

Law enforcement

Introduction

Law enforcement agencies in Illinois operate at municipal, county, state, and federal levels. While officers at every level are charged with enforcing the law, citizens also expect police to control and prevent crime. Besides the apprehension of criminals, law enforcement work often encompasses conflict resolution, maintenance of neighborhood order, problem solving, and coordination among other governmental and community agencies.

Policing strategies must keep up with changing societal factors. Rapid technology advancements made over the past decade have created challenges to provide additional officer training and integrated information sharing. Unprecedented large-scale threats to public safety also have become a factor.

At its core, however, law enforcement works toward three objectives: to detect and investigate crime and arrest suspects. Once a crime has occurred, it comes to the attention of law enforcement in several ways, the most common of which is through a victim report. In other instances, an officer may witness a crime in progress or uncover evidence of a crime during an investigation or while patrolling an area. The apprehension of suspects, evidence gathering, and court testimony typically round out the role of law enforcement in the criminal justice system.

This chapter provides an overview of law enforcement in Illinois, including crime trends and arrest patterns since 1995.

Organization of law enforcement in Illinois

Most law enforcement services are organized, administered, and financed at the municipal or county level, although state and federal law enforcement agencies also operate in Illinois. As of October 2005, there were:

- 832 municipal police departments, employing 30,921 full- and part-time sworn officers. Almost half of these officers work for the Chicago Police Department. Primary responsibilities of these departments are enforcement of state laws and local ordinances, and crime investigation, prevention, and reduction.
- 102 sheriff's departments, employing 6,119 sworn law enforcement officers and 9,318 correctional officers. Besides providing law enforcement services in unincorporated areas, sheriff's departments operate county jails and community-based corrections programs, provide security for courts and other public buildings, and assist municipal police departments.
- 1,983 sworn Illinois State Police (ISP) officers. Through the Division of Operations, state troopers patrol state and interstate highways, enforce traffic laws, conduct truck weight inspections, oversee hazardous material control, and respond to emergency situations. Special agents, or detectives, investigate homicides, sexual assaults, fraud and forgery,

and other crimes. These agents also cooperate with federal and local police agencies to help crack international and interstate narcotics rings, solve mass murders, and apprehend international terrorists. The ISP Division of Forensic Services maintains nine forensic science laboratories statewide providing an array of specialty crime scene services, from DNA identification to the Automated Fingerprint Identification System. ISP Division of Internal Investigation investigates allegations of wrongdoing in state government, including executive departments, agencies, commissions, and boards. The division's diverse responsibilities include investigations of financial crimes and theft of state property, and investigations into charges of inmate abuse or neglect within state corrections and mental facilities.

Other agencies with police departments include:

- The Illinois Commerce Commission, which employs nine officers to enforce laws relating to interstate and intrastate transportation of property.
- The Illinois Department of Natural Resources, which employs 152 officers to enforce Conservation Code laws pertaining to fish, game, forestry, boating, snowmobiling, and endangered species.
- The Illinois Secretary of State's Office Department of Police, employing 97 officers charged with regulation of the motor vehicle industry, motor vehicle theft investigations, license and title regulations, and security at Secretary of State facilities and the Illinois State Capitol Complex in Springfield. The department is the sole Illinois law enforcement agency vested with statutory responsibility for investigating identity theft and identity fraud.
- Those dedicated to 44 colleges and universities, 16 railroads and other transportation departments, 16 park districts, five forest preserves, five airports, and two hospitals, each employing at least one sworn officer (full- or part-time) with the power to make arrests.

Several federal law enforcement agencies also operate within Illinois, including four agencies of the Department of Justice, four agencies of the Department of the Treasury, the U.S. Postal Service, and the military branches of the U.S. Department of Defense.

- The U.S. Department of Justice Drug Enforcement Administration is the lead agency for enforcing federal drug laws and regulations. This agency investigates major narcotic law violators who operate at local, state, interstate, and international levels. It also seizes and forfeits assets associated with illicit drug trafficking, enforces regulations governing the legal manufacture and distribution of controlled substances, manages a national narcotics intelligence system, and conducts training and research.
- The FBI, the principal investigative arm of the U.S. Department of Justice, is charged with gathering evidence and locating witnesses in cases involving federal jurisdiction. The FBI's priorities are organized crime (including drug trafficking), violent crime, terrorism, foreign counterintelligence, and white-collar crime. The FBI also offers

cooperative services such as fingerprint identification, lab examination, police training, and the National Crime Information Center, which contains information files pertaining to fugitives, other offenders, vehicles, and crime evidence.

- The U.S. Department of Justice Marshalls Service provides support and protection to the federal courts, apprehends federal fugitives, and maintains custody of and transports federal prisoners. It also seizes, manages, and sells property that is forfeited to the government by drug traffickers and other criminals.
- The U.S. Citizenship and Immigration Service within the Department of Homeland Security (formerly known as the Immigration and Naturalization Service) controls entry into the United States by aliens, maintains information on alien status, and facilitates certification of citizenship. The agency also apprehends and deports aliens who enter the country illegally, who commit certain serious crimes in this country, or whose stay is determined to not be in the public interest.
- The U.S. Treasury Department Bureau of Alcohol, Tobacco and Firearms enforces and administers federal firearms and explosives laws, as well as laws covering the production, taxation, and distribution of alcohol products. Alcohol, Tobacco, and Firearms agents suppress the illegal trafficking, possession, and use of firearms and explosives. They also investigate arson-for-profit schemes and generally assist federal, state, and local law enforcement agencies in reducing crime and violence.
- The U.S. Treasury Department Customs Service interdicts and seizes contraband, such as exports and imports of illegal drugs and high-technology weapons. The service cooperates with other federal agencies and foreign governments to suppress illegal narcotics and pornography. The service also enforces a wide range of requirements to protect the public such as radiation and radioactive material standards, and prohibitions on certain foods, drugs, and hazardous substances.
- The U.S. Treasury Department Internal Revenue Service administers and enforces matters of civil and criminal violations of tax laws.
- The U.S. Treasury Department Secret Service protects the president, other high government officials, visiting federal executives and their families, as well as distinguished foreign visitors. The agency investigates and arrests offenders for counterfeiting coins, currency, or stamps, and for other crimes that involve obligations or securities of the United States. The Secret Service also investigates fraud cases involving electronic fund transfer, use of credit and debit cards, and food stamps.
- The Postal Inspection Service of the U.S. Postal Service enforces more than 100 federal statutes involving mail fraud, mail theft, mail bombs, illegal drugs, and child pornography. The service is also responsible for protection of all postal employees.

- Finally, military police units of the U.S. Army, Navy, Air Force, Marines, and Coast Guard perform law enforcement functions as they pertain to violations of military law and national security.

Typical functions of law enforcement agencies

Varying functions are performed by law enforcement agencies. Even among similar agencies, such as municipal police departments, activities differ depending on crime levels, citizens' service requests, and administrator management styles.

The 2003 Law Enforcement Management and Administrative Statistics survey conducted by U.S. Bureau of Justice Statistics contains the most recent information on areas of primary responsibility of law enforcement agencies. Survey responses show similarities as well as differences across agencies. For example, while all municipal police departments, county sheriff departments, and ISP consider investigation in the areas of accidents, fatalities, and violent and property offenses to be a primary responsibility, fewer agencies considered fire service and emergency medical service to be core functions. And while the Illinois State Police Statewide Terrorism and Intelligence Center specifically deals with terrorism (along with drug offenses and general crimes), only 39 percent of municipal police departments and about 50 percent of county sheriffs' departments have a written plan specifying a course of action in the event of a terrorist attack (*Table 2*).

Table 2
Law enforcement functions by police agency, 2003

| <i>Law enforcement functions</i> | <i>Municipal police (National average)</i> | <i>Sheriff police (National average)</i> | <i>Illinois State Police</i> |
|-----------------------------------|--|--|----------------------------------|
| Investigation responsibility* | 92% | 92% | Yes |
| All emergency systems | 92% | 94% | Yes |
| Special unit for drug enforcement | 18% | 36% | Yes |
| Court security | 27% | 94% | No |
| Serving civil process | 18% | 98% | No |
| Operating jails | 9% | 76% | No |
| School resource officers | 43% | 47% | No |
| Drug enforcement | 90% | 90% | Yes |
| Problem solving skills | 60% | 60% | Yes |
| Policy on terrorist attacks | 39% | 50% | Yes |
| Policy on racial profiling | 62% | 63% | Yes |
| Calls for service | 68% | 52% | Yes |
| Fingerprinting | 62% | 60% | Yes |

*Investigation responsibility for accidents, fatalities, violent crimes, and property crimes.
Source: U.S. Bureau of Justice Statistics

Making an arrest

The Illinois Code of Criminal Procedure (725 ILCS 5 et. Seq.) specifies the lawful manner of apprehension and investigation that all law enforcement agencies must follow. An arrest is defined as the taking of a person into custody. In most cases, law enforcement officers are required to have a valid warrant before making an arrest. Arrest warrants are issued by a judge in

response to a complaint signed either by a victim or complaining witness, or by a law enforcement officer. A complainant must contact a prosecutor with information about a crime, sign a complaint against a suspect in the crime, and appear before a judge before an arrest warrant can be issued. A law enforcement officer also may file a complaint and appear before a judge for a warrant.

An officer who witnesses a felony or misdemeanor act can make an arrest without a warrant. Officers also can make an arrest when there is probable cause that a felony occurred and he person to be taken into custody committed the crime. Probable cause can be established without an officer personally observing commission of a crime. The officer may have observed activities that reasonably suggest the suspect committed a crime, or may have received information from law enforcement radio bulletins, witness or victim reports, anonymous tips, and other leads. But unless it is an emergency, law enforcement may not enter a person's home without a warrant.

Municipal police officers make arrests within their community boundaries. In 1995, the State Code of Criminal Procedure was amended to authorize officers to also make arrests in any state jurisdiction if the offense that occurred in their primary jurisdiction, or if the officer is on duty and personally witnesses the commission of a felony or misdemeanor. Other authorized instances include:

- **Law enforcement district cooperation.** By law, police of any municipality in a law enforcement district (the area that includes corporate limits of adjoining municipalities within a single county) have full authority and power as peace officers to exercise their authority and power in any part of the district. Additionally, the mayor of any municipality in the district and the chiefs of police in the police district may use the police forces under their control anywhere in the district. Local law enforcement officers have implicit authority to make arrests for federal crimes as well.
- **Hot pursuit.** Law enforcement may continue the immediate pursuit of a person into another Illinois jurisdiction, if that person is trying evading arrest.
- **Request from another jurisdiction.** State law allows any law enforcement officer to command the assistance of people 18 years old or older, thus giving them the same authority to arrest as the officer. If the individual is a law enforcement officer from another jurisdiction, that officer is empowered to make an arrest outside the officer's own jurisdiction.
- **Warrant arrest.** Arrest warrants in Illinois are directed to all law enforcement officers in the state, and a warrant may be executed by any officer (or private citizen specifically named in the warrant) at any location that falls within the geographic boundaries listed in the warrant.

Individual criminal history information

When a law enforcement officer stops an individual, information about the person can be obtained via a name-based search of the computerized Law Enforcement Agencies Data System (LEADS). The officer may have access to LEADS via in-car mobile data terminal, or radio communication with law enforcement dispatch. Information about the detainee's dangerousness or past violent activity can alert the officer to potential safety risks or life-threatening situations. A person's criminal record may also indicate if a crime, such as possession of a firearm by a felon, has occurred, or if any Illinois or out-of-state warrants have been issued for the individual. An individual's status as an escapee or failure to comply with conditions of probation or parole can also be determined from a check of complete and current criminal records.

Fingerprints are taken upon arrest. They are then forwarded with charge information to ISP to bring the alleged offender's criminal history record up to date. A new record is created for individuals with no previous arrests. Additional data may be added to the criminal history record later by several sources, including the state's attorney, if court charges are filed, the circuit court clerk upon case disposition, and by the custodial institution if the offender serves a jail or prison sentence.

Fingerprinting provides positive identification of the subject and is crucial for:

- Searching the state's computerized Criminal History Record Information System and other state and federal criminal history record systems.
- Linking prior arrest and conviction records to people who subsequently use false names.
- Ensuring the admissibility of criminal records in subsequent proceedings for such purposes as sentencing.

The past two decades have produced two very important developments in fingerprint identification technology: Livescan technology and the automated fingerprint identification systems (AFIS). Livescan technology, now accessible by a majority of Illinois police departments, has replaced the ink and paper method of capturing fingerprints with an electronic process that converts a fingerprint image into a digital record. Automated fingerprint identification systems allow electronic storage and rapid retrieval of digital fingerprints, facilitating both the initial fingerprint processing and the retrieval of an individual's criminal history record information. Using this technology, fingerprints can be submitted and a response received in two minutes or less, compared with the days or weeks required by the ink-paper method.

Suspect interrogation restrictions

Law enforcement interrogation of a suspect while in pretrial custody is regulated with strict court-instituted rules based on constitutional law. A confession or statement obtained by an officer who fails to follow these rules, in most cases, cannot be used as evidence against the individual who made the statement. In addition, any evidence gathered as a result of the incorrectly obtained statement cannot be used in court.

Since the U.S. Supreme Court's 1966 *Miranda v. Arizona* decision, law enforcement officers have been required to make it clear to suspects that they do not have to answer any questions, and that any statements they make can and will be used as evidence. *Miranda* warnings must be given prior to interrogating a suspect who is in custody or is otherwise deprived of his or her freedom in any significant way. Suspects also must be informed of their right to have an attorney present before being questioned, and that an attorney will be provided at no cost if they cannot afford to hire one. The U.S. Supreme Court ruled in 1989 (*Duckworth vs. Eagan*) that law enforcement may change the exact wording of the *Miranda* warning, as long as what is said to a suspect conveys the same meaning.

Based on recommendations made by former Gov. George H. Ryan's Commission on Capital Punishment in 2002, Illinois became the first state to pass a law requiring that police interrogations conducted in homicide cases are recorded electronically from initial *Miranda* warning to conclusion (725 ILCS 5/103-2.1).¹ The law applies to pretrial custodial interrogation of those in custody for first-degree murder, intentional homicide of an unborn child, second-degree murder, voluntary manslaughter of an unborn child, involuntary manslaughter, reckless homicide, and involuntary manslaughter and reckless homicide of an unborn child. The electronic recording may be audiotaped or videotaped. The law further states that oral or written statements that are not recorded without good reason during a custodial interrogation are inadmissible in court.

After an arrest, law enforcement's primary responsibility within the criminal justice system has been met. The arresting agency may still collect and preserve evidence to be used by prosecutors, and testify at any resulting court case. However, the focus of the system shifts at this point to prosecutors and the courts.

About the data

Uniform Crime Reporting Program

Administered by ISP, the Illinois Uniform Crime Reporting Program (I-UCR) has been the source for crime statistics in the state since 1972. The program operates in conjunction with the national crime reporting program initiated by the International Association of Chiefs of Police and operated by the FBI since 1930. The program's purpose at both the state and national level is to collect accurate and pertinent crime data for daily use by law enforcement, for operational planning and policymaking of government, private agencies, and citizens, and to further information needs of researchers and news services. Contributing law enforcement agencies include those responsible for villages, municipalities, counties, colleges, universities, park districts, railroads, forest preserves, hospitals, ISP units, and several task forces throughout Illinois.

From the I-UCR program's inception and through the early 1990s, Illinois was one of only a handful of states to require incident-level reporting of offenses and arrests. The program required agencies to submit to ISP detailed information, rather than just monthly summaries, of every offense and arrest occurring in their jurisdictions. In 1994, ISP implemented a new reporting

procedure focusing primarily on a monthly count of specific serious violent and property crimes, known as index offenses, and arrests in certain drug categories. Details about victims, offenders, and circumstances surrounding the reported crimes are not collected.

Offense data pertain to the number of crime incidents, or offenses, known to law enforcement, and arrest data refer to the number of individuals arrested for each crime type. Following a law enforcement investigation, crime incidents (or offenses) are determined to have actually occurred, to be unfounded, or to have been reported to the wrong jurisdiction. I-UCR offense information is tallied only for incidents that actually occurred.

When a person is arrested for more than one type of criminal offense, only the most serious crime is recorded for UCR reporting purposes.² For example, if a burglar broke into a dwelling, assaulted one resident, and murdered a second, only the murder would be reported to the I-UCR program.

The crime index

The offense and arrest statistics in this chapter focus primarily on I-UCR categories known as the *crime index*. The eight crime categories in the index can help measure serious crime in a jurisdiction, region, or state.

Violent index crimes

Four violent index crimes are listed in the I-UCR. They include:

- Murder and non-negligent manslaughter—the willful killing of one human being by another. First degree murder (720 ILCS 5/9-1) and second degree murder (720 ILCS 5/9-2) are counted in this category.
- Forcible rape. Until 1984, rape was defined as the carnal knowledge of a female, forcibly and against her will. On July 1, 1984, Illinois sexual assault laws became gender-neutral and broadened the old concept of rape to include many types of sexual assault. Counted in this index crime are all sexual assaults against females and males, criminal sexual assault (720 ILCS 5/12-13), aggravated criminal sexual assault (720 ILCS 5/12-14), forcible sodomy (720 ILCS 5/12-16), and criminal sexual assault with an object (720 ILCS 5/12-14).
- Robbery—taking or attempting to take anything of value from the care, custody, or control of a person by force or with a threat of force or violence. Included in this category are armed robbery (720 ILCS 5/18-2), robbery (720 ILCS 5/18-1), vehicular hijacking (720 ILCS 5/18-3), aggravated vehicular hijacking (720 ILCS 5/18-3), and aggravated robbery (720 ILCS 5/18-4).
- Aggravated assault—intentionally causing, or attempting to cause, serious bodily harm, or threatening serious bodily injury or death. This category includes felony aggravated assault, aggravated battery, and attempted murder. In Illinois, assault is a threat, and

battery is an actual attack. Included in this I-UCR category are felony aggravated assault (720 ILCS 5/12-2)³, attempted murder (720 ILCS 5/8-4 and 720 ILCS 5/9), heinous battery (720 ILCS 5/12-4.1), aggravated battery of a child (720 ILCS 5/12-4.3), and aggravated battery of a senior citizen (720 ILCS 5/12-4.8).

