

The Compiler

Illinois Criminal Justice Information Authority

Winter 1998

Inside

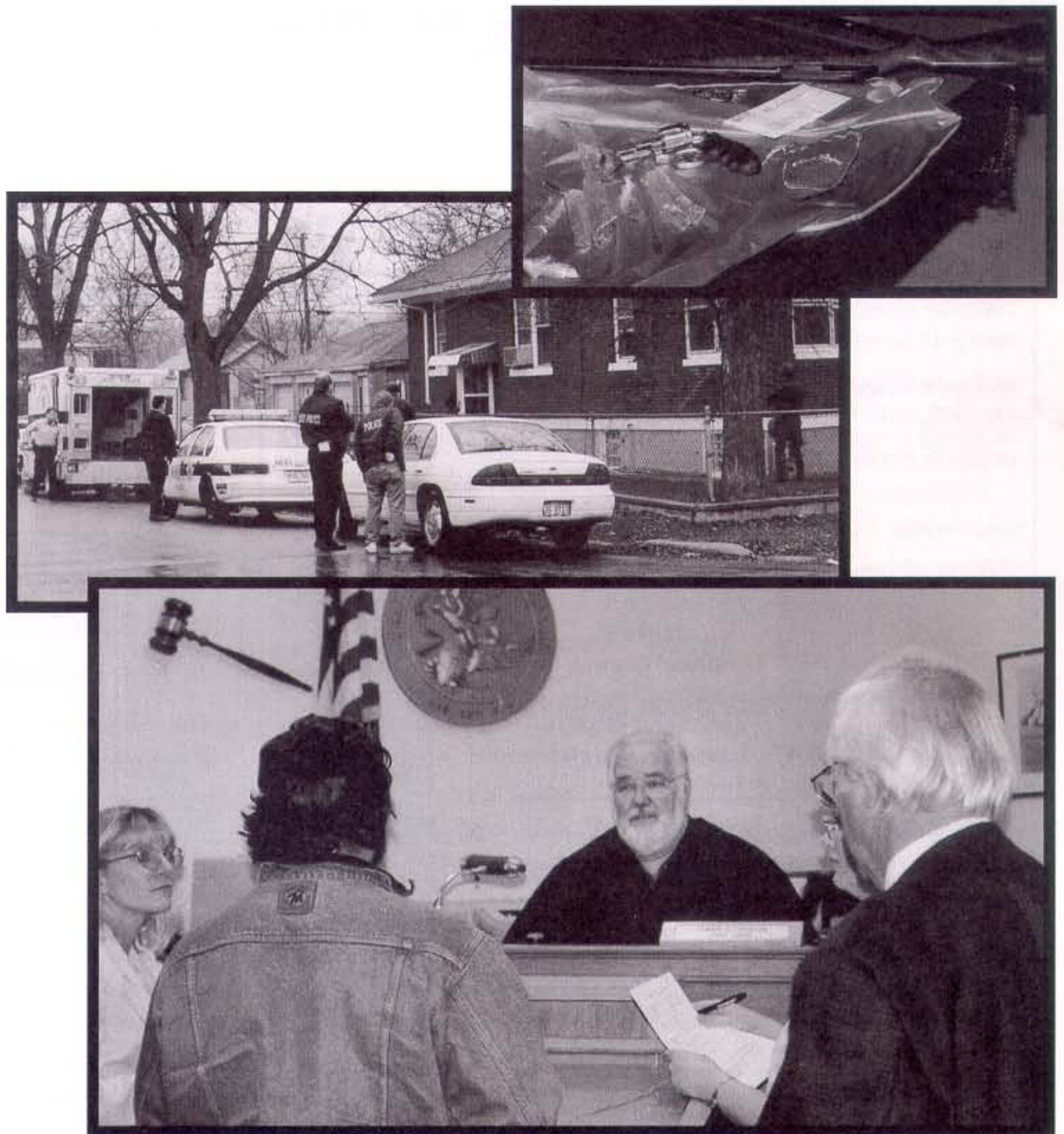
Features

- Agencies join forces
in multijurisdictional
drug units 4
- Drug offenders crowd system 8
- Cooperation helps Madison
County drug court succeed 10
- High levels of drug use
found among arrestees 14

Departments

- In Brief 2
- Technology 17
- Motor Vehicle Theft
Prevention Council 18
- Trends 20

Drugs and the criminal justice system



From top, drugs and guns confiscated by narcotics agents in Joliet, police raid a drug suspect's house in Joliet, and the Madison County drug court. Stories begin on page 4.

THE COMPILER is published by authority of the State of Illinois by the Illinois Criminal Justice Information Authority.

Jim Edgar
Governor

Bob Kustra
Lieutenant Governor



Authority members

Albert A. Apa
Former Director
Illinois Police Training Board

Jane Rae Buckwalter
Deputy Associate Chancellor
University of Illinois at Chicago

Richard A. Devine
State's Attorney
Cook County

Barbara Engel
Victim Advocate

Terrance Gainer
Director
Illinois State Police

Norbert Goetten
Director
Office of the State's Attorneys
Appellate Prosecutor

Richard J. Mark
President and CEO
St. Mary's Hospital
of East St. Louis, Inc.

Peter B. Bensinger
Chairman

Candice M. Kane
Acting Executive
Director

Robert Nall
Sheriff
Adams County

Roger Richards
Chief
Fairview Heights
Police Department

Jim Ryan
Illinois Attorney General

Michael Sheahan
Sheriff
Cook County

John J. Townsend
Acting Superintendent
Chicago Police Department

Michael Waller
State's Attorney
Lake County

Odie Washington
Director
Illinois Department of Corrections

Produced by the Office of Public Information

EDITOR
Daniel Dighton

ASSISTANT EDITOR
Kristi Turnbaugh

Created in 1983, the Illinois Criminal Justice Information Authority is a state agency dedicated to improving the administration of criminal justice. The Authority works to enhance the information tools and management resources of state and local criminal justice agencies, and it serves as a statewide forum for criminal justice coordination, planning, and problem solving. It also is responsible for research, information systems development, and administration of federal anti-crime funds. The Authority's specific powers and duties are spelled out in the Illinois Criminal Justice Information Act [20 ILCS 3930/1 et seq.].

The Illinois Criminal Justice Information Authority is governed by a 15-member board of state and local leaders from the criminal justice system, plus experts from the private sector. Authority members help develop priorities and monitor their progress. The agency's day-to-day work is carried out by a full-time professional staff working out of the Authority's Chicago office.

Copyright © 1998 Illinois Criminal Justice Information Authority. All rights reserved. Opinions and positions expressed herein are not necessarily those of the Illinois Criminal Justice Information Authority. Permission to use parts or the whole publication may be obtained by writing or calling the Illinois Criminal Justice Information Authority, Office of Public Information, 120 South Riverside Plaza, Suite 1016, Chicago, IL 60606-3997; (312) 793-8550; fax (312) 793-8422. Reader comments are welcome.

E-mail Editor Daniel Dighton at <ddighton@icjia.state.il.us>

Printing order number: 98-003.2 Number of copies: 10,000. ISSN 1059-6569. Printed on recycled paper with soybean-based ink.

Authority chairman to receive state's highest honor

Gov. Jim Edgar announced in December that Authority Chairman **Peter B. Bensinger** will be one of six recipients of the Order of Lincoln Medallion. The recipients will become Laureates of the Lincoln Academy of Illinois, the highest honor the state can bestow on someone who was born or resides in Illinois.

The award is given to individuals who have excelled in government, business, the arts, and literature. Among the other recipients this year will be former U.S. Sen. Paul Simon, and retired Gen. John M. Shalikashvili.

Bensinger is a former administrator of the U.S. Drug Enforcement Administration, and he was the first director of the Illinois Department of Corrections. He founded the Drug Free Workplace concept and now runs a corporation dedicated to corporate drug policy and employee assistance programs. He has been chairman of the Authority since 1991.

The Lincoln Academy, unique among the 50 states, was established 32 years ago to honor Illinois' most distinguished citizens, either by birth or residence, who have brought honor to the state by their achievements. Past honorees have included John Chancellor, Paul Harvey, Walter Payton, Mike Royko, Ronald Reagan, Ann Landers, Charlton Heston, and Jack Benny.

This year's awards will be presented during a dinner on Saturday, April 25, at the James R. Thompson Center in Chicago.

Authority welcomes its new members

The Authority welcomes its two new members. **Albert A. Apa** was appointed by Gov. Edgar as one of five members of the public on the Authority's board. **John J. Townsend** has taken a position on the Authority in his capacity as acting superintendent of the Chicago Police Department.

Apa, 76, was a Chicago police officer from 1947 until he retired as a sergeant in 1979. From 1979 to 1992 he was director of the Illinois Police Training Board in Springfield. He is now retired and lives in Springfield.

Apa received the Richard J. Daley Medal of Honor award in 1991 for service to the city of Chicago. Also in 1991, Apa received the Federal Law Enforcement Training Center Achievement Award from the U.S. Department of the Treasury, for being the outstanding training director in the United States.



Bensinger

Townsend, 66, is a 41-year veteran of the Chicago Police Department. He had been first deputy superintendent since 1992. He was named acting superintendent, effective Dec. 1, 1997, until a permanent successor is named for retired Superintendent Matt Rodriguez.

Federal grant funding and awards announced

Illinois will receive \$20.4 million under the Anti-Drug Abuse Act (ADAA), also known as Byrne funds, for 1998. A budget workshop on ADAA funding was scheduled for Jan. 21. The state will receive \$11.4 million in funding under the Victims of Crime Act (VOCA). Hearings on VOCA funding will be in February. The state is expected to receive approximately \$5.5 million under the Violence Against Women Act (VAWA).

The Authority recently awarded \$3.4 million for the expansion or new construction of additional bed space for violent offenders under 1996 Violent Offender Incarceration/Truth In Sentencing (VOI/TIS) program funds. Funding was awarded in December to juvenile detention facility projects in Sangamon and Champaign counties.

The Authority sent out 1,500 requests for proposals for the 1997 Local Law Enforcement Block Grant program. More than 350 proposals were received by the deadline for the nearly \$900,000 available through the program. Review panels were to make recommendations to the Authority's Budget Committee on Jan. 21.

Chicago's community policing program evaluated

The fourth in a series of reports evaluating the Chicago Alternative Policing Strategy (CAPS) program was recently completed by Northwestern University and published by the Authority.

The study examined community activists' attitudes about CAPS progress, residents' satisfaction level with their interactions with the police, the effectiveness of the city's marketing campaign aimed at raising program awareness in the neighborhoods, and how successfully the various components that comprise the community policing strategy are being implemented.

Among the findings of the study, two-thirds of Chicago residents are aware of the community policing effort, and among those who are, 30 percent have attended at least one beat community meeting. During the past year, about 4,500 residents attended CAPS meetings each month.

Community Policing in Chicago, Year Four: An Interim Report is part of an ongoing evaluation of the CAPS program being funded with grants from the Authority and the National Institute of Justice, U.S. Department of Justice. Copies of the report are available through the Authority's Information Clearinghouse, 312/793-8550.

PIMS, ALERTS expanded

The Authority's Police Information Management System (PIMS) was recently expanded to include the Harvard Police

Department. Fifty-three departments are now using the system, which, among other functions, helps promote the sharing of information among member agencies.

PIMS maintains information about criminal incidents, offenders, arrests, and other police operations. The system also has sophisticated crime analysis and mapping features, and automatically prepares monthly Uniform Crime Reports (UCR) statistics.

The Authority's popular in-car computer terminal system, ALERTS (Area-wide Law Enforcement Radio Terminal System), is being expanded to include Vermilion and Kendall counties.

There are nearly 300 agencies using ALERTS, which is the Authority's largest and fastest growing information systems project.

Authority staff present papers at ASC meeting

Authority researchers **Carolyn Rebecca Block** and **David Olson** presented papers at the annual meeting of the American Society of Criminology (ASC) in San Diego last November.

Block, a senior research analyst with the Authority, presented a paper titled "Risk of Serious Injury or Death in Intimate Violence: Collaborative Interview and Site Protocol Development." Block also organized two sessions at the ASC meeting and chaired the workshop of the Homicide Research Working Group.

Block was elected last year to the executive board of the ASC and to the executive board of the ASC Division on Women and Crime.

Olson, a former senior research analyst who is now on contract with the Authority, presented two papers using county-level data available from the Illinois State Police and the Administrative Office of the Illinois Courts to examine the effect that changes and differences in the risk of arrest and incarceration had on crime during the 1980s and 1990s.

