

**Evaluation of the
Wilmington Weed & Seed Program
January to December 1995**

April 1997



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Executive Summary

Wilmington Delaware's Operation Weed & Seed - 1992 to 1995

Following the successful 1989 - 1992 community policing program in Eastside Wilmington, the advent of the Department of Justice's "Operation Weed & Seed" presented a similar opportunity for the state. Thus, in 1992, Operation Weed & Seed began in the West Center City and Hilltop neighborhoods—a part of the city that had recently experienced the most significant increase in illicit drug activity.

Initially, Operation Weed & Seed's *weeding* programs consisted of five community policing officers targeted to walking patrols, increased funding for traditional narcotics enforcement and state prosecutor and state probation officers dedicated to Weed & Seed cases. New under Operation Weed & Seed, an active investigative consortium of federal (ATF, DEA, FBI) and local law enforcement agencies chaired by the Delaware Federal Prosecutor was established.

The *seeding* programs focused on victim services, substance abuse education and treatment, recreation, tutoring, and parent training. Most of the *seeding* programs are offered in conjunction with the area's four safe havens (community centers)—West End Neighborhood House, William "Hicks" Anderson Community Center, Hilltop Lutheran Neighborhood Center, and the Latin American Community Center.

Key to Operation Weed & Seed is the evolution from traditional policing "responding to a problem" to community policing "having a ready knowledge of a community and its issues". Making the transformation from traditional to community policing involves increasing communication between the community and police such that a partnership of common goals is obtained. The goal of Operation Weed & Seed is to *weed* out the problems so that *seeding* programs have a better chance of succeeding thus changing the atmosphere, quality of life, and safety in tough neighborhoods.

Ups and Downs—and the "Whys"

The Wilmington Operation Weed & Seed sites have experienced three distinct phases: (1) Success, (2) Lost Ground, and (3) Fighting Back.

Success: 1992 - 1993

By all measures—crime statistics and perceptions of the community and law enforcement—Operation Weed & Seed had clearly made measurable improvements in quality of life and safety in 1992 and 1993. Drug related calls for service decreased significantly, and following intensive "street sweeping" via coordinated local and federal law enforcement efforts, the number of arrests began to drop as reported crime decreased. The community police were becoming established as walking patrols and communication between community members and police increased, including important citizen information regarding illegal activities. Walking patrols received high marks and were recognized as the symbol of the envisioned partnership being sought by the

community. Also, seeding programs got off the ground in good fashion. Community planning was implemented smoothly in part because it was decided to let a pre-existing community group act as the neighborhood “organizing body” instead of forcing an overlay of a new “Weed & Seed” committee.

In 1992 and 1993, people reported less fear and exhibited a greater willingness to walk, shop, and visit in their neighborhood. The level of success probably exceeded original expectations. The positive outcome of the Weed and Seed and early Eastside Wilmington experiences confirmed that a well orchestrated community policing and community organization program can make a significant impact on the quality of life and crime patterns.

Lost Ground: 1994 - 1995

During this period, drug related calls for service from the Weed & Seed area rose by 43 percent—essentially losing all the ground gained in the previous period. Compounding the bad news was the fact that arrests for drug related crimes decreased. Drug related arrests had decreased in the 1992 - 1993 period because there were fewer drug related events—that was good news. A decrease in drug arrests while reported illicit drug related events increased was troublesome.

Probably the best known reason for the negative turnaround in the Weed & Seed area was the city’s “financial squeeze” that was associated with a significant reduction in Wilmington Police Department (WPD) manpower from an authorized staffing level of 289 to a low of 235. This reduction was felt citywide as well as in the Weed & Seed neighborhoods. The number of arrests per WPD officer actually increased as the number of officers decreased, however the number of total arrests and especially arrests in the Weed & Seed area decreased significantly (DSAC memo dated 3/12/96). Results from the intensive interviews show divided, but understandably differing responses from community members and police. Community members observed a decrease in police presence, particularly the absence of community policing officers “walking their beat”. Police meanwhile felt as though they were still effectively responding. Per officer they delivered more service, but as a reduced force they did not.

The realization that the WPD police manpower and delivery process fell below a critical threshold was made manifest as the number of drug arrests decreased while reported assaults and robberies increased. This situation, however, was compounded by decisions and circumstances directly related to or tangential to Weed & Seed. Some of these circumstances are:

- ✓ Federal Weed & Seed financial resources were reduced resulting in the decrease from five to three community policing officers, the loss of the state attorney general and the Department of Correction’s probation officer. Seeding programs were also reduced.
- ✓ The Weed & Seed target area boundaries were expanded south of Lancaster Avenue to include the Browntown/Hedgeville area. The plan was to provide a preventive buffer to the encroaching illicit drug markets.
- ✓ In an attempt to improve city community communications and collaboration, new community organization schemes were introduced which added layer upon layer to the existing social organization, including the Quadrant Advisory Committees, the

Neighborhood Planning Councils, the Empowerment Zone/Enterprise Community Committees, Churches Take a Corner, and the Wilmington Neighborhood network. The end result was that many of the same community people attended multiple and in many case duplicative meetings without achieving consensus on the nature of the problems and related actions.

- ✓ The release of many drug offenders who were arrested and incarcerated during the early phases of Weed & Seed and an influx of outside drug traffickers may have led to an increase in the number of criminally prone persons in the Weed & Seed area.

Fighting Back

Late in 1995, in spite of reductions in WPD staffing and Weed & Seed resources, the data suggests that the police once again made some headway at reducing drug sales. Drug related arrests in the Weed & Seed area rose by 42 percent, mostly as a result of increased enforcement in the Westside/Hilltop area and three special police initiatives—the Reactionary Drug Enforcement Team (RDET), the Warrant Execution Team (WET), and the Strategic Community Action Team (SCAT). These initiatives were funded by Weed & Seed asset forfeiture monies and the Comprehensive Crime Prevention and Control initiatives. The impact of these efforts are related to increased arrests in the area, but have not fully translated into a decrease in reported drug related events. The results sector by sector are mixed; some are up and some are down, but it does not appear, however, that the type of increase that the area experienced in 1994 has continued. The special police emphasis in 1995 appears to have contained the situation.

In response to the 1994 and 1995 situation, the Weed & Seed Executive Steering Committee chose to put more funds back into law enforcement and community policing because, as some of the service providers pointed out, “Its hard to operate a program to help or nurture the residents and the youth when they are afraid to come to the site”.

Finally, the news breaking event in 1996 is the increase in the number of firearm related assaults, which are occurring at a rate far higher than at any time in Wilmington’s history. Since 1993, calls for service from the Weed & Seed area for shooting incidents have increased by 167 percent, from 21 calls in 1993 to 56 calls in 1996.



Introduction

Operation Weed & Seed is a federally funded initiative to reduce illicit drugs and violent crime in targeted inner-city neighborhoods. The intent of the Weed & Seed strategy is to “Weed” out the negative elements in the targeted neighborhood (crime, drugs) through increased drug suppression and community policing efforts while “Seeding” the neighborhood with an array of programs in the areas of prevention, intervention, treatment, and neighborhood restoration.

The Weed & Seed program consists of four elements. **Law Enforcement** constitutes the “weeding” aspect of Weed & Seed. The focus of the law enforcement element is the suppression of illicit drug activity and crime through increased enforcement, prosecution, adjudication, and supervision of offenders.

Community-Oriented Policing serves as a bridge between “weeding” and “seeding”. Walking patrols, bicycle patrols, and other implementations of community policing increase the level of police visibility and presence, which in itself can have a deterrent effect on criminal activity. Perhaps the most important role of community policing is that it can help foster cooperative relationships between the police and area residents.

The **Prevention, Intervention, and Treatment** element involves “seeding” the target neighborhoods with programs and services geared towards preventing problem behaviors from occurring, eliminating harmful behaviors before they become entrenched, and reducing involvement for those who partake in behaviors that adversely impact the community.

The fourth element of the Weed & Seed strategy is **Neighborhood Restoration**. According to the Weed & Seed Implementation Manual (U.S. Dept. of Justice, 1992), the neighborhood restoration element “is designed to revitalize distressed neighborhoods and improve the quality of life in the target communities. The neighborhood restoration element will focus on economic development activities designed to strengthen legitimate community institutions. Resources should be dedicated to economic development, provision of economic opportunities for residents, improved housing conditions, enhanced social services, and improved public services in the target area”.

Wilmington’s Weed & Seed program was implemented in July 1992 with an initial \$1.1 million award from the Bureau of Justice Assistance. Funding for the program continues under the auspices of the Executive Office of Weed & Seed (EOWS). Three Wilmington neighborhoods have been officially designated by EOWS as Weed & Seed sites—Westside/Hilltop, West Center City, and Browntown/Hedgeville. The West Center City and Westside/Hilltop neighborhoods have historically been two of city’s most crime and drug-infested neighborhoods, based on the number of calls for police service. Browntown/Hedgeville, while not considered a high-crime area per se, was designated as a Weed & Seed site in 1995 because of its close proximity to the West Center City and Westside/Hilltop neighborhoods and the likelihood that it would be adversely affected by the displacement of drug activity from these areas.

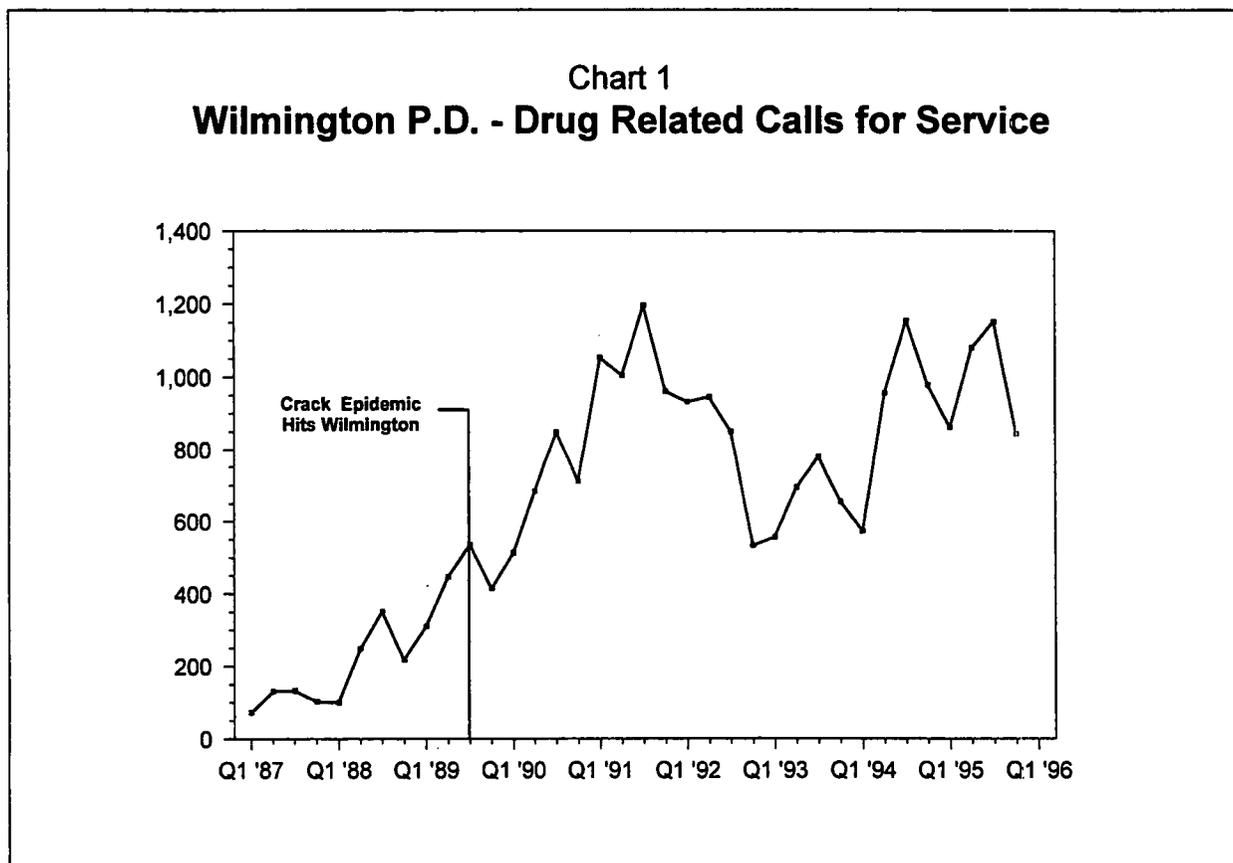
This 30-month report represents the fourth installment in a series of evaluation reports for Wilmington’s Weed & Seed program. The predominant focus of this report is the impact of Weed &

Seed enforcement and community policing efforts on illicit drug sales and crime trends within the target area. This report is supplemented by a companion study prepared by MJM Consulting. Entitled "The War on Drugs in Wilmington, Delaware - February 1989 to June 1996" this study is based on a series of in-depth interviews with police officials, community activists, and key Weed & Seed program participants.

Overview of the Problem: Illicit Drug Trends in Wilmington's Weed & Seed Area

The increasing use and sale of illicit drugs, particularly crack cocaine, is viewed by many as a major factor in the deteriorating quality of life in many inner-city neighborhoods. Fear of crime and victimization, disruptive living environments, and physical decay are among many problems facing those who live in drug-infested communities. Wilmington, Delaware is a small city with big city drug problems. Located midway between New York City and Washington D.C., and 30 miles south of Philadelphia, Wilmington is ideally located for interstate drug traffic. Easily accessible by both train and automobile, Wilmington is located on Amtrak's northeast corridor, and I-95, one of northeast/mid-Atlantic region's major north-south thoroughfares, cuts a swath directly through the center of the city.

The city's convenient location and ease of access lie at the core of Wilmington's drug problems. Residents and police officials agree that most of Wilmington's drug problems are a result of drug dealers from Philadelphia and New York City who view the city as an "easy" location to



establish their narcotic operations (MJM Consulting, 1996). Much of the drug related violence that began in the early 1990's can be attributed to drug traffickers from other cities.

While certain areas in Wilmington have been known as open-air drug markets for decades, the magnitude of the problem as it exists today is relatively new. Chart 1 shows that prior to 1989, there were comparably few drug related calls for service. In the 3rd quarter of 1989, Wilmington reached a new milestone in terms of drug related calls for service—for the first time more than 500 drug related calls for service were received in a single quarter. With the exception of the seasonal dip in the 4th quarter of 1989, drug related calls haven't dropped below the 500 per quarter threshold since 1989.

The escalation in drug activity during this period is not unique to Wilmington. Many jurisdictions in the region experienced a similar increase in reported open-air drug sales during roughly the same period. The most plausible explanation for the increase is that crack cocaine was introduced to the region at this time, and its low cost and popularity among users led to an increase in open-air drug sales. The increase in reported drug activity was mostly confined to six neighborhoods in Wilmington. Most affected were the Eastside, Westside/Hilltop, and West Center City neighborhoods. Reported drug activity also escalated in the Price's Run, Boulevard, and Riverside neighborhoods during this period, but to a much lesser degree. Police officials have also expressed concerns that the illicit drug problem in the Weed & Seed area has been compounded by an influx of Dominican and Jamaican drug traffickers, which has added a new dimension to the city's drug trade (MJM Consulting, 1996).

Physical and Demographic Characteristics of Wilmington's Weed & Seed Neighborhoods.

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 1995 were Jefferson Street between W. 5th & W. 7th Streets, and Monroe Street between W. 7th & W. 8th Streets.

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 Delaware'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), four parochial schools (St. Anthony's, Padua Academy, St. Paul's, 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 1995 were the area bounded by VanBuren Street, N. Connell Street, W. 3rd Street, and W. 6th Street, and W. 3rd Street between N. Rodney and N. Dupont 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), the Dennison Girls Club, 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 1995 concerned areas on or near Lancaster Avenue, especially Read Street between S. Franklin and S. Harrison Streets (Census Tract 26). Few drug related calls for service were received from the Browntown area in 1995. Those that were received from Browntown mostly concerned the area near Cedar and Brown Streets.

