Crime Mapping News

P POLICE FOUNDATION

Inside this Issue

The topic of this issue of *Crime Mapping News* is about the use of crime mapping and crime analysis to address gang-related activity in diverse environments. This issue begins with an introductory article about important factors to consider when creating gang maps for analysis. The second article discusses the use of mapping in analyzing a specific gang whose activity and culture have spread nationwide. The third article describes an intelligence process utilized in combination with crime mapping to combat both gang activity and networking between gang members inside and outside of a correctional institution in the eastern U.S.

Gang Mapping: An Analyst's Adventure
by Joe Ryan, Director,
Police Foundation Crime Mapping and Problem Analysis Laboratory

According to the Federal Bureau of Investigations, a gang is defined as "a criminal enterprise having an organizational structure, acting as a continuing criminal conspiracy, which employs violence and any other criminal activity to sustain the enterprise." According to the 2002 National Youth Gang Survey, "it is estimated that approximately 731,500 gang members and 21,500 gangs were active in the United States in 2002," and "655 of the 1,300 homicides in Chicago and Los Angeles were gang-related." Forty-two percent of the survey respondents indicated that their youth gang problem was "getting worse."

In my work with the Washington/Baltimore High Intensity Drug Trafficking Area (HIDTA), mapping and analysis were used to target drug trafficking organizations (DTOs). While some DTOs fit the definition of a gang, other DTOs simply utilize gangs to perform street-level drug dealing, intimidation, and other criminal activities. When fielding requests for maps of gang-related information, it became apparent to me that much of the data did not exist. We also realized that, in addition to using non-traditional sources of data, there were several other factors to be considered when creating gang maps for analysis. These factors included defining terms, selecting a scale, exploring cross-jurisdictional data sharing possibilities, and identifying potential confidentiality issues.

A case in point involved a conversation I had with an investigator—we'll call Frank—from a federal law enforcement agency who had requested a map of all gang territories in a large, metropolitan city. When I asked Frank for the data to create the map, I received a blank stare. I explained the one major limitation of geographic information systems (GIS) is the need for data to create the actual maps. After further explanation, Frank asked for a blank, poster size map of the city in question with the streets, districts, and beats labeled. He stated that he would be back in two weeks with the data that I needed. After three weeks, Frank returned and unrolled the now-wrinkled, coffee-stained map that I had printed for him earlier, but it was no longer blank. Polygons were drawn all over the map, each with a label. I will never forget what Frank said next. It was something that, as a crime analyst, I had never thought about before. He said, "Joe, I went out and got in the heads of the officers. I visited each district and talked with the officers that are out on the streets everyday. I had them draw these polygons to show me where these gangs were located and I also learned about each of the

The Use of Mapping in Analyzing Gang Activity in Fairfax County, VA
by Daphe Saywer, Crime Analyst
Fairfax County Police Department

Introduction

Over recent months, criminal gang activity has become a heated topic of discussion in local news. High-profile cases involving gangs and violence have fueled the flame, causing community leaders to ask the question: what can be done to abate the problem? Law enforcement is relied upon by the community to take charge and work to eliminate the problem. While there are numerous organized gangs in this area, the largest and most widely publicized is Mara Salvatrucha. The mostly Salvadoran gang has been at the forefront of many of the recent criminal cases involving gang members. These cases include malicious woundings—one in which a rival gang member's hands were mutilated with a machete while he was defending himself—robberies, narcotics sales, and homicides. Area law enforcement agencies are working hard to stop the violence and solve the problem of gang activity. Crime mapping and analysis is one of the many tools law enforcement can utilize to reduce gang-related criminal activity in our area.

Mara Salvatrucha Origins

Mara Salvatrucha is a Salvadoran gang that has continually increased in number and in notoriety in the Northern Virginia/Metropolitan D.C. area over recent years. Mara Salvatrucha (MS-13) has created a reputation for their propensity to use violence and engage in criminal activity in this area and across the nation. The origins of the gang can be traced to Salvadoran refugees, many of whom were illegal immigrants who fled to California between 1984 and 1992. Many of the juvenile immigrants were attracted to the previously established Latino gangs, particularly the 18th Street Gang in the Rampart section of Los Angeles. These juveniles were widely accepted by the gangs because of the combat experience they had received during the civil war in El Salvador. Soon, differences arose and the Salvadorans broke from the pre-existing gangs to begin forming Mara Salvatrucha cliques on their own. Since that time, their ranks have increased greatly and spread to many regions of the United States. At present, it is estimated that MS-13 has over 15,000 members and associates in at least 115 different cliques in 28 states, and these numbers are continually increasing. The areas with the greatest concentration are Southern California, with 20 different cliques and over 4,400 members and associates; New York City, with 24 cliques and over 1,700 members and associates; and the Northern Virginia/Metropolitan D.C. area, with 21 cliques and a total of more than 5,000 members and associates.

> At present, it is estimated that MS-13 has over 15,000 members and associates in at least 115 different cliques in 28 states, and these numbers are continually increasing.

