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2007 World Gang Control Strategy Summit Report of the National Alliance of Gang Investigators' Associations

A Gang Control Strategy Summit Report for the Chief Executive

The Premier Strategic Planning Forum for Criminal Justice Executives, Command Staff,
Prevention Professionals and Political Leadership

Hosted by the Florida Gang Investigators Association
Rusty Keeble, President



**** A Chief Executive Leadership Forum ****



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The National Alliance of Gang Investigators' Associations (NAGIA) provides global leadership in developing and recommending strategies to prevent and reduce gang crime, administer professional training as well as assist criminal justice professionals and the public in identifying and tracking gangs, gang members and the gang crime around the world.

To accomplish this mission, the NAGIA sponsored the first World Gang Control Strategy Summit. The purpose of this Summit was to provide the Command Staff and Chief Executives a forum where criminal justice and non-criminal justice professionals could discuss current trends and activities related to gangs and gang violence. There were individual "tracks" of instruction to accommodate the many disciplines of professionals that are needed to combat the war on gangs. This summit was facilitated in a way that maximized your ability to not only walk away with a better understanding of the scope of the problem but also better familiarize the attendees of the best practices that are being used to effectively combat this threat.

In addition to the many courses of instruction, there were facilitated discussion groups of which you could attend and participate in those forums that pertained to the many disciplines that are needed to establish an effective local, state, national and international gang control strategy. We set out to develop this summit specifically with this in mind.

At the conclusion, this Summit Report was compiled to showcase the recommendations and discussion topics that were a result of this instructional and "working group" event. This work product is designed for command staff and agency executives with their overall strategy development to address the gang issues in their communities.

Our goal is to provide you with the information necessary to establish a strategy to reduce your gang activity and increase public safety and the overall quality of life for the citizens of your community.

We hope to see you at the 2009 World Gang Control Strategy Summit on April 27-29, 2009 in Orlando, Florida.

For additional information on the National Alliance of Gang Investigators' Associations, please visit the NAGIA website address, www.nagia.org.

Respectfully Submitted,

Rusty Keeble
President

Executive Summary

Former US Surgeon General, David Satcher, MD in the 1980's indicated in his report on Youth Violence that during the decade extending from 1983 to 1993, arrests of youths for serious violent offenses surged by 70%, and the number of young people committing homicides nearly tripled over the course of that deadly decade. It was during this period that the Surgeon General declared youth violence a major public health problem in America.

The scourge of gangs is a clear and present danger to our internal national security. These gangs adversely impact the quality of life within our communities with violence, drugs, and associated criminal activities.

To ensure and enhance public safety, the need exists on a national level for a coordinated response to a threat of this magnitude. The consolidation and distribution of information, the standardization of training, and the creation of a close partnership among federal, state, and local law enforcement are among the elements critical to the accomplishment of this objective. The National Alliance of Gang Investigators Associations was created to assist agencies with successfully combining these elements at all levels.

The National Alliance of Gang Investigators Associations (NAGIA) was established in 1998, as a cooperative organization currently composed of representatives from 17 regional gang investigators associations representing over 15,000 gang investigators across the country, as well as federal agencies and other organizations involved in gang-related matters.

The NAGIA is a unique alliance of criminal justice professionals dedicated to the promotion and coordination of national anti-gang strategies. The NAGIA also advocates the standardization of anti-gang training, establishment of uniform gang definitions, assistance for communities with emerging gang problems, and input to policymakers and program administrators. The NAGIA is not meant to replace or duplicate the services provided by any other entity rather, to support regional gang investigators associations; the Regional Information Sharing Systems (RISS); as well as federal, state, and local anti-gang initiatives.

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Recently, 2001-2002 public health data revealed that youth violence is on the rise again in the United States, particularly in homicides.

- 42% of local law enforcement survey respondents indicated their youth gang problem was "getting worse" in 2002 up from 27% in 2001 (2002 National Youth Gang Survey, NYGC)
- It is estimated that 94% of gang members were male and 6% were female in 2000 (National Youth Gang Survey Trends From 1996-2000, OJJDP, 2002)
- There were a total of 115 gangland murders and 819 juvenile gang killings during 2003 (Federal Bureau of Investigation, Murder Circumstances by Relationship, 2003)

In 2005, the National Youth Gang Center survey reported the following:

- 26,000 gangs active in US
- 790,000 active gang members in the US
 - 49% Hispanic
 - 34% African-American
 - 10% Caucasian
 - 6% Asian

