

# The Compiler

Illinois Criminal Justice Information Authority

Spring 1991

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Officials look to better unify enforcement, treatment, and prevention strategies.



## Raising the stakes



Tougher laws, stricter enforcement, and targeted sanctions are making the risks of dealing and using illegal drugs greater than ever. And while there are signs of progress, the availability of most drugs, and the cost to society, remain high.

This issue examines how Illinois' criminal justice system is adapting current methods and developing new ones in an attempt to dry up both the supply and the demand.

## Authority's computer system networks continue to expand in Illinois

### Latest version of CIMIS installed at Cook County Jail

Jails using the Authority's Correctional Institution Management Information System (CIMIS) can electronically access records maintained at Cook County Jail, now that the jail has been equipped with the same CIMIS system as the other 13 users statewide.

Previously, the jail had been using an earlier version of CIMIS. The features of the current version of CIMIS were added to the other users' systems through a series of software releases during the last four years. Cook County Jail, the first local correctional facility to install CIMIS in 1976, is the last system user to install version 4.0.

While Cook County now enjoys the benefits of the latest CIMIS features, such as easier data entry and the new "mug shot" capability for taking and electronically storing inmates' photographs, other counties on the CIMIS network will benefit from Cook County's upgrade as well.

The upgrade makes it possible for other jails using CIMIS to quickly access up-to-date information on Cook County prisoners—and vice versa.

"There have been times when we would make two or three trips to Cook County in one week to pick up prisoners, only to find that they had been released," said Jackson County CIMIS co-manager Jeff Bock. "The new system will definitely make life easier."

The Cook County link is especially important to Jackson County because so many students at Southern Illinois University—Carbondale are from the Chicago area. Previously, if Jackson County Jail staff encountered a student from Chicago, for example, who had never been jailed in Jackson County, the only methods of checking for a record of incarceration in Cook County were by telephone or by looking through paper files.

### ALERTS adds first user from outside Chicago area

The Authority's Area-Wide Law Enforcement Radio Terminal System (ALERTS) has added three new users. The Sangamon County Sheriff's Department as well as the Crest Hill and Flossmoor police departments have recently joined the in-car terminal network, bringing the total number of ALERTS users to 58. Sangamon County, the system's first user outside the Chicago area, is scheduled to become operational early this summer.

The Sangamon County installation is a significant improvement for law enforcement communications in central Illinois. Since the installation is an extension of the current network, officers using ALERTS will be able to access the same information when working in either Sangamon County or the Chicago area.

## ALERTS named semifinalist for 1991 Innovations in Government Award

The Area-Wide Law Enforcement Radio Terminal System (ALERTS), operated by the Authority, has been selected as a semifinalist in the 1991 Innovations in State and Local Government Awards program, sponsored by the Ford Foundation and the John F. Kennedy School of Government at Harvard University.

Each year the Innovations Program recognizes some of the nation's most creative and successful government initiatives. The two-year-old ALERTS network is among 75 semifinalists chosen from a field of 1,907 entries submitted this year. Ten outstanding state and local programs will be honored as 1991 Innovations Award winners, and will receive \$100,000 grants from the Ford Foundation in September. Since 1985, 40 programs that exemplify ex-

cellence in public service have been named Innovations Award winners.

"The semifinalists highlight the complex challenges confronted by government officials and public managers today," said Professor Alan Altshuler, director of the Innovations Program at the Kennedy School. "We hope that by focusing attention on these outstanding examples of innovative government we can encourage officials in other jurisdictions to seek creative solutions to similar problems," he said.

Programs are judged according to four criteria: the program's novelty, its effectiveness in addressing important local and national problems; the value the program brings to its clients; and the degree to which it can be replicated by other jurisdictions.

## The Compiler

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# Despite improvements, many rap sheets still missing disposition information

Despite some improvement in recent years, the percentage of state rap sheets that are missing disposition information remains high, according to a new audit by the Illinois Criminal Justice Information Authority.

Since 1983, the Authority has periodically audited the Computerized Criminal History (CCH) system maintained and operated by the Illinois State Police (ISP).

The 1990 audit, released in March 1991, followed up on the Authority's 1988 report, which examined the overall accuracy and completeness of CCH records. The latest audit found that nearly 85 percent of the arrests sampled were missing one or both of the state's attorney or court dispositions, while nearly 60 percent were missing both.

Since 1988, the percentage of missing dispositions has de-

creased about 18 percentage points, but 58.6 percent of arrest records sampled in the 1990 audit were still missing both the state's attorney and court dispositions.

The audit also found little or no improvement in disposition reporting from Cook and DuPage counties, the state's two largest reporting jurisdictions. More than 70 percent of the Cook County arrests and all of the DuPage County arrests examined were missing both the state's attorney and court dispositions.

"We have to improve the record keeping; it's so vital to law enforcement," said Cook County Sheriff and Authority member Michael Sheahan at the March 19 meeting of the Operations and Audits Committee. "I know it's resources, it's money, but it's something that we have to have in law enforcement because so many

people depend on this data."

In response to the Authority's findings, ISP contended that some of the audit information is more than a year old and does not represent the current state of disposition reporting. But the department said it will work with the Authority and other parties to improve matters.

"The watchwords at the state police from this day forward are cooperation and commitment to furthering the criminal justice system throughout the state," said ISP Director and Authority member Terrance Gainer at the March 22 meeting of the Authority.

"The findings of the 1990 audit underscore the urgent need for a comprehensive, coordinated, and concerted effort to address the missing disposition problem," said John Firman, the Authority's associate director for research and

analysis. In January of this year, conviction information maintained in the state's central repository became accessible to the public, making it even more critical that the information be accurate and complete, he said.

The Authority has recommended the formation of an ad hoc working committee to address the problem of missing dispositions. Representatives from the Authority, the state police, the Administrative Office of the Illinois Courts, and state and local reporting agencies will meet to develop coordinated solutions to the problems reported in the audit.

"We welcome the recommendation of an ad hoc working committee and will work very diligently to make things work better throughout the state," Director Gainer said.

## Strategy to control drug abuse and violent crime approved

The federal government has approved Illinois' plan for spending more than \$23 million in federal, state, and local funds to combat drug trafficking and abuse and to improve the criminal justice system's response to violent crime and serious offenders.

The plan, to be administered by the Illinois Criminal Justice Information Authority, was approved in February by the U.S. Department of Justice's Bureau of Justice Assistance.

Illinois' Statewide Strategy to Control Drug Abuse and Violent Crime is funded by over \$17.9 million in federal money, from the Anti-Drug Abuse Act of 1988, plus nearly \$6 million in state and local matching funds. Illinois is receiving about \$1.1 million more in federal funds than it did last year under the same program.

The plan continues many successful programs funded in previous years—metropolitan enforcement groups and drug enforcement task forces, multi-jurisdictional drug prosecution, and specialized probation, for example. It also provides resources for several new areas, including community-based policing, public defense, DNA profiling, and violent crime reduction.

## Vehicle theft prevention council holds inaugural meeting

Illinois State Police Director and Authority member Terrance Gainer chaired the inaugural meeting of the Illinois Motor Vehicle Theft Prevention Council March 27 in Chicago.

Created under a state law that took effect January 1, the Council will administer an estimated \$5 million to \$8 million a year in grants for vehicle theft enforcement, prosecution, and prevention programs throughout the state.

Money for the program will come from an annual \$1-per-vehicle assessment to be paid by all companies that write motor vehicle insurance in Illinois.

The Council's first meeting dealt primarily with organizational and administrative matters.

The Council passed a resolution directing Authority staff to work with the Illinois Department of Insurance and insurance industry representatives to develop specific guidelines and procedures for the collection of funds from insurance companies.

The Council's next regular meeting is scheduled for Friday, June 14, 1991.

## Tight budget may force program cuts at Authority

The Rapid Automated Prosecution System (RAPS), which serves 30 state's attorneys' offices in Illinois, McGruff's statewide crime prevention program, and the 1992 edition of the *Trends and Issues* research report will all be terminated if the fiscal year 1992 funding level designated for the Illinois Criminal Justice Information Authority is approved this spring by the General Assembly.

In addition, the Authority will be unable to provide the full match for federal awards and grants to state agencies during 1992, under the spending plan proposed by the state's Bureau of the Budget for the fiscal year beginning July 1.

State General Revenue matching funds required under the federal Anti-Drug Abuse Act are included each year in the Authority's budget. But a 19-percent reduction in these funds for 1992 will force the Authority to delay matching the federal awards to state agencies until future fiscal years.

Overall, the Authority's General Revenue budget target for 1992 is approximately \$5.1 million, or 95 percent of the agency's General Revenue funding level for fiscal 1991.

The Authority also spends money from the Criminal Justice Information Systems Trust Fund, which contains user fees paid by agencies that use the Authority's information systems. The proposed budget for trust fund spending was held to the 1991 level of \$1.6 million, even though the number of user agencies has grown considerably over the past year.

The spending targets for the Authority are part of the \$25.59 billion state budget for 1992 proposed by Governor Jim Edgar in March. The budget plan would reduce overall state spending by \$440 million from the current fiscal year.

The Authority's appropriation for fiscal 1992 is contained in Senate Bill 344.

## Boot camp inmates to receive better support upon release

Inmates in the state's new Impact Incarceration Program (a military-style boot camp) in Dixon Springs will receive intensive substance abuse education and closer monitoring and support once they are released, as part of a \$1.2 million federally funded program announced in February by the Illinois Criminal Justice Information Authority.

In addition, the Illinois Department of Corrections (IDOC) will use the federal money, along with more than \$394,000 in matching state funds, to continue and expand current drug education, treatment, and parole programs for substance-abusing adult and juvenile offenders in IDOC facilities throughout the state.

The federal funds are part of Illinois' 1990 share of money under the Anti-Drug Abuse Act of 1988. The funds are designed to help state and local agencies control illegal drug abuse and violent crime.

## Evidence suggests Chicago DUF samples accurate in estimating drug use

Researchers have new evidence that drug-use estimates based on Chicago Drug Use Forecasting (DUF) samples give an accurate picture of drug use among all arrestees in the city.

When 1988 Chicago DUF results were applied to the distribution of arrests in the FBI's 1988 Uniform Crime Report for Chicago, the total *estimated* percentage of drug-positive UCR arrestees was identical to the *actual* percentage testing positive in the Chicago DUF sample.

Researchers at the National Institute of Justice have long worried that arrestees in DUF samples might not be representative of all arrestees in a given city. The DUF program is currently measuring arrestee drug use in 23 cities nationwide.