Property index crimes

The other four index offenses listed are property crimes and include:

- **Burglary**—the unlawful entry into a structure to commit a felony or theft. Counted in this category are burglary (720 ILCS 5/19-1), residential burglary (720 ILCS 5/19-3), and home invasion (720 ILCS 5/12-11).
- **Theft/burglary-theft from motor vehicle**—the unlawful taking or stealing of property or articles without the use of force, violence, or fraud. The category includes theft over \$300 (720 ILCS 5/16-1), theft \$300 and under (720 ILCS 5/16-1), retail theft (720 ILCS 5/16a-3), delivery container theft (720 ILCS 5/16e-3), pocket-picking (720 ILCS 5/16-1), purse-snatching (720 ILCS 5/16-1), theft from building (720 ILCS 5/16-1), and theft from a coin-operated machine (720 ILCS 5/16-5). Also included are theft from a motor vehicle (720 ILCS 5/16-1), theft of motor vehicle parts and accessories (625 ILCS 5/4-102 & 4-103), burglary of motor vehicle parts and accessories (720 ILCS 5/19-1), and burglary from a motor vehicle (720 ILCS 5/19-1).
- **Motor vehicle theft**—the unlawful taking or stealing of a motor vehicle, including automobiles, trucks, and motorcycles. This category counts only theft of the motor vehicle, not theft of contents from the vehicle (720 ILCS 5/16-1 & 625 5/4-103).
- **Arson**—the willful or malicious burning of, or attempt to burn, with or without intent to defraud, a dwelling, house, public building, motor vehicle, aircraft, or personal property of another. This category includes arson ((720 ILCS 5/20-1) and aggravated arson (720 ILCS 5/20-1.1).

Drug data

Arrests in four drug categories are collected by the I-UCR program separately. They include:

- **Cannabis Control Act.** Combines nine crimes related to possession and delivery of cannabis, covering arrests for crimes considered felonies, misdemeanors, and petty crimes (Class C). These are aggregated into one monthly count, and cannot be examined separately: possession of cannabis 30 grams and under (720 ILCS 550/4 (a-c), possession of cannabis over 30 grams (720 ILCS 550/4 (d-e), delivery of cannabis 30 grams and under (720 ILCS 550/4 (a-c), delivery of cannabis over 30 grams (720 ILCS 550/4 (d-e), casual delivery (720 ILCS 550/6), delivery to person under 18 (720 ILCS 550/7), cannabis plant production (720 ILCS 550/8), calculated cannabis conspiracy (720 ILCS 550/9), and intoxicating compounds (720 ILCS 690/1).

- **Controlled Substances Act.** Combines eight crimes related to the manufacture, delivery and possession of a narcotic drug substance or immediate precursor not lawful to be sold over the counter without a prescription, or other pharmaceuticals as determined by federal or state law.⁴ Arrests for these crimes are all considered felonies in Illinois. The specific drug involved is not recorded (heroin, cocaine, LSD, methamphetamine, etc.), nor can the individual drug crime types (for example, possession vs. manufacture/delivery) be examined separately: manufacture and delivery of controlled substance (720 ILCS 570/401 & 401.5), possession of controlled substance (720 ILCS 570/402), look-alike controlled substance (720 ILCS 570/404), delivery or possession with intent to deliver (720 ILCS 570/401), criminal drug conspiracy (720 ILCS 570/405 & 405.1), licensed operations (720 ILCS 570/302), delivery to persons under 18 (720 - ILCS 570/407), and failure to keep records (720 ILCS 570/306).
- **Hypodermic Syringes & Needles Act.** In Illinois it is illegal to possess any instrument adapted for the subcutaneous injection of a controlled substance or cannabis without a prescription or other approved uses. Arrests for two crimes are combined: possession of hypodermic needle (720 ILCS 635/10) and failure to keep records (720 ILCS 635/3).
- **Drug Paraphernalia Act.** This category includes arrests related to possession, sale, or delivery of any objects related to illegal drug use, whether cannabis or controlled substances. Arrests for two crimes are combined: sale/delivery of drug paraphernalia (720 ILCS 600/3) and possession of drug equipment (720 ILCS 600/3).

Crimes such as domestic assaults and batteries, kidnapping, child abuse, criminal sexual abuse, unlawful use of a weapon, and vandalism, among others, do not fall into any crime index category.

Law enforcement trends

Statewide and regional offense and arrest trends from 1995 through 2005 are presented here, based on I-UCR index crime data. Besides overall trends in volume of offenses and arrests in the state, detailed data on each region of the state (Chicago, suburban Cook County, collar counties, urban counties, and rural counties) also is provided.

Reported crime

More than six million total index offenses were made known to law enforcement in Illinois between 1995 and 2005. Although this crime volume may seem staggering, it actually represents a reduction of more than one million reported index offenses (15 percent) from the previous 11-year period.

The breakdown of these six million total reported offenses by index crime type include:

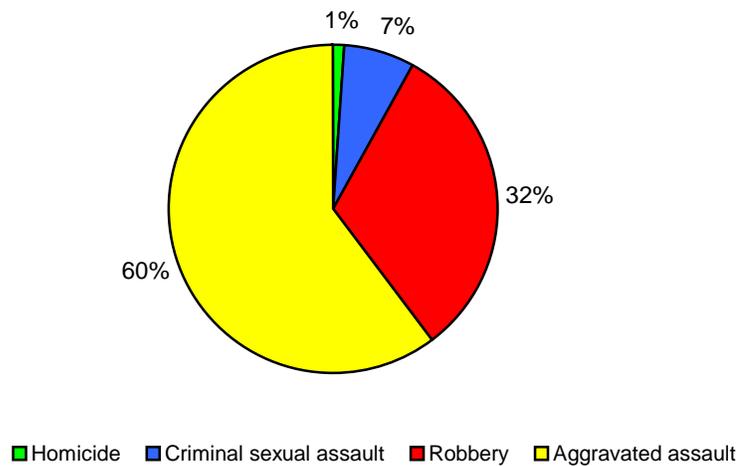
- Theft (including theft of property from a motor vehicle): 59 percent (3,602,234 reported offenses).
- Burglary: 16 percent (976,687 reported offenses).

- Aggravated assault: 9 percent (588,907 reported offenses).
- Motor vehicle theft: 9 percent (556,404 reported offenses).
- Robbery: 5 percent (310,188 reported offenses).
- Criminal sexual assault: 1 percent (68,296 reported offenses).
- Arson: <1 percent (34,348 reported offenses).
- Homicide: <1 percent (10,749 reported offenses).

Violent offenses accounted for 16 percent of total reported index offenses reported over this period, while property offenses accounted for 84 percent of total index offenses. Although violent crimes tend to receive the most public attention, they are clearly outnumbered by property crimes.

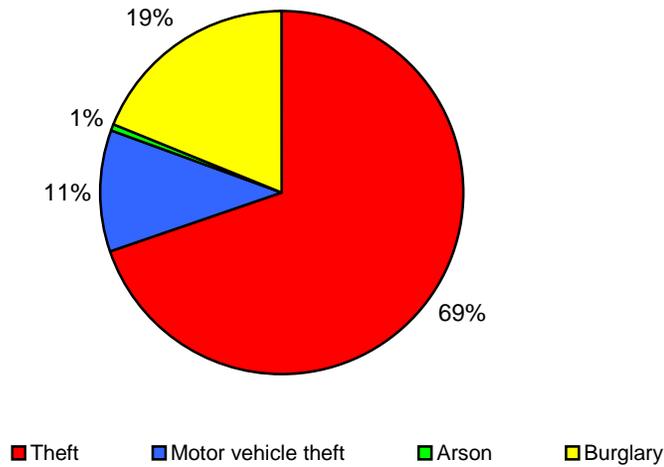
Figure 2 illustrates the relative proportions of crime types within the violent index offense category, while *Figure 3* does the same for property index offenses. Aggravated assault and theft predominated, respectively. Together these two crime categories accounted for about two-thirds of all reported index crimes, and include many relatively minor crimes, such as verbal threats and pickpocket offenses.

Figure 2
Percent of reported offenses by type of violent index offense, 1995-2005



Source: Illinois State Police

Figure 3
Percent of reported offenses by type of property index offense, 1995-2005

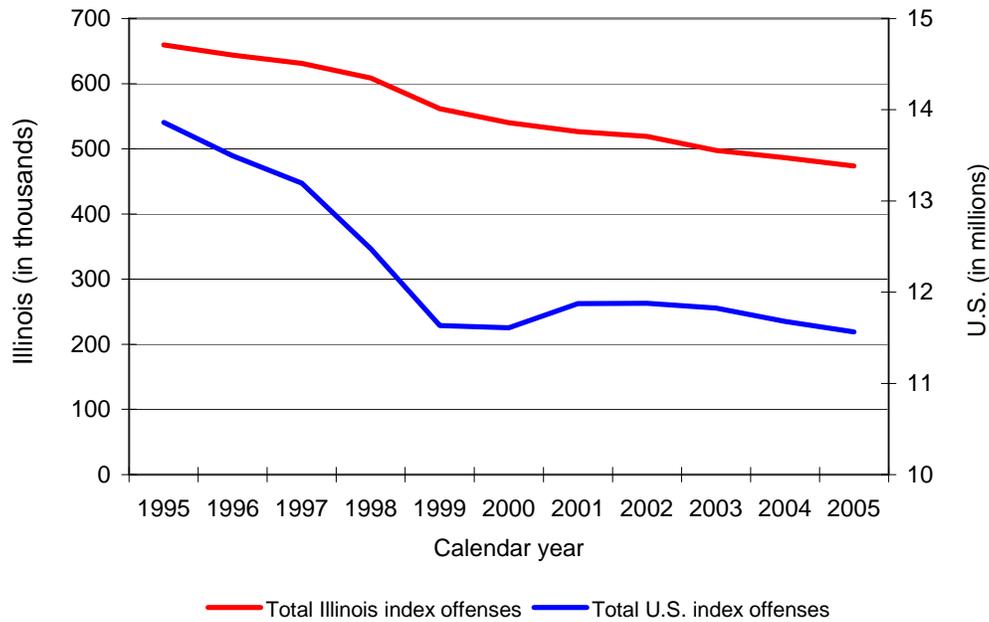


Source: Illinois State Police

Overall trends in index crime

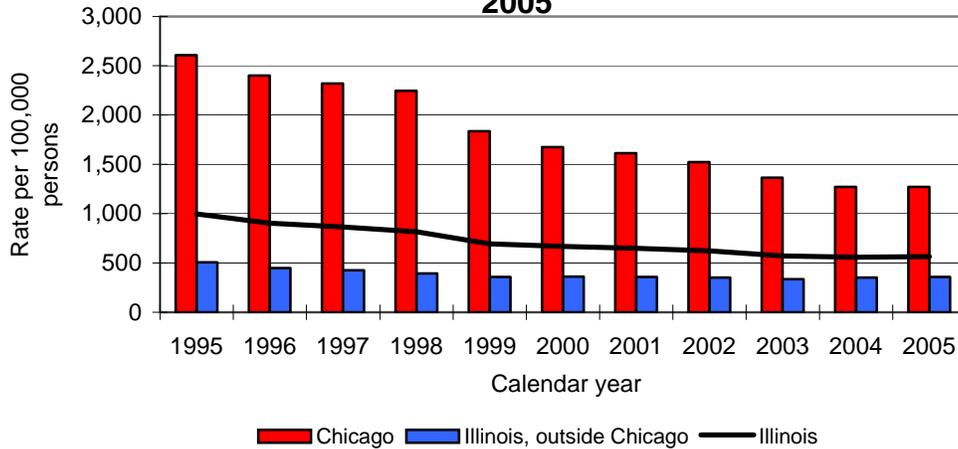
Illinois experienced a continual decline in index offenses from 1995 through 2005. Crime reported to law enforcement dropped in the state as a whole for the 12th consecutive year in 2005, and total index offenses reported to law enforcement decreased by 28 percent, from 659,325 to 473,833. *Figure 4* shows the decline in Illinois compared to the trend in the nation as a whole. According to the FBI, this decrease in index offenses was part of a nationwide decline that began in 1994, following highest ever reported totals in the early 1990s.

Figure 4
Total index offenses, Illinois and U.S., 1995-2005



Source: Illinois State Police and Federal Bureau of Investigation

Figure 5
Total violent index offense rate by region, 1995-2005

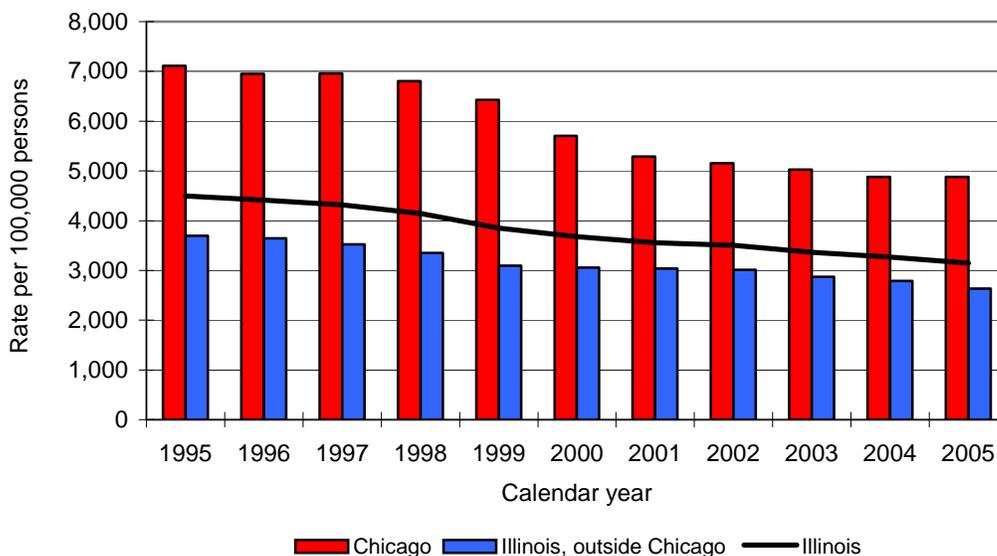


Source: Illinois State Police

The decline in reported offenses in Illinois held true for both violent and property index crimes (*Figures 5 and 6*). Chicago experienced a much higher rate per 100,000 persons of reported violent index offenses in every year than the combined rest of the state. However, the decline in

violent index offenses was also greater in Chicago than the rest of the state during the period studied. In Chicago, the violent index offense rate fell 51 percent from 1995 to 2005 (from 2,606 per 100,000 persons to 1,270 per 100,000 persons), while the violent index offense rate decreased throughout the rest of Illinois by 29 percent (from a rate of 508 per 100,000 to a rate of 359 per 100,000 persons). In Illinois as a whole, violent index offense rate decreased 43 percent (from 998 per 100,000 persons to 566 per 100,000 persons).

Figure 6
Total property index offense rates by region, 1995-2005



Source: Illinois State Police

In every year, Chicago also experienced a higher property index crime rate than the rest of the state combined. In addition, the rate of decline in property index crimes over the 11-year period was similar between Chicago and the rest of the state: Chicago experienced a 31 percent decrease (from 7,109 per 100,000 persons to 4,882 per 100,000 persons), while the rest of Illinois experienced a 29 percent drop (from 3,697 per 100,000 persons to 2,637 per 100,000 persons). Overall, Illinois experienced a 30 percent decrease in property index offenses over the 11-year period (from 4,493 per 100,000 persons to 3,147 per 100,000 persons).

Illinois index arrests

Between 1995 and 2005, about 1.3 million arrests within the eight index crime categories were reported to the I-UCR program—a 9 percent decrease in total volume compared to the previous 11 years. More than 1.4 million index arrests were reported between 1984 and 1994.

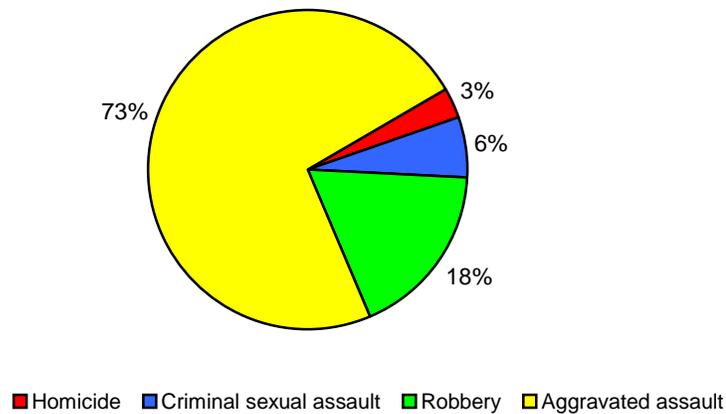
The 1.3 million arrests by index crime type included:

- Theft (including theft of property from a motor vehicle): 58 percent (777,084 arrests).
- Aggravated assault: 17 percent (229,133 arrests).

- Burglary: 9 percent (124,351 arrests).
- Motor vehicle theft (car, truck, motorcycle): 9 percent (118,089 arrests).
- Robbery: 4 percent (55,316 arrests).
- Criminal sexual assault: 1 percent (19,480 arrests).
- Homicide: <1 percent (9,608 arrests).
- Arson: <1 percent - (6,774 arrests).

Violent index arrests accounted for 23 percent of the total during this period, while property index arrests accounted for 77 percent.

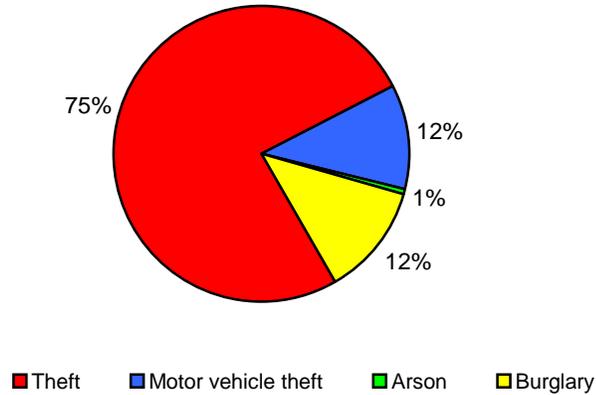
Figure 7
Percent of arrests by type of violent index offense,
1995-2005



Source: Illinois State Police

Figure 7 illustrates the relative proportions of crime types within the violent index arrest category. *Figure 8* does the same for the property index arrest category. Each group has the same predominant crime types seen in index offenses—aggravated assault for violent crimes, and theft for property crimes. However, these two crime types account for a greater proportion of arrests within each group than evident for reported index offenses at 73 percent and 60 percent, respectively, for aggravated assaults, and 75 percent and 69 percent, respectively, for thefts.

