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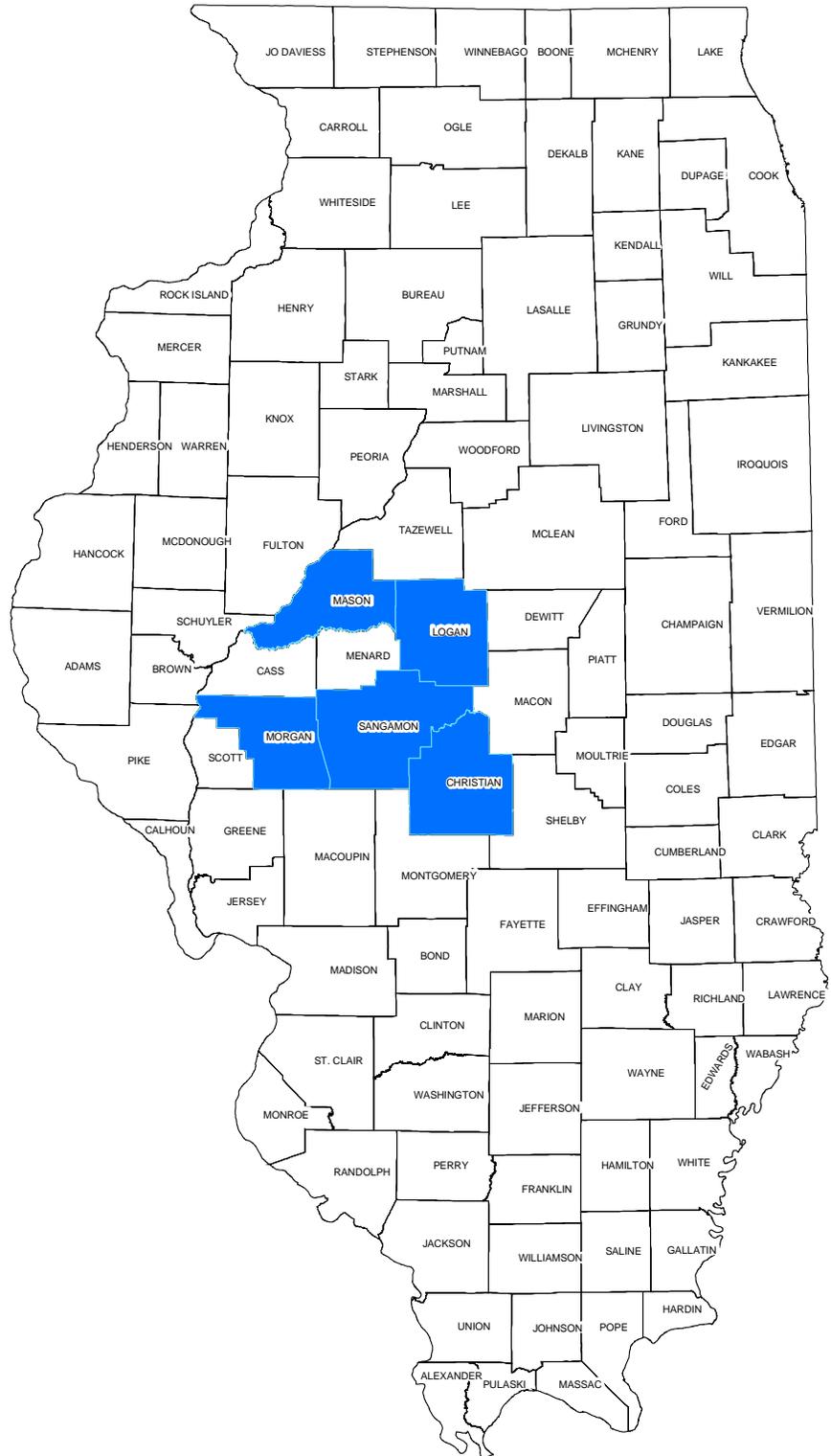
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**March 2004**

## Assessing Illinois' Metropolitan Enforcement Groups and Task Forces



## A Profile of the Central Illinois Enforcement Group



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## CONTENTS

Section	Page Number
<b>EXECUTIVE SUMMARY</b>	
I.	Introduction.....1
II.	Trends in Violent Index Offenses and Arrests.....3
III.	Trends in Drug Arrests .....6
IV.	Trends in Drug Seizures .....15
V.	Trends in Prosecutions for Drug Offenses.....17
VI.	Trends in Percent of Convicted Drug Offenders Sentenced to Prison.....19
VII.	Trends in Drug Treatment Admissions in CIEG Region by Drug Type.....24
VIII.	Trends in Substance-Exposed Infants .....27
IX.	Summary of Drug Situation .....28
X.	Appendices.....30
	Map 1 2002 Percent of Illinois' County-level Population Covered by an Authority-funded Metropolitan Enforcement Group or Task Force.....31
	Map 2 2002 Illinois Cannabis Seizure Rates, by County .....32
	Map 3 2002 Illinois Cocaine Seizure Rates, by County .....33
	Map 4 2002 Illinois Crack Seizure Rates, by County .....34
	Map 5 2002 Illinois Methamphetamine Seizure Rates, by County .....35
	Map 6 2002 Illinois Heroin Seizure Rates, by County .....36
XI.	Bibliography .....37

## LIST OF FIGURES

Figure	Page Number
Figure 1.	Violent Index Offense Rates for Participating and Non-participating Agencies in Region Covered by CIEG .....3
Figure 2.	2002 Violent Index Offenses* Reported by Participating and Non-participating Agencies in Region Covered by CIEG .....4
Figure 3.	Violent Index Arrest Rates for Participating and Non-participating Agencies in Region Covered by CIEG .....5
Figure 4.	2002 Violent Index Arrests* Reported by Participating and Non-participating Agencies in Region Covered by CIEG .....5
Figure 5.	Total Drug Arrest Rates for CIEG and Participating and Non-participating Agencies in Region Covered by CIEG .....7
Figure 6.	2002 Drug Arrests* Reported by Participating and Non-participating Agencies in Region Covered by CIEG .....8
Figure 7.	Total 2002 Drug Arrests* Reported by Participating and Non-participating Agencies in Region Covered by CIEG, by Drug Type.....8
Figure 8.	Drug Arrests by CIEG .....9
Figure 9.	Percent of Total Drug Arrests Accounted for by CIEG.....10
Figure 10.	Cannabis Arrests Rates in the Region Covered by CIEG as Reported by Participating Agencies, Non-participating Agencies, and CIEG .....11
Figure 11.	Percent of Cannabis Arrests Accounted for by CIEG .....12
Figure 12.	Controlled Substances Arrest Rates in the Region Covered by CIEG as Reported by Participating Agencies, Non-participating Agencies, and CIEG .....13

Figure 13.	Percent of Controlled Substances Arrests Accounted for by CIEG.....	14
Figure 14.	CIEG Drug Arrests for Possession versus Delivery, by Drug Type.....	14
Figure 15.	Cannabis Seized and Submitted to ISP by Christian, Logan, Mason, Morgan, and Sangamon Counties and Seized by CIEG.....	15
Figure 16.	Powder and Crack Cocaine Seized and Submitted to ISP by Christian, Logan, Mason, Morgan, and Sangamon counties and Seized by CIEG .....	16
Figure 17.	Number of Felony Filings in Christian, Logan, Mason, Morgan, and Sangamon Counties .....	17
Figure 18.	Total CIEG Drug Arrests and Percentage of Arrests Resulting in Prosecution.....	18
Figure 19.	Sentences Imposed on Felons Convicted in Christian, Logan, Mason, Morgan, and Sangamon Counties .....	19
Figure 20.	Sentences Imposed on Convicted CIEG Drug Offenders .....	20
Figure 21.	Number of Drug Offenders Committed to IDOC by CIEG and Region Covered by CIEG .....	21
Figure 22.	Drug Offenders as a Percent of Total IDOC Commitments from Christian, Logan, Mason, Morgan and Sangamon counties .....	22
Figure 23.	Drug Offenders Committed to IDOC from Christian, Logan, Mason, Morgan, and Sangamon Counties, by Offense Class .....	23
Figure 24.	Substance Abuse Treatment Admissions from Christian, Logan, Mason, Morgan, and Sangamon Counties .....	24
Figure 25.	Comparison of Drug Arrests by CIEG and Participating and Non-participating Agencies vs. Drug Abuse Treatment Admissions in Christian, Logan, Mason, Morgan, and Sangamon Counties .....	26
Figure 26.	Cases of Substance-Exposed Infants in Christian, Logan, Mason, Morgan, and Sangamon Counties .....	27
Figure 27.	Availability of Drugs in Illinois, 2000.....	28
Figure 28.	Price Per Gram in Illinois, 2000 .....	29

## 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, 13 local Illinois police agencies participated in CIEG (a participating agency is defined as one that contributes either personnel or financial resources to CIEG). Officers assigned to CIEG (totaling 14 in 2002, eight from participating agencies) accounted for less than 2 percent of the total number of sworn police officers working for agencies participating in CIEG (page 1).
- The violent Index offense rate was collectively higher across the jurisdictions that participated in CIEG than it was among the combined jurisdictions that did not participate in CIEG (page 3).
- The drug arrest rate tended to be slightly higher in the jurisdictions that participated in CIEG than in those jurisdictions that did not participate in CIEG. Also, the drug arrest rate achieved by CIEG was significantly lower than the rate experienced by both the participating and non-participating agencies, meaning that the unit made one-tenth as many arrests for violations of the Cannabis Control Act and Controlled Substances Act, with eight officers, as did all of the participating agencies combined (page 6).
- When comparing the types of drug offenders arrested by those agencies participating in CIEG, those agencies not participating, and CIEG, it was found that CIEG 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 CIEG, for either violations of the Cannabis Control Act or the Controlled Substances Act, involve drug sale or delivery (page 14).
- Between 1993 and 2002, both the cannabis and cocaine seizures by CIEG increased substantially (pages 15 and 16).
- Between 1991 and 2002, 98 percent of all drug arrests by CIEG resulted in prosecution. Of these CIEG drug offender prosecutions, 64 percent were for violations of the Controlled Substance Act. In addition, between 1989 and 2002, 90 percent of drug offenders who were prosecuted as a result of CIEG activity were convicted (page 18).

- In 2002, among those CIEG drug offenders convicted and sentenced, prison sentences accounted for 66 percent of total sentences, while probation sentences accounted for 29 percent of drug offenders convicted and sentenced and jail sentences accounted for 5 percent (page 20).
- Between 1989 and 2002, prison sentences resulting from CIEG cases accounted for nearly one-third of all drug-law violators sent to prison from the region where CIEG operates (page 21).
- Unlike the arrests made by participating and non-participating agencies, the arrests made by CIEG tended to involve the substances considered to be most serious (i.e., felony versus misdemeanor) and the substances for which a large proportion of community residents were seeking and receiving substance abuse treatment (page 25).



## I. Introduction

The Central Illinois Enforcement Group (CIEG) covers the Illinois counties of Christian, Logan, Mason, Morgan, and Sangamon. Combined, these counties had a 2002 total population of 308,634 – 4 percent more than in 1990. In 2002, 13 local police agencies participated in CIEG. These include the Christian, Mason, and Morgan County Sheriff's Offices and the following municipal police departments: Auburn, Havana, Jacksonville, Jerome, Leland, Lincoln, Pana, Pawnee, Springfield, and Taylorville. These agencies served 66 percent of the population in the five-county region covered by CIEG in 2002 (see Map 1 on page 32). A participating agency is defined as one that contributes either personnel or financial resources to CIEG.

In addition to agencies that participate in CIEG, these Illinois counties are served by 14 additional police departments that do not participate in CIEG. According to the Illinois State Police, county sheriffs and local police departments, in the five-county region covered by CIEG, combined, employed 621 full-time police officers as of Oct. 31, 2002, 445 of which work in agencies participating in CIEG. In comparison, there were a total of just 14 officers assigned to CIEG in 2002, eight of which were assigned by participating agencies and six from the Illinois State Police. Thus, the officers assigned to CIEG during 2002 accounted for a relatively small proportion—less than 2 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 CIEG, 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.

