

Assessing Illinois' Metropolitan Enforcement Groups and Task Forces

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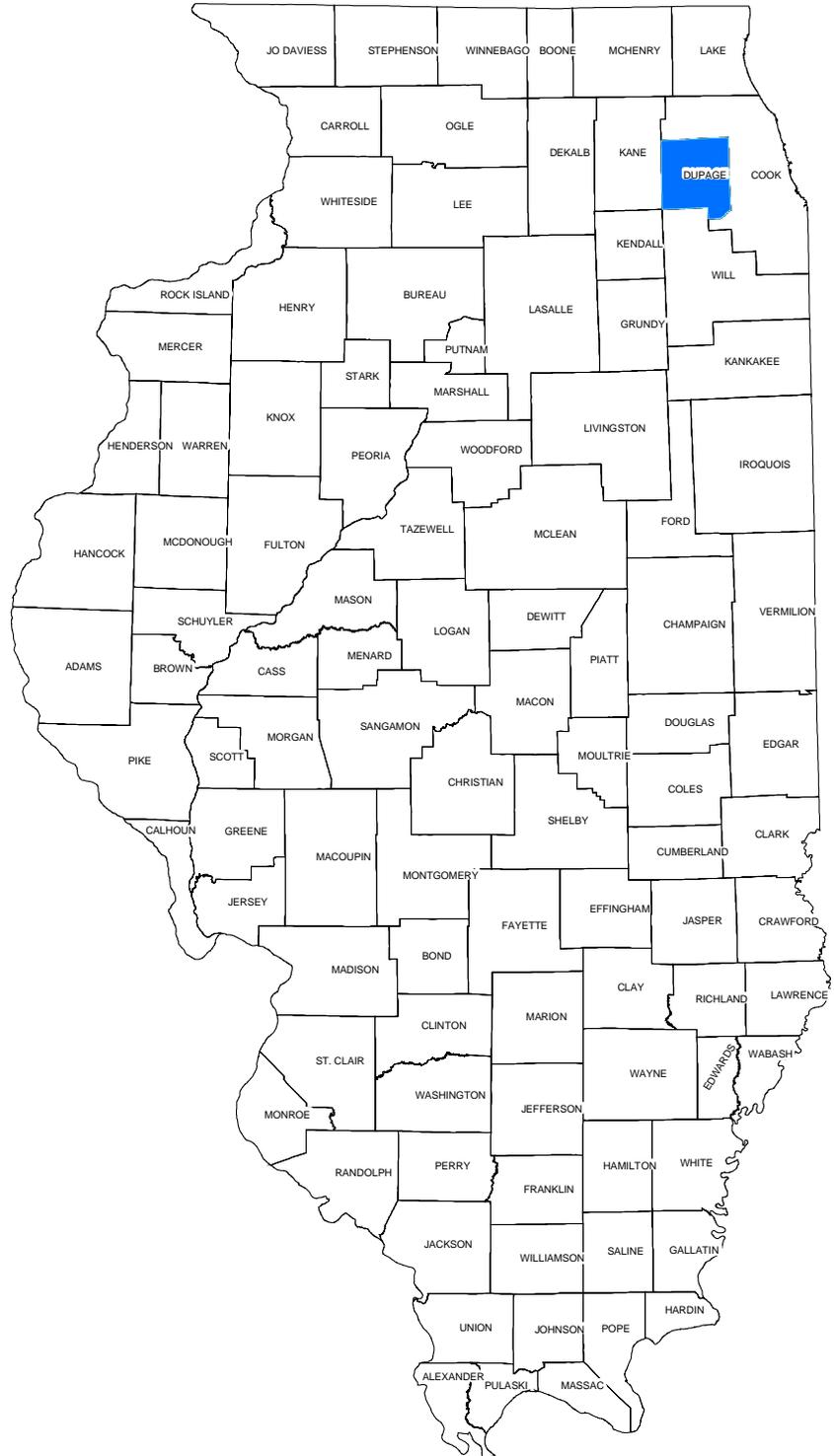
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A Profile of the DuPage County Metropolitan Enforcement Group

March 2004

This project was supported by Grant # 02-DB-BX-0017, awarded to the Illinois Criminal Justice Information Authority by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice. The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following programs, offices and bureaus: Bureau of Justice Assistance, Bureau of Justice Statistics, National Institute of Justice, Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime. Points of view or opinions contained within this document are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice.

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ACKNOWLEDGMENTS

A number of organizations and individuals put a great deal of effort into the development of this document. The Authority's Research and Analysis Unit is very grateful for the assistance provided by the following organizations:

Administrative Office of the Illinois Courts
Illinois Department of Human Services' Office of Alcoholism and Substance Abuse
Illinois Department of Children and Family Services
Illinois Department of Corrections
Illinois State Police
DuPage County Metropolitan Enforcement Group (DUMEG)
U.S. Bureau of the Census

In addition, the following individuals were instrumental in gathering, interpreting and presenting these data:

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CONTENTS

Section	Page Number
EXECUTIVE SUMMARY	
I.	Introduction..... 1
II.	Trends in Violent Index Offenses and Arrests..... 3
III.	Trends in Drug Arrests 6
IV.	Trends in Drug Seizures 14
V.	Trends in Prosecutions for Drug Offenses..... 16
VI.	Trends in Percent of Convicted Drug Offenders Sentenced to Prison..... 18
VII.	Trends in Drug Treatment Admissions in DuPage County, by Drug Type 23
VIII.	Trends in Substance-Exposed Infants 26
IX.	Summary of Drug Situation 27
X.	Appendices..... 29
	Map 1 2002 Percent of Illinois' County-level Population Covered by an Authority-funded Metropolitan Enforcement Group or Task Force..... 30
	Map 2 2002 Illinois Cannabis Seizure Rates, by County 31
	Map 3 2002 Illinois Controlled Substances Seizure Rates, by County..... 32
	Map 4 2002 Illinois Cannabis Seizure Rates, by County 33
	Map 5 2002 Illinois Controlled Substances Seizure Rates, by County..... 34
	Map 6 2002 Illinois Methamphetamine Seizure Rates, by County 35
XI.	Bibliography 36

LIST OF FIGURES

Figure	Page Number
Figure 1.	Violent Index Offense Rates for Participating and Non-participating Agencies in Region Covered by DUMEG..... 3
Figure 2.	2002 Violent Index Offenses* Reported by Participating and Non-participating Agencies in Region Covered by DUMEG..... 4
Figure 3.	Violent Index Arrest Rates for Participating and Non-participating Agencies in Region Covered by DUMEG..... 5
Figure 4.	2002 Violent Index Arrests* Reported by Participating and Non-participating Agencies in Region Covered by DUMEG..... 5
Figure 5.	Total Drug Arrest Rates for DUMEG and Participating and Non-participating Agencies in Region Covered by DUMEG..... 7
Figure 6.	2002 Drug Arrests* Reported by Participating and Non-participating Agencies in Region Covered by DUMEG..... 8
Figure 7.	Total 2002 Drug Arrests* Reported by Participating and Non-participating Agencies in Region Covered by DUMEG, by Drug Type 8
Figure 8.	Drug Arrests by DUMEG 9
Figure 9.	Percent of Total Drug Arrests Accounted for by DUMEG 10
Figure 10.	Cannabis Arrests Rates in DuPage County as Reported by Participating Agencies, Non-participating Agencies, and DUMEG 11
Figure 11.	Percent of Cannabis Arrests Accounted for by DUMEG 11
Figure 12.	Controlled Substances Arrest Rates in DuPage County as Reported by Participating Agencies, Non-participating Agencies, and DUMEG 12
Figure 13.	Percent of Controlled Substances Arrests Accounted for by DUMEG 13
Figure 14.	DUMEG Drug Arrests for Possession versus Delivery, by Drug Type..... 13
Figure 15.	Cannabis Seized and Submitted by DuPage County and Seized by DUMEG 14

Figure 16. Powder and Crack Cocaine Seized and Submitted by DuPage County and Seized by DUMEG.....	15
Figure 17. Number of Felony Filings in DuPage County	16
Figure 18. Total DUMEG Drug Arrests and Percentage of Arrests Resulting in Prosecution	17
Figure 19. Sentences Imposed on Felons Convicted in DuPage County	18
Figure 20. Sentences Imposed on Convicted DUMEG Drug Offenders.....	19
Figure 21. Number of Drug Offenders Committed to IDOC by DuPage County and DUMEG	20
Figure 22. Drug Offenders as a Percent of Total IDOC Commitments from DuPage County	21
Figure 23. Drug Offenders Committed to IDOC from DuPage County, by Offense Class	22
Figure 24. Substance Abuse Treatment Admissions from DuPage County.....	23
Figure 25. Comparison of Drug Arrests by DUMEG and Participating and Non-participating Agencies vs. Drug Abuse Treatment Admissions in DuPage County, 2002.....	25
Figure 26. Cases of Substance-Exposed Infants in DuPage County	26
Figure 27. Availability of Drugs in Illinois, 2000.....	27
Figure 28. Price Per Gram in Illinois, 2000	28

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, 29 local Illinois police agencies participated in DUMEG (a participating agency is defined as one that contributes either personnel or financial resources to DUMEG). Officers assigned to DUMEG (totaling 12 in 2002, nine from participating agencies) accounted for 1 percent of the total number of sworn police officers working for agencies participating in DUMEG (page 1).
- While the violent Index offense rate was collectively higher across the jurisdictions that participate in DUMEG than it was among the combined jurisdictions that did not participate in DUMEG, the violent Index offense rate has decreased relatively steadily during the period analyzed in those agencies that participate in DUMEG, while increasing in those agencies that do not participate in DUMEG. (page 3).
- The drug arrest rate tended to be higher in the jurisdictions that participated in DUMEG than in those jurisdictions that did not participate in DUMEG throughout the period analyzed. The drug arrest rate achieved by DUMEG was dramatically lower than the rates experienced by both the participating and non-participating agencies (page 6).
- When comparing the types of drug offenders arrested by those agencies participating in DUMEG, those agencies not participating, and DUMEG, it was found that DUMEG tended to target and arrest more serious drug law violators, specifically violators of the Controlled Substances Act, which tend to be felony-level offenses. However, the proportion accounted for by arrests for violations of the Controlled Substances Act decreased across all jurisdictions (page 9).
- The majority of all drug arrests reported by DUMEG, for either violations of the Cannabis Control Act or the Controlled Substances Act, involve drug sale or delivery (page 13).
- Between 1993 and 2002, cannabis seizures by DUMEG increased dramatically, while cocaine seizures decreased 36 percent (pages 14 and 15).
- Between 1989 and 2002, 98 percent of all drug arrests by DUMEG resulted in prosecution. Of these DUMEG drug offender prosecutions, 69 percent were for violations of the Controlled Substance Act. In addition, between 1989 and 2002, 68 percent of drug offenders who were prosecuted as a result of DUMEG activity were convicted (page 17).

- In 2002, among those DUMEG drug offenders convicted and sentenced, prison sentences accounted for the largest proportion (52 percent), followed by probation sentences (27 percent) and jail sentences (21 percent) (page 19).
- Between 1989 and 2002, prison sentences resulting from DUMEG cases accounted for 29 percent of all drug-law violators sent to prison from the region where DUMEG operates. However, that proportion has decreased from 18 percent to 11 percent during the period analyzed (page 20).
- Unlike the arrests made by participating and non-participating agencies, the arrests made by DUMEG 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 24).

I. Introduction

The DuPage County Metropolitan Enforcement Group (DUMEG) covers DuPage County, which had a 2002 total population of 821,300 – 11 percent more than in 1990. In 2002, twenty-nine local police agencies participated in DUMEG. As a result, these agencies served nearly the entire (92 percent) population in DuPage County covered by DUMEG (see Map 1 on page 30). A participating agency is defined as one that contributes either personnel or financial resources to DUMEG.

