

STATE OF NEW JERSEY
EDWARD BYRNE MEMORIAL JUSTICE ASSISTANCE GRANT
FY 2013 FORMULA PROGRAM

PROGRAM NARRATIVE

1. STATE STRATEGY/FUNDING PRIORITIES

Funding awarded under the FY 2013 Edward Byrne Memorial Justice Assistance Grant Program State Solicitation (JAG 2013) will be used to continue and compliment programs launched under New Jersey's strategy to combat crime through targeted investigations and prosecutions.

New Jersey has experienced a high volume of violent crime in many of its urban areas. Gangs that had been rooted in a city or region of the State continue to expand their turf, causing a rash of shootings and violent crime. These gangs, fueled by the revenues of drug distribution and armed with illegally obtained guns, have threatened the safety of our residents and the vitality of our cities and towns. New Jersey's strategic plan focuses on investigations and prosecutions as critical components to addressing violent crime. New Jersey is on the forefront of using intelligence-led, data-driven policing strategies to deploy limited policing resources.

JAG 2013 funds will support the 21 County Prosecutors' Offices Gang, Gun, and Narcotics Task Forces, the Attorney General's New Jersey State Police (NJSP) Organized Crime, Gangs, Guns and Narcotics Task Force and the Division of Criminal Justice's (DCJ) Multi-Jurisdictional Gangs, Guns & Narcotics Task Force (Statewide Task Force). The County task forces will continue to target drug enforcement where such enforcement is consistent with the task forces' larger mission of suppressing gangs and gun violence. The task forces will continue to work to deprive profit-minded criminal groups of their sources of income, whether

the gangs derive their income from the sale of controlled dangerous substances or profit-motivated acts of violence. The evolutionary transformation of the task forces likely will produce, however, changes in the identification of targets. In selecting drug distribution targets and cases, prosecutors should focus special attention on those dealers who use or carry firearms or otherwise employ violence as part of their drug-trafficking activities. The NJSP's Task Force consists of three regional bureaus in the northern, central, and southern areas of the State. These bureaus employ the intelligence-led policing model and state of the art intelligence analysis to target violent street gangs and narcotics traffickers. DCJ's Statewide Task Force investigates and prosecutes members of criminal gang organizations, gun traffickers and gun trafficking organizations, whose operations transcend county jurisdictions or operate across State lines into or out of New Jersey. The Statewide Task Force works cooperatively with federal, county and local law enforcement officials.

The terror events surrounding the Boston Marathon serve as a stark reminder of how large gatherings of people, in particular major events like the Super Bowl, present numerous vulnerabilities for terrorists to exploit. Similarly speaking, in a metropolitan state like New Jersey, there are significant crime-related issues that often surpass the ability of local law enforcement agencies to respond. From a historical perspective, major events based in New Jersey have resulted in considerable overtime expenditures or requests to the Governor and Attorney General for a surge response by law enforcement at a significant cost.

From a smart policing perspective, addressing the ever-present issues associated with major events and high crime areas involve applying technologies that increase the effectiveness of the police without requiring massive deployments of personnel. Such technologies involve blending force multiplying technologies such as automated license plate readers (ALPR), closed

circuit television cameras (CCTV), and environmental sensors (i.e. radiological, biological, and shot spotters) with law enforcement analytical and operational plans. Unfortunately, an intelligence assessment conducted around key areas specific to Super Bowl 48, the Rt. 21 Corridor, which runs through Newark, Camden, and Trenton, for the presence and application of these blended technologies have revealed significant gaps.

Deploying operational resources in an effective and efficient manner begins with understanding both the environment and criminal domain. This requires both the strategic and rapid analysis of crime data, criminal intelligence, suspicious activity reports and environmental attributes. Using predictive analytics and other tools, the New Jersey Regional Operations & Intelligence Center (NJ ROIC) has made significant contributions toward supporting special event planning, as well as other anti-violent crime surge initiatives in urban areas with high crime (e.g. Camden, Trenton, Paterson and Jersey City). While the fusion efforts in this realm have been considered useful for informing decision-making, they have piqued an interest by law enforcement decision-makers for more timely and robust solutions that involve aggregating and analyzing larger data sets in real-time situations requiring the addition of software and data management applications unavailable at this time at the NJ ROIC.

