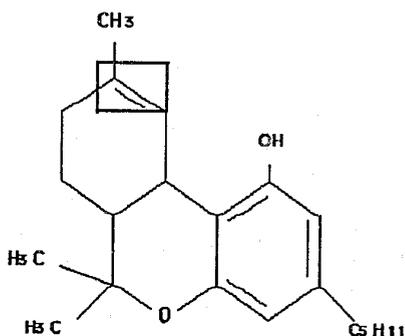


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Wisconsin  
Office of  
Justice Assistance

Statistical  
Analysis  
Center

# Wisconsin Drug Law Enforcement Task Forces 1989-1993



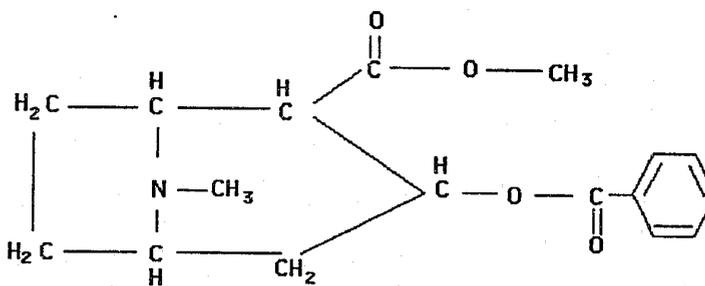
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ACQUISITIONS



COCAINE

Tommy G. Thompson  
Governor

Steven D. Sell  
Executive Director

# **Wisconsin Drug Law Enforcement Task Forces 1989-1993**

**February 1995**

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**WISCONSIN OFFICE OF JUSTICE ASSISTANCE  
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The Center administers the State Uniform Crime Reporting (UCR) program and also operates three smaller information systems collecting data on county jail inmates, drug enforcement Task Force data, and statewide juvenile detention data. The Center prepares annual reports and other special reports on the data and other information maintained in these systems.

In addition to operating certain data systems and disseminating related information, the Center conducts other special studies and data analyses and responds to over 400 requests for data and other information each year.

### Acknowledgment

The Office of Justice Assistance wishes to acknowledge the contributions of local drug enforcement Task Force staff and other law enforcement agencies in providing the data for this publication. Without their time and diligence, this report would not be possible.

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## EXECUTIVE SUMMARY

Since 1988, twenty-nine Anti-Drug Law Enforcement Task Forces have been key players in the "war on drugs" in Wisconsin. Most of these multijurisdictional Task Forces became operational with the support of federal government grant monies coming from the Edward Byrne Memorial Fund. These funds have been allocated to Task Forces through the Office of Justice Assistance (OJA) since 1987. The Anti Drug Abuse Act of 1986 authorized the Byrne Fund in order to establish and operate a variety of anti-drug projects. Since then, the fund has been used to continuously supplement Task Force operations at high monetary levels, with state and local governments adding considerable resources in personnel, equipment and dollars.

In addition to providing operational funds, the 1986 Act encourages a multijurisdictional, collaborative approach to drug enforcement. This approach allows law enforcement operations to cross jurisdictional lines with greater ease. The apparent result from this approach has been a dramatic increase in drug offender arrests, prosecutions and incarcerations.

Wisconsin Task Forces are required to report the results of their work to OJA on a quarterly basis. Five years of arrest and incident data reported to OJA by the 29 Wisconsin Task Forces from 1989-1993 are summarized, analyzed and presented in this report. Here are some highlights:

- Task Forces collectively have significantly increased the rate of drug law enforcement in the state over the five-plus years of their existence.
- Between 1989 and 1993, total Task Force arrests increased 149.3 percent.
- From 1989-1993, about one-half of all Task Forces arrests were for drug sales (delivery, manufacturing or cultivation) and about one-half were for possession of illicit drugs.
- Over the years, the Task Forces increased their efforts to address higher level drug activities as intended by federal Task Force standards. In 1989, Task Forces made 30 percent of all drug sales arrests and 10 percent of all drug possession arrests reported by state law enforcement agencies to the Uniform Crime Report (UCR) program. By 1993, Task Forces were making 58 percent of all sales arrests and 21 percent of all drug possession arrests in the state.
- Hundreds more adults than juveniles were arrested during the five years by the Task Forces, but percentage increases were greater over the five years for juvenile drug arrests. Overall, juvenile arrests increased 325 percent while adult arrests increased 142.5 percent. Juvenile sales arrests rose 509.5 percent and adult sales arrests rose 120.3 percent; juvenile possession arrests increased 225.6 percent and adult possession arrests increased 173.2 percent.
- Cocaine and marijuana comprised the largest categories for which drug arrests were made in the state in the five year period. During the same period, arrests for cocaine and cocaine base increased 70.7 percent and arrests involving marijuana increased 206.1 percent.
- Task Force performance is measured in part by the numbers of arrests involving large volumes of illicit drugs. Large volume Task Force marijuana and cocaine arrests increased 162.6 percent between 1989 and 1993. Large volume cocaine arrests increased 27.6 percent and large volume marijuana arrests increased 243.3 percent during the same five years.

## 1. THE NATURE OF THE DRUG PROBLEM IN WISCONSIN

Wisconsin citizens are concerned about crime and illicit drug activity as evidenced in recent Wisconsin Opinions Polls conducted by the University of Wisconsin Extension Survey Research Laboratory in Madison. From December 1993 through October 1994, poll respondents ranked crime as first among the "most important concerns facing the people of Wisconsin today." During this same eleven-month period, "drugs: abuse and violence" ranked at an average of sixth place among major concerns expressed by the same respondents. These concerns are supported by data aggregated in various research projects and by organizations throughout the state. Research projects have included, for example, the National Household Survey on Drug Abuse,<sup>1</sup> The 1991 Household Anti-Drug Abuse Survey,<sup>2</sup> the Wisconsin Youth Risk Behavior Survey,<sup>3</sup> and The Drug Price Survey.<sup>4</sup> Such efforts have contributed to the understanding of, and response to, the state's illicit drug problem. The following data help illustrate the widespread nature and human and monetary costs of the problem to which the state's Anti-Drug Task Forces are expected to respond:

### **The Human Cost of Illicit Drug Activity<sup>5</sup>**

\*There were 102 known drug related deaths in Wisconsin in 1993.

\*In 1992, there were an estimated 140,700 drug abusers in Wisconsin.

\*More than 10,178 persons were admitted to publicly supported clinics in 1993 for drug abuse treatment.

\*The Wisconsin Department of Health and Social Services received reports that 3,345 cases of child abuse and neglect in 1993 involved substance abuse.

\*A 1993 survey<sup>3</sup> of 6,000 Wisconsin high school students revealed that 23 percent of students have tried marijuana. Eleven percent reported using it within the past 30 days. Twenty percent reported having used an inhalant to "get high," 5 percent reported having ever used cocaine, and 5 percent, steroids.

\*It has been estimated that the annual cost of alcohol and other drug abuse to Wisconsin's health care system is more than \$200,000,000.<sup>5</sup> According to national studies, about 12 percent of all types of insurance payments are the result of alcohol or other drug abuse.

\*In 1993, a total of 155 Wisconsin intravenous drug users (IDUs) were reported to have been diagnosed with AIDS. This number is up sharply from the 52 reported during 1992. However, the percent of IDUs diagnosed with AIDS decreased from 17 in 1992 to 13.9 in 1993.

<sup>1</sup> National Institute on Drug Abuse (1988) "National Household Survey on Drug Abuse"

<sup>2</sup> Wisconsin Office of Justice Assistance (1991) "The 1991 Household Anti-Drug Abuse Survey"

<sup>3</sup> Wisconsin Department of Public Instruction (1993) "Wisconsin Youth Risk Behavior Survey"

<sup>4</sup> Division of Narcotics Enforcement (1993) "The Drug Price Survey"

<sup>5</sup> For a comprehensive summary of the major indicators in Wisconsin, see Department of Health and Social Services (1992) "Alcohol and Drug Abuse Indicators"

## **2. TASK FORCES AND THE WAR ON DRUGS IN A NATIONAL CONTEXT**

### **The National Drug Control Agenda**

As far back as the 1960s, but particularly since the mid 1980s, illicit drug use has been viewed by American policy makers and the public as a grave threat to social cohesion and the nation's well being. The multijurisdictional Task Force approach to drug enforcement is closely tied to the national drug control agenda, commonly known as "the war on drugs," which was developed in response to these concerns. Large numbers of drug enforcement Task Forces were created under the Anti Drug Abuse (ADA) Act of 1986. This is a federal government initiative that authorized a formula grant program, The Edward Byrne Memorial Fund, to establish and operate a variety of anti-drug abuse projects. In recent years, Task Forces have played a central role in the drug enforcement effort throughout the United States. Since then, funding for Task Force operations has been continuously supplemented at very high levels by the federal government with state and local governments adding considerable resources in personnel, equipment, and dollars. As a result, there have been dramatic increases in drug offense arrests and drug offender incarcerations.

### **The Emergence of Task Forces**

Years before the 1986 federal Act, many states and local law enforcement agencies had created special drug enforcement units to apprehend and prosecute offenders at all levels, from international cartels to the casual marijuana user. These units, in conjunction with federal drug enforcement agencies, were able to build a body of expertise in enforcement tactics designed to infiltrate, investigate and eradicate distribution networks.

The 1986 Act expanded on the aggressive enforcement and interdiction policies of the early 1980s. It arose from two major areas of government concern. First, policy makers believed that complex, high level conspiracies operating across jurisdictional lines made it difficult or impossible for local law enforcement to detect offenders above street level dealers. Secondly, there was concern that the emergence of cocaine base<sup>6</sup> (a smokable type of cocaine) signaled the onset of an epidemic, which threatened health and public order throughout the nation, particularly in the inner cities.

The Task Force programs launched by the 1986 Act aimed to address both concerns by funding collaborative efforts between local, state and federal law enforcement agencies for the apprehension, prosecution, and adjudication of major multijurisdictional conspirators. In addition, the program promoted formal structures and central coordination of multijurisdictional activities, resources, and functions. Task Forces were encouraged to use a range of special enforcement tactics, from undercover buy and sell operations to surveillance of suspected dealers and the use of informants. By sharing equipment, strategic intelligence, and enforcement expertise, interception and arrest of major traffickers would be a realizable goal in both rural and urban areas throughout the states. It was under this federal mandate that the first federally funded Task Forces became operational in Wisconsin in 1988.

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<sup>6</sup> Cocaine base also is known by the street term, "crack."

### 3. THE DEVELOPMENT OF TASK FORCES IN WISCONSIN

#### Prior Experience

In 1987, the Wisconsin Council on Criminal Justice (WCCJ), predecessor to the Office of Justice Assistance, produced the state's first Anti-Drug Abuse Strategy and introduced the first grant opportunities to enhance existing, or to establish new, local drug Task Forces. Expertise in specialist drug enforcement and multijurisdictional cooperation already existed in the state. In a survey<sup>7</sup> of 26 law enforcement agencies in the state's most populous jurisdictions, it was found that all but one (LaCrosse County Sheriff Department) had at least one part-time position assigned to a local drug control unit. These larger jurisdictions employed a total of 65 full-time and 27 part-time staff. The largest single unit, in the Milwaukee Police Department, had 15 full-time and seven part-time employees. Seven units at that time were multijurisdictional, combining the resources of more than one law enforcement agency. Four were Multijurisdictional Groups (MJGs) in which law enforcement agencies within a single county shared resources and expertise. These were located in Dane, Racine, Waukesha and Winnebago Counties. Three units were Metropolitan Enforcement Groups (MEGs), with a cooperative unit operating in a number of counties. They were the Northwest Area Crime Unit, the North Central Drug Enforcement Group, and the Tri-County Crime Commission.<sup>8</sup> The focus of these units' enforcement efforts ranged from drug control, to vice and other crimes. Location and membership of these units is illustrated in Map 1.