In addition to agencies that participate in DUMEG, three additional police departments, Glendale Heights, Roselle, and Wayne, which do not participate in DUMEG, also serve DuPage County. According to the Illinois State Police, the county sheriff and local police departments in DuPage County, combined, employed 1,727 full-time police officers as of Oct. 31, 2002. In comparison, there were a total of 12 officers assigned to DUMEG in 2002, nine of which were assigned by participating agencies and three from the Illinois State Police (ISP). Thus, the officers assigned to DUMEG during 2002 accounted for a relatively small proportion—1 percent—of the total number of sworn police officers working in the participating police departments, and the region as a whole.

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 or quarterly 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 DUMEG, 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

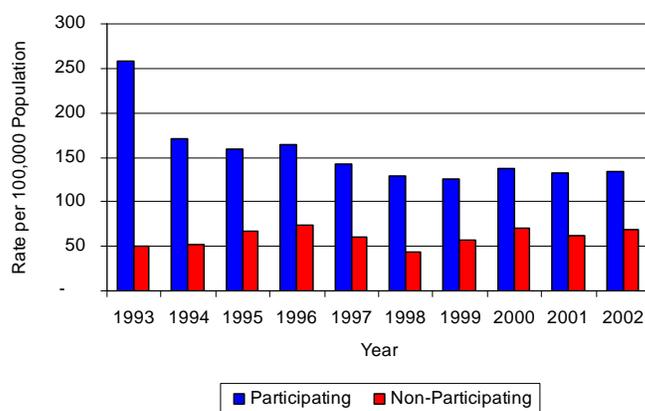
While most of Illinois' Metropolitan Enforcement Groups and drug task forces are primarily involved in drug enforcement activities, it is clear that the relationship between drugs and violence is particularly evident in a number of Illinois communities. In addition, a number of MEGs and task forces have 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 region where DUMEG operates totaled 1,144, a 41 percent decrease from the 1,931 offenses reported in 1993. The majority (67 percent) of violent Index offenses reported to the police between 1993 and 2002 were aggravated assaults, while 18 percent were robberies.

During the period analyzed, the violent Index offense rate for DuPage County decreased 47 percent, from 233 offenses per 100,000 population in 1993 to 124 offenses per 100,000 population in 2002. Similarly, the violent Index offense rate in the participating agencies decreased 48 percent, from 259 to 134 offenses per 100,000 population, while the rate in the non-participating agencies increased 37 percent, from 50 to 68 offenses per 100,000 population (Figure 1). Thus, while the violent Index offense rate was collectively higher across the jurisdictions that participate in DUMEG than it was among the combined jurisdictions that did not participate in DUMEG, the violent Index offense rate has decreased relatively steadily during the period analyzed in those agencies that participate in DUMEG, while increasing in those agencies that do not participate in DUMEG.

Figure 1

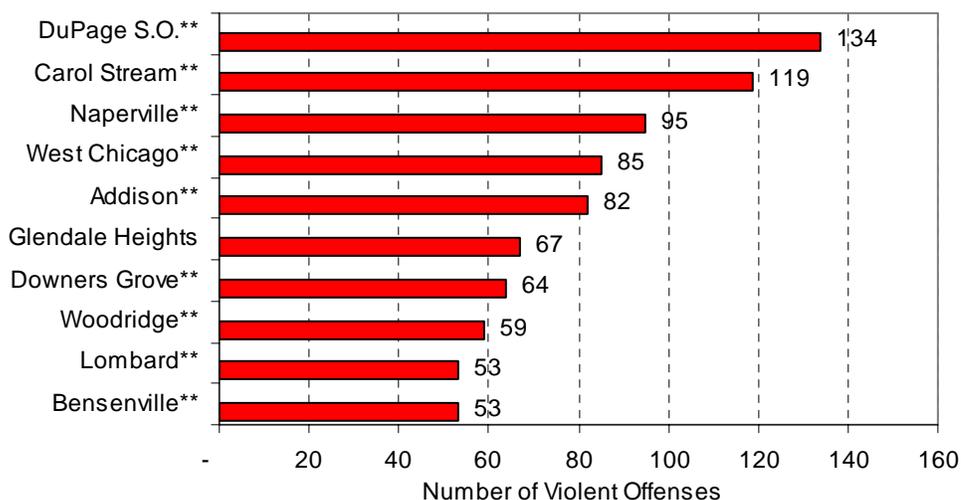
Violent Index Offense Rates for Participating and Non-participating Agencies in Region Covered by DUMEG



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

Across the individual local law enforcement agencies covered by DUMEG's jurisdiction, two agencies, the DuPage County Sheriff's Office and the Carol Stream Police Department, accounted for nearly one-quarter of all violent Index offenses reported to the police (Figure 2). Agencies reporting fewer than 50 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 11 violent Index offenses per 100,000 population in Winfield to 435 offenses per 100,000 population in Oak Brook Terrace.

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



Source: Illinois State Police

*Agencies reporting 50 or more violent offenses

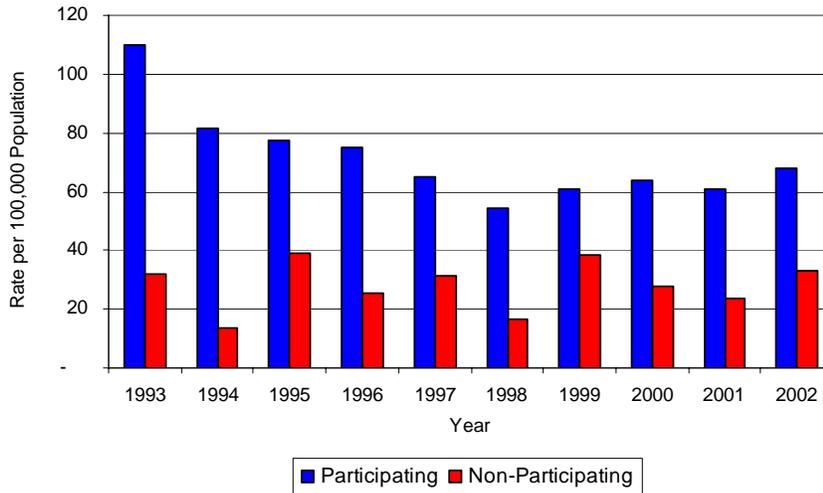
**Agencies participating in DUMEG

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 DuPage County decreased 30 percent, from 832 to 580. As with reported violent Index offenses, the majority (81 percent) of violent Index arrests were for aggravated assaults, followed by robberies (12 percent).

During the period analyzed, the violent Index arrest rate for DuPage County decreased 38 percent, from 100 offenses per 100,000 population in 1993 to 63 arrests per 100,000 population in 2002. Similarly, the violent Index arrest rate in the participating agencies decreased 38 percent, from 110 to 68 offenses per 100,000 population, while the rate in the non-participating agencies increased slightly, from 32 to 33 offenses per 100,000 population (Figure 3).

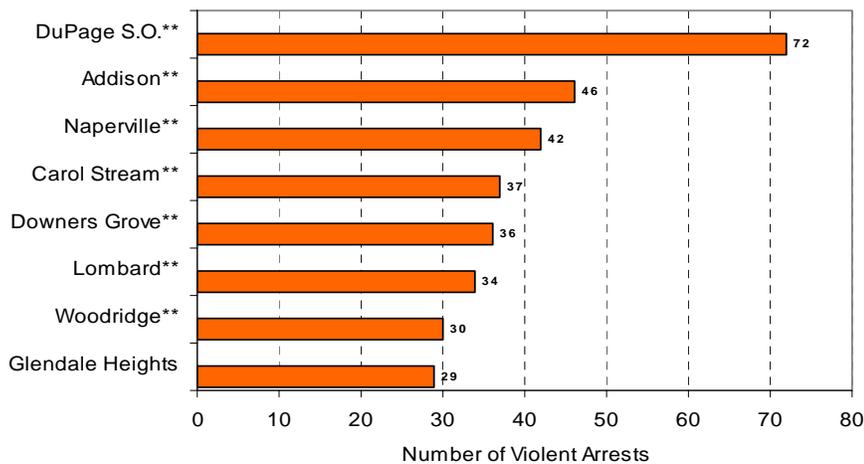
Figure 3
Violent Index Arrest Rates for Participating
and Non-participating Agencies in Region Covered
by DUMEG



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

Similar to the number of violent Index offenses, the majority (56 percent) of arrests for violent Index offenses occurring in DuPage County were made by eight agencies. Agencies reporting fewer than 25 arrests for violent Index offenses in 2002 are excluded from Figure 4. Of the 580 violent Index arrests made in 2002, the DuPage County Sheriff's Office accounted for the largest proportion (12 percent) (Figure 4).

Figure 4
2002 Violent Index Arrests* Reported by
Participating and Non-participating Agencies in
Region Covered by DUMEG



Source: Illinois State Police

*Agencies reporting ten or more violent arrests
**Agencies participating in DUMEG

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.

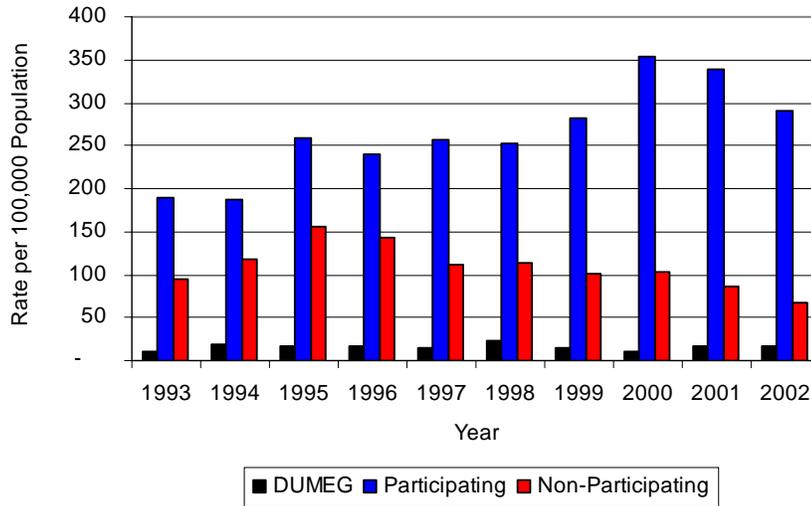
In 2002, local law enforcement agencies in the counties covered by DUMEG reported 3,514 arrests for drug law violations, more than double the number in 1993 (1,553 arrests). Between 1993 and 2002, arrests for violations of Illinois' Cannabis Control Act consistently out-numbered arrests for violations of the Controlled Substances Act in DuPage County. During the same period, the number of arrests for violations of the Cannabis Control Act in DuPage County increased 59 percent, from 1,125 to 1,785, while arrests for violations of the Controlled Substances Act increased 72 percent, from 345 to 593. In addition, arrests for violations of the Drug Paraphernalia Control Act, enacted in 1993, increased dramatically from 61 in 1993 to 1,045 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 DUMEG and the participating and non-participating agencies.

During the period analyzed, the drug arrest rate for the Cannabis Control Act and Controlled Substances Act, combined, in DuPage County increased 45 percent, from 178 arrests per 100,000 population in 1993 to 257 arrests per 100,000 population in 2002. The drug arrest rate in the participating agencies increased 54 percent, from 189 to 291 arrests per 100,000 population, while the drug arrest rate in the non-participating agencies decreased 29 percent, from 95 to 67 arrests per 100,000 population. The arrest rate for DUMEG increased 43 percent, from 12 to 16 arrests per 100,000 population (Figure 5). Thus, the drug arrest rate tended to be higher collectively in the jurisdictions that participated in DUMEG than in those

jurisdictions that did not participate in DUMEG, while the drug arrest rate achieved by DUMEG was dramatically lower than the rates experienced by both the participating and non-participating agencies.