Arrestees included in DUF samples are chosen from among all arrestees at a jurisdiction's central booking facility. For convenience, the samples are simply drawn from persons available, and willing to be tested, during the collection period. Because of DUF sampling methodology, the percentage of arrestees in a given charge category in a DUF sample can differ from the actual percentage of arrestees in the same category according to UCR data covering the same period in the same city.

For example, compared with 1988 UCR data, the 1988 Chicago DUF sample over-represented people charged with drug offenses, burglary, stolen property/vehicles, robbery, and sexual assault. Researchers wondered if such a difference

would bias the estimates of drug use derived from DUF results. In other words, would the *total* percentage of positive tests in the DUF sample—79.7 percent in 1988—change if the DUF charge distribution was the same as the charge distribution in UCR statistics?

To answer this question, researchers estimated the rate of drug use among all arrestees in Chicago in 1988 and compared it to the rate of drug use found in the 1988 DUF sample.

To obtain an estimate of drug use among all Chicago arrestees, researchers first estimated the number of drug-positive arrestees in each UCR charge category, then added the estimates and calculated the percentage of *total* UCR arrestees testing positive.

For example, 92.2 percent of arrestees in the 1988 Chicago DUF sample who were charged with drug sale or possession tested positive for recent drug use. This percentage was multiplied by the 25,223 UCR arrests for drug sale or possession for an estimate of 23,256 drug-positive UCR arrestees in this charge category.

Adding the estimated numbers of drug-positive UCR arrestees in each charge category resulted in a total of 137,491 drug-positive arrestees out of 172,448 UCR arrestees in Chicago in 1988—79.7 percent. This estimated percentage of drug-positive UCR arrestees is identical to the total percentage of arrestees testing positive in the Chicago DUF sample in 1988.

# Drug abuse trends: a status report

Is Illinois meeting with any success in reducing illegal drug abuse? Some indicators offer encouraging news, others show where more work is needed. One thing that's clear is that monitoring drug abuse trends during the next several years will be critical.

By Roger Przybylski

During the war with Iraq, nightly news reports were limited to measuring the progress of the campaign by the number of sorties flown, enemy surrenders, and the like. Measuring progress in another fight—this one against illegal drugs—is even harder.

Reliable data on the extent of the drug problem are difficult to obtain because of the covert nature of drug use and distribution. To make matters worse, some statistical indicators are open to conflicting interpretation.

Does a decrease in the number of drug arrests in Illinois indicate fewer drug violations, or less effective law enforcement? Likewise, do increased cocaine seizures mean that police are making a dent in the supply, or do they reflect a surge in the availability of cocaine?

Experts readily admit that no single indicator can adequately reflect the complexity of the drug problem or accurately measure its extent. But they say statistical indicators—including data from the criminal justice and health care systems—can provide valuable information when used judiciously. When multiple indicators are observed collectively over time, a clearer picture of general trends in the supply, demand, and problems associated with illegal drugs does emerge.

Among the most meaningful indicators are rates of illegal drug use, evidence of drug availability, and trends in drug-related health problems.

## Rates of illegal drug use

Nationally, many of the available indicators offer encouraging news. Surveys of American households, and of the country's high school seniors, indicate that the prevalence of drug use, including cocaine, among mainstream society continues to decline.

Semi-annual surveys of households nationwide conducted for the National Institute on Drug Abuse (NIDA) show that 44 percent fewer Americans were regular drug users in 1990 than in 1985. Based on the responses of 9,259 people surveyed in 1990, NIDA estimates that 12.9 million people had used some type of illegal drug within the last 30 days, compared to 14.5 million in 1988 and 23 million in 1985.

Those people reporting cocaine use within the last 30 days fell 72 percent during the past five years. The estimated number of weekly cocaine users has also begun to decline, falling 23 percent since 1988. NIDA estimates the number of daily cocaine users has risen, however, from 246,000 in 1985 to 336,000 in 1990.

Marijuana remains the most commonly used illicit drug. In 1990, NIDA estimates that 10.2 million Americans had used it at least once in the past 30 days. That compares with an estimated 22.5 million users in 1979, the peak year for marijuana use.

Another NIDA survey, this one of more than 16,000 high school seniors across the country, offers further evidence of the overall decline in drug abuse. Only 17.2 percent

of the seniors surveyed in 1990 said they were regular drug users, compared to 29.7 percent of those surveyed in 1985.

In Illinois, a statewide survey of junior-high and high school students also found relatively low levels of drug abuse overall. The 1989 survey by the Illinois Department of Alcoholism and Substance Abuse (DASA), suggests that few students (7th through 12th graders) are involved with illicit drugs, other than marijuana. About one in five 12th graders did report having used marijuana within the past 30 days, but far fewer reported having used other drugs during that period—from 5.6 percent for stimulants to about 1 percent for several other drugs. Use of cocaine in the past 30 days was reported by 3.6 percent of the seniors.

## Availability of illegal drugs

A much higher percentage of students surveyed by DASA reported that illicit substances, even those rarely used by students, were easy to obtain. One in five 7th through 12th graders reported that it would be easy to obtain heroin; one in four said the same of crack cocaine.

A 1990 survey of nearly 2,700 Illinois public high school students by the Illinois Criminal Justice Information Authority produced similar results: 56 percent said it would be easy to obtain marijuana, 41 percent pills, 26 percent crack, and 28 percent other types of cocaine. When teachers were asked about drug availability, their responses generally paralleled the students'.

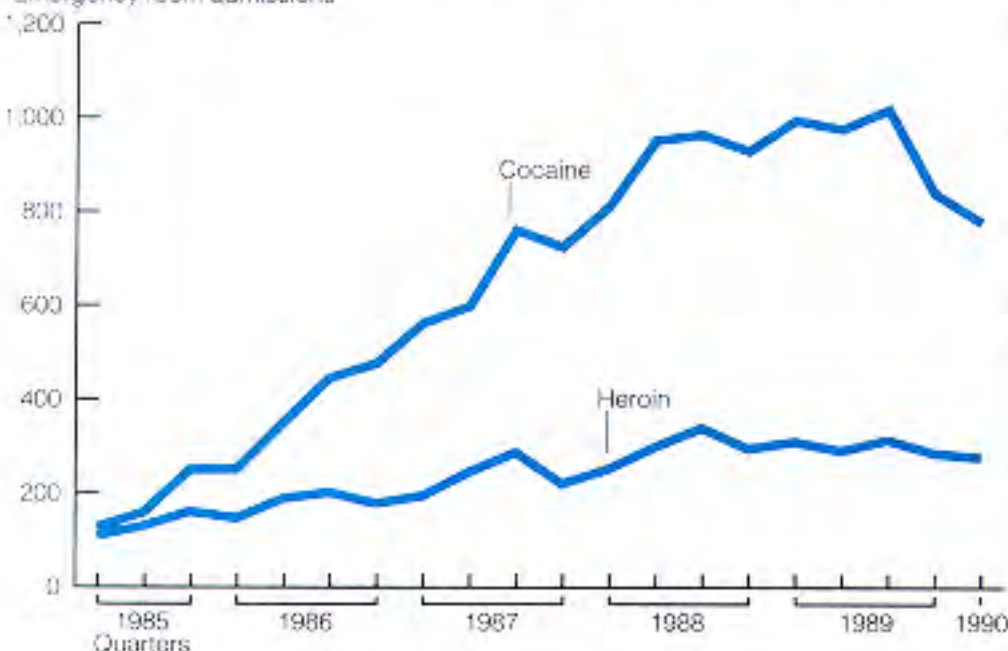
Statistics on the price and purity of illegal drugs also provide valuable information about the supply of drugs on the street. The higher the price and the lower the purity, the more likely it is that the drug is in short supply.

## Cocaine

Price and purity data for cocaine in Illinois suggest that, for the first time in nearly a decade, the supply may be beginning to decline. Although cocaine continues to be one of the most visible drugs on the street, cocaine prices began rising and purity began

## Among 38 Chicago-area emergency rooms, both cocaine- and heroin-related admissions fell during the first quarter of 1990.

Emergency room admissions



Note: The time series runs from the second quarter of 1985 through the first quarter of 1990.

Source: Drug Abuse Warning Network, National Institute on Drug Abuse

falling in late 1989. Most notably, wholesale prices of cocaine increased from an all-time low of \$18,000 per kilogram in 1988 to \$40,000 by mid-1990. By the end of 1990, wholesale kilo prices settled somewhat into the \$25,000–\$30,000 range—38 percent to 66 percent higher than in 1988. User prices, however, have remained relatively stable.

Cocaine purity also decreased between 1989 and 1990. The decline in purity may account, in part, for the stability of user prices. Based on cocaine analyzed by Illinois State Police (ISP) crime labs, cocaine seizures weighing 2.1–24.9 grams, for example, fell in average purity from 69 percent in August 1989 to 50 percent in December 1990. Over the same period, seizures weighing 25–35 grams fell from an average purity of 77 percent to 60 percent.

### Crack

Six years after it exploded on the scene in New York, Los Angeles, and other cities, crack (cocaine marketed in its freebase form) still has had only limited impact in Il-

linois. Although crack is much more prevalent than when it first emerged here in 1988, it has remained concentrated in Chicago and some of its southern suburbs and in East St. Louis.

More than 4,000 grams of crack were seized statewide in 1990, compared to about 1,600 in 1989. During 1990, Cook and St. Clair counties accounted for about 95 percent of all crack seized statewide.

A street outreach study of 297 drug abusers in East St. Louis conducted by DASA in early 1990 illustrates the extent of the problem in that city. Eighty-one percent of drug abusers in the study reported smoking cocaine, especially in its crack form.

### Heroin

Statistics on the availability of heroin in Illinois are a bit more sketchy. According to the federal Drug Enforcement Administration's Domestic Monitor program, brown, black tar, and white heroin are readily available in Chicago. Despite a decade-long decline in heroin abuse, the Chicago area is still considered the largest consumer of

Mexican brown heroin in the nation.

Of even more concern to officials is evidence that heroin purity is rising to unprecedented levels. Heroin samples obtained during 1988 had an average purity of 3.6 percent. In 1989, the average purity rose to 14.2 percent. This is a dramatic shift from earlier low-purity heroin—in the 1- to 2-percent range during the 1970s and much of the 1980s.

