

I. Problem Statement

The City of Anderson Police Department is requesting funding for the operation of the Street Level Criminal Apprehension Program. The need for the overtime funding is outlined in the sections below.

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 (LLEBG) funds. In early 1997 the department concluded the prerequisites for the 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 the 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 in violent crime. 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. In Fiscal Year 2009 there was a substantial

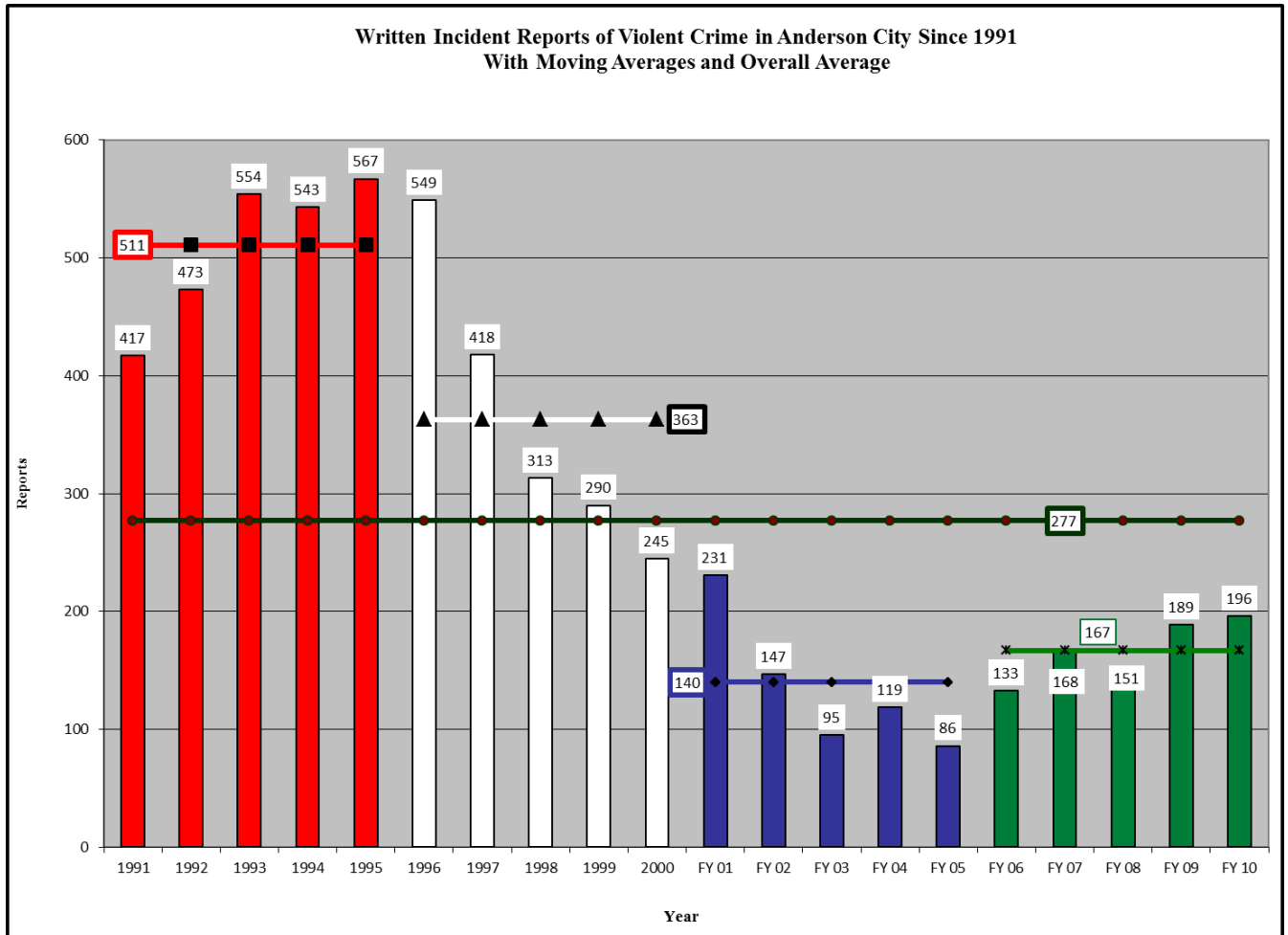
increase in violent crimes, and then another slight increase in Fiscal Year 2010. The increases resulted in Fiscal Year 2010 having the highest number of recorded violent crimes since 2001.

