

Problem Statement

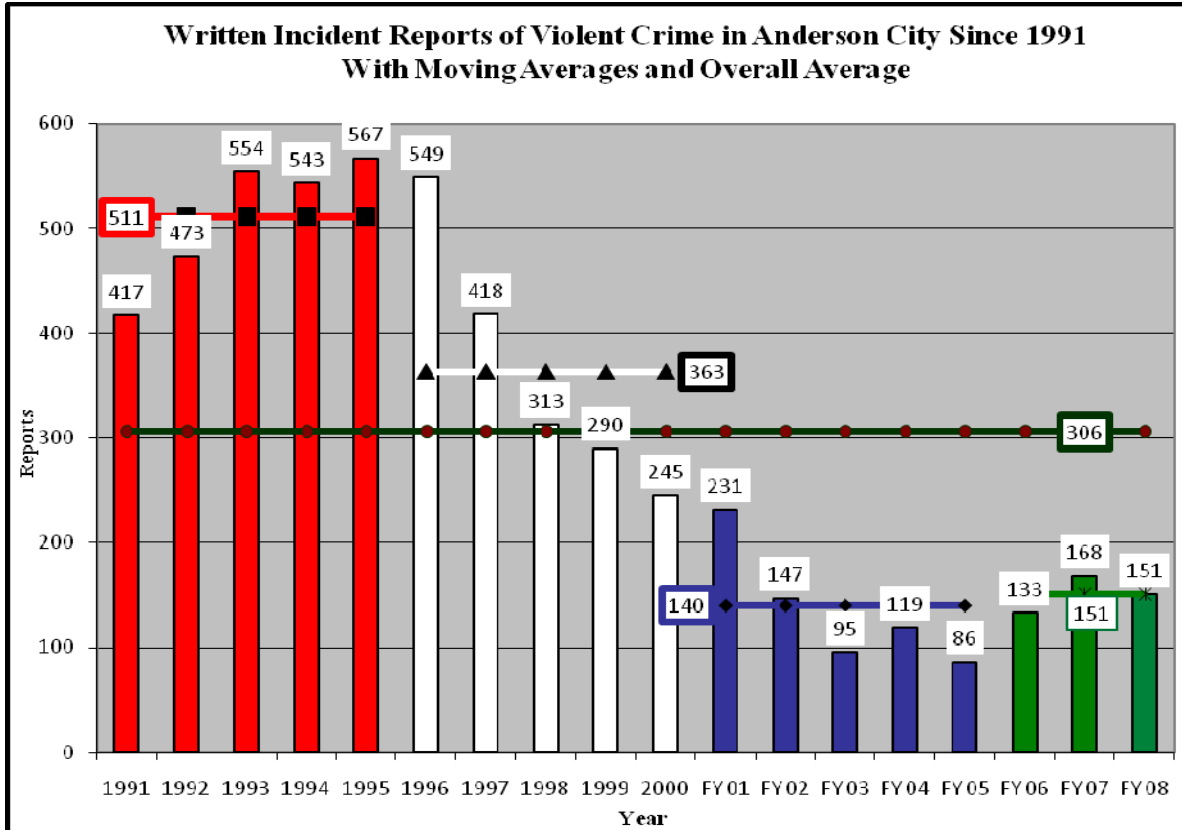
In the early to mid-nineties violent crime peaked in the City of Anderson, South Carolina. In 1992 and 1993 the city had nine murders each year. With 567 violent crime reports, 1995 was the worst year on record for reported violent crime. In 1996 the department became eligible and applied for Local Law Enforcement Block Grant funds. In early 1997 the department concluded the prerequisites for that type of federal funding and began a grant funded program to decrease the city's violent crime rate. The program was based upon the philosophy of broken windows policing.

From 1997 through 2003, mainly due to the aggressive management of these federal grant funds, the City of Anderson realized significant decreases in violent crime. The department received significant funding from the LLEBG program until approximately 2003. Subsequently to 2003, the federal funding nosedived. Fiscal Year 2004 was the first year after 1995 to show an increase, which was slight. Although Fiscal Year 2005 showed a decrease, Fiscal Years 2006 and 2007 indicated a strong increase in violent crime. In Fiscal Year 2008, there was a slight decrease, however, the number of violent crimes were still significantly higher (with the exception of FY 2007) than the previous five years.

The increase in the frequency of violent crime in the City of Anderson is most likely the result of decreased patrols "saturating" the high crime areas. The major reductions in crime between 1997 and 2004 occurred during the years of saturation patrols and increased arrest rates in the City of Anderson. This was a program aptly named the *Street Level Criminal Apprehension Program*, which had been funded by Local law Enforcement Block Grant funds.

