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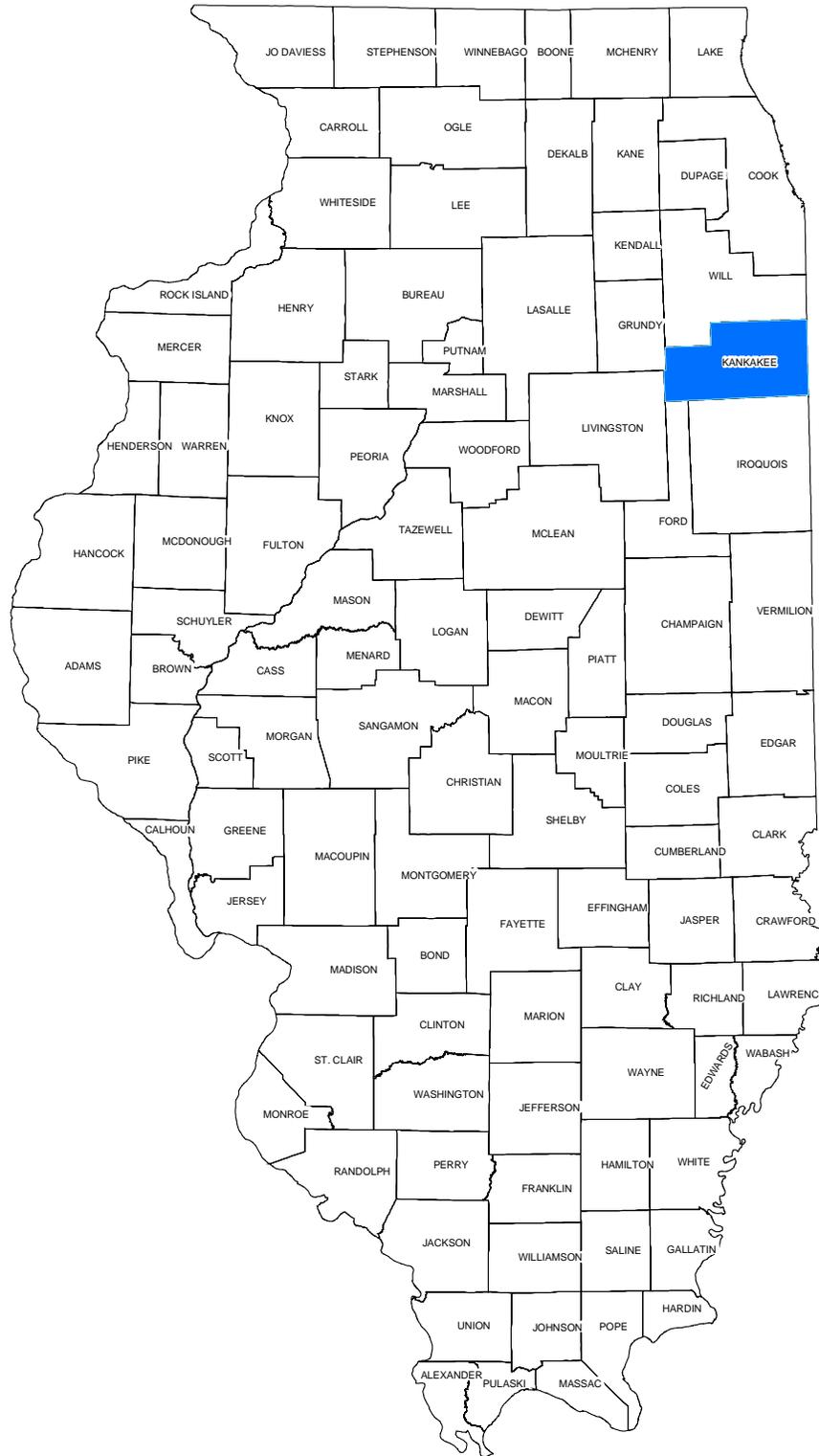
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March 2004

Assessing Illinois' Metropolitan Enforcement Groups and Task Forces



A Profile of the Kankakee Area Metropolitan Enforcement Group

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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, four local Illinois police agencies participated in KAMEG (a participating agency is defined as one that contributes either personnel or financial resources to KAMEG). Officers assigned to KAMEG totaled 14 in 2002, 12 from participating agencies (which includes eight in the street suppression unit and three in the direct case unit, as well as two from the Illinois State Police), accounting for 9 percent of the total number of sworn police officers working for agencies participating in KAMEG (page 1).
- The violent Index offense rate was collectively higher across jurisdictions that participated in KAMEG than it was among the combined jurisdictions that did not participate in KAMEG. However, by 2002, the decrease in the violent Index offense rate was more dramatic for agencies that participated in KAMEG (page 3).
- The drug arrest rate was higher collectively in the jurisdictions that participated in KAMEG than in those jurisdictions that did not participate in KAMEG. Also, the drug arrest rate achieved by KAMEG was, on average, slightly higher than the rate for the non-participating agencies but markedly lower than the rate for the participating agencies (page 7).
- When comparing the types of drug offenders arrested by those agencies participating in KAMEG, those agencies not participating, and KAMEG, it was found that KAMEG 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 KAMEG, for either violations of the Cannabis Control Act or the Controlled Substances Act, involve drug sale or delivery (page 13).
- Between 1993 and 2002, the amount of cannabis seized by KAMEG decreased, while the amount of cocaine seized by KAMEG increased (pages 14 and 15).
- Between 1989 and 2002, almost all drug arrests by KAMEG resulted in prosecution. Of these KAMEG drug offender prosecutions, 64 percent were for violations of Controlled Substances Act. In addition, between 1989 and 2002, 48 percent of all drug offenders who were prosecuted as a result of KAMEG activity were convicted (page 17).
- In 2002, among those KAMEG drug offenders convicted and sentenced, probation sentences accounted for the largest proportion (49 percent), followed by prison sentences and jail sentences (25 percent each) (page 19).

- Between 1989 and 2002, prison sentences resulting from KAMEG cases accounted for 75 percent of all drug-law violators sent to prison from the region where KAMEG operates (page 20).
- While local arrests may reflect the most widely available and used drug in the region, they tend neither to involve the substances considered to be most serious (i.e., felony versus misdemeanor) nor the substances for which individuals are seeking and receiving treatment (page 24).

I. Introduction

The Kankakee Area Metropolitan Enforcement Group (KAMEG) covers Kankakee County, which had a 2002 total population of 104,657— 8 percent more than in 1990. In 2002, four local police agencies participated in KAMEG. These include the Kankakee County Sheriff's Office and the following municipal police departments: Kankakee, Bourbonnais, and Grant Park. These agencies served nearly three-quarters (71 percent) of the population in the region covered by KAMEG in 2002 (see Map 1 on page 31). A participating agency is defined as one that contributes either personnel or financial resources to KAMEG.

In addition to agencies that participate in KAMEG, Kankakee County is served by nine additional police departments that do not participate in KAMEG. According to the Illinois State Police, the county sheriff and local police departments in the region covered by KAMEG combined employed 218 full-time police officers as of Oct. 31, 2002. In comparison, there were a total of 14 officers assigned to KAMEG in 2002, 12 of which were assigned by participating agencies in 2002 (which includes eight in the street suppression unit and three in the direct case unit) and two from the Illinois State Police. Thus, the officers assigned to KAMEG during 2002 accounted for a relatively small proportion—9 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 KAMEG, a number of state agencies have also provided data to the Authority that are included in this report. Specifically, the Illinois State Police, the Administrative Office of the Illinois Courts, the Illinois Department of Human Services' Office of Alcoholism and Substance Abuse, the Illinois Department of Corrections and the Illinois Department of Children and Family Services all provided data used to develop this profile. The support and cooperation of these agencies and their staffs have helped make this report an informative and timely source of information on the activities of the criminal justice system in Illinois.

II. Trends in Violent Index Offenses and Arrests

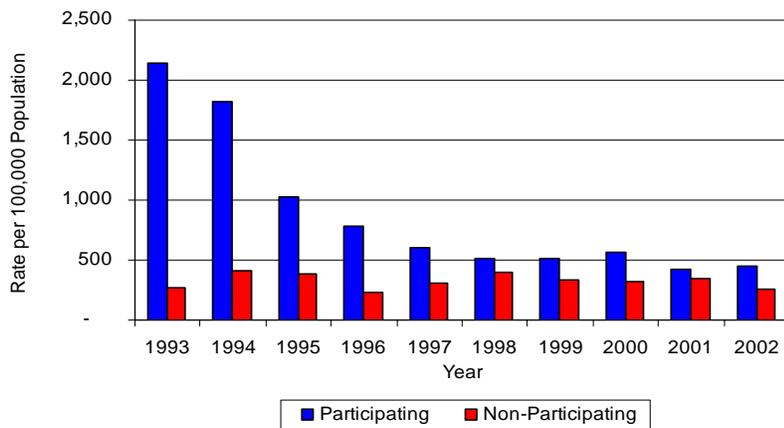
While most of Illinois' Metropolitan Enforcement Groups and drug task forces are primarily involved in drug enforcement activities, it is clear that the relationship between drugs and violence is particularly evident in a number of Illinois communities. In addition, a number of MEGs and task forces have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

In 2002, the total number of violent Index offenses reported to the police in the region where KAMEG operates totaled 409, a 76 percent decrease from the 1,679 offenses reported in 1993. The majority (66 percent) of violent Index offenses reported to the police between 1993 and 2002 in the region were aggravated assaults, while 20 percent were robberies and 12 percent were criminal sexual assaults.

During the period analyzed, the violent Index offense rate for the region covered by KAMEG decreased 77 percent, from 1,673 offenses per 100,000 population in 1993 to 391 offenses per 100,000 population in 2002. Similarly, the violent Index offense rate in the participating agencies decreased 79 percent, from 2,141 to 447 offenses per 100,000 population, while the rate in the non-participating agencies decreased 6 percent, from 268 to 250 offenses per 100,000 population (Figure 1). Thus, during the time period analyzed the violent Index offense rate was collectively higher for jurisdictions that participate in KAMEG than for those that do not participate. However, the decrease in the violent Index offense rate was more dramatic for participating agencies than for non-participating agencies.

Figure 1

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

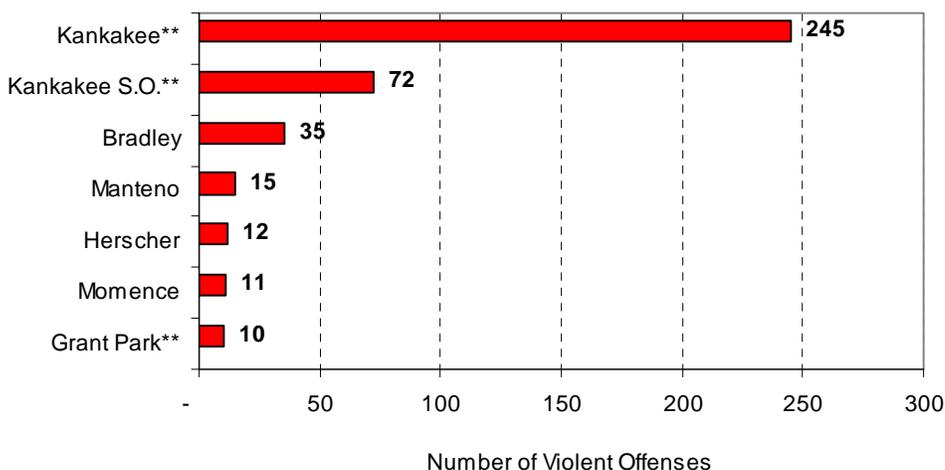


Source: ICJIA calculations using Illinois State Police and U.S. Census

Across the individual local law enforcement agencies covered by KAMEG’s jurisdiction, three agencies, the Kankakee Police Department, the Kankakee County Sheriff’s Office, and the Bradley Police Department, accounted for 86 percent of all violent Index offenses reported to the police in 2002 (Figure 2). Agencies reporting fewer than ten violent Index offenses in 2002 are excluded from Figure 2. When controlling for differences in the populations served by those law enforcement agencies that reported offenses, the violent Index offense *rate* ranged from 45 violent Index offenses per 100,000 population in Bourbonnais to 902 offenses per 100,000 population in Kankakee.

