Governor's Council on Gangs and Violent Criminal Networks 2018 Annual Report

Chairman Brian DeLeonardo

Submitted by:
Governor's Office of Crime Control and Prevention

Contact: Scott Stargel
410-697-9309 | Scott.Stargel@Maryland.gov

Executive Order 01.01.2017.30
November 1, 2018

Table of Contents

Acknowledgements

This *Governor's Council on Gangs and Violent Criminal Networks 2018 Annual Report* is the result of hard work, valuable input, and dedication from numerous stakeholders at the state, local, and federal law enforcement and prosecutorial levels. Everyone was exceptionally generous with their time and supportive feedback. The completion, timeliness, and comprehensiveness of this report would not have been possible without their active participation and support.

Roster of Members

The *Governor's Council on Gangs and Violent Criminal Networks* is composed of 15 members, including state and federal attorneys, state and local law enforcement officials, public safety officials, state government officials, and a Chairman appointed by Governor Hogan.

Brian DeLeonardo
Chairman, Carroll County State's Attorney

Wes Adams
Anne Arundel County State's Attorney

Marilyn Mosby
Baltimore City State's Attorney

Scott Shellenberger
Baltimore County State's Attorney

J. Charles Smith III
Frederick County State's Attorney

John McCarthy
Montgomery County State's Attorney

Glenn Fueston, Executive Director
Governor's Office of Crime Control and Prevention

William Pallozzi, Secretary
Maryland State Police

Stephen Moyer, Secretary
Department of Public Safety and Correctional Services

Henry P. Stawinski III, Chief
Prince George's County Police Department

Gary Tuggle, Interim Commissioner
Baltimore Police Department

Barbara Duncan, Chief
Salisbury Police Department

Troy Berry, Sheriff
Charles County

Douglas Mullendore, Sheriff
Washington County

Robert K. Hur, U.S. Attorney
District of Maryland

Executive Summary

In 2017, Governor Hogan signed Executive Order 01.01.2017.30 which created the *Governor's Council on Gangs and Violent Criminal Networks* (Council). Pursuant to this Executive Order, the Council was directed to develop a system that would allow for the identification, disruption, and dismantlement of gangs and violent criminal networks through collaboration and comprehensive data sharing. With an ultimate goal of providing the information necessary to prosecutors for the development of gang-related and Racketeer Influenced and Corrupt Organization (RICO) charges. The Council was also charged to report its findings and recommendations to the Governor on or before November 1, 2018, and annually thereafter.

The Executive Order required the Council to meet quarterly; however, due to the uniqueness of this opportunity and the urgency of the issue, the Council decided to meet monthly to find solutions to our most pressing public safety challenges. Since January 2018, the Council met ten times of which three consisted of workgroup sessions to collectively discuss and develop recommendations to target gangs and violent criminal networks. As a result, the Council ultimately developed a strategy which consists of two principal components geared around coordination and collaboration. Given its anticipated outcome, and as described in greater detail on the following pages, the Council proposes that the Governor implement this strategy to combat gangs and violent criminal networks. The strategy itself is structured to generate urgency to address these issues as they present themselves across the State of Maryland.

Within this strategy, the first component will include the creation of a field-based statewide approach to investigations, and in collaboration with prosecutors which the Council termed the Governor's Special Operations Group (GSOG). The second will include a three-stage intelligence analysis component to encourage collaboration and data sharing beyond borders and beyond disciplines within the State. Members of the Council concluded that, with the support of the Governor, the immediate implementation of this recommended strategy, to include its components, will have an immediate impact on the safety and welfare of citizens throughout Maryland.

Background

In December 2017, Governor Hogan, joined by federal, state, and local law enforcement officers and officials, announced a series of initiatives to combat criminal gang enterprises and repeat violent offenders responsible for terrorizing Baltimore City and participating in violent crime throughout the State. The announcements included the following:

➢ State and federal law enforcement assistance to target the violent crime in Baltimore City;

➢ Legislation to ensure that violent criminals serve their full prison sentence; and

➢ Collaborative data-sharing network to help prosecutors and law enforcement bring down criminal networks across the State.