Table 1

Demographic Profile of West Center City						
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 1
WEST CENTER CITY
WEED & SEED TARGET AREA**

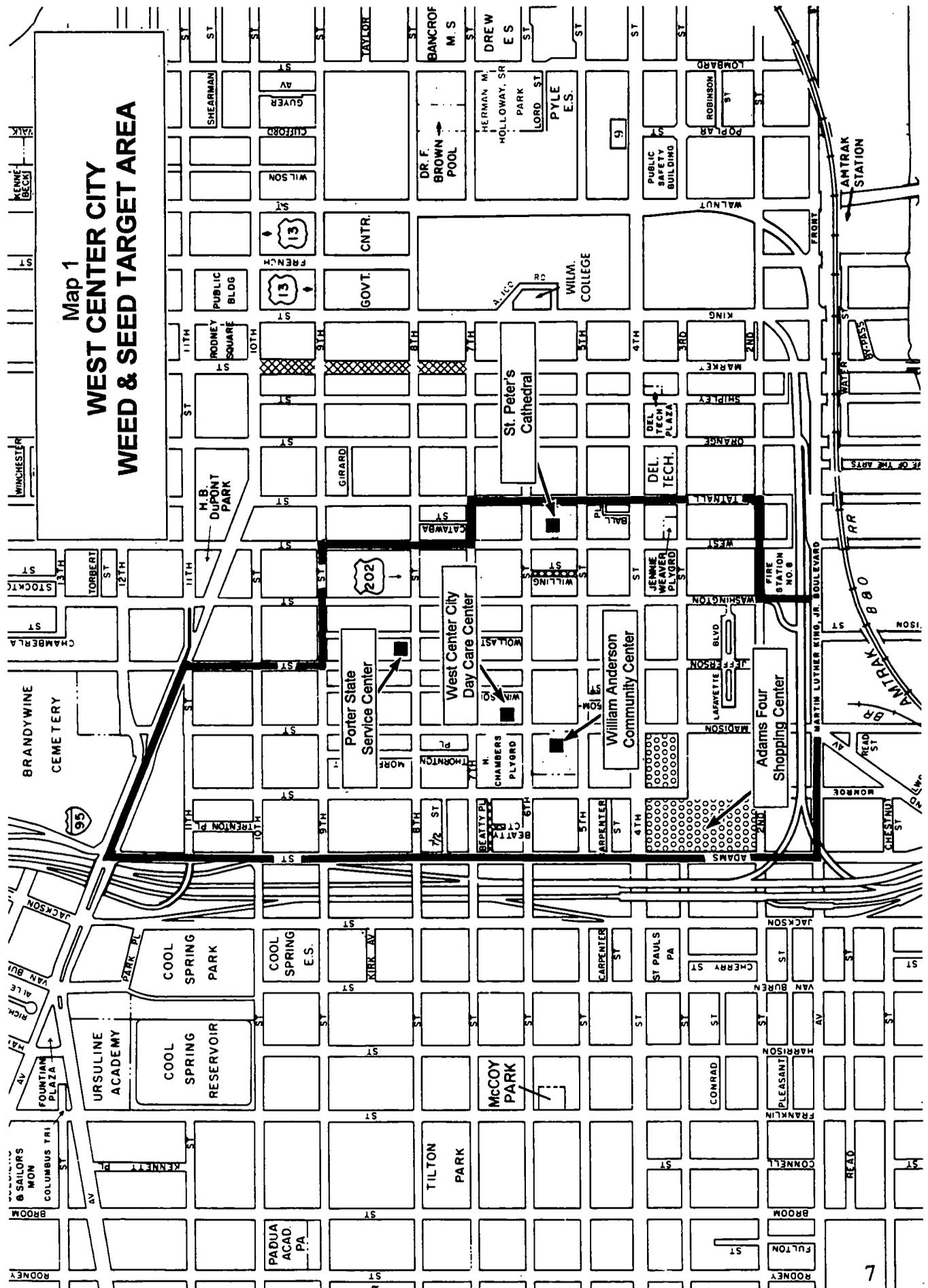


Table 2

Demographic Profile of Westside/Hilltop												
	CT 14.00		CT 15.00		CT 22.00		CT 23.00		Westside Total			
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.		
Race												
Black	394	18.4%	1,275	48.9%	1,906	77.7%	1,997	57.3%	5,572	52.1%		
White	1,602	74.8%	1,244	47.8%	546	22.3%	700	20.1%	4,092	38.3%		
Other	147	6.9%	86	3.3%	0	0.0%	789	22.6%	1,022	9.6%		
Hispanic	127	5.9%	176	6.8%	1,557	63.5%	925	26.5%	2,785	26.1%		
Total	2,143	100.0%	2,605	100.0%	2,452	100.0%	3,486	100.0%	10,686	100.0%		
Sex												
Male	852	39.8%	1,239	47.6%	1,787	72.9%	1,757	50.4%	5,635	52.7%		
Female	1,291	60.2%	1,366	52.4%	1,822	74.3%	1,729	49.6%	6,208	58.1%		
Total	2,143	100.0%	2,605	100.0%	3,609	147.2%	3,486	100.0%	11,843	110.8%		
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 2
**WESTSIDE/HILLTOP
WEED & SEED TARGET AREA**

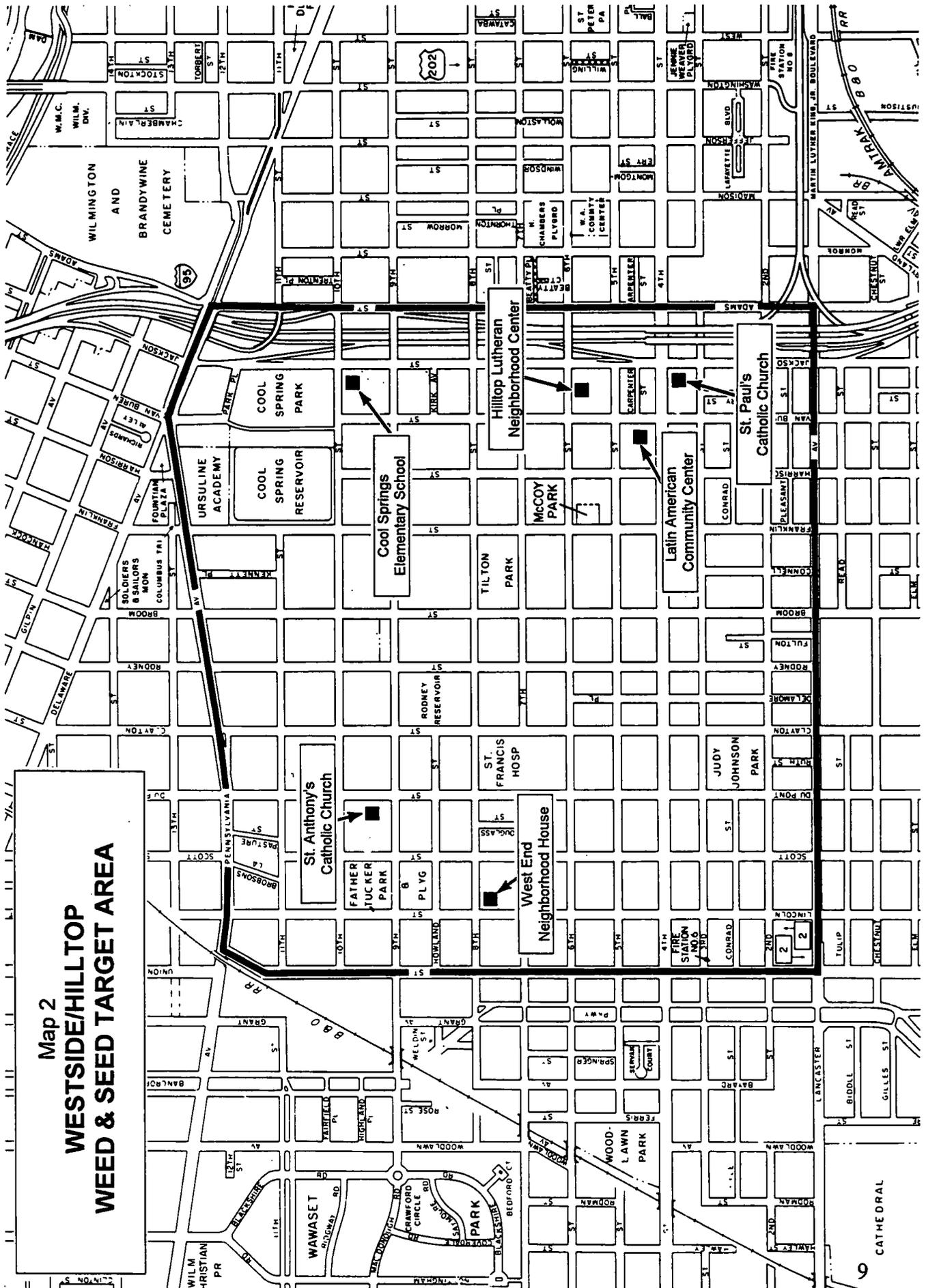
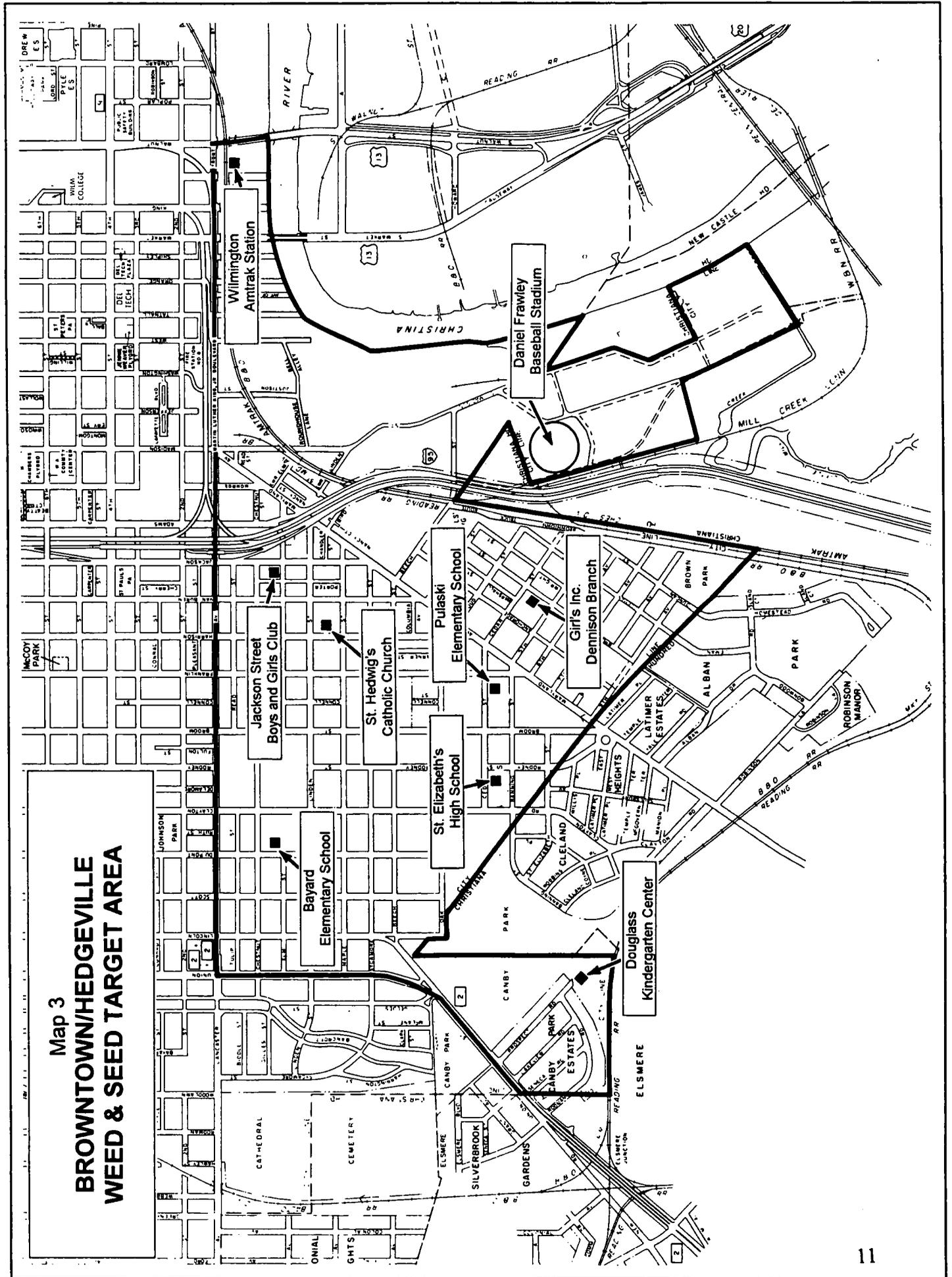


Table 3

Demographic Profile of Browntown/Hedgeville									
Race	CT 25.00		CT 26.00		CT 27.00		Browntown/Hedgeville Total		
	No.	Pct.	No.	Pct.	No.	Pct.	No.	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 3
BROWNTOWN/HEDGEVILLE
WEED & SEED TARGET AREA

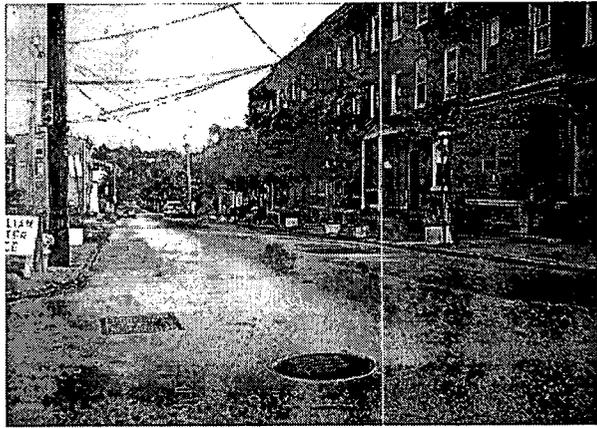




The two pictures above were taken in West Center City. The liquor store on the left is located at 8th & Jefferson Streets, one block from one of the area's most active drug corners. The picture on the right shows a dilapidated structure on W. 9th Street.



The Latin American Community Center (shown above) is located in Wilmington's Westside/Hilltop area. The "crime master" symbol on the graffiti covered wall on the right usually denotes the presence of a gang called "The Latin Kings".



Vacant and boarded apartment units in West Center City are shown above. Some of the units on the left are subsidized rental units which were vacated after the tenants were arrested for selling drugs. The row of apartments shown on the right were renovated in the 1980's but now stand vacant.

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. Interagency collaboration, integration of multiple resources, and community mobilization are the crux of the Weed & Seed strategy. The three primary objectives of Weed & Seed are:

Objective 1. To develop a comprehensive, multi-agency strategy to control violent crime, drug trafficking, and drug related crime in the target neighborhood.

Objective 2. 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.

Objective 3. 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. Dept. of Justice, 1992).

In July 1992, Delaware received an initial award of \$1.1 million from the Bureau of Justice Assistance to establish programs in the Westside/Hilltop and West Center City neighborhoods. This initial award was supplemented by a \$500,000 award for the second funding cycle which began in January 1994. In 1995, a third award was granted for \$500,000. To date, Wilmington has received a total of \$2,100,000 in Weed & Seed funds.

In general, the initial "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 focused 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 community 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, federal assistance in the form of Asset Forfeiture Fund (AFF) monies were awarded to Wilmington's Weed & Seed program in April 1995. These funds were subsequently used to pay overtime for Weed & Seed

area vice operations and to fund the police department's Warrant Execution Team (WET) and Reactionary Drug Enforcement Team (RDET).

Two working committees guide the overall development and implementation of the program and provide direct oversight and management of program goals and objectives. The Joint Law Enforcement Committee plans and implements narcotics enforcement strategies in the targeted area. The committee's membership includes representatives from the Federal Bureau of Investigation, the Bureau of Alcohol, Tobacco, and Firearms, the Department of Corrections, the Wilmington Police Department, and other Federal and State criminal justice agencies.

The Weed & Seed Executive Steering 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 for Delaware and includes representatives from the Wilmington, Police Department, State and local government agencies, local human service providers, and community leaders. A Weed & Seed program coordinator provides staff support to the committees, monitors subgrantees, and performs other related administrative duties as required.

Issues Related to the Implementation of Weed & Seed

Paramount to the Weed & Seed strategy is the linking and integration Federal, State and local law enforcement efforts with Federal, State, and local and local social services, private sector, and community efforts to maximize the impact of existing programs and resources. According to the federal Operation Weed & Seed Implementation Manual (U.S. Dept. of Justice, 1992), the three primary components of the Weed & Seed program are:

1. **Coordination and Concentration of Resources in a Specific Geographic Area** - Services provided to target neighborhoods are often fragmented, inadequate, an inconsistent. Weed & Seed is designed to focus existing resources on a well defined geographic area that is experiencing high levels of violence and drug trafficking. This requires the coordination of existing criminal justice and human services to ensure that they are consistent and provide a comprehensive approach to meeting the neighborhood's needs. These services should be concentrated intensively in the selected neighborhood and then maintained at a level sufficient to ensure that the residents can live, work, and raise their families in a safe environment.
2. **Private Sector Investment** - Private sector investment is essential to ensuring the success of the Weed & Seed Strategy. Representatives from the private sector should work closely with public agencies to design, develop, and implement "weeding" and "seeding" activities. Weed & Seed will directly affect the private sector by improving the economic conditions of the neighborhood and the economic status of the residents, creating jobs and more skilled potential employees, and providing safer areas more conducive to business operations. In return for such benefits, the private sector should dedicate resources that will expand and enhance entrepreneurial opportunities, job training, recreation, and health services.

-
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3. **Community Involvement** - Apathy, fear, and hopelessness keep many neighborhood residents from becoming involved in community life. An integral part of Weed & Seed is the mobilization of neighborhood residents to assist in designing, developing, and implementing Weed & Seed activities. Residents need to be empowered to take responsibility for the neighborhood. Resident involvement can be encouraged through activities such as neighborhood watches, marches and rallies, and neighborhood "cleanup" parties to remove graffiti.

In Wilmington's Weed & Seed program, collaboration and coordination among various government agencies has been most effective in the law enforcement area, less so in the social services area. Social service agency involvement is mostly limited to agencies who receive Weed & Seed funds for programming. Participation from agencies who do not receive Weed & Seed funds is very limited.

The role of the private sector in the Wilmington's Weed & Seed effort is not well defined. With the exception of a few housing renovations, there hasn't been much residential or commercial construction in the Westside/Hilltop or West Center City areas since the Weed & Seed program began. Representatives from a few local businesses attend Weed & Seed steering committee meetings, but economic or business development issues are seldom discussed. A large section of the Weed & Seed area also lies within Wilmington's federally designated Empowerment Zone/Enterprise Community. As such, residents of the area are eligible for job training, job search assistance, and family support programs (City of Wilmington, 1996). The EZ/EC project is clearly congruous with Weed & Seed's objectives, yet there is little collaboration between the two programs.

There are 22 civic and neighborhood associations in the Wilmington's Weed & Seed area. One of the area's most prominent neighborhood association is the Westside Neighborhood Coalition, an organization that was established in 1991 by the federally funded New Castle County Community Partnership. According to a recruitment advertisement, the goals of the Westside Neighborhood Coalition are to:

1. Recruit and retain membership, which includes an emphasis on youth.
2. Enhance community pride.
3. Impact educational and social issues.
4. Improve community and law enforcement relationships.