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 3,970.5 hours that officers worked under the Street Level Criminal Apprehension program. The number of overtime hours that were available to be worked in Fiscal Year 2009 under the Street Level Criminal Apprehension Program decreased by 50% due to reduced

funding. Consequently in Fiscal Year 2009, the violent crimes had a year-over-year increase of 25%. The violent crime rate rose an additional 4% in Fiscal Year 2010. Between the years of 1996 – 2007, grant funding to combat crime in the City of Anderson 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 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. Subsequently, the reduced number of overtime hours available under the program to be worked in Fiscal Year 2009 resulted in an increase in the number of violent crimes reported. In Fiscal Year 2010, the department was able to dedicate approximately 5,900 hours to the Street Level Criminal Apprehension Program. The funding for the program was provided by the Recovery Act and the Justice Assistance Grant Program. The City of Anderson experienced a slight increase in the violent crime rate in Fiscal Year 2010; however, without the funding for the Street Level Criminal Apprehension Program there could have been a substantial increase in the violent crime rate. The following table depicts the street level performance from fiscal years 1999 – 2010.¹

¹ Figures regarding grant-arrest-records and grant-hours-worked are from 1/6/99 to 6/30/10.

Attachment 2
 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>Fiscal Year</u>	<u>Grant Hrs</u>	<u>Grant Charges</u>	<u>Avg Hrs. per Charge</u>
1999	4,916.00	443	11.10
2000	3,557.50	297	11.98
2001	5,759.50	1,473	3.91
2002	3,613.00	735	4.92
2003	3,604.50	716	5.03
2004	2,048.00	424	4.83
2005	2,176.50	634	3.43
2006	2,096.50	377	5.56
2007	292.00	75	3.89
2008	3,970.50	657	6.04
2009	1,973	211	9.35
2010	5,905.5	782	7.55
Grand Total	39,912.5	6,824	77.59
Average	3,628.4	620	5.85

