

ICJIA

**ILLINOIS
CRIMINAL
JUSTICE
INFORMATION
AUTHORITY**

120 S. Riverside Plaza,
Suite 1016
Chicago, Illinois 60606

Tel: (312) 793-8550
Fax: (312) 793-8422
TDD: (312) 793-4170

www.icjia.state.il.us

Prepared by

The Research and
Analysis Unit

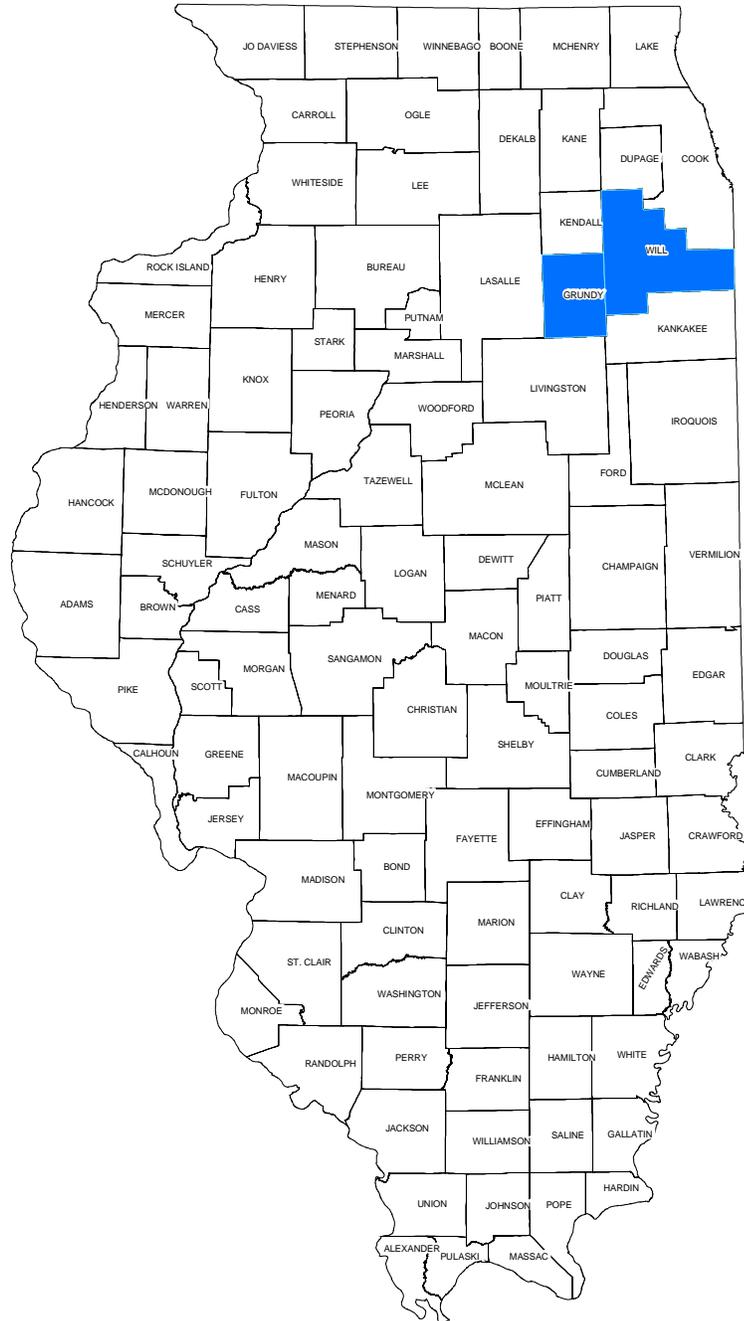
Rod R. Blagojevich
Governor

Sheldon Sorosky
Chairman

Lori G. Levin
Executive Director

March 2004

Assessing Illinois' Metropolitan Enforcement Groups and Task Forces



A Profile of the Joliet Metropolitan Area Narcotics Squad

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Illinois Criminal Justice Information Authority
120 S. Riverside Plaza, Suite 1016
Chicago, Illinois 60606-3997
Telephone (312) 793-8550
Telefax (312) 793-8422
TDD: (312) 793-4170
World Wide Website <http://www.icjia.state.il.us>

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Robert Bauer
Gary Kupsak
Kelly Marzano
Thomas Nichol
David Olson
Gerard Ramker
Michelle Repp
Gregory Stevens

CONTENTS

Section	Page Number
EXECUTIVE SUMMARY	
I.	Introduction.....1
II.	Trends in Violent Index Offenses and Arrests.....3
III.	Trends in Drug Arrests6
IV.	Trends in Drug Seizures15
V.	Trends in Prosecutions for Drug Offenses.....17
VI.	Trends in Percent of Convicted Drug Offenders Sentenced to Prison.....19
VII.	Trends in Drug Treatment Admissions in MANS Region by Drug Type24
VIII.	Trends in Substance-Exposed Infants27
IX.	Summary of Drug Situation.....28
X.	Appendices.....30
	Map 1 2002 Percent of Illinois' County-level Population Covered by an Authority-funded Metropolitan Enforcement Group or Task Force.....31
	Map 2 2002 Illinois Cannabis Seizure Rates, by County32
	Map 3 2002 Illinois Cocaine Seizure Rates, by County33
	Map 4 2002 Illinois Crack Seizure Rates, by County34
	Map 5 2002 Illinois Methamphetamine Seizure Rates, by County35
	Map 6 2002 Illinois Heroin Seizure Rates, by County36
XI.	Bibliography37

LIST OF FIGURES

Figure	Page Number
Figure 1.	Violent Index Offense Rates for Participating and Non-participating Agencies in Region Covered by MANS.....3
Figure 2.	2002 Violent Index Offenses* Reported by Participating and Non-participating Agencies in Region Covered by MANS4
Figure 3.	Violent Index Arrest Rates for Participating and Non-participating Agencies in Region Covered by MANS.....5
Figure 4.	2002 Violent Index Arrests* Reported by Participating and Non-participating Agencies in Region Covered by MANS5
Figure 5.	Total Drug Arrest Rates for MANS and Participating and Non-participating Agencies in Region Covered by MANS.....7
Figure 6.	2002 Drug Arrests* Reported by Participating and Non-participating Agencies in Region Covered by MANS.....7
Figure 7.	Total 2002 Drug Arrests* Reported by Participating and Non-participating Agencies in Region Covered by MANS, by Drug Type8
Figure 8.	Drug Arrests by MANS9
Figure 9.	Percent of Total Drug Arrests Accounted for by MANS.....10
Figure 10.	Cannabis Arrests Rates in the Region Covered by MANS as Reported by Participating Agencies, Non-participating Agencies, and MANS.....11
Figure 11.	Percent of Cannabis Arrests Accounted for by MANS12

Figure 12.	Controlled Substances Arrest Rates in the Region Covered by MANS as Reported by Participating Agencies, Non-participating Agencies, and MANS.....	13
Figure 13.	Percent of Controlled Substances Arrests Accounted for by MANS	14
Figure 14.	MANS Drug Arrests for Possession versus Delivery, by Drug Type.....	14
Figure 15.	Cannabis Seized and Submitted to ISP by Grundy and Will Counties and Seized by MANS.....	15
Figure 16.	Powder and Crack Cocaine Seized and Submitted to ISP Grundy and Will and Seized by MANS.....	16
Figure 17.	Number of Felony Filings in Grundy and Will Counties.....	17
Figure 18.	Total MANS Drug Arrests and Percentage of Arrests Resulting in Prosecution	18
Figure 19.	Sentences Imposed on Felons Convicted in Grundy and Will Counties	19
Figure 20.	Sentences Imposed on Convicted MANS Drug Offenders.....	20
Figure 21.	Number of Drug Offenders Committed to IDOC by MANS and Region Covered by MANS.....	21
Figure 22.	Drug Offenders as a Percent of Total IDOC Commitments from Grundy and Will Counties	22
Figure 23.	Drug Offenders Committed to IDOC Grundy and Will Counties, by Offense Class	23
Figure 24.	Substance Abuse Treatment Admissions from Grundy and Will Counties	24
Figure 25.	Comparison of Drug Arrests by MANS and Participating and Non-participating Agencies vs. Drug Abuse Treatment Admissions Grundy and Will Counties, 2002	26
Figure 26.	Cases of Substance-Exposed Infants in Grundy and Will Counties	27
Figure 27.	Availability of Drugs in Illinois, 2000.....	28
Figure 28.	Price Per Gram in Illinois, 2000	29

EXECUTIVE SUMMARY

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

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

- In 2002, 11 local Illinois police agencies participated in MANS (a participating agency is defined as one that contributes either personnel or financial resources to MANS). Officers assigned to MANS (totaling 11 in 2002, nine from participating agencies) accounted for 1 percent of the total number of sworn police officers working for agencies participating in MANS (page 1).
- The violent Index offense rate was higher across the jurisdictions that participated in MANS than it was among the combined jurisdictions that did not participate in MANS, except 1995, when the violent Index offense rate for non-participating agencies was slightly higher than participating agencies (page 3).
- The drug arrest rate tended to be higher in the jurisdictions that participated in MANS than in those jurisdictions that did not participate in MANS. The drug arrest rate achieved by MANS, however, was significantly lower than that achieved by both the participating and non-participating agencies (page 6).
- When comparing the types of drug offenders arrested by those agencies participating in MANS, those agencies not participating, and MANS, it was found that MANS tended to target and arrest more serious drug law violators, specifically violators of the Controlled Substances Act, which tend to be felony-level offenses (pages 8 and 9).
- The majority of all drug arrests reported by MANS, 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 amount of cannabis and cocaine seized by MANS increased dramatically (pages 15 and 16).
- Between 1991 and 2002, 89 percent of all drug arrests by MANS resulted in prosecution. Of these MANS drug offender prosecutions, nearly three-quarters were for violations of the Controlled Substance Act. In addition, between 1989 and 2002, 72 percent of all drug offenders who were prosecuted as a result of MANS activity were convicted (page 18).

- In 2002, among those MANS drug offenders convicted and sentenced, prison sentences accounted for the largest proportion (65 percent), followed by jail sentences (33 percent) and probation sentences (2 percent) (page 20).
- Between 1989 and 2002, prison sentences resulting from MANS cases accounted for only 27 percent of all drug-law violators sent to prison from the region where MANS operates (page 21).
- Unlike the arrests made by the participating and non-participating agencies, the arrests made by MANS 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 Joliet Metropolitan Area Narcotics Squad (MANS) covers the Illinois counties of Grundy and Will. Combined, these counties had a 2002 total population of 598,700 – 53 percent more than in 1990. In 2002, 11 local Illinois police agencies participated in MANS. These include the Grundy County Sheriff's Office, the Will County Sheriff's Office and the following municipal police departments: Coal City, Frankfort, Joliet, Lockport, Mokena, Morris, New Lenox, Rockdale, and Romeoville. These agencies served nearly 59 percent of the population in the two-county region covered by MANS in 2002 (see Map 1 on page 31). A participating agency is defined as one that contributes either manpower or financial resources to MANS.

