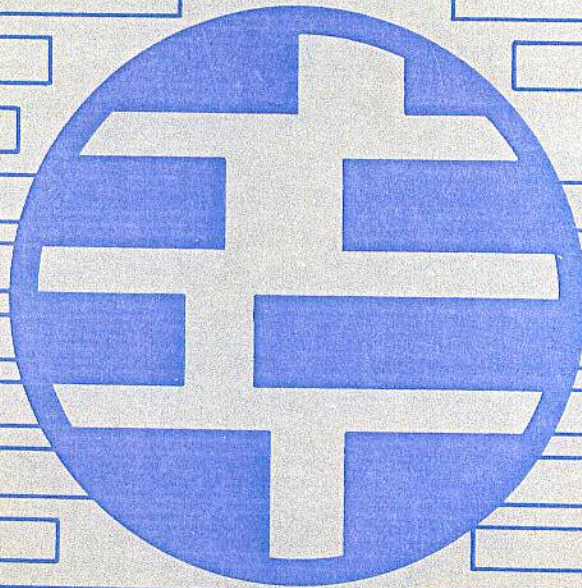


State of Illinois  
Statewide Drug and  
Violent Crime Strategy



**ILLINOIS  
CRIMINAL JUSTICE  
INFORMATION AUTHORITY**







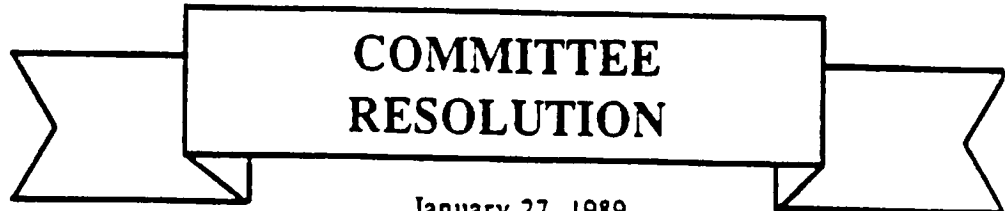
# ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY

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January 27, 1989  
BUDGET COMMITTEE RESOLUTION A (1989)

### Anti-Drug Abuse Act of 1988: Statewide Drug and Violent Crime Strategy

WHEREAS, Chapter 38, Paragraph 210-7 (k) of the Illinois Revised Statutes establishes the Illinois Criminal Justice Information Authority as the agency "to apply for, receive, establish priorities for, allocate, disburse and spend grants of funds that are made available...from the United States pursuant to the federal Crime Control Act of 1973, as amended, and similar federal legislation, and to enter into agreements with the United States government to further the purposes of this Act, or as may be required as a condition of obtaining federal funds"; and

WHEREAS, the Anti-Drug Abuse Act of 1988 authorized the Drug Control and System Improvement Grant Program; and

WHEREAS, pursuant to this Act, Governor James R. Thompson has designated the Authority as the State agency responsible for administering this program; and

WHEREAS, the Budget Committee, with the approval of the Authority, has named the following program areas as the focus of Illinois' Statewide Drug and Violent Crime Strategy:

**501(a)(2)** Multi-jurisdictional task force programs that integrate federal, state, and local drug law enforcement agencies and prosecutors for the purpose of enhancing interagency coordination, intelligence, and facilitating multi-jurisdictional investigations.

**501(a)(4)** Providing community and neighborhood programs that assist citizens in preventing and controlling crime, including special programs that address the problems of crimes committed against the elderly and special programs for rural jurisdictions.

**501(a)(8)** Career criminal prosecution programs including the development of proposed model drug control legislation.

**501(a)(9)** Financial investigative programs that target the identification of money laundering operations and assets obtained through illegal drug trafficking, including the development of proposed model legislation, financial investigative training, and financial information sharing systems.

**510(a)(11)** Programs designed to provide additional public correctional resources and improve the corrections system, including treatment in prisons and jails, intensive supervision programs, and long-range corrections and sentencing strategies.

501(a)(15)(A) Developing programs to improve drug control technology, such as pretrial drug testing programs, programs which provide for the identification, assessment, referral to treatment, case management and monitoring of drug-dependent offenders, enhancement of state and local forensic laboratories; and (B) Criminal justice information systems to assist law enforcement, prosecution, courts, and corrections organization (including automated fingerprint identification systems).

501(a)(19) Drug control evaluation programs.

WHEREAS, the Organizational Rules of the Authority delegate to the Budget Committee the oversight of grant award procedures; and

WHEREAS, after identifying State and local drug enforcement and violent crime needs by holding public hearings, analyzing relevant data, and consulting extensively with criminal justice leaders throughout the State, the Budget Committee has selected more specific program goals for Illinois' Drug Enforcement and Violent Crime Strategy;

THEREFORE BE IT RESOLVED, that the Illinois Criminal Justice Information Authority, adopts the following Statewide Drug and Violent Crime Strategy for federal fiscal year 1989:

### STATEWIDE DRUG & VIOLENT CRIME STRATEGY

	<u>FFY89</u>
<b>Administration</b>	
Local	\$ 313,863
State	166,637
<b>Grand Total Administration</b>	<b>\$ 480,500</b>
<b>Local Level Funding</b>	
501(a)(2) MEG/Task Force	\$ 677,120
501(a)(2) Multi-Jurisdictional Prosecution	1,347,643
501(a)(15) Local Crime Laboratory Upgrade	100,000
501(a)(11) Offender Services	200,000
501(a)(11) Evaluation	100,000
501(a)(15)(B) Serious/Violent Offender	400,000
<b>Grand Total Local</b>	<b>\$2,824,763</b>
<b>State Level Funding</b>	
501(a)(2) Technical Services	\$ 141,146
501(a)(15) State/Local Information Network	225,000
501(a)(15) State Crime Laboratory Upgrade	433,591
501(a)(11) Offender Services	500,000
501(a)(4) McGruff Drug-Related Crime Prevention Campaign	150,000
501(a)(9) Money Laundering	50,000
<b>Grand Total State</b>	<b>\$1,499,737</b>

BE IT FURTHER RESOLVED, that the Authority believes that the interests of the State will best be served if the limited funds available are primarily concentrated on the enforcement of state and, as appropriate, federal laws; further, that cases involving drug trafficking require more

resources and time and, therefore, pose the greatest problem for local law enforcement agencies. Additionally, the Authority believes multi-jurisdictional efforts are generally more productive than the efforts of jurisdictions acting independently and that independent, uncoordinated actions may even jeopardize the work of other agencies.

**BE IT FURTHER RESOLVED**, that the Budget Committee adopts the following four critical elements to be used in identifying those jurisdictions which, when compared with others in the state, have a greater need for funding:

Statistical documentation that a problem with drugs exists in the jurisdiction. This can be shown by arrest and prosecution data, tips or leads which have not been followed up because of insufficient resources, treatment admissions or waiting lists, and hospital emergency room incidents. Such information will be considered in light of the total population of the jurisdiction.

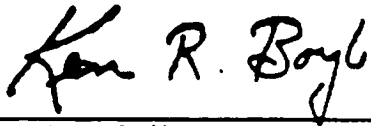
In general, priority will be given to programs which target the apprehension or prosecution of drug traffickers and which are willing to devote resources to developing conspiracy cases.

In general, priority will be given to programs which are multi-jurisdictional in nature.

The resources currently available to address the problem and ability to increase those resources to satisfy the match requirement of the law including a willingness to assume increased funding responsibility should federal funds be provided for more than one year.

**BE IT FURTHER RESOLVED**, that the Executive Director shall forward the Strategy to the Office of Justice Programs pursuant to the Authority's rules and regulations.

**ADOPTED** by the Illinois Criminal Justice Information Authority Budget Committee this 27th day of January, 1989.



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Committee Chairman

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## **Introduction**

### **Policy Board**

The Illinois Criminal Justice Information Authority is an agency of state government that serves as a forum for state, county, and local criminal justice officials and members of the private sector to identify and analyze criminal justice issues and to develop workable strategies and solutions. The Authority's mission is to improve the administration of justice by enhancing the information tools available to state and local criminal justice administrators and by convening key decision-makers to address problems that span a variety of criminal justice functions. With the passage of the State and Local Law Enforcement Assistance Act of 1986 the Authority, statutorily responsible for administering the Act in Illinois, also became the state's drug policy board. Given its unique composition and role in criminal justice in the state, the Authority is ideally suited for this responsibility. By statute, the Authority's membership includes four state, four county and two local officials as well as five members of the public. Seven members, virtually all the leading criminal justice office-holders in the state, serve on the Authority by virtue of their positions, while the other eight, including the chairperson, are appointed by the Governor. Sitting on the Authority are:

**Illinois Attorney General (or his designee)**

**Illinois Director of Corrections**

**Illinois Director of State Police**

**Director of the Illinois Office of the State's Attorneys Appellate  
Prosecutor**

**Sheriff of Cook County**

**Sheriff of a county outside of Cook**

**State's Attorney of Cook County**

**State's Attorney of a county outside of Cook**

**Chicago Police Superintendent**

**Police Chief of a municipality outside of Chicago**

**Five members of the public**

**The Authority is Illinois' drug and violent crime policy board.**

The Authority meets in open public hearings at least four times a year. When policy related to the drug strategy is discussed, the Authority invites the participation of the directors of Illinois Department of Alcoholism and Substance Abuse and the State Board of Education as well as the presidents of the Illinois Association of Chiefs of Police, the Illinois Sheriff's Association, and the Illinois State's Attorney's Association. Thus the Authority's policy not only takes into account the perspective of the criminal justice system but the education and treatment communities as well. Most recently policy level dialogue has also begun with the Administrative Office of the Illinois Courts. As this relationship develops it is expected that the Authority will also be able to consider the point of view of the judiciary as well.

In addition to its role as Illinois' drug policy board the Authority administers a variety of programs:

**Information systems.** The Authority designs, develops, and operates computerized information systems for law enforcement agencies, prosecutors' offices, correctional facilities, and other criminal justice agencies.

**Research.** The Authority studies relevant crime problems and trends, develops statistical methodologies for analyzing criminal justice data, and shares its findings with policymakers, researchers, and the public.

**Federal assistance programs.** The Authority develops and administers program strategies for using federal funds earmarked for criminal justice improvements, assistance to crime victims, and enforcement of drug laws in Illinois.

**Information laws and policies.** The Authority advises the Governor and the General Assembly on legislation and policies affecting criminal justice information, particularly the use of criminal history records.

**Data quality.** The Authority monitors the operations of the state central repository for criminal history records and audits this and other criminal justice databases in the state for data accuracy and



completeness; the Authority also serves as the sole official body for deciding administrative appeals by citizens who have challenged the accuracy of their state criminal history records.

**Individual privacy rights.** The Authority oversees the security of criminal history record information in Illinois and works to protect the constitutional rights and privacy of individuals about whom criminal history information has been collected.

**Technical assistance.** The Authority operates a criminal justice information clearinghouse for responding to requests from government officials, citizens, researchers, and the news media; the agency also provides technical help to public and private organizations that are developing information systems, research projects, and other programs related to criminal justice in Illinois.

**Crime prevention.** The Authority operates a statewide public information campaign that provides citizens and public officials with how-to information about preventing crime and organizing local crime prevention activities.

**Criminal Justice  
Participation and  
Public Comment**

The Authority is committed to assuring that Illinois' drug control strategy reflects the interests and concerns not only of those state and local officials whose duty it is to enforce the drug and criminal laws and to direct the administration of justice within Illinois but also the views of citizens and neighborhood and community groups as well. To that end the Authority has conducted public hearings and has planned a number of measures to assure opportunity for comment on any strategy proposed to the Department of Justice.

**Public Hearings**

Three days of public hearings on the Anti-Drug Abuse Act of 1988 were held in December, 1988. More than 1,500 notices of the hearings were sent to members of the Illinois General Assembly, state agency directors, police chiefs, sheriffs, state's attorneys and other county officials, mayors or village presidents, community groups, and social



service agencies throughout Illinois. (See Appendix A) Additionally, directors of all criminal justice associations and the leadership of the Illinois General Assembly were personally notified of the hearings by the Authority's director. Notice of the hearings was also posted in the newspaper designated for such announcements. Press releases announcing the hearing were sent to newspapers and radio and television stations throughout the state.

**Public and  
Legislative Review**

The strategy itself will be discussed at an open meeting of the Authority prior to its approval and submission to the Department of Justice. Those who are unable to attend that meeting will be notified of their opportunity to read and comment on the strategy via newspaper articles and posting in the state newspaper. A summary of the strategy will also be prepared and distributed to all police chiefs, sheriffs, state's attorneys, state agency directors, witnesses at the hearings and others on the Authority's mailing list either prior to or concurrent with the submission of the strategy to the Department of Justice. A full copy of the strategy will be submitted to Illinois' "Single Point of Contact" as required by Executive Order 12372. Copies will also be duplicated and submitted to the state legislature immediately upon approval by the Authority. State libraries also receive a complete copy of all Authority publications.

## Section I. Overview of the State

### Nature and Extent of the Problem

Illinois, like a number of other states, has a major population center which is home to more than half its 11.5 million residents. Chicago alone has a population of in excess of three million while the remainder of Cook and the four other adjacent counties boast of more than four million additional residents. The remaining four and a half million residents of the state are disbursed among ninety-seven downstate counties which range from 3,300 to 250,000 in population. Thus Illinois has both urban and rural regions with different needs which call for different interventions.

Since Chicago accounts for one third of the state's population, it is singled out for data analysis in the remainder of this section. Graphs showing patterns of arrest activity for the state's metropolitan counties, as well as a table comparing counties by size with drug offense activity, are included in Section III.

### Drugs Available Within Illinois

While statewide data are not available on drugs available within Illinois, the June, 1988, Community Epidemiology Work Group epidemiology does provide an overview of key abused drugs in Chicago for 1987:

#### *Cocaine*

Epidemic levels of health consequences resulting from cocaine abuse appear to have continued as the number of "mentions" of cocaine by persons treated in area emergency rooms practically doubled for each of the past three years. Additionally cocaine accounted for 18 percent of the treatment admissions to public programs through 1986, a ninefold increase over 1978.

High-quality cocaine continues to be available in the Chicago area at declining prices; kilograms of cocaine have dropped to \$20,000 while ounce prices are as low as \$1,100 and street-level grams can often be purchased for less than \$80. Interestingly, crack has still not shown a

significant impact.

*Heroin and  
Morphine*

Increasing numbers of people continue to seek emergency room (ER) treatment for heroin or morphine. Mean quarterly ER mentions rose from 138 to 191 to 249 in 1985, 1986, and 1987, respectively. In contrast, treatment admissions have held steady, though this may be attributable to a stable number of treatment slots for people with heroin and morphine problems. While low-purity Mexican mud is still most common, reports of black tar have increased and, for the first time, high-quality Nigerian white appears to be available with limited networks. Ounce prices range from \$900 for brown heroin, to \$1,600 for black and \$6,000 for white.

*Marijuana*

There has been a dramatic increase in the number of people seeking emergency room assistance for marijuana; Mean quarterly ER mentions have risen from 81 to 115 to 156 in 1985, 1986, and 1987, respectively. Treatment admissions rose during that same period as well.

Prices are reported to be at an all-time high: Columbian is selling for \$135 per quarter-ounce, sinsemilla at \$50-\$60, skunk weed at \$60-\$70, and exotic strains for \$80 to more than \$100.

*Stimulants*

Treatment admissions for stimulants declined by half: from 6 percent all 1982-1984 admissions to 3 percent of all 1985-1986 admissions.

*Sedatives and  
Hypnotics*

Pharmaceutical depressants are frequently used in combination with other drugs. As a result treatment admissions for primary depressant dependence typically account for a small proportion of admissions.

Street prices for a 10-milligram diazepam pill range from \$1 to \$2.50. Methaqualone combined with diphenhydramine continues to be plentiful at \$10 a pill. Barbiturates and ethchlorvynol have been more limited at \$5-\$7 apiece.



*Hallucinogens*

PCP ranks third in mean quarterly ER mentions, having steadily increased from 75 to 134 to 164 between 1985 and 1987. There are street reports of widespread smoking of joy sticks and some snorting and injection.

LSD mentions have also increased steadily from 7 in 1983 to 22 in 1987. Treatment admissions during that period declined however. Small tablets or microdots sell for about \$5 each.

The designer drug MDMA (ecstasy) has been reported among both middle-class and working-class users. At \$15 per dose it is seen by some as a less expensive alternative to cocaine.

Drug  
Transportation

Information provided by the Illinois State Police and local multi-jurisdictional enforcement units indicates that controlled substances come to Illinois from a number of countries by way of a variety of routes. While Mexico is the primary source of heroin, Central and South America appear to supply most of the cocaine in the state. Marijuana is both "imported" and grown in the state. Last year more than 75,000 marijuana plants were destroyed by Illinois' Operation Cash Crop. Chicago's O'Hare International Airport continues to be a major port for drug traffickers - both those dealing in Illinois as well as those distributing their goods to other parts of the country. Similarly police in the downstate area report stops of traffickers driving supplies of drugs from Florida north via one of the interstates. Unfortunately while some data are available describing the amount of drugs seized in Illinois (See Data Summary Forms) there is no way of estimating the actual flow of drugs into or through Illinois.

While almost all of the cocaine, heroin and marijuana consumed in Illinois is obtained from other countries it is likely that a large proportion of the pharmaceuticals consumed in the state are legally manufactured. In Illinois in 1987, 215 thefts or robberies of prescription drugs were reported, 45.5 percent of which were from pharmacies. In these thefts, 389,951 dosage units of narcotics, 144,712

dosage units of depressants, and 32,772 dosage units of other prescription drugs were stolen.

## Patterns of Usage and Crime

Drugs are connected with crime in many ways. First, trafficking in and possessing illegal drugs are themselves crimes. Second, many believe that abusers of illegal drugs commit other types of crime - robberies, burglaries, thefts - that are associated with drugs but do not result in drug charges per se. Although it is impossible to tell how many drug users commit crimes - since it is impossible to know how many people are abusing drugs - efforts are being made to discover what percentage of the people who commit crimes are abusing drugs.

The Drug Use Forecasting (DUF) system, a national data system for tracking drug use trends among arrestees is one such program. Voluntary drug testing among male arrestees in Chicago, one of 21 DUF test sites, indicates that the majority of male arrestees test positive for drugs.

In January 1988, of the 218 male arrestees who submitted urine samples, 75 percent tested positive for any drug, including marijuana, and 61 percent tested positive for any drug, excluding marijuana. In May 1988, the percentage who tested positive for any drug, including marijuana, increased to 81 percent, and the percentage who tested positive for any drug, excluding marijuana, increased to 65 percent. In May 1988, 57 percent of male arrestees who participated tested positive for cocaine, 16 percent tested positive for opiates, 48 percent tested positive for marijuana, and 16 percent tested positive for PCP.

Drug possession was the top charge at time of arrest for more than one-fourth of the arrestees tested. However, of those arrested for burglary, 91 percent tested positive for any drug; of those arrested for robbery, burglary, or stolen property, approximately 60 percent of arrestees in each category tested positive for any drug.

Because DUF cannot measure the motivations of arrestees, it does not show exactly how drugs affect criminal activity. What it does

demonstrate is that the majority of the people entering the criminal justice system in the test cities have recently used drugs. In other words, DUF provides solid evidence of the magnitude of drug abuse among offenders.

Data from enforcement departments continue to show that cocaine is more common in the more urban areas of the state while marijuana is more evident in rural areas. Fortunately, crack has not as yet emerged as a major problem in Illinois.

According to the Department of Alcoholism and Substance Abuse, of the 8,409 persons admitted for treatment in FY87:

- o 70 percent were male;
- o 20 percent were under 17 years old;
- o 40 percent were black, 6 percent were hispanic and 53 percent were white;
- o 45 percent were self-referred and 30 percent were referred by a criminal justice agency; and
- o 25 percent were served in a residential setting; average length of stay was 96 days.

These data are consistent with those from FY86.

