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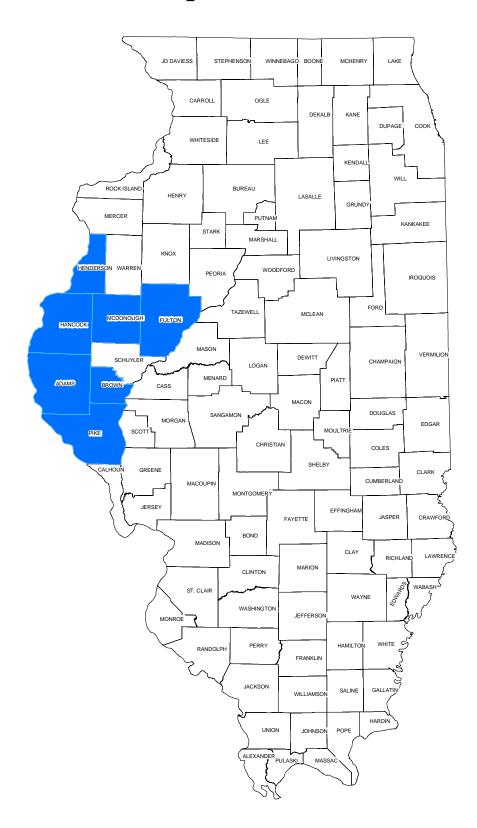
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March 2004

Assessing Illinois' Metropolitan Enforcement Groups and Task Forces



A Profile of the West Central Illinois Task Force

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EXECUTIVE SUMMARY

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

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

- In 2002, ten local Illinois police agencies participated in WCITF (a participating agency is defined as one that contributes either personnel or financial resources to WCITF). Officers assigned to WCITF (totaling 17 in 2002, 12 from participating agencies) accounted for nearly 6 percent of the total number of sworn police officers working for agencies participating in WCITF (page 1).
- The violent Index offense rate was collectively higher across jurisdictions that participated in WCITF than among the combined jurisdictions that did not participate in WCITF (page 3).
- The drug arrest rate was collectively higher in those jurisdictions that participated in WCITF than in those jurisdictions not participating in WCITF. The drug arrest rate achieved by WCITF was less than one-half the rate experienced by the participating agencies, meaning the unit made nearly one-half as many arrests for violations of the Cannabis Control Act and Controlled Substances Act, with 17 officers, as did all of the participating agencies combined (page 6).
- When comparing the types of drug offenders arrested by those agencies participating in WCITF, those agencies not participating, and WCITF, it was found that since 1997 WCITF 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 WCITF, 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 WCITF decreased dramatically, while the amount of cocaine seized by WCITF increased (pages 15 and 16).
- Between 1991 and 2002, 87 percent of all drug arrests by WCITF resulted in prosecution. Of those offenders prosecuted, 55 percent were prosecuted for violation of the Controlled Substances Act. In addition, between 1991 and 2002, 90 percent of all drug offenders who were prosecuted as a result of WCITF activity were convicted (page 18).

- In 2002, among those WCITF drug offenders convicted and sentenced, prison sentences accounted for the largest proportion (63 percent), followed by probation sentences (28 percent) and jail sentences (10 percent) (page 20).
- Between 1991 and 2002, prison sentences resulting from WCITF cases accounted for 77 percent of all drug-law violators sent to prison from the region where WCITF operates (page 21).
- Unlike the arrests made by the participating and non-participating agencies, the arrests made by WCITF tended to involve substances considered to be the most serious (i.e., felony versus misdemeanor), while arrests by local police departments (including those participating in WCITF and non-participating agencies) may reflect the most widely available and used drugs in the region and were more likely to involve the substances which a large proportion of community residents were seeking and receiving substance abuse treatment in 2002 (page 25).

I. Introduction

The West Central Illinois Task Force (WCITF) covers the Illinois counties of Adams, Brown, Fulton, Hancock, Henderson, McDonough, and Pike. Combined, these counties had a 2002 total population of 189,879 – 1 percent less than in 1990. In 2002, ten local Illinois police agencies participated in WCITF. These include the following sheriff's offices: Adams County, Brown County, Fulton County, Hancock County, Henderson County, McDonough County, and Pike County, as well as the following municipal police departments: Canton and Quincy, as well as Western Illinois University. These agencies served 59 percent of the population in the seven-county region covered by WCITF in 2002 (see Map 1 on page 31). A participating agency is defined as one that contributes either personnel or financial resources to WCITF.

In addition to agencies that participate in WCITF, these Illinois counties are served by 28 additional police departments that do not participate in WCITF. According to the Illinois State Police, county sheriffs and local police departments, in the seven-county region covered by WCITF, combined, employed 286 full-time police officers as of Oct. 31, 2002, 213 of which work in agencies participating in WCITF. In comparison, there were a total of just 17 officers assigned to WCITF in 2002, 12 of which were assigned by participating agencies and five from the Illinois State Police (ISP). Thus, the officers assigned to WCITF during 2002 accounted for a relatively small proportion—about 6 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 WCITF, 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.

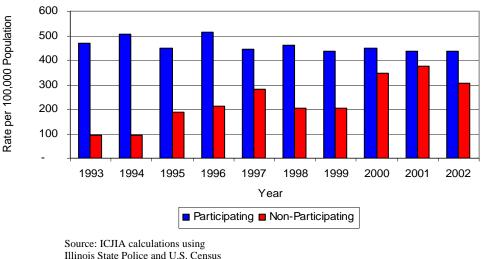
II. **Trends in Violent Index Offenses and Arrests**

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 seven-county region covered by WCITF totaled 727, a 19 percent increase from the 613 offenses reported in 1993. The majority (80 percent) of violent Index offenses reported to the police between 1993 and 2002 were aggravated assaults, while 15 percent were criminal sexual assaults.

During the period analyzed, the violent Index offense rate for the region covered by WCITF increased 21 percent, from 316 offenses per 100,000 population in 1993 to 383 offenses per 100,000 population in 2002. Conversely, the violent Index offense rate in the participating agencies decreased 7 percent, from 470 to 436 offenses per 100,000 population, while the rate in the non-participating agencies more than tripled, from 94 to 306 offenses per 100,000 population (Figure 1). Thus, throughout the period analyzed, the violent Index offense rate for participating agencies was collectively greater than the violent Index offense rate for agencies not participating in WCITF.

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

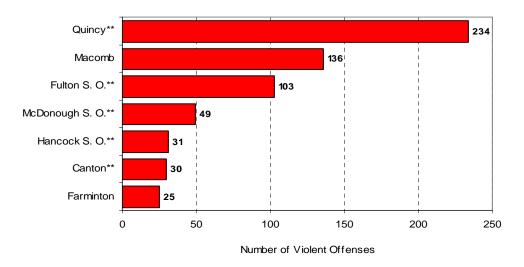


Illinois State Police and U.S. Census

Across the individual local law enforcement agencies covered by WCITF's jurisdiction, one agency, the Quincy Police Department, accounted for 32 percent of all violent Index offenses reported to the police in 2002 (Figure 2). Agencies reporting fewer than 25 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 341 violent Index offenses per 100,000 population in Quincy to 946 offenses per 100,000 population in Farmington.

Figure 2

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



Source: Illinois State Police

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 WCITF decreased 9 percent, from 475 to 434. As with reported violent Index offenses, the majority (87 percent) of violent Index arrests were for aggravated assaults, followed by criminal sexual assaults (9 percent).