Figure 8
Percent of arrests by type of property index offense,
1995-2005

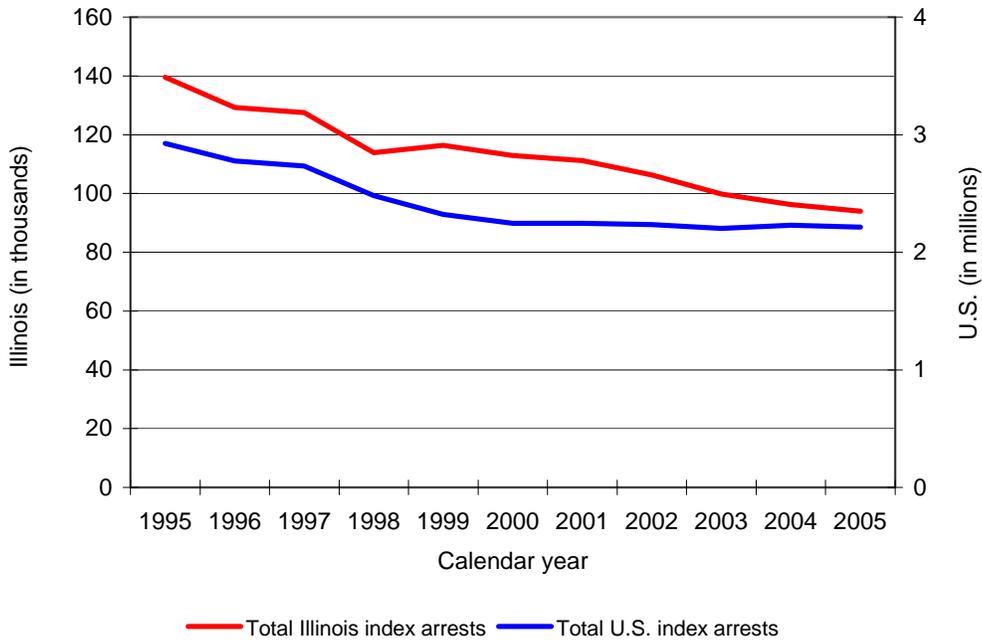


Source: Illinois State Police

Overall index arrest trends

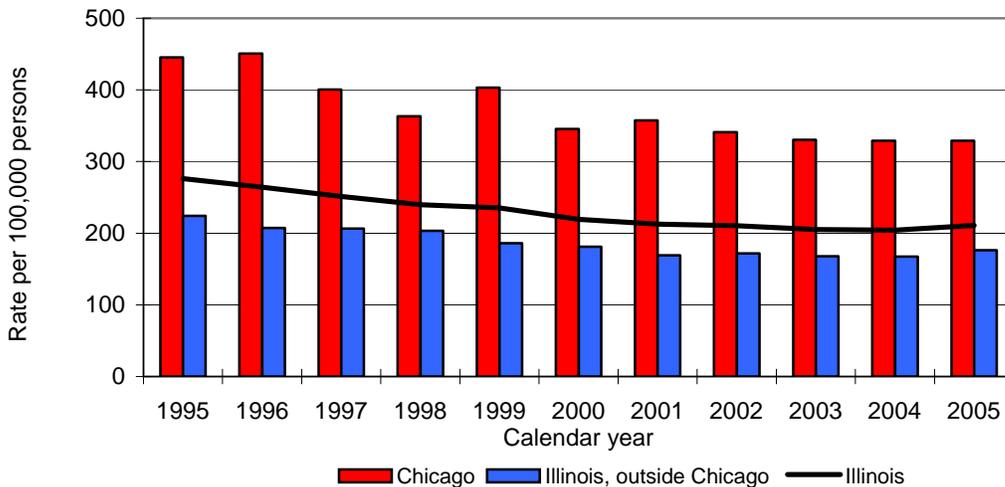
Following the downward trend, total index arrests also declined 33 percent during the period studied from 139,503 in 1995 to 93,961 in 2005 (*Figure 9*). This was a slightly greater decline than the corresponding 28 percent decrease in volume of reported index offenses during the same time period, particularly in the later years. It also was greater than the 24 percent decrease in index arrests reported for the nation as a whole.

Figure 9
Total index arrests, Illinois and U.S., 1995-2005



Source: Illinois State Police and Federal Bureau of Investigation

Figure 10
Total violent index arrest rates by region, 1995-2005

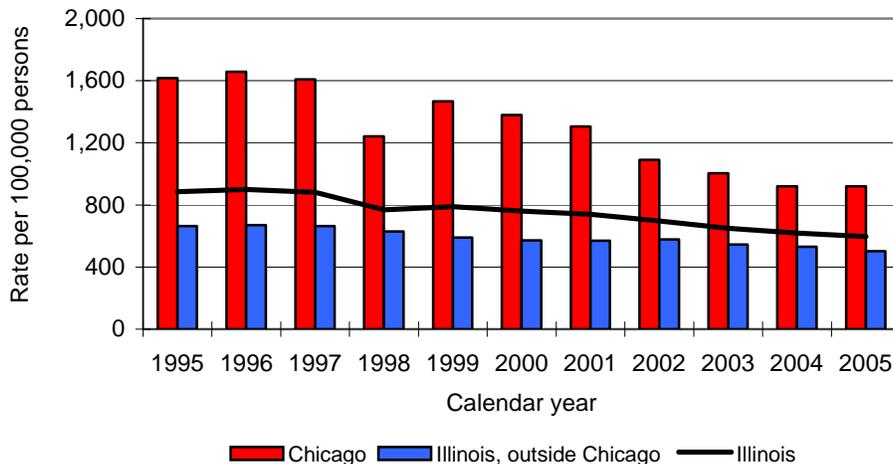


Source: Illinois State Police

As with violent index offenses, Chicago reported a much higher rate (per 100,000 persons) of violent index arrests than the combined rest of the state in every year from 1995 to 2005 (*Figure 10*). Also, violent index arrests declined somewhat more in Chicago than in the rest of the state

during the 11-year period, or 26 percent compared to 21 percent. However, this decrease was not as dramatic as the 51 percent decline in reported violent index offenses in Chicago during the same 11-year period, nor was it an uninterrupted year-to-year decrease. Statewide, violent index arrests declined 24 percent from 1995 to 2005.

Figure 11
Total property index arrest rates by region,
1995-2005



Source: Illinois State Police

Again, Chicago reported a much higher rate (per 100,000 persons) of property index arrests in each year between 1995 and 2005 compared to the combined rest of the state (*Figure 11*). Chicago also had an overall rate of decline in property index arrests twice that of the rest of the state: 43 percent (from 1,618 per 100,000 persons to 919 per 100,000 persons), compared to a 24 percent decrease for the rest of Illinois (from 663 per 100,000 persons to 502 per 100,000 persons).

Overall, property index arrests decreased 33 percent in Illinois as a whole (from 886 per 100,000 persons to 596 per 100,000 persons), nearly paralleling the 30 percent decrease in property index offenses during the same time period. While the property index arrest rates started out almost three times higher in Chicago in 1995 than in the rest of the state, the disparity in property arrest rates was less than half of that by 2005.

Illinois drug arrests

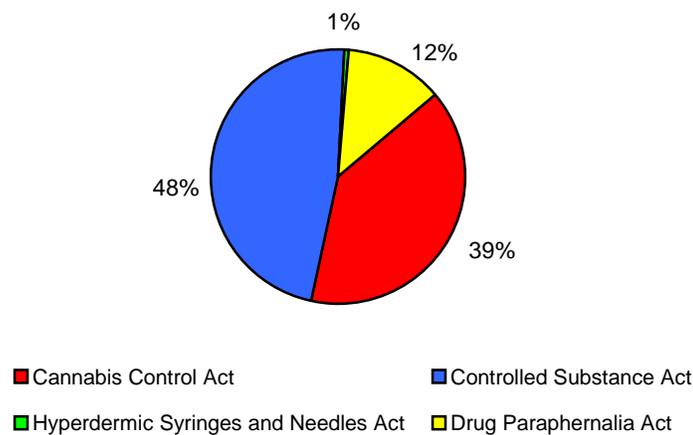
About 1.1 million arrests for drug offenses were made in Illinois from 1995 to 2005. The volume of arrests doubled from the previous 11-year period for cannabis and controlled substances, from 502,182 to 998,470 cumulative arrests.

The following is a breakdown of the 1.1 million arrests by drug type (*Figure 12*):

- Cannabis Control Act: 451,955 (39 percent).
- Controlled Substances Act: 546,515 (48 percent).
- Drug Paraphernalia Act: 142,136 (12 percent).
- Hypodermic Syringes and Needles Act: 8,307 (1 percent).

The *hierarchy rule* applies to these drug arrests, meaning that only the most serious drug offense is counted in an incident. In most cases, a controlled substance offense carries a more serious penalty than the other categories. This may result in an under-representation of the more minor drug violations. Further, arrest data for paraphernalia and hypodermic syringe offenses are missing in several years.

Figure 12
Percent of drug index arrests by type, 1995-2005

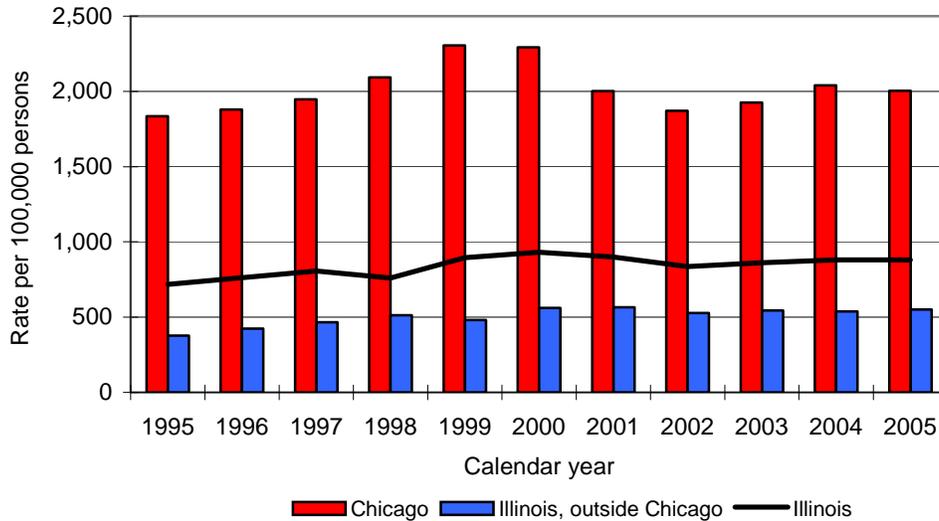


Source: Illinois State Police

Overall drug arrest trends

Unlike the other crime types, drug arrests increased between 1995 and 2005 (*Figure 13*). The rate of drug arrests increased 23 percent in Illinois as a whole (from 718 per 100,000 persons to 880 per 100,000 persons). The increase in Chicago was modest (9 percent, from 1,836 per 100,000 persons to 2,003 per 100,000 persons) compared to the rest of the state. The largest increase in the rate of drug arrests was seen in all of Illinois outside of Chicago (46 percent, from 337 per 100,000 persons to 550 per 100,000 persons). However, Chicago again saw the highest rates of drug arrests per 100,000 persons compared to the rest of the state. Further, drug arrest rates in Chicago were much higher than rates for property index or violent index crimes in the city.

Figure 13
Total drug arrest rates by region, 1995-2005

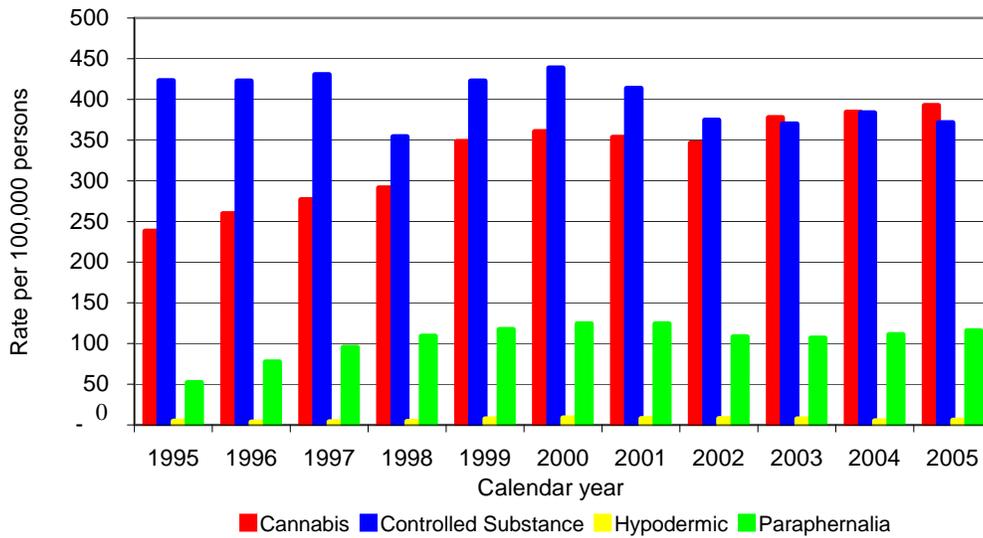


Source: Illinois State Police

The increase in drug arrest rates from 1995 to 2005 was driven by a substantial increase in arrest rates for cannabis statewide (*Figure 14*). In 1995, the rate for cannabis arrests, at 238 per 100,000 persons, was approximately half the controlled substance arrest rate of 423 per 100,000 persons. By 2005, cannabis arrest rates actually surpassed those for controlled substances, at 393 per 100,000 persons, amounting to a 65 percent increase over the 11-year period.

Controlled substances arrest rates declined 12 percent from 1995 to 2005 (from 423 per 100,000 persons in 1995 to 371 per 100,000 persons in 2005). But this statewide decline was largely driven by a 25 percent decrease in controlled substances arrest rates in Chicago. The typically much greater volume of Chicago controlled substances arrests obscured an increase in these arrests in every other region in the state.

Figure 14
Illinois drug arrest rate by drug type, 1995-2005

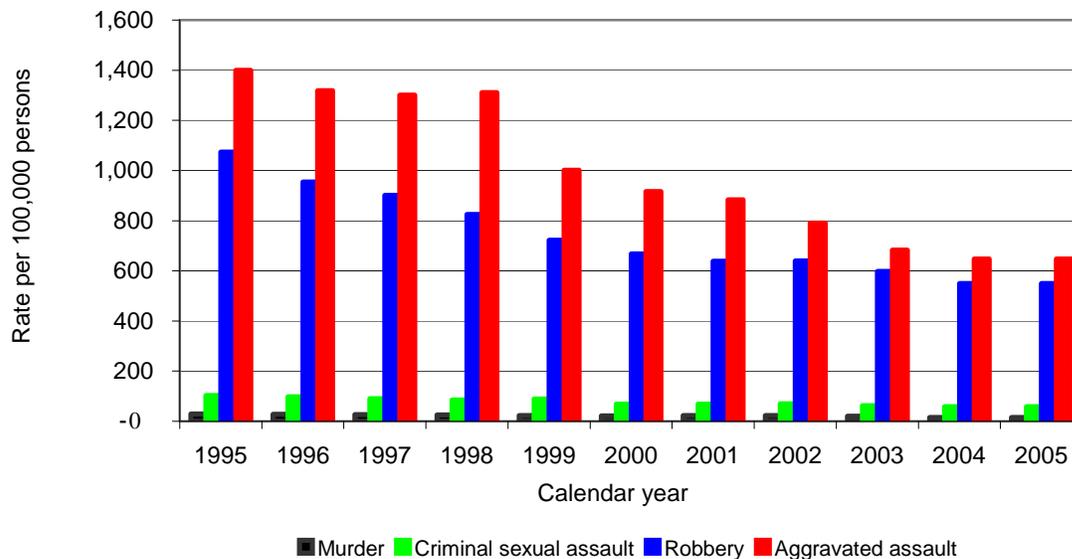


Source: Illinois State Police

Illinois trends by region

Regional I-UCR index crime data is presented here as rates per 100,000 persons rather than raw numbers. This approach is recommended by the FBI and I-UCR program administrators and guards against agency-to-agency comparisons during analysis. Cross-jurisdictional I-UCR analyses may be misleading, since many other social, demographic, and economic factors that account for differences among communities are absent from consideration.⁵

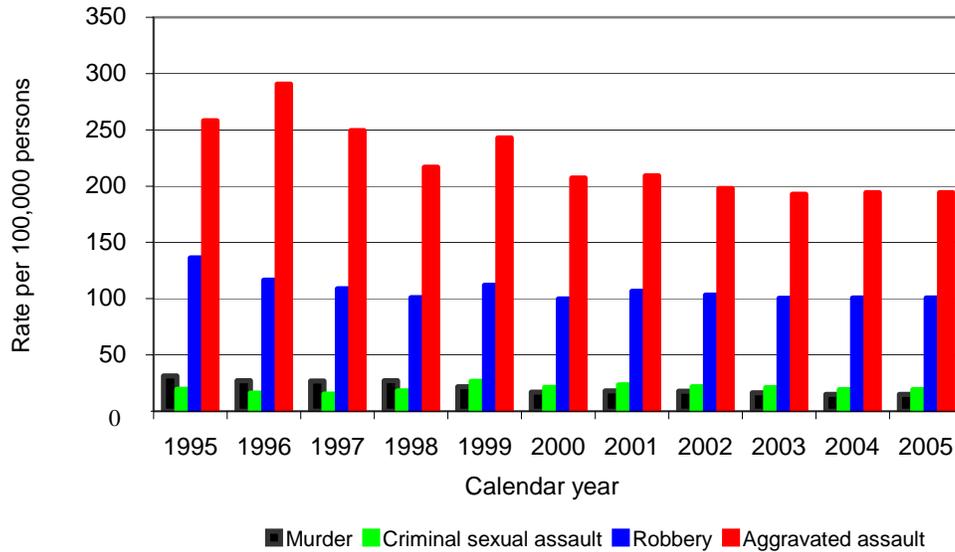
Figure 15
Chicago violent index offense rates, 1995-2005



Source: Illinois State Police

- **Chicago total violent index offense rate** – Declined 51 percent from 1995 to 2005 (2,606 per 100,000 persons in 1995 to 1,270 per 100,000 persons in 2005).
- **Chicago murder index offense rates** – Declined 45 percent from 1995 to 2005 (29 offenses per 100,000 persons in 1995 to 16 offenses per 100,000 persons in 2005).
- **Chicago sexual assault index offense rates** – Declined 44 percent from 1995 to 2005 (103 offenses per 100,000 persons in 1995 to 58 offenses per 100,000 persons in 2005).
- **Chicago robbery index offense rates** – Declined 49 percent from 1995 to 2005 (1,074 offenses per 100,000 persons in 1995 to 549 offenses per 100,000 persons in 2005).
- **Chicago aggravated assault index offense rates** – Declined 54 percent from 1995 to 2005 (1,399 offenses per 100,000 persons in 1995 to 647 offenses per 100,000 persons in 2005).

