

Assessing Illinois' Metropolitan Enforcement Groups and Task Forces



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A Profile of the Blackhawk Area Task Force

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EXECUTIVE SUMMARY

Since 1989, the Authority's Research and Analysis Unit has received funds under the federal Anti-Drug Abuse Act of 1988 to document the extent and nature of drug and violent crime in Illinois and the criminal justice system's response to these offenses. As a result of these efforts, the Authority has amassed a large amount of data measuring the extent and nature of drug and violent crime in Illinois and the impact these crimes have had on the criminal justice system. In addition, as part of its monitoring and evaluation efforts, the Authority also requires funded programs to submit monthly data reports describing their activities and accomplishments. This profile is intended to provide a general overview of the drug and violent crime problem in the jurisdictions covered by Illinois' MEGs and task forces, and the response to these problems by the units.

Although the data presented in this report are by no means inclusive of all indicators, they do provide a general overview of drug and violent crime and the response and impact of the criminal justice system. The following represent general conclusions that can be made based on the data analyzed for this report.

- In 2002, six local Illinois police agencies participated in BATF (a participating agency is defined as one that contributes either personnel or financial resources to BATF). Officers assigned to BATF (totaling ten in 2002, six from participating agencies accounted for 5 percent of the total number of sworn police officers working for agencies participating in BATF (page 1).
- The violent Index offense rate was collectively higher across jurisdictions that did not participate in BATF than among the combined jurisdictions that did participate in BATF from 1993 to 1998; however, since 1999, the opposite has been the case with the difference generally becoming less dramatic (page 3).
- The total drug arrest rate tended to be significantly higher in the jurisdictions that did not participate in BATF than in those jurisdictions that did participate in BATF, although drug arrests rates in both participating and non-participating jurisdictions increased considerably during the period examined. Also, the BATF accounted for a substantial proportion of the drug arrests made in the jurisdictions participating in the unit. During the period examined, BATF accounted for one-half or more (depending on the specific drug offense considered) of the drug arrests made in the region, despite the fact that the unit includes only a small proportion of all officers working in the region covered by BATF (page 6).
- When comparing the types of drug offenders arrested by those agencies participating in BATF, those agencies not participating, and BATF, it was found that BATF tended to target and arrest more serious drug law violators, specifically violators of the Controlled Substances Act, which tend to be felony-level offenses (page 9).
- The majority of all drug arrests reported by BATF, for either violations of the Cannabis Control Act or the Controlled Substances Act, involve drug sale or delivery (page 14).
- Although cannabis seizures by BATF decreased between 1993 and 2002, the amount of cocaine seized during this time increased dramatically (pages 15 and 16).

- From 1991 and 2002, nearly nine out of ten drug arrests by BATF resulted in prosecution. Of these BATF drug offender prosecutions, 63 percent were for violations of the Controlled Substance Act (page 18).
- In 2002, among those BATF drug offenders convicted and sentenced, prison sentences accounted for the largest proportion (81 percent), followed by probation sentences (11 percent) and jail sentences (9 percent) (page 20).
- From 1989 and 2002, prison sentences resulting from BATF cases accounted for 31 percent of all drug-law violators sent to prison from the region where BATF operates (page 21).
- While local drug arrests may reflect the substances most widely available and used in the region and for which a large proportion of individuals were seeking and receiving treatment (i.e., cannabis); they did not tend to involve the substances considered to be most serious (i.e., felony versus misdemeanor) (page 25).

I. Introduction

The Blackhawk Area task force (BATF) covers the Illinois counties of Carroll, Henry, Jo Daviess, Lee, and Whiteside. Combined, these counties had a 2002 total population of 185,733 – a slight increase (1 percent) from the 1990 population. In SFY 2002, six local Illinois police agencies participated in BATF. These included the Sheriff's Offices from Carroll, Jo Daviess, Lee, and Whiteside counties, as well as the municipal police departments of Sterling and Kewanee. These agencies served 48 percent of the population in the five-county region covered by BATF in SFY 2002 (see Map 1 on page 31). In addition, the following Iowa law enforcement agencies also participate in BATF: the Clinton Police Department and the Clinton County Sheriff's Office. A participating agency is defined as one that contributes either personnel or financial resources to BATF.

In addition to agencies that participate in BATF, these Illinois counties are served by 31 additional police departments that do not participate in BATF. According to the Illinois State Police, county sheriffs and local police departments in the five-county region covered by BATF, combined, employed 340 full-time police officers as of Oct. 31, 2002, 107 of which were employed with agencies participating in BATF. In comparison, there were just ten officers assigned to BATF in SFY 2002, six of which were assigned by participating agencies, two from the Illinois State Police and two from Iowa law enforcement agencies. Thus, the officers assigned to BATF during 2002 accounted for a relatively small proportion—5 percent—of the total number of sworn police officers working in the participating police departments.

Since 1989, the Authority's Research and Analysis Unit has received funds under the federal Anti-Drug Abuse Act of 1988 to document the extent and nature of drug and violent crime in Illinois and the criminal justice system's response to these offenses. As a result of these efforts, the Authority has amassed a large amount of data measuring the extent and nature of drug and violent crime in Illinois and the impact these crimes have had on the criminal justice system. In addition, as part of its monitoring and evaluation efforts, the Authority also requires funded programs to submit monthly data reports describing their activities and accomplishments. To put this information into the hands of Metropolitan Enforcement Group (MEG) and drug task force directors and policy board members, the Authority's Research and Analysis Unit has developed profiles – of which this is one – for each MEG and task force. The profile is intended to provide a general overview of the drug and violent crime problem in the jurisdictions covered by Illinois' MEGs and task forces, and the response to these problems by the units.

In addition to administering federal block-grant funds that come to Illinois for crime control initiatives, the Illinois Criminal Justice Information Authority is also responsible for providing policymakers, criminal justice professionals and others with information, tools and technology needed to make effective decisions that improve the quality of criminal justice in Illinois. The Authority provides an objective system-wide forum for identifying critical problems in criminal justice, developing coordinated and cost-effective strategies, and implementing and evaluating solutions to those problems. The specific powers and duties of the Authority are delineated in the Illinois Criminal Justice Information Act (Illinois Compiled Statutes, Ch. 20, Sec. 3930). Two of the Authority's many responsibilities are serving as a clearinghouse of information and research on criminal justice and undertaking research studies to improve the administration of criminal justice.

While the data presented in this report are by no means inclusive of all indicators, they do provide a general overview of drug and violent crime and the response and impact of the criminal justice system. In addition, these data are readily available and consistently defined through existing statewide data collection mechanisms. Some data presented in this profile have been analyzed differently than in previous years; therefore, caution must be taken when comparing numbers presented with previous profiles.

While a considerable amount of the information presented in this profile has been provided to the Authority by BATF, a number of state agencies have also provided data to the Authority that are included in this report. Specifically, the Illinois State Police, the Administrative Office of the Illinois Courts, the Illinois Department of Human Services' Office of Alcoholism and Substance Abuse, the Illinois Department of Corrections and the Illinois Department of Children and Family Services all provided data used to develop this profile. The support and cooperation of these agencies and their staffs have helped make this report an informative and timely source of information on the activities of the criminal justice system in Illinois.

II. Trends in Violent Index Offenses and Arrests

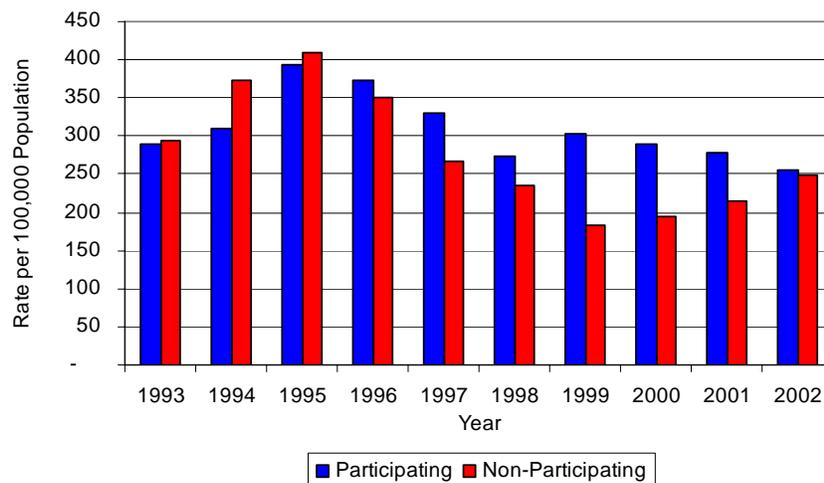
While most of Illinois' Metropolitan Enforcement Groups and drug task forces are primarily involved in drug enforcement activities, it is clear that the relationship between drugs and violence is particularly evident in a number of Illinois communities. In addition, a number of MEGs and task forces have increased their involvement in the investigation of violent crime, particularly that associated with gang activity and violence related to drug distribution, sale and turf battles. One of the most commonly used indicators of the level of crime in a particular jurisdiction is the number of Index offenses reported to the police. In Illinois, as part of the Illinois Uniform Crime Reporting (I-UCR) program, every law enforcement agency in the state is required to report crime data monthly to the Illinois State Police (ISP), either directly or through another law enforcement agency, usually the county sheriff's office. There are eight separate offenses that constitute the Crime Index, including murder, criminal sexual assault, robbery, aggravated assault (violent Index offenses), burglary, theft, motor vehicle theft, and arson (property Index offenses). Although these eight offenses do not account for all crimes reported to the police, they are considered to be the most serious, frequent, pervasive and consistently defined by different law enforcement agencies.

In 2002, the number of violent Index offenses reported to the police in the five-county region covered by BATF totaled 467, a 14 percent decrease from the 542 offenses reported in 1993. The majority (66 percent) of violent Index offenses reported to the police between 1993 and 2002 were aggravated assaults, while 29 percent were criminal sexual assaults.

During the period analyzed, the violent Index offense rate for the region covered by BATF also decreased 14 percent, from 292 offenses per 100,000 population in 1993 to 251 offenses per 100,000 population in 2002. Considering only the participating agencies, the violent Index offense rate decreased 12 percent, from 290 to 256 offenses per 100,000 population. During the same period, the rate in the non-participating agencies decreased 16 percent, from 294 to 248 offenses per 100,000 population (Figure 1). From 1993 to 1995, the violent Index offense rate was collectively higher across jurisdictions that did not participate in BATF than among the combined jurisdictions that did participate in BATF; however, since 1996, the opposite has been the case with the difference generally becoming less dramatic.

Figure 1

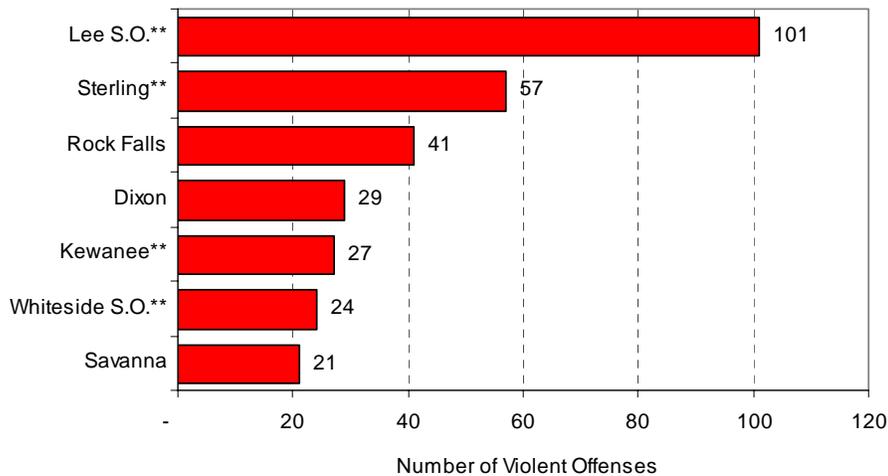
Violent Index Offense Rates for Participating and Non-participating Agencies in Region Covered by BATF



Source: ICJIA calculations using Illinois State Police and U.S. Census Bureau data

Across the individual local law enforcement agencies covered by BATF’s jurisdiction, the below listed agencies accounted for nearly two-thirds of all violent Index offenses reported to police (Figure 2). Agencies reporting fewer than 20 violent Index offenses in 2002 are excluded from Figure 2. When controlling for differences in the populations served by these law enforcement agencies, the violent Index offense *rate* ranged from 15 violent Index offenses per 100,000 in Carroll County to 958 offenses per 100,000 population in Hanover.

Figure 2
2002 Violent Index Offenses* Reported by
Participating and Non-participating Agencies in
Region Covered by BATF



Source: Illinois State Police

*Agencies reporting 20 or more violent offenses
 ** Agencies participating in BATF

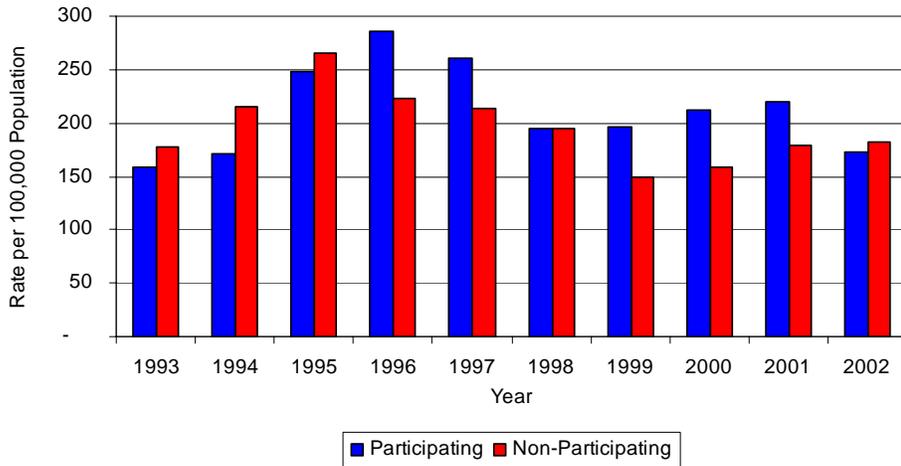
An indicator of the workload that law enforcement agencies place on other components of the justice system is the number of arrests made by police, including those for violent and property Index offenses and drug offenses. Unlike offenses, which are what police must respond to, arrests represent those offenders who may eventually be processed through other components of the justice system, including the courts, county jails, and state and local correctional programs.