Uniform Crime Report (UCR) Violent Crime

Calendar Year 1995 was the worst year on record for overall violent crime in the City of Anderson. During CY95 there were 567 written reports of violence in the City of Anderson as compared to 86 in FY05. For the eight consecutive years ending with FY03, crimes of confrontation decreased yearly and substantially in Anderson. A slight spike occurred in FY04 but was abated in FY05. **Fiscal Year 2006 showed a substantial (54.7%) year-over-year rise in violent crime in the City of Anderson. Fiscal Year 2007's year-over-year increase was 26%.** The police department believes the spike was the result of decreased block grant funding. (The former program known as "block grant" has been renamed to Justice Assistance Grant – JAG.) The City of Anderson did have a slight year-over-year decrease by 11% of reported violent crimes in Fiscal Year 2008. The City of Anderson Police Department believes the decrease was a result of the 3,970.50 hours that officers worked under the Street Level Criminal Apprehension program. The City of Anderson Police Department was not awarded grant funding for the Street Level Apprehension Program in Fiscal Year 2009 and the department expects the violent crime rate to increase substantially. Between the years of 1996 – 2007, block grant funding to combat crime in Anderson City ranged from a high of \$147,569 in 1998 to a low of \$13,791 in FY06. As depicted by the following chart, the violent crime figures for FY07 depict a reverse in a decade-long downward trend and move us substantially backward toward our mid-nineties starting point. Also note the moving averages that decreased significantly subsequent to the city's eligibility for Local Law Enforcement Block Grant funds, beginning in 1997:



The major block grant funded street level operations occurred in the years leading up to 2003. Although some street level operations have continued, the decreased funding for the program has significantly reduced the scope of the program. The program began in calendar year 1997. The data in this report for street level operations was unavailable for years prior to 1999. In 2004, the number of hours worked and persons arrested nose-dived, rising slightly in 2005, decreasing in 2006 and bottoming out in 2007. In 2008, a substantial number of grant funded hours were worked resulting in a direct and measureable impact on the violent crime rate which decreased for the first time since 2005. The following table depicts the street level performance from fiscal years 1999 – 2008.¹

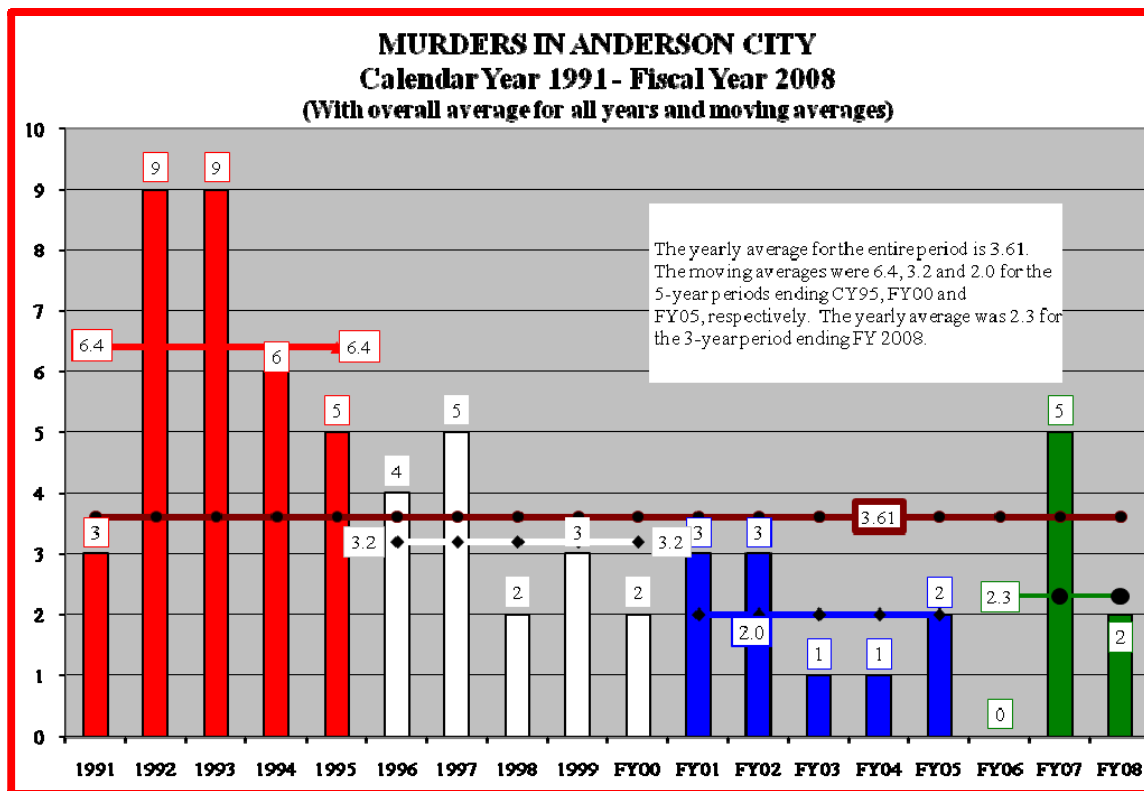
<u>Fiscal Year</u>	<u>Grant Hrs</u>	<u>Grant Charges</u>	<u>Avg Hrs. per Charge</u>	<u># Persons</u>	<u>Avg Hrs. per Arrest</u>
1999	4,916.00	443	11.10	321	15.31
2000	3,557.50	297	11.98	211	16.86
2001	5,759.50	1,473	3.91	882	6.53
2002	3,613.00	735	4.92	436	8.29
2003	3,604.50	716	5.03	447	8.06
2004	2,048.00	424	4.83	262	7.82
2005	2,176.50	634	3.43	364	5.98
2006	2,096.50	377	5.56	227	9.24
2007	292.00	75	3.89	26	11.23
2008	3,970.50	657	6.04	341	11.64
Grand Total*	32,034	5,831	60.69	3,517	100.96

*Average # of arrest charges per person: 1.66

¹ Figures regarding grant-arrest-records and grant-hours-worked are from 1/6/99 to 12/31/07.

