



# COLLABORATING TO FIGHT DRUG CRIME: MULTI-JURISTICTIONAL TASK FORCES

## A Profile of the East Central Illinois Task Force





# **Collaborating to fight drug crime: Profile of the East Central Illinois Task Force**

**December 2012**

*Prepared by:*

Sharyn Adams, Research Analyst

*With assistance from:*

Kimberly Burke, Research Analyst

Jessica Reichert, Senior Research Analyst

Gregory Stevens, Manager, Federal and State Grants Unit

This project was supported by Grant # 06-DJ-BX-0681 and Grant # 08-DJ-BX-0034 awarded to the Illinois Criminal Justice Information Authority by the U.S. Department of Justice, Office of Justice Programs, Bureau of Justice Assistance. Points of view or opinions contained within this document are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice.

Suggested citation: Adams, S. (2012). *Collaborating to fight drug crime: Profile of the East Central Illinois Task Force*. Chicago, IL: Illinois Criminal Justice Information Authority.

Illinois Criminal Justice Information Authority  
300 W. Adams, Suite 200  
Chicago, Illinois 60606-3997  
Phone: (312) 793-8550  
Fax: (312) 793-8422  
<http://www.icjia.state.il.us>

# Acknowledgements

The author would like to acknowledge the following ICJIA staff and former staff for their assistance:

Lisa Braude  
Jack Cutrone  
Cristin Monti Evans  
Mark Myrent  
Mark Powers  
Lisa Stephens

# Table of contents

Introduction .....	1
Drug arrest trends .....	5
Trends in prosecutions for drug offenses and all felonies.....	24
Drug offender sentencing trends .....	27
Survey of MEGs and task forces.....	31
Conclusion .....	34
References .....	36
Appendices .....	37

# List of figures and tables

Table 1: ECITF grant totals .....	3
Map 1: Illinois Criminal Justice Information Authority-funded MEGs and drug task forces, 2011 .....	4
Figure 1: Drug arrest rates for Coles, Douglas, and Moultrie counties versus Illinois, 2000-2009 .....	6
Figure 2: Drug arrests by type, ECITF counties, 2002-2011 .....	7
Figure 3: Drug arrests made in ECITF counties, ECITF versus non-ECITF agencies, 2002-2011 .....	8
Figure 4: Drug arrests by ECITF, 2002-2011 .....	9
Figure 5: Drug arrests by non-ECITF agencies in ECITF counties, 2002-2011.....	10
Figure 6: Percent of ECITF arrests in ECITF counties by offense type, 2011 .....	11
Figure 7: Percent of ECITF arrests in ECITF counties by violation type, 2011.....	11
Figure 8: Percent of non-ECITF arrests in ECITF counties by offense type, 2011 .....	12
Figure 9: Percent of non-ECITF arrests in ECITF counties by violation type, 2011.....	12
Figure 10: Percent of ECITF versus non-ECITF misdemeanor arrests by drug type, 2011 .....	13
Figure 11: ECITF cannabis arrests by class, 2011 .....	14
Figure 12: Non-ECITF cannabis arrests by class, 2011 .....	14
Figure 13: Number of ECITF versus non-ECITF cannabis arrests by class, 2011 .....	15
Figure 14: Number of ECITF arrests for possession and delivery, 2002 versus 2011 .....	16
Figure 15: ECITF cannabis arrests for possession and delivery, 2002-2011 .....	17
Table 2: Cannabis seized by ECITF, 2002-2011 .....	19
Figure 16: ECITF controlled substance arrests by class, 2011 .....	20

Figure 17: Non-ECITF controlled substance arrests by class, 2011.....	20
Figure 18: Percent of ECITF versus non-ECITF controlled substance arrests by class, 2011 .....	21
Figure 19: ECITF controlled substance arrests for possession and delivery, 2002-2011 .....	22
Table 3: Cocaine seized by ECITF, 2002-2011 .....	23
Figure 20: Total ECITF drug arrests and percentage of arrests resulting in prosecution, 2002-2011 .....	25
Figure 21: Sentences imposed on convicted ECITF offenders, 2002-2011 .....	28
Figure 22: Drug offenders as a percent of total IDOC commitments from Coles, Douglas, and Moultrie counties versus Illinois, 2000-2009.....	29
Figure 23: Availability of drugs in Illinois, 2009.....	32
Figure 24: Price per gram in Illinois, 2009 .....	33

# Introduction

Drug task forces were developed to more efficiently and effectively fight proliferation of illicit drugs. Local police have jurisdictional restraints making it difficult to combat drug markets extending through multiple cities, and counties (Smith, Novak, Frank, & Travis, 2000). Drug task forces work across jurisdictions and pool resources, knowledge, and personnel. MEGs and task forces are staffed by officers representing federal, state, county, and local police agencies. Drug task force officers work undercover, using confidential sources, to purchase drugs in order to gather the intelligence to make arrests (Reichert, 2012).

There are two kinds of drug task forces that operate in Illinois—metropolitan enforcement groups (MEG) and multi-jurisdictional drug task forces.

MEGs have been in existence in Illinois since the 1970's through the Intergovernmental Drug Enforcement Act [30 *ILCS* 715/1]. MEG policy boards engage in an active, formal role in the management of operations. MEG policy boards are required to include an elected official and the chief law enforcement officer, or their designees, from each participating unit of government. An elected official from one of the participating agencies must be designated to act as financial officer of the MEG to receive operational funds. MEG operations are limited to the enforcement of drug laws and delineated weapons offenses and the investigation of street gang-related crimes.

Multi-jurisdictional drug task forces began in the 1980's using the organizational authority from the Intergovernmental Cooperation Act [5 *ILCS* 220/1]. Task force policy boards are not governed by legislated structure or composition requirements or restricted by statute in their scope of operations.

## Drug use in Illinois

According to Substance Abuse and Mental Health Services Administration (SAMHSA)'s National Survey on Drug Use and Health, 718,000 Illinois adults used illicit drugs in the past month and 547,000 used marijuana in the past month in 2009. The University of Illinois' 2010 Youth Study on Substance Use interviewed 5,590 Illinois students and found marijuana was used by 25 percent of 12<sup>th</sup> graders, but less than 6 percent reported using illicit drugs. A majority (78 percent) of arrestees booked into Cook County Jail tested positive for drugs based on the 2010 Arrestee Drug Abuse Monitoring Program (ADAM).

According to SAMHSA, an estimated 757,000 Illinois adults had an illicit drug or alcohol abuse dependence problem in the past year and 927,000 needed, but did not receive, treatment. According to the Illinois Department of Human Services' Department of Alcoholism and Substance Abuse, in 2009, there were 91,891 admissions in Illinois for substance abuse treatment—a rate of 712 per 100,000 people. There were 60,501 admissions for treatment for illicit drugs—a rate of 469 per 100,000 people. According to the data, admissions are at the lowest rate in ten years due in part to funding cuts for state-funded substance abuse treatment. According to SAMHSA's Drug Abuse Warning Network, in 2009 there were 790 drug-related

deaths reported in nine northern Illinois counties, a rate of nine deaths per 100,000.<sup>1</sup> According to the Centers for Disease Control and Prevention, in 2007, the rate of unintentional drug overdoses was nine per 100,000 persons or 1,094 overdoses.

## **Combating Illinois drug crime**

The transportation and sale of drugs is a significant problem in Illinois. Illinois is classified as a “High Intensity Drug Trafficking Area” by the Office of the National Drug Control Policy (2010). The city of Chicago is a major transshipment and distribution center for drugs in the Midwest due in part to its central location in the U.S. In addition, there are extensive transportation options to and from the city—trains, highways, airports (National Drug Intelligence Center, 2001). From Chicago, smaller quantities are distributed to neighboring states (National Drug Intelligence Center, 2001).

Drug task forces combat drug markets and the supply of drugs through supply reduction techniques (Olson, 2004). Supply reduction involves crop eradication, interdiction, reducing drug production and cultivation, seizing large numbers of drugs and assets, conducting systematic investigations, interrupting supply lines, and prosecuting drug organizations, suppliers, and distributors (Moore, 1990). The other technique to fight drug crime is demand reduction which includes drug prevention, deterrence, and treatment. Some law enforcement departments use the demand reduction program, Drug Abuse Resistance Education (DARE) (Olson, 2004).

## **Drug task force evaluation**

While there is an abundance of anecdotal evidence to prove the effectiveness of multi-jurisdictional drug task forces, little empirical knowledge on the success of the task forces exists and they cannot be classified at this time as an evidence-based practice. Researchers debate the most appropriate way to evaluate the effectiveness of drug task forces (Smith et al., 2000). Since it is not possible to differentiate between the impact of drug task forces and other measures, they are difficult to evaluate (Olson, Albertson, Brees, Cobb, Feliciano, Juergens, Ramker, and Bauer, 2002).

A common measure of success of drug task forces is the number of arrests made. However, drug task forces tend to have lower arrest rates than local police departments and target different offenses. Drug task forces attempt to remove fewer higher-level distributors rather than a large number of low-level offenders and users (Olson, 2004). Drug task forces tend to focus on violations of Illinois’ Controlled Substances Act (involving cocaine, heroin, and methamphetamine) and local police department arrests focus on cannabis-related offenses (Olson et. al., 2002).

Official drug arrest data is an unreliable source to measure success of drug task forces. Drug task force arrests involve multiple police departments and local jurisdictions. Therefore, arrests reported to the FBI’s Uniform Crime Reports (UCR) data system may not accurately reflect

---

<sup>1</sup> Illinois Counties participating in DAWN include Grundy, DuPage, DeKalb, Cook, Will, McHenry, Lake, Kendall, and Kane.

which agency—drug task force or local police—made the arrest (Olson, 2004). Drug crimes may be over-reported when more than one department reports the same arrest or may be under-reported or never reported (Olson, 2004).

## Drug task force profiles

Periodically, the Illinois Criminal Justice Information Authority (ICJIA) profiles Illinois MEGs and task forces to provide a general overview of the drug crime problems in the various jurisdictions and share responses to these problems. These profiles can provide information to MEG and task force directors and policy board members to guide decision-making and the allocation of resources. All current and previous profiles can be accessed on the ICJIA’s website: <http://www.icjia.state.il.us>.

This profile focuses on the East Central Illinois Task Force (ECITF), which covers Coles, Douglas, and Moultrie counties with an estimated total population of 88,339 in 2010. In 2010, 10 local police agencies participated in ECITF. A participating agency is defined as one that contributes either personnel or financial resources to the task force. Ten officers were assigned to ECITF in 2010, eight of the officers were assigned by participating agencies and two from the Illinois State Police (ISP). These officers are dedicated full-time to the task force and work out of a central task force office.

## ICJIA-funded drug task forces

ICJIA is designated as the State Administering Agency of many federal funds including Edward Byrne Justice Assistance Grants which fund MEGs and task forces. For more than 20 years the Illinois Criminal Justice Information Authority (ICJIA) has been awarding federal funding to local law enforcement agencies to support drug task forces. Federal grants awarded to drug task forces pay for personnel, equipment, commodities, travel, vehicle maintenance, and communications. In 2011, the ICJIA funded 19 of 22 multi-jurisdictional drug task forces in Illinois (*Map 1*). The three other drug task forces receive the majority of their funding through the Illinois State Police.

*Table 1* indicates the amount of federal funds allocated by the ICJIA to ECITG from federal fiscal year (FFY) 2007 to 2011. During the past five FFYs, the award amount has remained relatively stable at approximately \$139,000.

**Table 1**  
**ECITF grant totals**

<b>Federal fiscal year</b>	<b>Grant amount</b>
2007	\$134,692
2008	\$139,563
2009	\$136,975
2010	\$139,670
2011	\$139,670



# Drug arrest trends

## Drug offenses in Illinois

The majority of drug offenses in Illinois are violations of either the *Cannabis Control Act* [720 ILCS 550], which prohibits the possession, sale and cultivation of marijuana, or the *Controlled Substances Act* [720 ILCS 570], which prohibits the possession, sale, distribution or manufacture of all other drugs deemed to have a high potential for abuse, including cocaine, hallucinogens, and opiates. Other Illinois laws to fight drug-related activity include the *Hypodermic Syringes and Needles Act* [720 ILCS 635], which prohibits the possession or sale of hypodermic instruments, and the *Drug Paraphernalia Control Act* [720 ILCS 600/3], which prohibits the possession, sale, or delivery of drug paraphernalia.

Violations of the *Illinois Controlled Substances Act* are considered to be the most serious, since they are mostly classified under Illinois law as felonies due to the dangerous nature of the drugs involved. Felony offenses carry prison sentences of one year or more. The majority of cannabis and drug paraphernalia offenses encountered by police, on the other hand, tend to be classified under Illinois law as misdemeanors, which typically carry jail terms of less than a year.

