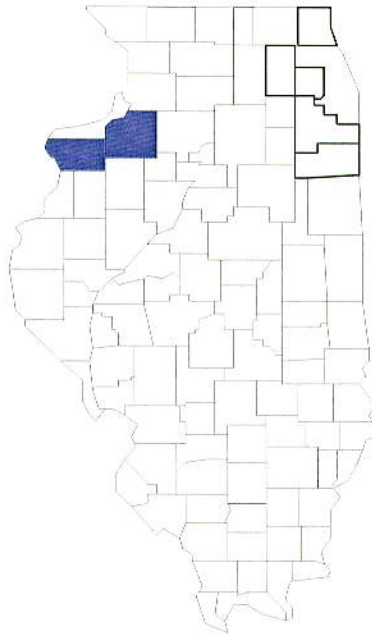


Research and Program Evaluation in Illinois:  
The Extent and Nature of Drug and  
Violent Crime in Illinois

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**An Evaluation of the  
Henry/Mercer Task Force**



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*Prepared by*

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February 2002



**ILLINOIS  
CRIMINAL JUSTICE  
INFORMATION AUTHORITY**

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## I. Introduction

Since 1989, the Illinois Criminal Justice Information Authority's (Authority) Research and Analysis Unit has received funds under the federal Anti-Drug Abuse Act of 1988 to document the extent and nature of drug and violent crime in Illinois and the criminal justice system's response to these offenses. As a result of these efforts, the Authority has amassed a large amount of data measuring the extent and nature of drug and violent crime in Illinois and the impact these crimes have had on the criminal justice system. In addition, as part of its monitoring and evaluation efforts, the Authority also requires funded programs to submit monthly data reports describing their activities and accomplishments.

In addition to administering federal block-grant funds that come to Illinois for crime control initiatives, the Authority is also responsible for providing policymakers, criminal justice professionals and others with information, tools and technology needed to make effective decisions that improve the quality of criminal justice in Illinois. The Authority provides a system-wide forum for identifying critical problems in criminal justice, developing coordinated and cost-effective strategies, and implementing and evaluating solutions to those problems. The specific powers and duties of the Authority are delineated in the Illinois Criminal Justice Information Act (Illinois Compiled Statutes, Ch. 20, Sec. 3930). Two of the Authority's many responsibilities are serving as a clearinghouse of information and research on criminal justice and undertaking research studies to improve the administration of criminal justice.

The Henry/Mercer Task Force (HMTF) covered Illinois' counties Henry and Mercer beginning from mid July 1991 and ending December 1996. Henry and Mercer counties had an average combined population of 67,513 during the five and one-half years of operation. In 1992, the first full calendar year of the task force's operation, five local Illinois police agencies participated in HMTF. These included the Henry County and Mercer County Sheriff's Offices and the following municipal police departments: Kewanee, Geneseo and Aledo. These agencies served 72 percent of the population in the region covered by HMTF in 1992 (see Map 1 on page 31 for population coverage of active MEGs and task forces). A participating agency is defined as one that contributes either personnel or financial resources to HMTF. The purpose of this evaluation is to measure the impact that the HMTF had on drug crime in Henry and Mercer counties during its operation.

In addition to agencies that participate in HMTF, seventeen other police departments that did not participate in HMTF served these Illinois counties. According to the Illinois State Police, county sheriffs and local police departments, in the region covered by HMTF, combined, employed 102 full-time police officers as of October 31, 1992, 84 of which worked in agencies participating in HMTF. In comparison, there were a total of just seven officers assigned to HMTF in 1992, five of which were assigned by participating agencies, two from the Illinois State Police (ISP). Thus, the officers assigned to HMTF during 1992 accounted for a relatively small proportion—6 percent—of the total number of sworn police officers working in the participating police departments.

While the data presented in this report are by no means inclusive of all indicators, they do provide a general overview of drug crime in Henry and Mercer counties and the response and impact of the HMTF. In addition, these data are readily available and consistently defined through existing statewide data collection mechanisms.

## II. Trends in Drug Arrests, Seizures and IDOC Commitments

There are two sources of drug arrest data presented in this section. One source is the Illinois Uniform Crime Reporting (I-UCR) program that includes information submitted by local law enforcement agencies on the number of persons arrested for violations of Illinois' Cannabis Control Act, Controlled Substances Act, Hypodermic Syringes and Needles Act, and Drug Paraphernalia Control Act. In addition, data on drug arrests made by Illinois' MEGs and task forces are reported to the Illinois Criminal Justice Information Authority. In some jurisdictions, arrests made by the MEG or task force may be reported by both local law enforcement agencies through the I-UCR and to the Authority by the unit. In other jurisdictions, arrests made by the MEG or task force are only reported to the Authority by the unit. Therefore, in some instances drug arrests may be double counted – included in both local agency statistics reported to I-UCR and those of the MEG or task force. Currently there is no mechanism in place to ensure that drug arrest statistics are not being duplicated at both the local agency and MEG/task force level. This should be kept in mind when interpreting the information presented in the following section.

The majority of drug offenses in Illinois are violations of either the *Cannabis Control Act* – which prohibits the possession, sale and cultivation of marijuana – or the *Controlled Substances Act* – which prohibits the possession, sale, distribution or manufacture of all other illegal drugs, such as cocaine and opiates. Illinois also has various other laws prohibiting other drug-related activity. These include the *Hypodermic Syringes and Needles Act* – which prohibits the possession or sale of hypodermic instruments – and the *Drug Paraphernalia Control Act* – which prohibits the possession, sale or delivery of drug paraphernalia. In general, violations of Illinois Controlled Substances Act are considered to be more serious, since they primarily involve cocaine, heroin, methamphetamine, and hallucinogens, and are almost all classified under Illinois law as felonies. The majority of cannabis and drug paraphernalia offenses encountered by police, on the other hand, tend to be misdemeanor-level offenses.

### *Drug Arrests*

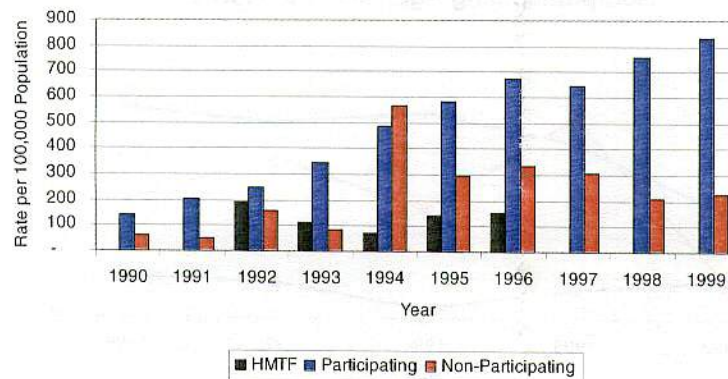
In 1999, local law enforcement agencies in the counties previously covered by HMTF reported 376 arrests for drug law violations, increasing nearly four-fold from 1990 (82 arrests). Between 1990 and 1999, arrests for violations of Illinois' Cannabis Control Act out-numbered arrests for violations of the Controlled Substances Act every year in Henry and Mercer counties. During the same period, the number of arrests for violations of the Cannabis Control Act in these counties increased more than five-fold, from 67 to 337. Arrests for violations of the Controlled Substances Act more than doubled, from 15 to 39. In addition, arrests for violations of the Drug Paraphernalia Control Act, enacted in 1993, increased dramatically, from 13 in 1993 to 277 in 1999. Much of this increase can be attributed to a 1994 addition to the Drug Paraphernalia Control Act, which included the possession of drug paraphernalia as a violation.

Because arrests for violations of the Drug Paraphernalia Control Act are frequently made in conjunction with other drug offense arrests, these arrests may be double-counted, thus skewing the actual number of drug arrests. Therefore, only arrests for violations of the Cannabis Control Act and Controlled Substances Act will be used for drug arrest comparisons between HMTF and the participating and non-participating agencies.

During the period analyzed, the drug arrest rate for violations of the Cannabis Control and the Controlled Substances Acts combined, in the region covered by HMTF increased 160 percent, from 121 arrests per 100,000 population in 1990 to 550 arrests per 100,000 population in 1999. The drug arrest rate in the participating agencies increased 479 percent, from 144 to 834, while the drug arrest rate for non-participating agencies increased 264 percent from 62 to 226 arrests per 100,000 population. The arrest rate for HMTF decreased 21 percent, from 195 to 153 arrests per 100,000 population (Figure 1).

**Figure 1**

Total Drug Arrest Rates for HMTF and Participating and Non-participating Agencies in Region Covered by HMTF



Source: ICJIA calculations using Illinois State Police, HMTF and U.S. Census Bureau data

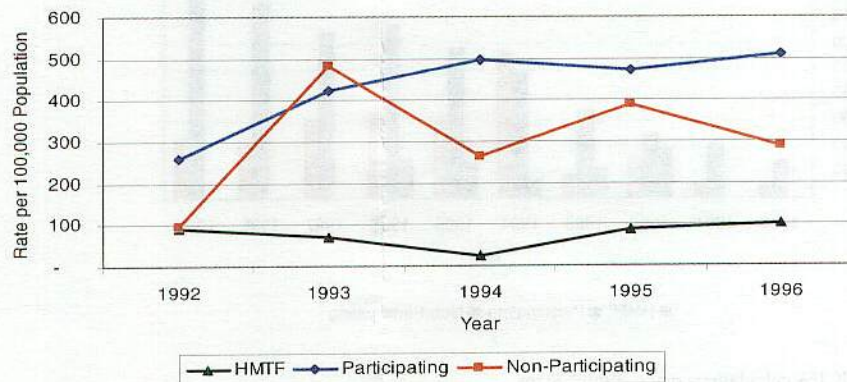
The drug arrest rate in participating agencies was greater than the non-participating agencies in every year analyzed except 1994. Also, the drug arrest rate achieved by HMTF was smaller than that achieved across participating agencies and across non-participating agencies in every year except 1992 and 1993, when HMTF drug arrest rates were greater than non-participating agencies.

