



# **Attorney General's Report to Congress on the Growth of Violent Street Gangs in Suburban Areas**

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The National Drug Intelligence Center (NDIC) is gratefully acknowledged for developing the substance of this report. NDIC supports national-level policymakers and the Intelligence Community by preparing strategic analytical studies on the trafficking of illegal drugs and on related illegal activities that pose a threat to the national security of the United States.

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## **Executive Summary**

*Gangs threaten our society, from city streets to suburban neighborhoods and beyond. They bring a culture of violence and drugs to our doorsteps, creating an atmosphere of fear, diminishing the quality of life, and endangering the safety, well-being, and future of our children. In partnership with state and local authorities as well as community leaders, we must be vigilant in keeping our communities safe from the curse of gang-related crime and violence.*

Attorney General Michael B. Mukasey

This Report to Congress on the growth of violent street gangs in suburban areas was requested by the U.S. House of Representatives, Committee on Appropriations, in reference to Commerce, Justice, Science, and related Agencies Appropriations Bill 2008 (H. Rept. No. 110-240, July 19, 2007). The report provides a look at the types of gangs, the regions where they operate, and the relationships of these gangs with drug trafficking organizations.

The National Drug Intelligence Center (NDIC) provided substantive gang-related information for this report from their 2007 National Drug Threat Survey, along with Field Program Specialist Intelligence Reports; federal, state, and local law enforcement reporting; intelligence community reporting; open source reporting; and personal interviews of law enforcement officials by NDIC's intelligence analysts. The key findings from the survey and other reporting efforts are listed below.

In addressing gang-related violence, the Department of Justice (DOJ) has employed a number of prevention, intervention, and suppression strategies that are by design collaborative in nature and are strategically targeted to respond to the unique concerns of law enforcement officials, community groups, and policymakers at the local, regional, national, and international levels. The Department's comprehensive plan to combat gangs across America is twofold: First, prioritize prevention programs to provide America's youth, as well as offenders returning to the community, with opportunities that help them resist gang involvement. Second, ensure robust enforcement policies when gang-related violence does occur. This comprehensive plan to combat gangs and gang violence also recognizes the critical need of local law enforcement and local community groups to continue to work hand in hand on the front lines in the war against gang violence. A listing of the Department's anti-gang-related programs and resources are included in this report.

## **Key Findings**

Gangs are a threat to public safety in many suburban communities throughout the country, particularly violent urban gangs that have migrated from inner cities to surrounding areas. Gang migration began in the late 1980s and intensified in the 1990s. At present, more than 20,000 gangs consisting of approximately 1 million members exist in the United States. Gangs are present in all 50 states, the District of Columbia, and all U.S. territories.

Gangs are responsible for a large number of violent crimes committed each year throughout the country, including homicides. Gang members typically act in concert, planning violent criminal activity to advance their reputation, protect their territory, or expand their operations. However, gang members sometimes arbitrarily commit random acts of violence against unwary citizens. Additionally, planned criminal activities perpetrated by gangs have led to the victimization of many innocent bystanders.

Gangs dominate retail-level drug distribution across the United States and increasingly are becoming involved in wholesale-level drug trafficking through connections with drug trafficking

organizations (DTOs). Mexican drug traffickers affiliated with the Federation, the Gulf Cartel, the Juárez Cartel, and the Tijuana Cartel<sup>1</sup> maintain working relationships with at least 20 street gangs, prison gangs, and outlaw motorcycle gangs (OMGs) that operate in a number of suburban communities throughout the country—this has significantly increased the availability of illicit drugs in many areas. Moreover, several major Asian criminal organizations and DTOs work closely with at least eight Asian street gangs that operate within suburban locales.

Law enforcement officials face unique challenges in confronting gang-related criminal activity in their respective jurisdictions. Consequently, anti-gang strategies must be particularized to each community. Community-based law enforcement initiatives have had an effect on gang operations in many areas. Law enforcement officials in several areas report that gangs in their jurisdictions are reducing the use of violence in an attempt to avoid law enforcement apprehension. Moreover, successful law enforcement and community initiatives have caused gangs to reduce their level of operations in a number of urban and larger suburban areas. As a consequence, some of these gangs have moved their operations into surrounding communities.

National- and regional-level gangs pose a multi-jurisdictional threat; gang chapters and sets typically maintain cross-jurisdictional connections in multiple states and usually in multiple locations within a state. Gangs are increasingly conducting criminal activity across the U.S.–Mexico and U.S.–Canada borders.

## The Domestic Gang Landscape

### Overview

Gangs, which have existed in urban areas throughout the United States for at least the last 3 decades, have emerged as a primary public safety concern to law enforcement officials in many suburban communities. Violent urban gangs that have migrated from inner cities to surrounding areas perpetuate this concern. Gang migration from urban areas to suburban communities began in the late 1980s and intensified in the 1990s. At present, more than 20,000 gangs consisting of approximately 1 million members exist in all regions of the United States (see [Appendix E, Map 1 for regional delinquency](#)). Gangs are present in all 50 states, the District of Columbia, and all U.S. territories.

Gang members often migrate from urban areas to suburban and rural locales in order to expand their areas of operation and generate additional income; they also seek to escape law enforcement operations targeting gang activity. According to data from the 2007 NDIC National Drug Threat Survey (NDTS), law enforcement officials in 1,970 of 3,054 jurisdictions responding to the survey reported a gang presence in their area. Of those jurisdictions reporting gang activity, 1,098 were identified as urban, 585 as suburban, and 287 as rural. (See [Appendix E, Maps 2 and 3.](#)) Many of the suburban and rural law enforcement agencies reported that a large percentage of the gang members present in their areas migrated from larger urban cities to establish subsets or chapters of their original gangs or to establish new gangs. For instance, law enforcement officials in Selma, California, reported the growing presence

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1. The Federation is a cooperating group of Mexican DTOs composed of the Arturo and Hector Beltrán-Leyva, Ignacio Coronel-Villareal, Juan José Esparragosa-Moreno, Joaquín Guzmán-Loera, Armando Valencia-Cornelio, and Ismael Zambada-García Organizations. The Gulf Cartel is composed of the Osiel Cárdenas-Guillén Organization. Since Cárdenas-Guillén's extradition to the United States, leadership of the Gulf Cartel has passed to Heriberto Lazcano-Lazcano, Jorge Eduardo Costilla-Sánchez, and Ezequiel Cárdenas-Guillén. The Juárez Cartel is composed of the Vicente Carrillo-Fuentes Organization. The Tijuana Cartel is composed of the Arellano-Félix Organization.

of Fresno Bulldogs, Loc Town Crips, Sureños, and Norteños gang sets<sup>2</sup> in their jurisdiction—members of the sets migrated to Selma from Los Angeles and San Francisco, California. The gang sets are increasingly engaging in violent criminal activity, including drive-by shootings, to intimidate the citizens of Selma. In migrating to new areas, gangs generally recruit local individuals from various racial and ethnic groups in an attempt to blend within the resident population and mask their operations. Moreover, gangs appear to be motivated to move into new areas, in large part by an expectation of increased criminal revenue.

Gangs in suburban communities engage in myriad criminal activities, including violent crimes such as armed robbery, assault, homicide, and shootings. Additionally, gangs dominate retail-level drug distribution throughout the country and increasingly are becoming involved in wholesale-level drug trafficking. Law enforcement officials report that Mexican drug traffickers affiliated with the Federation, the Gulf Cartel, the Juárez Cartel, and the Tijuana Cartel maintain working relationships with at least 20 street gangs, prison gangs, and OMGs that operate in suburban areas across the nation. Such affiliations have significantly increased the availability of illicit drugs in many suburban areas.

Law enforcement initiatives have impacted gang operations in many communities. Law enforcement officials in several areas report that gangs in their jurisdictions are reducing their use of violence in an attempt to avoid law enforcement apprehension. Moreover, successful law enforcement and community initiatives have caused gangs to reduce their level of operations in a number of urban and larger suburban areas. As a consequence, some gangs moved their operations into surrounding communities. For example, law enforcement officials in Bristol Township, Pennsylvania, report that Bloods street gang members are beginning to move into their area from nearby Trenton, New Jersey, to distribute illicit drugs and expand their territory; this is evidenced by gang graffiti and a rising number of gang-related “recruiting parties.” Additionally, law enforcement officials in Levittown, Fairless Hills, and Morrisville, Pennsylvania,<sup>3</sup> report an increasing presence of Trenton Bloods members in their jurisdictions, many of whom are attempting to attract junior and senior high school students to join their ranks. Officials in all of the jurisdictions believe the migration of Bloods gang members to their areas is a result of heightened law enforcement scrutiny of the gang members’ operations in Trenton. (See [Appendix E, Map 4.](#))

## **Types of Gangs**

Gangs vary in size, ethnic composition, membership, and organizational structure; however, most can be categorized as street gangs, prison gangs, or OMGs. Street gangs are typically associated with a particular neighborhood, town, or city and may incorporate the locale’s name in their own, for instance, the Fresno Bulldogs. However, law enforcement officials report that several street gangs have attained regional or national status and operate in a number of states throughout the country. For example, Mara Salvatrucha, also known as MS-13, is one of the largest Hispanic street gangs in the United States; it is known to be active in at least 38 states and the District of Columbia. MS-13 is particularly active in the northern Virginia and Maryland suburbs surrounding Washington, D.C. MS-13 members expanded into these areas from Los Angeles, California, in early 1992. After establishing a presence in northern Virginia, particularly Fairfax, Herndon, and Reston, MS-13 members migrated to the nearby counties of Montgomery, Prince William, and

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2. Gang sets can be defined as smaller subgroups of a larger gang. For example, the Chicago-based Latin Kings street gang has sets that operate in dozens of cities throughout the United States.

3. Bristol Township, Levittown, Fairless Hills, and Morrisville, Pennsylvania are located within the area commonly referred to as the Pennsylvania Route 222 Corridor.

Prince George's, Maryland. MS-13 members have reportedly engaged in a host of criminal activities in these communities, including aggravated assault, homicide, and drug distribution.

Prison gangs are criminal organizations that operate within federal and state prison systems as self-perpetuating criminal entities; they also operate outside of prisons, typically through the activities of members who have been released from prison into communities. For instance, Barrio Azteca, one of the most violent prison gangs in the United States, has an estimated membership of 2,000 and operates in federal, state, and local corrections facilities in Texas and outside prison in communities within southwestern Texas and southeastern New Mexico. OMGs are criminal organizations whose members use their motorcycle club affiliation as a conduit for criminal activity. The Bandidos, one of the largest OMGs in the United States, has between 2,000 to 2,500 members in the United States and 13 other countries. According to the NDTs, OMGs are a growing criminal threat to the nation, particularly in terms of cocaine, marijuana, and methamphetamine trafficking.

Depending on their level of sophistication, gangs operate at the national, regional, or local level. National-level gangs generally maintain loyal subgroups, commonly referred to as chapters or sets, located in communities in multiple states throughout the country. National-level gangs typically are highly structured, have a large number of members, and have ties to transnational criminal and drug trafficking organizations. Regional-level gangs primarily operate in locations in multiple states within a limited geographic area. These gangs vary in structure and number of members and have limited ties to DTOs. Local gangs typically operate in a single location or in several locations that are in proximity to each other. They usually are less structured, have fewer members, and generally have no ties to DTOs; however, exceptions do exist—several local Hispanic gangs operating in Southwest Border states reportedly maintain ties to Mexican DTOs. For instance, the Tri-City Bombers and Hermanos de Pistoleros Latinos have been linked by law enforcement officials to Mexican DTOs, particularly those affiliated with the Gulf Cartel.

## **Estimated Gang Membership**

***More than 20,000 gangs consisting of approximately 1 million members exist in the United States; gangs are present in all 50 states, the District of Columbia, and all U.S. territories.*** The 2007 NDTs and current law enforcement reporting reveal that more than 20,000 gangs are active throughout the United States. Moreover, 2007 NDTs and law enforcement data indicate that at least 780,000 members of street and prison gangs currently reside within communities across the country and at least another 123,000 documented members are incarcerated in state correctional facilities<sup>4</sup> (see [Appendix A, Scope and Methodology](#)). The 2007 NDTs data further reveal that at least 30,000 OMG members operate in communities throughout the country (See [Appendix E, Maps 2, 3, and 5](#)). Additionally, the Federal Bureau of Prisons (BOP) tracks Security Threat Groups, defined as groups, gangs, or inmate organizations that have been observed acting in concert to promote violence, escape, and drug or terrorist activity. As of March 2008, 20,811 individual inmates in BOP custody have been identified as being affiliated with a Security Threat Group.

## **Suburban Gang Presence**

***Many suburban areas face gang-related problems similar to those occurring in urban areas.*** Suburban communities throughout the nation are encountering gang-related problems, once largely confined to large cities. Data from the 2007 NDTs indicates that of the 3,054 law enforcement

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4. The number of incarcerated prisoners affiliated with gangs is most likely underestimated, as most state correctional facilities document only gang members who pose a threat to institutional security. Further, some state correctional facilities do not collect and/or report on the gang affiliation of inmates.

agencies responding to the survey, 585 were from suburban areas reporting gang activity. Of these agencies, 506 estimated that between 1 and 500 gang members were active in their areas; the remaining 79 reported that 501 or more gang members were active in their jurisdictions. Additionally, 2007 NDTs and local law enforcement data reveal that in 21 of these 79 suburban communities, gangs pose a serious threat (see [Appendix D](#)). Many of these suburban gangs are strongly influenced by gangs based in urban areas. For instance:

- Chicago-based gangs maintain connections to and influence over gangs in outlying suburban communities (See [Appendix E, Map 6](#)). An estimated 70 to 75 gangs with more than 100,000 members reportedly operate within Chicago and have consistently been a concern for law enforcement. In recent years the Chicago Police Department (PD), with assistance from federal and state agencies, has focused its efforts on reducing gang-related crime, which is estimated to account for 70 percent of all crime in the city. The Chicago PD has focused on disrupting 21 gangs it considers to be the greatest threat to the city because of the gangs' large membership, highly organized structure, and violent propensities. The Chicago PD's efforts have resulted in the arrest of many gang leaders and a reduction in violent crime. However, these law enforcement actions have caused gang members to become increasingly mobile, moving freely back and forth between Chicago and suburban communities. Gang movement has resulted in the creation of new gangs or the establishment of new chapters or subsets of the original gangs in suburban communities.
- San Diego-based gangs maintain connections to gangs in outlying suburban communities (see [Appendix E, Map 7](#)). An estimated 25 to 30 gangs with a total membership of between 2,000 and 3,000 reportedly operate within San Diego and the outlying suburban communities in San Diego County. In recent years San Diego law enforcement officials, with assistance from federal and state agencies, have focused their efforts on reducing gang-related crime, which is estimated to account for 50 percent of all crime in San Diego County. Hispanic gangs dominate the distribution of drugs in suburban and urban communities in San Diego County. These gangs maintain long-standing associations with the Mexican Mafia (La Eme) prison gang and major Mexican DTOs, which have resulted in rising levels of gang sophistication and increasing levels of drug trafficking in San Diego County. In an effort to counter gang-related crime, local officials have established multi-agency gang task forces and have adopted the use of anti-gang injunctions.
- Charlotte-based gangs, particularly Hispanic gangs, have increased in number, sophistication, organization, and mobility (see [Appendix E, Map 8](#)). Gangs in the Charlotte area have become more criminally active and have expanded their connections with other organized crime entities, including major DTOs. Law enforcement officials in the Charlotte area report that approximately 167 gangs with an estimated total membership of between 1,200 and 2,500 members operate within Charlotte and its outlying communities; many gangs are nationally affiliated. For example, Sureños gang members from California have dispatched members to the Charlotte-Mecklenburg area to establish a presence and coordinate gang activities. Moreover, gang members residing in Charlotte often travel to surrounding suburban communities to engage in retail-level drug distribution.

## **The Growth of Gangs in Suburban Areas**

*Gangs are fully entrenched in many suburban communities across the nation; they began to expand from urban areas into suburban communities during the 1970s, continued their expansion in the 1980s, and launched into full-scale migration during the 1990s.* Many notable gangs such as the Chicago-based Gangster Disciples, Black Peace Stones, and Latin Kings initially formed as organizations for political and social reform during the 1960s. However, by the early 1970s, the focus of a number of these gangs moved from reform to criminal activity for profit. At this time gang activity was largely confined to urban areas.

Throughout the 1970s urban gangs became better organized and began to expand their activities into surrounding communities. The movement of urban gang members to suburban areas resulted in some territorial conflicts between rival urban gang members moving into the area, in addition to some territorial conflicts with existing suburban gang members. The gang members who migrated from urban areas often formed new, neighborhood-based local gangs. Local gangs generally controlled their territories through violence and intimidation. In addition, they sought to increase their size by recruiting new members, who were typically from single-parent, low-income households and who had a limited education. Local gangs engaged in a wide range of criminal activity, including retail-level drug distribution.

During the 1980s larger urban gangs that engaged in drug trafficking began to expand their drug distribution networks into suburban areas traditionally influenced by local gangs. The larger gangs controlled drug distribution in city drug markets; they were motivated to move into adjoining communities to generate additional income by capitalizing on burgeoning powder cocaine and crack cocaine abuse. Large urban gangs generated millions of dollars from trafficking illicit drugs in urban and suburban areas; this income enabled the gangs to recruit new members and to force smaller local gangs to either disband or align with them, thereby increasing their dominance. Also, many urban gang leaders directed members to survey new locations throughout the country to create subsets or chapters with the intended purpose of establishing new drug markets to generate additional illicit profit. As various gangs attempted to expand nationally, they often were met with initial resistance by local gangs. This resistance resulted in an increased number of homicides and drive-by-shootings in suburban communities.

Gangs became entrenched in communities throughout the nation, and gang-related violence and drug trafficking became fully ingrained in suburban areas throughout the 1990s. Because of the significant levels of violence attendant to gang-related criminal activity, federal, state, and local law enforcement officials devoted significant resources to fight gun crime and to disrupt the most violent gangs. This crackdown on violent gang activity targeted key gang leaders in an effort to dismantle highly structured gangs. In conjunction with this crackdown, federal law enforcement officials began to target violent gang members from Mexico and Central America, most of whom were in the United States illegally. Moreover, a large number of gang members in prison formed into associations along ethnic lines during this time in an attempt to protect their operations, giving rise to large, influential prison gangs. As these gang members were released from prison, they maintained contact with gang leaders in prison and used their influence to control street gangs in urban and suburban areas.