## Drug data sources

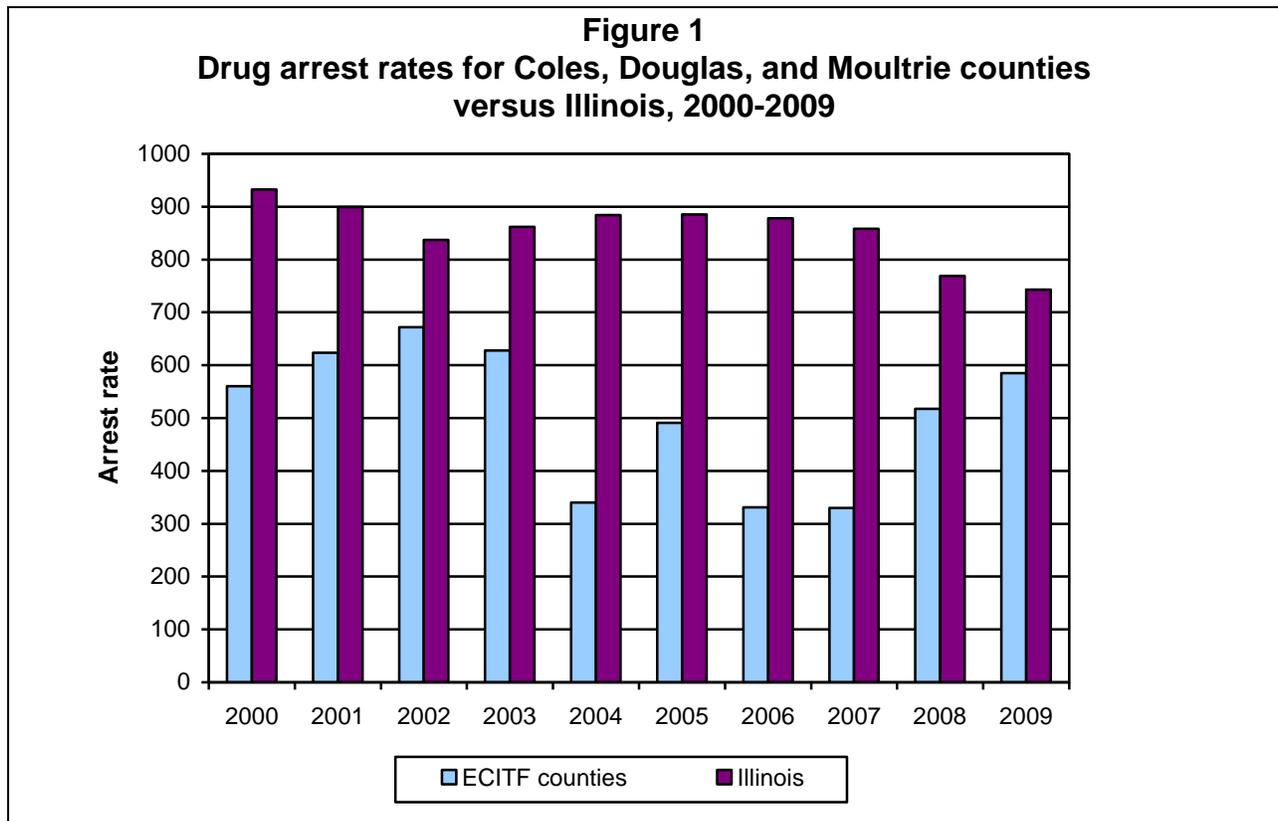
Two sources of drug arrest data are presented in this section: 1) quarterly data reports for the period 2002-2011 submitted by East Central Illinois Task Force (ECITF) to the ICJIA as a grant requirement; and 2) drug arrest statistics for 2002-2011 derived from criminal history record information (CHRI) submitted by law enforcement agencies in Coles, Douglas, and Moultrie counties to the Illinois State Police at the time of arrest, including those made by both ECITF and non-ECITF officers.

Through a cooperative agreement with the Illinois State Police (ISP), the ICJIA has established an in-house computer linkage to certain elements of the state's Criminal History Record Information (CHRI) System, which is the central repository for offenders' arrest and conviction history. The ICJIA is able to derive statistical information on arrests for specific charges and agencies from these data which are directly comparable to arrests reported by ECITF. The CHRI data were used to obtain the number of drug arrest for all law enforcement agencies in Coles, Douglas, and Moultrie counties from 2002-2011, from which ECITF arrests could be subtracted to create non-MEG comparative drug arrest statistics.

Subclasses of drug arrests, for example, felonies versus misdemeanors, cannabis versus controlled substance, delivery versus possession, and detailed offense classes may not add up to the broader drug arrest totals due to reporting omissions and inconsistencies.

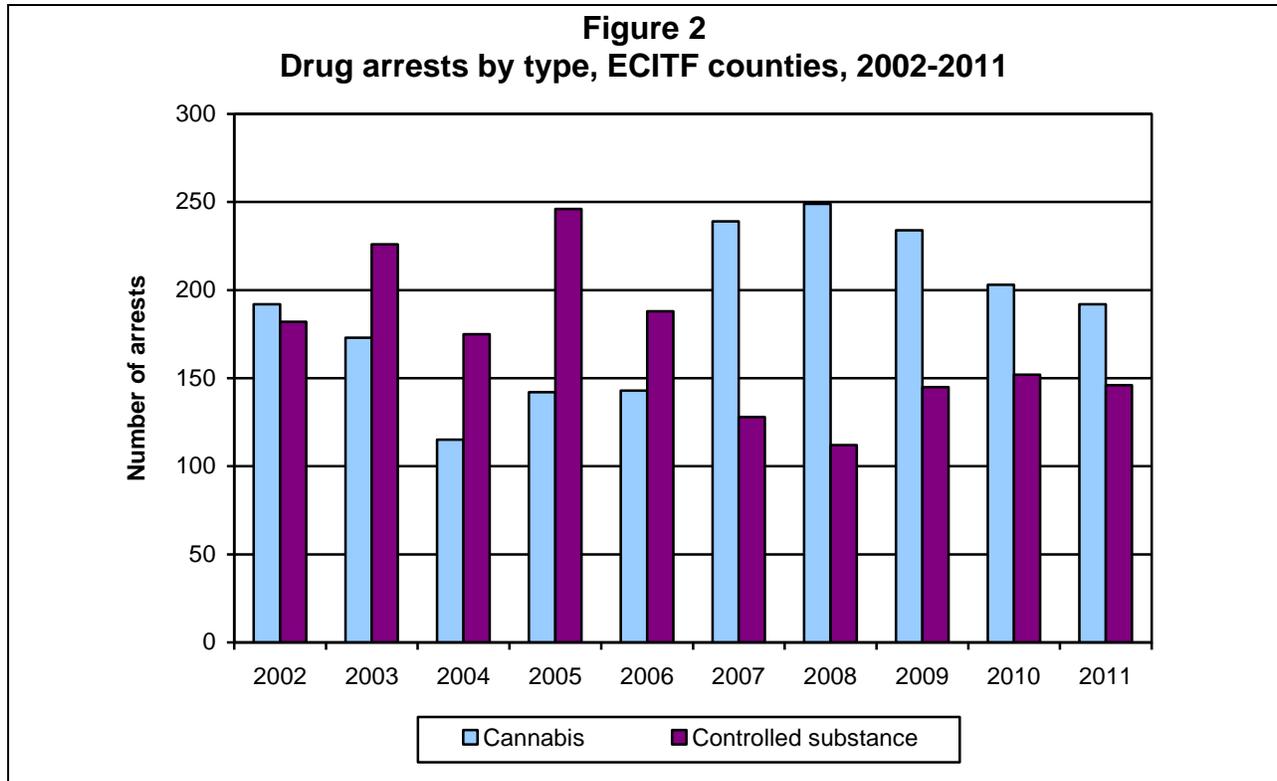
## Drug arrests

From 2000 to 2009, the drug arrest rate for Illinois decreased 20 percent from 932 arrests per 100,000 population to 743 arrests per 100,000. During the same time period, the drug arrest rate for Coles, Douglas, and Moultrie counties increased four percent, from 560 arrests per 100,000 population to 585 arrests per 100,000 population (*Figure 1*).



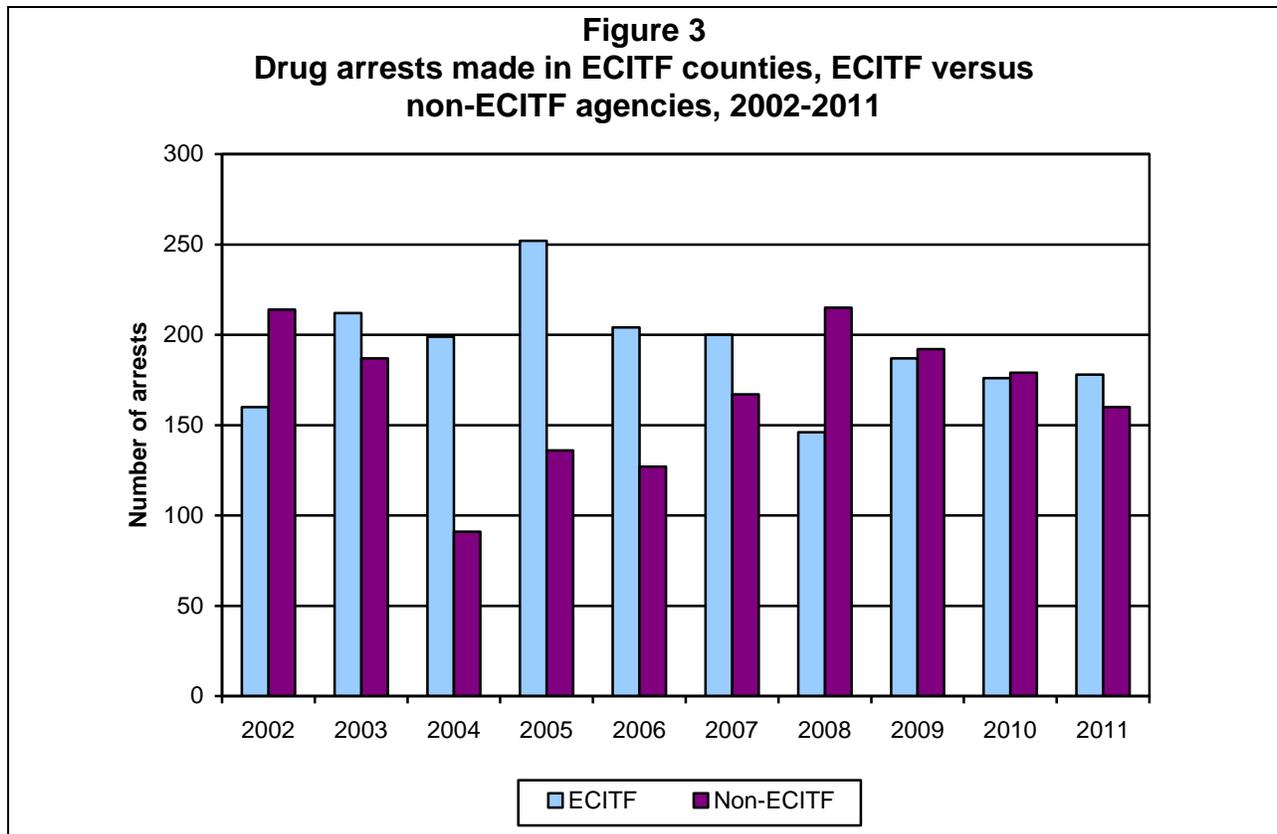
Source: Illinois State Police

From 2002 to 2011, the number of drug arrests for cannabis and controlled substances reported in the CHRI data in Coles, Douglas, and Moultrie counties decreased. This includes arrests made by all law enforcement officers—both ECITF and non-ECITF. Violations of cannabis accounted for more drug arrests in the county in the past five years than violations of controlled substance. *Figure 2* depicts the drug arrests by type in Coles, Douglas, and Moultrie counties from 2002 to 2011. The number of cannabis drug arrests in these counties remained stable at 192 in 2002 and 2011, and the number of controlled substance arrests decreased from 182 in 2002 to 146 in 2011.



Source: CHRI data as interpreted by ICJIA

Using CHRI data, it was possible to isolate non-ECITF drug arrests by subtracting drug arrests reported by ECITF from the total arrests in CHRI for Coles, Douglas, and Moultrie counties, as both appear in CHRI through the fingerprinting process at booking. *Figure 3* shows the number of drug arrests made each year by ECITF officers and non-ECITF agencies from 2002 to 2011. In ECITF counties the number of drug arrests made by non-ECITF agencies decreased from 214 in 2002 to 160 arrests in 2011. The number of drug arrests made by ECITF shows an increase from 160 arrests in 2002 to 178 arrests in 2011.

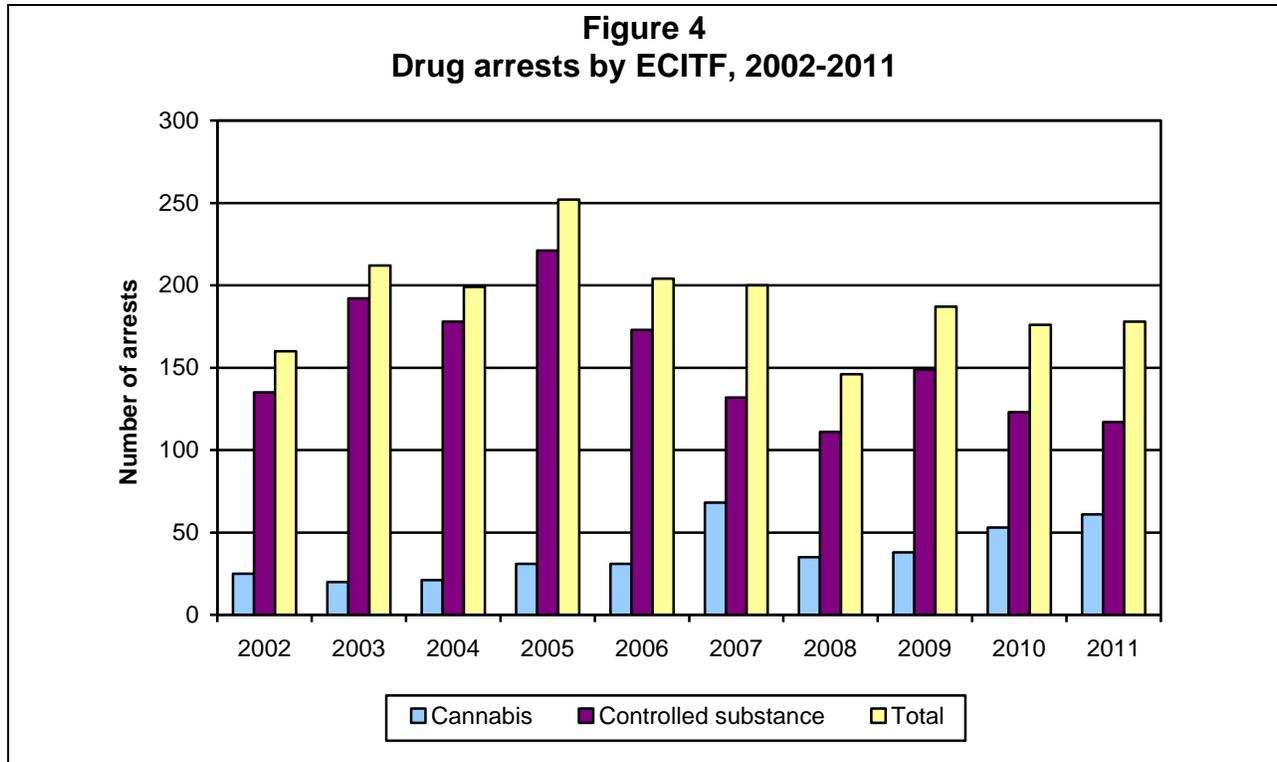


Source: CHRI data as interpreted by ICJIA; ECITF data reports submitted to ICJIA

In 2011, there were 198 felony drug arrests made in Coles, Douglas, and Moultrie counties. ECITF reported that they made 167 felony drug arrests in 2011. Assuming that the majority, if not all, of ECITF arrests were made within Coles, Douglas, and Moultrie counties, then 82 percent, were made by ECITF. ECITF also made approximately 8 percent or 11 of the 139, misdemeanor arrests in Coles, Douglas, and Moultrie counties. In total, then, the 10 officers assigned to ECITF—eight from local agencies and two ISP officers—made 178 drug arrests or approximately 18 drug arrests per officer. In Coles, Douglas, and Moultrie counties, the 182 full time sworn officers made approximately 160 drug arrests or slightly less than one arrest per officer<sup>2</sup>.

