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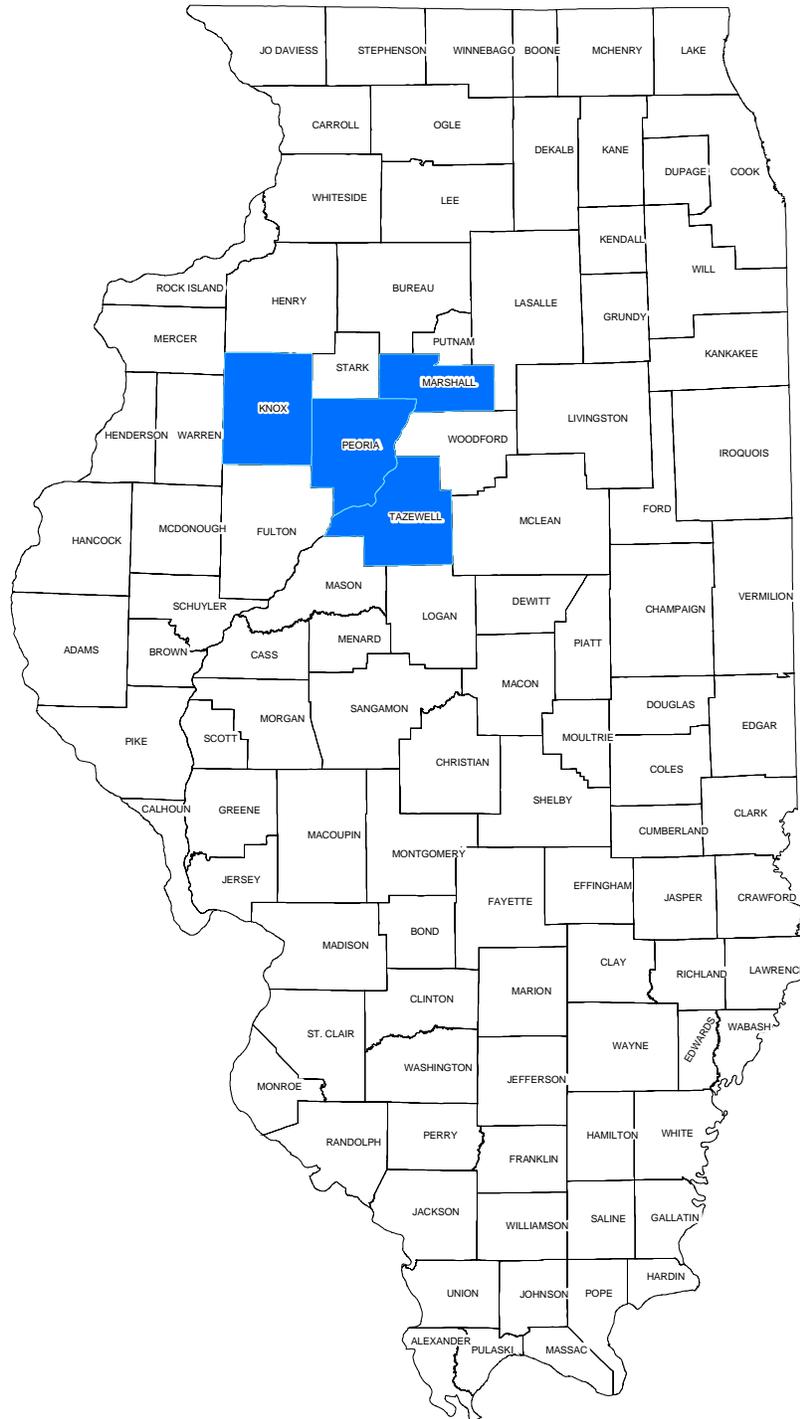
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March 2004

Assessing Illinois' Metropolitan Enforcement Groups and Task Forces



A Profile of the Multi-County Narcotics 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, seven local Illinois police agencies participated in the Multi-County Narcotics Enforcement Group (MCNEG). A participating agency is defined as one that contributes either personnel or financial resources to MCNEG. Officers assigned to MCNEG (totaling ten in 2002, seven from participating agencies) accounted for 1 percent of the total number of sworn police officers working for agencies participating in MCNEG (page 1).
- The violent Index offense rate was collectively higher across jurisdictions participating in MCNEG than among the combined jurisdictions that did not participate in MCNEG. The difference between the violent Index offense rate for the participating and non-participating agencies remained about the same in recent years (page 3).
- The drug arrest rate tended to be higher in those jurisdictions participating in MCNEG than in those jurisdictions not participating. Also, the drug arrest rate for MCNEG was significantly less than the drug arrest rates of the agencies that participate and those that do not participate in MCNEG. This may be due to the fact that MCNEG comprised only 1 percent of all officers working in the jurisdictions participating in MCNEG (pages 6 and 7).
- When comparing the types of drug offenders arrested by those agencies participating in MCNEG, those agencies not participating, and MCNEG, it was found that MCNEG tended to target and arrest more serious drug law violators, specifically violators of the Controlled Substances Act, which tend to be felony-level offenses (page 9).
- The majority of all drug arrests reported by MCNEG, 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 MCNEG decreased, while seizures of cocaine increased (pages 15 and 16).
- Between 1989 and 2002, the majority of all drug arrests by MCNEG resulted in prosecution. Of these MCNEG drug offender prosecutions, 70 percent were for violations of Controlled Substances Act. In addition, between 1989 and 2002, over one-half (52 percent) of all drug offenders who were prosecuted as a result of MCNEG activity were convicted (page 19).
- In 2002, among those MCNEG drug offenders convicted and sentenced, prison sentences accounted for the largest proportion (53 percent), followed by probation sentences (28 percent) and jail sentences (19 percent) (page 21).

- Between 1989 and 2002, prison sentences resulting from MCNEG cases accounted for 21 percent of all drug-law violators sent to prison from the region where MCNEG operates (page 22).
- Unlike the arrests made by non-participating agencies, the arrests made by MCNEG and participating agencies tended to involve the substances considered to be most serious (i.e., felony versus misdemeanor) and the substances for which a large proportion of community residents were seeking and receiving substance abuse treatment in 2002 (page 26).
- Between state fiscal years 1989 and 1993, the number of substance-exposed infant cases reported and verified in the four-county region covered by MCNEG increased steadily before decreasing almost every year after 1995 (page 28).
- According to MCNEG survey responses, cannabis, cocaine and crack continued to be the most visible drugs on the street and were all reported to be “readily available” in the region covered by MCNEG, regions similar to that covered by MCNEG and statewide. The perceived availability of methamphetamine increased for all of the regions across the years surveys were conducted, while survey respondents were more likely to state that the availability of PCP remained relatively low across survey years, the availability of LSD decreased, and the availability of heroin increased (page 29).
- According to MCNEG survey responses, drug prices per gram in the region covered by MCNEG, in the regions covered by MEGs and task forces similar to MCNEG, and in the state varied widely. Generally speaking, survey respondents from all areas were more likely to report that for most drugs prices remained stable over time. The only exception is heroin, which varied significantly across regions, and PCP for which data was largely unavailable (page 30).

I. Introduction

The Multi-County Metropolitan Enforcement Group (MCNEG) covers the Illinois counties of Knox, Marshall, Peoria and Tazewell. Combined, these counties had a 2002 total population of 378,556 – one percent more than in 1990. In 2002, seven local Illinois police agencies participated in MCNEG. A participating agency is defined as one that contributes either personnel or financial resources to MCNEG. Participating agencies include the Marshall County Sheriff's Office, the Peoria County Sheriff's Office, the Tazewell County Sheriff's Office and the following municipal police departments: East Peoria, Pekin, Peoria, and Galesburg. These agencies served nearly 71 percent of the population in the four-county region covered by MCNEG in 2002 (see Map 1 on page 32).

In addition to agencies that participate in MCNEG, Knox, Marshall, Peoria, and Tazewell counties are served by 31 additional police departments that do not participate in MCNEG. According to the Illinois State Police, county sheriffs and local police departments in the four-county region covered by MCNEG, combined, employed 635 full-time police officers as of October 31, 2002, 489 of whom work in an agency participating in MCNEG. In comparison, there were a total of ten officers assigned to MCNEG in 2002, seven of which were assigned by participating agencies and three from the Illinois State Police (ISP). Thus, the officers assigned to MCNEG during 2002 accounted for a relatively small proportion—1 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 MCNEG, a number of state agencies have also provided data to the Authority that are included in this report. Specifically, the Illinois State Police, the Administrative Office of the Illinois Courts, the Illinois Department of Human Services' Office of Alcoholism and Substance Abuse, the Illinois Department of Corrections and the Illinois Department of Children and Family Services all provided data used to develop this profile. The support and cooperation of these agencies and their staffs have helped make this report an informative and timely source of information on the activities of the criminal justice system in Illinois.

II. Trends in Violent Index Offenses and Arrests

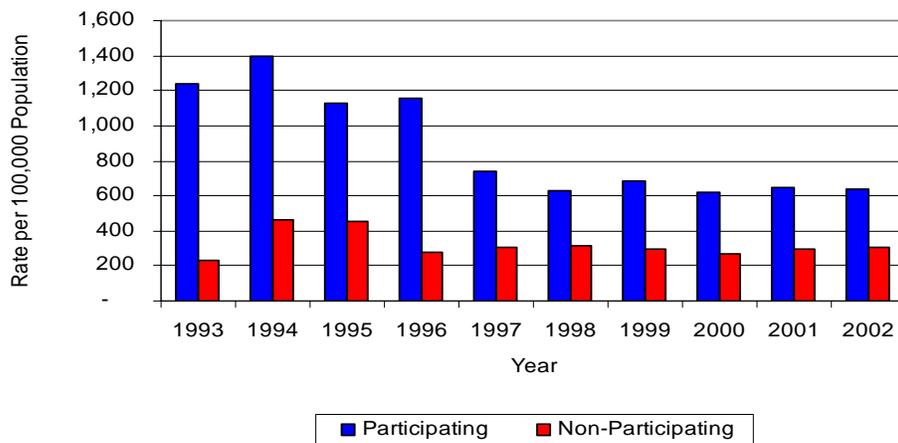
While most of Illinois' Metropolitan Enforcement Groups and drug task forces are primarily involved in drug enforcement activities, it is clear that the relationship between drugs and violence is particularly evident in a number of Illinois communities. In addition, a number of MEGs and task forces have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

In 2002, the number of violent Index offenses reported to the police in the four-county region covered by MCNEG totaled 2,055, a 43 percent decrease from the 3,584 offenses reported in 1993. The majority (61 percent) of violent Index offenses reported to the police between 1993 and 2002 were aggravated assaults, while 23 percent were robberies.

During the period analyzed, the violent Index offense rate for the region covered by MCNEG also decreased 43 percent, from 948 offenses per 100,000 population in 1993 to 543 offenses per 100,000 population in 2002. Similarly, the violent Index offense rate in the participating agencies decreased 48 percent, from 1,244 to 641 offenses per 100,000 population. Conversely, the rate in the non-participating agencies increased 30 percent, from 234 to 305 offenses per 100,000 population between 1993 and 2002 (Figure 1). Thus, the violent Index offense rate was collectively higher across jurisdictions participating in MCNEG than among the combined jurisdictions that did not participate in MCNEG, although this difference began to decline in 1997.

