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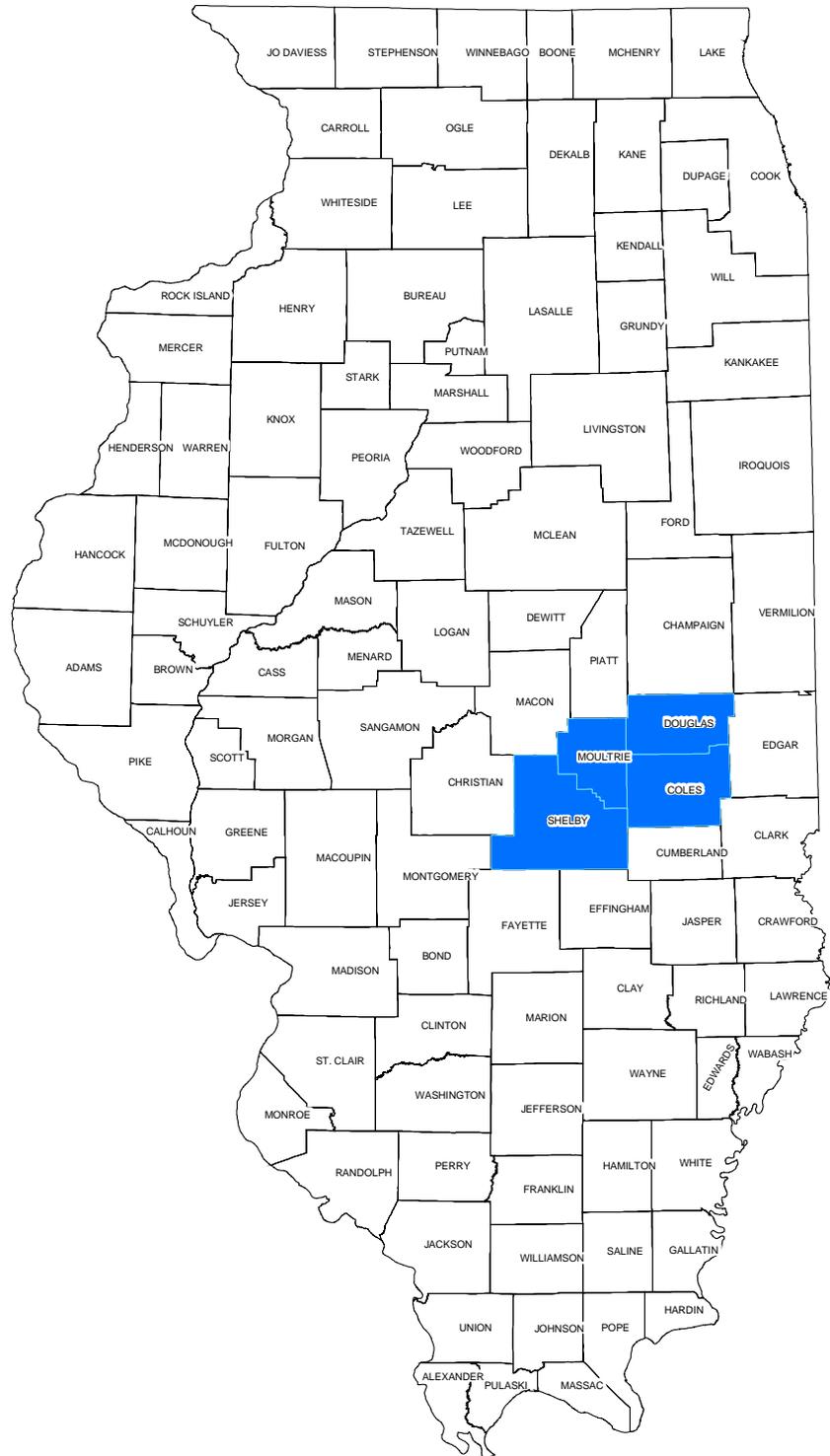
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**March 2004**

## Assessing Illinois' Metropolitan Enforcement Groups and Task Forces



## A Profile of the East Central Illinois Task Force



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## EXECUTIVE SUMMARY

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

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

- In 2002, seven local Illinois police agencies participated in ECITF (a participating agency is defined as one that contributes either personnel or financial resources to ECITF). Officers assigned to ECITF (totaling nine in 2002, seven from participating agencies) accounted for 5 percent of the total number of sworn police officers working for agencies participating in ECITF.
- The violent Index offense rate was collectively higher across the jurisdictions that participated in ECITF than it was among the combined jurisdictions that did not participate in ECITF. However, the difference between the violent Index offense rates for participating and non-participating declined beginning in 1995 and has remained relatively stable (page 3).
- The drug arrest rate tended to be significantly higher in the jurisdictions that participated in ECITF than in those jurisdictions that did not participate in ECITF. The drug arrest rate achieved by ECITF tended to be less than the drug arrest rate achieved by participating agencies, but higher than those not participating in ECITF (page 7).
- When comparing the types of drug offenders arrested by those agencies participating in ECITF, those agencies not participating, and ECITF, it was found that ECITF 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 ECITF, for either violations of the Cannabis Control Act or the Controlled Substances Act, involve drug sale or delivery (page 14).
- Between 1993 and 2002, the cannabis seizures made by ECITF decreased, while the cocaine seizures made by ECITF increased (pages 15 and 16).
- Between 1991 and 2002, nearly all drug arrests by ECITF resulted in prosecution. In addition, between 1991 and 2002, 81 percent of all drug offenders who were prosecuted as a result of ECITF activity were convicted (page 18).

- In 2002, among those ECITF drug offenders convicted and sentenced, prison sentences accounted for the largest proportion (61 percent), followed by probation sentences (36 percent) and jail sentences (2 percent) (page 20).
- Between 1991 and 2002, prison sentences resulting from ECITF cases accounted for 71 percent of all drug-law violators sent to prison from the region where ECITF operates (page 21).
- Unlike the arrests made by participating and non-participating agencies, the arrests made by ECITF 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 in 2002 (page 25).



## I. Introduction

The East Central Illinois task force (ECITF) covers the Illinois counties of Coles, Douglas, Moultrie, and Shelby. Combined, these counties had a 2002 total population of 109,402 – 2 percent more than in 1990. In 2002, seven local Illinois police agencies participated in ECITF. These include the Coles County Sheriff's Office, the Moultrie County Sheriff's Office, the Shelby County Sheriff's Office, and the following municipal police departments: Arcola, Charleston, and Mattoon; as well as the Eastern Illinois University Police Department. These agencies served 63 percent of the population in the four-county region covered by ECITF in 2002 (see Map 1 on page 31). A participating agency is defined as one that contributes either personnel or financial resources to ECITF.

In addition to agencies that participate in ECITF, these Illinois counties are served by 17 additional police departments that do not participate in ECITF. According to the Illinois State Police, county sheriffs and local police departments in the four-county region covered by ECITF, combined, employed 205 full-time police officers as of Oct. 31, 2002, 153 of which are officers working in agencies participating in ECITF. In comparison, there were a total of just nine officers assigned to ECITF in 2002, seven of which were assigned by participating agencies and two from the Illinois State Police (ISP). Thus, the officers assigned to ECITF during 2002 accounted for a relatively small proportion—5 percent—of the total number of sworn police officers working in the participating police departments.

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

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

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

While a considerable amount of the information presented in this profile has been provided to the Authority by ECITF, 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.

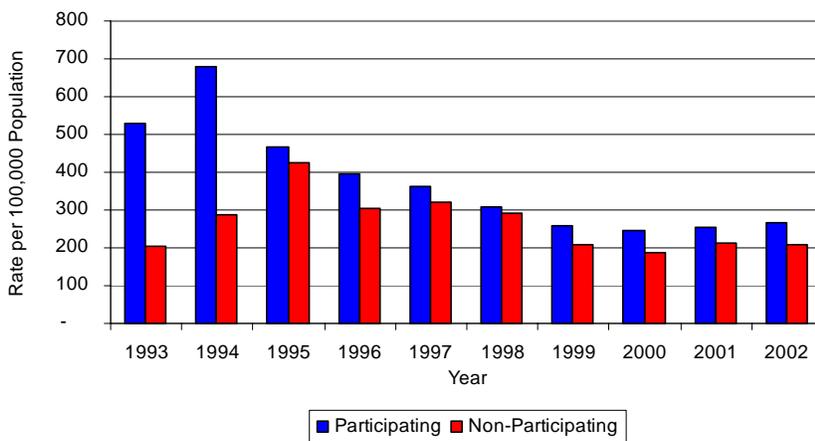
## II. Trends in Violent Index Offenses and Arrests

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 department. There are eight separate offenses that constitute the Crime Index, including murder, criminal sexual assault, robbery, aggravated assault (violent Index offenses), burglary, theft, motor vehicle theft, and arson (property Index offenses). Although these eight offenses do not account for all crimes reported to the police, they are considered to be the most serious, frequent, pervasive and consistently defined by different law enforcement agencies.

In 2002, the number of violent Index offenses reported to the police in the four-county region covered by ECITF totaled 267, a 39 percent decrease from the 441 offenses reported in 1993. The majority (78 percent) of violent Index offenses reported to the police between 1993 and 2002 were aggravated assaults, while 18 percent were criminal sexual assaults.

During the period analyzed, the violent Index offense rate for the region covered by ECITF decreased 40 percent, from 409 offenses per 100,000 population in 1993 to 244 offenses per 100,000 population in 2002. Similarly, the violent Index offense rate in the participating agencies decreased 50 percent, from 530 to 265 offenses per 100,000 population, while the rate in the non-participating agencies increased 2 percent, from 205 to 209 offenses per 100,000 population (Figure 1). Thus, the violent Index offense rate was higher across those jurisdictions that participated in ECITF; however, the disparity between the violent Index offense rates for participating and non-participating declined beginning in 1995 and has remained relatively stable.

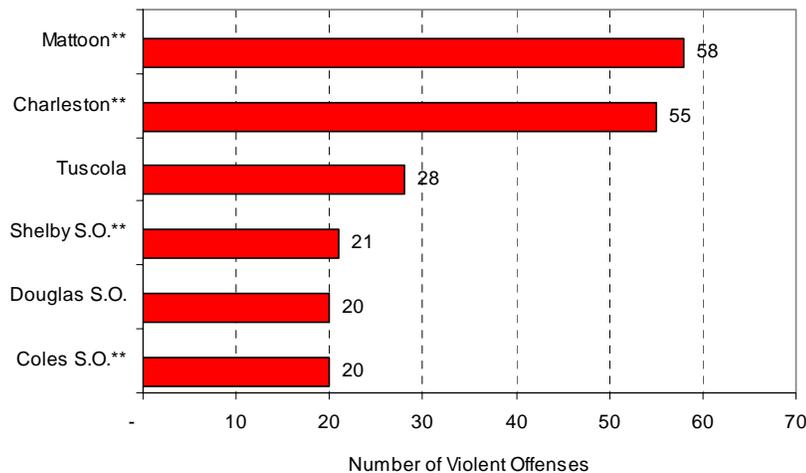
**Figure 1**  
Violent Index Offense Rates for Participating  
and Non-participating Agencies in  
Region Covered by ECITF



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

Across the individual local law enforcement agencies covered by ECITF’s jurisdiction, two agencies, the Charleston Police Department and the Mattoon Police Department accounted for 43 percent of all violent Index offenses reported to the police (Figure 2). Agencies reporting fewer than 20 violent Index offenses in 2002 are excluded from Figure 2. When controlling for differences in the populations served by these law enforcement agencies, the violent Index offense *rate* ranged from 826 violent Index offenses per 100,000 population in Lovington to 46 offenses per 100,000 population in Arthur.