The centerpiece of this statewide approach is the Maryland Criminal Intelligence Network (MCIN), a data-sharing system that connects State-funded operational initiatives from strategic counties and cities with 37 federal, state, and local law enforcement task forces in order to break down jurisdictional barriers and enable law enforcement and prosecutors to target entire criminal enterprises.

To provide leadership and operational coordination on these data-sharing efforts, Governor Hogan created the *Governor's Council on Gangs and Violent Criminal Networks*, through Executive Order 01.01.2017.30, which is comprised of the leaders of local, state, and federal law enforcement and criminal justice agencies to target gangs and violent criminal networks. Pursuant to Executive Order 01.01.2017.30, the Council is directed to do the following:

➢ Provide leadership, policy oversight, and the coordination of operational strategies to collect and share relevant data related to violent crime and victimization;

➢ Provide support and assistance to programs and entities focused on identifying, disrupting, and dismantling gangs and violent criminal networks through collaboration and comprehensive data sharing, both locally and statewide, with the ultimate goal of providing the information necessary to prosecutors for the development of gang-related and Racketeer Influenced and Corrupt Organization (RICO) charges; and

➢ Establish performance measures for successful data sharing and reporting for producing measurable results.

Council's Strategic Plan

Executive Order 01.01.2017.30 directed the Council to identify, disrupt, and dismantle gangs and violent criminal networks through collaboration and comprehensive data sharing. Pursuant to this Executive Order, the Council developed a strategic plan which consists of two principal components geared around the creation of a special operations group and the development of a three-stage intelligence approach (*as illustrated below*).

Based on the anticipated outcome of its plan, the Council proposes that the Governor implement this strategy to combat gangs and violent criminal networks. In doing this, the Council believes that it will increase the safety and welfare of our community, and will change Maryland for the better.

#1: Create the Governor's Special Operations Group (GSOG)

The Governor's Special Operations Group (GSOG) is a unique approach that combines resources from law enforcement and prosecution sectors to target violent criminals, gangs, and their organizations which create havoc across multiple jurisdictions in the State of Maryland. Under the leadership of a senior law enforcement coordinator, and in collaboration with a lead prosecutor, this state-level team will make intelligence led/data driven decisions to identify multi-jurisdictional criminals for legal enforcement.

The foundation for statewide information sharing and operational support to the GSOG is the MCIN. This initiative creates the framework to conduct statewide criminal investigations in coordination with allied law enforcement agencies and state's attorney's offices throughout the State of Maryland to ensure the safety and well being of our citizens.

In order to achieve this task, data will be used to select the top three criminal offenders and networks that impact multiple jurisdictions. The senior law enforcement coordinator will deploy a select group of experts, known as GSOG, to conduct criminal investigations and gather the necessary evidence for prosecution as recommended by the lead prosecutor. The initial objective is to successfully identify, investigate, and prosecute the criminals and their organizations that create the most issues within nine months of the inception of this operation.

As with any new initiative, the objectives, roles, and responsibilities outlined within this report are agile. As GSOG commences operations, agility is key to allow leaders to make changes when appropriate to further the mission and its objectives without delay.

Executive Council

The Council recommends that an Executive Council be formed to provide guidance, oversight, direction, and strategy in support of the GSOG concept. The Executive Council will include various stakeholders to guide and oversee this statewide crime fighting strategy, and to help coordinate law enforcement and prosecution tactics to ensure accountability and operational objectives are met. In addition to its formation and oversight, the Council recommends the following for the Executive Council:

➢ Include leaders from law enforcement and prosecution, selected at the Governor's discretion.
➢ Receive authority from the Governor to include the ability to coordinate resources at the local, state, and federal level.
➢ Create a charter in general terms to allow a broad view over policy (i.e., through its policy the Council shall become the Executive Council for the GSOG).
➢ Create a Memorandum of Understanding with participating agencies (i.e., state's attorneys, police chiefs, and sheriffs).
➢ Secure cooperation and dedicated resources from allied partners regardless of where the problem is addressed.
➢ Allow personnel and resources from one jurisdiction to be used to address a problem in another jurisdiction.