Heroin prices, however, are also on the rise. Wholesale ounce prices currently range from \$800 for Mexican brown, to \$1,600 for black tar, to \$6,500–\$7,000 for Nigerian or China white. The wholesale price of brown heroin has recently increased from \$600–\$700 in the late 1980s to the current \$800–\$900 per ounce. This is a rather modest increase relative to the phenomenal rise in cocaine prices over the past year.

Higher prices suggest lower availability, but higher purity is associated with greater availability. These conflicting trends, as well as other indicators concerning heroin, are being monitored closely.

### Marijuana

Overall, marijuana prices have soared to record levels over the past few years, with commercial grades currently selling for \$1,450 per pound and top-quality grades bringing \$3,000–\$4,000 per pound.

Reductions in the availability of imported marijuana have contributed to a significant increase in domestic marijuana cultivation operations, including many in Illinois. Estimates rank marijuana just below soybean and corn among the state's agricultural commodities.

### Ice

"Ice," the crystalline form of methamphetamine that is smoked, is being watched closely by drug enforcement experts because of its highly addictive and potentially catastrophic characteristics. To date, there is no solid evidence that ice has established any presence in Illinois. In fact, when arrestees participating in the National Institute of Justice's Drug Use Forecasting Pro-

gram in Chicago were questioned about ice, 50 percent indicated they had heard of the drug, but 63 percent of those said they heard about ice from the media while none heard about it from a drug dealer.

### Medical consequences of drug abuse

Drug-related health problems in Illinois appear to be declining. The state's decade-long surge in drug-related deaths and hospital emergency-room admissions began to reverse in early 1990. And the number of babies born with illegal drugs in their bloodstreams may be declining as well.

#### Drug-related emergency-room episodes and deaths

With the rise in cocaine abuse during the first half of the 1980s came a dramatic increase in admissions to hospital emergency rooms for cocaine. Among 38 Chicago-area emergency rooms that consistently reported to NIDA's Drug Abuse Warning Network (DAWN) during a five-year period, cocaine-related emergency-room admissions soared from 130 in the second quarter of 1985 to a high of 1,021 in the third quarter of 1989, but then declined to 781 in the first quarter of 1990.

Despite the apparent rise in purity, heroin-related emergency room episodes have also begun to decline. After climbing from 111 during the second quarter of 1985 to 317 during the third quarter of 1989, they fell 12 percent to 280 during the first quarter of 1990.

Deaths from illegal drugs are following a similar pattern. Data reported to DAWN by medical examiners in four counties in the Chicago area reveal that deaths attributed to cocaine increased nearly eight-fold between 1985 and 1989, from 29 to 219. During the first six months of 1990, however, only 31 cocaine-related deaths were reported, or one death for every four reported during the first half of 1989.

Deaths attributed to heroin appear to have begun to decline even more dramatically. Only 29 heroin-related deaths were reported during the first six months of 1990,

or about one death for every four reported during the first half of 1989. Between 1985 and 1989, deaths attributed to heroin had increased more than six-fold, from 35 to 220.

#### Drug-exposed infants

The number of verified drug-exposed births in Illinois increased sharply, from 122 in fiscal year 1985 to 2,009 in fiscal 1989. But between fiscal 1989 and fiscal 1990 verified drug-exposed births fell 15 percent, to 1,716.

These figures, however, should be viewed with caution. They likely under-represent the total number of drug-exposed births because physicians and hospitals do not test all mothers and their infants for drugs. Research has found that hospitals that assess every pregnant woman or newborn find three to five times more drug-exposed births than hospitals that rely on less-rigorous methods of detection.

Although most cases of drug-exposed births in Illinois are reported from Chicago and the remainder of Cook County, the problem has touched all areas of the state and crosses all socioeconomic lines. Since 1985, drug-exposed births have been reported in 72 of Illinois' 102 counties. Of the 6,814 cases reported over the six-year period, 5,846—85 percent of the statewide total—were reported in Cook County. The remaining cases were concentrated in other highly populated, metropolitan counties.

#### What it all means

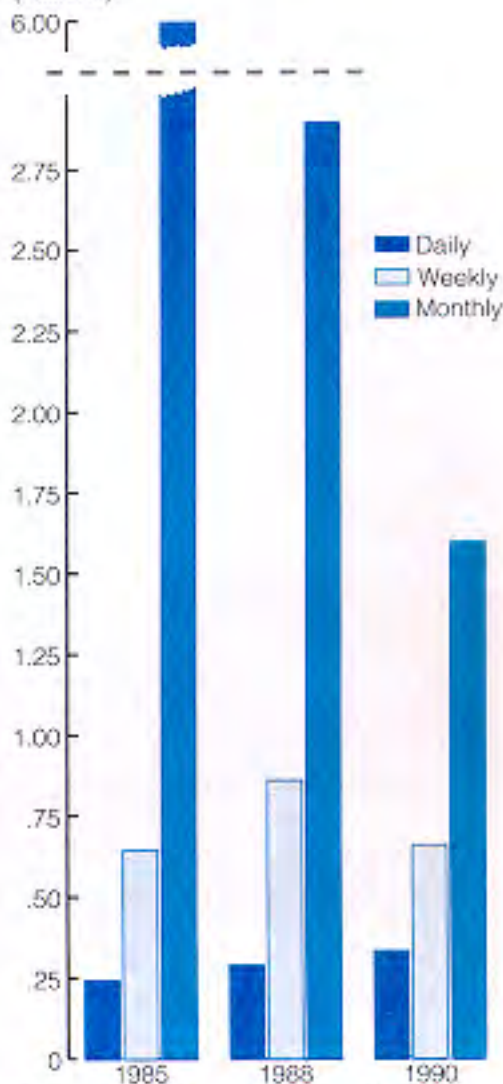
Collectively, statistical indicators of drug use and availability and of drug-related health problems offer encouraging news.

Overall demand is going down, drug-related health problems appear to be decreasing, and drug supplies, while still intolerably high, are being at least somewhat reduced.

But among individuals outside "mainstream society"—those most seriously affected by illegal drugs—the data indicate that much remains to be done. Some of the indicators are headed in the right direction; some are not. Monitoring changes in these indicators during the next several

### Although "casual" cocaine use nationwide has fallen sharply during the past five years, the estimated number of daily users has risen.

Estimated cocaine users nationwide (millions)



Source: National Institute on Drug Abuse

years will be critical.

For more information on the analysis of drug abuse data, contact Roger Przybylski at the Authority's Drug Information and Analysis Center, 312-793-8550. For an update on drug-related criminal justice activity in Illinois, see *Trends and Issues '90*, available from the Illinois Criminal Justice Information Authority, 120 South Riverside Plaza, Chicago, Illinois, 60606-3997. ■

# The front line in drug enforcement

Multi-jurisdictional drug law enforcement, while not a new idea, continues to expand in Illinois and to adapt to changing conditions.

By Teresa Vlasak

"Multi-jurisdictional units were a new concept 20 years ago, and people are still saying we are 'new and improved' today," says Frank Gomilla, director of the Northeastern Metropolitan Narcotics and Dangerous Drugs Enforcement Group (NEMEG). "The multi-jurisdictional approach is still the most progressive, efficient, and effective way of combatting the drug problem."

During the past 20 years, drug law enforcement has seen the advent of new computer systems, new equipment such as voice privacy radios and electronic battering rams, and stronger state laws. But the core of the fight against illegal drugs in Illinois is still a hand-to-hand, undercover-officer-to-bad-guy struggle that is increasingly carried out by cooperative, multi-jurisdictional agencies.

Illinois has 22 such units, both metropolitan enforcement groups (MEGs) and task forces, covering almost every region of the state. Officers in these units work undercover to break up drug trafficking operations within and around their jurisdictions.

How did these units come into existence? Who participates in them? How do they work? Why do they succeed? The answers to these questions provide an interesting history of how law enforcement in Illinois has turned the concept of cooperation into action—and how it has refined that concept as times and circumstances have changed.

## The history of MEGs in Illinois

The first multi-jurisdictional enforcement group in Illinois was formed in northern Cook and Lake counties in 1971. Nineteen separate local police agencies banded to-

gether that year to combat the growing drug problem in the northern suburbs of Chicago. Individually, the local agencies did not have the manpower, anonymity, or money needed to successfully conduct undercover operations in their communities, so each contributed personnel to a special drug enforcement unit that would cover the whole area.

At the time, federal funding was available under the Law Enforcement Assistance Administration (LEAA) to seed new and unique law enforcement programs. The new drug enforcement unit in northern Illinois received two years of discretionary funding, and the first MEG in Illinois was established.

In 1973, the federal funding source of the MEG was transferred to the Illinois Law Enforcement Commission (the predecessor agency of the Illinois Criminal Justice Information Authority). The MEG was renamed the Cook County MEG and was expanded to 26 law enforcement agencies, including the Chicago Police Department and the Cook County Sheriff's Office.

In 1975, municipalities that were served by the Cook County MEG, but could not afford to assign personnel to the unit, began contributing financially to the MEG's operations. Meanwhile in Will County, a second MEG, the Joliet Metropolitan Area Narcotics Squad (MANS), was formed, and, with the help of federal money, new units were springing up all over the state.

In 1977, however, when six other MEGs were in the process of starting up, the Cook County MEG went out of existence. Seed money from the federal government had expired, and the expense of continuing the unit was too great for the local jurisdictions.

This might have been the fate of other MEG units—and the MEG concept in general—had the Illinois General Assembly not passed legislation in 1977 providing MEGs with state general revenue funds. In 1978, the old Cook County MEG was re-activated as the Northeastern Metropolitan Narcotics and Dangerous Drugs Enforcement Group (NEMEG).

The law [Ill.Rev.Stat., ch. 56 1/2, par. 1701] provided MEG units with general revenue grants through the Illinois Department of Law Enforcement's (now the Illinois State Police) Division of Criminal Investigation. State police officers were also assigned to the MEGs for the first time. MEGs now included officers from three levels of government—municipal, county, and state.

MEG units were added in 1979 in Lake County and 1981 in Kankakee County. Four years later, the 10th MEG to be activated, the DuPage Metropolitan Enforcement Group (DUMEG), was formed in 1985.

## Task forces follow the MEG concept

In terms of solving drug crimes, the multi-jurisdictional enforcement concept had proven successful—almost too successful. More jurisdictions were coming together and requesting federal seed money. But the grant dollars were stretched just about as far as they could go—to add any more MEGs in the state would be taking resources away from those currently in operation and those just starting up.

