



**TERMINATION
PHASE-OUT
STUDY**

PUBLIC SAFETY PROJECT

VENEZUELA

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APRIL, 1974

**AGENCY FOR INTERNATIONAL DEVELOPMENT
OFFICE OF PUBLIC SAFETY
WASHINGTON, D.C. 20523**



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ABBREVIATIONS USED

DISIP	Directorate of Intelligence & Prevention Services
FAC or NG	Armed Forces of Cooperation
GOV	Government of Venezuela
IPA	International Police Academy
OPC	Office of Police Coordination
MP	Metropolitan Police
P.S.	Public Safety
PTJ	Technical Judicial Police
UPC	Unified Police Command



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CHAPTER I

INTRODUCTION

A. Terms of Reference

U.S. Public Safety assistance has been provided to the Government of Venezuela to develop the managerial and operational skills and effectiveness of its civil police forces. At the project's initiation and during its progress mutually agreed objectives and courses of action were established to achieve the overall goals as well as to accommodate changing conditions in the country. Both host government and U.S. resources were programmed and employed to jointly strive toward these goals. Due to the U.S. Congressional action, the continued input of U.S. Government resources planned for this project must be terminated sooner than planned and prior to the achievement of the goals and objectives which were mutually established by the two governments.

It is therefore the purpose of this report to note the progress made thus far and to enumerate what remains to be accomplished in order to achieve the project goals.

B. Conduct of the Study

The team was composed of the following members: Stanley W. Guth, OPS/W and Bryan L. Quick, OPS/W. The team arrived in Caracas March 23, 1974, and remained until April 6, 1974 for its in-country survey. This evaluation was conducted by interviews and discussions with numerous persons from the U.S. Country Team, Venezuelan Government officials and site visits to the National Guard, Technical Judicial Police, Caracas Metropolitan Police, and the Office of Police Coordination.

All persons contacted were most cooperative and helpful to the team. There was an open and frank discussion of views and ideas regarding the program. The team is most grateful for this cooperation.

CHAPTER II

SUMMARY

A. Internal Security Situation

Venezuela, like many other countries, is experiencing a rising crime rate especially in the larger cities. A great portion of the crime is related to the increasing population pressures, and social and economic problems. The drug problem, though not considered serious, is widening in scope and one of increasing concern for law enforcement officials. The country has experienced threats to internal security in the form of urban and rural guerrilla activities.

Public order forces met the challenges of the sixties when violence and terrorists activities peaked. Today, the incidence of terrorism - kidnappings and bombings - are greatly reduced; however, extremist groups have recently demonstrated their potential for violence. Law enforcement officials foresee no large scale threats to national security and expect the internal security situation to remain relatively stable. However, they recognize that they will continue to be challenged by criminality and lawlessness and that major incidents will occur. They also recognize that it is their responsibility to meet the challenge and are fully committed and dedicated to the task.

B. Observations and Conclusions

The GOV/PS program was initiated in 1962 and was coordinated through the Ministry of Interior. During its life, from 1962 to 1974, the emphasis of the project was directed to increasing the operational and management capabilities of the law enforcement agencies.

In 1963, at the request of the Venezuelan Government, a study and report on the major police agencies was conducted by the Office of Public Safety. The survey provided recommendations whereby the police could more effectively deal with

serious problems of terrorism and general lawlessness in the country. A major recommendation was to improve the coordination of all agencies and a plan to establish a unified police command in the Caracas area, including commands at state level, was approved. The program made a contribution to improved law and order conditions in the country at a critical time in its history.

U.S. assistance has been provided the Technical Judicial Police, the Caracas Metropolitan Police (and its predecessor, the Caracas Municipal Police), the National Guard and the Office of Police Coordination. Mutually developed project activities have been implemented and meaningful improvements have been effected. The PTJ records system was reorganized, new procedures implemented, and updated techniques adopted. The result has been to substantially advance its records division toward a goal of providing nationwide criminal identification capability. The PTJ laboratory was improved to the degree that it is considered to be one of the best in Latin America. The Caracas Metropolitan Police force restructured its field forces, established a joint operations communications and command center and expanded its training program. The National Guard assumed greater police responsibilities and shifted to "civil police oriented" training for its law enforcement personnel. Mobile training teams of the OPC conducted a series of training courses for personnel of local police departments.

In spite of the significant progress made during the 1962 to 1974 period, the degree of coordination and the operational capability of the country's law enforcement agencies has not reached the level desired by government officials. The team found unanimous agreement among officials that more emphasis should be given to the development of increased law enforcement capability at the state and local level. These needs cannot be met within the current project which will terminate on June 30, 1974. There is also a recognition that to attain the degree of coordination and unity of action necessary to cope with the law and order problems of the country, national assistance and direction must be strengthened. To do so, the police coordinating body should be enlarged and delegated with broader, in-depth management authority.

The team believes that strong, viable law enforcement must be provided the citizenry at the state and local level. Without efficient law enforcement in the interior a government cannot be successful against lawlessness. With this thought in mind the team respectfully submits the recommendations as outlined in this report.

C. Recommendations

Specific recommendations for GOV consideration are found in Section VI of this report, and are discussed in detail where appropriate within the report. The major areas covered in the recommendations are in organization and administration, coordination, and training, as briefly outlined below. They are:

- 1) That the GOV consider reorganization of the state/municipal police departments to provide greater centralization and control, and to include standardization in personnel and operational procedures, procurement, etc.
- 2) That inter-agency coordination and cooperation be increased and improved to provide greater efficiency in police services.
- 3) That training be increased at all levels within GOV police agencies; in some agencies, the need is for specific types of training, while, at the state/local level the need is for more basic training.
- 4) That a system for inspection and audit of the state/local forces be established at the national level to ensure compliance with recommended changes in organization and administration as stated in number 1) above.

CHAPTER III

INTERNAL SECURITY PROBLEMS

Venezuela, like many other developing countries, has experienced to varying degrees, threats to internal security in the form of urban and rural guerrilla activities. Historically speaking, many of these activities were the product of political change. When one considers that less than twenty years have passed since the nation has rid itself of the dictatorial form of government, it is obvious that with the new found freedom the voices of extremism would clamor to be heard. In those years immediately following the overthrow of the dictatorship (1958) and on into the mid-sixties, extremist activities can be said to have caused some damage to the founding democratic processes then being put into effect by the first duly elected constitutional governments.

In those early days following the toppling of the dictatorship, the threats to internal security were most severe and took on all the forms of terrorism in an effort to overthrow the fledgling government, even including a plan to take over the capital city during the elections of 1963. Kidnappings, bombings and the literal slaughter of policemen in the streets of the capital marked this period as one of the most dangerous in its potential to bring about governmental collapse. It was not a matter of difficulty in identifying the forces of the extremes. Their acts made them almost omnipresent and dictated a situation which required the practical application of the adage regarding meeting fire with fire. If the constitutional government was to survive and develop, the chaotic state of affairs brought on by the extremists had to be rectified.

The acts perpetrated by them can only be described as criminal in nature. Security forces, especially the civil police in the capital city, were extremely hardpressed to control the violent outbreaks and were themselves subjected to the tactics of the extremists, with many uniformed personnel being mercilessly cut down on the streets in cold blood.

The task of securing the protection of life and property became the immediate goal of all security forces personnel. The work of turning chaos into tranquility called for immediate action to alleviate the situation. Public order forces met the challenge, and were able through coordinated efforts to turn the tide of a wave that would certainly have jeopardized the future of the democratic processes in their relative infancy. Law and order had returned, but the forces responsible for its attempted demise were not obliterated. The tactic, if it so may be called, was to fall back and regroup on the part of the extremists. Dire losses had been suffered and the popularity of the cause of disruption had dwindled. But it was by no means dead and laid to rest.

The events of the sixties had its effects on the forces of extremism and caused them to become even more splintered. As a result, the incidence of terrorism dropped off considerably. Yet the potential remained. As the country moved into the late sixties and early seventies, the hidden extremist forces demonstrated their potential for violence on a number of occasions, yet never with the same impact, nor certainly not with the same magnitude, as it had in the prior epoch.

In this current era, with Venezuela in its fourth period of constitutionally established government, and obviously moving toward further development of its natural as well as human resources, the problem of crime, including the drug situation has emerged and risen to a point hitherto unknown. Evidence of this is a still unsolved sensational kidnapping and homicide in 1973, where drugs are alleged to have been one of the motivating factors in the perpetration of this heinous crime. Coupled with this is the fact that the police agency charged with the investigation of common crimes (PTJ) recorded an increase in complaints received of more than 22,000 in the period embracing the years 71 through 73.

In summary, Venezuela faces a rising crime rate which obviously calls for, and places the onus upon, the professional capability of the police to resolve. In addition, lying dormant, with sporadic outbursts of activity, the ever present potential threat of the forces of extremism waits for opportunities to strike.

CHAPTER IV

THE VENEZUELAN POLICE SERVICES

Law enforcement responsibility in Venezuela is divided amongst numerous police agencies at federal, state and local levels. At the federal level, five agencies have national jurisdiction in specific areas of responsibility. They are:

- a. The National Guard under the Ministry of Defense.
- b. The Technical Judicial Police under the Ministry of Justice.
- c. The Traffic Police under the Ministry of Communications.
- d. The Directorate of Intelligence and Prevention Services under the Ministry of Interior.
- e. The Division of Identification and Immigration under the Ministry of Interior.

State and local police forces in the twenty states, the two federal territories and the Federal District are controlled by the governors of those entities who are named by and are responsible to the Minister of Interior. These forces number about 450 and range in size from the 8,600 man Caracas Metropolitan Police to small municipal forces in rural towns and communities of the interior. There has been a tendency in recent years towards more centralized state control of the police forces, and eleven of the twenty states have now approved state police regulations. However, at this time only four states are in fact operating as unified state police organizations: Miranda, Merida, Cojedes and Anzoategui.

In a report of this type, it would be impractical and unwieldy to present a comprehensive discussion of the many police agencies. Hence, comments will be geared and limited to only their roles and missions, character, strengths and overall capabilities. (Attachment A: organizational chart.)

A. The National Guard

The Armed Forces of Cooperation (FAC), commonly known as the "National Guard," was formed in 1937 under the Ministry of Interior. It is a para-military force with specific civil police responsibilities and nationwide jurisdiction. In 1946, the National Guard was transferred to the Department of War and Navy, and in 1947 the name was changed to the Armed Forces of Cooperation, was reorganized and placed directly under Armed Forces control. In 1954 the Ministry of Defense was created; and the FAC became one of the four armed services under its control. In operational matters, however, the FAC still coordinates closely with the Ministry of Interior. Its present force consists of approximately 12,000 men.