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



Source: Illinois State Police

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

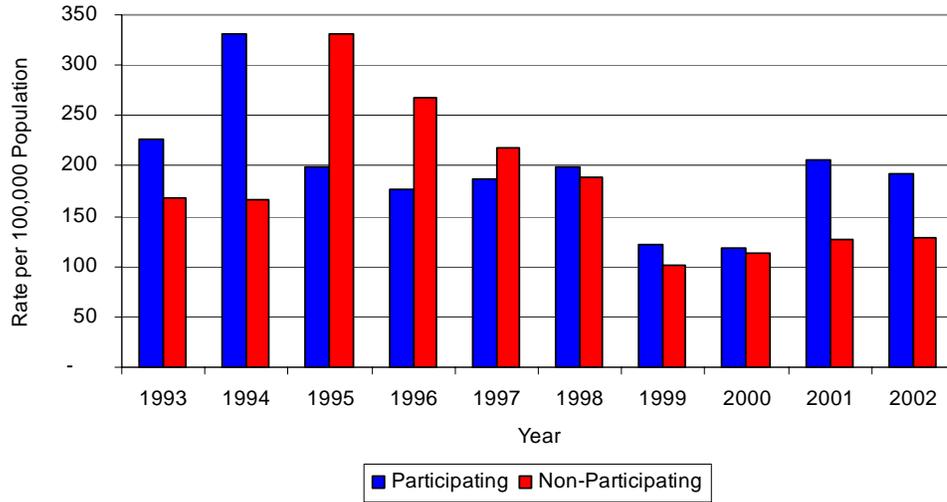
An indicator of the workload that law enforcement agencies place on other components of the justice system is the number of arrests made by police, including those for violent and property Index offenses and drug offenses. Unlike offenses, which are what police must respond to, arrests represent those 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 ECITF decreased 17 percent, from 221 to 184. As with reported violent Index offenses, the majority (78 percent) of violent Index arrests were for aggravated assaults, followed by arrests for criminal sexual assault (18 percent).

During the period analyzed, the violent Index arrest rate for the region covered by ECITF decreased 18 percent, from 205 offenses per 100,000 population in 1993 to 168 arrests per 100,000 population in 2002. Similarly, the violent Index arrest rate in the participating agencies decreased 16 percent, from 227 to 192 offenses per 100,000 population, while the rate in the non-participating agencies decreased 24 percent, from 168 to 128 offenses per 100,000 population (Figure 3).

**Figure 3**

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

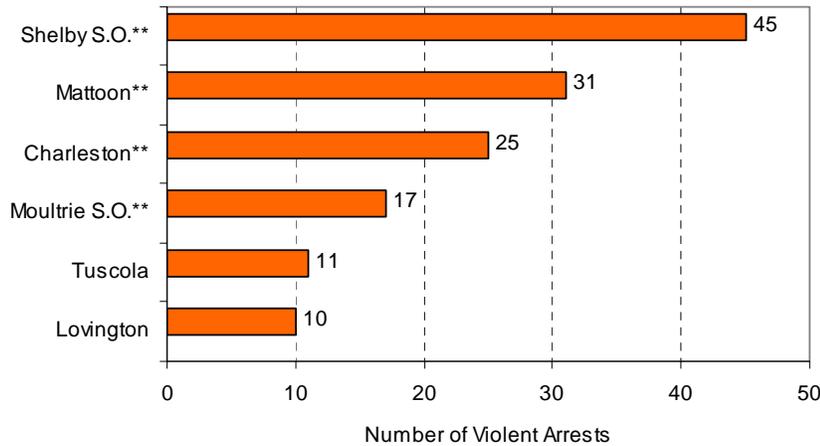


Source: ICJIA calculations using Illinois State Police and U. S. Census Bureau data

The majority (64 percent) of arrests for violent Index offenses occurring in the four-county region covered by ECITF were made by four agencies. Agencies reporting fewer than ten arrests for violent Index offenses in 2002 are excluded from Figure 4. Of the 184 violent Index arrests made in 2002, the Shelby County Sheriff's Office accounted for the majority (24 percent), followed by the Mattoon Police Department (17 percent), the Charleston Police Department (14 percent), the Moultrie County Sheriff's Office (9 percent), the Tuscola Police Department (6 percent), and the Lovington Police Department (5 percent).

**Figure 4**

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



Source: Illinois State Police

\*Agencies reporting ten or more violent arrests  
\*\*Agencies participating in ECITF

### 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 ECITF reported 765 arrests for drug law violations, more than six-times the number in 1993 (125 arrests). Between 1993 and 2002, arrests for violations of Illinois Cannabis Control Act accounted for 45 percent of all drug arrests, followed by arrests for violations of Illinois' Drug Paraphernalia Control Act (38 percent) and arrests for violations of Illinois Control Substances Act (15 percent). During the same period, the number of arrests for violations of the Cannabis Control Act in these four counties combined increased nearly three-fold, from 95 to 340. Arrests for violations of the Controlled Substances Act in the four counties, combined, significantly increased from 12 to 191. In addition, arrests for violations of the Drug Paraphernalia Control Act, enacted in 1993, increased dramatically from 14 in 1993 to 220 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.

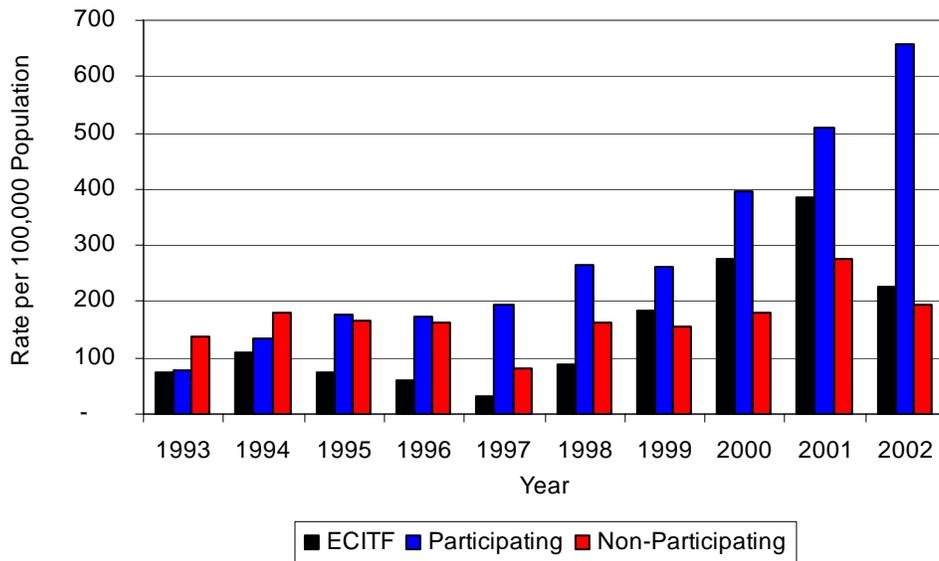
Because arrests for violations of the Drug Paraphernalia Control Act are frequently made in conjunction with other drug offense arrests, these arrests may be double-counted, thus skewing the actual number of drug arrests. Therefore, only arrests for violations of the Cannabis Control Act and Controlled Substances Act will be used for drug arrest comparisons between ECITF 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 ECITF, increased nearly four-fold, from 99 arrests per 100,000 population in 1993 to 485 arrests per 100,000 population in 2002. The drug arrest rate in the participating agencies increased from 77 to 657 arrests per 100,000 population, whereas the drug arrest rate in non-participating agencies increased 41 percent, from 138 to 195 arrests per 100,000 population. The arrest rate for ECITF, on the other hand, more than tripled, from 75 to 227 arrests per 100,000 population

(Figure 5). Thus, the drug arrest rate tended to be significantly higher for those agencies participating in ECITF than in those jurisdictions that did not participate in ECITF. The drug arrest rate achieved by ECITF tended to be less than the drug arrest rate achieved by participating agencies, but higher than those not participating in ECITF. As a result, ECITF officers made nearly one-third the number of drug arrests as officers from participating agencies with only seven officers, and made more arrests than officers in non-participating agencies.

**Figure 5**

**Drug Arrest Rates for ECITF and Participating and Non-participating Agencies in Region Covered by ECITF**

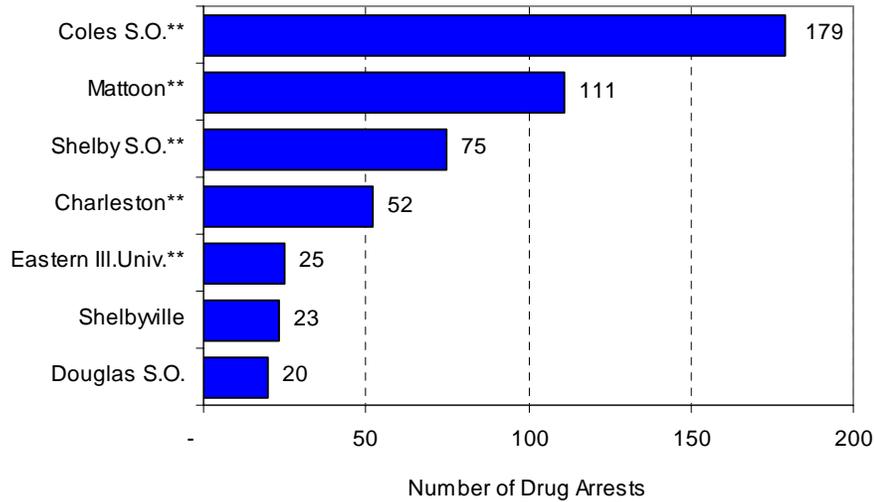


Source: ICJIA calculations using Illinois State Police, ECITF, and U.S. Census Bureau data

Across the local law enforcement agencies in the region covered by ECITF, the number of drug arrests, including all drug offenses, ranged from one to 179. Of the 531 drug arrests made during 2002 in the four-county region, four agencies accounted for nearly 80 percent of these drug arrests. Agencies reporting fewer than 20 drug arrests in 2002 are excluded from Figure 6. The Coles County Sheriff's Office accounted for the majority of all drug arrests (34 percent), followed by the Mattoon Police Department (21 percent), Shelby County Sheriff's Office (14 percent), Charleston Police Department (10 percent), Eastern Illinois University (5 percent), and the Shelbyville Police Department and Douglas County Sheriff's Office (4 percent each). Among the seven agencies presented in Figure 6, the top five agencies reporting the highest number of drug arrests were agencies that participate in ECITF.

**Figure 6**

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



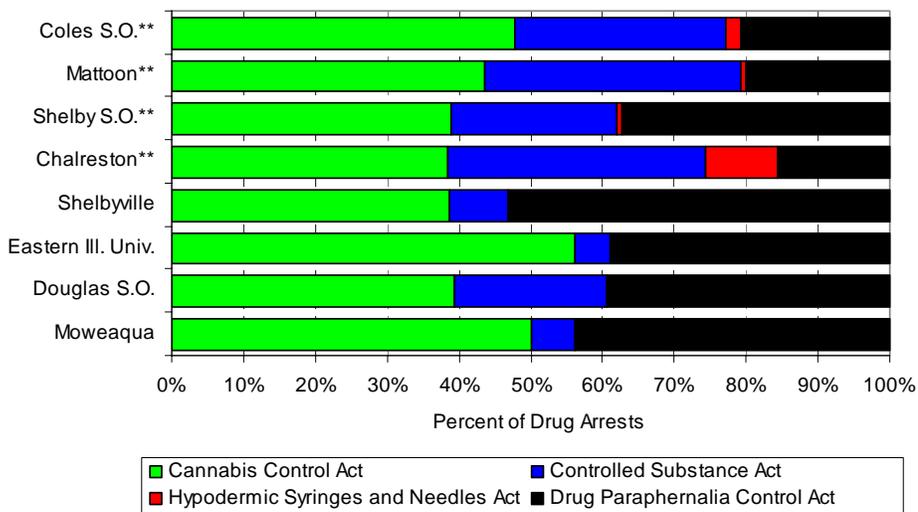
Source: Illinois State Police

\*Agencies reporting 20 or more drug arrests  
 \*\*Agencies participating in ECITF

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 and the Drug Paraphernalia Control Act accounted for the majority of drug arrests made across most individual agencies in the region covered by ECITF (Figure 7).