From 1993 and 2002, the number of arrests for violent Index offenses made by law enforcement agencies in the region covered by BATF increased 5 percent, from 314 to 331. As with reported violent Index offenses, the majority (78 percent) of violent Index arrests were for aggravated assaults, followed by criminal sexual assaults (17 percent) during the period analyzed.

During the period analyzed, the violent Index arrest rate for the region covered by BATF increased 5 percent, from 169 arrests per 100,000 population in 1993 to 178 arrests per 100,000 population in 2002. The violent Index arrest rate in the participating agencies increased 9 percent, from 160 to 173 offenses per 100,000 population, while the rate in the non-participating agencies increased slightly, from 177 to 182 offenses per 100,000 population (Figure 3).

Figure 3

Violent Index Arrest Rates for Participating and Non-participating Agencies in Region Covered by BATF

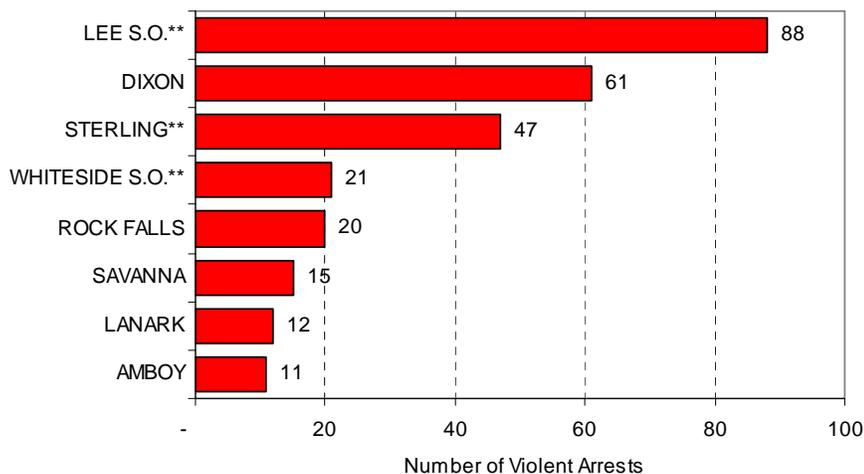


Source: ICJIA calculations using Illinois State Police and U.S. Census Bureau data

Similar to the number of violent Index offenses, the majority (75 percent) of arrests for violent Index offenses occurring in the five-county region covered by BATF were made by the agencies listed below (Figure 4). Agencies reporting fewer than ten arrests for violent Index offenses in 2002 are excluded from Figure 4. Of the 367 violent Index arrests made in 2002, the Lee County Sheriff’s Office accounted for the largest portion (24 percent), followed by the Dixon and Sterling police departments (17 percent and 13 percent, respectively) (Figure 4).

Figure 4

2002 Violent Index Arrests* Reported by Participating and Non-participating Agencies in Region Covered by BATF



Source: Illinois State Police

* Agencies reporting ten or more violent Index arrests

** Agencies participating in BATF

III. Trends in Drug Arrests

There are two sources of drug arrest data presented in this section. One source is the Illinois Uniform Crime Reporting (I-UCR) program that includes information submitted by local law enforcement agencies on the number of persons arrested for violations of Illinois' Cannabis Control Act, Controlled Substances Act, Hypodermic Syringes and Needles Act, and Drug Paraphernalia Control Act. In addition, data on drug arrests made by Illinois' MEGs and task forces are reported to the Illinois Criminal Justice Information Authority. In some jurisdictions, arrests made by the MEG or task force may be reported by both local law enforcement agencies through the I-UCR and to the Authority by the unit. In other jurisdictions, arrests made by the MEG or task force are only reported to the Authority by the unit. Therefore, in some instances drug arrests may be double counted – included in both local agency statistics reported to I-UCR and those of the MEG or task force. Currently there is no mechanism in place to ensure that drug arrest statistics are not being duplicated at both the local agency and MEG/task force level. This should be considered when interpreting the information presented in the following section.

The majority of drug offenses in Illinois are violations of either the *Cannabis Control Act* – which prohibits the possession, sale and cultivation of marijuana – or the *Controlled Substances Act* – which prohibits the possession, sale, distribution or manufacture of all other illegal drugs, such as cocaine and opiates. Illinois also has various other laws prohibiting other drug-related activity. These include the *Hypodermic Syringes and Needles Act* – which prohibits the possession or sale of hypodermic instruments – and the *Drug Paraphernalia Control Act* – which prohibits the possession, sale or delivery of drug paraphernalia. In general, violations of Illinois Controlled Substances Act are considered to be more serious, since they primarily involve cocaine, heroin, methamphetamine, and hallucinogens, and are almost all classified under Illinois law as felonies. The majority of cannabis and drug paraphernalia offenses encountered by police, on the other hand, tend to be misdemeanor-level offenses.

In 2002, local law enforcement agencies in the counties covered by BATF reported 1,138 arrests for drug law violations, four-times the number in 1993 (344 arrests). From 1993 and 2002, arrests for violations of Illinois' Cannabis Control Act out-numbered arrests for violations of the Controlled Substances Act every year in Carroll, Henry, Jo Daviess, Lee, and Whiteside counties. During the same period, the number of arrests for violations of the Cannabis Control Act in these five counties combined, increased from 256 to 533. Arrests for violations of the Controlled Substances Act in the five counties combined, increased more than four-fold, from 70 to 218. Arrests for violations of the Drug Paraphernalia Control Act, enacted in 1993, significantly increased, from 13 in 1993 to 377 in 2002. Much of this increase can be attributed to a 1994 addition to the Drug Paraphernalia Control Act, which included the possession of drug paraphernalia as a violation.

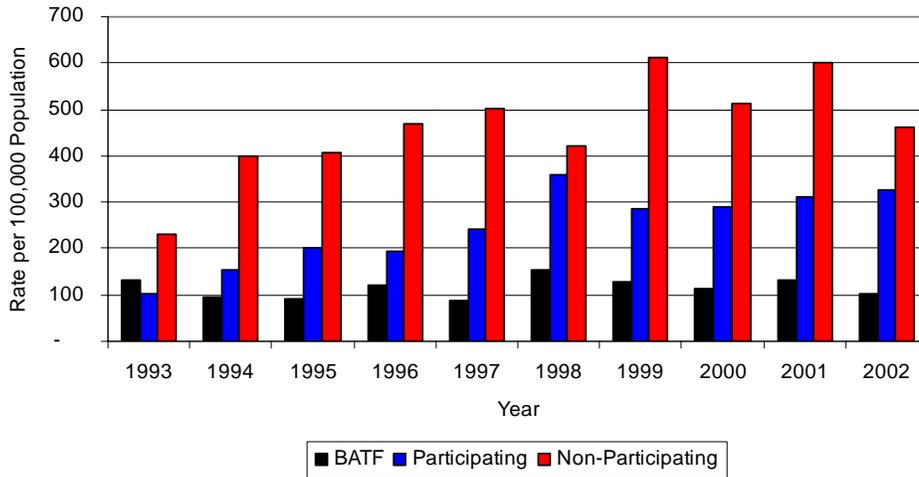
Because arrests for violations of the Drug Paraphernalia Control Act are frequently made in conjunction with other drug offense arrests, these arrests may be double-counted, thus skewing the actual number of drug arrests. Therefore, only arrests for violations of the Cannabis Control Act and Controlled Substances Act will be used for drug arrest comparisons between BATF and the participating and non-participating agencies.

During the period analyzed, the drug arrest rate for the Cannabis Control and Controlled Substances Acts combined, in the region covered by BATF nearly tripled, from 176 arrests per 100,000 population in 1993 to 404 arrests per 100,000 population in 2002. Similarly, the drug arrest rate in the participating and non-participating agencies also increased substantially, from 103 to 328 arrests per 100,000 population and 230 to 462 arrests per 100,000 population, respectively. The arrest rate for BATF, on the other hand, decreased slightly, from 131 to 103 arrests per 100,000 population (Figure 5). Thus, the drug arrest rate tended to be significantly higher in the jurisdictions that did not participate in BATF than in those jurisdictions that did participate in BATF. Also, the drug arrest rate achieved by BATF was nearly 40 percent lower than the drug arrest rate achieved by participating agencies, meaning that the unit made four arrests for every ten arrests by

participating agencies, for violations of the Cannabis Control and Controlled Substances Acts combined, with only a small proportion of all officers working in the region covered by BATF.

Figure 5

Total Drug Arrest Rates for BATF and Participating and Non-participating Agencies in Region Covered by BATF

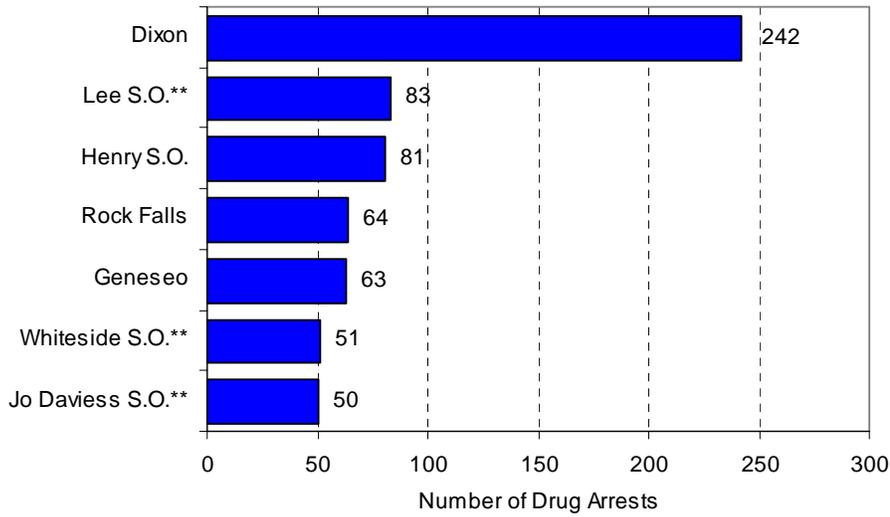


Source: ICJIA calculations using Illinois State Police and U.S. Census Bureau data

Across the individual local law enforcement agencies in the region covered by BATF, the total number of cannabis and controlled substance arrests ranged from one to 242. Of the 888 drug arrests made during 2002 in the five-county region, seven agencies accounted for 71 percent of these drug arrests. Agencies reporting fewer than 50 drug arrests in 2002 are excluded from Figure 6. The Dixon Police Department accounted for 27 percent of total drug arrests in the five-county region covered by BATF, followed by the Henry County and Lee County sheriff’s offices (9 percent each), the Geneseo and Rock Falls police departments (7 percent each), and the Whiteside County and Jo Daviess County sheriff’s offices (6 percent each) (Figure 6). Of the seven agencies that reported the highest drug arrests, three were agencies participating in BATF.

Figure 6

2002 Drug Arrests* Reported by Participating and Non-participating Agencies in Region Covered by BATF



Source: Illinois State Police and BATF

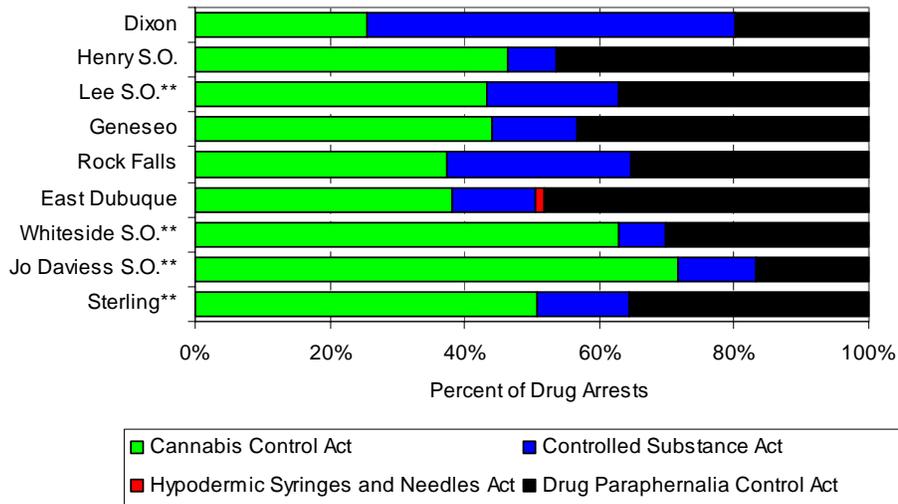
* Agencies reporting 50 or more drug arrests

** Agencies participating in BATF

In addition to the dramatic difference in the number of drug arrests made, there are also differences in the types of drug law violation arrests across the agencies in the region. In 2002, violations of the Cannabis Control Act accounted for the largest proportion of arrests across most individual agencies in the region covered by BATF, followed very closely by arrests for violations of the Drug Paraphernalia Control Act (Figure 7).