The civil police responsibilities of the FAC cover a wide range of operations and cumulatively serve to demonstrate the key role this institution plays in Venezuelan law enforcement. Their functions include:

1. Vigilance over all national fiscal offices to protect funds and the repression and control of contraband.
2. Vigilance and protection of removable natural resources in forests, waters, hunting, fishing and others.
3. Industrial protection service and security of natural extractive resources, and of establishments, dependencies, and areas of public and private industrial production of mines, metals, combustibles, oil and others.
4. Permanent guarding of borders to avoid illegal entrance of persons and goods and illegal exit of some.
5. Vigilance of prisons so that security can be guaranteed, to impede escape of inmates and help to keep order in the prison community.

(NOTE: F.A.C. is generally responsible for exterior guard duty at prisons and for security of prisoners only when outside the prisons.)

6. Rural police service to protect property, vigilance of fishing, hunting, agriculture and livestock production; guarding of rural areas and enforcement of laws against forestry, agriculture and livestock violations.
7. Service of sanitation and health; to assist authorities in charge of health and sanitation in enforcing laws in both normal and emergency situations.
8. Traffic services; to maintain order and security on roads (federal expressways, railroads, cablecars, etc.) and other transportation and communication media.
9. Help to maintain public order; to assist police throughout the national territory when requested or when required by law.
10. Assist judicial powers; to carry out regulations and orders of the courts, start preliminary investigations of crimes against persons or property, illegal entry of arms and war materials in the country and to apprehend wanted persons.
11. Educational services; to help competent authorities to extend educational services to persons, especially in hard-to-reach areas and in areas of colonizations.
12. Handling of any other permanent or temporary services specified by general and special laws and their regulations, and any other service assigned by the executive.

The FAC is organized on general military lines and is similar in organic structure to the other Venezuelan armed forces. (Attachment B: FAC organizational chart). The Commander General of the FAC has full and complete authority and can make organizational changes to meet specific needs, with prior approval of the President and the Minister of Defense.

In 1969 President Rafael Caldera tasked the National Guard with the development of state and municipal police forces, which has produced a greater awareness of the importance of the FAC's civil police functions. Since that time, a number of FAC officers have been assigned to command or staff positions in the local forces, including the Caracas Metropolitan Police. At this time, there are 36 FAC officers servicing at various levels in the civil police forces of Venezuela. In the early stages of this development effort, coordination of FAC activities in this field was handled by the training branch of the operations section. Subsequently, a separate branch for this purpose was created within the FAC. On June 15, 1972, the Office of Police Coordination was established by a joint decree of the Ministers of Defense and Interior to carry on these activities. The OPC is under the Ministry of Interior, which controls, through the governors, all state and local police forces and is staffed by FAC personnel. The OPC is commanded by a colonel and has two divisions, Research and Planning, and Training. Further discussions of the OPC is found in Section IV, E.

Authorized strength of the FAC is usually listed as 12,000 of all ranks including civilian support personnel. Actual strength varies somewhat, but is usually within 500 of the authorized figure. This difference is caused by normal variations, principally at the guard level. The FAC is a completely volunteer force; however, Venezuelan citizens may satisfy their military obligation by serving in the FAC rather than the Army.

National Guard forces are deployed throughout Venezuela, the principal unit being the detachment, corresponding roughly in size to a battalion. FAC headquarters at Caracas retains direct control over eight detachments while remaining

detachments are responsible to one of three regional commands located at San Antonio de Táchira, Maracaibo and Caracas. A detachment is composed of a variable number of companies, subdivided into platoons and squads. In some instances, companies are sometimes stationed in locations other than the detachment headquarters, but work under supervision of the detachment commander, and are supplied from the detachment.

FAC police operations cover a wide range of activities throughout Venezuela and vary widely according to the geographic area concerned. In Caracas, Maracaibo and other large cities, FAC activities include protection of government buildings, embassies, banks and other important installations, limited mobile and foot patrols, and back-up for municipal police forces in times of emergency such as civil disturbances. In Caracas, the Mobile Detachment is charged with the latter responsibility.

In the interior, the FAC provides rural police services, virtually the only police agency operating outside incorporated municipalities. The state and municipal forces normally operate only within populated areas. In addition, FAC is responsible for enforcement of forestry, liquor, natural resources, and arms control laws. Specialized guard units provide protective services to vital industrial installations on a reimburseable cost basis. Traffic enforcement on federal tollways is another specialized function of the FAC and, in this operation, work closely with the Traffic Police. Border Patrol operations is also an important aspect of FAC activities.

FAC has long regarded training as one of the most important aspects of its personnel development program, and excellent facilities have been developed for this purpose. The three principal schools of the FAC are: the Officers Training School which functions as a four year military academy for the training of officer candidates. Upon completion of the prescribed course, the cadet is commissioned as a Second Lieutenant of the FAC. The advanced Officers School is intended as a device for preparing officers in service for advancement to higher rank; the Guards' Training School near Los Teques, and another installation near Puerto Cabello provide the basic training for all FAC recruits at the enlisted entrance level.

B. The Technical Judicial Police

The Technical Judicial Police was established by Executive Decree Number 48 on February 20, 1958. The PTJ, as it is commonly known, has nationwide jurisdiction and is an auxiliary of the Judicial Power under the Ministry of Justice. The responsibilities of the PTJ include the investigation of general crimes, the apprehension of criminals, the gathering of evidence and preparation of cases for the courts. The Venezuelan Code of Criminal Procedure provides that the PTJ be subordinate to the Judges of Instruction. Investigations may be initiated by the PTJ based on written complaint of a citizen, by personal knowledge of the agent, or by order of competent authority. In reality, the PTJ is the only Venezuelan police agency with wide-ranging investigative authority, and all cases requiring investigation are passed on to the PTJ by other police agencies.

The PTJ is headed by a Director appointed by the President and seconded by a Deputy Director and a Secretary General. These men, as well as the Legal Advisor, must be graduate lawyers. At present, all of these top positions are filled by relatively young men who have been in the PTJ since its creation and who have come up through the ranks.

The organization of the PTJ is a somewhat complex one, but which seems to work well in the Venezuelan environment (Attachment C: organizational chart of major PTJ divisions). Operations of the PTJ are conducted from headquarters and through 43 delegations and sub-delegations located throughout the country. Chiefs of delegations in the interior are directly responsible to central headquarters in Caracas but enjoy a considerable degree of autonomy in operational matters. Special technical assistance is provided to the field delegations by headquarters as required. Basic organization is specified in the Executive Decree creating the PTJ, but the Director has wide powers to make organizational changes he deems necessary.

Specialized squads for investigation of specific types of crimes are organized in Caracas and, to a lesser degree, in the interior. Included in these specialized squads are homicides, frauds, stolen vehicles, crimes against property, etc.

One of PTJ's major divisions is that of Criminal Identification which is divided into three major units - criminal records, photography and fingerprints. Each unit assists in the criminal identification within its specialized area of responsibility and maintains various files for this purpose. Input into these records and files comes only from PTJ units; other police agencies do not normally contribute to these files. In truth, it can be said that PTJ maintains the only comprehensive criminal records in Venezuela.

The PTJ's forensic science services include toxicology, microanalysis, firearms examinations, questioned document analysis. The facilities are well equipped and staffed and provide most adequate scientific support to the investigations of crimes.

The National Academy of the PTJ was founded in 1959 and serves as its central training facility. All aspirants to the position of Agent Detective undergo basic training at the Academy. In addition all advanced courses are also conducted here including promotional courses. The Academy is housed in a new facility (1972) located in the "Bello Monte" area of Caracas. The objectives of the Academy are met through the amalgamation of both education and training concepts, the primary objective being the formation and development of the basic Agent Detective. Emphasis is placed on academic achievement and development of "esprit de corps." Promotion to a higher rank requires attendance at a given course which concentrates increasingly on supervision and administration.

An innovative approach adopted at the PTJ Academy is a course of study approved by the Ministry of Education which leads to a high school diploma in police sciences. This program can roughly be equated to the Police Cadet Program in the U.S. in that it is aimed at attracting young men still in school towards a police career. The first group of young men graduated in 1972.

Currently under consideration is a university post graduate course in conjunction with Andres Bello Jesuit University in criminology. Successful completion of the course will qualify the student for a post-graduate diploma, and if, in addition to the course of study, the student prepares

and presents a thesis, he will be awarded the Doctorate in Criminology Degree.

The PTJ's communication capability at one time was considered adequate but has deteriorated considerably in recent years, especially the nationwide nets. PTJ officials are aware of the problem; however, funds have been appropriated for upgrading communications capability. This project has been given high priority by the PTJ Director.

C. The Metropolitan Police of Caracas

A municipal police for the Federal District was created in 1926. As Caracas grew extending outside the District boundaries, law enforcement was performed by the municipal police but shared by the Petare police of Miranda State and other smaller outlying forces. The situation soon arose where there was virtually no inter-agency coordination nor cooperation. In December 1969 the smaller forces were unified into the municipal police. By Executive Decree and on the authority granted to the governors representing the area, the Metropolitan Police of Caracas was created (Attachment D: organization chart of major elements).

The Metropolitan Police is a uniformed police force that is almost exclusively preventive in nature. Its principal legal mission is:

- 1) To provide vigilance to avoid the commission of crimes, misdemeanors and public order disturbances.
- 2) To prevent crimes and misdemeanors listed in the Penal Code, and in the Urban and Rural Police Ordinance.
- 3) Provide vigilance over places frequented by delinquents or dangerous subjects, such as houses of prostitution, bars and gambling establishments.

As described above, the duties of the PM are somewhat vague in character and causes uncertainty as to its exact, legal authority. Some decrees put the PM in direct conflict with other law enforcement agencies. In general, however, PM performs an exclusively preventive function, and leaves investigations of crime, national security violations and traffic accidents to the appropriate GOV investigative service or police agency.

The current strength of the PM is listed as 8,602 including civilian personnel. Police services are provided by the PM personnel stationed in zone and detachment headquarters throughout the city from which the forces operate.

The PM Police Academy is located at El Junquito about 20 miles west of Caracas. All formal training courses of the PM are conducted here with the exception of in-service training classes which are usually held at zone or detachment headquarters. Courses conducted at El Junquito include: basic agent training, supervisor course, officer formation course, intermediate officers course, and superior officers course. Capacity of the school is about 500 but usually operates at far below that number. The number of students in-house at any one time does not normally exceed 200, which raises cost per unit of training considerably.