### **Gang Criminal Activity**

*Gangs often introduce heightened levels of violent crime and retail-level drug distribution in suburban communities to which they migrate.* Gangs are responsible for a large number of violent crimes committed each year throughout the country. From 2002 through 2006, gangs were implicated in approximately 900 homicides per year in the United States, according to supplemental data from

the Federal Bureau of Investigation (FBI) Uniform Crime Report (UCR). Law enforcement officials report that many gang-related homicides occur in suburban locations. For example, during 2007 law enforcement officials in Irvington, New Jersey, a suburb of Newark, reported 23 homicides—20 of which were believed to be gang-related. In 2008 six homicides have been reported thus far in Irvington; three are believed to be gang-related. Members of national-level gangs such as Bloods, Ñeta, Mara Salvatrucha, and Latin Kings have been linked to a number of these homicides.

Most gang-related homicides, according to reporting law enforcement officials, result from a gang's attempt to expand activities into another gang's territory. For instance, the Tampa, Florida, Police Department and Hillsborough County, Florida, Sheriff's Office are contending with an increase in weapons-related gang violence in their jurisdictions, including drive-by shootings. The violence is the result of locally affiliated Bloods and Crips gangs protecting their drug distribution locations from Sureños 13 and Latin King members who are migrating into the area from Miami and attempting to establish drug trafficking operations. In addition to violence perpetrated by Bloods, Crips, Latin Kings, and Sureños 13 gang members, officers with the Tampa Police Department and Hillsborough County Sheriff's Office must deal with the criminal activities of approximately 1,000 members of other gangs operating in their areas (see [Appendix E, Map 9](#)).

Gang members typically act in concert, planning violent criminal activity to advance their reputation, protect their territory, or expand their operations. Also, gang members sometimes arbitrarily commit random acts of violence. For example, members of Florencia 13 in South Los Angeles indiscriminately shot innocent African American citizens during 2007 in an effort to intimidate rival African American gangs. Additionally, Sureños 13 members in Whitfield County, Georgia, and the city of Dalton, Georgia, randomly targeted buildings and vehicles in drive-by shootings, presumably to intimidate local communities. Moreover, planned criminal activities perpetrated by gangs have led to the victimization of many innocent bystanders. In 2007 a shoot-out between rival gang members in Lancaster, Pennsylvania, resulted in an 8-year-old girl being seriously wounded by crossfire.

Gangs dominate retail-level drug distribution and increasingly are becoming involved in wholesale-level drug trafficking. According to the 2007 NDTs, gangs are involved in drug distribution in every state in the country, principally in urban and suburban areas, but also in rural communities (see [Appendix E, Map 2](#)). Moreover, NDTs trend data reveal a 13 percent increase between 2003 and 2007 in the number of law enforcement agencies reporting drug distribution by street gangs in their jurisdictions. NDTs trend data further reveal that the primary drug distributed by gangs is marijuana, followed by powder cocaine, crack cocaine, methamphetamine, heroin, MDMA (3,4-methylenedioxymethamphetamine, also known as ecstasy), and diverted pharmaceuticals.

In conducting criminal operations, gang members in urban areas often travel to suburban locations to engage in criminal activity and then return to their home locations. Suburban communities located near interstates and major highways are more prone to this type of gang activity. For instance, gang members from the Dallas/Fort Worth, Texas, metropolitan area<sup>5</sup> reportedly travel by vehicle to outlying suburban communities, including those in Dallas and Tarrant Counties, to conduct retail drug distribution. They return to their home locations when their drug supplies are exhausted. Additionally, gangs with a nexus to Dallas/Fort Worth have established subsets and chapters in a number of suburban communities that they initially targeted through such transient methods (see [Appendix E, Map 10](#)).

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5. The Dallas/Fort Worth area is home to more than 500 gangs with between 8,000 and 10,000 gang members; Hispanic and Asian gangs are dominant. Hispanic street, prison, and outlaw motorcycle gangs active in the area include Latin Kings, Tango Blasters, Hermanos de Pistoleros Latinos, and East Side Homeboys. Asian street gangs operating in the area include Tiny Rascal Gangsters and Asian Boyz.

## National-Level Gang-Drug Trafficking Organization Connections

*National-level gangs pose a significant threat to suburban areas because of increased connections with transnational criminal organizations and DTOs.* Many gangs have developed or strengthened relationships with transnational criminal organizations and DTOs. These relationships provide gangs with access to international sources of supply for illicit drugs that they commonly distribute in urban, suburban, and rural communities. Many gangs are also increasing their level of sophistication; a number have become profit-generating enterprises with global connections and advanced communications capabilities.

At least 23 gangs have been identified by law enforcement officials as national-level gangs, operating in multiple states and/or numerous major drug markets (see Appendix B). Moreover, law enforcement officials have documented connections between transnational DTOs and 11 national-level street gangs, 6 national-level prison gangs, 4 national-level OMGs, 2 regional-level street gangs, 1 regional-level prison gang, and 3 local prison gangs (see Appendix C).

Mexican DTOs, according to law enforcement reporting, are strengthening their relationships with U.S.-based Hispanic street gangs, prison gangs, and OMGs, involving them in their drug trafficking operations. Mexican DTOs routinely use gangs to smuggle and distribute drugs, collect illicit proceeds, and serve as enforcers. In addition, Mexican DTOs often use gang members as retail-level drug distributors, creating an additional layer of protection between DTO members and law enforcement. However, Mexican DTOs do not appear to be adding gang members as permanent members of their organizations. Law enforcement officials report that Mexican drug traffickers affiliated with the Federation, the Gulf Cartel, the Juárez Cartel, and the Tijuana Cartel maintain working relationships with at least 20 street gangs, prison gangs, and OMGs.<sup>6</sup>

Several major Asian criminal organizations and DTOs work closely with at least eight Asian street gangs.<sup>7</sup> Asian criminal organizations often recruit gang leaders or senior gang members to join the criminal organization as trusted lieutenants under the control of senior organization leaders. The lieutenants, who also remain part of the gang, direct street-level drug distribution by lower-level gang members.

U.S.-based El Salvadoran, Honduran, and Guatemalan gang members routinely communicate with members of their respective gangs who reside in Central America; they also commonly communicate with DTO members based in their home countries. Such communications and the relationships that arise from them increasingly facilitate the transportation of drugs into the United States and the movement of drug proceeds to Central America.

Italian Organized Crime (IOC) groups maintain a strong working relationship with street gangs and OMGs, particularly those with ties to gangs in Canada.<sup>8</sup> Gang members often assist IOC members in trafficking drugs and collecting illicit proceeds. In addition, gang members reportedly have been used by IOC members to operate front companies such as bars and restaurants and to occasionally act as bodyguards.

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6. 18th Street, Bloods, Crips, Florencia 13, Gangster Disciples, Latin Kings, Mara Salvatrucha (MS-13), Barrió Azteca, Black Guerilla Family, Hermanos de Pistoleros Latinos, Mexican Mafia, Mexikanemi, Sureños, Norteños, Tango Blast, Texas Syndicate, Bandidos, Hells Angels, Mongols, and Vagos.

7. Asian Warriors, Asian Boyz, Flying Dragons, Tiny Rascal Gangsters, Vietnam, Wah Ching, Black Dragons, and Black Star.

8. United Blood Nation, Latin Kings, Ñeta, Outlaws, Hells Angels, and Bandidos.

Jamaican gangs, commonly referred to as posses, are the source of most Jamaican criminal activity in the United States. These criminal gangs typically distribute large quantities of marijuana and cocaine in regional drug markets; they obtain the drugs from Mexican and Colombian DTOs.

## **Gang-Drug Trafficking Organization Connections Affecting Suburban Areas**

*The connections between Mexican and Asian DTOs, the principal suppliers of illicit drugs in the United States, and gangs, the primary retail-level distributors of drugs in many suburban areas, according to reports from law enforcement officials, are an increasing concern to federal, state, and local law enforcement officials.* Mexican drug traffickers affiliated with the Federation, the Gulf Cartel, the Juárez Cartel, and the Tijuana Cartel are cultivating relationships with street gangs, prison gangs, and OMGs that operate in suburban areas. Traffickers affiliated with the Federation maintain close working relationships with members of domestic-based gangs located in the Southwest Region. For instance, federal law enforcement reporting indicates that the Guzmán-Loera DTO, a designated Consolidated Priority Organization Target (CPOT), is recruiting Mexico-based members of the Barrio Azteca (BA) prison gang. Law enforcement officials are not certain of the role these gang members may take in the Guzmán-Loera DTO, but they believe that the BA members may be employed to smuggle cocaine and heroin from Juárez, Mexico, to El Paso, Texas, for eventual distribution in local drug markets and transportation to drug markets throughout the country. Federal law enforcement reporting further reveals that DTOs affiliated with the Federation also associate with the following prison gangs: Hermanos de Pistoleros Latinos, California Mexican Mafia, and Texas Syndicate. Typically, these gangs obtain cocaine, marijuana, and methamphetamine from cartel members for distribution in most areas of the Southwest Region; they also transport significant quantities of these drugs to markets in other regions of the United States.

Traffickers affiliated with the Gulf Cartel are increasingly forging relationships with U.S.-based gangs as a means to maintain or increase their drug distribution operations. Gulf Cartel members are supplying drugs to Sureños 13 street gang members in several cities and suburban towns in the Midwest and Southwest Regions. Traffickers affiliated with the Juárez Cartel supply illicit drugs, including cocaine and marijuana, to various street gangs for distribution in urban, suburban, and rural communities throughout the Southwest, Midwest, Great Lakes, and Mid-Atlantic Regions. Gangs supplied by members of the Juárez Cartel include Oldies 13, Gallant Knights, Latin Kings, Neighborhood 90s Crips, and Shotgun Crips. Moreover, members of the Tijuana Cartel work with high-ranking associates of the California-based Mexican Mafia prison gang in controlling the drug trafficking activities of Hispanic street gang members (Sureños 13) in the Pacific and Southwest Regions.

Several foreign-based Asian criminal organizations and DTOs maintain working relationships with many U.S.-based Asian gangs that commonly distribute illicit drugs, primarily high-potency marijuana and MDMA, in urban and suburban areas. Asian criminal organizations and DTOs, primarily Vietnamese and Chinese, have emerged as significant sources of high-potency marijuana and MDMA in the United States. These groups use Asian gangs to transport and distribute the drugs in suburban and urban areas in the Southwest, New York/New Jersey, Mid-Atlantic, and Pacific Regions.<sup>9</sup> For example, Wo Hop To and 14 K Triad members in Hong Kong maintain strong connections to U.S.-based Asian gangs—such as the Wah Ching, Black Dragons, Tiny Rascal Gangsters, and Black Star—whose members operate in Detroit, Los Angeles, New York, San Francisco, and Seattle as well as surrounding communities.

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9. Asian gangs with ties to Chinese and Vietnamese traffickers include Asian Warriors, Black Star, Flying Dragons, Tiny Rascal Gangsters, Vietnam, Wah Ching, Black Dragons, and Asian Boyz.

## **Cross-Border Criminal Activities**

***Gang members increasingly conduct criminal activity across the U.S.–Mexico and U.S.–Canada borders.*** Gangs smuggle drugs, firearms, and aliens across the U.S.–Mexico and U.S.–Canada borders. The NDTs revealed that most gang-related criminal activity along the U.S.–Mexico Border occurs in South Texas and California (see [Appendix E, Map 11](#)). Several regional- and national-level gangs operate in the Del Rio/Eagle Pass, Laredo, and Lower Rio Grande Valley areas of South Texas. Street and prison gangs such as Mexikanemi (Texas Mexican Mafia), Tri-City Bombers, Hermanos de Pistoleritos Latinos, and Texas Syndicate transport and distribute illicit drugs throughout the South Texas area. Some of these gangs reportedly have established associate gangs or chapters in border cities in Mexico. A number of gangs also operate in San Diego and Los Angeles. Street and prison gangs such as Sureños 13, 18th Street, and Mexican Mafia (La Eme) maintain significant influence over most of the local suburban and rural gangs in these areas. They work very closely with Mexican DTOs located in Tijuana, Mexico, to smuggle drugs and illegal aliens into the United States.

Gangs pose a growing problem to law enforcement along the U.S.–Canada border, particularly the border areas in the New England and Pacific Northwest regions of the country. Several regional and national-level gangs, including Asian Boyz, Hells Angels, and Outlaws, smuggle large quantities of illicit drugs across the U.S.–Canada border in New England; they often conduct their smuggling operations in association with members of transnational criminal and drug trafficking organizations. According to law enforcement officials in the Pacific Northwest, several regional- and national-level gangs, particularly Hells Angels, engage in cross-border criminal activity in their jurisdictions. The Hells Angels OMG operates chapters in several Canadian and U.S. cities. These chapters maintain communications with each other, often coordinating cross-border criminal activities such as drug trafficking and money laundering.

## **Cross-Jurisdictional Connections**

***National- and regional-level gangs pose a multi-jurisdictional threat because various chapters and sets of specific gangs typically maintain cross-jurisdictional connections.*** National- and regional-level gangs, which have chapters or sets in multiple states and usually in multiple cities within a state (see [Appendices B and C](#)), pose a multi-jurisdictional threat as the chapters and sets frequently coordinate and conduct criminal activity in concert with one another. Gang members in various jurisdictions often maintain strong ties with each other through friendships or family relationships. Gangs not only maintain connections with other chapters or sets within their own gang, but sometimes also maintain connections with other gangs. For example, Florencia 13, which operates in at least five states, is subordinate to the Mexican Mafia (La Eme) prison gang and claims Sureños 13 affiliation.

## **Emerging Trends**

- Drug trafficking organizations and national-level gangs are improving the organizational effectiveness of local suburban gangs. Most local suburban gangs are loosely structured and lack operational sophistication when initially formed. However, through affiliations with better-organized DTOs and national-level gangs, suburban gangs have become more structured in their operations, increasing the overall effectiveness of their criminal activity.
- Gangs operating in suburban communities are increasingly using sophisticated counter-law enforcement techniques to decrease their risk of apprehension. According to law enforcement reporting, some gangs in suburban communities use video surveillance cameras, radio scanners, and countersurveillance techniques before and during criminal operations.

- Gang members are increasingly using the Internet to communicate with each other, organize their gangs, recruit new members, and challenge rival gangs. Most gang-related Internet activity is centered on specific gang home pages or social networking sites such as MySpace. This medium allows gang members to conduct their activities across multiple jurisdictions.
- Gang members are increasingly using electronic communication methods to securely and anonymously exchange information regarding specific criminal activity such as drug deals or planned violent acts, including shootings. These methods typically include prepaid cell phones (for voice conversations and text messaging), encrypted e-mail, and prepaid phone cards. Some gang members also use Internet telephone<sup>10</sup> services to securely communicate. In communicating electronically, gang members frequently use their own gang-specific symbols and coded language.
- Gangs in suburban and urban locations frequently use gang members from other locations to carry out violent crimes. This reduces local law enforcement's ability to identify suspects and connect crimes to local gang members.
- Once gangs have established a foothold in suburban communities, they often attempt to further expand their operations into surrounding rural communities. As a result, many rural communities are encountering increased levels of violent crime and retail drug distribution.

## **Department of Justice Resources Allocated to Containing Gangs**

The Department's comprehensive plan to combat gangs across America is twofold: First, prioritize prevention programs to provide America's youth, as well as offenders returning to the community, with opportunities that help them resist gang involvement. Second, ensure robust enforcement policies when gang-related violence does occur. This comprehensive plan to combat gangs and gang violence also recognizes the critical need of state and local law enforcement and local community groups to continue to work hand in hand on the front lines in the war against gang violence. Although this report focuses on Justice Department efforts, combating gang violence is an Administration priority. Our sister agencies, such as the Department of Homeland Security and the Department of State, also contribute to efforts to combat gangs in America and internationally.

The list below includes many of the important steps already taken by the Justice Department to address the issue of gang violence.

### **Project Safe Neighborhoods**

In May 2001 President Bush announced Project Safe Neighborhoods (PSN), a comprehensive initiative to reduce gun crime in America. By linking together federal, state, and local law enforcement, prosecutors, and community leaders, PSN has provided a multi-faceted approach to prosecuting and deterring gun crime. In 2006 the Department of Justice expanded PSN to include new and enhanced anti-gang efforts. The goal is to use strategies and partnerships with state and local law enforcement and communities pioneered under PSN to shut down violent gangs in America.

The Project Safe Neighborhoods strategy involves five elements: partnerships, strategic planning, training, outreach and accountability. The U.S. Attorney in each of the 94 federal judicial districts works side by side with local law enforcement and other officials to tailor the PSN strategy to address the unique gun and gang crime problems in that district. Criminals are prosecuted under federal, state, or local laws, depending on which jurisdiction can provide the most appropriate punishment. PSN

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10. Internet telephony enables telephone calls to be placed over the Internet.

task forces engage in community outreach and media campaigns to deter gun and gang crime, and deploy grant funds to support effective prosecution and prevention programs. Both at the local and national levels, PSN also ensures that law enforcement officers and prosecutors have the training necessary to make the program work.

Since its launch, PSN has committed approximately \$2 billion to federal, state, and local efforts to fight gun crime and gang violence. These funds have been used to hire new federal, state, and local prosecutors; provide training; hire research and community outreach support; and develop and promote effective prevention and deterrence efforts. PSN funds have enabled more than 200 federal prosecutors to be hired to prosecute gun crime and gun-related cases, and approximately \$63 million in grants have been made available to hire over 550 new state and local prosecutors to focus on gun crime. The national PSN training and technical assistance partners have trained nearly 33,000 individuals in over 300 nationally sponsored training events across the nation who work to make our communities safer. Local PSN programs have organized training for many thousands more.