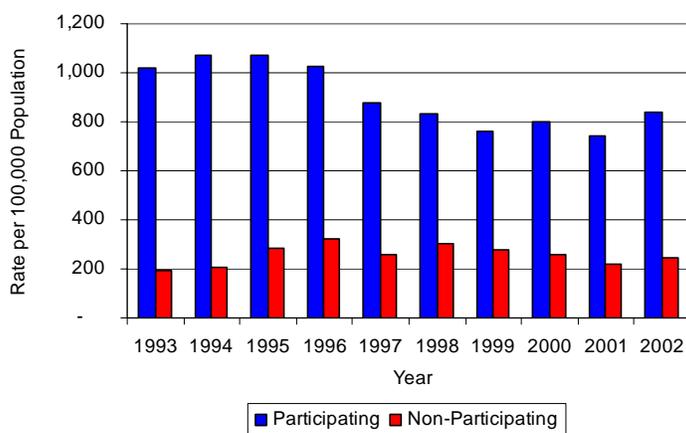
## II. Trends in Violent Index Offenses and Arrests

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 total number of violent Index offenses reported to the police in the five-county region where CIEG operates totaled 1,957, a 14 percent decrease from the 2,265 offenses reported in 1993. The majority (69 percent) of violent Index offenses reported to the police between 1993 and 2002 were aggravated assaults, while 20 percent were robberies.

During the period analyzed, the violent Index offense rate for the region covered by CIEG also decreased 14 percent, from 737 offenses per 100,000 population in 1993 to 634 offenses per 100,000 population in 2002. The violent Index offense rate in the participating agencies decreased 18 percent, from 1,017 to 839 offenses per 100,000 population, while the rate in the non-participating agencies increased 28 percent, from 192 to 247 offenses per 100,000 population (Figure 1). Thus, while the violent Index offense rate was collectively higher across the jurisdictions that participate in CIEG than it was among the combined jurisdictions that did not participate in CIEG, the violent Index offense rate has decreased since 1993, and has stabilized somewhat over the past six years in those agencies that participate in CIEG, while increasing in those agencies that do not participate in CIEG.

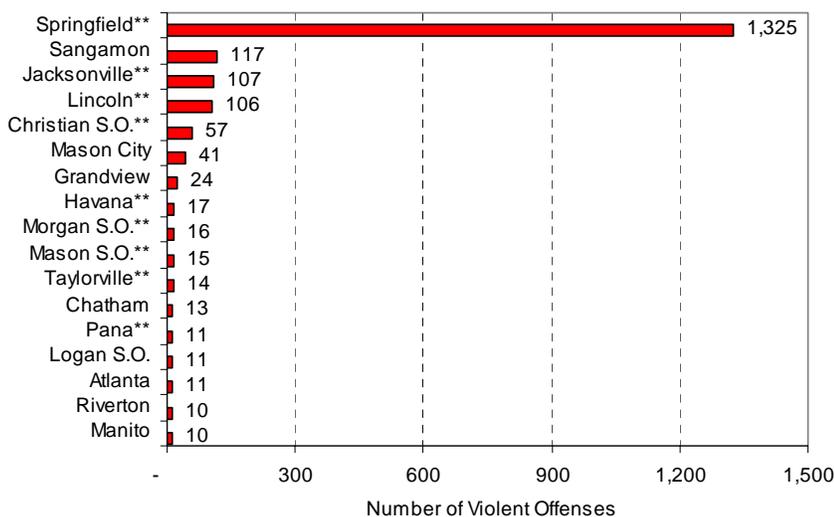
**Figure 1**  
Violent Index Offense Rates for Participating  
and Non-participating Agencies in Region  
Covered by CIEG



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

Across the individual local law enforcement agencies covered by CIEG's jurisdiction, four agencies, the Springfield Police Department, the Sangamon County Sheriff's Office, the Jacksonville Police Department, and the Lincoln Police Department, accounted for 84 percent of all violent Index offenses reported to the police (Figure 2). Agencies reporting fewer than ten 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 1,614 violent Index offenses per 100,000 population in Mason City to 60 offenses per 100,000 population in Mount Pulaski. Fourteen agencies in the five-county region covered by CIEG did not report any violent Index offenses in 2002.

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



Source: Illinois State Police

\*Agencies reporting ten or more violent offenses  
 \*\*Agencies participating in CIEG

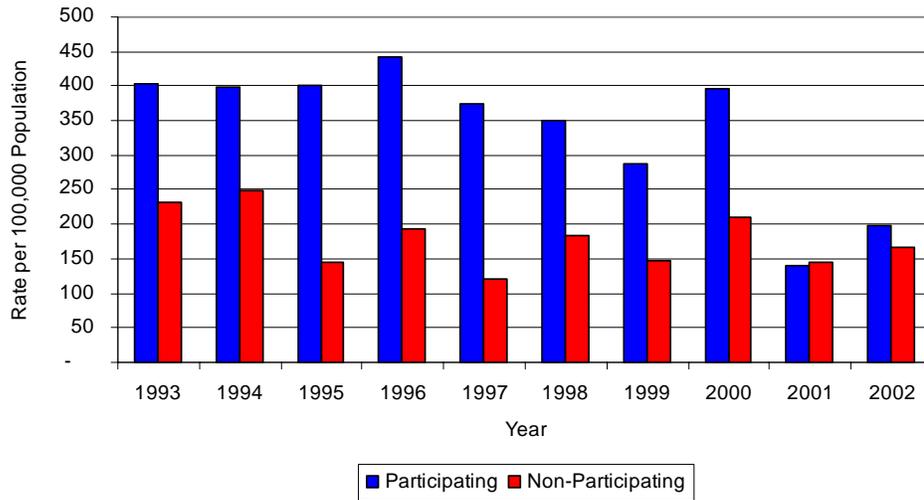
An indicator of the workload that law enforcement agencies place on other components of the justice system is the number of arrests made by police, including those for violent and property Index offenses and drug offenses. Unlike offenses, which are what police must respond to, arrests represent those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

Between 1993 and 2002, the number of arrests for violent Index offenses made by law enforcement agencies in the region covered by CIEG decreased 46 percent, from 1,061 to 578. As with reported violent Index offenses, the majority (88 percent) of violent Index arrests were for aggravated assaults, followed by robberies (7 percent).

During the period analyzed, the violent Index arrest rate for the region covered by CIEG decreased 46 percent, from 345 offenses per 100,000 population in 1993 to 187 arrests per 100,000 population in 2002. Similarly, the violent Index arrest rate in the participating agencies decreased 51 percent, from 403 to 198 offenses per 100,000 population, while the rate in the non-participating agencies decreased 28 percent, from 233 to 168 offenses per 100,000 population (Figure 3).

**Figure 3**

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

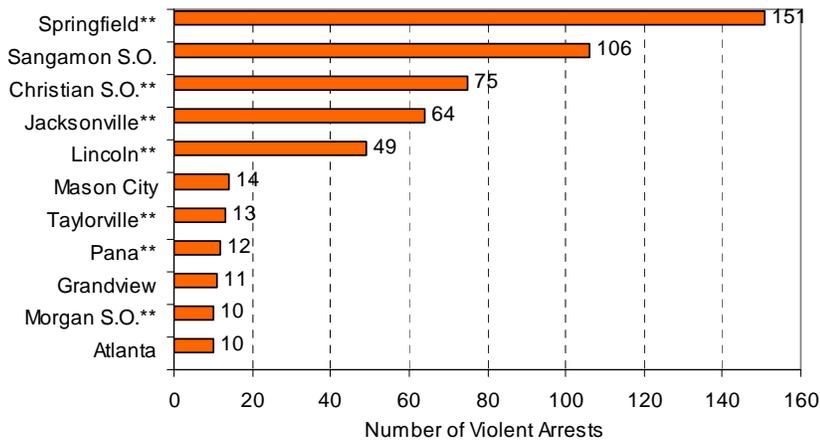


Source: ICJIA calculations using Illinois State Police and U. S. Census Bureau data

Similar to the number of violent Index offenses, the majority (77 percent) of arrests for violent Index offenses occurring in the five-county region covered by CIEG were made by five agencies. Agencies reporting fewer than ten arrests for violent Index offenses in 2002 are excluded from Figure 4. Of the 578 violent Index arrests made in 2002, the Springfield Police Department accounted for the largest proportion (26 percent), followed by the Sangamon County Sheriff’s Office (18 percent), the Christian County Sheriff’s Office (13 percent), the Jacksonville Police Department (11 percent), and the Lincoln Police Department (8 percent) (Figure 4).

**Figure 4**

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



Source: Illinois State Police

\*Agencies reporting ten or more violent arrests

\*\*Agencies participating in CIEG

### 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 kept in mind 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.

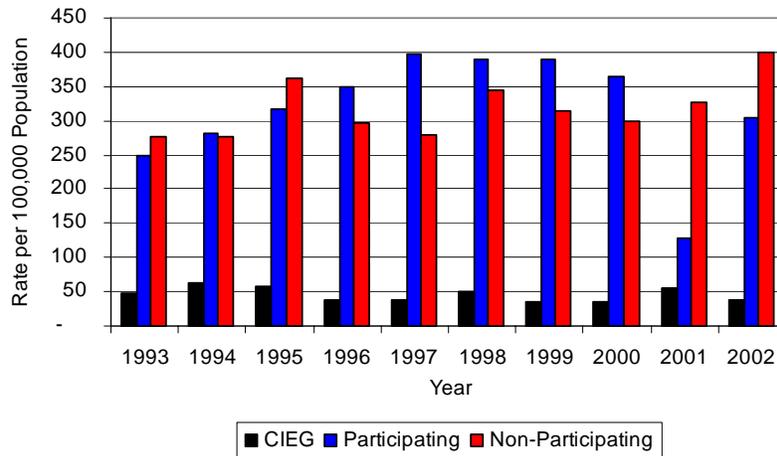
In 2002, local law enforcement agencies in the counties covered by CIEG reported 1,040 arrests for drug law violations, 31 percent more than the number in 1993 (794 arrests). Between 1993 and 2002, arrests for violations of Illinois' Cannabis Control Act consistently out-numbered arrests for violations of the Controlled Substances Act during the years analyzed in Christian, Logan, Mason, Morgan, and Sangamon counties, combined. During the same period, the number of arrests for violations of the Cannabis Control Act in these five counties combined increased 71 percent, from 423 to 724. Arrests for violations of the Controlled Substances Act in the five-county region combined decreased 15 percent, from 371 to 316. In addition, arrests for violations of the Drug Paraphernalia Control Act, enacted in 1993, increased dramatically from eight in 1993 to 527 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 CIEG 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 CIEG increased 30 percent, from 258 arrests per 100,000 population in 1993 to 337 arrests per 100,000 population in 2002. Similarly, the drug arrest rate in the participating and non-participating agencies also increased, from 249 to 304 arrests per 100,000 population and 277 to 399 arrests per 100,000 population, respectively. The arrest rate for CIEG, on the other hand, decreased 23 percent, from 48 to 37 arrests per 100,000 population (Figure 5). Thus, the drug arrest rate tended to be

slightly higher collectively in the jurisdictions that participated in CIEG than in those jurisdictions that did not participate in CIEG. Also, the drug arrest rate achieved by CIEG was significantly lower than the rate experienced by both the participating and non-participating agencies, meaning that the unit made one-tenth as many arrests for violations of the Cannabis Control and Controlled Substances Acts, with 14 officers, as did all of the participating agencies combined.

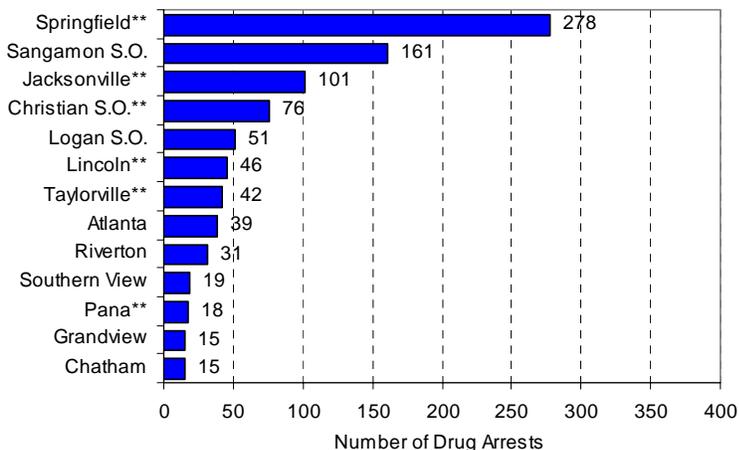
**Figure 5**  
**Total Drug Arrest Rates for CIEG and Participating and Non-participating Agencies in Region Covered by CIEG**



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 CIEG, the number of total cannabis and controlled substances arrests ranged from zero in six agencies to 278 in Danville. Of the 1,040 drug arrests made during 2002 in the five-county region, five agencies accounted for 64 percent of these drug arrests. Agencies reporting fewer than 15 drug arrests in 2002 are excluded from Figure 6. The Springfield Police Department, the Sangamon County Sheriff’s Office, and the Jacksonville Police Department reported the most cannabis and controlled substances arrests, accounting for over half of the drug arrests among participating agencies. Among those agencies that reported the highest number of drug arrests listed in Figure 6, nearly one-half participated in CIEG.