Figure 2

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



Source: Illinois State Police

*Agencies reporting ten or more violent offenses
 **Agencies participating in KAMEG

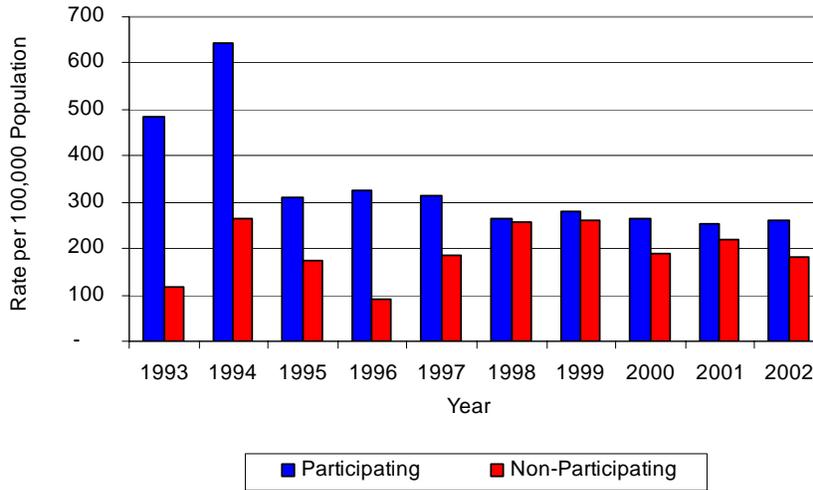
An indicator of the workload that law enforcement agencies place on other components of the justice system is the number of arrests made by police, including those for violent and property Index offenses and drug offenses. Unlike offenses, which are what police must respond to, arrests represent those 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 KAMEG decreased 37 percent, from 395 to 248. As with reported violent Index offenses, the majority (73 percent) of violent Index arrests were for aggravated assaults, followed by robberies, (13 percent) and criminal sexual assaults (10 percent).

During the period analyzed, the violent Index arrest rate for the region covered by KAMEG decreased 40 percent, from 394 offenses per 100,000 population in 1993 to 237 arrests per 100,000 population in 2002. Similarly, the violent Index arrest rate in the participating agencies decreased 47 percent, from 486 to 260 offenses per 100,000 population, while the rate in the non-participating agencies increased 56 percent from 116 to 180 offenses per 100,000 population (Figure 3). Despite the increase in the rate for the non-participating agencies, the violent Index arrest rate for participating agencies was collectively higher than the rate for the non-participating agencies during the time period analyzed.

Figure 3

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

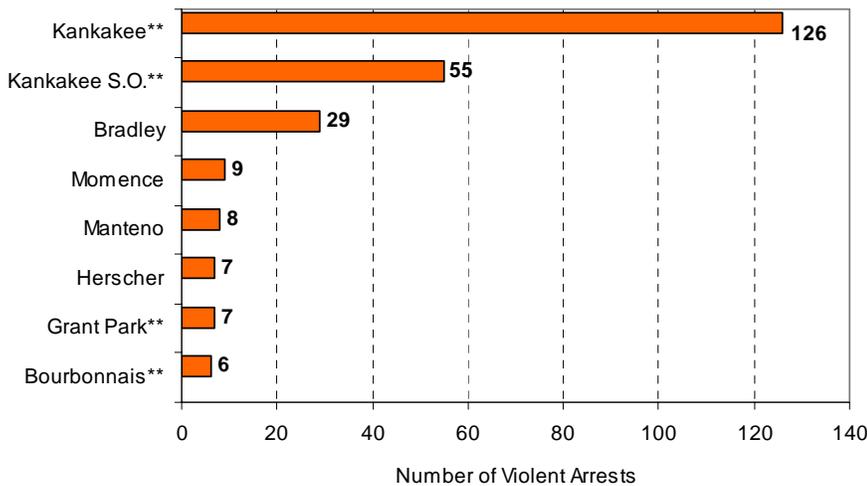


Source: ICJIA calculations using Illinois State Police and U. S. Census Bureau data

Similar to the number of violent Index offenses, the majority (85 percent) of arrests for violent Index offenses occurring in the region covered by KAMEG were made by three agencies. Agencies reporting fewer than five arrests for violent Index offenses in 2002 are excluded from Figure 4. Of the 248 violent Index arrests made in 2002, the Kankakee Police Department accounted for the majority (51 percent) (Figure 4).

Figure 4

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



Source: Illinois State Police

*Agencies reporting five or more violent arrests

**Agencies participating in KAMEG

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 region covered by KAMEG reported 588 arrests for drug law violations, 89 percent more than the number in 1993 (311 arrests). Between 1993 and 1999, arrests for violations of Illinois' Controlled Substances Act consistently out-numbered arrests for violations of the Cannabis Control Act in Kankakee County, the region covered by KAMEG, but from 2000 to 2002, arrests for violations of the Cannabis Control Act outnumbered controlled substances arrests. During the same period, the number of arrests for violations of the Cannabis Control Act in Kankakee County more than doubled, from 130 to 301. Arrests for violations of the Controlled Substances Act increased 36 percent, from 171 to 232. In addition, arrests for violations of the Drug Paraphernalia Control Act, enacted in 1993, increased substantially from three in 1993 to 52 in 2002, while reaching a period high of 280 in 1999. 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.

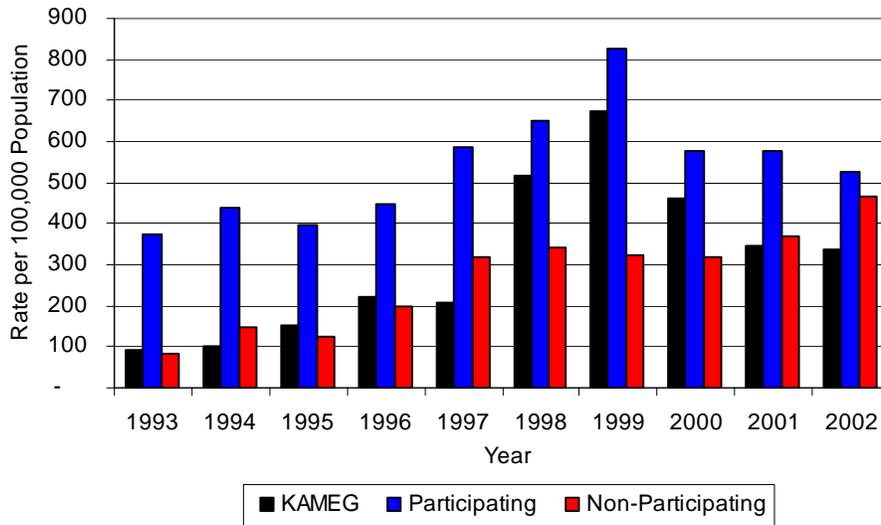
Because arrests for violations of the Drug Paraphernalia Control Act are frequently made in conjunction with other drug offense arrests, these arrests may be double-counted, thus skewing the actual number of drug arrests. Therefore, only arrests for violations of the Cannabis Control Act and Controlled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

During the period analyzed, the drug arrest rate for the Cannabis Control Act and Controlled Substances Act, combined, in the region covered by KAMEG increased 70 percent, from 300 arrests per 100,000 population in 1993 to 509 arrests per 100,000 population in 2002. Similarly, the drug arrest rate in the participating agencies increased 42 percent, from 372 to 528 arrests per 100,000 population, while the rate in the non-participating agencies increased more than four-fold, from 84 to 464 arrests per 100,000 population. The arrest rate for KAMEG, on the other hand, nearly quadrupled, from 93 to 339 arrests per

100,000 population (Figure 5). Thus, the drug arrest rate was higher collectively in the jurisdictions that participated in KAMEG than in those jurisdictions that did not participate in KAMEG. Also, the drug arrest rate achieved by KAMEG was, on average, relatively close to but slightly higher than the rate for the non-participating agencies, but markedly lower than the rate for the participating agencies.

Figure 5

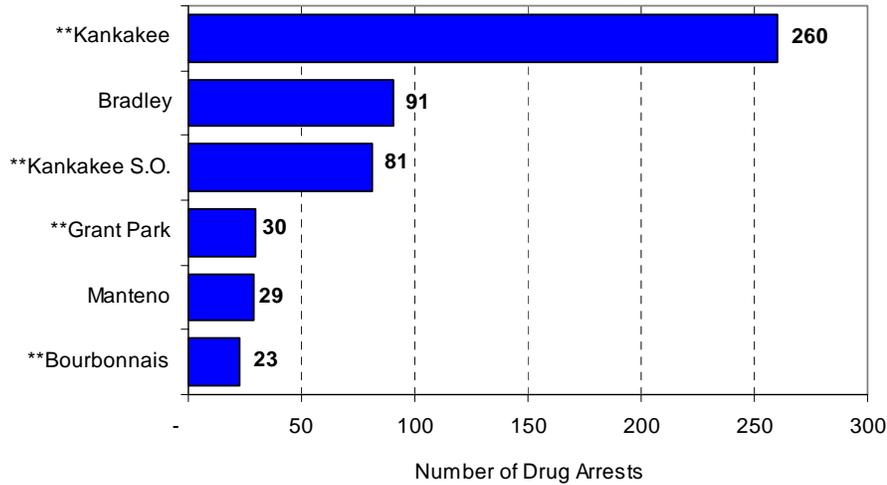
Drug Arrest Rates for KAMEG and Participating and Non-participating Agencies in Region Covered by KAMEG



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

Across the individual local law enforcement agencies in the region covered by KAMEG in 2002, the total number of cannabis and controlled substances arrests, ranged from zero to 260 (eight agencies reported no drug arrests that year). Of the 533 drug arrests made during 2002 in the region, the Kankakee Police Department, the Bradley Police Department, and the Kankakee County Sheriff’s Office accounted for 81 percent of these arrests. Agencies reporting fewer than five drug arrests in 2002 are excluded from Figure 6. The Kankakee Police Department accounted for the largest proportion of drug arrests in 2002 (49 percent), while the Bradley Police Department accounted for 17 percent of the arrests, and the Kankakee County Sheriff’s Office accounted for 15 percent of the drug arrests made in Kankakee County that year (Figure 6). The four agencies participating in KAMEG were among the seven agencies with the highest number of drug arrests reported in 2002.

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

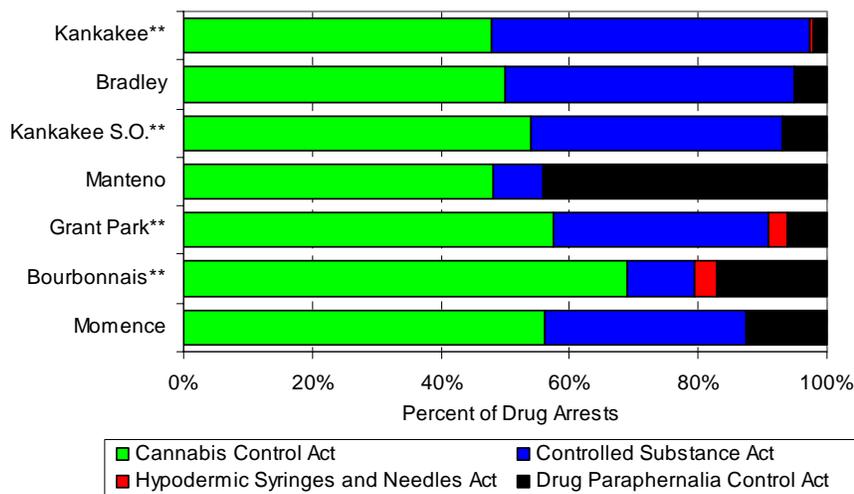


Source: Illinois State Police

*Agencies reporting five or more drug arrests
 **Agencies participating in KAMEG

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 all but one of the individual agencies in the region covered by KAMEG (Figure 7). The Kankakee Police Department accounted for most arrests in the region; however, 49 percent of the drug arrests made in Kankakee in 2002 involved Controlled Substances Act offenses, while 48 percent involved violations of the Cannabis Control Act.