In the austere budget times we find ourselves, the ability to assemble and maintain large allocations of law enforcement personnel for long periods of time is getting more difficult and unsustainable. A smart alternative is to use technology to supplement the “eyes and ears” of law enforcement in order to conduct surveillance and monitor those areas prone to violence or that represent vulnerabilities during special events like the Super Bowl. The use of CCTV with smart analytics, ALPRs, and environment sensors can be integrated into a problem area to essentially extend the presence of law enforcement without the costs associated with large allocations of

personnel. These technologies would provide surveillance measures that would enhance analytical, operational, and investigative efforts in a focused manner. The allocation of personnel to police a specific area could be significantly reduced when used in conjunction with technology deployments and smart applications. The blended technology deployments to enhance operations could focus on behaviors associated with terrorism and crime, i.e. shootings, car jacking, robberies, and human trafficking.

By leveraging JAG 2013 funding in combination with Department of Homeland Security Grant Program funding, New Jersey can leverage existing analytical, operational, and investigative efforts to implement a Major Event Domain Awareness package. This solution will consist of portable ALPRs, portable CCTV type cameras, Shot Spotter sensors and other force multiplying devices as a mobile tactical response. This technology package would be supported by analysts assigned to the NJ ROIC who will solely be assigned to identify emerging crime problems in various locations and areas and at major events that could attract potential domestic or foreign terrorists. Once these analysts identify the targeted areas, they will conduct detailed reviews to identify, with the help of local law enforcement, the true nature of the problem, specific locations to most effectively use the technology. Once the appropriate areas are identified, the technical packages will be deployed and monitored and the response effort consisting of state and local assets will be implemented.

New Jersey will be implementing a Ceasefire project in an urban area. New Jersey CeaseFire will incorporate elements of the crime deterrent model utilized in the Boston CeaseFire model with the public health approach utilized in the Chicago CeaseFire model to target low-level gang members and youth at-risk of gang involvement in an urban area in New Jersey. As conceptualized, New Jersey CeaseFire will change norms regarding violence by

offenders and the larger community through outreach workers, counseling, mentoring, conflict mediation, and providing alternatives to criminal behavior. Outreach workers will connect youth and families to community-based treatment and counseling services, while “violence interrupters,” who mediate conflicts between gangs, family members, and friends who are caught in a cycle of violence, will deploy into neighborhoods in real time when violence flares up. This interdiction effort will be blended with an aggressive law enforcement and prosecution effort that will send a clear message that gun and gang violence will be addressed not just by county, but potentially, federal prosecution.

The blending of the Boston and Chicago models is proposed due to the risk profile of youthful offenders, the benefit of improved social service delivery in improving outcomes for low-level offenders and at-risk youth and the already existing focus placed on gang interdiction through state-led efforts such as VEST, NJ POP and other initiatives that have taken higher-echelon gang members off the streets. An evaluation of this program will be done by researchers from the Rutgers School of Criminal Justice (Newark) and Rutgers Department of Sociology, Anthropology and Criminal Justice (Camden).

Finally, JAG 2013 funds will continue to support Criminal Justice Information Sharing (CJIS) improvement projects, vital to the integration of statewide information sharing networks. In an effort to digitize all fingerprinting and mug shot photos in New Jersey, JAG funds provide digital Live Scan Fingerprint and Mug Shot Photo Systems for law enforcement agencies. Digital transmission of fingerprint and mug shot photo data rapidly identifies arrested persons (within New Jersey’s Automated Fingerprint Identification System and the Federal Bureau of Investigation’s Integrated Automated Fingerprint Identification System) allowing law enforcement agencies and homeland security to rapidly access a comprehensive database of

criminal photographs. Another CJIS project includes a consultant, who will create an interface between the Administrative Office of the Courts, Probation Services' Central Case Management System and the Department of Law and Public Safety (L&PS), NJSP's Computerized Criminal History to share DNA status information.

The State Sub-Award Process

1. DCJ's Program Development & Grants Section administers the JAG program.
2. Proposed subgrants are reviewed and approved by the L&PS through the Consolidated Grants Management Office (CGMO).
3. All projects are subgranted by Program Development & Grants Section to divisions within L&PS (e.g., NJSP), other State agencies (e.g., Department of Corrections), local units of government (municipal and county), and non-profit agencies.
4. Subgrants may be offered by formula, competitive or on a strategic basis. If required, a Notice of Availability of Funds (NOAF) is published in the New Jersey Register.
5. Subgrant projects are assigned to a Program Analyst. Once a completed subgrant application is received and considered satisfactory, the subgrant application is reviewed and approved by an Internal Grant Review Committee.
6. Upon approval, the Subgrant project grant package is processed within CGMO, recommending the Attorney General or designee signs the contract.
7. Upon Attorney General or designee signature, the executed contract is sent to the subgrantee.

