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TO REPORT AND UPDATE THE FBI'S NATIONAL GANG
STRATEGY

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Attn: ADIC/SAC

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All ASACs
All Criminal SSAs
All Violent Gang Safe Streets
Task Force Coordinators
Field Intelligence Groups
Attn: FBIHQ, Manuals Desk

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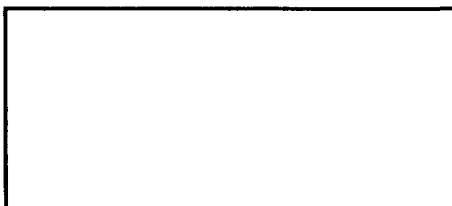
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66F-HQ-A1246974-ACE (Pending)
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66F-HQ-C1384970 (Manuals Desk)

Title: SAFE STREETS VIOLENT CRIME INITIATIVE
NATIONAL GANG STRATEGY
FY 2006 REVISED POLICY GUIDELINES

Synopsis: To report and update the FBI's National Gang Strategy (NGS).

Reference:



66F-HQ-A1246974 Serial 127

Administrative: Addressees are reminded that the FBI Headquarters (HQ) file [REDACTED] is reserved for [REDACTED] and that communications returned to Criminal Investigative Division (CID) should not include this file number.

TABLE OF CONTENTS

Pages(s)

A. Introduction	2-3
B. Mission - CID/ACES Program Plan	3
C. Goal - NGS	3
D. Objectives	3-6
1. Task Forces	3-4
2. Enterprise Theory of Investigation	4
3. Criminal Enterprise Investigations	4
4. Prosecution	4

4/19/2011

5. Intelligence	4-6
a. National Gang Intelligence Center (NGIC)	5
b. National Gang Task Force/MS-13	5-6
E. Gangs, Drugs and OCDETF	6-7
1. Organized Crime Drug Enforcement Task Force	6
2. Special Operations Division (SOD)	6-7
F. Gangs and Gun Trafficking	7-9
1. General Field Guidance	7-8
2. Project Safe Neighborhoods (PSN) and Violent Crime Impact Teams (VCIT)	8
3. Field Guidance Specific to PSN and VCIT	8-9
G. Gang Definitions	9-10
H. NGS Special Emphasis Groups	10-12
I. Department of Justice Anti-Gang Initiative	12-13

Details: This communication updates the current NGS referenced in the EC [REDACTED] dated 06/05/2001. This EC also addresses program changes and incorporates information from the referenced ECs, specific to the expanding gang program.

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A. INTRODUCTION

The FBI's Safe Streets Violent Crimes Initiative (SSVCI), established in 1992, is an initiative designed to attack gang and drug-related violence through the establishment of long-term, proactive, and coordinated teams of federal, state, and local law enforcement officers and prosecutors. From this initiative, FBI Violent Gang Safe Streets Task Forces (VGSSTFs) were established to address the violent gang crime problem in the United States by identifying and targeting violent street gangs, outlaw motorcycle gangs, and prison gangs as criminal enterprises.

Since 1993 the FBI has maintained a strategy to combat violent gangs on a national level. The National Gang Strategy (NGS) was developed to ensure field offices were provided the sufficient guidance and policy to target the most violent and criminally active gangs in their areas of responsibility. Based on a field office's criminal enterprise resources, an assessment of the their violent gang problem, and a review of the current NGS, field offices are to focus their resources against the most prolific and violent gang criminal enterprises identified.

Violent gang criminal enterprise investigations are the third highest priority in CID. The Violent Gang subprogram is within the Americas Criminal Enterprise Program of CID, and therefore is within the FBI's #6 priority - Transnational/National Criminal Organizations and Enterprises.

B. MISSION

The mission of the Americas Criminal Enterprise Program - Violent Gangs (ACEP-VG) subprogram is to reduce gang related violence by identifying, prioritizing, and targeting the most violent gangs whose activities constitute criminal enterprises. This will be accomplished through the following NGS coordinated

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4/19/2011

endeavors;

VGSSTFs
National Gang Intelligence Center (NGIC)
Organized Crime Drug Enforcement Task Forces (OCDETF)
National Gang Task Force (NGTF)/ MS-13

C. NGS - GOAL

The goal of the NGS is to address the violent gang problem in the United States by aggressively investigating, disrupting, and dismantling violent gangs, whose activities constitute criminal enterprises. Violent Gangs, for the purposes of the NGS, are considered to be street level neighborhood, community, and regionally based gangs; groups brought together for specific violent crime activities; prison gangs; and outlaw motorcycle gangs (OMG). Traditional organized crime groups or drug trafficking organizations are not to be investigated as violent gangs.