**Figure 6**  
**2002 Drug Arrests\* Reported by Participating**  
**and Non-participating Agencies in Region**  
**Covered by CIEG**



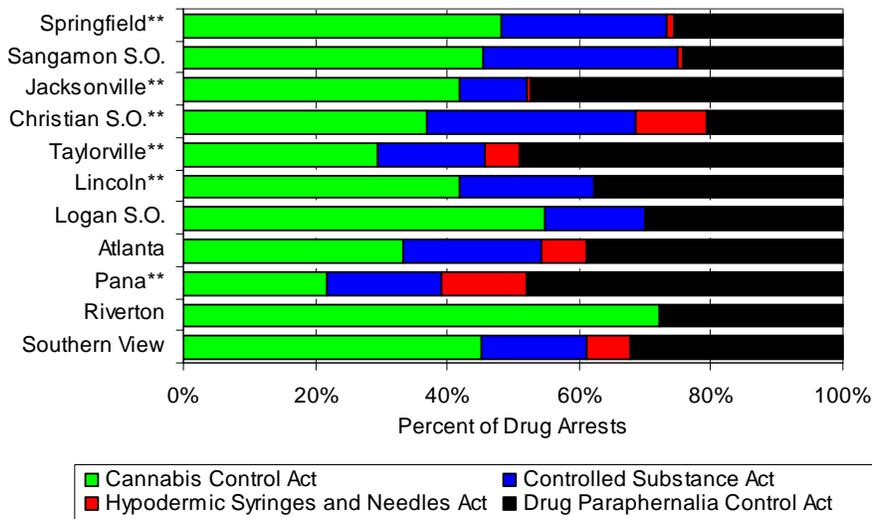
Source: Illinois State Police

\*Agencies reporting 15 or more drug arrests

\*\*Agencies participating in CIEG

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 CIEG (Figure 7).

**Figure 7**  
**Total 2002 Drug Arrests\* Reported by Participating**  
**and Non-participating Agencies in Region Covered**  
**by CIEG, by Drug Type**



Source: Illinois State Police

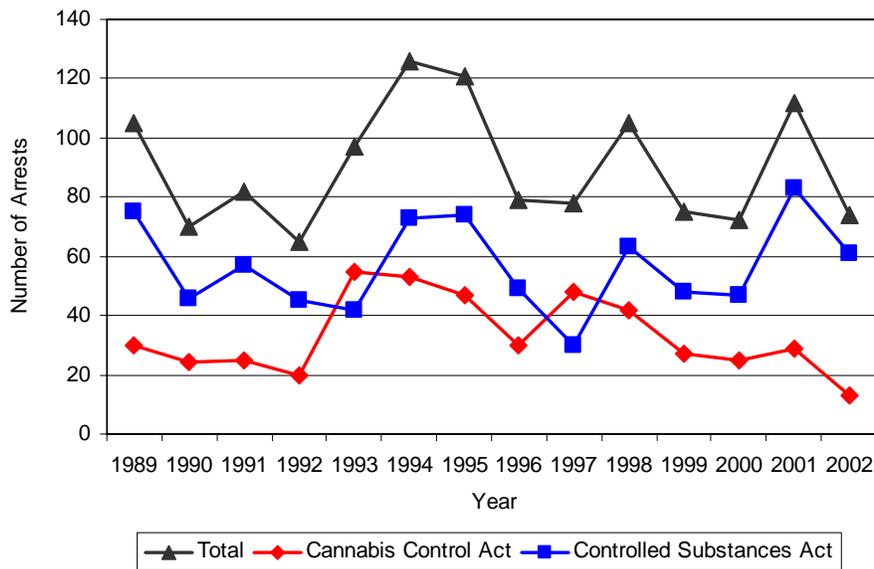
\*Agencies reporting 25 or more drug arrests

\*\*Agencies participating in CIEG

Between 1993 and 2002, the number of combined cannabis and controlled substances arrests made by CIEG decreased 30 percent, from 105 to 74 (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 CIEG throughout most of the period analyzed. During the period analyzed, the number of CIEG arrests for violations of the Cannabis Control Act decreased 76 percent, from 55 to 13, while arrests for violations of the Controlled Substances Act increased 45 percent, from 42 to 61 (Figure 8).

Between 1993 and 2002, the proportion of drug arrests accounted for by violations of the Controlled Substances Act decreased for participating and non-participating agencies, while increasing for CIEG. In 2002, 82 percent of the drug arrests made by CIEG were for violations of the Controlled Substances Act, compared to 43 percent in 1993. Conversely, in 2002, arrests for controlled substances violations accounted for 32 percent of the drug arrests made in the participating agencies and 27 percent for the non-participating agencies, compared to 47 percent and 46 percent, respectively, in 1993. Thus, arrests by CIEG were more likely than arrests by either participating or non-participating agencies to involve violations of Illinois' Controlled Substances Act, as opposed to the Cannabis Control Act. One interpretation of this pattern is that CIEG is more focused in who they are targeting and arresting than local departments, and are also getting a more serious drug law violator, since violations of the Controlled Substances Act are more likely to involve felony-level offenses.

**Figure 8**  
Drug Arrests by CIEG

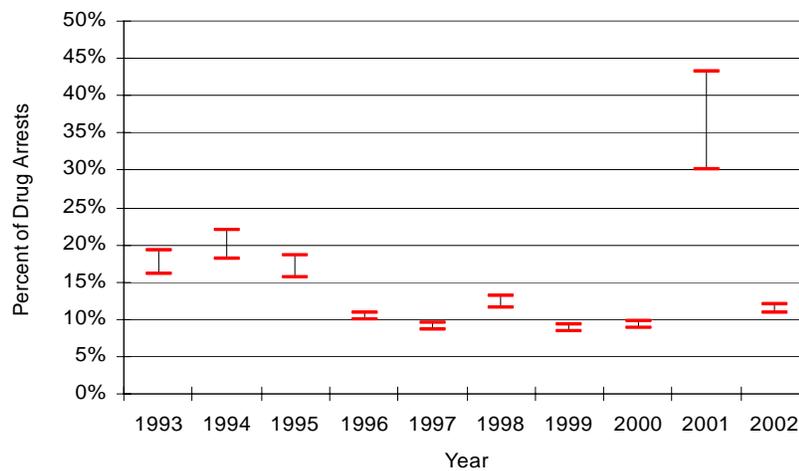


Source: CIEG

The data presented below represent the percent of total drug arrests made by agencies participating in CIEG accounted for by CIEG. 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 local departments (which is unknown at this point). The upper bound indicates the percentage of arrests if *all* of the CIEG arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the CIEG arrests are included in the local UCR submissions. It is estimated that the proportion of all drug arrests across participating agencies accounted for by CIEG was between 16 to 19 percent in 1993, but decreased to between 11 to 12 percent in 2002. Thus, despite the fact that the officers assigned to CIEG accounted for a small proportion of total officers in the region, they accounted for a moderate proportion of the drug arrests in the region.

**Figure 9**

**Percent of Total Drug Arrests  
Accounted for by CIEG**



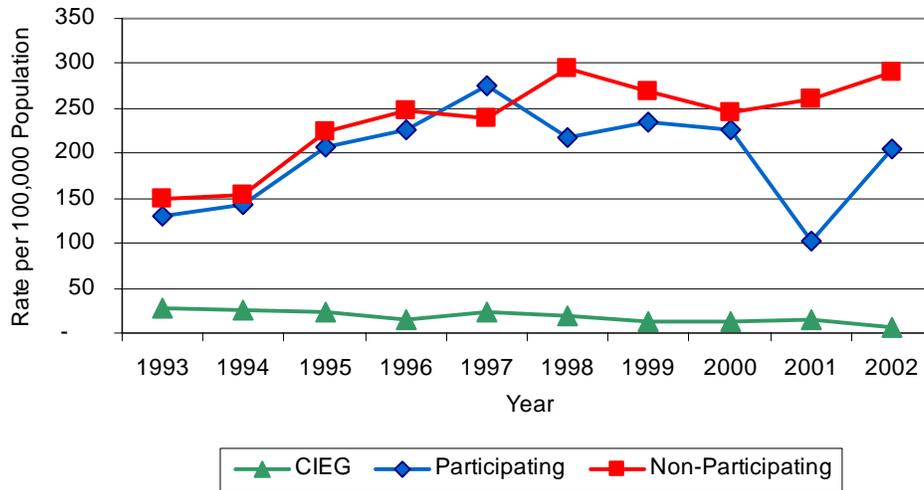
Source: ICJIA calculations using Illinois State Police and CIEG data

The number of arrests for violations of Illinois' Cannabis Control Act in Christian, Logan, Mason, Morgan, and Sangamon counties totaled 724 in 2002, 71 percent more than the 423 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 in the five-county region increased from 53 percent to 70 percent. Agencies participating in CIEG accounted for the largest portion (57 percent) of the total number of arrests for cannabis violations. CIEG reported a total of 13 arrests for cannabis violations in 2002, 18 percent of the unit's drug arrests.

During the period analyzed, the cannabis arrest rate for the region covered by CIEG increased 70 percent, from 138 arrests per 100,000 population in 1993 to 235 arrests per 100,000 population in 2002. Similarly, the cannabis arrest rate in the participating agencies increased 57 percent, from 131 to 206 arrests per 100,000 population, while the arrest rate in the non-participating agencies increased 93 percent, from 150 to 289 arrests per 100,000 population. The cannabis arrest rate for CIEG, on the other hand, decreased 76 percent, from 27 to 6 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 participating agencies than in the combined jurisdictions of the non-participating agencies.

**Figure 10**

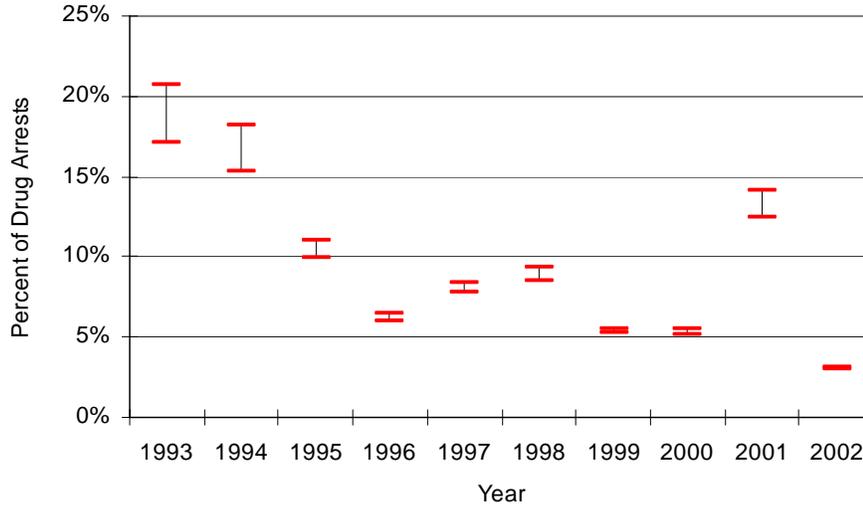
**Cannabis Arrests Rates in the Region Covered by CIEG as Reported by Participating Agencies, Non-participating Agencies, and CIEG**



Source: ICJIA calculations using Illinois State Police and CIEG data

The data presented in Figure 11 represent the percent of cannabis arrests made by the agencies participating in CIEG accounted for by CIEG. An upper and lower bound is shown which accounts for whether or not the unit's numbers are counted as part of the UCR submissions made by local departments (which is unknown at this point). The upper bound indicates the percentage of arrests if *all* of the CIEG arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the CIEG arrests are included in the local UCR submissions. It is estimated that the proportion of cannabis arrests across participating agencies accounted for by CIEG was between 17 to 21 percent in 1993, but dropped to 3 percent in 2002.