The State Sub-Award Timeline

Objectives/Activities	Subgrant Process	Completion Date
Law Enforcement	6 months from date of federal award - local agencies 2 months from date of federal award - State agencies	Ongoing from start of project
Prosecutors & Courts	6 months from date of federal award - local agencies	Ongoing from start of

		project
Justice Information Sharing	6 months from date of federal award - local agencies 6 months from date of federal award - State agencies	Ongoing from start of project

Description of Programs to be Funded

Purpose

Area

- 1 County Multi-Jurisdictional Gang, Gun and Narcotics Task Force
The task forces, each under the operational control of the county prosecutor, target drug and violent crimes within their jurisdictions.
- 1 DSP Organized Crime, Gangs and Narcotics Task Force
The task force targets aspects of narcotic distribution and gang activity within the State through intelligence led policing.
- 1 Statewide Multi-Jurisdictional Task Force
The task force targets aspects of narcotic distribution and gang activity within the State through intelligence led policing.
- 1 Urban Area Ceasefire Project
CeaseFire will incorporate elements of the crime deterrent model utilized in the Boston CeaseFire model with the public health approach utilized in the Chicago CeaseFire model to target low-level gang members and youth at-risk of gang involvement in an urban area in New Jersey.
- 1 Major Events Domain Awareness Grant
Program designed to provide the State with the capability to utilize technology as a force multiplier to reduce crime during major events. This capability will be realized by enabling agencies to acquire law enforcement technology and personnel necessary to support the technology.
- 6 Criminal Justice Information Sharing
For the integration and enhancement of New Jersey's statewide information sharing networks. Initiatives are coordinated through the CJIS Policy Committee.
- N/A Program Administration
Funds will be applied to costs associated with personnel directly involved in the administration of the JAG programs. Responsibilities will include fiscal and programmatic oversight, technical assistance, ongoing review, monitoring, assessment, and reporting for all JAG programs. Actual costs will be charged based on time sheets reflecting the actual time worked on JAG.

2. STATE STRATEGIC PLANNING PROCESS, PRIORITIES & FUNDING STRATEGY

New Jersey's strategic plan combats crime through targeted investigations and prosecutions using intelligence-led, data driven policing strategies. The following persons/groups help guide New Jersey's priorities and funding strategy for JAG:

- Attorney General Jeffrey S. Chiesa and Elie Honig, Director, Division of Criminal Justice - The Attorney General, working with DCJ, NJSP, the Regional Operations Intelligence Center and local police departments, examines crime data and hot spots and makes assessments about effective deployments. The State plan has been to reduce violent crimes with the strategic use of limited resources as set forth in the initiatives in this application.
- CJIS Policy Committee - The committee is represented by the Attorney General's Office, NJ State Police, the Administrative Office of the Courts, Division of Criminal Justice, Office of Homeland Security and Preparedness, Department of Corrections, Office of Information Technology, Juvenile Justice Commission, the NJ Jail Wardens Association, NJ Chiefs of Police Association, NJ Parole Board, NJ Sheriffs Association, and other criminal justice agencies.
- County Prosecutors Monthly Meetings - The Division of Criminal Justice exercises the Attorney General's authority under the Criminal Justice Act (N.J.S.A. 52:17B-98 et seq.) to supervise the operations and administration of the twenty-one county prosecutors and county and municipal police departments. Monthly meetings are held within the Division of Criminal Justice to address various criminal justice issues, identify needs and gaps in services and coordinate law enforcement planning efforts statewide.