D. NGS - OBJECTIVES

1. TASK FORCES - VGSSTFs have been and continue to be at the forefront of the FBI's anti-gang efforts. VGSSTFs provide a multi-jurisdictional task force approach which will ensure field offices initiate and coordinate investigative efforts with all other affected federal, state, and local criminal justice agencies. This concept ensures cooperation and communication amongst the federal, state, and local criminal justice agencies to increase productivity and to avoid duplication of investigative and enforcement efforts in matters of concurrent jurisdiction.

2. ENTERPRISE THEORY OF INVESTIGATION (ETI) - Since the FBI first directed resources to address the violent gang problem, the use of ETI has proven to be an effective and necessary approach to combating violent gangs and associate criminal activity. ETI is necessary because it is an intelligence-driven, proactive approach to disrupt and dismantle violent gangs through the use of sophisticated techniques (wiretaps/undercover operations). Through the efficient use of the ETI, prosecutions may be pursued of violent gang criminal enterprises through Racketeer Influenced and Corrupt Organizations (RICO), Continuing Criminal Enterprise (CCE), Violent Crimes in Aid of Racketeering (VICAR), Drug Conspiracy, and other appropriate federal statutes.

3. CRIMINAL ENTERPRISE INVESTIGATIONS - The initiation of criminal enterprise investigations that focus on developing evidence necessary to prove a pattern of criminal activity, rather than concentrating resources on individuals or isolated criminal acts, is the essential goal of the FBI's violent gang investigations. The primary focus must be to identify, investigate, and prosecute the leadership and hard-core members of the violent gang, to disrupt and/or dismantle the violent gang criminal enterprise, and to recover their illegal assets through seizures and forfeitures.

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4. PROSECUTION - Field Offices investigating violent gang criminal enterprises must ensure that appropriate prosecutive support will be afforded by their respective United States Attorney's (USAO) Office. This effort should encourage, not only the dedication of a full-time Assistant United States Attorney (AUSA) to significant, long-term investigations, but the development of an appropriate prosecutive relationship between the USAO and their state/local counterparts. Consideration should be given to the cross-designation of attorneys to facilitate the most effective prosecution of violent gang members.

5. INTELLIGENCE - The cornerstone of the NGS is criminal intelligence. Proper intelligence collection provides a basis for establishing targets. Field Offices must pursue an aggressive criminal intelligence program to identify those violent gangs which pose significant threats to our neighborhoods, communities, cities, and regions across the United States. Each field office should assess and continually develop the available intelligence to fully identify the scope and magnitude of the violent gang crime problem affecting the quality of life in its communities.

This effort will be accomplished through the following;

a. NGIC - In 2005, the FBI, working in concert with other federal, state, and local criminal justice agencies, established the NGIC to further the collection and analysis of gang intelligence for appropriate utilization by all criminal justice agencies.

The mission of the NGIC is to support criminal justice agencies through information sharing; to perform strategic and tactical analysis of all available data focusing on growth, migration, criminal activity, and association of gangs; to provide one-stop-shopping for gang information; to conduct research and analysis to identify nationwide gang trends; to develop intelligence for deconfliction and coordination of gang investigations and prosecutions; and to remain vigilant of any associations and/or credible links to terrorist.

b. NGTF/MS-13 - In an effort to address the rapid growth, expansion and criminal activity associated with the Mara Salvatrucha - 13, the NGTF was

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4/19/2011

established at FBIHQ in 2004. The NGTF is an intelligence driven approach to coordinate and support federal, state, and local gang investigations into national level operations and prosecutions. The national strategy is to develop multi-jurisdictional investigations against MS-13 by applying existing federal or state criminal statutes under the ETI investigative model. The NGTF works with the VGSSTFs throughout the United States and other agency TFs for case coordination and deconfliction of investigative and intelligence information.

The NGTF includes personnel from several federal criminal justice agencies, international law enforcement agencies, and the intelligence community.