The answer to this financial problem was the formation of a new type of organization: the drug enforcement task force. Like MEGs, task forces are multi-jurisdictional units made up of municipal, county, and state officers. However, task forces are based in Illinois State Police headquarters throughout the state. They use ISP personnel, space, utilities, equipment, and, most importantly, ISP funds. Each task force is supervised by a state police officer and is run by ISP's Division of Criminal Investigation.

The first drug enforcement task force was formed in 1984 in McClean County. In 1987, the task forces became eligible to receive federal funding through the Authority.



The federal dollars have been used to pay for additional personnel and equipment in existing units and to help start up task forces in several parts of the state.

Illinois currently has 12 drug enforcement task forces. The 13th, in Henry and Mercer counties, is scheduled to be launched later this year, again with the help of federal funds awarded by the Authority.

### **Participation of state and local agencies**

Key to the success of MEGs and task forces has been their ability to bring together state and local officials—to get them to act as partners, not competitors.

All of Illinois' 10 MEGs and 12 task forces have state police officers automatically assigned to the units. This not only improves coordination between ISP and local agencies, but also reduces duplication of efforts in the field.

An important part of each unit's job is to solicit the help and participation from the county and municipal police departments in the jurisdiction it covers. Task forces and MEGs must convince local government officials that paying an officer to work for a MEG or task force is fiscally prudent. "I tell them that they may be losing an officer, but they are gaining a task force," said Angelo DeFranco, supervisor of the North Central Narcotics Task Force, based in Elgin.

Unlike the task forces, which in the past have solicited for personnel only, the MEGs have asked municipalities that cannot afford to pay for an officer's salary to give a smaller financial contribution to the unit instead.

What do communities and agencies who contribute to a MEG or task force get for their officers and dollars? Officials cite two important benefits. First, their drug problems receive priority over communities within the unit's jurisdiction that do not contribute, whenever possible. "We prioritize with the resources we have—our time, our manpower, and our dollars," said NEMEG Director Frank Gomilla. Second, participating agencies receive a percentage of the forfeiture money earned by the unit when drug assets are seized.

Communities that contribute either per-

## **Authority provides "special emphasis" funds to MEGs and task forces**

This year, the Authority has set aside a portion of Illinois' federal drug enforcement funds to enable MEGs and task forces to target specific problems within their communities. A sum of \$35,000 in so-called "special emphasis" money is available to each multi-jurisdictional drug enforcement unit in Illinois.

Programs eligible for funding must fall into one of four categories:

- ◆ **Problem-oriented policing:** A specific problem, such as drugs in public housing or in recreational areas, may be targeted.
- ◆ **Street suppression:** Money may be used to combat open street dealing.
- ◆ **Asset forfeiture investigations:** Personnel may be hired to aid in financial investigations and asset tracing.
- ◆ **Diversion investigations:** Special investigations of the theft of legal drugs and illegal prescription writing may be conducted.

sonnel or money also have representatives on the policy boards that run each unit. Each policy board consists of the chief elected official of each community and/or the chief law enforcement official of each participating agency. The boards meet regularly (monthly or quarterly) to approve the budget and establish the goals and objectives of the unit, as well as to coordinate ongoing investigations.

### **How MEGs and task forces operate**

Here's an inside look at the operations of NEMEG, based in Cook County, and the North Central Narcotics Task Force (NCNTF), based in ISP's Elgin office.

NEMEG serves suburban Cook County, a diverse community of more than 3 million people. The unit has more than 80 contributing agencies.

NCNTF, established in 1988, serves more than 620,000 people in DeKalb, McHenry, Kane, and northern Kendall counties—a combination of rural areas and rapidly growing suburbs. NCNTF has 21 contributing agencies, and, although it is only two years old, is the largest drug enforcement task force in Illinois. It has two satellite offices in addition to the Elgin headquarters.

How a MEG or task force is structured depends largely on the level of personnel assigned to the unit. The greater the number of officers who need to be coordinated, the greater the number of supervisory positions in the unit. NEMEG consists of a director, a

deputy director, two full-time asset investigators, and area supervisors who oversee the MEG's eight tactical groups. Each tactical group has a group supervisor who directs and coordinates the daily activities of the group as a whole. An agent of the Bureau of Alcohol, Tobacco and Firearms (ATF) is also assigned to, and works with, the unit. NEMEG also employs a support staff of four.

NCNTF consists of a director and three narcotics supervisors—one for each squad.

All MEG and task force officers are sworn in as ISP inspectors so they may work in multiple jurisdictions. Officers must complete a week-long ISP course on narcotics investigation and attend continuous training on such subjects as recent laws and court decisions, conducting raids and searches, and surveillance.

The amount of time an officer stays with a MEG or task force can be critical to his or her effectiveness. Municipal agencies usually assign officers to NEMEG for two-year periods. County and state personnel are assigned to the unit indefinitely. According to Director Gomilla, an officer becomes most useful to the unit in the second year of his or her assignment. Director Gomilla says he is starting to notice a promising trend within his unit: officers from all four levels of law enforcement—municipal, county, state, and federal—are staying with NEMEG for longer and longer periods of time.

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## Funding multi-jurisdictional law enforcement

While metropolitan enforcement groups and task forces conduct business in much the same manner, there is one important difference—how the units are funded.

Because the task forces are programs of the Illinois State Police, operated out of its Division of Criminal Investigation, they have received stable annual funding from ISP. The task forces receive additional dollars from forfeiture funds and from federal money awarded by the Illinois Criminal Justice Information Authority specifically for additional personnel and equipment.

On the other hand, because MEGs are not a branch of ISP—although ISP personnel participate in MEGs—their funding has never been as stable or reliable as that of the task forces. MEGs receive state money, but in the form of annual grants from ISP's Division of Criminal Investigation. MEGs receive additional money from fines and forfeitures, financial contributions from local jurisdictions, and federal dollars from the Authority.

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**"The Illinois State Police, the Governor, and the General Assembly must address stabilizing MEG funding."**

*—NEMEG Director Frank Gomilla*

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How do the differences in funding affect the two types of drug enforcement units? Task forces seem to be enjoying relative prosperity under their funding arrangement. "Our financial situation keeps us operating without too much difficulty given the tight financial times we're in," said Director Rick Rokusek of the North Central Narcotics Task Force, based in Elgin. MEGs, on the other hand, are in tough financial straits. "NEMEG is now living week-to-week," said Director Frank Gomilla of the Northeastern Metropolitan Narcotics and Dangerous Drugs Enforcement Group, based in suburban Cook County.

In state fiscal year 1991, state funding for MEGs was cut almost in half, and the proposed budget for 1992 would reduce that amount by another 5 percent.

The effect of cuts on individual MEG units has been dramatic in some cases. According to Director Gomilla, in fiscal year 1990, NEMEG received \$652,000 in state general revenue funds from ISP. In 1991, NEMEG received only \$280,000 in general revenue funds, a cut of 56 percent. "When regular state funds are cut so drastically, it is impossible for us to make up the difference," said Director Gomilla. "This is a business, and it needs a reliable revenue source."

Many legislators and law enforcement officials have wondered why federal Anti-Drug Abuse Act (ADAA) funds can't pick up more of the tab for cash-strapped MEGs. But federal grant money is seed money, not operating money. Federal funds can be used to begin a new program or for program growth and expansion, but growth and

expansion funds can be used only where state and local funding has remained constant. Federal funds, by law, may not be used to replace state and local operating funds that have been cut (a process known as supplanting). In addition, federal funds are available to an individual program for only a five-year period, and thus cannot be counted on as a long-range source of funding.

"There is a misconception that federal money can support our operation," said Director Gomilla. "However, our receiving federal money is contingent upon the state dollars received. If we lose state dollars, we lose federal dollars, then we cease to exist."

None of Illinois' 10 MEG units is currently in danger of losing federal dollars. But if federal funds begin to be used for normal operating expenditures, those funds could be removed.

NEMEG's precarious financial position is typical of MEGs throughout the state. NEMEG has nearly run out of funds twice since the end of 1990. In December, when funds were getting low, NEMEG received a check from U.S. Attorney Fred Foreman for \$100,000, its share of federal forfeiture money from arrests NEMEG had participated in. "Forfeiture money was meant to supplement," said Tom Braglia, deputy director of NEMEG. "Forfeiture money was never meant to support the unit."

In March, when funds were again low, the unit received money from the Illinois Drug Traffic Prevention Fund, which contains money from drug fines and asset forfeitures. This money will support NEMEG until May. How will NEMEG get from May through July? Director Gomilla is hoping for more forfeiture money and a supplemental appropriation from the Illinois General Assembly.

"The Illinois State Police, the Governor, and the General Assembly must address stabilizing MEG funding to guarantee their continued existence," he said. "It's very difficult to plan for the future without money."

How has the budget crunch affected NEMEG's work? Although the effectiveness of NEMEG's operations depends on setting up drug dealers by making preliminary buys, NEMEG has had to cut back drastically on drug buys. In October and November of 1990, agents spent an average of \$20,000 for 100 buys each month. In December, NEMEG spent \$3,000 on a total of 18 buys. "Unfortunately it shows a decrease in service, and a decrease in support we're giving to the suburban community," said Director Gomilla.

Newly appointed Illinois State Police Director Terrance Gainer is sympathetic to the situation the MEGs are in. "Unfortunately, for the past two years, the MEG units have been caught in the same budget squeeze as the rest of our operations, and the State Police has had to reduce their funding," he said. "Budget shortfalls notwithstanding, I view each of the MEG units as a vital and integral part of our overall campaign against illegal narcotics, and I will work as hard to see that the MEGs are adequately funded as I will for any other line in the ISP budget." *T.V.*

## Front line

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According to officials, officers assigned to NCNTF also start to become most productive after a full year of duty. An officer's tour of duty in NCNTF, however, averages only 10 months to three years. Director Rick Rokusek attributes this to the fact that his undercover officers are more easily spotted because they are more visible in a more rural setting and are trying to infiltrate smaller communities "where everyone knows who's supposed to be there and who isn't." Cycling new, and unknown, officers into these communities is critical.

NEMEG and NCNTF agents also serve as liaisons between their local departments and their multi-jurisdictional units. Officers learn of drug activity in their jurisdictions from their local departments and receive the bulk of their informants from there as well. "About 90 percent of our business is generated by informants—sources and informants are the backbone of drug law enforcement," said Director Gomilla. "Our agents develop informants, enter investigations, and buy drugs," he said.

Besides the informants that are referred from local police agencies, the agents develop their own contacts and use informants who have plea-bargained information in exchange for having their criminal charges reduced.

