

CITY OF WILMINGTON WEED & SEED PROGRAM EVALUATION

18 Month Report

June 1994

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U.S. Department of Justice
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CITY OF WILMINGTON
WEED & SEED PROGRAM EVALUATION

June 1994

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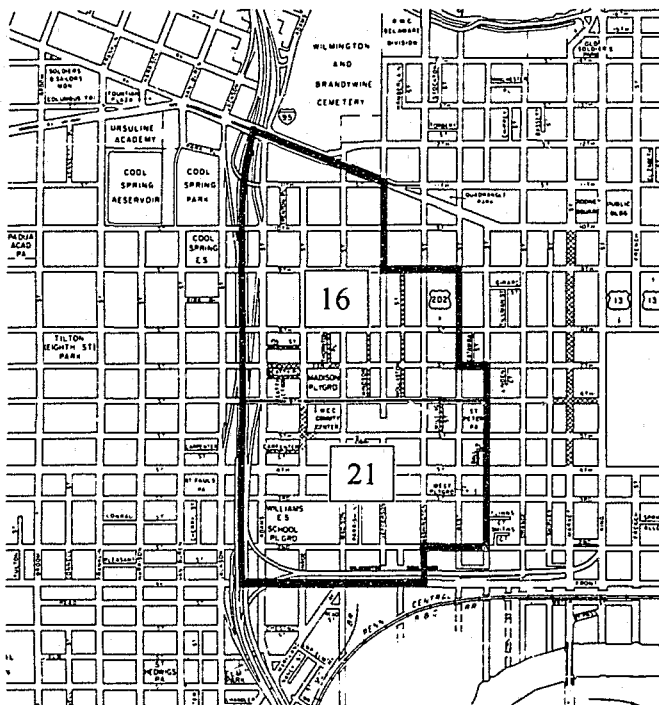
I. INTRODUCTION

The 1980's represent a unique chapter in the history of urban America, for it was during this period that the quality of life in many of the nation's inner-city neighborhoods began to deteriorate at an unprecedented rate. Structural changes in the nation's economy and the resulting inflated levels of unemployment and underemployment devastated many of the nation's poorer inner-city communities during this period. All too often, the depressed economic conditions combined with the social and economic problems already present in these communities fostered a prolific environment for the flourishing illicit drug trade and the accompanying violence associated with street-level narcotics trafficking. By the early 1990's, the problems of drugs, crime and violence in many inner-cities had reached an intolerable level.

Operation Weed & Seed represents an innovative response to the nation's urban crisis. The program is a collaborative effort by law enforcement, federal, state and local government agencies and community organizations. Implemented in 1991 by the U.S. Department of Justice, the program was envisioned as a comprehensive, multi-agency approach to combating violent crime, substance abuse and gang activity in high-crime neighborhoods.

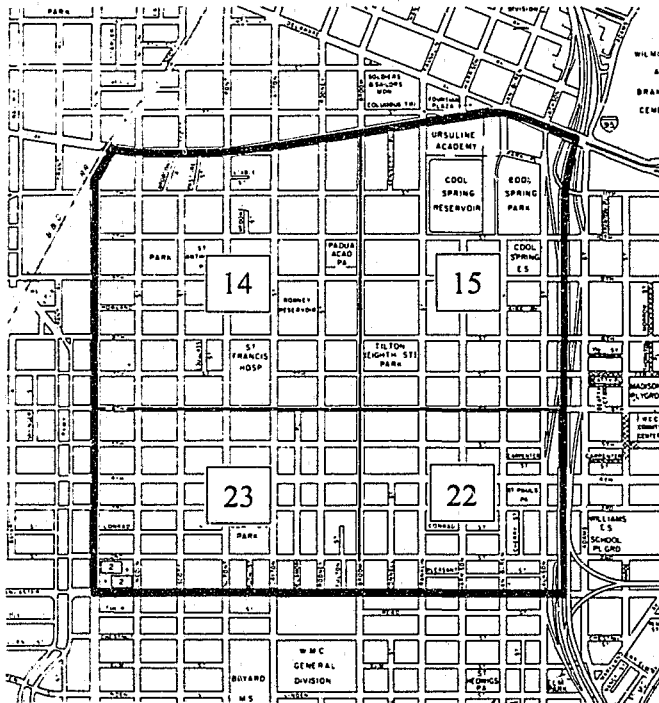
The Weed & Seed strategy involves four basic elements:

1. ***Suppression*** - Law enforcement will "weed out" the most violent offenders by coordinating and integrating the efforts of federal, state and local law enforcement agencies in targeted high-crime neighborhoods.
2. ***Community-Oriented Policing*** - Local police departments should implement community policing in each of the targeted sites. Under community policing, law enforcement works closely with the residents of the community to develop solutions to the problems of violence and drug related crime.
3. ***Prevention, Intervention, and Treatment*** - After the "weeding" takes place, law enforcement, social service agencies, the private sector and the community will establish an array of human services within the target site—crime prevention programs, educational opportunities, drug treatment, family services, recreational



WEST CENTER CITY

Census Tracts	16,21
Population	4,475
No. of Households	1,847
% Low Income Households	22.9
Median Household Income	\$23,830
No. of Families	1,009
% Poverty Level Families	25.3
Median Family Income	\$20,839
1993 Drug Related Calls	418
1993 Drug Related Arrests	221



WESTSIDE

Census Tracts	14,15,22,23
Population	11,897
No. of Households	4,082
% Low Income Households	18.1
Median Household Income	\$24,486
No. of Families	2,544
% Poverty Level Families	11.4
Median Family Income	\$29,523
1993 Drug Related Calls	888
1993 Drug Related Arrests	286

activities, etc.—in order to create an environment where drug trafficking, related crime and violence cannot recur.

4. *Neighborhood Restoration* - Federal, state, local, and private sector resources will focus on revitalizing the distressed neighborhoods through economic development and by providing economic opportunities for residents (U.S. Department of Justice, 1992).

Delaware's Weed & Seed program is located in Wilmington, which is the state's largest city. The target neighborhoods for the program are the West Center City and Westside (Hilltop) neighborhoods. These two neighborhoods were selected for this program because of the large number of drug related calls for service that the Wilmington Police Department's dispatch room receives from the areas. In 1991, over 42 percent of all drug related calls received by the Wilmington Police Department were from the West Center City and Westside neighborhoods, and approximately 39 percent of all drug related arrests were made in these areas. These figures represent the two highest drug related call-in and arrest rates in Wilmington.

There is also evidence to suggest that the drug traffickers from New York City are relocating in the neighborhood in order to establish themselves in the Wilmington area. A number of incidents have occurred in recent years which corroborates this, including a 1990 shooting incident where a resident of the Westside was killed and two innocent bystanders were wounded by a New York City drug dealer, and in 1993, a local drug dealer working for New York City drug traffickers was murdered on crowded West Center City street by his associates over a money related dispute. Over the past few years, a significant number New York City residents have been arrested and convicted for operating crack manufacturing and distribution networks in the area.

Drug activity in the target area tends to concentrate in Census Tracts 16, 21, 23, and 24—very little drug activity was reported in Census Tracts 14 and 15. In 1993, major Westside drug "hot spots" were N. Franklin Street between Lancaster Avenue and W. 4th Street, W. 3rd Street between N. Rodney and N. Van Buren Streets, and W. 4th Street between Delamore Place and N. Franklin Street. In the West Center City area, 1993 drug "hot spots" include the intersection of 8th & Monroe Streets and W. 7th Street between Washington and Jefferson Streets.

Program Goals and Objectives

The complex nature of the illicit drug trade and its impact on communities requires equally complex, multi-disciplinary approaches for addressing the issue. Research in the area of drugs, crime, and communities shows that neighborhoods with problems related to narcotics trafficking tend to be similar in many respects, and that more often than not the illicit drug problem is symptomatic of underlying, more persistent problems and issues within the community (Tonry and Wilson, 1990). The intent of the Weed & Seed strategy is to utilize law enforcement to discourage drug sales in the area, while at the same time efforts are made to strengthen the social fabric of the community, the anticipated result being a reduction in the prevalence of those conditions which make a neighborhood more susceptible to problems such as open-air drug sales and related crime, physical decay, and social disorder.

The ultimate goal of Wilmington's Weed & Seed program is to reduce the incidence of drug related crime and other criminal activity within the targeted neighborhood, thereby improving the quality of life of those who reside there. During the planning stages of Wilmington's Weed & Seed program, specific objectives were developed to address some of the problems and issues faced by those who live in the Westside/West Center City area. Following are 21 objectives that served as the foundation upon which Wilmington's Weed & Seed strategy was based.

1. Provide six walking officers (Community Police) 240 hours per week in the Weed & Seed target area for the length of the program.
2. Community police will attend two neighborhood meetings per month in the target area and direct patrols based on citizen input.
3. Refer 200 citizens to appropriate social service programs during the life of the project.
4. Arrest a minimum of 200 drug dealers during the project. A 95% conviction rate will result from the arrests with rapid turnaround from the drug testing lab. A minimum of 100 individuals will be convicted of trafficking (3 year minimum mandatory sentence).

5. Provide 100 victims of crime with crisis intervention services during the project period.
6. Target seven specific corners where illicit drug activity drastically affects neighborhood life.
7. Train 15 police officers and 25 residents in community policing.
8. Forfeit all property utilized by drug traffickers in the delineated area and return 75 percent for community policing.
9. Provide intensive supervision to 50 probation/parole clients who live in the area.
10. Conduct a minimum of 24 drug rallies during the project.
11. Provide a minimum of 200 youths with individualized tutoring/GED preparation during the project.
12. Provide staff support for all community meetings.
13. Provide 1,000 adult citizens with drug education.
14. Provide 50 teenage mothers and 50 pregnant teenagers with parenting classes.
Provide 200 additional parents with parenting education.
15. Develop a service manual for programs to be utilized by citizens in the area.
16. Provide recreational/cultural programs for 500 area residents between the ages of, 18 and 22 years old.
17. Conduct a housing needs assessment and implement a strategy to rehabilitate vacant housing in the area.
18. Provide a minimum of 1,000 youths with recreational/cultural activities during the summer months of 1992 and 1993.
19. Provide training for at least four teams of mediators and establish citizen mediation (dispute resolution) for 100 referrals during the project year.

20. Provide an additional 100 kindergarten children with Head Start or after school day care programs.
21. Provide transportation to and from Boys and Girls Club programs for residents of the Wilmington Housing Authority's scattered sites in the area.

Area Description

The West Center City and Westside neighborhoods are located on the western edge 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 Lancaster Avenue to the south. The two neighborhoods are separated from each other by the Adams/Jackson I-95 Corridor which extends from Lancaster Avenue to Pennsylvania Avenue. Combined, these two neighborhoods cover approximately a one square mile area.

According to the 1990 Census of Population and Housing, there were 16,372 residents living in the Westside and West Center City areas in 1989, and the median household incomes were \$24,486 and \$23,830 respectively. These income figures are just slightly lower than the citywide median household income of \$26,389. However, the median family income for West Center City is significantly less than the median family income figure for Wilmington (\$20,839 versus \$31,140) and one out of four families living in West Center City had incomes below the poverty level.

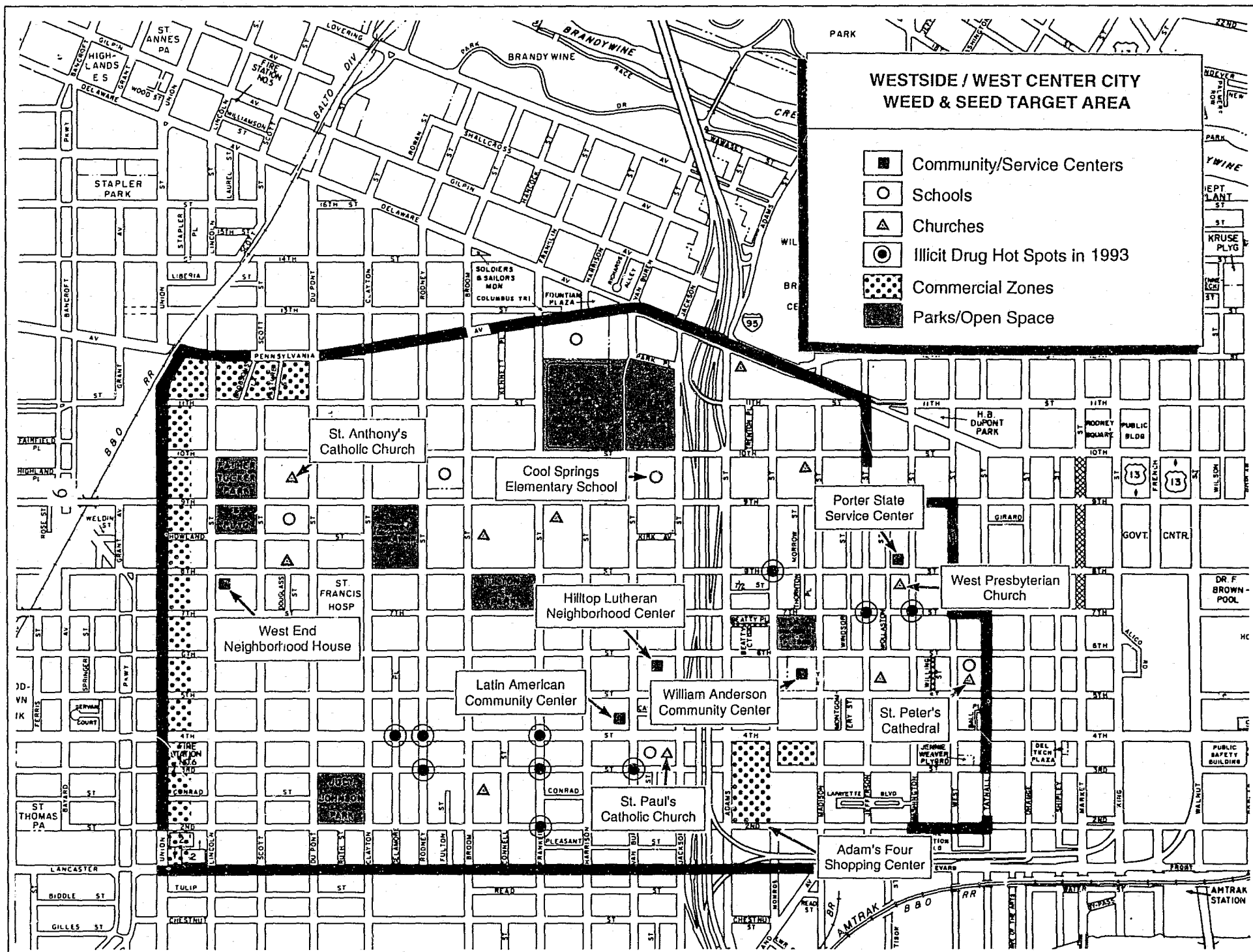
In comparison, the median family income for the Westside is nearly equal to the citywide figure. Median family and household incomes for Census Tracts 14 and 15 are approximately equal to or above comparable citywide figures. These two census tracts represent the more affluent areas of the Westside. Eighty-one percent of all Westside families with incomes below the poverty level live 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 26 percent of the households in that area received public assistance income. Similarly, 22 percent of the households in Census Tract 23 had incomes below the poverty level with 23 percent of the households receiving public assistance income (U.S. Department of Commerce, 1993).

The populations of both neighborhoods are very diverse in terms of both ethnicity and socioeconomic status. The Westside in particular has a substantial Hispanic and Italian-American population, although African-Americans comprise a majority of the population in both neighborhoods. Many of the districts within the target area—Cool Springs, Penn Square, Trinity Vicinity, West Hill—are well established working, middle, and upper-middle class areas. The remainder of the target area is comprised mainly of working-to-lower class households. The housing stock in the area also varies greatly, ranging from modest row houses and apartment buildings to single-family detached homes costing \$300,000 or more. At the other end of the spectrum, a large number of scattered-site public housing units are located in West Center City, especially in the area bounded by Washington, Adams, W. 4th and W. 8th Streets.

