

Assessing Illinois' Metropolitan Enforcement Groups and Task Forces

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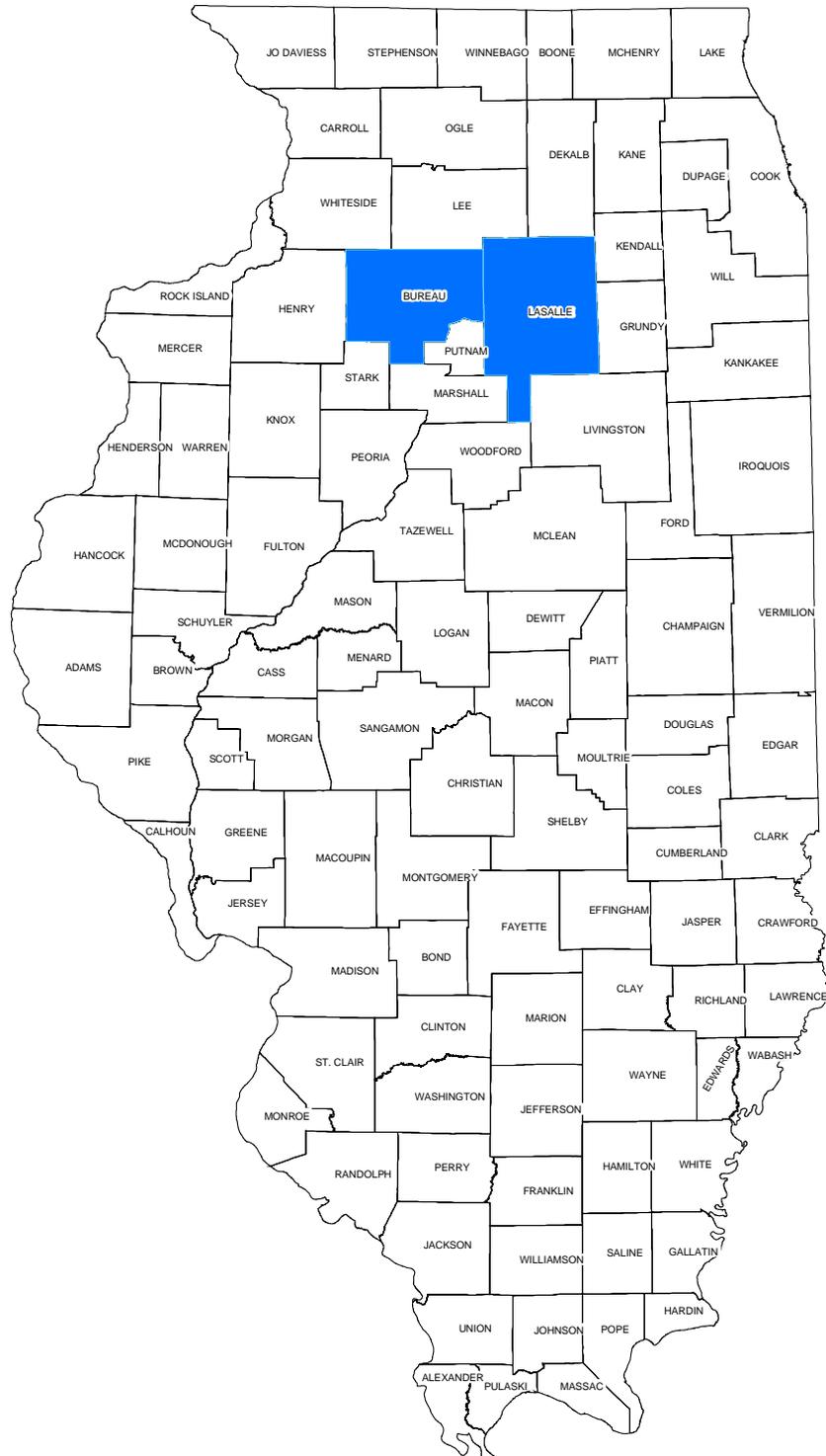
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A Profile of the Zone 3/LaSalle Task Force

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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, seven local Illinois police agencies participated in Z3/LTF (a participating agency is defined as one that contributes either personnel or financial resources to Z3/LTF). Officers assigned to Z3/LTF (totaling nine in 2002, seven from participating agencies) accounted for 4 percent of the total number of sworn police officers working for agencies participating in Z3/LTF (page 1).
- The violent Index offense rate was collectively higher across the jurisdictions that did participate in Z3/LTF than it was among the combined jurisdictions that did not participate in Z3/LTF. However, in 2001 and 2002, the violent Index offense rate in the non-participating agencies was significantly higher than the rate experienced in the participating agencies (page 3).
- The drug arrest rate was collectively higher in those jurisdictions that participated in Z3/LTF than in those jurisdictions that did not participating in Z3/LTF. The drug arrest rate achieved by Z3/LTF during the same period was lower than the rates achieved by both participating and non-participating agencies, although, the unit with just nine officers, made one arrest for a violation of the Cannabis Control or Controlled Substances Acts for every three arrests made by all of the participating agencies, combined (page 6).
- When comparing the types of drug offenders arrested by those agencies participating in Z3/LTF, those agencies not participating, and Z3/LTF, it was found that Z3/LTF tended to target and arrest more serious drug law violators in 2002, specifically violators of the Controlled Substances Act, which tend to be felony-level offenses (page 8).
- The majority (but decreasing proportion) of all drug arrests reported by Z3/LTF, for either violations of the Cannabis Control Act or the Controlled Substances Act, involve drug sale or delivery (page 13).
- Between 1993 and 2002, the amount of cannabis and cocaine seized by Z3/LTF decreased (pages 14 and 15).

- Between 1989 and 2002, 96 percent of all drug arrests by Z3/LTF resulted in prosecution. In addition, between 1989 and 2002, 78 percent of all drug offenders who were prosecuted as a result of Z3/LTF activity were convicted (page 17).
- In 2002, among those Z3/LTF drug offenders convicted and sentenced, prison sentences accounted for the largest proportion (49 percent), followed by probation sentences (26 percent) and jail sentences (24 percent) (page 19).
- Although prison sentences resulting from Z3/LTF cases accounted for 48 percent of all drug-law violators sent to prison from the region where Z3/LTF operates between 1991 and 2002, their proportion has increased more than five-fold, from 12 percent to 72 percent (page 20).
- The proportion of arrests made by those agencies participating and not participating in Z3/LTF accounted for by drugs other than marijuana (Controlled Substances Act offenses) were not very close to the proportion of drug treatment admissions from the covered region accounted for by these substances. The majority of arrests by local police were for cannabis offenses. Thus, there is considerable lack of convergence between the drugs involved in local drug arrests and treatment admissions. However, there is a high degree of convergence between drugs involved in Z3/LTF drug arrests and treatment admissions. Thus, while local arrests may reflect the most widely available and used drug in the region, they tend not to involve the substances considered to be most serious (i.e., felony versus misdemeanor) nor the substances for which individuals are seeking and receiving treatment (page 24).

I. Introduction

The Zone 3/LaSalle Task Force (Z3/LTF) covers the Illinois counties of Bureau and LaSalle. Combined, these counties had a 2002 total population of 147,214 – 3 percent more than in 1990. In 2002, seven local Illinois police agencies participated in Z3/LTF. These include the Bureau County Sheriff's Office and the LaSalle County Sheriff's Office and the following municipal police departments: LaSalle, Peru, Mendota, Ottawa, and Streator. These agencies served 71 percent of the population in the two-county region covered by Z3/LTF in 2002 (see Map 1 on page 31). A participating agency is defined as one that contributes either personnel or financial resources to Z3/LTF.

In addition to agencies that participate in Z3/LTF, these Illinois counties are served by 21 additional police departments that do not participate in Z3/LTF. According to the Illinois State Police, county sheriffs and local police departments, in the two-county region covered by Z3/LTF, combined, employed 253 full-time police officers as of Oct. 31, 2002, 190 of which work in agencies participating in Z3/LTF. In comparison, there were nine officers assigned to Z3/LTF in 2002, seven of which were assigned by participating agencies and two from the Illinois State Police (ISP). Thus, the officers assigned to Z3/LTF during 2002 accounted for a relatively small proportion – 4 percent – of the total number of sworn police officers working in the participating police departments, and the region as a whole.

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

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

While the data presented in this report are by no means inclusive of all indicators, they do provide a general overview of drug and violent crime and the response and impact of the criminal justice system. In addition, these data are readily available and consistently defined through existing statewide data collection mechanisms. Some data presented in this profile have been analyzed differently than in previous years; therefore, caution must be taken when comparing numbers presented with previous profiles.

While a considerable amount of the information presented in this profile has been provided to the Authority by Z3/LTF, a number of state agencies have also provided data to the Authority that are included in this report. Specifically, the Illinois State Police, the Administrative Office of the Illinois Courts, the Illinois Department of Human Services' Office of Alcoholism and Substance Abuse, the Illinois Department of Corrections and the Illinois Department of Children and Family Services all provided data used to develop this profile. The support and cooperation of these agencies and their staffs have helped make this report an informative and timely source of information on the activities of the criminal justice system in Illinois.

II. Trends in Violent Index Offenses and Arrests

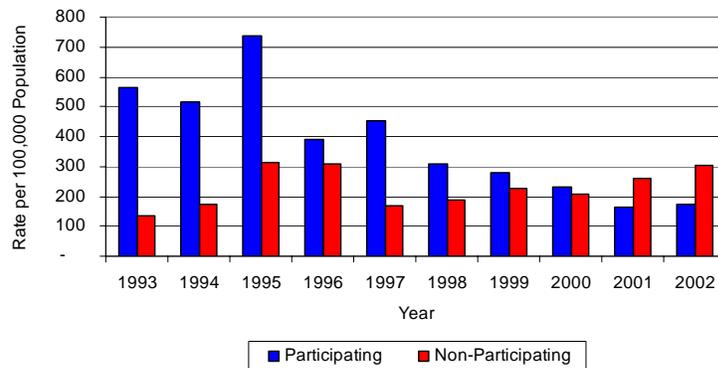
While most of Illinois' Metropolitan Enforcement Groups and drug task forces are primarily involved in drug enforcement activities, it is clear that the relationship between drugs and violence is particularly evident in a number of Illinois communities. In addition, a number of MEGs and task forces have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

In 2002, the total number of violent Index offenses reported to the police in the two-county region where Z3/LTF operates totaled 316, a 49 percent decrease from the 618 offenses reported in 1993. The majority (73 percent) of violent Index offenses reported to the police between 1993 and 2002 were aggravated assaults, followed by criminal sexual assaults (16 percent). (Note: 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 Z3/LTF decreased 50 percent, from 427 offenses per 100,000 population in 1993 to 215 offenses per 100,000 population in 2002. Similarly, the violent Index offense rate in the participating agencies decreased 69 percent, from 565 to 174 offenses per 100,000 population, while the rate in the non-participating agencies more than doubled, from 136 to 302 offenses per 100,000 population (Figure 1). Despite the downward trend during the period analyzed, the violent Index offense rate was collectively higher across the jurisdictions that did participate in Z3/LTF than it was among the combined jurisdictions that did not participate in Z3/LTF. However, in 2001 and 2002, the violent Index offense rate in the non-participating agencies was significantly higher than the rate experienced in the participating agencies.

Figure 1

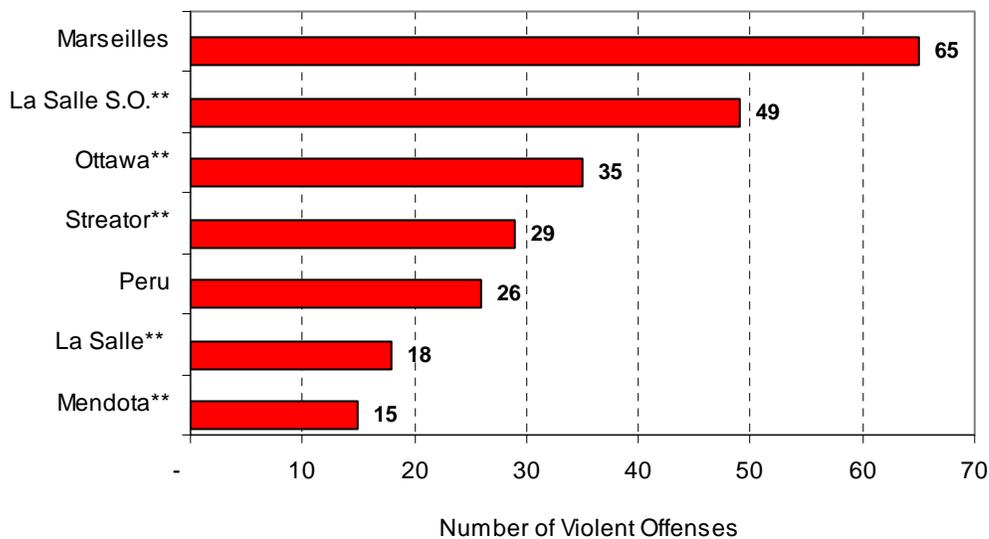
Violent Index Offense Rates for Participating and Non-participating Agencies in Region Covered by Z3/LTF



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

Across the individual local law enforcement agencies covered by Z3/LTF's jurisdiction, three agencies, the Mendota Police Department, the Streator Police Department, and the LaSalle County Sheriff's Office, accounted for 59 percent of all violent Index offenses reported to the police (Figure 2). Agencies reporting fewer than 15 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 22 violent Index offenses per 100,000 population in regions covered by the Bureau County Sheriff's Office to 1,356 offenses per 100,000 population in Marseilles.

