

Assessing Illinois' Metropolitan Enforcement Groups and Task Forces

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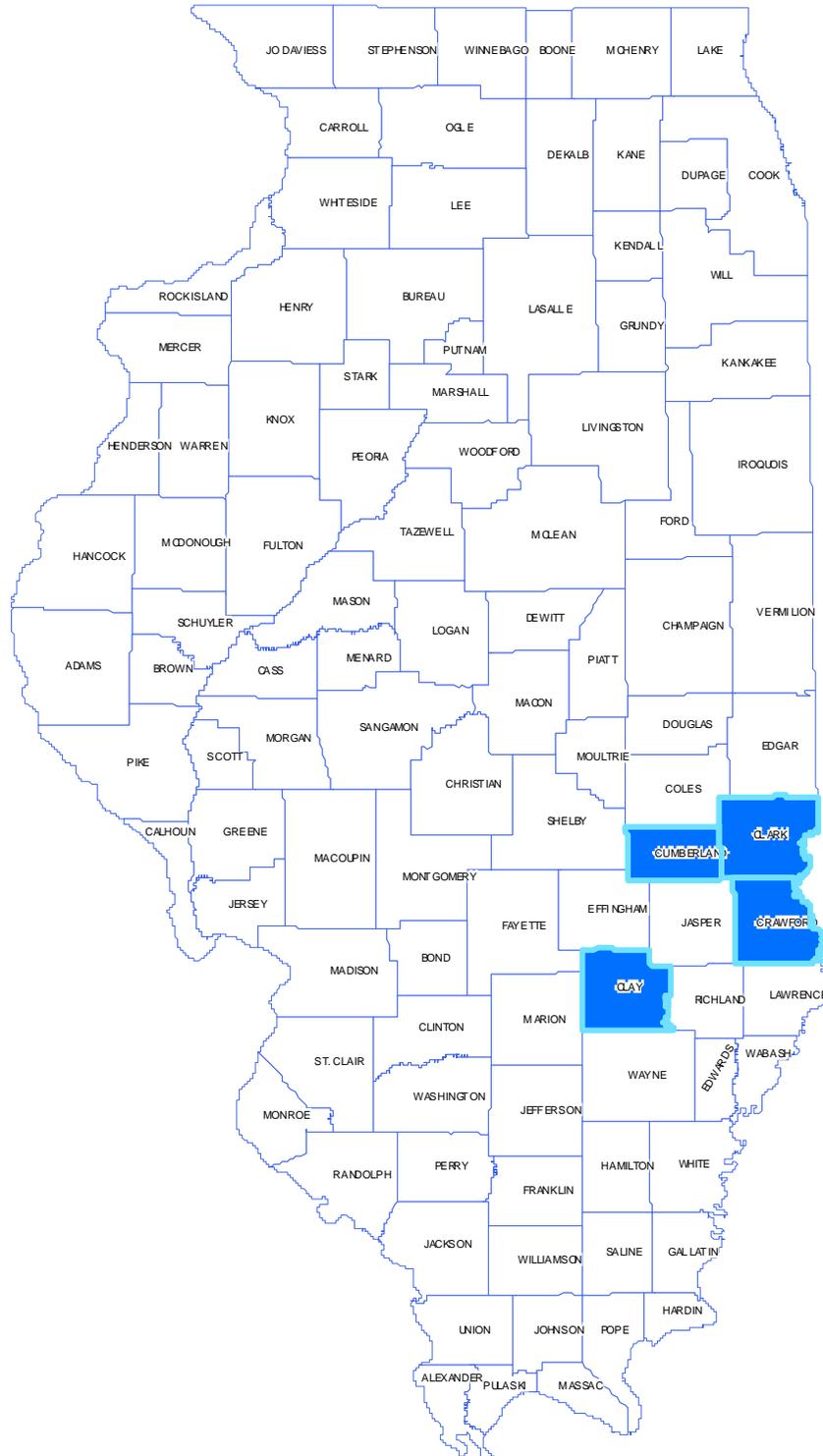
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A Profile of the Southeastern Illinois Drug Task Force

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EXECUTIVE SUMMARY

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

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

- In 2002, five local Illinois police agencies participated in SEIDTF (a participating agency is defined as one that contributes either personnel or financial resources to SEIDTF). Officers assigned to SEIDTF (totaling eight in 2002, five from participating agencies) accounted for 13 percent of the total number of sworn police officers working for agencies participating in SEIDTF (page 1).
- With the exception of 1993 and 1994, the violent Index offense rate was higher across jurisdictions that did not participate in SEIDTF than among the combined jurisdictions that did participate in SEIDTF from 1995 to 2001 (page 3).
- The drug arrest rate tended to be higher in the jurisdictions that did not participate in SEIDTF than in those jurisdictions that did participate in SEIDTF. Also, the drug arrest rate achieved by SEIDTF was higher than that experienced by both participating and non-participating agencies, meaning that the unit made more arrests for violations of the Cannabis and Controlled Substances Act, with eight officers, as did all of the respective participating and non-participating agencies, combined (page 6).
- When comparing the types of drug offenders arrested by those agencies participating in SEIDTF, those agencies not participating, and SEIDTF, it was found that SEIDTF 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 SEIDTF, for either violations of the Cannabis Control Act or the Controlled Substances Act, involved drug sale or delivery. However, the proportion of those arrests decreased for controlled substance arrests and increased for cannabis arrests during the period analyzed (page 14).
- From 1993 and 2002, the amount of cannabis seized by SEIDTF increased dramatically, while the quantity of cocaine decreased. During the same period, methamphetamine seized by SEIDTF jumped from 40 grams in 1996 to nearly 62,000 grams in 2002 (pages 15 and 16).

- From 1991 and 2002, the majority of all drug arrests by SEIDTF resulted in prosecution. In addition, between 1991 and 2002, 78 percent of all drug offenders who were prosecuted as a result of SEIDTF activity were convicted (page 18).
- In 2002, among those SEIDTF drug offenders convicted and sentenced, prison sentences accounted for the largest proportion (55 percent), followed by probation sentences (36 percent), and jail sentences (9 percent) (page 20).
- Between 1989 and 2002, prison sentences resulting from SEIDTF cases accounted for an increased proportion of all drug-law violators sent to prison from the region where SEIDTF operates, jumping from 4 percent to 30 percent (page 21).
- Arrests made by participating and non-participating agencies, in general, tended to involve substances for which a larger proportion of community residents were seeking and receiving substance abuse treatment, while arrests made by SEIDTF tended to involve the substances considered to be most serious (i.e., felony versus misdemeanor) (page 25).

I. Introduction

The Southeastern Illinois Drug Task Force (SEIDTF) covers the Illinois counties of Clark, Clay, Crawford, and Cumberland. Combined, these counties had a 2002 total population of 62,345 – 5 percent more than in 1990. In state fiscal year (SFY) 2002, five local Illinois police agencies participated in SEIDTF. These include the following sheriff's offices: Clark County, Crawford County, and Cumberland County, and the Flora and Palestine police departments. These agencies served 50 percent of the population in the four-county region covered by SEIDTF in 2002 (see Map 1 on page 31). A participating agency is defined as one that contributes either personnel or financial resources to SEIDTF.

In addition to agencies that participate in SEIDTF, these Illinois counties are served by ten additional police departments that do not participate in SEIDTF. According to the Illinois State Police, county sheriffs and local police departments, in the four-county region covered by SEIDTF, combined, employed 89 full-time police officers as of Oct. 31, 2002, 38 of which worked in agencies participating in SEIDTF. In comparison, there were a total of eight officers assigned to SEIDTF in 2002, five of which were assigned by participating agencies and three from the Illinois State Police (ISP). Thus, the officers assigned to SEIDTF during 2002 accounted for 13 percent of the total number of sworn police officers working in the participating police departments.

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.

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.

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 SEIDTF, 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

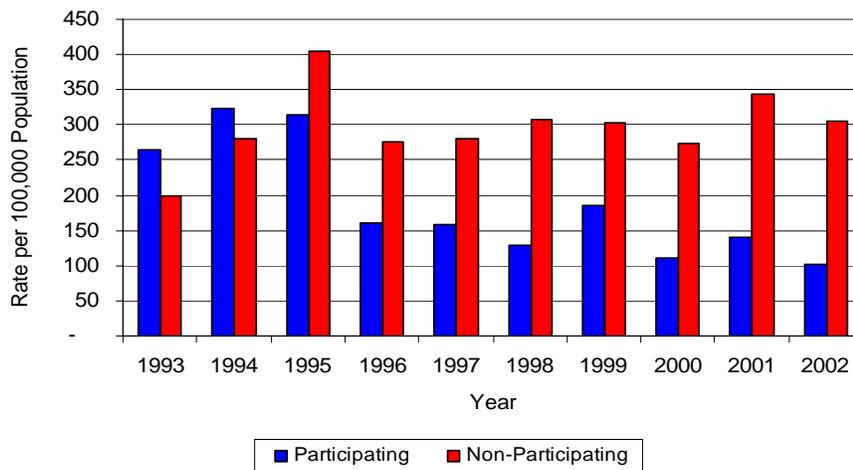
While most of Illinois' Metropolitan Enforcement Groups and drug task forces are primarily involved in drug enforcement activities, it is clear that the relationship between drugs and violence is particularly evident in a number of Illinois communities. In addition, a number of MEGs and task forces have 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 number of violent Index offenses reported to the police in the four-county region covered by SEIDTF totaled 128, a 10 percent decrease from the 143 offenses reported in 1993. As a result, during the period analyzed, the violent Index offense rate for the region covered by SEIDTF decreased 10 percent, from 230 offenses per 100,000 population in 1993 to 202 offenses per 100,000 population in 2002. The majority (84 percent) of violent Index offenses reported to the police between 1993 and 2002 were aggravated assaults, while 15 percent were criminal sexual assaults.

Between 1993 and 2002, the violent Index offense rate in the participating agencies decreased 62 percent, from 265 to 102 offenses per 100,000 population, while the rate in the non-participating agencies increased 53 percent, from 199 to 304 offenses per 100,000 population (Figure 1). Thus, the violent Index offense rate was higher across jurisdictions that participated in SEIDTF in 1993 and 1994, but was higher in jurisdictions that did not participate in SEIDTF from 1995 and 2002.

Figure 1

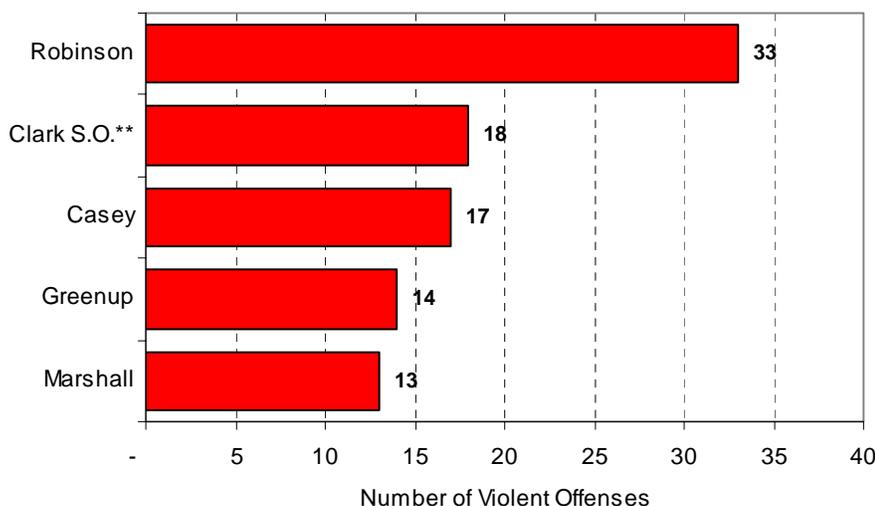
Violent Index Offense Rates for Participating and Non-participating Agencies in Region Covered by SEIDTF



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

Across the individual local law enforcement agencies covered by SEIDTF's jurisdiction, five agencies (listed below in Figure 2) accounted for 74 percent of all violent Index offenses reported to the police (Figure 2). Agencies reporting fewer than ten violent Index offenses in 2002 are excluded from Figure 2. Controlling for differences in the populations served by these law enforcement agencies, the violent Index offense *rate* ranged from 31 violent Index offenses per 100,000 population for the Cumberland County Sheriff's Office to 11,140 offenses per 100,000 population in Toledo.