Equipment and arms inventories of the PM seem adequate to its necessities. Vehicular fleet equipment is about three years old but seems to be well-maintained and is functioning well. In early 1972, thirty new Harley-Davidson motorcycles were acquired by the PM for use in its Traffic Division. The PM communications system was reviewed in September 1972 and, based on that study, plans are currently underway to set up a completely new system with standardized equipment to be financed by a \$3 million Ex-Im Bank loan.

The Metropolitan Police has, as mentioned above, a responsibility for control of civil disorders and, to this end, a unit known as the Special Brigade was developed with U.S. assistance and training. It is well equipped and trained to handle civil disturbances with a minimum of force and has been quite successful in this endeavor. The Special Brigade has been

able to control civil disturbance without having to seek assistance from the National Guard's Mobile Detachment, the second line of defense in riot control in the Caracas area.

As previously discussed the PM's authority and responsibilities are not clear-cut with the further complication of other agencies performing various police functions (i. e., PTJ-criminal investigation, Traffic Police - traffic enforcement, etc.). PM restricts its operations, with rare exceptions, to patrol and preventive activities. To provide really effective police services, it is obvious that close coordination between the various police agencies is necessary and desirable. Various Venezuelan police officers feel that coordination has improved considerably in recent years, but that much remains to be done to provide the very best police services possible to the community.

D. Interior and Rural Policing

State and Local Police

As mentioned in the introduction to Chapter IV, the state and local police forces in the twenty states, the two federal territories and the Federal District are controlled by the governors of those jurisdictions who are named by and are responsible to the Minister of Interior. The state and local police agencies number about 450 and have a total strength of about 12,000 men. Their mission is to maintain law and order in the interior within their respective jurisdictions; in practice, however, these forces operate only in populated areas, the towns and cities. The operating funds for these forces are derived from the Ministry of Interior budget, allocated through the State legislatures and controlled by the state governor.

The quality of police services provided by these agencies varies considerably with a few of the larger cities being fairly well-trained and equipped. The majority of state and local police forces are, however, poorly organized, with low caliber personnel frequently appointed as political patronage, bad physical facilities, poor or non-existent communications and transportation capability, and a general lack of effective police administration.

During the Caldera administration, a number of FAC officers were assigned as commanders of several state and local police forces. Officers are assigned to this function in various locations throughout the country. Considerable improvement has been made in some departments; however, much remains to be done. At this writing eleven states now have legal authority to establish centralized state-wide police organizations. In effect, though, only a few states now have operative state police systems: Miranda, Cojedes, Anazoategui and Mérida. An example of successful amalgamation of thirty-one police departments into a single state agency is Miranda State, adjacent to the Federal District. The state police regulations issued at the time of creation of the new agency clearly defines responsibilities and mission, as well as establishes a clear-cut chain of command. The State Police Commander is now responsible only to the Governor and Secretary-General of the State. Improved personnel selection and deployment have resulted in overall police services, and police/community relations are now rated excellent. Police personnel morale has also improved considerably. Obviously, these advances could not be made without the support of the Governor, and this factor is all-important for continued improvement of the state and local forces. With FAC leadership, it is to be hoped that the upgrading of these forces will gradually be accomplished. GOV Police leaders also see the distinct possibility of the formation of a national civil police to provide standardized, high-quality police services to the nation. There are, obviously, a number of problems involved in such an undertaking, including legal limitations; however, officials do not see these as insurmountable. Indeed, they feel the legislation for creation of such a force will be approved within a year. This would seem an excellent mechanism for providing internal stability and security with greater economy and efficiency.

Basic entrance requirements for agents of the interior forces vary widely, but most of the larger cities now require six years of primary education as a minimum. Police departments in many smaller communities require even less in the way of minimum requirements, in some cases even appointing persons who are not able to perform police work because of advanced age or other disqualifications, but who "need the job."

Officer requirements in the interior forces also vary considerably, and the development of a well-educated officer corps in these departments is largely a thing of the future. However, exceptions to the rule are found, and several officers have been identified for selection to attend IPA in Washington. These officers did well at the Academy, and have performed well on their return to their parent agencies. Many of these officers can be considered to be equal in education and training to the officers of the Metropolitan Police of Caracas.

Rural Police

Outside of populated centers in the interior areas, the FAC provides rural policing with small roving patrols of 2-8 men. The FAC is well respected in the rural areas and are frequently the only government representatives seen by residents of remote rural areas. Civic action programs also help FAC's image considerably with the rural populace.

Patrol activities are carried out by motorized patrol where feasible, and by foot, horse or boat patrols where no roads exist. Major crime problems encountered are: cattle rustling, crimes of violence usually because of feuds or alcohol, and violations of forestry, hunting and fishing laws.

In small villages, a local leader is sometimes designated as a "comisario" or "jefe de caserio" (village chief) with responsibility for maintaining the peace. He may also have limited political and judicial authority, sometimes acting as a justice of the peace. These appointments are made by the governor or district prefect with variations in the appointive procedure from state to state. No training is given to the "comisarios," and their principal function is to establish at least a titular government presence in these remote hamlets.

E. The Office of Police Coordination

The Office of Police Coordination (OPC) was established by a joint resolution of the Ministries of Interior

and Defense on June 15, 1972 and is an integral part of the Ministry of Interior. Its purpose is to provide support and assistance to state and local police agencies in keeping with President Caldera's desire to improve the capability of the public security forces. Specific functions are:

- 1) to conduct surveys of police agencies, identify problems, and make specific recommendations for their solution;
- 2) to assist in training the state and local forces by helping to develop curriculum and conducting courses when requested;
- 3) to assist with planning including developing equipment specifications, budget, and personnel selection;
- 4) to develop norms and standards for all police agencies, and to make inspections to assure compliance.

It was originally intended that the OPC make recommendations to the Minister of Interior regarding allocation of Federal funds to these agencies as a means of encouraging them to meet the norms and standards developed. Thus far, the OPC has not been permitted to enter this important field.

The OPC is staffed by National Guard personnel with the exception of two secretaries provided by the Ministry of Interior. It is commanded by a FAC colonel, and the two divisions, Research and Planning and Training, are headed by FAC majors. In addition, two FAC captains and a non commissioned officer are assigned to the OPC, making a total staff of eight.

OPC staff has provided in the period since its creation advice and assistance to interior police departments in manpower utilization, equipment procurement, training, design and improvement of police facilities and services, and organizational studies.

F. Other Police Agencies

The following GOV police agencies have received little or no assistance from the USAID Public Safety Program, and a brief discussion of each is included here only for purposes of providing an overall view of Venezuela's law enforcement services.

G. Director of Intelligence & Prevention Services

The Director of Intelligence & Prevention Services (DISIP) is a non-uniformed force of about 1,100 personnel, charged with the investigation of crimes involving national security, international law and similar offenses. The organization was formerly known as the Directorate General of Police (DIGEPOL), and was reorganized shortly after the inauguration of President Caldera in 1969. Functions of the DISIP also include participation in operations against subversive groups.

The agency, under the Ministry of Interior, is headed by a director named by the Minister. Personnel are assigned in principal cities of the Republic, with approximately 50% stationed in Caracas.

Courses in criminal investigation were provided to DISIP officials in Puerto Rico, the Canal Zone, and at the International Police Academy in Washington, D.C. Only 20% of the personnel trained are currently still on active rolls of DISIP.

H. Traffic Police

The Traffic Police is a uniformed police force of about 1,500 personnel under the Ministry of Communications responsible for traffic control and enforcement nationwide. Delegations of the Traffic Police are stationed in principal towns and cities, and the personnel are considered to be police in their functions. Major responsibilities of the Traffic Police are: enforcement of traffic laws, traffic engineering studies, issuance and control of vehicle titles and license plates, examination of drivers, issuance and control of drivers licenses, and determination of public transportation routes and services.

The Public Safety Program has assisted the force with advisory and technical assistance during the early years of the project, which included training for 68 Traffic Police officers at the International Police Academy in Washington. In recent years, Public Safety has had only limited contact with this agency due to a small staff, and other priorities.

I. Division of Identification & Immigration

This unit of the Ministry of Interior is responsible for civil and, to a lesser degree, criminal identification matters for the entire country. Central headquarters are located in Caracas with branch offices in principal cities throughout Venezuela.

Central civil identification records are maintained at the Caracas office. These are files relating to the issuance of citizens identification cards (cédulas) which all citizens must have for voting and other purposes. Over three and one half million civil identification cards are currently on file. A much smaller file of criminal fingerprint cards is also maintained. Immigration records of resident aliens are kept here.

This unit is not a police agency in the strict sense, but plays an important role in criminal identification. Public Safety has provided no assistance to the Division of Identification and Immigration.

CHAPTER V

THE PUBLIC SAFETY PROGRAM

A. Description

1. History

The Public Safety project was initiated in FY 1962 at the specific request of the Venezuelan administration. During this period and through the mid-sixties severe threats to Venezuela's security existed and were manifested abundantly by the wave of violence, kidnappings, bombings. The thrust of U.S. assistance was to aid the GOV civil security forces develop capabilities to combat the immediate threat and to establish key police institutional elements.

Priority was given to the establishment of a training program to give emphasis to the then Municipal Police's patrol methods and investigation techniques. The government of Venezuela procured essential items of equipment and by the end of 1963 had acquired a new communications system and 175 new patrol vehicles which greatly increased the field operational capability of its enforcement personnel.

During early 1963, a Public Safety study of police organizations and operations in Venezuela suggested that police planning include such factors as coordination, concepts, continuity and career related matters; it recommended that a unified command center be established to provide a means for coordinated police operations. A unified police command center, tying together the law enforcement agencies in the Caracas area, was organized in November of 1963. This enabled law enforcement officials to more effectively deploy the police and security agencies against lawless elements.

Technical assistance was provided in the fields of organization and administration, criminalistics, records and identification, traffic and training. A project was initiated to establish a police records and identification service to provide uniform crime reporting data and identification services for

the PTJ. The Technical Judicial Police (PTJ) continued to upgrade its medical-legal and criminal laboratory services. The program stressed greater emphasis on the interior, rural and urban areas. In recognition of the need for developing rural police capabilities, Public Safety technicians began working with the National Guard.

Then in 1969 the thrust of U.S. public safety assistance was changed from one of helping to deal with an immediate security problem to that of assisting in over-all institutional reform and development.

In December of 1969, the government consolidated police services in the capital city area by incorporating the Sucre District Police of Miranda State into the Federal District Police to form the Metropolitan Police Force. The President also assigned to the National Guard the responsibilities for police leadership and improvement in the state and municipal forces in the interior.