### Different drugs, different approaches

Although NEMEG and NCNTF are similarly structured, the different community types they work in make a big difference in the quantity and availability of drugs they find—and in how they address those problems. Recent ride-alongs with both units revealed some of these differences.

On an evening in February, one of the NCNTF squads drove 35 minutes, set up a surveillance outside a local mall, and purchased a half-gram of cocaine from a suspected dealer. The squad and the officer involved will continue to buy drugs from this suspect, hoping to move up through the chain of distribution. When the officers feel they

have taken the case as far as it can go, the squad will arrest the suspect and any co-conspirators. The squad will also try to seize any of the suspect's assets—which in this case include a business—that may have been used in dealing drugs.

Although the quantity involved in this buy may seem small, Director Rokusek said cracking down on such deals is important in his jurisdiction. "We service everyone in the jurisdiction—all types of cases are accepted—both large and small," he said. "Anything you do in this area is very significant." Director Rokusek estimates it costs his unit \$75,000 a year to pay informants and make drug buys.

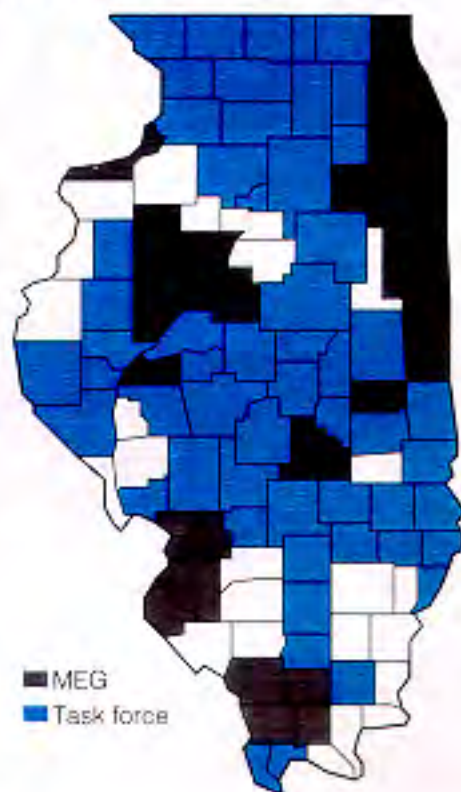
For NEMEG, the supplies—and the suppliers—are often bigger. On another February evening, two of NEMEG's tactical groups, along with agents from the ATF, the DEA, and the Immigration and Naturalization Service, drove 15 minutes, set up a four-block surveillance in a residential neighborhood, and arrested four undocumented aliens with 14 kilograms of cocaine and one-half kilogram of heroin.

Not all busts are that large, however. Later that evening, one of the tactical units purchased one-eighth of an ounce of cocaine and half an ounce of cannabis from separate apartments in the same complex. The officers also had arranged two additional buys for which the dealers did not show up. These buys are designed to gain the seller's trust. Trust enables the officers involved to buy larger and larger amounts of drugs, and to eventually bust mid- to upper-level dealers.

"We're seizing more drugs than ever before," said Director Gomilla. "The supply these days is incredible." He estimates it cost NEMEG \$175,000 last year in "let-go money" for informants and drug buys.

Whether they involve street-level dealers or higher-ups, the activity of multi-jurisdictional drug units in Illinois is increasing. In 1990, the NCNTF opened 340 new investigations and made 362 arrests. The unit seized more than 628,000 kilograms of cannabis and almost 2.6 kilograms of cocaine. In September, the task force also seized a 15-acre farm growing approximately 1.6 million wild cannabis plants.

### MEGs and task forces cover 78 of Illinois' 102 counties



NEMEG opened 767 new investigations and made 572 arrests in 1990. The unit seized 1.7 kilograms of heroin, 81.8 kilograms of cannabis, 93.6 kilograms of cocaine, and 131 grams of crack. NEMEG started out 1991 with a bang. In January, the unit seized 127 kilograms of uncut cocaine—more than they seized in all of 1990.

Statewide, Illinois MEGs and task forces made a combined total of 1,964 arrests in 1990 for distribution of illegal drugs and 594 arrests for the possession of illegal drugs. Officials say numbers such as these tell only part of the success story of MEGs and task forces.

"All law enforcement agencies in the same geographic area are on the same page—we're not in competition with each other, we're working together," said Director Rokusek.

"Hundreds of police departments and dozens of sheriffs in Illinois will tell you how successful and good the multi-jurisdictional approach is," said Director Gomilla. "The multi-jurisdictional approach is the proper approach to drug enforcement." ■

# Consider the consequences

Laws against illegal drug trafficking and abuse are tougher than ever before in Illinois. And the penalties involve more than just longer prison and probation sentences. The Authority is launching a new public information campaign to tell the public just how severe the legal consequences can be for getting caught with illegal drugs. The result is a new twist on the education and prevention message, which up to now has focused largely on health problems.

By James Nayder

Despite the growth and diversification of America's "war" on illegal drugs and drug-related crime, most drug abuse prevention efforts still focus upon health and behavioral problems. Very few prevention strategies have concentrated on the legal and social consequences of drugs.

However, recent steps to impose tougher (and often untraditional) penalties on the users of illegal drugs are changing that picture, and criminal justice officials in Illinois are about to launch a new public information campaign to spread the word. The statewide campaign, to be designed and implemented by the Illinois Criminal Justice Information Authority, will challenge people to "consider the consequences" before they get involved with illegal drugs.

In a 1988 study, researchers from the U.S. Department of Justice concluded that "predatory and violent crime may be reduced by assigning greater weight to new and successful drug abuse legislation."

Such legislation, holding users accountable, has been passed in most states, including Illinois. These laws are designed to send a clear message to all drug abusers that they face not only a heightened risk of criminal sanctions, but also the possible

loss of their homes, driver's licenses, and a variety of other privileges.

## Tougher anti-drug laws in Illinois

In Illinois, lawmakers have enacted dozens of user accountability laws during the last few years—and the trend is likely to continue. In his first State of the State message in January, Governor Jim Edgar pledged "we're going to go all-out to seize the ill-gotten gains of drug dealers...and establish effective education, prevention, and treatment programs to curb the demand for drugs."

Additional user accountability measures have already been introduced in the Illinois General Assembly this year. One such measure, House Bill 65, would uphold the right of landlords and property owners to sue individuals who use any property—without the consent of the property owner—to violate the Cannabis Control and Controlled Substances acts. The same bill would also make drug violators who in any way involve a minor liable to the minor's parents or guardians.

But while new and tougher laws are being introduced and passed, the consequences of breaking them are not always being communicated effectively—either to

potential drug users or to the people who must enforce the laws.

For example, a panel of juvenile officers from the Illinois Juvenile Officers Association recently reported to the Authority that teachers and school administrators seem poorly informed about legal aspects of police enforcement, especially the recent changes to the laws involving drug distribution around schools and to minors.

This need for information on the legal consequences of drug abuse has prompted the Authority to launch a public awareness campaign, targeting both adults and young people throughout the state, about the increasingly severe legal consequences of drug abuse.

"I'm convinced that if kids have the right information [about legal consequences], they'll make the right decisions," said DuPage County State's Attorney Jim Ryan, announcing in March a new county-wide task force to develop drug control strategies there. "We have to trust them with that much."

## Authority to launch public awareness campaign

The Authority's Legal Consequences campaign will provide no-nonsense information about current drug laws and penalties—information that should help people make more informed decisions regarding the use, sale, or storage of illegal drugs. The campaign will include:

- ◆ A statewide print and electronic media campaign highlighting the legal consequences of drug abuse, in English and other languages. Television and radio advertising, print advertising, public service announcements, feature articles, billboards, and transit advertising are all planned. Legal consequences information will be tailored to reach both "casual" and "hard-core" abusers and dealers.

- ◆ Concise summaries of current drug prevention and user accountability legislation. These will be distributed to teens and adults through educators, law enforcement officials, criminal justice personnel, and the business community.

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## User accountability: new laws, tougher penalties

### **Driver's license suspension, revocation, or denial**

Any amount of drug or drug by-products in a driver's blood or urine stemming from the unlawful use of cannabis or a controlled substance constitutes DUI. Conviction may result in driver's license revocation [Ill.Rev.Stat., ch. 95 1/2, par. 11-501(a)(5) and 6-205].

The secretary of state may suspend for one year, and five years for a subsequent offense, the driving privileges of a person convicted of the illegal possession, manufacture, sale, or delivery of controlled substances while operating a motor vehicle [Ill.Rev.Stat., ch. 95 1/2, par. 6-206(28) and 6-206(29)].

Applicants for school bus driver permit must submit the results of a medical examination that includes tests for drug and alcohol use. A person previously convicted of any violation of the Illinois Controlled Substances Act or other than specified minor violations of the Cannabis Control Act is ineligible for a permit. Existing permits will also be revoked under these conditions [Ill.Rev.Stat., ch. 95 1/2, par. 6-106.1(a)(6), 6-106.1(a)(11), and 6-106.1(d)].

### **Property forfeiture**

All drug paraphernalia are subject to forfeiture [Ill.Rev.Stat., ch. 56 1/2, par. 2105].

Cash, conveyances, certain real estate, and other property used in violation of the Illinois Controlled Substances Act and the Narcotics Profit Forfeiture Act are subject to forfeiture [Ill.Rev.Stat., ch. 56 1/2, par. 1505 and 1655].

With the exception of real estate, similar forfeitures apply for violations of the Steroid Control Act and the Cannabis Control Act [Ill.Rev.Stat., ch. 56 1/2, par. 712 and 2317].

### **Eviction; shutdown of building or business**

A lessor may void a lease and sue for possession if the occupant uses, or permits the use of, the premises for the use, storage, or sale of controlled substances [Ill.Rev.Stat. ch. 100 1/2, par. 24].

Any building used in the violation of the Cannabis Control Act or the Illinois Controlled Substances Act is a public nuisance. Private persons, the attorney general, or the state's attorney may take action to abate the nuisance [Ill.Rev.Stat., ch. 38, par. 37(1)].

All places and fixtures used for unlawfully selling, storing, or using controlled substances are considered nuisances. An action to enjoin the use of such place for one year may be brought by the state's attorney or any citizen [Ill.Rev.Stat., ch. 100 1/2, par. 15].

Any store, place, or premises in which any item of drug paraphernalia is kept or sold is declared to be a nuisance, and a person may be restrained from maintaining or using such premises for one year [Ill.Rev.Stat., ch. 56 1/2, par. 2103].