Between 1992 and 1996, the proportion of drug arrests accounted for by controlled substance violations decreased from 20 percent to 13 percent for participating agencies but remained unchanged (at 16 percent) for non-participating agencies in Henry and Mercer counties. For HMTF, the proportion of drug arrests accounted for by controlled substance violations decreased 36 percent between 1992 and 1996. In 1996, 34 percent of the drug arrests made by HMTF were for violations of the Controlled Substances Act, compared to 53 percent in 1992. In 1996, arrests for controlled substances violations accounted for 13 percent of the drug arrests made in the participating agencies and 16 percent for the non-participating agencies, compared to 20 percent and 16 percent, respectively, in 1992. Although HMTF was more likely to have focused on arrests that involved violations of Illinois' Cannabis Control Act, they were also more than twice as likely than either participating or non-participating agencies to have made arrests involving violations of Illinois' Controlled Substances Act. One interpretation of this pattern is that HMTF was more focused in who they were targeting and arresting than local departments, and were also getting a more serious drug law violator, since violations of the Controlled Substances Act are more likely to involve felony-level offenses.

During the period analyzed, the cannabis arrest rate for the region covered by HMTF increased 92 percent, from 211 arrests per 100,000 population in 1992 to 405 arrests per 100,000 population in 1996. The cannabis arrest rate in the participating agencies increased 98 percent, from 258 to 510 arrests per 100,000 population, while the arrest rate in the non-participating agencies increased 204 percent from 93 to 285 arrests per 100,000 population. The cannabis arrest rate for HMTF, increased 10 percent, from 92 to 101 arrests per 100,000 population (Figure 2). Thus, the arrest rate for violations of the Cannabis Control Act was higher in the area served by participating agencies between 1992 and 1996.

**Figure 2**

**Cannabis Arrests Rates in the Region Covered by HMTF as Reported by Participating Agencies, Non-participating Agencies and HMTF**

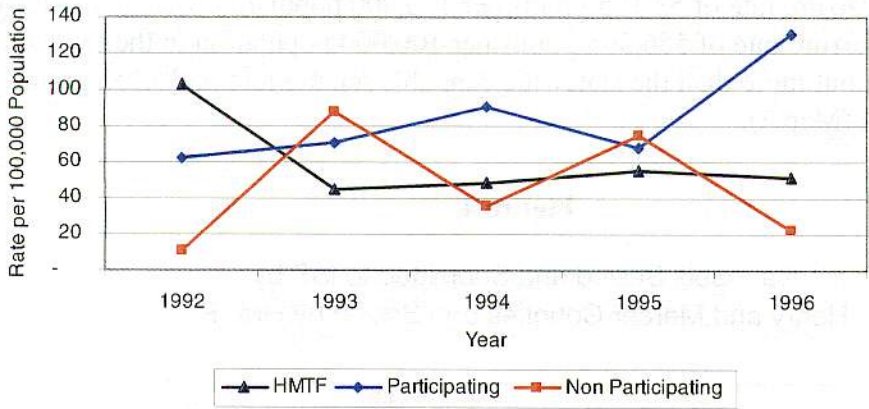


Source: ICJIA calculations using Illinois State Police, HMTF and U.S. Census Bureau data



Between 1992 and 1996, the arrest rate for controlled substances act violations for the region covered by HMTF increased 71 percent, from 47 to 80 arrests per 100,000 population (Figure 3). The controlled substances arrest rate in the participating and non-participating agencies more than doubled, from 61 to 131 arrests per 100,000 population and from ten to 22 arrests per 100,000 population, respectively. Conversely, the controlled substances arrest rate for HMTF decreased 49 percent, from 102 to 52 arrests per 100,000 population (Figure 3). Thus, HMTF's arrest rate for violations of the Controlled Substances Act was higher than the rate experienced by the non-participating agencies, but less than one-half the rate in participating agencies.

**Figure 3**  
 Controlled Substances Arrest Rates in the Region Covered by HMTF as Reported by Participating Agencies, Non-participating Agencies and HMTF



Source: ICJIA calculations using Illinois State Police, HMTF and U.S. Census Bureau data

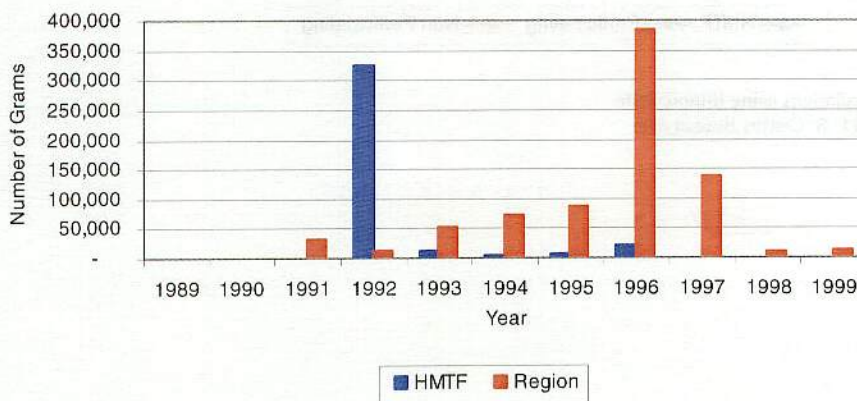
## Drug Seizures

Drugs seized by law enforcement agencies are another indicator of the extent and nature of illegal drug trade in a jurisdiction. When illegal drugs are seized by law enforcement agencies, all or a portion of the total amount seized is submitted to a crime lab for analysis. Most agencies submit drugs to one of the Illinois State Police crime labs. These labs record the quantity of drugs submitted from each county. It is important to note, however, that while HMTF data report the total quantities of drugs actually *seized*, local agency data only represent the quantities of seized drugs that are *submitted* to the Illinois State Police for analysis.

As in most Illinois jurisdictions, cannabis accounts for the majority of illegal drugs seized in the two-county region covered by HMTF. The quantity of cannabis seized and submitted by law enforcement agencies in Henry and Mercer counties increased dramatically, from 103 grams in 1989 to 10,037 grams in 1999, with 381,706 grams being seized in 1996, the largest amount seized during the period analyzed. The quantity of cannabis seized by HMTF decreased 94 percent between 1992 and 1996, from 323,194 grams to 19,500 grams (Figure 4). In 1996, HMTF's cannabis seizure rate of 53,195 grams per 100,000 population was dramatically lower than the cannabis seizure rate of 556,301 grams per 100,000 population in the two-county region covered by HMTF, but more than the statewide cannabis seizure rate of 30,155 grams per 100,000 population (Map 2).

**Figure 4**

Cannabis Seized and Submitted to ISP by  
Henry and Mercer Counties and Seized by HMTF



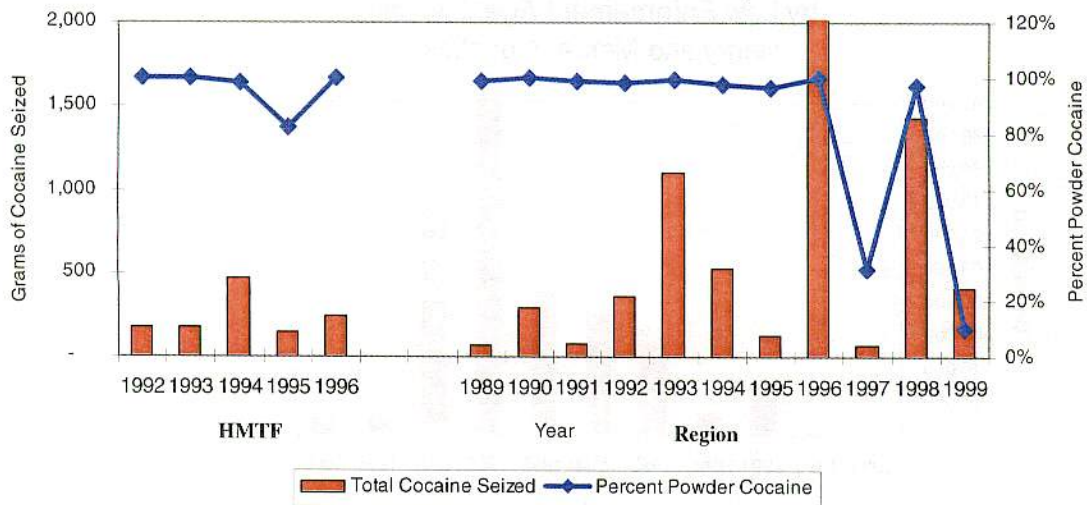
Source: Illinois State Police and HMTF

Between 1989 and 1999, the combination of crack and powder cocaine accounted for a relatively stable proportion of drugs seized in the two-county region covered by HMTF. The quantity of cocaine seized and submitted by law enforcement agencies in Henry and Mercer counties increased nearly five-fold, from 73 grams in 1989 to 412 grams in 1999. Between 1992 and 1996, the quantity of cocaine seized by HMTF increased 39 percent, from 173 to 241 grams.