**Figure 11**  
**Percent of Cannabis Arrests**  
**Accounted for by CIEG**



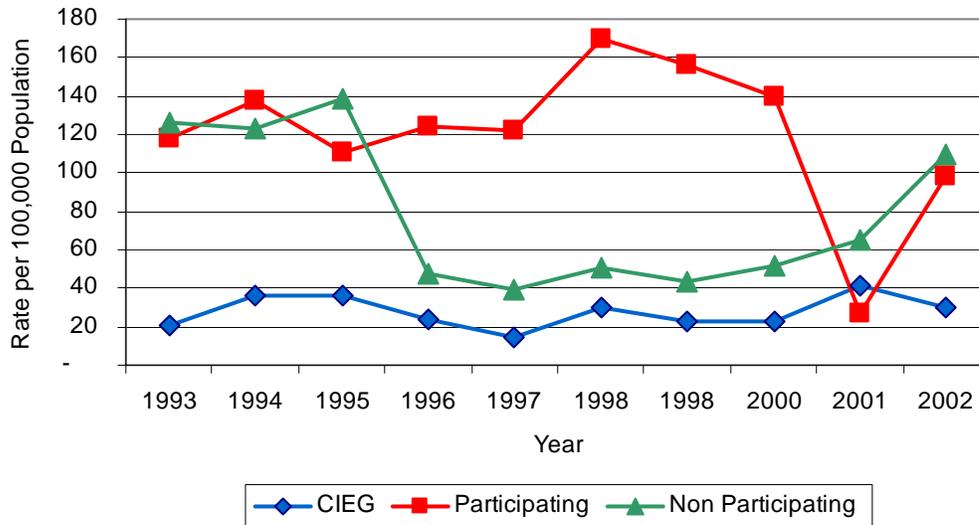
Source: ICJIA calculations using Illinois State Police and CIEG data

In Christian, Logan, Mason, Morgan, and Sangamon counties, the number of arrests for violations of Illinois' Controlled Substances Act decreased 15 percent between 1993 and 2002, from 371 to 316. Between 1993 and 2002, the proportion of all drug arrests accounted for by violations of the Controlled Substances Act in the five-county region decreased from 47 percent to 30 percent. In 2002, CIEG reported 61 arrests for controlled substance violations, 82 percent of all drug arrests reported to the Authority by the unit.

Between 1993 and 2002, the arrest rate for controlled substances act violations for the region covered by CIEG decreased 15 percent, from 121 to 102 arrests per 100,000 population (Figure 12). The controlled substances arrest rate in the participating agencies decreased 16 percent, from 118 to 99 arrests per 100,000 population, while the arrest rate in the non-participating agencies decreased 13 percent, from 126 to 110 arrests per 100,000 population. The controlled substances arrest rate for CIEG increased 46 percent, from 21 to 30 arrests per 100,000 population (Figure 12). Thus, overall, the Controlled Substances Act arrest rate was higher in the participating agencies than the non-participating agencies.

**Figure 12**

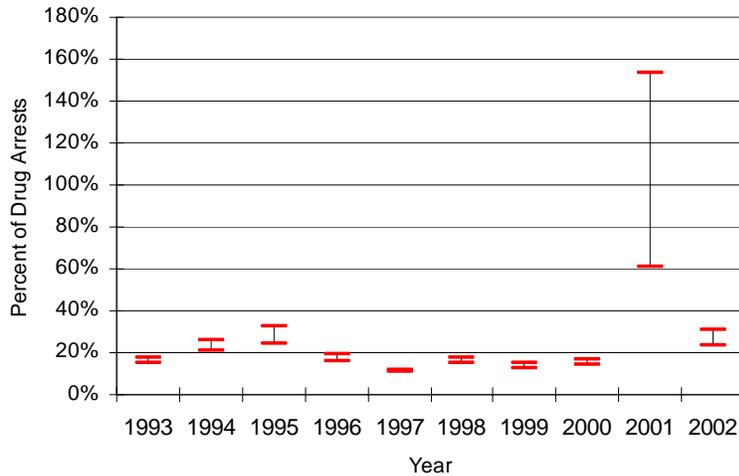
**Controlled Substances Arrest Rates in the Region  
Covered by CIEG as Reported by Participating Agencies,  
Non-participating Agencies, and CIEG**



Source: ICJIA calculations using  
Illinois State Police and CIEG data

The data presented in Figure 13 represent the percent of controlled substances arrests made agencies participating in CIEG accounted for by CIEG. An upper and lower bound is shown which accounts for whether or not the units numbers are counted as part of the UCR submissions made by local departments (which is unknown at this point). The upper bound indicates the percentage of arrests if *all* of the CIEG arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the CIEG arrests are included in the local UCR submissions. It is estimated that the proportion of controlled substances arrests across participating agencies accounted for by CIEG was between 15 to 18 percent in 1993, but increased slightly to between 23 to 31 percent in 2002, despite a significant increase in 2001.

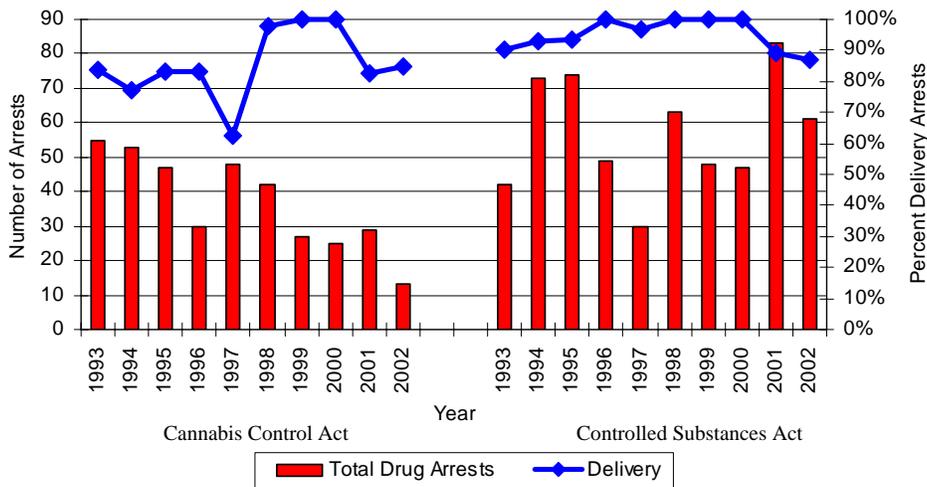
**Figure 13**  
**Percent of Controlled Substances Arrests**  
**Accounted for by CIEG**



Source: ICJIA calculations using Illinois State Police and CIEG data

The majority (90 percent) of all drug arrests reported by CIEG are for delivery. Between 1993 and 2002, the number of drug delivery arrests made by CIEG decreased 19 percent, from 84 to 64. When cannabis and controlled substance arrests were examined separately, during the period analyzed, arrests for delivery of controlled substances accounted for 95 percent of the total number of arrests made for violations of the Controlled Substance Act, whereas, arrests for the delivery of cannabis accounted for 85 percent of all arrests for violations of the Cannabis Act.

**Figure 14**  
**CIEG Drug Arrests for Possession versus Delivery,**  
**by Drug Type**



Source: ICJIA calculations using CIEG data

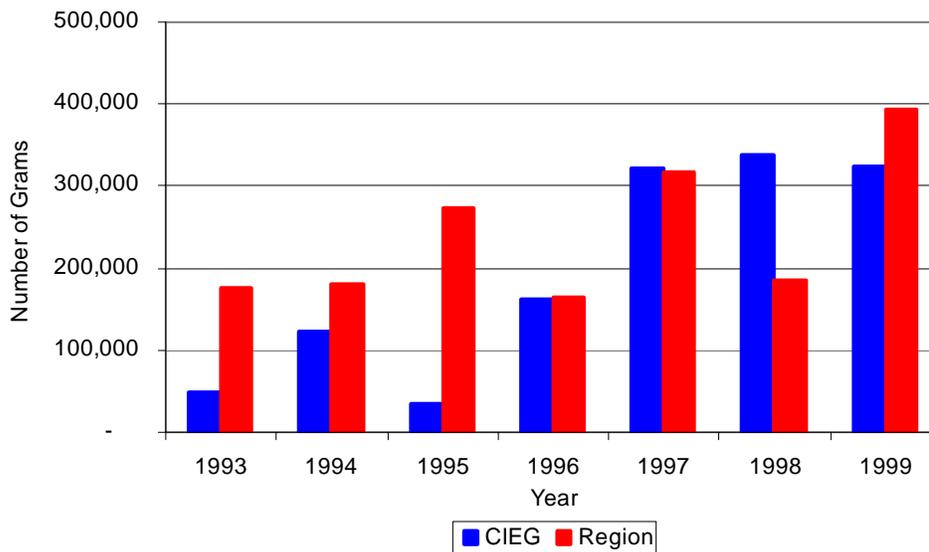
#### IV. Trends in Drug Seizures

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 Christian, Logan, Mason, Morgan, and Sangamon counties as well as the quantities of drugs seized by CIEG. It is important to note, however, that while CIEG 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 CIEG. The quantity of cannabis seized and submitted by law enforcement agencies in Christian, Logan, Mason, Morgan, and Sangamon counties decreased 84 percent, from 175,939 grams in 1993 to 27,823 grams in 2002. However, the quantity of cannabis seized by CIEG more than doubled between 1993 and 2002, from 49,117 grams to 126,778 grams (Figure 15). In 2002, CIEG's cannabis seizure rate of 61,928 grams per 100,000 population was significantly higher than the statewide cannabis seizure rate of 19,621 grams per 100,000 population and the seizure rate of 9,029 grams per 100,000 population in the five-county region covered by CIEG (Map 2).

**Figure 15**

**Cannabis Seized and Submitted to ISP by Christian, Logan, Mason, Morgan and Sangamon Counties and Seized by CIEG**

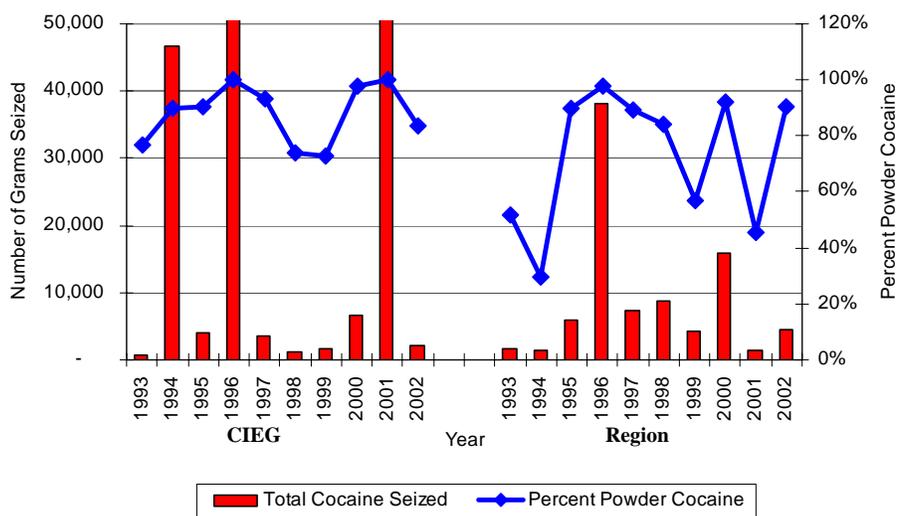


Source: Illinois State Police and CIEG

Between 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 CIEG. However, the quantity of cocaine seized and submitted by law enforcement agencies in Christian, Logan, Mason, Morgan, and Sangamon counties nearly tripled, from 1,555 grams in 1993 to 4,497 grams in 2002. Between 1993 and 2002, the quantity of cocaine seized by CIEG also nearly tripled, from 719 grams to 2,089 grams.

The proportion of all cocaine seized by CIEG accounted for by powder cocaine remained relatively stable between 1993 and 2002, whereas local seizures revealed a bit more variation. Consequently, in 1993, powder cocaine accounted for 52 percent of all cocaine seized in the five-county region covered by CIEG, compared to 90 percent in 2002. In contrast, for CIEG, although powder cocaine accounted for the largest proportion of total cocaine seizures during the period examined, the proportion accounted for by powder cocaine increased from 77 percent in 1993 to 83 percent in 2002 (Figure 16). In 2002, CIEG's cocaine seizure rate of 1,020 grams per 100,000 population was 30 percent lower than the rate of 1,460 grams per 100,000 population in the five-county region covered by CIEG (Maps 3 and 4).

