

**CITY OF WILMINGTON
WEED & SEED PROGRAM EVALUATION**

First Interim Report

June 1993



STATE OF DELAWARE
EXECUTIVE DEPARTMENT

Statistical Analysis Center
60 The Plaza
Dover, DE 19901

1844781

144781

**U.S. Department of Justice
National Institute of Justice**

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by

Delaware Statistical Analysis Ctr./
BJA/U.S. Department of Justice

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.

This report is supported under Award #92-MUCX0014, Bureau of Justice Assistance, United States Department of Justice.

Points of view expressed in this document are those of the authors and do not necessarily represent those of the U.S. Department of Justice.

State of Delaware Document 10-07-03-93-05-06

144781

CITY OF WILMINGTON
WEED & SEED PROGRAM EVALUATION

June 1993

Prepared By:

Richard J. Harris, Research Specialist II
Michele Reynolds, Research Assistant
Jack O'Connell, Director
Delaware Statistical Analysis Center

ACKNOWLEDGEMENTS

Special thanks to Chief Samuel Pratcher and Captain Richard Andress of the Wilmington Police Department, Ingrid French, Program Coordinator for the Weed & Seed program, Thomas Quinn and James Kane of the Delaware Criminal Justice Council, William Carpenter, U.S. Attorney for Delaware, and Tom McDonough, Deputy U.S. Attorney.

TABLE OF CONTENTS

Acknowledgements

| | |
|--|-----------|
| I. Introduction | 1 |
| Program Goals and Objectives | 3 |
| Area Description | 5 |
| II. Weed & Seed Project Summary | 9 |
| Law Enforcement | 9 |
| Corrections | 10 |
| Prosecution | 10 |
| Substance Abuse Treatment | 11 |
| Victims | 11 |
| Recreation | 12 |
| Tutoring | 13 |
| Parenting Skills Training | 14 |
| III. 6-Month Evaluation | 15 |
| Methodology | 15 |
| Research Findings | 17 |
| Summary | 29 |
| References | 35 |

I. INTRODUCTION

Operation Weed & Seed represents a collaborative effort between law enforcement, various government agencies and community organizations to combat illicit drugs and related crime in several of the nation's inner-city neighborhoods. Implemented in 1991 by the U.S. Department of Justice, the program was envisioned as a comprehensive, multi-agency approach to combatting violent crime, substance abuse and gang activity in high-crime neighborhoods. The Weed & Seed strategy involves four basic elements:

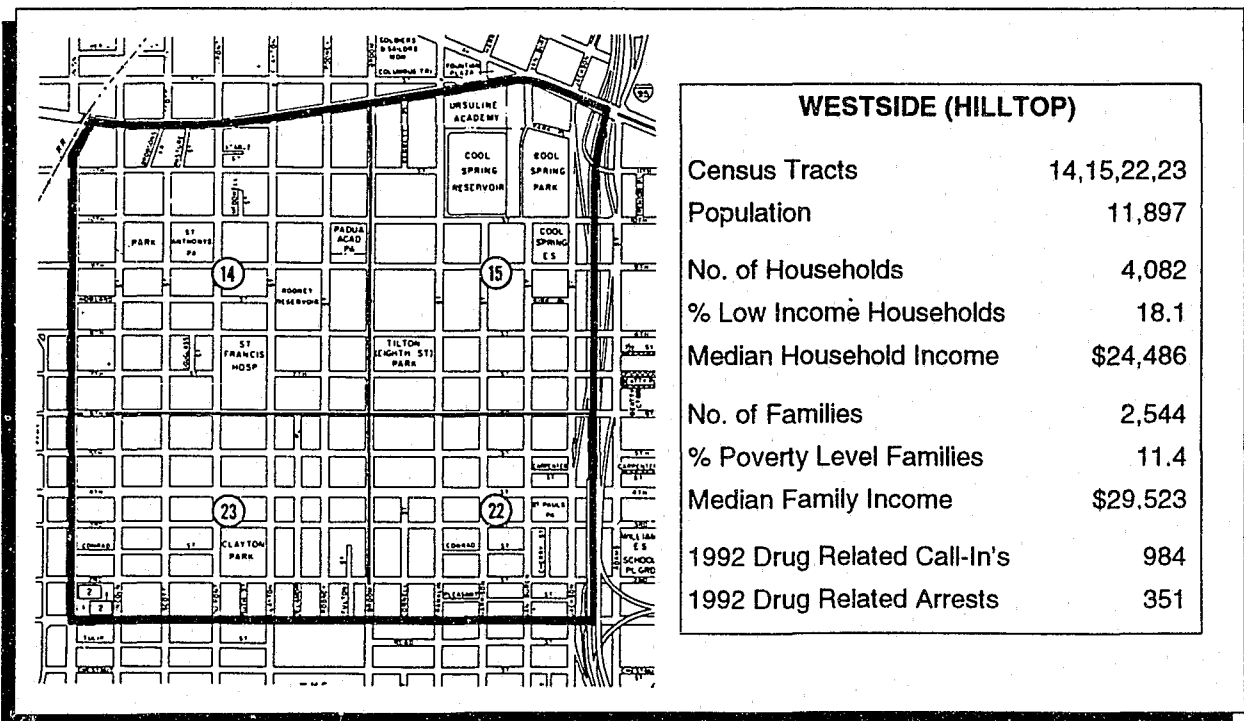
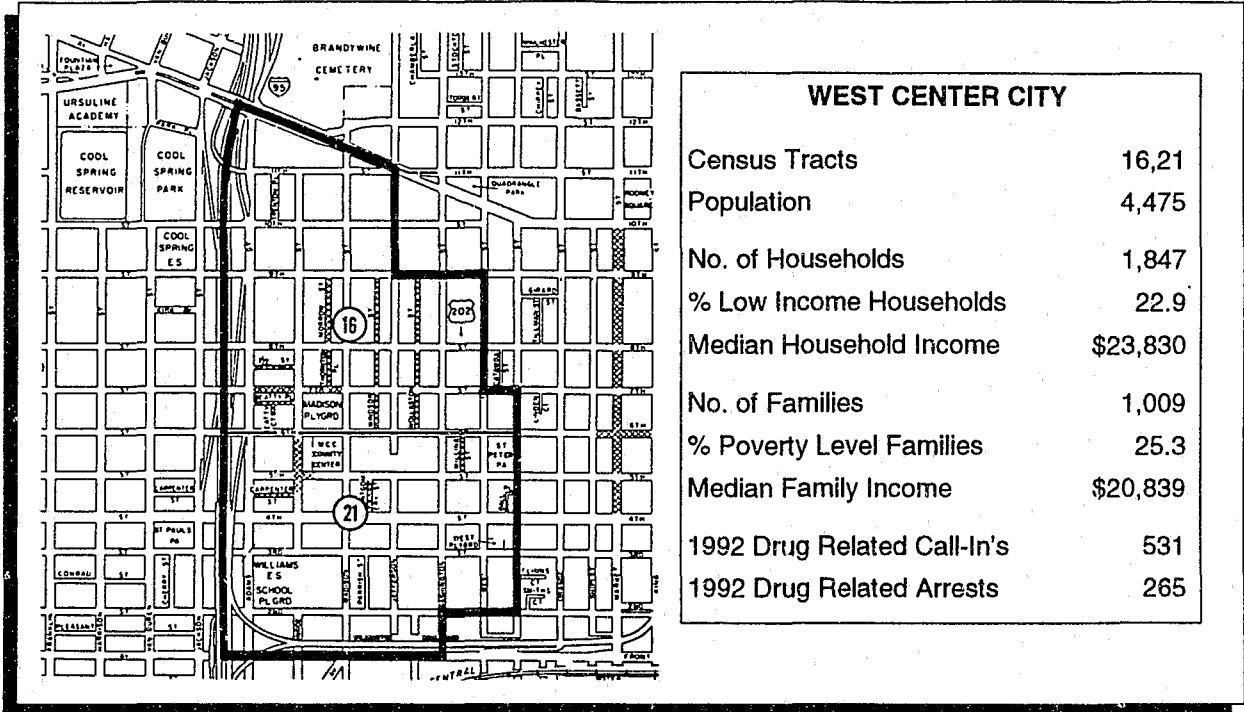
1. *Suppression* - Law enforcement will "weed out" the most violent offenders by coordinating and integrating the efforts of Federal, State and local law enforcement agencies in targeted high-crime neighborhoods.
2. *Community-Oriented Policing* - Local police departments should implement community policing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

In Wilmington, Delaware, two neighborhoods were selected as Weed & Seed sites - West Center City and the Westside (Hilltop). Wilmington Police Department statistics indicate that drug problems in these two neighborhoods are especially severe compared with other neighborhoods in Wilmington. In 1991, over 42% of all drug related call-in's received by the Wilmington Police Department dispatch room were from the West Center City and Westside neighborhoods, and approximately 39% 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.²

There is also evidence to suggest that the area is being targeted by New York City drug dealers. In 1990, a resident of the Westside was killed and an innocent bystander was wounded in a shooting incident committed by a member of a New York City drug gang. In 1991, a major drug bust involving a crack cocaine manufacturing and distribution network took place in the West Center City area. In this case, both defendants involved in the bust were New York City residents. During this period, the number of drug related call-in's from the Westside and West Center City areas rose at an unprecedented rate. The statistics also show that drug arrests in some parts of these neighborhoods actually declined in 1991, which may indicate that the police were overwhelmed by the level of drug activity that was taking place.

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 1992, major Westside drug "hot

spots” were N. Franklin Street between W. 2nd and W. 6th Streets, W. 3rd Street between N. Clayton and N. Van Buren Streets, and W. 4th Street between N. Rodney and N. VanBuren Streets. In the West Center City area, 1992 drug “hot spots” include N. Monroe Street between W. 5th and W. 9th Streets, Jefferson Street between W. 6th and W. 7th Street, and W. 6th Street between Washington and N. Madison Streets.



