

**Evaluation of Utah Project Safe Neighborhoods
Final Report**

Russell K. Van Vleet, M.S.W.
Robin L. Davis, Ph.D.
Audrey O. Hickert, M.A.
Edward C. Byrnes, Ph.D.

September 30, 2005

Criminal and Juvenile Justice Consortium, College of Social Work,
University of Utah

Table of Contents

	Page
TABLE OF CONTENTS.....	i
ACKNOWLEDGEMENTS.....	iii
EXECUTIVE SUMMARY	iv
Section 1: INTRODUCTION	
Chapter 1: Introduction.....	1
Section 2: QUANTITATIVE DATA RESULTS	
Chapter 2: Offense and Prosecution Results	4
Chapter 3: Crime Mapping	14
Section 3: PARTNERSHIPS	
Chapter 4: PSN Accomplishment Timeline	26
Chapter 5: Key Informant Interviews	36
Chapter 6: Statewide County and District Attorney Survey	49
Section 4: PSN AWARENESS AND TRAINING	
Chapter 7: Media Campaign Evaluation	53
Chapter 8: Offender Notification	66
Chapter 9: Law Enforcement Training Survey	76
Chapter 10: Project Sentry	81
Section 5: PSN EFFECTIVENESS	
Chapter 11: Implementation, Outcomes, and Comparative Costs	86
Chapter 12: Comparison Communities	100
Section 6: SUMMARY AND CONCLUSION	

Chapter 13: Summary and Conclusion	110
Section 7: APPENDICES	
Appendix A: Interview Template for Key Informant Interviews	115
Appendix B: Informed Consent Form for Key Informant Interviews	116
Appendix C: Endorsement Letter for Media Survey	118
Appendix D: Media Post-Test Survey	119
Appendix E: Offender Notification Pre and Posttest.....	121
Appendix F: Informed Consent for Offender Notification Evaluation	125
Appendix G: Timeline Template and Instruction Sheet	127
Appendix H: Law Enforcement Training Survey	130
Appendix I: PSN Timeline List of Community Changes	132
Appendix J: Answers to Offender Notification Survey Questions	152
Appendix K: Offenses Queried from Utah State Court Database	153

Acknowledgements

We would like to acknowledge the support of Brett Tolman and John Huber as Project Safe Neighborhoods (PSN) coordinators in assisting with the completion of this evaluation. We would like to thank Paul Warner, US Attorney, District of Utah, and all of the PSN Partners, but especially the Task Force, Executive Committee members both past and present, Law Enforcement Coordination Specialist Melodie Rydalch and PSN Paralegal Allison Turner for assistance in the creation and completion of this evaluation. We appreciate the cooperation of and data provided by the Utah Administrative Office of the Courts and the Utah Bureau of Criminal Identification. In addition, we acknowledge the initial work done by Stephanie Tonin as the former PSN Evaluation Project Coordinator in developing the format for this report. Finally, we wish to thank Consortium members Fran Nilson for assistance in managing the evaluation project and Erin Becker for her valuable editing expertise.

Executive Summary

Project Safe Neighborhoods (PSN) is a comprehensive, multi-agency intervention designed to reduce gun crime in America through five essential elements: 1) Partnership, 2) Strategic Planning, 3) Training, 4) Community Outreach and Public Awareness, and 5) Accountability. Supported by the Bush Administration, United States Attorney General, Office of Justice Programs, and the United States Attorney's Offices in each of the 94 federal judicial districts, PSN aims to build a powerful and lasting coalition with our citizens - one that empowers them to be agents of change in their own communities.

Since PSN was adopted by all federal judicial districts in late 2001, aggravated assault rates in Utah have been variable, while the percentage of aggravated assaults involving a firearm have remained stable. The percentage of robberies involving firearms, however, has fluctuated with the overall robbery trend, remaining at about one-third of robberies over the last four years. Weapon law offenses statewide decreased steadily for one year, starting in April of 2003, although rates have become variable again since April of 2004.

Federal prosecution of violent and firearm crimes in Utah resulted in over 2,500 weapons being removed from the community. Federally prosecuted violent and firearm crimes in Utah received substantial sentences for federal incarceration. The PSN Task Force and the United States Attorney's Office for the District of Utah have actively pursued violent and firearm crimes in Utah. They have reviewed a high volume of cases since 2000. Although the volume of cases reviewed, indicted, and sentenced has decreased steadily since 2003, the quality of cases accepted by the task force has increased, resulting in approximately 30% of PSN cases (excluding pending cases) being sentenced. The average sentence for PSN cases was 27 months in federal prison. Because federal sentences have no possibility of parole, the individuals sentenced federally under PSN will remain incarcerated for the entire length of their sentences.

Communities that were involved with PSN were able to use the federal court and prison system to keep a larger percentage of violent firearm offenders off of their streets for a longer period of time.

Long term impacts of PSN on violent and firearm crime may not be visible in crime trends for years, if at all, due to various environmental factors that can influence these data. However, the short term impacts of PSN, as recorded by the United States Attorney's Office, are clear and positive. In just three short years, Utah PSN has removed hundreds of violent criminals and thousands of weapons from Utah streets, improving the quality of life for Utah's law-abiding citizens.

Some Brief Results:

- During Project CUFF (PSN’s national predecessor) and PSN the United States Attorney’s Office (USAO) of Utah and the PSN Task Force have reviewed over 1,300 cases, resulting in 328 sentenced cases with an average of 27 months incarceration in federal prison (Chapter 2).
- Mapping of PSN cases by PSN partners indicates that the majority of PSN cases have come from the Wasatch Front; however, a substantial number of cases have come from rural partners in Vernal, Price, and Washington County (Chapter 3).
- PSN funding and partnerships have led to over 100 community changes (new or modified programs, policies, or practices) that have impacted the way communities prevent, deter, and punish gun crimes in Utah (Chapter 4).
- The majority of PSN “key players” have a positive opinion of the project and the partners involved and feel federal prosecution gives them “more bang for their buck” on firearm cases. However, they did provide suggestions for enhanced communication between prosecution and law enforcement and additional trainings (Chapter 5).
- Rural prosecution partners are aware of PSN and have benefited from increased outreach efforts by the USAO and PSN Task Force. Additionally, they are aware of the advantages of using PSN to prosecute domestic violence (DV) cases (Chapter 6).
- The general public’s exposure to and awareness of PSN increased dramatically over the course of the public awareness campaign, with 74% reporting seeing or hearing the PSN message in the media. Furthermore, those surveyed after the media campaign were more knowledgeable about federal firearm laws than those surveyed prior to the campaign (Chapter 7).
- Parolees in Salt Lake County significantly improved their overall knowledge of federal firearm laws after attending Offender Notification meetings; however, some laws concerning constructive possession and hunting scenarios remained unclear to offenders (Chapter 8).
- Line officers attending the September 7, 2005 PSN Law Enforcement Training reported high knowledge of PSN and comfort in utilizing its various procedures, although one-third (33.3%) did not have any personal experience with PSN cases at the time of the training (Chapter 9).
- Project Sentry has addressed youth gun violence through prosecution and prevention efforts. Approximately 42% of PSN cases involved defendants who were under the age of 27 at the time of their offenses (thus meeting federal criteria for Sentry Youth). Additionally, Utah’s Project Sentry collaborated with Weed and Seed, Salt Lake County Metro Gang Unit, and Project ChildSafe to provide information, resources, and gun locks to at-risk youth and their families (Chapter 10).

- Since PSN implementation the USAO has more efficiently prosecuted firearm crimes and the data appear to support the idea that PSN is achieving its goal of incarcerating firearm offenders for longer periods of time. Cases that are likely to be quickly prosecuted and result in shorter sentences should remain in District Courts; however, it is more cost-effective to prosecute cases that are likely to have longer resulting sentences through PSN (Chapter 11).
- Higher implementing communities (those that were identified by PSN partners as more involved in PSN activities) have a substantially higher proportion of firearm cases prosecuted federally. Federal and state prosecuted firearm crimes are equally likely to receive guilty sentences/pleas; however, federally prosecuted firearm crimes resulted in longer prison sentences (Chapter 12).

Chapter 1: Introduction

As the research partner for the District of Utah Project Safe Neighborhoods (PSN), the Criminal and Juvenile Justice Consortium (CJJC), College of Social Work, University of Utah, documented, analyzed, and evaluated the effectiveness of Utah PSN strategies. To meet the goals of the evaluation, the research team at CJJC outlined five objectives at the onset of the project:

1. Determining the effectiveness of the PSN partnerships,
2. Identifying the number of cases prosecuted successfully,
3. Evaluating changes in crime rates involving felony firearm use,
4. Measuring the effectiveness of the PSN public awareness campaign, and
5. Analyzing the effectiveness of training and outreach programs.

Furthermore, the proposal anticipated three results of the research project: 1) Identification of challenges to PSN implementation, 2) Support for the effectiveness of PSN, and 3) Documentation of process information that could be used to replicate successful intergovernmental partnerships in the future. Evaluation components were proposed to meet the objectives listed above as well as to address any additional issues which emerged over the course of the research project. These additional research projects were implemented to further fulfill the research objectives outlined in the proposal. This final evaluation report is organized into chapters that represent these individual evaluation components. Many of the evaluation components fulfill multiple research objectives and provide insight into more than one of the anticipated results. The following is a brief outline of the chapters that comprise this report organized by the research objectives they address.

Objective 1: Determining the effectiveness of the PSN partnerships

Chapters Four, Five, Six, Ten, and Twelve evaluate the effectiveness of PSN partnerships. The PSN Accomplishment Timeline (Chapter 4) documents the new or modified programs, policies, and practices implemented by PSN partners as a result of their collaboration on the project. The Key Informant Interviews (Chapter 5) were conducted with PSN participants, including: federal prosecutors, state and local law enforcement, state and county prosecutors, the Federal Bureau of Investigation, the Bureau of Alcohol, Tobacco, and Firearms, Weed and Seed partners, media partners, and other local agencies and community participants. Key informants provided their unique perspectives on PSN involvement, collaborations, strengths, and weaknesses. The Statewide County and District Attorney Survey (Chapter 6) consisted of a semi-structured interview administered to a random sample of rural prosecutors. These prosecutors explained their exposure to and involvement in PSN. Chapter 10 describes collaborations between PSN partners on Project Sentry activities. Chapter 12, the Comparison Communities Evaluation, examines the impact of partnerships by comparing two kinds of Utah communities: 1) those that were highly involved in PSN through local collaborations with statewide PSN initiatives and 2) those that were less involved in PSN efforts on prosecution and sentencing of firearm crimes in state and federal court.

Objective 2: Identifying the number of cases prosecuted successfully

Portions of Chapters Two, Three, Eleven, and Twelve addresses the second objective of the evaluation, identifying the number of cases prosecuted successfully. Chapter Two, Offense and Prosecution Results, is a quantitative summary of Utah Bureau of Criminal Identification (BCI) Incident-Based Reporting (IBR) crime data, Utah Administrative Office of the Courts (AOC) prosecution and sentencing data, and United States Attorney's Office (USAO) "CUFF" data on federal firearm cases reviewed, prosecuted, and sentenced during PSN. Chapter Three presents crime maps compiled by the USAO to document their PSN cases across the state. Implementation, Outcomes, and Comparative Costs (Chapter 11) compares federal and state prosecutions in Utah for firearm crimes, and the time and costs involved with those prosecutions. Lastly, Chapter 12, Comparison Communities Evaluation, examines the rate of successful prosecutions by high and low implementing PSN communities and by pre- and post-PSN.

Objective 3: Evaluating changes in crime rates involving felony firearm use

Changes in crime rates involving felony firearm use are examined in Chapters Two and Chapter Four. Chapter Two, Offense and Prosecution Results, presents statistics on BCI data for robbery (total and with a firearm), homicide (total and with a firearm), aggravated assault (total and with a firearm), and weapons law offenses. Chapter Four, PSN Accomplishment Timeline, presents crime trends for robberies and aggravated assaults involving a firearm in relation to the cumulative accomplishment of PSN community changes.

Objective 4: Measuring the effectiveness of the PSN public awareness campaign

Chapter Seven, Media Campaign Evaluation, measures the effectiveness of the PSN public awareness campaign through pre- and post-test surveys administered to a random sample of Wasatch Front residents. The results of these surveys were analyzed to measure any changes in public awareness of federal firearm laws and knowledge of firearm crime.

Objective 5: Analyzing the effectiveness of training and outreach programs

The evaluation components described in Chapters Six, Seven, Eight, Nine, and Ten analyzed the effectiveness of PSN training and outreach programs. The rural prosecutors interviewed for Chapter Six described efforts by the USAO and PSN Project Coordinator John Huber to train them on the effective use of PSN and federal prosecution through "leverage letters" and "gun summit" meetings. The Media Campaign Evaluation (Chapter 7) measured the effectiveness of the media campaign to increase the public's knowledge of federal firearm laws. The evaluation of the Offender Notification Meeting (Chapter 8) used a pre-post-test design to compare recently released felons' knowledge of federal firearm laws prior to and immediately following their attendance at Offender Notification meetings. Chapter Nine, Law Enforcement Training Survey, presents descriptive and qualitative results from a survey administered to local law enforcement following a comprehensive PSN training. Chapter Ten is a descriptive analysis and summary of Project Sentry efforts, including community outreach programming.

Overview

The following chapters in sections two through five describe each of the individual evaluation components that were undertaken to meet the overall objectives of the research. Each chapter is written as a stand-alone evaluation, describing the program, strategy, or component of PSN it evaluates; the methods used for evaluation; and the results, discussion, recommendations and conclusion of the evaluation. Section six combines all of the results from the individual evaluation components, relating them to the evaluation objectives, and provides the conclusion drawn from the entire PSN evaluation.

Chapter 2: Offense and Prosecution Results

Program Description

Nationally, over \$1 billion has been invested in Project Safe Neighborhoods (PSN) over the last four years to “hire new federal and state prosecutors, support investigators, provide training, distribute gun lock safety kits, deter juvenile gun crime, and develop and promote community outreach efforts as well as to support other gun violence reduction strategies.”¹ The Department of Justice states that these efforts have led to a 76 percent increase in federal firearms prosecutions over the last four years (FY2000 to FY2004). In addition, 93 percent of defendants charged with federal firearms offenses were sentenced to prison for convictions on firearms charges or other offenses in FY2004.

In the federal judicial District of Utah, increased and enhanced prosecutions of firearm crimes at the federal level have been an ongoing focus of PSN. Through additional funding for subgrantees and partnerships with state and local prosecutors, Utah PSN has also successfully prosecuted and incarcerated firearm offenders within the state court system. Funding for law enforcement task force members has facilitated these prosecutions through timely and comprehensive investigations. The impact of PSN in Utah can be demonstrated through crime, state court, and federal court data.

Offense and Prosecution Evaluation Overview

This section documents Utah crime trends, state and federal prosecution results for violent and firearm-involved crimes, as well as PSN milestones, such as cases reviewed, indicted, and sentenced. The results presented in this chapter provide a snapshot of violent and firearm crimes in Utah during the years of PSN and a brief summary of PSN prosecution accomplishments recorded in the USAO “CUFF” database.

Data Collection, Analysis, and Operations

Over the course of the PSN evaluation, the University of Utah collected data from the Utah Bureau of Criminal Identification (BCI), the Utah Administrative Office of the Courts (AOC), and the United States Attorney’s Office (USAO) for the district of Utah. Data from these three sources was cleaned and analyzed to populate the data collection tables submitted to Michigan State University (MSU), the national PSN research partner, semi-annually. These data were also utilized for several of the final evaluation components included in this report. The following paragraphs explain how data from each of the sources was transformed and reported in the MSU tables². The results presented in this chapter visually represent some of the numbers from those tables as well as a more in-depth representation of PSN accomplishments recorded in the USAO database.

BCI Data. Incident Based Reporting (IBR) Group A offenses from Bureau of Criminal Identification (BCI) data were used to populate the seven “Crime Measures” rows on the MSU

¹ Project Safe Neighborhoods: America’s Network Against Gun Violence. (n.d.). Retrieved July 29, 2005, from <http://www.psn.gov/About.asp?section=63>

² Due to the length of the data tables submitted to MSU, they could not be included as an appendix. Interested parties can request electronic copies from CJJC.

tables. Approximately 130 law enforcement agencies across the state report IBR data to BCI. Data was queried from BCI and provided for the years 2000 through 2004. January through June 2005 data was also provided with the caveat that the figures had not yet been verified. The first quarter 2005 data report from BCI indicated that several agencies had not yet reported their statistics; however, 2005 data was included in the MSU tables with this limitation, as the figures were consistent with previous years. The 2000 data was not included in the MSU tables due to a glaring lack of cases from two of the largest law enforcement jurisdictions in the state: Salt Lake City and Ogden.

District Court Data. Data used for the “local prosecution” rows of the MSU tables was obtained from the Utah Administrative Office of the Courts (AOC) that collects and maintains data from all district courts in the state. The original data requests to the AOC were for a limited list of offenses, identified by their Utah Criminal Code (Title and Chapter). This list included the criminal codes for all state weapons offenses and the criminal codes for *aggravated* assault, *aggravated* robbery, and *aggravated* murder. To keep data collection consistent with numbers obtained from the first AOC queries, following requests were limited to the same list of offenses. Therefore, figures presented in the local prosecution “homicides” and “robbery” categories in the MSU tables are actually limited to occurrences of *aggravated* murder and *aggravated* robbery as defined by Utah Criminal Code. This methodology underreports the true number of local prosecutions and guilty pleas/verdicts for these two offense categories. The AOC provided district court data from January 2000 through June 2005. The data reported in the 2005 MSU tables only covers January through April, as the figures for local prosecutions drop significantly after that time. The evaluators feel that this drop is due to underreporting and missing data during this relatively recent time period.

U.S. Attorney’s Office Data. Figures provided to MSU for federal indictments and sentences, as well as the number of cases reviewed by the PSN task force, were queried from a database managed by the United States Attorney’s Office (USAO) for the District of Utah. This database was developed for the USAO for the purpose of tracking Project CUFF (the predecessor of PSN) firearm cases and contains reliable data from 2000 forward. All data collection, cleaning, and management were completed by USAO staff. An entire copy of the database was provided to the evaluators for use in populating the MSU tables and conducting additional evaluation analyses.

Results

Crime Trends

The following three figures (Figures 2.1, 2.2, and 2.3) visually represent the statewide crime trend data reported in the MSU tables. Since PSN was adopted by all federal judicial districts in late 2001, aggravated assault rates in Utah have been variable, while the percentage of aggravated assaults involving a firearm have remained stable. The percentage of robberies involving firearms, however, has fluctuated with the overall robbery trend, remaining at about one-third of robberies over the last four years. Weapon law offenses statewide decreased steadily for one year, starting in April of 2003, although rates have become variable again since April of 2004.

Figure 2.1 Statewide Aggravated Assault Trends

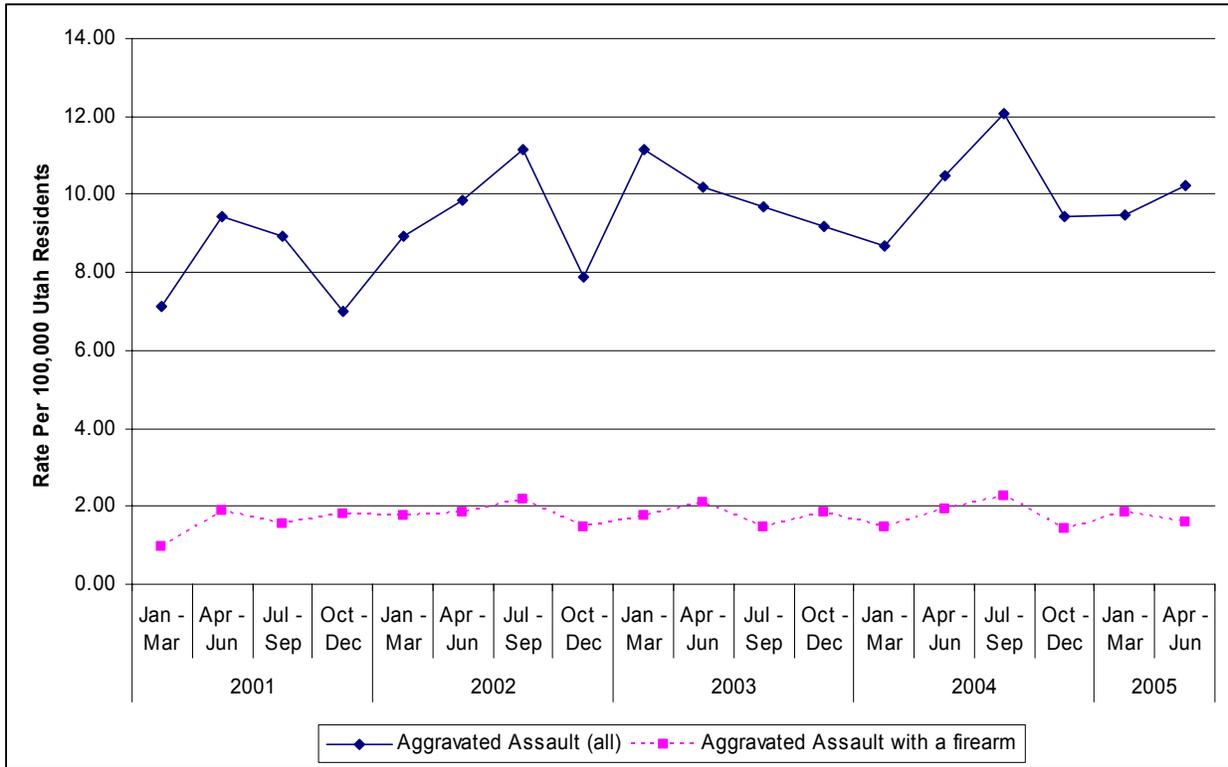


Figure 2.2 Statewide Robbery Trends

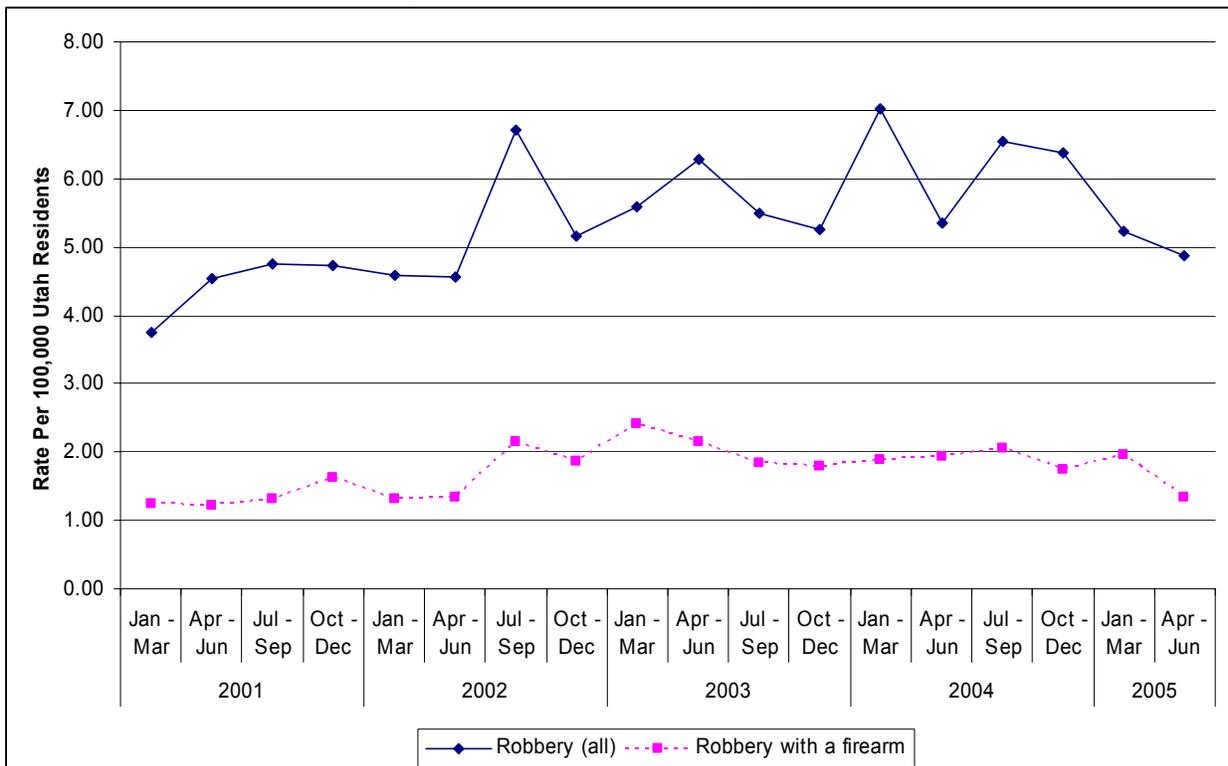
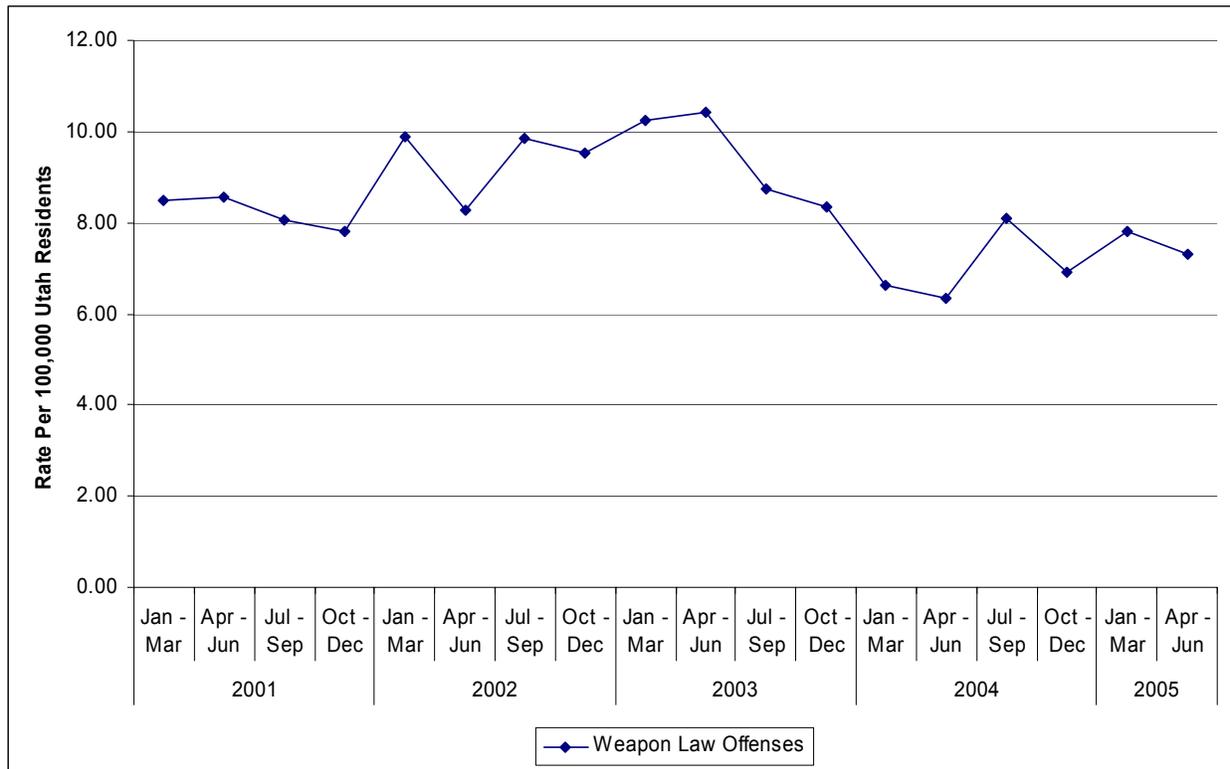


Figure 2.3 Statewide Weapon Law Offense Trends

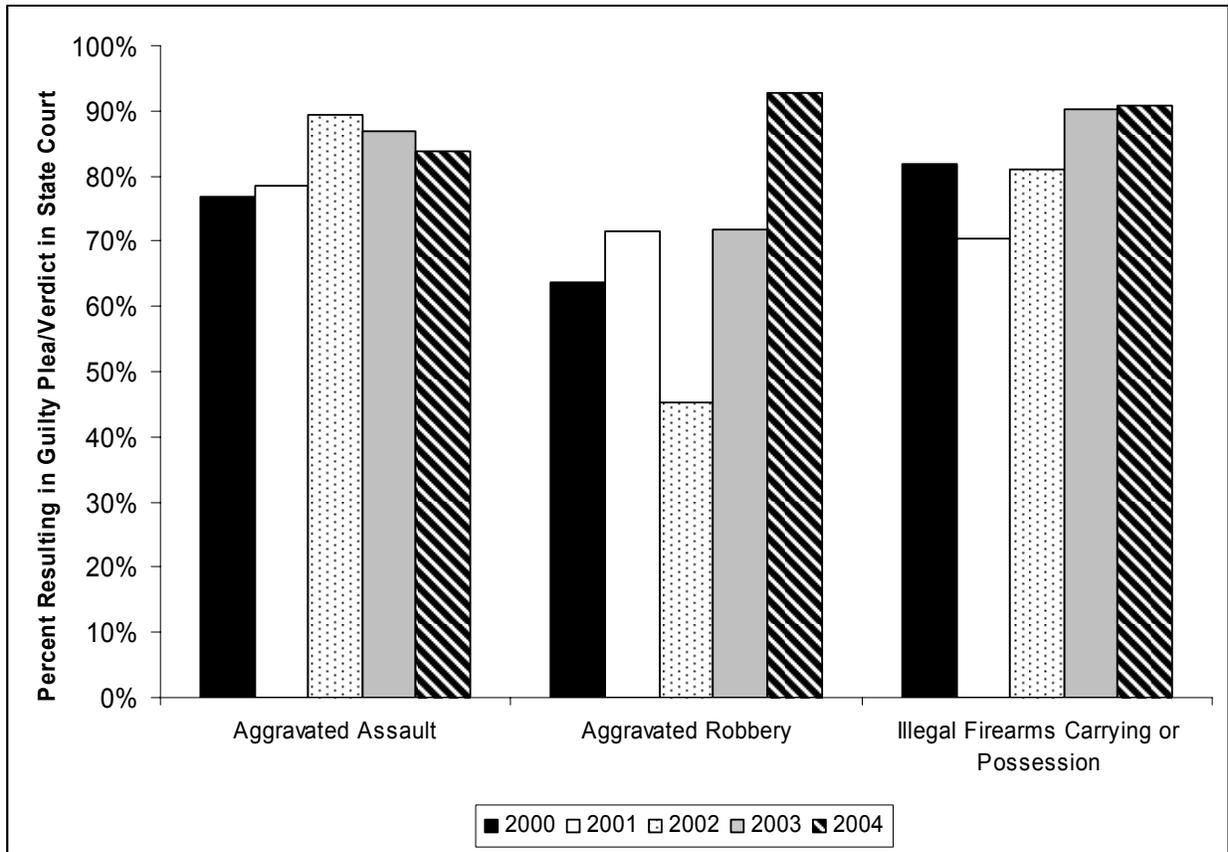


State Prosecutions

Prosecutions at the state court level for aggravated assaults, aggravated robberies, and firearm offenses of possession/carrying were reported to the national research partner. The percentage of those cases resulting in guilty verdicts or pleas from 2000 through 2004 are presented in Figure 2.4 on the following page. In 2000 and 2001 just under 80% of aggravated assault cases prosecuted at the state level resulted in guilty verdicts/pleas. After 2001, 85 to 90% of aggravated assault cases resulted in guilty verdicts/pleas. The percentage of aggravated robbery cases resulting in guilty verdicts/pleas increased from around 70% in 2000-2003 to around 90% in 2004 (the low rate of guilty verdicts for 2002 is most likely due to reporting errors in the data). Guilty verdicts for illegal firearms possession cases increased to around 90% in 2003 and 2004 from about 80% in 2002. The vast majority of violent and weapons cases prosecuted at the state level during PSN resulted in guilty verdicts or pleas.³

³ It should be noted that the aggravated assault and aggravated robbery cases reported for state prosecution data may or may not be firearm-involved (based on the definition for aggravated offenses in the Utah Criminal Code).

Figure 2.4 Percent of State Prosecuted Cases Resulting in Guilty Verdicts/Pleas



Federal Prosecutions

The data reported in the federal prosecutions section captures cases recorded by the USAO prior to August 11, 2005 and the most recent activity (such as pending, indicted, etc.) recorded for those cases at the time of data extraction. Figure 2.5 on the following page shows the number of cases reviewed, indicted, and sentenced by year, from 2000 through 2005. The total number of cases for 2005 was estimated by calculating average cases per month for the months in 2005 already reported and multiplying that figure by 12. Productivity increased steadily from 2000 to 2003; however, after 2003 the PSN task force became more selective of the cases they took and increased training to local law enforcement to increase the likelihood that the cases they received met federal prosecution criteria.

Figure 2.6 on the following page represents 93.95% of the cases reviewed by the PSN Task Force during PSN (October 15, 2002 to present) by type of offense. The two most frequently reviewed case types were felon in possession and drug user in possession, comprising almost half of the ten most frequently reviewed case types.

Figure 2.5 Federal Cases Reviewed, Indicted, and Sentenced by USAO by Year

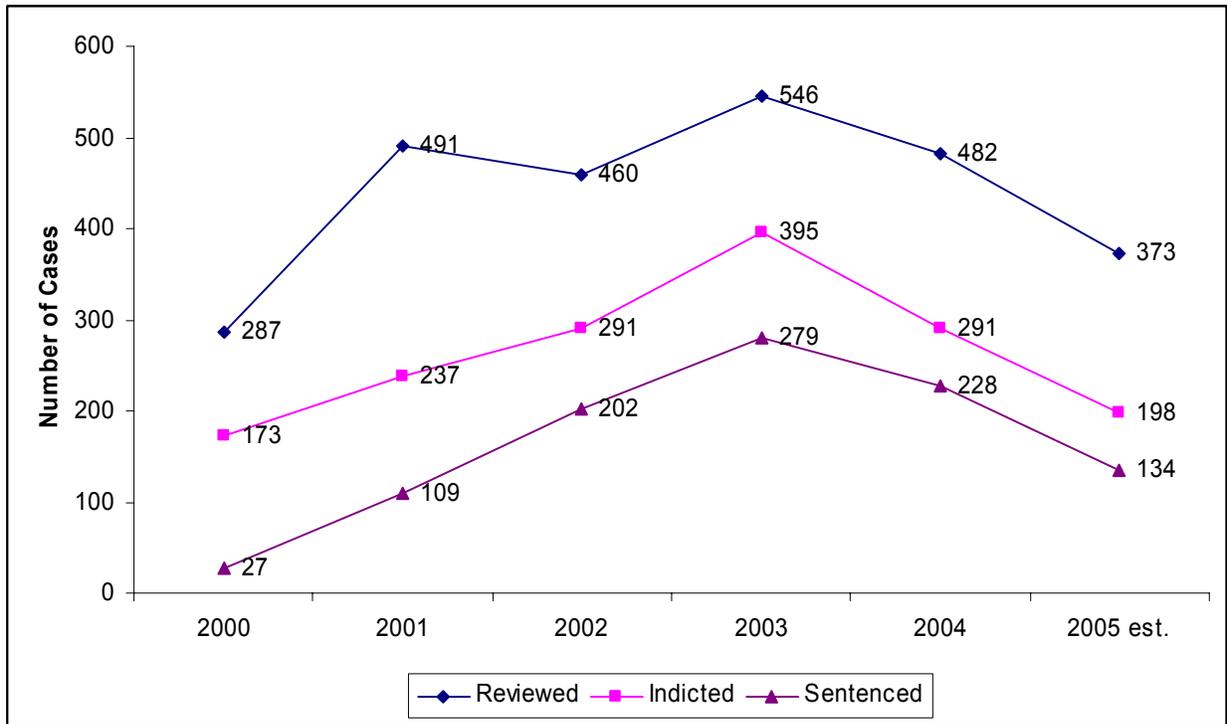
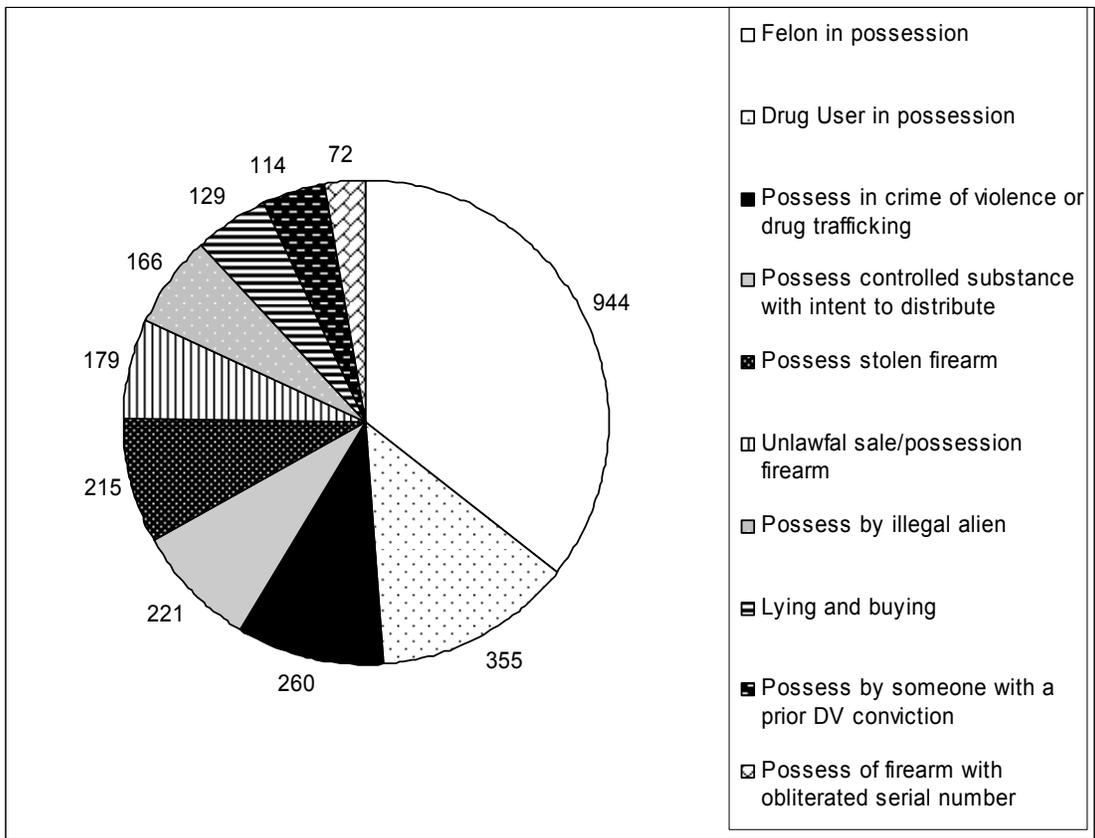


Figure 2.6 10 Most Frequently Reviewed Offense Types by PSN Task Force



Federal prosecution of violent and firearm crimes in Utah resulted in over 2,500 weapons being removed from the community. As shown in Table 2.1, the majority of weapons recovered in USAO cases were handguns, rifles, and shotguns. The figures presented in Table 2.1 for total number of weapons recovered are conservative. Due to changes in the way the USAO recorded seized firearms in their database, some records could not be included in this summary. Even the limited numbers presented in Table 2.1 demonstrate the strong impact PSN and federal prosecutions have had on removing firearms from Utah communities.

Table 2.1 Weapons Recovered from Federal Cases

Weapons Recovered in USAO Cases	
<i>Weapon Type</i>	<i>Number of Weapons</i>
Handguns	1380
Rifles	747
Shotguns	427
Assault Rifles	57
Assault Pistols	1
Machine Guns	1
Other Weapons	36
Destructive Devices	2
<i>Total</i>	2651

The following figure (Figure 2.7) presents the length of sentences obtained for USAO cases sentenced during Project CUFF (January 1, 2000 through October 14, 2002) and PSN (October 15, 2002 through present). Federally prosecuted violent and firearm crimes in Utah received substantial sentences for federal incarceration during both projects. The median sentence received was 30 months for CUFF cases and 27 months for PSN cases. Although the average sentence for PSN cases was slightly shorter than CUFF cases, more defendants were sentenced during PSN than during CUFF.

The time required to review, indict, and sentence federally prosecuted PSN (October 15, 2002 through present) cases is presented in Figure 2.8. The median time from incident until review was 19 days. The median time from incident to indictment was 57 days; median time from incident to sentencing was 277 days. These numbers suggest that the PSN Task Force worked quickly to review and indict firearm and violent crimes as soon as they were committed. However, approximately 9 months, on average, passed between the incident date and sentencing date of these federally prosecuted crimes. This time lag could be due to the volume of cases in Utah's federal court.

Figure 2.7 Project CUFF and PSN Sentence Length

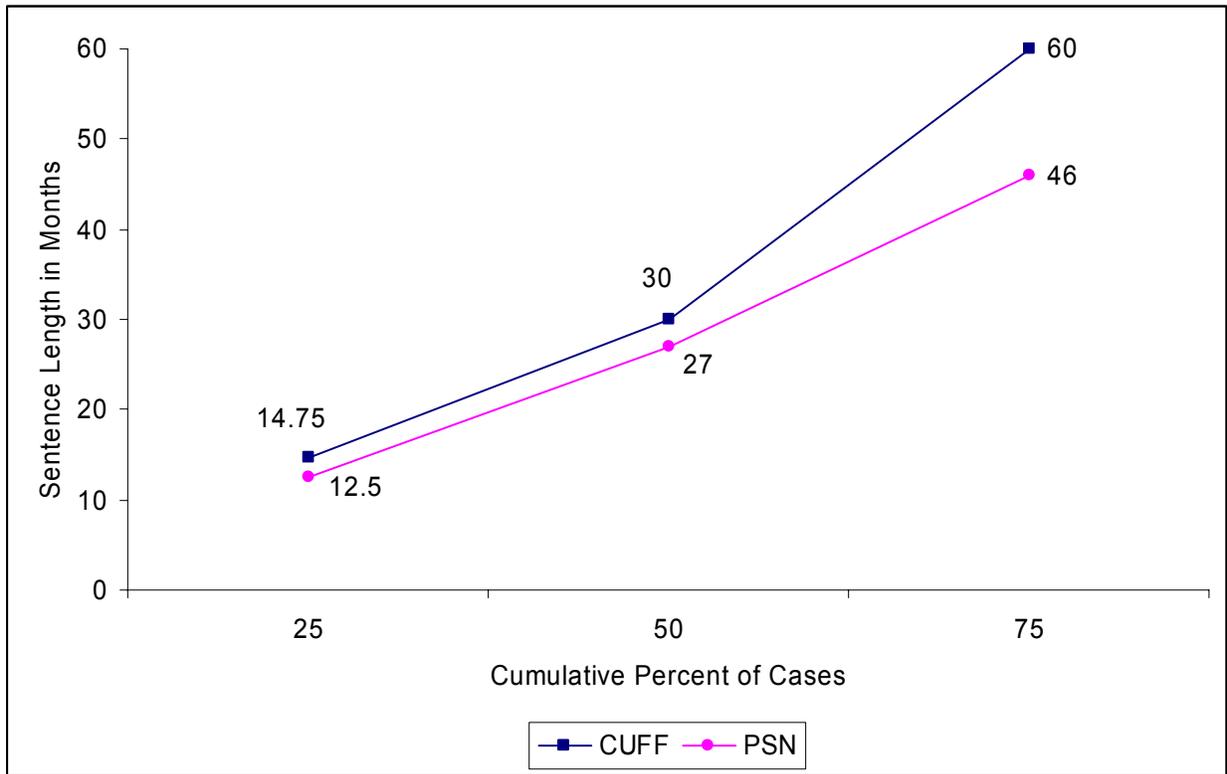
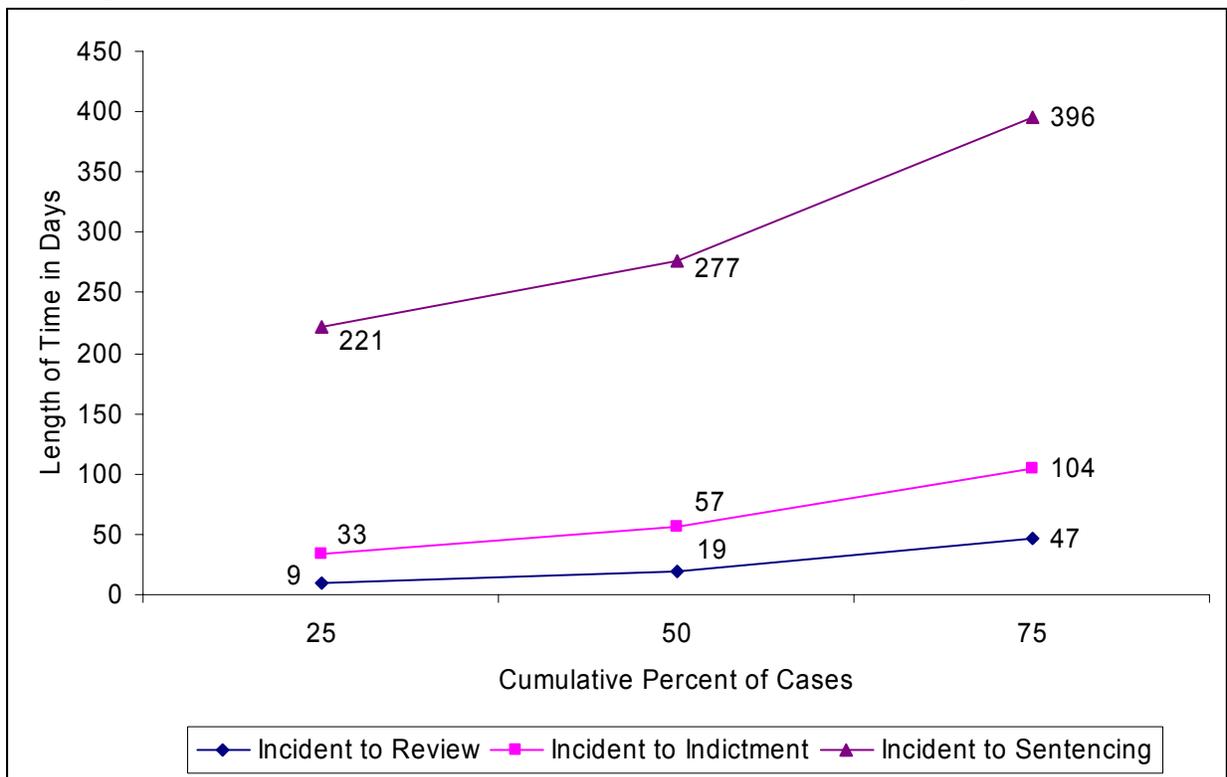


Figure 2.8 Time from Incident to Review, Indictment, and Sentencing for PSN Cases



The final figure presented on the following page visually depicts the 1,379 cases reviewed by the PSN Task Force during PSN (October 15, 2002 through present), their referral sources, and outcomes. Outcomes are based on the most recent "ActionID" indicated in the USAO database at the time of data extraction (August 11, 2005). Nearly a quarter (22.1%, 305/1379) of the cases reviewed during PSN are pending. Excluding these cases, it can be seen in Figure 2.9 that nearly one-third (30.5%, 328/1074) of cases reviewed were sentenced and 45.0% (484/1074) were declined. According to the USAO, cases are most commonly declined due to evidentiary reasons or search and seizure concerns. The number of cases being declined has decreased dramatically each year of PSN. Of the 484 declined cases shown in Figure 2.9, 244 were declined between October 15, 2002 and September 30, 2003; 159 between October 2003 and September 2004; and only 81 between October 2003 and August 11, 2005. This indicates that law enforcement outreach and training efforts by the USAO have been successful in affecting the quality of cases referred to their office for federal prosecution.