In addition to local collaborative efforts, the state and federal governments maintained drug control units within the state through the Division of Criminal Investigation of the Wisconsin Department of Justice and the federal Drug Enforcement Administration. These agencies periodically undertook collaborative efforts with local agencies to investigate complex drug conspiracy cases.

#### Founding Principles

It was from this foundation that the first federally funded state Task Forces forces were established. The federal Program Brief for Task Forces<sup>9</sup> focused mainly on the use of formally structured and centrally coordinated multijurisdictional Task Forces. The stated program objectives were:

- \* Investigation, prosecution and conviction of major multijurisdictional conspirators.
- \* Reduction of fractional and duplicative investigations and prosecutions.
- \* Enhance the recovery of criminal assets (e.g. contraband and stolen property).

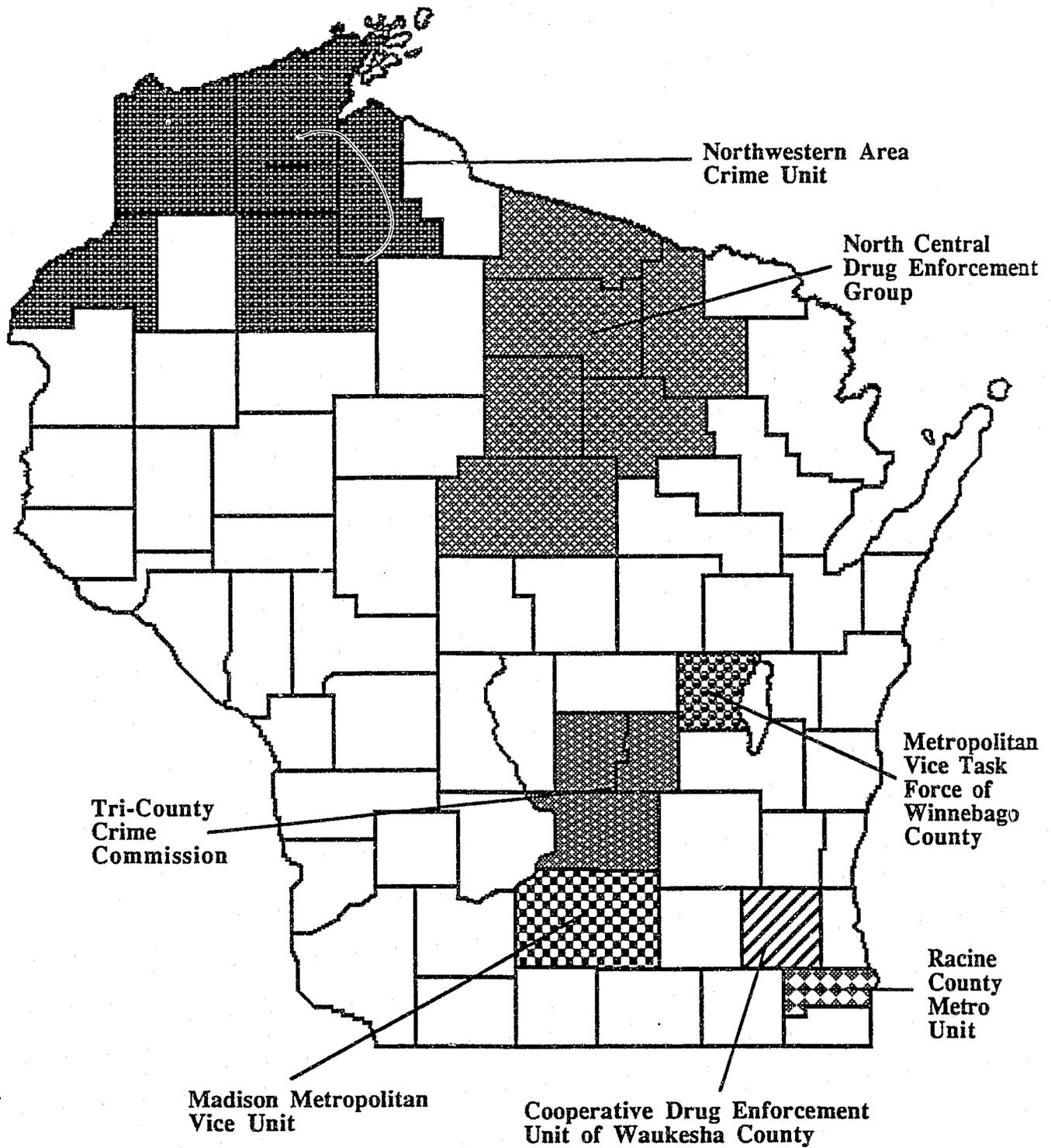
Under this program design, Task Forces were to establish formal intergovernmental management systems of shared resources to enhance joint operations of federal, state and local law enforcement agencies. The managerial components were to identify, select and prioritize investigations; assign cases; coordinate and monitor cases to ensure proper timing of investigative and prosecutorial activities; and facilitate decision making concerning case continuance, referrals, refocusing, and

<sup>7</sup> See 1988 State of Wisconsin Anti-Drug Abuse Strategy

<sup>8</sup> Members of the Northwestern Area Crime Unit: Douglas, Bayfield, Ashland, Burnett and Sawyer County Sheriff Departments, and the Ashland, Hayward and Superior Police Departments. Members of the North Central Drug Enforcement Group: Oneida, Lincoln, Langlade, Forest, Vilas and Marathon County Sheriff Departments, and Antigo, Marshfield and Rhinelander Police Departments. Members of the Tri-County Crime Commission: Columbia, Marquette, and Green Lake County Sheriff Departments.

<sup>9</sup> BJA Program Briefing, State and Local Assistance for Narcotics Control Program, 1987.

**Map 1: Multi-Agency Drug Enforcement Cooperation before 1988**



closure. In addition, each Task Force was to identify a lead agency for purposes of designating agency procedures, administration of funds, and compliance with case reporting procedures.

The WCCJ initially allowed a much wider range of Task Force types to be developed and funded than would have been indicated by the federal program guidelines. This may have been a reflection of local experience with MEGs and MJGs and the locally perceived needs, as surveyed prior to the first grant award.<sup>10</sup> The first application kit authorized apprehension, prosecution and adjudication as program areas open to funding. The organizational model given priority by the state for carrying out these programs was based on the already existing, but loosely defined, MEGs and MJGs. This gave projects with a broad range of collaborative and operational styles the opportunity to apply for funding. The WCCJ encouraged statewide coverage and assured that the geographic boundaries of Task Forces followed county borders. Twenty-four projects were awarded 1987 funds, creating the first federally funded multi-agency approach to drug enforcement in Wisconsin. They began operations in 1988. A total of 29 different Task Forces have been funded through OJA since 1987. Table 1 summarizes the numbers of Task Forces funded from 1988 through 1995. Chart 1 lists the different Task Forces that were operating in 1993, as well as the counties represented on the Task Forces, the population served by all counties covered by the Task Forces, and the population density per square mile for the geographic area covered by the Task Forces.

**Table 1: Task Forces federally funded and the counties covered 1988-1995**

YEAR	NUMBER OF TASK FORCES FUNDED	NUMBER OF COUNTIES COVERED*
1988	24	55
1989	27	69
1990	29	71
1991	29	71
1992	29	71
1993	29	71
1994	27	68
1995	26	67

\* For purposes of this report, "covered" means the county Sheriff Department was a Task Force member, thereby allowing Task Force drug arrests countywide. In 1988, seventeen counties were not covered: Barron, Buffalo, Calumet, Clark, Door, Dunn, Forest, Green, Kewaunee, Manitowoc, Pepin, Pierce, Rusk, St. Croix, Sheboygan, Walworth and Waupaca. Of these 17, three (Dunn, Walworth and Sheboygan) were partially covered, meaning at least one local law enforcement agency in the county was a Task Force member. In 1989, the only counties not covered were Sheboygan, Walworth and Sauk counties. Sauk County was covered in 1988 and then again in 1990-1993. Walworth was covered from 1990-1993. Sheboygan was not fully covered 1988-1993.

<sup>10</sup> See 1988 Wisconsin Anti-Drug Abuse Strategy Appendix D.

**Chart 1: Task Forces by 1993 Lead Agencies, Counties Represented in Task Force Operations, the Total Population Served, and the Population Density Per Square Mile**

LEAD AGENCY (1993)	COUNTIES REPRESENTED	POPULATION SERVED	POPULATION DENSITY PER SQUARE MILE
MILWAUKEE CO	Milwaukee	967,927	4006.3
WAUKESHA CO	Waukesha	318,835	573.9
RACINE PD	Racine	180,044	540.5
KENOSHA CO	Kenosha	133,406	488.7
BROWN CO	Brown	202,948	383.9
OZAUKEE CO	Ozaukee	75,526	325.5
DANE CO	Dane	383,528	319.0
WASHINGTON CO	Washington	102,446	237.8
SHEBOYGAN CO	Sheboygan	105,931	206.2
ROCK CO	Rock	141,982	197.1
WINNEBAGO CO	Calumet, Fond du Lac, Outagamie, Winnebago	413,585	193.1
WALWORTH CO	Walworth	80,594	145.1
MANITOWOC CO	Manitowoc	82,281	139.1
JEFFERSON CO	Jefferson	74,128	133.1
HORICON PD	Dodge	74,491	84.4
SAUK CO	Sauk	48,651	58.1
WOOD CO	Adams, Juneau, Portage, Waupaca, Waushara, Wood	246,244	55.8
DOOR CO	Door, Kewaunee	45,085	54.6
LACROSSE CO	LaCrosse, Jackson, Monroe, Vernon, Trempealeau	206,460	52.9
POLK CO	Polk, St. Croix	85,782	52.2
EAU CLAIRE CO	Buffalo, Chippewa, Clark, Dunn, Eau Claire, Pepin, Pierce	264,525	50.6
COLUMBIA CO	Columbia, Green Lake, Marquette	78,311	49.5
GREEN CO	Green, Lafayette	46,577	38.3
IOWA CO	Crawford, Grant, Iowa, Richland	104,029	34.1
SHAWANO CO	Shawano, Menominee	41,605	33.1
BARRON CO	Barron, Rusk	56,714	31.9
MARATHON CO	Marathon, Forest, Langlade, Lincoln, Oneida, Price, Taylor, Vilas	261,115	30.5
MARINETTE PD	Marinette, Florence, Oconto	77,051	26.7
DOUGLAS CO	Ashland, Bayfield, Burnett, Douglas, Iron, Sawyer, Washburn	121,193	16.3

#### 4. GEOGRAPHIC AND DEMOGRAPHIC CONSIDERATIONS IN DRUG ENFORCEMENT

Demographic and geographic factors shape the nature of local drug problems and the response of law enforcement to these problems. These factors are reflected in the structure and organization of individual Task Forces, as well as their respective crime control and crime prevention efforts. For discussion purposes, it is helpful to define the geographic and demographic characteristics of Task Forces in Wisconsin.