With the tasking of the National Guard officers to command the operationally independent municipal forces of the interior, the government gave priority to the development of uniform law enforcement practices throughout the country. Programs were developed to provide for greater cooperation and uniform operations. The uniform command center concept used so successfully in the capital city was implemented in other areas of the country.

In 1970, the Minister of Interior established a planning body to develop a program whereby the activities of the civil police forces could be more effectively coordinated. On June 15, 1972, this body was given formal status with the creation of the Office of Police Coordination. The office was given a charter to develop a national program of technical assistance. Subsequently, the Office of Police Coordination and the Public Safety staff developed a program of technical assistance for the state and municipal police agencies of Venezuela. These activities were ongoing at the time of this evaluation.

2. Objectives and Goals

The primary objectives of the Public Safety program in Venezuela are "to assist the Venezuelan internal security agencies to improve their capabilities to maintain law and order, control civil disturbances and preserve internal security. Technical assistance in organization, administration, all phases of police operation, along with both U.S. and local training, are provided five police systems that are responsible to five different government entities."

The major objectives and activities of the program have been focused on the following projects:

- a. Provide advisory services to the Technical Judicial Police in the areas of laboratory services, identification and criminal records, and training.
- b. Provide advisory services to the National Guard, the Metropolitan Police, the Traffic Police and State, City and Municipal Police Forces of the interior in the areas of civil police administration, organization and procedures, training records and communications.
- c. Assist in the development of national training program to include basic, in-service specialized and command training.
- d. Assist in the development of a national technical assistance program to state and municipal police departments.
- e. Provide technical assistance and resource material on narcotic control programming to all law enforcement agencies involved in the suppressing of illegal national and international narcotic and dangerous drug production, use and trafficking.

33 Resources

a. Technicians

Technical advisory services have been provided throughout the life span of the program. Public Safety advisors were experts in criminalistics, criminal investigation, records and identification, traffic, administration and organization. These specialists worked with their counterparts on a daily basis. A high figure of ten advisors was assigned in 1966 and 1967. Currently four advisors are engaged in project implementation. A detailed listing of advisor/technician positions is provided in Attachment E. Twenty-three specialists provided TDY assistance; a listing is provided in Attachment F.

b. Commodities

The Public Safety program has not had a commodity grant increment. Narcotic films, books, brochures as well as other training aids have been procured from special funds. It should be noted that although the U.S. did not provide commodities, the GOV provided major commodity support for project activities throughout the life of the program which greatly strengthened its law enforcement agencies.

c. Participant Training

All law enforcement agencies participating in the program have sent officers to the United States for training. A total of 670 officers have received training in a wide variety of skills. Of those trained in the United States, a large number received training at the International Police Academy and others received specialized training with other U.S. law enforcement agencies or training centers.

The utilization of returned participants has been good. It is recognized that the attrition rate due to retirements and resignations will reduce the participant complement. The National Guard has the highest retention rate, 75 officers or 95% of those trained are still on active duty.

d. U.S. Funding

The total dollar cost to the United States for the program since its inception through FY 74 has amounted to approximately \$3,675,000. The total cost for technicians is \$2,367,000. Funding for technicians accounts for approximately 65% of the total expenditures. A detailed report of project funding by fiscal year is contained in Attachment G.

e. Host Country Contributions

The Government of Venezuela has made significant contributions to the program. Throughout the life of the program the government has committed resources of personnel, commodities and funding essential to the implementation of all project activities.

The Venezuelan Government has purchased capital equipment for its law enforcement agencies at an estimated cost in excess of \$8 million. The government provided funds in the amount of \$898,116 for international air travel and related costs for all participants (Attachment H).

B. Observations and Conclusions

1. Achievements

Throughout the program life span, 1962-1974, a wide variety of project activities were undertaken. During this period, the Government of Venezuela has achieved significant

progress in strengthening the capacity of the police and security forces to counter internal threats to public safety and national security. Concurrently, commendable gains were made in the development of police institutions in the metropolitan areas and in structuring the police as a positive force in support of national development.

The team notes the strong support from all echelons of the government to improve and professionalize its law enforcement services. The team had an opportunity to discuss police and public safety matters with a number of government officials. The current administration under the direction of President Carlos Andres Perez has taken a firm stance to control a rising crime rate, international drug trafficking and organized terrorist activities. New initiatives are being considered to reorganize the police, improve police administration and standards, and increase technical assistance and resources required by the police to meet their responsibilities and to function as effective law enforcement entities.

A summary report of highlights of the country's law enforcement agencies programs and project related activities follows:

Technical Judicial Police

a. Records and Identification

The Records and Identifications Headquarters in Caracas services all PTJ posts in the interior. PTJ utilizes a standard complaint system. This enables them to maintain uniform statistical data on a local, state and national basis. Records of arrests are sent to the center from PTJ posts in the interior and the file therefore represents a national criminal identification archive. The Technical Judicial Police has increased its record capacity and capability through the utilization of automated data processing in some areas. Storage and retrieval capabilities have been greatly improved.

b. Laboratory

The PTJ laboratory facilities were formed in 1958. The laboratory facilities are well equipped. The technical staff consists of medical doctors, pharmacists, chemists

and lawyers. Technical assistance was provided during the period of 1963-1969. Laboratory staff personnel and criminalistics technicians received training in the United States. In 1964 USAID/Public Safety provided a training grant for one PTJ technician to attend a one-year criminalistics program with the Department of Criminology, University of California at Berkeley. Literature, textbooks and technical journals were provided for personnel studying in specialized fields.

PTJ officials are working closely with University officials in developing additional training courses. Employees doing postgraduate work can specialize in criminalistics. Today, the PTJ is providing third country training to Carribean and Latin American countries.

Metropolitan Police Department

a. Training

The Metropolitan Police Force was established on December 21, 1969. The Metropolitan Police is a uniformed, preventive police force. Since its inception, police officials have given a high priority to training.

Training is provided for basic patrolman (police agent), officer candidates, for promotions and senior officers. In-service training and specialized training is also offered. The regular courses currently offered are given in Attachment I. During the program years, the Academy has provided training to police officers from state city and municipal departments on a selective basis. The Academy staff includes members of the Metropolitan Police and the National Guard. Guest instructors are also utilized.

The pre-requisite to service as a police agent is the completion of primary school, service in the Army for two years, meeting age requirements, citizenship, and having no police record. Each applicant must also successfully pass psycho-technical, general knowledge, medical and physical (agility) examinations.

The following is a schedule of hours of work per course offered students at the Academy:

<u>Course</u>	<u>Theory Hours</u>	<u>Work in Class</u>	<u>Partici- pants</u>	<u>Total Hours</u>
In-Service Superior Officers	513	148	79	740
In-Service Sub- altern Officers	617	102	85	804
Officer Formation	2,140	343	1,178	3,661
Formation of Female Agents	546	73	273	892
Formation of Male Agents	466	69	197	732
Supervisors	178	5	-	183

During the period of 1971-1972, a total of 972 applicants were admitted to the center. Of this number 840 people graduated. This includes attendance in all courses offered.

Average Successful Completions Per Year

<u>Total Aspirants</u>	<u>Year</u>	<u>Completion</u>	<u>Average</u>
625	1971	536	85%
347	1972	304	87%

A number of specialized training courses were conducted by the Metropolitan Police Academy.

In 1972 the police department expanded its Traffic Division. The Public Safety Division advisors worked with the Department staff in developing a motorcycle officer training course. Lectures and manuals were prepared. The first course was offered in 1972. One hundred-sixty nine

motorcycle patrolmen have successfully completed the course.

The Metropolitan Police Force began in-service training course April 1, 1974 which is designed to improve police patrol operations. The Public Safety staff participated in the development of this course. Twenty hours of lecture materials were prepared with emphasis placed on practical application. A training seminar was conducted for the instruction staff. The Department utilized the mobile training team concept to bring the training to the Detachment level. The team is composed of Metropolitan Police officers, OPC and PS staff personnel. The Department will train 1,834 patrolmen within a 45 day period.

A recent evaluation of the Metropolitan Police Academy was conducted by Mr. Robert Cavanaugh of the Public Safety staff. A report of his study has been forwarded to Metropolitan Police officials. The report proposes a review of personnel selection procedures to improve and facilitate the recruiting of prospective police candidates. Recommendations were also made in curriculum development to meet the current Department requirements.

Unified Police Command - Caracas

During emergency situations, the Unified Police Command (UPC) is activated. The police agencies and the military services participate in the joint command operations. Representatives of the military and different police agencies are on duty in the operations room, each with communications to his own organization. Officials report that the facility has been used very effectively, most recently during the national election. In September 1972, Mr. Paul Katz conducted a survey of the Caracas metropolitan communications system. Detailed information on the communications capabilities/requirements was submitted to Metropolitan Police officials.

Similar unified command centers, though somewhat less sophisticated in design, have been established in Mérida, Maracay, Coro and Maracaibo.

At the state level, each state governor heads the unified command structure. Government, military and police personnel serve on the states' "operations staff." Joint meetings are scheduled and appropriate information and resources exchanged.

Office of Police Coordination

The purpose of OPC was to provide technical assistance, research and planning to all Venezuelan police agencies commanded by National Guard Officers, as well as to governors, prefects and other government officials having responsibilities for the maintenance of law and order.

Priority is given to training and staff studies on police management and operational requirements. Emphasis of the program was directed to increasing the operational capabilities of the state and municipal police organizations.

Since the activation of the OPC, state and local police departments have requested technical assistance relative to their departments administration and operation. Joint OPC-PS teams have conducted comprehensive surveys of four states and three training schools. The survey included recommendations on organization, administration, personnel management, training, deployment of field operational units and utilization of facilities and resources. Today, four state police organizations are operational.

OPC has also responded to requests for technical assistance in specialized areas. Assistance has been provided on records and identification, criminal investigation, special tactical forces and narcotic enforcement matters.

Excellent results have been reported from officials participating in OPC programs. The principles of organization and management have been tested and proven so that today a number of police organizations are functioning more effectively. Utilization of available manpower is greatly improved as commanders are using a sound crime data base which provides information on time, place and occurrence of crime for the deployment of their personnel rather than leaving things to chance.

OPC has made excellent progress in developing a program of assistance to law enforcement agencies; however, it should be noted that assistance is given only to those who request it. Many other departments need assistance. To establish standards throughout the country, national standards are essential. At present, compliance with any recommendations is voluntary. OPC has developed standards on certain equipment items and standards for police records are scheduled for early implementation.

