



# **THE RALEIGH POLICE DEPARTMENT'S RESPONSE TO GANG ACTIVITY: 2009 PUBLIC REPORT**

**REPORT PREPARED BY:  
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CITY OF RALEIGH  
NORTH CAROLINA

INTER-OFFICE CORRESPONDENCE

To: City Manager J. Russell Allen

From: Major R.W. Grayson  
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Date: March 1, 2010

Subject: The Raleigh Police Department's Response to Gang Activity: 2009 Report

MESSAGE:

Since 2005, the Raleigh Police Department (RPD) has extensively monitored gang membership in Raleigh, validating over 3,000 members. In 2009, we began tracking and analyzing crimes associated with gang members, documenting 1,417 known gang-related incidents for the year. Citywide gang activity is centered on robbery, assault, burglary, vandalism and drug activity, with 56 percent of the city's gang crime occurring in the Southeast District. The trends in the Southeast District make it ideally suited for the federally-funded Comprehensive Anti-Gang Initiative (CAGI) grant, which focuses on developing new strategies to counteract gangs and their impact on the community.

Our department's goal is to reduce the presence, activity, and violence of street gangs, and to ensure that gang members who commit crimes are promptly identified and arrested. Our agency stands fast in its commitment to the community, a philosophy of aggressive enforcement and, equally important, proactive intervention measures coupled with gang prevention. Throughout the year, RPD, along with its community-based partners, developed and deployed numerous strategies that resulted in a **49 percent reduction** in citywide gang-related incidents.

In order to prevent youth from joining gangs, RPD remains focused on providing at-risk youth with alternative choices before they become caught up in the juvenile justice system. Our dedication in this area will continue as we develop the Youth & Family Services Section within the Detective Division. This section will be comprised of the Family Violence Intervention Unit and a Juvenile Crimes Unit along with Youth Services and Drug Abuse Resistance Education (D.A.R.E.) officers, whose consolidation of resources will bolster and sustain our efforts to combat family violence and youthful offenders.

The Raleigh Police Department continues to take a broad and proactive approach toward gang prevention, intervention and suppression. Currently, our agency provides prevention opportunities through gang awareness education and mentoring initiatives at community centers and local non-profit agencies. Intervention initiatives include summer youth programs, graffiti removal, a gang unit tip line, liaisons with the school system, and the revitalization of our Crime Stoppers program. Suppression strategies involve the daily operations and activities of our sworn officers and civilian professionals, especially those assigned to the Gang Suppression, Selective Enforcement, Drugs and Vice, and Career Criminal Units, who relentlessly focus on the 20 percent of criminals who continually reoffend.

In conclusion, as government and non-profit agencies are faced with tough budget times and fewer funding opportunities, we will need to continue our collaborative efforts between law enforcement, churches, schools, City of Raleigh Parks and Recreation, businesses and charitable organizations in order to ensure that the "anti-gang" message is visible throughout the community.

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# **THE RALEIGH POLICE DEPARTMENT'S RESPONSE TO GANG ACTIVITY: 2009 PUBLIC REPORT**

## **GENERAL OVERVIEW**

The Raleigh Police Department (RPD) has been collecting data on gangs, gang membership and areas of operation since 2001. In 2004, the Gang Investigative Unit (GIU) estimated that 18 youth gangs were active in Raleigh. Since that time, RPD has documented encounters with members from 56 separate gangs or gang sets. Due to the surreptitious nature of criminal street gangs, we are unable to accurately estimate the total number of gang members in Raleigh. The RPD has recorded interactions with 3,070 identified gang members since 2005. As gang membership increases within Raleigh and surrounding areas, Raleigh will transition to having an extensive gang problem unless the community is galvanized to fight against gang activity and membership.

Since 2005, Raleigh has seen existing gangs become more organized and structured. Unfortunately, there has also been an emergence of charismatic gang leaders who have attracted and organized large numbers of at-risk youth. Gang members are becoming indoctrinated in the "codes of conduct," rules and regulations, structures, hierarchies and gang initiation rituals, which serve to hold each gang member accountable for their actions by the gang itself. Members are showing discipline and commitment to their gang's doctrine and hierarchy.

This behavior has previously been observed in more gang-established communities. Although gangs are attempting to become more sophisticated, the predominant crimes associated with gang members continue to be street-level drug sales, robberies, burglaries and assaults. These crimes often lead to arrests and incarcerations. Raleigh has not previously observed the strong hierarchical structure of gangs as seen in Los Angeles, New York, or Chicago. However, Raleigh gangs are becoming more organized and capable of attaining control over large geographical areas, populations and criminal enterprises. With the right leadership, Raleigh gangs will become entities that are more dangerous than gangs from previous years.

Statistically, a majority of the gang-related crimes in Raleigh have been perpetrated by three historically African-American gangs: the Bloods, the Crips and Folk Nation. The Bloods are the largest criminal street gang in Raleigh. Their criminal activities tend to be financially motivated, with the majority of their profits obtained through street-level drug sales<sup>1</sup>. Although Raleigh has several Latino gangs, Latino gang crime is not a statistically significant problem in our community. Members do not appear to be organized; however, they are showing signs of becoming more "turf-oriented" and involved in drug-trafficking endeavors<sup>2</sup>. The most common crimes perpetrated by Latino gang members in Raleigh are incidents of vandalism, graffiti and assault.

At this time, the RPD has not verified the existence of any Caucasian street gangs in Raleigh. However, there are Caucasian members of historically African-American gangs, such as the Crips and Folk Nation gangs. Members of the Hells Angels outlaw motorcycle club and Aryan Nation have been validated in neighboring jurisdictions. There is only one Asian gang in Raleigh. Very little is known about this organization, and they do not typically work outside the Asian community.

## **Gang Activity and Membership**

- Raleigh gangs are beginning to show more loyalty to nationally-recognized gang structures. However, Raleigh gang members are still not showing complete allegiance to one set, as some have changed sets within a particular gang. Our local gangs are beginning to be considered true affiliates of national gangs. The gangs are attempting to abide by their national gang's structure, disciplinary rules, commitment and leaders. There have been instances where local gangs have created their own rules, not following the national regulations. This has resulted in the creation of entirely new gang names and affiliations. Often, the creation of these "subsets", or variations from the recognized/traditional gang structures, has led to an increased amount of violence between gangs. This violence is usually due to territorial or respect issues.
- Most gang members in Raleigh (76 percent) are between 16 and 25 years old.
  - 10 percent are younger than 18 years old.
  - 50 percent are between the ages of 18 to 22.
  - The targets of their recruitment consist of youth under the age of 24; we do not see many people over the age of 24 being recruited into gangs as new members.
- Raleigh Police have validated 2,889 male and 181 female gang members since 2005. Female gang members constitute six percent of the gang population in Raleigh. Young females (African-American, Latina and Caucasian) are associating themselves with gang members in Raleigh. We are finding that African-American females are officially joining gangs and are being utilized to carry guns and/or drugs and to provide alibis for male gang members.
- Racial/Ethnic breakdown of Raleigh gang membership:
  - African American: 2,519
  - Latino: 461
  - Caucasian: 70
  - Other: 20
- The majority of Caucasian street gang members in Raleigh associate themselves with the Crips and Folk Nation gangs. The Wake County Jail has validated members of the Hells Angels, Aryan Brotherhood and other gangs that are specifically Caucasian-only gangs. The Durham chapter of the Hell's Angels closely associates with the Raleigh Desperados, which is the only active outlaw motorcycle gang in Raleigh.
- Eight of the 15 murders committed in 2009 involved gang members as primary suspects. Five of the eight suspects were under the age of 18. One homicide victim was a gang member himself.
- The primary criminal activity associated with most gangs is the distribution of illegal drugs, such as crack cocaine, powdered cocaine, marijuana and MDMA (Ecstasy). We have observed an increase in home-invasion style robberies of rival drug distributors being committed by gang members<sup>1</sup>. Latino gangs are involved in retail and wholesale distribution, while most other gangs are involved primarily at the retail level<sup>2</sup>.
- Incarcerated (within the Wake County Jail and N.C. Department of Corrections institutions) gang members are more frequently delivering "orders" and corresponding with gang members on the streets. This is creating a broader organizational structure that reaches outside of the city of Raleigh.
- Raleigh gangs are currently using Internet-based social-networking sites to recruit new members and to communicate with members in other areas of the United States and foreign countries.
- Raleigh gangs are present in the Wake County Public School System. Gang-involved students are responsible for crimes ranging from disorderly conduct to strong-arm robbery on school grounds.

## **RPD STRUCTURE**

### **Gang Suppression Unit (GSU)**

The Raleigh Police Department's Gang Suppression Unit (GSU) was formed in the fall of 2006. This unit consisted of six officers and one sergeant. In the fall of 2007, RPD expanded its GSU to 12 officers and two sergeants. The GSU exists to enhance public safety while creating a partnership with the community. This is achieved by combining suppression and intervention strategies with the department's gang prevention efforts.

The GSU utilizes targeted enforcement strategies to aggressively address criminal gang activity. These strategies include foot, bicycle and marked vehicle patrols. The GSU gathers gang intelligence and forwards it to the Gang Intelligence Unit (GIU) for analysis and distribution. Members of the Gang Suppression Unit regularly attend Wake County Gang Prevention Partnership (WCGPP) quarterly meetings while providing input and services to assist with intervention and suppression strategies.

### **Gang Intelligence Unit (GIU)**

In 2008, the Raleigh Police Department devoted an entire unit to the collection, evaluation, analysis and dissemination of intelligence relating to gang activity. The Gang Intelligence Unit (GIU) is comprised of three detectives and an intelligence analyst. By utilizing the department's records management system and open source information, the GIU has successfully monitored the criminal activity of gang members within the City of Raleigh. This system has provided the police administration with intelligence identifying gang-related crime patterns, thus allowing for strategic responses.

The GIU works closely with the GSU and school resource officers. The GIU investigates leads in gang-related criminal activity provided by these units. The GIU also interviews gang members located or arrested by the suppression unit. By working together, information collected directly from gang members has assisted in a multitude of investigations.

The GIU recognizes that community interaction is needed in order to be successful. The GIU provides gang-awareness talks to the public upon request. Presentations are frequently provided to churches, schools, private groups and government organizations. The community has also been provided a means to contact the GIU to request assistance or provide information regarding gangs, through the Gang Tip-Line (919-996-GANG).

Within the law enforcement community, the GIU partners with and has taken leadership roles in such groups as:

- The Wake County Gang Prevention Partnership (WCGPP)
- The NC Gang Investigator's Association (NCGIA)
- The NC Crime Information Exchange (NCCIX)

The Raleigh Police Department recognizes that the public's right to privacy must not be violated in the course of collecting the information used to deter crime. To uphold this right to privacy, the GIU adheres to intelligence protocols as outlined in Federal Code 28 CFR Part 23.