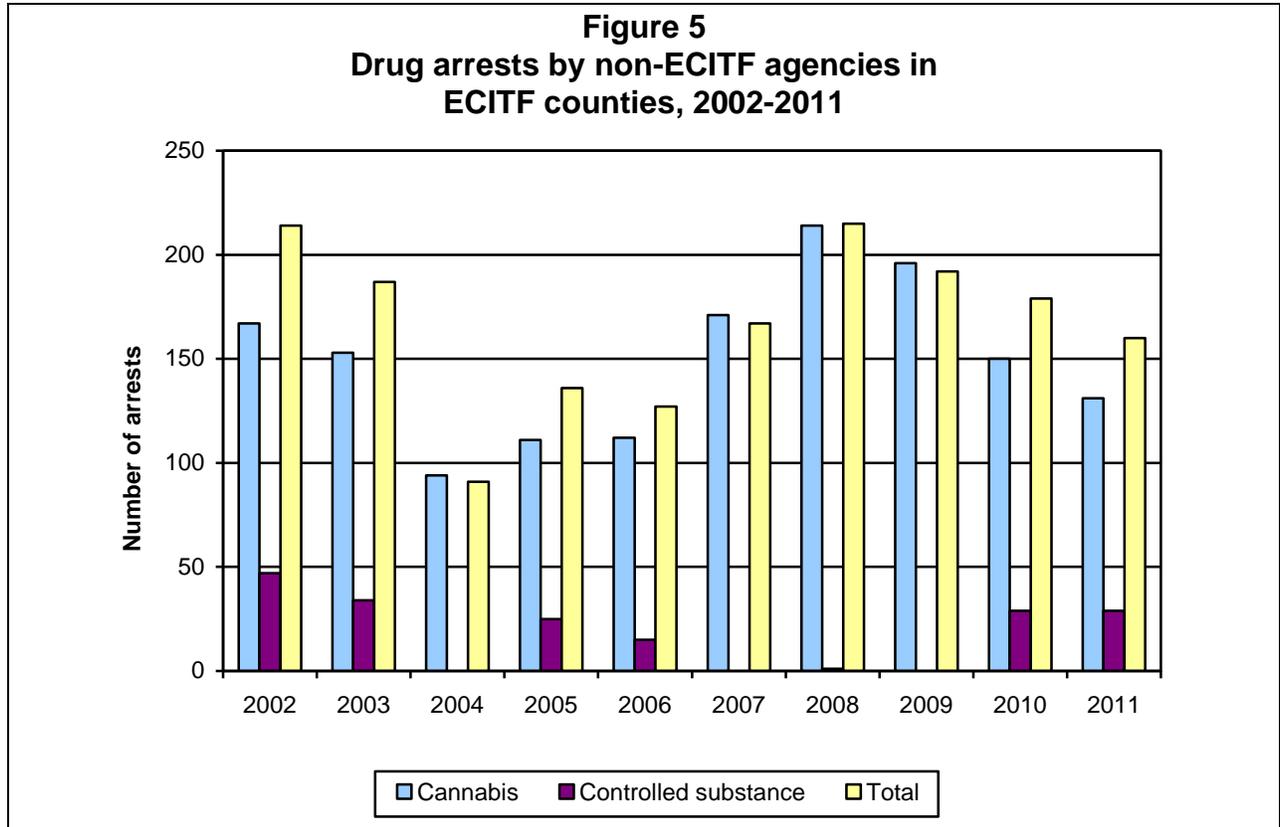
<sup>2</sup> Please note that the main focus of ECITF officers is drug arrests. Non-task force law enforcement officers within Coles, Douglas and Moultrie counties handle all criminal cases and arrests within the county and are not focused solely on drug cases.

From 2002 to 2011, the number of cannabis and controlled substances arrests made by ECITF and reported to the ICJIA increased 11 percent, from 160 to 178. Violations of the *Controlled Substances Act* accounted for more drug arrests made by ECITF throughout the period analyzed than violations of the *Cannabis Control Act*. From 2002 to 2011, arrests for violations of the *Controlled Substances Act* decreased, from 135 to 117, while the number of ECITF arrests for violations of the *Cannabis Control Act* increased, from 25 to 61 (*Figure 4*).



Source: ECITF data reports to the ICJIA

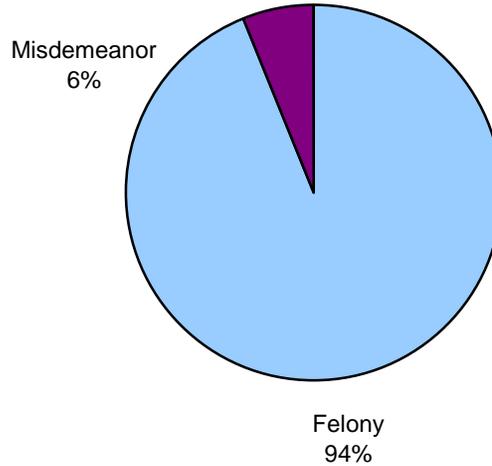
Figure 5 presents the number of cannabis and controlled substances arrests made by non-ECITF agencies in ECITF counties during the period 2002 to 2011. From 2002 to 2011, the number of cannabis and controlled substances arrests made by non-ECITF agencies decreased 25 percent from 214 to 160. Violations of the *Cannabis Control Act* consistently accounted for more drug arrests made by non-ECITF agencies throughout the period analyzed than violations of the *Controlled Substance Act*. From 2002 to 2011, arrests for violations of the *Cannabis Control Act* decreased from 167 to 131, while the number of non-ECITF agency arrests for violations of the *Controlled Substances Act* decreased from 47 to 29.



Source: CHRI data as interpreted by ICJIA

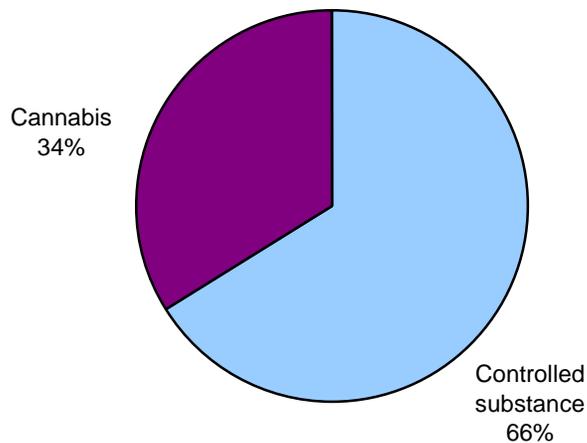
In 2011, 66 percent of the drug arrests made by ECITF were for violations of the *Controlled Substances Act*, compared to 84 percent in 2002. In 2011, 94 percent of drug arrests made by ECITF were felonies, while 6 percent were misdemeanor arrests (*Figure 6* and *Figure 7*).

**Figure 6**  
**Percent of ECITF arrests in ECITF counties**  
**by offense type, 2011**



Source: ECITF data reports to the ICJIA

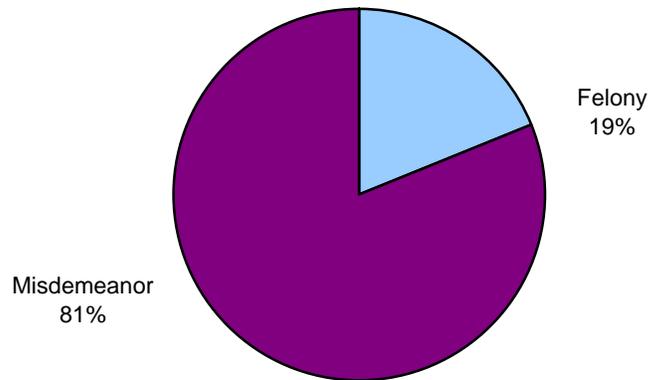
**Figure 7**  
**Percent of ECITF arrests in ECITF counties**  
**by violation type, 2011**



Source: ECITF data reports to the ICJIA

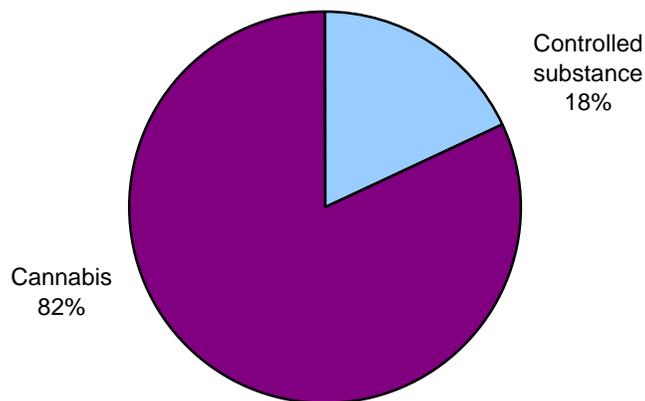
In contrast to ECITF drug arrests, approximately 19 percent of drug arrests made by non-ECITF agencies in ECITF counties in 2011 were felonies and approximately 81 percent were misdemeanor arrests. In 2011, 82 percent of the drug arrests made by non-ECITF agencies were for violations of the *Cannabis Control Act* (Figure 8 and 9).

**Figure 8**  
**Percent of non-ECITF arrests in ECITF counties by offense type, 2011**



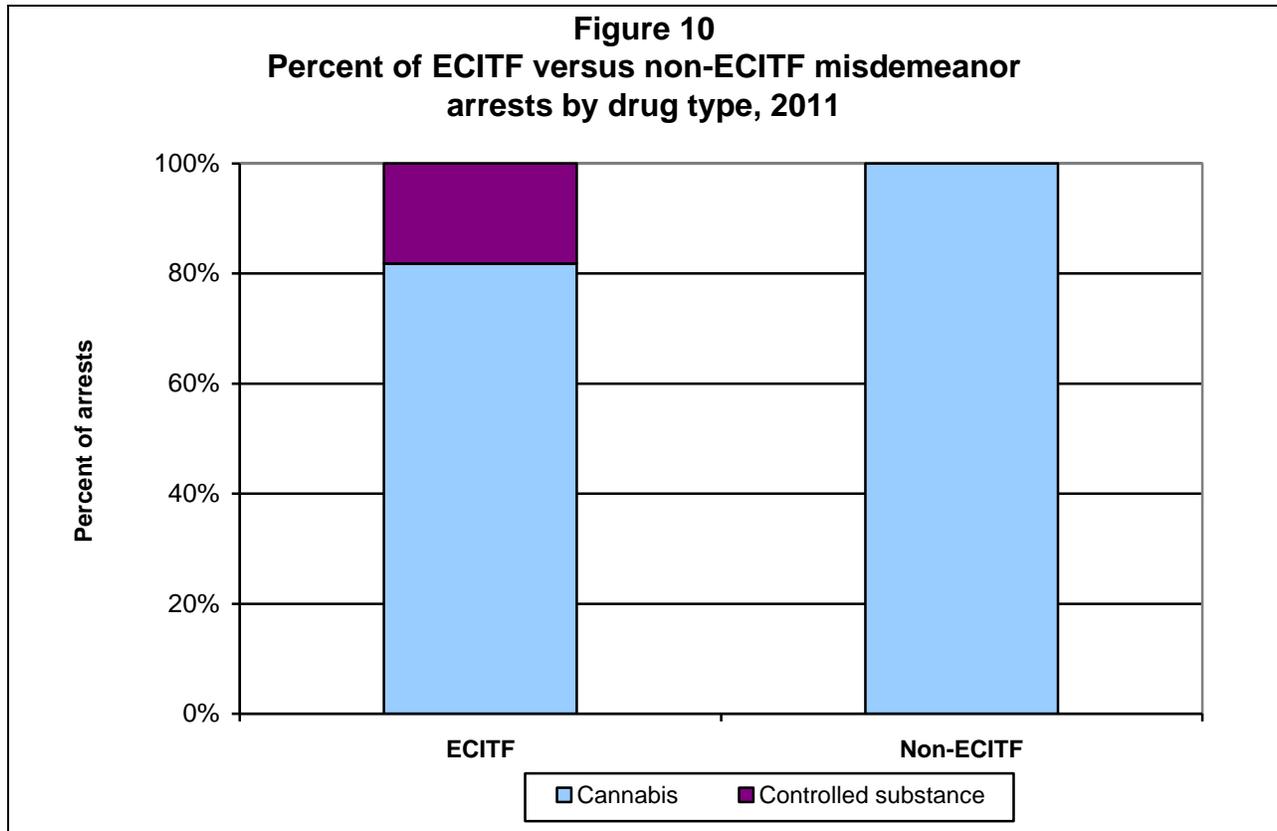
Source: CHRI data as interpreted by ICJIA

**Figure 9**  
**Percent of non-ECITF arrests in ECITF counties by violation type, 2011**



Source: CHRI data as interpreted by ICJIA

In 2011, ECITF made 11 misdemeanor arrests. Of those arrests, 82 percent were for violations of the *Cannabis Control Act*. During the same time period, non-ECITF agencies made 128 misdemeanor arrests, with 100 percent being for violations of the *Cannabis Control Act* (Figure 10).



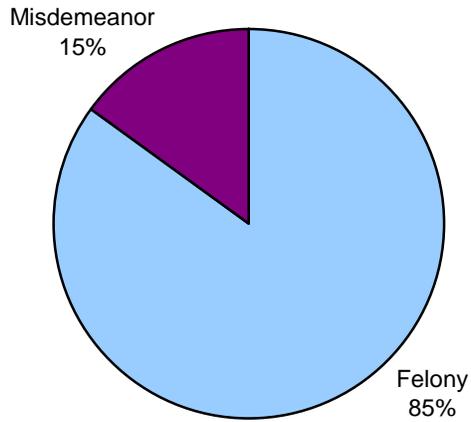
Source: CHRI data as interpreted by ICJIA; ECITF data reports to ICJIA

### Cannabis arrests by class of offense

As seen in *Figure 2*, cannabis arrests in Coles, Douglas, and Moultrie counties (for both ECITF and non-ECITF agencies) accounted for a large proportion of all drug arrests made each year from 2002 to 2011. As previously stated, more of the offenses under the *Cannabis Control Act* are classified as misdemeanor offenses. Therefore, it would be expected that a majority of cannabis arrests would be misdemeanors.