Supporting PSN's state, local, and community partners is the foundation of the initiative. In fiscal year (FY) 2007, the Department made available over \$30 million in grant funding to support local PSN partners in their anti-gang enforcement and prevention efforts, and to provide anti-gang training and technical assistance. Additionally, over \$20 million in grant funding was made available to support PSN efforts that focus on reducing gun crime. In FY 2008, the Department was appropriated \$20 million to support programs to reduce gun crime and gang violence.

In FY 2007, through the PSN initiative, the Department prosecuted a remarkable 12,087 defendants for federal gun crimes and increased the case filings more than 60 percent since the year prior to the inception of PSN. In FY 2007, the conviction rate for firearms defendants was a record 92 percent. The percentage of those defendants sentenced to prison—nearly 94 percent—is also a record high. Over 54 percent of those offenders received prison terms of more than 5 years, and nearly 75 percent received sentences of more than 3 years. From FY 2001 through FY 2007, the Department filed 68,543 cases against 83,106 defendants—an over 100 percent increase in cases filed in the previous 7-year period. Project Safe Neighborhoods continues to make tremendous headway in keeping America's neighborhoods safe. PSN's emphasis on violent gangs complements existing and new Department of Justice anti-gang efforts, which are listed below.

### **Department of Justice Anti-Gang Initiative**

In 2006 the PSN program expanded to combat gangs and gang violence. The Department has taken a number of significant steps to address this problem both domestically and internationally. First, the Department established the Attorney General's Anti-Gang Coordination Committee to bring all of the Department's wide ranging efforts to bear in the focus on gangs. Second, each U.S. Attorney appointed an Anti-Gang Coordinator to provide leadership and focus to our anti-gang efforts at the district level. Third, the Anti-Gang Coordinators, in consultation with their local law enforcement and community partners, developed and are implementing comprehensive, district-wide strategies to address the gang problems in each of America's districts. Finally, the Department is working closely with our international partners, particularly in Central America, to prevent violent gangs in those regions from infiltrating our communities.

## **Comprehensive Anti-Gang Initiative**

In April 2007 the Department announced the expansion of our “Comprehensive Anti-Gang Initiative” from six to ten sites nationwide. The initiative, which was announced in March 2006, originally provided a total of \$15 million (\$2.5 million per site) to six jurisdictions experiencing significant gang problems: Los Angeles, Tampa, Cleveland, Dallas/Fort Worth, Milwaukee, and the Eastern District of Pennsylvania’s “Route 222 Corridor,” which stretches from Easton to Lancaster. Four additional sites will receive \$2.5 million in targeted grant funding: Rochester, Oklahoma City, Indianapolis, and Raleigh-Durham. Each of these 10 sites works to reduce gang membership and gang violence through enforcement efforts, prevention efforts, and reentry strategies. Enforcement efforts focus on the most significant gang members. Prevention efforts focus on reducing youth gang crime and violence by addressing the full range of personal, family, and community factors that contribute to juvenile delinquency and gang activity. Finally, reentry strategies focus on creating mentor-based reentry assistance programs with faith-based and other community organizations providing transitional housing, job readiness and placement assistance, and substance abuse and mental health treatment to prisoners reentering society. Focused enforcement efforts under the Comprehensive Anti-Gang Initiative are showing strong early results. In Cleveland, one of the most violent gangs and its associates, operating in and around the target area, has been dismantled through both federal and state investigations and prosecutions. These tough actions have resulted in over 169 federal and state indictments. Through vigorous prosecutions, 168 defendants have been convicted and one awaits trial. In Cleveland’s target area, violent crime is down by more than 15 percent.

## **National Gang Targeting, Enforcement & Coordination Center**

Through the National Gang Intelligence Center (NGIC), the National Gang Targeting, Enforcement & Coordination Center (GangTECC), and the Criminal Division’s Gang Squad, the Department has established national coordination on intelligence and enforcement mechanisms aimed at dismantling the most significant violent national and regional gangs. GangTECC began operations in summer 2006 as the national anti-gang task force created by the Attorney General. GangTECC is a multi-agency center designed to serve as a critical catalyst in a unified federal effort to help disrupt and dismantle the most significant and violent gangs in the United States. It is led by a senior Criminal Division prosecutor with multi-agency and multi-jurisdictional task force experience. The senior investigators at GangTECC come from ATF, BOP, the Drug Enforcement Administration (DEA), FBI, the U.S. Marshals Service (USMS), and the U.S. Immigration and Customs Enforcement (ICE) at the Department of Homeland Security (DHS). These federal agents work in close collaboration with the prosecutors of the Criminal Division’s Gang Squad and with the analysts at NGIC.

As directed by the Attorney General, GangTECC assists the initiation of gang-related investigations and enhances existing investigations and prosecutions; aids in the coordination, deconfliction, and effectiveness of gang-related initiatives, investigations, and prosecutions; develops an enhanced understanding of the national gang problem and proposes strategies to neutralize the most violent and significant threats; and coordinates with and supports the NGIC. GangTECC’s goal is to achieve maximum impact at the national level against the most violent gangs in this country. To further this end, GangTECC is intended to provide “one stop shopping” via phone and e-mail for local, state, and federal investigators and prosecutors engaged in significant anti-gang efforts.

## **National Gang Intelligence Center**

NGIC integrates the gang intelligence assets of all Department of Justice agencies and has established partnerships with other federal, state, and local agencies that possess gang-related information—serving as a centralized intelligence resource for gang information and analytical support. This enables gang investigators and analysts to identify links between gangs and gang investigations, to further identify gangs and gang members, to learn the full scope of their criminal activities and enterprises, to determine which gangs pose the greatest threat to the United States, to identify trends in gang activity and migration, and to guide the appropriate officials in coordinating their investigations and prosecutions to disrupt and dismantle gangs. The NGIC’s mission is to support law enforcement agencies through timely and accurate information sharing and strategic/tactical analysis of federal, state, and local law enforcement intelligence focusing on the growth, migration, criminal activity, and association of gangs that pose a significant threat to communities throughout the United States.

## **Criminal Division’s Gang Squad**

The Criminal Division’s Gang Squad, created in 2006, is a specialized group of federal prosecutors charged with developing and implementing strategies to target, attack, and dismantle the most significant national and transnational gangs operating in the United States. These prosecutors not only prosecute select gang cases of national importance, they also formulate policy, assist and coordinate with local U.S. Attorneys Offices (USAOs) on legal issues and multi-district cases, and work with numerous domestic and foreign law enforcement agencies to construct effective and coordinated prevention and enforcement strategies. The Gang Squad is led by an experienced federal prosecutor within the Criminal Division, and Gang Squad attorneys work closely with analysts located at the NGIC and with law enforcement agents located at the GangTECC in a collective effort designed to target and dismantle the most serious gang-related threats nationwide. The Gang Squad brought a number of charges of national and international significance last year, including a RICO indictment in Maryland charging MS-13 leaders, who are imprisoned in El Salvador, with directing the killing of persons in the United States from inside their jail cells in El Salvador.

## **MS-13 National Gang Task Force**

The FBI-led MS-13 National Gang Task Force is an FBI headquarters-based task force that was formed in 2004. The Task Force concentrates specifically on dismantling the notorious gang Mara Salvatrucha, commonly referred to as MS-13. The task force coordinates and directs intelligence gathering and investigations regarding gang members nationwide. These efforts streamline the work of federal, state and local law enforcement in controlling this highly dangerous and highly mobile gang. The MS-13 National Task Force works in close coordination with GangTECC, NGIC and the Criminal Division’s Gang Squad.

## **Initiative for Safer Communities**

Department officials, in winter 2006/spring 2007, visited 18 areas scattered across the country to talk with state and local law enforcement and others in the community about violent crime. They spoke not only to communities who were experiencing an increase in violent crime, but also to those experiencing a decrease. Through the visits, Department officials found that data do not reveal nationwide trends but show increases locally in a number of communities. Each community is facing different circumstances, and in some places violent crime continued to decrease. The Department found that crime problems cannot be tackled uniformly or unilaterally because crime issues vary from city to city and even between and among neighborhoods in a single city. From

these meetings the Department sought to identify common themes for crime trends in the specific communities. The themes included the presence of loosely organized local or street crews, increases in incidences of illegal use and illegal acquisition of firearms, and a level of violence among youth.

### **Coordinated Fugitive Sweeps and Takedowns and “Worst of the Worst”**

After the visits, and building on PSN, the anti-gang initiative, and other efforts, in May 2007 the Department launched a series of new and comprehensive initiatives designed to expand and enhance federal law enforcement efforts aimed at reducing violent crime, providing assistance to state and local law enforcement, strengthening laws, and increasing funding. Through these initiatives, the Department, working with state and local law enforcement, identifies cases that focus on the “worst of the worst” offenders. The Department has conducted coordinated fugitive sweeps and takedowns in cities such as Cleveland, Ohio; Modesto/Bakersfield, California; Trenton/Newark/Jersey City, New Jersey; Dallas, Texas; Gadsden, Alabama; and Los Angeles, California; and conducted Fugitive Safe Surrender operations in Akron, Ohio; Nashville and Memphis, Tennessee, and Washington, D.C. Further, ATF expanded its violent crime impact teams to five additional cities, and the FBI has increased the number of safe streets task forces to 182.

### **PSN Comprehensive Anti-Gang Training**

As part of the initiative, in January of 2008, PSN’s Anti-Gang Training was launched. The first training was held in Chapel Hill, North Carolina, for more than 500 attendees. The goal of the regional training is to improve the level of knowledge, communication, and collaboration involved in addressing the criminal gang issue impacting communities throughout the nation. Courses focus on gang-related enforcement, prevention and intervention programs, and an executive session geared toward law enforcement and community partner executives. The training will assist state and local jurisdictions in the collection, analysis, and exchange of information on gang-related demographics, legislation, literature, research, and promising program strategies. Additionally, the training will provide state and local law enforcement and criminal justice agencies the tools necessary to recognize and identify gang presence in a community. This training has been or will be offered regionally throughout the United States in the following areas: Chapel Hill, North Carolina; Nashville, Tennessee; Oklahoma City, Oklahoma; Rochester, New York; Spokane, Washington; Mesa, Arizona; Houston, Texas; Birmingham, Alabama; Salt Lake City, Utah; Sacramento, California; Lexington, Kentucky; and Lincoln, Nebraska.

### **Violent Crime Reduction Partnership Initiative**

In 2007 the Department launched a new grant program in support of PSN, PSN Anti-Gang, and violent crime efforts. The Violent Crime Reduction Partnership Initiative (VCRPI) will assist state, local, and tribal governments in responding to violent crime, as well as chronic gang, drug, and gun violence, through support for multi-jurisdictional violent crime task forces. Built on the lessons from some of the nation’s most effective crime task forces, the primary goals of the initiative are to (1) address spikes or areas of increased violent crime in local communities; (2) disrupt criminal gang, gun, and drug activities, particularly those with multi-jurisdictional characteristics; and (3) prevent violent crime by improving criminal intelligence and information sharing. Through discretionary funding to law enforcement task forces, the initiative will allow communities to address specific violent crime problems with focused strategies, including task force-driven street enforcement and investigations and intelligence gathering. Key issues such as homicide clearance and coordination of local and federal activities will be promoted through training and technical assistance, and then measured for their impact in reducing violent crime rates. The President’s FY 2009

budget request includes \$200 million for Violent Crime Reduction Partnership grants that will support multi-jurisdictional task forces and increase the prosecution of gangs and violent criminals.

### **Targeting Violent Crime Initiative**

Last fall the Department awarded, on a competitive basis, \$75 million for 106 task forces to 103 state and local law enforcement agencies to target specific violent crime challenges in their jurisdictions and regions. The initiative is driven by the intelligence-led policing strategy, which requires the use of data-driven law enforcement responses to prevent and control crime as opposed to simply responding when crime occurs. The 106 task forces funded under this initiative are required to work in a multi-jurisdictional fashion and to partner with at least one federal law enforcement entity such as the FBI, ATF, DEA, USMS and/or the U.S. Attorney's Office. The task forces are located throughout the United States and address issues including gun violence, gang violence, and drug-related violence. A strong set of performance measures is in place to closely track the performance of the initiative in addressing the violent crime problems.

### **Weed and Seed**

The Weed and Seed Program is a community-based multi-agency approach to law enforcement, crime prevention, and neighborhood restoration. "Weeding" consists of law enforcement and community policing, and "seeding" consists of efforts designed to prevent, intervene in, and treat social ills and to restore the vitality of neighborhoods. Weed and Seed gives communities experiencing high crime and social and economic distress a comprehensive structure, critical planning tools, and access to national networks focused on crime prevention, citizen safety, and neighborhood revitalization. There are nearly 300 Weed and Seed sites across the country. In FY 2007 over 270 communities received Weed and Seed funding, including 38 new communities.

### **Task Force Efforts**

#### **Violent Crime-Focused Task Forces**

Understanding how gangs and gun crime fuel violent crime problems in certain areas, the Justice Department has developed two (2) complementary programs: the Violent Crime Impact Teams (VCIT), which focuses on firearms crimes in a specific location, and Safe Streets Task Forces (SSTF), which aims to dismantle gangs and reduce violent crime by investigating and prosecuting gangs as criminal enterprises. The Justice Department ensures a high level of coordination between these two programs and other violent crime reduction efforts. Any proposal for a new violent crime task force goes through a process at the Department to ensure that there is a need for federal involvement and that there is no overlap with existing task forces, and to ensure coordination with other law enforcement efforts in the area.

#### ***Violent Crime Impact Teams***

The mission of ATF-led VCIT is to reduce the occurrence of firearms-related violent crime in small, geographic areas experiencing an increase in violent crime. The teams achieve this mission by identifying hot spots of violent firearms crime and targeting, investigating, and arresting the "worst of the worst" criminals responsible for violent firearms crime. The VCIT strategy is an integrated federal, state, and local law enforcement strategy that employs a variety of innovative technologies, investigative techniques, and analytical resources. The ability of the VCIT to focus on a small target area and flood the area with the integrated resources of other federal, state, and local partners is critical to the success of the program. Currently, 31 Violent Crime Impact Teams operate nationwide. Since its launch in 2004, VCIT partners have arrested more than 13,400 gang members, drug dealers, felons in possession of firearms, and other violent

criminals, including more than 2,650 identified as “worst of the worst” criminals and have recovered more than 16,440 firearms.

### ***Safe Streets Task Forces***

The FBI-led SSTF focuses on dismantling organized gangs by addressing them as criminal enterprises. The FBI operates 185 SSTFs in 54 of its 56 field offices, including 144 focused on violent gangs and 41 focused on violent crime. Task forces combine available resources to tackle gang-related violent crime using long-term, proactive investigations into the criminal activities of a gang’s leadership hierarchy. More than 2,200 federal, state, and local gang investigators participate in these vital efforts.

### **Narcotics-Focused Task Forces**

As demonstrated by the NDTs results, drugs and gangs go hand in hand. The following efforts’ specific focus is narcotics trafficking, which, because of the correspondence, targets gangs as well.

#### ***Organized Crime Drug Enforcement Task Force***

As an agency member of the Organized Crime Drug Enforcement Task Force (OCDETF), DEA targets large, violent national gangs involved in significant drug trafficking. OCDETF combines the resources and expertise of its member federal agencies—which include DEA, FBI, ICE, ATF, the USMS, the Internal Revenue Service (IRS), and the U.S. Coast Guard—in cooperation with the Department of Justice Criminal Division, the Tax Division, and the 94 U.S. Attorneys Offices, as well as with state and local law enforcement. The principal mission of the OCDETF program is to identify, disrupt, and dismantle the most serious drug trafficking and money laundering organizations and those primarily responsible for the nation’s drug supply. The number of new gang-related OCDETF investigations increased 17 percent from FY 2005 to FY 2007.

#### ***Mobile Enforcement Team Program***

The DEA-led Mobile Enforcement Team (MET) Program was formed in 1995 as a way of responding to state and local law enforcement’s concerns about the spread of drug trafficking and the associated violence gaining a foothold in some urban and rural areas. Because of the growth and proliferation of similar multi-jurisdictional task forces, the program was terminated in June 2007; however, DEA’s 2008 appropriation provides \$20.6 million for the MET program. DEA is evaluating how best to use these resources to address drug trafficking that involves criminal street gangs and violent crime. In past years the MET program has responded to requests from state, local, and tribal law enforcement officials to help stem the rise in drug-related violence and methamphetamine trafficking. Often, these MET deployments target violent gangs involved in drug trafficking activity. In FY 2007, the METs initiated 14 deployments, all of which targeted Priority Target Organizations (PTOs). Of these, 71 percent were gang related. In FY 2006, the METs initiated 31 deployments, all of which targeted PTOs. Of these, 39 percent were gang-related. Additionally, between FY 2005 and FY 2006, there was a 45 percent increase in the number of DEA’s active PTO cases that involved gangs.

### **Fugitive Apprehension Efforts**

The Justice Department, working with state and local partners, is engaged in three large-scale efforts to ensure that fugitives, including gang related fugitives, are brought to justice.

### ***Regional Fugitive Task Forces***

The USMS leads six Regional Fugitive Task Forces as well as 88 district-based task forces across the country, forming the backbone of the USMS's fugitive apprehension efforts. The Marshals Service's investigative network extends to its three foreign field offices and its Regional Technical Operations Centers, which provide sophisticated electronic and air surveillance support in fugitive apprehensions at the federal, state, and local levels. In FY 2007, Deputy U.S. Marshals and their task force partners apprehended 94,693 fugitives. A total of 2,489 fugitives were gang-related.

### ***Fugitive Safe Surrender Program***

The USMS Fugitive Safe Surrender Program is a uniquely creative initiative that encourages persons wanted for crimes to surrender to law enforcement in a faith-based or other neutral setting. The goal of Fugitive Safe Surrender is to reduce the risk to law enforcement officers who pursue fugitives, to the neighborhoods in which the fugitives hide, and to the fugitives themselves. The Department supported Surrender Operations in five cities last year: in Akron, Ohio; Nashville and Memphis, Tennessee; Washington, D.C.; and Indianapolis, Indiana. More than 3,700 fugitives safely surrendered during these operations, including 279 wanted on felonies warrants. In total, the USMS has conducted seven operations (including operations in Cleveland, Ohio and Phoenix, Arizona, in which 6,496 fugitives safely surrendered).

