



TULSA POLICE CRIME GUN INTELLIGENCE CENTER:

CGIC EVALUATION REPORT

Prepared by:
Jam Khojasteh, PhD

EXECUTIVE SUMMARY

The Tulsa Police Department (TPD) initiated the Crime Gun Intelligence Center (CGIC) to work strategically with surrounding law enforcement agencies, prosecutors, and community partners to identify gun violence offenders, disrupt the shooting cycle, and reduce aggravated assaults. TPD intended to achieve the long-term outcome of increased firearm assaults charges by increasing the use NIBIN tracing capabilities through capacity building actions. The evaluation questions, evidence, and conclusions describe the extent to which the initiative achieved its intended outcomes and activities. The evaluation of the Crime Gun Intelligence Center (CGIC) was based on three questions:

1. How did the Tulsa Crime Gun Intelligence Center increase capacity to use NIBIN in firearm crimes?
2. Did increased capacity to use NIBIN result in increased use of NIBIN?
3. How have firearm arrest charges changed during the length of the grant?

The evaluation concluded that the intended outcomes of CGIC were achieved.

- CGIC improved capacity to use NIBIN with the development and use of a NIBIN curriculum, network building and coordination with prosecutors, and creation of an information hub.
- Use of NIBIN traces increased by over 500% during the term of the initiative. NIBIN has become fully embedded in the operational processes and practices of TPD.
- Increased NIBIN use was accompanied with about a 150% increase in firearm arrests during the period of the grant.

THREE KNOWLEDGE CLAIMS FROM THE EVALUATION:

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- The strategic efforts at capacity building coincided with over a 500% increase in NIBIN traces. Given the work of institutionalizing NIBIN in the preparation and ongoing training of officers, as well as how officers work with prosecutors, it is not unreasonable to conclude that capacity building achieved their intended outcome of increasing NIBIN use. More than increased use, the evidence suggests that NIBIN has become part of the operating processes and practices of TPD.
- Logic behind the theory of action infers that a stronger prosecution depends on improved knowledge and information. Evidence in this study lends support for this logic. Not only did NIBIN trace use increase considerably with capacity building efforts, weapon and aggravated assault arrest charges saw about a 150% increase during this time. Such a change is unlikely without a change to the capacity of officers and prosecutors to build a solid case around the nature and history of firearms used in crimes.
- What we can conclude from the work of CGIC is that NIBIN is an effective tool for law enforcement, but this one tool is not sufficient to address the social, economic, and psychological complexities behind firearm violence. CGIC is a vital part of the effort to reduce firearm violence, but achieving the vision of safe communities remains a collective effort.

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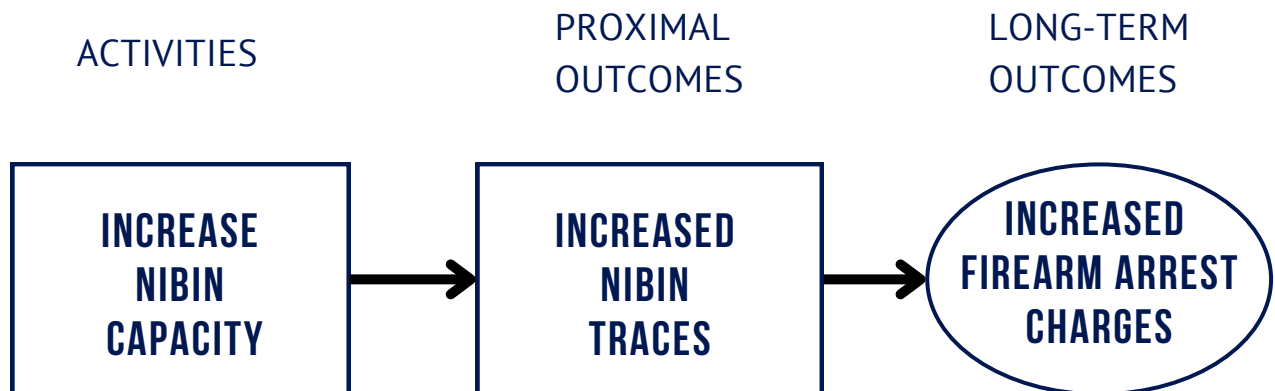
INTRODUCTION