Figure 7

Total 2002 Drug Arrests* Reported by Participating and Non-participating Agencies in Region Covered by BATF, by Drug Type



Source: Illinois State Police

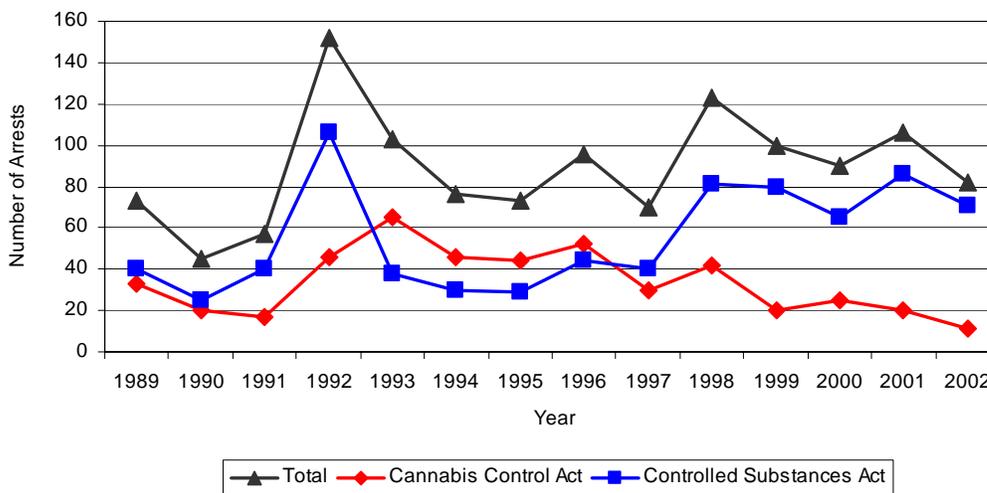
*Agencies reporting 50 or more drug arrests

**Agencies participating in BATF

From 1993 and 2002, the number of combined cannabis and controlled substances arrests made by BATF decreased 20 percent, from 103 to 82 (Figure 8). Unlike drug arrests made by most local police departments in the region, violations of the Controlled Substances Act accounted for the majority of drug arrests made by BATF throughout most of the period analyzed. During the period analyzed, the number of BATF arrests for violations of the Cannabis Control Act decreased 67 percent, from 65 to 11, while arrests for violations of the Controlled Substances Act nearly doubled, from 38 to 71 (Figure 8).

From 1993 and 2002, the proportion of drug arrests accounted for by violations of the Controlled Substances Act increased for non-participating agencies. In 2002, 26 percent of the drug arrests made by the non-participating agencies were for violations of the Controlled Substances Act, compared to 20 percent in 1993. However, drug arrests made by participating agencies arrests for Controlled Substances Act violations increased from 27 percent in 1993 to 35 percent in 2002. The largest increase in proportion of arrests for Controlled Substances Act violations is noted with BATF. In 2002, 87 percent of BATF drug arrests were for Controlled Substances Act violations, compared to only 37 percent in 1993. One interpretation of this pattern may be that BATF is more focused than local departments in regards to whom they are targeting and arresting. BATF is also getting more serious drug law violators, since violations of the Controlled Substances Act are more likely to involve felony-level offenses.

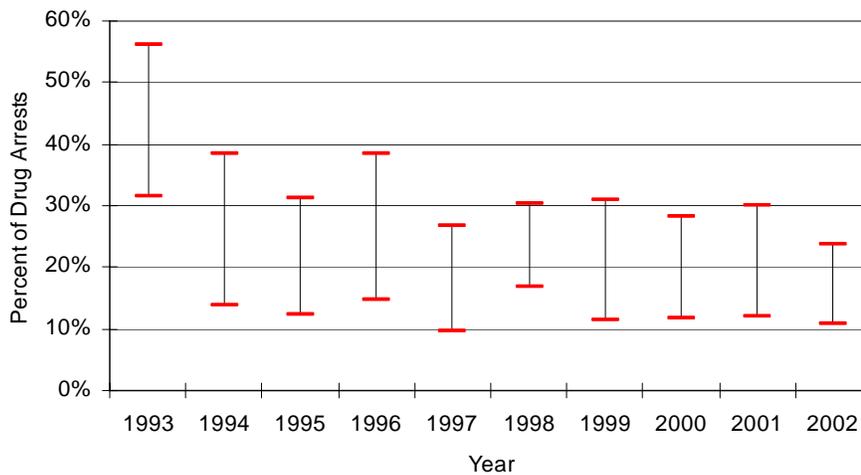
Figure 8
Drug Arrests by BATF



Source: BATF

The data presented below represent the percent of total drug arrests made by participating agencies that were accounted for by BATF. An upper and lower bound is shown in Figure 9, which accounts for whether or not the units numbers are counted as part of the UCR submissions made by participating departments (which is unknown at this point). The upper bound indicates the percentage of arrests if *all* of the BATF arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the BATF arrests are included in the local UCR submissions. It is estimated that the proportion of all drug arrests made in the jurisdictions of participating agencies, and accounted for by BATF, was between 32 to 56 percent in 1993, but decreased to between 11 to 24 percent in 2002. Thus, despite the fact that the officers assigned to BATF accounted for a small proportion of the total number of officers in participating agencies, they accounted for over 24 percent of the drug arrests made in the jurisdiction of the participating agencies in most of the years analyzed.

Figure 9
Percent of Total Drug Arrests
Accounted for by BATF



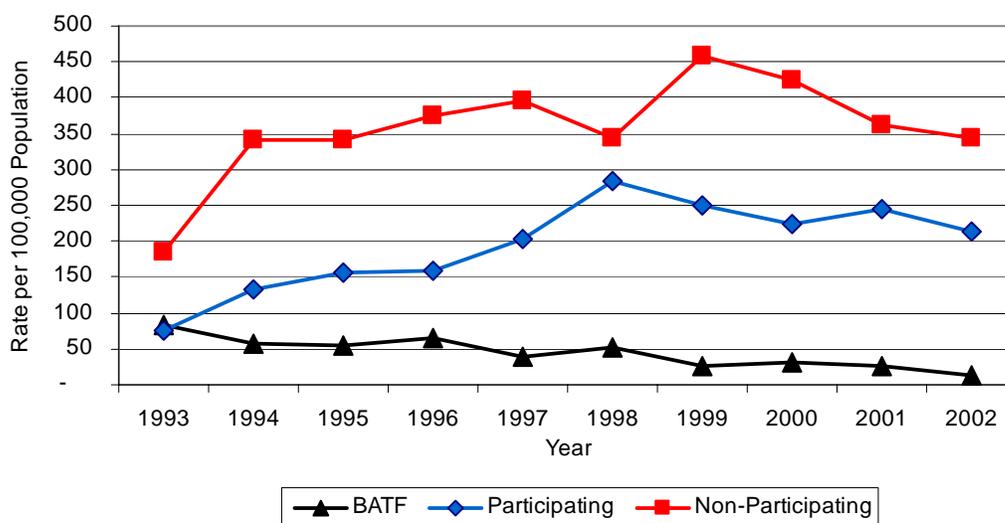
Source: ICJIA calculations using Illinois State Police and BATF data

The number of arrests for violations of Illinois' Cannabis Control Act in Carroll, Henry, Jo Daviess, Lee, and Whiteside counties totaled 532 in 2002, more than double the 256 arrests made for cannabis violations in 1993. Between 1993 and 2002, the proportion of all drug arrests accounted for by violations of the Cannabis Control Act decreased in the five-county region from 79 percent to 71 percent. Agencies not participating in BATF accounted for a larger portion (74 percent) of the total number of arrests for cannabis violations than participating agencies in 2002. BATF reported a total of 11 arrests for cannabis violations in 2002 -- 13 percent of the unit's total drug arrests.

During the period analyzed, the cannabis arrest rate for the region covered by BATF more than doubled, from 138 arrests per 100,000 population in 1993 to 286 arrests per 100,000 population in 2002. The cannabis arrest rate in the participating agencies nearly tripled, from 75 to 213 arrests per 100,000 population, while the arrest rate in the non-participating agencies nearly doubled from 185 to 342 arrests per 100,000 population. The cannabis arrest rate for BATF, on the other hand, decreased 83 percent, from 83 to 14 arrests per 100,000 population (Figure 10). Thus, the arrest rate for violations of the Cannabis Control Act was collectively higher in the area served by non-participating agencies than in the combined jurisdictions of the participating agencies and BATF.

Figure 10

**Cannabis Arrests Rates in the Region Covered
by BATF as Reported by Participating Agencies,
Non-participating Agencies, and BATF**



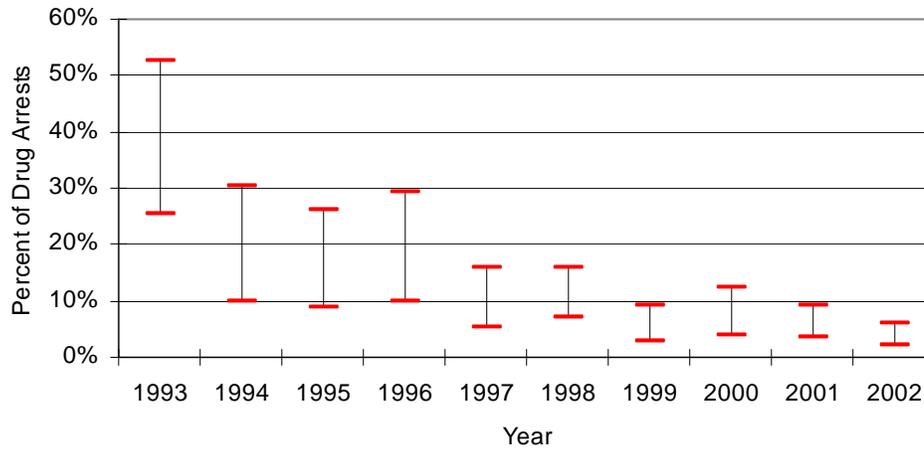
Source: ICJIA calculation using
Illinois State Police and BATF data

The data presented below represent the percent of total arrests for the violation of the Cannabis Control Act made by participating agencies that was accounted for by BATF. An upper and lower bound is shown in Figure 11, which accounts for whether or not the units numbers are counted as part of the UCR submissions made by participating departments (which is unknown at this point). The upper bound indicates the percentage of arrests if *all* of the BATF arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the BATF arrests are included in the local UCR submissions.

It is estimated that the proportion of all arrests for the violation of the Cannabis Control Act made in the jurisdictions of participating agencies, and accounted for by BATF, was between 25 to 52 percent in 1993, but decreased to between 3 to 9 percent in 2002. The proportion of arrests made for the violation of the Cannabis Control Act by BATF in jurisdictions covered by participating agencies decreased during this time. The data presented in Figure 11 suggest that although arrests for the violation of the Cannabis Control Act made by BATF in 1993 represented a large proportion of such arrests made in the jurisdictions of participating agencies, this proportion dropped in subsequent years.

Figure 11

**Percent of Cannabis Arrests
Accounted for by BATF**



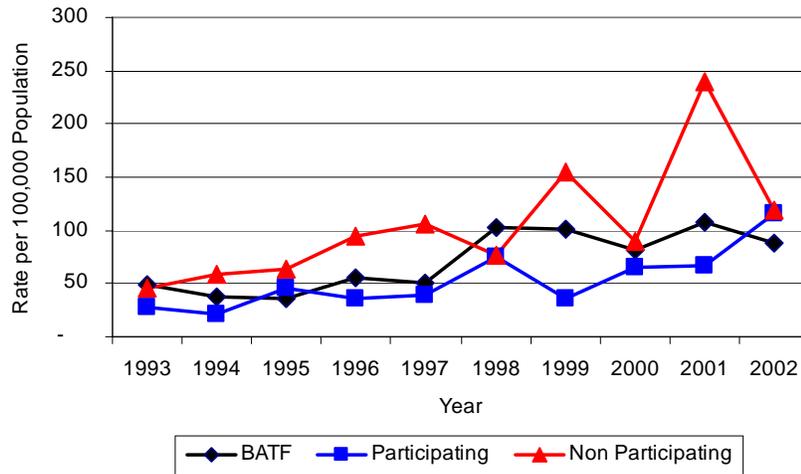
Source: ICJIA calculation using
Illinois State Police, BATF, and U.S. Census Bureau data

In Carroll, Henry, Jo Daviess, Lee, and Whiteside counties, the number of arrests for violations of Illinois' Controlled Substances Act more than tripled from 1993 and 2002, from 70 to 218. Between 1993 and 2002, the proportion of all drug arrests accounted for by violations of the Controlled Substances Act in the five-county region increased from 21 percent to 29 percent. In 2002, BATF reported 82 arrests for controlled substance violations, 87 percent of all drug arrests reported to the Authority by the unit.

From 1993 and 2002, the arrest rate for controlled substances act violations for the region covered by BATF more than tripled, from 38 to 117 arrests per 100,000 population (Figure 12). The controlled substances arrest rate in the participating agencies more than quadrupled, from 28 to 115 arrests per 100,000 population, while the arrest rate in the non-participating agencies nearly tripled, from 45 to 119 arrests per 100,000 population. The controlled substances arrest rate for BATF nearly doubled, from 48 to 89 arrests per 100,000 population (Figure 12). Thus, the arrest rate for violations of the Controlled Substances Act tended to be higher for BATF than across the jurisdictions of agencies participating in BATF, but lower than those not participating in BATF.