#### Drug Distribution Networks

No one doubts that networks are established to facilitate the distribution of drugs - within this country, within Illinois, in our cities, even in our neighborhoods. Identifying the members of those networks however is another matter. Law enforcement in Illinois has had considerable success tracing the lines of distribution of drugs. In the past year the patience and painstaking efforts of numerous local and state authorities have yielded encouraging results. For example, a seven-month investigation in three rural counties ended this past spring when more than 200 officers from 22 police departments arrested more than 100 individuals. Those apprehended ranged from small-time drug dealers to large volume drug distributors. Another investigation built on information provided by informants, resulted not only in 25 co-conspirators being taken into custody but the identification of assets



valued at more than \$20 million. But such investigations, those which disrupt the trafficking of drugs in a particular market or a network of markets, are time-consuming and difficult to pursue. They also require the support and cooperation of law enforcement officials at the federal, state and local levels. To date, Illinois has experienced good cooperation among diverse jurisdictions. Joint investigations with either the U.S. Drug Enforcement Administration or Customs alone resulted in 456 arrests in 1987.

**Role of Organized  
Crime, Ethnic  
Groups, Gangs in  
Drug Trafficking**

The extent to which organized crime groups, ethnic groups or gangs may be involved in drug trafficking is not information law enforcement intelligence officers in Illinois are willing to make public. Media reports suggest that motorcycle gangs have been involved in distributing drugs statewide. Newspapers in Chicago also have reported, as recently as January 1989, incidents of violence in public housing which have been linked to control of drug trade in particular buildings; data suggest however that the leaders of these gangs are, according to Illinois law, adults. The common notion that youngsters are routinely involved in selling or carrying drugs is not supported by police reports.

**Nature, Amount  
and Causes of  
Violent Crime**

Although violent crimes tend to receive the most public attention, in Illinois they are clearly outnumbered by property crimes. Between 1972 and 1987, the number of reported property crimes in the Crime Index exceeded the number of reported violent crimes by more than 8-to-1. In recent years, from 1984 through 1987, the difference was about 6-to-1, while other years, particularly in the late 1970s and early 1980s, it was as high as 10-to-1.

Of the four violent index crimes, the most common in Illinois are robbery and aggravated assault. In 1987, these two crimes made up 93 percent of all violent crimes reported in the state. Murder and sexual assault accounted for the remaining 7 percent.

For each type of violent crime, the patterns over time since 1972 have been different. Both robbery and aggravated assault increased slightly

in the early 1970s, but declined in 1975, 1976, and 1977. Robbery then leveled off until the statewide total increased dramatically in 1983, 1984, and again in 1986 to a high of 37,565. In 1987, robbery decreased again by 3 percent.

Aggravated assault generally increased after 1977, interrupted only by a temporary decline in 1981. As with robbery, there was a large increase in reported aggravated assaults in 1983, 1984, and 1986. From 1986 to 1987, however, aggravated assault totals remained stable. For both crimes, the increases in 1983 and 1984 were due largely to changes in the Chicago Police Department's crime-reporting practices. Although the 1986 increases were unexpected, and may indicate an increase in the actual occurrence of robbery and aggravated assault in Illinois in that year, this increase did not continue in 1987.

The number of reported murders and sexual assaults also fluctuated during the 16-year period. After increasing 19 percent in 1973 and another 14 percent in 1974, murder in Illinois declined through 1977. The annual total gradually rose again through 1982, but then generally decreased in 1982. Murder totals have hovered around 1,000 from 1982 through 1987, between a high of 1,072 in 1983 and a low of 935 in 1985. As a serious offense that traditionally has been accurately reported, murder was not affected by the reporting changes in Chicago.

Like murder, reported sexual assault in Illinois increased in both 1973 and 1974. It then declined over the next three years, increased again in the late 1970s, and decreased from 1980 through 1982. Between 1983 and 1986, however, the number of reported sexual assaults in the state increased dramatically. Two factors probably played a large part in this trend: the Chicago reporting changes and the enactment on July 1, 1984, of sweeping changes in Illinois sexual assault laws. Besides adding new offenses to the category of sexual assault, the 1984 changes in the law also generated more publicity about the crime. Law enforcement officials were trained in how to record sexual assaults under the law, and advocacy and police organizations that encourage victims to report sexual assaults and to testify against sex offenders became more influential and successful. By 1986, however, the two

reporting changes were probably not major factors in the 10 percent increase in reported sexual assaults that occurred that year. The 1987 total (5,952) was almost identical to the 1986 level (5,950).

A substantial majority of the violent crimes reported in Illinois take place in Chicago. In 1987, for example, Chicago accounted for about 26 percent of the state's population, but more than 73 percent of all violent offenses reported statewide occurred in the city. As a result, statewide violent crime trends are largely determined by offense patterns in Chicago. This influence is particularly striking in the statewide totals for 1983 and 1984, the years immediately following the Chicago Police Department's reporting changes. According to one study, these reporting changes affected most types of violent crime, except for murder and armed robbery with a firearm. The result was a 51 percent jump in the number of violent offenses reported by Chicago police between 1982 and 1983. In 1984, the first full year the reporting changes were in effect, the violent offense total was 132 percent higher than the 1982 figure. Because violent crime totals for the entire state are driven largely by Chicago figures, the statewide total also increased dramatically in 1983 and 1984. Compared with the 1982 figure, the number of violent crimes reported statewide was one-third higher in 1983 and 65 percent higher in 1984. However, the 1986 increase in violent crime occurred in all of Illinois, not just Chicago, which indicates that this increase was not due solely to Chicago's reformed reporting procedures.

Chicago clearly accounts for the majority of violent crime reported in Illinois. But the city also is home to more than one-quarter of the state's population and has over 20 times more people than Rockford, the state's second largest city. If population is accounted for, violent crime is still more frequent in Chicago and other large metropolitan areas of Illinois than in the state's smaller jurisdictions.

To measure the relative frequency of violent crime in jurisdictions that have different population characteristics, crime rates must be used. Crime rates as used in this context measure the per-capita amount of reported crime in a community, or group of communities, by



calculating the number of crimes for every 100,000 people. For this report, crime rates were calculated for four different types of jurisdictions in Illinois: Chicago; other large municipalities; small municipalities, which include all other incorporated cities and towns; and rural areas, which include those unincorporated parts of the state that fall under the jurisdiction of county sheriffs offices. Comparing annual crime rates in these four types of jurisdictions suggests that the size of the jurisdiction is directly related to violent crime rates: the greater the population density of an area, the higher its violent crime rate. In every year between 1972 and 1987, Chicago had the highest violent crime rate in the state - in many years, there were more than 1,000 reported violent crimes for every 100,000 city residents. Second-highest violent crime rates were found in other large municipalities, followed by smaller cities and towns and then rural areas. These figures also provide dramatic evidence of how reporting changes in Chicago drove up the state's overall violent crime rate after 1982. Violent crime rates in the other three types of jurisdictions changed very little between 1982 and 1986, while the reported rate in Chicago more than doubled.

#### **Current Efforts**

Illinois has adopted a multi-faceted approach to the drug problem. Like the National Drug Strategy, Illinois has sought to both reduce the supply of illegal drugs and eliminate the demand for illicit drugs. Thus efforts focus on enforcement of existing laws, treatment of those who use drugs and education of both users and non-users to alert them to the hazards of drug use and promote positive alternatives to drugs.

#### **Law Enforcement**

The National Drug Strategy recognizes that "(A)s long as Americans are willing to pay for illegal drugs, someone will undertake the considerable risk involved in meeting that demand." Therefore "...there is still a pressing need to maintain law enforcement and other programs designed to reduce the supply of drugs. Effective law enforcement action, against those who profit from drugs and against those who use drugs, protects our society, weakens the drug traffickers, and facilitates demand reduction. Success in drug law enforcement impacts on the

drug trade and increases the perception of risk associated with drug-involved behavior, which will deter some potential users and traffickers."

The following agencies enforce state and federal drug laws in Illinois:

**Local law enforcement agencies** - both municipal police and sheriffs' departments. These agencies generally enforce Illinois drug laws as they come across violations of them in their daily work or in connection with other crimes. Large agencies, such as the Chicago, Waukegan and Peoria police departments, may have specialized narcotics units that conduct investigations within the department's jurisdictional boundaries.

**Illinois State Police** - ISP's Division of Criminal Investigation (DCI) conducts investigations of drug law violations statewide. Both ISP and local law enforcement agencies frequently cooperate in drug investigations that cross jurisdictional boundaries or that require more resources than one agency could afford. Cooperative drug law enforcement between ISP and local law enforcement agencies has been institutionalized in many areas of the state in the form of task forces and metropolitan enforcement groups.

**Task Forces** - Task forces are formed by local units of government that want to combine resources with ISP to combat drug trafficking and abuse. Each participating local law enforcement agency contributes personnel to the task force, which is directed by a DCI special agent. A policy board consisting of an elected official from each participating community and the chief officer of each participating law enforcement agency oversees the work of the task force. Although Illinois' drug task forces are not required to restrict their activities to drug law enforcement, most do. There are currently nine drug law enforcement task forces operating in a total of 34 Illinois counties.

**Metropolitan Enforcement Groups** - MEGs are formed and structured in the same way as task forces, but, unlike task forces, are specifically

authorized by state statute, funded in part by the state legislature, and required by law to restrict their activities to drug law enforcement. Currently, 10 MEGs are operating statewide.

**Federal Agencies** - Several federal agencies, including the Federal Bureau of Investigation and U.S. Customs Service, are involved in enforcing federal drug laws. But by far the most active federal agency in drug law enforcement is the Drug Enforcement Administration, a division of the Department of Justice. The DEA is responsible for national and international drug investigation and intelligence gathering, and for obtaining cooperation between federal, state, and local agencies in drug law enforcement operations.

When federal, state, and local agencies cooperate in an investigation, charges may be filed under federal or state laws or both, depending on the type of case, on what agency initiated the investigation, what the evidence shows, and under what charges the heaviest sanctions could be brought.

Most drug offenses in Illinois are violations of either the Cannabis Control Act - which prohibits growing, dealing in, or possessing marijuana - or the Controlled Substances Act - which prohibits manufacturing, possessing, or trafficking in other illegal drugs, such as heroin and cocaine. Illinois also has various other laws prohibiting other drug-related activity, such as the illegal sale or possession of hypodermic needles.

In 1987, 32,318 people were arrested in Illinois on drug charges under these Illinois laws. By far the largest number of arrests in Illinois since 1975 have been under the Cannabis Control Act. The number of people arrested for violations of the act has since fluctuated around 20,000 a year from 1980 through 1987.

While the number of people arrested on cannabis charges appears to be holding relatively steady, the number of people arrested under the Controlled Substances Act and the number arrested under other drug laws have been steadily rising since 1982. The number of controlled

substance arrests in Illinois rose 70 percent over the past six years, from 9,050 in 1982 to 15,419 in 1987. And the number of other drug arrests rose 126 percent in the same period, from 231 in 1982 to 523 in 1987.

Just as the number of arrests for controlled substance offenses has grown in recent years, so has the number of arrests for delivery of drugs. Until 1986, the number of arrests for possession of drugs was more than four times the number of arrests for delivery. Between 1986 and 1987, however, the number of arrests for delivery rose more than 88 percent to 10,824, slightly less than half the number of arrests for possession. The jump in arrests for delivery was greatly influenced by a sharp increase in arrests for delivery of cannabis in 1987. Arrests for possession of controlled substances, on the other hand, increased 38 percent between 1986 and 1987, but there was a 22 percent decrease in arrests for possession of cannabis.

Most drug arrests in Illinois are made in Chicago - and the number of drug arrests in Chicago has increased dramatically since 1981. Drug arrests in the collar counties and the rest of the state, on the other hand, have decreased overall since 1981. In 1987, drug arrests in Chicago accounted for two-thirds of all drug arrests in the state.

Since 1981, the number of drug arrests in Chicago has increased 64 percent, from 15,181 in 1981 to 24,945 in 1987. Between 1981 and 1987, drug arrests decreased 10 percent in the collar counties and almost 20 percent in the rest of Illinois, but have remained relatively stable in recent years.

In February 1988, the Chicago Police Department began a citywide program to interrupt street-level drug activity. Under the Street Narcotics Impact Program (SNIP) undercover police officers make controlled drug purchases from local drug dealers, which then become evidence for arresting and convicting the dealers. SNIP, which is run by the department's Patrol Division in cooperation with the Narcotics Division, focuses on "small-time" dealers in various Chicago communities where drug dealing is particularly rampant.

The commander of each police district in Chicago determines which areas in the district need additional narcotics enforcement. Undercover patrol officers from SNIP are assigned to these areas to make narcotics purchases. When enough evidence has been collected (usually within a month or so) search warrants are issued and the targeted dealers in the area are arrested.

During one three-month period in 1988, SNIP officers made 50 arrests and seized nearly 9 kilograms of cocaine, heroin, and marijuana - estimated to be worth nearly \$1.3 million on the street.

The U.S. Drug Enforcement Administration (DEA) focuses its efforts on more serious drug crimes - drug delivery (in most cases a more serious crime than drug possession) and crimes involving controlled substances (in most cases a more serious crime than involving cannabis). In every year since 1980 the DEA has made far more arrests for controlled substance crimes than for cannabis crimes, and in recent years the number of DEA arrests for controlled substances has increased dramatically. In 1984, the DEA made 423 arrests in Illinois for crimes involving controlled substances - nearly 10 times the number of DEA arrests for cannabis. By 1987, DEA arrests for controlled substances had increased 84 percent to 777 arrests - more than 17 times the number of DEA arrest for cannabis that year.

Similarly, DEA arrests for delivery of drugs have been higher in every year since 1980 than arrests for possession, although both have increased in recent years. In each year between 1984 and 1987, arrests for delivery were twice the number of arrests for possession. During those four years arrests for possession increased 81 percent to 273 arrests in 1987 and arrests for delivery increased 74 percent to 549 in 1987. The DEA was involved in 446 cooperative arrests with state and local law enforcement agencies in 1987.

To stop the smuggling of drugs into Illinois by air, land, and water, ISP, the Chicago Police Department, and the DEA started Operation Valkyrie in 1985. Law enforcement officers from the three agencies are trained to identify the characteristics of a typical drug trafficker



when making routine traffic stops or conducting other business.

Between 1985 and 1987, officers participating in Operation Valkyrie arrested 155 suspected drug smugglers and seized approximately 4,460 pounds of marijuana and 26 pounds of cocaine being smuggled into Illinois. The amount of cash seized through Operation Valkyrie was \$48,989 in the first year of the program and increased to \$266,898 in 1987.

Operation Cash Crop is a joint effort by ISP and the DEA to suppress traffic in locally cultivated marijuana by detecting and destroying domestically grown and wild marijuana plants in Illinois. Between 1983 and 1987, the program led to 297 arrests and the destruction of more than 2 million marijuana plants.

In 1986 nearly 1.2 million marijuana plants were destroyed, including 1.15 million wild plants. The total number fell sharply in 1987 to slightly less than 80,000 plants, indicating perhaps the success of the program's effort to eradicate wild marijuana in previous years. The peak year for the destruction of cultivated marijuana was 1984, when almost 64,300 plants were destroyed. The numbers were substantially lower in 1985 and 1986, but rose again in 1987 to 40,362 cultivated plants destroyed.

ISP assigns about 50 officers to Operation Cash Crop. The operation involves flying over fields to spot marijuana or pursuing tips that citizens phone in to ISP's toll-free hotline. Callers are guaranteed anonymity and can receive rewards of up to \$1,000.

#### Prosecution

Because there is no central, statewide repository of information about case filings for specific offenses, describing trends in felony drug case filings or even a "snapshot" of activity for a particular time period, for the state as a whole is not possible. Data are available however for Cook County where the number of felony drug cases filed and the number of defendants charged increased almost steadily between 1978 and 1987. Overall, felony drug case filings increased 140 percent during this period, from 1,856 in 1978 to 4,455 during the first 11

months of 1987. At the same time, the number of defendants charged with felony drug violations in Cook County increased from 2,044 in 1978 to 4,413 in the first 11 months of 1987 - a 116 percent rise. As a percent of all felony cases filed in Cook County, drug indictments and informations have also increased in recent years, ranging between 12 and 16 percent between 1978 and 1982, rising to 18 percent in 1983, decreasing to 16 percent in 1985, then increasing to 18 and 20 percent in 1986 and 1987 respectively.

## Courts

Analyzing exactly what happens to drug cases that are tried in Illinois courts is difficult because just as there are limited data about the filing of drug cases, there is no statewide, central repository for information about the dispositions of those cases either. Information about the sentences imposed on drug offenders in Illinois is also limited. Available statistics from various agencies which specialize in drug law enforcement do show two important trends however; the number of convictions has generally increased in recent years, and convictions continue to outnumber acquittals by a large margin. For example, between 1980 and 1987, Illinois courts decided 6,451 felony drug charges resulting from arrests made by the Illinois State Police (ISP) and the state's drug law enforcement task forces. Of these, 6,319 charges, or nearly 98 percent, resulted in convictions, while 132, or about 2 percent, ended in acquittals. Another 1,975 charges were dismissed. The annual number of ISP-initiated convictions more than tripled over the eight-year period, from 463 in 1980 to 1,402 in 1987. The number of acquittals per year ranged from six to 34. Conviction rates were similar, 98 percent for defendants prosecuted following arrest by the state's Metropolitan Enforcement Groups. Over the past three years, MEG-initiated convictions increased 28 percent, reaching 860 in 1987.

Similarly, available ISP data also show that, throughout the 1980s, felony convictions for drug delivery offenses have outnumbered convictions for possession offenses. Furthermore, the number of delivery convictions has grown dramatically during this decade, while convictions for possession have generally increased but not nearly as sharply. These trends are not surprising, since ISP and the state's drug

task forces tend to focus on the larger, drug distribution cases. But the numbers are important in showing the increased law enforcement emphasis on delivery crimes in recent years.

#### Corrections

Available data also indicate that the number of felony drug offenders being sentenced to prison has been substantially higher in the last few years than it was in the early 1980s. Between 1983 and 1987, admissions to the Illinois Department of Corrections (IDOC) for drug offenses more than doubled, reaching 1,066 in 1987. In 1983, drug offenders made up fewer than 6 percent of all prison admissions by the courts in Illinois, but in 1987 they accounted for more than 11 percent.

Not only has the number of admissions to Illinois prisons for drug offenses increased dramatically in recent years, the proportion of these admissions comprising the most serious drug offenders has grown as well. Between 1983 and 1987, the most serious drug offenders - those convicted of Class X drug crimes - accounted for the largest rise in admissions among drug offenders, an increase of 269 percent.

In each year the less serious, Class 4, drug offenders accounted for the largest proportion of admissions to IDOC for drug crimes. Still, the proportion of admissions to IDOC made up by Class X drug offenders grew the most overall during this period. Class X offenders accounted for 13.5 percent of all drug offenders admissions in 1983, but more than 23 percent in 1987. In contrast, the proportion of admissions comprising the less serious drug offenders generally declined, except among Class 2 offenders. Class 4 offenders accounted for 27 percent of felony drug admissions in 1987, versus 29 percent in 1983; Class 3 offenders, 12 percent in 1987, versus 28 percent in 1983; and Class 1 offenders, 12 percent in 1987, versus 13 percent in 1983. The proportion of drug admissions comprising Class 2 criminals rose from 17 percent to 26 percent during this period.

On June 30, 1988, the most serious offenders - those convicted of Class X and 1 felonies - made up 55 percent of all drug offenders in prison. Thirty-eight percent of all drug offenders on that date were convicted

of Class X crimes.

Treatment

Consistent with the National Drug Strategy, Illinois' treatment efforts also are aimed at detecting drug use and intervening to assist the user in becoming drug-free and improving treatment for those drug users who require it. In Illinois this charge has been given to the Department of Alcoholism and Substance Abuse (DASA).

The goal of the state's treatment system is to have the capacity to serve 15 percent of the estimated prevalence population. This would translate to a capacity to treat approximately 64,790 adults and 3,456 youth on a yearly basis through both public and private sources. From public sources, it is projected that Illinois needs a drug treatment capacity to serve 42,100 adults and 2,250 youth each year.

The Illinois system has been able to provide services to the following numbers of individuals:

	FY85	FY86	FY87	FY88	FY89 (est.)
Youth (under 18)	1,649	1,458	1,648	1,530	1,485
Adult	8,074	6,706	6,873	6,970	6,765

Analysis of admissions data supports concern for treatment continuum flowthrough. Flowthrough from residential rehabilitation programs to less restrictive, less costly halfway house programs are also impaired by lack of funds.