Most of the PSN cases were referred by individual police departments, with the PSN Law Enforcement Task Force referring the second largest number of cases. Good working relationships with the Utah Department of Corrections (especially Adult Probation and Parole (AP&P)) and local county and district prosecutors (especially rural) resulted in the referral of several cases.

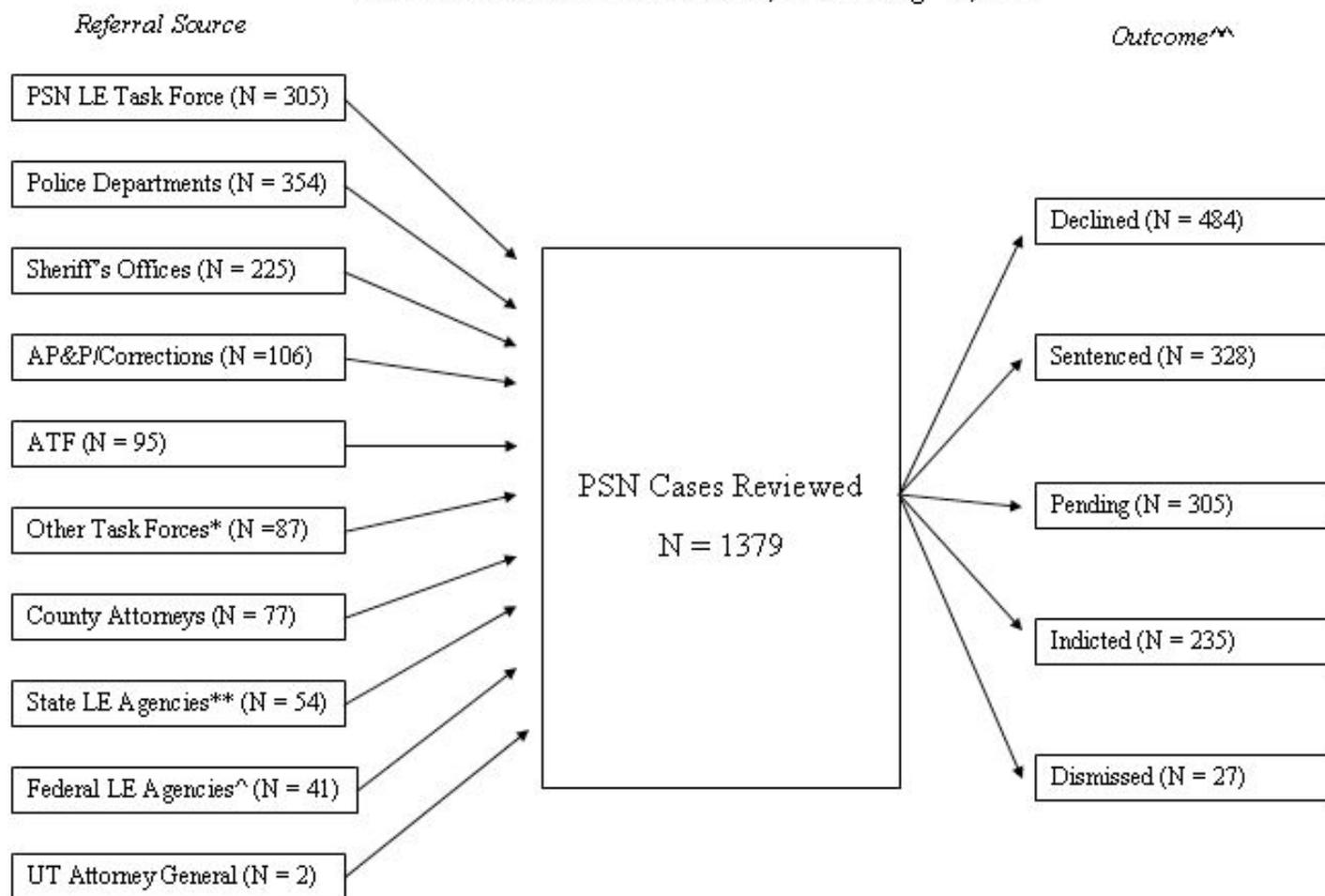
Discussion and Conclusion

The PSN Task Force and the United States Attorney's Office (USAO) for the District of Utah have actively pursued violent and firearm crimes in Utah during both Project CUFF and PSN as demonstrated in the preceding figures and table. They have reviewed a high volume of cases since 2000, with task force activity peaking in 2003. Although the volume of cases reviewed, indicted, and sentenced has decreased steadily since 2003, the quality of cases accepted by the task force has increased, resulting in approximately 30% of PSN cases (excluding pending cases) being sentenced. The average sentence for PSN cases was 27 months in federal prison. Because federal sentences have no possibility of parole, the individuals sentenced federally under PSN will remain incarcerated for the entire length of their sentences. In addition to removing violent criminals from the streets, PSN federal prosecutions have also resulted in the removal of thousands (2,651) of weapons from Utah communities.

Long-term impacts of PSN on violent and firearm crime may not be visible in crime trends for years, if at all, due to various environmental factors that can influence these data (such as economic and political factors, interventions in the community outside of PSN, etc.). However, the short term impacts of PSN, as recorded by the USAO, are clear and positive. In just three short years, Utah PSN has removed hundreds of violent criminals and thousands of weapons from Utah streets, improving the quality of life for Utah's law-abiding citizens.

Figure 2.9 Summary of Cases Reviewed

PSN Cases Reviewed from Oct. 15, 2002 to Aug. 11, 2005



*Includes Weber/Morgan Task Force, ICE, Metro Gang Unit, etc.

**Includes UHP, SBI, BCI, etc.

^Includes FBI, D'WR, DEA, BIA, etc.

**As recorded in ActionID variable in USAO database on date of query (August 11, 2005)

Note: Referral agency missing for 33 cases

Chapter 3: Utah PSN Crime Mapping

Evaluation Overview

Crime mapping is useful for planning and strategic geographical assessment of law enforcement intervention. However, from the research perspective, crime mapping is limited in its ability as an evaluation tool. The PSN crime maps presented in this section are for years 2002 through 2005. There are crime maps for the state of Utah, counties, and smaller communities. Not all PSN partners are represented in the crime maps, only those that are currently crime mapping, and those that collect crime data in a manner that it can be mapped (including addresses and zip codes of the offense).

Procedure

The crime maps presented in this section were obtained from the United States Attorney's Office (USAO). The data collection and mapping was done by USAO, PSN Law Enforcement Task Force, and additional PSN partners at local law enforcement agencies.

Not all counties and participating agencies collected data for crime mapping. In addition PSN agencies began collecting data for crime mapping at different periods of time depending on the agency or the county. Therefore the maps presented are examples of PSN agencies that are crime mapping and some can be compared across years to assess for a visual difference; however, other maps have combined the years together serving the purpose of documentation of firearm prosecution.

Results and Discussion

The crime maps are in the following order: PSN cases for the State of Utah, for 2003 and 2004; PSN highway patrol cases for 2004; West Valley City Police Department PSN maps for 2003 and 2004; Salt Lake Police Department PSN map for 2003; Ogden PSN map for 2003; Tooele County PSN map for 2002 through 2004; Davis County PSN map for August 2002 thorough December 2004; and Taylorsville Police Department PSN map for 2002 through September 2005.

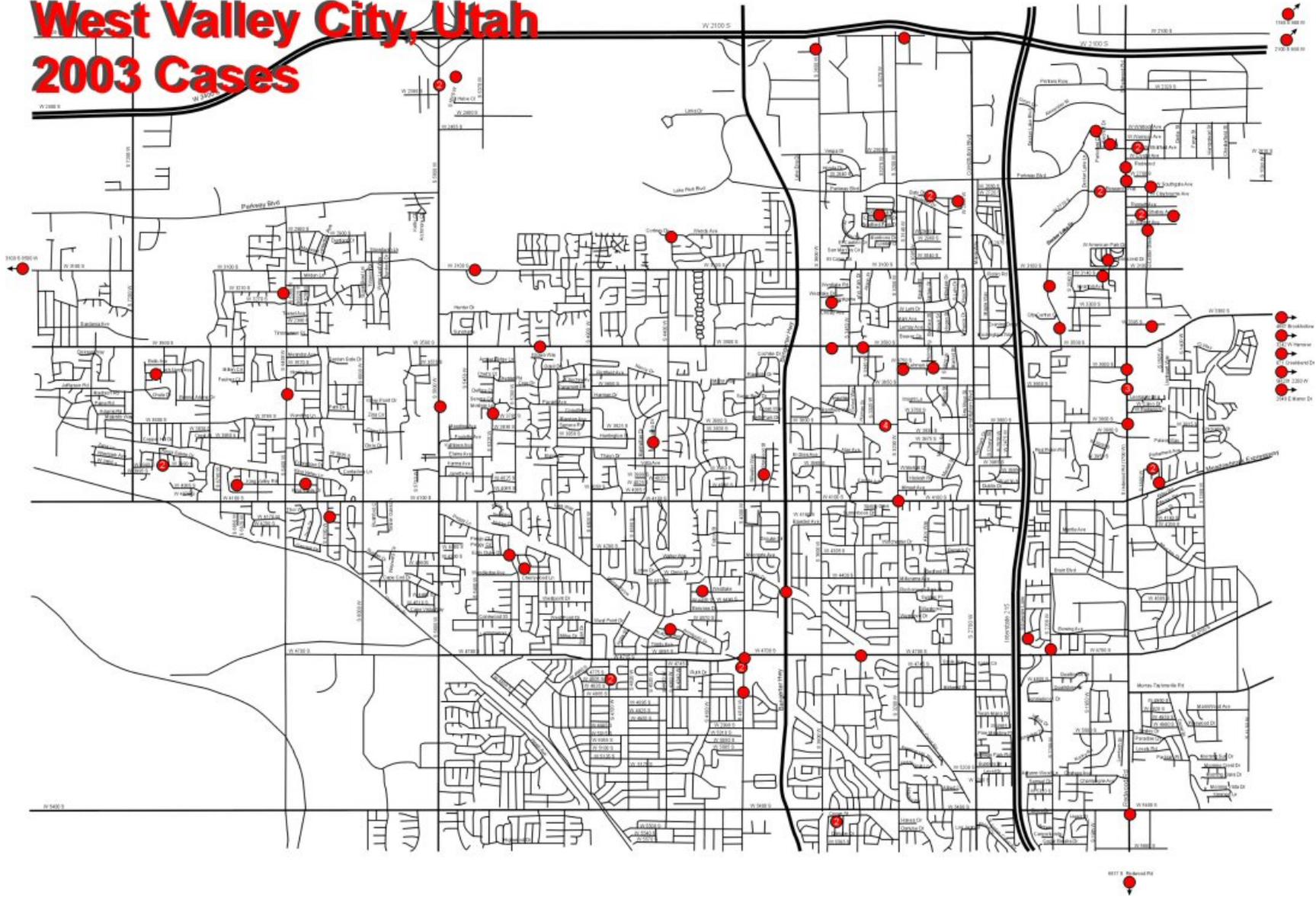
There are a few considerations to keep in mind when reviewing the maps. Higher rates of prosecution in any given year could potentially result in lower rates for the next year as successful prosecution could correlate with less crime, therefore less opportunity to prosecute in the next year. Additionally, partners who did attempt to crime map utilized different computer programs and formats, so they are challenging to compare.

Project Safe Neighborhoods Utah Highway Patrol FY-2004 Cases

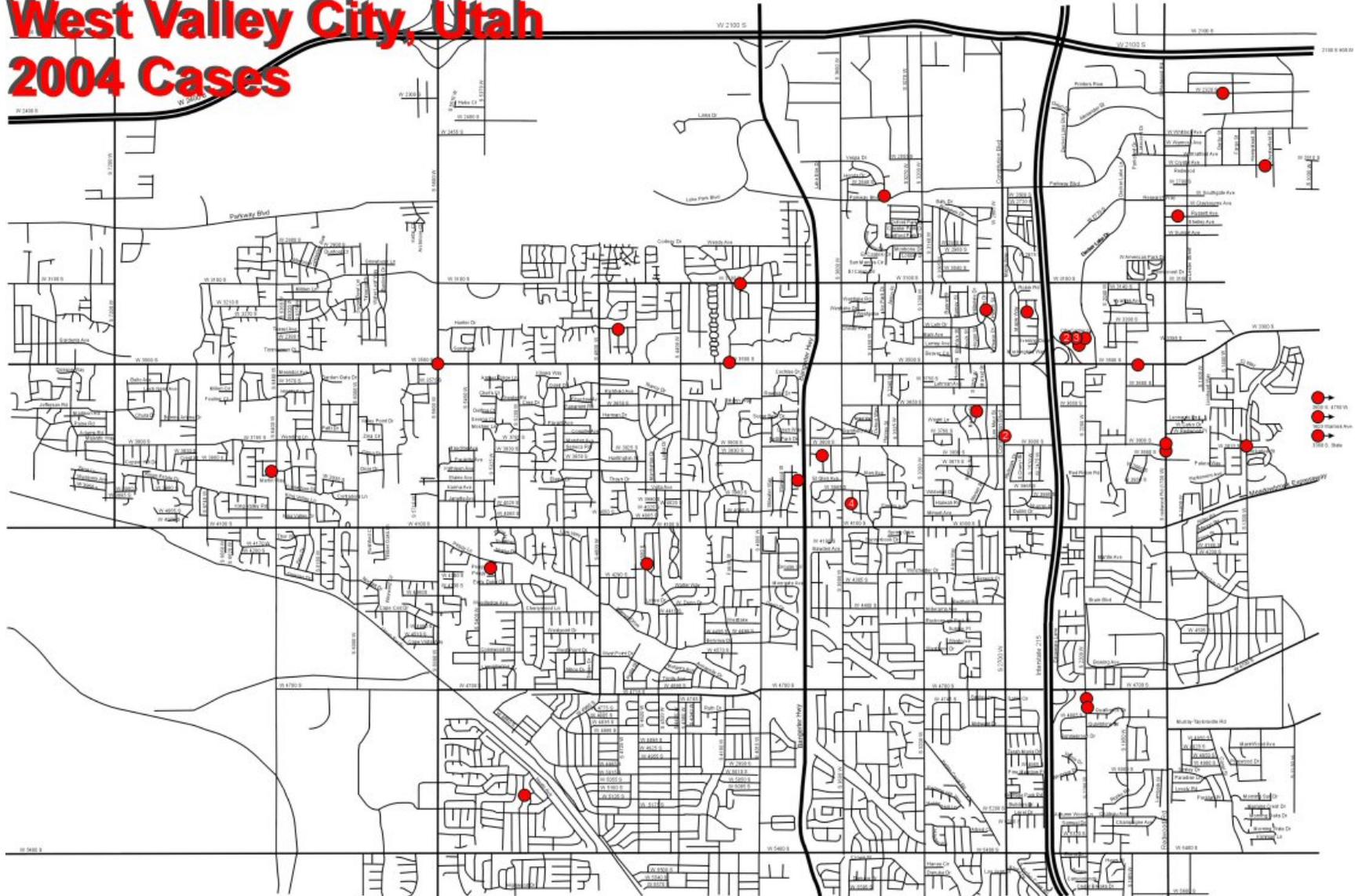


(Prepared 12/8/04)

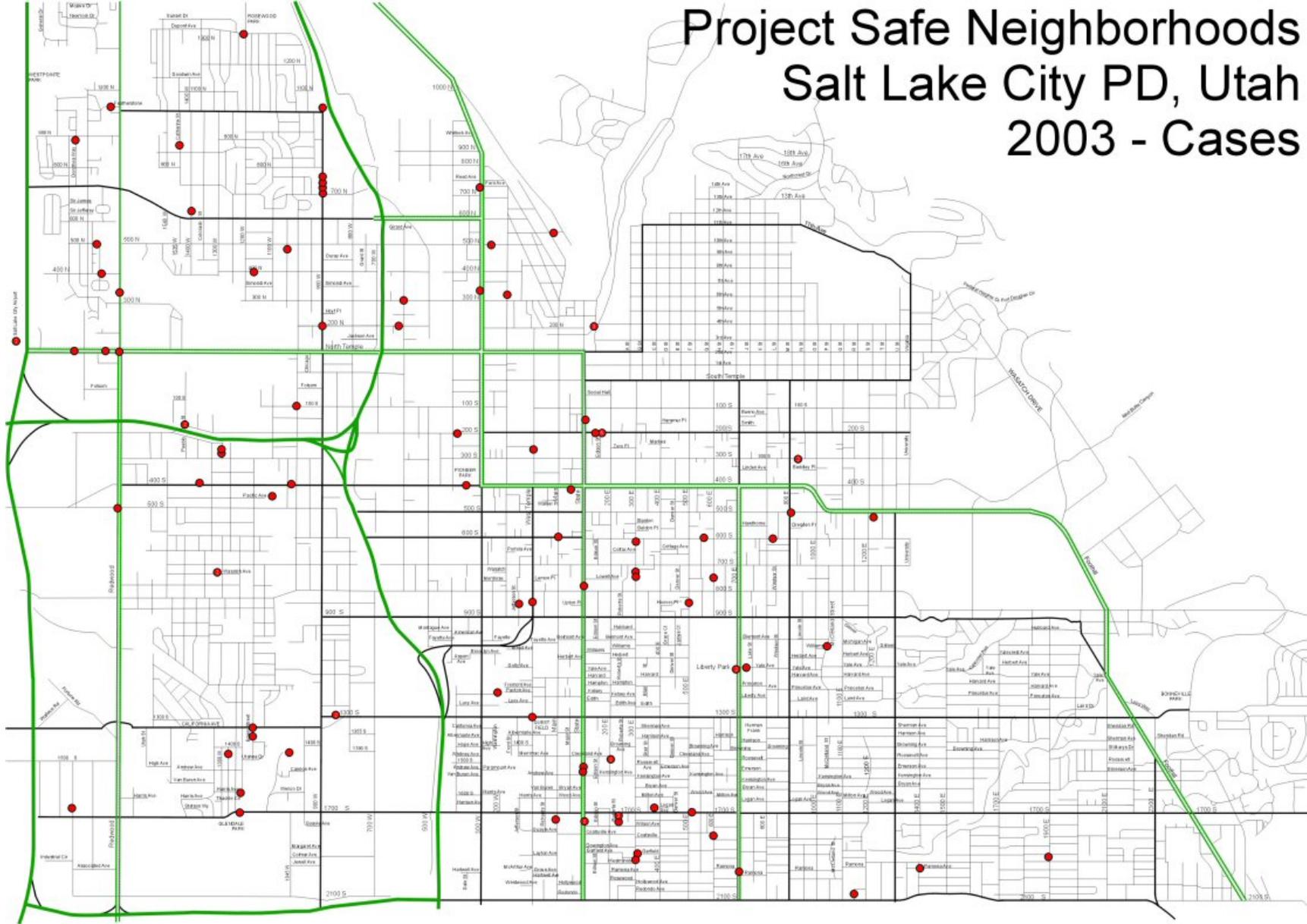
Project Safe Neighborhoods West Valley City, Utah 2003 Cases



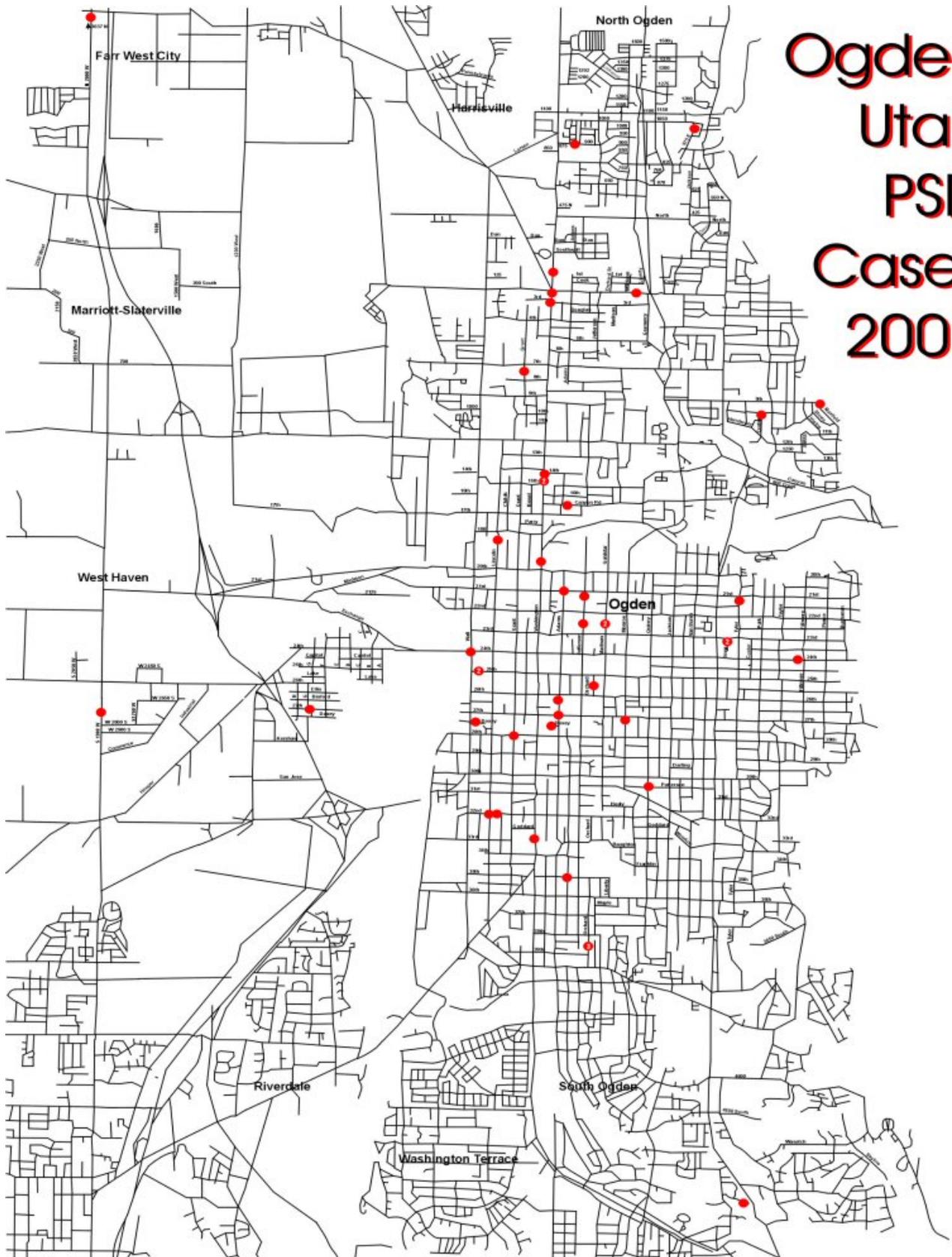
Project Safe Neighborhoods West Valley City, Utah 2004 Cases

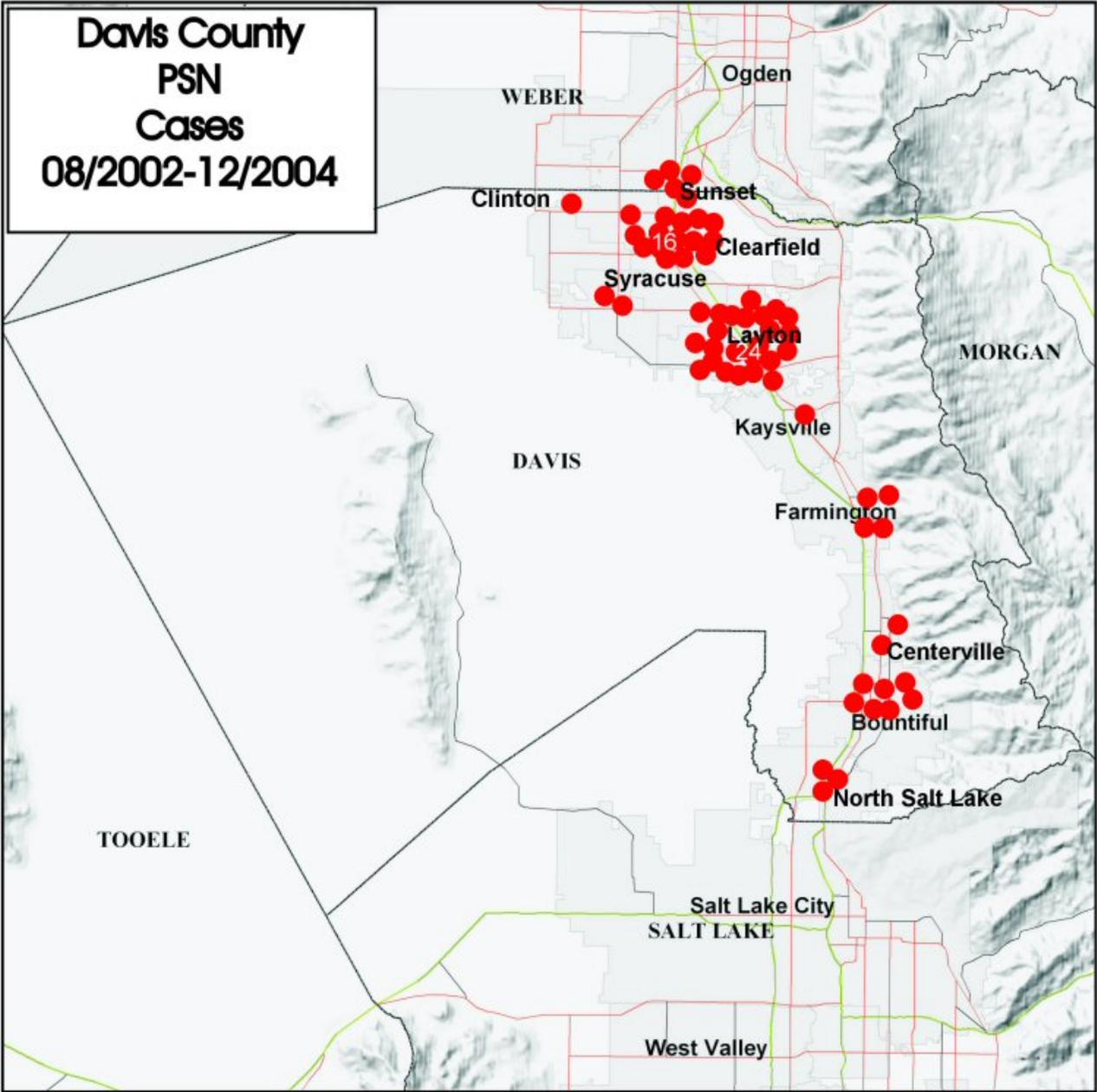


Project Safe Neighborhoods Salt Lake City PD, Utah 2003 - Cases



Ogden Utah PSN Cases 2003





Crime Mapping Recommendations

In the future the research team recommends that PSN agencies including the United States Attorney's Office attempt to streamline the data collection process for crime mapping, not only by uniform data collection of offenses and prosecutions, but also to include addresses and zip codes for offenses.

The research team, with the help of the Task Force, was able to partner with the State of Utah Department of Administrative Services Division of Information Technology Services Automated Geographic Reference Center to create crime maps identifying the geographical location of gun crime committed by county and further disaggregated by zip code. Unfortunately, the research team was not able to gain access to standardized data at the level of specificity required for the mapping programs. If a third party was utilized and the data was streamlined then crime mapping could be more effectively used as an evaluation tool.

When the research team met with the State of Utah Department of Administrative Services Division of Information Technology Services Automated Geographic Reference Center the following suggestions were made for future mapping. Uniform maps across counties should identify; 1) offenses committed using firearms, 2) arrests for firearm related crime, 3) homicides, and 4) domestic violence crime involving the use of a firearm. Maps should be generated for each year of the project. Six counties (Salt Lake, Weber, Davis, Tooele, Uintah and Duchene) should be mapped, as they have had the most involvement with PSN. Additionally, insets into Weed and Seed areas could be provided in both Salt Lake and Davis Counties to visualize the effect of Weed and Seed efforts in collaboration with PSN.

Chapter 4: Utah Project Safe Neighborhoods Accomplishment Timeline

Program Description

Project Safe Neighborhoods (PSN) is a comprehensive, multi-agency intervention designed to reduce gun crime in America through five essential elements: 1) Partnership, 2) Strategic Planning, 3) Training, 4) Community Outreach and Public Awareness, and 5) Accountability.⁴ Supported by the Bush Administration, United States Attorney General, Office of Justice Programs, and the United States Attorney's Offices in each of the 94 federal judicial districts, PSN aims to "build a powerful and lasting coalition with our citizens - one that empowers them to be agents of change in their own communities."⁵

As a community-based intervention, PSN shares several characteristics with other community coalitions that address public health outcomes, such as violence, substance abuse, teen pregnancy, or cardiovascular disease. For example, the success of PSN and all community-based interventions depends on the use of multiple strategies and interventions through different agents of change in various sectors of the community.⁶ Utah PSN has implemented several interventions, such as offender notification and gun summit meetings, and impacted the community in multiple sectors, including law enforcement, prosecution, media, and community members at large. This project is unique in that it has continued to focus on the state-wide federal judicial district, rather than limit its efforts to a smaller geographic region. Because of this, the comprehensive evaluation of Utah PSN requires an element that can capture the breadth and depth of the project and the partners involved.

Evaluation Overview

The original evaluation proposal indicated a focus on both process and outcome. This component of the evaluation, the accomplishment timeline project, will address both of these goals by identifying and documenting major PSN activities and detailing both immediate and long-term outcomes. Additionally, the timeline project will fulfill two of the anticipated results outlined in the evaluation proposal: 1) determining the effectiveness of PSN and 2) yielding process information that can be used to replicate successful intergovernmental partnerships in the future.

Although the accomplishment timeline project was initially undertaken to simply document PSN activities in Utah, an emerging body of community health and development literature indicates that certain activities, specifically community changes (new or modified programs, policies, or practices consistent with the mission), may be related to more distant outcomes, such as the reduction of firearm crime.⁷ In order to place the timeline project within

⁴ Project Safe Neighborhoods: America's Network Against Gun Violence. (n.d.). Retrieved July 29, 2005, from <http://www.psn.gov/About.asp?section=63>

⁵ Project Safe Neighborhoods: America's Network Against Gun Violence. (n.d.). Retrieved July 29, 2005, from <http://www.psn.gov/About.asp?section=63>

⁶ Fawcett, S. B., Lewis, R. K., Paine-Andrews, A., Francisco, V. T., Richter, K. P., Williams, E. L., et al. (1997). Evaluating community coalitions for prevention of substance abuse: The case of Project Freedom. *Health Education & Behavior*, 24(6), 812-828.

⁷ Fawcett, S. B. et al., 1997, op. cit.; Lewis, R. K., Paine-Andrews, A., Fisher, J., Custard, C., Fleming-Randle, M., & Fawcett, S. B. (1999). Reducing the risk for adolescent pregnancy: Evaluation of a school/community partnership in a midwestern military community. *Family Community Health*, 22(2), 16-30; Paine-Andrews, A., Fisher, J. L., Berkely Patton, J., Fawcett, S. B., Williams, E. L., Lewis, R. K., et al. (2002). Analyzing the contribution of community change to population health outcomes in an

the context of the theory of change proposed by Paine-Andrews and colleagues (that the implementation of community interventions are associated with intermediate and distant outcomes)⁸ and due to the difficulty in capturing every event within Utah PSN, the timeline project focuses primarily on community changes. Thus, the primary hypothesis explored will be the relationship between the intermediate outcome of community changes and the more distal outcome, official rates of firearm crimes in Utah. Additionally, the accomplishment timeline project will chronicle the major innovations of Utah PSN, track media exposure, and describe community changes by sector.

Data Collection Procedures

The compilation of PSN accomplishments began with researcher reviews of sub-grantee grant applications and quarterly reports to the fiscal agent (West Valley City Administration). Although this yielded some information pertinent to the accomplishment timeline, several important pieces of data were missing, such as dates when events occurred. The next step in collecting accomplishment information was a request sent to all funded agencies beginning in early 2005 and continuing throughout the grant period. This request included an instruction sheet and table for recording their information (see Appendix G). The instruction sheet included examples for several kinds of process and intermediate outcomes (process: media, resources generated, services provided; intermediate outcome: community change) that comprise the methodology for monitoring and evaluating community coalitions used to guide this project.⁹

Most agencies responding to the request primarily recorded community changes, and did not provide comprehensive documentation of services provided and other process measures. Due to the inconsistent reporting of process measures and burden on agencies to recall and report accomplishments for the duration of PSN, we chose to focus on community changes. Subsequent requests to agencies for clarifications and additional information focused on this measure. Over the next few months, researchers provided feedback on accomplishments recorded to PSN partners at executive and quarterly meetings and made additional requests for information through telephone and e-mail contacts with PSN partner agencies. Official meeting minutes and grantee documents were reviewed to verify reported accomplishments¹⁰ and identify additional ones.

Quarterly firearm crime rates based upon Incident Based Reporting (IBR) that individual police departments collect and submit to the Utah Bureau of Criminal Identification (BCI) were the community level indicator data used as the distal outcome in the theory of change. IBR data was regularly queried from Utah's Bureau of Criminal Identification (BCI) databases for several components of the PSN evaluation. For the timeline project, the number of aggravated assaults with a firearm, robberies with a firearm, and weapons offenses reported to BCI were averaged across each 3-month period and standardized with Utah census data at a rate per 100,000 residents.

adolescent pregnancy prevention initiative. *Health Education & Behavior*, 29(2), 183-193; and Paine-Andrews, A., Harris, K. J., Fisher, J. L., Lewis, R. K., Williams E. L., Fawcett, S. B., et al. (1999). Effects of a replication of a multicomponent model for preventing adolescent pregnancy in three Kansas communities. *Family Planning Perspectives*, 31(4), 182-189.

⁸ Paine-Andrews, A. et al., 1999, op. cit.

⁹ Francisco, V. T., Paine, A. L., & Fawcett, S. B. (1993). A methodology for monitoring and evaluating community health coalitions. *Health Education Research*, 8(3), 403-416; Fawcett, S. B. et al., 1997 op. cit. (see reference 3); and Paine-Andrews, A. et al., 1999, op. cit..

¹⁰ Francisco, V. T. et al., 1993, op. cit.

Data Analysis

No quantitative or qualitative data analysis procedures were undertaken for the accomplishment timeline project. However, accomplishment data received from PSN partners was coded by CJC research staff using detailed behavioral definitions and example items from The Community Toolbox and related research in order to fit the data into the theory of change.¹¹ Innovations reported by the PSN partners were coded as community changes if information initially provided or follow-up contact with the reporting agencies verified that they were new or modified programs, policies, or practices. Accomplishments provided by the agencies that did not fit this definition were also recorded, but are not included in this report, since they were not consistently reported across all partners and would be subject to that bias. The monitoring and evaluation system used as the model for this project suggest regular collection of event logs from the partners, ongoing feedback on data collection to the partners, and coding of events by multiple researchers to assess inter-observer reliability.¹² As this project was undertaken during the final months of the PSN grant, feedback to partners was limited and only one researcher coded the data, possibly affecting the validity and reliability of information provided in the timeline.

As indicated in the data collection procedures section, the only transformations to the IBR data queried from BCI were averaging the incidents of firearm crimes (aggravated assaults and robberies with a firearm and weapon law offenses) across 3-month time periods and standardizing it with Utah census data at a rate per 100,000 residents.

Results

The accomplishment timeline begins with the documentation of project CUFF, the predecessor of PSN, in 2000 and goes through the end of this grant period in September 2005. Over 100 community changes have been documented. A complete list of community changes is available in Appendix I. The following table (Table 4.1) provides some examples of accomplishments recorded in the timeline. Figure 4.1 on the following page shows the accumulation of community changes over time.

Table 4.1 Accomplishment Timeline: Community Change Examples

Programs

- 8/26/03: USAO and AP&P begin partnership on “Offender Notification” meetings held bi-weekly to inform recent parolees of federal gun laws and consequences for felons
- 12/1/04: Salt Lake County Metro Gang Unit incorporated PSN segment into “Gangs 101” presentation given in the community

Policies

- 7/1/02: ATF receives authorization to streamline agency reporting requirements
- 1/1/05: Began PSN task force focus on "armed criminal career" enhancement called "Operation Predator"

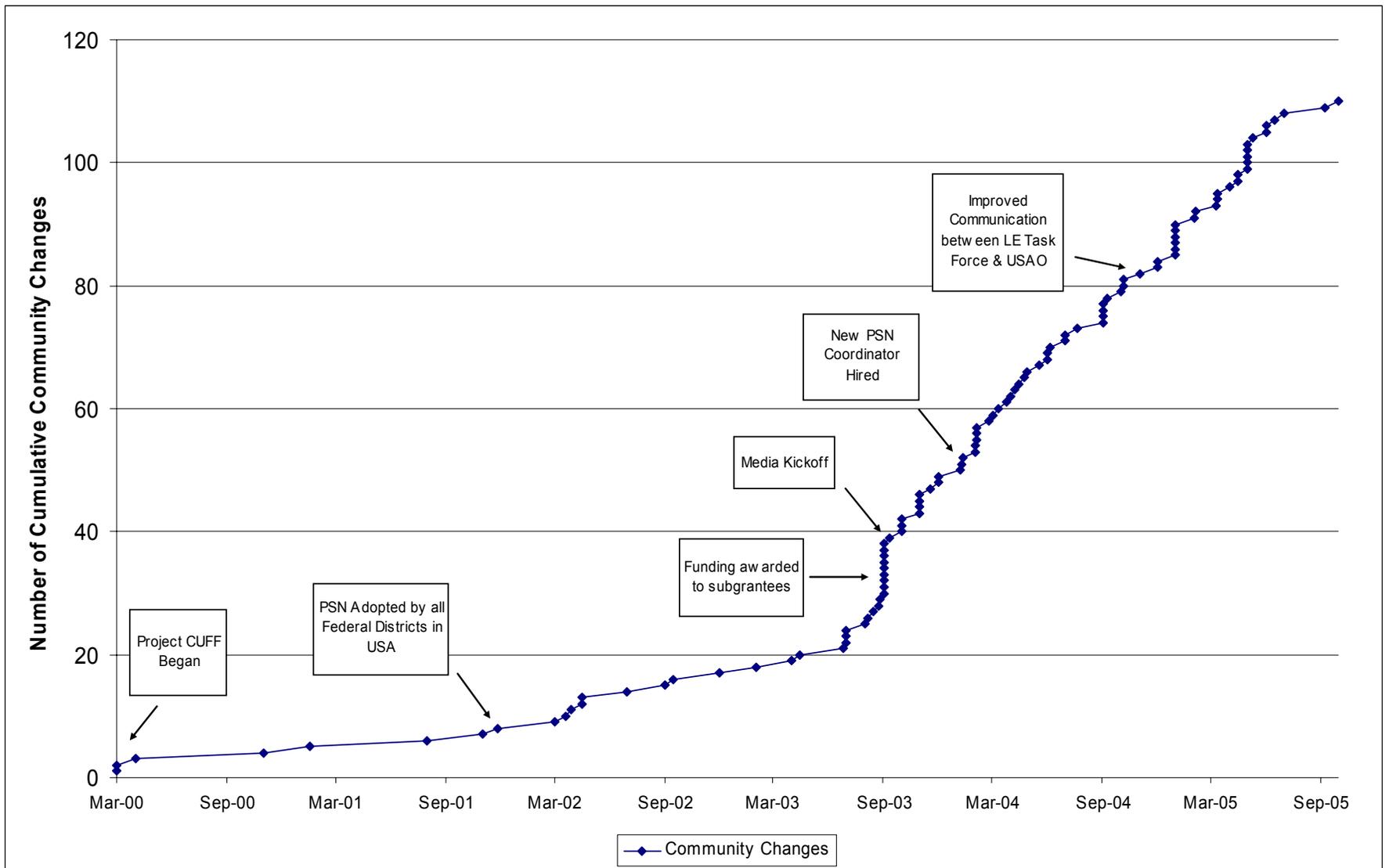
Practices

- 1/1/05: AP&P and SHOCAP began distribution of business cards to offenders on home visits that contain PSN message and laws

¹¹ The Community Toolbox. (n.d.). Retrieved August 3, 2005, from http://ctb.ku.edu/tools/en/sub_section_main_1364.htm; Fawcett, S. B. et al., 1997 op. cit.; Francisco, V. T. et al., 1993, op. cit.; and Paine-Andrews, A. et al., 1999, op. cit.

¹² Francisco, V. T. et al., 1993, op. cit.

Figure 4.1 Cumulative Accomplishments for Utah PSN



As shown in Figure 4.1, there has been a steady increase in community changes since fall of 2003 when several sub-grantees received their awards and began collaborating on PSN initiatives in their communities. Furthermore, these efforts impacted the entire state in both rural and urban areas, through several sectors. Figure 4.2 on the following page shows the distribution of community changes by geographic region, while Figure 4.3 shows the distribution by sector. The most active PSN partners were often ones located along the Wasatch Front (urban); however, the United States Attorney's Office (USAO) and PSN Law Enforcement (LE) Task Force made several efforts to work directly with rural communities and implemented many community changes that impacted the whole state (such as statewide outreach and trainings in several locations; presentations to statewide law enforcement and prosecution groups, etc.).

Although PSN utilized several sectors, community changes taking place in law enforcement agencies constituted about half of the new or modified programs, policies, or practices (see Figure 4.3 on the following page). This is not surprising considering that the law enforcement task force and various funded law enforcement agencies played a key role in identifying, apprehending, and investigating offenders for the increased prosecution. However, it should be noted that law enforcement's role was not limited to these activities. Several law enforcement agencies were also involved in educating offenders and providing additional resources to promote successful re-entry into the community after incarceration, educating school children, and increasing community awareness in general. One quarter of the community changes were identified as "PSN Task Force (ALL)" for the sector, since these changes affected multiple sectors. Several of these timeline accomplishments were trainings or presentations given by PSN partners to professional groups in the community. These events raised overall awareness of PSN (media), but could also impact law enforcement, prosecution, or community sectors, depending upon the affiliation(s) of the audience. Another example of a "PSN Task Force (ALL)" community change is the implementation of the "Operation Predator" program in early 2005 that changed the way both law enforcement and prosecution approached PSN cases.

Also contributing to community awareness of PSN was the ongoing media efforts by the lead advertising agency Oxygen Marketing (formerly Selph & Smith), the USAO, and West Valley City Media. Figure 4.4 on page 32 shows that media exposure through television stories and newspaper articles increased steadily throughout the project, with the greatest saturation of news stories occurring from mid-September 2003 to mid-November 2003 (around the time of the media campaign kick-off) and during March 2005 (when another large press event was held to unveil the new PSN clipboards given to Federal Firearm Licensed retailers). The cumulative media impact shown in Figure 4.4 only includes news stories tracked by Oxygen Marketing and the USAO. Several rural partners also made an effort to get media coverage for their PSN activities. New collaborations between rural PSN partners and their local media outlets are listed in the accomplishment timeline (Appendix I) as community changes. The cumulative impact of PSN public service announcements (PSA) could not be included in the cumulative media graph either, as airtime for PSA's is not consistently recorded by local radio and television stations.