With respect to productivity, all 91 sworn personnel of the City of Anderson Police Department made a total of 3,482 criminal charges² in FY08, arresting approximately 1,945 persons.³ The average number of charges per arrestee was 1.79. That would be an average of 21.37 arrestees per officer. Divided by 2,184 hours per year it comes to 102.20 hours per arrest.⁴ That is 10.13 times the 10.09 hours per arrest for the participants in the Street Level Criminal Apprehension Program. Clearly, with respect to law enforcement, the Street Level Program provides a strong bang for the buck.

The murder rate for the City of Anderson has decreased substantially since it peaked at nine per year in 1992 and 1993. The change in the murder rate for the City of Anderson shows a change which corresponds with the overall violent crime rate. The following chart depicts the yearly number of murders in the City of Anderson for the 18-year period ending with FY08, the overall average and three moving averages. It also shows the actual number of murders that occurred for FY07 which was at its highest rate in ten years.⁵



The grant funding for the Street Level Criminal Apprehension Program in FY08 ran out on June 13th and on June 22nd a gang-related homicide shooting occurred. If the funding had been available and extra officers were working the streets then this event may have been prevented from occurring. Two murders have already been committed in the City of Anderson in the first half of Fiscal Year 2009.

² 3,482/1,945.

³ Count of Arrestees from JEMS Court Docket Program.

⁴ In Fiscal Year 2007, the department converted back to a 42-hour work week, up from 40 in FY06.

⁵ Chart taken from City of Anderson Police Department Fiscal Year 2008 Annual Report.

The City of Anderson Police Department routinely analyzes criminal activity and crime rates to understand the crime trends for particular areas. Special attention is given to reports of violent crime, drugs and illegal weapons because previous research has established a nexus among these criminal components and also between these crimes and other types of criminal activity, both violent and non-violent.⁶ These reports and arrests are periodically mapped in order to visually demonstrate where the “pockets” of crime exist within the community. This form of crime mapping is and has always been the point of focus for the Street Level Criminal Apprehension Program. This program has resulted in the arrest of hundreds of criminal offenders since the spring of 1997 and the violent crime rate in the City of Anderson showed a substantial decrease during the same period.

On Thursday, September 30, 2004, during a Public Safety Meeting attended by the City of Anderson Police Department’s top management, The Chief and Captains of the police department reported the performance of the Street Level Criminal Apprehension Program to the City Manager, Assistant City Manager and the members of city council who serve on the Public Safety Committee. The following is a summary of the program’s performance since 1999, as described to the Public Safety Committee on September 30, 2004, from 17:00 – 19:30 (EST) by Chief C. D. McConnell, Captain Jack Sanders and Captain Kevin Marsee.

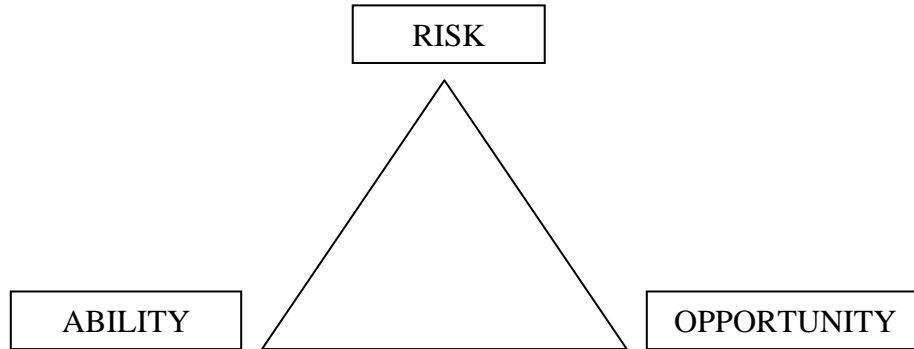
- From 1999 – fiscal year 2004, 4276 charges were filed against criminal offenders by officers working under the grant-funded Street Level Criminal Apprehension Program.
- The 4,276 charges were approximately 1/3 of all charges that were filed by the entire department during those years.
- There was a small spike in the violent crime rate in FY04 due to reduced funding.
- 24,040 man-hours were worked under the grant-funded Street Level Criminal Apprehension Program since 1999.

While the calls-for-service to the police department have generally increased on an annual basis, the actual documented crime, especially violent crime, has typically decreased during the years wherein the City of Anderson Police Department received significant block grant funding. The premises behind the City of Anderson Police Department’s programs to control violent crime are:

1. Violent crime is controllable and
2. Decreasing violent crime in a particular environment can be achieved through
 - a. modifying the environment by limiting the opportunities for people to commit crime, and/or
 - b. pro-actively arresting, convicting, and incarcerating offenders, thereby removing the perpetrators of crime from the environment.

⁶ Research indicates that illegal weapons, drugs, and violent crime are correlated. In addition, these types of crimes occur disproportionately in conjunction with many other types of crime(s).

