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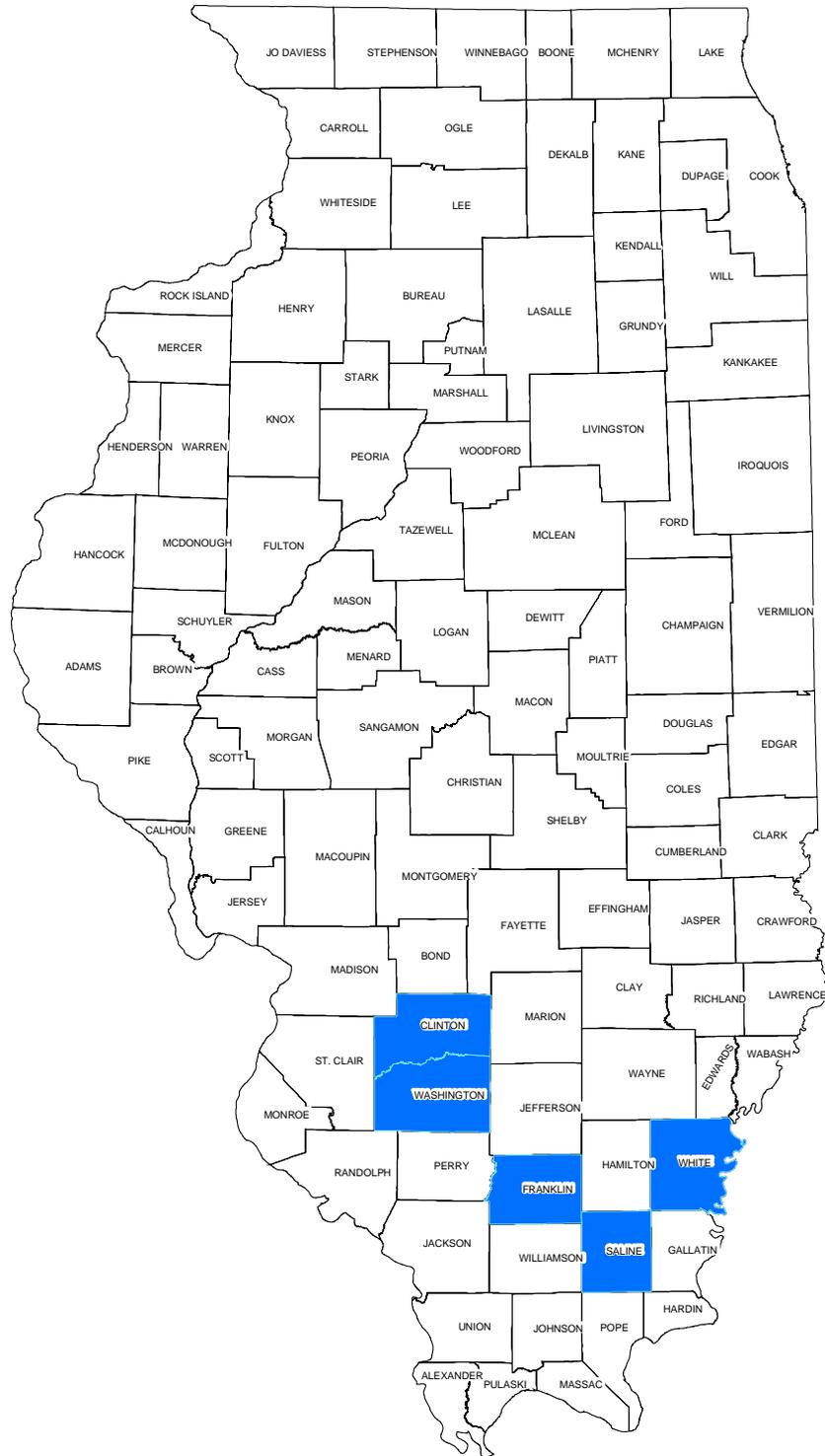
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March 2004

Assessing Illinois' Metropolitan Enforcement Groups and Task Forces



A Profile of the Southern 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, six local Illinois police agencies participated in SIDTF (a participating agency is defined as one that contributes either personnel or financial resources to SIDTF). Officers assigned to SIDTF (totaling 25 in 2002, six from participating agencies) accounted for 11 percent of the total number of sworn police officers working for agencies participating in SIDTF (page 1).
- The violent Index offense rate was collectively higher across jurisdictions that did participate in SIDTF than among the combined jurisdictions that did not participate in SIDTF (page 3).
- The drug arrest rate was collectively higher in those jurisdictions that did participate in SIDTF than in those jurisdictions that did not participate in SIDTF. Also, the drug arrest rate achieved by SIDTF was higher than the rates experienced by participating and non-participating agencies, meaning that the unit, with 25 officers, made more arrests for violations of the Cannabis Control Act and Controlled Substances Act as did all of the participating and non-participating agencies, combined (page 7).
- When comparing the types of drug offenders arrested by those agencies participating in SIDTF, those agencies not participating, and SIDTF, it was found that SIDTF 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 SIDTF, for either violations of the Cannabis Control Act or the Controlled Substances Act, involve drug sale or delivery (page 14).
- Between 1993 and 2002, the amount of cannabis and cocaine seized by SIDTF decreased significantly (pages 15 and 16).
- Between 1991 and 2002, the majority of all drug arrests by SIDTF resulted in prosecution. In addition, between 1991 and 2002, 65 percent of all drug offenders who were prosecuted as a result of SIDTF activity were convicted (page 18).

- In 2002, among those SIDTF drug offenders convicted and sentenced, probation sentences accounted for the largest proportion (58 percent), followed by prison sentences (39 percent) and jail sentences (2 percent) (page 20).
- Between 1991 and 2002, prison sentences resulting from SIDTF cases accounted for an increasing proportion of all drug-law violators sent to prison from the region where SIDTF operates, increasing from 33 percent in 1991 to 52 percent in 2002 (page 21).
- Unlike the arrests made by the non-participating agencies, the arrests made by SIDTF and the participating agencies tended to involve substances considered to be the most serious (i.e., felony versus misdemeanor), although these substances tended not to be the reason for which a large proportion of community residents were seeking and receiving substance abuse treatment in 2002 (page 25).

I. Introduction

The Southern Illinois drug task force (SIDTF) covers the Illinois counties of Clinton, Franklin, Saline, Washington, and White. Combined, these counties had a 2002 total population of 131,324 – 1 percent less than the population in 1990. In 2002, six local Illinois police agencies participated in SIDTF. These include the Clinton, Saline, White, and Washington counties' sheriff's offices and the Sesser and West Frankfort police departments. These agencies served 8 percent of the population in the five-county region covered by SIDTF in 2002 (see Map 1 on page 32). A participating agency is defined as one that contributes either personnel or financial resources to SIDTF.

In addition to agencies that participate in SIDTF, these Illinois counties are served by 30 additional police departments that do not participate in SIDTF. According to the Illinois State Police, county sheriffs and local police departments, in the five-county region covered by SIDTF, combined, employed 172 full-time police officers as of Oct. 31, 2002. In comparison, there were a total of 25 officers assigned to SIDTF in 2002, six of which were assigned by participating agencies and 16 from the Illinois State Police (ISP) and three additional contractual investigators. Thus, the officers assigned to SIDTF during 2002 accounted for a relatively small proportion – 11 percent – of the total number of sworn police officers working in the participating police departments.

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

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

While the data presented in this report are by no means inclusive of all indicators, they do provide a general overview of drug and violent crime and the response and impact of the criminal justice system. In addition, these data are readily available and consistently defined through existing

statewide data collection mechanisms. Some data presented in this profile have been analyzed differently than in previous years; therefore, caution must be taken when comparing numbers presented with previous profiles.

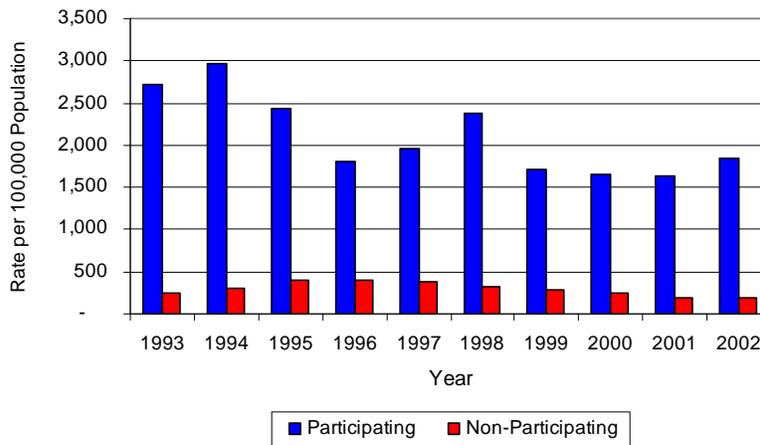
While a considerable amount of the information presented in this profile has been provided to the Authority by SIDTF, a number of state agencies have also provided data to the Authority that are included in this report. Specifically, the Illinois State Police, the Administrative Office of the Illinois 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 five-county region where SIDTF operates totaled 422, a 29 percent decrease from the 596 offenses reported in 1993. During the period analyzed, the violent Index offense rate for the region covered by SIDTF decreased 28 percent, from 449 offenses per 100,000 population in 1993 to 321 offenses per 100,000 population in 2002. Similarly, the violent Index offense rate in the participating agencies decreased 32 percent, from 2,715 to 1,850 offenses per 100,000 population, while the rate in the non-participating agencies decreased 27 percent, from 255 to 187 offenses per 100,000 population (Figure 1). Thus, the violent Index offense rate was significantly higher across the jurisdictions that did participate in SIDTF than it was among the combined jurisdictions that did not participate in SIDTF, during the years analyzed.

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

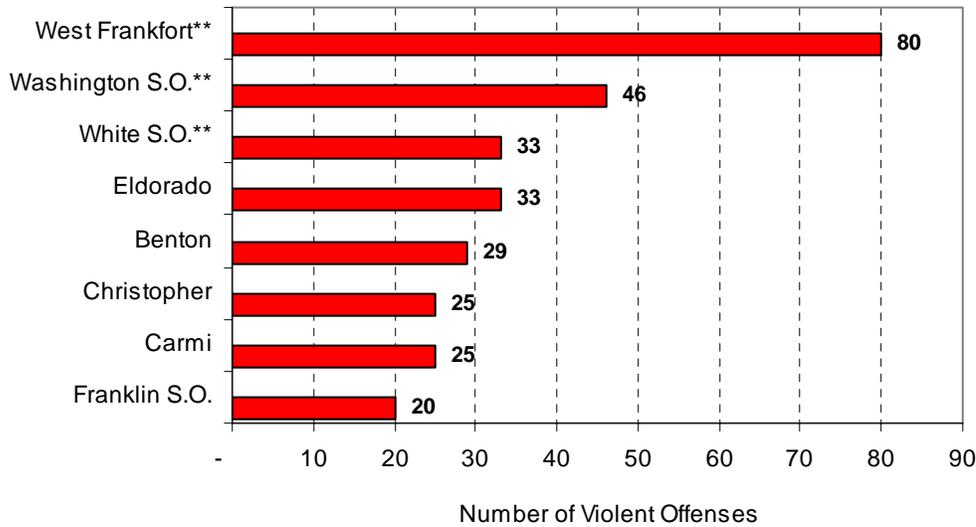


Source: ICJIA calculations using
Illinois State Police and U.S. Census Bureau data

Across the individual local law enforcement agencies covered by SIDTF's jurisdiction, four agencies, the West Frankfort Police Department, the Washington County Sheriff's Office, the White County Sheriff's Office, and the Eldorado Police Department, accounted for nearly one-half (46 percent) of all violent Index offenses reported to the police in 2002 (Figure 2). Agencies reporting fewer than 20 violent Index offenses in 2002 are excluded from Figure 2. When controlling for differences in the populations served by these law enforcement agencies, the violent Index offense *rate* ranged from zero in three jurisdictions to 969 violent Index offenses per 100,000 population in West Frankfort.

Figure 2

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



Source: Illinois State Police

*Agencies reporting 20 or more violent offenses

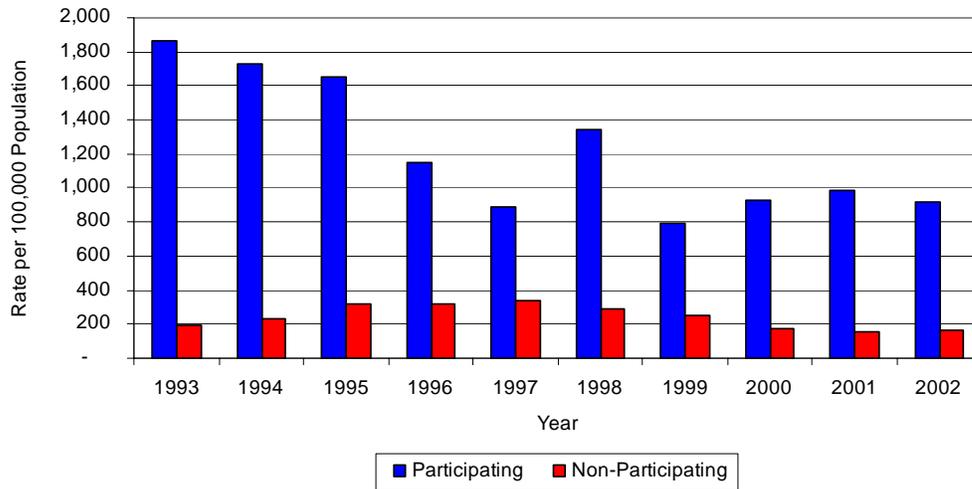
**Agencies participating in SIDTF

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 SIDTF decreased 32 percent, from 430 to 294. During the period analyzed, the violent Index arrest rate for the region covered by SIDTF decreased 31 percent, from 324 offenses per 100,000 population in 1993 to 224 arrests per 100,000 population in 2002. However, the violent Index arrest rate in the participating agencies decreased 51 percent, from 1,864 to 916 offenses per 100,000 population, while the rate in the non-participating agencies decreased 15 percent, from 192 to 163 offenses per 100,000 population (Figure 3).