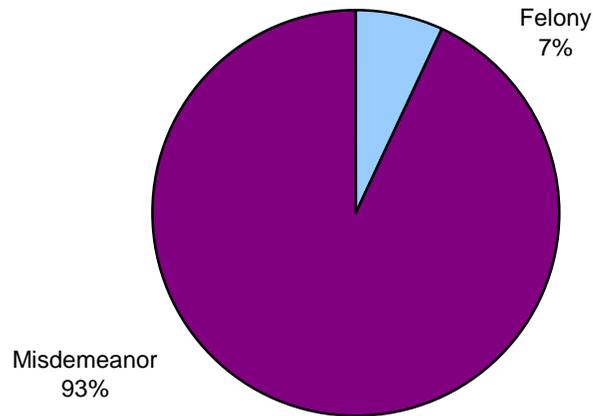
In 2011, 85 percent of the cannabis arrests made by ECITF were felony arrests compared to 7 percent for non-ECITF agencies. In contrast, nearly all non-ECITF cannabis arrests were for misdemeanors (*Figure 11 and 12*).

**Figure 11**  
**ECITF cannabis arrests by class, 2011**



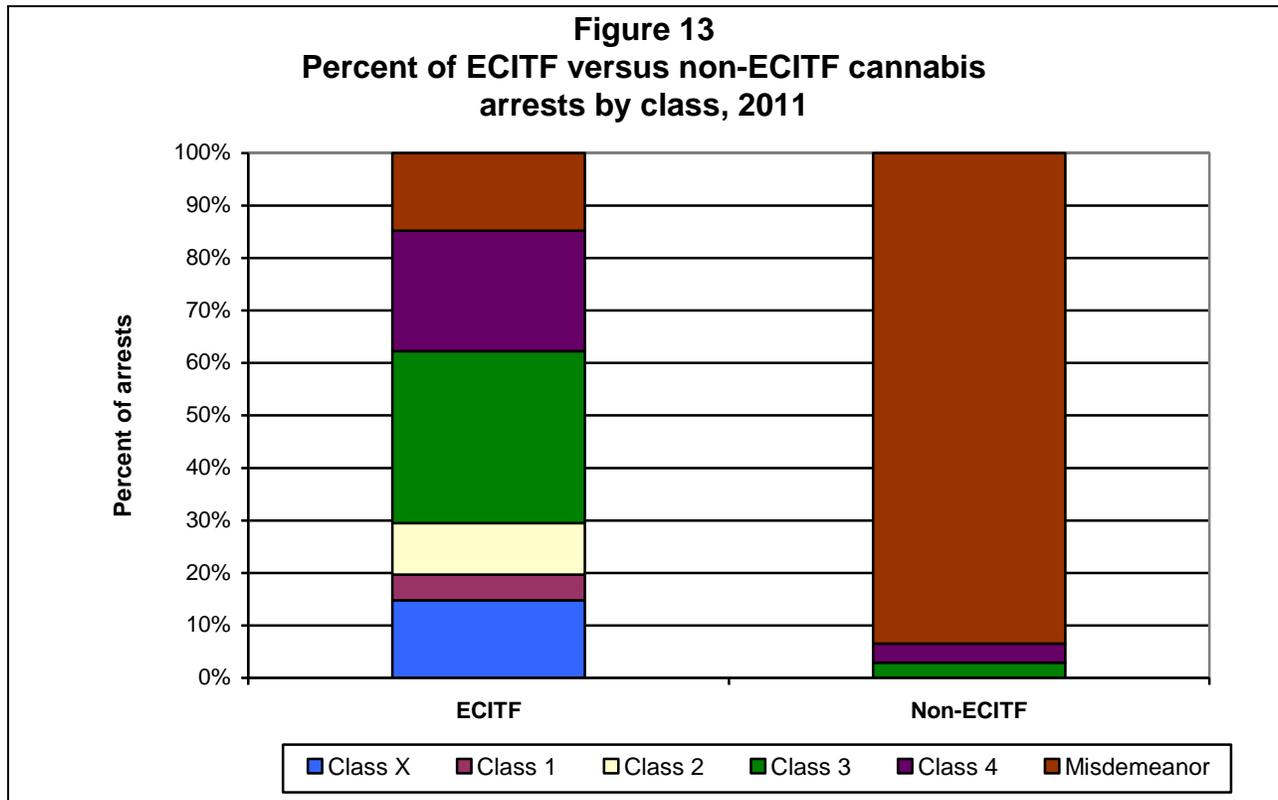
Source: ECITF data reports to the ICJIA

**Figure 12**  
**Non-ECITF cannabis arrests by class, 2011**



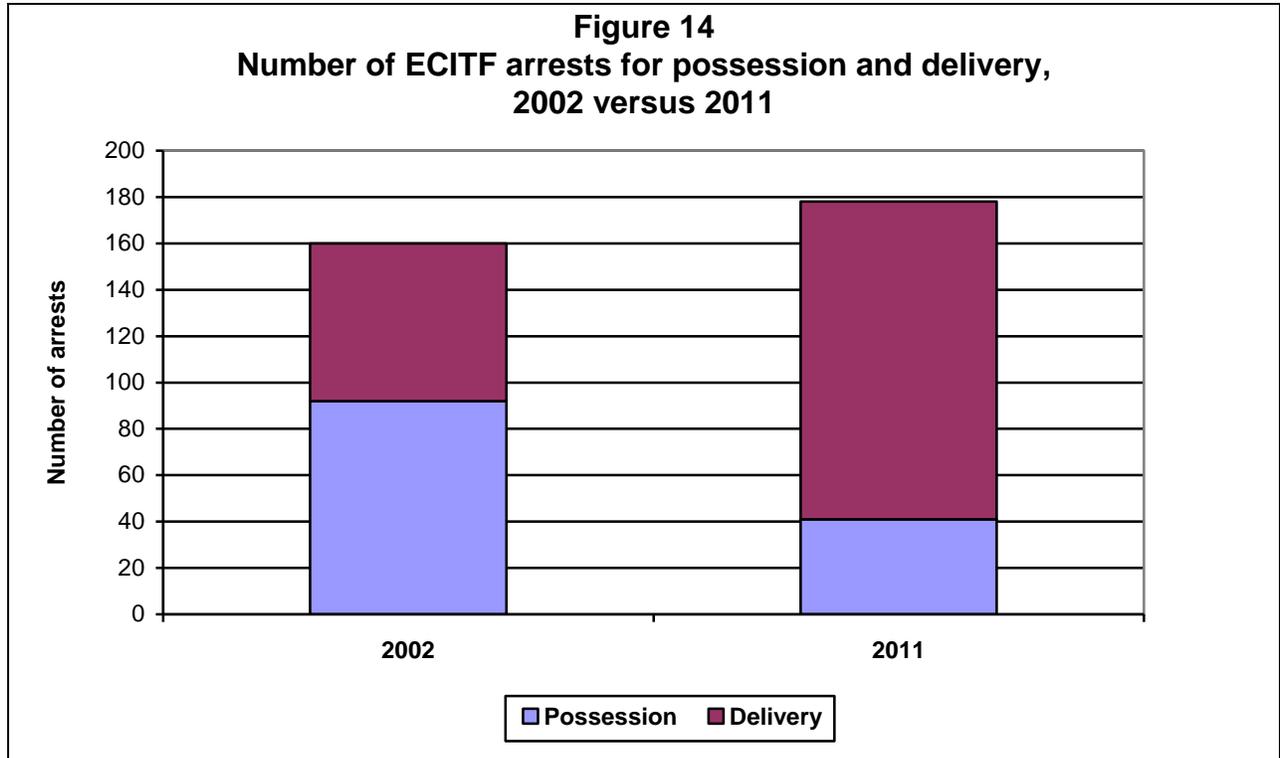
Source: CHRI data as interpreted by ICJIA

Figure 13 shows the number of cannabis arrests by class for both ECITF and non-ECITF agencies in 2011. Eighty-five percent of the cannabis arrests made by ECITF were for felonies, compared to 7 percent of arrests made by non-ECITF agencies. Most felony arrests by ECITF were for Class 3 felonies. Felony arrests by non-ECITF agencies were for Class 4 or Class 3 felonies. However, as indicated earlier, felony arrests were very infrequent for non-ECITF agencies. Approximately 15 percent of ECITF cannabis arrests were for a Class X felony.



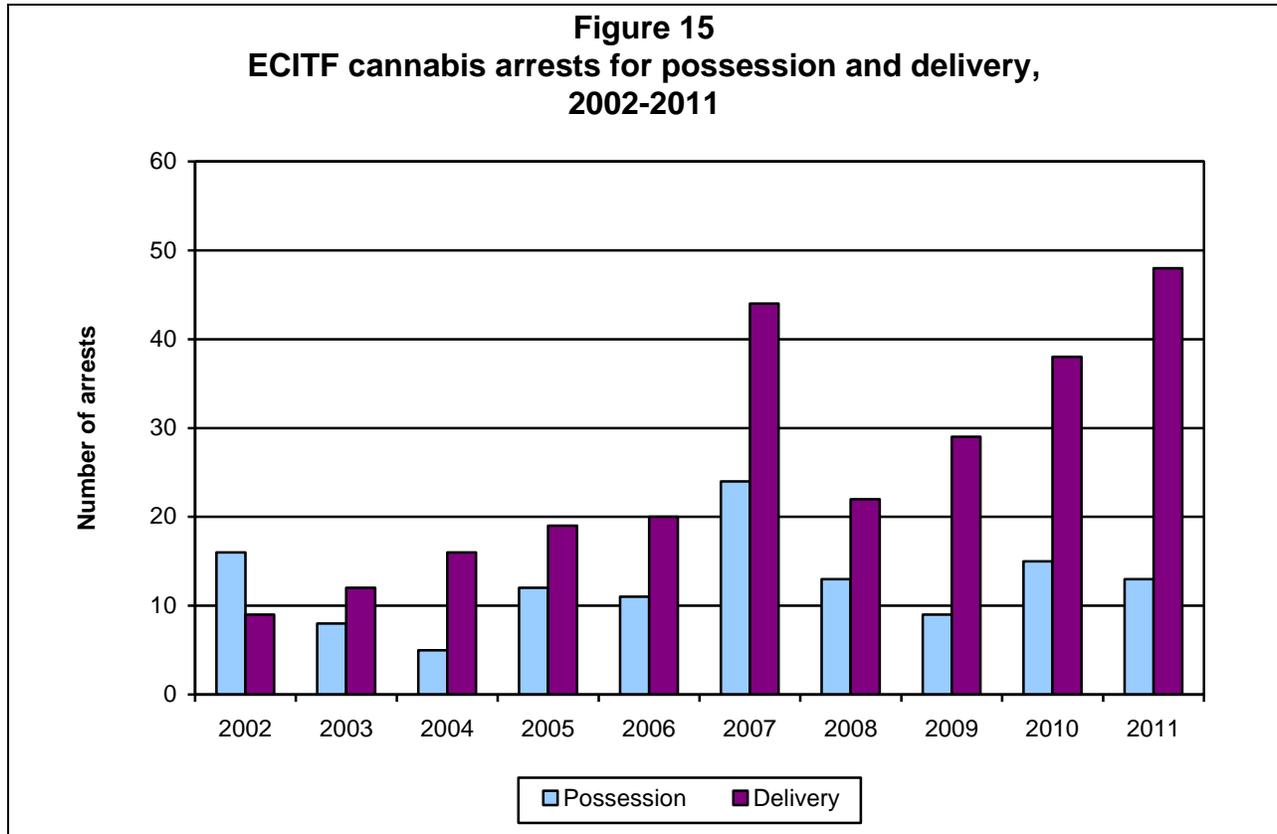
Source: ECITF data reports to the ICJIA; CHRI data as interpreted by ICJIA

Between 2002 and 2011, the number of drug delivery arrests made by ECITF increased from 68 to 137 (*Figure 14*). Arrests for drug delivery accounted for nearly 55 percent of all drug arrests made by ECITF between 2002 and 2011.



Source: ECITF data reports to the ICJIA

During the period analyzed, delivery of cannabis accounted for 67 percent of all arrests for violations of the *Cannabis Control Act* (Figure 15). In 2011, 13 arrests were made by ECITF for possession of cannabis compared to 48 arrests for delivery of cannabis in 2011 compared to 9 arrests for delivery of cannabis in 2002.



Source: ECITF data reports to the ICJIA

## Cannabis drug seizures

Drugs seized by law enforcement agencies are another indicator of the extent and nature of illegal drug trade in a jurisdiction. This section will look at the quantities of drugs seized by ECITF and reported to the ICJIA. ECITF data include total quantities of all drugs seized.

When illegal drugs are seized by law enforcement agencies, all or a portion of the total amount seized is submitted to a crime lab for analysis. Most agencies submit drugs to one of the Illinois State Police (ISP) crime labs. Depending on the location of the arrest and the type of arrest (i.e. local vs. federal), law enforcement agencies also submit drugs to the DuPage County Sheriff’s Office Crime Laboratory, the DEA crime laboratory, private laboratories, or local police departments. Currently the only statewide data available on drug seizures is from the ISP crime lab, which represents the quantities of seized drugs that were submitted to ISP for analysis. It is due to these limitations that only the drug seizures made by ECITF will be discussed in this section and therefore comparisons cannot be made.

The primary factors influencing the amount of drugs seized are the number of officers assigned to the unit and type of investigations which are undertaken. Although experienced narcotics agents enhance the successful outcome of the unit's investigations, without sufficient manpower the ability to initiate and sustain successful investigations is greatly diminished. The state of the economy has placed many federal, state, county and local law enforcement agencies at reduced staffing levels. This in turn has required some agencies to reassign their officer(s) from the unit back to the parent agency thereby depleting available manpower in the unit. A traditional undercover investigation may develop into a conspiracy investigation which is time and labor intensive. A lack of manpower coupled with a time and labor intensive investigation translates into less time available for developing new investigations, conducting proactive enforcement details and undercover drug purchases.