## **Officer Training**

The Raleigh Police Department has conducted or arranged for numerous training opportunities for all officers, including a mandatory in-service training. District gang liaisons, school resource officers, D.A.R.E. officers, Community Policing Unit officers, and crime prevention officers have received additional training. With this training comes an expectation that information will be exchanged with the Gang Intelligence Unit. GSU and GIU personnel, as well as various RPD detectives, have received advanced training in regards to communicating with gang members and conducting gang-related investigations. All RPD officers will continue to receive gang training during mandatory in-service training sessions.

## **Community Police Officers**

The Raleigh Police Department's Community Policing Unit was launched in March 2008 in the Southeast District. This southeast Raleigh program has steadily grown into a 10-member team consisting of a sergeant, corporal and eight officers. The unit expanded into the Northeast District in November 2009 with a team consisting of a corporal and two officers. The officers assigned to the Community Policing Unit spend the majority of their time addressing problems and issues within their assigned neighborhoods. These neighborhoods are the most crime- and gang-ridden areas within their respective districts. Officers work hand-in-hand with the residents in their communities, addressing concerns and taking necessary steps to improve the area, thus making it less desirable for the criminal element to exist. Officers also spend time working in the community centers and schools within their areas. Officers serve as mentors by providing positive influences and leadership in an effort to guide youth towards positive choices and away from the negative influences of gangs.

## **School Resource Officers**

The Wake County Public School System has a high-school population of 40,000 students. Nearly half of these students attend one of the nine high schools located within the City of Raleigh. These nine schools are patrolled by the Raleigh Police Department's school resource officers (SROs). These SROs provide police coverage during regular school hours and after-hours school events. The Wake County Public School System reported a total of 590 gang-related incidents during the 2009 calendar year across the county. High schools and middle schools accounted for 48 percent of incidents each (283 and 282 respectively), while the remaining four percent (25 incidents) occurred at elementary schools. These incidents included minor school policy violations and violations of NC law. High school SROs within Raleigh reported 86 gang-related crimes, ranging from disorderly conduct to robbery.

SROs work closely with the Wake County Public School System's security personnel. The security officers inform the SROs of any potential threat to the safety of students and staff. SROs regularly attend quarterly meetings of the North Carolina Gang Investigators Association, hosted by the Raleigh Police Department, in order to pass along pertinent information.

SROs are vital to the Raleigh Police Department's goal of deterring youth from joining gangs and dropping out of school. In the near future, SROs will work closely with our agency's Youth and Family Services Section, and will also partner with other service providers in an effort to provide at-risk youth with positive alternatives to gang lifestyle and encourage them to stay in school and away from gangs.

## **Career Criminal Unit**

The Raleigh Police Department often refers to the Pareto principle when addressing criminal behavior. Applying this principle would indicate that 80 percent of criminal activity is committed by 20 percent of the criminals. That is why, in March 2008, the Raleigh Police Department formed the Career Criminal Unit (CCU).

The unit was established to address the problem of repeat violent criminal offenders. Because of the escalation of violence associated with these offenders, their incarceration provides the best way of ensuring public safety. The unit works closely with the U.S. Attorney's Office and the Wake County District Attorney's Office in order to "fast-track" the trials of dangerous offenders and secure the maximum allowable sentence once they are convicted.

Members of the Career Criminal Unit are assigned as follows:

- Two officers are assigned to the Wake County District Attorney's Office. These officers ensure that the District Attorneys receive all the information needed for a successful prosecution of repeat offenders. These officers also liaison closely with the violent crime squads to ensure that all violent offenders receive the proper amount of prosecutorial attention.
- One detective and one officer are assigned to the Bureau of Alcohol, Tobacco & Firearms (ATF). They ensure that felony gun cases are prepared and presented to the United States District Attorney's Office for federal adoption and prosecution.
- The remaining personnel conduct proactive investigations on repeat violent offenders who have the greatest propensity to commit violent criminal acts.

Two years ago, the CCU launched an investigation to target gang members who were committing crimes in southeast Raleigh. These gang members were operating as a dangerous and organized criminal enterprise, and their primary source of income was related to robbery and the sale of controlled substances.

The goal of this investigative effort was to dismantle violent gang sets within Raleigh. The CCU, in conjunction with the FBI Safe Street Task Force and the ATF, arrested more than 78 suspects operating in the Martin Street and College Park neighborhoods of Raleigh. These arrests have affected the hierarchy of the gang organization to include leaders, generals, captains, foot soldiers, and drug suppliers.

Criminal charges included (but were not limited to) murder, robbery, firearm violations and drug trafficking. Of the 78 defendants arrested, 65 were adopted for federal prosecution. Because of federal sentencing guidelines, a defendant convicted in federal court is more likely to receive a substantially longer sentence than in state court, ensuring that violent criminals are not released back onto the streets of Raleigh.

# RPD GANG PREVENTION, INTERVENTION & SUPPRESSION INITIATIVES

The Raleigh Police Department continues to take a broad and proactive approach to gang prevention, intervention and suppression. The department's goal is to minimize the presence, activities and violence of street gangs in Raleigh and to ensure that gang members who commit crimes are promptly identified and arrested. In order to deter young people from joining gangs, the RPD remains focused on educating parents, teachers and the community on how to recognize and prevent gang activity. By partnering and participating in community activities, the RPD is meeting these goals. Here is just a sample of work being done by the RPD:

## Gang Prevention

- **Wake County Gang Prevention Partnership (on-going):** The Raleigh Police Department continues to be an active participant within the WCGPP. Members of Gang Suppression Unit and the Gang Intelligence Unit are active in the Suppression and Intervention committees of the partnership.
- **Community Education (on-going):** The Raleigh Police Department continues to provide varying levels of gang-awareness training to law enforcement agencies, local neighborhood and community groups, school personnel and others to include government agencies. Presentations may include a PowerPoint presentation or DVD, and educational pamphlets.
- **Community Meetings:** In 2009, the Raleigh Police Department conducted several community meetings to gather information from citizens regarding issues that concerned them. During these meetings, neighbors worked together in small groups to develop a list of their concerns, which were eventually narrowed down to create a master list and then prioritized. These issues, identified as Community-Directed Priorities, gave the RPD guidance on where to focus its attention. In most communities, the top three concerns were listed as gangs, guns and drugs.
- **Crime Prevention, D.A.R.E. and School Resource Officer Training:** The Wake County Gang Prevention Partnership's Suppression Sub-committee and the RPD collaborated on the development of a PowerPoint presentation designed initially to aid school resource officers in providing gang awareness presentations to school staff and parent groups. This presentation, which was distributed in 2009, now provides the department's crime prevention officers, D.A.R.E. officers, and school resource officers with information they can use in their respective roles to present gang awareness information to the community at large.
- **RPD Mentor Initiative:** The goal of this initiative is to create a safe, gang-free atmosphere in city-operated community centers where at-risk youth receive personalized attention from retired Raleigh police officers. The RPD hired three retired Raleigh police officers to work as part time mentors in the Sergeant Courtney T. Johnson, Tarboro Road and Roberts Park community centers. The Mentor Initiative started in the fall of 2009 with very little participation. However, today, these community centers have exceeded all expectations and host a variety of activities, such as 3-on-3 basketball leagues, college trips, educational lectures and coming soon, a baseball league. These community centers are now looked upon as safe havens in their respective communities.
- **Raleigh Police SEU & GSU Coach/Mentors (Second Round Boxing):** RPD has partnered with Second Round Boxing, a non-profit organization that works with at-risk youth while teaching life skills through boxing. Gang Suppression and Selective Enforcement Unit officers assist staff with training, ranging from physical conditioning to boxing techniques. The officers are developing positive relationships that, it is hoped, will open the door to mentorship.

- **Meeting with Church Leaders:** Chief Dolan continues to meet with local clergy members in order to discuss youth-related issues and what churches can do to help. Two issues of great concern are the current high-school dropout rate among teenagers, and gang activity. Churches are in a unique position to offer youth alternatives in that they are located throughout our communities and have an abundance of positive role models; this makes them ideally suited to work with community youth in after-school programs.

## **Gang Intervention**

- **Raleigh Gang Unit Tip-Line:** The RPD continues to promote its Gang Tip Line, **996-GANG (4264)**. Numerous citizens have called the tip line to request information about gang awareness presentations and to provide the RPD with information on where they believe gang activity is occurring. The Gang Tip Line phone number is listed in anti-gang brochures and on the city's website.
- **Liaison with Law Enforcement Agencies & Wake County School Security:** The RPD continues to liaison with law enforcement agencies throughout the state and nation, along with Wake County school security officers, in order to share gang information and intelligence as allowed by law. North Carolina Gang Investigators Association (NCGIA) Region 6 meetings are held quarterly at the Northeast District. Officers from several agencies within a six-county region frequently attend these meetings to exchange information.
- **Graffiti Removal:** The City of Raleigh has a full-time graffiti-removal team that is dedicated to the prompt removal of graffiti on public and private property. Promptly removing graffiti has shown to be an effective way to deter future occurrences of graffiti and reduce the fear of crime. The city's graffiti-removal number is **996-6001**, and e-mail address is [graffiti@ci.raleigh.nc.us](mailto:graffiti@ci.raleigh.nc.us).
- **Raleigh Crime Stoppers/Raleigh Gun Crime Stoppers:** Efforts are under way to revitalize the Crime Stoppers program while incorporating along with it a Gun Crime Stoppers initiative. Crime Stoppers and RPD will work together to collect detailed information needed to locate illegally possessed firearms, arrest the suspect in possession of the weapon and reward the tipsters for the information while protecting their anonymity. The Gun Crime Stoppers program is not a gun buy-back program. The goal of the Raleigh Gun Crime Stoppers Program is to make the city of Raleigh safe from gun violence and to remove firearms from the streets before they are used illegally. It is a key component of our strategy to address neighborhood safety and quality-of-life concerns.
- **2009 Raleigh Police Summer Youth Programs:** In March 2009, members of the Raleigh Police Department, along with representatives from the city's Community Services and Parks & Recreation departments, met to identify and develop plans for the 2009 RPD Summer Youth Programs. The initial session lasted no more than two hours, but gained tremendous feedback from all participants.

The RPD's 2009 Summer Youth Programs included the RPD Explorer Academy (ages 14-21), Junior (ages 13-17) and Student (ages 11-14) Police Academies, and the Summer Basketball League. Other programs included the J.A.C.K (Juveniles Acquiring Confidence and Knowledge) program and Project COPE, which were carried out in conjunction with the N.C. Department of Juvenile Justice. School resource officers supported the J.T. Locke Summer Camp for at-risk youth between the ages of four and 16 with learning disabilities. School resource officers also provided opportunities for high-school students with difficulty in academics to explore options available to them for employment without a college degree. This program included visits to businesses involving various trades, such as welding and construction. A charm school for 16 young ladies was held, as well as a Mind, Body and Hair class.