With the exception of 1997 and 1999, powder cocaine accounted for more than 95 percent of all cocaine seized in Henry and Mercer counties during the period analyzed. For HMTF, powder cocaine accounted for the largest proportion of total cocaine seized in every year examined, accounting for 96 percent of total cocaine seized by HMTF between 1992 and 1996 (Figure 5). In 1996, HMTF's cocaine seizure rate of 658 grams per 100,000 population, dramatically lower than the cocaine seizure rate of 752,463 grams per 100,000 population in the two-county region covered by HMTF, and significantly less than the statewide cocaine seizure rate of 9,071 grams per 100,000 population (Map 3).

**Figure 5**

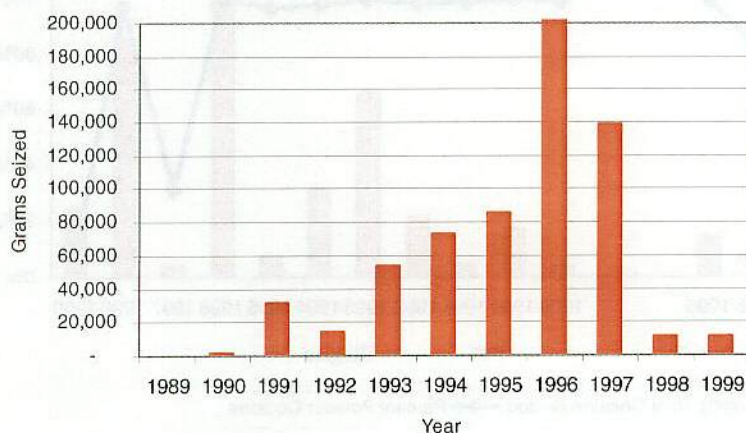
**Powder and Crack Cocaine Seized and Submitted to ISP by Henry and Mercer Counties and Seized by HMTF**



Source: Illinois State Police and HMTF

The total quantity of illegal drugs seized and submitted by law enforcement agencies in Henry and Mercer counties increased between 1989 and 1999, from 184 grams to 10,539 grams. However, as can be seen in Figure 6, the quantity of drugs seized increased significantly with the implementation of HMTF, and decreased dramatically after HMTF ceased operations. During its operation, the total quantity of illegal drugs seized by HMTF decreased, from 326,601 grams in 1992 to 20,347 grams in 1996. (It should be noted that nearly nine million grams of cannabis and cocaine were seized in Henry and Mercer counties in 1996 and that the scale in Figure 6 was intentionally set at 200,000 in order to adequately reflect the quantities of total drugs seized during the period analyzed.)

**Figure 6**  
 Total Drugs Seized and Submitted to ISP  
 by Law Enforcement Agencies in  
 Henry and Mercer Counties



Source: Illinois State Police

During the period, methamphetamine seizures accounted for a very small proportion of total drugs seized in the two-county region covered by HMTF. Between 1994 and 1999, the quantity of methamphetamine seized by law enforcement agencies in the two-county region covered by HMTF increased 55 percent, from 31 grams to 48 grams. There were no reported methamphetamine seizures by HMTF during its period of operation.

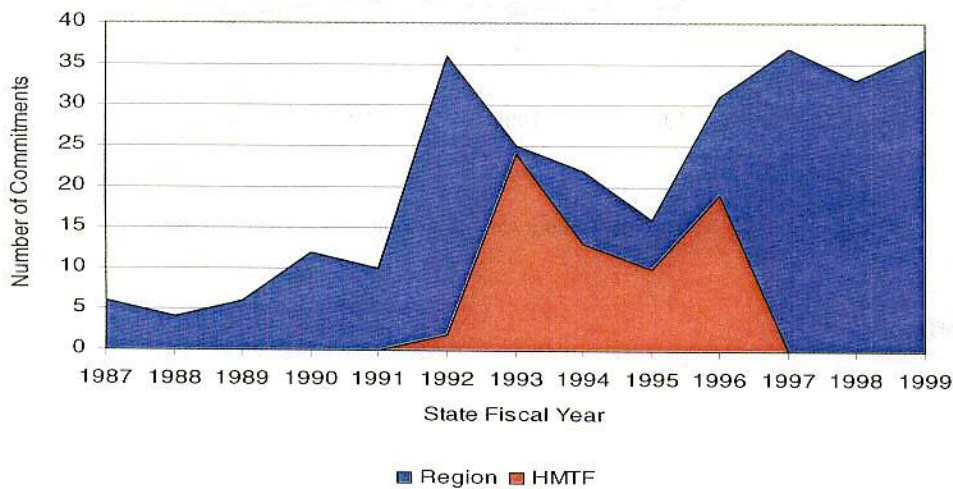
## *IDOC Commitments*

Anyone convicted of a felony in Illinois can be sentenced either to prison or probation, or receive conditional discharge. A number of factors influence the type and length of sentence imposed on convicted felons, including the severity of the crime, the offender's criminal and social history, safety of the community and legislation affecting certain types of offenses. For some types of convictions, a sentence to prison is required by state statute.

Between state fiscal years 1987 and 1989, the number of new court commitments to the Illinois Department of Corrections' (IDOC) Adult Division for drug offenses from the region covered by HMTF more than quadrupled, from six to 37. The number of drug offender admissions by HMTF also increased from two to 19 between 1992 and 1996 (Figure 7). Between 1992 and 1996, drug offender admissions to IDOC by HMTF, with the exception of 1992, consistently accounted for more than one-half of all drug admissions in Henry and Mercer counties.

**Figure 7**

**Number of Drug Offenders Committed to IDOC by HMTF and Region Covered by HMTF**

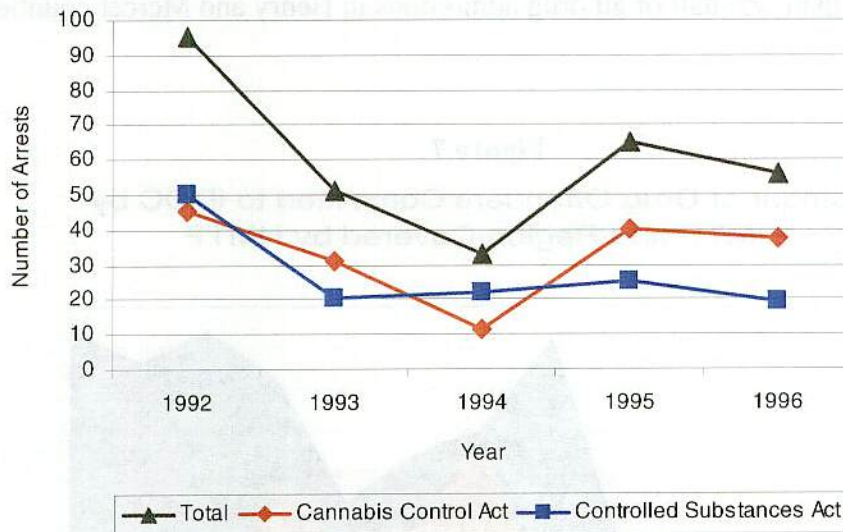


Source: Illinois Department of Corrections and HMTF

### III. Trends in HMTF Drug Crime Enforcement

Between 1992 and 1996, the number of combined cannabis and controlled substances arrests made by HMTF decreased 41 percent, from 95 to 56 (Figure 8). Unlike drug arrests made by most local police departments in the region, violations of the Controlled Substances Act accounted for a sizeable number of drug arrests made by HMTF throughout the period analyzed. During the period analyzed, the number of HMTF arrests for violations of the Cannabis Control Act decreased 18 percent, from 45 to 37. Arrests for violations of the Controlled Substances Act also decreased, from 50 to 19.

**Figure 8**  
Drug Arrests by HMTF



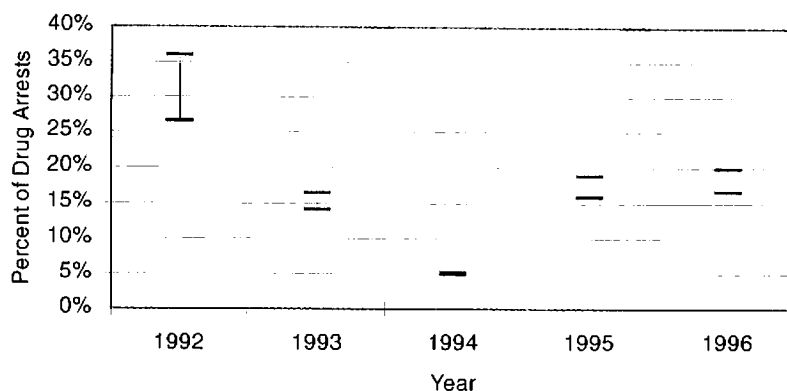
Source: HMTF

The data presented below represent the percent of total drug arrests made by participating agencies that were accounted for by HMTF. An upper and lower bound is shown in Figure 9, which accounts for whether or not the units numbers are counted as part of the UCR submissions made by participating departments (which is unknown at this point). The upper bound indicates the percentage of arrests if *all* of the HMTF arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the HMTF arrests are included in the local UCR submissions.

It is estimated that the proportion of cannabis arrests made in the jurisdictions of participating agencies, and accounted for by HMTF, was between 26 to 36 percent in 1992, and decreased to between 17 to 20 percent in 1996. Between 1993 and 1994, the proportion of cannabis arrests made by HMTF in jurisdictions covered by participating agencies represented a small proportion of all cannabis arrest made by participating agencies.