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



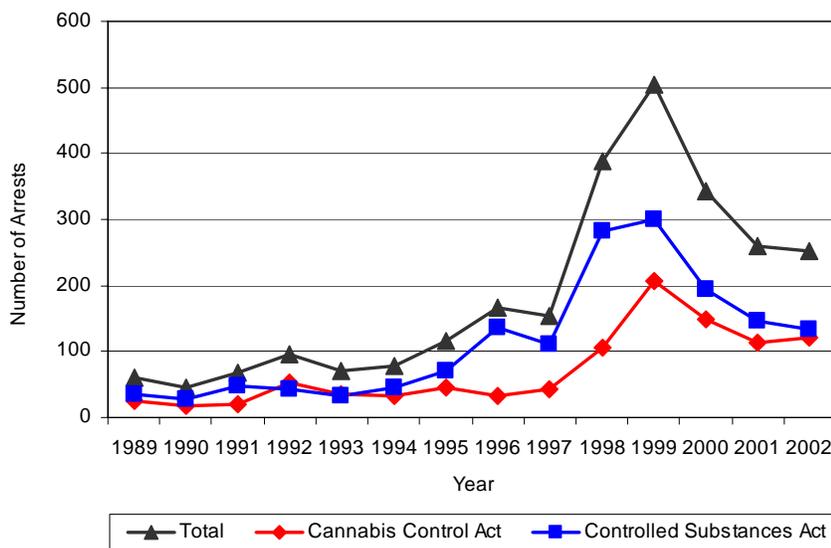
Source: Illinois State Police

*Agencies reporting 20 or more drug arrests
 **Agencies participating in KAMEG

Between 1989 and 2002, the number of combined cannabis and controlled substances arrests made by KAMEG increased significantly, from 70 to 253 (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 KAMEG throughout most of the period analyzed. During the period analyzed, the number of KAMEG arrests for violations of the Cannabis Control Act more than tripled, from 36 to 120, while arrests for violations of the Controlled Substances Act nearly quadrupled, from 34 to 133 (Figure 8).

Between 1993 and 2002, the proportion of drug arrests accounted for by violations of the Controlled Substances Act decreased for participating agencies, while the proportion accounted for by both non-participating agencies and KAMEG increased. In 2002, 53 percent of the drug arrests made by KAMEG were for violations of the Controlled Substances Act, compared to 49 percent in 1993. On the other hand, in 2002, arrests for controlled substances violations accounted for 46 percent of the drug arrests made in the participating agencies and 37 percent for the non-participating agencies, compare to 60 percent and 14 percent, respectively, in 1993. Thus, arrests by KAMEG were more likely than arrests by either participating or non-participating agencies to involve violations of Illinois' Controlled Substances Act, as opposed to the Cannabis Control Act. One interpretation of this pattern is that KAMEG 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 KAMEG

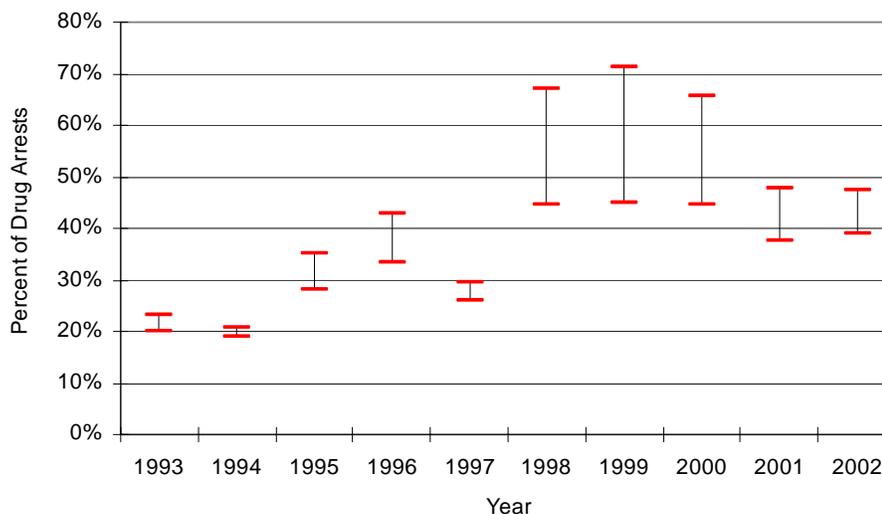


Source: KAMEG

The data presented below represent the percent of total drug arrests made by agencies participating in KAMEG accounted for by KAMEG. 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 KAMEG arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the KAMEG arrests are included in the local UCR submissions. It is estimated that the proportion of all drug arrests across participating agencies accounted for by KAMEG was between 20 to 23 percent in 1993, but increased to between 39 to 47 percent in 2002. Thus, despite the fact that the officers

assigned to KAMEG accounted for a relatively small proportion of total officers in the region, they accounted for a relatively large proportion of the drug arrests in the region.

Figure 9
Percent of Total Drug Arrests
Accounted for by KAMEG

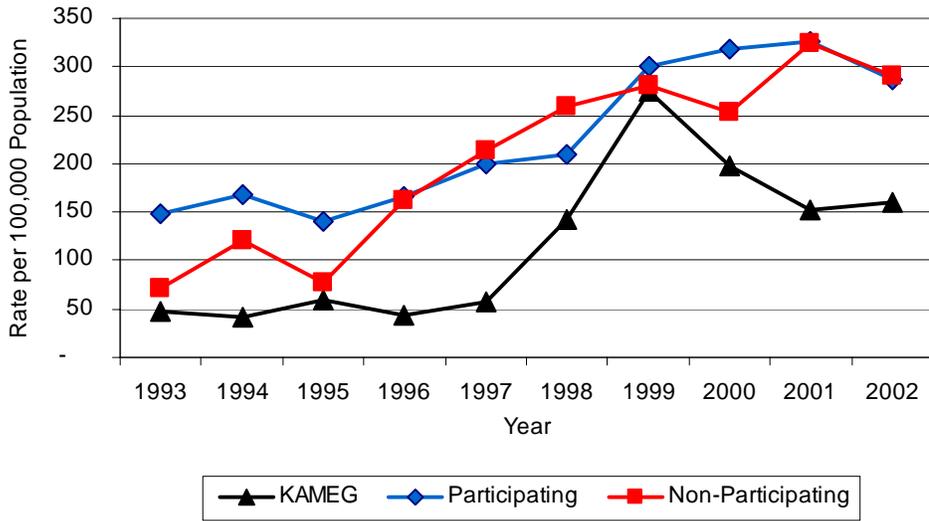


Source: ICJIA calculations using Illinois State Police and KAMEG data

The number of arrests for violations of Illinois' Cannabis Control Act in Kankakee County totaled 301 in 2002, more than double the 130 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 region increased from 43 percent to 56 percent. Agencies participating in KAMEG accounted for the largest portion (71 percent) of the total number of arrests for cannabis violations. KAMEG reported a total of 120 arrests for cannabis violations in 2002, 47 percent of the unit's drug arrests.

During the period analyzed, the cannabis arrest rate for the region covered by KAMEG more than doubled, from 130 arrests per 100,000 population in 1993 to 288 arrests per 100,000 population in 2002. The cannabis arrest rate in the participating agencies nearly doubled, from 149 to 287 arrests per 100,000 population, while the arrest rate in the non-participating agencies increased more than three-fold, from 72 to 290 arrests per 100,000 population. The cannabis arrest rate for KAMEG more than tripled, from 48 to 161 arrests per 100,000 population (Figure 10). Thus, the arrest rate for violations of the Cannabis Control Act was collectively slightly higher in the area served by non-participating agencies than in the combined jurisdictions of the participating agencies.

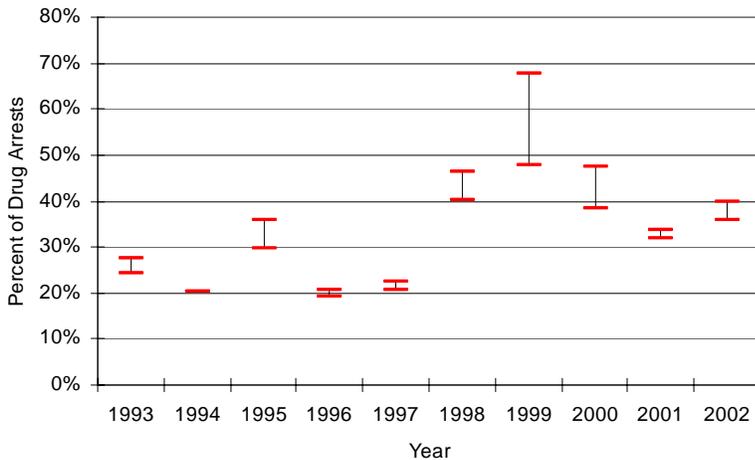
Figure 10
Cannabis Arrests Rates in the Region Covered
by KAMEG as Reported by Participating Agencies,
Non-participating Agencies, and KAMEG



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

The data presented in Figure 11 represent the percent of cannabis arrests made by agencies participating in KAMEG accounted for by KAMEG. 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 KAMEG arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the KAMEG arrests are included in the local UCR submissions. It is estimated that the proportion of cannabis arrests across participating agencies accounted for by KAMEG was between 24 to 28 percent in 1993, but increased to between 36 to 40 percent in 2002.

Figure 11
Percent of Cannabis Arrests
Accounted for by KAMEG

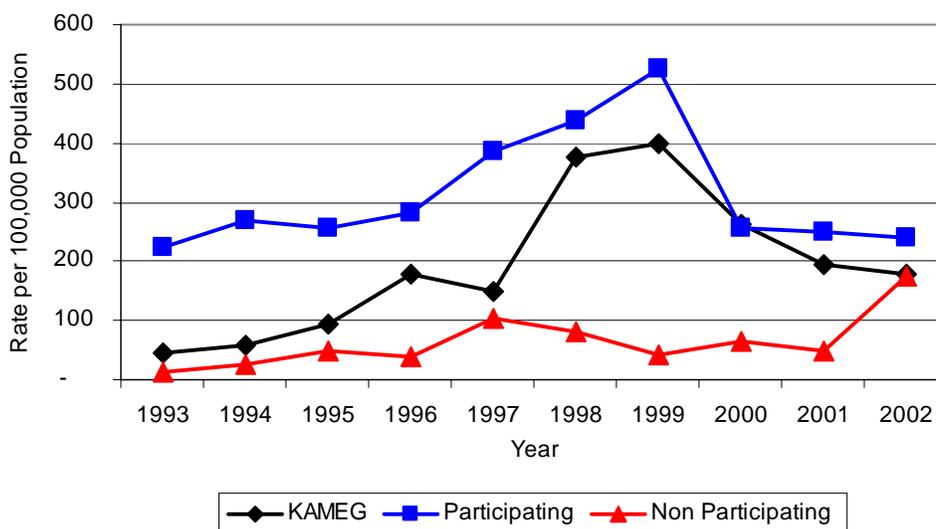


Source: ICJIA calculations using Illinois State Police and KAMEG data

In Kankakee County, the number of arrests for violations of Illinois' Controlled Substances Act increased 36 percent between 1993 and 2002, from 171 to 232. Between 1993 and 2002, the proportion of all drug arrests accounted for by violations of the Controlled Substances Act in the region decreased from 57 percent to 44 percent. In 2002, KAMEG reported 133 arrests for controlled substances violations, 53 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 KAMEG increased 30 percent, from 170 to 222 arrests per 100,000 population (Figure 12). The controlled substances arrest rate in the participating agencies increased 8 percent, from 223 to 241 arrests per 100,000, while the rate in the non-participating agencies increased significantly, from 12 to 174 arrests per 100,000 population. The controlled substances arrest rate for KAMEG nearly quadrupled, from 45 to 178 arrests per 100,000 population (Figure 12). Thus, the Controlled Substances Act arrest rate was collectively higher in the participating agencies and KAMEG than the non-participating agencies.

Figure 12
Controlled Substances Arrest Rates in the Region Covered
by KAMEG as Reported by Participating Agencies, Non-
participating Agencies, and KAMEG

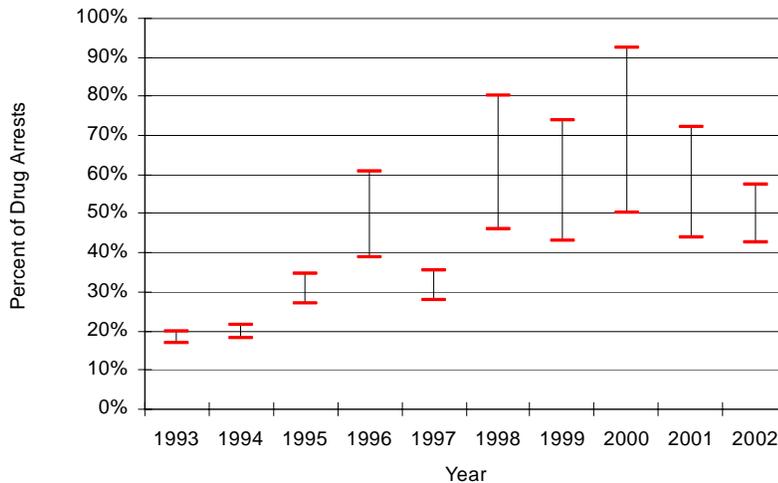


Source: ICJIA calculations using Illinois State Police, U.S. Census Bureau, and KAMEG data

The data presented in Figure 13 represent the percent of controlled substances arrests made by participating agencies that was accounted for by KAMEG. 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 KAMEG arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the KAMEG arrests are included in the local UCR submissions. It is estimated that the proportion of controlled substances arrests across participating agencies accounted for by KAMEG was between 17 to 20 percent in 1993, but increased to between 42 to 57 percent in 2002.