##### The Rural Areas

Geographically, most of Wisconsin is considered to be rural, that is areas without urbanized centers with populations of 50,000 or more. The major economic activity of these areas is agriculture, although a number of counties also support paper and other relatively small industries. Some of the rural areas, particularly in the far north, suffer relatively high degrees of poverty. Economic problems affect the nature and extent of crime, and also the amount of public resources available to law enforcement in these poorer communities.

In recent years, the National Sheriffs' Association has called attention to the very different challenges faced by rural, as opposed to urban, drug enforcement efforts.<sup>11</sup> Most obviously, Task Forces in these areas deal with a much lower population density and greater distances between villages, towns, and small cities resulting in difficulties in the coordination of Task Force activities and the added expenses of necessary travel.

Several of the rural areas contain routes of interstate highways and/or have other characteristics that attract a high number of "transient" populations, for example, technical schools, college, and university campuses; tourist attractions and recreation spots; and farms using migrant labor. Marijuana appears to be the predominant illicit drug in these counties. Statistics reveal that arrests for the use and availability of other drugs, such as cocaine and heroin, are clearly much lower in rural areas of Wisconsin than in the large urban centers. It is also probable that major drug dealers are less often located in rural areas.

One problem that particularly differentiates rural areas is the outdoor growth of marijuana. Cultivated and wild marijuana plants have been widespread in rural Wisconsin for many years. In 1993, some 43,226 cultivated outdoor plants and 13,850,955 wild plants were eradicated as part of the Wisconsin Cannabis Enforcement and Suppression Effort (CEASE) program.<sup>12</sup> The large amount of 'native' marijuana suggests the possibility of greater levels of marijuana use and distribution in the rural areas. A second rural-specific problem is that more recently a new drug, methcathinone (street name "CAT") has been produced in clandestine rural Wisconsin and Upper Michigan laboratories. While seizures remain low in Wisconsin currently, there is concern that the siting of the labs will make rural residents more vulnerable to this highly addictive drug.

<sup>11</sup> See "Roll Call", in the newsletter of the National Sheriffs' Association, November, 1993. A study review appears in the U.S. Department of Justice Publication No. NIJ150223, October 1994. A more complete report is forthcoming from the NIJ.

<sup>12</sup> See Appendix for CEASE data.

## **The Urban Areas**

A major distinguishing characteristic among urban centers is the heterogeneous or homogeneous nature of their resident population. Urban counties with the most heterogeneous populations are Rock, Dane, Milwaukee, Racine and Kenosha. In these counties, problems related to poverty, unemployment and social disorganization are more common than in the other urban counties. Some low income persons may be drawn to the illicit drug trade for its potentially lucrative profit. The highly visible consequences of drug use include a disproportionate percentage of drug related arrests, and a disproportionate number of urban residents admitted to drug treatment programs and hospital emergency rooms for drug overdoses. In general, these counties also have relatively higher levels of violent crime and property crime.

Major trends in drug use in the urban areas include the emergence of cocaine base since the mid 1980s. This has been a major concern for a number of areas, particularly Milwaukee, where cocaine base availability is believed to be very high and on the increase. Cocaine base has been a primary target for prevention, treatment and law enforcement services. More recently, fears have been mounting about the rise of heroin availability in urban areas. Sixty percent of heroin cases submitted to the State Crime Laboratory in 1993 were submitted by the Milwaukee Police Department. While it remains at much lower levels than cocaine and marijuana, the heroin seized in Wisconsin has been of extremely high purity, which leads to increased user mortality. Dane County has experienced more overdose deaths.<sup>13</sup> These more heterogeneous urban areas probably have the state's main concentrations of high level distribution networks, and are often the "port of entry" for drugs into the state.

## **External Characteristics**

The rural/urban distinctions allow categorization of the Task Forces by external characteristics for descriptive and evaluative purposes. About one-fourth of state Task Forces serve one large urban county each. Another fourth serve smaller urban or suburban areas. A few others, for example, the Eau Claire, LaCrosse and Wood County Task Forces, are a combination of an urban center and adjoining rural counties. About 40 percent of Task Forces are considered rural. In 1994, seven rural Task Forces worked in two- or three-county member groups, three Task Forces were multi-county rural groups, and there was one single county rural Task Force. Map 2 below illustrates the major types of geographic and demographic locations covered by the Task Forces during at least a portion of the five year period studied.

## **Internal Characteristics**

A second set of criteria that distinguishes among Task Forces relates to their internal characteristics, such as organizational structure and command authority. Many Task Force in Wisconsin may be identified as being primarily centralized or decentralized in their organization. Other Task Forces fall somewhere on a continuum between the centralized and decentralized extremes.

Centralized Task Force models typically have:

- 1) a single office for all unit personnel, often in a covert location;
- 2) full-time staff, permanently assigned to the unit;

<sup>13</sup> Heroin Problem Worsens, DNE, May 1994.

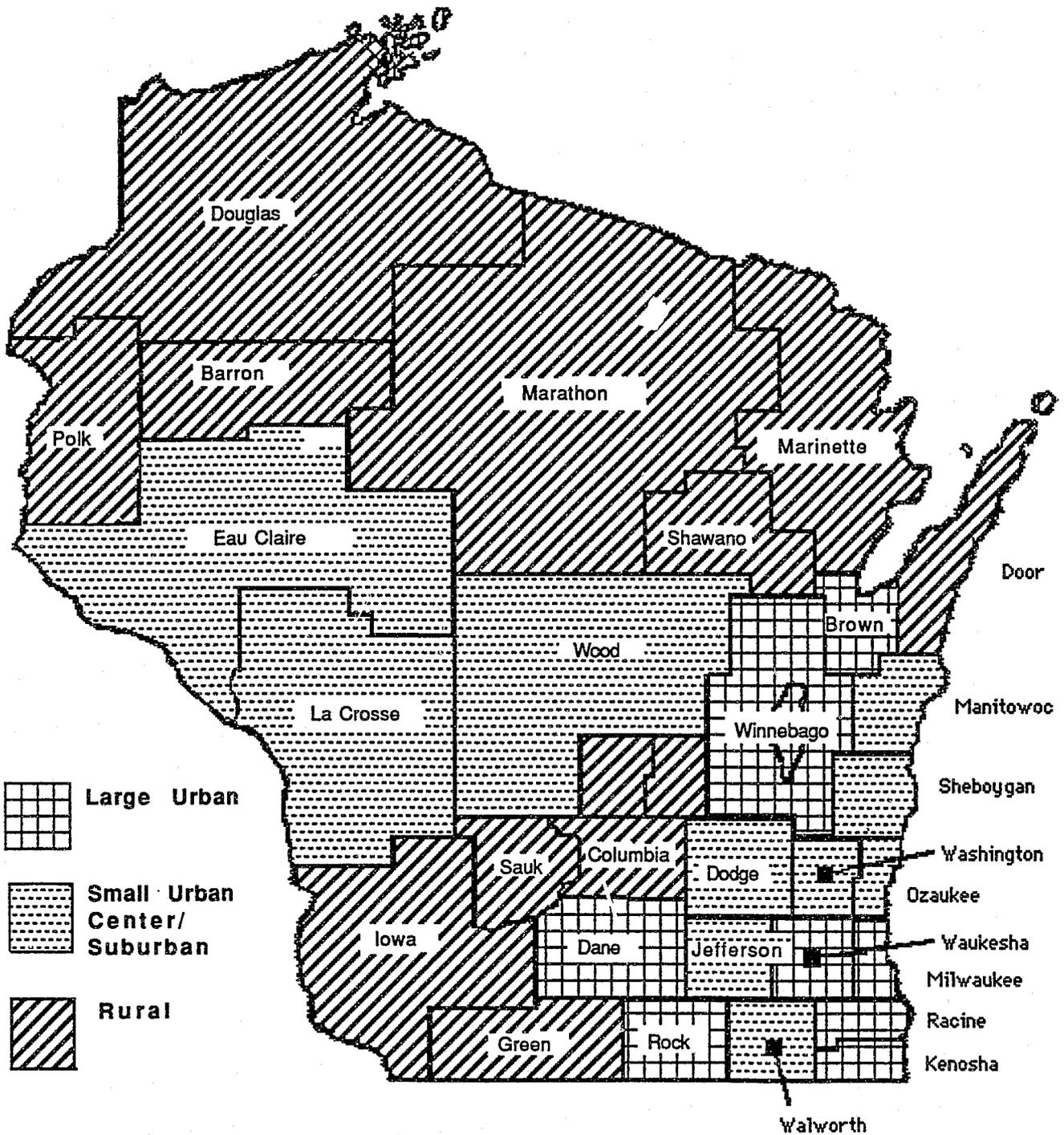
- 3) a clear hierarchy of command within the unit;
- 4) authority to arrest throughout the jurisdiction covered by the Task Force;
- 5) a single, identified officer holding case management authority for all investigations undertaken by the unit, and
- 6) many arrests made by uniformed officers based at, or available to, the central office.

Decentralized Task Force organizations typically have:

- 1) an emphasis on cooperation and resource sharing between autonomous agencies;
- 2) drug investigations carried out by local law enforcement officers who do not work out of a central office;
- 3) a specified officer or civilian who often coordinates resources, administration and grant management, but does not hold case management authority;
- 4) Task Force personnel who usually do not have the jurisdiction to make arrests throughout the Task Force area;
- 5) coordination between participating agencies that is usually achieved through informal means, and
- 6) case management authority and responsibility that remains with the participating law enforcement agencies.

In summary, Wisconsin Task Forces presently operate on a multifaceted rural/urban, single county/multi-county, centralized/decentralized organizational continuum. These characteristics provide clues to the variation in drug arrest patterns and rates in the various Task Force jurisdictions. A challenge for the state is to address the differing needs and problems of communities of different sizes, as well as Task Forces with diverse operational models.

Map 2: Task Forces by Geographic Type 1989-1993



## 5. LAW ENFORCEMENT RESPONSE TO THE DRUG PROBLEM

All law enforcement agencies confront the illicit drug problem to some degree through their crime control and crime prevention efforts. Their goals are to control drug use, protect neighborhoods, prevent the development of strong criminal drug trafficking organizations, and reduce drug-related crimes. These crimes include the systemic violence associated with drug dealing; property crime that supports drug habits; and personal injuries attributed to behaviors related to the pharmacological effects of illicit drug ingestion.

