

Evaluation of the Wilmington Weed & Seed Program

30 Month Report

August 1995

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August 1995

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INTRODUCTION

Operation Weed & Seed represents a comprehensive, multi-agency approach to combatting violent crime, substance abuse and gang activity in high-crime neighborhoods. The program is a collaborative effort by law enforcement, federal, state and local government agencies, community organizations, local service providers, churches and the business community to collectively develop at the local level solutions to problems that adversely affect the quality of life in many of the nation's inner-city neighborhoods. The Weed & Seed strategy involves four basic elements:

1. ***Suppression*** - Law enforcement will "weed out" the most violent offenders by coordinating and integrating the efforts of federal, state and local law enforcement agencies in targeted high-crime neighborhoods.
2. ***Community-Oriented Policing*** - Local police departments will implement community policing in each of the targeted sites. Under community policing, law enforcement works closely with the residents of the community to develop solutions to the problems of violence and drug related crime.
3. ***Prevention, Intervention, and Treatment*** - After the "weeding" takes place, law enforcement, social service agencies, the private sector and the community will establish an array of human services within the target site—crime prevention programs, educational opportunities, drug treatment, family services, recreational activities, etc.—in order to create an environment where drug trafficking, related crime and violence cannot recur.
4. ***Neighborhood Restoration*** - Federal, state, local, and private sector resources will focus on revitalizing the distressed neighborhoods through economic development and by providing economic opportunities for residents (U.S. Department of Justice, 1992).

Delaware's Weed & Seed program is located in Wilmington, which is the state's largest city. The original target neighborhoods for the program were West Center City (Census Tracts 16 and 21) and the Westside/Hilltop area (Census Tracts 14, 15, 22, and 23), however, the program has since been expanded into the Browntown/Hedgeville area (Census Tracts 25, 26, and 27), which is located directly south of the original target area. Westside/Hilltop and West Center City neighborhoods were originally selected as Weed & Seed sites because of the disproportionately large number of drug related calls for service that the Wilmington Police Department's dispatch room receives from the two areas. In 1991, over 42 percent of all drug related calls received by the Wilmington Police Department were from the West Center City and Westside/Hilltop neighborhoods, and approximately 39 percent of all drug related arrests were made in these areas. These figures represent the two highest drug related call-in and arrest rates in Wilmington.

There is also evidence to suggest that drug traffickers from New York City are using the area as a base for establishing themselves in the Wilmington area. Notable incidents involving New York City residents include a 1990 shooting where a resident of the Westside/Hilltop area was killed and two innocent bystanders were wounded by an alleged drug dealer from New York City, and a 1993 incident where a local drug dealer working for New York City drug traffickers was shot to death on crowded West Center City street by his associates over a money related dispute. Over the past several years, a significant number of New York City residents have been arrested and convicted for operating cocaine distribution networks in the area.

In 1995, the Weed & Seed program was expanded to include the Browntown/Hedgeville area because of concerns that drug activity was being displaced into the area as a result of increased narcotics enforcement in the adjacent Westside/Hilltop and West Center City neighborhoods. Drug activity in the target area tends to concentrate in Census Tracts 16, 21, 23, 24, and to a lesser extent, Census Tract 26. With the exception of the intersection of 7th & Harrison Streets in Census Tract 15, few drug related calls for service were received from Census Tracts 14, 15, 25, and 27.

Wilmington's Weed & Seed Neighborhoods: Physical and Demographic Characteristics

Wilmington's three Weed & Seed neighborhoods—West Center City, Westside/Hilltop, and Browntown/Hedgeville—are located west of Wilmington's central business district. The approximate boundaries of the target area are N. Union Street to the west, Tatnall Street to the east, Pennsylvania Avenue to the north and the Wilmington city line to the south. West Center City is located at the western edge downtown Wilmington. The Westside/Hilltop area lies adjacent to West Center City on the west side of the Adams/Jackson Street I-95 corridor which extends from Lancaster Avenue north to Pennsylvania Avenue. Browntown/Hedgeville is located directly south of these two neighborhoods on the south side of Lancaster Avenue. Combined, these three neighborhoods cover approximately a four square mile area.

West Center City is located directly west of Wilmington's central business district. The approximate boundaries of West Center City are Tatnall Street, Martin Luther King Boulevard, N. Adams Street/I-95, and Pennsylvania Avenue. The area is comprised mainly of two and three story row houses and apartment buildings. Located within the boundaries of the West Center City area is a city operated community center (William "Hicks" Anderson Community Center), a state owned social service facility (Porter State Service Center), a shopping center (Adam's Four Shopping Center), and a parochial school (St. Peter's).

According to the 1990 Census of Population and Housing, approximately 4,588 persons live in West Center City. About 70 percent of the area's residents are African-American. The median household income in 1989 for West Center City households was \$23,830, which is just slightly less than the citywide median household income (\$26,389). However, the median income for families living in the West Center City area was only \$20,839, which is substantially less than the citywide median family income of \$31,140. West Center City has the highest rate of poverty of the three target neighborhoods, with approximately one out of four families having incomes below the poverty level.

Most illicit drug activity in West Center City occurs in the area bounded by W. 9th Street, West Street, W. 5th Street, and Monroe Street. This area is often referred to by longtime Wilmington residents as "The Valley" because much of the area lies at the crevasse between two hills that rise to the west and east. Many of the homes in this area are federally subsidized rental units (Section 8) and Wilmington Housing Authority scattered site housing. Located directly north and south of "The Valley" are two relatively stable, middle-class areas, Quaker Hill and the Trinity area. Very few drug related calls for service are received from these two areas. According to Wilmington Police Department dispatch system records, major West Center City drug hot spots in 1994 were the intersections of 7th & Jefferson Streets, 7th & Monroe Streets, 8th & Monroe Streets, 5th & Madison Streets, and the 500 block of W. 7th Street.

Westside/Hilltop is located west of the West Center City area and is bounded by Adams Street/I-95, Pennsylvania Avenue, N. Union Street, and Lancaster Avenue. This area is one of the most ethnically diverse neighborhoods in Wilmington. According to the 1990 Census of Population and Housing, approximately 11,843 persons live in the area. Although a majority of the Westside's population are African-American (52 percent), over half of the city's Hispanic population live there, thereby making the Westside home to the city's largest Hispanic community. Nearly one-quarter of area's residents are Hispanic. The Westside/Hilltop area also has a substantial Italian-American community, who are concentrated in the northwestern section of the area north of W. 4th Street between N. Dupont and N. Union Streets.

Within the boundaries of the Westside/Hilltop neighborhood are three community centers (West End Neighborhood House, the Latin American Community Center, and Hilltop Lutheran Neighborhood Center), three parochial schools (St. Anthony's, Padua Academy, and Ursuline Academy), a public Elementary school (Cool Springs) and a hospital (St. Francis). The far western edge of the Westside/Hilltop area on N. Union Street is heavily commercialized and has a large concentration of restaurants, convenience stores, and other small businesses.

The median household income in 1989 for Westside/Hilltop households was nearly equal to the citywide median (\$24,486 versus \$26,389). Median family income for Westside/Hilltop families was also slightly less than the citywide median (\$29,523 versus \$31,140). Median household and family incomes for Census Tracts 14 and 15 were approximately equal to or above comparable citywide figures. These two census tracts represent the more affluent areas of the Westside/Hilltop area.

Most of the area's low-income households are located in Census Tracts 22 and 23. Approximately 18 percent of Westside/Hilltop families had incomes below the poverty level. Eighty-one percent of Westside/Hilltop families with incomes below the poverty level lived in Census Tracts 22 and 23. Over 25 percent of the families living in Census Tract 22 had incomes that were below the poverty level in 1989, and 25 percent of the households in that area received public assistance income. Similarly, 22 percent of the families in Census Tract 23 had incomes below the poverty level, with 13 percent of the households receiving public assistance income.

The housing stock in the area reflects this wide range of income levels. In general, the quality of housing is much better north of W. 8th Street, especially in Census Tract 15. In the northernmost

part of Census Tract 15, it is not uncommon to find single family detached homes that cost \$300,000 or more. Traveling south towards Census Tracts 22 and 23, signs of physical decay become more apparent as the number of vacant, neglected, and poorly maintained properties gradually increases.

The section of the Westside/Hilltop neighborhood where most of area's open air drug sales occur consists mainly of small row houses and corner businesses. Many of the area's narrow streets are strewn with litter, and graffiti covered walls are not uncommon. According to Wilmington Police Department dispatch system records, major Westside/Hilltop drug hot spots in 1994 were the intersections of 3rd & Connell Streets, 4th & Harrison Streets, 6th & Harrison Streets, 4th Street & Delamore Place, 3rd Street & Delamore Place, 3rd & Rodney Streets, 3rd & Franklin Streets, 3rd & Vanburen Streets, and the 1500 block of W. 4th Street.

Browntown/Hedgeville is located directly south of Wilmington's Westside/Hilltop and West Center City neighborhoods and central business district. The boundaries for Browntown/Hedgeville are Lancaster Avenue, S. Union Street, the city line, and the Christina River. Hedgeville, which is located on the north side of Maryland Avenue (Census Tracts 25 and 26), lies adjacent to the Westside and West Center City neighborhoods. This area contains a mix of single family detached homes, semi-detached units, row houses, and apartments. Browntown lies on the south side of Maryland Avenue (Census Tract 27). A large part of Browntown is occupied by factories, warehouses, and other industrial uses. The residential section consists mostly of older two story row houses mixed intermittently with newer residential construction. Within the boundaries of the Browntown/Hedgeville area are two parochial schools (St. Elizabeth's and St. Hedwig's) three public schools (Pulaski Elementary School, Bayard Elementary School, and the Douglass Kindergarten Center), Girl's Inc., and the Jackson Street Boys and Girls Club.

According to the 1990 Census of Population and Housing, 7,723 persons live in Browntown/Hedgeville. Eighty-three percent of Browntown/Hedgeville's residents are white. In the past, most of the area's residents were of Polish descent, however, the neighborhood has since become more ethnically diverse. The median household income in 1989 for Browntown/Hedgeville was \$26,563, which was slightly higher than the median household income for Wilmington (\$26,389). Median family income in 1989 for Browntown/Hedgeville was also higher than the citywide median (\$33,729 versus \$31,140).

Most of the drug related calls for service that were received from Hedgeville in 1994 concerned areas on or near Lancaster Avenue, especially Read Street between S. Franklin and S. Vanburen Streets (Census Tract 26). The Wilmington Police Department's prior experience with the impact of community policing and increased narcotics enforcement on the city's open-air drug markets has demonstrated that displacement to nearby areas often occurs as a result. Therefore, it is likely that at least some of the increase in drug activity that occurred in this section of Hedgeville after Weed & Seed was implemented is a result of displacement from the Westside/Hilltop area and West Center City. Few drug related calls for service were received from the Browntown area in 1994. Those that were received from Browntown mostly concerned the area near the intersection of Cedar and Brown Streets.

Map 1
CITY OF WILMINGTON
WEED & SEED NEIGHBORHOODS

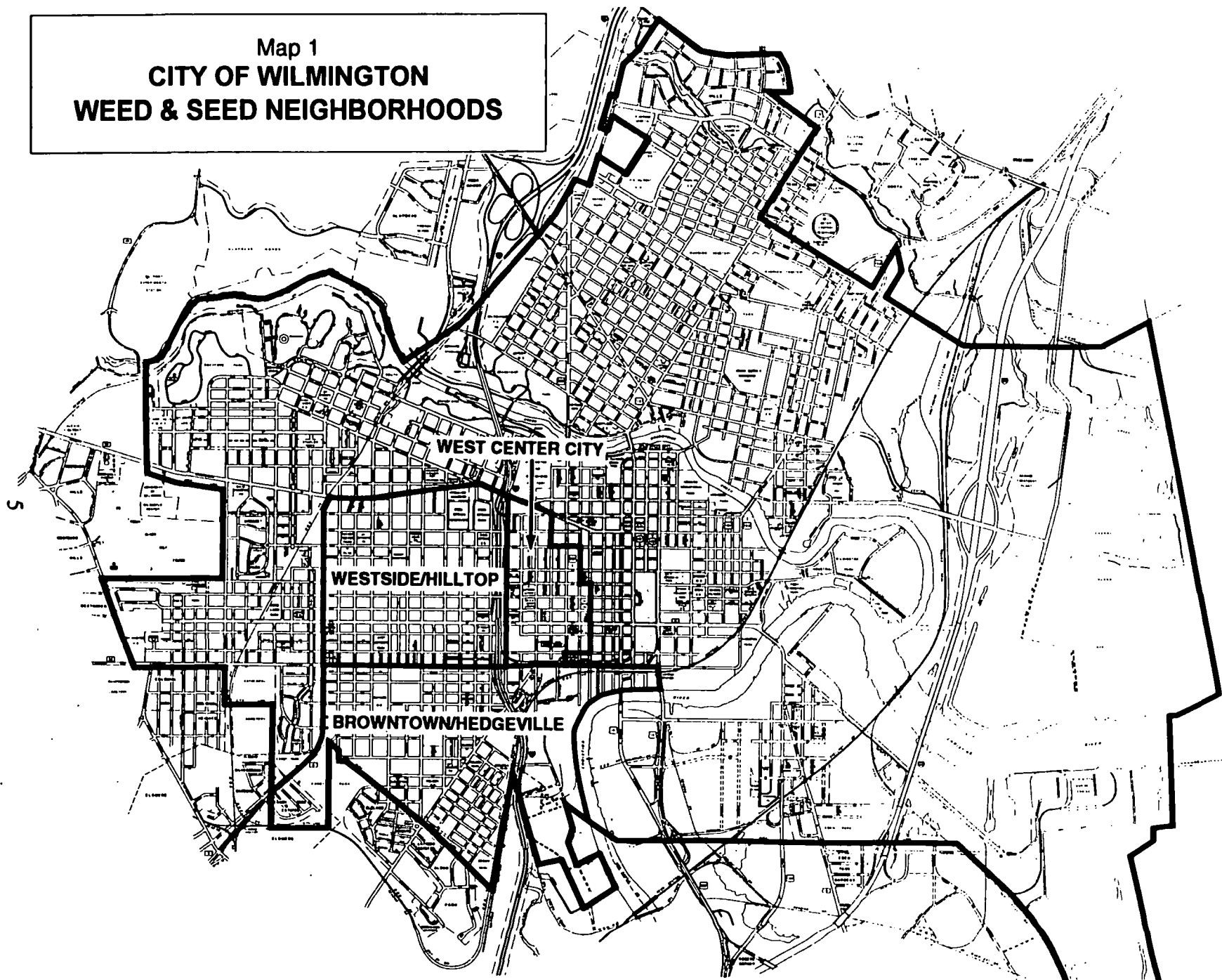


Table 1
DEMOGRAPHIC PROFILE OF WILMINGTON'S WEST CENTER CITY NEIGHBORHOOD

Race	CT 16.00		CT 21.00		West Center City Total	
	No.	Pct.	No.	Pct.	No.	Pct.
Black	1,714	69.1%	1,563	74.1%	3,277	71.4%
White	566	22.8%	384	18.2%	950	20.7%
Other	200	8.1%	161	7.6%	361	7.9%
Hispanic	224	9.0%	244	11.6%	468	10.2%
Total	2,480	100.0%	2,108	100.0%	4,588	100.0%
Sex						
Male	1,204	48.5%	940	44.6%	2,144	46.7%
Female	1,276	51.5%	1,168	55.4%	2,444	53.3%
Total	2,480	100.0%	2,108	100.0%	4,588	100.0%
Economic Status						
All Households	991	100.0%	856	100.0%	1,847	100.0%
Households Receiving Public Assistance Income	152	15.3%	155	18.1%	307	16.6%
Median Household Income	\$26,902	--	\$20,758	--	\$23,830	--
Mean Household Income	\$32,192	--	\$27,797	--	\$29,995	--
All Families	558	100.0%	451	100.0%	1,009	100.0%
Families With Income Below Poverty Level	138	24.7%	117	25.9%	255	25.3%
Female Head Families With Income Below Poverty Level	125	22.4%	81	18.0%	206	20.4%
Median Family Income	\$22,240	--	\$19,437	--	\$20,839	--
Mean Family Income	\$31,366	--	\$29,755	--	\$30,561	--
Per Capita Income	\$12,716	--	\$11,470	--	\$12,093	--

Source: 1990 Census of Population and Housing

Map 2
**WEST CENTER CITY
WEED & SEED TARGET AREA**

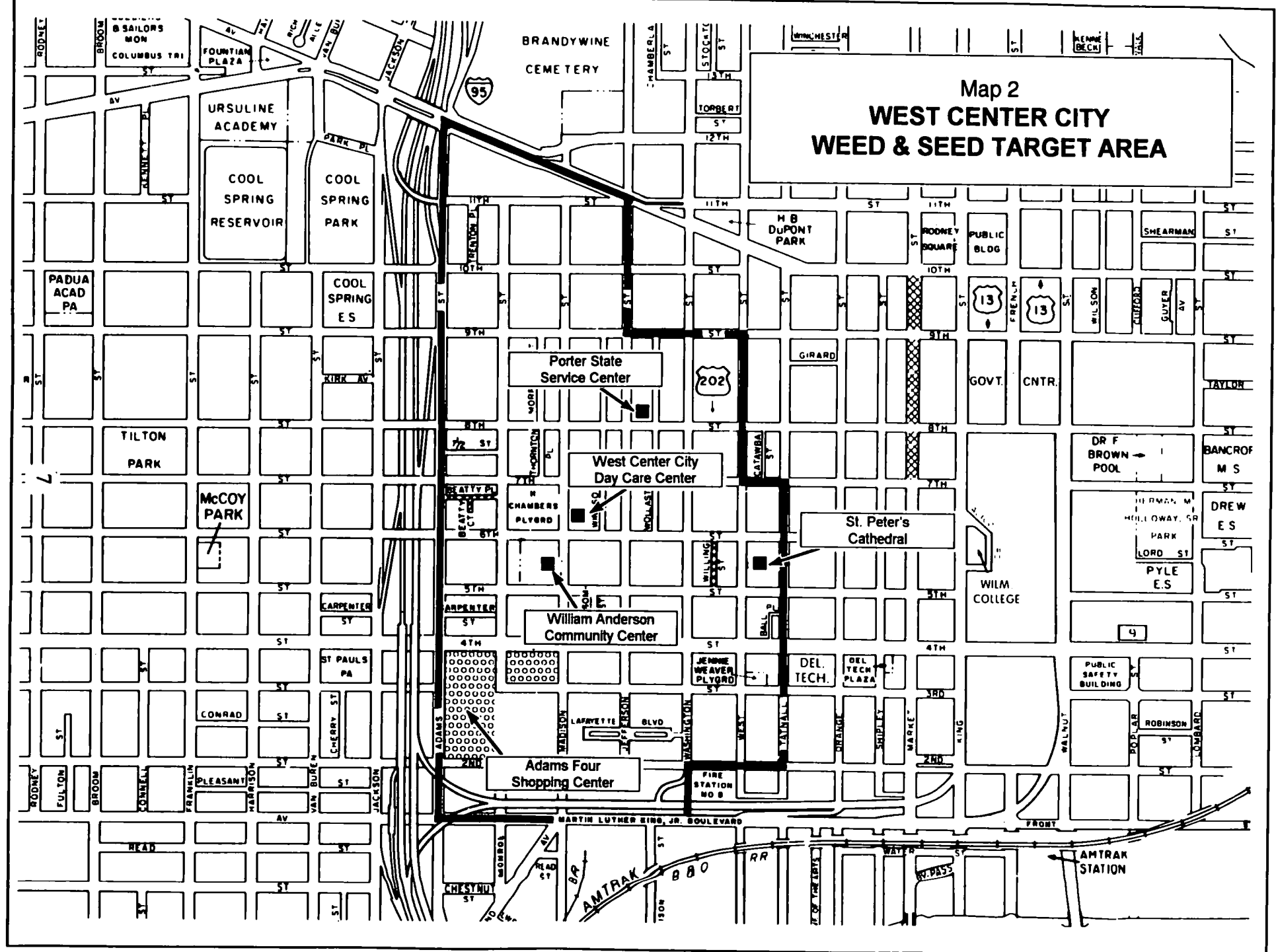


Table 2
DEMOGRAPHIC PROFILE OF WILMINGTON'S WESTSIDE/HILLTOP NEIGHBORHOOD

Race	CT 14.00		CT 15.00		CT 22.00		CT 23.00		Westside Total	
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
Black	394	18.4%	1,275	48.9%	1,906	52.8%	1,997	57.3%	5,572	47.0%
White	1,602	74.8%	1,244	47.8%	546	15.1%	700	20.1%	4,092	34.6%
Other	147	6.9%	86	3.3%	1,157	32.1%	789	22.6%	2,179	18.4%
Hispanic	127	5.9%	176	6.8%	1,557	43.1%	925	26.5%	2,785	23.5%
Total	2,143	100.0%	2,605	100.0%	3,609	100.0%	3,486	100.0%	11,843	100.0%
Sex										
Male	852	39.8%	1,239	47.6%	1,787	49.5%	1,757	50.4%	5,635	47.6%
Female	1,291	60.2%	1,366	52.4%	1,822	50.5%	1,729	49.6%	6,208	52.4%
Total	2,143	100.0%	2,605	100.0%	3,609	100.0%	3,486	100.0%	11,843	100.0%
Economic Status										
All Households	980	100.0%	1,088	100.0%	945	100.0%	1,069	100.0%	4,082	100.0%
Households Receiving Public Assistance Income	64	6.5%	108	9.9%	234	24.8%	139	13.0%	545	13.4%
Median Household Income	\$25,455	--	\$24,760	--	\$22,863	--	\$24,864	--	\$24,486	--
Mean Household Income	\$33,329	--	\$33,817	--	\$25,128	--	\$27,414	--	\$29,922	--
All Families	506	100.0%	488	100.0%	782	100.0%	768	100.0%	2,544	100.0%
Families With Income Below Poverty Level	22	4.3%	61	12.5%	199	25.4%	168	21.9%	450	17.7%
Female Head Families With Income Below Poverty Level	7	1.4%	27	5.5%	131	16.8%	126	16.4%	291	11.4%
Median Family Income	\$36,179	--	\$33,542	--	\$21,528	--	\$26,842	--	\$29,523	--
Mean Family Income	\$42,741	--	\$39,553	--	\$24,259	--	\$28,812	--	\$33,841	--
Per Capita Income	\$15,861	--	\$14,575	--	\$6,846	--	\$8,666	--	\$11,487	--

Source: 1990 Census of Population and Housing

Map 3
WESTSIDE/HILLTOP
WEED & SEED TARGET AREA

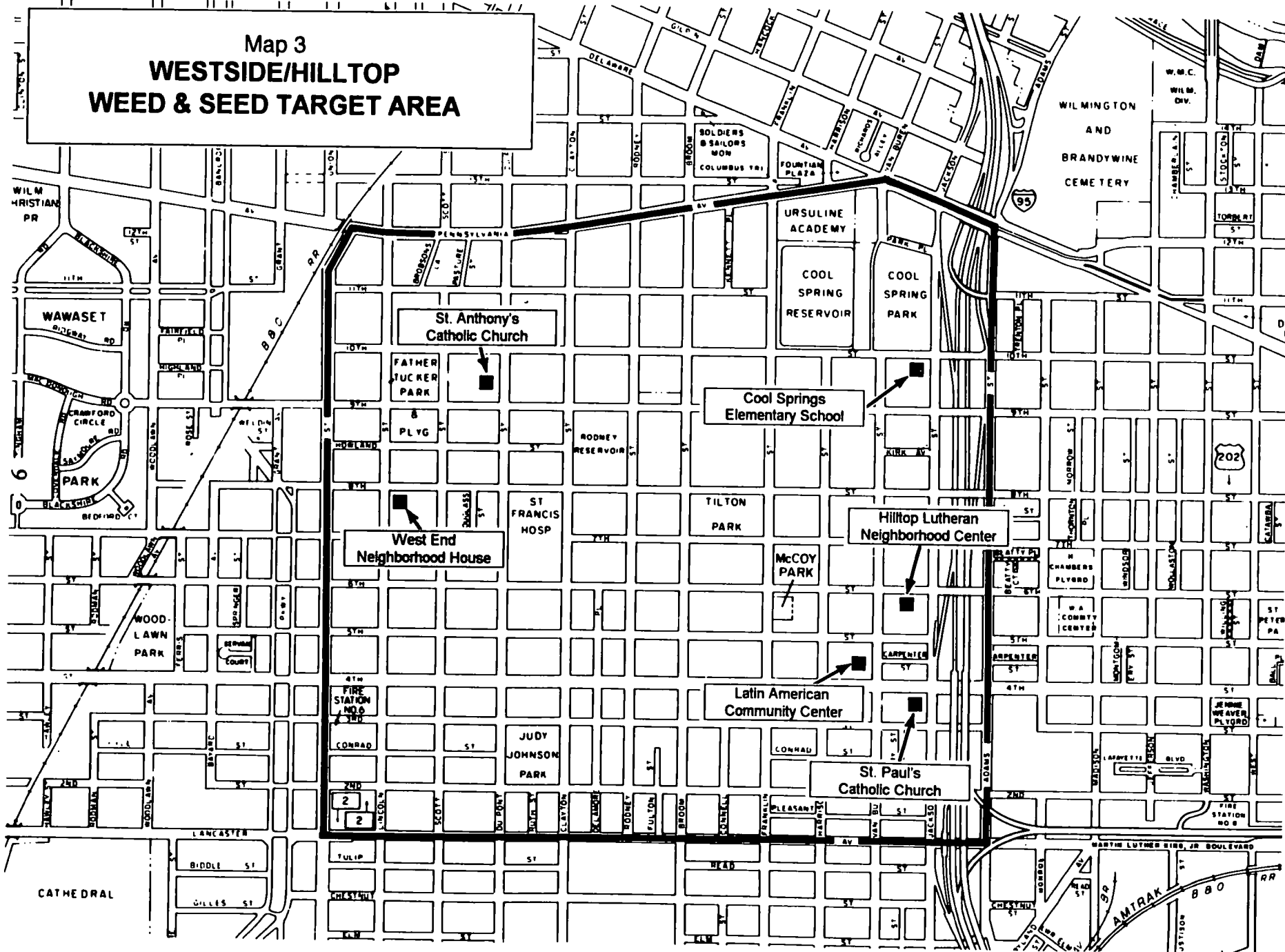
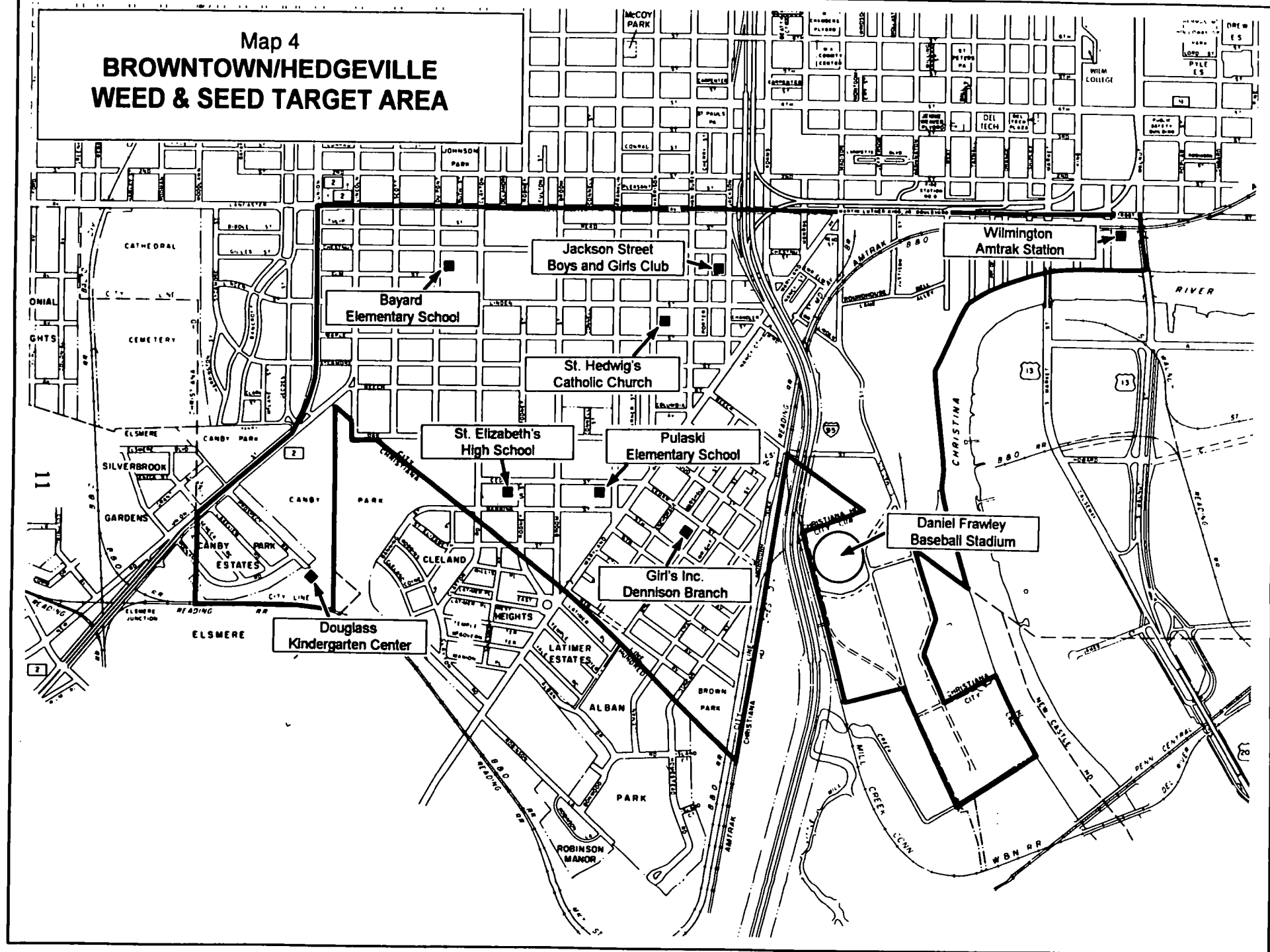