The Tulsa Police Department (TPD) initiated the Tulsa Crime Gun Intelligence Center (CGIC) to work strategically with surrounding law enforcement agencies (LEAs), prosecutors, and community partners to identify gun violence offenders, disrupt the shooting cycle, and reduce aggravated assaults. To engage this work, the Crime Gun Intelligence Center increased its capacity to conduct rigorous gun crime analyses through the National Integrated Ballistic Information Network (NIBIN). Proposed activities included activating a second NIBIN machine, conducting trainings for participating LEAs, assigning NIBIN liaisons to each patrol division, and consolidate NIBIN case information for prosecution.

NIBIN is a national database that stores ballistic evidence from guns used in crimes throughout the country. The database allows local law enforcement officers to submit ballistic evidence from crime scenes and confiscated guns to identify if a firearm has been used in a previous crime. NIBIN generates information that helps investigators solve gun crimes and law enforcement to prevent gun crimes from occurring.

This evaluation was based on the intended outcomes of the work and activities designed to increase NIBIN capacity. The simple theory of action on the next page represents the logic behind the initiative. TPD expected the long-term outcome of increased firearm assaults charges to be a function of increasing the use of NIBIN tracing capabilities. Increased use of NIBIN could occur by increasing capacity in TPD to use NIBIN. The evaluation questions, evidence, and conclusions describe the extent to which the initiative achieved its intended outcomes and activities.

TULSA CGIC THEORY OF ACTION




EVALUATION QUESTIONS AND DATA SOURCES

This evaluation addresses three questions:

1. How did the Tulsa Crime Gun Intelligence Center increase capacity to use NIBIN in firearm crimes?
2. Did increased capacity to use NIBIN result in increased use of NIBIN?
3. How have firearm arrest charges changed during the length of the grant?

Documents and observational data were used to describe how the Tulsa Crime Gun Intelligence Center used federal resources to increase NIBIN Capacity. Data from NIBIN traces, the Oklahoma CGIC team, and TPD's Public Safety Analysis Unit (PSAU) were used to measure outcomes and evaluate the CGIC project.

FINDINGS



Findings are organized by the evaluation questions.

First, descriptive evidence is presented about the resources used to increase the capacity of the use of NIBIN.

How did TPD increase capacity to use NIBIN?

Next, NIBIN trace data over time is used to describe changes in NIBIN use during the grant period.

Did increased capacity to use NIBIN result in increased use of NIBIN?

Finally, evidence from TPD's PSAU is used to assess changes in firearm assault charges during the term of the grant.

How have firearm arrest charges changed during the length of the grant?

HOW DID TPD INCREASE CAPACITY TO USE NIBIN?

1. CURRICULUM DEVELOPMENT AND OFFICER TRAININGS

CGIC developed a curriculum on NIBIN that is used in TPD Academy for new recruits, that is part of the Mandatory Inservice Trainings (MIST) that all officers receive, and that is being used by the Oklahoma Gang Investigator's Association. **The curriculum trains law-enforcement officers on interpreting NIBIN leads (NIBIN Lead Worksheets), proper evidence collection and documentation, and use of NIBIN information.**

Specific examples of Curriculum Development and Officer Trainings include:

- The Oklahoma Crime Gun Intelligence Center (CGIC) instructs TPD Academy recruits on the NIBIN program, to include evidence collection.
- CGIC team built a curriculum for the Tulsa Police Department's Mandatory Inservice Training (MIST). This curriculum is a 1.5-hour class designed to instruct current Tulsa Police Officers on interpreting NIBIN leads (NIBIN Lead Worksheets), stressing the importance of proper evidence collection and documentation and demonstrates how to use the information contained within the NIBIN Leads and NIBIN Lead Worksheets produced by the CGIC team. Progress was immediately recognized by the Oklahoma CGIC Coordinator. There was an obvious quality improvement in evidence collection and documentation in TRACIS reports and Tulsa Police Property Receipts.
- The Oklahoma CGIC team built a curriculum for the Oklahoma Gang Investigator's Association annual conference. This association is comprised of law enforcement agencies (LEAs) across the state. This curriculum was a 2-hour class on NIBIN and included instruction on the implementation of a CGIC model, proper evidence collection, documentation, and interpretation of NIBIN Leads. Positive feedback was shared by law enforcement officers (LEOs) in attendance immediately afterwards. The Oklahoma CGIC Team was also contacted by a surrounding LEA about their inclusion in the NIBIN program.