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

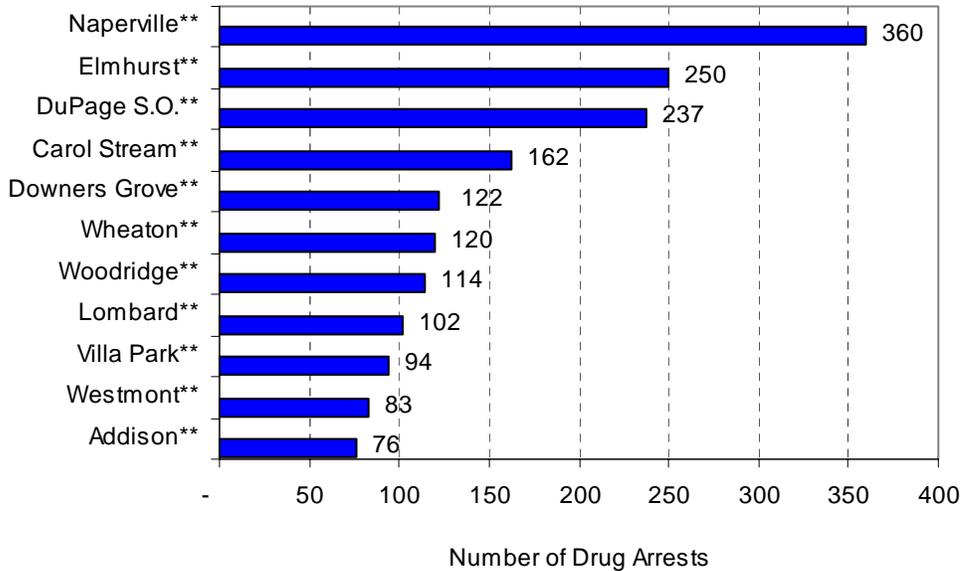


Source: ICJIA calculations using Illinois State Police and U.S. Census Bureau data

Across the individual local law enforcement agencies in the region covered by DUMEG, the total number of cannabis and controlled substances arrests ranged from zero to 360. Of the 2,378 drug arrests made during 2002 in DuPage County, six agencies accounted for one-half of these drug arrests. Agencies reporting fewer than 75 drug arrests in 2002 are excluded from Figure 6. Naperville accounted for the largest proportion (15 percent) of cannabis and controlled substance arrests in DuPage County, followed by Elmhurst (11 percent), the DuPage County Sheriff’s Office (10 percent), Carol Stream, (7 percent), and Downers Grove and Wheaton (5 percent each) (Figure 6). Among the 15 agencies with the highest number of drug arrests during 2002, all but one participated in DUMEG.

Figure 6

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



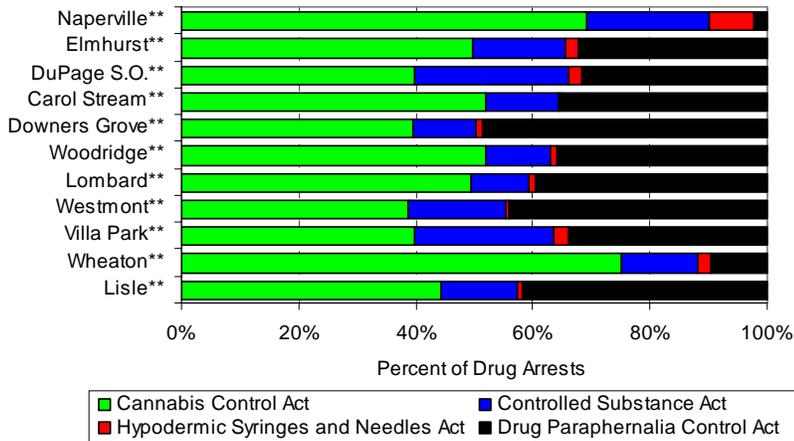
Source: Illinois State Police

*Agencies reporting 75 or more drug arrests
 **Agency participates in DUMEG

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 DuPage County (Figure 7).

Figure 7

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



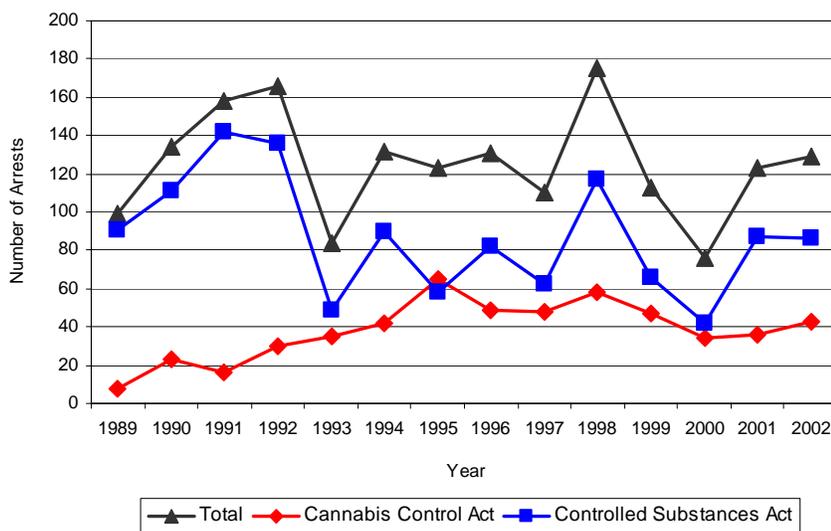
Source: Illinois State Police

*Agencies reporting 100 or more drug arrests
 **Agencies participating in DUMEG

Between 1993 and 2002, the number of combined cannabis and controlled substances arrests made by DUMEG increased 54 percent, from 84 to 129 (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 DUMEG throughout most of the period analyzed. During the period analyzed, the number of DUMEG arrests for violations of the Cannabis Control Act increased 23 percent, from 35 to 43, while arrests for violations of the Controlled Substances Act increased 76 percent, from 49 to 86 (Figure 8).

Between 1993 and 2002, the proportion of drug arrests accounted for by violations of the Controlled Substances Act increased slightly for participating agencies and DUMEG, but declined slightly for non-participating agencies. In 2002, 67 percent of the drug arrests made by DUMEG were for violations of the Controlled Substances Act, compared to 58 percent in 1993. On the other hand, in 2002, arrests for controlled substances violations accounted for 25 percent of the drug arrests made in the participating agencies and 19 percent for the non-participating agencies, compared to 24 percent and 20 percent, respectively, in 1993. Thus, arrests by DUMEG 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 DUMEG 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 DUMEG

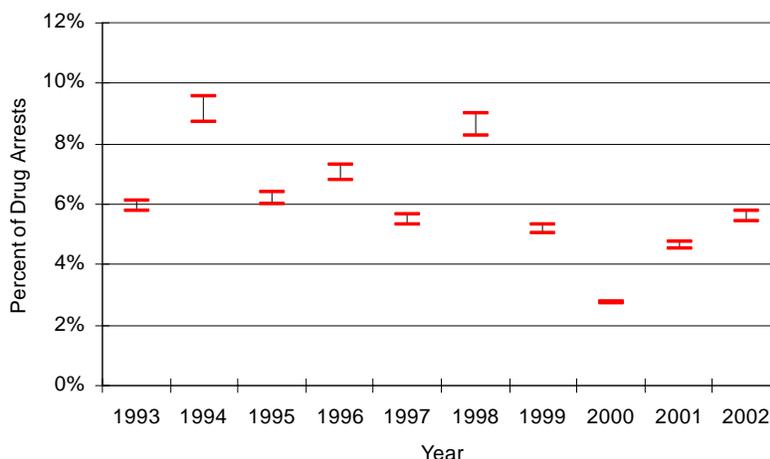


Source: DUMEG

The data presented below represent the percent of total drug arrests made by agencies participating in DUMEG accounted for by DUMEG. 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 DUMEG arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the DUMEG arrests are included in the local UCR submissions. It is estimated that the proportion of all drug arrests across participating agencies accounted for by DUMEG remained relatively stable between 1993 and 2002 accounting for approximately 6 percent in both years. Thus, as a result of the fact

that the officers assigned to DUMEG accounted for a small proportion of total officers in the region, and unlike many other units, they accounted for a relatively small proportion of the drug arrests in the region.

Figure 9
Percent of Total Drug Arrests
Accounted for by DUMEG



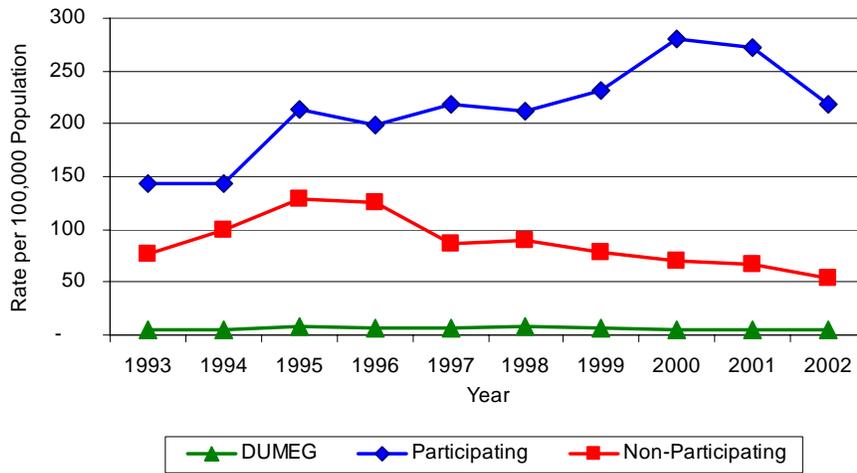
Source: ICJIA calculations using Illinois State Police and DUMEG data

The number of arrests for violations of Illinois' Cannabis Control Act in DuPage County totaled 1,785 in 2002, 59 percent more than the 1,125 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 DuPage County decreased during the period, from 77 percent to 75 percent. During the period analyzed, agencies participating in DUMEG accounted for the majority (94 percent) of the total number of arrests for cannabis violations. DUMEG reported a total of 43 arrests for cannabis violations in 2002, accounting for one-third of the unit's drug arrests.

Between 1993 and 2002, the cannabis arrest rate in DuPage County increased 42 percent, from 136 to 193, while the rate for the participating agencies increased 51 percent, from 144 to 218 arrests per 100,000 population. Conversely, the cannabis arrest rate in the non-participating agencies decreased 29 percent, from 76 to 55 arrests per 100,000 population. The cannabis arrest rate for DUMEG, on the other hand, remained relatively unchanged at five arrests per 100,000 population, while accounting for a decreased percentage of total drug arrests, from 42 percent in 1993 to 33 percent in 2002 (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 DUMEG as Reported by Participating Agencies, Non-participating Agencies, and DUMEG

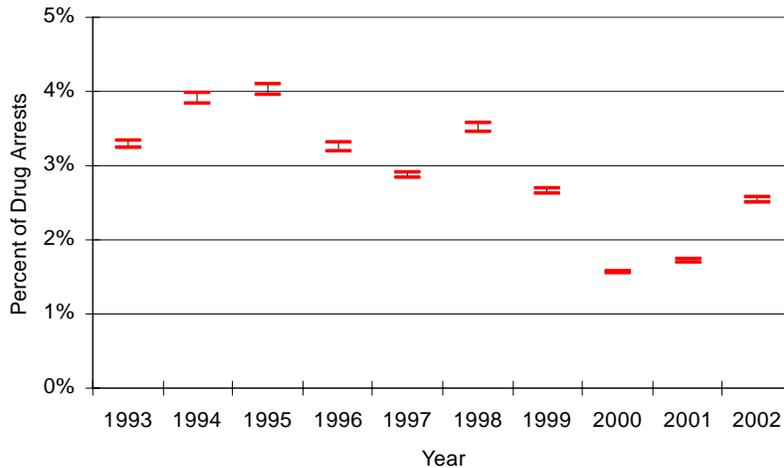


Source: ICJIA calculations using Illinois State Police and DUMEG data

The data presented in Figure 11 represent the percent of cannabis arrests made by agencies participating in DUMEG accounted for by DUMEG. 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 DUMEG arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the DUMEG arrests are included in the local UCR submissions. It is estimated that the proportion of cannabis arrests across participating agencies accounted for by DUMEG declined in general throughout the period analyzed, accounting for approximately 3 percent in both 1993 and 2002.