The police department's approach toward crime suppression is focused on getting maximum results for the amount of time and money invested (i.e. "Delivering the biggest bang for the buck"). The department's crime control and prevention programs are based upon the following model of criminal behavior:



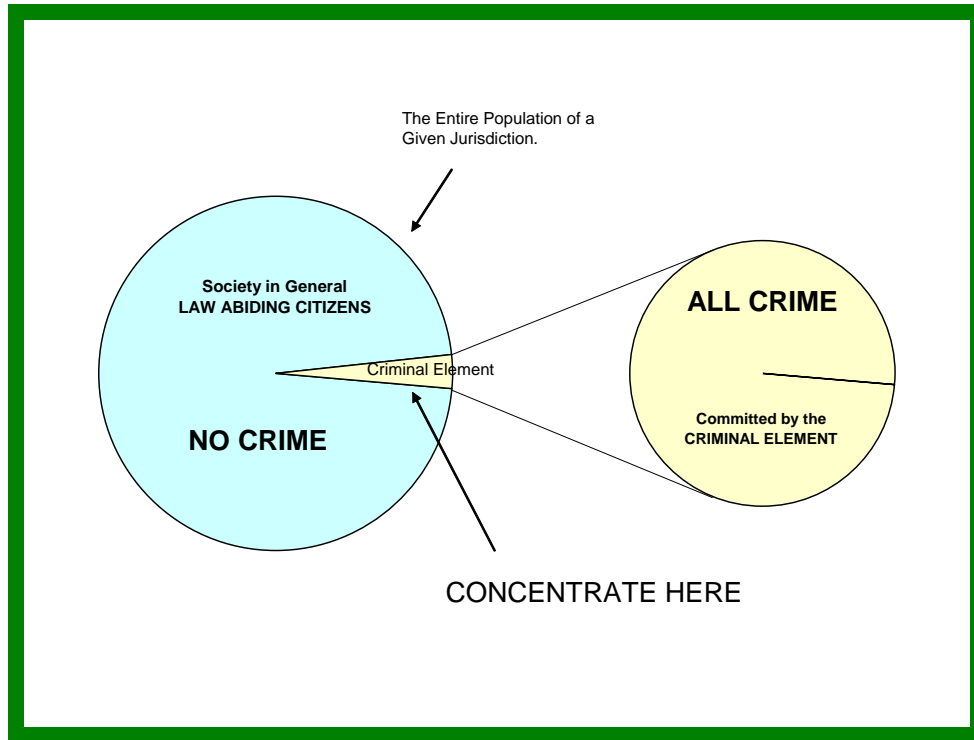
According to the theory behind this model, in order to affect the criminal's actions, law enforcement must act upon at least one of the three motivators in the model. The City of Anderson Police Department concentrates on removing the criminal's *ability* to commit crimes and therefore affects the other two components as well. Some of the premises of the theory are as follows:

1. The vast majority of people is hardworking and law abiding citizens.
2. Criminals comprise a small percentage of the population.
3. All crime is committed by criminals.
4. Criminals commit statistically more minor offenses than major and/or violent offenses.
5. Criminals frequent well-defined common areas wherein they feel comfortable.

Analyzing moving crime trends and adjusting law-enforcement's response accordingly results in an increased incarceration rate for the criminal element. This effectively removes the criminal from society and decreases society's overall violent crime rate. An analogy of this theory and its societal model is as follows: Consider that roughly 3% of society is criminal⁷. The other 97% are law abiding. The following model of criminals and crime in society emerges. Theoretically, the circle on the left is the entire population of any jurisdiction and the circle on the right is all of the crime that occurs in that same area.

⁷ 3% criminal and 97% law abiding are generally considered average figures.

SOCIETAL MODEL OF CRIME



Zero-tolerance for crime leads to numerous arrests for minor (petty) offenses. The criminals' ability to further victimize the community through more violent acts is adversely affected by incarceration.