At the present time, 18 percent of all AIDS cases in the country are Intravenous Drug Users (IVDUs); in Illinois the figure is 13 percent and increasing. A conservative estimate of the number of IVDUs in Illinois is between 85,000 and 100,000. The percentage who are infected with the HIV virus is unknown. In New York City the percentage is over 50 percent. Chicago, while it is certainly substantially below New York City, is by implication certain to experience substantial increases. This potential increase in HIV seropositivity and potential AIDS cases has

placed additional burdens on the substance abuse treatment system as it seeks to provide additional services with limited resources. In all, DASA estimates that an additional \$5.2 million in treatment services funds are needed to contain the spread of HIV infection in this population.

In Illinois, Treatment Alternatives to Street Crime (TASC) Inc., a not-for-profit agency headquartered in Chicago, serves as a liaison among the criminal justice system, the substance-abusing offender, and the state's network of treatment programs. TASC's goals are to identify substance-abusing offenders entering the criminal justice system, to evaluate and refer eligible offenders to appropriate treatment programs, to monitor their performance, and to report back to the criminal justice system on the offenders' progress.

Begun in 1976 as a demonstration project for opiate abusers in Cook County, TASC has grown to include services for all types of substance-abusing adults who are under the jurisdiction of Illinois' courts. The agency currently has 12 offices covering nine regions throughout the state.

The number of substance-abusing offenders handled by TASC has increased steadily since the early 1980s. Between 1982 and 1987, the number of drug-abusing offenders screened by TASC increased 58 percent; the number found eligible for treatment increased 73 percent; the number accepted, 33 percent; and the number actually placed in treatment, 70 percent.

But despite the fact that more drug-abusing offenders are being placed in treatment every year, concurrent increases in the number of people screened, found eligible, and accepted for treatment have resulted in a sharp rise in the number of drug-abusing offenders awaiting placement in TASC-monitored programs. Sixty-seven people were waiting for treatment in February 1982; 119 were on TASC's waiting list in February 1985. Over the next year, however, this waiting list more than doubled, reaching 247 in February 1986, and then climbing to 275 in February 1988.



The lack of treatment facilities is not just a Chicago or Cook County problem, but a statewide matter. Of the 275 drug-abusing offenders awaiting placement in February 1988, 128 were from Cook County and 147 from the remainder of the state.

Shortages of treatment facilities can affect not only individual offenders, but also correctional crowding and public safety. Of the 275 offenders awaiting treatment in February 1988, 86 were ordered incarcerated by judges until treatment spaces became available. The remaining 189 offenders were placed on bond and returned to the community.

The most comprehensive treatment program in Illinois for offenders in custody is administered by the Gateway Foundation and Cermak Health Services for inmates in the Cook County Jail. The Gateway Foundation is a non-profit organization that has been providing drug orientation and counseling services to jail inmates in Cook County since 1969. Cermak Health Services is the health service provider for the Cook County Department of Corrections, providing substance abuse treatment services to inmates that augment those offered by Gateway.

The goal of Gateway's Substance Abuse Treatment Center (SATC) is to prevent further criminal activity resulting from substance abuse among jail inmates. SATC provides a therapeutic community designed to prepare jail inmates for other substance abuse treatment upon their release from Cook County Jail.

SATC's men's program is capable of serving 300 clients at a time. It occupies a building that is part of the jail facility. Although no specific housing unit is designated for female program participants, one Gateway counselor is available full time to women who need substance abuse treatment services.

In fiscal 1987, 194 inmates were admitted to SATC. Admissions in fiscal 1988 rose to 263, close to a 36 percent increase over the previous year.

In August 1988, the Illinois Department of Corrections, using State and Local Law Enforcement Assistance Act funds, expanded drug education for substance abusing offenders in the department's adult and juvenile institutions throughout Illinois. Previously, drug education programs existed in only three adult and one juvenile institution, and long-term substance abuse therapy groups in four adult institutions. These programs, however, did not begin to meet the need for education and treatment services for Illinois prisoners. Even though participation in the substance abuse education programs and therapy groups has generally been low, the level has risen rapidly in recent years, growing from 240 participants in fiscal year 1986 to 390 participants in the first 11 months of fiscal 1988. The IDOC drug treatment program has three parts:

**Offender Education:** By July 1, 1989, IDOC plans to have an ongoing substance abuse education program in all of its institutions. The program will provide inmates who have histories of substance abuse with the opportunity to gain current information on the causes and consequences of drug abuse, and to take part in a detailed self-analysis of their personal use of drugs and alcohol. Classes will be open to all inmates on a voluntary basis, with as many as 1,500 participants expected annually.

**Treatment Program for Female Inmates:** Recent data show that recidivism is exceptionally high among female offenders who reported histories of drug abuse. A 30-bed substance abuse treatment program has been implemented at the Dwight Correctional Center, Illinois' only all-female prison, to address this situation. The program is modelled after the Gateway Foundation program at the Cook County Jail and is staffed by Gateway treatment personnel. Intensive group and individual therapy for substance abusers is provided.

**Community Reintegration:** To further reduce the number of females who return to prison because of drug abuse, IDOC purchased an additional six spaces in community treatment programs for substance-abusing female offenders at Dwight who have completed the intensive

treatment. The community treatment program offers offenders support as they reintegrate into the community and try to remain drug free.

## Education

Illinois, like the National Drug Strategy, has adopted a multi-faceted approach to effect demand reduction. These approaches complement and reinforce each other and, as such, provide an integrated approach to demand reduction. Like the National Strategy, Illinois' prevention and education efforts include important roles for parents, the community and schools. Three state agencies work in tandem to implement a broad-based drug education and prevention program.

**Illinois Criminal Justice Information Authority:** The Authority assumed administration of a statewide crime prevention program in 1986. The purpose of this program is not only to inform people of steps they can take to be more safe at home and in their communities but also to work cooperatively with police, their neighbors, local businesses, their schools and the media to send criminals a message that people are on the look-out and suspicious behavior will be observed and reported to the authorities. The Authority has adopted McGruff as its spokesdog, in part because of his credibility with young people. This past year, McGruff released a series of anti-drug use public service announcements which are targeted toward young people. Building on the "users are losers" theme, the Authority developed and distributed an anti-drug use brochure for youngsters. This year more varied materials will be developed and distributed through the law enforcement agencies which work with the Authority. Such an emphasis is consistent with the crime prevention message that taking care of yourself, your family, your community, is taking a bite out of crime.

**Illinois State Police:** ISP oversees Illinois' Drug Abuse Resistance Education (DARE) program. The DARE program provides law enforcement and teachers with an exciting approach for working together to prevent drug use among school children. DARE is a positive program through which uniformed police officers function as classroom instructors to deliver a 17-part curriculum to elementary and middle school students. This semester-long effort equips students with

drug information, methods to enhance self-esteem, specific analytical and decision-making skills and the motivation to employ the skills learned.

**Illinois Department of Alcoholism and Substance Abuse:** "Families InTouch" is DASA's statewide prevention education effort which focuses on the family's role in alcohol and other drug abuse prevention. DASA's research indicated that parents are a very important factor in shaping their children's attitude about alcohol and other drugs; yet, many parents underestimate the significance of their role.

The "Families InTouch" program is designed to equip parents with the information and skills they need to help their children develop healthy attitudes towards alcohol and other drugs.

The campaign consists of television and radio public service announcements; statewide print and broadcast publicity; a series of age-specific booklets for parents and children on alcohol, other drugs, AIDS and sex; community outreach lecture programs, and wide distribution of posters and brochures via the Department's InTouch prevention network, Illinois businesses and the media.

**Illinois State Board of Education:** The State Board of Education administers federal funds available to states for drug prevention and education. These dollars are passed through to local boards of education for the development and implementation of programs which are suited to the particular needs of that jurisdiction. Some local boards have elected to support a program such as DARE; others have developed their own curricula; still others have adopted a different approach.

#### **Resource Needs**

As stated in the introduction to this strategy, the Authority conducted three days of hearings, chaired in part by Lieutenant Governor Ryan, and also invited written testimony to elicit information on the needs of those charged with enforcing drug and criminal laws and directing the administration of justice and to invite comment from the public in

December 1988. One hundred and seventeen individuals and organizations representing virtually all components of the criminal justice system, citizen groups and service providers either testified in person or submitted written remarks. (See Appendix B) Following are highlights of their testimony.

#### Law Enforcement

All of the thirty-eight law enforcement agencies which testified commended the Authority for its work to date in promoting and using federal funds to support the apprehension of drug traffickers and serious and violent offenders. They also all called for continued funding of local efforts. Specifically identified as problems were:

**A lack of manpower:** Many of the local MEGs or Task Forces have been unable to pursue all the leads or cases brought to them for investigation. Instead each must select those cases which show the most promise or can be completed by the staff available or conducted within a specific timeframe. As a result, some cases which have potential for leading to the arrest of higher-level dealer may be put on hold or deferred indefinitely. None of the existing MEGs or Task Forces could expand their jurisdiction to include non-participating jurisdictions who want to be part of the unit without additional financial support. Both the Illinois State Police and the Chicago Police Department warned they were unable to keep up with added demands - even with the federal funding which had been provided to date. Problematic too in the personnel area has been a court ruling relating to the amount of overtime an officer can work and requiring a certain rate of pay for time worked over a standard work week. Also discussed was a need for additional personnel to trace assets of suspects before an arrest is made so they can be seized immediately on the suspect's arrest.

One downstate chief reminded the Authority that "...The problem of illegal drugs should have high priority in any funding scheme or allocation of federal funds for the purpose of suppressing crime. However, high priority should also be given to law enforcement and prosecutorial programs which target violent and major



offenders...Targeting repeat, habitual, violent, or major offenders is most necessary if American citizens are to ever have any hope of being safe on the streets and in their homes."

**A need for accurate, timely information:** Failure to accurately identify an offender upon arrest can result in the release of individuals with outstanding warrants or the release of serious and violent offenders on an I-bond or a low bond. It can also mean that persons with cases pending or a long criminal history record can be treated as a first offender or misclassified at the jail if he or she is detained. Accurate, timely information on arrest and at all subsequent decision points in the criminal justice process - bond, charge, detention, sentence - is essential to see that justice is done.

Therefore, since 1985, the criminal justice leadership of Chicago and Cook County have been meeting to identify concrete steps which can be taken to assure complete information is available to decision-makers when needed. Progress has been made - policies have been revised, needed equipment has been installed and is being used, records have been updated, a system for dissemination of information to suburban bond courts has been institutionalized. Further progress, as identified by the work group in an October 1988 presentation to the Authority, now hinges on a more comprehensive integrated plan of information collection and dissemination.

**A lack of equipment:** Several of the witnesses spoke of the continuing need for basic equipment such as vehicles and car radios. Several of the local units are working with vehicles with an excess of 80,000 miles which are often unsafe. Others have cars without radios, while still others have radios which aren't compatible with those used by their personnel, or hand-held radios which are not reliable. Witnesses also spoke of an interest in obtaining more sophisticated surveillance equipment to be used in covert investigations. While it was noted that use of federal funds to expand the Technical Services equipment library of the Illinois State Police had been a step in the right direction, several witnesses felt that recently-enacted overhear laws would generate increased requests for existing equipment and that

investigations could be jeopardized because that equipment was not always available in a timely fashion.

**A need for training:** Training, particularly in the area of asset seizure and forfeiture and the implementation of the state's new overhear law, continues to be an area of need. Less seasoned officers need information and skills; veterans need to be "refreshed".

**A need for open, timely communication:** While most witnesses supported multi-jurisdictional investigations and felt the benefits outweighed problems associated with what might be seen as competing interests, some indicated there was a need for improved communication between those taking the lead in an investigation and those providing support for that effort. Specifically, several witnesses felt either the state or federal agencies had not been responsive to their concerns nor accepted local law enforcement agencies as partners in investigations.

**Differences in urban v.s. rural law enforcement:** Conducting investigations in urban communities was seen as different from conducting investigations in rural areas. While undercover work may be possible in the first it would not be a viable alternative in an area where everyone is known to everyone else and an unfamiliar face would immediately arouse suspicion. Similarly, a "stake out" in a rural setting, which may be a corn field, is different than watching an apartment building.

**A need for front-end preventive services:** Many of the witnesses were quite candid that law enforcement alone would not win the war against drugs. Needed as well were education and prevention programs which engaged the support of citizens, youth, neighborhood groups, businesses and the media to work as partners with law enforcement. Materials and support for local organizations as well as broad-based public education campaigns and in-school programs were identified as possible approaches. These would focus on both the impact of drugs on individuals and society as well as on steps people could take to be less vulnerable to crime.

Prosecution

A number of state's attorneys and two agencies with statewide jurisdiction testified regarding the problems faced by prosecutors:

**A lack of personnel:** Not surprising is that state's attorneys are feeling the effect of increases in arrests of offenders. Several noted observable differences in the number of persons arrested in their counties since federal funds were used to expand the work of local MEGs or Task Forces. While some state's attorneys spoke principally on behalf of continued funding of local MEGs or Task Forces others felt they needed additional staff to handle new cases. Still others expressed an interest in adding investigators to their staffs to pursue tips which were reported to their offices. The Director of the Office of the State's Attorneys Appellate Prosecutor said local state's attorneys and their assistants were calling for both information and direct assistance in prosecuting cases. The Illinois Attorney General's Office noted there was a need for on-site support to handle these cases statewide.

**A need for balance:** One public defender testified. He reminded the Authority that defenders were a part of the criminal justice system and noted that increasing the number of prosecutors without a corresponding increase in defense attorneys could result in further delays or problems in processing cases. He also felt a defender's office would be an appropriate site for a program which links alleged offenders with services.

**A need for training:** Prosecutors, as well as police, expressed an interest in training on the new overhear law and on asset seizure and forfeiture. Recognizing that fewer cases would be handled by the U.S. Attorneys Offices, they requested hands-on training to equip them and their assistants with specific skills.

Courts

Three witnesses spoke on behalf of the courts - the Director of the Administrative Office of the Illinois Courts, the Supervisor of the Legal Research Division of the Circuit Court of Cook County, and the State's Attorney of Madison County.

**A need for pre-trial services:** In Cook County "...A survey of 750 cases that entered the system in February 1988 shows that over half of all cases involved drug charges... A study completed by TASC in night court during 1987 and 1988 showed that 78 percent of all defendants who agreed to submit a urine sample tested positive for illicit drugs... The vast majority of these defendants are released within 24 hours... Although data on bail jumping are not complete for the study of 750 cases initiated last February, preliminary indications are that the rate of bail jumping and rearrest among that population is unacceptably high... There appears to be an urgent need to screen defendants for a possible drug problem and to provide monitoring and supervision for those who are released while awaiting trial."

**A need for post-conviction services:** The Administrative Office estimates that 40 percent of the adults on probation in Cook County and 31 percent of the downstate caseload is in need of substance abuse treatment. "Despite these large numbers, there are no direct service funds (treatment or supervision) targeted for this population. Growth in enforcement and prosecution of drug-related crimes will continue to widen this gap between identified need and services..." This view was reiterated by the local state's attorney.

#### Corrections

The Illinois Department of Corrections and two private programs for drug abusers - TASC and the Gateway Foundation - spoke to the need for a full range of services for offenders.

**A lack of alternatives:** IDOC expressed desire to continue the residential treatment unit which was recently initiated with federal funds at the only women's correctional facility in the state. Given the large percentage of convicted offenders with a history of substance abuse the Department is also interested in continuing the education program which was initiated with federal funding. Another area seen as a need was a community-based program to help offenders with the transition from prison to a supervised residential setting.

**A need for joint planning:** The director of TASC acknowledged the demand for services - for persons involved with and not involved with the criminal justice system - exceeded the supply of services which exist. Even so, she said services were being provided through a number of different sources and called upon the agencies responsible for funding those services to work together to maximize the impact of the resources which exist within Illinois.

**Coordination**

One theme which was constant among the testimony of all the witnesses was the need to coordinate efforts of federal, state and local agencies. Multi-jurisdictional programs were also seen as more effective than the efforts of jurisdictions acting independently. "By using the multi-agency format in drug law enforcement, there is a constant supply of "fresh" undercover faces, the ability to respond to a localized drug problem and the added benefit of shared information between geographically related jurisdictions. Another benefit is seen in the type of cases investigated. Local agencies need to be sensitive to the street level narcotic violator in their individual jurisdictions. ...Without attacking the mid- and upper-level drug violators, the problem will only recur. [Our Task Force] allows certain officers to concentrate on the street level dealer thus alleviating local pressure for response. When that enforcement effort leads to higher sources, however, we are able to respond because they have additional personnel available for the investigation. A good example of this is the number of class X violators has increased tenfold over the last 1 1/2 years compared to the time period of October 1, 1985 through October 1, 1986 when [our Task Force] was not in existence. Further, investigators were making cases with gram and ounce buys - now they are confiscating kilos and pounds."

**Areas of Greatest Need**

The Anti-Drug Abuse Act of 1988 states that "in distributing funds received under this part among urban, rural and suburban units of local government and combinations thereof, the State shall give priority to those jurisdictions of the greatest need." The limited funds which are available to support programs at the state or local level also necessitate establishing criteria for deciding which jurisdictions indeed have



comparatively more need for programs than others.

The Authority believes that the interests of the State will best be served if the limited funds available are primarily concentrated on the enforcement of state and, as appropriate, federal laws and further that cases involving drug trafficking require more resources and time and, therefore, pose the greatest problem for local law enforcement agencies. Additionally, the Authority believes multi-jurisdictional efforts are generally more productive than the efforts of jurisdictions acting independently and that independent, uncoordinated actions may even jeopardize the work of other agencies. Accordingly, the Authority has adopted four criteria to identify those jurisdictions which, when compared with others in the state, have a greater need for funding.

Statistical documentation that a problem with drugs exists in the jurisdiction. This can be shown by arrest and prosecution data, tips or leads which have not been followed up because of insufficient resources, treatment admissions or waiting lists, and hospital emergency room incidents. Such information will be considered in light of the total population of the jurisdiction.

In general, priority will be given to programs which target the apprehension or prosecution of drug traffickers and which are willing to devote resources to developing conspiracy cases.

In general, priority will be given to programs which are multi-jurisdictional in nature.

The resources currently available to address the problem and ability to increase those resources to satisfy the match requirement of the law including a willingness to assume increased funding responsibility should federal funds be provided for more than one year.

Once areas of greatest need are identified by either the Authority or the areas themselves in accordance with the Authority's rules, other factors will be considered before a program is funded. Among these are conformance of the proposed program with the program priorities in

the state strategy and ability to achieve program goals and objectives within the proposed life of the project. Consideration must also be given to the impact of increased efforts by one component of the system on the criminal justice system as a whole. Determination of areas of greatest need will take place once the Authority has selected its program priorities for FFY89 funds.

#### **Impact of Strategy**

The Authority, in adopting its first Statewide Drug Strategy in 1987, recognized that the problem of drugs in Illinois would not be solved overnight. Thoughtful, carefully planned and implemented strategies were needed to attack the drug problem. Long-term, comprehensive efforts in enforcement, treatment and education were essential. Equally important to recognize was the impact of change in one part of the system on other system components. This remains no less true today. Therefore, the Authority approved a three-year multi-part strategy. The first phase of that strategy, which was primarily implemented with first year (FFY87) funds, focused on rehabilitating the state's drug enforcement infrastructure. That is, the Authority recognized that the resources needed to wage an effective fight against drugs in Illinois had not been forthcoming at either the state or local levels. In fact, the cornerstones of our efforts - including the crime laboratories and multi-jurisdictional enforcement units - had been unable to keep pace with the problem. Both state and local laboratories were experiencing backlogs in testing evidence. Specialized drug enforcement units had not been expanded for years; some areas of the state had no officers with special expertise in drug enforcement. Only three prosecutors' offices had staff specializing in the prosecution of drug cases. The Illinois Department of Corrections had no programs specifically developed to address the drug-related needs of convicted offenders prior to their release from prison. Though interest was high, training opportunities for all components of the criminal justice system were very limited.