## **Gang Suppression**

- **RPD Gang Suppression and Intelligence Unit:** The Raleigh Police Department's Gang Investigative Unit was established in November 2004. This unit was comprised of five detectives and a sergeant. Currently, the RPD has two full-time gang suppression units, who work closely with RPD's Selective Enforcement Unit (SEU). Each squad is comprised of six officers and a sergeant. The Gang Intelligence Unit (GIU) is comprised of three detectives and a gang intelligence analyst. This analyst is assigned to study trends associated with gangs and to identify possible crime trends involving gang members. This analyst is also responsible for mapping gang trends and to present those findings whenever called upon to do so.
- **Gang Unit Liaison Officers:** We are currently in the process of revitalizing the District Gang Liaison Program. In each of the six police districts, four officers have been assigned as gang liaison officers, meaning that they are responsible for exchanging timely and accurate gang information between the Gang Intelligence Unit, Gang Suppression Unit and the districts.
- **Aggressive Enforcement Approach to Gang Violence:** The Career Criminal Unit recommends strategies for systematically undermining and dismantling street gangs and preventing their resurgence. In addition, the Raleigh Police Department has a strategy in place to initiate a coordinated response to gang and firearm violence.
- **Prioritized Warrant Service on Violent Offenders:** Each command is responsible for identifying the suspects that most need to be arrested and for relentlessly pursuing them. The Gang Units, Fugitive Unit, Street Drug Units and Career Criminal Unit also actively pursue violent and repeat offenders.
- **Statewide Gang Intelligence Sharing & Analysis:** The Raleigh Police Department is still very active in coordinating and hosting gang intelligence-sharing meetings every other month through the North Carolina Gang Investigators Association. This meeting is attended by representatives from numerous agencies in Wake County and the surrounding area.
- **The North Carolina Street Gang Act:** Since our initial report, the state has passed legislation that targets the criminal activity of street gang members in North Carolina. Whenever a case is filed for prosecution that is specifically a violation of these laws, the Career Criminal Unit, Gang Intelligence Unit or Gang Suppression Units bring the case to the attention of the Wake County District Attorney's Office for prosecution via the RPD's Dangerous Offender Task Force liaison.
- **Crime Intelligence Meetings:** Crime intelligence meetings are held monthly to take a closer look at crime trends in Raleigh. These are mandatory meetings designed to determine how effectively our department is addressing our community's issues. At each meeting, gang violence is discussed and strategies are developed to prevent and suppress it.
- **Strategy to Reduce Firearm Violence:** The Raleigh Police Department continues to deploy strategies developed in its 10-point plan to reduce fatal and non-fatal shootings in Raleigh. This plan includes prevention, intervention and enforcement strategies. Examples include strategies to:
  - Apply relentless pressure on and attention to high-risk locations for firearm-related occurrences at high-risk times to reduce the risk of an occurrence.
  - Vigorously pursue and apprehend dangerous fugitives.
  - Apply unrelenting attention to chronic firearm-related offenders.
  - Maximize seizures of illegally purchased, possessed, used or sold firearms.
  - Work with agency partners to maximize existing community resources to reduce firearm violence.

## **Project 110%: Raleigh's Comprehensive Anti-Gang Initiative**

The Department of Justice awarded the counties of Wake and Durham a \$2.5 million grant to combat gang violence. Raleigh-Durham was one of four sites in the nation selected to receive the grant funding. The Comprehensive Anti-Gang Initiative (CAGI) is a three-year federally-funded project under the U.S. Department of Justice Project Safe Neighborhoods initiative. Its purpose is to develop new strategies to counteract gangs and their impact on neighborhoods. With the financial assistance of the grant, efforts are targeted to transition areas seriously harmed by gang members and violent gang activity into more attractive, safe and prosperous communities. The Raleigh CAGI area is comprised of zip codes 27601 and 27610, and is therefore known as “**Project 110%: 27601 – 27610 Prevention, Enforcement & Re-entry Coordinated Effort for Neighborhood Transformation**.” The RPD received \$385,000 in grant funding for equipment, training and overtime related to gang suppression efforts. (See Appendix A.)

## **Future Initiatives**

With criminal street gangs becoming an ever-growing threat to our young people, we will concentrate our efforts on education, prevention, intervention and suppression by implementing strategic goals as outlined in the Raleigh Police Department 2009-2014 Strategic Plan.

- A Youth & Family Services Section will be created within the Detective Division, and this section will be comprised of the Family Violence Intervention Unit and a Juvenile Crimes Unit, along with Youth Services officers and D.A.R.E. officers. The consolidation of these resources will bolster and sustain our efforts to combat family violence and youthful offenders. This model emphasizes better communication between officers, enabling them to identify at-risk youth and provide referrals before these young people become involved in the juvenile justice system, and also identify repeat offenders and crime patterns while consolidating valuable referral resources for crime victims.
- Expansion of youth intervention programs to reduce gang activity. We will continue to pursue youth outreach and mentoring opportunities, such as the successful mentoring program established with the Raleigh Parks & Recreation Department, in which retired RPD officers mentor at-risk youth in Raleigh's recreational facilities.
- The creation of a third Selective Enforcement Unit and a third Street Drug Unit will complement the ongoing initiatives within the highly-infested gang areas of the city. These additional resources will supplement the already outstanding work being performed by the current Street Drug Units, Selective Enforcement Units, the Career Criminal Unit, and the Gang Suppression Unit.
- We will provide the Raleigh Police Department and the citizens of Raleigh with the most current information concerning gang trends and characteristics, thereby enhancing gang recognition and documentation.

# **FUTURE OF GANGS IN RALEIGH – WHAT WE CAN EXPECT IN FIVE YEARS**

## **National Outlook**

According to the National Gang Intelligence Center's National Gang Threat Assessment, most regions in the United States will experience increased gang membership, continued migration of gangs to suburban and rural areas, and increased gang-related criminal activity. These increases are largely the result of the continued expansion of gang-operated criminal networks.

Better-organized urban gangs will continue to expand their criminal networks into new market areas in suburban and rural locations, where they can absorb unaffiliated local gangs or use violence to intimidate them.

Gang-related violence is very likely to remain at high levels or increase as gangs expand their criminal operations. As these gangs encounter resistance from local gangs or other drug distributors in these communities, an increase in violent incidents such as assaults, drive-by shootings and homicides can be expected. Neighborhood-based gangs account for the majority of gangs active in the United States; however, national gangs commit more organized criminal activity and continue to expand their networks.

## **Local Outlook**

The trend predicted in the National Gang Threat Assessment will likely not take place in the Raleigh/Wake County area due to the lack of “national gangs” in the area. The majority of gangs present in the Raleigh/Wake County area fit the description of a “neighborhood” gang. These gangs are forecasted to continue to consume the resources of local law enforcement in communities of the city/county that experience high levels of gang-related criminal activity. Law enforcement within these affected areas must remain vigilant for these neighborhood gangs and continue enforcement efforts aimed at curbing these gangs' criminal activity and gathering intelligence regarding gang/set membership and leadership. Local law enforcement agencies must continue to collaborate with their state and federal partners to identify gangs involved in criminal activity, work towards dismantling them, and incarcerate those who refuse to abandon the gang lifestyle and continue conducting and conspiring in criminal activity. Raleigh can expect to see:

- More organized and disciplined gangs and gang members as it relates to their code of conduct, beliefs and hierarchy within the gangs with stronger ties to New York, Chicago and Los Angeles-based gangs.
- Increased number of gangs and gang members. Raleigh gangs appear to be actively recruiting members, often “blessing in” members and not requiring the prospect to commit a crime.
- Increased presence of gangs and violence in Wake County public schools, including elementary schools. While gang members are mobile, they are not always aware of other gang sets within their area. The beginning of the school calendar year is always worrisome in that gang members are given the opportunity to meet other allied or rival gang members.
- The re-entry of mature, older hardcore gang members back into society, after lengthy state and federal prison sentences, will increase the number of gang-motivated and gang-involved violent crimes. This was evident in 2009, when high-ranking Blood gang members returned to the streets of Raleigh. This contributed to mounting tensions between rival gangs, resulting in gang-on-gang warfare.

- Gang leaders will require new members to commit more violent crimes for initiation. This will increase the number of juveniles committing robberies, burglaries and drug violations in order to insulate the older gang leaders.
- Latino gangs will become more organized, with more non-working members along with an increase in the number of second-generation gang members who are U.S.-born citizens.
- African-American gangs will become more involved in controlling street-level drug sales and enforcing street drug taxes while expanding their territory.
- Disruptive youth from other cities will be sent to live with relatives in Raleigh and continue their disruptive behavior in our schools and neighborhoods. These youth will have been members of a gang in their hometown and bring their gang traditions and influence with them.

In conclusion, government and non-profit agencies are faced with tough budget times and fewer funding opportunities, which will require community members and local governments to partner with faith-based and civic organizations in order to expand upon current gang prevention and intervention efforts. We will need to find solutions that utilize under-leveraged community resources or expand on existing resources to address the growing need for prevention, intervention, treatment and suppression activities.

Although gang-related incidents dropped by 49 percent in 2009 (see Appendix B), if left unchecked, this could result in a serious gang problem. Collaborations between law enforcement, churches, schools, businesses and charitable organizations will ensure that the “anti-gang” message is visible within the community. Law enforcement officers will be tasked with additional responsibilities that include education and mentoring activities aimed at those willing to deny or leave the gang lifestyle. Currently, prevention and intervention strategies are needed in:

- Providing a structured, supervised environment/program for Wake County public-school students who have been suspended or expelled and who are either gang members or are considered to be likely to be recruited by gangs.
- Building the capacity within existing youth-serving agencies to help youth develop life skills and to make healthy choices to stay out of gangs. Currently, very few resources specific to gang prevention exist in our community. These programs must also address the multi-cultural needs of our children.
- Developing additional resources for parents, school officials and others who are in a position to influence youth who must make decisions about joining street gangs and providing them with safe avenues and alternatives for leaving the gang.

## SOURCES

- 1) National Gang Intelligence Center, National Drug Intelligence Center. *National Gang Threat Assessment 2009*. NDIC Product No. 2008-M0335-001. November 2008. Print.
- 2) U.S. Department of Justice, National Drug Intelligence Center. *Strategic Assessment of Mexican Drug Traffickers and Gangs in North Carolina*. NDIC Product No. 2008-M0733-001. January 2008. Print.