Table 3
DEMOGRAPHIC PROFILE OF WILMINGTON'S BROWNTOWN/HEDGEVILLE NEIGHBORHOOD

Race	CT 25.00		CT 26.00		CT 27.00		Browntown/Hedgeville Total	
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
Black	366	13.0%	429	13.2%	119	7.3%	914	11.8%
White	2,344	83.0%	2,674	82.0%	1,426	87.1%	6,444	83.4%
Other	114	4.0%	159	4.9%	92	5.6%	365	4.7%
Hispanic	164	5.8%	184	5.6%	126	7.7%	474	6.1%
Total	2,824	100.0%	3,262	100.0%	1,637	100.0%	7,723	100.0%
Sex								
Male	1,361	48.2%	1,544	47.3%	774	47.3%	3,679	47.6%
Female	1,463	51.8%	1,718	52.7%	863	52.7%	4,044	52.4%
Total	2,824	100.0%	3,262	100.0%	1,637	100.0%	7,723	100.0%
Economic Status								
All Households	1,152	100.0%	1,327	100.0%	678	100.0%	3,157	100.0%
Households Receiving Public Assistance Income	75	6.5%	111	8.4%	35	5.2%	221	7.0%
Median Household Income	\$32,061	--	\$24,788	--	\$22,841	--	\$26,563	--
Mean Household Income	\$35,928	--	\$28,673	--	\$29,192	--	\$31,264	--
All Families	732	100.0%	802	100.0%	397	100.0%	1,931	100.0%
Families With Income Below Poverty Level	37	5.1%	75	9.4%	42	10.6%	154	8.0%
Female Head Families With Income Below Poverty Level	16	2.2%	15	1.9%	42	10.6%	73	3.8%
Median Family Income	\$36,750	--	\$35,776	--	\$28,661	--	\$33,729	--
Mean Family Income	\$42,679	--	\$35,647	--	\$32,652	--	\$36,993	--
Per Capita Income	\$14,805	--	\$11,941	--	\$12,301	--	\$13,016	--

Source: 1990 Census of Population and Housing

Map 4
**BROWNTOWN/HEDGEVILLE
WEED & SEED TARGET AREA**



Assessing the Impact of Operation Weed & Seed

This report is the third installment in a series of annual evaluation reports for Wilmington's Weed & Seed program. The purpose of these reports are to provide an ongoing operational assessment of the program's effectiveness to police officials, program administrators, community members, and other interested parties. The dynamic nature of the neighborhood revitalization process requires that key participants remain informed on the extent that their efforts are resulting in the desired outcome. In the case of Weed & Seed, the desired outcome is an improved quality of life for those who live in the target area.

The concept of an improved "quality of life" can be difficult to measure since it can encompass a number of interrelated factors. For those who live in communities where the use and sale of illicit drugs is commonplace, a reduction in open-air drug activity and the disruptive environment that it creates can in most instances be equated with an improved quality of life. Similarly, a reduction in violent crime and physical decay can also be an indicator of an improving quality of life. Probably the most important indicator, however, is the resident's perception of whether the quality of life in their neighborhood has improved. To assess whether the quality of life in Wilmington's Weed & Seed target area has improved, this study will look at both quantitative measures of neighborhood change such as calls for service to the police department and drug related arrests, as well as qualitative measures like resident's perceptions of whether they feel that their neighborhood is improving.

This report is made up of three major sections. The first section provides a basic overview of Wilmington's Weed & Seed program and discusses how Weed & Seed was implemented in Wilmington. The second section examines the impact that the Weed & Seed narcotics enforcement effort has had on open-air drug markets both within the target area and throughout the city. The final section provides a progress summary of the programs and services that were established in the target area as a result of Weed & Seed.

PROGRAM OVERVIEW

The goals of the Weed & Seed program are to reduce the incidence of violent crime, drug trafficking, and drug related crime in the targeted neighborhood, and to provide a safe environment for law-abiding citizens to live, work, and raise families. The Weed & Seed strategy utilizes stepped up law enforcement to discourage drug dealing and other crime in the area, while at the same time efforts are made to strengthen the social fabric of the community by providing an array of services tailored specifically to the needs of the community. The anticipated result of this approach is a long-term reduction in the prevalence of conditions which make a neighborhood more susceptible to problems such as open-air drug sales and related crime, physical decay, and social disorder.

The successful implementation of Weed & Seed requires that the efforts of disparate elements of Federal, State and local criminal justice and social service agencies are coordinated with the efforts of local schools, community groups and private industry. The issues of interagency collaboration, integration of multiple resources, and community mobilization are addressed by the Weed & Seed program's three primary objectives. The first objective is to develop a comprehensive, multi-agency strategy to control violent crime, drug trafficking, and drug related crime in the target neighborhood. The second objective is to coordinate and integrate existing and new Federal, State, local, and private sector initiatives, criminal justice efforts, and human services, and to concentrate those resources in the targeted neighborhoods. The third objective is to mobilize residents of the targeted sites to assist law enforcement in identifying and removing violent offenders and drug traffickers from the neighborhood, and to assist human service agencies in identifying and responding to the service needs of the area. (U.S. Department of Justice, 1992)

The organizational structure of Wilmington's Weed & Seed program is consistent with U.S. Department of Justice implementation guidelines which recommend the formation of working committees to guide the overall development and implementation of the program and to provide direct oversight and management of program goals and objectives. The Law Enforcement Steering Committee plans and implements narcotics enforcement strategies in the targeted area. The committee's membership includes representatives from various Federal, State and local law enforcement and criminal justice agencies. The Neighborhood Action Committee develops strategies to address neighborhood revitalization and quality of life issues, and includes representatives from local human service agencies, community leaders, and neighborhood residents. The Weed & Seed Executive Committee serves as the administrative arm of the program and is responsible coordinating policy, management, and implementation activities. The Executive Committee is chaired by the U.S. Attorney and includes representatives from the police department, State and local government agencies, local human service providers, and community leaders.

Community Policing - The Wilmington Police Department's Response to the City's Escalating Drug Problem

Community policing or "problem-oriented" policing is a major component of the Weed & Seed strategy. The community policing concept is based on the premise that neighborhood problems can be solved more effectively when the police and residents work together. More importantly, community policing is proactive rather than reactive. Residents are encouraged to communicate with the police so that appropriate measures can be taken to prevent small problems from getting out of hand.

The Wilmington Police Department's experience with community policing dates back to the mid-1980's, when the first attempts were made to introduce walking officers into various neighborhoods throughout the city. Wilmington's Weed & Seed program is just one of several community policing initiatives that have been undertaken by the Wilmington Police Department over the past several years, including the use of long and short-term walking patrols, neighborhood-based police mini-stations, and a mobile police station. For the most part, residents have been receptive to these initiatives, and all have been successful at disrupting local drug markets to some degree (Mande, 1994).

The most recent community policing initiative is the "Quadrant" system. In this system, two police captains are assigned to each of the city's four community policing districts or quadrants. Quadrant captains are responsible for working with community leaders, civic groups, and neighborhood organizations in order to identify and resolve problems within their respective quadrants. The quadrant system represents the first step towards integrating the entire Wilmington Police Department into community-oriented policing.

The strategy adopted by those responsible for implementing Wilmington's Weed & Seed program is based on a model developed jointly by the Wilmington Police Department and the Delaware Criminal Justice Council (the state criminal justice planning agency). The "Comprehensive Targeted Substance Abuse Model" is similar to the federal Weed & Seed strategy in many respects, in particular, both strategies combine stepped up enforcement efforts with community policing, community organization, and recreational, social, and rehabilitative programs.

This model was used previously in another Wilmington neighborhood in what was one of the Wilmington Police Department's more ambitious community policing initiative prior to Weed & Seed—The Eastside Substance Abuse Awareness Program. In this program, walking patrol officers were assigned to patrol Wilmington's Eastside neighborhood to discourage the open-air drug activity that was occurring there. The officers also helped the residents to organize neighborhood watch groups. Residents were encouraged to provide the police with information so that drug dealers could be identified. This information was then passed along to the police department's vice unit, who were responsible for investigating and apprehending the suspected dealers. The walking officers were also required to attend neighborhood police advisory board meeting in order to keep residents abreast of their activities. The Eastside program also included a social service component whereas grant monies were acquired to fund community-based tutoring, recreation, and substance abuse treatment programs. Using a quasi-experimental research de-

sign, an evaluation of the Eastside program concluded that this community policing approach had successfully suppressed illicit drug activity in the neighborhood. (DSAC, 1994).

The Eastside program was first implemented in 1989. At the time that the program was implemented, the Eastside led the city in drug related calls for service. In 1990, the Eastside saw a slight increase in drug related calls for service, from 434 in 1989 to 465 in 1990. In comparison, drug related calls from the Westside/Hilltop rose from 285 in 1989 to 808 in 1990. Drug related calls from West Center City went from 277 to 451 during the same period. Although the Eastside program had a dampening effect on the neighborhood's escalating drug problem, there were concerns that drug dealers who formerly sold drugs on the Eastside were simply moving into the Westside/Hilltop and West Center City neighborhoods to avoid arrest.

Therefore, the decision to locate Weed & Seed in Wilmington's the Westside/Hilltop and West Center City neighborhoods was well received by local officials and residents alike, since this area was quickly becoming one of the state's most drug-infested and crime-ridden areas. Most local public officials and community leaders were aware that the widespread use and sale of narcotics were not the only problems that plagued this area—unemployment was high, youth violence was increasing, and the area had problems with prostitution, vagrancy, and excessive loitering. Despite the many problems facing these neighborhoods, they also had in place several active community organizations who were all too aware of the area's escalating drug problem and its adverse impact on the neighborhood. Consequently, the Weed & Seed proposal received a great deal of support from public officials and the community.

Programs Established as a Result of Weed & Seed

An initial step in the Weed & Seed program's implementation process involved conducting a needs assessment of the target area to identify existing services that were available to residents of the area and to determine services that were needed but were not readily available. Staff from the Criminal Justice Council and Wilmington Police Department officials conducted a comprehensive inventory of needs and existing services in the targeted neighborhood during the initial planning phase of the program.

In terms of existing resources, this assessment found that the area was fairly well served by the community centers, health care facilities and social service agencies that were located there. For example, the four community centers in the area offered a variety of services, including drug education programs for youths, parenting classes, tutoring programs, job search training and placement programs, and recreation programs for youths, and a number agencies offer free or low-cost health care related services. Despite these positive findings, the assessment also determined that problems and gaps in services were present in the following areas:

1. The prevalence of drug activity in the area warranted an increase in drug enforcement efforts, including additional patrols and undercover operations.
2. There were no drug education programs available for adults.

-
3. No drug treatment programs were available for persons without health insurance.
 4. There were no recreation programs for young adults between the ages of 18 to 25.
 5. Few programs were available for "latchkey" children.
 6. One of the neighborhood's four community centers was considered unsafe because of open-air drug dealing and other illegal activities taking place within the immediate area.

The next step involved determining which programs to implement in the target area to fill some of the gaps in services that were identified during the needs assessment. Discussions between Criminal Justice Council staff and area human service providers, community center directors, and law enforcement officials led to a proposal to:

1. Deploy walking patrols in the neighborhood.
2. Increase narcotics enforcement efforts.
3. Ensure the prosecution and conviction of drug offenders.
4. Provide intensive supervision to drug offenders after they are released back into the community.
5. Increase availability of services for victims of violent crime.
6. Create additional programming for neighborhood youths.
7. Provide substance abuse education and counseling for youths and adults.
8. Establish additional support programs for parents.

In the first 18-month Weed & Seed funding cycle (7/1/92 thru 12/31/93), Delaware received an initial award of \$1,100,000 from the U.S. Department of Justice to establish programs in the Westside/Hilltop and West Center City neighborhoods. This initial award was subsequently reduced to \$550,000 for the second 18-month cycle which began in January 1994. In general, the "Weeding" activities funded by Weed & Seed are in the areas of law enforcement (community policing and traditional narcotics enforcement), prosecution, and corrections, while the "Seeding" activities focus on victim services, substance abuse education and treatment, recreation, tutoring programs, and parent training. Administering agencies for the "Weeding" programs include the Wilmington Police Department, the state Department of Justice, and the state Department of Corrections. Most of the "Seeding" programs are administered by the area's four com-

munity centers—West End Neighborhood House, William “Hicks” Anderson Community Center, Hilltop Lutheran Neighborhood Center, and the Latin American Community Center.

Table 4 provides a summary of the programs that were established in the Westside/Hilltop and West Center City neighborhoods as a result of the Weed & Seed initiative. The table also shows how the programs relate to the four Weed & Seed elements. Nearly all of the programs that were funded during the first 18-month funding cycle were continued at the same funding level or higher, except for the Community Policing and Law Enforcement components. Funding for both of these areas was reduced significantly in second funding cycle. However, an additional \$250,000 in federal Asset Forfeiture Fund (AFF) monies were awarded to Wilmington’s Weed & Seed program in April 1995, and these funds were subsequently used to augment drug enforcement efforts in the target neighborhoods.

Operational and Management Concerns

At the time of this writing, Wilmington’s Weed & Seed program has been operational for approximately 35 months. The program has undergone several changes since it began in mid-1992. One of the most significant changes that occurred was the expansion of the Weed & Seed target area to include the Browntown/Hedgeville neighborhood. A previous evaluation of Wilmington’s Weed & Seed program described the northernmost section of Census Tract 26 in the Browntown/Hedgeville neighborhood as being “in transition”, i.e., drug related calls from the area were increasing while drug arrests remained relatively low (DSAC, 1994). There were concerns that drug dealers who usually worked in the adjacent Westside/Hilltop and West Center City neighborhoods were starting to move south of Lancaster Avenue because the Weed & Seed effort was forcing them out of the area. To address the issue of displacement of illicit drug activity from the Westside/Hilltop and West Center City neighborhoods into the Browntown/Hedgeville area, a community policing officer was assigned to patrol the Hedgeville area exclusively as part of the “Hedgeville Stabilization Program”. In 1995, the Browntown/Hedgeville neighborhood was officially incorporated into Weed & Seed, with special emphasis on stabilizing the area bounded by Lancaster Avenue, S. Broom Street, Linden Street, and S. Jackson Street.

The decision to expand Weed & Seed into the Browntown/Hedgeville area occurred towards the end of the program’s second 18-month funding cycle, when funding for community policing officers and undercover vice operations was significantly reduced. Consequently, the number of community policing officers assigned to the area was reduced from five to three. The potential impact of having fewer officers in the area was lessened somewhat by the presence of the Browntown/Hedgeville officer, who was not paid out of Weed & Seed funds. In addition, the boundary of the area that is patrolled by the Weed & Seed community policing officers was also reduced to exclude most of the area north of W. 9th Street and west of Clayton Street, since these areas have traditionally had low crime rates. Map 5 shows both the former and current Weed & Seed target area boundaries.

Another issue that could indirectly influence the outcome of Weed & Seed involves the City of Wilmington’s recent financial problems and the potentially adverse impact that it could have on the police department’s functioning. An unfortunate consequence of the city’s FY 1994 budget

deficit was that many of the police officer positions that became vacant because of resignations and retirements were not immediately filled. As a result, police officials estimate that manpower in the department is down by at least 20 percent. The Community Services Division of the police department was hit the hardest by the manpower shortage. Most of the community policing officers who worked in this division were reassigned to regular patrol so that more officers would be available to respond to citizen's complaints. This situation may improve in the near future since a class of 29 recruits graduated from the police academy and were hired in the second quarter of 1995. However, even when these newly hired officers are taken into account, manpower within the department is still down considerably compared with 1991 staffing levels.

Last year's Weed & Seed evaluation report expressed some concerns over the dissolution of the Weed & Seed Neighborhood Action Committee. The Westside Neighborhood Coalition, an organization that was established by the federally funded New Castle County Community Partnership, served instead as the main forum for Hilltop area residents to voice their concerns to police department and city government officials. There were, however, some important differences between the two organizations. The Westside Neighborhood Coalition focused its efforts almost exclusively on law enforcement related issues, while the original intent of the Neighborhood Action Committee was to emphasize drug prevention and neighborhood revitalization issues in addition to law enforcement. Another difference is that the Westside Neighborhood Coalition is made up almost entirely of Westside/Hilltop residents whereas the Neighborhood Action Committee included representatives from the entire Weed & Seed target area (DSAC, 1994).

The Weed & Seed Neighborhood Action Committee reconvened 1994, but notably absent from the committee's membership are representatives from many Federal, State, and local government agencies that are recommended in the Weed & Seed implementation plan. The guidelines recommend that the Neighborhood Action Committee should include representatives from the Department of Housing and Urban Development (HUD), the Small Business Administration (SBA), the state Departments of Labor and Health and Human Services, the local Private Industry Council, the school district, and the Department of Community Development and Housing.

The inclusion of these agencies in the Neighborhood Action Committee could greatly enhance the committee's ability to coordinate, plan and implement strategies in the areas of economic development and neighborhood restoration. They could prove to be an invaluable resource in areas that could be technically daunting for those who lack the knowledge and practical experience in the areas of business development and neighborhood revitalization. Some of the agencies listed above also have block grant monies available for community-based projects, therefore, they could serve as potential sources of additional funding in the event that federal Weed & Seed funds for such projects are reduced or discontinued.

Table 4
SUMMARY OF WEED & SEED PROGRAMS, OBJECTIVES, AND FUNDING

Weed & Seed Element	Program	Objectives	Administering Agency	Funding	
				7/92 - 12/93	1/94 - 6/95
Suppression	Weed & Seed Law Enforcement	<p>Arrest a minimum of 200 drug dealers during the project.</p> <p>Target seven specific corners where illicit drug activity drastically affects neighborhood life.</p> <p>Forfeit all property utilized by drug traffickers in the delineated area and return 75 percent for community policing.</p>	Wilmington Police Department	\$157,874	\$29,172
	Weed & Seed Probation/Parole Officer	<p>Provide intensive supervision to 50 probation/parole clients who live in the Weed & Seed area.</p>	Delaware Department of Corrections	\$34,306	IQS
	Weed & Seed Prosecutor	<p>A 95 percent conviction from Weed & Seed drug arrests.</p> <p>A minimum of 100 individuals will be convicted of trafficking.</p>	Delaware Department of Justice	\$75,000	IQS
Community-Oriented Policing	Weed & Seed Community Policing	<p>Provide at least three community policing officers for at least 120 hours per week in the Weed & Seed target area.</p> <p>Community police will attend two neighborhood meetings per month.</p> <p>Refer 200 citizens to appropriate social service programs during the life of the project.</p> <p>Train 15 police officers and 25 residents in community policing.</p>	Wilmington Police Department	\$446,651	\$42,856

IQS - Program was institutionalized by the City of Wilmington and was incorporated into the Wilmington Police Department's Quadrant System.

Table 4

SUMMARY OF WEED & SEED PROGRAMS, OBJECTIVES, AND FUNDING

Weed & Seed Element	Program	Objectives	Administering Agency	Funding	
				7/92 - 12/93	1/94 - 5/95
Prevention, Intervention, and Treatment	Weed & Seed Area Community Center Tutoring Programs	Provide a minimum of 200 youths with individualized tutoring/GED preparation during the project.	William "Hicks" Anderson Community Center	\$9,946	\$11,600
	West End Neighborhood House		\$11,265	\$20,949	
	Latin American Community Center		\$9,965	\$31,175	
	Hilltop Lutheran Neighborhood Center		\$9,959	\$16,600	
	Jackson Street Boy's and Girl's Club		\$0	\$14,400	
	Tabernacle Baptist Church		\$0	\$10,000	
	Weed & Seed Community Center Recreation Programs	Provide a minimum of 500 youths with recreational/cultural activities during the summer months of 1992 and 1993. Provide recreational/cultural programs for 300 area residents between the ages of 18 and 22 years old.	William "Hicks" Anderson Community Center	\$33,698	\$32,118
			West End Neighborhood House	\$30,601	\$33,750
			Hilltop Lutheran Neighborhood Center	\$0	\$20,000
			Latin American Community Center	\$32,248	\$15,500
	Weed & Seed Victims Counselor	Provide 100 victims of crime with crisis intervention services during the project period.	Wilmington Police Department	\$30,699	\$35,300
	West Center City Outreach	Provide 500 adult citizens with drug education.	Brandywine Counseling and Diagnostic Center	\$10,000	\$24,633

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Evaluation of the
Wilmington Weed & Seed Program

NCJRS

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ACQUISITIONS

August 1995

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Table 4
SUMMARY OF WEED & SEED PROGRAMS, OBJECTIVES, AND FUNDING

Weed & Seed Element	Program	Objectives	Administering Agency	Funding	
				7/92 - 12/93	1/94 - 5/95
Prevention, Intervention, and Treatment	Early Computer Whiz Program	Provide 100 kindergarten children with Head Start or after school day care programs	West Center City Day Care Center	\$7,213	\$11,225
	Parents For Success	Provide parenting education to at least 40% of the parents of children enrolled at Hilltop Lutheran Neighborhood Center.	Hilltop Lutheran Neighborhood Center	\$0	\$7,500
	Weed & Seed Parenting Project	Provide 15 teenage mothers and 50 pregnant teenagers with parenting classes. Provide 200 additional parents with parenting education.	West End Neighborhood House	\$24,198	\$0
	Weed & Seed Community Organizational Training	Provide a minimum of 25 youths between the ages of 13 and 25 years old with life skills development training. To provide the impetus for the community to carry on as a revitalized neighborhood.	Criminal Justice Council	\$0	\$16,200
	Weed & Seed Mini-Grant Program	Implement a mini-grant process through which additional risk-focused prevention programming can be provided to adolescents, and through which a neighborhood beautification project can be implemented.	Criminal Justice Council	\$0	\$16,900
Neighborhood Restoration	No programs established for neighborhood restoration.			\$0	\$0

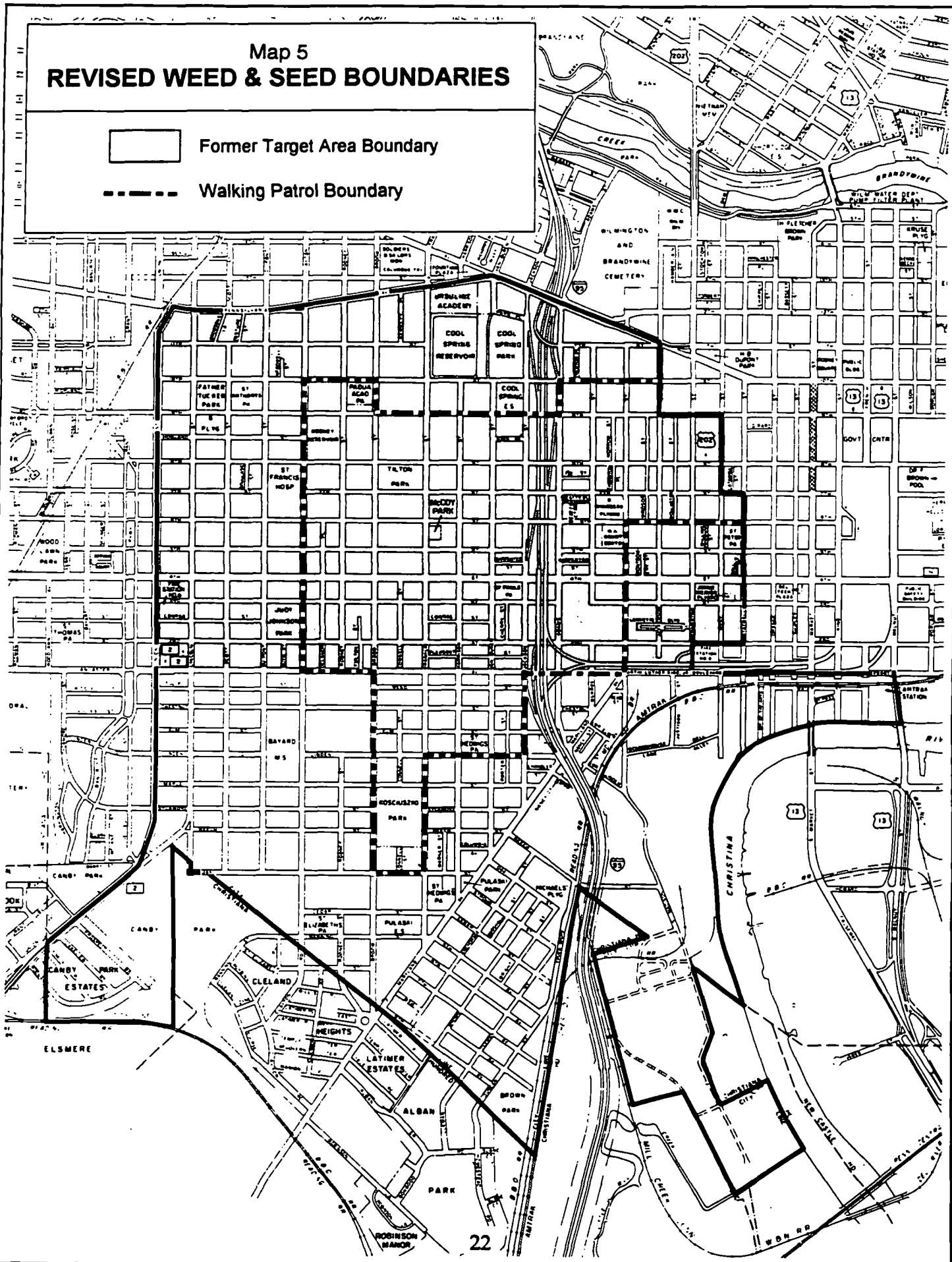
Map 5
REVISED WEED & SEED BOUNDARIES



Former Target Area Boundary



Walking Patrol Boundary



ASSESSMENT OF "WEEDING" ACTIVITIES

The "weeding" aspect of Wilmington's Weed & Seed program is made up of four components. The first component involves increasing narcotics enforcement and undercover vice operations in the area with emphasis on long-term investigations and the use of informants. The second component, community policing, aims to improve the relationship between residents and the police through the use of walking patrols and other strategies designed to increase the level of police/community interaction. The third and fourth components are to ensure that offenders arrested for drug related crime are prosecuted and are adequately monitored when released back into community by assigning a prosecutor and a probation/parole officer to deal exclusively with Weed & Seed cases.