The 2005 National Gang Threat Assessment provided a national and regional picture of the threat posed by gangs. Funded by the Bureau of Justice Assistance (BJA), this report was the result of a collaborative effort among the members of the National Alliance of Gang Investigators Associations (NAGIA). These are current gang trends:

- Gangs remain the primary distributors of drugs throughout the United States.
- Gangs are associating with organized crime entities, such as Mexican drug organizations, criminal groups, and Russian organized crime groups. These groups often turn to gangs to conduct low-level criminal activities, protect territories, and facilitate drug-trafficking activities. Financial gain is the primary goal of any association between these groups.
- Gang members are becoming more sophisticated in their use of computers and technology. These new tools are used to communicate, facilitate criminal activity, and avoid detection by law enforcement.
- Few gangs have been found to associate with domestic terrorist organizations. The susceptibility of gang members to any type of terrorist organization appears to be highest in prison.
- Prison gangs pose a unique threat to law enforcement and communities. Incarceration of gang members often does little to disrupt their activities. High-ranking gang members are often able to exert their influence on the street from within prison.
- Hispanic gang membership is on the rise. These gangs are migrating and expanding their jurisdictions throughout the country. Identification and differentiation of these gangs pose new obstacles for law enforcement, especially in rural communities.
- Migration of California-style gang culture remains a particular threat. The migration spreads the reach of gangs into new neighborhoods and promotes a flourishing gang subculture.
- While the number of all-female gangs remains low, the role of women in gangs is evolving. Women are taking more active roles, assisting in the movement of drugs and weapons, and gathering intelligence from other gangs.
- Indian Country is increasingly reporting escalating levels of gang activity, gang-related crime and drug trafficking. The remote nature of many reservations and a thriving gang subculture make youth in these environments particularly vulnerable to gangs.
- Outlaw motorcycle gangs (OMGs) are expanding their territory and forming new clubs. This is reflected in increased violence among OMGs as they battle over territories.
- Approximately 31 percent of survey respondents indicated that their communities refused to acknowledge the gang problem. Several communities only began to address gang issues when high-profile gang-related incidents occurred.
- Forming multi-agency task forces and joint community groups is an effective way to combat the problem. However, decreases in funding and staffing to many task forces have created new challenges for communities.

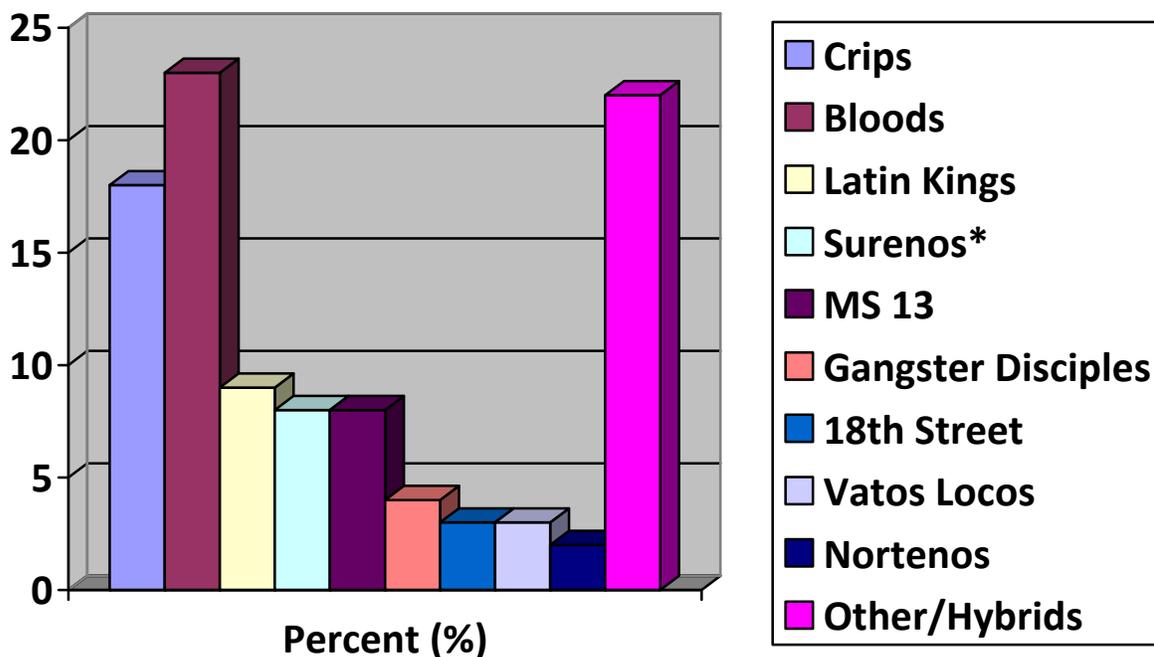
(Source: NAGIA National Gang Threat Assessment 2005)