Figure 1

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



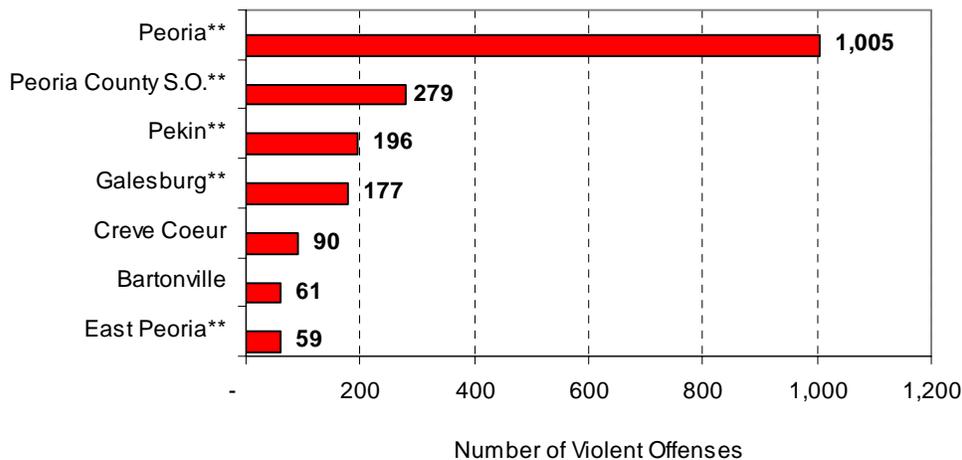
Source: ICJIA calculations using Illinois State Police and U.S. Census Bureau data

*Assessing Illinois' Metropolitan Enforcement Groups and Task Forces:
A Profile of Multi-County Narcotics Enforcement Group*

Across the 38 individual local law enforcement agencies covered by MCNEG’s jurisdiction, five agencies, the Peoria Police Department, the Pekin Police Department, the Peoria County Sheriff’s Office, the Galesburg Police Department, and the Creve Coeur Police Department accounted for 85 percent of all violent Index offenses reported to the police (Figure 2). Twenty-seven agencies had fewer than 50 violent Index offenses reported in 2002 and are excluded from Figure 2.

Figure 2

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



Source: Illinois State Police

*Agencies reporting 50 or more violent offenses
 **Agencies participating in MCNEG

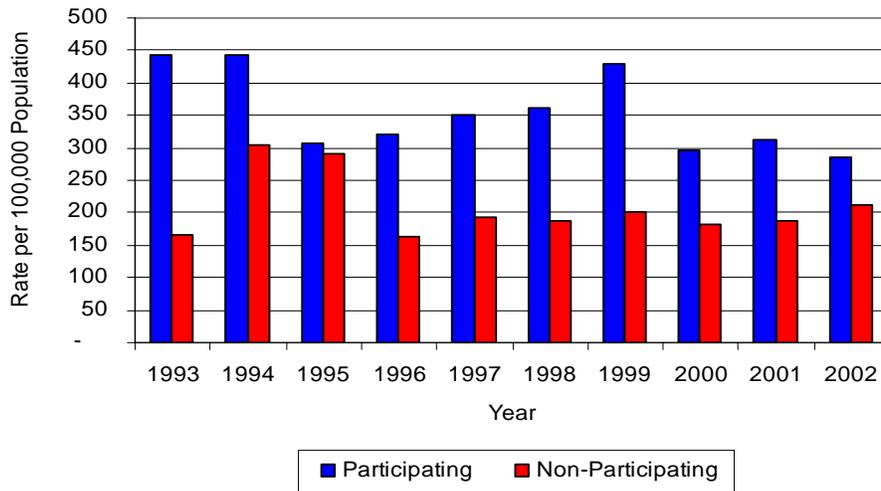
An indicator of the workload that law enforcement agencies place on other components of the justice system is the number of arrests made by police, including those for violent and property Index offenses and drug offenses. Unlike offenses, which are what police must respond to, arrests represent those 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 MCNEG decreased 26 percent, from 1,363 to 1,002. As with reported violent Index offenses, the majority (81 percent) of violent Index arrests were for aggravated assaults, followed by robberies (11 percent).

During the period analyzed, the violent Index arrest rate for the region covered by MCNEG decreased 27 percent, from 361 offenses per 100,000 population in 1993 to 265 arrests per 100,000 population in 2002. Similarly, the violent Index arrest rate in the participating agencies decreased 35 percent, from 442 to 286 offenses per 100,000 population, while the rate in the non-participating agencies increased 29 percent, from 165 to 213 offenses per 100,000 population (Figure 3).

Figure 3

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

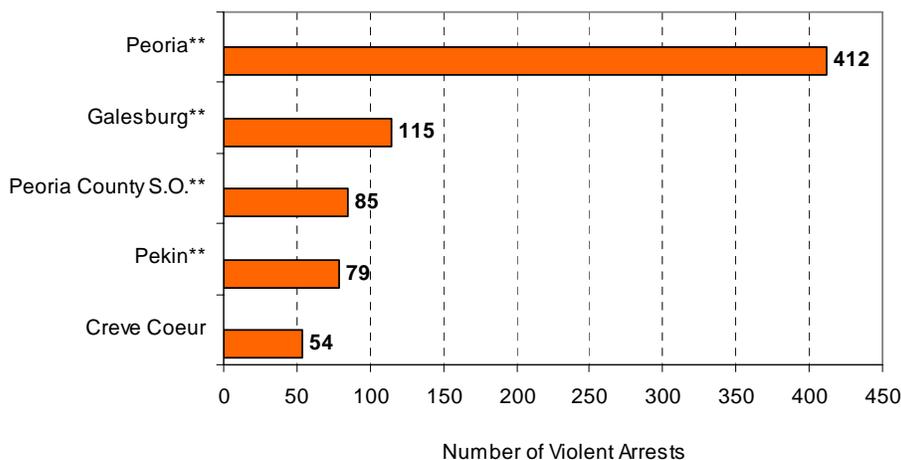


Source: ICJIA calculations using Illinois State Police and U. S. Census Bureau data

Similar to the number of violent Index offenses, the majority (75 percent) of arrests for violent Index offenses occurring in the four-county region covered by MCNEG were made by five agencies. Twenty-nine agencies had fewer than 50 arrests for violent Index offenses reported in 2002 and are excluded from Figure 4. Of the 998 violent Index arrests made in 2002, the Peoria Police Department accounted for the largest proportion (41 percent), followed by the Galesburg Police Department (12 percent) and the Peoria County Sheriff’s Office (9 percent).

Figure 4

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



Source: Illinois State Police

*Agencies reporting 50 or more violent offenses
 **Agencies participating in MCNEG

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.

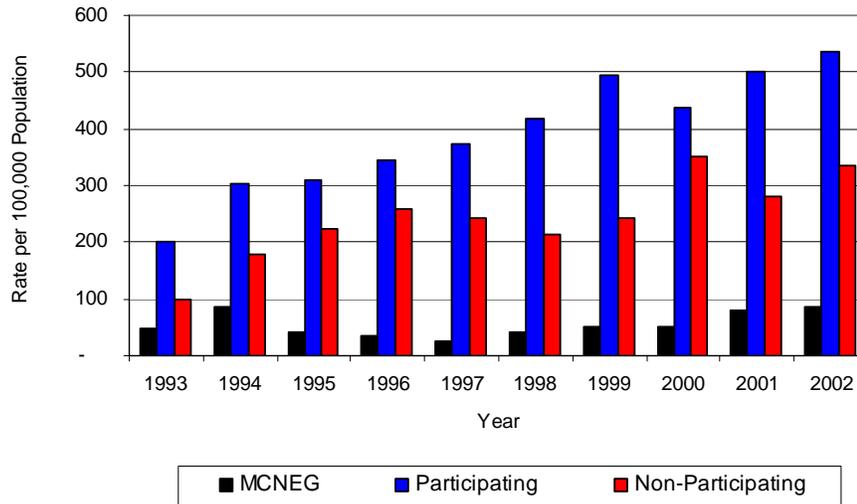
In 2002, local law enforcement agencies in the counties covered by MCNEG reported 1,803 arrests for drug law violations, nearly triple the number in 1993 (643 arrests). Between 1993 and 2002, arrests for violations of Illinois' Cannabis Control Act out-numbered arrests for violations of the Controlled Substances Act in Knox, Marshall, Peoria, and Tazewell counties, combined. During the same period, the number of arrests for violations of the Cannabis Control Act in these four counties combined more than tripled, from 326 to 1,022. Arrests for violations of the Controlled Substances Act in the four-county region combined more than doubled, from 317 to 781. In addition, arrests for violations of the Drug Paraphernalia Control Act, enacted in 1993, increased dramatically from 17 in 1993 to 912 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 MCNEG and the participating and non-participating agencies.

During the period analyzed, the drug arrest rate for the Cannabis Control and Controlled Substances Acts combined, in the region covered by MCNEG, more than doubled, from 170 arrests per 100,000 population in 1993 to 476 arrests per 100,000 population in 2002. Similarly, the drug arrest rate in the participating agencies more than doubled, from 200 to 535 arrests per 100,000 population, while the drug arrest rate for the non-participating agencies more than tripled, from 99 to 334 arrests per 100,000 population. The arrest rate for MCNEG, on the other hand, increased 83 percent, from 48 to 87 arrests per 100,000 population (Figure 5). Thus, the drug arrest rate tended to be higher in those jurisdictions participating in MCNEG than in those jurisdictions not participating. Also, the drug arrest rate for

MCNEG was significantly less than the drug arrest rate of the agencies that participate in MCNEG, as well as those that do not. This may be due to the fact that MCNEG was comprised of only 1 percent of all officers working in the jurisdictions participating in MCNEG.

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

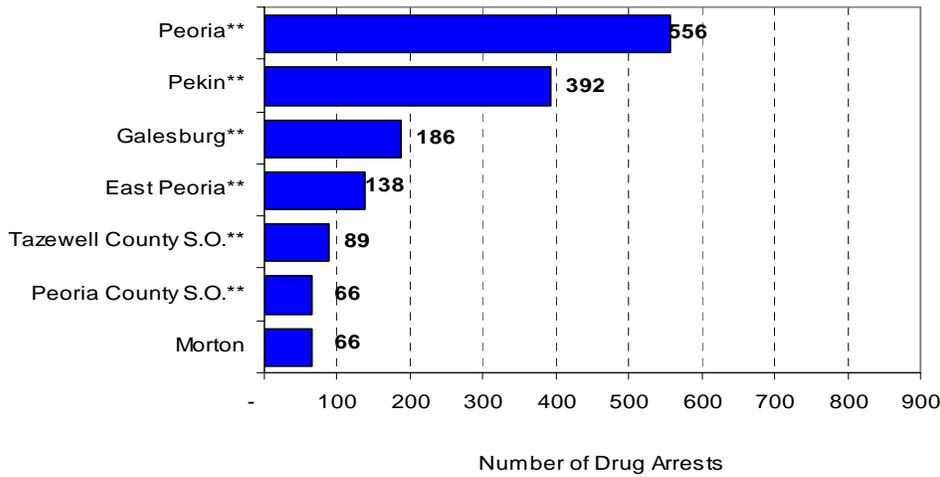


Source: ICJIA calculations using Illinois State Police, MCNEG and U.S. Census Bureau data

Across the individual local law enforcement agencies in the region covered by MCNEG, the total number of drug arrests, including all types of drug offenses, ranged from zero to 556. Of the 1,803 drug arrests made during 2002 in the four-county region, seven agencies accounted for 83 percent of these drug arrests. Twenty-seven agencies had fewer than 50 drug arrests reported in 2002 and are excluded from Figure 6. The Peoria Police Department accounted for almost one-third (31 percent) of arrests in the region, followed by the Pekin Police Department (22 percent) and the Galesburg Police Department (10 percent) (Figure 6). All but one of the seven agencies with the highest number of drug arrests reported participated in MCNEG.