Figure 11

Percent of Cannabis Arrests Accounted for by DUMEG



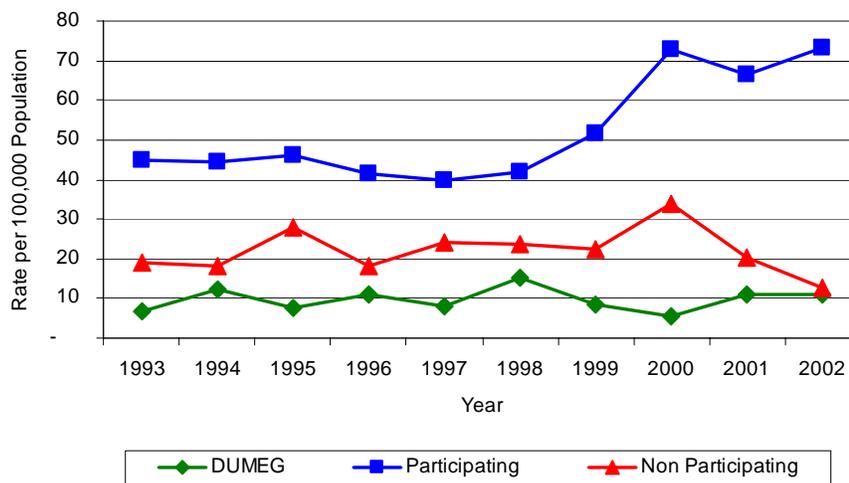
Source: ICJIA calculations using Illinois State Police and DUMEG data

In DuPage County, the number of arrests for violations of Illinois' Controlled Substances Act increased 72 percent between 1993 and 2002, from 345 to 593. Between 1993 and 2002, the proportion of all drug arrests accounted for by violations of the Controlled Substances Act in DuPage County decreased from 23 percent to 20 percent. In 2002, DUMEG reported 86 arrests for controlled substance violations, accounting for 67 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 DuPage County increased 54 percent, from 42 to 64 arrests per 100,000 population (Figure 12). The controlled substances arrest rate in the participating agencies increased 64 percent, from 45 arrests per 100,000 population in 1993 to 73 arrests per 100,000 population in 2002, while the arrest rate in the non-participating agencies decreased 32 percent, from 19 to 13 arrests per 100,000 population during the same period. The controlled substances arrest rate for DUMEG increased 63 percent, from seven to 11 arrests per 100,000 population (Figure 12). Thus, the Controlled Substances Act arrest rate was higher in the participating agencies than the non-participating agencies.

Figure 12

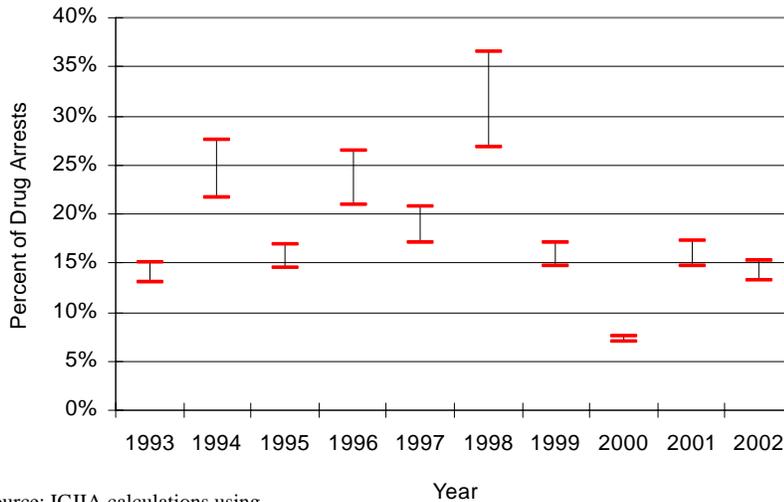
Controlled Substances Arrest Rates in the Region Covered by DUMEG as Reported by Participating Agencies, Non-participating Agencies, and DUMEG



Source: ICJIA calculations using Illinois State Police and DUMEG data

The data presented in Figure 13 represent the percent of controlled substances arrests made by agencies participating in DUMEG accounted for by DUMEG. 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 DUMEG arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the DUMEG arrests are included in the local UCR submissions. Although varying annually, it is estimated that the proportion of controlled substances arrests across participating agencies accounted for by DUMEG remained unchanged from between 13 to 15 percent in both 1993 and 2002.

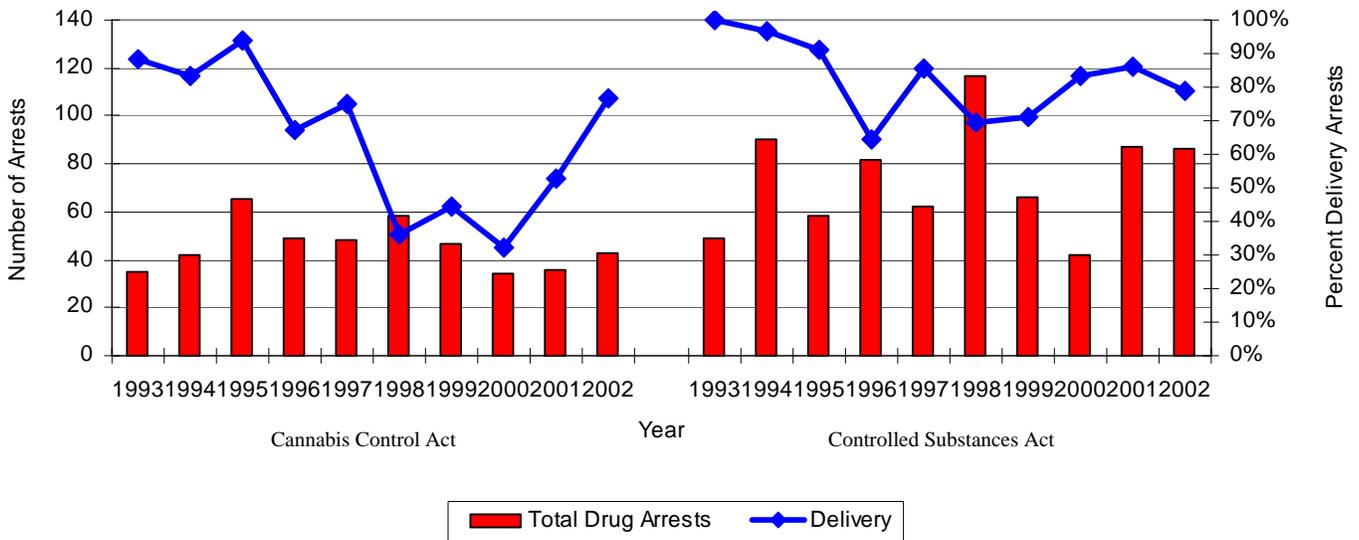
Figure 13
Percent of Controlled Substances Arrests
Accounted for by DUMEG



Source: ICJIA calculations using Illinois State Police and DUMEG data

The majority of all drug arrests reported by DUMEG are for delivery. Between 1993 and 2002, the number of drug delivery arrests made by DUMEG increased from 84 to 129. Arrests for drug delivery accounted for three-quarters of all drug arrests made by DUMEG between 1993 and 2002. When cannabis and controlled substance arrests were examined separately, during the period analyzed, arrests for delivery of controlled substances accounted for 83 percent of the total number of arrests made for violations of the Controlled Substance Act, whereas, arrests for the delivery of cannabis accounted for 65 percent of all arrests for violations of the Cannabis Act.

Figure 14
DUMEG Drug Arrests for Possession versus Delivery,
by Drug Type



Source: ICJIA calculations using DUMEG data

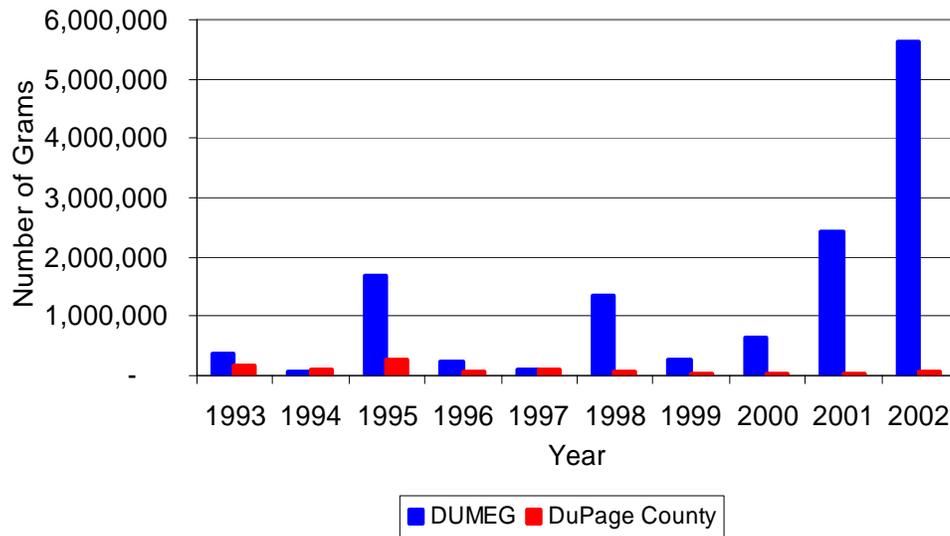
IV. Trends in Drug Seizures

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 and the DuPage County Sheriff's Office Crime Laboratory from local law enforcement agencies in DuPage County as well as the quantities of drugs seized by DUMEG. It is important to note, however, that while DUMEG 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 region covered by DUMEG. The quantity of cannabis seized and submitted by law enforcement agencies in DuPage County decreased 67 percent, from 170,766 grams in 1993 to 55,700 grams in 2002. The quantity of cannabis seized by DUMEG dramatically increased between 1993 and 2002, from 375,539 grams to 5.6 million grams (Figure 15). In 2002, DUMEG's cannabis seizure rate of 718,821 grams per 100,000 population was significantly higher than the cannabis seizure rate of 6,025 grams per 100,000 population in DuPage County and the statewide cannabis seizure rate of 19,437 grams per 100,000 population (Map 2).

Figure 15

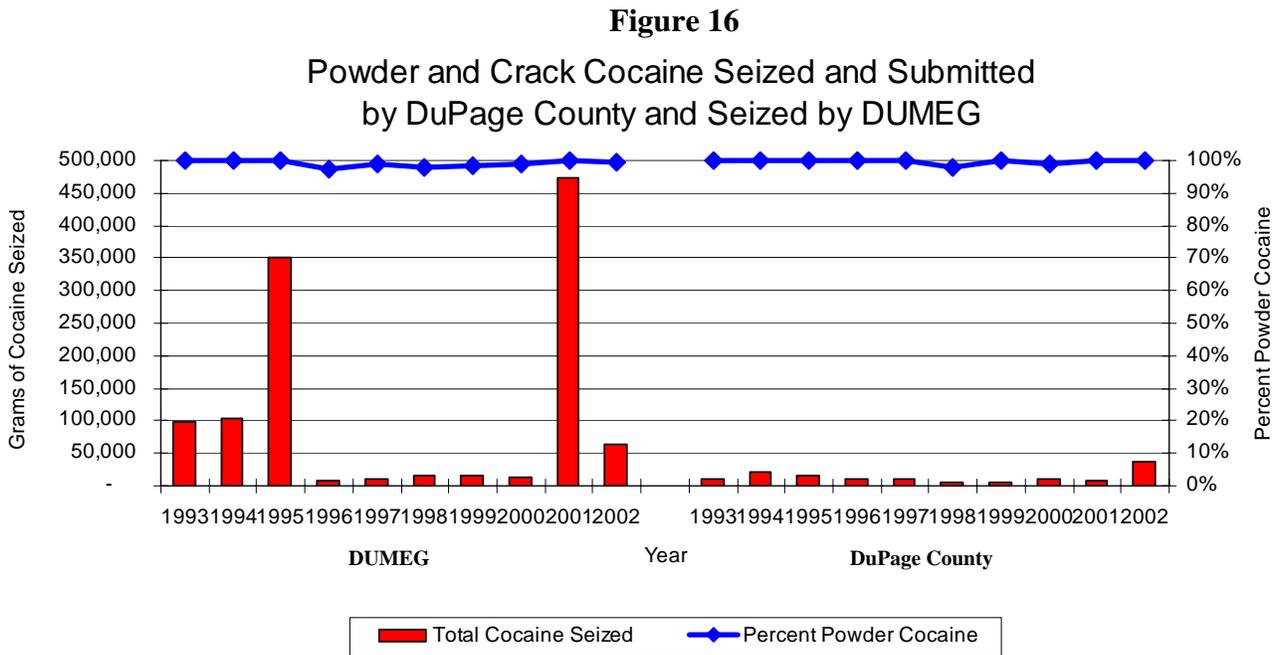
Cannabis Seized and Submitted by DuPage County and Seized by DUMEG



Source: Illinois State Police and DUMEG

Between 1993 and 2002, the quantity of cocaine seized and submitted by law enforcement agencies in DuPage County significantly increased, from 10,872 grams in 1993 to 36,803 grams in 2002. Unlike most jurisdictions, the proportion of seized crack and powder cocaine has accounted for an increasing and significant proportion of drugs seized in the region covered by DUMEG. During the period analyzed, the proportion of total DuPage County drug seizures accounted for by cocaine has increased from less than 6 percent in 1993 to more than 37 percent in 2002. However, between 1993 and 2002, the quantity of cocaine seized by DUMEG decreased 36 percent, from 99,404 grams to 63,418 grams.