Located within the boundaries of the target area is a public elementary school (Cool Springs), five parochial schools (St. Anthony's, St. Peter's, and St. Paul's, Ursuline Academy and Padua Academy), four community centers (William "Hicks" Anderson Community Center, Hilltop Lutheran Neighborhood Center, Latin American Community Center, and West End Neighborhood House), a state operated social service center (Porter State Service Center), a hospital (St. Francis), and a health clinic. The streets that define the northern and western boundaries of the area, Pennsylvania Avenue and N. Union Street, are primarily commercial uses. A small shopping center is located in the area bounded by Lancaster Avenue, W. 4th Street, N. Adams Street and N. Madison Street (Adams Four), and a number of small liquor and grocery stores, restaurants, parks, and churches are scattered throughout the area.

Table 1
DEMOGRAPHIC PROFILE OF WILMINGTON'S WEED & SEED NEIGHBORHOODS

Race	Westside				West Center City				Wilmington			
	1980		1990		1980		1990		1980		1990	
	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.	No.	Pct.
Black	5,798	50.8	5,618	47.2	3,102	72.7	3,137	70.1	35,858	51.1	37,446	52.4
White	4,120	36.1	4,097	34.4	789	18.5	966	21.6	31,663	45.1	30,134	42.1
Other	1,501	13.1	2,182	18.3	375	8.8	372	8.3	2,674	3.8	3,949	5.5
Hispanic	1,883	16.5	2,886	24.3	525	12.3	454	10.1	3,424	4.9	5,072	7.1
Total	11,419	100.0	11,897	100.0	4,266	100.0	4,475	100.0	70,195	100.0	71,529	100.0
Sex												
Male	5,178	45.3	5,623	47.3	1,962	46.0	2,096	46.8	31,458	44.8	33,249	46.5
Female	6,241	54.7	6,274	52.7	2,304	54.0	2,379	53.2	38,737	55.2	38,280	53.5
Total	11,419	100.0	11,897	100.0	4,266	100.0	4,475	100.0	70,195	100.0	71,529	100.0
Economic Status												
All Households	3,770	100.0	4,082	100.0	1,055	100.0	1,847	100.0	26,901	100.0	28,556	100.0
Households Receiving Public Assistance Income	763	20.2	545	13.4	296	28.1	307	16.6	4,304	16.0	3,206	11.2
Median Household Income	\$10,628	-	\$24,486	-	\$8,905	-	\$23,830	-	\$11,695	-	\$26,389	-
All Family Households	2,516	100.0	2,544	100.0	618	100.0	1,009	100.0	16,597	100.0	16,475	100.0
Families With Income Below Poverty Level	643	25.6	450	17.7	256	41.4	255	25.3	3,377	20.3	2,490	15.1
Female Head Families With Income Below Poverty Level	422	16.8	291	11.4	186	30.1	206	20.4	2,294	13.8	1,835	11.1
Median Family Income	\$12,525	-	\$29,523	-	\$8,349	-	\$20,839	-	\$14,435	-	\$31,140	-
Per Capita Income	\$4,924	-	\$11,487	-	\$4,388	-	\$12,093	-	\$6,301	-	\$14,256	-



II. PROGRAM OVERVIEW

The Wilmington Police Department is in the process of adopting the community policing model as an alternative to traditional policing methods. The Wilmington Police Department's experience with community policing dates back to the mid-1980's, when the first attempts were made to introduce walking officers into various neighborhoods throughout the city. Wilmington's Weed & Seed program is just one of several community policing initiatives that have been undertaken by the Wilmington Police Department, including the use of long and short-term walking patrols, neighborhood-based police mini-stations, and a mobile police station. For the most part, residents have been receptive to these initiatives, and all have been successful at disrupting local drug markets to some degree (Mande, 1993).

The most recent community policing initiative is the "Quadrant" system, which divides the city into four community policing districts or quadrants. Each quadrant is assigned two foot patrol officers, two captains who serve as commanders for the quadrant, and a lieutenant who acts as deputy commander. Quadrant commanders are responsible for working with community leaders, civic groups, and neighborhood organizations in order to identify and resolve problems within their respective quadrants. The quadrant system represents the first step towards integrating the entire Wilmington Police Department into community-oriented policing.

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

This model was utilized previously in another Wilmington neighborhood in what was one of the Wilmington Police Department's more ambitious community policing initiative prior to Weed & Seed—The Eastside Substance Abuse Awareness Program. This program was very similar to the Weed & Seed program in that it also targeted a specific neighborhood in Wilmington with problems related to the open-air sale and use of drugs. In this program, walking officers were assigned to work with residents of the neighborhood to identify drug dealers and this

Figure A
**COMPONENTS OF THE
"COMPREHENSIVE TARGETED SUBSTANCE ABUSE MODEL"**

1. LAW ENFORCEMENT
2. DRUG EDUCATION
3. PARENTING TRAINING
4. COMMUNITY INVOLVEMENT
5. PUBLICITY
6. VOCATIONAL/EDUCATIONAL PROGRAMS
7. REHABILITATION OF USER
8. RECREATION FOR YOUTHS AND ADULTS
9. EVALUATION

Source: Delaware Criminal Justice Council, Comprehensive Targeted Substance Abuse Model, July 15, 1988.

information was then passed along to the police department's vice unit, who were responsible for investigating and apprehending the suspected dealers. The walking officers were also required to attend neighborhood police advisory board meeting in order to keep residents abreast of their activities. In addition, this program also included a social service component whereas grant monies were acquired to fund community-based tutoring, recreation, and substance abuse treatment programs. Using a quasi-experimental research design, this community policing approach was shown to successfully suppress illicit drug activity. (DSAC, 1994).

Implementing Weed & Seed

The successful implementation of Weed & Seed requires that the efforts of disparate elements of Federal, State and local criminal justice and social service agencies are coordinated effectively with the efforts of local schools, community groups and businesses. Guidelines developed by the Department of Justice outline the six basic steps for implementing Weed & Seed programs. These steps are:

1. Organize the Law Enforcement Task Force and Neighborhood Revitalization Coordinating Committees;
2. Select the target neighborhood;
3. Conduct a needs assessment of targeted neighborhood;
4. Identify new and existing resources;
5. Identify implementation activities; and,
6. Develop an implementation schedule (U.S. Department of Justice, 1992).

The purpose of this section is to describe how police and criminal justice planning officials in Delaware utilized the federal guidelines during the implementation phase of Wilmington's Weed & Seed program.

The initial steps in implementing the Westside/West Center City Weed & Seed Program involved organizing the various decision-making committees and selecting the target neighborhood. After being notified that Wilmington was being considered as a Weed & Seed site, the U.S. Attorney for Delaware, the Chief of the Wilmington Police Department, and the Executive Director of the Delaware Criminal Justice Council met to discuss the possibility of implementing a Weed & Seed program in Wilmington.

The decision to locate Weed & Seed in the Westside/West Center City areas of Wilmington was well received by local officials and residents alike, since this area was well known as being among the toughest, most drug-infested and crime-ridden areas in the state. Most local public officials and community leaders were aware that the widespread use and sale of narcotics were not the only problems that plagued this area—unemployment was high, prostitution was rampant, and youth violence was on the rise. Despite these problems, the area also had in place several active community groups who were all too aware of the area's escalating drug problem and its impact on the neighborhood. Consequently, the Weed & Seed proposal received a great deal of support from public officials and the community.

Once the target site was selected, the next step involved organizing the Law Enforcement Task Force, or in this case, the Law Enforcement Steering Committee, which is responsible for planning and implementing various narcotics enforcement strategies in the targeted area. Ultimately, a consensus was reached as to who should sit on the Law Enforcement Steering Committee, based in part on recommendations from the U.S. Department of Justice. Currently, there are 21 members on this committee. Federal agencies represented on this committee include the U.S. Attorney's office, the Federal Bureau of Investigation, the U.S. Department of Probation, the Drug Enforcement Association, the Bureau of Alcohol, Tobacco and Firearms, the U.S. Marshal's office, the Internal Revenue Service, and the U.S. Secret Service. State and local agencies represented on this committee include the state Attorney General's office, the Delaware Criminal Justice Council, the state Department of Probation and Parole, and the Wilmington Police Department.

The process of selecting persons to serve on the Neighborhood Revitalization Committee, or in this case, the Neighborhood Action committee, was not quite as straight forward as it was for the Law Enforcement Steering Committee. The challenge was to select persons committed to improving the neighborhood who were also able to effectively and accurately represent community interests. Officials involved in the selection process attended a number of churches and community meetings to describe the Weed & Seed program and to seek recommendations for potential committee members. A list of candidates was developed as a result of this community input, and eventually a number of community representatives were selected to serve on the Neighborhood Action Committee. This committee is responsible for addressing drug prevention and quality of life issues in the neighborhood and currently has 60 members including representatives from the mayor's office, area community centers, the school district, civic organizations, churches, neighborhood groups and concerned residents. The Neighborhood Action Committee was not active at the time of this writing for reasons that are detailed later in this report.

A Weed & Seed Executive Committee was also established to handle administrative tasks that do not fall within the realm of the Law Enforcement or Neighborhood Action Committees.

The next step in the implementation process involved conducting a needs assessment of the targeted area in order to identify existing services available to residents of the area and to determine

services that were needed but were not readily available. Staff from the state Criminal Justice Council and Wilmington Police Department officials conducted a comprehensive inventory of needs and existing services in the targeted neighborhood during the initial planning phase of the program. Information was obtained from interviews with community center directors, civic leaders, church pastors, school administrators, health clinics staff, drug treatment program staff and state social service providers.

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

1. The prevalence of drug activity in the area warranted an increase in drug enforcement efforts, including additional patrols and undercover operations.
2. There were no drug education programs available for adults.
3. No drug treatment programs were available for persons without health insurance.
4. There were no recreation programs for young adults between the ages of 18 to 25.
5. Few programs were available for "latchkey" children.
6. One of the neighborhood's four community centers was considered unsafe because of open-air drug dealing and other illegal activities taking place within the immediate area.

The next step involved identifying the programs and services that were to be implemented in the target area to resolve some the problems and gaps in services identified during the needs

assessment. Discussions between Criminal Justice Council staff and area service providers, community center directors, and law enforcement officials led to the development of a proposal to augment community policing and stepped-up drug enforcement efforts with programs geared primarily towards youths in the area, provided that Delaware was selected to receive Weed & Seed grant monies. Hence, when Delaware was selected as a Weed & Seed site and was awarded the initial \$1,100,000 grant from the U.S. Department of Justice, the proposed programs were subsequently established in the area as a result.

Programs Funded by Weed & Seed

In general, the "Weeding" activities funded through the Weed & Seed grants are in the areas of Law Enforcement (community policing and traditional narcotics enforcement), Prosecution, and Corrections, while the "Seeding" activities focus on Victim Services, Drug 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, and most of the "Seeding" programs are administered by the four area community centers. Following are brief descriptive summaries for each program.

WEED & SEED LAW ENFORCEMENT

Wilmington Police Department

This subgrant provides overtime pay for two drug investigators, one corporal, and one supervisor from the Wilmington Police Department's Drug, Organized Crime and Vice Division. Strategies utilized in this effort include long-term investigations, surveillance, undercover purchases of drugs, and the use of informants. Initially, the officers will focus on identifying and arresting low-level dealers in order to establish an informant base within the area. Once established, long-term investigations will be started on the higher-level sources of incoming drugs. The goal is to arrest, prosecute and seize the assets of area drug dealers, thereby leading to a reduction in drug arrests, citizen complaints, and violent crime in the area.

WEED & SEED COMMUNITY POLICING

Wilmington Police Department

The community policing component of the Weed & Seed program aims to improve the relationship between area residents and police and coincides with the increase in law

enforcement efforts described previously. After the drug, organized crime and vice units conduct investigations and arrest area drug dealers, the community policing officers will become involved with and participate in various community-based activities such as drug rallies, recreational and cultural activities. They also act as informal sources of referral for residents in need of social services. The intent is to provide high visibility and a proactive policing strategy within the target area.

Five full-time community policing officers and one supervisor are funded through this subgrant. The officers assigned to patrol the target area work closely with the Executive, Neighborhood Action and Law Enforcement Steering Committees.

WEST SIDE PROSECUTOR

Delaware Department of Justice

This subgrant provides funding to hire an additional Deputy Attorney General who is assigned to work exclusively with defendants who are arrested in the Westside/West Center City area. The predominant focus is the prosecution of serious drug offenders and the seizure of real or personal property obtained from drug related profits. Additional responsibilities of the weed & Seed prosecutor include providing legal advice and assistance to participating law enforcement agencies (preparation of warrants and subpoenas, reviewing evidence, advising on entrapment and other areas of drug investigations, etc.), and gathering evidence supporting the forfeiture of any real or personal property obtained through illegal drug activity to the government.

WEED & SEED PROBATION AND PAROLE OFFICER

Delaware Department of Corrections

The Weed & Seed probation/parole officer provides intensive supervision to clients who live in the target area. An employee of the State of Delaware Department of Corrections, the Weed & Seed probation/parole officer has an office in the neighborhood and works closely with law enforcement agencies by providing intelligence information and aiding in the identification and location of offenders.

Clients are required to have two face-to-face contacts with the probation/parole officer per week (at least once in the field) and two collateral contacts per week, established curfews are checked at least twice per month, verification of residence, employment status

and participation in training or educational programs is conducted on a weekly basis, and participation in treatment or community service is verified at least twice per month. Clients are also prohibited from consuming any controlled substance (unless prescribed by a physician) and are subject to random drug testing as a condition of their supervision.

WEST CENTER CITY OUTREACH

Brandywine Counseling and Diagnostic Center

This subgrant provides funding to hire a bilingual outreach worker who will disseminate information on substance abuse treatment and HIV/AIDS prevention to residents of the Weed & Seed target neighborhood. This individual is also be responsible for preparing and giving presentations on substance abuse, referring individuals to treatment programs, and following up on all referrals made by community police regarding residents with substance abuse problems.

VICTIM COUNSELOR

Wilmington Police Department

The victims counselor provides crisis counseling, assistance in completing violent crime compensation applications, hospital and court accompaniment and referral/follow-up to social service agencies for Westside and West Center City residents who are victims of crime. In order to better accommodate the area's large Hispanic population, the victim counselor is fluent in both Spanish and English. Victim's are referred to the counselor by the police.

EXPANDED RECREATION PROGRAM

William Anderson Community Center

This subgrant provided funding to develop a "fitness center" at the William Anderson Community Center. The program aims to provide a safe and secure environment for residents who wish to utilize resources within the center. Community police participate in recreation programs at the center at least two times per week and assist staff at recruiting high school age participants. Two part-time fitness center instructors, a part-time fitness center coordinator and a part-time nutrition counselor staff the program.

WEED & SEED RECREATION PROGRAM***Latin American Community Center***

This program offers structured recreation and cultural activities from 6 p.m. to 11 p.m. two evenings per week for men and women 15 years and over and on Saturday afternoons 12 p.m. to 6 p.m. for families. An advisory group made up of program participants meet with staff on a monthly basis to assist in planning of regular and special activities as well as to assist with program evaluation. Activities offered include sports, weight lifting, table games, cooking, sewing, dance, aerobics, music, arts and crafts. The program also provides funding to hire a part-time project director, two part-time activities coordinators, a program clerk, and two part-time activity aides.

