

2008 Annual Report



VIOLENT CRIME AND DRUG CONTROL COUNCIL

*Submitted by:
Florida Department of Law Enforcement*

A Message from Commissioner Gerald M. Bailey

During 2008, the Florida Violent Crime and Drug Control Council (Council), in partnership with federal, state, and local law enforcement, played an integral role in providing financial support for criminal investigations which helped to ensure the safety and security of Florida's citizens, visitors, property and communities. As a direct result of the Council's 2008 financial support, 40 cases focusing on violent crime, major drug/money laundering, victim/witness protection and relocation have achieved success.

Since its inception in 1993, the Council has maintained a reputation for initiating and supporting legislation to improve the overall quality of life of the citizens of and visitors to the State of Florida. I am proud to support the accomplishments and recommendations set forth by the Council in this 2008 Annual Report.



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EXECUTIVE SUMMARY

Overview of Funding and Council Meetings

During 2008, the Council financially supported 40 violent crime, major drug and money laundering investigations and victim/witness protection and relocation efforts for a total amount of \$642,306.80. The Council held meetings in March, June and September to review funding requests and discuss crime issues having an impact on Florida's citizens and visitors. The Council's continued support and implementation of the seven statewide Regional Coordinating Teams (RCTs) has proven to be instrumental in assisting them in their review of cases involving violent crime, drug related crimes, and investigations of significant money laundering activities.

In 2008, the Council and RCTs addressed several topics of interest relating to emerging crime trends, innovative technology, improved investigative techniques, enhanced communication, and advanced training for law enforcement officers and criminal justice agencies. The 2008 topics of interest included:

March Meeting

- InSite overview
- Florida Law Enforcement eXchange (FLEX) System and Regional Law Enforcement eXchange (R-LEX) System
- Intelligence led policing
- FDLE's FUSION Center
- Statewide Grand Jury's review and suggested guidelines for combating gang crimes
- Approach to gangs and their involvement in drugs and violent crime
- Council workshop on best practices for funding requests

June Meeting

- Council administrative updates
- Update on each agency that received council funding prior to the 2005-06 fiscal year

September Meeting

- An update on administrative changes and financial status of the Council

The Council continues to hear best practices and case success stories from multiple disciplines. The RCTs provided a network of coordinated efforts for case reviews and intelligence sharing among the law enforcement/criminal justice community and the general public. This "network" of information-sharing was further enhanced by the Florida Department of Law Enforcement (FDLE) when it launched the Council's first website in October 2002.



In 2008, FDLE streamlined improvements and updates to the website to make the system more user-friendly. Today, the Council’s website continues to be a viable source of information for the public and the law enforcement community. The enhanced site contains information on Council membership, upcoming meetings, minutes/agendas from prior meetings, all applications and procedures to apply for funding, and success stories. Most importantly, the site contains a contact “map” that can search by individual county to identify RCT contacts. The Council’s website address is <http://www.fdle.state.fl.us/vcdcc/VCDCC.htm>



Funding Success Stories

Violent Crime Case

Dunlap Homicide Investigation

The Council provided reimbursement funding to the Leon County Sheriff's Office (LCSO) and Wakulla County Sheriff's Office (WCSO) at its March 2008 meeting for the *Dunlap Homicide*.

The LCSO and the WCSO requested and were granted separate reimbursements for a total award amount of \$28,344.96 to support their investigation of the Cheryl Dunlap murder.

On December 15, 2007, the body of 46-year-old Cheryl Dunlap was discovered in the Apalachicola National Forest, Wakulla County, Florida. The incident made national news and became a priority for law enforcement. Investigative agencies from Georgia, North Carolina and Florida joined together and shared evidence and theories which ultimately linked Gary Michael Hilton, a 61-year-old transient, to Dunlap's murder and several cases of other missing or dead hikers. As a result of their combined investigative efforts, Hilton was indicted by the state of Florida for the murder of Cheryl Dunlap.

