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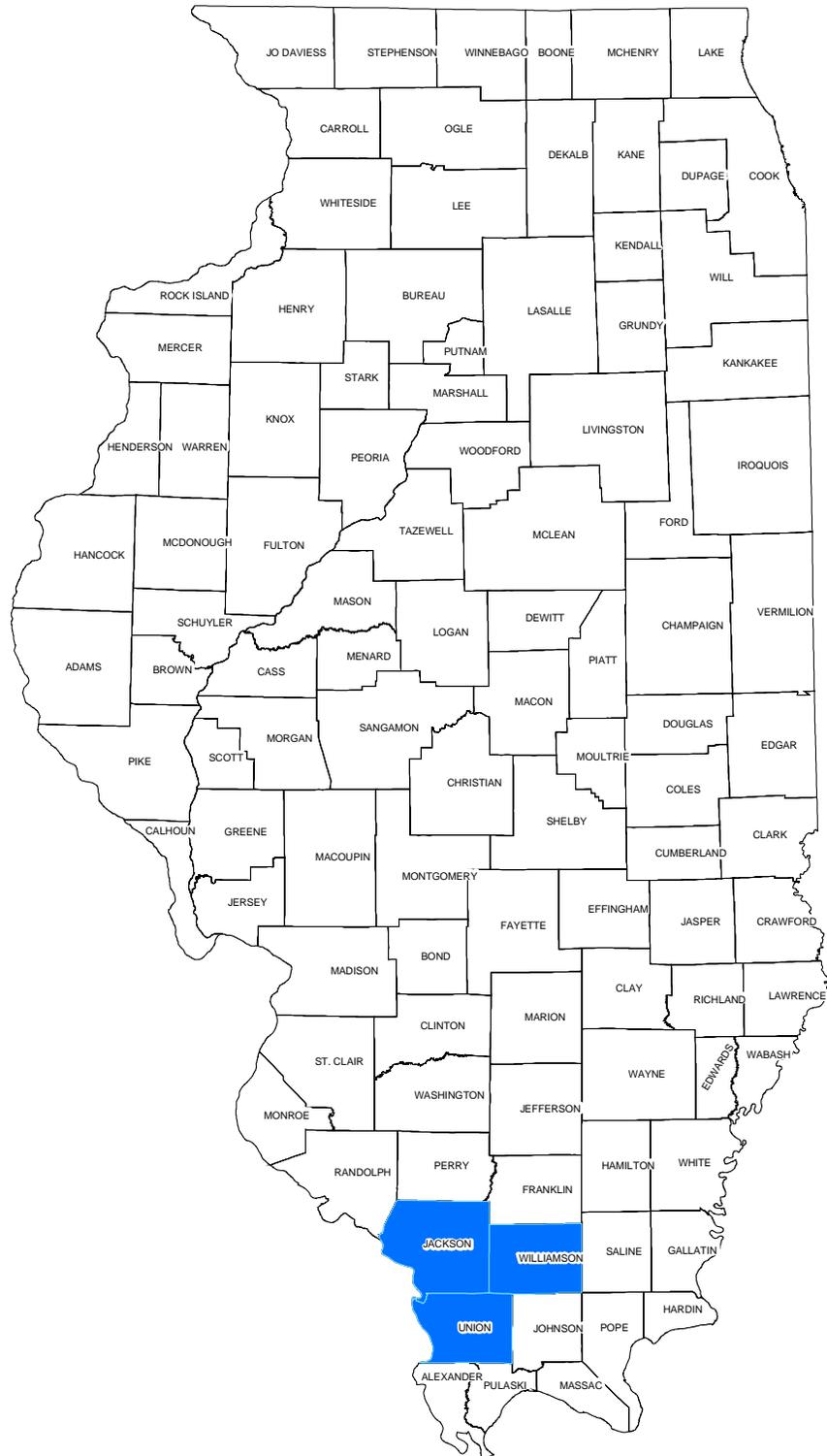
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March 2004

Assessing Illinois' Metropolitan Enforcement Groups and Task Forces



A Profile of the Southern Illinois Enforcement Group

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EXECUTIVE SUMMARY

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

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

- In 2002, six local Illinois police agencies participated in SIEG (a participating agency is defined as one that contributes either personnel or financial resources to SIEG). Officers assigned to SIEG (totaling 13 in 2002, seven from participating agencies) accounted for 4 percent of the total number of sworn police officers working for agencies participating in SIEG.
- The violent Index offense rate was collectively higher across jurisdictions participating in SIEG than among the combined jurisdictions that did not participate in SIEG (page 3).
- The drug arrest rate tended to be higher collectively in the jurisdictions that participated in SIEG than in those jurisdictions that did not participate in SIEG. The drug arrest rate achieved by SIEG was lower than that achieved in those jurisdictions participating in SIEG, but slightly higher than the drug arrest rate for non-participating agencies, meaning that SIEG made more arrests than non-participating agencies for violations of the Cannabis and Controlled Substances Acts with only 13 officers (page 6).
- The arrests by SIEG were more likely than arrests by either participating or non-participating agencies to involve violations of the Illinois' Controlled Substances Act, as opposed to the Cannabis Control Act. One interpretation of this pattern is that SIEG 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 (page 9).
- The majority of all drug arrests reported by SIEG, 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 seized by SIEG decreased significantly, while the amount of cocaine seized by SIEG increased (pages 15 and 16).
- Between 1989 and 2002, nearly all SIEG drug arrests resulted in prosecution. In addition, between 1989 and 2002, nearly all drug offenders who were prosecuted as a result of SIEG activity were convicted (page 18).

- In 2002, among those SIEG drug offenders convicted and sentenced, probation sentences accounted for the largest proportion (72 percent), followed by prison sentences (28 percent). There were no drug offenders sentenced to jail in 2002 (page 20).
- Arrests made by SIEG and the and non-participating agencies tended to involve the substances considered to be most serious (i.e., felony versus misdemeanor), while arrests made by the participating agencies tend to reflect the most widely available and used drugs in the region, and the substances for which individuals were seeking and receiving treatment in 2002 (page 25).

I. Introduction

The Southern Illinois Enforcement Group (SIEG) covers the Illinois counties of Jackson, Union, and Williamson. Combined, these counties had a 2002 total population of 139,501 – 2 percent more than in 1990. In 2002, six local Illinois police agencies participated in SIEG. These include the sheriff's offices for Jackson, Union, and Williamson Counties and the Carbondale, Murphysboro, and Southern Illinois University police departments. These agencies served 59 percent of the population in the three-county region covered by SIEG in 2002 (see Map 1 on page 31). A participating agency is defined as one that contributes either personnel or financial resources to SIEG.

In addition to agencies that participate in SIEG, these Illinois counties are served by 17 additional police departments that do not participate in SIEG. According to the Illinois State Police, county sheriffs and local police departments, in the three-county region covered by SIEG, combined, employed 253 full-time police officers as of Oct. 31, 2002, 177 of which worked for agencies participating in SIEG. In comparison, there were 13 officers assigned to SIEG in 2002, including 7 from participating agencies and one from the Illinois State Police (ISP). Thus, the officers assigned to SIEG during 2002 accounted for a relatively small proportion—4 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 SIEG, 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.

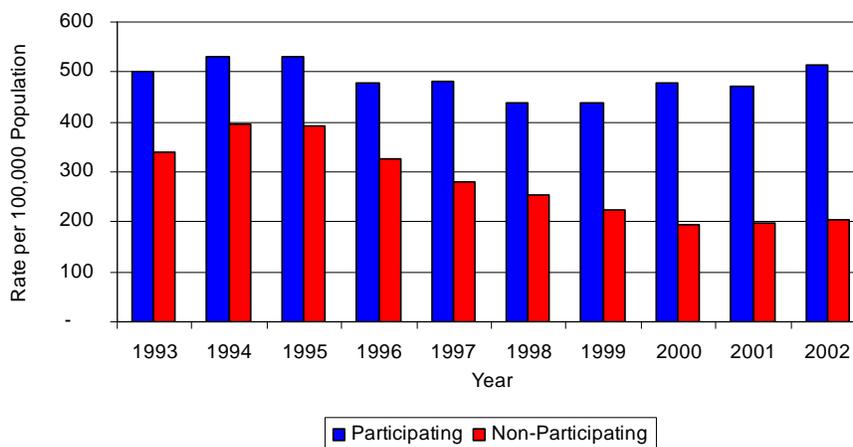
II. Trends in Violent Index Offenses and Arrests

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 three-county region covered by SIEG totaled 539, an 11 percent decrease from the 605 offenses reported in 1993. The majority (71 percent) of violent Index offenses reported to the police between 1993 and 2002 were aggravated assaults, while 15 percent were criminal sexual assaults and 14 percent were robberies. When most other counties and regions across the state were examined, robberies accounted for the second largest proportion of violent Index offenses reported to police.

During the period analyzed, the violent Index offense rate for the region covered by SIEG decreased 11 percent, from 436 offenses per 100,000 population in 1993 to 386 offenses per 100,000 population in 2002. The violent Index offense rate in the participating agencies increased 3 percent, from 502 to 515 offenses per 100,000 population, while the rate in the non-participating agencies decreased 40 percent, from 340 to 204 offenses per 100,000 population (Figure 1). Thus, the violent Index offense rate was collectively higher across the jurisdictions that participated in SIEG than it was among the agencies that did not participate in SIEG.

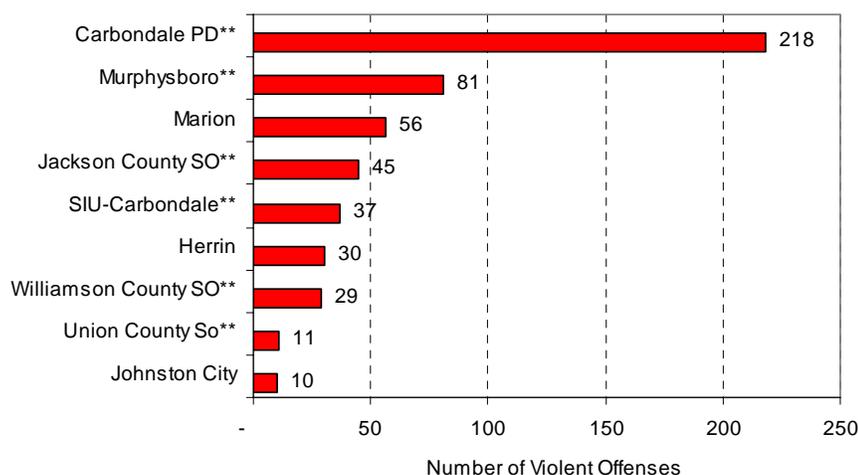
Figure 1
Violent Index Offense Rates for Participating
and Non-participating Agencies in
Region Covered by SIEG



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

Across the individual local law enforcement agencies covered by SIEG’s jurisdiction, three agencies, the Carbondale Police Department, the Murphysboro Police Department, and the Marion Police Department, accounted for 66 percent of all violent Index offenses reported to the police in 2002 (Figure 2). Agencies that reported fewer than ten violent 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 85 violent Index offenses per 100,000 population in Carterville to 866 offenses per 100,000 population in Carbondale.

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



Source: Illinois State Police

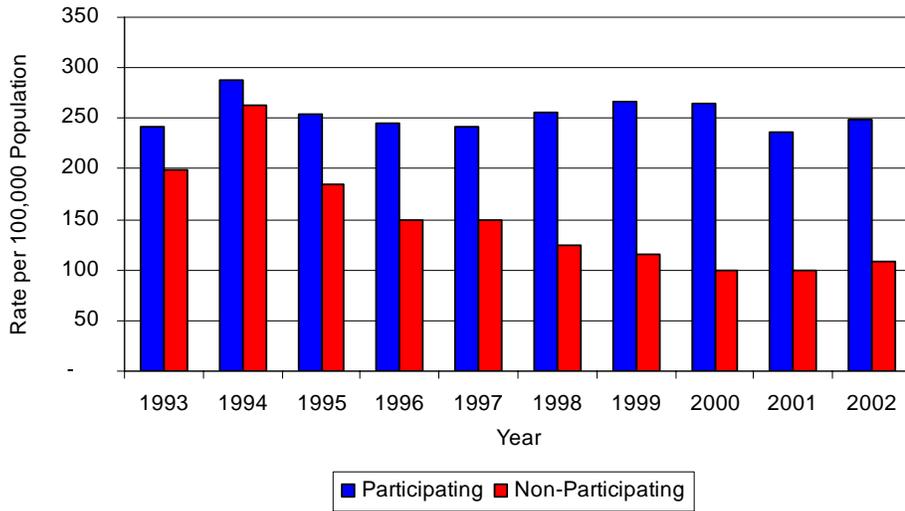
*Agencies reporting ten or more violent offenses
 **Agencies participating in SIEG

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 SIEG decreased slightly, from 311 to 266. The majority (82 percent) of violent Index arrests were for aggravated assaults, followed by robberies (9 percent).