MS-13 Migration to Northern Virginia

The MS-13 presence in the Northern Virginia area began in 1993 when three members of Mara Salvatrucha traveled from Los Angeles to begin a new sect of the gang. These three MS-13 members had the goal of uniting all Latino gangs in Northern Virginia, over 20 separate gangs at that time. Originally, one had to be either a Salvadoran national or of Salvadoran descent to become a member of Mara Salvatrucha. Now, one need only be Latino and speak Spanish to become a member of MS-13. Over the years, Mara Salvatrucha has become the dominant Latino gang in Northern Virginia through recruitment and the absorption of many smaller Latino gangs in the area. However, rival Latino gangs still exist in Northern Virginia, including the South Side Locos (SSL), which is the second largest Latino gang in Northern Virginia. As for the three original gang pioneers, two were killed by rivals and the other's location is currently unknown.

The presence of MS-13 in Fairfax County in Northern Virginia spawned the influx of the gang to the larger Metropolitan area as well as the rest of Virginia. Since the initial migration to Fairfax County in 1993, MS-13 has traveled to the following counties in Virginia: Arlington, Loudoun, Prince William, Clarke, Frederick, Shenandoah, Stafford, Spotsylvania, Rockingham (Harrisonburg), Albemarle (Charlottesville), Hanover, Henrico, Chesterfield (Richmond), Chesapeake (Norfolk), Lynchburg City and possibly Roanoke City.

Regional Gang Task Force

A Regional Gang Task Force has been established in Northern Virginia for the purpose of networking and combating the gang issue. The task force focuses on MS-13, as well as other gangs in this area. The task force is federally funded and any law enforcement agency in Virginia can become a member. Currently, there are 22 participating agencies. The task force allows law enforcement agents to cross jurisdictional boundaries to conduct investigations and make arrests. The task force also encourages the sharing of
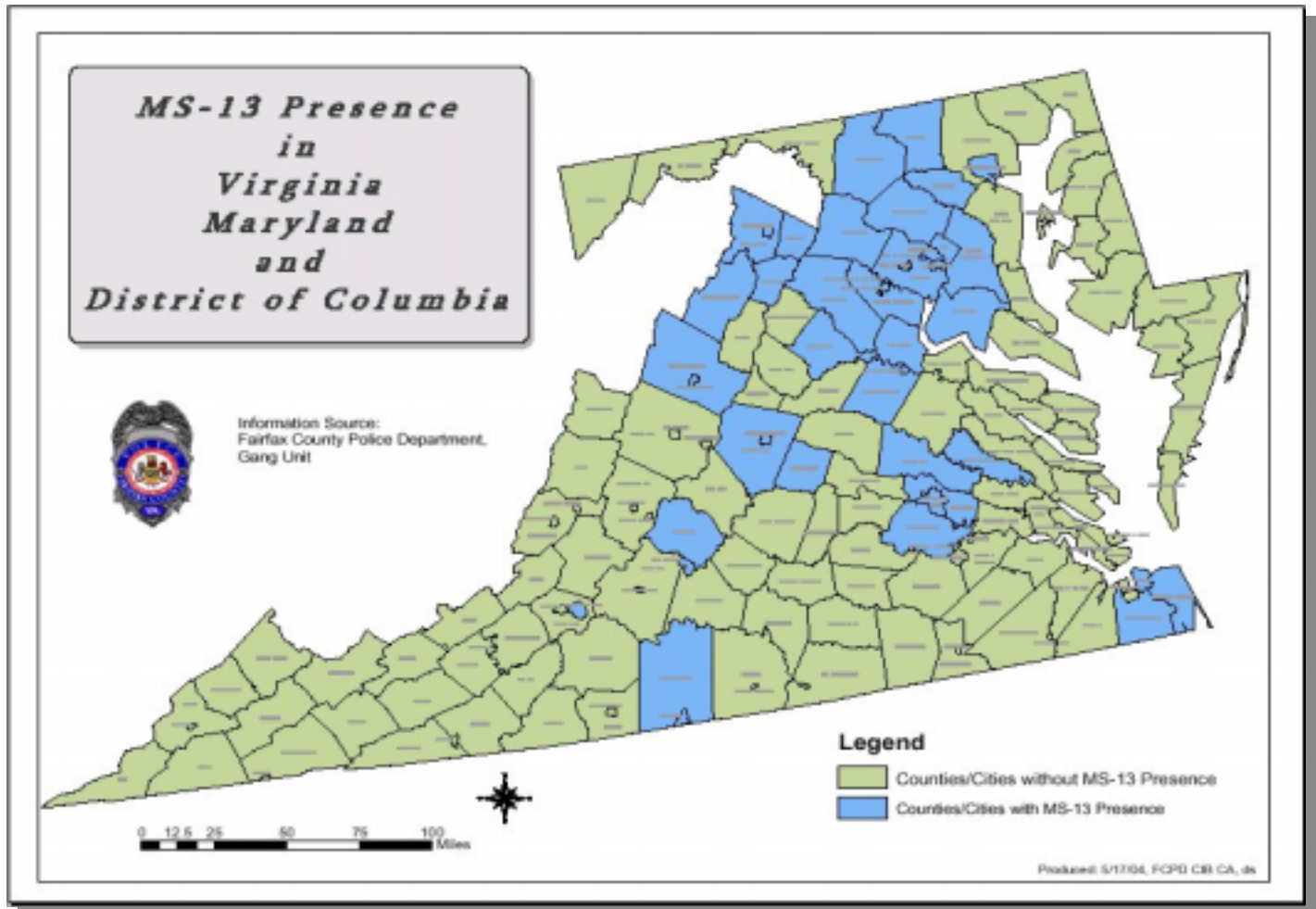
Figure 1. Map displaying MS-13 gang presence by county in Virginia, Maryland, and Washington D.C.

information among agencies and gives smaller agencies the assistance of detectives from other agencies when needed. The Fairfax County Police Department currently has a gang unit of eight detectives who actively participate in Regional Gang Task Force activity.