Figure 3

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

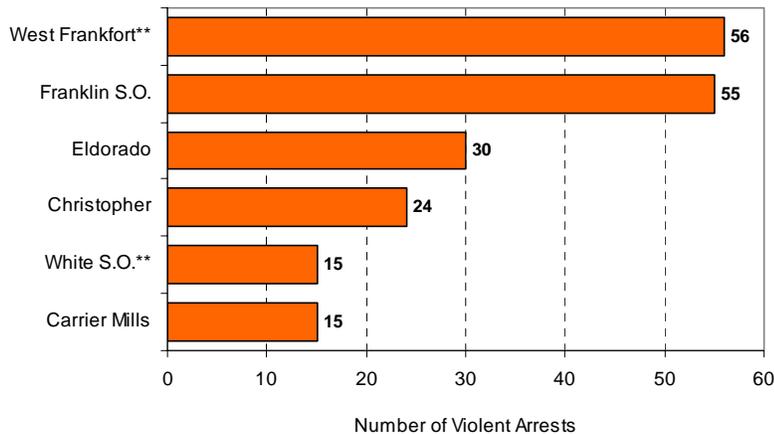


Source: ICJIA calculations using Illinois State Police and U. S. Census Bureau data

More than one-half (56 percent) of arrests for violent Index offenses occurring in the five-county region covered by SIDTF were made by four agencies. Agencies reporting fewer than 15 arrests for violent Index offenses in 2002 are excluded from Figure 4. Of the 294 violent Index arrests made in 2002, the West Frankfort Police Department and the Franklin County Sheriff's Office each accounted for 19 percent, followed by the Eldorado Police Department (10 percent) and the Christopher Police Department (8 percent (Figure 4).

Figure 4

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



Source: Illinois State Police

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

III. Trends in Drug Arrests

There are two sources of drug arrest data presented in this section. One source is the Illinois Uniform Crime Reporting (I-UCR) program that includes information submitted by local law enforcement agencies on the number of persons arrested for violations of Illinois' Cannabis Control Act, Controlled Substances Act, Hypodermic Syringes and Needles Act, and Drug Paraphernalia Control Act. In addition, data on drug arrests made by Illinois' MEGs and task forces are reported to the Illinois Criminal Justice Information Authority. In some jurisdictions, arrests made by the MEG or task force may be reported by both local law enforcement agencies through the I-UCR and to the Authority by the unit. In other jurisdictions, arrests made by the MEG or task force are only reported to the Authority by the unit. Therefore, in some instances drug arrests may be double counted – included in both local agency statistics reported to I-UCR and those of the MEG or task force. Currently there is no mechanism in place to ensure that drug arrest statistics are not being duplicated at both the local agency and MEG/task force level. This should be kept in mind when interpreting the information presented in the following section.

The majority of drug offenses in Illinois are violations of either the *Cannabis Control Act* – which prohibits the possession, sale and cultivation of marijuana – or the *Controlled Substances Act* – which prohibits the possession, sale, distribution or manufacture of all other illegal drugs, such as cocaine and opiates. Illinois also has various other laws prohibiting other drug-related activity. These include the *Hypodermic Syringes and Needles Act* – which prohibits the possession or sale of hypodermic instruments – and the *Drug Paraphernalia Control Act* – which prohibits the possession, sale or delivery of drug paraphernalia. In general, violations of Illinois Controlled Substances Act are considered to be more serious since they primarily involve cocaine, heroin, methamphetamine, and hallucinogens, and are almost all classified under Illinois law as felonies. The majority of cannabis and drug paraphernalia offenses encountered by police, on the other hand, tend to be misdemeanor-level offenses.

In 2002, local law enforcement agencies in the counties covered by SIDTF reported 663 arrests for drug law violations more than double the 280 arrests reported during 1993. During the period analyzed, with the exception of 2002, arrests for violations of Illinois' Cannabis Control Act outnumbered arrests for violations of the Controlled Substances Act in Clinton, Franklin, Saline, Washington, and White counties, combined. Between 1993 and 2002, the number of arrests for violations of the Cannabis Control Act in these five counties, combined, decreased 3 percent, from 220 to 214. Arrests for violations of the Controlled Substances Act in the five counties, combined, increased more than six-fold, from 35 to 272. In addition, arrests for violations of the Drug Paraphernalia Control Act, enacted in 1993, increased dramatically, from 19 in 1993 to 136 in 2002, while reaching a period high of 260 arrests in 2001. 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.

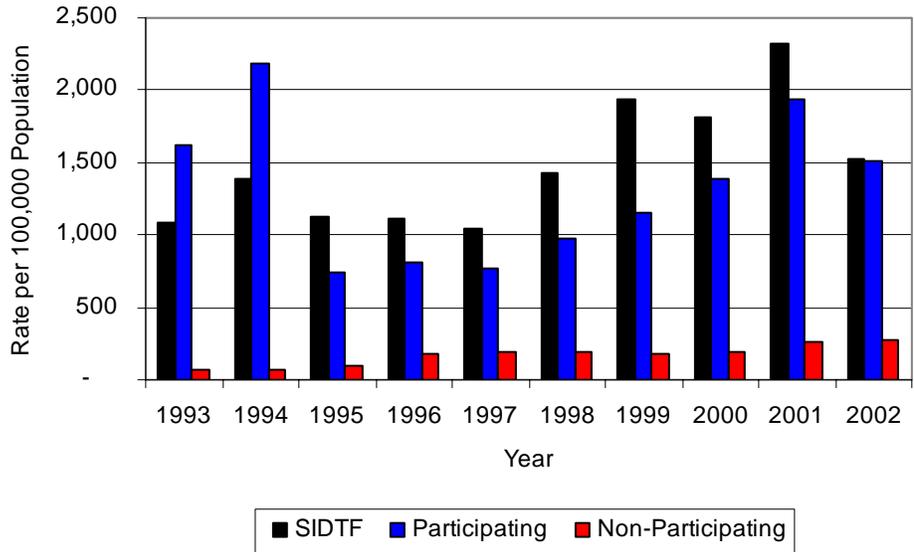
Because arrests for violations of the Drug Paraphernalia Control Act are frequently made in conjunction with other drug offense arrests, these arrests may be double-counted, thus skewing the actual number of drug arrests. Therefore, only arrests for violations of the Cannabis Control Act and Controlled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

During the period analyzed, the drug arrest rate for violations of the Cannabis Control Act and the Controlled Substances Act, combined, in the region covered by SIDTF nearly doubled, from 192

arrests per 100,000 population in 1993 to 370 arrests per 100,000 population in 2002. Similarly, the drug arrest rate in the non-participating agencies nearly quadrupled, from 70 to 270, while the drug arrest rate for participating agencies decreased 7 percent, from 1,616 to 1,510 arrests per 100,000 population. The drug arrest rate for SIDTF increased 42 percent between 1993 and 2002, from 1,080 to 1,529 arrests per 100,000 population (Figure 5). Thus, the drug arrest rate tended to be higher in the jurisdictions that did participate in SIDTF than in those jurisdictions that did not participate in SIDTF. With the exceptions of 1993 and 1994, the drug arrest rate achieved by SIDTF was higher than the rates experienced by participating and non-participating agencies, meaning that the unit, with 25 officers, made more arrests for violations of the Cannabis Control Act and Controlled Substances Act as did all of the participating and non-participating agencies, combined.

Figure 5

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

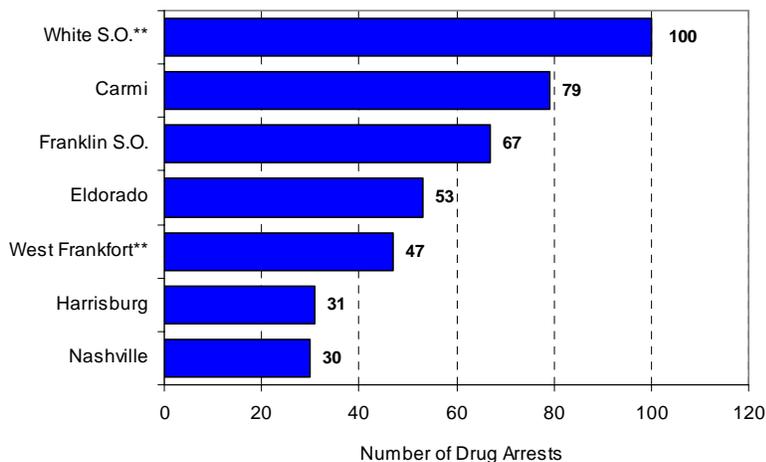


Source: ICJIA calculations using Illinois State Police, SIDTF and U.S. Census Bureau data

Across the individual local law enforcement agencies in the region covered by SIDTF, the number of cannabis and controlled substances arrests ranged from zero to 100. Of the 486 cannabis and controlled substances arrests made during 2002 in the five-county region, four agencies accounted for 62 percent of these drug arrests. Agencies reporting fewer than 30 drug arrests in 2002 are excluded from Figure 6. The White County Sheriff's Office accounted for 21 percent of the regional arrests, followed by the Carmi Police Department (16 percent), the Franklin County Sheriff's Office (14 percent), and the Eldorado Police Department (11 percent) (Figure 6). Of the agencies listed in Figure 6, only two participated in SIDTF.

Figure 6

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



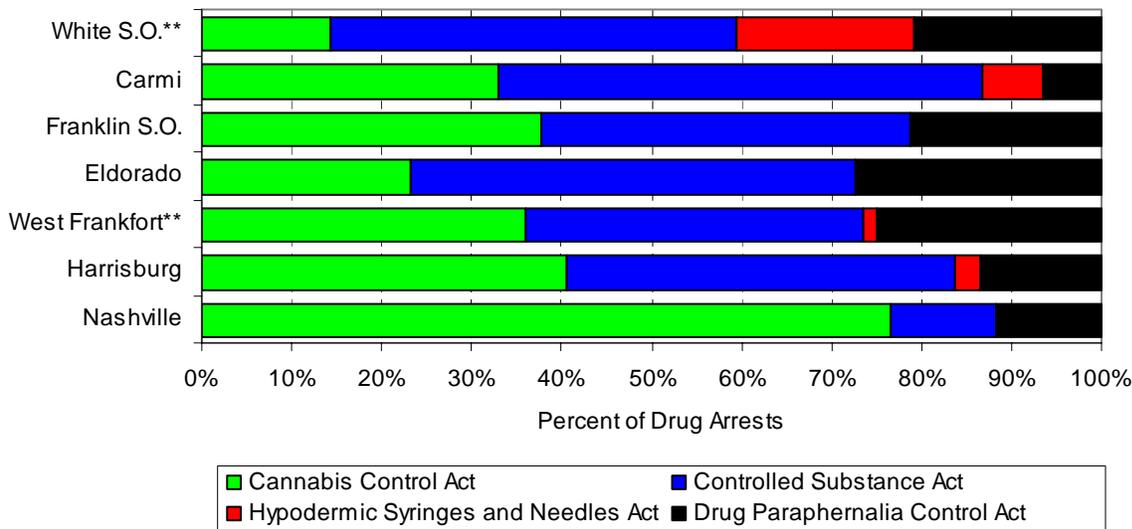
Source: Illinois State Police

*Agencies reporting 30 or more drug arrests
 **Agencies participating in SIDTF

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. Unlike most regions in the state, in 2002, violations of the Controlled Substances Act accounted for the majority of arrests across most individual agencies in the region covered by SIDTF (Figure 7).