Based on reports from local law enforcement agencies to the Office of Justice Assistance (OJA), a total of 264.9 Violent Index Crime offenses and 3,826.4 Property Index Crime offenses occurred per 100,000 Wisconsin residents in 1993.<sup>14</sup> The rate for violent crimes was 64 percent lower than the national rate of 743 per 100,000 residents, and the property crime rate is 19 percent lower than the national rate of 4,741 per 100,000 residents. Little empirical data is available about direct associations or causal links between illicit drug use and violent and property crimes in the state. However, the state Division of Narcotics Enforcement has identified 896 Wisconsin "Career Drug/Violent Offenders"<sup>15</sup> by conducting checks of some 440,000 criminal history records in the Department of Justice's criminal history files covering a ten-year period. Just under one-half (49.8%) of these "career offenders" had one arrest for a violent crime. One in four had records of two arrests for violent crimes and 27 percent had three or more arrests for a violent crime. National studies indicate that of all state prison inmates, 28.2 percent of violent offenders and 35.4 percent of property crimes offenders were under the influence of illicit drugs at the time of the offense. About 12 percent of violent offenders and 26.5 percent of property crimes offenders had committed the offense(s) for money to buy drugs.<sup>16</sup>

The overall response of Wisconsin law enforcement agencies to illicit drug use is indicated by local agency reports to the State Uniform Crime (UCR) program. Selected UCR data on drug law violation arrests provides evidence of the extent of law enforcement responses to the drug problem in Wisconsin:

\*A total of 12,714 drug-related arrests (29% for drug sales and 71% for drug possession) were reported to the UCR program in 1993. This represents an overall increase of 44 percent over the 1988 total of 8,819 drug arrests.

\*During the same years (1988 to 1993) total violent crime arrests increased by 26 percent (from 6,314 to 7,976 arrests) and total property crime arrests increased by 17 percent, from 51,406 in 1988 to 60,262 in 1993.

\*In the first six months of 1994, adult drug law violation arrests increased 20.4 percent and juvenile drug law violation arrests increased 61.9 percent over the first six months of 1993. Violent crimes increased 1.6 percent and property crimes decreased 4.2 percent in the first six months of 1994 compared to the same time period in 1993.

<sup>14</sup> Wisconsin Office of Justice Assistance (1994) "Crime and Arrests in Wisconsin 1993"

<sup>15</sup> A "Career Drug/Violent Offender" is one who has 1) three or more drug arrests in the past 10 years; 2) one or more drug arrests in the past 5 years, and 3) one or more violent arrests in the past 5 years.

<sup>16</sup> U.S. Department of Justice, Bureau of Justice Statistics, Sourcebook of Criminal Justice Statistics, 1993

## 6. TASK FORCE ARREST ACTIVITY 1989-1993

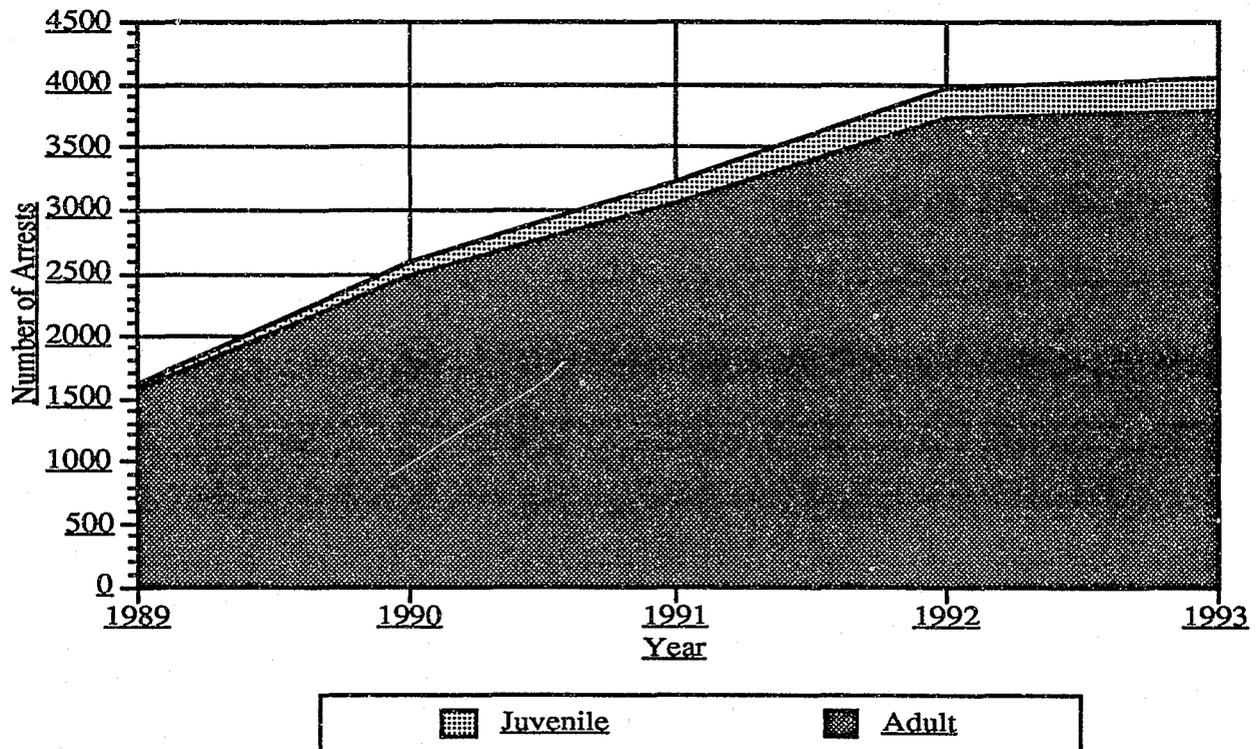
While the drug arrest activity of all law enforcement agencies, as shown in Uniform Crime Reports, include the activity of multijurisdictional drug enforcement Task Forces, UCR data is quite limited in scope. Incident level data on all drug offenses and arrests handled by Task Forces are collected directly from these units by OJA. The data presented in this chapter summarize arrests made by Wisconsin Task Forces from 1989 through 1993. As previously noted, the numbers of Task Forces operating in the state varied with 27 funded in 1989; 29 from 1990 to 1992, and 28 in 1993. In addition, the resources assigned to these Task Forces varied from year to year. It must be recognized, therefore, that changes in the number of arrests and other indicators over these years are due to many related factors.

Table 2 and Graph 1 present basic information on total adult and juvenile Task Force arrests for these five years. Total arrests have increased each year in both categories, but juveniles have annually comprised an increasingly larger proportion of all arrests. In 1989, juvenile arrests comprised 3.8 percent of all persons arrested and by 1993, this proportion climbed to 6.7 percent.

**Table 2: Adult and Juvenile Task Force Drug Arrests 1989-1993**

	<u>5 Year</u> <u>Total</u>	<u>Percent</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>
Adult	14,634	94.7%	1562	2474	3068	3742	3788
Juvenile	822	5.3%	60	127	162	218	255
TOTAL	15,456	100.0%	1622	2601	3230	3960	4043

**Graph 1: Adult and Juvenile Task Force Arrests 1989-1993**



From 1989 to 1993, total adult arrests increased 142.5 percent while total juvenile arrests increased 325.0 percent. During this same five year period, Task Force arrests for sales (manufacturing/cultivation and delivery) and Task Force arrests for possession were about evenly divided (51.5% for sales; 48.9% for possession).

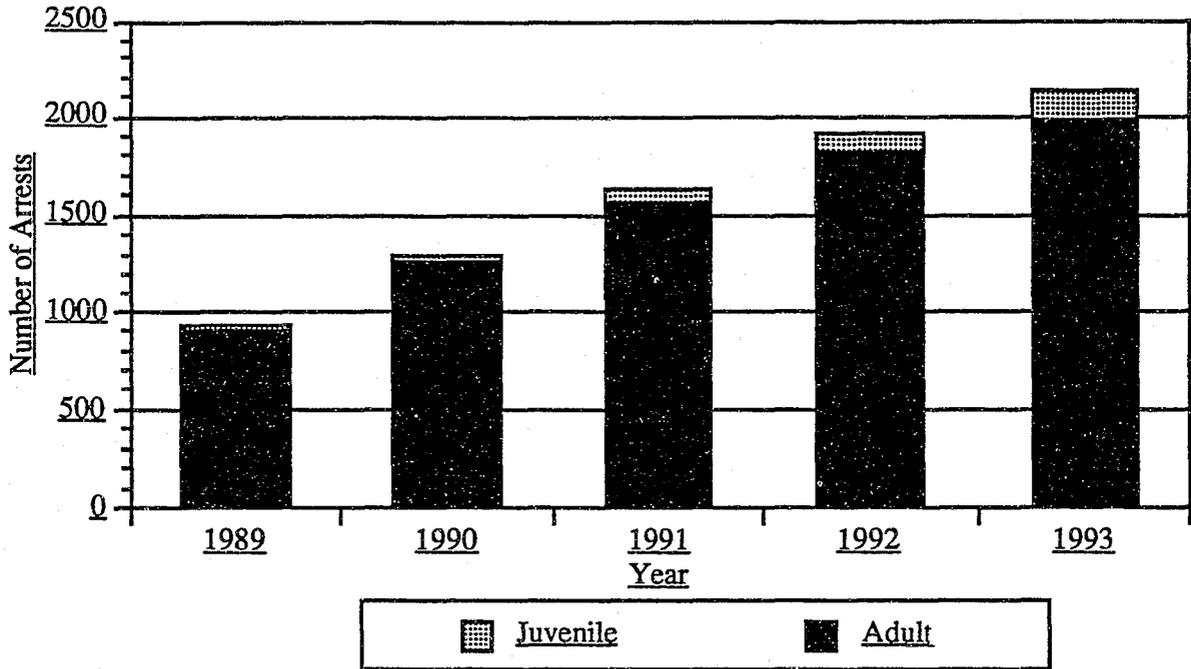
Table 3 gives a breakdown of adults and juveniles by Task Force sales and possession arrests over the five years. Total juvenile sales arrests increased 509.5 percent and total adult sales arrests increased by 120.3 percent. Total adult possession arrests increased 173.2 percent and total juvenile possession arrests increased by 225.6 percent between 1989 and 1993. Graphs 2 and 3 show these sales and possession arrest changes between 1989 and 1993.

**Table 3: Adult and Juvenile Task Force Sales and Possession Arrests 1989-1993**

Sales	<u>5 Year</u>	<u>Percent</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>
	<u>Total</u>						
Adult	7556	95.6%	906	1259	1565	1819	2007
Juvenile	350	4.4%	21	43	64	93	129
<b>TOTAL</b>	<b>7906</b>	<b>100.0%</b>	<b>927</b>	<b>1302</b>	<b>1629</b>	<b>1912</b>	<b>2136</b>
Possession	<u>5 Year</u>	<u>Percent</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>
	<u>Total</u>						
Adult	7078	93.8%	656	1215	1503	1923	1781
Juvenile	472	6.3%	39	84	98	125	126
<b>TOTAL</b>	<b>7550</b>	<b>100.1%</b>	<b>695</b>	<b>1299</b>	<b>1601</b>	<b>2048</b>	<b>1907</b>

Task Force sales arrests have increased each year in both adult and juvenile categories as shown in Graph 2.

**Graph 2: Adult and Juvenile Task Force Drug Sales Arrests 1989-1993**



Graph 3 shows that Task Force adult possession arrests increased from 1989 to 1992 and then declined in 1993. Juvenile possession arrests increased each year.