Gang Initiative, Crime Analysis, and Crime Mapping: The Present

I, as well as other analysts, have assisted the Fairfax County Police Gang Unit in various projects over the past few years. The majority of the projects and maps created have been for either tactical or administrative purposes. Tactical mapping has included the tracking of various gang member activities across the country as well as crime series analyses. In multiple crime series analyses we have included components such as predictive analysis and link analysis. These aspects of analysis serve to provide investigators with next-hit probability, as well as a visual representation of the spatial layout of the involved gang members and their associates. In addition, orthophotography and pictometry technology has been an invaluable tool for surveillance and tactical purposes. Many of the projects have been for administrative and educational purposes. Mostly mapping

projects, these display various areas and the MS-13 presence or migration. Examples include a map of the counties and cities in selected regions and states that have a known MS-13 presence, as well as a nationwide map depicting the states with known MS presence and the corresponding number of cliques in existence. Maps showing countywide gang graffiti incidents and the spatial relationship with schools that have a possible gang problem have also been used for educational as well as tactical and administrative purposes.

Gang Initiative, Crime Analysis, and Crime Mapping: The Future

The future possibilities for crime mapping in general are virtually endless, including in the arena of gang-related problems. Spatial analysis and mapping provide very useful tools for policing in relation to gang activity. Because of the organized and group nature of gangs, the influx of intelligence data is ever increasing. Gang intelligence information is continually gathered by law enforcement, and databases quickly become filled with enormous amounts of data. These data are always useful in any format but

Using Prison Gang Intelligence from the Inside-Out

by Melissa R. Johnson, C.C.A
New Jersey Department of Corrections

Background

The type of gang activity between members who are incarcerated compared to members in the community may be similar; however few states have coordinated efforts between police and corrections to share such information. Law enforcement intelligence suggests that gang leaders in prison delegate responsibility to members on the street and this interaction empowers gangs to prosper despite the incarceration of those in leadership positions. The New Jersey Department of Corrections (NJDOC) has worked over the last ten years to hinder this process while combating organized, violent activity within the prison system. In 1997, after several attacks on staff and inmates, an initiative began to identify and monitor gang-affiliated inmates.

Since that time, seven gangs have been classified as Security Threat Groups. These groups include the Almighty Latin King and Queen Nation, Bloods, Crips, East Coast Aryan Brotherhood, Five-Percent Nation, Neta, and Prison Brotherhood of Bikers.

The department realizes that gang activity is a cyclical phenomenon that increases from the "inside-out." Inmates who are not gang members before incarceration are seeking protection or acceptance from other inmates and often join a gang as a solution. Gang members identified when entering the institutions may not be as active on the streets as in prison for this same reason.

Over the years, the percentage of established inmates versus new inmates who are gang members has shifted. In the early 1990s, NJDOC reported a higher percentage of identified incarcerated gang members than those identified upon entering the prison system. In 2003, this trend shifted to a higher percentage of identifications of incoming inmates compared to established inmates. This change reflects increasing gang activity in the community and results in a growing gang presence within the prison.

With over 8,000 gang members identified and half of this total currently incarcerated, the NJDOC Intelligence Section has made gang management within the prison and disseminating gang intelligence outside the facilities its main priorities. This article highlights the New Jersey Department of Corrections gang intelligence process.

Collecting Intelligence

The first phase of the New Jersey Department of Corrections intelligence process is collection. To keep abreast of changing gang activity codes and crimes, the department reviews correspondence and research highlighting gang organizations, rank structure, codes, affiliation, and membership information. In addition to generic intelligence, there are several agencies with established gang identification databases that share affiliation data to assist the department in identifying incoming state prison inmates. This additional intelligence is one of several defining identification criteria used when an inmate comes into prison.

Identification Process

The second step of the process is identifying inmates who are gang affiliated when they meet two of the following eight criteria:

1. Self admission
2. Gang-related tattoo
3. Possession of gang-related paraphernalia
4. Information from outside agency
5. Information from NJDOC Special Investigations Division investigation
6. Correspondence from other inmates /persons
7. Group /gang photo
8. Other

Figure 2. Tattoo of handsign spelling Bloods

Disseminating Intelligence

The third phase of the intelligence process is disseminating intelligence to department personnel and outside law enforcement agencies. Collecting and identifying information is beneficial if used as a resource for intelligent policing or enforcement. The Intelligence Section has promoted four initiatives that support and facilitate our

Figure 1. New Jersey Department of Corrections Intelligence Process

dissemination of intelligence: Inter-Institutional Intelligence Committee, Identification Lists, Ad-Hoc Inquiries, and the Gang Reduction and Aggressive Supervised Parole.