### ***FALCON Operations***

In 2007 the USMS led 27 Federal and Local Cops Organized Nationally (FALCON) Operations across 22 states with the focus of apprehending fugitives wanted for violent offenses, gang members, and in several cities, sex offenders. More than 6,400 fugitives were arrested, clearing 8,219 warrants. Seventy-three fugitives arrested had warrants for homicide, 967 for assault, and 328 for weapons charges, and there were 300 gang members arrested. Others were arrested on narcotics charges, sex offenses, and other sex-related offenses. Additionally, 259 firearms were seized.

## **Information Sharing**

### **Global Justice Information Sharing Initiative**

The Bureau of Justice Assistance (BJA), through the Global Justice Information Sharing Initiative (GLOBAL), is developing guidance and recommendations for law enforcement anti-gang intelligence units and undertaking specific strategies to improve gang intelligence sharing. Specifically, recommendations on establishing a gang intelligence unit, along with guidance on applying the criminal intelligence process to anti-gang efforts, and an assessment of gang intelligence systems are being developed. A key goal of this working group is to recommend the development of a process to allow local law enforcement gang intelligence systems to communicate seamlessly and to support those systems automatically sharing information with the National Crime Information Center (NCIC) Violent Gang and Terrorist Organization File (VGTOF), which is managed by the FBI. VGTOF, a file within NCIC, will provide street officers with alerts when a known or violent gang member is stopped on the street.

### **Regional Information Sharing Systems**

BJA supports the Regional Information Sharing Systems (RISS) network as a means to provide state, local, tribal, and federal law enforcement with resources for combating gangs. RISS is a network of six regional centers that provide secure information and intelligence sharing resources, analytical support for investigations, training, and loans of sophisticated investigative equipment as well as confidential funds for law enforcement investigations. Specifically, however, the RISS

network provides a free solution for all law enforcement to share gang intelligence and related information through the RISSGang database. This web-accessible database currently contains information on over 200,000 known gang members throughout the United States and several foreign countries and is available free to all local law enforcement agencies that are members of the network. Linked with RISSGang is ATF's gang intelligence information as well as many other state and federal agencies and programs, including the High Intensity Drug Trafficking Areas (HIDTAs) for example. Plans are underway to establish connectivity and information sharing with the GangNet system, which will exponentially increase the number of gang members available for searching by law enforcement. Additionally, the RISS network is connected to the FBI's Law Enforcement Online (LEO) and discussions with the DHS are underway regarding connectivity to the Homeland Security Information Network (HSIN) system.

### **Bureau of Prisons**

BOP tracks Security Threat Groups, defined as groups, gangs, or inmate organizations that have been observed acting in concert to promote violence, escape, and drug or terrorist activity. During March 2008, 20,811 individual inmates in BOP custody have been identified as being affiliated with a Security Threat Group. The Special Investigative Supervisor's Office at each of the BOP's institutions identifies and collects intelligence on incarcerated gang members. All gang intelligence and activity is reported to the BOP's Sacramento Intelligence Unit, which is a multi-agency unit hosted by the BOP. In an effort to assist federal, state, and local law enforcement agencies in combating gang activity within the United States and abroad, the BOP has detailed staff to the NGIC, the GangTECC, and the NDIC, and BOP staff are assigned to the Safe Street Task Forces in 10 locations throughout the United States.

### **Crime Prevention, Reentry and Education Efforts**

#### **Gang Prevention Summits**

In FY 2006 the Attorney General directed each U.S. Attorney to convene a Gang Prevention Summit in his or her district designed to explore additional opportunities in the area of gang prevention. These summits brought together law enforcement and community leaders to discuss best practices, identify gaps in services, and create a prevention plan to target at-risk youth within their individual communities. The U.S. Attorneys have held their summits, which have reached over 10,000 law enforcement officers, prosecutors, social service providers, prevention practitioners, and members of the faith-based community. A guidebook, *U.S. Attorney Gang Prevention Resources*, which identifies summit options for U.S. Attorneys to consider in planning these summits, was supported by the Office of Community Oriented Policing Services.

#### **G.R.E.A.T. Program**

The Gang Resistance Education and Training (G.R.E.A.T.) Program is a school-based, law enforcement officer-instructed elementary and middle school classroom curriculum that also includes a Families and Summer component. The program's primary objective is prevention, and it is intended as an immunization against delinquency, youth violence, and gang membership. G.R.E.A.T. lessons focus on providing life skills to students to help them avoid delinquent behavior and violence to solve problems. In FY 2006 the Department awarded nearly \$15 million to 141 local law enforcement-led G.R.E.A.T. sites in 36 states. In FY 2007 the Department again awarded nearly \$15 million in funding for 167 local law enforcement G.R.E.A.T. programs. The G.R.E.A.T. Program has also been adopted by the USMS and continues to be supported by ATF. Several hundred local law enforcement agencies around the country are using the program to reach thousands of youth with a positive and effective anti-gang and anti-violence curriculum.

### **Anti-Gang Training and Technical Assistance**

BJA is working closely with its federal partners and through its National Gang Center to provide communities and, specifically, law enforcement with extensive training in anti-gang strategies. Relying significantly on expert state and local anti-gang officers, BJA is developing or providing the following anti-gang courses regularly: Basic Gang Enforcement for Line Officers, Advanced Gang Enforcement for Investigators, Gang Unit Commanders' Training, and Anti-Gang Training for Law Enforcement Executives.

These courses provide instruction on relevant issues including anti-gang strategies, intelligence collection and sharing, task force approaches, management and policy issues, and officer safety issues. BJA has also developed and is supporting the delivery of the "Gangs 101" course for communities, which brings together law enforcement with other community organizations to develop a common understanding and shared commitment to address the gang problem. This course is delivered through the Office of Community Oriented Policing Services (COPS) Office National Regional Community Policing Institutes (RCPI) Network and in collaboration with BJA, which provided the funding for this initiative.

### **National Gang Center**

BJA supports the National Gang Center ([www.nationalgangcenter.gov](http://www.nationalgangcenter.gov)) as a cooperative effort with the Office of Juvenile Justice and Delinquency Prevention (OJJDP). The Center provides information via the web on anti-gang announcements, training opportunities, and initiatives and includes OJJDP's National Youth Gang Center ([see below](#)), which focuses on the involvement of juveniles in gangs. In addition to web-based dissemination, the National Gang Center provides communities with training and technical assistance on anti-gang strategies and links to research and evaluation information useful to communities searching for solutions. The BJA training discussed above is developed through the resources of the National Gang Center.

### **National Youth Gang Center**

The National Youth Gang Center (NYGC) assists policymakers, practitioners, and researchers in the development and implementation of effective, community-based gang prevention, intervention, and suppression strategies. To help policymakers and practitioners reduce youth involvement in gangs and gang-related crime, NYGC has provided training and technical assistance to selected programs receiving discretionary funding from OJJDP. These programs have included the Gang-Free Schools Program and the Gang Reduction Program. NYGC also maintains a comprehensive web site ([www.iir.com/nygc/maininfo.htm](http://www.iir.com/nygc/maininfo.htm)) that provides gang publications and research, a gang-related Listserv, results from its annual survey, and other tools to assist communities in designing and implementing comprehensive approaches to gangs.

### **Gang Reduction Program**

Initiated in 2004, the Gang Reduction Program is designed to reduce gang activity in targeted neighborhoods by incorporating a broad spectrum of research-based interventions to address the range of personal, family, and community factors that contribute to juvenile delinquency and gang activity. The program integrates local, state, and federal resources to incorporate state-of-the-art practices in prevention, intervention, and suppression. As part of this program, a Strategic Planning Tool has been developed to help communities assess and address local youth gang problems. The Gang Reduction Program funded pilot sites in four communities characterized by significant existing program investment, strong indicators of citizen involvement, and high rates of crime and gang activity. The sites are located in East Los Angeles, California; Milwaukee, Wisconsin; North Miami Beach, Florida; and Richmond, Virginia.

### **Gang Prevention Webcasts**

In addition to the existing anti-gang training and technical assistance provided by Department of Justice components, the Department has hosted two Gang Prevention webcasts that are accessible to the public. These webcasts share best practices in gang prevention, identify resources, support and complement the Attorney General's anti-gang initiative, emphasize a community-based approach to gang prevention and the importance of collaboration, and assist the U.S. Attorneys in implementing their district-wide anti-gang strategies. The webcasts are available through the COPS Office Response Center, 1-800-421-6770.

### **Public Service Announcements**

In partnership with the Ad Council, the Department of Justice created two PSN public service announcements (PSAs) entitled "Sounds of Gun Crime" and "Time Served." These PSAs are intended to educate youth about the perils of gun crime and the consequences of joining gangs. The announcements have been distributed to English and Spanish language radio stations nationwide and began airing in early July 2006. New TV and radio PSAs, developed with the Ad Council and Mullen Agency, debuted during the September 2007 PSN National Conference. The TV PSA entitled "Babies" shows that the loss of a child to gun violence—whether to injury, death, arrest, or jail time—deeply affects the family. The radio PSAs show the genuine pain inflicted upon real families when a family member is involved in a gun crime. In total, there has been over \$140 million in donated time/space since the campaign's inception.

### **Publications**

The Department has developed a wealth of resources and community policing solutions to assist law enforcement and communities in addressing gang problems. These include guides for police on topics such as graffiti; bullying in schools; gun violence among youthful offenders; witness intimidation; comprehensive gang prevention model programs; parent quick reference cards in English, Spanish, Vietnamese, and Hmong; multi-site evaluations of gang programs; innovative documents on network analysis and jail information-gathering; and a Solutions to Address Gang Crime CD-ROM available to the public for free that contains DOJ anti-gang resources and tools. These products, produced through the COPS Office, may be obtained at [www.cops.usdoj.gov](http://www.cops.usdoj.gov).

### **Prisoner Reentry Programs**

Part of the Department's prevention work focuses on providing opportunities to offenders who are reentering the community. Through prisoner reentry initiatives, including Going Home: the Serious and Violent Offender Reentry Initiative, the President's Prisoner Reentry Initiative, and initiatives being developed through the Attorney General's Comprehensive Anti-Gang Initiative, the Department has provided more than \$100 million to develop programming, training, and reentry strategies at the community level to reduce recidivism and improve outcomes for participants.

Six U.S. Attorneys Offices are piloting the prisoner reentry coordinator program. This initiative provides intensive support, guidance, and technical assistance to local officials to develop comprehensive reentry plans that are tailored to the particular resources and needs of their individual communities. The reentry coordinators build partnerships with state and local agencies and community organizations to enhance prisoner reentry.

### **Gang Offender Reentry Model Protocol**

BJA is working collaboratively with the American Probation and Parole Association to establish a model protocol for successfully reintegrating gang-affiliated offenders into the community once they have completed their sentences. The model will include accountability as well as services and support to ensure reduced recidivism and gang affiliation among this population. The model protocol is expected to be completed and ready for pilot testing in 2008.

### **Department of Justice Efforts to Combat Transnational Gangs**

#### **The Merida Initiative and U.S. Anti-Gang Efforts**

Parallel with its efforts to combat gangs domestically, the Department has significantly expanded efforts to attack the links that connect transnational gang members across the region, especially in Mexico and Central America. The Department's efforts to further combat transnational gangs is part of the President's Merida Initiative, aimed at strengthening our borders, regional security, and effective law enforcement, especially against violent crime.

#### **U.S. Anti-Gang Strategy**

The Department has lead responsibility for implementing the law enforcement components of the Strategy to Combat the Threat of Criminal Gangs from Central America and Mexico, adopted by the U.S. Government in 2007. The Strategy is an important component of the overall Merida Initiative and recognizes that effectively combating violent gangs at home requires combating violent gangs abroad. A series of recent initiatives aims to reduce the danger and the violence posed by transnational gangs.

#### **Improved International Coordination**

The Department continues to enhance international partnerships in the fight against transnational gangs. This strong level of regional cooperation was exhibited in the 2nd Annual International Chiefs of Police Summit on Transnational Gangs, which was held in Los Angeles in March 2008 and included senior anti-gang officials from Mexico, El Salvador, Guatemala, Honduras, Belize, Canada, Nicaragua and other nations. The Summit focused on initiatives for gang prevention, information sharing, law enforcement officer exchange, and going after the region's top gang fugitives. Each of these initiatives will be presented for further action at the 4th Annual International Gang Conference in San Salvador in April 2008.

#### **Anti-Gang Initiatives**

One example of the progress made by the Department of Justice is the comprehensive, four-part, regional initiative on combating transnational gangs launched by the Department in El Salvador on February 5, 2007. This initiative is strengthening efforts to identify and prosecute the most dangerous Salvadoran gang members through programs to enhance gang enforcement, fugitive apprehension, international coordination, information sharing, and training and prevention. This series of initiatives include efforts such as vetted anti-gang units, the CAFÉ Fingerprint Initiative, and increased international anti-gang training.

#### **Vetted Anti-Gang Units**

In fall 2007, the FBI, DOJ's Criminal Division, and the Department of State assisted El Salvador's National Civilian Police (Policia Nacional Civil, or PNC) in creating a new Transnational Anti-Gang (TAG) unit to better pursue and prosecute gang members. FBI agents provide front-line training and information sharing, increasing the ability of the PNC to identify and arrest the worst offenders. FBI has agents in the country to directly support the TAG unit. At the request of El Salvador, the FBI, USMS, DEA, ATF, and other law enforcement agencies are conducting a

series of joint assessments (a pilot program) of anti-gang capabilities in El Salvador, identifying the best strategic options for El Salvador in undertaking additional steps to enhance domestic and regional anti-gang efforts.

### **CAFÉ Fingerprint Initiative**

The FBI, with funding support from the State Department, has accelerated the implementation of the Central American Fingerprinting Exploitation (CAFÉ) initiative in order to better identify, track, and apprehend gang members. CAFÉ has provided equipment and training to help law enforcement agencies in El Salvador and other Central American nations acquire digital fingerprints of violent gang members and other criminals who commit crimes under different identities in different countries. FBI is working to expand the CAFÉ initiative to Guatemala and Honduras in 2008 and expects to expand the initiative to other Central American nations in the future. Complementing this step forward, the Justice Department has supported implementation of the Department of Homeland Security's Electronic Travel Document (eTD) System. This provides law enforcement officials in Honduras, Guatemala, and El Salvador with information on Salvadoran gang members and other criminals who are being deported from the United States to their home nations after serving criminal sentences in the United States.

### **International Anti-Gang Training**

The United States has vastly increased its anti-gang training in Central America, including efforts through the International Law Enforcement Academy (ILEA) in San Salvador. Since 2006, the Department has led or participated in a series of four regional anti-gang training programs at the ILEA, bringing both police investigators and prosecutors from throughout the region to the Academy for anti-gang training. The curriculum covers best practices in targeting and fighting gang activity and other crimes. The Office of Overseas Prosecutorial Development, Assistance and Training (OPDAT) and the International Criminal Investigative Training Assistance Program (ICITAP) have developed and supported a new series of four additional anti-gang training programs at the ILEA that will stretch out into 2009.

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# Department of Justice FY 09 Cross-Cut for "Gangs"

## U.S. Department of Justice FY 2009 Crosscut: Gangs (Dollars in Thousands)

DOJ Component	FY 2007 Enacted			FY 2008 Enacted			FY 2009 President's Budget					
	Pos	ACT/IATY	FTE	Amount	Pos	ACT/IATY	FTE	Amount	Pos	ACT/IATY	FTE	Amount
<b>Bureau of Alcohol, Tobacco, Firearms &amp; Explosives</b>												
Base Program	371	337	371	122,173	371	337	371	122,173	371	337	371	122,173
Program Increase												
Violent Crime Impact Teams	135	105	90	27,245	135	105	90	27,245	135	105	90	27,245
Program Increase 2/	75	50	75	19,745	135	105	90	27,245	135	105	90	27,245
National Gang Intelligence Center/GangTECC	60	55	15	7,500								
Base	2	2	2	428	6	4	6	889	6	4	4	961
Program Increase	2	2	2	428	6	4	6	889	6	4	4	961
Firearms Enforcement Initiative												
Base									12	...	6	948
Program Increase									12	...	6	948
<b>Total, Bureau of Alcohol, Tobacco, Firearms &amp; Explosives</b>	<b>508</b>	<b>442</b>	<b>463</b>	<b>149,846</b>	<b>512</b>	<b>446</b>	<b>467</b>	<b>150,307</b>	<b>524</b>	<b>446</b>	<b>473</b>	<b>151,327</b>
<b>USNCB-INTERPOL</b>												
MS-13 Gang												
Base	1	...	1	69	1	...	1	69	1	...	1	70
Program Increase	1	...	1	69	1	...	1	69	1	...	1	70
<b>Total, USNCB INTERPOL</b>	<b>1</b>	<b>...</b>	<b>1</b>	<b>69</b>	<b>1</b>	<b>...</b>	<b>1</b>	<b>69</b>	<b>1</b>	<b>...</b>	<b>1</b>	<b>70</b>
<b>Criminal Division</b>												
Base Program 1/	41	32	42	7,605	50	37	50	9,190	52	39	51	10,262
Base	41	32	42	7,605	50	37	50	9,190	52	37	50	10,023
Program Increase									2	2	1	239
GangTECC												
Base												
Program Increase												
<b>Total, Criminal Division</b>	<b>41</b>	<b>32</b>	<b>42</b>	<b>7,605</b>	<b>50</b>	<b>37</b>	<b>50</b>	<b>9,190</b>	<b>52</b>	<b>39</b>	<b>51</b>	<b>10,312</b>
<b>Drug Enforcement Administration</b>												
Base Resources 2/	189	170	179	55,714	153	136	144	44,680	153	136	144	44,680
Base	189	170	179	55,714	153	136	144	44,680	153	136	144	44,680
Program Increase	(36)	(34)	(35)	(10,611)								
Base	(36)	(34)	(35)	(10,611)								
Program Increase	2	2	2	266	2	2	2	349	2	2	2	349
National Gang Intelligence Center	2	2	2	266	2	2	2	349	2	2	2	349
Program Increase												
GangTECC												
Base												
Program Increase												
<b>Total, Drug Enforcement Administration</b>	<b>155</b>	<b>136</b>	<b>146</b>	<b>45,369</b>	<b>156</b>	<b>137</b>	<b>147</b>	<b>45,233</b>	<b>156</b>	<b>137</b>	<b>147</b>	<b>45,236</b>
<b>Federal Bureau of Investigation</b>												
Safe Streets Task Force/National Gang Intelligence Center	656	387	656	116,394	656	387	656	116,394	656	387	656	119,886
Base	656	387	656	116,394	656	387	656	116,394	656	387	656	119,886
Program Increase												
<b>Total, Federal Bureau of Investigation</b>	<b>656</b>	<b>387</b>	<b>656</b>	<b>116,394</b>	<b>656</b>	<b>387</b>	<b>656</b>	<b>116,394</b>	<b>656</b>	<b>387</b>	<b>656</b>	<b>119,886</b>
<b>Office of Justice Programs</b>												
Part C: Delinquency Block Prevention Grants												
Base												
Program Increase												
Gang Technical Assistance Program												
Base												
Program Increase												
Title V: Gang Prevention - GREAT Program												
Base												
Program Increase												
Gang Violence Reduction Program												
Base												
Program Increase												
<b>Total, Office of Justice Programs</b>	<b>...</b>	<b>...</b>	<b>...</b>	<b>69,680</b>	<b>...</b>	<b>...</b>	<b>...</b>	<b>38,600</b>	<b>...</b>	<b>...</b>	<b>...</b>	<b>TBD</b>