Bishop named "Employee of the Quarter"

Jane Bishop, secretary to the executive director of the Authority, was named "Employee of the Quarter" for October-December 1997. Acting Executive Director Candice Kane praised Bishop for her unfailing devotion to the work of the Authority, and her willingness to go beyond her regular duties to help wherever and whenever she is needed. Bishop has been with the Authority since March 1995. ■



Bishop

Multijurisdictional narcotics unit cracks down on drug dealers in Joliet area

By Daniel Dighton

In the early light of a damp, gray morning last December, dozens of heavily armed law enforcement officers gathered inside an auditorium across from the gambling boats in downtown Joliet. As the lights from the big boats shimmered in the murky water of the Des Plaines River, the officers focused on targets just a few blocks away whose luck dealing drugs had run out.

With Polaroid mug shots of the suspects on display in the auditorium, officers from the Joliet Police Department, Will County Sheriff's Department, Illinois State Police, and the FBI were briefed on "Operation Cooperation," an annual roundup of suspects targeted by the Metropolitan Area Narcotics Squad (MANS) after several months of undercover drug deals.

A similar effort was underway just to the north, in Lockport, and also in Bolingbrook, as part of the same operation. In all, 70 suspects who had been indicted on drug charges by a grand jury were being sought, most for street-corner sales of crack cocaine.

Plainclothes officers were mixed in with uniformed patrol officers for the briefing. Off to one corner was the Joliet Police Department's tactical team, called the Special Operations

Squad (SOS), with their dark uniforms, helmets, goggles, and assault weapons.

The SOS team was on hand to assist in serving search warrants at two houses in Joliet where the suspects were expected to be armed. According to an established procedure in such cases, the tactical unit would gain entry and secure the buildings. The MANS agents would then enter, conduct the searches, and interrogate any suspects.

Unfortunately, and to the obvious disappointment of the officers, the suspects had cleared out of the first house long before the police arrived with the search warrant. The officers had more

success at the second house. In addition to several bags of marijuana and a couple of small bags of powdered cocaine, the officers found a .357 revolver and a .22-caliber rifle. The one occupant of the house was taken into custody without incident.

With house searches completed, attention turned to rounding up individual suspects, or targets, as the officers referred to them. This generally involved plainclothes and uniformed patrol officers riding around and picking up the suspects from known hangouts or at their residences.



Photo by Daniel Dighton

MANS agents and Joliet police raid a drug suspects house in Joliet.

Daniel Dighton is a public information officer with the Authority.

Cooperation key to drug effort

Few police departments would claim to have all the resources they need to fight illegal drugs in their communities. So it should not be surprising that cooperation among departments has become the cornerstone of major drug enforcement efforts.

MANS, which operates in Will and Grundy counties, is one of 10 Metropolitan Enforcement Groups (MEGs) in Illinois. Its 12 officers represent the Illinois State Police, the Joliet Police Department, the Will County Sheriff's Department, the Bolingbrook Police Department, the Lockport Police Department, and the Grundy County Sheriff's Department.

Most of the remaining police departments in the two counties contribute some funding to the unit. In addition to state and local funding, the unit gets federal Anti-Drug Abuse Act (ADAA) funds administered by the Authority.

Gangs and guns

The primary work of the unit, as with all MEGs, is the enforcement of drug laws and the investigation of gang activity. These efforts also frequently involve the MANS agents in the enforcement of gun laws, said MANS Director Jerry Wall, a lieutenant with the Bolingbrook Police Department.

"We're finding, basically, that wherever there's drugs, there's guns around, to protect their interests," Wall said.

MANS agents confiscated more than 60 firearms last year, including several assault rifles. Double-barreled, sawed-off shotguns have also become increasingly popular. When they find guns, the agents send them to a state lab for forensics tests to determine if they have been used in any other crimes (see box). Tests indicated a couple of guns found last year had been used in homicides, Wall said.

A little more than 21 percent of suspects arrested by MANS agents have admitted to being gang members, but that figure is probably low, Wall said. Suspects used to boast of gang affilia-



Photo by Daniel Dighton

MANS agents confiscated firearms, marijuana, and cocaine in a raid at a house in Joliet.

tion. Now, however, they know that such boasting is likely to result in more severe punishment by the courts, so they are more subdued about it. Gang members probably account for closer to 35 percent of the suspects arrested by the unit, Wall said.

MANS was established in 1973 as a cooperative effort among several local agencies to address drug problems in the Joliet area. Initially it was sup-

ported through federal and local funding. The state began supporting MANS and all the other MEGs in 1977.

The unit focuses primarily on areas plagued by drugs and gangs. "Our mission, as we see it, is we hit the street dealers and a couple levels up the ladder," said Carl Anderson, a master sergeant with the Illinois State

DRUGFIRE program matches weapons to crimes

Agents with the Metropolitan Area Narcotics Squad are able to have confiscated weapons tested at state laboratories as the result of a federal program called DRUGFIRE. The program, funded under the federal Anti-Drug Abuse Act, is a nationwide effort to develop and implement a computerized firearms identification system.

The program uses an Automated Projectile Matching System (APMS), which enables investigators to enter cartridge and projectile data into a network of computers. The data can then be compared to other cartridges and projectiles entered into the system, as well as the FBI's extensive collection of data on weapons and ammunition.

When evidence without a known weapon is matched to evidence in the database, a "hit" is made. Further analysis of the evidence is then conducted on-line through APMS.

In Illinois, DRUGFIRE has been implemented at all eight Illinois State Police laboratories. Regional connections also have been made with Wisconsin, Michigan, and Indiana. Since it was started in March 1, 1995, at least 128 hits, or matches, have been made by investigators in Illinois.



Photo by Daniel Dighton

MANS field supervisor Brian Mahoney, a sergeant with the Illinois State Police, goes over Operation Cooperation arrest paperwork with an officer from the Joliet Police Department.

Police who serves as deputy director of MANS.

The agents don't expect to eradicate the drug problem, but they do make it more difficult for drug dealers to operate. By forcing drug dealers off the streets, MANS agents improve the quality of life for the residents.

"We keep drugs from being open and notorious on the street. We put a fear factor in (the drug dealers)," Wall said.

Rising success rate

The unit has had a rising level of success. Two years ago, agents opened slightly more than 200 cases. Last year they opened 318 cases and made 185 arrests. They will probably finish 1997 with about 330 cases and some 230 arrests, Wall said.

"We're doing more for the community. We're making an impact, because we're putting more people behind bars," Wall said.

When Wall took over in April 1996, he began a push to have more of a presence in smaller communities.

Each agent in the unit is assigned as a liaison with a different small town. The officers are responsible for keeping in regular contact with the police of that town and encouraging the locals to call them if they could use some help making drug cases. Even though the MANS agents still spend most of their time in the more populated areas of Joliet, Naperville, and Bolingbrook, they are seeing more drug activity and making more cases in the smaller communities, Wall said.

"I think the good thing about a unit like ours is it offers small communities the opportunity to get drug enforcement," Wall said.

The unit benefits larger departments by giving them the resources to run special covert drug operations without taking officers away from other duties.

Most of the busts involve crack cocaine or powder cocaine. But the agents are seeing increasing amounts of marijuana. "Cannabis over the last three years has just snowballed," Anderson said.

Three-year assignment

Officers are typically assigned to MANS for a three-year period. They have usually distinguished themselves in their departments as being aggressive and confident, Anderson said.

Narcotics agents have to be street-wise, Anderson said. They have to be able to deal with the individuals who are involved with drugs as a business, and they have to be able to adapt to rapidly changing situations on the street.

Cases are generally built using informants or people who have been arrested on a drug charge and agree to work with the police. The MANS agents typically initiate between 25 and 35 new cases a month.

Most of the arrests made by the agents, however, don't get publicized. That's because suspects frequently agree to cooperate with the police on other investigations.

"I would say 80 percent of our arrests don't get publicized, because they are going to help themselves. We have to maintain the secrecy of it to further that case," Wall said.

The MANS agents usually go into areas at the request of the local police. Typically, the local department will identify an area where they are having problems with drugs and then call MANS to help clean it up. Most MANS operations are relatively short, lasting only a few weeks or months, as they suppress drug activity in a specific area.

"We're service oriented. We respond to requests from departments. We have to do immediate things rather than the long-term operations," Wall said. ■

MEGs and drug task forces in Illinois

The Authority, using federal money under the Anti-Drug Abuse Act, helps fund 22 multijurisdictional drug enforcement units in Illinois. These units cover 80 of the state's 102 counties, reaching about 95 percent of the state's population. The units are organized as either Metropolitan Enforcement Groups (MEGs) or drug task forces.

Created by state statute specifically to enforce drug laws, certain weapons violations and street gang-related offenses, **MEGs** must include at least two local law enforcement agencies. At least half of their funding must come from the participating local agencies. In addition to federal grants, the units also receive general revenue funds from the state. MEGs must make reports to the Illinois State Police, and the units typically include ISP officers. MEGs are governed by policy boards made up of officials from the participating agencies.

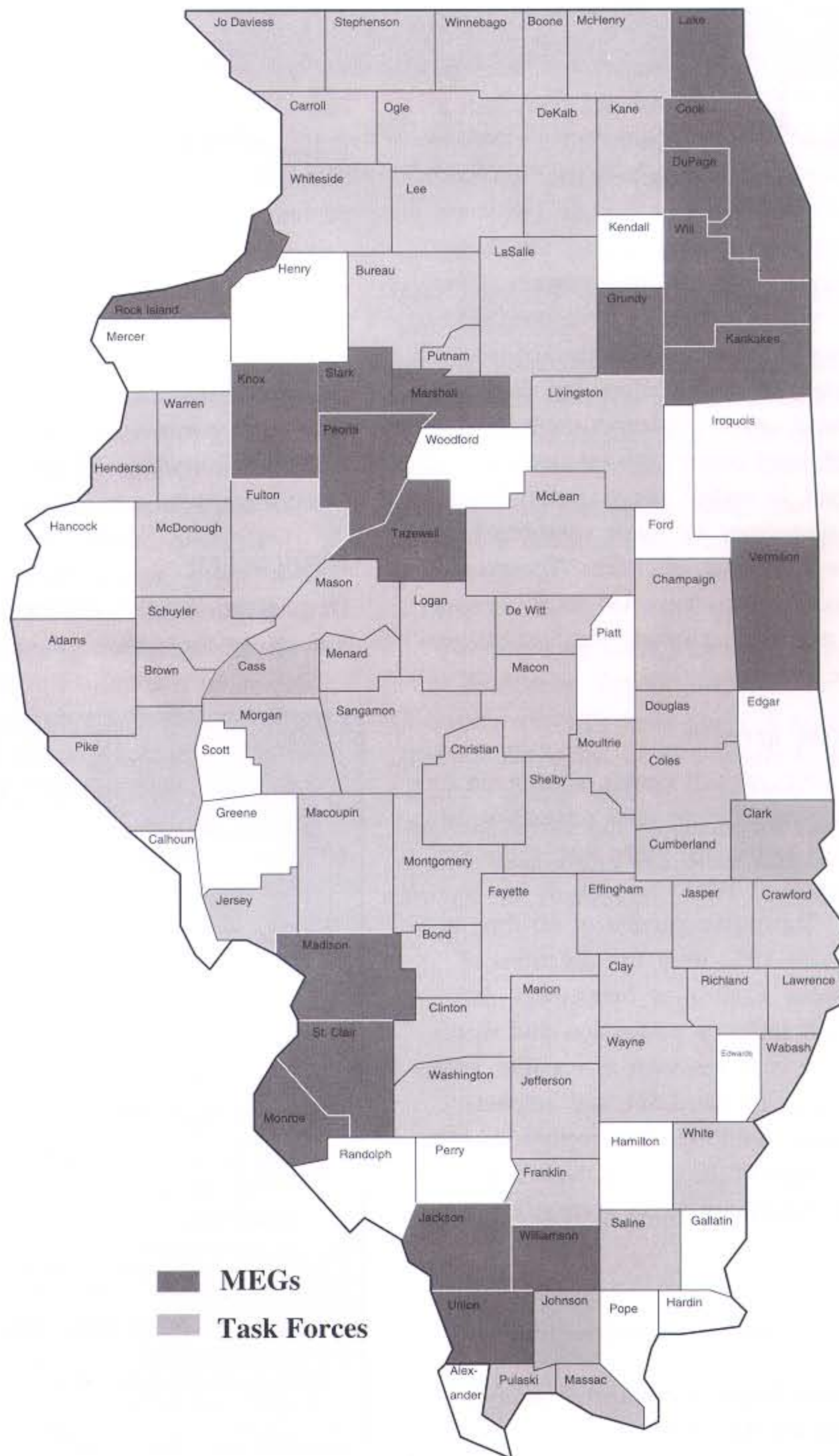
The 10 MEGs in Illinois are "stand-alone" operations. They cooperate with other agencies, but work independently. Administrative details are handled by the individual MEGs, specifically, by the officers designated as directors and assistant directors of the units. The units are often housed in their own facilities, usually rented or leased office space. The MEG directors are selected from any of the participating agencies by the unit's policy board.