In addition to agencies that participate in MANS, these Illinois counties are served by 17 additional police departments that do not participate in MANS. According to the Illinois State Police, county sheriffs and local police departments, in the two-county region covered by MANS, combined, employed 1,084 full-time police officers as of Oct. 31, 2002. In comparison, there were a total of 11 officers assigned to MANS in 2002, nine of which were assigned by participating agencies and two from the Illinois State Police. Thus, the officers assigned to MANS 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 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 MANS, 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

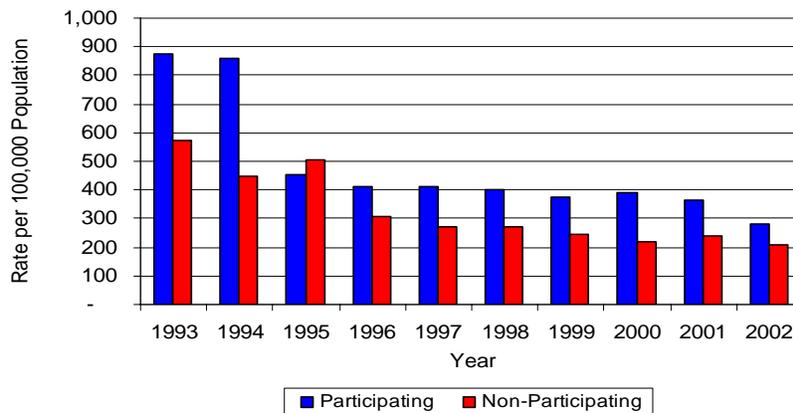
While most of Illinois' Metropolitan Enforcement Groups and drug task forces are primarily involved in drug enforcement activities, it is clear that the relationship between drugs and violence is particularly evident in a number of Illinois communities. In addition, a number of MEGs and task forces have 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 two-county region where MANS operates totaled 1,510, a 54 percent decrease from the 3,253 offenses reported in 1993. The majority (70 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 the region covered by MANS decreased 67 percent, from 773 offenses per 100,000 population in 1993 to 252 offenses per 100,000 population in 2002. Similarly, the violent Index offense rate in the participating agencies decreased 68 percent, from 874 to 283 offenses per 100,000 population, while the rate in the non-participating agencies decreased 64 percent, from 571 to 207 offenses per 100,000 population (Figure 1). Thus, the violent Index offense rate was higher across the jurisdictions that did participate in MANS than it was among the combined jurisdictions that did not participate in MANS for all of the years analyzed except 1995, when the violent Index offense rate for non-participating agencies was slightly higher than participating agencies.

Figure 1

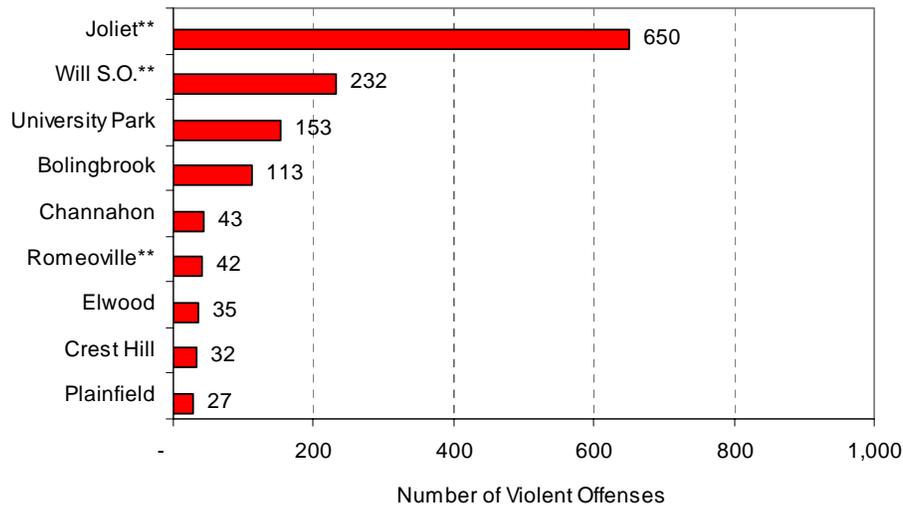
Violent Index Offense Rates for Participating and Non-participating Agencies in Region Covered by MANS



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

Across the individual local law enforcement agencies covered by MANS's jurisdiction, four agencies, the Joliet Police Department, the Will County Sheriff's Office, the Bolingbrook Police Department, and the University Park Police Department, accounted for 77 percent of all violent Index offenses reported to the police (Figure 2). Agencies reporting fewer than 25 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 24 offenses per 100,000 population in Frankfort to 2,189 violent Index offenses per 100,000 population in University Park.

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



Source: Illinois State Police

*Agencies reporting 25 or more violent offenses

**Agencies participating in MANS

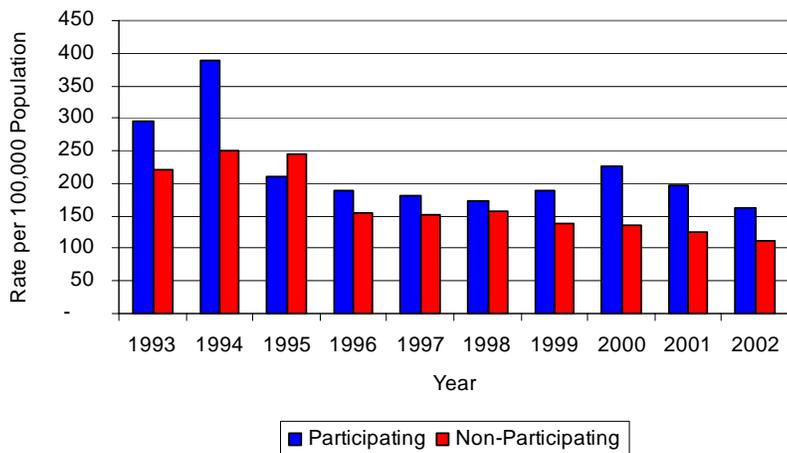
An indicator of the workload that law enforcement agencies place on other components of the justice system is the number of arrests made by police, including those for violent and property Index offenses and drug offenses. Unlike offenses, which are what police must respond to, arrests represent those 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 MANS decreased 26 percent, from 1142 to 846. As with reported violent Index offenses, the majority (82 percent) of violent Index arrests were for aggravated assaults, followed by robberies (12 percent).

During the period analyzed, the violent Index arrest rate for the region covered by MANS decreased 48 percent, from 271 offenses per 100,000 population in 1993 to 141 arrests per 100,000 population in 2003. Similarly, the violent Index arrest rate in the participating agencies decreased 45 percent, from 297 to 162 offenses per 100,000 population, while the rate in the non-participating agencies decreased 50 percent, from 221 to 111 offenses per 100,000 population (Figure 3).

Figure 3

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

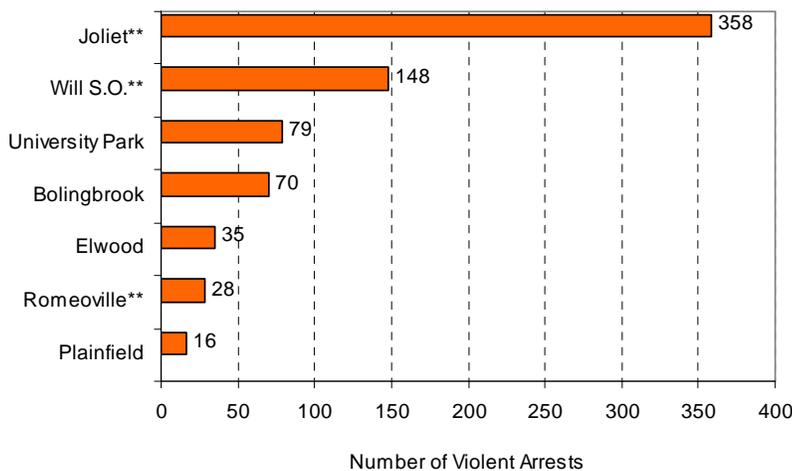


Source: ICJIA calculations using Illinois State Police and U.S. Census data

Similar to the number of violent Index offenses, the majority (78 percent) of arrests for violent Index offenses occurring in the two-county region covered by MANS were made by four agencies. Agencies reporting fewer than 15 arrests for violent Index offenses in 2002 are excluded from Figure 4. Of the 843 violent Index arrests made in 2002, the Joliet Police Department accounted for the largest proportion (42 percent), followed by the Will County Sheriff's Office (18 percent), the University Park Police Department (9 percent), the Bolingbrook Police Department (8 percent), the Elwood Police Department (4 percent), the Romeoville Police Department (3 percent), and the Plainfield Police Department (2 percent) (Figure 4).

Figure 4

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



Source: Illinois State Police

*Agencies reporting 15 or more violent arrests
**Agencies participating in MANS

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.

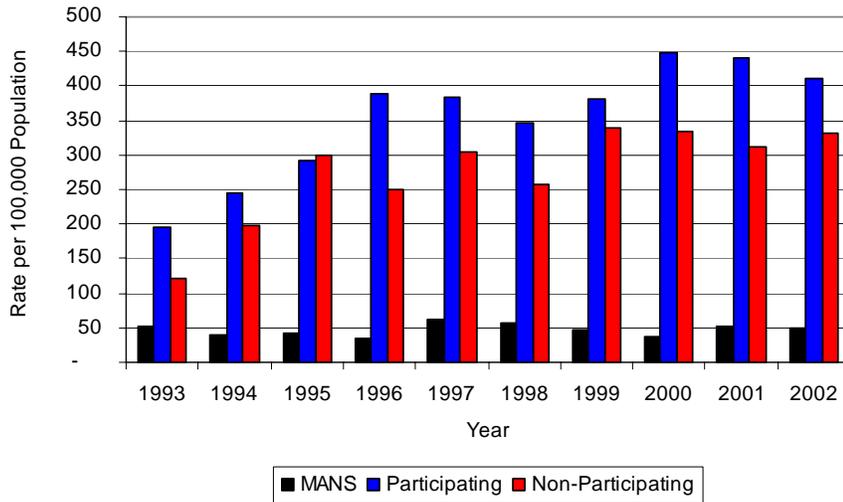
The majority of drug offenses in Illinois are violations of either the *Cannabis Control Act* – which prohibits the possession, sale and cultivation of marijuana – or the *Controlled Substances Act* – which prohibits the possession, sale, distribution or manufacture of all other illegal drugs, such as 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 MANS reported 2,267 arrests for drug law violations, more than triple the number in 1993 (717 arrests). Every year between 1993 and 2002 arrests for violations of Illinois' Cannabis Control Act out-numbered arrests for violations of the Controlled Substances Act in Grundy and Will counties, combined. During the same period, the number of arrests for violations of the Cannabis Control Act in these two counties combined increased significantly, from 453 to 1,562, while arrests for violations of the Controlled Substances Act more than doubled, from 264 to 705. In addition, arrests for violations of the Drug Paraphernalia Control Act, enacted in 1993, increased dramatically, from eight in 1993 to 707 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 MANS 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 MANS more than doubled, from 170 arrests per 100,000 population in 1993 to 379 arrests per 100,000 population in 2002. Similarly, the drug arrest rate in the participating and non-participating agencies also more than doubled, from 195 to 411 arrests per 100,000 population and 121 to 332 arrests per 100,000 population, respectively. The arrest rate for MANS, on the other hand, decreased 5 percent, from 52 to 50 arrests per 100,000 population (Figure 5). Thus, the drug arrest rate tended to be higher collectively in the jurisdictions that participated in MANS than in those jurisdictions that did not participate in MANS.