Figure 7

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



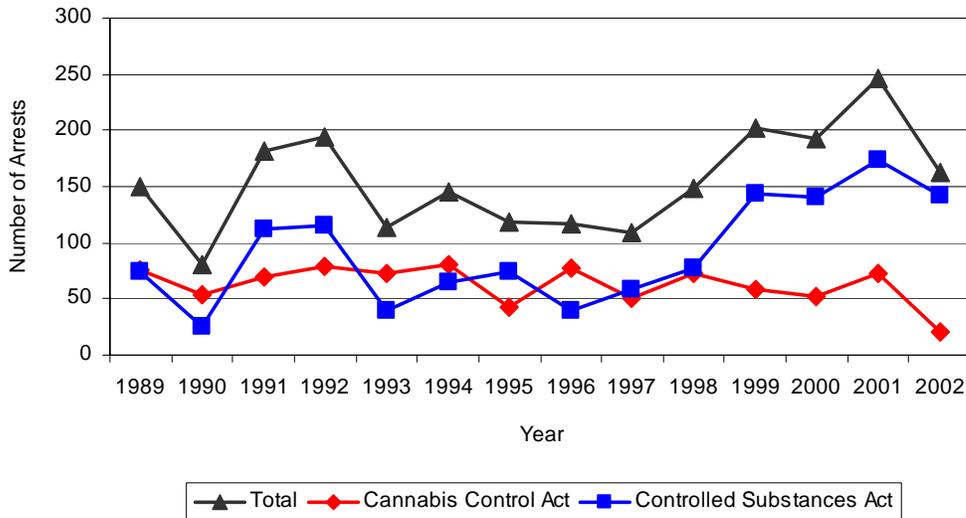
Source: Illinois State Police

*Agencies reporting 30 or more drug arrests
 **Agencies participating in SIDTF

Between 1993 and 2002, the number of combined cannabis and controlled substances arrests made by SIDTF increased 43 percent, from 113 to 162 (Figure 8). Similar to 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 SIDTF throughout most of the period analyzed. During the period analyzed, the number of SIDTF arrests for violations of the Cannabis Control Act decreased 73 percent, from 73 to 20, while arrests for violations of the Controlled Substances Act more than tripled, from 40 to 142 (Figure 8).

Between 1993 and 2002, the proportion of drug arrests accounted for by violations of the Controlled Substances Act increased for participating and non-participating agencies as well as SIDTF. In 2002, 88 percent of the drug arrests made by SIDTF were for violations of the Controlled Substances Act, compared to 35 percent in 1993. Among participating agencies, arrests for controlled substances violations accounted for 66 percent of the drug arrests made during 2002, compared to 14 percent in 1993. Similarly, among the non-participating agencies, 51 percent of 2002 drug arrests involved Controlled Substances Act violations, compared to 13 percent during 1993. Thus, arrests by SIDTF 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 may be that SIDTF is more focused than local departments in regards to whom they are targeting and arresting. SIDTF is 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 SIDTF

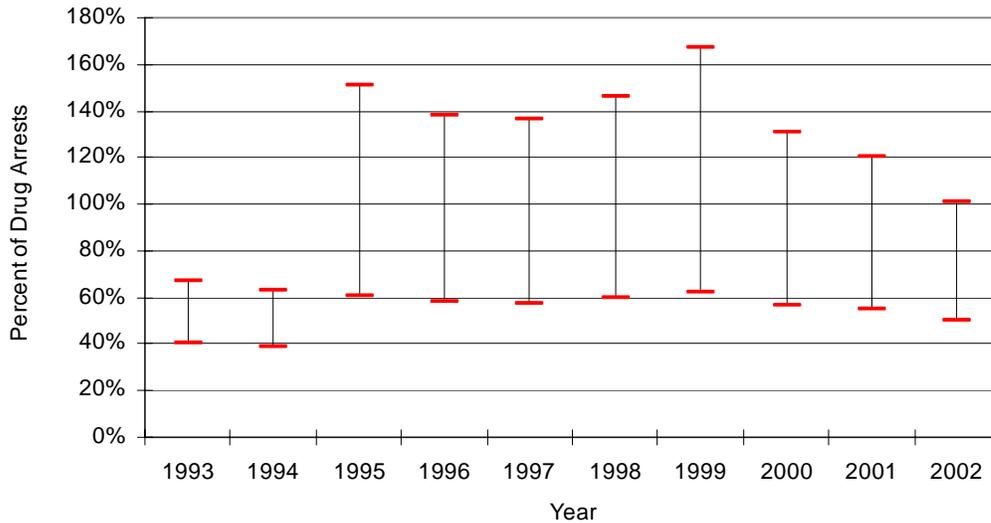


Source: SIDTF

The data presented below represent the percent of total drug arrests made in the five-county region accounted for by SIDTF. An upper and lower bound is shown in Figure 9 which accounts for whether or not the units numbers are counted as part of the UCR submissions made by participating departments (which is unknown at this point). The upper bound indicates the percentage of arrests if *all* of the SIDTF arrests are included in the UCR submissions. The lower bound indicates the percentage if *none* of the SIDTF arrests are included in the UCR submissions. It is estimated that the proportion of all drug arrests in the jurisdictions of those agencies participating in SIDTF accounted for by SIDTF was between 40 to 67 percent in 1993, and increased to between 51 to 100 percent in 2002. Thus, despite the fact that the officers assigned to SIDTF 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 SIDTF**



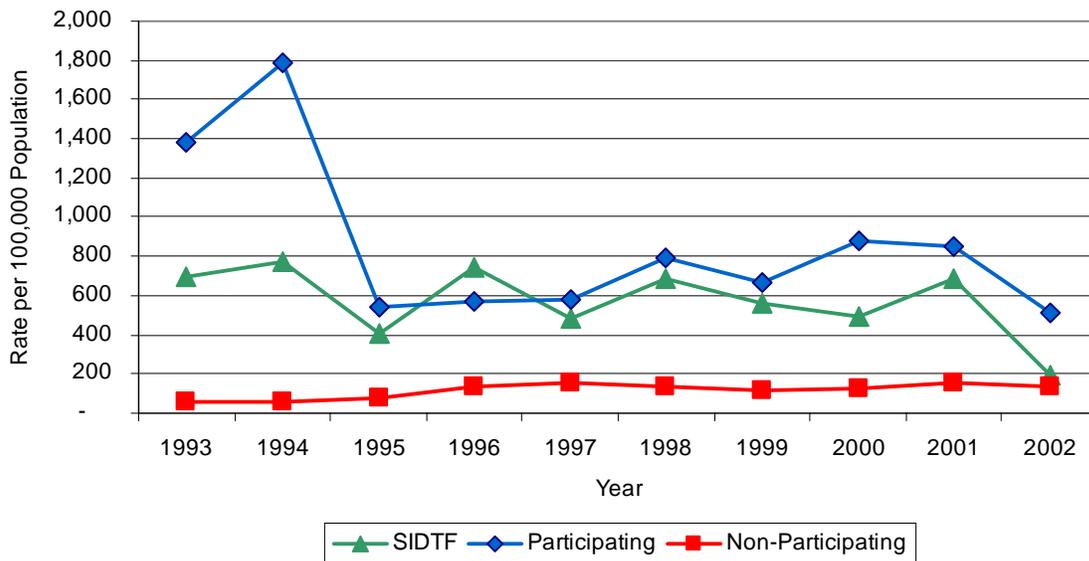
ICJIA calculations using
Illinois State Police and SIDTF data

The number of arrests for violations of Illinois' Cannabis Control Act in Clinton, Franklin, Saline, Washington, and White counties totaled 214 in 2002, 3 percent less than the 220 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 five-county region decreased from 86 percent to 44 percent. Agencies not participating in SIDTF accounted for the largest portion (74 percent) of the total number of arrests for cannabis violations. SIDTF reported a total of 20 arrests for cannabis violations in 2002, 12 percent of the unit's drug arrests.

During the period analyzed, the cannabis arrest rate for the region covered by SIDTF decreased slightly, from 166 arrests per 100,000 population in 1993 to 163 arrests per 100,000 population in 2002. The cannabis arrest rate in the participating agencies decreased 63 percent between 1993 and 2002, from 1,386 to 510 arrests per 100,000 population, while the arrest rate in the non-participating agencies more than doubled, from 61 to 133 arrests per 100,000 population. The cannabis arrest rate for SIDTF decreased 73 percent during the period analyzed, from 698 to 189 arrests per 100,000 population (Figure 10). Thus, the arrest rate for violations of the Cannabis Control Act was higher in the area served by participating agencies than in the combined jurisdictions of the non-participating agencies.

Figure 10

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

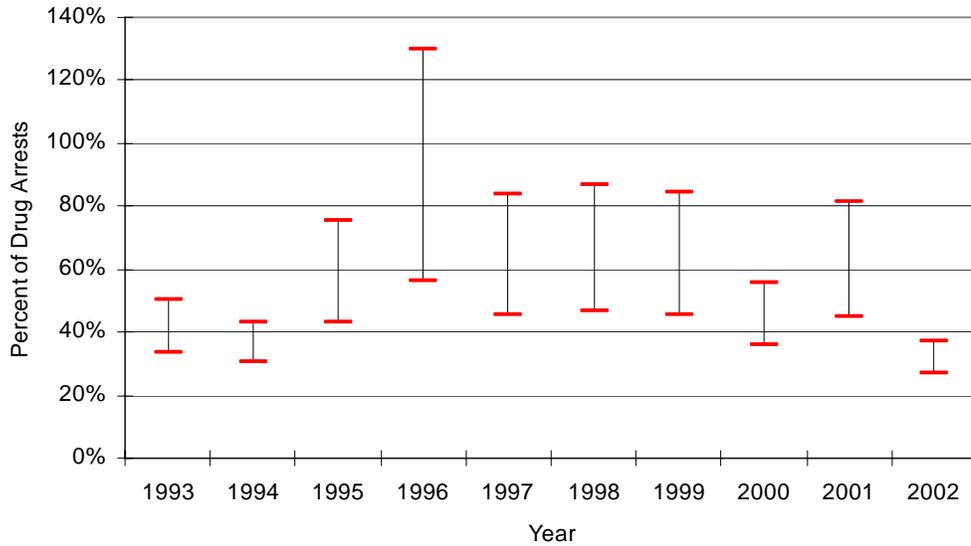


Source: ICJIA calculations using Illinois State Police and SIDTF data

The data presented in Figure 11 represent the percent of cannabis arrests made in the jurisdictions of participating agencies accounted for by SIDTF. 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 (which is unknown at this point). The upper bound indicates the percentage of arrests if *all* of the SIDTF arrests are included in the UCR submissions. The lower bound indicates the percentage if *none* of the SIDTF arrests are included in the UCR submissions. It is estimated that the proportion of cannabis arrests in the five-county region accounted for by SIDTF was between 33 to 50 percent in 1993, but decreased to between 27 to 37 percent in 2002.

Figure 11

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



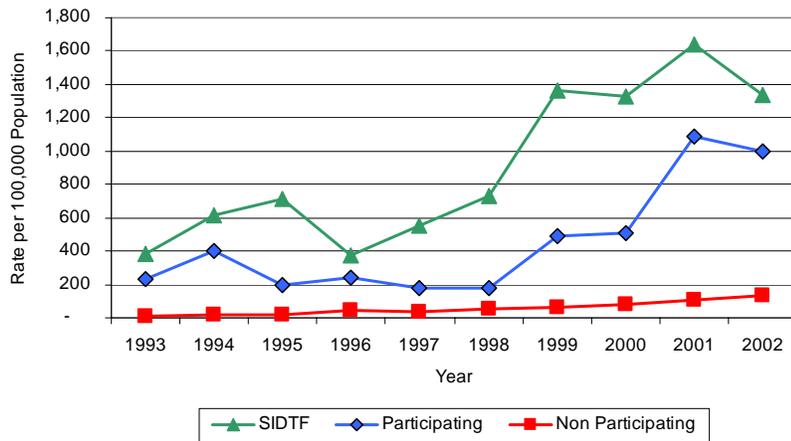
ICJIA calculations using
Illinois State Police and SIDTF data

In Clinton, Franklin, Saline, Washington, and White counties, the number of arrests for violations of Illinois' Controlled Substances Act increased nearly seven-fold between 1993 and 2002, from 35 to 272. Between 1993 and 2002, the proportion of all drug arrests accounted for by violations of the Controlled Substances Act in the five-county region increased from 14 percent to 56 percent. In 2002, SIDTF reported 142 arrests for controlled substances violations, 88 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 SIDTF also increased nearly seven-fold, from 26 to 207 arrests per 100,000 population (Figure 12). The controlled substances arrest rate in the participating agencies more than tripled, from 229 to 1,001 arrests per 100,000 population, while the arrest rate in the non-participating agencies increased more than 14-fold, from nine to 137 arrests per 100,000 population. The controlled substances arrest rate for SIDTF more than tripled, from 382 to 1,340 arrests per 100,000 population (Figure 12). Thus, the arrest rate for violations of the Controlled Substances Act was significantly higher in the participating agencies than the non-participating agencies.