TRENDS

Across the nation, gang-related statistics are maintained sporadically, making it difficult to obtain an exact measurement of gang violence. Additionally, the lack of a national definition of gang and gang-related crime acceptable to law enforcement and the political establishment compounds the problem. Only estimates of the actual number of gangs and gang members across the United States exist.

The results reported in this document are the compilation of information received from 78 summit attendees from across the country representing gang specialists at the federal, state, and local levels, from a range of agencies (law enforcement, schools, community based organizations, etc). A detailed survey was distributed to attendees of the 2007 NAGIA World Gang Control Strategy Summit (see Appendix). Additionally, presidents of the NAGIA member associations were asked to provide an overview of gang trends and patterns in their respective regions and relevant open source materials to supplement this report.

The information reported here represents individual input of trends and patterns of gang activity as documented by conference attendees.



For the attendees surveyed at the 1st Annual NAGIA World Gang Summit, Bloods represent the most prominent gang throughout the United States. Hybrid Gangs are one of the fastest growing groups in the gang world, as well as Central American/Latino Gangs¹.

¹ Sureno gangs have been identified as individual gangs and also local gangs and their affiliation to Sureno gangs, i.e. Vatos Locos (Sur 13)

INTERVENTION/PREVENTION STRATEGIES

The NAGIA World Gang Control Strategy Summit was designed to have instructional and facilitated question workshops, as well as facilitated panel discussion workshops. This session was presented by Michelle Arciaga, Sr. Research Associate, Institute for Intergovernmental Research and Victor Gonzalez, Director of Program Services, Houston Mayor's Anti-Gang Office.

Keys to effective gang intervention:

- Understand the target population
 - Know the key players, enemies, trends, identifiers, language
- Engaging gang-involved youth
 - Build trusting relationships
 - Establish clear boundaries
 - ACTIVELY LISTEN
 - Connect with families
 - BE VISIBLE
- Follow-up and consistency
 - Link youth to services/resources in the community
 - Engage in open communication
 - Decrease gang attachment
 - Provide supervision and monitoring
- Provide positive replacements
- Recognize accomplishments (use media, awards, etc)
- Never underestimate the potential for gang violence
- Never underestimate the potential of our youth

Team-based gang intervention is comprised of representatives from law enforcement, probation/parole, social services, education, mental health and community-based organizations. This creates an “individualized” case-management plan for each client versus the old “cookie-cutter” approach of one size fits all. This type of service delivery engages gang members in direct services, and dismantles barriers to crucial services. This approach all assists with focused enforcement activities and client accountability.

The basic tenet of this workshop was that gang members often show different sides of the personality to different people; one to law enforcement, one to social services, one to school, etc. Gang members often have multi-agency involvement (CPS, police/probation/parole, schools, etc). To get the big picture, it's important that all agencies involved get together, communicate and share resources.

GANGS AND THE INTERNET

This session was instructed and facilitated by Detective Bruce Ferrell of the Omaha Police Department and Chairman of the Midwest Gang Investigators Association.

The workshop began with education regarding the continued expertise of gang members in providing information, disrespect, and violence in the gangster rap genre of the music industry. Also discussed was the infusion of legitimate and illegitimate monies into the gangster rap industry by members of street gangs. Gang members have also worked hard in trying to legitimize and mainstream themselves and their status within corporate America. Examples were given of car commercials with longtime Long Beach Crip, Snoop Dog and Lee Iacocca selling Chryslers during the Super Bowl in 2007, as well as members of the outlaw motorcycle gang, the Outlaws, appearing in a GEICO commercial.

Information about the enormous amount of internet traffic and people who use the social networking site, MySpace.com was discussed as well as effective examples of gang members using this social networking site to recruit, disrespect rival gangs, display their monies, and brandish firearms, as well as the other proceeds of their life as street gang members.

Additionally, sites such as YouTube.com and other video sharing sites continue to glamorize the “gangster lifestyle” by allowing users to upload videos to further gang involvement. These videos have gang members displaying firearms, conducting jump-ins of new members, and assaults of rival gang member confrontations.