Changes in drug trends also play a role in the type and quantity of seizures. An increase in new forms of designer drugs such as synthetic cannabis and bath salts, as well as quicker production methods of methamphetamine, requires a learning period for the agents. Agents then direct their efforts towards this new emerging community threat at the expense of time spent on traditional drug investigations. Spiked increases in these emerging drugs will skew seizures from previous years. Agents must constantly balance immediate community drug threats with investigations which attack the source of supply to the community. The availability of traditional drugs such as cocaine, crack, cannabis and heroin fluctuate with the supply chain. If an investigation in a community has sent members of a drug distribution network to prison, then a noticeable disruption in that particular drug is observed, even if for a brief period. Finally, seizure numbers may be lopsided if an investigation leads to a source of supply with an unusually large amount of contraband being seized during transportation or storage. (R. Bodemer, personal communication, January 25, 2011)

County-level cannabis, cocaine, crack, methamphetamine, and heroin seizure rates for Illinois' 102 counties based on ISP crime lab data are provided in the appendices of this report.

## Cannabis seizures

The quantity of cannabis seized by ECITF fluctuated greatly between 2002 and 2011. In 2009, ECITF seized nearly 350,000 grams of cannabis and in 2011 ECITF seized over 50,000 grams of cannabis (*Table 2*). Cannabis accounted for an average of 56 percent of the total drug seizures made by ECITF from 2002 to 2011.

**Table 2**  
**Cannabis seized by ECITF, 2002-2011**

<b>Year</b>	<b>Amount seized in grams</b>
2002	6,803
2003	29,938
2004	8,067
2005	10,864
2006	2,045
2007	26,669
2008	10,808
2009	346,249
2010	42,488
2011	52,889

Source: ECITF data reports to the ICJIA

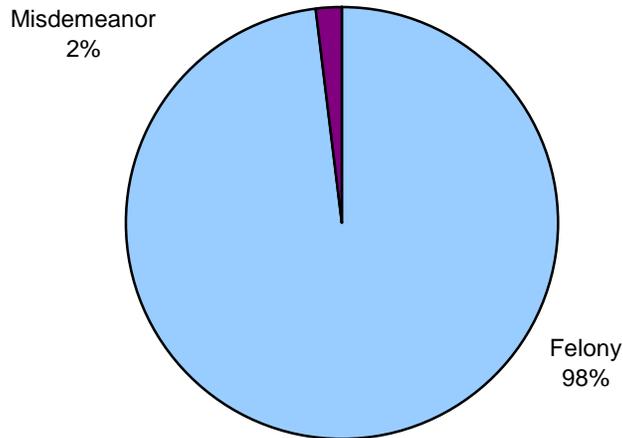
## Controlled substance arrests

In Coles, Douglas, and Moultrie counties, based on CHRI data, arrests for violations of Illinois' *Controlled Substances Act* decreased 20 percent between 2002 and 2011, from 182 to 146 arrests.

ECITF arrests for violations of the *Controlled Substances Act* decreased 13 percent from 135 to 117 arrests during that time. In 2011, the 117 arrests for controlled substance violations accounted for 66 percent of all drug arrests reported to the ICJIA by the unit.

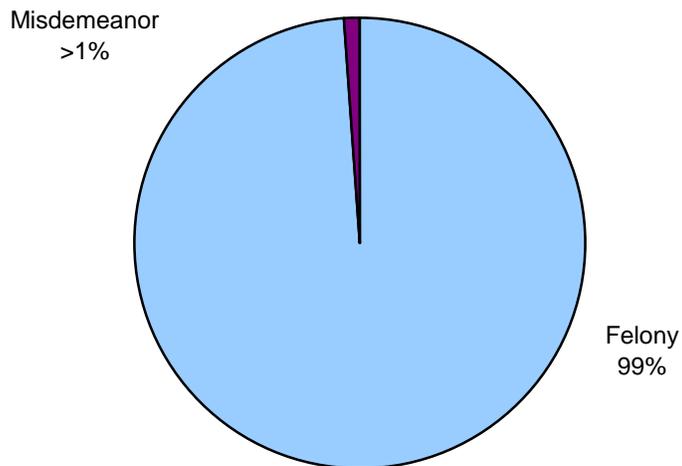
Approximately 98 percent of controlled substance arrests made by ECITF were felony arrests, as well as nearly 100 percent of non-ECITF controlled substance arrests in 2011 (*Figure 16 and 17*).

**Figure 16**  
**ECITF controlled substance arrests by class, 2011**



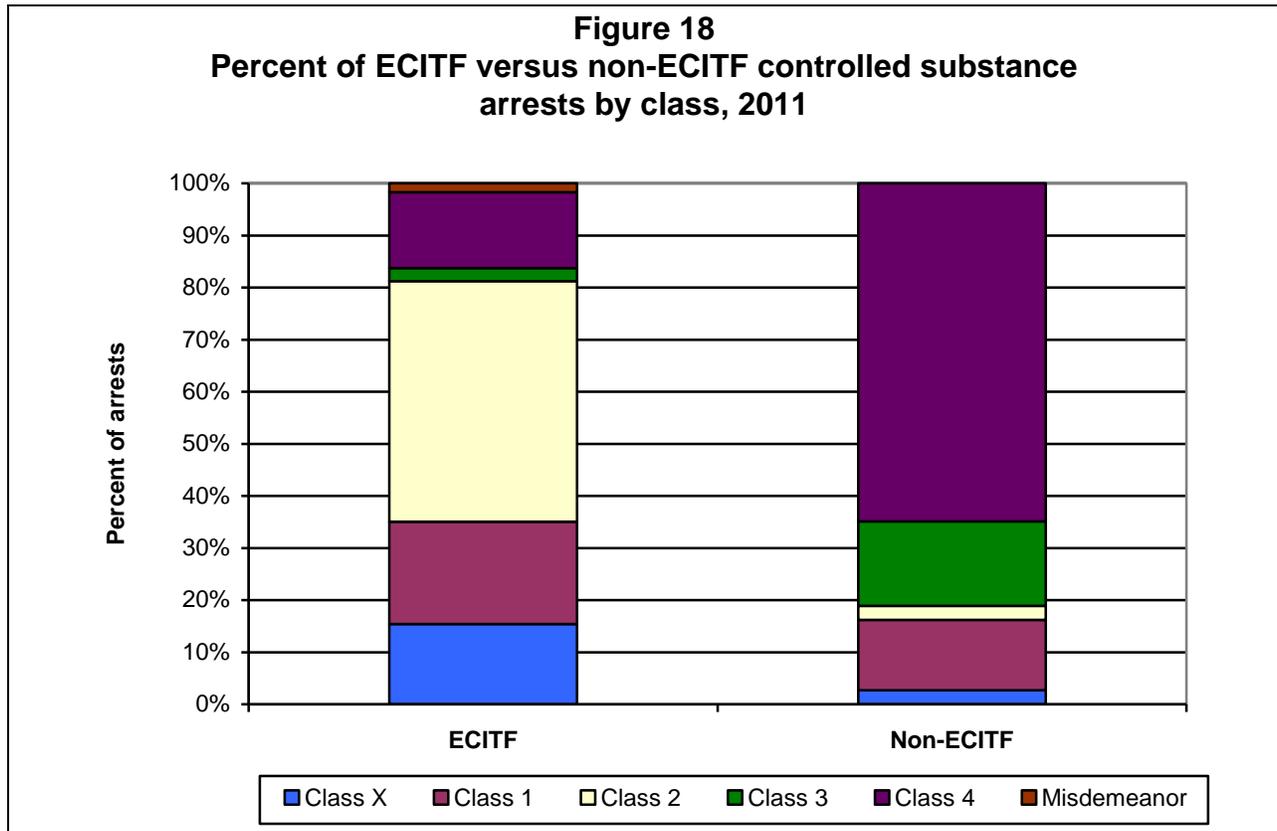
Source: ECITF data reports to the ICJIA

**Figure 17**  
**Non-ECITF controlled substance arrests by class, 2011**



Source: CHRI data as interpreted by ICJIA

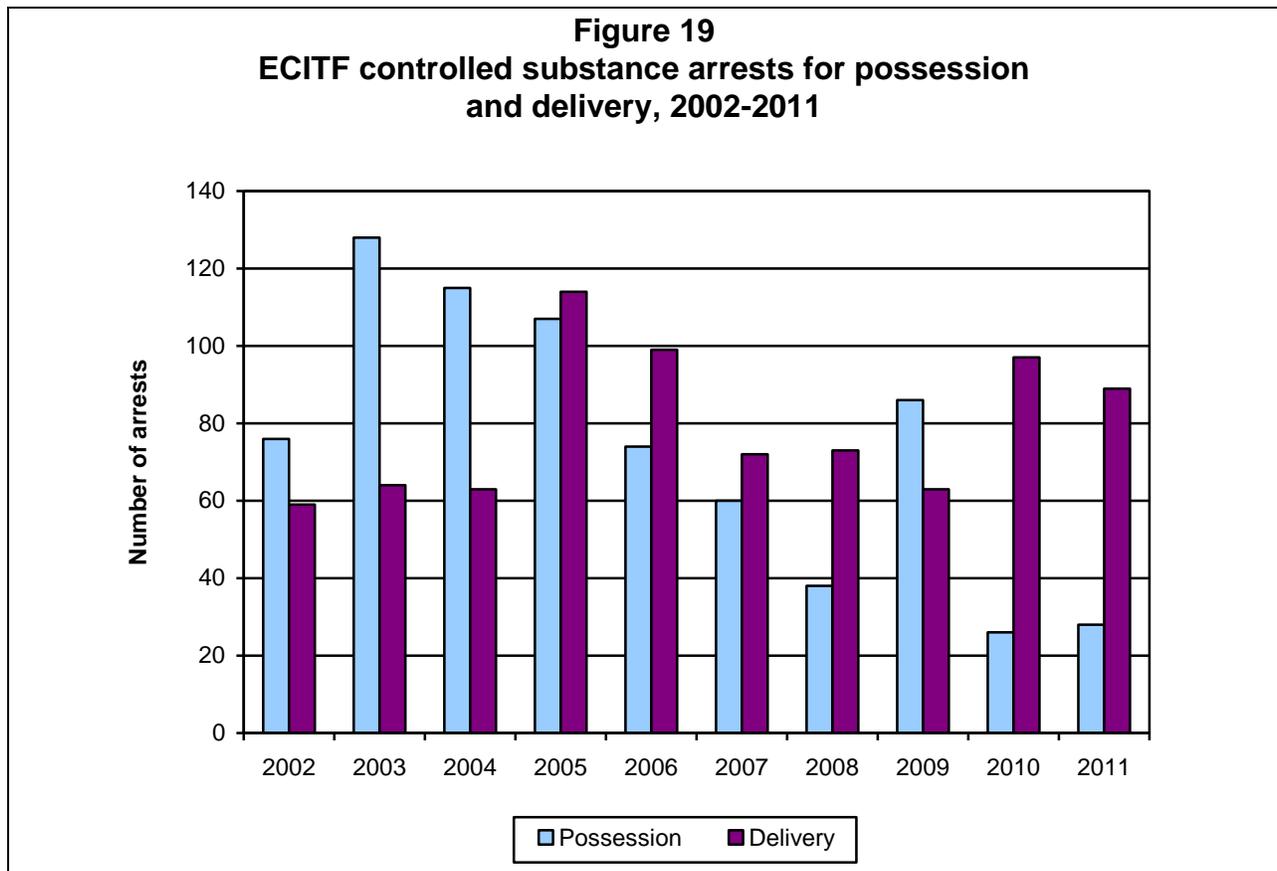
Figure 18 shows the number of controlled substance arrests by class for both ECITF and non-ECITF agencies in 2011. Approximately 15 percent of ECITF controlled substance arrests were for Class X felonies. Also, approximately 20 percent of the controlled substance arrests made by ECITF were for Class 1 felonies and 46 percent were for Class 2 felonies. The majority, nearly 70 percent, of controlled substance arrests by non-ECITF agencies were for Class 4 felonies.



Source: CHRI data as interpreted by ICJIA; ECITF data reports to ICJIA

## ECITF drug arrests by type

As indicated previously, the majority of all drug arrests reported by ECITF were for delivery and possession with intent to deliver controlled substances. Between 2002 and 2011, the number of controlled substance drug delivery arrests made by ECITF increased from 59 to 89. During the same period, arrests for drug delivery accounted for nearly 55 percent of all drug arrests made by ECITF between 2002 and 2011. Arrests for delivery of controlled substances accounted for 52 percent of the total number of arrests made for violations of the *Controlled Substance Act* (Figure 19).



Source: ECITF data reports to the ICJIA

## Cocaine seizures

Between 2002 and 2011, ECITF seized nearly 40,000 grams of cocaine (*Table 3*). ECITF seized over 35,000 grams of cocaine in both 2003 and over 2,000 grams in 2007. This is in comparison to a low seizure of 80 grams in 2008.

During the period analyzed, powder cocaine, rather than crack cocaine, accounted for nearly all cocaine seized by ECITF and the region covered by ECITF (98 percent).

**Table 3**  
**Cocaine\* seized by ECITF, 2002-2011**

<b>Year</b>	<b>Amount seized in grams</b>
2002	1,210
2003	35,483
2004	142
2005	342
2006	194
2007	2,350
2008	80
2009	206
2010	218
2011	393

\*Includes both powder and crack cocaine seizures  
Source: ECITF data reports to the ICJIA

## Methamphetamine and heroin seizures

In May 2005, the Illinois State Police created six regionally located methamphetamine response teams (MRT). These units were created specifically to target meth-related crimes with MRT personnel taking the lead on meth cases, including investigation and meth lab deconstruction and decontamination.

ECITF seized 181,743 grams of methamphetamine between 2002 and 2011, including over 58,000 grams in 2004 and nearly 6,000 grams in the past 4 years. ECITF also seized over 11,000 grams of prescription drugs between 2002 and 2011. In regards to prescription drugs, over the past three years ECITF has seized 594 grams in 2009, 473 grams in 2010, and 358 grams in 2011. The amounts all of other controlled substance seizures are small relative to cocaine seizures.