**Figure 16**  
**Powder and Crack Cocaine Seized and Submitted to ISP by Christian, Logan, Mason, Morgan, and Sangamon Counties and Seized by CIEG**



Source: Illinois State Police and CIEG

The total quantity of illegal drugs seized and submitted by law enforcement agencies in Christian, Logan, Mason, Morgan, and Sangamon counties decreased 79 percent between 1993 and 2002, from 177,587 grams to 37,825 grams. On the other hand, the total quantity of illegal drugs seized by CIEG nearly tripled, from 50,061 grams in 1993 to 132,719 grams in 2002.

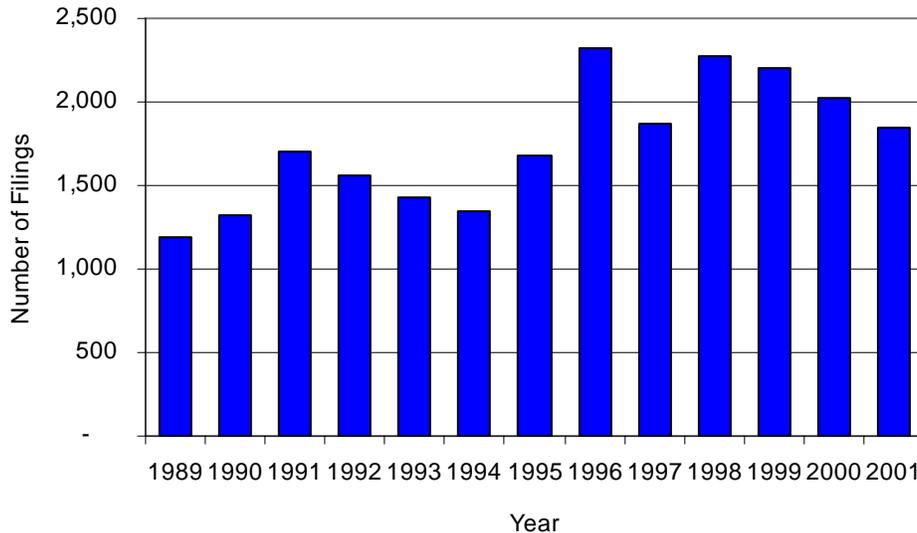
During the period, methamphetamine seizures accounted for a relatively small proportion of total drugs seized by CIEG. Between 1993 and 1998, CIEG reported no methamphetamine seizures. However, between 1999 and 2002, 7,004 grams of methamphetamine were seized by CIEG. Conversely, the quantity of methamphetamine seized and submitted by law enforcement agencies in Christian, Logan, Mason, Morgan, and Sangamon counties significantly increased between 1993 and 2002, from 29 to 1,317 grams. In 2002, CIEG had a methamphetamine seizure rate of 1,562 grams per 100,000 population, higher than the 427 grams per 100,000 population in the five-county region covered by CIEG, as well as the statewide seizure rate of 224 grams per 100,000 population (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.

Between 1989 and 2001, the number of felony filings in the five-county region covered by CIEG increased 56 percent, from 1,186 to 1,848 (Figure 17).

**Figure 17**  
Number of Felony Filings in Christian, Logan,  
Mason, Morgan, and Sangamon Counties

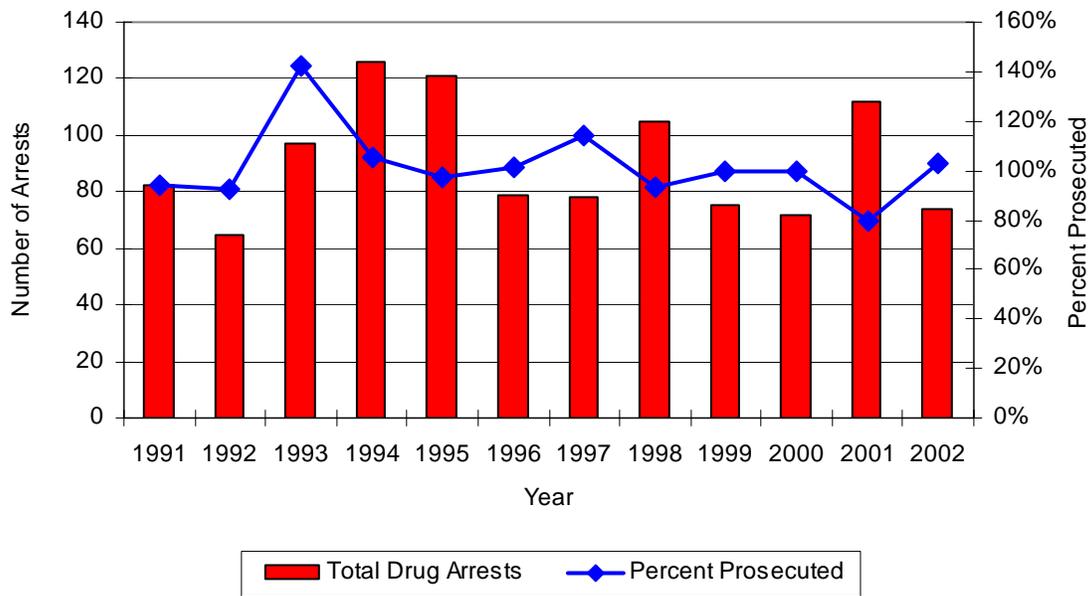


Source: Administrative Office of the Illinois Courts

Between 1991 and 2002, there were a total of 1,105 drug prosecutions initiated as a result of CIEG arrests in Christian, Logan, Mason, Morgan, and Sangamon counties. During this time, the number of CIEG drug arrests decreased 10 percent, from 82 arrests in 1991 to 74 arrests in 2002 (Figure 18). The majority (64 percent) of CIEG drug offender prosecutions during this period were for violations of the Controlled Substance Act. Between 1991 and 2002, nearly all drug arrests by CIEG resulted in a prosecution. In some years, the proportion of arrests resulting in a prosecution exceeded 100 percent. This is due to some slight differences in the timing of an arrest and the filings of charges, or could be due to charges, rather than defendants, being reported by the unit. In addition, some offenders have charges filed, and a subsequent warrant issued, without an arrest taking place.

**Figure 18**

**Total CIEG Drug Arrests and Percentage of Arrests Resulting in Prosecution**



Source: CIEG

Between 1991 and 2002, the majority (990) of the 1,105 drug offenders who were prosecuted as a result of CIEG activity were convicted. Convictions for controlled substances accounted for 68 percent of all CIEG initiated convictions during the period analyzed.

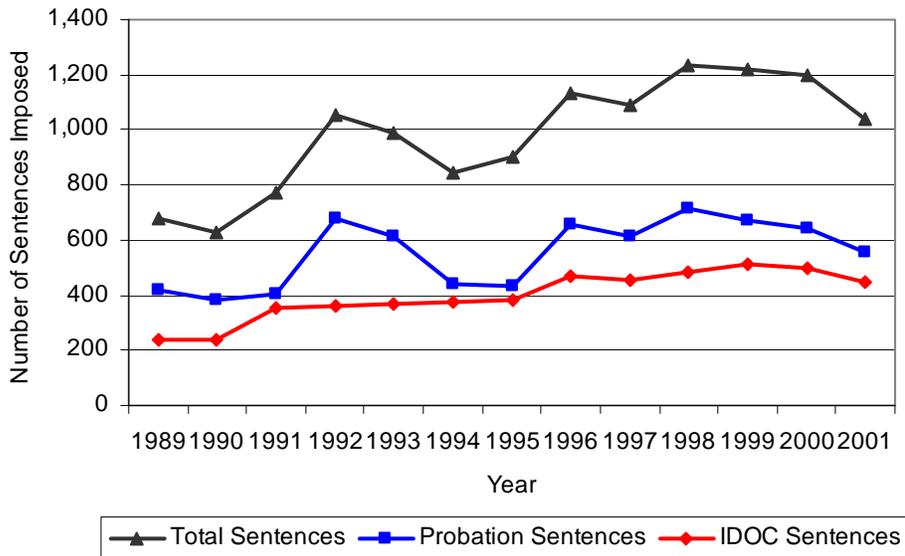
## VI. Trends in Percent of Convicted Drug Offenders Sentenced to Prison

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.

Between 1989 and 2001, the number of offenders convicted of a felony and sentenced in the five-county region covered by CIEG increased 52 percent, from 680 to 1,036. The number of convicted felons sentenced to the Illinois Department of Corrections (IDOC) increased 88 percent between 1989 and 2001, from 239 to 449. Consequently, the proportion of felons sentenced to IDOC increased during the same period, from 35 percent to 43 percent of total felony sentences. In 2001, 555 probation sentences were imposed on convicted felons, 32 percent more than the 421 probation sentences in 1989 (Figure 19). As a result, the proportion of felons sentenced to probation decreased from 62 percent in 1989 to 54 percent in 2001. Sentences other than prison or probation account for the remaining 3 percent of felony sentences imposed in 2001.

Figure 19

### Sentences Imposed on Felons Convicted in Christian, Logan, Mason, Morgan, and Sangamon Counties

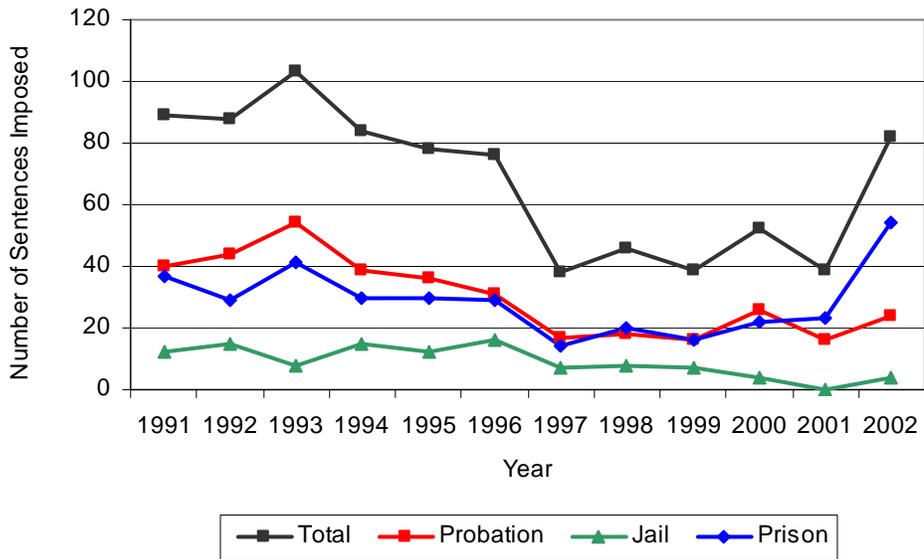


Source: Administrative Office of the Illinois Courts

Between 1991 and 2002, the number of CIEG drug offenders convicted and sentenced decreased from 89 to 82. During the period analyzed, the number of convicted CIEG drug offenders sentenced to prison increased from 37 in 1991 to 54 in 2002, while probation and jail sentences decreased from 40 to 24 and 12 to four, respectively, in 2002 (Figure 20). In 2002, among those CIEG drug offenders convicted and sentenced, prison sentences accounted for 66 percent of total sentences, probation sentences accounted for 29 percent of total sentences, and jail sentences accounted for 5 percent of drug offenders convicted and sentenced.