It was thus considered appropriate and essential for phase one of the strategy to emphasize the most basic elements of drug enforcement before new or innovative programs, which would possibly tax the system even more, were introduced. Therefore priority was given to

upgrading the capacities of the seven state and three local crime laboratories, equipping the 16 local multi-jurisdictional task forces and MEGs with modern and safe equipment and, where feasible, adding staff and establishing 3 new such task forces, and establishing or expanding specialized drug prosecution units in the six largest counties of the state. At the state level funds were used to purchase sophisticated and expensive equipment which could be shared by a number of local units and to begin work on a centralized drug law enforcement database. Some funds were also earmarked for the implementation of in-prison education, residential and post-release treatment programs. Training for police and prosecutors was funded with Justice Assistance Act funds.

Since many of these programs have been operational for less than a year it is premature to sing their praises. Anecdotal information provided by implementing agencies, however, is encouraging. For example:

The director of a task force which covers a very rural area recently reported "(C)ompleted Task Force felony prosecutions in Jefferson County since 5/15/88 (the effective date of the grant) alone resulted in 20 felony convictions, with sentences and orders for totals of approximately 36 years imprisonment, \$17,000 in fines, \$19,100 in donations to the task force; \$11,500 in restitution; and \$24,900 in Drug Traffic Prevention Fund assessments. Of these twenty 1988 cases, five were cannabis-related; 14 cocaine; and 1 "look-alike" delivery... Since the 5/15/88 grant effective date, the Task Force has seized 5 pounds of pure, uncut cocaine (street value estimated at \$690,000), 112 pounds of high-grade sinsemilla marijuana (street value estimated at \$112,500), and two vehicles."

Another director of a task force which covers an area with both urban and rural communities indicated "(I)t is significant to note that our task force obtained 108 convictions in FY88 which resulted in 31 individuals being sentenced to prison, 26 to jail, 57 to probation, 1 to home confinement and \$193,674 in drug fines being levied. It is equally significant to note that of all the task force cases prosecuted only one resulted in a not guilty finding." He went on to report



"...(T)he funds received from the 1987 federal fiscal year grant allowed our Task Force to dramatically upgrade its vehicle fleet and to obtain basic officer safety equipment."

The director of a MEG in an urban area of the state reported "(T)hrough the calendar year of 1988, we have initiated ninety-three drug-related investigations in three counties. Many of these cases were developed and pursued through interagency cooperation of local, state and federal drug law enforcement agencies. During this same period, we were involved in 98 drug-related arrests which targeted offenders trafficking in cocaine and cannabis."

The director of the Chicago Police Department Crime Laboratory reports "(T)his program not only increased the crime laboratory's analytical staff but also provided state-of-the-art instrumentation... If the submission rate remains relatively constant, the additional 9 analysts employed by the grant would be adequate to ensure an analysis on each case within two working days of being received."

The Illinois State Police report that "...drug data already stored in computers has been brought on-line to enable more flexible types of inquiries. As for the ISP laboratory system, the Division of Forensic Services and Identification is presently automating its data system... efforts are also underway to collect data on an on-going basis from local laboratories... the long-term goal is to include data from all law enforcement agencies and from other appropriate segments of the criminal justice system..."

With regard to the implementation of a statewide intelligence network the ISP have indicated "...Prior to the implementation of the State and Local Information Network Program (SLIN) and the creation of the Tactical Intelligence Support Analytical Section in February 1988, the Illinois State Police did not have the staff or equipment resources necessary to collect and coordinate information about on-going activities in the area of narcotic enforcement. Moreover, past efforts by ISP personnel assigned to narcotic investigations and officers assigned to the MEGs and task forces were not integrated by an

intelligence gathering mechanism. In effect, no means existed for collecting, organizing, and sharing narcotic-related information on past and current drug-related investigations. The overall goal of the SLIN program is to ensure that needed intelligence and general statistical information regarding narcotics be made accessible and available to law enforcement entities to facilitate the apprehension of drug offenders and to promote better cooperation among state and local agencies. The primary objectives of the Tactical Intelligence Support Analytical Section are to establish a centralized repository with automated analysis capable of incorporating information received from Operation Valkyrie, Operation Cashcrop, MEGs, ISP, and ILEIN member agencies; identify drug networks and traffickers throughout the state and/or particular areas that appear to have significant narcotic activities; promote better cooperation and coordination between zones and the MEGS in an effort to reduce duplication of enforcement efforts; and provide day-to-day direct analytical support to ISP/MEG Task Forces and to outside enforcement agencies as requested."

The Technical Services Section of ISP, which supports state and local agencies in the use of specialized equipment during criminal investigations, reports responding to 244 requests for assistance and equipment from local agencies in the 13 months since the program's inception.

The state crime laboratories, also administered by ISP, report that 12 new drug chemists recently completed their year-long training and have now been assigned to the seven laboratories in the state system.

A local prosecutor reports "(O)ne of the most serious problems facing our MEG unit was the inability to infiltrate the hispanic population in the northern area of the county. To date we have been able to make contact with major hispanic traffickers responsible for transporting large amounts of marijuana and cocaine into the area from Texas... Our statistics for arrests in 1988 when compared to 1987 show more Class X felonies, more Class 1 non-probationables, and more Class 1-3 felonies than before; primarily as a result of the additional manpower made available by these funds."

In speaking about the newly-established local drug prosecution support program being operated by the Office of the State's Attorneys Appellate Prosecutor, the Director of the Office noted a steady increase in the number of requests for assistance in prosecuting drug cases from local state's attorneys.

A collar-county state's attorney reported 102 drug prosecutions initiated for the first 5 months of the new multi-jurisdictional prosecution unit - compared to 67 drug prosecutions for all of 1987.

The fight against drugs is far from over. But Illinois has made a good start and has laid the foundation for effective and impressive in-roads into the trafficking of drugs in the State. Hopefully, with the on-going assistance and leadership of the federal government, progress will continue to be made.

## Section II. Description of the Strategy

### Strategy for Addressing the Problems

The testimony provided by witnesses at the Authority's hearings and preliminary indications regarding the impact of the programs funded thus far with State and Local Law Enforcement Assistance Act funds suggest the Authority, in its FFY87 Statewide Drug Strategy, was on the right track. Significant problem areas were correctly identified and strategies to attack them implemented. It would be irresponsible not to continue these efforts when they were just beginning to bear fruit. Therefore, the FFY89 strategy takes into account both the efforts which warrant continuation as well as new areas which need to be addressed. Unfortunately limited funds do not permit every problem which has been identified to be addressed. It has therefore been necessary to propose program strategies which can be implemented and show results within the life of the federal funds, are "affordable" and which will maximize the return on dollars which have been and will be invested in the future.

Following are the goals and objectives of the FFY89 strategy and implementation plans for each component of the criminal justice system. Individual implementing agencies must clearly address the following issues prior to receipt of federal funds: financial or personnel resources needed to meet their objectives (which shall flow from those of the state), priorities for implementing their objectives, and timeframes for accomplishing their objectives.

### Prevention and Education

**Goal: To eliminate the demand for drugs and to make people aware of the relationship between drugs, crime, and other problems facing America and steps they can take to increase their safety.**

**Objective 1: To promote awareness of the hazards of drug use.**

#### **Implementation Plan:**

- o Develop and distribute materials
- o Prepare and promote anti-drug, anti-crime messages on billboards, and in public places.
- o Conduct educational programs for children and adults.

Enforcement and  
Intelligence

**Objective 2:** To encourage people to take steps to increase their safety.

**Implementation Plan:**

- o Develop and distribute materials
- o Conduct educational programs for children and adults

**Goal:** To reduce the supply of illegal drugs by immobilizing drug traffickers.

**Objective 1:** To gather, analyze, and make available to appropriate agencies intelligence information on the supply of drugs and drug traffickers in a timely manner.

**Implementation Plan:**

- o Collect and analyze drug-related information from criminal justice and other agencies on a regular basis.
- o Develop and implement a mechanism for communicating trend information or information relevant to a particular investigation to interested parties in a timely fashion.
- o Assure the timely and accurate analysis of evidence.

**Objective 2:** To concentrate enforcement efforts on known and suspected dealers and higher level distributors.

**Implementation Plan:**

- o Increase use of covert surveillance and technical support.
- o Direct 65 percent of enforcement efforts at drug dealers.
- o Identify and investigate major drug trafficking organizations.
- o Assure those with responsibility for enforcing drug laws are trained to do so.

**Objective 3:** To increase drug seizures.

**Implementation Plan:**

- o Promote and assist eradication of marijuana.
- o Identify and seize legal drugs on the illicit market.



- o Increase seizures of controlled substances by 20 percent.

**Objective 4:** To seize the proceeds and assets of drug traffickers.

**Implementation Plan:**

- o Increase seizures of drug proceeds and/or traffickers assets by 10 percent.
- o Facilitate financial investigation by increasing the exchanges of information between affected agencies and by providing training of agencies with an interest in increasing seizures.

**Prosecution**

**Goal:** To disrupt drug enterprises, distribution networks, and traffickers.

**Objective 1:** To assist multi-jurisdictional drug enforcement agencies.

**Implementation Plan:**

- o Provide support to local agencies as they conduct their investigations.
- o Work cooperatively with neighboring jurisdictions, state and federal authorities.

**Objective 2:** To increase prosecutions of drug traffickers.

**Implementation Plan:**

- o Develop specialized multi-jurisdictional prosecution units.
- o Increase prosecutions of drug traffickers by 10 percent.
- o Concentrate 75 percent of specialized prosecution staff on prosecuting drug traffickers.

**Objective 3:** To effect forfeitures of the proceeds and assets of drug traffickers.

**Implementation Plan:**

- o Increase forfeitures of the proceeds and assets of drug traffickers by 10 percent.

- o Review the need for and propose changes in legislation required to improve the financial investigation of identified drug traffickers by cooperating with affected authorities.

Adjudication

**Goal: To hold drug offenders accountable for their behavior.**

**Objective 1: To develop and implement accountability mechanisms which can be used by the courts.**

**Implementation Plan:**

- o Assist drug offenders in accessing services to become and remain drug-free.
- o Test drug offenders as necessary to monitor compliance with treatment.

Corrections

**Goal: To discourage post-release drug use by offenders.**

**Objective 1: To develop treatment options for drug offenders.**

**Implementation Plan:**

- o To develop and implement education programs which are targeted toward offenders.
- o To implement a residential treatment model for offenders.
- o To implement a post-release program for former drug users to minimize their return to using drugs.

Information  
Systems

**Goal: To maximize the use of contemporary technology in the fight against violent crimes and drug trafficking and use.**

**Objective 1: To develop and implement an information system with statewide application to collect, analyze, and disseminate information related to developing policy, initiating investigations and furthering on-going investigations.**

**Implementation Plan:**

- o To determine intelligence information and data needs.
- o To develop and implement a plan for collection of information.

- o To develop and implement a system for analyzing data and information.
- o To develop and implement a mechanism for disseminating findings of analyses.

**Objective 2:** To assure complete, accurate information about alleged offenders is available to criminal justice decision-makers in a timely fashion.

**Implementation Plan:**

- o Identify information needs of criminal justice system components.
- o Determine that information which is not presently available.
- o Develop and implement plan for collection of missing information.
- o Develop and implement plan for integrating various information systems.
- o Develop and implement plan for dissemination of needed information.

User  
Accountability

Like other states, Illinois has attempted to adopt a balanced approach to drug law enforcement, one which is supportive of people who have succumbed to drug use while not condoning that use or relieving those individuals of taking responsibility for their actions. Therefore attempts have been made to channel individuals with a substance abuse problem to an organization which can help them to stop using drugs. For instance, the state sponsors an Employee Assistance Program which is designed to (1) identify work performance problems due to alcohol, drug abuse, and other behavioral or medical problems, and (2) refer problem employees to the appropriate professional community resources. All referrals, discussions, diagnosis and treatment are confidential. Participation in the program does not mean the employee is not held accountable for his or her actions; disciplinary steps are taken when necessary. Similarly, though the state recognizes its citizens may abuse drugs - and that they need help in stopping using drugs, lawmakers are continuously looking for and open to sanctions which will hold abusers accountable for their behavior and discourage others from using drugs at all. One such measure which is presently being considered by the Illinois legislature is an amendment to the Vehicle

Code which would permit revocation of the driver's license or permit of a person convicted of any violation of the Cannabis Control Act or the Controlled Substance Act. Whether or not this bill or an amended version of it becomes law, it is a recognition by Illinois lawmakers of the scope of the drug problem in our state and the need to take action.

**Coordination of  
Drug Control  
Efforts Within  
The State and  
With Federal  
Efforts**

There is no better forum for coordination of drug control efforts in Illinois than the Illinois Criminal Justice Information Authority. Sitting as members of the Authority are the chief criminal justice leaders in the state - the directors of the State Police, Department of Corrections, and State's Attorney's Appellate Prosecutor, the Attorney General, the Cook County Sheriff and State's Attorney, the superintendent of the Chicago Police Department - as well as representatives of smaller police and sheriff's departments, state's attorney's offices and the private sector. The courts are working more closely with the Authority. The Department of Alcoholism and Substance Abuse has also participated by providing information, sitting on hearing panels and responding to requests regarding specific program initiatives. The State Board of Education recently responded to the Authority's invitations to coordinate efforts.

The Authority has required local enforcement and prosecution agencies to coordinate efforts with the State Police and, if appropriate, the Drug Enforcement Administration, Federal Bureau of Identification, Customs Office, or U.S. Attorney. It is not uncommon for local, state and federal agencies to work jointly on an investigation.

To promote working relationships and familiarize state and local agencies with state and federal policy and procedures, the Authority co-sponsored three seminars last year with the state's three U.S. Attorney's Offices, the Illinois State Police and the Illinois Office of the State's Attorneys Appellate Prosecutor on "Asset Seizure and Forfeiture". The day-long sessions were so successful that future joint ventures of a similar nature are being considered. To assure coordination with the U.S. Attorney's Office at the planning and policy level the Authority is a member of the Law Enforcement Coordinating Committee.

Clearly the drug control strategy proposed by the Authority follows the lead of the National Drug Control Strategy, focusing on issues which are best addressed at the state level and, where appropriate, expanding on themes which are introduced in that strategy.

**Evaluation of the Strategy**

Programs will continue to be evaluated by:

Monthly desk reviews of program performance narratives, fiscal reports and data reports;

Analysis of data measuring progress toward objectives;

On-site monitoring to assure conformance of the program with the terms of the agreement with the Authority.

Additionally, depending on the evaluation guidelines published by the National Institute of Justice, the Authority is prepared to undertake more in-depth evaluations of individual programs or program areas. Doing so may not be necessary since the information currently submitted to the Authority by implementing agencies is very complete. The Authority will continue to prepare and submit annual project report forms for each funded project.

The strategy itself will be evaluated based on data and information related to the stated goals and objectives. To the extent possible attempts will be made to assess the impact of the strategy using statewide data; doing so may be difficult however because of the present limitations of the data.

**National Drug Control Strategy Recommendations**

A reader of the National Drug Control Strategy cannot help but be impressed with the depth of thought which underlies the goals and the scope of the plan which is presented. Therefore Illinois does not propose revisions or additions to that strategy. Rather, based on testimony of local law enforcement and the experience of Authority members themselves, it is proposed that the federal government bear in mind the impact of the strategy on state and local drug law enforcement

efforts and strive to coordinate federal activity with those efforts. At a minimum this would mean advising state and local jurisdictions of proposed or pending investigations and, on request, sharing of intelligence information which would facilitate a state or local investigation. In this way the impact of scarce resources at all levels of government can be maximized.

**Training and  
Technical  
Assistance  
Priorities**

State and local law enforcement professionals have repeatedly expressed an interest in knowing more about asset seizure and forfeiture. Undoubtedly this is not only because seizing and forfeiting assets hits offenders in the pocketbook, but also because these proceedings generate revenue for continued enforcement activities. The Authority has co-sponsored introductory training on this topic with the U.S. Attorneys of Northern, Central, and Southern Illinois, and the Illinois State Police and the Illinois Office of the State's Attorneys Appellate Prosecutor. More in-depth hands on training still seems warranted however.

It is also very helpful for practitioners to meet with people from other states or areas to learn how they are handling problems which they all have in common. This applies not only to police, prosecutors, court personnel and corrections officers but to planners and those responsible for policy development as well.

No specific requests for technical assistance are being made at this time. The Authority has, however, requested assistance in the past and will do so again if a need arises once negotiation of programs with local jurisdictions is underway.

**Research Priorities**

Completion of the state strategy suggested voids in areas which might be satisfied by research:

- o The relationship between drug trafficking and street gangs, motorcycle gangs, organized crime.
- o The relationship between violent crime and drug use.
- o The effectiveness of various criminal sanctions on offenders.

- o A handbook on asset seizure/forfeiture which includes step-by-step procedures to follow.

The first three suggestions would provide guidance to state and local agencies as they develop and implement enforcement strategies. They would also contribute to our understanding of the scope of the problem and facets of it that area best addressed on a federal, state, or regional level. The handbook would be a "hands-on", "how to" piece which could be followed in jurisdictions which are too small to dedicate staff to full-time financial investigations.

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**Attachment A**  
**Program List Workplan**



## Attachment A

### Program List Workplan Note

As noted in the strategy, the Authority intends to continue and expand upon initiatives which were begun with either FFY87 or FFY88 funds. This year increased emphasis will be placed on identifying and targeting some problems such as the illicit distribution of legally manufactured drugs. Pilot programs will be implemented to test the feasibility of such programs in other parts of the state. Both continuation of current efforts and expansion into new areas are supported by the goals and objectives of the statewide strategy. One can thus see a direct correspondence between the strategy goals/objectives/implementation plans and the proposed programs.

In reviewing the program list workplan it is important to remember that all of the programs proposed for funding incorporate elements of one or more of the program briefs approved by the Bureau of Justice Assistance with program components which have particular relevance for Illinois. For instance,

- o This year, Illinois' statewide crime prevention campaign will emphasize drug education. Specific publications will be prepared and distributed which describe the effects of drugs, ways of "saying no", and alternatives to using drugs. Materials will not only key into the interests of young people but adults as well.
- o The multi-jurisdictional task forces supported by the Authority are modeled after the exemplary MANS units which were funded by LEAA in the 1970's. Many of Illinois' units were begun at that time with federal funds and, subsequently, the state and local units of government assumed responsibility for funding these projects.
- o The residential treatment program funded within the Illinois Department of Corrections is an adaptation of the program which has been in operation at the Cook County Jail since 1979 which was referenced in various articles provided to states by the Bureau of Justice Assistance.
- o The actual components of the Chicago Police Department's Crime Laboratory upgrade were influenced by the report and recommendations of Institute for Law and Justice, Inc., the contractor hired by the Bureau of Justice Assistance to review the lab upon receipt of a technical assistance request from the Authority.

**ATTACHMENT A  
PROGRAM LIST WORKPLAN**

FISCAL YEAR PPY89 FUNDING

STATE: Illinois

PAGE NO. 2

(1) PURPOSE	(2) PROGRAM/PROJECT TITLE	(3) IMPLEMENTING AGENCY SUBGRANTEE	(4) IMPLEMENTS BJA PROGRAM BRIEF		(5) PREVIOUSLY APPROVED PROGRAM		(6) DISTRIBUTION OF FUNDS		STATE	LOCAL	OTHER	
			YES	NO	YES	NO	FEDERAL AMOUNT	MATCH AMOUNT				
501(a) (15)	Improved ... Techno- logy Info. Systems Crime Laboratory Upgrade Pretrial Services Information Systems Serious Offender Evaluation	Il State Police County Courts** Il State Police Cook County To Be Determined	X		X		\$ 433,591	\$ 144,530	X			
			X		X		\$ 100,000	\$ 33,333		X		
			X		X		\$ 225,000	\$ 75,000		X		
			X		X		\$ 400,000	\$ 133,334			X	
			X		X		\$ 100,000	\$ 33,333			X	
501(a) (19)	* NOTE: Local Administration = \$313,863 federal State Administration = \$166,637 federal ** To Be Named		X									
									<b>\$4,805,000 \$1,601,667</b>			

NOTE: This is a suggested format for the submission of  
required information. This must be duplicated.