Figure 12

Controlled Substances Arrest Rates in the Region Covered by BATF as Reported by Participating Agencies, Non-participating Agencies and BATF



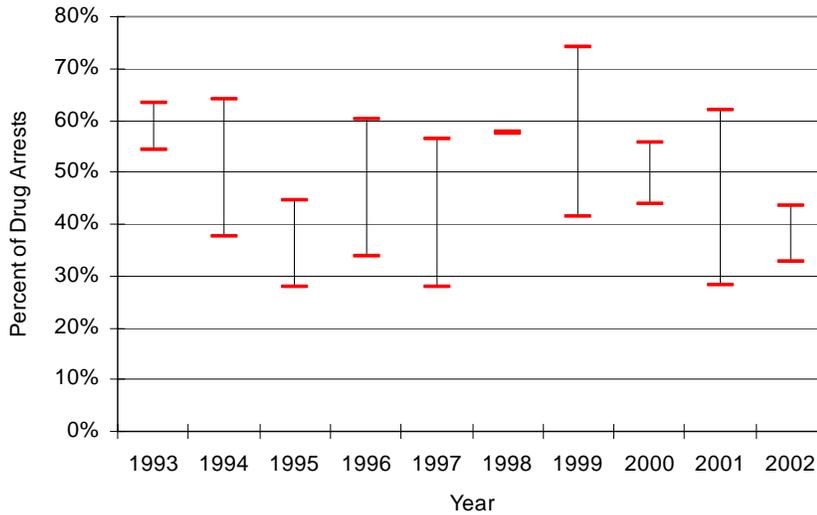
Source: ICJIA calculation using Illinois State Police, BATF, and U.S. Census Bureau data

The data presented below represent the percent of total arrests for the violation of the Controlled Substances Act made by participating agencies that was accounted for by BATF. An upper and lower bound is shown in Figure 13, which accounts for whether or not the units numbers are counted as part of the UCR submissions made by participating departments (which is unknown at this point). The upper bound indicates the percentage of arrests if *all* of the BATF arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the BATF arrests are included in the local UCR submissions.

It is estimated that the proportion of all arrests for the violation of the Controlled Substances Act made in the jurisdictions of participating agencies, and accounted for by BATF was between 54 percent to 63 percent in 1993, but decreased to between 33 percent to 44 percent in 2002. Unlike the arrests made by BATF for the violation of the Cannabis Control Act, arrests made by BATF for the Controlled Substances Act, in general, exceeded the number of similar arrests made in the jurisdictions of the participating agencies. When examining the three figures together (Figures 9, 11, and 13), the data suggest that BATF focused on arresting individuals violating the Controlled Substances Act, most of which are felony offenses.

Figure 13

Percent of Controlled Substances Arrests Accounted for by BATF

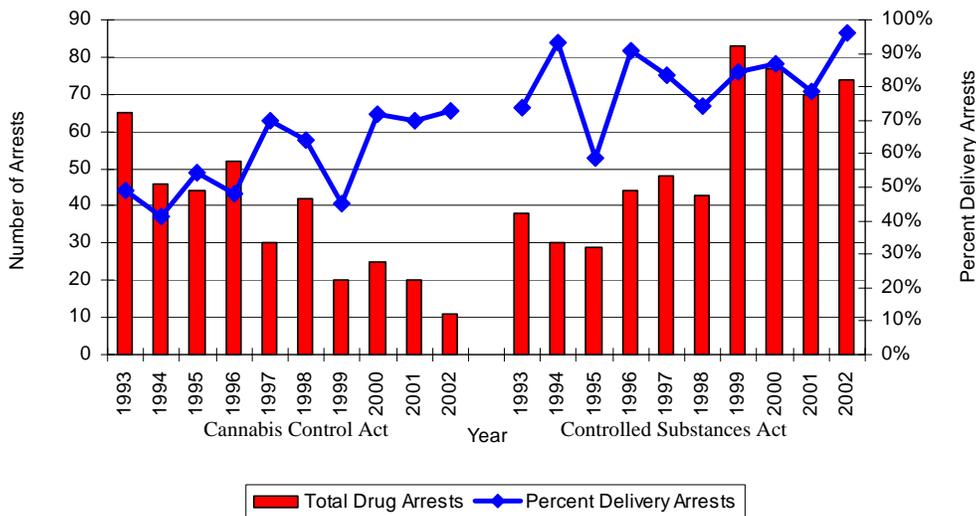


Source: ICJIA calculation using Illinois State Police and BATF data

Figure 14 shows that the majority of all drug arrests reported by BATF are for delivery. From 1993 and 2002, the number of drug delivery arrests made by BATF increased 27 percent, from 60 to 79. Arrests for drug delivery accounted for 72 percent of all drug arrests made by BATF from 1993 and 2002. When cannabis and controlled substance arrests were examined separately, during the period analyzed, arrests for delivery of controlled substances accounted for 82 percent of the total number of arrests made for violations of the Controlled Substance Act, whereas arrests for the delivery of cannabis accounted for 59 percent of all arrests for violations of the Cannabis Control Act.

Figure 14

BATF Drug Arrests for Possession versus Delivery, by Drug Type



Source: ICJIA calculation using BATF data

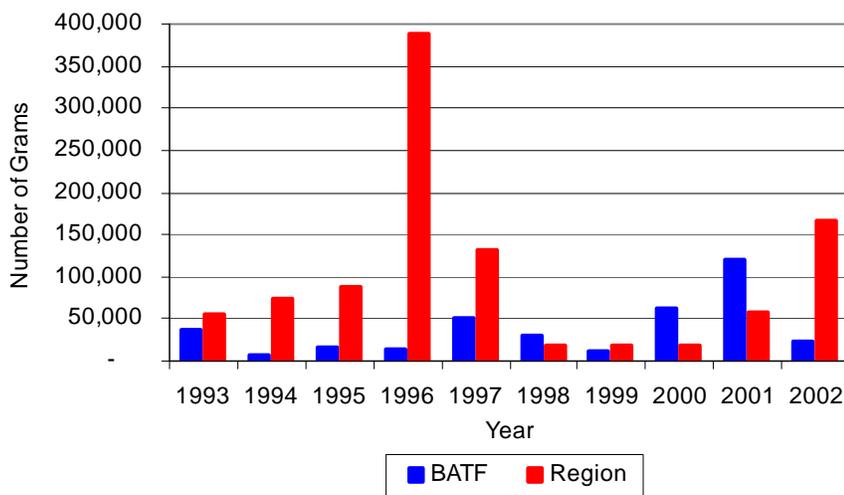
IV. Trends in Drug Seizures

Drugs seized by law enforcement agencies are another indicator of the extent and nature of illegal drug trade in a jurisdiction. 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 crime labs. These labs record the quantity of drugs submitted from each county. This section discusses trends in the quantities of illegal drugs seized and submitted to the Illinois State Police from local law enforcement agencies in Carroll, Henry, Jo Daviess, Lee, and Whiteside counties as well as the quantities of drugs seized by BATF. It is important to note, however, that while BATF data report the total quantities of drugs actually *seized*, local agency data only represent the quantities of seized drugs that are *submitted* to the Illinois State Police for analysis. County-level cannabis, cocaine, crack, methamphetamine, and heroin seizure rates for Illinois' 102 counties are provided in maps located in the Appendix of this report.

As in most Illinois jurisdictions, cannabis accounts for the majority of illegal drugs seized in the five-county region covered by BATF. The quantity of cannabis seized and submitted by law enforcement agencies in Carroll, Henry, Jo Daviess, Lee, and Whiteside counties more than tripled, from 54,361 grams in 1993 to 165,822 grams in 2002. When individual counties were examined, the results varied dramatically. Three counties experienced similar increases in the quantity of cannabis seized during the period analyzed: Henry (206 percent), Jo Daviess (318 percent), and Lee (342 percent) counties, while the quantity of cannabis seized in Carroll and Whiteside counties decreased 91 percent and 44 percent, respectively. A seizure of nearly 159,000 grams of cannabis in Henry County accounted for the majority of cannabis seized in the five-county region in 2002. On the other hand, from 1993 and 2002, the quantity of cannabis seized by BATF decreased 39 percent, from 36,621 grams to 22,829 grams (Figure 15). In 2002, BATF's cannabis seizure rate of 28,125 grams per 100,000 population was 43 percent higher than the statewide cannabis seizure rate of 19,621 grams per 100,000 population, but more than two and one-half times lower than the seizure rate of 88,866 grams per 100,000 population in the five-county region covered by BATF (Map 2).

Figure 15

Cannabis Seized and Submitted to ISP by Carroll, Henry, Jo Daviess, Lee, and Whiteside Counties and Seized by BATF



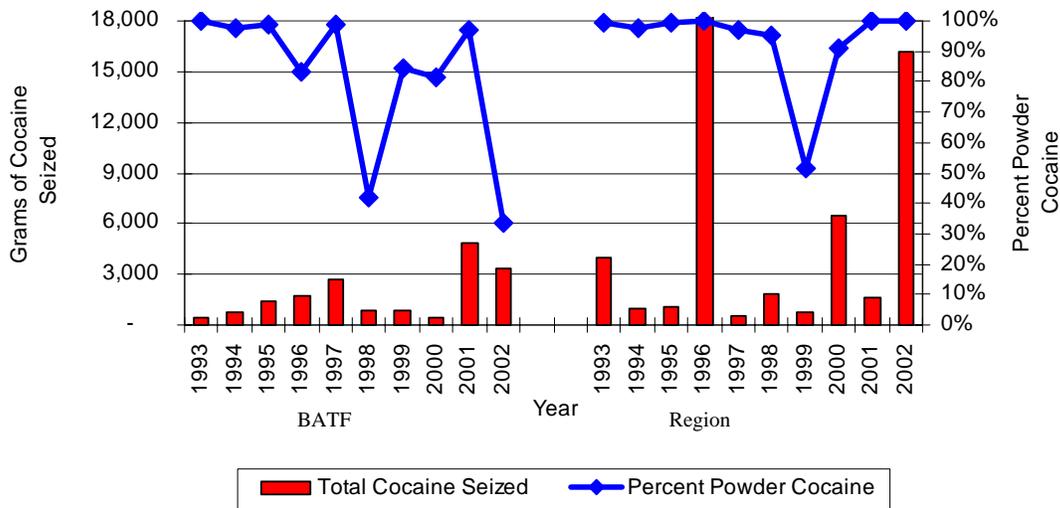
Source: Illinois State Police and BATF data

From 1993 and 2002, a combination of crack and powder cocaine has accounted for a small proportion of drugs seized in the five-county region covered by BATF. The quantity of cocaine seized and submitted by law enforcement agencies in Carroll, Henry, Jo Daviess, Lee, and Whiteside counties has substantially increased, from 3,936 grams in 1993 to 16,193 grams in 2002. However, much of this can be attributed to large cocaine seizures in Henry County in 1996 and 2002 (516,303 grams and 15,342 grams, respectively). During the period analyzed, the quantity of cocaine seized by BATF nearly tripled, from 388 grams to 1,152 grams.

The proportion of powder cocaine from all cocaine seized by local law enforcement agencies has remained relatively stable between 1993 and 2002 at 93 percent throughout the period. For BATF, although powder cocaine accounted for the largest proportion of total cocaine seizures in eight of the ten years examined, the proportion decreased from 100 percent in 1993 to 34 percent in 2002 (Figure 16). In 2002, BATF's cocaine seizure rate of 1,420 grams per 100,000 population was 84 percent lower than the cocaine seizure rate of 8,678 grams per 100,000 population in the five-county region covered by BATF, and 94 percent lower than the statewide cocaine seizure rate of 22,099 grams per 100,000 population (Maps 3 and 4).

Figure 16

Powder and Crack Cocaine Seized and Submitted to ISP by Carroll, Henry, Jo Daviess, Lee, and Whiteside Counties and Seized by BATF



Source: ICJIA calculation using Illinois State Police and BATF data

The total quantity of illegal drugs seized and submitted by law enforcement agencies in Carroll, Henry, Jo Daviess, Lee, and Whiteside counties nearly tripled during the period analyzed from 66,995 grams in 1993 to 187,485 grams in 2002, with a high of nearly 897,500 grams seized in Henry County in 1996. Conversely, the total quantity of illegal drugs seized by BATF has decreased 34 percent, from 37,092 grams in 1993 to 24,324 grams in 2002.

During the period, methamphetamine seizures accounted for a relatively small proportion of total drugs seized by BATF. In 2002, 343 grams of methamphetamine were seized by BATF resulting in a seizure rate of 422 grams per 100,000 population, nearly double the statewide seizure rate of 224 grams per 100,000 population and 69 percent higher than the regional seizure rates of 250 grams per 100,000 population, respectively (Map 5).

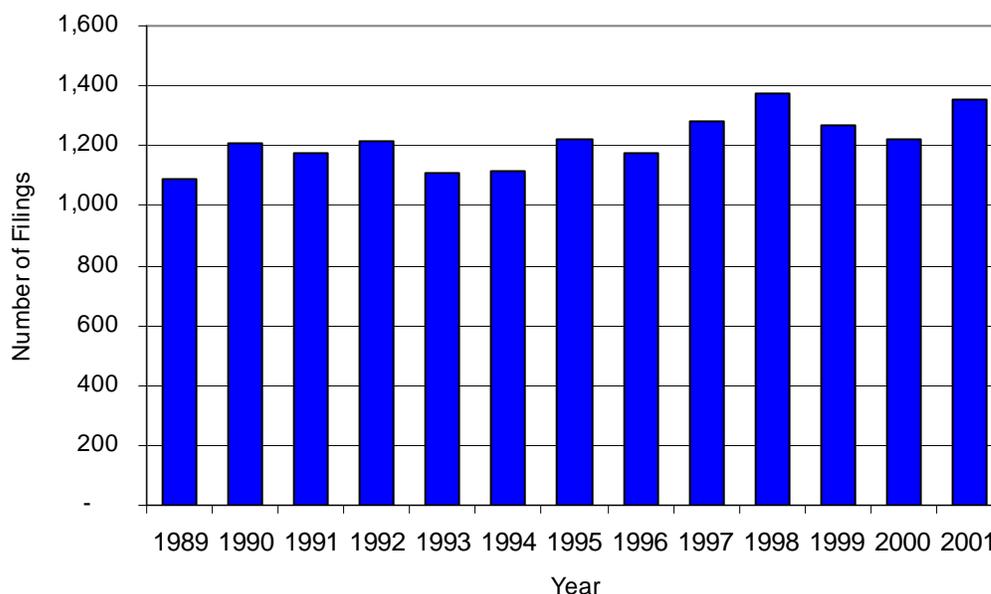
V. Trends in Prosecutions for Drug Offenses and All Felonies

Although Illinois has one of the best court reporting systems in the country, the Administrative Office of the Illinois Court only collects information regarding the aggregate number of court filings. Currently, there are no statewide data available on court filings by offense type. The Administrative Office of the Illinois Courts reports data on felony criminal court cases. After screening a case and deciding it warrants further action, the state's attorney must file formal charges in court. Felony cases can be punished by a probation term up to four years and incarceration for more than one year.