MEGs generally target low- to mid-level drug dealers. The agents frequently work with local police departments to address pressing drug enforcement needs. The units are also authorized to investigate street gang activity.

Drug task forces are established through inter-agency agreements between local agencies and the Illinois State Police (ISP). Task forces do not receive state general revenue funds. These units do not have to limit their operations to the enforcement of drug laws, but must perform those functions to qualify for the federal anti-drug money administered by the Authority. Like MEGs, the drug task forces typically target low- to mid-level drug dealers.

The 12 drug task forces are housed in ISP facilities, commanded by ISP officers, and governed by a policy board. Vehicles and other equipment for the task forces are provided by ISP and through grant funds. Participating local agencies contribute officers or money, depending on their particular agreement with the task force.

The state's multijurisdictional drug units range in size from single-county MEGs (DuPage, Vermilion, Lake, and Cook, for example), to the 22 counties of the Southern Illinois Drug Task Force. There are about 365 officers in the various MEGs and drug task forces in Illinois. ■



Drug offenders crowd Illinois' criminal justice system

By Nancy Smith

Drug offenders are crowding into the criminal justice system at a startling pace. On the surface, this would indicate that the "get tough" measures begun in the late 1980s are working, and drug dealers are disappearing from the street-corners. Over the years, legislators have continued to enact various laws to "crack down" on high-level drug dealers and deter drug-related crime. Although these high-level dealers are intended to be the target, in reality, the system is being overwhelmed by those considered to be low-level drug offenders. These enhanced efforts have led to an increase in minorities entering the criminal justice system.

Drug arrests

In 1996, 92,529 arrests were made for sale, manufacture, and possession of drugs in Illinois, more than triple the number in 1983.

Thirty-five percent of all drug arrests in 1983 were for violations of Illinois' Controlled Substances Act, which includes possession and distribution of drugs such as cocaine, crack cocaine, heroin, LSD, and amphetamines. By 1991, the proportion grew to a high of 72 percent, before gradually decreasing to 55 percent in 1996.

Nancy Smith is a research analyst with the Authority.

In 1983, African-Americans accounted for 46 percent of total drug arrests in Illinois, 44 percent of all controlled substance arrests, and 49 percent of arrests for possession of a controlled substance. By 1992, the proportion of total drug arrests accounted for by African-Americans increased to 69 percent, while the proportion of total controlled substance arrests and arrests for possession of a controlled substance jumped to 82 percent and 81 percent, respectively.

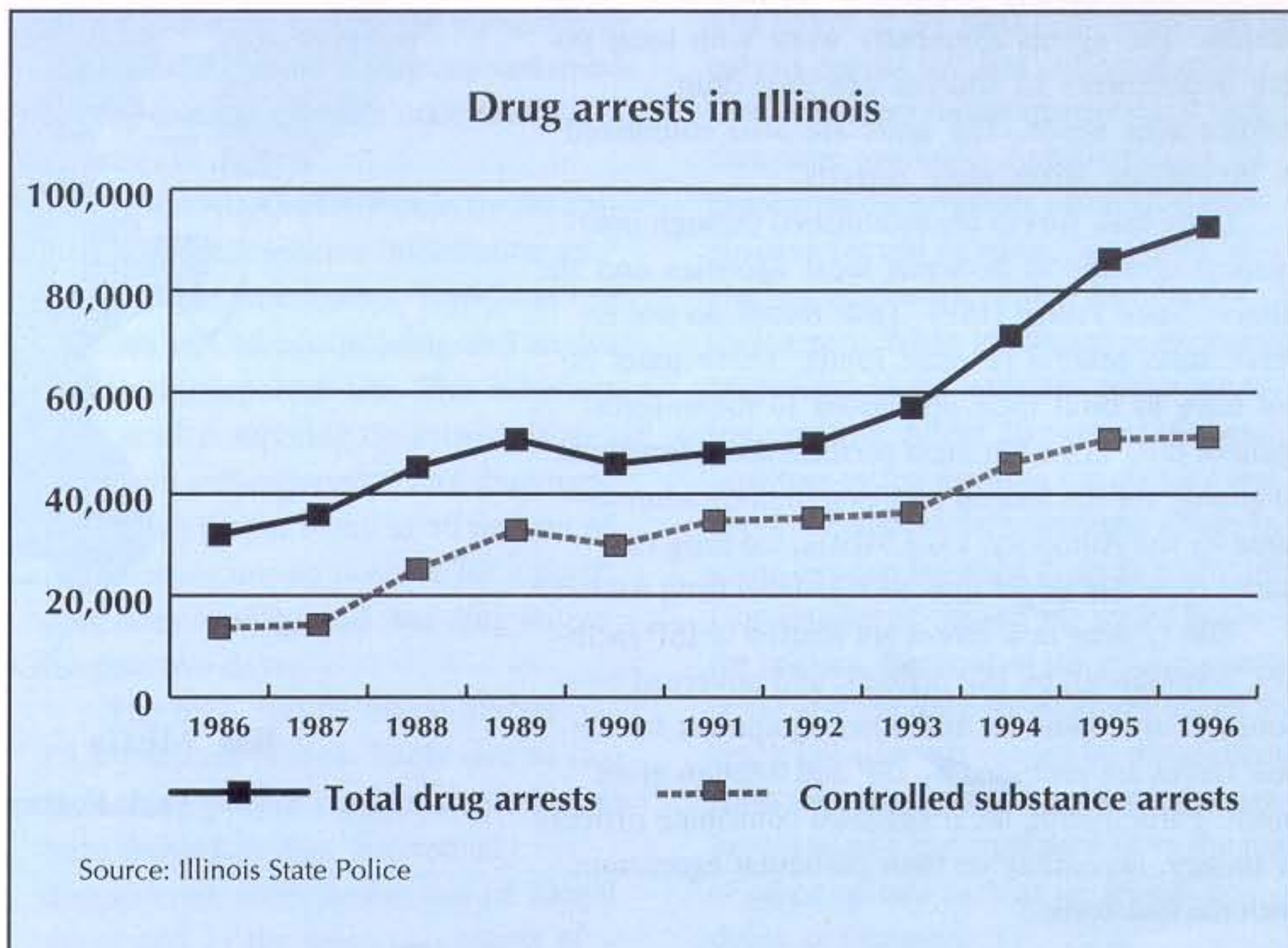
Drug usage

Despite the fact that reported cocaine use among the general population has

been found to be relatively limited, severe drug use and addiction are prevalent among those involved in the criminal justice system.

Results of a 1994 Illinois Department of Human Services household survey revealed that 9.7 percent of adult respondents reported cocaine use at least once in their lifetime, while 0.8 percent reported use within the past year and less than 0.5 percent within the past month.

Based on a six-county sampling conducted by TASC (Treatment Alternatives for Safe Communities), more than 34 percent of arrestees tested positive for cocaine at the time of arrest. In



Chicago alone, more than one-half (52 percent) of male arrestees were found to have been using cocaine near the time of arrest.

Results of a 1994 survey of Illinois prison inmates indicated that 63.1 percent of all inmates reported having used cocaine at least once in their lifetime, while 47.7 percent reported cocaine use in the past year, and 37.1 percent reported use in the past month.

Drugs and the growing prison population

Over the past decade, Illinois' prison population has experienced a dramatic increase due, in part, to the substantial growth in the number of drug offenders entering the system, according to figures from the Illinois Department of Corrections. Although sentenced drug offenders accounted for only 6 percent of the inmate population in 1986, the proportion jumped to more than 23 percent by 1996. Much of this increase can be attributed to the dramatic growth in the number of Class 4 drug sentences, which are the least serious felonies and include possession of controlled substances.

In 1986, 1,760 prison sentences were imposed on convicted drug offenders in Illinois, 11 percent of all sentences imposed that year. By 1996, the number of drug sentences jumped to 13,942 and accounted for nearly 39 percent of all sentences imposed.

The largest proportion (15 percent) of all prison sentences imposed in 1996 were for Class 4 possession of a controlled substance, which had accounted for only 6 percent of total sentences in 1991.

In 1996, more than 80 percent of all offenders admitted to prison for drug offenses were African-American.

Although the actual number of drug offender admissions to prison continues to increase, a large proportion of these drug offenders tend to receive relatively short sentences. These offenders quickly serve their time and exit the

system, only to be replaced by another low-level offender.

In addition to accounting for the largest proportion of sentences imposed (39 percent) and court admissions (39 percent), drug offenders also accounted for 38 percent of all prison exits during 1996.

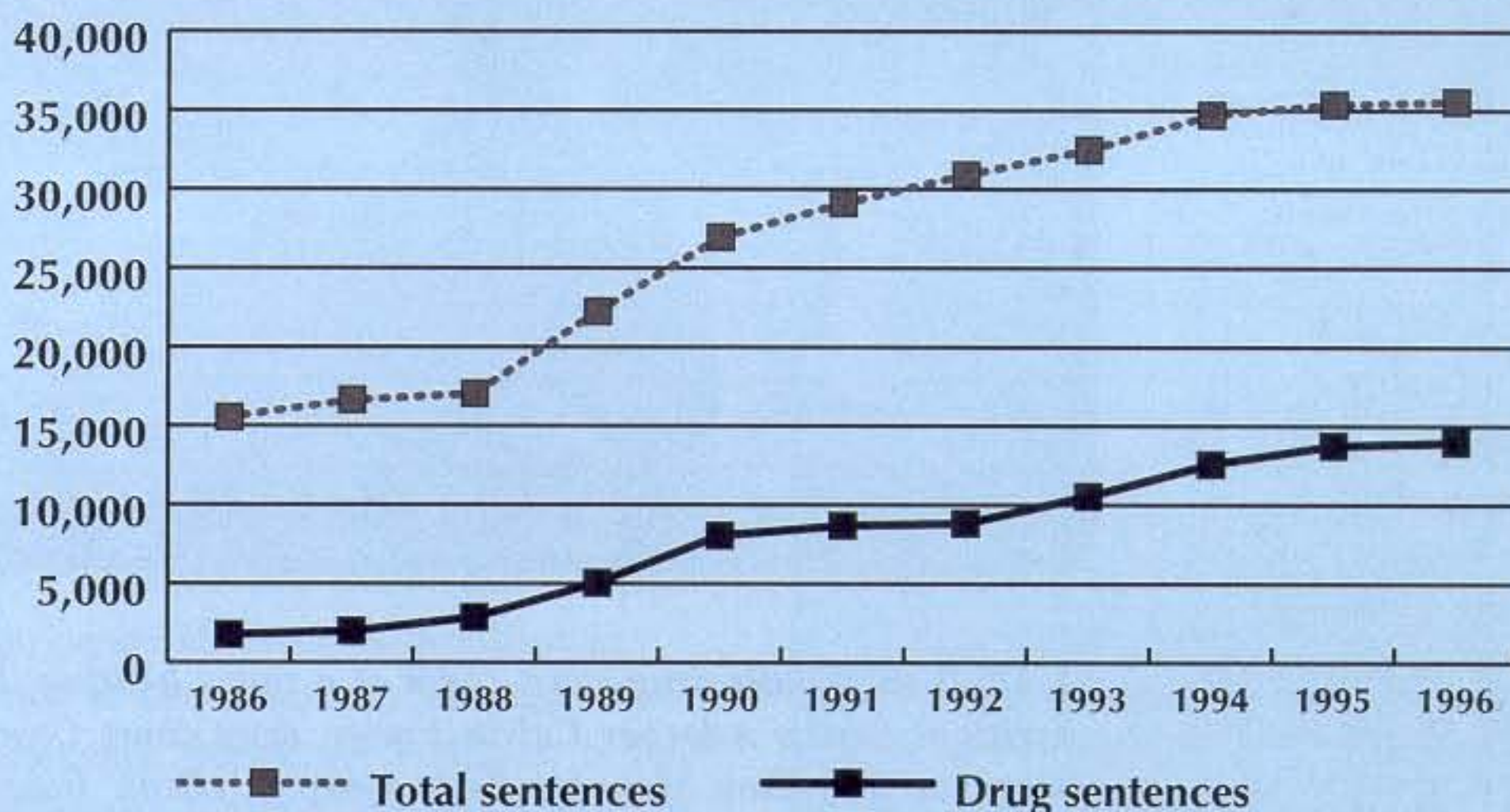
While the average sentence imposed for drug offenses was 3.4 years in 1996, more than one-half of the 5,170 sentences imposed for Class 4 possession of a controlled substance were one year in length.