**U.S. Department of Justice  
FY 2009 Crosscut: Gangs  
(Dollars in Thousands)**

DOJ Component	FY 2007 Enacted			FY 2008 Enacted			FY 2009 President's Budget					
	Pos	AGT/ATTY	FTE	Amount	Pos	AGT/ATTY	FTE	Amount	Pos	AGT/ATTY	FTE	Amount
<b>U.S. Attorneys</b>												
Gang Prosecutions	92	77	92	13,647	153	125	153	24,073	153	125	153	25,277
Base	92	77	92	13,647	153	125	153	24,073	153	125	153	25,277
Program Increase												
<b>Total, U.S. Attorneys</b>	<b>92</b>	<b>77</b>	<b>92</b>	<b>13,647</b>	<b>153</b>	<b>125</b>	<b>153</b>	<b>24,073</b>	<b>153</b>	<b>125</b>	<b>153</b>	<b>25,277</b>
<b>U.S. Marshals Service</b>												
Regional Fugitive Task Forces	104	90	104	31,870	104	90	104	32,433	104	90	104	32,697
Base	104	90	104	31,870	104	90	104	32,433	104	90	104	32,697
Program Increase												
Fugitive Apprehension	11	11	11	1,719	11	11	11	1,719	11	11	11	1,747
Base	11	11	11	1,719	11	11	11	1,719	11	11	11	1,747
Program Increase												
National Gang Intel TF	1	....	1	149	1	....	1	158	1	....	1	161
Base	1	....	1	149	1	....	1	158	1	....	1	161
Program Increase												
<b>Total, U.S. Marshals Service</b>	<b>116</b>	<b>101</b>	<b>116</b>	<b>33,738</b>	<b>116</b>	<b>101</b>	<b>116</b>	<b>34,310</b>	<b>116</b>	<b>101</b>	<b>116</b>	<b>34,605</b>
<b>Total, Base</b>	<b>1,544</b>	<b>1,154</b>	<b>1,535</b>	<b>439,390</b>	<b>1,644</b>	<b>1,233</b>	<b>1,590</b>	<b>418,376</b>	<b>1,644</b>	<b>1,233</b>	<b>1,590</b>	<b>385,476</b>
<b>Total, Program Changes</b>	<b>24</b>	<b>21</b>	<b>(20)</b>	<b>(3,111)</b>	<b>....</b>	<b>....</b>	<b>....</b>	<b>....</b>	<b>14</b>	<b>2</b>	<b>7</b>	<b>1,237</b>
<b>GRAND TOTAL, DOJ</b>	<b>1,568</b>	<b>1,175</b>	<b>1,515</b>	<b>436,279</b>	<b>1,644</b>	<b>1,233</b>	<b>1,590</b>	<b>418,376</b>	<b>1,658</b>	<b>1,235</b>	<b>1,597</b>	<b>386,713</b>

1/ The base number includes funding received from State for our international training work related to gangs and from OCDETF for wiretap.  
2/ The estimated dollars and positions are based on DEA drug investigations that have a confirmed link to gangs.  
3/ Funding for this purpose will be provided within the funding requested for the Child Safety and Juvenile Justice Program. (FY09 Request - \$185 million)  
4/ Funding for this purpose will be provided within the funding requested for the Byrne Public Safety and Protection Program. (FY09 Request - \$200 million)

# Department of Justice FY 09 Cross-Cut for "Project Safe Neighborhood"

## U.S. Department of Justice FY 2009 Crosscut: Project Safe Neighborhoods (Dollars in Thousands)

DOJ Component	FY 2007 Enacted			FY 2008 Enacted			FY 2009 President's Budget		
	Pos	AGT/AITY	FTE Amount	Pos	AGT/AITY	FTE Amount	Pos	AGT/AITY	FTE Amount
<b>Bureau of Alcohol, Tobacco, Firearms &amp; Explosives</b>									
YCGII	665	364	710	640	344	685	640	344	685
Base	665	364	710	640	344	685	640	344	685
Program Increase									
Ballistics Analysis Support to State & Locals	21	9	21	21	9	21	21	9	21
Base	21	9	21	21	9	21	21	9	21
Program Increase									
YCGII Expansion/VCIIT	135	105	90	135	105	90	135	105	90
Base	75	50	75	135	105	90	135	105	90
Program Increase	60	55	15						
GangTECC				6	4	6	6	4	6
Base				6	4	6	6	4	6
Program Increase									
Firearms Enforcement Initiative							12		6
Base									
Program Increase							12		6
<b>Total, Bureau of Alcohol, Tobacco, Firearms &amp; Explosives</b>	<b>821</b>	<b>478</b>	<b>821</b>	<b>802</b>	<b>462</b>	<b>802</b>	<b>814</b>	<b>462</b>	<b>808</b>
<b>Criminal Division</b>			<b>192,900</b>			<b>193,934</b>			<b>194,882</b>
Jump Out Teams	14	11	14	9	8	9	9	8	9
Base	14	11	14	9	8	9	9	8	9
Program Increase			2,565			1,749			1,749
GangTECC									
Base									
Program Increase									
<b>Total, Criminal Division</b>	<b>14</b>	<b>11</b>	<b>14</b>	<b>9</b>	<b>8</b>	<b>9</b>	<b>9</b>	<b>8</b>	<b>9</b>
<b>Drug Enforcement Administration</b>			<b>2,565</b>			<b>1,749</b>			<b>1,799</b>
GangTECC									
Base									
Program Increase									
<b>Total, Drug Enforcement Administration</b>									
<b>Office of Justice Programs</b>									
Project Childsafe/Gunlocks			987						TBD /2
Base			987						
Program Increase									
Project Exile (State/Local Gun Crime Prosecutors)									
Base			20,613						TBD /1
Program Increase			20,613						20,000
NCHIP (Criminal history records - direct appropriation)									
Base			9,873						TBD /1
Program Increase			9,873						9,400
NCHIP (VAWA Stalker Databases)									
Base			2,932						2,820
Program Increase			2,932						2,820
Gang Violence Reduction Program									
Base			45,000						TBD /3
Program Increase			45,000						
Gang Tech Assistance									
Base									
Program Increase									
Weed and Seed Program									
Base			49,367						32,100
Program Increase			49,367						32,100
Violent Crime Reduction Partnership Initiative									
Base									
Program Increase									
<b>Total, Office of Justice Programs</b>			<b>128,772</b>			<b>64,320</b>			<b>200,000</b>

**U.S. Department of Justice  
FY 2009 Crosscut: Project Safe Neighborhoods  
(Dollars in Thousands)**

DOJ Component	FY 2007 Enacted			FY 2008 Enacted			FY 2009 President's Budget		
	Pos	AGT/ATTY	FTE Amount	Pos	AGT/ATTY	FTE Amount	Pos	AGT/ATTY	FTE Amount
<b>U.S. Attorneys</b>									
Project Sentry	94	94	15,700	94	94	16,171	94	94	16,656
Base	94	94	15,700	94	94	16,171	94	94	16,656
Program Increase									
Federal Firearms Prosecutors	163	113	22,800	163	113	23,484	163	113	24,188
Base	163	113	22,800	163	113	23,484	163	113	24,188
Program Increase									
<b>Total, U.S. Attorneys</b>	<b>257</b>	<b>207</b>	<b>38,500</b>	<b>257</b>	<b>207</b>	<b>39,655</b>	<b>257</b>	<b>207</b>	<b>40,844</b>
<b>Base</b>	<b>1,032</b>	<b>641</b>	<b>355,237</b>	<b>1,068</b>	<b>677</b>	<b>299,658</b>	<b>1,069</b>	<b>678</b>	<b>436,734</b>
<b>Program Increase</b>	<b>60</b>	<b>55</b>	<b>7,500</b>	<b>...</b>	<b>...</b>	<b>...</b>	<b>12</b>	<b>...</b>	<b>6</b>
<b>GRAND TOTAL, DOJ</b>	<b>1,092</b>	<b>696</b>	<b>362,737</b>	<b>1,068</b>	<b>677</b>	<b>299,658</b>	<b>1,081</b>	<b>678</b>	<b>437,732</b>

Notes:

1/ Funding for this purpose will be provided within the funding requested for the Byrne Public Safety and Protection Program (FY 2009 President's Request: \$200.0 M)

2/ Funding for this purpose is requested under the Violence Against Women Program and administered by the Office of Justice Programs.

3/ In FY 2008, \$20M is provided for Violent Gang and Gun Crime Reduction under the COPS account and is reflected in the Enacted PSN Crosscut numbers under Project Exile (State/Local Gun Crime Prosecutors).

## **Appendix A. Scope and Methodology**

At the request of the U.S. House of Representatives, Committee on Appropriations, in reference to Commerce, Justice, Science, and related Agencies Appropriations Bill 2008 (H. Rept. No. 110-240, July 19, 2007), the U.S. Attorney General was requested to prepare a report on the growth of violent street gangs in suburban areas. The report was to address the types of gangs, the regions where they operate, and gangs' relationships with DTOs. The committee requested that the report be delivered no later than April 1, 2008. The U.S. Department of Justice tasked the National Drug Intelligence Center with providing substantive gang-related information for the report. Sources for this information included the NDIC 2007 NDTs; NDIC Field Program Specialist (FPS) Intelligence Reports (IRs); federal, state, and local law enforcement reporting; intelligence community reporting; open source reporting; and personal interviews of law enforcement officials by NDIC intelligence analysts.

### **1. Definition of Urban, Suburban, and Rural**

An *urban area* is defined as a Census Block Group with a density greater than or equal to 2,000 people per square mile, a place that has a total population greater than or equal to 100,000 people and a density greater than or equal to 2,000 people per square mile, or a place that has a total population greater than or equal to 200,000 people. A *suburban area* is defined as a Census Block Group no more than 30 miles from urban areas or a Census Block Group with a density greater than or equal to 500 people per square mile and less than 2,000 people per square mile. A *rural area* is defined as a Census Block Group with a density less than 500 people per square mile.

### **2. NDIC National Drug Threat Survey**

NDIC administers its annual NDTs to a probability-based sample of 3,469 state and local law enforcement agencies, designed to represent all national, regional, and state agencies, and uses the survey data in its threat assessments. Since 2003, the survey response rate has been close to 90 percent or higher. Agencies are asked to identify the drug that poses the greatest threat, the drug that most contributes to violent and property crime, the level of gang involvement in drug distribution, and the number of gangs and gang members in their jurisdictions. Agencies also are asked if gang-related drug distribution has increased or decreased in their jurisdictions.

### **3. NDIC Law Enforcement Interviews**

During preparation of this report, NDIC intelligence analysts met with officials from suburban law enforcement agencies throughout the United States to collect information on violent street gang activity in suburban communities. Over 100 law enforcement agencies provided information through these interviews.

### **4. Field Program Specialist Collection**

The NDIC FPS program was created to increase the flow of strategic and current domestic drug intelligence from local and state law enforcement agencies to NDIC and other counterdrug agencies. The FPS program is staffed by retired law enforcement officers, each of whom has approximately 25 years experience. FPSs often work closely with law enforcement agencies within their assigned regions, enabling them to rapidly query state and local officials for information that is not readily available to counterdrug agencies. FPSs also collect information from health and treatment providers, coroners, educators, and corrections authorities. For this report, more than 400 FPS Information Reports from state and local law enforcement agencies were analyzed and cross-referenced to identify national and regional trends in gang-related activity. In addition, these reports were used to validate information collected through the NDTs and law enforcement interviews.

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## **Appendix B. National-Level Street, Prison, and Outlaw Motorcycle Gang Profiles**

### **STREET GANGS**

#### **18th Street (National)**

Formed in Los Angeles, 18th Street is a group of loosely associated sets or cliques, each led by an influential member. Membership is estimated to be 30,000 to 50,000. In California approximately 80 percent of the gang's members are illegal aliens from Mexico and Central America. The gang is active in 50 cities in 28 states. The gang's main source of income is retail-level distribution of cocaine and marijuana and, to a lesser extent, heroin and methamphetamine. Gang members also commit assault, auto theft, carjacking, drive-by shooting, extortion, homicide, identification fraud, and robbery.

#### **Almighty Latin King and Queen Nation (National)**

Almighty Latin King and Queen Nation (ALKQN) was formed in the 1970s by Luis Felipe. The gang shares a common culture and structure with the Chicago-based Latin Kings but does not report to Latin Kings. Membership is estimated to be 2,200 to 7,500, divided among several dozen chapters operating in 25 cities in 21 states. A primary source of income is the distribution of powder cocaine, crack cocaine, and marijuana. The gang is also involved in various criminal activities including assault, auto theft, burglary, and homicide.

#### **Asian Boyz (National)**

Asian Boyz is one of the largest Asian street gangs operating in the United States. Formed in southern California in the early 1970s, the gang is estimated to have 1,300 to 2,000 members operating in at least 28 cities in 14 states. Members primarily are Vietnamese or Cambodian males. Members of Asian Boyz are involved in producing, transporting, and distributing methamphetamine, as well as distributing MDMA and marijuana. In addition, gang members are involved in other criminal activities including assault, burglary, drive-by shooting, and homicide.

#### **Black Peace Stone Nation (National)**

Black Peace Stone Nation, one of the largest and most violent associations of street gangs in the United States, consists of seven highly structured street gangs with a single leader and a common culture. It has an estimated 6,000 to 8,000 members, most of whom are African American males from the Chicago metropolitan area operating in 31 cities in 22 states. The gang's main source of income is the street-level distribution of cocaine, heroin, marijuana and, to a lesser extent, methamphetamine. Members also are involved in many other types of criminal activity including assault, auto theft, burglary, carjacking, drive-by shooting, extortion, homicide, and robbery.

#### **Bloods (National)**

Bloods is an association of structured and unstructured gangs that have adopted a single gang culture. Large, national-level Bloods gangs include Bounty Hunter Bloods and Crenshaw Mafia Gangsters. Bloods membership is estimated to be 5,000 to 20,000; most members are African American males. Bloods gangs are active in 123 cities in 37 states. The main source of income for Bloods gangs is retail-level distribution of cocaine and marijuana. Bloods members also are involved in transporting and distributing methamphetamine, heroin and, to a much lesser extent, PCP (phencyclidine). The gangs also are involved in other criminal activity including assault, auto theft, burglary, carjacking, drive-by shooting, extortion, homicide, identification fraud, and robbery.

### **Crips (National)**

Crips is a collection of structured and unstructured gangs that have adopted a common gang culture. Crips membership is estimated to be 30,000 to 35,000; most members are African American males from the Los Angeles metropolitan area. Large, national-level Crips gangs include Insane Gangster Crips, Rolling 90s Crips, and Shotgun Crips. Crips gangs operate in 221 cities in 41 states. The main source of income for Crips gangs is the street-level distribution of powder cocaine, crack cocaine, marijuana, and PCP. The gangs also are involved in other criminal activity such as assault, auto theft, burglary, and homicide.

### **Florencia 13 (Regional)**

Florencia 13 (F 13 or FX 13) originated in Los Angeles in the early 1960s; gang membership is estimated to be more than 3,000. The gang operates primarily in California and increasingly in Arkansas, Missouri, New Mexico, and Utah. Florencia 13 is subordinate to the Mexican Mafia (La Eme) prison gang and claims Sureños (Sur 13) affiliation. A primary source of income for gang members is the trafficking of cocaine and methamphetamine. Gang members smuggle multikilogram quantities of powder cocaine and methamphetamine obtained from sources of supply in Mexico into the United States for distribution. Also, gang members produce large quantities of methamphetamine in southern California for local distribution. Florencia members are involved in other criminal activities including assault, drive-by shooting, and homicide.

### **Fresno Bulldogs (Regional)**

Fresno Bulldogs (Bulldogs) is a street gang that originated in Fresno, California, in the late 1960s. It is the largest Hispanic gang operating in central California, with membership estimated at 5,000 to 6,000. Bulldogs are one of the few Hispanic gangs in California that claim neither Sureños (Southern) nor Norteños (Northern) affiliation. However, gang members associate with Nuestra Familia (NF) members, particularly when trafficking drugs. The street-level distribution of methamphetamine, marijuana, and heroin is a primary source of income for gang members. In addition, members are involved in other types of criminal activity including assault, burglary, homicide, and robbery.

### **Gangster Disciples (National)**

The Gangster Disciples street gang was formed in Chicago, Illinois, in the mid-1960s. It is structured like a corporation and is led by a chairman of the board. Gang membership is estimated to be 25,000 to 50,000; most members are African American males from the Chicago metropolitan area. The gang is active in 110 cities in 33 states. Its main source of income is the retail-level distribution of cocaine, marijuana, and heroin. The gang also is involved in other criminal activity including assault, auto theft, fraud, homicide, and money laundering.