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



Source: Illinois State Police

*Agencies reporting ten or more violent offenses

**Agencies participating in SEIDTF

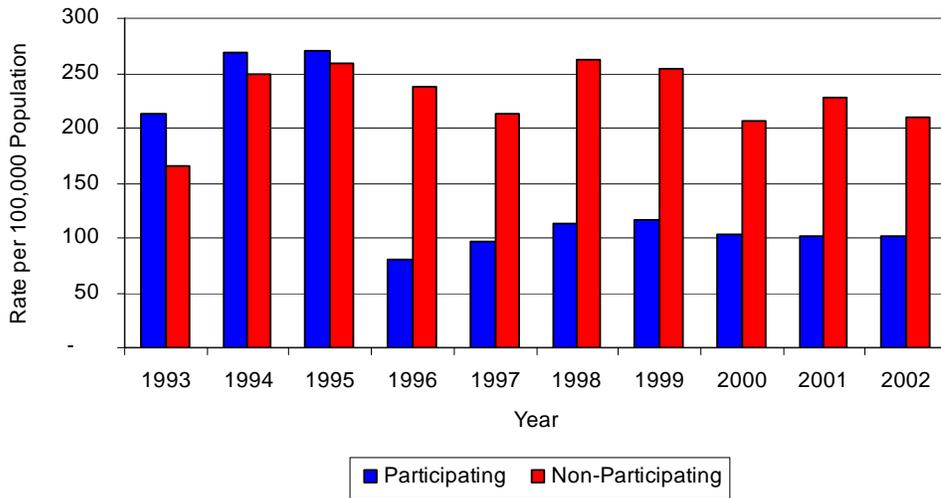
An indicator of the workload that law enforcement agencies place on other components of the justice system is the number of arrests made by police, including those for violent and property Index offenses and drug offenses. Unlike offenses, which are what police must respond to, arrests represent those 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 SEIDTF decreased 16 percent, from 117 to 98. Similar to reported violent Index offenses, the majority (91 percent) of violent Index arrests were for aggravated assaults, followed by criminal sexual assaults (6 percent).

During the period analyzed, the violent Index arrest rate for the region covered by SEIDTF decreased 16 percent, from 188 offenses per 100,000 population in 1993 to 157 arrests per 100,000 population in 2002. The violent Index arrest rate in the participating agencies decreased 52 percent, from 214 to 102 offenses per 100,000 population, while the rate in the non-participating agencies increased 27 percent, from 165 to 210 offenses per 100,000 population (Figure 3). Thus, with the exception of 1993 and 1994, the violent Index arrest rate was higher in jurisdictions not participating in SEIDTF than in jurisdictions participating in SEIDTF.

Figure 3

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

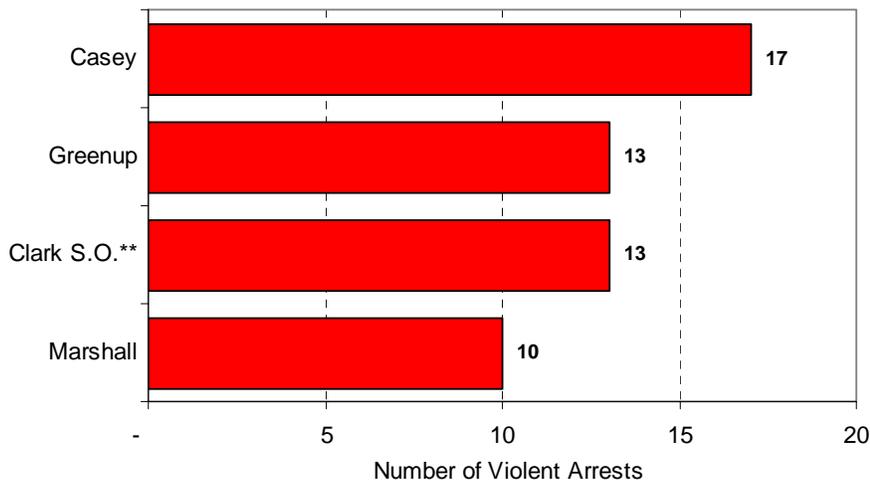


Source: ICJIA calculations using Illinois State Police and U.S. Census Bureau data

The majority (54 percent) of arrests for violent Index offenses occurring in the four-county region covered by SEIDTF was made by the four agencies listed in Figure 4. Agencies reporting fewer than ten arrests for violent Index offenses in 2002 are excluded from Figure 4. Of the 98 violent Index arrests made in 2002, the Casey Police Department accounted for the largest proportion (17 percent) of violent Index arrests, followed by the Greenup Police Department and Clark County Sheriff's Office (13 percent each), and the Marshall Police Department (10 percent).

Figure 4

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



Source: Illinois State Police

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

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 the Illinois Controlled Substances Act are considered to be more serious since they primarily involve cocaine, heroin, methamphetamine, and hallucinogens. These violations 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.

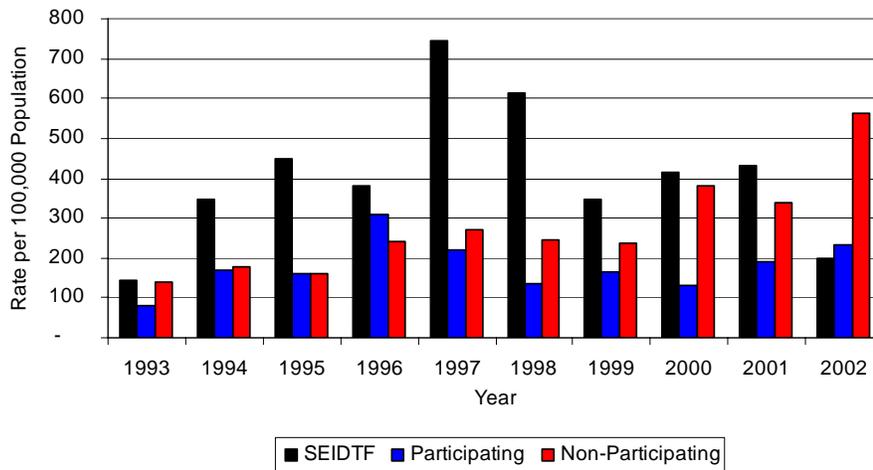
In 2002, local law enforcement agencies in the counties covered by SEIDTF reported 350 arrests for drug law violations, which nearly quadrupled the 74 arrests from 1993. Between 1993 and 2002, arrests for violations of Illinois' Cannabis Control Act out-numbered arrests for violations of the Controlled Substances Act every year in Clark, Clay, Crawford, and Cumberland counties. During the same period, the number of arrests for violations of the Cannabis Control Act in these four counties combined, nearly doubled, from 63 to 124. Arrests for violations of the Controlled Substances Act in the four-county region increased more than 10-fold, from six to 126. In addition, arrests for violations of the Drug Paraphernalia Control Act, enacted in 1993, increased greatly, from five in 1993 to 87 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 SEIDTF and the participating and non-participating agencies.

During the period analyzed, the drug arrest rate for cannabis and controlled substances, combined, in the region covered by SEIDTF more than tripled, from 111 arrests per 100,000 population in 1993 to 401 arrests per 100,000 population in 2002. Similarly, the drug arrest rate in the participating agencies nearly tripled, from 81 to 233, as did the drug arrest rate for non-participating agencies, which quadrupled from 138 to 561 arrests per 100,000 population. The arrest rate for SEIDTF increased 38 percent during that period, from 142 to 197 arrests per 100,000 population (Figure 5). Thus, the drug arrest rate tended to be higher in the jurisdictions that did not participate in SEIDTF than in those jurisdictions that did participate

in SEIDTF. With the exception of 2002, the drug arrest rate achieved by SEIDTF was higher than that experienced by both participating and non-participating agencies throughout the period analyzed, meaning that the unit made more arrests for violations of the Cannabis Control and Controlled Substances Acts, with eight officers, as did all of the respective participating and non-participating agencies, combined.

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

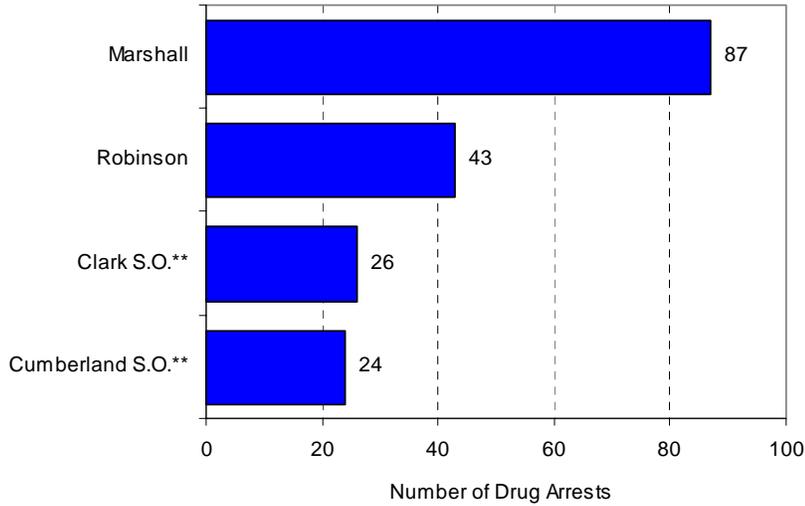


Source: ICJIA calculations using Illinois State Police, SEIDTF and U.S. Census Bureau data

Across the individual local law enforcement agencies in the region covered by SEIDTF, the number of cannabis and controlled substance arrests ranged from zero in Hutsonville to 87 in Marshall. Of the 250 drug arrests made during 2002 in the four-county region, four agencies accounted for 72 percent of these drug arrests. Agencies reporting fewer than 15 drug arrests in 2002 are excluded from Figure 6. The Marshall Police Department accounted for 35 percent of cannabis and controlled substance arrests, followed by the Robinson Police Department (17 percent), and both the Clark County Sheriff’s Office and Cumberland County Sheriff’s Office (10 percent each). Of the six agencies with the highest number of drug arrests in 2002, two participated in SEIDTF.

Figure 6

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



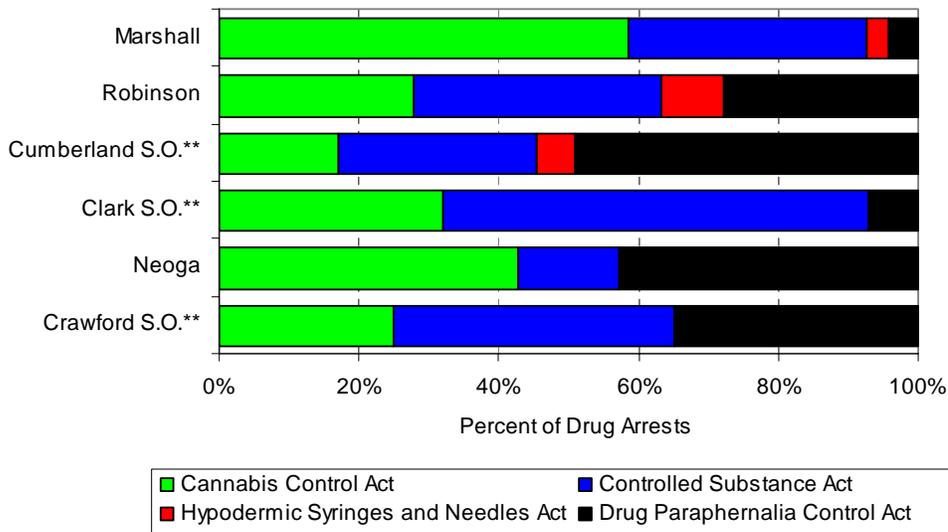
Source: Illinois State Police

*Agencies reporting 15 or more drug arrests
 **Agency participates in SEIDTF

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 Controlled Substance Act accounted for the largest proportion of drug arrests across most individual agencies in the region covered by SEIDTF, followed by violations of the Cannabis Control Act (Figure 7).

Figure 7

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



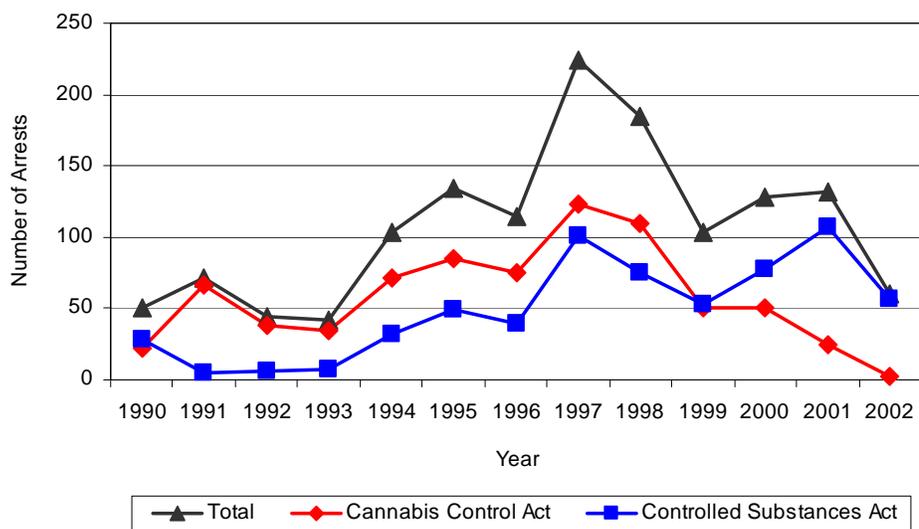
Source: Illinois State Police

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

Between 1993 and 2002, the number of combined cannabis and controlled substances arrests made by SEIDTF increased 43 percent, from 42 to 60 (Figure 8). Similar to drug arrests made by most local police departments in the region, violations of the Cannabis Control Act accounted for the majority of drug arrests made by SEIDTF throughout most of the period analyzed. During the period analyzed, the number of SEIDTF arrests for violations of the Cannabis Control Act decreased 91 percent, from 35 to three, while the arrests for violations of the Controlled Substances Act increased dramatically, from seven to 57 (Figure 8).