**Figure 9**

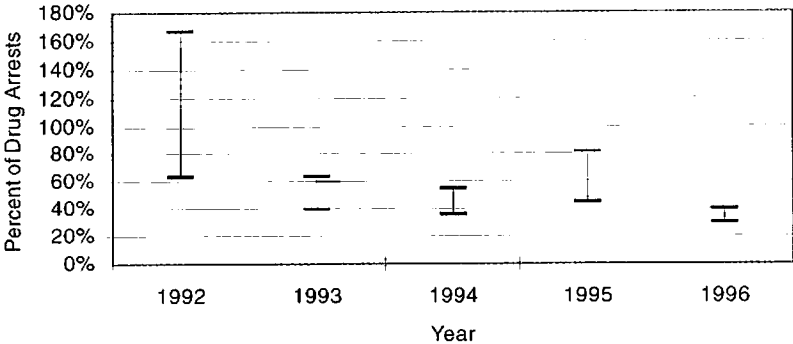
**Percent of Cannabis Arrests  
Accounted for by HMTF**



Source: ICJA calculations using  
Illinois State Police and HMTF data

It is estimated that the proportion of all arrests for the violation of the Controlled Substances Act made in the jurisdictions of participating agencies, and accounted for by HMTF, was between 63 to 100 percent in 1992, and decreased dramatically to between 28 to 40 percent in 1996. Despite the gradual decrease and unlike the arrests made by HMTF for the violation of the Cannabis Control Act, arrests made by HMTF for the violation of the Controlled Substances Act represented a large proportion of all the arrests made for similar offenses in the region covered by HMTF despite having only a small proportion of total officers working in the region (Figure 10).

**Figure 10**  
Percent of Controlled Substances Arrests  
Accounted for by HMTF



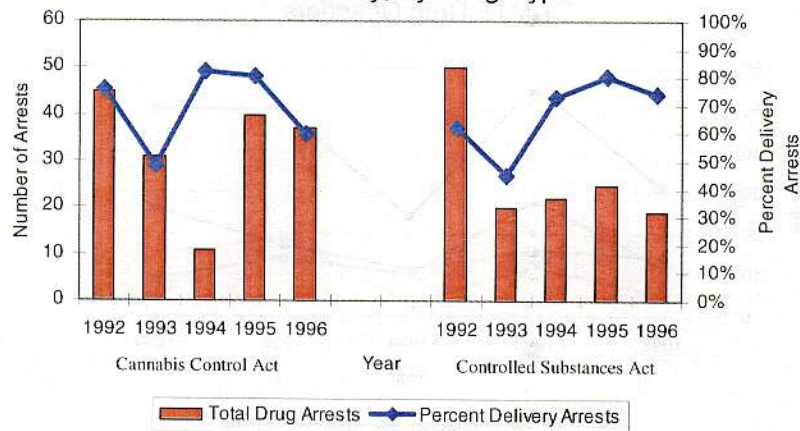
Source: ICJIA calculations using Illinois State Police and HMTF data



The majority of all drug arrests reported by HMTF are for delivery. Between 1992 and 1996, the number of drug delivery arrests made by HMTF decreased 45 percent, from 65 to 36. Arrests for drug delivery accounted for 67 percent of all drug arrests made by HMTF between 1992 and 1996. When cannabis and controlled substance arrests were examined separately, arrests for delivery of controlled substances accounted for 67 percent of the total number of arrests made for violations of the Controlled Substance Act, and, arrests for the delivery of cannabis accounted for 69 percent of all arrests for violations of the Cannabis Act (Figure 11).

**Figure 11**

**HMTF Drug Arrests for Possession versus Delivery, by Drug Type**

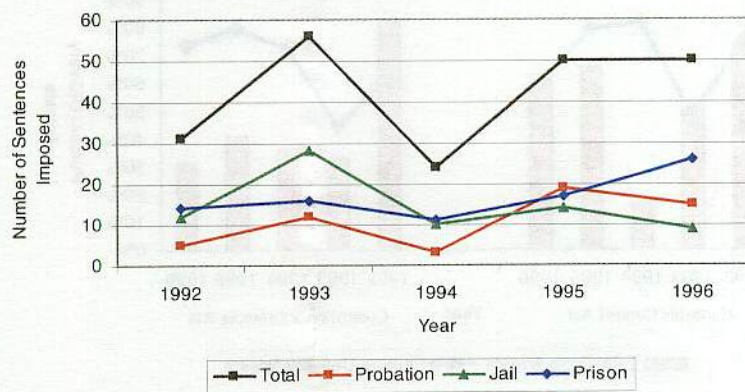


Source: ICJIA calculations using HMTF data

Between 1992 and 1996, the number of HMTF drug offenders convicted and sentenced increased from 31 to 50, with 211 drug offenders convicted and sentenced during task force operation. During the period analyzed, the number of convicted HMTF drug offenders sentenced to probation increased from five in 1992 to 15 in 1996. The number of convicted HMTF drug offenders sentenced to jail decreased while the number of drug offenders sentenced to prison increased from 14 to 26 (Figure 12). Between 1992 and 1996, among those HMTF drug offenders convicted and sentenced, prison and jail sentences accounted for the largest proportion (66 percent), followed by probation sentences (35 percent).

**Figure 12**

Sentences Imposed on Convicted  
HMTF Drug Offenders



Source: HMTF

#### **IV. Comparison of HMTF Activities to Other Mixed Urban/Rural MEGs and Task Forces**

MEGs and task forces are classified as being either *mostly urban*, *mixed urban/rural* or *mostly rural*, based upon the classification of the county(s) that each unit covers, and, for purposes of this summary, is intended to provide a general comparison of the drug crime problem in the jurisdictions covered by HMTF and Illinois' other mixed urban/rural MEG and task forces units, as illustrated below.

##### *Mostly Urban:*

DuPage Metropolitan Enforcement Group (DUMEG)  
Joliet Metropolitan Area Narcotics Squad (MANS)  
Lake County Metropolitan Enforcement Group (LCMEG)  
Metropolitan Enforcement Group of Southwestern Illinois (MEGSI)  
North Central Narcotics Task Force (NCNTF)

##### *Mixed Urban/Rural:*

Central Illinois Enforcement Group (CIEG)  
Kankakee Area Metropolitan Enforcement Group (KAMEG)  
Multi-County Narcotics Enforcement Group (MCNEG)  
Quad-Cities Metropolitan Enforcement Group (QCMEG)  
State Line Area Narcotics Team (SLANT)  
Task Force 6 (TF6)  
Task Force X (TFX)  
Vermilion County Metropolitan Enforcement Group (VEMEG)

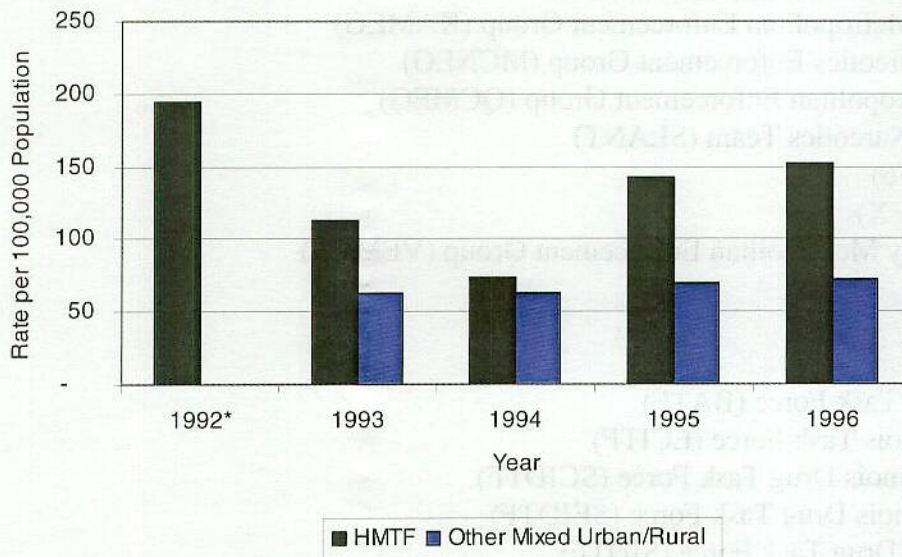
##### *Mostly Rural:*

Blackhawk Area Task Force (BATF)  
East Central Illinois Task Force (ECITF)  
South Central Illinois Drug Task Force (SCIDTF)  
Southeastern Illinois Drug Task Force (SEIDTF)  
Southern Illinois Drug Task Force (SIDTF)  
Southern Illinois Enforcement Group (SIEG)  
Task Force 17 (TF17)  
West Central Illinois Task Force (WCITF)

As mentioned earlier in this report, HMTF's combined drug arrest rate for cannabis and controlled substance violations decreased 21 percent during its period of operation, from 195 to 153 arrests per 100,000 population. Conversely, Between 1993 and 1996, the total drug arrest rate for Illinois' other mixed urban/rural MEGs and task forces, combined, increased 15 percent, from 62 to 72 arrests per 100,000 population. However, differences were noted when the other mixed urban/rural units were examined separately. The total drug arrest rate increased in one-half of the other mixed urban/rural units, while decreasing in the other one-half. Despite the decrease in its total drug arrest rate, HMTF's drug arrest rate of 153 arrests per 100,000 population in 1996 was more than double the rate of 72 arrests per 100,000 population in the other mixed urban/rural units, combined (Figure 13).