**ATTACHMENT A  
PROGRAM LIST WORKPLAN**

FISCAL YEAR PPY89 FUNDING

PAGE NO. 1

PURPOSE (1)	PROGRAM/PROJECT TITLE (2)	IMPLEMENTING AGENCY SUBGRANTEE (3)	IMPLEMENTS BJA PROGRAM BRIEF (4)		PREVIOUSLY APPROVED PROGRAM (5)		DISTRIBUTION OF FUNDS (6)		STATE	LOCAL	OTHER
			YES	NO	YES	NO	FEDERAL AMOUNT	MATCH AMOUNT			
ADMIN	Administration of Program	Il Criminal Justice Information Authority					\$ 480,500	\$ 160,167	X	X	
501(a) (2)	Multijurisdictional Task Forces	MEGs & Task Forces Il State Police	X		X PY87		\$ 677,120	\$ 225,707		X	
501(a) (4)	Community Crime Prevention	Il Criminal Justice Information Authority	X		X PY87		\$ 141,146	\$ 47,049	X		
501(a) (8)	Multijurisdictional Prosecution	Cook & Collar Counties				X	\$ 150,000	\$ 50,000	X		
501(a) (9)	Financial Investi- gations	Il Attorney General	X				\$1,347,643	\$ 449,214		X	
501(a) (11)	Correctional Resources	Il Department of Corrections County Probation	X				\$ 50,000	\$ 16,667	X		
501(a)	Improved Drug Control Technology/Informa- tion Systems Crime Laboratory Upgrade	Chicago Police Department		X			\$ 500,000	\$ 166,667	X		
							\$ 100,000	\$ 33,333		X	
							\$ 100,000	\$ 33,333			X

### **Section III. Data Requirements**

## DATA REQUIREMENTS NOTES

The following tables include the data which are presently available in Illinois to describe criminal justice activity related to drugs and serious and violent crime. It is important to note at the outset that not all data are available on a statewide basis; nor does Illinois have a statewide repository for such data. Also, the available data do not fit neatly into the categories provided on the forms recommended for use by BJA. However, since aggregation of data from the various states is contemplated, an attempt has been made to follow the format as closely as possible.

Much of the data have also not been readily available. In several cases, new mechanisms for the collection and analysis of data have had to be created in the last year to assure these data will be available when needed. As negotiations with various state and local agencies continue, it is anticipated that more data will continue to be collected and incorporated into future strategies.

The reader will observe that some tables are incomplete and that two tables have no data at all. In those instances it was felt that it was better to report no statistics rather than information which may be misleading or inaccurate. Those data which are reported here are considered reliable.

Some brief comments are offered to further one's understanding and possible use of the data shown in the tables:

**Tables 1 and 1.1: Drug-Related Incidents.** These data reflect reports submitted to DAWN by 4 medical examiners and 55 hospital emergency rooms which participated in that network in 1987. Traffic accident information is not available by drug type. Table 1.1 shows a three-year trend analysis of the 40 emergency rooms which reported for 1985, 1986 and 1987.

**Table 2: Drug-Related School Incidents.** Neither gross data on drug-related school incidents nor data as requested in this table are available in Illinois. Some schools may keep their own statistics in these cases; it is unlikely that data are kept by drug type or action taken by the school.

**Tables 3 thru 3.10: State and Local Drug Arrests.** These tables reflect drug arrests in Illinois for 1987. Table 3, derived from the Illinois Uniform Crime Reports, includes activity of all law enforcement jurisdictions in the state. This data does not distinguish among controlled substances. Table 3.1 includes 1987 drug arrest activity from the Illinois State Police, the state's MEGs and task forces and the Chicago Police Department. While it is more detailed than Table 3, the "unknown/other" category still remains large. However, since these jurisdictions represent 76% of the total arrest activity for the state, it was felt that including this information would be useful. Table 3.2 shows comparative arrest data for the Chicago Police Department, the MEGs and the Illinois State Police Division of Criminal Investigation (including task forces) for 1986 and 1987. Table 3.3 distinguishes arrests for cannabis and controlled substances by county size. Tables 3.4 through 3.10 reflect trends in arrests for selected offenses over an eight year period for suburban Cook County and the six next largest counties in the state.

**Table 4: State and Local Drug Arrests Made With Federal Cooperation.** The Drug Enforcement Administration and U.S. Customs provided data on arrests made in cooperation with state or local agencies.

**Table 5: State and Local Drug Dispositions.** Disposition data are not available on a statewide basis. These data are collected, however, by the Illinois State Police for those agencies in the state which specialize in drug law enforcement. Figures do not include Chicago Police Department activity.

**Table 6: State and Local Drug Convictions.** Conviction data are not available on a statewide basis. These data are collected, however, by the Illinois State Police for those agencies in the state which specialize in drug law enforcement. Figures do not include Chicago Police Department activity.

**Table 7: State and Local Drug Sentences.** Sentencing data are not available on a statewide basis. These data are collected, however, by the Illinois State Police for those agencies in the state which specialize in drug law enforcement. Figures do not include Chicago Police Department activity.

**Table 8: Sentence Length for Drug-Related Offenses.** Sentencing data which are available from the Illinois Department of Corrections are discussed in Section 1 of the strategy.

**Table 9: State and Local Treatment Resources.** This table only includes resources supported by public funds. Programs in private hospitals which might be paid with health insurance, for example, are not included; data on those programs are not available.

**Table 10: State and Local Drug Removals.** Data on drug removals are not collected on a statewide basis. The data included in Table 10 does not include Chicago.

**Table 11: State and Local Drug Eradication.** Self-explanatory.

**Table 12: Non-Drug Asset Seizures and Forfeitures.** Reflects only Chicago Police Department seizures and forfeitures. Data from other agencies unavailable in requested format.

**Table 13: State and Local Drug Control Units.** Self-explanatory.

**Tables 14 and 14.1: State and Local Arrests and Dispositions for Violent Crimes.** While arrest data are collected by categories of violent crime, disposition data are not available at this time. Table 4.1 includes disposition data by offense class for the state.

**TABLE 1:  
DRUG-RELATED INCIDENTS**

CY 1987

Please indicate the number of drug-related deaths, accidents and emergency room incidents. For emergency room incidents, please show the number of drug mentions within the chart and indicate the total number of episodes (drug-related visits to an emergency room) in the space provided below the chart. The drug mentions may exceed the number of episodes, as more than one drug may be mentioned.

INCIDENT	MAJOR DRUG INVOLVED							TOTAL	
	OPIATES	COCAINE	CANNABIS	DANGEROUS DRUGS			UNKNOWN/ OTHER		
				HALLU- CINOGENS	STIMULANTS	DEPRES- SANTS			
Death *	65	44	1	4	10	6	124	254	
Emergency Rm. Incident**	1761	3833	807	1071	421	1441	8210	17,554	
Fatal Traffic Accident ***							39		
Non-Fatal Traffic Accident									
Total									
Total Emergency Room Episodes <u>10,170/110 Medical</u>				Examiner Episodes				*Chicago SMSA = 4 ME's 55 ER's	
Number of Agencies Reporting <u>60</u>				Percent of Population Served by Reporting Agencies <u>**Statewide</u>					

**TABLE 2:  
DRUG-RELATED SCHOOL INCIDENTS**

Please indicate the number of drug-related disciplinary actions reported by the schools.

ACTION FOR DRUG USE	TYPE OF DRUG							TOTAL
	OPIATES	COCAINE	CANNABIS	DANGEROUS DRUGS			UNKNOWN/ OTHER	
				HALLU- CINOGENS	STIMULANTS	DEPRES- SANTS		
Disciplinary								
Suspension								
Expulsion								
ACTION FOR SELLING DRUGS								
Disciplinary								
Suspension								
Expulsion								
Total								
Number of Agencies Reporting _____				Percent of Population Served by Reporting Agencies _____				

\*Data are not available documenting drug-related incidents.

**Table 1.1:  
Drug-Related Incidents  
3 Year Trend Analysis**

40 consistently reporting ER's

**MAJOR DRUG INVOLVED**

<u>ER Mentions</u>	<u>Opiates</u>	<u>Cocaine</u>	<u>Cannabis</u>	<u>Hallucin.</u>	<u>Stimulant</u>	<u>Depress.</u>	<u>PCP</u>	<u>Other</u>	<u>Total</u>
1985	709	714	323	56	274	1,156	285	3,960	7,477
1986	918	1,632	460	71	281	1,013	536	3,777	8,688
1987	1,139	2,825	625	89	300	1,048	656	5,247	11,929



**TABLE 3:  
STATE AND LOCAL DRUG ARRESTS**

Report Period CY 1987

Please indicate the total number of drug-related arrests made by state and local law enforcement agencies in the state during the report period.

OFFENSE	MAJOR DRUG INVOLVED							TOTAL
	OPIATES	COCAINE	CANNABIS	DANGEROUS DRUGS			UNKNOWN/ OTHER*	
				HALLU- CINOGENS	STIMULANTS	DEPRES- SANTS		
Buying/Receiving								
Cultivation/ Manufacture			78				574	652
Distribution/Sale			7,531				2,629	10,160
Operating/ Promoting/ Assisting								
Possession/ Concealing			13,599				11,845	25,444
Transportation/ Importation								
Using/Consuming								
Other			168				894	1,062
<b>Total</b>			<b>21,376</b>				<b>15,942</b>	<b>37,318</b>
Number of Agencies Reporting <u>1,016</u>			Percent of Population Served by Reporting Agencies <u>All</u>					

\*Includes opiates, cocaine and other dangerous drugs.

**TABLE 4:**

Report Period CY 1987

**STATE AND LOCAL DRUG ARRESTS MADE WITH FEDERAL COOPERATION**

Please indicate the number of arrests (also included above) which were made in cooperation with Federal agencies.

OFFENSE	MAJOR DRUG INVOLVED							TOTAL
	OPIATES	COCAINE	CANNABIS	DANGEROUS DRUGS			UNKNOWN/ OTHER	
				HALLU- CINOGENS	STIMULANTS	DEPRES- SANTS		
Buying/Receiving								
Cultivation/ Manufacture							1	1
Distribution/Sale	18	198	1	3	1		1	221
Operating/ Promoting/ Assisting								
Possession/ Concealing	12	153	18	2	1		2	188
Transportation/ Importation								
Using/Consuming								
Other	2	23	8	3	1		9	46
<b>Total</b>	<b>32</b>	<b>374</b>	<b>27</b>	<b>8</b>	<b>3</b>		<b>12</b>	<b>456</b>
Number of Agencies Reporting <u>DEA, US Customs</u>			Percent of Population Served by Reporting Agencies <u>All</u>					

**TABLE 3.1:  
STATE AND LOCAL DRUG ARRESTS**

Report Period CY 1987

Please indicate the total number of drug-related arrests made by state and local law enforcement agencies in the state during the report period.

OFFENSE	MAJOR DRUG INVOLVED							TOTAL
	OPIATES	COCAINE	CANNABIS	DANGEROUS DRUGS			UNKNOWN/ OTHER	
				HALLU- CINOGENS	STIMULANTS	DEPRES- SANTS		
Buying/Receiving								
Cultivation/ Manufacture	0	53	54				9	116
Distribution/Sale	204	2,016	7,314				864	10,398
Operating/ Promoting/ Assisting								
Possession/ Concealing	358	301	7,885				8,991	17,535
Transportation/ Importation								
Using/Consuming								
Other			62				170	232
<b>Total</b>	<b>562</b>	<b>2,370</b>	<b>15,325</b>				<b>10,034</b>	<b>28,281</b>
Number of Agencies Reporting <u>21</u> which represent <u>76%</u> of total activity in the state				Percent of Population Served by Reporting Agencies <u>All</u>				

Report Period \_\_\_\_\_

**STATE AND LOCAL DRUG ARRESTS MADE WITH FEDERAL COOPERATION**

Please indicate the number of arrests (also included above) which were made in cooperation with Federal agencies.

OFFENSE	MAJOR DRUG INVOLVED							TOTAL
	OPIATES	COCAINE	CANNABIS	DANGEROUS DRUGS			UNKNOWN/ OTHER	
				HALLU- CINOGENS	STIMULANTS	DEPRES- SANTS		
Buying/Receiving								
Cultivation/ Manufacture								
Distribution/Sale								
Operating/ Promoting/ Assisting								
Possession/ Concealing								
Transportation/ Importation								
Using/Consuming								
Other								
<b>Total</b>								
Number of Agencies Reporting _____				Percent of Population Served by Reporting Agencies _____				

Table 3.2:  
 State and Local Arrests  
 by Chicago Police Department, Illinois State Police  
 and Metropolitan Enforcement Groups  
 1986 - 1987

	MAJOR DRUG INVOLVED							
	<u>Opiates</u>		<u>Cocaine</u>		<u>Cannabis</u>		<u>Other</u>	
	<u>Poss.</u>	<u>Del.</u>	<u>Poss.</u>	<u>Del.</u>	<u>Poss.</u>	<u>Del.</u>	<u>Poss.</u>	<u>Del.</u>
CPD <sup>1</sup>								
1986	284	842	30	215	11,299	1,098	6,048	1,084
1987	318	112	14	371	7,639	6,829	8,947	715
MEGS <sup>2</sup>								
1986	11	43	82	663	85	283	19	70
1987	17	30	108	790	96	202	23	62
DCI <sup>3</sup>								
1986	30	66	121	546	153	405	32	223
1987	23	62	179	908	150	399	21	266
Total								
1986	325	951	233	1424	11,537	1,786	6,099	1,377
1987	358	204	301	2,069	7,885	7,430	8,991	1,043

<sup>1</sup> Chicago Police Department

<sup>2</sup> Metropolitan Enforcement Groups

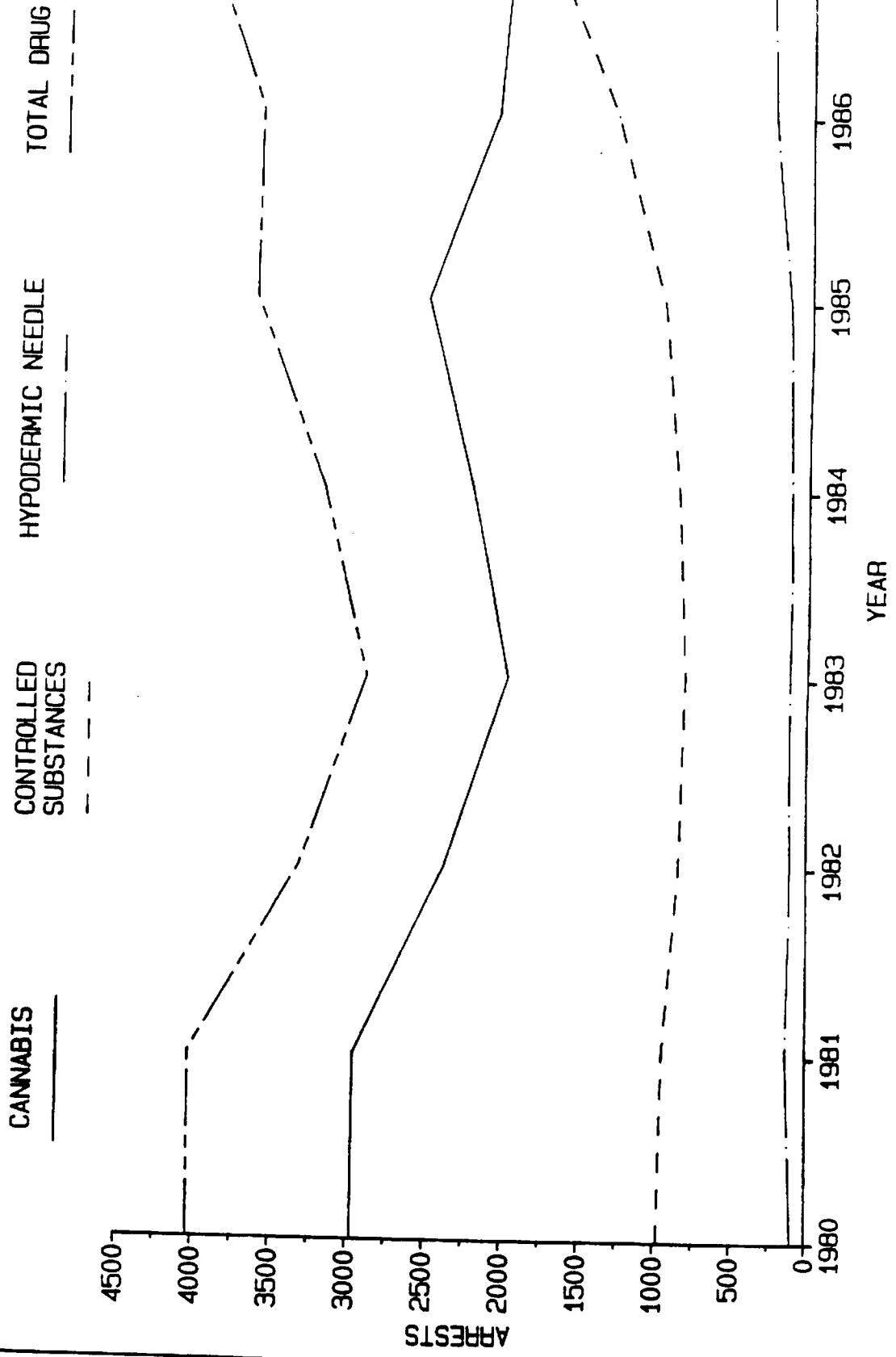
<sup>3</sup> Task Forces and Illinois State Police, Department of Criminal Investigations

**Table 3.3**  
**Arrests for Cannabis and Controlled Substances by County Population**

<u>County Population</u>	<u># of Cannabis Arrests</u>			<u># Controlled Substance Arrests</u>		
	<i>Possession</i>	<i>Delivery</i>	<i>Rate per 100,000</i>	<i>Possession</i>	<i>Delivery</i>	<i>Rate per 100,000</i>
4833 - 10999 n = 13	Total Arrests 45	Total Arrests 18	Rate per 100,000 50	Total Arrests 10	Total Arrests 5	Rate per 100,000 11
11000 - 25999 n = 38	Total Arrests 608	Total Arrests 89	Rate per 100,000 93	Total Arrests 36	Total Arrests 45	Rate per 100,000 6
26000 - 70999 n = 24	Total Arrests 441	Total Arrests 82	Rate per 100,000 50	Total Arrests 96	Total Arrests 77	Rate per 100,000 11
71000 - 150999 n = 14	Total Arrests 884	Total Arrests 180	Rate per 100,000 76	Total Arrests 279	Total Arrests 90	Rate per 100,000 24
151000 - 1000999 n = 12	Total Arrests 2,260	Total Arrests 204	Rate per 100,000 66	Total Arrests 847	Total Arrests 405	Rate per 100,000 25
Over 1001000 n = 1	Total Arrests 9,499	Total Arrests 6,920	Rate per 100,000 179	Total Arrests 10,447	Total Arrests 1,745	Rate per 100,000 197