Between 1993 and 2002, the proportion of drug arrests accounted for by controlled substance violations increased for both participating and non-participating agencies. In 2002, 45 percent of the drug arrests made by the non-participating agencies were for violations of the Controlled Substances Act, compared to 9 percent in 1993. Similarly, the proportion of drug arrests made by participating agencies arrests for Controlled Substances Act violations increased from 8 percent in 1993 to 63 percent in 2002. For SEIDTF, the proportion of drug arrests accounted for by controlled substance violations increased nearly four-fold from 1993 and 2002, increasing from 17 percent in 1993 to 95 percent in 2002. Thus, arrests by SEIDTF 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 SEIDTF 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 SEIDTF

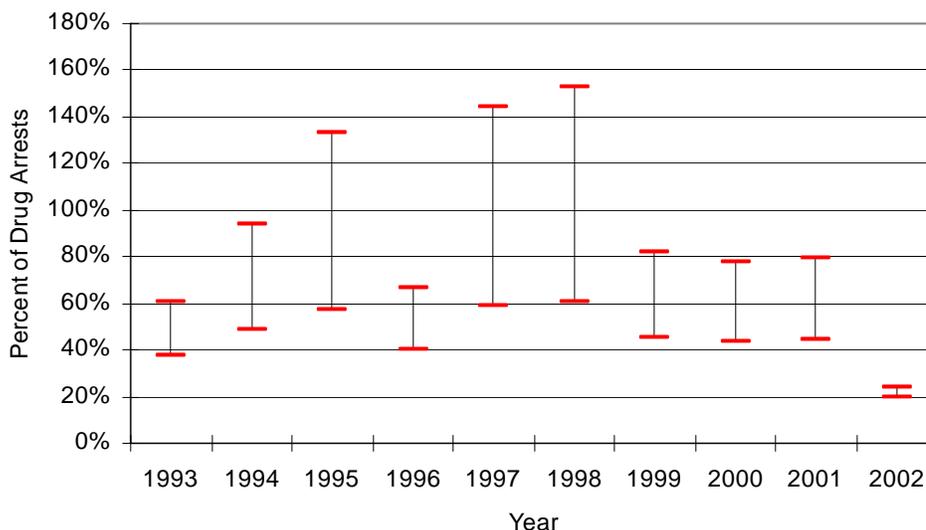


Source: SEIDTF

The data presented below represent the percent of total drug arrests made in the four-county region accounted for by SEIDTF. 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 SEIDTF arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the SEIDTF arrests are included in the local UCR submissions. It is estimated that the proportion of all drug arrests in the four-county region accounted for by SEIDTF was between 38 and 61 percent in 1993, and decreased to between 19 and 24 percent in 2002.

Figure 9

Percent of Total Drug Arrests Accounted for by SEIDTF



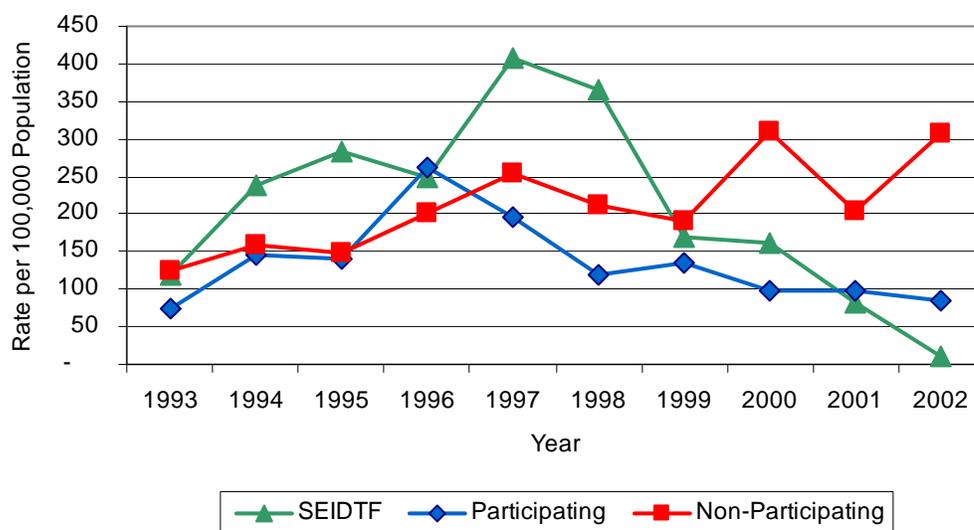
Source: ICJIA calculations using
Illinois State Police and SEIDTF data

The number of arrests for violations of Illinois' Cannabis Control Act for Clark, Clay, Crawford, and Cumberland counties totaled 124 in 2002, nearly double the 63 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 four-county region decreased 46 percent, decreasing from 91 percent to 50 percent. Agencies not participating in SEIDTF accounted for the largest portion (79 percent) of the total number of arrests for cannabis violations in 2002. SEIDTF reported a total of three arrests for cannabis violations in 2002, or, 5 percent of the unit's drug arrests.

During the period analyzed, the cannabis arrest rate for the region covered by SEIDTF nearly doubled, from 101 arrests per 100,000 population in 1993 to 199 arrests per 100,000 population in 2002. The cannabis arrest rates in both the participating and non-participating agencies also increased, from 75 to 85 arrests per 100,000 population and from 125 to 307 arrests per 100,000 population, respectively. The cannabis arrest rate for SEIDTF decreased 92 percent, from 119 to ten arrests per 100,000 population (Figure 10). Thus, despite the rate in 1996, the arrest rate for violations of the Cannabis Control Act was collectively higher in agencies not participating in SEIDTF than those agencies participating in SEIDTF.

Figure 10

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

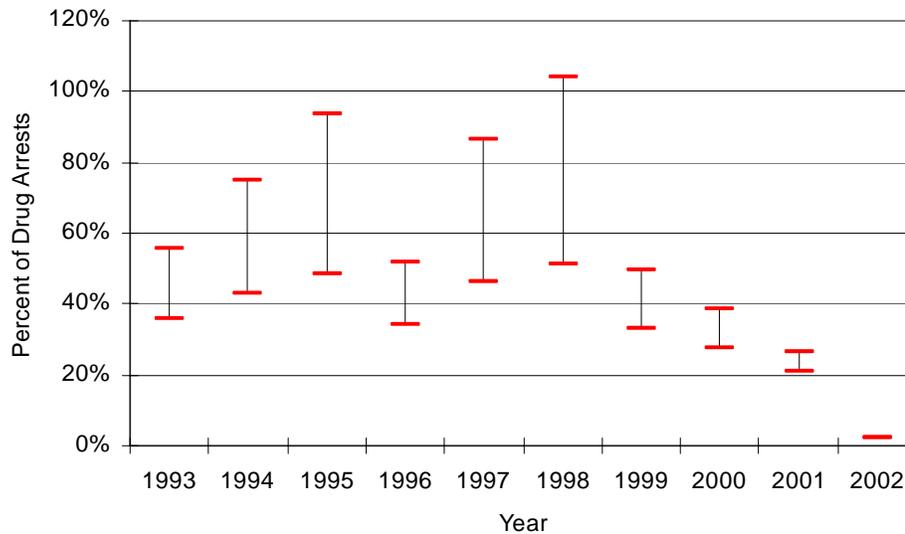


Source: ICJIA calculations using Illinois State Police, U.S. Census Bureau, and SEIDTF data

The data presented in Figure 11 represent the percent of cannabis arrests made in the four-county region accounted for by SEIDTF. 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 SEIDTF arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the SEIDTF arrests are included in the local UCR submissions. It is estimated that the proportion of cannabis arrests in the four-county region accounted for by SEIDTF was between 36 and 56 percent in 1993, but decreased to 2 percent in 2002.

Figure 11

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

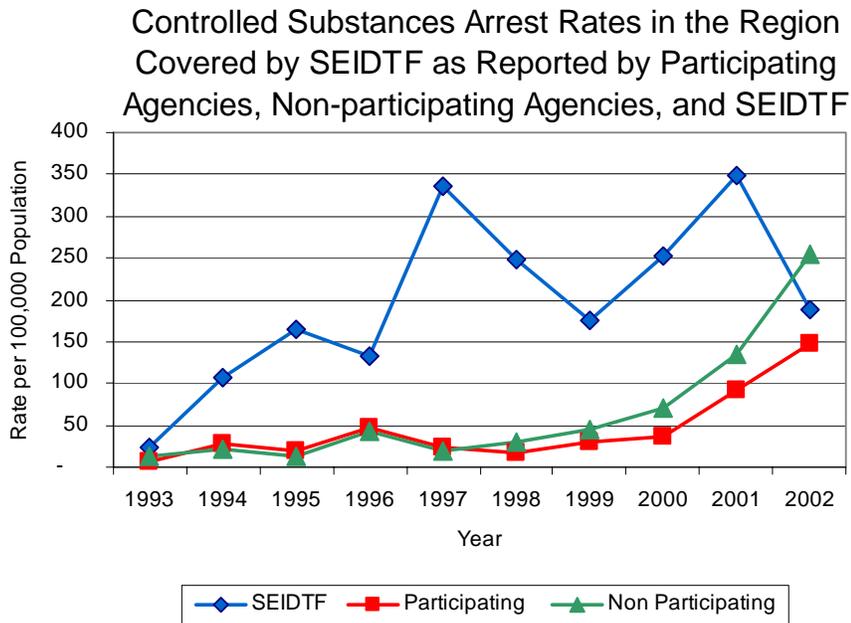


Source: ICJIA calculations using
Illinois State Police and SEIDTF data

In Clark, Clay, Crawford, and Cumberland counties the number of arrests for violations of Illinois' Controlled Substances Act significantly increased between 1993 and 2002, from six to 71. During the period analyzed, the proportion of all drug arrests accounted for by violations of the Controlled Substances Act in the four-county region increased from 9 percent to 50 percent. In 2002, SEIDTF reported 57 arrests for controlled substance violations, 95 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 SEIDTF dramatically increased, from ten to 202 arrests per 100,000 population (Figure 12). The controlled substances arrest rates in both the agencies participating and those not participating in SEIDTF also increased significantly during the period analyzed, from seven to 148 arrests per 100,000 population and 12 to 254 arrests per 100,000 population, respectively. Similarly, the controlled substances arrest rate for SEIDTF increased nearly 8-fold, from 24 to 187 arrests per 100,000 population (Figure 12). Thus, the arrest rate for SEIDTF was significantly higher than the rate for those agencies participating and not participating in SEIDTF, combined.

Figure 12

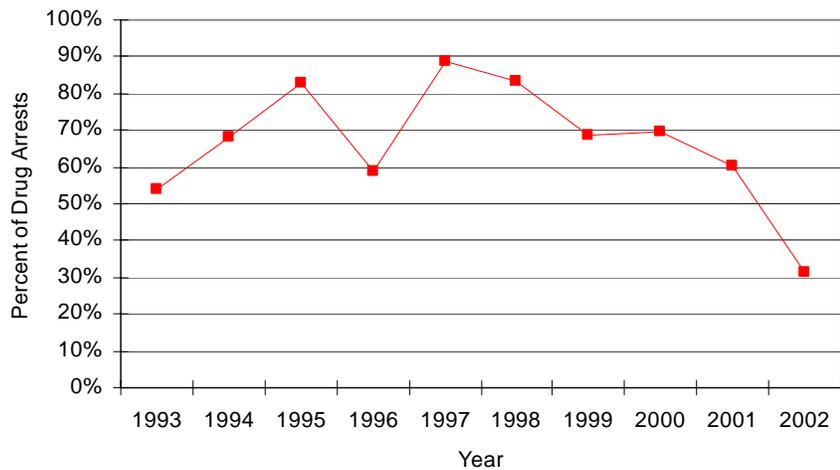


Source: ICJIA calculations using Illinois State Police, U.S. Census Bureau, and SEIDTF data

The data presented in Figure 13 represent the percent of controlled substances arrests made in the four-county region accounted for by SEIDTF. Unlike the data presented in Figures 9 and 11, the data for SEIDTF controlled substances arrests appear to have been included as part of the UCR submissions made by local departments. It is estimated that the proportion of controlled substances arrests in the four-county region accounted for by SEIDTF remained relatively stable during the period analyzed, accounting from between 54 and 31 percent.

