0%	0	0%	19	26%	53	74%
Communication	4.5										
The MEG/TF meets with elements within participating agencies.	4.5	0	0%	0	0%	3	4%	29	40%	40	56%
There is a high level of support by elements within participating agencies.	4.4	0	0%	3	4%	4	6%	29	40%	36	50%
There are regular in-house MEG/TF meetings.	4.6	0	0%	0	0%	4	6%	18	25%	50	69%
Cases are being referred from and/or to other agencies or MEG/TFs.	4.5	0	0%	1	1%	2	3%	26	36%	43	60%
Coordination of MEG/TF activities	4.5										
There are regular meetings with neighboring MEG/TFs, federal, or state and local agencies operating within the MEG/TF area.	4.0	0	0%	4	6%	19	26%	22	31%	27	37%
Cases are being deconflicted with HIDTA or STIC early on in their development.	4.8	0	0%	0	0%	1	1%	14	19%	57	79%
The MEG/TF is conducting cooperative investigations with others when appropriate.	4.7	0	0%	0	0%	1	1%	21	29%	50	69%
Funding	4.4										
The MEG/TF has institutionalized itself within the community by leveraging Byrne resources.	4.2	0	0%	0	0%	24	33%	13	18%	35	49%
The MEG/TF strives to adhere to federal funding contract requirements.	4.7	0	0%	0	0%	4	6%	16	22%	52	72%
The MEG/TF has demonstrated a commitment to training and advanced technology.	4.5	0	0%	0	0%	4	6%	32	44%	37	51%

	<u>Average</u>	<u>Strongly Disagree</u> <u>(1)</u>		<u>Disagree</u> <u>(2)</u>		<u>Neutral (3)</u>		<u>Agree</u> <u>(4)</u>		<u>Strongly Agree</u> <u>(5)</u>	
		#	%	#	%	#	%	#	%	#	%
Goals, objectives, performance indicators	4.6										
Goals are measurable, observable, and realistic.	4.5	0	0%	0	0%	2	3%	29	40%	42	58%
The MEG/TF has attained previously stated goals and objectives.	4.5	0	0%	0	0%	1	1%	31	43%	41	56%
The MEG/TF has adequately document its efforts and submit timely and accurate reports in compliance with grant contracts.	4.7	0	0%	0	0%	4	6%	17	23%	52	71%
Monitoring and evaluation	4.4										
The policy board and MEG/TF director have processes in place whereby efforts are continually monitored and evaluated to ensure goals, targets, procedures, etc., are revised as needed.	4.4	0	0%	0	0%	4	6%	33	45%	36	49%
Staffing and recruitment	4.3										
There is a standardized process in place to ensure the selection of qualified personnel for assignment to MEG/TF.	4.4	0	0%	2	3%	3	4%	31	43%	36	50%
Participating agencies recognize and adjust to changing personnel needs, ensuring an adequate number of seasoned personnel.	4.2	0	0%	2	3%	13	18%	28	39%	29	40%
The policy board regularly and freely discuss staffing, conduct and performance issues.	4.3	0	0%	1	1%	5	7%	34	47%	32	44%
Asset seizures	4.5										
The MEG/TF uses financial investigative resources or technical support when appropriate.	4.5	0	0%	0	0%	1	1%	32	45%	38	54%
Best practices are utilized in the handling, storage, and disposal of seized property.	4.6	0	0%	0	0%	1	1%	24	33%	47	65%
Defendants are afforded an impartial appeal process.	4.4	0	0%	0	0%	9	13%	23	32%	40	56%
The policy board ensures that forfeitures are used to enhance the financial viability of the MEG/TF.	4.5	0	0%	0	0%	6	8%	24	33%	42	58%
Technical assistance and training	4.5										
There is executive commitment to making MEG/TF training a priority as reflected in budgeting, policy, or other directives.	4.4	0	0%	0	0%	8	11%	25	35%	39	54%
The MEG/TF trains regularly as a unit.	4.4	0	0%	3	4%	4	6%	29	40%	36	50%
MEG/TF personnel provide training to others when appropriate.	4.6	0	0%	0	0%	2	3%	25	35%	45	63%



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