**Figure 7**

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



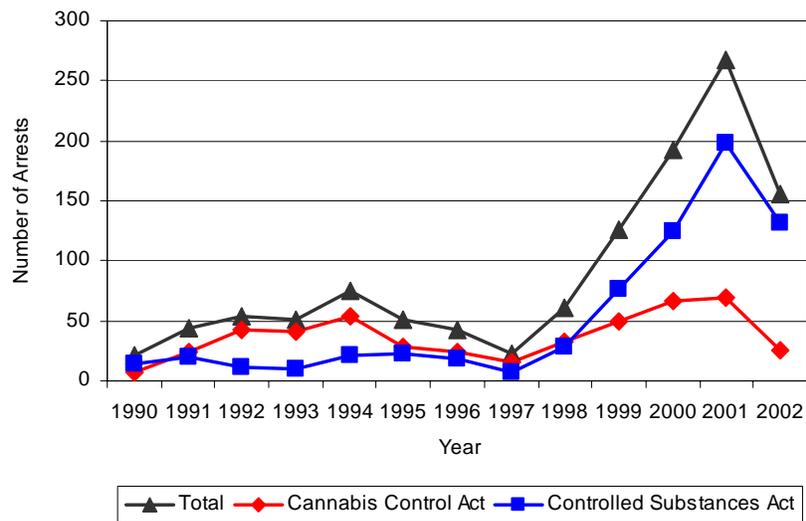
Source: Illinois State Police

\*Agencies reporting 15 or more drug arrests  
 \*\*Agencies participating in ECITF

Between 1993 and 2002, the number of combined cannabis and controlled substances arrests made by ECITF more than tripled, from 51 to 156 (Figure 8). Similar to the drug arrests made by most local police departments in the region, violations of the Cannabis Control Act accounted for the majority of drug arrests made by ECITF throughout most of 1990s. During the period analyzed, the number of ECITF arrests for violations of the Cannabis Control Act decreased 39 percent, from 41 to 25, while arrests for violations of the Controlled Substances Act increased dramatically, from ten to 131 (Figure 8).

Between 1993 and 2002, the proportion of drug arrests accounted for by Controlled Substances Act violations increased dramatically for participating and non-participating agencies, as well as ECITF. In 2002, 84 percent of the drug arrests made by ECITF were for violations of the Controlled Substances Act, compared to 20 percent in 1993. Arrests for controlled substances violations for drug arrests by participating increased from 12 percent in 1993 to 39 percent in 2002. Arrests for violation of the Controlled Substances Act also increased for non-participating agencies, from 11 percent in 1993 to 19 percent in 2002. Based on these data, arrests by ECITF were more likely than arrests by either participating or non-participating agencies to involved violations of the Illinois' Controlled Substances Act, as opposed to the Cannabis Control Act. One interpretation of this pattern is that ECITF 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 offense. As indicated in Figure 8, this focus, however, was not apparent until after 1998.

**Figure 8**  
Drug Arrests by ECITF

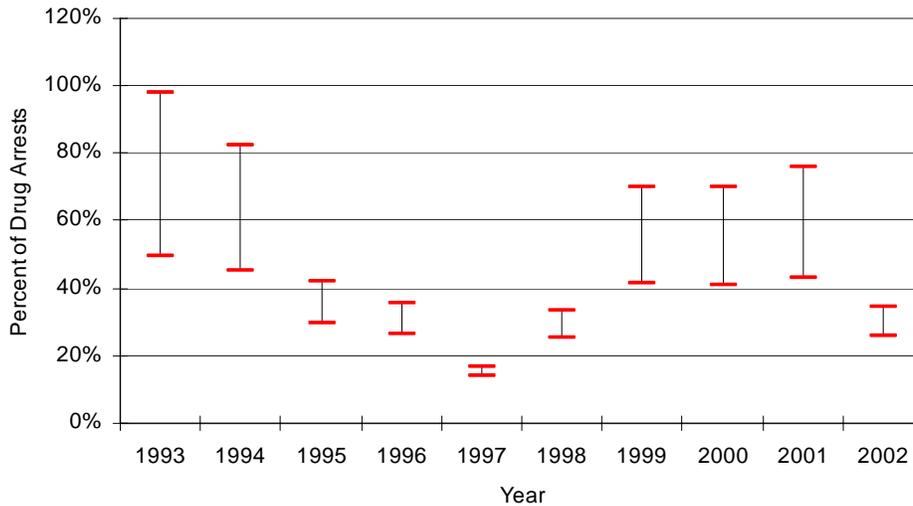


Source: ECITF

The data presented below represent the percent of total drug arrests made by participating agencies that were accounted for by ECITF. An upper and lower bound is shown in Figure 9, which accounts for whether or not the units numbers are counted as part of the UCR submissions made by participating departments (which is unknown at this point). The upper bound indicates the percentage of arrests if *all* of the ECITF arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the ECITF arrests are included in the local UCR submissions.

It is estimated that the proportion of all drug arrests made in the jurisdictions of participating agencies, and accounted for by ECITF, was between 50 to 98 percent in 1993, but decreased to between 26 to 35 percent in 2002. Between 1995 and 1998, as well as in 2002, the proportion of drug arrests made by ECITF in jurisdictions covered by participating agencies decreased to below 50 percent. Thus, despite the fact that the officers assigned to ECITF accounted for a small proportion of the total number of officers in participating agencies, they accounted for a relatively large proportion of the drug arrests made in the jurisdiction of the participating agencies in most of the years analyzed.

**Figure 9**  
**Percent of Total Drug Arrests**  
**Accounted for by ECITF**



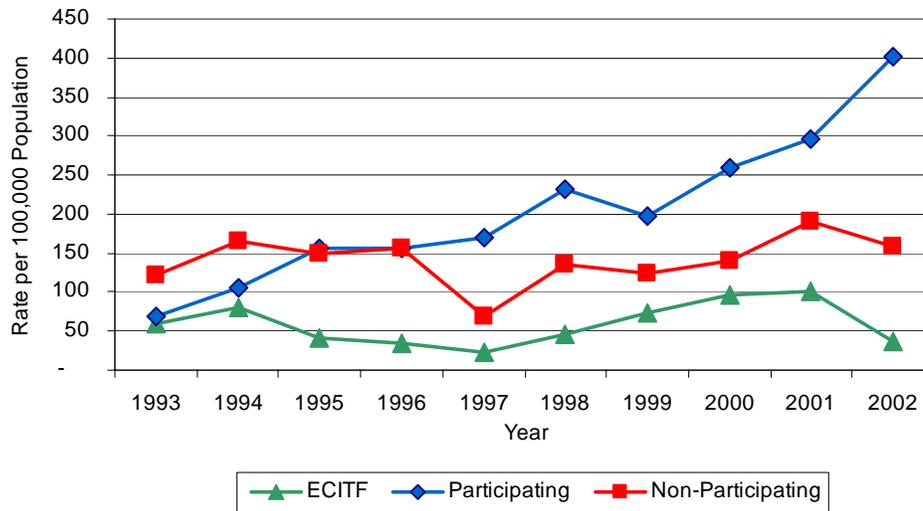
Source: ICJIA calculations using Illinois State Police and ECITF data

The number of arrests for violations of Illinois' Cannabis Control Act in Coles, Douglas, Moultrie, and Shelby counties totaled 340 in 2002, nearly four-times the 95 arrests made for cannabis violations in 1993. However, between 1993 and 2002, the proportion of all drug arrests accounted for by violations of the Cannabis Control Act in the four-county region decreased from 89 percent to 75 percent. In 2002, agencies participating in ECITF accounted for the largest portion (81 percent) of the total number of arrests for cannabis violations during this period. ECITF reported a total of 25 arrests for cannabis violations in 2002, 16 percent of the unit's drug arrests.

During the period analyzed, the cannabis arrest rate for the region covered by ECITF increased nearly four-fold, from 88 arrests per 100,000 population in 1993 to 311 arrests per 100,000 population in 2002. The cannabis arrest rate in the participating agencies increased significantly, as well, from 68 to 401 arrests per 100,000 population, while the arrest rate in the non-participating agencies increased 29 percent from 123 to 158 arrests per 100,000 population. The cannabis arrest rate for ECITF decreased 40 percent, from 61 to 36 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 and non-participating agencies, than the drug arrest rate for ECITF.

**Figure 10**

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

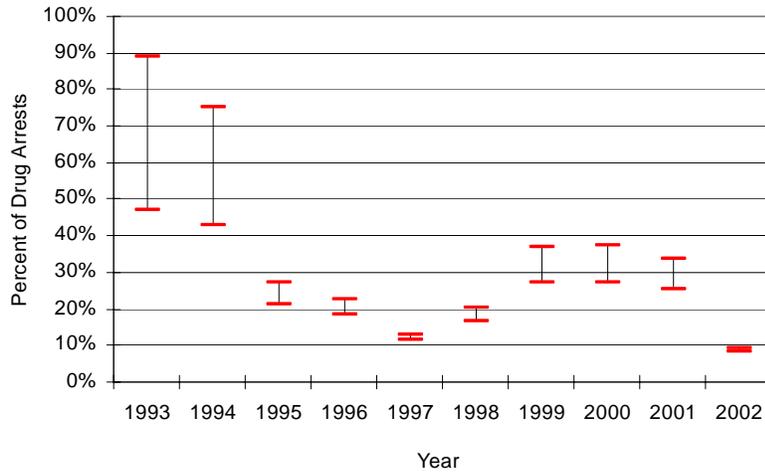


Source: ICJIA calculations using  
Illinois State Police and ECITF data

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

It is estimated that the proportion of all arrests for the violation of the Cannabis Control Act made in the jurisdictions of participating agencies, and accounted for by ECITF, was between 47 to 89 percent in 1993, but decreased to between 8 to 9 percent in 2002. Similar to the drug arrests reported by ECITF, the proportion of arrests made for the violation of the Cannabis Control Act by ECITF in jurisdictions covered by participating agencies decreased between 1995 and 2002. The data presented in Figure 11 suggest that although arrests for the violation of the Cannabis Control Act made by ECITF in 1993 represented a large proportion of such arrests made in the jurisdictions of participating agencies, this proportion dropped in subsequent years.