# Trends in prosecutions for drug offenses and all felonies

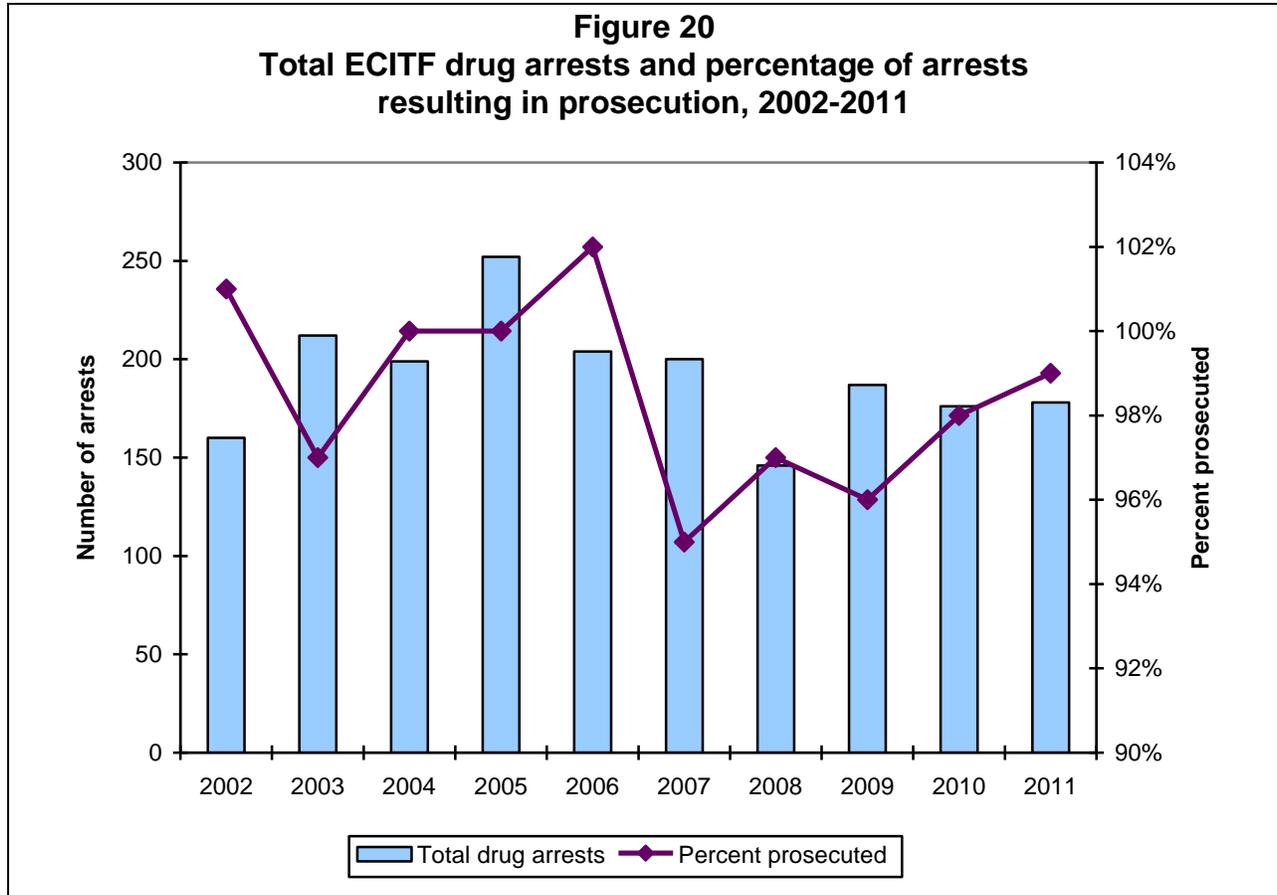
## Drug prosecutions

Between 2002 and 2011, 1,885 drug prosecutions were initiated as a result of ECITF arrests in Coles, Douglas, and Moultrie counties. A prosecution occurs after a prosecutor files charges against a defendant in court following an arrest. However, not all arrests result in a prosecution. A prosecutor may not file charges due to insufficient evidence or because the defendant was offered a deferred prosecution diversion. In addition, prosecution decisions may vary according to prosecutor practices in each county, which affects the number of prosecutions and ultimately the number of convictions.

The Illinois Criminal Justice Information Authority (ICJIA) funds prosecution units in some, but not all, MEG/TF counties. These drug prosecution units work directly with drug task forces to handle their complex cases and high caseloads. These units develop drug cases, prosecute offenders, and conduct forfeitures. In FY10, there were eight drug prosecution units funded by the ICJIA working with drug task forces in Illinois. Seven counties had a designated drug prosecution unit—Cook, DuPage, Kane, Lake, McHenry, St. Clair, and Will. In addition, the State’s Attorney’s Appellate Prosecutor provided attorneys to assist in prosecuting drug cases in 11 counties: Champaign, Jefferson, Kankakee, Macon, Madison, McLean, Peoria, Rock Island, Sangamon, Tazewell, and Winnebago.

Between 2002 and 2011, ECITF drug arrests increased, from 160 in 2002 to 178 in 2011 (*Figure 20*). During that time period, 98 percent of all drug arrests by ECITF resulted in prosecution. Seventy-seven percent of ECITF drug offender prosecutions during that time period were for violations of the *Controlled Substance Act*.

In some years, data shows the percentage of prosecutions exceeded 100 percent of arrests. This is due to differences in the timing of an arrest and the filing of charges being reported by the unit.



Source: ECITF data reports to the ICJIA

## Drug convictions

Between 2002 and 2011, 87 percent of the 1,885 drug offenders prosecuted as a result of ECITF activity were convicted (n=1,636). Convictions for controlled substances accounted for 80 percent of all ECITF initiated prosecutions during the period analyzed. Due to the time lapse between an arrest and subsequent prosecution, the number of prosecutions and convictions during a year does not directly reflect the number of arrests during the same year. Convictions may also be impacted by various drug diversion programs for which certain defendants may be eligible. Illinois also has “710” and “1410” probation, which are two types of first offender probation specifically for drug offenders. Unlike other probation offenses, the convictions may be eligible to be expunged. Data from ECITF is currently the only readily available information on drug convictions.

Using CHRI data, it was possible to isolate non-ECITF convictions by subtracting drug convictions reported by ECITF from the total drug convictions in CHRI for Coles, Douglas, and Moultrie counties, as both appear in CHRI. In 2011, there were 75 drug convictions in Coles, Douglas, and Moultrie counties. CHRI data shows that in 2011 there were 27 *Cannabis Control Act* convictions and 48 *Controlled Substance Act* convictions in Coles, Douglas and Moultrie counties. ECITF data reports to the ICJIA show that there were 116 task force drug convictions, with 32 convictions of the *Cannabis Control Act* and 84 convictions of the *Controlled Substance Act*.<sup>3</sup>

---

<sup>3</sup>Discrepancies in conviction information between task force data reports and CHRI data may be the result of several factors. There may be difficulties with the reporting of county-wide court disposition information by circuit court clerks into the CHRI system. At the same time, this task force may face difficulties in obtaining conviction data from the courts specifically on their cases without a dedicated prosecution unit to reliably track that conviction data on their behalf.

# Drug offender sentencing trends

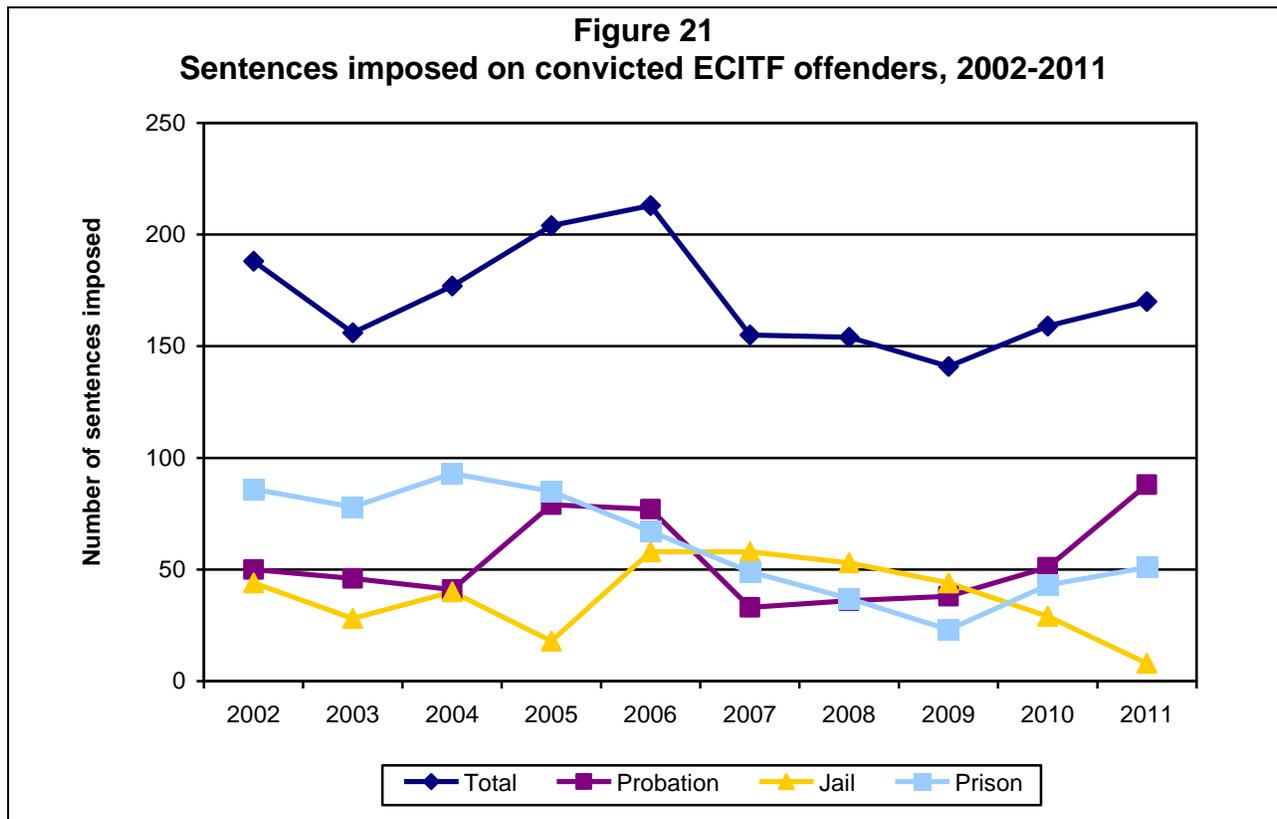
Under Illinois law, those convicted of most Class 1, 2, 3, and 4 felonies can be sentenced to a period of probation, periodic imprisonment, conditional discharge, imprisonment, a fine, restitution to the victim, and/or participation in an impact incarceration program. A fine or restitution cannot be the only disposition for a felony, and must be imposed only in conjunction with another disposition. When sentencing options exist for a judge a number of factors may influence the type and length of sentence imposed. These include the severity of the crime, the offender's criminal and social history, and the safety of the community.

## Drug sentences

According to the data reports provided by ECITF, between 2002 and 2011, the number of ECITF drug offenders convicted and sentenced for their offenses decreased, from 188 to 170.

According to ECITF data reports to the ICJIA, between 2002 and 2011 the number of convicted ECITF drug offenders sentenced to prison decreased from 86 to 51. The number also decreased for offenders sentenced to county jail (which could include jail in combination with probation), from 44 to 8. The number of convicted ECITF drug offenders sentenced to probation increased from 50 to 88 (Figure 21). In 2011, 23 drug offenders had a sentence of “other”.

In 2011, probation sentences were most common among convicted ECITF drug offenders (52 percent), followed by prison sentences (30 percent), and ‘other’ sentences (14 percent). “Other” sentences consisted of sentences to conditional discharge, supervision, drug court and fines. Jail sentences accounted for 4 percent of the total drug offender sentences.

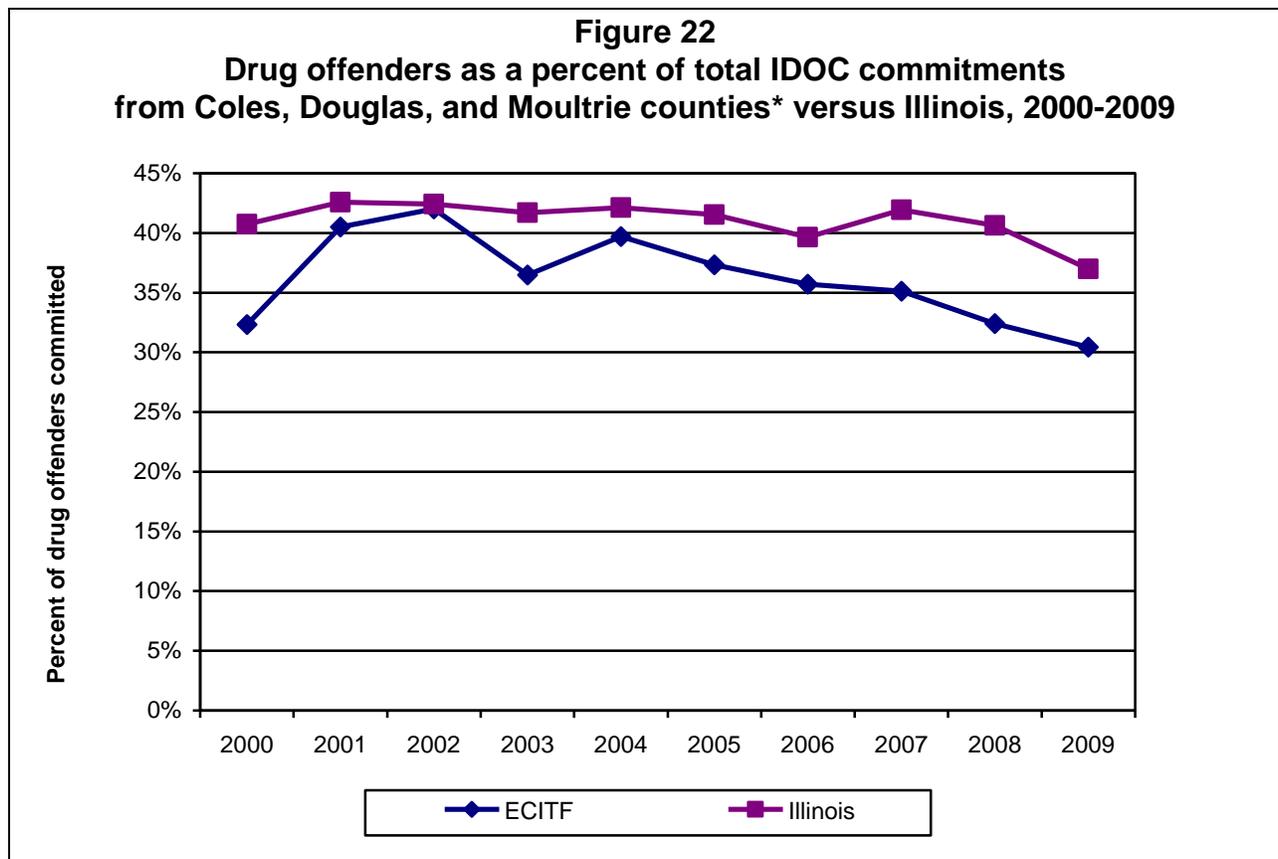


Source: ECITF data reports to the ICJIA

## Sentences to corrections

According to the Illinois Department of corrections (IDOC), between state fiscal years<sup>4</sup> 2000 and 2009, the number of new court commitments to corrections for drug arrests made by Coles, Douglas, and Moultrie counties local law enforcement agencies and ECITF combined increased 53 percent, from 32 to 49. The number of drug offender commitments resulting from ECITF arrests decreased, from 46 to 43 between 2001 and 2010<sup>5</sup>.