Figure 13

Percent of Controlled Substances Arrests Accounted for by SEIDTF

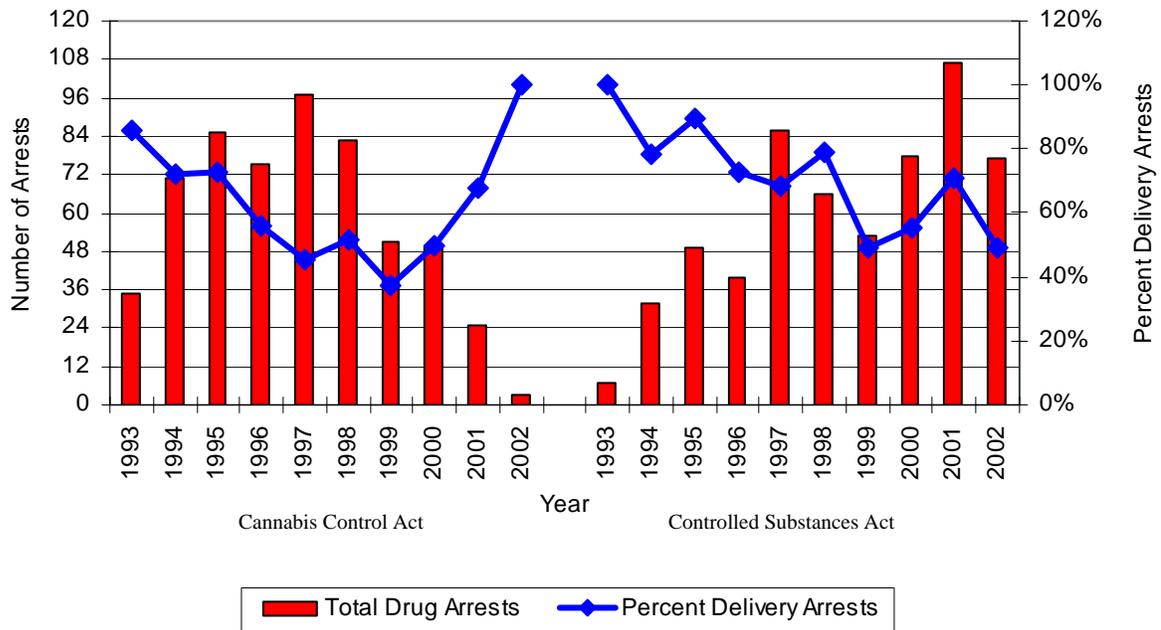


Source: ICJIA calculations using Illinois State Police and SEIDTF data

Although the majority of all drug arrests reported by SEIDTF during the period between 1993 and 2002 were for drug delivery, that proportion decreased during the period examined. Arrests for drug delivery accounted for 63 percent of all drug arrests made by SEIDTF between 1993 and 2002; however, that proportion decreased significantly, from 88 percent in 1993 to 51 percent in 2002. When cannabis and controlled substance arrests were examined separately during the period analyzed, different trends were observed. While arrests for delivery of controlled substances accounted for 71 percent of the total number of arrests made for violations of the Controlled Substances Act, during the period analyzed, that proportion decreased from 100 percent in 1993 to 49 percent in 2002. Conversely, while arrests for the delivery of cannabis accounted for 64 percent of all arrests for violations of the Cannabis Control Act during the same period, the proportion of arrests for delivery increased from 86 percent to 100 percent.

Figure 14

SEIDTF Drug Arrests for Possession versus Delivery, by Drug Type



Source: ICJIA calculations using SEIDTF data

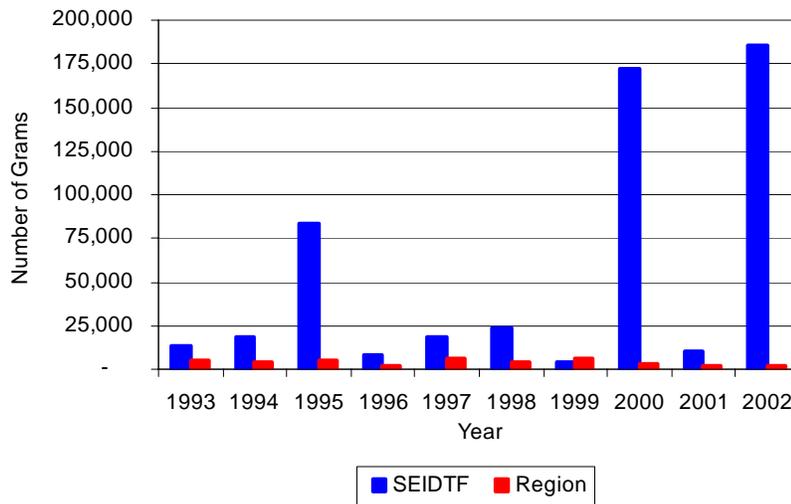
IV. Trends in Drug Seizures

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

As in most Illinois jurisdictions, cannabis accounts for the majority of illegal drugs seized in the four-county region covered by SEIDTF. The quantity of cannabis seized and submitted by law enforcement agencies in Clark, Clay, Crawford, and Cumberland counties decreased 64 percent, from 4,887 grams in 1993 to 1,759 grams in 2002. The quantity of cannabis seized by SEIDTF increased dramatically between 1993 and 2002, from 13,297 grams to 185,555 grams (Figure 15). In 2002, SEIDTF's cannabis seizure rate of 586,069 grams per 100,000 population was dramatically higher than the statewide cannabis seizure rate of 19,621 grams per 100,000 population, as well as the seizure rate of 2,780 grams per 100,000 population in the four-county region covered by SEIDTF (Map 2).

Figure 15

**Cannabis Seized and Submitted to ISP by
Clark, Clay, Crawford, and Cumberland
Counties and Seized by SEIDTF**



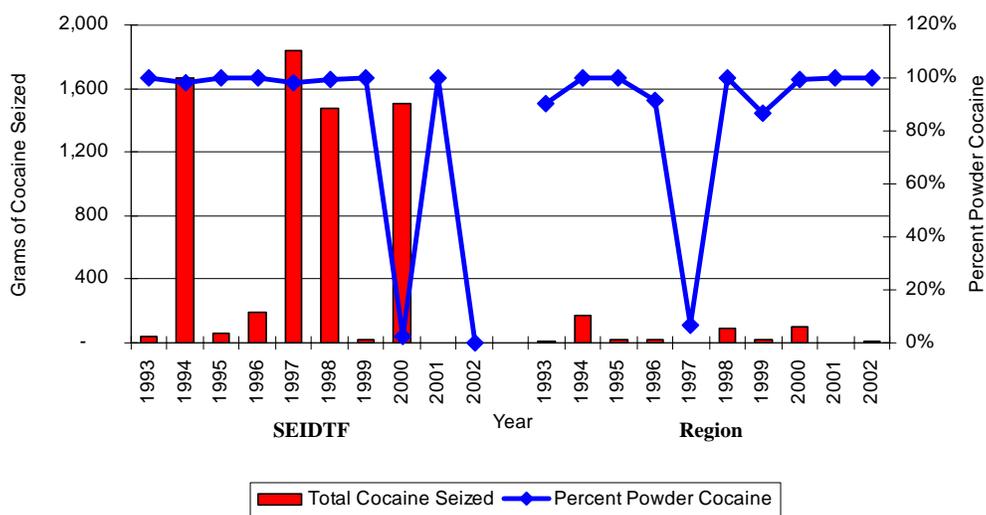
Source: Illinois State Police and SEIDTF

Between 1993 and 2002, a combination of crack and powder cocaine has accounted for a small proportion of drugs seized in the four-county region covered by SEIDTF. However, the quantity of cocaine seized and submitted by law enforcement agencies in Clark, Clay, Crawford, and Cumberland counties increased from nine grams in 1993 to 13 grams in 2002. During the same period, the quantity of cocaine seized by SEIDTF varied significantly while decreasing from 39 grams to zero grams.

Powder cocaine accounted for the largest proportion of cocaine seized by SEIDTF, as well as the four-county region covered by SEIDTF, from 1993 to 2002. Powder cocaine accounted for 87 percent of total cocaine seizures for the four-county region covered by SEIDTF, while powder cocaine accounted for 80 percent of the cocaine seized by SEIDTF in nearly every year examined (Figure 16). In 2002, the statewide cocaine seizure rate of 22,099 grams per 100,000 population was dramatically higher than the rate of 21 grams per 100,000 population in the four-county region covered by SEIDTF (Maps 3 and 4). SEIDTF did not seize any cocaine in 2002.

Figure 16

Powder and Crack Cocaine Seized and Submitted to ISP by Clark, Clay, Crawford, and Cumberland Counties and Seized by SEIDTF



Source: Illinois State Police and SEIDTF

The total quantity of illegal drugs seized and submitted by law enforcement agencies in Clark, Clay, Crawford, and Cumberland counties decreased 29 percent between 1993 and 2002, from 4,896 grams to 3,486 grams. On the other hand, the total quantity of illegal drugs seized by SEIDTF increased, from 13,336 grams in 1993 to 249,427 grams in 2002.

During most of the period analyzed, methamphetamine seizures accounted for a relatively small proportion of total drugs seized by SEIDTF and the four-county region covered by SEIDTF. However, between 1994 and 2002, the quantity of methamphetamine seized by law enforcement agencies in the region where SEIDTF operates increased nearly 14-fold, from 43 grams to 583 grams. Although SEIDTF reported no methamphetamine seizures between 1994 and 1995, the quantity of methamphetamine seized by SEIDTF increased from 40 grams in 1996 to nearly 62,000 grams in 2002. In 2002, SEIDTF had a methamphetamine seizure rate of 195,798 grams per 100,000 population, dramatically higher than the rate of 921 grams per 100,000 population in the four-county region covered by SEIDTF and the statewide seizure rate of 224 grams per 100,000 population (Map 5).

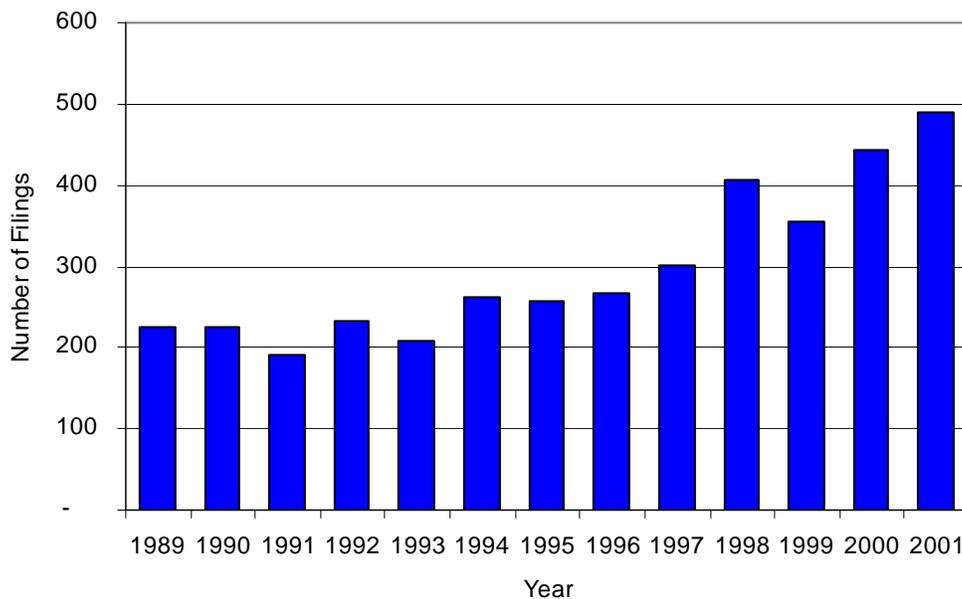
V. Trends in Prosecutions for Drug Offenses and All Felonies

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

From 1989 and 2001, the number of felony filings in the four-county region covered by SEIDTF more than doubled, from 225 to 489 (Figure 17).