The Westside Neighborhood Coalition, which serves as the main forum for Hilltop area residents to voice their concerns to police department and city government officials, had been in place for more than a year before the Weed & Seed Neighborhood Action Committee was formed in 1992. Many of the functions and membership of the Weed & Seed Neighborhood Action Committee overlapped with those of the Westside Neighborhood Coalition. Consequently, most of the Weed & Seed Neighborhood Action Committee's functions were incorporated into the Westside Neighborhood Coalition. An important difference between the Weed & Seed Neighborhood Action Committee and the Westside Neighborhood Coalition is that the Weed & Seed Neighborhood Action Committee was created to address drug prevention, neighborhood restoration, and

other quality of life issues in addition to law enforcement, whereas the Westside Neighborhood Coalition has focused most of its efforts on public safety issues and city code enforcement.

Wilmington's current mayor was elected into office in 1992. In its effort to make city government more accountable to the public and more responsive to community needs, his administration has fostered two initiatives—the Neighborhood Planning Councils and the Wilmington Police Department Quadrant System. Seven Neighborhood Planning Councils were formed to represent the various neighborhoods in Wilmington. Their role is to identify and resolve neighborhood problems by working in conjunction with city, state or other agencies. The Quadrant System is a community policing strategy which divides the city into four districts, or quadrants. Each quadrant is assigned one captain, or quadrant commander, who is responsible for ensuring that complaints from citizens living within his/her assigned quadrant are addressed. Elements of the Quadrant system are:

- ♦ Quadrant Advisory Committees - These committee serves as the criminal justice planning arm of the Neighborhood Planning Councils.
- ♦ Quadrant Specialists - These police officers work with Neighborhood Planning Councils and other community groups in their assigned quadrant. They also work closely with the Quadrant Advisory Committees.
- ♦ The Strategic Community Action Team (SCAT) - This five person unit of the Wilmington Police Department conducts police operations within the four quadrants (Criminal Justice Council, 1996).

Both the Quadrant System and Neighborhood Planning Councils have been integrated into Wilmington's "Comprehensive Crime Prevention and Control Strategy", a federally funded crime reduction initiative which provided the funds needed to fully implement the Quadrant strategy.

The city administration's crime reduction efforts and Operation Weed & Seed have similar goals, yet in many ways coordinated planning has not fully developed. The New Castle Community Partnership's Westside Neighborhood Coalition was formed in 1991, one year prior to Weed & Seed. When Weed & Seed began in July 1992, the Neighborhood Action Committee was formed. Most of the membership of the Weed & Seed Neighborhood Action Committee also served on the Westside Neighborhood Coalition. Both committees had similar but not identical functions, and eventually merged into a single organization. In 1993, the Quadrant Advisory Committees and Neighborhood Planning Councils were formed. Again, these organizations had similar but not identical functions, and were largely made up of the same people who served on the Westside Neighborhood Coalition. Some of the more active community members would end up attending four or more meetings per month for different committees which were essentially made up of the same people discussing the same topics.

Two Wilmington church organizations have also joined in the effort to combat the city's drug problems. Churches Take a Corner (CTAC) and the Wilmington Interfaith Network (WIN) were both formed in 1994 when the city was experiencing a resurgence in illicit drug activity and crime. Both organizations are closely affiliated with local churches, yet they each take a very different approach to dealing with the city's escalating illicit drug and crime problem.

Churches Take a Corner (CTAC) is a community outreach initiative to disrupt of Wilmington's open-air drug trade by holding weekly vigils, or "invasions" at some of the city's most active drug markets. Over 40 city churches participate in CTAC-sponsored vigils. CTAC has received a great deal of support from both the mayor and the police chief. In a letter of support for CTAC, the police chief noted that "during the times that CTAC occupied specific corners, the Wilmington Police Department has experienced a dramatic decrease in criminal activity, complaints, and violations" (Letter dated 11/22/95).

The Wilmington Interfaith Network (WIN) is a congregation-based citizen power organization whose membership is made up of representatives from 16 city churches. The goal of WIN, as stated in their brochure, is "to create a powerful new voice in the city and the region, capable of negotiating with the government and private sectors, holding those sectors accountable, and working with them to develop strategies and programs that benefit the poor, working, and middle-class residents of the city and region" (Wilmington Interfaith Network, 1994). WIN is probably best known for its highly publicized negotiations with city officials and the police department to secure their commitment to deploy walking patrols in three of Wilmington's high-crime neighborhoods.

According to three pamphlets which have been distributed in Weed & Seed area community centers, the WIN organization is affiliated with the Chicago-based Industrial Areas Foundation (IAF), the largest national, congregation-based community organizing network in the United States. A one-page informational flyer entitled "Wilmington Interfaith Network" states that "WIN is affiliated with the Industrial Areas Foundation...founded 50 years ago by Saul Alinsky". Another one-page flyer entitled "What is the Wilmington Interfaith Network?" reiterates that "WIN is affiliated with the Industrial Areas Foundation (IAF)". The brochure entitled "Everything You Always Wanted to Know About WIN But Were Afraid to Ask" states that "in September 1993, WIN leaders asked the Industrial Areas Foundation to work with us in our effort". Saul Alinsky, identified by WIN as the founder of the IAF, is the author of two books: Reveille for Radicals and Rules for Radicals.

Summary of Weed & Seed Programs, Objectives, and Funding

Weed & Seed Element	Objectives	Program	Administering Agency	7/92 - 12/93	1/94 - 6/95	7/95 - 12/95
Law Enforcement	Arrest a minimum of 200 drug dealers during the project. Target 7 specific corners where illicit drug activity drastically affects neighborhood life. Forfeit all property utilized by drug traffickers in the delineated area and return 75% for community policing.	Weed & Seed Law Enforcement	Wilmington Police Department	\$157,900	\$29,100	\$6,000
	Provide intensive supervision to 50 probation/parole clients who live in the Weed & Seed area.	Weed & Seed Probation/Parole Officer	Delaware Department of Corrections	\$34,300	\$0	\$0
	A 95 percent conviction rate from Weed & Seed drug arrests. A minimum of 100 individuals will be convicted of trafficking drugs.	Weed & Seed Prosecutor	Delaware Department of Justice	\$75,000	\$0	\$0
Community-Oriented Policing	Provide at least 3 community policing officers for at least 120 hours per week in the Weed & Seed target area. Community police will attend 2 neighborhood meetings per month.	Weed & Seed Community Policing	Wilmington Police Department	\$446,700	\$42,900	\$10,900
Prevention, Intervention, and Treatment	Provide a minimum of 500 youths with recreational/cultural activities during the summer months.	Hilltop Summer Camp	Hilltop Lutheran Neighborhood Center	\$0	\$0	\$7,500
	Provide recreational/cultural programs for 300 area residents between the ages of 18 and 22 years old.	St. Paul's Prevention Program	St. Paul's School	\$0	\$0	\$220
		UMOJA/UJIMA Homegirl Basketball League	William "Hicks" Anderson Community Center	\$0	\$0	\$20,000

Summary of Weed & Seed Programs, Objectives, and Funding

Weed & Seed Element	Objectives	Program	Administering Agency	7/92 - 12/93	1/94 - 6/95	7/95 - 12/95	
Prevention, Intervention, and Treatment	Provide a minimum of 500 youths with recreational/cultural activities during the summer months. Provide recreational/cultural programs for 300 area residents between the ages of 18 and 22 years old.	Weed & Seed Area Community Center Recreation Programs	William "Hicks" Anderson Community Center	\$33,700	\$32,100	\$28,800	
			West End Neighborhood House	\$30,600	\$33,700	\$17,700	
			Hilltop Lutheran Neighborhood Center	\$0	\$20,000	\$11,600	
			Latin American Community Center	\$32,200	\$15,500	\$20,900	
	Provide a minimum of 200 youths with individualized tutoring/GED preparation.		Education Enhancement Program	Jackson St. Boy's and Girl's Club	\$0	\$14,400	\$0
			Youth Outreach Ministry	Tabernacle Baptist Church	\$0	\$10,000	\$0
			St. Paul's Resource Room	St. Paul's School	\$0	\$0	\$10,000
			Weed & Seed Area Community Center Tutorial Programs	Hilltop Lutheran Neighborhood Center	\$10,000	\$16,600	\$12,400
				West End Neighborhood House	\$11,300	\$20,900	\$10,800
				Latin American Community Center	\$10,000	\$31,200	\$12,400
	William "Hicks" Anderson Community Center	\$9,900	\$11,600	\$11,600			

Summary of Weed & Seed Programs, Objectives, and Funding						
Weed & Seed Element	Objectives	Program	Administering Agency	7/92 - 12/93	1/94 - 6/95	7/95 - 12/95
Prevention, Intervention, and Treatment	Provide 15 teenage mothers and 50 pregnant teenagers with parenting classes.	Parents for Success	T.A.L.K. Associates	\$0	\$7,500	\$0
	Provide 200 additional parents with parenting education.	Weed & Seed Parenting Project	West End Neighborhood House	\$24,200	\$0	\$0
	Provide parenting education to at least 40% of the parents of children enrolled at Hilltop Lutheran Neighborhood Center.	Parent Partnership	Hilltop Lutheran Neighborhood Center	\$0	\$0	\$10,000
	Provide 100 kindergarten children with Head Start or after school day care programs.	Early Computer Whiz Program	West Center City Day Care Center	\$7,200	\$11,200	\$6,600
	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.	Weed & Seed Mini-Grant Program	Criminal Justice Council	\$0	\$16,700	\$8,500
	Provide 100 victims of crime with crisis intervention services.	Weed & Seed Victim Counselor	Criminal Justice Council	\$30,700	\$35,200	\$16,600
	Provide a minimum of 25 youths between the ages of 13 and 25 years with life skills development training.	Community Organizational Training	Criminal Justice Council	\$22,500	\$16,000	\$7,300
	Provide at least 500 community members with increased opportunities to obtain health screenings and drug rehabilitation services. Provide 500 adult citizens with drug education.	BCI Street Anti-Drug Outreach	Brandywine Counselin	\$10,000	\$25,000	\$20,000
Neighborhood Restoration	Provide the impetus for the community to carry on as a revitalized neighborhood.	Working Capital Delaware	First State Community Loan Fund	\$0	\$0	\$17,700

Assessment of Weeding Activities

The Weed & Seed program's "weeding" strategy combines increased law enforcement efforts with community policing to target and eradicate the areas open-air drug trade. The Law Enforcement Steering Committee is responsible for devising and implementing narcotics enforcement strategies for the Weed & Seed area. This committee, which meets twice per month, includes representatives from the Office of the U.S. Attorney, 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.

Increased narcotics enforcement is the first component of the "weeding" effort. During the first 18-month funding cycle, Weed & Seed monies were used to pay for an overtime contingent of undercover officers in the Wilmington Police Department's Drug, Organized Crime and Vice Division, who serve as the primary unit responsible for the investigation and apprehension of drug dealers. Among the strategies utilized in this effort are 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. Federal agencies, including the FBI and ATF, may either participate directly in investigations or provide support to investigating officers in the form of equipment or technical assistance.

After funding for Weed & Seed area vice operations was reduced in 1995, funds slated for Weed & Seed enforcement were only used for buy money. In 1995, Delaware received \$200,000 in Weed & Seed asset forfeiture funds which were subsequently used to pay for more overtime and investigative equipment. Asset forfeiture funds were also used to create the Reactionary Drug Enforcement Team (RDET), a new unit of the police department formed to supplant the Weed & Seed vice contingent. Each month, this unit identifies five of the Weed & Seed area's most active drug areas, based on information obtained from 911 calls for police service. These areas are then targeted for investigation.

Another law enforcement initiative that resulted from Weed & Seed is the Warrant Execution Team (WET). This unit of the Wilmington Police Department is responsible for identifying, locating, and arresting offender with outstanding warrants. The WET was also established using Weed & Seed asset forfeiture monies, however, unlike RDET, the WET doesn't restrict its activities to the Weed & Seed area.

On 11/16/95, Weed & Seed officers made a record 3.5 kilogram crack cocaine bust at an apartment on Lancaster Avenue. This was the largest cocaine seizure on record in Wilmington. Between 7/1/92 and 12/31/95, 1,899 drug related arrests were made in the Weed & Seed area.

Community involvement is essential to the Weed & Seed 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

School, have 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, as well as a restaurant which had become a focal point for loitering and drug sales.

When Weed & Seed community policing started in July 1992, five officers were assigned to patrol the Westside/Hilltop and West Center City areas. In 1995, the Browntown/Hedgeville area was designated as a Weed & Seed target neighborhood because of 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 increasing pressure by the police was forcing them out of the area. This expansion of the Weed & Seed area occurred towards the end of the program's second 18-month funding cycle, when funding for community policing officers was reduced. Consequently, the number of community policing officers assigned to the area was reduced from five to three, while the area that they were assigned to patrol increased because of the inclusion of Browntown/Hedgeville.

In 1996, in-depth interviews with residents and community were held as part of an ongoing panel study on community policing in Wilmington. Those interviewed revealed that they were very concerned about the reduction in the number of walking patrol officers. Residents reported that loitering and open-air drug sales were less prevalent when five officers were assigned to the area, but since the patrols were reduced from five to three officers in 1994, loitering and open-air drug sales have increased. One panel member said that the level of police presence and visibility has diminished to the point where he hardly ever sees any walking patrol officers anymore (MJM Associates, 1996).

The Weed & Seed enforcement effort has also led to an increased number of vacant and boarded housing units in the area, which occurs when tenants who sell drugs out of their homes are arrested or evicted. Many of the properties are public housing units and are scheduled for renovations before being leased. Two vacant houses have been forfeited by their owners. One house was to be renovated by Habitat for Humanity, but the organization eventually decided not to commit because they did not view the area as being safe. Another house was turned over to the city for eventual renovation and sale. This property became the subject of controversy recently when renovation work ceased after the rear of the house was partially demolished, creating an eyesore and a safety hazard.

Weed & Seed dedicated state level prosecution and post-trial supervision were discontinued in 1994. Initially, monies were used to hire a state Deputy Attorney General to deal exclusively with Weed & Seed cases. This position was not renewed after the first 18 months. Likewise, a Weed & Seed dedicated state Probation and Parole Officer position was not renewed. Neither of these positions were funded by their respective agencies (the state Departments of Justice and state Department of Corrections), so Weed & Seed cases that are prosecuted at the state level are treated essentially the same as other state prosecuted cases.

Impact of Weeding Activities on Area Drug Markets

The following section assesses how effective the Weed & Seed law enforcement effort has been at disrupting the area's open-air drug markets and reducing the incidence of violent crime. The level of illicit drug activity will be measured using three indicators. The first indicator is the number of drug related calls for service that residents of the area made to the police department. Depending on the circumstances, a change in the volume of drug related calls that police receive from an area can be either positive or negative. An increase in drug related calls can be indicative of citizen's growing intolerance towards illicit drug activity and the disruption that it creates, or it can indicate the resident's increasing confidence that the police will actually respond to their complaints. It can also reflect growing disillusionment with the police if their calls for service receive no response.

The second indicator used for this analysis is the number of drug related arrests that were made in the area. The number of arrests can be affected by the amount drug activity, intensity of policing or investigative activity, or changes in police staffing levels.

Factors which can cause an increase or decrease in the number of drug related calls for service and drug related arrests can vary and are subject to different interpretations, so using each indicator alone can be problematic. Therefore, the method used for this analysis takes into account the interrelationship between calls for service and arrests.

Drug trends for the Weed & Seed area are compared with trends in other Wilmington neighborhoods. Since displacement is a major concern for anti-drug initiatives like Weed & Seed, this analysis will also look at displacement of drug activity both within the target area and outside to other Wilmington neighborhoods.

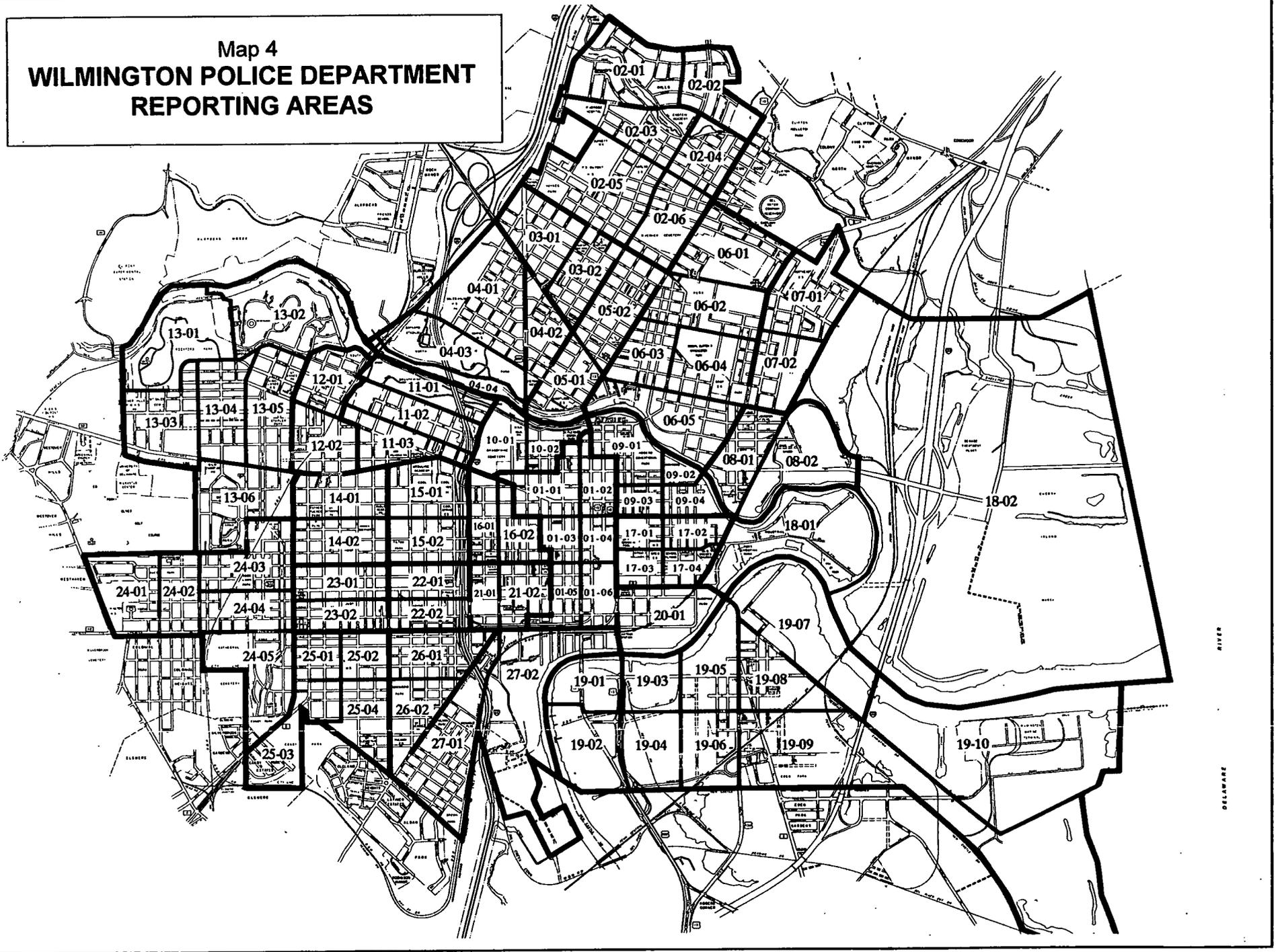
The incidence of violent crime will be measured using calls for police service data for the following offenses: Assault, Homicide, Rape and Robbery. These five categories approximate the Uniform Crime Reporting (UCR) definition of Part I Crimes.