**Figure 20**

**Sentences Imposed on Convicted CIEG Drug Offenders**

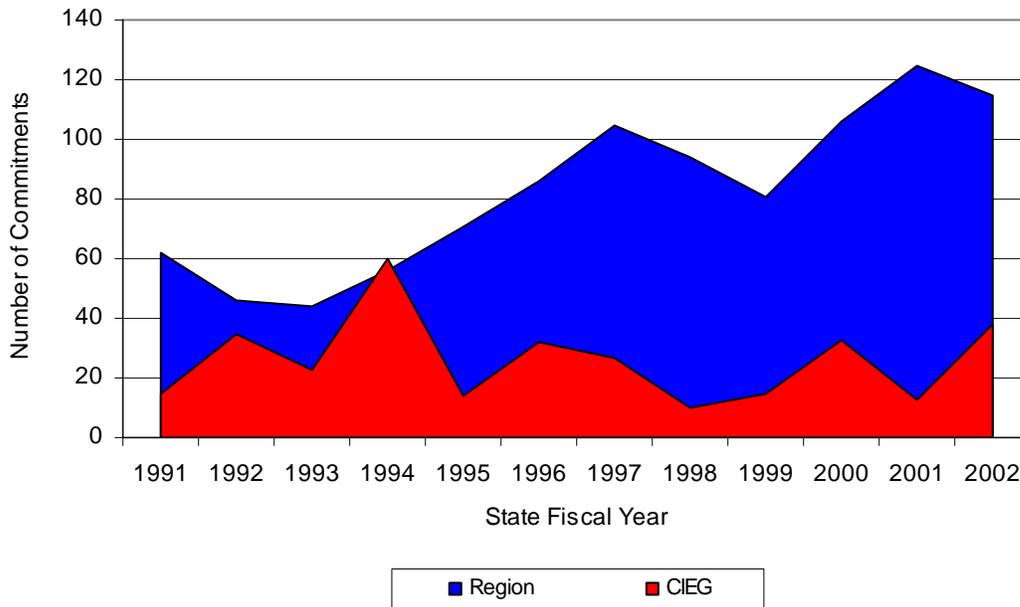


Source: CIEG

Between state fiscal years<sup>1</sup> 1989 and 2002, the number of new court commitments to IDOC's Adult Division for drug offenses from the five-county region covered by CIEG more than tripled, from 23 to 115. The number of drug offender admissions by CIEG also increased from 15 to 38 between 1991 and 2002 (Figure 21). Thus, during the period analyzed, prison sentences resulting from CIEG cases accounted for nearly one-third of all drug-law violators sentenced to prison from the region where CIEG operates.

**Figure 21**

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



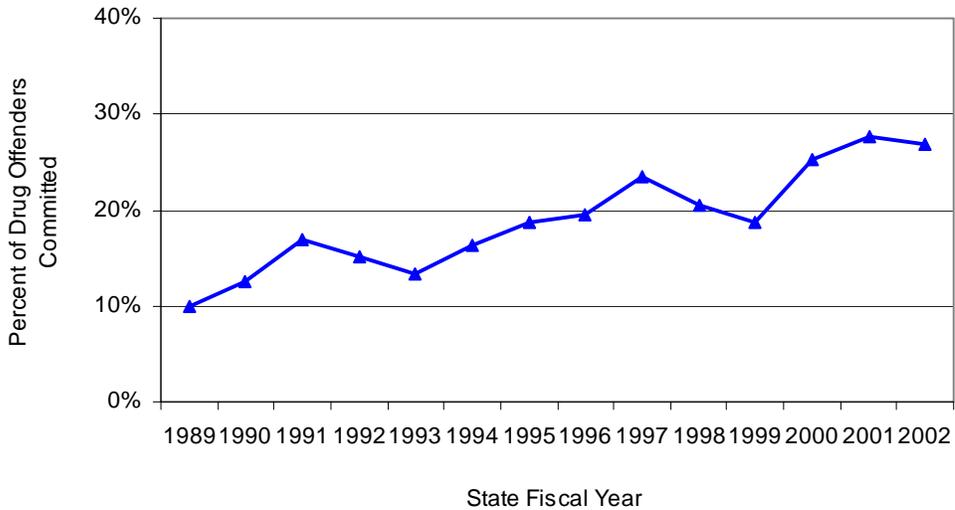
Source: Illinois Department of Corrections and CIEG

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

During the period analyzed, drug offenders accounted for an increasing proportion of adults convicted and sentenced to prison from Christian, Logan, Mason, Morgan, and Sangamon counties. In 1989, drug offenses accounted for 10 percent of all commitments to IDOC, compared to 27 percent in 2002 (Figure 22).

**Figure 22**

**Percent of Drug Offenders Committed to IDOC  
in Christian, Logan, Mason, Morgan,  
and Sangamon Counties**

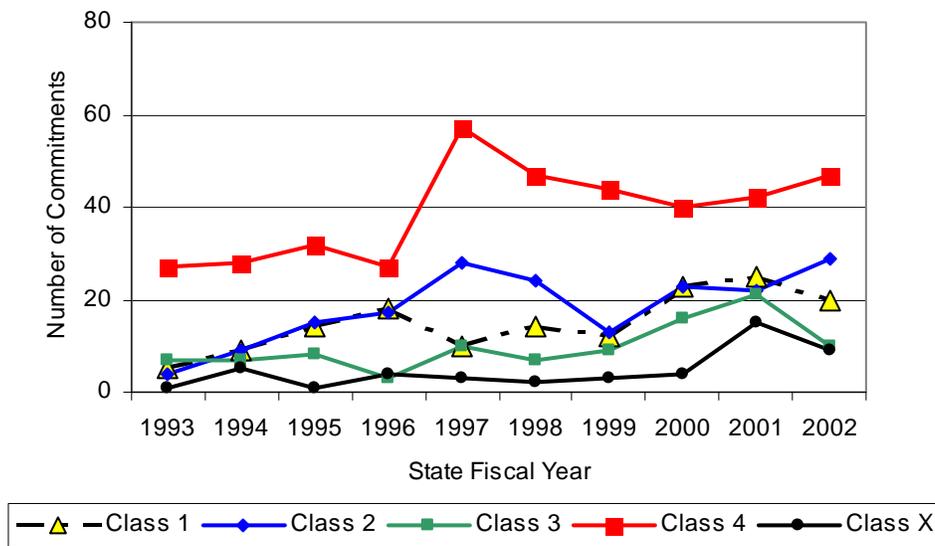


Source: Illinois Department of Corrections

Penalties for drug offenses were also examined between 1993 and 2002. Class 4 felonies accounted for the largest proportion (45 percent) of sentences to IDOC for drug offenses, followed by Class 2 felonies (21 percent), Class 1 felonies (17 percent), Class 3 felonies (11 percent) and Class X felonies (5 percent). Between 1993 and 2002, the number of Class 4 felony sentences increased 74 percent, from 27 to 47, while Class 2 felony sentences increased significantly, from four to 29 and Class 1 felony sentences increased four-fold, from five to 20. The number of Class 3 and Class X felonies increased slightly, from seven to ten and from one to nine, respectively (Figure 23).

**Figure 23**

**Drug Offenders Committed to IDOC from Christian, Logan, Mason, Morgan, and Sangamon Counties, by Offense Class**



Source: Illinois Department of Corrections

Between 1993 and 2002, the mean sentence length for Class 2 felonies slightly increased, from 3.8 to 4.1 years the period, while the mean sentence length for Class 1 felonies increased 62 percent, from three to 4.9 years. Conversely, the mean sentence for a Class 3 felony decreased 20 percent, from 3.3 to 2.7 years, Class 4 sentence lengths slightly decreased from 1.9 to 1.7 years, and Class X sentence lengths decreased 54 percent, from 20 to 9.1 years.

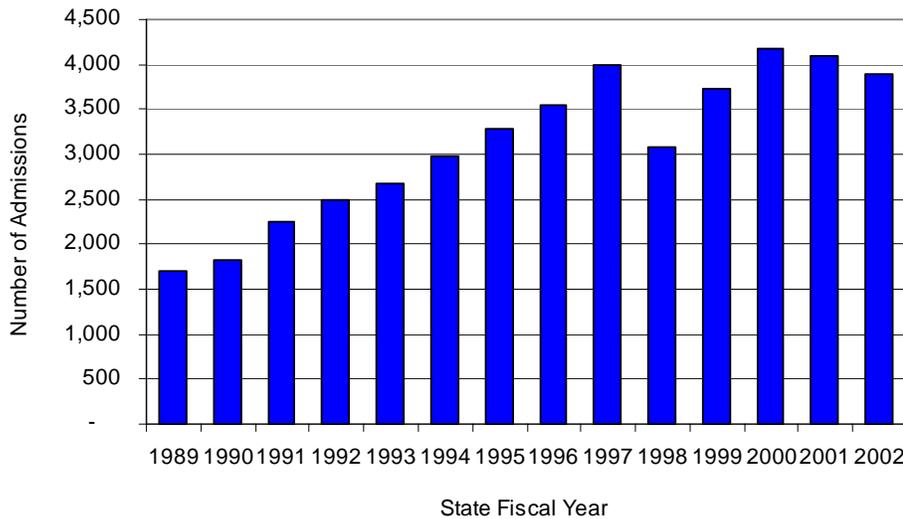
## VII. Trends in Drug Treatment Admissions in CIEG Region by Drug Type

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 state fiscal year 2002, OASA reported 3,886 admissions for alcohol or drug abuse treatment from Christian, Logan, Mason, Morgan, and Sangamon counties, compared to the 1,703 admissions in 1989 (Figure 24). Among the 3,886 admissions to substance abuse treatment in state fiscal year 2002, 47 percent (1,808) reported alcohol as their primary substance of abuse, while abuse of illicit substances accounted for 48 percent, and less than 1 percent reported no primary substance of abuse.

**Figure 24**

### Substance Abuse Treatment Admissions from Christian, Logan, Mason, Morgan, and Sangamon Counties



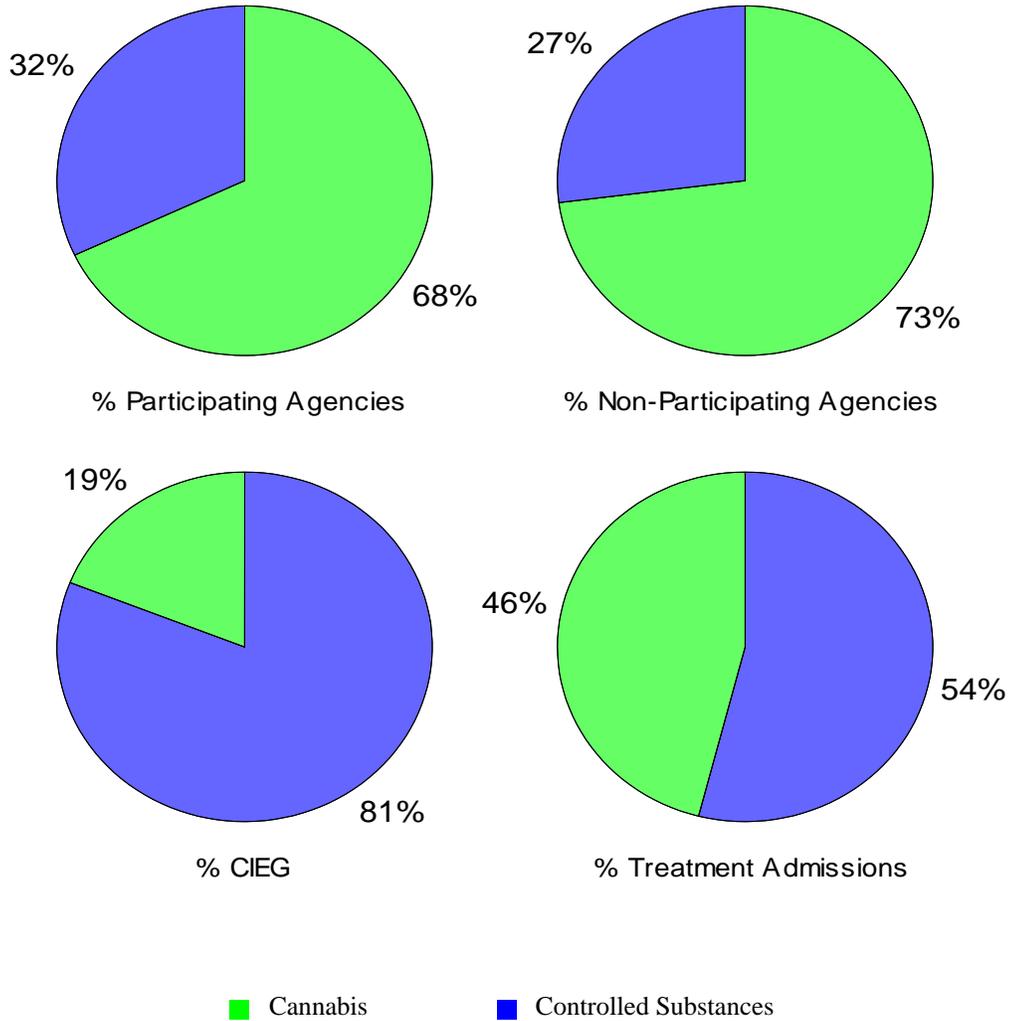
Source: Illinois Department of Human Services'  
Office of Alcoholism and Substance Abuse

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 CIEG 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 CIEG accounted for by drugs other than marijuana (Controlled Substances Act offenses) was greater 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 CIEG and non-participating agencies) were for cannabis offenses. Thus, unlike the arrests made by participating and non-participating agencies, the arrests made by CIEG tended to involve the substances considered to be most serious (i.e., felony versus misdemeanor) and the substances for which a large proportion of community residents were seeking and receiving substance abuse treatment (Figure 25).