Figure 6

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



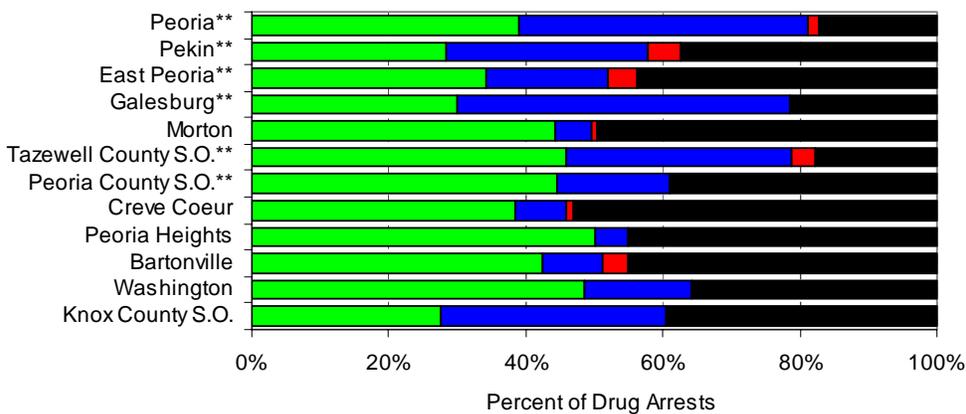
Source: Illinois State Police

*Agencies reporting 50 or more drug arrests
 **Agencies participating in MCNEG

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, there were more agencies in the region covered by MCNEG for which a majority of arrests were for violations of the Drug Paraphernalia Control Act than agencies for which a majority of arrests were for violations of the Cannabis Control Act, the Controlled Substances Act, or 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 MCNEG, by Drug Type



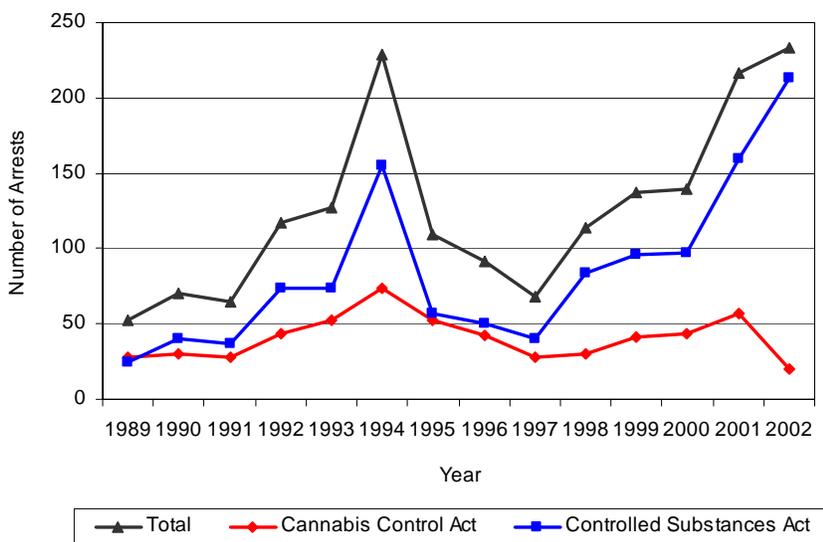
Source: Illinois State Police

*Agencies reporting 50 or more drug arrests
 **Agencies participating in MCNEG

Between 1993 and 2002, the number of combined cannabis and controlled substances arrests made by MCNEG increased 83 percent, from 127 to 233 (Figure 8). Unlike drug arrests made by most local police departments in the region, violations of the Controlled Substances Act accounted for the majority of drug arrests made by MCNEG throughout the period analyzed. During the period analyzed, the number of MCNEG arrests for violations of the Cannabis Control Act decreased 62 percent, from 53 to 20, while arrests for violations of the Controlled Substances Act nearly tripled, from 74 to 213 (Figure 8).

Figure 8

Drug Arrests by MCNEG



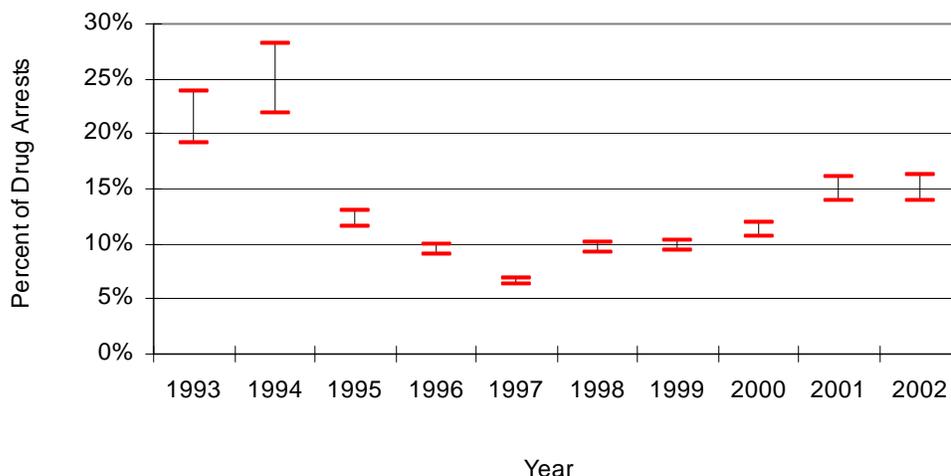
Source: MCNEG

Between 1993 and 2002, the proportion of drug arrests accounted for by violations of the Controlled Substances Act decreased for both participating and non-participating agencies. In 1993, 55 percent of arrests made by the participating agencies were for violations of the Controlled Substances Act, and in 2002, that percentage had decreased to 49 percent. As for the non-participating agencies, in 1993, 19 percent of arrests were for violations of the Controlled Substances Act, which increased to 20 percent in 2002. In 2002, 91 percent of the drug arrests made by MCNEG were for violations of the Controlled Substances Act, compared to 58 percent in 1993. Thus, arrests by MCNEG 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 MCNEG was 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 Substance Act are more likely to involve felony-level offenses.

The data presented below represent the percent of total drug arrests made by participating agencies that were accounted for by MCNEG. 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 MCNEG arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the MCNEG 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 MCNEG, was between 19 to 24 percent in 1993, but decreased to between 14 and 16 percent in 2002. Despite the fact that the officers assigned to MCNEG accounted for only 1 percent of the total number of

officers in participating agencies, they accounted for no less than 6 percent and perhaps as much as 28 percent of the drug arrests made in the jurisdiction of the participating agencies during the years analyzed.

Figure 9
Percent of Total Drug Arrests
Accounted for by MCNEG



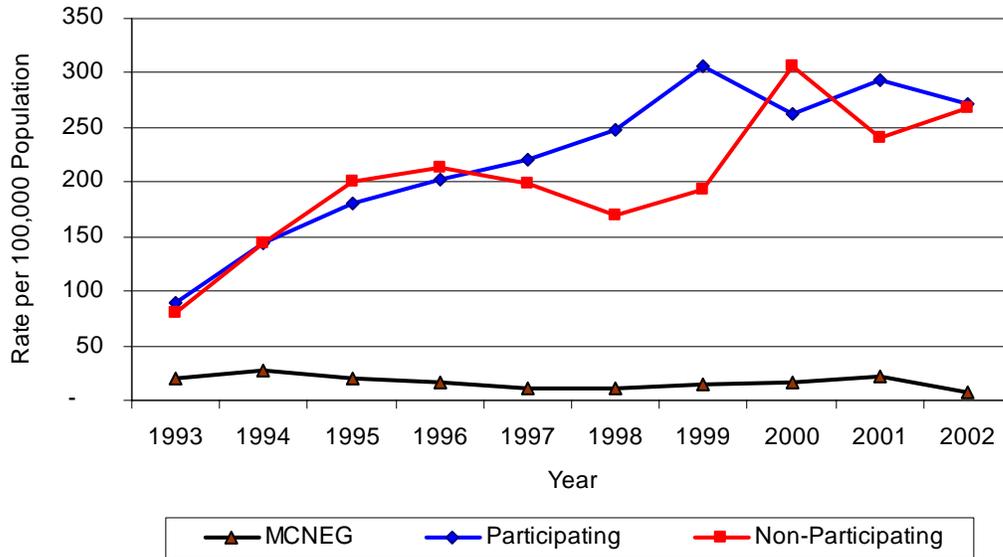
Source: ICJIA calculations using Illinois State Police and MCNEG data

The number of arrests for violations of Illinois' Cannabis Control Act in Knox, Marshall, Peoria, and Tazewell counties combined totaled 1,022 in 2002, more than triple the 326 arrests made for cannabis violations in 1993. In 2002, agencies participating in MCNEG accounted for the largest portion (71 percent) of the total number of arrests for cannabis violations. MCNEG reported a total of 14 arrests for cannabis violations in 2002, 8 percent of the unit's drug arrests.

During the period analyzed, the cannabis arrest rate for the region covered by MCNEG more than tripled, from 86 arrests per 100,000 population in 1993 to 270 arrests per 100,000 population in 2002. The cannabis arrest rate in the participating agencies tripled, from 89 to 271 arrests per 100,000 population, while the arrest rate in the non-participating agencies more than tripled from 80 to 268 arrests per 100,000 population. The cannabis arrest rate for MCNEG, on the other hand, decreased 62 percent, from 20 to seven arrests per 100,000 population (Figure 10). Thus, the arrest rate for violations of the Cannabis Control Act in the areas served by participating agencies was equal to or higher than the rate in areas served by non-participating agencies.

Figure 10

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



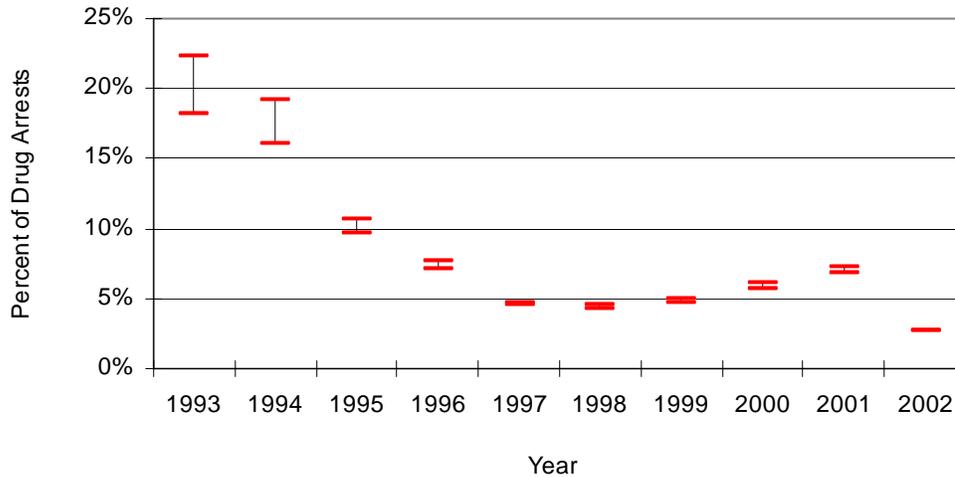
Source: ICJIA calculations using Illinois State Police, U.S. Census Bureau, and MCNEG data

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 MCNEG. 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 MCNEG arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the MCNEG 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 MCNEG, was between 18 to 22 percent in 1993, but decreased to 3 percent in 2002. The data presented in Figure 11 suggest that although arrests for the violation of the Cannabis Control Act made by MCNEG in 1993 represented a significant proportion of such arrests made in the jurisdictions of participating agencies, considering the number of officers working for MCNEG, this proportion dropped in subsequent years.

Figure 11

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



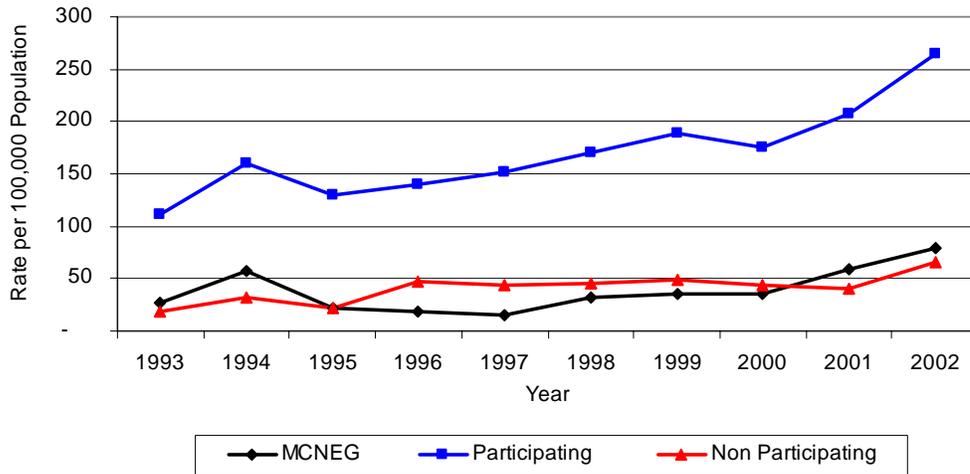
Source: ICJIA calculations using Illinois State Police and MCNEG data

In Knox, Marshall, Peoria, and Tazewell counties, the number of arrests for violations of Illinois' Controlled Substances Act more than doubled between 1993 and 2002, from 317 to 781. In 2002, MCNEG reported 168 arrests for controlled substance violations.