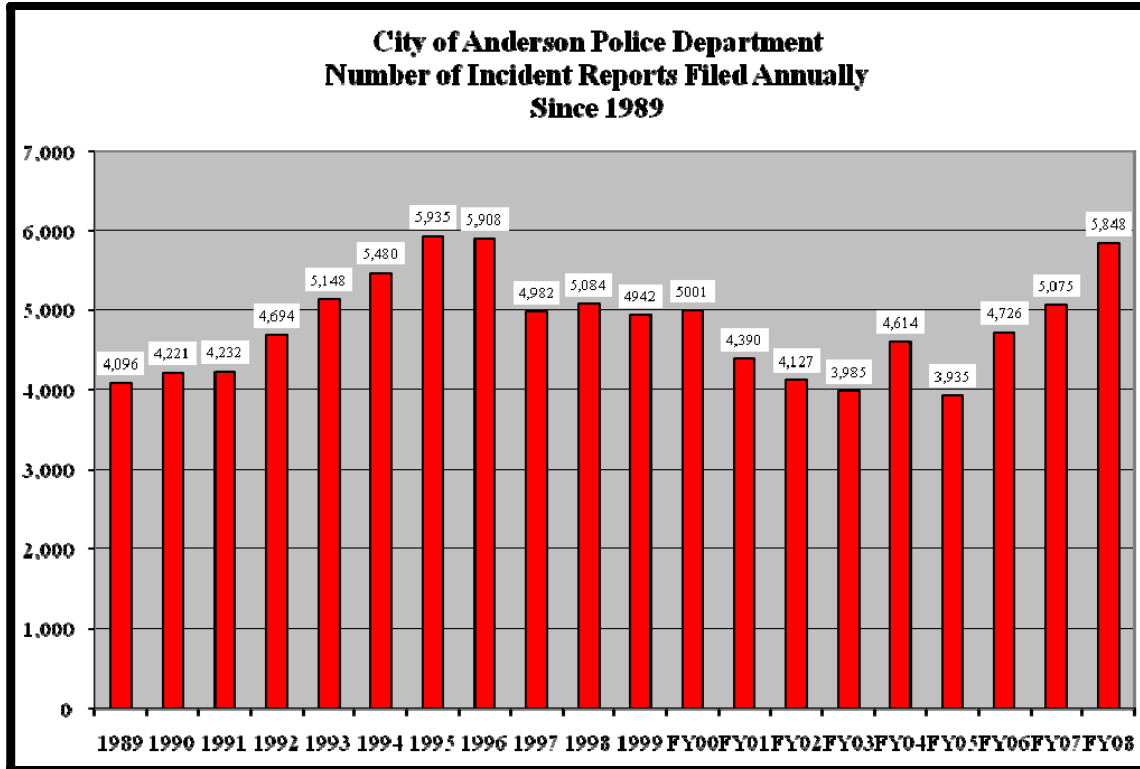
By concentrating on the criminal element and incarcerating a maximum number of offenders, the crime rate is subsequently decreased because (1) the criminals' ability to commit crime has been eliminated, (2) the increased risk deters some lesser motivated criminals from acting, and (3) criminal opportunity is decreased when offenders are jailed. As offenders serve time for lesser offenses, they are unable, through lack of opportunity, to violently infringe upon the community.

Based upon these premises, the City of Anderson Police Department has enacted specific programs directed at apprehending criminal offenders. By mapping crime and concentrating police department resources – human, equipment and financial – in specific areas where the biggest opportunity for improvement exists, management can strategically displace criminal activity.

During FY05 reports of criminal victimization decreased to 3,935, the lowest point on record. That year was the first complete fiscal year that the department had its new computer-based incident reporting system. During FY05, a total of 15,371 incidents were documented on the 3,835 reports.⁸ The following graph depicts the number of written criminal incident reports for the last 15 years. Note the immediate and drastic change that occurred in 1997, the first year of **Street Level Operations**, which were funded by the LLEBG:⁹

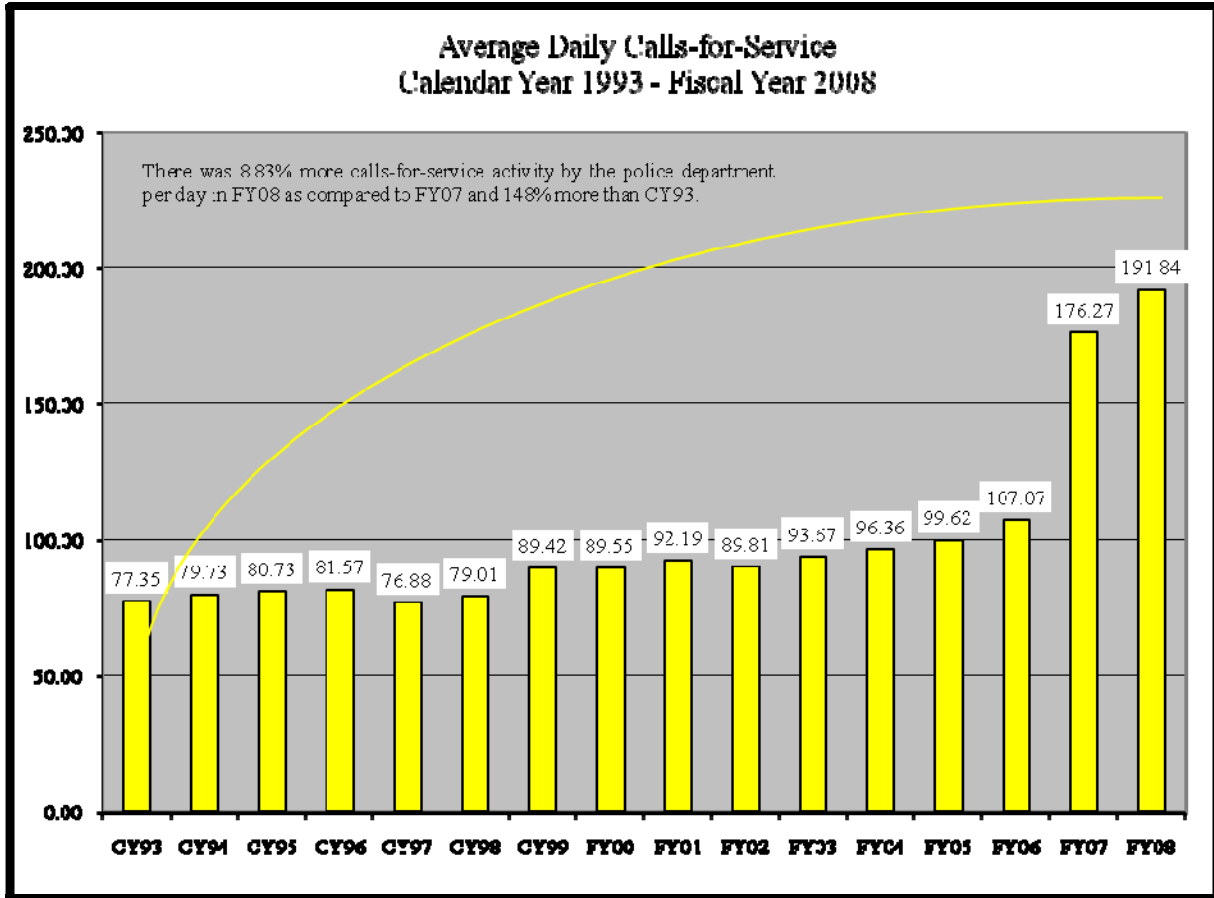
⁸ Includes non-criminal incidents that were recorded on reports.