Figure 4.2 Geographic Distribution of Community Changes

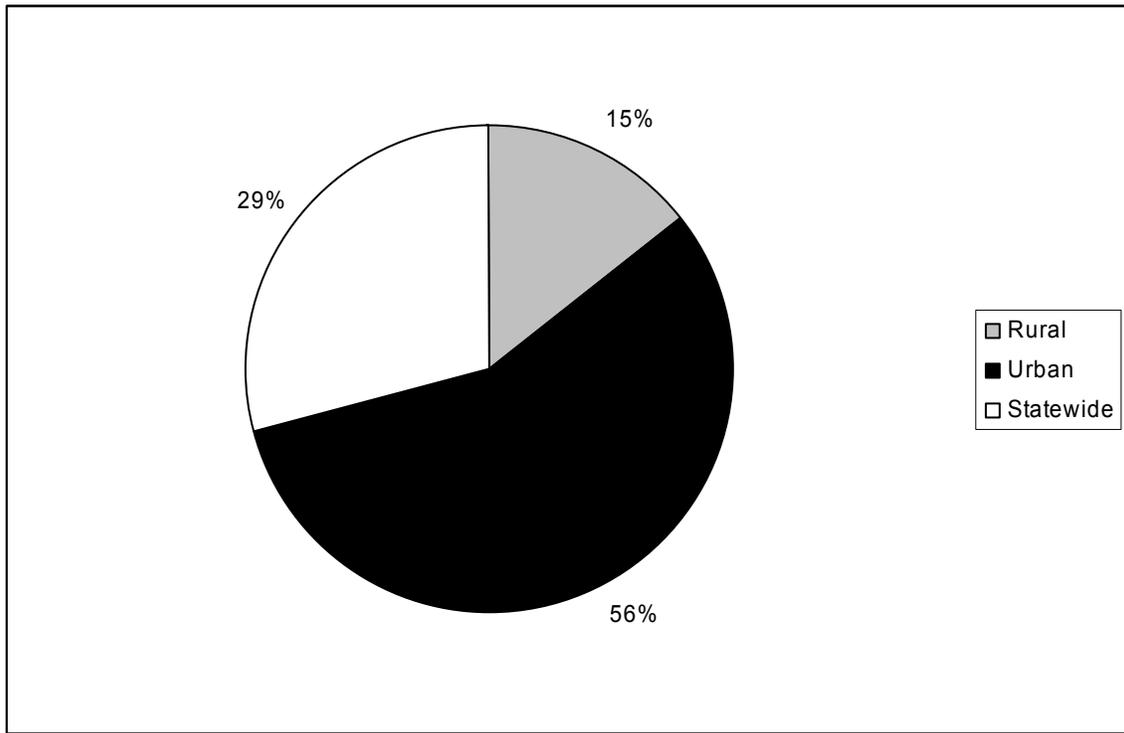


Figure 4.3 Community Changes by Sector

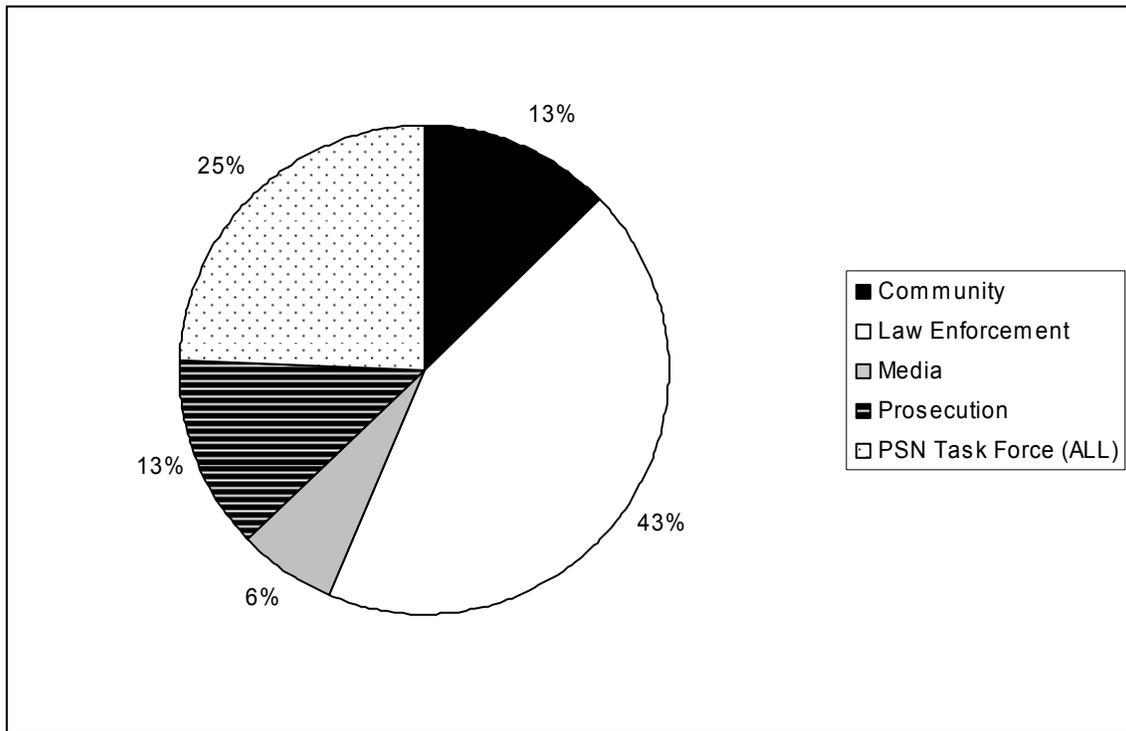
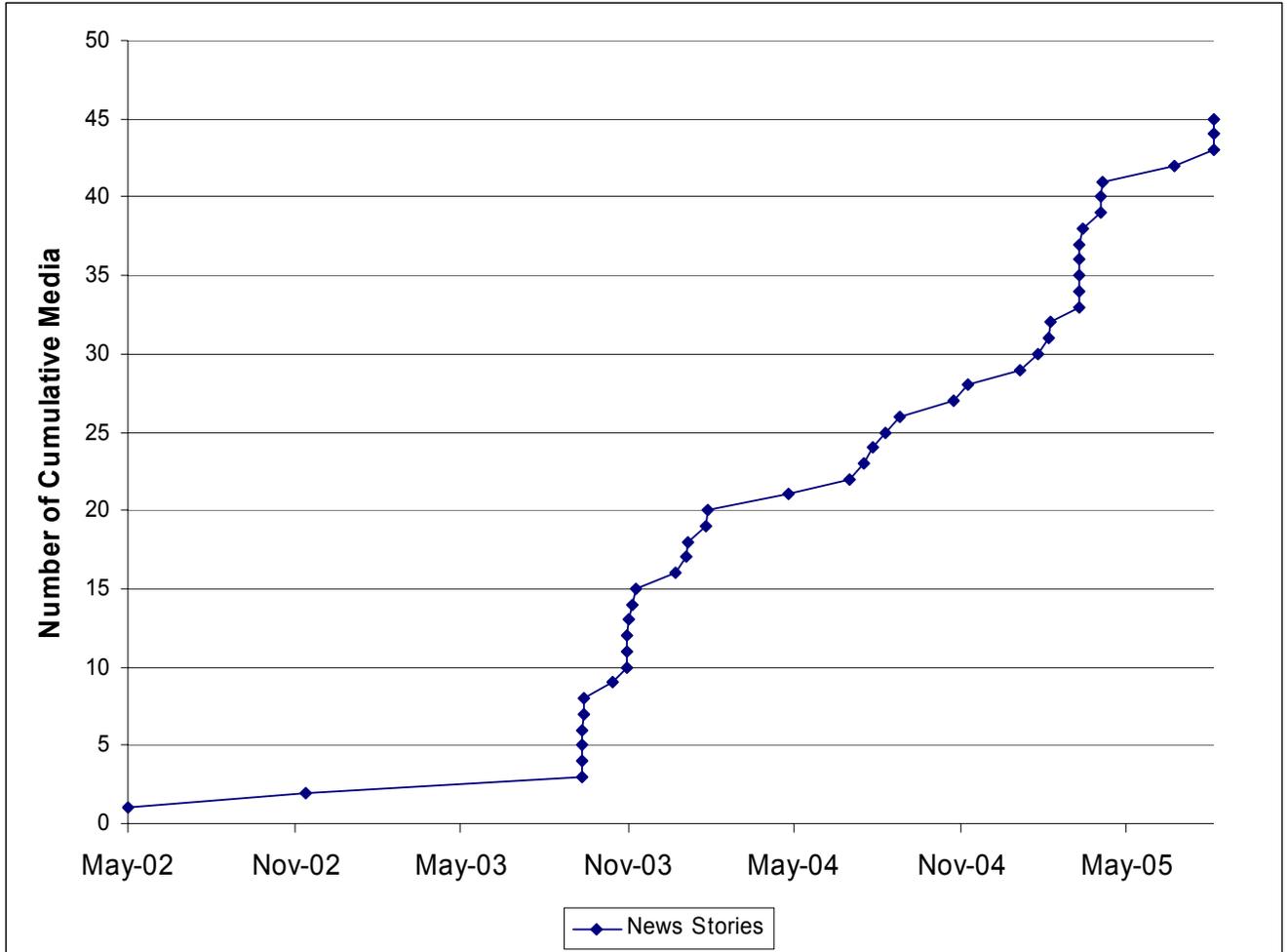


Figure 4.4 Cumulative Media Exposure through Television, Radio, and Newspaper News Stories



The PSN website was launched in September 2003, around the same time as the kick-off of the media campaign. As shown in Table 4.2, visits to the PSN website peaked in April 2004. This was when the local Fox News aired a piece on the PSN website and the “most wanted” list it features. Traffic to the website remained higher than pre-April 2004 levels for the rest of the year.

Table 4.2 PSN Website Traffic

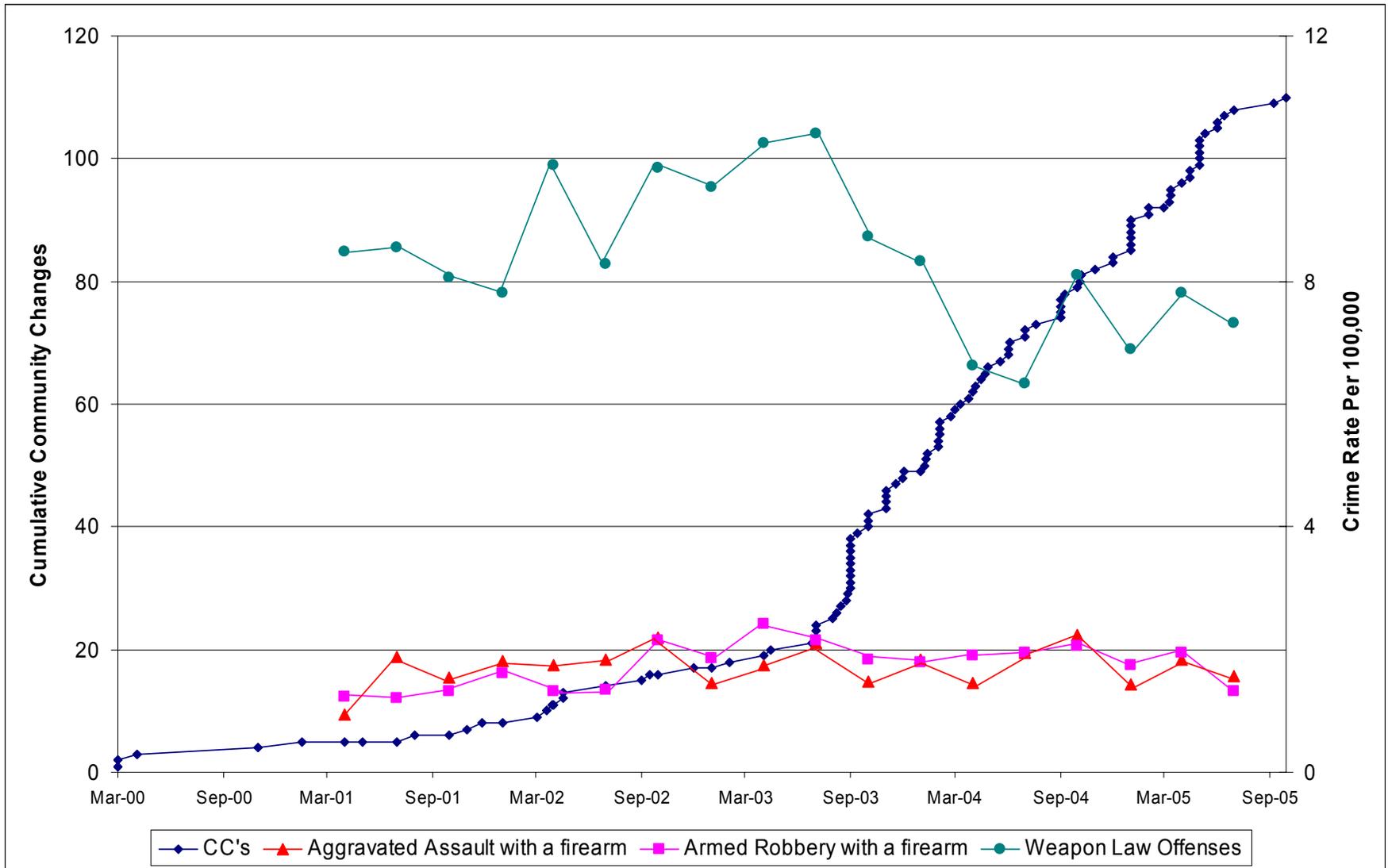
Monthly PSN Website Visits												
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
2003									71	40	39	46
2004	32	73	77	1065	550	230	171	100	138	142	128	112
2005	94	89	174	85	79	71	78					

The final figure (Figure 4.5) explores the primary hypothesis: the relationship between community changes (CC’s) and statewide firearm crime (aggravated assault with a firearm, robbery with a firearm, and weapon law offenses) rates per 100,000 residents. As community changes increased steadily from autumn of 2003 to autumn of 2005, weapon law offenses began a downward trend, while aggravated assaults with a firearm and robberies with a firearm remained steady. As shown in Figure 4.5 on the following page, weapon law offenses per 100,000 Utah residents have been variable during the time period examined, with a general upward trend from early 2001 through mid-2003 and then a downward trend over the next two years. Weapon law offense rates from January 2004 through July 2005 remained at or below 2001 levels. Rates of firearm-involved aggravated assaults and robberies in Utah have been steadily low since 2001 at about 1.75 occurrences per 100,000 residents. Although there was little variation in the trends for aggravated assaults with firearms and robberies with firearms, a very slight increase took place from 2001 to mid-2003. The rates of firearm-involved aggravated assaults and robberies leveled off after mid-2003 and may be beginning to show a slight decline.

Although statewide crime trends can be impacted from multiple sources, including broader national crime trends, local and national economics, changes in state laws, and community changes not related to the initiative, to name a few; it is encouraging to see the impact PSN has had on the community in relation to decreasing weapon law offenses and steady, low rates of firearm-involved aggravated assaults and robberies. Case-study research of this nature, especially taking place in a community setting, cannot definitively demonstrate cause and effect; nevertheless, community change research indicates a possible link between the intermediate outcome of community change and more distal ones, such as crime trends, when the changes are of a great enough amount, intensity, and duration.¹³

¹³ Paine-Andrews, A. et al., 2002, op. cit.

Figure 4.5 Cumulative Accomplishments for Utah PSN against Statewide Firearm Crime Rates per 100,000 Residents



Timeline Summary and Discussion

The accomplishment timeline project supports the effectiveness of PSN and provides information relevant to the replication of this type of initiative in other jurisdictions. The timeline was able to capture the impact of PSN in Utah in a way that cannot be seen solely through tallying statistics from state law enforcement and court data. Much of PSN is the new collaborations and innovations listed in Appendix I that come from many partners with varied talents working together towards a common goal. The timeline project documented the components of PSN that were difficult to capture in the other evaluations included in this report. But more importantly, the timeline project was rooted in a community-based research model that indicates a potential relationship between community change (new or modified programs, policies, or practices consistent with the mission) and distant outcomes in community level indicators (crime trends in our case).¹⁴

A few weaknesses developed as a result of deviations from the methodology for monitoring and evaluating used as a model for the timeline project.¹⁵ For example, it is suggested that data collection from collaborating agencies begin early and continue throughout the project with regular feedback, thus leading to variations and improvements in the types of data collected. Accuracy would also have been improved through the use of multiple independent coders and the calculation of reliability statistics on accomplishments indicated as community changes by one or more of the coders.¹⁶ The final, and primary, limitation is the inability of this model to definitively test the proposed hypothesis between community changes brought about by PSN and changes in firearm crimes rates. Community health and development researchers who have used this model note this limitation by suggesting it be used to “understand the contribution of local efforts, not the attribution of observed effects to causes (properly beyond the control of outside experimenters).”¹⁷ If viewed within the boundaries of this kind of evaluation model, the accomplishment timeline can provide very useful information on the impact of PSN in Utah.

It is recommended that future efforts to document PSN efforts in Utah begin with the identification of a reporting agent from each funded partner at the beginning of the grant periods. These individuals would report regularly to the evaluators who would provide feedback which would increase the quantity and accuracy of community changes recorded. It is also recommended that multiple observers code the accomplishment information provided by PSN partners to test and improve the reliability of coding. Ongoing reporting and regular feedback to PSN partners will allow for adjustments to be made in the PSN partners’ efforts.

Utah Project Safe Neighborhoods has had a strong and lasting impact on the community. The accomplishment timeline is one of many pieces in the overall PSN evaluation that demonstrates its effectiveness. The complete community change timeline in Appendix I documents the kinds of innovations that have come from Utah PSN, while the cumulative community change graphs provide a snapshot of its breadth. The sharp increase in community changes from 2003 to present is accompanied by stable firearm-involved aggravated assault and

¹⁴ Fawcett, S. B. et al., 1997 op. cit.; Lewis, R. K. et al., 1999, op. cit.; Paine-Andrews, A. et al., 1999, op. cit.; and Paine-Andrews, A. et al., 2002, op. cit.

¹⁵ Francisco, V. T. et al., 1993, op. cit.

¹⁶ Francisco, V. T. et al., 1993, op. cit.

¹⁷ Paine-Andrews, A. et al., 2002, op. cit.

robbery trends and decreasing weapon law offenses, suggesting that the impact of PSN might go beyond individual prosecutions and sentences to a statewide impact on firearm crime.

Chapter 5: PSN Key Informant Interviews

Program Description

A critical element in determining the effectiveness of Project Safe Neighborhoods (PSN) is the strength and working relationship of the partnerships of individuals and agencies. In an effort to gain rich data and creative input from a representative sample of key players within the Utah PSN network, qualitative interviews were conducted with 30 individuals involved with PSN to varying degrees. Participants represented city, county, district and state prosecutors; members of law enforcement; United States Attorneys; PSN Project Coordinators and support staff; representatives from Weed and Seed; PSN Law Enforcement Task Force members; past and present Task Force commanders; PSN fiscal managers; representatives from the Division of Alcohol, Tobacco, Firearms, and Explosives (ATF); representatives from Adult Probation and Parole (AP&P); media partners; representatives from the Metro Gang Task Force; and the Project Sentry Coordinator. These qualitative interviews provided a vast amount of information and knowledge that document PSN accomplishments as well as provide suggestions for improved and future implementation.

Key Informant Interviews Evaluation Overview

The primary purpose of the Key Informant evaluation was to assess the working relationship between PSN partners. This purpose directly addresses Objective 1, determining the effectiveness of the PSN partnerships, stated in the Introduction section of this report. Additionally, this evaluation addresses Objective 4, measuring the effectiveness of the PSN public awareness campaign, as identified by key informant participants and Objective 5, analyzing the effectiveness of training and outreach programs.

Participants were selected by both the research team and the PSN project coordinator. The sample was a representative sample of participants involved in PSN at different levels, from a low level of involvement or “buy-in” to PSN to those who were “high implementers” of PSN. Additional names of key players were collected as the interview process continued, providing a “snowball sample” often used in qualitative research to identify critical participants and to continue the interview process until the database is saturated with similar responses.

Instrument

The interview tool was created by the research staff and reviewed by the PSN coordinator and can be viewed in Appendix A. Questions were divided into four sections: inclusion, functional, goal-related, and sustainability questions. Inclusion questions inquired responses inclusive of the respondents’ involvement, and also other people or partners that the respondents thought should be involved to strengthen PSN. The functional questions inquired about roles individuals play in their agencies as they relate to PSN, as well as how their role, or the role of the agency, have evolved throughout their involvement with PSN. Additional questions in this section included how long they had been involved in the project, who they have the most contact with, and who they would like to have more contact with. Goal-related questions asked what the

respondent's opinion was of best practices for stopping firearm related crime, the best approach for the State of Utah, and if they saw a difference in the community since PSN started. Respondents were last asked what it would take to sustain their involvement in PSN.

Procedure

Participants were contacted by phone or email and asked to participate in the study. All participants contacted agreed to participate. Approval for the interviews was gained through the Institutional Review Board (IRB) at the University of Utah and all participants signed a document providing their consent to participate (Appendix B) and were assured that their answers would be kept confidential. PSN project participants had no direct access to the interview results.

The interviews were conducted in the participants' office or in another room at their agency that was quiet and secluded, so that their answers could be kept confidential. Interviews were tape recorded and lasted approximately one hour, with some interviews as short as 30 minutes and some lasting an hour and a half. After the interviews were conducted they were transcribed and put in electronic format for the data analysis.

Data Analysis

The interviews were transcribed into Microsoft Word and analyzed using Atlas Ti, a qualitative computer data analysis program. Grounded theory was utilized to identify themes in the data and designate codes from which to organize the respondents' answers.¹⁸ "Code maps" are used in the data presentation to create visual and theoretical connections between the respondents' answers. The format of the interview tool was also used to organize and synthesize the data. The data results are organized according to the following subheadings; 1) inclusion questions; involvement in PSN, ideas for additional partners, more involvement from existing partners, techniques for more involvement, 2) functional questions including roles and communication issues 3) opinions on best practices for addressing firearm related crime, and finally, 4) respondents' needs for sustainability.

Results

Inclusion Questions

When asked how they became involved in PSN, 24 of the 30 respondents reported that not only were they assigned to participate in the project, but they were also invested in the project. Only six respondents reported that they were assigned, but didn't feel that they were very invested in the program. The majority of respondents had been involved several years, with the shortest amount of time being six months and the longest and most common response was since the inception of the project.

Twelve out of 30 respondents reported that they were satisfied with the current partners. The remaining 18 respondents reported a wide range of suggestions for additional partners. These additional partners that were not currently involved in the project included; domestic violence advocates, all prosecuting attorneys, faith-based organizations, housing authorities, the

¹⁸ Strauss, A. & Corbin, J. (1998). *Basics of Qualitative Research*. Thousand Oaks, CA: Sage.

State of Utah Division of Child and Family Services, gun safety advocates, and the wildlife division. Several respondents felt that some of the current partners could become more involved in PSN, including: ATF, narcotics officers, district attorneys, city attorneys, county attorneys, gun dealers, juvenile groups, judges, Salt Lake County law enforcement, federal law enforcement, media, and schools. Respondents who suggested that faith-based organizations be involved, identified that Utah has previously established strong structural organizations within faith-based organizations which could be utilized in disseminating PSN; however, involvement of faith-based organizations could polarize participants. The following response identified that including the faith-based community could be a support to PSN, but could also be a challenging partner to include:

“And then I would say, and obviously, current Republic Administration would agree with us, but the faith-based, I think, really could be reached out to, and I think Utah has a unique opportunity because of its religious structure. It’s a very organized structure. But that doesn’t mean it’s easily entered, and so I think there’s kind of a weakness there, but it’s something we should definitely pull in.”

Seven respondents identified that schools need to be further involved as an effort in deterrence, as well as an avenue to inform parents and the community at large about PSN. School involvement outreach efforts will be described in the chapter on Project Sentry (Chapter 10).

All types of attorneys, including city, district, county, and all prosecuting attorneys in general, were mentioned by respondents as needing to be more involved. One city attorney identified the need for district attorneys to be more involved as city prosecutors only prosecute offenses at the misdemeanor level. The following quote reflects the need for more involvement from district attorneys:

“The one partner that seems to be lacking is more from a prosecution perspective, is just the different District Attorneys offices. They all have different... ah...Some of them are more involved than others. The one in, I know, in our county, it seems like it makes sense if somebody was working a little more actively on PSN cases. I don’t know that there is anybody currently from the District Attorney’s Office, cause all of the... We’re the City Prosecuting agency, but we only prosecute up to the misdemeanor level, where most of the violent offenders are, you know, obviously felony-level offenses, so that you wonder...ah...obviously, there’s value in having the District Attorneys Office more involved in the project than I think they are.”

Another respondent identified the need for more involvement from all prosecuting attorneys and more support from other legal agencies as well:

“Well, obviously, we need to have all prosecuting attorneys involved. I think it needs...the Utah Attorney General’s Office, they are involved. They have an attorney there that, you know, they may want to be a little bit more involved in prosecution. As far as having an Investigator, I think the Salt Lake County District Attorney’s Office needs to be involved...and Legal Aid Society and the different Domestic Violence advocates more involved. We went out and talked to

them and that, but they're kind of inundated, something that's a little bit hard for them. We did get Legal Aid Society to start sending us protective orders from Salt Lake County, so we all at least look at those protective orders, identify the people, and cross check them against gun purchases, or attempted gun purchases, so that we've had that to be a little bit pro-active. I think, primarily, just more participation from more agencies."

The following quote identifies the need for more involvement from law enforcement:

"Well, part of the problem, we haven't been able to get all of the prosecuting agencies on board, and all of law enforcement agencies on board. We'd do a lot better if we could get all of the prosecuting agencies in...all of the Law Enforcement folks on board."

When asked how respondents would increase involvement from additional partners, respondents identified increased media as a method to reach the community at large and inform them of PSN. The following quote identifies media, as well as hunter safety as avenues for informing community members about PSN:

"You know, you have the three separate groups. You have the hard-liners over here that don't care what's gonna happen if it has anything to do with their Government and guns. They're not gonna want to be involved with it. You have the bad guys over here that they're out of the equation anyway, cause they can't have guns. But the majority is right in the middle and we're not getting in there and telling those people what we're doing, and what we need from them, to make sure that, you know, we're doing what they need. It's in the best interest of them and having their support, cause they know it is."

Interviewer: Okay. How would you...Do you have any ideas about how you would do that?

Respondent: I think media. I think going out to groups. I think putting on gun safety clinics. Maybe... you know, one of the biggest things in the State of Utah is hunter safety. Maybe we could have some training on hunter safety, about what Project Safe Neighborhood is."

Several respondents identified that there needed to be more training and involvement from law enforcement and more collaboration between neighboring communities, primarily with respect to law enforcement and the ability to track offenders as they move from community to community. Education for line officers was echoed in several responses. The quote below identifies this need:

"Um...yeah. Education. Educating the local...like the line officers, which we try to do. Like the Task Force members have gone all over the state conducting training, to try and educate them, and I think...in fact this next year, are gonna kind of start and do that again, just because it's been a couple of years probably

since they've done it, and the turnover and everything, it's time to do it again, I think. But I think that would be...I think that would be good, because that's where the cases come from. That's where they originate are those line officers, cause they're the ones that are out there, so I think that would be a good target to visit again."

After identifying potential additional partners, respondents were asked their opinion on possible barriers to involvement of additional or existing agencies or community groups. The majority of respondents identified that financial and time constraints were significant barriers in other agencies' involvement. Some participants identified potential logistic barriers, or the idea that too many partners would make the project hard to manage. Seven respondents said that politics could get in the way of future implementation. The following response demonstrates the opinion that state prosecutors feel that federal prosecution crosses a political boundary:

"Well, we're approaching it on a...on a...on a level that I don't think makes a lot of sense, and that's through the Federal Government coming in and basically playing Big Brother to local prosecutors and local government, and saying, "We're gonna solve your firearm problems with federal prosecutions, and the Federal Government has basically usurped, I think, the local role in handling firearms violations by passing very strict...very overbearing, if you want to put it that way, legislation, and putting money and effort into prosecuting firearm possession by felons, and firearm...the use of firearms in crimes. But...ah...I don't think it's the way to approach crime, but that seems to be the way...the future the Federal Government just comes in and just takes over."

Interviewer: So, how would you do it?

Respondent: "Well, I think that we, on the local level, are perfectly capable of handling the problem, but we need resources, and of course, our local counties and cities and the State Government are just not willing to...to give us the resources, and that leaves the big void with...where the Feds step in and say, "Well, there's a void here," and they come in with their...their big bucks, and step in and take that over. I think that if we paid more attention at the local level to providing adequate prosecutors appropriate penalties and obviously the jail and prison space to...to house the people that these crimes in the commission offenses...or use guns in commission of offenses, and readily possess them, we could handle it very well ourselves."

However, the opposite perspective of federal prosecution was also reported in several interviews as represented in the following quote in reference to the usage of leverage letters and utilizing the existence of PSN to increase state prosecution:

"...and ironically, they (state prosecutors) don't see this as the force multiplier that it is. They say, "Well, we don't have an officer to contribute." And yet, when they do contribute, you know, they get more arrests and more bang for their buck in their jurisdiction than they ever hoped for. They say, "Well, we...ah...you

know, we don't want to refer that case cause then we don't get the stat." Well, you know what? We tell 'em, "You can use us as a leverage point, and say, 'If you don't plead straight up, we'll send it to the Feds and so on. There's a lot of different ways they can take advantage of the program that all give benefit to the locals in the process."

Functional Questions

Only four respondents reported that PSN had not changed the way that their agency does business. The remaining 26 respondents reported that PSN had changed and evolved within their agency as well as their agencies' role within PSN had changed. Primarily, role and agency changes were reported by law enforcement and prosecution, as their workload increased dramatically and they specialized in firearm cases. While both prosecution and law enforcement agencies reported more work, overall they were satisfied with the partnerships and the assistance from PSN partnerships. The following quote from a member of law enforcement reflects this working relationship:

"I believe that the U.S. Attorney's Office has reached out a lot more into the community...into...I don't think the U.S. Attorney's Office had near as much contact with State, County and City...local law enforcement agencies and local prosecuting agencies. I don't think they had hardly any contact before PSN, and now there's a lot of contact. There's a lot...I think there's a lot more communication between those agencies in our office since we started PSN."

The response below from a law enforcement agency in a smaller community outside of Salt Lake County reported that PSN collaborations had changed the way that his agency was able to handle public safety issues involving firearms by strengthening the law enforcement resources through PSN collaborations.

"You know, I don't know that it's changed a whole lot, except for...we go after, you know, high profile, or people with extensive criminal histories, and it feels a little more rewarding because we're able to put these guys away. We have a lot more support. ...If we have something out here, and we can call 15 or 20 agents to come out here and work a case, you know, that makes a big difference, especially when we have 25 police officers on the whole department, all of a sudden we double our presence out here, as far as law enforcement cases. It also helps to have a working relationship with...we're building relationships with the other law enforcement communities within the State, and Federal agencies, you know. My first 20 years on the department, I didn't know who to contact at ATF, or neither did any of the other agencies around here, you know. They didn't have this specific person to contact, or Secret Service Rep, or whatever. Now it's...it's there. If you have a problem, say we need these guys, what do we do? And I haven't worked that closely with the FBI. There's a Task Force member. I've met with a few of them...Secret Service and like that, and they're all willing to help. Alcohol, Tobacco and Firearms is tremendous. They'll do anything for us. They got some good agents."

Several participants referred to the evolution of the Task Force and the accomplishment that the Task Force has expanded from three members to 15 officers from several counties. Respondents identified that if a county had a member of law enforcement that was dually assigned to the Task Force they were much more likely to file PSN cases, as well as to communicate and collaborate with other Task Force members in tracking offenders who migrate from county to county. While some respondents identified a communication rift between the USAO and the Task Force, in general the majority of data collected reported that the Task Force served to work well with the USAO in collaborating in prosecution cases. When asked who they had the most contact with the one respondent reported the following:

“I have the most contact with our Task Force...the Law Enforcement side of it. That’s probably my main responsibility is make sure that they’re working well, and that between them and the Prosecution Team is working well, cause that’s the heart of what we’re doing is hardcore law enforcement, but next to that is probably with the outside agencies. So, other law enforcement agencies, and the County Attorney offices, and then community engagement, so trying to constantly get the word out.”

In reference to the evolution of the executive committee, the following quote is representative of the majority of respondents:

“I think the...I think the structure has been pretty good. I like the idea of the Executive Committee. I think there are some things that need to be done on a faster turnaround basis, and not involve the whole group. I think we’ve gotten the meetings down to about the right...I think for a while we had too many meetings...and I think we’re down to about the right...the right rotation of meetings, or the right schedule of meetings.”

When asked who they had the most contact with, half (15) of the respondents reported that they had the most contact with John Huber, PSN Project Coordinator. The majority of law enforcement and prosecutors also reported that they had the most contact with the Task Force. There were some respondents from the Task Force and some respondents from the United States Attorney’s Office who reported that they would want easier access in contacting each other in an effort to gain specific information on cases.

Goal Related Questions

When asked what respondents thought was the best practice for addressing the problem of firearm related crime in Utah, fourteen respondents identified prosecution. The quote below exemplifies this idea:

“Ah... “Biggest bang for the buck,” so how can we de-activate an armed criminal for the longest time? And right now in Utah, that is clearly federal prosecution. So that’s the way to go. So, either directly prosecute them in Federal Court, or use

the threat of Federal Court to get a better disposition in State Court. So, to make a community safer, you need to take the armed criminals out of it.”

Nine respondents reported that federal prosecution and community prevention was the best approach. The following quote echo’s similar responses:

“Well, I think there’s a little...the best practice, basically, is people can actually have firearms, and that’s their constitutional right. It’s when they do...commit a crime, and I’ve always been basically pro-active, and if I deal with somebody with a gun, I’d rather deal with them while it’s still concealed and never been used, than deal with it after a robbery or a homicide, or something like that, so...you stay pro-active, and that’s the part where you try to educate the public, you educate the officers, you educate, you know, everyone in every field who...to be looking for...at preventing it. We have advertising out right now that if you provide a gun to somebody...that’s some kind of a new concept to me that needs to be promoted more, but I don’t think people realize, “Yah, well, it’s my cousin. I loaned him the gun.” “Well, he went out and committed a crime. You’re gonna get 13 or 15 years in prison for doing that, cause of the seriousness of the crime.” So, you have to be vigilant. You can’t...you just can’t sit around and wait for the crime to happen and then take action. You have to take action when it happens, which you also got to be looking at ways to...I mean, if people aren’t educated, they’re just gonna do it. And you still got to deal with people in the heat of the moment.”

Four respondents reported that community prevention was the best practice to stopping firearm related crime. The following quote is one respondent’s summary of this theme:

“I...In my opinion, it would be the prevention, you know, get people to not have that culture that, “I need a gun to protect myself,” or...or “I need a gun to commit this crime,” and also, I’m not so sure that incarceration makes that much of a difference as a deterrent. Um...It’s more that you have to change the culture that (unintelligible word)...on, rather than “after the fact”...punish “after the fact.”

Four respondents reported that prosecuting felons as well as educating them on firearm related laws is the best practice for reducing firearm related crime.

“One is aggressive education, and the other is aggressive prosecution. Ah...The first being, less educated people coming out of prison. Let’s educate that population most likely to be involved in gun crime, as in committing it, not...not victims, but those who are most likely to be perpetrators. That’s why we have the big billboards. That’s why we have the radio ads. That’s why we have our Offender Notification Program. Every parolee, before they step out of prison, is informed, “Use a gun, you’re going to Federal prison, and so on.” Be aggressive, target the audience that most likely needs to hear the message, you know. “Don’t be a slow learner again.” You know, so that’s aggressive education. To stop it before it happens. The second thing is aggressive prosecution.”

When asked if they saw a difference in community safety since the inception of PSN, results were varied. Seven respondents reported that they didn't see a direct correlation between implementation of PSN and community safety, but they were aware of the ability to incarcerate offenders in the community more effectively through PSN as identified in the quote below:

“Well, I can't say that I've actually seen a direct connection between the two, to where a huge impact of change in my community, and I've gotten some really, really bad people that don't need to be out doing what they're doing off the streets, but I can't say that I've seen impact on personal lives, or, you know, living safely...like that. I feel better about what I'm doing. I feel better about, you know, getting a good...good crime sentence and sitting out a prison sentence for these people that really don't need to be out in the community. And a lot of the officers, they see the same thing, so...”

Eight respondents identified that the existence of PSN made the community safer. The quote below identifies this relationship:

“Right. To take the dangerous people off the street. The people with the guns, the ones it allows them to proactively affect change, and make the neighborhoods and communities safer. I mean, that's...it lives up to its name, because without these people with the guns, it's safer. I think...I mean, you look at West Valley, a reduction in homicides, a reduction in robberies, and there's a lot of factors that contribute to that. You know, a lot of times, medical attention changes the homicide where you get more attempts and that, but I really think that when you look at the numbers of people, you know, over 700 people are now in federal prisons from Utah, that's gonna reduce your crime rates, so that...that gives a tool for the police, and what happens is the officers start learning to write better reports, to articulate how they came by the weapon, and do a better job, realizing that if “I take this federally, I can really make a difference.”

Several respondents identified that one of the most useful assets of PSN is the utilization of federal prosecution within the realm of domestic violence. The following two quotes identify the utility of PSN in addressing domestic violence:

“The thing I think works is obviously getting the guns out of the violent forms, and that the people that are more apt to be committing these violent felonies and killing people and hurting people and threatening people, to me, that is more successful than anything that I've noticed through what I'm doing. I know that we've gone more to focusing on domestic issues... domestic violence issues, and protecting the victims, and in my police work it's hard to do good domestic violence cases. Nine times out of 10, we'll get a victim that...guns a witness for the defense kind of thing, and it's just really difficult; whereas when you get a case like this, we don't necessarily need them to come into...be basically the sole witness. It doesn't help to prosecute more. It makes it easier, and we obviously get more of a harsh faction with the people that need to go to jail go to jail, and

they stay there for a while. It's not, you know, a slap on the wrist, and then wife end up dead, you know a year later kind of thing. And that's...I call a "knee-jerk reaction" to where...women started getting killed, and so I said, "We need to do something about this...guy."

"Well, I really think...I mean, I think the facts bear out that a lot of the firearm crime is committed by felons, who should not have guns, and somehow do, and then that's really a bad mix. So, I think that's...I mean, I think we're focusing on it, if it's in about the right place that there are...you know, these are people that have demonstrated propensity to commit crime. There...um...A lot of them really don't have anything to lose, so I think that's probably the best thing, and I do really like...and I think in Utah, it makes sense, the focus we've got on the domestic violence side of things. We have the lowest homicide rate, when you look nationwide, but so many of them are related to some kind of domestic violence issues, so I think that's another way that we could make a big difference in the crime rate in Utah."

Sustainability Questions

When asked what they needed to sustain their involvement in PSN, 18 respondents identified that a need for additional and ongoing funding as well as administrative support. Eleven respondents reported that they just needed more and continued funding, but didn't mention administrative support, and one respondent identified that they needed ongoing funding and media exposure.

A member of ATF identified the need for funding to continue the Task Force in the following quote:

"Just more of the PSN hands and everything to continue on, because I think for us as...as...for ATF to continue on, we need...we need this Task Force. We need all the people that are on the Task Force. We need the prosecutors that are at the US Attorney's Office. We need all these...these grants to continue. I think there's been talk of them not funding certain grants and different stuff, and I think that that will have a big effect on how we do business if we lose some of these people."

The following respondent from the media team identified the need for future federal funding to maintain media exposure of PSN:

"You know, I guess there's the first or second round of funding definitely cut budgets back, and so in terms of producing new materials for the campaign to give it more life, we...we struggle with that, as well as...as we move forward, it's going to be harder and harder...more and more difficult to continue to maintain, I think, the free media support."

One member of the Task Force identified that while the Task Force has grown, the number of prosecuting attorney has decreased; therefore, additional funding is needed to cross-designate more prosecutors to firearm cases.

“We need help desperately. We need at least another prosecutor. The Law Enforcement side of it has grown exponentially, since I started. When I started, we were dealing with a very small group of agents, and now we’re dealing with tons of agents. We’ve got a huge PSN Task Force, plus we’ve got agents all over the state looking for cases, and the number of prosecutors has stayed the same, or dropped.”

Key Informant Interview Summary

This qualitative analysis of PSN partnerships provides an opportunity to gain access to individuals’ opinions, ideas for improvements, perspectives on problems within the project and to document the process of the evolution for future replication and improve the current PSN project. Qualitative interviews can serve as an ongoing dialogue wherein respondents are able to voice their opinions in a confidential manner and are provided the freedom within the interview process to express themselves without the restraint of a quantitative survey. The weakness to this type of data collection is that while it is collected in a confidential manner, respondents could still be wary of being identified through their responses, thus limiting the validity of their responses. Furthermore, the data is not quantitative and cannot be consolidated into exact numbers and percentages.

This analysis identifies that in Utah, PSN has developed effective working relationships, and expanded and evolved throughout the course of the project to include rural areas and community outreach. The majority of PSN “key players” reported a positive opinion of PSN, presented some creative ideas for additional partners to strengthen the project, and identified some areas of concern for improvement.

Recommendations

As identified throughout the evaluation, funding for all participants is an issue not only of sustainability, but also necessary to expand the PSN project. Additional themes included the need for increased communication and for continued education and training on PSN.

Need for more communication

As mentioned previously both the Task Force and the USAO respondents identified the need for more communication, or a more efficient method of communication. One Task Force member reported the following:

“We’ve had a problem...a lot of officers complain they were working on a case, and they call an attorney, and they don’t get a call back, and I have to do a lot of things...I have to get a lot of information by going through alternate channels other than direct contact with the attorneys. I’m not sure how we can solve that problem, because the attorneys are really busy, and as I said, the workload just

seems to keep increasing, the caseload goes up, and there's... the resources don't. So those attorneys are...are worked pretty hard...most of 'em, and now, I understand, we're having some people that are leaving for other jobs, and then that takes time to get them replaced."

Need for more education and training on PSN

Several respondents identified the need for ongoing training and education for all participants involved in PSN. The following quote is representative of this need:

"I think a lot of it is just education. I mean, I go out and, for instance, on the domestic violence, when I meet with Chiefs...which I do several times a year...ah...State Prosecutors. A lot of 'em really don't even know yet that...that this was an option for them, and as much as we've done, and as much outreach as we think we've done, the radio I still hear...the Sheriff say, you know, "We knew he had a gun, but we just didn't know what... you know, that there was anything...you know, he's been a chronic trouble-maker. We didn't know what we...you know, we didn't know that this was...you know, that there was an option here." So I think the education of Law Enforcement and the community continues to be the most important thing we can do, that these...these are resources that can make a big difference. Especially some of the rural communities, where one person can really cause trouble for the whole town. It's a little different in the heavily populated area, but if they knew that there was an option for the, you know, the person that goes over and busts up his house...his wife's house once a week, or something, you know, I think that would make a huge impact on the quality of life in that community."

Conclusion

While respondents reported that several problems exist within PSN including some communications issues, politics within prosecuting jurisdictions, funding and increasing workloads, it is evident that the majority of "key players" involved with PSN feel that the program is a positive force to enhance community safety and an effective method of prosecuting firearm related crime. The following quote summarizes the positive aspects of the outcome of PSN, but also identifies the need for funding to maintain the program.

"...In my opinion, what that says is, you've got some real dedicated good people that are running this operation, and you know, as far as the US Attorney's Office, or law enforcement, whichever side it is you wanted to look at, they believe in the program. I hope it will continue. At times, I get worried, because sooner or later the cash cow's gonna run dry, and from that standpoint, I've locked up a lot of people in the last two years of doing this, that have gone somewhere to some Federal prison, that are getting paid for, by some fund, and I'm a pretty small drop in the bucket. Pretty quick that's gonna dry up, and there's gonna be "no room at the inn," and we're gonna have to revamp things, I'm sure. But, until that happens, I think we're making a pretty big impact. It's a difficult, you know, like

from your angle, there's things you can statistically monitor, but the most important one in this case, you can't...there's no feasible way to monitor, and that is, how many lives did we save? How many people did we affect by what you're doing? You know, if you yank that person off the street that has the potential to have killed somebody, you know, we're never gonna know if he actually would've done it. I think he would've, but you can't statistically say that this is a...even a probability. It's a 50/50 run. We've taken some pretty rough people off the streets, and I guarantee you some, you know, you can't put a finger on it, but somewhere we've affected a lot of lives in a lot of different communities by this group."

Chapter 6: Statewide County and District Attorney Survey

Program Description

In the State of Utah, the current Project Safe Neighborhood (PSN) coordinator John Huber provided introduction and training on PSN throughout the state, with an emphasis on informing and including rural counties. PSN information was provided for county and district attorneys at Utah Prosecution Council Meetings and at “Gun Summit” trainings held in 25 of 29 Utah Counties for local attorneys. Additionally, John Huber wrote letters to district and county attorneys explaining PSN and how to best utilize the federal system. These mailings also included laminated referral cards that provided basic information on PSN for both prosecutors and law enforcement.

Evaluation Overview

The evaluation of PSN efforts to increase collaborations with rural prosecutors and prosecutions for firearm offenses consisted of a qualitative phone survey administered to a random sample of rural county and district attorneys. The primary purpose of this evaluation was to identify if the rural outreach efforts were effective in informing and training rural county and district attorneys. Additional research questions included:

- Do the county prosecutors feel that PSN is an effective method of prosecution?
- Have rural prosecutors used PSN before?
- What would make the PSN process easier to use or more efficient for rural prosecutors?

The survey also provided a general idea as to barriers to more involvement from rural counties in PSN, and to what extent PSN could be used in different context where federal prosecution could be more effective in a rural setting.

Instrument

The instrument was created by the research evaluation team at the Criminal and Juvenile Justice Consortium. The instrument was a qualitative survey, designed to be implemented by contacting rural prosecutors over the phone and to be brief and directive in gaining data to answer the research questions. The semi-structured telephone survey covered the following topics:

- What county do the prosecutors represent?
- How much time did rural prosecutors spend receiving training on PSN?
- Do rural prosecutors view PSN or the federal prosecution system as a positive avenue for prosecution?
- Are rural prosecutors aware of the resources available for federal gun prosecution through PSN?
- Are rural prosecutors familiar with the PSN “leverage letters”?
- How often have rural prosecutors utilized PSN?

- What would help rural prosecutors to improve the process of transferring cases through PSN from state to federal court?
- What are problems that rural prosecutors have encountered in utilizing PSN?
- If rural prosecutors have never utilized PSN what has kept them from doing so?

Procedure

A list of county and district attorneys was obtained from the United States Attorney's Office (USAO). Rural prosecutors who had been previously selected to participate in the Key Informant Interviews were excluded from the sample for this survey. Selection criteria also included that a representation of rural "outside of Salt Lake County" prosecutors were selected both in northern and southern Utah counties. A random sample of eight participants representing nine rural counties was selected. Those participants were then called on the phone and asked to participate in a brief interview concerning PSN. Responses were recorded electronically and then analyzed as described in the following section.

Data Analysis

Data was collected electronically from the phone interviews and analyzed using Atlas-ti 4.2, a qualitative computer software program. Themes in responses were identified and organized to shape the results section following the key elements in Grounded Theory¹⁹ for analysis of qualitative research.

Results

In order to maintain confidentiality, the name of the county from which an attorney participated will not be mentioned. However, as stated above, respondents from nine rural counties in Utah were included. When asked how much time they had spent receiving training on PSN, the respondents reported from one to six hours, including reviewing written training materials provided by USAO and attending meetings/training sessions.

All respondents (eight) reported that they received information and training on PSN through letters sent by PSN Project Coordinator John Huber. Enclosed in the letters was also a laminated card providing a consolidated reference tool consisting of PSN criteria and procedure.

Only three out of the eight respondents reported that they were aware of the leverage letters. Two respondents had used them and found them to be effective. However, the remaining three respondents had not used the leverage letters as they had not found an appropriate case for them. One prosecutor identified that leverage letters were effective in gaining a guilty plea for firearm-involved cases and spared the victim from testifying in domestic violence cases when the victim, or other potential witnesses are intimidated. In such a case, the offender can be prosecuted through the federal system and witnesses do not need to testify and deal with perhaps enhanced consequences when testifying in a rural area or small town.

When asked if they felt the federal prosecution system was a positive avenue for firearm prosecution, seven out of the eight respondents reported that they felt it was extremely effective and had worked well when they referred cases in the past. Respondents also noted that it was

¹⁹ Strauss, A. & Corbin, J. (1998). *Basics of Qualitative Research*. Thousand Oaks, CA: Sage.

helpful to know that the “federal backup” was there for initial offenses involving firearms as well as for felons who violate their parole agreements and are repeat offenders in a small community, but seem to be continually revolving in and out of incarceration when prosecuted through the state courts.

One prosecutor reported that their county preferred to keep cases in their county and prosecute offenders within the state. However he did identify the following conditions in which federal prosecution of gun crimes was helpful and appropriate; 1) if the offender is a career criminal (as referred to previously), 2) if the offender has committed crimes in multiple counties, and 3) for serious offenses such as murder.