A housing authority may refuse to renew the tenancy of any person convicted of a criminal offense relating to the sale or distri-

bution of controlled substances during the term of his or her residency [Ill.Rev.Stat., ch. 67 1/2, par. 25(f)].

### **Professional license or registration suspension or revocation**

The Department of Professional Regulation shall revoke a physician's or pharmacist's license if either is convicted for a second time of any felony under the Illinois Controlled Substances Act [Ill.Rev.Stat., ch. 111, par. 4150(c) and 4400-22(B)].

The Department of Professional Regulation may suspend or revoke the license or registration of an athletic trainer who violates, or assists in the violation of, any law of this state relating to the use of habit-forming drugs [Ill.Rev.Stat., ch. 111, par. 7616(U)].

### **Special penalties for involving children or minors**

A newborn infant whose blood or urine contains controlled substances as defined by the Illinois Controlled Substances Act is considered to be a neglected or abused child [Ill.Rev.Stat., ch. 23, par. 2053 and ch. 37, par. 802-3(1)(c)].

Persons convicted of delivering a controlled substance or drug paraphernalia to a pregnant woman are subject to increased penalties [P.A. 86-1459].

Any person who directly or indirectly provides an illegal drug which is sold or given to a minor shall be liable to the parent or legal guardian for actual damages, such as costs for treatment or rehabilitation, the pain and suffering of the parent, and for punitive damages [Ill.Rev.Stat., ch. 70, par. 601 et seq.].

### **Preventing drug abuse in schools**

Students may not use or possess any cellular communication device, pocket pager, or similar device in any school building or on any school property except with the school board's permission [Ill.Rev.Stat., ch. 122, par. 10-20.28, 34-18.14, 10-21.10, and 34-18.9].

School boards may authorize school officials to request law enforcement assistance in conducting searches for illegal drugs on school property. Searches may include the use of specially trained dogs [Ill.Rev.Stat., ch. 122, par. 10-22.10(a) and 34-18.12].

### **Denial of government contracts**

With respect to individuals, the state shall make no contract or grant for more than \$5,000 without certification that the individual will not engage in the unlawful manufacture, distribution, sale, or use of a controlled substance in the performance of the contract. All other grantees or contractors must certify that they will provide a drug-free workplace [P.A. 86-1459 (effective January 1, 1992)].

### **Conviction information accessible to the public**

Criminal conviction records are now available to the public through the Illinois State Police [Ill.Rev.Stat., ch. 38, par. 1601 et seq.].

*Robert Boehmer and William Mahin*

"I'm convinced that if kids have the right information, they'll make the right decisions. We have to trust them with that much."

— Jim Ryan  
DuPage County State's Attorney

## Consequences

Continued from page 12

◆ Public education programs—including slide and video presentations—for use by local officials and community groups.

◆ News alerts for law enforcement and other officials—updating trends and legislative changes in the legal consequences arena.

The Authority's new campaign comes at a time when cocaine, marijuana, and LSD trafficking and use remain strong in many Illinois counties. "There is not a community out there that does not have drug dealing going on," said Frank Gomilla, director of the Northeastern Metropolitan Narcotics and Dangerous Drugs Enforcement Group (NEMEG). "We have seized more (cocaine) this year than all of 1990," he added.

Laurence Mulcrone, head of the DuPage Metropolitan Enforcement Group, said that not only are his unit's cocaine investigations up so far in 1991, but there are indications that LSD and marijuana cases are on the rise as well.

### Campaign will ask students to "Consider the Consequences"

A prime target audience of the Authority's Legal Consequences campaign will be potential high school age drug abusers.

In recent surveys of high school students in California and New Jersey, cited by the National Association of Attorneys General (NAAG), more than two-thirds indicated that the "fear of getting into trouble with the law would prevent their use of illicit substances."

The NAAG report concluded that "for deterrence to be effective, drug offenders must believe that they now face an enhanced risk of being caught and the cer-

tainty of swift and stern punishment."

The Authority's campaign will focus on consequences important to students—loss of driver's license and driving privileges, random locker searches, fines, and other criminal justice sanctions.

### The challenge—reaching the hard-core abusers

Hard-core drug abusers require a tougher "consequences" message. Unlike casual users, hard-core abusers are more difficult to reach with traditional health-related public service announcements.

To reach this audience, the campaign will use a "gloves-off" approach, with all posters, publications, and media announcements outlining—directly and forcefully—legal consequences such as the forfeiture of cash, real estate, and automobiles, stricter fines and prison terms, and the effects of repeat convictions.

The campaign will also highlight recent legislation such as the Uniform Conviction Information Act, a new state law through which employers and investigating agencies can gain access to the conviction records of criminal offenders in Illinois. This law has potentially far-reaching consequences for both casual and hard-core drug abusers.

"Not only are drug laws getting tougher, but the ability of employers and others to learn about convictions is increas-

ing," said J. David Coldren, executive director of the Authority. "That one-two punch provides a powerful message to people who are thinking about using or trafficking drugs."

### Campaign relies upon local involvement

In its 1991 *Blueprint for the Future* report, the Authority urged criminal justice officials to "assume the role of educator and advocate when it comes to user accountability, as individual behavior can be changed only if people know that user accountability measures exist."

For the Legal Consequences campaign to be successful, the cooperation of local law enforcement officials and community leaders will be imperative, Director Coldren said. By vigorously promoting the tough yet realistic user accountability penalties, the law enforcement community will help motivate both teens and adults to consider the consequences of drug abuse.

"The message must continue to be broadcast that drug trafficking and abuse are not only unhealthy and self-destructive, but illegal and unacceptable," said NEMEG Director Gomilla in a 1990 speech at Loyola University. To this end, the Legal Consequences campaign will supply law enforcement officials with such support materials as audio-visual presentations, brochures, and legislative updates to assist local public awareness programs.

The Legal Consequences campaign is funded by \$307,500 in federal money awarded under the Anti-Drug Abuse Act of 1988, plus \$102,500 in matching state funds.

For more information about the Legal Consequences campaign, contact Jim Nayder at the Authority, 312-793-4392. ■

"We're going to go all-out to seize the ill-gotten gains of drug dealers...and establish effective education, prevention and treatment programs to curb the demand for drugs."

—Illinois Governor Jim Edgar

# Putting the pieces together

The now-familiar debate over drug control strategy and spending is heating up again in the nation's capital. But as federal lawmakers argue over dividing up the financial pie, other officials are taking a closer look at how its programmatic pieces fit together.

By Kevin P. Morison

When President Bush released his latest drug control strategy in February, critics were quick to complain that the \$11.6 billion spending plan for 1992 was tilted too much in favor of law enforcement at the expense of treatment and prevention.

Representative Charles Rangel of New York, chairman of the House Select Committee on Narcotics Abuse and Control, said the "strategy's emphasis remains on interdiction and law enforcement." And Joseph Biden, the Delaware senator who chairs the Judiciary Committee, proposed an alternative budget that he said would restore some "balance" by increasing what he called demand-side efforts—treatment and prevention—from 30 percent to 40 percent of total anti-drug spending.

As the now-familiar debate over drug control spending heats up again in Congress, some officials are beginning to look at the underlying strategic issue in a different light. Their concern is not so much how the financial pie is divided up, but how its programmatic pieces fit together.

"People for years have fallen into a rhetorical trap of thinking that enforcement, treatment, and prevention are somehow opposing forces in a philosophical and financial tug-of-war," said J. David Coldren, executive director of the Illinois Criminal Justice Information Authority. "They have seen enforcement as strictly supply reduction, and treatment and prevention as strictly demand reduction, when the reality is much more complex."

The idea of weaving the three approaches into a more unified strategy seems to be gaining stock among many officials. aware that one particular approach—whether it be enforcement, treatment, or prevention—doesn't seem to be solving the problem of drug abuse by itself. The challenge now, according to experts, is to turn the concept of integration into concrete programs.

"Few disagree that cooperation and coordination are essential to advancing community anti-drug efforts," Charles DeWitt, director of the National Institute of Justice, wrote in the foreword to a new NIJ report on multi-jurisdictional strategies. "What is lacking is practical know-how for building and maintaining cooperative ventures that attack both the supply and demand for drugs."

The NIJ report points out that while cooperation among agencies is not new, two important changes are taking place. First, the nature and goals of cooperative efforts are changing dramatically. Second, the types of agencies and organizations working together are "very different from those cooperating 10 or 20 years ago."

The result is that instead of working just with one another, law enforcement agencies find themselves in new alliances with other parts of the criminal justice system, as well as with teachers and school administrators, treatment professionals, the news media, and other private and non-profit organizations. Their focus is also shifting, from strictly interdiction and arrests to include more demand-reduction activities.

## The DuPage strategy

In DuPage County, for example, State's Attorney Jim Ryan in March convened a countywide task force to develop broad new drug-control strategies in what is one of Illinois' fastest growing counties.

The 75-member task force includes representatives from criminal justice, education, the treatment community, business, labor, civic organizations, and local government. In addition to the traditional areas of enforcement, treatment, and prevention, the task force is looking into partnerships between schools and law enforcement, drug education for parents, drug-free workplace policies, and centralized planning and evaluation.

The group's goals are to suppress drug trafficking in DuPage County and to reduce the demand for illegal drugs.

"Drug abuse remains the most serious crime problem in DuPage County," said State's Attorney Ryan. "To win the war on drugs, we need a comprehensive, integrated strategic plan that includes elements of enforcement, prevention, and treatment. The State's Attorney's Drug Control Strategy Task Force is a multi-disciplinary, multi-jurisdictional effort to develop just such a plan," he said.

The task force is holding public hearings and conducting other research this spring. Armed with that information, the group's nine committees will develop specific plans in their areas of expertise. The task force will then integrate these proposals into a comprehensive strategy before the end of the year, and seek approval from the county board, mayors and city managers, the local police chiefs' association, school districts, and business and labor groups.

"In our *Blueprint for the Future*, the Authority strongly encouraged local government to use our findings as a springboard for coordinated action to control crime at the local level," said Director Coldren, who is co-chairing with Mr. Ryan the task force's Fact-Finding Committee. "DuPage County appears to be the first jurisdiction in the state to follow our lead by attacking the problem of drug abuse in all of its complexities."

The Authority is also providing the task

## How Maricopa County, Arizona, handles many drug offenders.



force with technical assistance in planning, research, and evaluation.