⁹ Chart taken from the City of Anderson Police Department Fiscal Year 2008 Annual Report. Page 12.



Similar to the change in the yearly number of murders and violent criminal incident reports, the number of calls for service changed significantly after 1997. The reason for the increase in calls-for-service is due largely to officers being assigned to saturate high crime areas.

The following graph displays the change in the average number of citizen and officer generated calls per day per year since calendar year 1993. Adjustments have been taken for leap years.



Objectives and Performance Measures

The program, *Overtime Funding for Street Level Criminal Apprehension*, addresses the above issues through the goal of reducing the violent crime rate within the City of Anderson, South Carolina through saturated patrols of high crime areas. The goal of the program will be accomplished through the following program objectives and performance measures. The timeline identifying when the goals and objectives of the program will be completed immediately follows the chart on the next page.

<u>Objective</u>	<u>Performance Measure</u>	<u>Data Grantee Provides</u>
To decrease the number of calls-for-service that are related to violent crimes.	The number of calls-for-service for violent crime related incidents will be monitored and statistics will be maintained for the comparison to the previous month and to the same month one year prior.	Statistics regarding the number of calls-for-service involving violent crime related incidents compared to the previous month and to the same month one year prior.
To reduce the rate of victimization of violent crimes in the City of Anderson.	The number of victims of violent crime related incidents will be maintained through the Victim's Advocates and statistics will be maintained for the comparison to the previous month and to the same month one year prior.	Statistics regarding the number of victims of violent crime related incidents compared to the previous month and to the same month one year prior.
To improve the conviction rate of cases resulting from the program.	Statistical data will be maintained on the number of cases and prosecutions resulting from the program.	Statistics regarding the number of cases and the results of the cases will be documented.
The following performance measures are required for awards made under the JAG Program.		
<u>Performance Measure</u>	<u>Data Grantee Provides</u>	<u>Data Collection Method</u>
Number of new Full Time Employees (FTEs) funded with JAG funds	a) Number of new FTEs funded with JAG dollars during the reporting period b) Number of existing criminal justice personnel	1) Total number of FTEs: $a+b = c$ 2) $a/c = \%$ of FTEs funded with JAG funds
Number of overtime hours paid with JAG funds	a) Number of overtime hours paid with JAG funds during the reporting period b) Total number of hours of overtime paid for by all sources during the reporting period	1) $a/b = \%$ of hours paid with JAG funds
Percent of units that report improved efficiency	a) Number of units that report improved efficiency during the reporting period b) Total number of units that used JAG funds to hire new FTEs or for overtime hours	1) $a/b = \%$ of units that report improved efficiency

Attachment 1
 Justice Assistance Grant Application Program Narrative
 The City of Anderson, South Carolina Police Department
Overtime Funding for the Operation of the Street Level Criminal Apprehension Program

<u>Performance Measure</u>	<u>Data Grantee Provides</u>	<u>Data Collection Method</u>
Percent of units that report increased program quality	a) Number of units that report increased program quality during the reporting period b) Total number of units that used JAG funds to hire new FTEs or for overtime hours	1) $a/b = \% \text{ of units that report increased program quality}$
Percent change in number of individuals arrested in a targeted group by crime type	a) Number of individuals (by related crime) arrested prior to the start of the grant period b) Total number of individuals arrested (by related crime) at the end of the reporting period	1) $a-b/a = \% \text{ change of individuals arrested in a targeted group by crime type}$
Expected change in arrests (The number of individuals are expected to increase as a result of our efforts)	a) Total number of individuals arrested at the end of the reporting period b) Number of individuals arrested prior to the start of the grant period	1) $a-b = \text{increase in the number of individuals arrested due to the grant program}$
Percent change in reported crime rates in the City of Anderson by crime type	a) Number of reported crimes (targeted by JAG funds) prior to the start of the reporting period b) Total number of reported crimes (targeted by JAG funds) by the end of the reporting period	1) $a-b/a = \% \text{ change in reported crime rates in the City of Anderson by crime type}$
Expected change in crime rates (The crime rate is expected to decrease as a result of our efforts)	a) Crime rate prior to the start of the reporting period b) Crime rate at the end of the reporting period	1) $a-b/a = \% \text{ change in the crime rate due to the grant program}$
Percent change in victimization crime rates among targeted individuals	a) Number of reported victimization crimes prior to the start of the reporting period b) Total number of reported victimization crimes by the end of the reporting period	1) $a-b/a = \% \text{ change in victimization crime rates among targeted individuals}$