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.

Map 4
WILMINGTON POLICE DEPARTMENT
REPORTING AREAS



DELAWARE RIVER

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 illicit drugs were 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 1991, the Wilmington Police Department replaced the computerized dispatch system that was used to record data on calls for police service. CAD system data for the first four months of 1991 were lost as a result of this change. Consequently, the 1991 drug related calls for police service figures presented in this report are estimates based on weighed calculations that were derived from the eight months of data that were available (May to 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 the same as police department reporting *districts*, which tend to cover a much larger area and are subject to periodic changes (see Maps 4 and 5).

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

The last evaluations of Wilmington's Weed & Seed program looked at drug trends in the target area from the July 1992 through December 1994. 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).

The 30-month report told a very different story. Citizen complaints concerning drug activity rose sharply in 1994, especially in the Westside/Hilltop area. Interviews with residents and community activists indicated that they were becoming discouraged by the areas escalating drug trade and continuing deterioration of their neighborhood (MJM Consulting, 1994). The 30-month report identified three factors which may have played a role in the recurrence of the problems which were suppressed during the earlier phase of Weed & Seed.

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.
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.
3. An overall reduction in police manpower resulting from the city's financial problems allowed the drug trade in Wilmington to expand (DSAC, 1995).

With the exception of a modest increase in police staffing levels, these conditions did not improve in 1995. However, the 1995 data suggests that the police had once again made some headway at reducing area drug sales, despite the fact that police manpower was still 48 officers below their authorized staffing level of 289. Drug related arrests in the Weed & Seed area rose by 42 percent in 1995, mostly as a result of increased enforcement in the Westside/Hilltop area and three new police initiatives. The Reactionary Drug Enforcement Team and the Warrant Execution Team (WET) were both funded with Weed & Seed asset forfeiture monies. The third initiative—the Strategic Community Action Team (SCAT) was established as part of the city's Comprehensive Crime Prevention and Control program.

Drug related calls for service in Census Tract 16—West Center City north of W. 6th Street—fell by 31 percent compared to 1994. Drug related calls increased slightly in the Westside/Hilltop area. Reporting Area 15-02, which is the area bounded by W. 6th Street, W. 9th Street, N. Adams Street, and N. Broom Street, was responsible for nearly all of this increase. Calls from this area rose by 79 percent, from 52 in 1994 to 93 in 1995.

Illicit Drug Trends in the Weed & Seed Target Area

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.

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 of increased enforcement in the Eastside area. The influx of New York City crack dealers during this period exacerbated the area's decline.

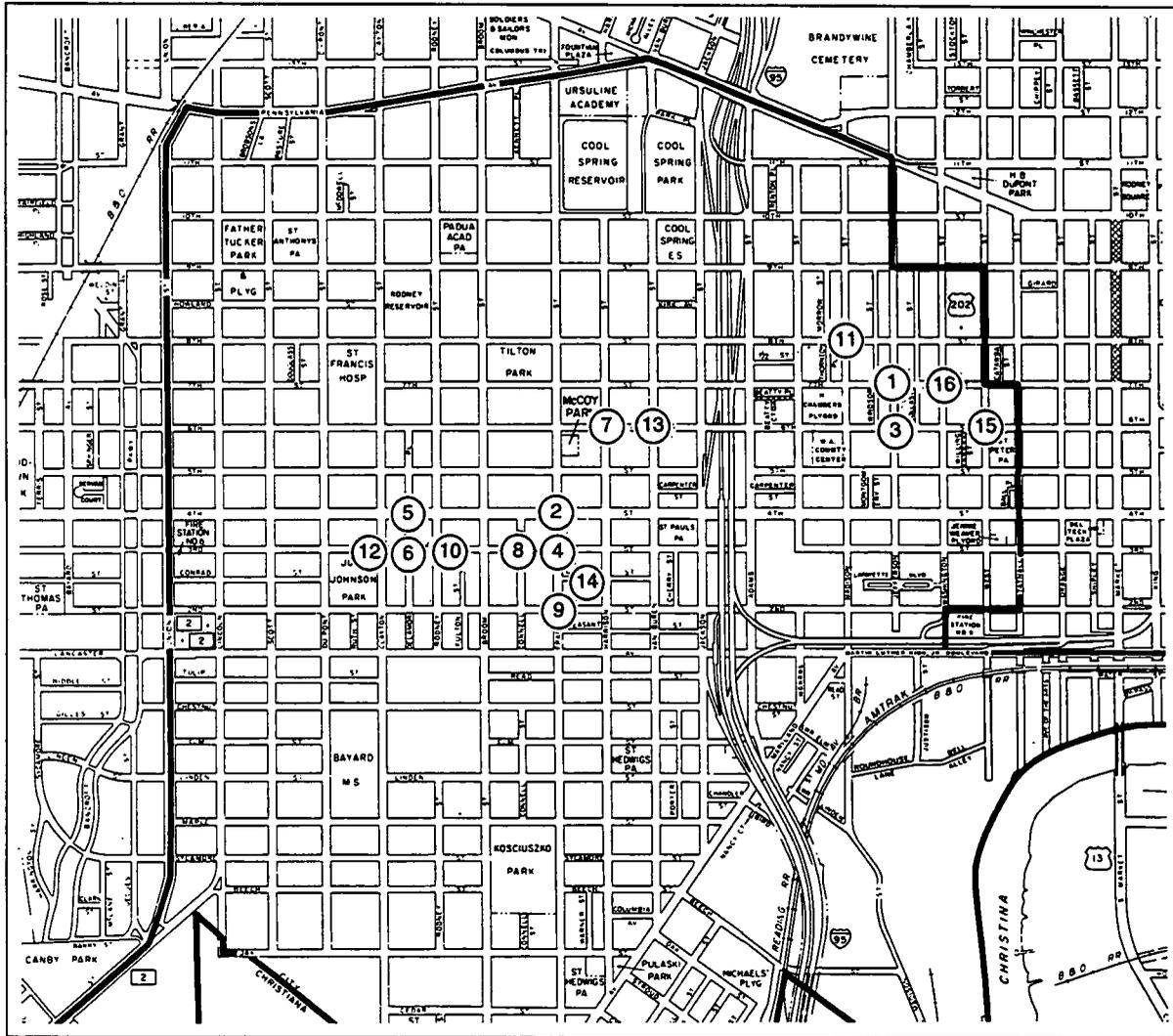
Weed & Seed area drug related calls for service and drug related arrests are displayed in Table 5. Approximately 94 percent of the drug related calls received from the Westside/Hilltop area in 1990 were from Census Tracts 22 and 23. In the summer of 1990, a Westside resident was gunned down on a crowded street 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 rose significantly. Again, it is impossible to discern whether this increase in

Table 5
Weed & Seed Area Drug Hot Spots - 1991 to 1995

Year	Location	Calls	Neighborhood	Reporting Area
1991	4th & Franklin	126	Westside/Hilltop	22-01
	6th & Jefferson	90	West Center City	21-02
	4th & Delamore	53	Westside/Hilltop	23-01
	7th & Jefferson	51	West Center City	16-02
	6th & West	44	West Center City	21-02
1992	4th & Franklin	133	Westside/Hilltop	22-01
	3rd & Franklin	124	Westside/Hilltop	22-02
	6th & Jefferson	99	West Center City	21-02
	2nd & Franklin	84	Westside/Hilltop	22-02
	Conrad & Franklin	52	Westside/Hilltop	22-02
1993	4th & Franklin	85	Westside/Hilltop	22-01
	3rd & Rodney	82	Westside/Hilltop	23-02
	3rd & Franklin	56	Westside/Hilltop	22-02
	7th & Jefferson	55	West Center City	16-02
	7th & Washington	40	West Center City	16-02
1994	7th & Jefferson	126	West Center City	16-02
	4th & Delamore	106	Westside/Hilltop	23-01
	3rd & Connell	88	Westside/Hilltop	22-02
	3rd & Delamore	81	Westside/Hilltop	23-02
	8th & Monroe	79	West Center City	16-01
1995	7th & Jefferson	130	West Center City	16-02
	6th & Harrison	95	Westside/Hilltop	22-01
	3rd & Clayton	77	Westside/Hilltop	23-02
	3rd & Delamore	77	Westside/Hilltop	23-02
	6th & Vanburen	54	Westside/Hilltop	22-01

**Map 6
Weed & Seed Area Drug Hot Spots - 1991 to 1995**



Location	Calls	Rank	Location	Calls	Rank
7th & Jefferson	362	1	2nd & Franklin	84	9
4th & Franklin	344	2	3rd & Rodney	82	10
6th & Jefferson	189	3	8th & Monroe	79	11
3rd & Franklin	180	4	3rd & Clayton	77	12
4th & Delamore	159	5	6th & Vanburen	54	13
3rd & Delamore	158	6	Conrad & Franklin	52	14
6th & Harrison	95	7	6th & West	44	15
3rd & Connell	88	8	7th & Washington	40	16

Weed & Seed Area - Drug Related Calls and Arrests										
Reporting Areas	1991		1992		1993		1994		1995	
	Calls	Arrests								
16-01	144	67	116	42	85	18	183	41	103	18
16-02	258	67	117	70	245	130	332	74	257	24
Census Tract 16 Total	402	134	233	112	330	148	515	115	360	42
21-01	56	46	84	40	37	27	70	11	71	18
21-02	317	115	214	113	51	45	39	36	163	77
Census Tract 21 Total	373	161	298	153	88	72	109	47	234	95
West Center City Total	775	295	531	265	418	220	624	162	594	137
14-01	2	5	2	0	1	2	2	2	2	1
14-02	12	6	8	3	5	3	2	4	12	9
Census Tract 14 Total	14	11	10	3	6	5	4	6	14	10
15-01	3	4	3	4	1	4	0	2	3	4
15-02	69	16	31	6	16	12	52	12	90	12
Census Tract 15 Total	72	20	34	10	17	16	52	14	93	16
22-01	338	116	306	104	236	84	344	75	472	106
22-02	207	72	432	168	342	104	428	83	293	102
Census Tract 22 Total	545	188	738	272	578	188	772	158	765	208
23-01	171	71	103	26	107	29	228	33	212	51
23-02	186	50	101	40	180	48	233	48	249	84
Census Tract 23 Total	357	121	204	66	287	77	461	81	461	135
Westside/Hilltop Total	988	340	986	351	888	286	1,289	259	1,333	369
25-01	2	6	5	3	0	2	1	1	1	6
25-02	6	7	2	2	2	1	1	2	4	5
25-03	3	3	0	2	1	0	4	0	2	0
25-04	0	0	2	0	1	0	1	0	4	1
Census Tract 25 Total	11	16	9	7	4	3	7	3	11	12
26-01	57	9	65	20	85	44	82	24	61	10
26-02	18	3	6	3	4	3	2	4	5	4
Census Tract 26 Total	75	12	71	23	89	47	84	28	66	14
27-01	21	2	12	1	9	1	18	3	25	7
27-02	9	24	20	11	9	32	6	8	10	25
Census Tract 27 Total	30	26	32	12	18	33	24	11	35	32
Browntown/Hedgeville Total	116	54	112	42	111	83	115	42	112	58
Weed & Seed Area Total	1,879	689	1,629	658	1,417	589	2,028	463	2,039	564

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 West Center City and Westside/Hilltop neighborhoods totaled 1,763. Drug related calls from West Center City rose by 72 percent, from 451 in 1990 to 775 in 1991. In the Westside/Hilltop area, drug related calls rose by 22 percent overall. However, Reporting Area 22-01 was responsible for nearly all of this increase. Drug related calls from this reporting area rose by 85 percent, from 183 in 1990 to 338 in 1991. The area surrounding 4th & Franklin Streets was responsible for almost half of the drug related calls from Reporting Area 22-01.

Drug activity from Westside/Hilltop and West Center City started to spill over into the Browntown/Hedgeville area during this period. Drug related calls from Browntown/Hedgeville rose from 57 in 1990 to 116 in 1991. Nearly half of the calls from Browntown/Hedgeville concerned 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, an indication that the police were beginning to have problems keeping the area's drug open-air drug trade under control with existing resources

Wilmington's Weed & Seed program officially began in July 1992. The data suggests that the 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 downside was that displacement to other parts of the target area was common, 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 significantly. For example, N. Franklin Street between W. 4th Street and Lancaster Avenue became the area's most active drug market in 1992. Map 6 shows that four of the area's six most active drug hot spots were located along this corridor. This three block area alone was responsible for 392 drug related calls for service in 1992.

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 may have 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. This represents one of the most difficult periods for the neighborhood, since police staffing levels and drug related arrests were down.

The number of drug related calls for service received from the Weed & Seed area in 1995 totaled 2,039, which is only 11 calls more than the 1994 total. Drug related calls fell by 31 percent in West Center City's Census Tract 16, but some of the reported activity resurfaced in reporting area 21-01, where drug related calls tripled, from 39 in 1994 to 163 in 1995. 7th & Jefferson Streets continued to be the most active corner in the Weed & Seed area. 130 drug related calls were received concerning this corner alone. Drug related calls from the Westside/Hilltop increased slightly, from 1,289 in 1994 to 1,333 in 1995. In general, drug activity in this area shifted north away from Lancaster Avenue towards W. 6th Street, but W. 3rd Street between N. Clayton Street and Delamore Place continued to be a **major** problem. Drug related calls received from the Browntown/Hedgeville area fell slightly, from 115 in 1994 to 112 in 1995. Weed & Seed area drug hot spots from 1992 to 1995 are shown on Table 4 and Map 6.

The Ertel-Fowlkes Spline Regression is a method for plotting trends over a period of time. This technique creates a series of best-fit trend lines based on historical data, the turning points of which represents periods when a statistically significant change occurs. In this application, drug related calls for service were plotted to determine whether specific events during the observation period parallel a significant increase or decrease in the number of drug related calls.

Charts 2 through 5 show drug related calls for service that were received from the entire Weed & Seed area and each of the three Weed & Seed neighborhoods for the years 1987 to 1995 by quarter. Superimposed on each graph are spline regression plots for each time series. These plots are shown on the graphs as a solid line. The charts show that drug related calls for service from the Westside/Hilltop neighborhood increased during the 3rd quarter of 1992 (when Weed & Seed was implemented), and drug related calls from all three neighborhoods dropped significantly in the following quarter. The increase in calls from the Westside/Hilltop area most likely occurred because the assigned walking patrol officers encouraged residents to report drug activity to the police department. A similar pattern also developed after walking patrols were deployed in Wilmington's Eastside neighborhood. This temporary increase was followed by a pronounced drop in drug related calls in during the 4th quarter of 1992.