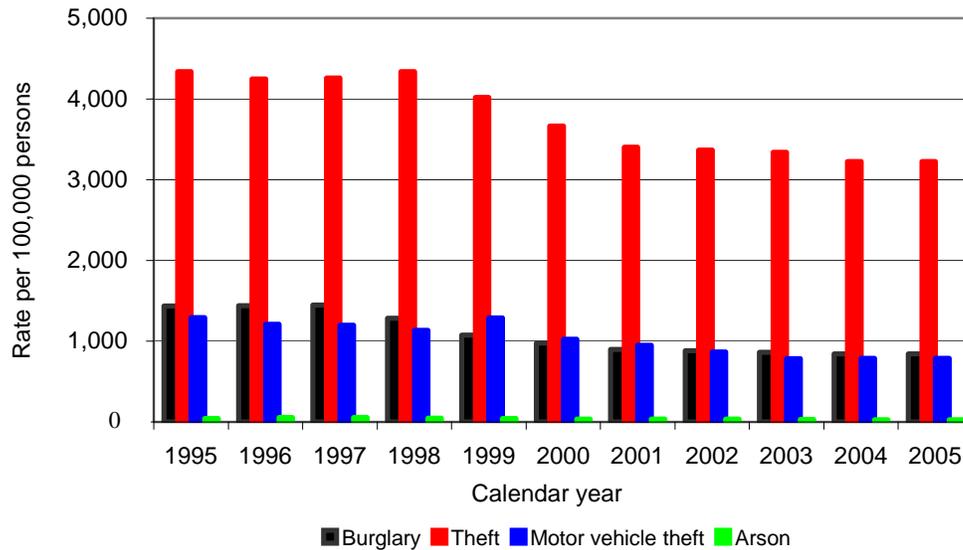
Figure 16
Chicago violent index arrest rates, 1995-2005



Source: Illinois State Police

- **Chicago total violent index arrest rates** – Declined 26 percent from 1995 to 2005 (446 arrests per 100,000 persons in 1995 to 329 arrests per 100,000 persons in 2005).
- **Chicago murder index arrest rates** – Declined 52 percent from 1995 to 2005 (31 arrests per 100,000 persons in 1995 to 15 arrests per 100,000 persons in 2005).
- **Chicago sexual assault index arrest rates** – Same rate in 1995 and 2005 at 19 arrests per 100,000 persons. Peaked in 1999 at 27 arrests per 100,000 persons.
- **Chicago robbery index arrest rates** – Declined 26 percent from 1995 to 2005 (136 arrests per 100,000 persons in 1995 to 101 arrests per 100,000 persons in 2005).
- **Chicago aggravated assault index arrest rates** – Declined 25 percent from 1995 to 2005 (258 arrests per 100,000 persons in 1995 to 194 arrests per 100,000 persons in 2005). Peaked in 1996 at 291 arrests per 100,000 persons.

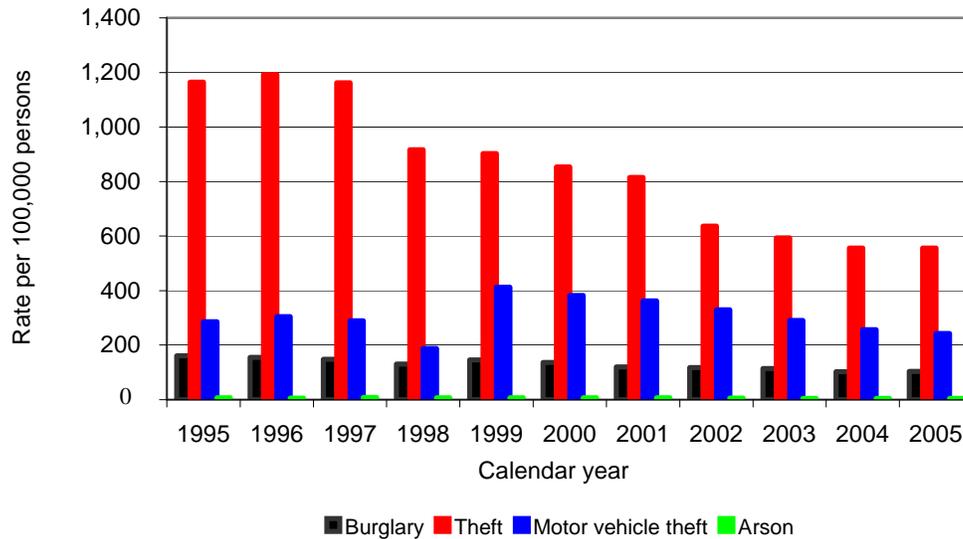
Figure 17
Chicago property index offense rates, 1995-2005



Source: Illinois State Police

- **Chicago total property index offense rates** – Declined 31 percent from 1995 to 2005 (7,109 per 100,000 persons in 1995 to 4,882 arrests per 100,000 persons in 2005).
- **Chicago burglary index offense rates** – Declined 41 percent from 1995 to 2005 (1,436 offenses per 100,000 persons in 1995 to 844 offenses per 100,000 persons in 2005).
- **Chicago theft index offense rates** – Declined 26 percent from 1995 to 2005 (4,336 offenses per 100,000 persons in 1995 to 3,224 offenses per 100,000 persons in 2005).
- **Chicago motor vehicle index offense rates** – Declined 39 percent from 1995 to 2005 (1,292 offenses per 100,000 persons in 1995 to 787 offenses per 100,000 persons in 2005).
- **Chicago arson index offense rates** – Declined 39 percent from 1995 to 2005 (44 offenses per 100,000 persons in 1995 to 27 offenses per 100,000 persons in 2005).

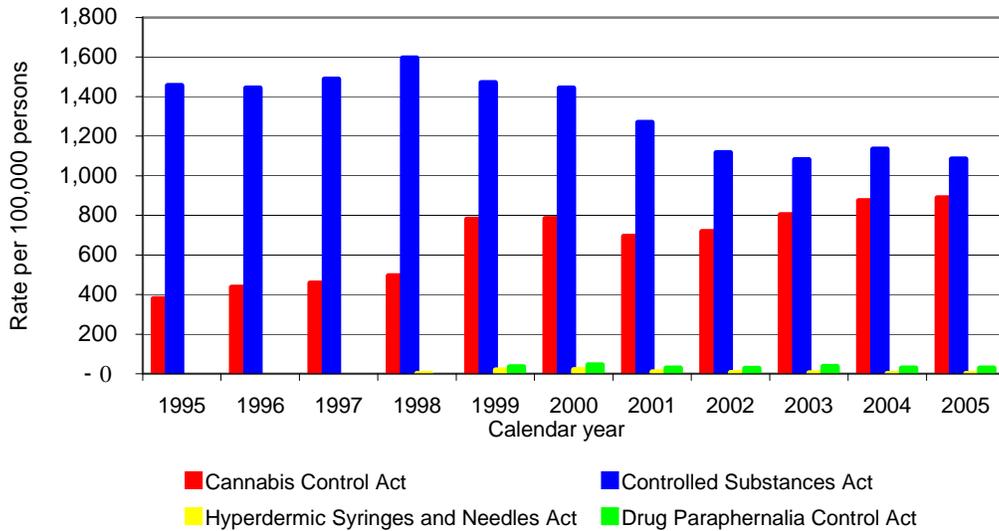
Figure 18
Chicago property index arrest rates, 1995-2005



Source: Illinois State Police

- **Chicago total property index arrest rates** – Declined 44 percent from 1995 to 2005 (1,618 per 100,000 persons in 1995 to 906 arrests per 100,000 persons in 2005).
- **Chicago burglary index arrest rates** – Declined 36 percent from 1995 to 2005 (161 arrests per 100,000 persons in 1995 to 103 arrests per 100,000 persons in 2005).
- **Chicago theft index arrest rates** – Declined 52 percent from 1995 to 2005, including a 21 percent drop between 1997 and 1998 (1,165 arrests per 100,000 persons in 1995 to 556 arrests per 100,000 persons in 2005).
- **Chicago index motor vehicle index arrest rates** – Declined 15 percent from 1995 to 2005 (286 arrests per 100,000 persons in 1995 to 242 arrests per 100,000 persons in 2005.)
- **Chicago index arson arrest rates** – Declined from seven arrests per 100,000 persons in 1995 to five arrests per 100,000 persons in 2005.

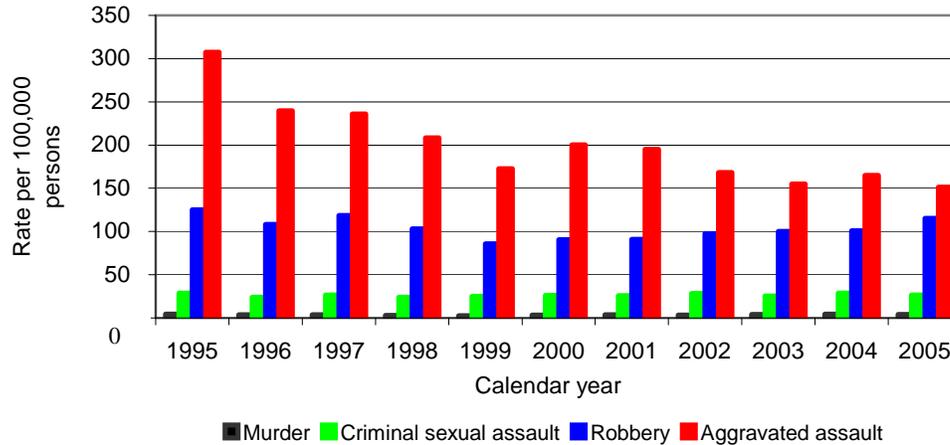
Figure 19
Chicago drug index arrest rates, 1995-2005



Source: Illinois State Police

- **Chicago total drug arrest rates** – Increased 9 percent from 1995 to 2005 (1,836 arrests per 100,000 persons in 1995 to 2,003 arrests per 100,000 persons in 2005).
- **Chicago cannabis arrest rates** – More than doubled from 1995 to 2005 (380 arrests per 100,000 persons in 1995 to 888 arrests per 100,000 persons in 2005).
- **Chicago controlled substances arrest rates** – Declined 25 percent from 1995 to 2005 (1,456 arrests per 100,000 persons in 1995 to 1,085 arrests per 100,000 persons in 2005).
- **Chicago hypodermic needle arrest rates** – Same rate in 1998 and 2005 (2 arrests per 100,000 persons. Missing data from 1995 to 1997).
- **Chicago paraphernalia arrest rates** – Declined 19 percent from 1995 to 2005 (36 arrests per 100,000 persons in 1995 to 29 arrests per 100,000 persons in 2005. Missing data from 1995 to 1997).

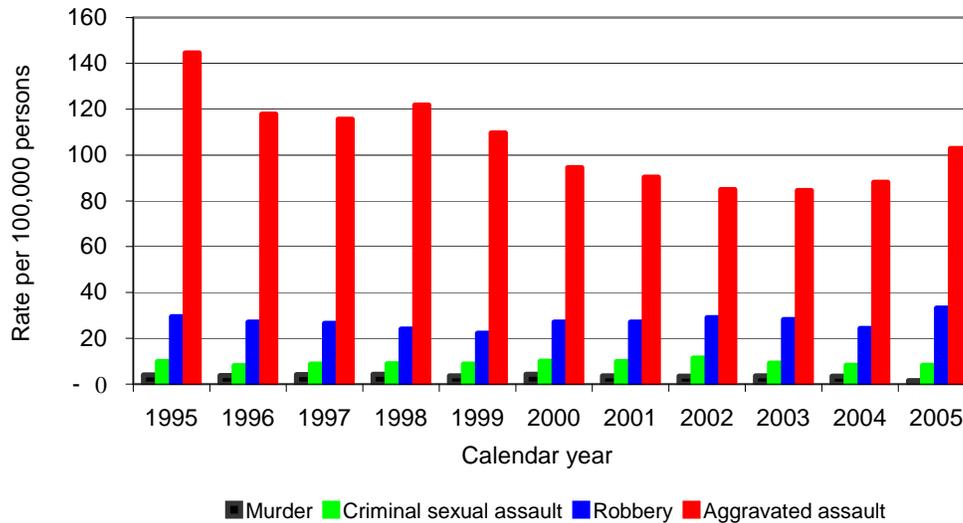
Figure 20
Suburban Cook County violent index offense rates,
1995-2005



Source: Illinois State Police

- **Suburban Cook County total violent index offense rates** – Declined 35 percent from 1995 to 2005 (466 offenses per 100,000 persons in 1995 to 301 offenses per 100,000 persons in 2005).
- **Suburban Cook County murder index offense rates** – Declined from 5 offenses per 100,000 persons in 1995 to 4 offenses per 100,000 persons in 2005.
- **Suburban Cook County sexual assault index offense rates** – Declined 10 percent from 1995 to 2005 (29 offenses per 100,000 persons in 1995 to 26 offenses per 100,000 persons in 2005).
- **Suburban Cook County robbery index offense rates** – Declined 8 percent from 1995 to 2005 (125 offenses per 100,000 persons in 1995 to 115 offenses per 100,000 persons in 2005. Dropped 32 percent between 1995 and 1999).
- **Suburban Cook County aggravated assault index offense rates** – Declined 51 percent from 1995 to 2005 (307 offenses per 100,000 persons in 1995 to 151 offenses per 100,000 persons in 2005).

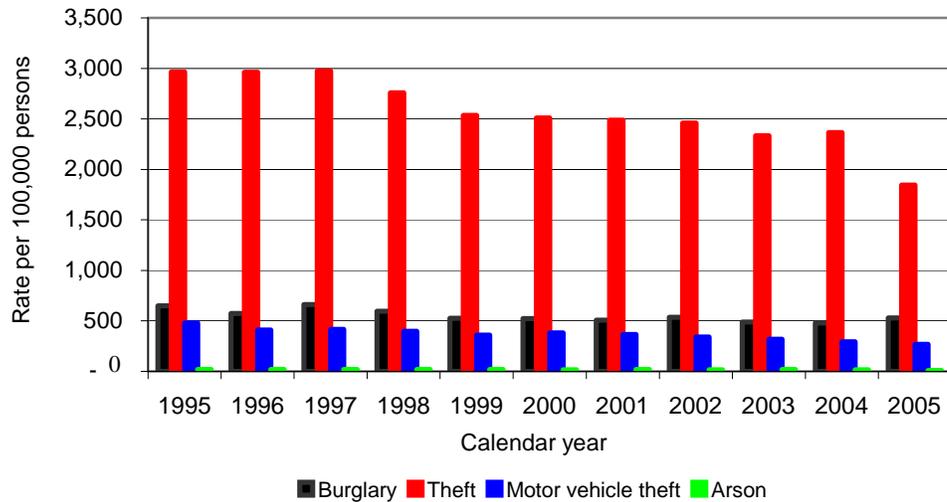
Figure 21
Suburban Cook County violent index arrest rates,
1995-2005



Source: Illinois State Police

- **Suburban Cook County total violent index arrest rates** – Declined 22 percent from 1995 to 2005 (188 offenses per 100,000 persons in 1995 to 146 offenses per 100,000 persons in 2005).
- **Suburban Cook County murder index arrest rates** – Declined from four arrests per 100,000 persons in 1995 to two arrests per 100,000 persons in 2005.
- **Suburban Cook County sexual assault index arrest rates** – Declined from 10 arrests per 100,000 persons in 1995 to 8 arrests per 100,000 persons in 2005.
- **Suburban Cook County robbery index arrest rates** – Increased 14 percent from 1995 to 2005 (29 arrests per 100,000 persons in 1995 to 33 arrests per 100,000 persons in 2005).
- **Suburban Cook County aggravated assault index arrest rates** – Declined 29 percent from 1995 to 2005 (145 arrests per 100,000 persons in 1995 to 103 arrests per 100,000 persons in 2005).

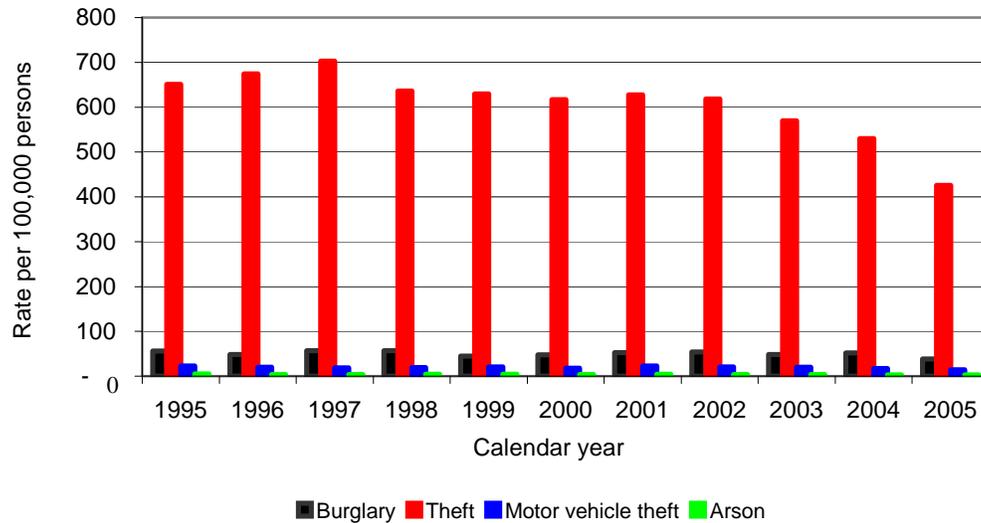
Figure 22
Suburban Cook County property index offense
rates, 1995-2005



Source: Illinois State Police

- **Suburban Cook County total property index offense rates** – Declined 35 percent from 1995 to 2005 (4,114 offenses per 100,000 persons in 1995 to 2,656 offenses per 100,000 persons in 2005).
- **Suburban Cook County burglary index offense rates** – Declined 18 percent from 1995 to 2005 (650 offenses per 100,000 persons in 1995 to 531 offenses per 100,000 persons in 2005).
- **Suburban Cook County theft index offense rates** – Declined 38 percent from 1995 to 2005 (2,965 offenses per 100,000 persons in 1995 to 1,846 offenses per 100,000 persons in 2005). Peaked in 1997 at 2,974 offenses per 100,000 persons.
- **Suburban Cook County motor vehicle index offense rates** – Declined 44 percent from 1995 to 2005 (480 offenses per 100,000 persons in 1995 to 268 offenses per 100,000 persons in 2005).
- **Suburban Cook County arson index offense rates** – Declined 45 percent from 1995 to 2005 (20 offenses per 100,000 persons in 1995 to 11 offenses per 100,000 persons in 2005).