Between 1993 and 2002, the arrest rate for violations of the Controlled Substances Act for the region covered by MCNEG also more than doubled, from 84 to 206 arrests per 100,000 population (Figure 12). Similarly, the controlled substances arrest rate in the participating agencies also more than doubled, from 111 to 264 arrests per 100,000 population, while the arrest rate in the non-participating agencies more than tripled, from 19 to 66 arrests per 100,000 population. During the period analyzed, the controlled substances arrest rate for MCNEG more than doubled, from 28 to 79 arrests per 100,000 population (Figure 12). Thus, the arrest rate for violations of the Controlled Substances Act was higher for participating agencies than non-participating agencies.

Figure 12

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



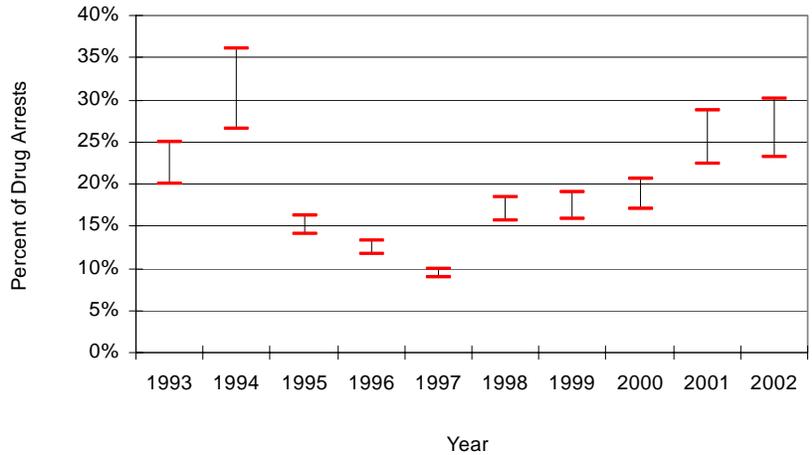
Source: ICJIA calculations using Illinois State Police, U.S. Census Bureau, and MCNEG data

The data presented below represent the percent of total arrests for violations of the Controlled Substances Act made by participating agencies accounted for by MCNEG. 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 MCNEG arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the MCNEG 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 MCNEG, was between 20 to 25 percent in 1993, increasing to between 23 to 30 percent in 2002. When examining the three figures together (Figures 9, 11, and 13), the data suggest that MCNEG 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 MCNEG

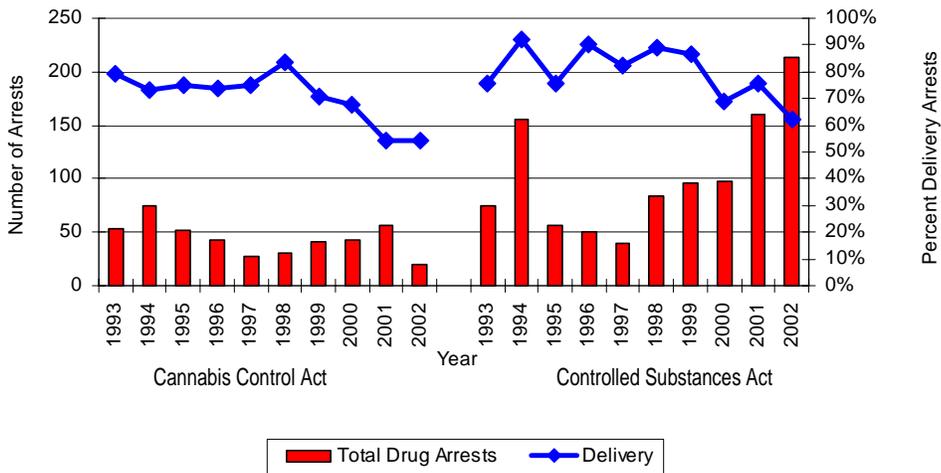


Source: ICJIA calculations using Illinois State Police and MCNEG data

Drug arrests for delivery accounted for the majority, but declining proportion of reported arrests by MCNEG between 1993 and 2002. During the period analyzed, the number of drug delivery arrests made by MCNEG increased from 98 to 143. Arrests for drug delivery accounted for more than three-quarters of all drug arrests made by MCNEG between 1993 and 2002. When cannabis and controlled substance arrests from 1993 to 2002 were examined separately, significant differences were noted. Although the number of arrests for controlled substances increased, the proportion of arrests for delivery declined from 76 percent in 1993 to 62 percent in 2002. On the other hand, similar to a decrease in arrests for cannabis violations, the proportion of arrests for the delivery of cannabis also decreased during the period from 79 percent to 54 percent. Despite these differences, arrests for the delivery of cannabis or other controlled substances accounted for the majority of arrests made by MCNEG during the period analyzed.

Figure 14

MCNEG Drug Arrests for Possession Versus Delivery, by Drug Type



Source: ICJIA calculations using MCNEG data

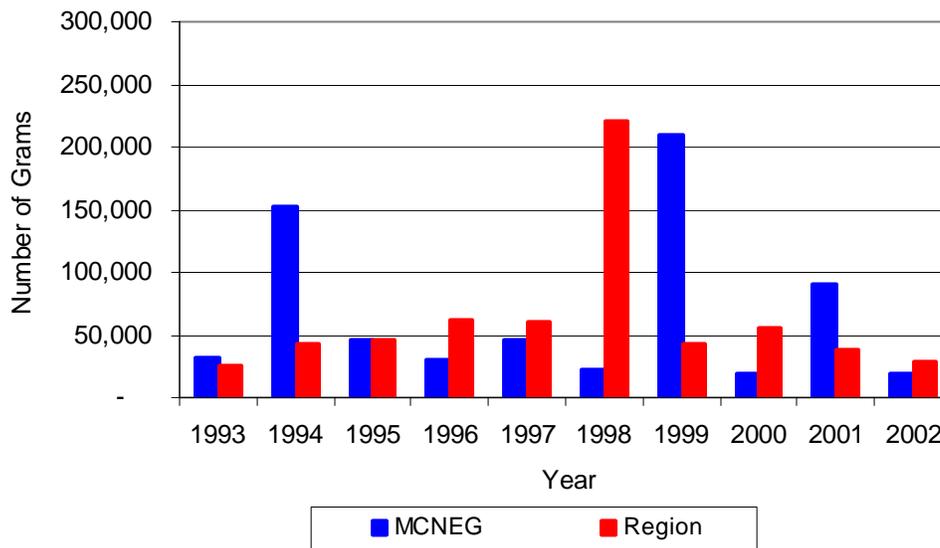
IV. Trends in Drug Seizures

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

As in most Illinois jurisdictions, cannabis accounts for the majority of illegal drugs seized in the four-county region covered by MCNEG. The quantity of cannabis seized and submitted by law enforcement agencies in Knox, Marshall, Peoria, and Tazewell counties increased 12 percent, from 25,463 grams in 1993 to 28,475 grams in 2002. However, the quantity of cannabis seized by MCNEG decreased 38 percent 1993 and 2002, from 31,291 grams to 19,545 grams (Figure 15). In 2002, MCNEG's cannabis seizure rate of 7,293 grams per 100,000 population was less than one-half the statewide cannabis seizure rate of 19,437 grams per 100,000 population, but only 3 percent less than the seizure rate of 7,522 grams per 100,000 population in the four-county region covered by MCNEG (Map 2).

Figure 15

Cannabis Seized and Submitted to ISP by
Knox, Marshall, Peoria, and Tazewell
Counties and Seized by MCNEG

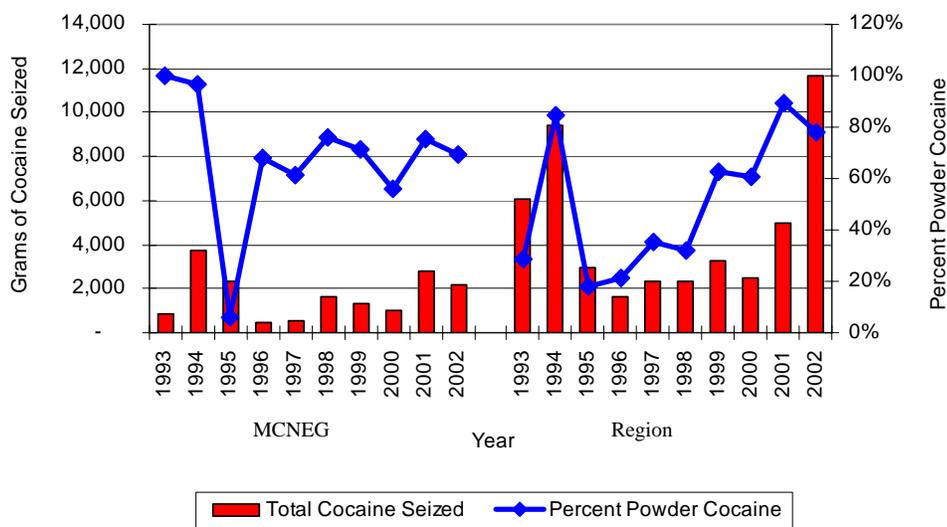


Source: Illinois State Police and MCNEG

Between 1993 and 2002, a combination of crack and powder cocaine has accounted for a small proportion of drugs seized in the four-county region covered by MCNEG. The quantity of cocaine seized and submitted by law enforcement agencies in Knox, Marshall, Peoria, and Tazewell counties increased 92 percent, from 6,053 grams in 1993 to 11,641 grams in 2002. Between 1993 and 2002, the quantity of cocaine seized by MCNEG more than doubled, from 834 grams to 2,148 grams.

The proportion of all cocaine seized accounted for by powder cocaine increased from 29 percent in 1993 to 78 percent in 2002 in the region covered by MCNEG. In contrast, for MCNEG, although powder cocaine accounted for the largest proportion of total cocaine seizures in all but one of the years examined, the proportion decreased from 100 percent in 1993 to 70 percent in 2002 (Figure 16). In 2002, MCNEG's cocaine seizure rate of 801 grams per 100,000 population was 74 percent lower than the cocaine seizure rate of 3,075 grams per 100,000 population in the four-county region covered by MCNEG, and was significantly 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 Knox, Marshall, Peoria, and Tazewell Counties and Seized by MCNEG



Source: Illinois State Police and MCNEG

The total quantity of illegal drugs seized and submitted by law enforcement agencies in Knox, Marshall, Peoria and Tazewell counties increased between 1993 and 2002, from 31,628 grams to 43,705 grams, with a high of 223,277 grams seized in 1998. On the other hand, the total quantity of illegal drugs seized by MCNEG has increased from 32,185 grams in 1993 to 54,284 grams in 2002.

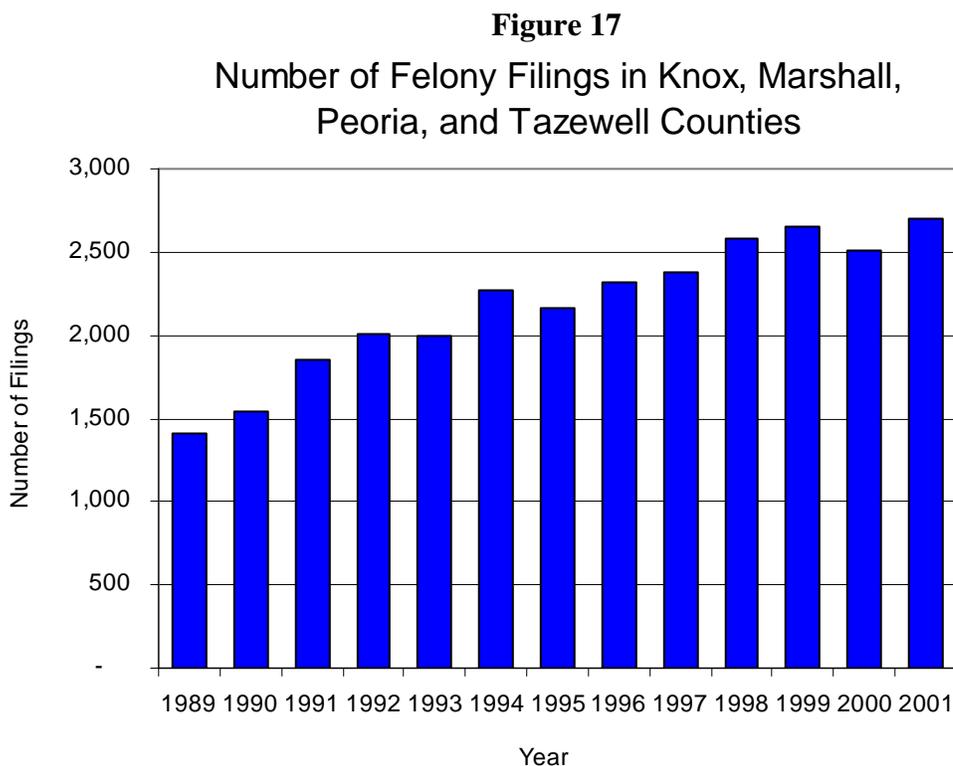
During most of the time period analyzed, methamphetamine seizures accounted for a relatively small proportion of total drugs seized by MCNEG and the region covered by MCNEG. MCNEG reported no methamphetamine seizures between 1994 and 1997, and methamphetamine seizures accounted for less than 1 percent of all drugs seized from 1998 to 2000, and for just 4 percent in 2001. In 2002, however, methamphetamine seizures accounted for 60 percent of all drugs seized by MCNEG. In 2002, 32,525

grams of methamphetamine were seized by MCNEG. Methamphetamine seizures accounted for an increasing proportion of total drug seizures in the four-county region covered by MCNEG during the period analyzed, increasing from less than 1 percent throughout 1994 to 2000, to 5 percent in 2002 when 2,014 grams of methamphetamine were seized. In 2002, MCNEG had a methamphetamine seizure rate of 12,136 grams per 100,000 population, significantly higher than the statewide and regional seizure rates of 222 grams per 100,000 population and 532 grams per 100,000 population, respectively (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.