### **Latin Disciples (Regional)**

Latin Disciples, also known as Maniac Latin Disciples and Young Latino Organization, originated in Chicago in the late 1960s. The gang is composed of at least 10 structured and unstructured factions with an estimated 1,500 to 2,000 members and associate members active in at least six states. Most members are Puerto Rican males. Maniac Latin Disciples is the largest Hispanic gang in the Folk Nation Alliance. The gang is most active in the Great Lakes and Southwest Regions of the United States. The street-level distribution of powder cocaine, heroin, marijuana, and PCP is a primary source of income for the gang. Members also are involved in other criminal activity including assault, auto theft, carjacking, drive-by shooting, home invasion, homicide, money laundering, and weapons trafficking.

### **Latin Kings (National)**

The Chicago-based Almighty Latin King Nation, commonly referred to as Latin Kings, is a collection of over 160 structured gangs, referred to as chapters, operating in 158 cities in 34 states. The gang's current membership is estimated to be 20,000 to 35,000. Most members are Mexican American or Puerto Rican males. Latin Kings' main source of income is street-level distribution of cocaine, heroin, and marijuana. Gang members obtain drugs primarily from several Mexican DTOs that operate along the U.S.–Mexico border. Members also engage in other criminal activity such as assault, burglary, homicide, identity theft, and money laundering.

### **Mara Salvatrucha (National)**

Mara Salvatrucha, also known as MS-13, is one of the largest Hispanic street gangs in the United States. Traditionally, the gang consisted of loosely affiliated groups known as cliques; however, law enforcement officials have reported the coordination of criminal activity among Mara Salvatrucha cliques in the Atlanta, Dallas, Los Angeles, New York, and Washington, D.C., metropolitan areas. The gang is estimated to have 30,000 to 50,000 members and associate members worldwide, 8,000 to 10,000 of whom are active in at least 38 states. According to recent law enforcement reporting, MS 13 is active in suburban areas outside Naples, Florida. Members smuggle illicit drugs, primarily powder cocaine and marijuana, into the United States and transport and distribute the drugs throughout the country. Some members also are involved in alien smuggling, assault, drive-by shooting, homicide, identification theft, prostitution operations, robbery, and weapons trafficking.

### **Tiny Rascal Gangsters (National)**

Tiny Rascal Gangsters is one of the largest and most violent Asian street gang associations in the United States. It is composed of at least 60 structured and unstructured gangs, commonly referred to as sets, with an estimated 5,000 to 10,000 members and associates active in at least 16 states. Most members are Asian American males. The sets are most active in the Southwest, Pacific, and New England Regions. The retail-level distribution of powder cocaine, marijuana, MDMA, and methamphetamine is a primary source of income for the sets. Members also are involved in other criminal activity including assault, drive-by shooting, extortion, home invasion, homicide, robbery, and theft.

### **United Blood Nation (Regional)**

United Blood Nation (UBN) is a loose confederation of street gangs, or sets, that once were predominantly African American but now include Asians, Caucasians, and Hispanics. UBN began in the Rikers Island Jail in New York City in 1993 and spread throughout the East Coast. Membership is estimated to be more than 7,000; members are active in seven states. UBN derives its income from street-level distribution of cocaine, heroin, and marijuana; robbery; auto theft; and smuggling of drugs to inmates in prison. UBN members also engage in arson, carjacking, credit card fraud, extortion, homicide, identity theft, intimidation, prostitution operations, and weapons distribution.

### **Vice Lord Nation (National)**

Vice Lord Nation, based in Chicago, is a collection of structured gangs located in 74 cities in 28 states, primarily in the Great Lakes Region. Led by a national board, the various gangs comprise an estimated 30,000 to 35,000 members, most of whom are African American males. The gang's main source of income is street-level distribution of cocaine, heroin, and marijuana. Members also engage in other criminal activity such as assault, burglary, homicide, identity theft, and money laundering.

## **PRISON GANGS**

### **Aryan Brotherhood (National)**

Aryan Brotherhood, also known as AB, was originally ruled by consensus but is now highly structured with two factions—one in the California Department of Corrections (CDC) and the other in the Federal Bureau of Prisons system. The majority of members are Caucasian males, and the gang is primarily active in the Southwest and Pacific Regions. Its main source of income is the distribution of cocaine, heroin, marijuana, and methamphetamine within the prison systems as well as on the streets. Some AB members have business relationships with Mexican DTOs that smuggle illegal drugs into California for AB distribution. AB is notoriously violent and is often involved in murder-for-hire. Although historically linked to the California-based Hispanic prison gang Mexican Mafia (La Eme), tension between AB and La Eme is becoming increasingly evident as seen in recent fights between Caucasians and Hispanics within the CDC.

### **Barrio Azteca (National)**

Barrio Azteca is one of the most violent prison gangs in the United States. The gang is highly structured and has an estimated membership of 2,000. Most members are Mexican national or Mexican American males. Barrio Azteca is most active in the Southwest Region, primarily in federal, state, and local corrections facilities in Texas and outside prison in southwestern Texas and southeastern New Mexico. The gang's main source of income is derived from smuggling heroin, powder cocaine, and marijuana from Mexico into the United States for distribution both inside and outside prisons. Gang members often transport illicit drugs across the U.S.–Mexico border for DTOs. Barrio Azteca members also are involved in alien smuggling, arson, assault, auto theft, burglary, extortion, intimidation, kidnapping, robbery, and weapons violations.

### **Black Guerrilla Family (Regional)**

Black Guerrilla Family (BGF), originally called Black Family or Black Vanguard, is a prison gang that was founded in the San Quentin State Prison, California, in 1966. The gang is highly organized, along paramilitary lines, with a supreme leader and central committee. BGF has an established national charter, code of ethics, and oath of allegiance. BGF members operate primarily in California, Georgia, Maryland, and Missouri. The gang has 100 to 300 members, most of whom are African American males. A primary source of income for gang members is the distribution of cocaine and marijuana. BGF members obtain these drugs primarily from Nuestra Familia/Norteños members or from local Mexican traffickers. BGF members are involved in other criminal activities including auto theft, burglary, drive-by shooting, and homicide.

### **Four Horsemen, Tangos, and Tango Blast (Local)**

Texas prison officials first noted the presence of a gang known as Four Horsemen in 1998. Some Hispanic gang members entering the Texas Department of Criminal Justice (TDCJ) from the cities of Austin, Dallas, Fort Worth, and Houston were not interested in joining an established prison gang and established Four Horsemen to protect one another and to engage in illegal activities, particularly drug trafficking, to make money. Four Horsemen became known as Tangos, because its members wore tattoos that reflected the town (or *tango*) in which they resided prior to incarceration. As interest in Tangos grew among Hispanic gang members entering TDCJ from other areas of Texas, Tangos from West Texas, the Rio Grande Valley, San Antonio, and El Paso were accepted. Of the eight groups now recognized as Tangos, only six are part of Tango Blast, also known as Puro Tango Blast. Tango Blast includes Tangos from the four original cities as well as the West Texas and Rio Grande Valley areas. Tango Blast differs from Tangos in that separate Tango Blast

gangs sometimes band together to help one another. The gang's rapid growth poses a significant new security threat, and elements of Tango Blast within TDCJ appear to be challenging Texas Syndicate for control of illegal prison activities. Tango members appear to return to their local street gangs when released from prison, rather than continue their prison-based affiliation.

### **Hermanos de Pistoleros Latinos (Local)**

Hermanos de Pistoleros Latinos (HPL) is a Hispanic prison gang formed in the TDCJ in the late 1980s. It operates in most prisons in Texas and on the streets in many communities in Texas, particularly Laredo. HPL is also active in several cities in Mexico, and its largest contingent in that country is located in Nuevo Laredo. The gang is structured and is estimated to have 1,000 members. Gang members maintain close ties to several Mexican DTOs and are involved in the trafficking of large quantities of cocaine and marijuana from Mexico into the United States for distribution.

### **Mexican Mafia (National)**

The Mexican Mafia prison gang, also known as La Eme (Spanish for the letter M), was formed in the late 1950s within the California Department of Corrections (CDC). It is loosely structured and has strict rules that must be followed by the estimated 350 to 400 members. Most members are Mexican American males who previously belonged to a southern California street gang. Mexican Mafia is active in 13 states, but its power base is in California. The gang's main source of income is extorting drug distributors outside prison and distributing methamphetamine, cocaine, heroin, and marijuana within the prison systems and on the streets. Some members have direct links to Mexican DTOs and broker deals for themselves and their associates. Mexican Mafia also is involved in other criminal activities including controlling gambling and homosexual prostitution in prison.

### **Mexikanemi (National)**

The Mexikanemi prison gang (also known as Texas Mexican Mafia or Emi) was formed in the early 1980s within the TDCJ. The gang is highly structured and is estimated to have 2,000 members, most of whom are Mexican national or Mexican American males who were living in Texas at the time of incarceration. Mexikanemi poses a significant drug trafficking threat to communities in the Southwest Region, particularly in Texas. Gang members reportedly traffic multikilogram quantities of powder cocaine, heroin, and methamphetamine; and multiton quantities of marijuana from Mexico into the United States for distribution inside and outside prison. Gang members obtain drugs from associates or members of the Osiel Cárdenas-Guillen, and/or Vicente Carrillo-Fuentes Mexican DTOs. In addition, Mexikanemi members possibly maintain a relationship with Los Zetas, which is associated with a Gulf Cartel.

### **Nazi Low Riders (Regional)**

Nazi Low Riders (NLR) is a violent California-based prison gang that subscribes to a white supremacist philosophy. The gang has 800 to 1,000 members, most of whom are Caucasian males with a history of street gang activity and drug abuse. NLR operates in correctional facilities and communities, primarily in the Pacific and Southwest Regions. The gang's primary sources of income are derived from the distribution of multiounce to multipound quantities of methamphetamine, retail-level distribution of heroin and marijuana, and extortion of independent Caucasian drug dealers and other white supremacist gangs. Members also engage in violent criminal activity such as armed robbery, assault, assault with deadly weapons, murder, and attempted murder; in addition they commit identity fraud, money laundering, witness intimidation, and witness retaliation.

### **Ñeta (National)**

Ñeta is a prison gang that began in Puerto Rico and spread to the United States. Ñeta is one of the largest and most violent prison gangs, with about 7,000 members in Puerto Rico and 5,000 in the United States. Ñeta chapters in Puerto Rico exist exclusively inside prisons; once members are released from prison they no longer are considered to be part of the gang. In the United States Ñeta chapters exist both inside and outside prisons within 36 cities in nine states, primarily in the Northeast Region. The gang's main source of income is the retail-level distribution of powder and crack cocaine, heroin, marijuana and, to a lesser extent, LSD (lysergic acid diethylamide), MDMA, methamphetamine, and PCP. Ñeta members also commit such crimes as assault, auto theft, burglary, drive-by shooting, extortion, home invasion, money laundering, robbery, weapons and explosives trafficking, and witness intimidation.

### **Public Enemy Number One (Local)**

Public Enemy Number One (PEN1) is the fastest-growing Caucasian prison gang, with an estimated 400 to 500 members operating in prisons and communities in California and, to a much lesser extent, in locations throughout the Northeast, Pacific, Southwest, Southeast, and West Central Regions of the country. PEN1 members espouse a white supremacist philosophy and pose a criminal threat inside and outside prison because of their alliance with AB and NLR. Gang members derive their income from distributing midlevel and retail-level quantities of methamphetamine. In addition, members engage in violent criminal activity such as assault, attempted murder, and homicide as well as auto theft, burglary, identity theft, and property crimes.

### **Sureños and Norteños (National/National)**

As individual Hispanic street gang members enter the prison systems, they put aside former rivalries with other Hispanic street gangs and unite under the name Sureños or Norteños. The original Mexican Mafia members, most of whom were from southern California, considered Mexicans from the rural, agricultural areas of northern California as weak and viewed them with contempt. To distinguish themselves from the agricultural workers or farmers from northern California, members of Mexican Mafia began to refer to the Hispanic gang members that worked for them as Sureños (Southerners). Inmates from northern California became known as Norteños (Northerners) and are affiliated with NF. Because of its size and strength, Fresno Bulldogs is the only Hispanic gang in CDC that does not fall under Sureños or Norteños but remains independent. Sureños gang members' main sources of income are the retail-level distribution of cocaine, heroin, marijuana, and methamphetamine both within prison systems and in the community, as well as the extortion of drug distributors on the streets. Some members have direct links to Mexican DTOs and broker deals for Mexican Mafia as well as their own gang. Sureños gangs also are involved in other criminal activities such as assault, carjacking, home invasion, homicide, and robbery. Norteños gang members' main sources of income are the retail-level distribution of cocaine, heroin, marijuana, methamphetamine, and PCP within prison systems and in the community, as well as the extortion of drug distributors on the streets. Norteños gangs also are involved in other criminal activities such as assault, carjacking, home invasion, homicide, and robbery.

### **Texas Syndicate (Regional)**

Texas Syndicate (TS) is one of the largest and most violent prison gangs; it is active on both sides of the U.S.–Mexico border and poses a significant drug trafficking threat to communities in the Southwest Region. The gang is highly structured and is estimated to have 1,300 members, most of whom are Mexican American males between 20 and 40 years of age. Gang members smuggle multikilogram quantities of powder cocaine, heroin, and methamphetamine and multiton quantities of marijuana from Mexico into the United States for distribution inside and outside prison. Gang members have a direct working relationship with associates and/or members of the Osiel Cárdenas-Guillén DTO. In addition, TS members possibly maintain a relationship with Los Zetas.

## **OUTLAW MOTORCYCLE GANGS**

### **Bandidos (National)**

Bandidos, an OMG with 2,000 to 2,500 members in the United States and 13 other countries, is a growing criminal threat to the nation. Law enforcement authorities estimate that Bandidos is one of the two largest OMGs in the United States, with approximately 900 members belonging to over 93 chapters. Bandidos is involved in transporting and distributing cocaine and marijuana and producing, transporting, and distributing methamphetamine. Bandidos is most active in the Pacific, Southeast, Southwest, and West Central Regions and is expanding in these regions by forming new chapters and allowing members of support clubs—“puppet” or “duck” club members who have sworn allegiance to another club and whose purpose is to do the “dirty work” of the mother club—to form or join Bandidos chapters.

### **Black Pistons Motorcycle Club (National)**

Black Pistons Motorcycle Club is the official support club of Outlaws Motorcycle Club. Established in 2002 with the backing of Outlaws, Black Pistons has expanded rapidly throughout the United States and into Canada and Europe. The OMG has an estimated 70 domestic chapters in 20 states and an unknown number of foreign chapters in Belgium, Canada, Germany, Great Britain, Norway, and Poland. The exact number of members is unknown but is estimated to be more than 200 in the United States. The Outlaws OMG uses Black Pistons chapters as sources of prospective Outlaws members. The Outlaws OMG also uses Black Pistons chapters to conduct criminal activity, especially transporting and distributing drugs. Black Piston members engage in assault, extortion, fraud, intimidation, and theft.

### **Hells Angels Motorcycle Club (National)**

Hells Angels Motorcycle Club (HAMC) is an OMG with 2,000 to 2,500 members belonging to over 230 chapters in the United States and 26 foreign countries. HAMC poses a criminal threat on six continents. U.S. law enforcement authorities estimate that HAMC has more than 92 chapters in 27 states with over 800 members. HAMC members produce, transport, and distribute marijuana and methamphetamine and transport and distribute cocaine, hashish, heroin, LSD, MDMA, PCP, and diverted pharmaceuticals. HAMC members engage in other criminal activity including assault, extortion, homicide, money laundering, and motorcycle theft.

### **Mongols Motorcycle Club (Regional)**

Mongols Motorcycle Club is an extremely violent OMG that poses a serious criminal threat to the Pacific and Southwest Regions of the United States. Mongols members transport and distribute cocaine, marijuana, and methamphetamine and frequently commit violent crimes including assault, intimidation, and murder to defend Mongols territory and uphold its reputation. Most of the club’s 300 members are Hispanic males who live in the Los Angeles area, and many are former street

gang members with a long history of using violence to settle grievances. In the 1980s, the Mongols OMG seized control of southern California from the HAMC, and today it is allied with Bandidos, Outlaws, Sons of Silence, and Pagan's OMGs against the HAMC. The Mongols OMG also maintains ties to Hispanic street gangs in Los Angeles.

### **Outlaws Motorcycle Club (National)**

Outlaws has more than 1,700 members belonging to 176 chapters in the United States and 12 foreign countries. U.S. law enforcement authorities estimate that Outlaws has more than 86 chapters in 21 states with over 700 members. Outlaws also identifies itself as the A.O.A. (American Outlaws Association) and Outlaws Nation. Outlaws is the dominant OMG in the Great Lakes Region. Gang members produce, transport, and distribute methamphetamine and transport and distribute cocaine, marijuana and, to a lesser extent, MDMA. Outlaws members engage in various criminal activities including arson, assault, explosives operations, extortion, fraud, homicide, intimidation, kidnapping, money laundering, prostitution operations, robbery, theft, and weapons violations. It competes with the HAMC for membership and territory.

### **Pagan's Motorcycle Club (Regional)**

Pagan's Motorcycle Club is a violent OMG whose members distribute cocaine, methamphetamine, marijuana, and PCP. It is one of the more prominent OMGs in the Mid-Atlantic Region. Pagan's OMG has an estimated 200 to 250 members among 41 chapters in 11 states. The club has been linked to traditional organized crime (TOC) groups in New York, Philadelphia, and Pittsburgh and engages in criminal activities such as arson, assault, bombing, extortion, and murder.

### **Vagos Motorcycle Club (National)**

Vagos OMG has hundreds of members in the United States and Mexico and poses a serious criminal threat to those areas in which its chapters are located. Law enforcement agencies report that Vagos has approximately 300 members among 24 chapters in California, Hawaii, Nevada, and Oregon, and three chapters in Mexico. Vagos members produce, transport, and distribute methamphetamine and distribute marijuana. Vagos Members also have been implicated in other criminal activities including assault, extortion, insurance fraud, money laundering, murder, vehicle theft, weapons violations, and witness intimidation.