During the period analyzed, the violent Index arrest rate for the region covered by SIEG decreased 15 percent, from 224 offenses per 100,000 population in 1993 to 161 arrests per 100,000 population in 2002. The violent Index arrest rate in the participating agencies increased 3 percent, from 241 to 248 offenses per 100,000 population, while the rate in the non-participating agencies decreased 45 percent, from 199 to 109 offenses per 100,000 population (Figure 3).

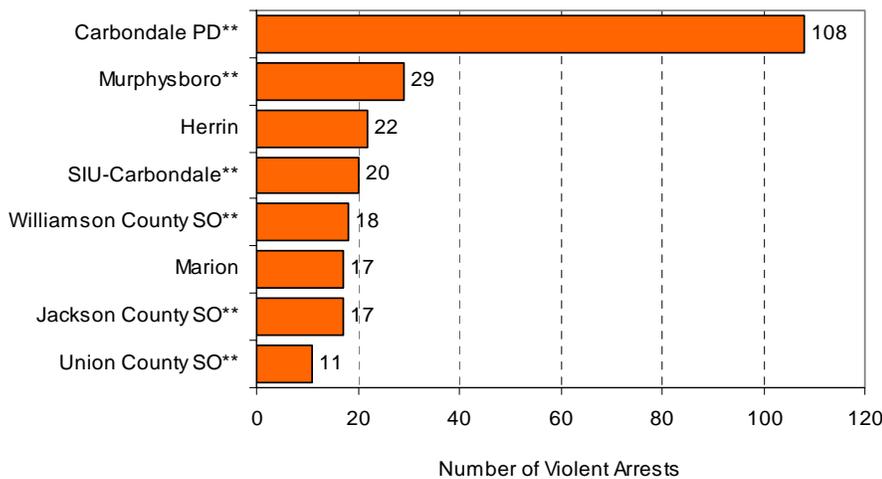
Figure 3
Violent Index Arrest Rates for Participating
and Non-participating Agencies in
Region Covered by SIEG



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

The majority (67 percent) of arrests for violent Index offenses occurring in the three-county region covered by SIEG were made by four agencies. Agencies reporting fewer than ten arrests for violent Index offenses in 2002 are excluded from Figure 4. Of the 266 violent Index arrests made in 2002, the Carbondale Police Department accounted for the largest portion (41 percent), followed by the Murphysboro Police Department (11 percent), and the Herrin and SIU-Carbondale police departments (8 percent each) (Figure 4).

Figure 4
2002 Violent Index Arrests* Reported by Participating
and Non-participating Agencies in Region Covered by
SIEG



Source: Illinois State Police

*Agencies reporting ten or more violent Index arrests
**Agencies participating in SIEG.

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 SIEG reported 445 arrests for drug law violations, more than double the 215 arrests in 1993. Between 1993 and 2002, arrests for violations of Illinois' Cannabis Control Act consistently out-numbered arrests for violations of the Controlled Substances Act in Jackson, Union, and Williamson counties, combined. During the same period, the number of arrests for violations of the Cannabis Control Act in these three counties combined, increased 97 percent, from 147 to 259, while arrests for violations of the Controlled Substances Act increased significantly from 53 to 156. In addition, arrests for violations of the Drug Paraphernalia Control Act, enacted in 1993, increased from eight in 1993 to 173 in 2003. 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.

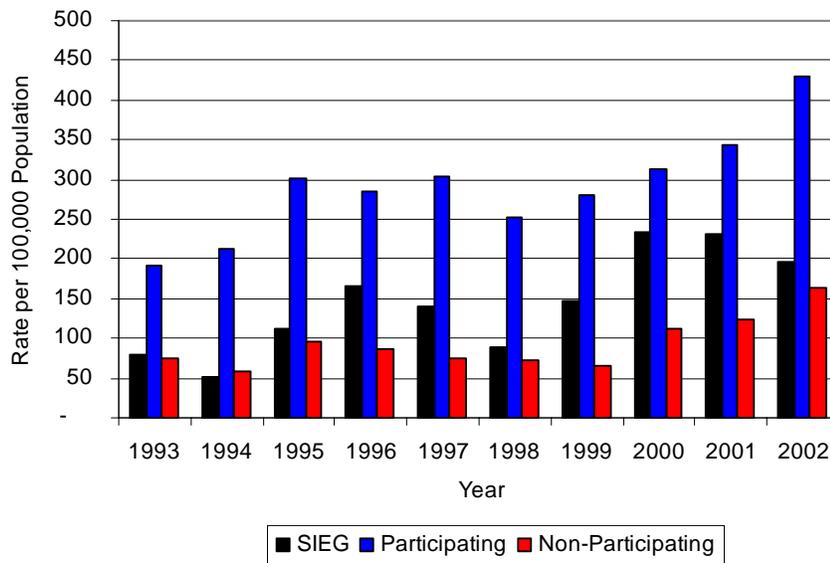
Because arrests for violations of the Drug Paraphernalia Control Act are frequently made in conjunction with other drug offense arrests, these arrests may be double-counted, thus skewing the actual number of drug arrests. Therefore, only arrests for violations of the Cannabis Control Act and Controlled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

The drug arrest rate for the Cannabis Control and Controlled Substances Acts combined, in the region covered by SIEG, more than doubled, from 144 arrests per 100,000 population in 1993 to 319 arrests per 100,000 population in 2002. Similarly, the drug arrest rate in the participating and non-participating agencies significantly increased, from 191 to 429 and from 76 to 163 arrests per 100,000 population, respectively. The drug arrest rate for SIEG more than doubled between 1993 and 2002, from 79 to 196 arrests per 100,000 population (Figure 5). Thus, the drug arrest rate tended to be higher collectively in the jurisdictions that participated in SIEG than in those jurisdictions that did not participate in SIEG. The

drug arrest rate achieved by SIEG was lower than that achieved in those jurisdictions participating in SIEG, but slightly higher than the drug arrest rate for non-participating agencies, meaning that SIEG made more arrests as non-participating agencies for violations of the Cannabis and Controlled Substances Acts with only 13 officers.

Figure 5

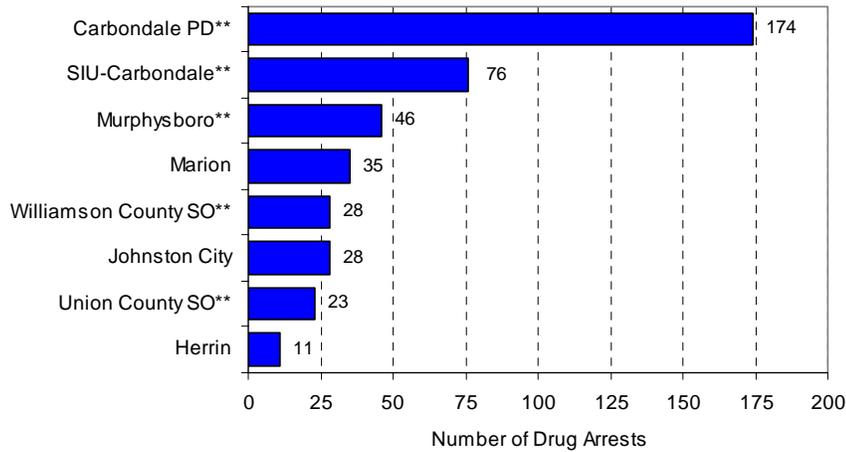
Total Drug Arrest Rates for SIEG and Participating and Non-participating Agencies in Region Covered by SIEG



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

Across the individual local law enforcement agencies in the region covered by SIEG, the total number of cannabis and controlled substance arrests ranged from one to 174. Of the 445 drug arrests made during 2002 in the three-county region, three agencies accounted for 67 percent of these drug arrests (Figure 6). Agencies reporting fewer than ten drug arrests in 2002 are excluded from Figure 6. Five of the eight agencies listed in Figure 6 participated in SIEG.

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

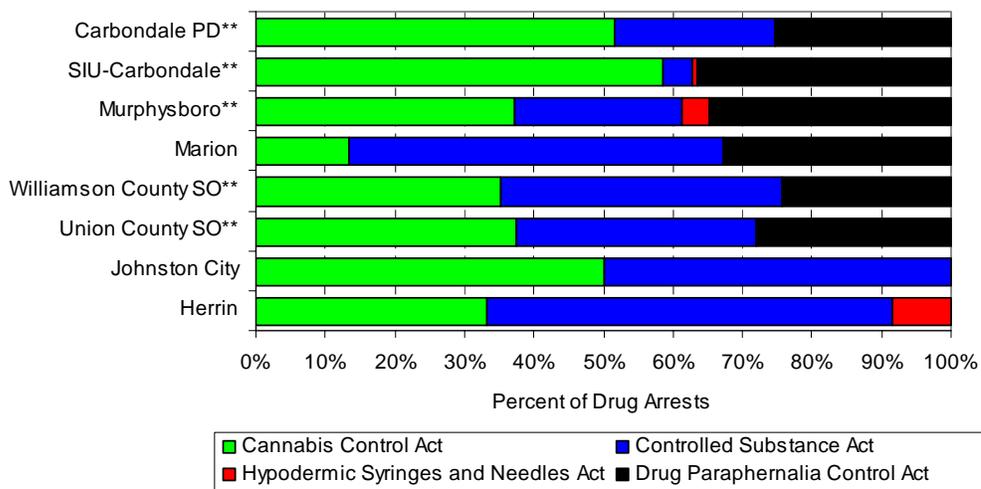


Source: Illinois State Police

*Agencies reporting ten or more drug arrests
 **Agencies participating in SIEG

When 2002 drug arrests were compared across local law enforcement agencies within the three-county region covered by SIEG, similar patterns were noted in the distribution of arrests by drug type. In 2002, violations of the Cannabis Control Act accounted for the largest portion of drug arrests by most local agencies that reported at least ten drug arrests. Arrests for violations of the Controlled Substances Act accounted for the second largest portion of arrests across individual agencies in the region. Only three local agencies reported any arrests for violations of the Hypodermic Syringes and Needles Act (Figure 7).

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



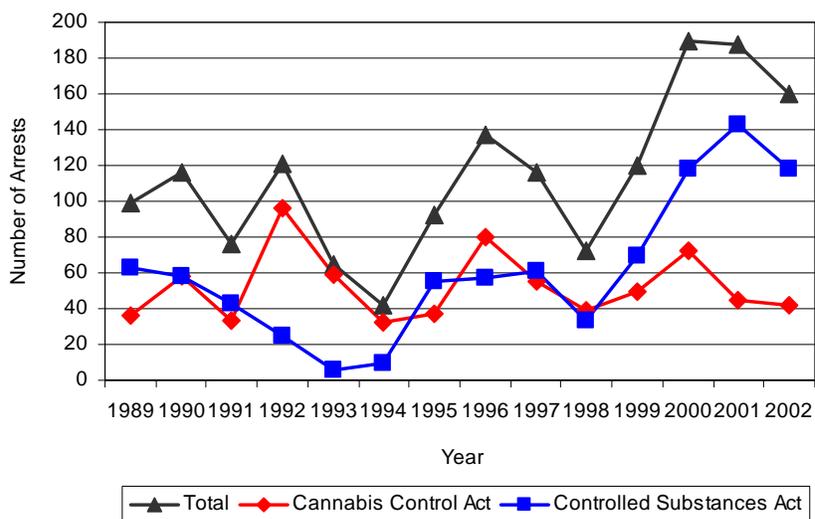
Source: Illinois State Police

*Agencies reporting ten or more drug arrests
 **Agencies participating in SIEG

Between 1993 and 2002, the number of combined cannabis and controlled substances arrests made by SIEG more than doubled, from 65 to 160 (Figure 8). Unlike the 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 SIEG throughout most of the period analyzed. The number of SIEG arrests for violations of the Controlled Substances Act increased from six to 143, while arrests for violations of the Cannabis Control Act decreased from 59 to 42 (Figure 8).