From 1989 and 2001, the number of felony filings in the five-county region covered by BATF increased 25 percent, from 1,086 to 1,357 (Figure 17).

Figure 17

Number of Felony Filings in Carroll, Henry, Jo Daviess, Lee, and Whiteside Counties

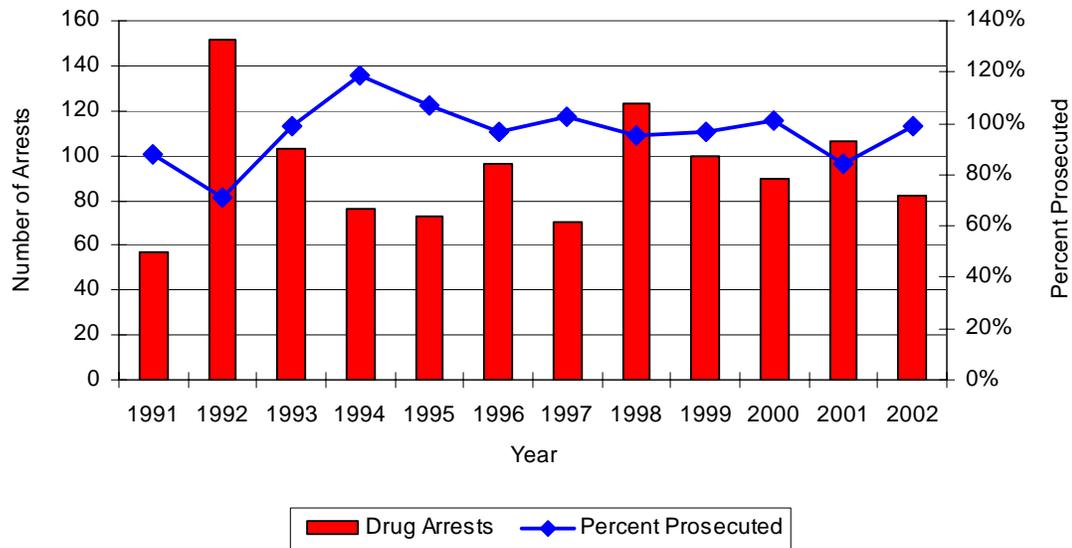


Source: Administrative Office of the Illinois Courts

From 1991 and 2002, there were a total of 1,068 drug prosecutions initiated as a result of BATF arrests in Carroll, Henry, Jo Daviess, Lee, and Whiteside counties. During this time, the number of BATF drug arrests increased 44 percent, from 57 arrests in 1991 to 82 arrests in 2002 (Figure 18). Similarly, the number of prosecutions resulting from BATF arrests increased 64 percent, 50 in 1991 to 81 in 2002. From 1991 and 2002, 86 percent of drug arrests by BATF resulted in prosecution. Of these BATF drug offender prosecutions, 63 percent were for violations of the Controlled Substance Act. In some years, the proportion of arrests resulting in a prosecution exceeded 100 percent. This may be due to some differences in the timing of an arrest and the filings of charges, or could be due to the number of charges, rather than the number of defendants being reported by the unit. In addition, some offenders have charges filed, and a subsequent warrant issued, without an arrest taking place, which could also affect the number of prosecutions reported.

Figure 18

Total BATF Drug Arrests and Percentage of Arrests Resulting in Prosecution



Source: Source: BATF

Between 1991 and 2002, 85 percent (910) of the 1,068 drug offenders who were prosecuted as a result of BATF activity were convicted. This discrepancy may be attributed to the way the task force reported their conviction data. Convictions for controlled substances accounted for 63 percent of all BATF-initiated convictions during the period analyzed.

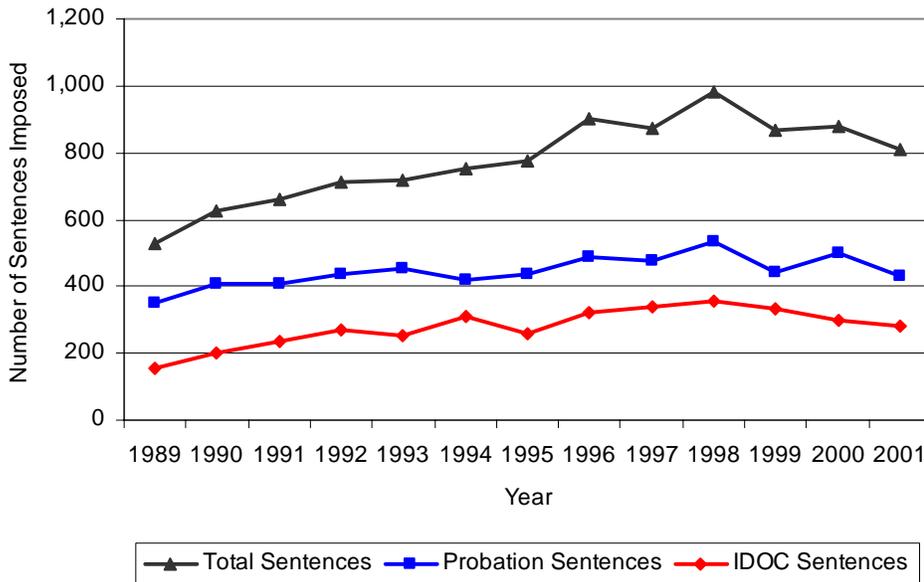
VI. Trends in Percent of Convicted Drug Offenders Sentenced to Prison

Anyone convicted of a felony in Illinois can be sentenced either to prison or probation, or receive conditional discharge. A number of factors influence the type and length of sentence imposed on convicted felons, including the severity of the crime, the offender's criminal and social history, safety of the community and legislation affecting certain types of offenses. For some types of convictions, a sentence to prison is required by state statute.

From 1989 and 2001, the number of offenders convicted of a felony and sentenced in the five-county region covered by BATF increased 53 percent, from 530 to 812. Similarly, the number of convicted felons sentenced to the Illinois Department of Corrections (IDOC) increased 81 percent during the period analyzed, from 156 in 1989 to 283 in 2001, while the proportion of felons sentenced to IDOC increased during the same period, from 29 percent to 35 percent of total felony sentences. In 2001, 433 probation sentences were imposed on convicted felons, 23 percent more than in 1989 (Figure 19). However, the proportion of felons sentenced to probation decreased from 67 percent in 1989 to 53 percent in 2001. Sentences other than prison or probation account for the remaining 12 percent of felony sentences imposed in 2001.

Figure 19

Sentences Imposed on Felons Convicted in Carroll, Henry, Jo Daviess, Lee, and Whiteside Counties

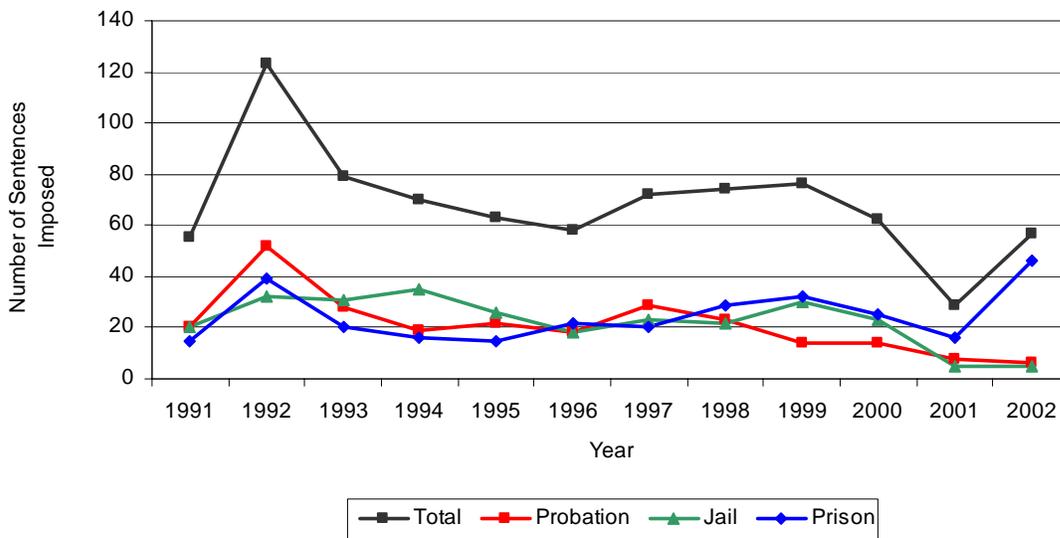


Source: Administrative Office of the Illinois Courts

Between 1991 and 1992, the number of BATF drug offenders convicted and sentenced increased dramatically from 55 to 123, then suddenly dropped to 79 in 1993. While the number of sentences remained fairly stable from 1994 to 2000, the number of sentences declined to a period low of 24 in 2001. During the period analyzed, the number of convicted BATF drug offenders sentenced to probation decreased 70 percent, from 20 in 1991 to six in 2002, with a peak of 52 in 1992. During the same period, the number of convicted BATF drug offenders sentenced to jail decreased from 20 to five, while the number of convicted BATF offenders sentenced to prison more than tripled, from 15 to 46 (Figure 20). In 2002, among those BATF drug offenders convicted and sentenced, prison sentences accounted for the largest proportion (81 percent), followed by probation sentences (11 percent) and jail sentences (9 percent).

Figure 20

**Sentences Imposed* on Convicted
BATF Drug Offenders**

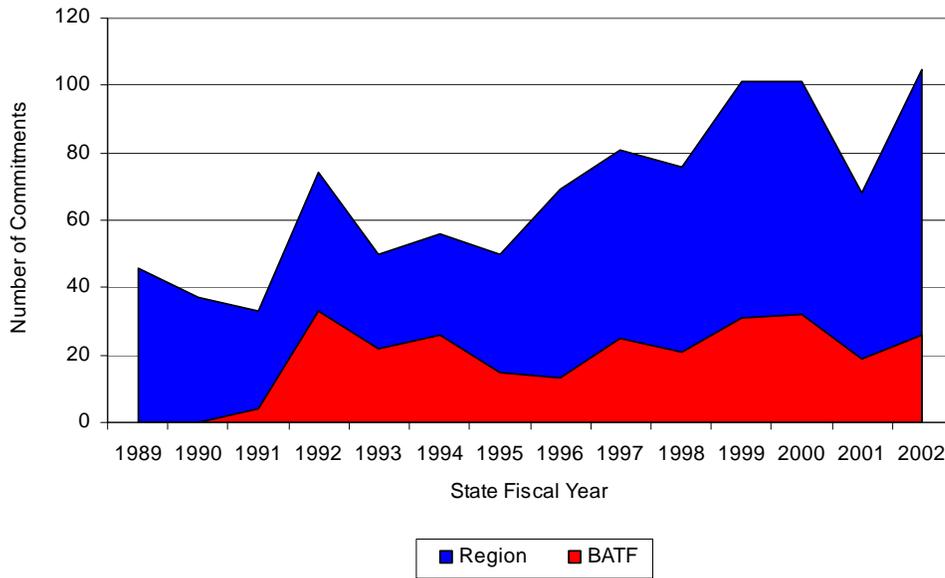


Source: BATF

From state fiscal years¹ 1991 and 2002, the number of new court commitments to IDOC's Adult Division for drug offenses from the five-county region covered by BATF more than tripled, from 33 to 105. The number of drug offender admissions by BATF also increased from four in 1991 to 26 in 2002 (Figure 21). Thus, during the period analyzed, prison sentences from BATF cases accounted for 31 percent of all drug-law violators sent to prison from the region where BATF operates.

Figure 21

**Number of Drug Offenders Committed* to IDOC
by BATF and Region Covered by BATF**

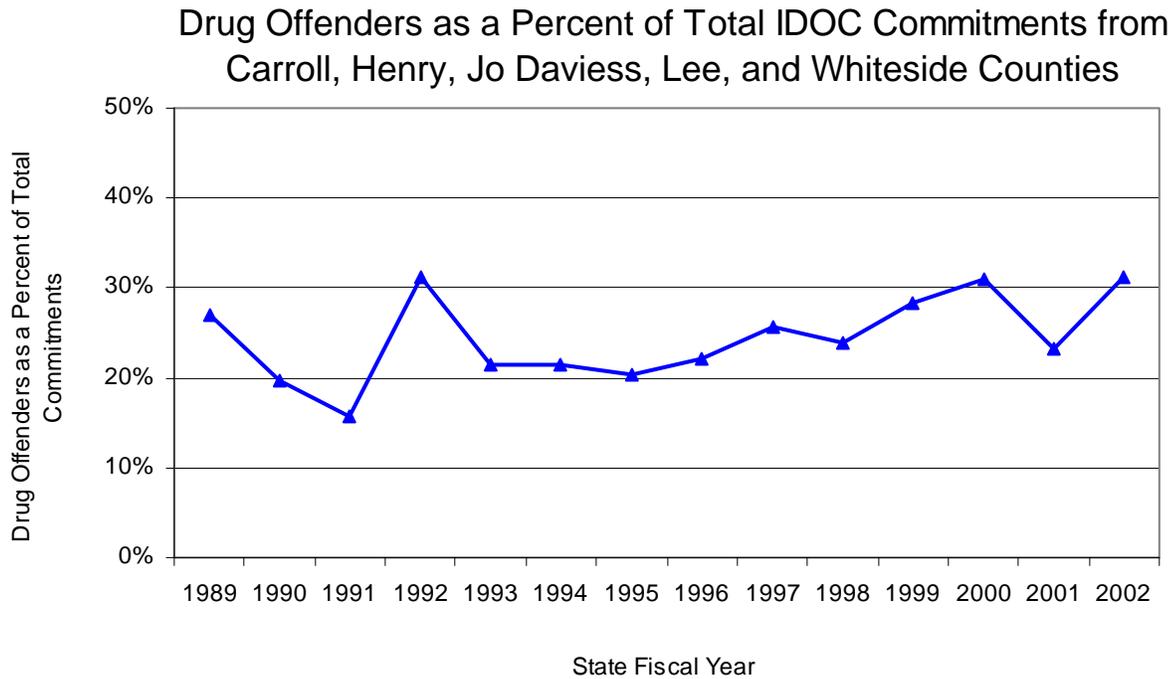


Source: Illinois Department of Corrections and BATF

¹ Some state data are collected according to State Fiscal Year (SFY) instead of calendar year. SFYs begin on July 1st and end the following June 30th, and are named according to the calendar year between January and June, e.g. state fiscal year 1991 was from July 1st, 1990 to June 30th, 1991.