Figure 2
2002 Violent Index Offenses* Reported by
Participating and Non-participating Agencies in
Region Covered by Z3/LTF



Source: Illinois State Police

*Agencies reporting fifteen or more violent offenses

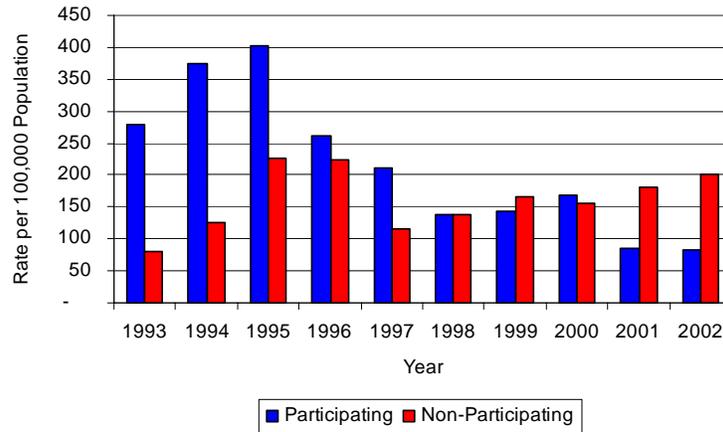
**Agencies participating in Z3/LTF

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 Z3/LTF decreased 43 percent, from 311 to 177. As with reported violent Index offenses, the majority (86 percent) of violent Index arrests were for aggravated assaults, followed by criminal sexual assaults (10 percent).

During the period analyzed, the violent Index arrest rate for the region covered by Z3/LTF also decreased 40 percent, from 215 offenses per 100,000 population in 1993 to 120 arrests per 100,000 population in 2002. Similarly, the violent Index arrest rate in the participating agencies decreased 71 percent, from 279 to 82 offenses per 100,000 population, while the rate in the non-participating agencies more than doubled from 80 to 202 offenses per 100,000 population (Figure 3).

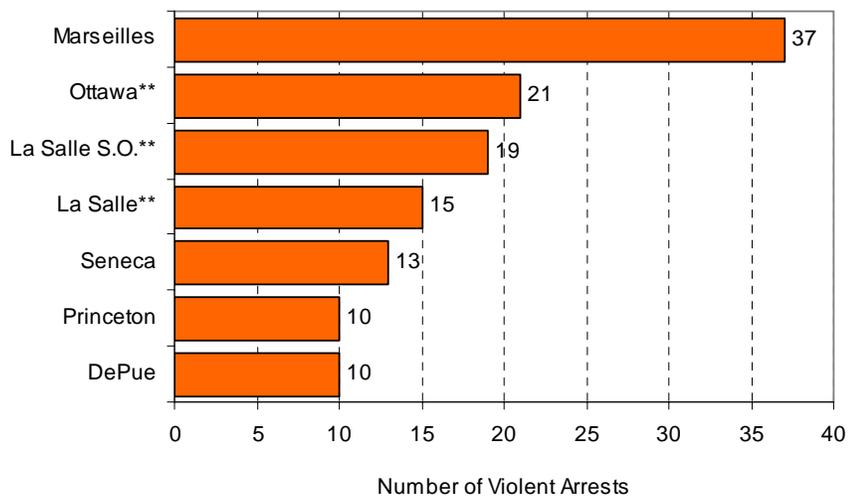
Figure 3
Violent Index Arrest Rates for Participating
and Non-participating Agencies in Region
Covered by Z3/LTF



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

The majority (66 percent) of arrests for violent Index offenses occurring in the two-county region covered by Z3/LTF were made by four agencies. Agencies reporting fewer than ten arrests for violent Index offenses in 2002 are excluded from Figure 4. Of the 140 violent Index arrests made in 2002, the Marseilles Police Department accounted for the largest proportion of violent Index offenses (26 percent), followed by the Ottawa Police Department (15 percent), the LaSalle County Sheriff's Office (14 percent), the LaSalle Police Department (11 percent), the Seneca Police Department (9 percent), and the DePue and Princeton police departments (7 percent each) (Figure 4).

Figure 4
2002 Violent Index Arrests* Reported by
Participating and Non-participating Agencies in
Region Covered by Z3/LTF



Source: Illinois State Police

*Agencies reporting ten or more violent arrests

**Agencies participating in Z3/LTF

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.

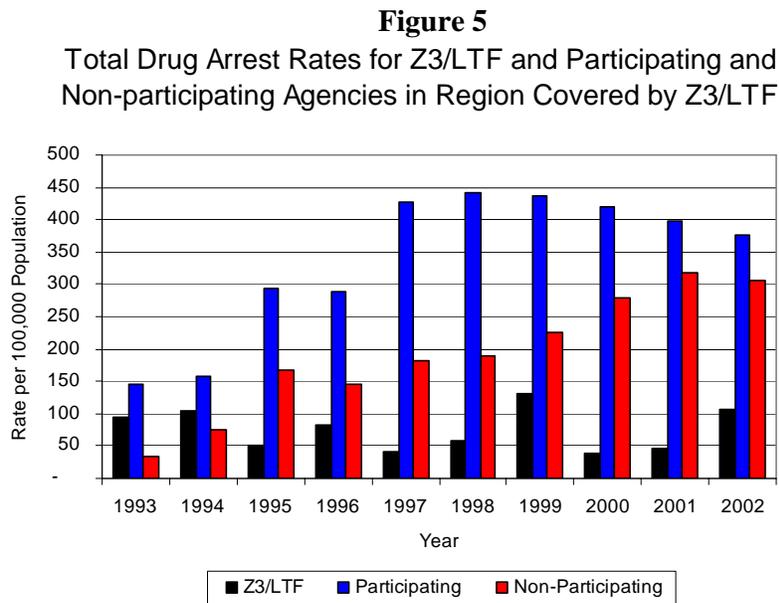
The majority of drug offenses in Illinois are violations of either the *Cannabis Control Act* – which prohibits the possession, sale and cultivation of marijuana – or the *Controlled Substances Act* – which prohibits the possession, sale, distribution or manufacture of all other illegal drugs, such as 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 – offenses for which a sentence to prison for one year or more is provided. The majority of cannabis and drug paraphernalia offenses encountered by police, on the other hand, tend to be misdemeanor-level offenses – those offenses for which a sentence to a term of incarceration in other than a prison for less than one year may be imposed.

In 2002, local law enforcement agencies in the counties covered by Z3/LTF reported 780 arrests for drug law violations, dramatically higher than the 165 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 Bureau and La Salle counties combined. During the same period, the number of arrests for violations of the Cannabis Control Act in these two counties, combined, more than tripled, from 123 to 447. Arrests for violations of the Controlled Substances Act, in the two-county region combined, more than doubled, from 35 to 75. In addition, arrests for violations of the Drug Paraphernalia Control Act, enacted in 1993, increased from three in 1993 to 252 in 2002. Much of this increase can be attributed to a 1994 addition to the Drug Paraphernalia Control Act, which included the possession of drug paraphernalia as a violation.

Because arrests for violations of the Drug Paraphernalia Control Act are frequently made in conjunction with other drug offense arrests, these arrests may be double-counted, thus skewing the actual number of drug arrests. Therefore, only arrests for violations of the Cannabis Control Act and Controlled Substances Act will be used for drug arrest comparisons between Z3/LTF and the participating and non-participating agencies.

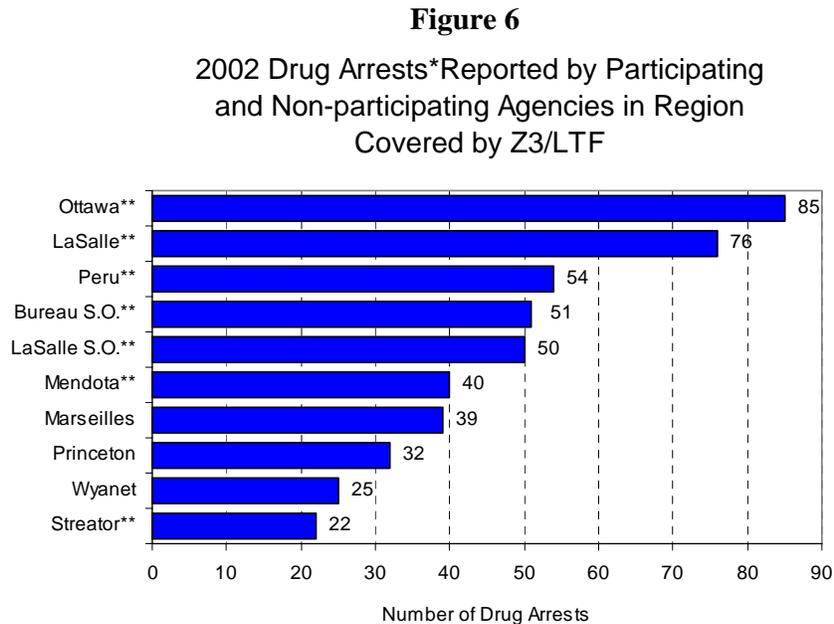
During the period analyzed, the drug arrest rate for cannabis and controlled substances, combined, in the region covered by Z3/LTF increased more than tripled, from 109 arrests per 100,000 population in 1993 to 355 arrests per 100,000 population in 2002. Similarly, the drug arrest rate in the participating agencies more than doubled from 145 to 377 arrests per 100,000 population, while the rate in non-participating agencies nearly increased nine-fold from 34 to 306 arrests per 100,000 population. The drug arrest rate for

Z3/LTF increased 13 percent, from 95 to 107 arrests per 100,000 population. In recent years, the total drug arrest rate in the participating agencies has declined, while the rate in the non-participating agencies has increased (Figure 5). Thus, the drug arrest rate tended to be higher collectively in the jurisdictions that participate in Z3/LTF than in those jurisdictions that do not participate in Z3/LTF.



Source: ICJIA calculations using Illinois State Police, Z3/LTF and U.S. Census Bureau data

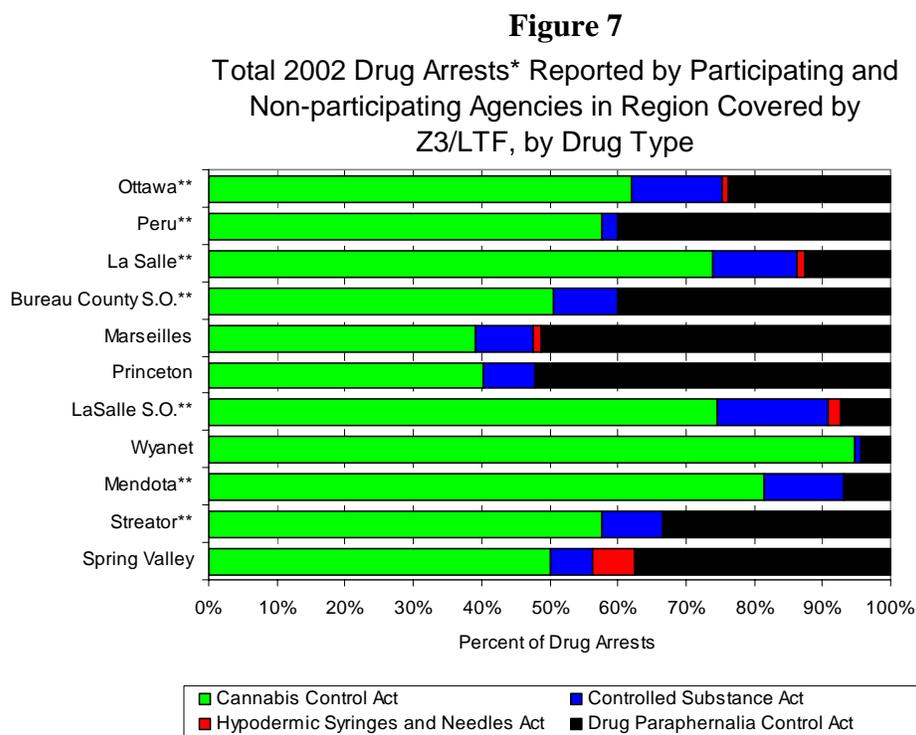
Across the local law enforcement agencies in the region covered by Z3/LTF, the number of cannabis and controlled substance arrests ranged from zero to 85. Of the 522 drug arrests made during 2002 in the two-county region, seven agencies accounted for three-quarters of these drug arrests. Agencies reporting fewer than 20 drug arrests in 2002 are excluded from Figure 6. All seven agencies participating in Z3/LTF were among the ten agencies with the highest number of drug arrests during 2002.



Source: Illinois State Police

*Agencies reporting 20 or more drug arrests
**Agencies participating in Z3/LTF

In addition to the dramatic difference in the number of drug arrests made, there are also differences in the types of drug law violation arrests across the agencies in the region. In 2002, violations of the Cannabis Control Act accounted for the majority of arrests across most individual agencies in the region covered by Z3/LTF (Figure 7).