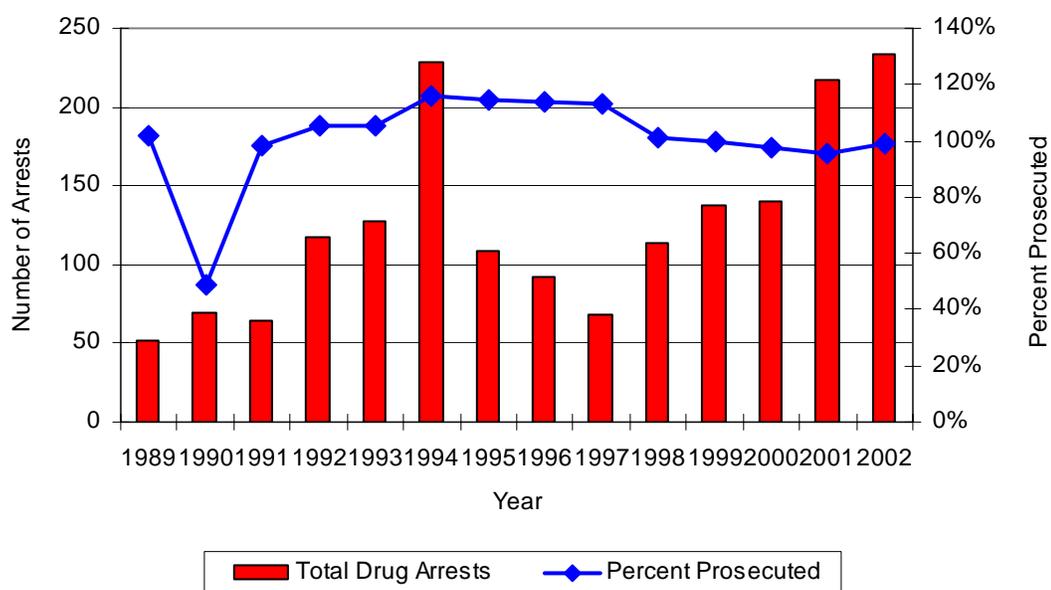
Between 1989 and 2001, the number of felony filings in the four-county region covered by MCNEG increased nearly every year. During the period analyzed, the number of felony filings increased 92 percent, from a period low of 1,407 filings in 1989, to a period high of 2,707 filings in 2001 (Figure 17).



Source: Administrative Office of the Illinois Courts

Between 1989 and 2002, there was a total of 1,807 drug prosecutions initiated as a result of MCNEG drug arrests in Knox, Marshall, Peoria, and Tazewell counties. During this time, the number of MCNEG drug arrests increased more than three-fold, from 52 arrests in 1989 to 233 arrests in 2002 (Figure 18). The majority (70 percent) of MCNEG drug offender prosecutions during this period were for violations of the Controlled Substance Act. In some years, the proportion of arrests resulting in a prosecution exceeded 100 percent. This 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 actually occurring, which could also affect the number of prosecutions reported.

Figure 18
Total MCNEG Drug Arrests and Percentage
of Arrests Resulting in Prosecution



Source: ICJIA calculation using MCNEG data

Between 1989 and 2002, over one-half (939) of the 1,807 drug offenders who were prosecuted as a result of MCNEG activity were convicted. Convictions for controlled substances accounted for 49 percent of all MCNEG initiated convictions during the period analyzed.

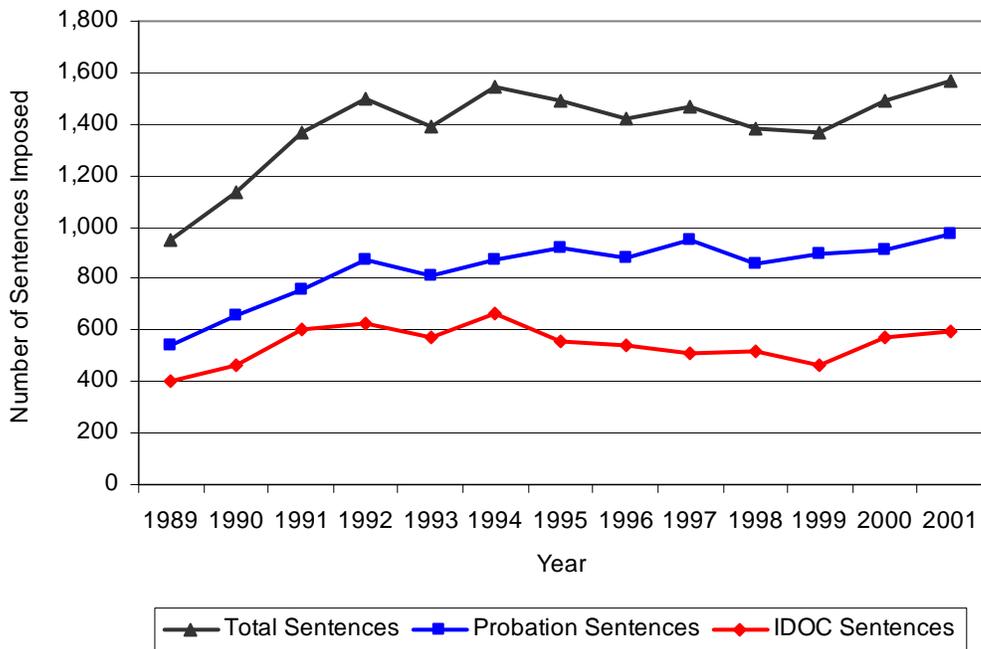
VI. Trends in Percent of Convicted Drug Offenders Sentenced to Prison

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 four-county region covered by MCNEG increased 66 percent, from 949 to 1,572. Although the number of convicted felons sentenced to the Illinois Department of Corrections (IDOC) increased between 1989 and 2001, from 402 to 594, the proportion of felons sentenced to IDOC decreased during the same period, from 42 percent to 38 percent of total felony sentences. In 2001, 973 probation sentences were imposed on convicted felons, 79 percent more than in 1989 (Figure 19). As a result, the proportion of felons sentenced to probation increased from 57 percent in 1989 to 62 percent in 2001.

Figure 19

Sentences Imposed on Felons Convicted in Knox, Marshall, Peoria, and Tazewell Counties

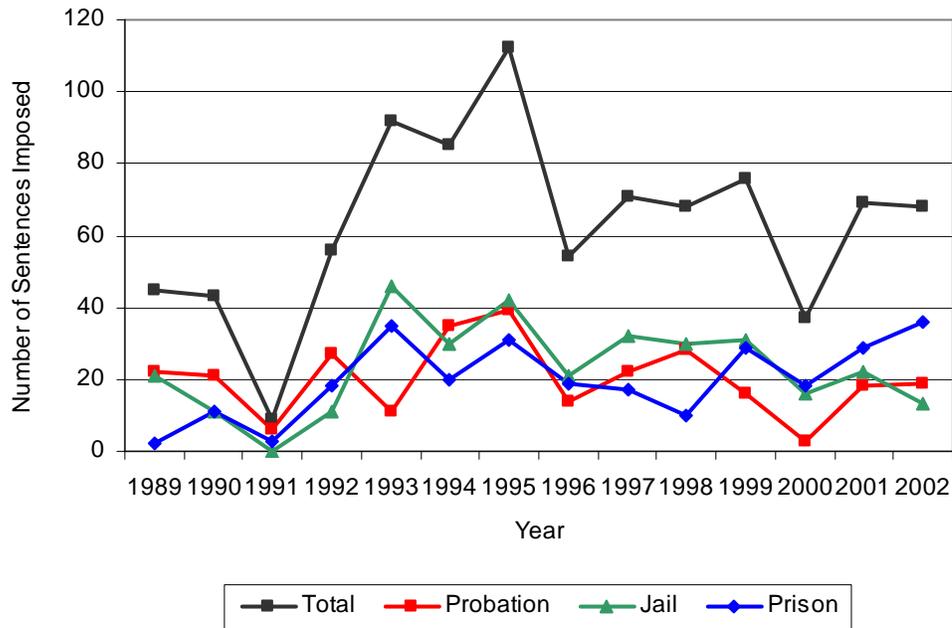


Source: Administrative Office of the Illinois Courts

Between 1989 and 2002, the number of MCNEG drug offenders convicted and sentenced increased from 45 to 68. During the period analyzed, the number of convicted MCNEG drug offenders sentenced to jail decreased from 21 in 1989 to 13 in 2002 and the number of convicted MCNEG drug offenders sentenced to prison increased from two to 36 (Figure 20), while the number sentenced to probation decreased slightly, from 22 to 19. In 2002, among those MCNEG drug offenders convicted and sentenced, prison sentences accounted for the largest proportion (53 percent), followed by probation sentences (28 percent) and jail sentences (19 percent).

Figure 20

Sentences Imposed on Convicted MCNEG Drug Offenders

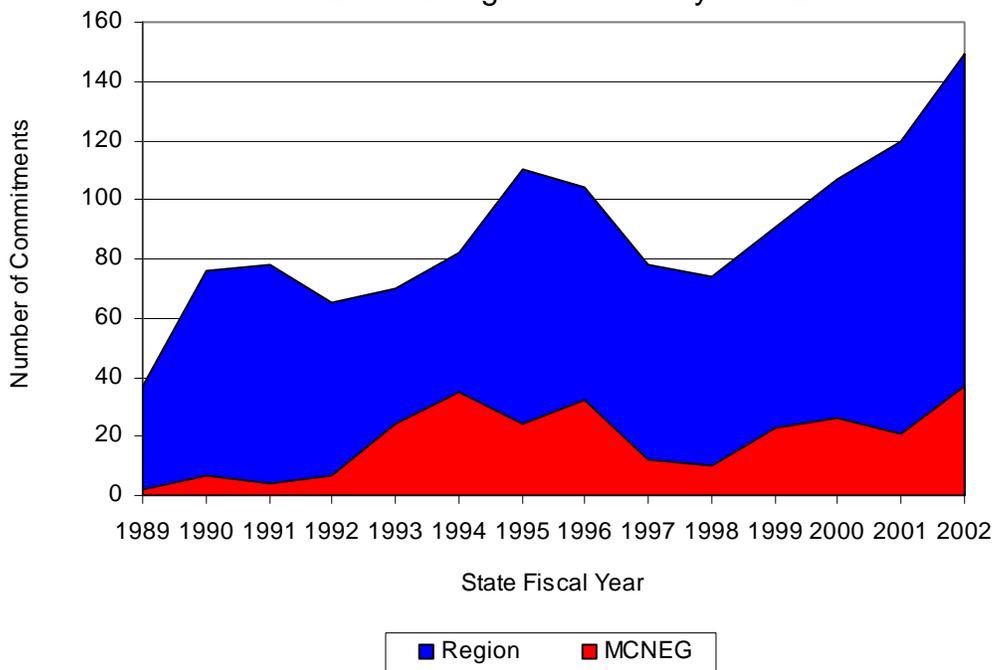


Source: MCNEG

Between state fiscal years¹ 1989 and 2002, the number of new court commitments to IDOC's Adult Division for drug offenses from the four-county region covered by MCNEG quadrupled, from 37 to 149. The number of drug offender admissions by MCNEG also increased from two to 37 between 1989 and 2002 (Figure 21). Thus, during the period analyzed, prison sentences resulting from MCNEG cases accounted for 21 percent of all drug-law violators sentenced to prison from the region where MCNEG operates.