WEED & SEED PROGRAM***West End Neighborhood House***

This program provides multi-racial/ethnic programming for young adults between 18 and 22 years old. Program activities include team sports, aerobics, body toning, and self defense. Cultural experiences include weekly teen rap sessions in a program called "Choices" and field trips to various plays, dinner shows, artistic exhibits, etc. Staffing for this program includes recreation, aerobics, cultural, and self-defense instructors, and a facilitator for the "Choices" program.

WEED & SEED TUTORING PROGRAM***William Anderson Community Center***

This program offers individualized tutoring, homework assistance, computerized tutorial instruction, and GED preparation to youths who live in the Weed & Seed target neighborhoods. The program curriculum also includes weekly workshops on drug prevention, health and fitness, parenting and career exploration.

WEED & SEED TUTORING PROGRAM***Latin American Community Center***

This program offers tutoring and homework assistance to Hispanic students residing within the target area. The tutoring program will interface with other programs already available at the center to facilitate access by the children and their families to other resources such as family counseling, adult education, parenting and life skills classes,

employment and job placement services, etc. Staffing consists of one part-time tutoring coordinator and five part-time tutors.

WEED & SEED TUTORING PROGRAM

West End Neighborhood House

This program provides youths residing within the Weed & Seed target neighborhoods with individualized and computer-assisted tutoring and/or GED preparation. The program is staffed by a part-time computer tutoring instructor.

COMPUTER ASSISTED TUTORING PROGRAM

Hilltop Lutheran Neighborhood Center

This program provides educational assistance to students in grades 7 - 12 who live in the Weed & Seed target neighborhoods. Tutoring assistance is also provided to high school drop-outs who wish to return to school or acquire a GED.

EARLY COMPUTER WHIZ PROGRAM

West Center City Day Care Center

This program introduces pre-K and Kindergarten aged students to computers and educational software providing after school and Saturday computer learning sessions for students and their parents. Drug abuse prevention workshops are also held monthly for students and their parents.

WEED & SEED PARENTING PROJECT

West End Neighborhood House

This program offers parenting classes and workshops, referral assistance, and support groups for parents living in the target neighborhoods. Emphasis is placed on providing assistance to pregnant teens and teenage parents. A full-time parenting coordinator/group facilitator is responsible for the project's implementation.

Additionally, Weed & Seed funds were also used to:

1. Provide funding for a full-time Weed & Seed program coordinator position.
2. Purchase drug analysis laboratory equipment for the State Medical Examiner to handle the increased workload resulting from enforcement efforts.

3. Provide community organizational training and technical assistance for police officers, Weed & Seed coalition members, and area residents.
4. Pay for operational research and program monitoring.

Federal grant monies are awarded and disbursed by the Delaware Criminal Justice Council. This agency is also responsible for monitoring the progress of the programs on a quarterly basis to ensure that each grant recipient meets all implementation requirements within a predetermined time frame.

Operational and Management Concerns

The previous section of this report describes how the Weed & Seed program was implemented in Wilmington. As with most programs of this nature, it is inevitable that unforeseen circumstances and situations can occur that may impact how the program operates. The purpose of this section is to examine some of the operational and management related issues that arose after the Westside/West Center City Weed & Seed Program was implemented.

Managing a program of this nature involves bringing a diverse group of individuals together for a common purpose. Even prior to the implementation of Weed & Seed, nine community groups and civic organizations were active in the Westside/West Center City area. Two additional groups have since been formed in the Hilltop (Westside) area as a direct result of the Weed & Seed community policing effort. According to the current Weed & Seed coordinator, community activism means different things to different people. To some, it means merely attending community meetings, while to others it means organizing meetings. Some may view it as a means to get government to do it's job better and to increase access to government agencies so that questions can be answered and concerns addressed. Still others view it as taking action independent of government while having the support and resources of government.

The current Weed & Seed coordinator believes that establishing trust between government program administrators and the community is time-consuming, and it involves either developing personal relationships with community members or is dependent on financial support. Some residents have seen a number of different government-sponsored programs come and go, with most having had little or no lasting impact on the community. In addition, residents may feel

disillusioned towards government programs because funding decisions are made without their input and "grass-roots" organizations are rarely involved in the process. These are among the many external factors and influences that can affect a program's operation.

At the time of this writing, the Westside/West Center City Weed & Seed Program has been in operation for approximately 22 months. During this time some major changes within the program have occurred, one of the more notable being that the Neighborhood Action Committee is no longer active. Instead, the Westside Neighborhood Coalition serves as the main forum for Hilltop area residents to voice their concerns to police department and city government officials. The Westside Neighborhood Coalition is one of six coalitions established by the New Castle County Community Partnership, which is funded by the federal Center for Substance Abuse Prevention. It is comprised of three of the area's 11 community groups. Since the boundaries of the Westside Neighborhood Coalition target area coincides with the Weed & Seed target area, the Neighborhood Action Committee decided not to have separate meetings after the Westside Neighborhood Coalition was formed and to instead use their forum as one in which Weed & Seed could be placed on the agenda.

The Westside Neighborhood Coalition has not functioned identically to the former Neighborhood Action Committee. One significant difference is that the Westside Neighborhood Coalition focuses its efforts almost exclusively on law enforcement related issues. The emphasis on law enforcement differs ideologically from the original intent of the Neighborhood Action Committee, which was to emphasize substance abuse drug prevention and neighborhood revitalization issues in addition to law enforcement. Another difference is that the Westside Neighborhood Coalition is made up almost entirely of Hilltop residents whereas the Neighborhood Action Committee included representatives from other parts of the area as well. Representatives from area schools, various state and federal agencies, churches, and community centers were also present at Neighborhood Action Committee meetings.

A new mayor was elected since Weed & Seed began, and this also had an impact on the program's operation. More specifically, an innovative community policing initiative had been developed by the Weed & Seed community policing unit entitled SPARC (Solving Problems And

Restarting Communities). SPARC was restructured and institutionalized by the mayor's office after his election, and as a result, is inherently different from what was originally envisioned.

The SPARC program was designed to enable the police to more effectively address some of the area's more complex problems by bringing together human and social services, law enforcement and other city department heads. This is accomplished by first meeting with community members in order to gain some insight into the area's more chronic and long-standing problems. After a problem is identified, a systematic investigation is conducted to determine underlying factors that may be involved. Following the investigation, an appropriate response to the problem is devised and implemented.

An example of a SPARC case involved a dwelling with numerous housing and fire code violations that had 35 people living in it, many of whom were school age children. The house had also been the source of numerous complaints regarding drug sales. As a result of the SPARC intervention, the true nature of the situation was revealed—the homeowner was an elderly man whose adult children and their respective families lived in the house with him—and measures were taken to find separate housing for each family unit living in the house.

This example illustrates how the SPARC model enabled the police to resolve one of the community's more complex problems. As it currently exists, however, the SPARC program tends to focus on more common, less complex issues like street and sidewalk repairs, excessive loitering, unsecured vacant structures or problems with trash collection. When the Mayor's office restructured SPARC as a "city" initiative, it lost the involvement of health and social service agencies which in Delaware are handled on the state level.

III. EVALUATION PART I - WEEDING ACTIVITIES

The "weeding" component of the Westside/West Center City Weed & Seed program is made up of four elements. The first element involves increased narcotics enforcement efforts in the area with emphasis on long-term undercover investigations and the use of informants. The second element, community policing, aims to improve the relationship between residents and the police through the utilization of walking patrols and other strategies designed to increase the level of police/community interaction. The third and fourth elements ensure that offenders arrested for drug related crime are prosecuted and are adequately monitored when released back into community through the assignment of a prosecutor and a probation/parole officer who deal exclusively with Weed & Seed area cases.

The purpose of the following section is to describe each element involved in the "weeding" effort, to determine whether goals and objectives were met, and to examine the impact of these activities on violent and drug related crime within the targeted area.

Assessment of "Weeding" Programs

A. Weed & Seed Enforcement

The Wilmington Police Department's Drug, Organized Crime and Vice Division provides an overtime contingent to the Weed & Seed area which varies in number but usually consists of at least one supervisor, one corporal, and two drug investigators. The officers assigned to this program work an average of three days per week for four hours each day, although these times also vary. Law enforcement strategies utilized in the Weed & Seed area include video surveillance of known drug hot spots and suspected dealers, undercover purchases of drugs from low-level dealers, establishing an informant pool comprised of low-level dealers, and targeting the upper-eschelon traffickers for arrest based on intelligence information obtained from the informants. Federal agencies may either participate in investigations or provide support to investigating officers in the form of equipment or technical assistance.

The Law Enforcement Steering Committee is responsible for devising and implementing the narcotics enforcement strategy for the Weed & Seed area. This committee, which meets twice

per month, includes representatives from the Drug Enforcement Administration, the Federal bureau of Investigation, the U.S. Marshall Service, the Bureau of Alcohol, Tobacco and Firearms, the Department of Corrections, the Division of Probation of Parole, the Office of the Attorney General, and the Wilmington Police Department. The U.S. Attorney for Delaware serves as chairperson for the committee.

Two particularly noteworthy Weed & Seed enforcement efforts were "Hook'em & Book'em", which targeted drug buyers, and "Operation Most Wanted", which targeted individuals with outstanding felony warrants involving incidents which occurred in the Weed & Seed area. In the "Hook'em & Book'em" strategy, undercover officers staked out some of the areas most notorious drug corners and videotaped drug buyers conducting transactions from their vehicles. When the buyers drove away after making the transaction, officers patrolling the area in automobiles were notified by radio to apprehend them, after which the buyers were stopped, arrested, and their vehicles were impounded. "Operation Most Wanted" came about as a result of a two month investigation by the Wilmington Police Department whereas 72 people were identified and targeted for arrest on outstanding felony warrants. Although the warrants were predominately drug related, several were also for burglary, robbery, weapons related assaults, and sexual offenses. Twenty-seven targets were arrested in a single day by arrest teams composed of Wilmington Police, federal and state agents. Two of those arrested as a result of "Operation Most Wanted" were eventually indicted by a federal grand jury on three bank robbery charges.

The Weed & Seed narcotics enforcement effort also resulted in the arrests and convictions of two New York City residents who were charged in the drug related shooting death of a Wilmington man. The defendants in this case also operated one of the most profitable narcotics distribution networks in the Weed & Seed area.

Operating Budget

Weed & Seed Enforcement was funded by two subgrants. The first grant, which was disbursed from 7/1/92 through 12/31/93, totaled \$182,700 and was used to cover overtime costs for ten police officers, buy money for drugs and related equipment. The current Weed & Seed Enforcement grant for \$90,576 is used to pay overtime costs for 4 officers, to cover anticipated expenditures for purchasing drugs, and to pay for equipment.

Program Assessment

DATA SOURCES

Drug arrest information used in this section was compiled directly from Wilmington Police Department arrest logs. Weed & Seed offender sentencing information was provided by the Delaware Department of Justice.

PROGRAM GOALS AND OBJECTIVES

The Weed & Seed Enforcement subgrant application states that the program should meet the following objectives for each grant period:

- 1. A minimum of 200 drug dealers will be arrested with a 95% conviction rate resulting from those arrests.**

According to Wilmington Police Department arrest logs, a total of 774 persons were arrested in the Weed & Seed area on drug related charges between 7/1/92 and 12/31/93, which encompasses the first grant period.

- 2. A minimum of 25% of the convictions will be for drug trafficking.**

Sentencing information for Weed & Seed arrests was available for 227 offenders. One-hundred and thirteen (113) of the 227 Weed & Seed arrestees with available sentencing information were originally arrested on trafficking charges. Based on the sample data, only 13 of the 113 offenders arrested for trafficking drugs were actually convicted for drug trafficking charges, and two trafficking charges were plead down to possession with intent to deliver. These fifteen trafficking convictions represent 6.6 percent of all convictions in the sample. Disposition information is preliminary because data was unavailable for 67 of the remaining 98 trafficking charges.

B. Weed & Seed Community Policing

Community policing represents the second element of the Weed & Seed enforcement strategy. There are currently five community policing officers deployed in the West Side/West Center City area. These officers have aggressively engaged the community in order to establish an effective working relationship with area residents, and information supplied by residents has been instrumental in identifying neighborhood troublemakers and problem areas. Two new

community groups have been established as a direct result of Weed & Seed community policing efforts.

An important element of community policing is the identification and resolution problems in the community. In an effort to address the areas more pressing, complex problems, the community policing officers assigned to the Weed & Seed area developed a four-step, holistic problem solving model which stressed community involvement and interagency cooperation. The procedure involves 1) identifying the source of the complaint, 2) investigating the background and history of persons or properties involved, 3) devising and implementing an appropriate response, and 4) assessing the effectiveness of the response at resolving the problem.

Another strategy utilized by the Weed & Seed community policing officers was the "block-by-block" strategy. The walking patrol officers met with residents of each block to identify problems on a block-by-block basis. Once identified, vice officers would conduct undercover investigations in the problem areas.

Community policing officers also interact with residents in capacities unrelated to law enforcement, and are usually present at community events. Officers are provided with office space in each of the four area community centers and frequently take part in activities geared towards youths in the area.

Funding for community policing officers was reduced in the second funding period, and as a result, the number of walking officers funded through Weed & Seed was reduced from five to two. In order to make up for the manpower reduction, the perimeter of the area patrolled by the walking officers was also reduced to exclude areas that have historically had low crime rates.

Operating Budget

The initial Weed & Seed Community Policing subgrant of \$439,316 covered the period from 7/1/92 until 12/31/93 and was used to pay the salaries of five walking patrol officers and one supervisor, overtime costs, and equipment. The current Weed & Seed Community Policing subgrant for \$248,751 is used to pay salaries for three walking patrol policing officers and to purchase a mobile police mini-station.

Program Assessment

DATA SOURCES

Information used for this assessment was obtained by reviewing quarterly monitoring and progress reports that are maintained by the subgrant administering agency.

PROGRAM GOALS AND OBJECTIVES

According to the Weed & Seed Community Policing subgrant application, the community police officers will:

- 1. Attend two neighborhood meetings per month.**

Quarterly progress reports indicate that the officers attended 138 community meeting during the funding period, exceeding by a substantial margin the requirement that they attend a minimum of two community meetings per month.

- 2. Refer 200 citizens to appropriate social service agencies.**

Monitoring reports and quarterly progress reports indicate that the community policing officers referred well over 200 residents to appropriate social service agencies.

- 3. Train 15 police officers and 25 residents in the community policing concept.**

On July 14, 1992, the Wilmington Police Department's Community Services Division held a two-day community policing seminar that was attended by 15 officers. On July 30, 1992, approximately 25 residents attended a half-day training course at a local church on the community policing concept and how it would be applied to the Weed & Seed project. Weed & Seed officers also provided community policing training to five platoons within the police department's patrol division.

- 4. Participate in 15 drug rallies.**

Weed & Seed officers participated in 21 drug rallies during the funding period.

5. Participate in recreation programs for at least one hour per week.

Weed & Seed officers had office space in each of the community centers. This allowed them to participate in recreation programs for well more than one hour per week.

6. Participate in vocational/educational programs within the neighborhood.

Weed & Seed officers read aloud to students in after school tutoring programs, facilitated child safety programs for parents, and coordinated drug fairs in conjunction with a community-based outpatient drug treatment agency.

7. Establish ten block watches in the target area during the course of the project.

Weed & Seed officers established ten block watches within the target area.

C. West Side Prosecutor

The West Side Prosecutor represents the third element of the Weed & Seed law enforcement strategy. Weed & Seed funds were used to hire an additional Deputy Attorney General to deal exclusively with Weed & Seed cases in anticipation of the increased caseload that would result from stepped up narcotics enforcement in the Westside/West Center City area. This prosecutor was also responsible for providing legal advice and assistance during major investigations including preparing warrants and subpoenas, reviewing evidence, and advising on entrapment and other areas of drug investigations.