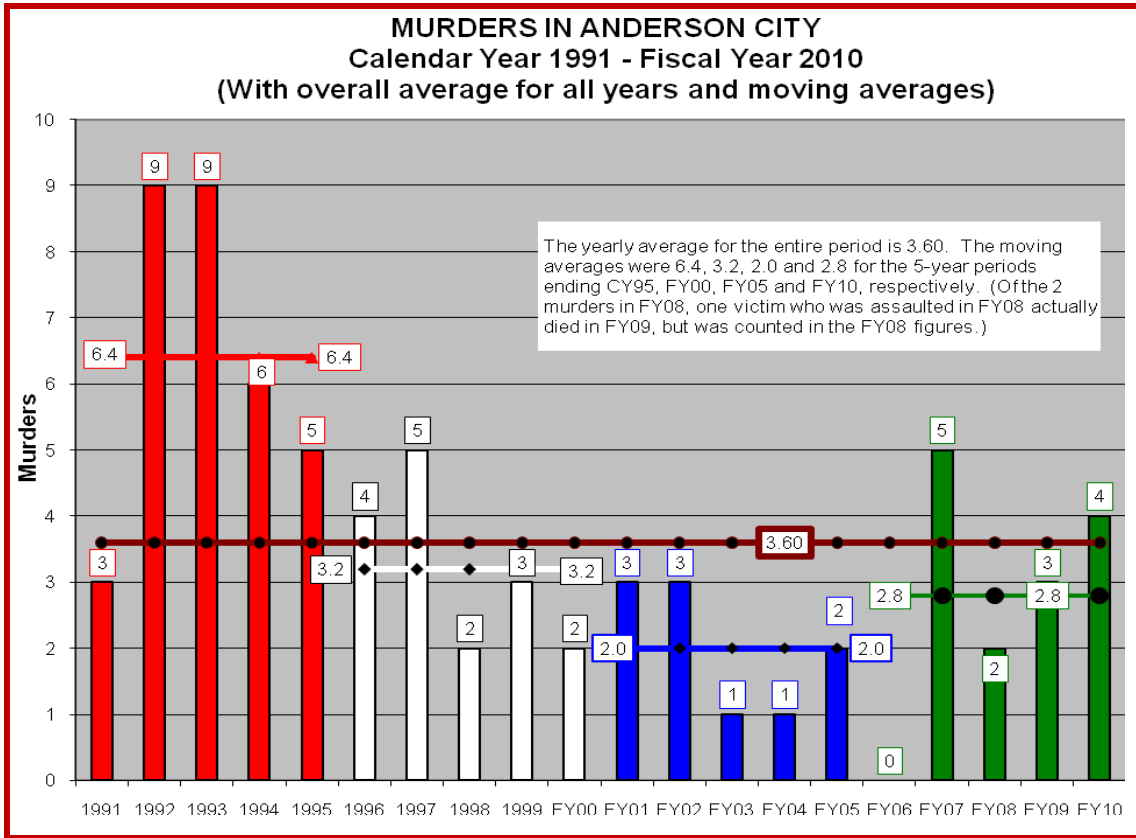
With respect to productivity, all 95 sworn personnel of the City of Anderson Police Department made a total of 2,974 criminal charges in FY10, arresting approximately 1,616 persons.² The average number of charges per arrestee was 1.84³. That would be an average of 31 charges per officer. Divided by 2,184 hours per year it comes to 70.5 hours per charge.⁴ That is 12 times the average 5.85 hours per charge 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 20-year period ending with FY10, the overall average and three moving averages.

² Count of Arrestees from JEMS Court Docket Program.

³ 2,974/1,616.

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



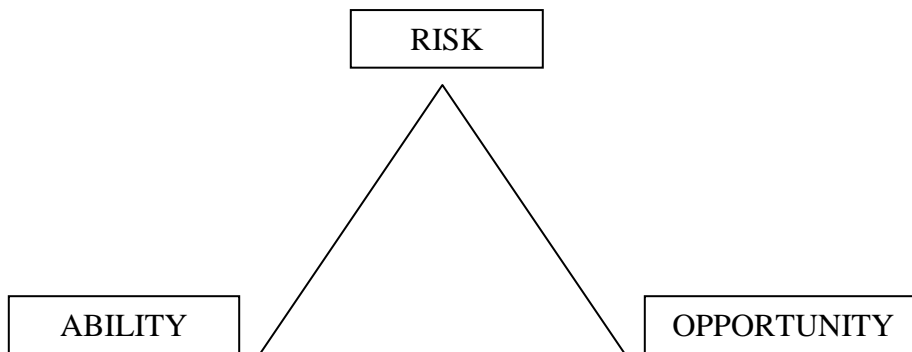
The City of Anderson Police Department routinely analyzes criminal activity and crime rates to understand the crime trends for particular areas. Special attention is given to reports of violent crime, drugs and illegal weapons because previous research has established a nexus among these criminal components and also between these crimes and other types of criminal activity, both violent and non-violent.⁵ 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.

⁵ 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).

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 grant funding for the operation of the Street Level Criminal Apprehension Program. 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.

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:

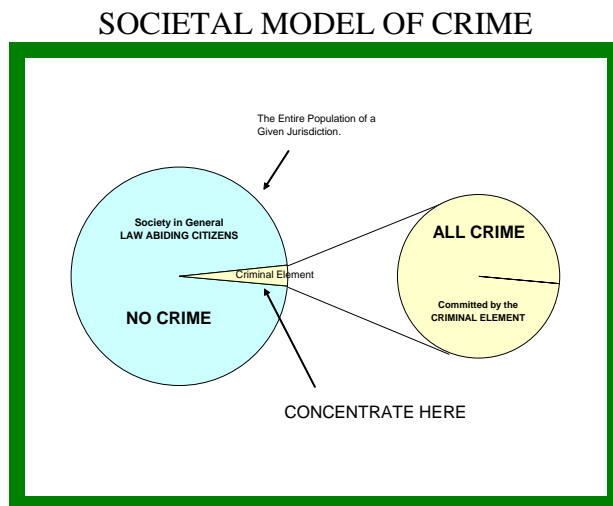


According to the theory behind this model, in order to affect the criminal's actions, law enforcement must act upon at least one of the three motivators in the model. The City of

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 are 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 criminal⁶. 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.