The government has appointed National Guard officers as Chiefs of Police in the twenty states and two federal territories to facilitate the coordination of national effort in law enforcement matters. OPC has scheduled periodic meetings/seminars for all interior police commanders. These sessions provide an opportunity for all commanders to exchange information and develop programs of mutual interest. At the last scheduled meeting a resolution was passed which called for the standardization of police regulations for all uniformed policemen.

The Training Division of OPC has established mobile training teams to ensure that policemen at the state, city and municipal level would receive training. The opportunities for training for the local policemen have been limited and training requirements for the police have only been partially met.

Curricula consisting of programs of instruction, lesson outlines, supporting hand-out materials and training visual aids have been developed. A number of specialized courses have been conducted. Detailed information is given in Attachment J. Recently the OPC-PS training staff conducted a three-week instructor methods course for 139 policemen representing all states. These men are now serving as a cadre of instructors and are giving similar training to 1,500 policemen from city and municipal police departments. The course of instruction includes patrol operations, investigations, crowd control and other police disciplines.

OPC is developing a number of different types of training courses. The staff is presently planning a twelve-week basic course for all policemen. In-service training, specialized and advanced training is programmed.

OPC plans to continue the mobile training team concept. The teams will conduct training for cadres in seven regions (1 to 4 states in a region). The training cadres will then conduct the training in their home areas. The concept of "training trainers to train trainers" is sound.

OPC coordinates all overseas training for law enforcement officials. Requests for training are submitted to OPC. The application is reviewed and a determination is made in regard to the applicants eligibility. Training is approved for career police officials who are occupying important positions in the agencies and who can make major contributions to the improvement of the country's law enforcement program. OPC has effectively administered this program.

National Guard

The National Guard, although under the Ministry of Defense and militarily oriented and structured, devotes the majority of its time to civil police duties. With the assumption of command responsibilities of the national and state law enforcement agencies, National Guard command personnel gave top priority to civil police administration, organization and operational training.

The N.G. has expanded its recruit training course (6 months course) to include approximately 300 hours of instruction on police subjects. Technical assistance was provided by the Public Safety staff. Additional civil police orientation is included in the in-service, specialized and advanced training courses. Seventy-eight National Guard officers have successfully completed courses at the International Police Academy in Washington, D.C., the Northwestern Traffic Institute and other specialized schools in the United States.

National Guard officers, both within the OPC and in police command positions throughout the country, have been instrumental in making administrative, procedural and organizational changes resulting in improved police effectiveness.

An important element of the N.G. responsibilities is the support of the state, city and municipal police in the control of major disturbances or riots. The National Guard has continually upgraded its riot control forces. In 1973, N.G. and PS staff developed a training program for the highly elite Mobile Detachment of the Guard. The concept of this unit is a "force in readiness" with the capability of being dispatched on short notice to handle unusual public order problems. Comprehensive courses of rigorous physical training and humane police crowd control techniques were implemented.

Narcotics Control Programming

Officials of the government are working to increase the effectiveness of narcotic law enforcement in Venezuela. The Office of Public Safety is providing technical assistance and training to the law enforcement agencies engaged in preventive and enforcement activities. In July 1973, a resident Public Safety advisor was assigned full time to narcotic control programming.

The U.S. Government contributed \$59,425 to the program during FY 73. This included funds for the technician and participant training. During this period, the GOV provided \$30,782 for personnel, training and commodities. The government provided funds for laboratory equipment including over 1,000 narcotics kits to facilitate field testing. Estimated U.S. program cost for the FY 74 period is \$45,000. Of this amount \$7,000 is programmed for training material and equipment support items.

Government agencies have taken the initiative in attacking the drug problem. A training program was organized for law enforcement personnel. Officers were selected to attend the DEA International Training Institute and the U.S. Treasury Customs Academy in Washington, D.C. Eleven officers were trained during FY 73 and have assumed vital positions in the nation's control program. In-country training was also given priority. A total of 315 officers were trained during FY 73. Many serve as instructors while others occupy key enforcement and command positions.

Narcotic enforcement has increased. A comparative analysis of PTJ narcotics records between a 1972-73 period reflected an increase in all categories. During FY 73 a total of 1,741 arrests for narcotics violations was effected. A total of 16.8 kilograms of heroin, 1,030 kilograms of hashish and 265.318 kilograms of marihuana were seized. For FY 74 arrest/seizure data see Attachment K.

Situation

Government officials state that the country is not a producer of hard drugs. Marihuana is grown on a very limited scale. Authorities estimate that most of the marihuana consumed locally originates in Colombia. Cocaine is not produced locally; however, supplies are readily available and there is increased usage. Amphetamines and barbiturates are available in limited quantities. Heroin addiction is not currently a problem in Venezuela. Officials, in identifying the source of narcotics and dangerous drugs as originating outside the country, recognize the potential for transshipment of drugs through Venezuela to other countries. The government is strongly supporting national and international efforts to control the problem.

Enforcement

a. The Technical Judicial Police (PTJ)

The Technical Judicial Police, Ministry of Justice, has nationwide jurisdiction and is tasked to enforce the narcotic laws. The narcotics enforcement responsibility is divided into basic units; first the narcotics division which has jurisdiction in the Caracas Metropolitan area; secondly, the Secretary General's office which directs the activities of personnel assigned to the 43 field offices throughout the country. The narcotics division also has the responsibility for maintaining the narcotics records. P. T. J. increased the personnel strength of their narcotics division 27% during the past year to meet the rising threat of drug trafficking and abuse.

b. The P. T. J. Forensic Laboratory

The laboratory handles forensic scientific analysis for all law enforcement agencies. The laboratory is adequately staffed and equipped to handle the case load imposed by the nation's enforcement efforts. In order to facilitate identification of drugs, P. T. J. has established field laboratories in Maracaibo and Maturin.

The laboratory staff and the Narcotic Division have developed a comprehensive prevention and education program. Publications, books, brochures and hand-out materials have been published to alert the populace to the dangers of drug use. The material is also used in narcotic enforcement training courses.

c. The Metropolitan Police

The Caracas Metropolitan Police by Presidential Decree has jurisdiction in the Federal District and Sucre District of Miranda State. The Narcotics Division of the PM is a part of the Vice Control Department. Since January of 1974, the Metropolitan Police Department has had complete authority to investigate all criminal cases but currently, as a matter of department policy, limits this authority to cases involving narcotics and the illegal use of firearms. The authority to investigate criminal cases was authorized by Presidential decree. This authority will greatly increase the enforcement capability of the department and in turn contribute greatly to the national enforcement effort.

d. The National Guard

The National Guard has officers and men dedicated to customs inspections at all overland ports of entry and border patrol responsibilities throughout the country. The N.G. has given priority to narcotics training. The Public Safety narcotics advisor assisted the training staff in course development. Audio visual aids were also prepared and used extensively.

PTJ, NG and PS staff developed on-the-job narcotic control training program for Guard personnel. Over 600 recruit guardsmen received narcotic enforcement training during the first half of FY 74. Thirty officers have been trained in Customs Narcotic Enforcement techniques, ten of whom are serving as instructors at the detachment level.

e. The Customs Service

The Customs Division, Ministry of the Treasury, has inspection responsibility at all sea and air terminals and tariff collections at all ports. Twelve customs officials have attended a two-week Customs Narcotic Control Course conducted by a four-man U.S. Customs TDY team. Three officials also attended a six-week Customs Enforcement Course in the United States. The Ministry of Treasury has included a block of instruction on narcotic control measures in their academy curriculum.

f. The Interior Police Departments

The uniform police departments in the interior of the country (state, city, municipal) are strictly preventive in nature. Narcotic arrests and seizures made by these departments must be turned over to the nearest PTJ field office for investigation. The Office of Police Coordination, Ministry of the Interior (staffed by National Guard, Ministry of Interior and Public Safety personnel) has developed a basic course in narcotics enforcement techniques. Ninety-four officers representing the principal uniformed police departments have completed this instruction and have returned to their parent units to train others. This program should have a multiplier effect and result in greater enforcement capability. While it is recognized that the interior police lack investigative authority, nevertheless it is the local policemen who are in daily contact with the citizenry and most likely to encounter drug violations - production - use - trafficking. Every effort should be made to improve their knowledge and expertise in this field. The policemen's enforcement authority should also be broadened to allow them to more effectively cope with this problem.

2. Problems

Office of Police Coordination

The cornerstone of the current Government of Venezuela/Office of Public Safety program is the establishment and operation of the Office of Police Coordination. The GOV and PS have organized a technical staff of National Guard officers and Public Safety technicians to implement the program. Advisory services in the fields of police management and operations are being provided to state, city, and municipal police departments throughout the country. Standardization of modern police methods and training have been afforded the highest priority.

Excellent progress has been made throughout this program period in providing advisory assistance in administration, operations and training. The Office of Police Coordination has been established as a self-sufficient entity. The channels of communications and liaison with the various police agencies to OPC have been established. The evaluation team believes that the program objectives as originally structured have been met. The team would like to make several comments and observations regarding the program to improve law enforcement.

While progress has been made to develop standards for police, improve operations and increase training opportunities, much remains to be done. Operating under the current law enforcement structure, it will be difficult to attain operational and administration proficiencies of all law enforcement agencies desired by the government within a reasonable time frame. The present framework of law enforcement places police administration within the ambit and influence of the local political body. Until national standards are legally established and a legally constituted body created to implement the program, police operations will be fragmented, overlapping and uncoordinated.

OPC as presently structured does not have the authority to establish uniform standards and ensure compliance throughout the country. This could be accomplished by the creation of a national police organization, strengthening the Office of Police Coordination or the establishment of a national police commission which would be charged with the responsibility

of developing and implementing a national program to establish national standards and attain a high degree of efficiency in the administration and operation of local police agencies.

Standards should be established for all major elements of police operations including organization, selection, training, promotion, inspection and discipline. This will require extra staff work. The OPC as presently constituted does not have the personnel to fully develop and implement a national program of this scope.

Some of the needs that can be served by increasing national planning and research programming are crime and traffic analysis, special problem research, long and short range program projections, and procedural systems.

As presently structured, OPC does not have authority to ensure compliance with national programs. The establishment of standards should be followed with a system of internal controls. Follow-up inspections on surveys - evaluations are currently conducted on an informal basis. To function effectively, OPC should have inspection and audit authority.

Another means of gaining compliance is a subsidy program. Funds would be generated by the national government and provided to the OPC to support local governments in improving their police forces in order to attain the objectives as established. The local governments would be thus rewarded for meeting the national standards of police administration/operation.