During the period analyzed, powder cocaine accounted for nearly all cocaine seized by DUMEG and the region covered by DUMEG (Figure 16). In 2002, DUMEG's cocaine seizure rate of 8,061 grams per 100,000 population was more than double the cocaine seizure rate of 3,980 grams per 100,000 population in DuPage County but significantly lower than the statewide rate of 21,891 grams per 100,000 population (Maps 3 and 4).



Source: Illinois State Police and DUMEG

The total quantity of illegal drugs seized and submitted by law enforcement agencies in DuPage County decreased 46 percent between 1993 and 2002, from 181,658 grams to 98,894. Conversely, the total quantity of illegal drugs seized by DUMEG significantly increased, from 476,027 grams in 1993 to 5,698,669 grams in 2002.

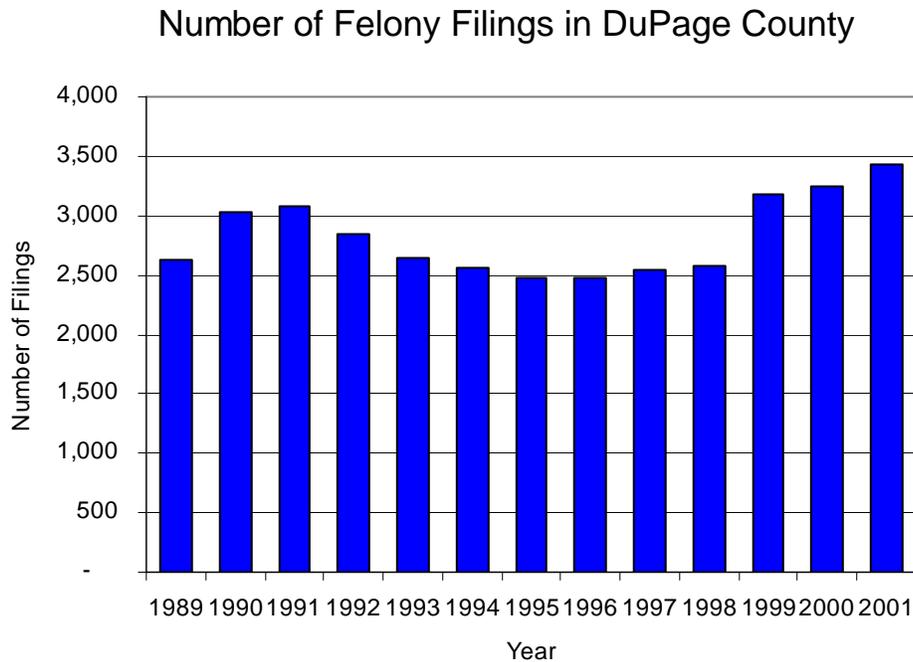
During the period, methamphetamine seizures accounted for a relatively small proportion of total drugs seized by DUMEG. Between 1994 and 1995, there were no reported methamphetamine seizures by law enforcement agencies in DuPage County. However, between 1996 and 2002, over 900 grams of methamphetamine were seized and submitted by law enforcement agencies in DuPage County. DUMEG, on the other hand, seized only 65 grams of methamphetamine – all occurring in 2001 and 2002. In 2002, DUMEG's methamphetamine seizure rate of 6 grams per 100,000 population was significantly lower than the DuPage County rate of 53 grams per 100,000 population and the statewide seizure rate of 222 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.

For the majority of the period between 1989 and 2002, the number of felony filings in DuPage County remained relatively stable. The number of felony filings increased 31 percent, during the period analyzed, from 2,623 in 1989 to a period high of 3,426 in 2001 (Figure 17).

Figure 17

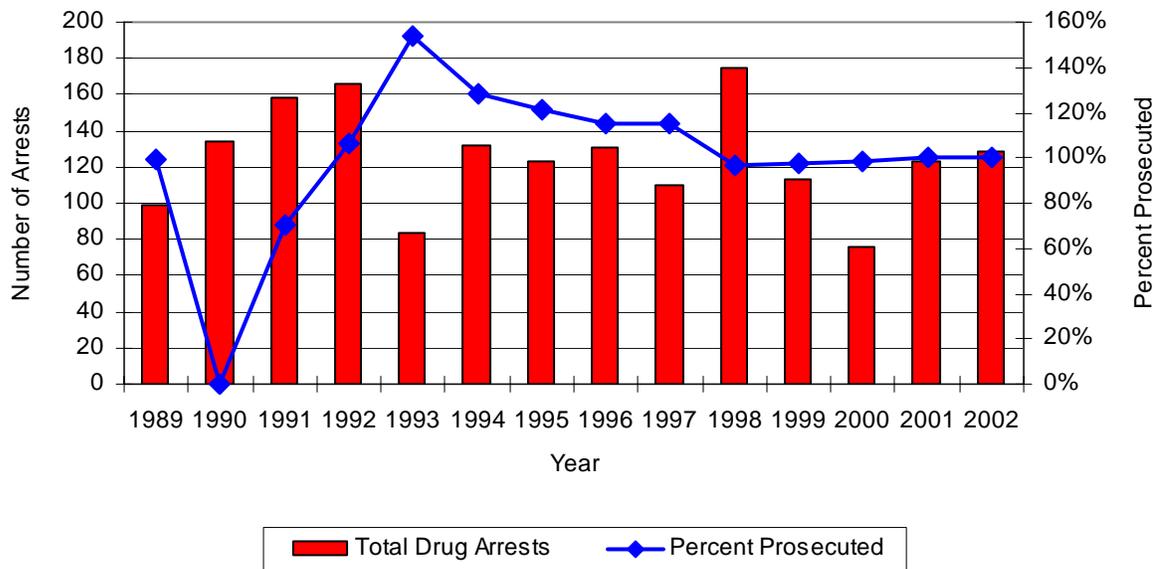


Source: Administrative Office of the Illinois Courts

Between 1989 and 2002, there were 1,718 drug prosecutions initiated as a result of DUMEG arrests in DuPage County. During this time, the number of DUMEG drug arrests increased 30 percent, from 99 arrests in 1989 to 129 arrests in 2002 (Figure 18). Between 1989 and 2002, 98 percent of all drug arrests by DUMEG resulted in prosecution. Sixty-nine percent of DUMEG drug offender prosecutions during this period were for violations of the Controlled Substance Act. 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 DUMEG Drug Arrests and Percentage of Arrests Resulting in Prosecution



Source: DUMEG

Between 1989 and 2002, 68 percent (1,161) of the 1,718 drug offenders who were prosecuted as a result of DUMEG activity were convicted. Convictions for controlled substances accounted for 71 percent of all DUMEG initiated convictions during the period analyzed.

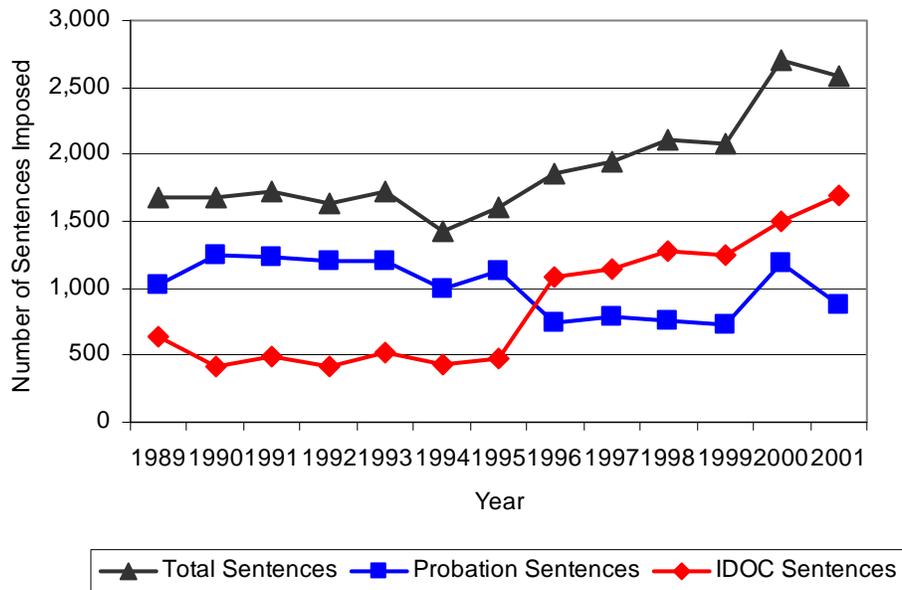
VI. Trends in Percent of Convicted Drug Offenders Sentenced to Prison

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 2002, the number of offenders convicted of a felony and sentenced in DuPage County increased 54 percent, from 1,676 to 2,581. Between 1989 and 2001, the number of convicted felons sentenced to the Illinois Department of Corrections (IDOC) more than doubled, from 642 to 1,698. While those numbers remained relatively stable between 1989 and 1995, the number more than doubled in 1996, and increased nearly every year thereafter. The proportion of felons sentenced to IDOC also increased during the same period, from 38 percent to 66 percent of total felony sentences. In 2002, 873 probation sentences were imposed on convicted felons in DuPage County, 15 percent less than in 1989 (Figure 19). As a result, the proportion of felons sentenced to probation decreased from 61 percent in 1989 to 34 percent in 2002. Sentences other than prison or probation account for the remaining felony sentences imposed in 2002.