Program Goals and Objectives

Research into the area of drugs, crime, and communities finds that inner-city neighborhoods with severe drug problems tend to be similar in many respects. For example, limited interaction between the police and area residents often results in the police being viewed as outsiders with little or no ties to the community. Interrelated social and economic factors such as intergenerational poverty and welfare dependency, inflated school drop-out and unemployment rates, and the perpetuation of a sub-culture that revolves around the use and sale of drugs facilitate the formation of illicit drug economies, while a lack of positive role models and recreation opportunities for area youths leads to excessive loitering and provides opportunistic drug traffickers with a pool of idle youths who could potentially serve as look-out's, drug runners and lower-level drug dealers.³

During the planning stage of Wilmington's Weed & Seed program, specific goals and objectives were developed to address some of the problems and issues that face inner-city communities like the Westside/West Center City area. Following are 24 goals and objectives that serve as the foundation upon which Wilmington's Weed & Seed strategy was based.

- Objective 1: Provide six walking officers (Community Police) 240 hours per week in the Weed & Seed target area for the length of the program.
- Objective 2: Community police will attend two neighborhood meetings per month in the target area and direct patrols based on citizen input.
- Objective 3: Refer 200 citizens to appropriate social service programs during the life of the project.
- Objective 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).
- Objective 5: Provide 100 victims of crime with crisis services during the project period.
- Objective 6: Target seven specific corners where illicit drug activity drastically affects neighborhood life.
- Objective 7: Train 15 police officers and 25 residents in community policing.
- Objective 8: Forfeit all property utilized by drug traffickers in the delineated area and return 75 percent for community policing.
- Objective 9: Provide intensive supervision to 50 probation/parole clients who live in the area.
- Objective 10: Conduct a minimum of 24 drug rallies during the project.
- Objective 11: Provide a minimum of 200 youths with individualized tutoring/GED preparation during the project.
- Objective 12: Provide staff support for all community meetings.
- Objective 13: Provide a continuum of drug treatment for a minimum of 100 citizens including N.A., A.A., outpatient and inpatient care. Treatment will be culturally sensitive to African and Hispanic Americans.

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

| | Westside | | | | West Center City | | | | Wilmington | | | |
|---|----------|-------|----------|-------|------------------|-------|----------|-------|------------|-------|----------|-------|
| | 1980 | | 1990 | | 1980 | | 1990 | | 1980 | | 1990 | |
| Race | 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 | 5,179 | 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 | - |

- Objective 14: Provide 1,000 adult citizens with drug education.
- Objective 15: Provide 50 teenage mothers and 50 pregnant teenagers with parenting classes. Provide 200 additional parents with parenting education.
- Objective 16: Develop a service manual for programs to be utilized by citizens in the area.
- Objective 17: Provide "Rites of Passage" to a minimum of 100 African-American youths for building of identity and self-esteem.
- Objective 18: Provide recreational/cultural programs for 500 area residents between the ages of, 18 and 22 years old.
- Objective 19: Conduct a housing needs assessment and implement a strategy to rehabilitate vacant housing in the area.
- Objective 20: Provide a minimum of 1,000 youths with recreational\cultural activities during the summer months of 1992 and 1993.
- Objective 21: Give presentations on job training assistance to groups of residents at least four times during the project.
- Objective 22: Provide training for at least four teams of mediators and establish citizen mediation (dispute resolution) for 100 referrals during the project year.
- Objective 23: Provide an additional 100 kindergarten children with Head Start or after school day care programs.
- Objective 24: Provide transportation to and from Boys and Girls Club programs for residents of the Wilmington Housing Authority's scattered sites in the area.⁴

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.

According to the 1990 Census of Population and Housing, the median household incomes in 1989 for the Westside and West Center City areas were \$24,486 and \$23,830 respectively. These 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.

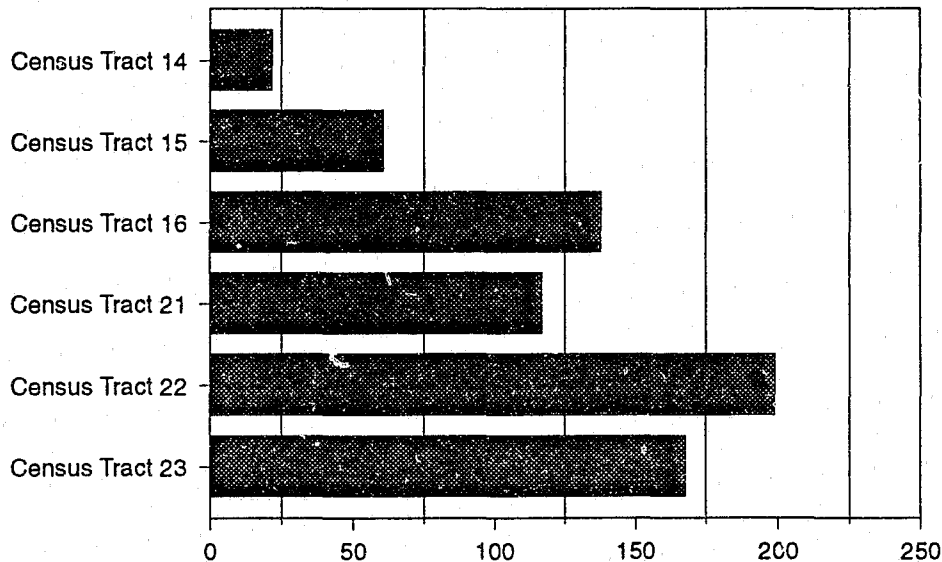
In comparison, the median family income for the Westside is nearly equal to the citywide figure. Median family and household incomes for Census Tracts 14 and 15 are approximately equal to or above comparable citywide figures. These two census tracts represent the more affluent areas of the Westside. 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.⁵

Both neighborhoods are characterized by diversity in terms of both the population's ethnicity and socio-economic 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, Quaker Hill south of W. 4th Street, Trinity Vicinity, Little Italy - 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 \$150,000 townhouses and historic renovations to single-family detached homes costing \$300,000 or more. At the other extreme, 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), three parochial schools (St. Anthony's, St. Peter's, and St. Paul's), two private schools (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-run service center (Porter State Service Center), and a hospital (St. Francis). The streets that define the northern and western boundaries of the area, Pennsylvania Avenue and N. Union Street, are primarily commercial districts. 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.

Chart 1
POVERTY LEVEL FAMILIES BY CENSUS TRACT



II. WEED & SEED PROJECT SUMMARY

In July 1992, Delaware was awarded a total of \$1,100,000 in federal grant monies to implement the Weed & Seed program. Following are brief descriptions, performance objectives and budget summaries for each project that was established in the Weed & Seed target area as a result.

Program Area: Law Enforcement

- ***Weed & Seed Enforcement***

Project Description - This project provides funding for nine officers from the Wilmington Police Department's Drug, Organized Crime and Vice Division - six drug investigators, two corporals, and one sergeant/supervisor. Strategies utilized in this effort include long-term investigations, surveillance, undercover purchases of drugs, and the use of informants.

The officers will initially 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 of the project is to arrest, prosecute and seize the assets of area drug dealers, actions which may eventually lead to a reduction in drug arrests, citizen complaints, and violent crime in the area.

Performance Objectives - A minimum of 200 drug dealers will be arrested during the project period, with a 95% conviction rate resulting from those arrests. A minimum of 25% of the convictions will be for drug trafficking.

Budget Summary - The total 1992-93 budget request for the Weed & Seed enforcement project was \$182,700. All but \$26,500 of the funds were earmarked for personnel costs. Of the balance, \$6,500 was earmarked for anticipated overtime court costs and the remaining \$20,000 was used as buy money for drugs.

- ***Weed & Seed Community Policing***

Project Description - 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. The intent is to provide high visibility and a proactive policing strategy within the target area.

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.

A total of six full-time police officers are funded through this project (five patrolmen and one sergeant). The officers assigned to this project work closely with the three committees assigned to oversee the project - the Neighborhood Action Committee, the Law Enforcement Committee, and the Executive Committee. Funding was also provided for the purchase of six radios in order to enhance communication between the officers and the central radio dispatch (WILCOM).

Performance Objectives - Community police will attend two neighborhood meetings per month, refer 200 citizens to appropriate social service agencies, train 15 police officers and

25 residents in the community policing concept, participate in 15 drug rallies, participate in recreation programs for at least one hour per week, and participate in vocational/educational programs within the neighborhood.

Budget Summary - The 1992-93 budget request for the Weed & Seed community policing officers is \$439,316. Of this total, \$424,316 is earmarked for salaries/benefits and \$15,000 is allocated towards equipment, radios, etc..

Program Area: Corrections

- ***Weed & Seed Probation/Parole Officer***

Project Description - 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.

It is anticipated that this program will result in a reduction in technical violations, a reduction in the time frame between violations and court actions for serious violations, and increased client participation in treatment, job training and education programs.

Performance Objectives - Provide intensive supervision to 50 probation and parole clients who live in the target neighborhood. The maximum caseload should not exceed 25 clients.

Budget Summary - The 1992-93 budget request for the Weed & Seed probation/parole officer position totaled \$50,000. In addition to the officer's salary (15 months @ \$27,300 per year plus benefits), funds were provided to purchase two personal computers (approximately \$1,500 each), two modems (approximately \$500 each), one printer (approximately \$500) and the appropriate telephone lines and equipment that will enable the officer to interface his computers with the Department of Correction's information system. An additional \$200 was also allocated for computer and office supplies.

Program Area: Prosecution

- ***West Side Prosecutor***

Project Description - This project provides funding to hire an additional Deputy Attorney General who is assigned to work exclusively with defendants who are arrested in the West-side/West Center City area. The predominant focus of this project is the prosecution of serious drug offenders, and efforts are made to seize any real or personal property obtained from drug-related profits.

Additional responsibilities of the prosecutor assigned to this project 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.

Performance Objectives - Prosecute 100 drug offenders during the first 15 months, assist law enforcement agencies with at least 15 drug investigations, provide legal advice and assistance to law enforcement agencies in 40 cases, provide legal services in 15 cases involving forfeitures, and maintain a 95% conviction rate.

Budget Summary - The total 1992-93 budget request for the Westside Prosecutor position is \$75,000. In addition to salary and benefits, this amount entails conference fees (\$400), travel expenses for conferences (\$1,220), a computer and office equipment (\$3,810), supplies (\$1,050), and operating expenses (\$1,180).

Program Area: Substance Abuse Treatment

• West Center City Outreach

Project Description - This project provides funding to hire a bilingual outreach worker who will disseminate information on substance abuse treatment to residents of the Weed & Seed target neighborhood. This individual is also responsible for printing and distributing a brochure on substance abuse, 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.