### A pioneering program in Arizona

While the DuPage County program may be the first such effort in Illinois, jurisdictions in other states have demonstrated how a coordinated approach to controlling drug abuse can work.

In Maricopa County (Phoenix), Arizona, criminal justice and other officials have formed what is perhaps the country's most ambitious program of its kind—what the NJ calls "comprehensive problem reduction strategies."

Launched in 1989, the Maricopa County Demand Reduction Program is based on aggressive law enforcement: each of the county's 26 law enforcement agencies has a policy of arresting suspects in even the smallest possession cases. What's unique is that many of these arrests are followed up with treatment and education, not prosecution.

The goal of the program is to dramatically alter drug abuse habits—particularly among casual users who, officials say, continue to generate most of the demand for illegal drugs in the area—but to do so with minimal intervention by (and cost to) the criminal justice system.

"I was looking for a method of dealing with first-time drug offenders without overburdening prosecutors, courts, and incarceration facilities, but at the same time holding the offender financially and socially accountable through a self-paid rehabilitation program," explained Maricopa County Attorney Richard Romley.

Mr. Romley, Phoenix Police Chief Ruben Ortega, and county Sheriff Thomas Agnos were instrumental not only in devising the overall demand-reduction concept, but also in working out the substantial details that go along with interagency coordination of this scale.

The enforcement component of the program is two-pronged. In addition to making arrests in everyday situations such as traffic stops, law enforcement agencies form task forces that each month conduct "user accountability strikes" at locations where illegal drugs are openly used. People arrested in these operations are formally booked and forced to spend at least some time in the county jail's intake facility before being released on bond or their own recognizance.

### Do Drugs. Do Time.

Officials say this aspect of the program—forcing all arrestees to get a taste of life behind bars—is critical, especially in targeting casual users who generally have had few, if any, contacts with the criminal justice system. "We're going to let the jail door slam, at least for a couple of hours," explained Sheriff Agnos.

After they have been arrested and booked, most first-time adult offenders (except for those who inject drugs or who were arrested for driving under the influence) are offered the chance to defer prosecution, and avoid possible conviction altogether, by accepting treatment, usually on an outpatient basis. This alternative is attractive to casual users and first-time offenders because even

minor drug possession cases are felonies under Arizona law.

According to prosecutors, the key here, from a workload perspective, is that diversion from court occurs *before* the formal filing of charges. If arrestees accept the conditions of deferred prosecution and satisfactorily complete treatment, their cases are never filed in court.

Treatment, including ongoing urinalysis, is handled by the local TASC program (called Treatment Assessment Screening Center in Arizona, but similar to other programs with the same acronym). Clients who can afford it must also pay fees, ranging up to \$2,845, to cover TASC supervision, urine testing, counseling, seminars, and lectures. Even the highest fee, though, is still lower than the minimum fine of \$3,000 for a cocaine possession conviction.

Supporting the entire program is a high-profile media and public education campaign with the no-nonsense theme "Do Drugs. Do Time." It includes television spots, print advertisements, billboards, and bumper stickers.

Officials say the media campaign is critical to informing the public about their aggressive enforcement policies. By the same token, the aggressive arrest policies are critical to showing the public that the media slogan is not a hollow threat.

### A word of caution

As the popularity of "comprehensive problem reduction strategies" to drug abuse grows, some experts caution that such approaches are expensive and require a huge commitment of resources. This is particularly true for law enforcement agencies, which still shoulder much of the responsibility for developing and carrying out comprehensive plans.

"The policies inherent in a demand reduction program require an 'all or nothing' commitment from the police, principally because they require significant enforcement efforts against an exceptionally large population, most of whom are among the poorest members of our society and whose arrest immediately generates a demand for additional governmental expenditures," wrote



Raymond Risley, former head of the Chicago Police Department's narcotics unit, in a new book from Loyola University of Chicago on demand reduction.

Mr. Risley said making that commitment can put police executives in the delicate position of creating more demands not only for their own departments but also for the rest of the justice system, all at a time when demands on the system are already far outpacing available resources.

#### **Bigger prevention and education role**

Even if they are not part of comprehensive, multi-jurisdictional drug control strategies, criminal justice agencies in Illinois find themselves assuming a bigger role in what have traditionally been viewed as demand-reduction activities: prevention and treatment.

For example, officers from more than 260 law enforcement agencies in the state have now received training in the Drug Abuse Resistance Education (DARE) program. This year, approximately 600 school districts across Illinois are having uniformed officers provide DARE instruction in their classrooms. That's up from 46 school districts that took part in the pilot project in 1987.

Court-ordered treatment for convicted drug-dependent offenders is also increasing in Illinois. In 1990, Treatment Alternatives for Special Clients (TASC) placed 1,158 offenders in community-based, residential treatment programs, up 57 percent from the 737 placed just two years earlier.

Treatment programs inside Illinois' jails and prisons have also expanded in recent years, although officials admit they are still reaching only a fraction of those who need help.

In St. Clair County, officials recently created an in-jail treatment program for those offenders sentenced to TASC-monitored treatment but still awaiting placement in a community facility. Statewide in 1990, only about 70 percent of offenders sentenced to treatment were placed in residential programs. The rest were either released to the community or kept in jail pending placement.

Officials in St. Clair County hope the in-

jail program, developed with federal funds awarded by the Authority, will ease offenders' transition into community-based treatment. A smooth transition will encourage offenders to stay in treatment longer, which ultimately should increase their chances of success.

At the state level, residential treatment facilities are now located in the Dwight, Graham, and Sheridan correctional centers. The Illinois Department of Corrections has also contracted for a limited number of community-based treatment slots for offenders who have gone through the residential program while in prison. And the department has stepped up substance abuse programming and post-release supervision (including drug testing) for offenders going through the state's first military-style boot camp in Dixon Springs.

#### **Police and drug treatment**

In the future, experts say, the justice system will need to do more than simply expand programs such as DARE, TASC, and residential treatment for inmates; it will have to seek out new partnerships with employers, churches, community organizations, and others.

"Americans have generally defined illegal narcotics activity as a law enforcement responsibility and, as a result, have limited, if not discouraged, the participation of other institutions and professions," according to Mr. Risley. "Society's response to this problem need not be so limited. Indeed, we in law enforcement should solicit the assistance of all social institutions, including those of the private sector."

One area that seems ripe for greater cooperation is between police officers and the treatment system.

Traditionally, police have seen their job as simply to arrest drug law violators and turn them over to prosecutors, the courts, and programs such as TASC to sort out the treatment possibilities. Recently, however, some officials have suggested adding treatment referrals and other services to the traditional arrest, process, and bond approach to drug abusers.

"I'm not suggesting that the police get directly involved in treatment or rehabilita-

tion, only that it may be time for the police to examine customary methods for handling the many drug-dependent violators with whom they come in contact," wrote Frank Gomilla, director of the Northeastern Metropolitan Narcotics and Dangerous Drugs Enforcement Group, in the new report from Loyola.

Director Coldren of the Authority said greater police involvement in drug treatment, prevention, and education is a natural outgrowth of the shift toward community-based policing in many communities.

"Community policing and comprehensive drug reduction strategies go hand in hand," he said. "Piecing these strategies together and making them work will be one of the biggest challenges of the 1990s, and one of the most interesting organizational dynamics." ■

### **Readings on drug-control strategies**

◆ *Multijurisdictional Drug Law Enforcement Strategies: Reducing Supply and Demand* (December 1990). Copies of this National Institute of Justice report are available through the National Criminal Justice Reference Service, 800-851-3420.

◆ *Reducing the Demand for Drugs: The Role of Law Enforcement* (1990). Copies can be obtained for \$6 each from Loyola University of Chicago's Criminal Justice Department, 312-915-7564.

◆ *Blueprint for the Future: Final Report of Trends and Issues for the 1990s* (January 1991). For copies, contact Olga McNamara at the Illinois Criminal Justice Information Authority, 312-793-8550.

◆ *Statewide Strategy to Control Drug and Violent Crime* (January 1991). Contact Olga McNamara at the Authority, 312-793-8550, for copies.

### Substance abuse meetings get under way

As part of his role in coordinating Illinois' anti-drug abuse efforts, Lieutenant Governor Bob Kustra is conducting public meetings throughout the state to get input from citizens, law enforcement officials, and drug prevention and treatment professionals on what needs to be done about substance abuse.

Meetings will be held during May and June in Arlington Heights, Carbondale, Chicago, Peoria, the Quad Cities area, Springfield, and the St. Clair County/Bellefonte area.

For more information, contact Janice Ball at the Office of the Lieutenant Governor, State of Illinois Center, 100 West Randolph, Chicago, Illinois, 60601, 312-814-5520.

### Blueprint slides available

A set of slides outlining *Blueprint for the Future*—the final report of *Trends and Issues for the 1990s: An Illinois Criminal Justice Forum*—is now available from the Authority.

If you are interested in borrowing the slide series, or in having the slides presented to your training group or organization, contact Kevin P. Morison at the Authority, 312-793-8550.

### New publications

The Authority has released a new publication that traces the collection and distribution of various government funds that finance Illinois' criminal justice system.

Single copies of *Flow of Funds in Illinois' Criminal Justice System* can be ordered, free of charge, by contacting Olga McNamara at the Illinois Criminal Justice Information Authority, 120 South Riverside Plaza, Chicago, Illinois, 60606-3997, 312-793-8550.



The latest edition of a comprehensive state-by-state directory of criminal justice information is now available. *Criminal Justice Issues in the States, 1990 Directory* summarizes the criminal justice programs and policy research conducted by 50 state statistical analysis centers in 1989.

The directory is \$20 and can be ordered from the Criminal Justice Statistics Association, 444 North Capitol Street, N.W., Suite 606, Washington, D.C., 20001, 202-624-8560.



*Community Wellness: A New Theory of Policing* is now available from the Police Executive Research Forum. The report, co-authored by Aurora Police Chief Robert C. Wadman and Robert K. Olson, police commissioner of Yonkers, New York, presents the case for community-based policing.

The publication is available for \$10, plus \$3 shipping, from the Police Executive Research Forum, 2300 M Street N.W., Suite 910, Washington, D.C., 20037, 202-466-7820.

### State McGruff program ends

The Authority's McGruff crime prevention campaign is winding down. Here are two organizations that continue to provide crime prevention resources.

The Illinois Crime Prevention Association (ICPA), an organization of crime prevention officers, business leaders, and community leaders, is grouped into five regions, each serving a different part of the state. The regions hold monthly meetings to discuss crime prevention strategies and ideas. Write to the Illinois Crime Prevention Association, P.O. Box 426, Tinley Park, Illinois, 60477, or call Galen Westerfield, president of the association, at 309-793-0950.