Figure 19

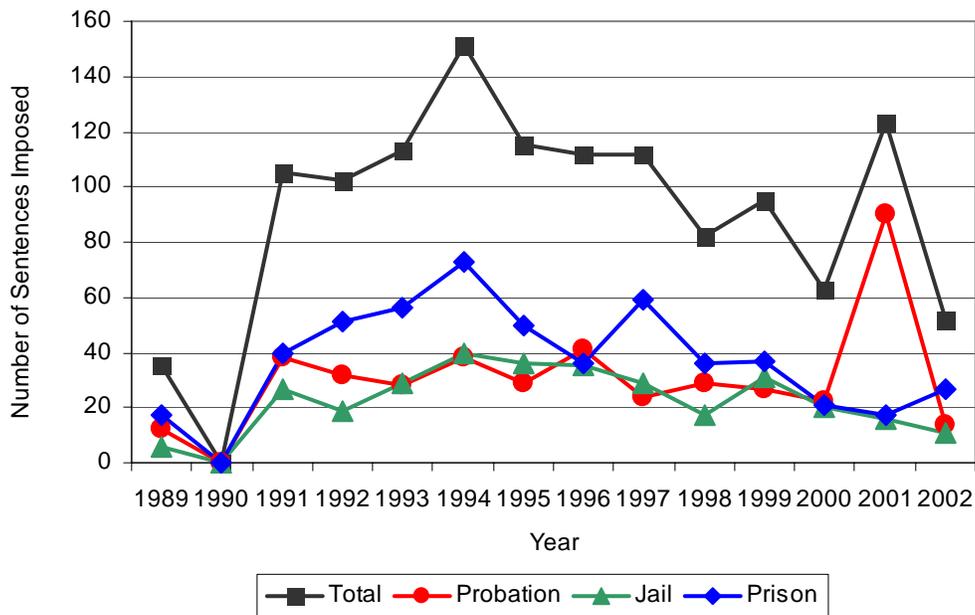
Sentences Imposed on Felons Convicted in DuPage County



Source: Administrative Office of the Illinois Courts

Between 1989 and 2002, the number of DUMEG drug offenders convicted and sentenced more than doubled, from 35 to 52. During the period analyzed, the number of convicted DUMEG drug offenders sentenced to either prison nearly doubled, from 17 to 27, while the number only slightly increased for probation, from 12 to 14. The number of convicted DUMEG drug offenders sentenced to jail increased from six to 11, despite a high of 40 in 1994 (Figure 20). Sentences of all types have declined generally since 1994. In 2002, among those DUMEG drug offenders convicted and sentenced, prison sentences accounted for the largest proportion (41 percent), followed by jail sentences (34 percent) and probation sentences (25 percent).

Figure 20
Sentences Imposed on Convicted
DUMEG Drug Offenders

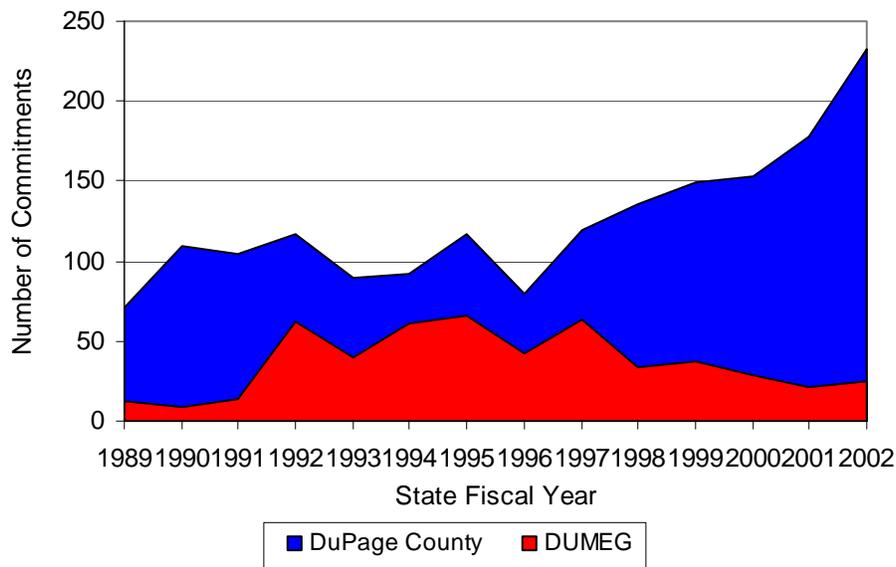


Source: DUMEG

Between state fiscal years¹ 1989 and 2002, the number of new court commitments to IDOC's Adult Division for drug offenses from DuPage County more than tripled, from 71 to 233. The number of drug offender admissions by DUMEG nearly doubled, from 13 to 25 between 1989 and 2002 (Figure 21). Although prison sentences resulting from DUMEG cases accounted for 29 percent of all drug-law violators sentenced to prison from the region where DUMEG operates during the period analyzed, that proportion has decreased from 18 percent in 1989 to 11 percent in 2002.

Figure 21

**Number of Drug Offenders Committed to IDOC
by DuPage County and DUMEG**



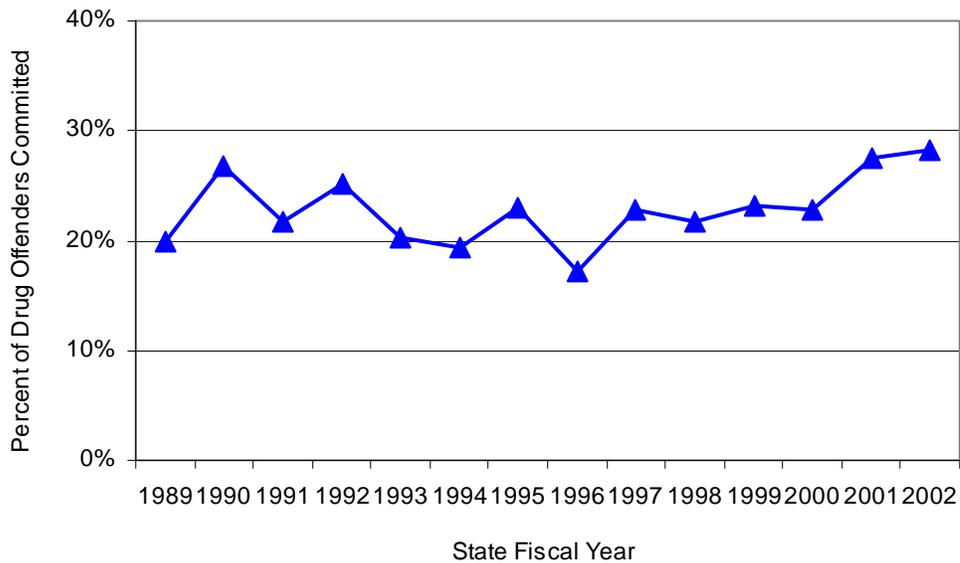
Source: Illinois Department of Corrections and DUMEG

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.

During the period analyzed, the proportion of new court commitments to the Illinois Department of Corrections accounted for by drug offenders remained relatively stable. However, drug offenders accounted for a slightly increasing proportion of adults convicted and sentenced to prison from DuPage County. In 1989, drug offenses accounted for 20 percent of all commitments to IDOC, compared to 28 percent in 2002 (Figure 22).

Figure 22

Drug Offenders as a Percent of Total IDOC Commitments from DuPage County

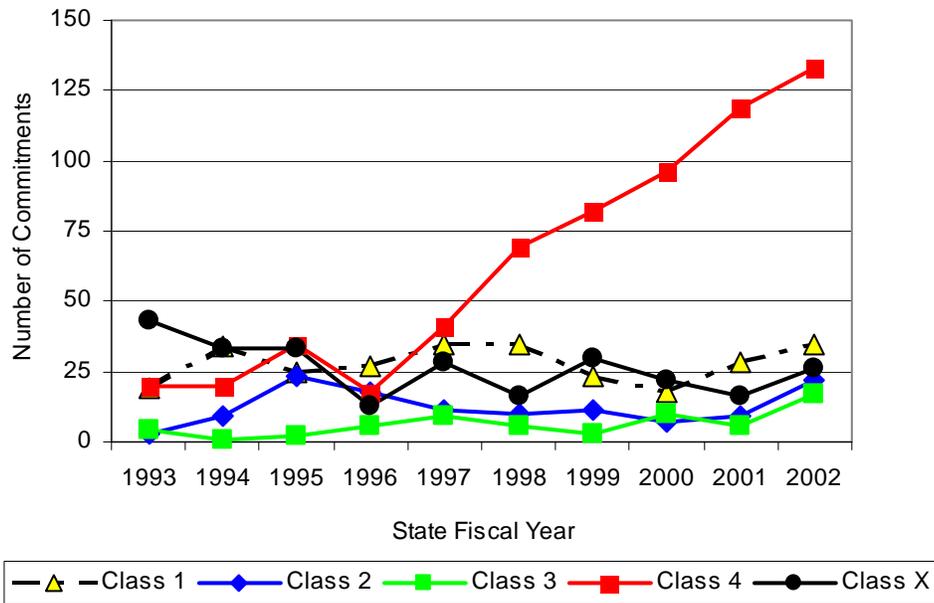


Source: Illinois Department of Corrections

Penalties for drug offenses were also examined between 1993 and 2002. Class 4 felonies accounted for the largest proportion (48 percent) of sentences to IDOC for drug offenses, followed by Class 1 felonies (20 percent), Class X felonies (17 percent), Class 2 felonies (9 percent) and Class 3 felonies (5 percent). Between 1993 and 2002, the number of Class 4 felony sentences significantly increased, from 20 to 133, Class 2 felony sentences increased from three to 22, Class 1 felony sentences increased from 19 to 35, and Class 3 felony sentences increased from four to 17. The number of Class X felonies decreased 40 percent, however, from 43 to 26, during the same period (Figure 23).

Figure 23

Drug Offenders Committed to IDOC from DuPage County, by Offense Class



Source: Illinois Department of Corrections

Despite the increase in Class 4 felony sentences to IDOC between 1993 and 2002, the mean sentence length for Class 4 felonies decreased slightly, from 2.3 to 2.2 years during the period, and mean sentence lengths for Class X felonies decreased from 9.3 to 7.9 years. Conversely, the mean sentence length for Class 2 felonies increased 48 percent, from 3 to 4.4 years, while the mean sentence for a Class 3 felony increased 41 percent, from 1.9 to 2.6 years, and Class 1 mean sentence lengths increased 30 percent, from 4.6 to 5.9 years.

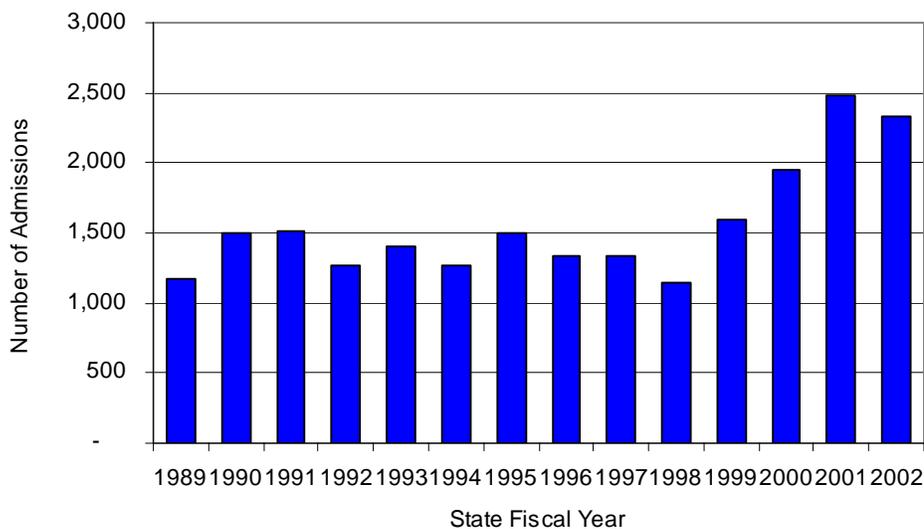
VII. Trends in Drug Treatment Admissions in DUMEG Region by Drug Type

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 2,330 admissions for alcohol or drug abuse treatment from DuPage County, more than double the 1,170 admissions in 1989 (Figure 24). Among the 2,330 admissions to substance abuse treatment in state fiscal year 2002, 24 percent (562) reported alcohol as their primary substance of abuse, while abuse of illicit substances accounted for 73 percent.