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



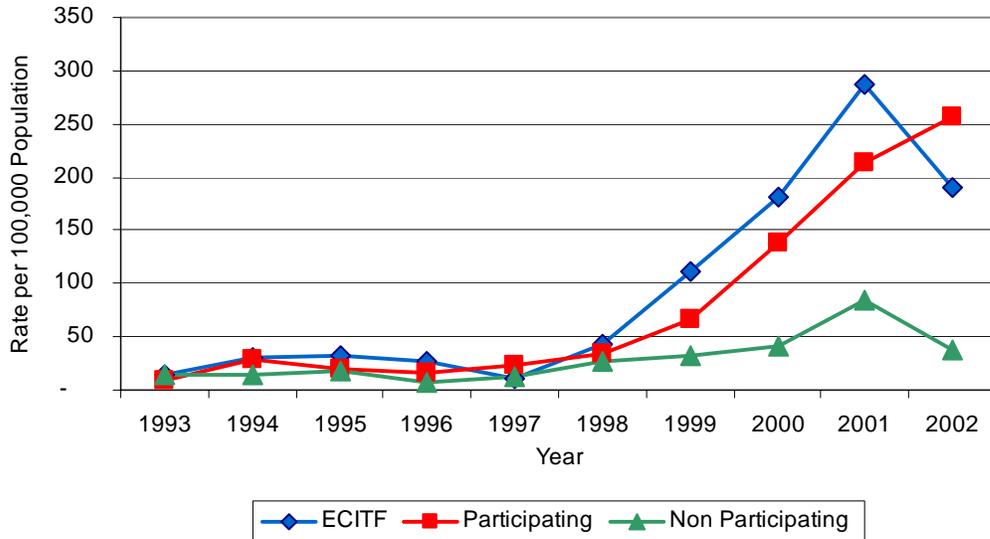
Source: ICJIA calculations using Illinois State Police and ECITF data

In Coles, Douglas, Moultrie, and Shelby counties the number of arrests for violations of Illinois' Controlled Substances Act increased significantly between 1993 and 2002, from 12 to 191. Between 1993 and 2002, the proportion of all drug arrests accounted for by violations of the Controlled Substances Act in the four-county region increased from 11 percent to 36 percent. In 2002, ECITF reported 131 arrests for controlled substance violations, 84 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 ECITF dramatically increased, from 11 to 175 arrests per 100,000 population (Figure 12). The controlled substances arrest rate in the participating agencies also increased significantly from nine to 256 arrests per 100,000 population, while the arrest rate in the non-participating agencies more than doubled, from 15 to 37 arrests per 100,000 population. The controlled substances arrest rate for ECITF increased dramatically, from 15 to 190 arrests per 100,000 population (Figure 12). Thus, the arrest rate for ECITF for violations of the Controlled Substances Act was higher than both the arrest rates for participating and non-participating agencies even though the number of police officers working with ECITF accounted for only a small portion of all police officers working in the region.

**Figure 12**

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



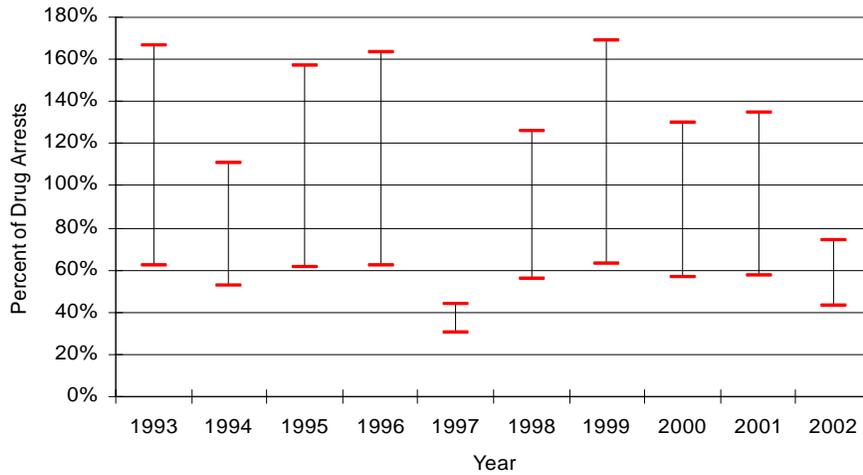
Source: ICJIA calculations using Illinois State Police and ECITF data

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

It is estimated that ECITF accounted for the largest proportion of all arrests for the violation of the Controlled Substances Act made in the jurisdictions of participating agencies throughout the period analyzed. Unlike the arrests made by ECITF for the violation of the Cannabis Control Act, arrests made by ECITF for the Controlled Substances Act far exceeded the number of similar arrests made in the jurisdictions of the participating agencies. When examining the three figures together (Figure 9, 11, and 13), the data suggest that ECITF focused on arresting individuals violating the Controlled Substances Act, most of which are felony offenses.

**Figure 13**

**Percent of Controlled Substances Arrests Accounted for by ECITF**

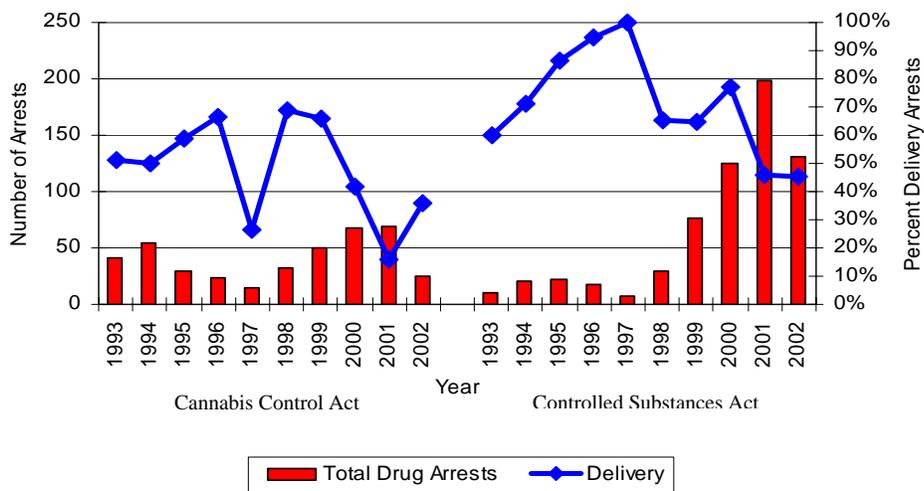


Source: ICJIA calculations using Illinois State Police and ECITF data

The majority (54 percent) of all drug arrests reported by ECITF are for delivery. Between 1993 and 2002, the number of drug delivery arrests made by ECITF tripled, from 51 to 156. When cannabis and controlled substance arrests were examined separately arrests for delivery of controlled substances accounted for 71 percent of the total number of arrests made for violations of the Controlled Substance Act, whereas, arrests for the delivery of cannabis accounted for 48 percent of all arrests for violations of the Cannabis Act (Figure 14). In general, arrests for delivery of cannabis or other controlled substances represented a large portion of all drug arrests made by ECITF across most years analyzed.

**Figure 14**

**ECITF Drug Arrests for Possession versus Delivery, by Drug Type**



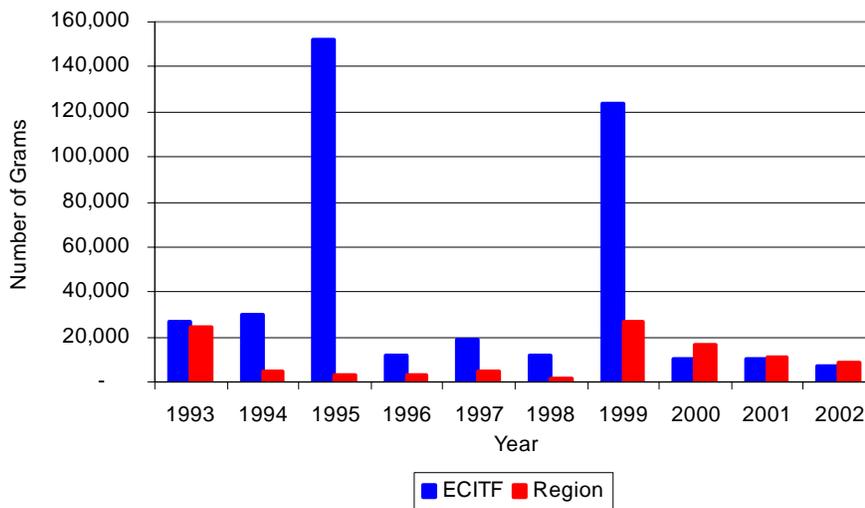
Source: ICJIA calculations using ECITF data

#### 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 Coles, Douglas, Moultrie, and Shelby counties as well as the quantities of drugs seized by ECITF. It is important to note, however, that while ECITF 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 four-county region covered by ECITF. The quantity of cannabis seized and submitted by law enforcement agencies in Coles, Douglas, Moultrie, and Shelby counties decreased 64 percent, from 24,653 grams in 1993 to 8,938 grams in 2002. The quantity of cannabis seized by ECITF also decreased between 1993 and 2002, from 27,035 grams to 6,803 grams (Figure 15). In 2002, ECITF's cannabis seizure rate of 9,891 grams per 100,000 population was less than the statewide cannabis seizure rate of 19,437 grams per 100,000 population. However, the seizure rate in the four-county region covered by ECITF was 8,170 grams per 100,000 population, 20 percent smaller than ECITF's cannabis seizure rate (Map 2).

**Figure 15**  
Cannabis Seized and Submitted to ISP by Coles,  
Douglas, Moultrie and Shelby Counties and Seized by  
ECITF



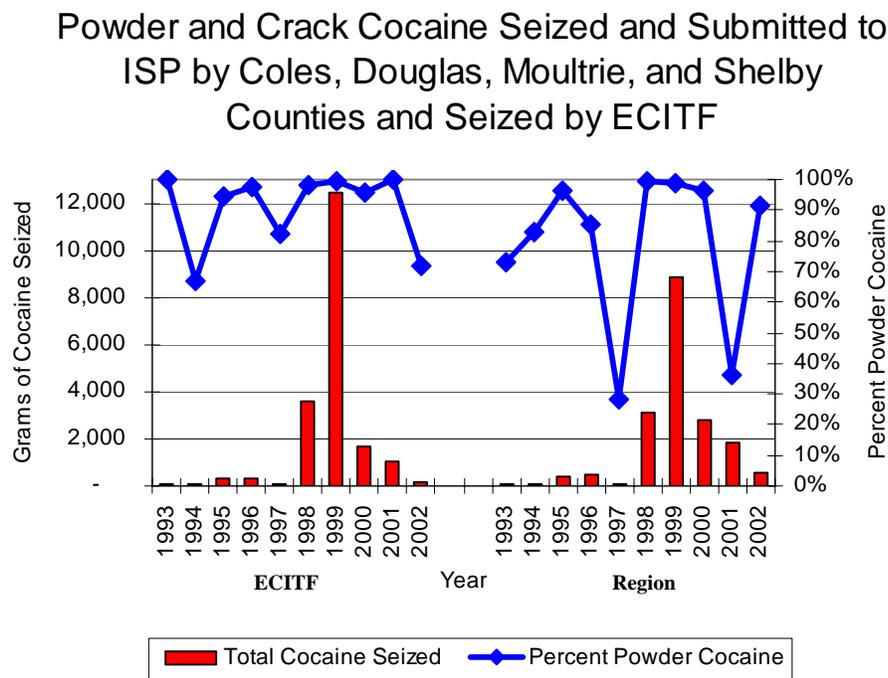
Source: Illinois State Police and ECITF

Excluding the years 1998 thru 2001, a combination of crack and powder cocaine accounted for a small proportion of drugs seized in the four-county region covered by ECITF. The quantity of cocaine seized and submitted by law enforcement agencies in Coles, Douglas, Moultrie, and Shelby counties increased

from 61 grams in 1993 to 559 grams in 2002. Between 1993 and 2002, the quantity of cocaine seized by ECITF also increased dramatically, from 45 grams to 121 grams. In 1999, both ECITF and the region covered by ECITF experienced a period high of 12,475 and 8,876 grams of cocaine seized, respectively.

The proportion of all cocaine seized by ECITF accounted for by powder cocaine increased from 73 percent in 1993 to 91 percent in 2002, although in 1997 and 2001 powder cocaine only accounted for 28 percent and 36 percent, respectively. For ECITF, proportion decreased slightly from 100 percent in 1993 to 71 percent in 2002 (Figure 16), although in 1994 powder cocaine only accounted for 67 percent of all cocaine seized. In 2002, ECITF's cocaine seizure rate of 175 grams per 100,000 population was 66 percent less than the cocaine seizure rate of 511 grams per 100,000 population in the four-county region covered by ECITF and 99 percent less than the statewide cocaine seizure rate of 21,891 grams per 100,000 population in 2002 (Maps 3 and 4).