Figure 17

Number of Felony Filings in Clark, Clay, Crawford, and Cumberland Counties

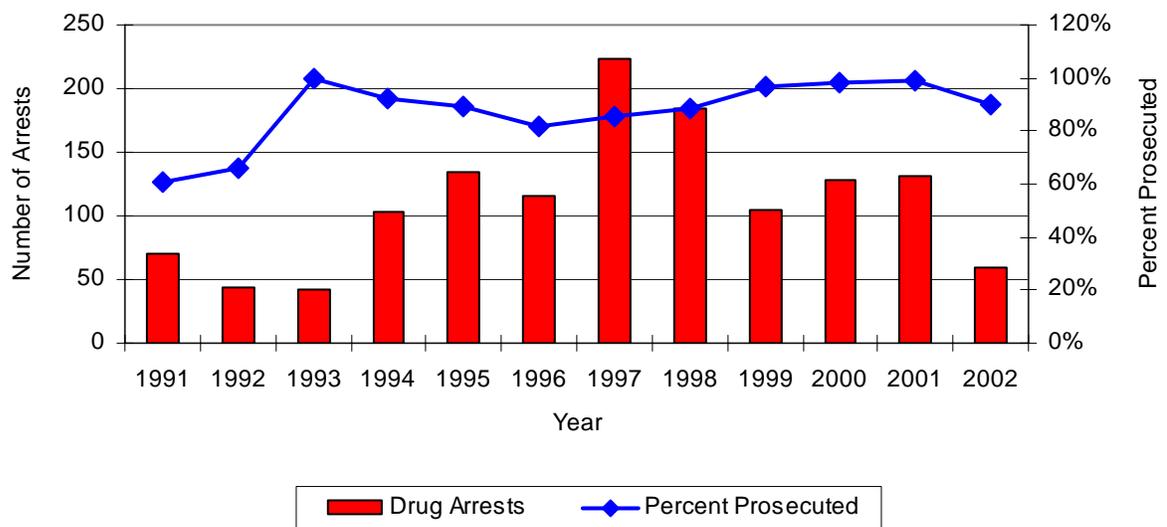


Source: Administrative Office of the Illinois Courts

Between 1991 and 2002, there were a total of 1,191 drug prosecutions initiated as a result of SEIDTF arrests in Clark, Clay, Crawford, and Cumberland counties. Forty-two percent of SEIDTF drug offender prosecutions during this period were for violations of the Controlled Substances Act, while 58 percent were for violations of the Cannabis Control Act. During this time, the number of SEIDTF drug arrests decreased 15 percent, from 71 arrests in 1991 to 60 arrests in 2002 (Figure 18). Between 1991 and 2002, 78 percent of drug arrests by SEIDTF resulted in felony prosecution. During the period, the proportion of arrests resulting in a prosecution may have exceeded 100 percent. This may be due to charges, rather than defendants, being reported by the unit. Also, some offenders have charges filed, and a subsequent warrant issued, without an arrest taking place.

Figure 18

Total SEIDTF Drug Arrests and Percentage of Arrests Resulting in Prosecution



Source: SEIDTF

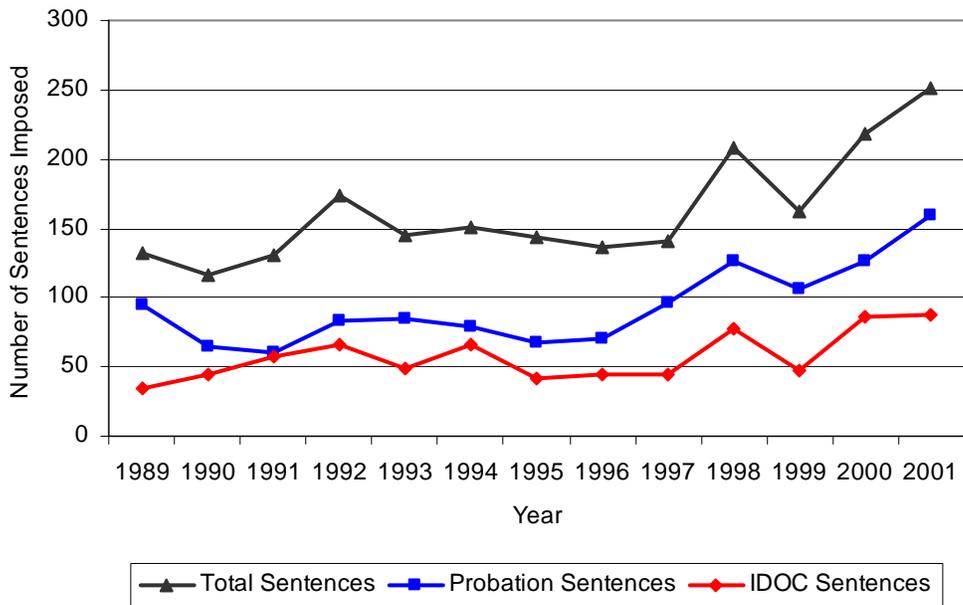
Between 1991 and 2002, 78 percent (928) of the 1,191 drug offenders who were prosecuted as a result of SEIDTF activity were convicted. Convictions for controlled substances accounted for 42 percent of all SEIDTF initiated convictions during the period analyzed, while convictions for cannabis accounted for 58 percent.

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

Anyone convicted of a felony in Illinois can be sentenced either to prison or probation, or receive conditional discharge. A number of factors influence the type and length of sentence imposed on convicted felons, including the severity of the crime, the offender's criminal and social history, safety of the community and legislation affecting certain types of offenses. For some types of convictions, a sentence to prison is required by state statute.

Between 1989 and 2001, the number of offenders convicted of a felony and sentenced in the four-county region covered by SEIDTF increased 90 percent, from 132 to 251. The number of convicted felons sentenced to the Illinois Department of Corrections (IDOC) more than doubled from 1989 and 2001, from 34 to 87, which caused the proportion of felons sentenced to IDOC to increase during the same period, from 26 percent to 35 percent of total felony sentences. In 2001, 159 probation sentences were imposed on convicted felons, which was a 67 percent increase in the number of probation sentences in 1989 (Figure 19). However, the proportion of felons sentenced to probation decreased from 72 percent in 1989 to 63 percent in 2001. Sentences other than prison or probation account for the remaining 2 percent of felony sentences imposed in 2001.

Figure 19
Sentences Imposed on Felons
Convicted in Clark, Clay, Crawford, and Cumberland
Counties

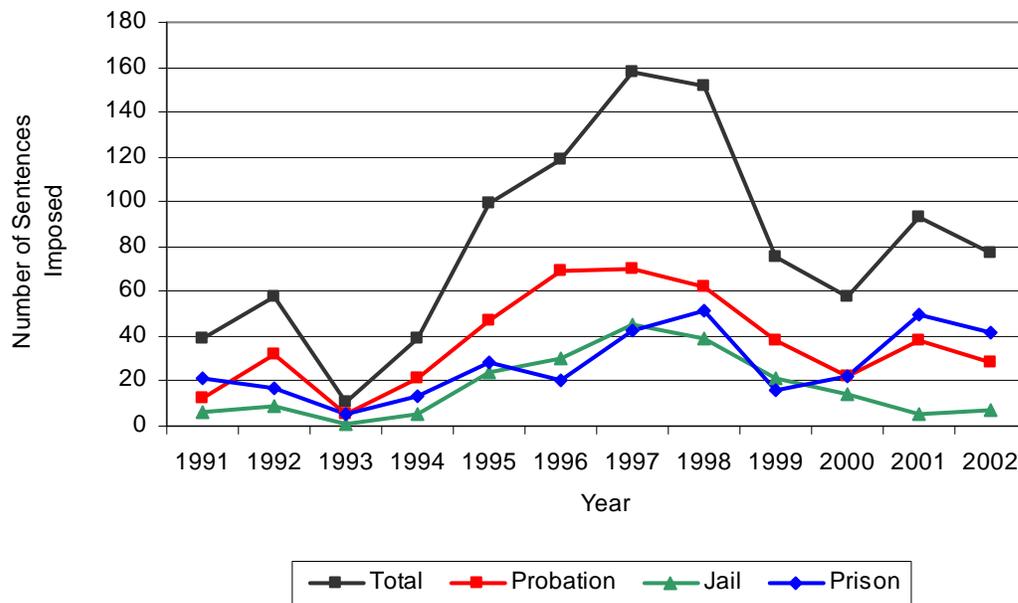


Source: Administrative Office of the Illinois Courts

Between 1991 and 2002, the number of SEIDTF drug offenders convicted and sentenced increased from 39 to 77, with a high of 158 convicted and sentenced in 1997. During the period analyzed, the number of convicted SEIDTF drug offenders sentenced to probation increased from 12 in 1991 to 28 in 2002, although the number of convicted SEIDTF drug offenders sentenced to probation reached a high of 70 sentences in 1997. During the period analyzed, the number of convicted SEIDTF drug offenders sentenced to jail increased slightly from six to seven, while the number of drug offenders sentenced to prison doubled during the period analyzed, from 21 to 42 (Figure 20). In 2002, among those SEIDTF drug offenders convicted and sentenced, prison sentences accounted for the largest proportion (55 percent), followed by probation sentences (36 percent) and jail sentences (9 percent).

Figure 20

Sentences Imposed* on Convicted SEIDTF Drug Offenders

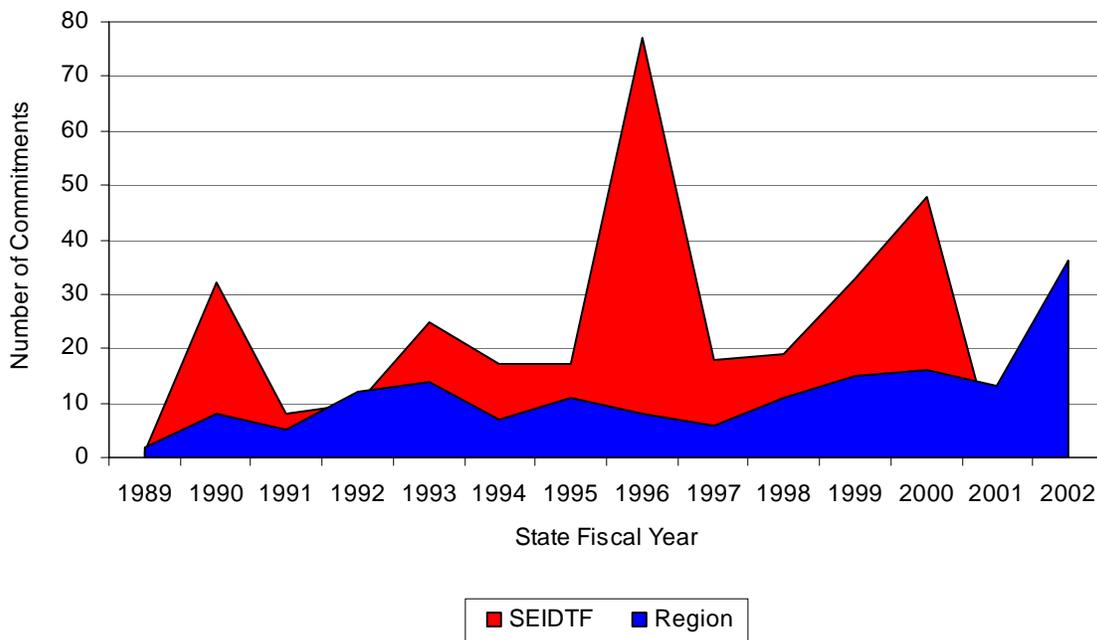


Source: SEIDTF

From state fiscal years¹ 1991 and 2002, the number of new court commitments to IDOC's Adult Division for drug offenses from the four-county region covered by SEIDTF increased more than six-fold, from five to 36. During the same period, the number of drug offender admissions by SEIDTF increased from one to 48 (Figure 21). As can be seen in Figure 21, in most years, prison sentences resulting from SEIDTF cases far exceeded the number of drug-law violators sent to prison from the four-county region covered by SEIDTF. This discrepancy may be due to the fact that some offenders sentenced to prison resulting from SEIDTF cases may have been sentenced for multiple charges, and each charge was reported to the Authority, whereas the data provided for by IDOC represent only the most serious charge for which offenders were sentenced.