Several (five out of seven) respondents identified that PSN was a good avenue for referrals; however, they struggled to follow the cases once they referred them to the federal court. They reported that they would feel more comfortable utilizing PSN if they had a more efficient method of tracking cases. It is important to note that all respondents reported that they felt that they could call John Huber, PSN Project Coordinator if they needed to get information on their cases. One respondent identified that they had a case involving several firearms and that they thought was appropriate for PSN and federal prosecution, however it was denied involvement in PSN and the respondent was not informed as to why the case was rejected.

All respondents reported that they knew who to call when they had questions, most referred to John Huber as their primary resource. All respondents reported having utilized PSN at least once, some prosecutors reported using PSN up to eight times.

Overall county prosecutors feel that PSN is an effective method of prosecution. Furthermore, all respondents had utilized PSN at least once. Finally, several suggestions for improving PSN and making it easier to use emerged. The majority of respondents suggested that a better tracking system or communication be developed to help rural prosecutors understand what is happening to the cases they refer to the USAO. Other responses indicate that rural prosecutors also need additional training and information on the purpose and use of leverage letters. Lastly, some rural prosecutors’ experiences demonstrated the benefit of having local law enforcement involved with the task force. A dual effort to involve rural law enforcement while educating and collaborating with rural prosecutors could improve the process of obtaining PSN cases in rural Utah.

Statewide County and District Attorney Survey Summary

The rural prosecutors evaluation utilized a qualitative, semi-structured interview administered to a random sample of nine rural prosecutors. The results were analyzed using Grounded Theory analyses, a qualitative approach. One limitation of this evaluation design is the small sample size and the ability to generalize the results to the broader rural prosecution population. However, the sample was randomly selected, increasing the likelihood that their responses are representative of rural prosecutors in Utah. Furthermore, an independent sample of rural prosecutors was included in the key informant interview evaluation. These two groups combined represent a large proportion of rural prosecutors in the state of Utah. Lastly, this design allowed participants who were geographically distant from the research team to be included and to add their input to the study and assist in providing feedback on PSN in a confidential manner.

Overall this evaluation has identified that rural counties in the state of Utah are aware and informed of PSN and are willing and anxious to utilize PSN when appropriate. However, it is

evident after analyzing the data that more training needs to be done on both leverage letters and the communication within the project. Other conclusions from the study include that prosecutors were impressed with the efforts of John Huber and feel that he is an open contact; however, they would like another proactive way of knowing the progression of their cases.

Recommendations for involving rural prosecutors primarily include increasing communication and tracking of cases once they have been sent to the United States Attorney's Office for prosecution through the federal system. As mentioned by one rural prosecutor, communication was improved when a law enforcement member from the county was assigned to the PSN task force. Other recommendations include increased introduction to the leverage letters and their application. The rural prosecutors interviewed are still unclear on the process of using leverage letters to obtain guilty pleas from offenders in the state system by informing them of the potential for prosecution in the federal system.

Finally, one novel finding that was unanticipated at the onset of this study was the use of PSN in rural domestic violence (DV) cases. PSN was effectively utilized in firearm-related DV crimes when the victim or other potential witnesses were intimidated to testify. In such a case, the offender can be prosecuted through the federal system and witnesses do not need to testify and deal with perhaps enhanced consequences when testifying in a rural area or small town. Therefore, it is recommended that PSN be further promoted as an effective tool for prosecuting firearm-involved domestic violence cases in rural areas.

Chapter 7: Utah Project Safe Neighborhoods Media Campaign Evaluation

Program Description

“Community Outreach and Public Awareness” is identified by the Office of Justice Programs as one of the five essential elements of the Project Safe Neighborhoods (PSN) initiative.²⁰ The Utah PSN media campaign included public service announcements (PSA’s) that aired on the radio, television, and at movie theaters, as well as news stories in local newspapers and on local and statewide radio and television stations. Other media efforts included billboards; a PSN website; PSN clipboards distributed to Federal Firearms Licensed retailers (FFL’s); posters in schools, police stations, and other public buildings; and distribution of PSN literature and promotional materials at community events. The media efforts were primarily organized and implemented by Oxygen Marketing (fka Selph & Smith) of Salt Lake City, and West Valley City Administration, although several task force members contributed to the media and public outreach campaign. Approximately \$200,000 was invested in the Utah PSN media efforts, additionally more than \$200,000 in-kind support was garnered from local media in airtime and billboard space. Oxygen’s “Hard Fact” public service advertising campaign received the 2004 Project Safe Neighborhoods Achievement Award as the best media campaign at the PSN National Conference and also earned national attention as the best public service advertising campaign in the National Silver Microphone Award competition in 2004. The community outreach and media efforts were statewide; however, the majority of exposure occurred in the most densely populated areas of Utah: along the Wasatch Front (Salt Lake, Davis, Weber, and Utah Counties).

Media Campaign Evaluation Overview

The evaluation of the media campaign utilized pre- and post-test surveys mailed to two independent random samples of Wasatch Front residents. The pre-test was distributed in August 2003, approximately two weeks before the kick-off of the media campaign. The post-test was distributed in May 2005. The surveys asked respondents questions about their demographics, perceptions of gun crime and laws, and knowledge of firearm laws. Additionally, the post-test asked respondents to report their exposure to various media elements. The media pre- and post-test results were analyzed to test the following hypotheses:

1. The PSN media campaign increased the general public’s knowledge of federal firearm laws.
2. The PSN media campaign reached its intended audience.
3. The PSN media campaign changed the public’s perception of gun crime.

Instrument

The pre-test contained 30 questions, while the post-test consisted of 25. Both surveys included three demographic questions (gender, age, and race/ethnicity) as well as four questions concerning personal experience with guns and crime (gun ownership, gun crime prosecution,

²⁰ Project Safe Neighborhoods: America’s Network Against Gun Violence. (n.d.). Retrieved July 29, 2005, from <http://www.psn.gov/About.asp?section=63>

crime victim, and gun crime victim). Both surveys also included three questions relating to perceptions of gun crime (trends, community members most affected, and deterrence) and eight questions measuring respondents' knowledge of federal gun laws. The media post-test also included six questions asking respondents how often they had seen or heard the "Project Safe Neighborhoods (PSN)" or "Hard Facts" message through news stories, advertisements, billboards, movie theatres, websites, or other sources. A copy of the media post-test is included in Appendix D.

Data Collection Procedures

The media pre-test survey was sent to a random, stratified sample of 3,990 adult residents in Salt Lake, Davis, Weber, and Utah Counties on or around August 29, 2003 (approximately two weeks prior to the media kick-off event). They received a cover letter from the United States Attorney's Office (USAO), the survey, and a postage-paid return envelope. The media post-test was sent on June 1, 2005 to a random, stratified sample of 4,000 adult residents in Salt Lake County *who were not included in the pre-test mailing*²¹. Copies of the cover letter and post-test survey are available in Appendices C and D, respectively.²² Both surveys were completely voluntary and anonymous.

Data Analysis

Data Operations. Before the hypotheses could be tested, some necessary operations were performed on the data. The eight questions testing respondents' knowledge of federal gun laws were recoded into "correct" and "incorrect" responses with "don't know" recoded as missing data. The total number of items correct was summed. To test the reliability of the total gun law knowledge variable, that is to determine if the eight gun law knowledge items represented a single gun law knowledge construct, Cronbach's Alpha Coefficient was computed. For the regression analysis testing the primary hypothesis that the media campaign increased the public's knowledge of federal gun laws, the total number of items correct variable was dichotomized into "high scorers" (6-8 items correct) and "other scorers" (0-5 items correct).

The six items asking respondents about their exposure to the media campaign had response values ranging from zero ("never" seen or heard the message from a media source) to four ("very often"). These six items were summed creating a total media exposure variable that ranged from zero (respondent had not seen or heard the PSN message from any media source) to 24 (respondent had seen or heard the PSN message from every media source "very often"). The media exposure variables were further transformed by dichotomizing the total media exposure variable into below (a score of 0-4) or above (5-24) median exposure. The total media exposure variable was also recoded into quartiles for the regression analysis testing the primary hypothesis.

Transformations on demographic variables included splitting the eight age categories into two groups: youth/young adult (age 15-30) and adult (age 31+), and combining those two age categories with gender information to create four distinct demographic groups: youth/young adult male, youth/young adult female, adult male, and adult female. All of the preceding

²¹ This was done to generate clearly independent samples for statistical analysis purposes.

²² The media pre-test and post-test were similar in format and included several of the exact same questions. Only a copy of the post-test was included in the appendices to conserve space.

operations allowed for the data to meet the necessary assumptions of the statistical analyses that were used to test the three hypotheses.

Hypothesis 1: The PSN media campaign increased the general public's knowledge of federal firearm laws. A median test comparing total correct responses (on the sum of the eight federal firearm law items) for pre- and post-test respondents was conducted to test the primary hypothesis. The median test determines if the two groups (pre- and post-test respondents) are significantly different on their knowledge of federal firearm laws by comparing scores that fall above and below the combined group median. The median test was used since the distribution of the total number correct variable for pre- and post-test respondents did not meet the assumptions for the more rigorous alternate parametric and non-parametric tests.

The second set of tests compared pre- and post-test respondents on the eight individual gun law knowledge items using Fisher's Exact Test for chi-square significance since both the independent (pre- or post-test respondent) and dependent (answered "incorrect" or "correct") variables were dichotomous. Significance was adjusted from the traditional alpha of .05 to .00625 (.05/8) to decrease the familywise probability of a Type I error (finding a significant difference when one does not exist due to multiple testing). The items resulting in statistical significance were further examined using the phi coefficients to determine the strength of relationship between respondent status (pre- or post-test) and the answer ("incorrect" or "correct").

The final test examining the primary hypothesis was a logistic regression. A regression model was chosen to examine the relationship between media exposure and gun knowledge, while controlling for the effects of additional variables. Logistic regression was selected over linear regression due to the skewed distribution of the federal firearm knowledge variable. The dependent variable in the logistic regression was the total federal firearm knowledge variable for post-test respondents only dichotomized into "high" and "other" scorers. Covariates for the regression were demographic status (younger male (age 15-30) or not), gun crime victim status (yes, no), and gun owner status (yes, no). Demographic status as a young male was chosen as a covariate since this is the group most likely to commit gun offenses; gun crime victim and gun owner status were included since they potentially impact familiarity with federal gun laws. Younger males were also the demographic group targeted by Oxygen, so the relationship between membership in this demographic group and knowledge was important. The independent variable was total self-reported exposure to the media campaign divided into quartiles.

Hypothesis 2: The PSN media campaign reached its intended audience. The media campaign targeted young males, the group most likely to commit gun offenses. To test the hypothesis that the campaign reached its intended audience, two Fisher's Exact Tests for chi-square significance were run (1) comparing male and female post-test respondents and (2) younger (15-30 years old) and older (31+ years old) post-test respondents on total media exposure dichotomized (below versus above median media exposure). A Pearson's chi-square test was also run comparing the four distinct demographic groups (youth/young adult male, youth/young adult female, adult male, and adult female) on total media exposure dichotomized. Alpha testing the significance of the second hypothesis was adjusted to .017 (.05/3).

Hypothesis 3: The PSN media campaign changed the public's perception of gun crime. Two Pearson's chi-square tests were run comparing pre- and post-test respondents on two opinion items from the surveys: perception of gun crime along the Wasatch Front (increasing, decreasing, staying the same) and ability of harsher sentences to deter future criminal offending

(yes, no, don't know). Alpha was adjusted to .025 (.05/2) to decrease the familywise probability of Type I errors when testing the third hypothesis.

Results

Descriptive Statistics

The pre-test survey had 780 respondents; the post-test survey had 482 respondents. As shown in Table 7.1, both surveys had a response rate that fell within the typical range (10-30%) for mailed surveys. The total number of pre-test surveys received included 38 surveys that did not have valid zip code information. The margin of error for the pre-test survey results, based on the most recent Census figures for the Wasatch Front population age 15 and older (1.26 million), is plus or minus 3.51. The post-test margin of error, based on Salt Lake County Census figures for population age 15 and older (674,750), is plus or minus 4.46. The margins of error for both surveys indicate adequate sample sizes to represent the population.

Table 7.2 displays the demographic breakdown for pre- and post-test survey respondents. Percentages may not add to 100% due to missing demographic data on some of the surveys. Pre- and post-test respondents did not differ significantly on gender or age distribution; however, the post-test sample had a significantly larger proportion of minority respondents²³. About 40% of pre-test (40.3%) and post-test (37.2%) respondents were firearm owners. A statistically significantly larger proportion of post-test respondents were crime victims (63.7% post-test, 51.9% pre-test)²⁴ and gun crime victims (9.1% post-test, 3.2% pre-test)²⁵. No pre-test respondents had been prosecuted for a gun-related crime; three post-test respondents had.

Table 7.1 Media Survey Response Rate by County

<i>County</i>	<i>Number Sent</i>	<i>Undeliverable</i>	<i>Number Received</i>	<i>Response Rate</i>
<i>Pre-Test</i>				
Davis	561	30	115	21.7%
Salt Lake	2,080	127	355	18.3%
Utah	893	45	170	20.0%
Weber	456	36	102	24.3%
<i>Pre-Test Total</i>	3,990	238	780	21.1%
<i>Post-Test</i>				
Salt Lake	4,000	4	482	12.1%
<i>Study Total</i>	7,990	242	1,262	15.8%

²³ $\chi^2 = 17.007, p < .05$

²⁴ $\chi^2 = 16.398, p < .05$

²⁵ $\chi^2 = 19.994, p < .05$

Table 7.2 Demographic Distribution of Media Survey Respondents

	<i>Pre-Test</i>		<i>Post-Test</i>	
	N	%	N	%
<i>Gender</i>				
Male	377	48.3%	233	48.3%
Female	384	49.2%	244	50.6%
<i>Age</i>				
15-19	2	0.3%	2	0.4%
20-25	60	7.7%	32	6.6%
26-30	80	10.3%	47	9.8%
31-40	153	19.6%	107	22.2%
41-50	158	20.3%	116	24.1%
51-60	130	16.7%	132	27.4%
61-70	97	12.4%	34	7.1%
71+	97	12.4%	5	1.0%
<i>Race/Ethnicity</i>				
White	716	91.8%	409	84.9%
Latino/Hispanic	25	3.2%	34	7.1%
African American	3	0.4%	8	1.7%
Native American	4	0.5%	2	0.4%
Asian/Pacific Islander	19	2.4%	13	2.7%
Other	6	0.8%	12	2.5%

Hypothesis 1

To test the primary hypothesis that the media campaign improved the general public's knowledge of federal firearm laws, pre- and post-test respondents' answers were compared on eight gun law items. As shown in Table 7.3, post-test respondents had slightly more correct responses overall than pre-test respondents, with a median of four of eight items correct for post-test respondents, while pre-test respondents had a median of three items correct. The median test comparing the two groups on total number of correct responses was statistically significant (see Table 7.3), confirming the hypothesis.

Reliability was calculated for the eight federal firearm law knowledge items. Cronbach's alpha statistics were low for the pre-test sample alone ($\alpha = .404$), post-test sample alone ($\alpha = .442$), and the two groups together ($\alpha = .421$), indicating that the eight firearm law items share little variance and may not measure an underlying construct representing overall knowledge about federal firearm laws. Reliability coefficients of .60 or higher are generally considered acceptable for instruments in development. Due to the individual variability in these eight items, tests using the "total federal firearm law knowledge" variable, such as the median test, should be interpreted with caution.

Table 7.3 Median Test Results Comparing Pre- and Post-test Respondents on Total Correct Federal Firearm Law Items

<i>Survey</i>	<i>N</i>	<i>Mean</i>	<i>Median</i>	<i>Range</i>	<i>Median Test</i>	
					<i>x²</i>	<i>p</i>
Pre-test	737	3.31	3.00	0-7	10.33	0.002
Post-test	465	3.70	4.00	0-8		

Table 7.4 presents the eight federal firearm law items from the surveys and the percentage of respondents who answered the items correctly out of those who provided a definitive answer (“don’t know” responses were excluded from these analyses). Individual item comparisons revealed that post-test respondents were statistically significantly²⁶ more likely than pre-test respondents to answer two of the eight items correctly. Much higher proportions of post-test respondents than pre-test respondents knew that there was no possibility of parole for a federal firearm conviction and that individuals convicted of domestic violence offenses may not legally possess a firearm. However, the strength of relationship between correctly answering those questions and survey group membership (pre- or post-test) was low²⁷, suggesting that other factors besides pre- or post-test survey status may be influencing knowledge about federal firearm laws.

As can be seen in Table 7.4, a statistically significantly larger proportion of post-test respondents answered the “lying and buying” item incorrectly. The strength of relationship between correctly answering the “lying and buying” question and survey group membership was also low²⁸. For the five items where no statistically significant differences were found, a majority of respondents on both the pre- and post-test answered them correctly.

The final analysis aimed at determining the impact of the media campaign on community members’ knowledge of federal firearm laws was a logistic regression predicting group membership in the “high scorers” category (having six or more of the eight firearm knowledge items correct on the post-test). The covariates and predictor variable were entered hierarchically into the model to examine the impact of each on “high scoring” status. The final model, including all the variables, is presented in Table 7.5. When all the covariates are taken into account, media exposure does not significantly²⁹ relate to respondents belonging to the “high scoring” group. The only significant predictor of “high scoring” status in the model was gun crime victim status, with gun crime victims being 22 times more likely than non-victims to be “high scorers” on the federal firearm law items. Although gun ownership is not a significant predictor, the odds ratio shows that gun owners are more than twice as likely as non-owners to be in the “high scoring” group. Odds ratios also show that for each increase in quartile increment in self-reported media exposure respondents are 1.5 times more likely to be “high scorers.”

The regression model with all variables included explains 30.9% of the variance in the dependent variable, meaning that the majority of variance in scoring on the federal firearm law items cannot be explained by the four variables included in the regression. Lastly, the Hosmer-Lemeshow (H-L) fit test for the full model was statistically significant³⁰ when media exposure

²⁶ $p < .00625$

²⁷ $\phi = .181$ for the possibility of parole item; $\phi = .207$ for the domestic violence item

²⁸ $\phi = -.116$

²⁹ $p = .074$

³⁰ $p < .001$

was added to the covariates. This indicates that the predicted “high scorers” based on this model (including self-reported media exposure) were not a good fit with the actual “high scorers” found in the sample. Prior to the inclusion of the total media exposure variable, the H-L fit tests showed that the models’ estimates fit the data at an acceptable level, indicating that the three covariates are better predictors of actual “high scoring” status than self-reported media exposure.

Table 7.4 Chi-Square Test Results Comparing Pre- and Post-test Respondents on Individual Federal Firearm Law Items

<i>Survey Item</i>	<i>Percent Answering Correctly</i>		χ^2	p
	<i>Pre-Test</i>	<i>Post-Test</i>		
Do people convicted in federal court spend more time in prison than those convicted in state courts?	68.8%	69.9%	0.06	0.450
If you are convicted of a federal gun crime, there is no possibility of parole.	6.2%	17.6%	24.85	< 0.001
It is illegal for someone convicted of a domestic violence offense to have a firearm.	38.4%	59.3%	32.76	< 0.001
You may be prosecuted if you give a gun to a minor who then uses that gun to commit a crime.	98.3%	97.8%	0.37	0.348
Felons who are caught using, possessing, or carrying a gun will get at least 5 years in federal prison if convicted.	77.8%	81.5%	1.09	0.176
If you sell or give a gun to a felon or illegal alien, you can go to a federal prison for up to 10 years.	84.5%	85.3%	0.06	0.455
Current laws allow people to have stolen guns or ammunition.	87.6%	87.8%	0.06	0.442
People may use their names to purchase guns for other people.	78.3%	67.9%	13.56	< 0.001

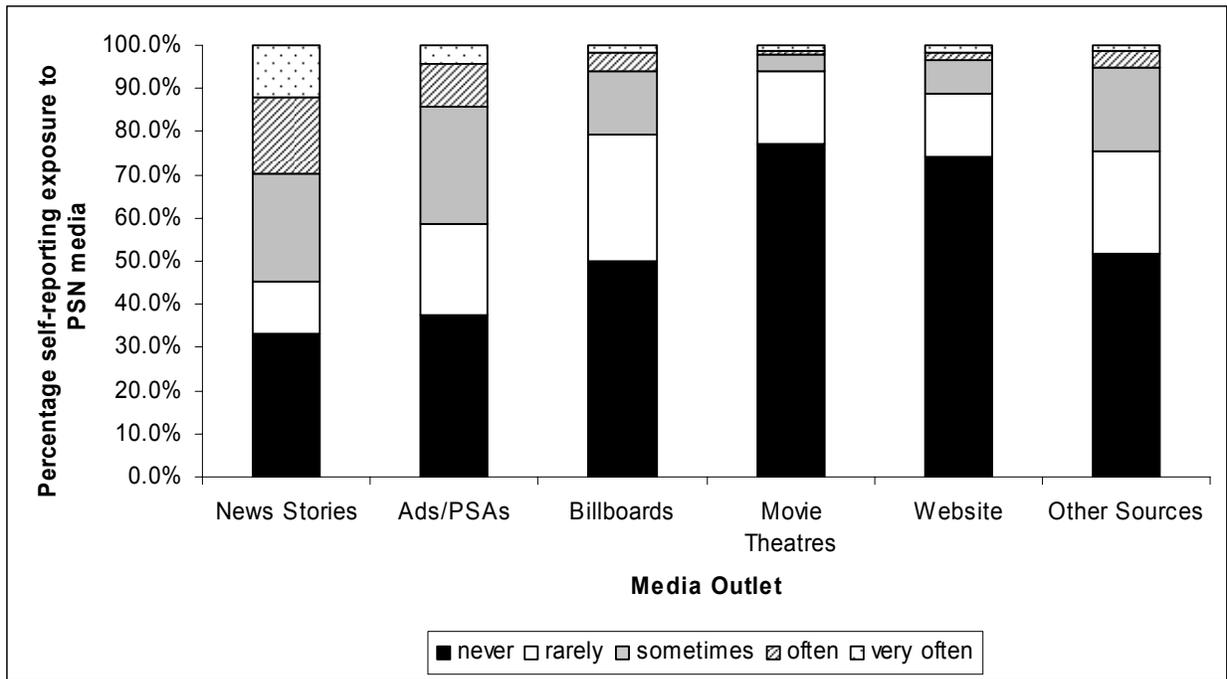
Table 7.5 Results of Logistic Regression Analysis Predicting “High Scorers” on Federal Firearm Law Items

<i>Predictor Variables</i>	B	S.E.	Wald's Statistic	p	Odds Ratio
Young Male	0.50	0.88	0.32	0.57	1.64
Gun Crime Victim	3.11	0.51	36.57	0.00	22.33
Gun Owner	0.97	0.51	3.59	0.06	2.63
Media Exposure	0.40	0.23	3.18	0.07	1.49

Hypothesis 2

To test the second hypothesis, that the PSN media campaign reached its intended audience, self-reported exposure to the PSN media campaign was examined for all post-test respondents. The majority of respondents reported seeing or hearing the PSN or “Hard Fact” message through both news stories and advertisements/Public Service Announcements (PSAs). Nearly thirty percent (29.9%) of respondents said they saw or heard PSN news stories either “often” or “very often.” Although exposure to the PSN message through other media outlets was somewhat less, 37.5% of respondents had a total media exposure score of six or higher, meaning they reported exposure to the PSN message at least “rarely” from every outlet, or more often from some combination of media sources. Self-reported exposure to the media campaign by media outlet is shown in Figures 7.1 and 7.2. Figure 7.2 on the following page shows that although a quarter of respondents did not report any exposure to the media campaign, over half reported seeing or hearing the PSN message through three or more sources.

Figure 7.1 Self-Reported Exposure to the PSN Media Campaign



Male and female respondents were compared on total self-reported media exposure using Fisher’s Exact Tests for chi-square. The result was not statistically significant³¹, as males and females were equally likely to report above median exposure to the PSN media message (50.0% for males, 55.4% for females). Older respondents (above 30 years old) were slightly more likely than younger respondents (ages 15 to 30) to report above median exposure to the PSN message (54.5% for older respondents, 43.2% for younger), although this difference was not statistically significant³². Lastly, the four demographic groups were compared on self-reported media

³¹ $\chi^2 = 1.389, p = .269$

³² $\chi^2 = 3.426, p = .068$

exposure using Pearson's chi-square. Although some variability existed between the groups (as shown in Figure 7.3), these differences were not statistically significant³³. These three tests indicate that younger male respondents were not significantly more likely to report exposure to the media campaign than other demographic groups.

Figure 7.2 Media Exposure by Number of Media Outlets Reported

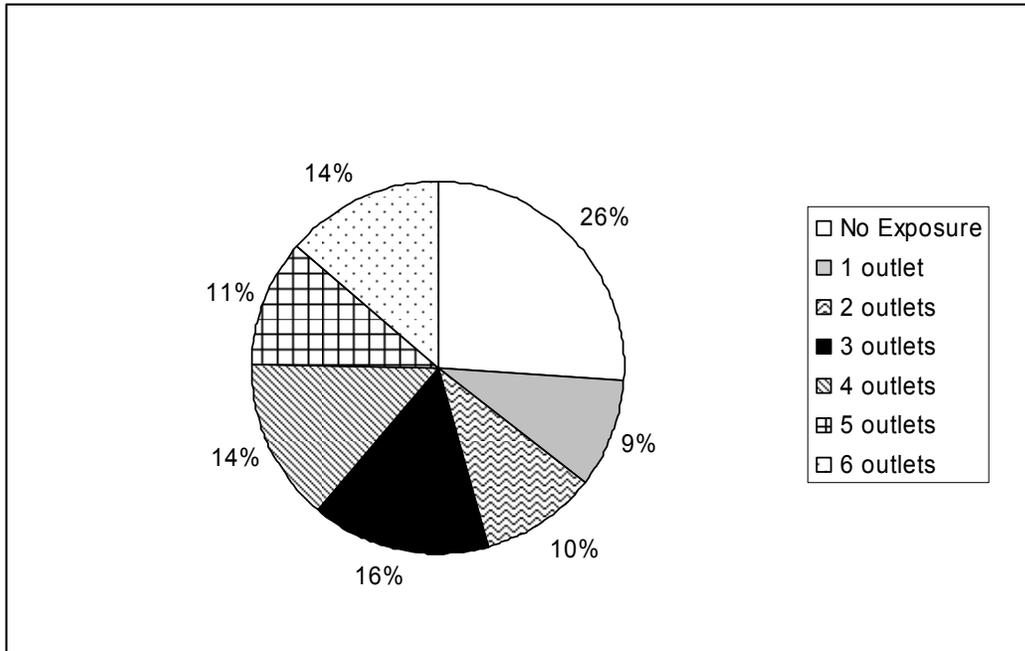
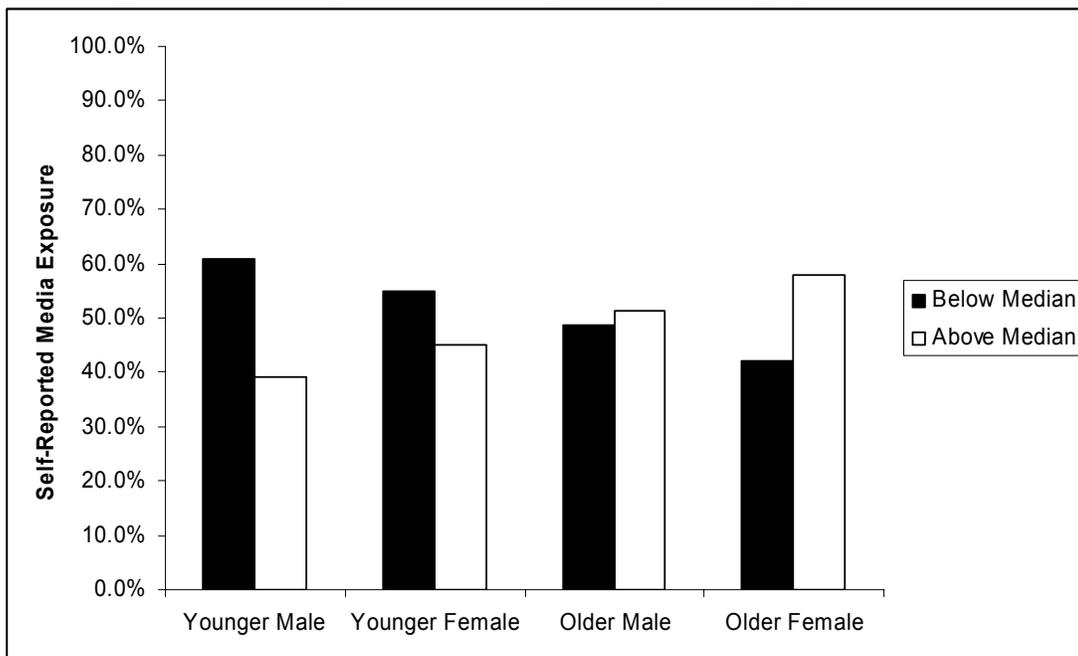


Figure 7.3 Self-Reported Media Exposure by Demographic Breakdown

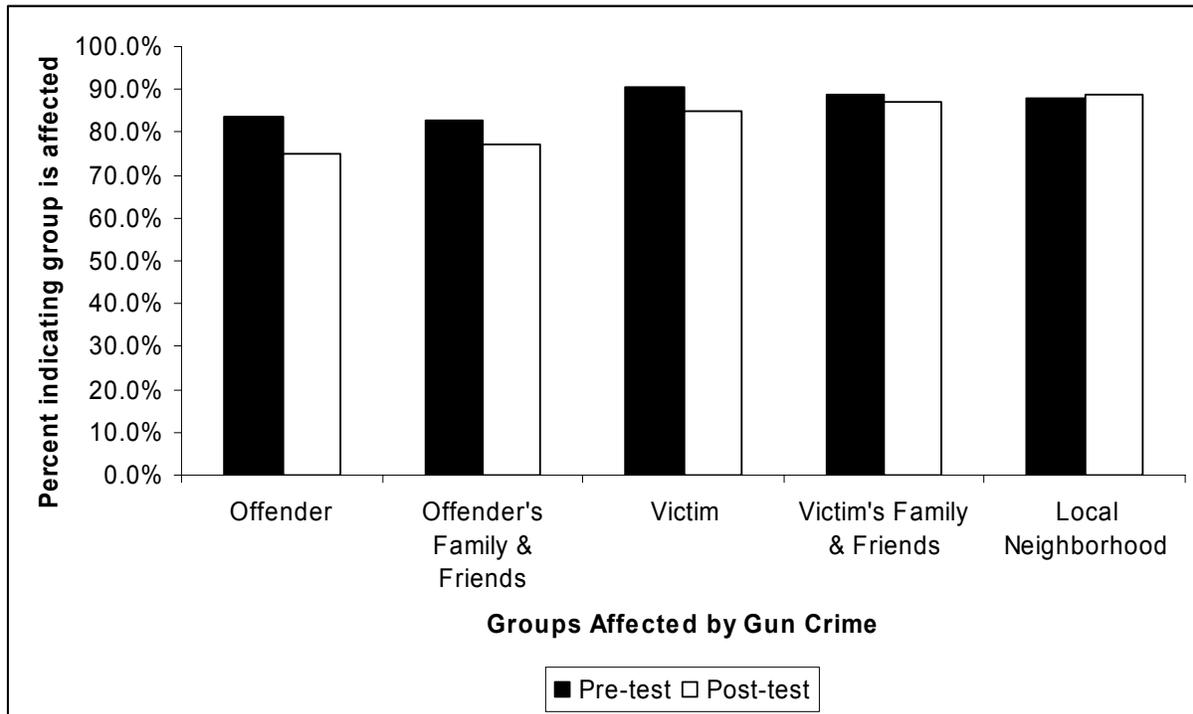


³³ $\chi^2 = 5.467, p = .141$

Hypothesis 3

The majority of both pre-test (67.7%) and post-test respondents (61.8%) felt that “there seems to be an increase in gun-related crime.” Although slightly fewer post-test respondents felt this way, the difference was not statistically significant³⁴. Furthermore, pre-test and post-test respondents were equally likely³⁵ to believe that harsher sentences deter future criminal offending, with approximately 54% of each group saying “yes” it deters crime, 29% saying “no” it doesn’t, and 17% answering “don’t know.” The following figure (Figure 7.4) shows that pre-test and post-test respondents also had similar ideas about who is directly affected when a gun crime occurs and is prosecuted. The vast majority of respondents on both surveys believed that the offender, victim, both of their families and friends, and the local neighborhood were all directly affected. The public’s perception of gun crime did not differ statistically significantly from pre- to post-test.

Figure 7.4 Pre-test and Post-test Responses to Who is Directly Affected When a Gun Crime Occurs and Is Prosecuted



Media Evaluation Summary and Discussion

The media evaluation consisted of pre- and post-tests mailed to two random, independent samples of Wasatch Front residents. The use of this kind of evaluation technique protects against important threats to internal validity (the ability of the study to test what it was intended to). One threat to internal validity, history, could not be minimized due to the study taking place in the

³⁴ $\chi^2 = 5.369, p = .068$

³⁵ $\chi^2 = .238, p = .888$

community; therefore, other events that have taken place in Utah between the pre- and post-test periods, besides the PSN media campaign, could have impacted the changes in federal firearm law knowledge. However, because this research design was community-based and used a random, representative sample, few threats to external validity, the ability to generalize the study findings beyond the sample, exist. Furthermore, all statistical tests were chosen based on the characteristics of the data obtained to ensure that the assumptions of the tests were met and the results were reliable.

Two kinds of tests comparing pre- and post-test respondents' knowledge of federal firearm laws showed statistically significant results. Post-test respondents, when compared to pre-test respondents, answered more items correctly, on average, and were more likely to know that there is no possibility of parole for federal firearm convictions and that individuals with domestic violence convictions may not legally possess a firearm. One of the first "Hard Fact" messages developed and widely distributed (radio, television, posters, billboards, etc.) from the media campaign was "If you're convicted of a federal gun crime there is NO possibility of parole." This was an important message for the media campaign to focus on since it was the federal firearm knowledge item with the lowest percentage of correct responses on the pre-test. Nearly three times as many post-test respondents as pre-test respondents knew that federal firearm convictions have no possibility of parole, indicating that the media campaign had its intended effect. The statistically significant increase in knowledge regarding domestic violence and firearm ownership is not surprising either, considering that few people were aware of the laws prior to the PSN media campaign and that the local PSN media campaign had two "Hard Fact" messages targeting this issue and that the national PSN media campaign had several domestic violence themed PSAs.

The PSN media campaign also included several efforts to educate the public on the federal consequences of "lying and buying," using your name to purchase firearms for another person, such as a "Hard Fact" message ("Using your name to buy a gun for somebody else is a federal crime punishable by up to 10 years in federal prison."), a press event at Sportsman's Warehouse (one of the largest firearm dealers in Utah), and distribution of clipboards with the PSN message and laws regarding legal and illegal purchases of firearms to most FFLs in the state for use when individuals complete the forms necessary to purchase a firearm. Nonetheless, statistically significantly more individuals incorrectly answered the "lying and buying" item on the post-test than on the pre-test, indicating that this is an area for further education.

When examining post-test respondents alone and taking other factors into account that may influence knowledge of federal firearm laws, self-reported exposure to the media campaign was not a significant predictor of gun law knowledge. Being a gun crime victim was the only significant predictor of being in the "high scoring" group on the knowledge items and odds ratios showed that gun ownership also had a stronger impact on gun law knowledge than media exposure. Although the results of the logistic regression may seem incongruent with the results from the median test and chi-squares that showed a significant difference between pre- and post-test respondents, indicating some impact from the media campaign, there are several factors that could explain the differences. Primarily, the logistic regression examined post-test respondents alone, while the median test and chi-squares compared two independent samples. Although both samples were randomly selected, they did differ statistically significantly on the proportion of respondents who were gun crime victims. Being a gun crime victim was a very strong predictor of federal firearm law knowledge in the logistic regression; therefore, the statistically significant results of the median test and chi-squares could have been due to individual differences between

the pre- and post-test samples, besides the exposure to the media campaign. Additionally, the logistic regression examined the impact of the media campaign relative to the measurable influence of other factors (such as gun ownership). Although each increase in quartile exposure to the media campaign is associated with a 49% higher likelihood of being in the “high scoring” group, other included variables had a stronger impact in the model, perhaps lessening the effect of media exposure.

Self-reported media exposure indicated no statistically significant differences among demographic groups. The PSN media campaign was equally likely to reach young and old, male and female, although slight differences among the group did exist. The PSN media campaign was targeted at young males (age 15-30) who are the group most likely to commit firearm crimes; however, media post-test results showed that this group was not disproportionately reached by the media campaign.

Pre-test to post-test comparisons indicate that the public’s perception of gun crimes has not changed since the implementation of the PSN media campaign. Most residents still believe that gun crime is on the rise (although slightly fewer felt this way on the post-test), that harsher sentences will deter crime, and that several parties (victims, offenders, family, friends, and community) are directly affected when gun crimes and prosecution of such crimes occur. Much of the Utah PSN media campaign focused on facts relating to illegal firearm activity and federal consequences, which may not directly influence the public’s perceptions about guns and crime. A few television and radio advertisements did directly focus on the impact of gun crime and its consequences on the family and friends of gun crime victims and perpetrators. These ads featured parents of gun law perpetrators and victims telling their stories in their own words. The influence of these messages on the general public may not have been statistically significant due to the high percentage of Wasatch Front residents who already felt that gun crimes impact the entire community prior to the media campaign.

Conclusion and Recommendations

The PSN media campaign had its intended effect by improving the general public’s awareness and knowledge of federal firearm laws. Post-test respondents when compared to pre-test respondents were more knowledgeable on average and were more likely to know that federal convictions have no parole and that domestic violence offenders cannot own a firearm. Additionally, increases in self-reported exposure were associated with greater likelihood of answering more federal firearm law items correctly among post-test respondents. Although the impact of the PSN media campaign was not consistent across all survey items testing federal firearm knowledge and other factors more strongly influenced knowledge, the overall results of the media evaluation indicate that the PSN media campaign made a positive impact on the community. The media campaign was not able to reach its intended audience (young males) more often than other segments of the population, nor did it influence personal beliefs about guns and crime. However, the primary goals of the campaign, to make the public aware of the Project Safe Neighborhoods initiative in Utah and to educate the public about the project’s mission and the federal firearm laws it utilizes, were met. Most post-test respondents had seen or heard the PSN message through at least one media outlet, with half having reported contact with the PSN information through three or more sources, while overall federal firearm law knowledge was increased.

Future Project Safe Neighborhoods media efforts should continue to focus on the two messages that have made the strongest impact on the community thus far: 1) If you're convicted of a federal gun crime there is NO possibility of parole, and 2) If you have been convicted of domestic violence, having a gun will get you up to 10 years in federal prison. Although the general public's knowledge of these two federal gun laws has increased statistically significantly, they are still the two federal firearm law items on the surveys that have the greatest room for improvement. The media group should also review and refine their "lying and buying" message, test it with a focus group, and distribute it widely, since this was the one area where knowledge of federal firearm laws decreased significantly from pre- to post-test, despite the past efforts to educate the public about this topic. Lastly, if it is determined that the media campaign should continue to strategically target the younger, male demographic, additional steps need to be taken to reach this goal, since past media efforts have not disproportionately reached this group.

Chapter 8: Salt Lake County Offender Notification Meeting

Program Description

One component of Utah Project Safe Neighborhoods is the bi-weekly Offender Notification meeting presented by Salt Lake County Adult Probation and Parole (AP&P) in conjunction with the United States Attorney's Office (USAO), the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF), and the PSN Law Enforcement Task Force. The Offender Notification meetings in Salt Lake County began in mid-2003.

After leaving prison, convicted felons are required to attend the Offender Notification meeting, which informs them of the laws that pertain to them specifically with regards to firearms and ammunition. After being convicted of a felony, state and federal laws concerning firearms still apply to offenders as well as additional laws wherein they can be prosecuted under specific circumstances if in possession of a weapon or firearms. PSN representatives, including Assistant United States Attorneys (AUSAs), ATF agents, and the PSN LE Task Force commander, give a brief (approximately 30 minute), verbal presentation to the offenders, taking questions from the group during and after the presentation. They provide information on all of the federal firearm laws that apply to felons, the consequences for federal firearm law violations, and describe several hypothetical situations in which a felon can be prosecuted federally for actual or constructive possession of a firearm or ammunition. The scenarios they cover include, but are not limited to, living in a home where firearms are present, riding in a car that contains ammunition, and accompanying family members on hunting trips. Beginning in June 2005 offenders started receiving "PSN Business Cards" when they attended the Offender Notification meetings, prior to that time the Offender Notification meetings consisted solely of verbal presentations. These cards provided the PSN message and information about federal firearm laws in a written format that offenders could take home with them.

Several other Utah communities, including Tooele County and Summit County, have implemented a version of the Offender Notification meeting to inform felons returning to their communities of PSN and federal firearm laws. Additionally, an Offender Notification video prepared by PSN has been shared with every AP&P district in Utah. However, due to variations in Offender Notification programming and small sample sizes in the communities outside Salt Lake County, the evaluation of the Offender Notification meetings is limited to the meetings held in Salt Lake County.

Offender Notification Evaluation Overview

The evaluation of the Salt Lake County Offender Notification meetings used a pre-test/post-test, paired samples design. Offenders who attended the meeting were given a pre-test prior to the commencement of the presentation. Upon completion of the presentation they were given a post-test covering the same items. The items on the pre- and post-tests measured offenders' understanding of federal firearm laws and situations involving firearms and ammunition that applied to them as felons. The pre- and post-test responses were analyzed in conjunction with data from the Utah Department of Corrections (UDC) to test the following hypotheses:

1. Offenders' overall knowledge of federal firearm laws will increase after attending the Offender Notification meeting.
2. The Offender Notification meeting significantly improved offenders' knowledge of specific federal firearm laws that were unclear to them prior to the meeting.
3. A relationship between understanding of federal firearm laws and likelihood of returning to prison exists, with less knowledgeable offenders being more likely to return to prison.

Instrument

The questionnaires consisted of nineteen (19) questions and/or statements to which offenders were required to answer "True", "False", or "Don't Know." Copies of the pre- and post-tests are included in Appendix E. The pre- and post-tests included questions concerning laws related to felons and their access to firearms and ammunition, as well as scenarios. The scenarios were designed to assess if the participants were able to apply the felony stipulations and laws to different situations, thus assessing to what effect the participants incorporated the information on gun laws into everyday situations.

Data Collection Procedures

The Offender Notification pre- and post-tests were administered by a research assistant prior to and immediately following the Offender Notification presentations at AP&P. The purpose of the study and the risks and benefits of participation were explained to offenders before they signed an informed consent statement (see Appendix F) and agreed to participate in the study. Survey participation was voluntary and confidential. The Offender Notification tests were given in the same conference room where the Offender Notification meetings were held. The research assistant read aloud the questionnaires to the group to allow for offenders with varying degrees of literacy to participate. Spanish translations of the surveys were also made available. The research assistant collected completed surveys and entered the results into a database managed by the research team.

Data utilized for the follow-up of offenders attending the Offender Notification meetings were queried by UDC from their datasets using Offender Identification Numbers provided by the offenders on their pre- and post-tests. Since all offenders attending the meetings were on parole during the period following the meetings and thus under UDC's jurisdiction, UDC data was adequate to capture their additional contact with law enforcement during the follow-up period.

Data Analysis

Data Operations. Before the hypotheses could be tested, some necessary operations were performed on the pre- and post-test and follow-up data. Question responses on the pre- and post-test were recoded from original responses of "True", "False", and "Don't Know," into "correct," "incorrect," and "don't know." Items were further recoded with "don't know" items set as missing data. Cronbach's Alpha Coefficient was computed for the 19 questions to determine if they represented an underlying gun law knowledge construct. Two total score variables were calculated by summing the total number of correct items on the pre- and post-test.

Data obtained from UDC listed the offenders' legal status changes by date. Legal status changes that occurred after the date the offender attended the meeting were selected and the

length of time between the two events was calculated. The first event of “parole violation: return to prison, review pending” or “inmate: parole revoked” occurring after the offender had attended the meeting was selected for analyses. Follow-up period length, for all offenders who attended the meeting, regardless of revocation status, was calculated by taking the difference between the day the data was queried at UDC and the meeting dates for each offender. Lastly, information obtained from AP&P staff about reasons for offenders’ parole violations was entered into the database to provide context in the instances where offenders were returned to prison.

Hypothesis 1. To determine if offenders’ knowledge of federal firearm laws increased after attending the Offender Notification meeting, pre- and post-test total scores were examined using the Wilcoxon signed ranks test. The Wilcoxon signed ranks test compares paired, interval-level data taking into account the size and direction of changes from pre- to post-test. The distribution of the total score variable on both the pre- and post-test was negatively skewed (not normally distributed, with more outlying low scores), ruling out the possibility of conducting a more rigorous parametric test (such as a t-test). Non-parametric correlations, Spearman’s rho and Kendall’s tau-b were also conducted to examine the relationship between pre- and post-test total scores.

Hypothesis 2. Descriptive frequencies were run on individual item responses from the pre-test to identify questions that had the lowest percentages of correct responses (approximately half or fewer of offenders answering a question correctly on the pre-test). McNemar’s test was used to examine the extent of change in incorrect and correct responses from pre- to post-test in individual items. Only offenders who answered these items definitively (correct or incorrect, not “don’t know”) on both the pre- and post-test were included in these analyses, as McNemar’s test only examines paired changes within dichotomous categories. Statistical significance for the McNemar’s tests was adjusted to .00625 (traditional alpha of .05 divided by 8 tests) to decrease the familywise probability of a Type I error (finding a significant difference when one does not exist due to multiple testing). Significant McNemar’s tests identified the questions that had statistically significant increases or decreases in correct responses from pre- to post-test. Questions that had low percentages of correct responses on the pre-test and did not have significant McNemar’s tests were identified as the items that remained unclear to offenders following the Offender Notification meeting.

Hypothesis 3. A median test was conducted, comparing total correct post-test score for those who returned to prison to those who didn’t (who had at least a 3-month follow-up period), testing the final hypothesis. The median test determines if the two groups (those who returned to prison versus those who didn’t) are significantly different on their knowledge of federal firearm laws by comparing post-test scores that fall above and below the combined group median. The median test was used since the distribution of the total score variable on the post-test did not meet the assumptions for the more rigorous alternate parametric and non-parametric tests.