**TABLE 3.4**

**COOK COUNTY DRUG ARRESTS BY OFFENSE TYPE: 1980-1987**  
(CHICAGO P.D. & MEG ARRESTS NOT INCLUDED)

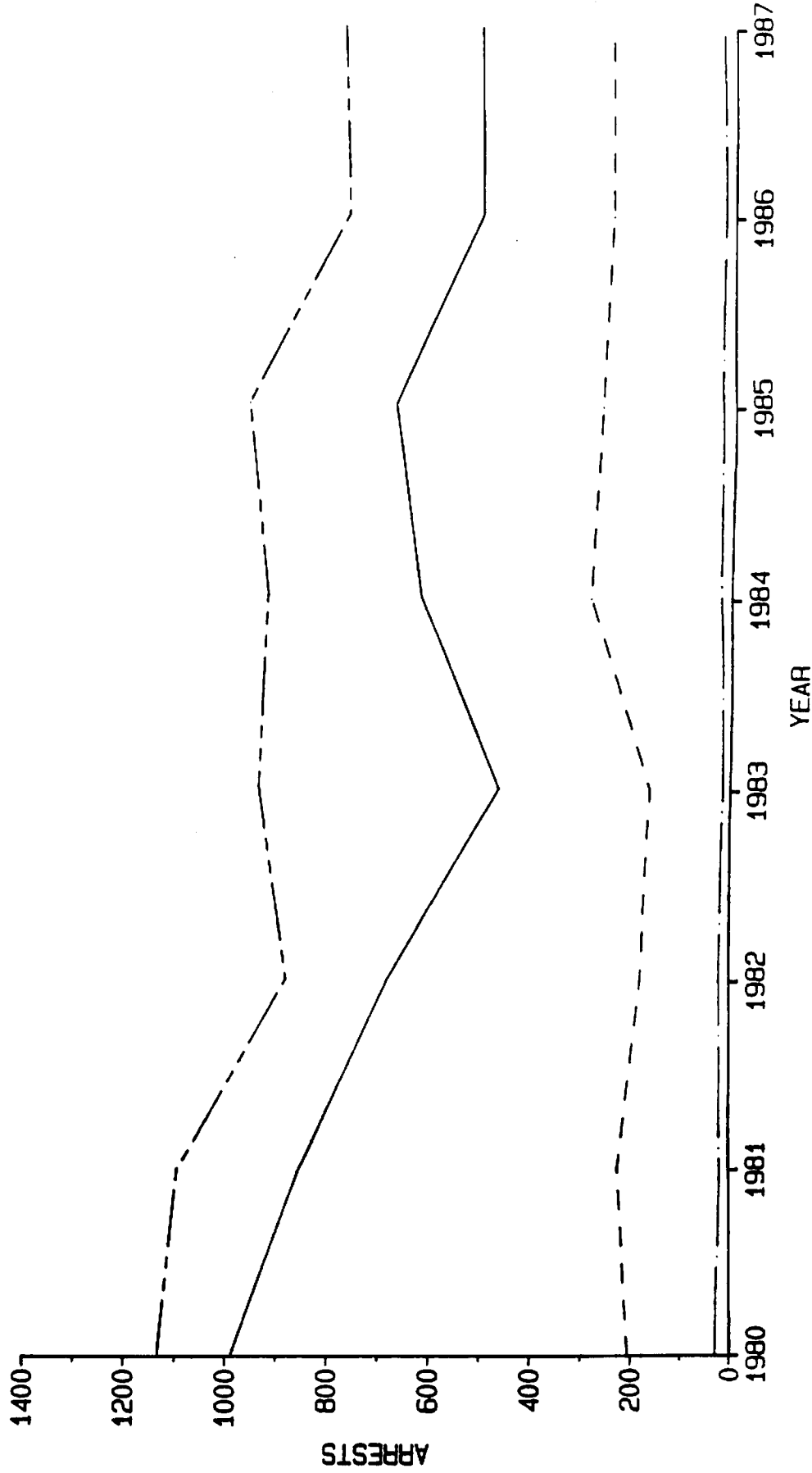


SOURCE: ILLINOIS UNIFORM CRIME REPORTS

**TABLE 3.5**

**DU PAGE COUNTY DRUG ARRESTS BY OFFENSE TYPE: 1980-1987**  
**(MEG ARRESTS NOT INCLUDED)**

CANNABIS                      CONTROLLED                      HYPODERMIC NEEDLE                      TOTAL DRUG  
SUBSTANCES

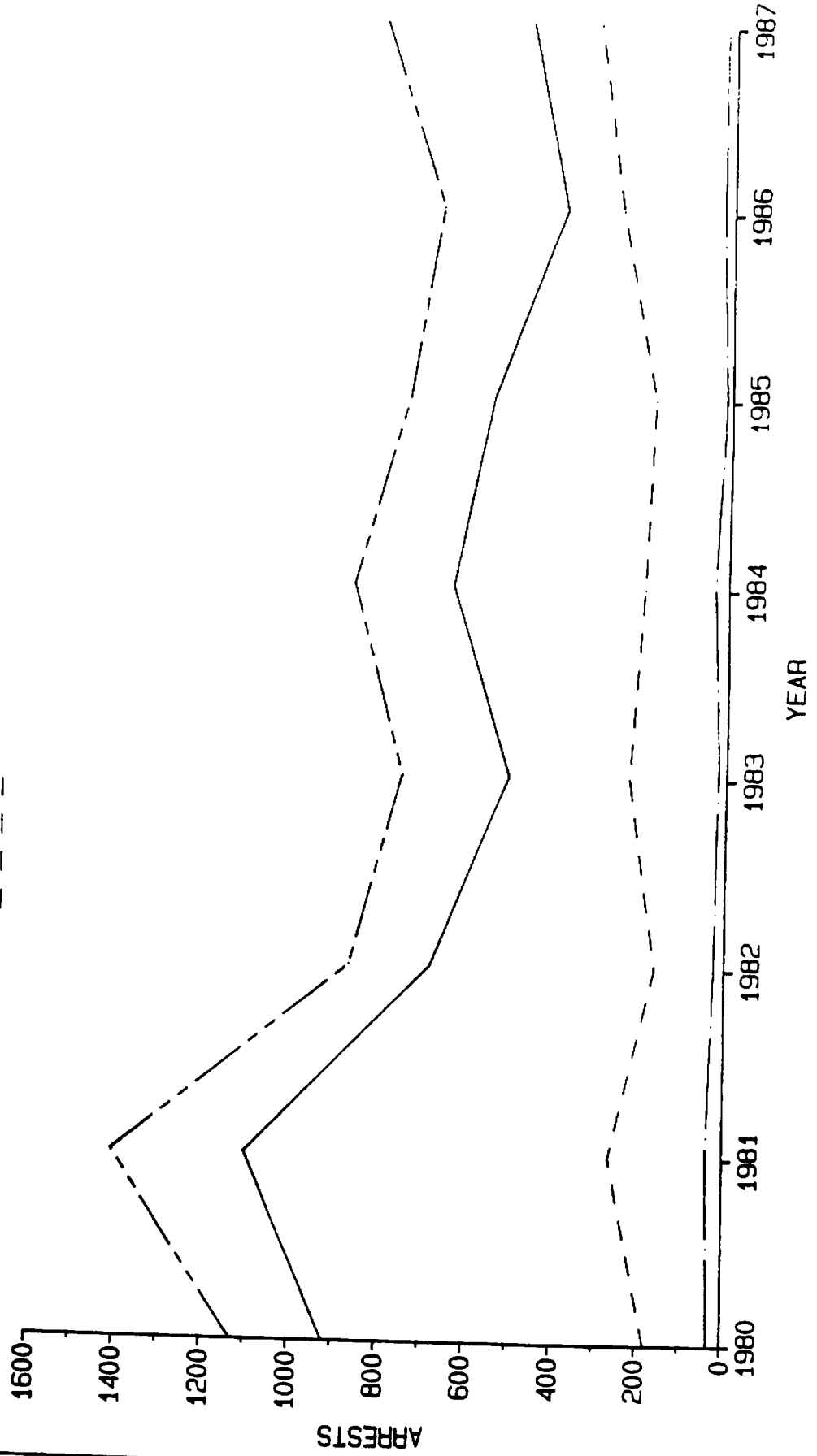


SOURCE: ILLINOIS UNIFORM CRIME REPORTS

**TABLE 3.6**

LAKE COUNTY DRUG ARRESTS BY OFFENSE TYPE: 1980-1987  
(MEG ARRESTS NOT INCLUDED)

CANNABIS  
CONTROLLED SUBSTANCES  
HYPODERMIC NEEDLE  
TOTAL DRUG

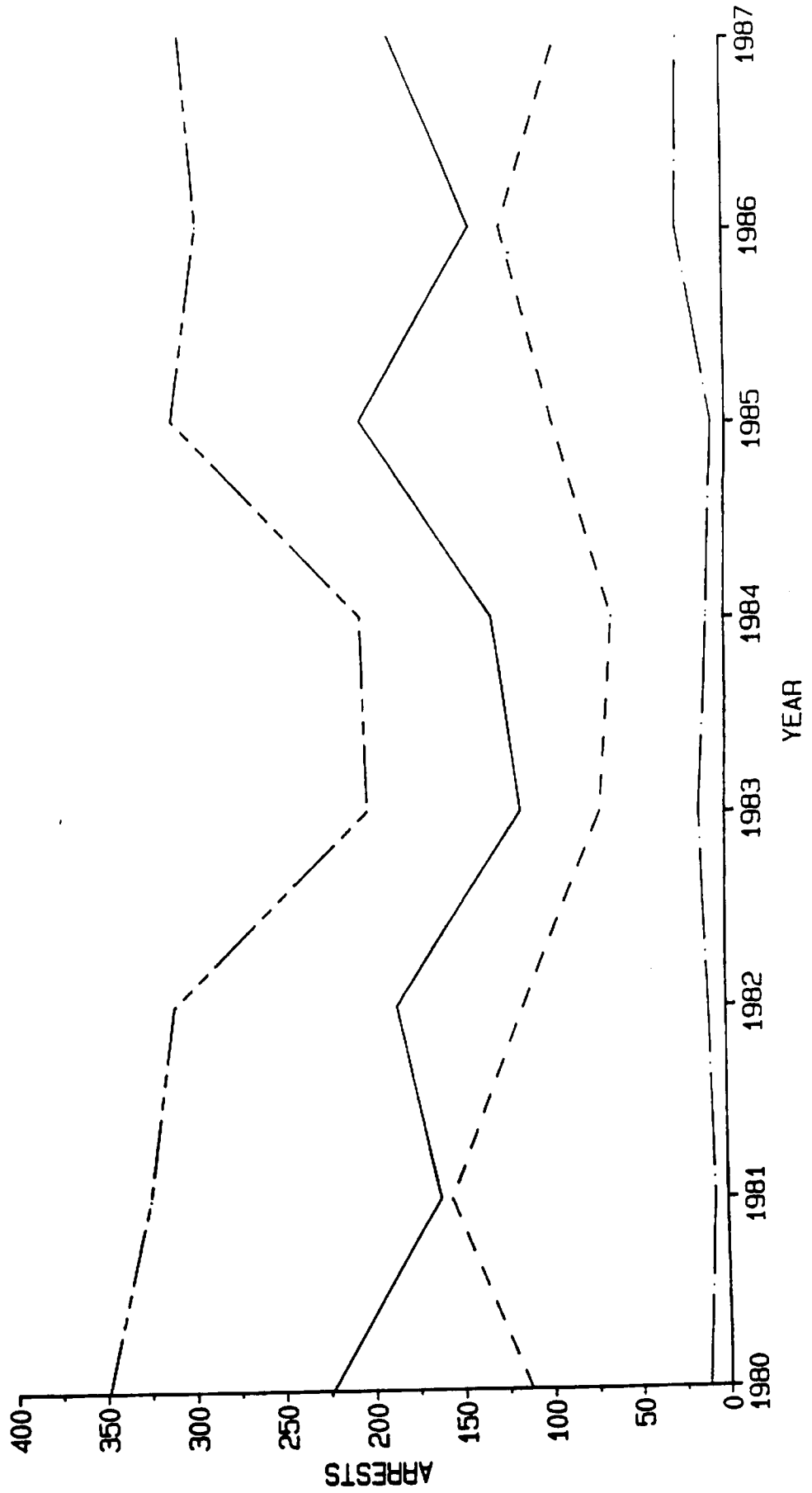


SOURCE: ILLINOIS UNIFORM CRIME REPORTS

**TABLE 3.7**

WILL COUNTY DRUG ARRESTS BY OFFENSE TYPE: 1980-1987  
(MEG ARRESTS NOT INCLUDED)

CANNABIS \_\_\_\_\_  
 CONTROLLED SUBSTANCES - - - - -  
 HYPODERMIC NEEDLE \_\_\_\_\_  
 TOTAL DRUG - - - - -



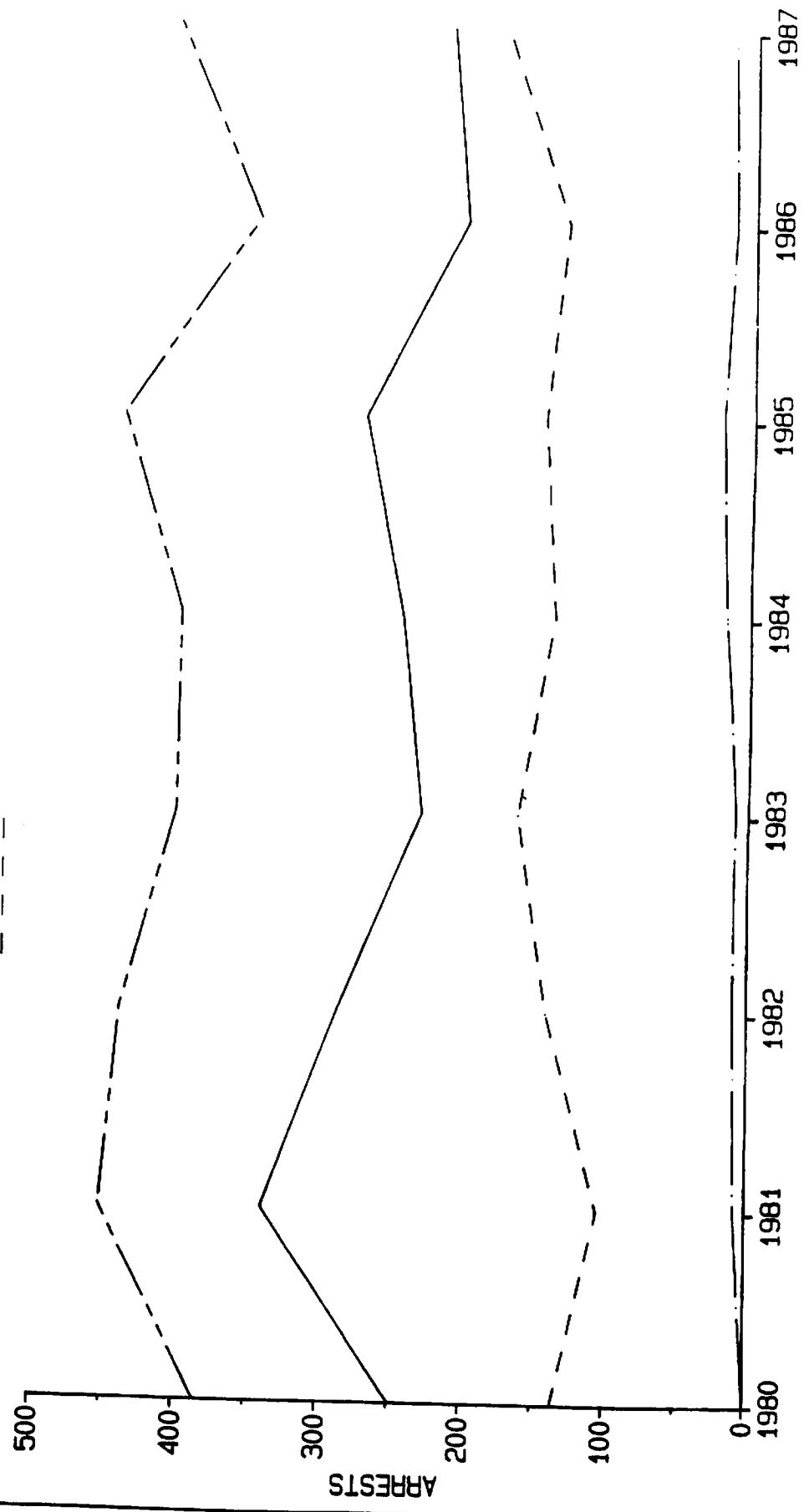
SOURCE: ILLINOIS UNIFORM CRIME REPORTS



**TABLE 3.8**

KANE COUNTY DRUG ARRESTS BY OFFENSE TYPE: 1980-1987  
(MEG ARRESTS NOT INCLUDED)

CANNABIS                      CONTROLLED SUBSTANCES                      HYPODERMIC NEEDLE                      TOTAL DRUG

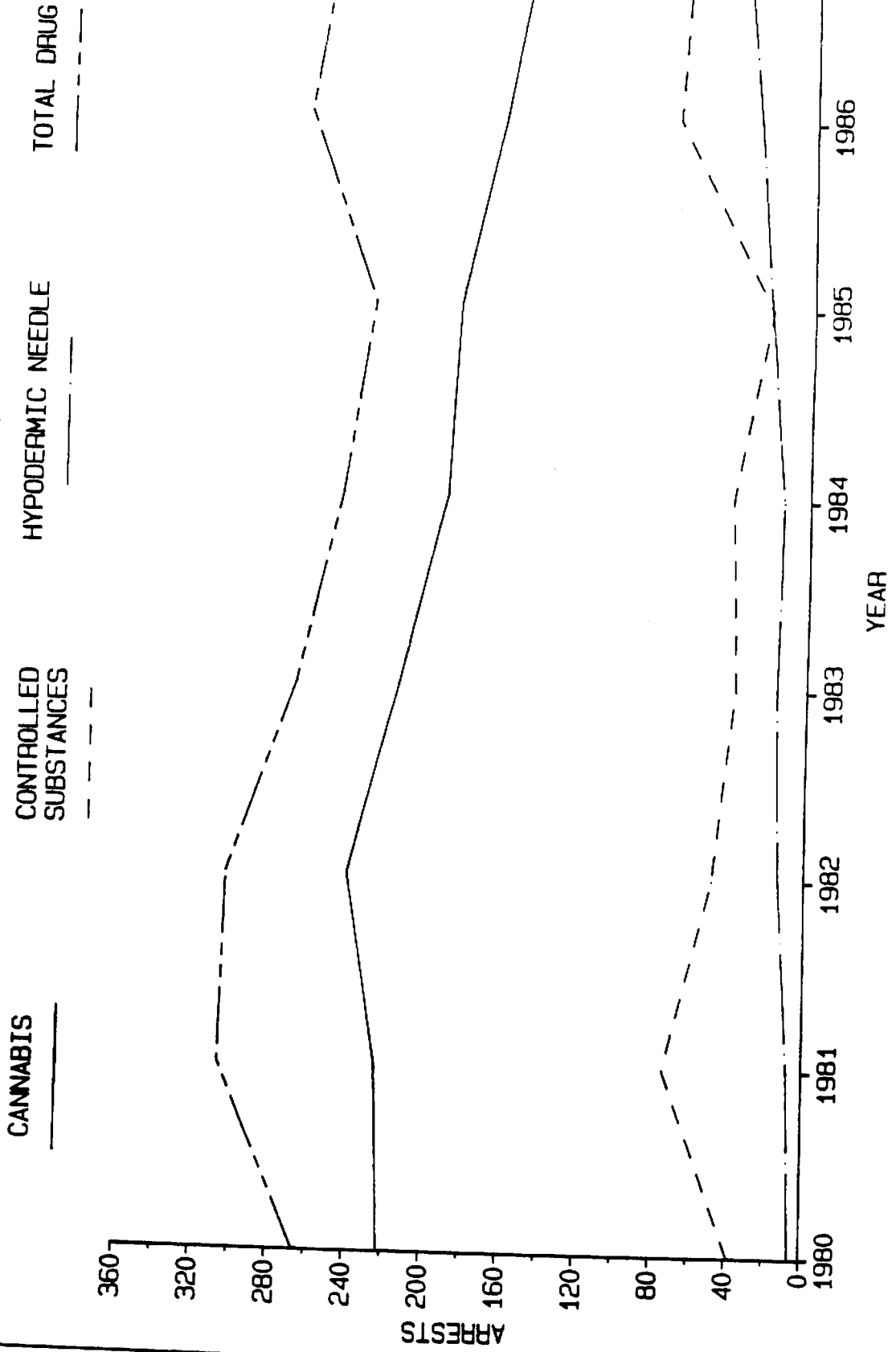


SOURCE: ILLINOIS UNIFORM CRIME REPORTS



**TABLE 3.10**

**WINNEBAGO COUNTY DRUG ARRESTS BY OFFENSE TYPE: 1980-1987**  
(MEG ARRESTS NOT INCLUDED)



SOURCE: ILLINOIS UNIFORM CRIME REPORTS

**TABLE 5:**

Report Period CY 1987

**STATE AND LOCAL DRUG DISPOSITIONS**

*Please indicate the results, by defendant, of cases reaching disposition during the report period. Because of the time lag between arrest and disposition, the arrests reported in the previous chart and the dispositions reported in this chart may refer to different cases.*

DISPOSITION	MAJOR DRUG INVOLVED							
	OPIATES	COCAINE	CANNABIS	DANGEROUS DRUGS			UNKNOWN/ OTHER	TOTAL
				HALLU- CINOGENS	STIMULANTS	DEPRES- SANTS		
Convicted	63	678	468	37	40	18	98	1,402
Acquitted	1	20	5	2	1	2	3	34
Dismissed	30	161	147	11	6	10	47	412
Declined								
Unknown								
<b>Total</b>	<b>94</b>	<b>859</b>	<b>620</b>	<b>50</b>	<b>47</b>	<b>30</b>	<b>148</b>	<b>1,848</b>
Number of Agencies Reporting <u>ISP/DCI &amp; Task Forces</u>				Percent of Population Served by Reporting Agencies _____				

**TABLE 6:**

Report Period CY 1987

**STATE AND LOCAL DRUG CONVICTIONS**

*Please indicate the total number of drug-related convictions within the state during the report period.*

OFFENSE	MAJOR DRUG INVOLVED							
	OPIATES	COCAINE	CANNABIS	DANGEROUS DRUGS			UNKNOWN/ OTHER	TOTAL
				HALLU- CINOGENS	STIMULANTS	DEPRES- SANTS		
Buying/Receiving								
Cultivation/ Manufacture	0	5	21	0	3	0		29
Distribution/Sale	49	594	293	34	31	11		1,012
Operating/ Promoting/ Assisting								
Possession/ Concealing	14	79	118	3	6	7		227
Transportation/ Importation								
Using/Consuming								
Other			36				98	134
<b>Total</b>	<b>63</b>	<b>678</b>	<b>468</b>	<b>37</b>	<b>40</b>	<b>18</b>	<b>98</b>	<b>1,402</b>
Number of Agencies Reporting <u>ISP/DCI &amp; Task Forces</u>				Percent of Population Served by Reporting Agencies _____				

**TABLE 7:  
STATE AND LOCAL DRUG SENTENCES**

Report Period CY 1987

Please indicate the type of sentence for those convicted of drug-related offenses during the report period. If the sentence includes a combination of sentencing alternatives, show the conviction as receiving the most serious sentence. Alternatives are listed in order of seriousness, with prison being the most serious.