Soon after recognizing the importance of gang identification and the sharing of intelligence, the department began the Inter-Institutional Intelligence Committee. This committee is comprised of investigators and detectives from multiple agencies throughout the state and meets once a month. Attendees include members from federal, state, regional, county and local law enforcement agencies. During the meetings a representative from each agency is given an opportunity to speak, share information or ask questions. This has proven to be a valuable exercise, not only in facilitating the exchange of information but also in creating a network of professionals who can contact one another to continue to share information outside of the meeting. Lists of identified inmates which summarize also-known-as (AKA) names, subject identifications, and institutional assignments are handed out during the meeting, as is a monthly bulletin that highlights new tattoos, codes, graffiti, statewide trends, identification statistics, recent news, and incident reviews.

A review of gang member sentences within the New Jersey Department of Corrections indicates that most gang inmates serve five years or less of their sentences before returning to the community. As of June 2004, 4,041 identified, gang-affiliated inmates were released. In order to serve outside agencies more efficiently, identification lists are generated by geographic region including town, city, or county. Inmates will be included in these lists if they have a last known address or emergency contact living within that jurisdiction.

The next initiative is the availability of Ad-Hoc Inquiries for intelligence. Law enforcement agencies from across the nation regularly contact the department for identification data. Agencies submitting information during the collection phase benefit from intelligence disseminated. Routine requests include general affiliation information, AKA name look-ups, suspect identifications, and rank structure requests.

The fourth information-sharing program focuses on inmates who are released on parole. Every identified gang inmate on parole is assigned to a special caseload to be monitored closely by a parole officer who is knowledgeable of gang issues. This program, Gang Reduction and Aggressive Supervised Parole, is a collaborative effort between the New Jersey Department of Corrections, New Jersey State Police, and the New Jersey State Parole Board.

Intelligence Training

The last phase of the intelligence process for the

NJDOC highlights the training component. In addition to requests for information, outside agencies have looked to the department for guidance in prison gang management, implementing a gang intelligence process, and identifying gang activity. Such requests for training have come from a variety of agencies, including police academies, county jail authorities, and officials from other states.

Several other states have visited the department's gang-management unit in order to assess if the program will work in their institutions. Special Investigations and the Security Threat Group Management Unit (STGMU) staff train other states about how the unit works and the success of reducing gang activity. The program helps inmates avoid or renounce gang activity through behavior modification, education, and treatment programming. Outside agencies that visit STGMU often implement similar programs.

In addition to demonstrating the benefits of the gang-management unit to outside agencies, the Intelligence Section also is asked for assistance when other agencies wish to implement an gang member identification intelligence database. Since 1994, the section has maintained an intelligence database with over 8,000 identification records and 15,000 AKA names for over 250 gangs. This database follows all federal intelligence database guidelines.

The final initiative of the Intelligence Section is our ability to display identification information in conjunction with raw data collected in the field. Several agencies in New Jersey have asked for assistance in identifying whether a gang presence exists within their jurisdiction. An analysis of the NJDOC intelligence database indicates that 87% of the towns in New Jersey have an identified gang inmate from or affiliated with the town. This statistic indicates that most of New Jersey has at least a presence of gang activity.

When the department is asked for assistance, the first step is identifying gang members who have a last known address or emergency contact within the specific jurisdiction. The Intelligence Section utilizes geographic information systems to display address information of the inmate identifications, as illustrated in Figure 3.

The next step of this process involves our investigators who work with the agencies to identify and highlight gang graffiti and activity within their area. By capturing pictures of the local establishments, tagging, and events, investigators can accurately display where gang activity is occurring and to what extent a problem may exist.

The last step combines the initial identification information and the intelligence collected in the field. A summary presentation and report is compiled. The combined information gives a representative picture of where