- As part of the TPD MIST curriculum, officers are trained on shooting investigations. Specifically, officers are trained on crime scene management, evidence collection and documentation, suspect identification techniques and more. Instruction is also given on specific procedures of notifying a member of the Crime Gun Unit or Strategic Intervention Unit when investigating a shooting. This instruction has improved the investigative process in several areas.

2. NETWORK BUILDING AND COORDINATION

The CGIC Team has worked to build a supportive network of law enforcement officers and prosecutors who work collectively to investigate and prosecute firearm crimes. CGIC hosts bi-weekly work-group meetings which focus on current NIBIN Leads. Prosecutors at the federal, state and juvenile level attend these meetings along with probation officers, LEOs, criminal analysts and others. During these meetings, suspects are identified, and investigation/prosecution strategies are developed. **Specifically, the Oklahoma CGIC Team has buy-in from prosecution within the Northern District of Oklahoma at the Federal level and within Tulsa County at the State level.**

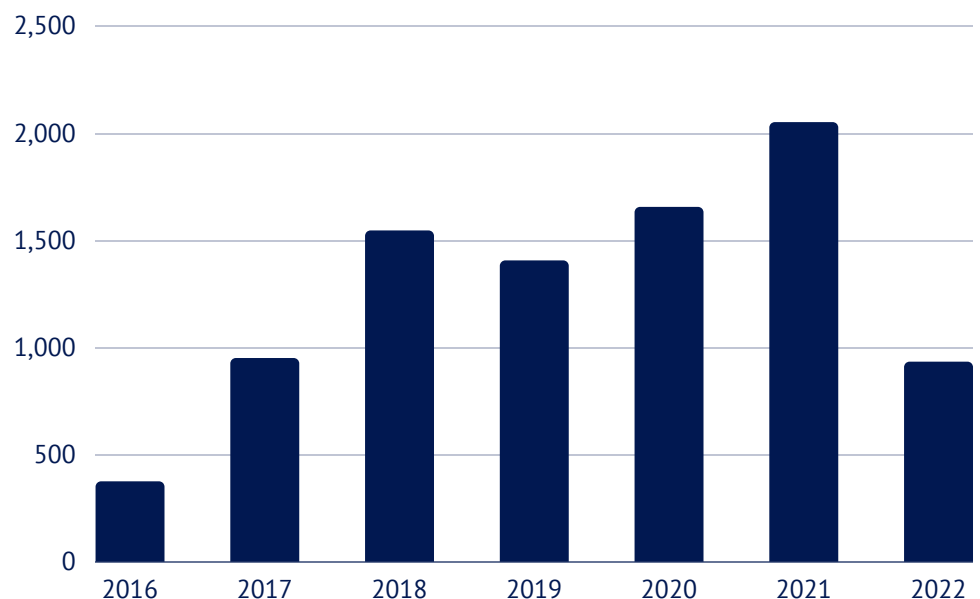
3. INFORMATION HUB

CGIC has used NIBIN to develop an information hub for law enforcement officers and prosecutors to track suspects from incident to sentencing. **The information hub centers on a NIBIN Lead database that consists of hard-copies and digital copies of all NIBIN Leads (including regional leads) and a spreadsheet which tracks suspects, arrests, convictions, and sentences.** CGIC Team actively monitors department-wide arrests and cross-references those arrestees for possible suspects named in NIBIN Leads. This information is then shared throughout the CGIC Team to include prosecutors at the state and federal level. CGIC has also created a newsletter to assist in information sharing and increase awareness of NIBIN Leads and suspects involved in violent crime.

DID INCREASED CAPACITY TO USE NIBIN RESULT IN INCREASED USE OF NIBIN?