**Figure 13**

**Total Drug Arrest Rates for HMTF and  
Other Mixed Urban/Rural MEGs and Task Forces**



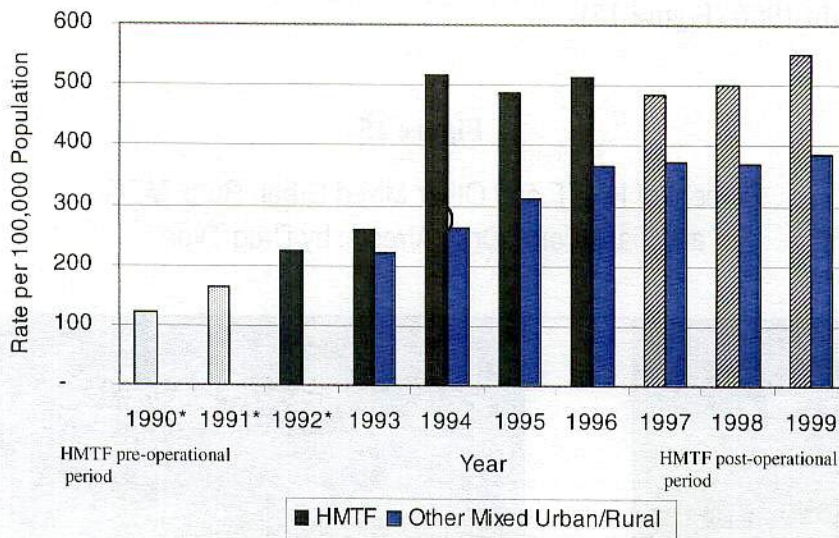
Source: ICJA calculations using Illinois State Police, MEG/TF and U.S. Census Bureau data

\*Other mixed urban/rural data not available for 1992

Figure 14 demonstrates the drug arrest rate trends for regions covered by HMTF and the other mixed urban/rural units during HMTF's operation as well as pre- and post-operation periods. During the post-operational period between 1996 and 1999, the drug arrest rate for Henry and Mercer counties, combined, remained relatively stable, increasing 7 percent, from 513 to 550 arrests per 100,000 population, thus maintaining significantly higher drug arrest rates than were experienced prior to HMTF implementation. During the same period, the drug arrest rate for regions covered by other mixed urban/rural MEGs and task forces also stabilized somewhat, increasing 6 percent, from 365 to 387 arrests per 100,000 population.

**Figure 14**

**Total Drug Arrest Rates for Regions Covered by HMTF and Other Mixed Urban/Rural MEGs and Task Forces**



Source: ICJIA calculations using Illinois State Police, MEG/TF reports and U.S. Census Bureau data

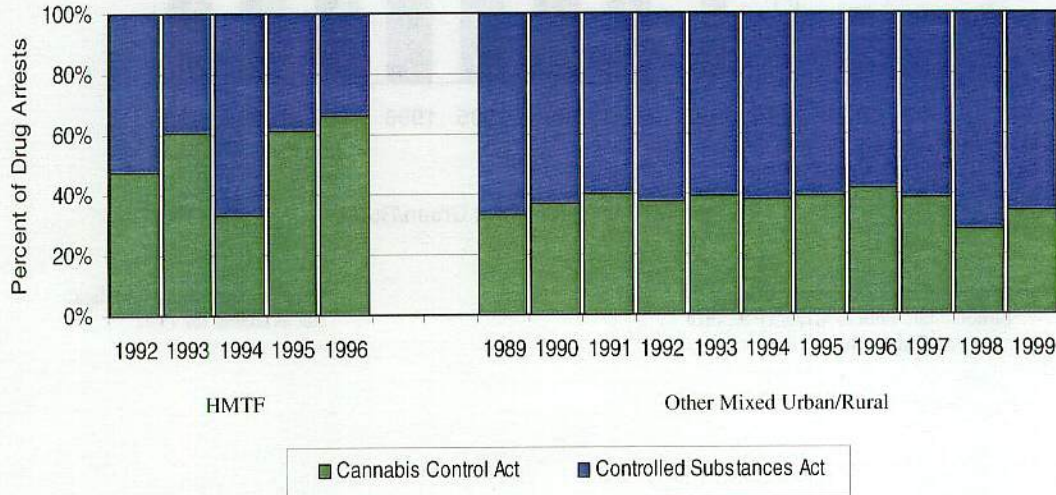
\*Other mixed urban/rural data not available for 1992

Between 1992 and 1996, the proportion of arrests for violation of the Cannabis Control Act increased, while the proportion of arrests for violation of the Controlled Substances Act decreased for both HMTF and the other mixed urban/rural MEGs and task forces. However, during its entire period of operation, cannabis arrests accounted for more than one-half (54 percent) of drug arrests by HMTF, compared to 39 percent for the other mixed urban/rural MEGs and task forces.

Between 1992 and 1996, the proportion of drug arrests accounted for by violations of the Cannabis Control Act increased from 47 percent to 66 percent of drug arrests by HMTF. On the other hand, the proportion of Controlled Substances Act arrests by HMTF decreased from 53 percent in 1992 to 34 percent in 1996. Conversely, during the same time period, Controlled Substances Act arrests accounted for the majority of drug arrests by the other mixed urban/rural MEGs and task forces, accounting for 61 percent of total drug arrests. Between 1992 and 1996, the proportion of drug arrests accounted for by violations of the Controlled Substances Act decreased from 63 percent to 58 percent of drug arrests by other mixed urban/rural MEGs and task forces, while the proportion of Cannabis Control Act arrests increased from 37 percent in 1992 to 42 percent in 1996 (Figure 15).

**Figure 15**

**Percent of HMTF and Other Mixed Urban/Rural MEG and Task Force Drug Arrests, by Drug Type**

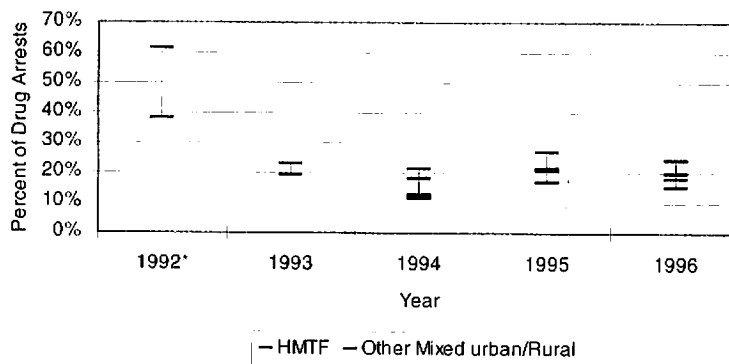


Source: ICJIA calculations using MEG/TF report data

The data presented below represent the percent of total drug arrests made by agencies participating in HMTF and other mixed urban/rural MEGs and task forces and the percent accounted for by HMTF and other mixed urban/rural MEGs and task forces. An upper and lower bound is shown in Figure 16 which accounts for whether or not the units numbers are counted as part of the UCR submissions made by local departments (which is unknown at this point). The upper bound indicates the percentage of arrests if *all* of the MEG and task force arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the MEG and task force arrests are included in the local UCR submissions. It is estimated that the proportion of all drug arrests across participating agencies accounted for by HMTF was between 38 to 61 percent in 1992, but decreased to between 19 to 24 percent in 1996. However, the proportion of all drug arrests across participating agencies accounted for by other mixed urban/rural MEGs and task forces was between 19 to 23 percent in 1993, but decreased to between 15 to 18 percent in 1996. Thus, during most of the period, HMTF accounted for a similar proportion of drug arrests as the other mixed urban/rural MEGs and task forces.

**Figure 16**

**Percent of Total Drug Arrests  
Accounted for by HMTF and Other Mixed  
Urban/Rural MEGs and Task Forces**



Source: ICJIA calculations using Illinois State Police and MEG/TF report data

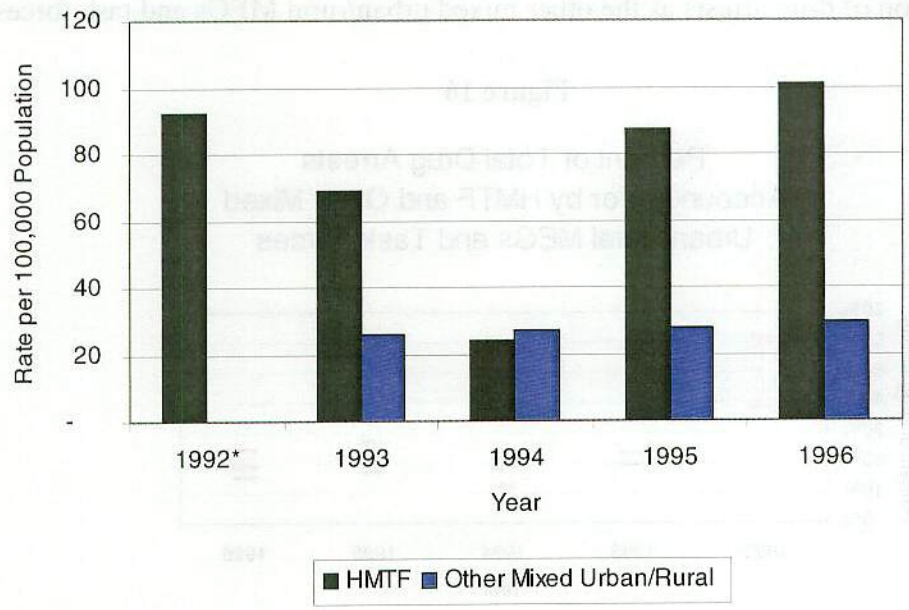
\* Other mixed urban/rural data not available for 1992

Similar trends were noted when specific drug types were examined. It is estimated that the proportion of cannabis arrests across participating agencies accounted for by HMTF was between 26 to 36 percent in 1992, but decreased to between 17 to 20 percent in 1996. However, the proportion of cannabis arrests across participating agencies accounted for by other mixed urban/rural MEGs and task forces was between 16 to 19 percent in 1993, but decreased to between 11 to 12 percent in 1996. Likewise, the proportion of controlled substance arrests across participating agencies accounted for by HMTF was between 63 to 100 percent in 1992, but decreased to between 28 to 40 percent in 1996. The proportion of controlled substance arrests across participating agencies accounted for by other mixed urban/rural MEGs and task forces was between 22 to 29 percent in 1993, but decreased slightly to between 21 to 27 percent in 1996. Thus, during most of the period, HMTF accounted for a larger proportion of arrests across drug types than did the other mixed urban/rural MEGs and task forces.