The Ertel-Fowlkes plot shows that Weed & Seed may have had a greater initial impact on drug activity in the West Center City area, which shows a trend of decreasing drug related calls for

Weed & Seed Area - Calls for Police Service

Code	Offense	Browntown/Hedgeville			West Center City			Westside/Hilltop		
		1993	1994	1995	1993	1994	1995	1993	1994	1995
105	Assault in Progress	45	56	39	69	70	78	110	127	157
106	Assault in Progress w/Weapon	3	3	1	3	4	4	6	5	7
145	Assault Investigation	203	216	224	287	267	306	464	476	504
146	Cutting Investigation	6	11	13	19	20	16	27	25	30
147	Shooting Investigation	1	4	3	7	7	14	14	37	29
149	Offensive Touching	43	49	58	31	97	62	73	61	73
	Total Assault Related Calls	301	339	338	416	465	480	694	731	800
110	Burglary in Progress - Commercial	9	14	12	11	5	3	20	7	10
111	Burglary in Progress - Residential	33	53	54	54	51	60	84	87	87
170	Burglary Investigation	122	144	137	165	117	220	261	221	229
	Total Burglary Related Calls	164	211	203	230	173	283	365	315	326
117	Drug Sales in Progress	89	89	69	363	571	506	812	1,185	1,136
190	Drug Violation	22	26	43	55	53	88	76	104	198
	Total Drug Related Calls	111	115	112	418	624	594	888	1,289	1,334
157	Homicide Investigation	1	0	0	1	0	1	1	4	3
130	Rape in Progress	1	0	0	0	0	4	0	0	0
160	Rape Investigation	5	0	6	12	5	5	10	16	11
	Total Rape Related Calls	6	0	6	12	5	9	10	16	11
125	Robbery in Progress	8	7	7	11	11	8	5	16	14
126	Robbery in Progress w/Weapon	4	3	3	1	3	1	6	7	1
165	Robbery Investigation	26	41	51	78	21	84	87	84	111
	Total Robbery Related Calls	38	51	61	90	35	93	98	107	126
GRAND TOTAL		621	716	720	1,167	1,302	1,460	2,056	2,462	2,600

Chart 2
Weed & Seed Area - Drug Related Calls for Service

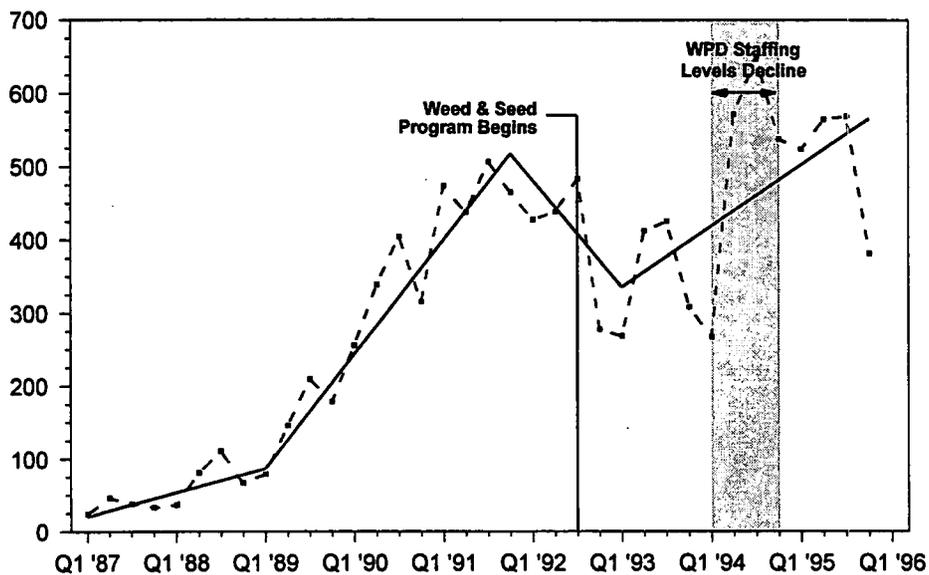


Chart 3
Westside/Hilltop - Drug Related Calls for Service

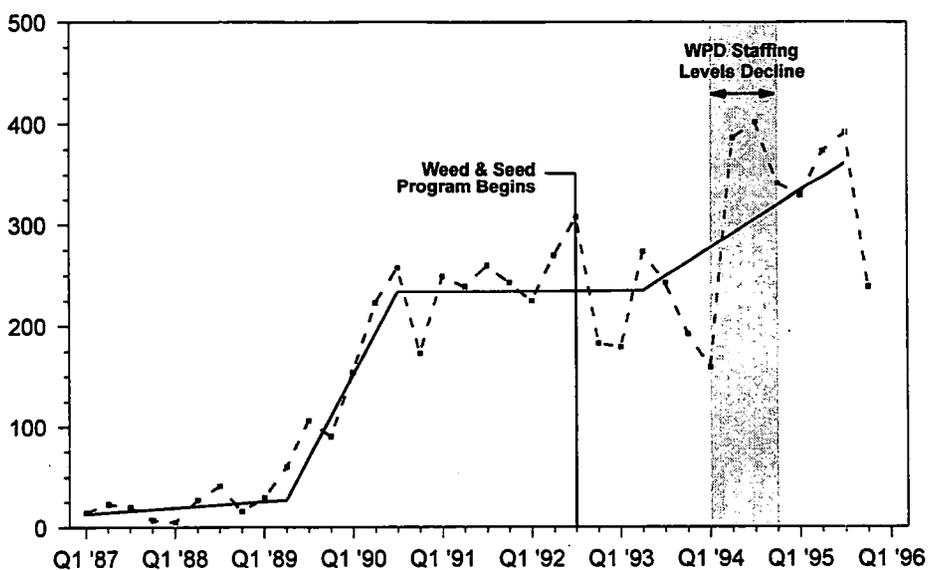


Chart 4
West Center City - Drug Related Calls for Service

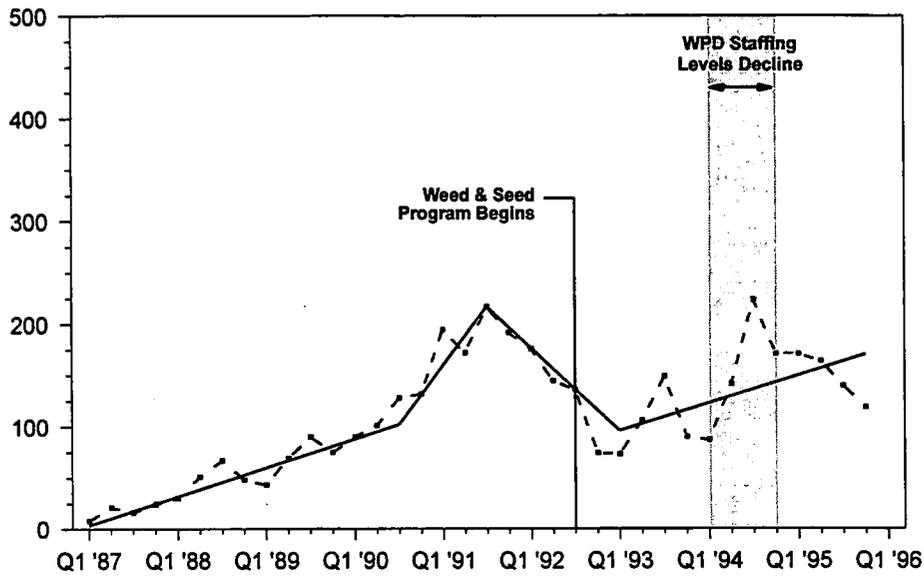
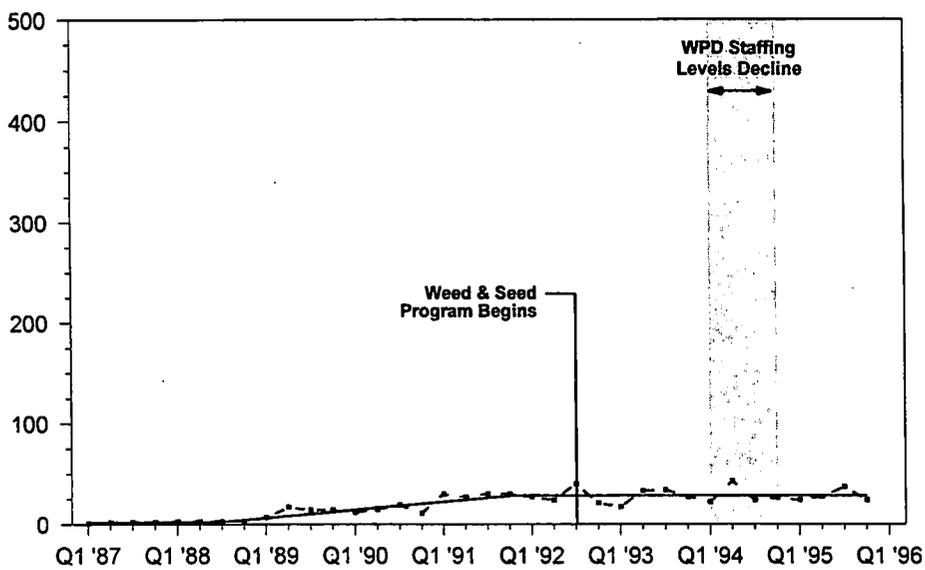
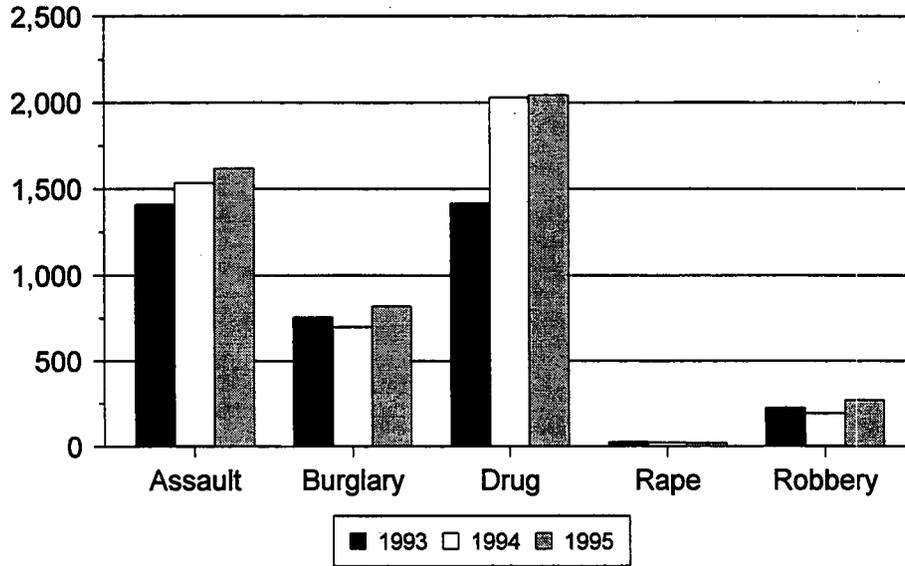


Chart 5
Browntown/Hedgeville - Drug Related Calls for Service



**Chart 6
Weed & Seed Area - Calls for Police Service**



**Chart 7
Westside/Hilltop - Calls for Police Service**

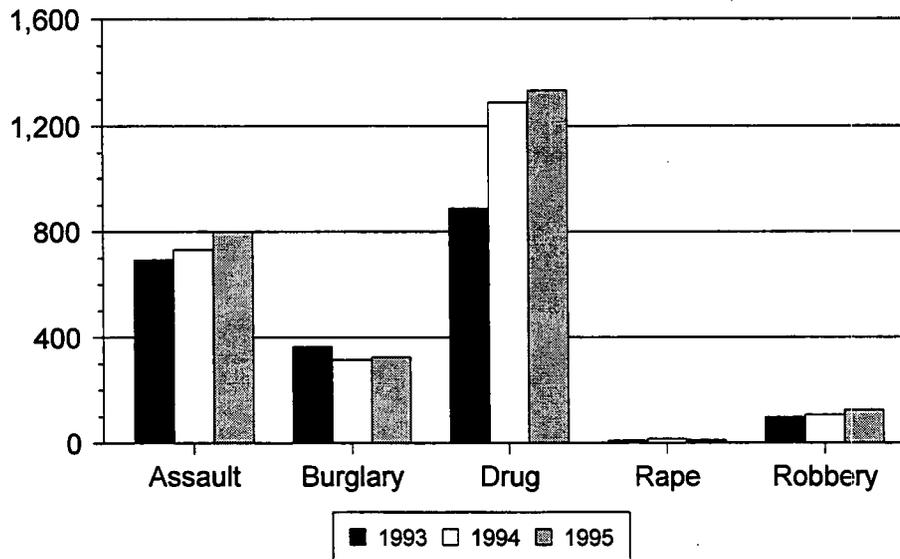


Chart 8
West Center City - Calls for Police Service

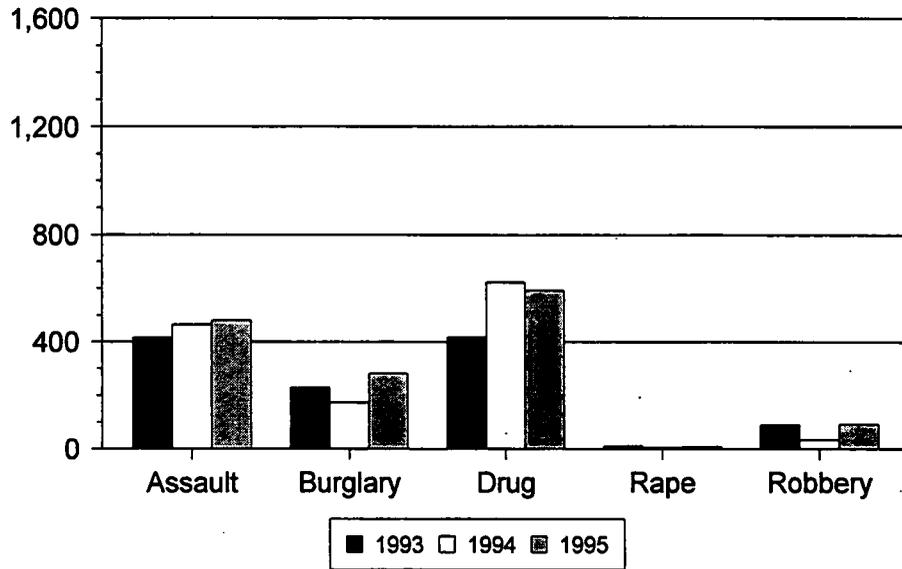


Chart 9
Browntown/Hedgeville - Calls for Police Service

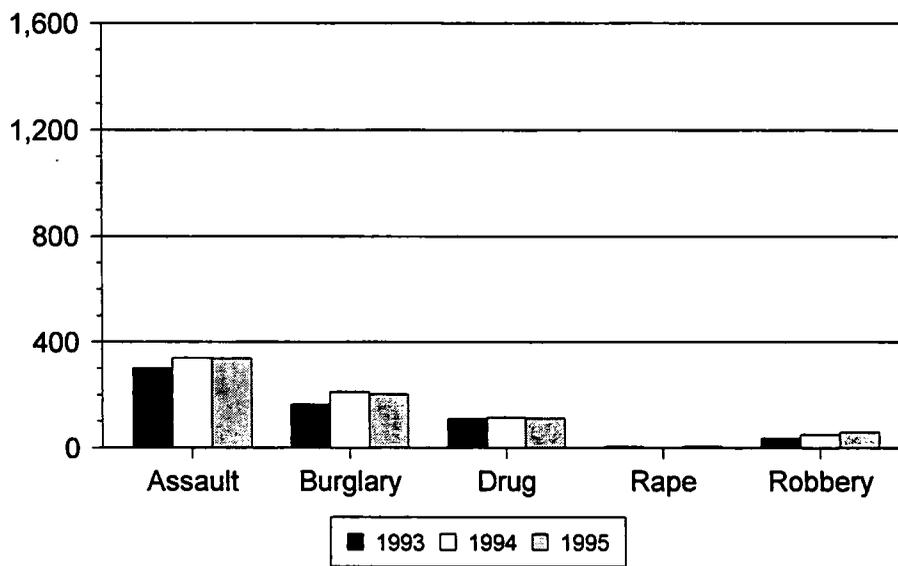


Table 8

Profile of Weed & Seed Area Drug Arrests				
	1992	1993	1994	1995
All Weed & Seed Area Drug Arrests	284	589	463	564
Adult Arrests	256	492	386	476
Juvenile Arrests	28	97	77	88
% Juvenile	9.9%	16.5%	16.6%	15.6%
Mean Age at Arrest	26.7	25.4	24.8	25.8
African-American Male Arrests	187	410	320	373
% Black Male	65.8%	69.6%	69.1%	66.1%
African-American Female Arrests	35	65	40	57
% Black Female	12.3%	11.0%	8.6%	10.1%
Hispanic Male Arrests	35	81	29	48
% Hispanic Male	12.3%	13.8%	6.3%	8.5%
Hispanic Female Arrests	2	9	1	4
% Hispanic Female	0.7%	1.5%	0.2%	0.7%
White Male Arrests	22	20	65	72
% White Male	7.7%	3.4%	14.0%	12.8%
White Female Arrests	3	4	8	10
% White Female	1.1%	0.7%	1.7%	1.8%
Total Charges	932	2,085	1,666	1,856
Drug Related Charges	595	1,430	1,085	1,267
Trafficking Cocaine	27	89	86	67
PWID/Delivery of Cocaine	163	373	246	299
Possession of Cocaine	81	128	95	129
Total Cocaine Related Charges	271	590	427	495
Trafficking Heroin	0	1	0	0
PWID/Delivery of Heroin	13	44	44	55
Possession of Heroin	13	17	33	34
Total Heroin Related Charges	26	62	77	89
Trafficking Marijuana	0	0	0	4
PWID/Delivery of Marijuana	19	90	51	67
Possession of Marijuana	21	77	65	83
Total Marijuana Related Charges	40	167	116	150
Trafficking Other Drugs	0	0	0	1
PWID/Delivery of Other Drugs	10	12	9	4
Possession of Other Drugs	5	5	2	5
Total for Other or Unspecified Drugs	15	17	11	10
Poss./Delivery of Drugs Within 1000' of School	134	344	209	184
Poss./Delivery of Drugs Within 300' of Park	0	0	66	132
PWID/Delivery of Fraudulent Substance	0	0	3	2
Maintain Dwelling for Use/Sale Drugs	21	69	54	55
Maintain Vehicle for Use/Sale Drugs	15	38	30	47
Poss. of Drug Paraphernalia	44	125	79	74
Poss. of Hypodermic Needle/Syringe	29	18	10	26
Loitering for Drug Activity	0	0	3	3
Total for Miscellaneous Drug Related Charges	243	594	454	523
Weapons Charges	11	27	52	29
Other Charges	326	628	529	560
Average No. of Charges at Arrest	3.3	3.5	3.6	3.3