## ***Project 110% Semi-Annual Comprehensive Anti-Gang Initiative*** **Summary of Progress Report – January 2010**

Summary of activities undertaken from July 1 – December 31, 2009. ( <i>Italics denote work in progress or work to be started in the near future.</i> )	
<b><u>Relationship between City of Durham &amp; Wake County</u></b>	<p>Continue to use similar* forms that measure changes and effectiveness in prevention, enforcement and re-entry strategies:</p> <ul style="list-style-type: none"> <li>▪ Prevention Assessment Form (PAF) to be completed by all participants enrolled in contracted prevention/intervention services;</li> <li>▪ Gang Assessment Form (GAF) to be used by the Durham and Raleigh Police Departments, and</li> <li>▪ Re-entry Outcome Form (ROF) to be used for all participants enrolled in contracted re-entry services.</li> </ul> <p>Continue to submit common reports:</p> <ul style="list-style-type: none"> <li>▪ BoJ Quarterly Performance Measurement Tool (PMT) Reports.</li> <li>▪ Governor's Crime Commission.</li> <li>▪ Semi-Annual Reports to the Executive Committee. <i>Durham will host the July, 2010 meeting.</i></li> </ul>
<b><u>Fiscal Agent</u></b>	G.C.C. remains the Durham-Wake County C.A.G.I. fiscal agent.
<b><u>Federal Data Agent</u></b>	The Bureau of Justice continues to collect PMT data to measure effectiveness of prevention, enforcement and re-entry strategies. The Governor's Crime Commission compiles data from the two sites into one report that is forwarded to the BoJ. We are still waiting to receive reports from the BoJ that compare C.A.G.I. model effectiveness of the 10 sites throughout the nation.
<b><u>Structure Development</u></b>	Oversight Teams composed of community leaders & government officials, meet bi-monthly to advise in the development of strategies and approve implementations and funding. Update reports are delivered at the bi-monthly meetings.
<b><u>Evaluator</u></b>	Negotiations to finalize an 18-month contract with North Carolina Juvenile Justice Institute are on-going.
<b><u>Prevention Past</u></b>	<p><u>Highlight from Semi-Annual Reports:</u></p> <ul style="list-style-type: none"> <li>▪ Posted RFPs; received proposals; reviewed; heard oral presentations and selected proposals to fund (Jan. 2009);</li> <li>▪ four contracts in place: three population-focus and one school-specific recreational/life skills (July 2009), and</li> <li>▪ Coordinator meets with youth, families, neighbors, beat and gang unit officers and community leaders to assess needs and the kinds of services wanted for neighborhood transformation (July 2009).</li> </ul>
<b><u>Present</u></b>	<p><u>Services</u> - C.A.G.I. Administrator and Coordinator have provided brief descriptions of each contracted service. (<i>See Attachment A.</i>)</p> <p><u>Leveraging</u></p> <ul style="list-style-type: none"> <li>▪ Capital Area Workforce Development hired 25 youth for 7-weeks testing Transitional Employment Initiative (value \$69,400), and</li> <li>▪ City of Raleigh Community Development, in a contract with Ship of Zion TEI, is contributing \$60,000 towards gang intervention.</li> </ul> <p><u>Building collaborations and networking</u></p> <ul style="list-style-type: none"> <li>▪ Initiated monthly "Cross-talk" in October; meets first Wednesday of each month for all contracted and leveraged partners;</li> </ul>

## Appendix A

	<ul style="list-style-type: none"> <li>▪ purpose is to breakdown barriers between prevention, enforcement and re-entry partners to create more effective strategies;</li> <li>▪ each Cross-talk is composed of a <i>Project 110%</i> update, partner overviews, problem-solving and networking activities, and</li> <li>▪ between 20 and 30 partners have attended each Cross-talk.</li> </ul> <p><u>Presentations</u></p> <p>Coordinator developed two focus-specific presentations –</p> <ul style="list-style-type: none"> <li>▪ “Neighborly Chats” – interactive PowerPoint to (a) share information about <i>Project 110%</i>; (b) describe how populations are being served, and (c) lead to problem-solving together.</li> <li>▪ “Preparing Partners” – PowerPoint to (a) describe the larger vision of <i>Project 110%</i>; (b) impart information on gangs in Raleigh; (c) clarify who is being served; (d) explain how to ↑ or ↓ your effectiveness, and (e) help develop plan to create &amp; maintain safety.</li> </ul> <p><u>Bureau of Justice Prevention Report summary</u></p> <p>According to reports passed through the Governor’s Crime Commission to be compiled for BoJ -</p> <ul style="list-style-type: none"> <li>▪ During the 3<sup>rd</sup> &amp; 4<sup>th</sup> Quarters of 2009, 155 youth or young adults received contracted prevention/intervention services.</li> <li>▪ Negatively, 5 committed a new offense during the reporting period, and 2 were re-arrested or seen in juvenile court, but</li> <li>▪ positively, 19 decreased substance abuse, 24 increased school attendance, 9 improved job status and 5 improved family relations.</li> </ul> <p><u>Future</u></p> <ul style="list-style-type: none"> <li>▪ <i>Waiting for G.C.C. approval to enact: Literacy Services, G.E.D., Street-outreach Intervention and Family-oriented Intervention contracts.</i></li> </ul>
<b><u>Enforcement Past</u></b>	<p><u>Highlights from Semi-Annual Reports:</u></p> <p>Raleigh Police Department -</p> <ul style="list-style-type: none"> <li>▪ assisted in the development of the Gang Assessment Form (Jan. 2009);</li> <li>▪ hosted three LE gang-related training and two trainings for Technical Assistance Response Unit (Jan. 2009, July 2009);</li> <li>▪ selected a Coordinator to monitor overtime projects (Jan. 2009);</li> <li>▪ purchased surveillance equipment (Jan. 2009);</li> <li>▪ moved Gang Unit officer into D.A.’s office;</li> <li>▪ crime analysts developed “R.P.D.-C.A.G.I. Crime Data Form”: compares criminal activity to gang activity across city (July 2009);</li> <li>▪ completing GAF for all gang-involved crimes in the <i>Project 110%</i> area (July 2009), and</li> <li>▪ created five prevention-intervention summer programs that served 82 Youth connected to the focus area (July 2009).</li> </ul>
<b><u>Present</u></b>	<p>Raleigh Police Department -</p> <ul style="list-style-type: none"> <li>▪ Gang Unit officers have submitted 76 completed Gang Assessment Form (GAF) for analysis, 26 this period;</li> <li>▪ Year2 enforcement contract with the City of Raleigh is enacted;</li> <li>▪ developed a five-year strategic plan that engages the community to become partners in suppression and prevention strategies;</li> <li>▪ increased foot and car patrol in the focus area; it has decreased area crime by 50% and shows no signs of displacement;</li> <li>▪ conducted Operation Clean Corridor, which aimed at decreasing open air drug markets and prostitution in the focus area;</li> </ul>

## Appendix A

	<ul style="list-style-type: none"> <li>▪ share crime analysis with the Coordinator to help implement intervention strategies in appropriate neighborhoods, and</li> <li>▪ using “R.P.D.-C.A.G.I. Crime Data Form” and incident mapping, specialists analyze criminal and gang activity (see PowerPoint).</li> </ul> <p><u>Bureau of Justice Enforcement Report summary</u></p> <p>According to reports passed through the Governor’s Crime Commission to be compiled for BoJ -</p> <ul style="list-style-type: none"> <li>▪ During the 3<sup>rd</sup> &amp; 4<sup>th</sup> Quarters of 2009, there were 2 homicides in the focus area; 1 was gang-related with a firearm.</li> <li>▪ Of the 411 aggravated assaults in the focus area, 42 were gang-related and 26 were gang-related with a firearm, and</li> <li>▪ of the 147 robberies in the focus area, 21 were gang-related and 16 of those were with a firearm.</li> <li>▪ There were 21 federal prosecution filings but state and local prosecution filings for gang-related defendants have not been reported.</li> </ul> <p><u>Future</u></p> <p><i>Raleigh Police Department -</i></p> <ul style="list-style-type: none"> <li>▪ <i>will host additional trainings for LE partners, next scheduled for February;</i></li> <li>▪ <i>will remain an integral part of the Wake County Gang Prevention Partnership Intervention Team, and</i></li> <li>▪ <i>Gang Unit officers will work with Haven House and S.O.A.R. Street Outreach workers to connect non-felonious gang-involved individuals to intervention resources.</i></li> </ul>
<u><b>Re-entry</b></u>	<u>Highlights from Semi-Annual Reports:</u>
<u>Past</u>	<ul style="list-style-type: none"> <li>▪ Developed enhancement of Juvenile Court Counselor Re-entry model: includes functional and socio-emotional needs (Jan. 2009);</li> <li>▪ committee of juvenile and adult post-release professionals developing model to serve both youth and adults (July 2009), and</li> <li>▪ Wake County Human Services posted Requests for Qualifications to recruit certified, credentialed or qualified agents (July 2009).</li> </ul>
<u>Present</u>	<ul style="list-style-type: none"> <li>▪ Coordinator is currently developing a list of and relationships with re-entrants in need of a holistic approach;</li> <li>▪ developing re-entry contracts with six service providers to meet the needs of 30 re-entrants required by the C.A.G.I. contract, and</li> <li>▪ is developing an effective Re-entry brochure, service “menu” and voucher process that suffices Wake County standards and policy.</li> </ul>
<u>Future</u>	<ul style="list-style-type: none"> <li>▪ <i>Will soon execute re-entry service contracts (expected start up March 1), and</i></li> <li>▪ <i>will enroll the first cohort (eight to twelve re-entrants) into services by March 1, 2010.</i></li> </ul>
<u><b>Coordinator</b></u>	
<u>Present</u>	<ul style="list-style-type: none"> <li>▪ Developed detailed Site Visit tool and conducted site visits of four partners, and</li> <li>▪ responded to three calls from R.P.D. to meet with gang members to help them develop a successful gang-exit strategy (*).</li> </ul>
<u>Future</u>	<ul style="list-style-type: none"> <li>▪ <i>Will host a “Pastors’ Workshop” to find ways to support current outreach work of faith-based partners into Project 110% efforts;</i></li> <li>▪ <i>will be meeting with group of judges to inform of tools available through Project 110%;</i></li> <li>▪ <i>is developing community information and media messages to increase awareness of Project 110%, and</i></li> <li>▪ <i>will work with Wake County and City of Raleigh Community Development departments to discuss how Community Block (Investment) Grant funds can be used to create needed facilities to increase gang-reduction strategies.</i></li> </ul>

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# Gang Crime Analysis

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2009  
Year in Review

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Raleigh Police Gang  
Intelligence Unit