**Figure 16**



Source: Illinois State Police and ECITF

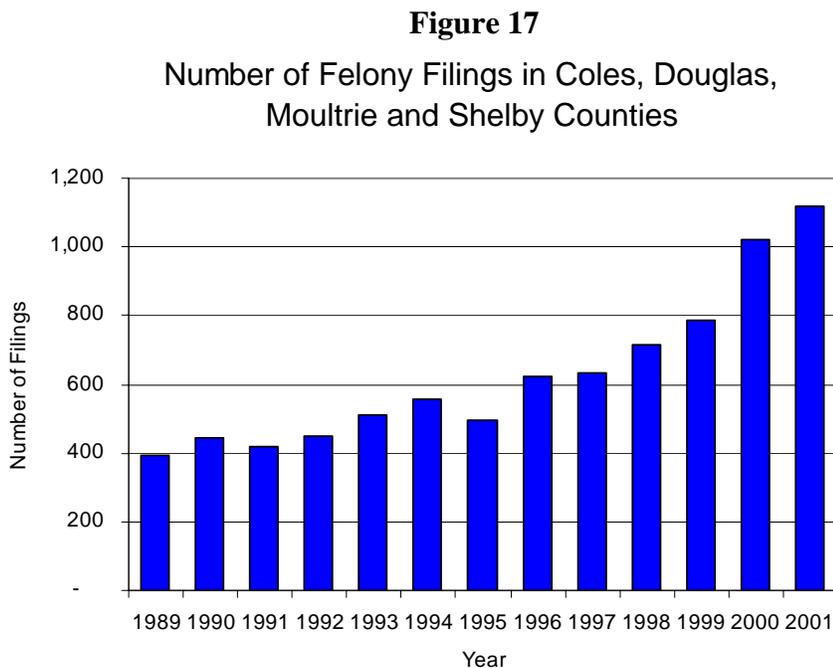
The total quantity of illegal drugs seized and submitted by law enforcement agencies in Coles, Douglas, Moultrie, and Shelby counties decreased between 1993 and 2002, from 25,393 grams to 12,148 grams. On the other hand, the total quantity of illegal drugs seized by ECITF increased dramatically, from 27,122 grams in 1993 to 1,526,583 grams in 2002.

During the period, methamphetamine seizures accounted for a relatively small proportion of total drugs seized by ECITF. However, in 2002, 35,911 grams of methamphetamine were seized by ECITF resulting in a seizure rate of 52,207 grams per 100,000 population, significantly higher than statewide and regional seizure rates of 222 and 1,092 grams per 100,000 population, respectively (Map 5).

## V. Trends in Prosecutions for Drug Offenses and All Felonies

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

Between 1989 and 2001, the number of felony filings in the four-county region covered by ECITF nearly tripled, from 394 to 1,120 (Figure 17).

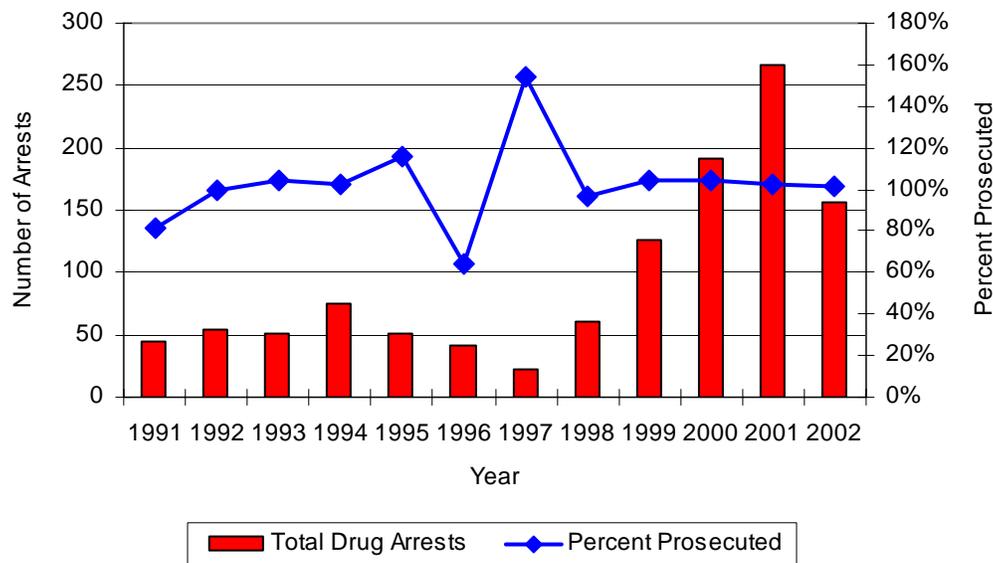


Source: Administrative Office of the Illinois Courts

Between 1991 and 2002, there were a total of 1,164 drug prosecutions initiated as a result of ECITF arrests in Coles, Douglas, Moultrie, and Shelby counties. During this time, the number of ECITF drug arrests more than tripled, from 44 arrests in 1991 to 156 arrests in 2002 (Figure 18). Between 1991 and 2002, (with the exception of 1996), the proportion of ECITF drug arrests resulting in prosecution remained relatively stable, exceeding 100 percent. This may be due to some differences in the timing of an arrest and the filings of charges, or could be due to the number of charges, rather than the number of defendants being reported by the unit. In addition, some offenders have charges filed, and a subsequent warrant issued, without an arrest taking place, which could also affect the number of prosecutions reported.

**Figure 18**

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



Source: ECITF

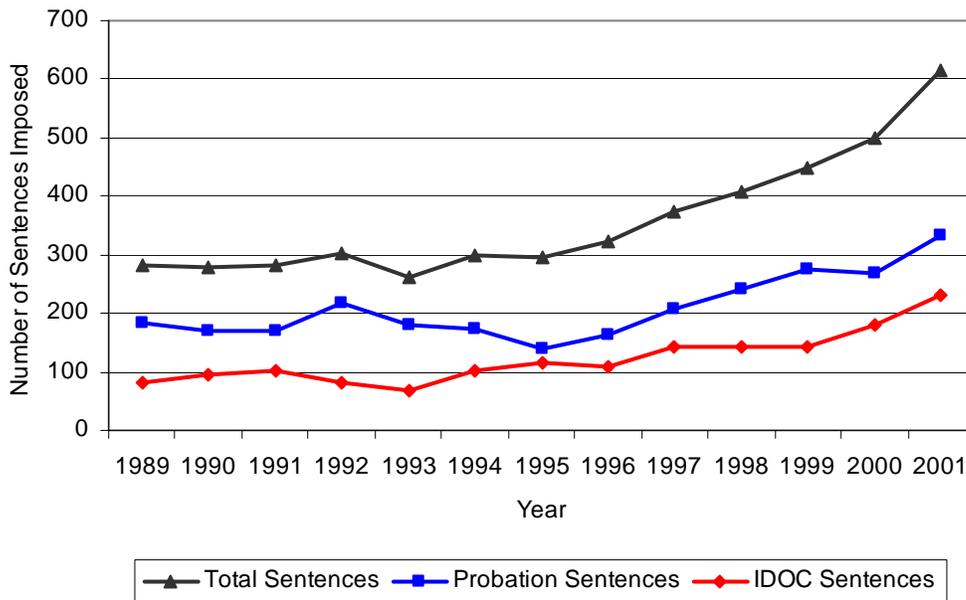
Between 1991 and 2002, 81 percent (945) of the 1,164 drug offenders who were prosecuted as a result of ECITF activity were convicted. However, convictions for controlled substances only accounted for 60 percent of all ECITF initiated convictions during the period analyzed.

## 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 four-county region covered by ECITF increased 59 percent, from 282 to 615. Although the number of convicted felons sentenced to the Illinois Department of Corrections (IDOC) nearly tripled between 1989 and 2002, from 80 to 232, the proportion of felons sentenced to IDOC during the same period increased from 28 percent to 38 percent. In 2001, 333 probation sentences were imposed on convicted felons, 81 percent more than the 184 probation sentences in 1989 (Figure 19). However, the proportion of felons sentenced to probation decreased from 65 percent in 1989 to 54 percent in 2001. Sentences other than prison or probation account for the remaining 8 percent of felony sentences imposed in 2001.

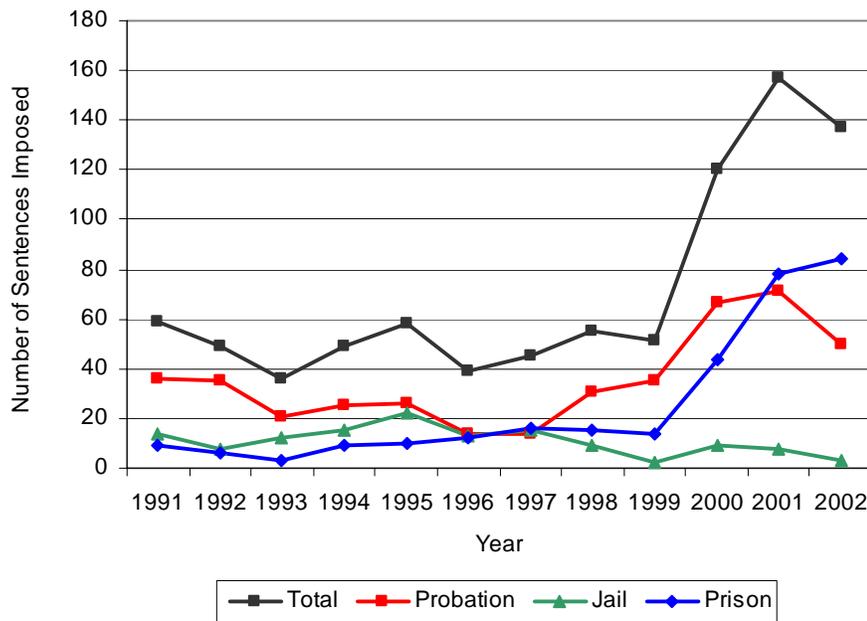
**Figure 19**  
Sentences Imposed on Felons Convicted in Coles,  
Douglas, Moultrie and Shelby Counties



Source: Administrative Office of the Illinois Courts

Between 1991 and 2002, the number of ECITF drug offenders convicted and sentenced more than doubled, from 59 to 157. During the period analyzed, the number of convicted ECITF drug offenders sentenced to jail and probation decreased from 14 to eight and from 36 to 17, respectively, while the number of convicted ECITF drug offenders sentenced to prison increased from nine to 78 (Figure 20). In 2002, among those ECITF drug offenders convicted and sentenced, prison sentences accounted for the largest proportion (61 percent), followed by probation sentences (36 percent) and jail sentences (2 percent).

**Figure 20**  
**Sentences Imposed on Convicted**  
**ECITF Drug Offenders**

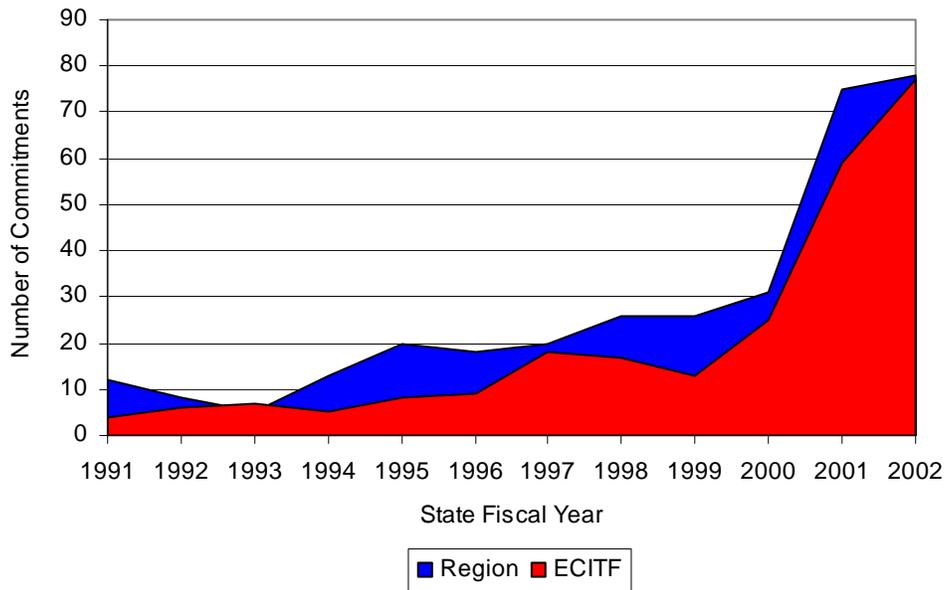


Source: ECITF

Between state fiscal years<sup>1</sup> 1991 and 2002, the number of new court commitments to IDOC's Adult Division for drug offenses from the four-county region covered by ECITF increased significantly, from 12 to 75. The number of drug offender admissions by ECITF also increased significantly, from four to 77 between 1991 and 2002 (Figure 21). During the period analyzed, ECITF cases accounted for 71 percent of all drug offenders sentenced to prison in the region.