Attendees were provided information on how to address legal issues surrounding the identification of gang members and their web pages through MySpace.com utilizing the MySpace.com Law Enforcement guide. This guide provides law enforcement with the rules and examples for obtaining subpoenas, communication orders, and search warrants. Also discussed, was how to construct and maintain an undercover web page to conduct law enforcement monitoring of these social networking sites and their gang member web pages.

In the discussion portion of the workshop, technology issues were demonstrated by approximately 1/3 of the attendees. They were given advice to seek out their Computer Crimes experts to assist with technology issues and were also encouraged to attend the Grants for Law Enforcement class that was going to be held during the Summit in an effort to obtain grant monies to update and purchase technology. It was discovered that some departments still were suffering with no access to the Internet or email distribution capability outside their own personal accounts. Officers were also encouraged to seek technology assistance through their local RISS field representatives in securing loaner computers to assist in accessing the Internet to facilitate their investigations.

Attendees also addressed frustration with the inability to access the Internet during their duty hours as a result of being denied access by supervisors and administrators. Attendees were encouraged to address this particular class with their supervisors and enlist the aid of their IT personnel to show how this important issue needs to be addressed. Approximately 1/5 of the attendees of this module were supervisors or above. These individuals indicated more willingness to allow their officers access to the Internet on-duty after receiving the information from the class. Not surprisingly, most of the individuals not being allowed access to the Internet were members of Corrections, yet these students are those who most require access based on their need to identify and educate themselves about the gang members they are classifying and supervising.

Finally, the attendees were encouraged to network and exchange best practices regarding Internet investigations and education to better address this ever-increasing challenge. The challenge arising not only from a technology perspective, but to educate ourselves to better identify criminal activity being committed by gang members outside the perceived norm of drive-by shootings and the sales/distribution of illegal narcotics.

Examples of individuals and gang sets committing criminal conduct in the areas of forged documents and checks, criminal impersonation, extortion, and identity theft were also provided to the class attendees.

EXECUTIVE SESSION ON GANG STRATEGIES

This four-hour block was to provide law enforcement executives and command staff with information and strategies at the state and federal level. A panel of federal and state officials was asked to provide information regarding their agency and their role in gang strategies at the state and federal level.

The panelists comprised of: Dr. Deborah Friedman - National Gang Intelligence Center, SSA Scott Rottman - FBI Gang TECC, James McDermond - Deputy Director of Homeland Security, Jerry Lynch, CEO - RISS, SAC Bob Weber - ICE, David Starbuck - NDIC, and Chief Jim Kelly, West Palm Beach School District Police Department

SSA Rottman and Dr. Freidman provided information about the FBI-National Gang Intelligence Center and Gang TECC, as a seamless integrated approach to gathering gang intelligence, developing strategies, to assist in facilitating state and federal gang taskforces working on identified gang priorities, and further, to assist with the prosecution of these gangs with coordination from Gang Squad attorneys.

This “one stop shopping” was described to maximize local and national efforts through the:

- MS-13 National Gang Taskforce
- Gang TECC (National Gang Targeting, Enforcement, and Coordinating Center)
- National Gang Intelligence Center
- International Gang Taskforce

SAC Bob Weber provided updated information on ICE’s efforts concerning “Operation Community Shield” which began in 2005. ICE has an Office of Detention and Removal with 5500 agents whom also train local officers in immigration issues.

David Starbuck, National Drug Intelligence Center (NDIC) advised that NDIC still gathers intelligence on narcotics and their trends across the country and produces numerous reports available to local law enforcement each year. Mr. Starbuck advises that NDIC is also working closely with NGIC to coordinate gang intelligence with NGIC’s intelligence analysts of migratory trends and specific gangs that are becoming more active across the country.

Jim McDermond provided details from his role in Homeland Security, where he coordinates ATF programs combating gangs as they relate to firearms. ATF is using a multi-disciplinary approach to attacking gangs through:

- Project Safe Neighborhoods
- Firearms Tracking Programs
- Violent Crime Impact Teams
- HIDTA/OCDETF

RISS CEO Jerry Lynch discussed several programs they are involved with, including implementation of direct connectivity of RISS and NGIC. RISS is also working on software/systems that will allow many law enforcement systems to talk to each other. Another feature RISS is developing is an “Anonymizer” so that investigators can access gang websites and do so without those sites being able to determine that law enforcement is accessing their sites with government computers. Lynch also indicated it is their plan to have all Fusion Centers to be able to talk to all RISS sites.