The outreach worker, who is employed by Brandywine Counseling and Diagnostic Center, will dedicate approximately 40-50% of his working hours towards this project.

Performance Objectives - Meet with community police at least once per month, distribute brochures door-to-door in high risk areas within one month of printing, make contacts with 20 residents per week, give six 90 minute drug education presentations. By the end of the grant period, 1,000 Weed & Seed residents should receive substance abuse education and/or referral services.

Budget Summary - The 1992-93 budget request totals \$10,000 - \$7,200 for salary, \$2,160 for benefits, \$430 for supplies, and \$180 for travel expenses.

Program Area: Victims

• Victim Counselor

Project Description - 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.

Performance Objectives - Provide a minimum of 35 victims of crime with the above mentioned services each quarter.

Budget Summary - The total 1992-93 budget request for the Weed & Seed victim's counselor is \$28,688. Of this total, \$25,761 is earmarked for salary and benefits and the remaining \$2,500 was used to purchase a computer and supplies.

Program Area: Recreation

• *Expanded Recreation - William Anderson Community Center*

Project Description - This project provides 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 will participate in recreation programs at the center least two times per week and will assist staff at recruiting area residents for the fitness center. Two part-time fitness center instructors, a part-time fitness center coordinator and a part-time nutrition counselor staff the program.

Performance Objectives - Recruit and register 30 participants between the ages of 15 and 25 within the first six months and recruit and register 10 WCASA families within the first six months of the project.

Budget Summary - The 1992-93 budget request for this project is \$25,000. The project's largest expense is exercise equipment - \$18,845. Of the remaining funds, \$5,098 is earmarked for salaries and fringes, and \$1,057 is earmarked for rubber floor matting.

• *Latin American Community Center Recreation Program*

Project Description - This program addresses the problem of limited recreational opportunities for youths who live within the Weed & Seed target area. The 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 to be offered include sports, weight lifting, table games, cooking, sewing, dance, aerobics, music, arts and crafts. The project also provides funding to hire a part-time project director, two part-time activities coordinators, a receptionist/program clerk, and two part-time activity aides.

Performance Objectives - 175 youths and adults will participate in recreation and cultural activities to be offered two evenings a week and on Saturday afternoon. 200 youths will participate in daytime socio-cultural and recreation activities during the summer months.

Budget Summary - The total 1992-93 budget request for this program was \$25,000, which was used to cover personnel costs (\$18,138), supplies (\$2,062), a personal computer (\$1,700), operating expenses (\$1,800), and miscellaneous expenses (\$1,300).

• *West End Neighborhood House Weed & Seed Program*

Project Description - 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 a weekly Rites-of-Passage program and field trips to various plays, dinner shows, artistic exhibits, etc.. Staffing for this project includes recreation, aerobics, cultural, and self-defense instructors, and a Rites-of Passage facilitator.

Performance Objectives - Recruit 125 young adults to participate in the program.

Budget Summary - The 1992-93 budget request for this project is \$25,000. Personnel costs for the five part-time positions total \$14,410. The balance of the funds are used for bus rentals and travel costs (\$2,780), recreation and office supplies (\$5,075), and exercise equipment (\$2,485).

Program Area: Tutoring

• *Weed & Seed Tutoring Program - West End Neighborhood House*

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

Performance Objectives - Register a minimum of 50 youths into the program. Improve the academic performance of 95% of the students enrolled in the program (grades 1 - 12) by a minimum of one grade level.

Budget Summary - The 1992-93 budget request for the West End Neighborhood House Weed & Seed Tutoring Program is \$9,060. Of this total, \$5,030 is earmarked for salary and fringes, \$205 for transportation costs, \$400 for two printers, and the remaining \$3,425 was used to purchase books, software, office supplies and teaching aids.

• *Computerized Tutorial Program - William Anderson Community Center*

Project Description - This program provides 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.

Performance Objectives - Register a minimum of 50 students into the program.

Budget Summary - The total 1992-93 budget request for the this project is \$9,965. Of this total, \$8,065 was used to purchase 3 IBM-compatible computers and the remaining \$1,900 was used for software and other supplies.

• *Weed & Seed Tutoring Program - Hilltop Lutheran Neighborhood Center*

Project Description - This project provides educational assistance to students 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.

Performance Objectives - Register 100 students and ten drop-outs into the program.

Budget Summary - The 1992-93 budget request totals \$9,965 - \$8,320 in personnel costs to hire a part-time program assistant, \$1,200 for travel costs, and \$444 for supplies.

• *Weed & Seed Tutoring - Latin American Community Center*

Project Description - This project provides 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.

Performance Objectives - Improve the academic performance of 75 students. Ninety percent of the participating students should successfully complete the school year.

Budget Summary - The total 1992-93 budget request for this project is \$9,965. Of this total, \$9,697 goes towards costs and \$268 is allocated for travel expenses.

- *Early Computer Whiz Program - William Anderson Community Center*

Project Description - This project introduces pre-K and Kindergarten aged students to computers and software by providing after school and Saturday computer learning sessions for students and their parents.

Performance Objectives - Enroll at least 100 students into the program.

Budget Summary - The 1992-93 budget request for this project is \$7,575. All but \$200 of the total was used to purchase computer equipment, software and supplies. The balance was used to hire a consultant to orient and train staff on the use of the computers and software.

Program Area: Parenting Skills Training

- *Weed & Seed Parenting Project - West End Neighborhood House*

Project Description - This project 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.

Performance Objectives - Provide 50 teenage parents and 50 pregnant teenagers with parenting classes. Provide an additional 200 parents with parenting education/information.

Budget Summary - The total 1992-93 budget request is allocated as follows: personnel costs - \$32,109; contractual/technical assistance - \$3,300; travel expenses - \$1,560; supplies - \$9,206; operating expenses - \$250.

III. 6-MONTH EVALUATION

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 drug offenders compared with regular patrols alone. The purpose of this analysis is to determine the impact of the first six months of the Weed & Seed program's law enforcement effort on illicit drug activity in the target area.

Methodology

An objective of this evaluation is to determine whether drug activity in the Weed & Seed target area is on the rise, declining, or remaining at roughly the same level. Two measures are used in this analysis to estimate the level of drug activity in the area - the number of drug related call-in's received by the Wilmington Police Department and the number of drug related arrests.

Changes within 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 how conditions were prior to the date that the program began it was necessary to obtain data on drug related call-in's and arrests prior to the program start date. Therefore, the observation period for this study begins on January 1989, approximately three and one-half years before the Weed & Seed program was implemented.

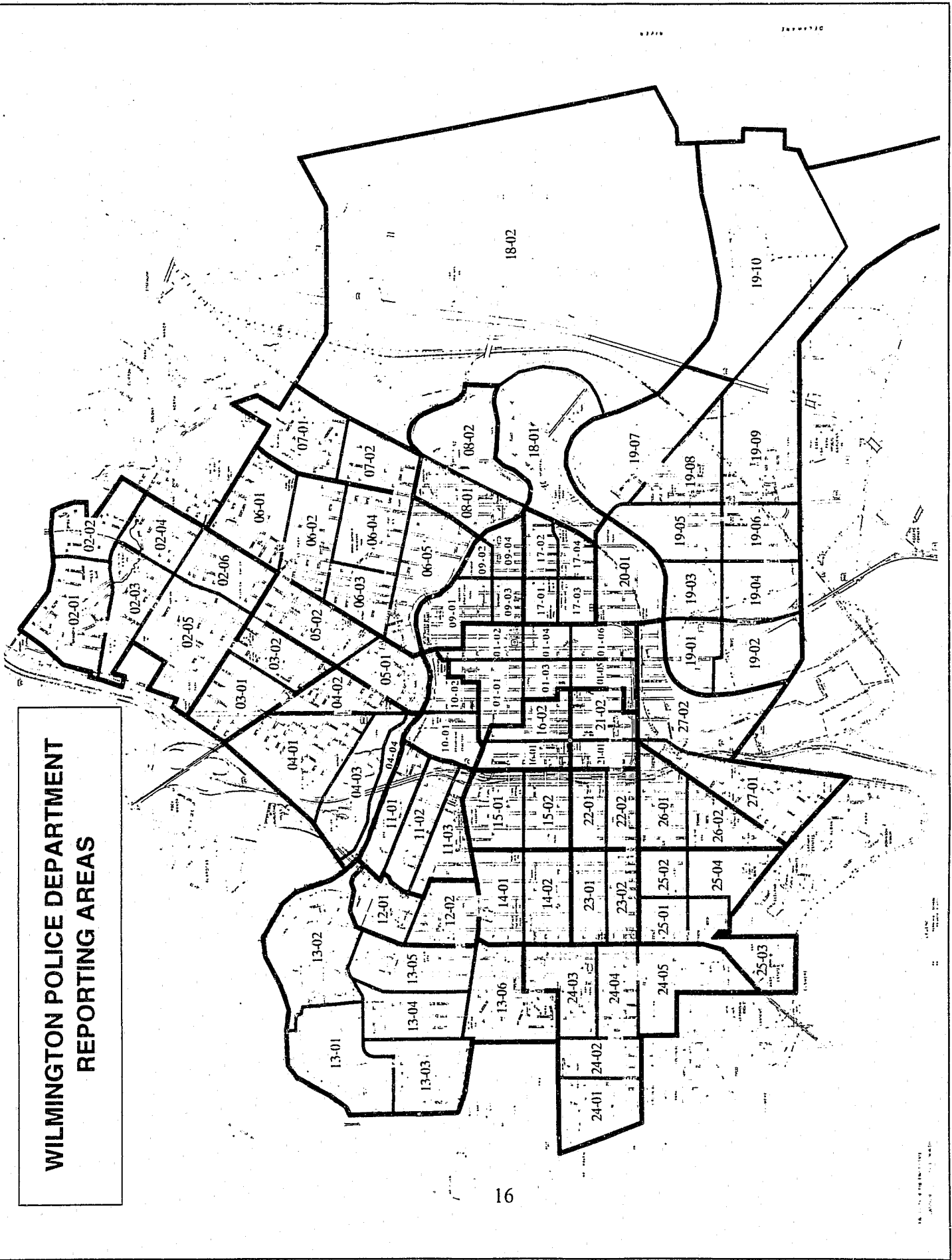
a. Data Sources

Data on the number of drug related arrests and call-in's made from January 1987 through December 1992 were compiled 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.