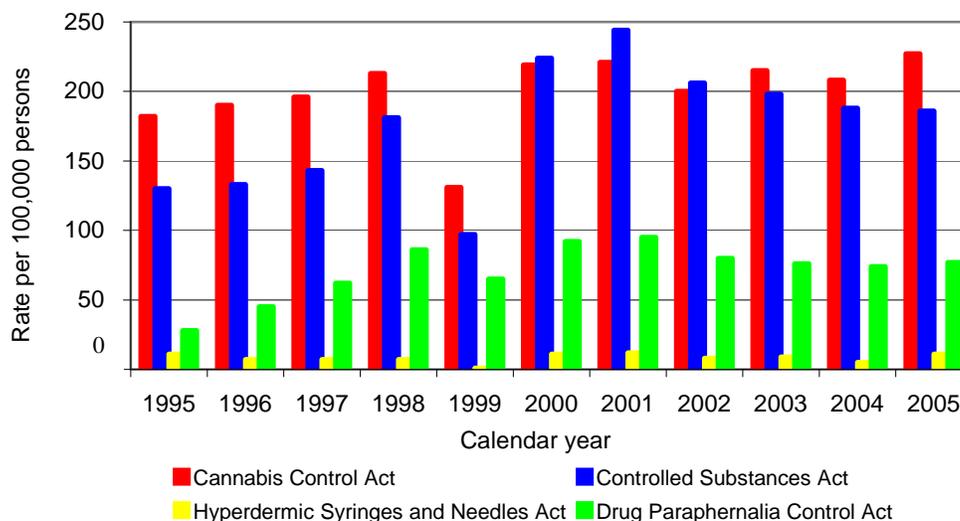
Figure 23
Suburban Cook County property index arrest rates,
1995-2005



Source: Illinois State Police

- **Suburban Cook County total property index arrest rates** – Declined 35 percent from 1995 to 2005 (734 arrests per 100,000 persons in 1995 to 480 arrests per 100,000 persons in 2005).
- **Suburban Cook County burglary index arrest rates** – Declined 32 percent from 1995 to 2005 (56 arrests per 100,000 persons in 1995 to 38 arrests per 100,000 persons in 2005).
- **Suburban Cook County theft index arrest rates** – Declined 35 percent from 1995 to 2005 (651 arrests per 100,000 persons in 1995 to 426 arrests per 100,000 persons in 2005).
- **Suburban Cook County motor vehicle index arrest rates** – Declined 36 percent from 1995 to 2005 (22 arrests per 100,000 persons in 1995 to 14 arrests per 100,000 persons in 2005).
- **Suburban Cook County arson index arrest rates** – Declined from 5 arrests per 100,000 persons in 1995 to 3 arrests per 100,000 persons in 2005.

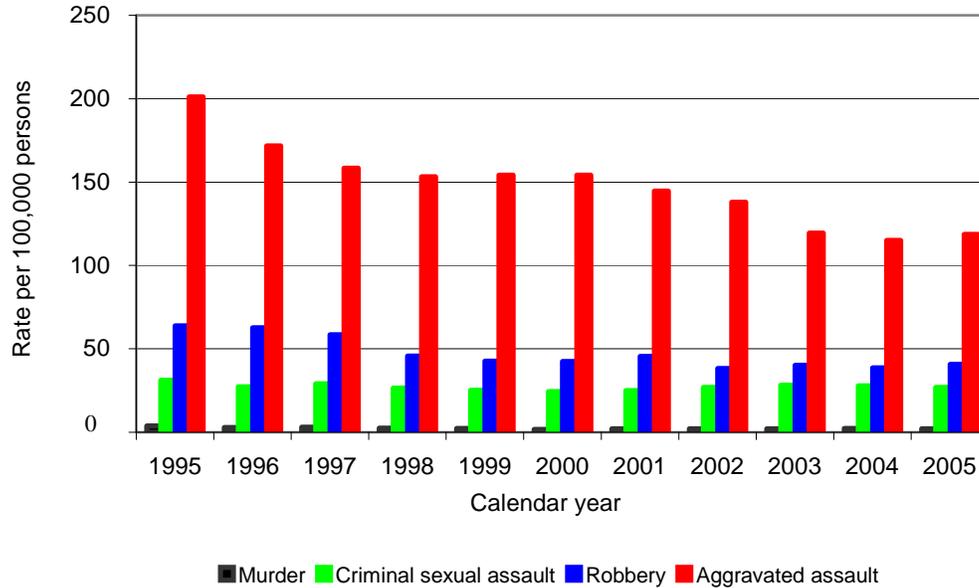
Figure 24
Suburban Cook County drug index arrest rates,
1995-2005



Source: Illinois State Police

- **Suburban Cook County total drug arrest rates** – Increased 43 percent from 1995 to 2005 (351 arrests per 100,000 persons in 1995 to 501 arrests per 100,000 persons in 2005).
- **Suburban Cook County cannabis arrest rates** – Increased 25 percent from 1995 to 2005 (182 arrests per 100,000 persons in 1995 to 227 arrests per 100,000 persons in 2005).
- **Suburban Cook County controlled substances arrest rates** – Increased 43 percent from 1995 to 2005 (130 arrests per 100,000 persons in 1995 to 186 arrests per 100,000 persons in 2005).
- **Suburban Cook County hypodermic needle arrest rates** – Same rates in 1995 and 2005 at 11 arrests per 100,000 persons. Dropped to a low of 1 arrest per 100,000 persons from 1995 to 1999.
- **Suburban Cook County paraphernalia arrest rates** – Increased almost three times from 1995 to 2005 (28 per 100,000 persons in 1995 to 77 per 100,000 persons in 2005). Peaked in 2001 at 95 per 100,000 persons.

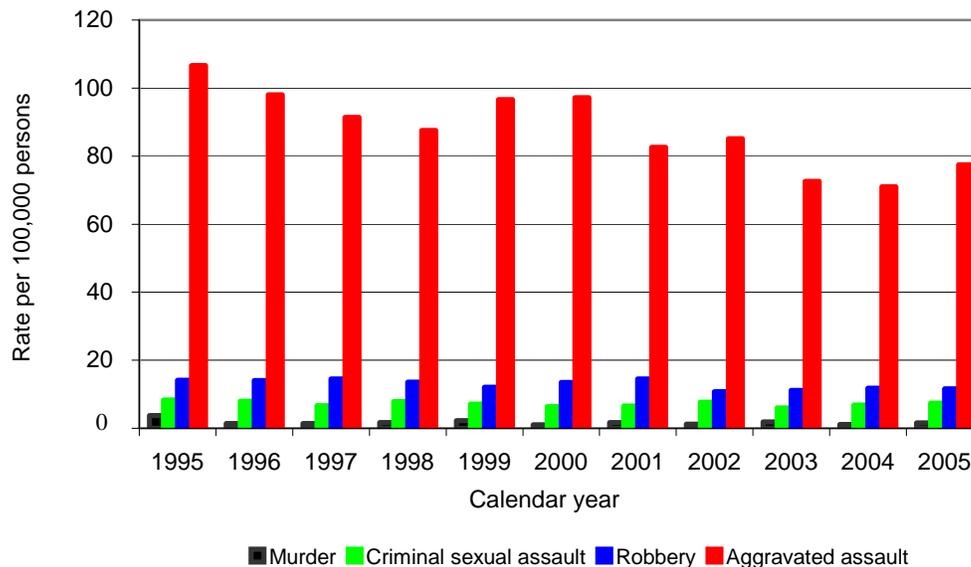
Figure 25
Collar county violent index offense rates, 1995-2005



Source: Illinois State Police

- **Collar county total violent index offense rates** - Declined 37 percent from 1995 to 2005 (300 offenses per 100,000 persons in 1995 to 188 offenses per 100,000 persons in 2005).
- **Collar county murder index offense rates** – Declined from four offenses per 100,000 persons in 1995 to two offenses per 100,000 persons in 2005.
- **Collar county sexual assault index offense rates** – Declined 13 percent from 1995 to 2005 (31 offenses per 100,000 persons in 1995 to 27 offenses per 100,000 persons in 2005).
- **Collar county robbery index offense rates** – Declined 36 percent from 1995 to 2005 (64 offenses per 100,000 persons in 1995 to 41 offenses per 100,000 persons in 2005).
- **Collar county aggravated assault index offense rates** – Declined 41 percent from 1995 to 2005 (201 offenses per 100,000 persons in 1995 to 119 offenses per 100,000 persons in 2005).

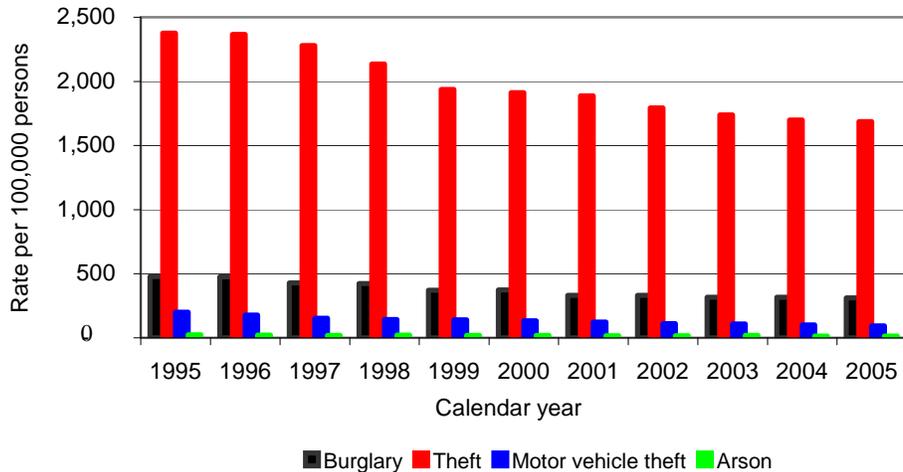
Figure 26
Collar county violent index arrest rates, 1995-2005



Source: Illinois State Police

- **Collar county total violent index arrest rates** – Declined 32 percent from 1995 to 2005 (133 arrests per 100,000 persons in 1995 to 90 arrests per 100,000 persons in 2005).
- **Collar county murder index arrest rates** – Declined from four arrests per 100,000 persons in 1995 to two arrests per 100,000 persons in 2005. This is commensurate with the collar county murder offense rate decline.
- **Collar county sexual assault index arrest rates** – Declined from eight arrests per 100,000 persons in 1995 to seven arrests per 100,000 persons in 2005.
- **Collar county robbery index arrest rates** – Declined 14 percent from 1995 to 2005 (14 arrests per 100,000 persons in 1995 to 12 arrests per 100,000 persons in 2005).
- **Collar county aggravated assault index arrest rates** – Declined 28 percent from 1995 to 2005 (107 arrests per 100,000 persons in 1995 to 77 arrests per 100,000 persons in 2005).

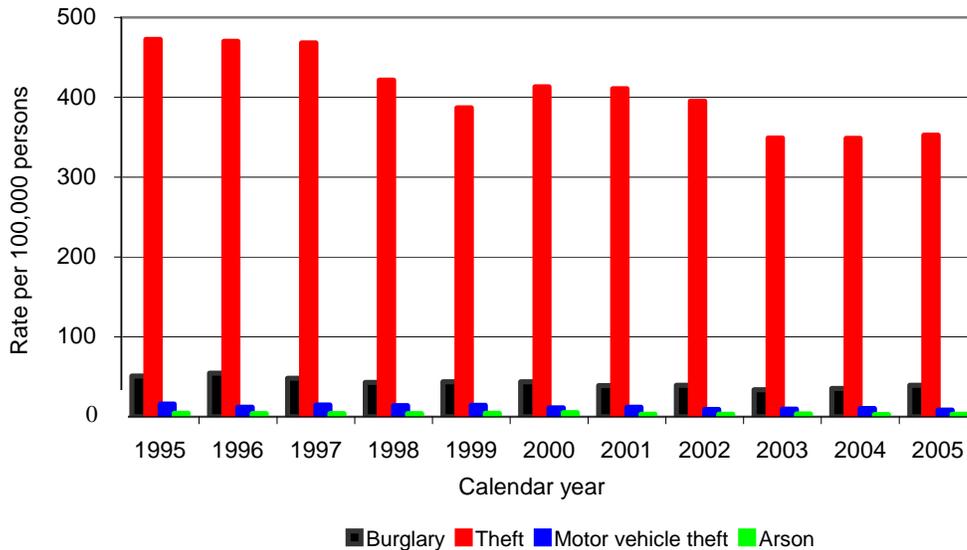
Figure 27
Collar county property index offense rates,
1995-2005



Source: Illinois State Police

- **Collar county total property index offense rates** – Declined 31 percent from 1995 to 2005 (3,078 offenses per 100,000 persons in 1995 to 2,109 offenses per 100,000 persons in 2005).
- **Collar county burglary index offense rates** – Declined 35 percent from 1995 to 2005 (479 offenses per 100,000 persons in 1995 to 313 offenses per 100,000 persons in 2005).
- **Collar county theft index offense rates** – Declined 29 percent from 1995 to 2005 (2,376 offenses per 100,000 persons in 1995 to 1,686 offenses per 100,000 persons in 2005).
- **Collar county motor vehicle index offense rates** – Declined 53 percent from 1995 to 2005 (200 offenses per 100,000 persons in 1995 to 95 offenses per 100,000 persons in 2005).
- **Collar county arson index offense rates** – Declined 38 percent from 1995 to 2005 (24 offenses per 100,000 persons in 1995 to 15 offenses per 100,000 persons in 2005).

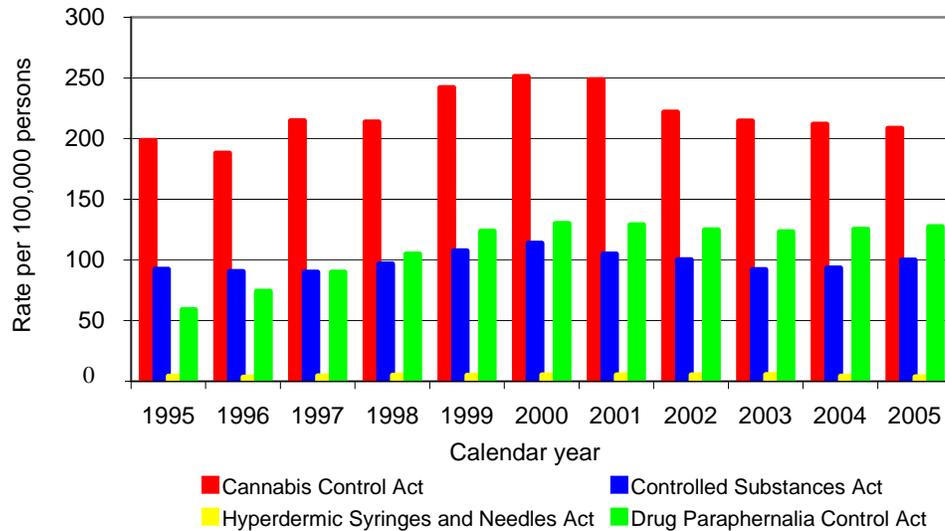
Figure 28
Collar county property index arrest rates, 1995-2005



Source: Illinois State Police

- **Collar county total property index arrest rates** – Declined 26 percent from 1995 to 2005 (544 arrests per 100,000 persons in 1995 to 403 arrests per 100,000 persons in 2005).
- **Collar county burglary index arrest rates** – Declined 25 percent from 1995 to 2005 (51 arrests per 100,000 persons in 1995 to 39 arrests per 100,000 persons in 2005).
- **Collar county theft index arrest rates** – Declined 25 percent from 1995 to 2005 (472 arrests per 100,000 persons in 1995 to 352 arrests per 100,000 persons in 2005).
- **Collar county motor vehicle index arrest rates** – Declined from 16 arrests per 100,000 persons in 1995 to eight arrests per 100,000 persons in 2005.
- **Collar county arson index arrest rates** – Declined from four arrests per 100,000 persons in 1995 to three arrests per 100,000 persons in 2005.

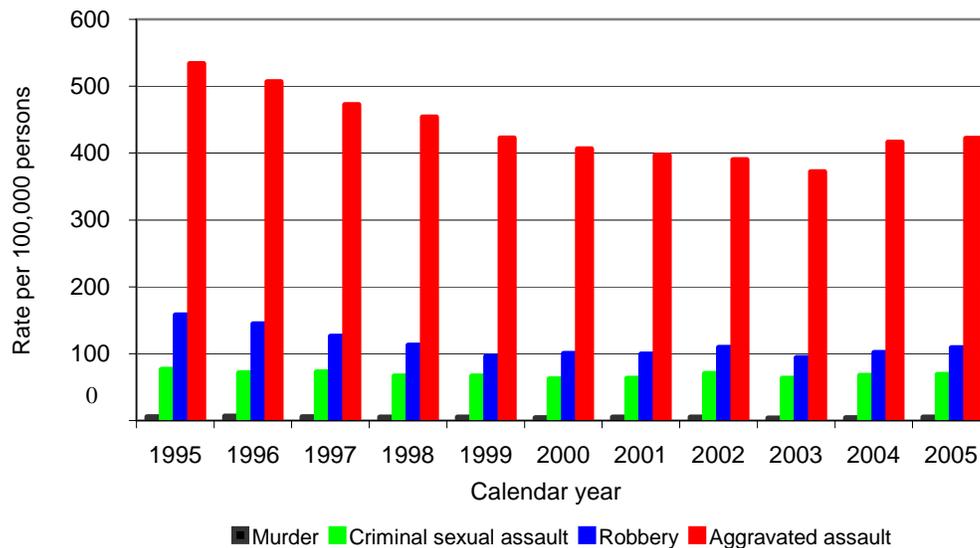
Figure 29
Collar county drug index arrest rates, 1995-2005



Source: Illinois State Police

- **Collar county total arrest rates** – Increased 28 percent from 1995 to 2005 (345 arrests per 100,000 persons in 1995 to 440 arrests per 100,000 persons in 2005). Peaked in 2000 at 251 per 100,000.
- **Collar county cannabis arrest rates** – Increased 10 percent from 1995 to 2005 (189 arrests per 100,000 persons in 1995 to 209 arrests per 100,000 persons in 2005). Peaked in 2000 at 251 per 100,000.
- **Collar county controlled substances arrest rates** – Increased 8 percent from 1995 to 2005 (92 arrests per 100,000 persons in 1995 to 100 arrests per 100,000 persons in 2005). Peaked at 114 arrests per 100,000 persons in 2000.
- **Collar county hypodermic needle arrest rates** – Same rates in 1995 and 2005 (41 arrests per 100,000 persons). Peaked in 2003 at 5 arrests per 100,000 persons.
- **Collar county paraphernalia arrest rates** – More than doubled from 1995 to 2005 (59 arrests per 100,000 persons in 1995 to 127 arrests per 100,000 persons in 2005). Peaked in 2000 at 130 arrests per 100,000 persons.