- County Narcotics Commanders Association - Other forms of local data analysis supporting the State strategy include quarterly meetings of the County Narcotics Commanders Association, which share information and discuss strategies being employed by the County Gang, Gun and Narcotics Task Forces to address violent crimes and Law Enforcement Training initiatives creating a law enforcement officer network to share and discuss crime and effective responses.
- Office of the Attorney General Consolidated Grants Management Office (CGMO) - CGMO convenes a weekly consolidated grants meeting for the purpose of ensuring coordination of resources and services within L&PS. Grants personnel from the various divisions within L&PS (DCJ, NJSP, Highway Traffic Safety, Civil Rights, Alcoholic Beverage Control, the Juvenile Justice Commission, and OAG) meet weekly to share information and coordinate federal programs, where appropriate.

Engagement of Local Communities

Local communities, in coordination with local law enforcement, are engaged in the planning process. The crime data from the local communities is collected and analyzed to support New Jersey's crime prevention strategies and funding priorities. JAG prevention programs focus on giving local communities the tools to analyze crime data and the flexibility to implement crime prevention projects to address the specialized needs of their neighborhoods. Through local law enforcement, community members focus on crime data in their neighborhoods, which leads to effective prevention and delinquency programming.

Local law enforcement is directly engaged in the State's strategy through the collection and sharing of crime data with the ROIC. The ROIC collects, assesses and produces information

and intelligence products aimed at targeting recidivist offenders and suppressing gun violence. The ROIC, in turn, utilizes this locally collected data for violence prediction purposes, and to better assist communities to prevent and address violent crime.

Data and Analysis Supporting State Strategy

The data and analysis supporting the State strategy comes from local and State sources with the nucleus being the ROIC. The ROIC is operated by the NJSP and is comprised of more than 10 agencies, 40 analysts, and interagency liaisons. The ROIC collects, analyzes and distributes crime data to all of its partners. The ROIC spearheads interagency collection efforts, primarily with local jurisdictions throughout the State, to collect, assess and produce information and intelligence products aimed at targeting recidivist offenders and suppressing gun violence.

For example, the ROIC produces the NJ POP (Pins on Paper) Monthly Report, which provides current and warning intelligence on threat, crime and gun violence analysis. The NJ POP report examines the shooting-hit data throughout the State using CrimeTrack, which is available to all law enforcement agencies using the National Criminal Information Center (NCIC). Each NJ POP report identifies hot spots by region, provides temporal and spatial analysis, shows gang-involved shootings, and draws associations between weapons recovered, recidivist offenders, and shooting motivations across jurisdictional boundaries. The NJ POP report assists local, municipal and county law enforcement agencies to combat violent crime using accurate, timely and effective data analysis, and to employ intelligence-led, data-driven policing strategies.

The ROIC works with police departments in Jersey City, Newark, Trenton, Paterson, Perth Amboy and Camden, among others, which come together with federal and State law enforcement partners to exchange intelligence and coordinate enforcement operations through

bi-weekly meetings called Violent Enterprise Source Targeting (VEST). These meetings seek to focus interagency resources on reducing violent crime trends in these cities. VEST meetings are driven by statistical analysis and specific crime information provided by the host agency and participants. VEST information is published in the NJ POP report. The ROIC also works with cities to exchange crime data and trends.

New Jersey analyzes violent crime data using information provided from the ROIC and Uniform Crime Data to make determinations on how best to strategically provide sorely needed resources to local-level police departments and county prosecutors' offices, in the effort to reduce violent crime through intelligence-led policing initiatives. New Jersey law enforcement professionals and police organizations are no longer working independently. Crime patterns and trends are being tracked and shared to assist New Jersey in implementing strategies that cross traditional borders.

Additionally, firearm data is used to assist in intelligence-led policing efforts. Firearms trace data is entered into the federal eTrace system and gun crime evidence is entered into the National Ballistics Information Network (NIBIN).

Other forms of local data analysis supporting the State strategy include quarterly meetings of the County Narcotics Commanders Association, which share information and discuss strategies being employed by the County Gang, Gun and Narcotics Task Forces to address violent crimes and Law Enforcement Training initiatives creating a law enforcement officer network to share and discuss crime and effective responses.

The exchange of crime data by local communities and the ROIC is critical as violent crime evolves in New Jersey. Gang violence in New Jersey has changed as street gangs mature and consolidate their networks. According to the January 2011 release of "Gangs in New Jersey:

Municipal Law Enforcement Response to the 2010 NJSP Gang Survey,” compiled by the NJSP, gang presence in New Jersey remains widespread, having a presence in all 21 counties, including urban, suburban and rural areas. Forty-three gangs were identified with more than 100 members. These gangs were spread out among 14 towns, six of which had multiple gangs of more than 100. Half of all municipalities report the presence of gangs in their schools. Of those municipalities that reported the presence of gangs, one-third reported an increase in gang activity. The 2011 gang survey’s data is being used by State and local law enforcement agencies to direct their strategies to the most pressing violent crime needs.