Figure 5

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

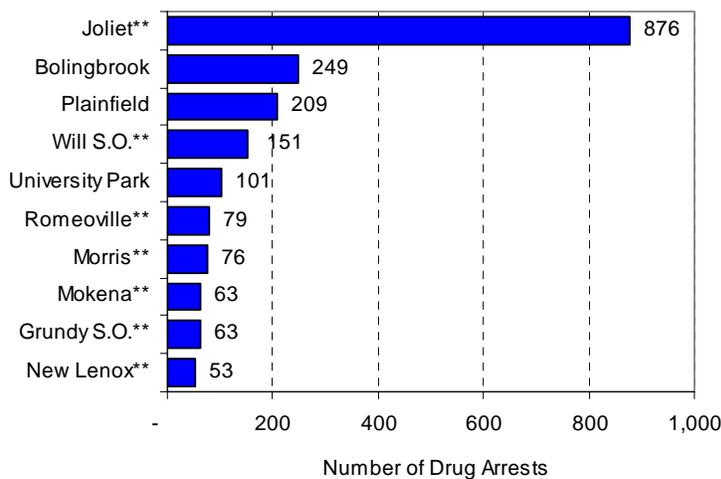


Source: ICJIA calculations using Illinois State Police and U.S. Census data

Across the individual local law enforcement agencies in the region covered by MANS, the number of total drug arrests ranged from zero to 876. Of the 2,245 drug arrests made during 2002 in the two-county region, four agencies accounted for 66 percent of these drug arrests. Agencies reporting fewer than 50 drug arrests in 2002 are excluded from Figure 6. Among the ten agencies with the highest number of drug arrests during 2002, seven participated in MANS.

Figure 6

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



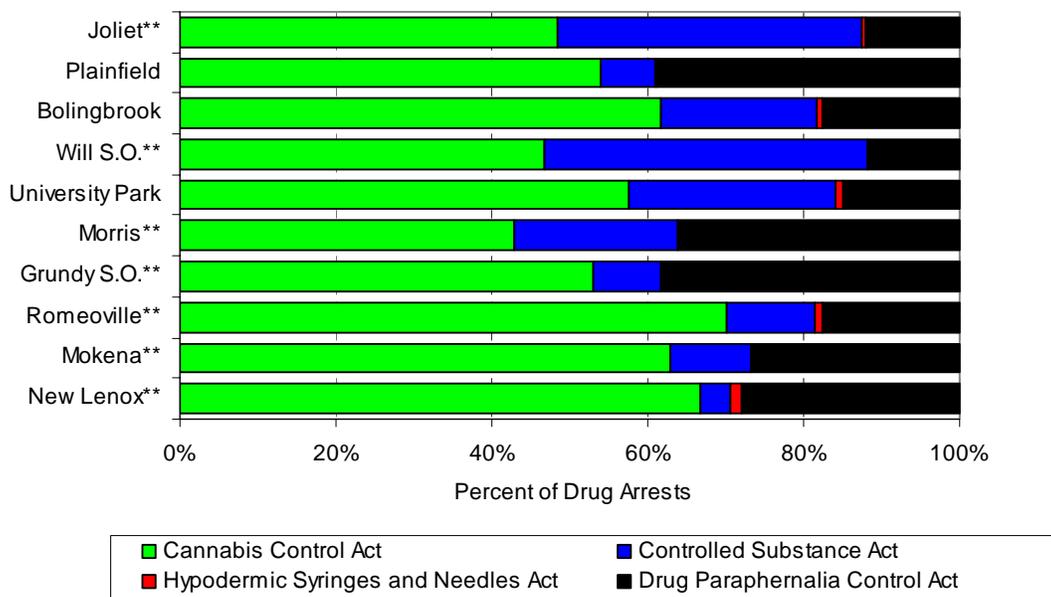
Source: Illinois State Police

*Agencies reporting 50 or more drug arrests

**Agencies participating in MANS

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

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



Source: Illinois State Police

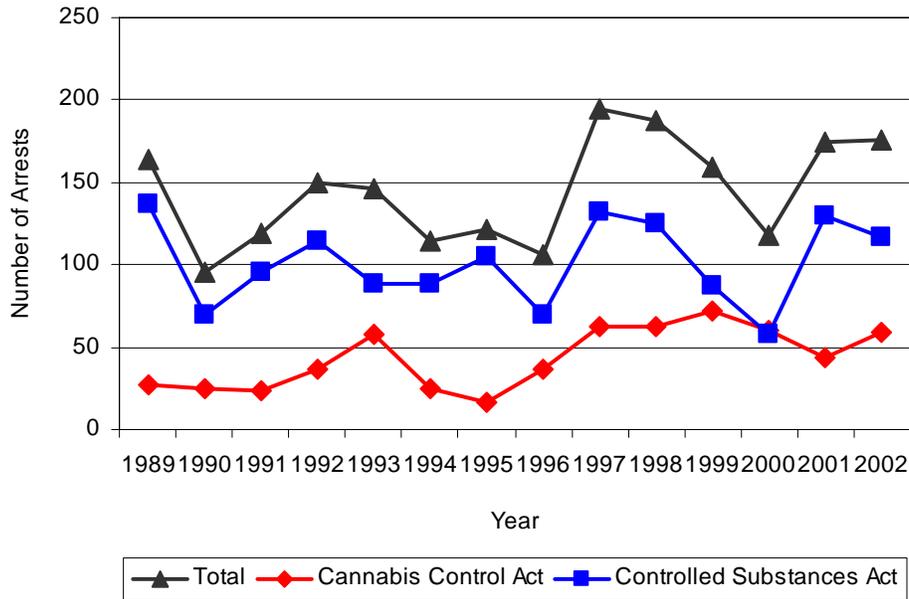
*Agencies reporting 50 or more drug arrests
 **Agencies participating in MANS

Between 1993 and 2002, the number of combined cannabis and controlled substances arrests made by MANS increased 21 percent, from 146 to 176 (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 MANS throughout most of the period analyzed. During the period analyzed, the number of MANS arrests for violations of the Cannabis Control Act increased slightly, from 58 to 59, while arrests for violations of the Controlled Substances Act barely increased 33 percent, from 88 in 1993 to 117 in 2002 (Figure 8).

Between 1993 and 2002, the proportion of drug arrests accounted for by violations of the Controlled Substances Act decreased for participating agencies, but increased across non-participating agencies as well as MANS. In 2002, arrests for violations of the Controlled Substances Act accounted for 37 percent of the drug arrests made in the participating agencies, compared to 42 percent in 1993. During the period analyzed, the proportion of controlled substances arrests made by MANS increased from 60 percent to 66 percent. Between 1993 and 2002, the proportion of controlled substances arrests made by non-participating agencies increased slightly, from 20 percent to 21 percent. Thus, drug arrests by MANS were more likely than the 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 MANS 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.

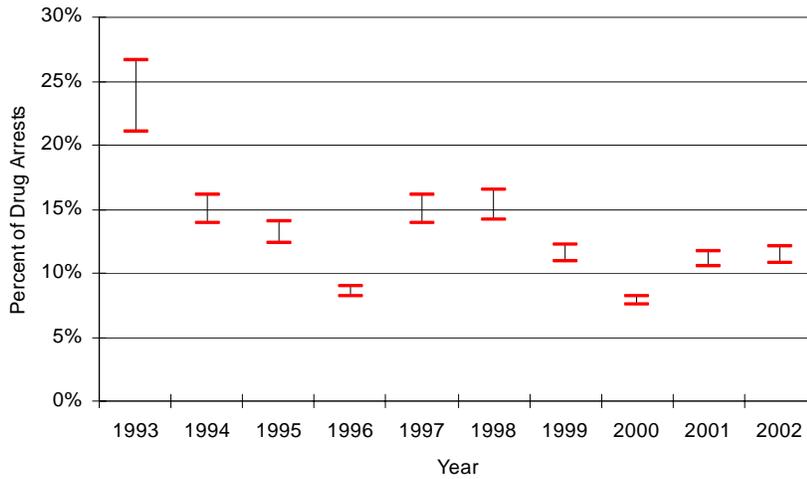
Figure 8
Drug Arrests by MANS



Source: MANS

The data presented below represent the percent of total drug arrests made by agencies participating in MANS accounted for by MANS. 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 MANS arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the MANS arrests are included in the local UCR submissions. It is estimated that the proportion of all drug arrests across participating agencies accounted for by MANS was between 21 to 27 percent in 1993, but decreased to between 11 to 12 percent in 2002. Thus, while officers assigned to MANS accounted for a small proportion of total officers in the region, they have also accounted for a decreasing proportion of the drug arrests in the region.

Figure 9
Percent of Total Drug Arrests
Accounted for by MANS

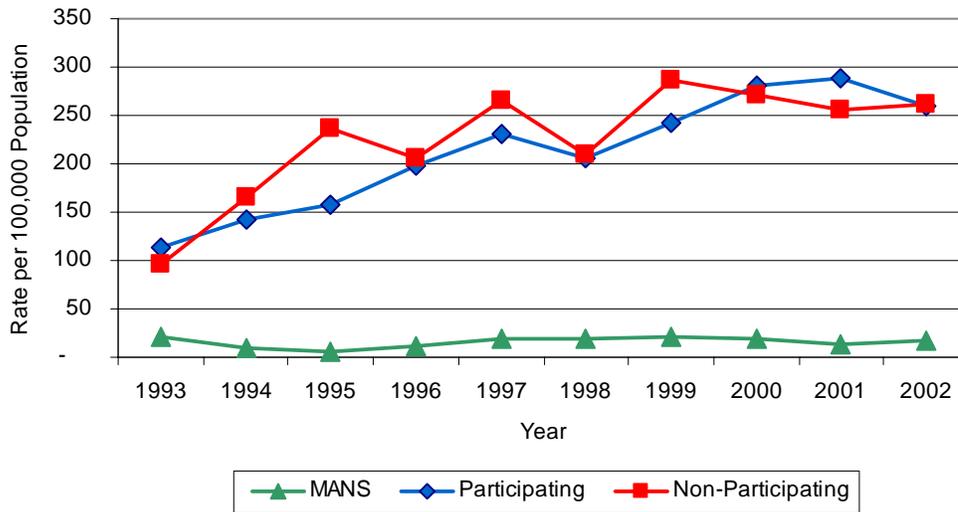


Source: ICJIA calculations using Illinois State Police and MANS data

The number of arrests for violations of Illinois' Cannabis Control Act in Grundy and Will counties totaled 1,562 in 2002, more than triple the 453 arrests made for cannabis violations in 1993. Between 1993 and 2002, the proportion of all drug arrests accounted for by violations of the Cannabis Control Act in the two-county region remained relatively stable, increasing from 63 percent to 69 percent. Agencies not participating in MANS accounted for the largest portion (79 percent) of the total number of arrests for cannabis violations. MANS reported a total of 59 arrests for cannabis violations in 2002, 34 percent of the unit's drug arrests.

During the period analyzed, the cannabis arrest rate for the region covered by MANS more than doubled, from 108 arrests per 100,000 population in 1993 to 261 arrests per 100,000 population in 2002. The cannabis arrest rate in the participating agencies more than doubled, from 113 to 260 arrests per 100,000 population, while the arrest rate in the non-participating agencies almost tripled from 96 to 262 arrests per 100,000 population. The cannabis arrest rate for MANS decreased 20 percent, from 21 to 17 arrests per 100,000 population (Figure 10).