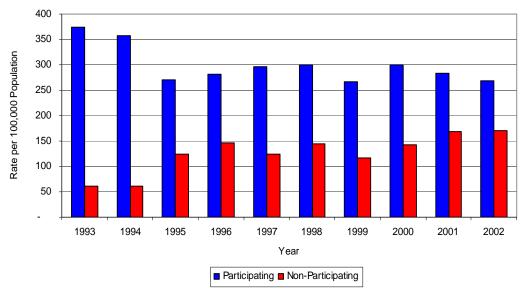
During the period analyzed, the violent Index arrest rate for the region covered by WCITF decreased 7 percent, from 245 offenses per 100,000 population in 1993 to 229 arrests per 100,000 population in 2002. Similarly, the violent Index arrest rate in the participating agencies decreased 28 percent, from 373 to 268 offenses per 100,000 population, while the rate in the non-participating agencies nearly tripled, from 60 to 171 offenses per 100,000 population (Figure 3).

^{*}Agencies reporting 25 or more violent offenses

^{**}Agencies participating in WCITF

Figure 3

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



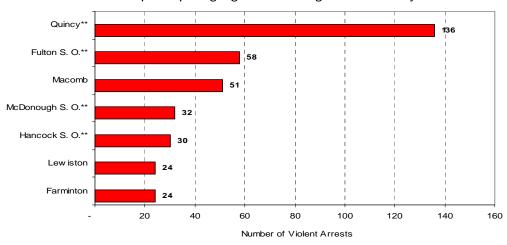
Source: ICJIA calculations using

Illinois State Police and U. S. Census Bureau data

The majority (56 percent) of arrests for violent Index offenses occurring in the seven-county region covered by WCITF were made by three agencies. Agencies reporting fewer than 20 arrests for violent Index offenses in 2002 are excluded from Figure 4. Of the 434 violent Index arrests made in 2002, the Quincy Police Department accounted for the majority (31 percent), followed by the Fulton County Sheriff's Office (13 percent) and the Macomb Police Department (12 percent) (Figure 4).

Figure 4

2002 Violent Index Arrests* Reported by Participating and Nonparticipating Agencies in Region Covered by WCITF



Source: Illinois State Police

*Agencies reporting 20 or more violent arrests

**Agencies participating in WCITF

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 WCITF reported 1,073 arrests for drug law violations, far greater than the number of arrests made in 1993 (238 arrests). Between 1993 and 2002, arrests for violations of Illinois' Cannabis Control Act out-numbered arrests for violations of the Controlled Substances Act every year in Adams, Brown, Fulton, Hancock, Henderson, McDonough, and Pike counties, combined. During the same period, the number of arrests for violations of the Cannabis Control Act in these seven counties, combined, almost doubled, from 204 to 396. Arrests for violations of the Controlled Substances Act in the seven-county region increased significantly, from 25 to 242. In addition, arrests for violations of the Drug Paraphernalia Control Act, enacted in 1993, increased greatly from six in 1993 to 421 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.

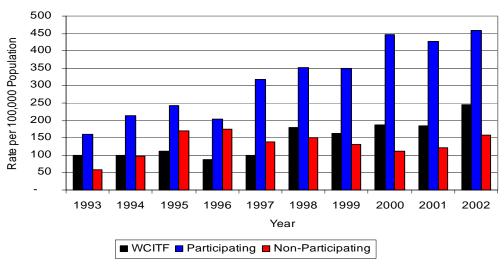
Because arrests for violations of the Drug Paraphernalia Control Act are frequently made in conjunction with other drug offense arrests, these arrests may be double-counted, thus skewing the actual number of drug arrests. Therefore, only arrests for violations of the Cannabis Control Act and Controlled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

During the period analyzed, the drug arrest rate for violations of the Cannabis Control Act and Controlled Substances Act, combined, in the region covered by WCITF more than doubled, from 118 arrests per 100,000 population in 1993 to 336 arrests per 100,000 population in 2002. Similarly, the drug arrest rate in the participating agencies nearly tripled, from 159 to 458, while the drug arrest rate for non-participating agencies more than doubled, from 60 to 158 arrests per 100,000 population. The arrest rate for WCITF also more than doubled between 1993 and 2002, from 101 to 246 arrests per 100,000 population (Figure 5). Thus, agencies participating in WCITF had a higher drug arrest rate than agencies

not participating in WCITF in all of the years analyzed. Also, the drug arrest rate achieved by WCITF was less than one-half the rate experienced by the participating agencies, meaning the unit made nearly one-half as many arrests for violations of the Cannabis and Controlled Substances Acts, with 17 officers, as did all of the participating agencies combined.

Figure 5

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

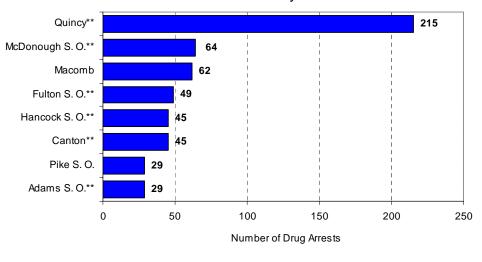


Source: ICJIA calculations using Illinois State Police. WCITF and U.S. Census Bureau data

Across the individual local law enforcement agencies in the region covered by WCITF, the total number of cannabis and controlled substances arrests ranged from zero to 215. Of the 638 drug arrests made during 2002 in the seven-county region, four agencies accounted for 61 percent of these drug arrests. Agencies reporting 20 or fewer drug arrests in 2002 are excluded from Figure 6. The Quincy Police Department accounted 34 percent of the total number of cannabis and controlled substances arrests in the seven-county region, while the Macomb Police Department and the McDonough Sheriff's Office each accounted for 10 percent and the Fulton County Sheriff's Office accounted for 8 percent (Figure 6). Among the eight agencies with the highest number of drug arrests during 2002, six participated in WCITF.

Figure 6

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



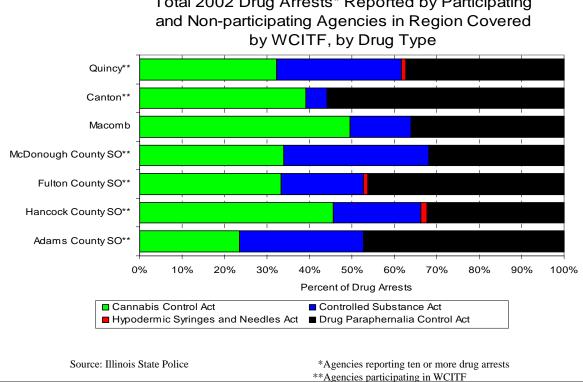
Source: Illinois State Police

**Agencies participating in WCITF

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

Figure 7

Total 2002 Drug Arrests* Reported by Participating



Assessing Illinois' Metropolitan Enforcement Groups and Task Forces: A Profile of the West Central Illinois Task Force

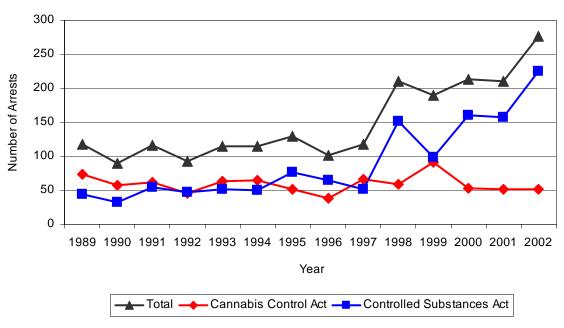
^{*}Agencies reporting ten or more drug arrests

Between 1993 and 2002, the number of combined cannabis and controlled substances arrests made by WCITF more than doubled, from 115 to 277 (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 WCITF throughout most of the period analyzed. During the period analyzed, the number of WCITF arrests for violations of the Cannabis Control Act decreased 17 percent, from 63 to 52, while arrests for violations of the Controlled Substances Act increased from 52 to 225 (Figure 8).