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# GANG CRIME ANALYSIS

*Monthly Statistics and Analysis*

2009

## GANG CRIME TOTALS

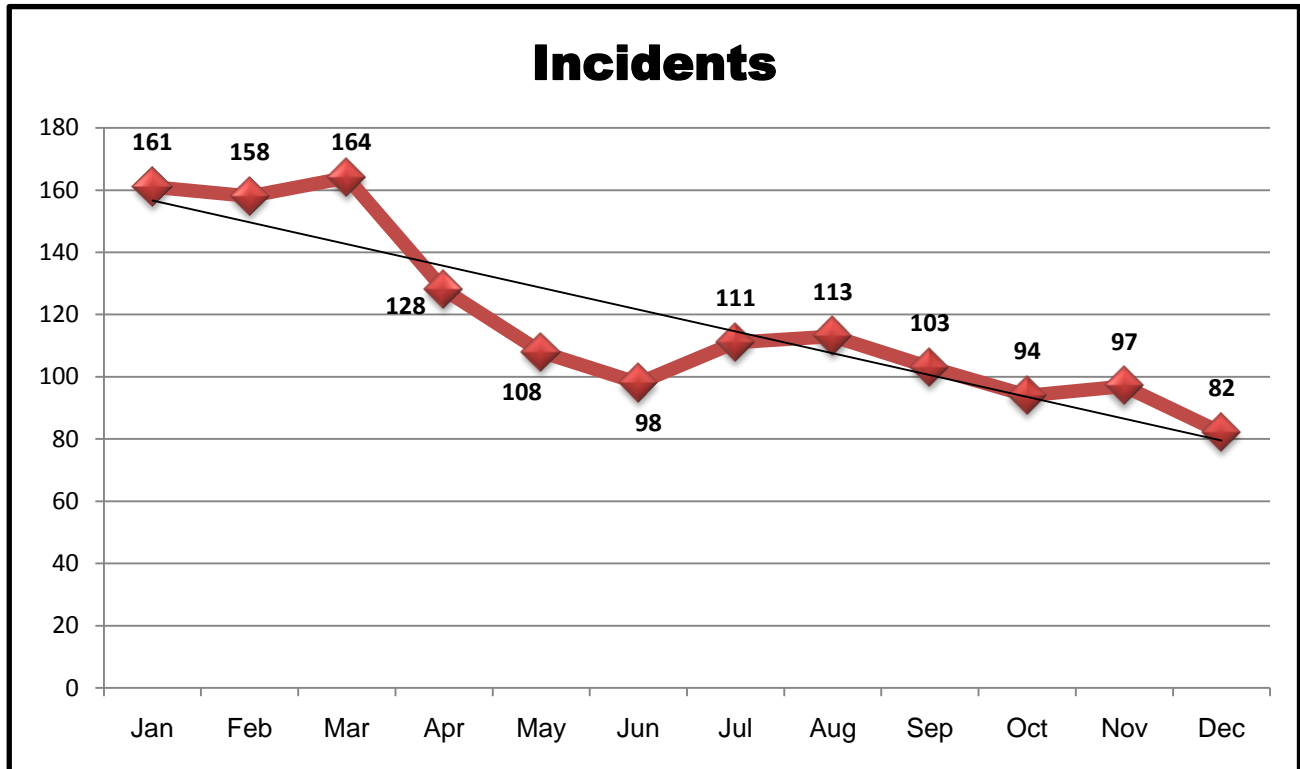
Gang Related Incidents: **1417\***

Cases Involving Firearms: **269**

358	DRUG VIOLATION
252	ASSAULT
214	VANDALISM
121	ROBBERY
103	BURGLARY
67	LARCENY
66	WEAPONS VIOLATION
63	ALL OTHER OFFENSES
37	JUVENILE
32	DISORDERLY CONDUCT
32	MISC - NO OFFENSE
20	MV THEFT
18	STOLEN PROPERTY
9	MURDER
8	FRAUD
5	TRAFFIC
4	SEX OFFENSE
3	ARSON
2	RAPE

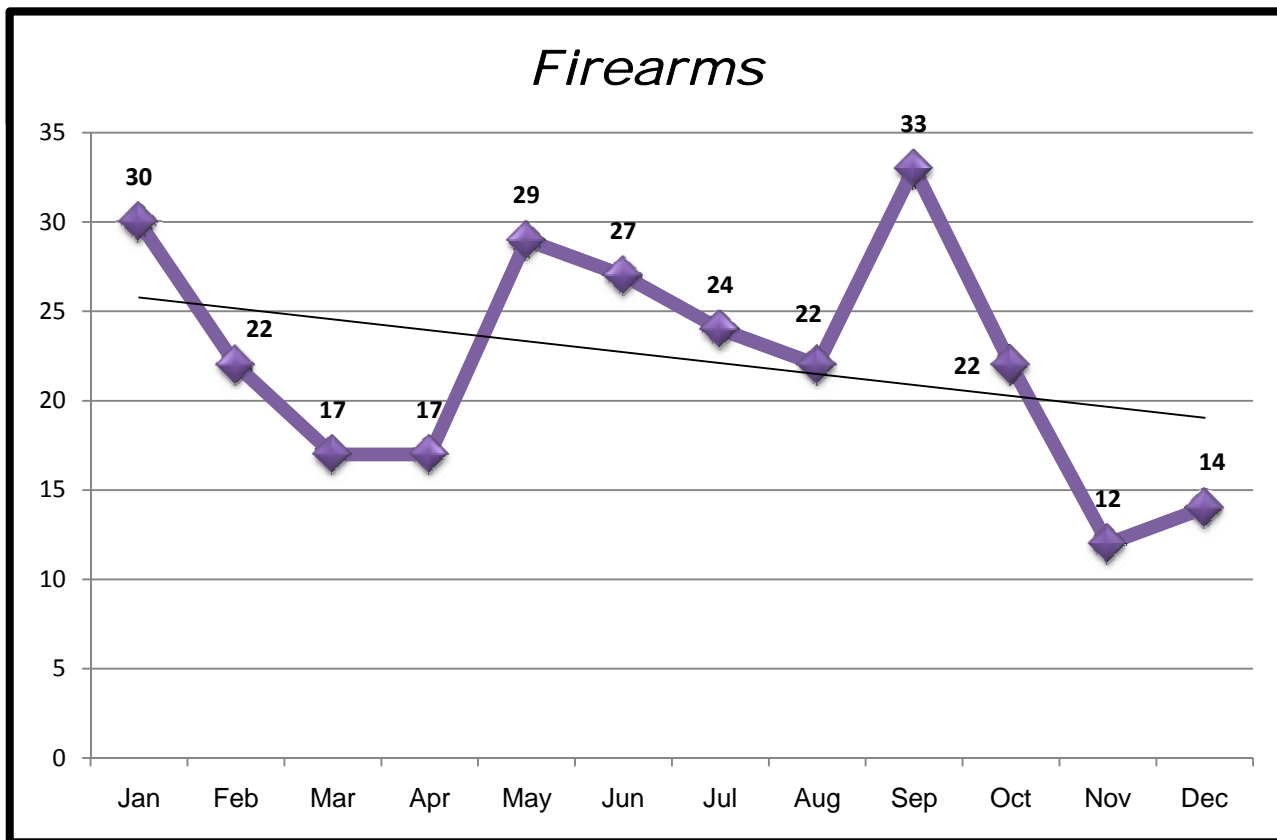
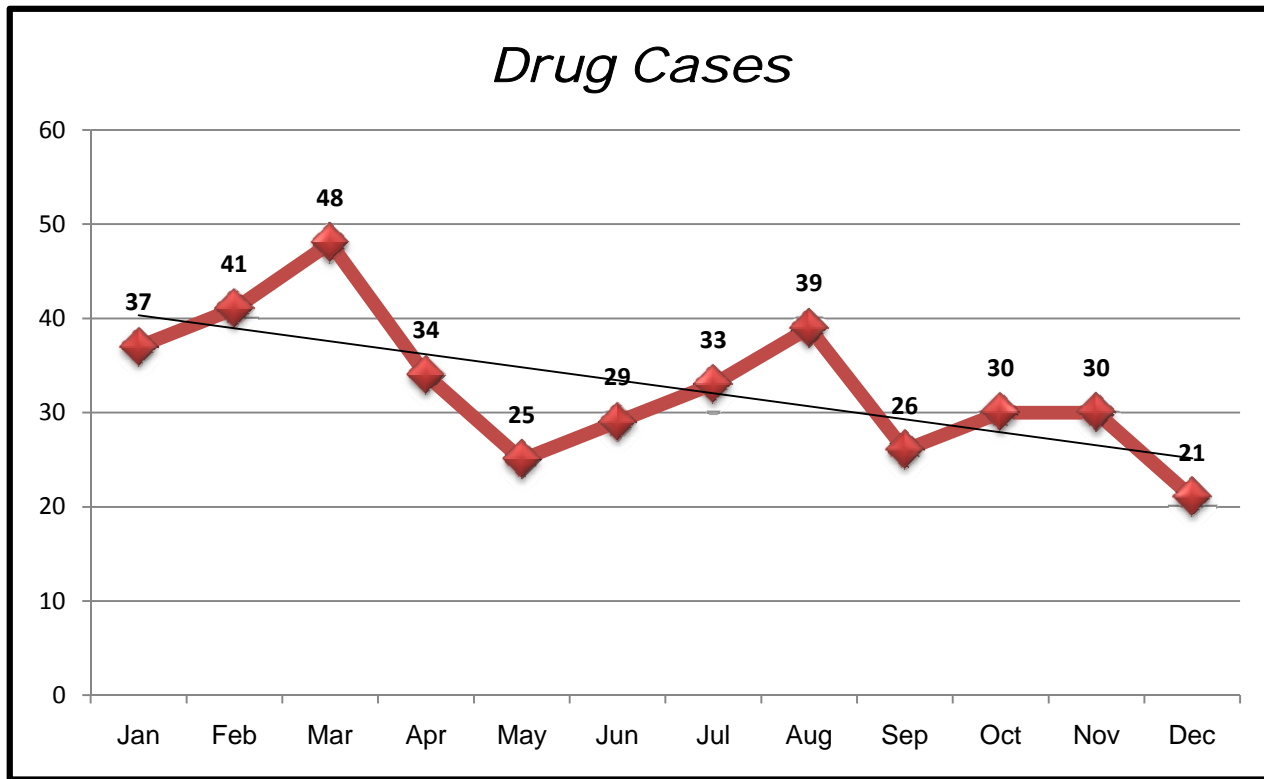
\*Statistics represent gang members who have been arrested or are listed as suspects in offense reports