Statewide, the percentage of total new court commitments to IDOC accounted for by drug offenders remained relatively stable. However, drug offenders accounted for a slightly decreasing percentage of adults convicted and sentenced to IDOC from Coles, Douglas, and Moultrie counties. In 2000, drug offenses accounted for 32 percent of all Coles, Douglas, and Moultrie counties-related commitments to IDOC, compared to 30 percent in 2009 (*Figure 22*).



\*Includes ECITF and non-ECITF offenders  
Source: Illinois Department of Corrections

<sup>4</sup> Some state data are collected by state fiscal year. State fiscal years begin July 1 and end the following June 30. For example, state fiscal year 2000 covers July 1, 1999 to June 30, 2000.

<sup>5</sup> While total prison sentences are obtained from IDOC data, those resulting from ECITF arrests are obtained from ECITF data reports.

## **Drug sentences to corrections by offense class**

The offense class for drug sentences to corrections in Coles, Douglas, and Moultrie counties (which includes offenders arrested by ECITF) also was examined. Class 1 felonies accounted for the largest proportion (30 percent) of sentences to IDOC for drug offenses during the period studied, followed by Class 4 felonies (26 percent), Class 2 felonies (23 percent), Class X felonies (14 percent) and Class 3 felonies (7 percent). Jail data is not currently available by offense type.

Between 2001 and 2010, the number of Class 1 felony sentences in ECITF counties increased from 15 to 20, while Class 4 felony sentences decreased from 22 to 6. Class 2 felony sentences increased from five to 18 and Class 3 felony sentences rose slightly from 3 to 7. The number of Class X felonies decreased, from 14 to 7, during the same period.

## **Drug sentences to corrections by sentence length**

An offender can be sentenced for a Class 4 felony to a period of incarceration from one to three years in the Illinois Department of Corrections (IDOC). The incarceration length for a Class 3 felony is two to five years and a Class 2 felony is three to seven years in IDOC. The length of incarceration in IDOC for a Class 1 felony is four to 15 years. A person who pleads guilty to or is found guilty of a Class X felony can be sentenced to a minimum of 6, 9, 12, or 15 years depending on the amount of the drug, and a maximum of 30 years extendable in certain cases to 60 years.

According to IDOC, the average sentence length for Class 4 felony drug offenders has slightly increased, from 1.8 to 1.9 years. The average sentence length for Class X felony drug offenders decreased from 8.9 to 8.8 years. Average sentence length for Class 3 felony drug offenders in Illinois increased, from 2.9 to 3.0 years. Class 2 felony drug offender average sentence lengths increased from 4.0 to 4.2 years and Class 1 drug offender average sentence length increased from 5.1 to 5.5 years.

# Survey of MEGs and task forces

Although the distribution of illegal drugs is difficult to measure precisely, data obtained from criminal justice sources can be helpful in estimating drug availability and prices. The ICJIA periodically conducts a survey of each MEG and task force in Illinois to gauge perceived availability and cost of drugs in their jurisdictions. The most recent survey was conducted in July 2009.

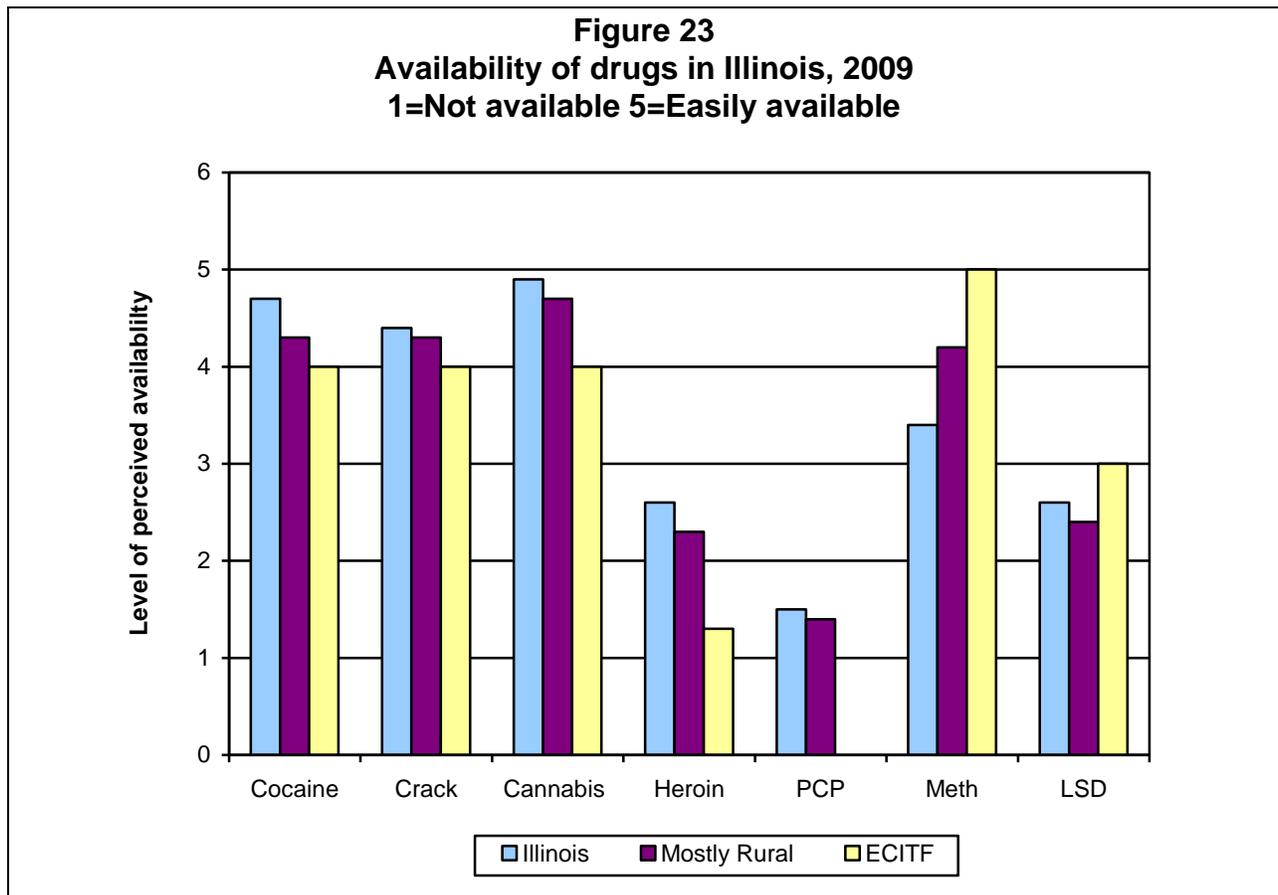
When applicable, responses from the 2000 survey and the most recent 2009 survey were compared. Results were analyzed by region. MEG and task force regions are classified as being either mostly urban, mostly rural, or mixed urban/rural, and were compared to similar units for purposes of this report.

## Availability of drugs

According to survey responses, cannabis, powder cocaine, and crack cocaine continued to be the most visible drugs on the street. These drugs were reported as readily available across nearly all regions analyzed.

The perceived availability of most drugs in 2009 was relatively unchanged from 2000 in the region covered by ECITF. The reported availability of cannabis and PCP decreased slightly in the region. In all MEGs and task forces in mostly rural regions similar to ECITF, the perceived availability of cannabis decreased slightly.

Methamphetamine was reported as moderately available across Illinois. ECITF reported that meth was easily available in this region, similar to the perceptions of other MEGs and task forces in mostly rural regions. Meth appeared to be more readily available in this region than other mostly rural areas. Heroin was reported as less readily available in the ECITF region than other regions (*Figure 23*).

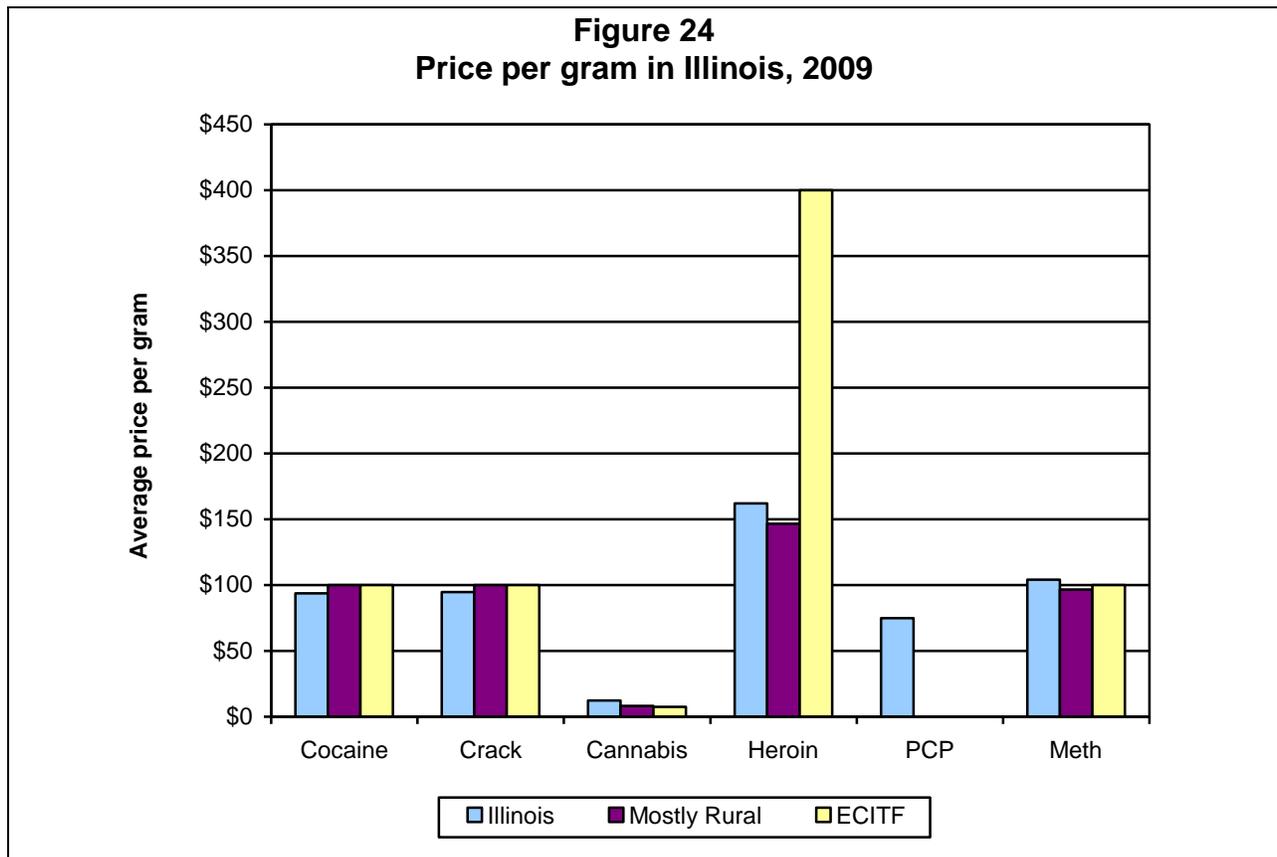


Source: Survey of Illinois MEGs and task forces

## The price of drugs

Another market indicator is drug price—a change in supply, demand and availability are a few of the forces that determine drug price. In the statewide survey of MEG and task force units, changes in the average price of all the drugs examined between 2000 and 2009 varied across regions. The reported 2009 average prices of cocaine, crack, cannabis, and methamphetamine were relatively similar statewide and in mostly rural regions.

There were changes in the average prices of cannabis and heroin in the region covered by ECITF. In 2009, MEGs and task forces reported the average price of cannabis was \$12 per gram statewide, \$8 per gram in mostly rural regions, and \$7 per gram in the ECITF region. The statewide average price of heroin decreased during the last decade from \$162 per gram and stayed relatively stable at \$146 in mostly rural regions. The price of heroin was reported as \$400 per gram in the region covered by ECITF whereas it was not reported in 2000 in the ECITF region. The average price of PCP was not reported for ECITF (*Figure 24*).



Source: ICJIA Survey of Illinois MEGs and task forces

# Conclusion

In 2010, ECITF consisted of 10 full-time officers from agencies in Coles, Douglas, and Moultrie counties, with eight of the officers assigned by participating agencies and two from the Illinois State Police.

From 2002 to 2011, the number of cannabis and controlled substances arrests made by ECITF and reported to the ICJIA increased, from 160 to 178 with violations of the *Controlled Substances Act* accounting for more drug arrests made by ECITF throughout the period analyzed than violations of the *Cannabis Control Act*. In comparison, from 2002 to 2011, the number of cannabis and controlled substances arrests made by non-ECITF agencies decreased from 167 to 131. Violations of the *Cannabis Control Act* consistently accounted for more drug arrests made by non-ECITF agencies throughout the period analyzed than violations of the *Controlled Substance Act*.

Between 2002 and 2011, the number of ECITF arrests for violations of the *Cannabis Control Act* increased from 25 to 61, while arrests for violations of the *Controlled Substances Act* decreased, from 135 to 117. In 2011, 66 percent of all drug arrests made by ECITF were for violations of the *Controlled Substances Act*.

The quantity of cannabis seized by ECITF fluctuated greatly between 2002 and 2011. ECITF also seized nearly 40,000 grams of cocaine between 2002 and 2011.

Between 2002 and 2011, 1,885 drug prosecutions were initiated as a result of ECITF arrests in Coles, Douglas, and Moultrie counties. During the period examined, the number of ECITF drug arrests increased, and 98 percent of all drug arrests by ECITF resulted in prosecution. Seventy-seven percent of ECITF drug offender prosecutions during this period were for violations of the *Controlled Substance Act*.