Between 1993 and 2002, the proportion of drug arrests accounted for by violations of the Controlled Substances Act decreased somewhat for participating agencies and increased for non-participating agencies. For SIEG, the proportion of drug arrests accounted for by controlled substance violations increased substantially, from 9 percent in 1993 to 74 percent in 2002. For the participating agencies, arrests for violations Controlled Substance Act accounted for 29 percent of the drug arrests in 2002, compared to 27 percent in 1993; whereas the proportion of controlled substances arrests increased from 26 percent to 56 percent of arrests made by non-participating agencies during the same period. Thus, the arrests by SIEG were more likely than arrests by either participating or non-participating agencies to involve violations of the Illinois' Controlled Substances Act, as opposed to the Cannabis Control Act. One interpretation of this pattern is that SIEG is more focused in who they are targeting and arresting than local departments, and are also getting a more serious drug law violator, since violations of the Controlled Substances Act are more likely to involve felony-level offense.

Figure 8
Drug Arrests by SIEG



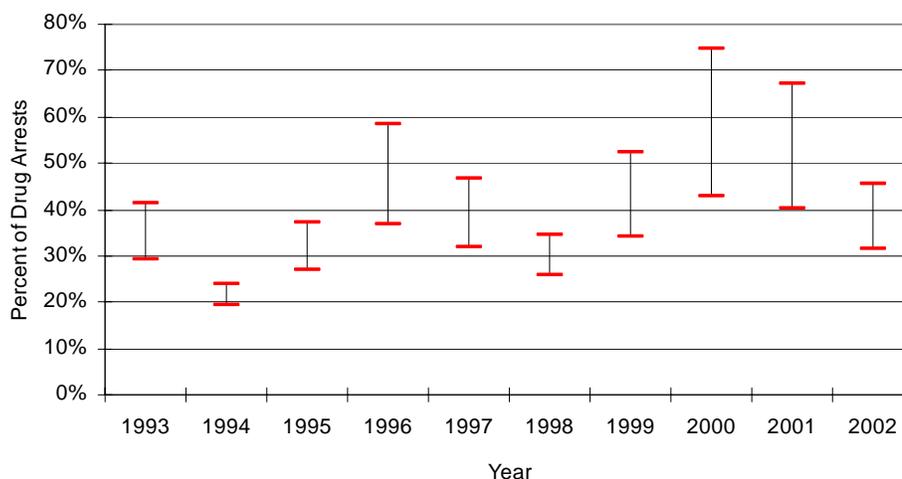
Source: SIEG

The data presented below represent the percent of total drug arrests made by participating agencies that were accounted for by SIEG. 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 SIEG arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the SIEG arrests are included in the local UCR submissions.

It is estimated that the proportion of all drug arrests made in the jurisdictions of participating agencies, and accounted for by SIEG, was between 29 to 41 percent in 1993, slightly increasing to between 31 to 46 percent in 2002. Thus, despite the fact that the officers assigned to SIEG accounted for a small proportion of the total number of officers in participating agencies, they accounted for a relatively large proportion of the drug arrests made in the jurisdiction of the participating agencies in most of the years analyzed.

Figure 9

**Percent of Total Drug Arrests
Accounted for by SIEG**



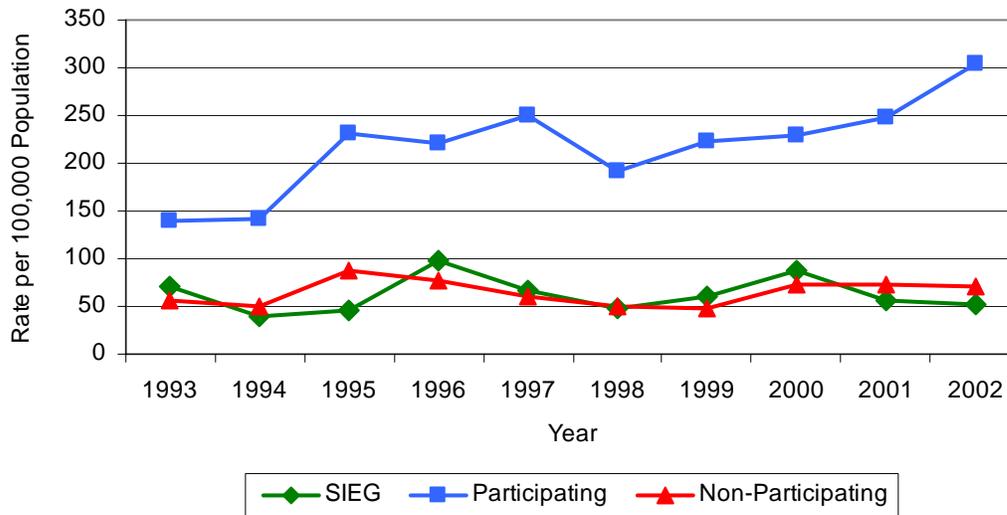
Source: ICJIA calculations using Illinois State Police and SIEG data

The number of arrests for violations of Illinois' Cannabis Control Act in Jackson, Union, and Williamson counties totaled 289 in 2002, nearly double the 147 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 three-county region decreased from 74 percent to 65 percent. Agencies participating in SIEG accounted for the majority (86 percent) of the total number of arrests for cannabis violations. SIEG reported a total of 42 arrests for cannabis violations in 2002, 26 percent of the unit's drug arrests.

During the period analyzed, the cannabis arrest rate for the region covered by SIEG increased 42 percent, from 106 arrests per 100,000 population in 1993 to 207 arrests per 100,000 population in 2002. The cannabis arrest rate in the participating agencies more than doubled, from 140 to 303 arrests per 100,000 population. The arrest rate in the non-participating agencies increased 26 percent, from 56 to 71 arrests per 100,000 population, while the cannabis arrest rate for SIEG decreased 28 percent, from 72 to 51 arrests per 100,000 population (Figure 10).

Figure 10

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



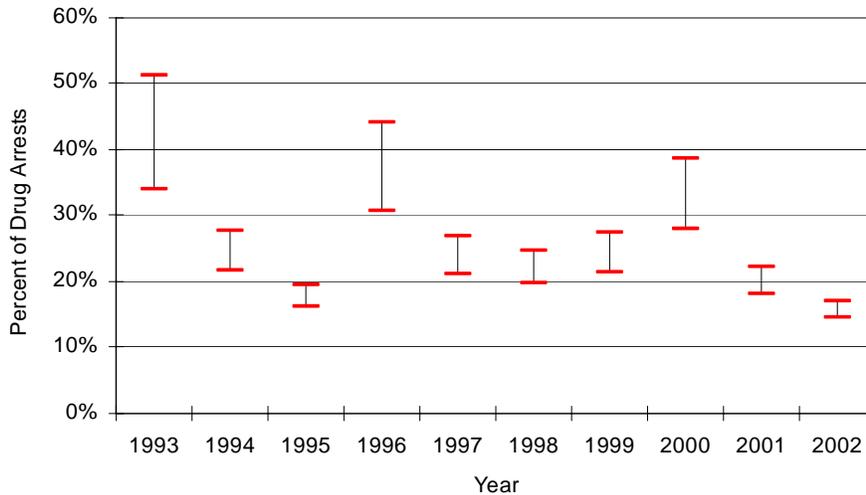
Source: ICJIA calculations using Illinois State Police, U.S. Census Bureau, and SIEG data

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

It is estimated that the proportion of all arrests for the violation of the Cannabis Control Act made in the jurisdictions of participating agencies, and accounted for by SIEG, was between 34 to 51 percent in 1993, but decreased to between 14 to 17 percent in 2002. The data presented in Figure 11 suggest that although arrests for the violation of the Cannabis Control Act made by SIEG in 1993 represented a large proportion of such arrests made in the jurisdictions of participating agencies, this proportion dropped in subsequent years.

Figure 11

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



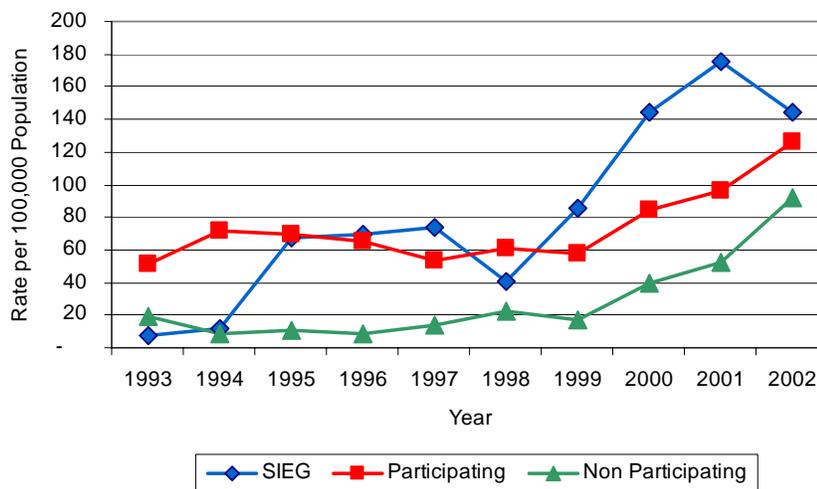
Source: ICJIA calculations using
Illinois State Police and SIEG data

In Jackson, Union, and Williamson counties the number of arrests for violations of Illinois' Controlled Substances Act nearly tripled between 1993 and 2002, from 53 to 156. Between 1993 and 2002, the proportion of all drug arrests accounted for by violations of the Controlled Substances Act in the three-county region decreased from 27 percent to 35 percent. In 2002, SIEG reported 118 arrests for controlled substance violations, 74 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 SIEG nearly tripled, from 38 to 112 arrests per 100,000 population (Figure 12). The controlled substances arrest rate in the participating and non-participating agencies significantly increased, from 51 to 126 arrests per 100,000 population and from 19 to 92 arrests per 100,000 population, respectively. The controlled substances arrest rate for SIEG increased dramatically, from seven to 144 arrests per 100,000 population, as well (Figure 12). Thus, within the last four years, the arrest rate for violations of the Controlled Substances Act achieved by SIEG was higher than that achieved by jurisdictions participating in SIEG.

Figure 12

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

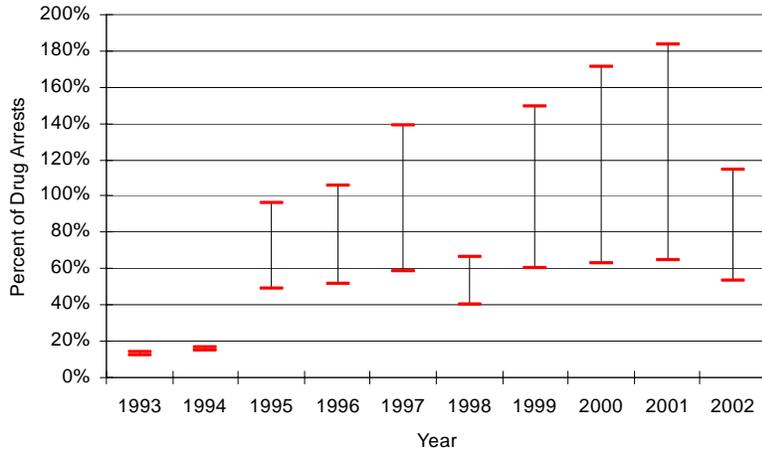


Source: ICJIA calculations using Illinois State Police, U.S. Census Bureau, and SIEG data

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

It is estimated that the proportion of all arrests for the violation of the Controlled Substances Act made in the jurisdictions of participating agencies, and accounted for by SIEG, was between 13 to 14 percent in 1993 and increased to between 53 to over 115 percent in 2002, thus accounting for a relatively large proportion of arrests for violation of the Controlled Substances Act. When examining the three figures together (Figure 9, 11 and 13), the data suggest that SIEG focused on arresting individuals violating the Controlled Substances Act, most of which are felony offenses.