A similar database has also been developed exclusively for 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 additional information such as trial date, sentencing date, disposition of arrest charges, etc., that is being used to track the offender through the criminal justice system.

Data on drug related call-in's were compiled from computerized records maintained by the Wilmington Police Department. Two types of call-in's fall under the category of "drug related" - Drug Sales and Drug Law Violations. Information in the drug call-in database include the type of call-in, location of the call-in and the time when the call was received by police.

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 to be



**WILMINGTON POLICE DEPARTMENT
REPORTING AREAS**

confused with Wilmington Police Department *reporting districts*, which tend to cover a much larger area (see Map 2).

b. Coding Discrepancies

During our analysis we discovered differences between the figures used in this report and those of the police department, particularly at the reporting area level. These discrepancies are a result of differences in the methods that were used for coding areas which fall on a boundary dividing two or more reporting areas. Specifically, when assigning a code to the location of a call-in or an arrest which falls on a boundary, the police department routinely assigns the code of the reporting area that is located closest to the police department's headquarters. In comparison, the method used for this analysis was to assign the areas that fall on a boundary with the code of contiguous reporting areas that have historically been the sites of the most drug activity.

c. Missing Data

In 1991, the Wilmington Police Department replaced the computer equipment used to record data on the number of call-in's 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 that were extrapolated from the data that was available (May through December, 1991).

Research Findings

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

An analysis of the first six months of Weed & Seed program indicates that the program is having a positive impact on the target area. The data shows significant reductions in reported drug related incidents in all but the toughest areas. Of particular interest is the fact drug arrests are on the decline overall but the number of address-specific drug arrests are increasing. This indicates that the police are becoming more successful at identifying drug houses and reflects a growing emphasis on raiding specific residences in addition to the traditional street corner busts. The positive outcomes resulting from this change in police tactics can be attributed to improvements in the quality of information that the police are receiving from residents and informants.

Displacement within the target area has not, at this stage, appeared to be a problem, but it must be recognized that the Wilmington Police Department has had 2 to 3 years of previous experience with community policing and problems related to displacement in other neighborhoods.

b. Illicit Drug Activity in the Weed & Seed Area

Table 2 shows all Weed & Seed area drug related call-in's and arrests from January 1989 through December 1992. 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 call-in's rose from 16 in 1989 to 217 in 1990. The intersection of 3rd & Rodney Streets alone accounted for 100 of the 217 call-in's received from Reporting Area 23-02 in 1990 (46 percent).

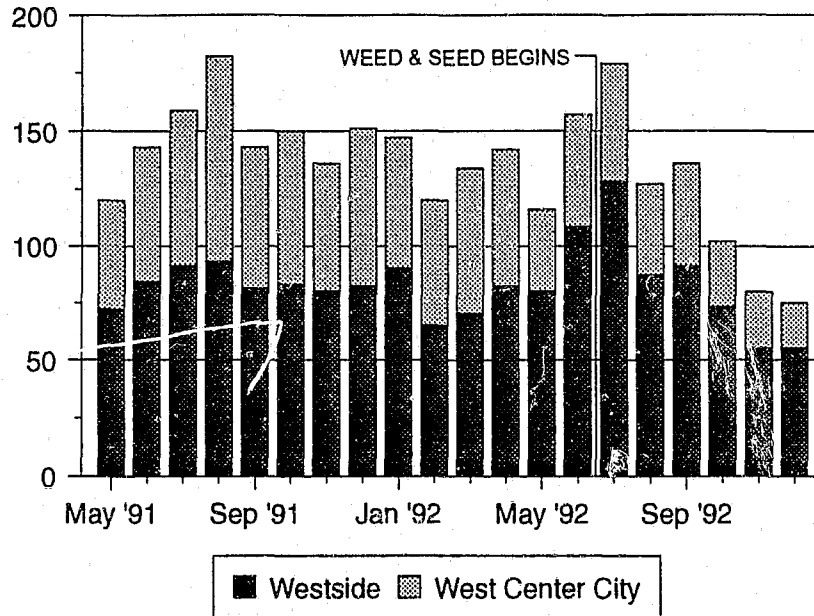
In 1991, the drug problem in the Westside and West City neighborhoods escalated to the point where reporting areas 16-02, 22-01, 22-02, and 23-02 actually saw a decline in the number of

Table 2

WEED & SEED AREA - DRUG RELATED CALL-IN'S AND ARRESTS

| Area | 1989 | | 1990 | | 1991 | | 1992 | |
|------------------------|-------|---------|-------|---------|-------|---------|-------|---------|
| | Calls | Arrests | Calls | Arrests | Calls | Arrests | Calls | Arrests |
| 16-01 | 21 | 21 | 36 | 22 | 152 | 67 | 116 | 42 |
| 16-02 | 65 | 54 | 161 | 74 | 267 | 67 | 117 | 70 |
| Census Tract 16 Total | 86 | 75 | 197 | 96 | 419 | 134 | 233 | 112 |
| 21-01 | 24 | 33 | 23 | 28 | 59 | 46 | 84 | 40 |
| 21-02 | 167 | 175 | 231 | 98 | 324 | 115 | 214 | 113 |
| Census Tract 21 Total | 191 | 208 | 254 | 126 | 383 | 161 | 298 | 153 |
| West Center City Total | 277 | 283 | 451 | 222 | 802 | 295 | 531 | 265 |
| 14-01 | 1 | 4 | 1 | 2 | 14 | 5 | 2 | 0 |
| 14-02 | 1 | 9 | 3 | 6 | 14 | 6 | 8 | 3 |
| Census Tract 14 Total | 2 | 13 | 4 | 8 | 28 | 11 | 10 | 3 |
| 15-01 | 1 | 3 | 8 | 5 | 3 | 4 | 3 | 4 |
| 15-02 | 15 | 8 | 37 | 19 | 71 | 16 | 29 | 6 |
| Census Tract 15 Total | 16 | 11 | 45 | 24 | 74 | 20 | 32 | 10 |
| 22-01 | 87 | 114 | 183 | 128 | 350 | 116 | 306 | 104 |
| 22-02 | 44 | 51 | 207 | 85 | 216 | 72 | 432 | 168 |
| Census Tract 22 Total | 131 | 165 | 390 | 213 | 566 | 188 | 738 | 272 |
| 23-01 | 120 | 63 | 152 | 68 | 177 | 71 | 103 | 26 |
| 23-02 | 16 | 19 | 217 | 78 | 192 | 50 | 101 | 40 |
| Census Tract 23 Total | 136 | 82 | 369 | 146 | 369 | 121 | 204 | 66 |
| Westside Total | 285 | 271 | 808 | 391 | 1037 | 340 | 984 | 351 |
| Weed & Seed Area Total | 562 | 554 | 1259 | 613 | 1839 | 635 | 1515 | 616 |

Chart 2
WEED & SEED TARGET AREA
MONTHLY DRUG RELATED CALL-IN'S



drug arrests compared with 1990 figures, while drug related call-in's from the area continued to increase during the same period. Drug "hot spots" in 1991 include the intersections of 4th & Franklin Streets, 4th Street & Delamore Place, 5th & Jefferson Streets, 7th & Jefferson Streets and 6th & West Streets.

In 1992, the level of reported drug activity lessened somewhat in all census tracts within the target area except Census Tract 22, where drug related call-in's rose from 566 in 1991 to 738 in 1992. N. Franklin Street between Lancaster Avenue and W. 4th Street was responsible for 427 of the 738 drug related call-in's that were received from Census Tract 22 in 1992 (58 percent).

The law enforcement and community policing components of the Weed & Seed program were implemented on July 1, 1992. Chart 2 shows the number of drug related call-in's received monthly from the Weed & Seed neighborhoods between May 1991 to December 1992. The chart shows a decline in drug call-in's after they peaked in July 1992. At this time, it is too soon to determine whether this decline is a result of the Weed & Seed policing effort or whether it reflects a reduction in outdoor drug activity because of the colder weather. An analysis of 1993-94 data will provide a sufficient time frame that will permit us to distinguish whether reductions in reported drug activity are in fact a result of the policing effort.

c. Displacement Effects

Previous studies examining the impact of increased police presence on drug activity show that drug markets tend to move into adjacent areas when policing efforts increase.⁶ The purpose of