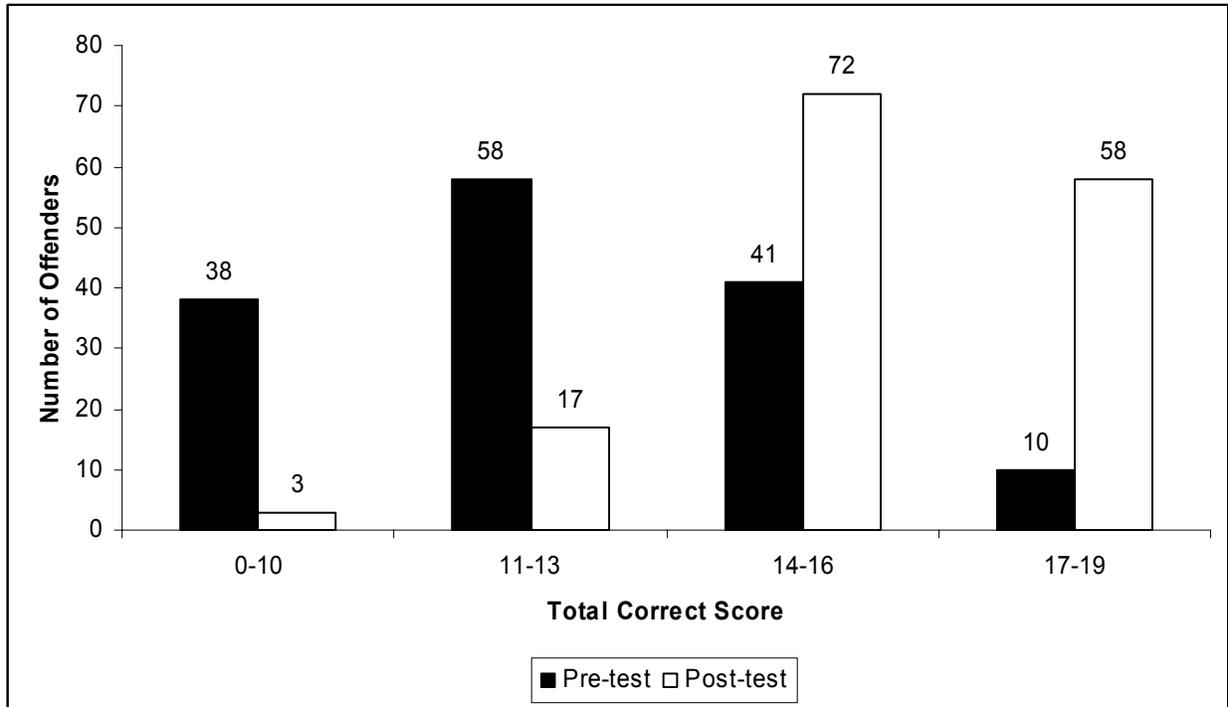
Results

Hypothesis 1

One-hundred forty-seven (147) offenders completed the pre-test prior to hearing the Offender Notification presentation. The post-test was completed by 150 offenders. Total correct score on the pre-test (computed by summing the 19 questions on the survey) ranged from one correct response to 18, with a quarter of offenders having 10 items or less correct. Total correct

score on the post-test ranged from nine to 19. The distribution of total correct scores for the pre- and post-test divided into quartiles is shown in Figure 8.1. The results of the Wilcoxon signed ranks tests indicated that the 147 offenders who took part in the Offender Notification meeting (and who took both the pre- and post-test) statistically significantly³⁶ improved their overall knowledge of federal firearm laws from pre-test ($Md = 12$) to post-test ($Md = 16$). One-hundred thirty of the 147 offenders improved their total correct score from pre to post.

Figure 8.1 Pre- and Post-test Total Correct Score Distribution



Cronbach's alpha statistic, computed to assess the reliability of the total post-test correct score variable, was low ($\alpha = .429$), indicating that a total federal firearm law knowledge construct may not exist. Reliability coefficients of .60 or higher are generally considered acceptable for instruments in development. Due to the variability in the individual question responses on the post-test that was not shared across all 19 questions, analyses including the total post-test correct score should be interpreted with caution.

Spearman's rho and Kendall's tau-b were used to examine the relationship between pre-test total correct score and post-test total correct score for each offender. The results of these tests³⁷ indicated that a positive relationship exists between pre- and post-test scores, with those who score higher on the pre-test being more likely to score higher on the post-test. However, the strength of this relationship³⁸ was weak in that only 8.7% of variance in post-test scores could be explained by pre-test scores, indicating that pre-test score alone is not a good predictor of post-test scoring.

³⁶ $p < .001$

³⁷ $r_s = .295, p < .001; \tau_b = .234, p < .001$

³⁸ $r_s^2 = .087$

Hypothesis 2

The full list of Offender Notification survey questions and the percentage of offenders answering them correctly on both the pre- and post-test is included in Appendix J. As shown in the table in Appendix J, six of the 19 questions had over 80% of offenders answer them correctly on the pre-test, with two of those six questions having 100% of offenders answer them correctly on the post-test. Eleven of the 19 questions had over 90% of offenders answer them correctly on the post-test, regardless of percent answering them correctly on the pre-test.

Eight of the 19 questions on the pre-test had approximately half or fewer of the offenders answer them correctly, indicating that these were the areas that were unclear to offenders prior to the Offender Notification meeting. These eight questions were selected for the McNemar's tests. McNemar's tests compared the number of offenders who went from either incorrect to correct responses from pre- to post-test or correct to incorrect from pre- to post-test. Offenders who answered "don't know" on either pre- or post-test questions were not included in these analyses.

As shown in Table 8.1 on the following page, the percent of offenders answering the questions correctly increased substantially for five of the eight items tested, with three reaching statistical significance³⁹. After attending the Offender Notification meeting, offenders were statistically significantly more likely to know that there is no possibility of parole for federal convictions (Question 1), it is illegal for someone with a domestic violence conviction or protective order against them to possess a firearm (Question 5), and felons living with someone who has firearms in the house can be prosecuted for a federal crime (Question 15). Although the percent of offenders answering Question 9 correctly increased 27% from pre- to post-test, only 82 of 147 offenders were included in the McNemar's test due to a large percentage answering "don't know" on the pre-test. Of the 82 included in the analysis, an equal number went from correct to incorrect responses as did incorrect to correct from pre- to post-test; therefore, resulting in a non-significant test.

Examination of McNemar's tests and percent of offenders answering individual questions correctly on the pre- and post-test also revealed some areas where offenders remained unclear of the laws following the Offender Notification meeting. Of the eight items included in the McNemar's analyses due to low percentage of offenders answering the questions correctly on the pre-test, two items showed slight decreases while one showed only a one percent improvement from pre- to post-test. As shown in Table 8.1, the percent of offenders correctly answering Questions 4 and 12 decreased slightly from pre- to post-test, while the percent correctly answering Question 17 increased only one percent.

Less than half of offenders on both the pre- and post-test knew that felons can be prosecuted for a federal crime if they go hunting with a family member, even if they don't touch the gun (Question 17). Barely half of offenders on both the pre- and post-test knew that firearms cannot be altered so they fire automatically (Question 12). Under one-third of offenders on both the pre- and post-test correctly answered the item about passengers of a car containing a felon and a gun or ammunition by indicating that not all of the passengers can be prosecuted federally (Question 4). Two of these three questions that remain unclear to offenders represent situations where federal firearm laws apply uniquely to felons. The final federal firearm question that remains unclear to offenders after hearing the Offender Notification presentation covers a federal firearm law that applies to all persons, regardless of criminal history.

³⁹ $p < .00625$

Table 8.1 Percent Answering Pre- and Post-test Questions Correctly
with McNemar's Tests Significance

<i>Survey Item</i>	<i>Percent Answering Correctly</i>		<i>p</i>
	<i>Pre-Test</i>	<i>Post-Test</i>	
Q1. If you are convicted of a federal gun crime, there is no possibility of parole.	16%	74%	< 0.001
Q4. If a gun or ammunition is found in a car where one of the passengers has been convicted of a felony, all passengers may be prosecuted for a federal gun crime.	32%	28%	0.029
Q5. If you have been convicted of a domestic violence offense, or have a protective order against you it is illegal to possess a firearm.	52%	93%	< 0.001
Q9. In Utah, an average of one person per day is sentenced to federal prison for gun related crimes.	52%	79%	1.000
Q12. It is legal to alter or change a firearm so it fires automatically.	52%	51%	0.203
Q14. If you buy a gun for your son or daughter, but don't keep it yourself you can be prosecuted for a federal crime.	50%	82%	0.057
Q15. If you live with someone who has firearms in a locked case, you as a felon can be prosecuted for a federal crime.	47%	86%	< 0.001
Q17. If you are a felon and go hunting with a family member, but you don't touch the gun you can not be prosecuted for a federal crime.	45%	46%	0.597

Hypothesis 3

Of the 150 offenders who participated in the Offender Notification study, 134 had valid ID numbers written on their surveys that allowed for their records to be queried from UDC. One-hundred twenty-one (121) had a follow-up period of at least 90 days and were included in the analysis testing the final hypothesis. Of the 121 who were followed for at least 90 days, 79 had at least a 4-month follow-up period, while 43 had at least a 5-month follow-up period. Nearly a quarter (29, 24.0%) of the 121 offenders who had at least a 3-month follow-up period returned to prison on a parole revocation. For all offenders who were queried (regardless of follow-up time), 30 returned to prison, with ten of those returning in the first three months following attending the Offender Notification meeting. Time to parole revocation for the entire group ranged from nine days to 148 days following Offender Notification meeting attendance, with 78 days being the median.

The results of the median test for the final hypothesis indicate that there were no significant differences between those who returned to prison and those who did not on post-test total correct score. As shown in Table 8.2 on the following page, both groups had a median of 16 of 19 questions correct on the post-test with a similar mean and range of total correct score. The results of the median test indicate that there is no relationship between federal firearm knowledge following the Offender Notification meeting and likelihood of returning to prison.

Table 8.2 Median Test Results Comparing Those Who Returned to Prison to Those Who Did Not on Total Post-Test Correct Score

<i>Group</i>	N	<i>Mean</i>	<i>Median</i>	<i>Range</i>	<i>Median Test</i>	
					χ^2	p
Returned to Prison	29	15.31	16	10 - 18	0.979	0.322
Did not Return to Prison	92	15.72	16	10 - 19		

Qualitative information received from AP&P staff indicated that 3 (10%) of the 30 offenders who returned to prison following attendance of an Offender Notification meeting had new involvement with guns and/or ammunition. Six (20%) of the 30 had an administrative violation, seven (23.3%) had a new criminal offense, one (3.3%) had a new drug offense, and 2 (6.7%) had been using drugs since attending the Offender Notification meeting. Seven (23.3%) were fugitives at some time following release, with some returned to prison at the time of this study and others still at large. Although nearly a quarter (29, 24.0%) of the 121 offenders who had at least a 3-month follow-up period returned to prison on a parole revocation, only three of those had new involvement with guns or ammunition according to AP&P. Those three individuals scored higher on total post-test correct score than the group median for the “return to prison” group, with two having 17 of 19 questions correct and one having 18 of 19 correct.

Offender Notification Evaluation Summary and Discussion

The evaluation of the Offender Notification meetings utilized a paired samples pre-post-test design. Offenders who attended the meetings were given identical surveys prior to and following the presentations to measure their change in federal firearm law knowledge. Internal validity is high for this type of research design, since each subject serves as his or her own control. Therefore, individual differences that may explain knowledge of federal firearm laws are equal across both the pre- and post-test, making it more likely that differences in scoring from pre- to post-test are due to the intervention (the Offender Notification presentation). One threat to external validity (the ability to generalize the study findings beyond the sample) exists. The improvement in offenders’ scores from pre- to post-test could be due to them becoming more familiar with the survey by being asked the same 19 questions twice (the “testing” effect).

Overall, offenders’ knowledge of federal firearm laws increased when compared prior to the Offender Notification meetings and immediately after. Nearly all (130 of 147) of the offenders who took both the pre- and post-test improved their total correct scores from pre- to post-test. The median score on the pre-test was 12 of 19 questions correct, while the median score on the post-test was 16 of 19 questions correct. There were eight questions on the pre-test where approximately half or fewer of the offenders answered them correctly. When these eight questions were examined individually for pre- to post-test improvements, a much higher percentage of offenders answered five of the eight correctly on the post-test, with three of these five reaching statistical significance at the conservative $p < .00625$ level. At the time of the pre-test, approximately half of the offenders knew that it is illegal for someone convicted of a domestic violence offense or who has a protective order against them to possess a firearm or ammunition. On the post-test an overwhelming 93% of offenders correctly answered the question about domestic violence offenses, protective orders, and illegal firearm possession. A similar increase in correct responses was seen on Question 15. Eighty-six percent (86%) of post-

test respondents, compared to 47% of pre-test respondents, know that a felon living in a home with firearms in a locked case (even if they do not belong to the felon) can be prosecuted for a federal firearm offense. At the time of the pre-test very few (16%) of the offenders knew that there was no possibility of parole for federal firearm law convictions. Subsequent to the Offender Notification presentation, nearly three-quarters (74%) were aware that there is no possibility of parole for federal convictions.

The individual question analyses also revealed some areas that remained unclear to the offenders immediately following the Offender Notification presentations. For example, slightly fewer people on the post-test than on the pre-test were able to recognize that weapons cannot be altered to make them fire automatically (52% to 51% answering correctly), nor can all persons in a vehicle containing a gun or ammunition and a felon be prosecuted for a federal firearm crime (32% to 28% answering correctly). Furthermore, less than half of the offenders, even at the time of the post-test (45% on pre-test answered correctly, 46% on post-test), understood that felons who go on hunting trips with their families put themselves at risk for federal firearm law prosecution. The results of the pre- to post-test comparisons show that although offenders' overall knowledge of federal firearm laws increased significantly there remained some laws that offenders were still unable to understand immediately following the presentation.

Lastly, the analyses failed to show a relationship between federal firearm law knowledge and subsequent returns to prison/parole revocations. There was no difference in post-test federal firearm law knowledge between the group that returned to prison (n = 29) and those who did not (n = 92). This lack of connection is not surprising, considering that information obtained from AP&P showed that only three of the offenders who returned to prison had any new involvement with guns and/or ammunition. However, it should be noted that these three individuals had very high scores on the post-test (two had 17 of 19 correct and one had 18 of 19 correct). Although a group of three offenders was too small to conduct a statistical test, common sense would indicate that it was not a lack of federal firearm law knowledge that prevented these three individuals from avoiding contact with guns and ammunition.

Conclusion and Recommendations

The purpose of the Offender Notification meeting is to increase public safety and decrease re-offending among felons by providing federal firearm law education and making felons aware of the increased AP&P supervision they will receive. The results of the Offender Notification pre- and post-tests indicate an increase in overall knowledge of federal firearm laws by offenders who attended the meetings and, furthermore, that several areas of confusion were cleared up by the presentation. However, survey results also indicated that some federal firearm laws remained unclear to offenders following the presentation and that knowledge of federal firearm laws had no impact on the likelihood of returning to prison.

The data query from UDC indicated that a substantial percentage (22.4%; 30 of 134 queried) of offenders who attended the Offender Notification meetings returned to prison in a relatively short follow-up period (under 6 months for all offenders). An indirect goal of the Offender Notification meetings was to deter future criminal involvement through increased knowledge of federal firearm laws and awareness of heightened supervision. Although it is beyond the scope of this Offender Notification evaluation to test the impact of the meetings on future re-offending and re-commitments, the query of UDC data suggests that offenders who attend the meetings are still committing new and technical violations at a regular pace. It should

be noted that AP&P's efforts through PSN have included increased supervision of felons in the community, in addition to the implementation of the Offender Notification meetings. This increased supervision, in all likelihood, has also contributed to the number of offenders who have returned to prison during this short period of time.

Although most offenders' knowledge of federal firearm laws increased substantially from pre- to post-test, a few modifications to the Offender Notification meeting are suggested to ensure that the primary goal of the meeting, to improve offenders' knowledge and understanding of federal firearm laws, is met. First, the presentation should include multiple methods of instruction. Currently the Offender Notification meetings consist, primarily, of an informal, verbal presentation and discussion with the offenders. The introduction of the "PSN Business Cards," that allowed them to take home the PSN message and presented information on federal firearm laws in a written format, was an important step toward improving instruction. Because individuals learn in different ways (by hearing, seeing, or reading, to name a few) and because offender populations have been identified as having high incidence of learning disabilities, it is important to provide the federal firearm law information in various formats. Another suggestion for improving the Offender Notification meeting is to institute a more formal, structured curriculum to cover at each meeting. This could ensure that all participants receive the same information from week to week. This could also provide an outline for the meetings and objectives on what they must address. These written materials could be shared with the offenders to supplement the oral presentation and keep the message focused week after week.

To improve the overall effectiveness of the Offender Notification meetings in accomplishing their secondary goals, decreasing re-offending and re-commitment to prison, Utah PSN should look to other federal districts that have implemented programs similar to Utah's Offender Notification that include additional service components. Across the nation, these PSN projects are known as "Offender Notification" meetings, "Lever Pulling" meetings, and "Violent Offender Re-entry" programs. These meetings, though primarily informative, also provide recently released offenders with information about community resources that can help them effectively re-connect with their communities. This balance, exemplified by meetings held in Indianapolis, IN, Albuquerque, NM, and Rowan, Durham, and Forsyth Counties, NC, provides the "carrot" to law enforcement's "stick." Offenders who leave these meetings understand that law enforcement's role is to expediently detect and punish new offenses and violations, while social services are available for those who want to succeed. Additionally, several of these PSN programs nationwide include multiple opportunities for offenders to access support services while they are under increased AP&P supervision.

Improvements in future efforts to evaluate Offender Notification meetings include increasing the time between pre- and post-testing, evaluating meetings outside Salt Lake County, increasing follow-up periods, and broadening the scope of the evaluation to include any additional components added to the Offender Notification program. Increasing the time between pre- and post-testing, such as giving the pre-test when offenders are released from prison and administering the post-test at an offender's first meeting at AP&P subsequent to attending the meeting (a week or two after), would test offenders' retained knowledge of federal firearm laws, rather than what they were able to recall immediately following the presentation. Developing a procedure for evaluating Offender Notification meetings outside of Salt Lake County and ensuring that sample sizes are large enough would allow for the comparison of various meetings across Utah and the identification of meeting formats that are particularly effective. Increasing the follow-up period for identifying subsequent re-offending and re-commitments to prison is

suggested, as the follow-up period for this study was extremely short (3 to 6-months for most offenders), and research suggests 18-months, minimum, as adequate follow-up time for detecting re-arrest. Lastly, it would be important to redesign future evaluations of Offender Notification if any of the suggested components, such as social services, were added. The modified evaluation would be designed to assess the relative contribution of support services offered and utilized by offenders as they transitioned into the community.

Comparisons of the pre- and post-test scores suggest that the Offender Notification meetings are effective in improving offenders' knowledge of federal firearm laws. However, no relationship was found between federal firearm law knowledge and likelihood of parole revocation. This lack of relationship suggests that additional factors, beyond knowledge or lack of knowledge of federal firearm laws, are influencing the likelihood of re-offense and re-commitment to prison. Utah PSN should obtain information from other PSN districts on the effectiveness of their "Offender Notification" or "Lever Pulling" meetings and look for additional program components to adopt, such as increasing offender support services, which could help them meet their secondary goal of reducing re-offending and re-commitment.

Chapter 9: Law Enforcement Training Survey

Program Description

Nationally and in the District of Utah, Project Safe Neighborhoods (PSN) has identified education and training as a critical element. As such, a primary objective of the final PSN evaluation is to look at the training and education provided. The United States Attorney's Office (USAO) and the PSN Law Enforcement Task Force conducted several trainings throughout the state to educate line officers as well as city and county prosecutors about PSN. Two major trainings were held in Salt Lake County in 2005 to educate law enforcement about PSN's purpose and how to effectively process a case for PSN. Law enforcement officers from across the state were invited to both events. This evaluation is an analysis of a survey administered at the end of the most recent law enforcement training event held on September 7, 2005.

Evaluation Overview

The objective of the PSN training held on September 7, 2005 was to inform local law enforcement about PSN and train them on PSN procedures. The Task Force commander and USAO representatives presented the officers with updated information concerning PSN policies and procedures. An evaluation questionnaire, created by the research team, the PSN Task Force Commander, and the PSN Project Coordinator, was administered by the training staff to participants immediately following the training. The CJJC research team then conducted quantitative and qualitative analysis on the data results.

The following research questions guided the creation of the instrument given to the participants and the subsequent analyses:

- What is law enforcement officers' overall knowledge level of PSN?
- What is law enforcements' level of comfort in utilizing PSN?
- In how many PSN cases have participants been involved?
- What are law enforcement officers' opinions of PSN?
- What would help officers to use PSN more often?

Instrument

A copy of the survey instrument is located in Appendix H. The survey is composed of fourteen items, nine quantitative and five qualitative. The first seven items asked respondents to rate from one to ten (one being the lowest and ten being the highest) their comfort level and familiarity with several PSN components, such as the Miranda process, "Operation Predator," and search warrants. Respondents were also asked how many cases they have been involved in, who they should contact with questions/concerns, and their overall opinions about PSN and the training.

Procedure

The surveys were administered by the Task Force commander, Assistant United States Attorneys (AUSA), and USAO staff after the law enforcement participants attended PSN training and educational presentations. The surveys were collected by the training staff and sent to the research partner for data analysis.

Data Analysis

Quantitative data was entered into the computer in SPSS and analyzed using descriptive statistics. Qualitative data was collected from the interview instrument electronically and analyzed using a grounded theory analysis, a qualitative approach to data analysis.⁴⁰

Results

Quantitative Result

Seventy-eight (78) participants of the September 7, 2005 law enforcement training completed the training evaluation survey. For the seven items presented in Table 9.1, respondents were asked to rate their comfort or knowledge level on a Likert scale ranging from one to ten, with ten being the highest. Respondents indicated a very high level of understanding and comfort with PSN procedures as shown in Table 9.1. Specifically, respondents were most comfortable utilizing the PSN arrest process and least familiar with "Operation Predator" following the training.

Table 9.1 Responses to Likert Scale Items on Law Enforcement Training Survey

<i>Survey Item</i>	<i>Mean</i>	<i>Median</i>	<i>Range</i>
1. Overall knowledge of PSN	6.68	7	1 - 10
2. Comfort utilizing PSN arrest process for firearm case	8.04	8	4 - 10
3. Comfort in PSN case referral process and preparation	7.68	8	3 - 10
4. Comfort in PSN Miranda process	7.62	8	2 - 10
5. Comfort in conducting search warrants according to PSN guidelines	7.69	8	3 - 10
6. Knowledge level on domestic violence arrests and PSN	7.26	8	1 - 10
7. Familiarity with "Operation Predator"	6.1	6	1 - 10

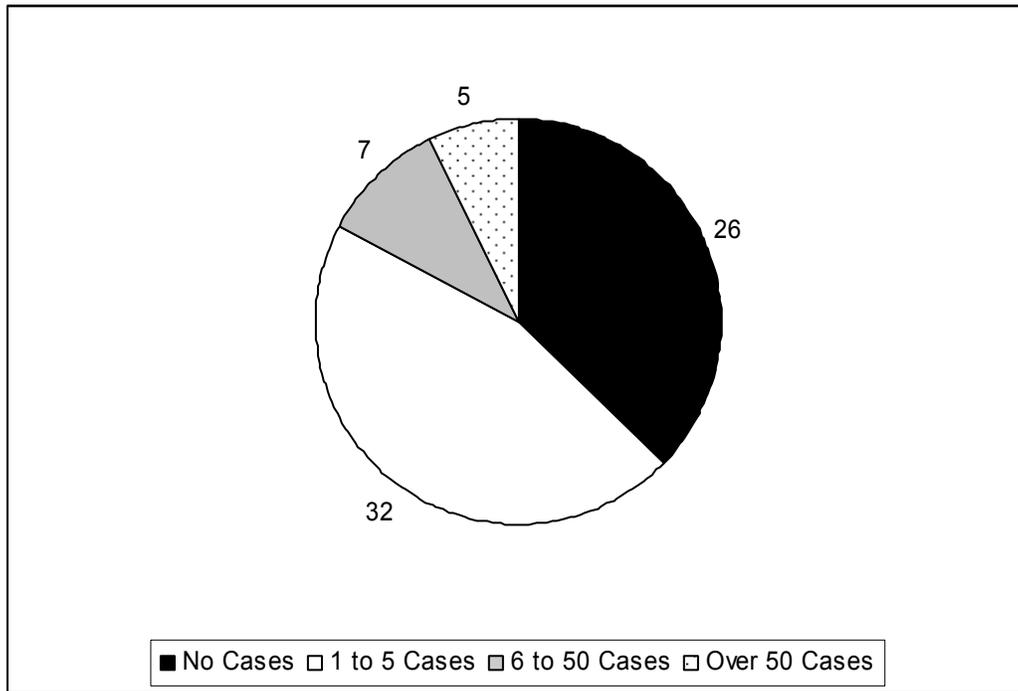
Every respondent felt that PSN has been successful, with 43.6% of respondents indicating "extremely successful," 44.9% indicating "very successful," and 10.3% indicating "successful." No respondents selected "not very successful" or "no impact." One respondent did not answer this item. Similarly, most respondents (93.6%) said it was better to file a case involving firearms through the federal system. One respondent said it depended upon the case. Four did not answer this item.

Lastly, respondents were asked "How many PSN cases have you been involved with?" One-third (33.3%) had not been involved with any PSN cases at the time of survey completion.

⁴⁰ Strauss, A. & Corbin, J. (1998). *Basics of Qualitative Research*. Thousand Oaks, CA: Sage.

For those who had been involved with PSN cases, the number ranged from one to one hundred or more, indicating that law enforcement officers from all levels of PSN involvement attended the training. Figure 9.1 presents participants' self-reported involvement in PSN cases.

Figure 9.1 Self-Reported PSN Case Involvement



For the final quantitative analysis, survey respondents were split into two groups: 1) those who reported involvement in one or more PSN cases and 2) those who reported no involvement in PSN cases. These two groups were compared on their responses to the seven items presented in Table 9.1. Distributions on four of the seven items (questions 2, 4, 5, and 7) met the homogeneity of variance assumption required to compare the two groups using the Mann-Whitney U statistic. Of the four items compared, two met statistical significance.⁴¹ Respondents who had direct experience with PSN cases indicated significantly more comfort with the PSN arrest process (question 2) and significantly more familiarity with “Operation Predator” (question 7) than those without. Although most respondents indicated high knowledge of and familiarity with PSN procedures following the training regardless of personal experience on PSN cases, those with direct experience had higher overall ratings of questions 2 and 7 than those without direct experience.

⁴¹ $p < .0071$, Traditional alpha of .05 adjusted to decrease the probability of a Type I error (finding a significant difference due to multiple testing)

Qualitative Results

In the qualitative section, respondents identified several reasons for filing firearm cases federally, such as: there is no parole, a higher likelihood that the defendant will actually be prosecuted, mandatory minimum sentences in the federal system, federal monies are being spent instead of state monies, the federal system is easier to monitor, there is a more supportive structure, and offenders are moved out of the state. It is not surprising that several benefits to filing a case federally were noted by participants, as all but one said it is better to file a firearm case federally than at the state level.

Almost all respondents said that if they had a question or problem concerning the arrest process, filing a report, or any other PSN paperwork they would contact the United States Attorneys Office or the Task Force through the Alcohol, Tobacco, Firearms, and Explosives (ATF) Department. Several respondents identified the name of the project coordinator, his assistant, the Task Force commander, or their ATF agent as a specific contact person. Six respondents wrote phone numbers for the aforementioned people. These responses indicated that the line officers who attended the training were very familiar with the contact persons for the project. Additionally, responses indicated that line officers would be comfortable in contacting these individuals in the future, as several joked they would contact the project coordinator “at home” if they had any problems.

Respondents overwhelmingly requested more education and training on PSN when asked what would increase the likelihood of their filing PSN cases. Some respondents reported they wanted further information on how to file domestic violence cases and deal with juvenile firearm cases within PSN guidelines. Several respondents also requested a better working relationship with their county attorney and more contact with ATF. A couple of respondents reported they would be more likely to use PSN if the process was simplified from the law enforcement point of view.

Law Enforcement Survey Summary and Recommendations

The evaluation of the law enforcement training utilized a survey given to respondents by the training staff immediately following the training. One limitation to the post-test only design is that it does not allow for pre- and post-training changes in participants’ PSN knowledge and comfort to be measured. Furthermore, as the survey was not administered by an independent evaluator, respondents turned in their surveys to the training staff with their names on them, thus compromising confidentiality and, perhaps, honesty.

Keeping these limitations in mind, results from the survey indicate that the majority of training participants were very knowledgeable about PSN following the training and comfortable utilizing PSN procedures. Additionally, most respondents indicated positive opinions about PSN and the utility of prosecuting firearm cases federally. However, participants’ responses could have been biased due to the lack of confidentiality.

Although the survey results summarize participants’ knowledge of PSN following the training, some changes are recommended for future training evaluations. It is suggested that respondents be informed of the confidentiality of the surveys, told not to write their names on them, and asked to put their completed surveys in an envelope that will be sealed by one of the respondents and mailed directly to the independent research team. These procedures will ensure confidentiality and increase the likelihood that respondents will express concerns or problems

with the training and project. This information could be very valuable in improving future trainings and PSN in general. It is also suggested that at least a subset of participants who are new to PSN be given the survey prior to the training as a pre-test. This would allow the evaluators to determine if participants' knowledge is changing from pre-test to post-test, indicating whether the training helped attendees improve their knowledge or if they were already familiar with PSN prior to the training. This recommended change could also improve the trainings and PSN overall.

Chapter 10: Utah's Project Sentry

Program Description

The main emphasis of Utah's Project Sentry has been to aggressively prosecute gun crime involving "Sentry Youth," persons 26 years of age and younger. The Department of Justice has directed that:

Project Sentry grant funds and the juvenile portion of the FY 2003 and FY '04 grants, which must be spent on juvenile gun crime prosecution, prevention and deterrence, may be expended on programs targeting persons 26 years of age and younger.⁴²

Utah's Project Sentry has also incorporated several components to address violence and gun crime prevention, deterrence, and public awareness as directed by the National Project Sentry and Project Safe Neighborhoods (PSN) initiatives.

Evaluation Overview

The evaluation for Project Sentry consists of a descriptive analysis of the Project Sentry summary provided to the evaluators by the Project Sentry Coordinator and other PSN partners. This analysis covers Project Sentry's prevention, deterrence, and prosecution efforts as well as collaborations with law enforcement and corrections, community groups, and schools.

Procedure

Project Sentry materials and summary documents provided to the research team by the Project Sentry coordinator and additional PSN partners were compiled and analyzed for content and themes. The following results section provides a summary of Project Sentry efforts.

Results

Prosecutions

From the inception of Utah's firearms program in March of 2000 until July of 2005, the United States Attorney's Office (USAO) has recorded the birth date for 2,348 of the 2,889 people who were referred to the USAO for firearms prosecutions. Of those 2,348 cases with recorded dates of birth, 995, or approximately 42%, involved Sentry Youth. Of those 995 cases, 444, or approximately 45%, were filed resulting in an average sentence of 39 months in prison for Sentry Youth. To support this high volume of Sentry Youth prosecutions, \$35,000 of the total \$132,910 fiscal year 2004 Project Sentry grant money, or approximately 26% of the total, was used to pay salaries of Special Assistant United States Attorneys who dedicated all of their time to firearms prosecutions.

⁴² Project Safe Neighborhoods Grant Issues, March 5, 2004.

For youth under the age of 18 and considered to be juveniles, they must be transferred to the adult court and certified as an adult in order to be prosecuted through PSN. The guidelines for prosecuting a juvenile as an adult under federal statutes are first that the offense must be a qualifying crime. However, qualifying crimes differ according to the age group of the juvenile offender. Qualifying crimes for 15 to 17 year olds most commonly include:

- **Drug distribution** (not drug conspiracies)
- **Possession of unregistered sawed-off shotgun** (less than 18" barrel or 26" overall), **sawed-off rifle** (less than 16" barrel or 26" overall), **machinegun, silencer, or explosive device**

Less commonly qualifying crimes for 15 to 17 year olds include:

- **Bank robbery** (bank must be federally insured)
- **Hobbs Act robbery** (commercial establishment that affects interstate commerce)
- **Carjacking** (must have used force, violence, or intimidation)
- **Interstate kidnapping**
- **Witness tampering**
- **Assaulting a federal officer**
- **Acquiring/ transferring a firearm with intent that it be used to commit a felony** (can be a state felony)
- **RICO/ VICAR** (usually gang related)

Qualifying crime for 13 to 14 year olds include:

- **Armed bank robbery** (bank must be federally insured)

In order for a juvenile to be transferred to adult status under the confines of federal law, there are three main factors that must be met in order to transfer to adult status. Those factors include; 1) the facts of the instant crime, 2) the juvenile's criminal history, and 3) the juvenile's response to past treatment efforts. Since the inception of PSN, there have been five cases where the defendant was a juvenile under the age of 18. However, four of these cases were declined and one was pending at the time of this report.

The average age for all "sentry youth," meaning that the defendant is less than 27 years old, is 22.9 years old. In comparison to the overall PSN defendant population the average age is 31.8 with one fourth of the defendants being 24 years old or under.

Investigations

Another method utilized to prosecute such a high volume of Sentry Youth has been to allocate a large portion of Project Sentry grant money to law enforcement in order to investigate gun crime. In fiscal year 2003, approximately \$80,000 of the total \$122,075.20 Project Sentry grant money, or approximately 66% of the total, was dedicated to investigating gun crime. In fiscal year 2004, approximately \$40,310 of the total \$132,910 Project Sentry grant money, or

approximately 30%, was allocated to investigating gun crime.³ The Project Sentry grant money has helped support at least five full-time and several part-time law enforcement positions that are entirely dedicated to investigating gun crime. This manpower has been a major reason for the high volume of Sentry Youth who have been successfully prosecuted.

Increased Supervision of Sentry Youth

Another major prong of Utah's Project Sentry is the increased supervision of Sentry Youth who are on probation or parole. One partner, the Duchesne County Sheriff's Office, has used Project Sentry grant money to make approximately 206 additional field visits, during which approximately 32 firearms were seized. Another partner, the Weber County Sheriff's Office, has also used Project Sentry grant money to increase home visits to probationers and parolees. For example, in the first quarter of 2004, grant money was used to make 360 additional home visits. Obviously, these increased home visits make probationers and parolees more hesitant to possess firearms. Assuming that the proportion of Sentry Youth probationers/parolees in Duchesne and Weber counties is similar to the proportion of Sentry Youth within the total number of cases referred to the USAO, approximately 42%, these increased visits help to decrease the proportion of firearms possessed by Sentry Youth on probation and parole.

Gang Unit

The Metro Gang Unit, which targets gangs in Salt Lake County, the area in Utah with the highest level of gang involvement, has used Project Sentry grant money to focus more of its gang investigations on firearms violations. For example, in the fourth quarter of fiscal year 2004, the Metro Gang Unit dedicated 73 hours to investigating gang gun crime. Given that the majority of the Utah gang population is comprised of juveniles and Sentry Youth, and that local gangs commit the majority of gun crime in Utah, this collaboration lies within the objectives of Project Sentry. The Metro Gang Unit has also incorporated a Project Sentry message into its Gang 101 presentations that are given on average 12 times a month to a variety of law enforcement and community audiences.

Project Sentry is also implementing a statewide training program to educate law enforcement about the USAO juvenile prosecution guidelines. The first training was provided to approximately 100 officers on September 7, 2005. The goal of the training program is to increase juvenile prosecutions in the future, which will serve both as an intervention tool for juvenile firearm related crime, but also act as a preventative intervention influencing juvenile gang members to reduce their possession of firearms on behalf of their gangs.

Parent Training Video

To meet the prevention and public awareness objectives of Project Sentry, Utah's Project Sentry has hired a local marketing firm, Oxygen Marketing (PSN's media partner), to produce a parent training video regarding juvenile gun violence. A major portion of Project Sentry grant

³As noted above, in fiscal year 2004, approximately 26% of the total Project Sentry grant money was dedicated to prosecuting gun crime. As a result, less fiscal year 2004 money was allocated to investigations. This change in strategy was based on the difficulty the USAO was having prosecuting the high number of incoming investigations.

money, more than \$40,000, has been dedicated to the project. The video will have two messages: (1) for parents to ensure any guns they have are inaccessible to juveniles and (2) to take the responsibility to talk to their kids about guns. Interviews of victims of juvenile gun violence will be used to get parents' attention concerning the issue. Additionally, professional advice about talking to kids about guns will be provided. The video will be widely distributed to schools, starting in the autumn of 2005 for use at events such as back to school nights and parent-teacher conferences. Project Sentry is also exploring the possibilities of airing the video on television stations and using clips of the video as public service announcements. While it is beyond the scope of this evaluation to assess, the goal of the video is to help address the ongoing problem in Utah of accidental shootings among juveniles and juveniles actively engaging in juvenile gun violence.

Project ChildSafe

Since February of 2004, Utah's Project Sentry has collaborated with Project ChildSafe to distribute more than 202,000 free gun locks throughout Utah. Utah's Project Sentry and its partners have distributed the free locks at various events such as; safe kids fairs, nights out against crime, Utah Council for Crime Prevention conventions, and other community gatherings. The upcoming parent training video will provide parents with information about how to obtain free gun locks.

"The Dirt, Info for Teens"

Utah's Project Sentry, in collaboration with Salt Lake City Weed & Seed and their community partners, helped produce "The Dirt, Info for Teens," a booklet containing information about free summer youth programs. The booklet also contained information on PSN and Project Sentry. One thousand copies of the booklet were distributed to juveniles in the Salt Lake City area in the summer of 2004.

Summary and Discussion

The evaluation of Project Sentry was limited to a qualitative, descriptive analysis and summary of Project Sentry efforts documented and shared with the research team by the Project Sentry Coordinator and PSN partners who have received Sentry funding. Although not a true evaluation, providing a judgment on Project Sentry's effectiveness, this chapter documents the progress of Project Sentry and provides information about Sentry innovations that could be replicated in other areas.

Nationally Project Sentry has three broad goals: increased prosecution of "Sentry Youth," prevention of youth gun violence and crime, and deterrence of violent gun crime. Locally, Project Sentry has implemented several projects to address these goals. As in many areas of the country, Utah's gun violence is perpetrated most often by a young, male demographic. In nearly half (42%) of Utah's documented PSN cases the defendant was a "Sentry Youth," someone age 26 or younger. Although Utah's Project Sentry has had some difficulty in prosecuting true juvenile (under 18 years old) offenders in the federal system due to the strict criteria that must be met to transfer them to the adult court system, their prosecution efforts have made a strong impact on "Sentry Youth." Furthermore, Project Sentry's prevention and deterrence efforts have

focused primarily on juveniles, targeting teens and their parents through media, schools, and community partners, such as Weed and Seed and Utah Council for Crime Prevention. Utah's Project Sentry has balanced the goals of aggressively investigating and punishing violent firearm crime committed by youth and young adult offenders with providing information and resources to juveniles and the community at large to prevent violence and crime in the community.

Chapter 11: PSN Implementation, Outcomes, and Comparative Costs

PSN Implementation

Evaluation Overview

This review of PSN implementation answers the following evaluation questions;

- 1) How did PSN implementation impact rates of firearm cases being declined by the District of Utah USAO?
- 2) How did PSN implementation impact conviction rates for firearm cases being prosecuted by the District of Utah USAO?
- 3) How did PSN implementation impact the time elapsed between offenses occurring and sentencing in Federal court?
- 4) How did PSN implementation impact the time elapsed between cases being screened by the District of Utah USAO and sentencing in Federal court?
- 5) How did PSN implementation impact the length of sentences ordered in Federal court for firearm cases?

All of these questions were answered using data from the Project CUFF / PSN database, maintained by the District of Utah USAO.

Results

Prosecution Outcomes

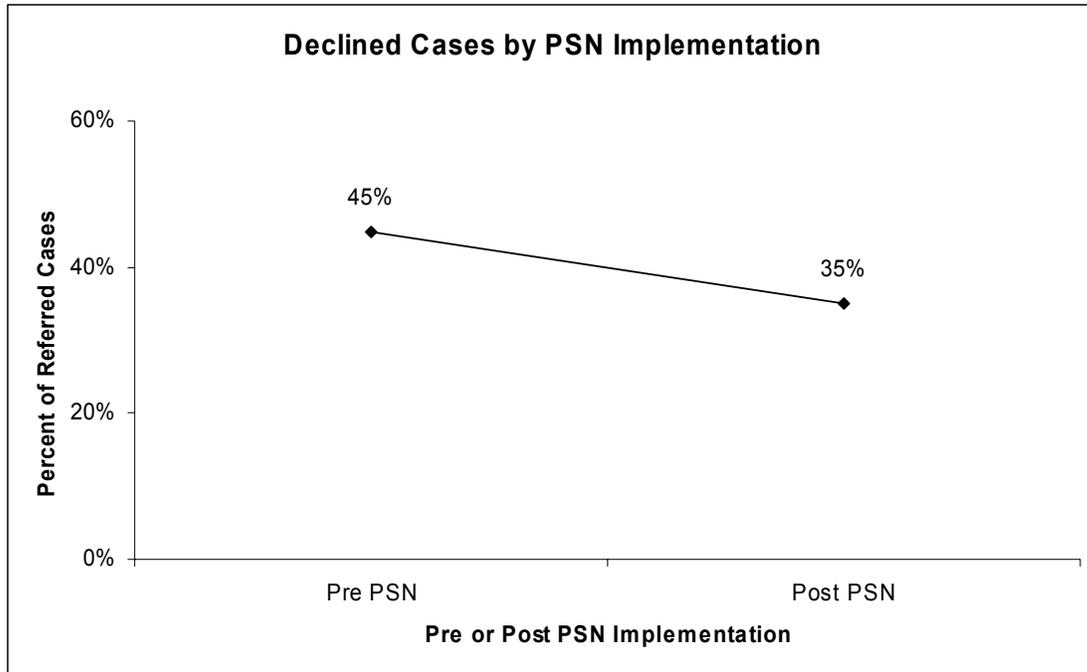
The first step in answering the first two implementation evaluation questions was to define PSN implementation. The approach taken was to separate cases on the basis of their screening date. Cases screened on or after October 15, 2002⁴³ were designated as being after PSN implementation, and cases before that date were designated as before PSN implementation. In the Project CUFF / PSN database there were a total of 2,494 cases that were screened, with 1,115 (45%) that were screened before PSN implementation (during Project CUFF), and 1,379 (55%) screened after PSN implementation.

The first prosecution outcome that was analyzed answered the question “How did PSN implementation impact rates of firearm cases being declined by the District of Utah USAO?” Declined cases were identified in the Project CUFF / PSN database as having an action of declined. Of the 1,115 cases that were screened before PSN implementation, 498 (45%) were declined by the USAO. Of the 1,379 cases screened after PSN implementation, 484 (35%) were declined. Figure 11.1, on the following page, displays the percent of cases declined by the USAO

⁴³ This was decided on the basis of the PSN grant being funded beginning on October 1, 2002, so implementation began shortly thereafter.

before and after PSN implementation. As one can see in Figure 11.1 PSN implementation was related to a decrease in the number of firearm cases being declined by the USAO.

Figure 11.1 Percent of Cases Declined Before and After PSN Implementation.



The second prosecution outcome that was analyzed answered the question “How did PSN implementation impact conviction rates for firearm cases being prosecuted by the District of Utah USAO?” Convictions were identified in the Project CUFF / PSN database as cases having an action of trial guilty, sentenced, or plea, and these cases were grouped together and designated as convicted for this analysis. Additionally, for this analysis, a case had to meet the following criteria to be included in the calculations;

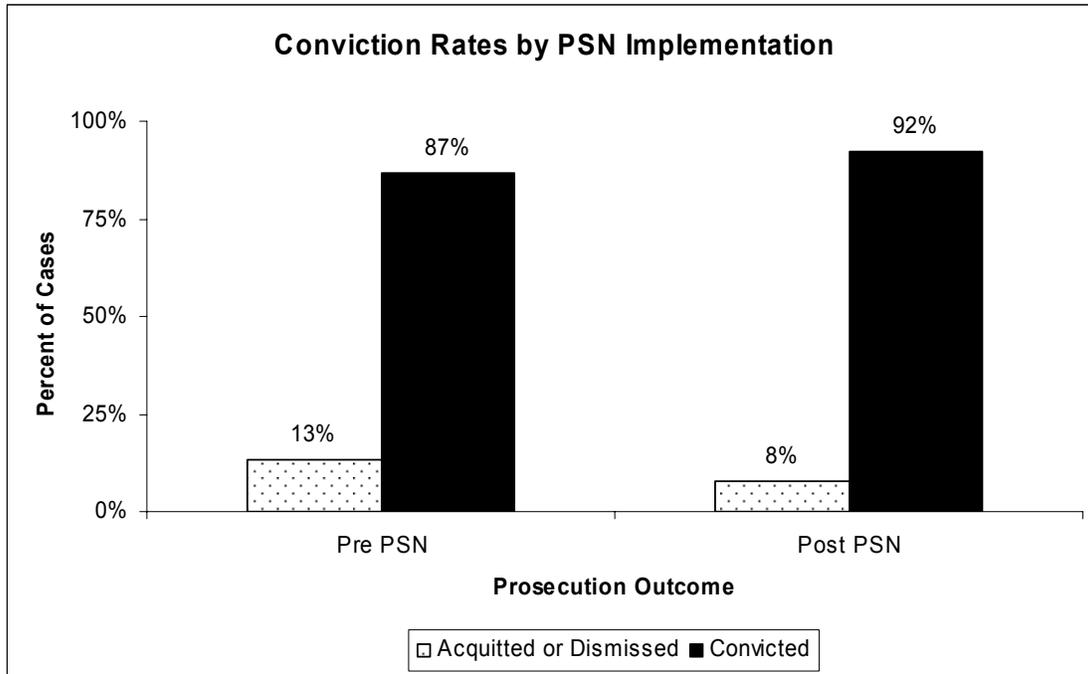
- 1) The case had to have been accepted, not declined, by the USAO,
- 2) The case had to have come to some conclusion, either one of the actions that resulted in a conviction designation, or an action of acquittal, and
- 3) The case could not be in active prosecution, including actions of pending and indictment.

There were 496 (45%) cases that were screened before PSN implementation, and 355 (26%) cases that were screened after PSN implementation, that met the preceding inclusion criteria.

Of the 496 cases screened before PSN implementation and meeting the inclusion criteria, 430 (87%) resulted in convictions. Of the 355 cases screened after PSN implementation and meeting the inclusion criteria, 328 (92%) resulted in convictions. Figure 11.2, on the following page, displays the percent of prosecuted cases resulting in conviction before and after PSN

implementation. As one can see in Figure 11.2, PSN implementation was related to an increase in the number of firearm cases prosecuted by the USAO resulting in conviction.

Figure 11.2 Percent of Cases Resulting in Conviction Before and After PSN Implementation.