Source: Illinois State Police

*Agencies reporting ten or more drug arrests

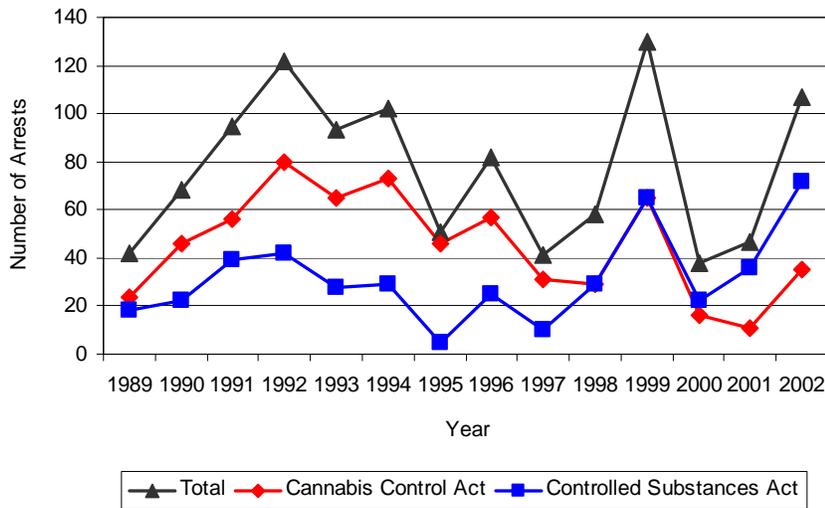
**Agencies Participating in Z3/LTF

Between 1993 and 2002, the number of combined cannabis and controlled substances arrests made by Z3/LTF increased 15 percent, from 93 to 107 (Figure 8). Like drug arrests made by most local police departments in the region, violations of the Cannabis Control Act accounted for the majority of drug arrests made by Z3/LTF throughout most of the period analyzed.

However, during the period analyzed, the number of Z3/LTF arrests for violations of the Cannabis Control Act decreased 46 percent, from 65 in 1993 to 35 in 2002, while arrests for violations of the Controlled Substances Act more than doubled, from 28 to 72 (Figure 8).

Between 1993 and 2002, the proportion of drug arrests accounted for by controlled substance violations increased for non-participating agencies and Z3/LTF, while decreasing for participating agencies. In 2002, 67 percent of the drug arrests made by Z3/LTF were for violations of the Controlled Substances Act, compared to 30 percent in 1993, while the proportion of drug arrests accounted for by controlled substance violations in non-participating agencies increased from zero percent in 1993 to 15 percent in 2002. Conversely, in 2002, arrests for controlled substances violations accounted for 14 percent of the drug arrests made in the participating agencies, compared to 25 percent in 1993. Thus, arrests by Z3/LTF were more likely than arrests by either participating or non-participating agencies to involve violations of Illinois' Controlled Substances Act, as opposed to the Cannabis Control Act. One interpretation of this pattern is that Z3/LTF is more focused in who they are targeting and arresting than local departments, and are also getting a more serious drug law violator, since violations of the Controlled Substances Act are more likely to involve felony-level offenses.

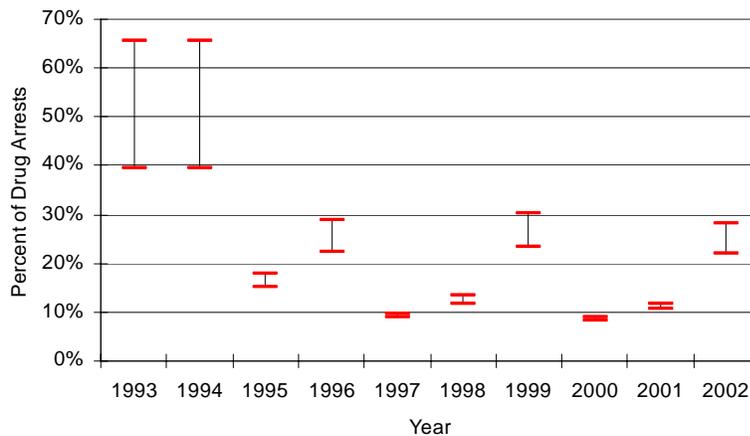
Figure 8
Drug Arrests by Z3/LTF



Source: Z3/LTF

The data presented below represent the percent of total drug arrests made by participating agencies accounted for by Z3/LTF. An upper and lower bound is shown in Figure 9 which accounts for whether or not the units numbers are counted as part of the UCR submissions made by local departments (which is unknown at this point). The upper bound indicates the percentage of arrests if *all* of the Z3/LTF arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the Z3/LTF arrests are included in the local UCR submissions. It is estimated that the proportion of all drug arrests across the participating agencies accounted for by Z3/LTF was between 40 to 65 percent in 1993, but decreased to between 22 to 28 percent in 2002. Thus, despite the fact that the officers assigned to Z3/LTF accounted for a 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 Z3/LTF

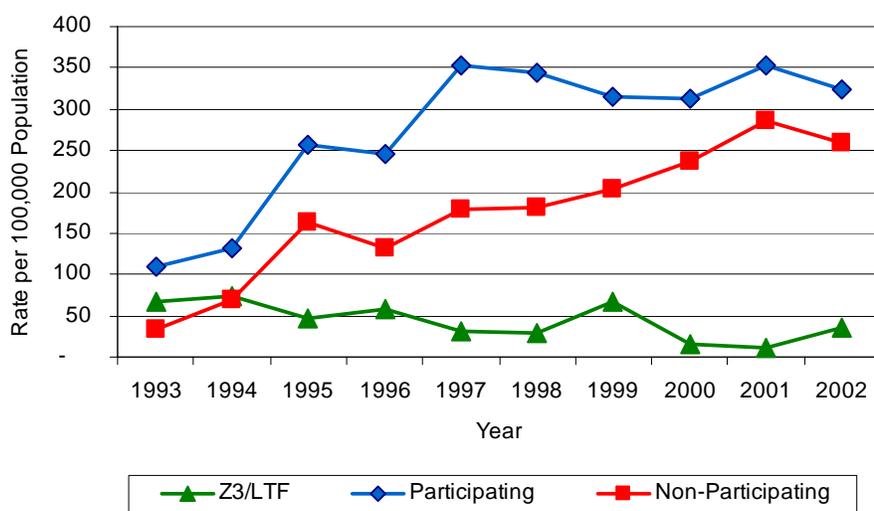


Source: ICJIA calculations using Illinois State Police and Z3/LTF data

The number of arrests for violations of Illinois' Cannabis Control Act in Bureau and LaSalle counties more than tripled between 1993 and 2002, from 123 to 447. Between 1993 and 2002, the proportion of all drug arrests accounted for by violations of the Cannabis Control Act in the two-county region increased from 78 percent to 86 percent. In 2002, agencies participating in Z3/LTF accounted for the largest portion (73 percent) of the total number of arrests for cannabis violations. Z3/LTF reported a total of 35 arrests for cannabis violations in 2002, 33 percent of the unit's drug arrests.

During the period analyzed, the cannabis arrest rate increased nearly four-fold for the region covered by Z3/LTF. The cannabis arrest rate in the two-county region increased from 85 arrests per 100,000 population in 1993 to 304 arrests per 100,000 population in 2002. Similarly, the cannabis arrest rate in the participating agencies increased from 109 to 324 arrests per 100,000 population, while the arrest rate in the non-participating agencies increased from 34 to 260 arrests per 100,000 population. The cannabis arrest rate for Z3/LTF, on the other hand, decreased from 66 to 35 arrests per 100,000 population (Figure 10). Thus, the arrest rate for violations of the Cannabis Control Act was collectively higher in the area served by participating agencies than in the combined jurisdictions of the non-participating agencies and Z3/LTF.

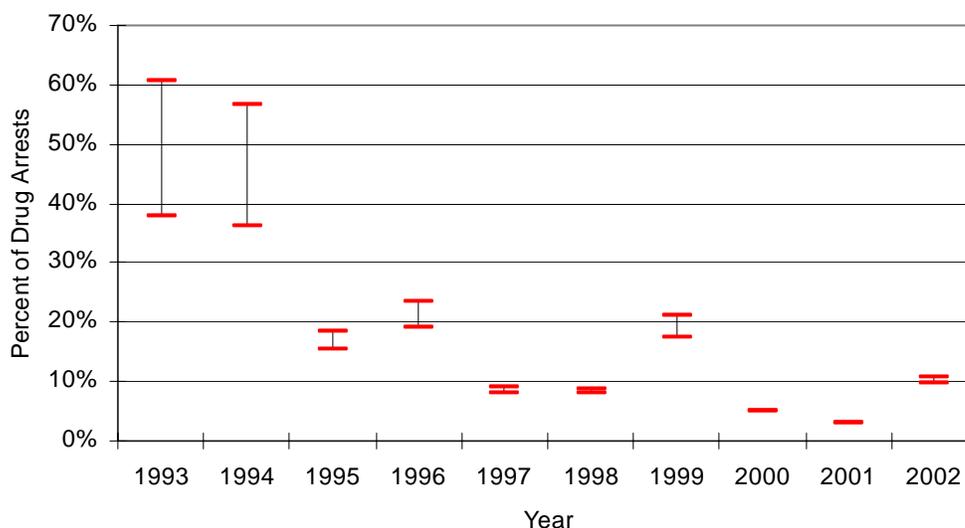
Figure 10
Cannabis Arrests Rates in the Region Covered
by Z3/LTF as Reported by Participating Agencies,
Non-participating Agencies, and Z3/LTF



Source: ICJIA calculations using Illinois State Police, U.S. Census Bureau, and Z3/LTF data

The data presented in Figure 11 represent the percent of cannabis arrests made by participating agencies accounted for by Z3/LTF. An upper and lower bound is shown which accounts for whether or not the unit's numbers are counted as part of the UCR submissions made by local departments (which is unknown at this point). The upper bound indicates the percentage of arrests if *all* of the Z3/LTF arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the Z3/LTF arrests are included in the local UCR submissions. It is estimated that the proportion of cannabis arrests across participating agencies accounted for by Z3/LTF was between 38 to 61 percent in 1993, but significantly decreased in the mid-1990s to between 10 to 11 percent in 2002.

Figure 11
Percent of Cannabis Arrests
Accounted for by Z3/LTF



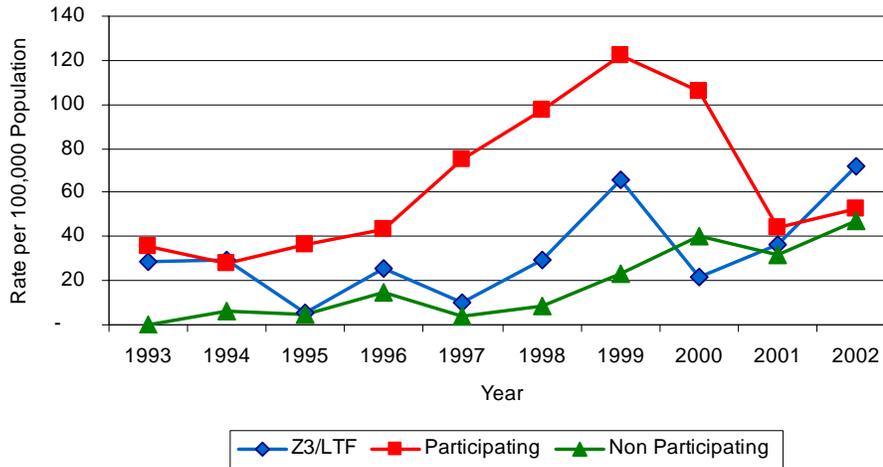
Source: ICJIA calculations using Illinois State Police and Z3/LTF data

In Bureau and LaSalle counties the number of arrests for violations of Illinois' Controlled Substances Act increased dramatically between 1993 and 2002, from 35 to 75. Between 1993 and 2002, the proportion of all drug arrests accounted for by violations of the Controlled Substances Act in the two-county region decreased from 22 percent to 14 percent. In 2002, Z3/LTF reported 72 arrests for controlled substance violations, 67 percent of all drug arrests reported to the Authority by the unit.

Between 1993 and 1998, the arrest rate for controlled substances act violations for the region covered by Z3/LTF remained relatively stable. However, the arrest rate for controlled substances act violations jumped to a period high of 90 arrests per 100,000 population in 1999 before decreasing to 51 arrests per 100,000 population in 2002, an increase more than double the 1993 rate of 24 arrests per 100,000 population. This increase was driven by a dramatic increase in the controlled substances arrest rate in the participating agencies during the late 1990s, which increased to a period high of 122 arrests per 100,000 population in 1999, before decreasing to 53 arrests per 100,000 population in 2002. The arrest rate in the non-participating agencies also increased during the period analyzed, increasing from zero to 47 arrests per 100,000 population. The controlled substances arrest rate for Z3/LTF more than doubled, from 24 to 51 arrests per 100,000 population (Figure 12). Thus, the Controlled Substances Act arrest rate was significantly higher in the participating agencies than the non-participating agencies.