Map 3

2 - 4
Call-In's

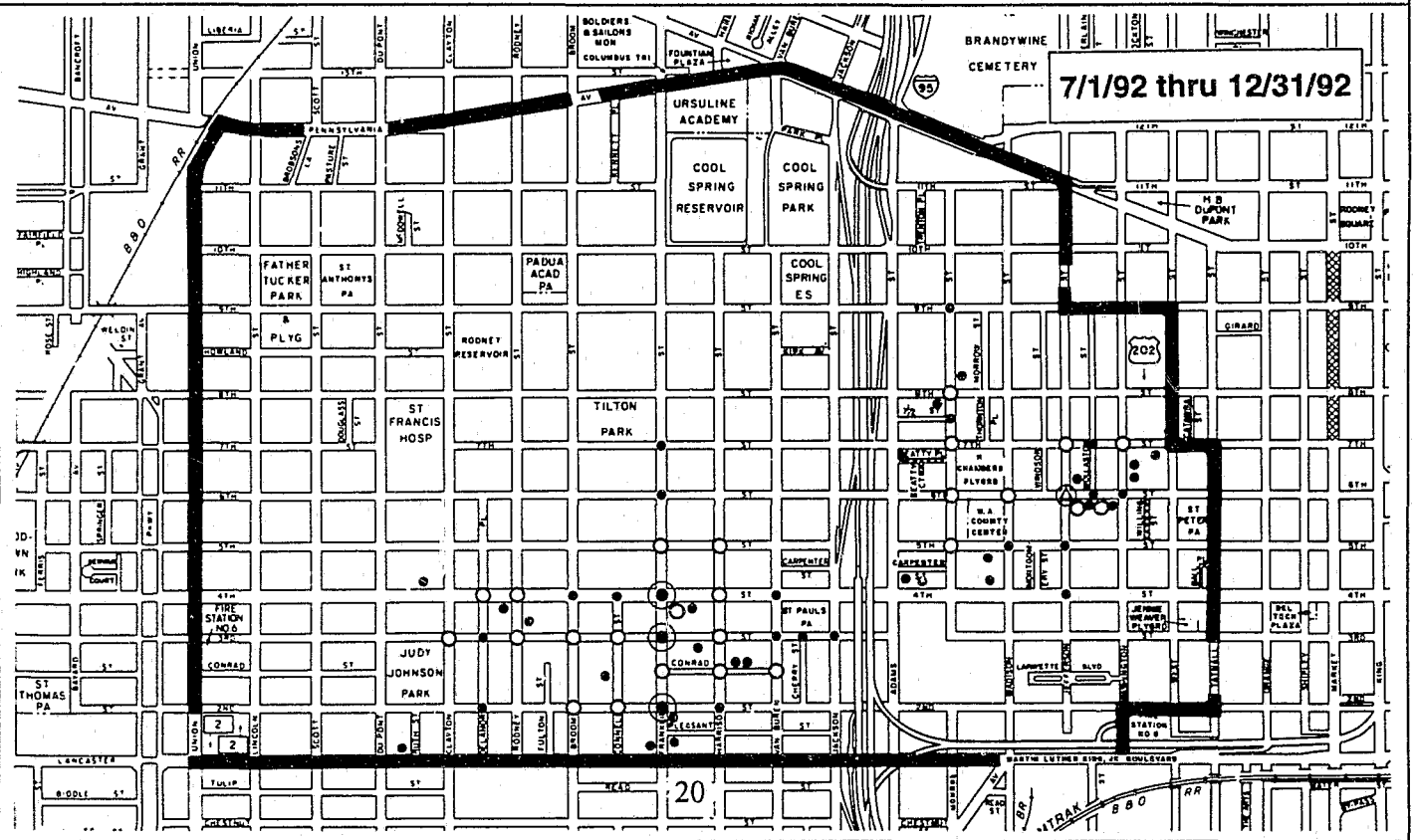
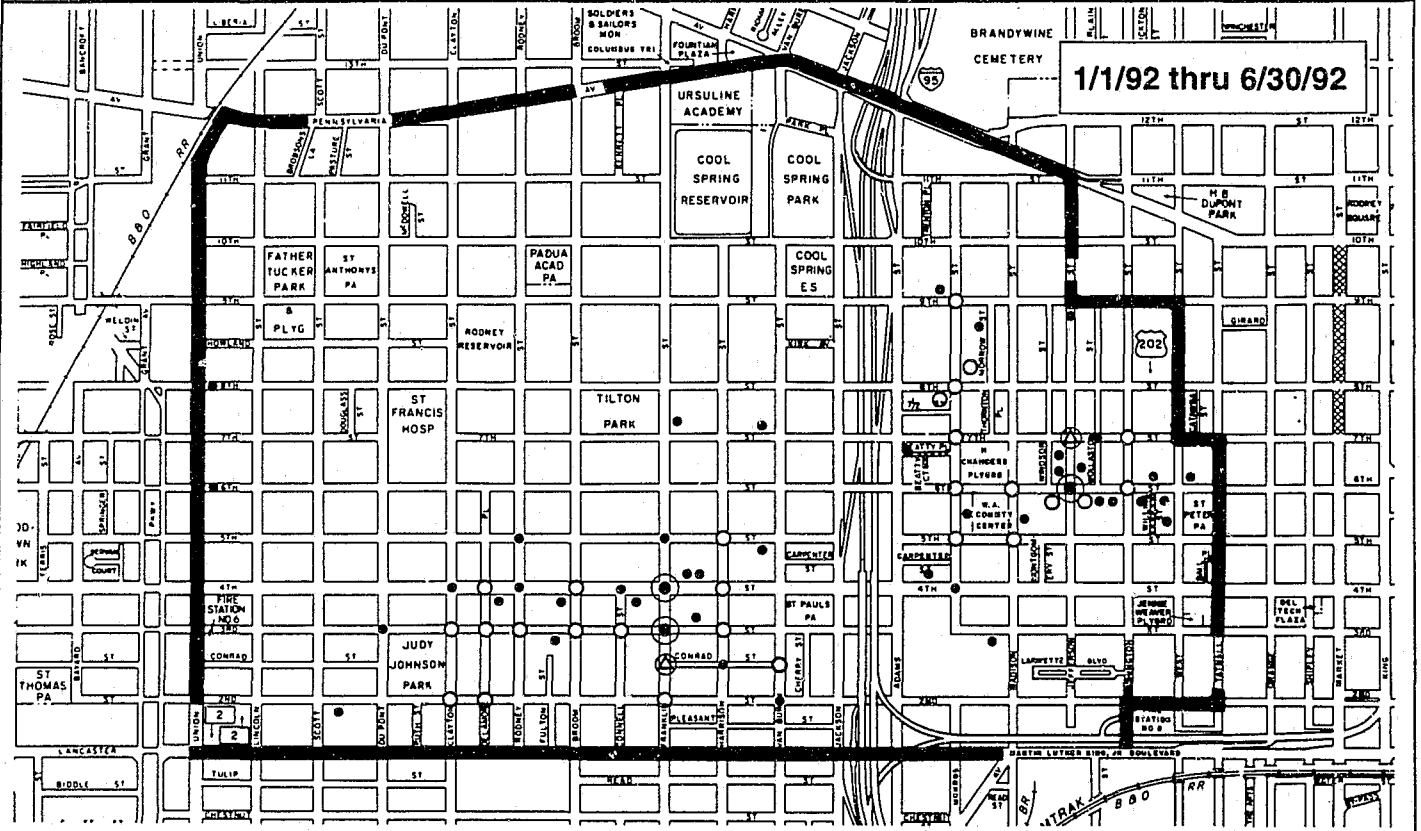
5 - 25
Call-In's

26 - 50
Call-In's

51 - 75
Call-In's

76 - 100
Call-In's

Over 100
Call-In's



this analysis is to determine whether the Weed & Seed law enforcement strategy is causing a measurable shift in drug activity away from certain locations into nearby areas.

Map 3 shows the number of drug related call-in's received from the Weed & Seed target area during two time periods. The top map depicts the six-month period prior to the implementation of the Weed & Seed program (January 1 thru June 30, 1992) and the bottom map depicts the first six-month period after the program start date (July 1 thru December 31, 1992). The various symbols displayed on the maps represent the number of drug related call-in's received from that address or location.

During the first six months of 1992, a total of 816 drug related call-in's were received from the Weed & Seed target area. West Center City accounted for 321 of the total call-in's (39 percent) received during this period while the Westside was responsible for 495 call-in's (61 percent)

The major drug "hot spot" in the West Center City area during this period was Jefferson Street between W. 6th and W. 7th Streets. Map 3 shows a definite clustering of drug activity in the immediate area surrounding this intersection. Another problem area during this period was N. Monroe Street between W. 9th and W. 5th Street. Connecting these two "hot spots" was W. 6th Street, also a source of numerous drug call-in's between Washington and N. Monroe Streets.

The most frequent source of Westside drug related call-in's during this period was N. Franklin Street between W. 2nd and W. 4th Street. This area alone accounted for 200 of the 495 call-in's that were received from the Westside during the first six months of 1992 (40 percent). Other Westside drug "hot spots" during this period were W. 3rd Street between N. Clayton and N. Harrison Streets and W. 4th Street between Delamore Place and N. Harrison Street.

Table 3
WEED & SEED TARGET AREA
1992 DRUG RELATED CALL-IN'S

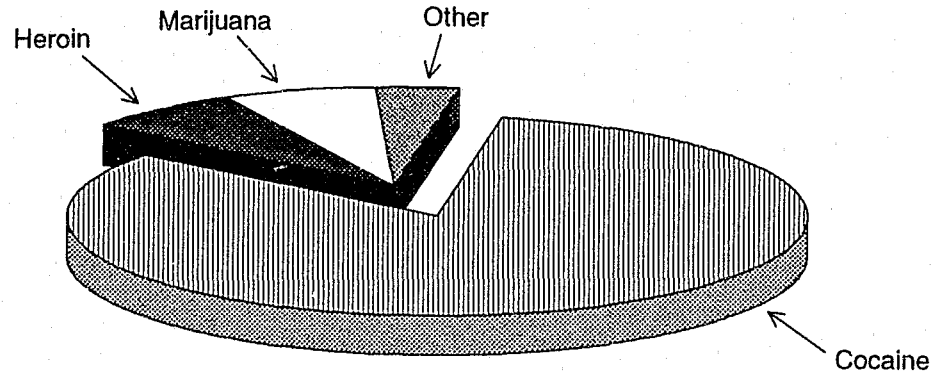
| Census Tract | Jan. 1 - June 30 | | July 1 - Dec. 31 | | 1992 Total | |
|-----------------------------------|------------------|--------------|------------------|--------------|--------------|--------------|
| | No. | Pct. | No. | Pct. | No. | Pct. |
| 16 | 152 | 18.6 | 81 | 11.6 | 233 | 15.4 |
| 21 | 169 | 20.7 | 129 | 18.4 | 298 | 19.6 |
| West Center City Total | 321 | 39.3 | 210 | 30.0 | 531 | 35.0 |
| 14 | 6 | 0.7 | 4 | 0.6 | 10 | 0.7 |
| 15 | 19 | 2.3 | 15 | 2.1 | 34 | 2.2 |
| 22 | 350 | 42.9 | 388 | 55.3 | 738 | 48.6 |
| 23 | 120 | 14.7 | 84 | 12.0 | 204 | 13.4 |
| Westside Total | 495 | 60.7 | 491 | 70.0 | 986 | 65.0 |
| Weed & Seed Area Total | 816 | 100.0 | 701 | 100.0 | 1,517 | 100.0 |