Senior Law Enforcement Coordinator

The Senior Law Enforcement Coordinator (SLEC) will serve as the lead law enforcement representative selected by the Governor, or delegated to the Maryland State Police (MSP) Superintendent or designee, to specifically direct the GSOG operation. The focus of this position will serve to reduce violent crime and its impact on victims. In doing this, the SLEC will direct all levels of state resources to deter the development of criminal enterprises and to target those who are linked to violent crime and victimization. Some of the duties, responsibilities, and functions relating to this full-time SLEC position will include the following:

➢ The ability to operate with statewide authority and jurisdiction under a limited scope, as outlined by MSP.
➢ To be filled by a current sworn law enforcement officer from any agency, or a civilian retired from a law enforcement role.
➢ Responsible for all personnel, resources, information, and intelligence related to the operations of the team.
➢ Tasked to meet the objectives of the mission.
➢ Collaborate with the Executive Council to continue to develop the strategy for GSOG operations.

➢ Responsible for direct management, logistics, scope, and the boundaries for the tactical mission.
➢ Develop a communication plan to report the progress of operations, and to identify the decision making process for prioritization of prosecutions with appropriate sentences.

Lead Prosecutor

Similar to the SLEC, the state's attorneys will designate a lead prosecutor to support the GSOG mission. This full-time position may be filled based on location or expertise for prosecuting specific targets. In addition, some of the duties, requirements, and responsibilities of the lead prosecutor will include the following:

➢ Qualified to represent Maryland in state court.
➢ Partner with the SLEC to coordinate efforts to review data and select potential targets for investigation.
➢ Determine the evidence required for prosecution and provide this guidance to the SLEC for execution.
➢ Coordinate with the U.S. Attorney's Office (USAO), who will serve as a member, to provide the federal perspective during the analysis and information workflow process.
➢ Collaborate with USAO to review opportunities for cross designating attorneys and coordinate prosecutions at the state and federal level.

Governor's Special Operations Group

GSOG is the tactical operational component responsible for conducting criminal investigations, gathering evidence, and presenting criminal offenders and networks for prosecution. This team will include law enforcement officers and investigators from partnering law enforcement agencies in which members will be identified and selected by its leaders, based on the proposed investigation, location of operation, and skill set needed to accomplish the overall mission. The creation of this team will include 12 members and may expand as its mission dictates. The characteristics of ideal law enforcement officers and investigators will include the following:

➢ High achievers in their field of expertise with the knowledge, experience, and ability to focus on the mission objectives; and
➢ Quickly able to develop the evidence necessary to dismantle the target criminal organization.

Enforcement Operations

Through the proposed strategic plan, to include improved statewide data sharing, this enforcement operations team will be able to target those criminal enterprises engaged in violent crime as it relates to drug, firearm and human trafficking as well as gang violence. As statewide data sharing continues to increase, GSOG will be able to use its data to identify new criteria to

target those engaged in criminal activity to ultimately reduce violent crime. In addition, the enforcement operations team will do the following:

> ➢ Perform tasks at the direction of the SLEC as outlined in the MOU, mission statement, policies, jurisdiction and authorities delegated, and/or any SOPs developed specifically for this team.
> ➢ Consider administrative and functional issues to resolve when setting up new multi-agency/joint operations (e.g., location for base operations, interoperable for communications, system for records and reporting, evidence processing, specialty equipment, vehicles, operation expense, etc.).
> ➢ Ensure deconfliction with other entities when working together.