For additional information and guidance see referenced EC [REDACTED]

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E. GANGS, DRUGS and OCDETF

Drug trafficking drives, binds, and reinforces gang culture by the criminal activity itself, as well as providing lucrative profits for the gang and individual gang members. According to the National Drug Intelligence Center, U.S. Department of Justice, Gangs and Drugs in the United States, Johnstown, PA (July 2003), "Gangs, whether street gangs, OMGs, or prison gangs, are the primary distributors of drugs throughout the United States. They are involved in distribution at both the wholesale and retail/street levels. Gangs consistently travel across the country seeking out new territory and trafficking routes for distribution. Gangs often use drug trafficking as their primary means of financial gain."

1. Organized Crime Drug Enforcement Task Force (OCDETF)- OCDETF is a funding mechanism commonly used to supplement state and local overtime. The importance of OCDETF is also paramount when used in gang investigations to supplement the overtime of state and local officers who may not be part of a VGSSTF but may be assisting members of the VGSSTF. Increased involvement in the OCDETF Program is strongly recommended in investigations where the targets of investigation merit submission to the regional OCDETF committee for consideration as an OCDETF Regional Priority Organization Targets (RPOT). See the referenced EC, [REDACTED] for guidance regarding RPOT selection criteria.

2. Special Operations Division (SOD)- SOD serves as a multi-agency criminal intelligence and investigative resource on key command and control nodes of international Drug Trafficking Criminal Enterprises (CEs) operating in the United States. SOD converts extremely sensitive information into usable leads and tips which are passed to the field for real-time enforcement activity against major international CEs. The FBI's efforts at SOD, although centered around the major Colombian and Mexican CEs, also focus on Latin American and Caribbean organizations. SOD plays a critical role by [REDACTED]

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associated with identified Mexican and Colombian CEs and by providing case coordination.

Many violent street, prison, and outlaw motorcycle gangs traffic in illegal drugs at both the retail (street) and wholesale levels and are directly or indirectly supplied by major international CEs. All numbers (telephone, pager, etc), recovered as a result of a violent gang/drug criminal enterprise investigation, should be forwarded to SOD for analysis and to determine connectivity with other investigations.

F. GANGS AND GUN TRAFFICKING INVESTIGATIONS: PSN and VCIT

1. General Field Guidance - This guidance provides for field offices to supplement the arsenal of investigative tools used by Task Force investigators to investigate violent gang criminal enterprises and should be clearly distinguished from Bureau of Alcohol, Tobacco, Firearms and Explosives (BATFE) initiatives designed to target individual offenders who possess firearms in violation of federal law. For additional guidance see [REDACTED]

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a. Field Offices may target the criminal enterprise acquisition, transportation and distribution of firearms by violent gang criminal enterprises and they should coordinate these leads within a violent gang criminal enterprise investigation with the BATFE.

b. Violent gang criminal enterprises often engage in gun trafficking in order to raise money as well as to fortify gang members. In order to obtain firearms, gang members engage in robberies, home invasions, burglaries, and other criminal violent acts. Gang members acquire false identification in order to purchase firearms. Additionally, gang members recruit associates without criminal records to travel interstate for the purpose of purchasing firearms, using the proceeds from drug trafficking, robberies and other criminal activity.

c. Under this emphasis, Task Forces would investigate firearms trafficking activity of violent gang criminal enterprises in order to establish the hierarchy, structure, and methods of the criminal enterprise.

d. In field office resident agency territories where there is no BATFE presence, the investigation would be addressed exclusively by the FBI. In field offices where there is a BATFE presence, these investigations must be closely coordinated, however, the FBI would direct all aspects of the violent gang criminal enterprise investigation, including trafficking in firearms. This initiative would ensure an enhanced and thorough criminal enterprise investigation, which identifies all areas of the gang's criminal activities.

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2. Project Safe Neighborhoods (PSN) and Violent Crime Impact Teams (VCIT) are priority Department of Justice initiatives designed to reduce violent crime committed with the aid of firearms. BATFE has been the primary agency involved in the enforcement and training activities of PSN and VCIT.

a. PSN is a White House/DOJ initiative established in 2001 to target anti-gun violence, specifically felons in possession, through enforcement and deterrence. PSN is currently operating in all 94 judicial districts and is coordinated by an AUSA (PSN Coordinator) in each judicial district. The PSN strategy involves enforcement, prosecution, prevention, deterrence, research, training, and community support.

b. VCIT is an BATFE-led initiative with a mission to decrease the number of firearms related homicides, number of violent crimes and the number of violent firearms crimes within a six month period. This is to be accomplished by creating BATFE-led VCIT task forces in designated cities with a high volume of firearms crime. The task forces are to identify and target the worst violent offenders and the criminal organizations that support them in each city; disrupt and dismantle the criminal activity being perpetrated by the targeted individuals and organizations; and evaluate the results on a monthly basis.