**Figure 21**

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



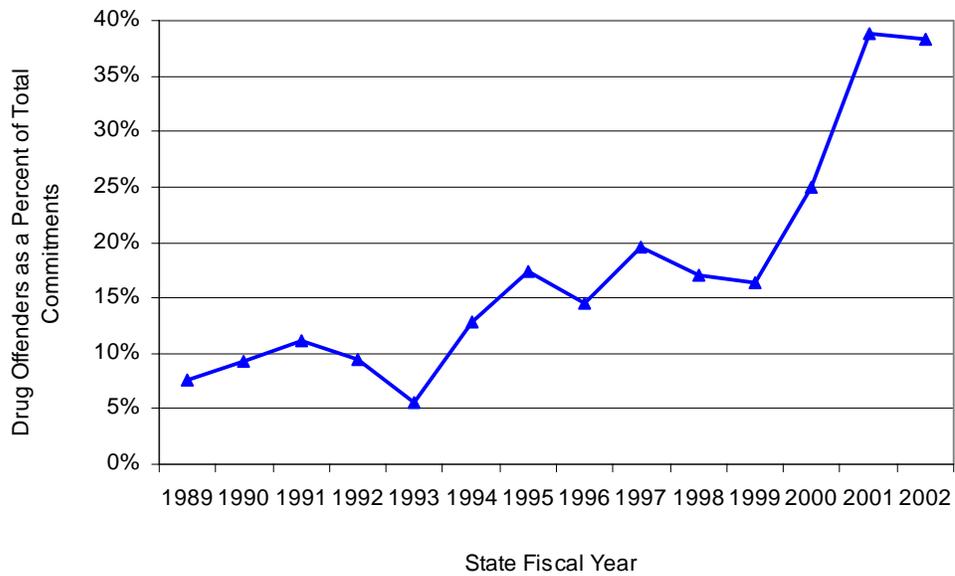
Source: Illinois Department of Corrections and ECITF

<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 Coles, Douglas, Moultrie, and Shelby counties. In 1989, drug offenses accounted for only 8 percent of all new court commitments to IDOC, compared to 38 percent in 2002 (Figure 22).

**Figure 22**

**Drug Offenders as a Percent of Total IDOC Commitments  
from Coles, Douglas, Moultrie and Shelby Counties**

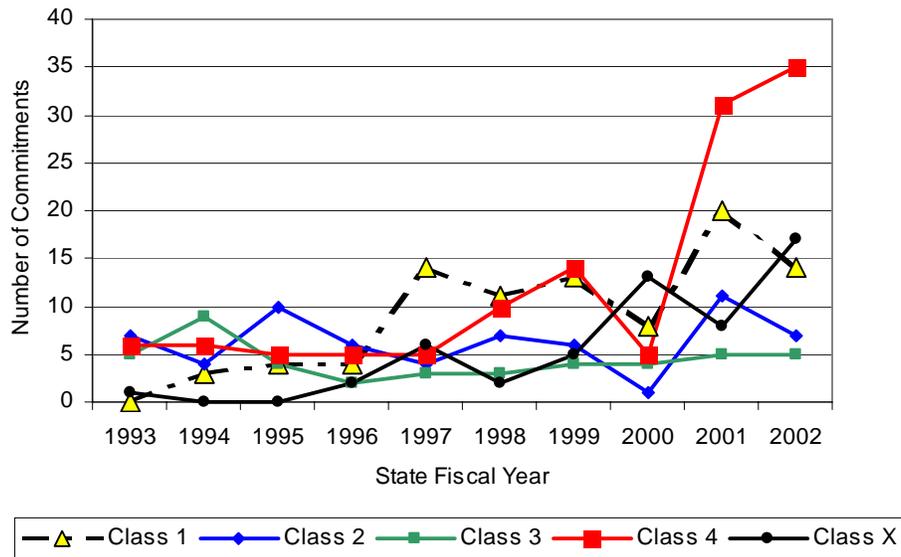


Source: Illinois Department of Corrections

Penalties for drug offenses were also examined between 1993 and 2002. Class 4 felonies accounted for the largest proportion (33 percent) of sentences to IDOC for drug offenses, followed by Class 1 felonies (24 percent), Class 2 felonies (17 percent), Class X felonies (14 percent) and Class 3 felonies (12 percent). Between 1993 and 2002, the number felony sentences for most Class types remained stable, except for Class 4 felonies, which increased significantly since 2000 (Figure 23).

**Figure 23**

**Drug Offenders Committed to IDOC from  
Coles, Douglas, Moultrie and Shelby Counties,  
by Offense Class**



Source: Illinois Department of Corrections

Despite the dramatic increase in Class 4 felony sentences to IDOC between 1993 and 2002, the mean sentence length for Class 4 felonies decreased 36 percent from 2.3 to 1.5 years, during the period, while the mean sentence for Class X felonies decreased 11 percent, from 10 to 8.9 years, and Class 3 felonies decreased 7 percent, from 2.9 to 2.7 years. However, the mean sentence length for Class 1 felonies increased from zero to 6.2 years, while Class 2 felonies increased 6 percent, from 4.1 to 4.4 years.

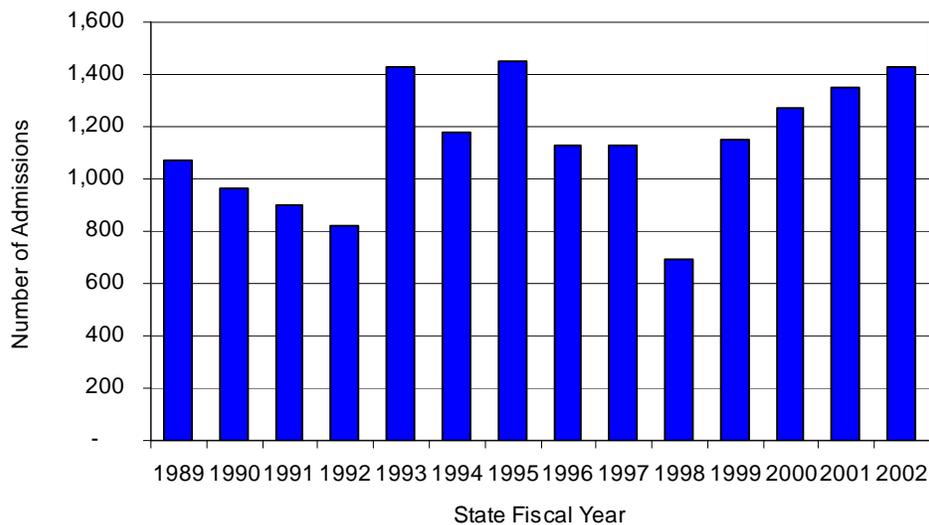
## VII. Trends in Drug Treatment Admissions in ECITF Region by Drug Type

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 1,425 admissions for alcohol or drug abuse treatment from Coles, Douglas, Moultrie, and Shelby counties, 33 percent more than the 1,070 admissions in 1989 (Figure 24). Among the 1,425 admissions to substance abuse treatment in state fiscal year 2002, 48 percent (689) reported alcohol as their primary substance of abuse, while abuse of illicit substances also accounted for 48 percent.

**Figure 24**

### Substance Abuse Treatment Admissions from Coles, Douglas, Moultrie and Shelby Counties



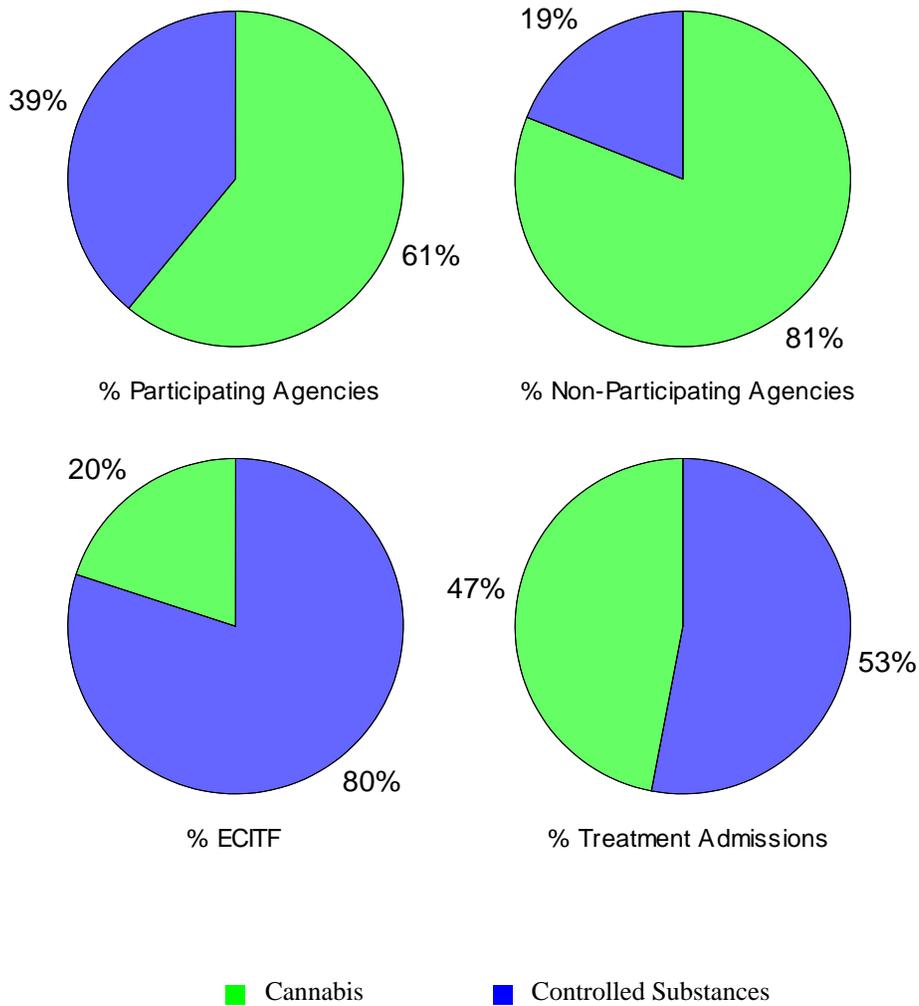
Source: Illinois Department of Human Services' Office of Alcoholism and Substance Abuse

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 ECITF 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 ECITF 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. Thus, there is considerable deviation between the drugs involved in ECITF arrests and treatment admissions. On the other hand, the majority of arrests by local police departments (including those participating in ECITF 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 did not tend to involve the substances considered to be most serious (i.e., felony versus misdemeanor) nor the substances for which individuals were seeking and receiving treatment (Figure 25).