**Graph 3: Adult and Juvenile Task Force Drug Possession Arrests 1989-1993**

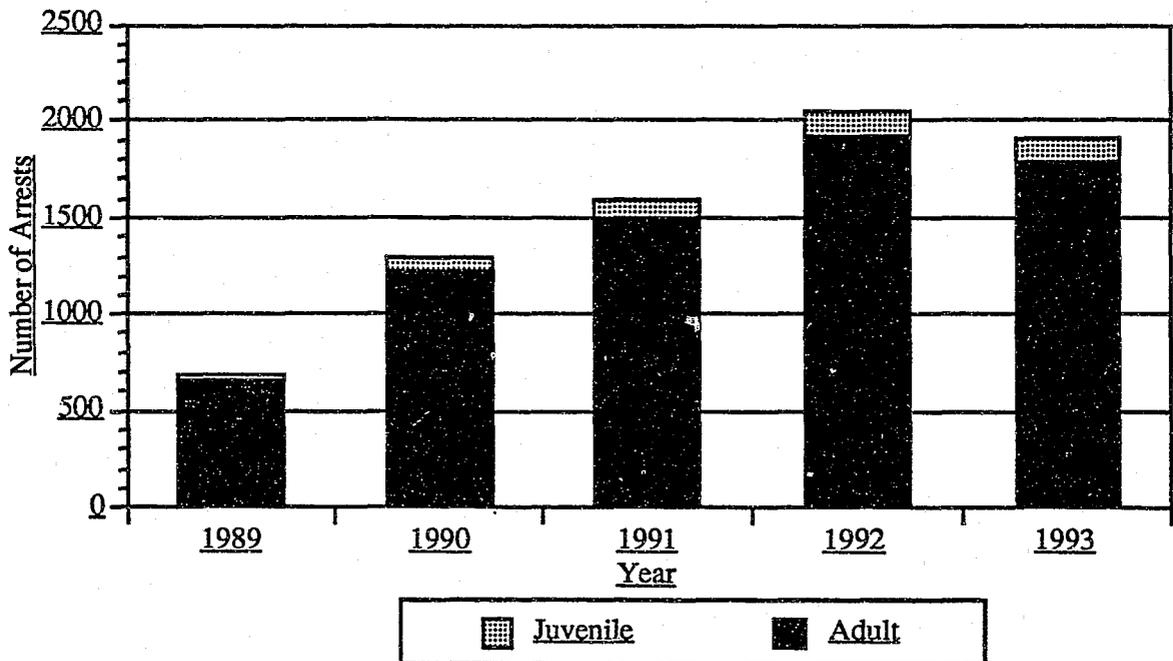


Table 4 presents Task Force arrests by drug categories and shows that there have been increases in the majority of categories. The five year percentage increases in cocaine and marijuana are particularly notable because of the large numbers of arrests and the more consistent annual percentage increases in arrests for these drugs. (Conversely, large percentage changes based on small real numbers should be viewed with caution. A small real number change can yield a large mathematical percent change, which may not actually be significant. This caution applies to several of the following "detail" tables.)

**Table 4: Total Adult and Juvenile Task Force Arrests by Drug Type 1989-1993**

	<u>5 Year Total</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>	<u>% Change 1989-1993</u>
<b>Cocaine</b>							
Adult	4297	624	748	924	979	1022	+63.8
Juvenile	141	3	16	34	40	48	+1500.0
<b>TOTAL</b>	<b>4438</b>	<b>627</b>	<b>764</b>	<b>958</b>	<b>1019</b>	<b>1070</b>	<b>+70.7</b>
<b>Marijuana</b>							
Adult	9525	851	1525	1987	2587	2575	+202.6
Juvenile	615	54	103	115	148	195	+261.1
<b>TOTAL</b>	<b>10,140</b>	<b>905</b>	<b>1628</b>	<b>2102</b>	<b>2735</b>	<b>2770</b>	<b>+206.1</b>
<b>Hashish</b>							
Adult	46	7	14	10	5	10	+42.9
Juvenile	3	1	2	0	0	0	-100.0
<b>TOTAL</b>	<b>49</b>	<b>8</b>	<b>16</b>	<b>10</b>	<b>5</b>	<b>10</b>	<b>+25.0</b>
<b>LSD</b>							
Adult	158	19	25	43	48	23	+21.1
Juvenile	33	1	1	9	18	4	+300.0
<b>TOTAL</b>	<b>191</b>	<b>20</b>	<b>26</b>	<b>52</b>	<b>66</b>	<b>27</b>	<b>+35.0</b>
<b>Heroin</b>							
Adult	39	2	8	13	9	7	+250.0
Juvenile	0	0	0	0	0	0	-
<b>TOTAL</b>	<b>39</b>	<b>2</b>	<b>8</b>	<b>13</b>	<b>9</b>	<b>7</b>	<b>+250.0</b>
<b>Amphetamines</b>							
Adult	95	9	26	19	15	26	+188.9
Juvenile	8	0	0	2	4	2	*
<b>TOTAL</b>	<b>103</b>	<b>9</b>	<b>26</b>	<b>21</b>	<b>19</b>	<b>28</b>	<b>+211.1</b>
<b>Other</b>							
Adult	474	50	128	72	99	125	+150.0
Juvenile	22	1	5	2	8	6	+500.0
<b>TOTAL</b>	<b>496</b>	<b>51</b>	<b>133</b>	<b>74</b>	<b>107</b>	<b>131</b>	<b>+156.9</b>
<b>TOTAL</b>	<b>15,456</b>	<b>1622</b>	<b>2601</b>	<b>3230</b>	<b>3960</b>	<b>4043</b>	<b>+149.3</b>

\*Percent change cannot be calculated from a base value of zero.

Most adult and juvenile drug possession arrests were for marijuana, as shown in Table 5. These arrests increased about 190 percent during the five years despite a drop in 1993 compared to 1992. Adult arrests for cocaine possession also show a relatively large increase over the five year period, although there was a drop in 1993 compared to the previous two years.

**Table 5: Adult and Juvenile Task Force Possession Arrests  
by Drug Type 1989-1993**

	<u>5 Year Total</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>	<u>% Change 1989-1993</u>
<b>Cocaine</b>							
Adult	1308	124	233	343	332	276	+122.6
Juvenile	42	1	5	10	12	14	+1300.0
<b>TOTAL</b>	<b>1350</b>	<b>125</b>	<b>238</b>	<b>353</b>	<b>344</b>	<b>290</b>	<b>+132.0</b>
<b>Marijuana</b>							
Adult	5350	486	864	1082	1508	1410	+190.1
Juvenile	411	37	78	83	103	110	+197.3
<b>TOTAL</b>	<b>5761</b>	<b>523</b>	<b>942</b>	<b>1165</b>	<b>1611</b>	<b>1520</b>	<b>+190.6</b>
<b>Hashish</b>							
Adult	23	5	6	5	2	5	-
Juvenile	1	0	1	0	0	0	-
<b>TOTAL</b>	<b>24</b>	<b>5</b>	<b>7</b>	<b>5</b>	<b>2</b>	<b>5</b>	<b>-</b>
<b>LSD</b>							
Adult	36	3	4	13	8	8	+166.7
Juvenile	12	0	0	5	7	0	-
<b>TOTAL</b>	<b>48</b>	<b>3</b>	<b>4</b>	<b>18</b>	<b>15</b>	<b>8</b>	<b>+166.7</b>
<b>Heroin</b>							
Adult	11	1	3	2	1	4	+300.0
Juvenile	0	0	0	0	0	0	-
<b>TOTAL</b>	<b>11</b>	<b>1</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>4</b>	<b>+300.0</b>
<b>Amphetamines</b>							
Adult	33	3	10	7	2	11	+266.7
Juvenile	0	0	0	0	0	0	-
<b>TOTAL</b>	<b>33</b>	<b>3</b>	<b>10</b>	<b>7</b>	<b>2</b>	<b>11</b>	<b>+266.7</b>
<b>Other</b>							
Adult	317	34	95	51	70	67	+97.1
Juvenile	6	1	0	0	3	2	+100.0
<b>TOTAL</b>	<b>323</b>	<b>35</b>	<b>95</b>	<b>51</b>	<b>73</b>	<b>69</b>	<b>+97.1</b>
<b>TOTAL</b>	<b>7550</b>	<b>695</b>	<b>1299</b>	<b>1601</b>	<b>2048</b>	<b>1907</b>	<b>+174.4</b>

Marijuana and cocaine were also the most common drugs for which delivery arrests were made during the five years as shown in Table 6. Compared to possession arrests presented in Table 5, delivery arrests increased proportionally more for marijuana for both adults and juveniles than did arrests for cocaine. However, cocaine delivery arrests comprised 44.2 percent of all delivery arrests compared to 17.9 percent of all possession arrests. Of all delivery arrests, 50 percent were for marijuana while 76.3 percent of possession arrests were for marijuana.

**Table 6: Adult and Juvenile Task Force Delivery Arrests  
by Drug Type 1989-1993**

	<u>5 Year Total</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>	<u>% Change 1989-1993</u>
<b>Cocaine</b>							
Adult	2962	495	505	577	644	741	+49.7
Juvenile	99	2	11	24	28	34	+1600.0
<b>TOTAL</b>	<b>3061</b>	<b>497</b>	<b>516</b>	<b>601</b>	<b>672</b>	<b>775</b>	<b>+55.9</b>
<b>Marijuana</b>							
Adult	3281	304	535	706	804	932	+206.6
Juvenile	185	13	22	29	40	81	+523.0
<b>TOTAL</b>	<b>3466</b>	<b>317</b>	<b>557</b>	<b>735</b>	<b>844</b>	<b>1013</b>	<b>+219.6</b>
<b>Hashish</b>							
Adult	19	0	7	4	3	5	*
Juvenile	1	0	1	0	0	0	-
<b>TOTAL</b>	<b>20</b>	<b>0</b>	<b>8</b>	<b>4</b>	<b>3</b>	<b>5</b>	<b>*</b>
<b>LSD</b>							
Adult	122	16	21	30	40	15	-6.3
Juvenile	21	1	1	4	11	4	+300.0
<b>TOTAL</b>	<b>143</b>	<b>17</b>	<b>22</b>	<b>34</b>	<b>51</b>	<b>19</b>	<b>+11.8</b>
<b>Heroin</b>							
Adult	27	1	5	11	7	3	+200.0
Juvenile	0	0	0	0	0	0	-
<b>TOTAL</b>	<b>27</b>	<b>1</b>	<b>5</b>	<b>11</b>	<b>7</b>	<b>3</b>	<b>+200.0</b>
<b>Amphetamines</b>							
Adult	53	6	16	8	11	12	+100.0
Juvenile	8	0	0	2	4	2	*
<b>TOTAL</b>	<b>61</b>	<b>6</b>	<b>16</b>	<b>10</b>	<b>15</b>	<b>14</b>	<b>+133.3</b>
<b>Other</b>							
Adult	134	16	31	21	28	38	+137.5
Juvenile	16	0	5	2	5	4	*
<b>TOTAL</b>	<b>150</b>	<b>16</b>	<b>36</b>	<b>23</b>	<b>33</b>	<b>42</b>	<b>+162.5</b>
<b>TOTAL</b>	<b>6928</b>	<b>854</b>	<b>1160</b>	<b>1418</b>	<b>1625</b>	<b>1871</b>	<b>+119.1</b>

\* Percent change cannot be calculated from a base value of zero.

Marijuana cultivation is the predominant type of manufacturing and cultivation arrest by Task Forces between 1989 and 1993 as seen in Table 7. Marijuana accounted for 93.4 percent of cultivation/manufacturing arrests.

