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March 2004

## Assessing Illinois' Metropolitan Enforcement Groups and Task Forces



## A Profile of the State Line Area Narcotics Team



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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, three local Illinois police agencies participated in SLANT (a participating agency is defined as one that contributes either personnel or financial resources to SLANT). Officers assigned to SLANT (totaling 23 in 2002, three from participating agencies) accounted for less than 3 percent of the total number of sworn police officers working for agencies participating in SLANT (page 1).
- The violent Index offense rate was collectively higher across jurisdictions that did not participate in SLANT than among the combined jurisdictions that did participate in SLANT (page 3).
- The drug arrest rate was higher collectively in those jurisdictions that did not participate in SLANT than in those jurisdictions participating in SLANT. Overall, the drug arrest rate achieved by SLANT was lower than that achieved by either participating or non-participating agencies (page 6).
- When comparing the types of drug offenders arrested by those agencies participating in SLANT, those agencies not participating, and SLANT, it was found that SLANT was the most apt 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 9).
- The majority of all drug arrests reported by SLANT, for either violations of the Cannabis Control Act or the Controlled Substances Act, involve drug delivery as opposed to possession (page 14).
- Between 1993 and 2002, the amount of cannabis seized by SLANT decreased, while the amount of cocaine seized by SLANT increased (pages 15 and 16).
- Between 1991 and 2002, the overwhelming majority of all drug arrests by SLANT resulted in prosecution. Of these SLANT drug offender prosecutions, 62 percent were for violations of Controlled Substances Act. In addition, between 1991 and 2002, nearly 80 percent of all drug offenders who were prosecuted as a result of SLANT activity were convicted (page 19).

- In 2002, among those SLANT drug offenders convicted and sentenced, prison sentences accounted for 53 percent of all sentences imposed, whereas probation sentences accounted for 36 percent and jail sentences accounted for 11 percent of all sentences imposed (page 21).
- Between 1991 and 2002, prison sentences resulting from SLANT cases accounted for an average of 30 percent of all drug-law violators sent to prison from the region in which SLANT operates (page 22).
- Unlike the arrests made by the participating and non-participating agencies, the arrests made by SLANT 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).
- The number of reported and verified cases of substance-exposed infants increased from 1989 to 1994, but decreased almost every year from 1995 to 2002 (page 28).
- According to survey responses in 1996, 1998, and 2000, cannabis, cocaine, and crack continued to be the most visible drugs on the street and were all reported to be “easily available” in Illinois, the region covered by SLANT, and the regions covered by MEGs and task forces similar to SLANT. The perceived availability of cannabis and crack cocaine remained unchanged statewide across the survey years in the three groups, while the availability of cocaine increased in the region covered by SLANT and remained the same in areas covered by MEGs and task forces similar to SLANT and in Illinois (page 29).



## I. Introduction

The State Line Area Narcotics Team (SLANT) covers the Illinois counties of Boone, Stephenson, and Winnebago. Combined, these counties had a 2002 total population of 375,339 – 13 percent more than in 1990. In 2002, three local Illinois police agencies participated in SLANT. These include the Boone County Sheriff's Office, and the following municipal police departments: Loves Park and Freeport. These agencies served nearly 18 percent of the population in the three-county region covered by SLANT in 2002 (see Map 1 on page 32). In addition, the following Wisconsin law enforcement agencies also participate in SLANT: the Sheriff's Offices of Green, Rock and Lafayette counties, and the Monroe, Janesville, and Beloit police departments. A participating agency is defined as one that contributes either personnel or financial resources to SLANT.

In addition to agencies that participate in SLANT, these Illinois counties are served by 18 additional police departments that do not participate in SLANT. According to the Illinois State Police, county sheriffs and local police departments, in the three-county region covered by SLANT, combined, employed 672 full-time police officers as of Oct. 31, 2002. In comparison, there were 23 officers assigned to SLANT in 2002, three of which were assigned by participating agencies, ten from the Illinois State Police (ISP) and ten from Wisconsin law enforcement agencies. Thus, local officers assigned to SLANT during 2002 accounted for a relatively small proportion – less than 3 percent -- of the total number of sworn police officers working in the participating Illinois police departments, and the region as a whole

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

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

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

While a considerable amount of the information presented in this profile has been provided to the Authority by SLANT, 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

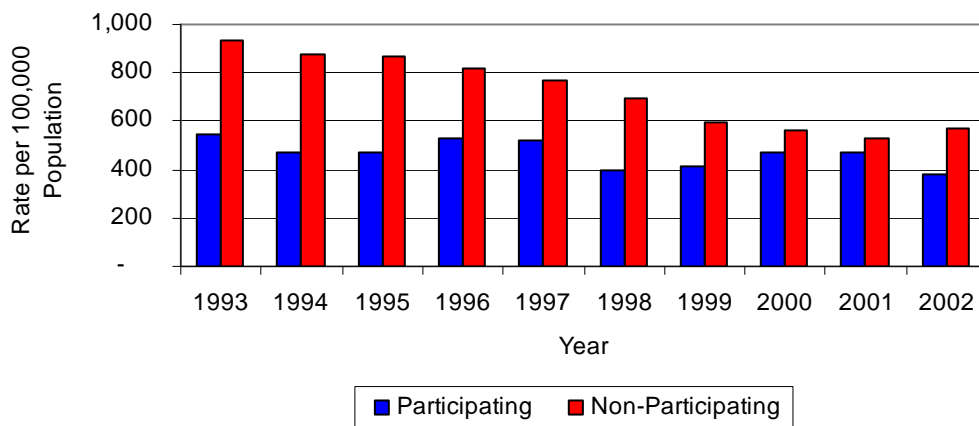
While most of Illinois' Metropolitan Enforcement Groups and drug task forces are primarily involved in drug enforcement activities, it is clear that the relationship between drugs and violence is particularly evident in a number of Illinois communities. In addition, a number of MEGs and task forces have 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 three-county region where SLANT operates totaled 2,022, a 32 percent decrease from the 2,977 offenses reported in 1993. Similar to most other regions across Illinois, aggravated assaults accounted for the majority of violent Index offenses reported to the police between 1993 and 2002. During the period examined, aggravated assaults accounted for 57 percent of reported violent Index offenses, while 30 percent were robberies.

During the period analyzed, the violent Index offense rate for the region covered by SLANT decreased 38 percent, from 866 offenses per 100,000 population in 1993 to 539 offenses per 100,000 population in 2002. Similarly, the violent Index offense rate in the participating agencies decreased 30 percent, from 544 to 381 offenses per 100,000 population, while the rate in the non-participating agencies decreased 39 percent, from 932 to 572 offenses per 100,000 population (Figure 1). Overall, the violent Index offense rate was collectively higher across the jurisdictions that did not participate in SLANT than it was among the combined jurisdictions that did participate in SLANT.

**Figure 1**

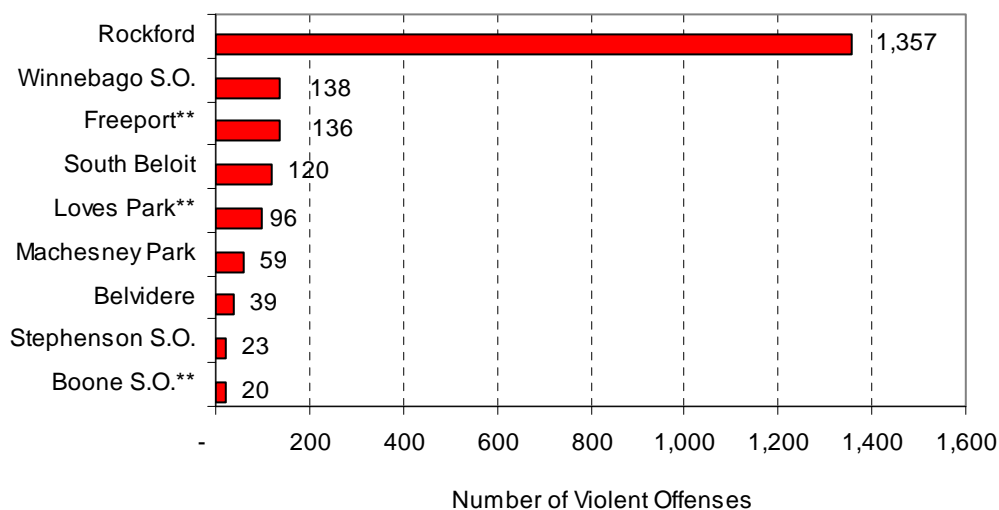
### Violent Index Offense Rates for Participating and Non-participating Agencies in Region Covered by SLANT



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

Across the individual local law enforcement agencies in Illinois covered by SLANT's jurisdiction, five agencies, the Rockford Police Department, the Freeport Police Department, the South Beloit Police Department, the Loves Park Police Department, and the Winnebago County Sheriff's Office, accounted for over 90 percent of all violent Index offenses reported to the police (Figure 2). Agencies reporting fewer than 20 violent Index offenses in 2002 are excluded from Figure 2. When controlling for differences in the populations served by these law enforcement agencies, the violent Index offense *rate* ranged from zero in one agency to 2,209 violent Index offenses per 100,000 population in South Beloit.

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



Source: Illinois State Police

\*Agencies reporting 20 or more violent offenses  
 \*\*Agencies participating in SLANT

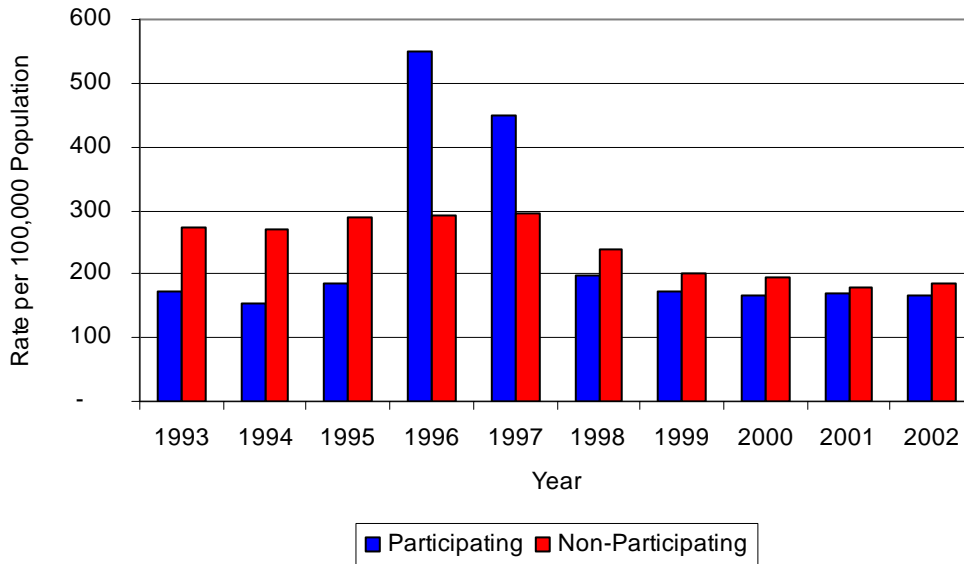
An indicator of the workload that law enforcement agencies place on other components of the justice system is the number of arrests made by police, including those for violent and property Index offenses and drug offenses. Unlike offenses, which are what police must respond to, arrests represent those 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 SLANT decreased 23 percent, from 883 to 684. As with reported violent Index offenses, the majority (70 percent) of violent Index arrests were for aggravated assaults, followed by robberies (19 percent).

During the period analyzed, the violent Index arrest rate for the region covered by SLANT decreased 29 percent, from 257 arrests per 100,000 population in 1993 to 182 arrests per 100,000 population in 2002. Similarly, the violent Index arrest rate in the participating agencies decreased 3 percent, from 172 to 167 arrests per 100,000 population, while the rate in the non-participating agencies decreased 32 percent, from 274 to 186 arrests per 100,000 population (Figure 3).

**Figure 3**

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

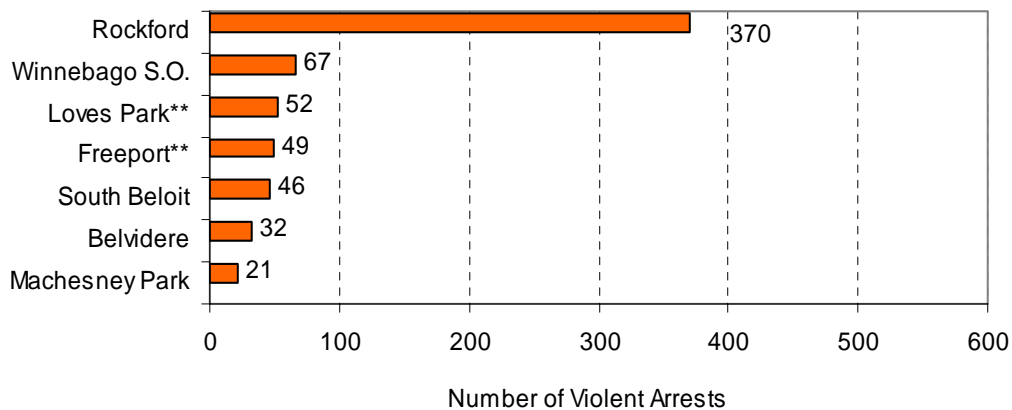


Source: ICJIA calculations using Illinois State Police and U. S. Census Bureau data

Similar to the number of violent Index offenses, the majority (85 percent) of arrests for violent Index offenses occurring in the three-county region covered by SLANT were made by five agencies. Agencies reporting fewer than 20 arrests for violent Index offenses in 2002 are excluded from Figure 4. Of the 684 violent Index arrests made in 2002, the Rockford Police Department accounted for the majority (54 percent), followed by the Winnebago County Sheriff’s Office (10 percent) and the Loves Park Police Department (8 percent) (Figure 4).