Figure 12

Controlled Substances Arrest Rates in the Region Covered by Z3/LTF as Reported by Participating Agencies, Non-participating Agencies, and Z3/LTF

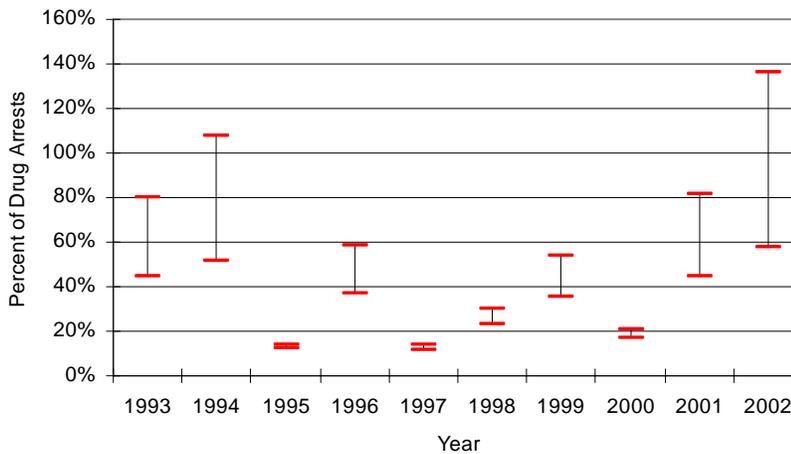


Source: ICJIA calculations using Illinois State Police, U.S. Census Bureau, and Z3/LTF data

The data presented in Figure 13 represent the percent of controlled substances arrests made by participating agencies accounted for by Z3/LTF. An upper and lower bound is shown which accounts for whether or not the units numbers are counted as part of the UCR submissions made by local departments (which is unknown at this point). The upper bound indicates the percentage of arrests if *all* of the Z3/LTF arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the Z3/LTF arrests are included in the local UCR submissions. It is estimated that the proportion of controlled substances arrests across the participating agencies accounted for by Z3/LTF was between 44 to 80 percent in 1993, but increased to between 58 to 136 percent in 2002.

Figure 13

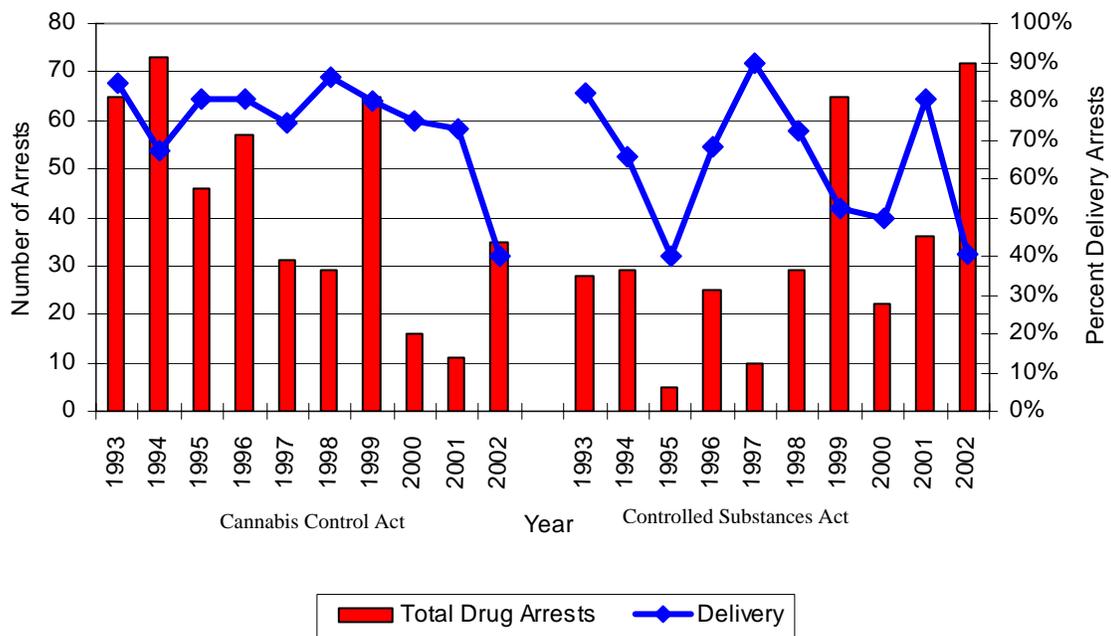
Percent of Controlled Substances Arrests Accounted for by Z3/LTF



Source: ICJIA calculations using Illinois State Police and Z3/LTF data

The majority (69 percent) of all drug arrests reported by Z3/LTF are for delivery. Between 1993 and 2002, the number of drug delivery arrests made by Z3/LTF decreased, from 78 to 43. When cannabis and controlled substance arrests were examined separately, during the period analyzed, the proportion of arrests accounted for by delivery offenses varied. Similar to arrests for cannabis violations, the proportion of arrests accounted for by delivery offenses remained relatively stable between 1993 and 2001, while accounting for 74 percent of the total number of cannabis arrests made during the entire period analyzed, but significantly decreased from 85 percent to 40 percent. Similarly, the proportion of arrests for the delivery of controlled substances also decreased significantly, from 82 percent in 1993 to 40 percent in 2002, while accounting for 64 percent of all arrests for violations of the Controlled Substances Act during the period analyzed.

Figure 14
Z3/LTF Drug Arrests for Possession
versus Delivery, by Drug Type



Source: ICJIA calculations using Z3/LTF data

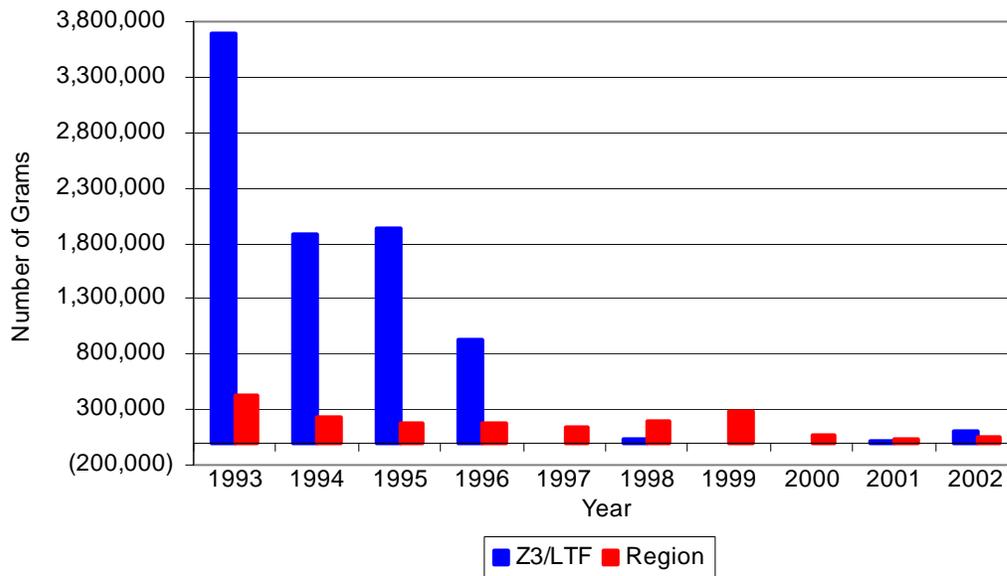
IV. Trends in Drug Seizures

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 Bureau and LaSalle counties as well as the quantities of drugs seized by Z3/LTF. It is important to note, however, that while Z3/LTF data report the total quantities of drugs actually *seized*, local agency data only represent the quantities of seized drugs that are *submitted* to the Illinois State Police for analysis. County-level cannabis, cocaine, crack, methamphetamine, and heroin seizure rates for Illinois' 102 counties are provided in maps located in the Appendix of this report.

As in most Illinois jurisdictions, cannabis accounts for the majority of illegal drugs seized in the two-county region covered by Z3/LTF. The quantity of cannabis seized and submitted by law enforcement agencies in Bureau and LaSalle counties decreased 88 percent, from 420,192 grams in 1993 to 48,726 grams in 2002. The quantity of cannabis seized by Z3/LTF decreased dramatically between 1993 and 2002, from 3,684,573 grams to 105,164 grams (Figure 15). In 2002, Z3/LTF's cannabis seizure rate of 104,925 grams per 100,000 population was much higher than the statewide cannabis seizure rate of 19,621 grams per 100,000 population, and also higher than the seizure rate of 33.099 grams per 100,000 population in the two-county region covered by Z3/LTF (Map 2).

Figure 15

Cannabis Seized and Submitted to ISP by Bureau and LaSalle Counties and Seized by Z3/LTF



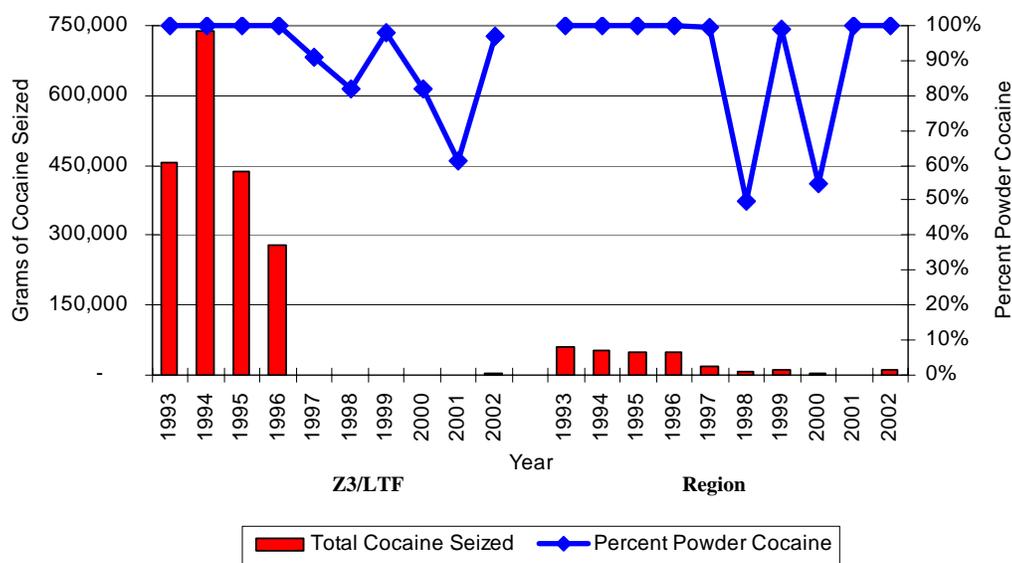
Source: Illinois State Police and Z3/LTF

Between 1993 and 2002, a combination of crack and powder cocaine has accounted for a small proportion of drugs seized in the two-county region covered by Z3/LTF. However, the quantity of cocaine seized and submitted by law enforcement agencies in Bureau and LaSalle counties decreased 83 percent, from 59,047 grams in 1993 to 10,248 grams in 2002. Between 1993 and 2002, the quantity of cocaine seized by Z3/LTF decreased dramatically, from 456,933 grams to 3,992 grams.

The proportion of all cocaine seized accounted for by powder cocaine remained relatively stable between 1993 and 2002, although in 1998 and 2000, the proportion of all cocaine seized accounted for by powder cocaine dropped to 50 and 55 percent, respectively, of the cocaine seized in the two-county region covered by Z3/LTF. For Z3/LTF, powder cocaine accounted for nearly all of the total cocaine seized throughout the period analyzed, decreasing only slightly from 100 percent in 1993 to 97 percent in 2002; however, it is important to note that in 2001, the percent dropped to 61 percent (Figure 16). In 2002, Z3/LTF's cocaine seizure rate of 3,818 grams per 100,000 population was less than the cocaine seizure rate of 6,971 grams per 100,000 population in the two-county region covered by Z3/LTF, and less than the statewide cocaine seizure rate of 22,099 grams per 100,000 population (Maps 3 and 4).

Figure 16

Powder and Crack Cocaine Seized and Submitted to ISP by Bureau and LaSalle Counties and Seized by Z3/LTF



Source: Illinois State Police and Z3/LTF

The total quantity of illegal drugs seized and submitted by law enforcement agencies in Bureau and LaSalle counties decreased between 1993 and 2002, from 480,517 grams to 59,887 grams. The total quantity of illegal drugs seized by Z3/LTF has also decreased significantly, from 4,143,520 grams in 1993 to 114,218 grams in 2002.

Between 1994 and 2002, Z3/LTF seized 1,010 grams of methamphetamine. In the two-county region where Z3/LTF operates, only 127 grams of methamphetamine were seized. In 2002, the seizure rate for Z3/LTF was 909 grams per 100,000 population, higher than the state's seizure rate of 224 grams per 100,000 population, as well as the seizure rate of 19 grams per 100,000 for the two-county region covered by Z3/LTF (Map 5).