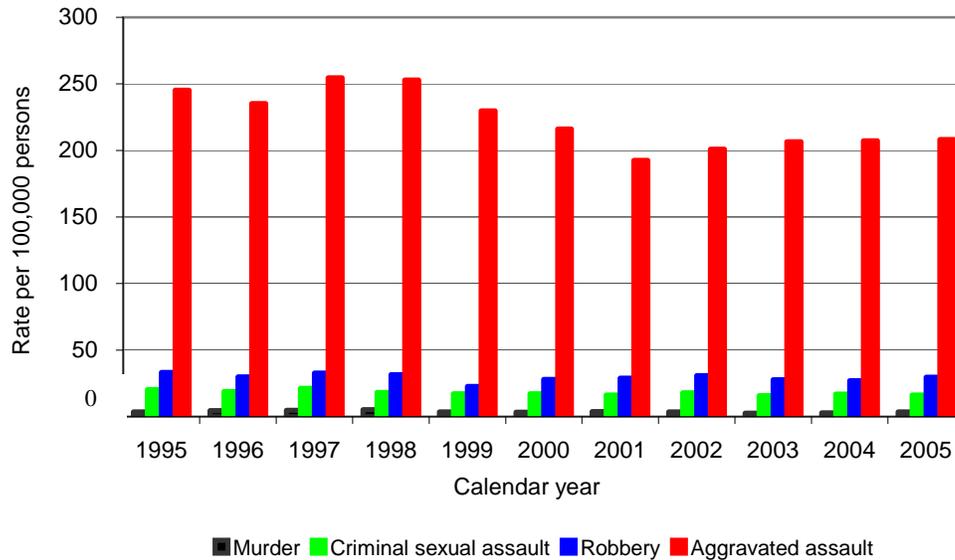
Figure 30
Urban county violent index offense rates, 1995-2005



Source: Illinois State Police

- **Urban county total violent index offense rates** – Declined 22 percent from 1995 to 2005 (774 offenses per 100,000 persons in 1995 to 605 offenses per 100,000 persons in 2005).
- **Urban county murder index offense rates** – Declined from six offenses per 100,000 persons in 1995 to five offenses per 100,000 persons in 2005. Peaked in 1996 at seven offenses per 100,000 persons.
- **Urban county sexual assault index offense rates** – Declined 10 percent from 1995 to 2005 (77 offenses per 100,000 persons in 1995 to 69 offenses per 100,000 persons in 2005).
- **Urban county robbery index offense rates** – Declined 31 percent from 1995 to 2005 (158 offenses per 100,000 persons in 1995 to 109 offenses per 100,000 persons in 2005).
- **Urban county aggravated assault index offense rates** – Declined 21 percent from 1995 to 2005 (534 offenses per 100,000 persons in 1995 to 422 offenses per 100,000 persons in 2005).

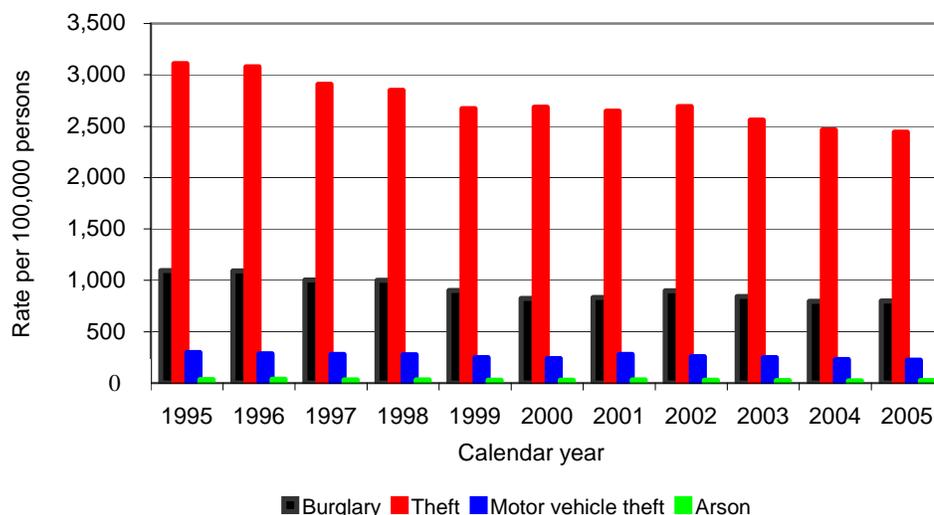
Figure 31
Urban county violent index arrest rates, 1995-2005



Source: Illinois State Police

- **Urban county total violent index arrest rates** – Declined 15 percent from 1995 to 2005 (303 arrests per 100,000 persons in 1995 to 258 arrests per 100,000 persons in 2005).
- **Urban county murder index arrest rates** – Declined from four arrests per 100,000 persons in 1995 to three arrests per 100,000 persons in 2005). Peaked in 1998 at five arrests per 100,000 persons.
- **Urban county sexual assault index arrest rates** – Declined 20 percent from 1995 to 2005 (20 arrests per 100,000 persons in 1995 to 16 arrests per 100,000 persons in 2005).
- **Urban county robbery index arrest rates** – Declined 9 percent from 1995 to 2005 (33 arrests per 100,000 persons in 1995 to 30 arrests per 100,000 persons in 2005).
- **Urban county aggravated assault index arrest rates** – Declined 15 percent from 1995 to 2005 (245 arrests per 100,000 persons in 1995 to 208 arrests per 100,000 persons in 2005).

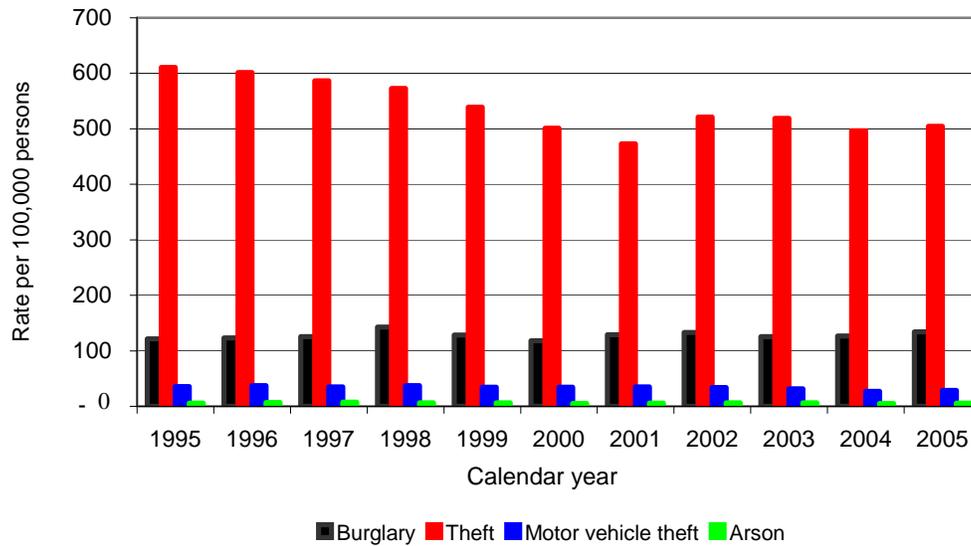
Figure 32
Urban county property index offense rates,
1995-2005



Source: Illinois State Police

- **Urban county total property index offense rates** – Declined 23 percent from 1995 to 2005 (4,535 offenses per 100,000 persons in 1995 to 3,489 offenses per 100,000 persons in 2005).
- **Urban county burglary index offense rates** – Declined 27 percent from 1995 to 2005 (1,094 offenses per 100,000 persons in 1995 to 800 offenses per 100,000 persons in 2005).
- **Urban county theft index offense rates** – Declined 21 percent from 1995 to 2005 (3,110 offenses per 100,000 persons in 1995 to 2,442 offenses per 100,000 persons in 2005).
- **Urban county motor vehicle index offense rates** – Declined 25 percent from 1995 to 2005 (297 offenses per 100,000 persons in 1995 to 222 offenses per 100,000 persons in 2005).
- **Urban county arson index offense rates** – Declined 29 percent from 1995 to 2005 (35 offenses per 100,000 persons in 1995 to 25 offenses per 100,000 persons in 2005).

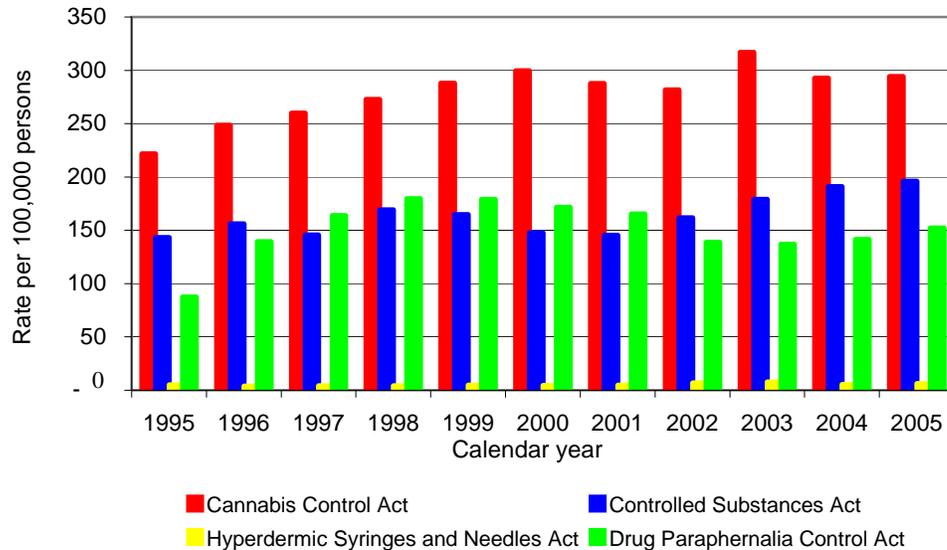
Figure 33
Urban county property index arrest rates, 1995-2005



Source: Illinois State Police

- **Urban county total property index arrest rates** – Declined 13 percent from 1995 to 2005 (773 arrests per 100,000 persons in 1995 to 673 arrests per 100,000 persons in 2005).
- **Urban county burglary index arrest rates** – Increased 11 percent from 1995 to 2005 (121 arrests per 100,000 persons in 1995 to 134 arrests per 100,000 persons in 2005).
- **Urban county theft index arrest rates** – Declined 17 percent from 1995 to 2005 (610 arrests per 100,000 persons in 1995 to 504 arrests per 100,000 persons in 2005). Dropped 22 percent from 1995 to 2001, to a low of 473 arrests per 100,000 persons.
- **Urban county motor vehicle index arrest rates** – Declined 19 percent from 1995 to 2005 (36 arrests per 100,000 persons in 1995 to 29 arrests per 100,000 persons in 2005).
- **Urban county arson index arrest rates** – Rates stayed the same in 1995 and 2005, at six arrests per 100,000 persons. Peaked in 1997 at seven arrests per 100,000 persons.

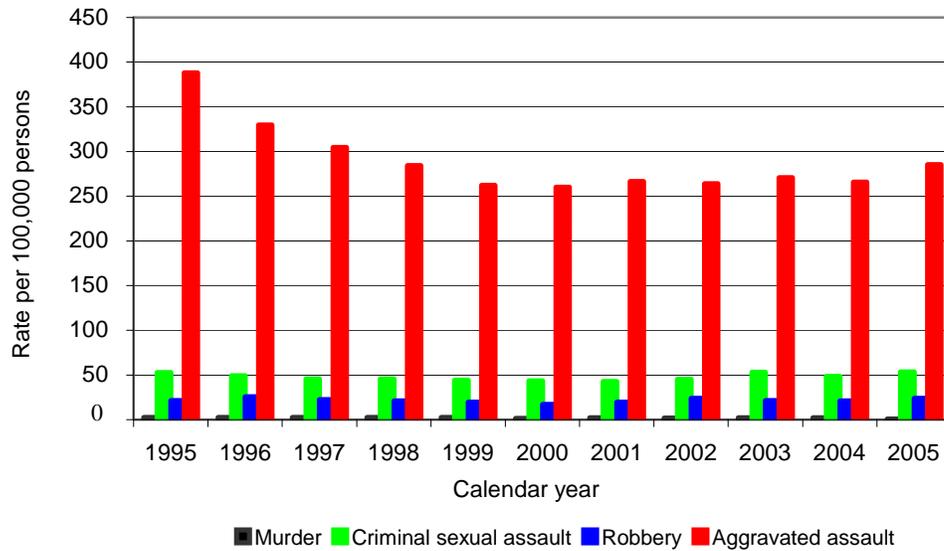
Figure 34
Urban county drug index arrest rates, 1995-2005



Source: Illinois State Police

- **Urban county total arrest rates** – Increased 43 percent from 1995 to 2005 (461 arrests per 100,000 persons in 1995 to 661 arrests per 100,000 persons in 2005).
- **Urban county cannabis arrest rates** – Increased 32 percent from 1995 to 2005 (222 arrests per 100,000 persons in 1995 to 294 arrests per 100,000 persons in 2005). Peaked in 2003 at 317 arrests per 100,000 persons.
- **Urban county controlled substances arrest rates** – Increased 37 percent from 1995 to 2005 (143 arrests per 100,000 persons in 1995 to 196 arrests per 100,000 persons in 2005).
- **Urban county hypodermic needle arrest rates** – Increased from 1995 to 2005 from five arrests per 100,000 persons in 1995 to six arrests per 100,000 persons. Peaked in 2003 at eight arrests per 100,000 persons.
- **Urban county paraphernalia arrest rates** – Increased 73 percent from 1995 to 2005 (88 arrests per 100,000 persons in 1995 to 152 arrests per 100,000 persons in 2005). Peaked in 2000 at 130 arrests per 100,000 persons.

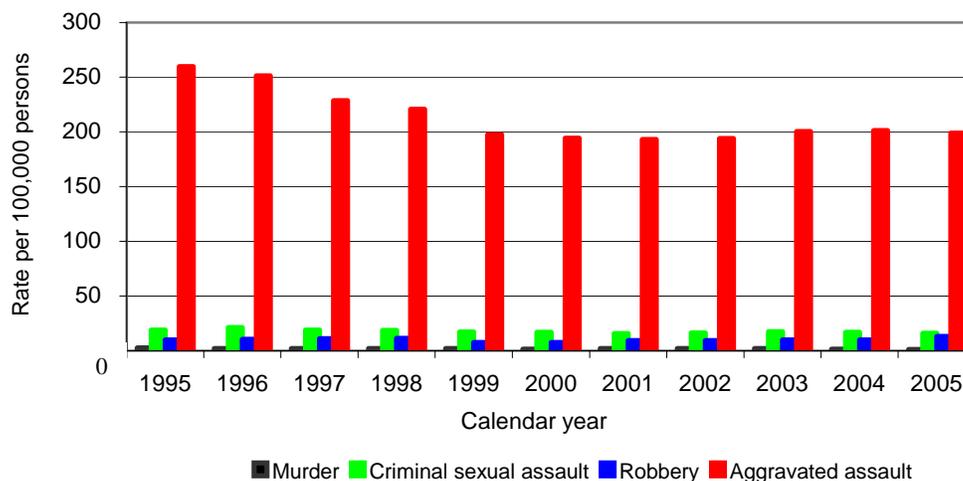
Figure 35
Rural county violent index offense rates, 1995-2005



Source: Illinois State Police

- **Rural county total violent index offense rates** – Declined 22 percent from 1995 to 2005 (464 offenses per 100,000 persons in 1995 to 363 offenses per 100,000 persons in 2005).
- **Rural county murder index offense rates** – Declined from two offenses per 100,000 persons in 1995 to one offense per 100,000 persons in 2005.
- **Rural county sexual assault index offense rates** – Rates stayed the same in 1995 and 2005, with 53 offenses per 100,000 persons. A 19 percent drop was seen between 1995 and 2001, to 43 offenses per 100,000 persons.
- **Rural county robbery index offense rates** – Increased 14 percent from 1995 to 2005 (21 offenses per 100,000 persons in 1995 to 24 offenses per 100,000 persons in 2005).
- **Rural county aggravated assault index offense rates** – Declined 26 percent from 1995 to 2005 (388 offenses per 100,000 persons in 1995 to 286 offenses per 100,000 persons in 2005).