Figure 13

Percent of Controlled Substances Arrests Accounted for by KAMEG

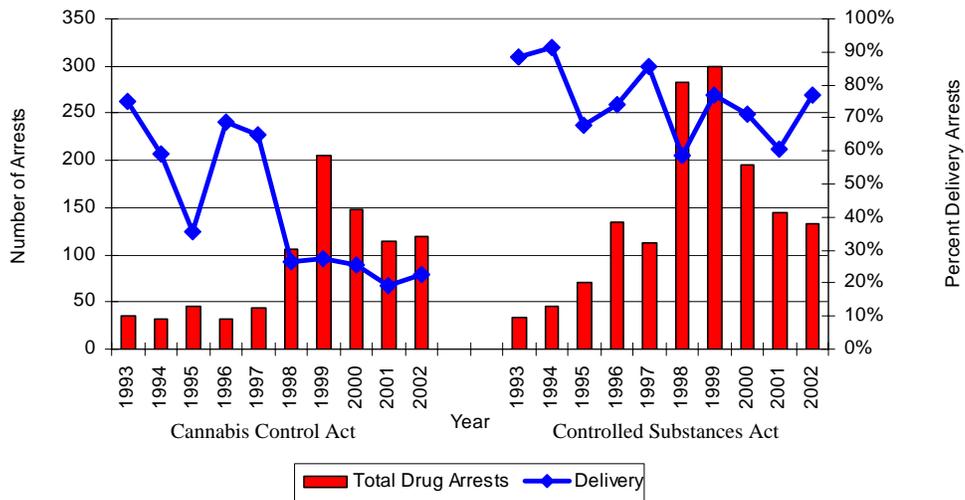


Source: ICJIA calculations using Illinois State Police and KAMEG data

The majority of all drug arrests reported by KAMEG were for delivery. Between 1993 and 2002, the number of drug delivery arrests made by KAMEG more than doubled, from 57 to 129. Arrests for drug delivery accounted 57 percent of all drug arrests made by KAMEG between 1993 and 2002. When cannabis and controlled substance arrests were examined separately, the proportion of arrests for delivery significantly decreased for cannabis arrests, while the proportion of arrests for controlled substances decreased slightly. Arrests for delivery of cannabis accounted for 42 percent of the total number of arrests made for violations of the Cannabis Control Act, and during the period analyzed, the proportion decreased to 23 percent in 2002, compared to 75 percent in 1993. Similarly, arrests for the delivery of controlled substances accounted for 75 percent of all arrests for violations of the Controlled Substance Act. The proportion of delivery arrests involving controlled substances decreased from 88 percent in 1993 to 77 percent in 2002.

Figure 14

KAMEG Drug Arrests for Possession versus Delivery, by Drug Type



Source: ICJIA calculations using KAMEG data

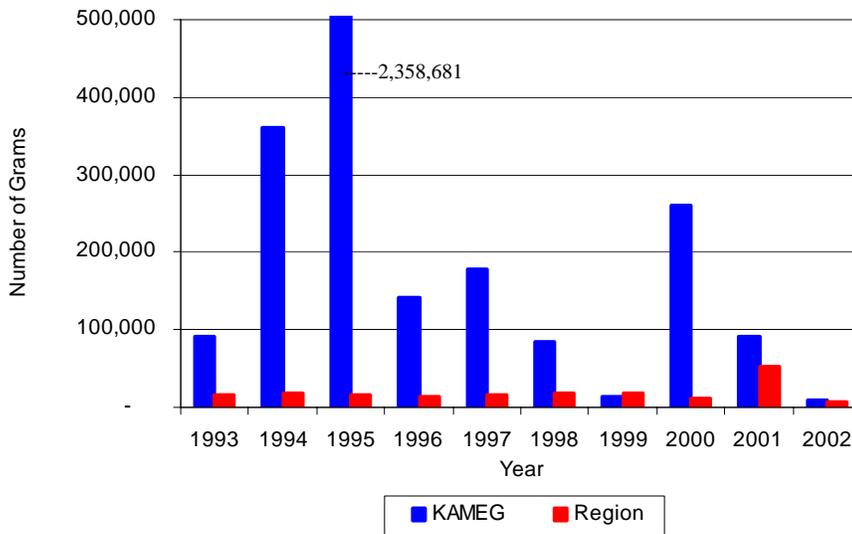
IV. Trends in Drug Seizures

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 Kankakee County as well as the quantities of drugs seized by KAMEG. It is important to note, however, that while KAMEG data report the total quantities of drugs actually *seized*, local agency data only represent the quantities of seized drugs that are *submitted* to the Illinois State Police for analysis. County-level cannabis, cocaine, crack, methamphetamine, and heroin seizure rates for Illinois' 102 counties are provided in maps located in the Appendix of this report.

As in most Illinois jurisdictions, cannabis accounts for the majority of illegal drugs seized in the region covered by KAMEG. The quantity of cannabis seized and submitted by law enforcement agencies in Kankakee County decreased 56 percent, from 16,119 grams in 1993 to 7,150 grams in 2002. Despite jumping to more than two million grams seized in 1995, the quantity of cannabis seized by KAMEG decreased 90 percent during the period analyzed, from 90,382 grams in 1993 to 9,306 grams in 2000 (Figure 15). In 2002, KAMEG's cannabis seizure rate of 12,459 grams per 100,000 population was nearly double the seizure rate of 6,831 grams per 100,000 population in the region covered by KAMEG, but 36 percent lower than the statewide rate of 19,437 grams per 100,000 population (Map 2).

Figure 15

Cannabis Seized and Submitted to ISP by Kankakee County and Seized by KAMEG

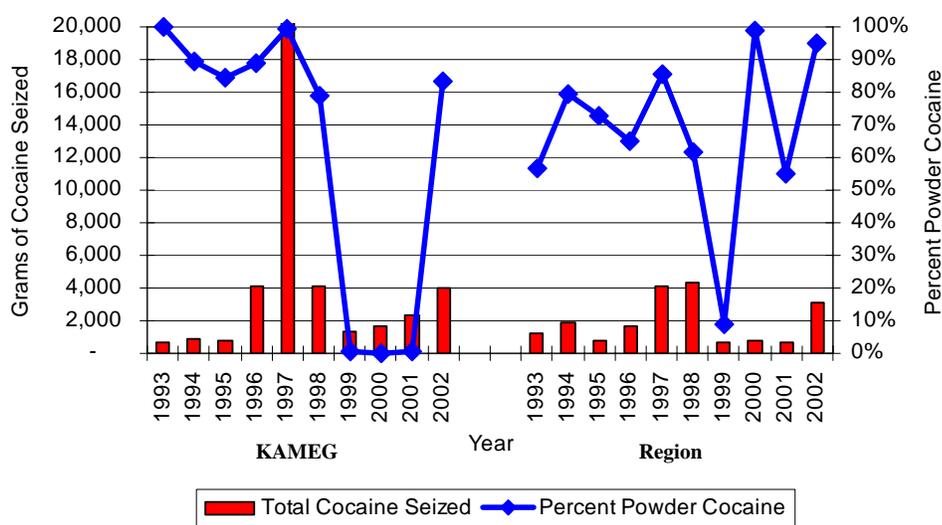


Source: Illinois State Police and KAMEG

Between 1993 and 2002, a combination of crack and powder cocaine has accounted for an increasing proportion of drugs seized in the region covered by KAMEG, increasing from 7 percent to 30 percent. Similarly, the quantity of cocaine seized and submitted by law enforcement agencies in Kankakee County more than doubled, from 1,198 grams in 1993 to 3,153 grams in 2002. Between 1993 and 2002, the quantity of cocaine seized by KAMEG increased significantly, from 683 grams to 3,945 grams.

Despite this increase, the proportion of all cocaine seized accounted for by powder cocaine varied between 1993 and 2002 for both KAMEG and local agencies in Kankakee County. The proportion of all cocaine seized accounted for by powder cocaine in the region covered by KAMEG increased from 57 percent in 1993 to 95 percent in 2002. Despite a significant decrease between 1999 and 2001, the proportion of total cocaine seizures reported by KAMEG decreased overall, from 100 percent in 1993 to 83 percent in 2002 (Figure 16). In 2002, KAMEG's cocaine seizure rate of 5,282 grams per 100,000 population was 75 percent more than the cocaine seizure rate of 3,012 grams per 100,000 population in the region covered by KAMEG, but 76 percent lower than the statewide seizure rate of 21,891 grams per 100,000 population (Maps 3 and 4).

Figure 16
Powder and Crack Cocaine Seized and Submitted to
ISP by Kankakee County and Seized by KAMEG



Source: Illinois State Police and KAMEG

The total quantity of illegal drugs seized and submitted by law enforcement agencies in Kankakee County decreased 39 percent between 1993 and 2002, from 17,347 grams to 10,549 grams. Similarly, the total quantity of illegal drugs seized by KAMEG decreased 85 percent, from 91,283 grams in 1993 to 13,272 grams in 2002.

Between 1994 and 2002, KAMEG reported methamphetamine seizures only once – three grams in 2000. During the same time period, 34 grams of methamphetamine were seized in Kankakee County. Since there were no reported methamphetamine seizures by KAMEG in 2002, a seizure rate could not be calculated. However, Kankakee County had a 2002 methamphetamine seizure rate of three grams per 100,000 population in 2002, while the statewide methamphetamine seizure rate was 222 grams per 100,000 population (Map 5).

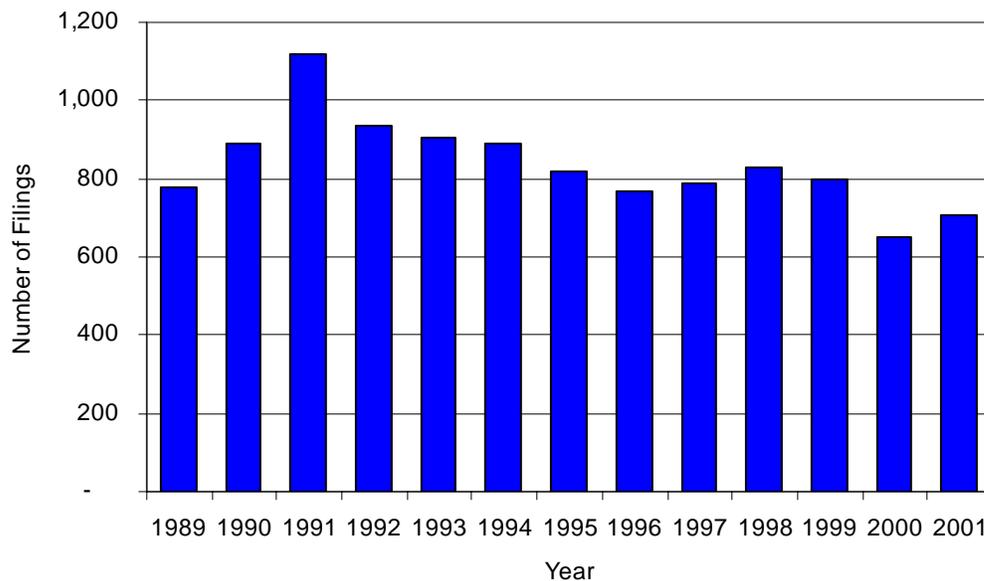
V. Trends in Prosecutions for Drug Offenses and All Felonies

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

Between 1989 and 2001, the number of felony filings in the region covered by KAMEG decreased 9 percent, from 776 to 707 (Figure 17).