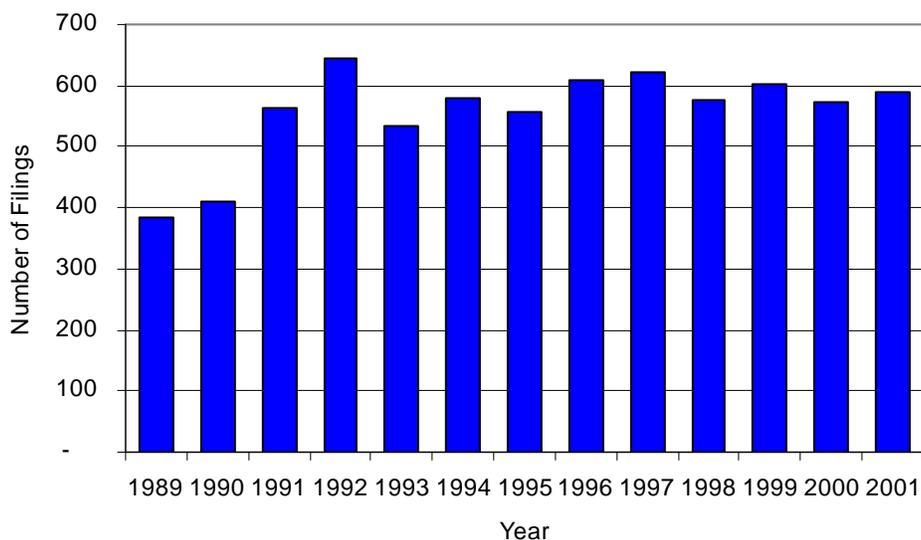
V. Trends in Prosecutions for Drug Offenses and All Felonies

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 2002, the number of felony filings in the two-county region covered by Z3/LTF increased 53 percent, from 384 to 589 (Figure 17).

Figure 17

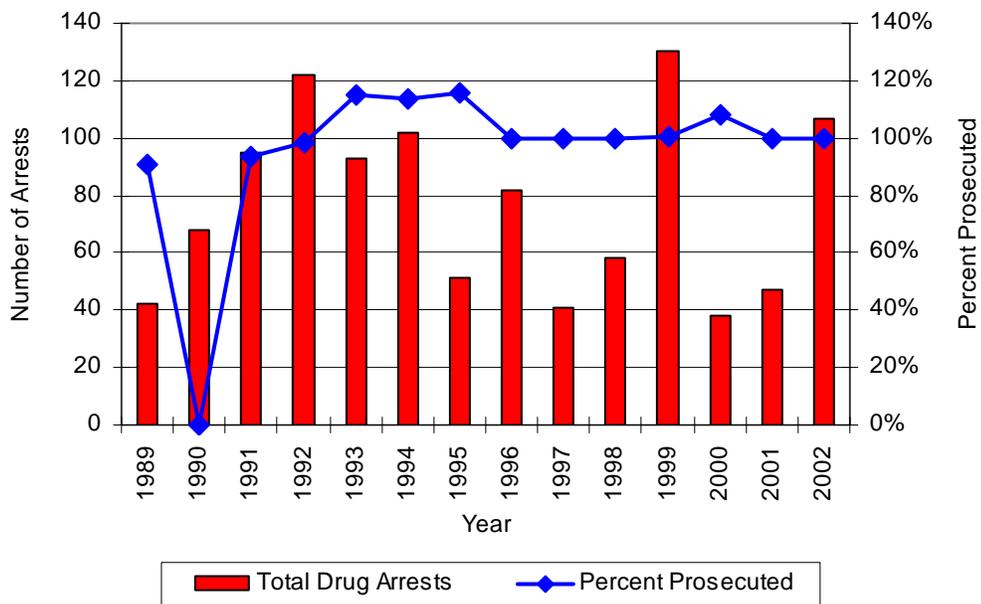
Number of Felony Filings in Bureau and LaSalle Counties



Source: Administrative Office of the Illinois Courts

Between 1989 and 2002, there were a total of 1,036 drug prosecutions initiated as a result of Z3/LTF arrests in Bureau and LaSalle counties. During this time, the number of Z3/LTF drug arrests more than doubled, from 42 arrests in 1989 to 107 arrests in 2002 (Figure 18). Between 1989 and 2002 (with the exception of 1990), the proportion of Z3/LTF drug arrests resulting in prosecution remained relatively stable, resulting in 96 percent of drug arrests by Z3/LTF being prosecuted. In some years, the proportion of arrests resulting in a prosecution exceeded 100 percent. This is due to some slight differences in the timing of an arrest and the filings of charges, or could be due to charges, rather than defendants, being reported by the unit. In addition, some offenders have charges filed, and a subsequent warrant issued, without an arrest taking place.

Figure 18
Total Z3/LTF Drug Arrests and Percentage of Arrests Resulting in Prosecution



Source: Z3/LTF

Between 1989 and 2002, 78 percent (806) of the 1,036 drug offenders who were prosecuted as a result of Z3/LTF activity were convicted. Convictions for controlled substances accounted for 47 percent of all Z3/LTF initiated convictions during the period analyzed.

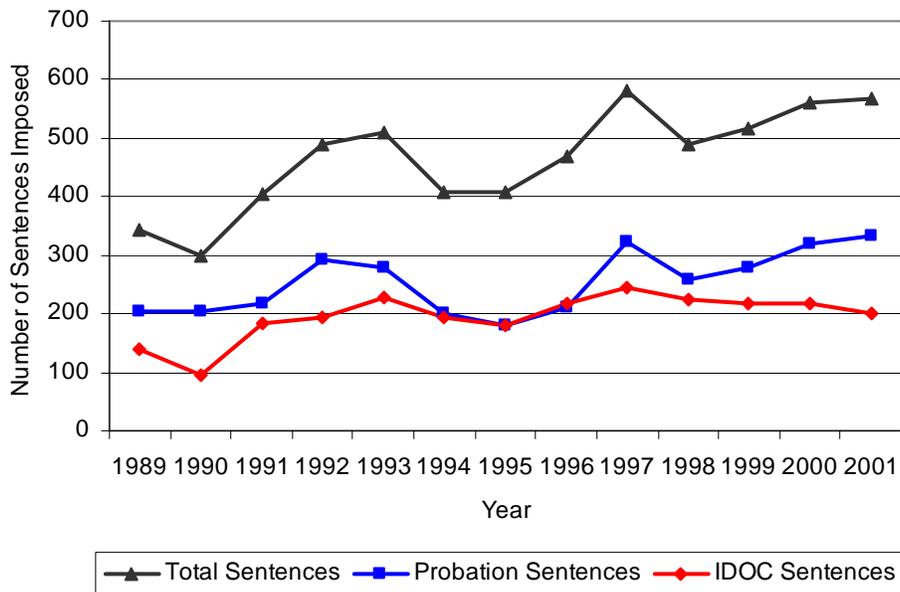
VI. Trends in Percent of Convicted Drug Offenders Sentenced to Prison

Under Illinois law, those convicted of most Class 1, 2, 3, and 4 felonies can be sentenced to probation or prison; the two most commonly used sentencing options. However, there are some exceptions. For example, those convicted of possessing 15 grams or more of cocaine, heroin, or methamphetamine are guilty of a Class 1 felony, but cannot be sentenced to probation. Such instances, as well as for all Class X felonies (e.g., sale/distribution of 15 grams or more of cocaine, heroin, and methamphetamine), must result in a sentence to prison and cannot be sentenced to probation. Where a sentence to probation or prison is an option, a number of factors may influence the type and length of sentence imposed, including the severity of the crime, the offender's criminal and social history, and the safety of the community.

Between 1989 and 2002, the number of offenders convicted of a felony and sentenced in the two-county region covered by Z3/LTF increased 65 percent, from 343 to 567. While the number of convicted felons sentenced to the Illinois Department of Corrections (IDOC) increased 45 percent between 1989 and 2002, from 139 to 201, the proportion of felons sentenced to IDOC decreased slightly during the same period, from 41 percent to 35 percent of total felony sentences. In 2002, 344 probation sentences were imposed on convicted felons, 64 percent more than the 204 probation sentences in 1989 (Figure 19). Despite an increase of probation sentences between 1989 and 2002, the proportion of felons sentenced to probation remained at 59 percent. Sentences other than prison or probation account for the remaining 6 percent of felony sentences imposed in 2002.

Figure 19

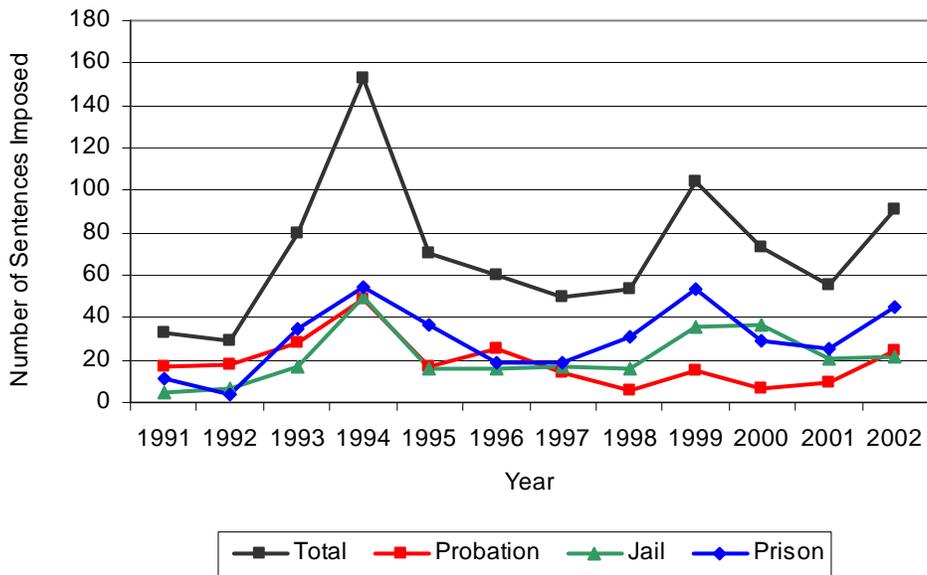
Sentences Imposed on Felons Convicted in Bureau and LaSalle Counties



Source: Administrative Office of the Illinois Courts

Between 1991 and 2002, the number of Z3/LTF drug offenders convicted and sentenced increased from 33 to 91. During the period analyzed, the number of convicted Z3/LTF drug offenders sentenced to probation increased from 17 in 1991 to 24 in 2002, although in 1994, the number of convicted Z3/LTF drug offenders sentenced to probation reached a period high of 49. Similarly, the number of convicted Z3/LTF drug offenders sentenced to jail increased from five to 22, while the number of drug offenders sentenced to prison increased from 11 to 45 (Figure 20). In 2002, among those Z3/LTF drug offenders convicted and sentenced, prison sentences accounted for the largest proportion (49 percent), followed by probation sentences (26 percent) and jail sentences (24 percent).

Figure 20
Sentences Imposed on Convicted
Z3/LTF Drug Offenders

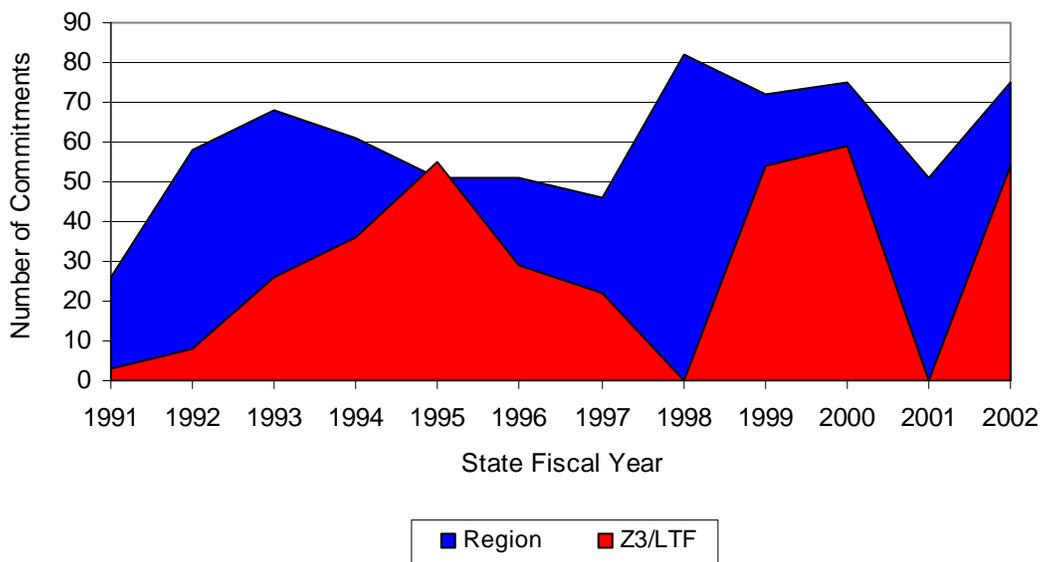


Source: Z3/LTF

Between state fiscal years¹ 1991 and 2002, the number of new court commitments to IDOC's Adult Division for drug offenses from the two-county region covered by Z3/LTF nearly tripled, from 26 to 75. The number of drug offender admissions by Z3/LTF also increased from three to 54 between 1991 and 2002 (Figure 21). The proportion of prison sentences resulting from Z3/LTF cases increased more than five-fold, from 12 percent in 1991 to 72 percent in 2002. Thus, during the period analyzed, prison sentences resulting from Z3/LTF cases accounted for 48 percent of all drug-law violators sentenced to prison from the two-county region where Z3/LTF operates.