**Table 7: Adult and Juvenile Task Force Manufacturing/Cultivation Arrests by Drug Type 1989-1993**

	<u>5 Year Total</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>	<u>% Change 1989-1993</u>
<b>Cultivation of Marijuana</b>							
Adult	894	61	126	199	275	233	+282.0
Juvenile	19	4	3	3	5	4	-
TOTAL	913	65	129	202	280	237	+264.6
<b>Manufacture of Other Drugs</b>							
Adult	64	7	13	9	7	28	+300.0
Juvenile	1	1	0	0	0	0	-100.0
TOTAL	65	8	13	9	7	28	+250.0
TOTAL	978	73	142	211	287	265	+263.0

The volume of Task Force drug seizures has varied over the five years as indicated in Table 8. The data show percentage increases in marijuana, cocaine and LSD, but declines for heroin and amphetamines arrests. Changes in the "other drug" category are mixed.

**Table 8: Volume of Drug Seizures in Task Force Arrests  
by Drug Type 1989-1993**

<u>Drug Type</u>	<u>5 Year Total</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>	<u>% Change 1989-1993</u>
<b>Cocaine</b>							
Kilograms	186.2	43.2	30.6	26.5	28.2	57.7	+33.6
Units	12.0	8.0	4.0	0.0	0.0	0.0	-800.0
<b>Marijuana</b>							
Kilograms	4829.4	274.2	761.2	1,411.7	1,213.7	1,168.6	+326.2
Units	269.1	0.0	21.0	74.1	142.00	32.0	*
Plants	58,989.0	1769.0	30,816.0	7,774.0	6,478.0	12,152.0	+586.9
<b>LSD</b>							
Grams	60.7	5.0	4.6	43.0	1.7	6.4	+28.0
Units	28,416.6	1,453.0	10,615.5	6,199.5	4,851.2	5,297.4	+264.6
<b>Heroin</b>							
Grams	903.9	141.2	212.4	435.3	99.1	15.9	-88.7
<b>Amphetamines</b>							
Grams	7,427.4	5,073.8	115.7	645.7	48.7	1,543.5	-69.6
Units	5,031.5	1,382.0	908.0	2,382.0	274.5	85.0	-93.9
<b>Other</b>							
Kilograms	24.8	4.6	8.4	1.5	2.9	7.4	+60.9
Units	21,421.0	1,834.0	6,526.5	1,149.5	7,690.5	4,220.5	+130.1
Plants <sup>17</sup>	1103.0	0.0	0.0	0.0	1103.0	0.0	*
Milliliters	12,909.3	11,451.0	676.8	308.3	0.0	473.2	-95.9

\* Percent change cannot be calculated from a base value of zero.

<sup>17</sup> Refers to Opium plants

## 7. SELECTED TASK FORCE PERFORMANCE MEASURES

This chapter presents data on additional indicators which are useful in assessing Task Force performance. While Chapter 6 provided data on the most basic Task Force activities and performance, these indicators were chosen because of their relationship to other traditional drug enforcement Task Force goals.

### Large Volume Seizure Arrests

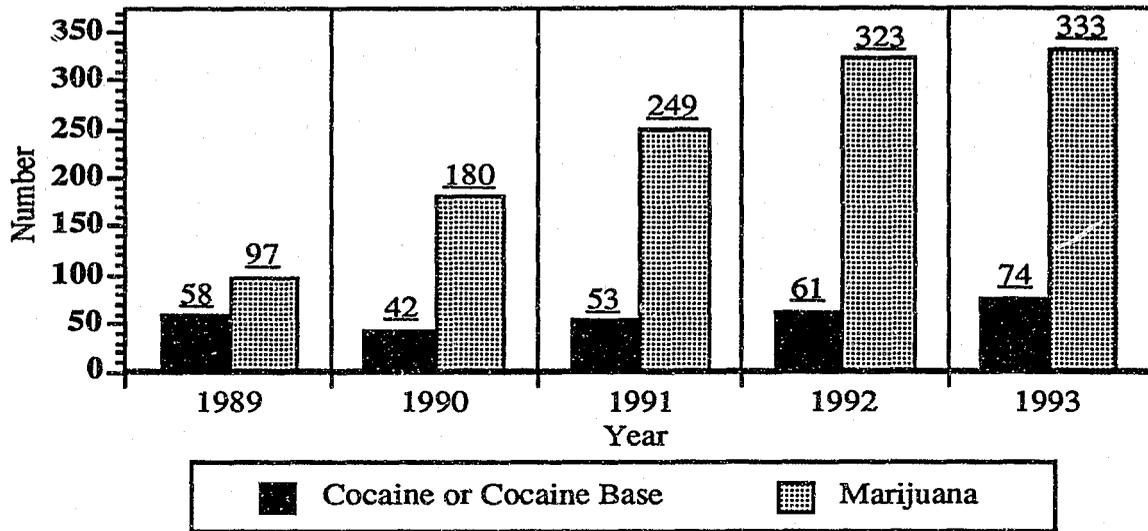
Measuring arrests with large volume seizures is intended to measure the degree to which Task Forces focus on high level drug cases, although it must be recognized that the seizure upon arrest is not a complete or perfect measure of case seriousness. A large volume seizure arrest was arbitrarily designated to involve a seizure of 1) more than four ounces of cocaine or cocaine base, or 2) more than one pound of processed marijuana or more than five plants of marijuana. Arrests for these types of cases increased 162.6 percent between 1989 and 1993. Large volume cocaine arrests increased 27.6 percent; and large volume marijuana arrests increased 243.3 percent as shown in Table 9 and Graph 4.

**Table 9: Task Force Large Volume Seizure Cocaine and Marijuana Arrests 1989-1993**

<u>Drug Type</u>	<u>5 Year Total</u>	<u>Percent</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>	<u>% Change 1989-1993</u>
Cocaine	267	18.2%	58	42	53	54	60	+3.4
Cocaine Base	21	1.4%	0	0	0	7	14	*
Marijuana (> 1 pound)	725	49.3%	70	112	141	183	219	+212.9
Marijuana (> 5 plants)	457	31.1%	27	68	108	140	114	+322.2
<b>TOTAL</b>	<b>1470</b>	<b>100.0%</b>	<b>155</b>	<b>222</b>	<b>302</b>	<b>384</b>	<b>407</b>	<b>+162.6</b>

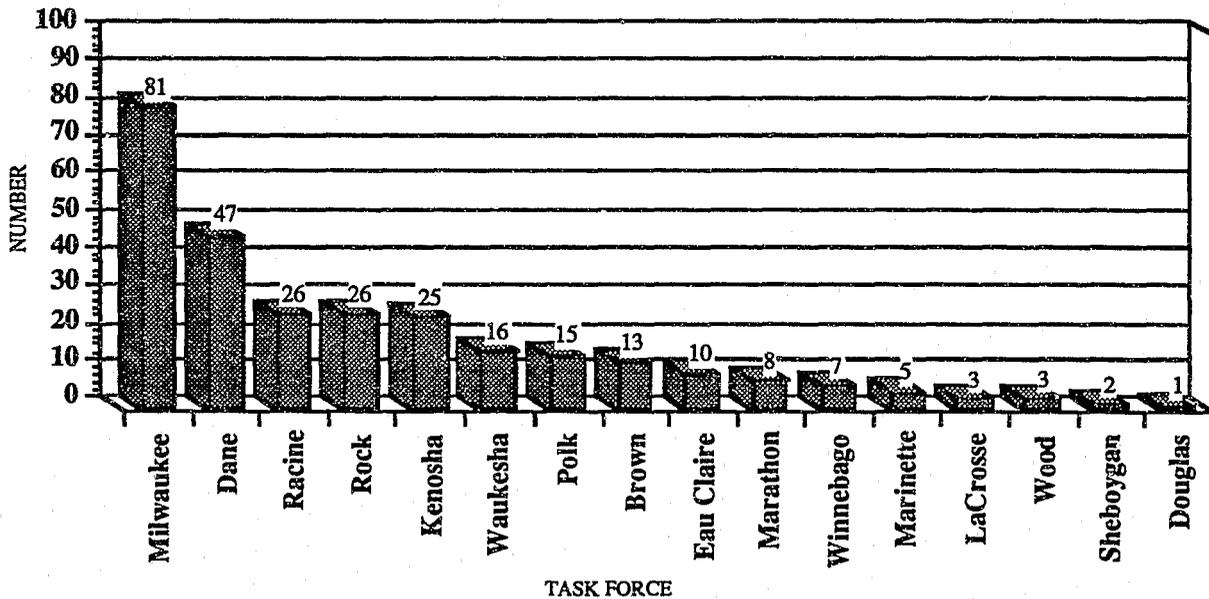
\* Percent change cannot be calculated from a base value of zero.

**Graph 4: Task Force Arrests Involving Large Volume Cocaine, Cocaine Base and Marijuana Seizures 1989-1993**



Most large volume cocaine arrests from 1989 to 1993 were made by the large, heterogeneous, urban area Task Forces which suggests that cocaine and cocaine base are more of a problem in these communities. Total large volume cocaine arrests totals are shown by individual Task Forces in Graph 5. Sixteen Task Forces made large volume cocaine or cocaine base arrests.

**Graph 5: Five Year Total of Task Force Arrests for More Than 4 Ounces of Cocaine or Cocaine Base**



## Task Force Arrests as a Proportion of UCR Arrests

Wisconsin law enforcement agencies report arrests, including those for drug law violations, to OJA through the Uniform Crime Reporting (UCR) Program. The proportion of statewide drug arrests made by Task Forces is an indication of the degree to which Task Forces have assumed routine drug enforcement activities in their jurisdiction.

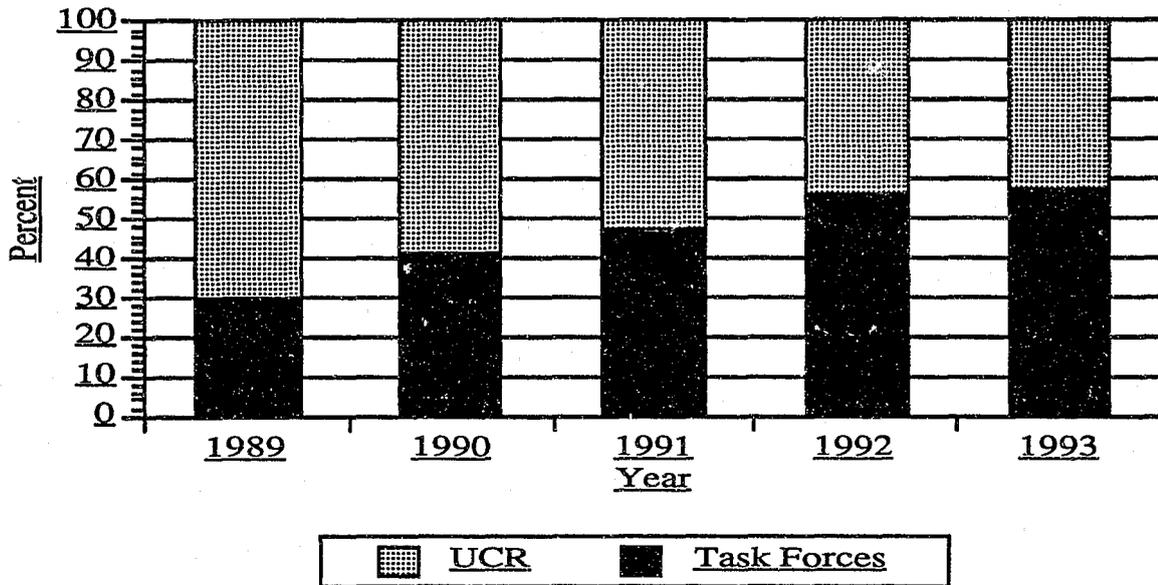
Table 10 presents comparisons of total Wisconsin UCR arrests and Task Force arrests for sales and possession of drugs from 1989 to 1993. Task Forces made one of two sales arrests and one of five possession arrests over the five years. In 1989 Task Forces made one of three sales arrests and one of ten possession arrests. However, Task Forces in 1993 made three of five sales arrests and one of five possession arrests. Between 1989 and 1993, Task Force sales arrests increased 130.4 percent and Task Force possession arrests increased 174.4 percent.