## Appendix C. Suspected Connections Between Gangs and Drug Trafficking Organizations

**Table 1. Suspected Connections Between Gangs and Drug Trafficking Organizations**

Type of Gang	Gang Name	Level of Gang	Suspected DTO Connection(s)	Number of States Where Gang is Active
Street	18th Street	National	Arellano-Félix DTO Guzmán-Loera DTO	28
	Almighty Latin King and Queen Nation	National	Italian Organized Crime	21
	Asian Boyz	National	Vietnamese DTOs	14
	Black Peace Stones	National	Nigerian DTOs	22
	Bloods	National	Mexican DTOs/Cartel	37
	Crips	National	Valencia-Cornelio DTO Carrillo-Fuentes DTO Guzmán-Loera DTO	41
	Florencia 13	Regional	Arellano-Félix DTO	5
	Gangster Disciples	National	Zambada-García DTO	33
	Latin Kings	National	Zambada-García DTO Carrillo-Fuentes DTO	34
	Mara Salvatrucha	National	Carrillo-Fuentes DTO Gulf Cartel	38
	Tiny Rascal Gangsters	National	Vietnamese DTOs Wo Hop To Triad	16
	United Blood Nation	Regional	Italian Organized Crime	7
	Vice Lord Nation	National	Nigerian DTOs	28
Prison	Barrio Azteca	National	Carrillo-Fuentes DTO Guzmán-Loera DTO	2
	Black Guerrilla Family	Regional	Arellano-Félix DTO Carrillo-Fuentes DTO	4
	Hermanos de Pistoleros Latinos	Local	Gulf Cartel	1
	Mexican Mafia	National	Carrillo-Fuentes DTO Arellano-Félix DTO Guzmán-Loera DTO	13
	Mexikanemi	National	Carrillo-Fuentes DTO Gulf Cartel	3
	Ñeta	National	Italian Organized Crime	9
	Norteños	National	Mexican DTOs/Cartels	10
	Sureños	National	Arellano-Félix DTO Carrillo-Fuentes DTO Guzmán-Loera DTO	31
	Tango Blast	Local	Mexican DTOs/Cartel	1
Texas Syndicate	Local	Mexican DTOs/Cartel	1	

**Table 1. Suspected Connections Between Gangs and  
Drug Trafficking Organizations (Continued)**

<b>Type of Gang</b>	<b>Gang Name</b>	<b>Level of Gang</b>	<b>Suspected DTO Connection(s)</b>	<b>Number of States Where Gang is Active</b>
<b>Outlaw Motorcycle</b>	Bandidos	National	Carrillo-Fuentes DTO	16
	Hells Angels	National	Zambada-García DTO Caro-Quintero DTO Arellano-Félix DTO Italian Organized Crime	28
	Mongols	Regional	Arellano-Félix DTO	8
	Outlaws	National	Italian Organized Crime	21
	Pagan's	Regional	Italian Organized Crime	11
	Vagos	National	Arellano-Félix DTO	4

Source: Federal, state, and local law enforcement.

## Appendix D. Suburban Communities With Possible Gang Problems

The chart below lists 21 suburban cities in which local law enforcement agencies reported more than 501 gang members involved in drug trafficking at some level. This list is not all-inclusive of suburban communities with potential gang problems.

**Table 2. Suburban Communities With Possible Gang Problems**

City/State	Agency	Number of Sworn Officers	Number of Reported Gangs	Number of Reported Gang Members	Percent of Street Gangs Reportedly Involved in Drug Distribution
<b>Los Lunas, NM</b>	Los Lunas Police Department	25	26-50	1,001-2,500	76-100
<b>Maple Grove, MN</b>	Maple Grove Police Department	48	76-100	1,001-2,500	76-100
<b>Natchez, MS</b>	Natchez Police Department	52	1-25	1,001-2,500	76-100
<b>Ogden, UT</b>	Ogden Police Department	120	101-500	1,001-2,500	76-100
<b>Brooklyn Park, MN</b>	Brooklyn Park Police Department	74	1-25	751-1,000	1-25
<b>Champlin City, MN</b>	Champlin City Police Department	22	1-25	751-1,000	1-25
<b>Duluth, MN</b>	Duluth Police Department	148	26-50	751-1,000	76-100
<b>Fairburn, GA</b>	Fairburn Police Department	23	1-25	751-1,000	76-100
<b>Garden City, NY</b>	Garden City Police Department	53	1-25	751-1,000	51-75
<b>Grenada, MS</b>	Grenada Police Department	41	1-25	751-1,000	76-100
<b>Hermantown, MN</b>	Hermantown Police Department	10	26-50	751-1,000	76-100
<b>Mount Pleasant, WI</b>	Mount Pleasant Police Department	26	1-25	751-1,000	76-100
<b>Wolcott, CT</b>	Wolcott Police Department	26	1-25	751-1,000	76-100
<b>Visalia, CA</b>	Visalia Police Department	113	1-25	751-1,000	76-100
<b>Anniston, AL</b>	Anniston Police Department	99	1-25	501-750	76-100
<b>Clive, IA</b>	Clive Police Department	18	1-25	501-750	51-75
<b>Clovis, MN</b>	Clovis Police Department	61	1-25	501-750	76-100
<b>Decatur, IL</b>	Decatur Police Department	164	1-25	501-750	51-75
<b>East Chicago, IN</b>	East Chicago Police Department	129	1-25	501-750	1-25
<b>Elgin, IL</b>	Elgin Police Department	165	1-25	501-750	51-75
<b>Riverdale, IL</b>	Riverdale Police Department	34	1-25	501-750	51-75

Source: National Drug Intelligence Center National Drug Threat Survey 2007.

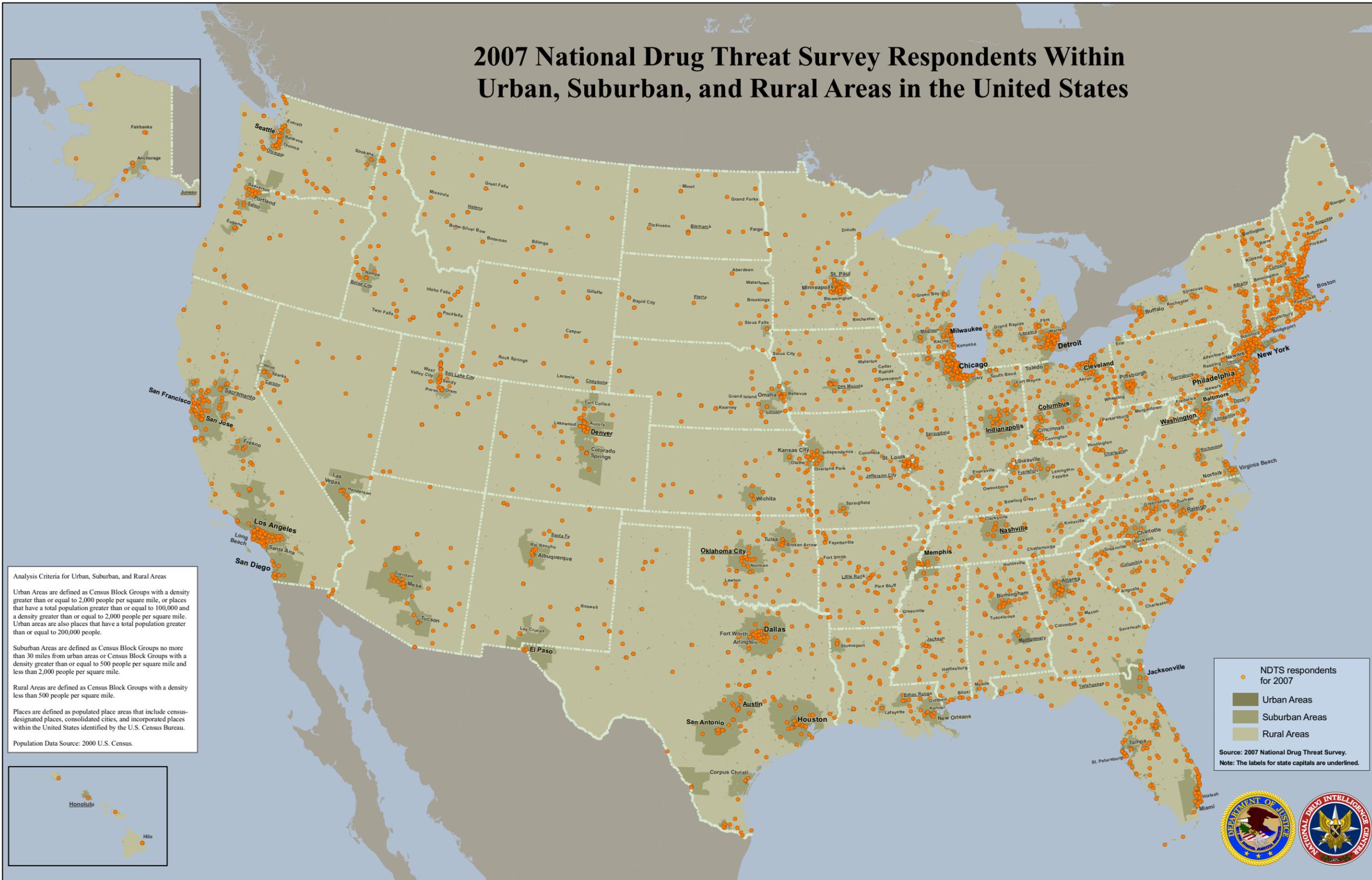
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Map 1. Organized Crime Drug Enforcement Task Force regions.

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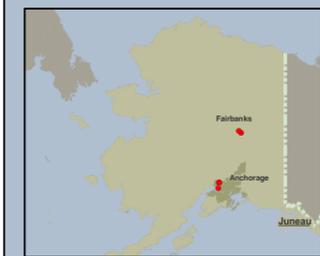
## 2007 National Drug Threat Survey Respondents Within Urban, Suburban, and Rural Areas in the United States



Map 2. 2007 National Drug Threat Survey respondents within urban, suburban, and rural areas in the United States.

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## Gang Involvement in Drug Distribution Within Urban, Suburban, and Rural Areas in the United States



**Analysis Criteria for Urban, Suburban, and Rural Areas**

Urban Areas are defined as Census Block Groups with a density greater than or equal to 2,000 people per square mile, or places that have a total population greater than or equal to 100,000 and a density greater than or equal to 2,000 people per square mile. Urban areas are also places that have a total population greater than or equal to 200,000 people.

Suburban Areas are defined as Census Block Groups no more than 30 miles from urban areas or Census Block Groups with a density greater than or equal to 500 people per square mile and less than 2,000 people per square mile.

Rural Areas are defined as Census Block Groups with a density less than 500 people per square mile.

Places are defined as populated place areas that include census-designated places, consolidated cities, and incorporated places within the United States identified by the U.S. Census Bureau.

Population Data Source: 2000 U.S. Census.

**Gang involvement in drug distribution for 2007**

- Gangs involved
- Urban Areas
- Suburban Areas
- Rural Areas

Source: 2007 National Drug Threat Survey.  
Note: The labels for state capitals are underlined.



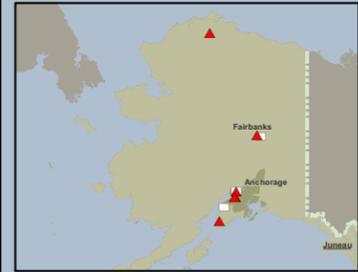
Map 3. Gang involvement in drug distribution within urban, suburban, and rural areas in the United States.

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# Level of Gang Involvement in Drug Activities Within Urban, Suburban, and Rural Areas in the United States



**Analysis Criteria for Urban, Suburban, and Rural Areas**

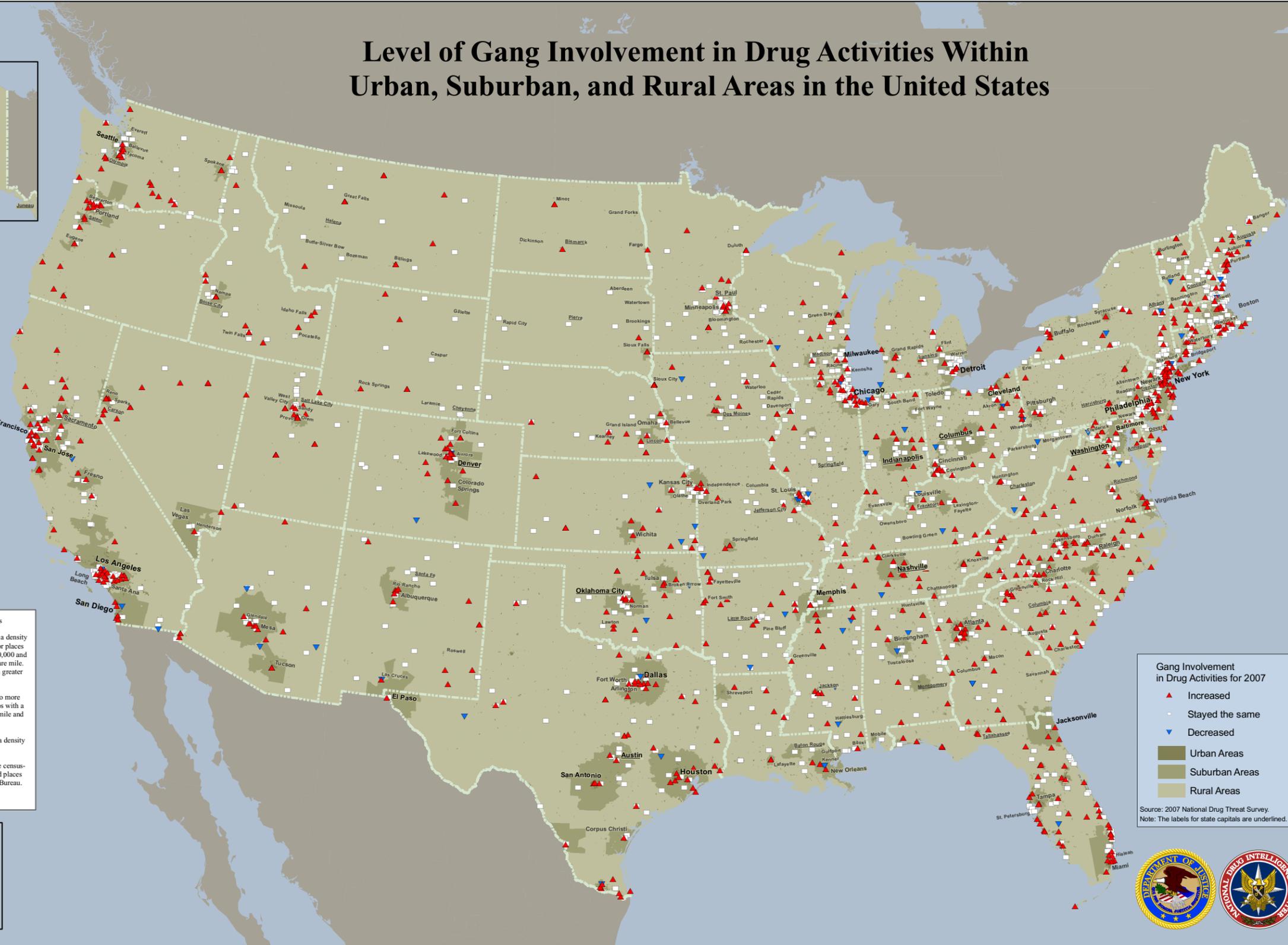
Urban Areas are defined as Census Block Groups with a density greater than or equal to 2,000 people per square mile, or places that have a total population greater than or equal to 100,000 and a density greater than or equal to 2,000 people per square mile. Urban areas are also places that have a total population greater than or equal to 200,000 people.

Suburban Areas are defined as Census Block Groups no more than 30 miles from urban areas or Census Block Groups with a density greater than or equal to 500 people per square mile and less than 2,000 people per square mile.

Rural Areas are defined as Census Block Groups with a density less than 500 people per square mile.

Places are defined as populated place areas that include census-designated places, consolidated cities, and incorporated places within the United States identified by the U.S. Census Bureau.

Population Data Source: 2000 U.S. Census.



**Gang Involvement in Drug Activities for 2007**

- ▲ Increased
- ◻ Stayed the same
- ▼ Decreased

- Urban Areas
- Suburban Areas
- Rural Areas

Source: 2007 National Drug Threat Survey.  
Note: The labels for state capitals are underlined.