Drug legislation and law enforcement efforts have been immensely effective. More drug offenders are be-

ing arrested and imprisoned than ever before. In fiscal year 1996, the average cost of incarcerating an individual in Illinois was \$16,710. Illinois' drug laws require these mandatory prison sentences, but an unexpected consequence may be the burden the low-level offender places on the system and its overall cost. While mandatory sentencing may be necessary for specific offenses, it is important to consider whether drug treatment programs or alternative sentences would be more beneficial and cost-effective for low-level offenders. ■

Over the past decade, Illinois' prison population has experienced a dramatic increase due, in part, to the substantial growth in the number of drug offenders entering the system.

Sentences to the Illinois Department of Corrections



Source: Illinois Department of Corrections

Cooperation is key to success of Madison County drug court

By Daniel Dighton

Judge Edward Ferguson absolutely revels in the success stories of his Madison County drug court clients.

Graduation ceremonies for the lengthy drug rehabilitation program are emotional events in Ferguson's courtroom. They are typically attended by family and friends of the graduates, as well as media and various local officials.

The judge calls the graduates to the front of the room, extends his hearty congratulations, and presents each with diplomas and ball caps emblazoned with the program's logo. Then, on a motion of the state's attorney, the judge dismisses the criminal charges that initially brought the clients to the drug court some 12 months earlier.

"That makes it all worthwhile, to see these people get through," Ferguson said. "You get attached to these people. Graduations are a big deal."

Twenty-six clients have gotten jobs and graduated from the program since it began in March 1996. Significantly, none of the graduates have returned to court.

By all accounts, the program is a big deal to the clients who succeed. It helps them overcome drug habits, gain self confidence, get jobs, and avoid a criminal record.

"The main advantage of drug court," said Calvin Fuller, an assistant state's attorney in Madison County who is part of the drug court team, "is we're providing the treatment to get clean. And the second thing is their felony will be dismissed."

"It benefits all of us indirectly," Fuller said, pointing out that the program helps clients change their behavior and exit the criminal justice

system. "It's truly a rehabilitative form of justice."

Most significantly, the program is endorsed by those who have been through it. One recent graduate, when asked if he had anything to say after getting his diploma, turned to the clients in the courtroom and offered encouragement: "Keep working it, believing it, it works," he said.

The program is largely about reinforcing positive behaviors and coming down hard on negative ones. This is particularly evident in Judge Ferguson's courtroom, where reprimands are as public as the congratulations.



Photo by Daniel Dighton

A Madison County drug court client at a status hearing. From left, Assistant State's Attorney Calvin Fuller, drug court Coordinator Terri Sorger-Keller, Case Manager Kelly Murphy, client, Judge Edward Ferguson, Treatment Counselor Julia Sheahan, and Assistant Public Defender Billy Hahs.

Immediacy of consequences

One of the most important aspects of the program, said drug court coordinator Terri Sorger-Keller, "is the immediacy of consequences. If they miss treatment, we're on them by noon."

The program is not easy, and every story is not a success. When the clients miss treatment, or test positive for drugs, they are back in court for a status hearing. Those who repeatedly violate the rules are dropped from

the program and face regular court sanctions.

On the same day that Judge Ferguson rewarded one person with a diploma and another with a certificate for completing a residential program, he displayed frustration with a young pregnant woman with a crack cocaine habit who was on the verge of going to jail for violating probation.

As her rambunctious 2-year-old daughter roamed around the courtroom climbing on chairs and tables, the woman wiped away tears and tried to explain why she left a residential treatment facility without permission.

The court staff seemed unmoved by the presence of the curly-headed toddler. "When they know they're in trouble, they bring their children," Ferguson casually noted later.

Meanwhile, because the facility the woman left refused to take her back, the drug court had to find another residential program to help her stay clean. Drug court officials told the woman that if she tested positive for drugs again, she was going to jail.

After a consultation in court, Ferguson left it up to Probation Officer Kim McQuay and Assistant Public Defender Billy Hahs to find another residential treatment facility that would take the woman and her daughter. The process would consume the two court workers for the rest of the day.

Working closely with clients

All of the drug court staff become deeply involved in the lives of the clients, but none more so than Hahs and the case workers.

"I know these people better than any clients I've ever worked with," Hahs said, adding that he gets two to three calls a night from his drug court clients. "I can't watch a movie on HBO, because I know I'm going to get a phone call at night. I have roughly a \$30 phone bill every month on calls from jail."

But Hahs is not complaining. It's clear that he takes the calls and puts in

"To incarcerate people for addiction is fundamentally wrong. This (drug court) is part of the answer to that problem."

— Assistant Public Defender Billy Hahs

the long hours because he genuinely cares about his client.

That caring attitude is something most of the clients haven't had a lot of in their lives. Much of the drug court's success is attributed to the personal attention the staff give clients.

"It's the ability to be able to relate to them," Judge Ferguson said. "I think, with the feedback we've gotten, it's important to them. We do a lot of things for these people to let them know we care about them."

Hahs, a former college professor whose career in law has been spent exclusively as a public defender, expanded on that point. "Life doesn't deal everybody a fair deck," he said. "The lives of some of these people are atrocious."

The young woman with the crack problem, for instance, hasn't had many places to turn to for help, Hahs said. She has a mother who has been unable to help her sometimes because she was in jail herself. On top of that, the woman's boyfriend, who is the father of the 2-year-old and of the child that is on the way, is abusive.

If it were not for the drug court, the young woman probably would be in prison by now, Hahs said. And then what would happen to her daughter and unborn child?

"Anytime you incarcerate a woman, you create all kinds of problems in terms of her children," Hahs said. "To incarcerate people for addiction is fundamentally wrong. This (drug court) is part of the answer to that problem."

Coordinated effort

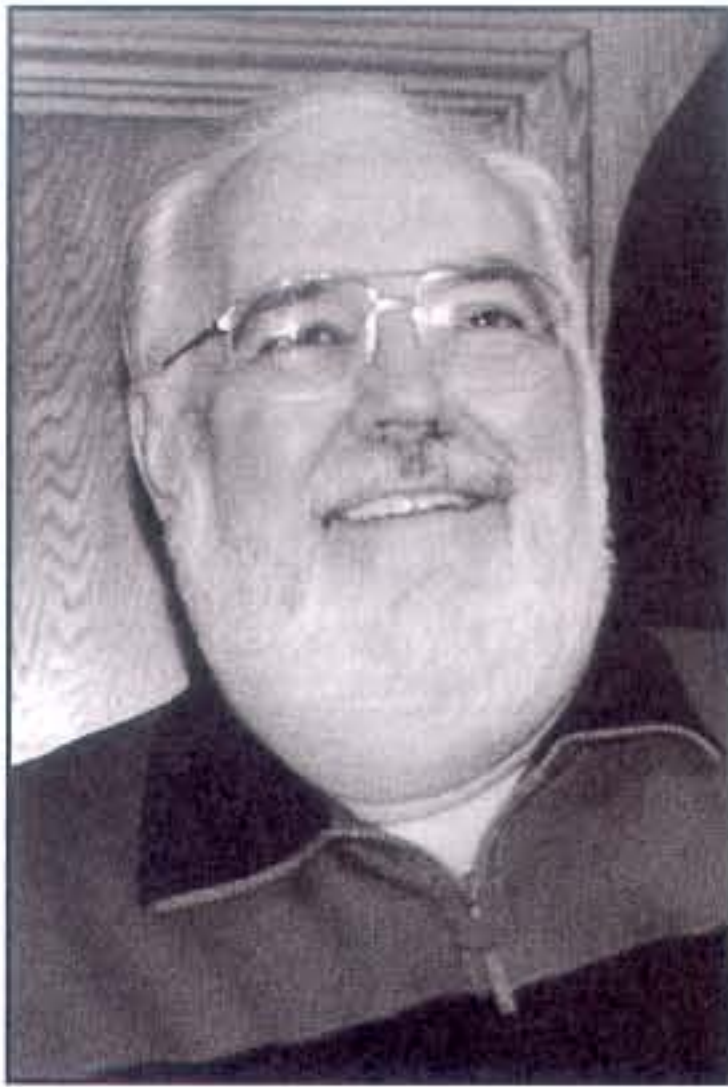
Madison County lies just to the northeast of St. Louis, and includes the cities of Alton, Granite City, Collinsville, and Edwardsville, the county seat. A sharp

National trend toward drug courts

The Madison County drug court is similar to other treatment-based drug courts that have sprung up across the country in recent years. Other Illinois drug courts are in Chicago, Rockford, and Kankakee.

The first drug courts were mostly mechanisms for disposing of drug cases more efficiently by placing all the drug cases in one court room. But the treatment-oriented courts, which are modeled after a drug court started in Miami in 1989, are focused more on rehabilitation and keeping the offender out of the criminal justice system.

There are more than 200 drug courts in operation nationwide, and another 167 are in the planning stages, according to a recent report from the U.S. Department of Justice. The same report pointed out that national studies of drug courts indicate that recidivism among drug court graduates occurs at a much lower rate than for those who receive traditional court sentences.



Judge Ferguson

increase in drug arrests and drug-related felonies in the county led, in 1995, to the formation of a task force to address the problem.

What emerged from the task force recommendations is officially known as the Madison County Assessment and Treatment Alternative Court, or MC-ATAC. The program brings together court officials, the probation department, the state's attorney's office, the public defender's office, law enforcement, and social service agencies in a coordinated effort to reduce drug abuse and drug-related crime in the community.

Cooperation key to success

An integral part of the Madison County drug court's success is the cooperation among the various agencies involved. About every two weeks Judge Ferguson and the drug court coordinator meet with the case workers, the assistant state's attorney, the assistant public defender, and clinical workers.

The group talks about how the program is working and ways it can be improved. A frequent topic is how to expand the eligibility requirements so they can include more clients. Since the group has total control of the program, they can adapt and make changes as they go along. They are being assisted

"We're going to learn more about the program if we do it our own way, and learn from our mistakes." — Judge Edward Ferguson

in the process through an Authority-funded evaluation of the program by Chestnut Health Systems.

"We're going to learn more about the program if we do it our own way, and learn from our mistakes," Ferguson said.

Ferguson has been on the bench for 23 years. As the presiding criminal court judge, he handled most of the county's drug cases before the drug court was established. But he was getting burned out. He wanted to find a different approach to the myriad drug cases he was seeing. The drug court, he said, has allowed him "to get into an

area where I can do something for people, have an impact on their lives."

The keys to the success of any drug court, Ferguson said, are cooperation and strong judicial leadership. "It's always important that you have a judge who wants to be there," he said.

Basically, the program is designed for two categories of people. Both categories include people who have been charged with drug or drug-related offenses, and diagnosed with substance abuse problems. The first category includes alleged offenders who have not yet been found guilty and, if they complete the treatment program, will have the charges against them dismissed. The

Drug court client characteristics

Demographics: 62 percent male; 61 percent white; 73 percent age 18-35; 58 percent single; 68 percent nonsalary income.

Offenses: 78 percent Class 3 and 4 possession; 9 percent class 3 and 4 theft; 9 percent retail theft; 8.4 percent forgery; 14.3 percent other charges.

Substance use: 52 percent cocaine dependence; 31 percent cannabis dependence; 25 percent alcohol dependence; 3 percent cocaine abuse; 2 percent alcohol abuse; 12 percent other substance use disorders.

History: 38 percent prior history of substance abuse treatment; 22 percent prior history of mental health treatment.

Source: Chestnut Health Systems (Figures are for the period January 1996-March 1997)

drug court was initially limited to this category of participants, and they are considered Track I clients.

To increase the number of participants who might benefit from the program, a second category, known as Track II, was created. Established about nine months after the drug court started, this category includes convicted offenders who have violated the terms of their probation. The criminal records for these offenders are not expunged, but the drug court provides a final chance for them to clean up their act before they are sent to jail or prison.