The need to coordinate all law enforcement efforts is essential. A national police organization would no doubt integrate under its administrative direction and responsibility all law enforcement agencies, thereby consolidating all enforcement programs. If a national police agency is not created, either a national police commission or an office of police coordination could serve as the coordinating agency to bring together all enforcement agencies to develop and implement a national program. Either organization should be adequately staffed and all agencies should be represented on the police commission or in the office of police coordination.

Interior Forces

One of the most evident problems of most interior police forces is the undue political influence exercised in police affairs. This political influence is especially notable in the appointment of policemen and budget allocation. Local prefects exercise, in most of the states, direct control over the police in their areas of jurisdiction with little or no outside inspection or audit as to the efficiency of police administration and services. This decentralization of police powers accentuates and aggravates the control process to such a degree that little can be accomplished to remedy the situation without major reorganization. Formation of a national police force has been mentioned as one possible solution. Another possibility which would provide greater centralization, yet retain some degree of autonomy, would be to create state police forces as has already been accomplished in some states. The commanders of these state forces would be directly responsible to the state governor and would exercise control and authority over all police within the state - one unified force.

Another serious problem found in the interior forces is that of personnel. Recruitment standards, if they exist, are so low as to preclude personnel from becoming effective policemen. Often the agent's educational level is such that he is unable to absorb the training, if it is available. High minimum standards must be set up with corresponding pay benefits, career status, merit promotion, and other benefits so necessary to attract and retain qualified personnel. In effect, a complete personnel administration system must be provided for state forces with all that this implies.

Continuity in police leadership is especially critical to overall improvement of the interior forces if true improvement is to be realized. Many of these officers are selected for their political connections rather than their qualifications, and remain in position only so long as they are in favor. Even in the case of FAC officers who are on detached duty to interior forces as commanders, their tour of duty there is seldom longer than two years. Even the OPC, a most important entity for improvement of state police forces, has experienced a change of five commanders in less than two years. Police leaders must be carefully selected on a basis of training,

education, experience and qualifications and given an opportunity to remain in place for so long as performance standards are met. Only by providing continuity of qualified police leadership can significant improvement be realized.

Technical Judicial Police

There is a general feeling amongst law enforcement officers that crime is on the increase and this is supported to a degree by the significant increase in the number of complaints received; however, there are few statistics available on which to make a valid analysis of crime trends.

The team recommends that the PTJ national crime records system be expanded to include an input from all GOV police agencies. A single nationwide crime reporting system should be developed that would enable national and local law enforcement entities to measure and analyze the volume and trends of crime within the country. A uniform series of forms and manuals should be prepared and distributed to all law enforcement agencies so that accurate and uniform base data is received. Criminal fingerprint cards should be submitted to the P. T. J. Identification Bureau by all police departments as arrests are effected.

National Guard

At one time, the FAC was considered, and considered itself, exclusively a military force. In recent years, it is apparent that the National Guard has become increasingly aware of its civil police responsibilities and is addressing them with great vigor and interest. One of the most important aspects of recent NG activity has been the provision of officers on detached duty to serve as commanders of many state and local police units with a view towards assisting in the improvement of those agencies. This is an important and difficult undertaking, and it is therefore of corresponding importance that the officers selected to head these units be highly qualified. One of the prime considerations in their selection should be education and training in police administration, so that their improvement efforts will be properly oriented towards the civil police function, rather than exclusively military.

The leadership exercised at this period will influence the state and local forces for many years to come, making the selection of these commanders of prime importance.

All Services

It is now recognized that the police officer, like a doctor, a lawyer or any other professional, requires repeated training. Basic training, properly organized and presented by competent instructors, will fit him for his initial job; however, with only this training he can by no means be considered a fully competent professional law enforcement officer. This can only come after additional training, layered with considerable experience.

The mobile training team program, while excellent in concept, cannot meet the training requirements necessary to professionalize the local police. A national training program to address recruit, specialized, supervisory training, both first line and command level, should be given increased emphasis in the national police improvement program.

The PTJ, NG and Metropolitan Police agencies have excellent training facilities and are meeting the training needs of their personnel. To provide adequate training for local police personnel, it is necessary to bring the training to them. The training function is very susceptible to unified programming and administration. Presently no state can support a complete training academy with adequate facilities, competent full time instructors and up-to-date curriculum. But when the national government brings a number of states together to form a regional training academy, an institution can be created which all can support and from which all can benefit. The team believes the national program could be more efficiently implemented by establishing regional academies in selected areas of the country.

The team notes the excellent work done by GOV law enforcement officials to alert the public to the dangers of drug abuse, also the training programs given to law enforcement personnel. These programs should be continued.

The team believes that because of the interrelationship between drugs and crime, every patrolman deals with the users of narcotics and dangerous drugs. Therefore, job training at the entry level should include the identification of behavior patterns of persons who are under the influence of various narcotics and drugs.

Policemen should be familiar with the types of drug paraphernalia. They should also be trained to conduct preliminary narcotic investigations that they can either complete themselves or that will aid the special investigators who complete them. Legislation should be enacted to provide authority to qualified policemen to investigate and successfully complete narcotic investigations. It is believed that narcotic and drug violations should not be relegated to the narcotics specialists alone; rather the total force should be mobilized in the war on drugs. The team recommends that the well conceived government program be expanded to provide this capability.

National Communications facilities are limited for law enforcement purposes. OPC staff must utilize land telephone lines to communicate with the states. PTJ plans to modernize its communications network and Public Safety telecommunications engineers are scheduled to survey the system. It is essential that national law enforcement authorities have reliable communications with State forces.

States also have little or no communications capability with the cities and municipalities. Equally serious is the lack of post, mobile and portable communications facilities. While the communications capability of the local departments vary, most are inadequate. With the establishment of state and local systems, field operations will become more uniform, police response time to calls will be greatly reduced and citizen cooperation will be enhanced.

CHAPTER VI

RECOMMENDATIONS

While these recommendations are made taking into consideration the existing structure of GOV's law enforcement, the team is aware that the creation of a national police is being considered at the highest level of government. However, regardless of whether this comes about, these are real needs that should be considered within a national context.

Administration/Organization

1. Establish national standards for the organization and administration of state/municipal police departments, including standardization of personnel selection, recruitment and administration.
2. Continue the amalgamation of local police forces into state police agencies to provide greater control and efficiency, if a national police organization is not created.
3. Establish a merit system for recruitment and promotion.
4. Expand the organization and the activities of the research and planning unit of the OPC.
5. Establish an inspection and audit program within OPC or other national entity.
6. Consider a subsidy incentive program to increase compliance with national standards.
7. Prepare and issue a regulations manual for all departments.
8. Establish the Chiefs of Police as an organization to identify and study law enforcement problems and make recommendations to upgrade and streamline the criminal justice system.

9. That frequent meetings, seminars be held for the Republic's Chiefs of Police, at regional and national level to discuss mutual problems and develop procedures, programs to upgrade law enforcement.

Training

1. Establish regional training academies to facilitate training for all policemen at the state/municipal levels.
2. Select qualified officers to attend specialized and advanced training courses both in country and abroad to serve as instructors in the regional training academies.
3. Utilize officers specially trained and educated in police or related fields in the Republic's training program.
4. Continue the mobile training team program until all academies are operational, then use teams only for specialization not available at the regional academies.
5. Increase mobile training team staff to provide training for greater numbers of personnel.
6. Provide first-line supervisor training.

Criminal Investigation

1. Consider legislation to provide authority to all qualified uniformed police personnel to investigate crimes and make arrests.

Narcotics

1. Every police recruit receive fundamental narcotic and drug investigation training during basic training.
2. Training be expanded to eventually reach the patrolmen in all law enforcement agencies.

3. A standard narcotics records system be developed for use by all enforcement agencies.
4. Special narcotic investigative units be created in each state capital city.
5. Police agencies cooperate in and where necessary to establish drug abuse public awareness programs for schools and communities.
6. Procedures be formulated to insure coordination and continual exchange of information between the nation's law enforcement agencies.
7. Regional narcotics inter-agency (law enforcement) coordinating committees be created.

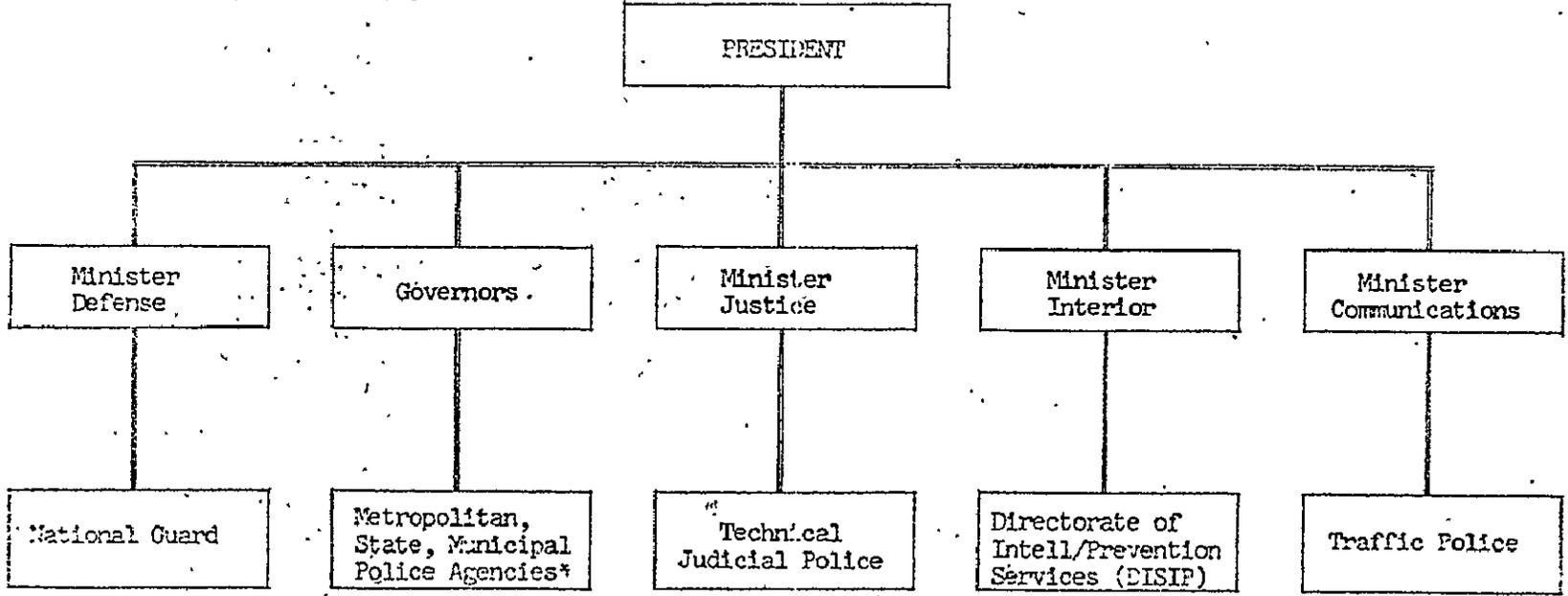
Records

1. Require all law enforcement agencies to submit criminal fingerprints to the national identification bureau, PTJ.
2. Establish a national uniform crime records and reporting system.