Operating Budget

The total program cost of \$75,000 was used to pay for the prosecutor's salary and equipment and covered the period from 7/1/92 through 12/31/93. Due to the integration of this program into the city's Quadrant System, this position is no longer funded through Weed & Seed.

Program Assessment

DATA SOURCES

Information for this assessment was obtained by reviewing subgrant monitoring and quarterly progress reports.

PROGRAM GOALS AND OBJECTIVES

The West Side Prosecutor's subgrant application states that the person selected for this position should meet the following objectives:

1. Prosecute 100 drug offenders during the first 15 months

A total of 635 Weed & Seed offenders were prosecuted during the period from 7/1/92 to 10/1/93.

2. Assist law enforcement agencies with at least 15 drug investigations

The West Side Prosecutor assisted DEA and the Wilmington Police Department in 18 investigations during the grant period.

3. Provide legal advice and assistance to law enforcement agencies in 40 cases

Legal advice and assistance was provided in search and seizure arrest procedures and other legal matters in 62 cases.

4. Provide legal services in 15 cases involving forfeitures

Legal assistance was provided in 99 cases involving forfeitures.

5. Maintain a 95 percent conviction rate.

As of 12/31/93, all 255 Weed & Seed defendants who had been adjudicated were convicted, for a 100 percent conviction rate.

D. Weed & Seed Probation and Parole Officer

The Weed & Seed Probation and Parole Officer represents the fourth element of the Weed & Seed law enforcement strategy. This person is responsible for providing intensive supervision to probation and parole clients who live in the Westside and West Center City areas. Intensive supervision entails the equivalent of at least one hour of supervision per day and no more than 56 hours of supervision per week either through face-to-face contact, collateral contact and/or verification of each offender's activities, treatment providers and community service performance. This probation and parole officer has an office in the neighborhood thus enabling the client

contacts and supervision to be easier for both the officer and the client, and provides law enforcement personnel with easier access to offender information.

Operating Budget

The total cost for the Weed & Seed Probation and Parole Officer was \$50,000 which was used to cover the officer's salary, benefits, supplies and equipment for one year. This position was integrated into the city's Quadrant System and is no longer funded through Weed & Seed.

Program Assessment

DATA SOURCES

Information used for this assessment was obtained by reviewing subgrant quarterly and monitoring reports.

PROGRAM GOALS AND OBJECTIVES

The Weed & Seed Probation and Parole Officer's subgrant application states that the following objectives should be met:

- 1. Provide intensive supervision to 50 probation and parole clients who live in the target neighborhood.**

A total of 64 probation or parole clients were supervised during the life of the subgrant.

- 2. A reduction of technical violations resulting in a Level 5 (incarceration) recommendation for clients in the target area.**

Eight clients violated their probation or parole conditions due to technical violations. Six of the eight clients were recommended for Level 4 (Supervised Custody, Work Release or Home Confinement) while two were recommended for Level 5 (Incarceration) because of aggravating circumstances.

- 3. The time frame between the violations and court action for serious violations, including new convictions will be reduced.**

There was no noticeable difference in the time frame for hearings.

4. **Clients will have increased participation in treatment, job training programs, and education programs.**

Forty-six clients were referred for substance abuse evaluations or treatment programs, eight clients enrolled in an inpatient substance abuse program, and six clients enrolled in GED classes.

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

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

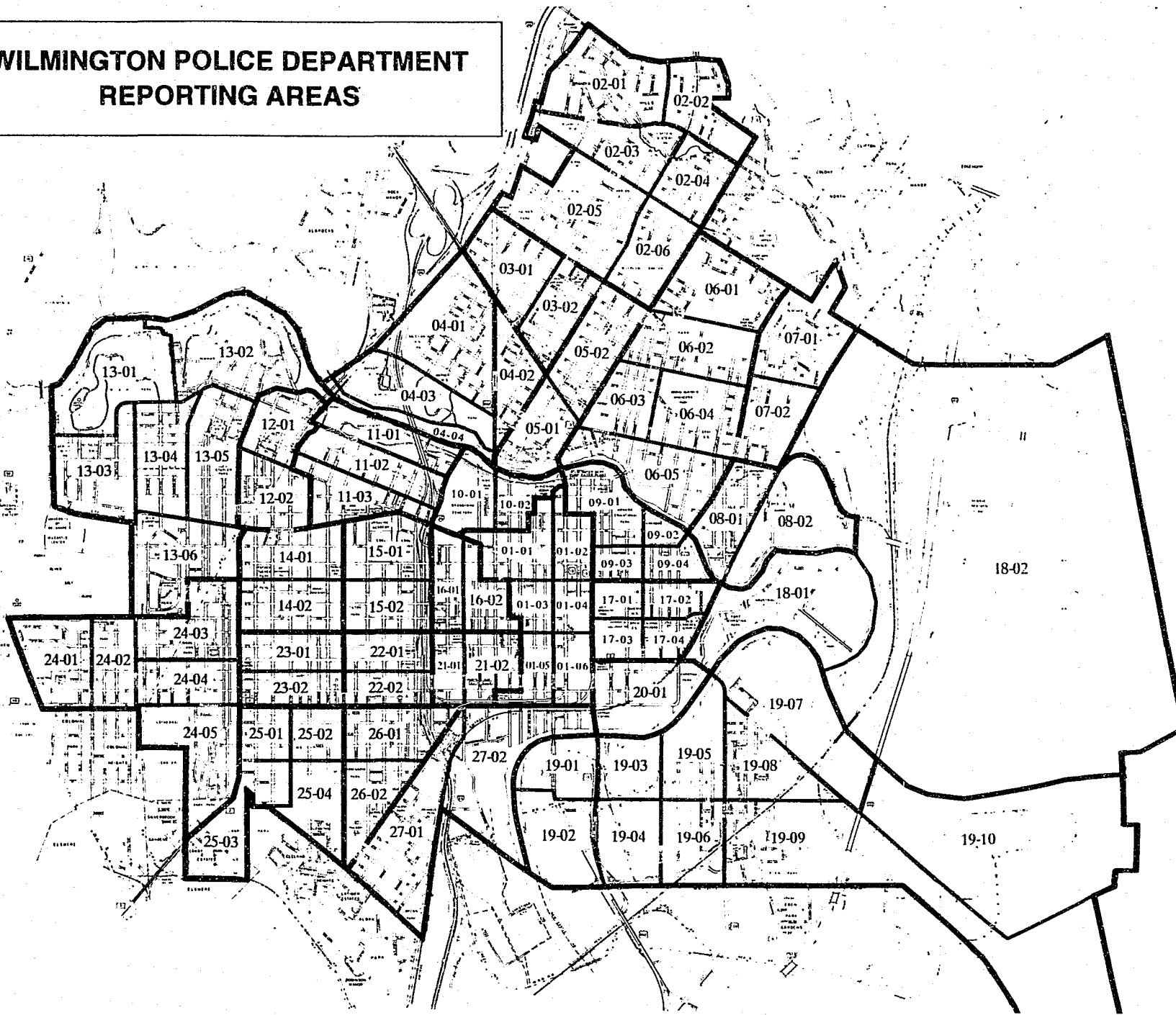
Methodology

The purpose of the following section is to determine whether drug activity and other crime in the Weed & Seed target area is on the rise, decreasing, or remaining at roughly the same level. This analysis utilizes a pre-post comparison design and uses three outcome measures to estimate the level of drug activity and crime in the area—the number of drug and violent crime related 911 calls received by the Wilmington Police Department regarding a location within the target area and the number of drug related arrests made in the area. Drug activity in the Weed & Seed target area will be compared with other neighborhoods in Wilmington. These comparisons will be used to identify trends in other neighborhoods and to measure the degree that drug activity is being displaced to other areas.

In order to have an accurate assessment of conditions prior to the date that the program began it was necessary to obtain data on drug related calls and arrests prior to the program start date. Therefore, the observation period for this study begins on January 1990, approximately two and one-half years before the Weed & Seed program was first implemented.

In addition to the pre-post comparison design, a study prepared by MJM Associates for the Delaware Statistical Analysis Center examines the impact of community policing on Wilmington's

WILMINGTON POLICE DEPARTMENT REPORTING AREAS



drug markets. This study utilizes in-depth interviews with police officials, walking patrol officers, and community leaders.

a. 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. The drug related arrest database, which was compiled directly from Wilmington Police Department arrest logs, includes the name, age, race and sex of the offender, date and location of arrest, descriptions of all charges involved in the incident and the names of the arresting officers.

Information in the drug related calls for service database include the type of call involved, location of the call and the time when the call was received by police. Data on 911 calls were obtained from computerized records maintained by the Wilmington Police Department. Two types of calls are categorized as "drug related"—Drug Sales In Progress and Drug Violations.

A third database was created that includes only Weed & Seed arrests. Unlike the drug arrest database, the Weed & Seed database includes all arrests made by Weed & Seed officers, regardless of whether or not illicit drugs were directly involved. This database also includes sentencing dates and disposition of arrest charges.

The fourth database consists of all 911 calls that relate to violent crime (offensive touching, assault, robbery, rape, homicide), incidents involving weapons (shootings, knifings), and burglaries. This data was compiled for 1992 and 1993.

All of the data used in this analysis was coded by location. A map provided by the Wilmington Police Department that divides the city into 90 reporting areas was used for this purpose. These *reporting areas*, which are essentially census tracts broken down into smaller units, are not the same Wilmington Police Department *reporting districts*, which tend to cover a much larger area and are subject to periodic changes (see Map 2).

b. Missing Data

In 1991, the Wilmington Police Department replaced the computer equipment used to record data on the number of calls received in the dispatch room. Unfortunately, call-in figures for the first four months of 1991 were lost as a result of this change. Consequently, the 1991 drug call-in figures presented in this report are estimates based on weighed calculations that were derived from the eight months of data that was available (May through December 1991).

Research Findings - - In Depth Interviews

Community Policing's Impact on Wilmington's Drug Markets

As part of the Weed & Seed initiative, a study which examines the impact of community policing on open-air drug activity in Wilmington's Eastside, West Center City and Westside neighborhoods was prepared for the Delaware Statistical Analysis Center by MJM Consulting Services (Mande, 1994). This study is based on a series of extensive interviews with community policing officers assigned to the three areas, Wilmington Police Department officials and community activists. It examines how and why the implementation community policing can change the character of a neighborhood and discusses the problems and issues that police departments can encounter during the process of changing from the traditional policing model to the community-oriented policing model. Major findings of the study are summarized below.

- ***The walking patrol disrupts open-air drug markets, but it does not stop drug dealing in the neighborhood.***

The presence and visibility of the walking patrol causes drug dealers to move to another area or inside of a house, but the disruption is partial and can be temporary. As evidenced later in this report and in the Eastside Substance Abuse Awareness Program Evaluation report, however, walking patrols are related to a significantly lower level of illicit drug complaints (DSAC, 1994).

Reasons? The patrol cannot be visible all the time in every place, and demand for drugs and the profits to be made from dealing are present 24 hours a day, seven days a week. Also, when a dealer is taken off the street, there are ready replacements to fill the position. Further, our

system of justice and the costs of law enforcement and corrections create impediments for police work. Finally, the rewards of drug dealing are greater than the punishments.

- ***Community policing changes the character of the neighborhood, both physically and socially.***

Although the drug dealing may not be eradicated, community policing changes the character of the neighborhood in positive ways. The community police become a presence that the dealers must take into account. They become a resource for community members who learn how to get their neighborhoods cleaned up, lights replaced, signs of decay reduced, and, most importantly, to make their presence and opposition visible to drug dealers. Community members are left with an experience of success which becomes a building block for further community rebuilding.

- ***Community policing is not fully accepted in the Wilmington Police Department.***

The community policing model is in many ways antithetical to traditional law enforcement practices and as such has been resisted by policemen who hold to the traditional norms. Community policing is further frustrated by problems including handling the demands of 911 calls (a traditional policing task) while trying to implement a community policing approach, and integrating the community policing model into the norms, values, and policies of the department. The department is responding to these problems by supporting the quadrant system and continuing to support the philosophy of community policing.

At the time of the study, both the community police officers and neighborhood residents were unsure about the future of community policing. The second-year plans for Weed and Seed cut the walking patrol from six to two. The mayor's plans for a new system (the quadrant system) calls for assigning captains, lieutenants, patrol officers, state prosecutors, and probation/parole officers to each section of the city.

The quadrant system holds promise according to the literature on institutionalizing community policing. It is important to make middle-management responsible for community policing, as is required by the Quadrant System, if community policing is to be institutionalized. However, the

walking patrol is an essential component of the model. Without it, community policing will exist in name only.

- ***The walking patrol officers believe that the community policing approach is the most effective way to solve crime problems.***

Every walking patrol officer expressed strong support for the community policing model, both in terms of police effectiveness and job satisfaction. They have found that the personal approach works, and their jobs are more satisfying compared to traditional patrol duty.

The downside comes from feeling that they can never do enough to satisfy community members. The demands on walking patrol officers escalate as responsiveness improves. The complaints not only become more frequent, they also broaden to include complaints that should be addressed to other city departments.

- ***When neighborhood groups, city department heads, and the police work together, tough problems can be solved.***

A successful effort at collaboration to solve an overwhelming multi-faceted community problem (35 people in one house) has become a model approach to solving community problems. Called SPARC (Solving Problems And Restarting Communities), the model is still being used to bring together community organizations and city departments. The model has been revised and is being adopted by the new city administration.

- ***The experience of disrupting open-air drug markets and reducing community disorder teaches citizens they can directly affect the quality of life in the neighborhoods.***

The Eastside Substance Abuse Awareness Program study found that community members define success in terms of events or small changes rather than long-term changes. We found also that small successes and participation in successful events create human capacity for working to rebuild the community from within (Mande, 1993). The Weed and Seed project confirms the finding of the capacity building effects of participating in successful events.

- ***There are losses as well as gains for community members who interfere with the business of the drug dealers.***

In the drug-infested neighborhoods, many community residents strike a bargain with the dealers. Sometimes, residents supplement their incomes by allowing dealers to stash drugs in their homes. Others reach a "you leave me alone: I'll leave you alone" understanding with the dealers. Neighborhood youth may contribute to family support with money earned from working for the dealers.

When the *quid pro quo* is disturbed, community members may be at risk of losing income and/or suffering retribution from the dealers. Fear of losing the support given by the community police officers and the police department can hinder community participation.