Figure 12

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

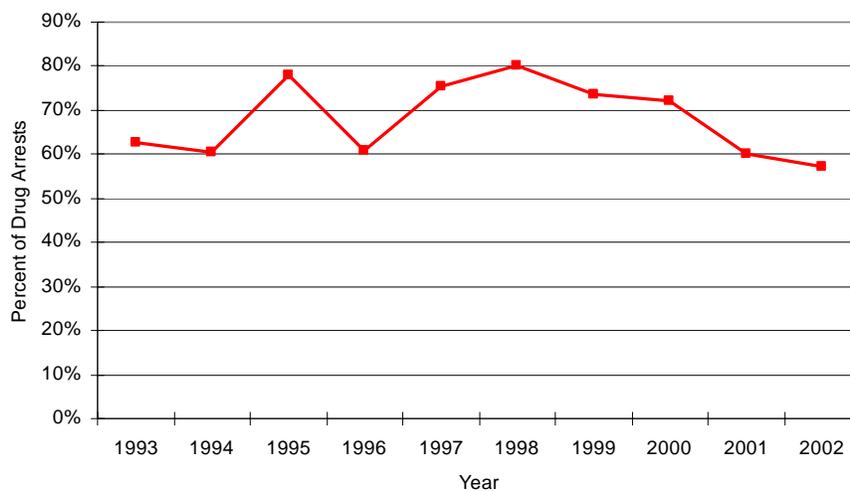


Source: ICJIA calculations using Illinois State Police and SIDTF data

The data presented in Figure 13 represent the percent of controlled substances arrests made in the jurisdictions of participating agencies accounted for by SIDTF. Since the upper bound exceeded 100 percent throughout the period analyzed, it can be presumed that the unit's controlled substances arrest numbers are counted as part of the UCR submissions. Thus, it is estimated that the proportion of controlled substances arrests in the five-county region accounted for by SIDTF was 63 percent in 1993, but decreased to between 57 percent in 2002. Thus, while SIDTF represented a relatively small proportion of all officers, SIDTF accounted for a large proportion of all arrests made for violations of the Controlled Substances Act.

Figure 13

Percent of Controlled Substances Arrests Accounted for by SIDTF

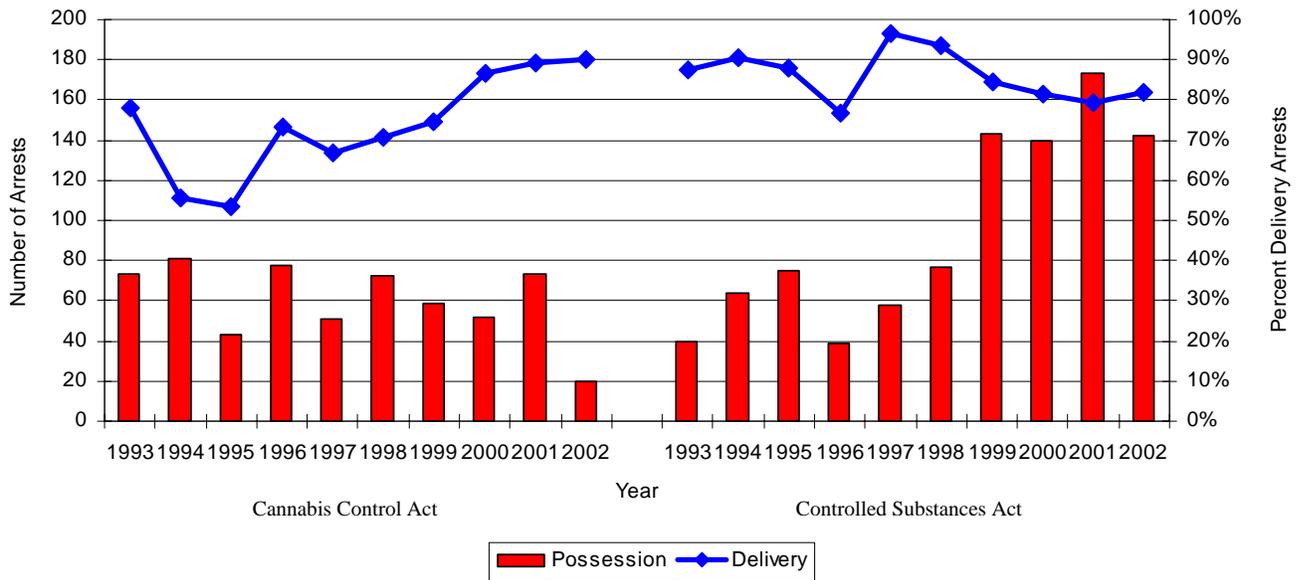


ICJIA calculations using Illinois State Police and SIDTF data

The majority of all drug arrests reported by SIDTF are for delivery. Between 1993 and 2002, the number of drug delivery arrests made by SIDTF increased 46 percent, from 92 to 134. Arrests for drug delivery accounted for 80 percent of all drug arrests made by SIDTF between 1993 and 2002. When cannabis and controlled substances arrests were examined separately, during the period analyzed, the results varied. Although arrests for delivery of controlled substances accounted for 86 percent of the total number of arrests made for violations of the Controlled Substance Act, that proportion decreased from 88 percent in 1993 to 82 percent in 2002. Conversely, arrests for the delivery of cannabis accounted for an increased proportion of cannabis arrests, increasing from 78 percent to 90 percent, despite accounting for 74 percent of all arrests for violations of the Cannabis Control Act during the period analyzed.

Figure 14

SIDTF Drug Arrests for Possession versus Delivery, by Drug Type



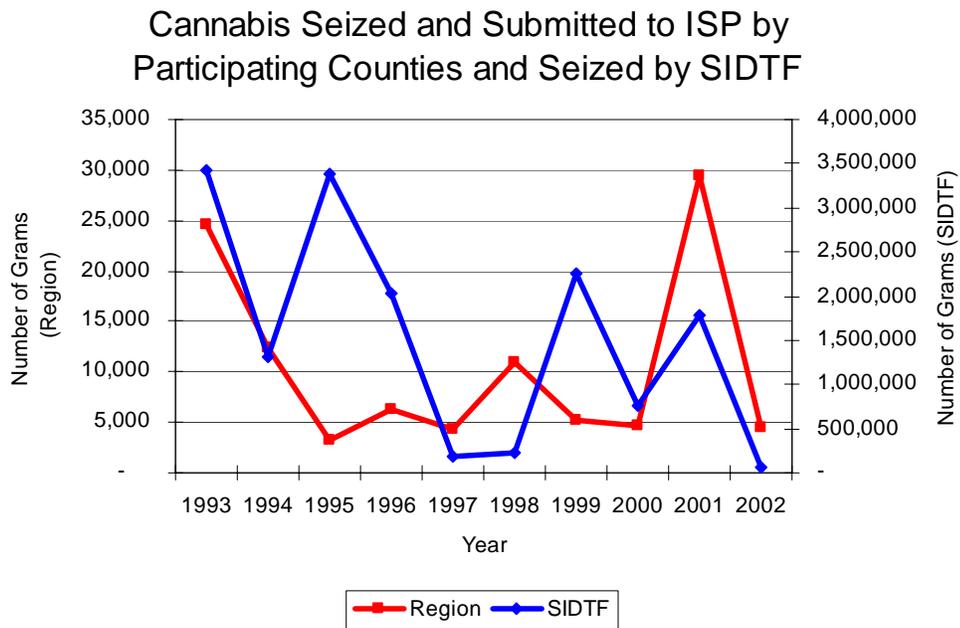
Source: ICJIA calculations using SIDTF data

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 Franklin, Johnson, Massac, Pulaski, Saline, Wabash, Washington, and White counties as well as the quantities of drugs seized by SIDTF. It is important to note, however, that while SIDTF 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 five-county region covered by SIDTF. The quantity of cannabis seized and submitted by law enforcement agencies in Clinton, Franklin, Saline, Washington, and White counties fell dramatically, from 24,673 grams in 1993 to 4,449 grams in 2002. The quantity of cannabis seized by SIDTF also decreased between 1993 and 2002 from 3.4 million grams to 57,371 grams (Figure 15). In 2002, SIDTF's cannabis seizure rate of 541,541 million grams per 100,000 population was dramatically higher than the statewide cannabis seizure rate of 19,437 grams per 100,000 population and the seizure rate of 3,388 grams per 100,000 population in the five-county region covered by SIDTF. Thus, almost all cannabis seized and submitted between 1993 and 2002 came from arrests made by SIDTF (Map 2). (Note: In order to display the seizure data for every year on the graph below, it was necessary to utilize two Y-axes. SIDTF data are scaled to the right Y-axis axis, while regional seizure data are scaled to the left Y-axis).

Figure 15

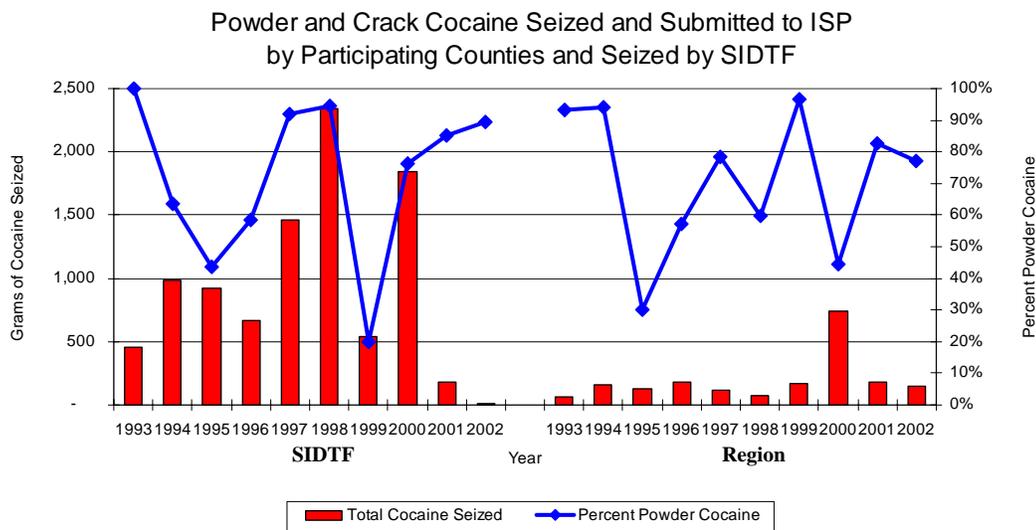


Source: Illinois State Police and SIDTF

Between 1993 and 2002, a combination of crack and powder cocaine has accounted for a small proportion of drugs seized in the five-county region covered by SIDTF. However, the quantity of cocaine seized and submitted by law enforcement agencies in Clinton, Franklin, Saline, Washington, and White counties more than doubled, from 62 grams in 1993 to 146 grams in 2002. Between 1993 and 2002, the quantity of cocaine seized by SIDTF decreased 98 percent, from 460 grams to just nine grams.

Due to the relatively small quantities of powder cocaine and crack cocaine seized in the region and by SIDTF, the proportion accounted for by powder cocaine fluctuated widely (Figure 16). In 2002, SIDTF's cocaine seizure rate of 80 grams per 100,000 population was 28 percent lower than the cocaine seizure rate of 111 grams per 100,000 population in the five-county region covered by SIDTF, but dramatically less than the statewide cocaine seizure rate of 21,891 grams per 100,000 population (Maps 3 and 4).

Figure 16



Source: Illinois State Police and SIDTF

The total quantity of illegal drugs seized and submitted by law enforcement agencies in Clinton, Franklin, Saline, Washington, and White counties decreased 78 percent between 1993 and 2002, from 24,774 grams to 5,450 grams. On the other hand, the total quantity of illegal drugs seized by SIDTF has decreased dramatically, from more than 3.4 million grams in 1993 to 79,107 grams in 2002.

In recent years, there has been an increase in the quantity of methamphetamine seized. Between 1994 and 2002, the quantity of methamphetamine seized in the five-county region more than doubled, from 220 grams to 472 grams. However, between 1997 and 2002, the quantity of methamphetamine seized by SIDTF increased dramatically, from 713 grams to 21,728 grams. As a result, SIDTF's seizure rate of 205,298 per 100,000 population in 2002 was significantly higher than the rate of 359 grams per 100,000 population in the five-county and the statewide methamphetamine seizure rate of 222 grams per 100,000 population (Map 5). As a result, methamphetamine has accounted for an increased proportion of total drugs seized in the five-county region covered by SIDTF, increasing from 2 percent in 1994 to 9 percent in 2002. For SIDTF, the proportion increased from less than 1 percent in 1997 to 27 percent in 2002.

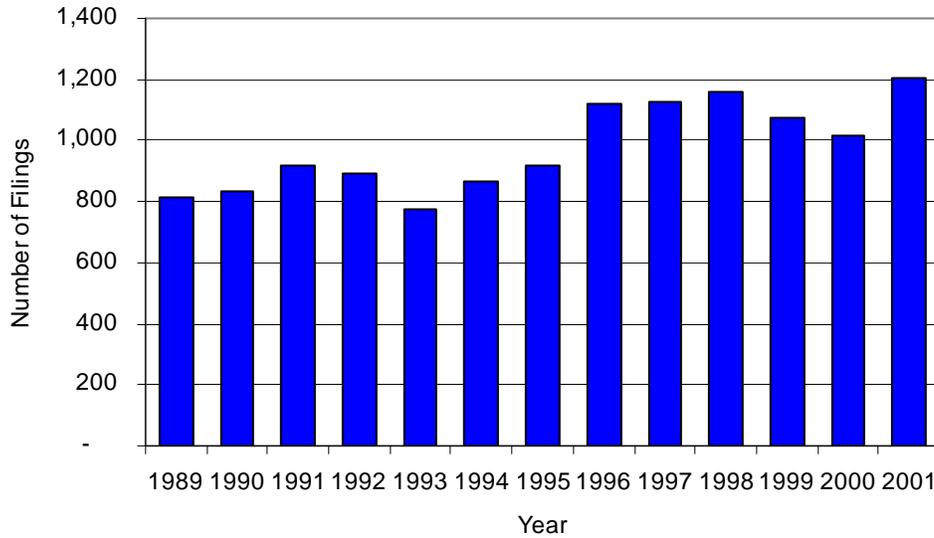
V. Trends in Prosecutions for Drug Offenses and All Felonies

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 five-county region covered by SIDTF increased 49 percent, from 811 to 1,205 (Figure 17).