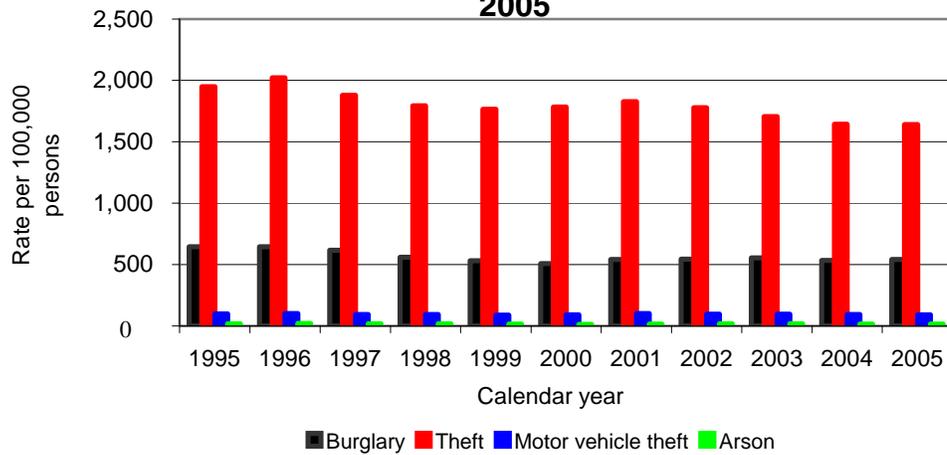
Figure 36
Rural county violent index arrest rates, 1995-2005



Source: Illinois State Police

- **Rural county total violent index arrest rates** – Declined 21 percent from 1995 to 2005 (291 arrests per 100,000 persons in 1995 to 229 arrest per 100,000 persons in 2005).
- **Rural county murder index arrest rates** – Declined from two arrests per 100,000 persons in 1995 to one arrest per 100,000 persons in 2005.
- **Rural county sexual assault index arrest rates** – Declined 16 percent from 1995 to 2005 (19 arrests per 100,000 persons in 1995 to 16 arrests per 100,000 persons in 2005).
- **Rural county robbery index arrest rates** – Increased 30 percent from 1995 to 2005 (10 arrests per 100,000 persons in 1995 to 13 arrests per 100,000 persons in 2005).
- **Rural county aggravated assault index arrest rates** – Declined 23 percent from 1995 to 2005 (260 arrests per 100,000 persons in 1995 to 199 arrests per 100,000 persons in 2005).

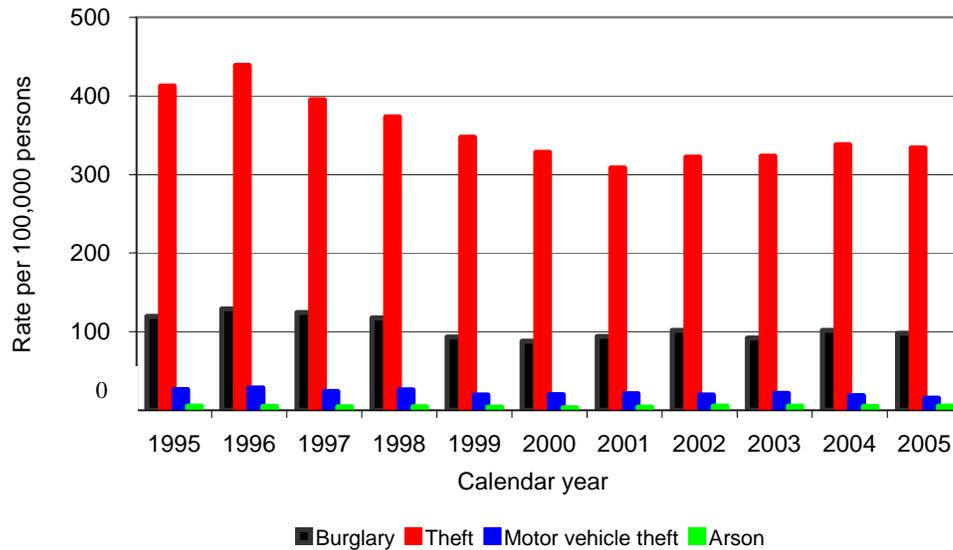
Figure 37
Rural county property index offense rates, 1995-
2005



Source: Illinois State Police

- **Rural county total property index offense rates** – Declined 16 percent from 1995 to 2005 (2,711 offenses per 100,000 persons in 1995 to 2,288 offenses per 100,000 persons in 2005).
- **Rural county burglary index offense rates** – Declined 16 percent from 1995 to 2005 (644 offenses per 100,000 persons in 1995 to 541 offenses per 100,000 persons in 2005).
- **Rural county theft index offense rates** – Declined 16 percent from 1995 to 2005 (1,949 offenses per 100,000 persons in 1995 to 1,639 offenses per 100,000 persons in 2005).
- **Rural county motor vehicle index offense rates** – Declined 6 percent from 1995 to 2005 (98 offenses per 100,000 persons in 1995 to 92 offenses per 100,000 persons in 2005).
- **Rural county arson index offense rates** – Declined 11 percent from 1995 to 2005 (19 offenses per 100,000 persons in 1995 to 17 offenses per 100,000 persons in 2005).

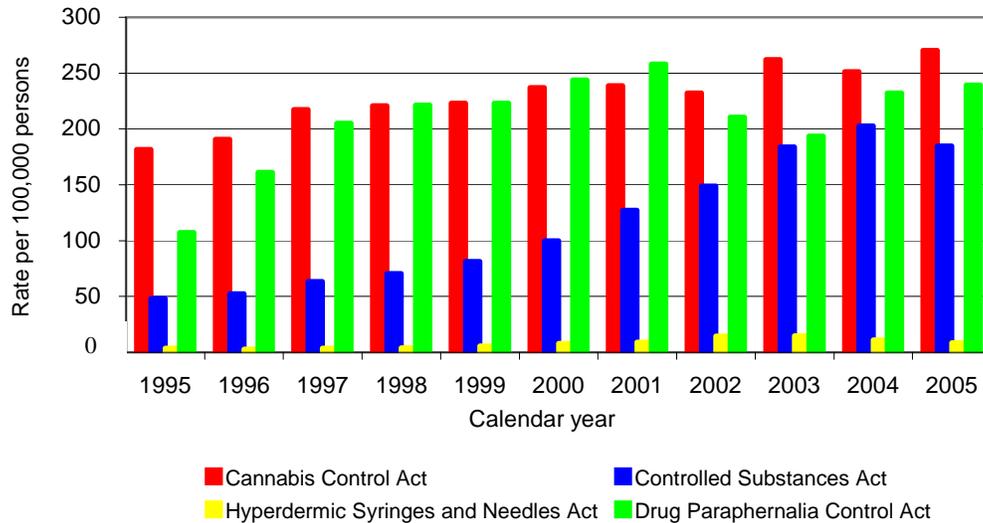
Figure 38
Rural county property index arrest rates, 1995-2005



Source: Illinois State Police

- **Rural county total property index arrest rates** – Declined 20 percent from 1995 to 2005 (564 arrests per 100,000 persons in 1995 to 453 arrests per 100,000 persons in 2005).
- **Rural county burglary index arrest rates** – Declined 18 percent from 1995 to 2005 (120 arrests per 100,000 persons in 1995 to 98 arrests per 100,000 persons in 2005).
- **Rural county theft index arrest rates** – Declined 19 percent from 1995 to 2005 (413 arrests per 100,000 persons in 1995 to 334 arrests per 100,000 persons in 2005).
- **Rural county motor vehicle index arrest rates** – Declined 42 percent from 1995 to 2005 (26 arrests per 100,000 persons in 1995 to 15 arrests per 100,000 persons in 2005).
- **Rural county index arson arrest rates** – Same rate in 1995 and 2005, at five arrests per 100,000 persons. The rate was at its lowest in 2000, at three arrests per 100,000 persons.

Figure 39
Rural counties drug index arrest rates, 1995-2005



Source: Illinois State Police

- **Rural county total drug arrest rates** – More than doubled from 1995 to 2005 (336 arrests per 100,000 persons in 1995 to 683 arrests per 100,000 persons in 2005).
- **Rural county cannabis arrest rates** – Increased 48 percent from 1995 to 2005 (182 arrests per 100,000 persons in 1995 to 270 arrests per 100,000 persons in 2005).
- **Rural county controlled substances arrest rates** – Increased more than three times from 1995 to 2005 (48 arrests per 100,000 persons in 1995 to 185 arrests per 100,000 persons in 2005).
- **Rural county hypodermic needle arrest rates** – Increased from four arrests per 100,000 persons in 1995 to nine arrests per 100,000 persons in 2005.
- **Rural county paraphernalia arrest rates** – More than doubled from 1995 to 2005 (107 arrests per 100,000 persons in 1995 to 239 arrests per 100,000 in 2005).

Law enforcement task forces

Task forces are teams formed from several law enforcement agencies to address a specific serious crime problem that crosses jurisdictional boundaries. This policing concept has been used widely during the past 35 years to combat drugs, gangs, guns, and, more recently, terrorism. Task force membership may be drawn from municipal, county, and federal law enforcement agencies, and may be established formally by statute, or in response to a limited pressing community need (such as homicide investigations). ISP annually reports basic I-UCR index

crime data on up to 25 task forces formed to combat a variety of crimes across the state including narcotics, child abuse, major crime, auto theft, and financial crimes.⁶ By their nature, task forces are dynamic, and by design they are sometimes short-lived. Therefore, only two long-standing types of task forces, funded in part through the Authority, will be discussed in this section: multi-jurisdictional narcotics units and the motor vehicle theft task forces.

Illinois drug task forces

The Illinois legislature established metropolitan enforcement groups (MEGs) under the Intergovernmental Drug Laws Enforcement Act of 1977 (30 ILCS 715 et. seq.). Coordinated by ISP, these combined units of local law enforcement were formed to enforce the state's drug laws and investigate street gang-related offenses. Nine MEG units were in operation in Illinois in May 2008.

In the early 1980s, ISP established other multi-jurisdictional task forces to conduct drug investigations in areas not covered by the MEGs. Eleven such task forces were in operation in May 2008. MEGs and task forces are supported with funding by participating agencies (25 percent) and federal funds administered by the Authority (75 percent).

MEG units cover specific regions and include:

- DuPage County MEG.
- Lake County MEG.
- Kankakee MEG.
- Vermilion County MEG.
- Quad-Cities MEG: Rock Island County.
- Multi-County MEG: Knox, Marshall, Peoria, and Tazewell counties.
- Central Illinois Enforcement Group: Christian, Logan, Mason, Morgan, and Sangamon counties.
- Metropolitan Enforcement Group of Southwestern Illinois: Madison, Monroe, and St. Clair counties.
- Southern Illinois Enforcement Group: Jackson, Union, and Williamson counties.

Multijurisdictional narcotics task forces also cover specific parts of the state and include:

- Blackhawk Area Task Force: Carroll, Henry, Jo Daviess, Lee, and Whiteside counties.
- East Central Illinois Task Force: Coles, Douglas, Moultrie, and Shelby counties.
- Joliet Metropolitan Area Narcotics Squad: Grundy and Will Counties
- North Central Narcotic Task Force: DeKalb, Kane, and McHenry counties.
- South Central Illinois Drug Task Force: Greene, Macoupin, and Montgomery counties.
- Southeastern Illinois Drug Task Force: Clark, Clay, Crawford, and Cumberland counties.
- Southern Illinois Drug Task Force: Clinton, Franklin, Saline, Washington and White counties.
- State Line Area Narcotics Team Task Force: Boone, Stephenson, and Winnebago counties.

- West Central Illinois Task Force: Adams, Brown, Fulton, Hancock, Henderson, McDonough, and Pike counties.
- Zone 3 / LaSalle Task Force: Bureau and LaSalle counties.
- Zone 6 Task Force: DeWitt, Livingston, and McLean counties.

Both MEGs and task forces create local, individualized strategies to address drug problems facing the county or counties they serve. Methamphetamine remains a major focus of the units in central and southern Illinois. Seizure of cannabis, heroin, cocaine and other designer drugs remains a priority for northern counties, including DuPage, Kane, and Lake. For example, in State Fiscal Year 2007, MEGs and task forces:⁷

- Made 3,291 drug arrests, including 1,091 for marijuana and 2,200 for all other controlled substances.
- Seized a total 1,020,636 grams of controlled substances.
- Seized 328,942,860 grams of cannabis.
- Seized 1,020,636 grams of cocaine/crack cocaine.

In May 2005, ISP created six regionally located methamphetamine response teams (MRT). Initiated specifically to target meth-related crimes, these units allow local law enforcement and task forces to focus on combating other drug crimes. MRT personnel take the lead on meth cases, including investigation and meth lab deconstruction and decontamination. The teams have had an immediate and significant impact on the problem of meth use and production in Illinois, accounting for half of all lab seizures in 2005 and one-third of all meth-related arrests. MRT officers also are involved in public awareness and education campaigns, presenting anti-meth programs to community groups and schools in coordination with staff from the Illinois Department of Children and Family Services.

Illinois motor vehicle task forces

With the support of the insurance industry, the Illinois Motor Vehicle Theft Prevention Council (MVTPC) was established by the Illinois legislature in 1991 to combat vehicle theft, insurance fraud, and related crimes. The 11-member Council, made up of law enforcement and insurance industry officials, is charged with assessing the scope of the motor vehicle theft problem in Illinois and implementing strategies to combat it using trust fund allocations collected from insurance companies. Under this program, seven motor vehicle theft task forces comprised of both state and local agencies operate around the state, funded by insurance company fee allocations.

The Motor Vehicle Theft Task Forces are organized in urban areas. They include:

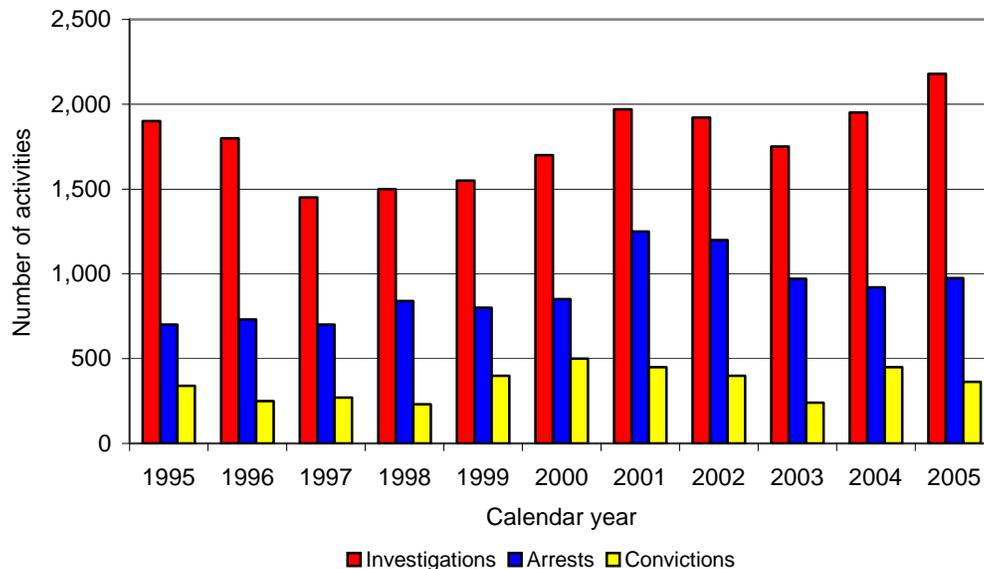
- Northeast Metro Auto Theft Task Force: Chicago and Cook County.
- Northern Illinois Auto Theft Task Force: Boone and Winnebago counties.
- State and Local Auto Theft Enforcement Task Force: Peoria County.
- Tri-County Auto Theft Task Force: Grundy, Kankakee and Will counties.
- Du Page County Auto Theft Task Force: DuPage County.

- Kane-Cook Auto Theft Task Force: City of Elgin, Kane County, and northwestern Chicago area.
- Metro East Auto Theft Task Force: Madison and St. Clair Counties.

Activities of the motor vehicle theft task forces

MVTPC has funded 30 vehicle theft programs in Illinois since its inception in 1992, the majority of which are law enforcement programs that increase investigations and prosecutions of vehicle theft-related crimes.⁸ The various task forces listed above coordinate with local, county, and federal agencies in their areas, along with insurance companies and local vehicle rental companies to combat motor vehicle theft. Their central activities include intelligence gathering, investigation of auto theft and insurance rings, and provision of training to local law enforcement. *Figure 40*, which is adapted from the MVTPC 2006 Annual Report, illustrates the total number of investigations, arrests, and resulting convictions made by task forces between 1995 and 2005.

Figure 40
Motor vehicle task force program activity, 1995-2005



Source: Illinois Motor Vehicle Theft Prevention Council 2006 Annual Report.

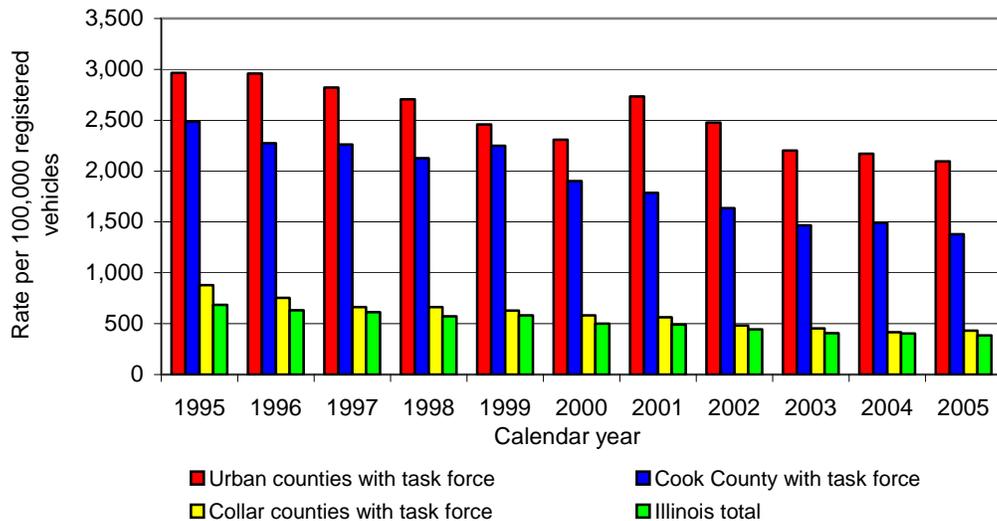
Note: Due to the time lapse between arrest and conviction, the convictions reported do not necessarily reflect the outcome of the arrests reported in the same year.

According to the Motor Vehicle Intelligence Clearinghouse, a research initiative funded through the MVTPC, 75 percent of the vehicles stolen in Illinois in 2006 were recovered. The average number of days between vehicle theft and recovery was 18 days.⁹

Trends in motor vehicle theft

The number of vehicle thefts in a specific county can be compared either to the county's total population or to the number of vehicles registered in the county. *Figure 41* presents index motor vehicle theft index offense rates based on the number of registered vehicles in counties covered by a motor vehicle task force, and in the state as a whole.