**Figure 4**

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



Source: Illinois State Police

\*Agencies reporting 15 or more violent arrests  
 \*\*Agencies participating in SLANT

### 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.

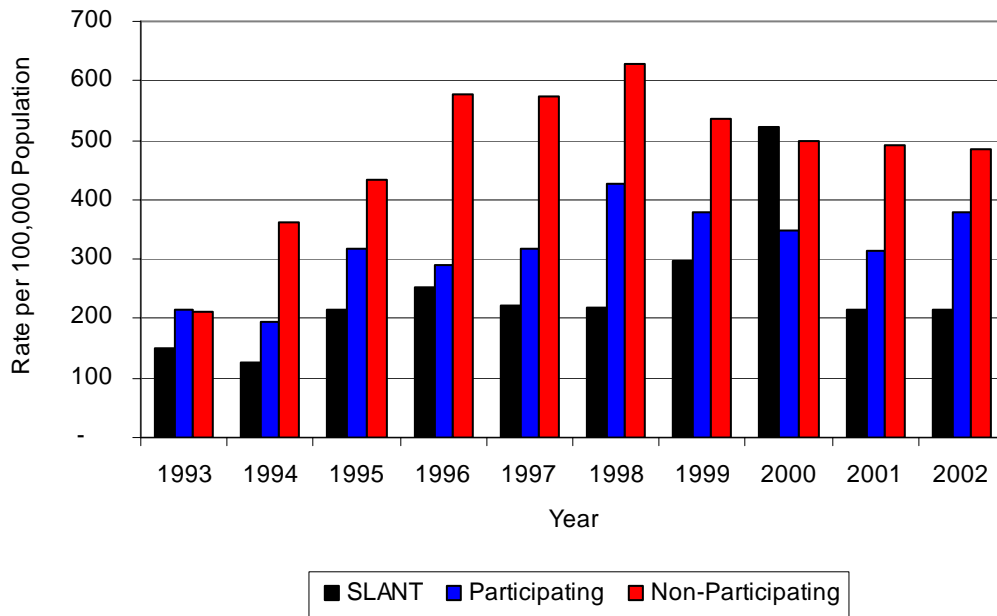
In 2002, local law enforcement agencies in the counties covered by SLANT reported 1,746 arrests for drug law violations, almost two and a half times the number in 1993 (734 arrests). Between 1993 and 2002, arrests for violations of Illinois' Cannabis Control Act out-numbered arrests for violations of the Controlled Substances Act in seven of the ten years analyzed in Boone, Stephenson, and Winnebago counties. During the same period, the number of arrests for violations of the Cannabis Control Act in these three counties combined more than tripled, from 357 to 1,133. Arrests for violations of the Controlled Substances Act in the three counties combined increased 63 percent, from 377 to 613. In addition, arrests for violations of the Drug Paraphernalia Control Act, enacted in 1993, increased five times from 45 in 1993 to 237 in 2002, although 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 SLANT 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 SLANT more than doubled, from 213 arrests per 100,000 population in 1993 to 465 arrests per 100,000 population in 2002. Similarly, the drug arrest rate in the participating and non-participating agencies increased, from 217 to 380 arrests per 100,000 population and 213 to 483 arrests per 100,000 population, respectively. The arrest rate for SLANT, on the other hand, increased 42 percent, from 152 to 215 arrests per 100,000 population (Figure 5). Thus, overall, the drug arrest rate

tended to be higher collectively in the jurisdictions that did not participate in SLANT than in those jurisdictions that did participate in SLANT, and drug arrest rates in participating and non-participating jurisdictions were higher than the drug arrest rate for SLANT.

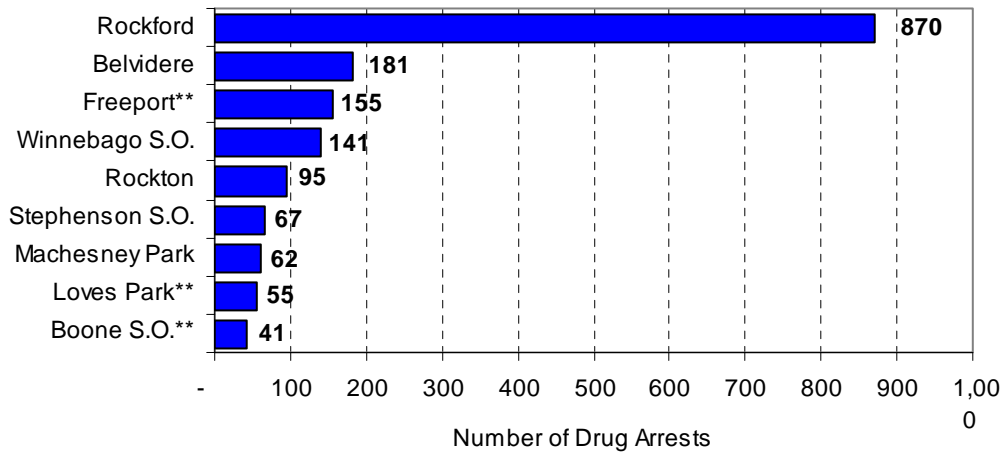
**Figure 5**  
**Drug Arrest Rates for SLANT and Participating and Non-participating Agencies in Region Covered by SLANT**



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

Across the individual local law enforcement agencies in the region covered by SLANT, the number of total cannabis and controlled substance arrests in 2002 ranged from zero for one agency to 870 in Rockford. Of the 1,746 drug arrests made during 2002 in the three-county region, five agencies accounted for 83 percent of these drug arrests. Eight agencies had fewer than 40 drug arrests reported in 2002 and are excluded from Figure 6. Rockford accounted for 50 percent of cannabis and controlled substance arrests, while the Winnebago County Sheriff’s Office and the Belvidere and Freeport police departments accounted for about 10 percent each of these types of arrests in Boone, Stephenson, and Winnebago counties (Figure 6). Among the nine agencies with the highest number of drug arrests during 2002, three participated in SLANT.

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

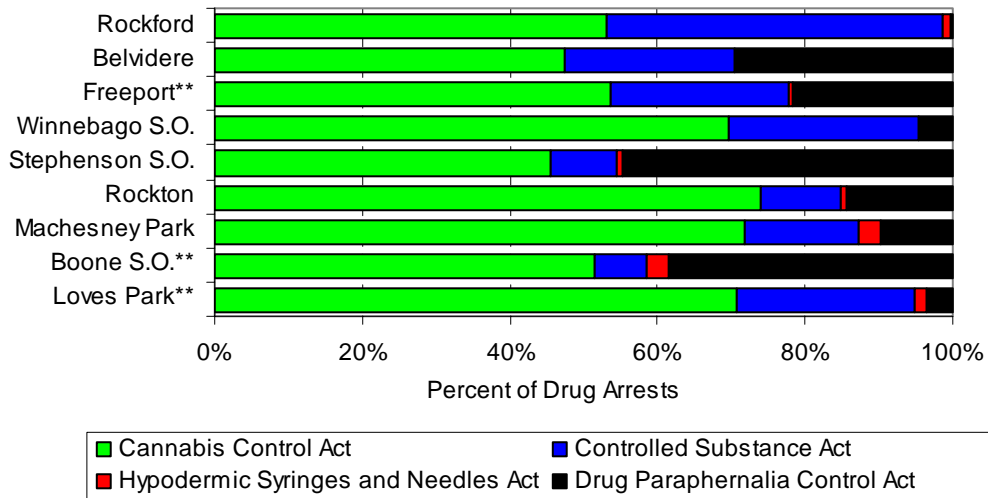


Source: Illinois State Police

\*Agencies reporting 20 or more drug arrests  
 \*\*Agencies participating in SLANT

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

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



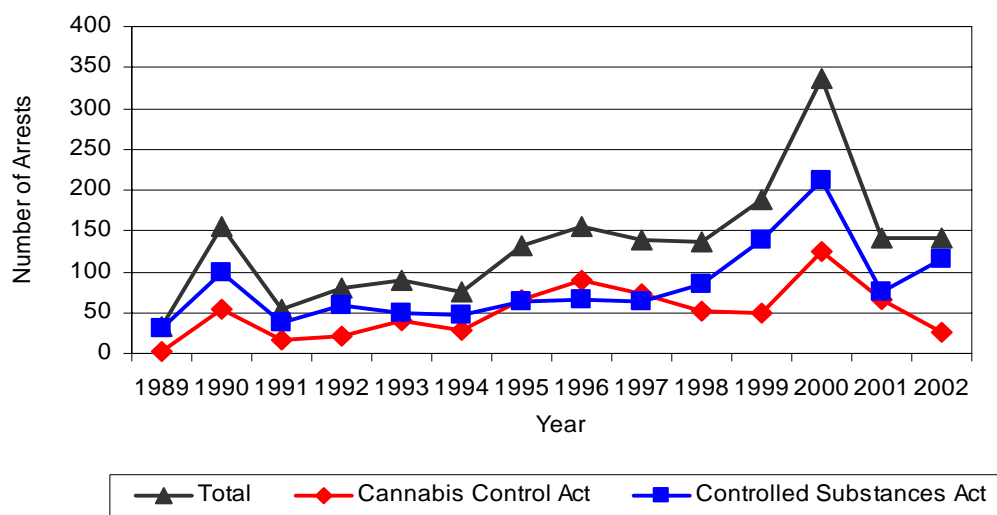
Source: Illinois State Police

\*Agencies reporting 20 or more drug arrests  
 \*\*Agencies participating in SLANT



Between 1993 and 2002, the number of combined cannabis and controlled substances arrests made by SLANT increased 60 percent, from 89 to 142. 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 SLANT throughout most of the period analyzed. During the period analyzed, the number of SLANT arrests for violations of the Cannabis Control Act decreased by one-third, from 40 to 27, while arrests for violations of the Controlled Substances Act more than doubled, from 49 to 115 (Figure 8). Arrests by SLANT 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 SLANT is more focused in who they are targeting and arresting than local departments, and are also arresting 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 SLANT



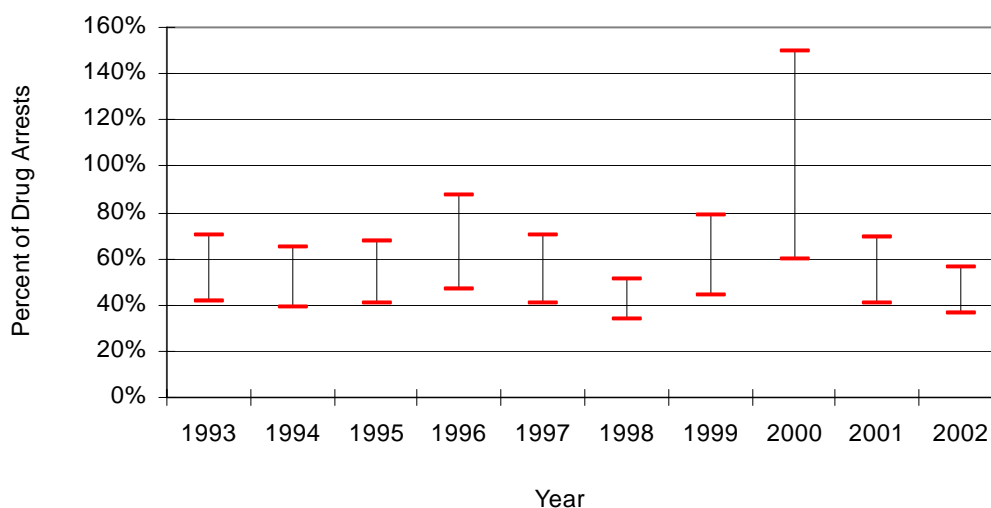
Source: SLANT

Between 1993 and 2002, the proportion of drug arrests accounted for by violations of the Controlled Substances Act decreased for participating and non-participating agencies but increased for SLANT. In 2002, 81 percent of the drug arrests made by SLANT were for violations of the Controlled Substances Act, compared to 55 percent in 1993. In 2002, arrests for violations of the Controlled Substances Act accounted for 27 percent of the drug arrests made by the participating agencies and 37 percent by the non-participating agencies, compared to 31 percent and 56 percent, respectively, in 1993.