**Figure 25**

Comparison of Drug Arrests by CIEG and Participating and Non-participating Agencies vs. Drug Abuse Treatment Admissions in Christian, Logan, Mason, Morgan, and Sangamon Counties, 2002



Source: ICJIA calculations using Illinois Department of Human Service's Office of Alcoholism and Substance Abuse and CIEG data

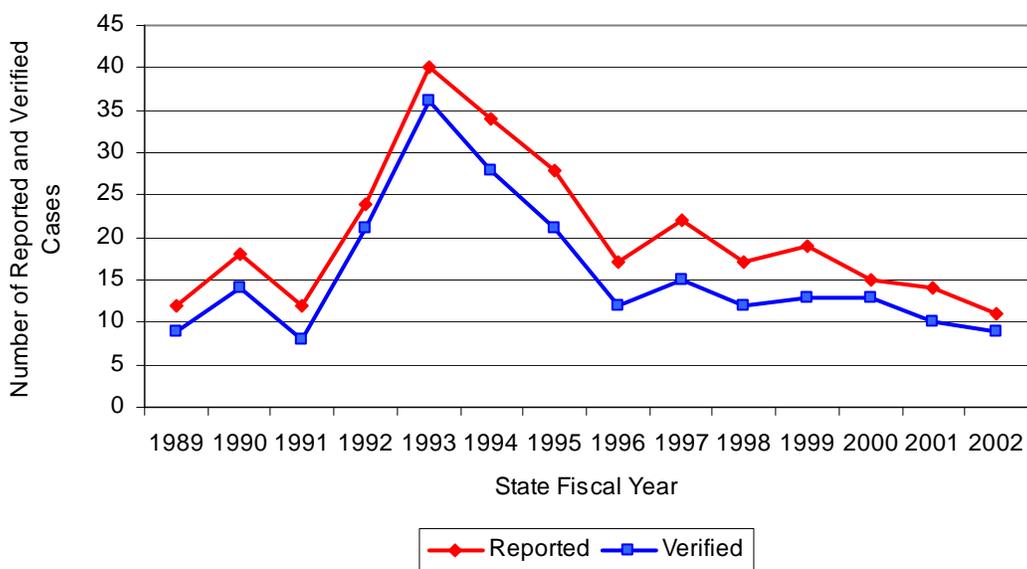
## VIII. Trends in Substance-Exposed Infants

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.

Between state fiscal years 1989 and 2002, the number of substance-exposed infant cases reported in the five-county region covered by CIEG decreased slightly, from 12 to 11. However, the number of substance-exposed infants more than tripled between 1991 and 1993, jumping from 12 to a period high of 40, before decreasing to lower, relatively stable trends. Between state fiscal years 1989 and 2002, 221 cases, or 78 percent of all cases reported, were verified as involving prenatal drug use by a DCFS investigation. Mirroring the trend of reported cases, verified cases of substance-exposed infants in the CIEG region also jumped dramatically between 1991 and 1993 from eight to 36 before leveling off in 1996. During the period analyzed, the number of verified cases of substance-exposed infants increased to a high of 36, before decreasing to nine in 2002, the same number of verified cases in 1989 (Figure 26).

**Figure 26**

### Cases of Substance-Exposed Infants in Christian, Logan, Mason, Morgan, and Sangamon Counties



Source: Department of Children and Family Services

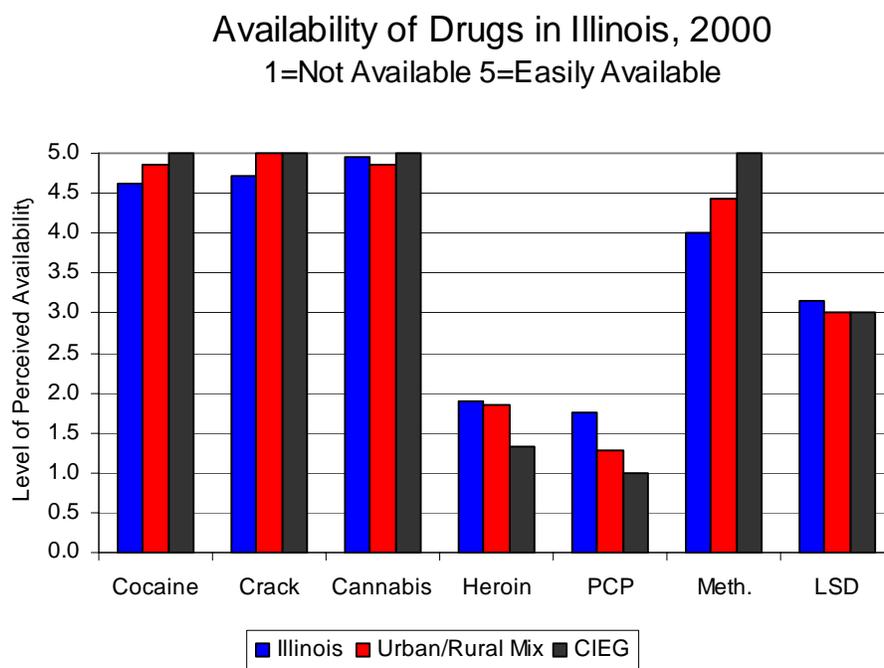
## IX. Summary of Drug Situation

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 to gauge the perceived availability of drugs in the areas they cover (the most recent being conducted in 2000). 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 were the most visible drugs on the street and were all reported to be “readily available” across all regions analyzed. Although perceived availability of every drug type examined remained relatively unchanged across Illinois, CIEG, and other MEGs and task forces in mixed urban/rural regions since the 1998 survey, some drug types experienced slight changes. LSD decreased slightly statewide and in other mixed urban/rural regions similar to CIEG, while it increased in the five-county region covered by CIEG. Meanwhile, PCP remained the same in the region covered by CIEG, while it decreased statewide and in regions covered by other mixed urban/rural MEGs and task forces. All other drug types increased slightly statewide, across all MEGs and task forces in mixed urban/rural regions similar to CIEG, and in the five-county region covered by CIEG (Figure 27).

Figure 27



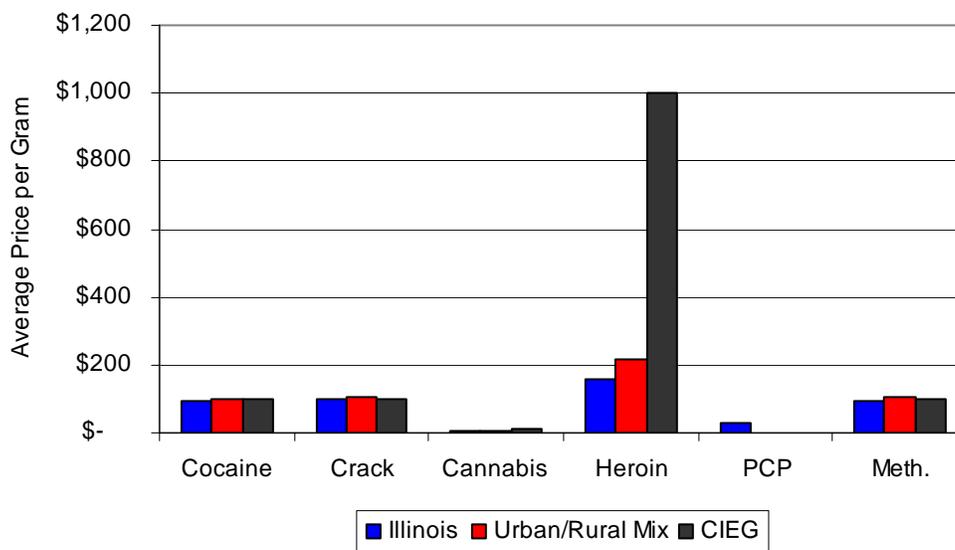
Source: Authority Survey of Illinois MEGs and task forces

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 a statewide 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 PCP and heroin appear to vary somewhat across Illinois. The average price of cocaine, crack, cannabis, heroin, and PCP decreased in all regions, while the average price of methamphetamine increased across all regions analyzed. The 2000 average price of cocaine reported by CIEG was \$100 per gram, compared to \$93 per gram across Illinois and \$101 per gram reported by all MEGs and task forces in other mixed urban/rural regions (Figure 28). On the other hand, the average price of heroin in the region covered by CIEG was reported as \$1,000 per gram (significantly more than the price reported in the 1998 survey), significantly higher than the price of \$156 per gram across Illinois and the price of \$219 per gram reported by all other MEGs and task forces in mixed urban/rural regions. In 2000, the average price of cannabis was reported as approximately \$10 per gram in the CIEG region, \$6 per gram in other mixed urban/rural regions and across Illinois.

**Figure 28**

**Price Per Gram in Illinois, 2000**



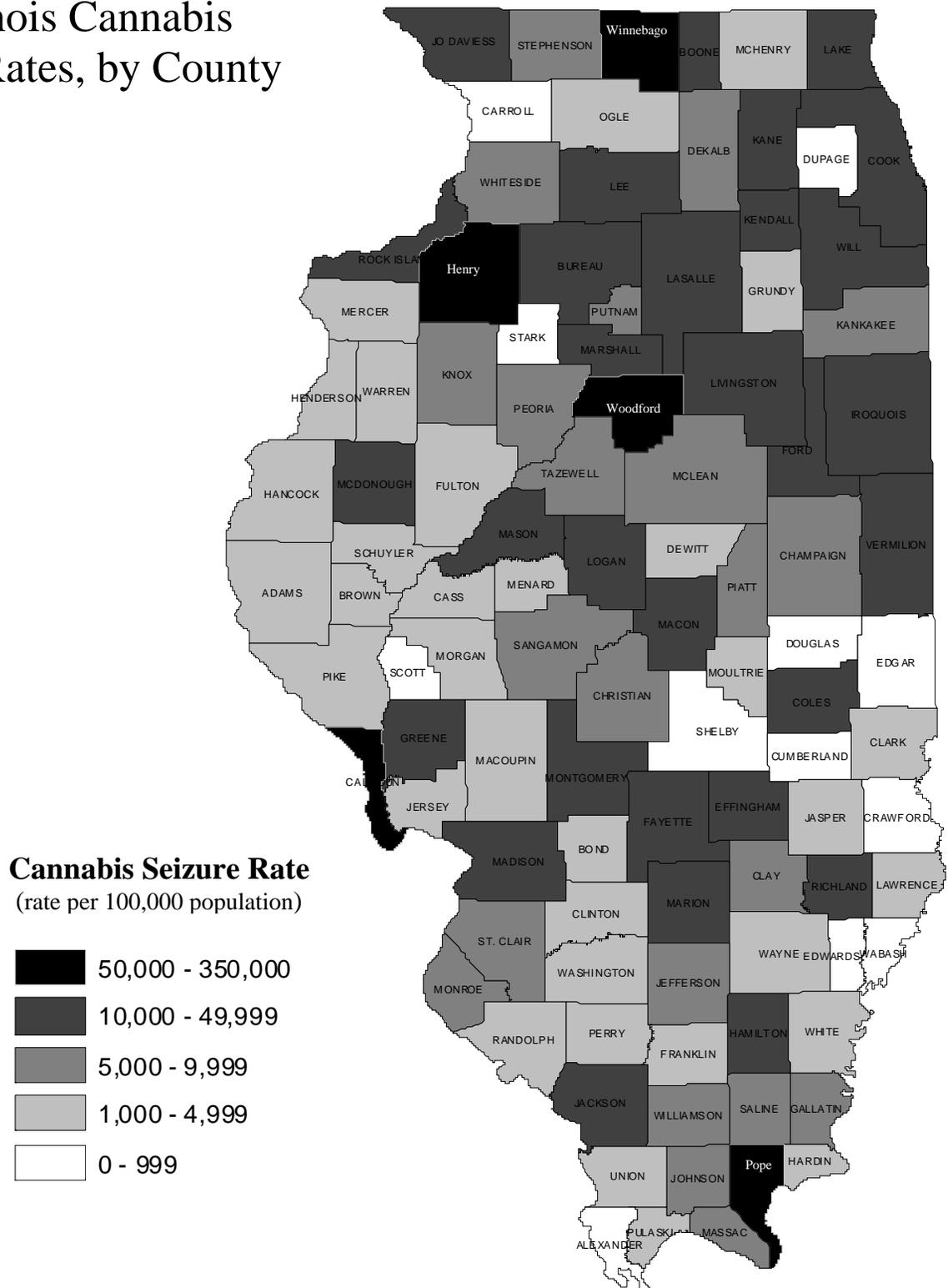
Source: Authority Survey of Illinois MEGs and task forces