Drug offenders accounted for a fairly stable proportion (24 percent) of adults convicted and sentenced to prison from Carroll, Henry, Jo Daviess, Lee, and Whiteside counties during the period analyzed. The proportion of adults convicted and sentenced to prison accounted for by drug offenses from the five-county region increased from 27 percent of all commitments to IDOC in 1989 to 31 percent in 2002 (Figure 22).

Figure 22

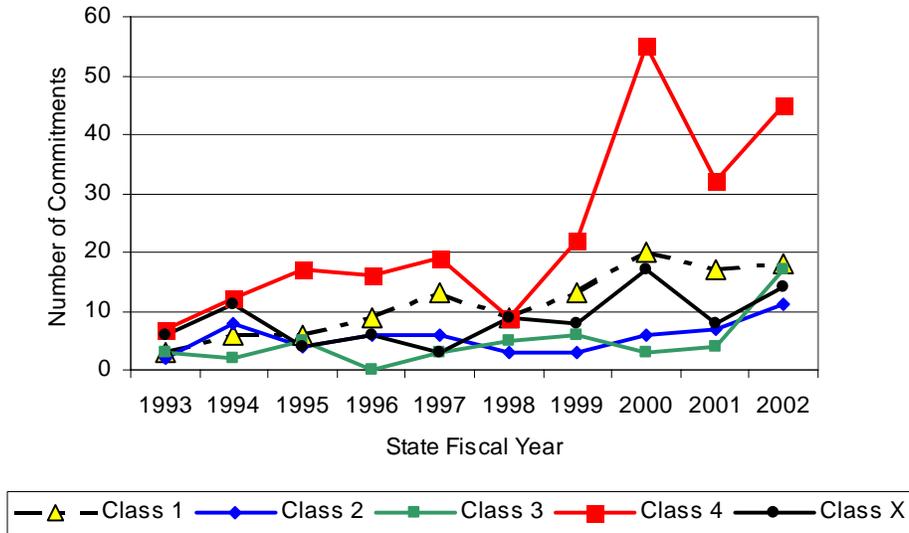


Source: Illinois Department of Corrections

Penalties for drug offenses were also examined from 1993 and 2002. Class 4 felonies accounted for the largest proportion (43 percent) of sentences to IDOC for drug offenses, followed by Class 1 felonies (21 percent), Class X felonies (16 percent), Class 2 felonies (10 percent), and Class 3 felonies (9 percent). From 1993 and 2002, all felony classes increased substantially, more notably since 2000. Class 4 felony sentences experienced the greatest increase jumping from seven to 45, followed by Class 1 felony sentences which increased from three to 18. The number of Class 3 felony sentences increased from three to 17, while Class 2 and Class X felonies increased from two to 11 and six to 14, respectively (Figure 23).

Figure 23

**Drug Offenders Committed to IDOC from
Carroll, Henry, Jo Daviess, Lee, and Whiteside
Counties, by Offense Class**



Source: Illinois Department of Corrections

From 1993 to 2002, the mean sentence length for Class 4 and Class 3 felonies increased, while mean sentence lengths for Class 1, Class 2, and Class X felonies decreased. The mean sentence length for Class 4 felonies in 2002 increased 43 percent since 1993 (1.7 to 2.4 years), compared to Class 3 felony sentences, which increased slightly, from 2.3 to 2.6 years. Conversely, the mean sentence length for Class 2 felonies decreased 15 percent, from 5.0 to 4.3 years, while the mean sentences for a Class X felony decreased 13 percent (10.8 to 9.4 years) and Class 1 felonies decreased 11 percent (7.7 to 6.9 years).

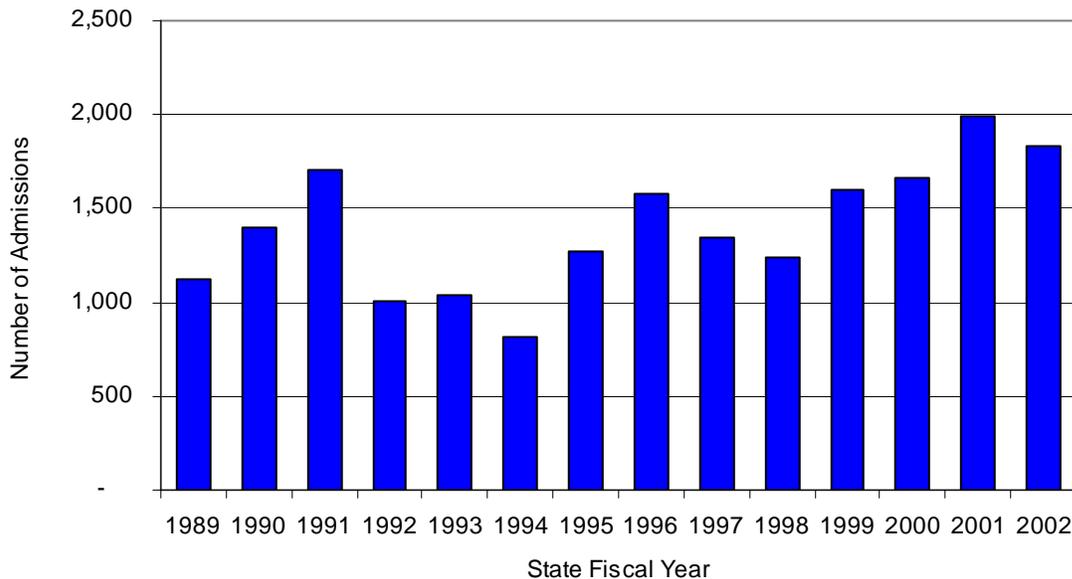
VII. Trends in Drug Treatment Admissions in BATF Region by Drug Type

In addition to considering indicators of the extent and nature of drug abuse as reported through the criminal justice system (for example, arrests and prison sentences), there are indicators of substance abuse available from other Illinois social service agencies. Overseeing and supporting treatment for substance users, whether they are referred from the criminal justice system or elsewhere, is the responsibility of the Illinois Department of Human Services' Office of Alcoholism and Substance Abuse (OASA). It is important to note, however, that while OASA data represent the majority of the overall demand for substance abuse treatment in the state, some private programs provide treatment services to a smaller but significant number of clients who may not be included in the state's reporting system.

In 2002, OASA reported 1,836 admissions for alcohol or drug abuse treatment from Carroll, Henry, Jo Daviess, Lee, and Whiteside counties, 63 percent more than the 1,123 admissions in 1989 (Figure 24). Among those admissions to substance abuse treatment in 2002, 44 percent reported alcohol as their primary substance of abuse, followed by abuse of illicit substances (29 percent), non-illicit substances (26 percent), and no primary substance of abuse (1 percent).

Figure 24

Substance Abuse Treatment Admissions from Carroll, Henry, Jo Daviess, Lee, and Whiteside Counties



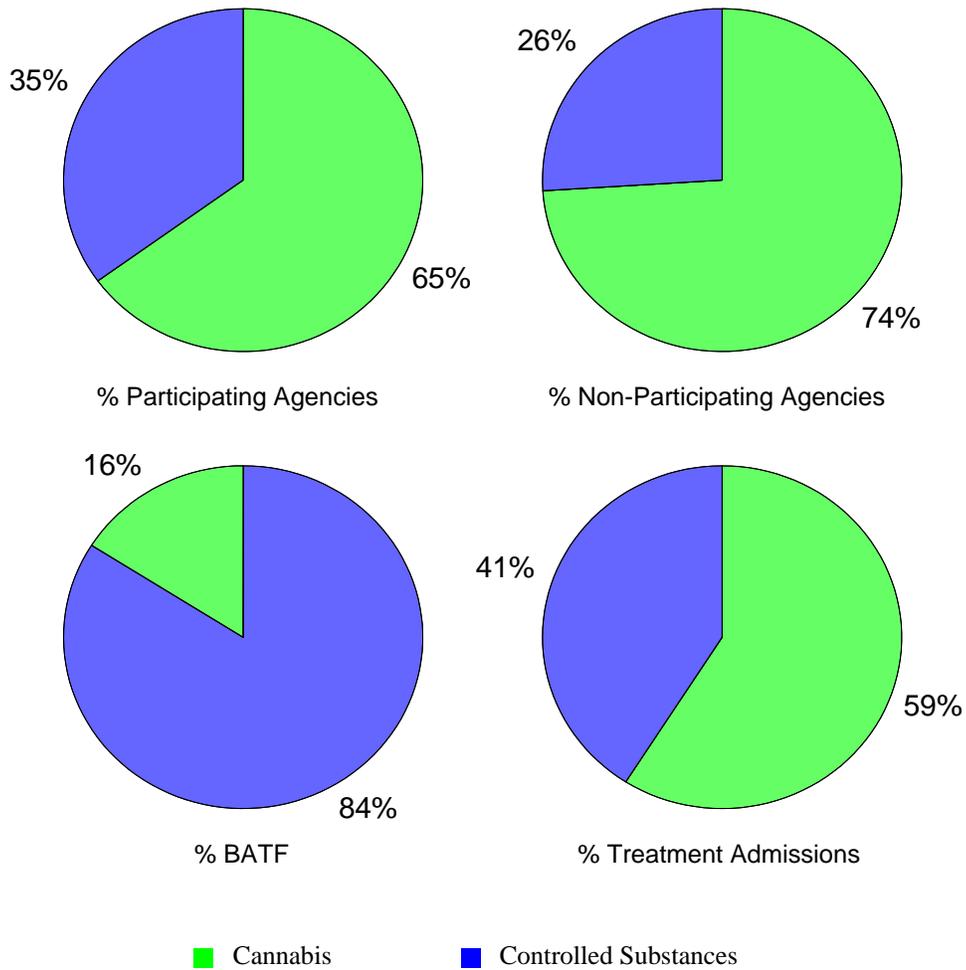
Source: Illinois Department of Human Services'
Office of Alcoholism and Substance Abuse

While drug treatment admissions can be considered a measure of the demand placed on a specific component of the human services system within Illinois, the extent and nature of drug treatment admissions could also be indicative of the substance abuse problem within a particular region. In some respects, the characteristics of those admitted to drug treatment can be considered a profile of the most serious drug abusers in the community, since admission to treatment requires a documented, formal assessment of a drug problem and a level of substance abuse warranting treatment. By comparing the types of drugs of abuse reported by those admitted to substance abuse treatment with the types of drugs involved in law enforcement agency arrests, one can get a sense of the degree to which arrests reflect the drugs which are most problematic within a community.

In the following analyses, the percent of arrests accounted for by drugs classified under Illinois' Controlled Substances Act (primarily cocaine, heroin, and methamphetamine) versus the Cannabis Control Act (marijuana) across the participating agencies combined, non-participating agencies combined and BATF are compared to the proportion of drug treatment admissions accounted for by these groups of substances. From these comparisons, a number of general conclusions can be made. First, the proportion of arrests made by BATF accounted for by drugs other than marijuana (Controlled Substances Act offenses) was significantly higher than the proportion of drug treatment admissions from the covered region accounted for by these substances. On the other hand, the majority of arrests by local police departments (including those participating in BATF and non-participating agencies) were for cannabis offenses. Thus, while local drug arrests may reflect the substances most widely available and used in the region and for which a large proportion of individuals were seeking and receiving (i.e., cannabis); they did not tend to involve the substances considered to be most serious (i.e., felony versus misdemeanor) (Figure 25).