Table 4

WEED & SEED AREA - DRUG RELATED ARRESTS BY CHARGE

| Class. | Offense | 1989 | | 1990 | | 1991 | | 1992 | |
|---------|---------------------------------------|------|-------|------|-------|------|-------|------|-------|
| | | No. | Pct. | No. | Pct. | No. | Pct. | No. | Pct. |
| Fel. B | Trafficking Heroin | 2 | 0.4 | 1 | 0.2 | 1 | 0.2 | 0 | 0.0 |
| Fel. B | Trafficking Cocaine | 45 | 8.1 | 60 | 9.8 | 51 | 8.0 | 55 | 8.9 |
| Fel. B | Trafficking Other Narcotic | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 |
| Fel. B | Trafficking Marijuana | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 |
| Fel. B | Trafficking Other Non-Narcotic | 0 | 0.0 | 1 | 0.2 | 0 | 0.0 | 0 | 0.0 |
| Fel. C | PWID / Delivery of Heroin | 2 | 0.4 | 3 | 0.5 | 11 | 1.7 | 23 | 3.7 |
| Fel. C | PWID / Delivery of Cocaine | 166 | 30.0 | 241 | 39.3 | 295 | 46.5 | 267 | 43.3 |
| Fel. C | PWID / Delivery of Other Narcotic | 2 | 0.4 | 1 | 0.2 | 11 | 1.7 | 0 | 0.0 |
| Fel. E | PWID / Delivery of Marijuana | 32 | 5.8 | 25 | 4.1 | 12 | 1.9 | 19 | 3.1 |
| Fel. E | PWID / Delivery of Other Non-Narcotic | 1 | 0.2 | 0 | 0.0 | 3 | 0.5 | 16 | 2.6 |
| Fel. F | Maintain Dwelling for Use/Sale | 10 | 1.8 | 14 | 2.3 | 2 | 0.3 | 5 | 0.8 |
| Fel. F | Maintain Vehicle for Use/Sale | 16 | 2.9 | 13 | 2.1 | 8 | 1.3 | 7 | 1.1 |
| Fel. F | Maintain Business for Use/Sale | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 |
| Misd. A | Poss. of Heroin | 7 | 1.3 | 10 | 1.6 | 13 | 2.0 | 17 | 2.8 |
| Misd. A | Poss. of Cocaine | 144 | 26.0 | 126 | 20.6 | 156 | 24.6 | 161 | 26.1 |
| Misd. A | Poss. of Other Narcotic | 2 | 0.4 | 3 | 0.5 | 2 | 0.3 | 1 | 0.2 |
| Misd. B | Poss. of Marijuana | 40 | 7.2 | 23 | 3.8 | 24 | 3.8 | 19 | 3.1 |
| Misd. B | Poss. of Other Non-Narcotic | 0 | 0.0 | 0 | 0.0 | 3 | 0.5 | 4 | 0.6 |
| Misd. A | Poss. of Drug Paraphernalia | 47 | 8.5 | 44 | 7.2 | 21 | 3.3 | 15 | 2.4 |
| Misd. | Poss. of Hypo. Needle/Syringe | 32 | 5.8 | 26 | 4.2 | 16 | 2.5 | 7 | 1.1 |
| | Other Charges | 6 | 1.1 | 22 | 3.6 | 6 | 0.9 | 0 | 0.0 |
| | Total | 554 | 100.0 | 613 | 100.0 | 635 | 100.0 | 616 | 100.0 |

Chart 3
1992 WEED & SEED AREA DRUG ARRESTS BY DRUG TYPE



| Drug Type | 1989 | | 1990 | | 1991 | | 1992 | |
|-----------|------|-------|------|-------|------|-------|------|-------|
| | No. | Pct. | No. | Pct. | No. | Pct. | No. | Pct. |
| Cocaine | 355 | 80.1 | 427 | 86.4 | 502 | 86.3 | 483 | 83.0 |
| Heroin | 11 | 2.5 | 14 | 2.8 | 25 | 4.3 | 40 | 6.9 |
| Marijuana | 72 | 16.3 | 48 | 9.7 | 36 | 6.2 | 38 | 6.5 |
| Other | 5 | 1.1 | 5 | 1.0 | 19 | 3.3 | 21 | 3.6 |
| Total | 443 | 100.0 | 494 | 100.0 | 582 | 100.0 | 582 | 100.0 |

A total of 701 drug related call-in's were received from the Weed & Seed target area between July 1 and December 31, 1992. Only 210 drug call-in's were received from the West Center City area during this period. This represents 30 percent of the total call-in's received from the Weed & Seed target area during this period and is 35 percent less than the figure for the six-month period prior to the implementation of the Weed & Seed program. Map 3 shows a reduction in reported drug activity on N. Monroe Street above W. 8th Street and Jefferson Street between W. 6th and W. 7th. Street. It appears that W. 6th Street between Washington and N. Monroe Streets continued to present a problem, although there were fewer drug call-in's received concerning the intersection of 6th & Jefferson Streets than there were during the first half of 1992.

In comparison, 491 drug related call-in's were received from the Westside area between July and December 31, 1992. This was roughly equal to the number of call-in's received for the first six months of 1992 and represents 70 percent of the total drug call-in's received from the Weed & Seed area during this period (see Table 3). Map 3 shows that the number of drug call-ins concerning N. Franklin Street between Lancaster Avenue and W. 4th Street increased during this period. It also appears that some drug activity may be migrating towards the southern boundary of the Westside near Lancaster Avenue.

d. Weed & Seed Area Drug Arrests

Table 4 displays all Weed & Seed area drug arrests made during the observation period broken down by lead drug related charge. The 1992 statistics show that cocaine is clearly the drug of

Table 5

WEED & SEED AREA - DEMOGRAPHIC CHARACTERISTICS OF DRUG ARRESTS

| | 1989 | | | 1990 | | | 1991 | | | 1992 | | |
|-----------------|------|-------|------|------|-------|------|------|-------|------|------|-------|------|
| | No. | Pct. | Age | No. | Pct. | Age | No. | Pct. | Age | No. | Pct. | Age |
| Black | | | | | | | | | | | | |
| Males | 353 | 63.7 | 26.0 | 421 | 68.7 | 24.4 | 455 | 71.7 | 24.2 | 400 | 64.9 | 26.2 |
| Females | 59 | 10.6 | 28.2 | 65 | 10.6 | 28.2 | 74 | 11.7 | 28.9 | 78 | 12.7 | 27.8 |
| Total | 412 | 74.4 | 26.3 | 486 | 79.3 | 24.9 | 529 | 83.3 | 24.9 | 478 | 77.6 | 26.4 |
| White | | | | | | | | | | | | |
| Males | 22 | 4.0 | 27.2 | 25 | 4.1 | 25.2 | 42 | 6.6 | 27.7 | 39 | 6.3 | 27.9 |
| Females | 10 | 1.8 | 30.3 | 7 | 1.1 | 30.1 | 7 | 1.1 | 30.0 | 10 | 1.6 | 26.0 |
| Total | 32 | 5.8 | 28.2 | 32 | 5.2 | 26.3 | 49 | 7.7 | 28.0 | 49 | 8.0 | 27.5 |
| Hispanic | | | | | | | | | | | | |
| Males | 104 | 18.8 | 24.8 | 84 | 13.7 | 25.8 | 52 | 8.2 | 23.8 | 79 | 12.8 | 27.5 |
| Females | 6 | 1.1 | 22.5 | 11 | 1.8 | 24.6 | 5 | 0.8 | 27.8 | 10 | 1.6 | 27.1 |
| Total | 110 | 19.9 | 24.7 | 95 | 15.5 | 25.6 | 57 | 9.0 | 24.1 | 89 | 14.4 | 27.4 |
| Other | | | | | | | | | | | | |
| Males | 0 | 0.0 | - | 0 | 0.0 | - | 0 | 0.0 | - | 0 | 0.0 | - |
| Females | 0 | 0.0 | - | 0 | 0.0 | - | 0 | 0.0 | - | 0 | 0.0 | - |
| Total | 0 | 0.0 | - | 0 | 0.0 | - | 0 | 0.0 | - | 0 | 0.0 | - |
| All | | | | | | | | | | | | |
| Males | 479 | 86.5 | 25.8 | 530 | 86.5 | 24.7 | 549 | 86.5 | 24.5 | 518 | 84.1 | 26.5 |
| Females | 75 | 13.5 | 28.0 | 83 | 13.5 | 27.9 | 86 | 13.5 | 28.9 | 98 | 15.9 | 27.6 |
| Total | 554 | 100.0 | 26.1 | 613 | 100.0 | 25.1 | 635 | 100.0 | 25.1 | 616 | 100.0 | 26.7 |

choice among the Weed & Seed area's drug user population. In 1992, 483 (78 percent) of all Weed & Seed area drug arrests were cocaine related - 217 of the 616 Weed & Seed area drug arrests that were made in 1992 involved possession with intent to deliver cocaine charges, 161 arrests were for possession, 55 arrests were for trafficking and 50 arrests were for delivery. In contrast, heroin related charges accounted for 40 of the 616 arrests made in 1992 (7 percent), while marijuana related charges accounted for 38 arrests (7 percent). Chart 3 shows the distribution of Weed & Seed area drug arrests by drug type.

Table 5 gives a breakdown of Weed & Seed area drug arrest data by race, sex, and age. The table shows that 400 of the 616 individuals arrested in 1992 were Black males (65 percent), 78 were Black females (13 percent), 39 were White males (6 percent), 10 were White females (2 percent), 79 were Hispanic males (13 percent) and 10 were Hispanic females (2 percent). The mean age for Weed & Seed area drug arrests in 1992 was 27 years old. There was very little variation in mean age among the different ethnic and gender groupings.