**Table 10: UCR and Task Force Sales and Possession Arrests 1989-1993**

Sales	<u>5 Year</u>	<u>% of</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>
	<u>Total</u>	<u>UCR</u>					
UCR	16,703		3090	3153	3419	3372	3669
Task Forces	7,906	47.3%	927	1302	1629	1912	2136
Possession	<u>5 Year</u>	<u>% of</u>	<u>1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>	<u>1993</u>
	<u>Total</u>	<u>UCR</u>					
UCR	36,485		7015	6291	6099	8035	9045
Task Forces	7,550	20.7%	695	1299	1601	2048	1907

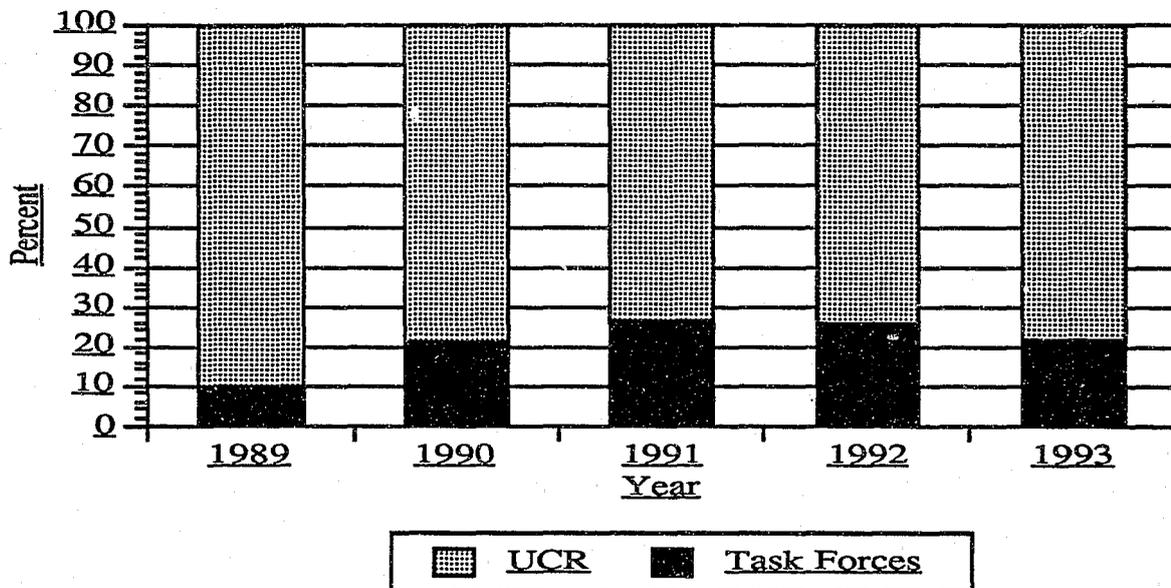
Graphs 6 and 7 illustrate the Task Forces' focus on drug sales arrests rather than drug possession arrests over the five years. Graph 6 shows the steady percentage increase in drug sales arrests made by Task Forces over the five year period.

**Graph 6: Task Force Drug Sales Arrests as Percent of UCR Drug Sales Arrests 1989-1993**



Graph 7 illustrates the relatively smaller percentage of all state UCR drug possession arrests, compared to the percentage of UCR drug sales arrests, attributed to Task Forces over the five years. The proportion of Task Force possession arrests have decreased since 1991 while Task Force sales arrests increased every year between 1989 and 1993.

**Graph 7: Task Force Drug Possession Arrests as Percent of UCR Drug Possession Arrests 1989-1993**



## Drug Street Prices as an Indication of Drug Availability

Increased prices on the street are believed to be an indicator of the scarcity or abundance of illicit drugs. A higher price may reflect a tighter street supply. The increasing prices shown over time in Table 11 may reflect the impact of drug enforcement on the drug supply. It must be noted, though, that increasing prices could be due to other supply factors (unrelated to in-state enforcement) or to increasing demand. These estimated street prices are obtained through statewide surveys of law enforcement anti-drug personnel, including Task Force staff, by the State Department of Justice, Division of Narcotics Enforcement (DNE).

**Table 11: Statewide Average Drug Street Prices January 1990 to June 1994<sup>18</sup>**

<u>Substance - Amount</u>	<u>Jan 90</u>	<u>May 91</u>	<u>Jan 92</u>	<u>June 93</u>	<u>June 94</u>	<u>% Change 1990-1994</u>
Marijuana - 1 pound	\$1,400	\$1,725	\$1,800	\$2,075	\$2100	+50.0
LSD - 100 units	\$345	\$350	\$300	\$340	\$540	+56.5
Cocaine - 1 ounce	\$1,300	\$1,400	\$1,500	\$1,400	\$1850	+42.3
Methamphetamines - 1 gram	\$100	\$115	\$105	\$135	\$115	+15.0

Street prices for cocaine base have been collected since January 1992. At that time, the price per gram was about \$100. In June 1993 it rose to its highest price, about \$150 per gram, then declined to \$140 per gram in June 1994, according to the DNE survey.

<sup>18</sup> Source: Wisconsin Law Enforcement Bulletin, September 2, 1994

## Summary of Task Force Data

Wisconsin Task Forces collectively have significantly increased the rate of drug law enforcement in the state over the five-plus years of their existence. Over the years, they also appear to have increased their efforts to address higher level drug activities, as intended by federal Task Force standards. Over the five years examined, about half of all Task Force arrests were for drug sales (delivery, cultivation/ manufacture) and half were for illegal drug possession. In 1989, Task Forces made 30 percent of all drug sales arrests and 10 percent of all drug possession arrests reported by state law enforcement agencies. But by 1993, Task Forces were making 58 percent of all sales arrests and 21 percent of all drug possession arrests.

In real numbers, hundreds more adults than juveniles were arrested by Task Forces, but percentage increases were greater over the five years for juvenile drug arrests. Overall, juvenile arrests increased 325 percent and adult arrests increased 142.5 percent; juvenile sales arrests increased 509.5 percent and adult sales arrests increased by 120.3 percent; juvenile possession arrests increased 225.6 percent and adult possession arrests increased 173.2 percent.

Over the five years, all Task Force arrests increased 149.3 percent. Arrests involving cocaine and cocaine base increased 70.7 percent, and arrests involving marijuana increased 206.1 percent. Cocaine and marijuana comprise the largest categories for which drug arrests were made in Wisconsin. Large volume Task Force marijuana and cocaine arrests increased 162.6 percent between 1989 and 1993. Large volume cocaine arrests increased 27.6 percent and large volume marijuana arrests increased 243.3 percent.

Except for cocaine base, rises in street level prices around the state over the five years may indicate a tighter market supply for most illicit drugs known to law enforcement.

## 8. EVALUATING TASK FORCE PERFORMANCE

Chapters 6 and 7 present summary data for all Task Forces, giving an aggregate view of state-wide activity and overall performance. However, in examining some aspects of performance and effectiveness, it is misleading to look at all Task Forces grouped together. As Task Forces have evolved in Wisconsin over the several years of federal funding support, many different Task Force organizational types have emerged. In most cases, Task Force characteristics are clearly related to the geographic and demographic characteristics of the Task Force jurisdiction and to the nature of the local drug problem. Types of units range from a single-county, urban Task Force with a heavy "conspiracy" focus, to a multi-county, rural Task Force which has assumed many of the "routine" drug enforcement activities within its jurisdiction. While these Task Force types cannot be *clearly and completely* defined, general differences are evident. This chapter explores two general categories of differences, external and internal characteristics, that may affect Task Force performance and the measurement of that performance:

External characteristics are the geographic and demographic characteristics of a Task Force's jurisdiction, as described in Chapter 5.

Internal characteristics refer to the type of organization and structure within which the Task Force operates on a day-to-day basis, such as command structure, officer authority, and operational procedures. To a large extent, the internal features of Task Forces are affected by, or even dictated by, the external features, but many internal Task Force characteristics are difficult to fully define and identify.

To examine the effects of these general internal and external characteristics on Task Force performance, Task Forces existing from 1989 through 1993 have been categorized along the obvious external lines of urban/rural and single/multiple county characteristics. The resulting groupings are shown in Chart 2. Task Forces are identified in Chart 2 according to their lead agency in 1993. Task Force groupings in subsequent charts are identified according to the "Key" in Chart 2. As can be seen from the "key," data from the Task Forces headed by Winnebago and Sauk Counties are not included in subsequent charts. These charts will compare groups of Task Forces which are similar in certain clearly defined attributes. The Winnebago and Sauk County Task Forces are too unique, in terms of the dimensions of Chart 2, to be grouped with other Task Forces.

External Task Force characteristics tend to be related to internal characteristics, generally as noted below:

**Group 1** Task Forces are all reasonably independent county-wide enforcement units with a designated commander and organizational hierarchy. Officers work out of a central location with fairly standard operational procedures and usually have an investigative focus on higher level drug dealers and organizations.

**Group 4/5** Task Forces do not generally operate as a single, autonomous unit. Officers are not as clearly assigned to the Task Force, nor is there one clear command authority or one central unit location. The emphasis of these units is on sharing resources and sharing information to expedite drug enforcement, but in an otherwise decentralized effort. The Eau Claire Task Force is an exception in that it has many "single-county" or centralized characteristics. This may stem from the facts that it serves the significant core urban area of Eau Claire and Chippewa Falls, and that the Task Force originally only consisted of the two counties which include these cities. (Group 4/5 will be considered one Group in the following analyses because many of the internal characteristics of these Task Forces appear similar and because each Group alone is small.)

**Chart 2: Task Force Groupings by External Characteristics 1993**

CHART 2	Single County	2 or 3 Counties	Multi-County
Large Urban	Brown Dane Kenosha Milwaukee Racine Rock Waukesha		Winnebago
Small Urban*	Dodge Jefferson Ozaukee Manitowoc Sheboygan Walworth Washington		Eau Claire LaCrosse Wood
Rural	Sauk	Barron Columbia Door Green Marinette Polk Shawano	Douglas Iowa Marathon

**Chart 2 - Grouping Key**

	Single County	2 or 3 Counties	Multi-County
Large Urban	Group 1		
Small Urban*	Group 2		Group 4
Rural		Group 3	Group 5

\*Small urban includes suburban Task Forces as well as Task Forces comprised of rural groups of counties surrounding an urban base.

**Group 2 and Group 3 Task Forces** fall between the extremes of Group 1 and Group 4/5 in their external characteristics and many internal characteristics.