ALTERNATIVE	MAJOR DRUG INVOLVED							TOTAL
	OPIATES	COCAINE	CANNABIS	DANGEROUS DRUGS			UNKNOWN/ OTHER	
				HALLU- CINOGENS	STIMULANTS	DEPRES- SANTS		
Prison	27	240	79	13	11	3	42	415
Local Jail	8	159	124	9	10	5	16	331
Jail and Probation:								
Community Corrections	1	3	6	1	2	1	0	14
Probation	10	65	34	4	3	1	13	130
Fine	15	193	218	10	14	8	24	482
Suspended Sentence:								
Deterred Judgement:								
Other	3	18	8	0	0	1	4	34
<b>Total</b>	<b>64</b>	<b>678</b>	<b>469</b>	<b>37</b>	<b>40</b>	<b>19</b>	<b>99</b>	<b>1,406</b>
Number of Agencies Reporting <u>ISP/DCI &amp; Task Forces</u>				Percent of Population Served by Reporting Agencies _____				

**TABLE 8:  
SENTENCE LENGTH FOR DRUG-RELATED OFFENSES \***

Report Period \_\_\_\_\_

Please indicate the average sentence length for offenders convicted of drug-related offenses who were sentenced to prison during the report period. Please show the average sentence length in months.

OFFENSE	MAJOR DRUG INVOLVED							TOTAL
	OPIATES	COCAINE	CANNABIS	DANGEROUS DRUGS			UNKNOWN/ OTHER	
				HALLU- CINOGENS	STIMULANTS	DEPRES- SANTS		
Buying/Receiving								
Cultivation/ Manufacture								
Distribution/Sale								
Operating/ Promoting/ Assisting								
Possession/ Concealing								
Transportation/ Importation								
Using/Consuming								
Other								
<b>Total</b>								
Number of Agencies Reporting _____				Percent of Population Served by Reporting Agencies _____				

\*Data not available in this much detail. See strategy for general discussion.

**TABLE 9:  
STATE AND LOCAL TREATMENT RESOURCES**

Please indicate the total drug treatment resources available within the state and resources available to drug offenders during the report period. Also indicate the number of clients served and the average waiting period for admission.

TOTAL DRUG TREATMENT PROGRAMS	BED SPACE SLOTS AVAILABLE *	CLIENTS SERVED**	AVERAGE WAIT FOR ADMISSION***
Self-help			
Inpatient Hospital-based			
Therapeutic Community			
Residential	1,107 beds	1,969	313 individuals
Day Care			
Methadone		2,074	
Outpatient Drug-free	3,113 counselors	4,478	838 individuals
Other	764 beds		

\*Includes both drug & alcohol.

\*\*Drugs only.

\*\*\*As of January 1988.

DRUG TREATMENT RESOURCES DEDICATED TO CRIMINAL JUSTICE CLIENTS	BED SPACE/SLOTS AVAILABLE *	CLIENTS SERVED	AVERAGE WAIT FOR ADMISSION
Self-help			
Inpatient/Hospital-based			
Therapeutic Community			
Residential	0	755	
Day Care			
Methadone	0	173	
Outpatient Drug-free	0	1,652	
Other			275 individuals**

Number of Agencies Reporting 1 (DASA)

Percent of Population Served by Reporting Agencies All

\*No spaces contracted specifically for criminal justice clients. \*\*Drug clients only, as of February 1988.

DRUG TREATMENT PROGRAMS WITHIN CORRECTIONAL FACILITIES	CLIENTS SERVED IN ADULT FACILITIES	CLIENTS SERVED IN JUVENILE FACILITIES
Self-help		
Education	552	
Special Programming (e.g., therapeutic communities, ethnic programs) Please describe the types of programs on a separate page.		

Number of Agencies Reporting 2 (IDOC & Gateway)      Percent of Population Served by Reporting Agencies \_\_\_\_\_

\*42 agencies submitting to N. Ill. Crime Laboratory  
 42 agencies submitting to DuPage Crime Laboratory  
 10 MEGs  
 9 Task Forces & Ill. State Police

Report Period CY 1987

**STATE AND LOCAL DRUG REMOVALS**

Please indicate the total amount of drugs removed from the market by state and local agencies during the report period. Report opiates and cocaine in kilograms, cannabis in pounds and other drugs in dosages.

TYPE OF DRUG	METHOD OF REMOVAL	
	SEIZURE	PURCHASE
OPIATES 9.06 kilos	7.73 kilos	1.33 kilos
Heroin (7.61)	(6.31)	(1.30)
Opium (0.30)	(0.27)	(0.03)
Morphine (1.15)	(1.15)	-
COCAINE 2,468.11 kilos	2,412.42 kilos	55.69 kilos
Crack		
CANNABIS 18,357.87 lbs.	18,216.92 lbs.	140.95 lbs.
Marijuana (18,356.33)	(18,216.15)	(140.18)
Hashish (1.54)	(0.77)	(0.77)
Hash Oil -	-	-
DANGEROUS DRUGS 527.51 kilos +3,996 DU's	522.42 kilos + 3,996 DU's	5.09 kilos
Methamphetamines/Amphetamines		
Other Stimulants		(1.96)
Barbiturates		
Other Depressants		(0.84)
PCP		(0.74)
LSD		(0.24)
Other Hallucinogens		
UNKNOWN/OTHER		(1.31)
Number of Agencies Reporting <u>104*</u>		Percent of Population Served by Reporting Agencies <u>All</u>

**TABLE 11:  
 STATE AND LOCAL DRUG ERADICATION**

Please indicate the amount of marijuana eradicated within the state through state and local efforts. The size of the plot and the means of destruction determine the common method of reporting the amount of drugs eradicated. Please report the number of plants destroyed or the number of acres of marijuana destroyed. Both methods may be used for different plots.

TYPE OF MARIJUANA DESTROYED	AMOUNT OF MARIJUANA DESTROYED
Cultivated	40,362 plants
Wild (Ditchweed)	38,595 plants
Number of Agencies Reporting <u>Cash Crop</u>	
Percent of Population Served by Reporting Agencies <u>All</u>	

**TABLE 12:  
NON-DRUG ASSET SEIZURES AND FORFEITURES**

CY 1987

*Please indicate the number of non-drug assets seized or forfeited involving state and local agencies during the report period and the estimated dollar amount of the assets. Please provide the same information for seizures and forfeitures (also included in state and local figures) in which there was Federal assistance.*

STATE AND LOCAL AGENCIES	ASSET SEIZURES		ASSET FORFEITURES	
	NUMBER OF SEIZURES	DOLLAR AMOUNT	NUMBER OF FORFEITURES	DOLLAR AMOUNT
Vehicles	577		19	
Vessels				
Aircraft				
Currency	2,704	\$3,547,652.00	1,156	\$918,324.00
Other Financial Instruments				
Real Property				
Weapons				
Other				
<b>WITH FEDERAL ASSISTANCE</b>				
Vehicles				
Vessels				
Aircraft				
Currency				
Other Financial Instruments				
Real Property				
Weapons				
Other				
Number of Agencies Reporting _____		Percent of Population Served by Reporting Agencies _____		

**TABLE 13:  
STATE AND LOCAL DRUG CONTROL UNITS**

*Please indicate the number of agencies in the state which have drug control units and the number of full-time equivalent employees (FTE) assigned to the unit.*

TYPE OF AGENCY	NUMBER OF AGENCIES WITH DRUG UNITS	FTE ASSIGNED*
State Law Enforcement Agency	1	
Statewide Drug Enforcement Task Force	20	
Local Law Enforcement Agencies	5 Chicago, Peoria, Evanston, Waukegan, Rockford	
Local Drug Enforcement Task Force	-	
State Prosecutors	2	
Local Prosecutors	6	
Number of Agencies Reporting _____		Percent of Population Served by Reporting Agencies _____

\*Number of staff assigned by each agency varies depending on number of pending investigations and jurisdictions participating in investigations.



TABLE 14:

CY 1987

**STATE AND LOCAL ARRESTS AND DISPOSITIONS FOR VIOLENT CRIMES**

Please indicate the total number of arrests for violent crimes made by state and local law enforcement agencies in the state during the report period. Also indicate the results, by defendant, of cases reaching disposition during the report period and the type of sentence for those convicted of violent crimes during the report period. If the sentence includes a combination of sentencing alternatives, show the conviction under the most severe sentence. Alternatives are listed in order of seriousness, with prison being the most severe. Because of the time lag between arrest, disposition and sentencing, the total arrest, dispositions and sentences may refer to different cases.

	MURDER AND NON-NEGLIGENT MANSLAUGHTER	FORCIBLE RAPE	ROBBERY	AGGRAVATED ASSAULT	BURGLARY
ARRESTS	1,100	1,764	5,903	7,150	14,822
DISPOSITIONS					
Convicted	457				
Acquitted					
Dismissed					
Declined					
Unknown					
Total					
SENTENCES FOR THOSE CONVICTED					
Prison	429				
Local Jail					
Community Corrections					
Probation					
Fine					
Suspended Sentence					
Deferred Judgement					
Other					
Total					
Number of Agencies Reporting Arrests <u>1,016</u>		Percent of Population Served by Reporting Agencies _____			
Number of Agencies Reporting Dispositions _____		Percent of Population Served by Reporting Agencies _____			
Number of Agencies Reporting Sentences _____		Percent of Population Served by Reporting Agencies _____			

TABLE 14.1:

CY 1987

**STATE AND LOCAL ARRESTS AND DISPOSITIONS FOR VIOLENT CRIMES**

Please indicate the total number of arrests for violent crimes made by state and local law enforcement agencies in the state during the report period. Also indicate the results, by defendant, of cases reaching disposition during the report period and the type of sentence for those convicted of violent crimes during the report period. If the sentence includes a combination of sentencing alternatives, show the conviction under the most severe sentence. Alternatives are listed in order of seriousness, with prison being the most severe. Because of the time lag between arrest, disposition and sentencing, the total arrest, dispositions and sentences may refer to different cases.

	<del>MURDER AND NON-NEGLIGENT MANSLAUGHTER</del>	<del>FORCEIBLE RAPE</del>	<del>ROBBERY</del>	<del>AGGRAVATED ASSAULT</del>	<del>BURGLARY</del>
ARRESTS					
DISPOSITIONS	CLASS M, X	CLASS 1	CLASS 2	CLASS 3	CLASS 4
Convicted	3,381	2,325	8,198	9,804	7,589
Acquitted					
Dismissed					
Declined					
Unknown					
Total					
SENTENCES FOR THOSE CONVICTED					
Prison	2,510	1,547	3,132	3,163	2,143
Local Jail		375	1,589	1,655	1,115
Community Corrections					
Probation		816	3,476	4,972	2,261
Fine					
Suspended Sentence					
Deferred Judgement					
Other					
Total	2,510	2,738	8,197	9,790	5,519
Number of Agencies Reporting Arrests	-		Percent of Population Served by Reporting Agencies -		
Number of Agencies Reporting Dispositions	102		Percent of Population Served by Reporting Agencies All		
Number of Agencies Reporting Sentences	102		Percent of Population Served by Reporting Agencies All		

**Appendix A: Notice of Hearings**



# ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY

120 South Riverside Plaza

Chicago, Illinois 60606-3997

(312) 793-8550

## NOTICE OF PUBLIC HEARING

### Congress Passes New Anti-Drug Initiative

In its closing hours, the 100th Congress passed H.R. 5210, the *Omnibus Drug Initiative Act of 1988*. This bill merges the drug laws enforcement grant program of the Anti-Drug Abuse Act of 1986 and the criminal justice grant program of the *Justice Assistance Act (JAA)* of 1984 thereby creating a single unified grant program. The bill also reauthorizes the *Victims of Crime Act (VOCA)*.

Funds for these programs are expected to be made available in the near future to the Illinois Criminal Justice Information Authority, the state agency that administers these programs in Illinois. Therefore, the Authority is seeking testimony from leaders of the criminal justice and victim service community.

### Public Hearing Sites

December 6, 1988  
December 13, 1988  
December 14, 1988

Springfield  
Chicago  
Chicago

Ramada Renaissance  
Ramada O'Hare  
Ramada O'Hare

### Times

Testimony will be heard from 8:30 a.m. until 5:00 p.m. Presentations should not exceed 10 minutes. A question period may follow each presentation. Written summaries of the testimony should be submitted.

### Violent Crime and Drug Control Issues To Be Addressed

In preparing remarks, witnesses should address the following:

Taking into account the purposes of the funds (see Inbrief), identify the most pressing problem(s) facing your agency.

Submit data that document the extent of the problem(s).

Identify the resources presently available to address this problem(s).

### Victims of Crime Issues To Be Addressed

In preparing remarks, witnesses should address the following:

The continuing need of the priority populations and resources available to serve them.

The needs of underserved victims and the resources available to serve them.

The impact of VOCA funds to date.

### Sign-up Required

If you are interested in testifying please complete the form below and mail it no later than November 20, 1988, to:

Office of Federal Assistance Programs  
Illinois Criminal Justice Information Authority  
120 South Riverside Plaza  
Chicago, Illinois 60606-3997

Although it may be impossible to schedule all who want to testify, written testimony submitted by December 16, 1988, will be considered.

## In Brief: Anti-Drug Abuse Act of 1988

In its closing hours, the 100th Congress passed H.R. 5210, the *Anti-Drug Abuse Act of 1988*. This bill that merges into a single, unified program the drug laws enforcement grant program of the *Anti-Drug Abuse Act of 1986* and the criminal justice grant program of the *Justice Assistance Act of 1984*. The bill authorizes \$2.6 billion in new federal spending, but actually appropriates only \$500 million nationwide for the current federal fiscal year (FFY89). These funds are to be split evenly between drug supply reduction and violent crime control, and drug demand reduction. The bill also reauthorizes the *Victims of Crime Act* of 1984 and several other Department of Justice programs. The Illinois Criminal Justice Information Authority will administer both the federal unified violent crime and drug control grant program and the crime victim assistance program in Illinois.

### Drug and Violent Crime Control Grant Program

Nationwide, \$150 million in FFY89 block grant funding has been earmarked for state and local drug and violent crime control programs. Illinois' share of these funds will be approximately \$4.8 million. The Authority may use up to 10% of the funds to administer the program. As required by the act, 65% of the remaining funds will be allocated to local units of government with the remainder going to state agencies. *For the first year of funding, one local dollar must match every three federal dollars.* In subsequent years, federal funds must be matched dollar for dollar. Each program must also include an evaluation component.

The purpose of the act is to enforce state and local drug laws (*similar to offences established in the Controlled Substances Act*) and to improve the functioning of the criminal justice system with emphasis on violent crime and serious offenders. Criminal justice and drug enforcement programs funded under this act can provide additional personnel, equipment, training, technical assistance, and information systems for the more widespread apprehension, prosecution, adjudication, and detention and rehabilitation of persons who violate these laws, and to assist victims of such crimes. Twenty-one (21) specific types of activities may be funded:

- (1) *Demand reduction education programs in which law enforcement officers participate.*
- (2) *Multi-jurisdictional task force programs that integrate federal, state, and local drug law enforcement agencies and prosecutors for the purpose of enhancing interagency coordination, intelligence, and facilitating multi-jurisdictional investigations.*
- (3) *Programs designed to target the domestic sources of controlled and illegal substances, such as precursor chemicals, diverted pharmaceuticals, clandestine laboratories, and cannabis cultivations.*
- (4) *Providing community and neighborhood programs that assist citizens in preventing and controlling crime, including special programs that address the problems of crimes committed against the elderly and special programs for rural jurisdictions.*
- (5) *Disrupting illicit commerce in stolen goods and property.*
- (6) *Improving the investigation and prosecution of white-collar crime, organized crime, public corruption crimes, and fraud against the government with priority attention to cases involving drug-related official corruption.*
- (7) (A) *Improving the operational effectiveness of law enforcement through the use of crime analysis techniques, street sales enforcement, schoolyard violator programs, gang-related and low-income housing drug control programs; and*  
(B) *Developing and implementing anti-terrorism plans for deep draft ports, international airports, and other important facilities.*

- (8) *Career criminal prosecution programs including the development of proposed model drug control legislation.*
- (9) *Financial investigative programs that target the identification of money laundering operations and assets obtained through illegal drug trafficking, including the development of proposed model legislation, financial investigative training, and financial information sharing systems.*
- (10) *Improving the operational effectiveness of the court process through programs such as court delay reduction programs and enhancement programs.*
- (11) *Programs designed to provide additional public correctional resources and improve the corrections system, including treatment in prisons and jails, intensive supervision programs, and long-range corrections and sentencing strategies.*
- (12) *Providing prison industry projects designed to place inmates in a realistic working and training environment which will enable them to acquire marketable skills and to make financial payments for restitution to their victims, for support of their own families, and for support of themselves in the institution.*
- (13) *Providing programs which identify and meet the treatment needs of adult and juvenile drug-dependent and alcohol-dependent offenders.*
- (14) *Developing and implementing programs which provide assistance to jurors and witnesses, and assistance (other than compensation) to victims of crimes.*
- (15) (A) *Developing programs to improve drug control technology, such as pretrial drug testing programs, programs which provide for the identification, assessment, referral to treatment, case management and monitoring of drug-dependent offenders, enhancement of state and local forensic laboratories; and*  
  
(B) *Criminal justice information systems to assist law enforcement, prosecution, courts, and corrections organization (including automated fingerprint identification systems).*
- (16) *Innovative programs that demonstrate new and different approaches to enforcement, prosecution, and adjudication of drug offenses and other serious crimes.*
- (17) *Addressing the problems of drug trafficking and the illegal manufacture of controlled substance in public housing.*
- (18) *Improving the criminal and juvenile justice system's response to domestic and family violence, including spouse abuse, child abuse, and abuse of the elderly.*
- (19) *Drug control evaluation programs.*
- (20) *Providing alternatives to prevent detention, jail, and prison for persons who pose no danger to the community.*
- (21) *Programs to strengthen urban enforcement and prosecution efforts targeted at street drug sales.*