Figure 17

Number of Felony Filings in Clinton, Franklin, Saline, Washington, and White Counties

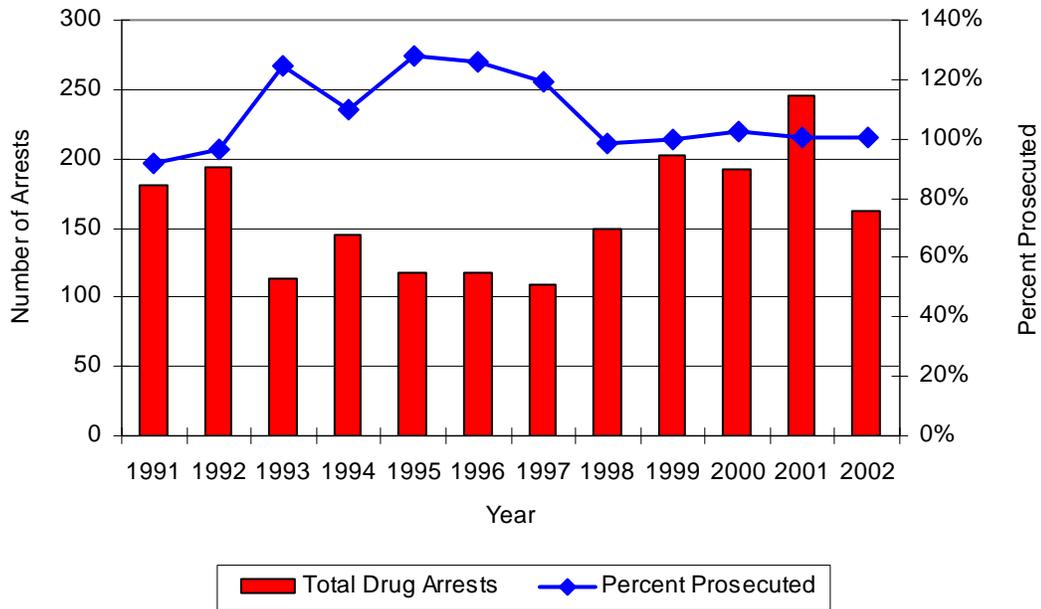


Source: Administrative Office of the Illinois Courts

Between 1991 and 2002, there were a total of 2,037 drug prosecutions initiated as a result of SIDTF arrests in Clinton, Franklin, Saline, Washington, and White counties. During this time, the number of SIDTF drug arrests decreased 10 percent, from 181 arrests in 1991 to 162 arrests in 2002 (Figure 18). Between 1991 and 2002, nearly every drug arrest by SIDTF resulted in prosecution. In some years, the proportion of arrests resulting in a prosecution exceeded 100 percent. This may be due to some slight differences in the timing of an arrest and the filings of charges. It could also 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 SIDTF Drug Arrests and Percentage of Arrests Resulting in Prosecution



Source: SIDTF

Between 1991 and 2002, 65 percent (1,321) of the 2,037 drug offenders who were prosecuted as a result of SIDTF activity were convicted. Convictions for controlled substances accounted for 58 percent of all SIDTF initiated convictions during the period analyzed.

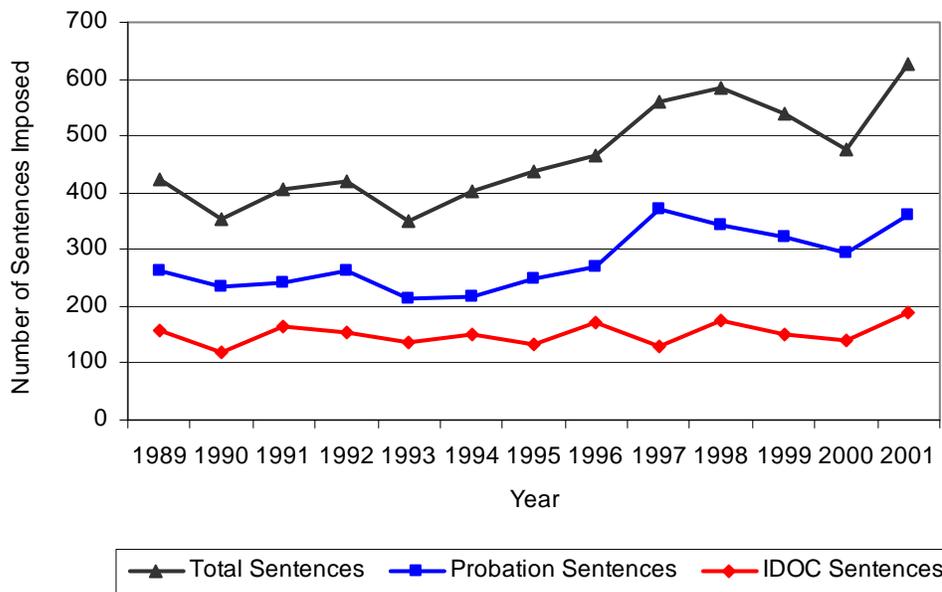
VI. Trends in Percent of Convicted Drug Offenders Sentenced to Prison

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 five-county region covered by SIDTF increased 48 percent, from 422 to 626. During that period, the number of convicted felons sentenced to the Illinois Department of Corrections (IDOC) increased 19 percent between 1989 and 2001, from 158 to 188, while the proportion of felons sentenced to IDOC decreased during the same period, from 37 percent to 30 percent of total felony sentences. In 2001, 362 probation sentences were imposed on convicted felons, 39 percent more than the number of probation sentences in 1989 (Figure 19). However, the proportion of felons sentenced to probation decreased from 62 percent in 1989 to 58 percent in 2001. Sentences other than prison or probation account for the remaining 12 percent of felony sentences imposed in 2001.

Figure 19

Sentences Imposed on Felons Convicted in Clinton, Franklin, Saline, Washington, and White Counties

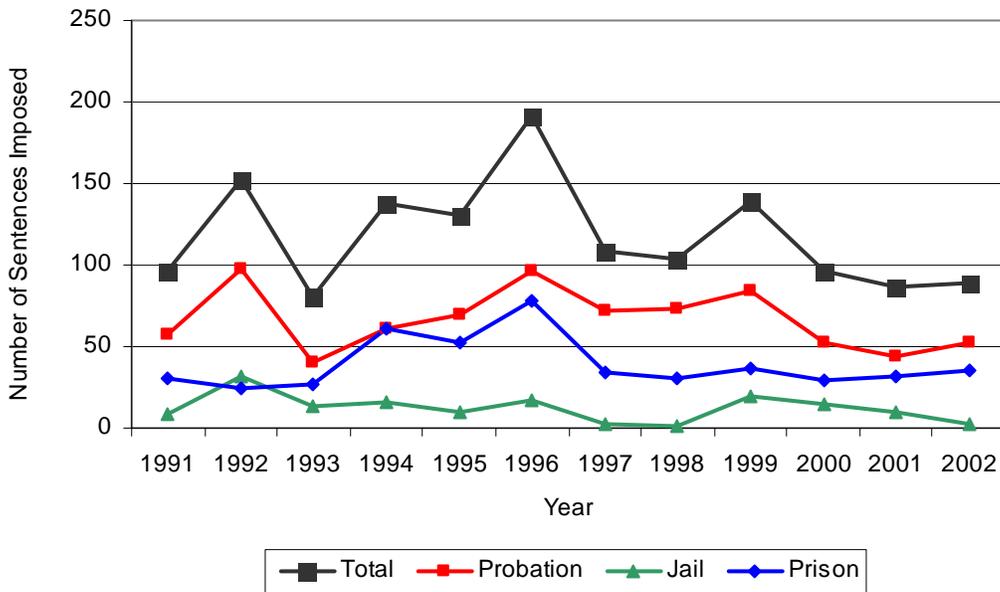


Source: Administrative Office of the Illinois Courts

Between 1991 and 2002, the number of SIDTF drug offenders convicted and sentenced decreased from 96 to 89, a 7 percent decrease. During the period analyzed, the number of convicted SIDTF drug offenders sentenced to jail decreased from nine to two, while the number of drug offenders sentenced to probation decreased 9 percent, from 57 to 52. Conversely, the number of convicted SIDTF drug offenders sentenced to prison increased from 30 in 1991 to 35 in 2002 (Figure 20). In 2002, among those SIDTF drug offenders convicted and sentenced, probation sentences accounted for the largest proportion (58 percent), followed by prison sentences (39 percent) and jail sentences (2 percent).

Figure 20

**Sentences Imposed on Convicted
SIDTF Drug Offenders**

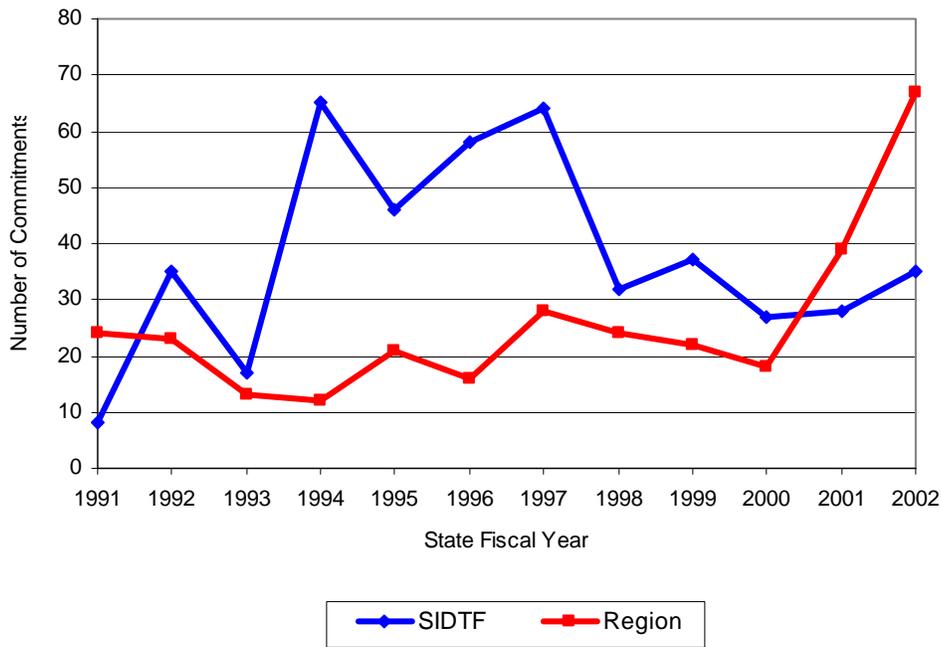


Source: SIDTF

Between state fiscal years¹ 1991 and 2002, the number of new court commitments to IDOC's Adult Division for drug offenses from the five-county region covered by SIDTF nearly tripled, from 24 to 67. The number of drug offender admissions by SIDTF also increased from eight to 35 between 1991 and 2002 (Figure 21). In 2002, prison sentences resulting from SIDTF cases accounted for 52 percent of all drug-law violators sentenced to prison from the region where SIDTF operates, compared to 33 percent in 1991. However, in some years, prison sentences resulting from SIDTF cases far exceeded the number of drug-law violators sent to prison from the five-county region covered by SIDTF. This discrepancy may be due to the fact that some offenders sentenced to prison resulting from SIDTF 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 SIDTF and Region Covered by SIDTF

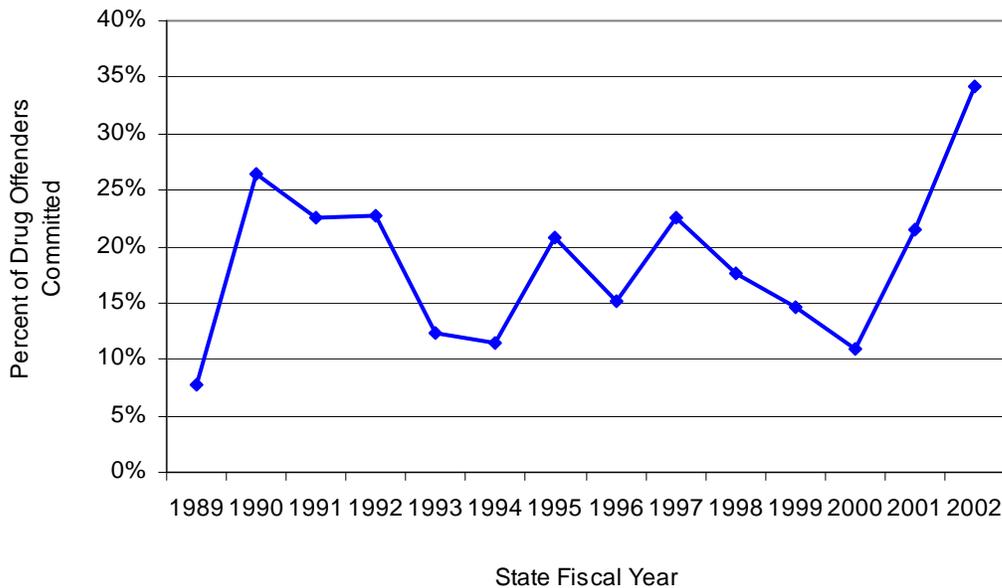


Source: Illinois Department of Corrections and SIDTF

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 Clinton, Franklin, Saline, Washington, and White counties. In 1989, drug offenses accounted for 8 percent of all commitments to IDOC, compared to 34 percent in 2002 (Figure 22).