Between 1993 and 2002, the proportion of drug arrests accounted for by violations of the Controlled Substances Act increased for participating and non-participating agencies. In addition, for WCITF, the proportion of drug arrests accounted for by controlled substance violations also increased between 1993 and 2002. In 2002, 81 percent of the drug arrests made by WCITF were for violations of the Controlled Substances Act, compared to 45 percent in 1993; whereas, in 2002, arrests for controlled substances violations accounted for 41 percent of the drug arrests made in the participating agencies and 24 percent for the non-participating agencies, compared to 12 percent and 9 percent, respectively, in 1993. Thus, arrests by WCITF were more likely than arrests by 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 WCITF was slightly more focused in who they were targeting and arresting for violations of the Controlled Substances Act than local departments, and were also getting a more serious drug law violators, since violations of the Controlled Substances Act are more likely to involve felony-level offenses.

Figure 8

Drug Arrests by WCITF



Source: WCITF

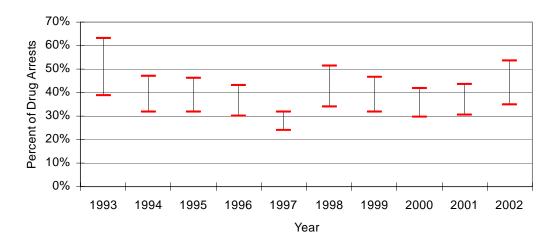
The data presented below represent the percent of total drug arrests made by participating agencies that were accounted for by WCITF. An upper and lower bound is shown in Figure 9, which accounts for whether or not the units numbers are counted as part of the UCR submissions made by participating departments (which is unknown at this point). The upper bound indicates the percentage of arrests if *all* of the WCITF arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the WCITF 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 WCITF, was between 39 to 63 percent in 1993, but decreased to between 35 to 54 percent in 2002. Thus, despite the fact that the officers assigned to WCITF accounted for a small proportion of the total number of officers in participating agencies, they accounted for a relatively large proportion of the drug arrests made in the jurisdiction of the participating agencies in most of the years analyzed.

Figure 9

Percent of Total Drug Arrests

Accounted for by WCITF



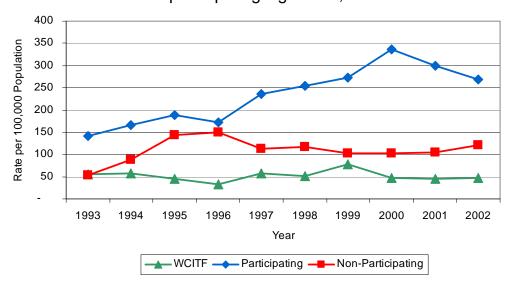
Source: ICJIA calculations using Illinois State Police and WCITF data

The number of arrests for violations of Illinois' Cannabis Control Act in Adams, Brown, Fulton, Hancock, Henderson, McDonough, and Pike counties totaled 396 in 2002, 94 percent more than the 204 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 seven-county region decreased 30 percent, decreasing from 89 percent to 62 percent. In 2002, agencies participating in WCITF accounted for the largest portion (77 percent) of the total number of arrests for cannabis violations. WCITF reported a total of 52 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 WCITF nearly doubled, from 105 arrests per 100,000 population in 1993 to 209 arrests per 100,000 population in 2002. The cannabis arrest rate in the participating agencies increased 91 percent, from 141 to 269 arrests per 100,000 population, while the cannabis arrest rate in the non-participating agencies more than doubled from 54 to 120 arrests per 100,000 population. During the same period, the cannabis arrest rate for WCITF decreased 16 percent, from 55 to 46 arrests per 100,000 population (Figure 10). Thus, the arrest rate for violations of the Cannabis Control Act was collectively higher in the area served by participating agencies than in the combined jurisdiction of the non-participating agencies.

Figure 10

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



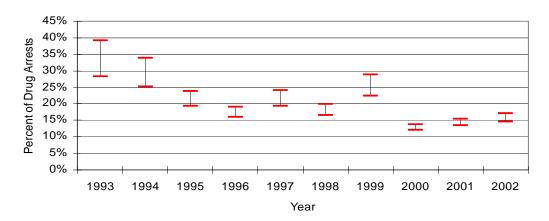
Source: ICJIA calculations using Illinois State Police, U.S. Census Bureau, and WCITF data

The data presented in Figure 11 represent the percent of cannabis arrests made by participating agencies accounted for by WCITF. 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 WCITF arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the WCITF arrests are included in the local UCR submissions. It is estimated that the proportion of cannabis arrests across participating agencies accounted for by WCITF was between 28 to 39 percent in 1993, but decreased slightly to between 15 to 17 percent in 2002.

Figure 11

Percent of Cannabis Arrests

Accounted for by WCITF

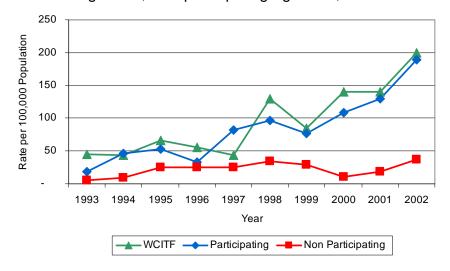


Source: ICJIA calculations using Illinois State Police and WCITF data

In Adams, Brown, Fulton, Hancock, Henderson, McDonough, and Pike counties, the number of arrests for violations of Illinois' Controlled Substances Act increased nearly nine-fold between 1993 and 2002, from 25 to 242. Between 1993 and 2002, the proportion of all drug arrests accounted for by violations of the Controlled Substances Act in the seven-county region increased from 11 percent to 38 percent. In 2002, WCITF reported 225 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 WCITF also increased nearly nine-fold, from 13 to 127 arrests per 100,000 population (Figure 12). The controlled substances arrest rates in the participating and non-participating agencies also significantly, from 18 to 189 arrests per 100,000 population and 5 to 38 arrests per 100,000 population, respectively. The controlled substances arrest rate for WCITF more than quadrupled, from 45 to 200 arrests per 100,000 population (Figure 12). Thus, in 2002, WCITF's Controlled Substances Act arrest rate was collectively higher than the rates in both the participating agencies and the non-participating agencies.