**Appendix B: List of Witnesses**

**ANTI-DRUG ABUSE ACT OF 1988**  
**Testimony Heard at the Springfield Public Hearing**  
**December 6, 1988**

**John Baricevic, State's Attorney, St. Clair County**

**Donald Bernardi, State's Attorney, Livingston County**

**Steve Brienen, Sheriff, McLean County**

**Rebecca Carr, Director, Rape and Sexual Abuse Care Center**

**Susan Carr, Executive Director, Rape Information Counseling Services**

**William Collins, Illinois State Police Zone 14 Commander and Director, West Central Illinois Task Force**

**J. William DeMarco, Sheriff, Sangamon County**

**William Doster, Illinois State Police Deputy Superintendent, Division of Criminal Investigation**

**Bruce Irish, Judge, 2nd Judicial Circuit**

**Stephen Kunce, Director, Southern Illinois Enforcement Group**

**David Lantz, Chief, Mount Sterling Police Department**

**John Leonard, State's Attorney, Brown County**

**Alvin Lindsey, Illinois State Police Zone 8 Commander and Director, Task Force 8**

**Ron Massey, Chief, Mount Vernon Police Department**

**George Nuxoll, Illinois State Police Zone 10 Commander and Director, CANE/DANE Task Force**

**Polly Poskin, Director, Illinois Coalition Against Sexual Assault**

**Joyce Pruitt, Executive Director, Illinois Coalition Against Domestic Violence**

**Terry Remelius, Director, Metropolitan Enforcement Group of Southwestern Illinois**

**J. William Roberts, U.S. Attorney, Central District of Illinois**

**Larry Scheufele, Illinois State Police, Deputy Superintendent, Division of Forensic Services and Identification**

**Connell Smith, Illinois State Police**

**Ronald Swan, Chief, Illinois State University Police Department**

**Michael Walton, Chief, Springfield Police Department**

**Jim Williams, Decatur Police Department**

**Garry Wilson, Mt. Sterling Police Department**



**ANTI-DRUG ABUSE ACT OF 1988**  
**Testimony Heard at the Chicago Public Hearing**  
**December 14, 1988**

**Bill Barron, Lake County Administrator's Office**

**Henry Bey, West Maywood Park District Police Department**

**William Biang, D.A.R.E. Coordinator, Waukegan Police Department**

**George Bridges, Chief, Waukegan Police Department**

**Enoch Clark-Bey, West Maywood Park District Police Department**

**Joseph Collina, Lake County State's Attorney's Office**

**Barbara Davis, Director, YWCARES, South Suburban YWCA**

**Barbara Engel, Consultant, YWCA of Metropolitan Chicago**

**Paul Gall, Director, Chicago Police Department Crime Laboratory**

**Frank Gomilla, Director, Northeastern MEG**

**Marshall Hartman, Public Defender, Lake County**

**Earl Hernandez, Illinois State Police Zone 16 Commander and Director, Northwestern Illinois Narcotics Task Force**

**Margaret Luft, Director, Woman Abuse Action Project, Uptown Center Hull House**

**Laurence Mulcrone, Director, DuPage County MEG**

**William Nolan, Chief, Homewood Police Department**

**Laura Notson, Director, Lake County Children's Advocacy Center**

**Paul Oliver, Chicago Alliance for Neighborhood Safety**

**Dr. Michael Oster, Board Member, Lake County Children's Advocacy Center**

**William Postley, West Maywood Park District Police Department**

**Roger Russell, State's Attorney, Boone County**

**Mary Scott-Boria, Director, Women's Services, YWCA of Metropolitan Chicago**

**Robert Stachura, Deputy Director, Illinois Department of Alcoholism and Substance Abuse**

**Barbara Thornton, Director, Victim Assistance Program, Vermilion County State's Attorney's Office**

**Ed Young, Director, Chicago Community Anti-Violence Program, Horizons Community Services, Inc.**

ANTI-DRUG ABUSE ACT OF 1988  
Testimony Heard at the Chicago Public Hearing  
December 13, 1988

Steven Allendorf, Sheriff, JoDaviess County  
Marvin Bausman, Sheriff, Carroll County  
Sherry Berliner, Director, SHALVA  
Michael Bonamarte, Chief, Highland Park Police Department  
Kenneth Boyle, Director, Office of the State's Attorney's Appellate Prosecutor  
Winston Brass, Chief, Rochelle Police Department  
Samuel Conti, Director, Administrative Office of the Illinois Courts  
Melody Heaps, Director, Treatment Alternatives to Street Crime (TASC)  
Dona Howell, Coordinator of Substance Abuse Services, Illinois Department of Corrections  
L. L. "Butch" Kimmel, Sheriff, Whiteside County  
Fred Ledebuhr, Chairman, Kane County Criminal Justice Commission  
Michael Mahoney, Director, John Howard Association  
Robert Matuzak, Director, Gateway Foundation  
Steven McGulre, Legal Research Division, Circuit Court of Cook County  
George Nicosia, Deputy Chief, Cook County Sheriff's Police Department  
Timothy Nugent, Chief, Kankakee Police Department  
Phyllis Pennese, Project Coordinator, Rape Victim Advocates  
Dwayne Peterson, Director of Information Systems, Cook County Department of Corrections  
Andrew Principi, Director, Northern Illinois Police Crime Laboratory  
Edward Sajdak, Coordinator Research & Development, Cook County Sheriff Office  
Anthony Schaab, Chief of Mental Health Services, Illinois Department of Corrections  
Charles Schofield, Director, Multi-County Narcotic Enforcement Group  
Dennis Schumacher, State's Attorney, Ogle County  
Charles Schwartz, Director of Outpatient Services, Gateway Foundation  
George Shadid, Sheriff, Peoria County  
Thomas Snooks, Director of Projects, Cook County Sheriff's Office  
Neil Sullivan, Cook County Sheriff's Office  
John Tate, Kankakee Police Department

**ANTI-DRUG ABUSE ACT OF 1988**  
**Written Testimony Received**  
**1988**

**James Ardiuni, Mayor, City of Rock Falls**

**Richard Bernotas, Superintendent of Schools, Crystal Lake Elementary School**

**Robert Bonneville, Director of Public Safety, Village of Glencoe**

**Charles Burch, State's Attorney, Calhoun County**

**William Busse, Mayor, City of McHenry**

**William Charnisky, Chief, Bolingbrook Police Department**

**Mark Clarke, State's Attorney, Alexander County**

**Michael Coghlan, State's Attorney, Dekalb County**

**Robert Covey, Counsel to Crystal Lake Area Crimestoppers**

**Craig DeArmond, State's Attorney, Vermilion County**

**James Dixon, Mayor, City of Dixon**

**Paul Dollins, Chief, University of Illinois at Champaign/Urbana Police Department**

**Richard Duellman, Chief, Village of McCullom Lake Police Department**

**Catherine Dunlap, Cook County State's Attorney's Office**

**William Durham, Mayor, City of Sterling**

**Gordon Gabel, Fox River Grove American Legion**

**Steven Good, Palos Hills Police Department**

**Mary Ann Hansen, Palos Hills Police Department**

**Charles Hartmann, State's Attorney, Stephenson County**

**Michael Hayes, Deputy Attorney General, Illinois Attorney General's Office**

**Samuel Hiller, Sheriff, Perry County**

**Walter Holcomb, Chief, Freeport Police Department**

**Barbara Hopp, Fox River Grove Chamber of Commerce**

**Glenn Huffman, Chief, Orland Hills Police Department**

**Mark Hunter, State's Attorney, Massac County**

**Ernest Jacobi, Chief, Evanston Police Department**

**Sandy Krenz, Cary Chamber of Commerce**

**ANTI-DRUG ABUSE ACT OF 1988**  
**Written Testimony Received**  
**1988**

**Gail Loefgren, Mayor, City of Rochelle**

**Robert Lombardo, Asset Forfeiture Unit, Chicago Police Department**

**LeRoy Martin, Superintendent, Chicago Police Department**

**Mike McCormick, State's Attorney, Johnson County**

**James Mentzer, McHenry Area Crime Stoppers**

**Fred T.L. Norris, Mayor, City of St. Charles**

**Linnea Olesen, Crystal Lake Chamber of Commerce**

**Kathleen Park, Village President, Village of Cary**

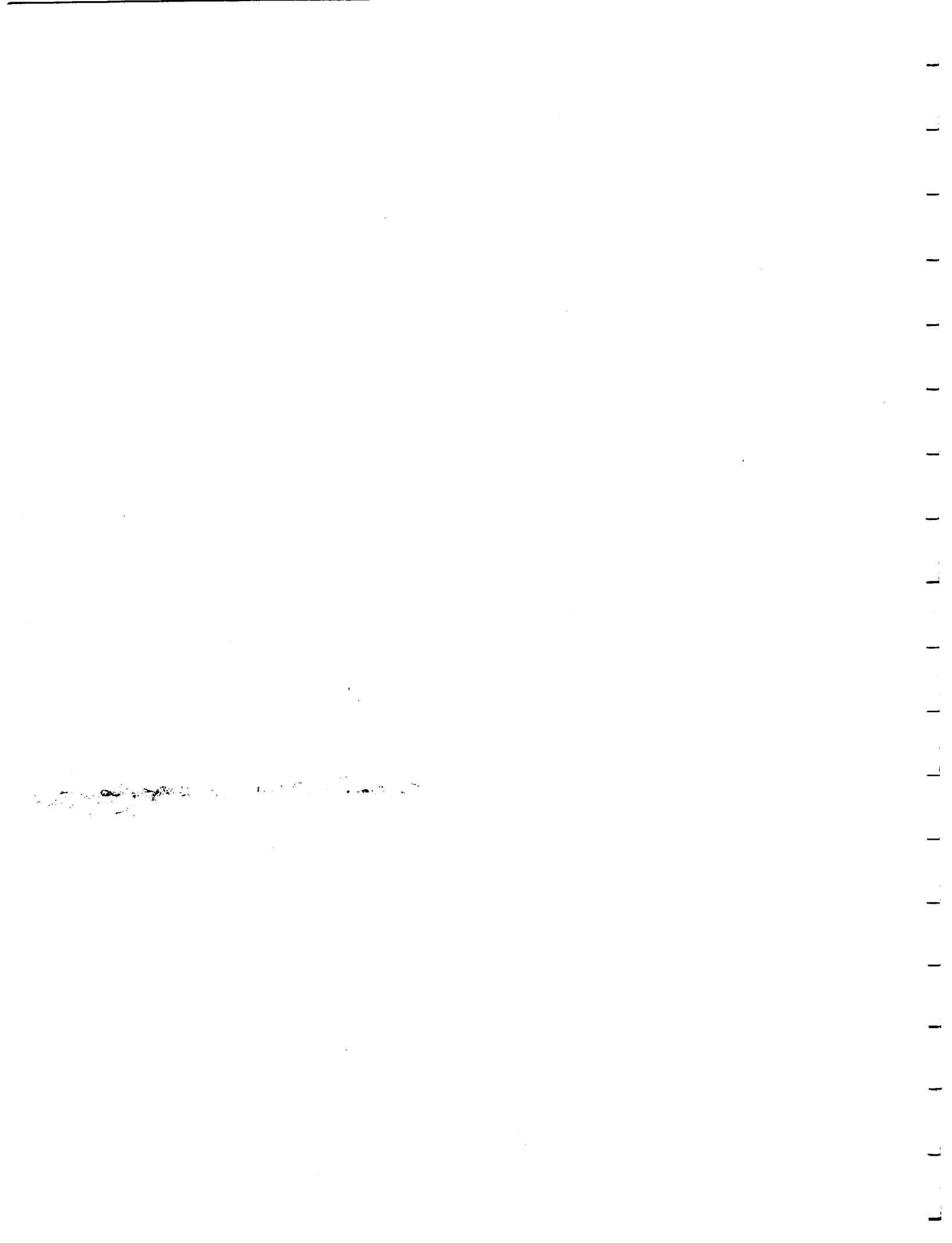
**Joan Scott, State's Attorney, Fulton County**

**Bernie Thompson, Sheriff, Kankakee County**

**Robert Trainer, Fox River Grove Lions Club**

**Learetta Tyson, U.S. Attorney's Office, Northern District of Illinois**

**Monty Yates, President, Village of McCullom Lake**





# ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY

# ALERT

120 South Riverside Plaza

Chicago, Illinois 60606-3997

(312) 793-8550

## Authority Submits Statewide Drug, Violent Crime Control Strategy

February 1989

On November 18, 1988, President Reagan signed the Anti-Drug Abuse Act of 1988, a sweeping new federal law that includes a modest program of federal assistance to the states for drug laws enforcement and violent crime control. As with previous federal assistance programs of this type, the Illinois Criminal Justice Information Authority is administering the new federal program in Illinois. This month, the Authority submitted to the U.S. Department of Justice Illinois' Statewide Drug and Violent Crime Strategy for implementing the new law. This Alert describes what the Illinois strategy includes and how it was developed.

For more information, or to obtain a copy of the strategy, contact Barbara McDonald, Administrator of Federal Assistance Programs, Illinois Criminal Justice Information Authority, 120 South Riverside Plaza, Chicago, Ill., 60606-3997.

The *Anti-Drug Abuse Act of 1988*, which President Ronald Reagan signed into law last November, merges into a single, unified program the drug laws enforcement grant program of the *Anti-Drug Abuse Act of 1986* and the criminal justice grant program of the *Justice Assistance Act of 1984*. The law authorizes \$2.6 billion in new federal spending on drug and violent crime control, but actually appropriates only \$500 million nationwide for the first year of the program. Illinois share of these first-year funds is slightly more than \$4.8 million.

Ten percent of the state's funds will be used by the Illinois Criminal Justice Information Authority to administer the program in Illinois. As required by the act, approximately 65 percent of the remaining funds will be allocated to local units of government, and about 35 percent has been earmarked for state agencies. For the first year of funding, one local dollar must match every three federal dollars. In subsequent years, federal funds must be matched dollar for dollar.

The purpose of the federal program is to expand enforcement of state and local drug laws and to improve the functioning of the criminal justice system with an emphasis on violent crime and serious offenders. The act specifies 21 types of activities that may be funded. Specific programs funded under the act can provide for additional personnel, equipment, training, technical assistance, and information systems for the more widespread apprehension, prosecution, adjudication, and detention and rehabilitation of persons who violate drug and violent crime laws, and to assist victims of such crimes.

The Authority followed several steps in developing the state's drug and violent crime strategy:

### Identifying Extent and Nature of Illinois' Drug and Violent Crime Problems

In December 1988, the Authority held three days of public hearings to ascertain the most pressing

problems facing state and local officials in Illinois whose duty it is to enforce drug and violent crime laws. In all, 117 people either testified in person or presented written remarks. Data were also collected and analyzed to determine how effectively the criminal justice system handles drug and violent crime cases. In addition, resources currently available in Illinois to address the identified problems were assessed.

### Initial Development of the Strategy

Using this information, the Authority formulated goals for this year's program which addressed the drug and violent crime problems that were identified. These goals are categorized in the following areas prescribed by the U.S. Department of Justice: prevention and education, enforcement and intelligence, prosecution, adjudication, corrections, and information systems. One or more objectives and an implementation plan were then established for each goal.

### Narrowing the Focus of the Program

Once goals, objectives, and implementation plans were developed, it was possible for the Authority to narrow the broad focus of the federal act by naming the specific program areas that are the focus of Illinois' *Statewide Drug and Violent Crime Strategy*. In all, seven program areas were selected:

- Multi-jurisdictional task force programs that integrate federal, state, and local drug law enforcement agencies and prosecutors for the purpose of enhancing interagency coordination, intelligence, and facilitating multi-jurisdictional investigations [501(a)(2)]

- Providing community and neighborhood programs that assist citizens in preventing and controlling crime, including special programs that address the problems of crimes committed against the elderly and special programs for rural jurisdictions [501(a)(4)]

Continued

■ Career criminal prosecution programs, including the development of proposed model drug control legislation [501(a)(8)]

■ Financial investigative programs that target the identification of money laundering operations and assets obtained through illegal drug trafficking, including the development of proposed model legislation, financial investigative training, and financial information sharing systems [501(a)(9)]

■ Programs designed to provide additional public correctional resources and improve the corrections systems, including treatment in prisons and jails, intensive supervision programs, and long-range corrections and sentencing strategies [501(a)(11)]

■ (A) Developing programs to improve drug control technology, such as pretrial drug testing programs, programs which provide for the identification, assessment, referral to treatment, case management, and monitoring of drug-dependent offenders, enhancement of state and local forensic laboratories; and (B) Criminal justice information systems to assist law enforcement, prosecution, courts, and corrections organization (including automated fingerprint identification systems [501(a)(15)]

■ Drug control evaluation programs [501(a)(19)]

### **Allocation of Funds to Priority Program Areas**

The establishment of goals, objectives, and implementation plans also made it possible to project needed funding levels for each of these seven priority program areas. The Authority concluded that funding preference should be given to maintaining program staff hired in the first two years of Illinois' drug enforcement program under the old *State and Local Law Enforcement Assistance Act*. Thus, a portion of the allocations was set aside for these purposes.

The Authority further determined that the interests of the state will best be served if the limited funds available are primarily concentrated on the enforcement of state and, as appropriate, federal laws. Also, cases involving drug trafficking require more resources and time and, therefore, pose the greatest problem for local law enforcement

agencies. In addition, the Authority agreed that multi-jurisdictional efforts are generally more productive than the efforts of jurisdictions acting independently and that independent, uncoordinated actions may even jeopardize the work of other agencies.

### **Critical Elements for Determining Areas of Greatest Need**

It was clear from testimony presented at the Authority's public hearings that the need for funds far exceeded the dollars that were available. Therefore, to assist in the selection of agencies to implement programs under the act, the Authority adopted the following four critical elements to identify those jurisdictions which, when compared with others in the state, have a greater need for funding:

■ Statistical documentation that a problem with drugs exists in the jurisdiction. This can be shown by arrest and prosecution data, tips or leads which have not been followed up because of insufficient resources, treatment admissions or waiting lists, and hospital emergency room incidents. Such information will be considered in light of the total population of the jurisdiction.

■ In general, priority will be given to programs that target the apprehension or prosecution of drug traffickers, and that are willing to devote resources to developing conspiracy cases.

■ In general, priority will be given to programs that are multi-jurisdictional in nature.

■ Resources currently available to address the problem, and the ability to increase those resources to satisfy the match requirement of the law, including a willingness to assume increased funding responsibility should federal funds be provided for more than one year.

### **Setting of More Specific Priorities**

Finally, the Authority identified the following specific programs to be supported with first-year funds:

■ Nearly \$700,000 to expand the state's multi-jurisdictional narcotic units. The money will allow the 19 metropolitan enforcement groups (MEGs) and drug laws enforcement task forces currently operating in the state to expand their service areas, add equipment or person-

nel, or attack special drug problems in their areas.

■ More than \$1.3 million to conduct large-scale investigations and prosecutions of upper-echelon drug traffickers and to initiate asset forfeiture proceedings.

■ More than \$200,000 to continue a program to improve the ability of state and local government to share intelligence and investigative information on drug trafficking and abuse activities.

■ More than \$500,000 to continue upgrade programs at the State Police and Chicago Police Department crime laboratories. These programs will support forensic personnel.

■ \$500,000 to expand drug treatment and post-release services for female prisoners at the Dwight Correctional Center and to offer drug education to more prison inmates statewide.

■ \$400,000 for new programs to collect and process information needed to identify and process serious and violent offenders in Cook County.

■ \$200,000 for pretrial and post-conviction supervision services for drug-abusing offenders outside Cook County.

■ \$150,000 to continue the McGruff crime prevention program in Illinois, with a focus on education and prevention.

■ More than \$140,000 for an equipment arsenal from which local law enforcement agencies can borrow sophisticated equipment needed for drug investigations.

### **Designation of Individual Agencies**

While the Department of Justice is reviewing Illinois' strategy, the Authority's Budget Committee will begin designating individual agencies to administer the identified programs. Agencies will be identified based on an analysis of whether they represent an area of greatest need and on the following criteria:

- Comment from state and local officials
- Likelihood that an agency will achieve the objectives of the federal act
- Analysis of drug laws enforcement data
- Overall cost of services

End





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