Note from the Editors: The opinions expressed in the articles of this newsletter are those of the authors and do not necessarily reflect the views of the Police Foundation or the COPS Office. In addition, only light editing has been made to the articles in order to keep each author's voice and tone.
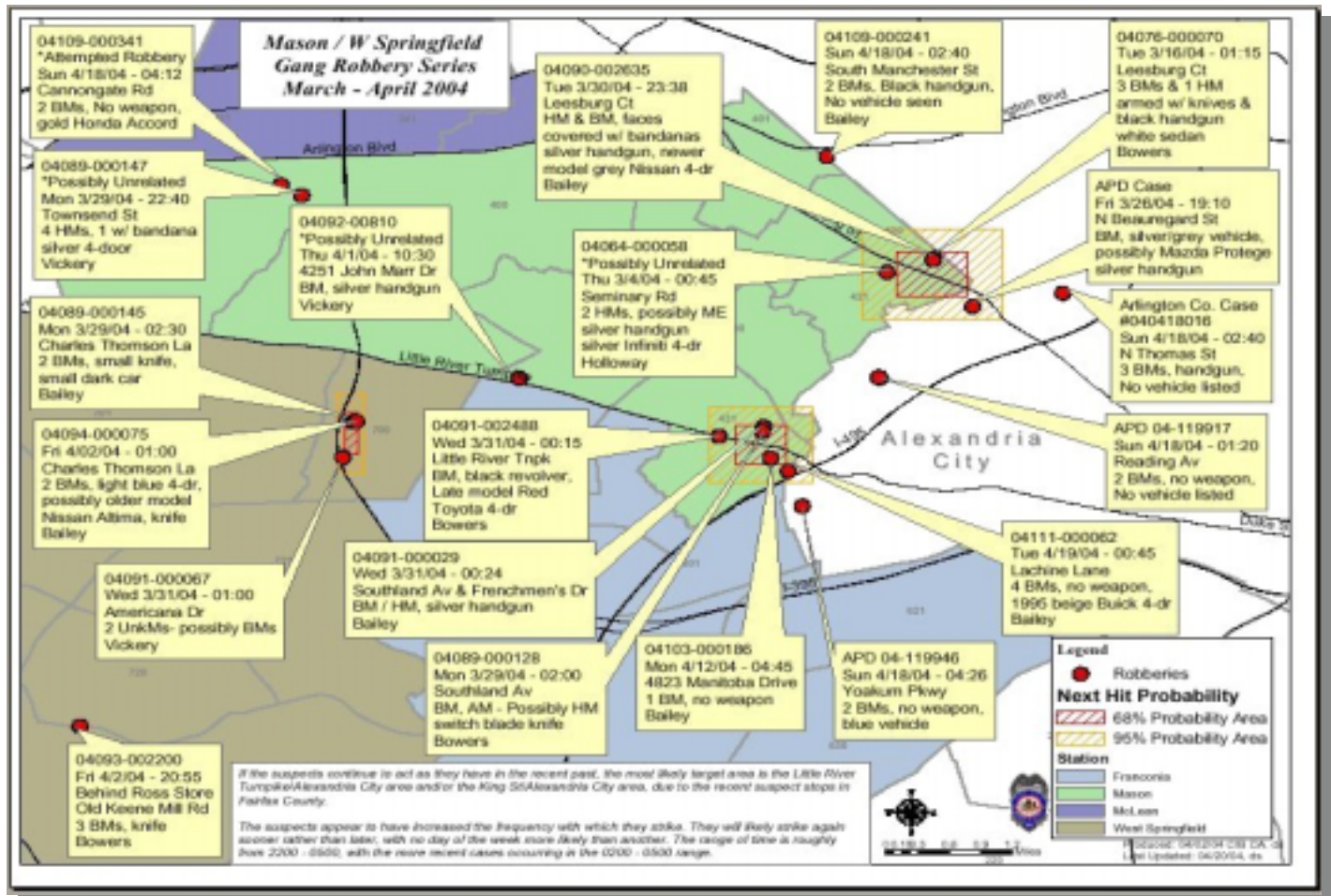
Mason / W Springfield Gang Robbery Series March – April 2004

04109-000341
*Attempted Robbery
Sun 4/18/04 - 04:12
Cannongate Rd
2 BMs, No weapon,
gold Honda Accord

04089-000147
*Possibly Unrelated
Mon 3/29/04 - 22:40
Townsend St
4 HMs. 1 w/ bandana
silver 4-door
Vickery

04092-00810
*Possibly Unrelated
Thu 4/1/04 - 10:30
4251 John Marr Dr
BM, silver handgun
Vickery

04090-002635
Tue 3/30/04 - 23:38
Leesburg Ct
HM & BM, faces
covered w/ bandanas
silver handgun, newer
model grey Nissan 4-dr
Bailey

04064-000058
*Possibly Unrelated
Thu 3/4/04 - 00:45
Seminary Rd
2 HMs, possibly ME
silver handgun
silver Infiniti 4-dr
Holloway

04109-000241
Sun 4/18/04 - 02:40
South Manchester St
2 BMs, Black handgun,
No vehicle seen
Bailey

04076-000070
Tue 3/16/04 - 01:15
Leesburg Ct
3 BMs & 1 HM
armed w/ knives &
black handgun
white sedan
Bowers

APD Case
Fri 3/26/04 - 19:10
N Beauregard St
BM, silver/grey vehicle,
possibly Mazda Protege
silver handgun

Arlington Co. Case
#040418016
Sun 4/18/04 - 02:40
N Thomas St
3 BMs, handgun,
No vehicle listed

04089-000146
Mon 3/29/04 - 02:30
Charles Thomson La
2 BMs, small knife,
small dark car
Bailey

04094-000075
Fri 4/02/04 - 01:00
Charles Thomson La
2 BMs, light blue 4-dr,
possibly older model
Nissan Altima, knife
Bailey

04091-002488
Wed 3/31/04 - 00:15
Little River Trnpk
BM, black revolver,
Late model Red
Toyota 4-dr
Bowers

APD 04-119917
Sun 4/18/04 - 01:20
Reading Av
2 BMs, no weapon,
No vehicle listed

04091-000067
Wed 3/31/04 - 01:00
Americana Dr
2 UnkMs- possibly BMs
Vickery

04091-000029
Wed 3/31/04 - 00:24
Southland Av & Frenchmen's Dr
BM / HM, silver handgun
Bailey

04111-000062
Tue 4/19/04 - 00:45
Lachine Lane
4 BMs, no weapon,
1996 beige Buick 4-dr
Bailey

04089-000128
Mon 3/29/04 - 02:00
Southland Av
BM, AM - Possibly HM
switch blade knife
Bowers

04103-000186
Mon 4/12/04 - 04:45
4823 Manitoba Drive
1 BM, no weapon
Bailey

APD 04-119946
Sun 4/18/04 - 04:26
Yoakum Pkwy
2 BMs, no weapon,
blue vehicle

04093-002200
Fri 4/2/04 - 20:55
Behind Ross Store
Old Keene Mill Rd
3 BMs, knife
Bowers

Legend
● Robberies
Next Hit Probability
▨ 68% Probability Area
▨ 95% Probability Area
Station
☐ Franconia
☐ Mason
☐ McLean
☐ West Springfield

If the suspects continue to act as they have in the recent past, the most likely target area is the Little River Turnpike/Alexandria City area and/or the King St/Alexandria City area, due to the recent suspect stops in Fairfax County.