As Ferguson put it, the court basically offers either a first chance or a last chance. The first chance is for drug abusers who can use the drug court to avoid a criminal record. The last chance is for offenders who have been through the system already, and whose only alternative to the court is incarceration.

The program does not accept clients with a prior history of violent or weapons offenses, nor does it take people arrested for selling drugs. Most of the participants have been arrested for possession of drugs, or they have committed crimes such as forgery or theft to support a drug habit. To further increase its scope, the drug court will soon accept juveniles into the program.

Three-phase program

Participants are chosen by the county probation department through a screening process that involves a substance abuse assessment by TASC (Treatment Alternatives for Safe Communities). The participants must meet very specific criteria, and their criminal charges must be on a list of offenses approved for the program by the state's attorney. Once they are accepted for the program, the clients enter a three-phase treatment program that typically requires one to two years to complete.

The first phase is the most intense and generally lasts two to three months. During this period the client must participate in a very structured treatment

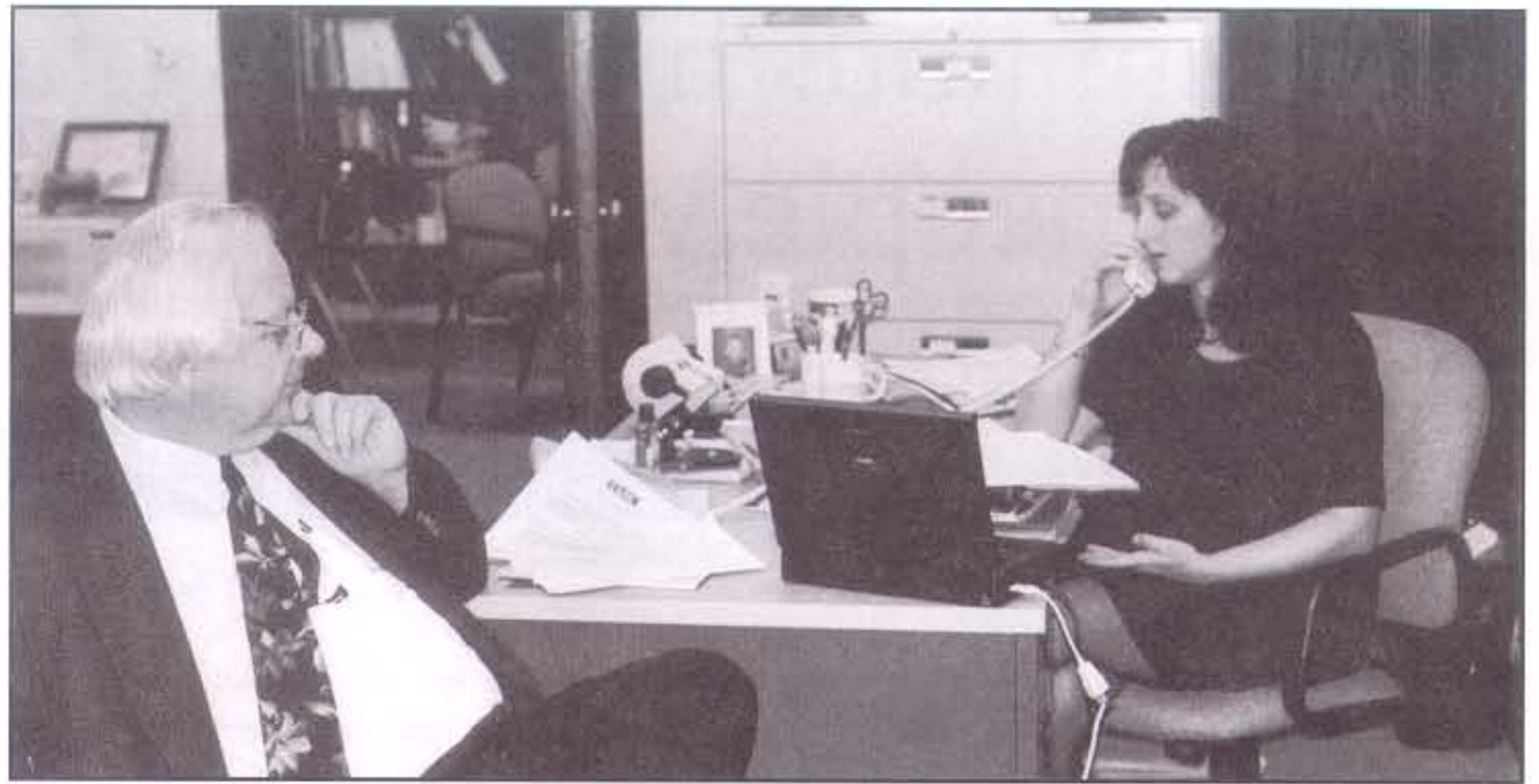


Photo by Daniel Dighton

Assistant Public Defender Billy Hahs and drug court Probation Officer Kim McQuay work the phones to find a treatment facility for a client.

program, including individual and group therapy. The client must submit to regular drug tests and appear before the judge about every two weeks for a progress report.

If they fulfill the requirements of Phase I, the clients move to Phase II for several more months, when the treatment program is less intense, drug tests are less frequent, and court appearances are fewer. Finally, during Phase III, the client attends treatment once a week and appears in court about every six weeks.

Typically, clients who stay clean for the period of treatment, get a job or attend school, and otherwise stay out of trouble, will graduate.

It's a long road, and Judge Ferguson acknowledged that he gets a little choked up during the emotional graduation ceremonies. The months of admonishments from court staff and hard work on the part of the client has paid off. "They have a real positive outlook," Ferguson said of the graduates. "Very different from when they came in."

There doesn't seem to be any particular type of person who can be identified as someone who will either succeed or fail in the program. "It's hard to look at them and say, 'This

erson's going to make it, and this one's not," Hahs said.

The verdict is still out on the young woman with the child and crack habit. "I want her to succeed more than anything in the world," said Fuller, the assistant state's attorney. "But," he added in a doubtful tone, "I don't know if she will." ■

The Madison County drug court Interim Evaluation Report, prepared by Chestnut Health Systems under a grant from the Authority, was extremely helpful in the preparation of this article. The final report will be completed this summer, and copies will be available through the Authority.

Program finds high rates of drug use among people who have been arrested

By James A. Swartz, Ph.D.

In 1987, the National Institute of Justice, the research arm of the U.S. Department of Justice, began studying illegal drug use among adults and juveniles who had been arrested. The Drug Use Forecasting (DUF) study, as it was known, was an outgrowth of pre-trial drug-testing programs in Washington, D.C., and New York. The program was recently replaced by the Arrestee Drug Abuse Monitoring (ADAM) program, and is now operated in 35 major cities across the country. In Illinois, the program is administered by the Chicago-based Treatment Alternatives for Safe Communities, commonly referred to as TASC. The following is an overview of ADAM, and its predecessor, DUF, as they have operated in Illinois over the past 10 years.



The Drug Use Forecasting study was designed to compensate for the fact that the major national surveys on illicit drug use, including the National Institute on Drug Abuse's Household Survey and the Monitoring the Future Study of high school students, do not typically capture drug use by criminal justice offenders. Results from DUF over the past 10 years confirm that criminal offenders are among the heaviest users of illegal drugs in this country,

James A. Swartz is director of research and information services for TASC.

especially the use of "harder" drugs such as heroin and cocaine.

Chicago was one of the original sites participating in DUF when the program began in 1987. Data have been collected quarterly from adult male arrestees awaiting a bond hearing at the Cook County Jail's Night Bond Court. Since Chicago does not have a central booking facility, the Night Bond Court was selected as the collection site where a city-wide sample of felony arrestees could be most expediently obtained. Because of administrative issues and difficulties, Chicago data have been restricted to adult males only. Although the sampling procedures and use of the Night Bond Court for a collection site do not allow generalizations for the entire population of arrestees in Chicago, the DUF data have provided a reasonably accurate barometer of drug use and trends in drug use among adult male felony arrestees in the city.

While ADAM/DUF calls for the collection of self-reported information on drug use and other issues, TASC has been cautious in Chicago in using and analyzing the self-reported data. This is because prior work comparing the urinalysis results with self-reported recent drug use has shown that as many as 50 percent of the arrestees testing positive for a given drug deny having used that drug within the past two days.

The high rate of denial among DUF subjects is most likely due to two factors: 1) people tend to deny or minimize behaviors that are socially disapproved, such as the use of illegal drugs and 2) the research context of

the ADAM/DUF studies — in most cases jails, booking facilities, or holding cells — further encourages dishonesty about illegal activities.

Because the misrepresentation of drug use may extend to misrepresentation in other areas as well (e.g., gun ownership and drug procurement), and because those telling the truth about their drug use may not be representative of those lying about their drug use, the self-reported information must be interpreted with extreme caution and more than a small measure of skepticism. For this reason, the data presented here have been primarily restricted to the urinalysis results obtained from Chicago arrestees.

Chicago ADAM/DUF Results

The figure on the next page shows the urinalysis results for data collected in July 1997, the most recent quarter for which data were available. Approximately 80 percent of the arrestees sampled tested positive for use of some illicit drug, including marijuana, within 48 hours of their arrest. When marijuana is excluded, 56 percent of the arrestees continued to test positive. About 50 percent of these arrestees tested positive for cocaine and about 50 percent for marijuana (there is some overlap between these two groups). One-quarter of the sample tested positive for opiates. Because of the testing procedures and the drug by-products tested for, crack cocaine use cannot be distinguished from the use of powder cocaine, nor can heroin use be distinguished from the use of other opiates such as morphine, codeine, or Demerol.

The most remarkable thing about the results for this quarter is how typical they have become over the 10 years of administering ADAM/DUF in Chicago. The results have become so typical, in fact, that it seems we have become inured to the rather shocking picture they continue to portray. The overall rate of use of any illicit drug among Chicago felony arrestees has hovered near 80 percent since TASC began collecting DUF data more than 10 years ago. And the rate of cocaine use among Chicago arrestees has been remarkably stable. Since 1991, the rate of cocaine use has stayed within the range of 50 percent to 60 percent.

Heroin. The use of heroin has received a great deal of press recently owing to its reincarnation as a "chic" drug. Many reports have detailed how the heroin now being sold on the streets is much purer than it was during the last heroin "epidemic" in this country in the 1970s. As a result of the increased purity of the drug, users can now snort heroin instead of injecting it, theoretically opening up a whole new market for the drug.

Among the 24 participating ADAM/DUF sites, Chicago has consistently had one of the highest rates of heroin use. While we can only speculate on why this is the case, one possible explanation is that Chicago is a major transshipment point for all types of heroin, including brown heroin, which comes from Mexico, and white heroin, which comes from Asia and, increasingly, from Colombia.

Between 1993 and 1994, the rate of heroin use in Chicago went from about 17 percent to more than 30 percent. Since that time, the percentage of ADAM/DUF arrestees using heroin has leveled off to around 25 percent. It appears that heroin use has stabilized and will not achieve the same degree of popularity as cocaine. Moreover, TASC has found in analyses not shown here, that the large majority of ADAM/DUF subjects using heroin also test positive for cocaine. Thus, most heroin users in our sample are not naïve drug users ex-

perimenting with heroin. Instead, they are most probably chronic cocaine users who are adding heroin to their drug-taking regimens to extend and/or moderate the effects of using cocaine.