The data presented on the following page represent the percent of total drug arrests made by agencies participating in SLANT accounted for by SLANT. 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 SLANT arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the SLANT arrests are included in the local UCR submissions. It is estimated that the proportion of all drug arrests across participating agencies accounted for by SLANT was between 41 to 70 percent in 1993, but decreased to between 36 to 57 percent in 2002. Thus, despite the fact that the officers assigned to SLANT 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 SLANT**



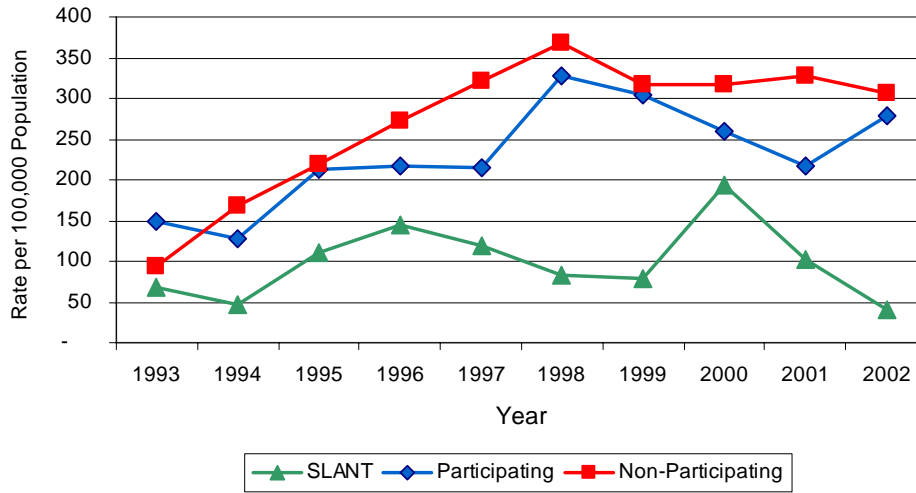
Source: ICJIA calculations using  
Illinois State Police and SLANT data

The number of arrests for violations of Illinois' Cannabis Control Act in Boone, Stephenson, and Winnebago counties totaled 1,133 in 2002, more than triple the 357 arrests made for cannabis violations in 1993. Between 1993 and 2002, the proportion of all drug arrests accounted for by violations of the Cannabis Control Act in the three-county region increased from 49 percent to 65 percent. In 2002, agencies not participating in SLANT accounted for the largest portion (84 percent) of the total number of arrests for cannabis violations in 2002. SLANT reported a total of 27 arrests for cannabis violations in 2002, 19 percent of the unit's drug arrests.

During the period analyzed, the cannabis arrest rate for the region covered by SLANT almost tripled, from 104 arrests per 100,000 population in 1993 to 302 arrests per 100,000 population in 2002. The cannabis arrest rate in the participating agencies rose 88 percent, from 148 to 279 arrests per 100,000 population, while the arrest rate in the non-participating agencies more than tripled from 95 to 307 arrests per 100,000 population. The cannabis arrest rate for SLANT, on the other hand, decreased 40 percent, from 68 to 41 arrests per 100,000 population (Figure 10). Thus, the arrest rates for violations of the Cannabis Control Act were collectively higher in the jurisdictions of the non-participating agencies than in the combined area served by participating agencies.

**Figure 10**

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

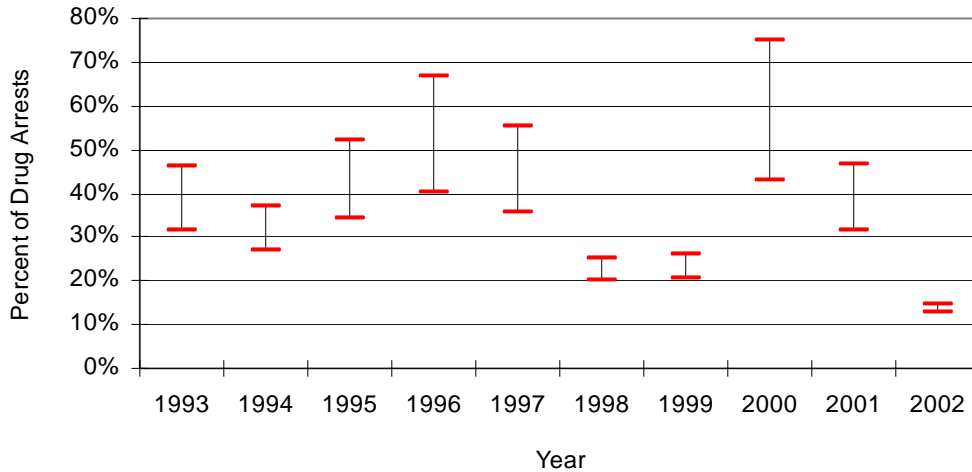


Source: ICJIA calculations using Illinois State Police, U.S. Census Bureau, and SLANT data

The data presented in Figure 11 represent the percent of cannabis arrests made by agencies participating in SLANT accounted for by SLANT. 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 SLANT arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the SLANT arrests are included in the local UCR submissions. It is estimated that the proportion of cannabis arrests across participating agencies accounted for by SLANT was between 31 to 46 percent in 1993, but decreased slightly to between 13 to 15 percent in 2002.

**Figure 11**

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



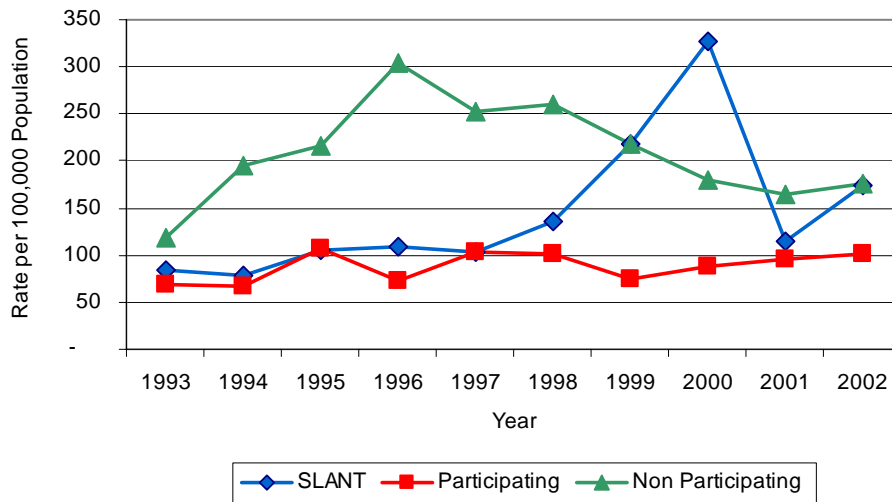
Source: ICJIA calculations using  
Illinois State Police and SLANT data

In Boone, Stephenson, and Winnebago counties the number of arrests for violations of Illinois' Controlled Substances Act increased 63 percent between 1993 and 2002, from 377 to 613. Between 1993 and 2002, the proportion of all drug arrests accounted for by violations of the Controlled Substances Act in the three-county region decreased from 51 percent to 35 percent. In 2002, SLANT reported 115 arrests for controlled substance violations, 81 percent of all drug arrests reported to the Authority by the unit.

Between 1993 and 2002, the arrest rate for controlled substances act violations for the region covered by SLANT increased by about 50 percent, from 110 to 163 arrests per 100,000 population (Figure 12). The controlled substances arrest rate in both the participating and non-participating agencies also increased by about 50 percent, from 68 to 101 arrests per 100,000 population in the participating agencies, and from 118 to 177 arrests per 100,000 population in the non-participating agencies. The controlled substances arrest rate for SLANT showed a more dramatic increase, rising 108 percent from 84 to 174 arrests per 100,000 population from 1993 to 2002 (Figure 12). Overall, the arrest rate for violations of the Controlled Substances Act was dramatically higher in the non-participating units than the participating agencies. Also, the arrest rate for violations of the Controlled Substances Act achieved by SLANT was 58 percent higher than the rate experienced by the participating agencies, meaning that the unit made 58 percent as many arrests for violations of the Controlled Substances Acts, with three officers, as did all of the participating agencies combined.

**Figure 12**

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

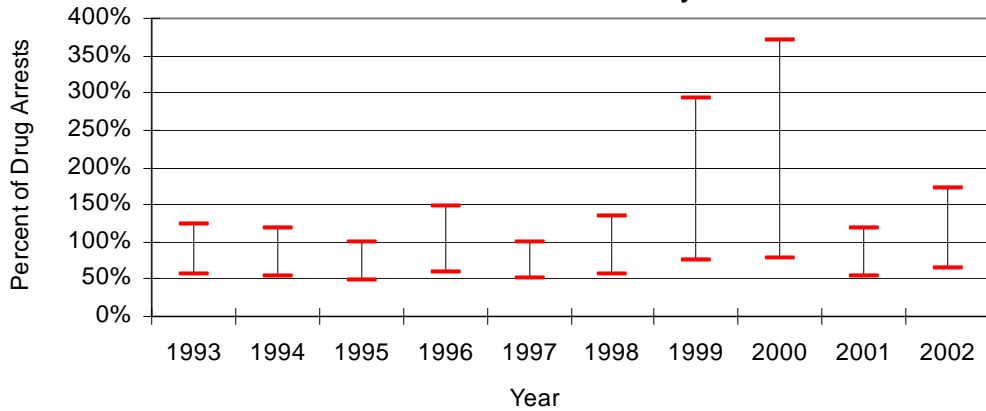


Source: ICJIA calculations using Illinois State Police, U.S. Census Bureau, and SLANT data

The data presented in Figure 13 represent the percent of controlled substances arrests made by agencies participating in SLANT accounted for by SLANT. 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 SLANT arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the SLANT arrests are included in the local UCR submissions. Because values of the upper bound exceed 100 percent, it is believed that SLANT controlled substances arrests are included in local agency UCR submissions and, according to the lower bound, it is estimated that the proportion of controlled substances arrests across participating agencies accounted for by SLANT remained relatively stable throughout the period analyzed, accounting for approximately 55 percent in 1993, increasing to 63 percent in 2002.

**Figure 13**

**Percent of Controlled Substances Arrests Accounted for by SLANT**

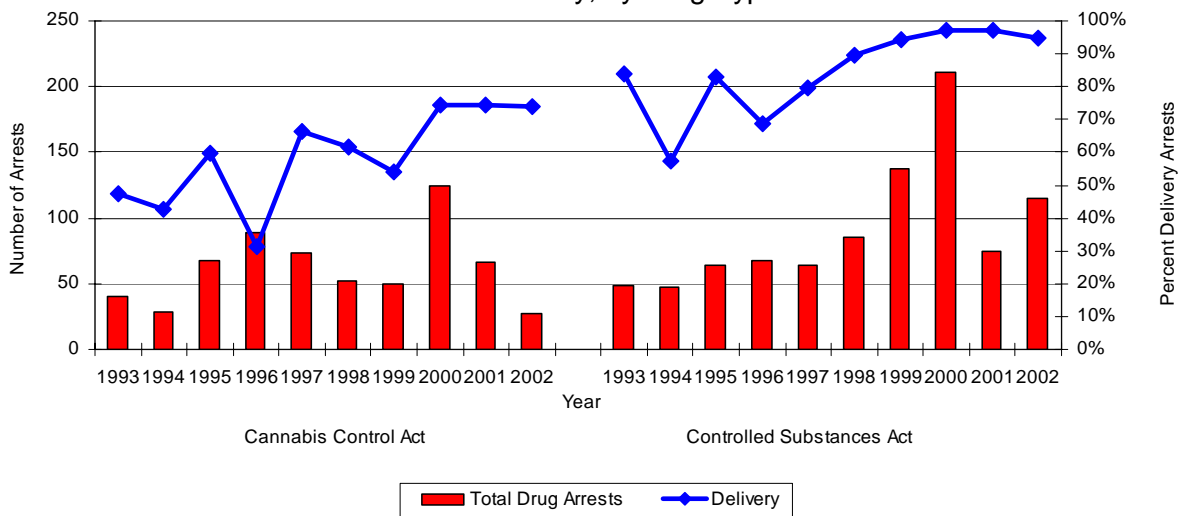


Source: ICJIA calculations using Illinois State Police and SLANT data

The majority of all drug arrests reported by SLANT are for delivery. Between 1993 and 2002, the number of drug delivery arrests made by SLANT more than doubled, from 60 to 129. Arrests for drug delivery accounted for over three-quarters (77 percent) of all drug arrests made by SLANT between 1993 and 2002. When cannabis and controlled substances arrests were examined separately, during the period analyzed, arrests for delivery of controlled substances accounted for 89 percent of the total number of arrests made for violations of the Controlled Substance Act, whereas arrests for the delivery of cannabis accounted for 60 percent of all arrests for violations of the Cannabis Act. However, the proportion of delivery arrests has increased during the period analyzed. The proportion of arrests for delivery of cannabis increased from 48 percent in 1993 to 74 percent in 2002, while the proportion of arrests for delivery of controlled substances increased from 84 to 95 percent between 1993 and 2002.