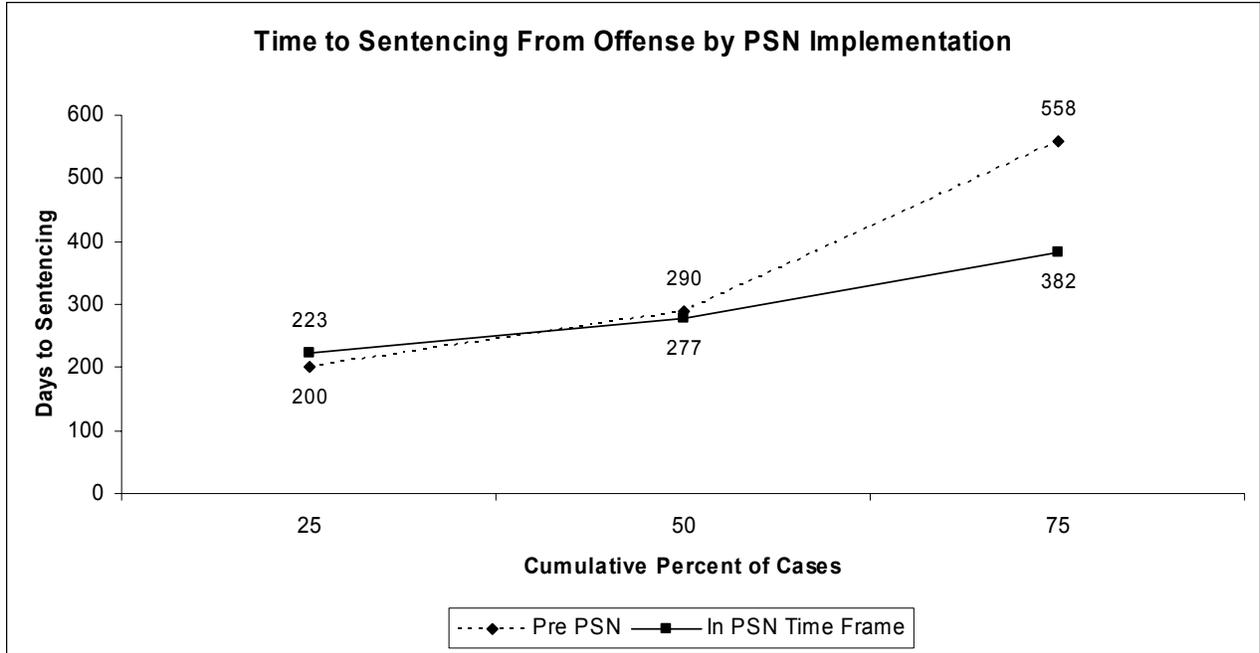
Sentencing Timeliness

The first step in answering the third and fourth implementation evaluation questions was to define the times elapsed between (a) offenses occurring and sentencing, and (b) cases being screened and sentencing. The approach taken to defining the time elapsed between offenses occurring and sentencing was to calculate the difference, in days, between the incident date and the action date for an action of sentenced, both found in the Project CUFF / PSN database. The approach taken to defining the time elapsed between cases being screened and sentencing was to calculate the difference between the screening date and action date for an action of sentenced, both found in the Project CUFF / PSN database.

The following analysis answers the question "How did PSN implementation impact the time elapsed between offenses occurring and sentencing in Federal court?" Of the 430 cases screened before PSN implementation that resulted in a conviction there were 401 (93%) with the necessary data to perform the elapsed time calculations. Of these 401 cases; 25% had 200 or fewer days elapsed between their offense and sentencing dates, 50% had 290 or fewer days elapsed, and 75% had 558 or fewer days elapsed. Of the 328 cases screened after PSN implementation that resulted in a conviction there were 325 (99%) with the necessary data to perform the elapsed time calculations. Of these 325 cases; 25% had 223 or fewer days between their offense and sentencing dates, 50% had 277 or fewer days elapsed, and 75% had 382 or fewer days elapsed. Figure 11.3, on the following page, displays the days elapsed between offense and sentencing by PSN implementation. As one can see in Figure 11.3, the time elapsed

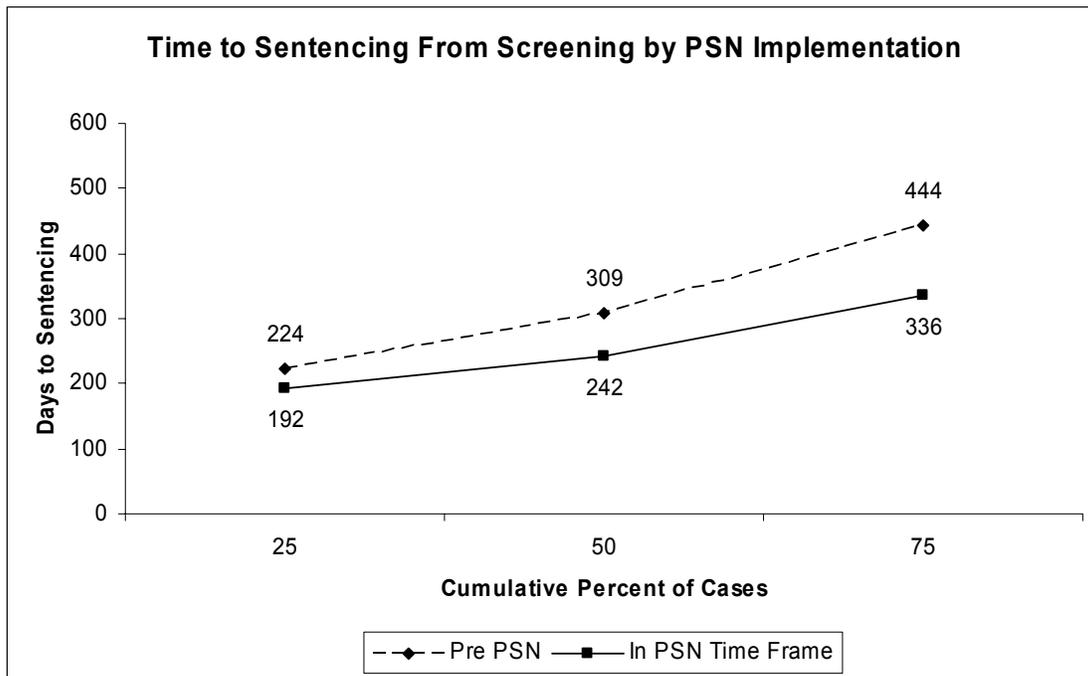
between when an offense occurred and sentencing typically decreased following PSN implementation, especially for cases where this duration was longer.

Figure 11.3 Days Elapsed Between Offense and Sentencing by PSN Implementation.



The following analysis answers the question “How did PSN implementation impact the time elapsed between cases being screened by the District of Utah USAO and sentencing in Federal court?” Of the 401 cases screened before PSN implementation with the necessary data to perform the elapsed time calculations; 25% had 224 or fewer days between their screening and sentencing dates, 50% had 309 or fewer days elapsed, and 75% had 444 or fewer days elapsed. Of the 325 cases screened after PSN implementation with the necessary data to perform the elapsed time calculations; 25% had 192 or fewer days between their screening and sentencing dates, 50% had 242 or fewer days elapsed, and 75% had 336 or fewer days elapsed. Figure 11.4, on the following page, displays the days elapsed between screening and sentencing by PSN implementation. As one can see in Figure 11.4, the time elapsed between when cases were screened and sentencing consistently decreased following PSN implementation.

Figure 11.4 Days Elapsed Between Screening and Sentencing by PSN Implementation.

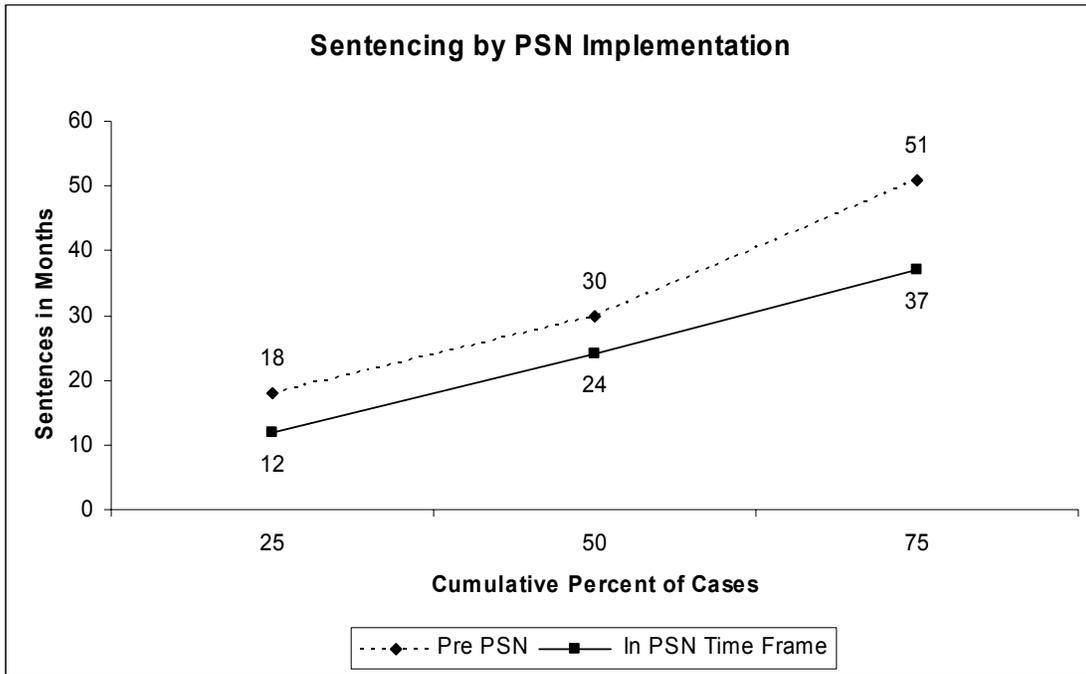


Length of Sentences

The following analysis answers the question “How did PSN implementation impact the length of sentences ordered in Federal court for firearm cases?” Data on sentencing was taken directly from the sentence variable in the Project CUFF / PSN database. Sentences are expressed in months in this analysis. Of the 430 cases screened before PSN implementation that resulted in a conviction there were 428 (99%) with sentencing data, and all of the 328 cases screened after PSN implementation that resulted in a conviction had sentencing data.

Of the 428 cases screened before PSN implementation that resulted in conviction, and with sentencing data; 25% had sentences of 18 months or less, 50% had sentences of 30 months or less, and 75% had sentences of 51 months or less. Of the 328 cases screened after PSN implementation that resulted in conviction; 25% had sentences of 12 months or less, 50% had sentences of 24 months or less, and 75% had sentences of 37 months or less. Figure 11.5, on the following page, displays sentences in months by PSN implementation. As one can see in Figure 11.5, sentences consistently decreased slightly in duration following PSN implementation.

Figure 11.5 Sentences in Months by PSN Implementation.



PSN Implementation Summary

The news about PSN implementation was generally good. PSN implementation was related to a decrease in the number of firearm cases being declined by the USAO. PSN implementation was related to an increase in the number of firearm cases prosecuted by the USAO resulting in conviction. The time elapsed between when an offense occurred and sentencing typically decreased following PSN implementation. The time elapsed between when cases were screened and sentencing consistently decreased following PSN implementation. These preceding findings suggest that PSN implementation resulted in a more efficient operation of firearm prosecutions by the USAO. An anomalous finding was that sentences consistently decreased slightly in duration following PSN implementation. One possible explanation for this anomaly is that through referrals from District and County Attorney’s Offices to PSN, the types of firearm crimes prosecuted by the USAO became broader, resulting in lower sentences related to federal guidelines for less severe offenses. Anomalous findings like this are not necessarily bad news, and the data support that PSN implementation improved the USAO’s performance in prosecuting firearm crimes.

PSN and District Court Comparative Outcomes

Evaluation Overview

This comparison of cases prosecuted by the USAO through PSN and the Utah District Courts answers the following evaluation questions;

- 1) How did conviction rates differ between cases prosecuted by the USAO through PSN and the Utah District Courts?
- 2) How did the time elapsed between offenses occurring and sentencing differ between cases prosecuted by the USAO through PSN and the Utah District Courts?
- 3) How did the time elapsed between cases being screened or filed and sentencing differ between cases prosecuted by the USAO through PSN and the Utah District Courts?
- 4) How did length of sentences ordered in Federal or District Courts differ between cases prosecuted by the USAO through PSN and the Utah District Courts?

These questions were answered using data from the Project CUFF / PSN and Utah Courts (CORIS) databases. District Court cases used in these analyses had to meet these inclusion criteria to be used in the following analyses;

- 1) The case filing had to have occurred during the PSN implementation time frame of after October 15, 2002⁴⁴, and
- 2) The offense description had to include firearms, weapons, or aggravation in their definitions.

There were 2,378 cases identified in the CORIS database that met these criteria.

Results

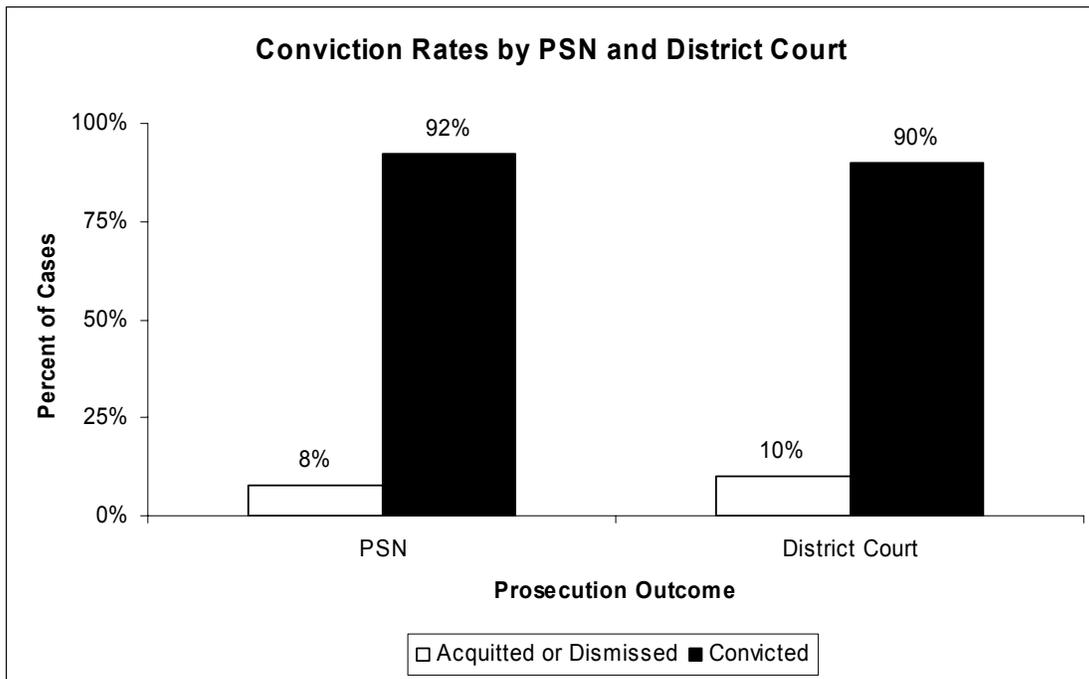
Conviction Rates

Data from the Utah Courts (CORIS) database were used to answer the question “How did conviction rates differ between cases prosecuted by the USAO through PSN and the Utah District Courts?” The first step in answering this question was to identify convictions. The variable judgment from the CORIS database was used to identify convictions. A judgment was considered a conviction if it was labeled as guilty, no contest, or plea in abeyance.

Of the 2,378 District Court cases meeting inclusion criteria there were 2,134 (90%) that resulted in conviction. Figure 11.6, on the following page, displays conviction rates for PSN and District Court. As one can see in Figure 11.6, the conviction rates between District Court (90%) and PSN (92%) were quite similar. Although conviction rates for PSN cases were slightly higher, prosecution outcomes were largely comparable.

⁴⁴ The most recent filing date indicated in the CORIS database was August 14, 2005.

Figure 11.6 Conviction Rates for PSN and District Court.



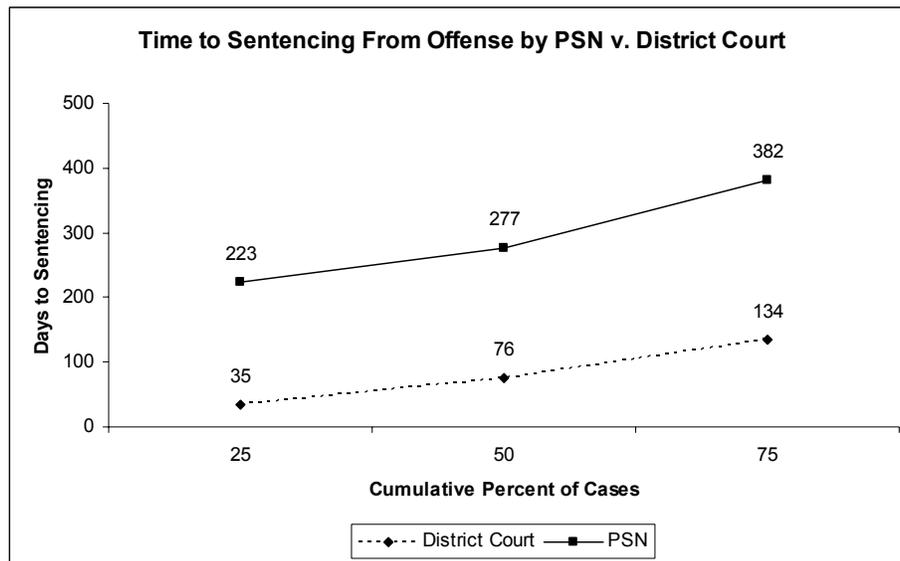
Sentencing Timeliness

The first step in answering the second and third comparative evaluation questions was to define the times elapsed between (a) offenses occurring and sentencing, and (b) cases being filed and sentencing. The approach taken to defining the time elapsed between offenses occurring and sentencing was to calculate the difference, in days, between the offense date and the disposition date. In cases where there was a sentence present and no sentencing date, the judgment date was applied as the sentencing date⁴⁵. The approach taken to defining the time elapsed between cases being filed and sentencing was to calculate the difference between the screening date and action date for an action of sentenced. The variables used for both of these calculations were found in the CORIS database. Of the 2,134 District Court cases that resulted in convictions there were 1,171 (55%) that had sentences to jail or the Utah State Prison. Since the evaluation questions relate to incarceration as a prosecution outcome, cases with probation or suspended sentences were not considered as sentenced.

The following analysis answers the question “How did the time elapsed between offenses occurring and sentencing differ between cases prosecuted by the USAO through PSN and the Utah District Courts?” Of the 1,171 District Court cases with incarceration sentences; 25% had 35 or fewer days elapsed between their offense and sentencing dates, 50% had 76 or fewer days elapsed, and 75% had 134 or fewer days elapsed. Figure 11.7, on the following page, displays the days elapsed between offense and sentencing for PSN and District Court. As presented in Figure 11.7, in terms of time elapsed between offense and sentencing, cases heard in District Court are sentenced more quickly than those heard in Federal Court through PSN.

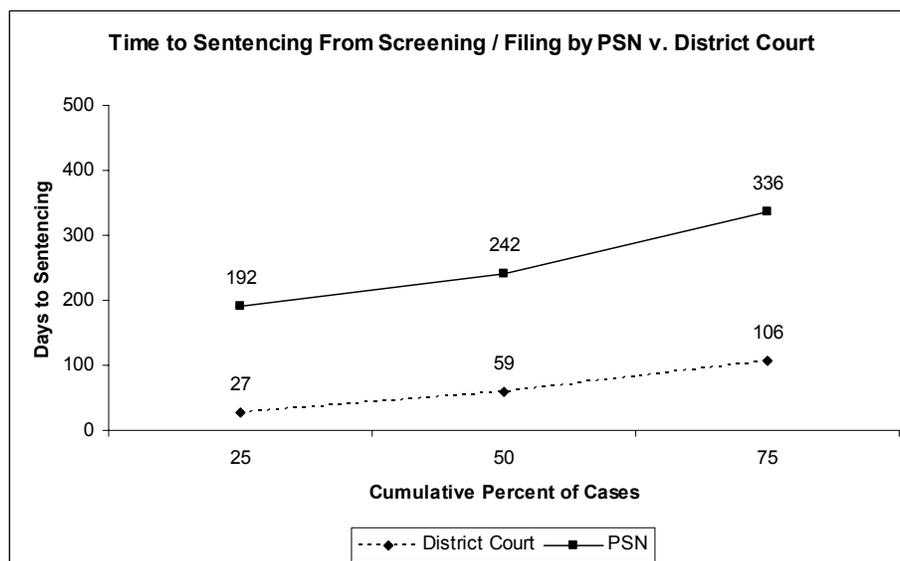
⁴⁵ The rationale for this decision was that in District Court cases can be judged and disposed within the same hearing.

Figure 11.7 Days Elapsed Between Offense and Sentencing for PSN and District Court.



The following analysis answers the question “How did the time elapsed between cases being screened or filed and sentencing differ between cases prosecuted by the USAO through PSN and the Utah District Courts?” Of the 1,171 District Court cases with incarceration sentences; 25% had 27 or fewer days elapsed between their filing and sentencing dates, 50% had 59 or fewer days elapsed, and 75% had 106 or fewer days elapsed. Figure 11.8 displays the days elapsed between filing and sentencing for PSN and District Court. As one can see in Figure 11.8, in terms of time elapsed between filing and sentencing, cases heard in District Court are sentenced more quickly than those heard in Federal Court through PSN.

Figure 11.8 Days Elapsed between Filing or Screening and Sentencing for PSN and District Court

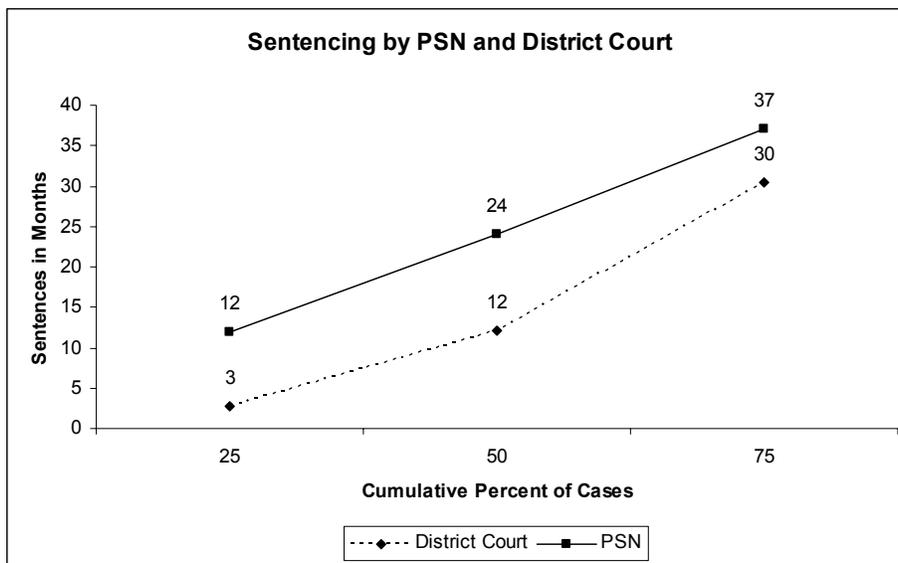


Length of Incarceration

The following analysis answers the question “How did length of sentences ordered in Federal or District Courts differ between cases prosecuted by the USAO through PSN and the Utah District Courts?” Data on sentencing were derived from a set of sentencing variables in the CORIS database. Operations were performed on sentences that allowed them to be consistently expressed in months in this analysis⁴⁶.

Of the 1,171 District Court cases who were convicted and sentenced to incarceration in either the Utah State Prison or a local jail; 25% had sentences of 3 months or less, 50% had sentences of 12 months or less, and 75% had sentences of 30 months or less. Figure 11.9 displays sentences in months for PSN and District Court. As one can see in Figure 11.9, cases prosecuted at the federal level following PSN implementation had longer sentences when compared with cases prosecuted at the District Court level during the same time period. The gap between Federal and District Court sentence lengths decreases as the cumulative percentile increases.

Figure 11.9 Sentences in Months for PSN and District Court.



Comparative Outcomes Summary

Before discussing these comparisons an important caveat about comparability limitations must be stated. Since the offense descriptions used for inclusion criteria of the District Court cases included weapons and aggravated offenses, an unknown number of these may not have involved firearms. The implications of this caveat include that (a) these offenses may have been less severe than those prosecuted through PSN, (b) therefore they may have required less time to prosecute, and (c) by Utah Code they may have had less severe sentencing conditions associated

⁴⁶ Since Utah has indeterminate sentencing in its prison system, the midpoint of Utah State Prison sentences were used in these operations. Jail sentences were not indeterminate so that actual values were used.

with them. This caveat and its concomitant implications should be kept in mind in interpreting the comparative evaluation results.

The differences between PSN and District Court conviction rates were negligible. In terms of time elapsed between both offenses and filings or screenings cases heard in District Court are sentenced more quickly than those heard in Federal Court through PSN. Cases prosecuted at the Federal level following PSN implementation had longer sentences when compared with cases prosecuted at the District Court level during the same time period. Findings related to timeliness and sentencing may be directly related to differences in the severity of offenses being prosecuted, related to the implications of the caveat stated in the preceding paragraph. Nonetheless, the data appear to support the idea that PSN is achieving its goal of incarcerating firearm offenders for longer periods of time.

PSN and District Court Comparative Costs

Evaluation Overview

This comparison of costs associated with cases prosecuted by the USAO through PSN and the Utah District Courts answers the following evaluation questions;

- 1) What are the differences in overall costs associated with prosecuting a case through PSN and Utah District Court mechanisms?
- 2) What are the differences in the cost of achieving a month of sentenced incarceration between prosecuting a case through PSN and Utah District Court mechanisms?

These questions were answered using data from the Project CUFF / PSN database, the Utah Courts (CORIS) databases, the Costs of Crime Analysis conducted by the Utah Commission on Criminal and Juvenile Justice (CCJJ: Fowles, Byrnes, & Hickert, 2005⁴⁷), and the FY 2004 PSN expenditure budget.

Results

Determining Costs: PSN Costs

Costs associated with PSN cases were derived from the PSN FY 2004 expenditure budget. Budget line items used in calculating PSN prosecution costs included the PSN Project Director, Salt Lake and West Valley City Weed and Seed prosecutors, special gun prosecutors from the Utah Attorney General's Office and Davis County, and the Tooele County Attorney's Office PSN task force officer. The FY 2004 PSN expenditure for these personnel was \$155, 730. There were 34 cases identified in the Project CUFF / PSN database that were initiated and closed during FY 2004. The quotient of dividing these 34 cases into the \$155, 730 expenditure results in a general case cost of \$4,580.

⁴⁷ Fowles, R. Byrnes, E.C. & Hickert, A.O. (2005). *The Cost of Crime: A Cost/Benefit Tool for Analyzing Utah Criminal Justice Program Effectiveness*. Salt Lake City, Utah: Utah Commission on Criminal and Juvenile Justice and the University of Utah Criminal and Juvenile Justice Consortium.

Determining Costs: District Court Costs

Costs associated with District Court cases came from estimates developed by Fowles, Byrnes, and Hickert (2005) for the Utah Commission on Criminal and Juvenile Justice (CCJJ). The CCJJ study's assessment of direct taxpayer costs is based on a survey of police and sheriff departments, district attorneys, city and county prosecutors, and jails and prisons. Taxpayer costs for robbery and assault were identified from the data, and the midpoint between these two was used, resulting in a general taxpayer cost of \$1,925 per case. Because apprehension and incarceration costs were included in the model to estimate taxpayer costs, taxpayer costs overestimate the costs associated with prosecution alone.

Case Prosecution Costs

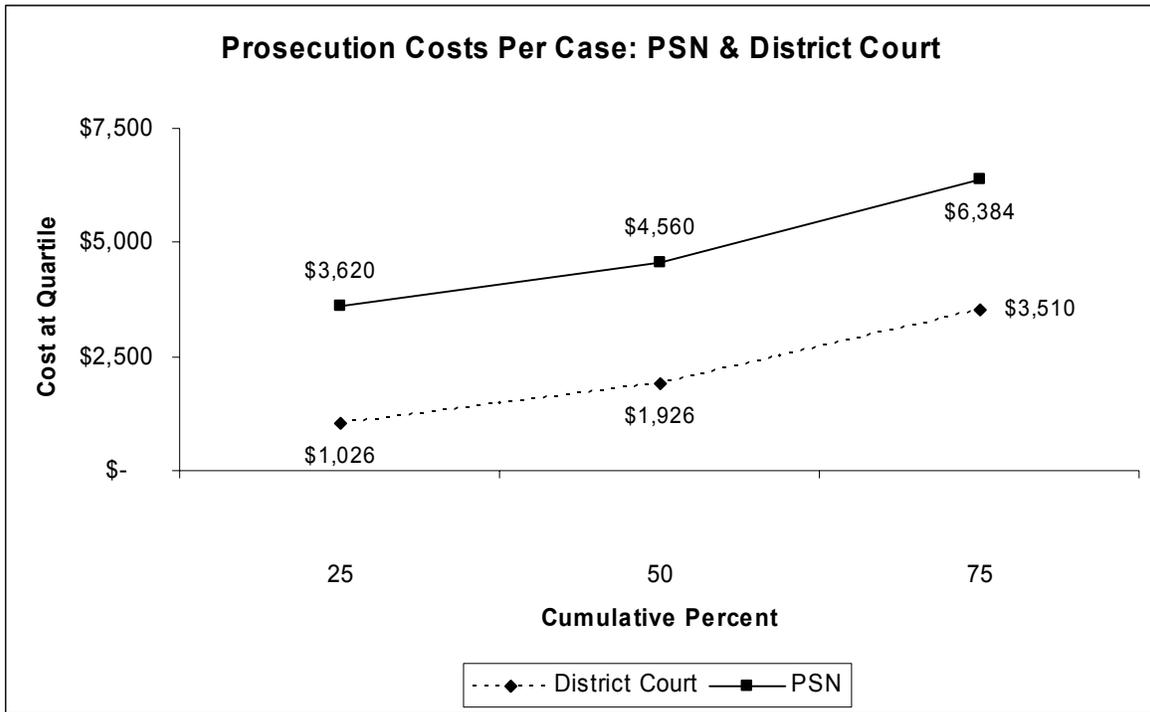
The following analysis answers the question "What are the differences in overall costs associated with prosecuting a case through PSN and Utah District Court mechanisms?" Because different cases require different amounts of time to prosecute, it was important to arrive at a prosecution cost per case. The approach used was to (a) determine a typical daily prosecution cost for PSN and District Court cases, and (b) multiply this daily prosecution cost to the time spent prosecuting each case. This approach resulted in a case level cost of prosecution.

For PSN cases the median number of days between screening and prosecution was 242 days. The quotient of dividing these 242 days into the PSN general case cost of \$4,580 was \$19 per day of PSN prosecution. This daily prosecution cost was then multiplied by the number of days elapsed between PSN screening and sentencing for the 328 cases with sentencing data in the Project CUFF / PSN database. The resulting product became the variable case prosecution cost.

For District Court cases the median number of days between filing and prosecution was 59 days. The quotient of dividing these 59 days into the District Court general case cost of \$1,925 was \$33 per day of District Court prosecution. This daily prosecution cost was then multiplied by the number of days elapsed between PSN screening and sentencing for the 1,171 cases with sentencing data in the CORIS database. The resulting product became the variable case prosecution cost.

Among the 328 cases prosecuted by PSN that were sentenced; 25% had a prosecution cost of \$3,620 or less, 50% had a cost of \$4,560 or less, and 75% had a cost of \$6,384 or less. Among the 1,171 cases prosecuted in District Court that were sentenced; 25% had a prosecution cost of \$1,026 or less, 50% had a cost of \$1,926 or less, and 75% had a cost of \$3,510 or less. Figure 11.10, on the following page, displays case prosecution costs for PSN and District Court. As one can see in Figure 11.10, cases prosecuted in District Court consistently cost less, on a per case basis, than PSN cases.

Figure 11.10 Prosecution Costs per Case for PSN and District Court.

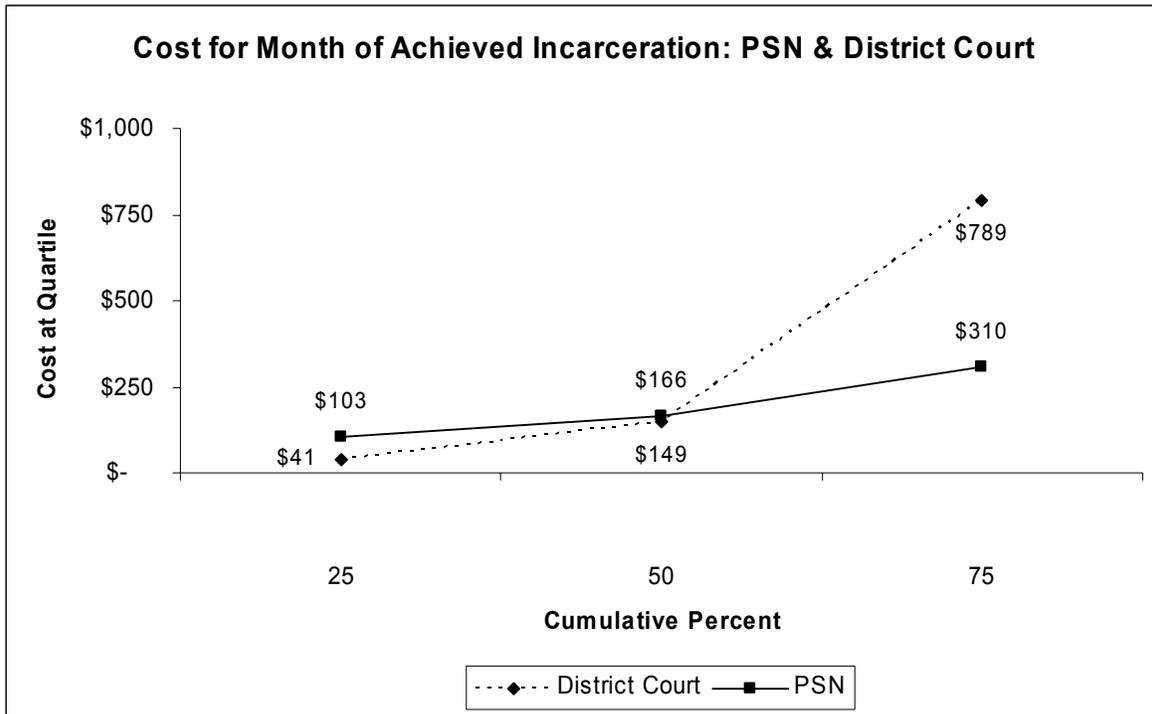


Cost For Achieved Incarceration

The following analysis answers the question “What are the differences in the cost of achieving a month of sentenced incarceration between prosecuting a case through PSN and Utah District Court mechanisms?” Since different cases required different amounts of time to prosecute, the cost involved to achieve a sentence varied between cases. For each case the quotient of the offender’s sentence in months divided into their case prosecution cost was calculated. This quotient became the variable cost per month of achieved incarceration.

Among the 328 cases prosecuted by PSN that were sentenced; 25% had a cost per month of incarceration of \$103 or less, 50% had a cost of \$166 or less, and 75% had a cost of \$310 or less. Among the 1,171 cases prosecuted in District Court that were sentenced; 25% had a cost per month of incarceration of \$41 or less, 50% had a cost of \$149 or less, and 75% had a cost of \$789 or less. Figure 11.11, on the following page, displays cost per month of incarceration for PSN and District Court. As one can see in Figure 11.11, for cases with shorter sentences, PSN had a higher cost per month of achieved incarceration. By the time costs moved to the middle range, PSN and District Court costs converged, and for cases with longer sentences, PSN had a substantially lower cost per month of achieved incarceration than the District Court did.

Figure 11.11 Cost per Month of Achieved Incarceration for PSN and District Court.



Comparative Costs Summary

When looking at simple aggregated costs PSN initially appears to be a more costly approach to prosecution. Cases prosecuted in District Court consistently cost less, on a per case basis, than PSN cases. When case prosecution costs are placed in the context of achieved incarceration – how long an offender is out of the community following prosecution – the results change. For cases with longer sentences PSN had a substantially lower cost per month of achieved incarceration than the District Court did. Additionally, it was only for cases with the shortest sentences where District Court prosecution had a lower cost for a month of achieved incarceration than PSN. This may be related to comparability issues, with District Court having heard less severe cases, with their concomitant shorter sentences, than PSN did. The data indicate that cases that are likely to be quickly prosecuted and result in shorter sentences should remain in District Courts, and cases that are likely to have longer prosecutions and resulting sentences should be referred to PSN.

Chapter 12: Utah Project Safe Neighborhoods Comparison Communities Evaluation

Program Description

Project Safe Neighborhoods has three national priorities that each federal district is urged to incorporate into their unique plan for addressing violent gun crime in their communities. The following priorities have been adopted and addressed specifically in Utah PSN's strategic plan:

- Increased prosecution of violent organizations by aggressively using federal conspiracy, racketeering, narcotics, and all other available laws to attack and punish violent drug traffickers, violent street gangs, and violent robbery rings.
- Heightened enforcement of all federal laws against illegal gun traffickers, and the corrupt federal firearms licensees that supply them, with an emphasis on those gun traffickers who supply illegal firearms to violent organizations and to juveniles.
- Renewed aggressive enforcement of federal firearms laws against those persons prohibited from possessing firearms or who use firearms in furtherance of illegal activities, including those persons denied under the Brady Act.⁴⁸

Although the initial focus of PSN nationally was to increase enforcement of federal firearm laws by increasing federal prosecution and incarceration in federal facilities, increased partnerships with local and state prosecution has recently become a top priority. The increased focus on this priority has allowed the United States Attorney's Office (USAO) to effectively use scarce resources for a limited number of cases, while their collaboration with local prosecution ensures that firearm offenders receive commensurate sentences at the state level. The effectiveness of PSN in reducing firearm crime and increasing public safety must now be examined through both state and federal law enforcement and prosecution, as the partnerships between these groups have broadened the scope of PSN and its potential impact on firearm crime.

Comparison Community Evaluation Overview

The comparison community evaluation of Utah PSN utilizes USAO "CUFF" database and Utah Administrative Office of the Courts (AOC) database cases to examine prosecution and sentencing of firearm crimes at the state and federal levels in Utah over the years of project CUFF (PSN's national predecessor) and PSN. Although Utah PSN focused on the entire district (the state of Utah), some areas had more involvement in the project than others. Two high implementing PSN locales were selected to exemplify PSN's urban (West Valley City) and rural (Tooele County) efforts. These communities were matched according to U.S. Census statistics on population, racial and ethnic composition, and median household income with similar lower implementing communities. Two adjoining cities, Murray and Midvale, in Salt Lake County were chosen as the lower implementing communities matched with West Valley City, while Cache County was selected as the rural lower implementing community to compare with Tooele County.

The combined state and federal court data were used to test the following hypotheses:

⁴⁸ Project Safe Neighborhoods: America's Network Against Gun Violence. (n.d.). Retrieved July 29, 2005, from <http://www.psn.gov/About.asp?section=63>

1. High and low implementing communities vary in their proportion of state and federal prosecutions for firearm crimes, with high implementing communities having a greater percentage of federal prosecutions over CUFF and PSN years.
2. Federal courts have a higher proportion of successful prosecutions (cases resulting in guilty verdicts) than state courts during CUFF and PSN years.
3. State courts had an increase in successful prosecutions from CUFF to PSN time periods.
4. Federal courts had an increase in successful prosecutions from CUFF to PSN time periods.
5. High implementing communities have a higher proportion of successful prosecutions than low implementing communities during CUFF and PSN time periods.
6. Federal sentences were longer than state sentences during CUFF and PSN time periods.

Data Collection Procedures

Data were regularly queried from the USAO and AOC datasets for several components of the evaluation. The USAO provided duplicate copies of its database used to track CUFF and PSN cases to the evaluation team. The AOC provided queries for a limited number of specified offenses (see Appendix K). The AOC data queries were limited to Utah statutes for firearm crimes and *aggravated* violent crimes (such as murder, assault, and robbery) to limit the size of the datasets and increase comparability with the kinds of cases documented in the USAO data.

Data Analysis

Data Operations. In order to run the analyses evaluating the impact of PSN on state and federal prosecutions and sentences, several data operations were required to standardize the USAO and AOC datasets. Offenses, identified in the AOC dataset by Utah State Criminal Code and in the USAO database by Federal Criminal Code, were recoded into five general categories: Transaction Offenses (related to buying or selling of firearms), Possession Offenses (related to unlawful possession of firearms), Criminal With Firearm Offenses (related to criminal offenses committed with firearms, such as aggravated assault with a firearm), Technical Firearm Offenses (related to firearms but not status or transaction, such as modifying a weapon to fire automatically), and Firearm Only Offenses (state firearm offenses that did not have federal equivalents, such as firing a weapon across a highway). Only state court cases that pertained to these five offense categories were included in the dataset for analyses. The state court cases recoded into the “Criminal With Firearm Offenses” category had to have clear evidence in the database that the aggravated offense (murder, assault, robbery) included the use of a firearm as the weapon (as opposed to a knife, etc.). These conservative criteria (as some aggravated offenses may have included the use of a firearm, but were excluded because it was not indicated in the dataset) limited the number of criminal offenses at the state level that were included in the analyses. Variable names were standardized across the two datasets and the cases were combined, retaining information on offense location, offense date, sentence date, prosecution outcome, and sentence length.

Offense dates were used to identify cases as pre-CUFF (occurring prior to January 1, 2000), CUFF (January 1, 2000 through October 14, 2002), and PSN (October 15, 2002 through present). Although PSN was adopted by all federal judicial districts in late November 2001, the

majority of PSN funding, including the evaluation funding, did not begin until fall of 2002. Cases occurring after October 2002 represent the time period when PSN was most active in Utah; therefore, October 15, 2002 was selected as the start date for the PSN time period flag in the datasets. Prosecution outcome categories were recoded into one dichotomous variable, with “0” indicating not guilty, dismissed, acquitted, and declined cases, and “1” indicating guilty or pled guilty cases. Sentence length was standardized to length in months in both datasets for prison sentences only (state jail sentences were not included in this variable).

To calculate sentence length for state court cases, multiple sentences assigned to one charge, such as fines sentenced, fines suspended, prison sentenced, prison suspended, and probation sentenced, had to be taken into consideration for the final “sentence” variable used in these analyses. Since the state of Utah relies on indeterminate sentencing, the mid-point of a state prison sentence range was used as the sentence length for cases included in these analyses. For example, an “unlawful person possession, purchase, or transfer a handgun” offense included in the dataset (76-10-503(3A), see Appendix K) received zero to five years prison sentenced. This sentence length was converted to 30 months (2.5 years, the mid-point) for our analyses. In this particular example, as in many other state firearm cases included in the analyses, the prison sentence was also suspended and a 36-month probation sentence was imposed. If the prison sentence on a case was accompanied by a prison suspension for the same length of time, that case was assigned a “0” months value for the sentence length variable included in the analyses. This means that some cases identified as having no prison sentence in the state court eventually may have had defendants serving prison time on them, if they failed to meet other sentencing criteria, such as probation requirements and paying fines. Therefore, any prison sentences noted in the state court cases are those that were *not* also suspended at the time of the original sentencing.

Hypotheses

Hypothesis 1: High and low implementing communities vary in their proportion of state and federal prosecutions for firearm crimes, with high implementing communities having a greater percentage of federal prosecutions over CUFF and PSN years. Two chi-square tests comparing high and low implementing communities on proportion of state and federal prosecutions for firearm crimes were conducted, one for cases occurring during CUFF years and the other for cases occurring during PSN. Alpha was adjusted to .025 (.05/2) to limit the probability of a Type I error (finding a significant difference when one does not exist) associated with conducting multiple hypothesis tests. Phi coefficients were examined for significant chi-square statistics to determine the strength of the relationship between implementation status (high or low) and proportion of federal prosecutions.

Hypothesis 2: Federal courts have a higher proportion of successful prosecutions (cases resulting in guilty verdicts) than state courts during both CUFF and PSN years. Two chi-square tests, one for cases occurring during project CUFF and one for cases occurring during PSN, were conducted comparing state and federal prosecutions on outcome (guilty/pled vs. dismissed/acquitted). Alpha was again adjusted to .025 (.05/2) to limit the probability of a Type I error for this hypothesis. Phi coefficients were examined for significant chi-square statistics.

Hypothesis 3: State courts had an increase in successful prosecutions from CUFF to PSN time periods. State court cases were selected and compared on success of prosecution outcome (guilty/pled vs. dismissed/acquitted) by time period of cases (CUFF vs. PSN) using chi-square.

Although two time periods were examined for the same four locales, repeated measures testing was not used. This is due to the fact that unique (independent) cases, rather than matched or paired cases, were used during each time period.

Hypothesis 4: Federal courts had an increase in successful prosecutions from CUFF to PSN time periods. A chi-square statistic was also used to compare federal cases only on success of prosecution outcome by time period of cases examined. Phi coefficient was examined for significant chi-square statistic.

Hypothesis 5: High implementing communities have a higher proportion of successful prosecutions than low implementing communities during CUFF and PSN time periods. Regardless of state or federal prosecution, it is expected that high implementing communities will have a greater proportion of successful prosecutions during CUFF and PSN. Two chi-square tests were conducted, one for CUFF cases and one for PSN cases, comparing high and low implementing communities on prosecution outcomes. Alpha was adjusted to .025 (.05/2) due to two tests being conducted for this one hypothesis. Phi coefficients were examined for significant chi-square statistics.

Hypothesis 6: Federal sentences were longer than state sentences during CUFF and PSN time periods. The distribution of sentence lengths in both state and federal court during CUFF and PSN years was positively skewed (there were several cases with no sentences, while a few had long sentences). Due to the distribution of this dependent variable, two median tests were conducted comparing state and federal sentence lengths, one for cases occurring during CUFF and one for cases occurring during PSN. The median test determines if the two groups (state and federally prosecuted cases) are significantly different on length of sentences by comparing scores that fall above and below the combined group median. Alpha was adjusted to .025 (.05/2) to decrease the probability of a Type I error.

Results

Descriptive Statistics

State and federal prosecutions for firearm offenses and violent offenses including firearms from four locations were included in the comparison communities analyses. The following table (Table 12.1) shows the distribution of state and federal prosecutions included by time period.