In the first component of the Weed & Seed program's "weeding" strategy, the Wilmington Police Department's Drug, Organized Crime and Vice Division provides an overtime contingent of undercover officers to the Weed & Seed area. Strategies utilized in this effort include video surveillance of known drug hot spots and suspected dealers, undercover purchases of drugs from low-level dealers, establishing an informant pool comprised of low-level dealers, and targeting the upper-eschelon traffickers for arrest based on intelligence information obtained from the informants. A Warrant Execution Team staffed by Wilmington Police Department personnel is responsible for identifying and apprehending offenders with outstanding warrants who live in the target area. Federal agencies may either participate in investigations or provide support to investigating officers in the form of equipment or technical assistance.

The Law Enforcement Steering Committee is responsible for devising and implementing the narcotics enforcement strategy for the Weed & Seed area. This committee, which meets twice per month, includes representatives from the Drug Enforcement Administration, the Federal Bureau of Investigation, the U.S. Marshall Service, the Bureau of Alcohol, Tobacco and Firearms, the Department of Corrections, the Division of Probation of Parole, the Office of the Attorney General, and the Wilmington Police Department. The U.S. Attorney for Delaware serves as chairperson for this committee.

Community policing is the second component of the Weed & Seed enforcement effort. There are currently three community policing officers in the target area who are funded through Weed & Seed. These officers, who patrol the area on foot, on bicycles, or in automobiles, are responsible for promoting an increased level of resident/police interaction so that neighborhood concerns can be more effectively addressed. The Weed & Seed community policing officers are required to attend community meetings and are usually represented at community events. Officers are provided with office space in each of the four area community centers and frequently take part in activities geared towards youths in the area. They also participate in neighborhood drug rallies and provide technical assistance and training to residents who are interested in forming neighborhood watch organizations.

Community involvement is an essential component of the Weed & Seed community policing strategy. Information provided by residents has helped the police to identify troublemakers, nuisances, and other problem areas. In particular, Westside Neighborhood Coalition meetings, which are held monthly at St. Paul's Church, has become an important source of intelligence information for the police. Community input from these meetings has enabled the police to identify and close a number of houses and a bar in the area where drugs were being sold. Three of the area's 20+ community and civic organizations—West Center City United Neighbors, Hilltop United Neighbors, and the Quaker Hill Neighborhood Association—also hold weekly drug vigils in various locations throughout the area.

The prosecution of drug offenders is the focus of the third component of the Weed & Seed law enforcement strategy. Weed & Seed funds were used to hire an additional Deputy Attorney General to deal exclusively with Weed & Seed cases in anticipation of the increased caseload that would result from stepped up narcotics enforcement in the target area. This prosecutor was also responsible for providing legal advice and assistance during major investigations including preparing warrants and subpoenas, reviewing evidence, and advising on entrapment and other areas of drug investigations. This prosecutor position was eventually incorporated into the city's Quadrant System and is no longer funded through Weed & Seed.

The Weed & Seed Probation and Parole Officer, the fourth component of the Weed & Seed enforcement effort, is responsible for providing intensive supervision to probation and parole clients who live in the target area. Intensive supervision entails the equivalent of at least one hour of supervision per day and no more than 56 hours of supervision per week either through face-to-face contact, collateral contact and/or verification of each offender's activities, treatment providers and community service performance. This position was also integrated into the city's Quadrant System and is no longer funded through Weed & Seed.

Impact of "Weeding" Activities on Crime in the Weed & Seed Target Area

The goal of the "weeding" aspect of the Weed & Seed program is to reduce illicit drug activity and violent crime in the target area by combining community policing with intensified vice operations and regular patrols. The hypothesis is that this strategy will be more effective at locating and identifying offenders compared with regular patrols alone. The following analysis will assess the impact of this strategy on illicit drug activity and violent crime in the target area.

Methodology

The purpose of this section is to determine whether the Weed & Seed law enforcement effort has been effective at disrupting the area's open-air drug markets and reducing the incidence of violent crime. Three outcome measures are used to estimate the level of drug activity and crime in the area—the number of drug and violent crime related 911 calls received by the Wilmington Police Department computer assisted dispatch system regarding a location within the target area and the number of drug related arrests made in the area. Drug activity in the Weed & Seed target area will be compared with other neighborhoods in Wilmington. These comparisons will be used

to identify trends in other neighborhoods and to measure the degree that drug activity is being displaced to other areas. In addition, key participants in the Weed & Seed program—the chief of police, community policing officers, neighborhood activists, and the Weed & Seed program coordinator—were interviewed to provide some insight on their perceptions of the Weed & Seed effort's effectiveness.

Data Sources

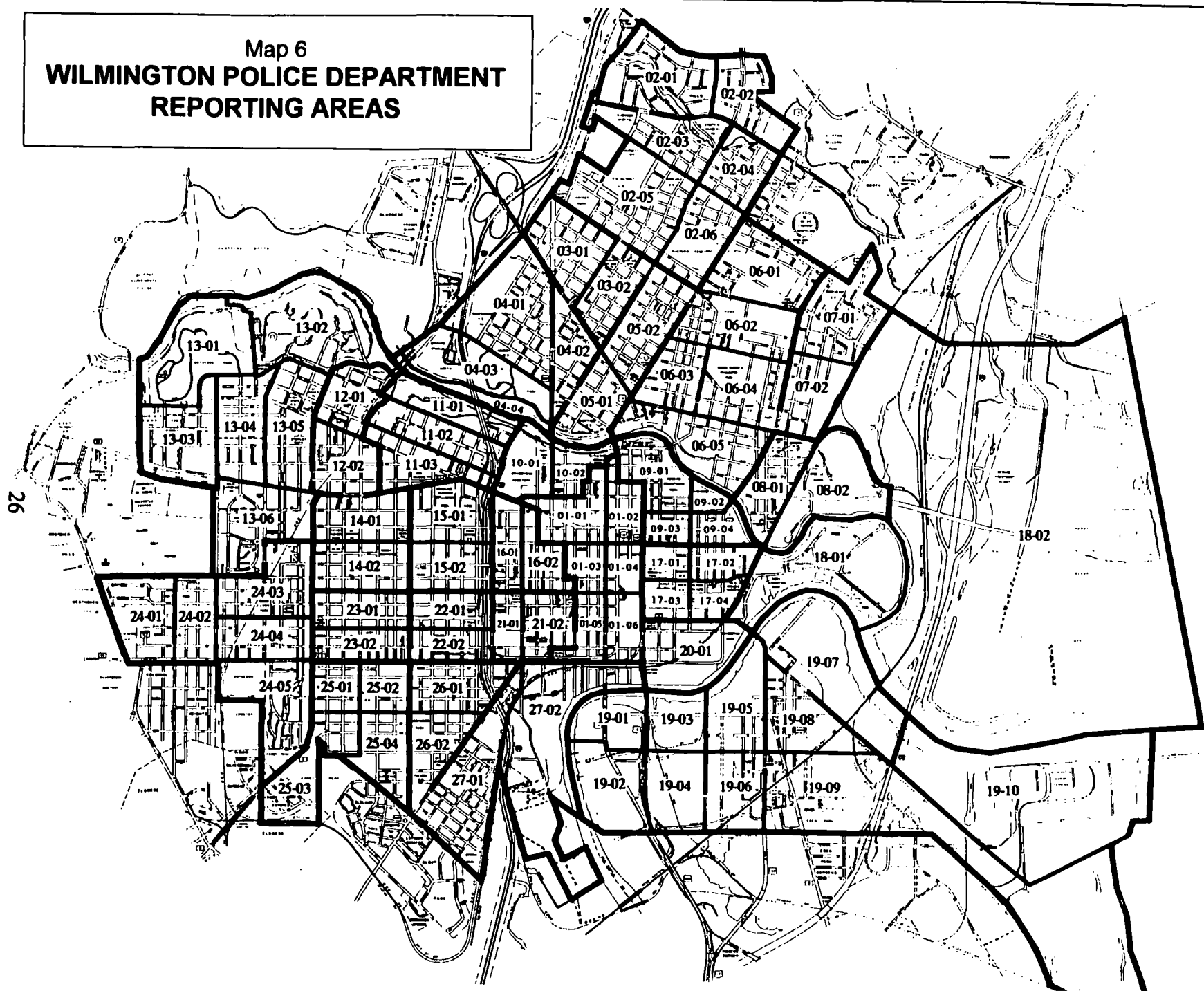
Data on the number of drug related arrests, drug related calls for service, and violent crime related calls for service were obtained from Wilmington Police Department records. All arrests involving drug related charges were used, including instances where the drug offense was not the lead charge. Information used in the drug related arrest database was compiled directly from Wilmington Police Department arrest logs, and includes the name, age, race and sex of the offender, date and location of arrest, descriptions of all charges involved in the arrest and the names of the arresting officers. Information contained within the drug related calls for service database include the type of call involved, location of the call, and the time that the call was received by police. Data on 911 calls for service were obtained from Wilmington Police Department's computer assisted dispatch (CAD) system records. Two types of calls were categorized as "drug related"—Drug Sales In Progress and Drug Violations.

A third database was created that includes only Weed & Seed arrests. Unlike the drug arrest database, the Weed & Seed database includes all arrests made by Weed & Seed officers, regardless of whether or not illicit drugs were directly involved. This database also includes arrest, indictment and sentencing dates, disposition of arrest charges, and sentences received for convictions. The fourth database used in this analysis consists of all CAD system calls for service that relate to violent crime (offensive touching, assault, robbery, rape, homicide), incidents involving weapons (shootings, knifings), and burglaries.

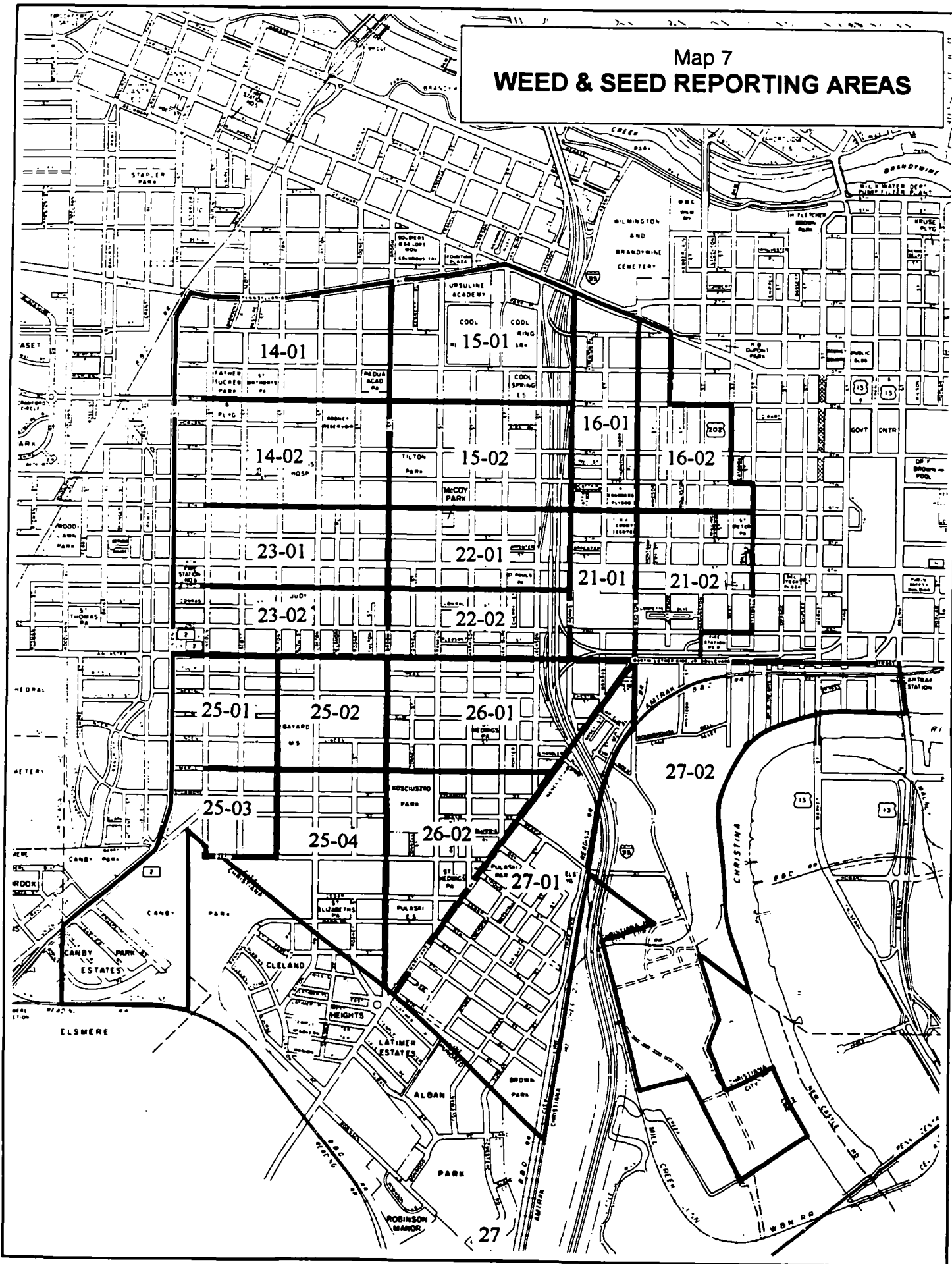
In order to have an accurate assessment of conditions prior to the date that the program began it was necessary to obtain data on drug related calls and arrests prior to the program start date. Therefore, the observation period for this study begins on January 1990, approximately two and one-half years before the Weed & Seed program was first implemented. In 1991, the Wilmington Police Department replaced the computer equipment that was used to record data on the number of calls received in the dispatch room. Call-in figures for the first four months of 1991 were lost as a result of this change. Consequently, the 1991 drug call-in figures presented in this report are estimates based on weighed calculations that were derived from the nine months of data that were available (May through December 1991).

All of the CAD system and arrest data used in this analysis was geocoded by location. A map provided by the Wilmington Police Department that divides the city into 90 reporting areas (grids) was used for this purpose. These reporting *areas*, which are essentially census tract sub-units, are *not* to be confused with reporting *districts*, which tend to cover a much larger area and are subject to periodic changes (see Map 6).

Map 6
WILMINGTON POLICE DEPARTMENT
REPORTING AREAS



Map 7
WEED & SEED REPORTING AREAS



Summary of Research Findings - How Effective were the Weed & Seed Law Enforcement and Community Policing Efforts at Eliminating the Area's Drug Markets?

The 18-month evaluation report for Wilmington's Weed & Seed program showed that the law enforcement and community policing effort had made significant progress towards reducing the number of drug related calls for service that were received from the area in 1993, although some problem areas still remained (DSAC 1994). In 1994, the number of drug related calls for service that were received from the Weed & Seed area rose sharply compared with the previous year. Most of this increase occurred in the Westside/Hilltop neighborhood. Westside/Hilltop continues to be the source of more drug related calls for service than any other neighborhood in Wilmington. In 1994, this area alone was responsible for 35 percent of all drug related calls that were received by the police department. Drug related calls from West Center City also rose sharply in 1994, and the area once again surpassed the Eastside as the neighborhood with the second highest number of drug related calls for service. The increase in reported drug activity was not limited to the Westside/Hilltop and West Center City areas, however—drug related calls for service from many of Wilmington's neighborhoods increased in 1994.

The apparent increase in reported drug activity throughout Wilmington may reflect either an actual increase in the availability of drugs in the city, an increased willingness of residents to report drug activity that they may have witnessed, or a combination of the two. In the Weed & Seed target area, the data indicate that at least some of the increase is a result of a resurgence of open-air drug activity in "hot spots" that were quashed during the initial months of the Weed & Seed effort. The release of Weed & Seed drug offenders from prison, reduced funding for Weed & Seed area walking patrols and vice operations, an overall reduction in police manpower resulting from the city's financial problems, and crowded conditions at Gander Hill prison may have contributed to the increase in reported drug activity that occurred in 1994.

Trend Analysis of Illicit Drug Activity in the Weed & Seed Target Area

The widespread sale and use of illicit drugs in Wilmington is a relatively recent phenomenon. Prior to 1989, drug related calls for service figures for Wilmington were very low compared with today's figures, even in neighborhoods that are typically associated with illicit drug sales—the Eastside, Westside/Hilltop, Riverside, Price's Run, Boulevard, South Wilmington, and West Center City. In 1989, drug related calls to the police department rose sharply in these seven neighborhoods. The Eastside in particular experienced a tremendous increase in reported drug activity, especially in the area surrounding the intersection of 8th & Bennett Streets. Historically, this area became associated with drugs because of a seedy bar that was formerly located a block away at 8th & Church Streets. This bar, which was well known for drug sales and other illegal activity, was destroyed by a fire in the mid-1980's. Illicit drug sales in the surrounding area continued, however, even though the bar was no longer there.

In response to the escalating drug problem on the Eastside, the police department stepped-up drug enforcement efforts and deployed two walking patrol officers in the area as part of the Eastside Substance Abuse Awareness Program. This strategy managed to prevent conditions on the

Eastside from escalating out of control. Meanwhile, drug related calls for service from the Westside/Hilltop and West Center City neighborhoods continued to rise.

In 1990 and 1991, conditions in the West Center City and Westside/Hilltop neighborhoods deteriorated rapidly, as areas like 4th & Franklin Streets, Conrad Street between Vanburen and Franklin Streets, Madison Street between 5th & 6th Streets, 6th & Jefferson Streets, and 3rd & Rodney Streets began to develop into some of Wilmington's most active open-air drug markets. There were also concerns that Eastside drug dealers were moving into the West Center City and Westside/Hilltop areas because Eastside had become "too hot". In addition, an influx of New York City crack dealers exacerbated the area's decline. Their product was typically less adulterated than the local dealer's offerings, which led to an increase in customer traffic. They were also more willing to use violence in their dealings. As a result, drug related shootings and other violent crime in the West Center City and Westside/Hilltop areas also rose during this period.

Weed & Seed area drug related calls for service and drug related arrests are displayed in Table 5. 1,316 drug related calls were received from the Weed & Seed area in 1990. Sixty-one percent of these calls were from the Westside/Hilltop neighborhood. Approximately 94 percent of all Westside/Hilltop drug related calls were from Census Tracts 22 and 23. In the summer of 1990, a Westside resident was gunned down in broad daylight by an alleged drug dealer from New York City. This incident occurred on Conrad Street, which is located in Reporting Area 22-01. Immediately after this shooting incident occurred, drug related calls for service from Census Tracts 22 and 23 skyrocketed. Again, it is impossible to discern whether this increase in drug related calls reflects an actual increase in drug activity or whether residents became more willing to report drug activity because of the shooting. In West Center City, most drug related calls in 1990 were from Reporting Areas 16-02 and 21-02. A major drug market in West Center City during this period was the area surrounding Chambers Park in Reporting Area 21-02. This location was particularly troublesome since it was across the street from the West Center City Day Care Center and the William "Hicks" Anderson Community Center.

In 1991, drug related calls for service from the Weed & Seed area totaled 1,721. Drug related calls from West Center City were up 57 percent, from 451 in 1990 to 708 in 1991. In the Westside/Hilltop area, drug related calls rose by 12 percent overall. However, Reporting Area 22-01 was responsible for nearly all of this increase. Drug related calls from this reporting area rose by 69 percent, from 183 in 1990 to 310 in 1991. The area surrounding 4th & Franklin Streets was responsible for almost half of the drug related calls from Reporting Area 22-01. Illicit drug activity from Westside/Hilltop and West Center City started to spread into the Browntown/Hedgeville area during this period. Drug related calls from Browntown/Hedgeville rose from 57 in 1990 to 105 in 1991. Nearly half of these calls were from Reporting Area 26-01, which is located directly south of Westside/Hilltop and West Center City. Drug related arrests actually fell slightly in Reporting Areas 16-02 and 23-02 in 1991, which indicated that the police were having problems keeping the area's drug problem under control with existing resources.

Wilmington's Weed & Seed program officially began in July 1992. The data suggests that combination of community policing and increased narcotics enforcement was effective at reducing drug related calls for service in areas where the police concentrated their efforts. The down-

Table 5
WEED & SEED AREA - DRUG RELATED CALLS AND ARRESTS

Reporting Areas	1990		1991		1992		1993		1994	
	Calls	Arrests	Calls	Arrests	Calls	Arrests	Calls	Arrests	Calls	Arrests
16-01	36	22	133	67	116	42	85	18	183	41
16-02	161	74	237	67	117	70	245	130	332	74
Census Tract 16 Total	197	96	370	134	233	112	330	148	515	115
21-01	23	28	51	46	84	40	37	27	70	11
21-02	231	98	287	115	214	113	51	45	39	36
Census Tract 21 Total	254	126	338	161	298	153	88	72	109	47
West Center City Total	451	222	708	295	531	265	418	220	624	162
14-01	1	2	1	5	2	0	1	2	2	2
14-02	3	6	12	6	8	3	5	3	2	4
Census Tract 14 Total	4	8	13	11	10	3	6	5	4	6
15-01	8	5	3	4	3	4	1	4	0	2
15-02	37	19	63	16	31	6	16	12	52	12
Census Tract 15 Total	45	24	66	20	34	10	17	16	52	14
22-01	183	128	310	116	306	104	236	84	344	75
22-02	207	85	192	72	432	168	342	104	428	83
Census Tract 22 Total	390	213	502	188	738	272	578	188	772	158
23-01	152	69	157	71	103	26	107	29	228	33
23-02	217	78	170	50	101	40	180	48	233	48
Census Tract 23 Total	369	147	327	121	204	66	287	77	461	81
Westside/Hilltop Total	808	392	908	340	986	351	888	286	1,289	259
25-01	1	1	1	6	5	3	0	2	1	1
25-02	1	1	5	7	2	2	2	1	1	2
25-03	1	0	4	3	0	2	1	0	4	0
25-04	4	4	0	0	2	0	1	0	1	0
Census Tract 25 Total	7	6	10	16	9	7	4	3	7	3
26-01	25	10	51	9	65	20	85	44	82	24
26-02	10	4	16	3	6	3	4	3	2	4
Census Tract 26 Total	35	14	67	12	71	23	89	47	84	28
27-01	10	4	20	2	12	1	9	1	18	3
27-02	5	6	8	24	20	11	9	32	6	8
Census Tract 27 Total	15	10	28	26	32	12	18	33	24	11
Browntown/Hedgeville Total	57	30	105	54	112	42	111	83	115	42
Weed & Seed Area Total	1,316	644	1,721	689	1,629	658	1,417	589	2,028	463

Chart 1
WEED & SEED AREA
DRUG RELATED CALLS FOR SERVICE

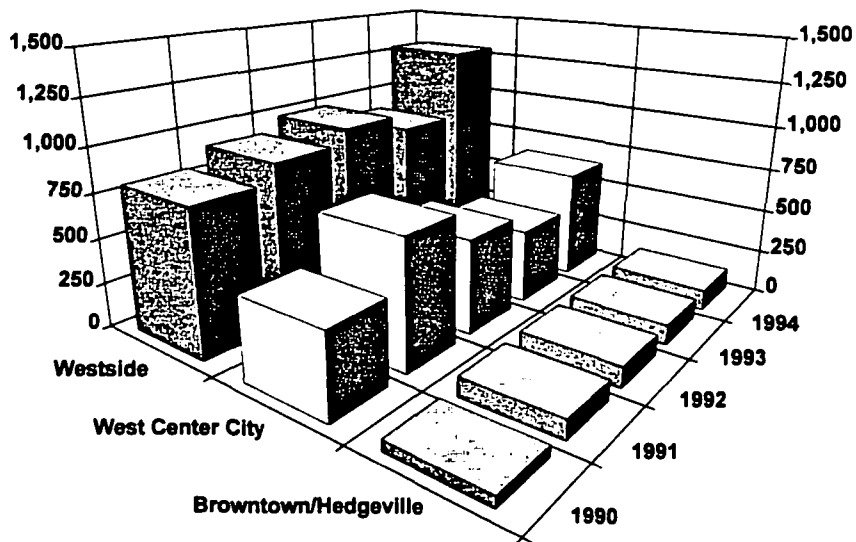


Chart 2
WEED & SEED AREA
DRUG RELATED ARRESTS



side was that displacement to other parts of the target area was the rule rather than the exception, and drug dealers would typically relocate to other parts of West Center City or Westside/Hilltop after an area was cleared by police. During the initial 18 months of the Weed & Seed community policing/law enforcement effort (July 1992 to December 1993), reported drug activity in most parts of the target area fell, and drug related calls for service were down for the area as a whole. However, in areas where the drug activity resurfaced, the number of drug related calls increased tremendously.