**Figure 14**

**SLANT Drug Arrests for Possession Versus Delivery, by Drug Type**



Source: ICJIA calculations using SLANT data

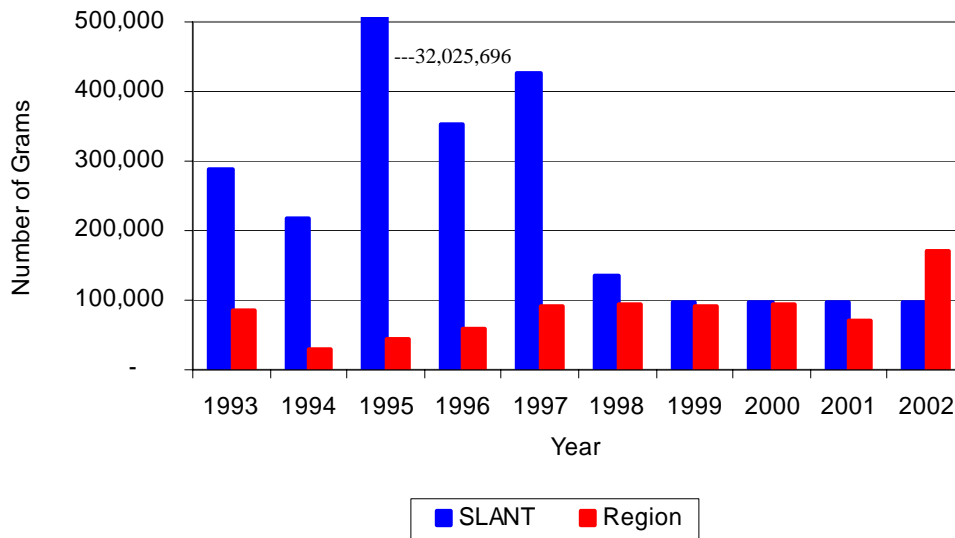
#### IV. Trends in Drug Seizures

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

As in most Illinois jurisdictions, cannabis accounts for the majority of illegal drugs seized in the three-county region covered by SLANT. The quantity of cannabis seized and submitted by law enforcement agencies in Boone, Stephenson, and Winnebago counties increased over 100 percent, from 84,393 grams in 1993 to 169,369 grams in 2002. However, the quantity of cannabis seized by SLANT decreased 66 percent between 1993 and 2002, from 288,729 grams to 97,059 grams despite jumping to more than 32 million grams seized in 1995 (Figure 15). In 2002, SLANT's cannabis seizure rate of 146,914 grams per 100,000 population was more than seven times the statewide cannabis seizure rate of 19,437 grams per 100,000 population and more than triple the seizure rate of 45,124 grams per 100,000 population in the three-county region covered by SLANT. (It should be noted that SLANT reported more than 32 million grams of cannabis were seized in 1995) (Map 2).

**Figure 15**

**Cannabis Seized and Submitted to ISP by Boone, Stephenson and Winnebago Counties and Seized by SLANT**



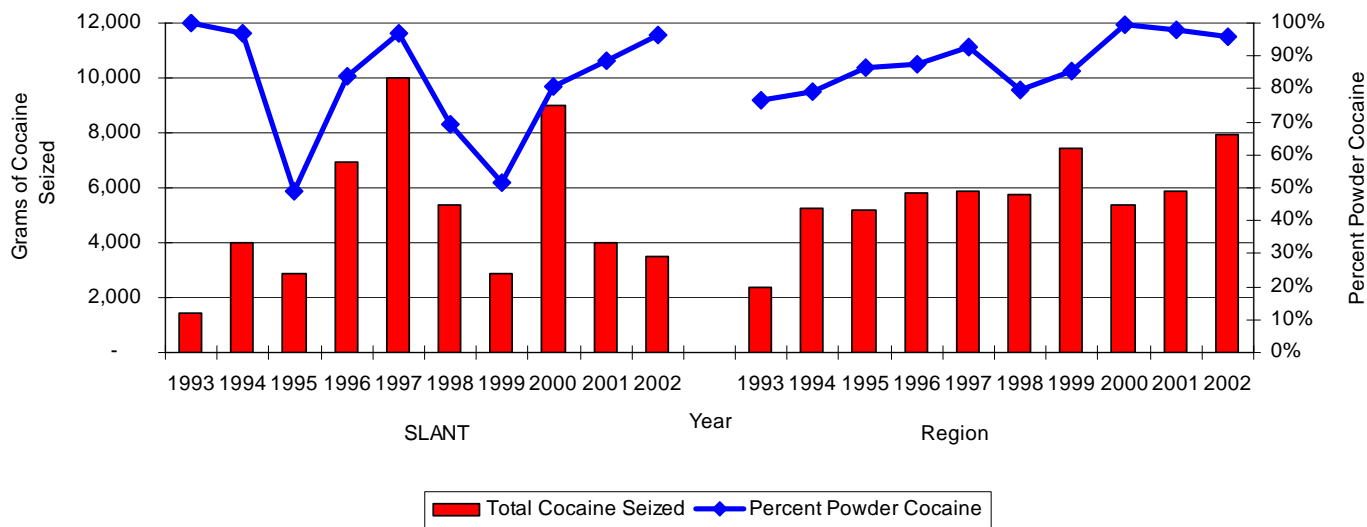
Source: Illinois State Police and SLANT

Between 1993 and 2002, a combination of crack and powder cocaine accounted for 6 percent of drugs seized in the three-county region covered by SLANT. However, the quantity of cocaine seized and submitted by law enforcement agencies in Boone, Stephenson, and Winnebago counties more than tripled, from 2,365 grams in 1993 to 7,950 grams in 2002. Between 1993 and 2002, the quantity of cocaine seized by SLANT more than doubled from 1,468 grams to 3,495 grams.

The proportion of all cocaine seized in the three-county region covered by SLANT accounted for by powder cocaine remained relatively stable between 1993 and 2002, increasing from 77 percent in 1993 to 96 percent in 2002. SLANT seizures revealed a bit more variation. Unlike the regional pattern, the proportion of SLANT's cocaine seizures accounted for by powder cocaine fell in years when overall cocaine seizures were down, and rose in years when overall seizures were high. Also, powder cocaine accounted for the largest proportion of SLANT's total cocaine seizures in all but one of the years examined, and the proportion decreased slightly from 100 percent in 1993, to 96 percent in 2002 (Figure 16). In 2002, SLANT's cocaine seizure rate of 5,291 grams per 100,000 population was more than double the cocaine seizure rate of 2,118 grams per 100,000 population in the three-county region covered by SLANT, but less than one-fourth 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 Boone, Stephenson, and Winnebago Counties and Seized by SLANT**



Source: Illinois State Police and SLANT

The total quantity of illegal drugs seized and submitted by law enforcement agencies in Boone, Stephenson, and Winnebago counties more than doubled between 1993 and 2002, from 86,821 grams to 177,684 grams. Although the total quantity of drugs seized and submitted by SLANT was higher than the quantity seized and submitted by law enforcement agencies in Boone, Stephenson, and Winnebago counties, the total quantity of illegal drugs seized and submitted by SLANT increased to a smaller degree over the time period analyzed than was true for the three counties. The total quantity of drugs seized and submitted by SLANT rose only 22 percent, from 290,948 grams in 1993, to 355,570 grams in 2002.

From 1993 to 2002, methamphetamine seizures accounted for a small proportion of total drugs seized by SLANT. However, over 3,000 grams of methamphetamine were seized by SLANT over the course of two



years, 1999 and 2000, resulting in an average seizure rate of 2,458 grams per 100,000 population across the two years, significantly higher than statewide and regional average seizure rates of 95 and 0.15 grams per 100,000 population, respectively, for 1999 and 2000 (Map 5).

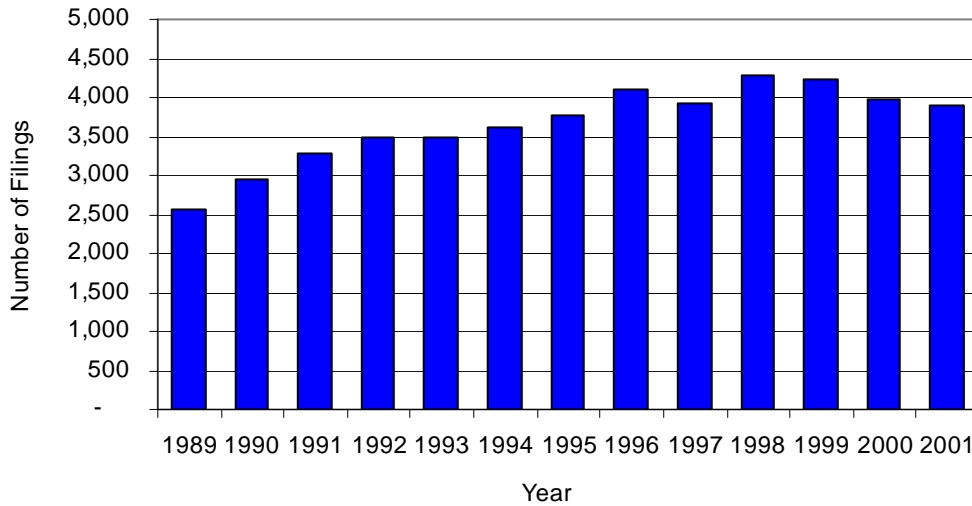
## V. Trends in Prosecutions for Drug Offenses and All Felonies

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

Between 1989 and 2001, the number of felony filings in the three-county region covered by SLANT increased 53 percent, from 2,556 to 3,910 (Figure 17).

**Figure 17**

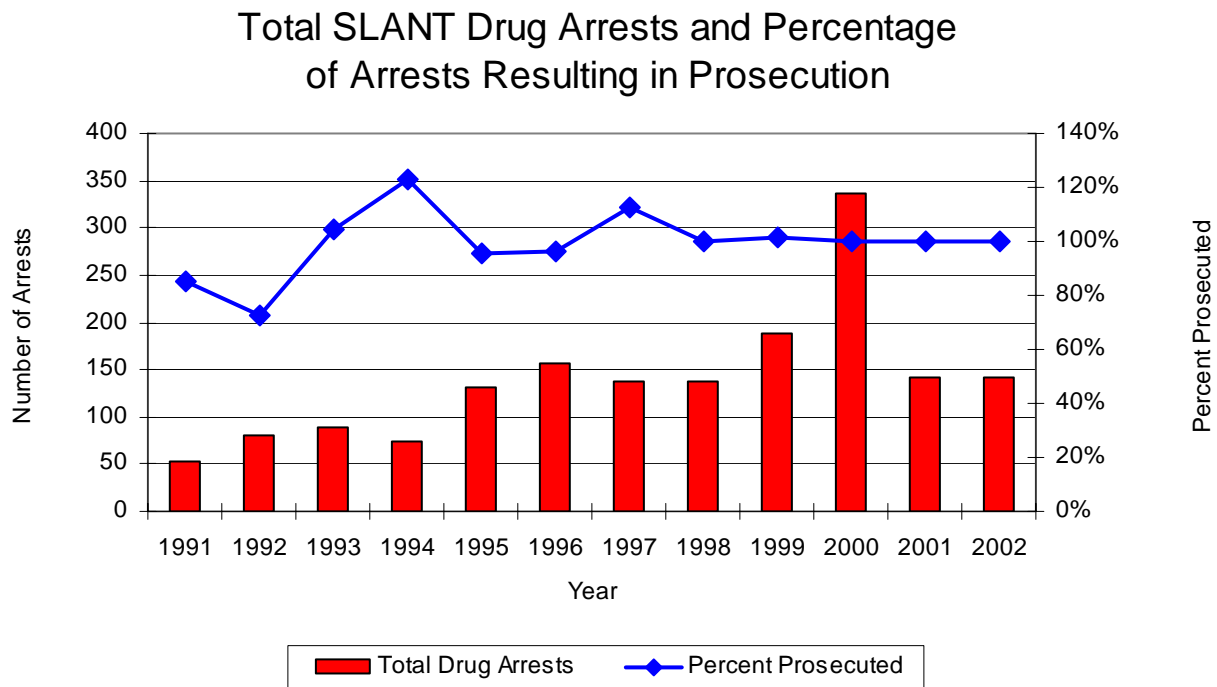
### Number of Felony Filings in Boone, Stephenson, and Winnebago Counties



Source: Administrative Office of the Illinois Courts

Between 1991 and 2002, there were a total of 1,664 drug prosecutions initiated as a result of SLANT arrests in Boone, Stephenson, and Winnebago counties. During this time, the number of SLANT drug arrests increased almost 350 percent, from 32 arrests in 1989 to 142 arrests in 2002 (Figure 18). Between 1991 and 2002, an overwhelming majority of all drug arrests by SLANT resulted in prosecution. The majority (62 percent) of SLANT 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 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 actually taking place.

**Figure 18**



Source: SLANT

Between 1991 and 2002, nearly 80 percent (1,319) of the 1,664 drug offenders who were prosecuted as a result of SLANT activity were convicted. Convictions for controlled substances accounted for 62 percent of all SLANT initiated convictions during the period analyzed.