HMTF's arrest rate for cannabis violations varied year to year, but increased 10 percent during its period of operation, from 92 to 101 arrests per 100,000 population. Conversely, Between 1993 and 1996, the total drug arrest rate for Illinois' other mixed urban/rural MEGs and task forces, combined, remained relatively stable, increasing slightly (14 percent), from 26 to 29 arrests per 100,000 population. With the exception of 1994, HMTF experienced a significantly higher cannabis arrest rate than the other mixed urban/rural MEGs and task forces during the period analyzed (Figure 17).

**Figure 17**

**Cannabis Arrest Rates for HMTF and Other Mixed Urban/Rural MEGs and Task Forces**



Source: ICJIA calculations using Illinois State Police, MEG/TF and U.S. Census Bureau data

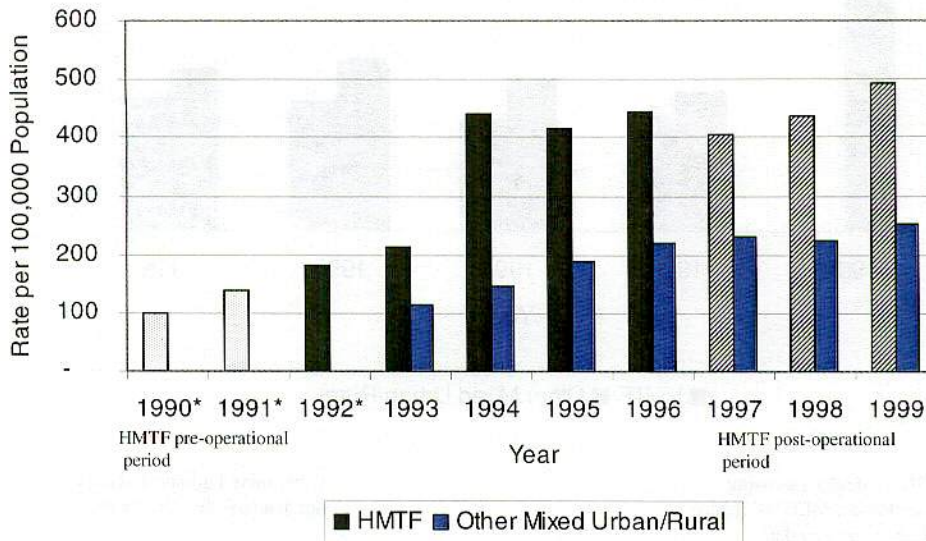
\*Other mixed urban/rural data not available for 1992



Figure 18 demonstrates the cannabis arrest rate trends for regions covered by HMTF and the other mixed urban/rural units during HMTF's operation as well as pre- and post-operational periods. Similar to trends observed in total drug arrests, during the post-operational period between 1996 and 1999, the cannabis arrest rate for Henry and Mercer counties, combined, continued to increase annually, increasing 11 percent, from 443 to 493 arrests per 100,000 population, thus maintaining cannabis arrest rates significantly higher than the period prior to HMTF implementation. During the same period, the drug arrest rate for regions covered by other mixed urban/rural MEGs and task forces also continued to increase, increasing 15 percent, from 219 to 251 arrests per 100,000 population.

**Figure 18**

**Cannabis Arrest Rates for Regions Covered by HMTF and Other Mixed Urban/Rural MEGs and Task Forces**



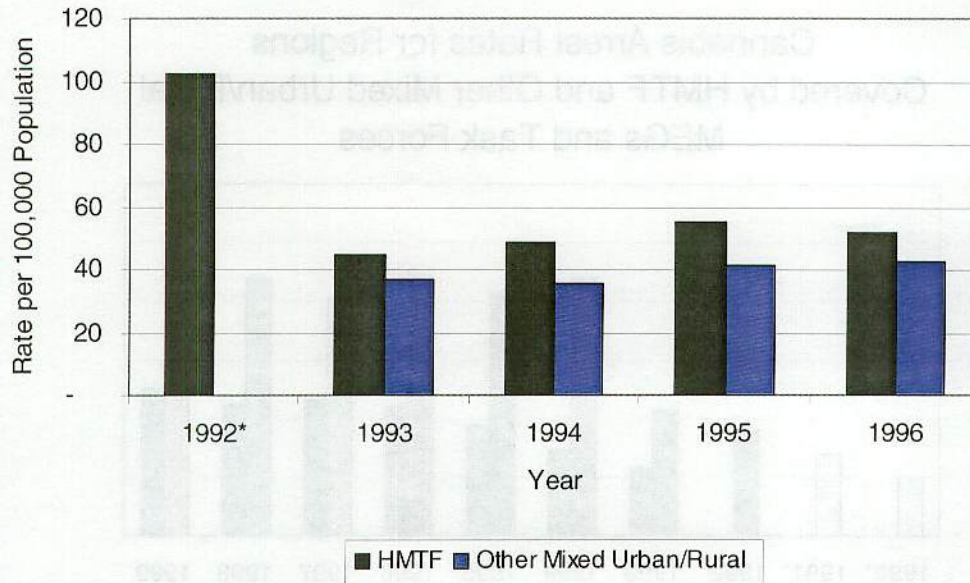
Source: ICJIA calculations using Illinois State Police, MEG/TF reports and U.S. Census Bureau data

\*Other mixed urban/rural data not available for 1990-1992

HMTF's arrest rate for controlled substance violations dropped significantly between 1992 and 1993 from 102 to 44 arrests per 100,000 population. However, between 1993 and 1996, the cannabis arrest rate for HMTF and the other mixed urban/rural MEGs and task forces remained relatively stable, increasing from 44 to 52 arrests and 37 to 43 arrests per 100,000 population, respectively. During the entire period analyzed, HMTF experienced a higher controlled substance arrest rate than the other mixed urban/rural MEGs and task forces (Figure 19).

**Figure 19**

**Controlled Substances Arrest Rates for HMTF and Other Mixed Urban/Rural MEGs and Task Forces**

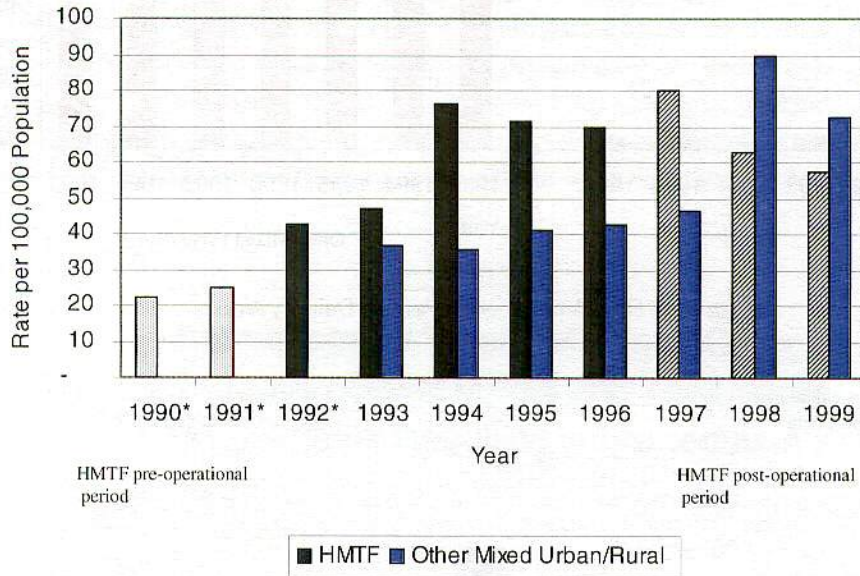


Source: ICJIA calculations using Illinois State Police, MEG/TF reports and U.S. Census Bureau data

\*Other mixed urban/rural data not available for 1990-1992

Controlled substance arrest rate trends for regions covered by HMTF and the other mixed urban/rural units during HMTF's operation as well as pre- and post-operational periods are presented below in Figure 20. Contrary to trends observed in total drug and cannabis arrests, during the post-operational period between 1996 and 1999, the controlled substance rate for Henry and Mercer counties, combined, decreased 18 percent, from 70 to 57 arrests per 100,000 population and decreased annually between 1997 and 1999. Despite this decrease, the controlled substance arrest rate in Henry and Mercer counties remained more than twice as high as the period prior to HMTF implementation. During the same period, the drug arrest rate for regions covered by other mixed urban/rural MEGs and task forces increased 70 percent, from 43 to 72 arrests per 100,000 population.