The LCSO initially assigned 19 employees to the investigative effort on a full-time basis. To date, LCSO continues to follow up on new leads and process evidence from the various crime scenes. The North Carolina authorities continue to work with LCSO to seek an indictment of Hilton for possible crimes committed in their state.

The Council's funding of the investigation greatly assisted Florida law enforcement agencies in their efforts to identify and indict Dunlap's suspected killer.



Major Drug and Money Laundering Case

Operation White Summer

The Council provided funding to the Defuniak Springs Police Department (DSPD) at its June 2006 meeting, granting a drug award in the amount of \$49,302.50 for *Operation White Summer*. The Operation came to a close in July 2008.

The DSPD was awarded Council funding to combat drug trafficking in Defuniak Springs and Walton County. The investigation continued from August 2005 until July 2008 and culminated in the arrest and indictment of six people on multiple federal drug charges and the arrest of three people on state charges. Two of the people federally indicted received guilty verdicts. The remaining four people charged on federal indictments entered into plea and cooperation agreement with the U. S. Government. Of those four, all were sentenced to life, and during the course of the investigation, through a motion filed by the U. S. Attorney's Office, all were awarded sentence reductions that brought their "life" sentences to 20 year federal sentences. The sentences ranged from 16 years to 25 years for the federally charged defendants.

The Operation yielded numerous crack cocaine purchases and the seizures of two kilograms of cocaine on one arrest and the subsequent forfeiture of more than \$100,000.00 dollars in U. S. Currency and assets. This was a joint investigative effort by the Defuniak Springs Police Department, Walton County Sheriff's Office, and the Florida Department of Law Enforcement (*Pensacola Regional Operations Center*).

Victim/Witness Protection and Relocation Case

Miami-Dade Police Department

The Council's Victim and Witness Protection Review Committee initially awarded Victim/Witness Protection funding to the Miami-Dade Police Department (MDPD) at its December 2004 meeting. The relocation effort continued from September 2004 until September 2008 and was granted 13 subsequent reimbursements totaling \$32,225.43.

The witness has been a cooperating defendant in the Rilya Wilson case in which another defendant, GERALYN GRAHAM, was charged with Kidnapping and three counts of Aggravated Child Abuse. The witness entered into an agreement to be a state witness against Graham. Since this agreement, members of Graham's family repeatedly harassed and threatened the witness' safety. The testimony of this witness is crucial to the case against Graham.

State Attorney Katherine Rundle deemed the witness critical to the prosecution and certified the witness as eligible for relocation pursuant to Section 914.25, Florida Statutes. The trial is still pending.



VIOLENT CRIME AND DRUG CONTROL COUNCIL

In order to address the critical statewide issues of violent crime in Florida, the 1993 Legislature passed the Florida Violent Crime Act of 1993. Section 943.031, Florida Statutes, created the Florida Violent Crime Council within the FDLE to address and develop strategies to combat violent crime occurring in Florida. The 2001 Legislature amended the statute, renaming the Florida Violent Crime Council to the Florida Violent Crime and Drug Control Council. The Council's mission is to provide updates on initiatives that produce meaningful and effective results in Florida's effort to curtail violent crime, drug trafficking, and money laundering. During the 2008 Legislative Session, the statute was amended to incorporate proactive funding to support criminal gang investigative efforts. In an effort to fulfill its mission, the Council placed emphasis on five initiatives:

- Duties and Responsibilities
- General Membership
- Regional Coordinating Teams (RCT)
- Violent Crime Investigative Emergency and Drug Control Strategy Implementation Account
- Victim/Witness Protection Account

Duties and Responsibilities

The duties and responsibilities of the Council include:

- Disburse reimbursement funds from the Violent Crime Investigative Emergency and Drug Control Strategy Implementation Account.
- Review and approve those funding requests that meet the criteria from the Victim-Witness Protection/Relocation Account.
- Inform the FDLE Commissioner of programs that provide grants to criminal justice agencies for violent crime prevention and investigative programs. This includes enhanced community-oriented policing, additional undercover officers and other investigative officers to assist with violent crime investigations in emergency situations.
- Inform the FDLE Commissioner on learned methodology that may assist in the prevention of violent crime, drug trafficking, and money laundering.
- Inform the FDLE Commissioner on enhanced criminal justice training programs that address violent crime.
- Inform the FDLE Commissioner of the performance of the RCTs.
- Monitor the activities of the RCTs that review cases involving violent crimes, drug related crimes, and investigations of significant money laundering activities.
- Ensure the RCTs respond to violent and drug-related crimes as requested by a sheriff, police chief, or other law enforcement official.
- Ensure the RCTs: provide forensic, investigative and technical expertise and facilitate communications and cooperation among law enforcement entities; report to the Council on trends in each region and training provided to law enforcement agencies; and review and approve all violent crime investigative funding requests for the upcoming Council meeting.



- Ensure the RCTs coordinate the identification and development of multi-agency or statewide drug control operations within their regions to achieve the state's goal of reducing drug-related crime as articulated by the Office of Drug Control.
- Ensure that each RCT falls under the direction of the FDLE Special Agent in Charge for the region in which the team operates.
- Ensure that each RCT is comprised of representatives from state, local, and federal law enforcement and prosecuting entities working within their respective region.
- Ensure that each RCT reviews, approves and endorses all matching drug investigative requests for the upcoming Council meetings.
- Ensure all funding requests referred to the Council are supported by the RCT.

General Membership

Pursuant to Section 943.031, Florida Statutes, the Council membership is comprised of 14 members. Eight members of the Council are standing members by virtue of their positions, and six are appointed by the Governor. Council members receive no compensation, but are reimbursed for per diem and travel expenses. Members appointed by the Governor serve two-year terms and the standing members serve as long as they hold office or employment which was the basis for their appointment to the Council. The FDLE provides the support necessary to assist the Council in the performance of its duties. The standing members are:

- Chief Financial Officer, Alex Sink – Designee: Deputy Chief Financial Officer Brian London
- Attorney General, Bill McCollum – Designee: Statewide Prosecutor William N. Shepherd
- Commissioner of Education, Eric Smith – Designee: Executive Director Mary Jane Tappen
- Director of the Office of Drug Control, Executive Office of the Governor: Director William Janes
- Secretary of Juvenile Justice, Frank Peterman, Jr. – Designee: Chief of Staff Bonnie Rodgers
- Secretary of Corrections, Walter McNeil – Designee: Deputy Secretary Richard D. Davison
- President of the Florida Network of Victim/Witness Services, Christine Mouton – Designee: Program Manager Gretchen Howard
- FDLE Commissioner, Gerald M. Bailey – Designee: Assistant Commissioner Ken Tucker

Governor appointments include (2 sheriffs, 2 police chiefs, 1 state attorney and 1 medical examiner):

- Sheriff James F. Coats – Pinellas County Sheriff's Office (term expires June 30, 2009)
- Sheriff Ben F. Johnson – Volusia County Sheriff's Office (term expires June 30, 2009)
- Chief Norman B. Botsford – Gainesville Police Department (term expires June 30, 2009)
- State Attorney Bernie McCabe – 6th Judicial Circuit (term expires June 30, 2010)
- Police chief (currently vacant)
- Medical examiner (currently vacant)



***Regional Coordinating Team
(Violent Crime)***

- Assistant State Attorney Frank LeDee, State Attorney's Office, 11th Judicial Circuit (*Miami Region*)
- Investigator Kevin Smith, State Attorney's Office, 20th Judicial Circuit (*Fort Myers Region*)
- Special Agent Supervisor Jack Massey, FDLE, Orlando Regional Operations Center, (*Orlando Region*)
- Major Mike Puetz, St. Petersburg Police Department (*Tampa Bay Region*)
- Assistant Chief Rick Graham, Jacksonville Sheriff's Office (*Jacksonville Region*)
- Assistant Special Agent in Charge Chris Hirst, FDLE, Tallahassee Regional Operations Center, (*Tallahassee Region*)
- Chief Lou Roberts, Marianna Police Department (*Pensacola Region*)