Chief Kelly, West Palm Beach School District Police Department, believes that there continues to be a lack of communication between police, school police, and other state and local law enforcement. His biggest concern is having real time information communicated to the schools, whether to the school police or to the SRO when issues regarding gangs may affect schools.

During the discussion, portion of the sessions multiple topics were covered by the panelists and participants including:

- Multi-disciplinary teams similar to those used in Los Angeles are being used to combine, consolidate and facilitate resources for at-risk youth and gang members
- Gang intelligence databases should be encouraged to take an approach similar to the GLOBAL Gang Intelligence Working Group. This includes the need to share intelligence information not just with each other, but that systems need to have access to each other for a more coordinated searching approach. In addition the VGTOF file needs more agencies to input gang member data so that the patrol officer has an early warning system available when they encounter that individual on the road.
- Law Enforcement, Corrections, and Probation/Parole need to better coordinate and share information, in addition to including partnerships with Schools and the Intervention/Prevention professionals for a coordinated approach to gangs.

It was discussed at the end of the panel that the purpose of the NAGIA World Gang Summit was to filter down ideas and programs discussed at the Summit to regional gang investigator associations, and through them, to further professionalize law enforcement efforts by providing quality training in topics and areas identified at each years Summit.

LAW ENFORCEMENT EXECUTIVE PANEL

The final session of the 2007 NAGIA World Gang Control Strategy Summit was the Chiefs Panel. The panel was comprised of: Chief Thomas Warren, Omaha Police Department (NE), Chief Kim Dine, Frederick Police Department (MD), and Chief Frank Wills, West Covina Police Department (CA).

This panel provided attendees the ability to hear Executive level ideas and observations from a broad spectrum of agencies across the country and how each agency utilized their resources and programs.

Chief Dine, previously in a command staff position with Washington D.C. Metropolitan Police Department advised that they conduct a multi-disciplinary approach to gang issues in their city. Chief Dine advised that they utilize aggressive gang suppression techniques, coordinate intervention/prevention programs with local services, and take a very proactive stance in education of parents and educators on gang issues.

Chief Warren shared that the Omaha Police Department is using a similar multi-disciplinary approach to gang issues through the Project Safe Neighborhoods program. The department is very aggressive with education of schoolteachers, administrators, and neighborhood groups. The US Attorney's Office is very proactive in their prosecution of gang members and in 2006 assigned individual attorneys to a specific gang, to coordinate the investigation and to provide detectives an additional person to work their gang cases.

Chief Wills reported that his department continues to work aggressively against gangs and that his issues involve not only gangs in his city, but the spillover from Los Angeles gangs as well. Chief Wills indicated that their gang officers work diligently with suppression tactics, yet there is a need for better coordination of efforts with other agencies, as well as more information to agencies about Prevention/Intervention programs available to their city.

It was reiterated that intelligence sharing is a main concern of all their departments. This included not only law enforcement intelligence, but also corrections and probation/parole. These functions need to be coordinated and protocols be established to share this information locally, regionally, and nationally. Also discussed were that resources need to be shared and coordinated with each agency and their partners to get the most out of each enforcement dollar. Agencies need to continue to seek funding streams, as well as be creative in the approach to enforcement activities against gang members. One of those creative ideas is a civil injunction of gangs and their members. Currently, several cities in California are participating in these; however Florida has several cities looking at these civil injunctions.

All of the Chiefs agreed with the need to apply the all crimes approach to gang enforcement. That prosecution of these individuals needed to begin at the highest level, with review of the most effective approach to these cases as they work their way down from Federal, State, and City courts. The all crimes approach needs to continue to be encouraged at the Fusion Centers and that gang investigators and correctional staff need to be integrated into the Fusion Centers to give depth to their intelligence analysis.

The Chiefs continue to be active in assisting NAGIA with their expertise and experience in providing topics and programming for the 2009 NAGIA World Gang Control Strategy Summit.

Appendix

NAGIA 2007 GANG SURVEY

For the purposes of this survey, the term “gang” is defined as: a group or association of three or more persons who may have a common identifying sign, symbol or name, and who individually or collectively engage in, or have engaged in, criminal activity, which create an atmosphere of fear and intimidation. Criminal activity includes juvenile acts that if committed by an adult would be a crime.