Figure 17

Number of Felony Filings in Kankakee County

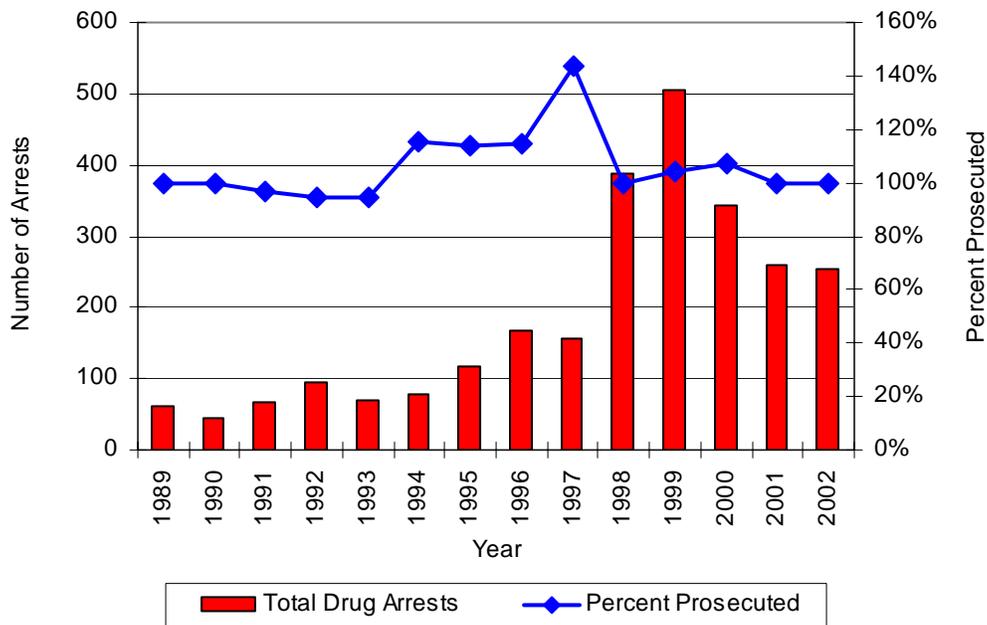


Source: Administrative Office of the Illinois Courts

Between 1989 and 2002, there were a total of 2,758 drug prosecutions initiated as a result of KAMEG arrests in Kankakee County. During this time, the number of KAMEG drug arrests more than quadrupled, from 61 arrests in 1989 to 253 arrests in 2002 (Figure 18). The majority (64 percent) of KAMEG 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 KAMEG Drug Arrests and Percentage of Arrests Resulting in Prosecution



Source: KAMEG

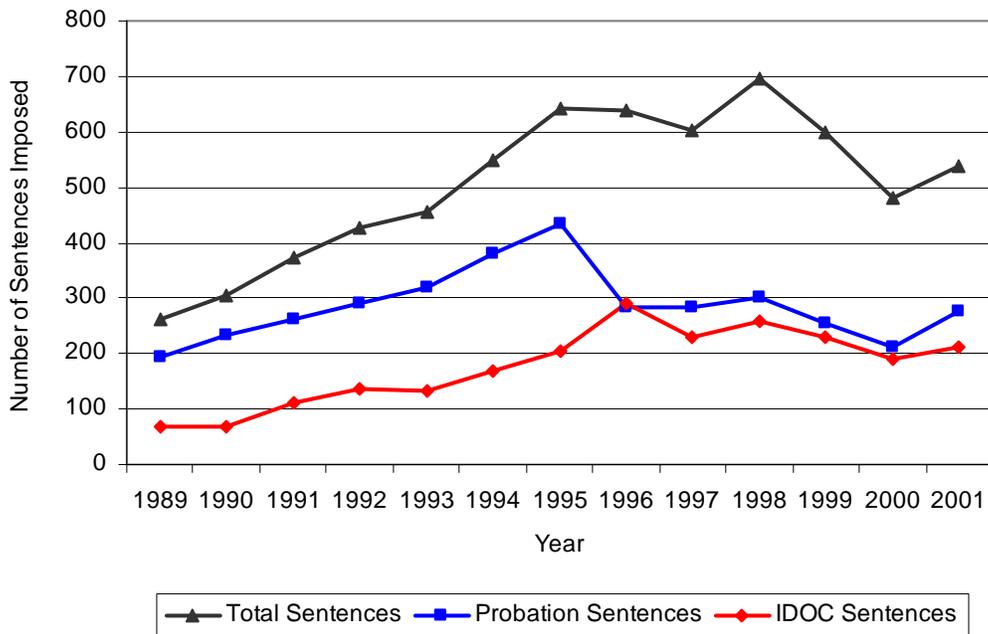
Between 1989 and 2002, 48 percent (1,326) of the 2,758 drug offenders who were prosecuted as a result of KAMEG activity were convicted. Convictions for controlled substances accounted for 73 percent of all KAMEG initiated convictions during the period analyzed.

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 region covered by KAMEG more than doubled, from 263 to 539. The number of convicted felons sentenced to the Illinois Department of Corrections (IDOC) tripled between 1989 and 2001, from 69 to 212, while the number of convicted felons sentenced to probation increased 43 percent, from 194 to 278. As a result, the proportion of felons sentenced to IDOC increased from 26 percent in 1989 to 39 percent in 2001 of total felony sentences, while the proportion of felons sentenced to probation decreased from 74 percent to 52 percent (Figure 19). Sentences other than prison or probation accounted for the remaining 9 percent of felony sentences imposed in 2001.

Figure 19
Sentences Imposed on Felons Convicted in
Kankakee County

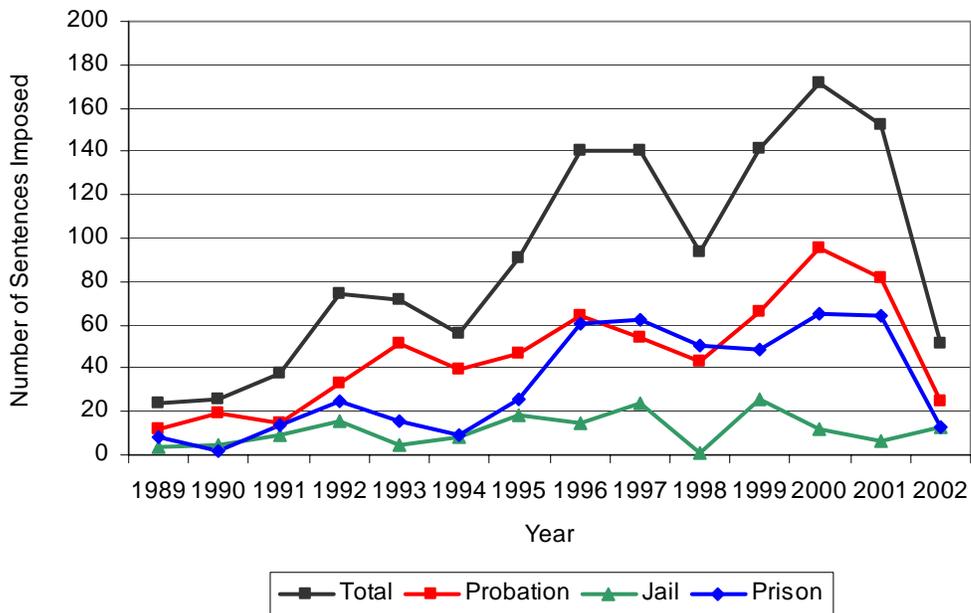


Source: Administrative Office of the Illinois Courts

Between 1989 and 2002, the number of KAMEG drug offenders convicted and sentenced more than doubled, from 24 to 51. During the period analyzed, the number of convicted KAMEG drug offenders sentenced to prison increased 63 percent, from eight to 13, while the number of drug offenders sentence to jail increased more than tripled, from four to 13. The number of convicted KAMEG drug offenders sentenced to probation also increased significantly, from 12 to 25 during the same period (Figure 20). During the period analyzed, the proportion of sentences accounted for by prison and probation sentences, while jail sentences increased. In 2002, among those KAMEG drug offenders convicted and sentenced, probation sentences accounted for the largest proportion (49 percent), compared to 50 percent in 1989. Similarly, the proportion of prison sentences decreased from 33 percent in 1989 to 25 percent in 2002, while the proportion of jail sentences increased from 17 percent to 25 percent.

Figure 20

Sentences Imposed on Convicted KAMEG Drug Offenders

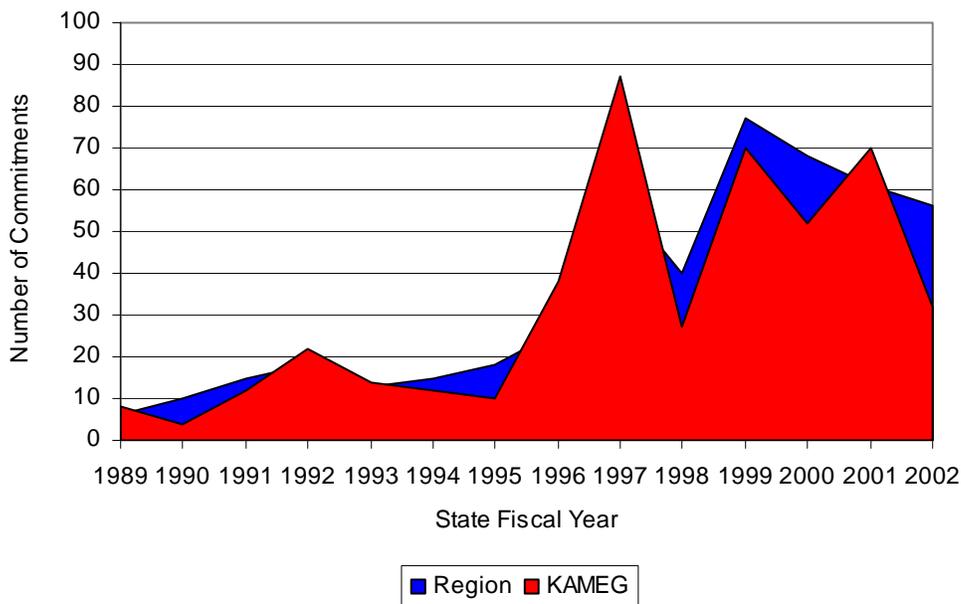


Source: KAMEG

Between state fiscal years¹ 1989 and 2002, the number of new court commitments to IDOC's Adult Division for drug offenses from the region covered by KAMEG increased more than eight-fold, from six to 56. The number of drug offender admissions by KAMEG also increased significantly between 1989 and 2002, from eight to 32 (Figure 21). Thus, during the period analyzed, prison sentences resulting from KAMEG cases accounted 95 percent of all drug-law violators sentenced to prison from the region where KAMEG operates.

Figure 21

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



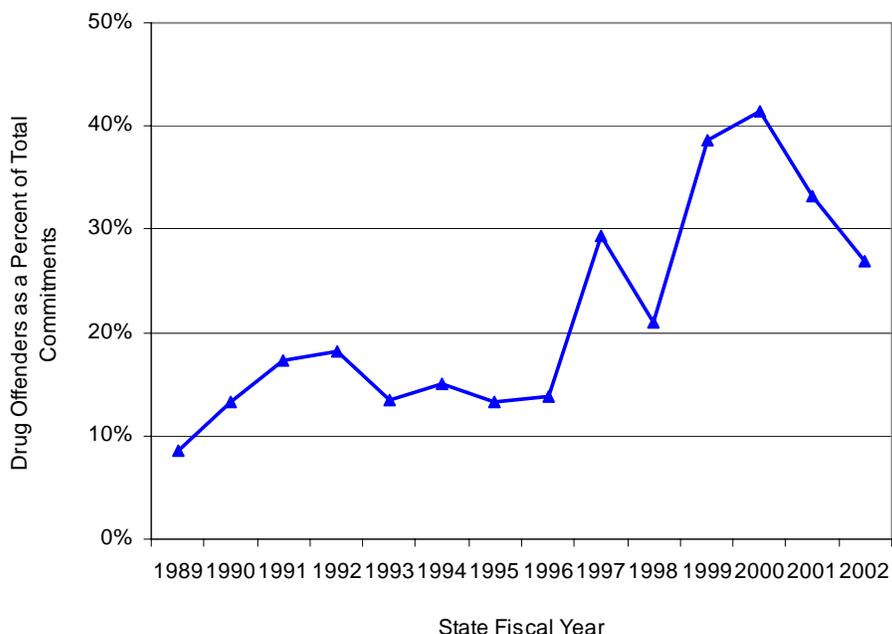
Source: Illinois Department of Corrections and KAMEG

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 Kankakee County. In 1989, drug offenses accounted for 9 percent of all commitments to IDOC, compared to 27 percent in 2002 (Figure 22).