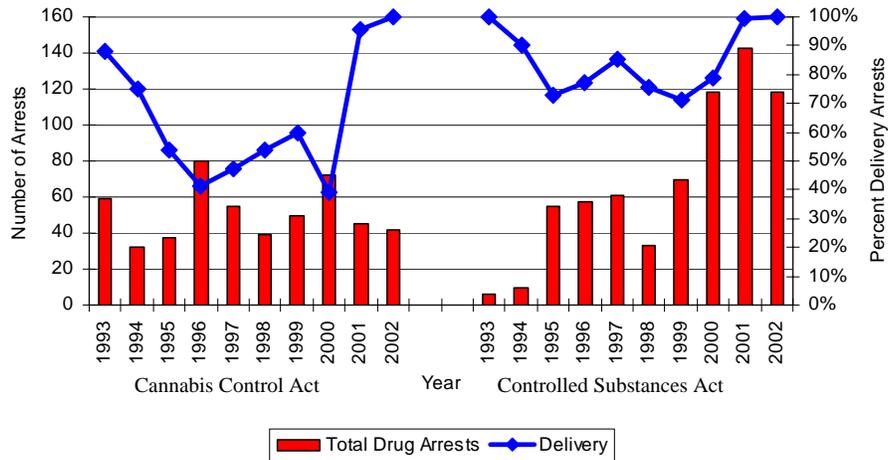
Figure 13
Percent of Controlled Substances Arrests
Accounted for by SIEG



Source: ICJIA calculations using Illinois State Police and SIEG data

The majority of all drug arrests reported by SIEG are for delivery. Although, the number of drug delivery arrests made by SIEG nearly tripled between 1993 and 2002, from 58 to 160, resulting in an increased proportion of drug delivery offenses arrests. Arrests for drug delivery accounted for 76 percent of all drug arrests made by SIEG between 1993 and 2002. When cannabis and controlled substance arrests were examined separately, the proportion of arrests for delivery slightly increased for cannabis arrests, while the proportion of arrests for controlled substances remained relatively stable. Arrests for delivery of controlled substances accounted for 85 percent of all arrests for violations of the Controlled Substance Act during the period analyzed and despite a slight decrease between 1993 and 2002, the proportion remained at 100 percent in 2002, as it was originally in 1993. Similarly, arrests for the delivery of cannabis accounted for 65 percent of all arrests for violations of the Cannabis Act. Despite the fact that arrests for delivery of cannabis accounted for 39 percent of all cannabis arrests in 2000, the proportion increased to 100 percent in 2002, compared to 88 percent in 1993.

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



Source: ICJIA calculations using SIEG data

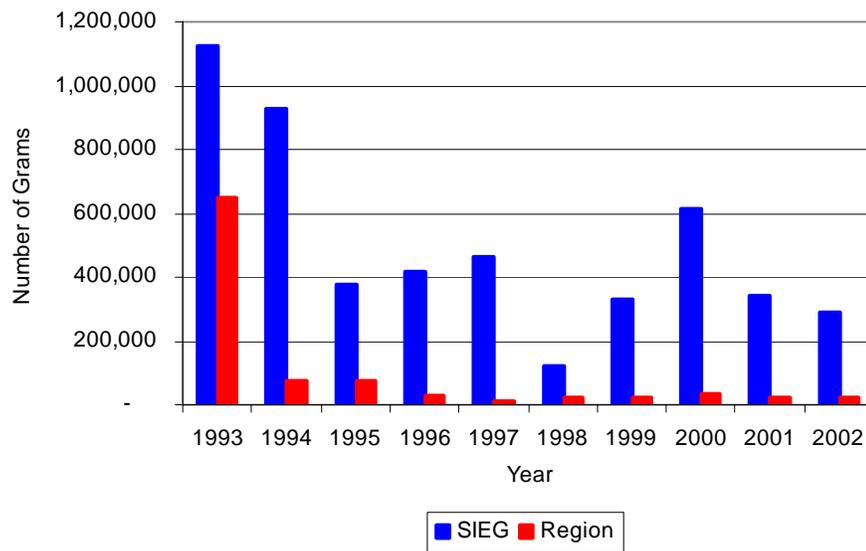
IV. Trends in Drug Seizures

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 Jackson, Union, and Williamson counties as well as the quantities of drugs seized by SIEG. It is important to note, however, that while SIEG 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 three-county region covered by SIEG. The quantity of cannabis seized and submitted by law enforcement agencies the region covered by SIEG dropped from more than 650,000 grams in 1993 to less than 25,000 grams in 2002. Similarly, the quantity of cannabis seized by SIEG decreased during the same period, from more than 1.1 million grams in 1993 to about 289,000 grams in 2002 (Figure 15). Despite this large decrease, SIEG's cannabis seizure rate in 2002 of 353,596 grams per 100,000 population was much greater than the statewide cannabis seizure rate of 19,437 grams per 100,000 population, as well as the seizure rate of 17,390 grams per 100,000 population in the three-county region covered by SIEG (Map 2).

Figure 15

Cannabis Seized and Submitted to ISP by Jackson, Union, and Williamson Counties and Seized by SIEG



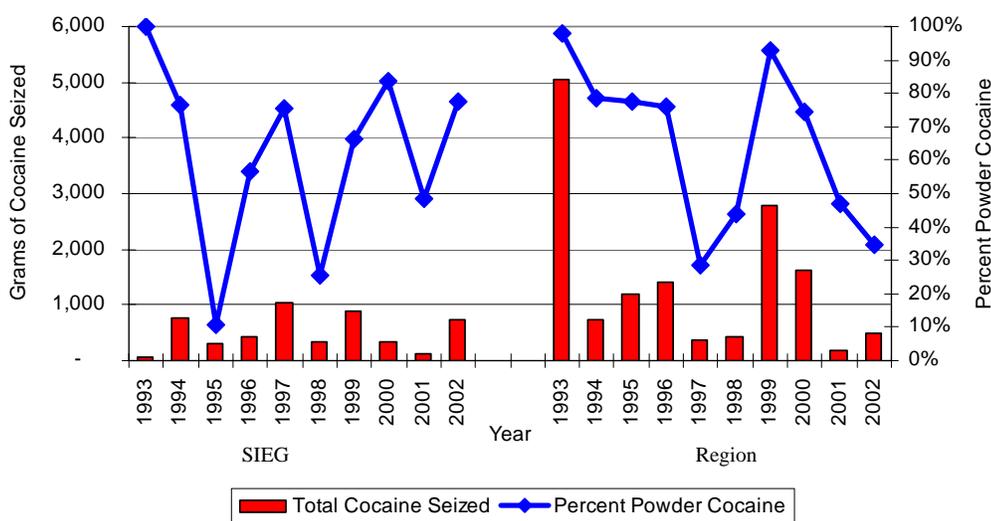
Source: ICJIA calculations using SIEG data

Between 1993 and 2002, a combination of crack and powder cocaine has accounted for a small proportion of drugs seized in the three-county region covered by SIEG. The quantity of cocaine seized and submitted by law enforcement agencies in Jackson, Union, and Williamson counties decreased 44 percent, from 5,047 grams in 1993 to 2,804 grams in 2002. Between 1993 and 2002, the quantity of cocaine seized by SIEG increased significantly, from about 50 grams to about 734 grams.

As a result, the proportion of all cocaine seized accounted for by powder cocaine remained varied between 1993 and 2002 in the three-county region covered by SIEG as it did for SIEG. For SIEG, although powder cocaine accounted for the largest proportion of total cocaine seizures in nearly every year examined, the proportion decreased from 100 percent in 1993 to 77 percent in 2002 (Figure 16). In 2002, the cocaine seizure rate in the three-county region covered by SIEG (2,010 grams per 100,000) was more than double SIEG's cocaine seizure rate of 898 grams per 100,000 population, and dramatically lower than the statewide cocaine seizure rate of 21,891 grams per 100,000 population (Maps 3 and 4).

Figure 16

Powder and Crack Cocaine Seized and Submitted to ISP by Jackson, Union, and Williamson Counties and Seized by SIEG



Source: ICJIA calculations using SIEG data

The total quantity of illegal drugs seized and submitted by law enforcement agencies in Jackson, Union, and Williamson counties decreased significantly between 1993 and 2002, from a high of 657,029 grams to 26,975 grams. The total quantity of illegal drugs seized by SIEG decreased 74 percent, from a little over 1.1 million grams in 1993 to 291,512 grams in 2002.

Between 1993 and 1997, SIEG reported no methamphetamine seizures; however, between 1998 and 2002, SIEG reported 4,692 grams of methamphetamine seized. Between 1994 and 2002, 3,031 grams of methamphetamine were seized in the three-county region covered by SIEG. In 2002, SIEG had a methamphetamine seizure rate of 2,165 grams per 100,000 population, significantly higher than the rate of 311 grams per 100,000 population in the three-county region and the statewide seizure rate of 222 grams per 100,000 population in 2002 (Map 5).

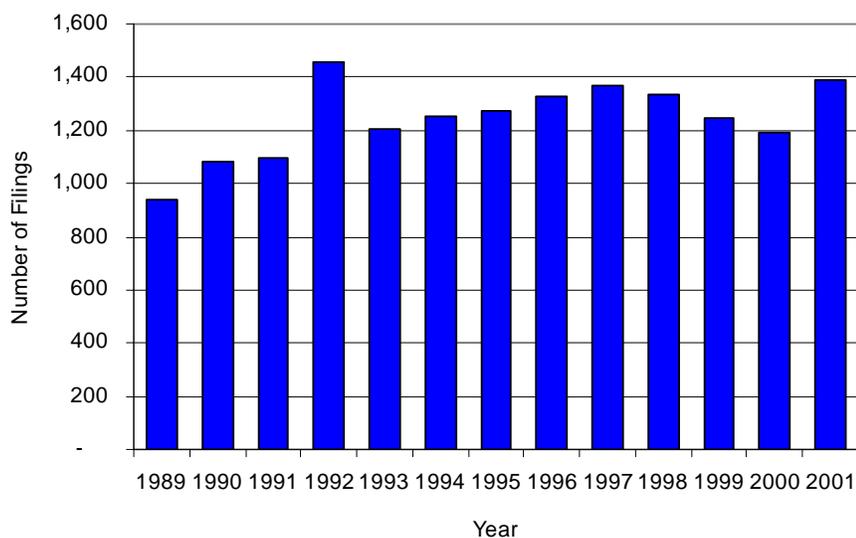
V. Trends in Prosecutions for Drug Offenses and All Felonies

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

Between 1989 and 2001, the number of felony filings in the three-county region covered by SIEG increased 48 percent, from 937 to 1,386 (Figure 17).

Figure 17

Number of Felony Filings in Jackson, Union, and Williamson Counties

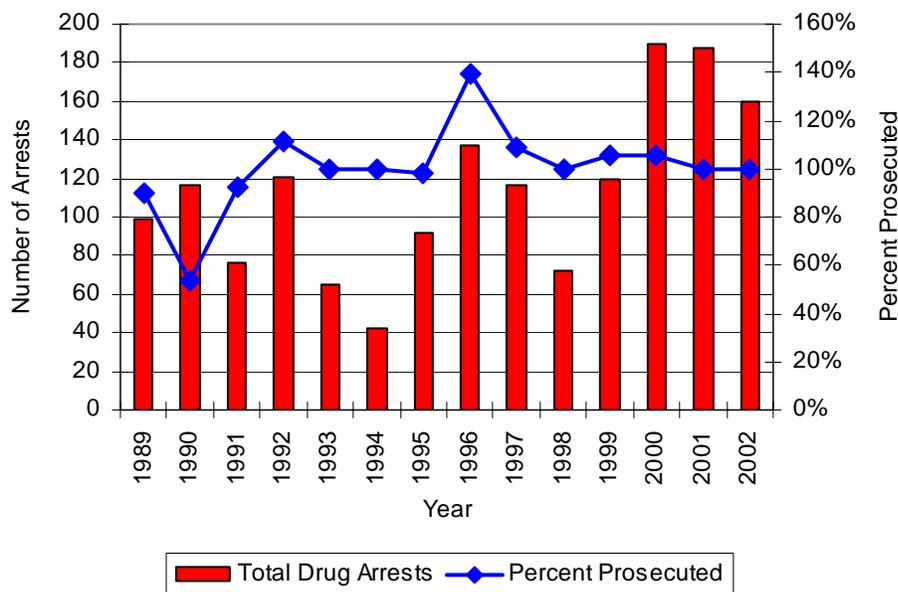


Source: Administrative Office of the Illinois Courts

Between 1989 and 2002, there were a total of 1,617 drug prosecutions initiated as a result of SIEG arrests in Jackson, Union, and Williamson counties. During this time, the number of SIEG drug arrests increased 62 percent, from 99 arrests in 1989 to 160 arrests in 2002 (Figure 18). Between 1989 and 2002, the proportion of SIEG drug arrests resulting in prosecution averaged over 100 percent. This may be due to some differences in the timing of an arrest and the filings of charges, or could be due to the number of charges, rather than the number of defendants being reported by the unit. In addition, some offenders have charges filed, and a subsequent warrant issued, without an arrest taking place, which could also affect the number of prosecutions reported.