Figure 12
Controlled Substances Arrest Rates in the Region
Covered by WCITF as Reported by Participating
Agencies, Non-participating Agencies, and WCITF

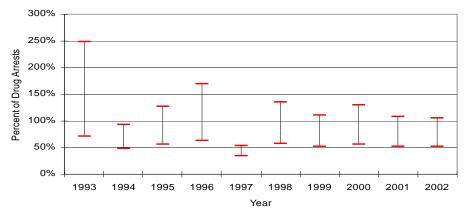


Source: ICJIA calculations using Illinois State Police, U.S. Census Bureau, and WCITF data

The data presented in Figure 13 represent the percent of controlled substances arrests made by participating agencies accounted for by WCITF. An upper and lower bound is shown which accounts for whether or not the units numbers are counted as part of the UCR submissions made by local departments which is unknown at this point). The upper bound indicates the percentage of arrests if *all* of the WCITF arrests are included in the local UCR submissions. The lower bound indicates the percentage if *none* of the WCITF arrests are included in the local UCR submissions. Because values of the upper bound exceed 100 percent, it is believed that WCITF 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 WCITF remained relatively stable throughout the period analyzed accounting for approximately 71 percent in 1993, but decreased to 51 percent in 2002.

Figure 13

Percent of Controlled Substances Arrests
Accounted for by WCITF

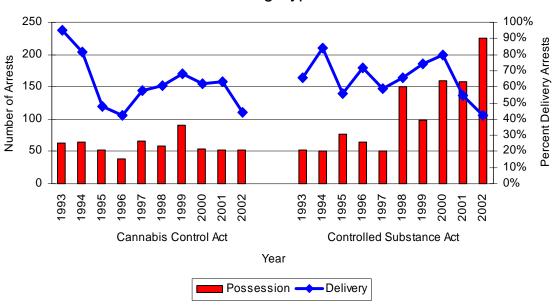


Source: ICJIA calculations using Illinois State Police and WCITF data

The majority (63 percent) of all drug arrests reported by WCITF is for delivery. Between 1993 and 2002, the number of drug delivery arrests made by WCITF increased 44 percent, from 94 to 118. However, drug delivery offenses accounted for a decreasing proportion of arrests, decreasing from 82 percent in 1993 to 43 percent in 2002. When cannabis and controlled substance arrests were examined separately, during the period analyzed, arrests for delivery of controlled substances and cannabis varied somewhat. While arrests for delivery of cannabis accounted for 62 percent of all WCITF cannabis arrests during the period analyzed, they accounted for a decreased proportion, decreasing from 95 percent in 1993 to 44 percent in 2002. Arrests for the delivery of controlled substances also accounted for a decreasing proportion of controlled substance arrests between 1993 and 2002, decreasing from 65 to 42 percent of all arrests for violations of the Controlled Substance Act.

Figure 14

WCITF Drug Arrests for Possession versus Delivery, by
Drug Type



Source: ICJIA calculations using WCITF data

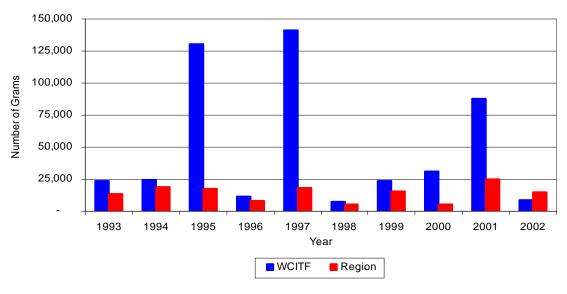
IV. Trends in Drug Seizures

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 Adams, Brown, Fulton, Hancock, Henderson, McDonough, and Pike counties, as well as the quantities of drugs seized by WCITF. It is important to note, however, that while WCITF 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 seven-county region covered by WCITF. The quantity of cannabis seized and submitted by law enforcement agencies in Adams, Brown, Fulton, Hancock, Henderson, McDonough, and Pike counties increased 9 percent, from 13,354 grams in 1993 to 14,594 grams in 2002, with 25,104 grams being seized in 2001, the largest amount seized during the period analyzed. Although the quantity of cannabis seized by WCITF decreased between 1993 and 2002, decreasing from 23,785 grams to 9,104 grams, the quantity of cannabis seized by WCITF jumped to 130,391 grams in 1995 and 141,527 grams in 1997 (Figure 15). In 2002, WCITF's cannabis seizure rate of 8,081 grams per 100,000 population was 58 percent lower than the statewide cannabis seizure rate of 19,437 grams per 100,000 population, but 5 percent higher than the seizure rate of 7,686 grams per 100,000 population in the seven-county region covered by WCITF (Map 2).

Figure 15

Cannabis Seized and Submitted to ISP by Participating Counties and Seized by WCITF



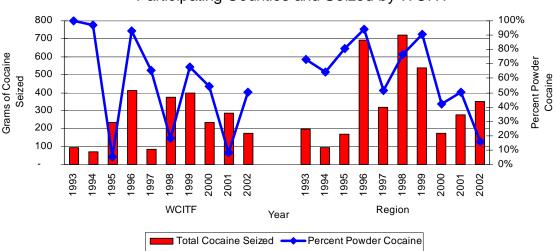
Source: Illinois State Police and WCITF

Between 1993 and 2002, a combination of crack and powder cocaine has accounted for a small proportion of drugs seized in the seven-county region covered by WCITF. However, the quantity of cocaine seized and submitted by law enforcement agencies in Adams, Brown, Fulton, Hancock, Henderson, McDonough, and Pike counties increased from 197 grams in 1993 to 352 grams in 2002. Between 1993 and 2002, the quantity of cocaine seized by WCITF increased from 96 grams to 171 grams.

The proportion of all cocaine seized by the region covered by WCITF accounted for by powder cocaine varied between 1993 and 2002, as did the proportion of all cocaine seizures accounted for by powder cocaine in WCITF. Although powder cocaine accounted for nearly two-thirds of all cocaine seized in the seven-county region covered by WCITF, the proportion decreased between 1993 and 2002 from 73 percent to 16 percent. For WCITF, although powder cocaine accounted for 56 percent of total cocaine seizures during the period analyzed, the proportion decreased from 100 percent in 1993 to 51 percent in 2002 (Figure 16). In 2002, WCITF's cocaine seizure rate of 152 grams per 100,000 population was 15 percent less than the cocaine seizure rate of 185 grams per 100,000 population in the seven-county region covered by WCITF, and significantly less than the statewide cocaine seizure rate of 21,891 grams per 100,000 population (Maps 3 and 4).

Powder and Crack Cocaine Seized and Submitted to ISP by Participating Counties and Seized by WCITF

Figure 16



Source: Illinois State Police and WCITF

The total quantity of illegal drugs seized and submitted by law enforcement agencies in Adams, Brown, Fulton, Hancock, Henderson, McDonough, and Pike counties increased 35 percent between 1993 and 2002, from 13,663 grams to 18,458 grams. Conversely, the total quantity of illegal drugs seized by WCITF decreased 7 percent, from 23,917 grams in 1993 to 22,174 grams in 2002.

Between 1993 and 2002, 4,798 grams of methamphetamine were seized in the region covered by WCITF, increasing from 152 to 1,471 grams during the period. Although WCITF reported no methamphetamine seizures prior to 1998, the quantity of methamphetamine seized by WCITF increased from 1,011 grams in 1998 to 12, 896 grams in 2002. As a result, WCITF's methamphetamine seizure rate of 11,446 grams per 100,000 population in 2002 was significantly higher than the rate of 775 grams per 100,000 population seized in the seven-county region covered by WCITF and the statewide rate of 222 grams per 100,000 population (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 seven-county region covered by WCITF increased 37 percent, from 920 to 1,260 (Figure 17).