Communications/Logistics

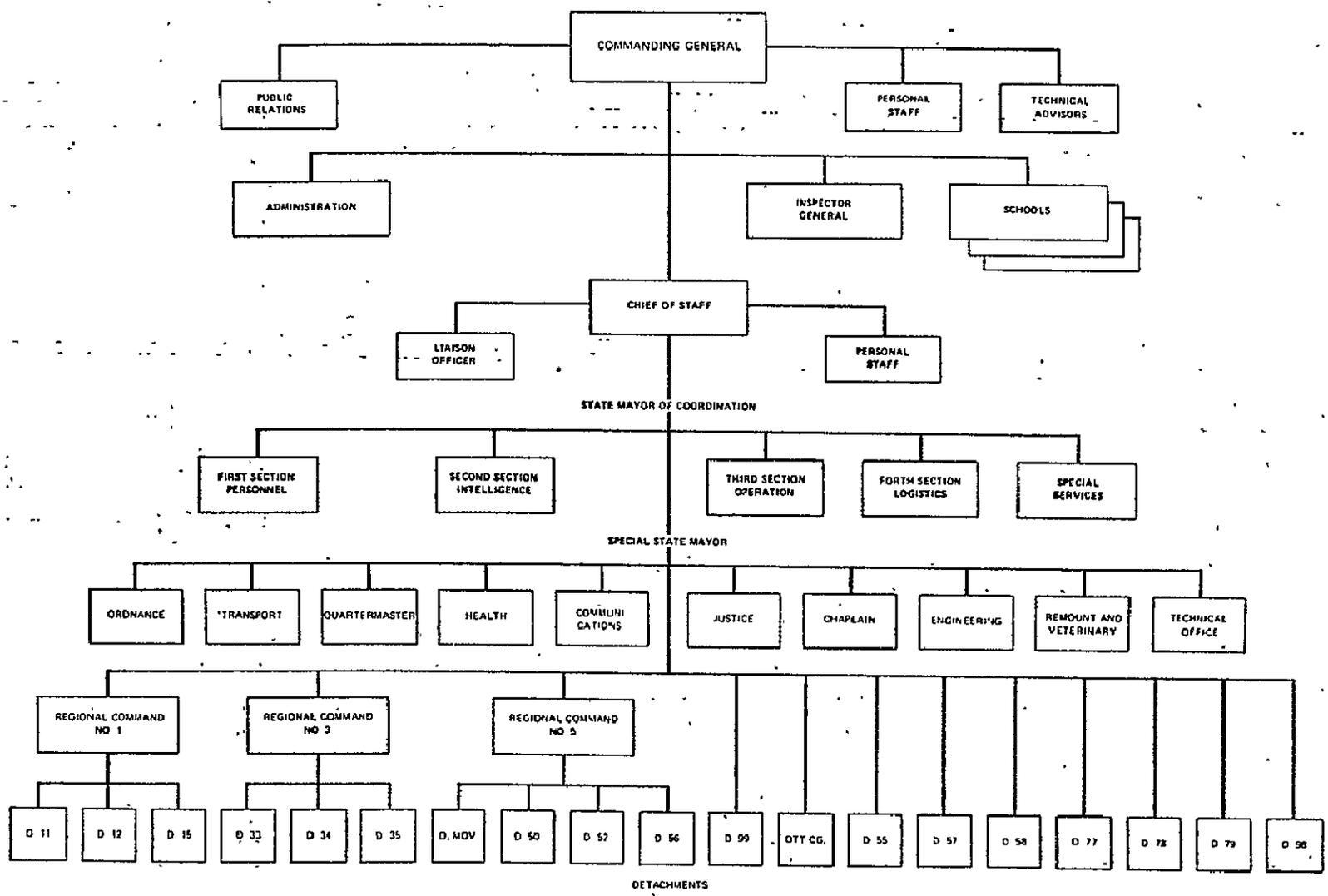
1. Establish a single, integrated countrywide law enforcement communications system.
2. Provide radios/vehicles; establish communication systems for cities/municipalities to insure at least minimum operational capability.
3. Standardize basic police equipment to facilitate procurement and maintenance.

VENEZUELAN POLICE AGENCIES



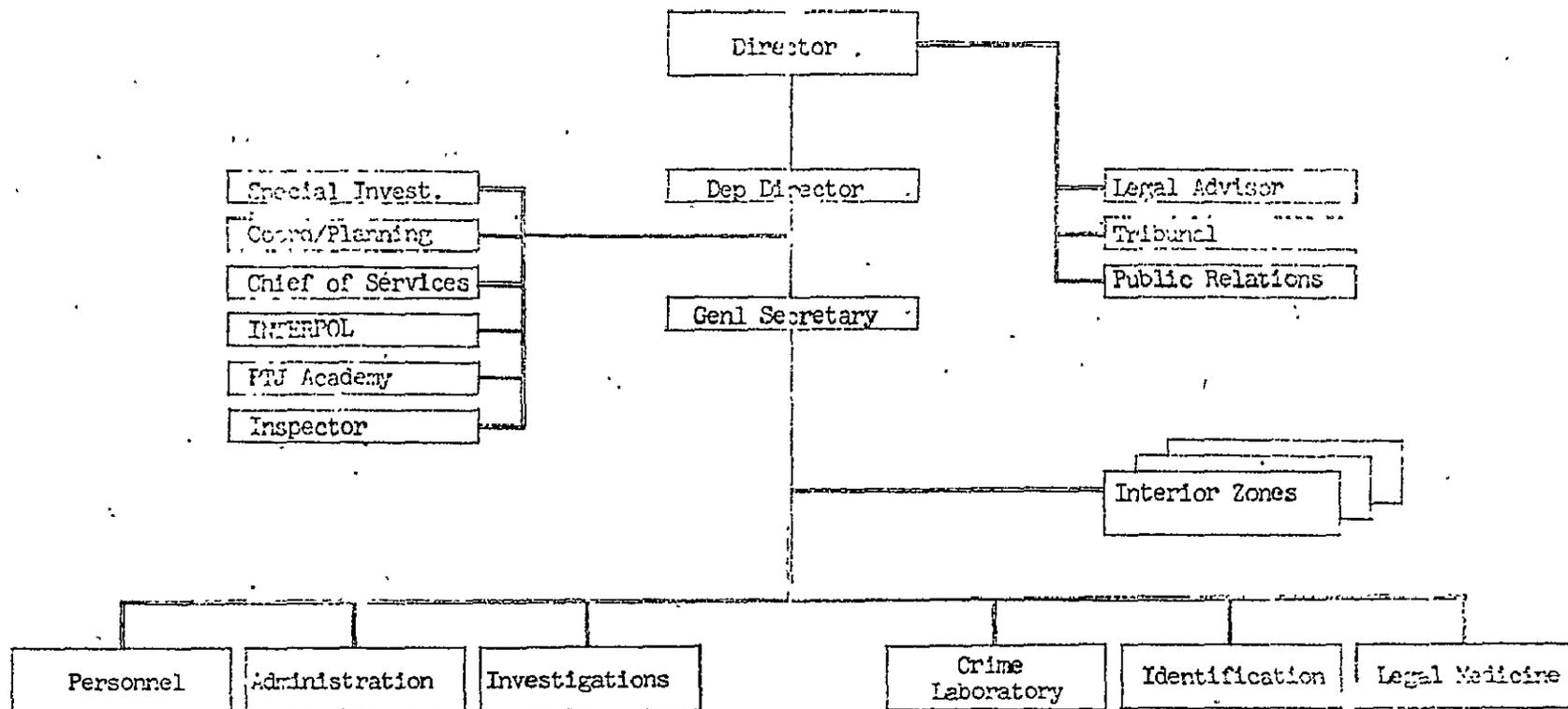
* Approx. total of 450 agencies in 1 federal district, 20 states and 2 federal territories