Figure 18

Total SIEG Drug Arrests and Percentage of Arrests Resulting in Felony Prosecution



Source: SIEG

Between 1989 and 2002, 84 percent (1,363) of the 1,617 drug offenders who were prosecuted as a result of SIEG activity were convicted. Convictions for controlled substances accounted for 51 percent of all SIEG initiated convictions during the period analyzed.

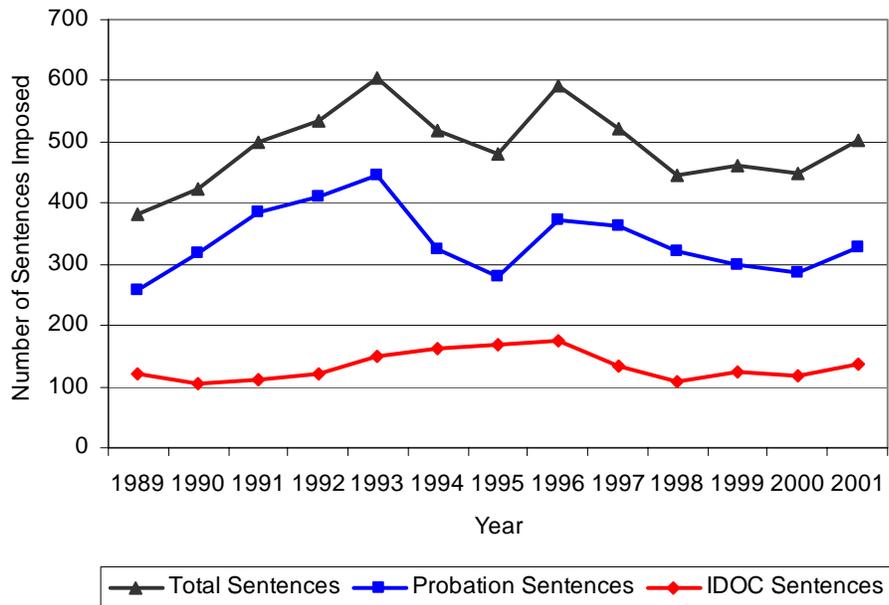
VI. Trends in Percent of Convicted Drug Offenders Sentenced to Prison

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 three-county region covered by SIEG increased 31 percent, from 382 to 502. The number of convicted felons sentenced to the Illinois Department of Corrections (IDOC) increased slightly between 1989 and 2001, from 122 to 136, with a high of 176 in 1996. However, the proportion of felons sentenced to IDOC decreased from 32 percent in 1989 to 27 percent in 2001. In 2001, 328 probation sentences were imposed on convicted felons, 28 percent more than the number of probation sentences in 1989 (257) (Figure 19). The proportion of felons sentenced to probation decreased slightly during the period analyzed, from 67 in 1989 to 65 percent in 2001. Sentences other than prison or probation account for the remaining 8 percent of felony sentences imposed in 2001.

Figure 19

Sentences Imposed on Felons Convicted in Jackson, Union, and Williamson Counties

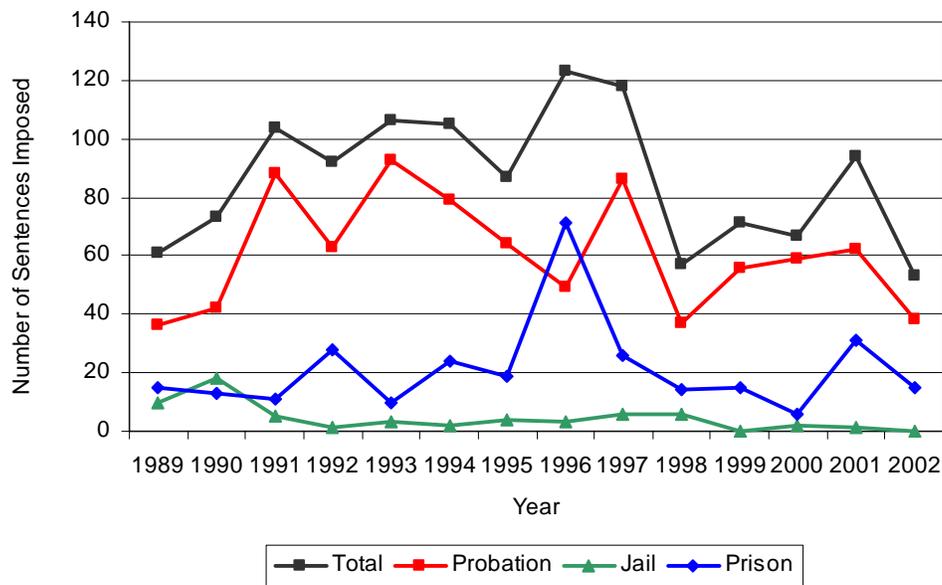


Source: Administrative Office of the Illinois Courts

Between 1989 and 2002, the number of SIEG drug offenders convicted and sentenced decreased from 61 to 53. During the period analyzed, the number of convicted SIEG drug offenders sentenced to probation slightly increased from 36 in 1989 to 38 in 2002, although in 1993, the number of convicted SIEG drug offenders sentenced to probation reached a period high of 93. Conversely, the number of convicted SIEG drug offenders sentenced to jail decreased from ten to zero. The number of drug offenders sentenced to prison remained unchanged at 15 between 1989 and 2002, with a period high of 71 sentenced to prison in 1996 (Figure 20). In 2002, among those SIEG drug offenders convicted and sentenced, probation sentences accounted for the largest proportion (72 percent), followed by prison sentences (28 percent). There were no SIEG drug offenders sentenced to jail in 2002.

Figure 20

Sentences Imposed on Convicted SIEG Drug Offenders

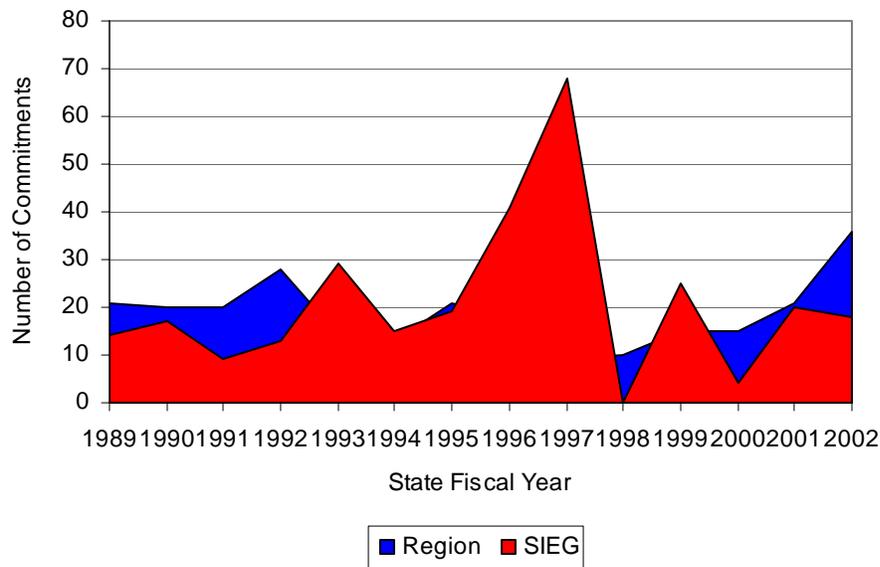


Source: SIEG

Between state fiscal years¹ 1989 and 2002, the number of new court commitments to IDOC's Adult Division for drug offenses from the three-county region covered by SIEG increased from 21 to 36, while the number of drug offender admissions by SIEG increased from 14 to 18 between 1989 and 2002 (Figure 21). Thus, during the period analyzed, prison sentences resulting from SIEG cases far exceeded the number of drug-law violators sent to prison from the region where SIEG operates. This discrepancy may be due to the fact that some offenders sentenced to prison resulting from SIEG 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 SIEG and Region Covered by SIEG



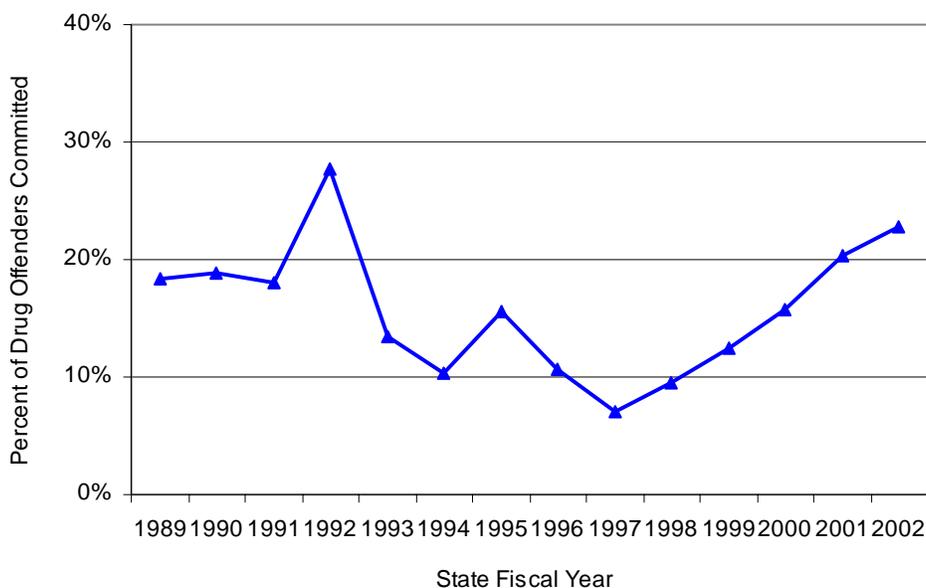
Source: Illinois Department of Corrections

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 a decreasing proportion of adults convicted and sentenced to prison from Jackson, Union, and Williamson counties. In 1989, drug offenses accounted for 18 percent of all commitments to IDOC, compared to 23 percent in 2002 (Figure 22).

Figure 22

Percent of Drug Offenders Committed to IDOC in Jackson, Union, and Williamson Counties

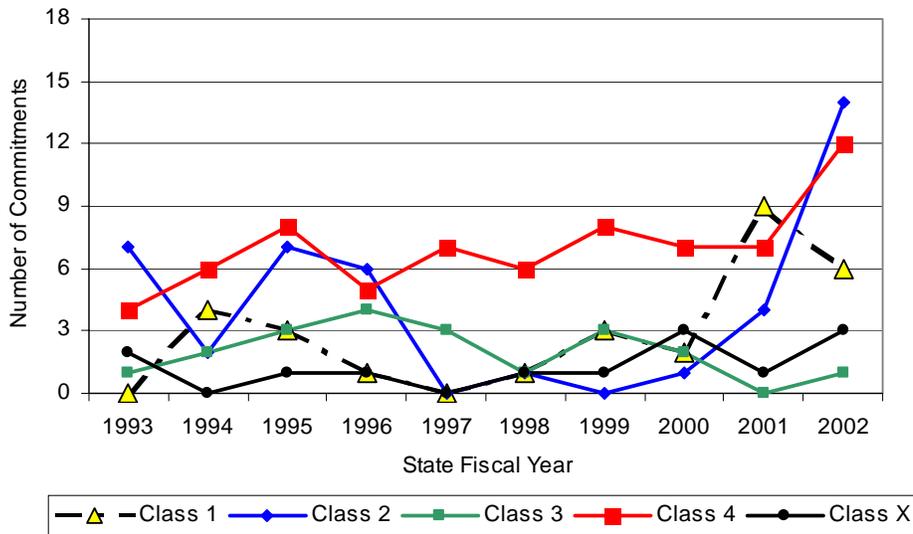


Source: Illinois Department of Corrections

Penalties for drug offenses were also examined between 1993 and 2002. Class 4 felonies accounted for the largest proportion (40 percent) of sentences to IDOC for drug offenses, followed by Class 2 felonies (24 percent), and Class 3 and Class 1 felonies (17 percent and 11 percent, respectively). Class X felonies accounted for the smallest proportion of sentences to IDOC (7 percent). Between 1993 and 2002, the number of Class 1 felony sentences increased from zero to six, Class 2 felony sentences increased from seven to 14, Class 3 felony sentences remained at one, Class 4 felony sentences increased from four to 12, and the number of Class X felonies increased from two to three (Figure 23).