1992 column only includes arrests made after 6/30/92

Sentences Received by Weed & Seed Offenders

Conviction Charge	Level 5 Sentences				Level 1 - 4 Sentences		Total Cases
	No. of Cases	Avg. Level 5 Sentence	Avg. Susp. Sentence	Avg. Incarc. Sentence	No. of Cases	Avg. Level 1-4 Sentence	
Assault 2nd	1	96.0	60.0	36.0	2	9.0	3
Assault 3rd	0	-	-	-	2	6.0	2
Attempted Theft >\$500	0	-	-	-	1	12.0	1
Burglary 2nd	3	36.0	15.7	20.3	0	-	3
Burglary 3rd	1	15.0	-	15.0	0	-	1
CCDI	1	12.0	-	12.0	0	-	1
CCDW	1	24.0	-	24.0	5	13.2	6
Conspiracy 2nd	5	19.8	7.2	12.6	23	17.4	28
Criminal Imperconation	6	16.5	9.7	6.8	11	10.4	17
Criminal Mischief	0	-	-	-	1	12.0	1
Driving During Suspension	0	-	-	-	2	9.0	2
DUI	1	6.0	-	6.0	0	-	1
Fail to Submit Fingerprints	0	-	-	-	1	12.0	1
Forgery 2nd	1	24.0	12.0	12.0	2	12.0	3
Forgery 3rd	0	-	-	-	1	6.0	1
Hindering Prosecution	0	-	-	-	3	4.0	3
Maintain Dwelling for Use/Sale of Drugs	11	19.1	4.4	14.7	10	6.6	21
Maintain Vehicle for Use/Sale of Drugs	3	16.0	2.0	14.0	2	6.0	5
PDWBPP	0	-	-	-	3	12.0	3
Possession of Drug Paraphanalial	5	26.4	9.6	16.8	13	6.0	18
Poss. of Sch. I-II Narcotic	66	17.2	2.5	14.7	133	12.6	199
Possession of Sch. I-V Non-Narcotic	13	14.8	2.5	12.3	19	10.3	32
Poss./Del. Drugs W/I 1000' of a School	86	45.6	15.4	30.3	42	23.0	128
Poss./Del./Dist. Drugs W/I 300' of a Park	2	39.0	18.0	21.0	11	6.3	13
PWID/Delivery of Fraudulent Substance	0	-	-	-	1	34.0	1
PWID/Delivery of Sch. I-II Narcotic	71	30.3	10.7	19.6	71	18.7	142
PWID/Delivery of Sch. I-V Non-Narcotic	7	21.4	3.9	17.6	8	21.0	15
Receiving Stolen Property	0	-	-	-	2	12.0	2
Resisting Arrest	3	10.0	2.0	8.0	5	7.2	8
Robbery 1st	2	48.0	12.0	36.0	0	-	2
Robbery 2nd	2	42.0	23.0	19.0	0	-	2
Theft <\$500	1	24.0	-	24.0	0	-	1
Theft >\$500	0	-	-	-	1	24.0	1
Trafficking Cocaine 5-50 Grams	27	56.7	24.0	32.7	7	62.6	34
Trafficking Cocaine 50-100 Grams	1	120.0	60.0	60.0	0	-	1
Violation of Probation	0	-	-	-	3	14.3	3
All Cases	320 Level 5 Sentences				385 Level 1 - 4 Sentences		705 Total

City of Wilmington - Drug Related Calls and Arrests by Neighborhood										
NEIGHBORHOOD	1991		1992		1993		1994		1995	
	Calls	Arrests								
BANCROFT PARKWAY	2	0	2	2	2	2	2	0	1	2
BOULEVARD	386	103	232	34	184	50	426	77	512	60
BROWNTOWN/HEDGEVILLE	116	54	112	42	111	83	115	42	113	58
CENTRAL	45	69	27	39	39	64	28	39	25	35
CHERRY ISLAND	3	4	0	5	0	1	2	2	0	0
DELAWARE AVENUE	26	4	7	4	5	5	9	3	6	9
EASTSIDE	731	216	430	185	542	123	600	110	607	73
MIDTOWN BRANDYWINE	5	5	1	1	4	1	10	6	7	0
NORTHWEST	26	13	11	9	21	10	22	6	19	6
PRICE'S RUN	633	253	654	169	349	120	389	169	541	202
RIVERSIDE	272	207	178	77	42	59	57	39	64	58
SOUTH WILMINGTON	188	62	80	48	63	37	67	27	94	37
SOUTHWEST	26	11	10	3	5	5	16	3	22	7
WEST CENTER CITY	774	295	531	265	418	220	624	162	594	137
WESTSIDE/HILLTOP	987	340	986	351	888	286	1,289	259	1,333	369
CITYWIDE TOTAL	4,220	1,636	3,261	1,234	2,673	1,066	3,656	944	3,938	1,053

service before Weed & Seed began. In comparison, Weed & Seed seems to have had stabilizing effect on Westside/Hilltop, and may have prevented an escalation of the area's drug trade. Since the number of line segments created by the Ertel-Fowlkes spline regression is dependent on the number of data points, it was not sensitive enough to capture the decrease in drug related calls that occurred in the 3rd quarter of 1992 given the small number of data points.

In 1994, the Wilmington Police Department lost about 20 percent of its officers because the city could not afford to replace positions that were vacated by officers who retired. At its low point in 1994, Wilmington's police force numbered 235 officers, down 54 officers from its authorized staffing level of 289. Police presence in the Weed & Seed area was further reduced in 1994 when the number of community policing officers assigned to the area was reduced from five to three. The graphs show that reported drug activity in the area rose sharply when police department staffing levels were at their lowest.

Calls for Police Service from the Weed & Seed Area

Weed & Seed area calls for police service for Assault, Burglary, Drug, Homicide, Rape and Robbery related incidents are shown in Table 7. More calls were received about drug offenses from the Westside/Hilltop and West Center City areas than for any of the other five categories. The most frequently reported offenses from the Browntown/Hedgeville area were assault related.

Overall, the Weed & Seed area has seen an alarming rise in the number of reported shootings. In 1994, the number of calls concerning shooting incidents increased by 118 percent, from 22 in 1993 to 48 in 1994. In 1995, the number of shooting related calls for service had remained virtually unchanged at 47. The Westside/Hilltop area was responsible for 29 of the 47 shooting related calls (62 percent). Preliminary 1996 CAD system statistics reveal that the number of shooting related calls for service continue to increase in the Westside/Hilltop area, which saw a 46 percent increase in reported shootings in 1996.

Robbery and burglary related calls for service from West Center City increased significantly in 1995. Robbery related calls from West Center City increased by 166 percent, from 35 in 1994 to 93 in 1995. There was also a marked increase in burglary related calls for service—283 burglary related calls were received from West Center City in 1995, compared with 173 calls in 1994, a 64 percent increase. Calls for service from the Browntown/Hedgeville area remained essentially the same for all categories in 1995.

Weed & Seed Area Drug Arrests

Table 8 displays drug related arrests made in the Weed & Seed from 1990 to 1995 by charge, by ethnicity, and by gender. Most drug arrests in the area involved cocaine, mainly in crack form. Marijuana was the next most commonly sold and/or used drug, followed by heroin. Possession with Intent to Deliver Cocaine continues to be the most frequently charged offense lodged against Weed & Seed drug offenders.

Ninety of the 564 Weed & Seed area drug arrests made in 1995 involved juvenile offenders. This represents 16 percent of all Weed & Seed area drug arrests. Of the 564 persons arrested in 1995, 373 were African-American males (66.1 percent), 57 were African-American females

(10.1 percent), 48 were Hispanic males (8.5 percent), 4 were Hispanic females (0.7 percent), 72 were white males (12.8 percent), 10 were white females (1.8 percent).

Sentences received by Weed & Seed drug offenders are shown in Table 9. The data presented in this table is based on 705 Weed & Seed area arrests that were made between 7/1/92 to 12/31/94. This represents approximately 37 percent of the 1,899 drug related arrests that were made in the Weed & Seed area during this period. The table only includes offenders who were prosecuted at the state level. The dispositions of the remaining 1,194 cases were not found because the cases were prosecuted at the Federal level, the cases are still pending, or offender disposition information wasn't found in the state courts system database.

In Delaware, convicted offenders can be sentenced to incarceration (Level 5), supervised custody, home confinement, or work release (Level 4), intensive probation (Level 3), regular probation (Level 2), or unsupervised probation (Level 1). Approximately 45 percent of the Weed & Seed cases in this sample were sentenced to incarceration. Cases resulting in Level 1 through 4 sentences typically received suspended Level 5 sentences.

Based on the available data, the most common conviction charge was Possession of a Schedule I-II Narcotic (199 cases), followed by Possession with Intent/Delivery of a Schedule I-II Narcotic (142 cases), Possession/Delivery of Drugs Within 1000 feet of a School (128 cases). In 99 cases, offenders were convicted for charges other than those that were drug related (15 percent).

There were 37 cocaine trafficking cases in the sample. Offenders convicted for trafficking were more likely to be sentenced to incarceration than those convicted for any other drug related charge—79 percent of those convicted of trafficking were sentenced to incarceration. The longest prison term was given to a major cocaine trafficker who was convicted for selling over 50 grams. This individual was sentenced to 10 years at Level 5, suspended after 5 years for probation. On average, cocaine traffickers convicted for selling less than 50 grams received prison sentences of 32.7 months.

Most street level cocaine dealers were convicted for Possession/Delivery of Drugs Within 1000 feet of a School, Possession with Intent/Delivery of a Schedule I-II Narcotic, or Possession of a Schedule I-II Narcotic. These three charges alone account for 66 percent of the sample cases. The 128 offenders convicted for Possession/Delivery of Drugs Within 1000 feet of a School had the second highest incarceration rate—67 percent of those convicted for this offense were sentenced to incarceration for an average of 30.3 months. There were 142 convictions for Possession with Intent/Delivery of a Schedule I-II Narcotic. Half of those convicted for this offense were sentenced to incarceration for an average of 19.6 months.

Possession of a Schedule I-II Narcotic was the most frequent conviction charge—199 offenders in the sample were convicted for cocaine or heroin possession. About one-third of those convicted for possession were sentenced to incarceration for an average of 14.7 months. Of the 199 convictions for Possession of a Schedule I-II Narcotic, 51 were originally charged at arrest with Delivery (7 cases), Possession with Intent to Deliver (42 cases), or Trafficking (2 cases).

Approximately 4 out of every 5 Weed & Seed offenders in the sample entered plea agreements where in most cases all but a single charge was nolle prossed or dismissed. A state prosecutor

was hired to deal exclusively with Weed & Seed cases during the first 18 months of the program but the position was eliminated when federal funding was reduced. Currently there was no discernible difference in how Weed & Seed cases are handled compared with regular drug cases that are prosecuted at the state level.

Illicit Drug Trends in Wilmington

Table 10 displays drug related calls for service and drug related arrests for each of Wilmington's 15 neighborhoods. Drug related calls throughout Wilmington rose by 282, from 3,656 in 1994 to 3,938 in 1995—an 8 percent increase. The Boulevard, Price's Run, and Westside/Hilltop neighborhoods were responsible for most of this increase. The Westside/Hilltop area continues to surpass all other neighborhoods in Wilmington in drug related calls, accounting for one out of every three drug related calls that the police department received in 1995.

The following color coded maps demonstrate how illicit drug markets have been affected by various drug enforcement efforts throughout Wilmington. Each of the city's 90 reporting areas have been assigned a color which represents a category that was 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 7 through 10 show the 90 Wilmington reporting areas color coded for each category for the years 1988 to 1995. The 1988 map shows that reported drug activity in Wilmington was mostly restricted to the Riverside, Eastside Westside/Hilltop, and West Center City neighborhoods. In 1989, drug activity in northeast Wilmington began to spread from the Riverside area westward towards N. Market Street, into the Price's Run and Boulevard neighborhoods. Reported drug activity also escalated in the Eastside, Westside/Hilltop, West Center City, and South Wilmington neighborhoods during this period.

The 1990 map shows that reported drug activity in Wilmington continued to spread into previously "stable areas", especially in the Westside and West Center City neighborhoods. It should be noted however that drug related calls for service from two Eastside reporting areas actually fell in 1990. The Eastside Substance Abuse Awareness Program (ESAAP), a precursor to Wilmington's Weed & Seed effort, was deemed responsible for the reduction in drug related calls that occurred in parts of the Eastside during this period. Like Weed & Seed, ESAAP combined narcotics enforcement with community policing, substance abuse prevention, treatment, and youth-oriented programming. Although some headway was made at quashing the drug trade in the Eastside area, conditions in the Boulevard, Price's Run, Westside/Hilltop, West Center City, and South Wilmington neighborhoods continued to worsen. It was also during this period that drug activity from the Westside/Hilltop area began to spill over into the adjacent Browntown/Hedgeville neighborhood (DSAC, 1994).

The 1991 map clearly illustrates how drug activity throughout Wilmington escalated that year. Drug related calls for service increased in all but four Weed & Seed reporting areas. 1991 was the first year that "saturated" reporting areas began to appear. The "saturated" category refers to areas that experienced an increase in the number of drug related calls for service while drug related arrests were decreasing, a trend that could indicate that drug activity in the area had escalated to the point where the police were unable to curb the problem with existing resources.

Although most reporting areas in Wilmington saw illicit drug activity escalate in 1991, the number of drug related calls for service from reporting areas in the Riverside, South Wilmington, and the Eastside neighborhood decreased. Some form of community policing activities had been implemented in all three neighborhoods—a police mini-station was housed in the Riverside public housing development and walking patrols were deployed in the South Wilmington and Eastside neighborhoods. During this period, drug related calls for service and arrests stabilized or declined in the areas where the walking patrols were mobilized, while arrests and calls for service increased in the surrounding areas.

Many of the areas which were classified as "in transition" in 1990 became "hot spots" in 1991, and some previously "stable areas" became "in transition". This is especially true in the northeast Wilmington's Price's Run and Boulevard neighborhoods. Much of the increase in reported drug activity may have been due to displacement of out of the Riverside area into these nearby neighborhoods.

The 1992 map shows a considerable reduction in drug activity throughout Wilmington. Many of the reporting areas that were previously characterized a “hot spots”, “in transition” or “saturated” saw reductions in both drug related calls for service and arrests. Wilmington’s Weed & Seed effort began in July 1992. Drug related calls for service and arrests fell in most Weed & Seed reporting areas except those within and/or adjacent to Census Tract 22.

In 1993, drug related calls for service throughout Wilmington fell by 16 percent. Twelve reporting areas that were categorized as “In Transition” or “Good News” areas in 1992 had dropped below the two call per month threshold and became “Stable Areas”. Most of these areas were located in the South Wilmington, Riverside, Price’s Run, Eastside and Boulevard neighborhoods. Reported drug activity also declined in the Weed & Seed area overall, but areas where drug activity had been displaced to continued to experience problems. For example, drug related calls from Reporting Area 26-01 in Browntown/Hedgeville continued to increase in 1993. This was also the case for Census Tract 22 in the Westside/Hilltop neighborhood.

In 1994, 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 were 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 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.

Illicit drug activity also escalated in the Eastside, Price’s Run, Boulevard, and Riverside neighborhoods in 1994. In the Eastside neighborhood, 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 open-air drug markets at 24th & Jessup Streets and E. 23rd Street between Market and Lamotte Streets.

In 1995, Wilmington police intensified their efforts at suppressing the city’s drug trade. Drug related arrests rose in the Price’s Run, Riverside, South Wilmington, and Westside/Hilltop neighborhoods. Drug related calls for service from these areas also increased. The 1995 map shows that drug arrests increased in all but one of the Weed & Seed reporting areas categorized as

“saturated” in 1994. Drug related calls for service and arrests fell in West Center City’s Census Tract 16 and in Browntown/Hedgeville’s Reporting Area 26-01.

Reported drug activity continued to increase in Wilmington’s Boulevard, Price’s Run, and South Wilmington neighborhoods. According to 1995 Wilmington Police Department records, major drug markets in these neighborhoods included 24th & Tatnall Streets (Boulevard), the area bounded by E. 22nd Street, E. 24th Street, N. Market and N. Pine Streets (Price’s Run), and the 900 block of S. Claymont Street (South Wilmington). Although drug related calls for service from the Eastside neighborhood did not increase significantly in 1995, reported drug activity on E. 8th Street between Kirkwood and N. Pine Street continued to be a major problem for the area.