Figure 22
Percent of Drug Offenders Committed to IDOC
in Clinton, Franklin, Saline, Washington,
and White Counties

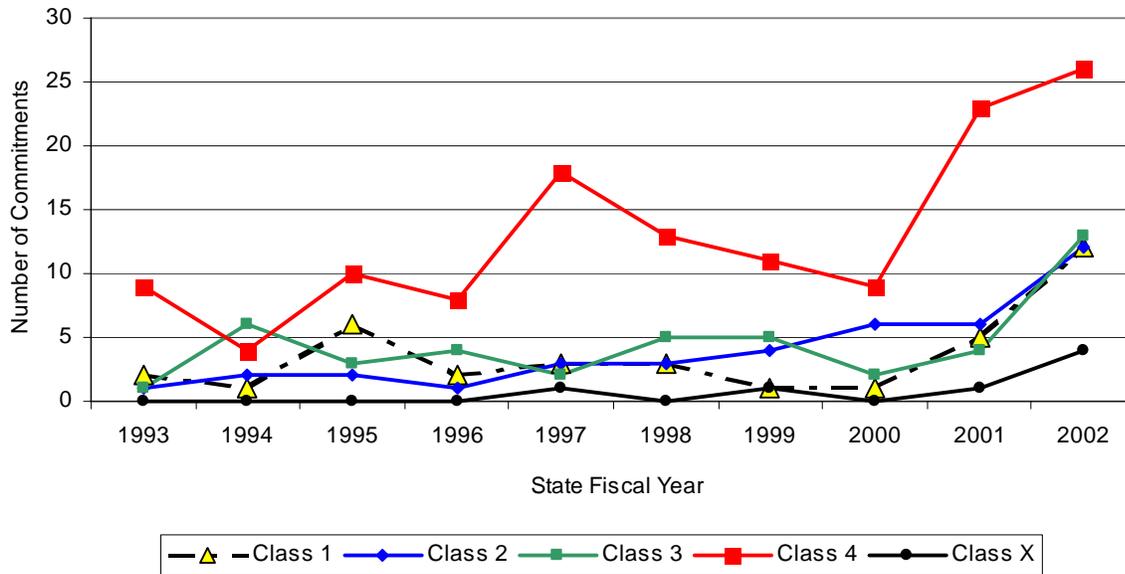


Source: Illinois Department of Corrections

Penalties for drug offenses were also examined between 1993 and 2002. Class 4 felonies accounted for the largest proportion (51 percent) of sentences to IDOC for drug offenses, followed by Class 3 felonies (17 percent), Class 2 and Class 1 felonies (15 percent and 14 percent, respectively) and Class X felonies (3 percent). Between 1993 and 2002, the number of Class 4 felony sentences nearly tripled, from nine to 26, while the number of Class 1, Class 2, and Class 3 felony sentences increased from two to 12, one to 12, and one to 13, respectively. There were a total of seven Class X felony sentences in the five-county region during the period analyzed. Between 1997 and 2002, the number of Class X felony sentences increased from one to four (Figure 23).

Figure 23

**Drug Offenders Committed to IDOC from
Clinton, Franklin, Saline, Washington, and
White Counties, by Offense Class**



Source: Illinois Department of Corrections

Despite the increases across all felony class types, the change in mean sentence lengths varied. Between 1993 and 2002, the mean sentence length for Class 1 and Class 2 felonies decreased from 6.5 years to 5.4 years and 4.0 years to 3.5 years, respectively. Conversely, the mean sentence length for Class 3 felonies and Class 4 felonies increased from 2.0 years to 3.2 years and 2.0 years to 2.5 years, respectively. The mean sentence length for Class X felony sentences increased from 8.0 years in 1997 to 9.5 years in 2002.

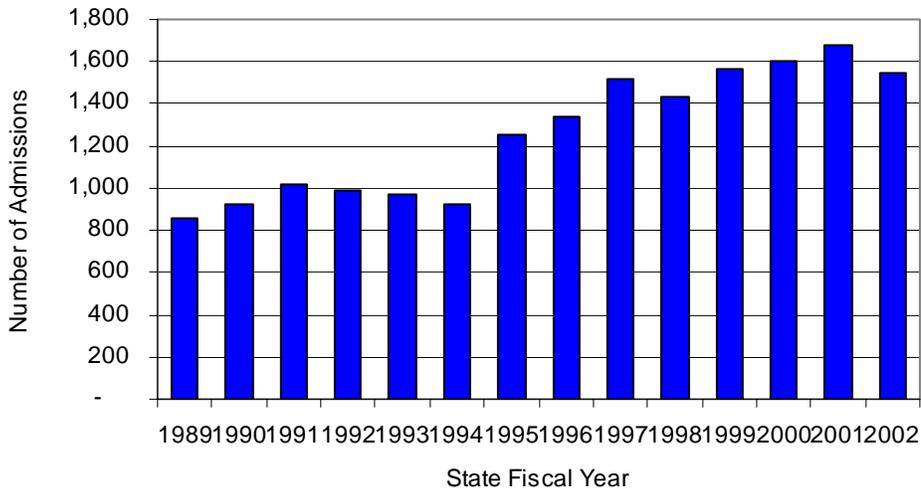
VII. Trends in Drug Treatment Admissions in SIDTF Region by Drug Type

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 1,546 admissions for alcohol or drug abuse treatment from Clinton, Franklin, Saline, Washington, and White counties, 81 percent more than the 853 admissions in 1989 (Figure 24). Among the 1,546 admissions to substance abuse treatment in state fiscal year 2002, 50 percent (778) reported alcohol as their primary substance of abuse, while abuse of illicit substances accounted for 43 percent.

Figure 24

Substance Abuse Treatment Admissions from Clinton, Franklin, Saline, Washington, and White Counties



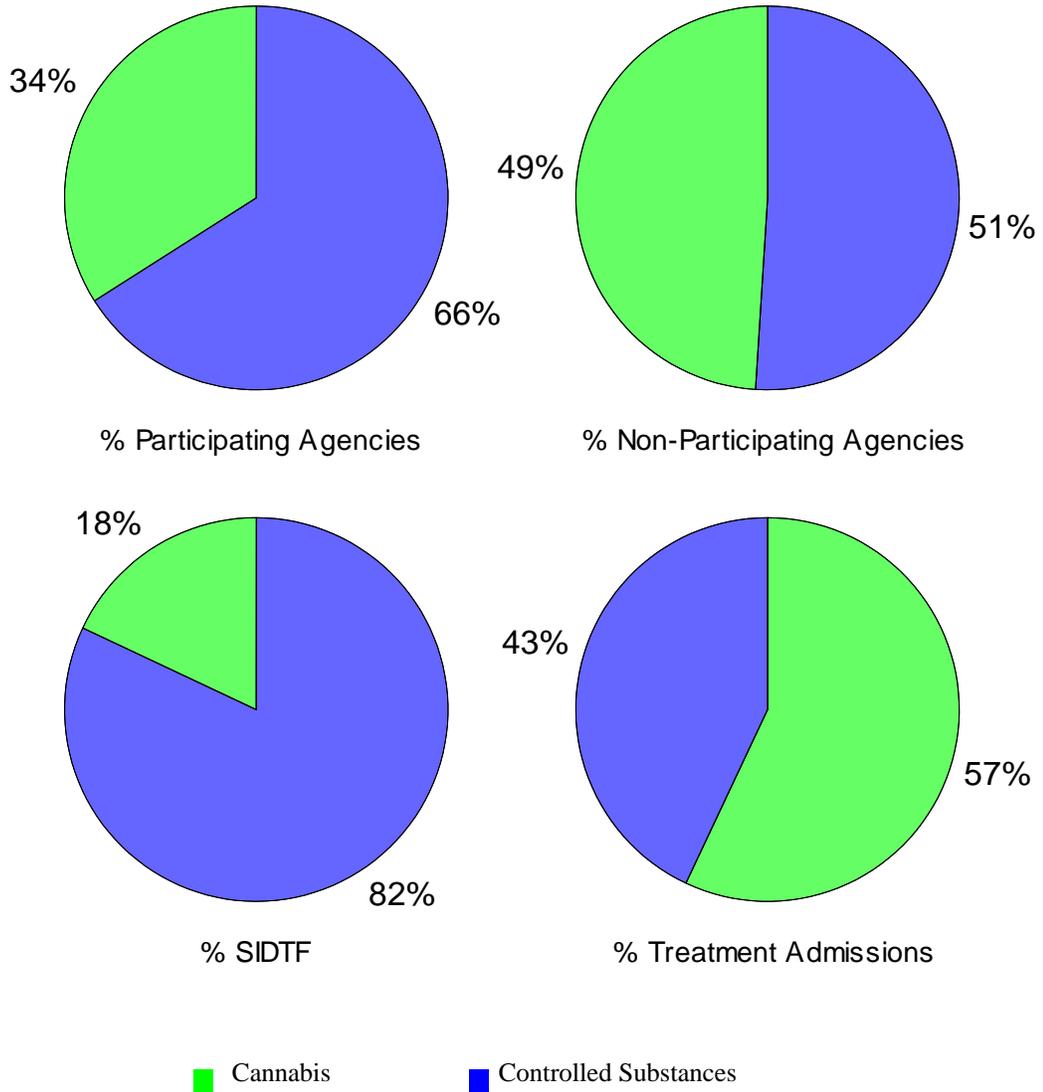
Source: Illinois Department of Human Services'
Office of Alcoholism and Substance Abuse

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 SIDTF 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 non-participating agencies accounted for by marijuana (Cannabis Control Act) was very close to the proportion of drug treatment admissions from the covered region accounted for by marijuana. Thus, there is considerable convergence between the drugs involved in arrests made by these agencies and treatment admission. On the other hand, the majority of arrests by SIDTF and participating agencies were for drugs other than marijuana (Controlled Substances Act). While SIDTF and participating agency arrests may not reflect the most widely available and used drugs in the region, they tend to involve the substances considered to be most serious (i.e., felony versus misdemeanor). They do not, however, tend to involve the substances for which individuals are seeking and receiving treatment (Figure 25).

Figure 25

Comparison of Drug Arrests by SIDTF and Participating and Non-participating Agencies vs. Drug Abuse Treatment Admissions in Clinton, Franklin, Saline, Washington, and White Counties, 2002



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

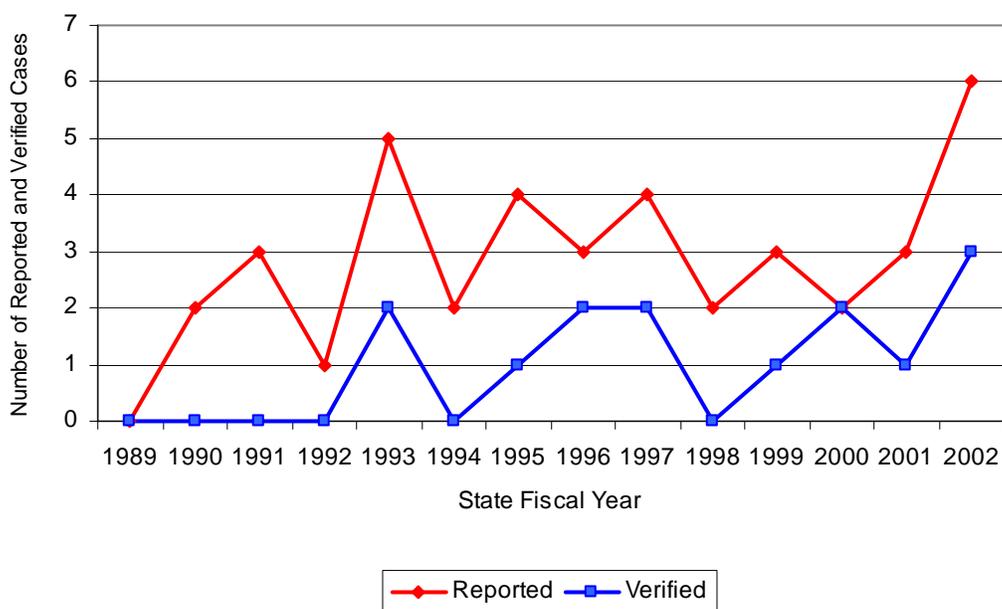
VIII. Trends in Substance-Exposed Infants

Illinois continues to experience the effects of prenatal substance abuse. In Illinois, if a baby is born and thought to have been exposed to illegal substances or alcohol, either through observation by physicians or toxicology tests, the case is reported to the Illinois Department of Children and Family Services. These cases are then investigated by DCFS to verify the child's prenatal exposure to either alcohol or illegal substances. Between state fiscal years 1989 and 2002, 96 of Illinois' 102 counties reported at least one case of a substance-exposed infant.

Between state fiscal years 1989 and 2002, the number of substance-exposed infant cases reported in the five-county region covered by SIDTF totaled 40, and showed no discernable trend during the period examined. Between state fiscal years 1989 and 2002, 14 cases, or 35 percent of all cases reported, were verified by a DCFS investigation as involving prenatal drug use (Figure 26).