Figure 23

**Drug Offenders Committed to IDOC from
Jackson, Union, and Williamson Counties,
by Offense Class**



Source: Illinois Department of Corrections

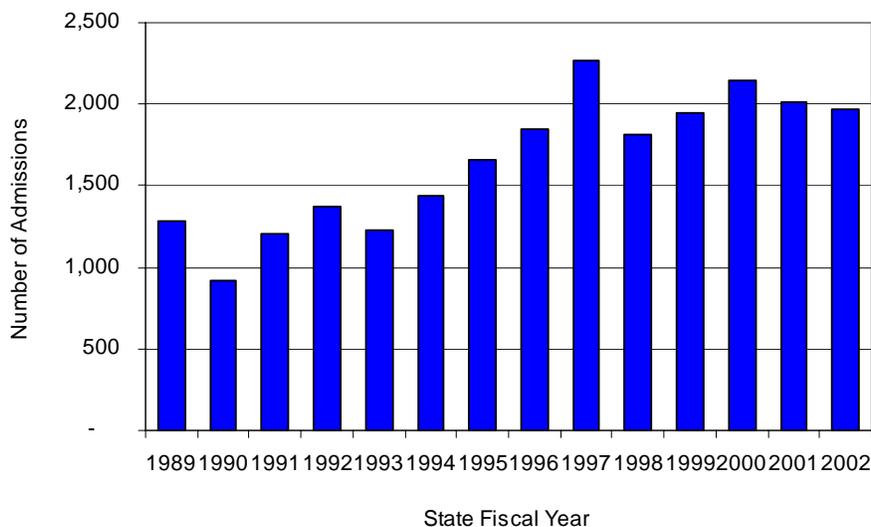
The mean sentence length for Class 4 felonies decreased from 3.1 to 2 years between 1993 and 2002. The mean sentence length for Class 3 felonies remained unchanged at 3 years during the same time period. The mean sentence length for Class 1 felonies increased from zero to 5.5 years, while Class 2 felonies increased from 3.4 to 4.5 years, and Class X felony sentences increased from 6.5 to 7.7 years

VII. Trends in Drug Treatment Admissions in SIEG 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 1,966 admissions for alcohol or drug abuse treatment from Jackson, Union, and Williamson counties, 54 percent more than the 1,279 admissions in 1989 (Figure 24). Among the 1,966 admissions to substance abuse treatment in state fiscal year 2002, 56 percent (1,104) reported alcohol as their primary substance of abuse, while abuse of illicit substances accounted for 38 percent (754 admissions).

Figure 24
Substance Abuse Treatment Admissions from
Jackson, Union, and Williamson Counties



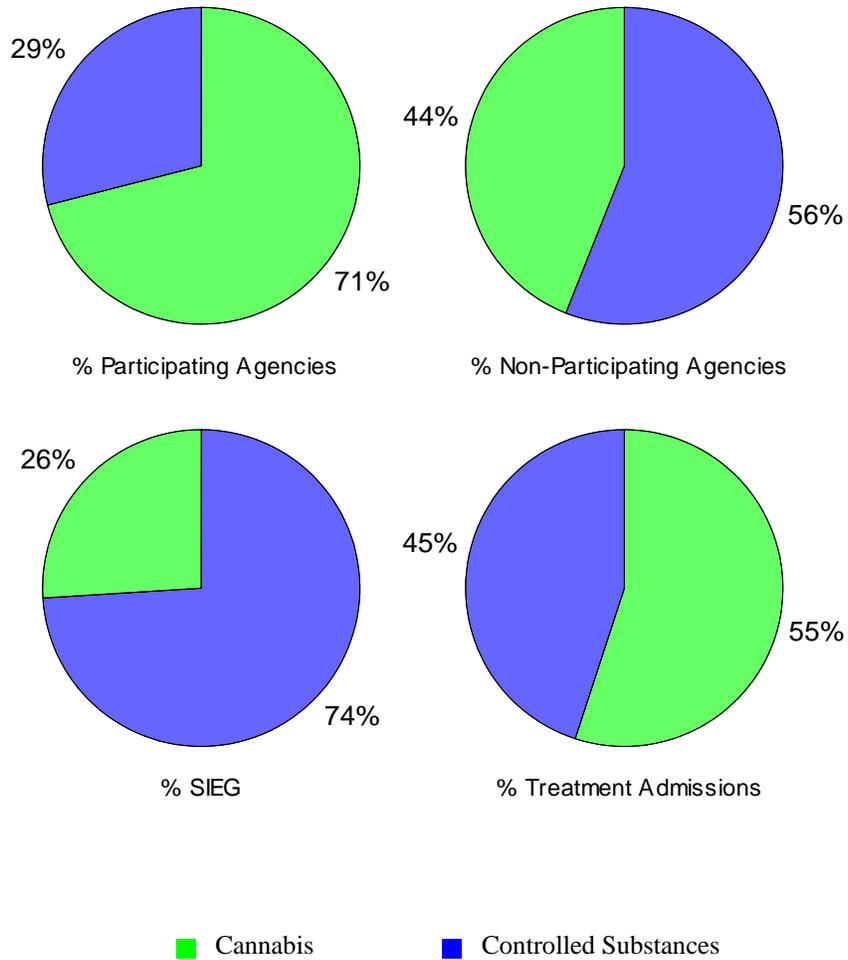
Source: Illinois Department of Human Services'
Office of Alcoholism and Substance Abuse

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 SIEG 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 SIEG accounted for by drugs other than marijuana (Controlled Substances Act offenses) was greater than the proportion of drug treatment admissions from the covered region accounted for by these substances. Thus, there is considerable lack of convergence between the drugs involved in SIEG arrests and treatment admissions. The majority of arrests by participating agencies were for cannabis offenses, while there were more arrests by non-participating agencies for controlled substances. Thus, while local arrests by participating agencies may reflect the most widely available and used drug in the region and the substances for which individuals were seeking and receiving treatment, they did not tend to involve the substances considered to be most serious (i.e., felony versus misdemeanor) (Figure 25).

Figure 25

Comparison of Drug Arrests by SIEG and Participating and Non-participating Agencies vs. Drug Abuse Treatment Admissions in Jackson, Union, and Williamson Counties, 2002



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

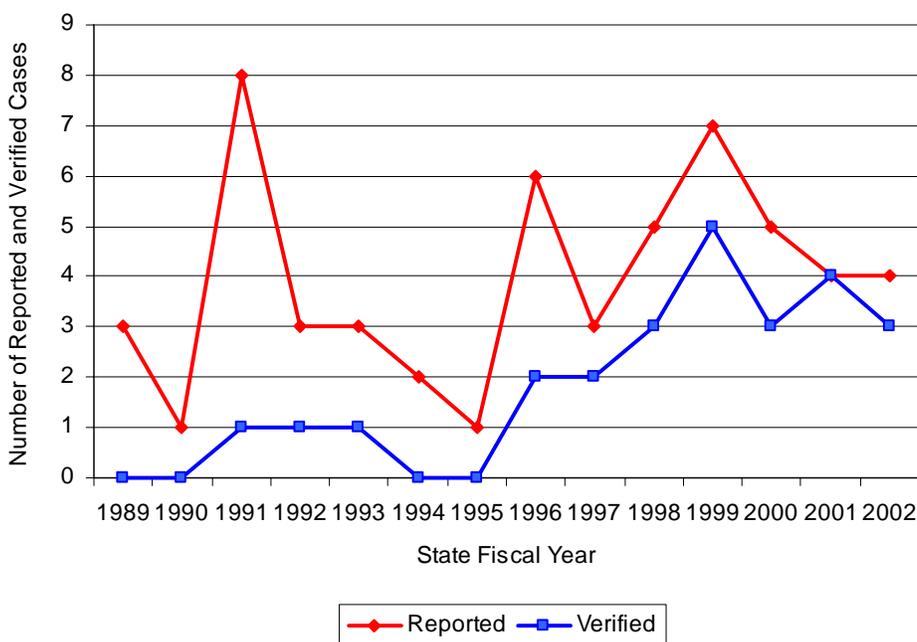
VIII. Trends in Substance-Exposed Infants

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 three-county region covered by SIEG increased from three to four. Between state fiscal years 1989 and 2002, 25 cases (45 percent) of all reported cases were verified as involving prenatal drug use by a DCFS investigation. Following a trend similar to that of reported cases, verified cases of substance-exposed infants in the SIEG region increased between 1989 and 2002 from zero to three (Figure 26).

Figure 26

Cases of Substance-Exposed Infants in Jackson, Union, and Williamson Counties



Source: Department of Children and Family Services

IX. Summary of Drug Situation

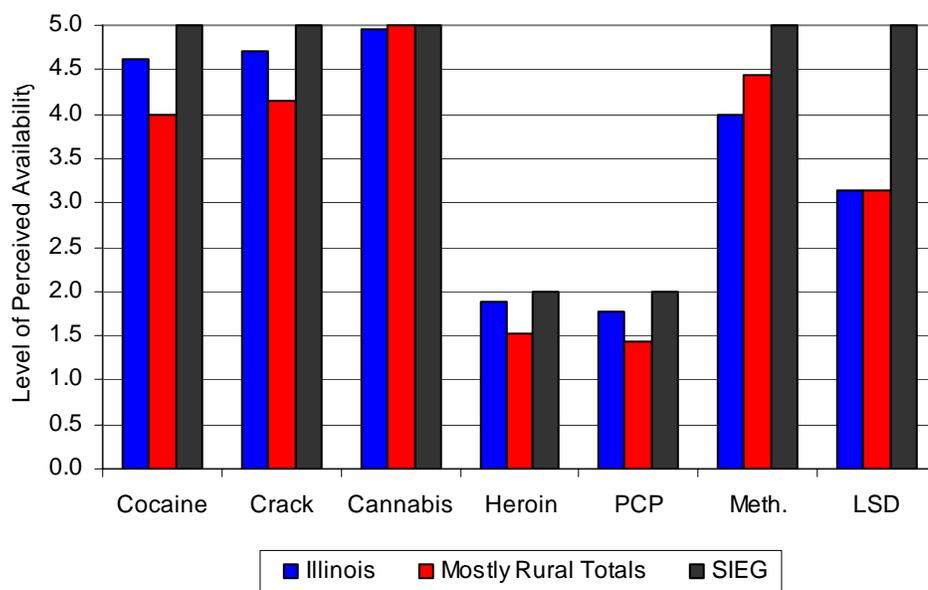
Although the distribution of illegal drugs is difficult to measure precisely, data obtained from criminal justice sources can be helpful in estimating drug availability. Information from a recent survey of Illinois drug enforcement units, as well as the most up-to-date data available on drug price, are 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. 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 the 2000 SIEG survey responses, cocaine, crack, cannabis, and methamphetamine continued to be the most visible drugs on the street and were reported to be “readily available” across all regions analyzed. While perceived availability of heroin and PCP was relatively low across all regions. The perceived availability of all drug types examined appeared to be higher in the region covered by SIEG than the other regions. The perceived availability of heroin increased across all regions between 1998 and 2000. During the same period, crack cocaine increased from moderately available to easily available in the region covered by SIEG. and methamphetamine remained relatively unchanged in the three-county region covered by SIEG, the perceived availability of cocaine, crack, heroin, and LSD increased slightly since the 1998 survey. SIEG reported an increased availability of LSD between 1998 and 2000, from “readily” to “easily” available, while decreasing slightly statewide and in other mostly rural MEGs and task forces (Figure 27).