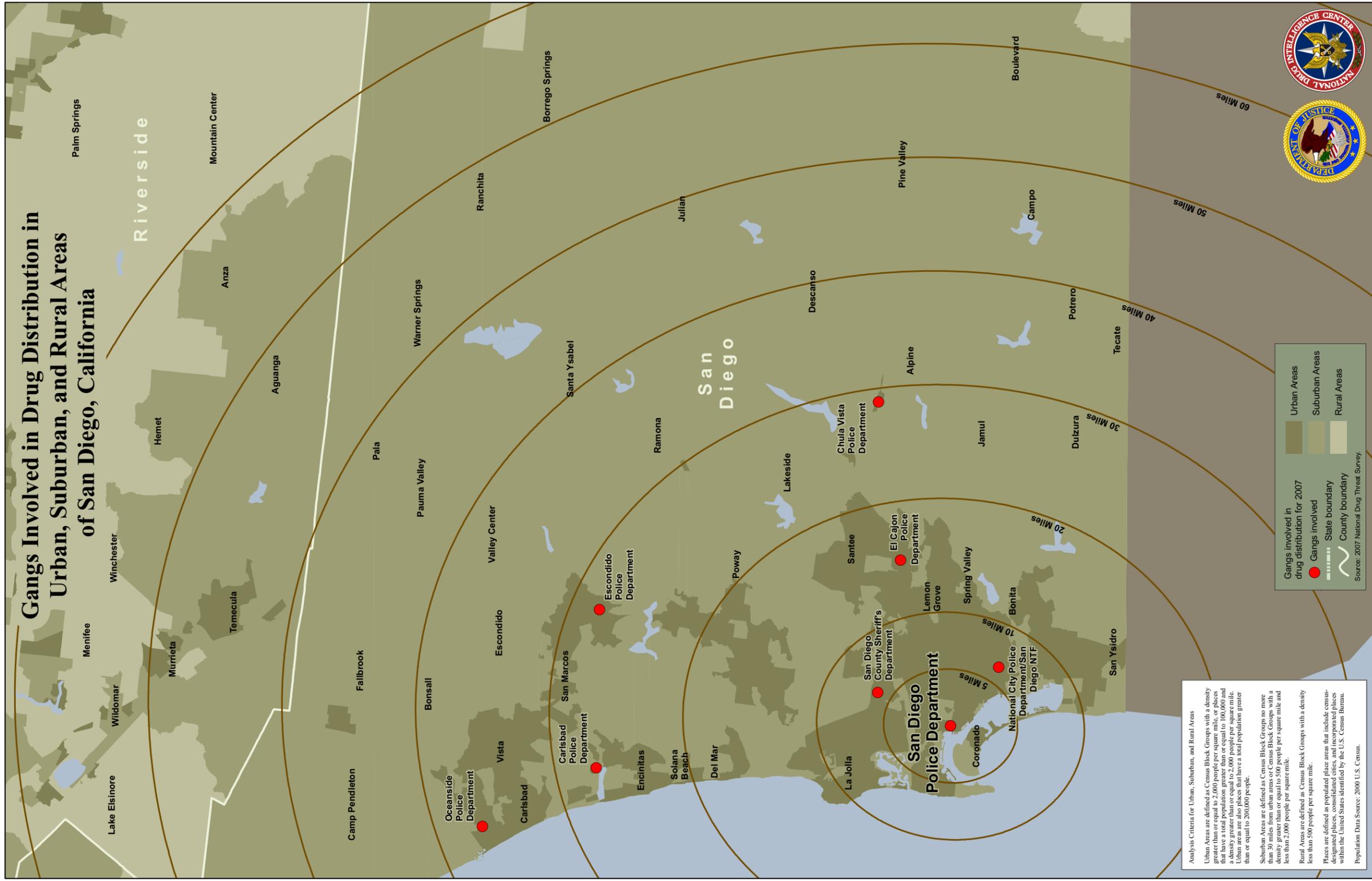


Map 5. Level of gang involvement in drug activities within urban, suburban, and rural areas in the United States.

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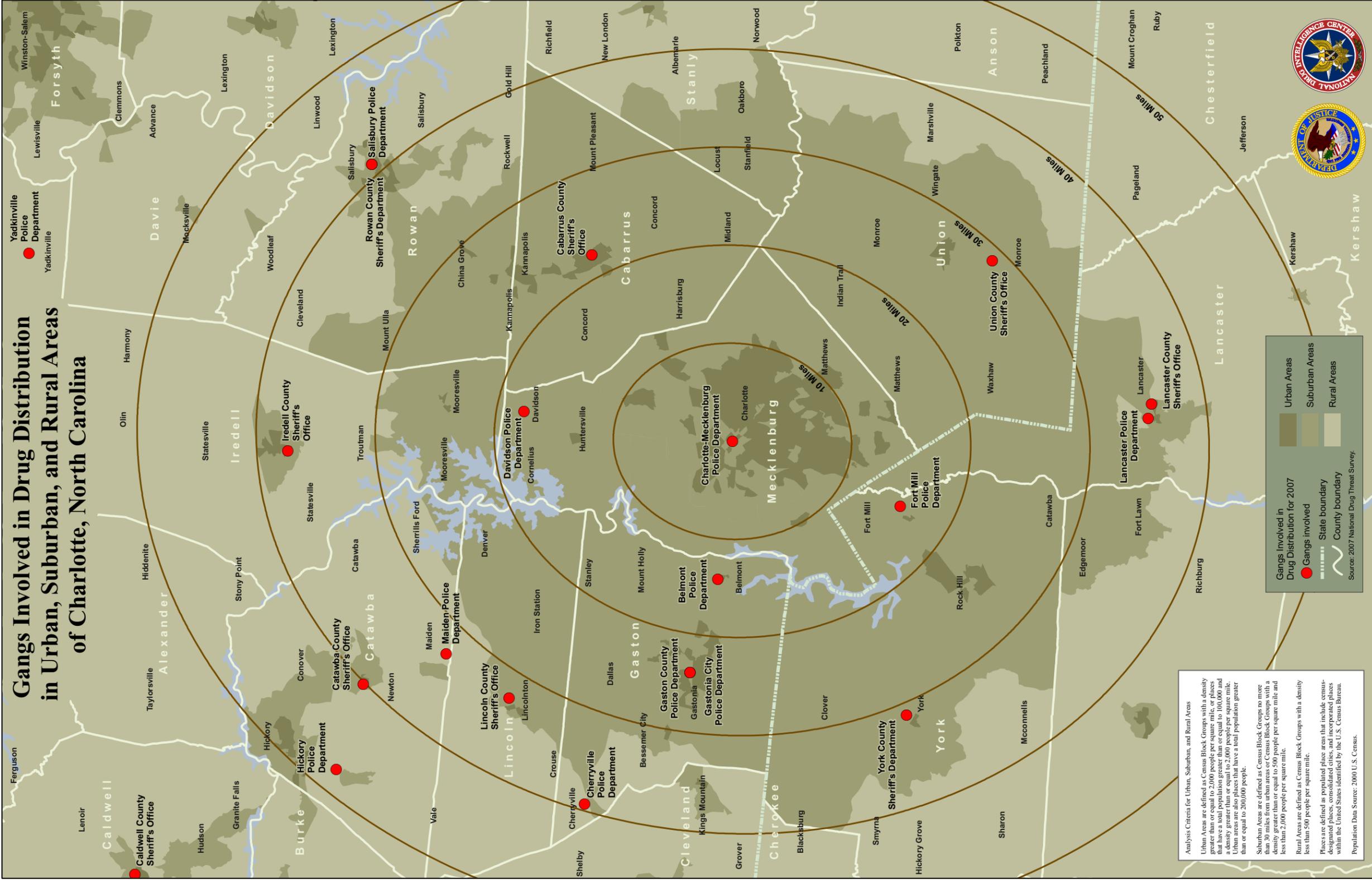


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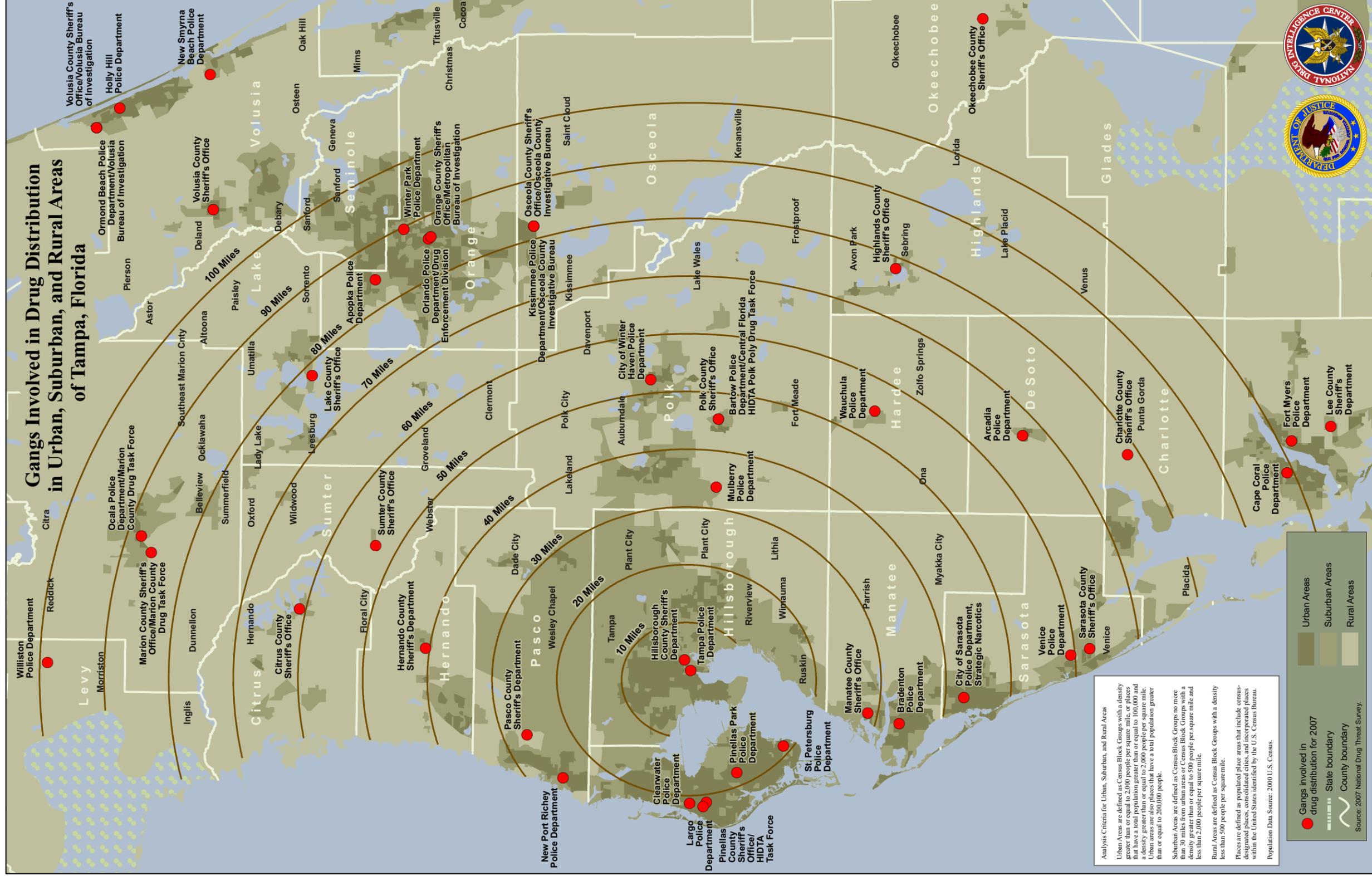
Map 7. Gangs involved in drug distribution in urban, suburban, and rural areas of San Diego, California.

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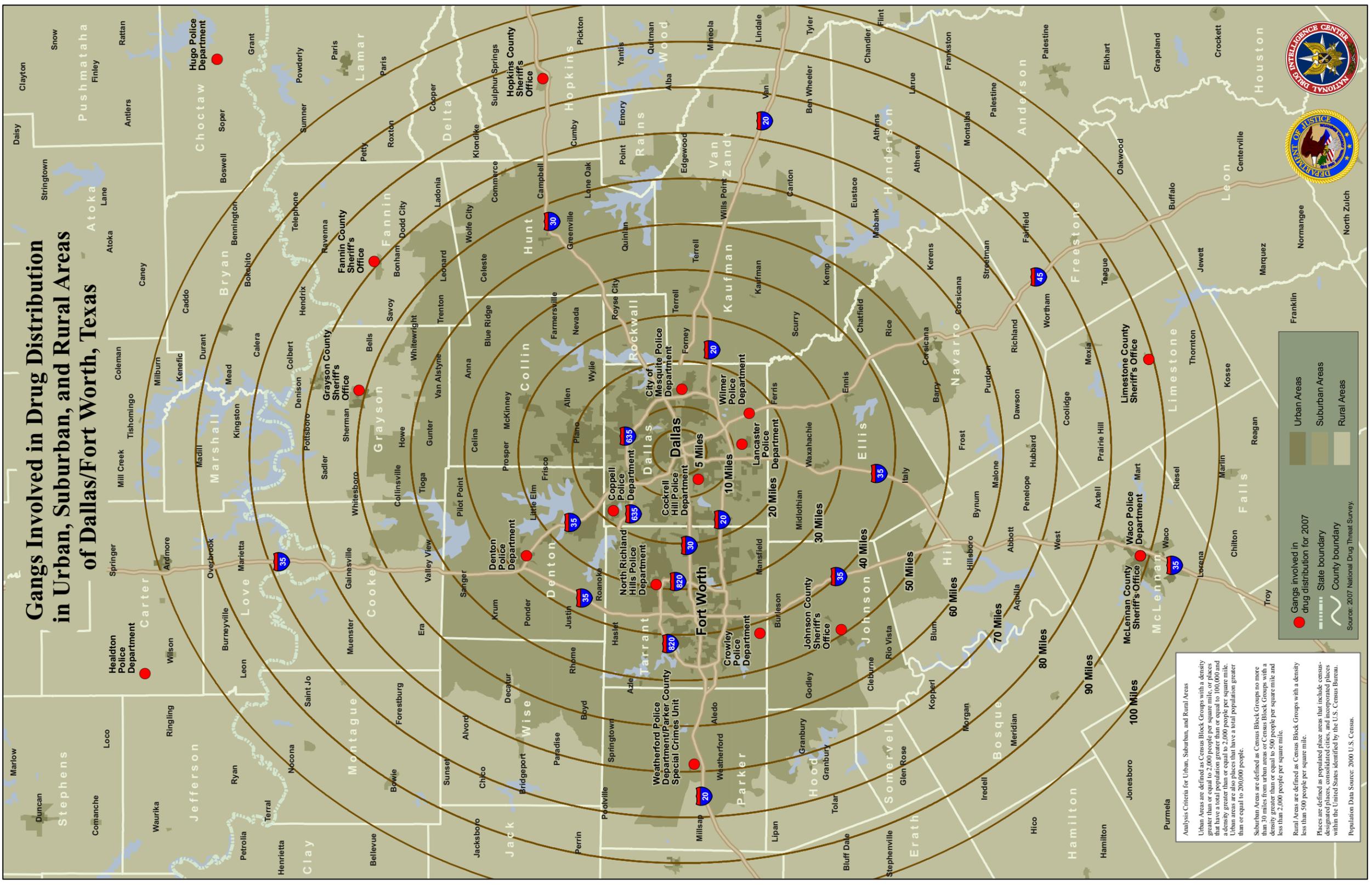
Map 8. Gangs involved in drug distribution in urban, suburban, and rural areas of Charlotte, North Carolina.

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Map 9. Gangs involved in drug distribution in urban, suburban, and rural areas of Tampa, Florida.

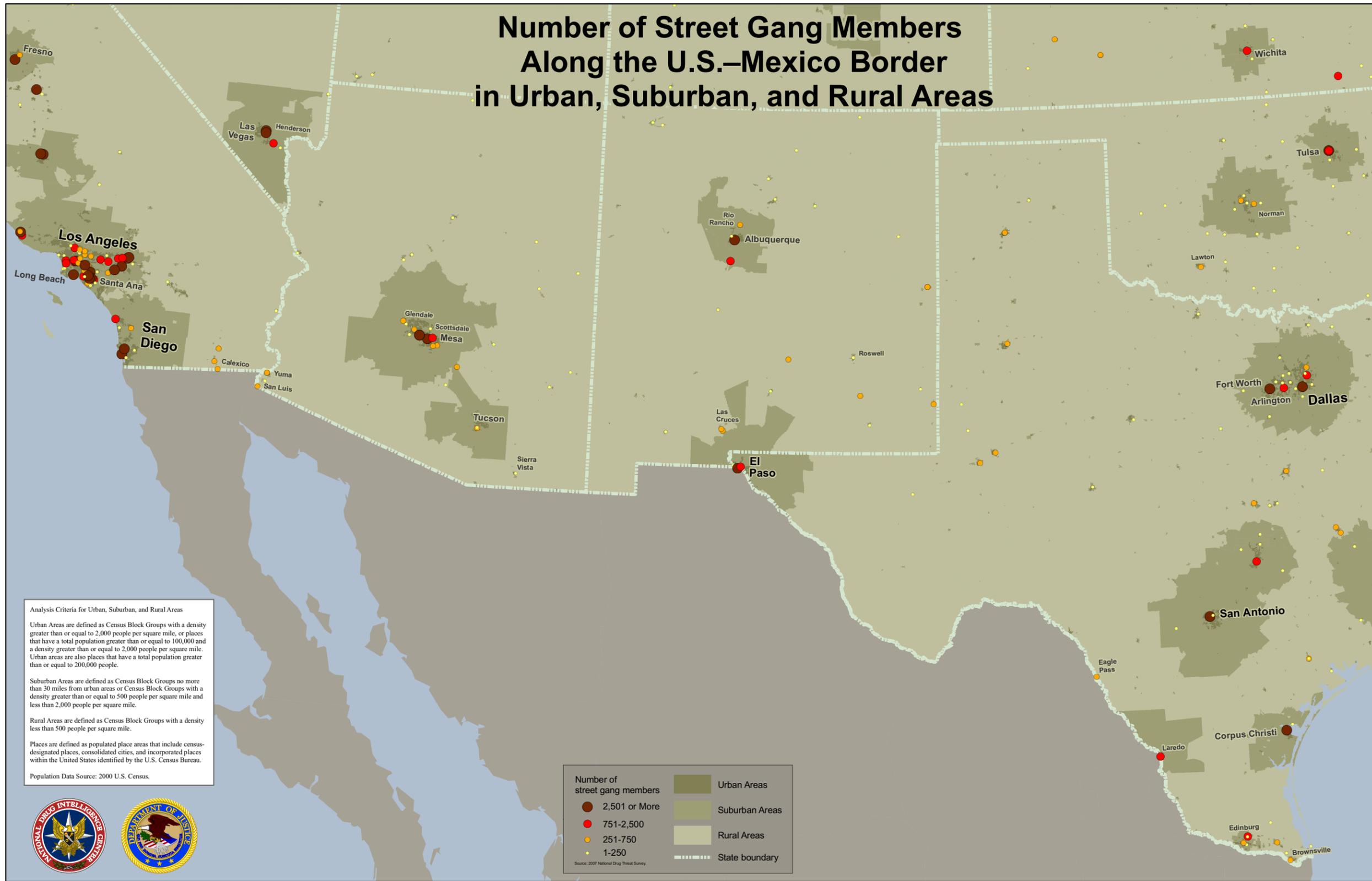
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Map 10. Gangs involved in drug distribution in urban, suburban, and rural areas of Dallas/Fort Worth, Texas.

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# Number of Street Gang Members Along the U.S.–Mexico Border in Urban, Suburban, and Rural Areas



Map 11. Number of street gang members along the U.S.–Mexico border in urban, suburban, and rural areas.

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