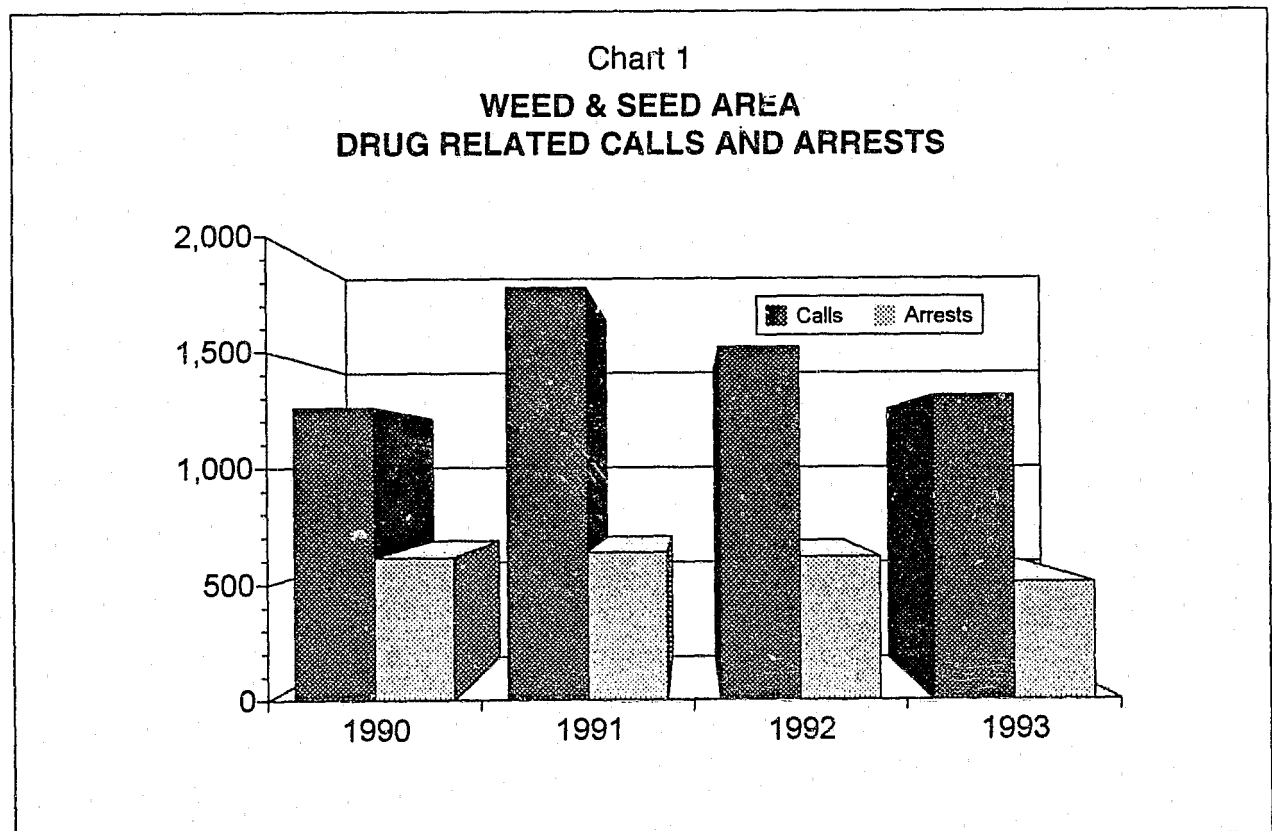
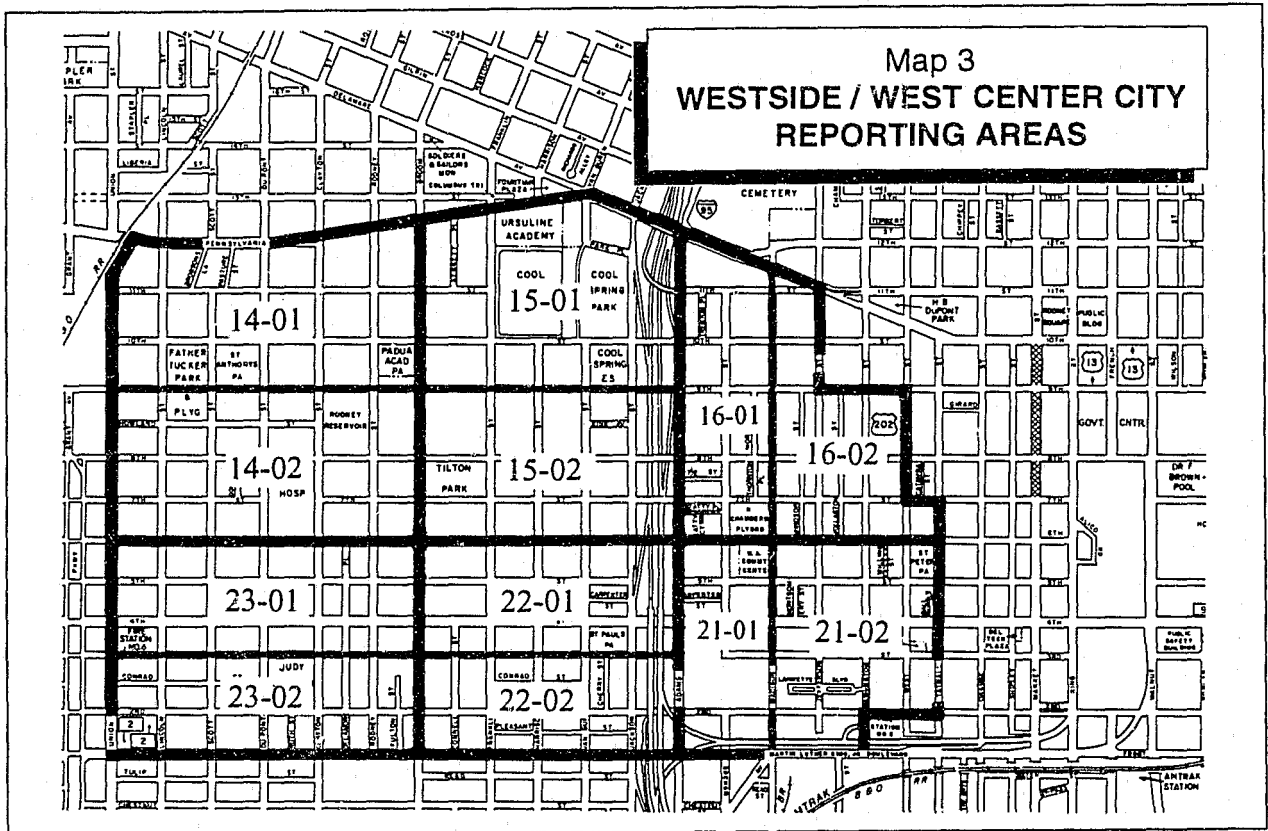
- ***Community members are cynical about the continuing support of the city, state, and federal government.***

The attitudes developed over years of experience with federal grants affect the success of a project during implementation as well as the potential for institutionalizing the change. If the contributions of the walking patrols are discontinued, the cynicism of the people could be reaffirmed and the successes lost (Mande, 1994).

Research Findings - - Time Series Analysis

a. Overall Summary - First 18 Months of Weed & Seed

An analysis of the first 18 months of the Weed & Seed narcotics enforcement effort indicates that it continues to have a positive impact on drug activity within the target area. The data shows that most reporting areas continue to experience reductions in reported drug related incidents. These positive outcomes should be viewed with caution, however, since a resurgence of drug activity appears to have occurred in some areas that showed declines the previous year, and the displacement of drug activity both within the target area and into nearby areas may also be occurring as well.



b. Impact of Weed & Seed Narcotics Enforcement - Trend Analysis

Table 2 and Chart 1 show yearly Weed & Seed area drug related calls and arrests from January 1990 through December 1993. Map 3 shows the Weed & Seed target area divided into the 12 reporting areas that comprise the Westside and West Center City neighborhoods. Chart 2 shows all Weed & Seed area drug related calls by census tract.

Table 2 shows that both the Westside and West Center City neighborhoods experienced a tremendous increase in drug activity in 1990. The rise in reported drug activity was especially apparent in Reporting Area 23-02, where drug related calls rose from 16 in 1989 to 217 in 1990. The intersection of 3rd & Rodney Streets alone accounted for 100 of the 217 calls received from Reporting Area 23-02 in 1990 (46.1 percent). Drug related arrests in the Weed & Seed area also rose from 554 to 613 during this period.

In 1991, the illicit drug problem in the Westside and West City neighborhoods escalated to the point where Reporting Areas 16-02, 22-01, 22-02, and 23-02 actually experienced declines in the number of drug arrests compared with 1990 figures, while drug related calls continued to rise. Drug "hot spots" in 1991 included the intersections of 4th & Franklin Streets, 4th Street & Delamore Place, 5th & Jefferson Streets, 7th & Jefferson Streets and 6th & West Streets.

Weed & Seed was implemented during the second half of 1992. During this year, the level of reported drug activity lessened somewhat in all census tracts within the target area except for Census Tract 22, where drug related calls rose from 545 in 1991 to 738 in 1992. Franklin Street between Lancaster Avenue and W. 4th Street was responsible for 427 of the 738 drug related calls that were received from Census Tract 22 in 1992 (57.9 percent). Drug arrests also fell during this period, from 635 in 1991 to 613 in 1992.

In 1993, nine of the 12 Weed & Seed reporting areas continued to experience declines in reported drug activity. The three exceptions were Reporting Area 16-02, where the number of drug related calls rose from 117 to 245, Reporting Area 23-01, which rose slightly from 103 to 107, and Reporting Area 23-02, where calls increased from 101 to 180. The number of drug related arrests made in the area also continued to decline, from 616 in 1992 to 507 in 1993.

Table 2

WEED & SEED AREA - DRUG RELATED CALLS AND ARRESTS

Area	1990		1991		1992		1993	
	Calls	Arrests	Calls	Arrests	Calls	Arrests	Calls	Arrests
16-01	36	22	146	67	116	42	85	18
16-02	161	74	258	67	117	70	245	131
Census Tract 16 Total	197	96	404	134	233	112	330	149
21-01	23	28	57	46	84	40	37	27
21-02	231	98	317	115	214	113	51	45
Census Tract 21 Total	254	126	374	161	298	153	88	72
West Center City Total	451	222	777	295	531	265	418	221
14-01	1	2	14	5	2	0	1	2
14-02	3	6	12	6	8	3	5	3
Census Tract 14 Total	4	8	26	11	10	3	6	5
15-01	8	5	3	4	3	4	1	4
15-02	37	19	69	16	29	6	16	12
Census Tract 15 Total	45	24	72	20	32	10	17	16
22-01	183	128	338	116	306	104	236	84
22-02	207	85	207	72	432	168	342	104
Census Tract 22 Total	390	213	545	188	738	272	578	188
23-01	152	68	171	71	103	26	107	29
23-02	217	78	186	50	101	40	180	48
Census Tract 23 Total	369	146	357	121	204	66	287	77
Westside Total	808	391	999	340	984	351	888	286
Weed & Seed Area Total	1,259	613	1,776	635	1,515	616	1,306	507

The area surrounding the intersection of 3rd & Rodney Streets saw a resurgence in drug activity in 1993, and Franklin Street between Lancaster Avenue and W. 4th Street continued to be a problem area. Other 1993 drug "hot spots" included the area surrounding the intersection of 7th & Jefferson Streets, W. 4th Street between Franklin Street and Delamore Place, and W. 3rd Street between Van Buren and Rodney Streets.

The law enforcement and community policing components of the Weed & Seed program were implemented on July 1, 1992. Chart 4 shows the number of drug related calls received monthly from the Weed & Seed neighborhoods between January 1990 to December 1993. The bottom trend line and circular symbols represent drug related calls from West Center City, the middle trend line and star shaped symbols represent drug related calls from the Westside, and the uppermost trend line and triangular symbols represent the two areas combined. The lines were created using a computer generated polynomial curve fit algorithm which produces curvilinear "best fit" trend lines for a given set of points or time series.

Two things that are apparent in this chart are 1) that the number of drug related calls tends to increase during the warmer months, and 2) that far fewer drug related calls are received from West Center City area compared with the Westside. The chart shows a significant decline in drug

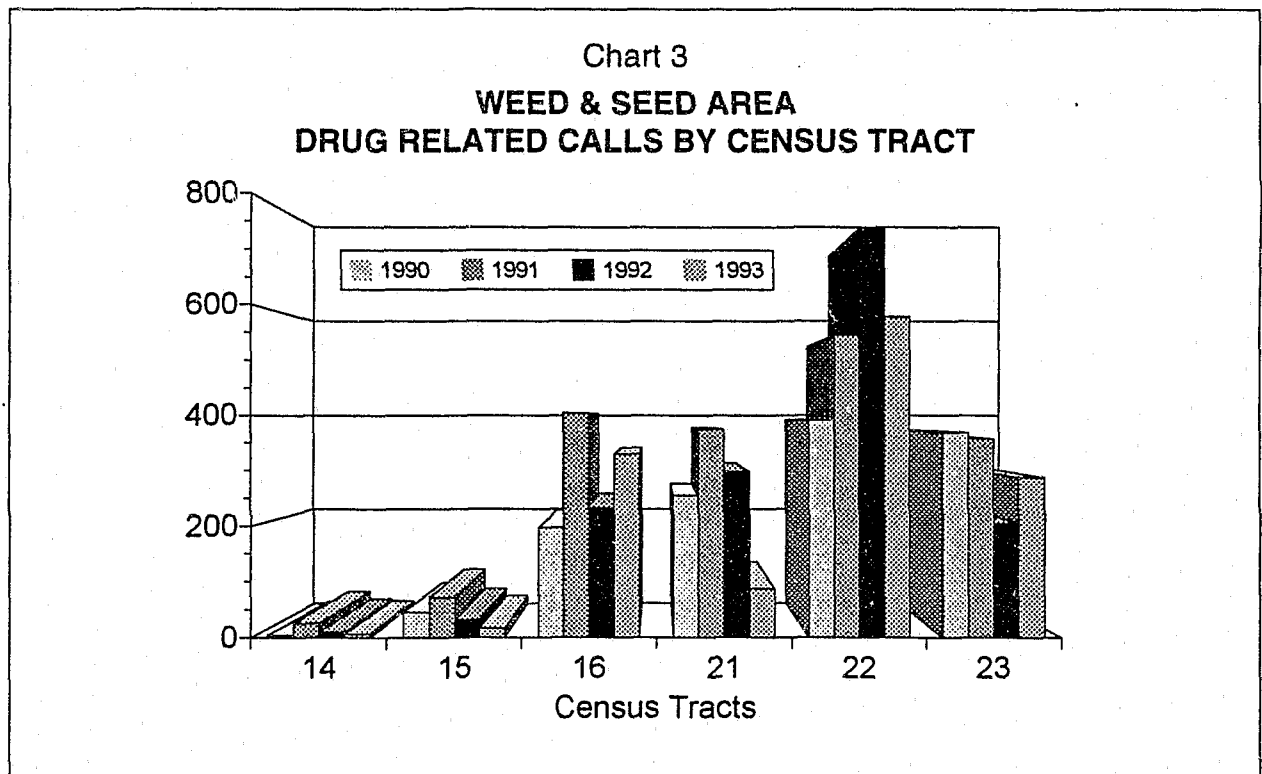
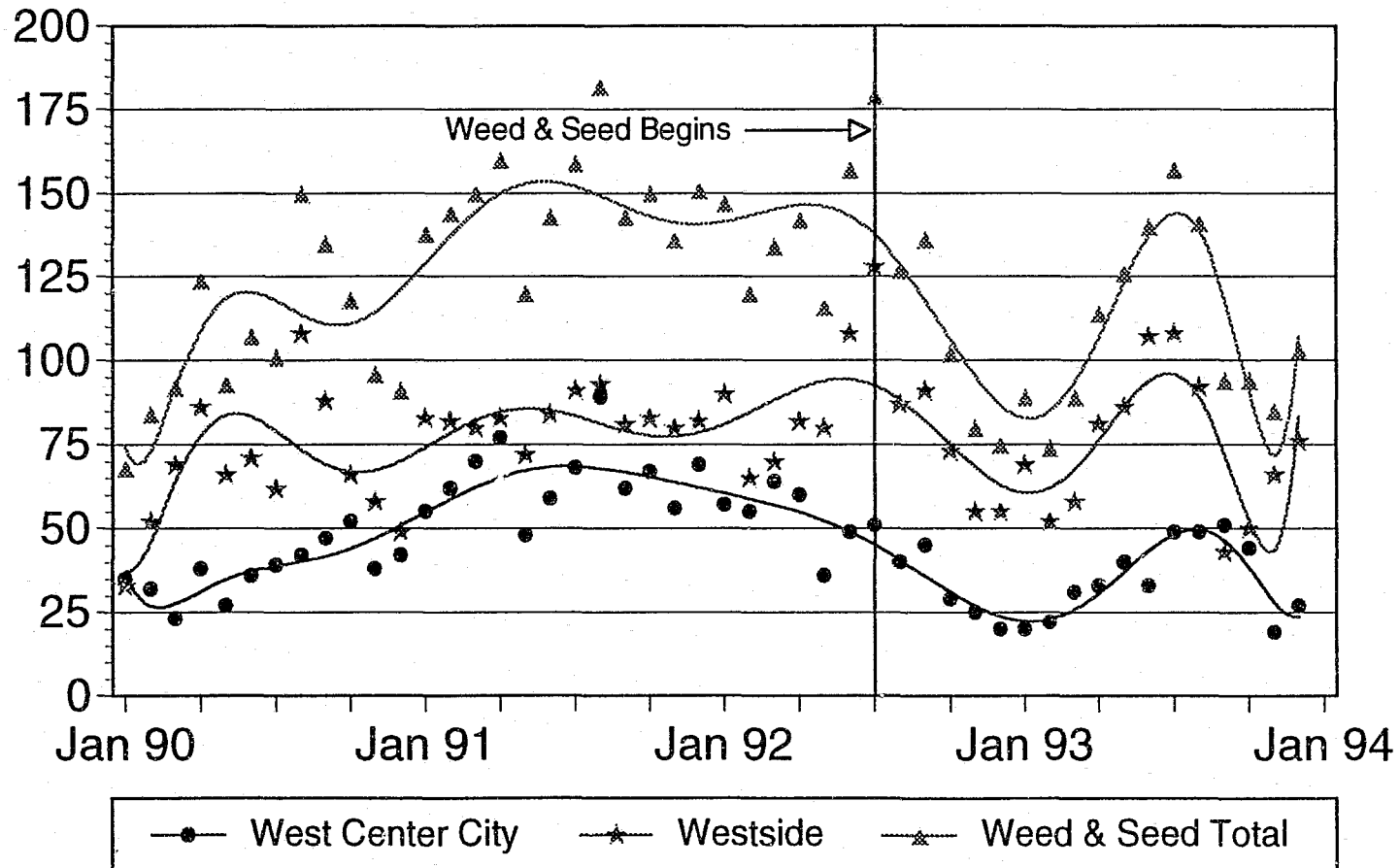