Figure 21

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



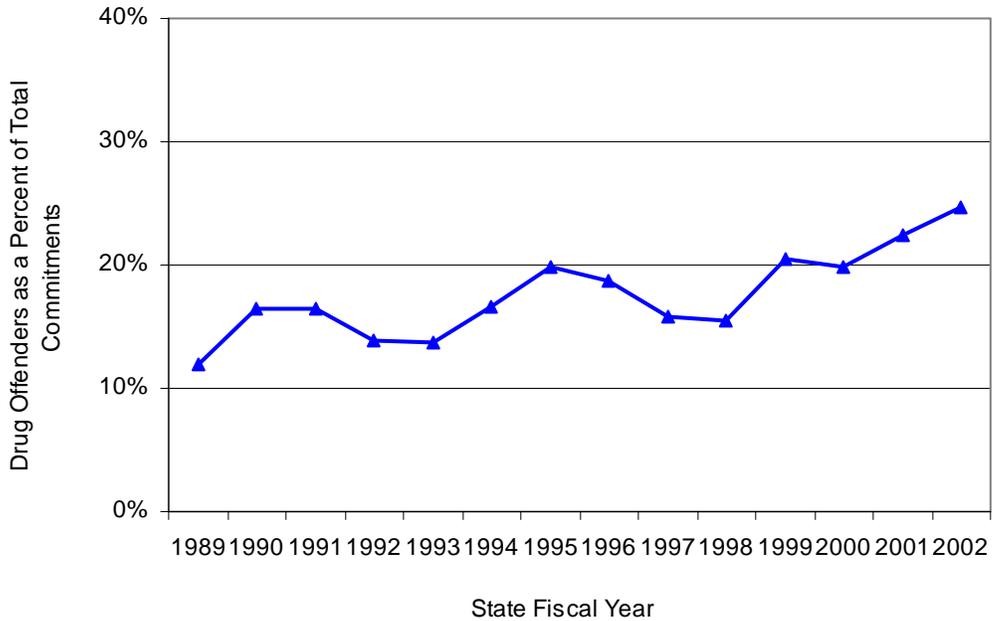
Source: Illinois Department of Corrections and MCNEG

During the period analyzed, drug offenders accounted for an increasing proportion of adults convicted and sentenced to prison from Knox, Marshall, Peoria, and Tazewell counties. In 1989, drug offenses accounted for 12 percent of all commitments to IDOC, compared to 25 percent in 2002 (Figure 22).

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.

Figure 22

Drug Offenders as a Percent of Total IDOC Commitments from Knox, Marshall, Peoria, and Tazewell Counties

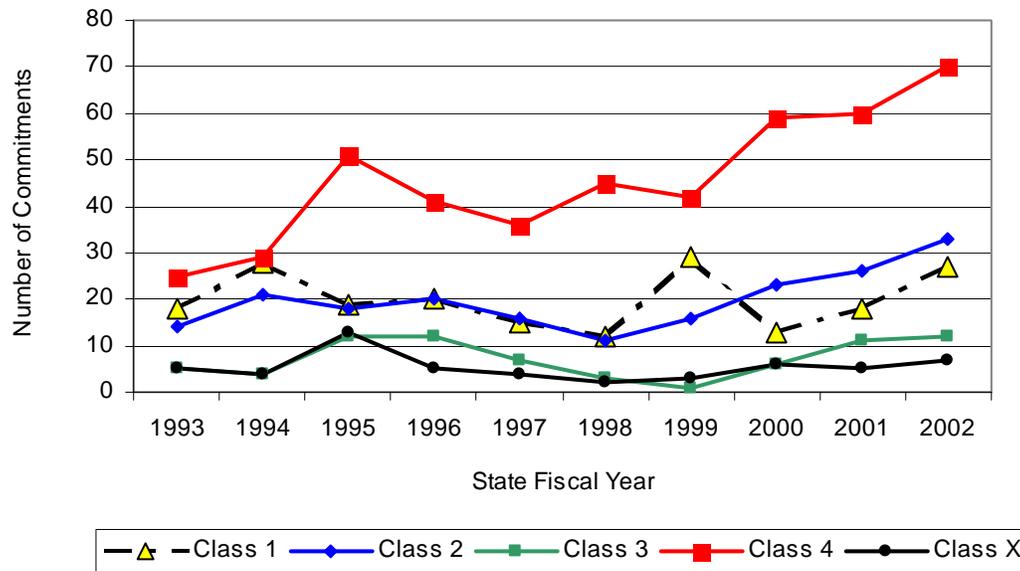


Source: Illinois Department of Corrections

Penalties for drug offenses were also examined between 1993 and 2002. Class 4 felonies accounted for the largest proportion (47 percent) of sentences to IDOC for drug offenses, followed by Class 1 felonies (21 percent), Class 2 felonies (20 percent), Class 3 felonies (7 percent) and Class X felonies (5 percent). Between 1993 and 2002, the number of Class 4 felony sentences increased from 25 to 70, while Class 1 felony sentences increased from 18 to 27 and Class 2 felony sentences increased from 14 to 33. The number of Class 3 and Class X felonies also increased during the period analyzed (Figure 23).

Figure 23

**Drug Offenders Committed to IDOC from
Knox, Marshall, Peoria, and Tazewell Counties,
by Offense Class**



Source: Illinois Department of Corrections

Despite the dramatic increase in Class 4 felony sentences to IDOC between 1993 and 2002, the mean sentence length for Class 4 felonies decreased slightly, from 2.8 years to 2.4 years. Likewise, the mean sentence length for Class 1 felonies decreased from 6.2 to 5.2 years between 1993 and 2002. On the other hand, between 1993 and 2002, the mean sentence length for Class 3 felonies increased from 2.7 to 3.7 years, the mean sentence length for Class 2 felonies increased slightly from 4.1 to 4.2 years, and the mean sentence length for Class X felonies increased from 7.5 to 12 years.

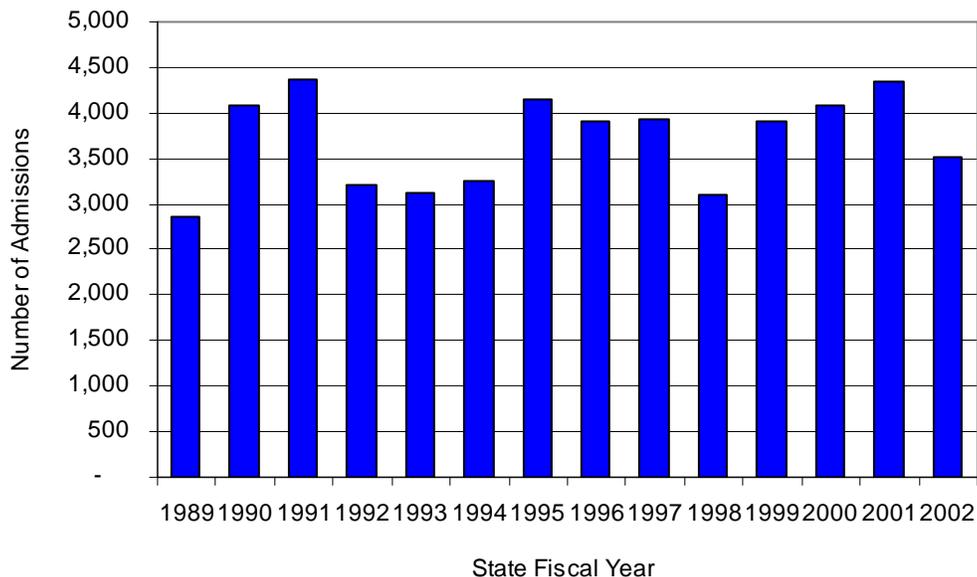
VII. Trends in Drug Treatment Admissions in MCNEG Region by Drug Type

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 3,505 admissions for alcohol or drug abuse treatment from Knox, Marshall, Peoria, and Tazewell counties, 23 percent more than the 2,854 admissions in 1989 (Figure 24). Among the 3,505 admissions to substance abuse treatment in state fiscal year 2002, 43 percent (1,514) reported alcohol as their primary substance of abuse, while abuse of illicit substances accounted for 53 percent, and 4 percent reported no primary substance of abuse.

Figure 24

Substance Abuse Treatment Admissions from Knox, Marshall, Peoria, and Tazewell Counties



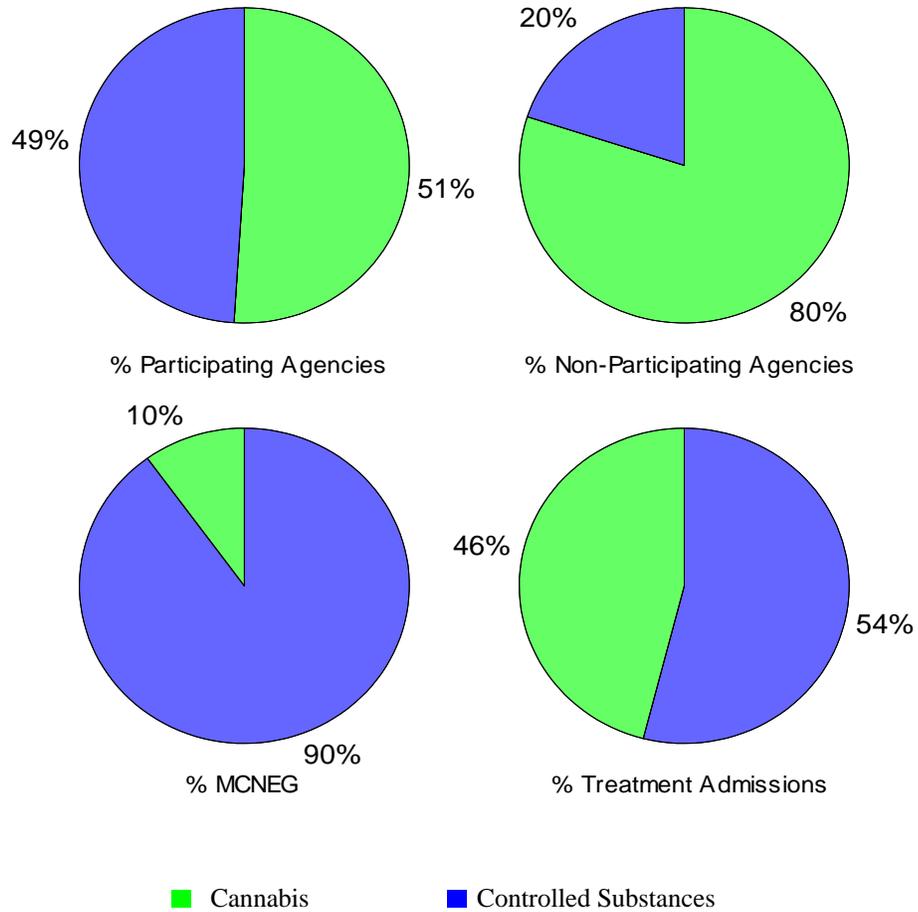
Source: Illinois Department of Human Services'
Office of Alcoholism and Substance Abuse

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 MCNEG 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 MCNEG and participating agencies accounted for by drugs other than marijuana (Controlled Substances Act offenses) more closely resembled the proportion of drug treatment admissions from the covered regions accounted for by these substances. Thus, there is considerable convergence between the drugs involved in MCNEG and local participating drug arrests and treatment admissions. On the other hand, the majority of arrests by non-participating agencies were for violations of the Cannabis Control Act. Thus, while non-participating agency drug arrests may reflect the most widely available and used drug in the region, they did not involve the same substances for which individuals were seeking and receiving treatment, nor did the majority of arrests by non-participating police departments involve the substances considered to be most serious (i.e., felony versus misdemeanor) (Figure 25).