Number of Felony Filings in Participating Counties

1,400
1,200
1,000
600
400
200

1989 1990 1991 1992 1993 1994 1995 1996 1997 1998 1999 2000 2001 Year

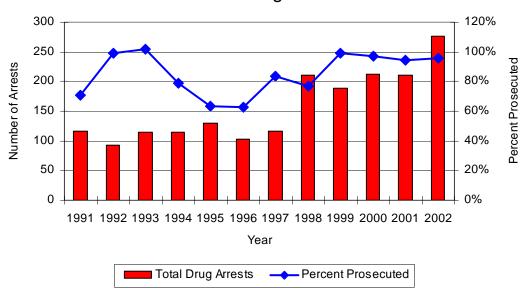
Figure 17

Source: Administrative Office of the Illinois Courts

Between 1991 and 2002, there were a total of 1,646 drug prosecutions initiated as a result of WCITF arrests in Adams, Brown, Fulton, Hancock, Henderson, McDonough, and Pike counties. During this time, the number of WCITF drug arrests more than doubled, from 116 arrests in 1991 to 277 arrests in 2002 (Figure 18). Between 1991 and 2002, approximately 87 percent of drug arrests by WCITF resulted in prosecution. Sixty percent) of WCITF 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 taking place.

Figure 18

Total WCITF Drug Arrests and Percentage of Arrests Resulting in Prosecution



Source: WCITF

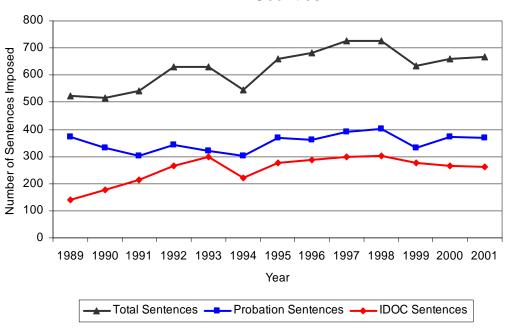
Between 1991 and 2002, 90 percent (1,486) of the 1,646 drug offenders who were prosecuted as a result of WCITF activity were convicted. Convictions for controlled substances accounted for one-half (55 percent) of all WCITF initiated convictions during the period analyzed.

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 seven-county region covered by WCITF increased 28 percent, from 523 to 667. The number of convicted felons sentenced to the Illinois Department of Corrections (IDOC) increased 88 percent between 1989 and 2001, from 139 to 261. As a result, the proportion of felons sentenced to IDOC increased during the same period, from 27 percent to 39 percent of total felony sentences. In 2001, 368 probation sentences were imposed on convicted felons, 2 percent less than the 374 probation sentences in 1989 (Figure 19). As a result, the proportion of felons sentenced to probation decreased from 72 percent in 1989 to 55 percent in 2001. Sentences other than prison or probation account for the remaining 6 percent of felony sentences imposed in 2001.

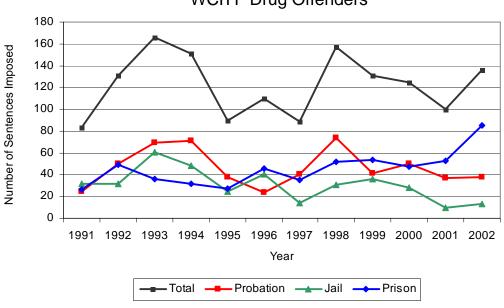
Figure 19
Sentences Imposed on Felons Convicted in Participating
Counties



Source: Administrative Office of the Illinois Courts

Between 1991 and 2002, the number of WCITF drug offenders convicted and sentenced increased 64 percent, from 83 to 136. During the period analyzed, the number of convicted WCITF drug offenders sentenced to prison more than tripled, from 26 in 1991 to 85 in 2002. Similarly, the number of convicted WCITF drug offenders sentenced to probation also increased during the period, from 25 to 38 (52 percent increase). The number of convicted WCITF drug offenders sentenced to jail decreased 59 percent, from 32 to 13 (Figure 20). In 2002, among those WCITF drug offenders convicted and sentenced, prison sentences accounted for the largest proportion (63 percent), followed by probation sentences (28 percent) and jail sentences (10 percent).

Figure 20
Sentences Imposed on Convicted
WCITF Drug Offenders

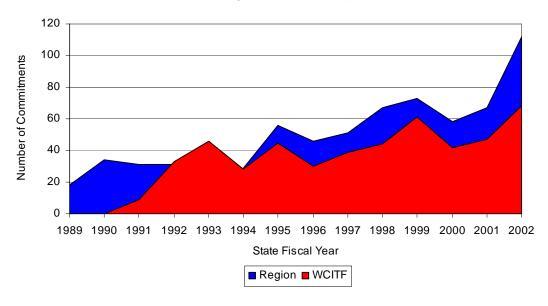


Source: WCITF

Between state fiscal years¹ 1991 and 2002, the number of new court commitments to IDOC's Adult Division for drug offenses from the seven-county region covered by WCITF more than tripled, from 31 to 112. The number of drug offender admissions by WCITF also increased significantly between 1991 and 2002, from nine to 68 (Figure 21). Thus, during the period analyzed, prison sentences resulting from WCITF cases accounted for 77 percent of the drug-law violators sentenced to prison from the seven-county region where WCITF operates.

Figure 21

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



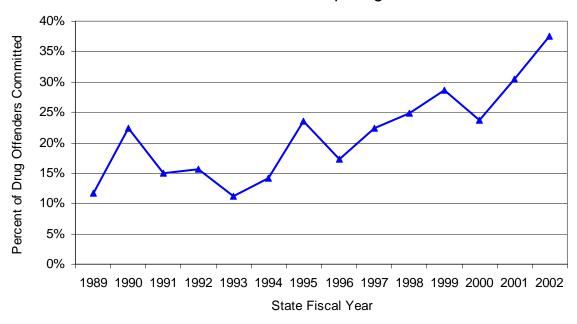
Source: Illinois Department of Corrections and WCITF

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

During the period analyzed, drug offenders accounted for an increasing proportion of adults convicted and sentenced to prison from Adams, Brown, Fulton, Hancock, Henderson, McDonough, and Pike counties. In 1989, drug offenses accounted for 12 percent of all commitments to IDOC, compared to 37 percent in 2002 (Figure 22).

Figure 22

Percent of Drug Offenders Committed to IDOC in Participating Counties

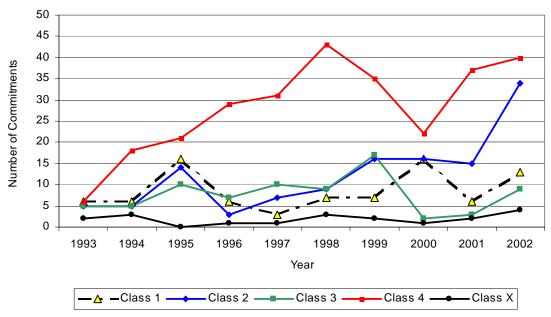


Source: Illinois Department of Corrections

Penalties for drug offenses were also examined between 1993 and 2002. Class 4 felonies accounted for the largest proportion (40 percent) of sentences to IDOC for drug offenses, followed by Class 2 felonies (21 percent), Class 1 and Class 3 felonies (15 percent and 13 percent, respectively), and Class X felonies (3 percent). Between 1993 and 2002, the number of Class 4 felony sentences increased more than five-fold, from six to 40, as did Class 2 felonies, increasing from five to 34. Class 3 felony sentences almost doubled, from five to nine, while Class 1 felonies more than doubled from six to 13, as did sentences for Class X felonies (increasing from two in 1993 to four in 2002) (Figure 23).