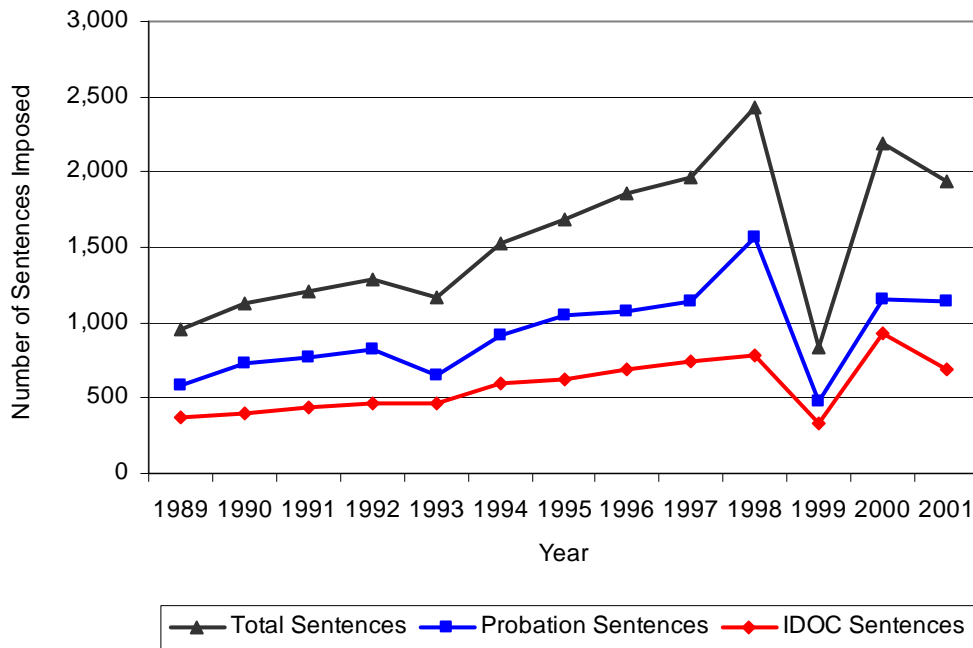
## VI. Trends in Percent of Convicted Drug Offenders Sentenced to Prison

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

Between 1989 and 2001, the number of offenders convicted of a felony and sentenced in the three-county region covered by SLANT over 100 percent, from 955 to 1,937. Although the number of convicted felons sentenced to the Illinois Department of Corrections (IDOC) increased 88 percent between 1989 and 2001, from 368 to 690, the proportion of felons sentenced to IDOC remained relatively unchanged, dropping from 39 percent in 1993 to 36 percent in 2001. In 2001, 1,141 probation sentences were imposed on convicted felons, a 96 percent increase from 1989 (Figure 19). The proportion of felons sentenced to probation remained relatively stable from 1989 to 2001, dropping from 61 percent in 1989 to 59 percent in 2001. Sentences other than prison or probation accounted for 5 percent of felony sentences imposed in 2001.

Figure 19

### Sentences Imposed on Felons Convicted in Boone, Stephenson and Winnebago Counties

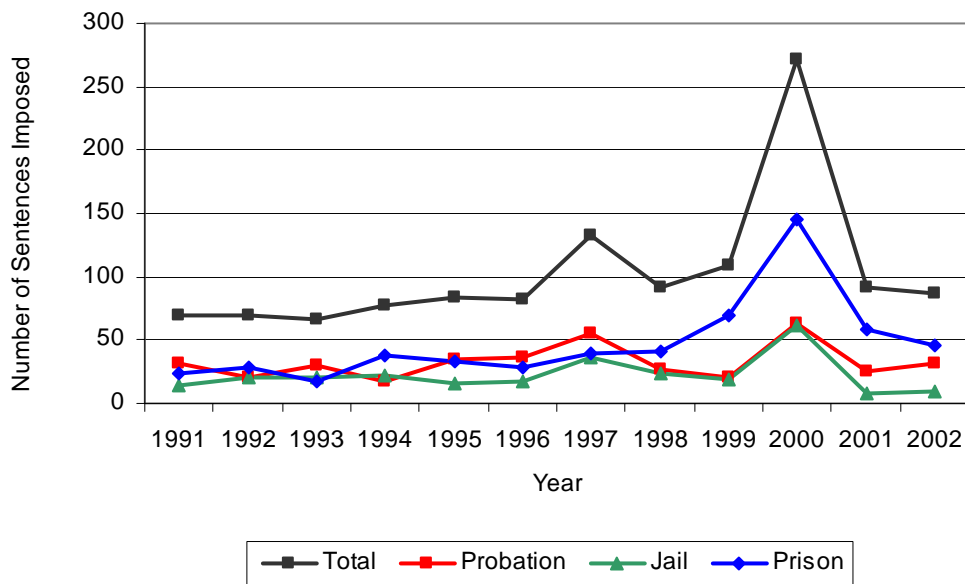


Source: Administrative Office of the Illinois Courts

Between 1991 and 2002, the number of SLANT offenders convicted and sentenced for drug crimes increased from 115 to 229. During the period analyzed, the number of SLANT offenders convicted of drug crimes and sentenced to probation was the same in 1991 and 2002 at 31. In 2000, the number of SLANT offenders convicted of drug crimes and sentenced to probation peaked at 63. The number of SLANT offenders convicted of drug crimes and sentenced to jail decreased from 15 in 1991 to 10 in 2002, while the number sentenced to prison increased from 24 to 46 (Figure 20). In 2002, among those SLANT offenders convicted and sentenced for drug crimes, prison sentences accounted for the largest proportion (53 percent), followed by probation sentences (36 percent) and jail sentences (11 percent).

**Figure 20**

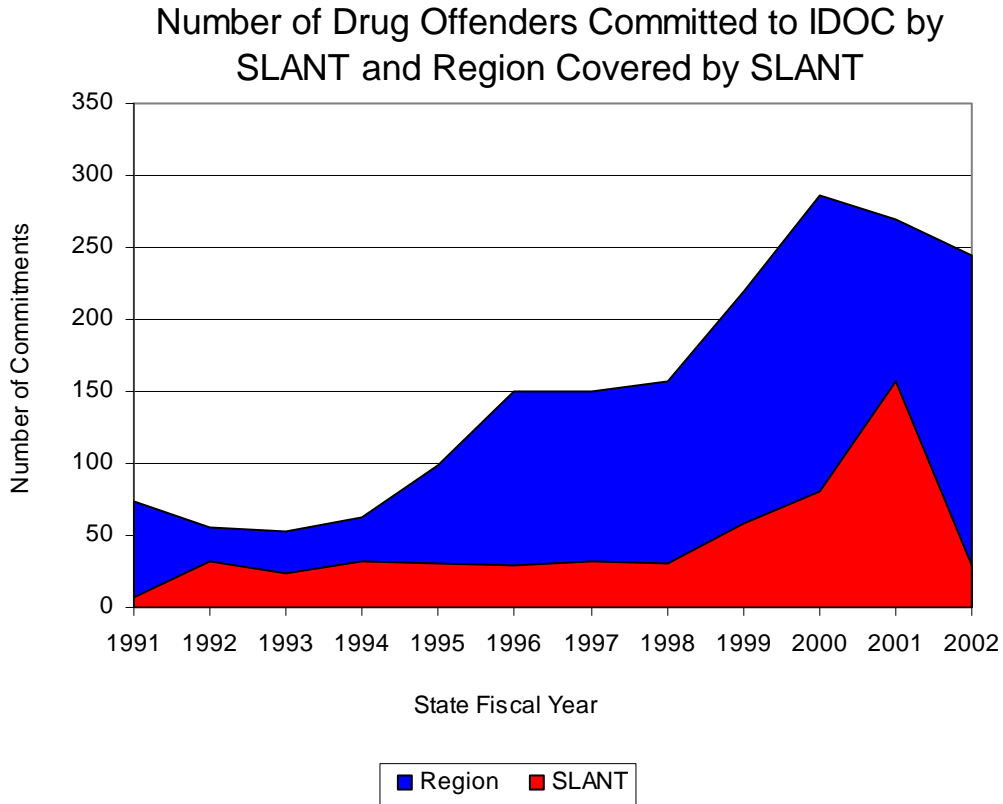
**Sentences Imposed on  
Convicted SLANT Drug Offenders**



Source: SLANT

Between state fiscal years<sup>1</sup> 1991 and 2002, the number of new court commitments to IDOC's Adult Division for drug offenses from the three-county region covered by SLANT more than tripled, from 73 to 244. The number of drug offender admissions by SLANT also increased from seven to 29 between 1991 and 2002 (Figure 21). Thus, during the period analyzed, prison sentences resulting from SLANT cases accounted for 30 percent, on average, of all drug-law violators sentenced to prison from the region in which SLANT operates.

**Figure 21**

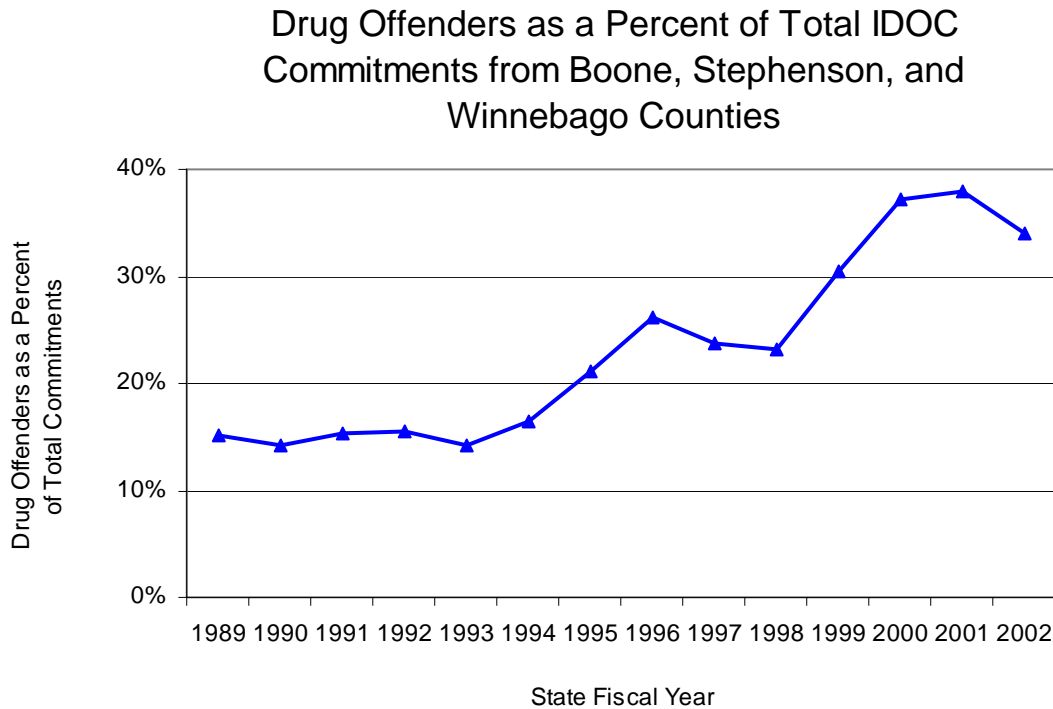


Source: Illinois Department of Corrections and SLANT

<sup>1</sup> Some state data are collected according to State Fiscal Year (SFY) instead of calendar year. SFYs begin on July 1<sup>st</sup> and end the following June 30<sup>th</sup>, and are named according to the calendar year between January and June, e.g. state fiscal year 1991 was from July 1<sup>st</sup>, 1990 to June 30<sup>th</sup>, 1991.

During the period analyzed, drug offenders accounted for an increasing proportion of adults convicted and sentenced to prison from Boone, Stephenson, and Winnebago counties. In 1989, drug offenses accounted for 15 percent of all commitments to IDOC, compared to 34 percent in 2002 (Figure 22).

**Figure 22**

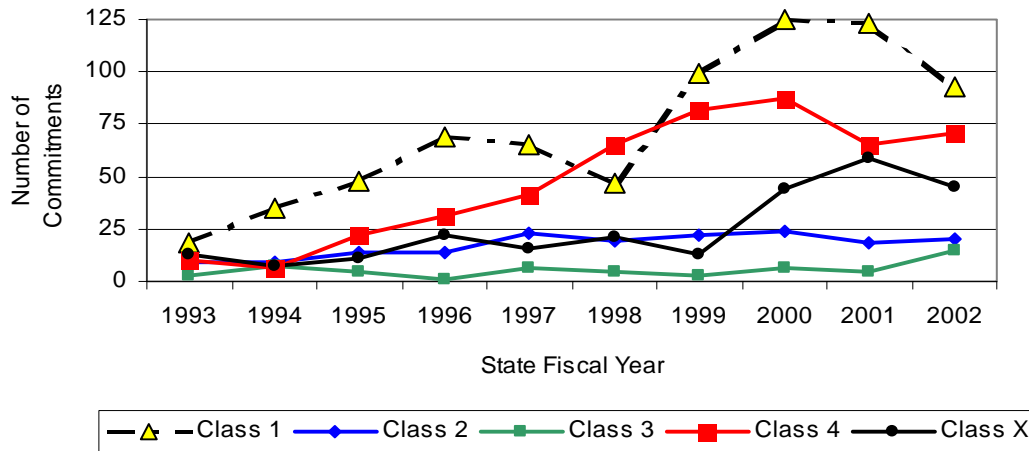


Source: Illinois Department of Corrections

Penalties for drug offenses were also examined between 1993 and 2002. Class 1 felonies accounted for the largest proportion (43 percent) of sentences to IDOC for drug offenses, followed by Class 4 felonies (29 percent), Class X (15 percent), Class 2 felonies (10 percent each) and Class 3 felonies (3 percent). Between 1993 and 2002, the number of Class 1 felony sentences increased more than five times, from 18 to 93, while Class 4 felony sentences increased more than seven-fold, from ten to 71, and Class 2 felony sentences more than doubled, from nine to 20. During the time period examined, the number of Class 3 felonies increased five times, from three to 15, while Class X felonies increased more than three times from 13 to 45 from 1993 to 2002 (Figure 23).