Figure 22

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

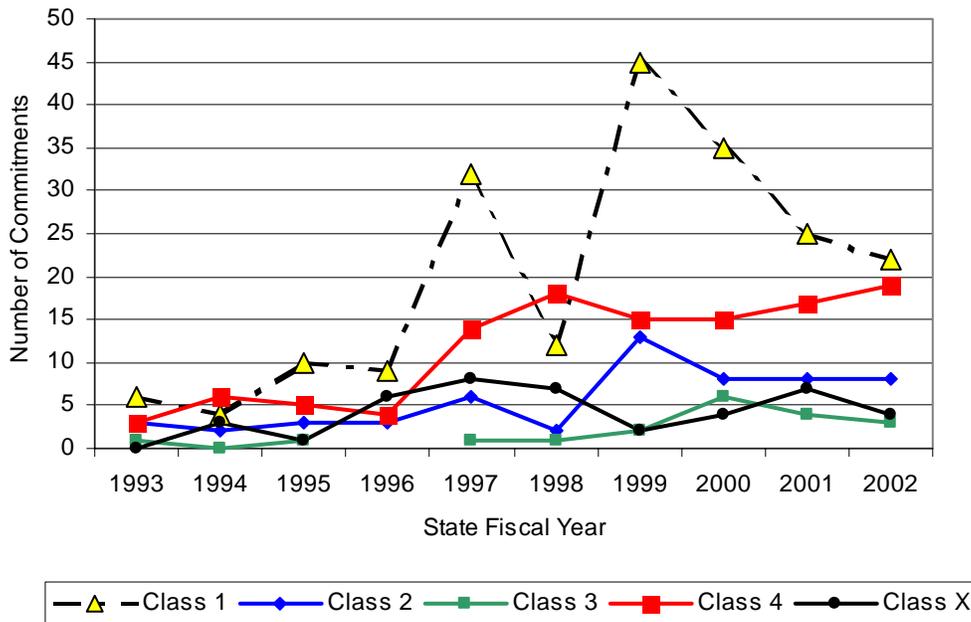


Source: Illinois Department of Corrections

Penalties for drug offenses were also examined between 1993 and 2002. Class 1 felonies accounted for the largest proportion (46 percent) of sentences to IDOC for drug offenses, followed by Class 4 felonies (27 percent), Class 2 felonies (13 percent), Class X felonies (10 percent), and Class 3 felonies (4 percent). Between 1993 and 2002, the number of Class 4 felony sentences increased more than five-fold, from three to 19, while Class 1 felony sentences more than tripled, from six to 22 and Class 3 felony sentences increased slightly, from one to three. The number of Class 2 felonies more than doubled, from three to eight, while Class X felonies increased from zero to four during the period analyzed (Figure 23).

Figure 23

**Drug Offenders Committed to IDOC from
Kankakee County, by Offense Class**



Source: Illinois Department of Corrections

Despite the dramatic increase in Class 1 felony sentences to IDOC between 1993 and 2002, the mean sentence length for Class 1 felonies decreased during the period, from 6.7 to 5.4 years. Class 3 felonies also decreased, from three to two years. On the other hand, the mean sentence length for Class 4 felonies increased from 1.3 to 1.4 years, while the mean sentence for a Class 2 felony remained unchanged at 3.7 years. While there were no Class X felony sentences from Kankakee County reported in 1993, the mean sentence length for Class X felonies decreased between 1994 and 2002, from 10.3 to 6.3 years.

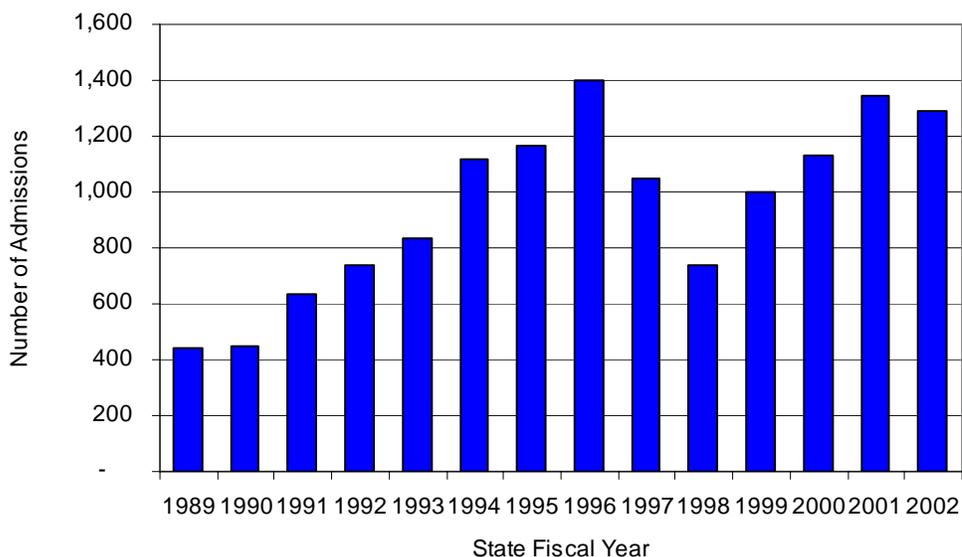
VII. Trends in Drug Treatment Admissions in KAMEG Region by Drug Type

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 1,291 admissions for alcohol or drug abuse treatment from Kankakee County, nearly triple the 444 admissions in 1989 (Figure 24). Among the 1,291 admissions to substance abuse treatment in state fiscal year 2002, 24 percent (312) reported alcohol as their primary substance of abuse, while abuse of illicit substances accounted for 67 percent and 1 percent reported no primary substance of abuse.

Figure 24

Substance Abuse Treatment Admissions from Kankakee County



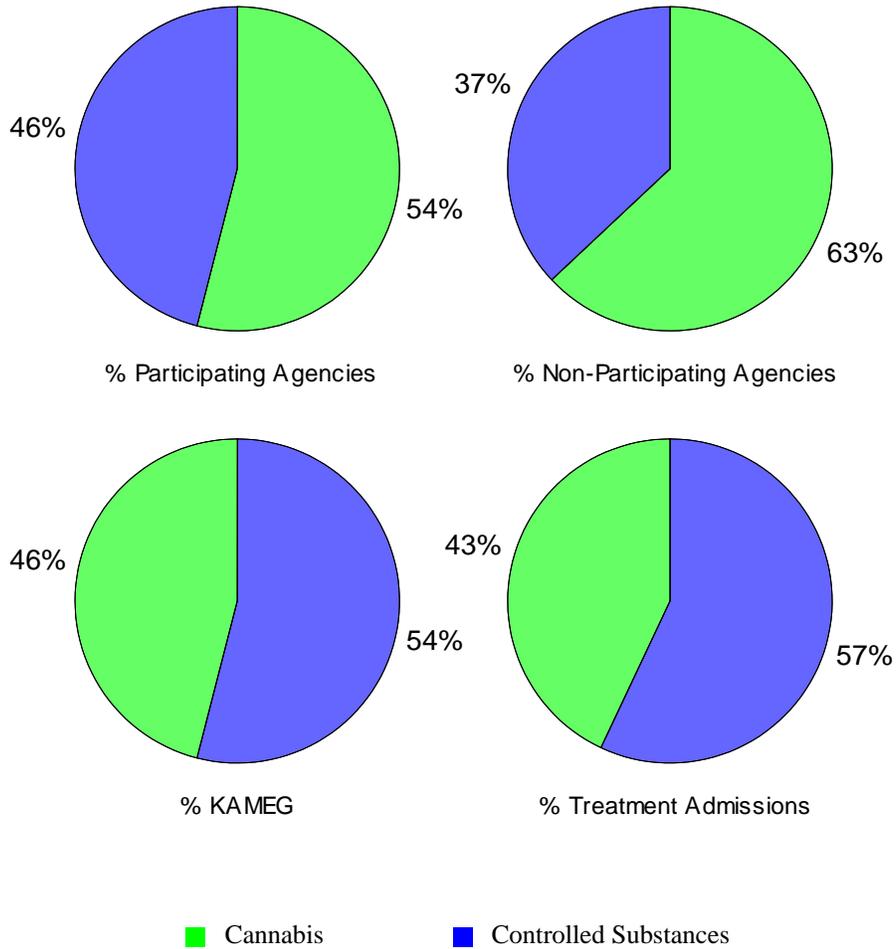
Source: Illinois Department of Human Services' Office of Alcoholism and Substance Abuse

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

In the following analyses, the percent of arrests accounted for by drugs classified under Illinois' Controlled Substances Act (primarily cocaine, heroin, and methamphetamine) versus the Cannabis Control Act (marijuana) across the participating agencies combined, non-participating agencies combined and KAMEG 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 KAMEG 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 KAMEG arrests and treatment admissions. On the other hand, the majority of arrests by local police departments (including those participating in KAMEG 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 neither to involve the substances considered to be most serious (i.e., felony versus misdemeanor) nor the substances for which individuals are seeking and receiving treatment (Figure 25).

Figure 25

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



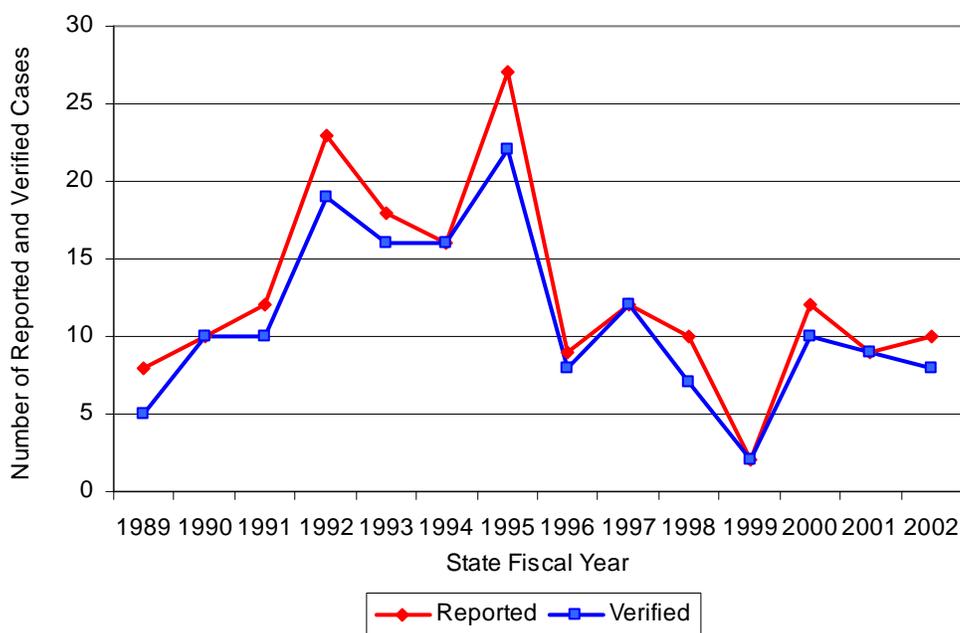
Source: ICJIA calculations using Illinois Department of Human Service's Office of Alcoholism and Substance Abuse and KAMEG data

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 1995, the number of substance-exposed infant cases reported in the region covered by KAMEG soared from eight to a period high of 27, before decreasing nearly every year since to ten cases in 2002. Between state fiscal years 1989 and 2002, 154 cases, or 87 percent of all cases reported, were verified as involving prenatal drug use by a DCFS investigation. Mirroring the trend of reported cases, verified cases of substance-exposed infants in the KAMEG region also jumped dramatically between 1989 and 1995 from five to 22 before dropping to eight cases in 2002 (Figure 26).

Figure 26
Cases of Drug-Exposed Infants in
Kankakee County



Source: Department of Children and Family Services

IX. Summary of Drug Situation

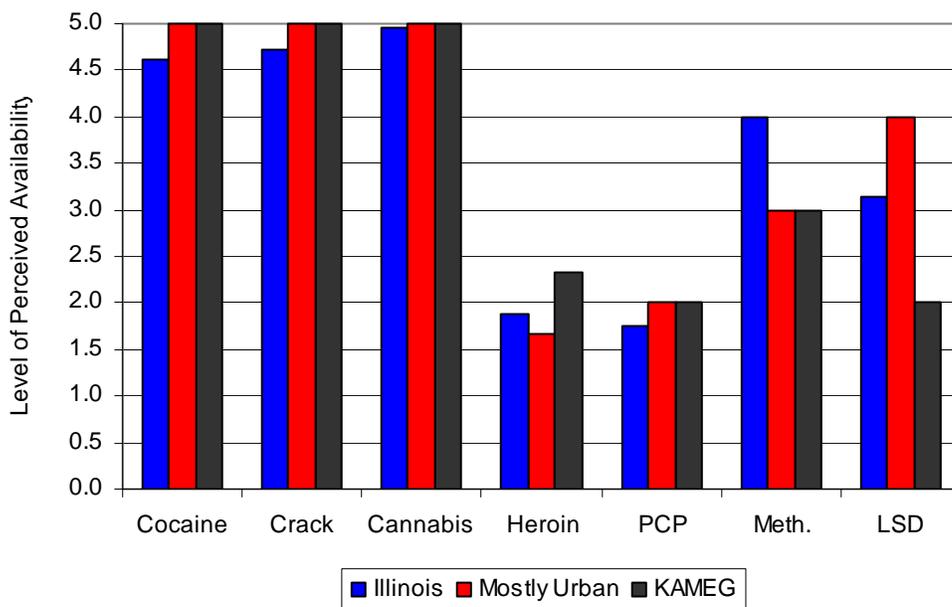
Although the distribution of illegal drugs is difficult to measure precisely, data obtained from criminal justice sources can be helpful in estimating drug availability. Information from a recent survey of Illinois drug enforcement units, as well as the most up-to-date data available on drug price, are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

The Authority periodically conducts a survey of each MEG and task force in Illinois to gauge the perceived availability of drugs in the areas they cover. 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 urban, rural or mixed urban/rural based upon the classification of the county(s) that each unit covers, and, for purposes of this report, are compared to the average of similar units.