The activities to increase NIBIN capacity resulted in increased NIBIN use by officers and prosecutors. Internal administrative data from TPD shows a large increase in NIBIN over five years of the grant (see Figure 1 below). As described in Figure 1, prior to the grant, TPD had 371 NIBIN traces. Traces increased over the period of the grant to a high of 2049 in 2021. This change in traces results in over a 500% increase in NIBIN use.

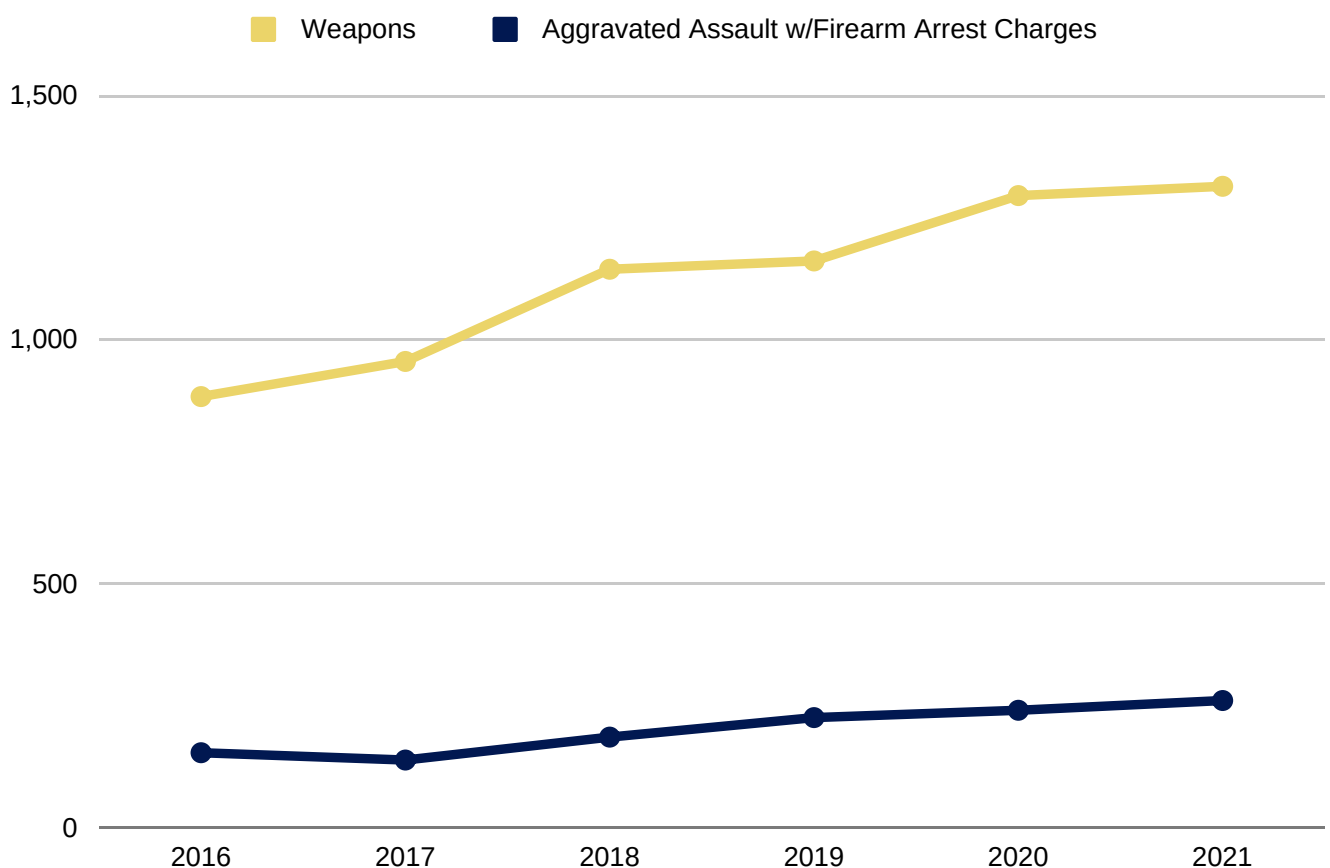
**FIGURE 1. NUMBER OF NIBIN TRACES FROM
2016 – 2021 (PARTIAL YEAR: 2022)**



HOW HAVE FIREARM ARREST CHARGES CHANGED DURING THE LENGTH OF THE GRANT?