The suspects appear to have increased the frequency with which they strike. They will likely strike again sooner rather than later, with no day of the week more likely than another. The range of time is roughly from 2200 - 0500, with the more recent cases occurring in the 0200 - 0500 range.

Figure 2. Map of a gang robbery series that incorporates next-hit probability grids.

(Continued from page 3)
displaying the data spatially can often reveal images of causal relationships and other useful information that might otherwise be overlooked. The use of GIS on a permanent and ongoing basis for all gang-related information will provide the ability to visualize the massive amount of data in a spatial format in order to better demonstrate the problem areas and to reveal relative pieces of data that, left in basic text format, might be disregarded.

These newly visualized data assist police planning and procedure by locating and targeting highly concentrated areas for resource allocation and police tactical and strategic preparation. Mapping can also aid in determining if the efforts of law enforcement have succeeded in thwarting the growing gang problem or by showing if gang members have been spatially displaced by the increase in police presence and/or initiatives.

While MS-13 has traditionally been exclusively Salvadoran, many cliques now admit members from Belize, Ecuador, Guatemala, Honduras, and Mexico—in fact, any Spanish-speaking Latino. The use of spatial demographics can be useful in determining potential locations for displacement and possible target areas for crime, particularly if a rival gang is of a different demographic. Visualizing the

spatial layout of the demographic make-up of the area can also be a tool in community policing by involving the community in the reduction of crime and gang affiliation. Gang participation and violence are community problems that require the assistance of the community, so it is important to identify the institutions, community centers, schools and religious organizations that could be useful allies in the fight to reduce gang activity and violence.

The Fairfax County Police Department's Crime Analysis Unit has recently developed an intranet site designed to provide timely and accurate crime analysis information to the officers, detectives and commanders in the department. The site—SAM-INFO (Strategic Analysis & Management Information Network for Operations)—offers periodic reports by station and unit level as well as crime trend and series analysis, demographic information, and more. Currently, the maps provided on SAM-INFO are static maps but efforts to create an interactive mapping component are in development and will provide our officers and detectives with more options for gang-related mapping. One improvement will be the accessibility of hot links showing gang members, their distinguishing tattoos, and previous gang graffiti at specified locations, Additional future endeavors may include Virtual Reality Modeling Language,
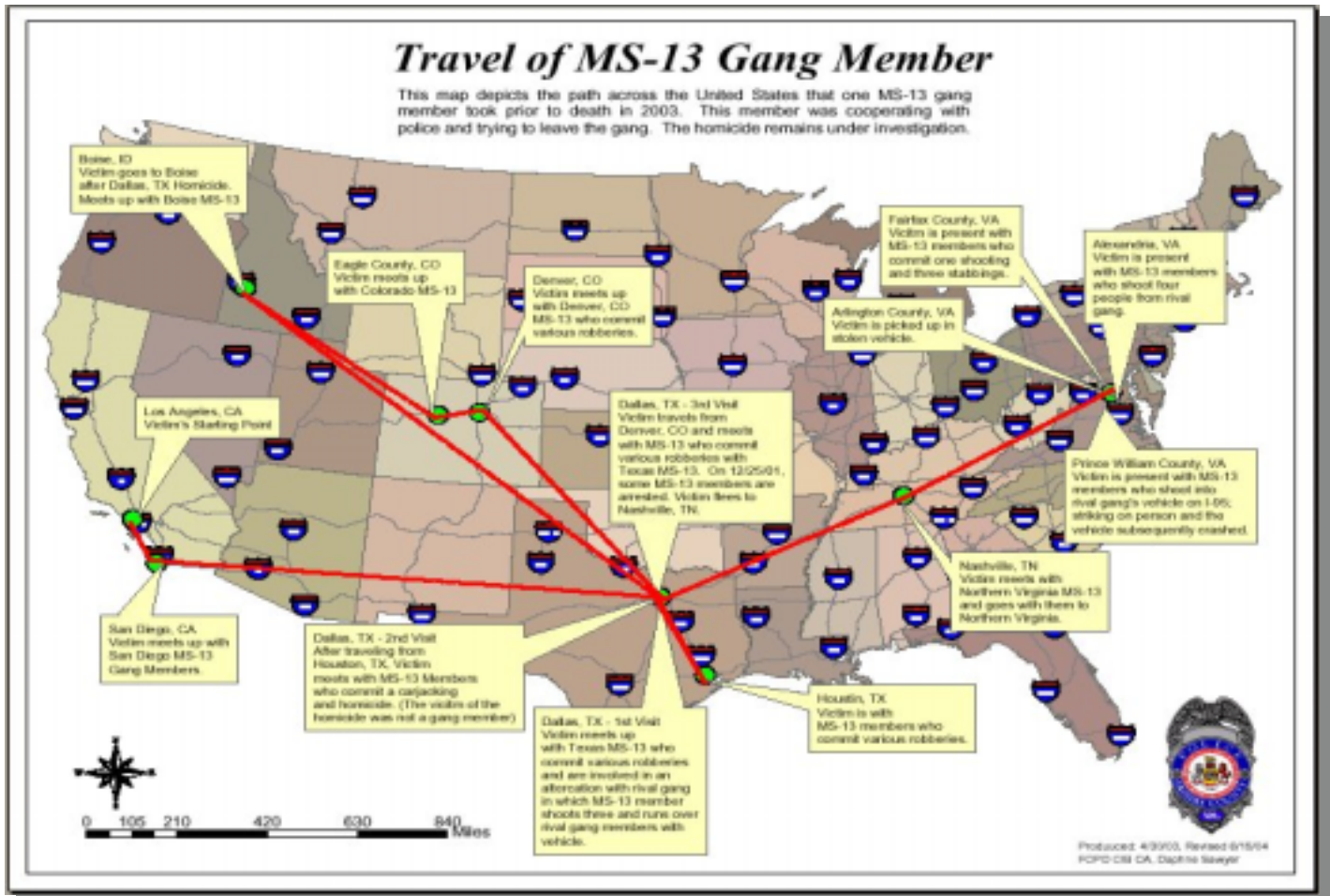
Travel of MS-13 Gang Member