Figure 10
Cannabis Arrests Rates in the Region Covered
by MANS as Reported by Participating Agencies,
Non-participating Agencies, and MANS

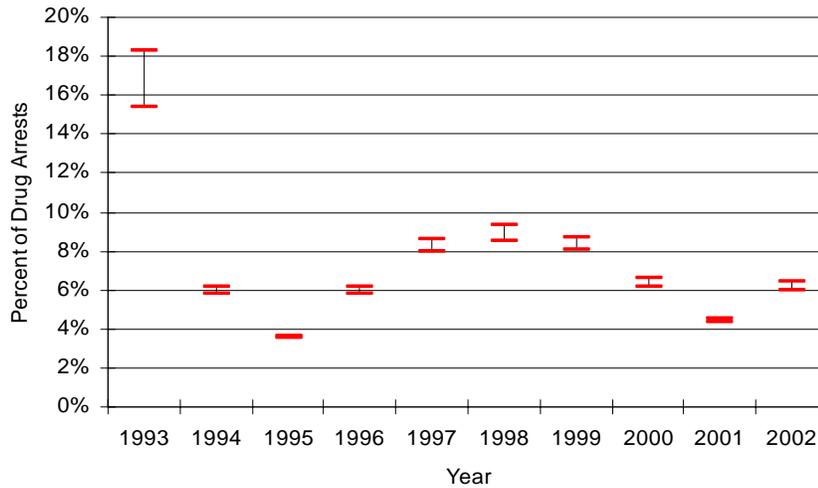


Source: ICJIA calculations using Illinois State Police and U.S. Census Bureau data

The data presented in Figure 11 represent the percent of cannabis arrests made by agencies participating in MANS accounted for by MANS. 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 MANS arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the MANS arrests are included in the local UCR submissions. It is estimated that the proportion of cannabis arrests across participating agencies accounted for by MANS was between 15 to 18 percent in 1993, but decreased to 6 percent in 2002.

Figure 11

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



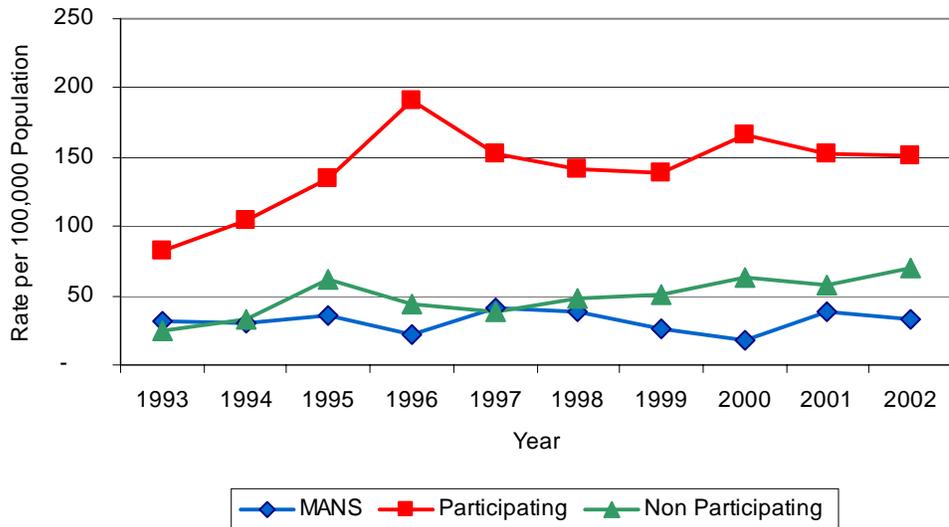
Source: ICJIA calculations using
Illinois State Police and MANS data

In Grundy and Will counties, the number of arrests for violations of Illinois' Controlled Substances Act more than doubled between 1993 and 2002, from 264 to 705. Between 1993 and 2002, the proportion of all drug arrests accounted for by violations of the Controlled Substances Act in the two-county region decreased from 37 percent to 31 percent. In 2002, MANS reported 117 arrests for controlled substance violations, 66 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 MANS increased 88 percent, from 63 to 118 arrests per 100,000 population (Figure 12). The controlled substances arrest rate in the participating agencies increased 84 percent, from 82 to 151 arrests per 100,000 population, while the arrest rate in the non-participating agencies nearly tripled, from 24 to 70 arrests per 100,000 population. The controlled substances arrest rate for MANS increased 5 percent, from 31 to 33 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

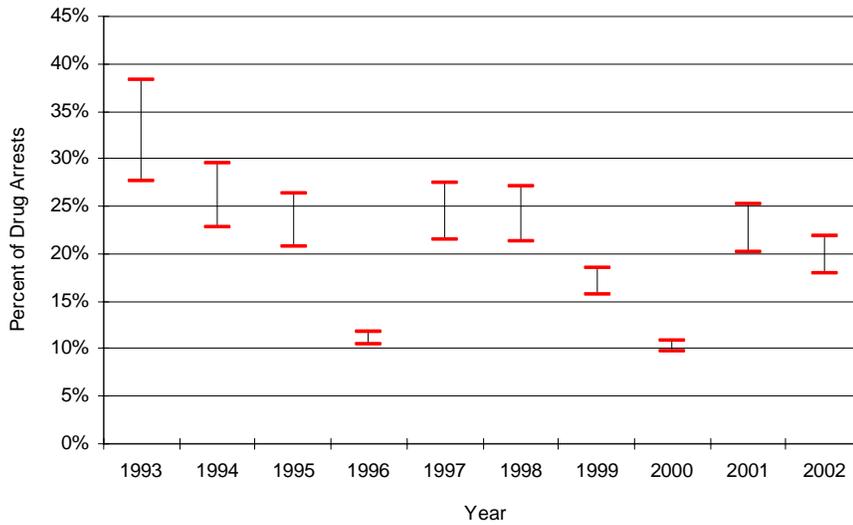
Controlled Substances Arrest Rates in the Region Covered by MANS as Reported by Participating Agencies, Non-participating Agencies, and MANS



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

The data presented in Figure 13 represent the percent of controlled substances arrests made by agencies participating in MANS accounted for by MANS. 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 MANS arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the MANS arrests are included in the local UCR submissions. It is estimated that the proportion of controlled substances arrests across participating agencies accounted for by MANS was between 28 to 38 percent in 1993, but decreased to between 18 to 22 percent in 2002.

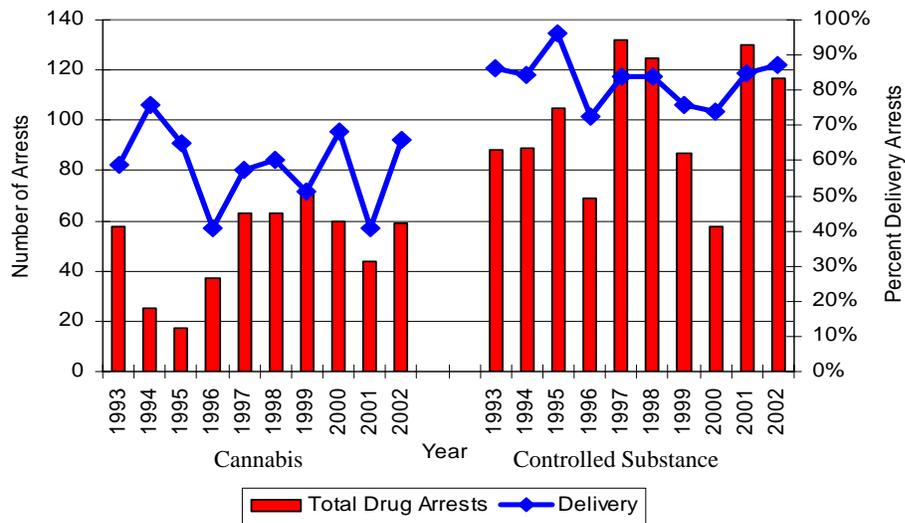
Figure 13
Percent of Controlled Substances Arrests Accounted for by MANS



Source: ICJIA calculations using Illinois state Police and MANS data

Although the majority of all drug arrests reported by MANS are for delivery, the proportion of delivery arrests for both cannabis and controlled substances arrests have declined, during the period analyzed. Between 1993 and 2002, the number of drug delivery arrests made by MANS increased, from 110 to 141. Arrests for drug delivery accounted for three-quarters of all drug arrests made by MANS 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 58 percent of all arrests for violations of the Cannabis Act.

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



Source: ICJIA calculations using Illinois State Police and MANS data

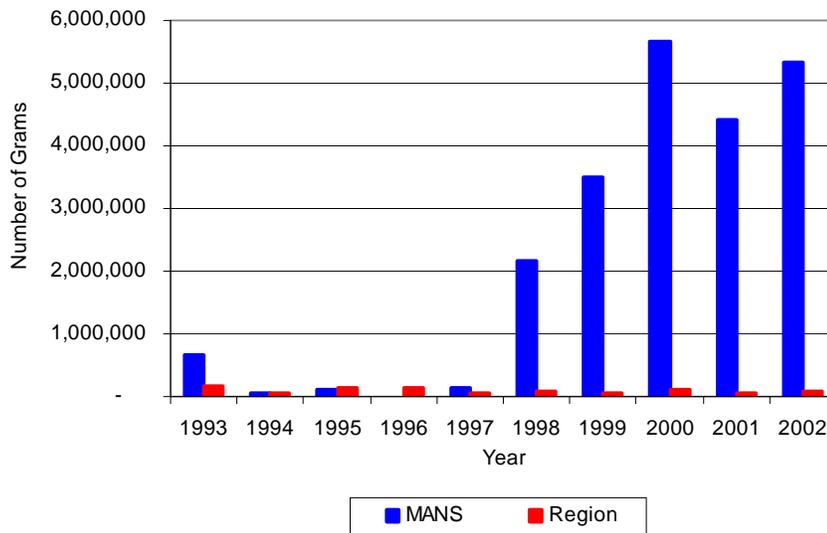
IV. Trends in Drug Seizures

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 Grundy and Will counties as well as the quantities of drugs seized by MANS. It is important to note, however, that while MANS 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 two-county region covered by MANS. The quantity of cannabis seized and submitted by law enforcement agencies in Grundy and Will counties decreased 49 percent, from 176,652 grams in 1993 to 90,701 grams in 2002. Although the quantity of cannabis seized by MANS increased between 1993 and 2002, from 657,435 grams to 5,325,267 grams, there has been a dramatic increase since 1997 (Figure 15). In 2002, MANS's cannabis seizure rate of 1,501,107 grams per 100,000 population was significantly higher than both the statewide cannabis seizure rate of 19,437 grams per 100,000 population and the seizure rate of 15,150 grams per 100,000 population in the two-county region covered by MANS (Map 2).

Figure 15

Cannabis Seized and Submitted to ISP by Will and Grundy Counties and Seized by MANS

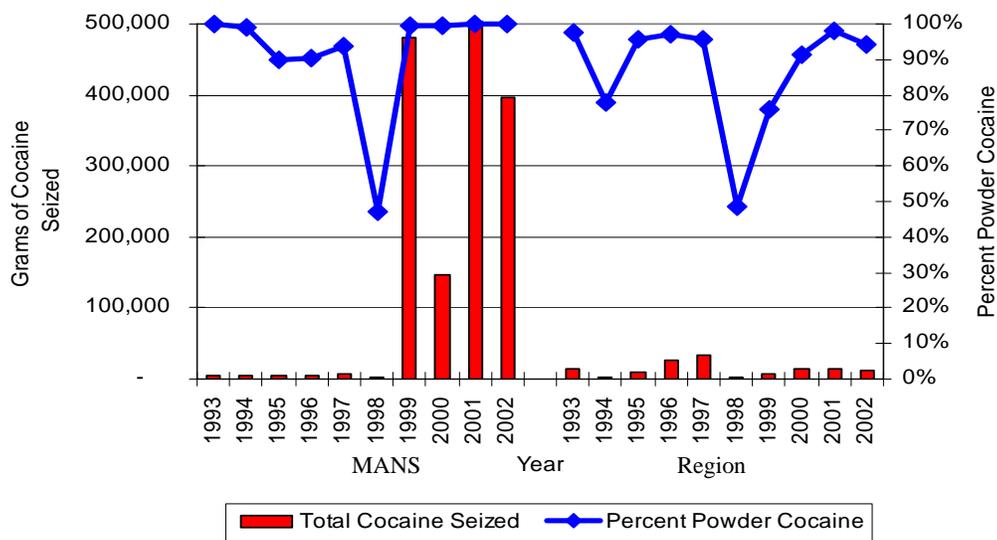


Source: Illinois State Police and MANS

Between 1993 and 2002, a combination of crack and powder cocaine has accounted for a small proportion of drugs seized in the two-county region covered by MANS. However, the quantity of cocaine seized and submitted by law enforcement agencies Grundy and Will counties decreased, from 13,302 grams in 1993 to 12,537 grams in 2002. Between 1993 and 2002, the quantity of cocaine seized by MANS increased dramatically, from 5,287 grams to 396,280 grams, while reaching a period high of 680,263 grams seized in 2001 (Maps 3 and 4).