Figure 27

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

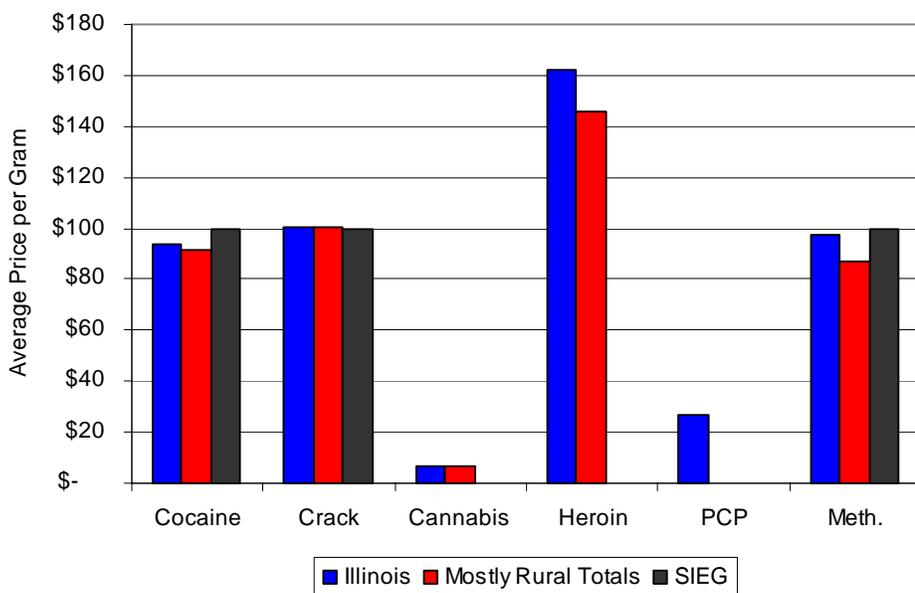


Source: Authority Survey of Illinois MEGs and task forces

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

Based on a statewide survey of MEG and task force units, the average price of cocaine, crack, cannabis, heroin, PCP, and methamphetamine appear to be relatively stable across all regions surveyed in 2000. The average price of cocaine in the region covered by SIEG remained the same between 1998 and 2000, while it slightly decreased for MEGs and task forces in the mostly rural regions and across Illinois. The 2000 average price of cocaine reported by SIEG was \$100 per gram, compared to \$93 per gram across Illinois and \$92 across all other MEGs and task forces in mostly rural regions (Figure 28). The average price of crack in the region covered by SIEG and across Illinois was reported as \$100 per gram, while it was \$101 across all other MEGs and task forces in mostly rural regions. In 2000, the average price of methamphetamine was reported as approximately \$100 per gram in the SIEG region, \$97 per gram across Illinois and \$87 per gram across all MEGs and task forces in the mostly rural regions. The price of heroin was reported as \$146 per gram across all MEGs and task forces in the mostly rural regions, and as \$163 per gram across Illinois. SIEG did not report any numbers in 2000 for the price of cannabis, heroin, and PCP.

Figure 28
Price Per Gram in Illinois, 2000

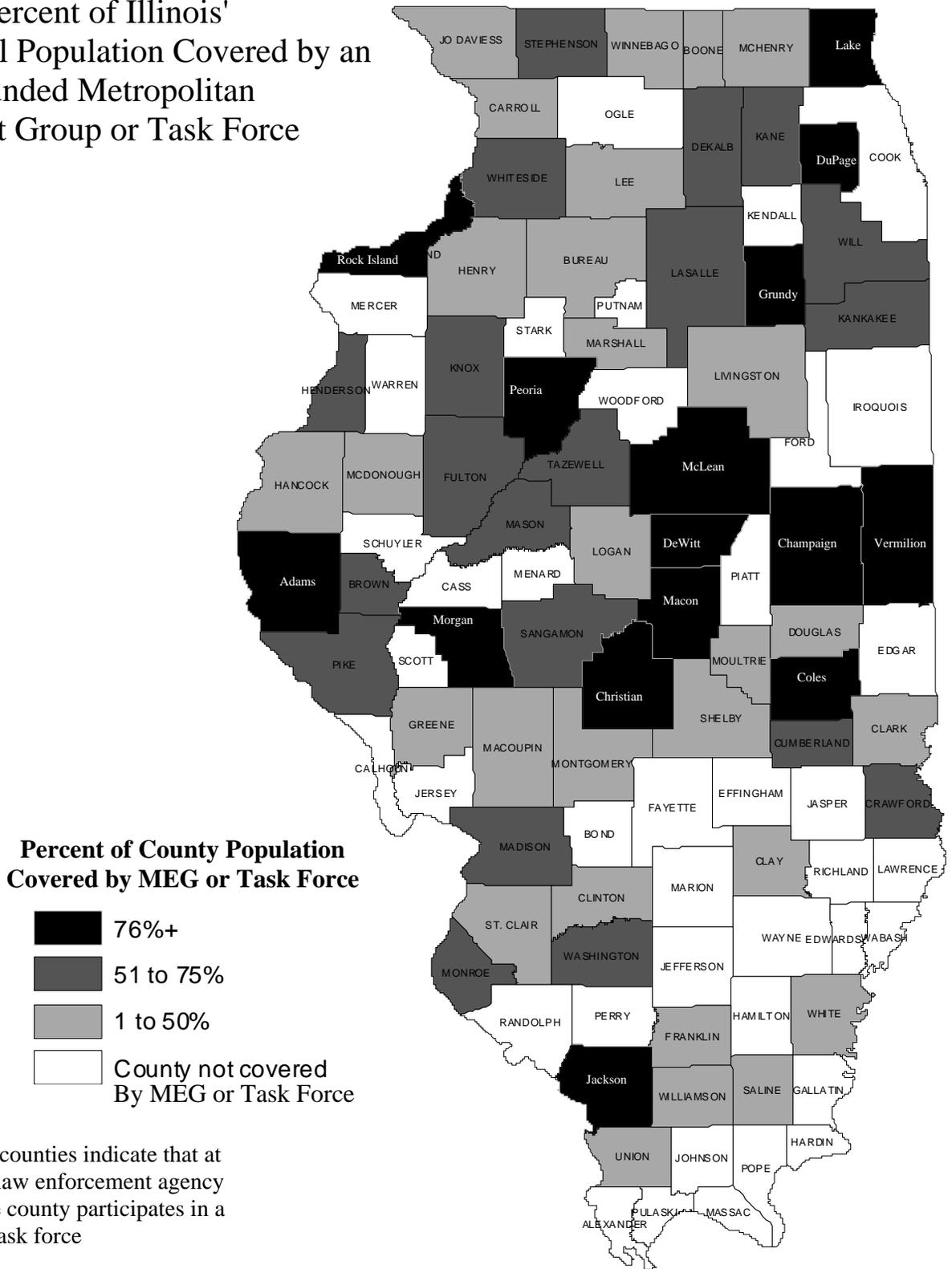


Source: Authority Survey of Illinois MEGs and task forces

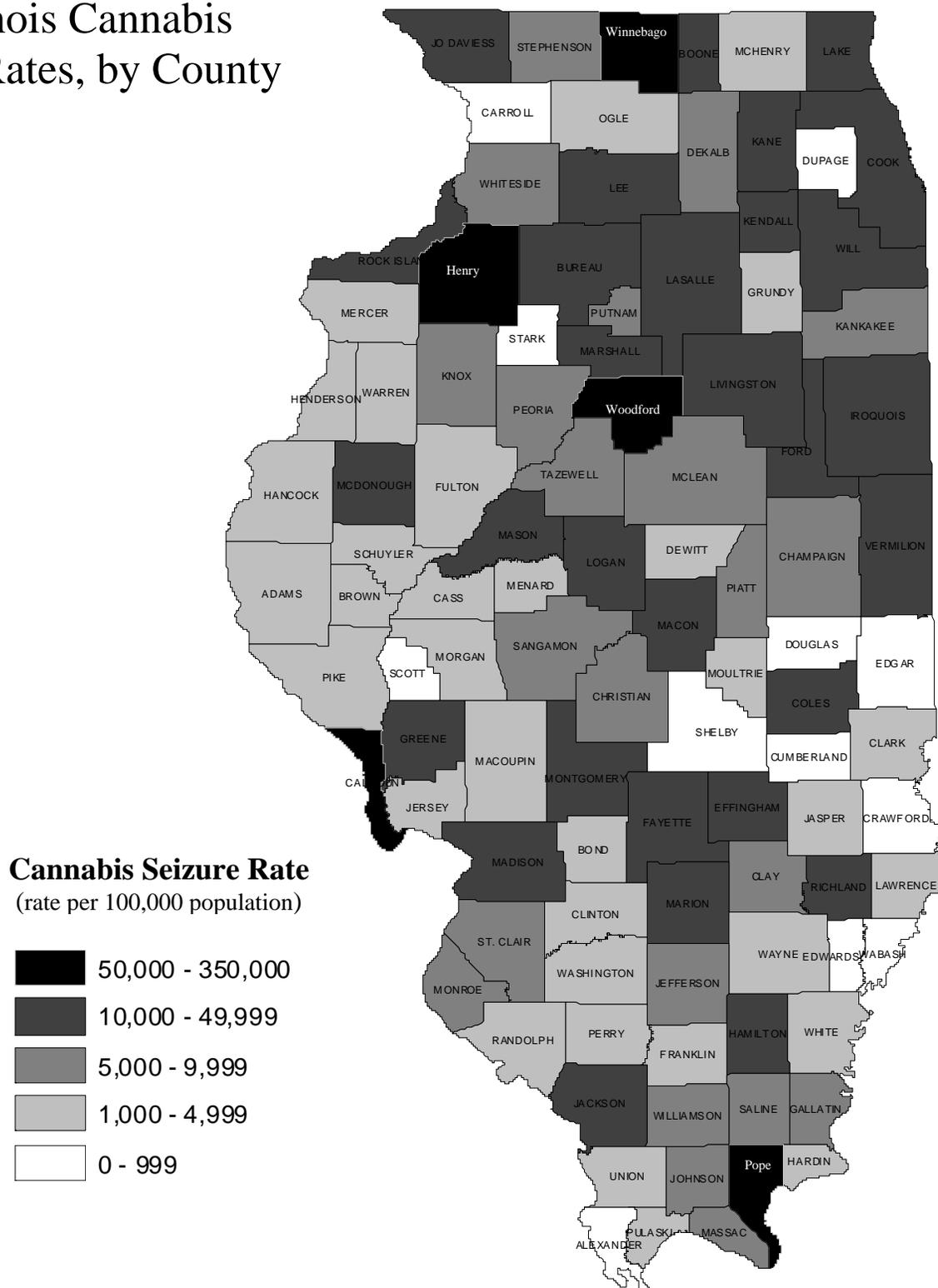
X. Appendices

Map 1

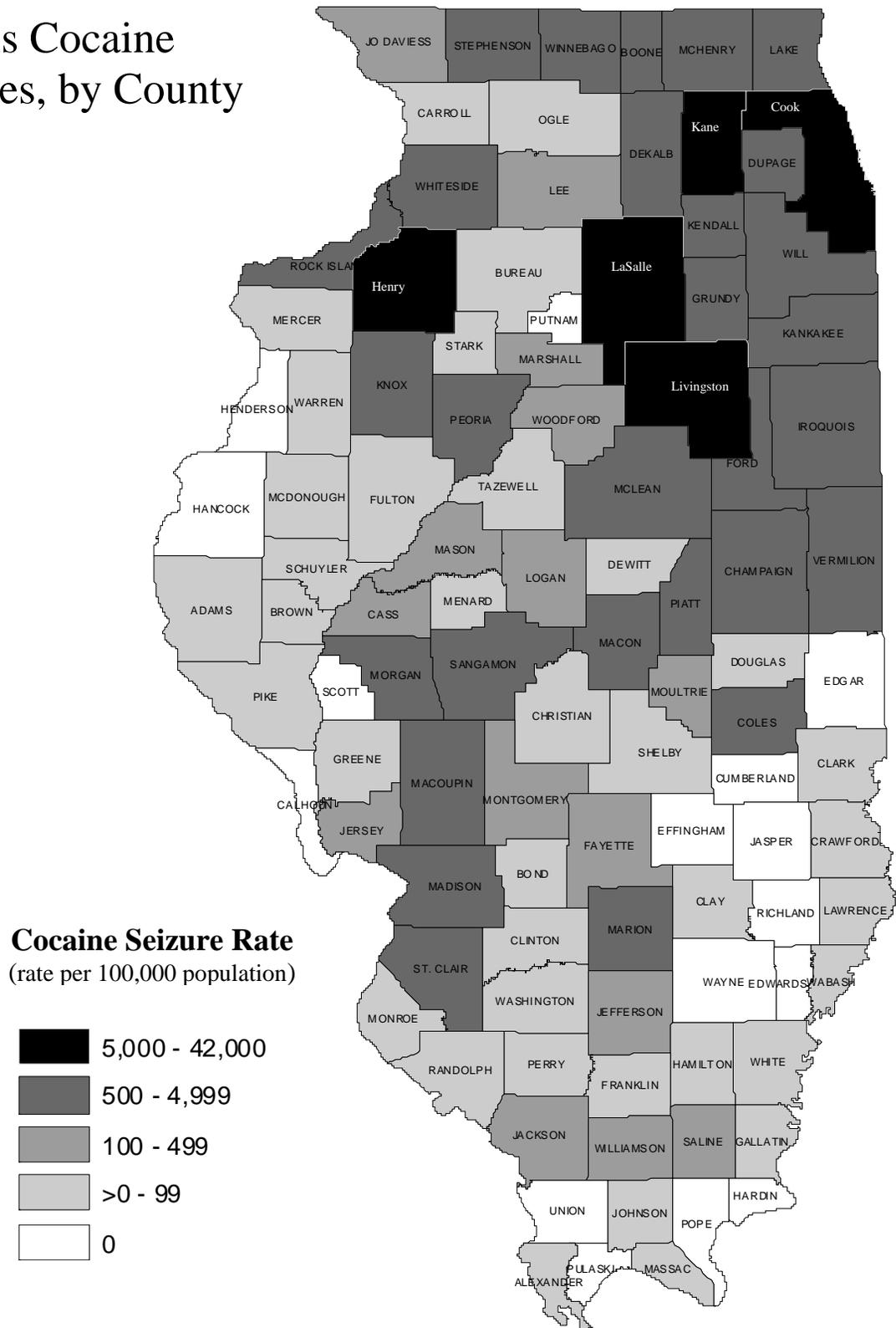
SFY 2002 Percent of Illinois' County-level Population Covered by an Authority-funded Metropolitan Enforcement Group or Task Force