Figure 21

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



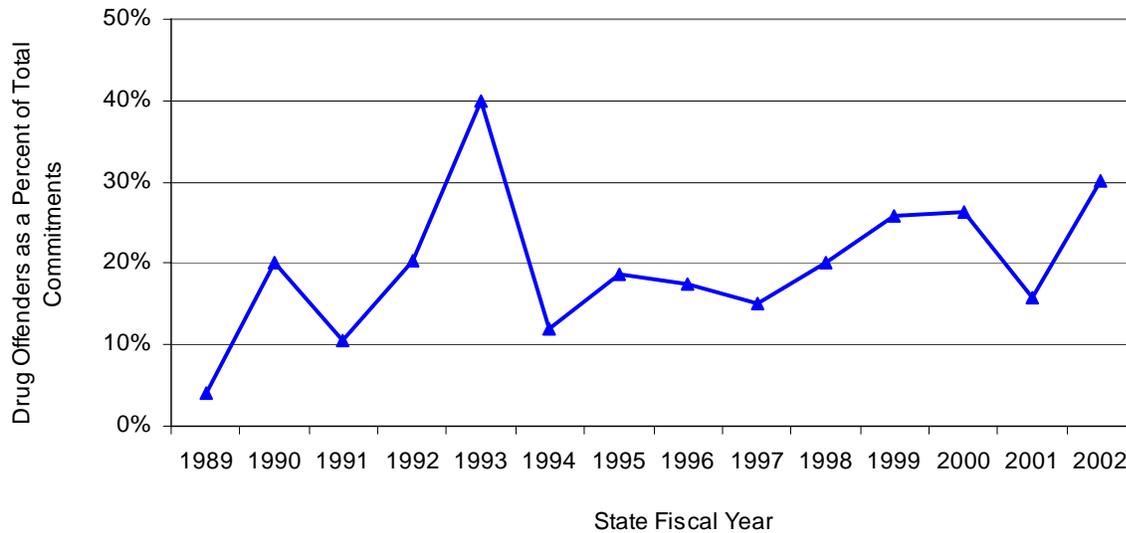
Source: Illinois Department of Corrections and SEIDTF

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 Clark, Clay, Crawford, and Cumberland counties. In 1989, drug offenses accounted for 4 percent of all commitments to IDOC, compared to 30 percent in 2002 (Figure 22).

Figure 22

Drug Offenders as a Percent of Total IDOC Commitments from Clark, Clay, Crawford, and Cumberland Counties

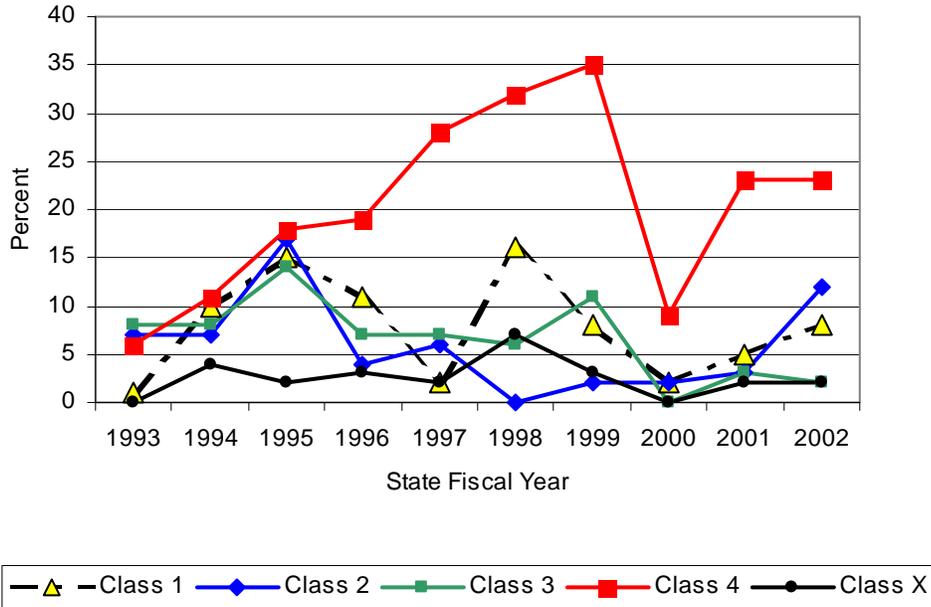


Source: Illinois Department of Corrections

Penalties for drug offenses were also examined from 1993 and 2002. Class 4 felonies accounted for the largest proportion (49 percent) of sentences to IDOC for drug offenses, followed by Class 2 felonies (26 percent), Class 1 felony sentences (17 percent), Class 3 felonies and Class X felonies (4 percent each). From 1993 and 2002, the number of Class 4 felony offenses increased from six to 23, Class 2 felony sentences increased from seven to 12, Class 1 felony sentences increased from one to eight, and the number of Class X felonies increased from zero to two. However, the number of Class 3 felonies decreased during the period analyzed, from eight to two (Figure 23).

Figure 23

**Drug Offenders Committed to IDOC from
Clark, Clay, Crawford, and Cumberland
Counties, by Offense Class**



Source: Illinois Department of Corrections

Similar to the increase in Class 4 felony sentences to IDOC from 1993 and 2002, the mean sentence length for Class 4 felonies also increased slightly from 1.7 to 2.3 years during the period examined. The mean sentence length for Class 3 felonies also increased from 2.8 to 3.3 years. The mean sentence for a Class 1 felony decreased from 9.0 to 6.8 years, while Class 2 sentence lengths decreased slightly, from 4.0 to 3.5 years. While there were no Class X sentences in 1993, the mean sentence length for Class X felonies decreased slightly from 9.8 years in 1994 to 9.5 years in 2002.

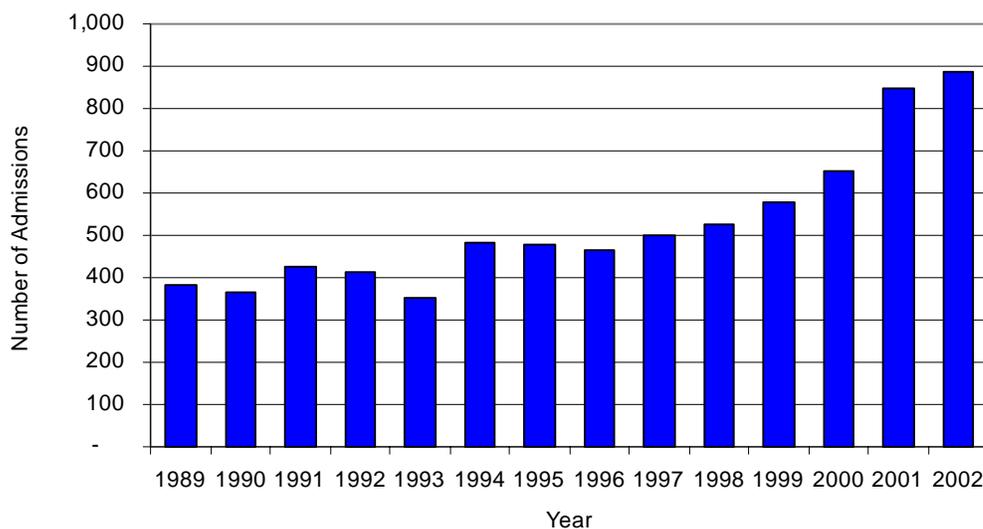
VII. Trends in Drug Treatment Admissions in SEIDTF Region by Drug Type

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 885 admissions for alcohol or drug abuse treatment from Clark, Clay, Crawford, and Cumberland counties, more than double the 381 admissions in 1989 (Figure 24). Among the 885 admissions to substance abuse treatment in state fiscal year 2002, 59 percent (526) reported alcohol as their primary substance of abuse, while abuse of illicit substances accounted for 36 percent (317), and 5 percent reported no primary substance of abuse.

Figure 24

Substance Abuse Treatment Admissions from Clark, Clay, Crawford, and Cumberland Counties



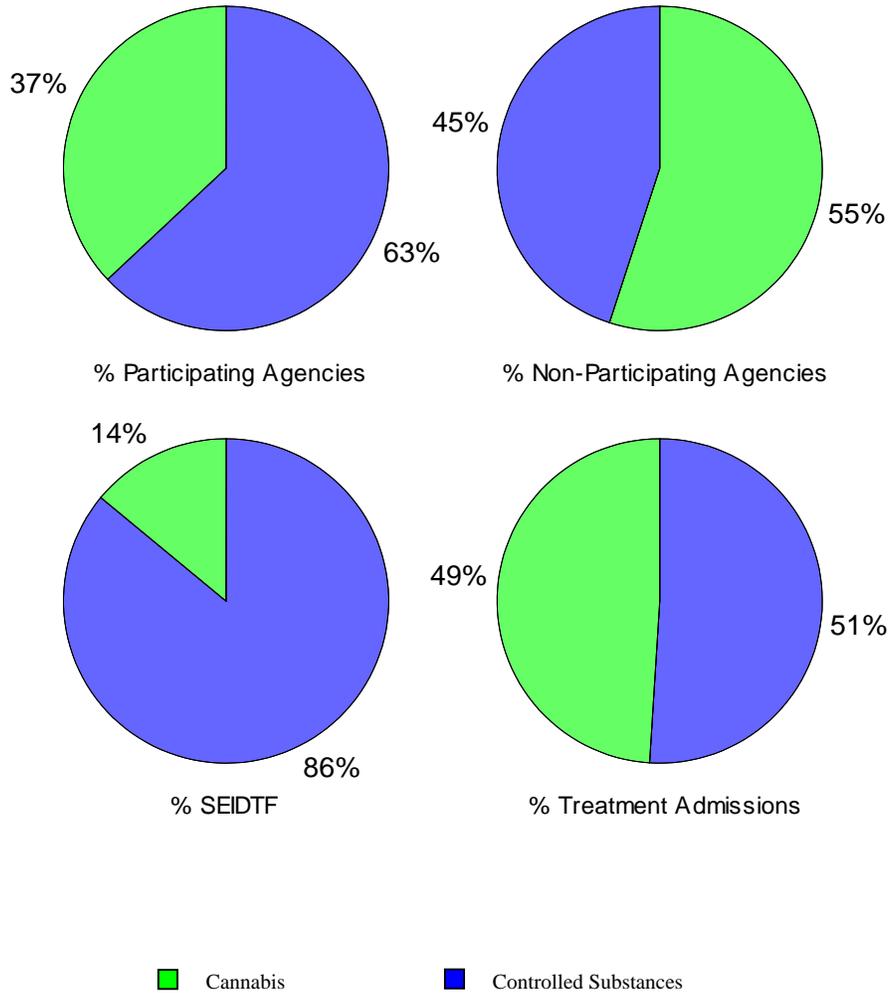
Source: Illinois Department of Human Services'
Office of Alcoholism and Substance Abuse

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 SEIDTF 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 SEIDTF tended to involve controlled substances, those substances considered to be most serious (i.e., felony versus misdemeanor), while local drug arrests tended to involve the most widely available and used drugs in the region. There is considerable convergence between the drugs involved in local drug arrests and treatment admissions. Local arrests tended to be closer to the proportion of drug treatment admissions from the covered region accounted for by these substances and more closely reflect the substances for which individuals are seeking and receiving treatment (Figure 25).

Figure 25

Comparison of Drug Arrests by SEIDTF and Participating and Non-participating Agencies vs. Drug Abuse Treatment Admissions in Clay, Clark, Crawford, and Cumberland Counties, 2002



Source: Illinois Department of Human Service's Office of Alcoholism and Substance Abuse, Illinois State Police and SEIDTF

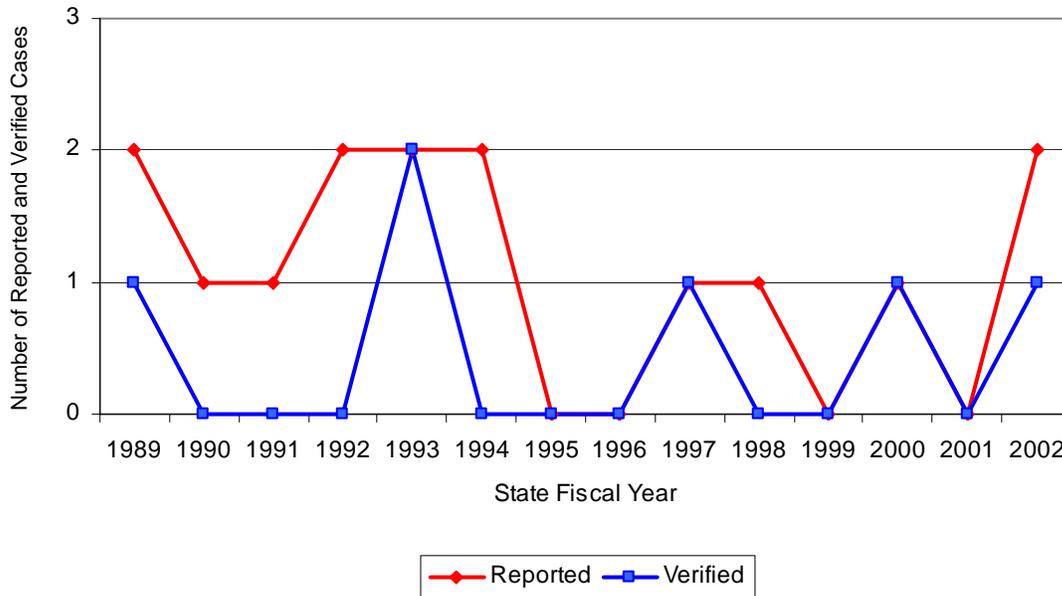
VIII. Trends in Substance-Exposed Infants

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, there were 15 substance-exposed infant cases reported in the four-county region covered by SEIDTF. Of those 15 cases, six cases, or 40 percent of all cases reported, were verified as involving prenatal substance use by a DCFS investigation (Figure 26).