The proportion of all cocaine seized by MANS accounted for by powder cocaine remained relatively stable between 1993 and 2002, with the exception of 1998, whereas local seizures revealed a bit more variation. For MANS, powder cocaine accounted for the largest proportion of total cocaine seizures during most of the period analyzed, accounting for 92 percent of cocaine seized during the period. Although the proportion of powder cocaine seized in the two-county region covered by MANS decreased from 98 percent in 1993 to 94 percent in 2002, powder cocaine accounted for 87 percent of all cocaine seized in the region (Figure 16). In 2002, MANS' cocaine seizure rate of 111,705 grams per 100,000 population was dramatically higher than the cocaine seizure rate of 2,094 grams per 100,000 population in the two-county region covered by MANS, which was significantly lower than the statewide cocaine seizure rate of 21,891grams per 100,000 population.

Figure 16
Powder and Crack Cocaine Seized and Submitted to ISP by Will and Grundy Counties and Seized by MANS



Source: Illinois State Police and MANS

The total quantity of illegal drugs seized and submitted by law enforcement agencies in Grundy and Will counties decreased between 1993 and 2002, from 190,556 grams to 104,271 grams. On the other hand, the total quantity of illegal drugs seized by MANS has increased nearly nine-fold, from 663,445 grams in 1993 to 5,731,993 grams in 2002.

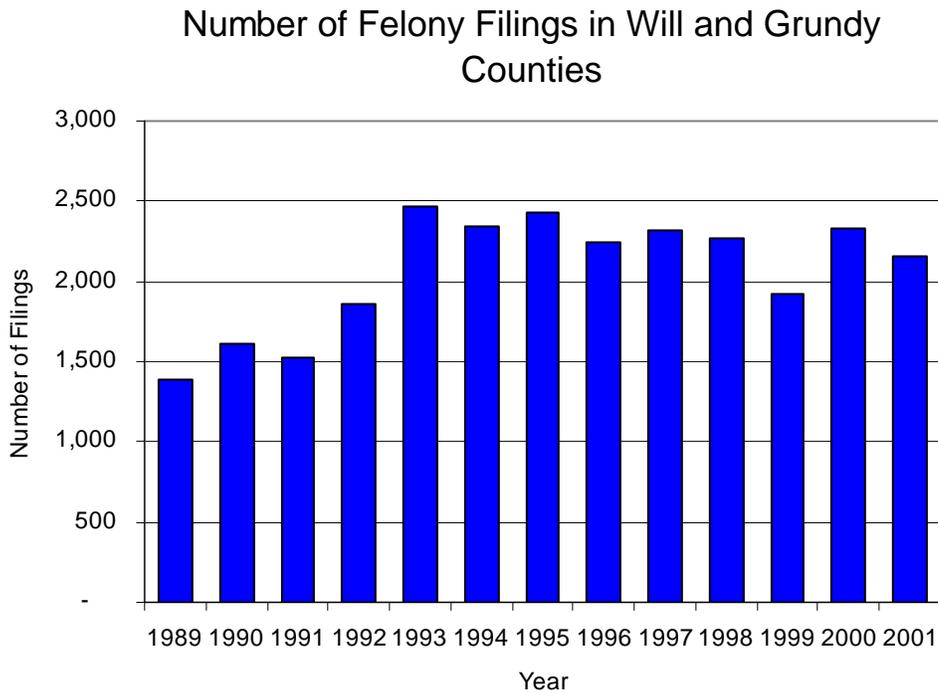
During the period, methamphetamine seizures accounted for a relatively small proportion of total drugs seized and submitted by law enforcement agencies in Grundy and Will counties and seized by MANS. Between 1993 and 1998, there were no reported methamphetamine seizures by MANS. However, in 2002, 9,886 grams of methamphetamine were seized by MANS. On the other hand, between 1996 and 2002, there were 134 grams of methamphetamine seized by law enforcement agencies in Grundy and Will counties. In 2002, MANS had a methamphetamine seizure rate of 2,787 grams per 100,000 population, significantly higher than the statewide seizure rate of 222 grams per 100,000 population in 2002 (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 two-county region covered by MANS increased 55 percent, from 1,389 to 2,155 (Figure 17).

Figure 17

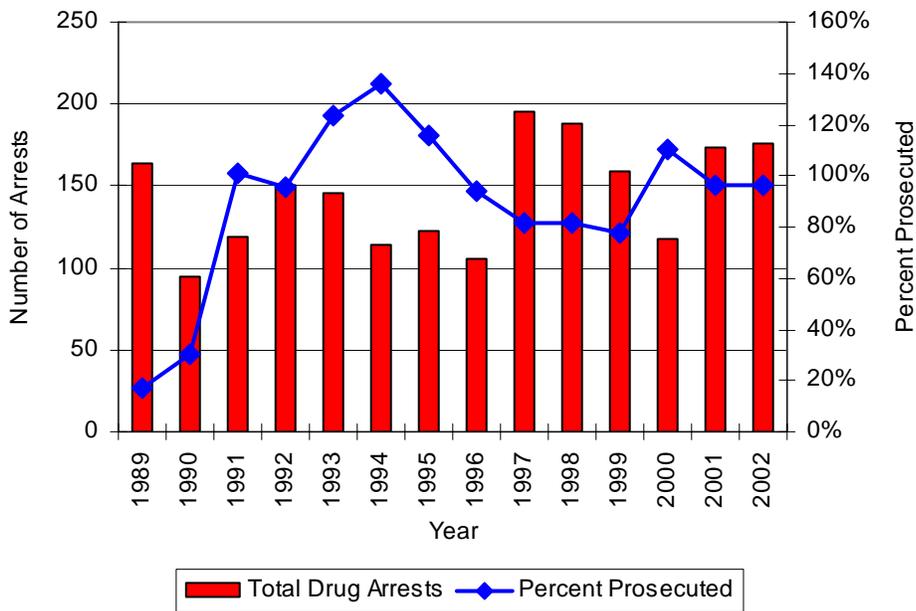


Source: Administrative Office of the Illinois Courts

Between 1989 and 2002, there were 1,801 drug prosecutions initiated as a result of MANS arrests in Grundy and Will counties. During this time, the number of MANS drug arrests slightly increased, from 164 arrests in 1989 to 176 arrests in 2002 (Figure 18). Between 1989 and 2002, 89 percent of all drug arrests by MANS resulted in prosecution. Nearly three-quarters of MANS 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 MANS Drug Arrests and Percentage of Arrests Resulting in Prosecution



Source: MANS

Between 1989 and 2002, 72 percent (1,297) of the 1,801 drug offenders who were prosecuted as a result of MANS activity were convicted. Convictions for controlled substances accounted for 77 percent of all MANS initiated convictions during the period analyzed.

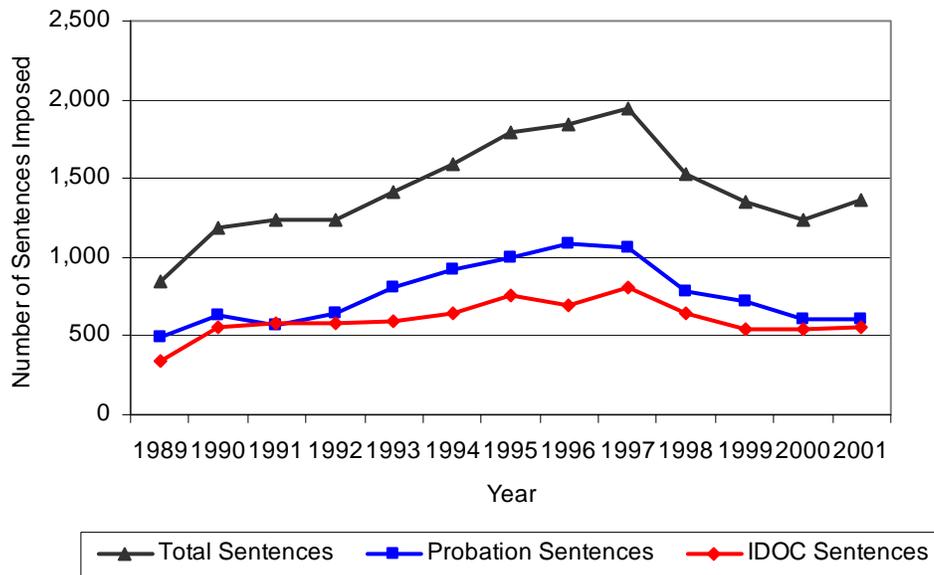
VI. Trends in Percent of Convicted Drug Offenders Sentenced to Prison

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 two-county region covered by MANS increased 62 percent, from 842 to 1360. Although the number of convicted felons sentenced to the Illinois Department of Corrections (IDOC) increased between 1989 and 2001, from 345 to 557, the proportion of felons sentenced to IDOC remained at 41 percent of total felony sentences. In 2001, 612 probation sentences were imposed on convicted felons, 24 percent more than in 1989 (Figure 19). As a result, the proportion of felons sentenced to probation decreased from 59 percent in 1989 to 45 percent in 2001. Sentences other than prison or probation account for the remaining 14 percent of felony sentences imposed in 2001.

Figure 19

Sentences Imposed on Felons Convicted in Will and Grundy Counties

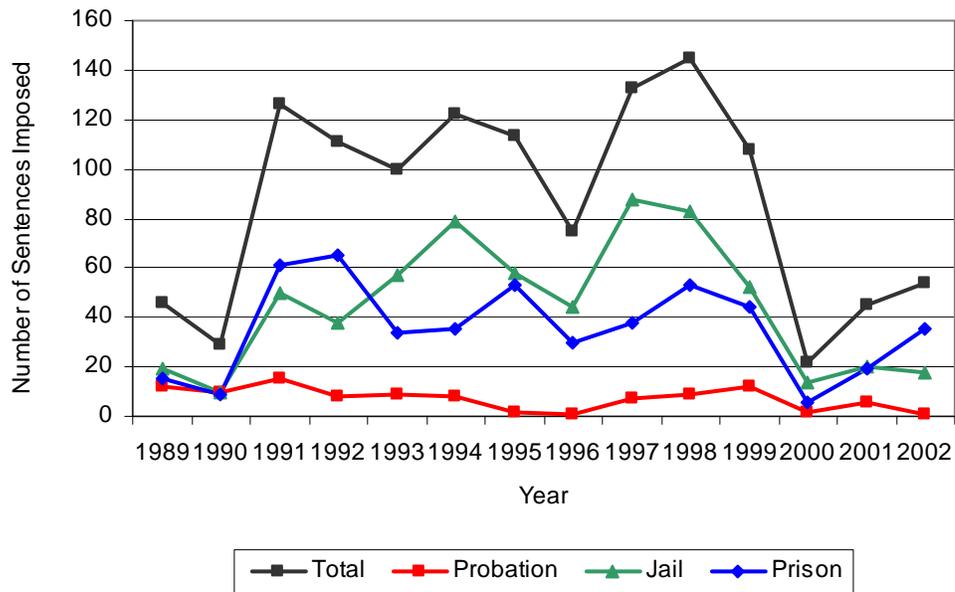


Source: Administrative Office of the Illinois Courts

Between 1989 and 2002, the number of MANS drug offenders convicted and sentenced increased from 28 to 170. During the period analyzed, the number of convicted MANS drug offenders sentenced to probation decreased from 12 in 1989 to one in 2002. During the same time period, the number of convicted MANS drug offenders sentenced to jail slightly decreased from 19 to 18, while the number of drug offenders sentenced to prison increased from 15 to 35 (Figure 20). In 2002, among those MANS drug offenders convicted and sentenced, prison sentences accounted for the largest proportion (65 percent), followed by jail sentences (33 percent) and probation sentences (2 percent).