⁶ 3% criminal and 97% law abiding are generally considered average figures.

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.

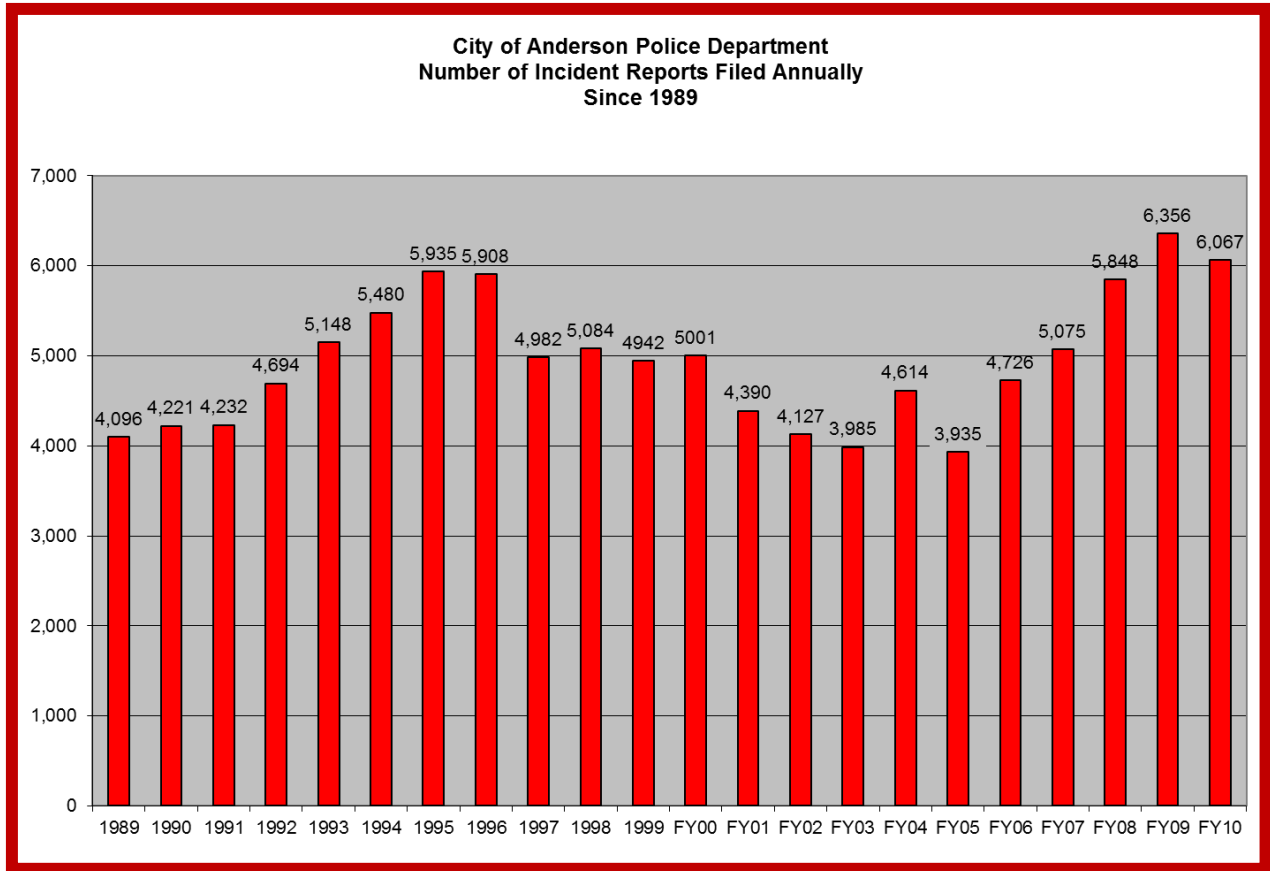
By concentrating on the criminal element and incarcerating a maximum number of offenders, the crime rate is subsequently decreased because (1) the criminals' ability to commit crime has been eliminated, (2) the increased risk deters some lesser motivated criminals from acting, and (3) criminal opportunity 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 FY10, a total of 7,090 incidents were documented on 6,067 reports.⁷ The following graph depicts the number of written criminal incident reports for the last 22 years. Note the immediate and drastic change that occurred in 1997, the first year of **Street Level Operations**, which were funded by the LLEBG:⁸