Figure 23

Drug Offenders Committed to IDOC from Participating Counties, by Offense Class



Source: Illinois Department of Corrections

Similar to the increase in Class 4 felony sentences to IDOC between 1993 and 2002, the mean sentence length for Class 4 felonies increased 20 percent, from 2.1 to 2.5 years during the period. In addition, the mean sentence length for Class 1 felonies increased 11 percent, from 6.2 to 6.8 years. On the other hand, Class 3 felonies decreased 16 percent, from 3.7 to 3.1 years and Class X sentence lengths decreased 23 percent, from 10 to 7.8 years. The mean sentence length for Class 2 felonies decreased 17 percent as well during the period analyzed, from 5.4 to 4.5 years.

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

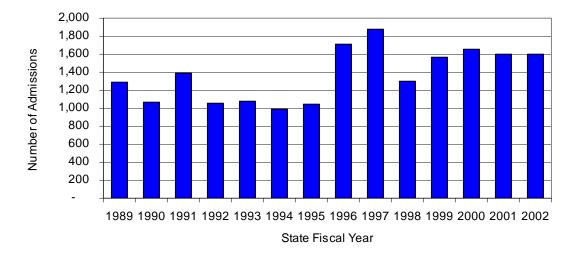
In addition to considering indicators of the extent and nature of drug abuse as reported through the criminal justice system (for example, arrests and prison sentences), there are indicators of substance abuse available from other Illinois social service agencies. Overseeing and supporting treatment for substance users, whether they are referred from the criminal justice system or elsewhere, is the responsibility of the Illinois Department of Human Services' Office of Alcoholism and Substance Abuse (OASA). It is important to note, however, that while OASA data represent the majority of the overall demand for substance abuse treatment in the state, some private programs provide treatment services to a smaller but significant number of clients who may not be included in the state's reporting system.

In state fiscal year 2002, OASA reported 1,600 admissions for alcohol or drug abuse treatment from Adams, Brown, Fulton, Hancock, Henderson, McDonough, and Pike counties, 25 percent more than the 1,284 admissions in 1989 (Figure 24). Among the 1,600 admissions to substance abuse treatment in state fiscal year 2002, 47 percent (756) reported alcohol as their primary substance of abuse, while abuse of illicit substances accounted for 49 percent and 1 percent reported no primary substance of abuse.

Figure 24

Substance Abuse Treatment Admissions from Participating

Counties



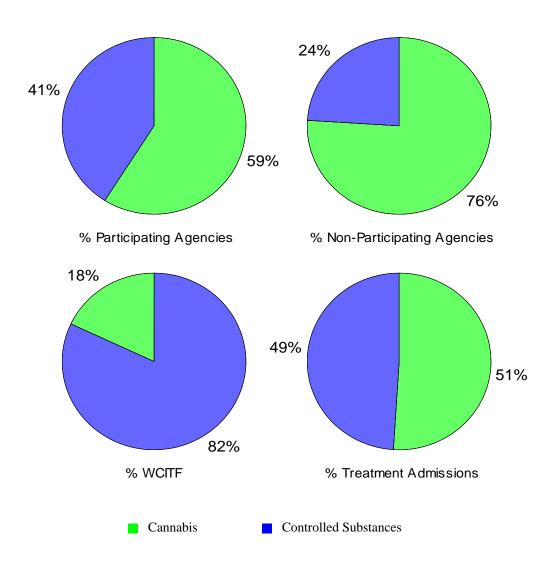
Source: Illinois Department of Human Services' Office of Alcoholism and Substance Abuse

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 WCITF 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 WCITF accounted for by drugs other than marijuana (Controlled Substances Act offenses) was much more than the proportion of drug treatment admissions from the covered region accounted for by these substances. The majority of arrests by WCITF were for controlled substance offenses. On the other hand, the majority of arrests by local police departments (including those participating in WCITF and non-participating agencies) were for cannabis offenses. Thus, while local arrests may reflect the most widely available and used drugs in the region, they tend not to involve the substances considered to be most serious (i.e., felony versus misdemeanor) but were more likely to involve the substances individuals are seeking and receiving treatment for (Figure 25).

Figure 25

Comparison of Drug Arrests by WCITF and Participating and Nonparticipating Agencies vs. Drug Abuse Treatment Admissions in from Adams, Brown, Fulton, Hancock, Henderson, McDonough, and Pike Counties, 2002



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

> Assessing Illinois' Metropolitan Enforcement Groups and Task Forces: A Profile of the West Central Illinois Task Force

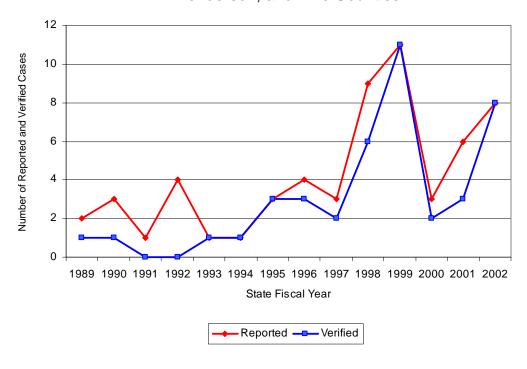
VIII. Trends in Substance-Exposed Infants

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

Between state fiscal years 1989 and 2002, the number of substance-exposed infant cases reported in the seven-county region covered by WCITF increased from two to eight. Between state fiscal years 1989 and 2002, 25 cases, or 45 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 WCITF region also increased between 1989 and 2002 from one to eight (Figure 26).

Figure 26

Cases of Substance-Exposed Infants in Adams,
Brown, Fulton, McDonough, Hancock,
Henderson, and Pike Counties



Source: Illinois Department of Children and Family Services

IX. Summary of Drug Situation

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

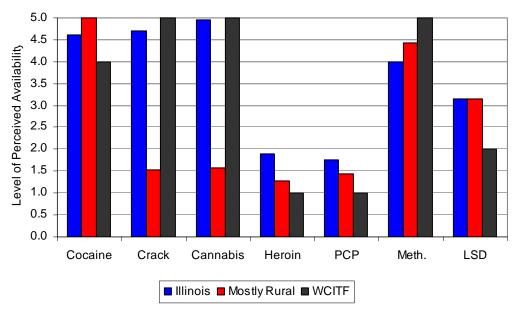
The Authority periodically conducts a survey of each MEG and task force in Illinois to gauge the perceived availability of drugs in the areas they cover (the most current being in 2000). Questions were asked concerning the availability of specific drugs, and results were analyzed by region of the state.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

According to WCITF survey responses, cocaine and methamphetamine continued to be the most visible drugs on the street and were all reported to be "readily available" across all regions analyzed. While perceived availability of cannabis, crack, heroine, PCP, and methamphetamine remained relatively unchanged in the seven-county region covered by WCITF, the perceived availability of LSD decreased slightly and the perceived availability of cocaine increased since the 1998 survey. Methamphetamine was reported as moderately available across Illinois but available to a greater degree in the region covered by WCITF and by all MEGs and task forces in mostly rural regions. The perceived availability of crack and cannabis tended to be greater across Illinois and in the region covered by WCITF than in other mostly rural regions (Figure 27).