3. Field Guidance Specific to PSN and VCIT

a. Each division should coordinate with their counterparts and develop deconfliction techniques to resolve investigative issues between the FBI and BATFE where PSN projects and/or VCITs exist.

b. Each USAO has designated AUSA's to serve as the Gang Coordinator and the PSN Coordinator. In some cases one AUSA may serve both functions. SSTF Supervisors/Coordinators should establish liaisons with the coordinator in their respective federal district.

c. In field offices where a VCIT is operating, it is recommended that VGSSTF supervisors establish a working liaison with the VCIT supervisor.

d. Based upon their investigative program priority needs [REDACTED] in their divisions, it shall be the SACs discretion on whether to lend manpower to the VCITs.

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e. All FBI field offices should clearly understand that while PSN and VCIT cases may involve gang targets, the primary focus is on guns and the associated violence. The FBI's VGSSTFs were developed to focus on violent gang criminal enterprises and is not encompassed under PSN.

G. GANG DEFINITIONS

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4/19/2011

The definition of a "gang" or "gang activity" varies amongst the states. The absence of a universal definition for gangs impacts intelligence collection and sharing, target selection, prosecution, and overall program management. The term "street gang" is the term preferred by many local law enforcement agencies. This term includes both juveniles and adults, and designates the location of gangs as well as its criminal behavior. A street gang may be defined as a group that forms an allegiance based on various social needs and they engage in acts injurious to public health and safety. Members of street gangs engage in, or have a history of engaging in, gang-focused criminal activity either individually or collectively; and they create an atmosphere of fear and intimidation within the community. Violence, random or directed, that benefits the members, the enterprise, the criminal activity, and the security of a gangs territory are key aspects to violent gangs. NOTE: The word "gang" may be substituted by a variety of other similar names. The following examples are not all inclusive, but include - chapter, clique, club, crew, faction, mob, posse, and set.

The FBI's Violent Gang Criminal Enterprise definition is "a criminal enterprise having an organizational structure, acting as a continuing criminal conspiracy, which employs violence and any other criminal activity to sustain the enterprise".

Title 18 U.S.C. section 521(a) defines a criminal street gang as "an ongoing group, club, organization, or association of five or more persons - (A) that has as one of its primary purposes the commission of one or more of the criminal offenses described in subsection (c); (B) the members of which engage, or have engaged within the past 5 years, in a continuing series of offenses described in subsection (c); and (C) the activities of which affect interstate or foreign commerce. Section 521 (c) describes the offenses as - (1) a federal felony involving a controlled substance (as defined in section 102 of the Controlled Substances Act (21 U.S.C. 802) for which the maximum penalty is not less than 5 years; (2) a Federal felony crime of violence that has as an element the use or attempted use of physical force against the person of another; and (3) a conspiracy to commit an offense described in paragraph (1) or (2)".

The National Alliance of Gang Investigators Association (NAGIA) has recommended the following gang definition in its 2005 Gang Threat Assessment: "A group or association of three or more persons who may have a common identifying sign, symbol, or name and who individually or collectively engage in, or have engaged, in, criminal activity which creates an atmosphere of fear and intimidation. Criminal activity includes juvenile acts that if committed by an adult would be a crime". NOTE: DOJ has informally adopted this definition.

A criminal enterprise can be described as any union or group of individuals associated in fact, although not a legal entity. The fact that the individuals are engaged in a pattern

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4/19/2011

of criminal activity together constitutes a criminal enterprise. The fact that the group is "loose knit" does not preclude the group from being a criminal enterprise. The use of gang identifiers, such as initiations, hand signs, "colors", tattoo's, gang rituals, signs, and symbols may be considered, but are not prerequisites for being considered a gang by the FBI.