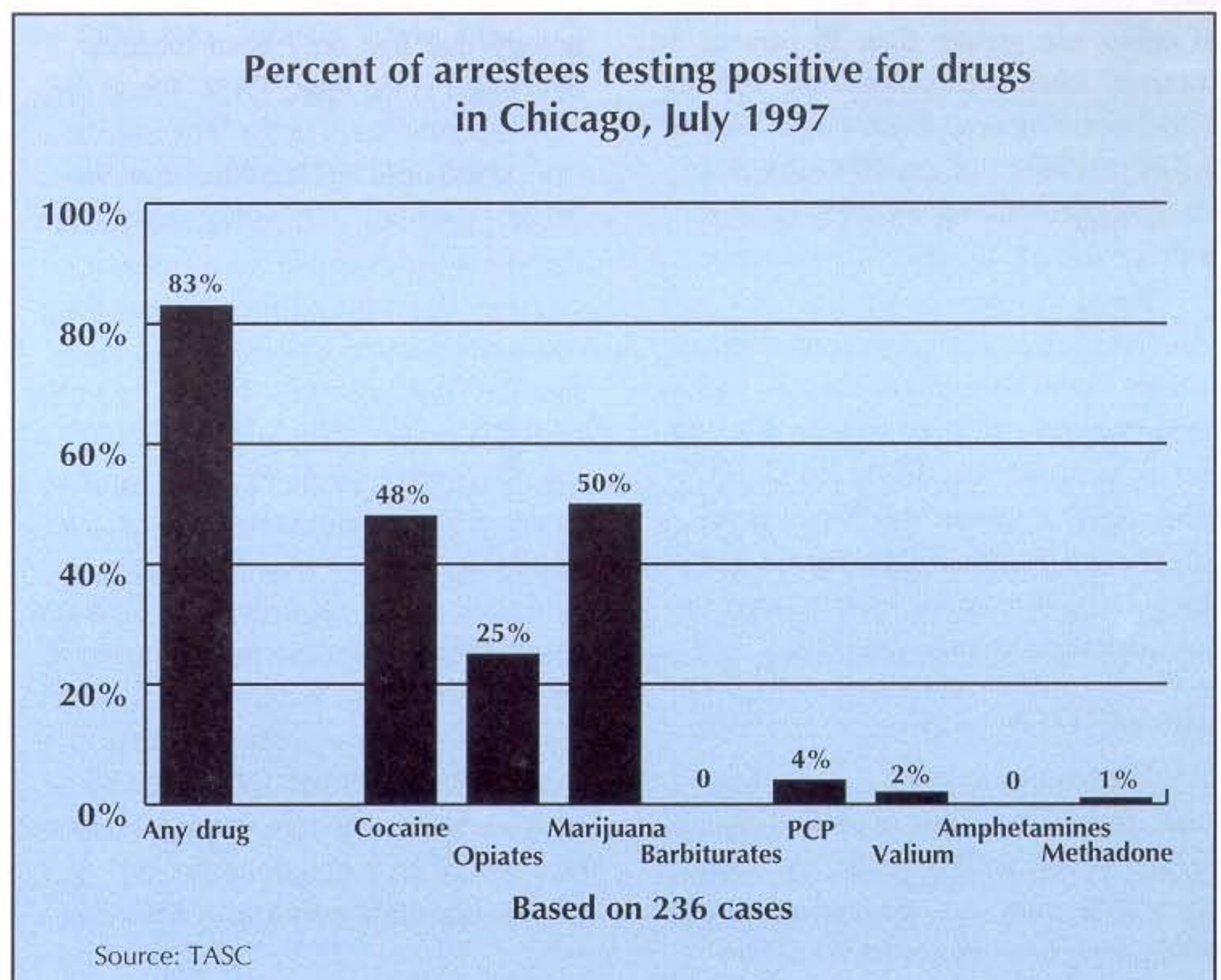
Marijuana. Marijuana use has sharply increased over the past few years. In part, this increase has been due to a change in testing procedures used by ADAM/DUF, which have lowered the threshold at which marijuana can be detected. Analyses comparing the two different thresholds revealed that the lower threshold results in about a 10 percent increase in the detected rate of marijuana use. But a good part of the increase is simply due to an actual increase in marijuana use.

In 1991, the use of marijuana was detected at a rate of less than 30 percent. That rate has increased to near 50 percent for the past year of data collection. The same pattern of a sharp increase in marijuana use was found in two DUF studies that TASC conducted in 1991 and 1995 in a number of Illinois counties outside of Cook. In the 1991 study, the rate of marijuana use was about 15 percent. In 1995, that rate

increased threefold, to 45 percent. It therefore appears that we can say with some confidence that the increase in marijuana use among Chicago arrestees is real and that it is the biggest change in illicit drug use seen since the beginning of ADAM/DUF in 1987.

Drugs and demographics. The ADAM/DUF data have never shown a very strong relationship between arrest charge and the likelihood of using illegal drugs. The only reliable relationship we have found in this regard is that those using marijuana, and to a lesser extent heroin, are less likely to commit violent offenses. In general though, offenders charged with all manner of offenses use drugs at high rates. Thus, programs that target offenders for "drug-related" crimes, most commonly those charged with possession or intent to distribute a drug, in the hopes of addressing the issue of drug use and crime, are going to miss a large proportion of drug-using offenders.

Similarly, illegal drug use cuts across ethnicity and gender. Males and females apprehended by the criminal justice system both use ille-



gal drugs at high rates. Criminally involved African-Americans, whites, and Hispanics also use illegal drugs at similar rates, though we have found that African-Americans are more likely to say they use crack cocaine while whites prefer to snort the powdered version of the drug.

Drugs and geography. In 1993, TASC began collecting detailed information on the arrest locations and home addresses of the DUF samples. The primary interest in collecting these data was to analyze the DUF data geographically to see if there was a discernable pattern of drug use across the city. That is, we wanted to know if the use of illicit drugs is heavier in some areas of the city as opposed to others and, if so, is the pattern consistent for different drugs?

In fact, analyses of DUF data collected in 1996 through the first quarter of 1997 reveal apparent geographical differences in heroin and cocaine use in Chicago. Heroin use appears to be focused in a relatively small number of communities located primarily on Chicago's west side and centered on Garfield Park and Humboldt Park. Only three communities have arrestee rates of opiate use greater than 36 percent. In contrast, intensive cocaine use appears to be spread over a much larger area of the city, with 24 of the 77 Chicago communities having arrestee rates of cocaine use of 40 percent or greater.

Based on these analyses, TASC concluded that while opiate/heroin use can be found throughout the city, it has been primarily focused in a small number of west side communities. On the other hand, cocaine use, which remains much more common than heroin use, does not appear to be concentrated in any particular area of the city.

Illinois DUF

In addition to collecting data in Chicago, there have been two DUF-like studies conducted by TASC in other parts of Illinois. In 1991 and again in 1995, data were collected from two

mostly nonoverlapping sets of Illinois counties (a copy of the final report for the 1995 study is available from the Illinois Criminal Justice Information Authority).

Like the national DUF study, the extended DUF studies collected urine specimens from arrestees that were tested for the same set of drugs as the Chicago samples. As mentioned earlier, these extended DUF studies showed a large increase in marijuana use not only in Chicago, but throughout the state.

The composite results for the six counties surveyed in 1995 (Will, Winnebago, Peoria, Champaign, St. Clair, and Adams) revealed an overall usage rate of 65 percent for any illicit substance for male arrestees and 61 percent for female arrestees. Cocaine use was especially prevalent among the female arrestees, with 46 percent testing positive compared to 32 percent of the males. The use of opiates by arrestees outside of Chicago was negligible, further suggesting that heroin is not used anywhere near to the same extent as cocaine, despite its newfound popularity in some larger urban centers and in media reports.

In the 1995 study, TASC also tested the urine specimens for HIV using a technology that had only been recently developed at the time. TASC found the HIV infection rates in the sample to be from three to 11 times higher than the general population infection rate for comparable samples drawn from the same counties. Because of their illegal drug use, arrestees are at a relatively high risk for HIV infection. This is by virtue of the lifestyles they lead, which often involve unprotected sex while intoxicated or exchanging sex for drugs. In particular, women who use crack cocaine seem to be at especially high risk for HIV infection and report having a higher number of sexual partners than individuals who use other forms of cocaine. The increased HIV-infection rates indicate that the arrestee population would be a good one for continuing HIV prevention efforts.

Policy implications

ADAM/DUF data are primarily useful in showing us in broad terms if illegal drug use is up or down or continuing at a steady rate. We can cull from these numbers that the use of illegal substances is still very common among felony arrestees in Chicago.

TASC has always taken a somewhat conservative approach to raising undue alarm over the meaning of the ADAM/DUF data. Neither the increase in heroin use in 1993-1994 nor the advent of crack cocaine use in the early 1990s have sharply influenced the number or types of crimes being committed. (However, crack cocaine did appear to increase the homicide rates some when it first became popular, probably owing more to territorial disputes than to use of the drug per se.) The same would probably be true even if methamphetamine use were to increase dramatically in the next year. This is not to minimize the importance of tracking and responding to illicit drug use, nor is it an attempt to downplay trying to predict future trends in drug use so they might be mitigated by prevention efforts.

The problem of illicit drug use is in some ways more profound and in others more mundane than is reflected in alarmist rhetoric over the rise in popularity of one drug or another. Emphasizing the horrors associated with any specific drug tends to obscure the less dramatic but more real problems associated with the illegal use of any drug. These are the chronic problems of crime, poverty, illness, child neglect and abuse, domestic violence, and a grimly continuing tally of human lives wasted and lost. The ADAM/DUF data show that for a significant segment of our population in Chicago, one beset by these and other problems, crime and illegal drug use continue to be intractable parts of the fabric of their daily lives. ■

Statewide criminal information system planned to help track offenders

By Christopher Schweda

The Authority is joining other state agencies and key members of Illinois' criminal justice community in developing a comprehensive, statewide criminal information system. Such a system will allow local and regional agencies throughout Illinois to access criminal history and offender data information from a central data repository. No longer will data be entered multiple times at various locations, only to be restricted, limited, or made inaccessible at crucial points throughout the system. The goal is to create a unified system in which criminal data is entered once, used many times, and made available to any officer or agency.

Background

The Authority and the Illinois State Police (ISP), among other agencies, have routinely developed successful but proprietary solutions for managing criminal justice data. From daily record keeping to criminal history retrieval, these hardware and software solutions have been implemented throughout the state for more than 15 years. The Authority's successful Police Information Management System (PIMS), for example, first developed in 1981, continues to assist 53 agencies throughout the state with day-to-day crime incident and arrest reporting, data storage, and record-keeping tasks.

But the challenge for PIMS is how to make critical data available to all agencies that need it, when they need it. Agencies that don't belong to PIMS don't have access to PIMS data. The same holds true for other systems, including those implemented by other state, county, and municipal agencies. It's a dilemma — and one that's currently being addressed by nearly every major criminal justice agency in Illinois.

The critical juncture

As new systems are developed and old systems are updated, end-users often find that unique hardware requirements and incompatible data standards make cross-system integration difficult, if not impossible. As a result, users have had to invest in a

multitude of different systems — or choose to invest in only a select few, often to the detriment of their constituencies.

Such diverse architecture has meant that crucial criminal justice data in Illinois has become fragmented, duplicated, and, on occasion, erroneously recorded. Police officers find themselves entering redundant arrest data on paper instead of into a single computer network. Judges are sometimes forced to reconcile incomplete rap sheets and base critical decisions on limited information. Corrections officers don't always have the proper histories necessary for inmate tracking. And state and local criminal trend analysis is sometimes skewed by limited or missing statistical data.

These frustrations, along with a heightened public scrutiny of criminal justice and law enforcement, have led agencies throughout the state to reassess their approaches to data management. Whereas in the past each agency was able to address the specific needs of its clients by developing task-specific solutions, today's time constraints and dwindling budgets are forcing agencies statewide to seek more creative, innovative solutions.

The turf battles that for years have prevented meaningful collaborations need to be eliminated. Instead, strategic partnerships and multiagency workgroups now need to develop the core technologies necessary for collecting statewide information into a single, comprehensive criminal justice data system. Thanks to brand new data processing, networking, and cellular technologies — which only a few years ago didn't exist — access to this shared data can be nearly instantaneous to all corners of the state.

The future

Currently, the Authority is working with the Illinois State Police, the Illinois Department of Corrections, and other state, county, and municipal agencies in the planning and implementation of this statewide system. These plans and efforts will provide for uniform data sharing and better system integration. The key is flexibility, and all agencies involved realize that any comprehensive statewide network must be designed so that all of its various parts — from arrest recording to data management — work together seamlessly to give users the data they need, when they need it. ■

Christopher Schweda is a technical writer with the Authority's Information Systems Unit.

Illinois emerges as a national leader in the fight against vehicle theft

By Tim Bryers

In 1986, car theft was a booming business in Illinois. More than 75,000 cars were stolen in the state that year. In fact, in the 20 years preceding 1986, the number of car thefts in the state had consistently crept up year by year. After a slight downturn in 1987, motor vehicle thefts again increased, with more than 75,000 cars stolen in 1991.

After the formation of the Illinois Motor Vehicle Theft Prevention Council in 1991, and the creation of special investigative teams and specialized prosecution units, motor vehicle thefts in Illinois declined dramatically. In 1996, there were fewer than 60,000 vehicles stolen.

Nationally, approximately 1.5 million vehicles were stolen in 1995. Current trends show slight decreases in thefts in the last two years. Officials on the national front, however, are concerned about the shrinking recovery rates of stolen vehicles.