Figure 25

Comparison of Drug Arrests by BATF and Participating and Non-participating Agencies vs. Drug Abuse Treatment Admissions in Carroll, Henry, Jo Daviess, Lee, and Whiteside Counties, 2002



Source: ICJIA calculations using Illinois Department of Human Services' Office of Alcoholism and Substance Abuse and BATF data

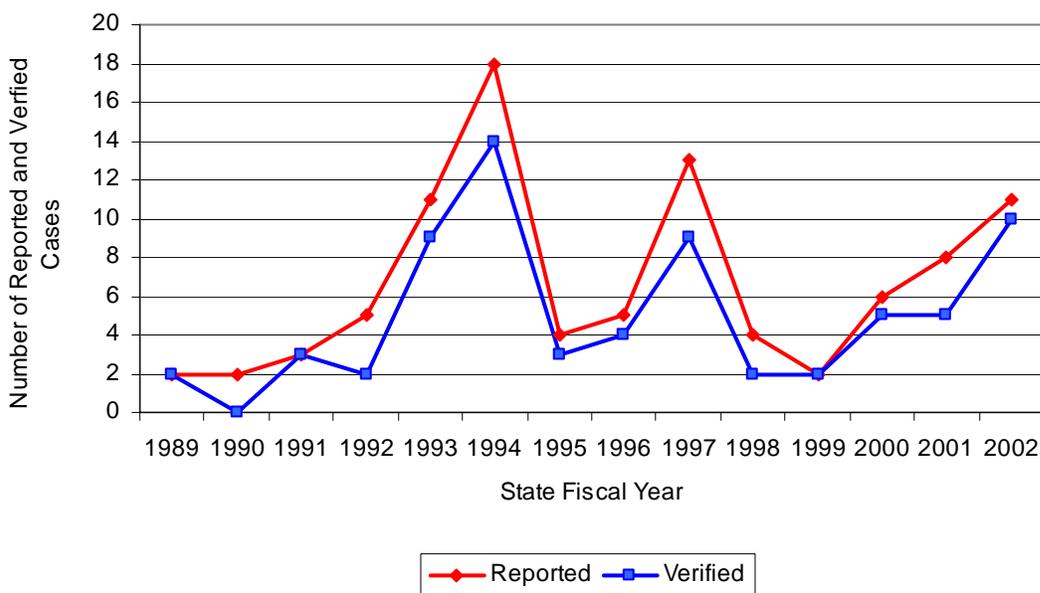
VIII. Trends in Substance-Exposed Infants

Illinois continues to experience the effects of prenatal substance abuse. In Illinois, if a baby is born and thought to have been exposed to illegal substances or alcohol, either through observation by physicians or toxicology tests, the case is reported to the Illinois Department of Children and Family Services. These cases are then investigated by DCFS to verify the child's prenatal exposure to either alcohol or illegal substances. Between state fiscal years 1989 and 2002, 96 of Illinois' 102 counties reported at least one case of a substance-exposed infant.

During the period analyzed, the number of substance-exposed infant cases reported in the five-county region covered by BATF varied. From 1989 and 1994, the number of reported substance-exposed infant cases increased from two to a period high of 18, and then dropped to two cases again in 1999 before increasing annually to 11 cases in 2002. From 1989 and 2002, 70 cases, or 74 percent of all cases reported, were verified as involving prenatal substance use by a DCFS investigation. Mirroring the trend of reported cases, verified cases of substance-exposed infants in the BATF region rising to ten cases (the second highest number of cases verified during the period analyzed) in 2002 (Figure 26).

Figure 26

Cases of Substance-Exposed Infants in Carroll, Henry, Jo Daviess, Lee, and Whiteside Counties



Source: Department of Children and Family Services

IX. Summary of Drug Situation

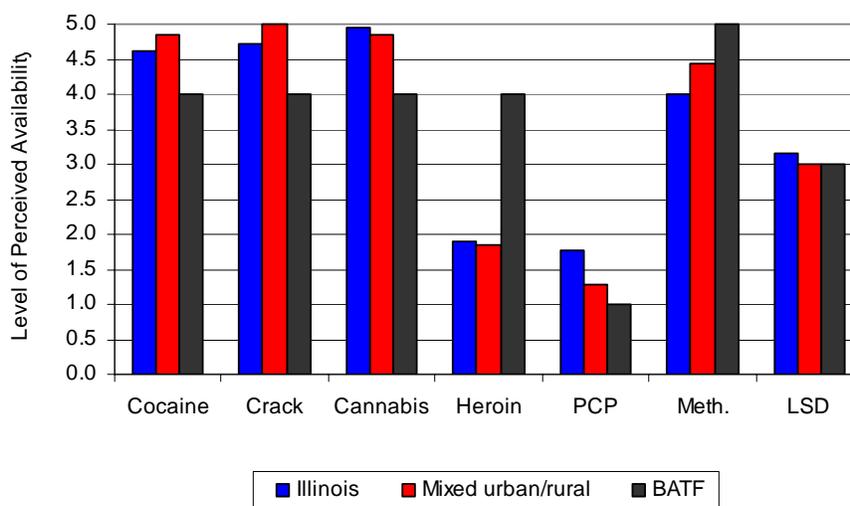
Although the distribution of illegal drugs is difficult to measure precisely, data obtained from criminal justice sources can be helpful in estimating drug availability. Information from a recent survey of Illinois drug enforcement units, as well as the most up-to-date data available on drug price, are presented as indicators of the drug supply in Illinois.

The Authority periodically conducts a survey of each MEG and task force in Illinois (the most recent being conducted in 2000) to gauge the perceived availability of drugs in the areas they cover. Questions were asked concerning the availability of specific drugs, and results were analyzed by region of the state. MEGs and task forces are classified as being either mostly urban, mostly rural, or mixed urban/rural based upon the classification of the county(s) that each unit covers, and, for purposes of this report, are compared to the average of similar units.

According to the 2000 survey responses, cannabis, cocaine, crack, and methamphetamine continued to be the most visible drugs on the street and were all reported to be “readily available” across all regions analyzed. Methamphetamine, crack, and heroin were reported to be slightly more available in 2000 than in 1998 within these regions. Since the 1998 survey, the perceived availability of PCP and LSD has decreased slightly in the five-county region covered by BATF. The perceived availability of PCP has decreased from “moderately available” to “not available,” while the perceived availability of heroin increased in the five-county region covered by BATF and all MEGs and task forces in mixed urban/rural regions. The perceived availability of most other drug types among other MEGs and task forces in mixed urban/rural regions similar to BATF varied. Methamphetamine was reported as moderately available across Illinois but more readily available in the region covered by BATF and by all MEGs and task forces in mixed urban/rural regions. On the other hand, PCP appears to be less available across all regions examined, while the perceived availability of heroin is much higher in the five-county region covered by BATF (Figure 27).

Figure 27

Availability of Drugs in Illinois, 2000 1=Not Available 5=Easily Available



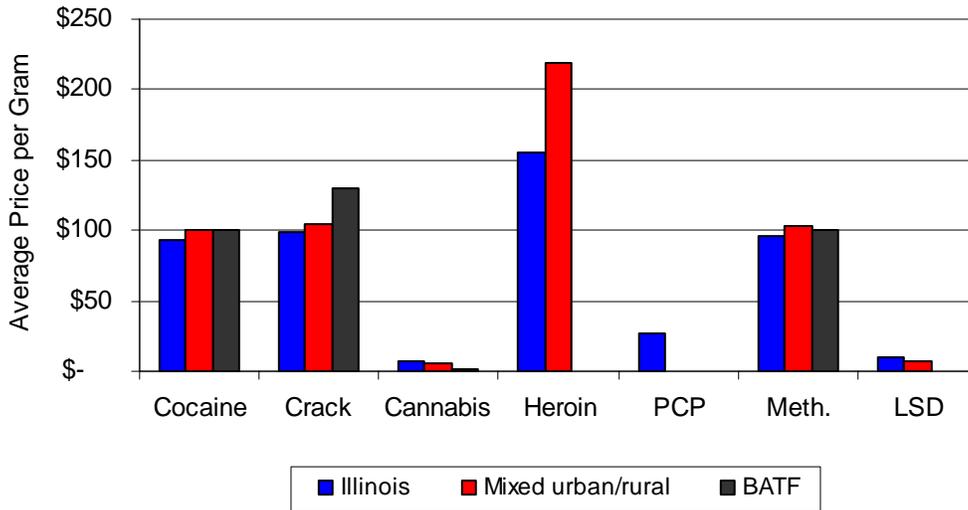
Source: Authority Survey of Illinois MEGs and task forces

Another market indicator that can be used to assess availability is drug price. Lower prices tend to suggest a sufficient supply to meet demand, while increasing prices indicate decreased availability.

Based on the 2000 survey of MEG and task force units, the average price of cocaine, crack, cannabis, and methamphetamine appear to be relatively stable across all regions surveyed in 2000, while prices for the remaining drugs appear to vary somewhat across Illinois. The average price of all drug types decreased in the region covered by BATF between 1998 and 2000, with the exception of methamphetamine, which increased slightly. The 2000 average price of cocaine reported by BATF was \$100 per gram, compared to \$93 per gram across Illinois and \$101 per gram as reported by all other MEGs and task forces in mixed urban/rural regions (Figure 28). The average price of heroin was not reported by BATF in the 2000 survey; however, the price of \$156 per gram across Illinois was higher than the price of \$219 per gram reported by all other MEGs and task forces in mixed urban/rural regions.