These groupings should not be considered totally scientific. When examined according to some features, like population density for example, there may appear to be some misplaced units. Generally, however, Group 1 Task Forces have significant core urban areas, while Group 2 Task Forces have smaller urban centers or are essentially suburban. The internal characteristics of Group 2 and Group 3 Task Forces are less well understood at this writing, appearing to combine some Group 1 elements and some Group 4/5 elements to varying degrees. The primary comparison in this Chapter will be between Group 1 and Group 4/5, since these are the most clearly defined Groups and apparently the most different from each other.

Chart 3 shows selected performance data for the four Groups outlined above. These performance data are intended to illustrate differences among the Groups and particularly between Group 1 and Group 4/5. These data are most associated with the effective performance of a *traditional* Task Force, that is, one closest to the federal standard set forth in the original 1987 federal brief mentioned in Chapter 3. One component of performance, for example, is intended to be the degree to which the Task Force combats large drug dealing organizations or drug conspiracies, even though this would not be the only definition of effectiveness in a broader sense. As such though, it may be "hypothesized" that Group 1, which embodies more traditional Task Force components, should appear more effective on these indicators.

Performance in Chart 3 is measured by the numbers of distribution/cultivation arrests, overall proportion of drug arrests, and large volume seizure arrests. The rationale for the indicators presented in Chart 3 is as follows:

- Task Force distribution/cultivation (D/C) arrests as a proportion of all law enforcement agency D/C arrests as reported to the UCR program. The higher the percentage, the more the Task Force is assuming responsibility for all D/C drug law enforcement in the county or counties it serves.
- Percent of all Task Force arrests that are for distribution/cultivation. This should measure the amount of "routine" drug enforcement being performed by the Task Force. The higher the percentage of D/C cases, the more the Task Force may be focusing on significant cases and drug distribution organizations, although a simple focus on street level sales would also increase this measure.
- Percent of cocaine and marijuana arrests that involve large volume seizures. Large volumes are conservatively defined here as 1) more than four ounces of cocaine or cocaine base or 2) more than one pound of processed marijuana or more than five marijuana plants. The higher the percentage of these larger volume cases, the more the Task Force may be focusing on significant cases and drug distribution organizations. (Although this indicator counts persons arrested, not cases; that is, more than one person may be arrested for one large volume seizure.)

For all these indicators, the differences between Group 1 and Group 4/5 in Chart 3 are in the direction hypothesized, although the Group 2 and 3 values do not always fall evenly in between. The variations in Groups 2 and 3 are most evident in the "large volume seizure" assessments, for which Group 2 has the lowest percentages, not Group 4/5, and for which Group 3 has the highest cocaine percentage. It is possible that this indicator does not distinguish effectiveness as well as expected. Chart 4 presents the actual arrest counts for the percentages shown in Chart 3. As can be seen in Chart 4, Groups 2 and 3 have many fewer D/C arrests than Groups 1 and 4/5, despite their proportionally greater number of high volume seizure arrests. Much of the cocaine

**Chart 3: Task Force Groups Compared by Percentages of  
Delivery/Cultivation and Large Volume Cocaine and Marijuana Arrests  
1989-1993**

<b>CHART 3</b>	<b>GROUP 1</b>	<b>GROUP 2</b>	<b>GROUP 3</b>	<b>GROUP 4/5</b>
<b>Row 1: Task Force D/C Arrests as Percent of All UCR D/C Arrests</b>	31.2%	57.7%	78.6%	84.2%
<b>Row 2: Percent of All Task Force Arrests That Are D/C Arrests</b>	65.6%	43.4%	45.7%	42.0%
<b>Row 3: Percent of All D/C Arrests That Are Large Volume Marijuana or Cocaine Arrests</b>	19.6%	14.5%	25.6%	18.2%
<b>Row 4: Percent of All Marijuana D/C Arrests That Are Large Volume Arrests</b>	37.1%	20.1%	30.0%	22.9%
<b>Row 5: Percent of All Cocaine D/C Arrests That Are Large Volume Arrests</b>	10.9%	0.9%	14.6%	6.4%

**Chart 4: Task Force Groups Compared by Numbers of Arrests, D/C Arrests, Large Volume Marijuana and Cocaine Arrests, and UCR D/C Arrests 1989-1993.**

<b>CHART 4</b>	<b>GROUP 1</b>	<b>GROUP 2</b>	<b>GROUP 3</b>	<b>GROUP 4/5</b>
<b>Total Task Force Arrests</b>	5,315	2,346	1,548	5,374
<b>Total Task Force D/C Arrests</b>	3,484	1,019	707	2,256
<b>Total Task Force Large Volume Marijuana Arrests</b>	447	146	161	386
<b>Total Task Force Large Volume Cocaine Arrests</b>	234	2	20	25
<b>Total UCR D/C Arrests</b>	11,122	1,753	898	2,676

**Chart 5: Task Force Groups Compared by Total Incidents,  
Delivery/Cultivation Incidents, and Large Volume Cocaine and Marijuana  
Incidents 1989-1993.**

<b>CHART 5</b>	<b>GROUP 1</b>	<b>GROUP 2</b>	<b>GROUP 3</b>	<b>GROUP 4/5</b>
<b>Total Task Force Incidents</b>	5579	2287	1461	5156
<b>Task Force D/C Incidents</b>	4112	1235	690	2384
<b>Percent of All Incidents That Were D/C Incidents</b>	73.7%	54.0%	47.2%	46.2%
<b>Task Force Large Volume Marijuana or Cocaine Incidents</b>	381	99	121	294
<b>Percent of D/C Incidents That Were Large Volume Marijuana or Cocaine Incidents</b>	9.3%	8.0%	17.5%	12.3%

activity in Group 3 is from the Polk-St Croix Task Force, which made multiple arrests for some single large seizures, possibly based on highway interdiction activities.

Chart 5 presents incident data in the same format as the arrest data of Chart 4. That is, the Chart presents counts of crime incidents, rather than the persons arrested for those incidents. Among other things, it allows the calculation of incidents per arrest and arrests per incident. Interestingly, this Chart shows a reversal of the large volume seizure arrest pattern for Groups 1 and 4/5. Here 12.3 percent of Group 4/5 D/C incidents involve large seizures, while just 9.3 percent of Group 1 D/C incidents involve large seizures. The underlying phenomenon appears to be that Group 1 Task Forces arrest more persons for each large volume seizure incident than Group 4/5. (Group 1 arrested 1.8 persons per each large volume incident, while Group 4/5 arrested 1.4 persons.) Conversely, however, Group 1 shows a higher number of total D/C incidents per arrest than Group 4/5 (1.18 incidents per D/C arrest for Group 1, compared to 0.95 incidents per arrest for Group 4/5). Although these differences are not great, it is possible that Group 1 Task Forces perform more "buys" before making an arrest, and then more often arrest several co-conspirators.

### **OJA Programing Implications**

While aggregate statistics for all Task Forces show general increases in overall drug enforcement activity, all Wisconsin Task Forces are not equal in structure, focus and performance. Even though many organizational differences are certainly motivated by external jurisdiction characteristics, the differences should be considered in evaluating the programs and in further program development at the state level. The primary purpose of the comparisons in this chapter is to compare traditional centralized urban Task Forces (Group 1) with more rural, decentralized Task Forces (Group 4/5) on available performance measures. Certain differences in the focus and impacts of these Groups are evident, though many more precise questions of performance and effectiveness are more difficult to answer.

Recognition of the differences that are apparent, however, gives rise to two related state program planning and implementation questions. First, questions about differences in performance should be asked, even if they cannot be fully answered at this point. Would more rural, multi-county Task Forces be more effective if some traditional Task Force features were adopted, or is a cooperative, but decentralized effort most appropriate for multi-county units? Second, is program and funding accountability at the state level best met by funding all these diverse units under the federal Task Force program of the Edward Byrne Anti-Drug Abuse Act, particularly since some of the rural multi-county units do not adhere to the federal Task Force program standards?

What is shown in the charts in this chapter is basically that more traditionally composed Task Forces (Group 1) perform more like traditional Task Forces than do decentralized, cooperative-based Task Forces (Group 4/5). The more traditionally focused Task Forces handle more distribution cases than possession cases and apparently handle less of the "routine" drug workload (that is, a smaller proportion of all drug arrests). Since Task Force program elements (like structure, organization and focus) cannot be separated from Task Force environmental characteristics (like geography and demography), it is just as possible, however, that the "performance" differences are due to the environmental differences.

Further research is necessary for a definitive assessment of the relationship of performance to unit organizational features. For discussion purposes, however, it should be noted that some Wisconsin Task Forces lack fairly basic features of true regional or multijurisdictional units. Multijurisdictional Task Forces, by program design, are intended to be relatively autonomous, regional enforcement units with authority to operate uniformly throughout their regional jurisdiction. Some Wisconsin Task Forces do not have officers assigned full time to the unit, and often officers do not have authority to perform enforcement functions throughout their region.

Many units do not have a command structure with authority to fully prioritize and allocate unit resources. In essence, many of the multi-county rural Task Forces operate more as cooperative consortiums than as autonomous regional law enforcement units.

There may be merit in developing firmer program standards for Task Forces supported with federal Task Force funds. A case could also be made, however, especially in the absence of better performance information, for continuing to allow complete local flexibility in program development, as has been the case historically in Wisconsin. From a strictly funding program perspective, Wisconsin may wish to place such decentralized units into a separate funding program, perhaps a "Rural Drug Enforcement Consortium" program. While this may still fall under the "Multijurisdictional Task Force" program in federal funding terms, such a distinction at the state level would establish more accurate and more identifiable program parameters, and enable better program planning and better program evaluation to be conducted.

## APPENDIX

### CEASE PROGRAM DATA 1991-1993

Task Forces throughout Wisconsin work cooperatively with the Cannabis Enforcement and Suppression Effort (CEASE), a program directed at the reduction of cultivated and non-cultivated marijuana in the state. The program is managed by the state Department of Justice, Division of Narcotics Enforcement (DNE), and Sheriff Departments serve as local coordinating agencies. Logistical and operational support is provided by the Wisconsin National Guard Drug Control Program and Civil Air Patrol. The DNE compiles statewide data and reports to the U.S. Drug Enforcement Administration, as well as to Wisconsin law enforcement agencies. Table 12 details some of the CEASE Program data from 1991 to 1993.

**Table 12: CEASE Program Indicators 1991-1993**

	<u>1991</u>	<u>1992</u>	<u>1993</u>
<b>Plots Eradicated</b>	564	511	673
Indoor	100	184	191
Outdoor	464	327	482
<b>Plants Eradicated</b>			
Outdoor	6,047,849	35,874,800	13,850,955
Cultivated	78,076	20,486	43,226
Non-cultivated	5,964,331	35,853,407	13,807,729
Bulk/processed	488.83	205	205.15
Indoor Cultivated	3,446	4,628	7,195
Bulk/processed	271.49	452.97	436.517
<b>Herbicide Eradication</b>	76,900	438	8,631
<b>Persons Arrested</b>	302	378	408
State	295	346	401
Federal	7	32	7
<b>Civil Air Patrol</b>			
Missions Flown	75	35	31
Flight Hours	160.25	115	306.1
<b>Weapons Seized</b>	118	205	142
Firearms	89	200	116
Booby traps/Other	2	5	26
<b>Value Assets Seized</b>			
Total	\$1,011,090	\$1,317,568	\$774,484
Cash	96,140	27,754	90,362
Real Estate	761,000	1,039,209	555,800
Other	153,950	250,605	128,322

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