Figure 26

Cases of Substance-Exposed Infants in Clinton, Franklin, Saline, Washington, and White Counties



Source: Department of Children and Family Services

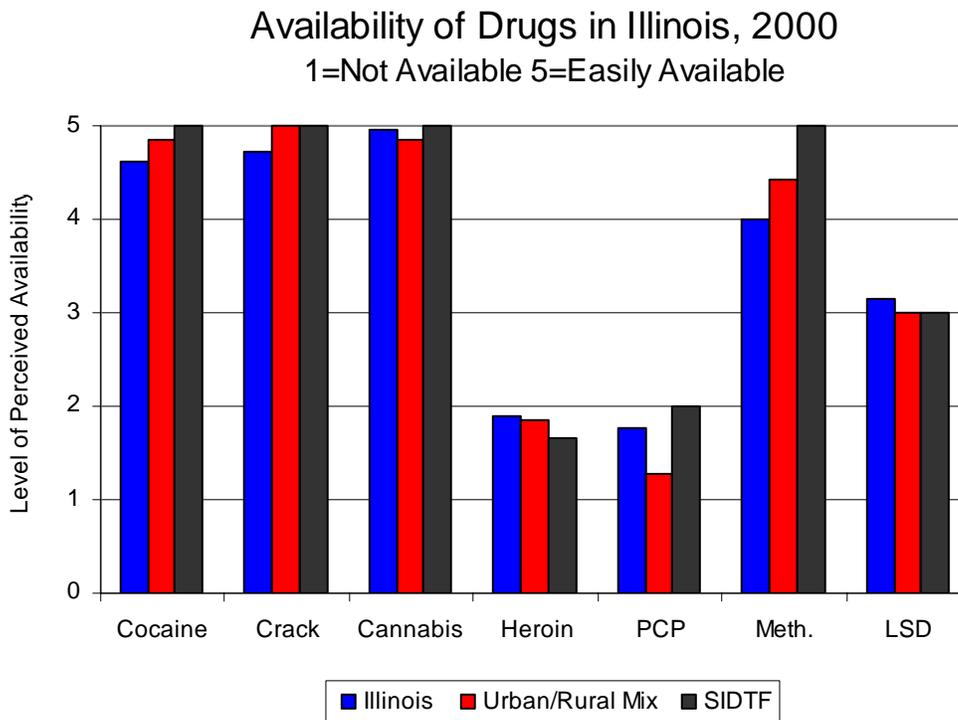
IX. Summary of Drug Situation

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

The Authority periodically conducts a survey of each MEG and task force in Illinois to gauge the perceived availability of drugs in the areas they cover. (the most recent being conducted in 2000) 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 SIDTF survey responses, cannabis, cocaine, crack, and methamphetamine continued to be the most visible drugs on the street and were all reported to be “readily available” across all regions analyzed. The perceived availability of cannabis remained relatively unchanged in the five-county region covered by SIDTF and statewide, but decreased slightly in regions covered by mixed urban/rural MEGs and task forces. Although reported as moderately available across all regions, the perceived availability of LSD decreased across all regions since the 1998 survey, while all other drug types increased across the state and in the region covered by SIDTF. Crack and methamphetamine were the only drugs where the perceived availability increased across all regions examined. In 2000, methamphetamine was most available in the region covered by SIDTF, but available at a somewhat lesser degree across Illinois and in other regions covered by mixed urban/rural MEGs and task forces (Figure 27).

Figure 27



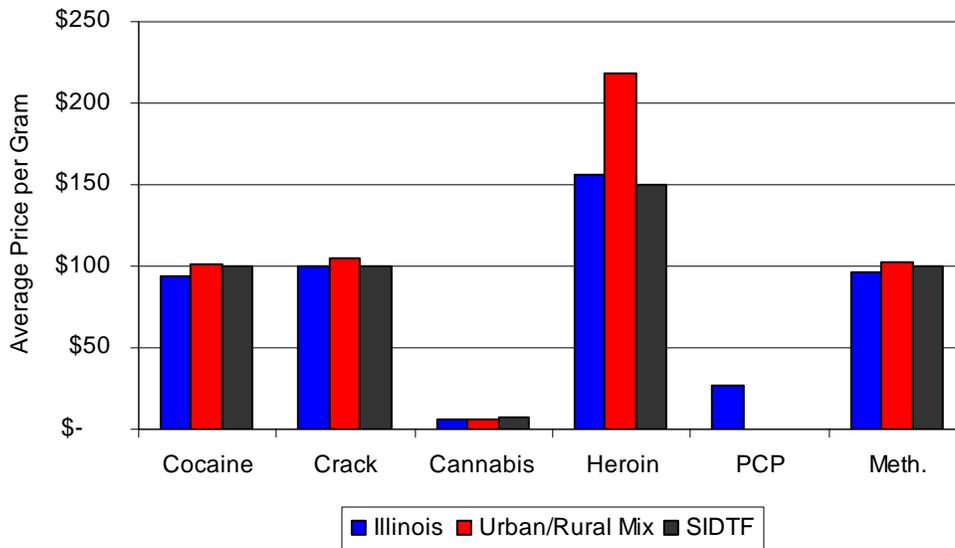
Source: Authority Survey of Illinois MEGs and task forces

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

Based on a statewide survey of MEG and task force units, the average price of cocaine, crack, cannabis, and methamphetamine appear to be relatively stable across all regions surveyed in 2000, while prices for heroin appear to vary somewhat across Illinois. The average price of crack and heroin increased across all regions between 1998 and 2000. The average price of methamphetamine increased statewide and in other mixed urban/rural regions, but remained unchanged in the region covered by SIDTF. The 2000 average price of cocaine reported by SIDTF was \$100 per gram, compared to \$93 per gram across Illinois and \$103 by all MEGs and task forces in other mixed urban/rural regions (Figure 28). On the other hand, the average price of heroin in the region covered by SIDTF was reported as \$150 per gram, lower than the price of \$156 per gram across Illinois and the price of \$219 per gram reported by all other MEGs and task forces in mixed urban/rural regions. In 2000, the average price of cannabis was reported as approximately \$7 per gram in the SIDTF region, and \$6 per gram in mixed urban/rural regions and across Illinois. The average price of methamphetamine reported by SIDTF was \$100 per gram, slightly higher than the average statewide price of \$97 per gram, but slightly lower than the average price of \$103 reported in other regions covered by mixed urban/rural MEGs and task forces.

Figure 28

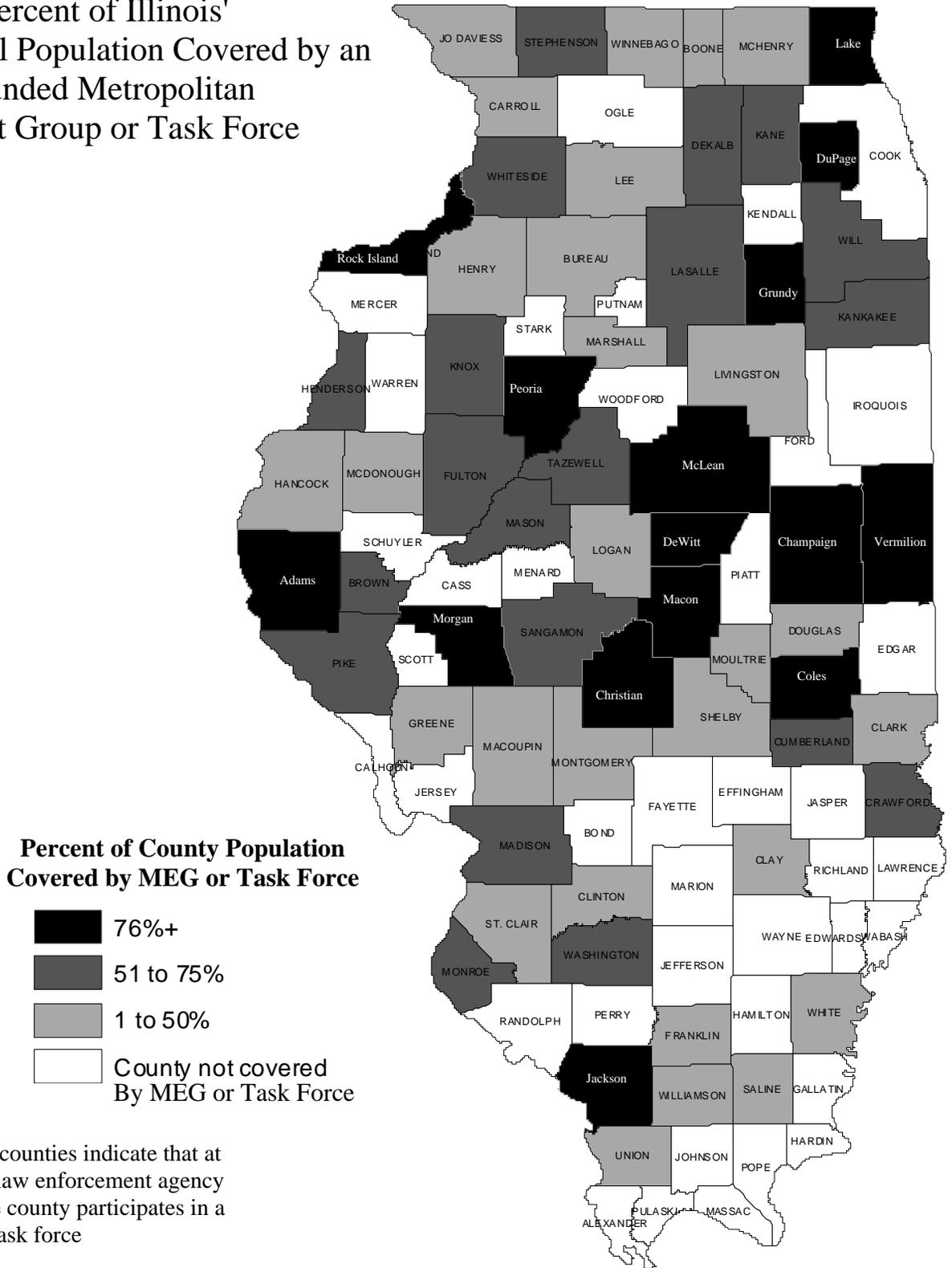
Price Per Gram in Illinois, 2000



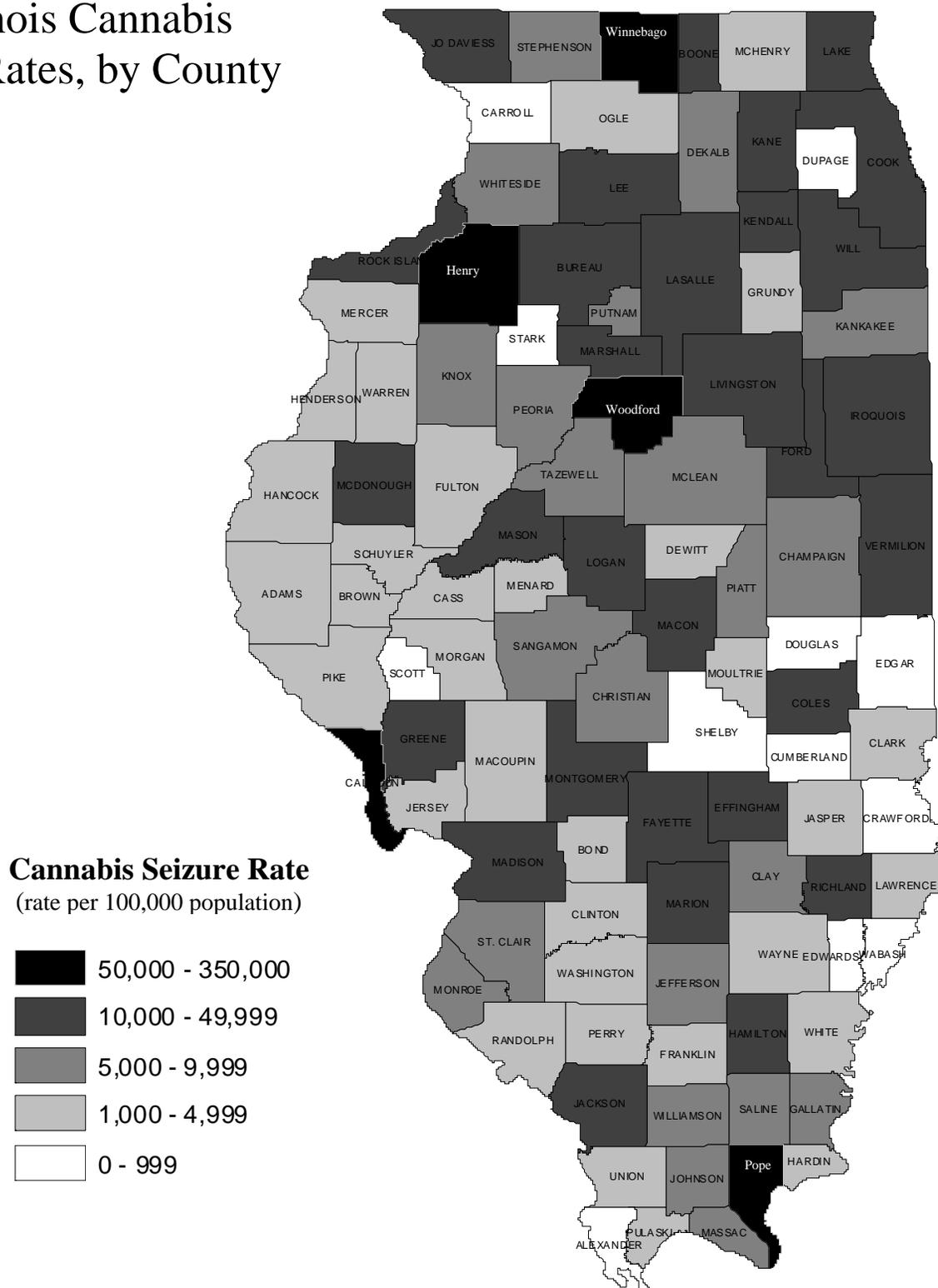
Source: Authority Survey of Illinois MEGs and task forces