Figure 21

Number of Drug Offenders Committed to IDOC by Z3/LTF and Region Covered by Z3/LTF



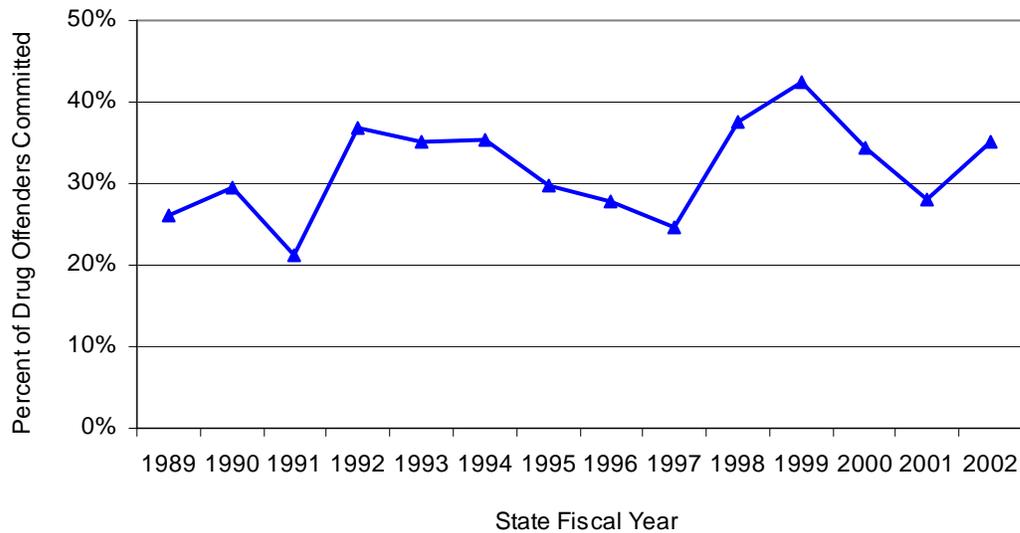
Source: Illinois Department of Corrections and Z3/LTF

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 Bureau and LaSalle counties. In 1989, drug offenses accounted for 26 percent of all commitments to IDOC, compared to 35 percent in 2002 (Figure 22).

Figure 22

**Percent of Drug Offenders Committed to IDOC
in Bureau and LaSalle Counties**

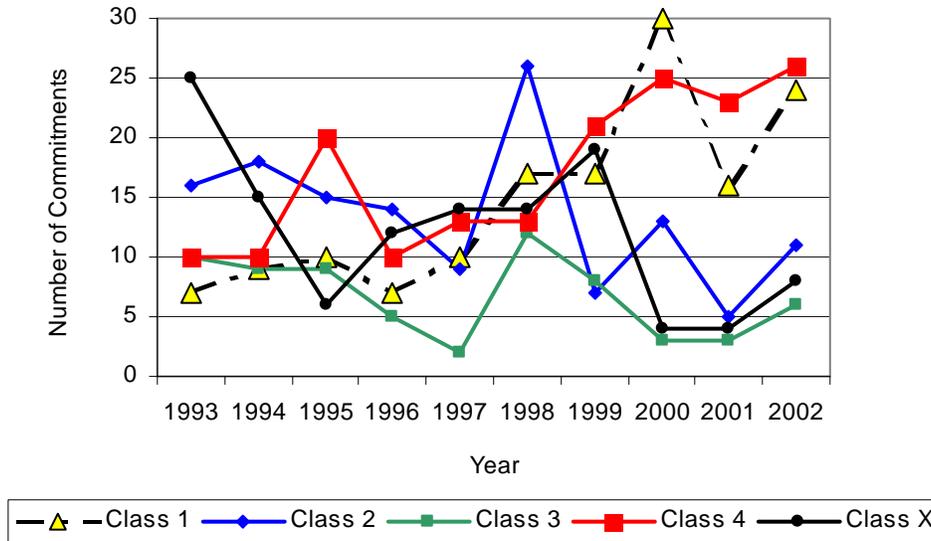


Source: Illinois Department of Corrections

Penalties for drug offenses were also examined between 1993 and 2002. Class 4 felonies accounted for the largest proportion (27 percent) of sentences to IDOC for drug offenses, followed by Class 1 felonies (23 percent), Class 2 felonies (21 percent), Class X felonies (19 percent) and Class 3 felonies (10 percent). Between 1993 and 2002, the number of Class 1 felonies more than tripled, from seven to 24, while Class 4 felony sentences also more than doubled, from ten to 26. Class 2 felony sentences decreased 31 percent, from 16 to 11, while Class 3 felonies decreased 40 percent, from ten to six and Class X felonies decreased 68 percent, from 25 to eight (Figure 23).

Figure 23

**Drug Offenders Committed to IDOC from
Bureau and LaSalle Counties,
by Offense Class**



Source: Illinois Department of Corrections

Along with the dramatic increase in Class 4 felony sentences to IDOC between 1993 and 2002, the mean sentence length for Class 4 felonies increased 38 percent from 1.9 to 2.7 years, during the period, while the mean sentence for a Class 1 felonies increased 7 percent, from 5.3 to 5.7 years, and Class 3 sentence lengths increased 72 percent, from 2.2 to 3.8 years. However, the mean sentence length for Class X felonies decreased 51 percent, from 21.5 to 10.5 years, and the mean sentence length for Class 2 felonies decreased 8 percent, from 4.0 to 4.4 years.

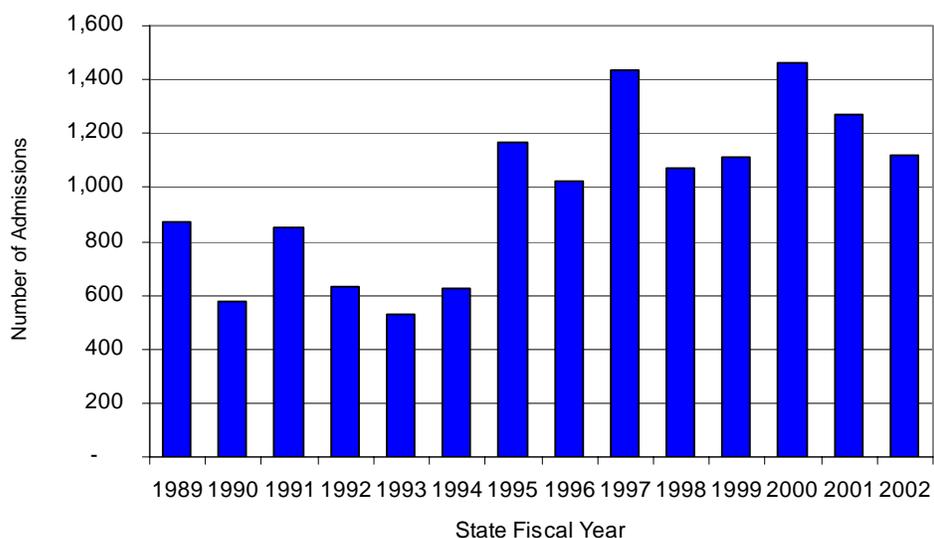
VII. Trends in Drug Treatment Admissions in Z3/LTF Region by Drug Type

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 1,117 admissions for alcohol or drug abuse treatment from Bureau and LaSalle counties, 28 percent more than the 874 admissions in 1989 (Figure 24). Among the 1,117 admissions to substance abuse treatment in state fiscal year 2002, 46 percent (515) reported alcohol as their primary substance of abuse, while abuse of illicit substances accounted for 52 percent and the remaining 2 percent reported no primary substance of abuse.

Figure 24

Substance Abuse Treatment Admissions from Bureau and LaSalle Counties



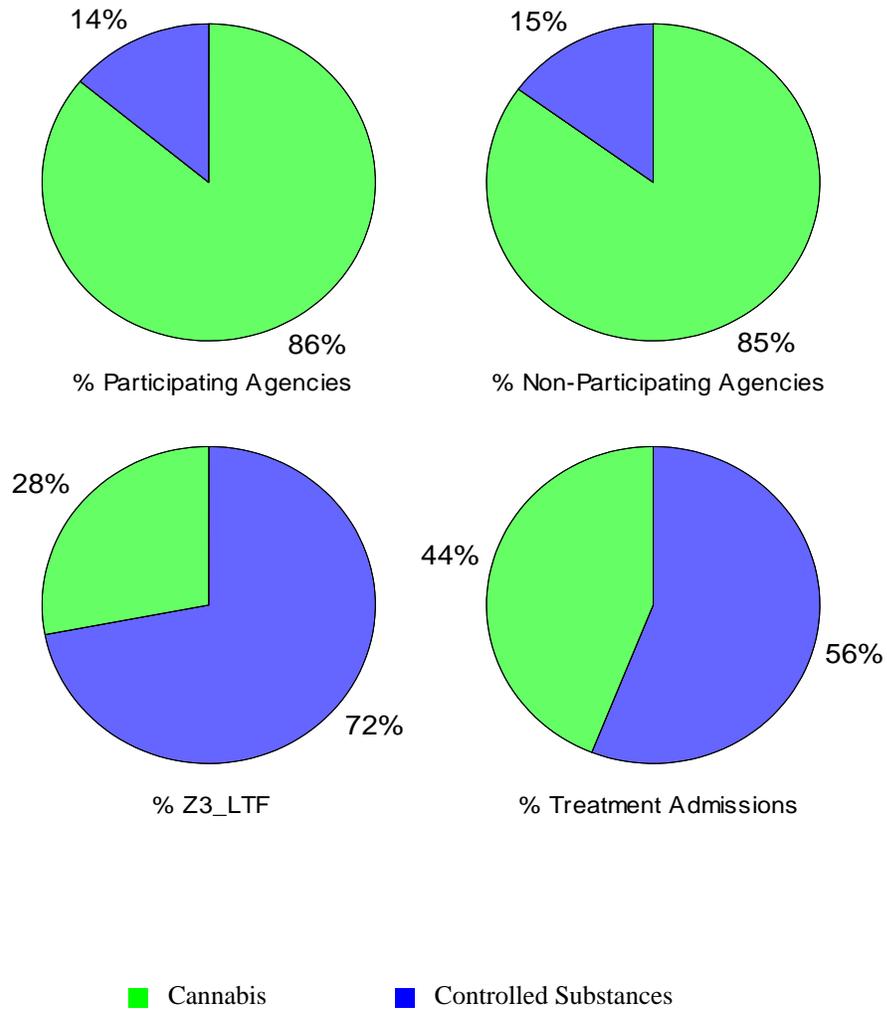
Source: Illinois Department of Human Services' Office of Alcoholism and Substance Abuse

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 Z3/LTF 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 those agencies participating in Z3/LTF and non-participating agencies accounted for by drugs other than marijuana (Controlled Substances Act offenses) were not very close to the proportion of drug treatment admissions from the covered region accounted for by these substances. The majority of arrests by local police departments (those agencies participating in Z3/LTF and non-participating agencies) were for cannabis offenses. Thus, there is considerable lack of convergence between the drugs involved in local drug arrests and treatment admissions. However, there is a high degree of convergence between drugs involved in Z3/LTF drug arrests and treatment admissions. Thus, while local arrests may reflect the most widely available and used drug in the region, they tend not to involve the substances considered to be most serious (i.e., felony versus misdemeanor) nor the substances for which individuals are seeking and receiving treatment (Figure 25).

Figure 25

Comparison of Drug Arrests by Z3/LTF and Participating and Non-participating Agencies vs. Drug Abuse Treatment Admissions in Bureau and LaSalle Counties, 2002



Source: Illinois Department of Human Service's Office of Alcoholism and Substance Abuse and Z3/LTF

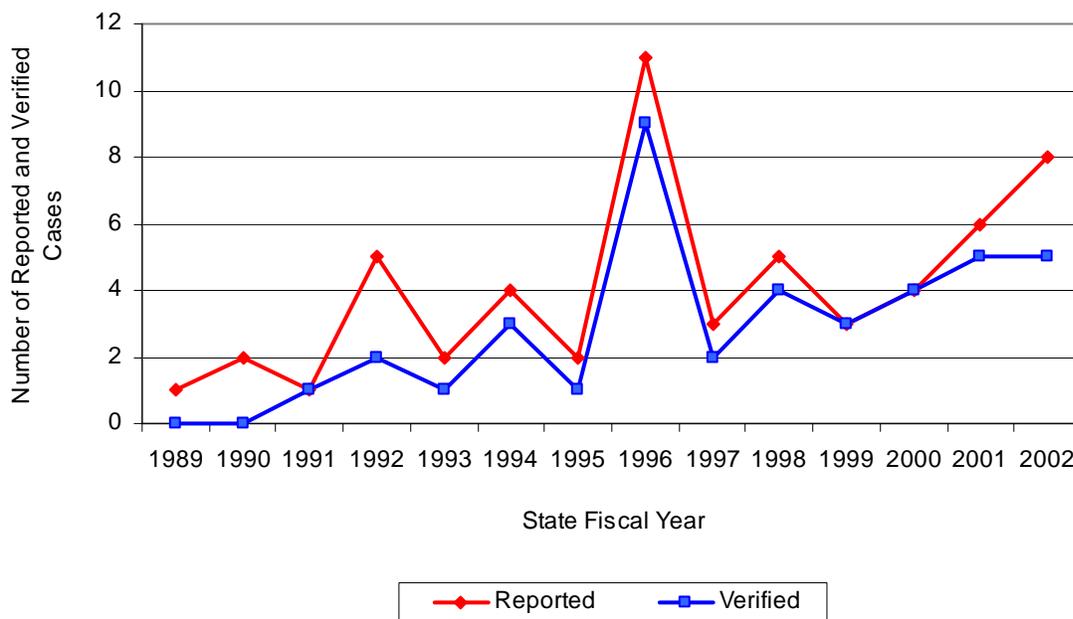
VIII. Trends in Substance-Exposed Infants

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

Between state fiscal years 1989 and 2002, the number of substance-exposed infant cases reported in the two-county region covered by Z3/LTF increased eight-fold, from one to eight reported cases; however, in 1996, the number of cases reported reached a high of 11. Between state fiscal years 1989 and 2002, 40 cases, or 70 percent of all cases reported, were verified as involving prenatal drug use by a DCFS investigation. Mirroring the trend of reported cases, verified cases of substance-exposed infants in the Z3/LTF region also increased between 1989 and 2002, from zero to five, while increasing to a period high of nine verified cases in 1996 (Figure 26).