Figure 25

Comparison of Drug Arrests by MCNEG and Participating and Non-participating Agencies vs. Drug Abuse Treatment Admissions in Knox, Marshall, Peoria, and Tazewell Counties, 2002



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

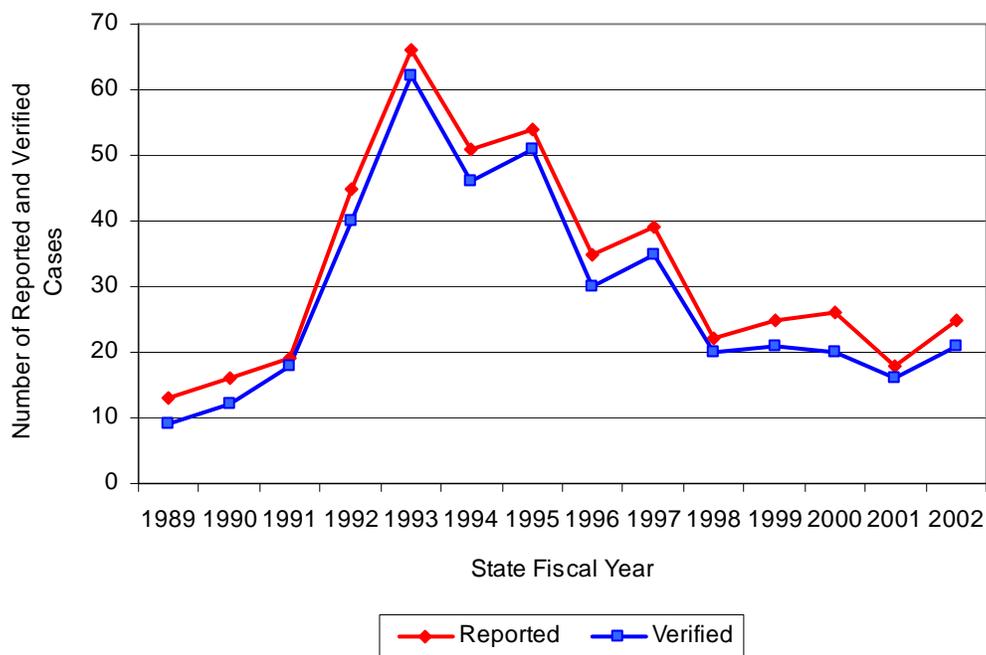
VIII. Trends in Substance-Exposed Infants

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

Between state fiscal years 1989 and 1995, the number of substance-exposed infant cases reported in the four-county region covered by MCNEG soared from a period low of 13 to a period high of 66, before decreasing almost every subsequent year to 25 in 2002. Between state fiscal years 1989 and 2002, 401 cases, or 88 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 MCNEG region also jumped dramatically between 1989 and 1993 from nine to 51 before dropping to 21 cases in 2002 (Figure 26).

Figure 26

Cases of Substance-Exposed Births in Knox, Marshall, Peoria, and Tazewell Counties



Source: Department of Children and Family Services

IX. Summary of Drug Situation

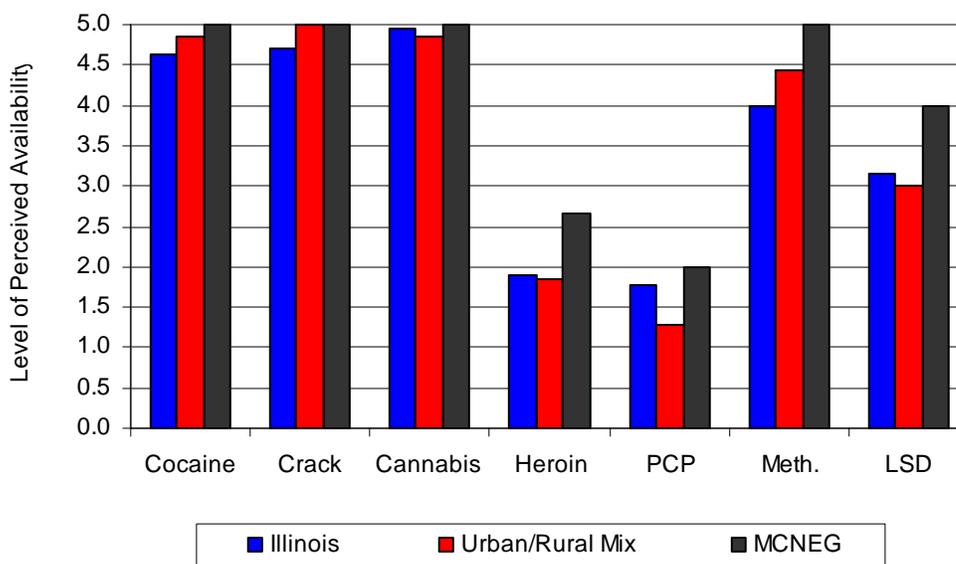
Although the distribution of illegal drugs is difficult to measure precisely, data obtained from criminal justice sources can be helpful in estimating drug availability. Information from a recent survey of Illinois drug enforcement units, as well as the most up-to-date data available on drug price, are 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 was 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 MCNEG survey responses, cannabis, cocaine, and crack continued to be the most visible drugs on the street and were all reported to be “readily available” across all regions analyzed throughout the years surveys were conducted. Statewide, the perceived availability of LSD decreased over time, while the perceived availability of methamphetamine and heroin increased and PCP’s availability remained the same. As for regions similar to the one covered by MCNEG, the perceived availability of PCP and LSD decreased over time, while the perceived availability of heroin remained the same and the perceived availability of methamphetamine increased (Figure 27).

Figure 27

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

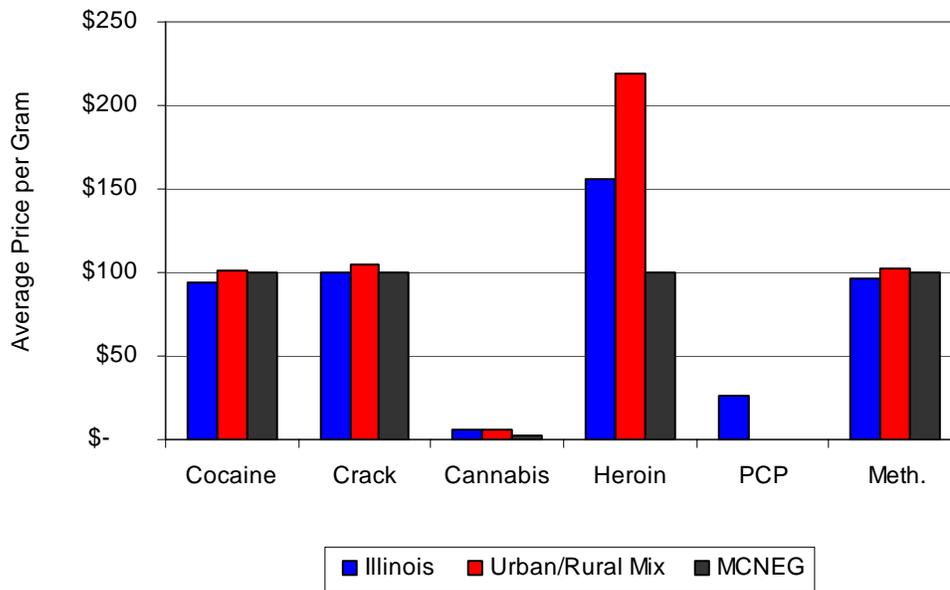


Source: Authority Survey of Illinois MEGs and task forces

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 statewide surveys of MEG and task force units, the average price of cocaine, cannabis, heroin, and methamphetamine appear to be relatively stable statewide throughout the years surveys were conducted. Statewide the prices of crack and PCP seemed to decrease over time. As for the areas similar to the one covered by MCNEG, the prices of cocaine, heroin, and methamphetamine increased throughout the years surveyed, whereas the prices of crack and cannabis remained the same. Not enough information was available to determine changes in the price of PCP in areas similar to the one covered by MCNEG. The price of all drugs in the area covered by MCNEG remained stable except for cannabis, the price of which decreased, and PCP, for which data was unavailable. In addition, the price for heroin varied significantly across regions (Figure 28).