A closer examination of the data presented in Table 5 shows this effect of drug dealers changing locations in response to increased enforcement and the accompanying rise in calls for service from the areas where they relocate. For example, drug related calls from service in West Center City went from 708 in 1991 to 531 in 1992. The number of drug related arrests also fell slightly, from 295 in 1991 to 265 in 1992. The largest decrease in drug related calls were in Reporting Areas 16-02 and 21-02. In the Westside/Hilltop area, drug related calls for service fell in nearly every reporting area except 22-02, where drug related calls rose from 192 in 1991 to 432 in 1992. This suggests that drug dealers who operated in West Center City and other parts of the Westside/Hilltop area were displaced to Reporting Area 22-02 in response to the Weed & Seed community policing and narcotics enforcement effort. Drug related arrests in Reporting Area 22-02 also increased from 72 in 1991 to 168 in 1992 as police focused their efforts in this area.

N. Franklin Street between W. 4th Street and Lancaster Avenue became the area's most active drug market in 1992. Map 9 shows that four of the area's six most active drug hot spots were lo-

Chart 3
**WEST CENTER CITY
DRUG RELATED CALLS AND ARRESTS**

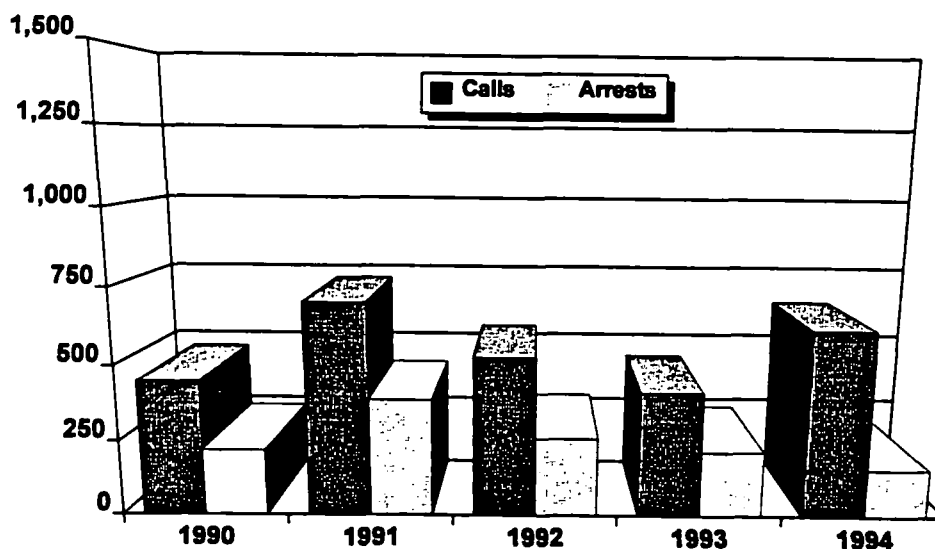


Chart 4
**WESTSIDE/HILLTOP
 DRUG RELATED CALLS AND ARRESTS**

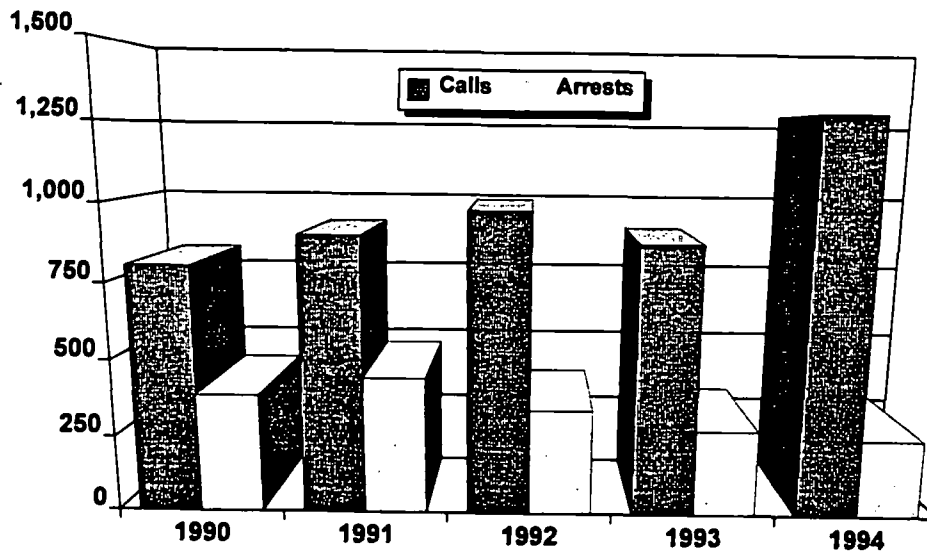
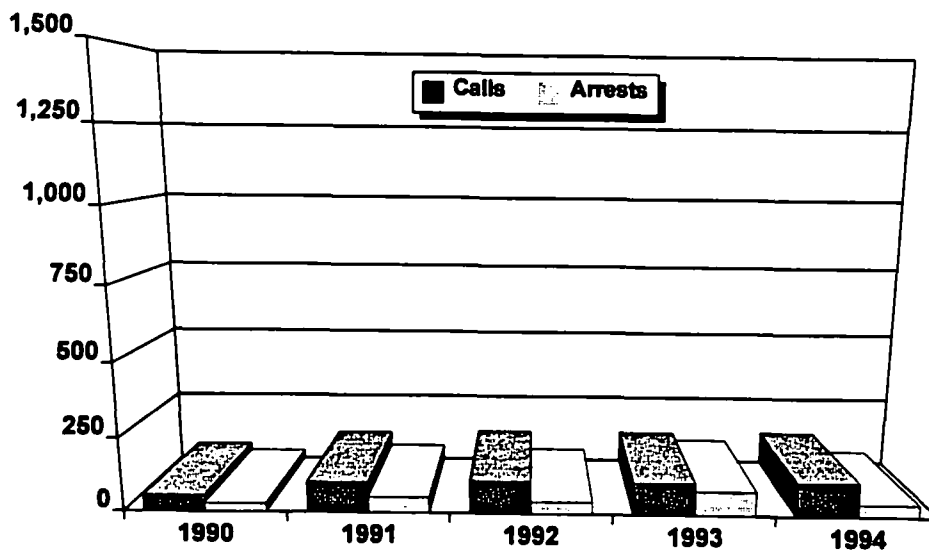


Chart 5
**BROWNTOWN/HEDGEVILLE
 DRUG RELATED CALLS AND ARRESTS**



cated along this corridor. This small area alone was responsible for 392 drug related calls for service in 1992. One possible reason that displaced drug dealers converged on this area was that the intersection of 4th & Franklin Streets had developed a reputation over time as one of Wilmington's major drug markets.

In 1993, drug related calls for service and drug related arrests fell in most Weed & Seed reporting areas. The largest decrease in reported drug activity was in Census Tract 22, where drug related calls fell from 738 in 1992 to 578 in 1993. Drug related calls and drug related arrests increased in Reporting Areas 16-02 in West Center City, 23-02 in Westside/Hilltop, and 26-01 in Browntown/Hedgeville. This time, the data suggests that some of the area's drug dealers abandoned Census Tract 22 in favor of three adjacent reporting areas—16-02, 23-02, and 26-01. Reporting Area 16-02 may have also been subject to displacement from the adjacent Reporting Area 21-02, since drug related calls from 21-02 dropped from 214 in 1992 to 51 in 1993.

A total of 2,028 drug related calls for service were received from Westside/Hilltop, West Center City, and Browntown/Hedgeville in 1994. This figure represents a 43 percent increase over the previous year, and is 18 percent higher than comparable 1991 figures, which was formerly the year when the number of drug related calls from the area peaked. There was a tremendous increase in drug related calls for service from the Westside/Hilltop area, from 888 in 1993 to 1,289 in 1994. The increase in drug related calls for service from West Center City was substantial but not quite as pronounced—from 418 in 1993 to 624 in 1994. Drug related calls from Browntown/Hedgeville remained at roughly the same level as in 1993.

Chart 6
**WEST CENTER CITY
DRUG RELATED CALLS FOR SERVICE**

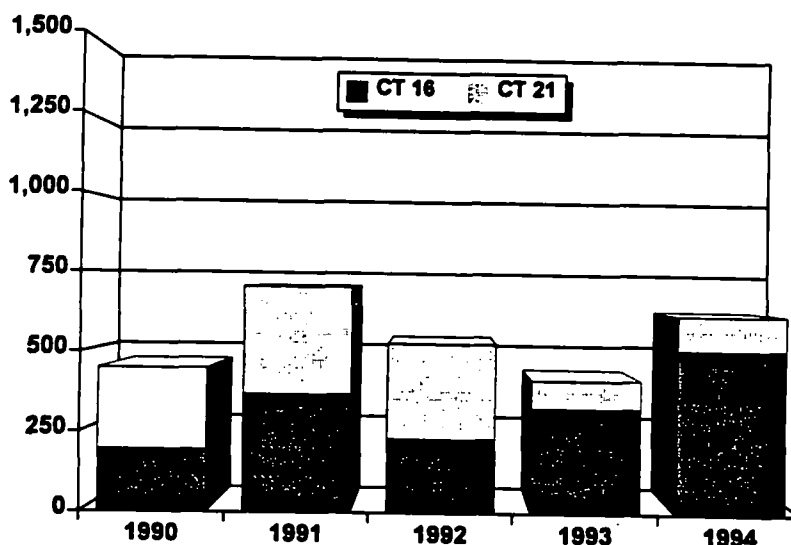


Chart 7
**WESTSIDE/HILLTOP
 DRUG RELATED CALLS FOR SERVICE**

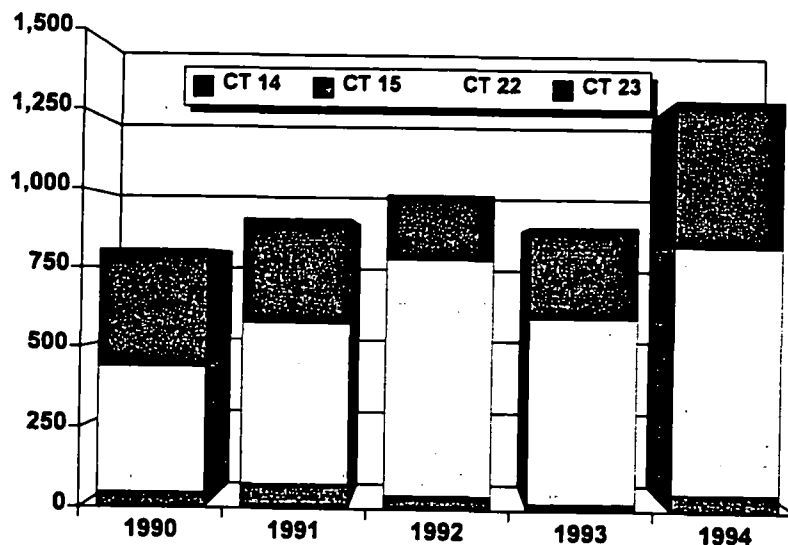
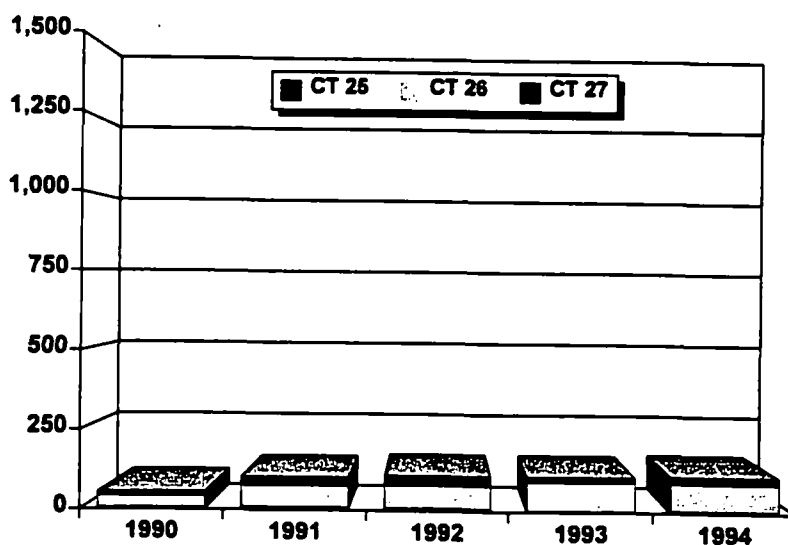
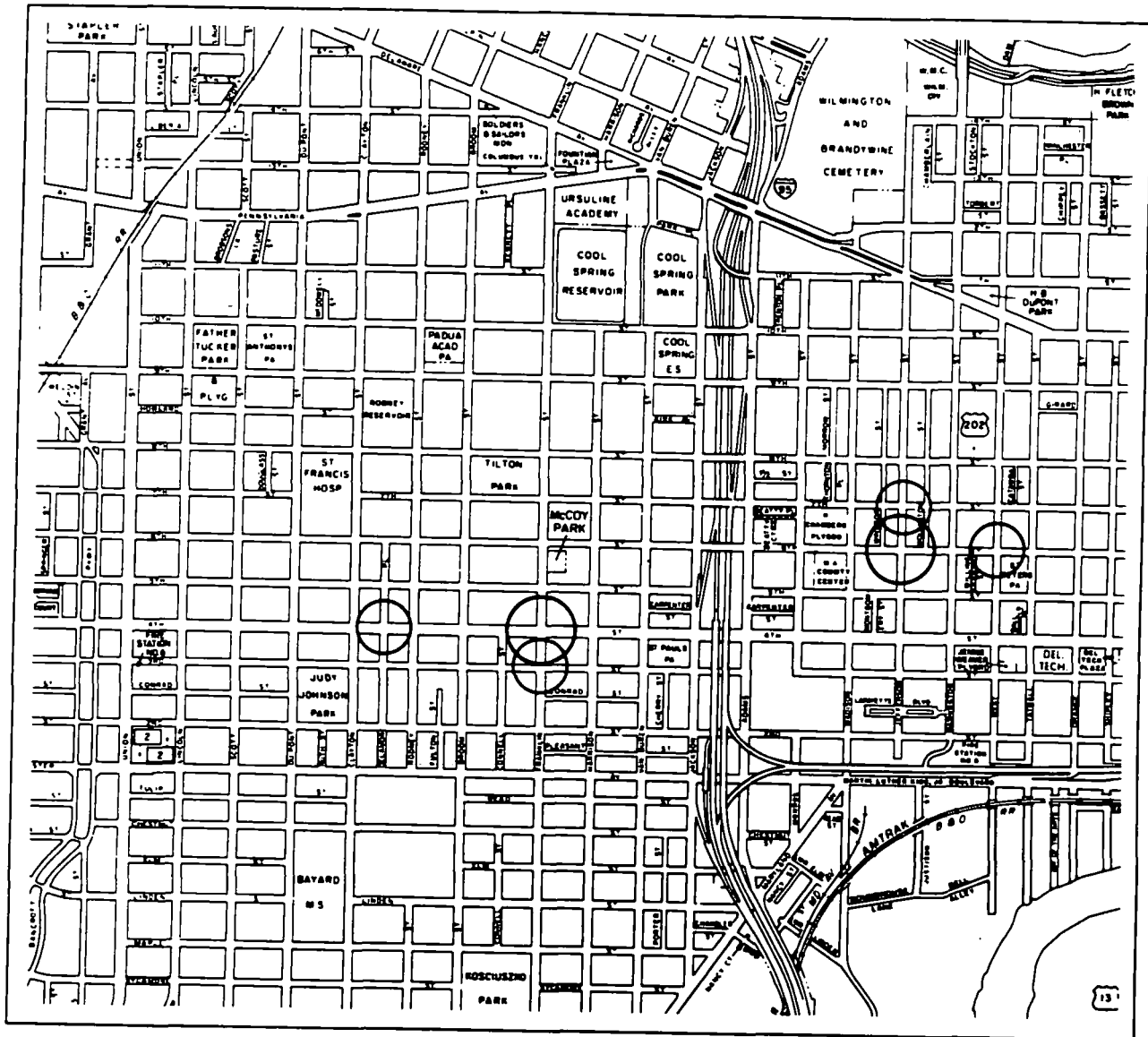


Chart 8
**BROWNTOWN/HEDGEVILLE
 DRUG RELATED CALLS FOR SERVICE**

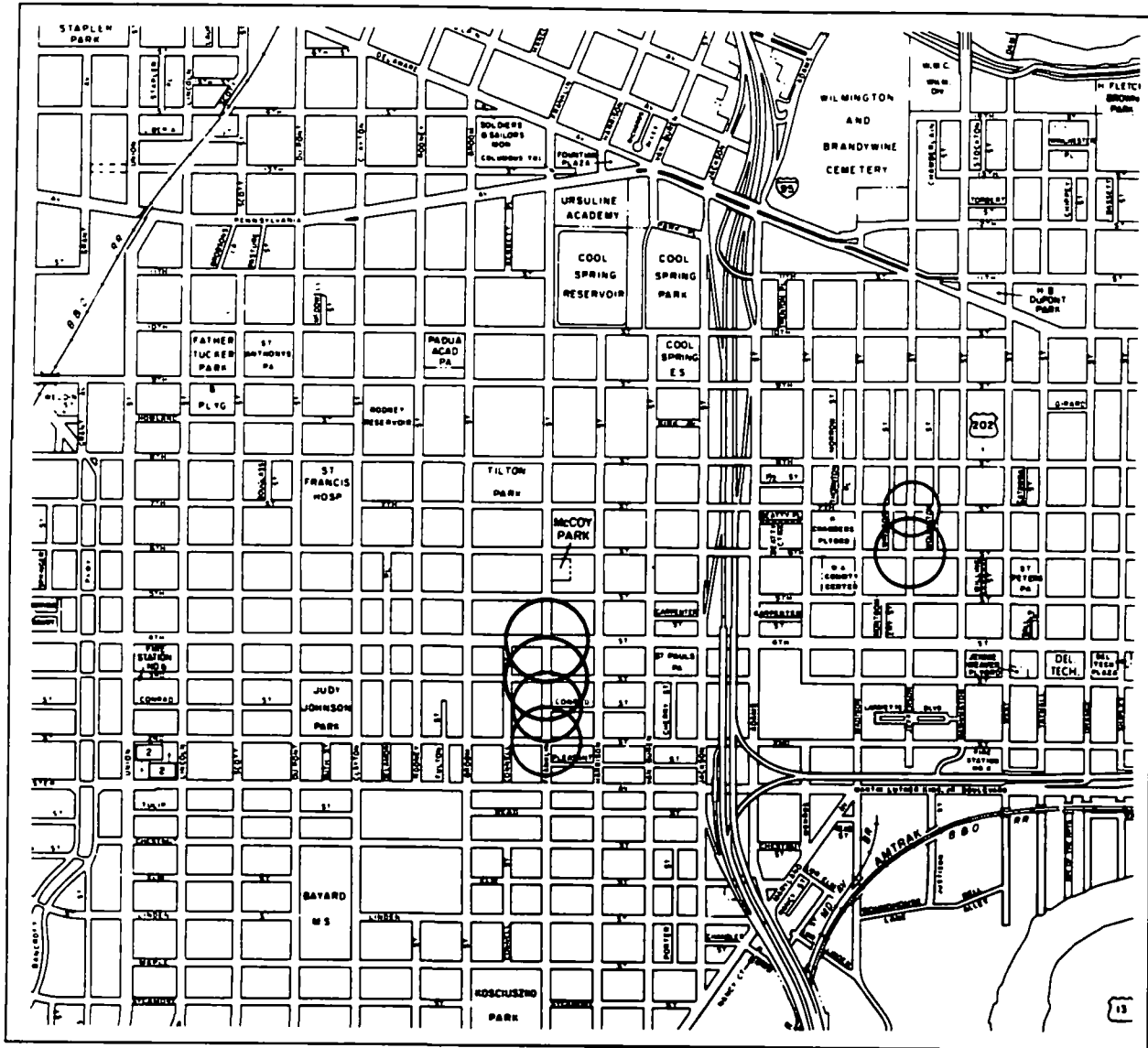


Map 8
MAJOR WEED & SEED AREA DRUG MARKETS IN 1991



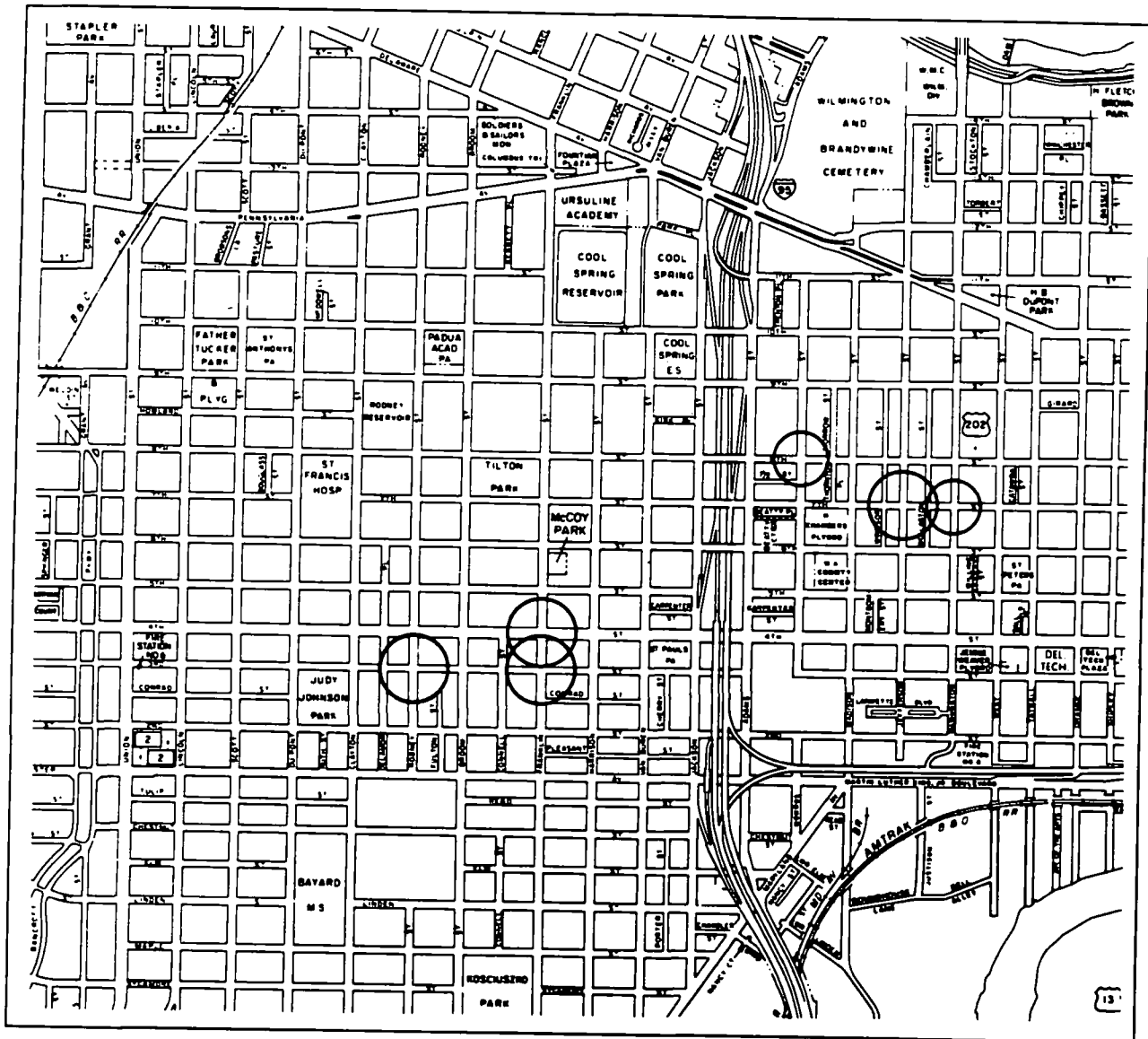
Location	Reporting Area	Neighborhood	Drug Calls
4th & Franklin Sts.	22-01	Westside/Hilltop	84
6th & Jefferson Sts.	21-02	West Center City	60
4th St. & Delamore Pl.	23-01	Westside/Hilltop	35
7th & Jefferson Sts.	16-02	West Center City	34
6th & West Sts.	21-02	West Center City	29
3rd & Franklin Sts.	22-02	Westside/Hilltop	28