Illinois' efforts paying off

In Illinois, recovery rates have also slipped, but they tend to correspond directly to the statistical downward trend in auto thefts overall in the last six years. In other words, law enforcement efforts to fight motor vehicle theft are paying off in Illinois. "Our auto theft prevention efforts in Illinois are outpacing the rest of the country," said Terrance W. Gainer, director of the Illinois State Police and chairman of the Council. "Our recovery rates are typically higher than the national average. Aside from recovery rates, we are consistently reducing the volume of vehicles stolen on an annual basis."

Gangs and drugs have had an impact on motor vehicle theft rates. "A majority of vehicles recovered are street gang-related, or related to other types of criminal activity such as

drugs. Auto theft is used by the perpetrators as a means of transportation to or from the crime scene," said Richard Fairburn, a criminal intelligence analyst with the Illinois State Police. "The professional auto thieves have veered away from chop shops and are going with (vehicle identification) retagging operations and export of stolen vehicles abroad. We are using intelligence data to identify trends locally, state-wide, and nationally to seek deterrents."

Illinois ranked 14th nationally in vehicle theft per 100,000 people in 1990. Illinois today ranks 20th nationally, and only two states with active auto theft prevention authority programs have lower auto theft rates than Illinois. The decline in vehicle theft rates in Illinois between 1991 and 1996 surpassed the overall trend nationally. "Illinois has emerged as a

leader nationally in the battle against motor vehicle theft," Gainer said. "Many states have followed our lead in forming their own motor vehicle theft prevention mechanisms either through legislation or through the assistance of the insurance industry. Many of those states, including Texas, Pennsylvania, Arizona, and Maryland, have relied on Illinois' expertise in lowering auto theft rates as resource material in their own efforts."

Illinois stolen vehicle recovery rates

Year	Recovery rate
1992	99.25%
1993	91.6%
1994	90.7%
1995	89.3%
1996	88.3%
1997	80.1% (through October)

Source: Illinois State Police

Law enforcement is funding priority

Most of the trust funds awarded by the Council since 1991 have been pumped into law enforcement, which has fueled the reduction in auto theft. Law enforcement activities account for more than 75 percent, or \$32.7 million, of the grant funds awarded from 1991 to 1996.

The development and training of multijurisdictional task forces that conduct investigations in key high-theft areas across the state, including the south suburbs of Cook County, Rockford, East St. Louis, Kane County, Lake County, and Chicago, has resulted, in most cases, in lower theft rates.

Tim Bryers is media coordinator for the Motor Vehicle Theft Prevention Council's Park Smart program.

Special Secretary of State police audit teams have also improved inspections at auto salvage yards, auto rebuilders, recyclers, and scrap processors, ensuring that state regulations are followed.

Data analysis is crucial

More than 13 percent of the funds awarded since 1991 have gone to strengthening the infrastructure supporting law enforcement through the development of programs promoting the collection, analysis and sharing of criminal intelligence information regarding vehicle theft. The Motor Vehicle Theft Intelligence Clearinghouse was developed as a resource to store information and distribute data to law enforcement professionals who use the data to pinpoint, track and arrest motor vehicle thieves.

"The first thing to consider when you look at Illinois motor vehicle theft programs is the drastic decline in the numbers of vehicles stolen in the calendar year," said Capt. Gary Ashby of the Illinois Motor Vehicle Theft Intelligence Clearinghouse.



Photo by Diana Mann

Gerard Ramker, right, program director for the Motor Vehicle Theft Prevention Council from its inception in 1991 until December 1997, talks with Dave Ward of Allstate Insurance, a member of the Council's Grant Review Committee. Ramker is now the director of the Authority's Research and Analysis Unit.

The number of motor vehicle thefts statewide dropped six percent between 1995 and 1996 — from 62,286 to 58,743. This represents the fewest number of reported thefts in Illinois since 1982. Furthermore, midyear 1997 statistics show a 3.6 percent decline.

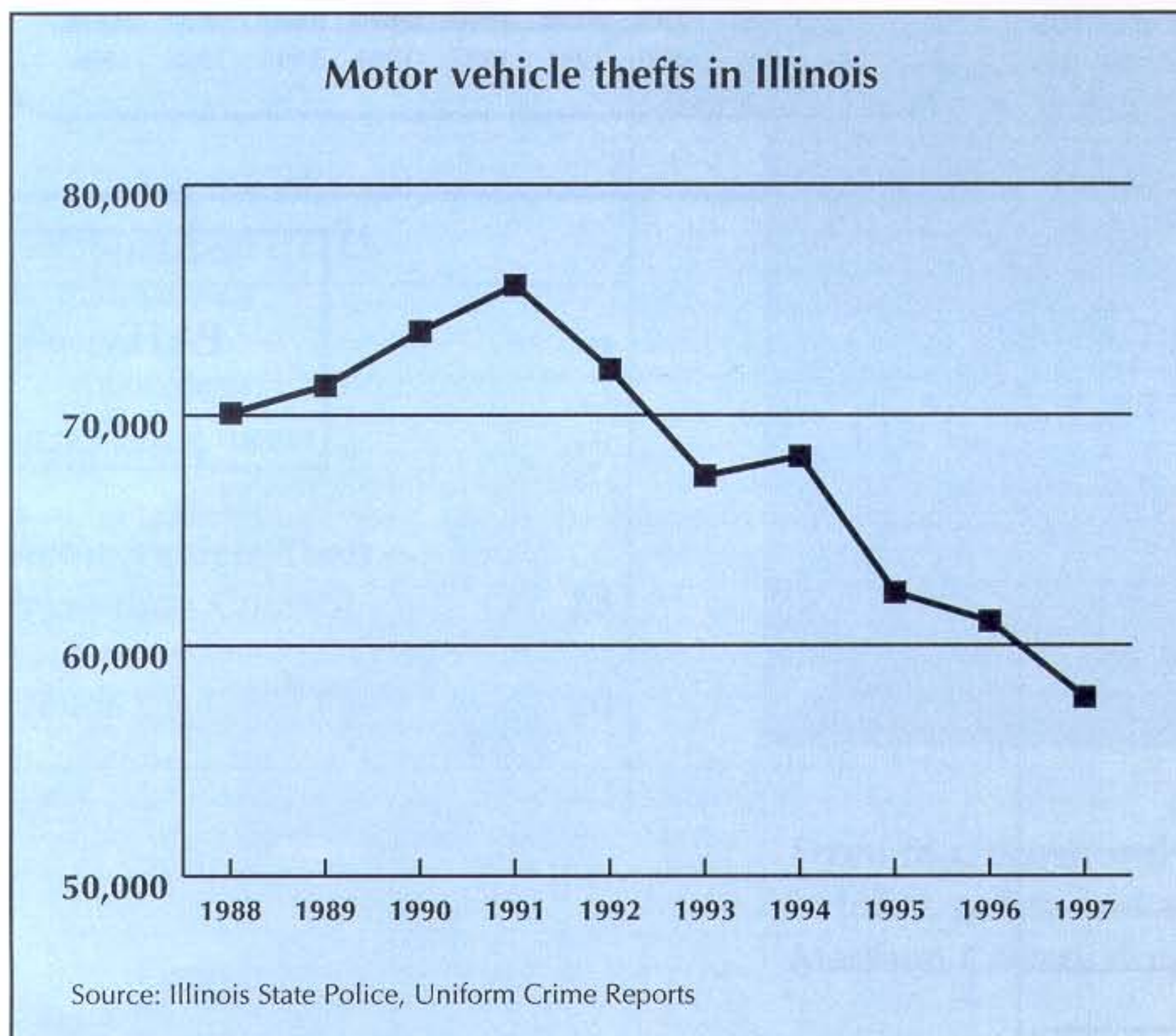
"The success of the overall program is not simply due to the effect of the auto theft investigative units. The success is the result of increased public awareness programs and community education," Ashby said.

"Particularly, the Park Smart project and public prevention efforts have had a real impact. Those types of programs help quite a bit," he said.

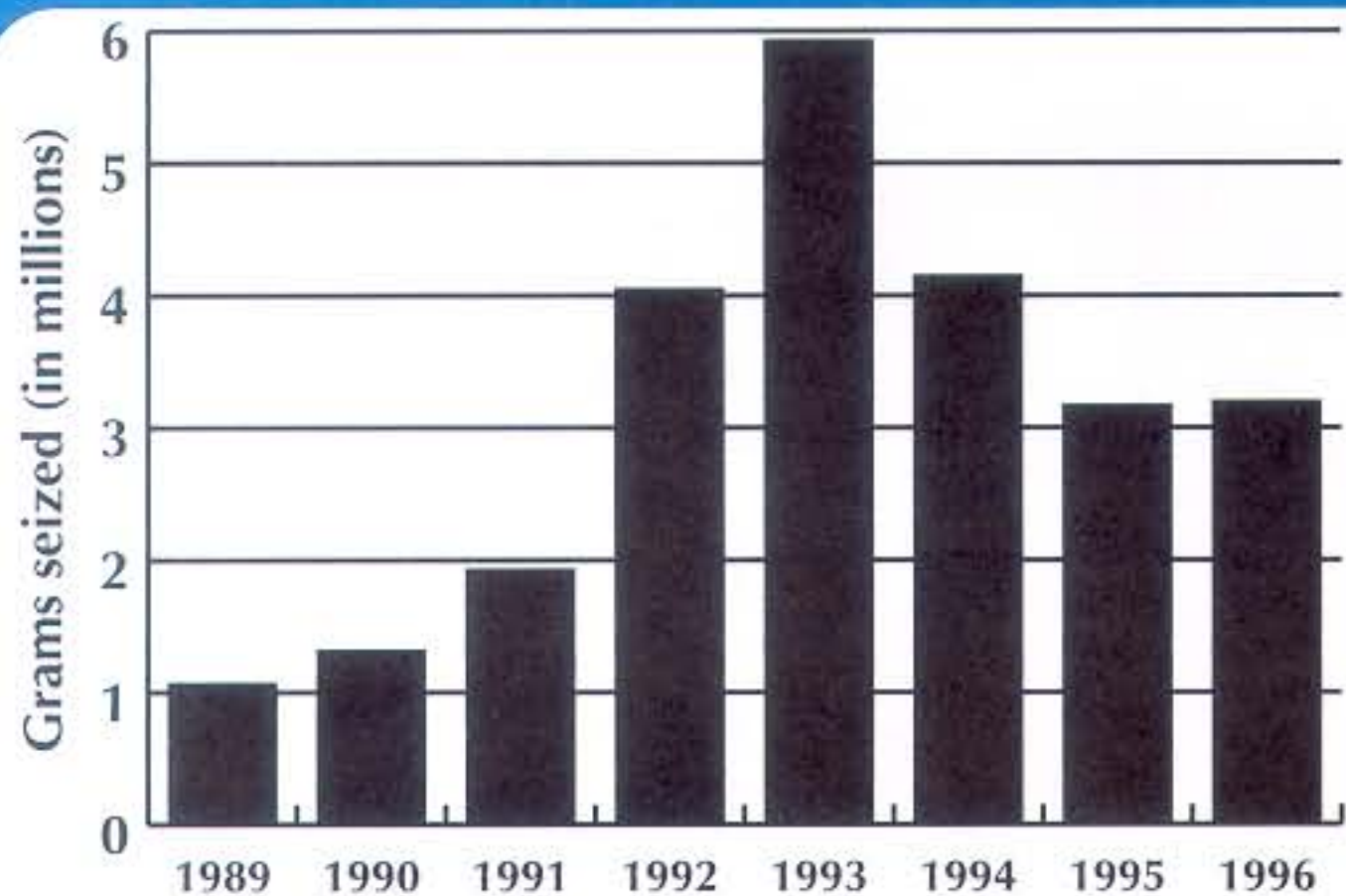
The Council has allocated \$1.7 million, or 4 percent, of its funds since 1991, toward public education efforts. The Park Smart project focuses on educating the public on ways they can protect their vehicles from motor vehicle theft. That message is delivered to the public through television and radio advertising, public service announcements, and community outreach and education programs. Highlights of the public education efforts have included holiday public relations campaigns, television commercials, billboard advertising campaigns, and radio spots and press conferences featuring law enforcement and governmental leaders.