This map depicts the path across the United States that one MS-13 gang member took prior to death in 2003. This member was cooperating with police and trying to leave the gang. The homicide remains under investigation.

Figure 3. A map showing the journey and networking of an MS-13 gang member across the United States.

providing a more dynamic view of the crime and quality of life issues surrounding the gang territories. When necessary, geographic profiling for crime series analysis will also be employed by trained analysts.

There are an immeasurable number of projects and ways for GIS and crime analysis to assist ongoing criminal and violent gang issues. There is also a pressing need among law enforcement agencies to acquire and perform crime analysis and mapping, but resources are often limited. These limitations can and hopefully will be reduced in the future as community and political attention becomes more focused on the gang problems in our area.

This article and these images were authorized by Daphe Sawyer, crime analyst for the Fairfax County Police Department. She can be contacted via e-mail at Daphne.Sawyer@fairfaxcounty.gov

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Figure 3. This map depicts the affiliation of identified gang members who have been incarcerated in the NJ Department of Corrections system and lived in the area. The call-out box is an example of the information to highlight where an individual

identified inmates live, where they may visit, and where gang-related materials are being found within a region. The total picture promotes intelligence analysis, crime mapping, and information sharing in a collaborative environment.

Conclusion

    The State of New Jersey, like the entire nation, is realizing the extent of the gang epidemic. For too long, police and corrections withheld information from each other while gang members have increased their networking opportunities. Ten years ago, the New Jersey Department of Corrections initiated a process that began to compete with the gang members network by operating in the same cyclical fashion as the gang activity. Information is collected from the inside and disseminated to the outside.

    As gang activity continues to grow in the state, the department will proactively initiate and respond with new programs and available technology to share information with law enforcement. As more agencies become aware of these tools and work to coordinate their efforts, we expect to be constantly increasing the effectiveness of anti-gang initiatives.

This article and these images were authorized by Melissa Johnson, crime analyst for the New Jersey Department of Corrections. She can be contacted via e-mail at Melissa.Johnson@doc.state.nj.us.

Figure 4. The aerial photo (lower left) highlights where graffiti was found in the area called "Black Top". The area outlined in red indicates graffiti related to the Bloods while the blue suggests Crip graffiti is present. The photo in upper left is Latin King graffiti. Photos to the side of the aerial indicate a Blood and Neta gang presence.

NEXT ISSUE

The next issue of *Crime Mapping News* will be on how crime mapping is being integrated and applied in the area of homeland security and the results of our needs assessment.

If you are interested in contributing to the next issue or any future issue, please contact the Crime Mapping and Problem Analysis Laboratory at:

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or
jryan@policefoundation.org

(Continued from page 1)

individual gangs." I immediately kicked Frank out of my office and started digitizing these polygons and attributing the data. I realized that in three weeks, with some difficult legwork, Frank was able to provide the type of information that would be extremely helpful to HIDTA and the law enforcement community. Now that I had the data, the question was, where do I go from here?

A new, non-traditional data set was created and the outlook for conducting analysis was positive. However, I needed to check the validity of these data, and I called Frank and asked him what definition he used for a gang when talking with the officers. This was important because I needed to know if he was collecting data on street gangs, youth gangs, biker gangs, or other types of gangs. In addition, how did he come up with his rating scale of 1-5 for propensity for violence? The main purpose of having Frank rehash his steps was to make sure that his data were accurate. After a few telephone calls, any minor inaccuracies were corrected.