Figure 26

Cases of Substance-Exposed Infants in Clark, Clay, Crawford, and Cumberland Counties



Source: Department of Children and Family Services

IX. Summary of Drug Situation

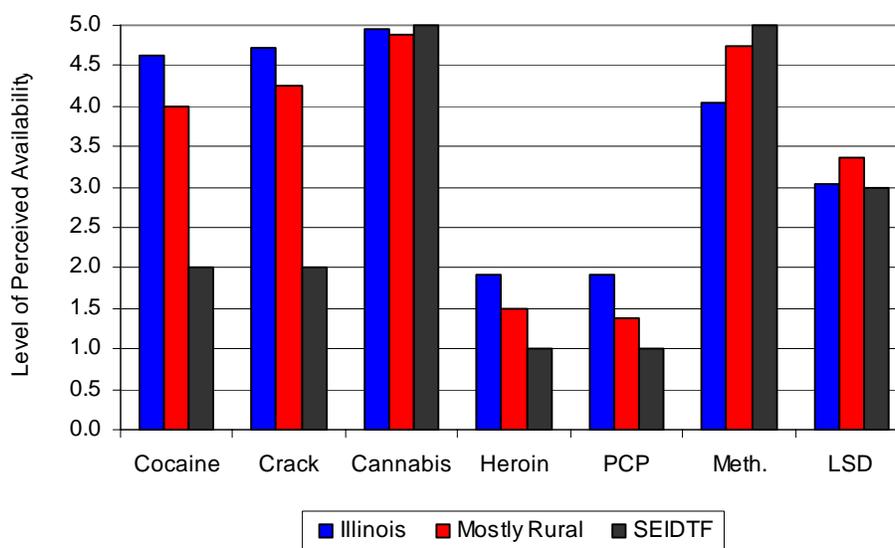
Although the distribution of illegal drugs is difficult to measure precisely, data obtained from criminal justice sources can be helpful in estimating drug availability. Information from a recent survey of Illinois drug enforcement units, as well as the most up-to-date data available on drug price, are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

The Authority periodically conducts a survey (the most recent being in 2000) 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 SEIDTF survey responses, cannabis and methamphetamine continued to be the most visible drugs on the street and were all reported to be “readily available” across all regions analyzed. While perceived availability of cannabis and methamphetamine remained relatively unchanged in the four-county region covered by SEIDTF, the perceived availability of cocaine decreased significantly since the 1998 survey, while LSD decreased slightly. The perceived availability of crack increased from “not available” in 1998 to slightly more available in 2000. Conversely, SEIDTF reported heroin as “not available” in the four-county region according to the 2000 survey. Methamphetamine was reported as moderately available across Illinois but available to a greater degree in the region covered by SEIDTF and by all MEGs and task forces in mostly rural regions. The perceived availability of all drugs, excluding cannabis and methamphetamine, tended to be greater across Illinois and in other mostly rural regions than in the region covered by SEIDTF (Figure 27).

Figure 27

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



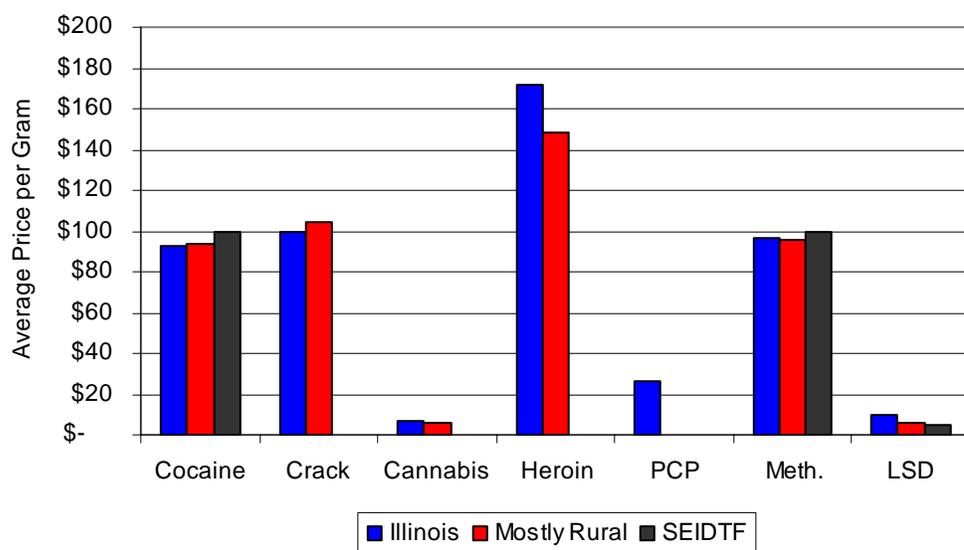
Source: Authority Survey of Illinois MEGs and task forces

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 most drugs identified appeared to be relatively stable across all regions surveyed in 2000, while prices for heroin appear to vary somewhat across Illinois. The average price of cocaine in the region covered by SEIDTF remained the same between 1998 and 2000, while it decreased slightly statewide and in the other mostly rural regions. The 2000 average price of cocaine reported by SEIDTF was \$100 per gram, compared to \$93 per gram across Illinois and \$92 per gram reported by all MEGs and task forces in other mostly rural regions (Figure 28). On the other hand, the average price of methamphetamine in the region covered by SEIDTF was reported as \$100 per gram, slightly higher than the price of \$97 per gram across Illinois and the price of \$87 per gram reported by all other MEGs and task forces in mostly rural regions. In 2000, the average price of cannabis was reported as approximately \$6 per gram in the other mostly rural regions covered by MEGs and taskforces and across Illinois. SEIDTF did not report the average price for cannabis in the 2000 survey.