According to the 2000 KAMEG survey responses, cannabis, cocaine, and crack continued to be the most visible drugs on the street and were all reported to be “readily available” across all regions analyzed. The perceived availability of most drugs has slightly increased across Illinois while remaining the same in regions covered by other mostly urban MEGs and task forces as well as the region covered by KAMEG. The perceived availability of LSD has increased slightly in the region covered by KAMEG, while remaining stable across the other regions since the 1998 survey. Methamphetamine was reported as readily available across Illinois, while moderately available in other mostly urban MEG and task force regions as well as the region covered by KAMEG. Although the perceived availability of heroin is somewhat available in the region covered by KAMEG and available to a lesser degree statewide and across regions covered by other mostly urban MEGs and task forces, that availability has remained unchanged since the 1998 survey (Figure 27).

Figure 27

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



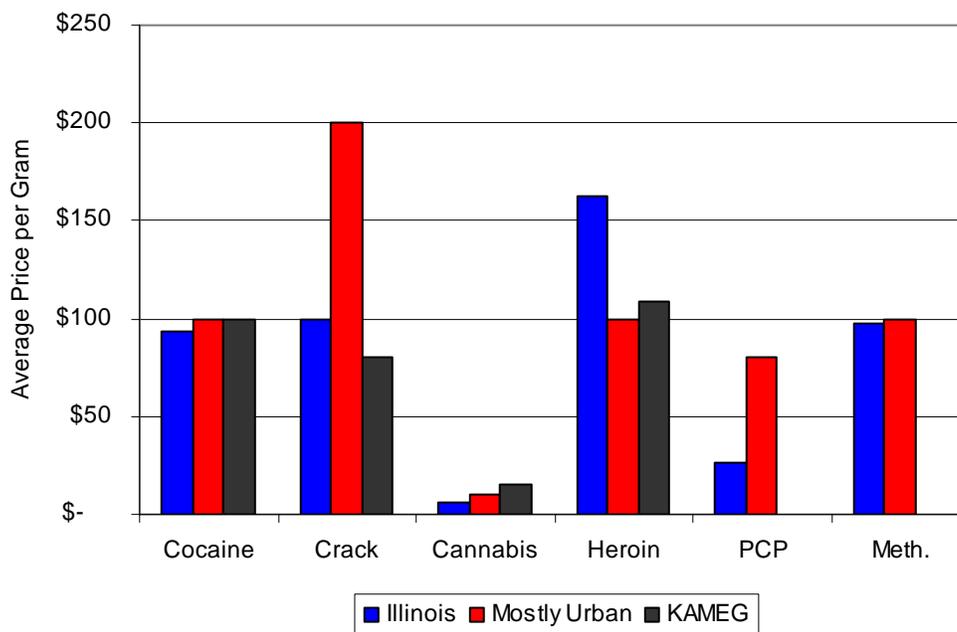
Source: Authority Survey of Illinois MEGs and task forces

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 and cannabis appear to be relatively stable across all regions surveyed in 2000, while prices for all other drug types appear to vary somewhat across all regions examined. The average price of cocaine remained relatively the same across all regions between 1998 and 2000, while the average price for heroin decreased in the region covered by KAMEG, as well as in regions covered by other mostly urban MEGs and task forces. In 2000 the average price of PCP was reported at \$27 across Illinois and \$80 in regions covered by other mostly urban MEGs and task forces. The 2000 average price of cocaine reported by KAMEG was \$100 per gram, compared to \$93 per gram across Illinois and \$100 per gram reported by all MEGs and task forces in mostly urban regions (Figure 28). On the other hand, the average price of heroin in the region covered by KAMEG was reported as \$108 per gram, lower than the price of \$162 per gram across Illinois yet higher than the price of \$100 per gram reported by all other MEGs and task forces in mostly urban regions. In 2000, the average price of cannabis was reported as approximately \$15 per gram in the KAMEG region, \$10 per gram in regions covered by other mostly urban MEGs and task forces, and \$6 per gram across Illinois.

Figure 28

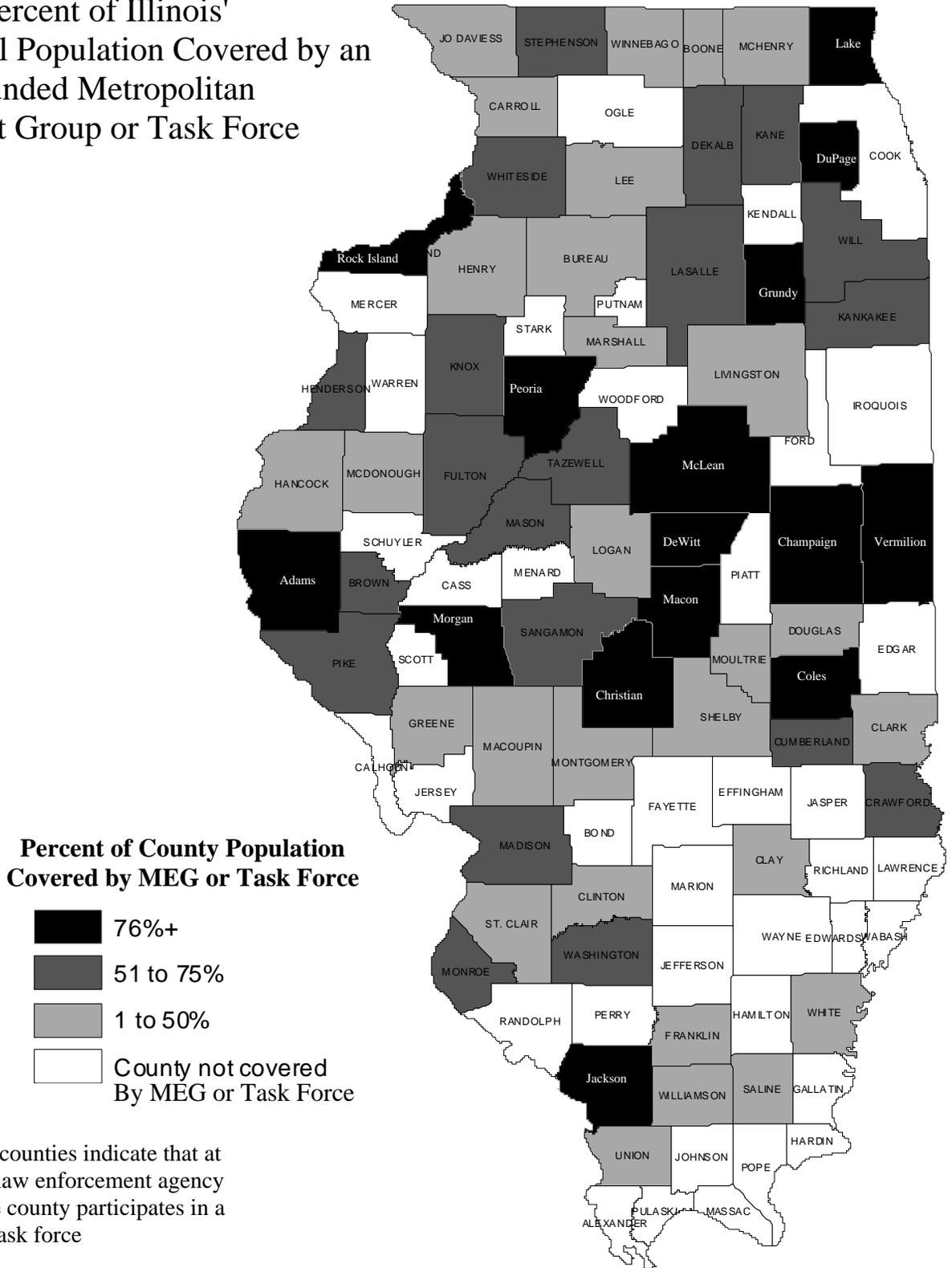
Price Per Gram in Illinois, 2000



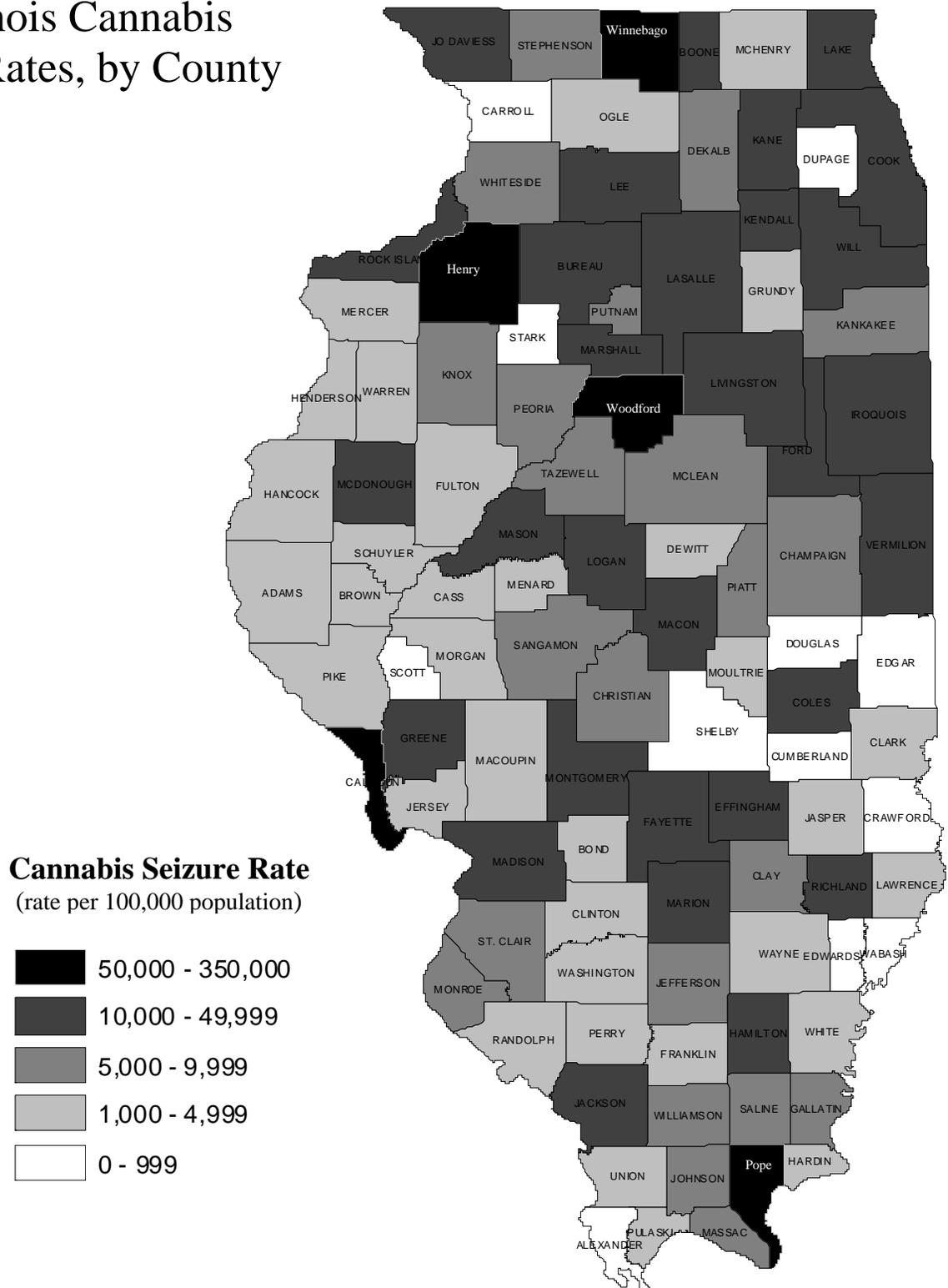
Source: Authority Survey of Illinois MEGs and task forces