2002 Illinois Cannabis Seizure Rates, by County

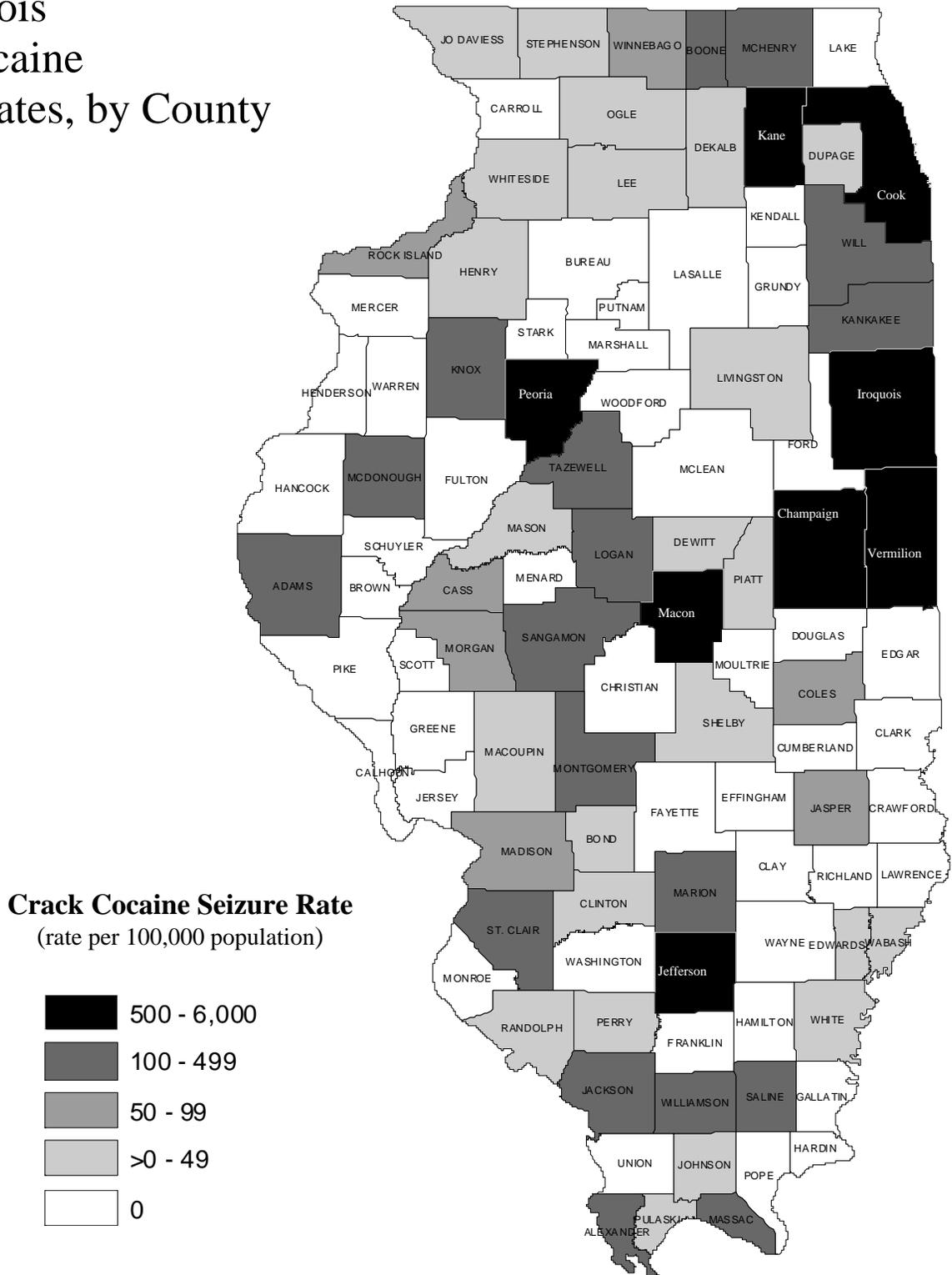


2002 Illinois Cocaine Seizure Rates, by County



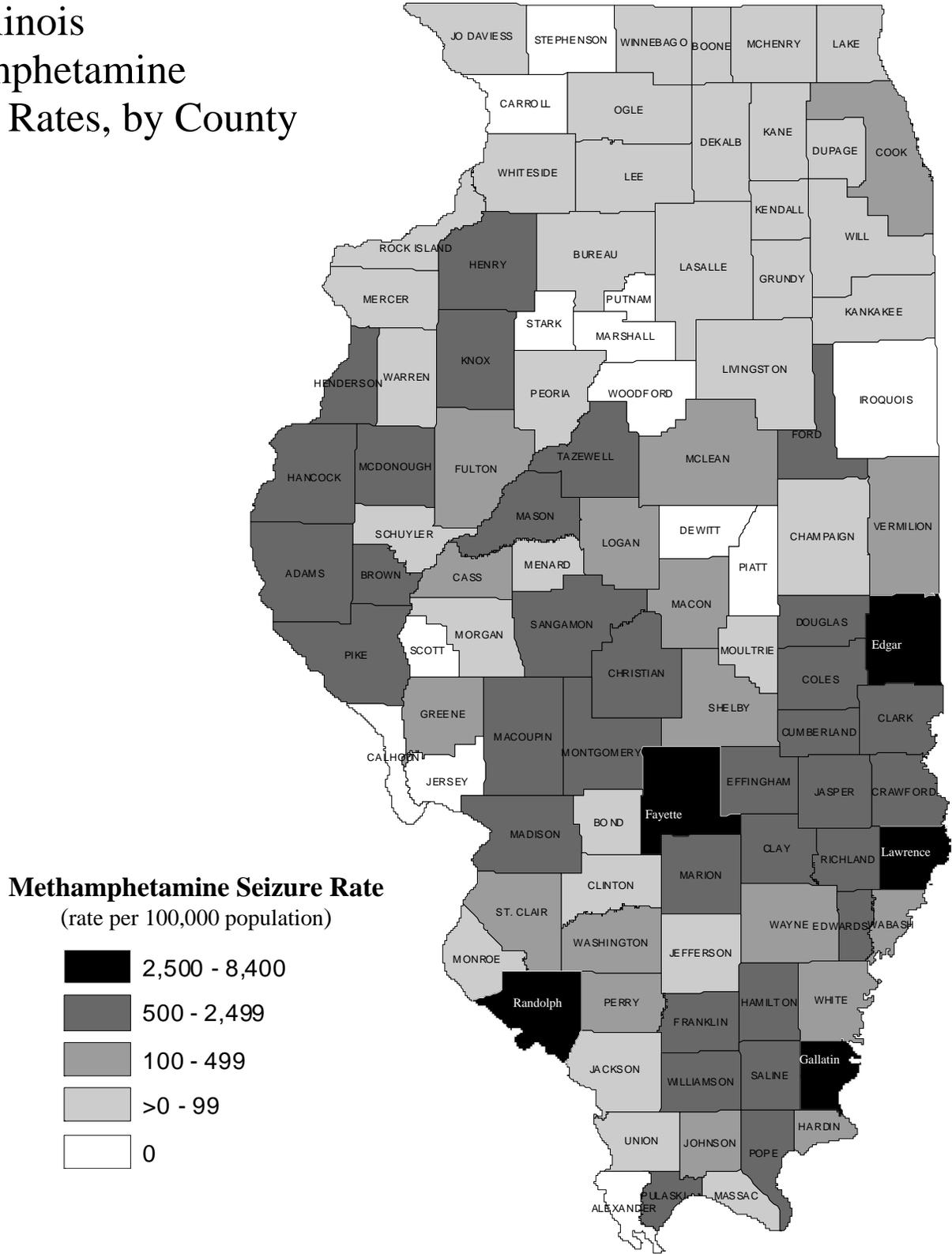
Map 4

2002 Illinois Crack Cocaine Seizure Rates, by County

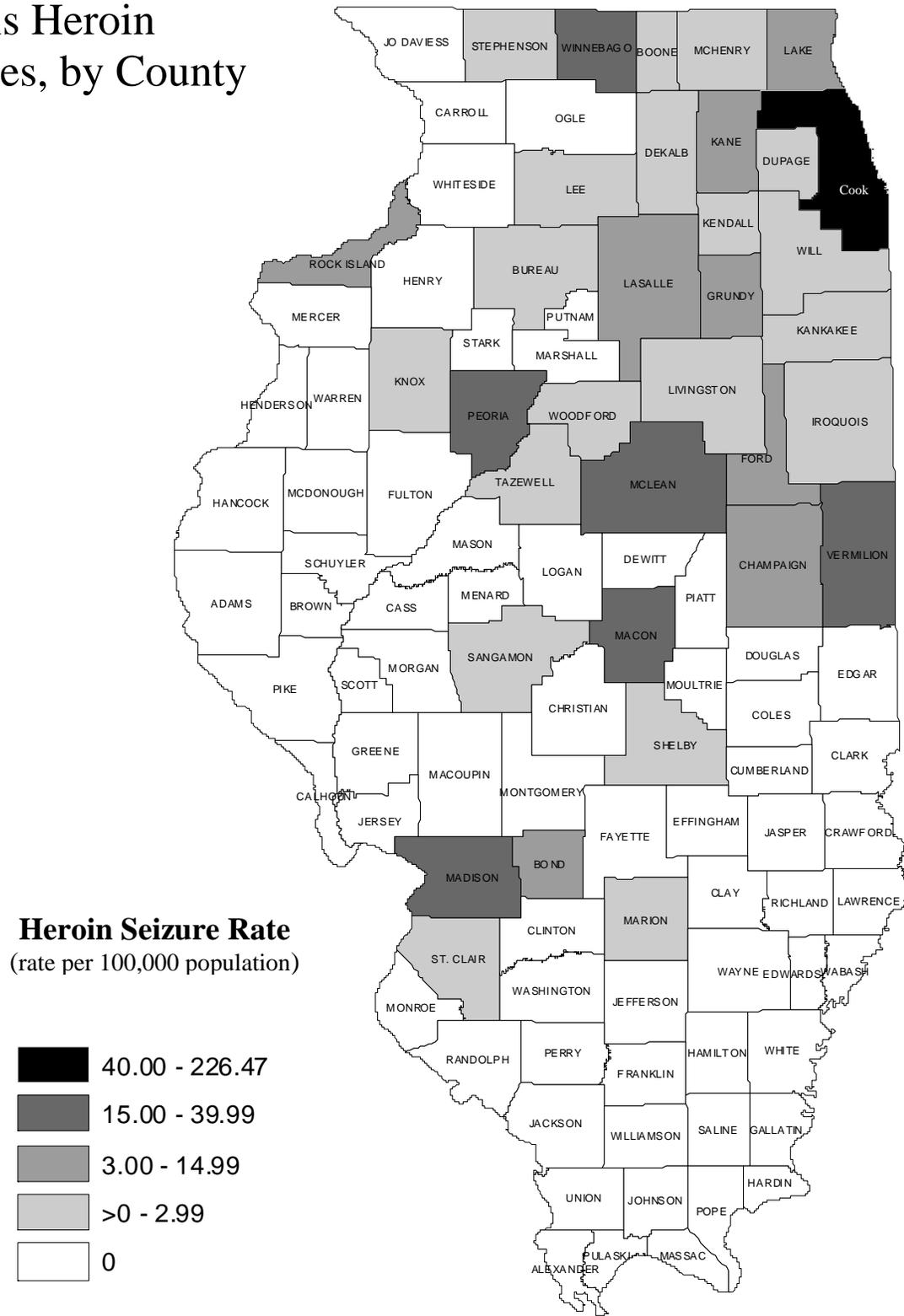


Map 5

2002 Illinois Methamphetamine Seizure Rates, by County



2002 Illinois Heroin Seizure Rates, by County



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