Innovative programs get results

More than 5 percent of the funds disbursed by the Council since 1991 have gone toward innovative programs such as the Vehicle For Change project, a unique program targeting first-time juvenile auto thieves. Vehicle For Change provides specialized counseling, tutoring, and job services designed to divert the youths away from crime and toward more productive activities. The program "graduated" 37 of 43 participants in 1996, and has continued to steer youths onto the straight and narrow in 1997. ■

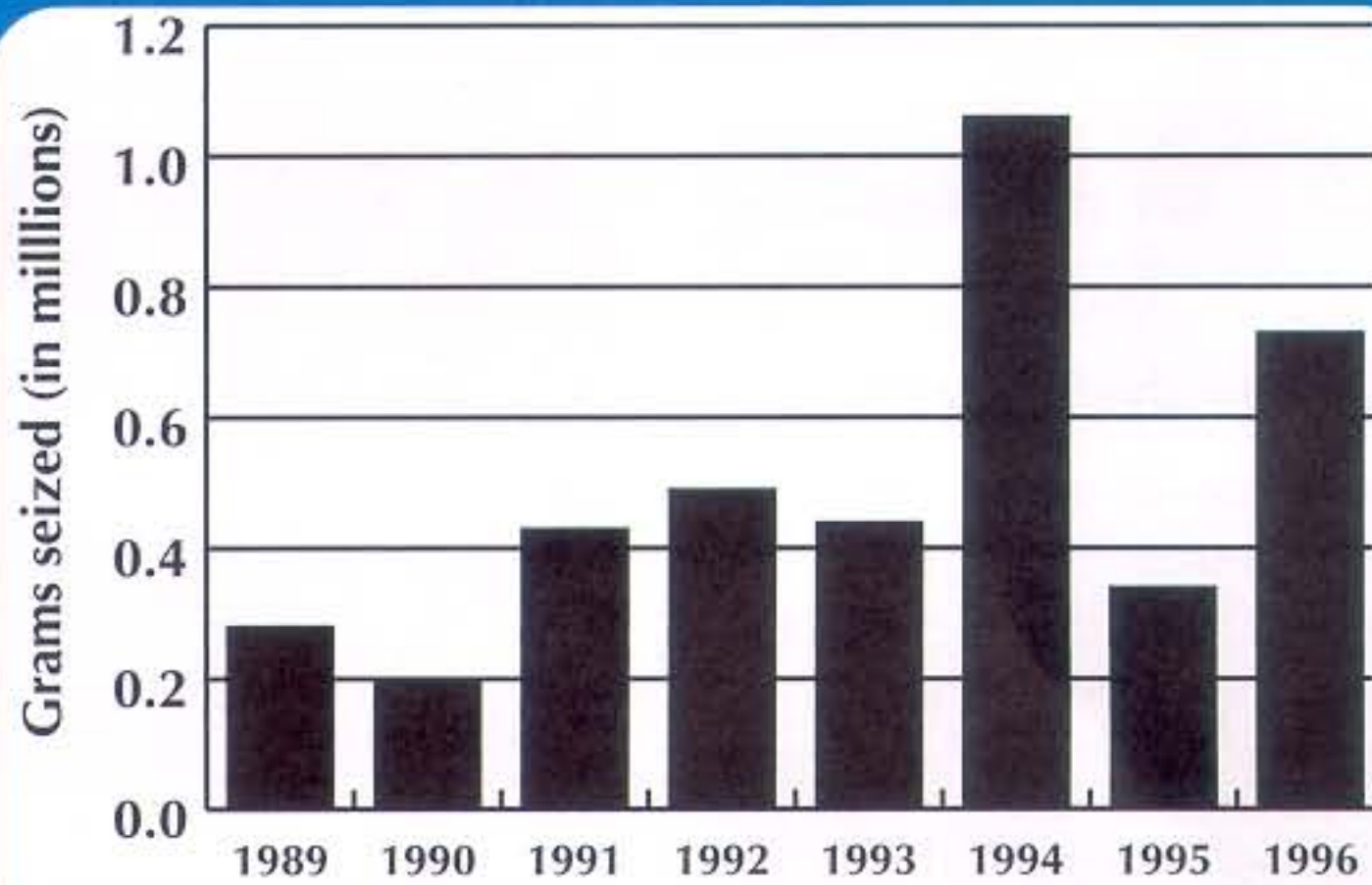


Cannabis seized in Illinois



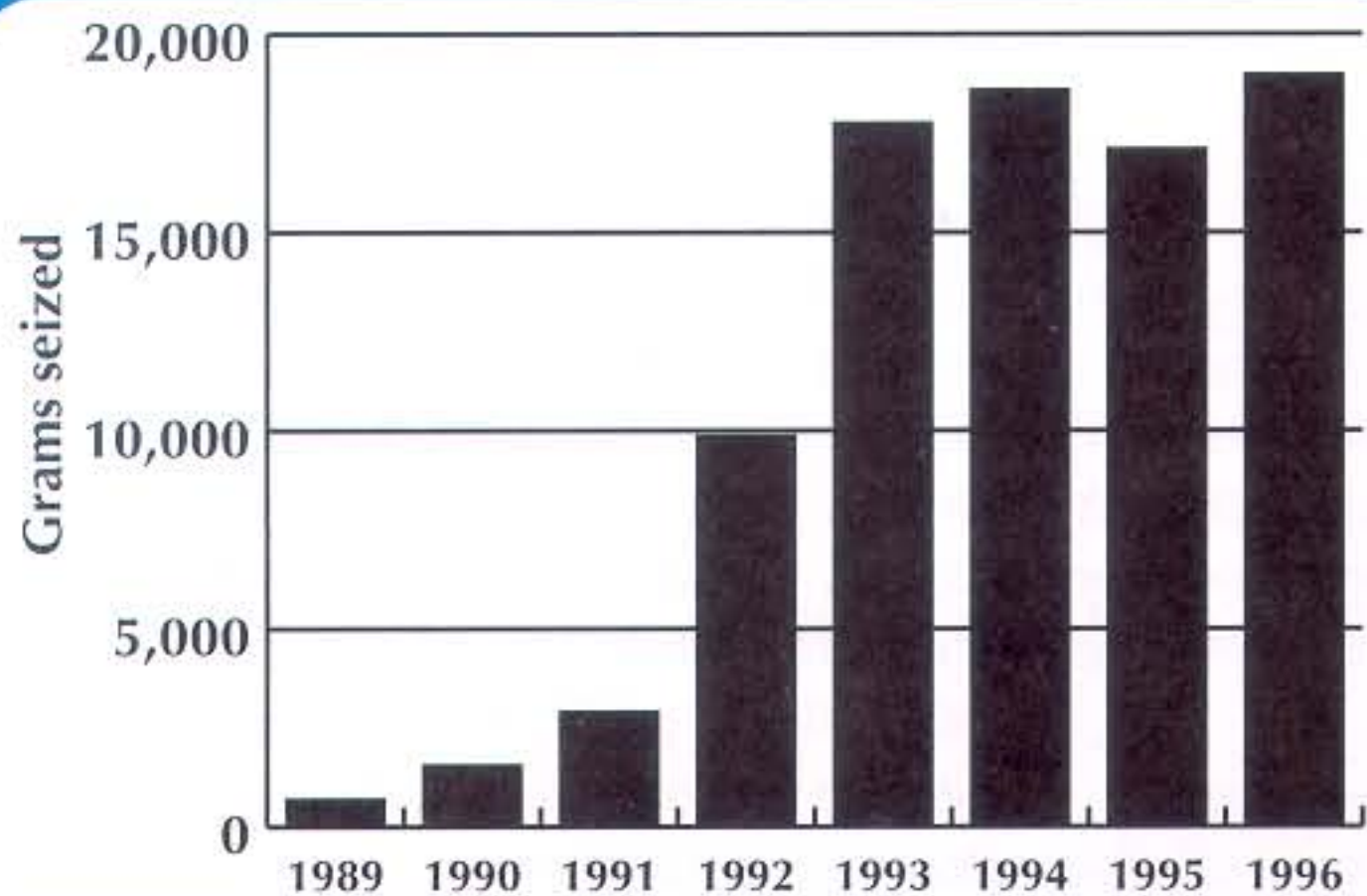
Source: Illinois State Police

Cocaine seized in Illinois



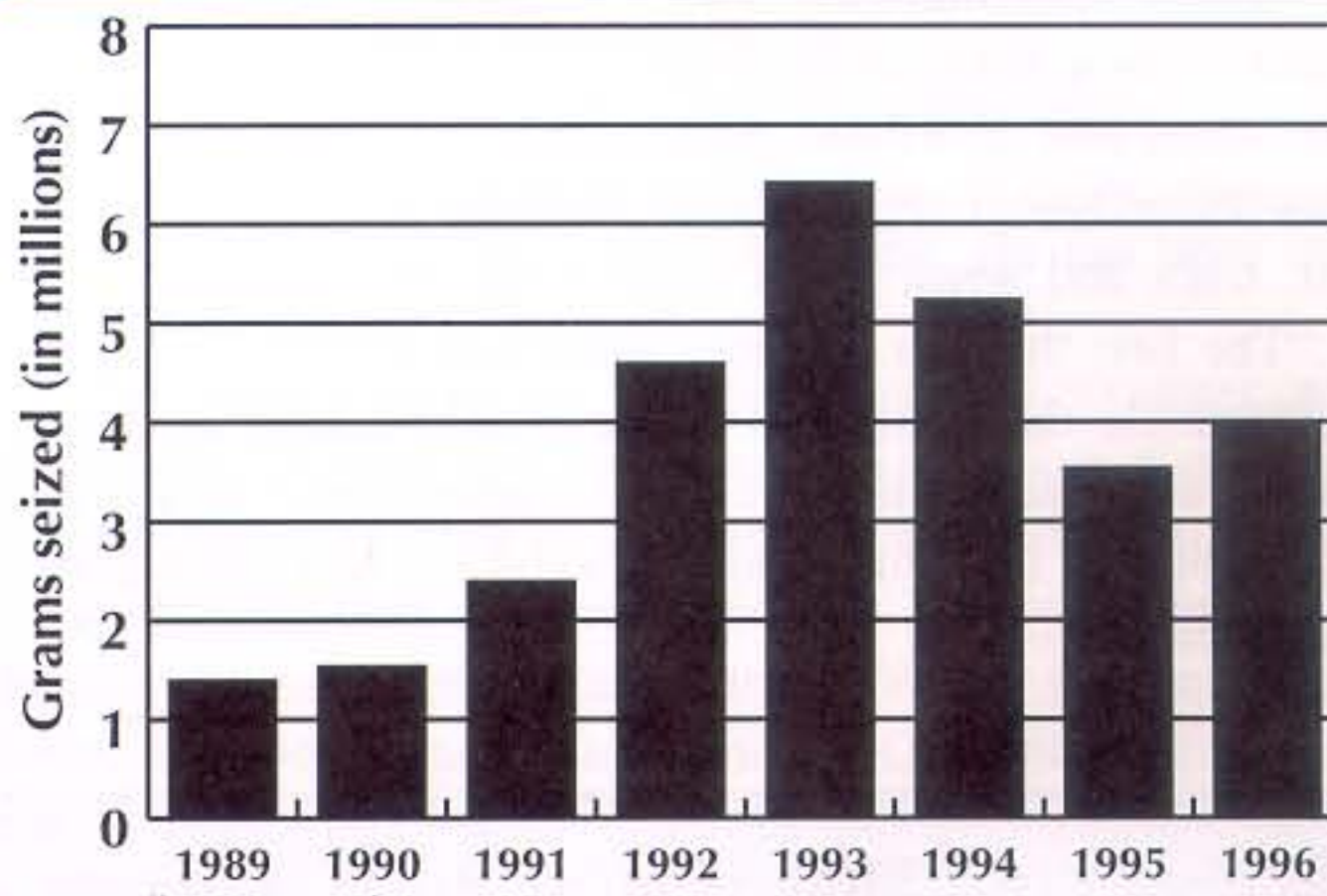
Source: Illinois State Police

Crack cocaine seized in Illinois



Source: Illinois State Police

Total drugs seized in Illinois



Source: Illinois State Police



**ILLINOIS
CRIMINAL JUSTICE
INFORMATION AUTHORITY**

120 South Riverside Plaza
Suite 1016
Chicago, Illinois 60606-3997
Phone: 312-793-8550
Fax: 312-793-8422
TDD: 312-793-4170

BULK RATE
U.S. POSTAGE
PAID
CHICAGO, IL
PERMIT NUMBER 4273

For address corrections, additions, or deletions, write the information below and return this portion of the page to the Authority's Office of Public Information. Please include your telephone number. Thank you.