**Figure 25**

**Comparison of Drug Arrests by ECITF and Participating and Non-participating Agencies vs. Drug Abuse Treatment Admissions in Coles, Douglas, Moultrie, and Shelby Counties, 2002**



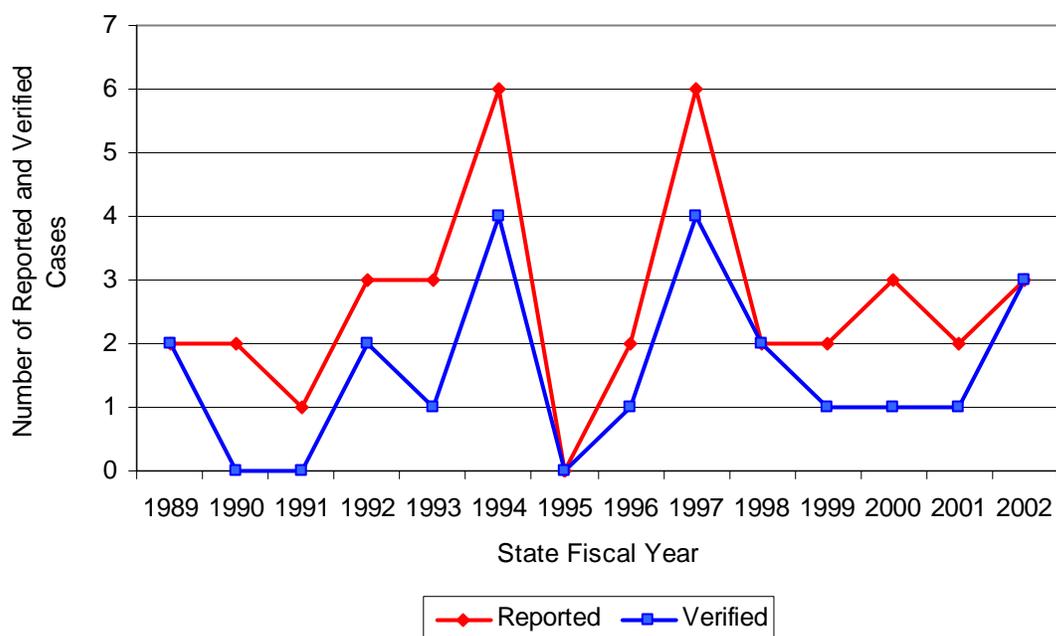
Source: ICJIA calculations using Illinois Department of Human Service's Office of Alcoholism and Substance Abuse and ECITF data

### 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 four-county region covered by ECITF remained relatively stable, except for in 1994 and 1997 when reported cases peaked at six. Between state fiscal years 1989 and 2002, 22 cases, or 59 percent of all cases reported, were verified as involving prenatal drug use by a DCFS investigation (Figure 26).

**Figure 26**  
Cases of Substance-Exposed Infants in Coles, Douglas, Moultrie, and Shelby Counties



Source: Department of Children and Family Services

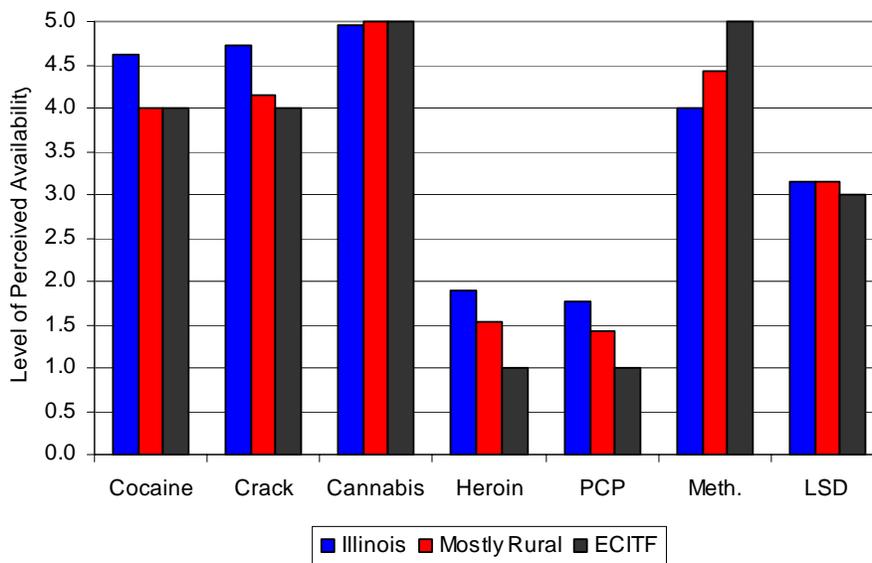
## IX. Summary of Drug Situation

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

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

According to survey responses, cannabis, cocaine, crack, and methamphetamine continued to be the most visible drugs on the street and were all reported to be “readily available” across most regions analyzed. While perceived availability of cannabis and heroin remained relatively unchanged in the four-county region covered by ECITF, the perceived availability cocaine, crack, and LSD decreased since the 1998 survey. Across Illinois and all MEGs and task forces in mostly rural regions similar to ECITF, perceived availability of most drugs remained stable between 1998 and 2000. Methamphetamine was reported as moderately available across Illinois; however, in the region covered by ECITF and by all MEGs and task forces in mostly rural regions, methamphetamine was perceived to be easily available. With the exception of cannabis and methamphetamine, all other drugs appeared to be less available in the four-county region covered by ECITF than across the state and all other MEGs and task forces in mostly rural regions (Figure 27).

**Figure 27**  
Availability of Drugs in Illinois, 2000  
1=Not Available 5=Easily Available



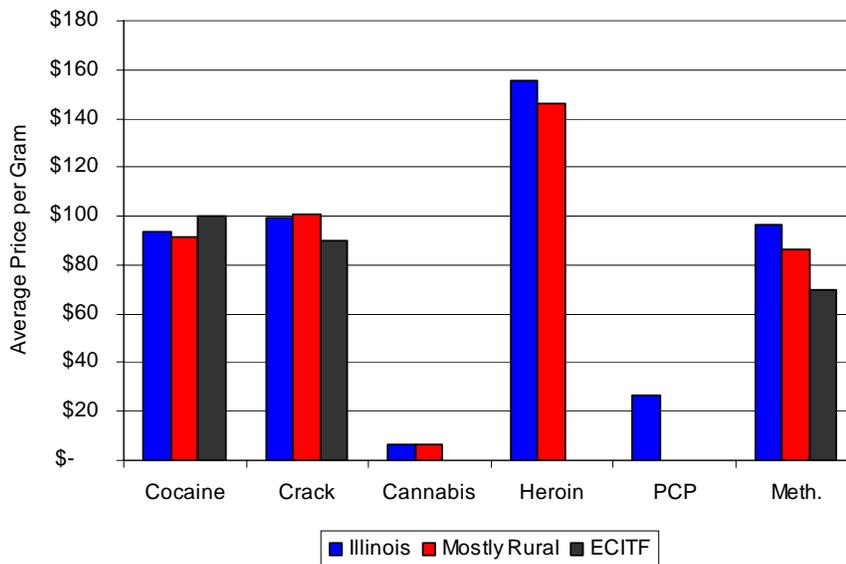
Source: Authority Survey of Illinois MEGs and task forces

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

Based on a statewide survey of MEG and task force units, the average price of cocaine, crack, heroin, and methamphetamine appear to be relatively stable across all regions surveyed in 2000. The average price of cannabis, heroin, and PCP was not available in the region covered by ECITF in 2000 because no sales were conducted. The 2000 average price of cocaine reported by ECITF was \$100 per gram, compared to \$93 per gram across Illinois and \$92 per gram across all MEGs and task forces in other mostly rural regions (Figure 28). The price of crack was slightly lower in the region covered by ECITF (\$90 per gram) than compared to \$100 per gram across Illinois and \$101 across other mostly rural regions in 2000. Also, the 2000 average price of methamphetamine was \$97 per gram across Illinois and \$87 per gram across all MEGs and task forces in other mostly rural regions, while the average price reported by ECITF was \$70.