**Figure 20**  
**Controlled Substances Arrest Rates for Regions Covered by HMTF and Other Mixed Urban/Rural MEGs and Task Forces**



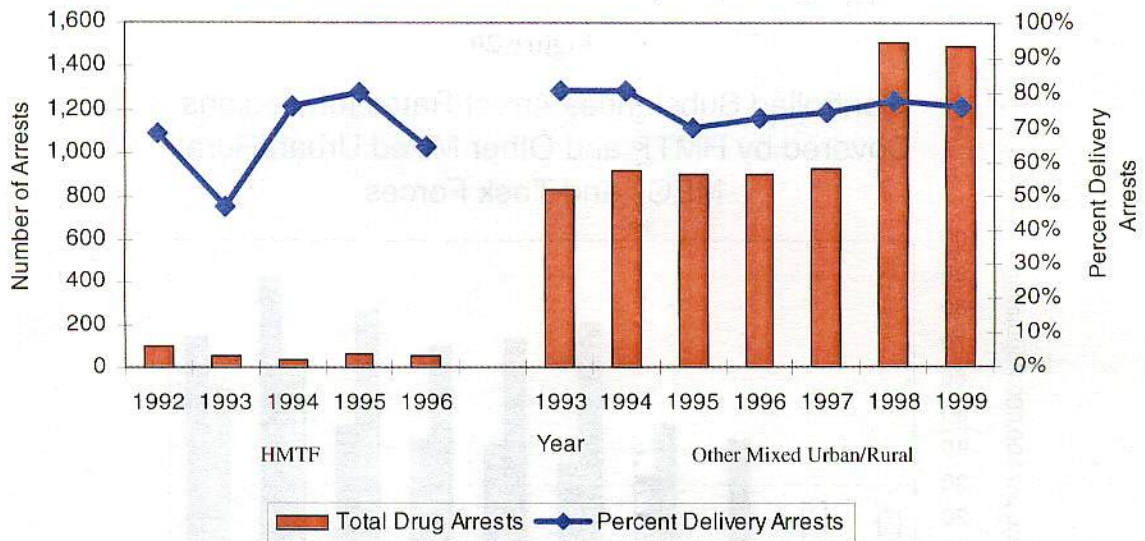
Source: ICJIA calculations using Illinois State Police, MEG/TF reports and U.S. Census Bureau data

\*Other mixed urban/rural data not available for 1990-1992

The majority of all drug arrests reported by HMTF and the other mixed urban/rural MEGs and task forces were for delivery. Between 1992 and 1996, delivery arrests accounted for 67 percent of total drug arrests made by HMTF. Arrests for drug delivery accounted for more than three-quarters (76 percent) of all drug arrests made by other mixed urban/rural MEGs and task forces between 1993 and 1996 as well as between 1993 and 1999 (Figure 21).

**Figure 21**

**HMTF and Other Mixed Urban/Rural MEG and Task Force Drug Arrests for Possession versus Delivery, by Drug Type**



Source: ICJIA calculations using MEG/TF report data

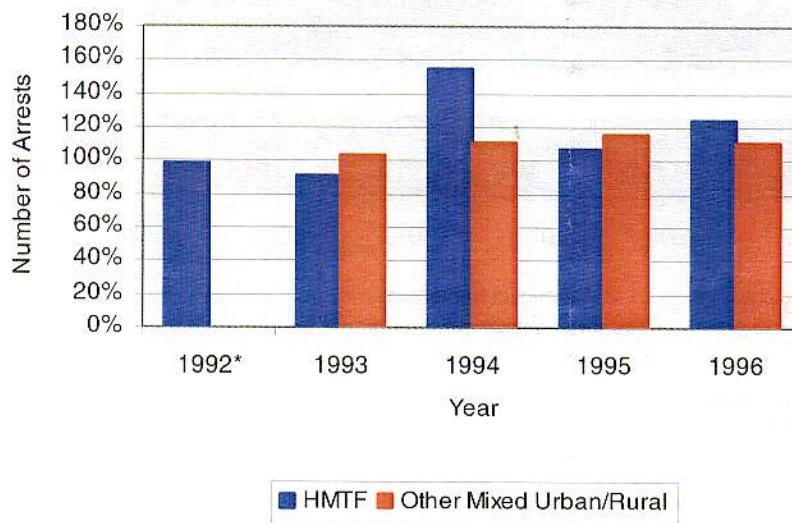
\*Other mixed urban/rural data not available for 1992

When cannabis and controlled substance arrests were examined separately, the proportion of arrests accounted for by delivery varied. Between 1992 and 1996, arrests for delivery accounted for 67 percent of HMTF controlled substance arrests and 69 percent of cannabis arrests. The proportion of arrests for delivery of cannabis across the other mixed urban/rural MEGs and task forces between 1993 and 1996 and 1993 to 1999 was similar to that of HMTF accounting for 68 percent and 65 percent, respectively. On the other hand, arrests for delivery accounted for 81 and 82 percent of controlled substance arrests during the same time periods. Between 1992 and 1996, the proportion of HMTF arrests for delivery of cannabis decreased from 76 percent to 59 percent, while the proportion of arrests for delivery of controlled substances increased from 62 percent. Similarly, the proportion of arrests for delivery of cannabis in the other mixed urban/rural MEGs and task force decreased from 73 percent to 57 percent, while the proportion of arrests for delivery of controlled substances increased from 86 percent to 87 percent.

Between 1992 and 1996, nearly all HMTF drug arrests resulted in prosecution. Similarly, between 1993 and 1999, nearly all drug arrests resulted in prosecution in the other mixed urban/rural MEGs and task forces. During their respective time periods, the proportion of HMTF arrests resulting in prosecution increased somewhat, while the proportion decreased slightly for the other mixed urban/rural MEGs and task forces (Figure 22). As mentioned previously, in some years, the proportion of arrests resulting in a prosecution exceeded 100 percent. This is due to some slight differences in the timing of an arrest and the filings of charges, or could be due to charges, rather than defendants, being reported by the unit. In addition, some offenders have charges filed, and a subsequent warrant issued, without an arrest taking place.

**Figure 22**

**Percentage of Total HMTF and Other Mixed Urban/Rural MEGs and Task Force Drug Arrests Resulting in Prosecution**



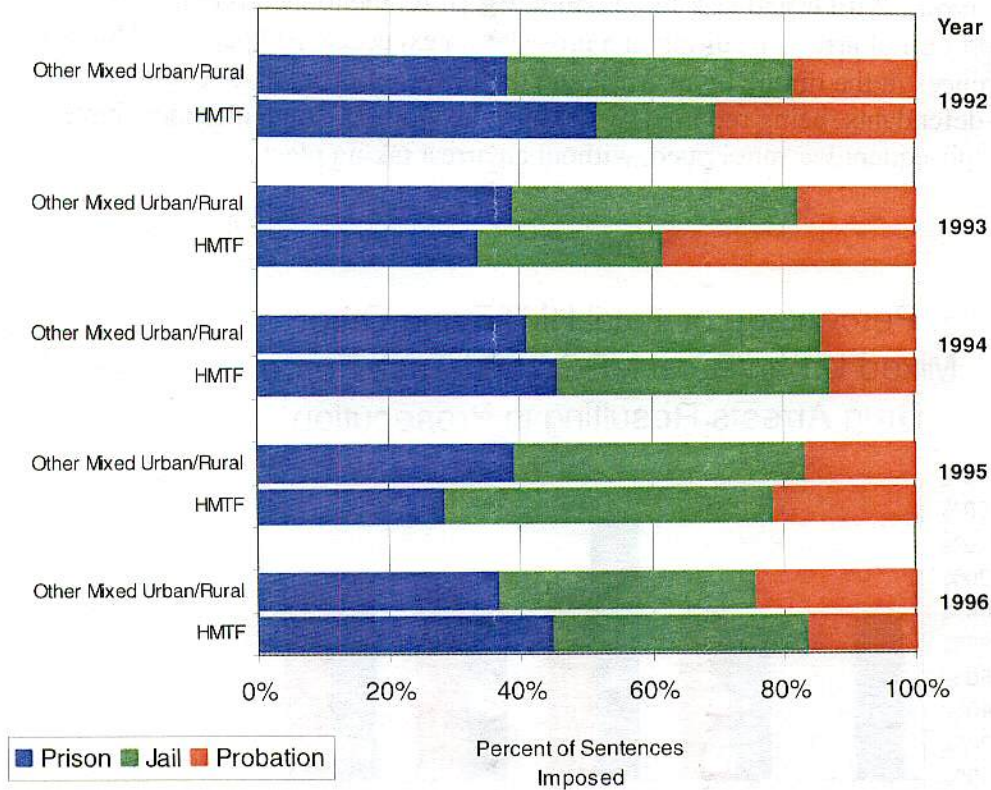
Source: ICJIA calculations using MEG/TF report data

\*Other mixed urban/rural data not available for 1992

Between 1992 and 1996, prison sentences accounted for the largest proportion of HMTF drug offenders convicted and sentenced, while probation sentences accounted for the largest proportion of felony sentences resulting from drug arrests in the other mixed urban/rural MEGs and task forces. During the same period, the proportion of HMTF drug offenders convicted and sentenced to prison increased from 45 percent in 1992 to 52 percent in 1996. The proportion of convicted HMTF drug offenders sentenced to probation increased from 16 in 1992 to 30 in 1996, while the proportion of sentences to jail decreased from 39 percent to 18 percent. The proportion of drug offenders convicted and sentenced to probation in the other mixed urban/rural MEG and task forces increased from 39 percent in 1992 to 43 percent in 1996. The proportion of convicted HMTF drug offenders sentenced to prison increased slightly between 1992 and 1996 from 37 percent to 38 percent, while the proportion of sentences to jail decreased from 24 percent to 18 percent (Figure 23).