Figure 27

Availability of Drugs in Illinois, 2000

1=Not Available 5=Easily Available



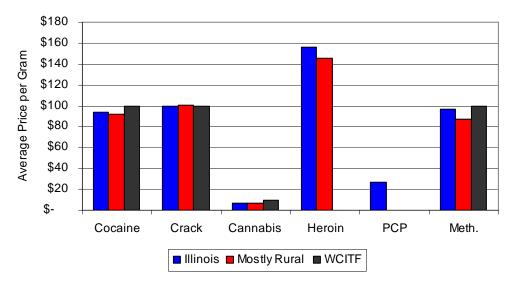
Source: Authority Survey of Illinois MEGs and task forces

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

Based on the statewide survey of MEG and task force units, the average price of crack and cannabis appear to be relatively stable across all regions surveyed in 2000, while prices for cocaine, heroin, PCP, and methamphetamine appear to vary somewhat across Illinois. The average price of cocaine and crack in the region covered by WCITF remained unchanged between 1998 and 2000, while it decreased slightly in the other mostly rural regions. The 2000 average price of cocaine reported by WCITF was \$100 per gram, compared to \$93 per gram across Illinois and \$92 per gram across all MEGs and task forces in other mostly rural regions (Figure 28). The average price of crack in the region covered by WCITF was also reported as \$100 per gram, the same as the price of \$100 per gram across Illinois and the price of \$101 per gram reported by all other MEGs and task forces in mostly rural regions. Between the 1998 and 2000 surveys, the average price of methamphetamine remained the same in the seven-county region covered by WCITF, while decreasing in the MEGs and task forces in other mostly rural regions and increasing slightly across Illinois. In 2000, the average price of methamphetamine was reported as approximately \$100 per gram in the WCITF region (compared to \$100 per gram in 1998), which is higher than the \$87 per gram in mostly rural regions (\$91 in 1998) and \$97 per gram across Illinois (\$96 in 1998). In 2000, the average price of cannabis was reported as approximately \$10 per gram in the WCITF region and \$6 per gram in mostly rural regions and across Illinois.