# Monthly Activity Tracking

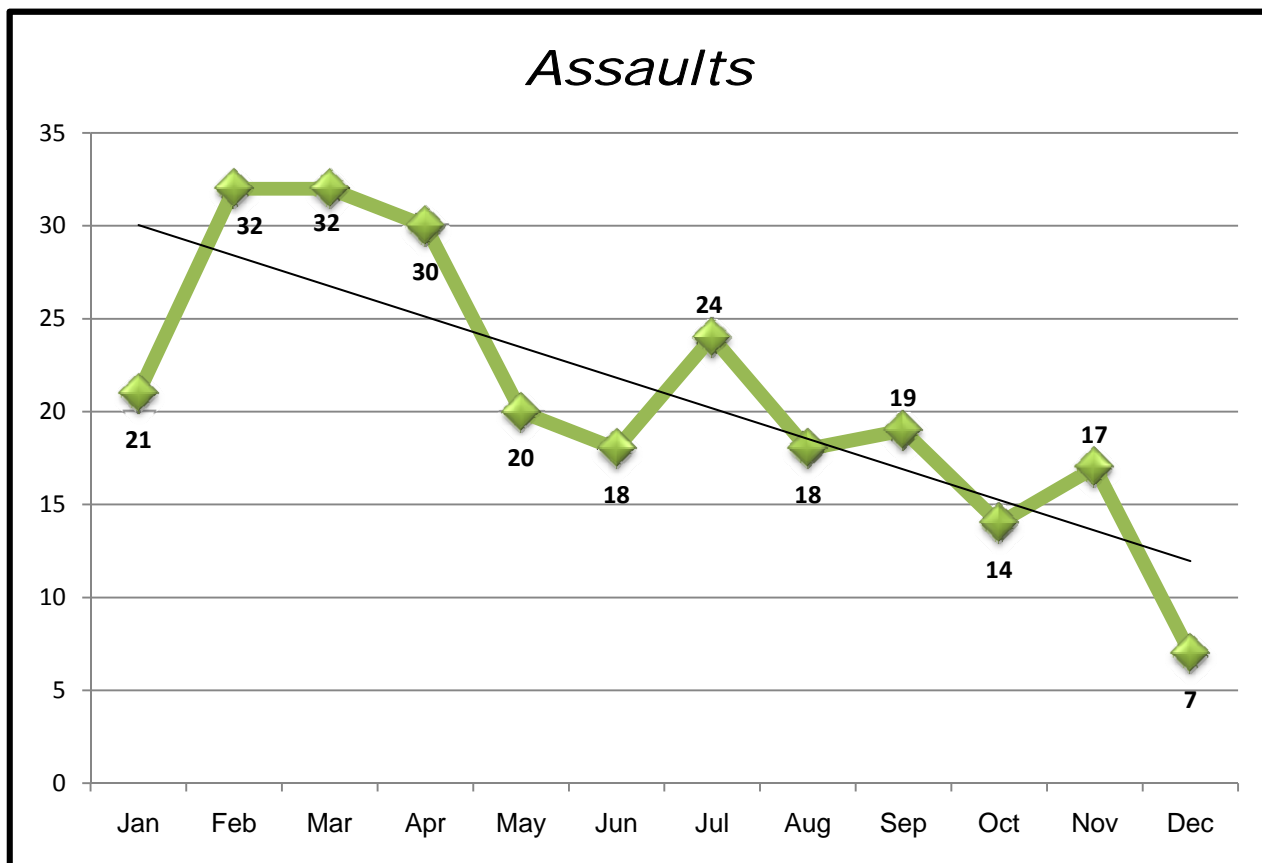
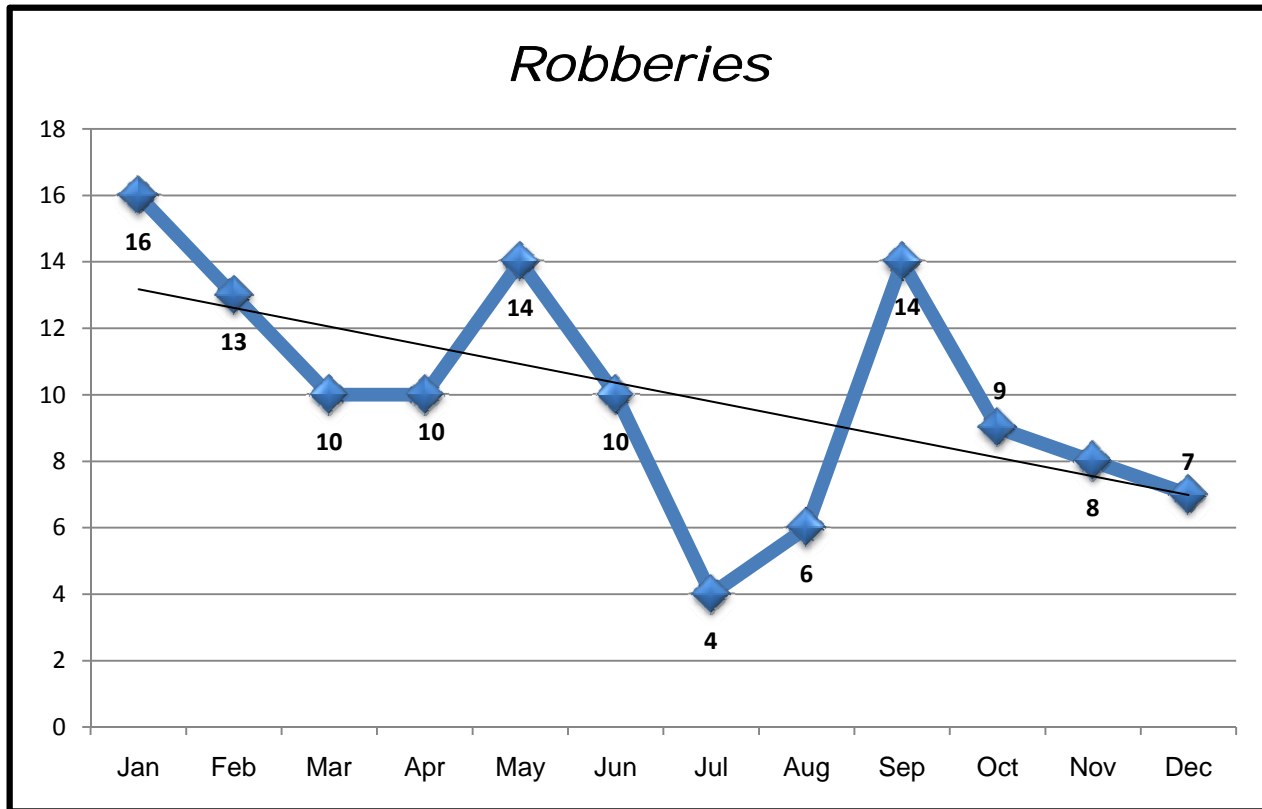


	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Year's % Change
<b>Incidents</b>	161	158	164	128	108	98	111	113	103	94	97	82	-49%
% Change		-2%	4%	-22%	-16%	-9%	13%	2%	-9%	-9%	3%	-15%	
<b>Drug Cases</b>	37	41	48	34	25	29	33	39	26	30	30	21	-43%
% Change		11%	17%	-29%	-26%	16%	14%	18%	-33%	15%	0%	-30%	
<b>Firearms</b>	30	22	17	17	29	27	24	22	33	22	12	14	-53%
% Change		-27%	-23%	0%	71%	-7%	-11%	-8%	50%	-33%	-45%	17%	
<b>Assaults</b>	21	32	32	30	20	18	24	18	19	14	17	7	-67%
% Change		52%	0%	-6%	-33%	-10%	33%	-25%	6%	-26%	21%	-59%	
<b>Robberies</b>	16	13	10	10	14	10	4	6	14	9	8	7	-56%
% Change		-19%	-23%	0%	40%	-29%	-60%	50%	133%	-36%	-11%	-13%	

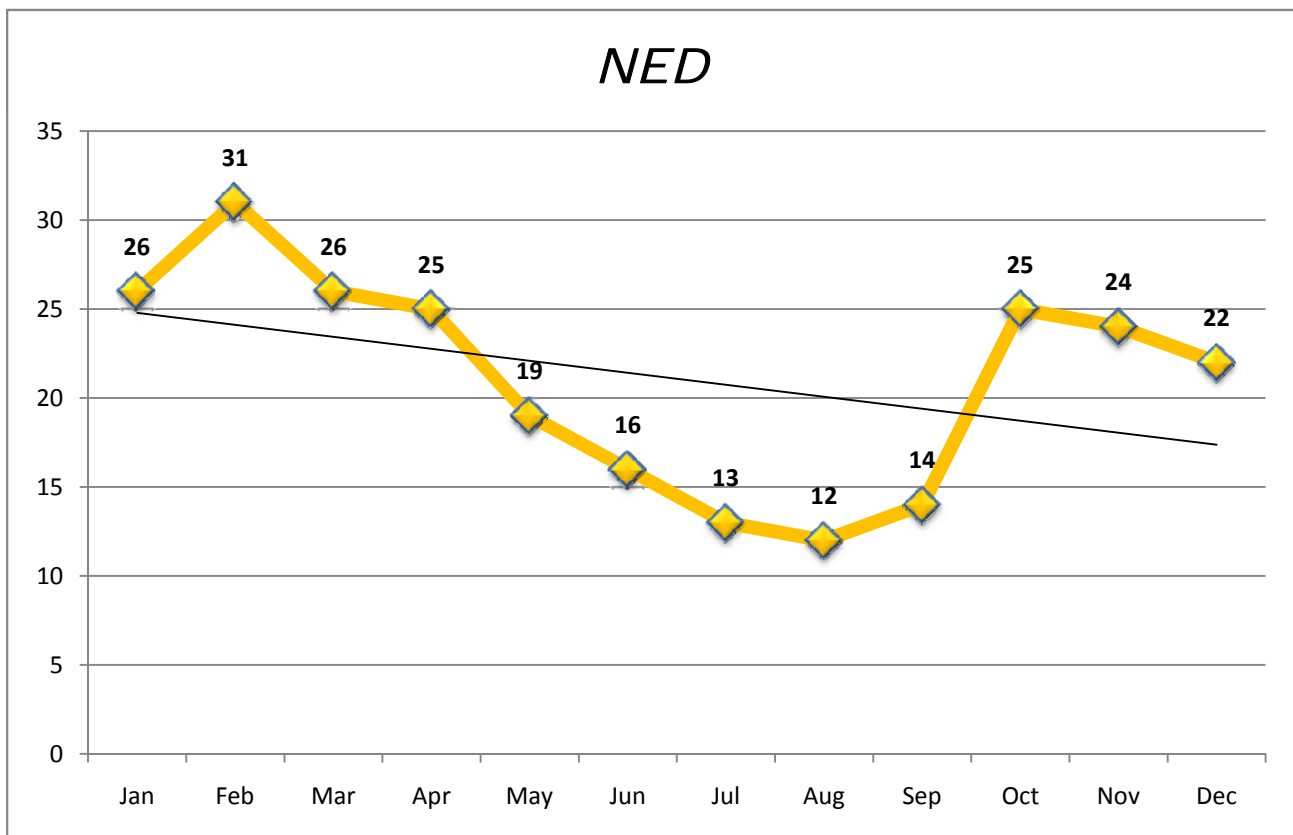
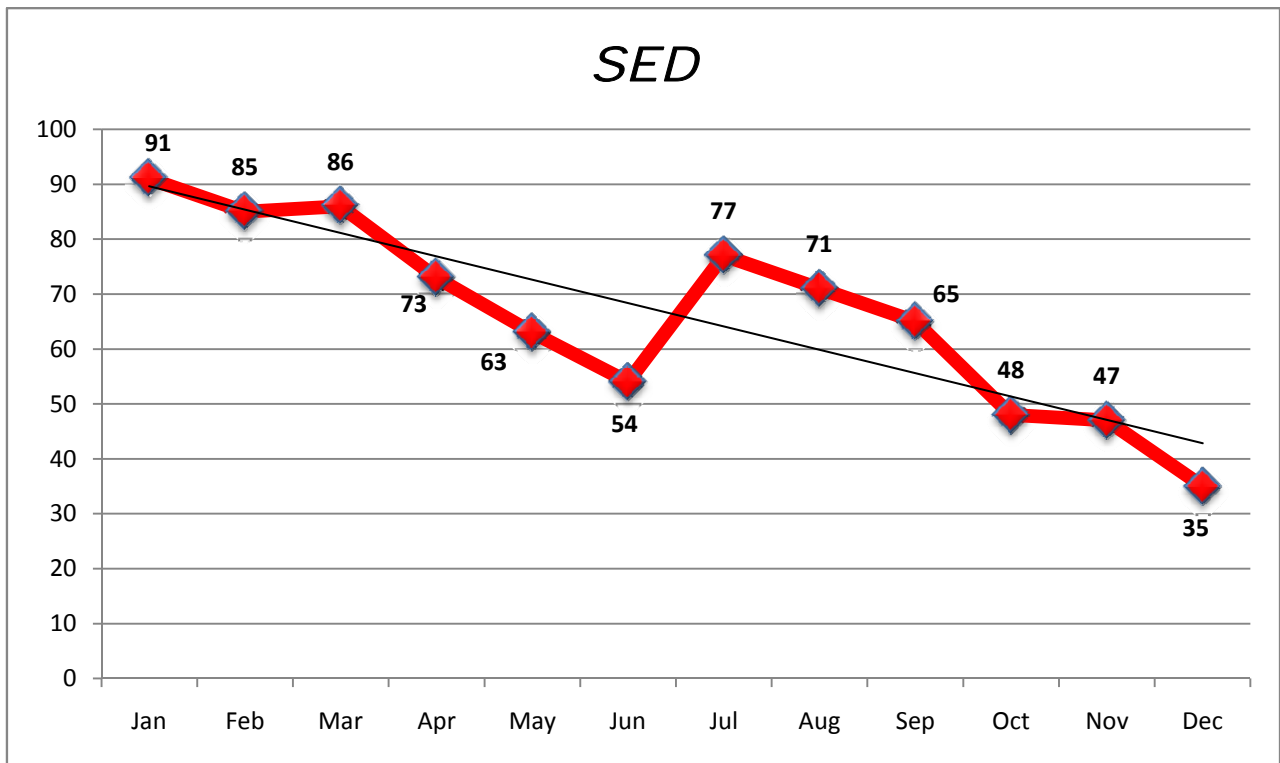
## Appendix B