***Regional Coordinating Team
(Drug Enforcement)***

- Chief David Allen, Surfside Police Department (*Miami Region*)
- Captain Pat Bartholomew, Manatee County Sheriff's Office (*Fort Myers Region*)
- Lieutenant Carl Metzger (Acting Chair), Metropolitan Bureau of Investigations (*Orlando Region*)
- Major Paul Davis, Hillsborough County Sheriff's Office (*Tampa Bay Region*)
- Detective Linda Morgan, Jacksonville Sheriff's Office (*Jacksonville Region*)
- Special Agent Supervisor Ricky Gibbs, FDLE, Tallahassee Regional Operations Center, (*Tallahassee Region*)
- Special Agent Supervisor Ed Hudson, FDLE, Pensacola Regional Operations Center, (*Pensacola Region*)



VIOLENT CRIME INVESTIGATIVE EMERGENCY AND DRUG CONTROL STRATEGY IMPLEMENTATION ACCOUNT

The Violent Crime Investigative Emergency and Drug Control Strategy Implementation Account provides reimbursement funding to state and local law enforcement agencies involved in complex violent crime investigations and trials. It provides matching (supplemental) funding for drug-related investigations and investigations of significant money laundering activities. Since its inception in 1993, the Council has awarded more than \$8.6 million to local criminal justice agencies for violent crime investigations.

During its seventh year of funding drug and money-laundering investigations, the Council provided \$416,321.33 in drug control funding to 13 cases involving partnerships between 12 lead agencies, including local, state and federal agencies. These cases target major drug trafficking organizations located in the State of Florida that are engaged in the distribution of cocaine, heroin, methamphetamine, MDMA, prescription drugs and cannabis. These funds support the cooperative efforts of multiple agencies at the local, state and federal level to dismantle these drug organizations through lengthy and complex investigative efforts, including pen registers, wire intercepts, undercover operations, surveillance, controlled purchases and financial analysis. The cases significantly contribute to achieving the state's goal of reducing drug-related crime as articulated by the Florida Office of Drug Control and the Governor's Drug Control Strategy.

VICTIM/WITNESS PROTECTION ACCOUNT

The Victim/Witness Protection Program authorizes law enforcement agencies to provide protective services, including temporary relocation services, under specified circumstances. Section 914.25, Florida Statutes, enables the lead law enforcement agency to seek reimbursement from the Council for expenses incurred in providing protective and relocation services for victims/witnesses certified by the prosecuting State Attorney or Statewide Prosecutor on or after July 1, 1997.



2008 ACCOMPLISHMENTS

➤ **Violent Crime Investigative Emergency and Drug Control Strategy Implementation Account**

During the past 15 years, the Council has provided funding for investigations or trials involving high profile cases from the Violent Crime Investigative Emergency and Drug Control Strategy Implementation Account. Between January 1, 2008 and December 31, 2008, the Council funded nine violent crime cases totaling \$178,678.67. This funding directly supported the investigation of several violent crime cases by state and local law enforcement agencies in Florida.

➤ **Drug funding to replenish the Violent Crime and Investigative Emergency Drug Control Strategy Implementation Account**

Since January 2002, the Council has awarded funding to state and local law enforcement agencies in Florida as a means to support their investigation of major drug offenses/organizations. Between January 1, 2008 and December 31, 2008, the Council provided funding for 13 drug control and illicit money laundering investigations totaling \$416,321.33. The successful investigation of major drug trafficking and money laundering organizations is dependent on the availability of funds to support the costly investigative techniques necessary to dismantle these groups.

➤ **Victim/Witness Protection Program**

The Victim and Witness Protection Review Committee is comprised of six members of the Council. This Committee reviews requests for reimbursement for expenses paid by state and local law enforcement agencies in Florida to protect victims and vital witnesses. Between January 1, 2008 and December 31, 2008, the Committee funded 18 victim/witness protection cases totaling \$47,306.80.