The next issue to consider was the scale being used for the gang polygons. It was clear that some officers in certain districts had created smaller polygons than officers in other districts. Frank actually had to go back out one more time to the officers and point out some of the larger polygons. He specifically asked if the gang territories consisted of the entire polygon or if they could be broken up into two or more polygons. This scale issue became more apparent after the completion of this map when a lieutenant from a neighboring jurisdiction saw the map and requested a similar map for his jurisdiction. I followed the same procedures that I did with Frank, but when I received the map I noticed that the polygons were three times bigger on average than the polygons from Frank's map. Two factors were at play here: the neighboring jurisdiction was larger geographically and the gangs tended to be spread out more geographically than one might find in an urban setting. Since the map was looking at the entire jurisdiction, I asked the lieutenant to go back and clarify his definition of a gang—with scale in mind—for each of the officers contributing to the map. For example, focusing on the entire jurisdiction, most of the officers generalized the extent and locations of the gang territories rather than being very specific about locations. This type of generalization can create possible problems, especially when trying to examine smaller geographic areas.

Another issue to consider is data sharing. When Frank saw the map that I created for the lieutenant, he immediately wanted to share his data with the lieutenant and he expected the same in return. The Lieutenant's department, however, had a policy not to provide any information about gangs to anyone outside of the department. Since I had both data sets in my possession, I was able to display both jurisdictions' gang data in one GIS. Immediately I was able to see cross-border relationships with the gangs, especially when I analyzed

the attributes. The problem was that I was unable to share this information with either jurisdiction until the proper data-sharing protocols were established. After several weeks and three meetings, a brief memorandum of understanding was drawn and the two departments were given permission to view each other's data. This is crucial when dealing with gangs because gang activity occurs with no regard for political boundaries. These data-sharing issues can occur between two different jurisdictions, but they can also occur within one jurisdiction where one district fails to share intelligence data with a neighboring district.

A final issue that we encountered was the sensitive nature of the gang data that we were accessing. Initially, I had asked to use the database of known gang members and overlay those data with the gang territory data. After being denied, I inquired as to why I could not access the data and discovered that the database included juveniles. For the type of analysis I wanted to do, I did not require any personal information (e.g., social security number) but simply the attributes contained within the data describing the person. I convinced the department to release the data with the name and personal information excluded. Next, I geocoded the records according to the address field. This example illustrates how it is often necessary for agencies to filter data prior to releasing them.

Once these issues were addressed, we were able to produce a series of analytical maps that were helpful to these two agencies. We overlaid gang-related crime, gang arrests, locations of gang members, gang territories, gang graffiti, gang hangouts, and other demographic data in a GIS, which allowed them to develop various initiatives to fight their respective gang problems. Notice that many of the data used in this GIS were not readily available when the project started. Additionally, much of the data collection involved collecting qualitative data about the nature and details of the gangs and their members. As stated earlier, "getting into the head of the officers" was critical to the success of this project, as was dealing with the key issues that arose along the way.

Joe Ryan is the Director of the Crime Mapping and Problem Analysis Laboratory. He can be contacted via e-mail at jryan@policefoundation.org

Upcoming Conferences and Training

SEPTEMBER

International Association of Crime Analysts Conference
    September 8 - 11, 2004
    Seattle, WA
    http://www.iaca.net/Conferences/2004Conference/
    index.html

California Crime Analysts Conference
    September 15 - 17, 2004
    Sacramento, CA
    www.crimeanalyst.org

Mid America Regional Crime Analysis Network Annual
Training Conference
    September 17, 2004
    Kansas City, MO
    http://www.marcan.org/index.htm

International Association of Law Enforcement Planners
(IALEP) Annual Training Conference
    September 19 - 24, 2004
    Chicago, IL
    www.ialep.org

OCTOBER

Analytical and Research Skills Training Course (IACA)
    October 18 - 22
    Las Vegas, NV
    http://www.iaca.net/Certification/training.html

Melbourne Center for Criminological Research and
Evaluation: Crime Mapping and Analysis Seminar –Trends,
Technology and Practice
    October 27 - 29, 2004
    Melbourne, Australia
    http://www.muprivate.edu.au/index.php?
    id=359#1075

Problem Oriented Policing Conference
    October 28 - 30, 2004
    Charlotte, NC
    http://www.popcenter.org/about-conference.htm

GENERAL WEB RESOURCES FOR TRAINING SEMINARS AND CONFERENCES

http://giscenter.isu.edu/training/training.htm
http://msdisweb.missouri.edu
www.actnowinc.org
www.alphagroupcenter.com
www.cicp.org/gis.html
www.cops.usdoj.gov
www.esri.com/events
www.iaca.net/Certification/training.html
www.ialeia.org
www.ialep.org
www.mapinfo.com/events
www.nijpcs.org/upcoming.htm
www.nlectc.org/nlectcrm
www.nsgic.org
www.urisa.org/meetings.htm

EARLY REMINDERS!

International Association of Chiefs of Police (IACP)
    November 13 - 17, 2004
    Los Angeles, CA
    http://iacp.expoexchange.com/

American Society of Criminology
    November 17 - 20, 2004
    Nashville, TN
    www.asc41.com

ABOUT THE POLICE FOUNDATION

The Police Foundation is a private, independent, not-for-profit organization dedicated to supporting innovation and improvement in policing through its research, technical assistance, communication, and professional services programs. Established in 1970, the foundation has conducted seminal research in police behavior, policy, and procedure, and works to transfer to local agencies the best new information about practices for dealing effectively with a range of important police operational and administrative concerns. Motivating all of the foundation's efforts is the goal of efficient, humane policing that operates within the framework of democratic principles and the highest ideals of the nation.

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