**Figure 23**

**Sentences Imposed on Convicted HMTF Drug Offenders, by Sentence Type**

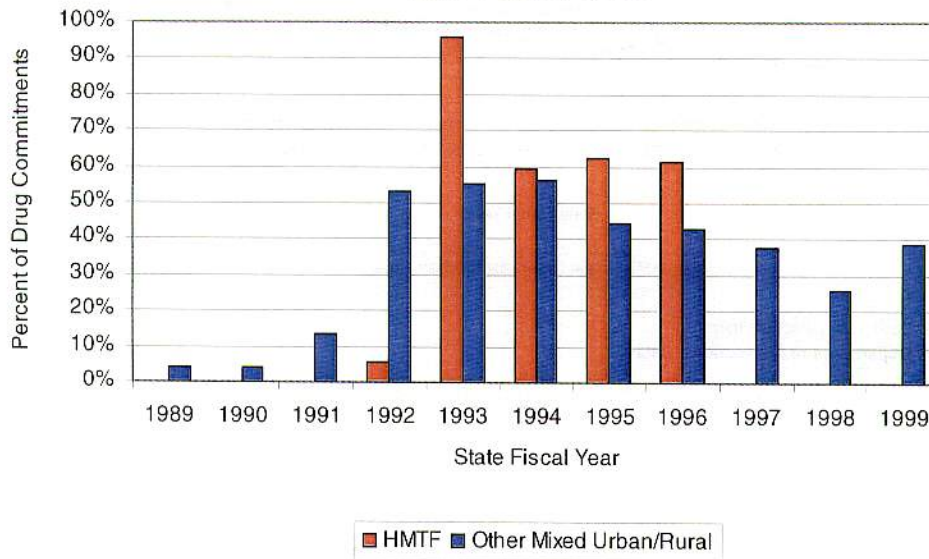


Source: ICJIA calculations using MEG/TF report data

Between state fiscal years 1992 and 1996, the proportion of prison sentences resulting from HMTF cases accounted for over one-half (57 percent) of all drug-law violators sentenced to prison from the two-county region where HMTF operated. The proportion of prison sentences increased from 6 percent in 1992 to 61 percent in 1996, with a period high of 96 percent in 1993. While prison sentences resulting from other mixed urban/rural MEG and task force cases accounted for one-half of all drug-law violators sentenced to prison from the regions where other mixed urban/rural MEG and task force operate, the proportion of prison sentences decreased from 53 percent in 1992 to 43 percent in 1996 (Figure 24). Thus, during the period analyzed, prison sentences resulting from HMTF cases accounted for a larger proportion of all drug-law violators sentenced to prison than those drug offenders from the regions where other mixed urban/rural MEG and task force operated.

**Figure 24**

Percentage of Drug Offenders Committed to IDOC by HMTF and Other Mixed Urban/Rural MEGs and Task Forces

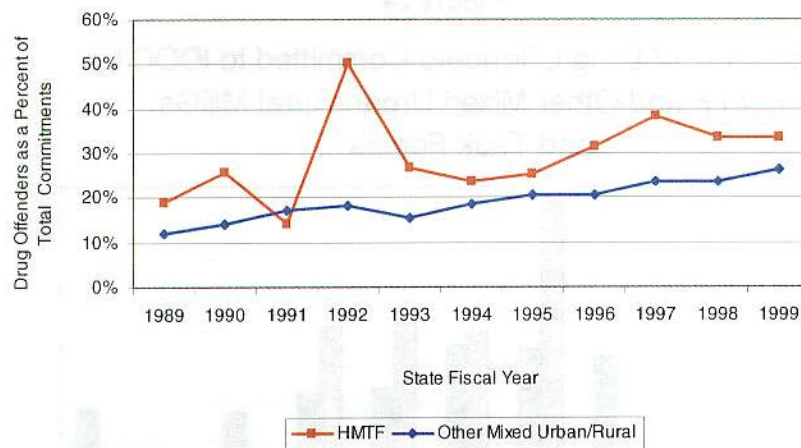


Source: ICJIA calculations using Illinois Department of Corrections' and MEG/TF report data

Between state fiscal years 1989 and 1999, drug offenders accounted for an increasing proportion of adults convicted and sentenced to prison from the regions covered by HMTF and the other mixed urban/rural MEGs and task forces. In 1989, drug offenses accounted for 19 percent of all commitments to IDOC from Henry and Mercer counties, compared to 33 percent in 1999. Similarly, drug offenses accounted for 12 percent of all commitments to IDOC from those regions covered by other mixed urban/rural MEGs and task forces, compared to 26 percent in 1999 (Figure 25).

**Figure 25**

**Drug Offenders as a Percent of Total IDOC Commitments from the Regions Covered by HMTF and Other Mixed Urban/Rural MEGs and Task Forces**



Source: ICJIA calculations using Illinois Department of Corrections' data



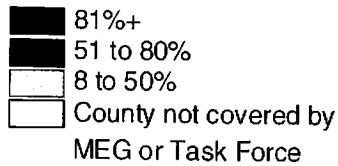


# V. Appendices

Map 1

1999 Percent of Illinois' County-level Population Covered by an Authority-funded Multi-jurisdictional Enforcement Group or Task Force

Percent of County Population Covered by MEG or Task Force



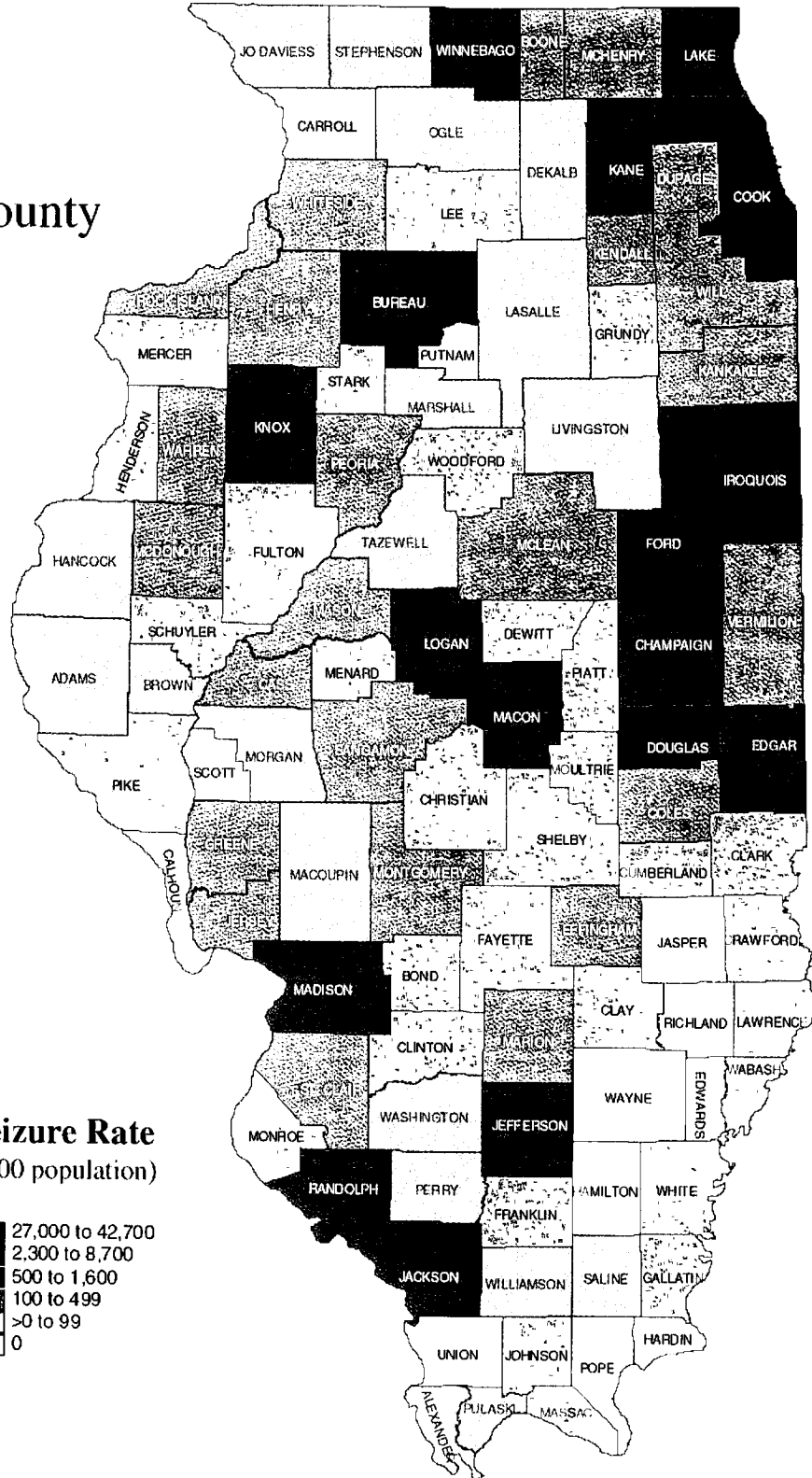
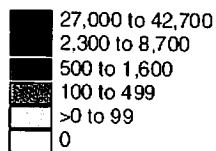
\* Shaded counties indicate that at least one law enforcement agency within the county participates in a MEG or task force



Map 3

# 1999 Illinois Cocaine Seizure Rates, by County

**Cocaine Seizure Rate**  
(rate per 100,000 population)



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U.S. Bureau of the Census.

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