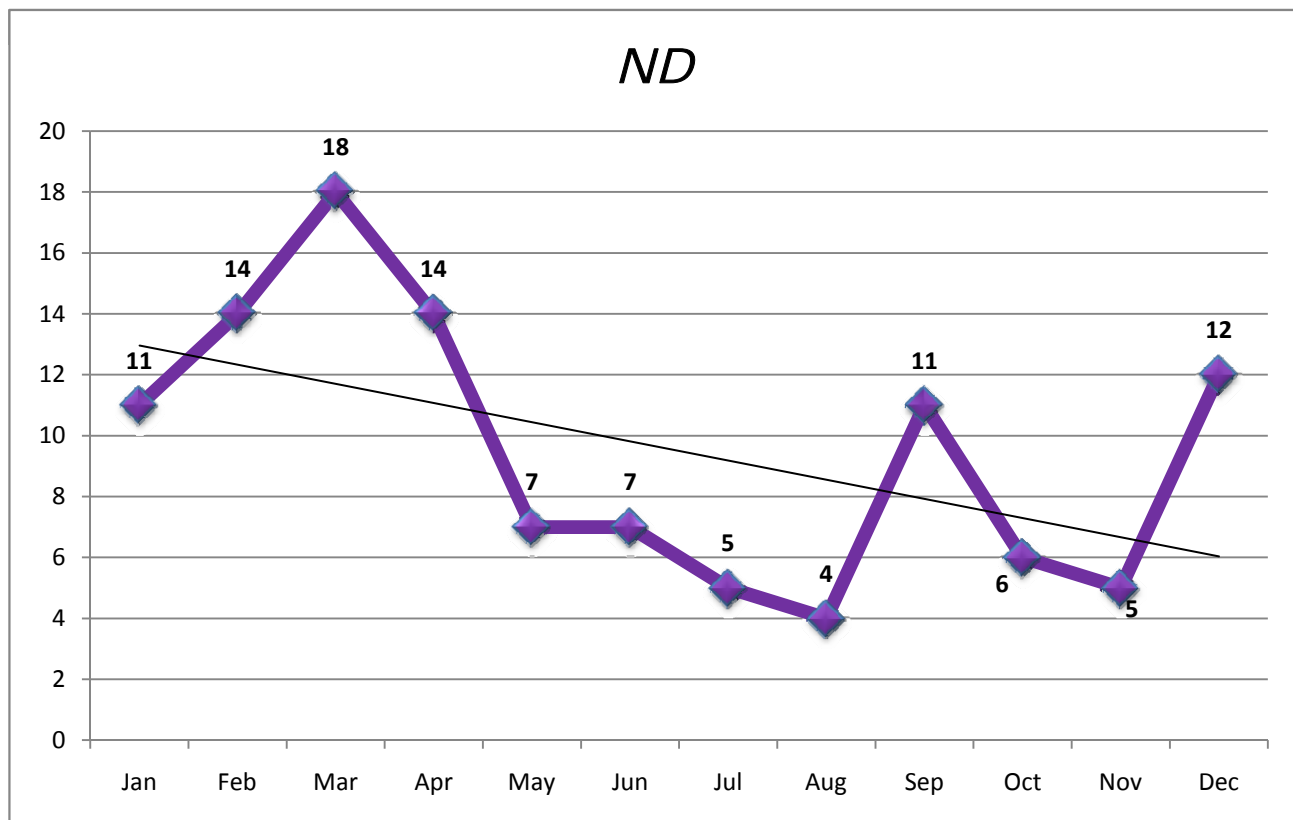
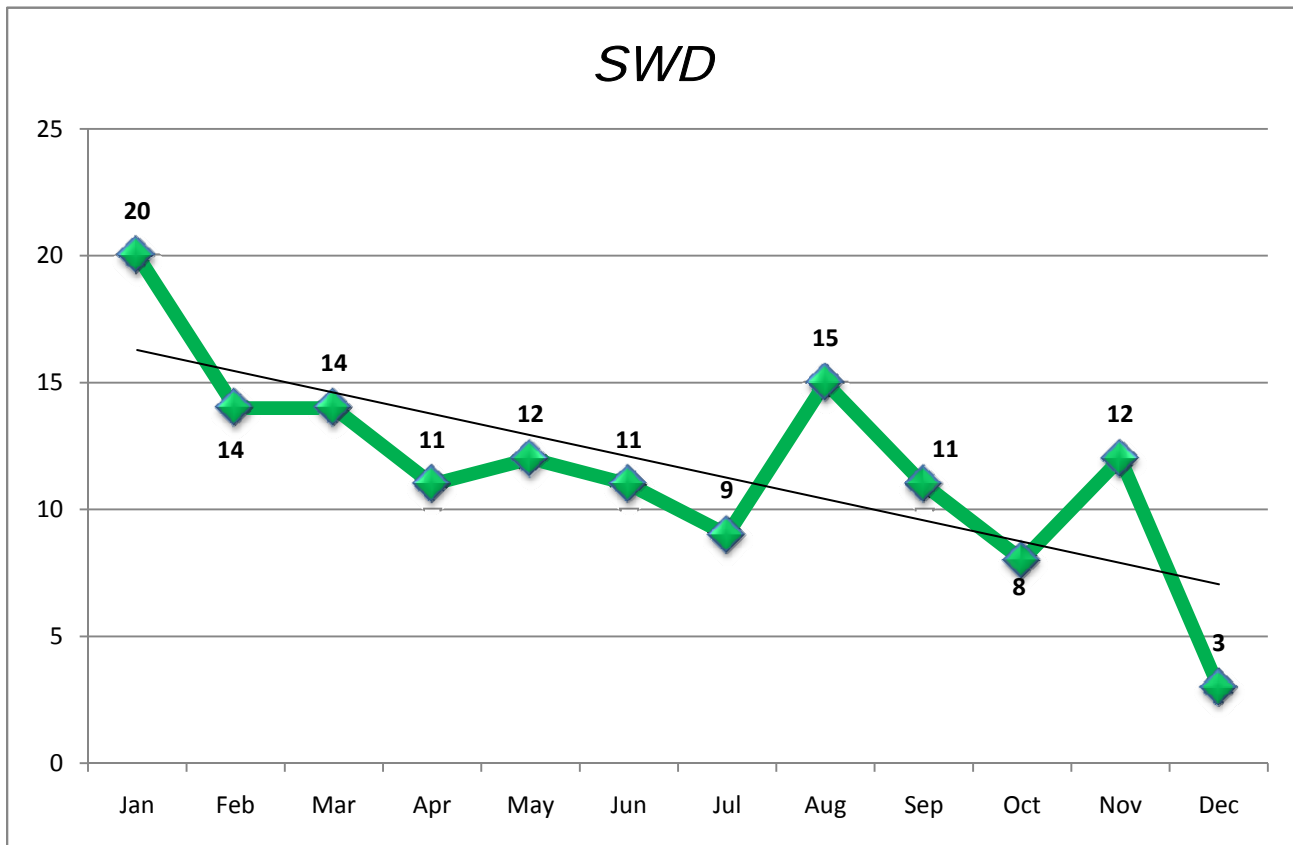
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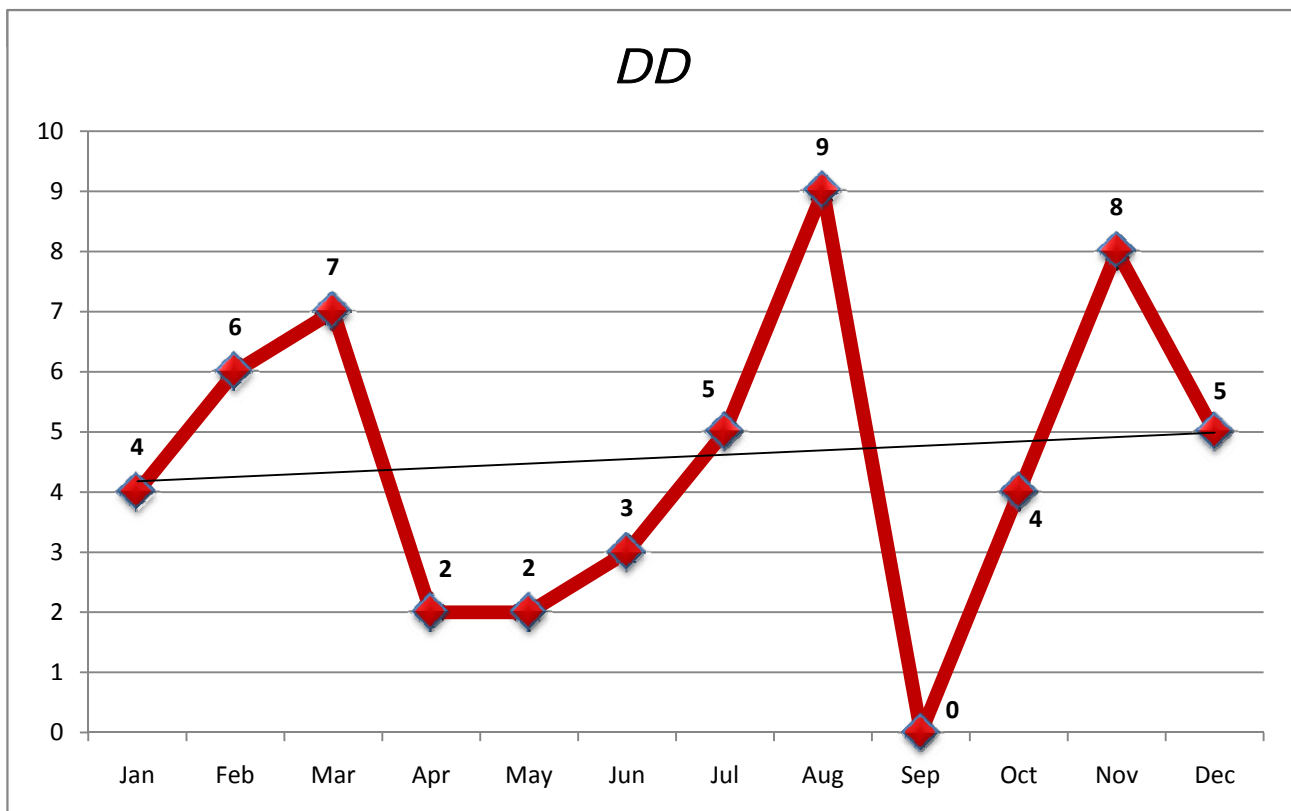
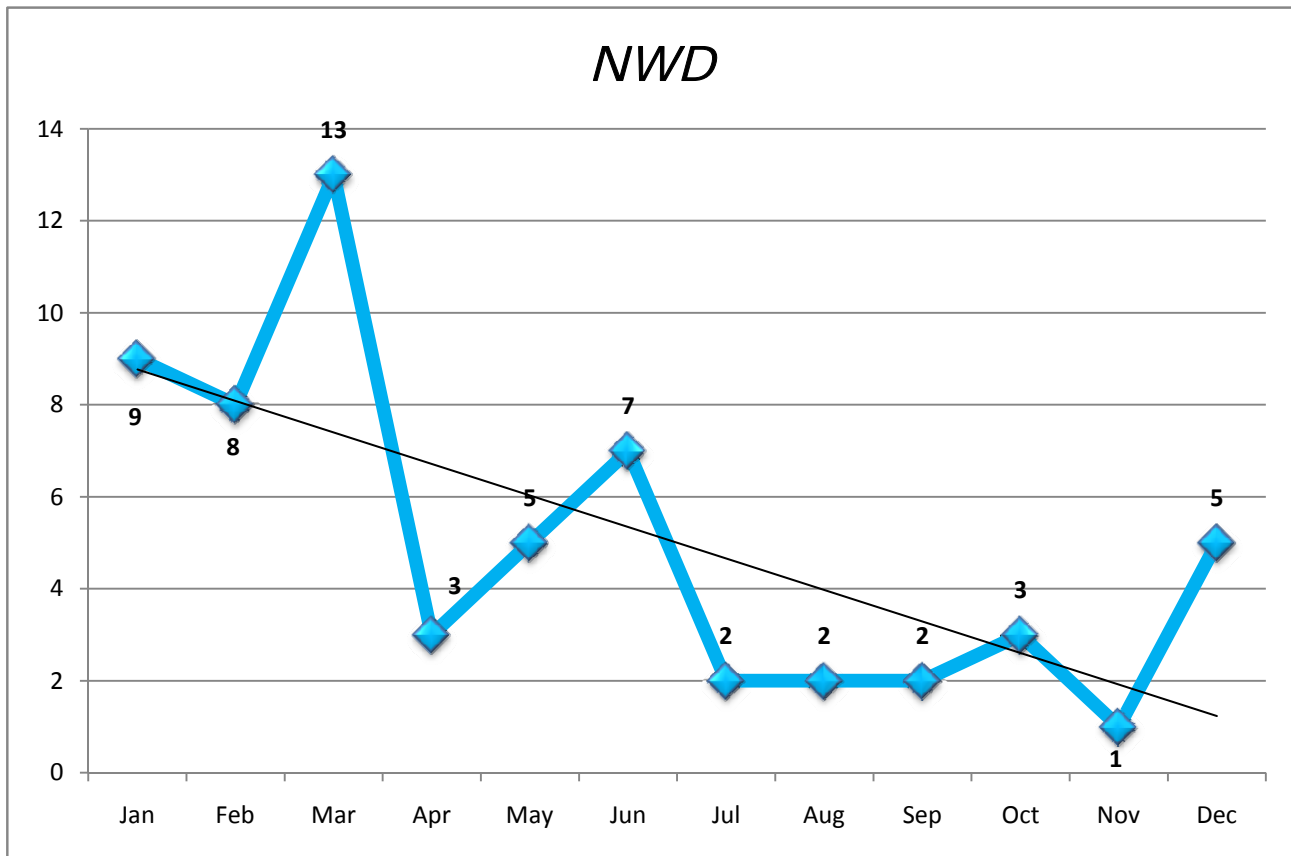
## *Incidents by District*