Figure 28
Price Per Gram in Illinois, 2000

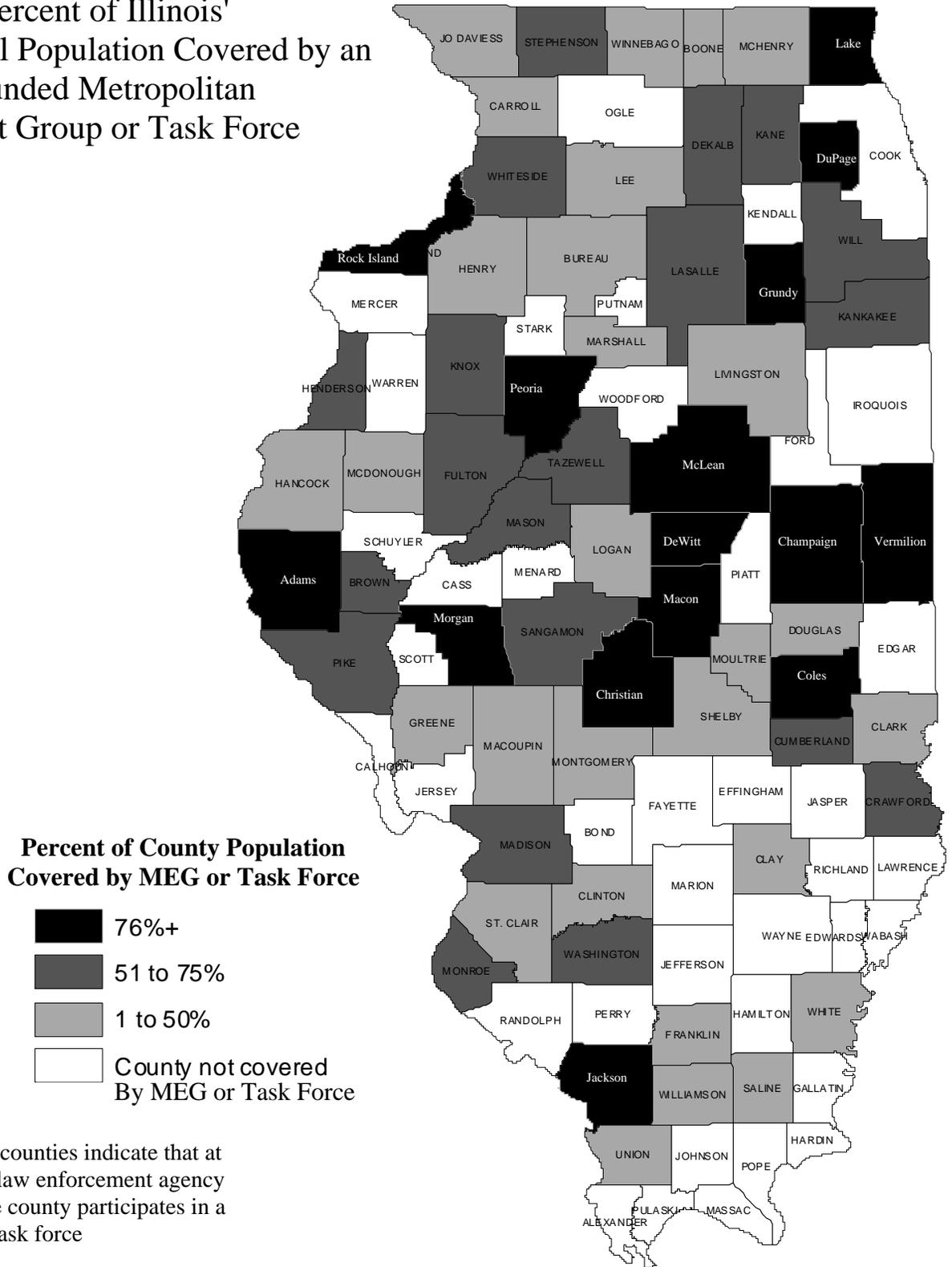


Source: Authority Survey of Illinois MEGs and task forces

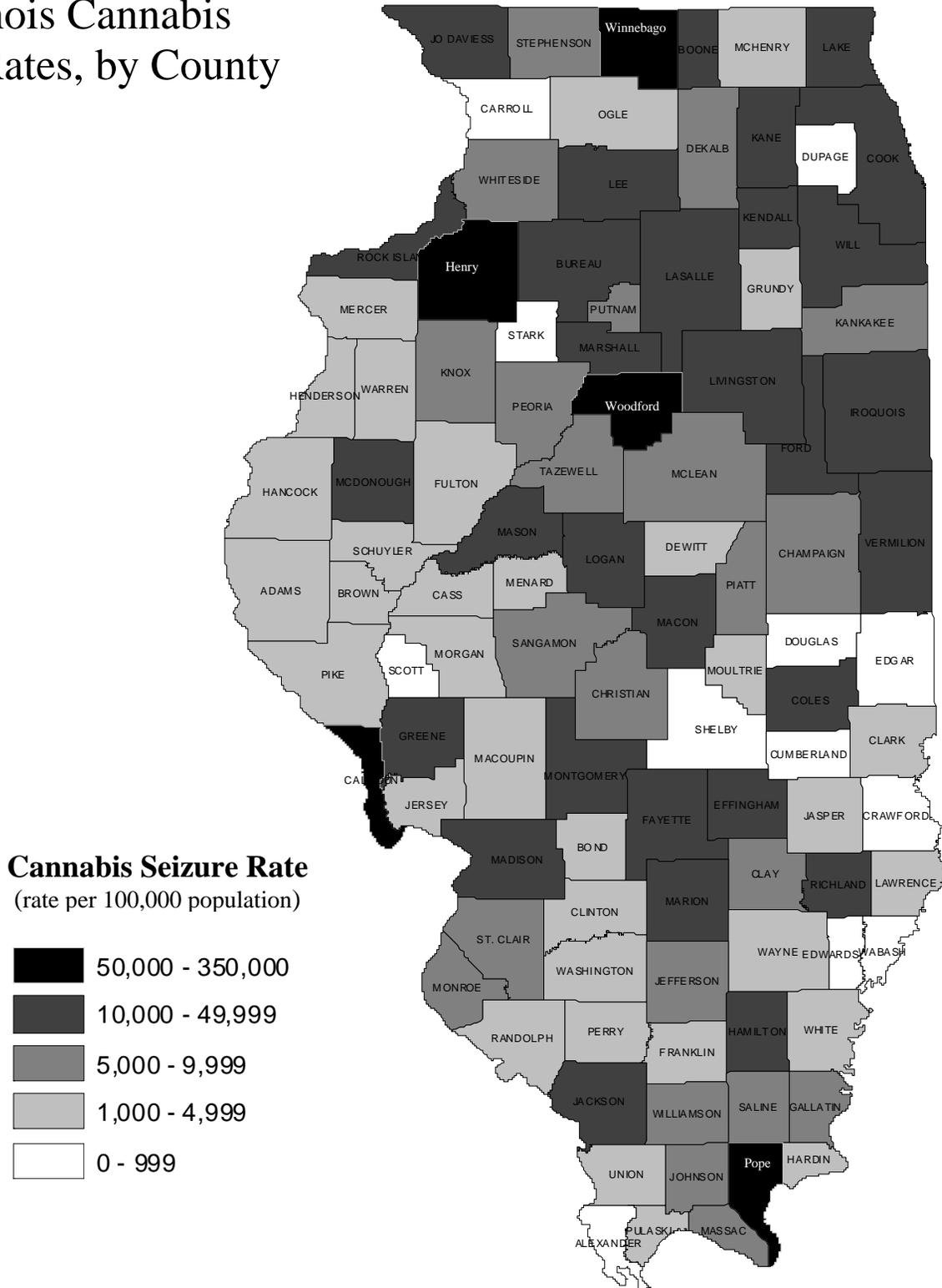
X. Appendices

Map 1

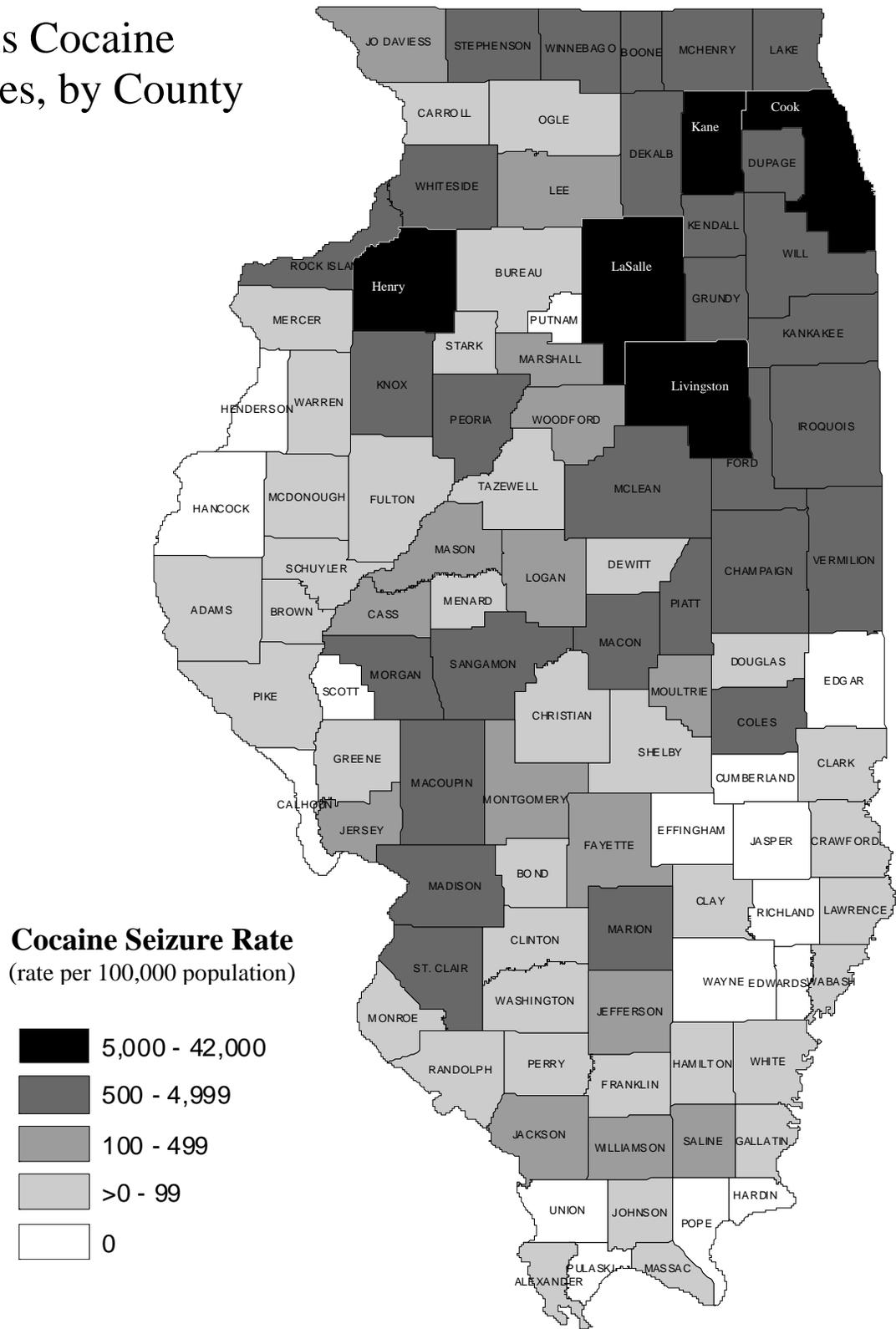
SFY 2002 Percent of Illinois' County-level Population Covered by an Authority-funded Metropolitan Enforcement Group or Task Force



2002 Illinois Cannabis Seizure Rates, by County

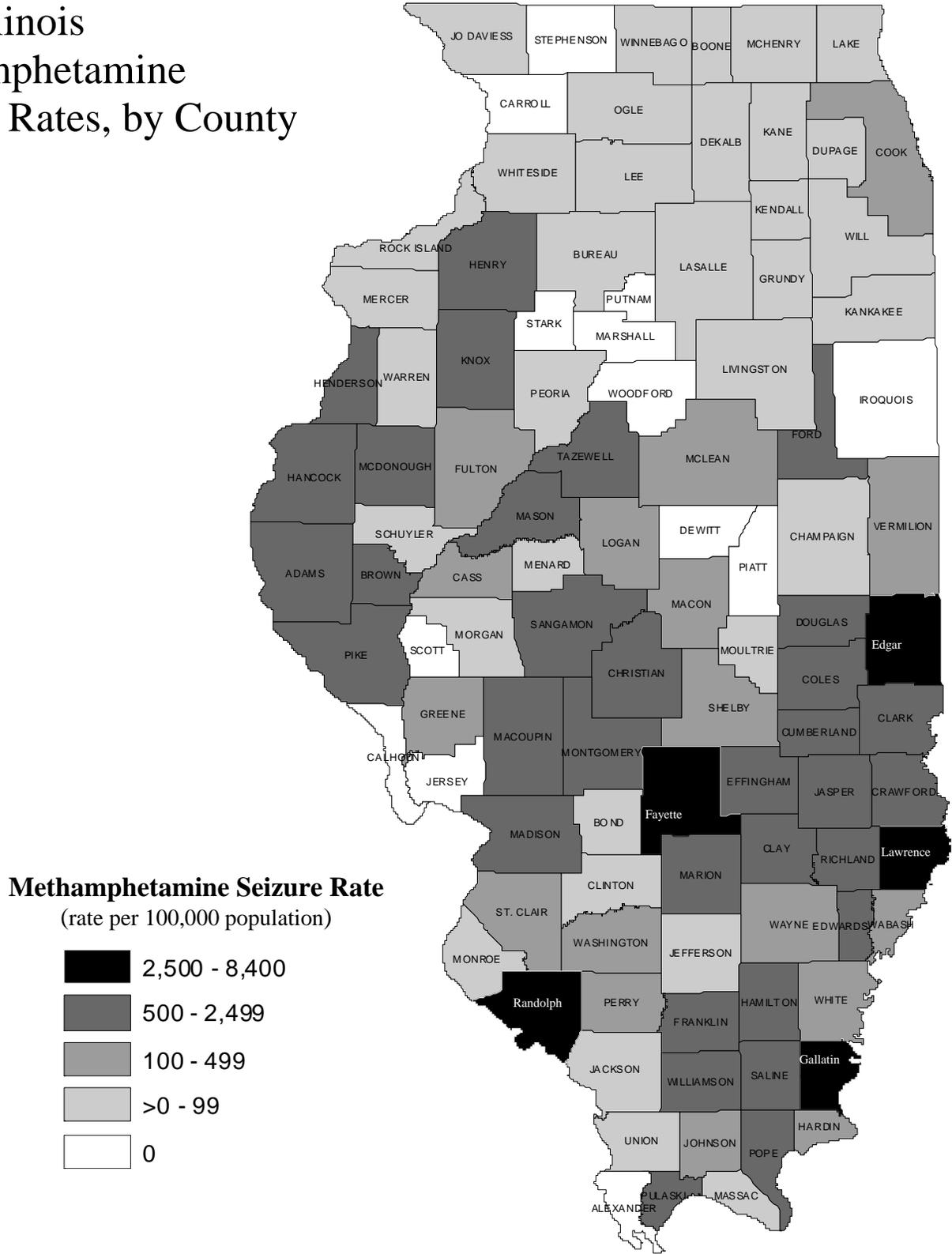


2002 Illinois Cocaine Seizure Rates, by County



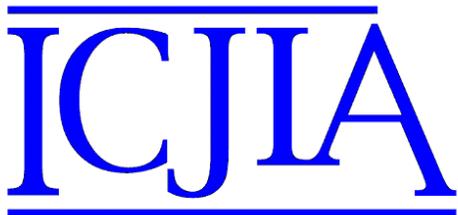
Map 5

2002 Illinois Methamphetamine Seizure Rates, by County



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