Table 6
**WEED & SEED TARGET AREA
1992 DRUG RELATED ARRESTS**

| Census Tract | | Jan. 1 - June 30 | | July 1 - Dec. 31 | | 1992 Total | |
|------------------------|------------------|------------------|-------|------------------|-------|------------|-------|
| | | No. | Pct. | No. | Pct. | No. | Pct. |
| 16 | Total | 66 | 18.9 | 46 | 17.2 | 112 | 18.2 |
| | Address Specific | 8 | 2.3 | 15 | 5.6 | 23 | 3.7 |
| 21 | Total | 96 | 27.5 | 57 | 21.3 | 153 | 24.8 |
| | Address Specific | 6 | 1.7 | 8 | 3.0 | 14 | 2.3 |
| West Center City Total | | 162 | 46.4 | 103 | 38.6 | 265 | 43.0 |
| Address Specific | | 14 | 4.0 | 23 | 8.6 | 37 | 6.0 |
| 14 | Total | 2 | 0.6 | 1 | 0.4 | 3 | 0.5 |
| | Address Specific | 0 | 0.0 | 0 | 0.0 | 0 | 0.0 |
| 15 | Total | 6 | 1.7 | 4 | 1.5 | 10 | 1.6 |
| | Address Specific | 1 | 0.3 | 1 | 0.4 | 2 | 0.3 |
| 22 | Total | 136 | 39.0 | 136 | 50.9 | 272 | 44.2 |
| | Address Specific | 14 | 4.0 | 16 | 6.0 | 30 | 4.9 |
| 23 | Total | 43 | 12.3 | 23 | 8.6 | 66 | 10.7 |
| | Address Specific | 13 | 3.7 | 8 | 3.0 | 21 | 3.4 |
| Westside Total | | 187 | 53.6 | 164 | 61.4 | 351 | 57.0 |
| Address Specific | | 28 | 8.0 | 25 | 9.4 | 53 | 8.6 |
| Weed & Seed Area Total | | 349 | 100.0 | 267 | 100.0 | 616 | 100.0 |
| Address Specific | | 42 | 12.0 | 48 | 18.0 | 90 | 14.6 |

Table 7

DRUG RELATED CALL-IN'S AND ARRESTS BY NEIGHBORHOOD

| Neighborhood | 1989 | | 1990 | | 1991 | | 1992 | |
|-----------------------------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|
| | Calls | Arrests | Calls | Arrests | Calls | Arrests | Calls | Arrests |
| Bancroft Parkway | 2 | 0 | 5 | 5 | 2 | 0 | 2 | 2 |
| Boulevard | 133 | 33 | 206 | 48 | 404 | 103 | 232 | 34 |
| Browntown/Hedgeville | 52 | 39 | 57 | 30 | 120 | 54 | 112 | 42 |
| Central | 26 | 51 | 21 | 37 | 47 | 68 | 27 | 39 |
| Cherry Island | 0 | 3 | 0 | 3 | 4 | 4 | 0 | 5 |
| Delaware Avenue | 4 | 3 | 3 | 5 | 14 | 4 | 7 | 4 |
| Eastside | 434 | 216 | 465 | 176 | 742 | 216 | 432 | 185 |
| Midtown Brandywine | 3 | 8 | 1 | 4 | 5 | 5 | 1 | 1 |
| Northwest | 10 | 11 | 3 | 10 | 27 | 13 | 11 | 9 |
| Price's Run | 197 | 113 | 377 | 187 | 650 | 252 | 654 | 169 |
| Riverside | 168 | 143 | 191 | 162 | 286 | 206 | 178 | 77 |
| Southwest | 3 | 10 | 11 | 9 | 27 | 11 | 10 | 3 |
| South Wilmington | 113 | 74 | 151 | 75 | 195 | 62 | 80 | 48 |
| West Center City | 277 | 283 | 451 | 222 | 802 | 295 | 531 | 265 |
| Westside | 285 | 271 | 808 | 391 | 1037 | 340 | 984 | 351 |
| Citywide Total | 1707 | 1258 | 2757 | 1364 | 4362 | 1633 | 3261 | 1234 |
| Minus Weed & Seed Area | 1145 | 704 | 1498 | 751 | 2523 | 998 | 1746 | 618 |

Table 6 displays all 1992 Weed & Seed area drug arrests. Forty-four percent of all drug related arrests made within the Weed & Seed area in 1992 occurred in Census Tract 22 and 25 percent occurred in Census Tract 21. Combined, these two census tracts accounted for 69 percent of all Weed & Seed area drug arrests in 1992. This corresponds closely with drug call-in figures; in 1992, 68 percent of Weed & Seed area drug related call-in's were from these two census tracts. Census Tracts 16 and 23 accounted for 18 percent and 11 percent of Weed & Seed area drug arrests respectively. Very few arrests occurred in either Census Tracts 14 or 15 during this period.

The data in Table 6 also shows that total drug related arrest figures for the six-month period after the Weed & Seed program began are lower than arrest figures for the six-month period prior to the program's implementation. All census tracts within the target area saw a decline in drug arrests after the Weed & Seed program began, with the exception of Census Tract 22 which had an equal number of arrests for both periods.

Although the West Center City area experienced a decline in drug related arrests overall after the Weed & Seed Program was implemented, a more detailed examination of the data shows that the area also saw a substantial increase in the number of drug arrests that could be traced to a specific address after the Weed & Seed program began (as opposed to arrests that could only be traced to a block, intersection or other outdoor location). During the six-month period prior to the program's implementation, 14 address-specific drug arrests were made in the West Center City area; between July 1 and December 31, this number rose to 23. In comparison, the number of address-specific arrests in the Westside area declined from 28 to 25 during the same period.

e. The Weed & Seed Area Vs. Other Neighborhoods

Table 7 compares Westside and West Center City drug related call-in's and arrests with other neighborhoods in Wilmington. The data presented in this table shows that many areas in the city saw a decline in drug activity in 1992. The Boulevard, Eastside, Riverside, and South Wilmington neighborhoods all experienced a reduction in both the number the number of drug related call-in's and drug arrests. Price's Run, on the other hand, saw a slight increase in reported drug activity in 1992 while drug arrests in the area decreased.

The Westside continues to have the highest drug related call-in and arrest rates in Wilmington and West Center City has the second highest drug arrest rate. However, the number of drug call-in's received from Price's Run in 1992 exceeded comparable West Center City figures.

f. Neighborhood Drug Activity Indicators

During our examination of drug related call-in and arrest data we found that some reporting areas were experiencing an increasing number of call-in's and arrests during the observation period while some reported increasing call-in's and few arrests and others reported hardly any drug activity at all. Although some areas seemed to share similar trends in this regard, we found that others displayed patterns which were unique. From this analysis we were able to identify several categories which describe the relationship between the number of drug related call-in's and arrests over time. These categories allow us to make comparisons between different neighborhoods in terms of increasing or declining levels of illicit drug activity during the observation period. Following are brief descriptions for each category.

Category A: Stable Areas - Areas which fall under this category reported 25 or fewer drug related call-in's 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.

Category B: Good News - Areas which fall into this category experienced a decline or stabilization in both the number of drug related call-in's and the number of drug arrests. It appears that this category is related to the use of community policing since nearly all of the areas that reflect this trend are either patrolled by walking officers or are the sites of police mini-stations.

Category C: Hot Spots - Areas which fall under this category saw increases in both the numbers of drug related call-in's and arrests. The "hot spot" category also includes areas where the number of drug related call-in's 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.

Category D: In Transition - Neighborhoods in this category are best described as being "in transition". The number of call-in's received from these areas are steadily increasing while the number of arrests remain at roughly the same levels. These neighborhoods tend to border areas with more severe drug related problems and frequently lie adjacent to relatively stable areas on the other side. The increasing number of call-in's may indicate that residents are aware that the character of their neighborhood is changing.

Category E: Saturated - This category is similar to "hot spots" - both refer to areas with high levels of drug related activity. What differentiates "saturated" areas from "hot spots" is that in saturated areas the number of call-in's continue to increase while the number of arrests remain at roughly the same level as the previous year. Reporting Area 06.02-03 in the Price's Run neighborhood is the only area that falls under this category in 1992.

Map 4 shows the Weed & Seed target neighborhoods divided into reporting areas, with colors representing each neighborhood drug activity indicator category. The 1991 map clearly illustrates the severity of the area's drug problems prior to the implementation of the Weed & Seed program. The map shows that in 1991, drug activity was escalating in nine of the 12 West-side/West Center City reporting areas - four reporting areas were "hot spots" (yellow), four were "saturated" (red/black stripe), one was "in transition" (red).

The 1992 map shows a considerable reduction in drug activity compared with the previous year. Six of the nine problem areas saw a decline in reported drug activity and drug arrests, as indicated by the color green. One reporting areas categorized as a "hot spot" is showing signs that drug activity is tapering off; significantly fewer drug call-in's were received from Reporting Area 22-01 in 1992 compared with 1991, however, the area still averages over 25 call-in's per month. The two remaining "hot spots", Reporting Areas 16-01 and 22-02, continue to experience increases in reported drug activity. Call-in statistics indicate that the drug problem is much more severe in Reporting Area 22-02.

Map 5 shows the entire City of Wilmington broken down by reporting areas. In 1991, ten reporting areas were classified as "hot spots", ten areas were "in transition", and four were saturated. During that year, the only areas that seemed to be improving were located in the Eastside, Riverside and South Wilmington neighborhoods. Community policing, in one form or another, was implemented in all three of these neighborhoods; the Eastside and South Wilmington both had walking patrols, and the Riverside area became the site for a police mini-station. These were the

only areas in Wilmington that experienced simultaneous declines in both the number of drug related call-in's and drug arrests (as indicated by the color green).

The data also suggests that drug activity in Wilmington may have peaked in 1991; there were a total of 21 "good news" areas in 1992, and nearly every neighborhood in Wilmington that experienced an increase in drug activity in 1991 saw a decline in 1992. Six "hot spots", three "saturated" areas, and three areas that were "in transition" in 1991 became "good news" areas in 1992.

In addition to the 21 "good news" areas, there were also five "hot spots", three "in transition" areas, and one "saturated" area in 1992. The one saturated area is located in the Price's Run neighborhood. The increased drug activity in the Price's Run area may be in part a result of displacement from the adjacent Riverside and Boulevard neighborhoods.

Summary

The increase in the number of address-specific drug arrests that were made in the West Center City neighborhood after the Weed & Seed program was implemented suggests that the intensified policing effort has enabled the police to become more effective at identifying and locating drug dealers in West Center City. Based on the indicators of drug related call-in's and arrests, open-air drug activity in that neighborhood appears to be on the decline, although the area surrounding the intersection of 6th & Jefferson Streets continues to be a problem.

On the other hand, Census Tract 22 in the Westside neighborhood shows little signs of improvement. Reported drug activity for this area increased slightly during the first six months of the Weed & Seed program, and the number of arrests made in the area were about equal to the number that were made during the six months prior to the implementation of the Weed & Seed program. The N. Franklin Street area between Lancaster Avenue and W. 4th Street seems especially resistant to efforts at eliminating the open-air drug sales that occur there.