Map 9
MAJOR WEED & SEED AREA DRUG MARKETS IN 1992



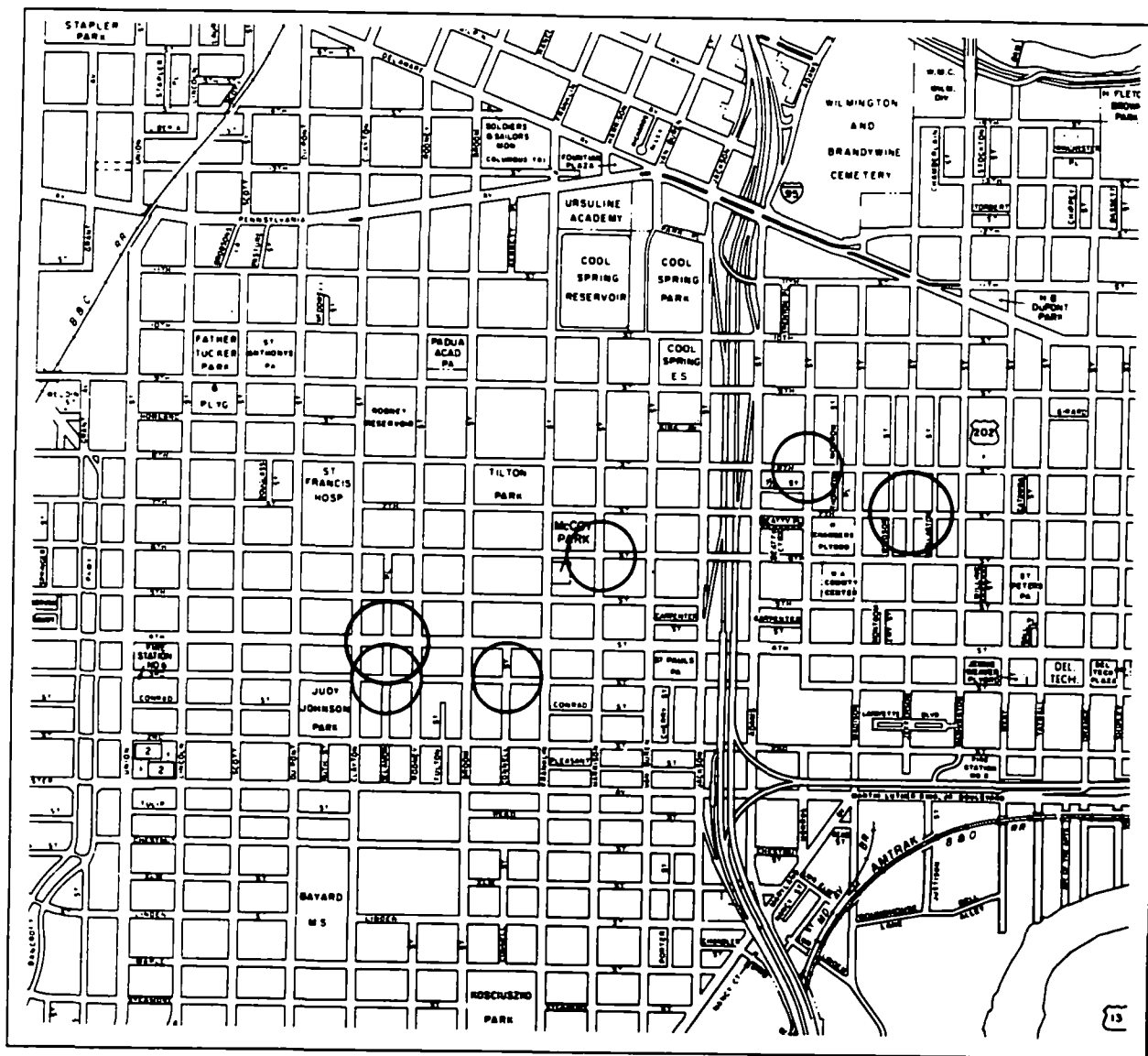
Location	Reporting Area	Neighborhood	Drug Calls
4th & Franklin Sts.	22-01	Westside/Hilltop	133
3rd & Franklin Sts.	22-02	Westside/Hilltop	124
6th & Jefferson Sts.	21-02	West Center City	99
2nd & Franklin Sts.	22-02	Westside/Hilltop	84
Conrad & Franklin Sts.	22-02	Westside/Hilltop	52
7th & Jefferson Sts.	16-02	West Center City	39

Map 10
MAJOR WEED & SEED AREA DRUG MARKETS IN 1993



Location	Reporting Area	Neighborhood	Drug Calls
4th & Franklin Sts.	22-01	Westside/Hilltop	85
3rd & Rodney Sts.	23-02	Westside/Hilltop	82
3rd & Franklin Sts.	22-02	Westside/Hilltop	56
7th & Jefferson Sts.	16-02	West Center City	55
7th & Washington Sts.	16-02	West Center City	40
8th & Monroe Sts.	16-01	West Center City	36

Map 11
MAJOR WEED & SEED AREA DRUG MARKETS IN 1994



Location	Reporting Area	Neighborhood	Drug Calls
7th & Jefferson Sts.	16-02	West Center City	126
4th St. & Delamore Pl.	23-01	Westside/Hilltop	106
3rd & Connell Sts.	22-02	Westside/Hilltop	88
6th & Harrison Sts.	22-01	Westside/Hilltop	88
3rd St. & Delamore Pl.	23-01	Westside/Hilltop	81
8th & Monroe Sts.	16-01	West Center City	79

West Center City Drug Market Analysis

The West Center City drug market involves mainly cocaine sales, and to a lesser extent, marijuana sales. Very few arrests in the area involved the possession or sale of heroin. About 15 percent of those arrested on drug related charges in 1994 were juveniles. The most persistent drug corner in the area was at the intersection of 7th & Jefferson Streets. This location has been among the neighborhood's five most active drug markets for the past four years. In 1994, the intersection of 7th & Jefferson Streets alone was responsible for 126 drug related calls. Monroe Street between W. 5th & W. 9th Streets was another problem area. Locations along Monroe Street have consistently been among the neighborhood's five most active drug markets over the past four years.

Table 6
WEST CENTER CITY ILLICIT DRUG MARKETS

Year	Location	Reporting Area	Drug Calls
1994	7th & Jefferson Sts.	16-02	126
	8th & Monroe Sts.	16-01	79
	7th & Monroe Sts.	16-01	32
	5th & Madison Sts.	21-02	31
	7th & Washington Sts.	16-02	23
1993	7th & Jefferson Sts.	16-02	55
	7th & Washington Sts.	16-02	40
	8th & Monroe Sts.	16-01	36
	7th & West Sts.	16-02	22
	7th & Monroe Sts.	16-02	18
1992	6th & Jefferson Sts.	21-02	99
	7th & Jefferson Sts.	16-02	39
	5th & Monroe Sts.	21-01	33
	9th & Monroe Sts.	16-01	26
	8th & Monroe Sts.	16-01	26
1991	6th & Jefferson Sts.	21-02	60
	7th & Jefferson Sts.	16-02	34
	6th & West Sts.	21-02	29
	8th & Monroe Sts.	16-01	25
	6th & Wollaston Sts.	16-02	22

Table 7
PROFILE OF WEST CENTER CITY DRUG ARRESTS

Arrest Charges	1990	1991	1992	1993	1994
Trafficking Heroin	0	0	0	0	0
PWID / Delivery of Heroin	2	4	3	6	2
Poss. of Heroin	5	7	10	1	1
Total Heroin Related Charges	7	11	13	7	3
Trafficking Cocaine	21	25	20	42	39
PWID / Delivery of Cocaine	103	178	147	170	107
Poss. of Cocaine	68	95	97	54	31
Total Cocaine Related Charges	192	298	264	266	177
Trafficking Marijuana	0	0	0	0	0
PWID / Delivery of Marijuana	2	9	6	14	14
Poss. of Marijuana	27	18	12	18	18
Total Marijuana Related Charges	29	27	18	32	32

Age of Offender	1990	1991	1992	1993	1994
Adult Drug Arrests	209	268	244	182	137
Juvenile Drug Arrests	13	27	21	38	25
% Juvenile Arrests	5.9%	9.2%	7.9%	17.3%	15.4%
Mean Age at Arrest	25.6	25.4	27.5	26.2	25.1

Race/Sex of Offender	1990	1991	1992	1993	1994
Black Male	178	238	204	171	121
Black Female	33	45	47	34	25
% Black	95.0%	95.9%	94.7%	93.2%	90.1%
White Male	2	8	7	1	9
White Female	3	1	4	1	2
% White	2.3%	3.1%	4.2%	0.9%	6.8%
Hispanic Male	6	2	3	11	4
Hispanic Female	0	1	0	1	1
% Hispanic	2.7%	1.0%	1.1%	5.5%	3.1%

Total Drug Arrests	222	295	265	220	162
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WEST CENTER CITY - DRUG RELATED CALLS FOR SERVICE



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26 - 50



51 - 75

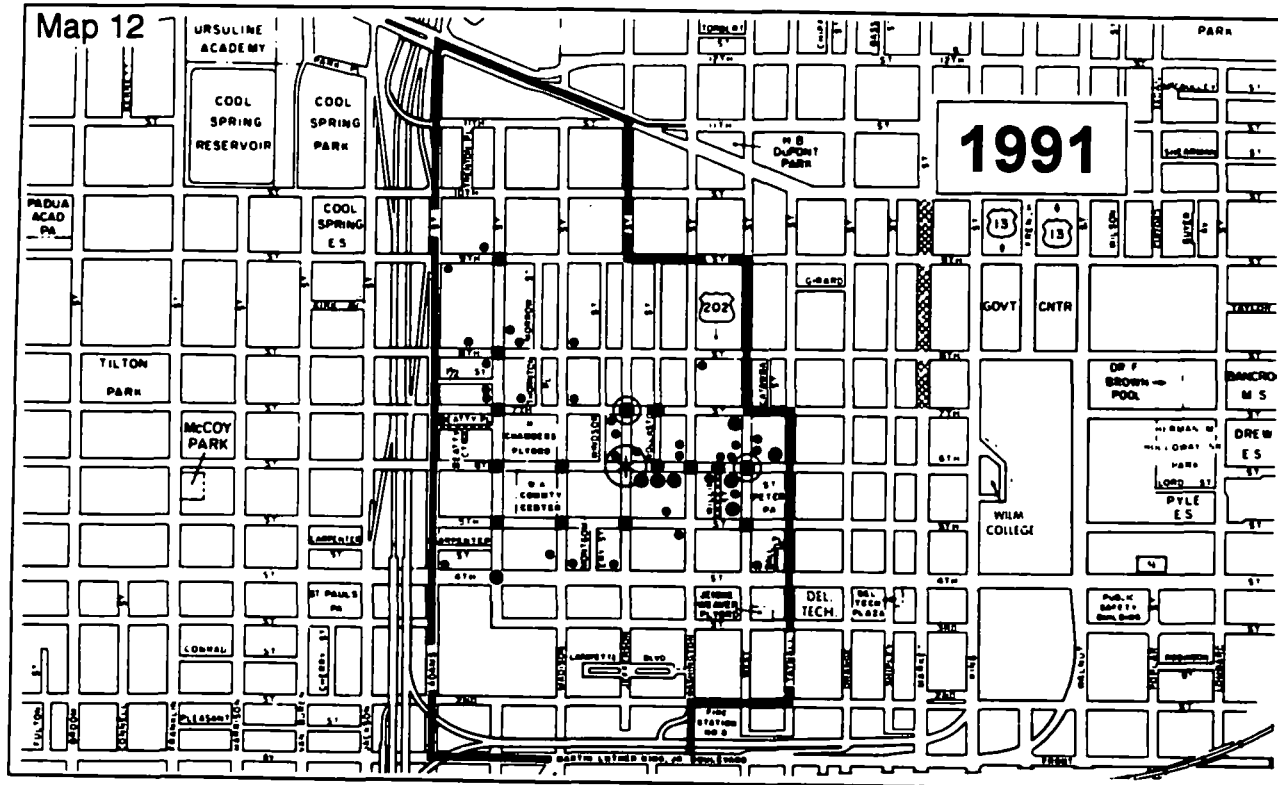


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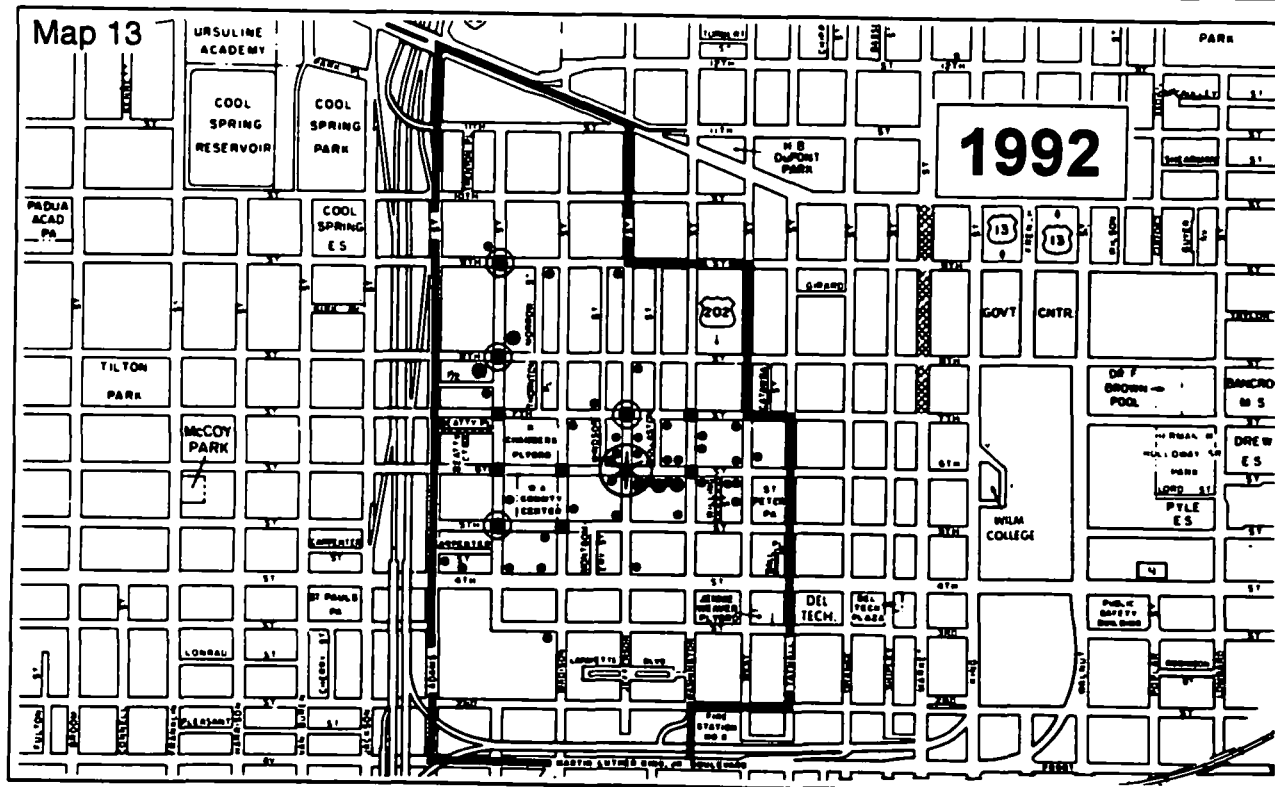


Over 100

Map 12



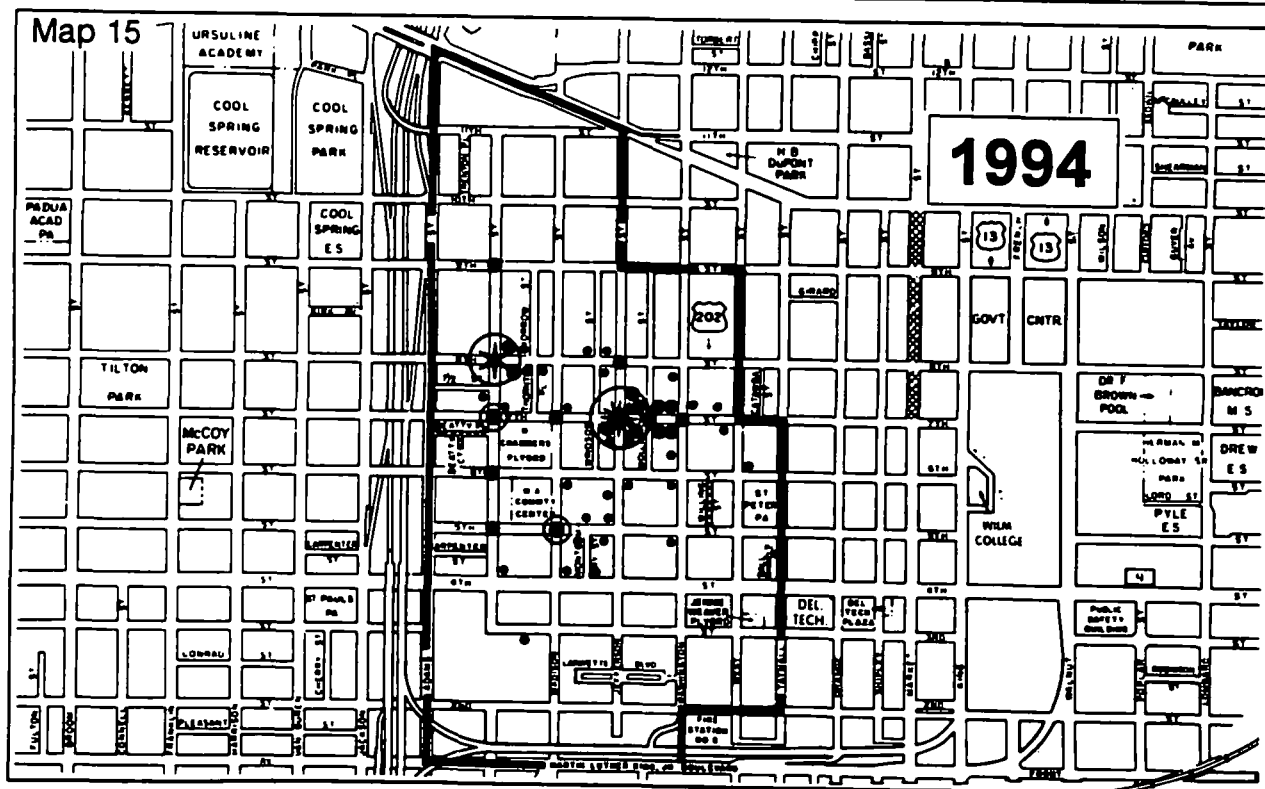
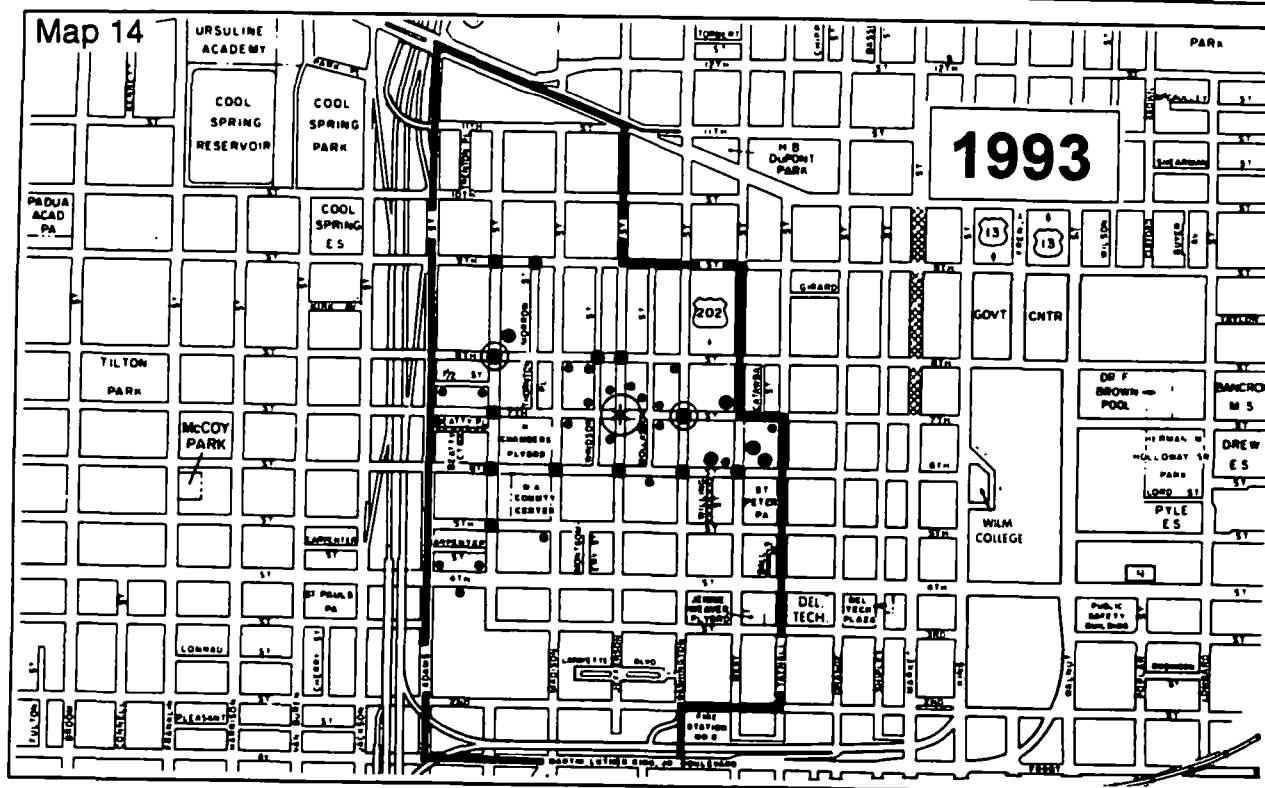
Map 13



WEST CENTER CITY - DRUG RELATED CALLS FOR SERVICE



Over 100



Westside/Hilltop Drug Market Analysis

The drug market in the Westside/Hilltop area involves a mixture of marijuana, heroin and cocaine sales. More Hispanics, whites, and juveniles are involved in the Westside/Hilltop drug trade compared with West Center City and Browntown/Hedgeville. Active drug markets in the Westside/Hilltop area include Delamore Place between W. 3rd & W. 4th Streets, 6th & Harrison Streets, 3rd & Rodney Streets, and 3rd & Connell Streets. Drug related calls for service for N. Franklin Street between Lancaster Avenue & W. 4th Streets, an area that was once Westside/Hilltop's most active drug market, fell off considerably in 1994.

Table 8
WESTSIDE/HILLTOP ILLICIT DRUG MARKETS

Year	Location	Reporting Area	Drug Calls
1994	4th St. & Delamore Pl.	23-01	106
	3rd & Connell Sts.	22-02	88
	6th & Harrison Sts.	22-01	88
	3rd St. & Delamore Pl.	23-02	81
	4th & Harrison Sts.	22-01	57
	3rd & Rodney Sts.	23-02	46
1993	4th & Franklin Sts.	22-01	85
	3rd & Rodney Sts.	23-02	82
	3rd & Franklin Sts.	22-02	56
	3rd & Vanburen Sts.	22-02	34
	2nd & Franklin Sts.	22-02	29
	3rd St. & Delamore Pl.	23-02	27
1992	4th & Franklin Sts.	22-01	133
	3rd & Franklin Sts.	22-02	124
	2nd & Franklin Sts.	22-02	84
	Conrad & Franklin Sts.	22-02	52
	3rd & Connell Sts.	22-02	29
	4th St. & Delamore Pl.	23-01	28
1991	4th & Franklin Sts.	22-01	84
	4th St. & Delamore Pl.	23-01	35
	3rd & Franklin Sts.	22-02	28
	3rd & Clayton Sts.	23-02	26
	3rd St. & Delamore Pl.	23-02	22

Table 9
PROFILE OF WESTSIDE/HILLTOP DRUG ARRESTS

Arrest Charges	1990	1991	1992	1993	1994
Trafficking Heroin	1	1	0	0	0
PWID / Delivery of Heroin	4	8	22	35	42
Poss. of Heroin	6	12	24	15	29
Total Heroin Related Charges	11	21	46	50	71
Trafficking Cocaine	39	31	35	24	41
PWID / Delivery of Cocaine	216	203	204	146	117
Poss. of Cocaine	104	95	96	55	52
Total Cocaine Related Charges	359	329	335	225	210
Trafficking Marijuana	0	0	0	0	0
PWID / Delivery of Marijuana	35	9	17	68	33
Poss. of Marijuana	43	42	25	46	37
Total Marijuana Related Charges	78	51	42	114	70

Age of Offender	1990	1991	1992	1993	1994
Adult Drug Arrests	319	278	316	234	211
Juvenile Drug Arrests	73	62	35	52	48
% Juvenile Arrests	18.6%	18.2%	10.0%	18.2%	18.5%
Mean Age at Arrest	24.5	24.1	26.7	25.2	24.9

Race/Sex of Offender	1990	1991	1992	1993	1994
Black Male	244	217	196	189	172
Black Female	32	29	31	22	15
% Black	70.4%	72.4%	64.7%	73.8%	72.2%
White Male	23	34	32	8	47
White Female	4	6	6	2	5
% White	6.9%	11.8%	10.8%	3.5%	20.1%
Hispanic Male	78	50	76	56	20
Hispanic Female	11	4	10	8	0
% Hispanic	22.7%	15.9%	24.5%	22.4%	7.7%

Total Drug Arrests	392	340	351	286	259
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WESTSIDE/HILLTOP - DRUG RELATED CALLS FOR SERVICE