Using CHRI data, it was determined that in 2011 there were 75 drug convictions in Coles, Douglas, and Moultrie counties. CHRI data shows that in 2011 there were 27 *Cannabis Control Act* convictions and 48 *Controlled Substance Act* convictions in Coles, Douglas and Moultrie counties. ECITF data reports to the ICJIA show that there were 116 task force drug convictions, with 32 convictions of the *Cannabis Control Act* and 84 convictions of the *Controlled Substance Act*.

According to the data reports submitted to ICJIA, in 2011 the majority of ECITF drug offenders, were sentenced to probation (52 percent). This was followed by prison sentences (30 percent), and 'other' sentences (14 percent). 'Other' sentences consisted of sentences to conditional discharge, supervision, drug court and fines. Jail sentences accounted for 4 percent of the total drug offender sentences.

According to survey responses, cannabis, powder cocaine, crack cocaine, and methamphetamine continued to be the most visible drugs on the street and were reported to be readily available across nearly every region.

While ECITF reported that methamphetamine was more readily available in Coles, Douglas, and Moultrie counties, heroin appears to be less readily available in the counties.

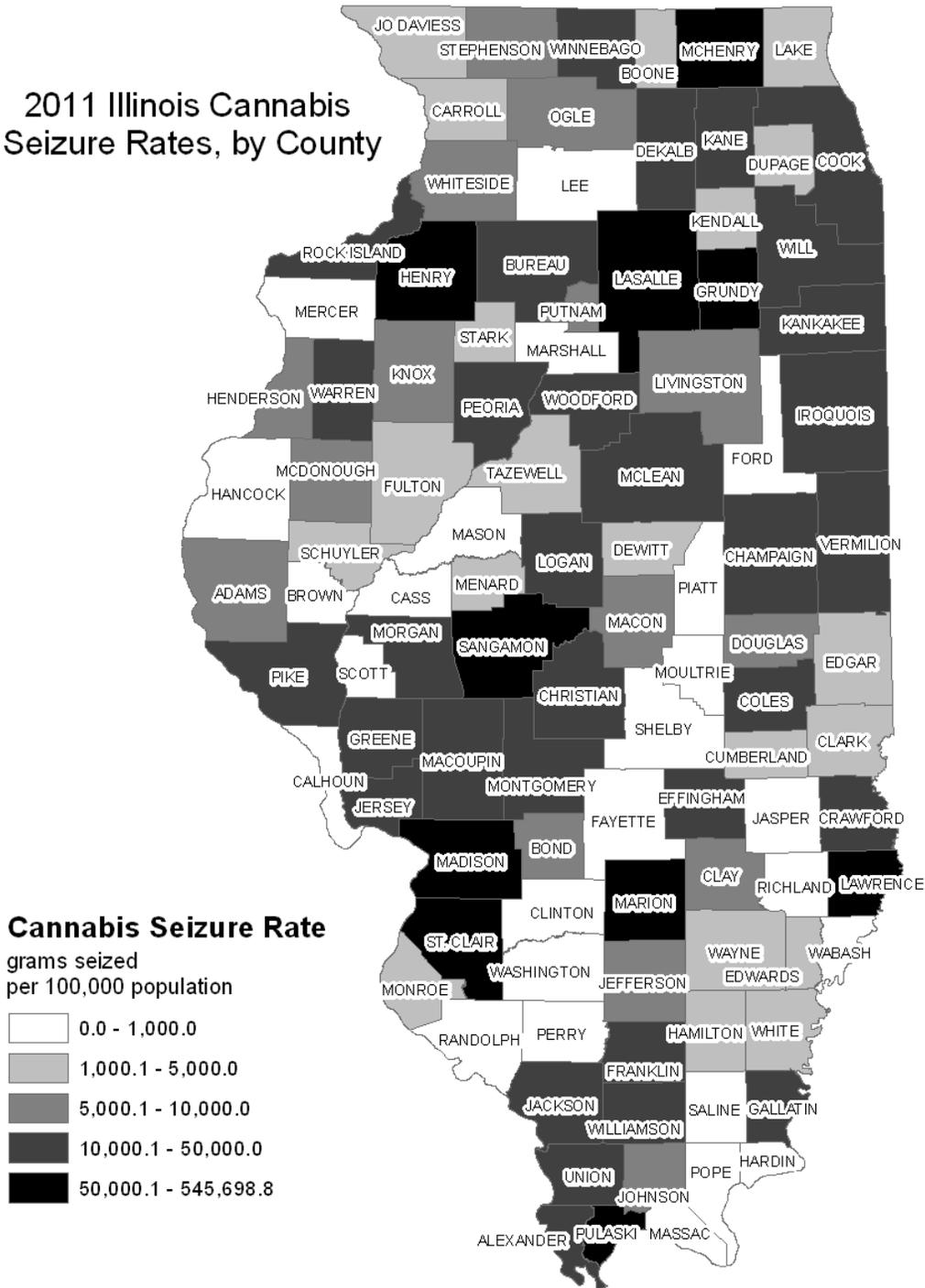
The reported 2009 average prices of cocaine, crack, cannabis, and methamphetamine were relatively consistent statewide and in mostly rural regions. Heroin had a much higher average price in the ECITF region than other regions.

# References

- Moore, M. (1990). Supply reduction and drug law enforcement. In Tonry, M. & Wilson (Eds.) *Drugs and Crime, Crime and Justice: A Review of Research*. Chicago, IL: University of Chicago Press.
- National Institute of Justice. (2003). Evaluating multi-jurisdictional drug enforcement task forces. *NIJ Journal*, 250, 40-42.
- Olson, D. E., Albertson, S., Brees, J., Cobb, A., Feliciano, L., Juergens, R., Ramker, G. F., & Bauer, R. (2002). *New approaches and techniques for examining and evaluating multi-jurisdictional drug task forces in Illinois*. Chicago, IL: Illinois Criminal Justice Information Authority.
- Olson, D. (2004). Specialized drug enforcement units: Strategies for local police departments. In Phillips, P.W. (Ed.), *Policing and Special Units*, (pp. 181–199). Upper Saddle River, NJ: Prentice Hall.
- Reichert, J. (2012). *Examining multi-jurisdictional drug task force operations in Illinois*. Chicago, IL: Illinois Criminal Justice Information Authority.
- Smith, B.W., Novak, K.J., Frank, J., & Travis III, L.F. (2000). Multi-jurisdictional drug task forces: An analysis of impacts. *Journal of Criminal Justice*, 28, 543-556.

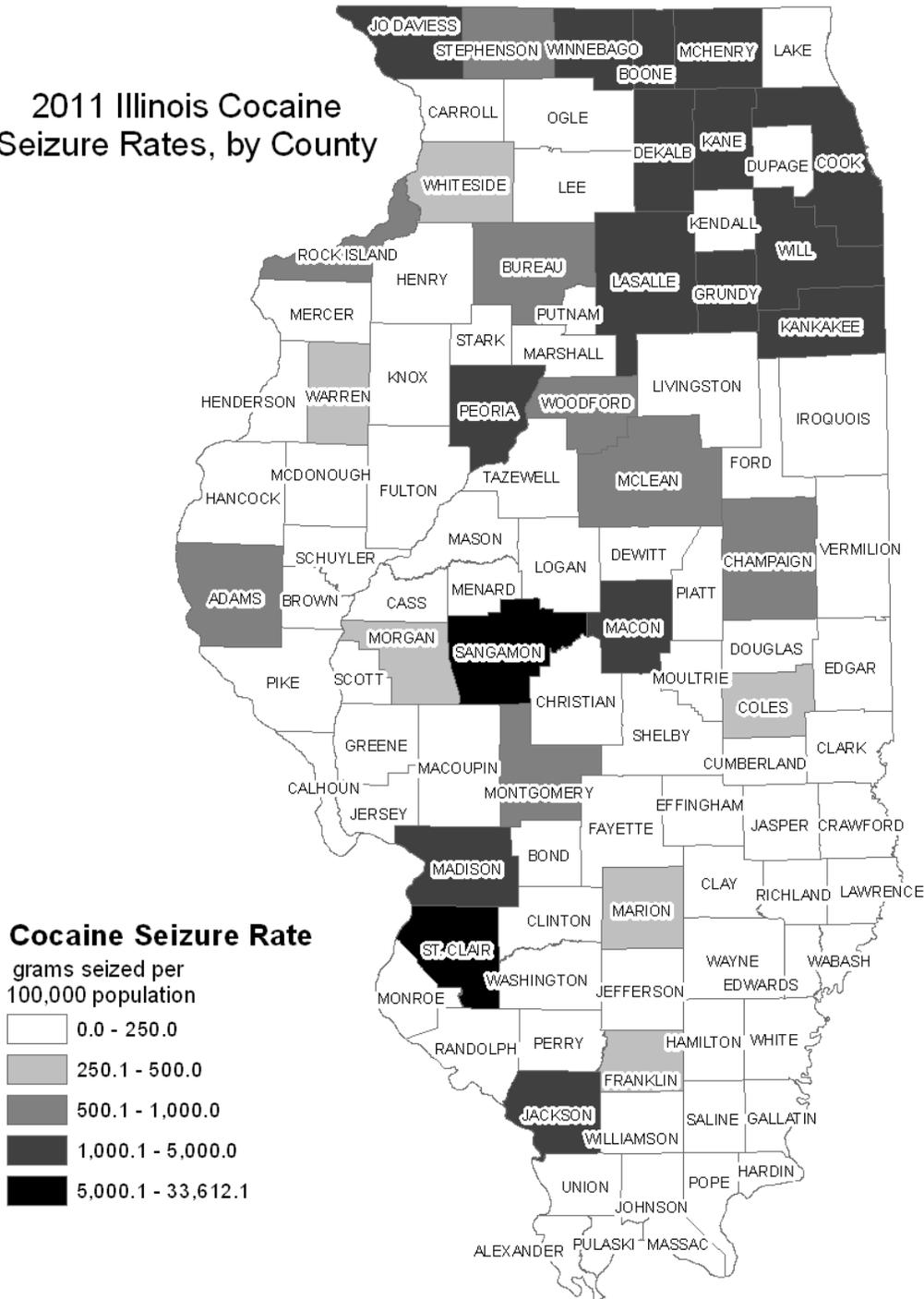
# Appendix A

2011 Illinois Cannabis Seizure Rates, by County



# Appendix B

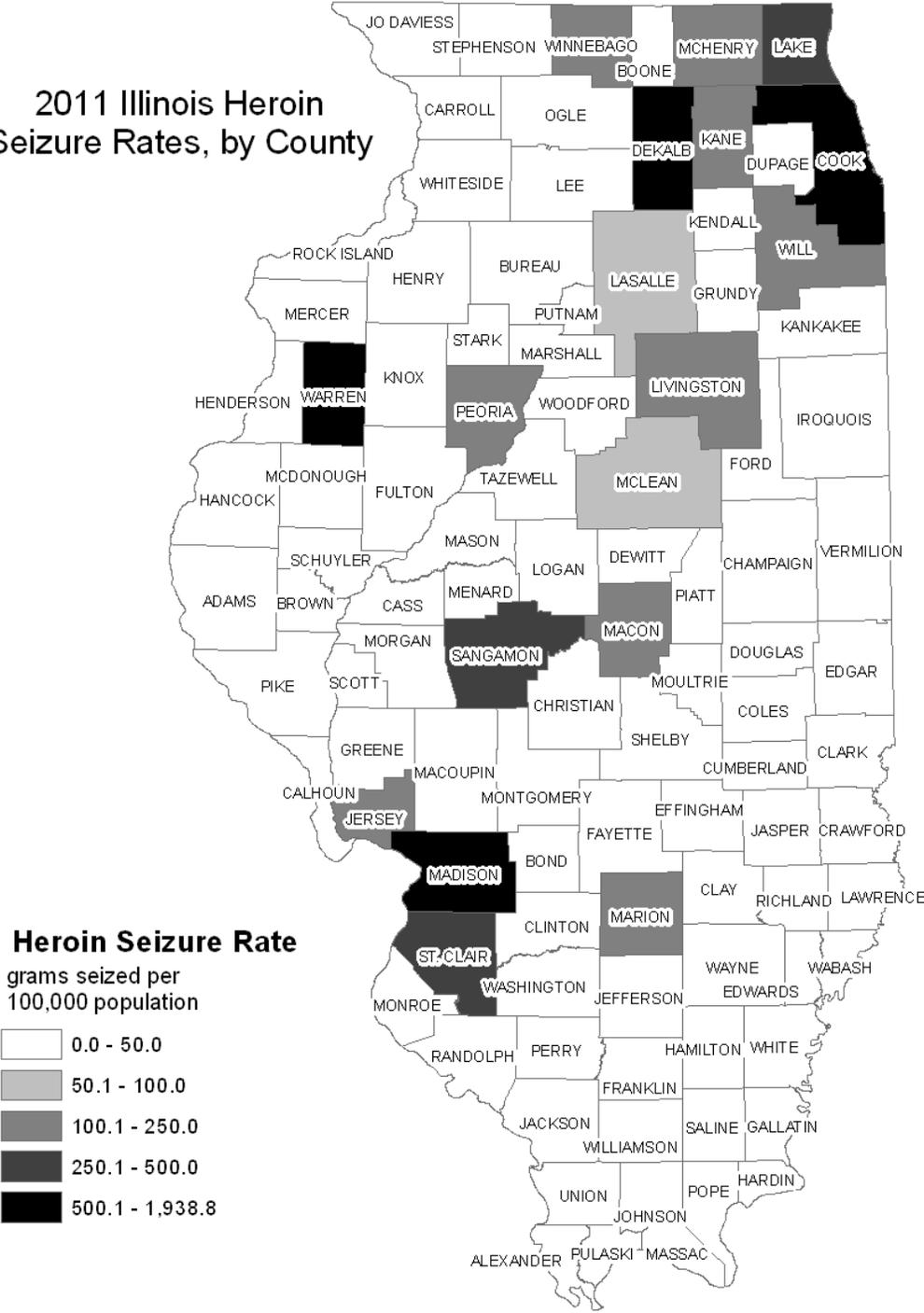
2011 Illinois Cocaine Seizure Rates, by County





# Appendix D

2011 Illinois Heroin Seizure Rates, by County



# Appendix E

2011 Illinois Meth Seizure Rates, by County