Figure 20

Sentences Imposed on Convicted MANS Drug Offenders

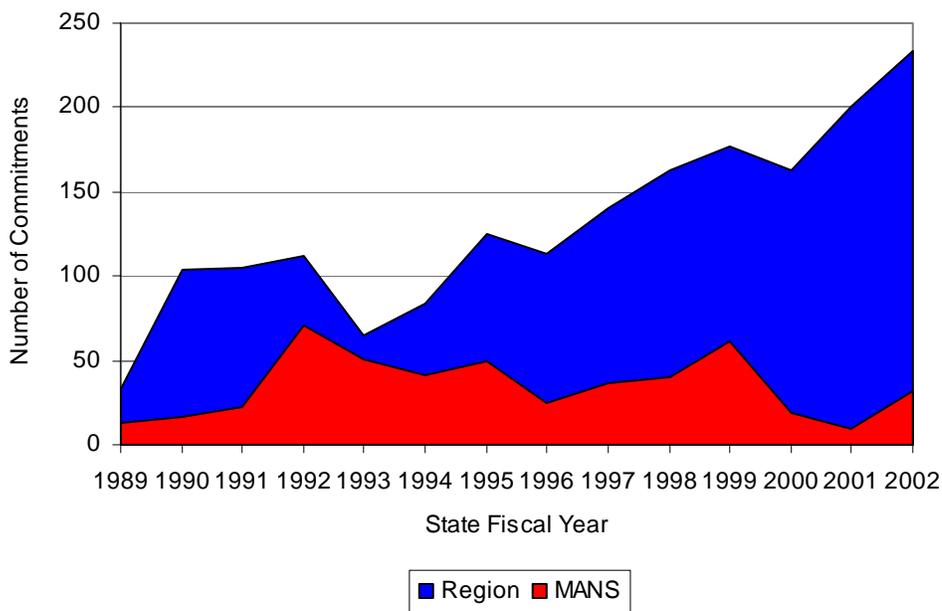


Source: MANS

Between state fiscal years¹ 1989 and 2002, the number of new court commitments to IDOC's Adult Division for drug offenses from the two-county region covered by MANS increased significantly, from 33 to 233. The number of drug offender admissions by MANS also increased from 13 to 32 between 1989 and 2002 (Figure 21). Thus, during the period analyzed, prison sentences resulting from MANS cases accounted for 27 percent of all drug-law violators sentenced to prison from the region where MANS operates.

Figure 21

Number of Drug Offenders Committed to IDOC by MANS and Region Covered by MANS



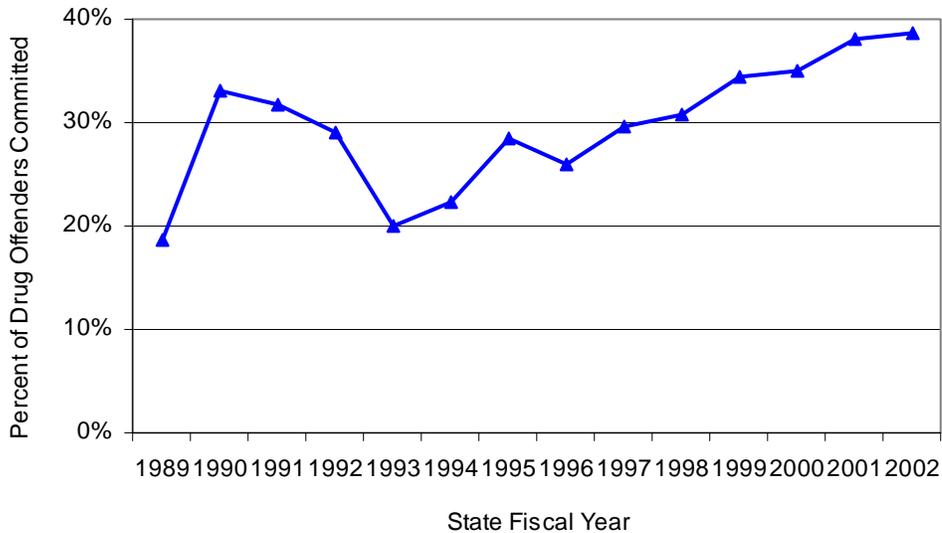
Source: Illinois Department of Corrections and MANS

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, drug offenders accounted for an increasing proportion of adults convicted and sentenced to prison from Grundy and Will counties. In 1989, drug offenses accounted for 19 percent of all commitments to IDOC, compared to 39 percent in 2002 (Figure 22).

Figure 22

**Drug Offenders as a Percent of Total IDOC Commitments
from Will and Grundy Counties**

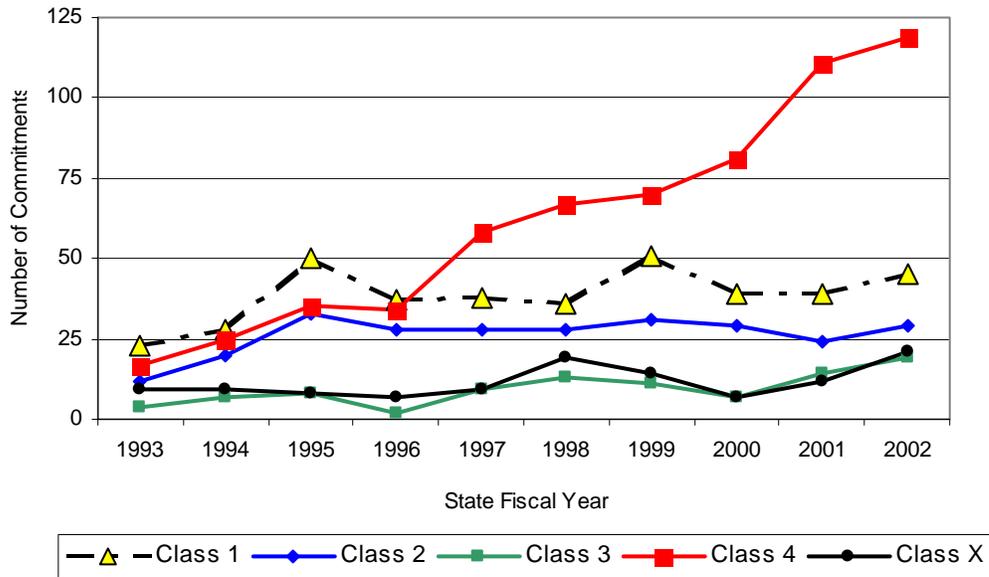


Source: Illinois Department of Corrections

Penalties for drug offenses were also examined between 1993 and 2002. Class 4 felonies accounted for the largest proportion (42 percent) of sentences to IDOC for drug offenses, followed by Class 1 felonies (26 percent), Class 2 felonies (18 percent) and Class X felonies (8 percent) and Class 3 felonies (6 percent). Between 1993 and 2002, the number of Class 4 felony sentences significantly increased, from 17 to 119, while Class 3 felony sentences similarly increased significantly, from four to 19. Class 1 felony sentences nearly doubled, from 23 to 45, Class 2 felony sentences more than doubled, from 12 to 29, and Class X felony sentences increased from nine to 21 during the period analyzed (Figure 23).

Figure 23

**Drug Offenders Committed to IDOC from
Will and Grundy 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 slightly, from 2.4 years in 1993 to 1.9 years in 2002. Similarly, Class X felonies decreased 28 percent, from 9.9 to 7.1 years, while the mean sentence length for Class 2 felonies remained unchanged at 4.3 years. Class 1 felonies increased 21 percent during the period analyzed, from 4.7 to 5.7 years, while the mean sentence for a Class 3 felonies increased 4 percent, from 3.0 years in 1993 to 3.1 years in 2002.

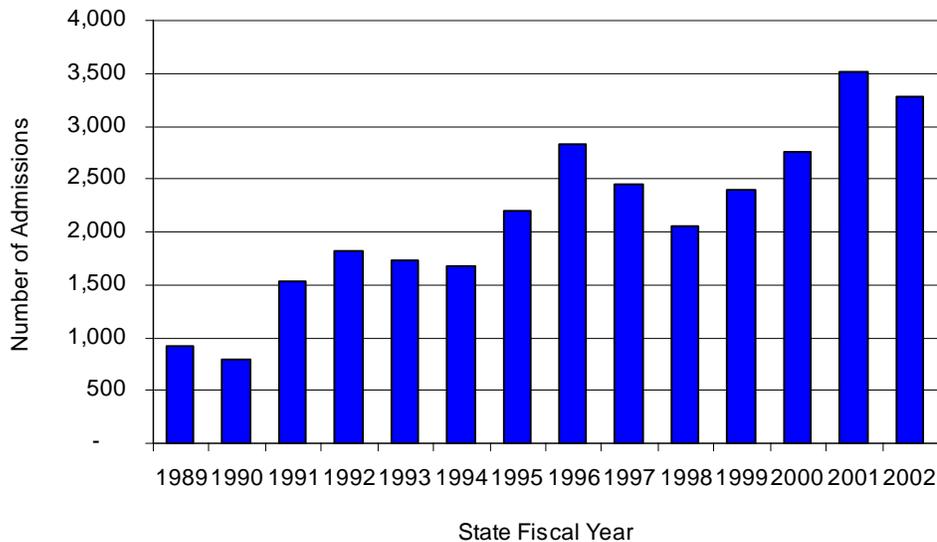
VII. Trends in Drug Treatment Admissions in MANS Region by Drug Type

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

In state fiscal year 2002, OASA reported 3,287 admissions for alcohol or drug abuse treatment from Grundy and Will counties, nearly four times the 827 admissions in 1989 (Figure 24). Among the 3,287 admissions to substance abuse treatment in state fiscal year 2002, 38 percent (1,241) reported alcohol as their primary substance of abuse, while abuse of illicit substances accounted for more than one-half (56 percent) and less than 1 percent reported no primary substance of abuse.