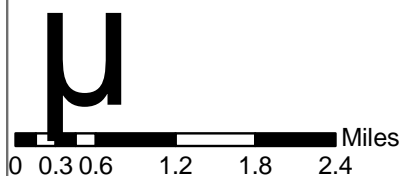
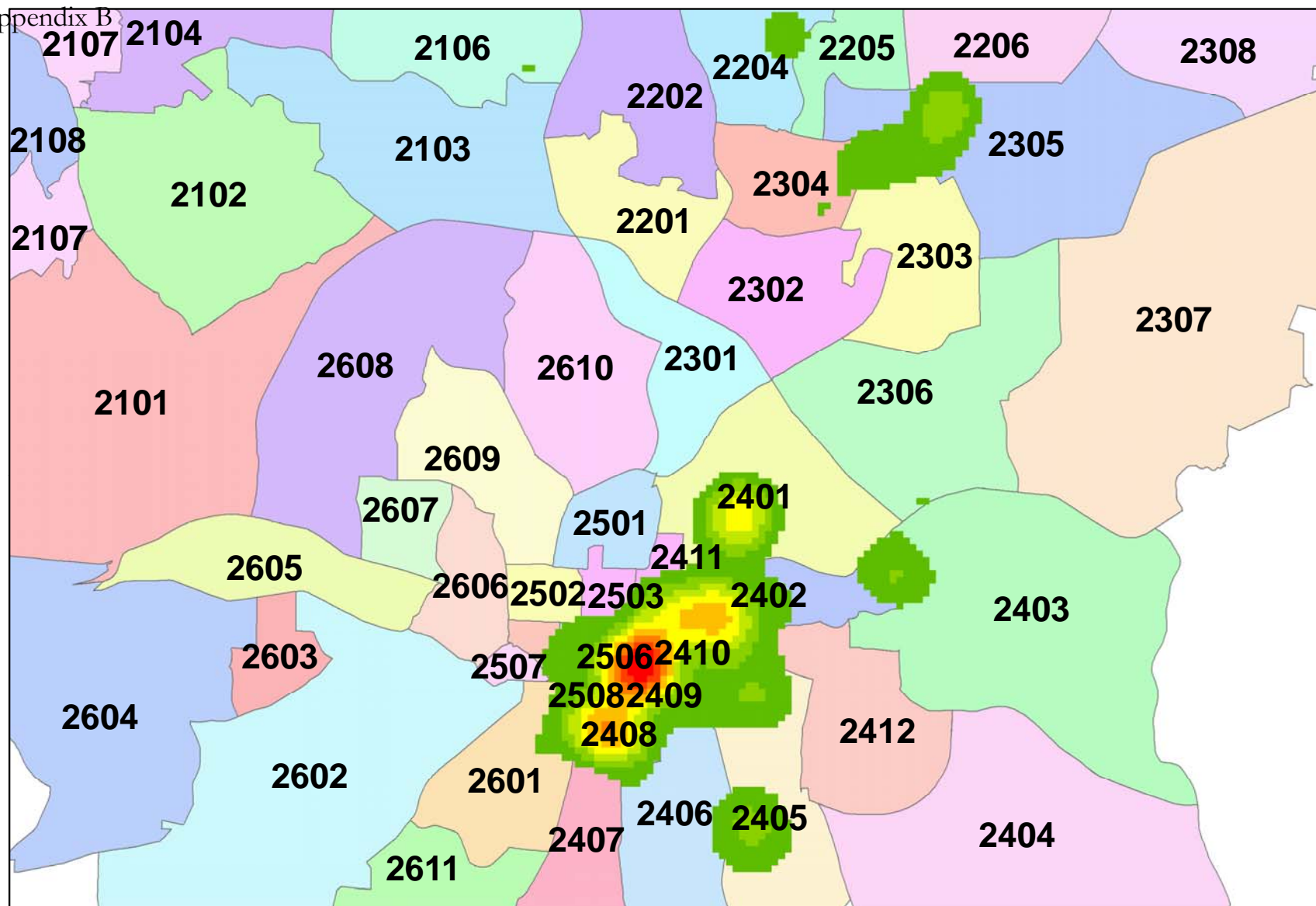


## Appendix B



## Appendix B





# **GANG ACTIVITY CITYWIDE 01/01/09 to 12/31/09**

Gang Intelligence Unit

Gang Intelligence Analyst Lauren Williams