X. Appendices

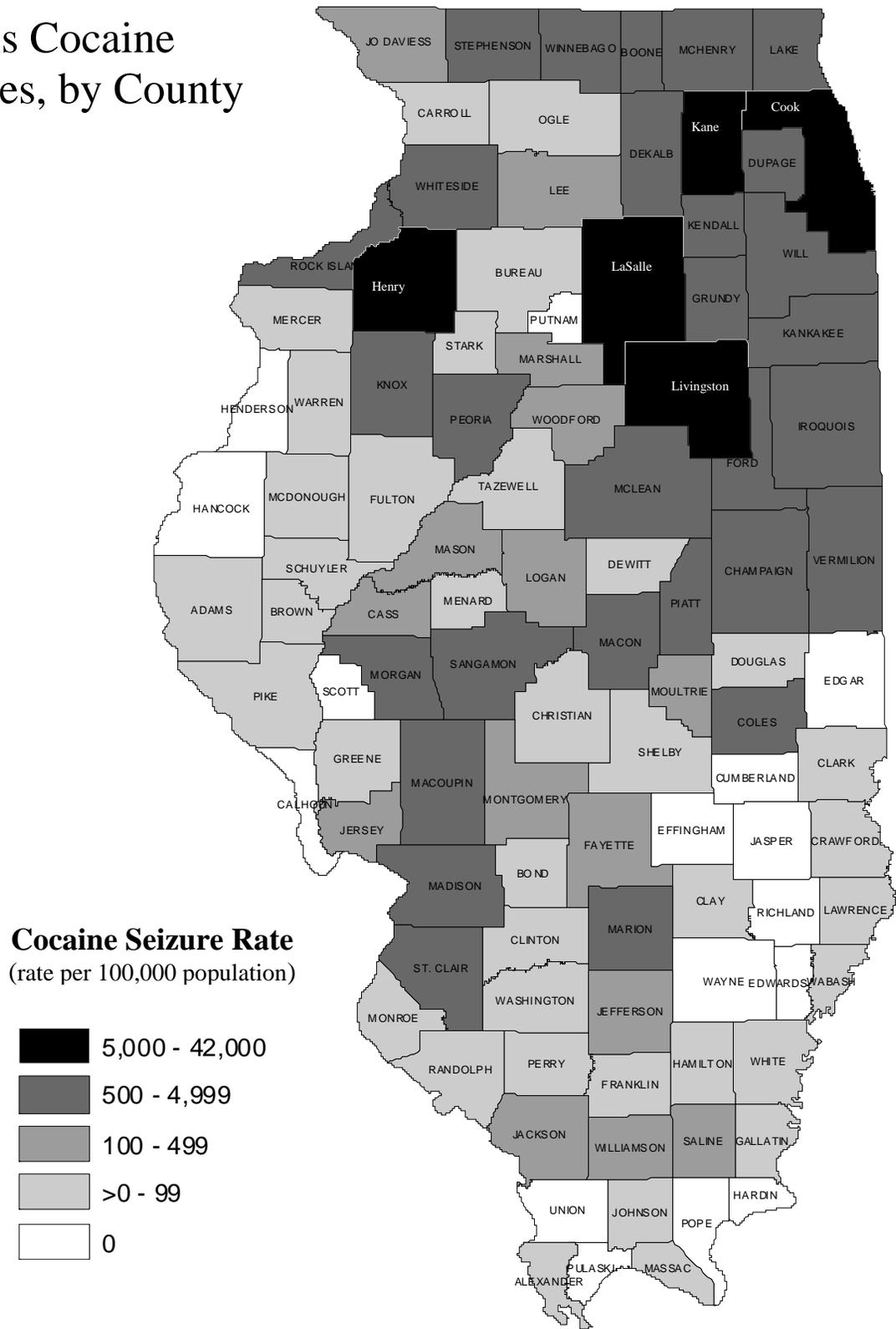
SFY 2002 Percent of Illinois' County-level Population Covered by an Authority-funded Metropolitan Enforcement Group or Task Force



2002 Illinois Cannabis Seizure Rates, by County

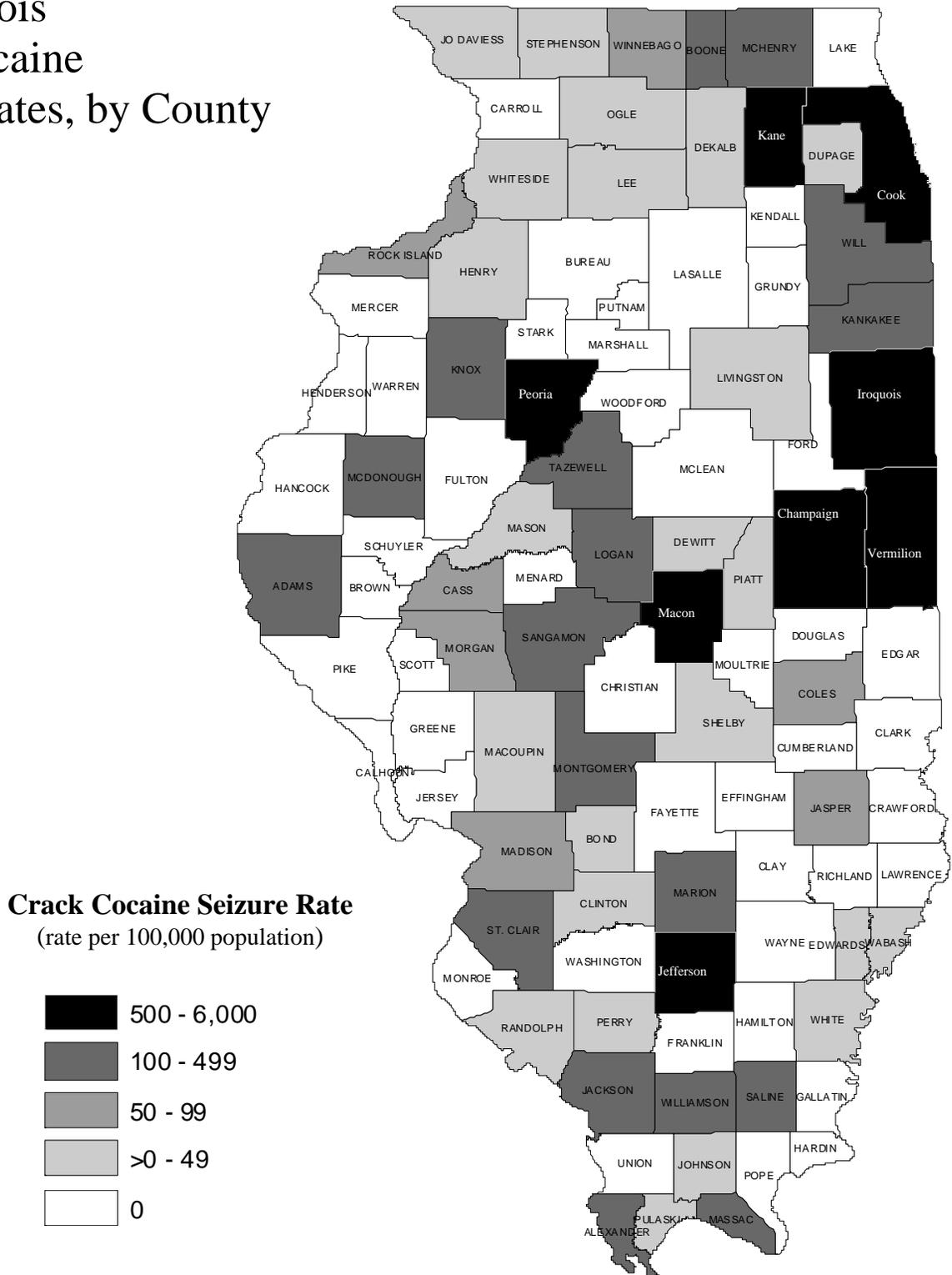


2002 Illinois Cocaine Seizure Rates, by County

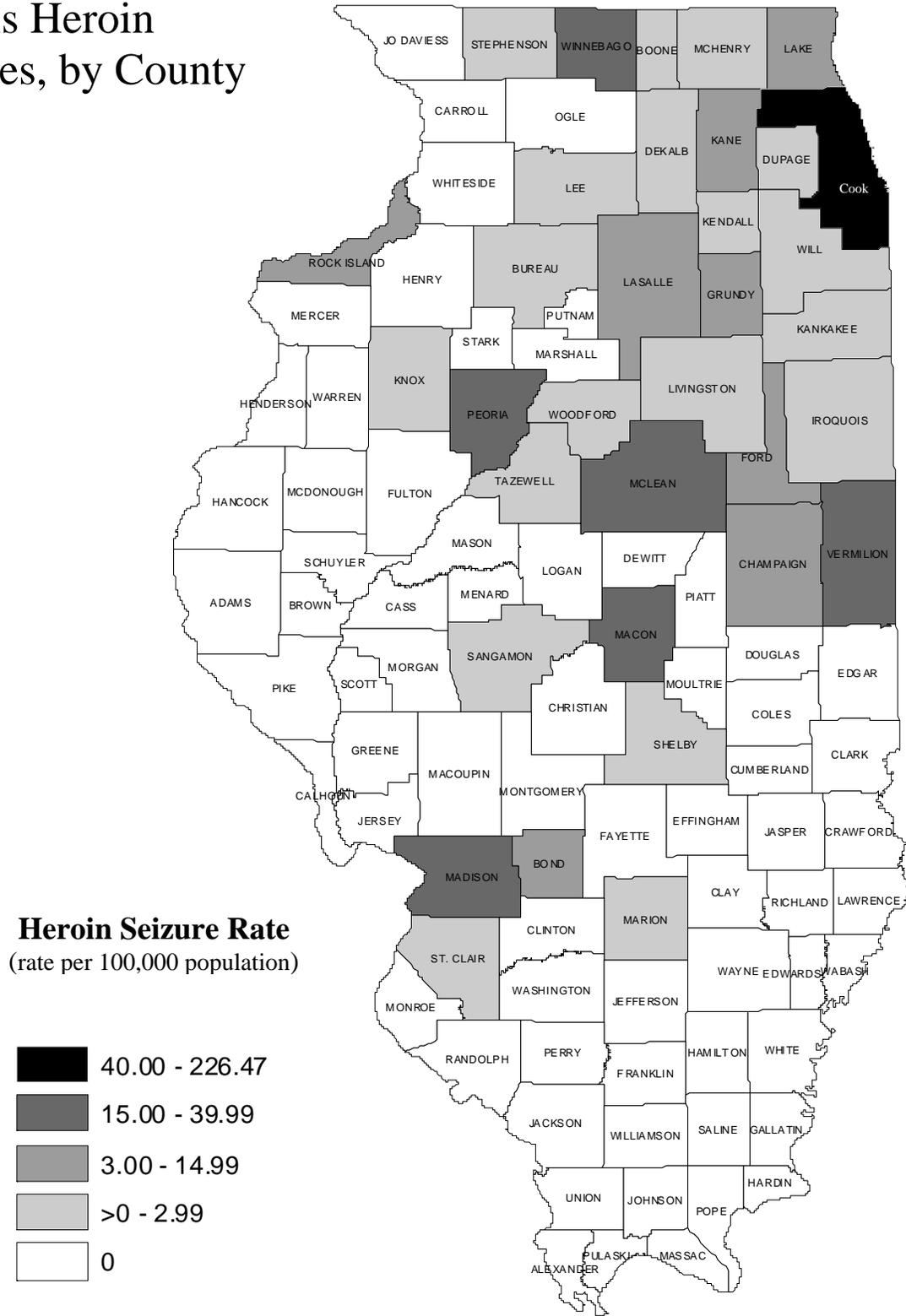


Map 4

2002 Illinois Crack Cocaine Seizure Rates, by County

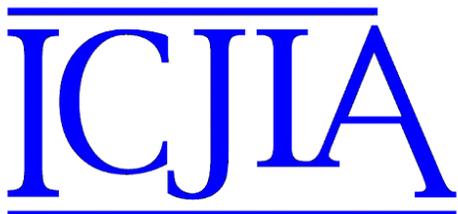


2002 Illinois Heroin Seizure Rates, by County



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