X. Appendices

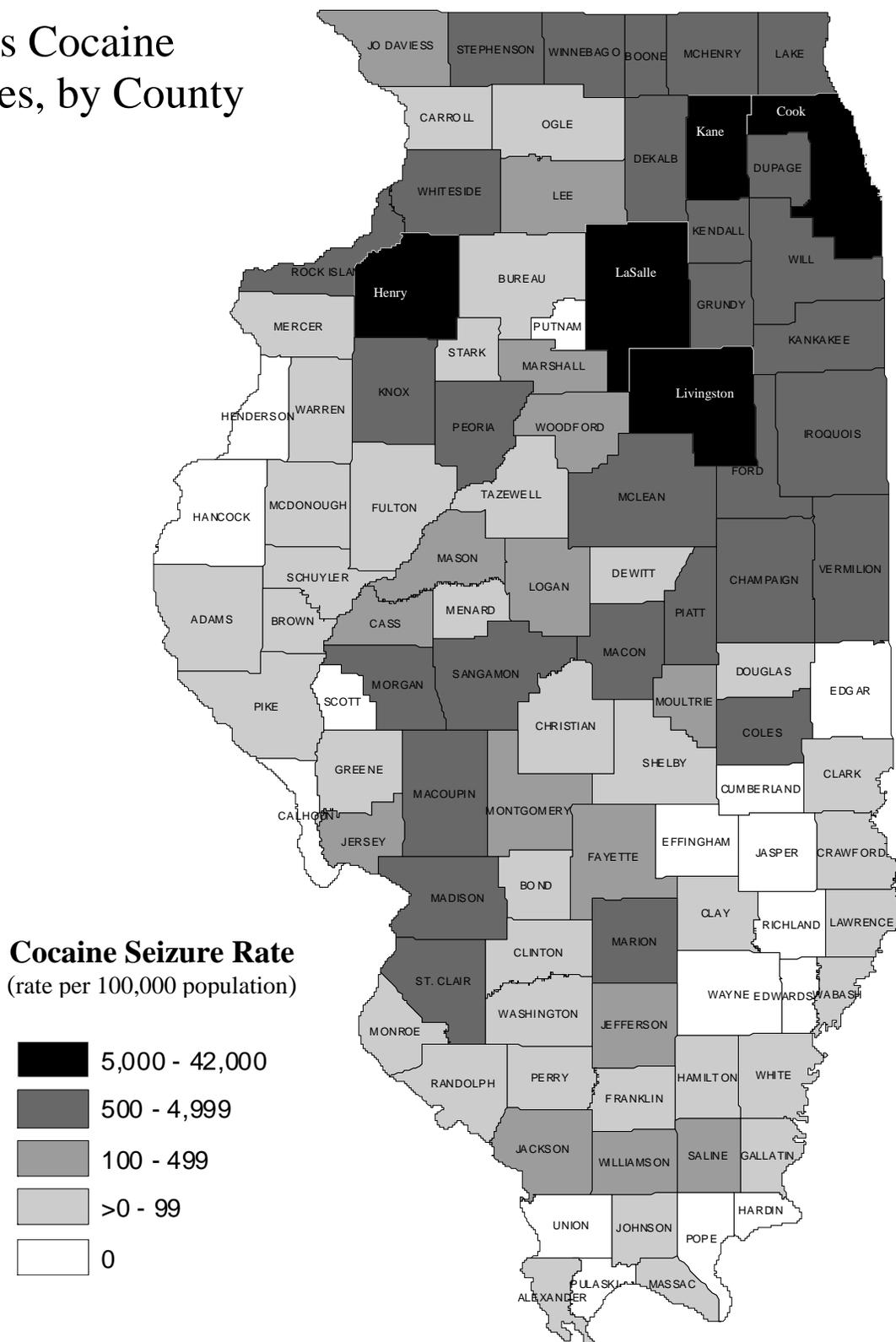
SFY 2002 Percent of Illinois' County-level Population Covered by an Authority-funded Metropolitan Enforcement Group or Task Force



2002 Illinois Cannabis Seizure Rates, by County

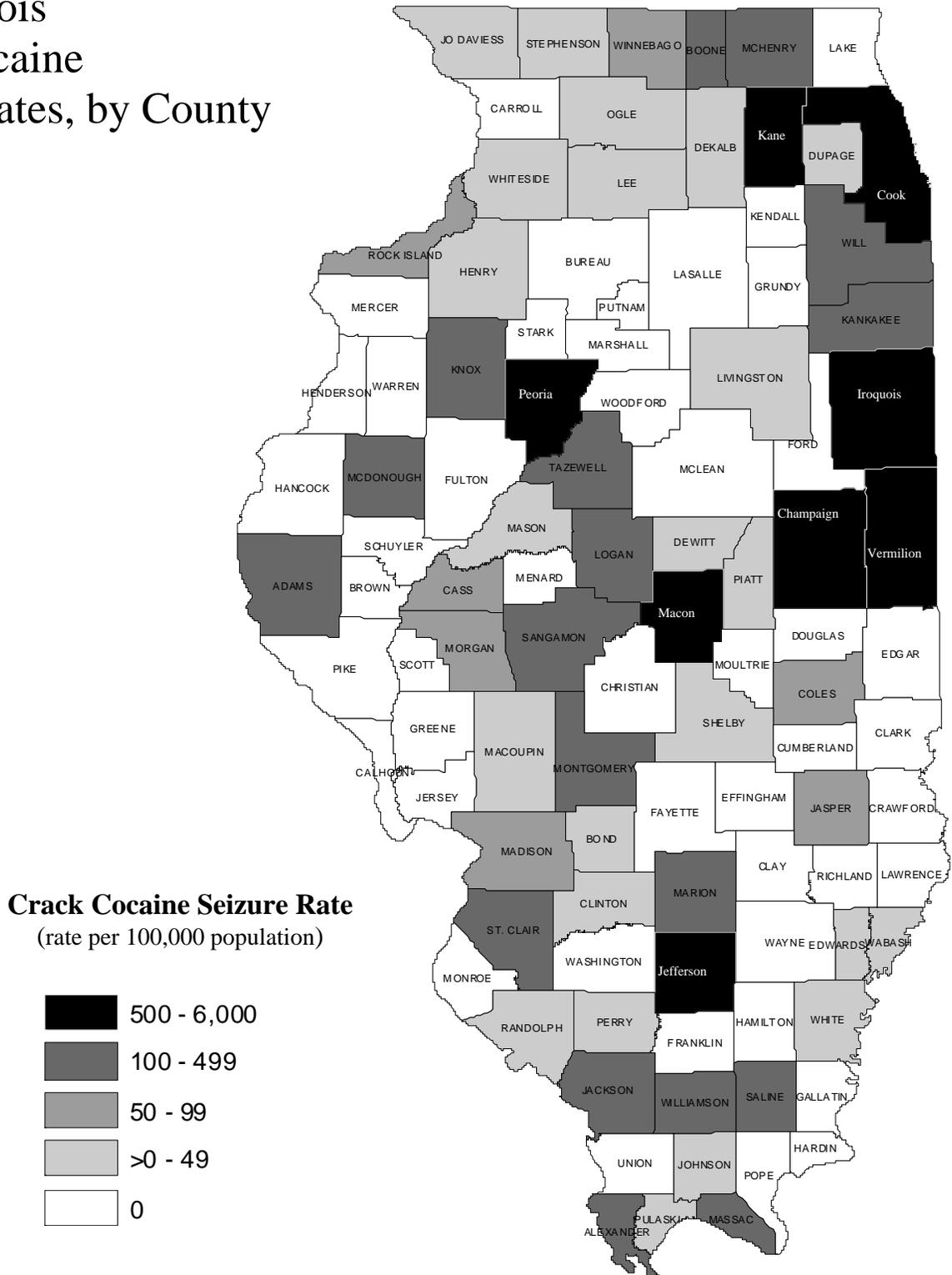


2002 Illinois Cocaine Seizure Rates, by County



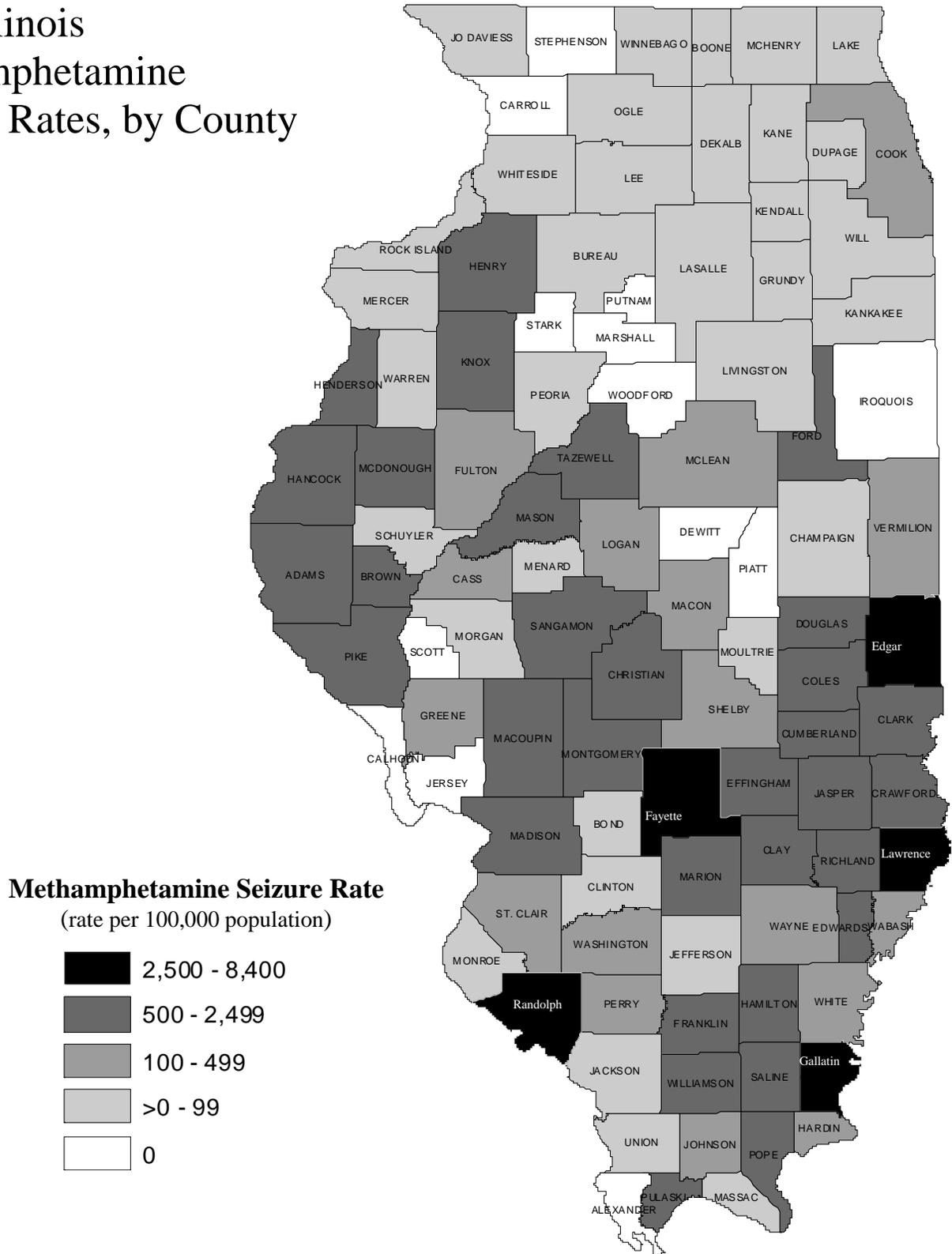
Map 4

2002 Illinois Crack Cocaine Seizure Rates, by County



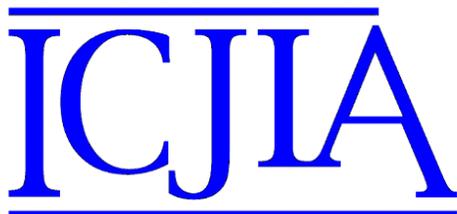
Map 5

2002 Illinois Methamphetamine Seizure Rates, by County



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