As seen in Figure 2 below there has been an increase ($\approx 150\%$) in the number of weapon and aggravated assault with a firearm arrest charges from 2016 to 2021.

FIGURE 2. FIREARM CHARGES FROM 2016 TO 2021.



Furthermore, in Table 1 (below) there has been a positive upward trend for cleared by arrest incidents (i.e., a suspect has been arrested, charged, and the case has been turned over to the court for prosecution).

**TABLE 1. FIREARM DATA AS A FUNCTION OF CLEARANCE STATUS
FROM 2016 – 2021.**

Aggraavated Assault w/ Firearm Incidents by Clearance Status (2016 - 2021)							
Clearance Status	2016	2017	2018	2019	2020	2021	Grand Total
Filed	601	633	598	642	841	910	4,225
Cleared By Arrest	144	118	186	164	186	189	987
Exceptionally Cleared	82	74	97	100	141	38	532
Unfounded	14	18	24	28	50	27	161
Admin Cleared	46	27	37	36	49	25	220
Grand Total	887	870	942	970	1,267	1,189	6,125

Clearance Statuses are defined as:

Cleared by Arrest: a suspect has been arrested, charged, and the case has been turned over to the court for prosecution.

Exceptionally Cleared: a suspect has been identified but is unable to make an arrest.

Administratively Cleared: An arrest warrant is pending or has been issued for the suspect.

Unfounded: the incident was determined to be false or baseless complaint, did not rise to the level of a crime, or the incident took place outside of the reporting agency's jurisdiction.

CONCLUSION

Evidence supports three strong knowledge claims about the intended outcomes of CGIC theory of action: 1) CGIC increased officer and prosecutor capacity to effectively use NIBIN from the investigation of a firearm related crime to sentencing, 2) Firearm arrest charges have increased during the term of the grant concomitant with increased trace use, and 3) Reducing firearm violence is the work.

1. ***Increased capacity led to increase NIBIN use:*** CGIC has effectively re-ordered officer training and development around NIBIN. They did this by developing formal structures to support ongoing learning and development of officers and prosecutors. The NIBIN curriculum functions as a hub that keeps in motion conversations, collaborative working relationships, learning, and continued use of NIBIN. The curriculum is now embedded in the training academy, it is part of annual officer trainings, and it is used in workshops with crime related associations. These actions have result in NIBIN becoming institutionalized in how TPD investigates firearm related crimes and works cooperatively with prosecutors across the state to bring cases to trial. The strategic efforts at capacity building have coincided with over a 500% increase in NIBIN traces. Given the work of institutionalizing NIBIN in the preparation and ongoing training of officers, as well as how officers work with prosecutors, it is not unreasonable to conclude that capacity building achieved their intended outcome of increasing NIBIN use. More than increased use, the evidence suggests that NIBIN has become part of the operating processes and practices of TPD.

2. ***Firearm arrest charges have increased with increased NIBIN use:*** Increased NIBIN use was viewed as a means to a larger end of successful prosecution of firearm crimes. Although a lot of variables factor into prosecution that are beyond the reach of NIBIN, a predominate factor centers on knowledge and information about the firearm used in the crime. Logic behind the theory of action infers that a stronger prosecution depends on improved knowledge and information. Evidence in this study lends support for this logic. Not only did NIBIN trace use increase considerably with capacity building efforts, weapon and aggravated assault arrest charges saw about a 150% increase during this time. Such a change is unlikely without a change to the capacity of officers and prosecutors to build a solid case around the nature and history of firearms used in crimes.

3. ***Reducing firearm violence is the work:*** CGIC is designed to address the larger problem of increased firearm violence in communities. Reducing firearm crimes is a community priority that will require the efforts of many institutions, people, agencies, and communities. What we can conclude from the work of CGIC is that NIBIN is an effective tool for law enforcement, but this one tool is not sufficient to address the social, economic, and psychological complexities behind firearm violence. CGIC is a vital part of the effort to reduce firearm violence, but achieving the vision of safe communities remains a collective effort.



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