Chart 4

DRUG RELATED CALLS WESTSIDE VS. WEST CENTER CITY



related calls from both areas after the Weed & Seed program began in July 1992. Although this decrease may be in part a result of seasonality, the reduction is much greater than the seasonal drop in the year prior to the implementation of Weed & Seed. The effect of seasonality is again apparent during the spring and summer months of 1993, when the number of drug related calls from both areas rose again, though the increases were far more pronounced in the Westside area than in West Center City. The duration of the peak period appears to be shorter compared with the peak periods in 1991 and 1992, and the seasonal drop for the last quarter of 1993 is even lower than it was for the same period in 1992.

c. Impact of Weed & Seed Narcotics Enforcement - Displacement Effects

Previous studies examining the impact of increased narcotics enforcement on open-air drug activity show that drug markets tend to move into adjacent areas when policing efforts increase (DSAC, 1994). The following section will examine whether a similar effect has occurred as a result of Weed & Seed law enforcement efforts.

Map 4 shows the spatial distribution of drug related calls received from the Weed & Seed target area in 1992 and 1993. The various symbols displayed on the maps represent the number of drug related calls received from that address or location.

In 1992, a total of 1,515 drug related calls were received from the Weed & Seed target area. West Center City accounted for 531 of the total calls received during this period (35 percent) while the Westside was responsible for 495 call (65 percent). The major drug "hot spot" in the West Center City area during this period was the 6th & Jefferson Street area. Map 4 shows a definite clustering of drug activity in the immediate area surrounding this intersection. Other West Center City problem areas in 1992 were Monroe Street between W. 9th and W. 5th Street and W. 6th Street between Washington and Monroe Streets.

The most frequent source of drug related calls on the Westside during this period was Franklin Street between W. 2nd and W. 4th Street. This area alone accounted for 360 of the 984 drug related calls that were received from the Westside in of 1992 (36.6 percent). Most of the Westside's remaining drug "hot spots" in 1992 were located on W. 3rd Street between Rodney and Harrison Streets and W. 4th Street between Delamore Place and Harrison Street.

The image displays two maps of the same urban area, one for the year 1992 and one for 1993. Both maps show a grid of streets and various landmarks. A legend at the top of each map indicates the number of calls represented by different symbols:

- 2 - 4 Calls: Small solid black circle
- 5 - 25 Calls: Small open circle
- 26 - 50 Calls: Small circle with a triangle inside
- 51 - 75 Calls: Small circle with a dot inside
- 76 - 100 Calls: Small circle with a cross inside
- Over 100 Calls: Small circle with a triangle inside a square

The maps show a high concentration of calls in the central and eastern parts of the area, particularly around the Cool Spring Reservoir and Park, and near the Ursuline Academy. The 1993 map shows a slightly different distribution of call locations compared to the 1992 map. The maps also include labels for various streets, parks, and landmarks, such as Father Tucker Park, St. Francis Hosp, and the Ursuline Academy.

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A total of 1,306 drug related calls were received from the Weed & Seed target area in 1993. West Center City accounted for 418 of these calls (32 percent). This represents a 21 percent reduction in calls compared with the previous year. The 1993 map shows that drug activity in the West Center City area became much more dispersed and was not as concentrated on W. 6th Street between Washington and Jefferson Streets, but drug activity also increased a block away on W. 7th Street between Washington and Jefferson Streets during this period

The remaining 888 drug related calls were from West Center City which represents a 9.8 percent reduction compared to 1992 figures. The 1993 map shows that drug activity in the Westside area became more dispersed in 1993, but not to the extent that it did in West Center City. The majority of the drug related calls were still concentrated in the Franklin Street, W. 4th Street, and W. 3rd Street areas. There did appear to be some displacement of drug activity from Franklin Street between Lancaster Avenue and W. 4th Street west to the area bounded by Broom Street, W. 3rd Street, Delamore Place, and W. 4th Street, especially at the intersection of 3rd and Rodney Streets.

d. Weed & Seed Area Drug Arrests

Table 3 displays all Weed & Seed area drug arrests made in 1992 and 1993 broken down by charge. The statistics show that the most common arrest charge in 1993 was delivery/possession with intent to deliver cocaine, followed by possession of cocaine and possession of drug paraphernalia. Cocaine trafficking arrests were up 20 percent compared to 1992 and the number of persons arrested for maintaining a dwelling for the use or sale of drugs was also up by 61.5 percent. This indicates that the police are becoming increasingly successful at identifying residences out of which drugs are sold. Of the remaining arrest charges, delivery/possession with intent to deliver heroin charges rose by 64 percent, delivery/possession with intent to deliver cocaine charges were down 10 percent, delivery/possession with intent to deliver marijuana charges were up 256.5 percent, possession of heroin charges were down 52.9 percent, possession of cocaine charges were down 43.5 percent, possession of marijuana charges rose by 73 percent, possession of drug paraphernalia charges were up 3.9 percent, and possession of a hypodermic needle or syringe were down 65.9 percent.

Table 3

WEED & SEED AREA - DRUG RELATED ARRESTS BY CHARGE

Class.	Offense	1992		1993		Percent Change
		No.	Pct.	No.	Pct.	1992-1993
Fel. B	Trafficking Heroin	0	0.0	0	0.0	-
Fel. B	Trafficking Cocaine	55	5.7	66	7.1	20.0
Fel. B	Trafficking Other Narcotic	0	0.0	0	0.0	-
Fel. B	Trafficking Marijuana	0	0.0	0	0.0	-
Fel. B	Trafficking Other Non-Narcotic	0	0.0	0	0.0	-
Fel. C	PWID / Delivery of Heroin	25	2.6	41	4.4	64.0
Fel. C	PWID / Delivery of Cocaine	351	36.3	316	34.1	-10.0
Fel. C	PWID / Delivery of Other Narcotic	1	0.1	6	0.6	500.0
Fel. E	PWID / Delivery of Marijuana	23	2.4	82	8.8	256.5
Fel. E	PWID / Delivery of Other Non-Narcotic	0	0.0	1	0.1	-
Fel. F	Maintain Dwelling for Use/Sale	39	4.0	63	6.8	61.5
Fel. F	Maintain Vehicle for Use/Sale	33	3.4	32	3.5	-3.0
Fel. F	Maintain Business for Use/Sale	0	0.0	0	0.0	-
Misd. A	Poss. of Heroin	34	3.5	16	1.7	-52.9
Misd. A	Poss. of Cocaine	193	19.9	109	11.8	-43.5
Misd. A	Poss. of Other Narcotic	1	0.1	0	0.0	-100.0
Misd. B	Poss. of Marijuana	37	3.8	64	6.9	73.0
Misd. B	Poss. of Other Non-Narcotic	2	0.2	1	0.1	-50.0
Misd. A	Poss. of Drug Paraphernalia	103	10.6	107	11.5	3.9
Misd.	Poss. of Hypo. Needle/Syringe	41	4.2	14	1.5	-65.9
	Other Charges	30	3.1	9	1.0	-70.0
Total Charges		968	100.0	927	100.0	-4.2
Total Arrests		616	-	506	-	-17.9
Average No. Charges Per Arrest		1.57	-	1.83	-	-

PWID - Possession With Intent to Deliver

Table 4 provides a summary of assets and drugs seized as a result of the Weed & Seed narcotics enforcement effort. As of 4/30/94, \$332,646 worth of illicit drugs have been confiscated, while \$83,626 in cash and \$872,200 in real and personal property have been seized since the program started in July 1992. Because of Weed & Seed, 3,066 grams of cocaine with a street value of \$306,625 and 23.78 grams of heroin worth \$17,084 has been taken out of the neighborhood. Thirty-six vehicles, 18 firearms, nine house and two businesses have also been seized.

e. Illicit Drug Activity in the Weed & Seed Area vs. Other Neighborhoods

Table 5 compares Westside and West Center City drug related calls and arrests with other neighborhoods in Wilmington. The data presented in this table shows that many areas in the city saw a reduction in drug activity in 1992 and 1993. The Boulevard, Riverside, and South Wilmington neighborhoods all experienced a reduction in both the numbers of drug related calls and drug arrests. The Eastside and Central Wilmington, on the other hand, experienced increases in reported drug activity in 1993, and the Eastside also saw a decline in drug related arrests as well.

The Westside continues to have the highest drug related call-in and arrest rates compared with other neighborhoods in Wilmington, and West Center City has the second highest drug arrest rate. However, the number of drug calls received from the Eastside in 1993 surpassed comparable West Center City figures.

As mentioned previously in this report, the Eastside was once the site of community policing activities, including walking patrols, though currently the area is not patrolled by walking officers on a full-time basis. The question as to whether the increasing levels of drug activity on the Eastside is a result of displacement from the Weed & Seed area remains open to speculation, but previous studies on the impact of community policing on drug activity in Wilmington attributed the rapid escalation of drug activity that occurred in the Weed & Seed area during the early 1990's to displacement caused by community policing and increased narcotics enforcement in the Eastside during that period (DSAC, 1994). Therefore, the possibility exists that drug dealers who formerly sold drugs in the Weed & Seed area now believe that the chances of being arrested for selling drugs are less on the Eastside since the area no longer has full-time walking patrols.

Table 4
WEED & SEED AREA SEIZURES - 7/1/92 THROUGH 4/30/94

Items Seized	1992	1993	1994	Total
Cocaine				
Grams	752.60	1,441.25	872.40	3,066.25
Value	\$75,260.00	\$144,125.00	\$87,240.00	\$2,578,499.00
Heroin				
Grams	9.92	13.86	0.00	23.78
Value	\$7,936.00	\$9,147.60	\$0.00	\$17,083.60
Marijuana				
Grams	143.00	1,262.18	37.00	1,442.18
Value	\$1,430.00	\$6,310.90	\$187.50	\$7,928.40
Other Drugs				
Grams	10.00	10.20	0.00	20.20
Value	\$500.00	\$510.00	\$0.00	\$1,010.00
Vehicles				
Number	11	22	3	36
Value	\$28,300.00	\$62,300.00	\$17,500.00	\$108,100.00
Firearms				
Number	3	7	8	18
Value	\$450.00	\$1,250.00	\$2,400.00	\$4,100.00
Houses				
Number	4	4	1	9
Value	\$160,000.00	\$160,000.00	\$40,000.00	\$360,000.00
Businesses				
Number	1	1	0	2
Value	\$200,000.00	\$200,000.00	\$0.00	\$400,000.00
Other Property				
Number	0	0	0	0
Value	\$0.00	\$0.00	\$0.00	\$0.00
Currency	\$21,597.56	\$37,716.16	\$24,313.20	\$83,626.92
Total Value	\$495,473.56	\$621,359.66	\$171,640.70	\$3,560,347.92

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

1994 figures cover the period from 1/1/94 through 4/30/94.

f. Mapping Changes in Drug Activity Over Time

The purpose of this section is to examine the changing patterns of drug related activity within the Weed & Seed area and the City of Wilmington and to assess how these patterns are affected by the police's response to the increasing activity. The following categories were derived by analyzing trend data on drug related calls and arrests for each reporting area and then comparing the most recent year's trend with the previous year. Each category is assigned a color on a map of Wilmington's 90 reporting areas to visually delineate the relative patterns of escalating, de-escalating, or stabilizing levels of drug activity within a given area over a period of time. Moreover, these categories allow the comparison of different neighborhoods in terms of rising or falling levels of drug activity. Following are brief descriptions of each category.

Stable Areas: Areas which fall under this category 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: Areas which fall into this category experienced a simultaneous decline or stabilization in both the number of drug related calls and the number of drug arrests.

Intensive Policing: This category refers to areas where the number of drug related arrests are relatively high compared to the number of drug related calls from the area. This may be an indication that proactive measures were taken by the police to increase narcotics enforcement in an attempt to prevent displacement of drug activity from nearby areas.