Intelligence

Under the umbrella of GSOG, and in collaboration with the enforcement operations team, the intelligence team will use a data-driven decision making process to identify the top three criminal offenders and networks. This process will include the development of unique criteria to identify viable offenders through the use of multiple data sources, such as the MCIN operational sites, HIDTA Case Explorer, allied law enforcement and state's attorney partners, and other sources to be determined. The intelligence team, made up of intelligence analysts, will aggregate the data on the top tier list of criminal offenders from the data sources and then compare that list so as to identify the known and unknown connections between suspects and networks. Based on the results, the intelligence team will create operational maps, organizational charts, linked charts, and other relative intelligence documents for use by the SLEC and lead prosecutor to select the top three criminal offenders and networks. Throughout this process, the intelligence team will share information with the SLEC and lead prosecutor for their review, and will receive recommendation from the Maryland Chiefs of Police and Sheriff's Association.

#2: Three-Stage Intelligence Analysis Component

1. Data will be collected and used for operational, as well as, strategic and policy purposes.
2. In order to increase data sharing efforts, the Council unanimously supports the philosophical approach of a three-stage intelligence analysis process, geared to develop core repositories, interconnect responsibilities, and identify additional data resources (*as illustrated below*).
3. Establish a Data Governance Policy to monitor the overall availability, useability, integrity and security of the data collated during this initiative.

Three-Stage Approach

Stage 1: Develop Core Repositories of Data
This stage will include buy-in from leaders in which the Council believes is an important step towards the data sharing concept. Members of the Council will reach out to partners in their respective jurisdiction to encourage and request support of this recommendation. This stage will include the following components:

➢ Identify repositories for gangs, drugs, firearms, and human trafficking data.
➢ Develop minimum standards for data collection and the processes for sharing data.
➢ Develop a data collection plan and intelligence cycle that enables the ability to collect, collate, analyze, disseminate, and provide feedback.
➢ Leverage best-practices and policies for collecting, storing, and disseminating criminal investigations and intelligence.
➢ Continue to foster partnerships and processes to share intelligence and information not currently supported by technology.
➢ The Council shall facilitate the governance and oversight for implementation.

Stage 2: Interconnect Repositories / Deploy Analytic Tools
The Council will continue to ensure that the data shared supports the Governor's desire for a data-driven decision making approach to the crime fighting strategy. Through this stage, the Council will receive the insight needed as it relates to the best approach to connect data systems and repositories. In an effort to continue to explore the criminal justice information systems within the State of Maryland, the Council, in partnership with public safety partners, will develop a roadmap to share data and identify the supporting technologies. This stage will also include the following components:

➢ Identify datasets, systems, and tools for information sharing.
➢ Identify systems and networks available for technology and process improvements.
➢ Assess technology for opportunities to sharing information between systems.
➢ Incorporate training, policy, MOU's, and data sharing agreements.
➢ Select methodologies and tools to collate and federate data.

Stage 3: Identify Additional Data Resources
The effort in the first stage will provide guidance to the Council during the implementation of the second and third stage. As the Council executes each stage within this component, additional insight will be provided for continuous improvement. This stage will identify various opportunities as it relates to the following: national systems, regional systems, state systems, county systems, open source technology, and subscription services.

Global Requirements

In accordance with Executive Order 01.01.2017.30, the Council will compile data through this three-stage process which will serve as the required performance measures. These measures will include the compilation of aggregate data so as to identify those individuals engaged in criminal networks for prosecution, as well as to identify the number of agencies engaged in this data sharing effort.

In order for criminal justice systems to be able to "talk" to one another, the Council recommends that the technology solution be adaptable for utilization across various platforms.

Draft Budget

Item	Amount
Senior Law Enforcement Coordinator-Salary	$110,000
Lead Prosecutor-Salary	$100,000
Operational startup cost for 2 people, Administration and Travel Costs	$175,000
Contractual Services-Law Enforcement Overtime	$135,000
Intelligence / Data Sharing-Hardware and Software Technology	$200,000
Total Cost	**$720,000**

Future Work of the Council

The Council believes that additional challenges will occur during the implementation of its strategic plan. The Council is confident that each challenge will be addressed; however, additional time may be needed in order to achieve these efforts. The Council is well positioned to respond to these challenges and is able to find solutions to become a model for data sharing and enforcement operations that will ultimately make Maryland a safer place to live.