**Figure 28**

**Price Per Gram in Illinois, 2000**

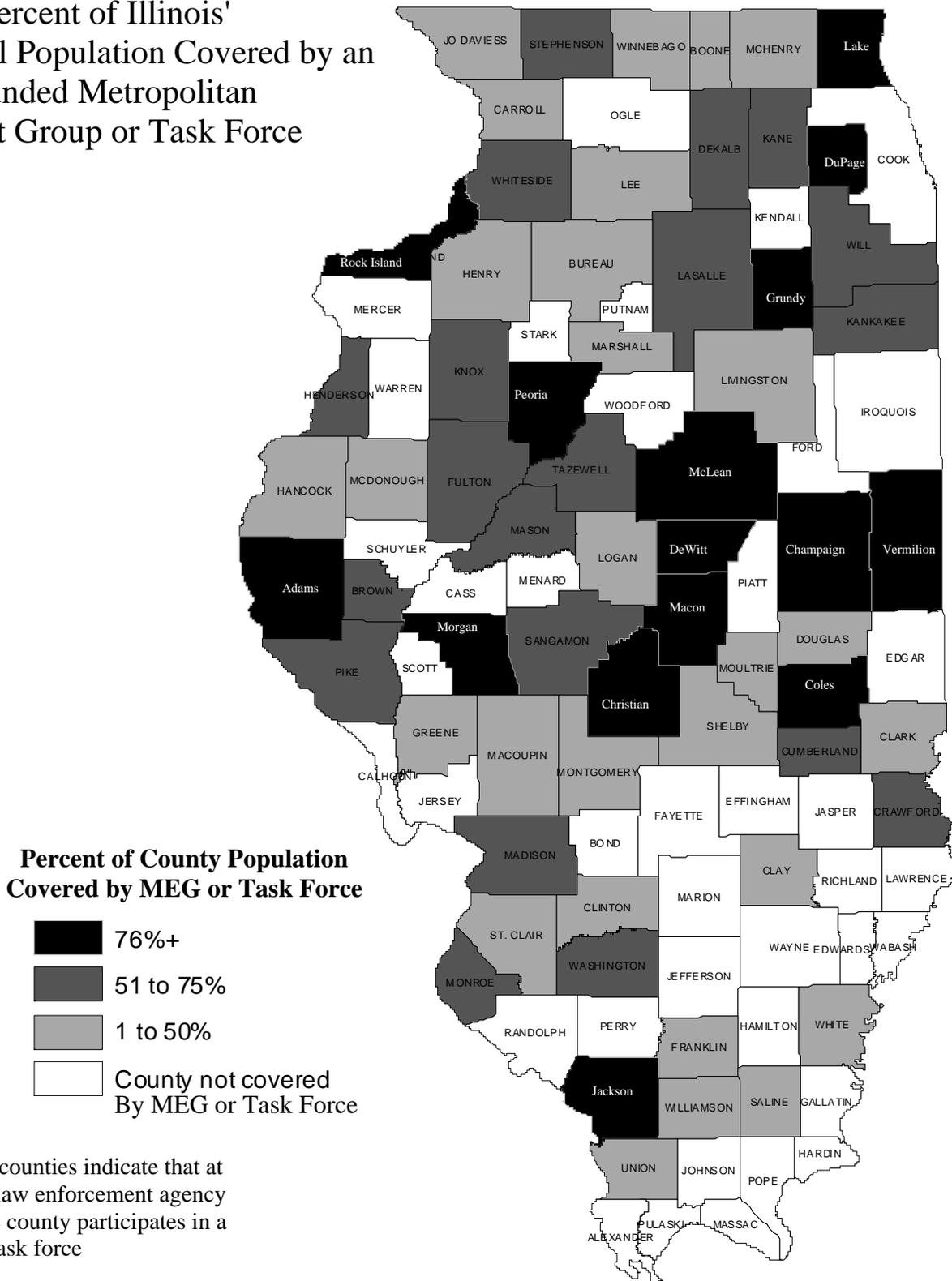


Source: Authority Survey of Illinois MEGs and task forces

# **X. Appendices**

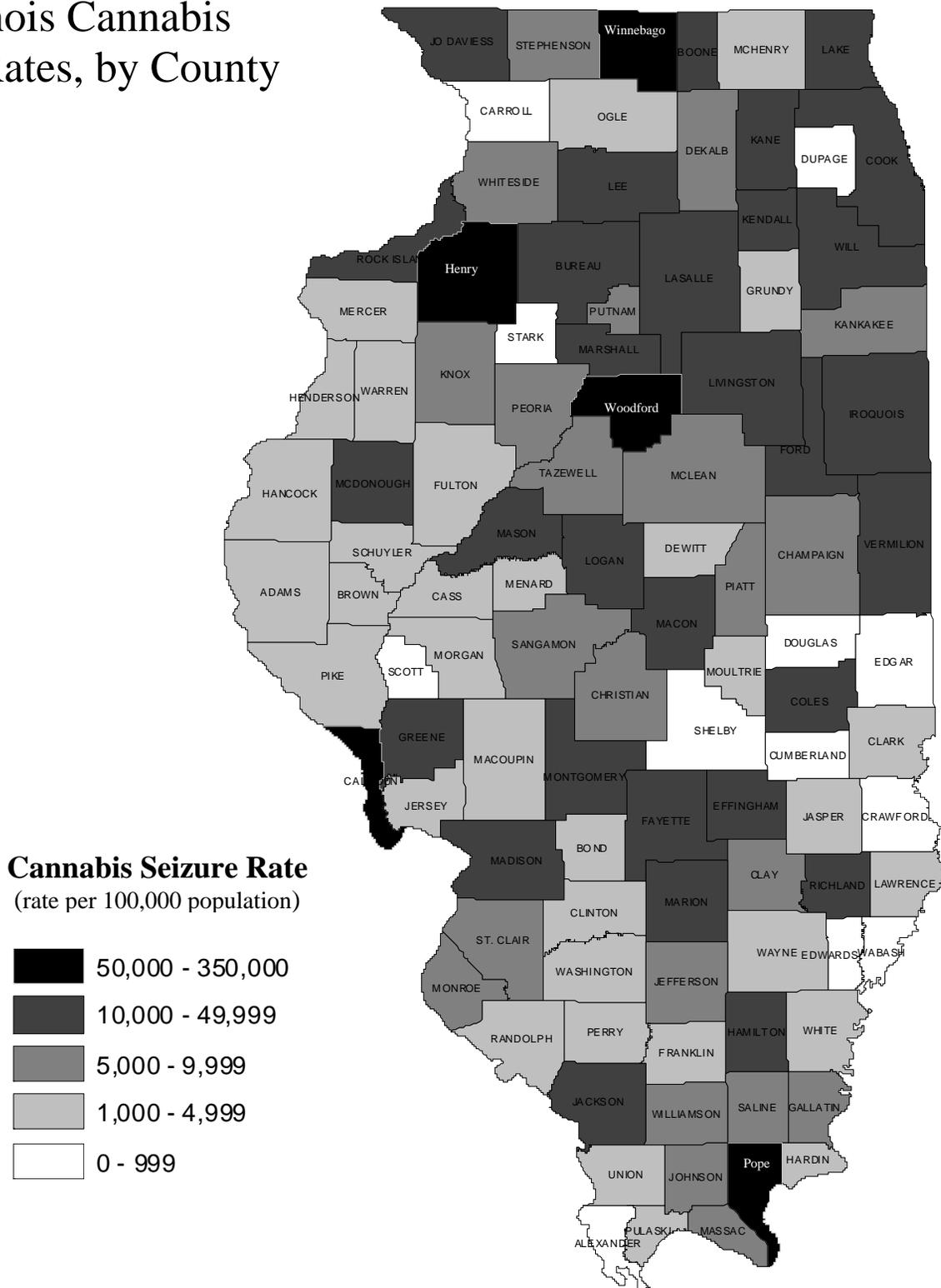
Map 1

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



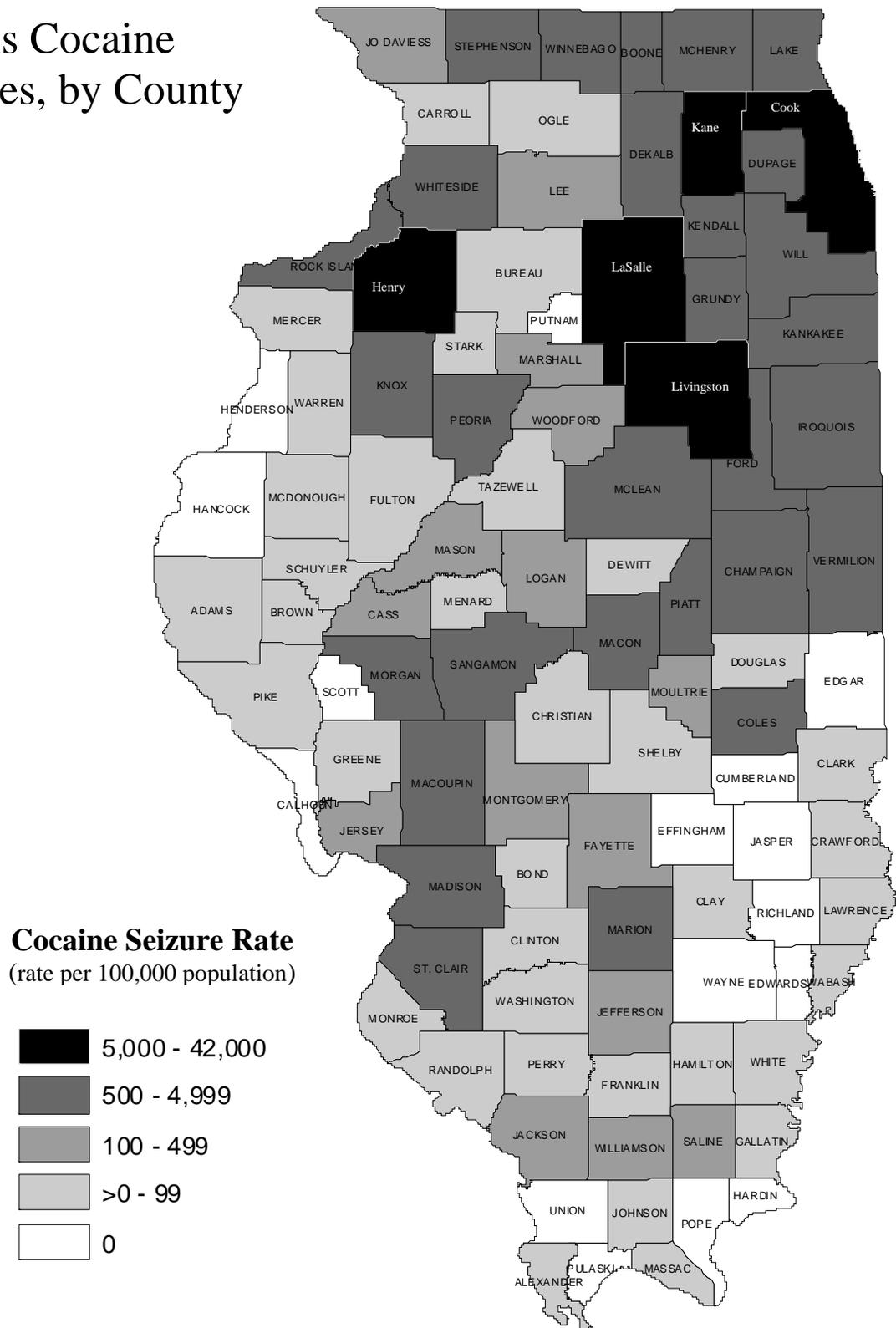
\* Shaded counties indicate that at least one law enforcement agency within the county participates in a MEG or task force

# 2002 Illinois Cannabis Seizure Rates, by County



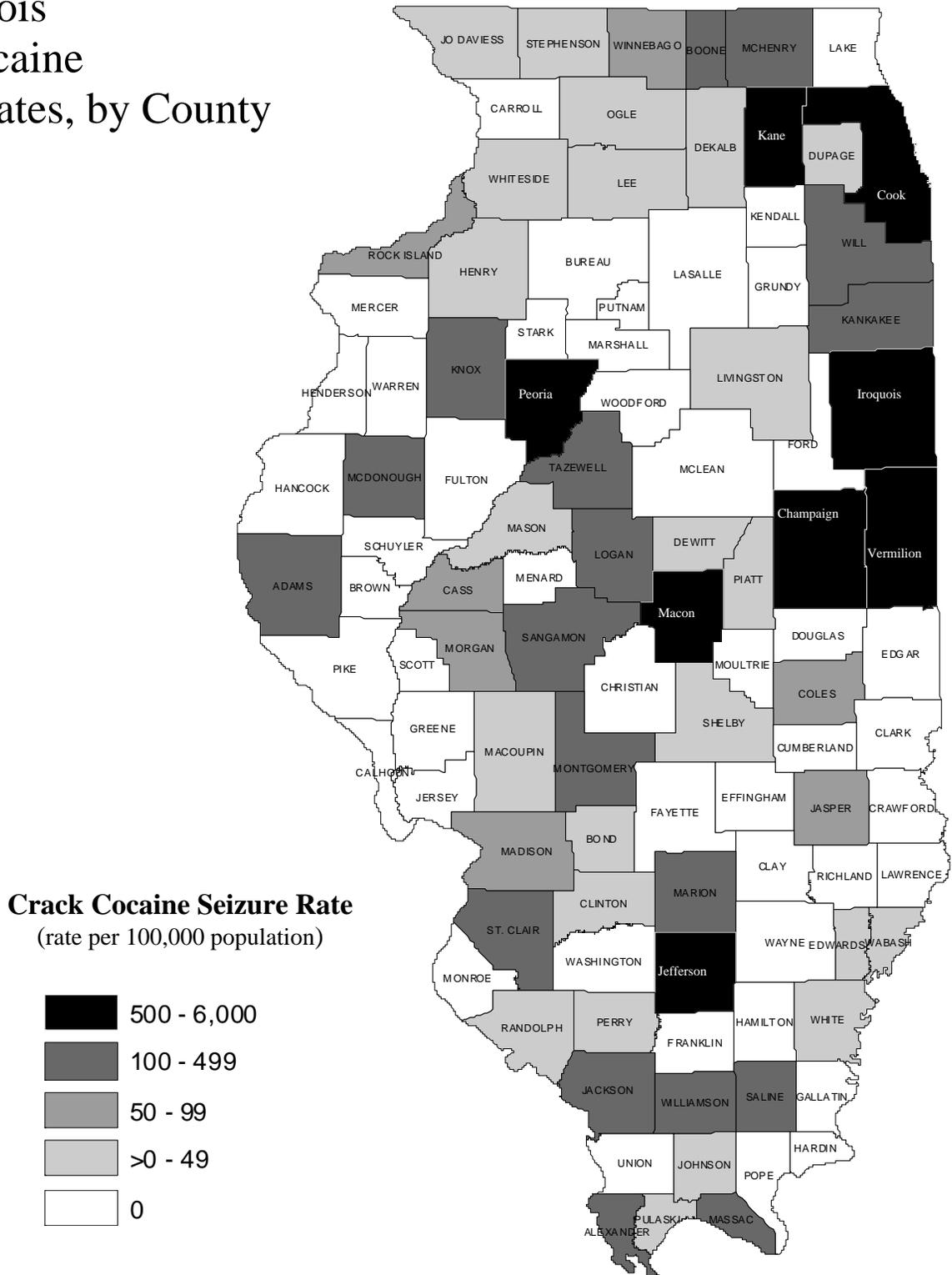
Map 3

# 2002 Illinois Cocaine Seizure Rates, by County



Map 4

# 2002 Illinois Crack Cocaine Seizure Rates, by County



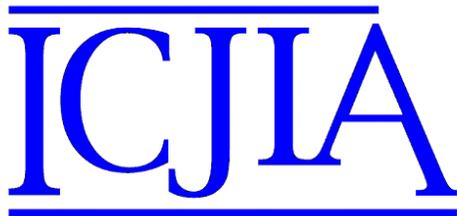




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