**Figure 23**

**Drug Offenders Committed to IDOC  
from Boone, Stephenson and Winnebago  
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 remained relatively unchanged, fluctuating from 2.1 to 2.7 years, during the period. However, the mean sentence length for Class 2 felonies increased 31 percent, from 3.2 to 4.2 years. The mean sentence for a Class 1 felony remained the same, and Class X sentence lengths decreased 20 percent, from 10.2 to 8.1 years. Likewise, the mean sentence length for Class 3 felonies decreased 23 percent from four to 3.1 years during the time period analyzed.



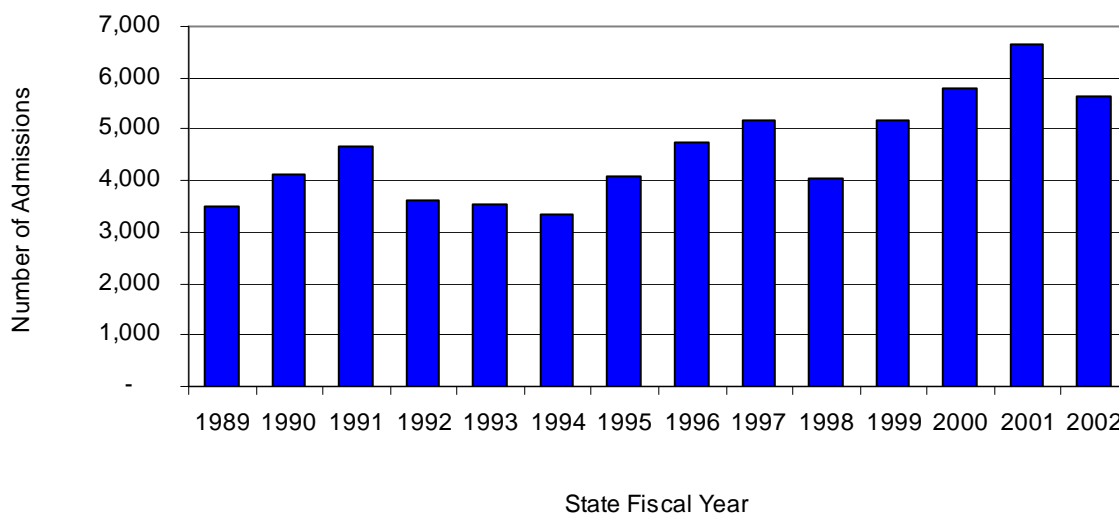
## VII. Trends in Drug Treatment Admissions in SLANT Region by Drug Type

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 5,642 admissions for alcohol or drug abuse treatment from Boone, Stephenson, and Winnebago counties, 62 percent more than the 3,483 admissions in 1989 (Figure 24). Among the 5,642 admissions for substance abuse treatment in state fiscal year 2002, 39 percent (2,177) reported alcohol as their primary substance of abuse, while abuse of illicit substances accounted for more than one-half (56 percent) of admissions for substance abuse treatment.

**Figure 24**

### Substance Abuse Treatment Admissions from Boone, Stephenson, and Winnebago Counties



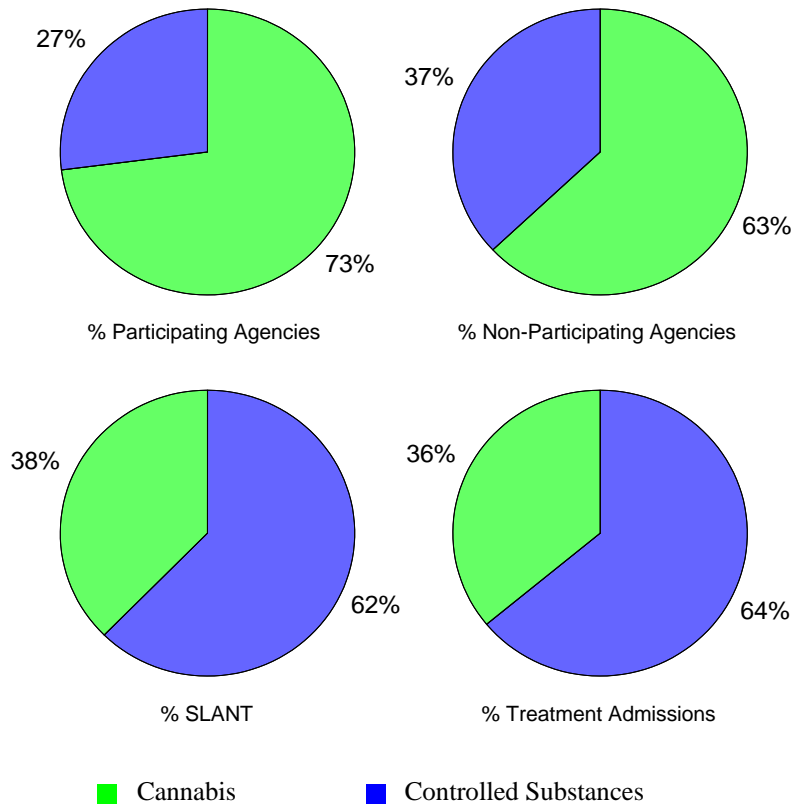
Source: Illinois Department of Human Services'  
Office of Alcoholism and Substance Abuse

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 SLANT 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 SLANT accounted for by drugs other than marijuana (Controlled Substances Act offenses) was very close to the proportion of drug treatment admissions from the covered region accounted for by these substances. Thus, there is considerable convergence between the drugs involved in SLANT arrests and treatment admissions. On the other hand, the majority of arrests by local police departments (including those participating in SLANT and non-participating agencies) were for cannabis offenses. 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) or the substances for which individuals are seeking and receiving treatment (Figure 25).

**Figure 25**

**Comparison of Drug Arrests by SLANT and Participating and Non-participating Agencies vs. Drug Abuse Treatment Admissions in Boone, Stephenson, and Winnebago, Counties, 2002**



Source: ICJIA calculations using Illinois Department of Human Service's Office of Alcoholism and Substance Abuse and SLANT data

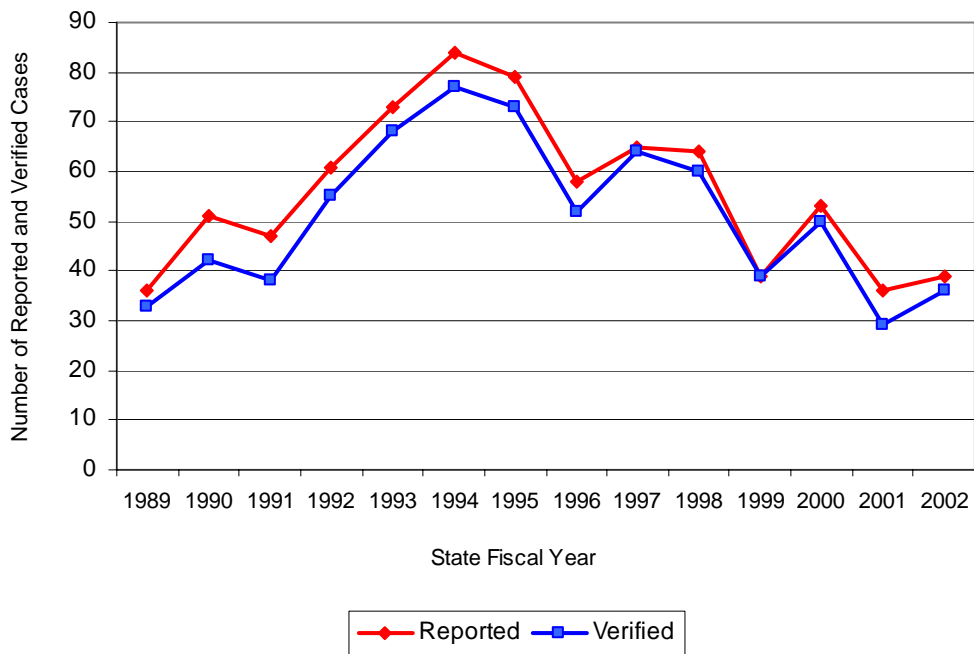
### VIII. Trends in Drug Exposed Births

Illinois continues to experience the effects of prenatal substance abuse. In Illinois, if a baby is born and thought, either through observation by physicians or toxicology tests, to have been exposed to illegal substances or alcohol, the case is reported to the Illinois Department of Children and Family Services (DCFS). 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 1999, nearly one-half (50) of Illinois' 102 counties reported at least one case of a substance-affected infant.

Between state fiscal years 1989 and 2002, the number of substance-exposed infant cases reported in the three-county region covered by SLANT soared from a period low of 36 to a period high of 84. Each year from 1989 to 1994, the number of substance-exposed infant cases reported in the three-county region covered by SLANT rose, before decreasing almost every year after 1994. Between state fiscal years 1989 and 2002, 716 cases, or 91 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 SLANT region also jumped dramatically between 1989 and 1994 from 33 to 77, decreasing almost each year through 2002 (Figure 26).

**Figure 26**

**Cases of Substance-Exposed Infants in Boone, Stephenson, and Winnebago Counties**



Source: Department of Children and Family Services

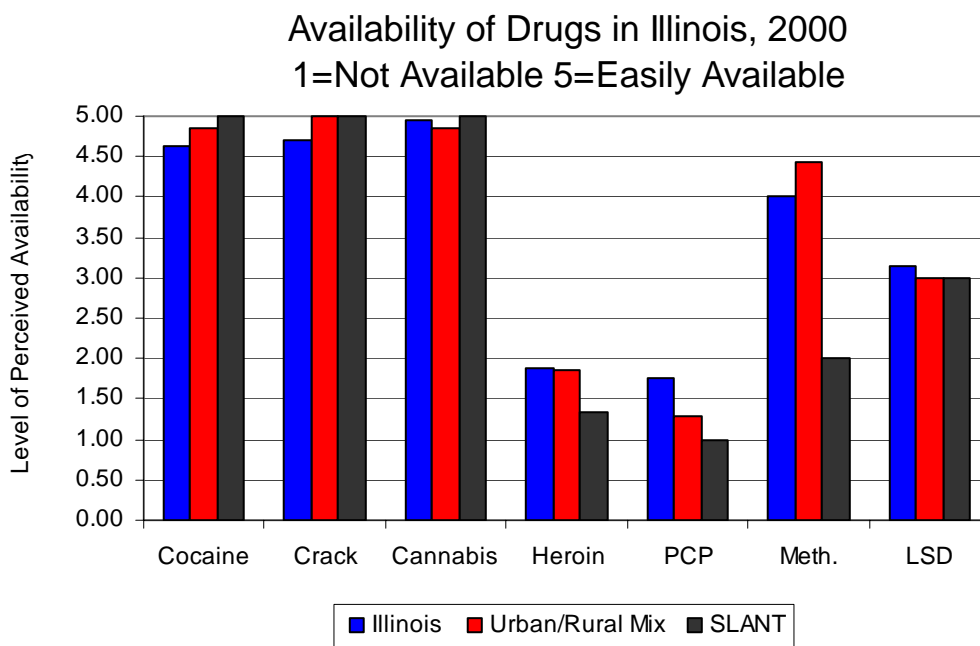
## IX. Summary of Drug Situation

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.

In 1995, 1996, 1998, and 2000, the Authority conducted a survey of each MEG and task force in Illinois to gauge the perceived availability of drugs in the areas they cover. Questions were asked concerning the availability of specific drugs, and results were analyzed by region of the state. MEGs and task forces are classified as being either mostly urban, mostly rural, or mixed urban/rural based upon the classification of the county(s) that each unit covers, and, for purposes of this report, are compared to the average of similar units.

According to SLANT survey responses, cannabis, cocaine and crack continued to be the most visible drugs on the street and were all reported to be “easily available” across all regions analyzed. In Illinois, the MEGs and task forces similar to SLANT, as well as in the region covered by SLANT, the perceived availability of LSD decreased slightly from 1996 to 2000. The perceived availability of methamphetamine rose in Illinois and in the MEGs and task forces classified as an urban/rural mix, while availability in the area covered by SLANT remained the same. The perceived availability of PCP decreased in the region covered by SLANT and in the MEGs and task forces similar to SLANT, but remained the same statewide from 1996 to 2000. Heroin’s perceived availability remained the same in the regions covered by SLANT and by the task forces similar to SLANT but increased statewide. The perceived availability of cannabis and crack cocaine remained the same in all three groups, and cocaine availability rose in the region covered by SLANT, but remained the same statewide and in the regions covered by task forces and MEGs similar to SLANT from 1996 to 2000 (Figure 27).