Table 12.1 Comparison Communities Cases by Location and Time Period

<i>Location</i>	<i>Court Type</i>	<i>Time Period</i>	
		CUFF	PSN
West Valley City	State	82	69
	Federal	49	145
Midvale/Murray	State	24	16
	Federal	9	51
Tooele County	State	12	14
	Federal	12	62
Cache County	State	34	47
	Federal	10	35

Hypothesis 1

During the project CUFF time period, high implementing communities had a significantly⁴⁹ higher proportion of federal prosecutions for firearm offenses than low implementing communities. Approximately a quarter (24.7%) of the firearm crimes prosecuted in low implementing communities during the time period of project CUFF occurred at the federal level. During that same time period, 39.4% of cases in high implementing communities were prosecuted at the federal level. High implementing communities also had a statistically significantly⁵⁰ higher proportion of federal prosecutions than low implementing communities during the years of PSN. During PSN, 57.7% of prosecutions in low implementing communities occurred at the federal level, while 71.4% of prosecutions in high implementing communities occurred at the federal level. Phi coefficients measuring the strength of the relationship between implementation status (high vs. low) and court type (state or federal) are low for both CUFF⁵¹ and PSN⁵² time periods. Low phi coefficients suggest that other factors besides implementation status may be influencing the proportion of firearm cases prosecuted federally during CUFF and PSN.

Hypothesis 2

Firearm offenses occurring during project CUFF in the four selected locales were not more likely to get a guilty verdict when prosecuted at the federal level than when prosecuted at the state level.⁵³ The majority of firearm offenses prosecuted during project CUFF received guilty verdicts at both the state (89.6%) and federal (80.0%) levels. During the time period of PSN, state and federal prosecutions for firearm crimes had nearly identical rates of guilty verdicts (93.8% for state prosecutions, 93.4% for federal), indicating that prosecution success did not vary by state or federal courts during PSN.⁵⁴

Hypothesis 3

The percentage of state prosecuted firearm crimes in the four comparison communities that received a guilty verdict (or where the defendant plead guilty) was high during project CUFF (89.6% of cases) and PSN (93.8%). Although percentage of successful state prosecutions increased slightly from CUFF to PSN time periods, this difference was not statistically significant⁵⁵.

Hypothesis 4

Federally prosecuted firearm crimes resulting in a guilty verdict increased from 80.0% of all cases during project CUFF to 93.4% of cases during PSN. This difference was statistically

⁴⁹ $\chi^2 = 4.907, p < .025$

⁵⁰ $\chi^2 = 8.276, p < .025$

⁵¹ $\phi = .145, p < .05$

⁵² $\phi = .137, p < .05$

⁵³ $\chi^2 = 2.399, p = .107$

⁵⁴ $\chi^2 = .009, p = .567$

⁵⁵ $\chi^2 = 1.636, p = .143$

significant.⁵⁶ The phi coefficient for this test was also statistically significant⁵⁷, although low, indicating that a relationship between time period and successful prosecutions at the federal level exists but is weak.

Hypothesis 5

When state and federal prosecutions were examined together for the four comparison communities, high implementing communities were not more likely than low implementing communities to have successful prosecution outcomes (higher percentage of guilty/pled verdicts) during the project CUFF time period.⁵⁸ Low implementing communities had a slightly higher, but not statistically significant, success rate (90.0% of cases during CUFF years receiving guilty/pled verdicts) than high implementing communities (86.6%).

During the PSN time period, both low and high implementing communities continued to have a high proportion of firearm cases that received guilty/pled verdicts. When state and federal prosecutions were examined together, low implementing communities had a 96.5% success rate (guilty/pled verdicts), while high implementing communities had a 91.9% success rate. This difference was not statistically significant.⁵⁹

Hypothesis 6

During project CUFF, the majority (88.8%) of firearm cases prosecuted at the state level in the four comparison communities received no prison incarceration⁶⁰ at the time of original sentencing, when suspended prison sentences were taken into account. Figure 12.1 on the following page shows a much higher percentage of federally prosecuted firearm crimes compared to state prosecuted firearm crimes receiving sentences of 12 to 36 months and 37 to 60 months. However, the state and federal judicial systems have fundamental differences that can make direct comparisons difficult, such as different sentencing guidelines and types of cases reviewed. For example, state prosecuted cases are often pled down to lesser charges. In the sentencing comparison analyses, 60.1% of the charges included at the state level were misdemeanor as a result of this process. Due to state statute, judges are not allowed to sentence prison time for misdemeanor offenses. Although the differences between state and federal sentences should be viewed within this context, the results of the median test comparing federal and state prosecutions on sentence length during CUFF confirm the hypothesis that federal sentences (*Med.* = 18 months) were statistically significantly⁶¹ longer than state sentences⁶² (*Med.* = 0) in those four communities.

The median test comparing state and federal sentencing during the PSN time period in the comparison communities was also statistically significant⁶³. Figure 12.2 compares the distribution of state and federal prison sentences during PSN. The median length of sentences for

⁵⁶ $\chi^2 = 4.477, p < .05$

⁵⁷ $\phi = .201, p < .05$

⁵⁸ $\chi^2 = .439, p = .343$

⁵⁹ $\chi^2 = 1.867, p = .139$

⁶⁰ Sentences for jail incarceration were not included in the analyses due to comparability issues with federal prison incarceration

⁶¹ $\chi^2 = 47.358, p < .025$

⁶² State prison sentences with suspended prison sentences taken into account at time of original sentencing.

⁶³ $\chi^2 = 32.804, p < .025$

state prosecuted firearm crimes was zero months, due to the majority (58.2%) of state prosecuted offenses receiving no prison incarceration after suspended prison sentences were taken into account. The median length of sentences for federally prosecuted firearm crimes during PSN was 25.5 months, with sentences ranging from zero to 130 months. Although a substantially larger percentage of state prosecuted firearm cases received a prison sentence during the PSN time period when compared to the CUFF time period, federally prosecuted cases still received significantly longer prison sentences than those handled at the state level.

Figure 12.1 Distribution of Sentences for State and Federal Prosecutions During Project CUFF

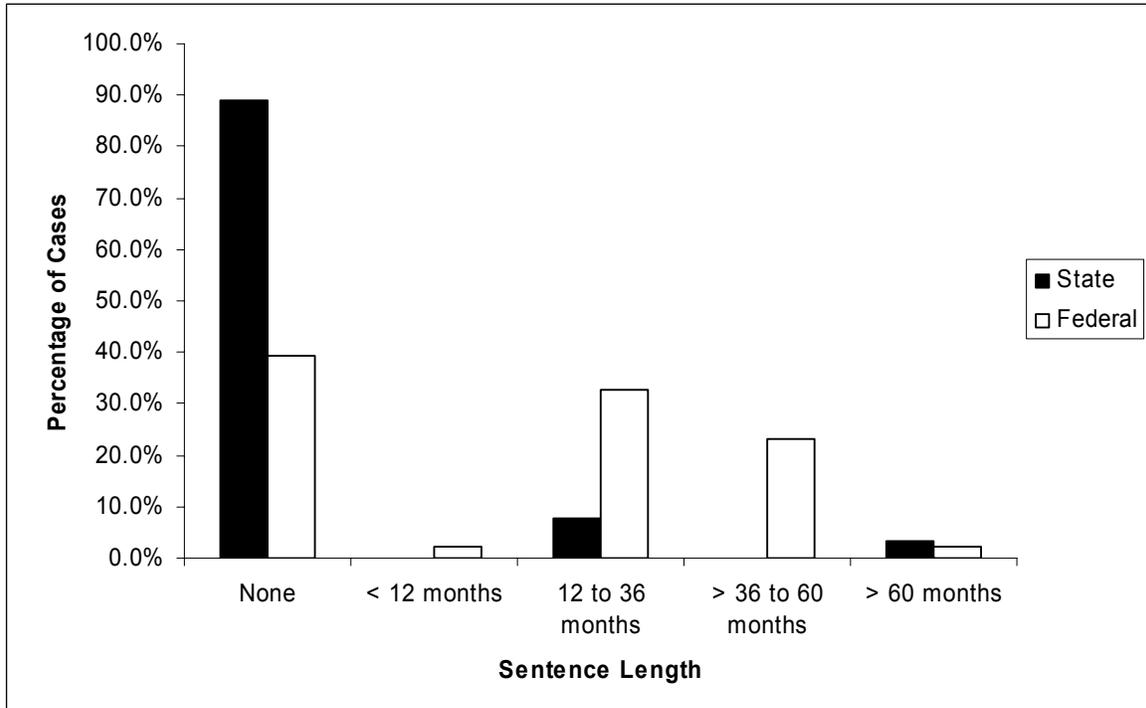
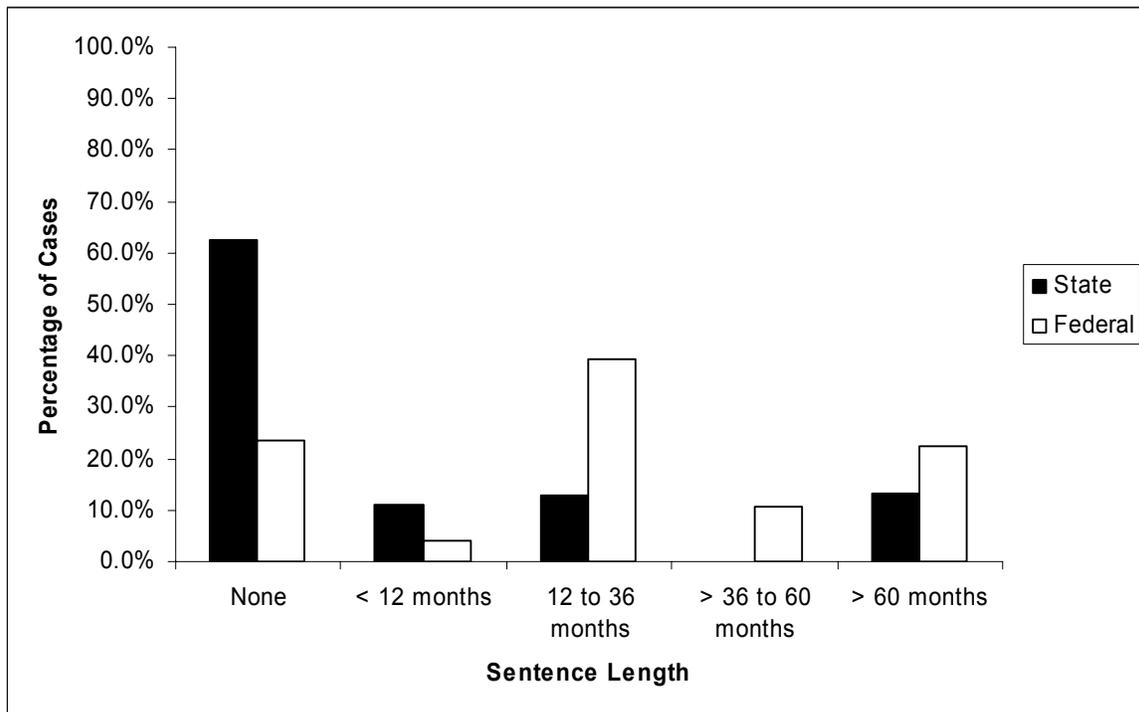


Figure 12.2 Distribution of Sentences for State and Federal Prosecutions During PSN



Discussion and Conclusion

The comparison communities evaluation utilized state and federal court datasets to examine the impact of PSN in Utah through prosecution and sentencing. These analyses should be interpreted in light of several considerations. First, this evaluation component relied on existing data sources, and, therefore, was limited to the information those agencies regularly collect. Secondly, transformations (such as creating firearm crime categories from criminal codes) and data reduction criteria (selection of comparison communities and restricted time periods) were applied to the datasets. Therefore, the ability to generalize the results from these limited cases to the population at large could be limited. Lastly, the state and federal judicial systems have fundamental differences that can make direct comparisons difficult, such as different sentencing guidelines and types of cases reviewed. For example, in the state court system defendants often plea to lesser charges during the sentencing process. The final charge severity for state court cases included in the analyses was 39.1% felonies and 60.1% misdemeanors. All federal court cases included in the analyses met federal felony criteria. The results of direct comparisons between state and federal court cases should be interpreted with these considerations in mind.

Even when considering these limitations, the results of the comparison communities analyses provide valuable information on the impact of PSN on prosecution and sentencing for the four communities examined as documented in official USAO and AOC database records. The two high implementing communities, West Valley City and Tooele County, had statistically significantly higher proportions of federal prosecutions compared to state prosecutions for firearm offenses than the two matched lower implementing communities (Murray/Midvale and Cache County). These differences were present during both the project CUFF and PSN time

periods (January 1, 2000 to October 14, 2002 and October 15, 2002 to present, respectively). These results indicate that communities that were identified as more involved in PSN benefited from increased federal prosecutions during that time period. The data also demonstrated that those communities with high involvement during PSN had heightened federal prosecutions during project CUFF. Most funding to subgrantees in the community, such as local law enforcement agencies and prosecutors, was not awarded until PSN. The significant difference between high and low implementing communities on proportion of federally prosecuted firearm cases during project CUFF indicates that the high implementing communities were already committed to reducing firearm crimes through collaboration with the USAO and increased federal prosecutions prior to the awarding of PSN funds at the local level. The data supports the identification of these “high” implementing communities by demonstrating a significant link between implementation status and proportion of federal prosecutions.

Although high implementing communities had higher proportions of federally prosecuted firearm crimes, this increase in prosecutions did not necessarily result in an increase in guilty verdicts (and guilty pleas). A majority of both state and federal court cases during project CUFF and PSN time periods received guilty verdicts. Although some slight variations did exist, with slightly more state prosecutions actually receiving guilty verdicts, these differences were not statistically significant. Since the likelihood of receiving a guilty verdict did not vary significantly between state and federal firearm cases, it is not surprising that high and low implementing communities did not vary either on proportion of cases receiving guilty verdicts during both CUFF and PSN time periods. However, the proportion of federal firearm cases that received guilty verdicts increased significantly from project CUFF to PSN. During the latter half of PSN, prosecutors at the USAO refined their selection criteria for accepting cases for federal prosecution. It is possible that these more rigorous selection criteria may have led to prosecution of only those cases that were most likely to receive favorable outcomes (guilty verdicts or guilty pleas), resulting in this increase. No significant increase was found, over the same time period (from project CUFF to PSN), in the likelihood of state prosecutions receiving guilty verdicts.

The majority of cases prosecuted both federally and at the state level during both project CUFF and PSN time periods received guilty verdicts; however, much fewer received a substantial prison sentence, or any prison sentence at all when prosecuted at the state level (when suspended prison sentences were taken into account). By only examining original sentencing and including information on suspended sentences, a statistically significant difference between state and federal prison sentences for firearm crimes emerged. At the state level, during project CUFF, the vast majority (88.8%) of state prosecuted firearm crimes and violent crimes committed with a firearm received no prison incarceration⁶⁴. During that same time, over half (60.5%) of federally prosecuted firearm cases received sentences, with the median sentence being 18 months in federal prison. This significant difference in sentence length received remained during the PSN time period. For state prosecuted firearm cases during PSN, 58.2% of sentenced cases received no prison incarceration⁶⁵, with 75% receiving sentences of zero to twelve months (when the midpoint for indeterminate sentencing was used). During PSN the median sentence length for federally prosecuted cases increased from 18 months (during project CUFF) to 25.5 months. Twenty-five percent (25%) of federal sentences during PSN had sentences of two months or less, 50% had sentences of 25.50 months or less, and 75% has sentences of 54.25 months or less.

⁶⁴ At time of original sentencing, when including prison sentence suspended information

⁶⁵ When calculating prison sentences by taking the difference between prison time sentenced and prison time suspended

Although it is quite possible that several of the cases identified as having no prison sentence at the state level in this chapter's analyses eventually led to the defendants serving some prison time due to probation violations, these potential outcomes cannot be measured in the data used for these analyses. Unfortunately, this is a limitation of using existing datasets. Furthermore, jail sentences at the state level were not included in the sentence length variable, due to comparability issues with federal prison sentences. Lastly, after state prosecuted cases were pled down to lesser charges, the resulting charges included in the analyses were 60.1% misdemeanor. Due to state statute, judges are not allowed to sentence prison time for misdemeanor offenses, even Class A offenses. This means that state and federal court cases compared in these analyses, although similar in type (such as transaction, possession, and technical firearm offenses), were qualitatively different in severity, with state court cases being less severe. The statistically significant difference in state and federal court prison sentences reflects the gap in charge severity.

In Utah, law enforcement and prosecutors (state and federal) are working together to send the maximum number of quality cases (those meeting federal prosecution guidelines) to the federal court system, as evidenced by data indicating the high proportion of federal prosecutions for firearm crimes regardless of community implementation status (see results for Hypothesis 1). This partnership also affects the type of cases prosecuted at the state and federal level, with those remaining at the state level not eligible for long prison sentences under the state's sentencing guidelines.

The results of these analyses indicate that although both state and federally prosecuted firearm crimes were likely to receive guilty verdicts, federally prosecuted firearm crimes were much more likely to receive sentences for prison incarceration at the time of original sentencing than state prosecuted firearm crimes. Because the state prison sentencing system is more flexible, using indeterminate sentencing and combinations of fines, probation, and suspended prison sentences, the overall impact of the state system on incarcerating firearm offenders in prison varies and is not easily summarized from the existing data sources. The cases examined in the four comparison communities demonstrate that Utah PSN accepts and prosecutes the most severe firearm crimes in Utah, resulting in consistent and lengthy federal incarcerations for those offenders.

Chapter 13: Summary and Conclusion

As the research partner for the District of Utah Project Safe Neighborhoods (PSN), the Criminal and Juvenile Justice Consortium (CJJC), College of Social Work, University of Utah, documented, analyzed, and evaluated the effectiveness of Utah PSN. The evaluation results are organized by the following objectives:

1. Determining the effectiveness of the PSN partnerships,
2. Identifying the number of cases prosecuted successfully,
3. Evaluating changes in crime rates involving felony firearm use,
4. Measuring the effectiveness of the PSN public awareness campaign, and
5. Analyzing the effectiveness of training and outreach programs.

Objective 1: Determining the effectiveness of the PSN partnerships

The accomplishment timeline project (Chapter 4) supports the effectiveness of PSN and provides information relevant to the replication of this type of initiative in other jurisdictions. The timeline project documented the components of PSN that were difficult to capture in the other evaluations included in this report, such as new or modified programs, policies, and practices implemented by PSN partners as a result of their collaboration on the project. Utah PSN has had a strong and lasting impact on the community. The complete community change timeline in Appendix I documents over 100 of the innovations that have come from Utah PSN. The sharp increase in community changes from 2003 to present is accompanied by stable rates of firearm-involved aggravated assault and robbery trends and decreasing weapon law offenses, suggesting that the impact of PSN might go beyond individual prosecutions and sentences to a statewide impact on firearm crime.

Overall results from the Key Informant Interviews (Chapter 5) identified that the majority of PSN partners (from diverse backgrounds, such as federal, state and local prosecution; federal, state, and local law enforcement; and media partners) hold a belief in the objectives and theoretical structure of PSN and have a personal commitment to the program. Respondents also identified effective partnerships with efficient communication and a generally collaborative working relationship. Participants identified a variety of potential additional partners that could enhance the effectiveness of PSN in both prosecution and increased community awareness of the program.

The Statewide County and District Attorney Survey evaluation (Chapter 6) found that rural prosecutors in the state of Utah are aware and informed of PSN and are participating when they are able. However, analysis of the data demonstrates a clear need for more training on both leverage letters and communication within the project. An unanticipated finding was the use of PSN in rural domestic violence (DV) cases. PSN was effectively utilized in firearm-related DV crimes when the victim or other potential witnesses refused to testify.

Project Sentry was designed to address three primary goals: increased prosecution of “Sentry Youth,” prevention of youth gun violence and crime, and deterrence of violent gun crime. A summary of several local Project Sentry projects and the progress these projects have made toward addressing these goals can be found in Chapter 10. In nearly half (42%) of Utah’s documented PSN cases the defendant was a “Sentry Youth,” someone age 26 or younger. Utah’s Project Sentry has experienced some difficulty in prosecuting true juvenile (under 18 years old)

offenders in the federal system due to the strict criteria that must be met in order to transfer them to the adult court system. However, Project Sentry's prevention and deterrence efforts have focused primarily on juveniles, targeting teens and their parents through media, schools, and community partners, such as Weed and Seed and Utah Council for Crime Prevention.

The Comparison Community evaluation (Chapter 12) utilized state and federal court datasets to examine the impact of PSN in Utah through prosecution and sentencing. These results indicate that communities identified as more involved in PSN benefited from increased federal prosecutions during that time period. Communities with high involvement during PSN also demonstrated heightened federal prosecutions during project CUFF. A comparison of high and low implementing communities on proportion of federally prosecuted firearm cases during both CUFF and PSN time periods indicates a positive relationship between high implementing communities during project CUFF and future involvement during PSN. This finding suggests that the high implementing communities were already committed to reducing firearm crimes through collaboration with the USAO and increased federal prosecutions prior to the awarding of PSN funds at the local level. The data supports the identification of these high implementing communities by demonstrating a significant link between implementation status and proportion of federal prosecutions.

Objective 2: Identifying the number of cases prosecuted successfully

As summarized in Chapter 2, the PSN Task Force and the United States Attorney's Office (USAO) for the District of Utah have reviewed a high volume of cases since 2000, with task force activity peaking in 2003. Although the volume of cases reviewed, indicted, and sentenced has decreased steadily since 2003, the quality of cases accepted by the task force has increased, resulting in approximately 30% of PSN cases (excluding pending cases) being sentenced. The average sentence for PSN cases was 27 months in federal prison. Because federal sentences have no possibility of parole, the individuals sentenced federally under PSN will remain incarcerated for the entire length of their sentences. Additionally, PSN data shows that federal prosecutions have resulted in the removal of thousands (2,651) of weapons from Utah communities.

The crime maps shared with the evaluation team by the PSN partners (Chapter 3) provide a visual representation of firearm related crime and PSN cases. The statewide maps of PSN cases demonstrate that the task force was successful in getting referrals for PSN prosecutions from several rural areas of the state, such as Vernal, Price, and Washington County. Maps provided by the various partners show that law enforcement in West Valley City, Salt Lake City, Ogden, Taylorsville, Tooele County, Davis County, and the Utah Highway Patrol referred several cases to the PSN Task Force, ultimately resulting in a high volume of successful federal prosecutions.

The PSN implementation and outcome data analyzed in Chapter 11 indicate that PSN implementation resulted in a more efficient operation of firearm prosecutions by the USAO. The evaluation demonstrated that the timing from offense to review and sentencing decreased significantly after PSN was implemented. Additionally, PSN cases resulted in longer sentences for incarceration, on average, than state prosecuted firearm-related crimes.

The Comparison Communities results (Chapter 12) indicated that although both state and federally prosecuted firearm crimes were likely to receive guilty verdicts, federally prosecuted firearm crimes were much more likely to receive sentences for prison incarceration at the time of original sentencing than state prosecuted firearm crimes. This difference can be explained in part

by the more flexible state prison sentencing system, which uses indeterminate sentencing and combinations of fines, probation, and suspended prison sentences. The overall impact of the state system on incarcerating firearm offenders in prison varies and is not easily summarized from the existing data sources. The cases examined in the four comparison communities demonstrated that Utah PSN accepts and prosecutes the most severe firearm crimes in Utah, resulting in consistent and lengthy federal incarcerations for those offenders.

Objective 3: Evaluating changes in crime rates involving felony firearm use

Chapter Two, Offense and Prosecution Results, presents statistics on BCI data for robbery (total and with a firearm), homicide (total and with a firearm), aggravated assault (total and with a firearm), and weapons law offenses. Since PSN was adopted by all federal judicial districts in late 2001, aggravated assault rates in Utah have been variable, while the percentage of aggravated assaults involving a firearm have remained stable. The percentage of robberies involving firearms, however, has fluctuated with the overall robbery trend, remaining at about one-third of robberies over the last four years. Weapon law offenses statewide decreased steadily for one year, starting in April of 2003, although rates have become variable again since April of 2004.

Similar crime trends, robberies and aggravated assaults involving a firearm and weapon law offenses, were examined in relation to cumulative PSN community changes (new or modified programs, policies, or practices) in Chapter Four. This comparison showed decreasing weapon law offenses and steady, low rates of firearm-involved aggravated assaults and robberies during PSN when several innovations in preventing, deterring, and punishing firearm crimes were being developed and implemented by PSN partners.

Objective 4: Measuring the effectiveness of the PSN public awareness campaign

The Media Campaign Evaluation (Chapter 7) measured the effectiveness of the PSN public awareness campaign through pre- and post-test surveys administered to a random sample of Wasatch Front residents. The overall results of the media evaluation indicate that the PSN media campaign made a positive impact on the community. The media campaign was not able to reach its intended audience (young males) more often than other segments of the population, nor did it influence personal beliefs about guns and crime. However, the primary goals of the campaign, to make the public aware of the Project Safe Neighborhoods initiative in Utah and to educate the public about the project's mission and the federal firearm laws it utilizes, were met.

Objective 5: Analyzing the effectiveness of training and outreach programs

Responses from rural prosecutors' interviews analyzed for Chapter Six indicate that rural prosecutors in the state of Utah are aware and informed of PSN and are willing and anxious to utilize PSN when appropriate. Training and outreach efforts have been effective in reaching rural partners, as several indicated having direct contact with the PSN Project Coordinator. However, some unfamiliarity remains on the application of "leverage letters" and respondents suggest that additional means of communication between the USAO and local prosecutors would be beneficial.

The Media Campaign Evaluation (Chapter 7) showed that post-test respondents, when compared to pre-test respondents, answered more federal firearm law items correctly, on average, and were more likely to know that there is no possibility of parole for federal firearm convictions and that individuals with domestic violence convictions may not legally possess a firearm. The effectiveness of the media campaign was demonstrated both through the increased knowledge of federal firearm laws and the high percentage of post-test respondents (74%) who self-reported exposure to the media campaign through various outlets, such as television, radio, and billboards.

Similarly, Offender Notification pre- and post-test results (Chapter 8) indicated that parolees significantly increased their overall knowledge of federal firearm laws after attending the Offender Notification meetings at Salt Lake County Adult Probation and Parole (AP&P). However, two broad areas remained unclear: issues surrounding constructive possession and felons' hunting privileges (or lack thereof).

Results from the Law Enforcement Survey (Chapter 9) suggest that an overwhelming majority of officers are familiar with PSN and its related procedures. Furthermore, respondents indicated that they were comfortable with investigating and documenting firearm-related crimes for federal prosecution in PSN. Respondents identified several reasons for filing firearm cases federally and almost all respondents said that if they had a question or problem concerning the arrest process, filing a report, or any other PSN paperwork they would contact the United States Attorneys Office or the Task Force through the Alcohol, Tobacco, Firearms, and Explosives (ATF) Department.

Lastly, Chapter Ten described Project Sentry efforts, including community outreach programming, but did not evaluate their effectiveness. Project Sentry training and outreach has consisted of partnerships with Weed and Seed (to create a teen resource guide), Salt Lake County Metro Gang Unit (to include the Project Sentry message in their "Gangs 101" presentations), and Utah Council for Crime Prevention (to provide gun locks and Project Sentry materials to youth and their families).

Conclusion

Utah Project Safe Neighborhoods (PSN) is a comprehensive, multi-agency program with a wide range of interventions aimed at reducing gun crime. The various evaluation components in this report demonstrate that PSN has been successful overall and has made progress toward this goal. One challenge of PSN is utilizing a federally mandated initiative to address local issues that can vary widely from district to district. The national PSN initiative has been effectively tailored and implemented by the Utah partners to tackle Utah's unique firearm crime concerns.

APPENDICES TABLE OF CONTENTS

- Appendix A: Interview Template for Key Informant Interviews
- Appendix B: Informed Consent Form for Key Informant Interviews
- Appendix C: Endorsement Letter for Media Survey
- Appendix D: Media Post-Test Survey
- Appendix E: Offender Notification Pre and Posttest
- Appendix F: Informed Consent for Offender Notification Evaluation
- Appendix G: Time Line Template and Instruction Sheet
- Appendix H: Law Enforcement Training Survey
- Appendix I: Utah PSN Accomplishment Timeline List of Community Changes
- Appendix J: Percent of Offenders Answering Pre- and Post-test Offender Notification Survey Questions Correctly
- Appendix K: Offenses Queried from Utah State Court Database

APPENDIX A: INTERVIEW TEMPLATE FOR KEY INFORMANT INTERVIEWS

Inclusion	Functional	Goals	Sustainability
How did you become involved in PSN?	How has your work changed?	What do you know about stopping firearm-related crime?	What do you need to sustain your involvement in PSN?
What are other reasons you became involved?	Has your role in PSN changed – what about other job roles?	How should we approach this problem in Utah?	
Who else should be involved – when you think about the people this program affects, who else should be involved?	Who do you have the most contact with?	What is the difference in the community since PSN started?	
How would you involve them?	How long have you been involved?		
What would prevent these people from being involved?	How has PSN affected the way your agency does business?		
	Who would you want to have more contact with?		

APPENDIX B: CONSENT TO PARTICIPATE IN RESEARCH FOR KEY INFORMANT INTERVIEWS

PURPOSE OF RESEARCH

We are inviting you to take part in a research study conducted by the Criminal and Juvenile Justice Consortium of the University of Utah and funded by the Department of Justice on the Project Safe Neighborhoods (PSN) national initiative. The purpose of this study is to reduce gun crime in the United States by networking existing local programs that target gun crime and providing those programs with additional tools necessary to be successful. PSN partners, federal prosecutors, state and local law enforcement, district prosecutors, the Federal Bureau of Investigation, the Bureau of Alcohol, Tobacco, and Firearms, other local agencies, and researchers are collaborating in an effort to create safer neighborhoods within their federal districts by reducing gun violence.

PROCEDURES

If you choose to participate in this study, you will be asked to take part in an approximately 60-minute interview with a research analyst from the Criminal and Juvenile Justice Consortium. Each interview includes questions about your experience with PSN. We would appreciate it if you can share with us; 1) your perceptions regarding your involvement with PSN, 2) how functional you feel the project has been, 3) if the goals of the project have been reached and 4) what is needed to sustain PSN. We ask your permission to tape record these interviews to ensure an accurate understanding of your responses. No identifying information will be associated with the tape, and only the researcher will be able to determine which recorded interview could be related to specific individuals. So there will be no way to connect anything you say to you as a person. Additionally, we ask your permission to include selected quotes from your interview in published findings. These quotes will contain no identifying information.

RISKS

Since this is confidential, the risks of participation are minimal. Perhaps one risk is that you may feel distressed by talking about your involvement in PSN and you may choose to not answer any of the questions or terminate the interview at any time.

BENEFITS

The benefit of participation is that information provided by you will be used to help evaluate the effectiveness of PSN and help us understand if there are any ways to improve the project, and therefore to reduce gun violence in the United States.

ALTERNATIVE PROCEDURES AND VOLUNTARY PARTICIPATION

If you don't want to be in this study, you don't have to participate. Remember, being in this study is up to you and no one will be upset if you don't want to participate or even if you change your mind later and want to stop. You are free to refuse to answer any question, or to completely withdraw from participation at any time.

CONFIDENTIALITY

All of your records about this research study will be kept locked up so no one else can see them. A list of participants, kept in a locked file at the Criminal and Juvenile Justice Consortium, is only accessible to those researchers working on the study. All identifying information will be removed after the information is gathered. You are free to refuse to answer any question, or to completely withdraw from participation at any time.

PERSON TO CONTACT

You can ask any questions that you have about the study. If you have a question later that you didn't think of now, you can call Russel K. Van Vleet, MSW (581-3439), or if you have questions regarding your rights as a research subject, or if problems arise which you do not feel you can discuss with the Investigator, please contact the Institutional Review Board Office at (801) 581-3655. Signing your name at the bottom means that you agree to be in this study. You will be given a copy of this form after you have signed it.

Signature of Participant

Date

Signature of Witness

Date

APPENDIX C: ENDORSEMENT LETTER FOR THE MEDIA AWARENESS SURVEY

U.S. Department of Justice

*Paul M. Warner
United States Attorney
District of Utah*

*REPLY TO:
John W. Huber
PSN Coordinator*

*185 South State Street, #400
Salt Lake City, Utah 84111-1506*

*(801) 524-5682
Fax: (801) 524-6924*

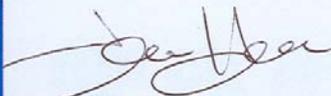
Dear Citizen,

The U.S. Attorneys Office is currently implementing a new federal initiative, Project Safe Neighborhoods. The purpose of this initiative is to help local communities find ways to decrease gun-related criminal activities in their neighborhoods through aggressive law enforcement, prosecution, and community outreach initiatives.

We have enclosed a community awareness survey with this letter and hope you will take 5-7 minutes of your time to complete it. Completing this survey is voluntary and your answers will be kept completely anonymous. The purpose of this survey is to better understand how people across the Wasatch Front view crime in their neighborhoods, what they think should be done to make their neighborhoods safer, and what people's understanding of federal gun laws are.

We have enclosed a postage-paid envelope with the survey for your convenience. When you finish the survey, simply put it in the envelope provided and place it in the mail. Please complete the survey by completely filling in the bubbles for your answer choices with a dark pencil or black pen. We appreciate your time and energy and also value your opinion about these important issues for our community. Thank you in advance for your input.

Sincerely,



JOHN W. HUBER
Project Safe Neighborhoods Coordinator



**PSN
Task Force
Partners**

U. S. Attorney

ATF

FBI

BICE

Utah Attorney
General

Cache County DA

Davis County DA

Salt Lake
County DA

Tooele County DA

Uintah County DA

Utah County DA

Washington
County DA

Weber County
DA

West Valley City
Attorney's Office

Layton Police
Department

Ogden Police
Department

Salt Lake City
Police Department

Tooele Police
Department

West Valley City
Police Department

Salt Lake County
Sheriff

Uintah County
Sheriff

University of Utah

AP&P

BCI

CAT

DPS

APPENDIX D: MEDIA POST-TEST SURVEY



UTAH PROJECT SAFE NEIGHBORHOODS COMMUNITY AWARENESS SURVEY

1. Thank you for agreeing to participate in this survey. The purpose of this survey is to better understand how people in Utah view crime in their neighborhoods, what they think should be done to make their neighborhoods safer, and what their understanding of federal laws are.

2. This survey is completely voluntary and anonymous. DO NOT put your name on the survey.

3. This is not a test. We want to know your opinion about crime-related issues and how you understand some of the laws that are currently in place.

4. All of the questions should be answered by completely filling in one of the answer spaces with a black pen or pencil. If you do not find an answer that fits exactly, use the one that comes the closest. If any question does not apply to you, or you are not sure what it means, just leave it blank. You can skip any question that you do not wish to answer.

1. Are you:

Female

Male

2. What is your age?

15-19 41-50

20-25 51-60

26-30 61-70

31-40 71+

3. Please choose the ONE answer that BEST describes what you consider yourself to be.

White, not of Hispanic Origin

Latino or Hispanic

African American, or Black

Asian

American Indian/Native American

Pacific Islander

Other (Please Specify) _____

4. What is the zip code where you live? Please write the numbers and darken the circles for your zip code.

1	<input type="radio"/>				
2	<input type="radio"/>				
3	<input type="radio"/>				
4	<input type="radio"/>				
5	<input type="radio"/>				
6	<input type="radio"/>				
7	<input type="radio"/>				
8	<input type="radio"/>				
9	<input type="radio"/>				
0	<input type="radio"/>				

5. How do you perceive gun crime along the Wasatch Front over the past 1 year? (Please mark the response that BEST fits your opinion).

There seems to be an increase in gun-related crime.

Gun-related crime has stayed the same.

There seems to be a decrease in gun-related crime.

6. Mark any of the following that you think are directly affected when a gun crime occurs and is prosecuted.

The offender

The victim

The offender's family and friends

The victim's family and friends

The local neighborhood and community

The next set of questions asks some background information. Please answer with "YES", "NO", or "DON'T KNOW".	YES	NO	DON'T KNOW
1. Have you ever been a victim of a crime?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2. Have you ever been the victim of a gun-related crime?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3. Have you ever been prosecuted for a gun-related crime?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4. Do you own a firearm?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5. Do people convicted in federal court spend more time in prison than those convicted in state courts?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6. Do you believe that harsher sentences deter future criminal offending?	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>



31121

This set of questions asks about your opinion of current gun-related laws. Please answer with "TRUE", "FALSE", OR "I DON'T KNOW".	I DON'T KNOW		
	TRUE	FALSE	
1. If you are convicted of a federal gun crime, there is no possibility of parole.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
2. It is illegal for someone convicted of a domestic violence offense to have a firearm.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
3. Current laws allow people to have stolen guns and ammunition.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
4. People may use their names to purchase guns for other people.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
5. You may be prosecuted if you give a gun to a minor who then uses that gun to commit a crime.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
6. Felons who are caught using, possessing, or carrying a gun will get at least 5 years in federal prison if convicted.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
7. If you sell or give a gun to a felon or illegal alien, you can go to a federal prison for up to 10 years.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Where have you seen or heard messages about gun crimes such as "Hard Facts" or "Project Safe Neighborhood" (PSN) advertisements and/or news stories? Please mark where and how often below.	NEVER	RARELY	SOMETIMES	OFTEN	VERY OFTEN
News stories: TV, radio, or newspaper	<input type="radio"/>				
Advertisements: Public service announcements, radio, or TV	<input type="radio"/>				
Billboards	<input type="radio"/>				
Movie theatres	<input type="radio"/>				
Websites	<input type="radio"/>				
Other sources: Community events, posters, firearm vendors	<input type="radio"/>				

APPENDIX E: OFFENDER NOTIFICATION PRE TEST

Offender Notification Pre-test

Offender Number _____

Date _____

Please answer the following questions according to your knowledge on gun-related laws that **apply to you as a felon**. Please answer with “True”, “False”, or “Don’t Know”.

Questions Related to Gun Laws for Felons	True	False	Don't Know
If you are convicted of a federal gun crime, there is no possibility of parole.			
A felon must actually shoot a gun during a crime in order to be prosecuted federally.			
A felon may own a firearm or hunting rifle after their sentence has been served.			
If a gun or ammunition is found in a car where one of the passengers has been convicted of a felony, all passengers may be prosecuted for a federal gun crime.			
If you have been convicted of a domestic violence offense, or have a protective order against you it is illegal to possess a firearm.			
Current laws allow people to possess stolen guns and ammunition.			
You may be prosecuted for a federal crime if you give a gun to a minor who then uses that gun to commit a crime.			
People may use their names to purchase guns for other people.			
In Utah, an average of one person per day is sentenced to federal prison for gun related crimes.			
Felons who are caught using, possessing, or carrying a gun could get at least 5 years in federal prison if convicted.			
If you sell or give a gun to a felon or illegal alien, you can go to a federal prison for up to 10 years.			
It is legal to alter or change a firearm so it fires automatically.			
Current laws allow people to give or sell a gun to a drug user.			

Please answer the following scenarios according to your knowledge on gun-related laws that **apply to you as a felon**. Please answer with “True”, “False”, or “Don’t Know”.

Scenarios	True	False	I Don't Know
If you buy a gun for your son or daughter, but don't keep it yourself you can be prosecuted for a federal crime.			
If you live with someone who has firearms in a locked case, you as a felon can be prosecuted for a federal crime.			
If you have one bullet in your house, but it isn't yours you can be prosecuted for a federal crime.			
If you are a felon and go hunting with a family member, but you don't touch the gun you can not be prosecuted for a federal crime			
If you are in a car with a friend and they have a gun or bullets in the car be prosecuted for a federal crime, even if you did not know they had the gun or bullets.			
If you go to a friend's house and someone there has a gun, even if you don't know it, and the police or your parole officer come over you can be prosecuted for a federal crime.			

APPENDIX E: OFFENDER NOTIFICATION POST TEST

Offender Notification Post-test

Offender Number _____

Date _____

Please answer the following questions according to your knowledge on gun-related laws that **apply to you as a felon**. Please answer with “True”, “False”, or “Don’t Know”.

Questions Related to Gun Laws for Felons	True	False	Don't Know
If you are convicted of a federal gun crime, there is no possibility of parole.			
A felon must actually shoot a gun during a crime in order to be prosecuted federally.			
A felon may own a firearm or hunting rifle after their sentence has been served.			
If a gun or ammunition is found in a car where one of the passengers has been convicted of a felony, all passengers may be prosecuted for a federal gun crime.			
If you have been convicted of a domestic violence offense, or have a protective order against you it is illegal to possess a firearm.			
Current laws allow people to possess stolen guns and ammunition.			
You may be prosecuted for a federal crime if you give a gun to a minor who then uses that gun to commit a crime.			
People may use their names to purchase guns for other people.			
In Utah, an average of one person per day is sentenced to federal prison for gun related crimes.			
Felons who are caught using, possessing, or carrying a gun could get at least 5 years in federal prison if convicted.			
If you sell or give a gun to a felon or illegal alien, you can go to a federal prison for up to 10 years.			
It is legal to alter or change a firearm so it fires automatically.			
Current laws allow people to give or sell a gun to a drug user.			

Please answer the following scenarios according to your knowledge on gun-related laws that **apply to you as a felon**. Please answer with “True”, “False”, or “Don’t Know”.

Scenarios	True	False	I Don't Know
If you buy a gun for your son or daughter, but don't keep it yourself you can be prosecuted for a federal crime.			
If you live with someone who has firearms in a locked case, you as a felon can be prosecuted for a federal crime.			
If you have one bullet in your house, but it isn't yours you can be prosecuted for a federal crime.			
If you are a felon and go hunting with a family member, but you don't touch the gun you can not be prosecuted for a federal crime			
If you are in a car with a friend and they have a gun or bullets in the car be prosecuted for a federal crime, even if you did not know they had the gun or bullets.			
If you go to a friend's house and someone there has a gun, even if you don't know it, and the police or your parole officer come over you can be prosecuted for a federal crime.			

APPENDIX F: CONSENT TO PARTICIPATE IN OFFENDER NOTIFICATION RESEARCH

PURPOSE OF RESEARCH

We are inviting you to take part in a research study conducted by the Criminal and Juvenile Justice Consortium of the University of Utah and funded by the Department of Justice on the Project Safe Neighborhoods (PSN) national initiative. The purpose of this study is to reduce gun crime in the United States by networking existing local programs that target gun crime and providing those programs with additional tools necessary to be successful. Specifically, this part of the study is researching if people with felony charges are aware of the laws they must follow as felons related to guns and ammunition and if they re-offend.

PROCEDURES

If you choose to participate in this study, you will be asked to take part in a written pre-test and post test which will take approximately 10 minutes. The pre-test will be given after your release from incarceration and the post test will be given after you attend a mandatory offender notification meeting which informs you of the laws and consequences for you concerning firearms and ammunition now that you have felony charges. **It is mandatory that you attend the meeting for your parole requirements, but not mandatory that you participate in the pre and post test.** If you choose not to participate, it can in no way be held against you by your parole officer and it will not effect your release status or parole requirements in any way. In order to track your pre test and your post test your offender number will be used, as well as to track recidivism with guns and ammunition, however, your name will not be identified and there will be no way to connect your responses to you as a person.

RISKS

Since this is confidential, the risks of participation are minimal. Perhaps one risk is that you may feel distressed by taking the pre and post test and you may choose to not answer any of the questions or quit the test at any time. Again, if you choose not to participate, it can in no way be held against you by your parole officer and it will not effect your release status or parole requirements in any way.

BENEFITS

The benefit of participation is that information provided by you will be used to help evaluate the effectiveness of the offender notification and that you have been informed of the laws that are applicable to you now that you have felony charges and the potential for you to be prosecuted

federally if you violate those laws. Additionally, you are helping us to research the effect of Project Safe Neighborhoods and attempt to reduce gun violence in the United States.

ALTERNATIVE PROCEDURES AND VOLUNTARY PARTICIPATION

If you don't want to be in this study, you don't have to participate. Remember, being in this study is up to you and no one will be upset if you don't want to participate or even if you change your mind later and want to stop.

CONFIDENTIALITY

All of your records about this research study will be kept by researchers at the University of Utah Criminal and Juvenile Justice Consortium, not the Adult Parole and Probation Office. Your tests will be kept in a locked cabinet so no one else can see them. In order to track your pre test and your post test your offender number will be used, as well as to track recidivism with guns and ammunition, however, your name will not be identified and there will be no way to connect your responses to you as a person.

PERSON TO CONTACT

You can ask any questions that you have about the study. If you have a question later that you didn't think of now, you can call Russel K. Van Vleet, MSW (581-3439), or if you have questions regarding your rights as a research subject, or if problems arise which you do not feel you can discuss with the Investigator, please contact the Institutional Review Board Office at (801) 581-3655. Signing your name at the bottom means that you agree to be in this study. You will be given a copy of this form after you have signed it.

Signature of Participant

Date

Signature of Witness

Date

APPENDIX G: TIMELINE TEMPLATE



PSN Partnership Timeline

Accomplishment	Brief Description	Total Man Hours	Start Date	End Date	Total Cost	Collaborative Agencies

APPENDIX G: TIME LINE INSTRUCTION SHEET

The ultimate goal of PSN is to reduce firearm crimes and violence. However, research has shown that it may take many years to see a significant change in this kind of distal outcome⁶⁶. This is why it is crucial to document intermediate outcomes. Documenting PSN grantees' accomplishments will help us identify changes that have occurred in the community that are often an early predictor of decreases in community level indicators, such as official rates of homicides, aggravated assaults, and accidental firearm injuries⁶⁷.

Instructions:

Please fill out the accompanying Timeline Grid with the major activities of your group since PSN funding began, including:

1. The accomplishment.
2. A brief description of the accomplishment: Why it was important? What happened as a result? Is this the first time it happened?
3. Total man hours (if can be estimated).
4. The date the accomplishment began.
5. The date the accomplishment ended, if it is not an ongoing activity.
6. The PSN partners involved.

The cells of the table will expand if they are not large enough to accommodate your information. You are also welcome to add more entry fields.

Examples:

There are several broad categories of accomplishments that you may want to document, such as community changes (new or modified programs, policies, or practices), resources generated, services provided, and media attention received⁶⁸. These are just a few examples of the kind of work your organization may have done with PSN. This list is by no means exhaustive, it should merely be used as a starting place to help you recall and record your agency's many contributions to PSN.

The following is a list of example entries that we have compiled from PSN partnering agencies that fit within some of the broad accomplishment categories.