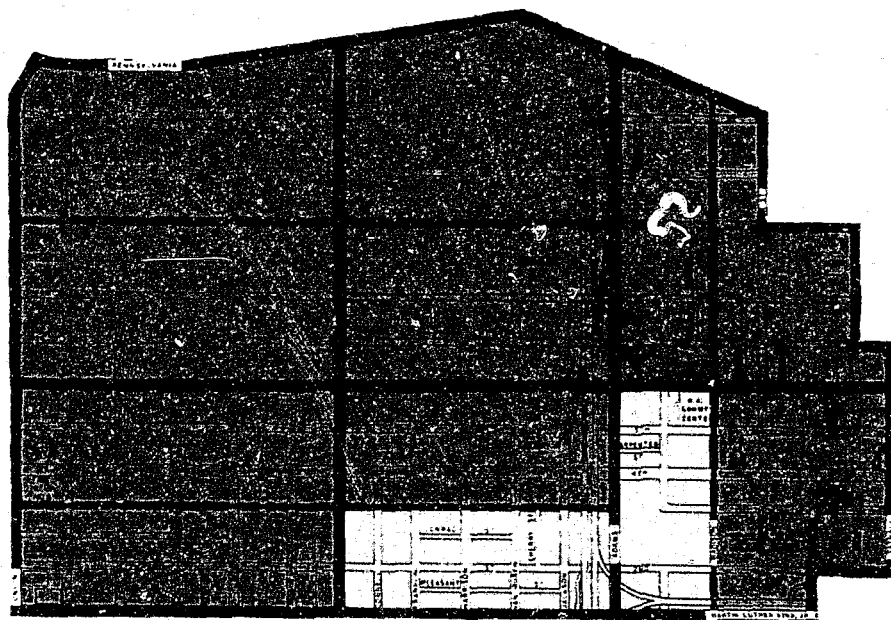
Hot Spots: Areas which fall under this category experienced a simultaneous rise in both drug related calls and arrests. The "hot spot" category also includes areas where the number of drug related calls exceeded 25 per month. Most of these areas are well known illicit drug "hot spots"—places where both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

In Transition: Neighborhoods in this category are best described as being "in transition". The number of drug related calls received from these areas are rising

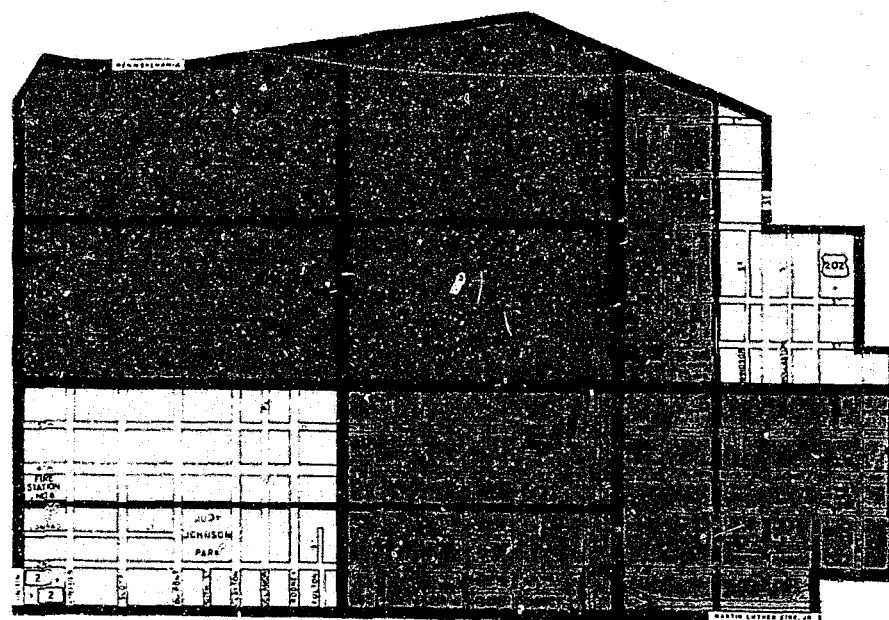
Table 5
DRUG RELATED CALLS AND ARRESTS BY NEIGHBORHOOD

Neighborhood	1990		1991		1992		1993	
	Calls	Arrests	Calls	Arrests	Calls	Arrests	Calls	Arrests
Bancroft Parkway	5	5	2	0	2	2	2	2
Boulevard	206	48	386	103	232	34	184	50
Browntown/Hedgeville	57	28	116	54	112	42	111	83
Central	21	37	45	70	27	39	39	64
Cherry Island	0	3	3	4	0	5	0	1
Delaware Avenue	3	5	14	4	7	4	5	5
Eastside	465	176	728	216	432	185	542	123
Midtown Brandywine	1	4	5	5	1	1	4	1
Northwest	10	10	26	13	11	9	21	10
Price's Run	377	187	633	252	654	169	349	120
Riverside	191	162	272	206	178	77	42	59
Southwest	11	11	26	11	10	3	5	5
South Wilmington	151	75	188	62	80	48	63	37
West Center City	451	222	777	295	531	265	418	221
Westside	808	391	999	340	984	351	888	286
Citywide Total	2,757	1,364	4,215	1,635	3,261	1,234	2,673	1,067
Minus Weed & Seed Area	1,498	751	2,439	1,000	1,746	618	1,367	560

1992



1993



STABLE AREAS - These are reporting areas that consistently have 24 or fewer drug related calls or arrests per year.

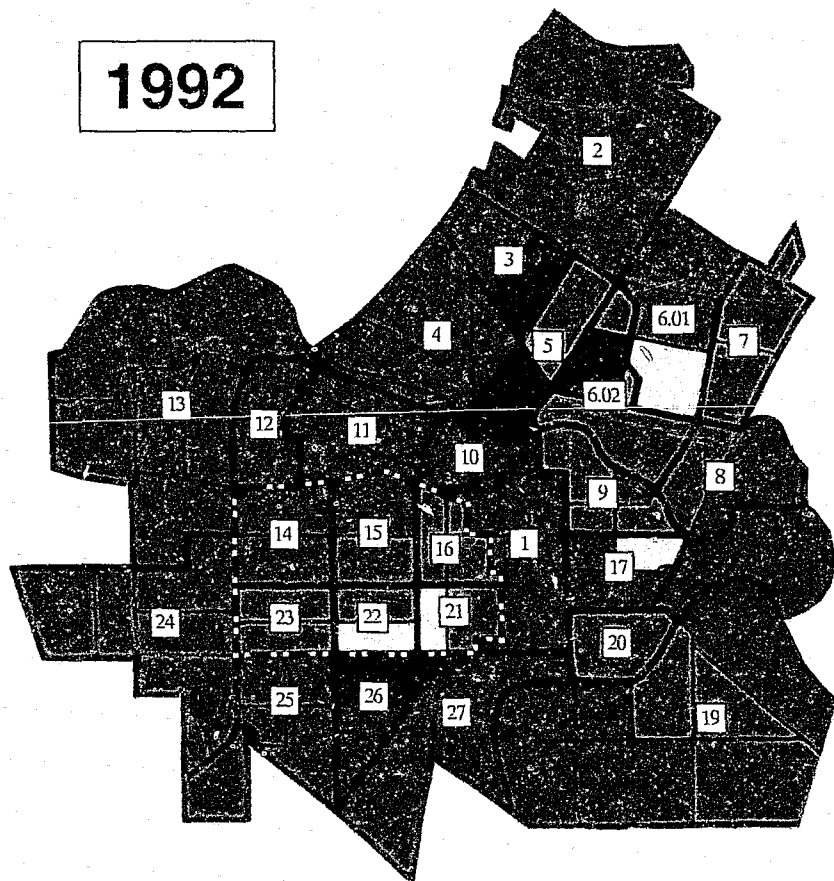


GOOD NEWS - Reporting areas in this category experienced a simultaneous decline in both drug related calls and arrests.

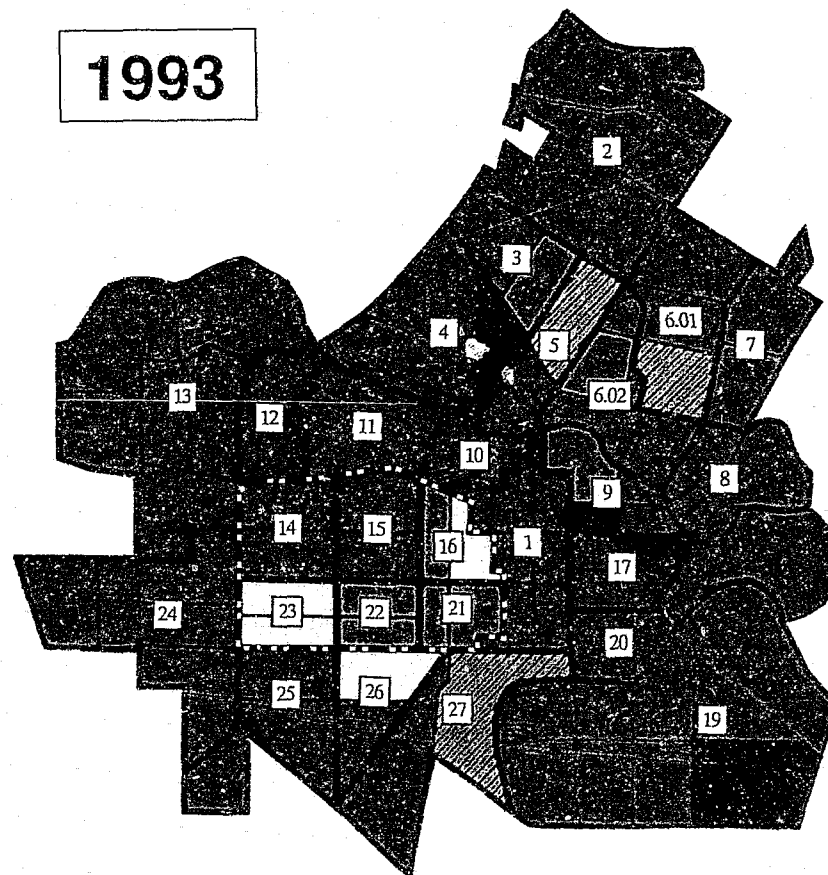


INTENSIVE POLICING - This category refers to areas where the number of drug related arrests exceeds the number of drug related calls.

1992



1993



HOT SPOTS - This category refers to areas where both drug related calls and drug arrests are on the rise.



IN TRANSITION - Reporting areas falling into this category had an increase in the number of drug related calls while arrests in the area remained at the same level.



SATURATED - Areas falling into this category have extremely high drug call-in rates while drug arrests in the area are decreasing.

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: This category is similar to "hot spots" in that both refer to areas with extremely high levels of drug related 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 5 shows the Weed & Seed target neighborhoods divided into reporting areas, with colors representing each category. The 1992 map shows that only two of the 12 reporting areas that lie within the boundaries of the Weed & Seed target area were still experiencing an escalation in drug activity, as indicated by the yellow areas. Much of this decline can be attributed to the Weed & Seed enforcement effort, which began in July 1992.

The 1993 map shows that both areas categorized as "Hot Spots" experienced a decline in drug activity compared with 1992, and drug related calls from Reporting Area 15-02 fell below the two per month threshold, and is now categorized as a "Stable Area", as indicated by the color blue. Three reporting areas which were in the "Good News" category in 1992 experienced an escalation in drug activity, and became "Hot Spots" again. Despite an increase in drug related activity in some areas, the overall trend for drug activity in the Weed & Seed area is downward.

Map 6 shows the entire City of Wilmington broken down by reporting areas. In 1992, twenty-one reporting areas were categorized as "Good News" areas, four areas were "Hot Spots", three were "In Transition", and one was "Saturated". The single saturated area was located in the Price's Run neighborhood.

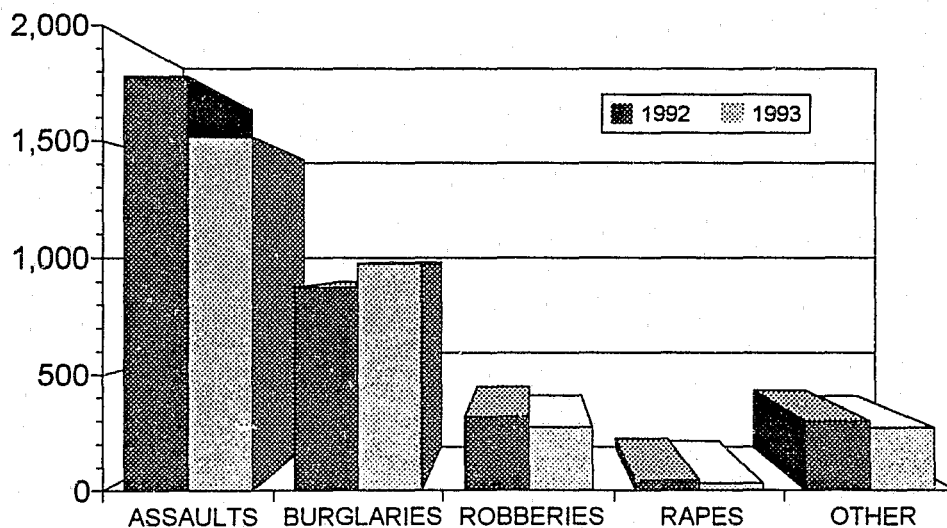
During this period, the Boulevard, Eastside, Riverside, South Wilmington and Westside/West Center City neighborhoods all experienced a decline in drug activity. Community policing in one form or another was implemented in all but one of these neighborhoods; the Eastside and South Wilmington both had walking patrols, and the Riverside area became the site for a police

mini-station. The only exception was Reporting Area 05-02 in the Boulevard area, which saw a dramatic decline in drug related calls and arrests compared with the previous year without community policing activities.

In 1993, eight of the city's 90 reporting areas were categorized as "Good News" areas, three were categorized as "Intensive Policing" areas, three areas were "In Transition", four were "Hot Spots", and one was "Saturated". Twelve areas which were categorized as "In Transition" or "Good News" areas in 1992 had dropped below the two call per month threshold and are now "Stable Areas". Most of these areas are located in the South Wilmington, Riverside, Price's Run, Eastside and Boulevard neighborhoods.

Stepped up law enforcement efforts on the North Market Street area known as "The Strip", in the Eastlake housing project courtyard area referred to as "The Bucket", and in the areas surrounding Price's Run Park is evidenced by the two "Intensive Policing" areas in the Boulevard and Price's Run neighborhoods. In the Eastside neighborhood, Reporting Area 17-02 became a "Saturated" again after making progress during the early 1990's and the E. 9th Street area also

Chart 3
WEED & SEED AREA
VIOLENT CRIME RELATED CALLS FOR SERVICE



experienced a resurgence in drug activity. The police mini-station in the Riverside housing project has been very successful at reducing the number of drug related calls for service from the area—drug related calls received from the two reporting areas which encompass the Riverside housing project dropped below the two call per month threshold and are now in “Stable Area” category.

On a less positive note, drug related calls and arrests are increasing in Reporting Area 26-01, which encompasses the northernmost section of the Browntown-Hedgeville neighborhood. This increase in drug related activity is probably related to the intensified narcotics enforcement efforts in the Weed & Seed target area, which is located directly north of Reporting Area 26-01. Community policing officers have been since been deployed in the Browntown-Hedgeville neighborhood to address the issue of displacement that could occur as a result of Weed & Seed.

g. Violent Crime in the Weed & Seed Area

Table 6 and Chart 3 displays violent crime related calls for service received from the West-side/West Center City area in 1992 and 1993 (including calls made by police officers when they investigate an incident). The Wilmington Police Department received 7.6 percent fewer violent crime related calls for service from the Weed & Seed area in 1993 compared with 1992. A more detailed examination of the data shows that assault related calls received from the area in 1993 were down by 14.8 percent overall compared with the previous year, burglary related calls were up by 11.6 percent overall (except commercial burglaries, which rose by 30.8 percent), robbery related calls were down 14.4 percent overall (although robberies with weapons rose by 18.2 percent), and rape related calls were down by 31.8 percent overall, cutting investigations fell by 34.9 percent, shooting investigations rose by 39.3 percent, offensive touching incidents fell by 2.4 percent, and homicide investigations rose slightly from two in 1992 to three in 1993.

Table 6

WEED & SEED AREA - VIOLENT CRIME RELATED CALLS

Code	Description	1992	1993	% Change
105	Assault in Progress	389	293	-24.7
106	Assault in Progress w/Weapon	30	15	-50.0
145	Assault Investigation	1,362	1,209	-11.2
	Total Assaults	1,781	1,517	-14.8
110	Burglary in Progress - Commercial	39	51	30.8
111	Burglary in Progress - Dwelling	203	226	11.3
170	Burglary Investigation	632	698	10.4
	Total Burglaries	874	975	11.6
165	Robbery Investigation	274	248	-9.5
125	Robbery in Progress	35	13	-62.9
126	Robbery in Progress w/Weapon	11	13	18.2
	Total Robberies	320	274	-14.4
130	Rape in Progress	10	0	-100.0
160	Rape Investigation	34	30	-11.8
	Total Rapes	44	30	-31.8
146	Cutting Investigation	106	69	-34.9
147	Shooting Investigation	28	39	39.3
149	Offensive Touching	164	160	-2.4
157	Homicide Investigation	2	3	50.0
	Total Other	300	271	-9.7
Total Violent Crime Related Calls		3,319	3,067	-7.6

IV. EVALUATION PART II - SEEDING ACTIVITIES

The "Seeding" component of Wilmington's Weed & Seed program consists of 11 programs, the majority of them geared towards youth in the area. It includes three recreation programs, four after-school tutoring programs, computer literacy training, substance abuse education, victim's counseling, and a parenting education program. Most of the programs are operated out of the areas four community centers. The following section describes each program and assesses whether the program's objectives were met during the funding period.