Figure 28

Price Per Gram in Illinois, 2000

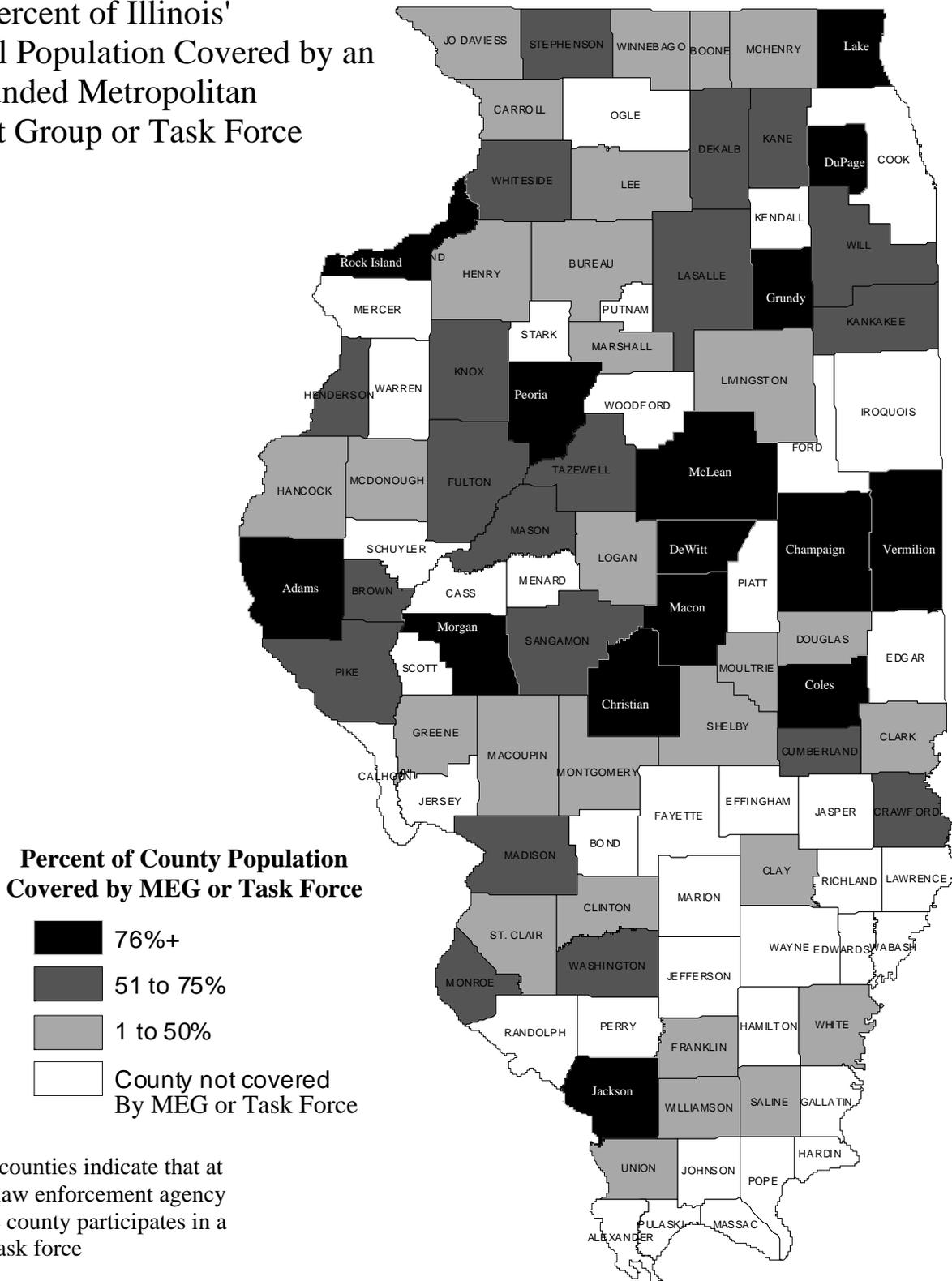


Source: Authority Survey of Illinois MEGs and task forces

X. Appendices

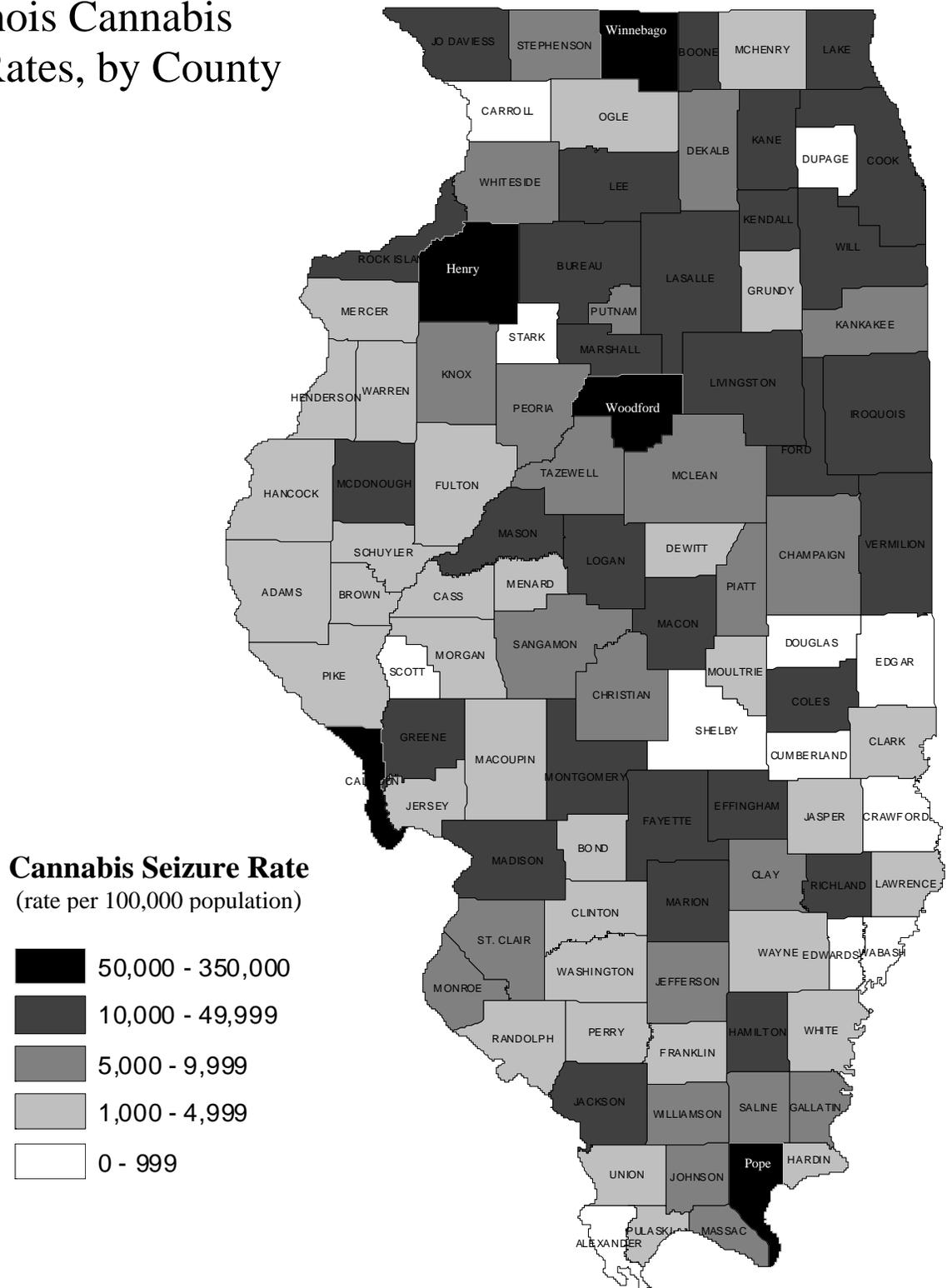
Map 1

SFY 2002 Percent of Illinois' County-level Population Covered by an Authority-funded Metropolitan Enforcement Group or Task Force



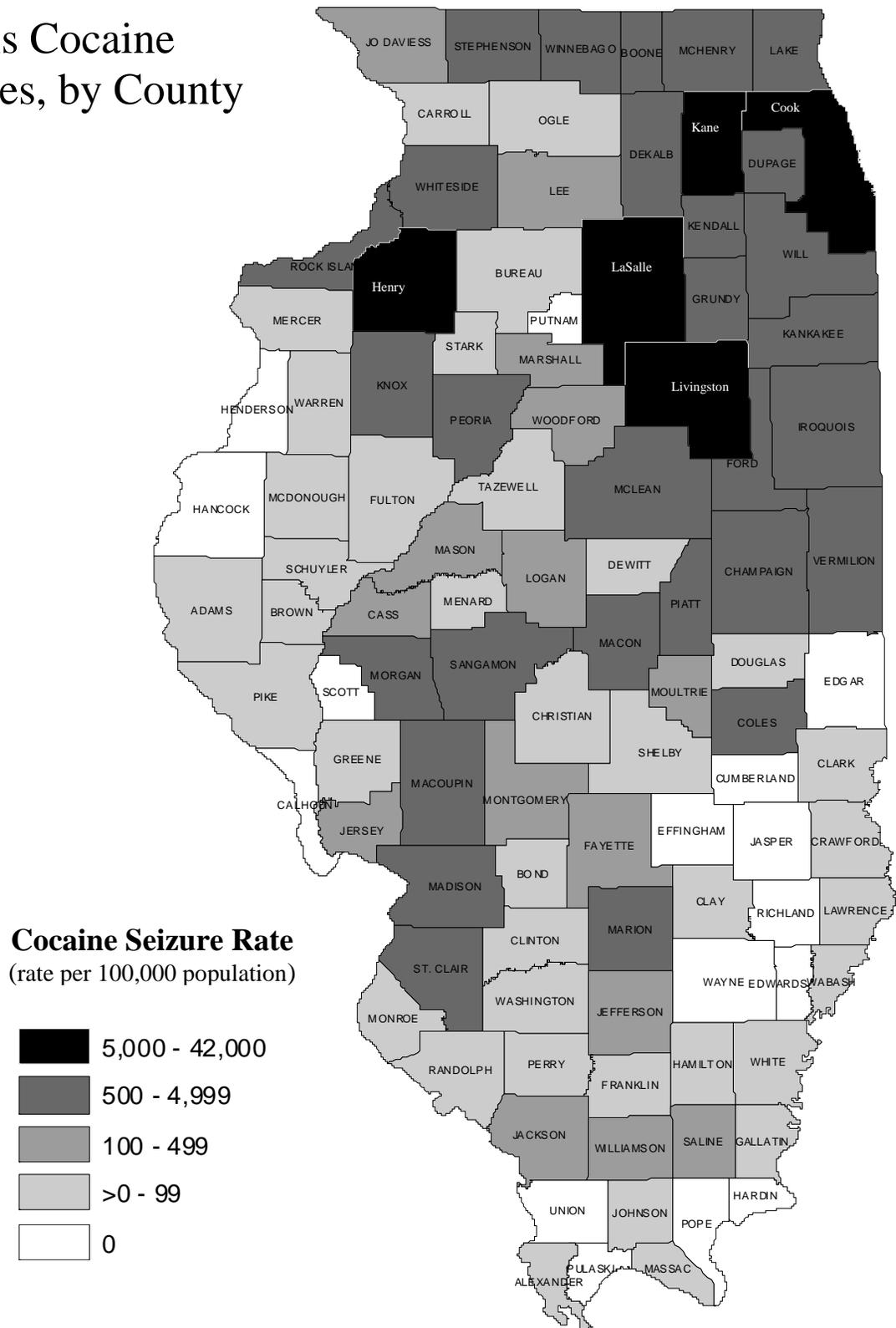
Map 2

2002 Illinois Cannabis Seizure Rates, by County



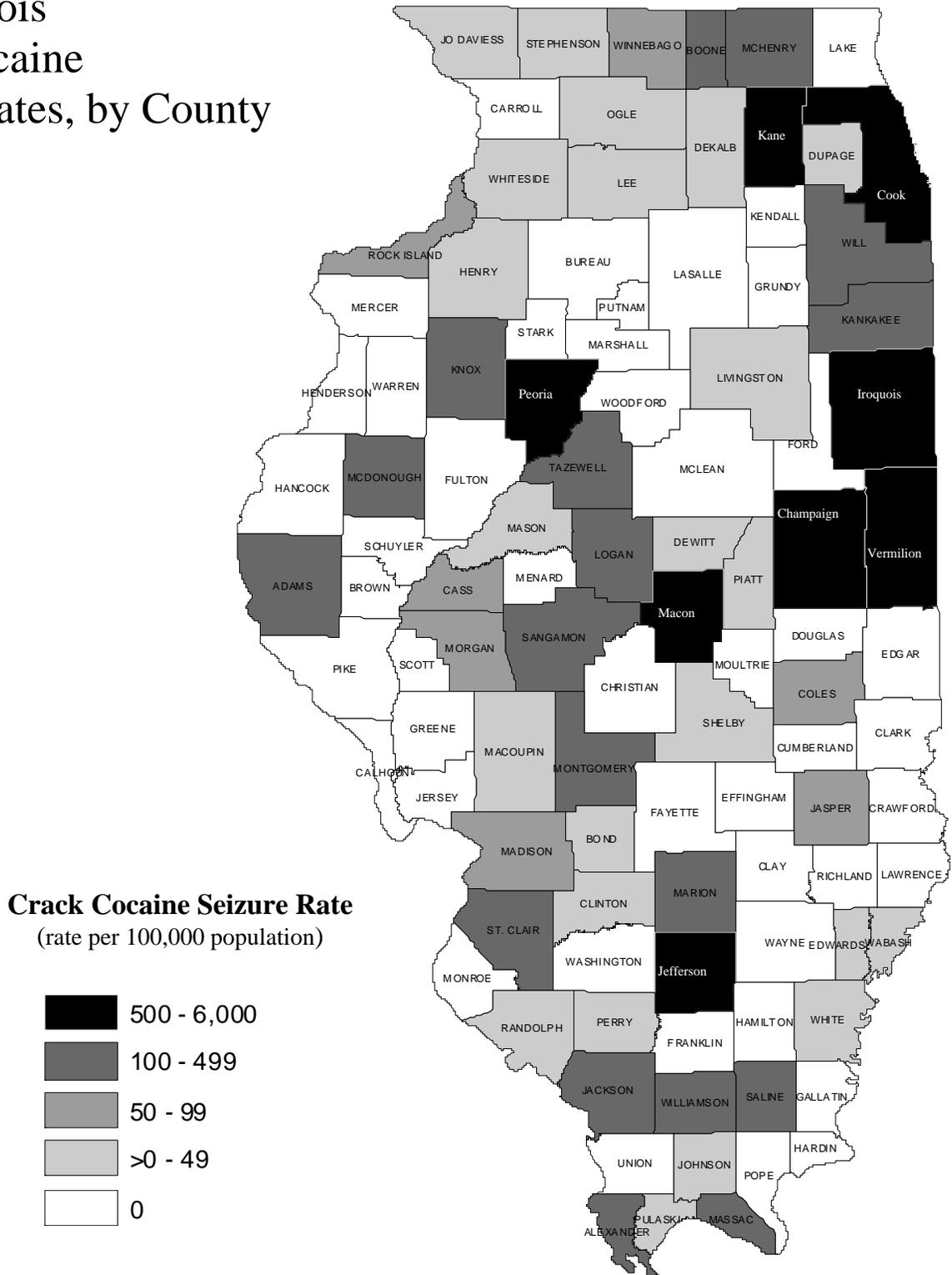
Map 3

2002 Illinois Cocaine Seizure Rates, by County



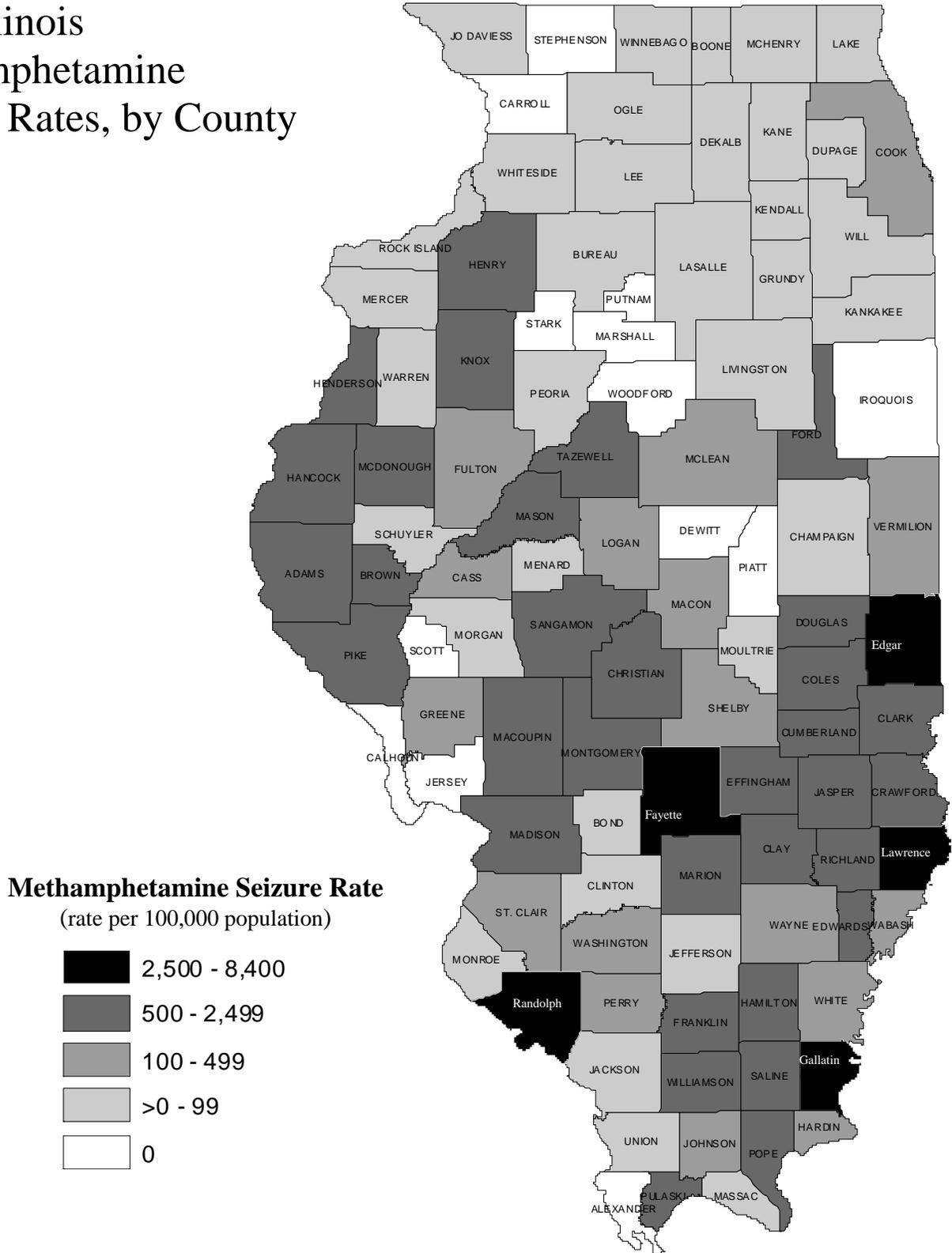
Map 4

2002 Illinois Crack Cocaine Seizure Rates, by County



Map 5

2002 Illinois Methamphetamine Seizure Rates, by County



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