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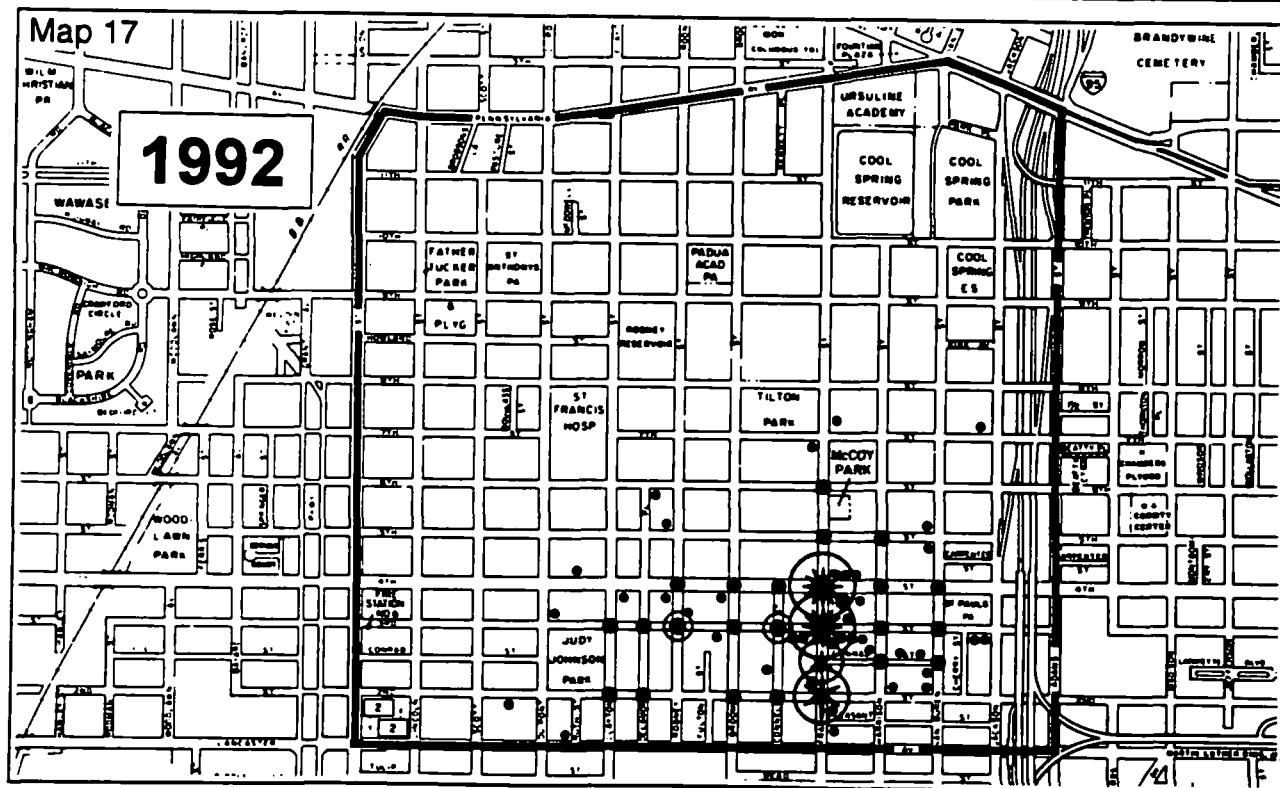
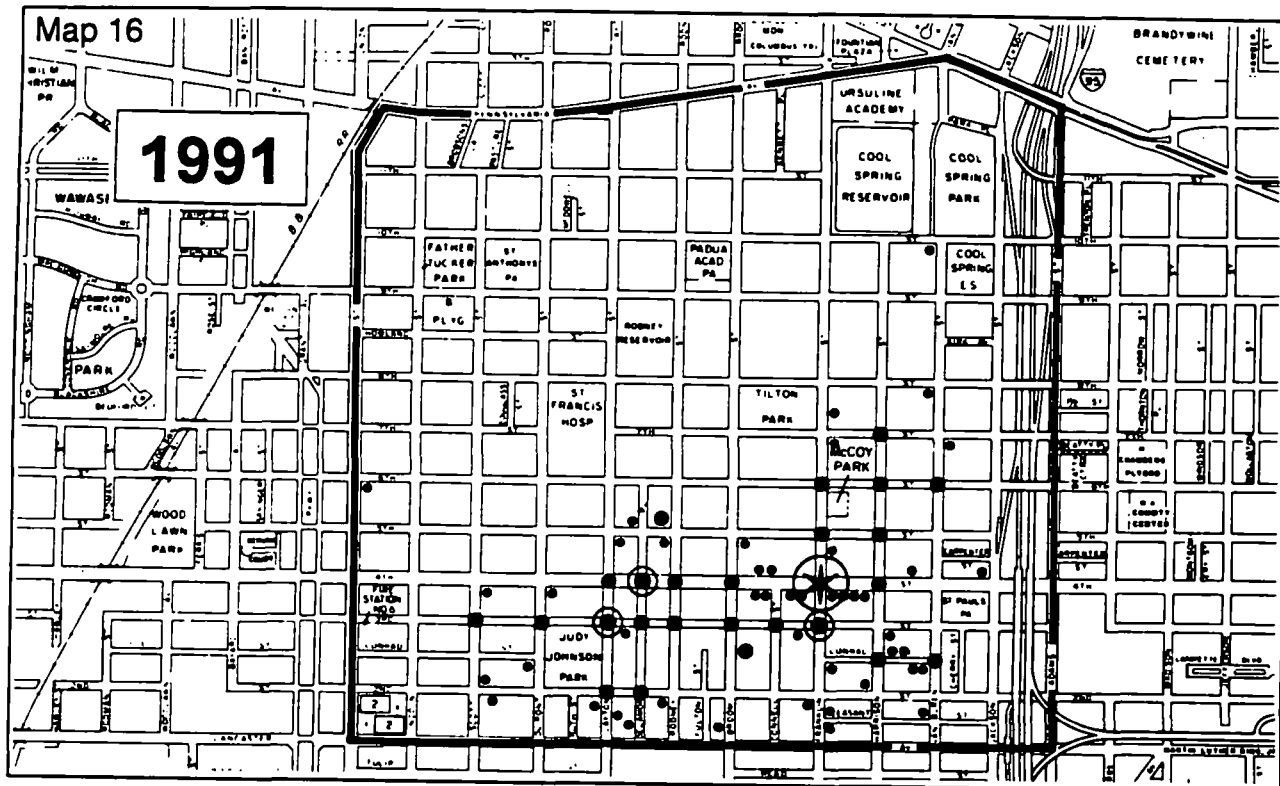
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WESTSIDE/HILLTOP - DRUG RELATED CALLS FOR SERVICE



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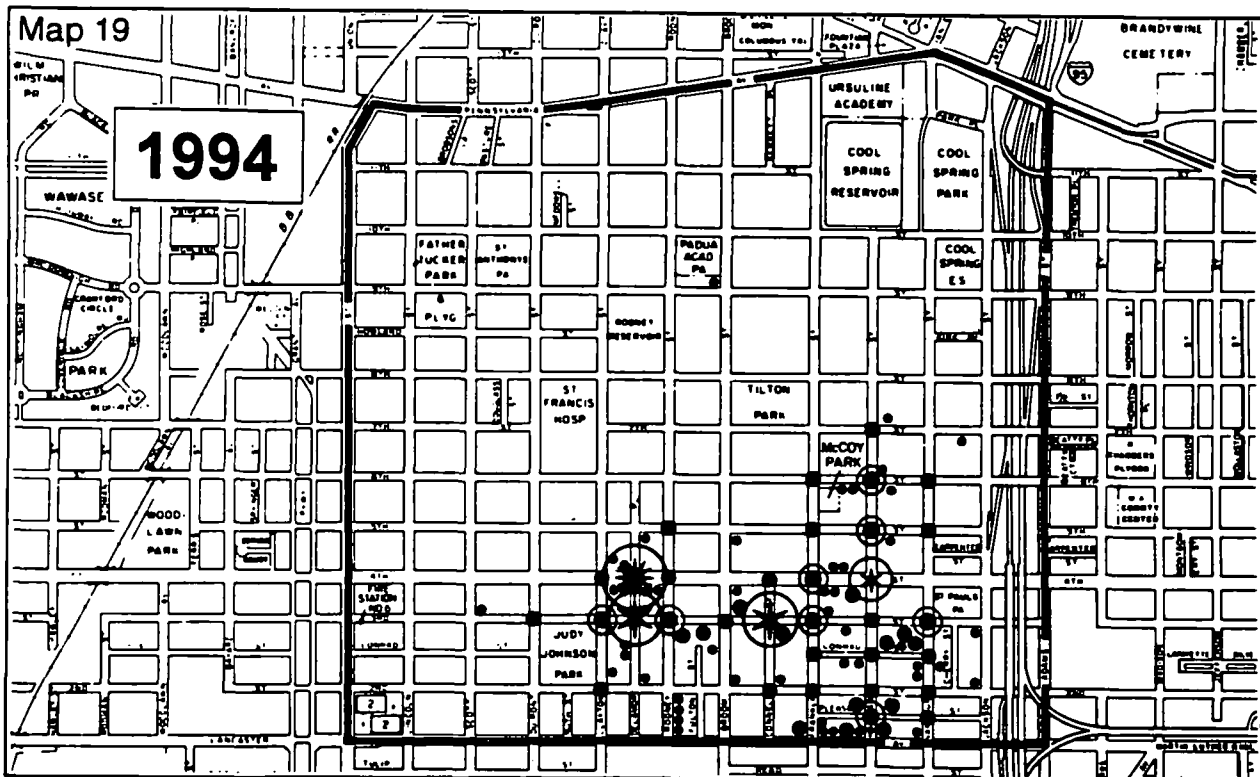
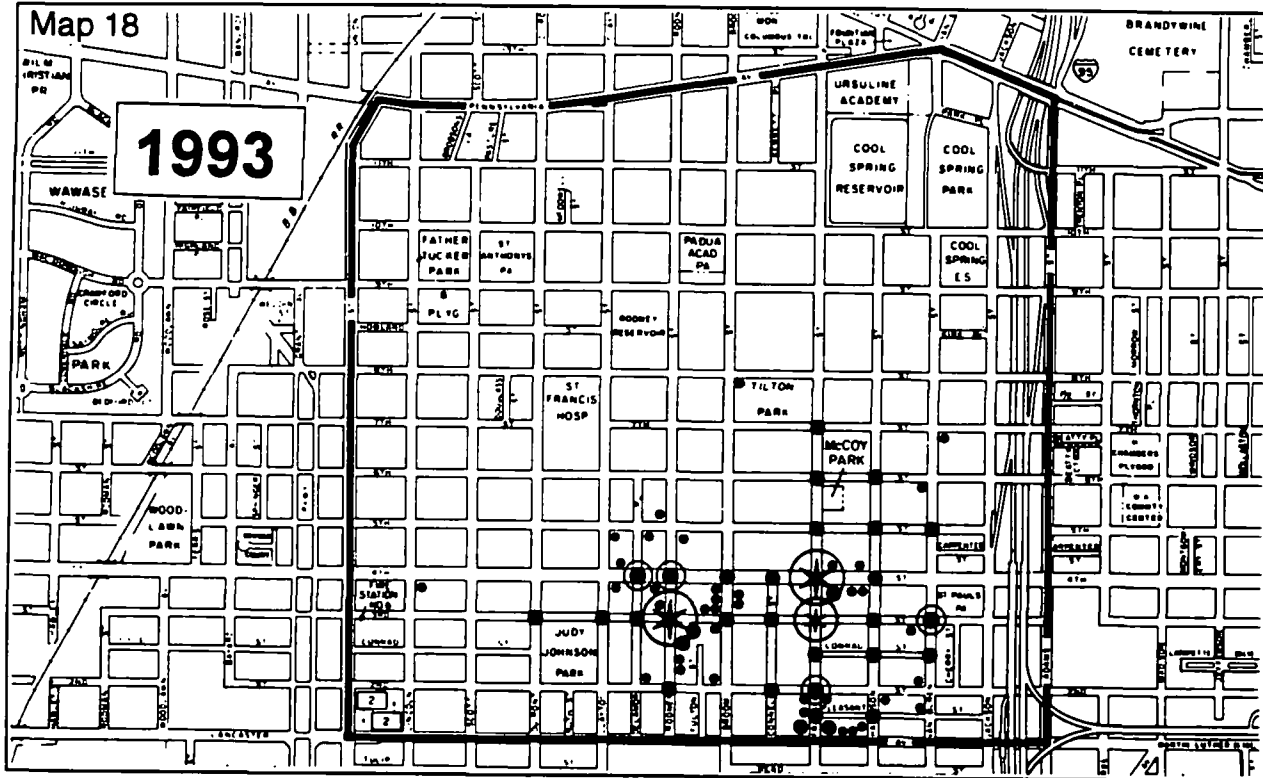
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Browntown/Hedgeville Drug Market Analysis

The Browntown/Hedgeville drug market is much smaller than the Westside/Hilltop or West Center City drug markets. Open-air drug activity is mostly restricted to Lancaster Avenue (which borders the Westside/Hilltop area) and Read Street. The predominant drug sold in the area is cocaine. In 1993, drug related arrests in the area nearly doubled compared with the previous year. Most of these arrests were for cocaine sales. Over the past four years, the most persistent drug market in the area has been Read Street between S. Franklin and S. Harrison Street.

Table 10
BROWNTOWN/HEDGEVILLE ILLICIT DRUG MARKETS

Year	Location	Reporting Area	Drug Calls
1994	Harrison & Read Sts.	26-01	23
	Franklin & Chestnut Sts.	26-01	11
	Franklin & Read Sts.	26-01	9
	Lancaster Ave. & Franklin St.	26-01	8
1993	Lancaster Ave. & Franklin Sts.	26-01	25
	Franklin & Read Sts.	26-01	16
	Harrison & Read Sts.	26-01	16
	Broom & Maple St.	26-02	4
1992	Lancaster Ave. & Franklin St.	26-01	20
	Amtrak Station	27-01	17
	Franklin & Read Sts.	26-01	12
	Brown & Cedar Sts.	27-01	5
1991	Harrison & Read Sts.	26-01	25
	Cedar & Broom Sts.	26-02	8
	Amtrak Station	27-02	8
	914 Maryland Ave.	27-01	3

Table 11
PROFILE OF BROWNTOWN/HEDGEVILLE DRUG ARRESTS

Arrest Charges	1990	1991	1992	1993	1994
Trafficking Heroin	0	1	0	1	0
PWID / Delivery of Heroin	0	2	1	3	0
Poss. of Heroin	0	3	0	1	12
Total Heroin Related Charges	0	6	1	5	12
Trafficking Cocaine	5	15	9	23	6
PWID / Delivery of Cocaine	9	18	21	57	22
Poss. of Cocaine	11	14	16	19	12
Total Cocaine Related Charges	25	47	46	99	40
Trafficking Marijuana	0	0	0	0	0
PWID / Delivery of Marijuana	8	4	6	8	4
Poss. of Marijuana	5	10	3	13	10
Total Marijuana Related Charges	13	14	9	21	14

Age of Offender	1990	1991	1992	1993	1994
Adult Drug Arrests	27	50	42	74	36
Juvenile Drug Arrests	3	4	0	9	6
% Juvenile Arrests	10.0%	7.4%	0.0%	10.8%	14.3%
Mean Age at Arrest	26.0	27.0	27.0	24.7	23.3

Race/Sex of Offender	1990	1991	1992	1993	1994
Black Male	17	32	27	48	27
Black Female	1	4	2	9	0
% Black	60.0%	66.7%	69.0%	68.7%	64.3%
White Male	6	11	8	11	9
White Female	2	2	1	1	1
% White	26.7%	24.1%	21.4%	14.5%	23.8%
Hispanic Male	4	4	4	14	5
Hispanic Female	0	1	0	0	0
% Hispanic	13.3%	9.3%	9.5%	16.9%	11.9%

Total Drug Arrests	30	54	42	83	42
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BROWNTOWN/HEDGEVILLE - DRUG RELATED CALLS FOR SERVICE



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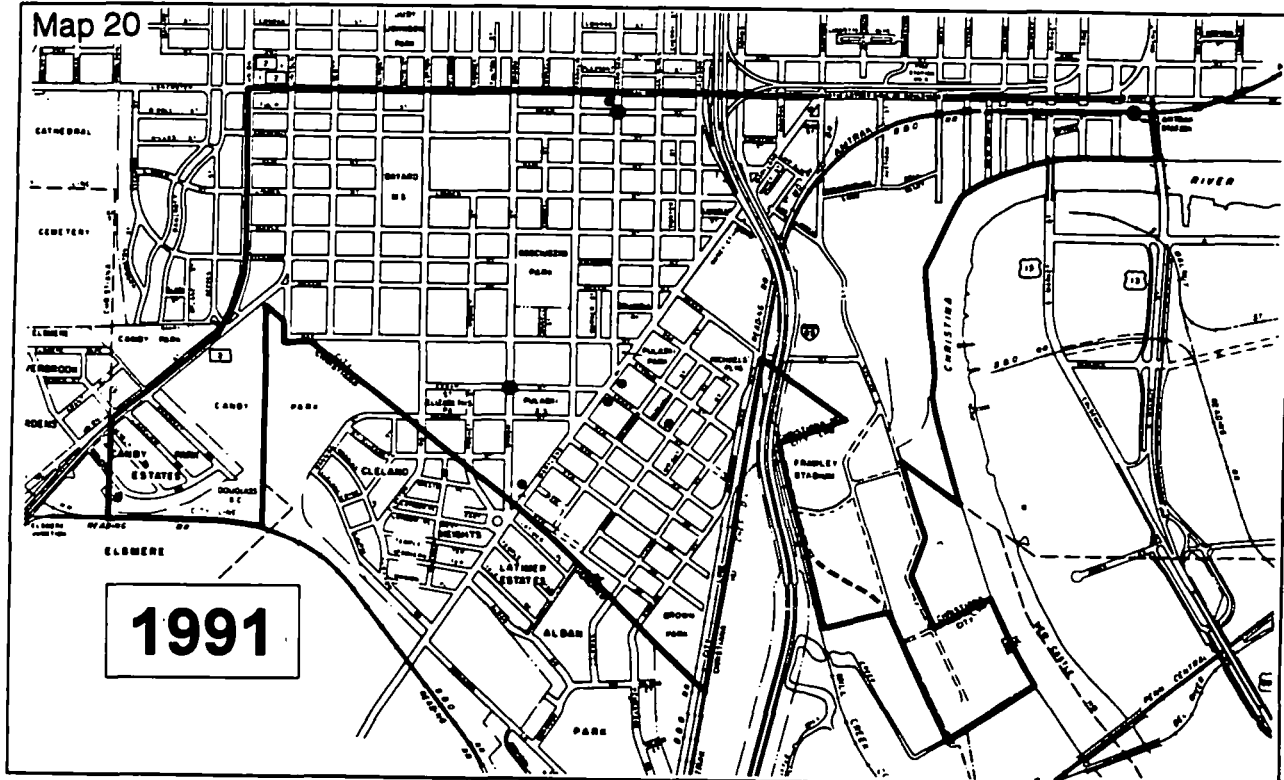


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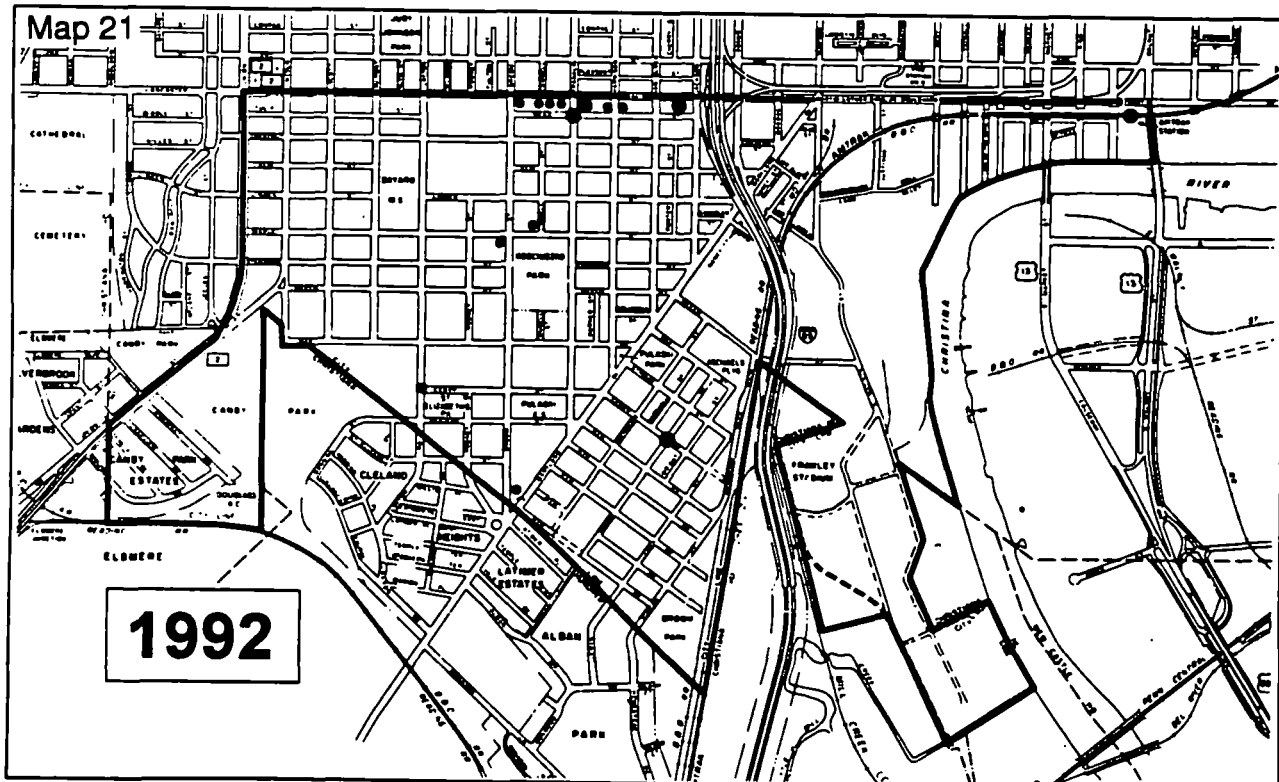


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Map 20



Map 21



BROWNTOWN/HEDGEVILLE - DRUG RELATED CALLS FOR SERVICE



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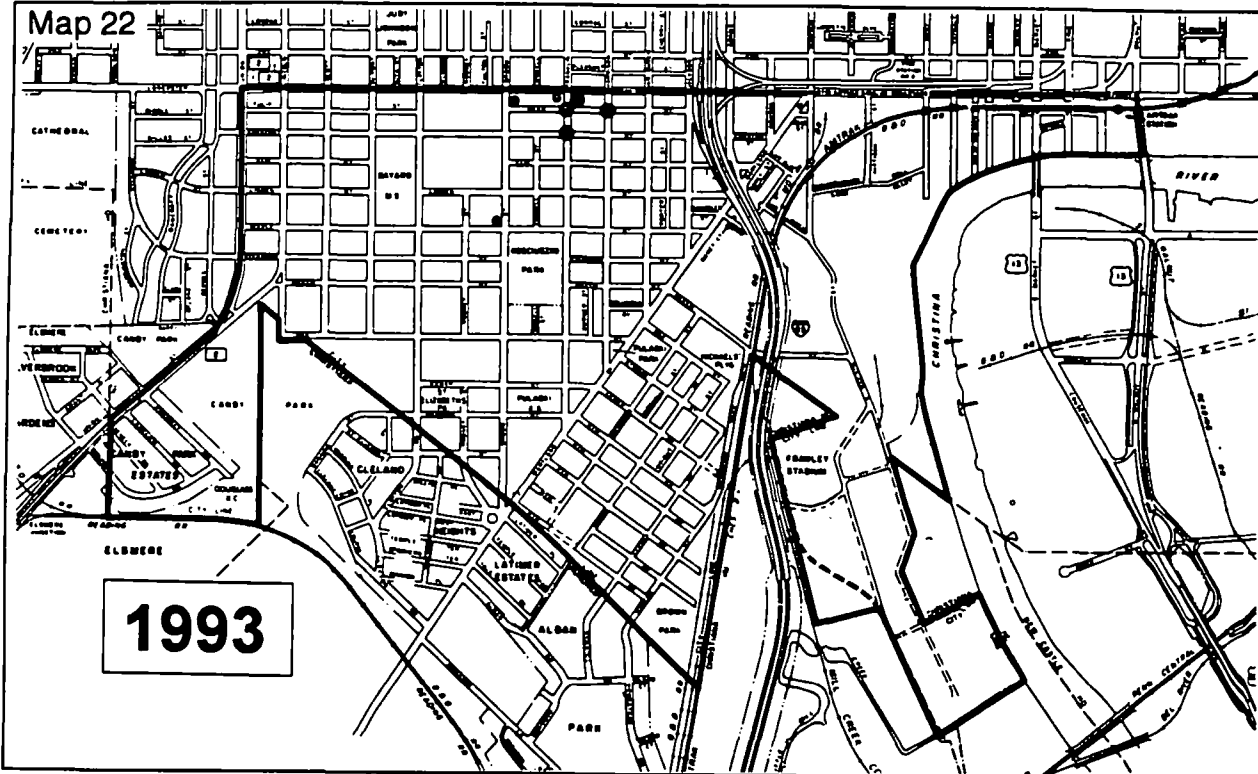


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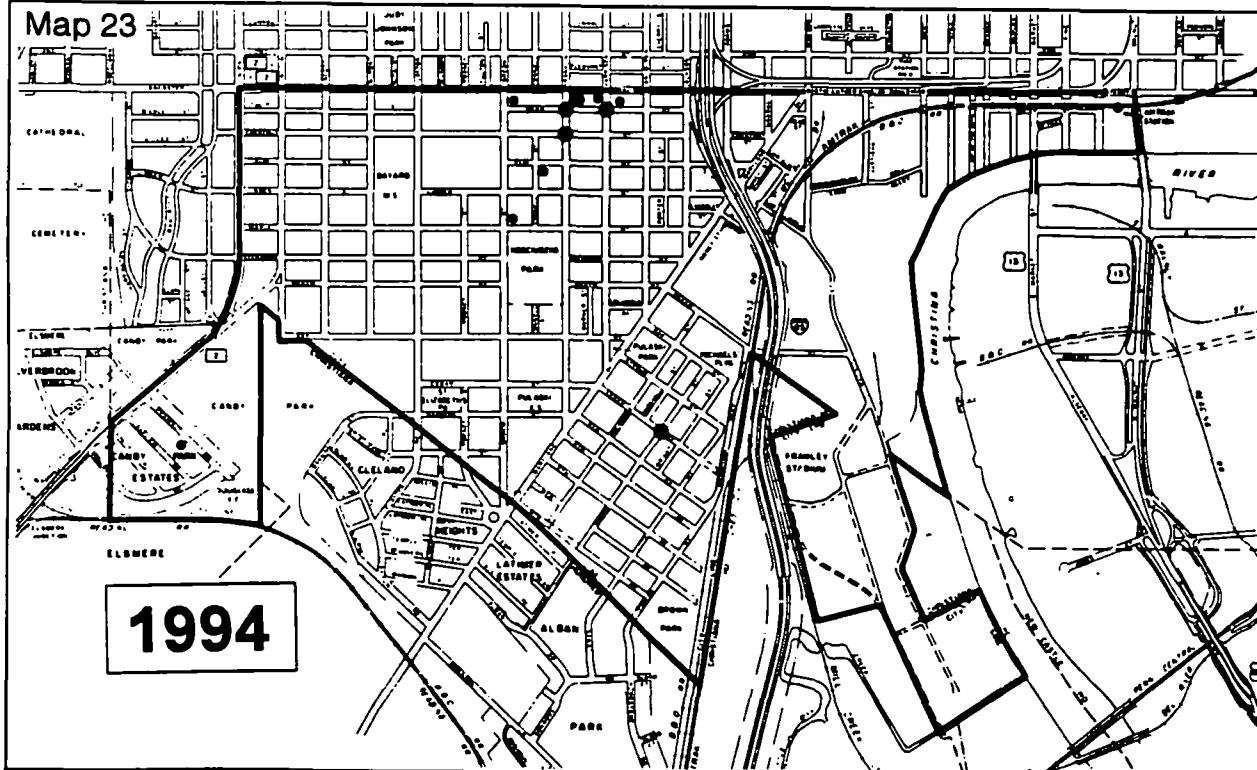


Over 100

Map 22



Map 23



Illicit Drug Trends in Wilmington

Table 12 displays drug related calls for service and drug related arrests for each of Wilmington's 15 neighborhoods. Drug related calls throughout Wilmington rose by 983, from 2,673 in 1993 to 3,656 in 1994—a 37 percent increase. The data shows that most of this increase was restricted to five neighborhoods—Boulevard, the Eastside, Price's Run, West Center City, and Westside/Hilltop. The Boulevard area in particular experienced a 131 percent increase in drug related calls in 1994. The West Center City and Westside/Hilltop areas continues to surpass all other neighborhoods in Wilmington in drug related calls. These two areas combined were responsible for 601 of the 983 additional drug related calls that were received by the police in 1994 (62 percent).