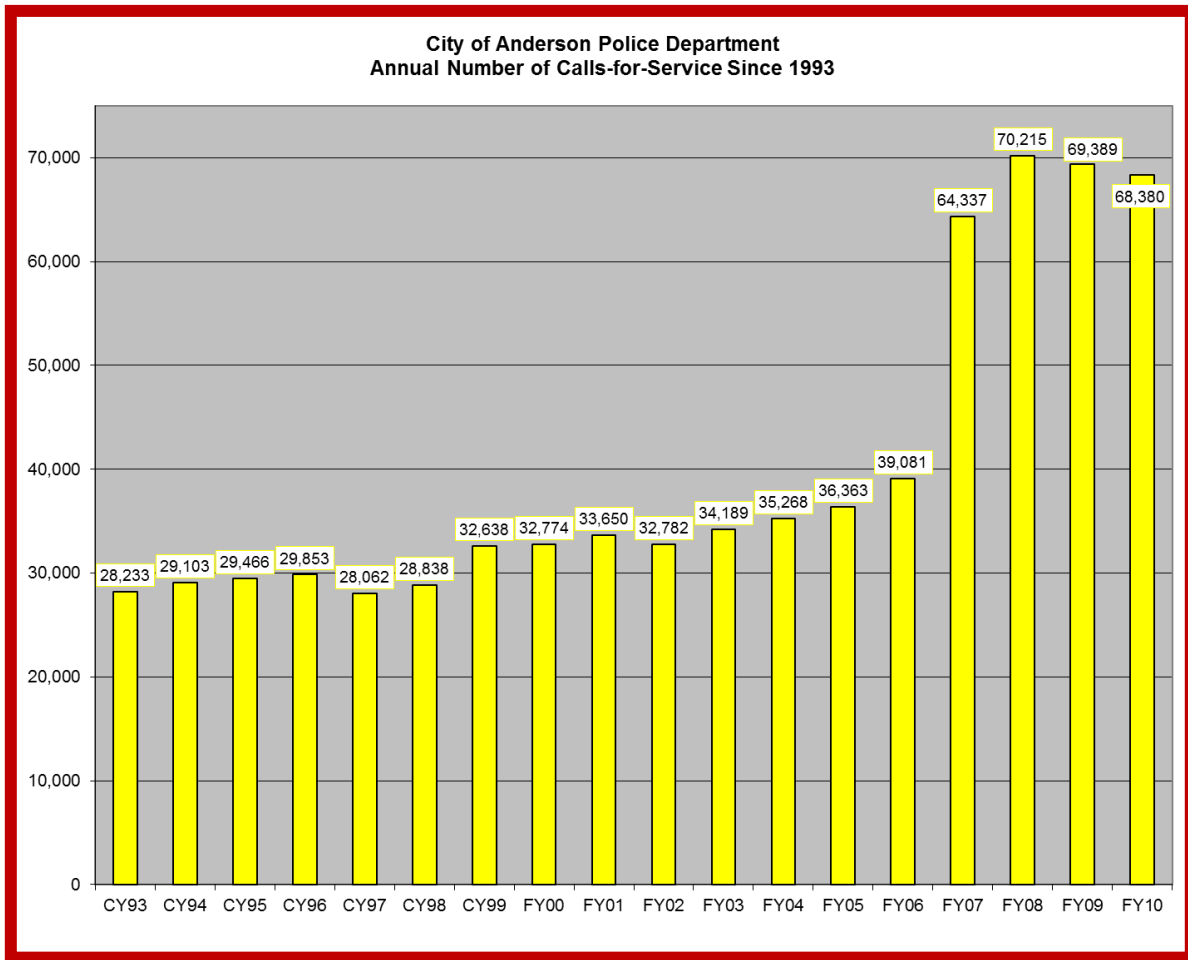
⁷ Includes non-criminal incidents that were recorded on reports.