Figure 24

Substance Abuse Treatment Admissions from Will and Grundy Counties



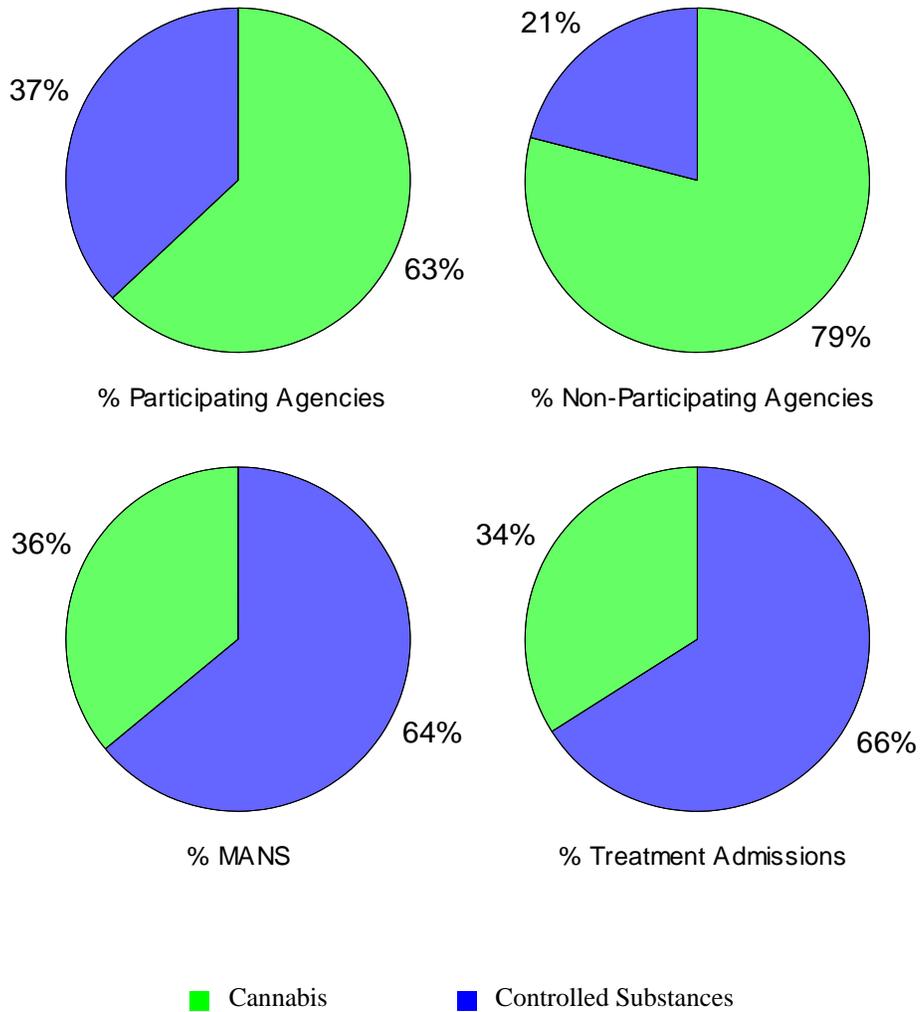
Source: Illinois Department of Human Services' Office of Alcoholism and Substance Abuse

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 MANS 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 MANS accounted for by drugs other than marijuana (Controlled Substances Act offenses) was very close to the proportion of drug treatment admissions from the covered region accounted for by these substances. Thus, there is considerable convergence between the drugs involved in MANS arrests and treatment admissions. On the other hand, the majority of arrests by local police departments (including those participating in MANS 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 MANS and Participating and Non-participating Agencies vs. Drug Abuse Treatment Admissions in Grundy and Will Counties, 2002



Source: Illinois Department of Human Service's Office of Alcoholism and Substance Abuse and WCITF

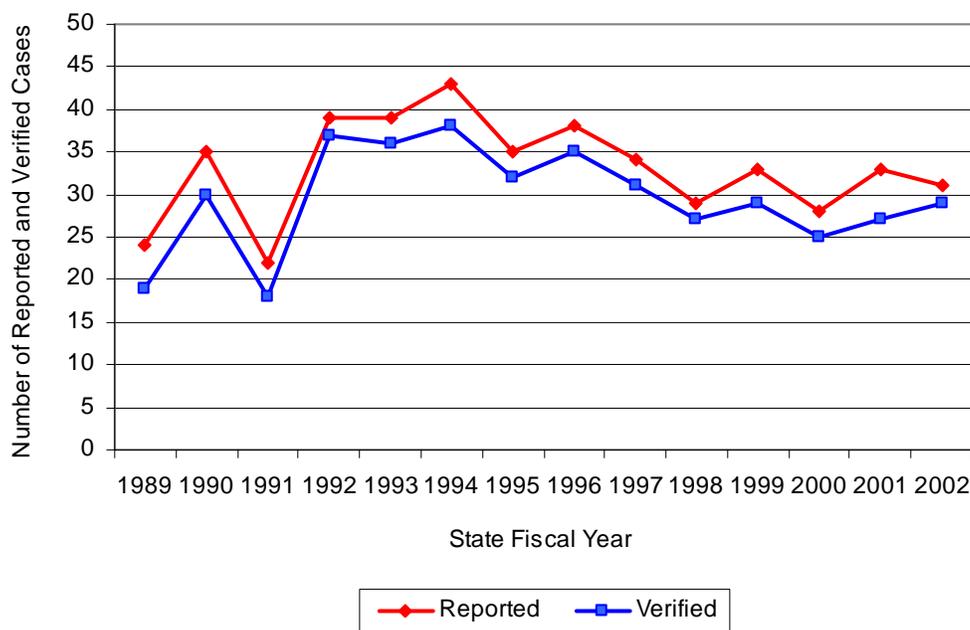
VIII. Trends in Substance-Exposed Infants

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 two-county region covered by MANS increased from 24 to 31. Between state fiscal years 1989 and 2002, 413 cases, or 89 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 MANS region also increased between 1989 and 2002 from 19 to 29 (Figure 26).

Figure 26

Cases of Substance-Exposed Infants in Will and Grundy Counties



Source; Illinois Department of Children and Family Services

IX. Summary of Drug Situation

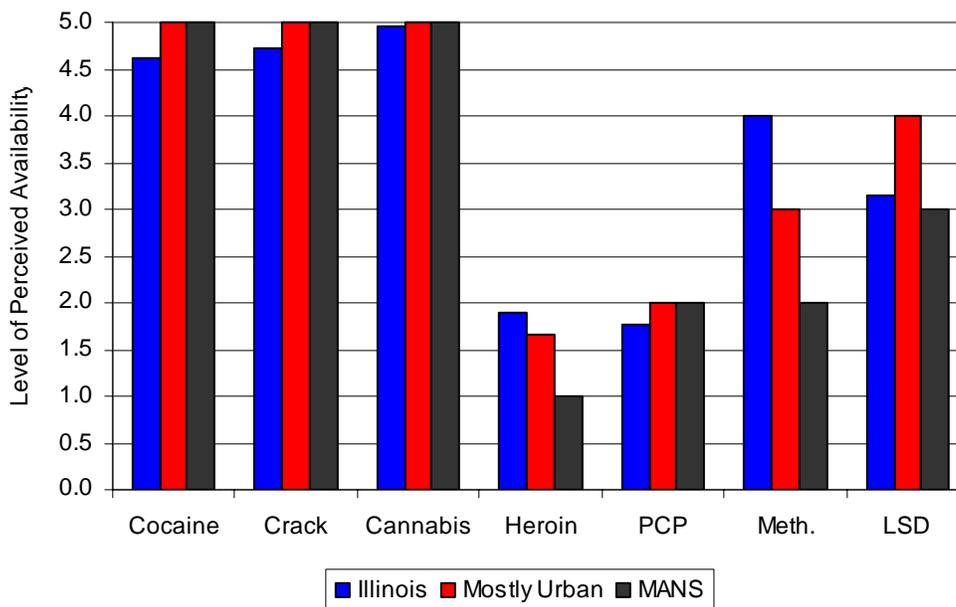
Although the distribution of illegal drugs is difficult to measure precisely, data obtained from criminal justice sources can be helpful in estimating drug availability. Information from a recent survey of Illinois drug enforcement units, as well as the most up-to-date data available on drug price, are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

The Authority periodically conducts a survey of each MEG and task force in Illinois to gauge the perceived availability of drugs in the areas they cover. 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 2000 MANS 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 heroin and methamphetamine decreased slightly since the 1998 survey in the two-county region covered by MANS and throughout other mostly urban MEGs and task forces, while remaining unchanged across Illinois. Whereas PCP remained unchanged across Illinois, as well as mostly urban MEGs and task forces, there was a slight increase of availability in the two-county region covered by MANS. Also, although moderately available across all regions, the availability of LSD appears to have decreased across Illinois and the two-county region covered by MANS, while remaining unchanged among other mostly urban MEGs and task forces (Figure 27).

Figure 27

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

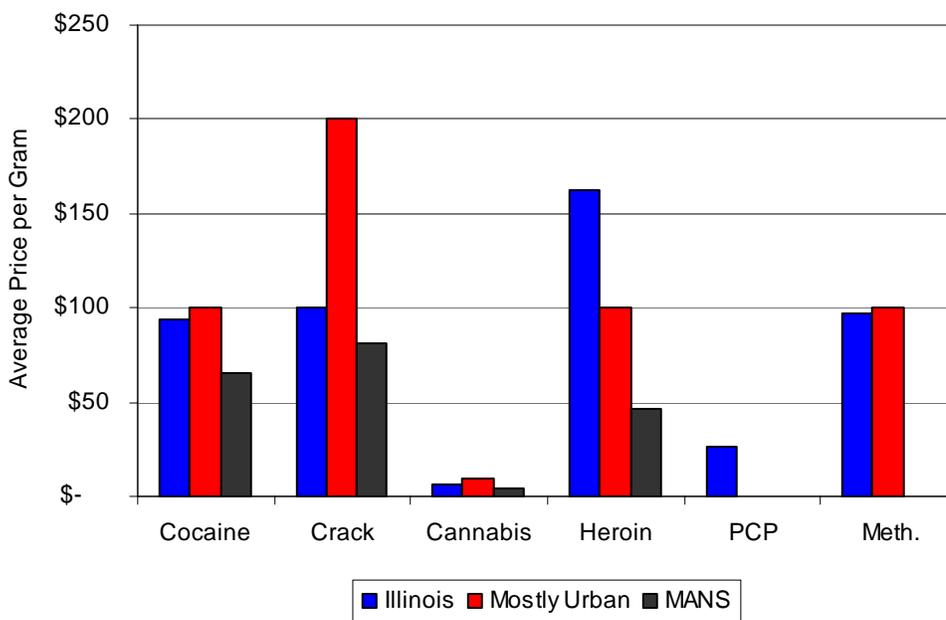


Source: Authority survey of Illinois MEGs and task forces

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, cannabis, and methamphetamine appear to be relatively stable across all regions surveyed in 2000, while prices for crack and heroin appear to vary somewhat across Illinois. The average price of cocaine, crack, and heroin in the region covered by MANS decreased between 1998 and 2000, while it remained the same in regions covered by mostly urban MEGs and task forces. The 2000 average price of crack in the region covered by MANS was reported as \$200 per gram, higher than the price of \$100 across Illinois and the price of \$81 per gram reported by all mostly urban MEGs and task forces (Figure 28). Also, the average price of heroin reported across Illinois was \$162 per gram, compared to \$100 per gram reported by MANS and \$46 per gram reported by all mostly urban MEGs and task forces.