**Figure 27**



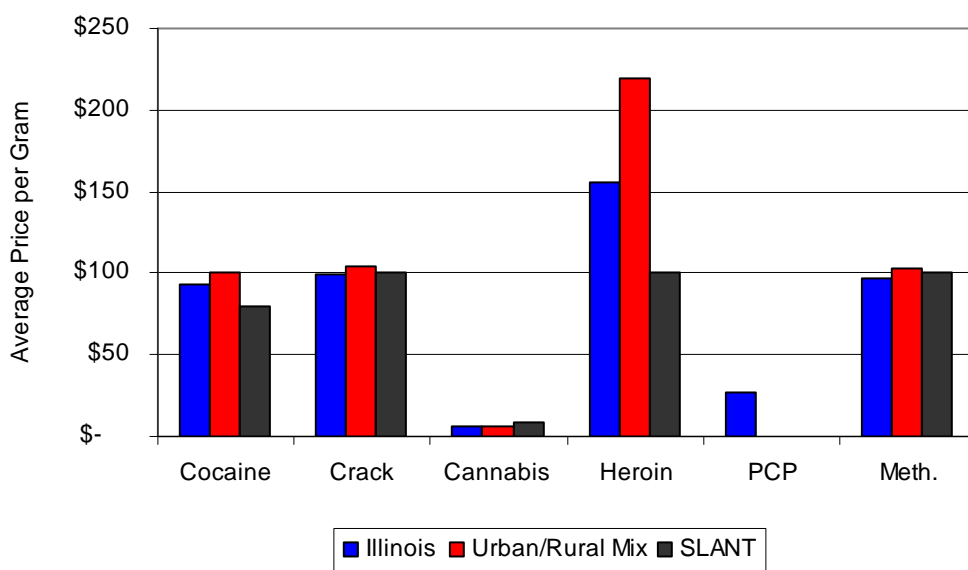
Source: Authority Survey of Illinois MEGs and task forces

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

According to survey responses from 1996, 1998, and 2000, drug prices per gram in the region covered by SLANT, in the regions covered by MEGs and task forces similar to SLANT, and in the state varied widely. Statewide, cannabis, heroin, and methamphetamine prices remained the same over the three survey years, while the prices of crack and cocaine decreased. In the regions covered by MEGs and task forces similar to SLANT, cocaine, crack, heroin, and methamphetamine prices increased, while cannabis prices remained the same over the years surveyed. In the region covered by SLANT, the prices of cocaine and heroin decreased, crack and cannabis prices rose. In the region covered by SLANT, the price of methamphetamine decreased, however only two years of survey data were available, 1998 and 2000. The average price of cocaine per gram for the three groups across the years surveyed was \$95, while crack averaged \$98 per gram, cannabis averaged \$7 per gram and heroin \$159 per gram. As for methamphetamine, across the two years for which survey data was available for the all three groups, 1998 and 2000, the average price per gram was \$99. Unfortunately, not enough information was available to estimate the price of PCP for any of the three groups (Figure 28).