Summary of Intensive Interviews with Key Weed & Seed Program Participants

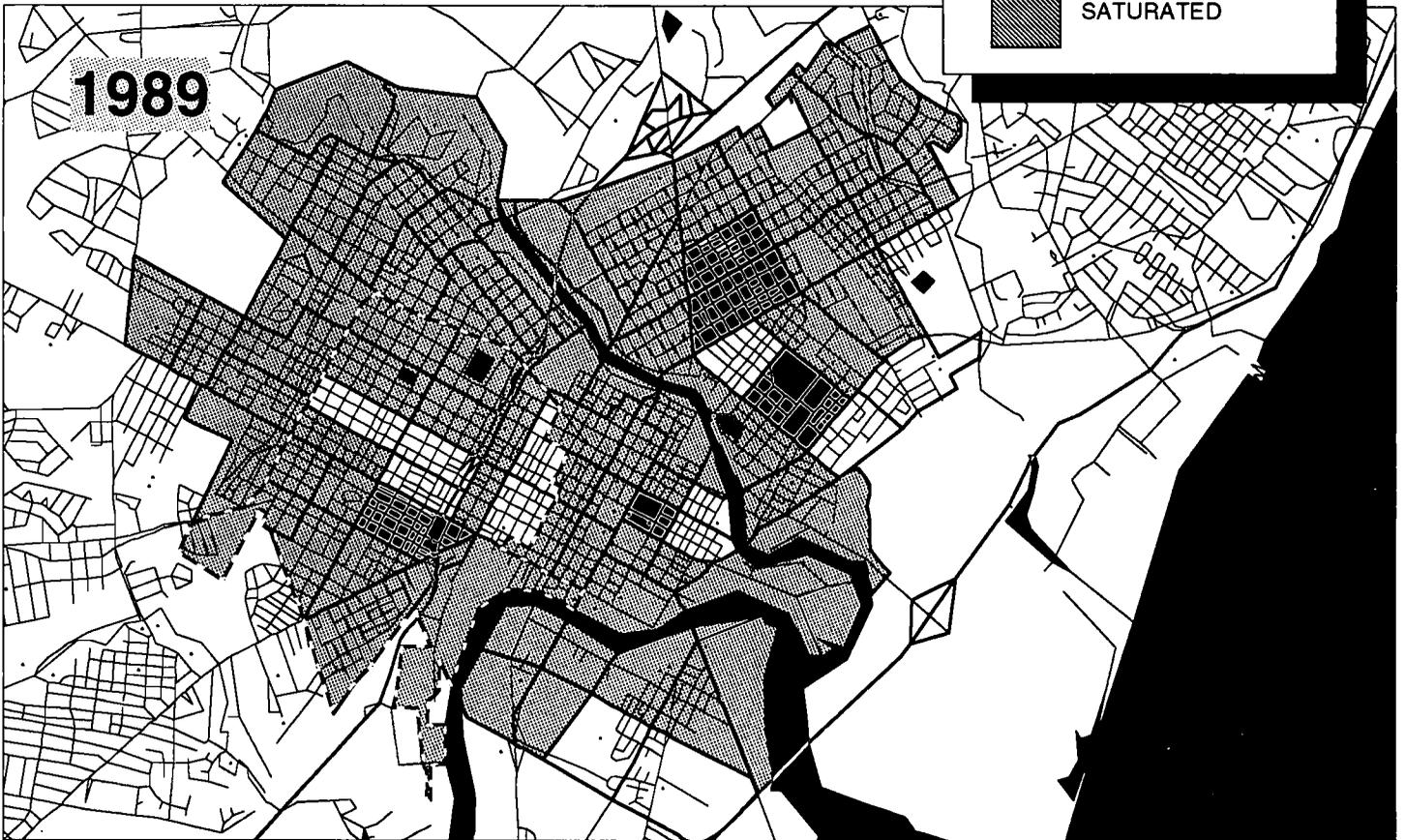
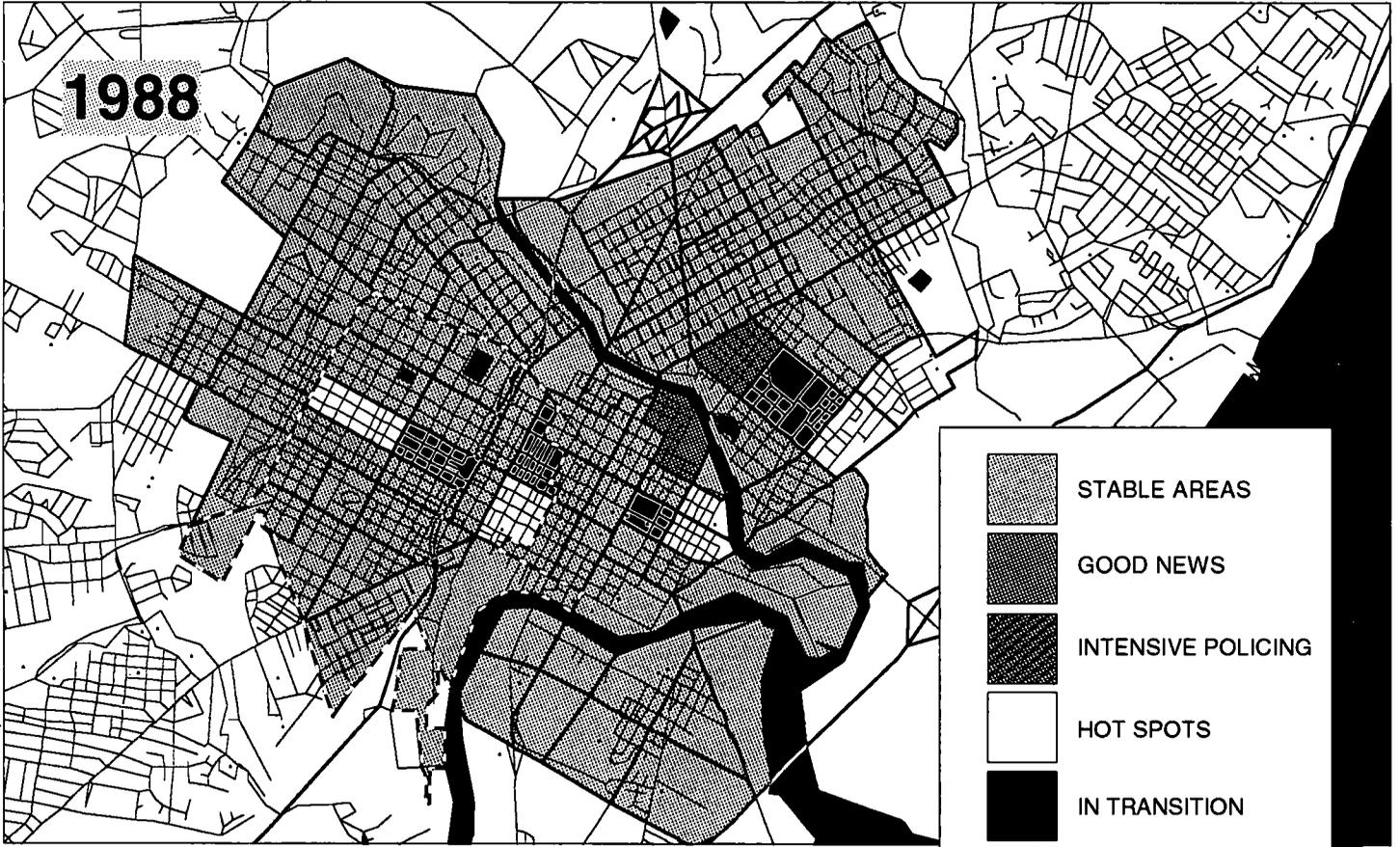
A series of in-depth interviews with Weed & Seed area residents and community leaders, community policing officers, the Chief of the Wilmington Police Department, and key Weed & Seed program participants were held in Spring 1996. The interviews are part of an ongoing panel study by Mary J. Mande, Ph.D. of MJM Consulting Services of community policing in Wilmington and its impact on the city’s drug trade. The spring 1996 interviews focused on events that occurred in 1995. The resulting report, entitled “The War on Drugs in Wilmington, Delaware - February 1989 to June 1996” details the responses of those who participated in the panel interviews. Following is a summary of some of the report’s key findings.

- ♦ Residents in the Weed & Seed area have been very receptive to community policing. Both police and residents felt that assigning foot patrols to an area on a long-term basis was the most effective community policing strategy, however reductions in police staffing levels made it necessary to use “park and walk” officers in lieu of permanent walking patrols. Residents felt that the park and walk community policing strategy was not as effective as permanent patrols because they tend to interact less with park and walk officers, which makes it more difficult to build a rapport with them. They also felt that permanently assigned walking patrols are more likely to be aware of neighborhood issues like who the troublemakers are, which house is frequented by drug users, which families allow their children roam the streets unsupervised at night, etc.
- ♦ Reduced funding for Weed & Seed community policing officers, combined with overall police staffing reductions resulting from the city’s financial problems has been detrimental to efforts at reducing the area’s drug trade. Those interviewed said that police visibility in the area is noticeably less since the number of dedicated Weed & Seed officers was reduced from five to three. Residents of the area and community activists generally felt that the drug problem in the neighborhood had worsened in the past year. Police, on the other hand, felt that the area’s drug problem is about the same or slightly better than it was a year ago. The police’s perception that the area was stabilizing was possibly influenced by the fact that they had made more drug related arrests in the area.
- ♦ Police have made some recent gains at reducing the area’s drug trade. In November 1995, a record 3.5 kilogram crack cocaine bust was made in the Westside/Hilltop area. According to vice officers, enough crack was seized to supply a drug dealing operation

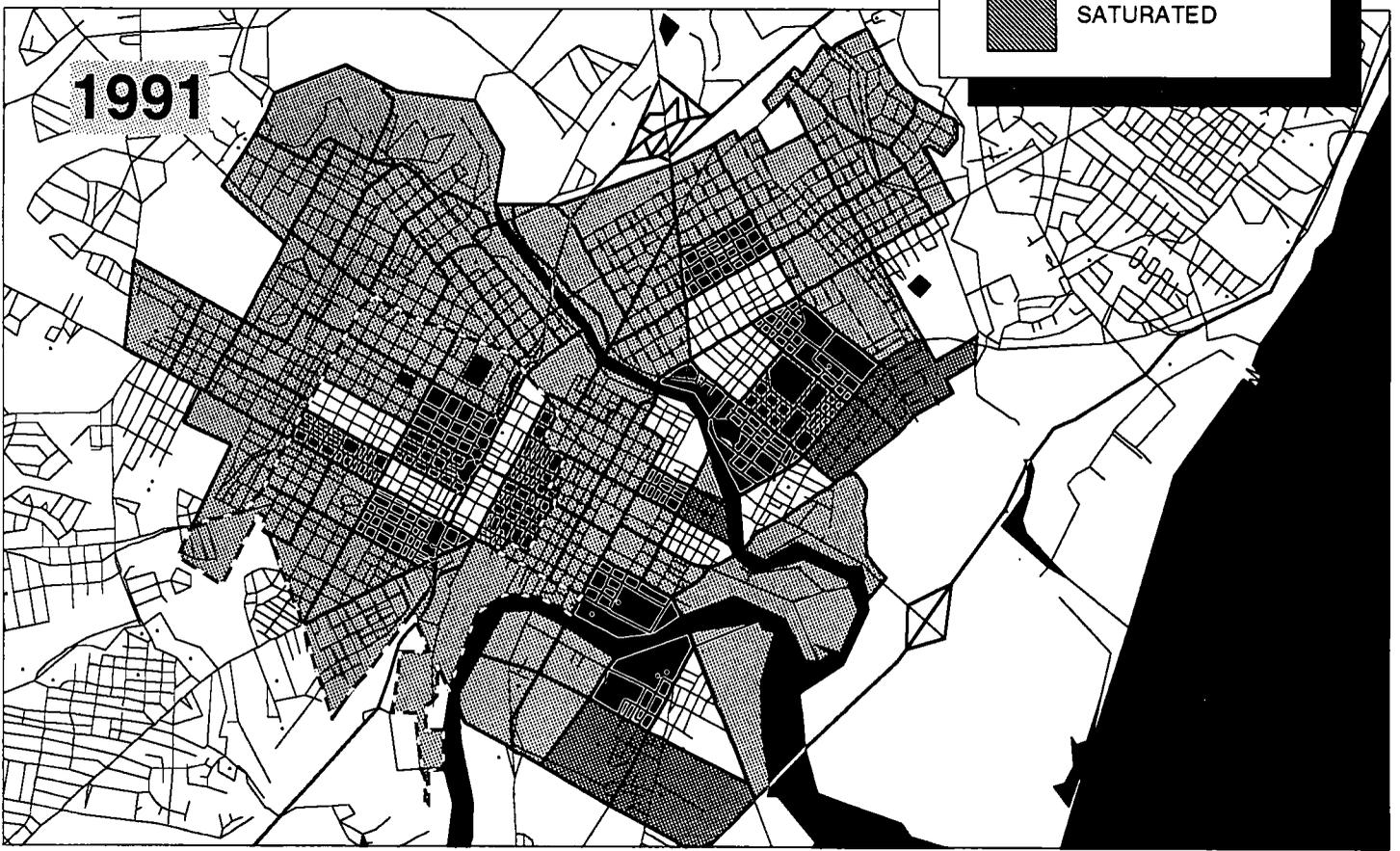
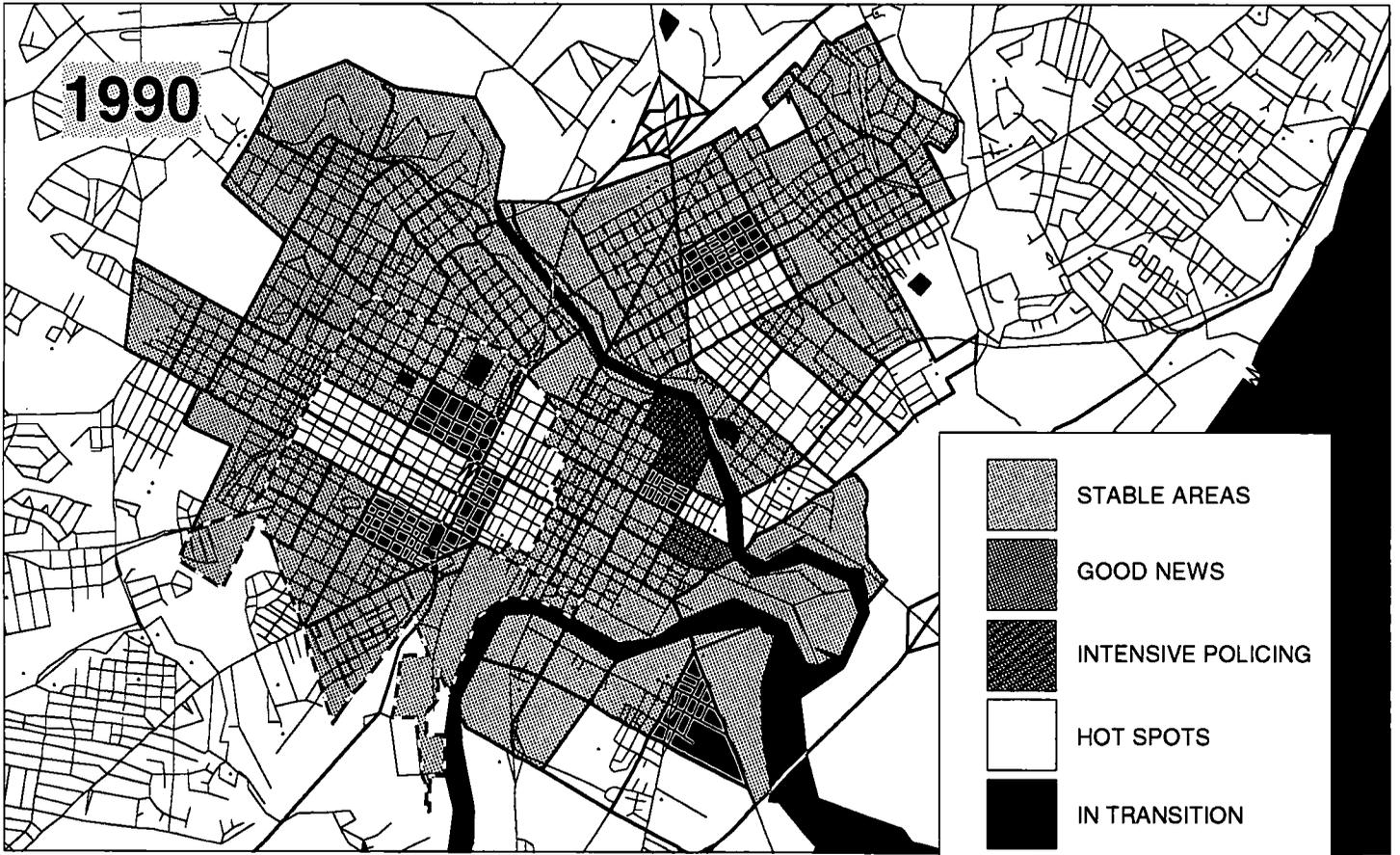
for two or three months. Police also report that they are having a more difficult time arresting dealers because many have moved their operations indoors to evade police. Most dealers now take precautions so that they cannot be caught with drugs on their person, for example, drug dealers often hide their cache of drugs in a nearby trash can or on someone's porch rather than carry it with them.

- ♦ Some of those interviewed said that they did not feel that their neighborhood was safe at night. Drug dealers sometimes sit on people's porches and refuse to leave. Requests to move are often met with a barrage of threats and offensive language. One individual said that he wouldn't drive down certain streets at night, for fear of being robbed or wounded by a stray bullet. Community activists have said that they have been threatened and their car windows have been shot out. Some said that they were less willing to participate in drug vigils, marches, or other high-profile anti-drug activities because they fear harassment or other forms of retaliation by drug dealers.
- ♦ Both the police and area residents felt that much of the area's drug problem stems from out-of-state drug dealers, mostly from New York and Philadelphia. However, some of those interviewed stated that a lack of parental guidance in some families who reside in the area is also a problem. Out-of-state drug dealers often recruit local youths to sell drugs for them. Some parents may look the other way when their children come home with large amounts of cash, especially when the family is struggling financially. In some cases, the parents themselves may be addicted to drugs or alcohol.
- ♦ Absentee landlords who fail to adequately screen prospective tenants before leasing their properties was also identified as a big problem. One landlord in particular is known to have rented several properties to Dominican drug dealers. This landlord has been warned several times, but so far nothing has been done about it.
- ♦ Some felt that Weed & Seed should place more emphasis on drug and alcohol rehabilitation. A substance abuse treatment counselor who participated in the panel interviews said that there was dearth of treatment facilities in Wilmington, given the magnitude of the city's drug problem. The high prevalence of substance abuse among area residents creates a problem for the entire neighborhood since drug addicted residents usually don't care that drugs are being sold nearby. Some of those interviewed suggested that referral to substance abuse treatment should be more integrated with Weed & Seed's law enforcement component.