1. Does your agency have the following:

- | | |
|---|----------------------|
| a. Youth/Street Gang Unit or Officer(s) | c. Both Types |
| b. Gang Prevention Unit or Officer(s) | d. One Combined Type |
| | e. None |

2. Has the number of officers in your gang unit increased or decreased over the past two years?

- | | |
|--------------|----------------------|
| a. Increased | c. Remained the same |
| b. Decreased | d. Don't know |

3. How many gangs were active in your jurisdiction during 2007? _____

4. Some gangs are comprised almost exclusively of one racial/ethnic group. Others are more mixed. What percentage of the gangs reported in *Question 3* have a significant mixture of two or more racial/ethnic groups? _____% Mixed

5. What emerging gang trends have you seen in your community (i.e. graffiti, tagging, open drug sales, gang members in colors)? _____

6. Considering all the gang members reported in *Question 3*, what is your estimate of the percentage who are:

- | | |
|-------------------------|---------------------------|
| _____ % Under Age 15 | _____ % 18-24 years old |
| _____ % 15-17 years old | _____ % over 24 years old |

7. Please estimate the proportion of gang members who engaged in the following offenses in your jurisdiction during 2007?

	None (0%)	Few (1-25%)	Some (26-74%)	Most/All (75-100%)
Aggravated Assault	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Simple Assault	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Robbery	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Burglary/B&E	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Motor Vehicle Theft	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Larceny/Theft	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Drug Sales	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

8. What percentage of the gangs reported in *Question 3*, would you say are drug trafficking as their primary source of profit? _____%

9. In your judgment, are your gang problems:

- a. Getting worse
- b. Getting better
- c. Staying about the same

10. What is the percentage of all the gang members reported in 2007 who are:
_____ Female

11. In the past two years have your local gang sets become affiliated with national set? i.e., LNTG – (local gang) become Bloods – (national gang)

Yes _____ No _____ Don't Know _____

a. If YES, please give examples.

Local Gang	National Gang

12. During 2007, were there gang related incidents within, or on the grounds of the schools in your jurisdiction?

Yes _____ No _____ Don't Know _____

a. If YES, approximately how many incidents occurred? _____

13. How much has your jurisdiction's gang problem been affected in the past few years by the return of adult gang-involved inmates from prison?

- a. Very Much
- b. Somewhat
- c. Very Little
- d. Not at all
- e. Don't know

14. How often did gang members use firearms in assault crimes in your jurisdiction during 2007?

- a. Often
- b. Sometimes
- c. Rarely
- d. Not at all
- e. Don't know

15. During 2007, did your agency participate in a formal multi-agency task force or collaborative effort that focused on gang problems as a major concern?

Yes _____ No _____ Don't Know _____

If you answered "Yes" to 15, which of the entities listed below were included?
(Please check all that apply)

- a. _____ Other police or sheriff's department
- b. _____ Other criminal justice agency (federal or state law enforcement, court, prosecution, public defense, probation, parole, corrections, juvenile justice, etc.)
- c. _____ Other government entity (federal or state social service agency, U.S. or state legislature, city or county government, etc.)
- d. _____ Religious institutions (church, synagogue, mosque, etc.)
- e. _____ Private social service agency
- f. _____ Community-based/citizens group
- g. _____ Private corporation
- h. _____ Other (please identify) _____

16. Does your department or agency have a system in place for classifying and tracking gang-related (member-based) and/or gang-motivated (motive-based) crimes?

Yes _____ No _____ Don't Know _____

- a. If YES, is the system computerized?
 Yes _____ No _____ Don't Know _____
- b. Is it mandatory that officers contribute to the system?
 Yes _____ No _____ Don't Know _____
- c. What percentage of officers do you estimate contribute to the system?
 _____ %

17. Are gangs in your jurisdiction using technology to facilitate criminal activity (e.g. Internet, websites, e-mail, Nextel, computers)?

Yes _____ No _____ Don't Know _____

If yes, please elaborate: _____

]

18. List the 5 most active street gangs and prison gangs in your area.

Street Gangs	Prison Gangs
a.	a.
b.	b.
c.	c.
d.	d.
e.	e.

19. Are gangs associated with any domestic or international terrorist organizations or extremist groups within your jurisdiction?

Yes _____ No _____ Don't Know _____

If YES, please explain: _____

Agency Zip Code: _____

National Alliance of Gang Investigators' Associations

Member Associations

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California Gang Investigators Association

Andrew Grascia, President
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William 'Nik' Naholnik, Executive Director
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Mark Bridgeman, President
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