Figure 24

Substance Abuse Treatment Admissions from DuPage County



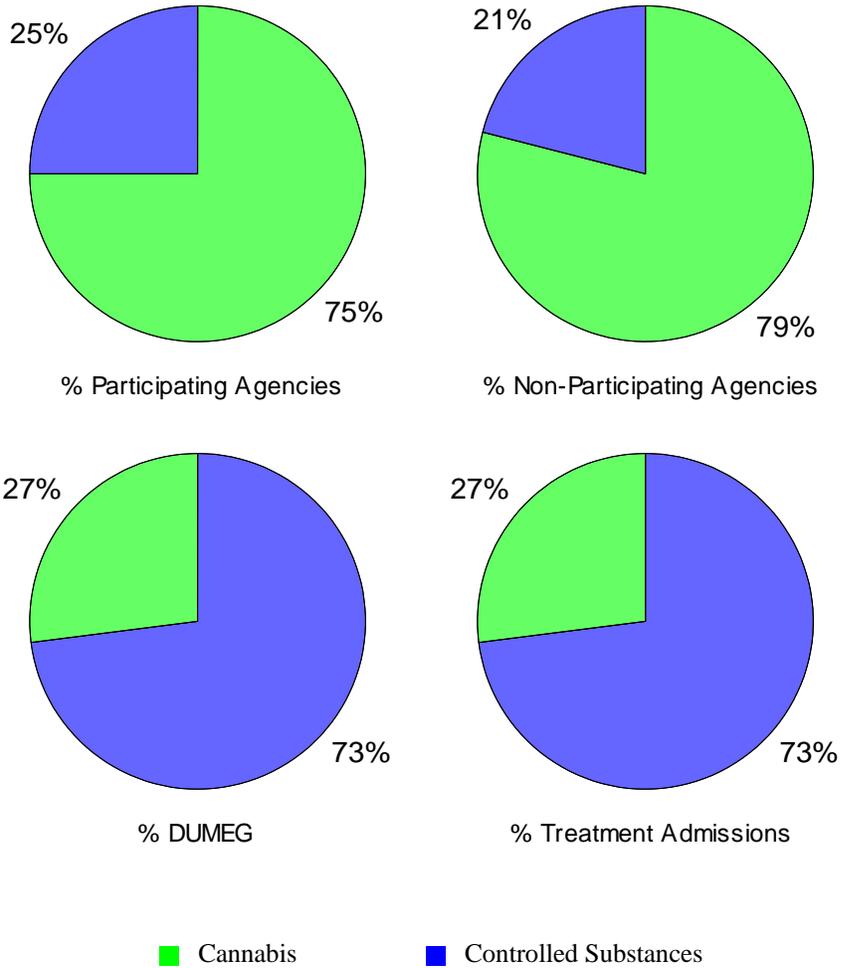
Source: Illinois Department of Human Services'
Office of Alcoholism and Substance Abuse

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 DUMEG 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 DUMEG accounted for by drugs other than marijuana (Controlled Substances Act offenses) was the same proportion of drug treatment admissions from the covered region accounted for by these substances. Thus, there is considerable convergence between the drugs involved in DUMEG arrests and treatment admissions. On the other hand, the majority of arrests by local police departments (including those participating in DUMEG and non-participating agencies) were for cannabis offenses. Thus, while local arrests may reflect the most widely available and used drug in the region, they tend not to involve the substances considered to be most serious (i.e., felony versus misdemeanor) nor the substances individuals are seeking and receiving treatment for (Figure 25).

Figure 25

Comparison of Drug Arrests by DUMEG and Participating and Non-participating Agencies vs. Drug Abuse Treatment Admissions in DuPage County, 2002



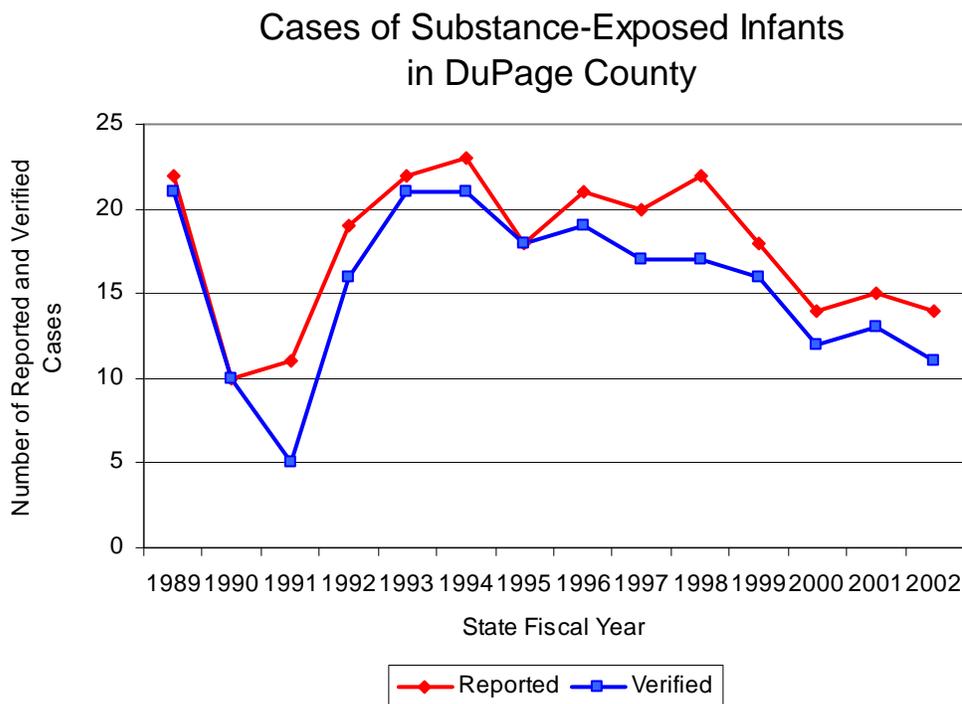
Source: ICJIA calculations using Illinois Department of Human Services' Office of Alcoholism and Substance Abuse and DUMEG data

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 DuPage County decreased 36 percent, from 22 to 14. Between state fiscal years 1989 and 2002, 217 cases, or 87 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 DUMEG region also decreased between 1989 and 2002, from 21 to 11 (Figure 26).

Figure 26



Source: Department of Children and Family Services

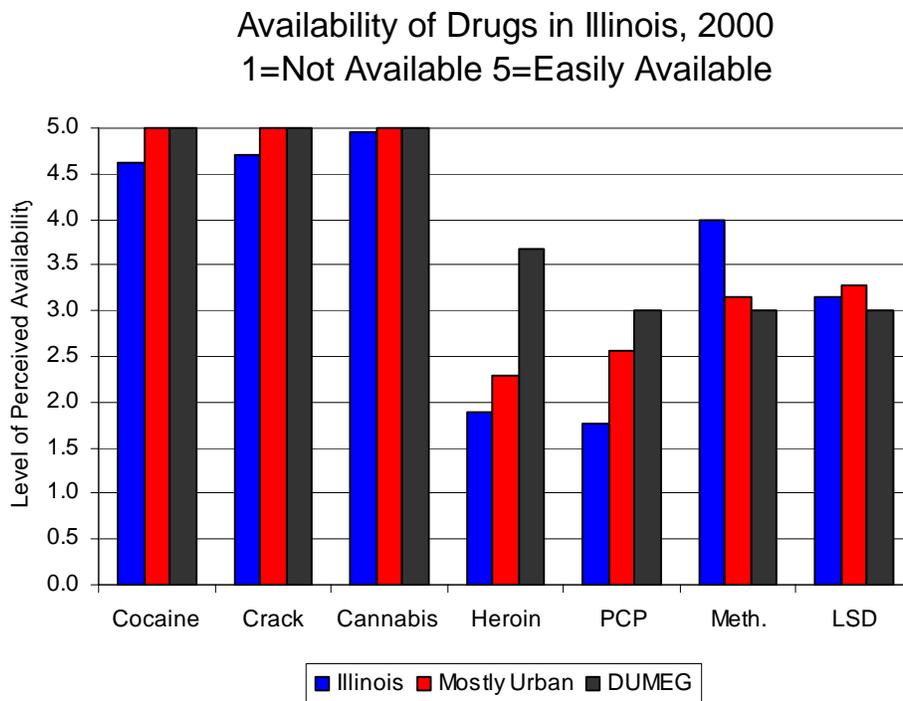
IX. Summary of Drug Situation

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 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 urban, rural or mostly urban 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 survey responses, cannabis, cocaine, and crack continued to be the most visible drugs on the street and were all reported to be “readily available” across all regions analyzed. The perceived availability of most drugs remained relatively unchanged in the region covered by DUMEG. The perceived availability of heroin, PCP, and methamphetamine increased slightly in the region covered by DUMEG since the 1998 survey, while all drug types slightly increased in all MEGs and task forces in mostly urban regions similar to DUMEG. Methamphetamine was reported as moderately available across Illinois but available to a somewhat lesser degree in DuPage County and by all MEGs and task forces in mostly urban regions. Also, LSD appears to be more readily available in all other MEGs and task forces in mostly urban regions than in DuPage County and across Illinois (Figure 27).

Figure 27

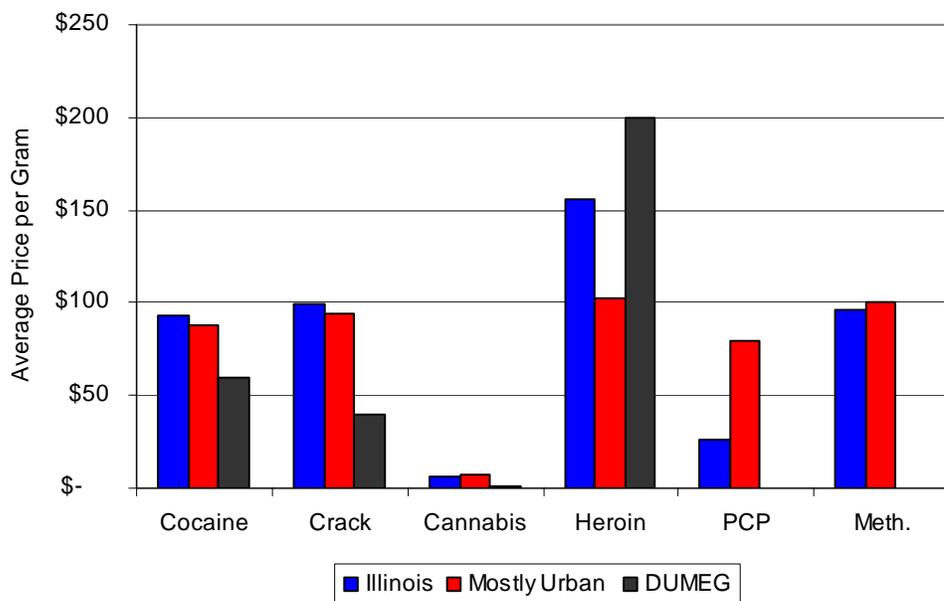


Source: Authority Survey of Illinois MEGs and task forces

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 change in the average price of all the drugs examined between 1998 and 2000 varied across all regions surveyed. The reported 2000 average prices of cocaine, crack, cannabis, and methamphetamine were relatively stable statewide and in MEGs and task forces in mostly urban regions, while less in the region covered by DUMEG. In 2000, the average price of cannabis was \$6 per gram statewide, while \$7 per gram across all MEGS and task forces in mostly urban regions; however, the average price of cannabis in DUMEG was only \$1 per gram. Conversely, the average price of heroin varied significantly across the regions examined. The average price of heroin was \$156 per gram statewide, compared to \$103 in the regions covered by mostly urban MEGs and task forces and \$200 per gram in the region covered by DUMEG. (Figure 28). In 2000, the average price of PCP varied between the statewide total and MEGs and task forces in mostly urban regions. PCP was only \$27 per gram across Illinois; however, in regions covered by mostly urban MEGs and task forces, the average price was \$80 per gram.