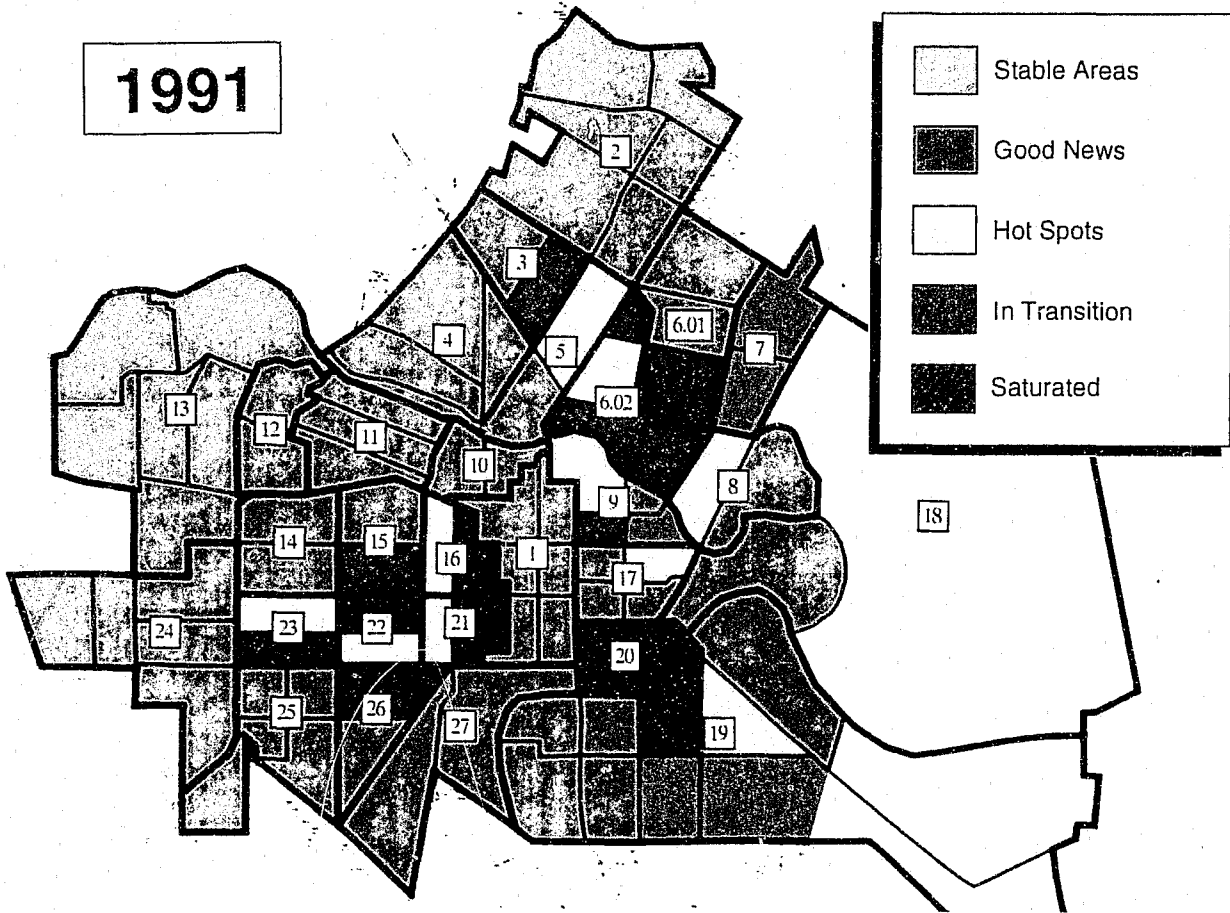
Table 8
1991 DRUG ACTIVITY INDICATORS BY NEIGHBORHOOD

| Neighborhoods | Calls | Arrests | Stable Areas | Good News | Hot Spots | In Transition | Saturated |
|---------------------|--------------|--------------|--------------|-----------|-----------|---------------|-----------|
| Boulevard | 404 | 103 | 6 | 0 | 1 | 1 | 0 |
| Eastside | 742 | 216 | 4 | 1 | 2 | 2 | 0 |
| Price's Run | 650 | 252 | 2 | 0 | 1 | 4 | 0 |
| Riverside | 286 | 206 | 1 | 2 | 1 | 0 | 0 |
| South Wilmington | 195 | 62 | 5 | 2 | 1 | 1 | 0 |
| West Center City | 802 | 295 | 0 | 0 | 2 | 0 | 2 |
| Westside | 1,037 | 340 | 3 | 0 | 2 | 1 | 2 |
| Other Neighborhoods | 246 | 159 | 40 | 0 | 0 | 1 | 0 |
| Total | 4,362 | 1,633 | 61 | 5 | 10 | 10 | 4 |

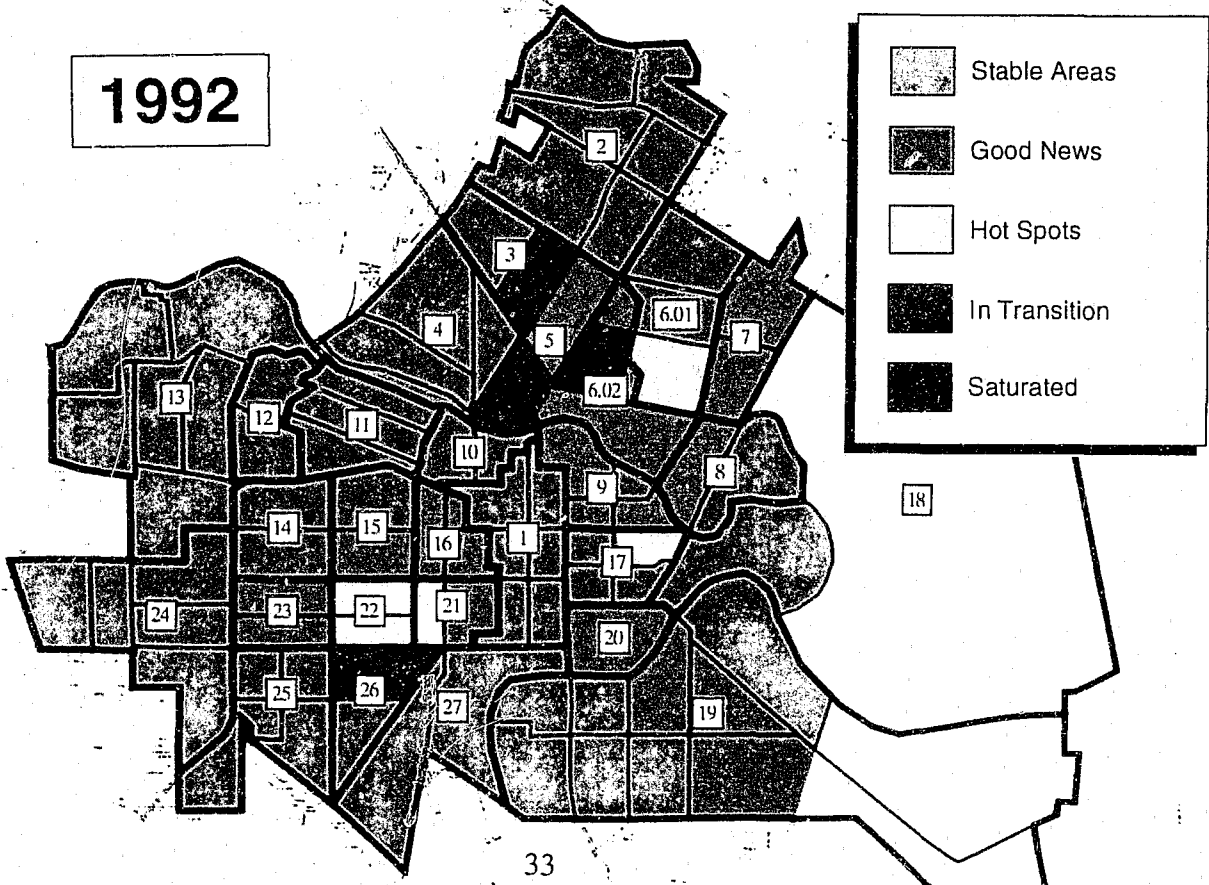
Table 9
1992 DRUG ACTIVITY INDICATORS BY NEIGHBORHOOD

| Neighborhoods | Calls | Arrests | Stable Areas | Good News | Hot Spots | In Transition | Saturated |
|---------------------|--------------|--------------|--------------|-----------|-----------|---------------|-----------|
| Boulevard | 232 | 34 | 5 | 1 | 0 | 2 | 0 |
| Eastside | 432 | 185 | 4 | 4 | 1 | 0 | 0 |
| Price's Run | 654 | 169 | 2 | 3 | 1 | 0 | 1 |
| Riverside | 178 | 77 | 1 | 3 | 0 | 0 | 0 |
| South Wilmington | 80 | 48 | 6 | 3 | 0 | 0 | 0 |
| West Center City | 531 | 265 | 0 | 3 | 1 | 0 | 0 |
| Westside | 984 | 351 | 3 | 3 | 2 | 0 | 0 |
| Other Neighborhoods | 170 | 105 | 40 | 0 | 0 | 1 | 0 |
| Total | 3,261 | 1,234 | 61 | 20 | 5 | 3 | 1 |

1991



1992



REFERENCES

- ¹ U.S. Department of Justice. *Operation Weed & Seed - Reclaiming America's Neighborhoods*. 1991.
- ² Delaware Statistical Analysis Center. *Eastside Substance Abuse Awareness Program Evaluation*. January 1993.
- ³ Bruce D. Johnson, Terry Williams, Kojo A. Dei, and Harry Sanabria. "Drug Abuse in the Inner City: Impact on Hard-Core Users and the Community". *Drugs and Crime - Volume 13*, edited by Michael Tonry and James Q. Wilson. University of Chicago Press, 1990.
- ⁴ Delaware Criminal Justice Council, *City of Wilmington West Side/West Center City Weed & Seed Project*. March 1992.
- ⁵ U.S. Bureau of the Census. *1990 Census of Population of Housing*.
- ⁶ Delaware Statistical Analysis Center. *Eastside Substance Abuse Awareness Program Evaluation*. January 1993.