**Figure 28**

**Price Per Gram in Illinois, 2000**

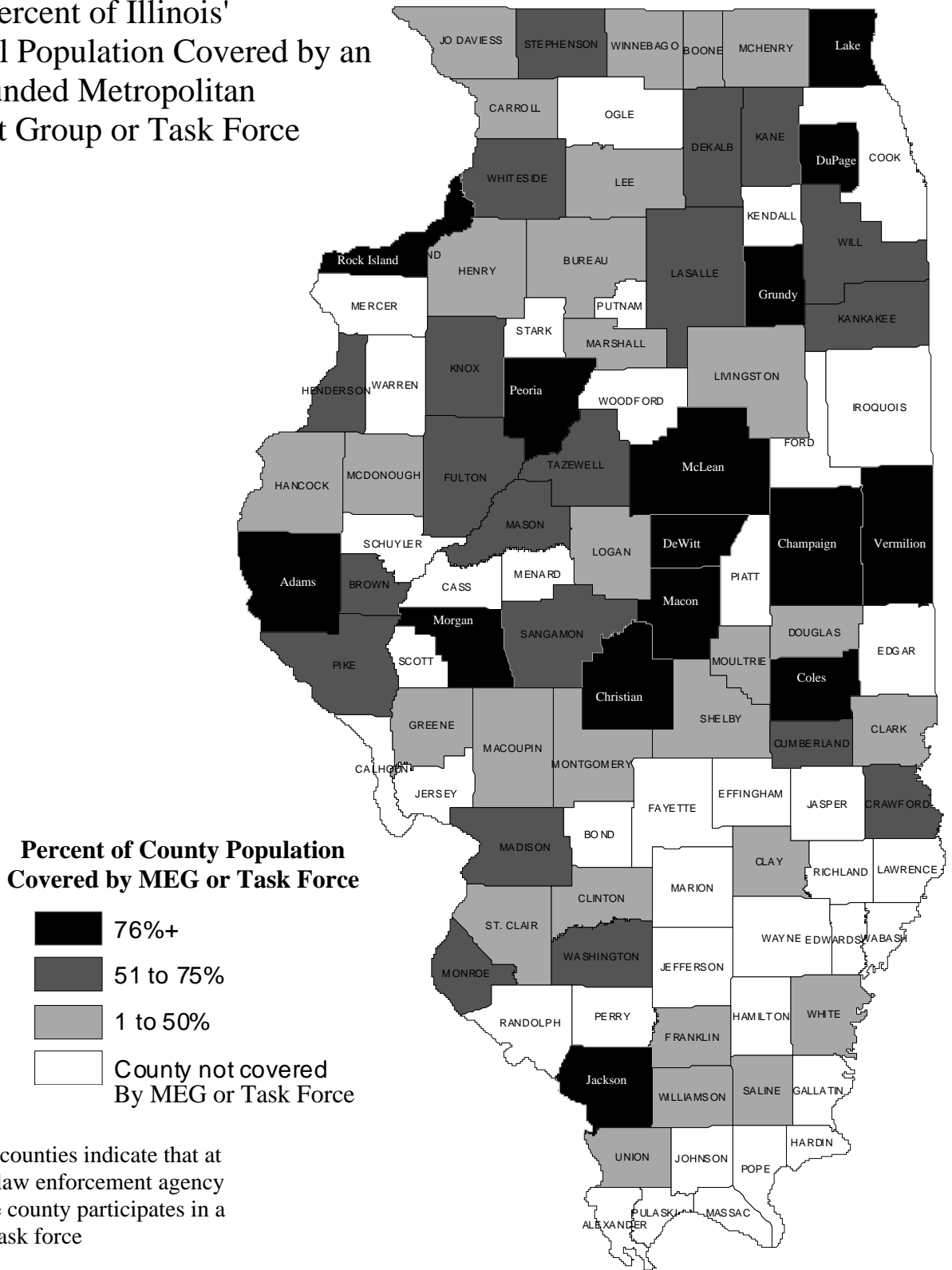


Source: Authority Survey of Illinois MEGs and task forces

# **X. Appendices**

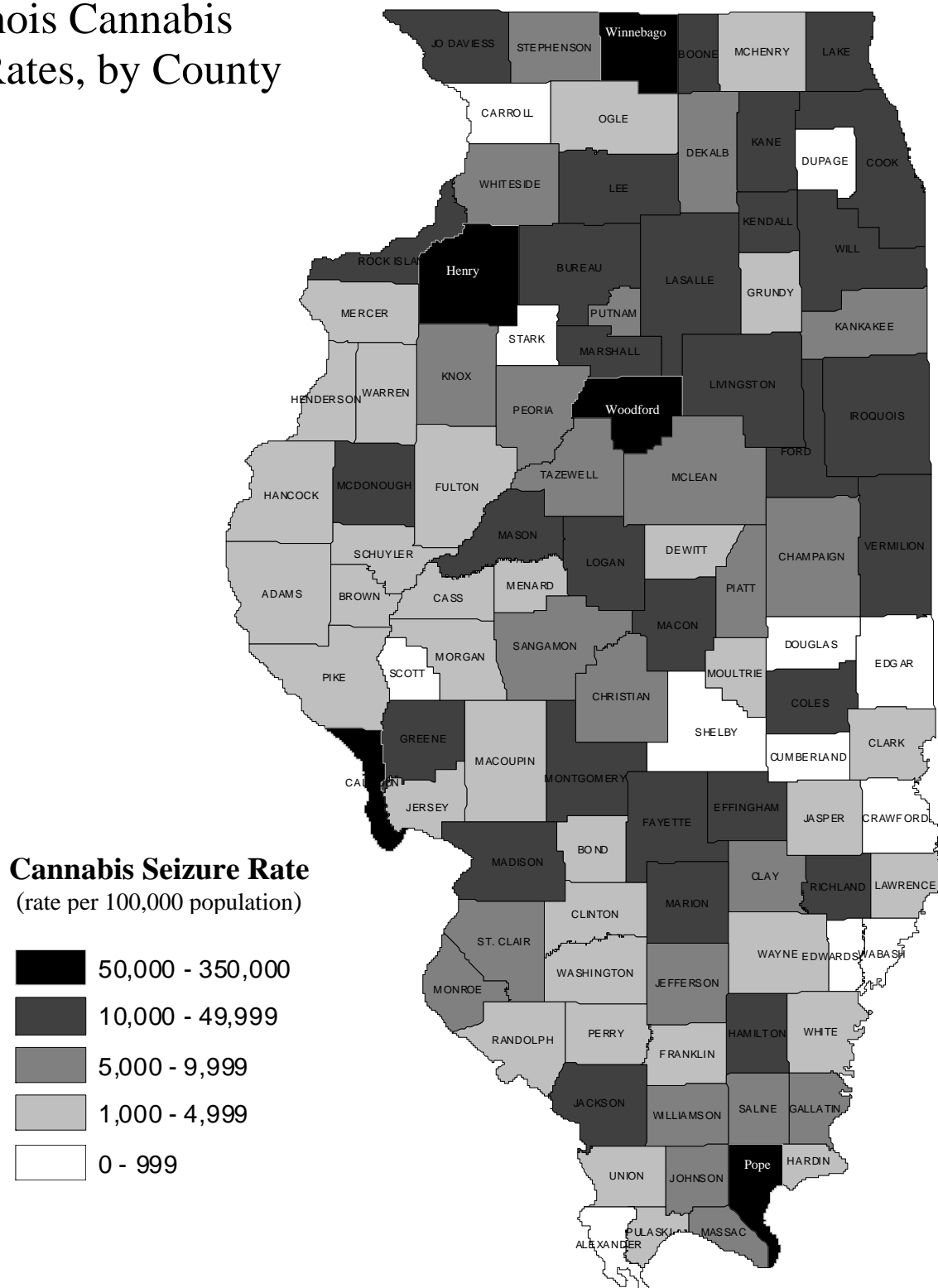
Map 1

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

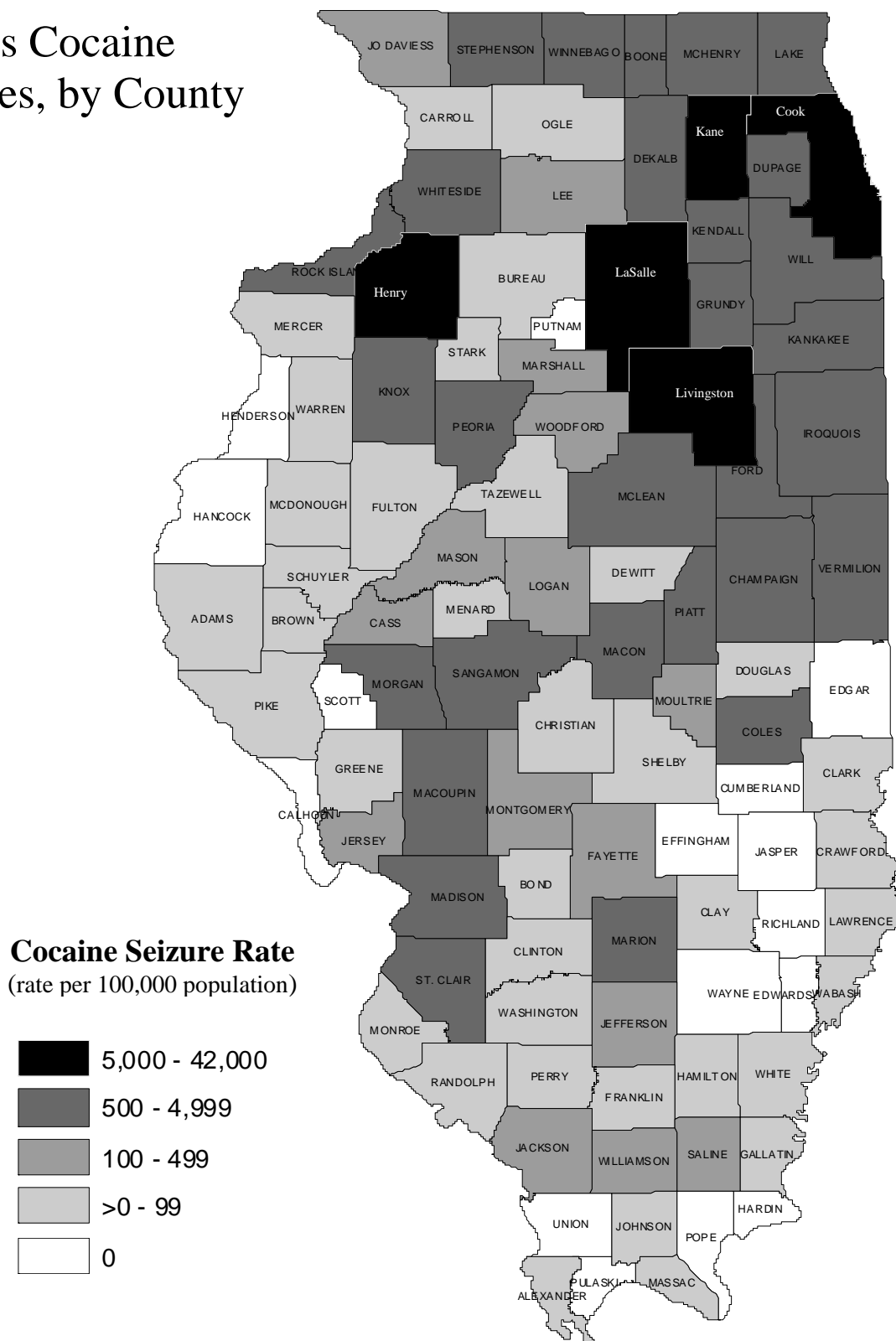




# 2002 Illinois Cannabis Seizure Rates, by County

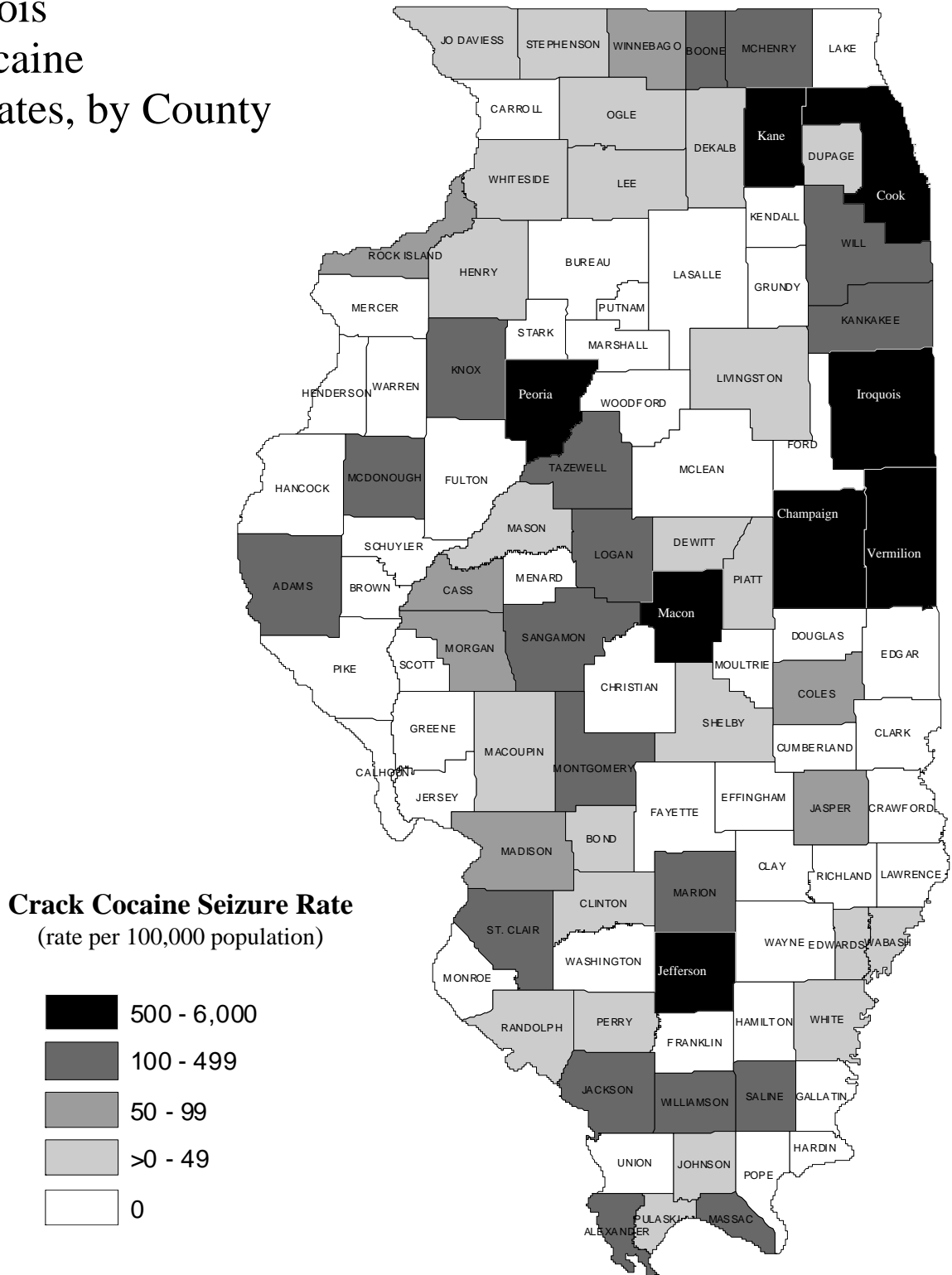


# 2002 Illinois Cocaine Seizure Rates, by County



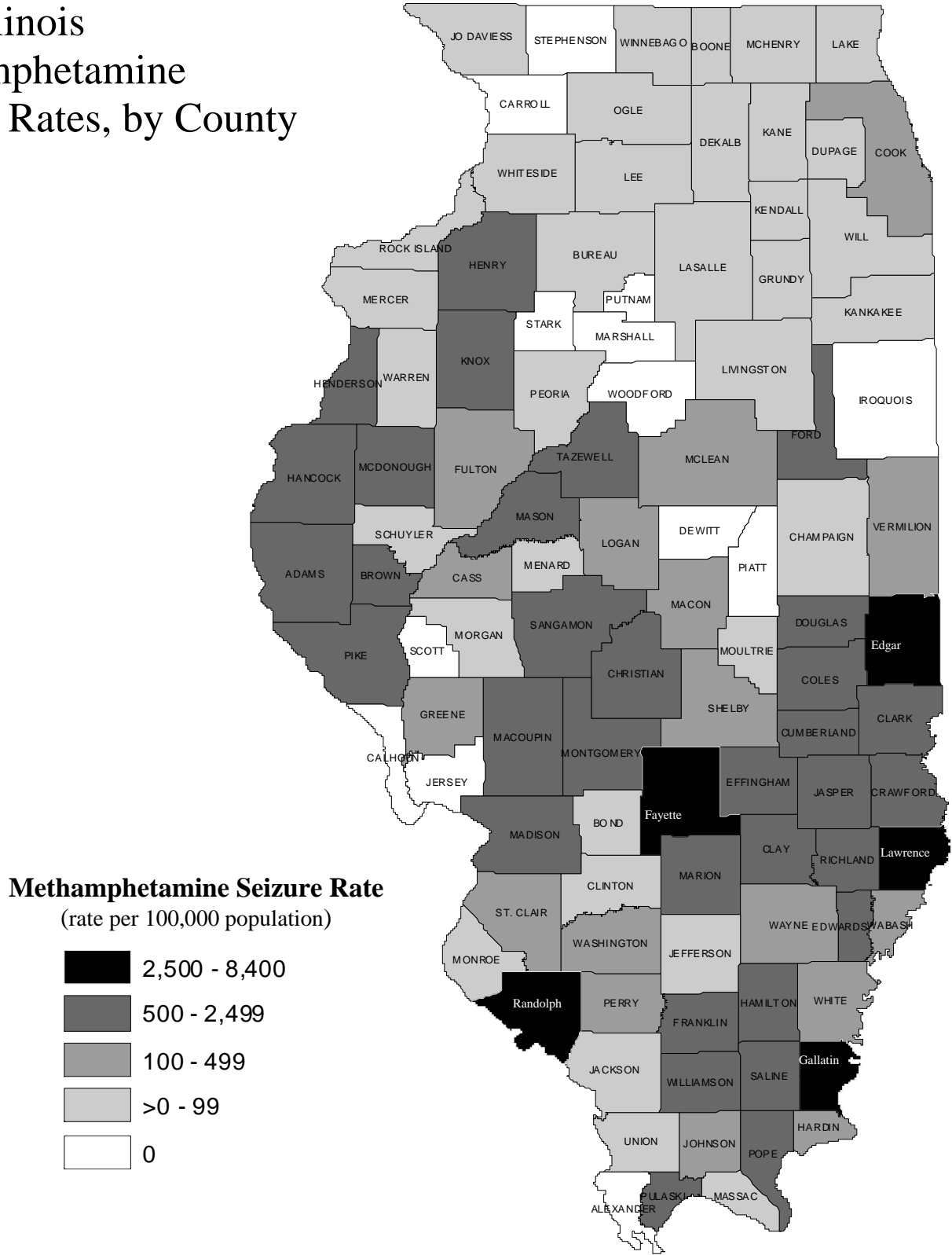
Map 4

# 2002 Illinois Crack Cocaine Seizure Rates, by County

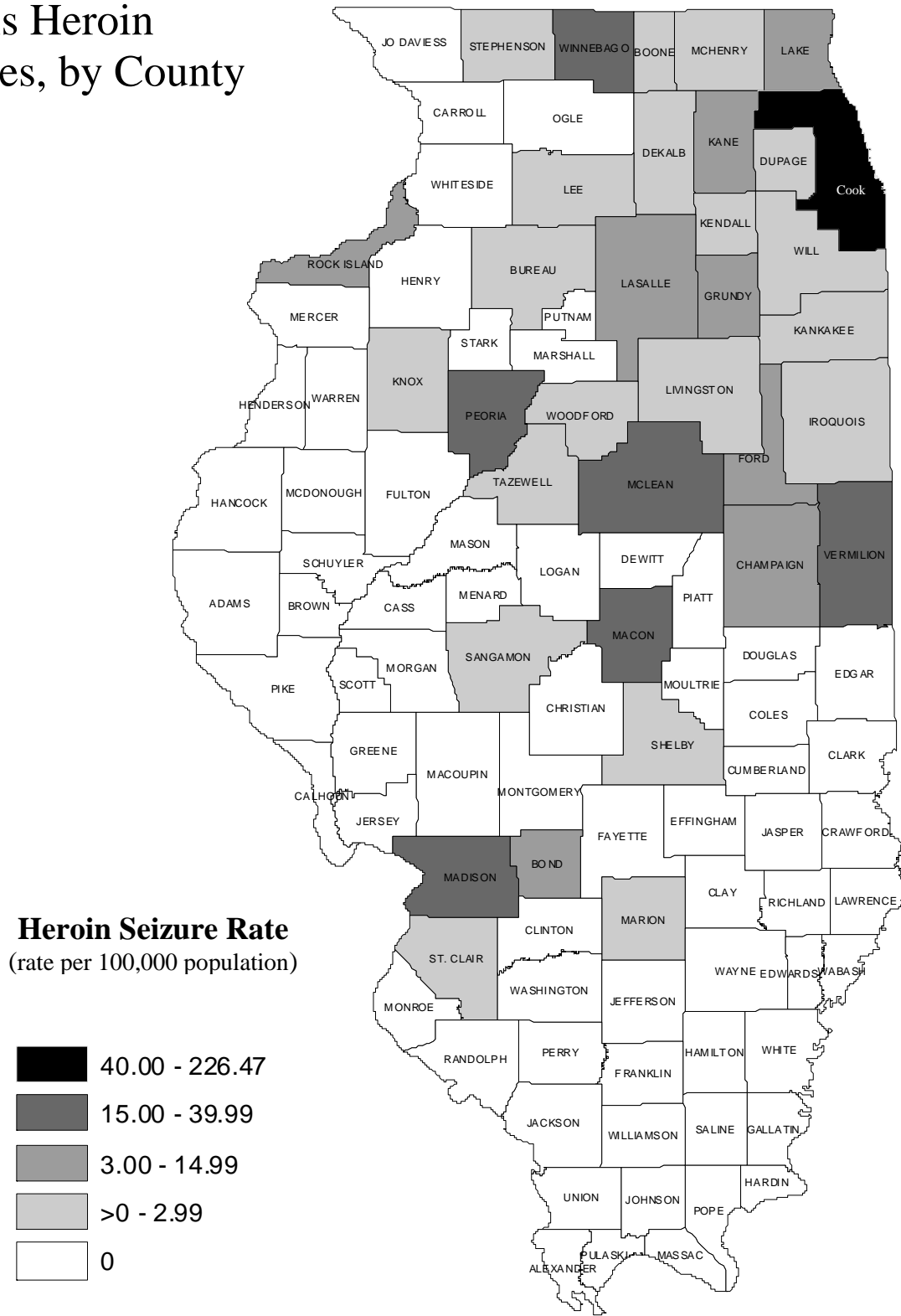


Map 5

# 2002 Illinois Methamphetamine Seizure Rates, by County



# 2002 Illinois Heroin Seizure Rates, by County



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