Assessment of "Seeding" Programs

Data Sources

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

A. West Center City Outreach

The West Center City Outreach Counselor is responsible for coordinating the substance abuse education component of Weed & Seed. This individual, who is employed by Brandywine Counseling and Diagnostic Center, disseminates information on substance abuse and HIV/AIDS prevention, gives presentations on substance abuse to law enforcement personnel and residents of the area, and follows-up on referrals made by the community policing officers.

An objective of this program requires that the outreach worker develops a working relationship with the community policing officers. The collaborative nature of the project is exemplified by a "Drug information Day" that was held in July of 1993. In this project, treatment program personnel utilized the police department's mobile mini-station to set up an information booth on one of the area's well-known drug corners where brochures and pamphlets on substance abuse and AIDS were made readily available. Outreach workers engaged in brief discussions about substance with over 250 individuals during the course of the day. Sodas, hot dogs and snacks were also available free of charge. According to monitoring reports, the "Drug Information Day" project was very well received by the community.

Operating Budget

This project was initially funded by a \$10,000 subgrant which was used to pay for the partial salary of the outreach worker from 1/1/93 to 12/31/93. This program was continued with an additional \$1,875 subgrant which extended the program until 3/31/94.

Program Goals and Objectives

According to the West Center City Outreach Worker's subgrant monitoring reports, the individual hired for this position will meet the following objectives:

- 1. At the end of the subgrant it is expected that 25 high-risk Weed & Seed residents will seek substance abuse treatment.**

As of 3/14/94, Brandywine counseling had admitted 26 Weed & Seed area residents into their outpatient treatment program.

- 2. As a result of the outreach, 1,000 Weed & Seed area residents will seek substance abuse education through presentation, health fairs and door-to-door campaigns.**

Over 4,462 individuals received substance abuse information.

- 3. Make contacts with 20 residents per week.**

Although there is no documentation available to verify the number of contacts that the outreach worker had made per week, the monitoring reports clearly suggest that well over 25 contacts were made per week during the funding period.

- 4. Distribute brochures on substance abuse and HIV/AIDS door-to-door in high risk areas within one month of brochure printing.**

The printing and distribution of literature on substance abuse and HIV/AIDS was completed during the first quarter of the subgrant funding period.

B. Victim Counselor

The Victim Counselor provides counseling and social services to crime victims who live in Wilmington's Westside neighborhood. Types of services provided includes crisis counseling, emergency financial assistance, referral to social service agencies and assistance with completing violent crime compensation applications. Before this position was created, the entire city of Wilmington was served by a single victim's counselor who's caseload routinely exceeded 50 cases per day.

Operating Budget

The victim counselor position's initial operating budget of \$35,000 was used to pay for the counselor's salary, benefits and equipment from 10/1/92 through 12/31/93. This program was continued and is currently active.

Program Goals and Objectives

The Victim Counselor subgrant application state that the individual in this position was to meet the following objectives during the project funding period:

- 1. Provide 100 victims of crime with crisis services during the project period.**

The victim counselor provided counseling and referral services to 331 victims residing in the Westside area during the subgrant period.

- 2. Reduce the original counselor's caseload by 15 percent.**

The original victim counselor's caseload was reduced by 39 percent.

C. Expanded Recreation - William Anderson Community Center

In this project, Weed & Seed funds were used to develop a "fitness center" at the William "Hicks" Anderson Community Center in West Center City. This community center was previously deemed as "unsafe" because of open-air drug sales and other illicit activities that were taking place in the immediate area surrounding the center. The program aims to attract young adults into the facility in order to increase their awareness of other resources provided by the center, such as job search assistance and preventive health screenings. To increase the level of

safety within and around the center, this project specified that the Weed & Seed community policing officers would participate in the center's recreation programs for at least two hours per week and would be involved with recruiting residents to take advantage of the center's facilities.

Operating Budget

The project cost of \$25,000 was used to pay for exercise equipment and the salaries of a part-time fitness coordinator and two part-time fitness instructors.

Program Goals and Objectives

The Expanded Recreation subgrant application states that the following objectives should be met during the funding period:

- 1. Register 50 new youth and 50 new adult participants within one year.**

This goal was met during the first quarter of the project period.

- 2. Involve community policing officers in at least two recreation programs per week.**

Quarterly progress reports indicate that this objective has been met although no formal documentation is available to verify how often the officers participate in recreation programs.

D. Weed & Seed Recreation Program - Latin American Community Center

This program offers structured recreation and cultural programming to adolescents and young adults who reside in the Hilltop area. The program is intended curb excessive loitering in the area by providing an alternative to hanging out on street corners during the evening hours. Activities offered include sports, weight lifting, table games, dance, music, crafts and cooking.

Operating Budget

The program's operating budget of \$25,000 covered the period from 7/1/92 through 9/14/93. These funds were used to pay salaries for a part-time project director, two part-time activities coordinators, a part-time program clerk, and two part-time activity aides. This program was continued at the same funding level and is currently active.

Program Goals and Objectives

The Latin American Community Center Weed & Seed Recreation Program subgrant application states that the following objectives will be met:

1. **One-hundred and seventy-five (175) youths and adults will participate in recreation and cultural activities to be offered two evenings a week and on Saturday afternoon.**

A total of 625 youths and adults have participated in recreation and cultural activities at LACC during the project period.

2. **Two-hundred (200) youths will participate in daytime socio-cultural and recreation activities during the summer months.**

According to the most recent quarterly progress report, only 125 youths had participated in summer recreation and socio-cultural activities.

E. Weed & Seed Program - West End Neighborhood House

The West End Neighborhood House Weed & Seed Program offers multi-racial/ethnic programming for young adults between 18 and 22 years old. Activities offered include team sports, aerobics classes, self-defense instruction, a body sculpting program, teen rap sessions, and field trips to various movies, plays, cultural events, etc.

Operating Budget

The operating budget for this program was \$25,000 for the period from 7/15/92 through 7/15/93. These funds were used to salaries for a part-time recreation instructor, an aerobics instructor, a self defense instructor, a rap session facilitator, and a cultural instructor, travel expenses for bus excursions, supplies, and equipment. This program was continued with a subgrant of \$30,000 which will cover the cost of the program until 7/15/94.

Program Goals and Objectives

According to The West End Neighborhood House Weed & Seed Program subgrant application, program will meet the following objective:

- 1. Recruit 250 young adults to participate in the program.**

According to quarterly progress reports,, well over 250 young adults had participated in some or all of the programs offered during the initial funding period.

F. Weed & Seed Tutoring Program - William Anderson Community Center

This program is designed address the lack of programming in the West Center City area for “latchkey” children. It offers individualized tutoring, homework assistance, and computer-assisted instruction during the academic year for students in grades 1-7. The educational curriculum is supported by drug prevention, health and fitness, parenting, and career exploration workshops. Student progress is monitored by administering standardized WRAT tests and reviewing student report cards. Instructors also maintain weekly progress reports for each student. The program operates Monday through Thursday from 3 pm to 8:30 pm.

Operating Budget

The WHACC Weed & Seed Tutoring Program was funded by a subgrant of \$9,965, which was used to purchase computer equipment, educational software, testing materials, and office supplies. This program was continued for the current academic year at the same funding levels.

Program Goals and Objectives

The WHACC Weed & Seed Tutoring subgrant application states that the program will meet the following objective:

- 1. Register a minimum of 50 students into the program.**

According to quarterly progress reports, thirty-three students participated in this program during the first funding period.

G. Weed & Seed Tutoring - Latin American Community Center

This program offers tutoring and homework assistance to Hispanic students living in the Hilltop area. The tutoring coordinator works closely with school system administrators, teachers and parents to identify the student’s strengths and weakness’, and his or her curriculum is adjusted accordingly. Parents are continuously updated on the student’s progress and are notified of

missed sessions or behavioral problems. Parents are also encouraged to utilize any additional supportive services offered by LACC if needed. The program operates Monday through Thursday from 3 pm to 7 pm.

Operating Budget

The program's initial operating budget of \$9,965 was used to pay partial salaries for five tutors and the Tutoring Coordinator for the period from 9/8/92 through 10/11/93. This program was continued into the current academic year at the same funding levels.

Program Goals and Objectives

The LACC Weed & Seed Tutoring Program subgrant applications states that the following objectives should be met during the funding period:

- 1. Provide tutoring and homework assistance to a minimum of 75 students during the funding period.**

One hundred and twenty-seven (127) students received tutoring during the 1992-93 school year and 150 students participated in Homework Hall.

- 2. Eighty percent of participants will improve at least one letter grade in the subject being tutored.**

Ninety-five (95) percent of students who participated in tutoring for at least six weeks improved at least one letter grade in the subject tutored.

- 3. Ninety percent of the participating students should successfully complete the school year.**

Ninety-eight (98) percent of students who participated in tutoring were promoted to their next grade level.

H. Weed & Seed Tutoring Program - West End Neighborhood House

This program offers individualized and computer-assisted tutoring, homework assistance, and GED preparation for youths living in the target area. Tutors work closely with teachers, who are encouraged to provide input concerning the student's academic performance. Student progress

is monitored by reviewing report cards. Educational field trips for participants are also provided. The program operates Monday through Thursday from 3 pm to 8 pm.

Operating Budget

The operating budget for this program was \$11,265 which covered the period from 9/1/92 to 12/31/93. These funds were used to pay the salary for a part-time instructor, to purchase testing materials, books, and supplies, and to pay transportation costs for student field trips. This program was continued for the current year at the same funding level.

Program Goals and Objectives

The West End neighborhood House Weed & Seed Tutoring subgrant application states that the program should meet the following objectives:

- 1. Register a minimum of 50 Weed & Seed area youths into the program.**

Fifty-one Weed & Seed area youths participated in the program.

- 2. Improve the academic performance of 75 percent of the students enrolled in the program by a minimum of one grade level.**

Seventy-six percent of the program participants improved their academic performance by at least one grade level.

I. Computer Assisted Tutoring Program - Hilltop Lutheran Neighborhood Center

This program provides one-on-one tutoring assistance to teenage students grades 7-12 who are considered "at risk" of not completing high school, and targets both high school drop-outs as well as those currently enrolled in school. Student progress is monitored by reviewing student report cards. Tutoring sessions are held for three hours per night, Monday through Thursday.

A unique aspect of this program is an "intense education" component that provides additional educational experiences to the most academically talented participants. During the last funding period, students selected for the intense education component were able to participate in a

number of special programs, seminars and workshops, including the Model United Nations Program and the Youth In Government Program.

Operating Budget

The program's initial operation budget of \$9,965 covered the period from 10/1/92 through 12/31/93, and was used to pay salary for a part-time program assistant, travel expenses for "intense education" activities, and supplies. This program was continued into the current academic year at existing funding levels.

Program Goals and Objectives

The subgrant application for the Hilltop Lutheran Neighborhood Center Computer assisted tutoring program states that the program should meet the following objectives:

- 1. Register 100 students in the program.**

A total of 133 students participated in the program during the initial funding period.

- 2. Assist ten high school drop-outs at returning to school or acquiring a GED.**

According to subgrant monitoring reports, six high school drop-outs either re-enrolled in school or decided to acquire a GED as a result of the program.

- 3. Provide additional educational experiences to youths with leadership potential.**

This program provided a number of educational experiences for program participants including:

- a Model United Nations session that was held in Hershey, Pennsylvania where five students were selected to represent the country of Uganda. Approximately 600 students from New York, Pennsylvania, Maryland, and Delaware participated in this event,
- a "College Recruitment Day", where students had an opportunity to discuss future ambitions with representatives from 20 area colleges,

- a "Youth in Government" program at the state capitol (Dover). One participant was recognized as a top delegate and was selected to represent Delaware at the National Youth in Government Conference,
- a series of workshops entitled "Reducing Anger Positively" (RAP),
- appearances on a local teen-oriented program called "Teen Spotlight".

Participants have also taken part in several drug prevention workshops, career presentations, and youth forums.

J. Early Computer Whiz Program - West Center City Day Care Center

This program offers computer-assisted learning activities for pre-K and Kindergarten aged children and their parents. The intent is to introduce children to computers at a young age so that they will feel comfortable with computers as they grow older. Sessions are held twice daily throughout the week—7 am to 12:15 pm and 3:45 pm to 5:30 pm Monday through Friday. Homework assistance is provided Monday through Thursday from 4 pm to 5:30 pm. The program also includes drug prevention abuse and family-oriented workshops and presentations for students and their parents.

Operating Budget

The program's operating budget of \$7,575 was used to provide computer orientation and training for program staff and to purchase computer equipment, educational software, and testing materials, and supplies. This program received a continuation grant for the same amount to cover costs for the current year.

Program Goals and Objectives

The Early Computer Whiz subgrant application states that the program will meet the following objectives:

1. **Enroll at least 100 students into the program.**

Approximately 60 children are enrolled in the program during the first funding period.

2. Provide monthly drug prevention workshops for students and their parents.

Although workshops were held during the initial funding period, they were not held on a monthly basis.

K. Weed & Seed Parenting Project - West End Neighborhood House

This program offers parenting workshops and support groups for teen and adult parents who live in the Weed & Seed target neighborhood. The program is designed to provide families with opportunities to improve their life management, parenting skills and emphasizes increasing the parent's knowledge of their child's developmental needs. The program also provides developmentally appropriate materials (books and toys) to families who might otherwise have little or no access to these resources. Program activities are held at all four area community centers.

Operating Budget

The program's operating budget of \$46,425 was used to pay the salaries of a full-time program coordinator and part-time aides, for outside contractual services, travel expenses, and supplies. This program was not continued.

Program Goals and Objectives

The Weed & Seed Parenting Project subgrant application states that the following objectives will be met during the funding period:

- 1. Provide 50 teenage parents and 50 pregnant teenagers with parenting classes.**

Of the 151 individuals who participated in the program, 42 participants were teenagers and the remaining 109 participants were adults.

V. SUMMARY AND CONCLUSION

This 18 month report shows that Wilmington's Weed & Seed program has made significant progress since it was implemented in July 1992. The program continues to have an impact on the area's illicit drug markets. The pre-post analysis shows that the number of drug related calls received from most of the reporting areas which encompass the Weed & Seed target neighborhoods continue to fall. It appears that a considerable amount of displacement of illicit drug activity may have occurred as a result of the Weed & Seed narcotics enforcement effort. This displacement has occurred both within the boundaries of the Weed & Seed area and outside to nearby neighborhoods, more specifically, to the Eastside and Browntown-Hedgeville areas. Some areas within the boundaries of the Weed & Seed target area that experienced reductions in illicit drug activity when the Weed & Seed program first began saw a resurgence in drug activity in 1993, especially in the area surrounding the intersection of 3rd & Rodney Streets. In addition, most categories of violent crime related calls for service received from the Weed & Seed area are down compared with 1992 figures. One exception is the number of reported burglaries, which rose in 1993.

This report also provided an overview of the "Seeding" programs that were established with Weed & Seed funds. Most of these programs were implemented as planned, and with few exceptions, continue to provide services to the target population. Although the impact of these programs is not easily quantified, it is clear that these programs are attracting many of the area's youths by offering a number of wholesome alternatives to hanging out on the streets, thereby reducing their exposure to some of the neighborhood's more unsavory elements. The fact that Weed & Seed area youths continue to participate in the programs must undoubtedly be considered a positive outcome.

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