1. Community Change – a new or modified program, policy, or practice

Accomplishment	Brief Description	Total Man Hours	Start Date	End Date	Collaborative Agencies
USAO held Gun Summits in every Utah County	PSN Coordinator John Huber traveled to every Utah County to facilitate successful prosecutions in state courts of gun crimes and increase referrals of appropriate cases to the USAO	80	2/3/04	3/23/04	Utah Prosecution Council, USAO
Created banner in UDC F-track database to identify ATF-interested cases	The Banner is a program that will identify UDC dangerous three times convicted felons. The Banner is a good program because those law enforcement agencies in the state of Utah that have access to F-Track will be able to identify dangerous offenders in the community. The Banner would read something to the effect: "Contact ATF If Firearms/Ammunition Is Discovered."		TBA	ongoing	UDC, AP&P, ATF, DPS, FBI, USAO, BCI, SLC Corporation, Alta Town Marshall, ICE, UT AG, PDs: SLC, WVC, Layton, Taylorsville, Ogden, Tooele, DAs: Salt Lake, Davis, Cache, Utah, Washington, Weber, Sheriffs: Uintah, Tooele, Davis, Duchesne

⁶⁶ The Kansas University Work Group on Health Promotion and Community Development (2002). *CTB Training Curriculum*. Lawrence, Kansas: University of Kansas

⁶⁷ Fawcett, S. B., Lewis, R. K., Paine-Andrews, A., Francisco, V. T., Richter, K. P., et al. (1997). Evaluating community coalitions for prevention of substance abuse: The case of Project Freedom. *Health Education and Behavior*, 24 (6), 812-828.

⁶⁸ The Community Toolbox, <http://ctb.ku.edu>

Implemented Offender Notification Meetings	Offender Notification Meetings occur twice a month when state parolees are released at AP&P – USAO provides information with AP&P about felon in possession laws to inform them of reincarceration/federal prosecution of state parolees		7/10/03	ongoing	AP&P, USAO,
--	--	--	---------	---------	-------------

2. Service Provided – events that are designed to inform or educate people (classes, workshops)

Accomplishment	Brief Description	Total Man Hours	Start Date	End Date	Collaborative Agencies
ATF held field training in St. George	3 days of training, 1 st day legal by USAO (AUSA’s taught on different aspects of search and seizure, sentencing guidelines), next 2 days were shooting, firearms training, and tactics (building clearing, etc.)		3/1/04	3/4/04	ATF, USAO, FBI, Arson Task Force Investigators, DPS, AP&P, Ogden PD, SLC PD, Tooele DA, Tooele PD, WVCPCD, Layton PD, etc. – entire PSN LE Task Force
PSN Enforcement Training	Training for LE, courses included: Where Do Crime Guns Come From, Firearm Interdiction and Prosecution, Characteristics of Armed Gunmen, Tracing & Crime Gun Analysis, Firearm Identification, Federal Firearm Laws, How Can Adult Probation and Parole Work For You, Case Laws, PSN and Net Working, Preparing Reports For The U.S. Attorney's Office		9/14/04	9/16/04	ATF (sponsored by Int’l Assoc. of Chiefs of Police, National Crime Prevention Council, National District Attorneys Association, USAO)
PSN Task Force attended Free Flix nights	PSN distributed gunlocks and promotional materials (water bottles, etc.) to public on 8 nights at Utah State Fair Park, Liberty Park, and Tolman Park in Bountiful.		6/4/04	7/30/04	USAO, PSN Task Force, Oxygen, WB40

3. Media – radio or television time, PSA’s, newspaper article, brochure or newsletter

Accomplishment	Brief Description	Total Man Hours	Start Date	End Date	Collaborative Agencies
50-minute taped interview with ASUA’s Tolman and Backman	Aired on Clear Channel Broadcasting in the morning		9/14/03	9/14/03	USAO, Oxygen
SLTrib article “‘Predator’ stalks most violent”	Article about PSN Operation Predator program to target most serious career, gun criminals – highlighted Abe Martinez case, offender notification, and billboards		1/24/05	1/24/05	PSN Task Force, USAO, AP&P, ATFE, Oxygen

4. Resources Generated – acquisition of funding through grants, donations, or in-kind gifts

Accomplishment	Brief Description	Total Man Hours	Start Date	End Date	Collaborative Agencies
Reagan Outdoor provides free billboard space across Utah	Have commitment for 240 PSN billboard postings with each remaining at least 2 weeks – total value over \$200,000		12/20/04	ongoing	Oxygen

We hope these examples help, although by no means did we cover examples for all the kinds of agencies who have collaborated on PSN-related activities. Please feel free to call or e-mail the research Project Coordinator Robin Davis (801-585-9228, Robin.Davis@socwk.utah.edu) if you have any questions about your group’s activities. We know that all PSN partners have contributed greatly to the overall success of PSN in Utah and want your unique contributions to be accurately reflected in the intermediate outcomes that are leading to decreased gun violence and increased public safety.

APPENDIX H: LAW ENFORCEMENT TRAINING SURVEY



Utah Project Safe Neighborhood Law Enforcement Training Evaluation

Please circle the appropriate number on a scale from one to ten, ten being the highest and one being the lowest.

#1	What is your overall knowledge level of PSN?	1 2 3 4 5 6 7 8 9 10
#2	How comfortable do you feel utilizing PSN in the arrest process for a case involving a firearm?	1 2 3 4 5 6 7 8 9 10
#3	Do you feel comfortable in the PSN case referral process & preparation?	1 2 3 4 5 6 7 8 9 10
#4	Do you feel comfortable in the PSN case Miranda process?	1 2 3 4 5 6 7 8 9 10
#5	Do you feel comfortable in conducting search warrants according to PSN guidelines?	1 2 3 4 5 6 7 8 9 10
#6	What is your knowledge level on domestic violence arrests and PSN?	1 2 3 4 5 6 7 8 9 10
#7	How familiar are you with "Operation Predator"?	1 2 3 4 5 6 7 8 9 10

#8 How many PSN cases have you been involved with? _____

#9 How successful do you think PSN has been? (Please circle one).

- Extremely successful
- Very successful
- Successful
- Not very successful
- No impact

#10 Do you think it is better to file a case involving firearms through the state or federal system? _____

Why? Please be specific) _____

#11 Who should you call if you have a question or problem concerning the arrest process in a PSN case? _____

#12 Whom should you call if you have a question or problem concerning filing a report or any other paperwork for a PSN case? _____

#13 What would increase the likelihood that you would utilize PSN when you are involved with a case involving firearms? (Please be as specific as possible).

#14 Do you have any other comments? _____

**APPENDIX I : UTAH PSN ACCOMPLISHMENT TIMELINE PROJECT
LIST OF COMMUNITY CHANGES**

Lead (Reporting) Agency	Geographic Region/Jurisdiction	Lead Agency Type (Sector)	Accomplishment	Brief Description	Start Date	Collaborative Agencies
Bureau of Alcohol, Tobacco, Firearms, & Explosives (ATF)	Utah (Statewide)	Law Enforcement	ATF began presenting cases to USAO under auspices of CUFF and ATF Special Agent Rich Kight was assigned to the US Attorney's office to spearhead project CUFF.	Law Enforcement Agencies in the State of Utah have authorized this agent (ATF) to present their case to the United States Attorney's Office	3/1/2000	USAO
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	Project CUFF Implemented		3/1/2000	ATF
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	1st PSN Case Screening Meeting		4/2/2000	PSN LE Task Force
United States Attorney's Office (USAO)	Tooele Co.	PSN Task Force (ALL)	Memorandum of Understanding signed with Tooele County		11/1/2000	Tooele County
United States Attorney's Office (USAO)	Utah Co.	PSN Task Force (ALL)	Memorandum of Understanding signed with Utah County		1/17/2001	Utah County
Uintah County Sheriff	Uintah Co., Daggett Co., Duchesne Co.	Law Enforcement	Hired PSN officer	Hired Sgt. Campbell as part-time deputy on PSN cases - covers all PSN cases from Uintah, Daggett, & Duchesne Counties	8/1/2001	PSN LE Task Force

Lead (Reporting) Agency	Geographic Region/Jurisdiction	Lead Agency Type (Sector)	Accomplishment	Brief Description	Start Date	Collaborative Agencies
Utah Attorney General	Utah (Statewide)	Prosecution	UT Attorney General Office receive PSN money to cross-designate attorney as SAUSA	UT AG use PSN money to cross-designate attorney as SAUSA and prosecute cases federally from the USAO	11/1/2001	USAO
United States Attorney's Office (USAO)	Utah (Statewide)	Prosecution	PSN adopted by all federal judicial districts in USA		11/27/2001	
Bureau of Alcohol, Tobacco, Firearms, & Explosives (ATF)	Utah (Statewide)	Law Enforcement	ATF receives first full time PSN Task Force Officer (Ed Spann) from West Valley City Police Department.	Captain Spann would become the first Task Force Commander.	3/1/2002	PSN LE Task Force; WVC PD
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	1st Law Enforcement Task Force Org. mtg	Law Enforcement Task Force Org. mtg	3/20/2002	PSN LE Task Force
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	1st federal prosecution training for PSN	federal prosecution training at hearing	3/28/2002	
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	New Special Asst US Atty for WVC	John Huber sworn in as part of prosecution team	4/16/2002	WVC
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	1st federal prosecution training on Grand Jury for PSN	federal prosecution training: Grand Jury	4/17/2002	
Bureau of Alcohol, Tobacco, Firearms, & Explosives (ATF)	Utah (Statewide)	Law Enforcement	ATF receives authorization to streamline agency reporting requirements	Streamlining agency reporting requirements was necessary due to the high volume of cases being investigated as part of the PSN initiative.	7/1/2002	

Lead (Reporting) Agency	Geographic Region/Jurisdiction	Lead Agency Type (Sector)	Accomplishment	Brief Description	Start Date	Collaborative Agencies
Duchesne Co. Sheriff	Duchesne Co.	Law Enforcement		Began overtime officer hours to work PSN cases by Duchese Co. sheriffs and AP&P agents, specifically monitoring parolees/probationers for firearms violations	9/1/2002	AP&P, Uintah Co. SO
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	1st time sharing PSN message with Utah Sheriffs Association	PSN presentation @ Utah Sheriffs Association Conference in St. George, UT	9/16/2002	Utah Sheriffs Assoc.
Bureau of Alcohol, Tobacco, Firearms, & Explosives (ATF)	Utah (Statewide)	Law Enforcement	LLE officers who received part- and full-time funding to join PSN LE Task Force gain TFO status and are able to utilize ATF resources to further their cases	Participating members of PSN TF assign officers to part and full time positions at the ATF office investigating Federal Firearms Violations. Task Force Officers (TFO) are deputized by US Marshals Office to do Federal cases. TFOs are able to utilize ATF resources to further their cases.	12/1/2002	PSN LE Task Force; LLE agencies in UT
Park City Police Department	Summit Co.	Law Enforcement	Implemented Police Review Board w/ PSN message for new parolees	Police Review Board - Model copied from Boston P.D. When parolees get out of prison, officers/agencies meet to talk about how they are going to be back on the straight and narrow. Not offend again. Intimidating for them but lets then know what resources are out there to help them. Gives AP&P upper hand to know where these people are living, etc. Incorporated PSN video and materials in meetings	2/1/2003	AP&P, Summit Co. Sheriff
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	1st time sharing PSN message with UT Gang Conference attendees	1st time: UT PSN presents: UT Gang Conf	4/1/2003	UT Gang Conference

Lead (Reporting) Agency	Geographic Region/Jurisdiction	Lead Agency Type (Sector)	Accomplishment	Brief Description	Start Date	Collaborative Agencies
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	WVC SAUSA transition: Huber, Robinson	Two WVC Prosecutors transition to USAO	4/14/2003	WVC Prosecution
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	1st time sharing PSN message @ statewide Domestic Violence Conference	PSN presents to DV Conference, provides PSN DV posters for attendees	6/26/2003	DV Conference
Tooele Co. Attorney	Tooele Co.	Prosecution	Hired PSN investigator	Hired Bob Main, Jr. as the primary PSN investigator.	7/1/2003	PSN LE Task Force
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	Utah Crime Prevention Council named as new PSN partner	Tibby Milne & UCPC named as new PSN Partner; provides input at meetings, spreads PSN message through their network, provides opportunities to share gunlocks and PSN message	7/1/2003	UCPC
West Valley City Media & Administration	Utah (Statewide)	Law Enforcement	Offender Notification Video Filmed and Distributed to AP&P Regions	This is a video that features U.S. Attorney Paul Warner, ATF representative, Rev. Frans Davis and a 4-time convicted felon who did time for gun possession. It is show to felons on their release from prison. Sent to all AP&P Regions in UT.	7/1/2003	USAO, PSN LE Task Force, AP&P
Tooele City Police Department	Tooele City	Law Enforcement	Hired Roger Niesporek as a PSN investigator for Tooele City/County		8/1/2003	
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	1st time sharing PSN message with Utah Municipal Prosec Assoc.	PSN pres: UT Municipal Prosec Assoc.	8/7/2003	UT Municipal Prosecutors Association

Lead (Reporting) Agency	Geographic Region/Jurisdiction	Lead Agency Type (Sector)	Accomplishment	Brief Description	Start Date	Collaborative Agencies
Oxygen Marketing (formerly Selph & Smith)	Wasatch Front	Media	Gateway & Jordan Commons Theatres agree to show PSN ads	PSAs for PSN will be shown pre-movie at 2 area megaplexes. We are first in country to show our message in this type of venue	8/14/2003	Gateway & Jordan Commons Theatres
Tooele Co. Attorney	Tooele Co.	Prosecution	Implemented trainings and continued education for attorneys	Began training attorneys on legal, scientific, and investigative practices as they pertain to PSN.	8/24/2003	
United States Attorney's Office (USAO)	Salt Lake Co.	Prosecution	USAO begins attending Offender Notification Mtgs.	Offender notification (Huber presents) meetings with USAO participation, informing released felons of firearms laws and federal prosecution	8/26/2003	SLCo AP&P
Salt Lake Weed & Seed	Salt Lake Co.	Law Enforcement	Established streamline protocol for prosecution	For prosecution of DV-related offenses; training for SLC law enforcement	9/1/2003	ATF, USAO
Salt Lake Co. Sheriff	Salt Lake Co.	Law Enforcement	Serious Habitual youth offenders who have a gun or ammo will be certified as adults	Project Sentry and SHOCAP developed policy with guidelines on when and how to certify a youth offender as an adult in a federal firearms case	9/1/2003	Project Sentry
Salt Lake Weed & Seed	Salt Lake Co.	Law Enforcement	Secured full-time detective	Secured full-time detective for the PSN Task Force	9/1/2003	PSN LE Task Force
Salt Lake Weed & Seed	Salt Lake Co.	Law Enforcement	Established "firm" partnership with AP&P & began intensive parole and probation supervision to adults living in WSN	Allowed for closer supervision/follow-up of violent offenders, 9 of these offenders found in violation; collaboration with SLCPD, home visits and provision of PSN materials	9/1/2003	AP&P and SL Weed & Seed

Lead (Reporting) Agency	Geographic Region/Jurisdiction	Lead Agency Type (Sector)	Accomplishment	Brief Description	Start Date	Collaborative Agencies
Salt Lake Weed & Seed	Salt Lake Co.	Law Enforcement	W&S Coordinated funding of various LE for PSN activities	Utilize monies for overtime for SLCPD Detectives, AP&P officers, SLCPD School Resource Officers, and the Gang Unit; Allows W&S to leverage existing W&S \$\$ to pay for that effort	9/1/2003	SLCPD, AP&P, SLC School Resource Officers, SLCo Gang Unit
Salt Lake Weed & Seed	Salt Lake Co.	Law Enforcement		Began training and Software for crime mapping	9/1/2003	
Tooele City Police Department	Tooele City	Law Enforcement	Began "Offender Notification" meetings in Tooele	AP&P Office in Tooele conducts Offender Notification meetings with individual parolees/probationers when they show up for their first meeting. Share message of gun laws and restricted persons. Do not allow convicted felons to live in a residence that contains firearms, even if they are in a locked case	9/1/2003	AP&P
Project Sentry	Utah (Statewide)	Community	Coordinator hired	Dave Backman hired as Project Sentry Coordinator	9/1/2003	USAO
West Valley City Media & Administration	Utah (Statewide)	Media	UPSN Web site launched	The Utah Project Safe Neighborhoods Web site contains information about Utah's coordinated effort to keep guns out of the hands of convicted felons as well as provide visitors with a visual link to the Hard Facts advertising campaign that is the public outreach/education part of the program.	9/1/2003	USAO, Oxygen, PSN LE Task Force
Oxygen Marketing (formerly Selph & Smith)	Utah (Statewide)	Media	UT PSN media campaign unveiling and implementation	PSN Media Kickoff Event	9/12/2003	USAO, LE Task Force

Lead (Reporting) Agency	Geographic Region/Jurisdiction	Lead Agency Type (Sector)	Accomplishment	Brief Description	Start Date	Collaborative Agencies
Salt Lake Co. Sheriff	Salt Lake Co.	Law Enforcement	Began the seizure of firearms in relation to the arrest of gang members for PSN prosecution.	The Metro Gang Unit has initiated or assisted other agencies in numerous operations targeting gang members who are conducting illegal firearm activity. Numerous firearms have been recovered and several federal indictments have been secured.	10/1/2003	UDC, Salt Lake County SO, South Jordan PD, West Valley PD, Salt Lake City PD, Midvale PD, South Salt Lake PD, West Jordan PD, US Attorney, FBI, ATF, DPS, Draper PD, US Marshall's, Juvenile Justice System, Murray Pd, Division Youth Corrections
Salt Lake Co. Sheriff	Salt Lake Co.	Law Enforcement	Began tracking and educating at-risk juveniles about PSN.	Metro Gang Detectives in conjunction with the SHOCAP staff have conducted approximately 120 visits tracking and educating at-risk juveniles about Project Safe Neighborhoods and the consequences that can be imposed on juveniles who commit firearms crimes. Used Project Sentry Funding	10/1/2003	SHOCAP, Metro Gang Unit, Project Sentry
PSN Law Enforcement Task Force	Utah (Statewide)	Community	LE Task Force presented to YWCA for the first time on PSN/DV message	Jeff Sarnacki (ATF) and LE Task Force presented @ YWCA, sharing message of PSN and domestic violence. Made aware of statutes pertaining to DV and PO's.	10/1/2003	ATF, YWCA
Layton City PD	Layton	Law Enforcement	Hired full-time PSN investigator	Hired Detective Robert Almgren to work solely on PSN related crimes	11/1/2003	ATF, PSN LE Task Force

Lead (Reporting) Agency	Geographic Region/Jurisdiction	Lead Agency Type (Sector)	Accomplishment	Brief Description	Start Date	Collaborative Agencies
Layton City PD	Layton	Law Enforcement	Began collaboration with COPs and school resource officers	Layton PD began working with Community Oriented Police (COPs) and school resource officers to increase community and student awareness, including use of a "tipline" for students	11/1/2003	
West Valley City Media & Administration	Utah (Statewide)	Media	Printed and began distributing of Hard Fact posters for PSN task force	Printed 11x17 posters for USAO and UPSN Task Force distribution	11/1/2003	USAO, UPSN Task Force
Layton City PD	Wasatch Front	Law Enforcement	Detective Almgren collaborates with various narcotics task forces on cases/investigations	Det. Almgren began working with Davis Co. Metro Narcotics Strike Force, Weber/Morgan MNSF, Salt Lake County MNSF, SLC Narcotics, Utah Co. Metro Narcotics/Major Crimes Strike Force on undercover ops, search/arrest warrants, covert surveillance, etc.	11/1/2003	Davis Co. Metro Narcotics Strike Force, Weber/Morgan MNSF, Salt Lake County MNSF, SLC Narcotics, Utah Co. Metro Narcotics/Major Crimes Strike Force
United States Attorney's Office (USAO)	Utah (Statewide)	Prosecution	1st time sharing PSN message at Federal Sentencing Guidelines Training	USAO presents at Federal Sentencing Guidelines Train.	11/18/2003	
Weber Co. Sheriff	Weber Co.	Law Enforcement	Developed waiver with AP&P to allow sheriff/PD to visit homes of parolees with/without AP&P agent	This agreement led to the implementation of TEAM visits.	12/1/2003	Adult Probation and Parole Ogden Police Department, Morgan County Sheriff Office, Weber County Sheriff's Office, North Ogden Police Department, Roy Police Department

Lead (Reporting) Agency	Geographic Region/Jurisdiction	Lead Agency Type (Sector)	Accomplishment	Brief Description	Start Date	Collaborative Agencies
Oxygen Marketing (formerly Selph & Smith)	Utah (Statewide)	Media	6 "Hard Fact" ads translated to Spanish and running on Galavision	Began sending PSN message through spanish tv media	12/2/2003	
Weber Co. Sheriff	Weber Co.	Law Enforcement	Began "TEAM" visits of parolees with Weber Co.	Field contacts of TEAM offenders through collaboration with AP&P and Weber Co. LE agencies; approx. 100 visits/month. Focus is on high risk violent offenders to improve their compliance and success with probation/parole.	1/8/2004	Adult Probation and Parole, Ogden Police Department, North Ogden Police Department, South Ogden PD, Riverdale Police Department, Roy Police Department, Weber County Sheriff, Ogden Police Department
United States Attorney's Office (USAO)	Utah (Statewide)	Prosecution	USAO becomes Ex Officio member of Utah Prosecution Council	UPC mtg - USAO becomes Ex Officio member; UPC votes to co-sponsor Gun Summit meetings between PSN and county attorney offices	1/9/2004	Utah Prosecution Council (UPC)
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	New PSN Coordinator named	Huber becomes new PSN Coordinator	1/12/2004	
United States Attorney's Office (USAO)	Utah (Statewide)	Prosecution	PSN begins regular submission of articles to UPC e-newsletter	PSN began twice yearly submissions to UPC (Utah Prosecution Council) e-newsletter. All prosecutors and several LE in UT receive newsletter	2/1/2004	UPC
West Valley City Media & Administration	Utah (Statewide)	Media	Web site posts Most Wanted list	The UPSN Most Wanted List on the UPSN Web site was updated to allow task force members to add and remove offenders from the list.	2/1/2004	USAO, UPSN Task Force

Lead (Reporting) Agency	Geographic Region/Jurisdiction	Lead Agency Type (Sector)	Accomplishment	Brief Description	Start Date	Collaborative Agencies
United States Attorney's Office (USAO)	Utah (Statewide)	Prosecution	Began Gun Summits. 1st Gun Summit: Davis County	AUSAs met with local prosecutors to discuss PSN and strategies to achieve felony pleas and stipulated state sentences. Over 3 month period, USAO contacted every and visited 25/29 county attorneys in UT, sharing PSN message	2/3/2004	County Attorneys in: Davis, Cache, Box Elder, Salt Lake, Weber, Morgan, Carbon, Emery, Grand, San Juan, Juab, Millard, Beaver, Iron, Washington, Kane, Garfield, Sevier, Wasatch, Summit, Duchesne, Uintah, Utah, Sanpete, and Tooele counties
Tooele Co. Attorney	Tooele Co.	Community	Advised FFL about PSN	Contacted all FFL; informed them of PSN goals. Provided FFL's with PSN clipboards that share PSN message with gun buyers	2/4/2004	Tooele Co. FFL's
Tooele Co. Attorney	Tooele Co.	Community	Provided clipboards to FFL	Distributed clipboards to FFL holders.	2/4/2004	
Layton City PD	Utah (Statewide)	Law Enforcement	Det. Almgren participated in first-time multi-state firearm search with Box Elder SO	Search for two homicide weapons in Pocatello, ID area with Box Elder Co. SO (Sgt. Dave Murphy) & add'l PSN partners	2/23/2004	Box Elder Co. SO, PSN LE Task Force
PSN Law Enforcement Task Force	Utah (Statewide)	Law Enforcement	Held 1st PSN LE Task Force tactical training in Mesquite/St. George for 20 LEOs	3 days of training. 1st day legal by USAO (AUSA's taught on different aspects of search and seizure, sentencing guidelines), next 2 days were shooting, firearms training, and tactics (building clearing, etc.)	3/1/2004	ATF, USAO, FBI, Arson Task Force Investigators, DPS, AP&P, Ogden PD, SLC PD, Tooele DA, Tooele PD, WVC PD, Layton PD, etc. – entire PSN LE Task Force

Lead (Reporting) Agency	Geographic Region/Jurisdiction	Lead Agency Type (Sector)	Accomplishment	Brief Description	Start Date	Collaborative Agencies
United States Attorney's Office (USAO)	Utah (Statewide)	Prosecution	1st Local prosecutor training @ USAO - USAO presented		3/10/2004	
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	1st time sharing PSN message with UT Chiefs of Police	PSN presents to UT Chiefs/Police Conf	3/24/2004	UT Cheifs of Police
United States Attorney's Office (USAO)	Utah (Statewide)	Prosecution	Mass mailing and phone call campaign to state court judges, informing of PSN	Sent letters to all state trial courts (district & justice) to inform of PSN and advise them to share PSN message with defendants facing felony charges (no longer can own firearms if convicted)	4/1/2004	
Tooele Co. Attorney	Tooele Co.	Community	Provided education on PSN and gun locks at THS	Educated local high school students on gun laws and handed out gun locks.	4/6/2004	Tooele High School
United States Attorney's Office (USAO)	Davis Co.	PSN Task Force (ALL)	1st time sharing PSN message with Davis DV Coalition	PSN presents: Davis DV Coalition	4/15/2004	Davis Domestic Violence Coalition
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	1st time sharing PSN message @ UT Crime Victims Conference	PSN presents: Ut Crime Vics Confere	4/22/2004	
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	1st time PSN presentation @ UDC Fred House Academy	PSN presents: Fred House Corrections Academy	4/27/2004	Utah Dept. of Corrections
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	1st time PSN training of DWR	PSN trains Div Wildlife Resources	5/19/2004	DWR
Project Sentry	Utah (Statewide)	Prosecution	Federal Juvenile Prosecutions Seminar	USAO sponsored well-attended training, national director of Project Sentry, Nancy Oliver, presented	6/1/2004	Dept. of Justice

Lead (Reporting) Agency	Geographic Region/Jurisdiction	Lead Agency Type (Sector)	Accomplishment	Brief Description	Start Date	Collaborative Agencies
Weber Co. Sheriff	Weber Co.	Law Enforcement	Began regular ongoing training of new officers that join TEAM (due to turnover in TEAM members)	AP&P Agent Rob Nolen conducted training for officers who would be conducting TEAM visits on parolees. Consists of briefings, review of parameters for search/privacy of parolees, and ride alongs with seasoned members	6/1/2004	Adult Probation and Parole, Ogden Police Department, North Ogden Police Department, South Ogden PD, Riverdale Police Department, Roy Police Department, Weber County Sheriff, Ogden Police Department
United States Attorney's Office (USAO)	Wasatch Front	Community	Began free gun locks distribution at Friday Night Flix community movie screenings	PSN distributed gunlocks and promotional materials (water bottles, etc.) to public on 8 nights at Utah State Fair Park, Liberty Park, and Tolman Park in Bountiful	6/4/2004	
Salt Lake Co. Sheriff	Salt Lake Co.	Law Enforcement	Created pamphlet to educate parents and youth	An educational tri-fold pamphlet has been handed out during visits to help educate the parents and youth regarding consequences regarding juveniles committing crimes with guns. Describes Project Sentry & SHOCAP	7/1/2004	Project Sentry, SHOCAP
Utah Council for Crime Prevention	Utah (Statewide)	Community	UCCP received PSN funding and began incorporating PSN message and gun locks in their vast network of anti-crime ties in the state	UCCP shares PSN message through several media outlets and at sundry community events, providing information and materials to interested parties (education, community, parents, etc.); formalized and improved partnership began a year ago; funding allowed for increased dissemination of PSN message/materials	7/1/2004	Utah State PTA Convention, Cedar City Community Anti-Drug/Violence Event, National Nights Out, Health and Safety Fairs

Lead (Reporting) Agency	Geographic Region/Jurisdiction	Lead Agency Type (Sector)	Accomplishment	Brief Description	Start Date	Collaborative Agencies
United States Attorney's Office (USAO)	Salt Lake Co.	PSN Task Force (ALL)	SL County Resolution	Announces support for PSN	7/20/2004	
Davis County Attorney's Office	Davis Co.	Prosecution	Davis Co. Atty's Office funded to have prosecutors cross-designated as SAUSA's and work on federal cases from Davis Co.	New partnership resulted in Co. Atty's office reviewing all gun cases for possible federal involvement (& prosecuting those that meet criteria) and negotiating state cases with the threat of federal filing hanging over them.	9/1/2004	USAO
Salt Lake Weed & Seed	Salt Lake Co.	Law Enforcement	Implemented Violent Juvenile Offender Re-entry Program	Developed/implemented Youth version of Offender Notification to provide PSN information and supervision to violent youth offenders in W&S areas; AP&P, W&S, Juvenile Probation & Courts, JJS, SHOCAP all partners. Program is limited due to small number of incarcerated youth.	9/1/2004	AP&P, Juvenile Probation & Courts, JJS, SHOCAP
Salt Lake Weed & Seed	Salt Lake Co.	Community	Published "The Dirt" & distributed 1,000 copies	Resource guide for teens, designed by teens; 4 pages devoted to Project Sentry; 1,000 booklets were printed and delivered to teens (ages 14-20) throughout Salt Lake City	9/1/2004	Project Sentry, Over 20 youth agencies
Salt Lake Weed & Seed	Salt Lake Co.	Law Enforcement	Collaborated with SLCPD's Pioneer Patrol	Worked with AP&P and other PSN partners to locate and assist reentry offenders; increased participation in Exit Interviews of AP&P clients	9/1/2004	USAO, Murray PD, SL Co Sheriff, W Jordan PD, Duchesne County Sheriff, & SLC PD

Lead (Reporting) Agency	Geographic Region/Jurisdiction	Lead Agency Type (Sector)	Accomplishment	Brief Description	Start Date	Collaborative Agencies
United States Attorney's Office (USAO)	Northern Utah	PSN Task Force (ALL)	1st time PSN presentation @ Northern Utah 2004 Gang and Youth Violence Conference in Ogden	John Huber presented on PSN and importance of deterrence, and the consequences if charged in the federal system.	9/8/2004	Northern Utah Gang and Youth violence groups
PSN Law Enforcement Task Force	Utah (Statewide)	Law Enforcement	Began receiving referrals of PSN cases from UHP		10/1/2004	Utah Highway Patrol (UHP)
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	1st time PSN Presentation to Western Corrections Assoc.	Huber presents to UT Corrections Assoc./ Western Corrections Assoc. Conference; Canyons Resort, UT	10/5/2004	UT/Western Corrections Associations
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	1st time PSN Presentation at UT Drug Endangered Childrens Conference	Huber/Harms to Utah Drug Endangered Children Conference, Salt Lake City	10/6/2004	UT Drug Endangered Childrens Groups
PSN Law Enforcement Task Force	Utah (Statewide)	PSN Task Force (ALL)	Improved communication between partners leading to quicker turn-around time from indictment to arrest and fewer fugitives	USAO office has cell phones for atty's working PSN cases; created intranet for use with Weed & Seed technological input	11/1/2004	USAO

Lead (Reporting) Agency	Geographic Region/Jurisdiction	Lead Agency Type (Sector)	Accomplishment	Brief Description	Start Date	Collaborative Agencies
Salt Lake Co. Sheriff	Salt Lake Co.	Community	Implemented a PSN presentation that is given to the community.	Metro Gang Unit Detectives continue to average ten "Gang 101" presentations throughout the community that include a section for PSN.	12/1/2004	DOC, Salt Lake County SO, South Jordan PD, West Valley PD, Salt Lake City PD, Midvale PD, South Salt Lake PD, West Jordan PD, US Attorney, FBI, ATF, DPS, Draper PD, US Marshall's, Juvenile Justice System, Murray Pd, Division Youth Corrections, Project Sentry
PSN Law Enforcement Task Force	Utah (Statewide)	Law Enforcement	Collaboration with CVR and legal aide on DV	Began partnership with CVR and Legal Aide. They send protective orders to task force if there has been a threat of DV with a firearm	12/1/2004	Crime Victim Reparations (CVR), Legal Aide
PSN Law Enforcement Task Force	Salt Lake Co.	Law Enforcement	Began Distribution of business cards to offenders on home visits that contain PSN message and laws	AP&P Agents and SHOCAP distribute PSN business cards with laws on them to offenders during home visits - Friday night visits (planning expansion to Ogden)	1/1/2005	AP&P, SCHOCAP
Salt Lake Co. Sheriff	Salt Lake Co.	Law Enforcement	Hired part-time data analyst to support intelligence gathering and mapping	Data analyst streamlines information sharing among PSN partners, contributes to investigations, prosecutions, etc. through mapping and compilation of charts, etc.	1/1/2005	
Bureau of Alcohol, Tobacco, Firearms, & Explosives	Utah (Statewide)	Law Enforcement	Lori Dyer named new ATF Resident Agent in Charge		1/1/2005	

Lead (Reporting) Agency	Geographic Region/Jurisdiction	Lead Agency Type (Sector)	Accomplishment	Brief Description	Start Date	Collaborative Agencies
(ATF)						
PSN Law Enforcement Task Force	Utah (Statewide)	Law Enforcement	New Task Force member assigned from SLCPD	We have also had improved support from Salt Lake City Police as Detective Stefhan Bennett has been assigned fulltime to the taskforce.	1/1/2005	SLCPD
United States Attorney's Office (USAO)	Utah (Statewide)	Prosecution	Added additional AUSA to prosecute some PSN cases	Added Drew Yeates to prosecute PSN cases as AUSA	1/1/2005	
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	Began PSN task force focus on "armed criminal career" enhancement: called "Operation Predator."	Prosecution and LE will focus on finding and prosecuting "Armed criminal career" enhancement for offenders with 3 prior (violent or drug) felony convictions, will result in 15 year minimum sentence; "Operation Predator" focuses on worst reoffenders, list top 15 and distribute to all LE	1/1/2005	PSN LE Task Force

Lead (Reporting) Agency	Geographic Region/Jurisdiction	Lead Agency Type (Sector)	Accomplishment	Brief Description	Start Date	Collaborative Agencies
Salt Lake Co. Sheriff	Salt Lake Co.	Law Enforcement	Initiated operation "Guns-N-Drugs"	The Metro Gang Unit initiated operation "Guns-N-Drugs" to target an original gangster of Tiny Oriental Posse, one of the most active and violent gangs in the Salt Lake Valley. Information was cultivated concerning firearms and a meth distribution cell operating in Salt Lake and Wyoming. A search warrant was served at a Kearns residence where an operational lab was encountered and several ounces of meth, 3 firearms including an operational AK-47, a SKS "UZI" type rifle and a .380 handgun were seized. Thousands of rounds of ammunition were also taken.	2/1/2005	Metro Gang Unit, Wyoming PD
Tooele Co. Attorney	Tooele Co.	Community	Contacted each agency in county about PSN	Spoke to each agency in Tooele County about the benefits of PSN.	2/2/2005	
PSN Law Enforcement Task Force	Carbon Co., Emery Co., Grand Co.	Law Enforcement	LE task force visited counties to distribute clipboards, gunlocks and invite to 1st statewide LE training		3/9/2005	Agencies visited included Carbon Co Sheriff, Emery Co. Sheriff, Grand Co. Sheriff, Price City PD, Moab City PD, UHP in Green River
United States Attorney's Office (USAO)	Utah (Statewide)	Community	Distribution of Clipboards to FFL's with PSN message and laws	Lie & Buy Press Event held with distribution of new FFL clipboards to use when individuals purchase firearms. Presents PSN message and laws	3/11/2005	

Lead (Reporting) Agency	Geographic Region/Jurisdiction	Lead Agency Type (Sector)	Accomplishment	Brief Description	Start Date	Collaborative Agencies
PSN Law Enforcement Task Force	Utah (Statewide)	Community	LE Task Force distributed gun locks and clipboards to FFLs at Sportsman Show, 7,000 gunlocks		3/12/2005	
PSN Law Enforcement Task Force	Utah (Statewide)	Law Enforcement	Implemented "banner" in O-track database to inform LE of persons/cases to notify ATF on	Collaboration between UDC (AP&P), LE Task Force, Local LE, DPS (can access through UCJIS database), ATF, etc. to develop a flag in criminal databases (O-track primarily) to mark persons who are of interest to ATF as PSN cases - creatin of banner still in progress	4/1/2005	AP&P, DPS, ATF, etc.
Tooele Co. Attorney	Tooele Co.	Law Enforcement	Trained UHP in Tooele	Provided training on federal gun laws to local UHP officers.	4/14/2005	UHP
Tooele Co. Attorney	Tooele Co.	Media	Worked with local newspaper for the first time to increase awareness of PSN in Tooele	Did article in Tooele Transcript Bulletin.	4/14/2005	Tooele Transcript (Newspaper)
Bureau of Alcohol, Tobacco, Firearms, & Explosives (ATF)	Utah (Statewide)	Law Enforcement	ATF staff created Predator "Watch List" identifying 20 individuals who qualify as Predator Candidate.	The list is distributed to local LE agencies and published in the Metro Gang Bulletin. ULEIN (Utah Law Enforcement Information Network) implements "flagging" candidates on the watch list in their system. Also UCJIS (Utah Criminal Justice Information System) is working on implementing a method to do the same in their system (not yet implemented).	5/1/2005	PSN LE Task Force

Lead (Reporting) Agency	Geographic Region/Jurisdiction	Lead Agency Type (Sector)	Accomplishment	Brief Description	Start Date	Collaborative Agencies
PSN Law Enforcement Task Force	Utah (Statewide)	Law Enforcement	Implemented "flag" in ULEIN database used by DPS, DWR, and intelligence to ID "operation predator" offenders	"Flag" in ULEIN used in similar way as "banner" in O-track database, to indicate to LLE to contact ATF if certain offenders are apprehended.	5/1/2005	
PSN Law Enforcement Task Force	Utah (Statewide)	Law Enforcement	1st Training of DPS on PSN message	30 investigators attended (Rob Jack)	5/1/2005	
PSN Law Enforcement Task Force	Utah (Statewide)	Law Enforcement	Implemented computer based automatic training/refresher for UHP Troopers	Computerized PSN message/tutorial appears on new UHP Troopers laptops when activated, weekly messages sent to troopers	5/1/2005	
West Valley City Media & Administration	Utah (Statewide)	Community	Implemented 1-866-866-FACT	Activated 1-800 # that is included in the overall media messages. Currently phone only has capacity to provide information to callers about PSN, but will include in the future possibility of leaving message on gun-related stories.	5/1/2005	
PSN Law Enforcement Task Force	Utah (Statewide)	Law Enforcement	Held first LE Task Force Training Event (non tactical) for all LE agencies in the state to attend (not limited to existing task force members)	Held first LE task force training event @ Stonebridge Golf Course in WVC. Offered travel scholarships to rural partners, covered legal oriented training on how to find and document possible PSN cases. 124 LEOs attended; 1st shared "Operation Predator" message with LE & showing officers when to Miranda and how to write report (make it easier to get case through to USAO)	5/10/2005	

Lead (Reporting) Agency	Geographic Region/Jurisdiction	Lead Agency Type (Sector)	Accomplishment	Brief Description	Start Date	Collaborative Agencies
PSN Law Enforcement Task Force	Ogden	Law Enforcement	Opened LE Task Force satellite office in Ogden with in house ATF agent	Opened T-line so reports can be done onsite, work with Weber Co. Task Force in same office (Hansen (Ogden PD), Almgren (Layton PD), Embley (ATF))	6/1/2005	ATF, Ogden PD, Layton PD
Salt Lake Co. Sheriff	Salt Lake Co.	Law Enforcement	Participating in new program	The Metro Gang Unit will team with the PSN Task Force to support operation "Predator".	6/1/2005	Metro Gang Unit, ATF, AP&P, USAO
PSN Law Enforcement Task Force	Salt Lake Co.	Law Enforcement	Began handing out PSN business cards @ Offender Notification Meetings	Modified Offender Notification Mtgs. To include handing out business cards with PSN message and laws on them. Allows offender to take the message with them.	6/14/2005	AP&P, USAO
United States Attorney's Office (USAO)	Utah (Statewide)	Law Enforcement	1st PSN case referral from National Park Service	National Park Service referred case to PSN: felon in possession in Glen Canyon Nat'l Recreation Area	7/1/2005	National Park Service
Project Sentry	Utah (Statewide)	Law Enforcement	Implemented statewide training program to educate LE on juvenile prosecution guidelines	Began statewide effort at educating LE on Project Sentry criteria for federal, adult prosecution of juvenile offenders. First session incorporated with PNS LE Task Force statewide training.	9/7/2005	PSN LE Task Force, USAO
United States Attorney's Office (USAO)	Utah (Statewide)	PSN Task Force (ALL)	LE Task Force & USAO to present to UT Narcotics Officers Association Conference for the first time	LE Task Force & USAO have 2 hours of 2 day conference to share PSN message and train on PSN issues to Utah Narcotics Officers Association @ their conference	9/29/2005	UT Narcotics Officers Association

**APPENDIX J: PERCENT OF OFFENDERS ANSWERING PRE- AND POST-TEST
OFFENDER NOTIFICATION SURVEY QUESTIONS CORRECTLY**

<i>Survey Item</i>	<i>Percent Answering Correctly</i>	
	<i>Pre-Test</i>	<i>Post-Test</i>
Q1. If you are convicted of a federal gun crime, there is no possibility of parole.	16%	74%
Q2. A felon must actually shoot a gun during a crime in order to be prosecuted federally.	96%	100%
Q3. A felon may own a firearm or hunting rifle after their sentence has been served.	84%	100%
Q4. If a gun or ammunition is found in a car where one of the passengers has been convicted of a felony, all passengers may be prosecuted for a federal gun crime.	32%	28%
Q5. If you have been convicted of a domestic violence offense, or have a protective order against you it is illegal to possess a firearm.	52%	93%
Q6. Current laws allow people to possess stolen guns and ammunition.	93%	95%
Q7. You may be prosecuted for a federal crime if you give a gun to a minor who then uses that gun to commit a crime.	83%	95%
Q8. People may use their names to purchase guns for other people.	79%	93%
Q9. In Utah, an average of one person per day is sentenced to federal prison for gun related crimes.	52%	79%
Q10. Felons who are caught using, possessing, or carrying a gun could get at least 5 years in federal prison if convicted.	88%	96%
Q11. If you sell or give a gun to a felon or illegal alien, you can go to a federal prison for up to 10 years.	70%	93%
Q12. It is legal to alter or change a firearm so it fires automatically.	52%	51%
Q13. Current laws allow people to give or sell a gun to a drug user.	82%	89%
Q14. If you buy a gun for your son or daughter, but don't keep it yourself you can be prosecuted for a federal crime.	50%	82%
Q15. If you live with someone who has firearms in a locked case, you as a felon can be prosecuted for a federal crime.	47%	86%
Q16. If you have one bullet in your house, but it isn't yours you can be prosecuted for a federal crime.	73%	96%
Q17. If you are a felon and go hunting with a family member, but you don't touch the gun you can not be prosecuted for a federal crime.	45%	46%
Q18. If you are in a car with a friend and they have a gun or bullets in the car you can be prosecuted for a federal crime, even if you did not know they had the gun or bullets.	69%	95%
Q19. If you go to a friend's house and someone there has a gun, even if you don't know it, and the police or your parole officer come over you can be prosecuted for a federal crime.	64%	93%

APPENDIX K: OFFENSES QUERIED FROM UTAH STATE COURT DATABASE

Utah Criminal Code	Offense Description
76-10-1507(2)	POSSESSION OF WEAPON IN/ON TERMINAL/BUS
76-10-503	PURCH/POSS DANGEROUS WEAPON
76-10-503(1B)	PURCHASE OR POSSESSION OF DANGEROUS WEAP
76-10-503(2)(A)	POSSESSION OF A DNGR WEAP BY RESTRICTED
76-10-503(2)(B)	POSSESSION OF A DNGR WEAP BY RESTRICTED
76-10-503(3A)	UNLAW PERS POSS/PURCH/TRANS HANDGUN
76-10-504	CARRYING CONCEALED DANGEROUS WEAPON
76-10-504(1)	CARRYING A CONCEALED DANGEROUS WEAPON
76-10-505	CARRYING LOADED FIREARM IN VEH/ON STREET
76-10-505.5	POSSESS FIREARM ON SCHOOL PREMISES
76-10-505.5(2A)	POSSESS FIREARM ON SCHOOL PREMISES
76-10-505.5(2B)	POSSESS FIREARM ON SCHOOL PREMISES
76-10-506	THREAT/USE OF DANGEROUS WEAPON IN FIGHT
76-10-507	POSSESS DEADLY WEAPON W/ INTENT TO ASLT
76-10-508	DISCHARGING A FIREARM FROM A VEHICLE
76-10-508(1)(A)(VII)	DISCHARGE FIREARMW/O WRITTEN PERMISSION
76-10-508(2)	ILLEGAL DISCHARGE OF A FIREARM
76-10-508(A)	DISCH FIREARM TOWARD HOUSE/BUILDING
76-10-509.4	POSSESSION OF CERTAIN WEAPONS BY MINORS
76-10-509.5	PROVIDING WEAPONS TO MINORS
76-10-509.9	SALE OF FIREARMS TO JUVENILES
76-10-522	ALTER NUMBER ON PISTOL/REVOLVER
76-10-526	BACKGROUND CHECK PRIOR TO PURCH HANDGUN
76-10-528	POSSESS DANGEROUS WEAPON U/INFL ALC/CS
76-10-529(2)	POSSESS WEAPON/FIREARM/EXPLOS @ AIRPORT
76-10-530	TRESP W/ FIREARM IN HOUSE OF WORSHIP/PRI
76-3-203	DANGEROUS WEAPON PENALTY ENHANCEMENT
76-5-103	AGGRAVATED ASSAULT
76-5-103.5	AGGRAVATED ASSAULT BY PRISONER
76-5-202	AGGRAVATED MURDER
76-5-302	AGGRAVATED KIDNAPPING
76-6-203	AGGRAVATED BURGLARY
76-6-302	AGGRAVATED ROBBERY
76-8-311.1	TRANSPORT WEAPON/AMMO/ETC - SECURE FCLTY
76-8-311.3(4C)	POSSESS WEAPON IN CORRECTIONAL FACILITY
76-9-301(3)	AGGRAVATED CRUELTY TO ANIMALS
78-7-6	TRANSPRT WPN TO SECURE AREA/JUDICL CNSL
R651-612	POSSESS/USE FIREARM IN STATE PARK
R657	SHOOTING AFTER LEGAL HOURS
WR034	UNLAW POSSESS FIREARM
WR035	UNLAW POSS FIREARM - ARCHER/MUZZLELOADER
WR036	UNLAW POSSESS FIREARM-PURSUIT PERMITTEES
WR066	UNLAW HUNT METHODS - UNPLUGGED SHOTGUN
WR075	SHOOT W/I 600 FT OF HOUSE/BARN/DWELLING
WR077	DISCH OF FIREARM WATERFOWL MNGMNT AREA
WR083	UNLAW METHODS FISHING-FIRERMS/EXPLSIVES

WR126	CARRY LOADED FIREARM IN/ON VEH (W.L.)
WR127	SHOOTING FROM VEH/FROM/ACROSS HIGHWAY
WR128	HUNT/SHOOT IN RESTRICTED/CLOSED AREA