Figure 28

Price Per Gram in Illinois, 2000

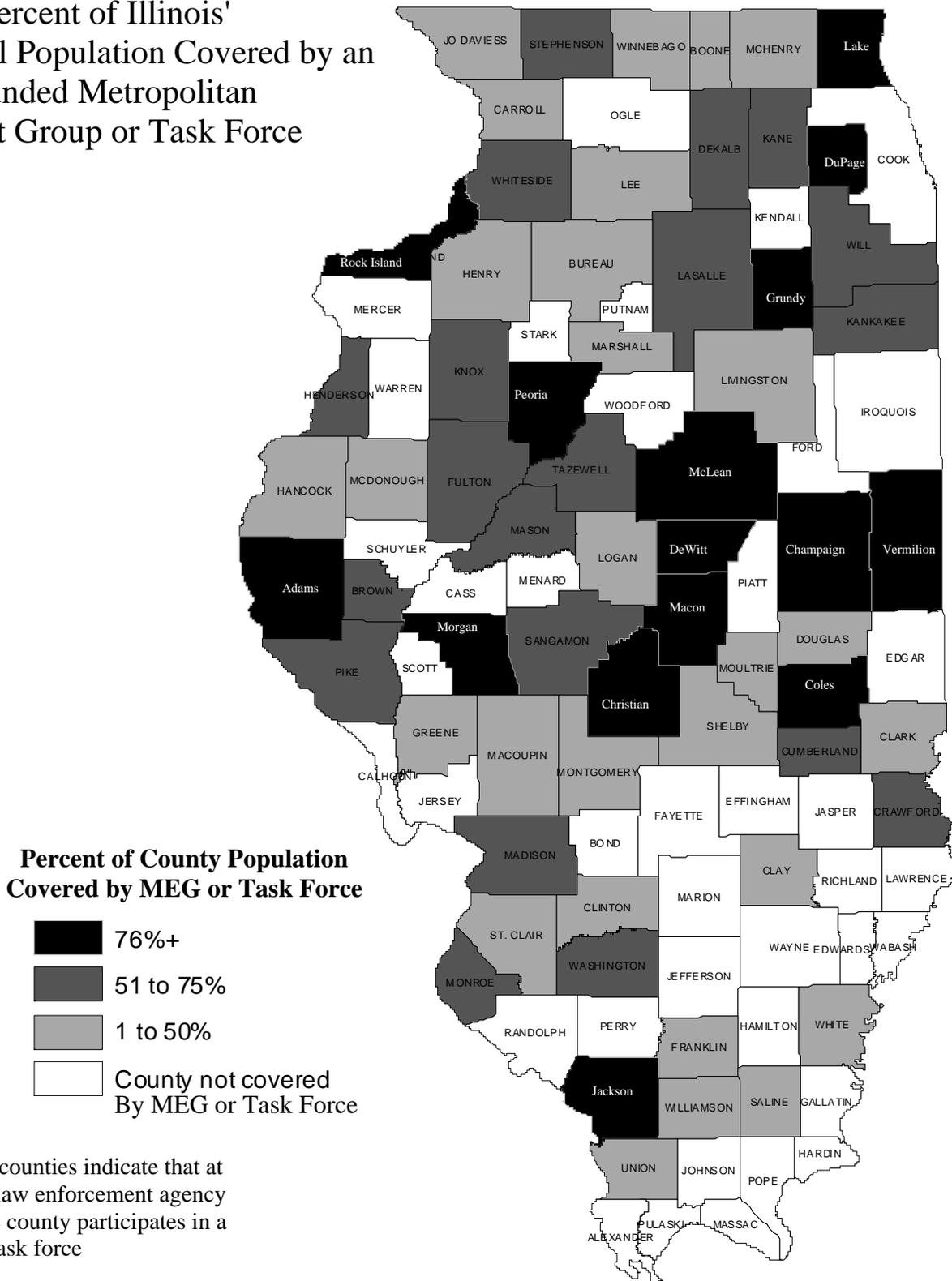


Source: Authority Survey of Illinois MEGs and task forces

X. Appendices

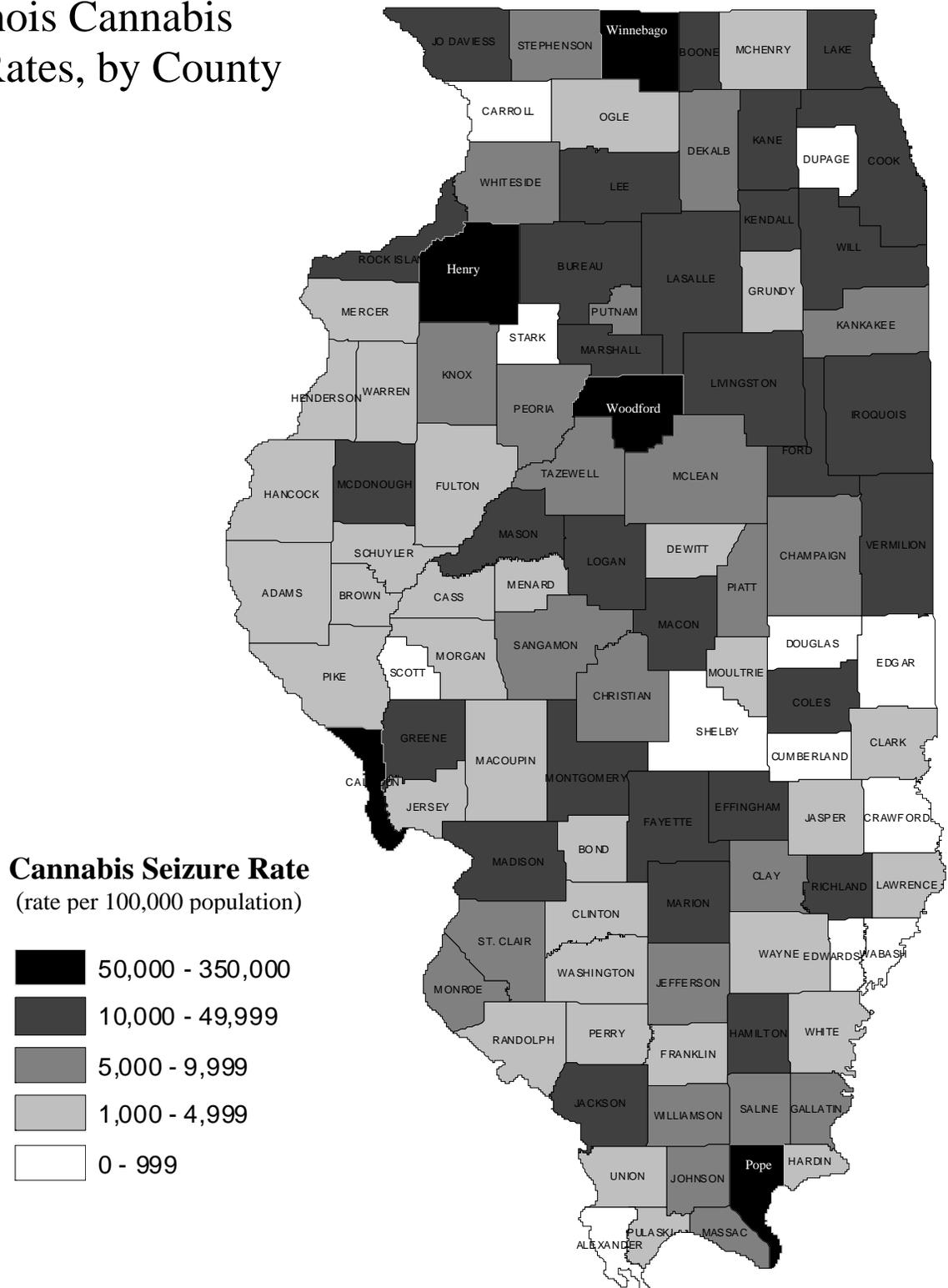
Map 1

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



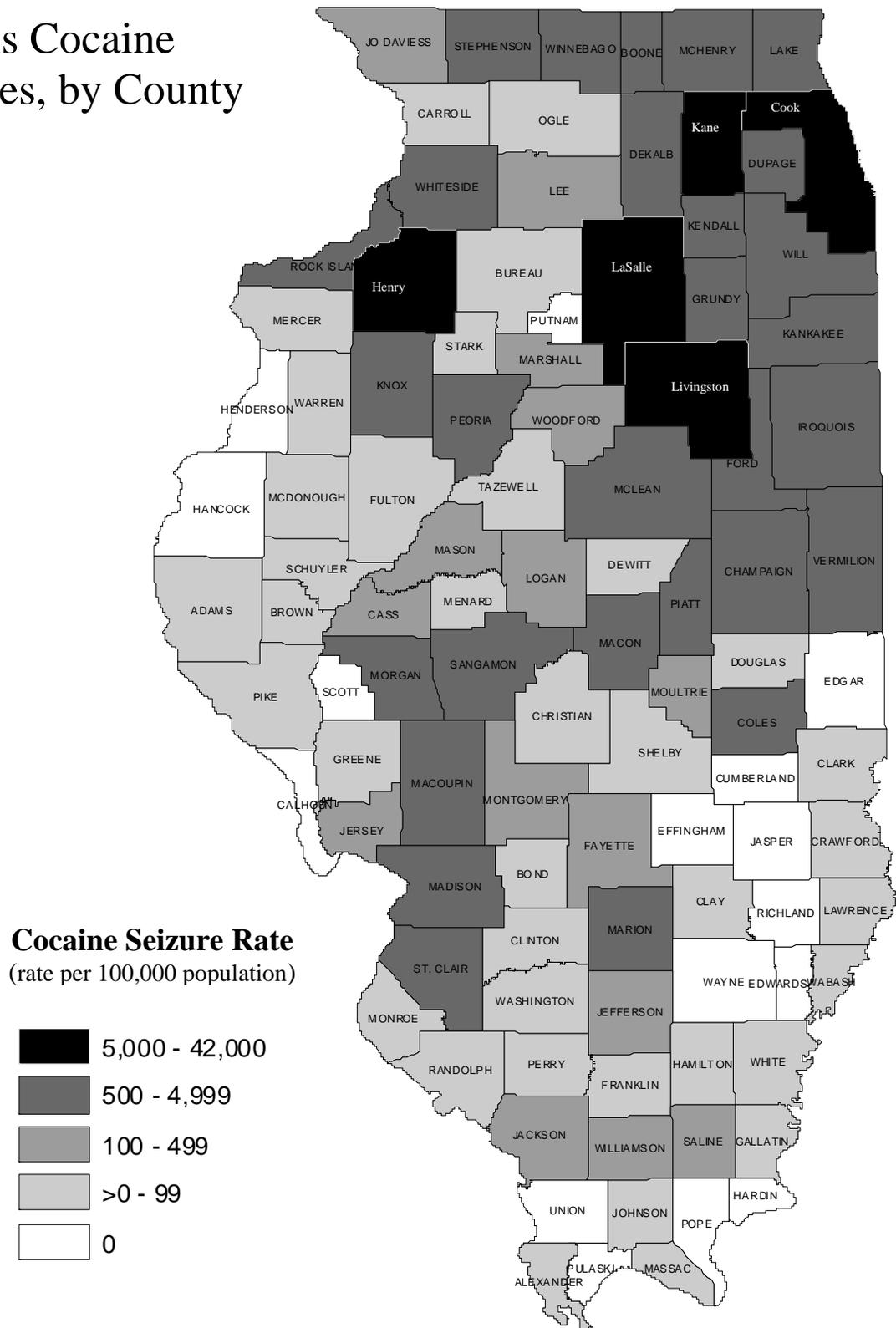
* Shaded counties indicate that at least one law enforcement agency within the county participates in a MEG or task force

2002 Illinois Cannabis Seizure Rates, by County



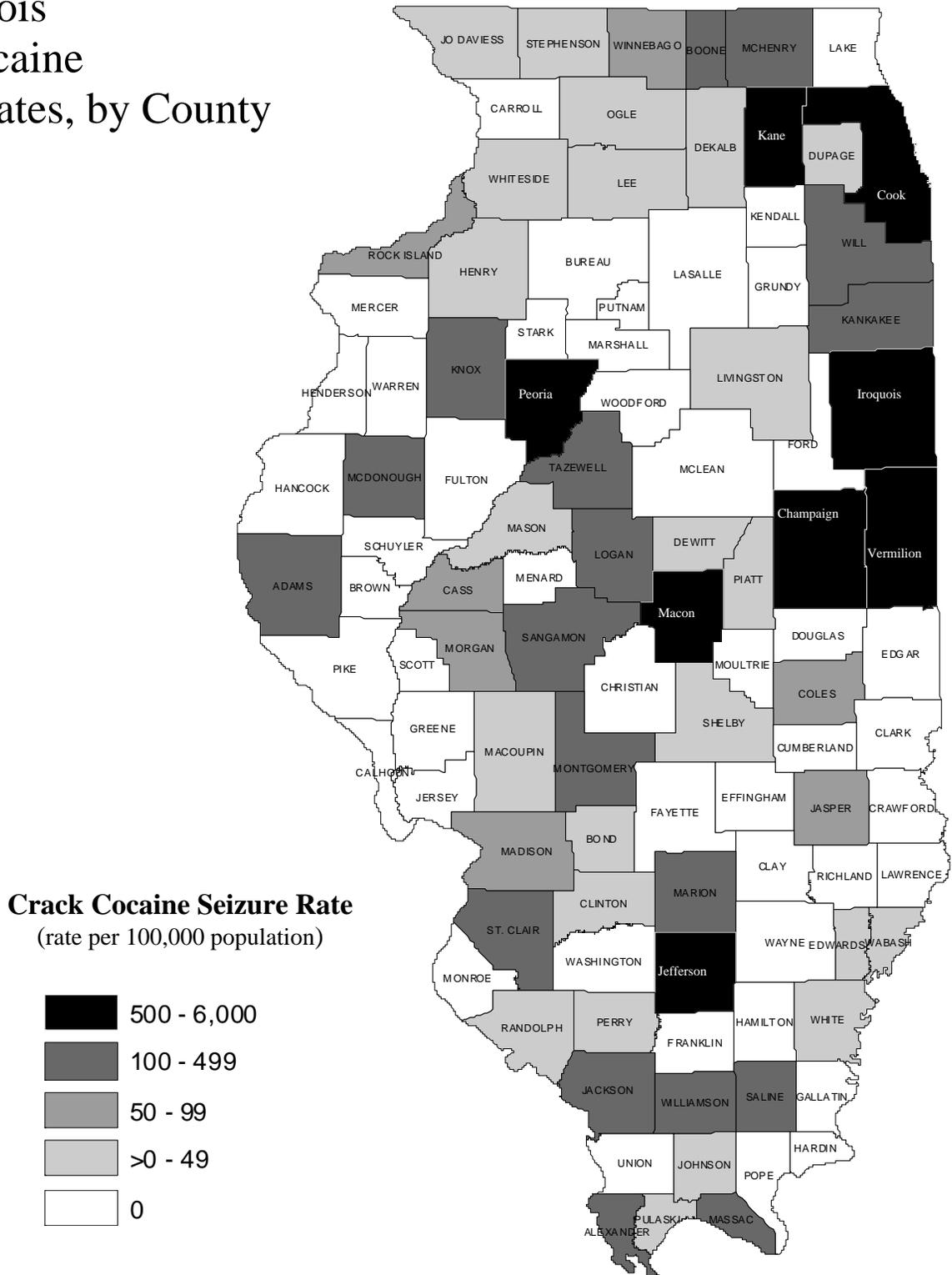
Map 3

2002 Illinois Cocaine Seizure Rates, by County



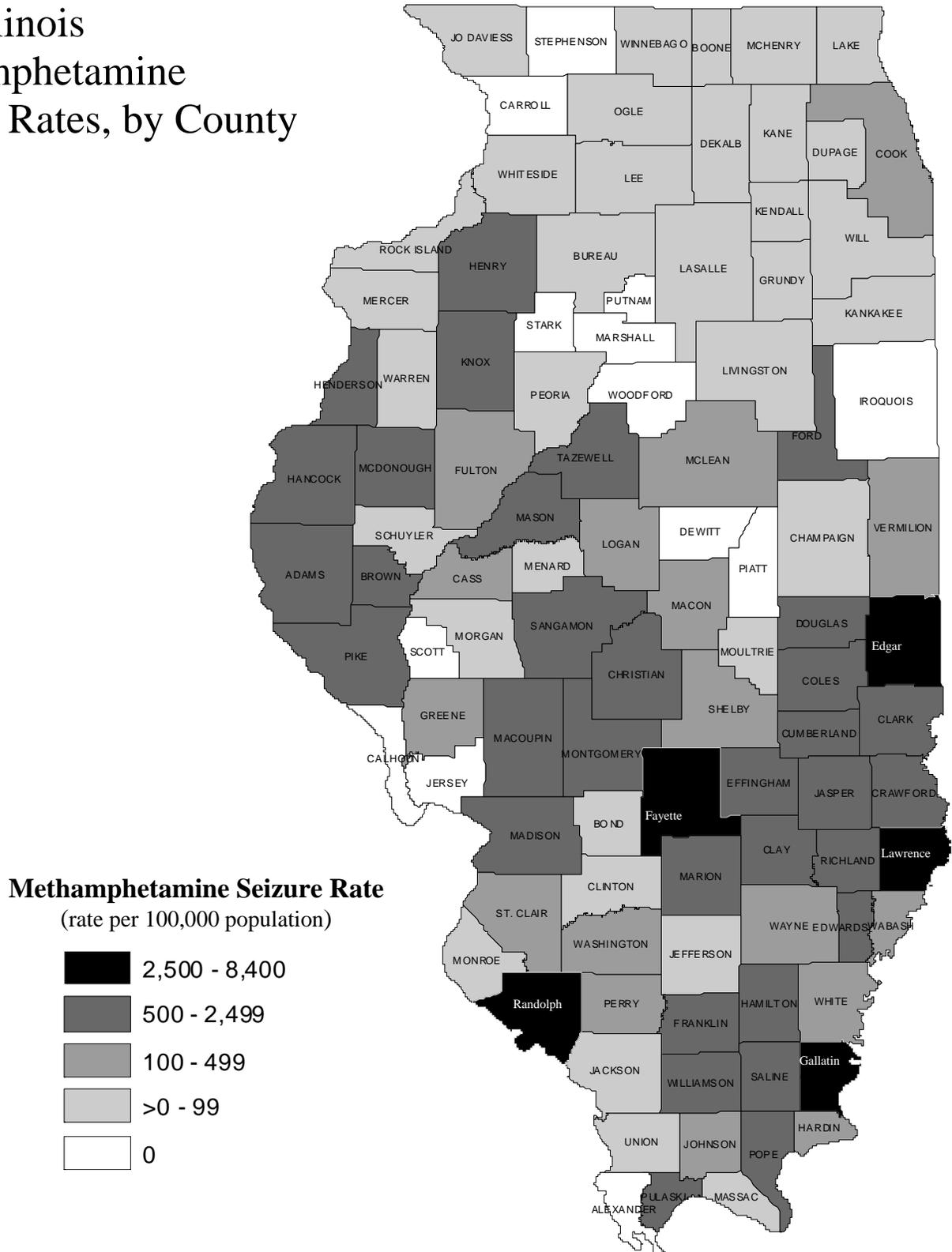
Map 4

2002 Illinois Crack Cocaine Seizure Rates, by County



Map 5

2002 Illinois Methamphetamine Seizure Rates, by County



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