Gaps in State’s Needed Resources

JAG 2013 funding will be utilized to provide critical resources to support local and State criminal justice initiatives, such as personnel, equipment and training when there is no other available funding. JAG 2013 funding will be awarded to agencies to meet essential services in keeping our communities safe and to support needed CJIS improvements to enhance data sharing efficiencies among criminal justice agencies.

3. STRATEGIC PLANNING AND COORDINATION OF EFFORTS WITH OTHER CRIMINAL JUSTICE AGENCIES IN THE STATE

Under New Jersey’s unified system of law enforcement, the Attorney General, as the chief law enforcement officer of the State, has supervisory authority over the 21 county prosecutors and all other law enforcement departments and agencies throughout the State. DCJ’s Program Development and Grants Section is the State Administrative Agency (SAA) for federally assisted criminal justice programs. The Criminal Justice Director reports directly to the Attorney General. We are uniquely positioned to assume a leadership and oversight role in developing and implementing JAG 2013 programs that require strong partnerships among the

various levels of criminal justice agencies. DCJ staff is experienced in providing technical assistance for effective program implementation and maximizing and leveraging resources through a coordination of services. Staff from the OAG's CGMO convenes a weekly consolidated grants meeting for the purpose of ensuring coordination of resources and services within L&PS. Grants personnel from the various divisions within L&PS (DCJ, NJSP, Highway Traffic Safety, Civil Rights, Alcoholic Beverage Control, the Juvenile Justice Commission, and OAG) meet weekly to share information and coordinate federal programs, where appropriate.

DCJ has direct responsibility for the administration of the JAG Program, American Recovery and Reinvestment Act, Edward Byrne Memorial Justice Assistance Grant (JAG Recovery) Program, the Residential Substance Abuse Treatment Grant (RSAT), and the federal Bulletproof Vest Partnership Program (BVP). On behalf of the New Jersey U.S. Attorney's Office, DCJ is the fiscal agent for the Project Safe Neighborhoods (PSN) Program. DCJ also administers the Office for Victims of Crime (OVC): Victims of Crime Act (VOCA) funding (formula grants) and the Office of Victim Witness (OVW): STOP Violence Against Women Act (VAWA) formula grants.

DCJ also oversees New Jersey's Safe and Secure Communities Program (State funding for additional police officers to address crime in a community oriented manner), State-funded prevention initiatives (at-risk youth programs), and the Body Armor Replacement Program (State funding to purchase body armor for law enforcement and correctional officers).

In addition to grants administration, the DCJ's primary responsibilities include planning, program development, technical assistance, monitoring, and coordination of resources. Analysts assigned to the unit work closely with subgrantees to establish partnerships that expand and enhance programs.

4. DATA COLLECTION & SUBMISSION OF PERFORMANCE MEASURES

To comply with Bureau of Justice Assistance's (BJA) reporting requirements, DCJ collects JAG Performance Measurement Tool (PMT) data, Narrative Questions, Annual Reports, and Performance Metrics from JAG subgrantees or subrecipients. JAG subrecipients will be expected to complete DCJ's own quarterly narrative reports, BJA Narrative Questions, and quarterly PMT data. Narrative data will be collated, reviewed and approved by DCJ staff, and uploaded to the BJA PMT and the Grant Management System (GMS) as required.

DCJ collects BJA's PMT data electronically on Excel spreadsheets, which are stored on a network drive. Access will be limited by password to ensure data control, and all changes will be tracked by the DCJ Research and Evaluation analysts before the final submission. New subrecipients receive training on PMT data collection and reporting. Subrecipients are responsible for collecting and reporting PMT data electronically to the DCJ Research and Evaluation analysts. DCJ's Research and Evaluation analysts review and reconcile the subrecipients' spreadsheets. DCJ Research and Evaluation analysts collate and upload the subrecipient data into the required PMT reporting system. Once the draft has been reviewed and approved, the Research and Evaluation analysts post the final data to BJA's PMT. Annually, DCJ uploads the PMT data to GMS.