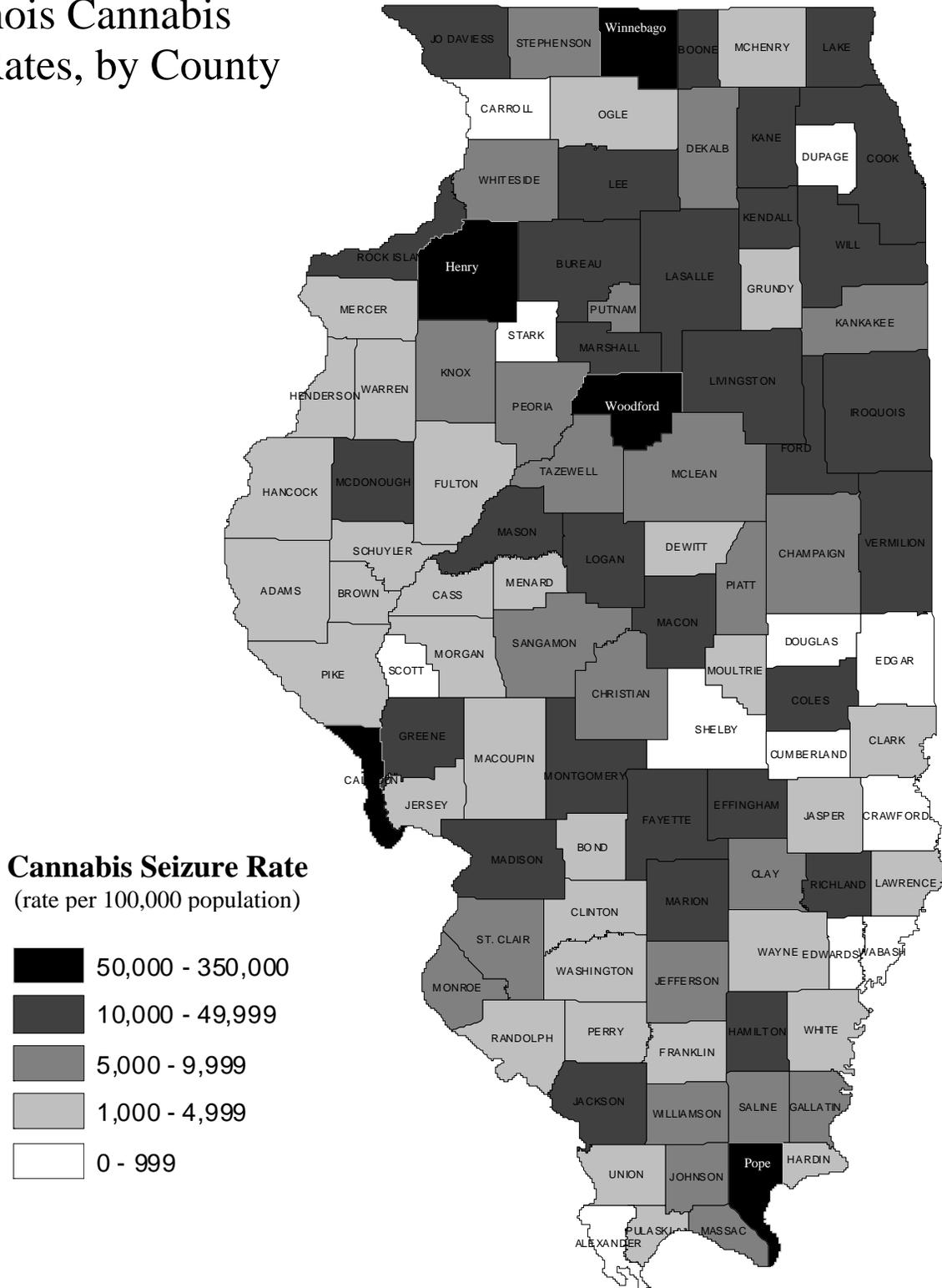
Figure 28
Price Per Gram in Illinois, 2000



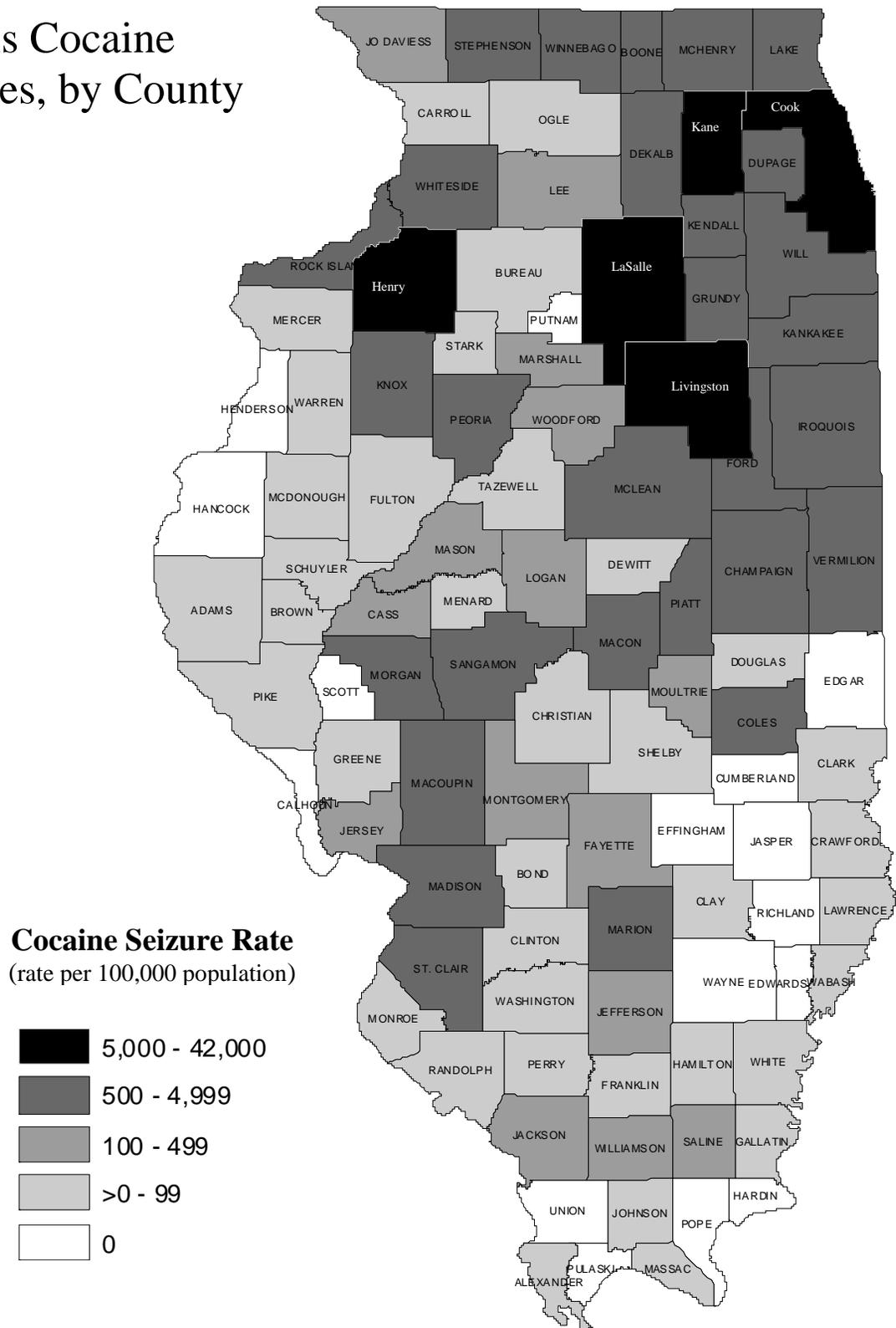
Source: Authority Survey of Illinois MEGs and task forces

X. Appendices

2002 Illinois Cannabis Seizure Rates, by County

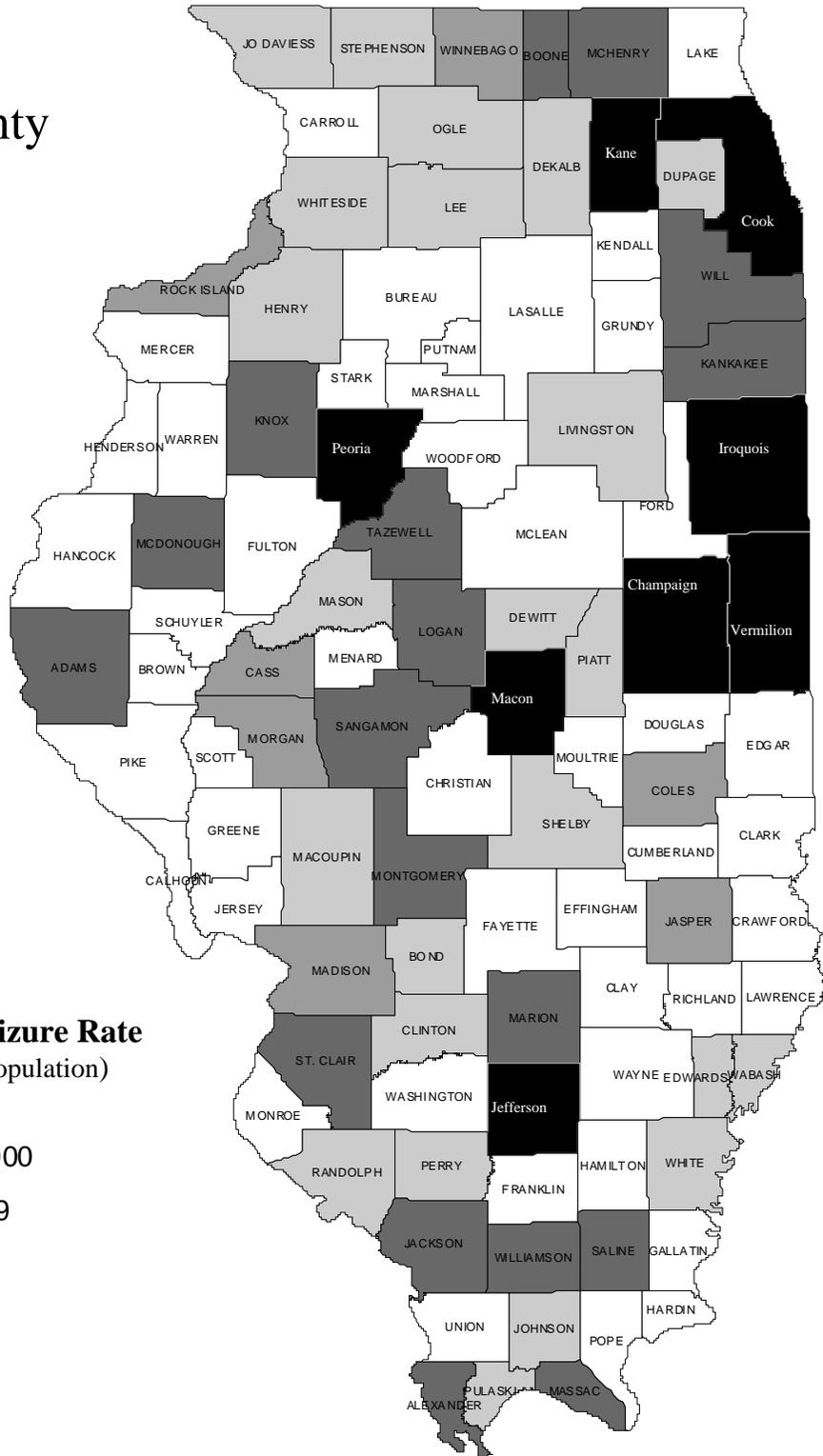
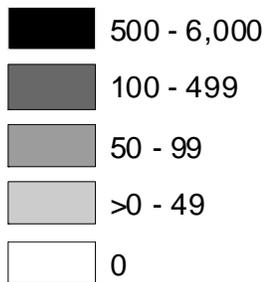


2002 Illinois Cocaine Seizure Rates, by County



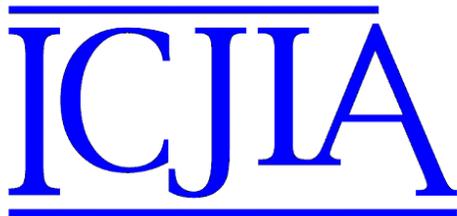
2002 Illinois Crack Cocaine Seizure Rates, by County

Crack Cocaine Seizure Rate
(rate per 100,000 population)



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