Figure 41
Index motor vehicle theft offense rates, by counties
with task forces, 1995-2005



- **Illinois** - Between 1995 and 2005, motor vehicle theft index offense rates based on population in Illinois decreased 40 percent, while motor vehicle theft index offense rates based on vehicle registrations decreased 44 percent.
- **Collar counties with motor vehicle task forces** - As a whole, between 1995 and 2005, motor vehicle theft index offense rates based on population in collar counties decreased 51 percent, while motor vehicle theft index offense rates based on vehicle registrations in collar counties decreased 53 percent.
- **Urban counties with motor vehicle task forces** - Between 1995 and 2005, motor vehicle theft index offense rates based on population in urban counties represented by a motor vehicle theft task force decreased 27 percent, while motor vehicle theft index offense rates based on vehicle registrations in urban counties decreased 31 percent.
- **Cook County** - Between 1995 and 2005, motor vehicle theft index offense rates based on population in Cook County decreased 40 percent, while motor vehicle theft index offense rates based on vehicle registrations in Cook County decreased 44 percent.

Law enforcement needs assessment

In 2005 the Authority conducted a needs assessment survey of criminal justice partners across Illinois, updating a similar assessment conducted in 1996. Court clerks, detention center administrators, judges, police chiefs, probation administrators, public defenders, state's attorneys, and victim services providers were surveyed regarding factors impacting the needs of criminal justice agencies. Factors included perceptions of issues that placed demands on their work, training, and information sources, and focused on improvements to more effectively maintain and increase public safety.

The survey questionnaire for police chiefs sought to gather information in five areas—agency background, workload, staffing, operations and procedures, and research and evaluation. Of the 940 police chiefs surveyed, 330 responded (35 percent).¹⁰

Theft was identified by the chiefs as being the largest contributor to law enforcement officers' workloads. Identity theft, illegal drug dealing, and domestic violence were identified as issues that were getting worse.

The majority of officers (80 percent or more) surveyed suggested increased offender monitoring, more youth prevention programs, and more severe punishment to address drug problems in their jurisdictions. When dealing with the problem of violence in their communities, they recommended similar actions—increased offender monitoring, more severe punishment, and more arrests and prosecutions.

Automated technology was perceived as valuable in investigation activities, but had not yet been implemented to the desired level across the state, according to survey respondents. Law enforcement officials also reported a need for improved training in identity theft and language translation.

Police chiefs were asked to list topics for research and any program evaluation that would be beneficial to their organizations. The responses included:

- Strategies to address specific high volume crimes facing their communities, such as illicit drug use, domestic violence, and identity theft, including such aspects as evidence collection, prevention/enforcement, and alternative approaches.
- Effectiveness of training, including in areas of mediation, conflict resolution, and investigation.
- Recruitment and staff retention.
- Effectiveness of law enforcement technology.
- Chemical warfare/terrorism, such as homeland security strategies, emergency preparedness, and weapons of mass destruction.

Conclusion

Key findings in this section, based primarily on crime statistics from the Illinois Uniform Crime Reporting Program, include:

- Statewide, more than six million index offenses were reported to law enforcement between 1995 and 2005. This was a 15 percent reduction in total reported offenses from the previous 11-year period, 1984 through 1994.
- Illinois experienced a continual downward trend in the number of reported violent and property index offenses from 1995 through 2005, a trend that also was seen nationwide. From 1995 through 2005, the number of index offenses known to law enforcement decreased by 28 percent.
- Statewide from 1995 through 2005, violent index offenses accounted for 16 percent of the total offenses reported to law enforcement. Property index offenses accounted for 84 percent of the total reported index offenses.
- Statewide from 1995 through 2005, aggravated assaults accounted for the majority of reported violent index offenses (60 percent), while theft accounted for the majority of reported property index offenses (69 percent).
- In Chicago, violent index offense rates per 100,000 persons were reduced by half from 1995 through 2005. This dramatic reduction was greater than what was seen in the rest of the state, which experienced a 29 percent decrease. Statewide, violent index offenses declined 43 percent.
- Robbery index offense rates in rural counties were the only index offense category to increase from 1995 to 2005. As a geographic region, rural counties experienced a 10 percent increase in robbery index offenses reported to law enforcement, while the rest of the state experienced a 31 percent decrease.
- All regions of Illinois experienced a similar 30 percent decline in property index offenses reported to law enforcement from 1995 through 2005.
- Statewide, more than 1.3 million violent and property index arrests were made between 1995 and 2005. This was a 9 percent decrease in total volume of index arrests from the previous 11-year period.
- Between 1995 and 2005, a steady decrease was seen in the number of violent and property index arrests in Illinois. The 33 percent decrease in index arrests statewide was greater than the 24 percent decline reported nationally.

- Statewide, violent index arrests decreased 24 percent. Chicago and the rest of the state experienced similar decreases in violent arrest rates over the period studied.
- Statewide, violent index arrests accounted for 23 percent of total index arrests from 1995 to 2005, while property index arrests accounted for 77 percent. The majority of index arrests were for aggravated assault and theft.
- Statewide, about 1.1 million arrests were made for drug crimes reported between 1995 and 2005, twice the volume of arrests made during the previous 11 years.
- Unlike the other crime types reported to the Uniform Crime Reporting Program, arrests for drug crimes generally increased from 1995 through 2005. Statewide, drug arrests for all drug types increased by 23 percent.
- While the smallest increase in the drug arrest rates was in Chicago at 9 percent, the rest of the state experienced a 46 percent increase. As a whole, drug arrest rates in rural counties doubled during the period studied. Some of the increase in drug arrests reflected the activity of the more than 20 specialized drug task forces operating in Illinois.
- Statewide, arrests for controlled substances accounted for 48 percent of all drug arrests from 1995 through 2005, while arrests for cannabis accounted for 39 percent.
- Statewide, a 65 percent increase was seen in cannabis arrest rates per 100,000 persons from 1995 to 2005. In 1995, the arrest rates for cannabis were half that for controlled substances. However, by 2005 cannabis arrest rates surpassed those for controlled substances.
- Statewide, motor vehicle theft index offense rates, as measured per 100,000 registered vehicles, decreased 44 percent from 1995 to 2005. Collar counties in which specialized motor vehicle task forces operate experienced a 53 percent decrease in motor vehicle index theft rates, while urban counties served by motor vehicle task forces experienced a 31 percent decrease.
- According to a needs assessment survey of police chiefs conducted by the Authority in 2005, theft was identified as the largest contributor to law enforcement officers' caseloads, followed by domestic violence, and cases involving juvenile offenders.
- A majority of police chiefs surveyed said increasing the monitoring of offenders and using more severe punishments would be the best way to reduce illegal drug activity and violent crime. More than 75 percent of respondents stated more youth prevention programs would help reduce these problems.
- More than 20 percent of police chiefs indicated their agency needs to make major improvements in reducing juvenile crime, investigating identity theft, and following up on investigation activities.

- A majority of police chiefs surveyed also identified identity theft as a problem that is worsening in their communities.

Notes

¹ Several jurisdictions in Illinois, notably the Kankakee Police Department, Kankakee Sheriff's Department and Naperville Police Department, have electronically recorded custodial interrogations for years prior to the passage of the law. (Sullivan, Thomas P. *Police Experiences with Recording Custodial Interrogations*, A Special Report Presented by Northwestern University School of Law Center on Wrongful Convictions, Summer 2004 (1).

² A "hierarchy rule" of crime severity is determined by each reporting agency – *Crime in Illinois*, 2005.

³ The aggravated assault category for UCR purposes includes a variety of offenses and should not be confused with the misdemeanor offense called "aggravated assault" in the Illinois Criminal Code.

⁴ 720 ILCS 570/100 et seq.

⁵ Federal Bureau of Investigation, *Crime in the United States*, 2003, October 25, 2004; Illinois State Police, *Crime in Illinois*, 2005.

⁶ Illinois State Police, *Crime in Illinois*, 2005.

⁷ Illinois Criminal Justice Information Authority State Annual Report for the Edward Byrne Memorial (ADAA/JAG) Formula Grant Program, July 1, 2006 – June 30, 2007, submitted to the Bureau of Justice Assistance Office of Justice Programs, U.S. Department of Justice..

⁸ For more information, refer to the Illinois Motor Vehicle Theft Prevention Council 2006 Annual Report: www.icjia.state.il.us/mv.

⁹ Illinois Motor Vehicle Theft Prevention Council 2006 Annual Report.

¹⁰ Download the full report, "*Illinois Criminal Justice Information Authority Needs Assessment Survey Final Report*", February, 2007, at www.icjia.state.il.us.

Special issue

Illinois gangs

Defining gangs

Illinois law defines a *gang* or *street gang* as group of three or more persons with an established hierarchy that engages in a course or pattern of criminal activity through its membership (Illinois Streetgang Terrorism Omnibus Prevention Act, 740 ILCS 147/10). Under this law, it is not necessary to show that such a group acknowledges a common name, insignia, secret signal, leadership structure, or geographic boundary if other competent evidence demonstrates the existence of conspiracy to commit crime on behalf of the group. Such “gang-related” criminal activity, authorized, or at least ratified, by a gang leader, can include those intended to increase the gang’s size, membership, or control in a geographical area; provide the gang with control over any criminal market sector, such as sale of drugs, arson or arson-for-hire, trafficking in stolen goods, trafficking in prostitution or pornography, or robbery, burglary, or theft, or obstruct justice or intimidate/eliminate witnesses against the gang (740 ILCS 147/10). Many gang members openly display tattoos and dress in a style identifying their gang. Their personal belongings are frequently covered with the gang's name. Many make gestures with their hands which identify their gang. Members often adopt nicknames when recruited.

Major gangs in Illinois

There are many recognized street gangs operating in Illinois. The midwest, especially Chicago, has historically been home to some of the largest and most violent gangs in the country. According to gang investigators surveyed in the *2005 National Gang Threat Assessment*, several gangs account for the biggest presence in the community and the highest levels of criminal activity in Illinois and the Midwest, more generally. These include:

- The Gangster Disciples (also commonly referred to as the Black Gangster Disciples), which continue to be one of the largest, most organized, and dangerous street gangs in Chicago. The FBI estimates this gang has established a national presence of more than 100,000 members and is heavily involved in drug trafficking. Ninety percent of gang investigators surveyed reported Gangster Disciples gang presence in Illinois, with 40 percent reporting a high or moderate level of criminal activity in their community.
- The Latin Kings, formed in Chicago in the mid-1960s, has a predominately Latino membership, with an estimated membership of between 25,000 and 50,000 nationwide. According to the National Drug Intelligence Center, this gang has extensive ties to Mexican drug cartels, and various prison gangs, as well as Columbian, Dominican, and Nigerian criminal groups operating in Chicago. Just more than 80 percent of gang investigators surveyed reported Latin Kings gang presence in Illinois, and 62 percent indicated a moderate or high level of criminal activity in their community.

- Sur 13, another umbrella organization of Latino gang members, is a growing problem in Illinois and Indiana. These gangs most often emulate the southern California gangs of the same name. Over 40 percent of gang investigators surveyed in the midwest reported Sur 13 gang presence and more than 30 percent reported a moderate or high level of criminal activity.
- The Vice Lords began in Chicago and have a national membership of nearly 35,000 members confirmed in 28 states. Besides Illinois, much of the gang's drug trafficking activity is reported in Indiana, Wisconsin, Michigan, and Iowa. More than 90 percent of Illinois gang investigators surveyed reported the gang's presence, with 40 percent noting high criminal activity.
- Neighborhood-based drug-trafficking groups and crews are also reported on the rise in the Midwest, with high levels of criminal activity. According to the National Alliance of Gang Investigators Association, a growing trend among gangs in the Midwest includes hiding affiliations, not wearing colors, and denying allegiance to traditional gang groups.

Gang criminal activities

Gang survey respondents also were asked to rate the level of involvement of gangs in specific crimes. More than half of the respondents indicated that gangs were at least moderately involved in vandalism and graffiti in their communities. Gangs were also found to have a high level of involvement in felonious assault and firearms possession, and a moderate level of involvement in auto theft, burglary, and firearms trafficking. Respondents were asked to quantify how often gangs use firearms while committing specific crimes. More than one-third of respondents stated that gangs almost always used firearms in the commission of a homicide, felonious assault, and carjackings.

Gangs are also highly active in illegal drug trafficking activities, with Chicago acting as the hub for drug distribution across the country. The National Drug Intelligence Center reported in 2004 that Chicago is a primary market for the marijuana distribution, most often to other states in the Midwest. Nearly 70 percent of gang investigators reported moderate or high gang involvement in marijuana trafficking, and nearly as high gang involvement in crack cocaine distribution. Powdered cocaine, heroin, and methamphetamine were all less likely to be trafficked by gangs in the Midwest. Gang investigators reported that Mexican and Columbian drug trafficking organizations dominate wholesale cocaine and marijuana distribution in the Midwest, while the Gangster Disciples, Vice Lords, and Latin Kings act as principle retail, or street level, distributors.

According to a major study by the Chicago Crime Commission, some Chicago-area street gangs are expanding into crimes such as mortgage fraud and identity fraud/theft. The study concluded that although street gangs generate most of their money from illegal drugs, they have the potential to peddle stolen identities to other criminals, fellow street gang members, drug smugglers/suppliers, illegal aliens, teenagers, or even terrorists. Survey respondents indicated that gangs use the Internet to steal victims' personal information. They use a number of electronic methods to gain information, including Trojan or backdoor viruses to give them unlimited access to information on a victim's computer. They also create e-mail scams that appear in the form of a request from a seemingly legitimate company asking victims to verify personal information or account details.

Nation-wide youth gang demographics

Currently, no central source for data on gangs exists in Illinois. However, the National Youth Gang Center, sponsored by the Office of Juvenile Justice and Delinquency Prevention, conducts an annual survey of law enforcement agencies across the country to assess the scope and characteristics of youth gang activity. This survey specifically asks respondents to report on “groups of youths or young adults that your agency or community is willing to identify as a gang.”

Gang problems were reported in 80 percent of large cities, 28 percent of smaller cities, 40 percent of suburban counties and 12 percent of rural counties. On average, 60 percent of gang members were reported to be adults (18 years and older), compared to 40 percent under age 18. This age distribution was more common in large cities and suburban counties with longstanding gang problems. Less than 40 percent of identified gang members in rural counties and smaller cities were adults.

Respondents indicated that less than 10 percent of gang members in their communities were female, and smaller cities and rural counties reported a higher percentage of female gang membership. This would appear to be related to the higher participation of youths (under age 18) in gangs in these areas.

Close to 50 percent of gang members in large cities, suburban counties, and smaller cities were described as being Latino. The figure dropped to approximately 30 percent in rural counties. More than 50 percent of gang members in rural counties and just more than 40 percent of gang members in large cities were described as black. Suburban counties reported the fewest black gang members, at approximately 25 percent. Whites represented about 10 percent or less of gang members in all regions, although agencies reporting new emergence of gang problems, or fewer overall gang members, were significantly more likely to report a greater percentage of white gang members.

Community response to gangs

Schools are the primary institutions offering gang-prevention and intervention programs. Several programs received positive mention in the *2005 National Gang Threat Assessment Survey*, including gang resistance education and training, drug abuse resistance education and gang prevention/intervention through targeted outreach. Often in concert with law enforcement officials, communities have responded to gangs in numerous ways, including school resource officer programs, after-school programs, “zero tolerance” policies, aggressive patrols, and increased sharing of gang intelligence. Respondents said community awareness of an emerging gang problem, assessment of the extent and level of that problem, and collaborative actions among schools, police, and community organizations are key to addressing the issue of youth gangs and associated criminal activity. Multi-agency task forces have been an effective means of combating gang violence, especially coordinated efforts among local, state, federal, and even international law enforcement agencies.

Special issue

Identity theft

Law enforcement officers face many challenges with identity theft, since information can be stolen simply from a lost wallet, or via technology such as computers, cell phones, and hand-held electronic devices.

An identity thief needs a victim's social security number, birth date, address, phone number, or other personal identifiers to steal a person's identity. A thief can gain access to personal information in several ways, including working for a business that collects or stores personal information, including offices of doctors, accountants, lawyers, dentists, schools, or health insurance carriers. The identity thief can use this information and other identifiers to apply for credit, both in person and through the mail. Once a thief is able to open one credit account and use that account with other identifiers, credibility is established to fraudulently assume the stolen identity.

An individual who does not shred or otherwise destroy confidential information, including utility bills, credit card slips, and other documentation, also leaves himself open to identity theft. In addition, a great deal of information is readily available on the Internet, on a personal computer's hard drive, from letters or documents in a mailbox, from the courts, and in public documents. It is possible for an identity thief to steal thousands of dollars without a victim's knowledge, and use a victim's identity to commit other crimes.

Victims of identity theft

Statistics from the Federal Trade Commission reveal that in 2006, the Illinois identity theft rate was 78.6 victims per 100,000 persons, making the state 12th in the nation with 10,080 identity theft complaints.

The most frequent types of identity theft reported to the FTC by Illinois victims in 2006 were credit card fraud at the rate of 25 percent, phone and utility fraud at 19 percent, and checking/savings/electronic fund transfers fraud at 14 percent.

Table A indicates the percentages state and national identity theft fraud by type.

Table A
State and national percentages of types of identity theft, 2006*

| <i>Type of fraud</i> | <i>Illinois percentage</i> | <i>National percentage</i> |
|--|-----------------------------------|-----------------------------------|
| Credit card fraud | 25% | 25% |
| Phone or utilities fraud | 19% | 16% |
| Bank fraud | 14% | 16% |
| Employment related fraud | 13% | 14% |
| Government documents or benefits fraud | 11% | 10% |
| Loan fraud | 6% | 5% |
| Other identity theft | 22% | 24% |

*Percentages may not equal 100% due to rounding and incidents fitting into more than one category.

Challenges for law enforcement

Law enforcement faces many challenges from identity theft. It is difficult and time consuming to investigate identity theft because perpetrators may steal multiple identities and travel across state lines leaving a trail of victims. Identity theft rings target different areas of a community and move quickly and frequently to evade apprehension. Law enforcement resources must also deal with the threat of terrorism as it relates to identity theft, since terrorists have been known to use fake documentation to access and reconnoiter areas they intend as future targets.

Government, law enforcement, and the business community continually combat identity theft in its many forms through enforcement, public awareness, citizen outreach and education, and criminal justice system training. More resources should be allocated to investigate and prosecute perpetrators, to develop prevention measures, and to make key identification documents and information less susceptible to being counterfeited and used fraudulently.