**DETAILED SUMMARY OF EXPENDITURES
JANUARY 1, 2008 – DECEMBER 31, 2008**

Reporting Period & Region	Violent Crime Awards		Drug Awards		Victim/Witness Awards	
January – March	Awards	Amounts	Awards	Amounts	Awards	Amounts
Tampa Bay	1	\$ 43,167.39	0		1	\$ 850.00
Fort Myers	0		0		0	
Orlando	0		2	\$ 80,000.00	1	\$ 1,082.14
Tallahassee	2	\$ 28,344.96	0		0	
Pensacola	0		2	\$ 60,662.00	0	
Miami	0		5	\$ 230,000.00	6	\$ 18,724.90
Jacksonville	0		0		0	
QUARTERLY TOTALS	3	\$ 71,512.35	9	\$ 370,662.00	8	\$ 20,657.04
Reporting Period & Region	Violent Crime Awards		Drug Awards		Victim/Witness Awards	
April – June	Awards	Amounts	Awards	Amounts	Awards	Amounts
Tampa Bay	1	\$ 10,641.41	0		0	
Fort Myers	0		0		0	
Orlando	1	10,000.00	1	\$ 15,000.00	0	
Tallahassee	0		0		1	\$ 1,650.00
Pensacola	1	\$ 15,000.00	1	\$ 10,659.33	0	
Miami	3	\$ 71,524.91	0		2	\$ 4,625.00
Jacksonville	0		2	\$ 20,000.00	1	\$ 5,046.00
QUARTERLY TOTALS	6	\$ 107,166.32	4	\$ 45,659.33	4	\$ 11,321.00
Reporting Period & Region	Violent Crime Awards		Drug Awards		Victim/Witness Awards	
July – September	Awards	Amounts	Awards	Amounts	Awards	Amounts
Tampa Bay	0		0		0	
Fort Myers	0		0		0	
Orlando	0		0		1	\$ 800.00
Tallahassee	0		0		0	
Pensacola	0		0		0	
Miami	0		0		5	\$ 14,528.76
Jacksonville	0		0		0	
QUARTERLY TOTALS	0		0		6	\$ 15,328.76
Reporting Period & Region	Violent Crime Awards		Drug Awards		Victim/Witness Awards	
October – December	Awards	Amounts	Awards	Amounts	Awards	Amounts
Tampa Bay	0		0		0	
Fort Myers	0		0		0	
Orlando	0		0		0	
Tallahassee	0		0		0	
Pensacola	0		0		0	
Miami	0		0		0	
Jacksonville	0		0		0	
QUARTERLY TOTALS	0		0		0	
YEAR END TOTALS	9	\$ 178,678.67	13	\$ 416,321.33	18	\$ 47,306.80

NOTE: The Council funds are appropriated July 1 to June 30. However, the Council's Annual Report captures funding disbursements from January 1 to December 31.

NOTE: Funds were only appropriated to the Victim/Witness Protection Account for the 2008-09 fiscal year.



Violent Crime Cases Funded by Region

REGION/LEAD AGENCY	CASE NAME	AWARD AMOUNT
Fort Myers Region		
No funds awarded		
Jacksonville Region		
No funds awarded		
Miami Region		
Palm Beach County Sheriff's Office	Sur 13 Investigation (June)	\$ 20,000.00
North Miami Beach Police Department	Detective Walker Homicide (June)	\$ 25,000.00
Sunrise Police Department	Veronica Ford Homicide (June)	\$ 26,524.91
TOTAL FOR REGION		\$ 71,524.91
Orlando Region		
Palm Bay Police Department	Smith Homicide (June)	\$ 10,000.00
TOTAL FOR REGION		\$ 10,000.00
Pensacola Region		
Santa Rosa County Sheriff's Office	Daren Kelley Homicide (June)	\$ 15,000.00
TOTAL FOR REGION		\$ 15,000.00
Tallahassee Region		
Leon County Sheriff's Office	Cheryl Dunlap Homicide (March)	\$ 26,683.00
Wakulla County Sheriff's Office	Cheryl Dunlap Homicide (March)	\$ 1,661.96
TOTAL FOR REGION		\$ 28,344.96
Tampa Bay Region		
Temple Terrace Police Department	Prince Missing Person Investigation (March)	\$ 43,167.39
Temple Terrace Police Department	Prince Investigation <i>(Supplemental)</i> (June)	\$ 10,641.41
TOTAL FOR REGION		\$ 53,808.80
TOTAL Violent Crime Investigative cases awarded funding during 2008		\$ 178,678.67

NOTE: All cases presented to the Council were funded.