<u>Performance Measure</u>	<u>Data Grantee Provides</u>	<u>Data Collection Method</u>
Expected change in victimization (The number of victims of crime is expected to decrease as a result of our efforts)	a) Number of victims of crime prior to the start of the grant period b) Number of victims of crime at the end of the reporting period	1) $a-b/a = \% \text{ change in victimization due to the grant program}$

SCHEDULE OF EVENTS					
Implementation Tasks	Person Responsible	Time Frame (Proposed Quarters)			
		1st Qtr	2nd Qtr	3rd Qtr	4th Qtr
Formal Announcement of the Street Level Criminal Apprehension Program	Chief / Project Director	X			
Briefing on Expected Results of the Program to the Police Department	Chief / Project Director	X			
Briefing on Expected Results of the Program to the Public	Chief / Project Director	X			
Conduct Patrols	Police Officers	X	X	X	X
Book Arrestees	Detention Personnel	X	X		
Collect / Maintain Data	Project Director	X	X	X	X
Public Feedback of Program	Project Director / Public Info. Officer	X	X	X	X
Serve as a Resource of Information	Project Director	X	X	X	X
Survey Crime Areas	Project Director	X	X	X	X
Adjust / Improve Patrol Saturation Methods	Project Director / Patrol Officers	X	X	X	X
Compile Weekly Reports	Project Director	X	X	X	X
Compile Monthly Reports	Project Director	X	X	X	X
Compile / Submit Quarterly Reports	Project Director	X	X	X	X
Compile / Submit Annual Evaluation	Project Director				X

****The schedule above is applicable to all 4 years of grant funding.***

1st Qtr.= Oct. - Dec. 2nd Qtr.= Jan. - March 3rd Qtr. = April - June 4th Qtr.= July - Sept.
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Organization Capabilities and Competencies

The City of Anderson Police Department has been managing grant programs for over 12 years. The department is fully aware of the responsibilities required to establish and maintain a successful grant program. Therefore, the City of Anderson Police Department will be managing the grant program with an experienced project director. The project director will be responsible for ensuring that the goals and objectives of the program are being accomplished. The quarterly and annual reports will also be completed and submitted by the project director in a timely manner.

The City of Anderson's Finance Division is well-versed in the regulations and policies concerning grant funds. Once the police department has been notified of a grant award, the Finance Department establishes general ledger accounts specifically for that grant program's revenue and expenditures. Only grant funds concerning that program are added or withdrawn from the revenue and expenditure accounts designated for that specific grant. Therefore, records of all financial activity pertaining to a grant program can be tracked separately from other federal funding at all times. An independent audit (including a Single Audit) is conducted after every fiscal year and copies of the report are submitted to federal and state agencies as required by law.

Conclusion

Each year that the Local Law Enforcement Block Grant and Justice Assistance Grant (JAG) funds have been available to the City of Anderson Police Department, the agency has employed the **Street Level Criminal Apprehension Program in an effort to suppress crime thereby improving the quality of life in and around the City of Anderson, South Carolina**. As depicted by the previous charts, the funding has been applied toward programs that have had a **direct and measurable impact on criminal activity**. The department is seeking to continue this type of funding through the Justice Assistance Grant (JAG) program in an effort to continue to suppress the violent crime rate in and around the City of Anderson, South Carolina. Officers who are employed to work overtime under this grant will continue to work closely with personnel who have been or who are currently employed under other grant programs. This level of cooperation lends support to the department's efforts to further identify needs within the community that require a pro-active law enforcement response.

Currently the City of Anderson employs four Patrol Shifts, a Criminal Investigations Division, a Narcotics Division (drug investigations) and Support Services. Each operational area - Uniformed Patrol, Support Services, Criminal Investigations Division and Vice/Narcotics - works together in a responsible and professional manner in order to promote an environment in which all citizens will be able to live peacefully, work diligently, enjoy recreational activities, and be safe from threat of harm. The City of Anderson Police Department's management believes that with continued funding, the Street Level Criminal Apprehension Program will be able to once again contain and reduce violent crime in the City of Anderson.

Hiring the number of additional full-time officers required to provide shift patrol services to effectively decrease the crime rate in Anderson to a manageable level would be cost prohibitive to the City of Anderson Police Department. However, the same reduction in crime can be realized by aggressively managing overtime resources and focusing on the core crime issues in

the city. This would be accomplished via a geographical approach to crime control, utilizing the broken window theory combined with a “zero-tolerance” approach. The effective use of overtime pay for experienced officers who are focused and have pre-planned to target persons who have a criminal mindset can achieve the same reduction in crime as full time personnel costing approximately 15.75 times as much. This has been proven in the past with the use of Local Law Enforcement Block Grant funds.

Continued funding for overtime to focus on “hot spots” in the City of Anderson would result in a higher arrest rate and an increased number of prosecutions for all crimes and a decrease in the violent crime rate for the city and surrounding areas starting in future fiscal years. By increasing the arrest rate, **future occurrences of violent criminal activity in the City of Anderson and the surrounding area would be reduced also**, as the department will be removing bad role-models from society, taking murderers, rapists, burglars and robbers off the streets. Unfortunately, police department funding through the general revenue is projected to decrease or stay at its current level for at least a few more years thus precluding the department from continuing its overtime program without outside funding.