⁸ Chart taken from the City of Anderson Police Department Fiscal Year 2010 Annual Report.



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.



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 12 times as much. This has been proven in the past with the use of Local Law Enforcement Block Grant funds.

II. 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 goals 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.

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.

IV. Conclusion

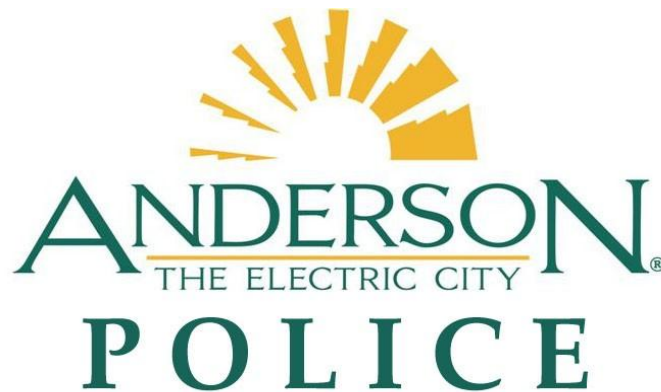
Each year that the Local Law Enforcement Block Grant and Justice Assistance Grant (JAG) funds have been available to the City of Anderson Police Department, the agency has employed the **Street Level Criminal Apprehension Program in an effort to suppress crime thereby improving the quality of life in 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, such as, the department's VAWA funded Violent Crimes Against Women Investigator. 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.

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 also be reduced,** 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 \$19,681 in funding from the Justice Assistance Grant (JAG) Program to operate the *Street Level Criminal Apprehension Program*. The City of Anderson Police Department is requesting \$19,681 for the purpose of hiring sworn officers to work overtime to practice pro-active law enforcement activities in Anderson, South Carolina. The funds will be applied toward the cost of overtime for sworn officers and non-sworn support personnel and the related benefits for those personnel. The benefits include FICA (7.65%), police retirement (11.13%) and worker’s compensation (5.98%) expenses for personnel who work overtime assignments under the *Street Level Criminal Apprehension Program*. The overtime to be funded by this program will be used solely for street level criminal apprehension operations.

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.	\$15,775		\$15,775
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 (11.13%) and worker's compensation expenses (5.98%).	\$3,906		\$3,906
TOTAL BUDGET	\$19,681		\$19,681

Review Narrative

The City of Anderson Police Department, through the City of Anderson, Incorporated's City Manager's Office, announced to the city's designated governing body during the City Council meeting on July 11, 2011, 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 has made 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 on Friday, July 1, 2011. 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

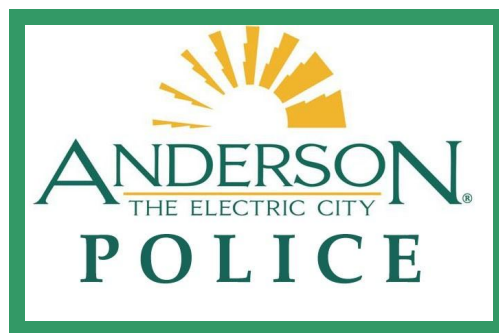
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Captain Kevin Marsee

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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 primary goal of the *Street Level Criminal Apprehension Program* 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 strategy to implement the *Street Level Criminal Apprehension 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.

Top Five Project Identifiers:

Gangs
Policing
Violence – Violent Crime
Overtime
Community Policing