Figure 26

Cases of Substance-Exposed Infants in Bureau and LaSalle Counties



Source: Department of Children and Family Services

IX. Summary of Drug Situation

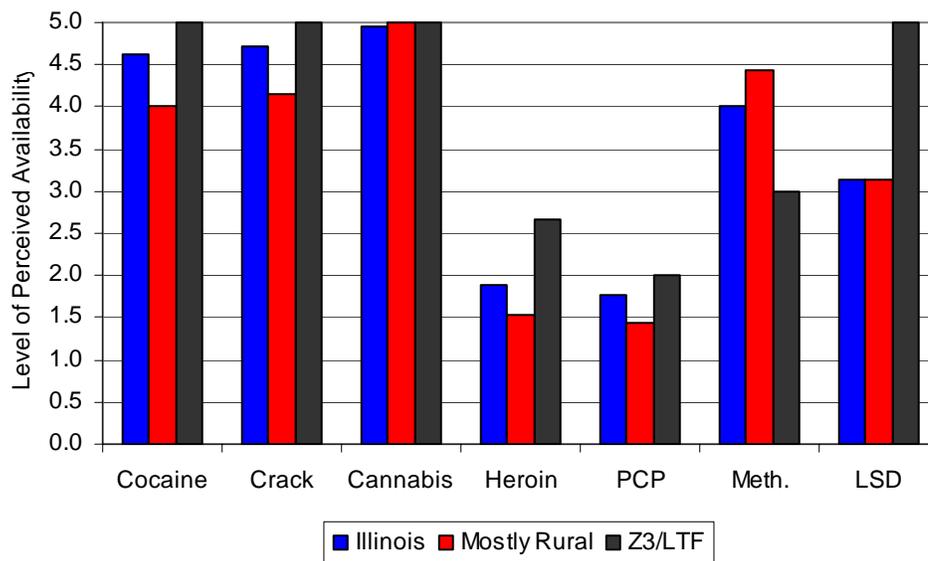
Although the distribution of illegal drugs is difficult to measure precisely, data obtained from criminal justice sources can be helpful in estimating drug availability. Information from a recent survey of Illinois drug enforcement units, as well as the most up-to-date data available on drug price, are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

The Authority periodically conducts a survey of each MEG and task force in Illinois (the most recent being conducted in 2000) 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 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 most regions analyzed. The perceived availability of cannabis remained relatively unchanged, while methamphetamine slightly decreased in the region covered by Z3/LTF between 1998 and 2000 and heroin increased across all regions examined. Methamphetamine was reported as moderately available across Illinois but available to a slightly higher degree by all MEGs and task forces in mostly rural regions. The perceived availability of all drugs, excluding methamphetamine, tended to be greater in the region covered by Z3/LTF than across Illinois and in other mostly rural regions (Figure 27).

Figure 27

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



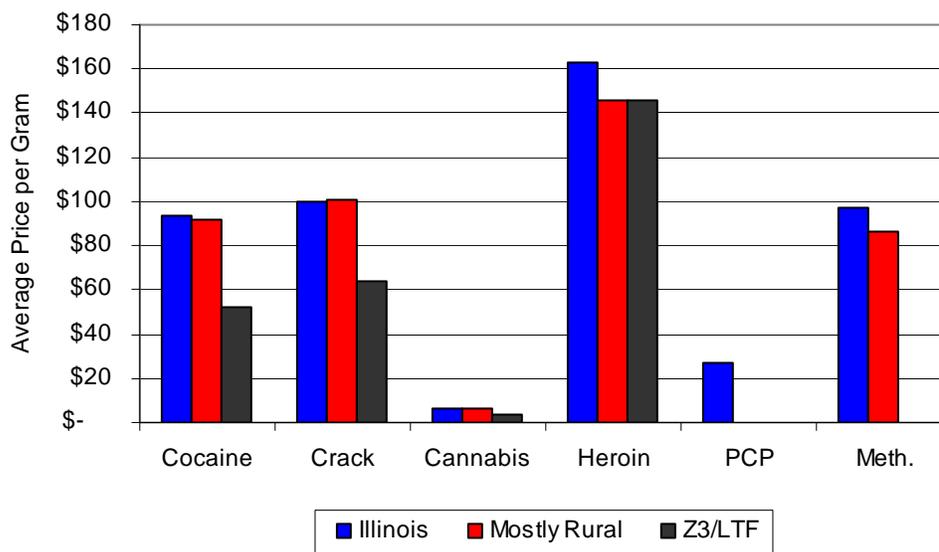
Source: Authority Survey of Illinois MEGs and task forces

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 cannabis and heroin appear to be relatively stable across all regions surveyed in 2000, while prices for all other drug types appear to vary somewhat across Illinois. The average price of cocaine, crack, cannabis, and methamphetamine, in the region covered by Z3/LTF, decreased between 1998 and 2000, while only the price of heroin increased across all regions. The 2000 average price of cocaine reported by Z3/LTF was \$52 per gram, compared to \$93 per gram across Illinois and \$92 per gram reported by all MEGs and task forces in other mostly rural regions (Figure 28). The average price of crack in the region covered by Z3/LTF was reported as \$64 per gram, lower than the price of that across Illinois and in mostly rural regions, which were \$100 and \$101, respectively. The average price of heroin in the region covered by Z3/LTF and all other MEGs and task forces in mostly rural regions was reported as \$146 per gram, lower than the price of \$162 per gram across Illinois. In 2000, the average price of cannabis was reported as approximately \$4 per gram in the Z3/LTF region and \$6 per gram in mostly rural regions and across Illinois. The average price of PCP was not reported in Z3/LTF and in mostly rural regions; however, across Illinois, the average price was \$27. The average price of methamphetamine in the region covered by Z3/LTF was not reported; however, it was \$97 per gram across Illinois and \$87 per gram in all other MEGs and task forces in mostly rural regions.