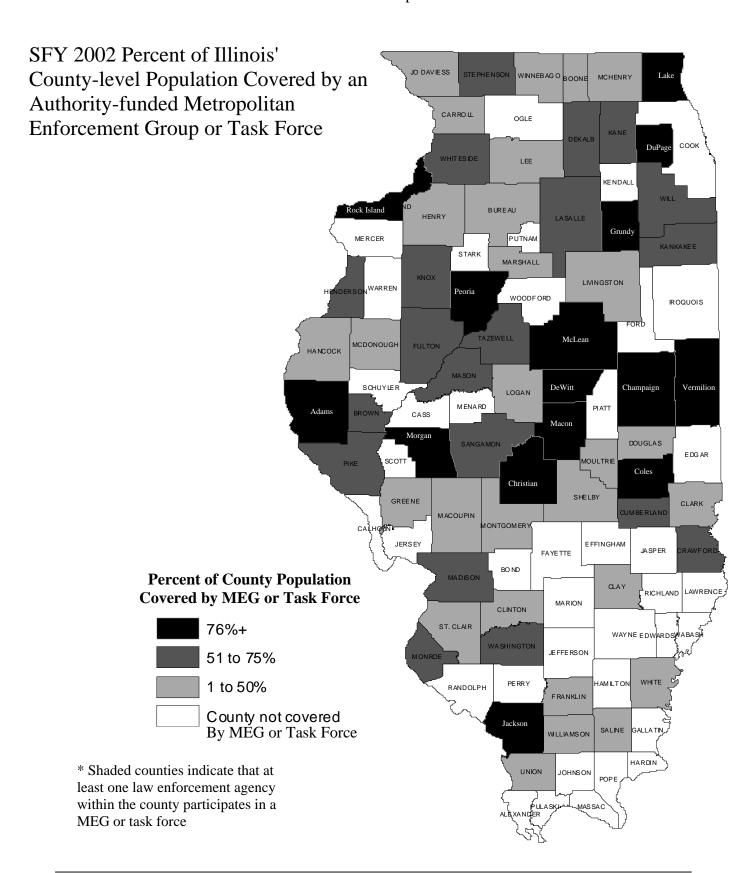
Figure 28

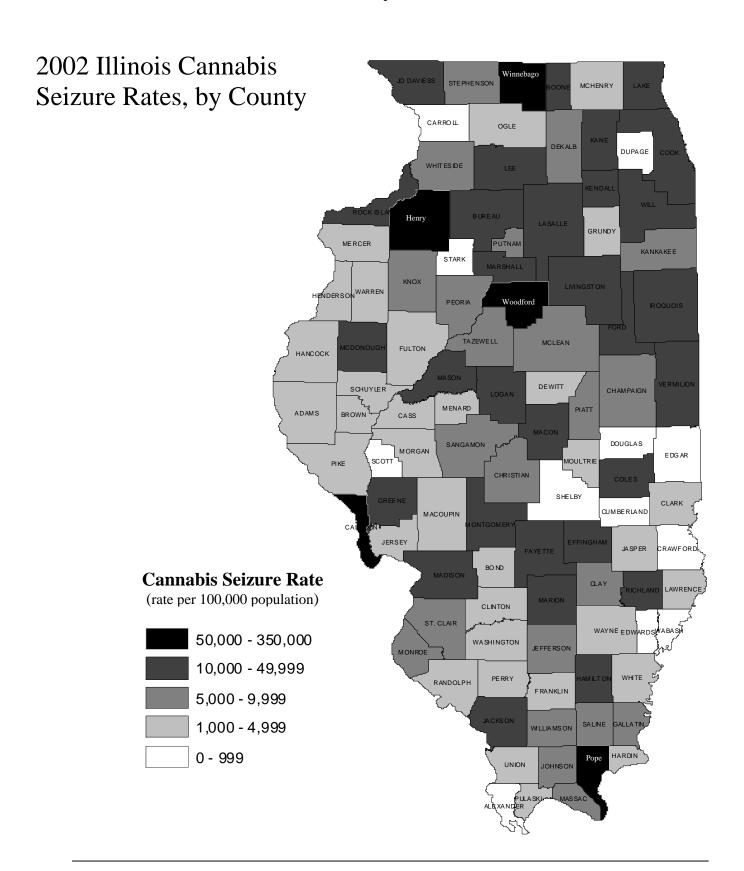
Price Per Gram in Illinois, 2000

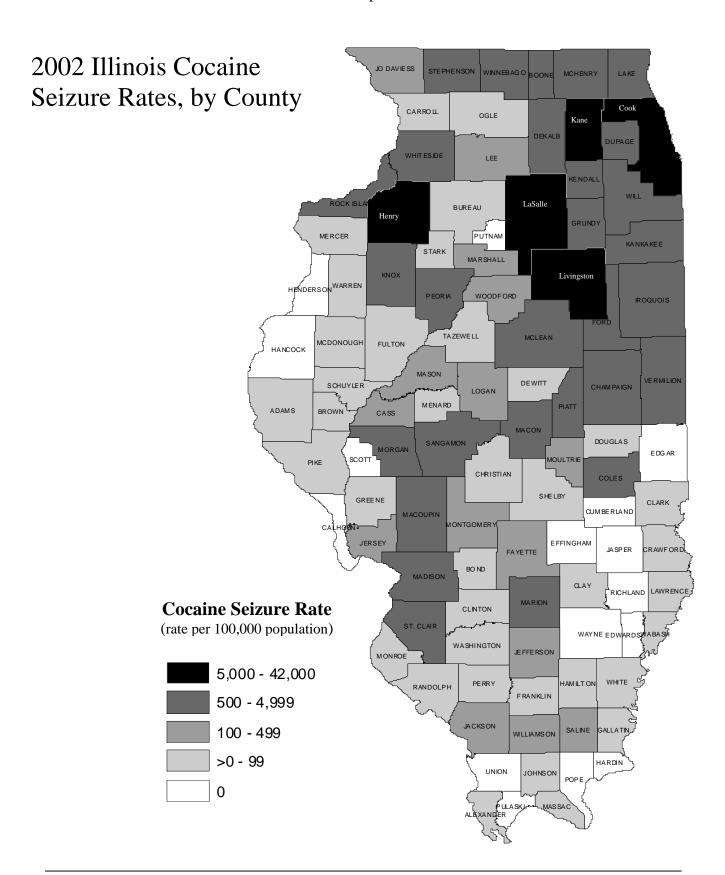


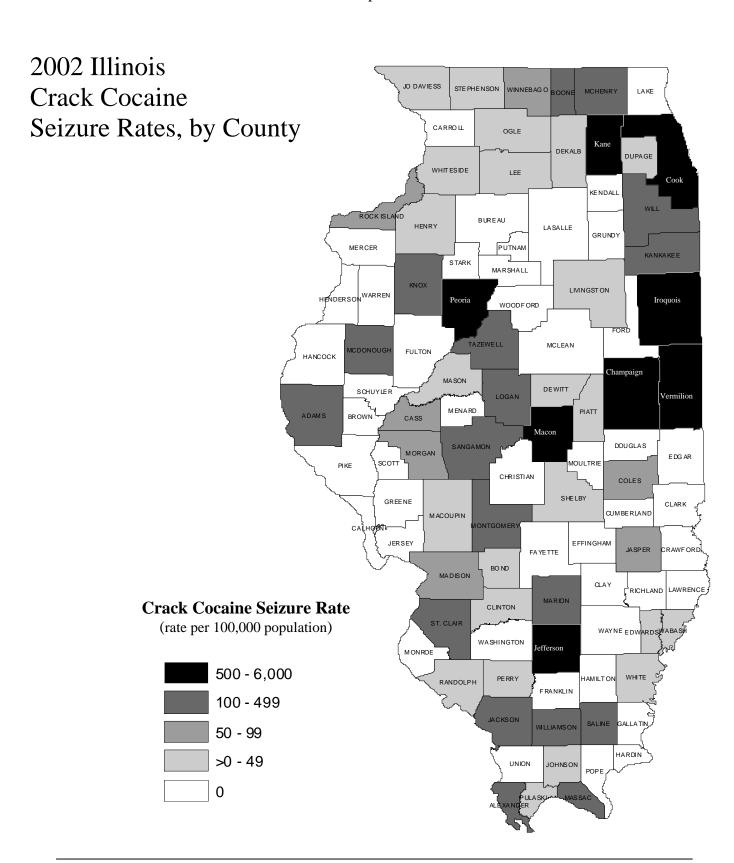
Source: Authority Survey of Illinois MEGs and task forces

X. Appendices

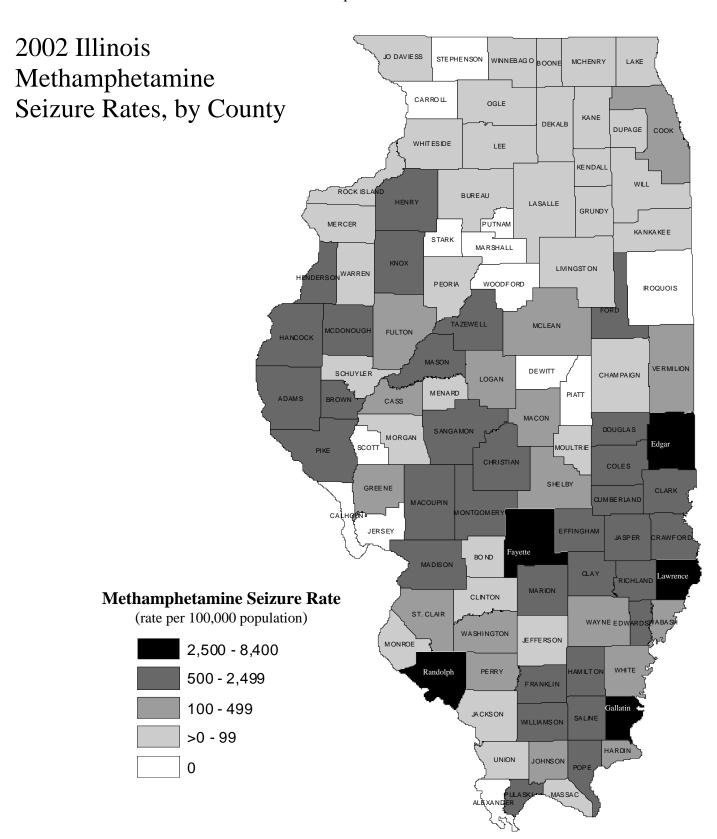




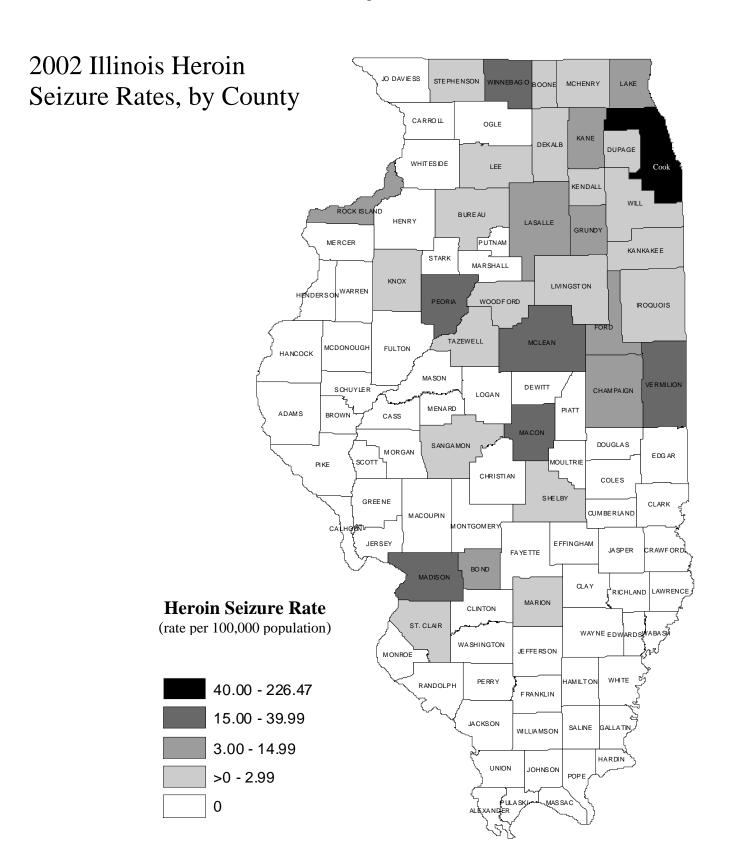




Map 5



Assessing Illinois' Metropolitan Enforcement Groups and Task Forces: A Profile of the West Central Illinois Task Force



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