# **X. Appendices**



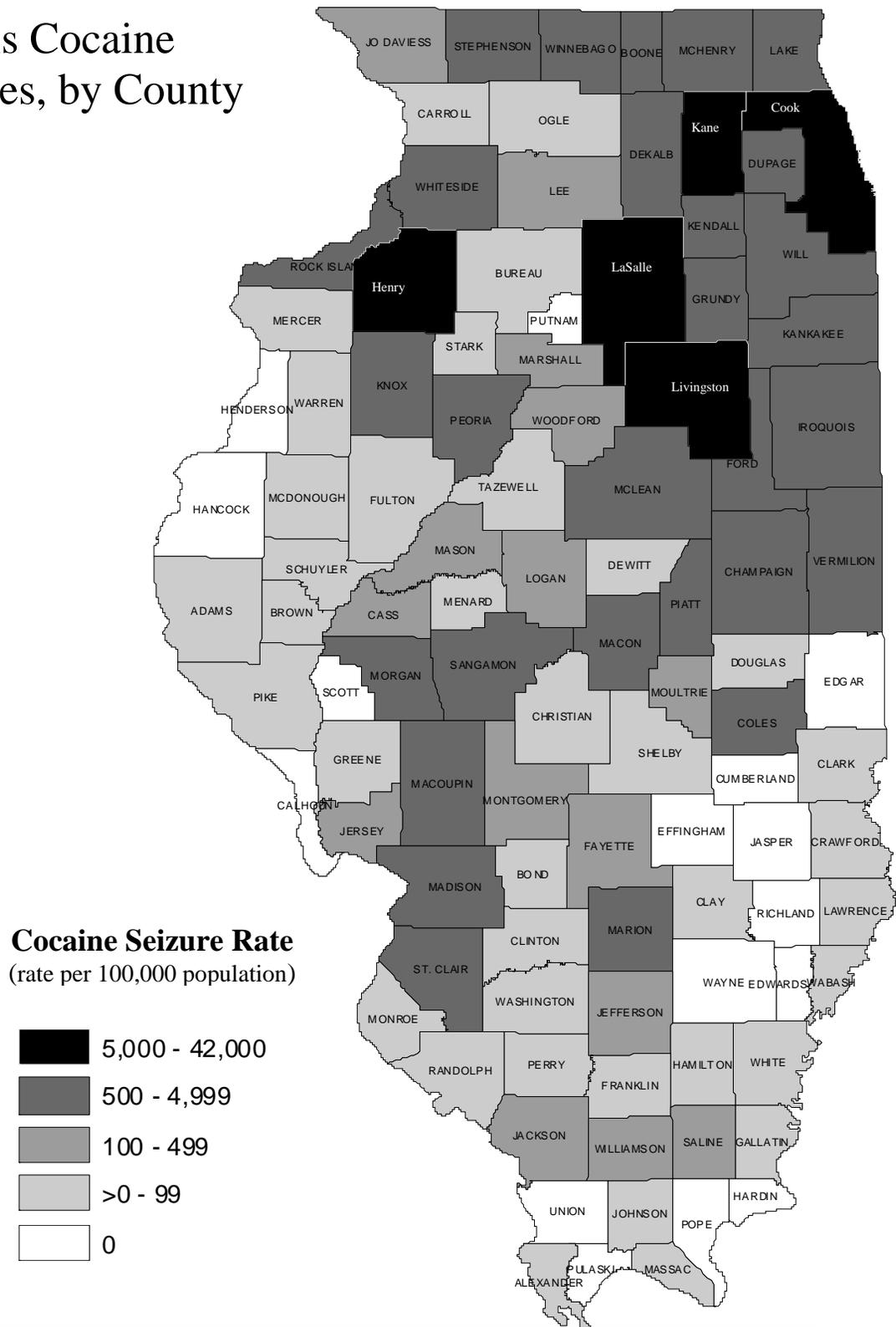
Map 2

# 2002 Illinois Cannabis Seizure Rates, by County



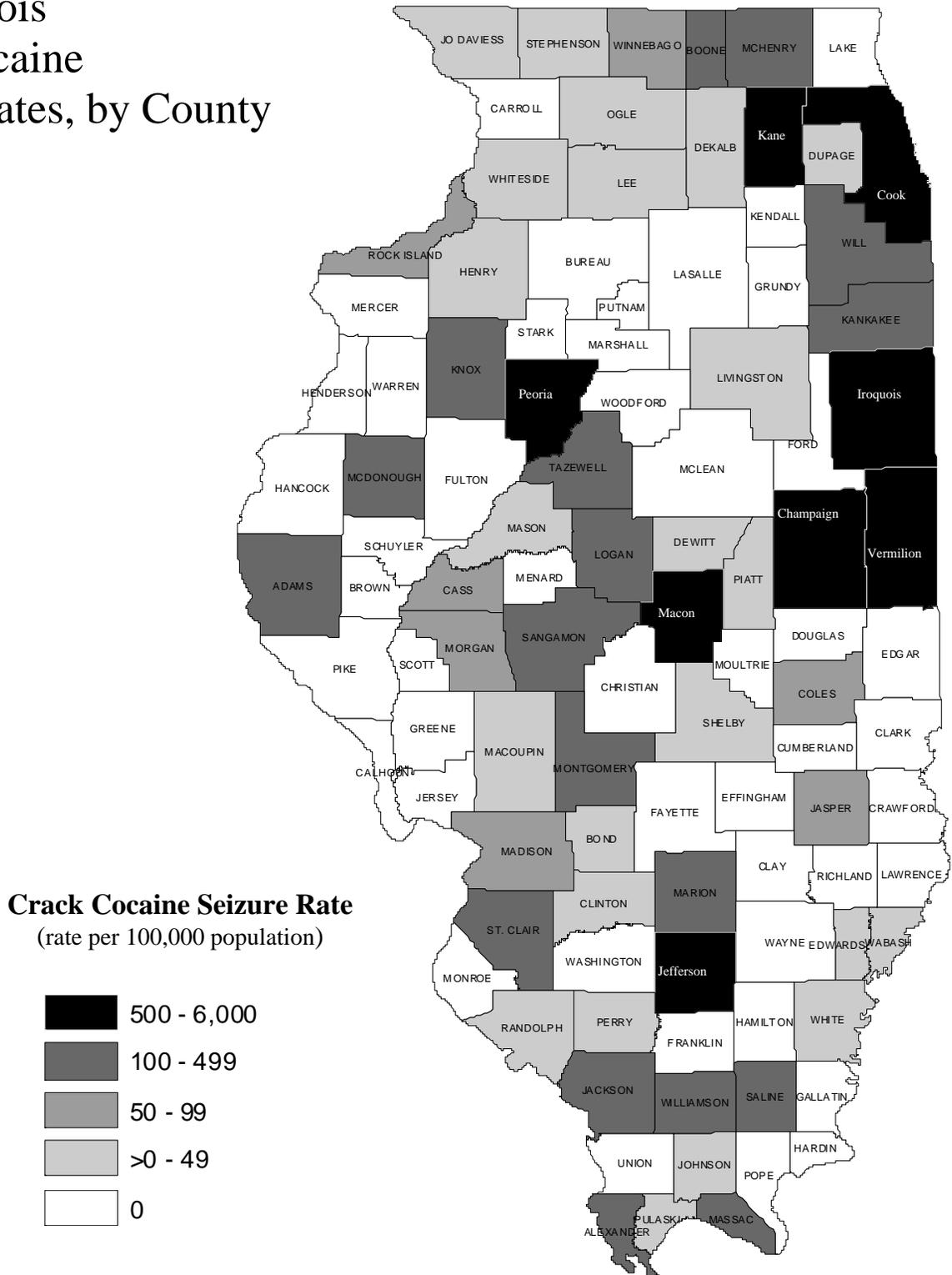
Map 3

# 2002 Illinois Cocaine Seizure Rates, by County



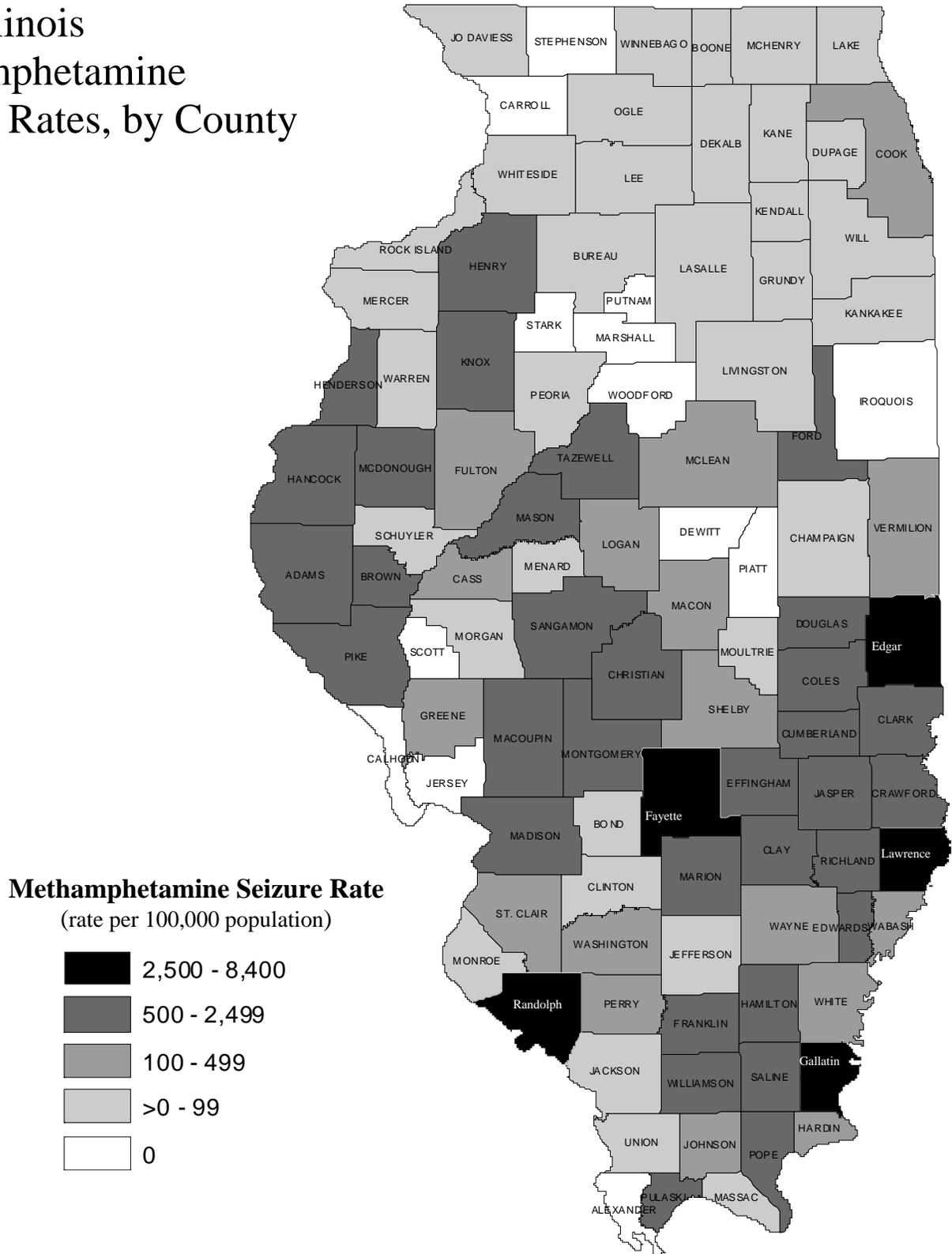
Map 4

# 2002 Illinois Crack Cocaine Seizure Rates, by County



Map 5

# 2002 Illinois Methamphetamine Seizure Rates, by County

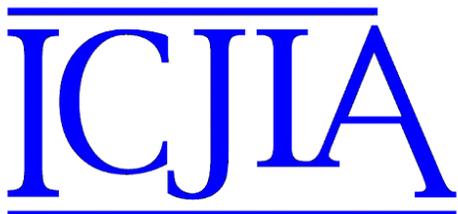




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