Maps 24 through 25 show Wilmington's 90 Reporting Areas. Each reporting area on the maps are color coded, with each color representing a category that describes the changing relationship between drug related calls for service and drug related arrests rates for that area compared with the previous year. Since each color category represents the relative patterns of escalating, decreasing, or stabilizing levels of drug activity within a given area over a period of time, the maps are useful for demonstrating how illicit drug markets are affected by various drug enforcement efforts throughout Wilmington. The following categories were derived by analyzing trend data on drug related calls and arrests for each reporting area and then comparing the most recent year's trend with the previous year. Following are brief descriptions of each category.

Stable Areas (Blue): This category refers to reporting areas that reported 25 or fewer drug related calls and/or arrests per year during the observation period. Many of the residential areas in this category have average household incomes that are well above the city average and tend to be located on the outer perimeter of the city.

Good News (Green): Areas in this category experienced a simultaneous decline or stabilization in both the drug related calls for service and drug related arrests.

Intensive Policing (Green/Black): These are areas where the number of drug related arrests are relatively high compared to the number of drug related calls from the area. This may indicate that proactive measures were taken by the police to prevent displacement of drug activity from nearby areas.

Hot Spots (Yellow): Areas that fall in this category experienced a simultaneous rise in both drug related calls and arrests. The "hot spot" category also includes areas where the number of drug related calls exceeded 25 per month. Most of these areas are well known illicit drug markets where police, residents, and customers know that illicit drug activity occurs on a regular basis.

In Transition (Red): Reporting areas in this category are best described as being "in transition". The number of drug related calls received from these areas are rising while the number of arrests remain at roughly the same level. These neighborhoods tend to lie contiguous to areas with more severe drug related problems

and frequently lie adjacent to relatively stable areas on the other side. The increasing number of calls may indicate that residents are aware that the character of their neighborhood is changing.

Saturated (Red/Black): This category is similar to “hot spots” in that both refer to areas with extremely high levels of drug activity. What differentiates “saturated” areas from “hot spots” is that in saturated areas the number of drug related calls continue to increase while the number of arrests decline or remain at roughly the same level as the previous year.

Maps 21 and 22 show the 90 Wilmington reporting areas color coded for each of the above categories for 1993 and 1994. The Weed & Seed target area is highlighted by a broken line. The maps show that in 1994, illicit drug activity escalated in many of Wilmington’s neighborhoods. The number of reporting areas that were categorized as being “in transition” increased from three in 1993 to six in 1994, while “saturated” areas increased from one to five. All five “saturated” areas are in the Weed & Seed neighborhoods—three in the Westside/Hilltop area and two in West Center City.

Reporting area 15-01 in the Westside/Hilltop area was categorized as “in transition” in 1994, mainly resulting from an increase in drug related calls for service concerning the area surrounding the intersection of 7th & Harrison Streets. Conditions in three Weed & Seed reporting areas that seemed to be making some progress in 1993 worsened considerably in 1994. Reporting areas 22-01, 22-02, and 16-02 were all categorized as “good news” areas in 1993 because drug related calls and arrests were both on the decline. In 1994, all three areas were categorized as being “saturated”, i.e., drug related calls were increasing while drug related arrests fell. Reporting area 16-01 also saw an increase in drug related calls and arrests after being categorized as a “good news” area in 1993. On a positive note, conditions in Reporting Area 16-02 have shown improvement for two years in a row and Reporting Area 26-01 in Browntown/Hedgeville showed a modest decrease in drug related calls and arrests.

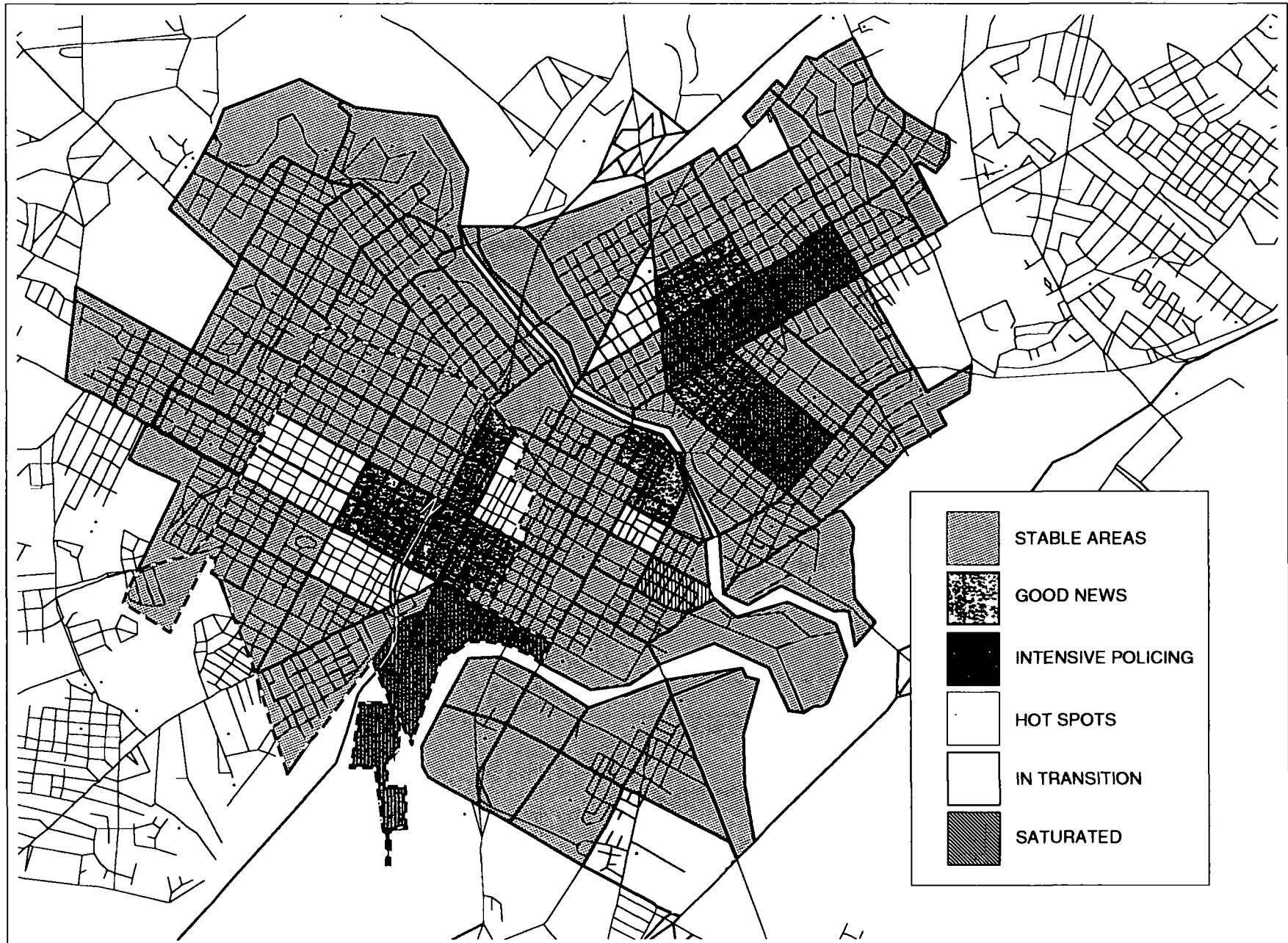
Illicit drug activity also escalated in the Eastside, Price’s Run, Boulevard, and Riverside neighborhoods in 1994. On the Eastside, an area that was categorized as “saturated” in 1993 (Reporting Area 17-02) saw a decline in both drug related calls for service and drug related arrests in 1994. However, an adjacent reporting area and two reporting areas in Census Tract 9 worsened in 1994, possibly a result of displacement from Reporting Area 17-02.

Conditions in the Boulevard neighborhood also deteriorated in 1994. Reporting Area 05-02 continued to be a problem area, especially near the park at 24th & Tatnall Streets and on N. Market Street between 23rd and 30th streets. Drug Related calls for service also rose in Reporting Area 03-02, which is located directly north of Reporting Area 05-02.

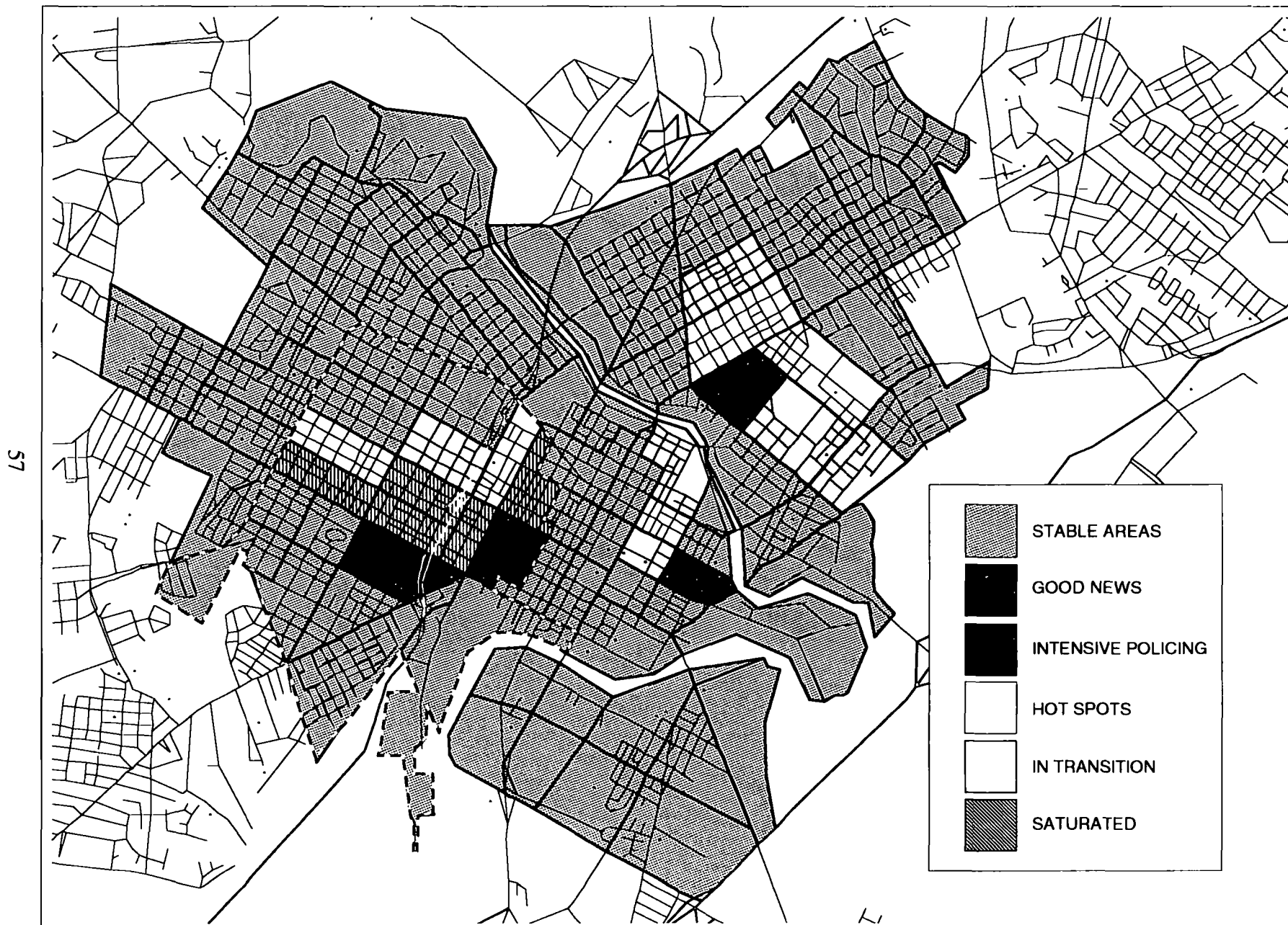
In the Price’s Run area, Reporting Area 06-02 became a “hot spot” in 1994. Drug related calls for service also increased in Reporting Area 06-04. There was a substantial increase in drug related arrests in Reporting Area 06-03, which includes the drug markets at 24th & Jessup Streets and E. 23rd Street between Market and Lamotte Streets.

Illicit Drug Trends in Wilmington - 1993

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Illicit Drug Trends in Wilmington - 1994



Reported Crime in the Weed & Seed Target Area

Table 13 and Charts 9 through 11 displays Wilmington Police Department CAD system calls for service from the Weed & Seed neighborhoods in 1993 and 1994 concerning assaults, burglaries, drugs, homicides, rapes and robberies. Table 13 shows that in 1994, assault related calls for service were down by 18 percent in West Center City and by 11 percent in Westside/Hilltop, but were up by 37 percent in Browntown/Hedgeville. Calls concerning knifings (cutting investigations) and shooting incidents rose modestly in all three neighborhoods, however.

In 1994, burglary related calls from West Center City and the Westside/Hilltop area both fell by 13 percent and 8 percent respectively. Burglary related calls from Browntown/Hedgeville increased by 33 percent, from 165 in 1993 to 213 in 1994. More homicide related calls were received from the Westside/Hilltop area than from West Center City and Browntown/Hedgeville combined, although only four homicide related calls for service were received from Westside/Hilltop in 1994. The Westside/Hilltop area also led in reported rapes and robberies.

In general, calls for service from West Center City were down in all categories except drug related calls, the number of calls from the Westside/Hilltop area increased in all categories except burglaries, and calls received from Browntown/Hedgeville rose in all categories except homicide and rape related calls.

Sentences Received by Weed & Seed Drug Offenders

Level 5 (prison) sentences received by Weed & Seed drug offenders are shown in Table 14. The data presented in this table is based on a sample of 260 arrests (approximately 20 percent of all Weed & Seed arrests) and only includes offenders who were prosecuted at the state level. The table shows that the most common conviction charge was possession of cocaine (69 cases), followed by possession of drugs within 1000 feet of a school (40 cases), possession with intent to deliver cocaine (33 cases), delivery of cocaine (28 cases), and trafficking cocaine (21 cases). Persons convicted of distributing drugs within 300 feet of a park received the longest average prison sentences (62.4 months), followed by cocaine trafficking convictions (51.7 months).

Nearly all of the Weed & Seed offenders entered plea agreements where in a majority of cases all but a single charge was nolle prossed or dismissed when the offender pled guilty to a reduced charge. For example, 25 of the 69 possession of cocaine convictions in this sample were pled down from possession with intent to deliver and trafficking arrests. Although a few of these offenders received sentences that were harsher than the typical possession of cocaine case, a majority received a standard 12 month prison sentence.

Weed & Seed Seizures and Asset Forfeitures

Assets confiscated as a result of Weed & Seed are summarized in Table 15. As of 4/30/95, \$516,076 worth of illicit drugs, \$113,170 in cash, and \$907,750 in real and personal property have been seized since the Weed & Seed effort began in July 1992.

What Happened in 1994?

The Weed & Seed program's law enforcement/community policing effort experienced a major setback in 1994. What occurred during this period that led to this outcome? A detailed analysis of sentencing and arrest data and information provided by key Weed & Seed program participants suggest that the following a series of events contributed to the increase in drug related calls for service from the Weed & Seed target area and other Wilmington neighborhoods.

1. *Many drug offenders who were arrested and imprisoned during the first year of the Weed & Seed effort had completed their prison sentences and were released into the community.*

Wilmington's Weed & Seed effort has led to the arrests of over 1,000 drug offenders since it began in July 1992. Most of the offenders who were sentenced to jail terms were convicted on possession, possession with intent to deliver, or delivery of cocaine charges. The average prison term for these charges were 17.7 months for possession of cocaine, 24.7 months for possession with intent to deliver cocaine, and 25.5 months for delivery of cocaine. These were the three most common conviction charges for Weed & Seed area arrests.

Therefore, one possible factor that may have contributed to the increase in drug activity was that many of the drug offenders who were incarcerated during the initial months of Weed & Seed had completed their prison terms and were released in 1994. Once released, some of these drug offenders may have resumed selling drugs in the area.

Chart 9
**WEST CENTER CITY
CAD SYSTEM CALLS FOR SERVICE**

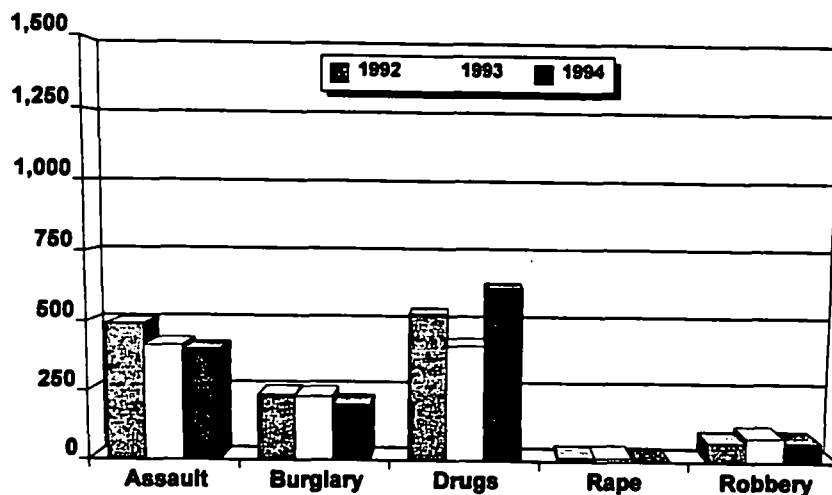


Chart 10
WESTSIDE/HILLTOP
CAD SYSTEM CALLS FOR SERVICE

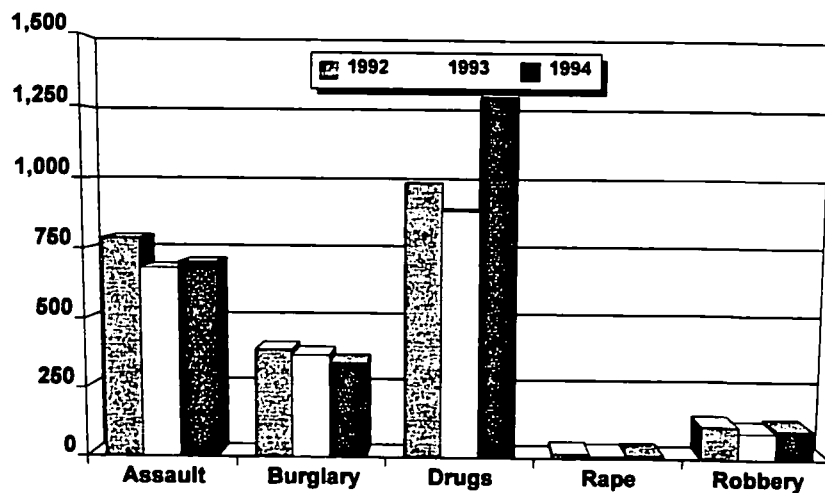
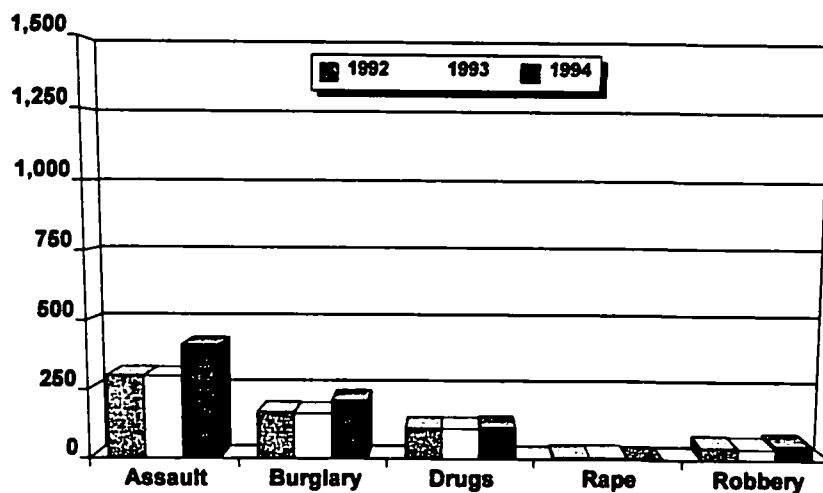


Chart 11
BROWNTOWN/HEDGEVILLE
CAD SYSTEM CALLS FOR SERVICE



-
- 2. *Cutbacks in funding for Weed & Seed community policing and undercover operations reduced police presence and visibility in the area which enabled the area's drug markets to reestablish themselves.***

The release of the first wave of Weed & Seed offenders from prison occurred during the same period that funds for the area's community policing and narcotics enforcement efforts were drastically reduced. Consequently, drug activity in the area escalated because fewer police officers were available to provide the level of presence and visibility needed to deter open-air drug sales. Drug markets that were effectively suppressed during the first 18 months of Weed & Seed were resurrected, and drug related calls for service from the area increased as a result.

- 3. *An overall reduction in police manpower resulting from the city's financial problems allowed drug markets in other parts of Wilmington to flourish.***

The city's financial problems required a cut in police manpower during a period when funding for Weed & Seed's law enforcement and community policing components was drastically reduced. Wilmington Police Department officials estimate that police manpower was down by at least 20 percent in 1994 because vacancies created by retirements and resignations were not immediately filled. While this deficit was partly resolved by reassigning officers in the department's Community Services Division to regular patrol, the net result was a less visible police presence throughout Wilmington. When police are less visible, street level drug dealers often become more blatant in their dealings, and law-abiding residents become more persistent at calling the police after they witness multiple open-air drug transactions at their doorstep. In addition, reduced undercover operations and drug interdictions may have led to an actual increase in the amount of illicit drugs available in Wilmington.

- 4. *Crowded conditions at Gander Hill Prison may have led to the pre-trial release of many lower level drug offenders who resumed selling drugs soon after they were released.***

Wilmington's only prison, Gander Hill, is operating above its intended capacity. One consequence of programs that emphasize the arrest and conviction of offenders is that it leads to an increase in admissions to the correctional system. Over 200 offenders have been identified as having been arrested more than once for drug related offenses in the Weed & Seed area since July 1992. Many of these offenders were rearrested while they were out on bail for a prior drug related offense. Because of the crowded conditions at Gander Hill, some of the less serious drug offenders may have been released on reduced or unsecured bail with little or no supervision so that prison beds would remain available for violent and sentenced offenders. Some of the released offenders were subsequently rearrested for selling drugs while out on bail.

Any of the above mentioned factors could have led to an increase in drug related calls for service from the Weed & Seed area. The Weed & Seed target area has become very well established over the years as one of Wilmington's most active drug markets, so it is not surprising that it continued to attract drug offenders. During the period when the Weed & Seed law enforcement/community policing effort was fully implemented, the area's drug markets became less active, but drug buyers still continued to patronize the area. When some of the area's former drug

dealers were released from prison and resumed selling drugs in the area, residents had to deal with the disruption created by the newly released drug offenders in addition to that created by the dealers who filled the void in their absence. To make matters worse, Weed & Seed community policing and undercover operations were reduced during this period when living conditions in the neighborhood were deteriorating.

During interviews with residents of the Weed & Seed area, it was apparent that they were frustrated by the fact that the "weeding" effort did not have a lasting impact on their neighborhood's drug problem. Furthermore, the realization that improved community organization and enhanced services failed to deter an increase in drug activity once law enforcement efforts were reduced has dampened the enthusiasm seen during the earlier stages of Weed & Seed. Residents agree that conditions in the area are worse than they were a year ago. They complain that the drug dealers and their customers are loud, they stay up all night long, they litter the area with trash, used condoms, and food wrappers, and they become verbally abusive when confronted. Some residents have even resorted to writing letters to the mayor and other local public officials pleading for someone to relieve them from their plight.

One conclusion that can be drawn from this experience is that the importance of having an adequate level police presence and visibility can not be underestimated. When police increase their presence in an area, drug activity decreases. This may provide some temporary relief for residents of the immediate area, however, the problem is not eliminated entirely and can resurface once law enforcement efforts are reduced. Street level drug dealers are very resilient. They adjust their schedules and locations according to how much pressure the police place on them. When they are arrested, many resume selling drugs in the same area after they are released. This behavior creates a dilemma for the police, the criminal justice system, and the community.