If the Justice Assistance Grant Proposal is funded, the City of Anderson Police Department will use the award to fund overtime for officers who will work to decrease crime in targeted areas. **The additional manpower provided by overtime will enable us to focus on the hottest crime spots in the area, arrest more violent and nonviolent perpetrators and decrease the crime rate due to the fact that many crooks will be incarcerated and/or too paranoid to misbehave.**



Budget Narrative

The City of Anderson Police Department is requesting \$25,902 in funding from the Justice Assistance Grant (JAG) Program for the purpose of hiring sworn officers to work overtime to practice pro-active law enforcement in Anderson, South Carolina. The name of the program for which the City of Anderson Police Department requests this funding is the **Street Level Criminal Apprehension Program**. The overtime to be funded by this program will be used solely for street level criminal apprehension operations.

The \$25,902 will be applied toward the cost of overtime for sworn officers and non-sworn support personnel and the related benefits of those officers. The benefits include FICA (7.65%), police retirement (10.65%) and worker’s compensation (5.98%) expenses for personnel who work overtime assignments under the **Street Level Criminal Apprehension Program**.

Budget

BUDGET CATEGORY	Grantor	Cash Match	Total
I. PERSONNEL			
a. Overtime - To be paid to sworn officers and non-sworn support personnel who work overtime assignments under the Street Level Criminal Apprehension Program.	\$20,725		\$20,725
b. Fringe Benefits - Required by state law to be paid in addition to the overtime hourly rate of the personnel who work overtime assignments under the Street Level Criminal Apprehension Program. The benefits include FICA (7.65%), police retirement (10.65%) and worker's compensation expenses (5.98%).	\$5,177		\$5,177
TOTAL BUDGET	\$25,902		\$25,902

Review Narrative

The City of Anderson Police Department, through the City of Anderson, Incorporated's City Manager's Office, will be announcing to the city's designated governing body during the City Council meeting on June 22, 2009, that the City of Anderson Police Department is applying to the Justice Assistance Grant Program for grant funding for the Street Level Criminal Apprehension (overtime) Program.

The City of Anderson Police Department will make the JAG application available to the public for review by submitting it to the City of Anderson, Incorporated's Webmaster for placement upon the city's web site and by notifying the department's Public Information Officer by Monday, June 22, 2009. Interested citizens, neighborhood groups and community organizations have been and continue to be encouraged to comment on this program and the proposed funding thereof.

Interested parties and anyone else with comments about JAG funding for the Street Level Criminal Apprehension Program may contact Chief Martin Brown or Captain Kevin Marsee of the City of Anderson Police Department in person, via telephone, surface mail or email. Their contact information is as follows:

Chief Martin Brown

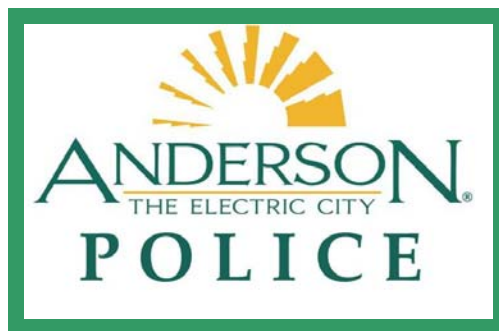
(864) 844-1561

mbrown@cityofandersonsc.com

Captain Kevin Marsee

(864) 844-1560

kmarsee@cityofandersonsc.com



Program Abstract

The City of Anderson Police Department in Anderson, South Carolina is requesting funds for the project entitled, *Overtime Funding for the Operation of the Street Level Criminal Apprehension Program*. The purpose of this grant program is to improve the quality of life of the citizens in and around the City of Anderson, South Carolina by means of pro-active arrests, convictions and incarcerating offenders, thereby removing the perpetrators of crime from the environment.

The primary goal of this project is to reduce the violent crime rate in the City of Anderson through saturated patrols of high crime areas. A secondary goal of this program is to allow the department to take a proactive stance toward violent crime control by utilizing intelligence led-policing to analyze local crime rate and crime trends; thereby more effectively utilizing department resources by concentrating resources in areas where the data indicate that law enforcement is most needed. The objectives are to reduce (1) violent crime and (2) the number of victims of violent crimes. The numerical performance indicators utilized to measure the success of the program will be (1) the violent crime rate and raw-count for the City of Anderson compared to previous periods and (2) the total number of victims of violent crimes as compared to previous periods. The data will be compiled from the Uniform Crime Reports.

The strategy to implement the program will be as follows. The first step will require the officers in the police department to be briefed on the expected results of the program. The officers will then conduct patrols in the high crime areas of the city and data will be maintained and collected to ensure that the program is making a significant impact on the violent crime rate. The police department will encourage feedback from the community regarding the patrols. Interagency coordination with the Solicitor's Office and other local law enforcement agencies will be established. The Solicitor's Office will be consulted to ensure that the cases being presented as a result of the patrols are resulting in successful convictions. If not, the officers will adjust and improve their patrol methods accordingly. The City of Anderson is surrounded by the County of Anderson therefore it will be imperative for the police department to work with the Anderson County Sheriff's Office in order to effectively combat the violent crime rate within the city limits.