Figure 28

Price Per Gram in Illinois, 2000

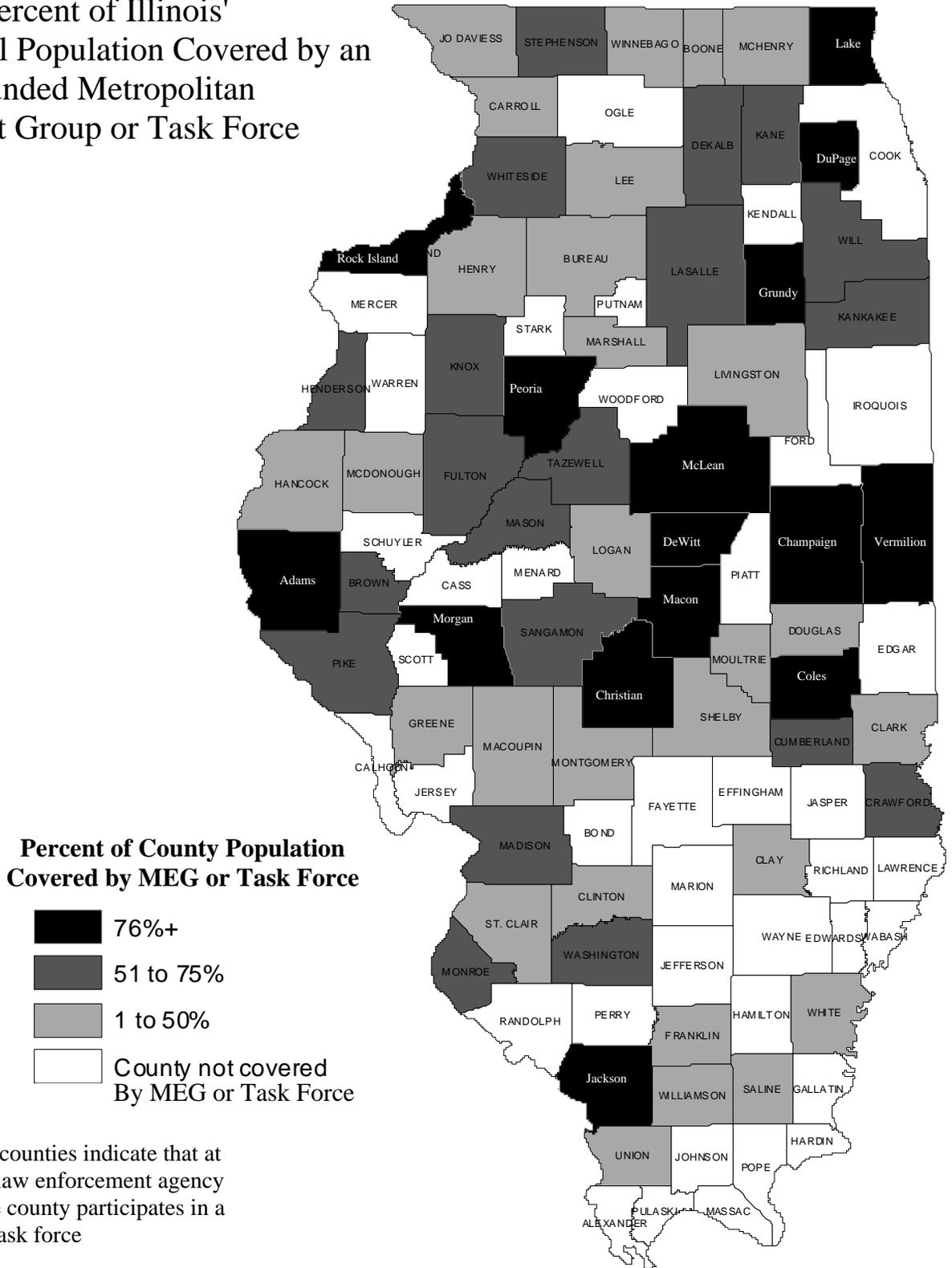


Source: Authority Survey of Illinois MEGs and task forces

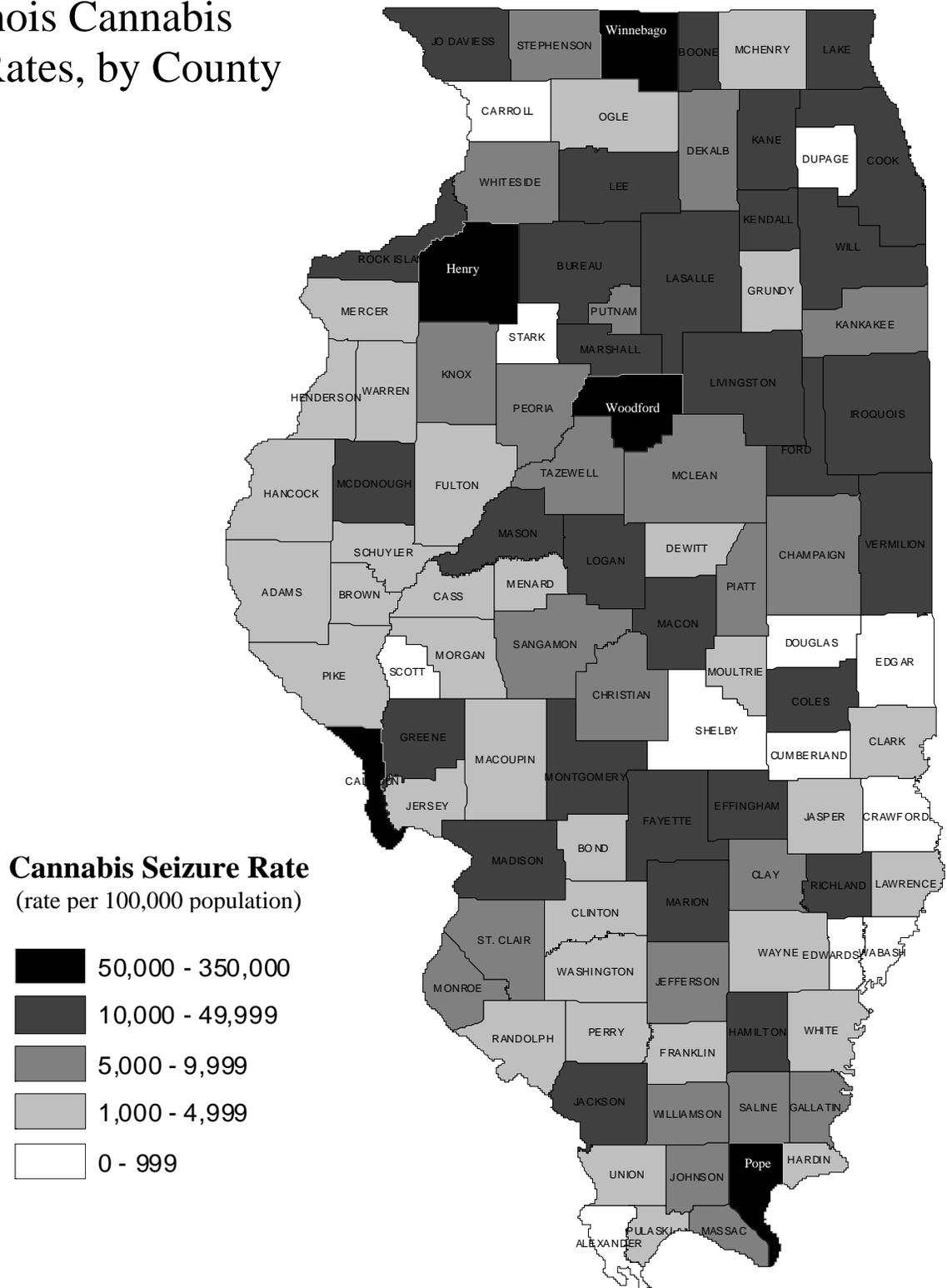
X. Appendices

Map 1

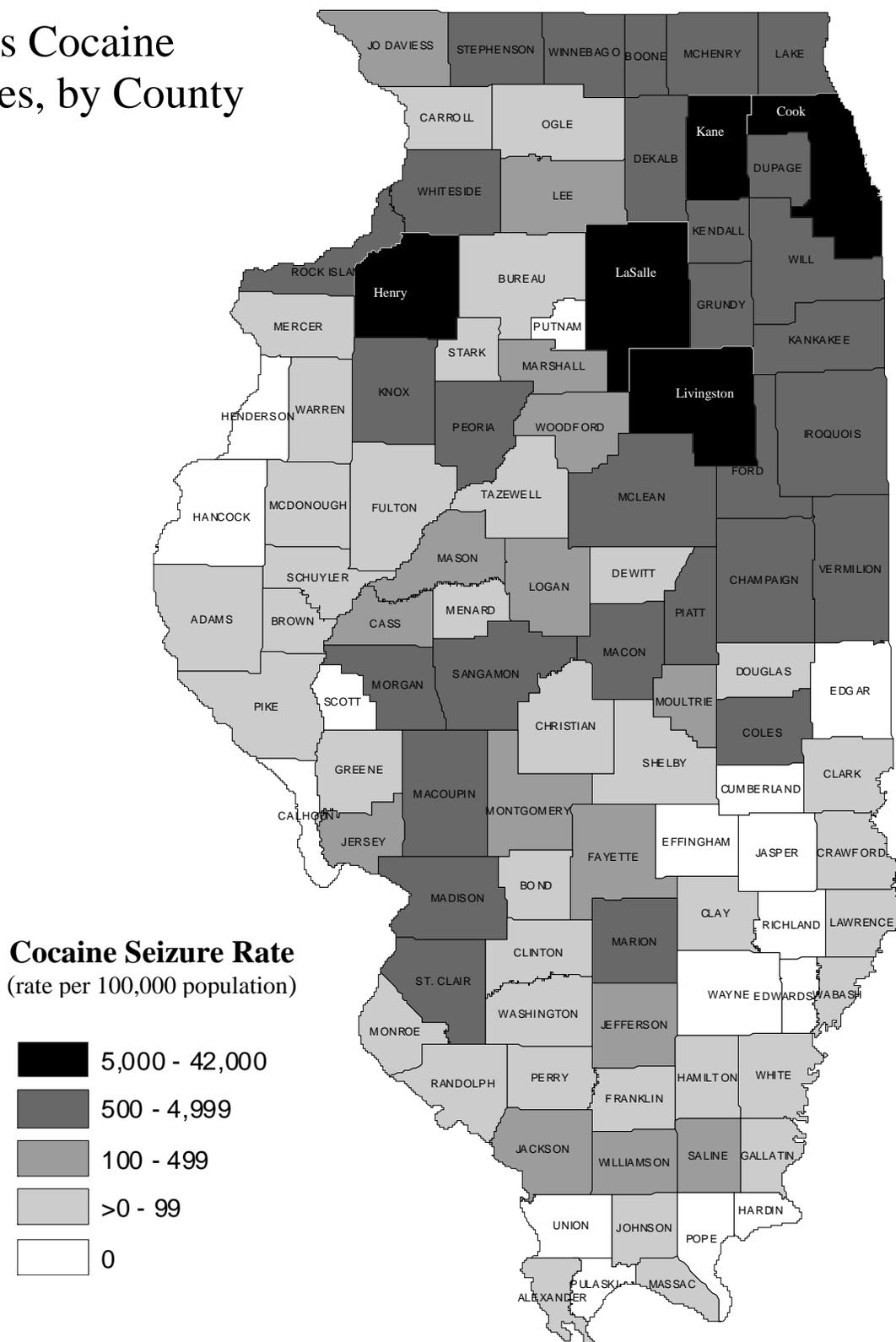
SFY 2002 Percent of Illinois' County-level Population Covered by an Authority-funded Metropolitan Enforcement Group or Task Force



2002 Illinois Cannabis Seizure Rates, by County

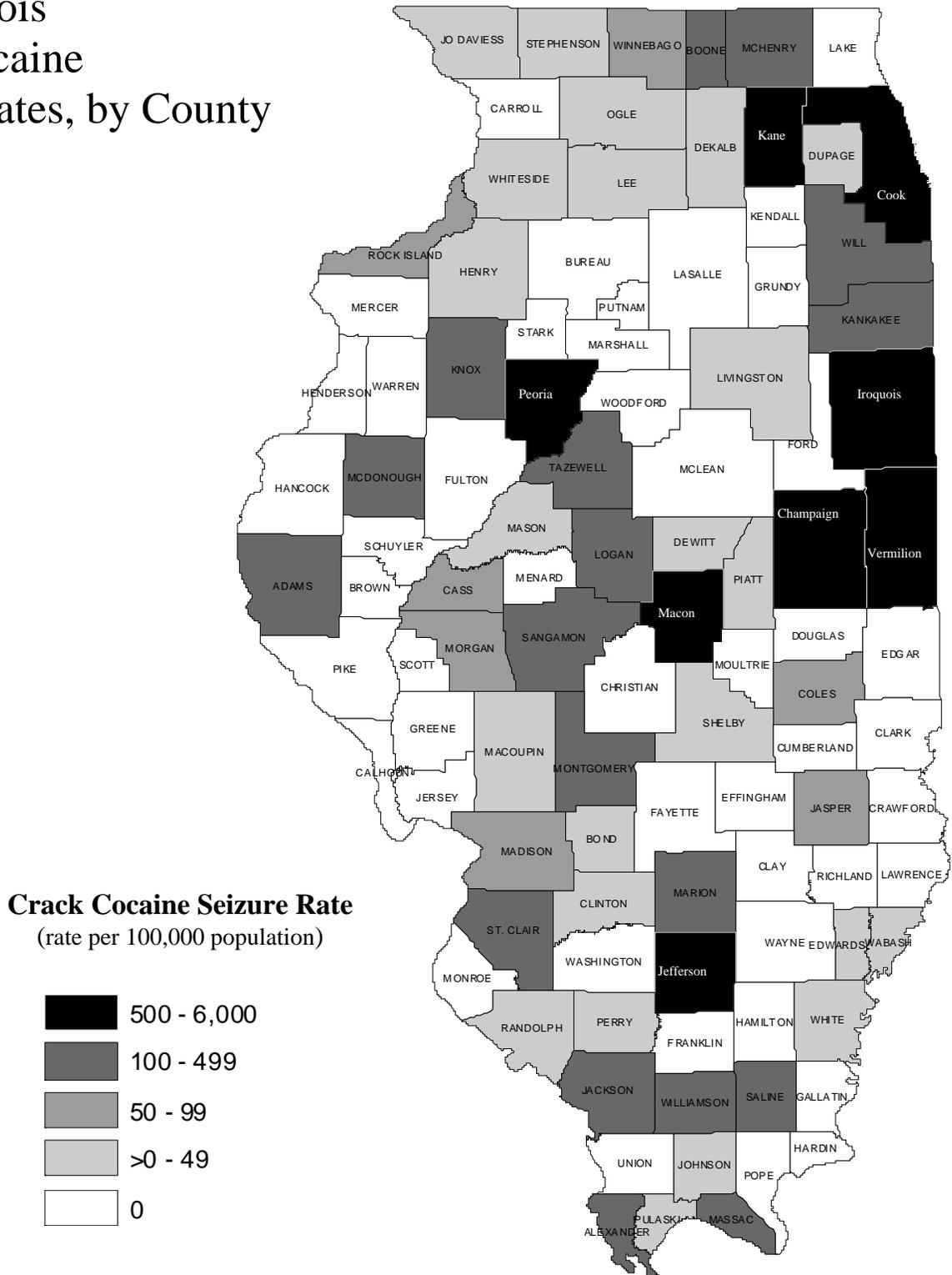


2002 Illinois Cocaine Seizure Rates, by County



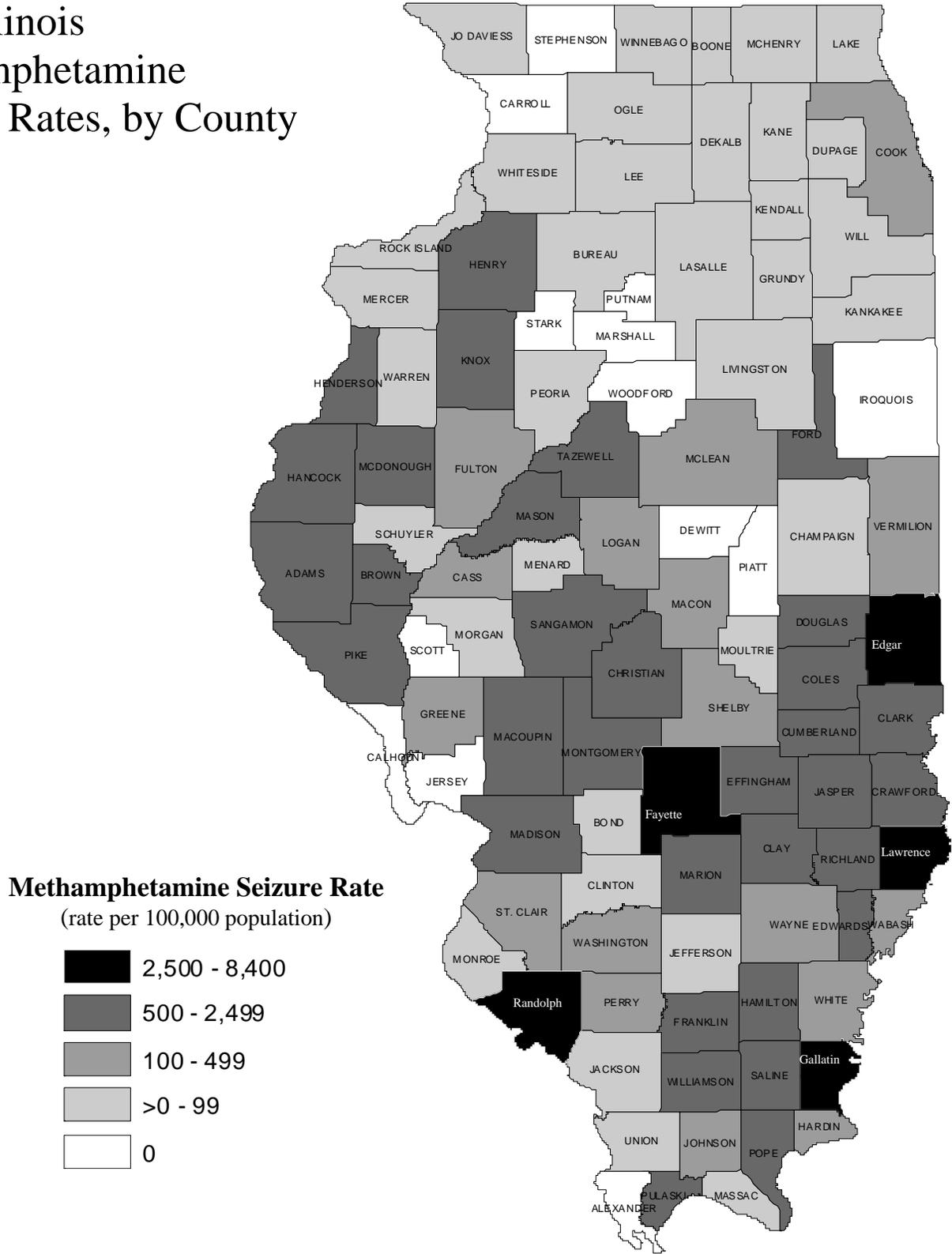
Map 4

2002 Illinois Crack Cocaine Seizure Rates, by County



Map 5

2002 Illinois Methamphetamine Seizure Rates, by County



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