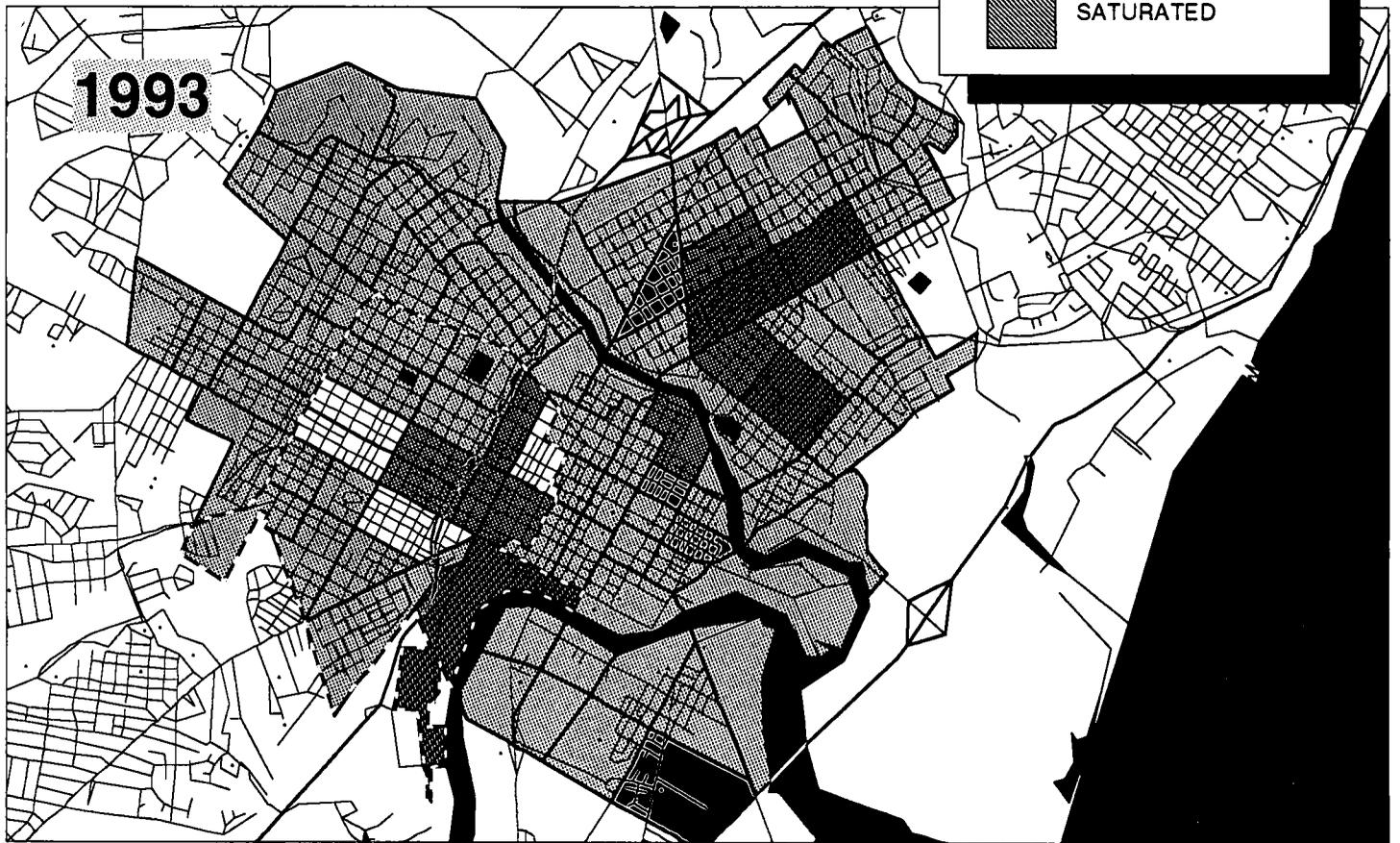




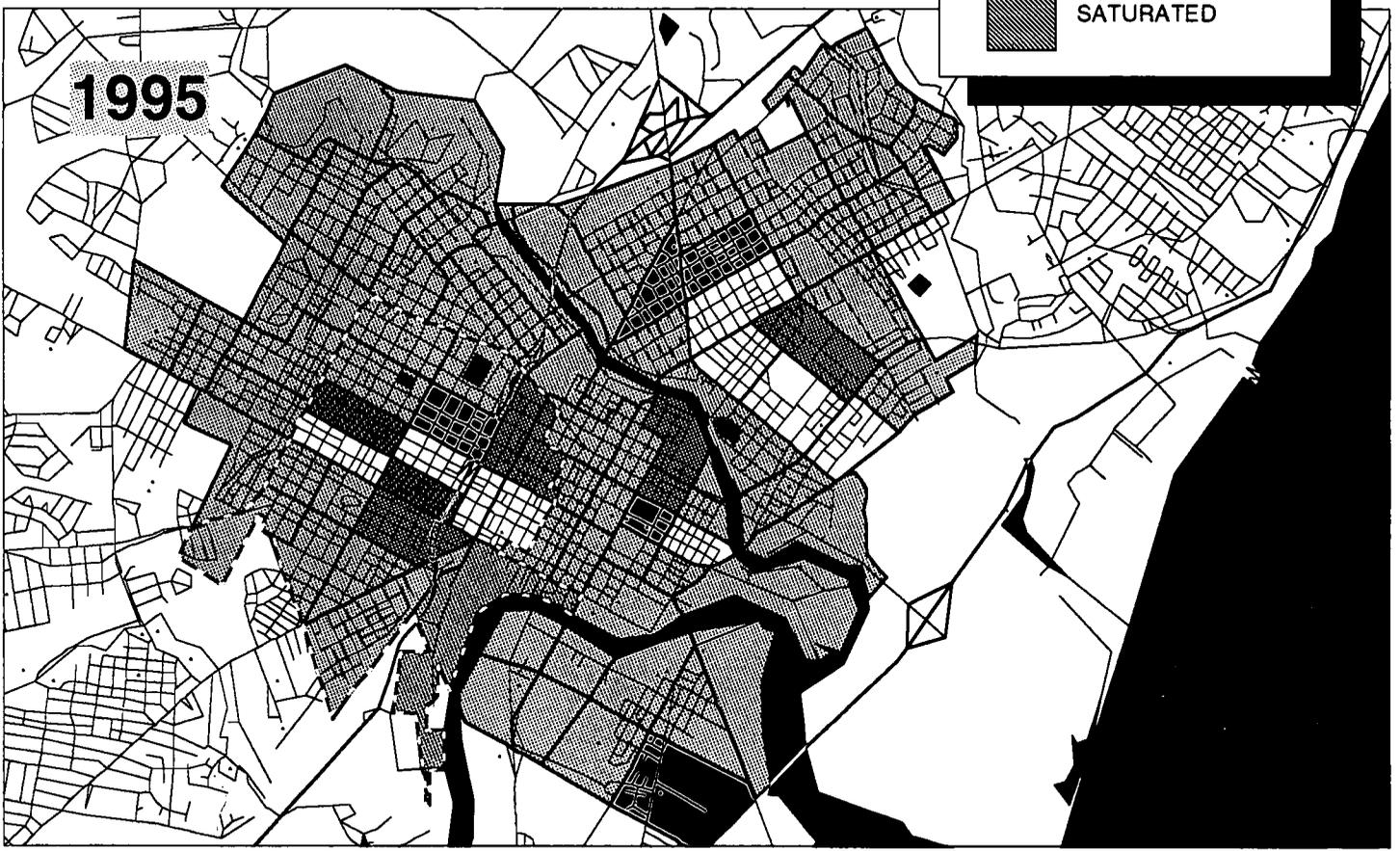














Assessment of Seeding Activities

The “seeding” component of Wilmington’s Weed & Seed program offers programs in the areas of tutoring, recreation, parent training, and substance abuse education and counseling, and victim services. Since July 1992, Weed & Seed funds have been used to:

- ♦ augment existing tutoring programs at the area’s community centers
- ♦ provide additional recreational opportunities for residents, including the development of a community fitness center
- ♦ establish parent training and support programs
- ♦ hire a substance abuse outreach worker
- ♦ provide financial assistance to a remedial reading, language arts, and mathematics program for students who fare poorly in traditional classroom settings
- ♦ establish a Wilmington chapter of the UMOJA/UJIMA Homegirl Development Basketball League
- ♦ create a mini-grant program to provide an additional funding source for risk-focused prevention programming or neighborhood beautification projects

Conducting an evaluation for each Weed & Seed funded program would be an extremely complex and time consuming task since measures of success vary by program. Ideally, evaluating programs of this nature would involve looking at how well performance measures for each program converge with the program’s goals and objectives. This type of in-depth analysis is beyond the scope of this report. Instead, this assessment will look at the impact of Operation Weed & Seed’s “seeding” component on:

1. Juvenile Crime - Many of the Weed & Seed programs are geared towards children and adolescents, especially the recreation and tutoring programs. Since much of Weed & Seed’s resources are used for delinquency prevention, one indicator of how effective “seeding” programs are is the degree that area youths become involved in criminal activity. Juvenile arrest rates will be used in this analysis as a measure of Weed & Seed’s impact on juvenile crime.
2. Resident Attitudes - This assessment will also include the results of an opinion survey that was distributed to Weed & Seed residents in the summer of 1996. Respondents were asked about their perceptions of the Weed & Seed program and whether they felt that the program effectively addressed the problems facing their neighborhood. They were also asked to give their opinions on how the program could be improved.

Weed & Seed Funded Seeding Programs

Program	July 92 - Dec. 93	Jan. 94 - June 95	July 95 - Dec. 95
Tutoring Program - HLNC	\$10,000	\$12,400	\$12,400
Tutoring Program - LACC	\$10,000	\$15,600	\$12,500
Tutoring Program - WENH	\$11,300	\$21,000	\$10,800
Tutoring Program - WHACC	\$10,000	\$11,600	\$11,600
Recreation Program - LACC	\$32,300	\$31,200	\$20,900
Recreation Program - WENH	\$30,600	\$33,800	\$17,700
Recreation Program - WHACC	\$33,700	\$31,800	\$28,800
Victim Counselor	\$30,700	\$35,200	\$16,600
BCI Street Anti-Drug Outreach	\$10,000	\$25,000	\$20,000
Early Computer Whiz Program	\$7,200	\$11,100	\$6,600
Community Organizational Training	\$22,500	\$16,000	\$7,300
Weed & Seed Parenting Project	\$24,200		
Education Enhancement Program		\$14,400	
Youth Outreach Ministry		\$9,900	
Parents for Success		\$2,700	
Recreation Program - HLNC		\$11,600	\$11,600
Weed & Seed Mini-Grant Program		\$16,700	\$8,500
St. Paul's Resource Room			\$10,000
Parent Partnership - HLNC			\$10,000
Summer Camp - HLNC			\$7,500
Homegirl Basketball League			\$20,000
Hedgeville Outreach			\$19,900
Working Capital Delaware			\$17,700
St. Paul's Summer Prevention			\$220

HLNC - Hilltop Lutheran Neighborhood Center
LACC - Latin American Community center
WENH - West End Neighborhood House
WHACC - William "Hicks" Anderson Community Center

Overview of Seeding Programs

Since July 1992, a total of 25 "seeding" programs have been established in the Westside/Hilltop, West Center City, and Browntown/Hedgeville neighborhoods. Chart 10 shows that 21 programs were funded during the cycle that started in July 1995, including eight newly funded programs. Funding was reduced for most programs in 1995 because steering committee members felt that the escalation in the area's drug trade warranted the reallocation of seeding program funds to make up for cuts in law enforcement and community policing funds.

The following programs were established in the Weed & Seed area during the funding cycle that began in July 1995. Four of the programs are located in the West Center City area, 11 are in the Westside/Hilltop area, and one is in the Browntown/Hedgeville area. Most of the Weed & Seed funded programs operate out of the target area's community centers—West End Neighborhood House, William "Hicks" Anderson Community Center, the Latin American Community Center, Hilltop Lutheran Neighborhood Center, and the Jackson Street Boys and Girls Club.

West Center City Seeding Programs

William "Hicks" Anderson Community Center

- Program: Tutorial Program
Activities: Individual tutoring and homework assistance; weekly sessions on drug prevention, health & fitness, parenting or career opportunities.
- Program: Recreation Program
Activities: Nighttime basketball league; community fitness center
- Program: UMOJA/UJIMA Homegirl Development Basketball League
Activities: Teaches female participants fundamental basketball skills; educational assistance; cultural field trips.

West Center City Day Care Nursery

- Program: Early Computer Whiz
Activities: Computer tutorial and instruction for youths ages 3 - 10.

Westside/Hilltop Seeding Programs

Latin American Community Center

- Program: Tutorial Program
Activities: Tutoring and homework assistance for school age Hispanic youths.
- Program: Recreation Program
Activities: Organized recreation and socio-cultural activities for youths and adults.

Hilltop Lutheran Neighborhood Center

Program: Tutorial Program

Activities: Individual and group tutorials; group study sessions; college preparation assistance (financial aid information, S.A.T. preparation, college visits); career exploration activities (job fairs, job skills workshops, field trips)

Program: Recreation Program

Activities: Allowed Hilltop Lutheran Neighborhood Center to expand it's recreational offerings to Hilltop area youths ages 6-18.

Program: Parent Partnership

Activities: A series of parent training workshops.

Program: Summer Camp

Activities: 7 week summer program for youths ages 5 - 13. Activities include arts and crafts, swimming, computer activities, and weekly field trips.

West End Neighborhood House

Program: Tutorial Program

Activities: Individualized tutoring, homework assistance, and computer instruction for students grades 1-12.

Program: Recreation Program

Activities: Recreational and cultural activities for youths, adult aerobics instruction, and self-defense classes.

Program: Working Capital Delaware

Activities: The goal of this program is to provide small business development opportunities for the Weed & Seed area. The program involves establishing small business loan peer groups to provide capital, share ideas, and work on business skills.

St. Paul's School

Program: St. Paul's Resource Room

Activities: Additional staff support to expand a remedial/special education class at St. Paul's School for students grades 2 - 6 who experience difficulties learning in a traditional classroom setting.

Program: St. Paul's Summer Prevention Program

Activities: Summer remedial education classes for "at-risk" students in grades 2 - 5.

Juvenile Crime in the Weed & Seed Area

Chart 10 displays Weed & Seed area juvenile arrests for 1994 and 1995 by lead arrest charge. The chart shows that juvenile arrests made in the Weed & Seed area were down 12 percent overall in 1995. The West Center City area is responsible for most of the decrease—juvenile arrests from this area were down 37 percent in 1995. Juvenile arrests in Browntown/Hedgeville also decreased slightly. There was no significant change in the number of juvenile arrests from the Westside/Hilltop area in 1995.

Juvenile arrests with a drug or weapons offense as the lead charge were up slightly in 1995. Arrests involving drug offenses accounted for 34 percent of all Weed & Seed area juvenile arrests made in 1995. Juvenile drug arrests rose by 30 and 43 percent in the Westside/Hilltop and Browntown/Hedgeville neighborhoods respectively, but fell by 26 percent in West Center City. West Center City also saw fewer violent and property crime related juvenile arrests in 1995.

Key Findings of the 1996 Weed & Seed Opinion Survey

In the summer of 1996, an opinion survey was developed and distributed to persons who either lived or worked in the Weed & Seed area via the community centers. The survey asked respondents about what they liked and disliked about their neighborhood, whether they felt that violent crime and drug activity in the neighborhood was increasing or decreasing, how they felt about Weed & Seed in general and their perceptions as to whether Weed & Seed was having an impact on the neighborhood's problems. A total of 240 citizens returned the questionnaire.

Respondents were asked to give their opinion as to whether drug activity, violence, guns, noise, loitering, and gang activity was more prevalent, about the same, or less prevalent than it was one year ago. Compared with the previous year:

- ♦ 53 percent of the respondents felt that there was more drug activity; 14 percent felt that there was less.
- ♦ 42 percent felt that there was more gang activity in the neighborhood; 31 percent felt that there was less.
- ♦ 48 percent felt that there were more guns on the street; 22 percent felt that there was less.
- ♦ 49 percent felt that there was more loitering; 17 percent felt that there was less.
- ♦ 48 percent felt that there was more noise; 16 percent felt that there was less.
- ♦ 47 percent felt that there was more violence; 17 percent felt that there was less.

Respondents gave the following answers when they were asked about what they felt were the two biggest problems facing the Weed & Seed area:

- ♦ Crime
- ♦ Loitering
- ♦ Drug activity

-
- ♦ Joblessness
 - ♦ Vacant Houses
 - ♦ Gangs
 - ♦ Guns on the street
 - ♦ Violence
 - ♦ Not enough police presence
 - ♦ Not enough community involvement
 - ♦ Lack of parental guidance
 - ♦ Idle youths
 - ♦ More funding needed for police and youth programs

Respondents were asked to rate Weed & Seed as either very successful, average or not successful in the following areas: community center youth programs, community policing officers, crime reduction, public relations, victim services, and street anti-drug outreach.

- ♦ 87 percent rated the Weed & Seed youth programs as moderately to very successful.
- ♦ 78 percent rated Weed & Seed community policing as moderately to very successful.
- ♦ 69 percent rated Weed & Seed as moderately to very successful at reducing crime.
- ♦ 89 percent that the Weed & Seed public relations effort was moderately to very successful.
- ♦ 76 percent rated Weed & Seed victim counseling and moderately to very successful.
- ♦ 87 percent rated Weed & Seed anti-drug outreach efforts as moderately to very successful.

When asked to list two things that they like about Weed & Seed, survey respondents gave the following answers:

- ♦ Activities
- ♦ Community Police
- ♦ It makes the neighborhood safer
- ♦ Drug Information
- ♦ Community Involvement
- ♦ Helps to reduce open-air drug sales
- ♦ Helps to improve the community
- ♦ More police presence and visibility

-
- ♦ Faster response to crime
 - ♦ Personable police officers
 - ♦ Recreation Programs
 - ♦ Tutoring programs

Respondents gave the following answers when they were asked to list two things that they dislike about Weed & Seed:

- ♦ Led to an increase in abandoned and boarded properties
- ♦ Police harass minority youths
- ♦ Inconsistent funding
- ♦ Not effective at reducing loitering and drug sales
- ♦ More intervention needed
- ♦ More police needed
- ♦ Residents needs to become more involved

When asked about which areas they would like to see Weed & Seed focus on in the future, the respondents gave the following answers:

- ♦ Community Policing - 20 percent
- ♦ Recreation - 18 percent
- ♦ Vice Operations - 17 percent
- ♦ Neighborhood Beautification - 12 percent
- ♦ Tutoring Programs - 11 percent
- ♦ Victim Services - 8 percent
- ♦ Housing - 8 percent
- ♦ Social Services - 6 percent



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