Drug Cases Funded by Region

REGION/OPERATION NAME	LEAD AGENCY	AWARD AMOUNT
Fort Myers Region		
No funds awarded		
Jacksonville Region		
Operation Lights Out (June)	Ocala PD	\$ 10,000.00
Operation Sis Boom Bah (June)	Flagler County SO	\$ 10,000.00
TOTAL FOR REGION		\$ 20,000.00
Orlando Region		
Operation Black Escobar (March)	Lake County SO	\$ 30,000.00
Operation Fresh Fashion (March)	Titusville PD	\$ 50,000.00
Operation South Lakes (June)	St. Lucie County SO	\$ 15,000.00
TOTAL FOR REGION		\$ 95,000.00
Miami Region		
Operation Crystal Manor (March)	Wilton Manors PD	\$ 50,000.00
Operation Opa-Locka Boys (March)	Miami-Dade PD	\$ 50,000.00
Operation Toy Soldiers (March)	Broward County SO	\$ 50,000.00
Operation Pool Party (March)	Boynton Beach PD	\$ 50,000.00
Operation Spider's Web (March)	Miami-Dade PD	\$ 30,000.00
TOTAL FOR REGION		\$ 230,000.00
Pensacola Region		
Operation Fleetwood Crack <i>(Supplemental)</i> (March)	Gulf County SO	\$ 10,662.00
Operation Bangin Bay (March)	Bay County SO	\$ 50,000.00
Operation Snatch Hook (June)	Chipley PD	\$ 10,659.33
TOTAL FOR REGION		\$ 71,321.33
Tallahassee Region		
No funds awarded		
Tampa Bay Region		
No funds awarded		
TOTAL Drug cases awarded funding during 2008		\$ 416,321.33

PD = Police Department
SO = Sheriff's Office

NOTE: All cases presented to the Council were funded.



Victim/Witness Protection Cases Funded by Region

REGION/LEAD AGENCY	AWARD AMOUNT
Fort Myers Region	
No funds awarded	
Jacksonville Region	
Marion County Sheriff's Office (June)	\$ 5,046.00
TOTAL FOR REGION	\$ 5,046.00
Miami Region	
Office of the State Attorney, 15th Judicial Circuit (March)	\$ 1,809.90
City of Miami Police Department - 2 Cases (March)	\$ 4,000.00
Miami-Dade Police Department - 2 Cases (March)	\$ 8,875.00
Fort Lauderdale Police Department (March)	\$ 4,040.00
Fort Lauderdale Police Department (June)	\$ 2,025.00
Miami-Dade Police Department (June)	\$ 2,600.00
City of Miami Police Department (Sept)	\$ 1,500.00
Miami-Dade Police Department - 3 Cases (Sept)	\$ 12,506.87
Lake Worth Police Department (Sept)	\$ 521.89
TOTAL FOR REGION	\$ 37,878.66
Orlando Region	
Palm Bay Police Department (March)	\$ 1,082.14
Palm Bay Police Department (Sept)	\$ 800.00
TOTAL FOR REGION	\$ 1,882.14
Pensacola Region	
No funds awarded	
Tallahassee Region	
Franklin County Sheriff's Office (June)	\$ 1,650.00
TOTAL FOR REGION	\$ 1,650.00
Tampa Bay Region	
Plant City Police Department (March)	\$ 850.00
TOTAL FOR REGION	\$ 850.00
TOTAL Victim/Witness Protection cases awarded funding during 2008	\$ 47,306.80