Figure 28
Price Per Gram in Illinois, 2000

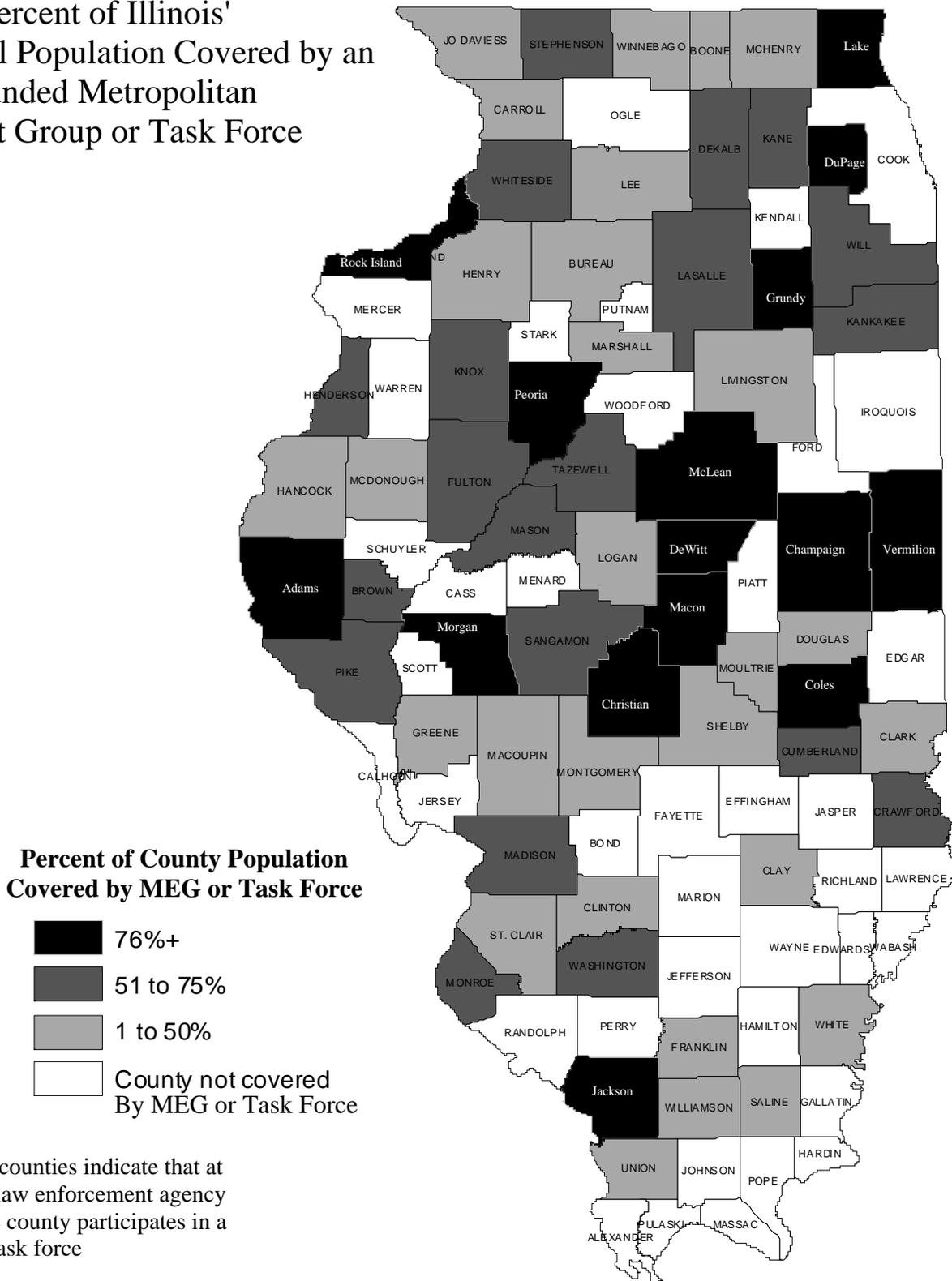


Source: Authority survey of Illinois MEGs and task forces

X. Appendices

Map 1

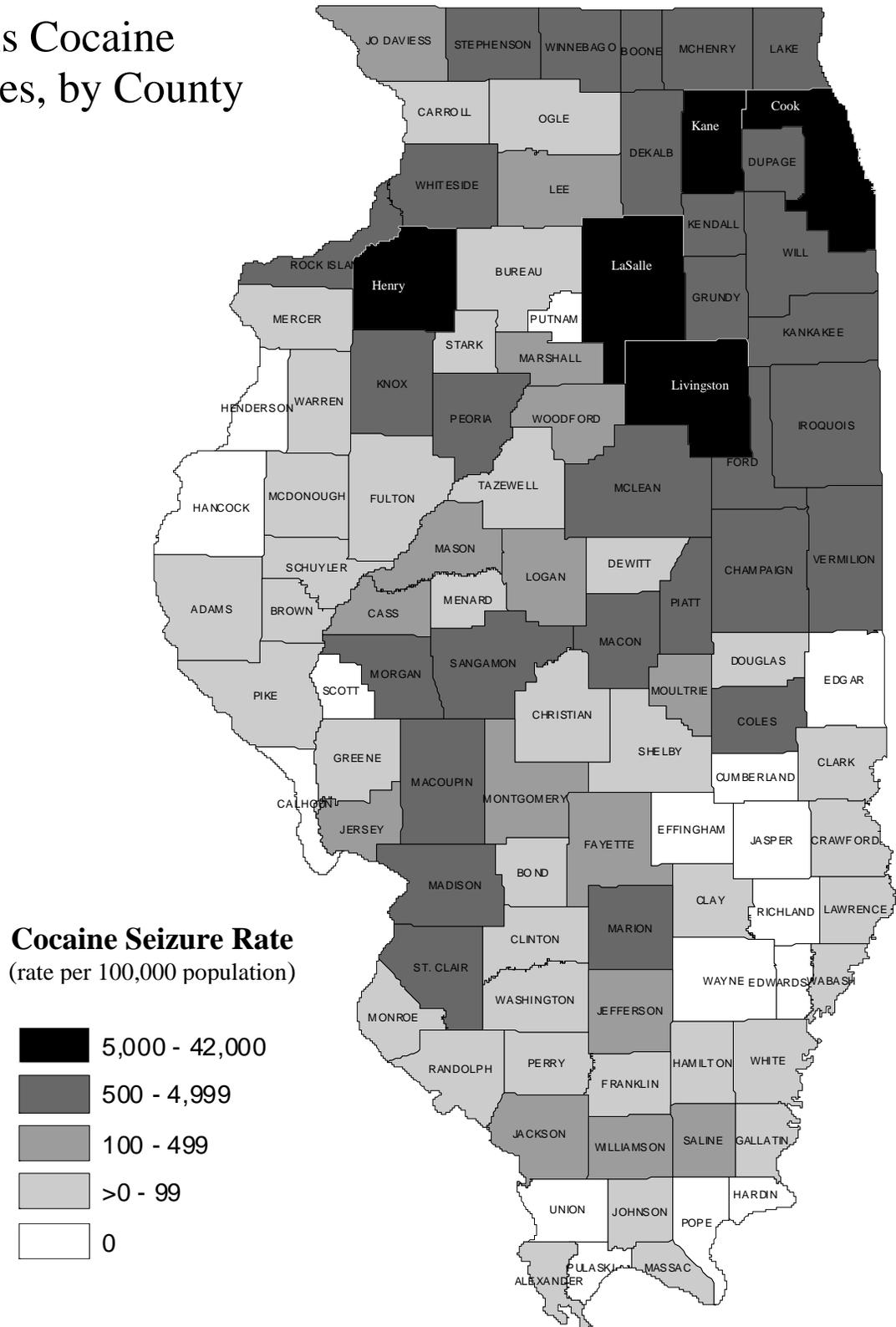
SFY 2002 Percent of Illinois' County-level Population Covered by an Authority-funded Metropolitan Enforcement Group or Task Force



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

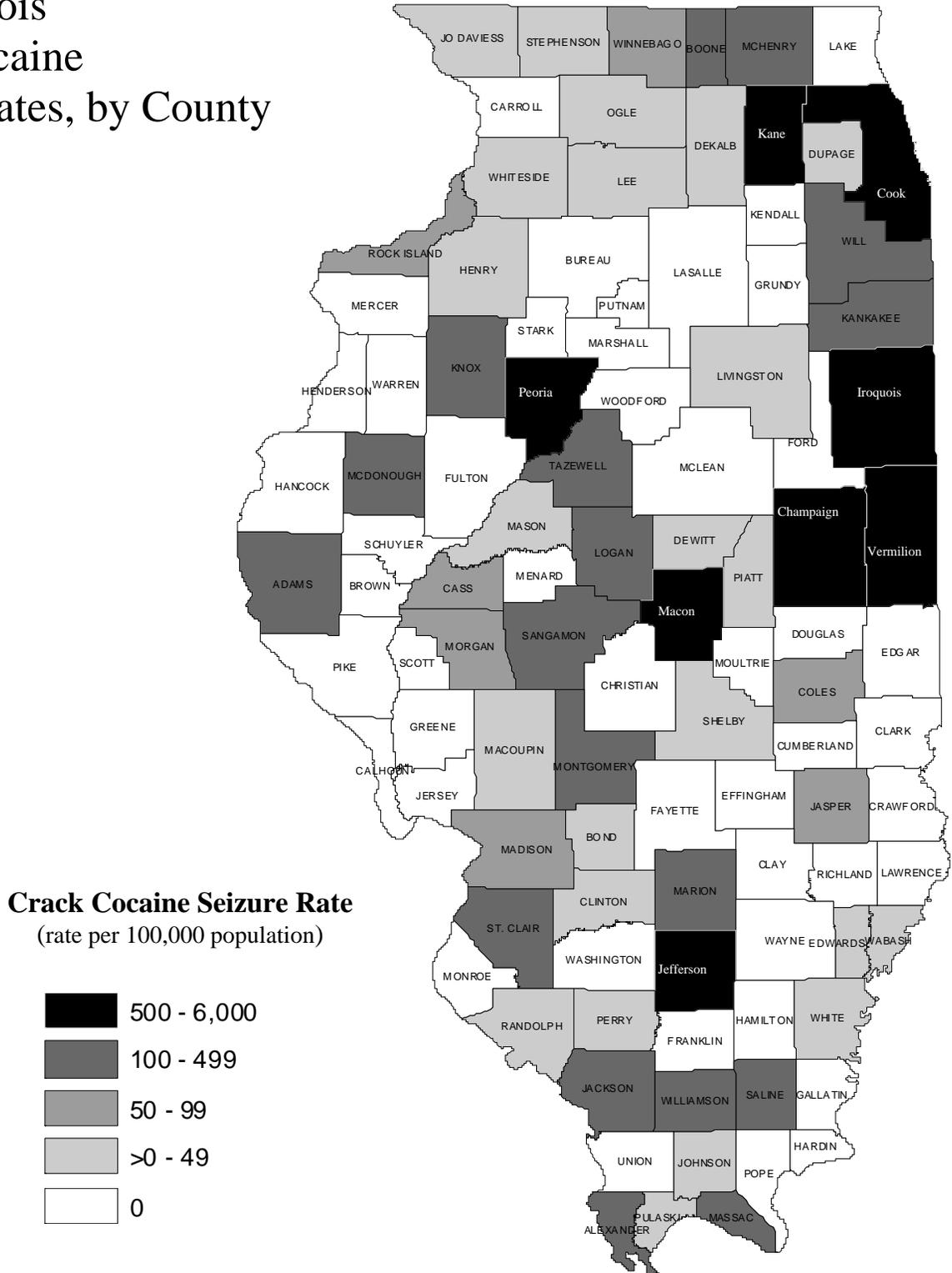
Map 3

2002 Illinois Cocaine Seizure Rates, by County



Map 4

2002 Illinois Crack Cocaine Seizure Rates, by County



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Illinois Criminal Justice Information Authority

120 S. Riverside Plaza, Suite 1016
Chicago, Illinois 60606
Telephone: 312-793-8550
TDD: 312-793-4170
Fax: 312-793-8422
www.icjia.state.il.us



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