Table 13
WEED & SEED AREA - CAD SYSTEM CALLS FOR SERVICE

OFFENSE	WEST CENTER CITY			WESTSIDE/HILLTOP			BROWNTOWN/HEDGEVILLE		
	1992	1993	1994	1992	1993	1994	1992	1993	1994
ASSAULT IN PROGRESS	83	69	64	152	112	124	46	44	56
ASSAULT IN PROGRESS W/WEAPON	8	3	4	11	6	6	1	3	4
ASSAULT INVESTIGATION	329	289	273	516	460	448	225	202	291
CUTTING INVESTIGATION	32	19	20	37	25	29	1	7	11
SHOOTING INVESTIGATION	6	7	6	11	16	19	4	1	4
OFFENSIVE TOUCHING	36	30	36	62	65	79	25	43	49
TOTAL ASSAULT RELATED CALLS	494	417	403	789	684	705	302	300	415
BURGLARY IN PROGRESS-COMMERCIAL	11	11	5	11	20	8	16	10	15
BURGLARY IN PROGRESS-DWELLING	61	54	56	151	86	86	38	33	53
BURGLARY INVESTIGATION	164	168	141	228	265	249	115	122	145
TOTAL BURGLARY RELATED CALLS	236	233	202	390	371	343	169	165	213
DRUG SALES IN PROGRESS	449	364	571	838	810	1,181	77	94	89
DRUG VIOLATION	82	54	53	148	78	108	35	17	26
TOTAL DRUG RELATED CALLS	531	418	624	986	888	1,289	112	111	115
HOMICIDE INVESTIGATION	0	1	1	1	1	4	0	1	0
RAPE IN PROGRESS	2	0	0	4	0	0	1	1	0
RAPE INVESTIGATION	10	12	5	12	9	12	5	5	0
TOTAL RAPE RELATED CALLS	12	12	5	16	9	12	6	6	0
ROBBERY IN PROGRESS	10	11	8	10	5	9	4	8	7
ROBBERY IN PROGRESS W/WEAPON	1	1	2	5	6	6	2	4	3
ROBBERY INVESTIGATION	58	76	60	105	86	92	38	27	42
TOTAL ROBBERY RELATED CALLS	69	88	70	120	97	107	44	39	52
GRAND TOTAL	1,342	1,169	1,305	2,302	2,050	2,460	633	622	795

Table 14
LEVEL 5 SENTENCES RECEIVED BY WEED & SEED DRUG OFFENDERS

CONVICTION CHARGE	AVG. LEVEL 5 SENT. IN MONTH	AVG. MONTHS SUSPENDED	AVG. SENTENCE MINUS SUSP.	RANGE IN MONTHS	NO. OF CASES
DEL. DRUGS WITHIN 1000' OF SCHOOL	35.1	21.3	26.1	6 TO 60	19
DELIVERY OF COCAINE	32.4	11.3	25.5	10 TO 60	28
DELIVERY OF HEROIN	36.0	3.0	33.0	33	1
DELIVERY OF MARIJUANA	36.0	3.0	33.0	16	1
DISTRIBUTE DRUGS WITHIN 300' OF PARK	62.4	48.0	24.0	0 TO 60	5
MAINTAIN DWELLING FOR USE/SALE OF DRUGS	15.8	4.0	14.3	9 TO 24	8
MAINTAIN VEHICLE FOR USE/SALE OF DRUGS	15.0	6.0	13.5	6 TO 24	4
POSS. DRUGS WITHIN 1000' OF SCHOOL	35.7	16.1	28.1	0 TO 72	40
POSSESSION OF COCAINE	19.1	12.0	17.7	2 TO 60	69
POSSESSION OF DRUG PARAPHANALIA	21.4	24.0	14.6	6 TO 30	7
POSSESSION OF HEROIN	16.0	3.0	14.5	9 TO 24	6
POSSESSION OF MARIJUANA	15.3	5.0	13.9	6 TO 24	11
POSS. WITH INTENT TO DELIVER COCAINE	27.8	7.4	24.7	1 TO 51	33
POSS. WITH INTENT TO DELIVER HEROIN	27.0	0.0	27.0	18 TO 36	2
POSS. WITH INTENT TO DELIVER MARIJUANA	24.0	5.7	21.9	12 TO 24	8
TRAFFICKING COCAINE	51.7	39.0	29.4	6 TO 60	21

Table 15
WEED & SEED ASSET SEIZURES - 7/1/92 THRU 4/30/95

Items Seized	1992	1993	1994	1995	Total
Cocaine					
Grams	752.60	1,441.25	1,842.90	244.30	4,281.05
Value	\$75,260.00	\$144,125.00	\$202,290.00	\$24,430.00	\$446,105.00
Heroin					
Grams	9.92	13.86	6.00	0.47	30.25
Value	\$7,936.00	\$9,147.60	\$4,861.20	\$382.80	\$22,327.60
Marijuana					
Grams	143.00	1,262.18	938.50	7,078.50	9,422.18
Value	\$1,430.00	\$6,310.90	\$3,680.00	\$35,212.50	\$46,633.40
Other Drugs					
Grams	10.00	10.20	0.00	0.40	20.60
Value	\$500.00	\$510.00	\$0.00	\$0.00	\$1,010.00
Vehicles					
Number	11	22	6	2	41
Value	\$28,300.00	\$62,300.00	\$25,500.00	\$4,000.00	\$120,100.00
Firearms					
Number	3	7	16	5	31
Value	\$450.00	\$1,250.00	\$4,350.00	\$1,600.00	\$7,650.00
Houses					
Number	4	4	2	0	10
Value	\$160,000.00	\$160,000.00	\$60,000.00	\$0.00	\$380,000.00
Businesses					
Number	1	1	0	0	2
Value	\$200,000.00	\$200,000.00	\$0.00	\$0.00	\$400,000.00
Other Property					
Number	0	0	0	0	0
Value	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
Currency	\$21,597.56	\$37,716.16	\$44,665.20	\$9,191.00	\$113,169.92
Total Value	\$495,473.56	\$621,359.66	\$345,346.40	\$74,816.30	\$1,536,995.92

1992 figures cover the period from 7/1/92 through 12/31/92.

1995 figures cover the period from 1/1/94 through 4/30/95.

ASSESSMENT OF "SEEDING" ACTIVITIES

The "Seeding" component of Wilmington's Weed & Seed program includes several programs in the areas of recreation, tutoring, youth development, drug treatment, and victim's services. Most of the "seeding" programs operate out of the areas four community centers. The following section provides a summary of each program's goals, performance objectives, and current status.

Information used in this assessment was obtained by reviewing quarterly monitoring and progress reports that are maintained by the Delaware Criminal Justice Council, which is the administering agency responsible for ensuring that program objectives are met.

PROGRAM AREA: Tutoring and Educational Enhancement

WEED & SEED TUTORIAL - Hilltop Lutheran Neighborhood Center

Goal: To provide programming for students ages 12-19 to address academic deficiencies.

PERFORMANCE OBJECTIVES:

1. ***The Teen Director, Program Assistant, and tutors will conduct tutorial sessions four nights per week for three hours to assist 80-100 students with their school work.***

Progress: Sixty-four (64) youths from the Hilltop area have participated in the tutorial program at the Hilltop Lutheran Neighborhood Center. The program is currently operating as proposed.

2. ***Five to ten students who have dropped out of school will be recruited and enrolled in an alternative program.***

Progress: Three individuals have been enrolled in the James Grove Education Program. These students are expected to receive their G.E.D. in 1995.

3. ***Five high school students who possess superior intelligence and leadership ability will participate in the weekly Intense Education Program.***

Progress: Ten students are presently involved in the program. Of these, five represented Nicaragua at the Model United Nations held in Hershey, PA.

WEED & SEED TUTORIAL - Latin American Community Center

Goal: To reduce the disruptive and illegal activities in the Hilltop area by providing recreation and socio-cultural activities for youth and adults in conjunction with the Weed & Seed community policing component.

PERFORMANCE OBJECTIVES:

1. **500 youth and adults will participate in recreation and cultural activities to be offered five times a week.**

Progress: Objective has been accomplished. Approximately 100 individuals participate daily in L.A.C.C.'s recreational/cultural activities. The format of the program has been slightly revamped to allow for a more constructive (educational) approach to programming.

2. **Activities will include sports, weight lifting, table games, dance, sewing, cooking, crafts, and special activities.**

Progress: Objective has been accomplished. In addition, other activities including volleyball, flag football, and field trips have been made available to program participants.

WEED & SEED TUTORIAL - Latin American Community Center

Goal: To improve the academic performance of 150 children and youth thru individualized tutoring and homework assistance. Ninety percent of participating students will successfully complete their school year. Eighty percent of tutoring participants will improve at least one letter grade in subject tutored.

PERFORMANCE OBJECTIVES:

1. **An initial interview will be held with the parent(s) of each child referred for tutoring to discuss mutual expectations.**

Progress: Objective has been accomplished. All of the 115 enrolled children's parent(s) have met with program staff to discuss the student's past/future educational development.

2. **A diagnostic assessment will indicate level at which each child needs to begin. Child will be matched with tutor and the tutoring and homework assistance schedule will be set for each child.**

Progress: Objective has been accomplished. Preliminary assessments for each child are based on information provided by the referral has. In addition, the Kaufman Test of Educational Development is also being used for evaluation purposes.

3. **The Tutoring Coordinator reviews each child's folder weekly to note progress and give guidance to tutors.**

Progress: Objective has been accomplished.

4. **Follow-up will be made with the parent when child is not attending tutoring regularly or other problems are detected that require parental attention.**

Progress: Objective has been accomplished. An informal meeting is held when the aforementioned circumstances warrant this action.

WEED & SEED TUTORIAL - West End Neighborhood House

Goal: To improve the academic performance of 75 percent of the students enrolled in the program by a minimum of one grade level. At least 50 tutorial participants will reside in the Weed and Seed target area.

PERFORMANCE OBJECTIVES:

1. ***Provide individualized tutoring Monday thru Thursday, 3:30pm to 8:00pm.***

Progress: Objective has been accomplished. Approximately 95 percent of the 59 enrolled students are from the Weed and Seed area.

2. ***Provide homework assistance in a study hall setting Monday thru Thursday, 3:30pm to 5:00pm.***

Progress: Objective has been accomplished.

3. ***Schedule computer instruction and tutorials Monday thru Thursday, 3:30pm to 6:00pm.***

Progress: Objective has been accomplished.

WEED & SEED TUTORIAL - William "Hicks" Anderson Community Center

Goal: To provide a computerized tutorial and educational curriculum for at least 50 students that is supported by drug prevention, health, fitness, and career exploration workshops.

PERFORMANCE OBJECTIVES:

1. ***Provide individualized tutoring Monday thru Thursday, 3:00pm to 8:00pm.***

Progress: Objective has been accomplished. The original schedule has been revised. The hours are now Monday thru Friday, 2:30pm - 6:00pm. The program includes individualized tutoring, homework help, and computerized tutorial. Twenty-eight (28) Weed and Seed youth are enrolled. The program has a 92 percent attendance rate.

2. ***Provide homework help Monday thru Thursday, 3:00pm to 6:00pm.***

Progress: Objective has been accomplished.

3. ***Schedule computerized tutorial instruction Monday thru Thursday, 3:00pm to 8:00pm.***

Progress: Objective has been accomplished.

4. ***Provide a minimum of one session per week on drug prevention, health and fitness, parenting, or career opportunities.***

Progress: Objective has been accomplished. In addition to workshops, these topics are discussed within the tutorial sessions.

-
5. ***Offer a minimum of four student achievement trips to sporting events, amusement parks and shows annually.***

Progress: Participants went on field trips to Longwood Gardens, the Wilmington Police Department, and the Wilmington Library. A number of additional field trips have been scheduled.

EARLY COMPUTER WHIZ - West Center City Day Care Nursery

Goal: The goal of this project is to introduce 50 youth between the ages of 6 and 12 years with group and/or individualized computer skills, computer education exposure, and enhanced educational opportunities.

PERFORMANCE OBJECTIVES:

1. ***Provide computerized tutorial instruction 10 hours a week, Monday thru Friday, 1:30pm-3:30pm.***

Progress: Objective has been accomplished. Computer instruction is presently being offered 25 hours per week, Monday thru Saturday. Three instructors are providing this instruction to approximately 50 Weed and Seed area children.

2. ***Instructor will schedule computerized tutorial ten(10) hours a week, Monday thru Friday, 1:30pm-3:30pm.***

Progress: Objective has been accomplished.

3. ***Offer a minimum of 4 vocational/educational trips annually.***

Progress: No field trips will be offered in order to concentrate on computerized instruction.

EDUCATIONAL ENHANCEMENT PROGRAM - Jackson Street Boys and Girls Club

Goal: Thirty percent of the participants who complete the 30 hours of computer assisted instruction and 20 hours of one-on-one tutoring will increase a minimum of one grade level in the subject tutored.

PERFORMANCE OBJECTIVES:

1. ***A minimum of 40 youth will be enrolled in the program. Of these, 70 percent will complete 30 hours of computer assisted instruction in the Computer Curriculum Corporation system and receive 20 hours of tutoring. Each child receives an average of one hour of computer assisted instruction per week.***

Progress: Objective has been accomplished. Fifty-four (54) children regularly attend the tutorial sessions offered at the Jackson Street Boys & Girls Club.

YOUTH OUTREACH MINISTRY - Tabernacle Baptist Church

Goal: To provide at least 40 students with tutoring in four areas—math, English, social studies, and science—to reduce the risk of dropping out for students in grades 1-12.

PERFORMANCE OBJECTIVES:

1. ***Provide individual and/or small group tutoring and reading assistance Monday thru Thursday, 3:30pm-6:00pm, and Saturday, 9:30am-12:00pm.***

Progress: Objective has been accomplished. The program has been restructured to operate from 4:30pm to 7:30pm, Monday thru Thursday. At the time of the last monitoring visit, 16 youth were involved in the tutorial program. However, this number has steadily increased. None of the participants have dropped out of school.

2. ***Provide cultural enrichment programs on Saturday, 9:30am-12:00pm.***

Progress: Objective has been accomplished. In addition to the aforementioned hours, cultural education is offered during weekday tutorial sessions.

PROGRAM AREA: Recreation and Cultural Enrichment

WEED & SEED RECREATION - Hilltop Lutheran Neighborhood Center

Goal: To expand youth offerings to 35 pre-teen/teen youngsters and to purchase needed recreational equipment.

PERFORMANCE OBJECTIVES:

1. ***Weekly recreation activities including arts and crafts and table board games, as well as seasonal sports, will be present for youth ages 11 to 18.***

Progress: Objective has been accomplished. Open gym/recreation is available to 125 participants Monday through Friday from 5:00pm to 10:00pm.

2. ***Field trips to sports events, concerts, etc., will be scheduled for at least one weekend per month for teens.***

Progress: Objective has been accomplished. Participants of the tutorial program have enjoyed a series of trips in Delaware, Pennsylvania, Maryland, and New York.

3. ***Special activities such as dance, modeling, and swimming will be offered to teens during the school year and summer.***

Progress: Objective has been accomplished. Hilltop Lutheran Neighborhood Center has secured the services of various local agencies to make these activities available.

WEED & SEED RECREATION - West End Neighborhood House

Goal: To provide young adults, ages 18-22, with cultural and recreational activities in a safe environment. The activities will be designed to reduce the impact of negative risk factors and to strengthen a positive interaction and involvement in their community.

PERFORMANCE OBJECTIVES:

1. ***Provide high risk youth with recreational and cultural programs with an average daily attendance of 20 participants.***

Progress: Objective has been accomplished. The average attendance dropped slightly to 14 as a result of holiday programming and inclement weather. The targeted population for this program has been expanded to include 9 to 17 year olds, however, the majority of participants remain in the 18 to 22 year range.

2. ***Provide adult aerobics twice weekly with an average daily attendance of 12 participants.***

Progress: Objective has been accomplished.

3. ***Schedule self-defense instruction three times a week with an average attendance of 10 participants weekly.***

Progress: This component of the subgrant was discontinued due to a lack of interest. Instead, a variety of seasonal sports/activities have been made available. Thirty youth are presently involved in the Cadet and Junior basketball teams.

4. ***Offer cultural instruction an average of six hours per week, two times a week.***

Progress: CHOICES, a cultural awareness program, has been placed under the guidance of WCASA because the program's director resigned from her post in December 1994. Prior to the program director's departure, the program had an average attendance of five participants per session.

WEED & SEED RECREATION - William "Hicks" Anderson Community Center

Goal: To maintain the level of service to fitness center participants by offering a clean, safe, and drug free environment. The fitness center will operate for an average of 51 hours per week and will serve an average of 350 participants per week.

PERFORMANCE OBJECTIVES:

1. ***Fitness center staff will receive 10 hours of fitness equipment training during the first four months of project.***

Progress: Objective has been accomplished.

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2. ***Staff will recruit and register 30 participants between the ages of 15-25 during the first six months of the project.***

Progress: Objective has been accomplished. Approximately 290 individuals participated weekly during the 1994 calendar year.

3. ***Fitness center staff will enroll 25 new youth in fitness training programs.***

Progress: Objective has been accomplished. Four hundred and seventy (470) new participants have been enrolled since the inception of the program.

4. ***Community police officers and staff will recruit and register ten WCASA families during the first six months of the project.***

Progress: There is no supporting documentation available to confirm whether this objective has been met.

5. ***Three fitness instructors will operate program for a total of 51 hours per week throughout the year. Instructors will assist participants with their exercise regimen and will keep accurate records.***

Progress: Objective has been accomplished. Three fitness instructors staff the center 51 hours per week. The hours of operation are 12:00 noon to 9:00pm, Monday thru Friday, and 10:00am to 4:00pm, on Saturday.

PROGRAM AREA: Substance Abuse Education and Treatment

WEST CENTER CITY STREET OUTREACH - Brandywine Counseling, Inc.

Goal: To provide substance abuse education and referral for substance abuse treatment through street outreach.

PERFORMANCE OBJECTIVES:

1. ***Outreach worker will canvas previous identified high risk areas daily.***

Progress: The outreach worker works four hours daily in the target area.

2. ***The project director will meet with the Weed & Seed community policing unit at least once a month for debriefing.***

Progress: This is an ongoing task. Most recently, the project director, and the Weed & Seed community policing unit supervisor met at the National Weed & Seed Conference.

3. ***Substance abuse education and treatment information will be provided by Brandywine Counseling, Inc.***

Progress: The outreach worker routinely provides residents with literature on substance abuse education and treatment.

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- 4. The outreach worker will make a minimum of 20 contacts weekly with residents in the Weed & Seed area.***

Progress: Objective has been met. During the quarter ending 12/31/94, the outreach worker had contacted an average of 100 Weed & Seed area residents weekly.

PROGRAM AREA: Victim Services

WEED & SEED VICTIM COUNSELOR - Wilmington Police Department

Goal: To provide counseling and social services to crime victims who live in the Weed & Seed target area.

PERFORMANCE OBJECTIVES:

- 1. Services/referrals in each of the following areas—crisis counseling, assistance in filing violent crime compensation applications, hospital and court accompaniment, and follow-up/referral—will be provided to a minimum of 35 victims each quarter.***

Progress: This is an ongoing task as each individual requires different services. As of this writing, approximately 300 victims have been contacted and the aforementioned services were made available to them.

PROGRAM AREA: Parent Training

PARENTS FOR SUCCESS - West Center City Day Care Nursery

Goal: To provide WCCDCN (West Center City Day Care Nursery) parents with the knowledge and skills needed to consistently contribute to the educational and career success of their children.

PERFORMANCE OBJECTIVES:

- 1. Moderators will conduct three focus groups in the first, middle, and last months of the project (the same group each month) for parents, teachers/care givers, and children.***

Progress: There is no supporting documentation available to confirm whether this objective has been met.

- 2. The task team consisting of two counselors, a coordinator, and a project leader will receive four hours of training on the vision of WCCDCN, the framework for achieving that vision, and the progress to date.***

Progress: At the time of the last monitoring visit, the task team had yet to be identified.

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3. *One facilitator will conduct four hours of in-service training for the WCCDCN staff during the first month of the project.*

Progress: WCCDCN staff has received approximately three hours of training on the "Verbal Positive Approach" and familiarization with the parenting program.

4. *One facilitator will conduct two Positive Parents Workshops—one during the second month of the project and one during the third month of the project.*

Progress: There is no supporting documentation available to confirm whether this objective has been met.

5. *Three counselors will be available to conduct a total of 70 client contacts.*

Progress: There is no supporting documentation available to confirm whether this objective has been met.

PROGRAM AREA: Youth Development

WEED & SEED COMMUNITY ORGANIZATIONAL TRAINING

Goal: To provide youth between the ages of 13 and 26 with training on changing behavior, managing emotions, dealing with people, determining wants vs. needs, managing time, basic job search skills, and problem solving to reduce the likelihood of becoming involved in Delaware's juvenile justice system.

PERFORMANCE OBJECTIVES:

1. *Each of the Weed and Seed area Safe Havens will be contacted for youth participation at least six months in advance of each training.*

Progress: Objective has been accomplished. Representatives from these agencies were contacted for such events as a "Career Development Workshop" and a "Conflict Resolution/Anger Management Workshop".

2. *Youth programming liaisons will be established in each of the six Safe Havens within 30 days of the award notice.*

Progress: Objective has been accomplished. Youth programming liaisons have been identified at each Safe Haven site.

3. *In coordination with these liaisons, "tracking" tools will be developed within the first three months of the project to monitor youth participation in school activities as well as in Safe Haven and other community endeavors.*

Progress: Objective has been accomplished. Each respective agency has developed a mechanism to record and track youth participation.

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4. *A proposal shall be written and presented to the Weed and Seed Executive Steering Committee for each of the "Youth Power, Let's Talk" series at least one month prior to the expenditure of any funds on that series.*

Progress: The Weed and Seed Project Coordinator is responsible for the presentation and execution of such proposals.

5. *Over the course of the grant, a volunteer base will be developed and maintained by contacting, in writing, community organizations expressing their commitment to prevention through volunteerism.*

Progress: Objective has been accomplished. A mass mailing list was developed by members of the Weed and Seed Neighborhood Action Committee. The mailing was employed as a means to solicit volunteers from the community. The resulting "Volunteer Record", which was developed from respondent information, identifies individuals who are willing to volunteer their services.

PROGRAM AREA:

WEED & SEED MINI-GRANT PROGRAM

Goal: To fund and assist non-profit organizations at implementing activities in the Weed and Seed target area that will lead to a reduction of illicit drug activity and crime.

PERFORMANCE OBJECTIVES:

1. *The AdHoc Mini-Grant Review Subcommittee will meet to review incoming mini-grant requests as time limits allow.*

Progress: Objective has been accomplished. The AdHoc Mini-Grant Review Subcommittee has been meeting regularly to review mini-grant applications.

2. *Upon approval of request, the subcommittee will designate the Weed and Seed office to implement all mini-grants.*

Progress: Objective has been accomplished. Criminal Justice Staff executes and monitors all approved mini-grant requests. As of this writing, \$16,067.50 has been awarded or obligated to mini-grant applicants.

SUMMARY AND CONCLUSION

A goal of Operation Weed & Seed is to create within each of the targeted sites an environment where drug trafficking, crime, and violence could not recur. Wilmington's experience has shown that accomplishing this goal is not an easy task. As the city's Weed & Seed program enters its fourth year of operation, many of the problems that plagued the target area at the time of the program's inception still remain. The "weeding" effort, while effective initially, has not had the desired long-term impact on the area's drug markets. While residents and community leaders interviewed for this evaluation believed that the "seeding" programs were excellent, many expressed concerns about allowing their children go to the community centers unsupervised because of the drug traffic that occurs near the centers. Although they have not given up completely, community members involved in the Weed & Seed effort are generally less enthusiastic than they were during the program's initial stages.

Drug activity and most categories of reported crime in the Weed & Seed area were up in 1994. Two factors were identified in this evaluation as possibly contributing to the increase. First, the law enforcement presence in the area was significantly reduced in 1994 because of cutbacks in funding for the Weed & Seed community policing and law enforcement components in addition to an overall manpower reduction in the police department resulting from the city's fiscal constraints. Secondly, more Weed & Seed drug offenders had returned to the community as a result of pre-trial release or completion of their prison sentences. Consequently, more drug offenders were released into the community during a period when fewer police are available to prevent drug activity from escalating. It should be noted, however, that this increase was not restricted to the Weed & Seed area—many neighborhoods in Wilmington experienced similar increases in drug activity and reported crime during this period.

The illicit drug trade in Wilmington's Weed & Seed area is unique in that it is unduly influenced by external factors over which the city has little or no control. The area's close proximity to I-95 provides easy access for out-of-town drug dealers and customers. Drug traffickers from New York and Philadelphia continue to move into the area. Recent immigrants from Caribbean and Central American countries, some of whom have little or no respect for local law enforcement, are becoming increasingly involved in the local drug trade. As the area's illicit drug and crime problem becomes more cosmopolitan, the city does not have the authority or resources to control over the long term for such effects from outside its jurisdiction.

Still, it would be premature to say that Wilmington's Weed & Seed program did not work. There were many positive outcomes of Weed & Seed that cannot be measured quantitatively—community/police relations have improved; the community has become more organized; drug traffickers are successfully identified, apprehended, and removed from the community; resident fears are reduced when an open air drug market is cleared; programs established as a result of Weed & Seed continue to provide many services to the community that otherwise would not have existed. The 18-month Weed & Seed evaluation report showed that while the program was fully operational it

led to a reduction in violent and drug related crime—at least in one place at one time. The challenge is to provide a sufficient level of service for the length of time needed to produce a long-term reduction in drug activity and violent crime.

Two important areas that have not been sufficiently addressed in Wilmington's implementation of Weed & Seed are economic development and neighborhood restoration. Most of the Wilmington Weed & Seed program's economic development efforts have thus far been focused on creating small businesses or cooperatives within the community. However, considering that most of the area's street level drug dealers are adolescents and young adults, more of an effort should be made to prepare residents who fall within this age range for legitimate employment. An innovative program that provides young adults with valuable job experience is the city funded Wilmington Employment Corps. In this program, which targets unemployed city residents between the ages of 18 and 24 years, an employer agrees to hire a worker for six months. The City of Wilmington then subsidizes 50 percent of the worker's salary for the six month period. Over 140 participants have been hired permanently in full-time positions as a result of this program. Weed & Seed should coalesce with this effort to increase employment opportunities for young city residents.

Neighborhood restoration efforts should focus on reducing the amount of blight and physical decay in the area. Overall, the appearance of the Weed & Seed target area has not improved much over the past three years. One of the most blighted areas is W. 3rd Street between Clayton and Franklin Streets. Not surprisingly, this is also one of the area's most active drug markets. More of an effort should be made to improve the appearance of this corridor. Other blighted areas should also be identified and targeted for cosmetic improvements. A program similar to the city funded Northeast Stabilization Program, which provides no-interest home improvement loans to qualified low-income homeowners in Northeast Wilmington, should be explored as a means to assist financially strapped Weed & Seed area homeowners at improving the appearance of their properties.

Improvements to the physical environment and increased economic vitality are essential for long-term neighborhood stabilization. Federal, State, and local agencies such as HUD, SBA, the state Departments of Labor, Health and Human Services, the Private Industry Council, and the Department of Community Development and Housing could provide the technical expertise and resources needed to coordinate, plan, and implement economic development and neighborhood restoration strategies for the target area.

It has taken many years for the illicit drug and crime problem in Wilmington's Weed & Seed area to develop to the point where it is today, and it would be unrealistic to expect them to be resolved overnight. This experience demonstrates that there are no easy solutions for communities who struggle daily with drugs and related crime. It also raises many questions. How long must intensive "weeding" activities be in place before drug offenders abandon a long established drug market? What can be done to reduce the numbers of drug dealers who resume selling drugs after being released from jail or prison? What measures can an organized community take to prevent illicit drug activity and related crime from recurring after police presence is reduced?

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