H. NGS SPECIAL EMPHASIS GROUPS (NGS SEGs)

From a national perspective, the FBI will seek to focus its efforts against violent gangs and their alliances that present the greatest multi-jurisdictional threat. This strategy is flexible to allow field offices to investigate the most significant violent gang threat in their communities and regions regardless of whether the violent gang has been identified as a NGS SEG. The NGS SEGs list is only a GUIDE for field offices. NGS SEGs are based on their historic and present impact on the violent gang crime problems around the nation. To this end:

1. The Special Agent in Charge (SAC) of a field office may direct Violent Gang Task Forces to target groups other than NGS SEGs which have been identified as having a significant impact on the division's violent gang crime problem as long as such investigations are consistent with the goal of disrupting and dismantling the most significant violent gang criminal enterprises operating in a field office's territory. As such, a



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2. NGS SEGs that historically and presently are threats to neighborhoods, communities, prison institutions, and regions across the United States are:

NGS SEGs

18th Street (AKA 1-8)
(All cliques/sets)

Asociacion Neta 1.50 (AKA Neta)
(All cliques/sets)

Bandidos Motorcycle Club
(All chapters)

Barrio Azteca (AKA Los Aztecas, Los Indios, The Arrow Empire)
(All factions/sets/cliques)

Black Disciples Nation (AKA Black Disciples)
(All factions/sets)

Black P Stone Nation (AKA Black Peace Stone Nation, Black Stone Rangers, Almighty P Stone Nation, Black P Stones, P Stones, Stones, Rockboys, El Rukns, Masjid Al Ka'bah)
(All factions)

Bloods (Pirus)

b7A
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4/19/2011

(All sets/cliques, including United Blood Nation {UBN})

Crips

(All sets/cliques)

Gangster Disciples (AKA Black Gangster Disciples, Gangster Disciple Nation)

(All factions/sets)

Hells Angels Motorcycle Club

(All chapters)

Latin Kings

(All chapters to include the Almighty Latin King Nation {ALKN} and Almighty Latin King/Queen Nation {ALKQN})

La Eme (California Mexican Mafia)

Mara Salvatrucha 13 (AKA MS 13)

(All cliques/sets)

Outlaws Motorcycle Club

(All chapters)

Pagans Motorcycle Club

(All chapters)

Sons of Silence Motorcycle Club

(All chapters)

Vice Lords Nation (AKA Vice Lords)

(All factions to include Conservative Vice Lords, Four Corner Hustlers, Insane Vice Lords, Traveling Vice Lords, Unknown Vice Lords)

3. BASIS FOR INFORMATION - Information that forms the basis for a gang's inclusion as a NGS SEGs is derived from



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A 2005 National Gang Threat Assessment was published by the NAGIA, with FBI, NDIC, and BATFE assistance, and can be found at the www.nagia.org website.

I. DEPARTMENT OF JUSTICE (DOJ) ANTI-GANG INITIATIVE

In an attempt to manage, consolidate, and coordinate all current and future anti-gang efforts undertaken by all DOJ agencies, the Attorney General has directed the Deputy Attorney General (DAG) to establish the Anti-Gang Coordination Committee (AGCC). The AGCC will make recommendations to the DAG on all matters relating to the DOJ's anti-gang activities such as DOJ gang policies and U.S. laws, gang budgets, gang resources and allocation, gang task force consolidation and configuration, gang training, gang database integration, coordination and/or consolidation, gang information sharing and intelligence, gang

4/19/2011

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OCDETF matters, and coordination with state and local law enforcement agencies.

The DOJ Anti-Gang Initiative includes the appointment of an Assistant U.S. Attorney (AUSA) to serve as the anti-gang coordinator in each district. Additionally, the GANG REDUCTION THROUGH INVESTIGATION AND PROSECUTION (GRIP) program will expand the role of the Organized Crime Strike Forces (OCSFs) in prosecuting violent gang criminal enterprise cases. DOJ Quick Response Teams (QRT) will augment the efforts of a United States Attorney's Office (USAO) in such gang prosecutions.

These actions will directly impact the FBI's NGS and Violent Gang subprogram. For example, DOJ anti-gang policy states that where multiple anti-gang task forces and initiatives exist in the same federal judicial districts and cities, they shall be co-located, where feasible. To ensure the FBI is taking a lead role in this initiative, field offices should develop and maintain a close working relationship with the AUSA anti-gang coordinator. For additional guidance see referenced EC [REDACTED] [REDACTED] Attorney General's Anti-Gang Initiative.

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ALL RECEIVING OFFICES

Read and disseminate the contents of this communication to the appropriate administrative and investigative personnel.

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1- [REDACTED] (SOD)
1- [REDACTED] (OCDETF Fusion Center)
7- SSGU Supervisors (1 each) (Room 3247)
1- [REDACTED] (Room 3247)
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