The National Crime Prevention Council (NCPC) in Washington, D.C., handles the McGruff program nationwide. The organization provides information, statistics, and program ideas for all aspects of crime prevention, and can tell you how to get McGruff brochures, public service announcements, and licensed products. For more information, contact the National Crime Prevention Council, 1700 K Street, N.W., 2nd floor, Washington, D.C., 20006, 202-466-6272.



The eighth annual National Night Out will take place on August 6, 1991. For information, write to NATW/Night Out '91, P.O. Box 303, Wynnewood, Pennsylvania, 19096, or call 800-NITE-OUT.



The 5th National Youth Crime Prevention Conference, *Redefining the American Dream*, will take place October 16-19 at the Omni-International Hotel in Miami, Florida. For more information contact Youth Crime Watch of America, 5220 Biscayne Blvd., Suite 207, Miami, Florida, 33137, 305-758-9292.

### CJSA to meet in Chicago

The 1991 annual conference of the Criminal Justice Statistics Association will be held in Chicago, September 25-28.

The conference, titled *Spanning the Boundaries: Forging Partnerships to Improve Criminal Justice*, is co-sponsored by the Bureau of Justice Statistics and hosted by the Illinois Criminal Justice Information Authority.

For more information, contact John Firman at the Authority, 312-793-8550.

### Crime reporting class offered

The Criminal Justice Statistics Association is offering a class on reporting data to state and federal Uniform Crime Reporting programs. The course, "Implementing and Using the New Incident-Based Reporting System," will run June 19-21 at the National Criminal Justice Computer Laboratory and Training Center in Washington, D.C.

For more information, contact the National Criminal Justice Computer Laboratory and Training Center, 555 New Jersey Avenue, N.W., Suite 860, Washington, D.C., 20001, 202-638-4155.

## Authority gets two new members



Terrance Gainer

Having recently been appointed by Governor Jim Edgar as director of the Illinois State Police, **Terrance W. Gainer** was the newest member in attendance at the Illinois Criminal Justice Information Authority's March 22 meeting.

Director Gainer was formerly a key adviser to U.S. Secretary of Transportation Sam Skinner. He represented the secretary on drug policy matters to the National Security Council, the Economic Policy Council, and National Drug Control Policy committees.

From 1987 to 1989, Mr. Gainer was deputy director of the Illinois State Police, serving as chief of staff for the department.

Director Gainer, who holds a law degree from DePaul University, was deputy director of the Office of the Illinois Inspector General from 1984 to 1987 and served in various supervisory and legal capacities with the Chicago Police Department from 1981 to 1984.

**Howard A. Peters III** became a member of the Authority when he was named director of the Illinois Department of Corrections in March by Governor Jim Edgar.

Director Peters has held managerial positions with IDOC since 1979, when he became superintendent of the Illinois Youth Center at St. Charles. He became warden at the Pontiac Correctional Center in 1988, after serving as warden at the Centralia and Sheridan correctional centers.

Former director **Kenneth McGinnis**, who headed IDOC from 1989 to 1991, was named director of the Michigan Department of Corrections in April.



**Joseph M. Claps** returns to the Authority as the official designee of new Illinois Attorney General **Roland Burriss**.

State law permits the attorney general, an ex-officio member of the Authority, to name a designee to the Authority's 15-member board, although Mr. Burriss has indicated he plans to attend many meetings himself.

Mr. Claps served as the designee on the Authority for former Attorney General Neil Hartigan as well.

### In brief

**James K. Williams**, an adviser to former Governor **James R.**

**Thompson** on public safety matters, has been chosen by Governor **Jim Edgar** to succeed **Paul J. Klinear** as chairman of the Illinois Prisoner Review Board.

Mr. Williams has worked since the early 1980s with various public safety boards and agencies, including the Prisoner Review Board, the Illinois Department of Corrections, the Illinois State Police, and the Illinois Criminal Justice Information Authority.



Governor **Jim Edgar** has appointed **James E. Long**, of Springfield, to succeed **William T. Atkins** as Director of the Department of Alcoholism and Substance Abuse.

Mr. Long has served since 1982 as executive director of the Illinois Alcoholism and Drug Dependence Association. He previously held several administrative

positions in the Department of Rehabilitation Services and in the Office of Manpower and Human Development.



**Eileen Donnersberger**, former director of the Victim/Witness Assistance Program for the Cook County State's Attorney's Office, has been elected to the board of directors of the National Organization for Victim Assistance.

Ms. Donnersberger, now the executive assistant to the commissioner of the Chicago Department of Human Services, also serves on the Illinois Attorney General's Crime Victims Advisory Council.



State Representative **Tom Homer** (91st-Canton) was named the 1990 Outstanding State Legislator in January by the Illinois State's Attorneys Association. Representative Homer was chief sponsor last year of the Drug Asset Forfeiture Procedure Act, a new state law that estab-

lishes uniform procedures for asset seizure and forfeiture in drug cases, allows for the forfeiture of real estate, and creates a uniform formula for distributing forfeited proceeds.



**William T. Atkins**, former director of the Illinois Department of Alcoholism and Substance Abuse, and **Lura Lynn Ryan**, wife of Secretary of State George Ryan, have been honored for their outstanding leadership in addressing substance abuse in Illinois.

In a January reception at the State of Illinois Center in Chicago, Cook County Circuit Court Judge **Michael B. Getty**, chairman of the state's Advisory Council on Alcoholism and Other Drug Dependency, commended Mrs. Ryan for her work with drug-abuse prevention programs. Mr. Atkins was recognized for his leadership at DASA, especially his efforts to expand DASA programs to meet the growing needs of special populations.

### Authority director honored

Horizons Community Services of Chicago presented Authority Executive Director **J. David Coldren** with the second annual Human First Award during a ceremony in April. Director Coldren was honored for his continuing leadership in battling bias-motivated crime in Illinois. The Authority in 1988 awarded federal Victims of Crime Act funds to Horizons to start an anti-violence project, providing services for victims of anti-gay and anti-lesbian crime.

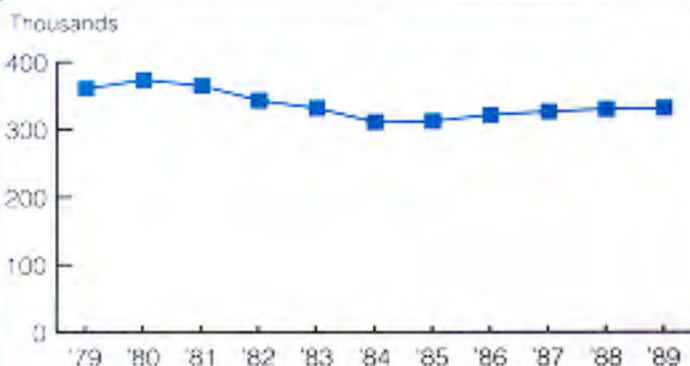
The Human First Award honors individuals who have advanced understanding, compassion, and social justice for gay and lesbian individuals, victims of hate crimes, and persons with AIDS and HIV.

## Trends

*Trends* is a regular feature of *The Compiler*. It displays recent baseline statistics from various criminal justice agencies and programs. Note that because graphs measure

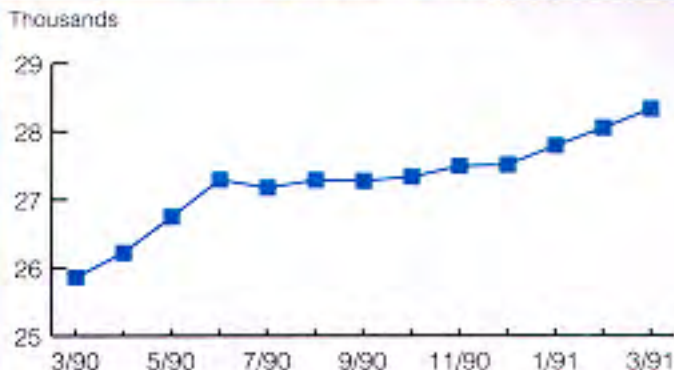
different aspects of the criminal justice system, the data from one graph should not be compared with data from other graphs.

### Property index offenses (outside Chicago)



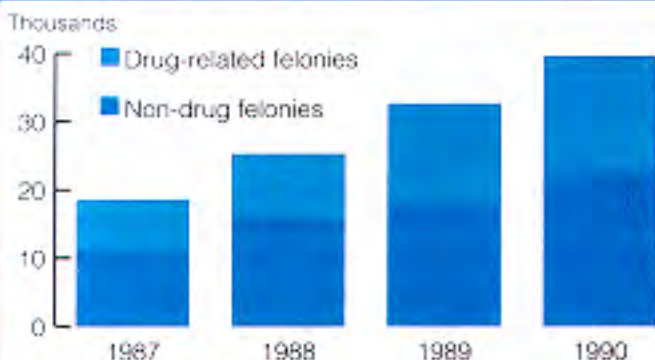
Source: Illinois State Police

### State adult inmate population (end of month)



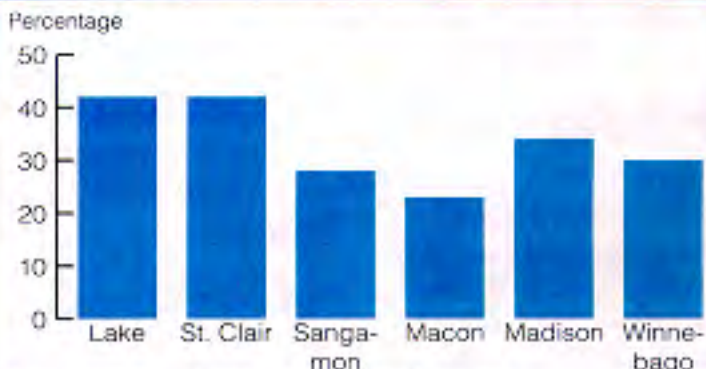
Source: Illinois Department of Corrections  
(Includes inmates in state and federal prisons and work release centers)

### Cook County felony indictments



Source: Cook County Circuit Court

### Drug-positive arrestees outside Chicago



Source: National Institute of Justice, *Drug Use Forecasting*  
(Data obtained from voluntary urine specimens from arrestees in September and December 1990.)



### ILLINOIS CRIMINAL JUSTICE INFORMATION AUTHORITY

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