GENERAL ORGANIZATION OF THE NATIONAL GUARD

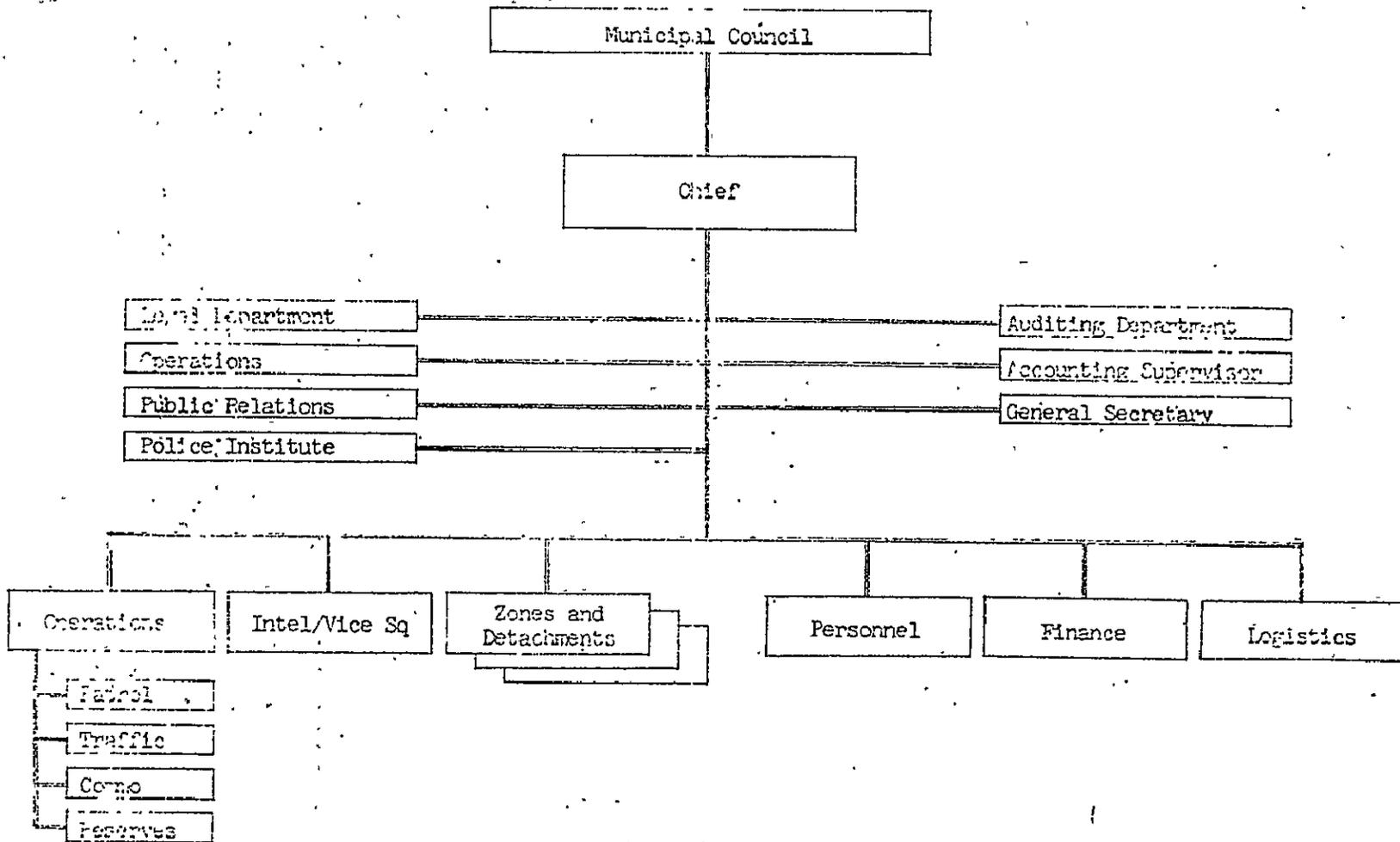


The Organization of the National Guard

Republic of Venezuela
MINISTRY OF JUSTICE TECHNICAL JUDICIAL POLICE FORCE



Republic of Venezuela
METROPOLITAN POLICE
(Federal District & Sucre District, Miranda State)



PUBLIC SAFETY PROGRAM DIRECT HIRE STAFFING

	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972	1973	1974
John P. Longan (CPSA)													
Arlen W. Jee (Crim)													
Robert Hernandez (Traf)													
Clifton M. Monroe (DCPSA)													
James S. Peldich (Invest)													
David N. Greig (Invest)													
James L. Reinhart (Area)													
William E. Cashin (ID-Rec)													
Richard R. Martinez (Area)													
Joseph De Lopez (Tng)													
David S. Arroyo (DCPSA)													
Nicolas Leondiris (Invest)													
Frank C. Esquivel (Invest)													
Marion D. Collier (Area)													
Nicolas Yantsin (Rural)													
Felipe Sandoval (Tng)													
David L. Laughlin (CPSA)													
Myron M. Kline (Invest)													
Michael M. Salseda (CPSA)													
Robert T. Tuckman (Invest)													
Rex D. Morris (DCPSA)													
Richard P. Raugi (Genl)													
Robert S. Cavanaugh (Tng)													
Adolph B. Saenz (CPSA)													
Man Months	5.5	30.1	46/22	57/22	98/24	99/30	82/25	60/23	54/10	*38-	47	43.5	11.5
Man Years		2.5/.08	3.8/1.8	4.8/1.8	8.2/2.0	8.3/2.5	6.8/2.6	5.0/1.9	4.5/0.8	3.1	3.09	3.6	0

* Advisory assistance not rendered to DISIP.

PUBLIC SAFETY PROGRAM**TDY PERSONNEL**

<u>NAMES</u>	<u>PURPOSE</u>	<u>DATES</u>
Clifton M. Monroe Public Safety Advisor	Program Assistance	1) 10/30 - 12/1/62 2) 1/5 - 2/6/63 3) 4/2 - 5/17/63
Arthur M. Thurston Public Safety Consultant	Study Physical Security	6/2 - 6/25/63
John E. Eagar, U.S. Immigration & Naturali- zation	Study Border Control	6/13 - 8/3/63
Joseph Lingo PS Consultant	Study Police Organ. & Operations in Venezuela	4/16 - 8/4/63
David L. Laughlin and Robert Weatherwax, PSA	Study Fed. Dist. Municipal Police Communications & Mobility	March 1962
Frank Loveland and Porfirio Diaz Santana, Prison Consultants	Report on Prison Systems of Venezuela	8/10 - 9/28/63

Ellis Lea PSA	Firearms Training Program	2/16 - 2/29/64
Andrew Mosser, PSA	Firearms Training Program	10/10/64 1/28/65
Byron Engle, Director OPS, and David R. Powell PSA	Consultations	10/24 - 10/30/63
A. Armas, E. Hernandez and D. Arroyo, Public Safety Consultants	Technical Assistance Unified Police Command	9/8 - 12/2/63 9/8 - 12/2/63 9/21 - 12/25/63
Richard R. Martinez PSA	Police Training	8/9 - 11/14/64
Gregory Luna PSA	Police Training	8/9 - 11/14/64
William E. Cashin PSA	Fingerprint & Records Assistance	10/6 - 11/4/64
Richard Dunagan and Reynaldo Maduro, BNDD	Narcotics Investigation Training BNDD Narcotics Training	3/5 - 3/20/65
David S. Arroyo PSA	Training	4/3 - 11/4/65

John P. Longan, Chief
OPS/LA Branch

Consultations

2/18 - 3/20/68

Paul Katz, Chief
PS Tele. Branch

Survey of Caracas
Metropolitan Police
Communications

5/10 - 5/17/72

PUBLIC SAFETY PROGRAM DOLLAR COSTS BY CATEGORY (\$000)

	FY-62	FY-63	FY-64	FY-65	FY-66	FY-67	FY-68	FY-69	FY-70	FY-71	FY-72	FY-73	FY-74 (Est.)	TOTALS
PERSONNEL SERVICES	8	87	183	204	241	293	243	264	226	157	191	142	128	2,367
CONTRACT		21	42	18										81
PARTICIPANTS	2	59	150	234	159	119	93	54	50	28	59	56	60	1,123
OTHER COSTS	-	7	5	21	26	19	17	13	8	10	19	20	20	185
TOTALS	10	153	338	459	426	431	353	331	284	195	269	218	208	3,675

ATTACHMENT G

PARTICIPANT TRAINING

U.S. AND GOV. COSTS

<u>FY</u>	<u>No. Participants</u>	<u>U.S. Cost \$</u>	<u>Gov. Cost¹ \$</u>
62	27	2,733.00	6,690.00
63	62	32,211.66	62,405.00
64	96	105,086.97	102,428.00
65	121	176,261.14	153,836.00
66	97	124,372.33	86,514.44
67	73	113,537.48	74,640.87
68	50	87,253.34	74,111.18
69	29	51,514.40	45,893.92
70	24	40,644.72	46,597.15
71	15	28,000.00	35,000.00
72	19	59,000.00	70,000.00
73	36*	56,000.00	70,000.00
74	<u>17**</u>	<u>60,000.00</u>	<u>Proj. 70,000.00</u>
TOTALS	666 ²	\$935,615.04	\$898,116.56

*Includes 9 narcotics funded participants.

**Includes 5 narcotics funded participants.

¹GOV's costs on participant training for International Travel, salaries and Allowances.

²Plus two self-financed Oil Company participants and two participants from the Army for IPA training. Total 670 participants trained.

ATTACHMENT H

METROPOLITAN POLICE TRAINING CENTER

COURSE CONTENT

1. Superior Officers In-Service Course 740 hrs.
 - a. Subversive War
 - b. Psychology, Sociology and Criminology
 - c. Police Administration
 - d. Statistics
 - e. Personnel Administration
 - f. Public Speaking
 - g. Firearms Training
 - h. Public Relations

2. Subaltern Officers In-Service Course 804 hrs.
 - a. Psychology, Sociology and Criminology
 - b. Criminal Law
 - c. Jail Security
 - d. Crime Prevention
 - e. Subversive War
 - f. The Commander
 - g. Statistics
 - h. PERT/CPM
 - i. Instructor Methods
 - j. Public Speaking

3. Officer Formation Course 3,661 hrs.
 - a. Instructor Methods
 - b. The Commander
 - c. Public and Human Relations
 - d. Bomb and Explosive Handling
 - e. Police Firearms Training
 - f. Criminology
 - g. Legal Matters
 - h. Spanish Literature
 - i. English
 - j. Social Sciences
 - k. Personnel Administration

ATTACHMENT I

4. Agent Formation Course 732 hrs.

- a. Social, Moral and Civic Formation
- b. Police Reports
- c. Basic Patrol Techniques
- d. Elements of Police Investigation
- e. Police Firearms Training
- f. Personal Defense
- g. Crowd and Riot Control
- h. First Aid

5. Female Agent Formation Course 392 hrs.

Plan of studies for this course not available
at time of this report.

6. Supervisors' Course 183 hrs.

Plan of studies for this course not available
at time of this report.

SCHEDULED REGIONAL TRAINING

<u>STATE</u>	<u>COURSE</u>	<u>PARTICIPANTS CY-1973</u>	<u>PARTICIPANTS CY-1974 Scheduled</u>	<u>TOTAL</u>
Tachira	Instructors Methods/ VIP Protection	5	8	13
Merida	"	6	6	12
Trujillo	"	5	5	10
Barinas	"	5	5	10
Zulia	"	15	25	40
Lara	"	6	5	11
Falcon	"	4	10	14
Portuguesa	"	4	5	9
Yaracuy	"	4	4	8
Ciudad Bolivar	"	5	5	10
T.F.D. Amacuro	"	5	6	11
Puerto Ordaz	"	4	6	10
Anzoategui	"	5	6	11
Sucre	"	5	5	10
Nueva Esparta	"	5	8	13
Monagas	"	5	5	10
Apure	"	5	12	17
T.F. Amazonas	"	5	8	13
Aragua	"	5	10	15
Carabobo	"	4	5	9
Guarico	"	3	4	7
Cojedes	"	2	4	6
	Total	112	157	269

ATTACHMENT J

NARCOTIC STATISTICS - TOTALS

FY 74

1 Jul 1973 through 1 Mar 1974

<u>Drug</u>	<u>Arrests for</u>		<u>Quantity</u>
	<u>Possession</u>	<u>Trafficking</u>	
Marijuana	700	392	295 kilos, 869 grams
Cocaine	67	28	5 kilos, 402 grams
Hashish	1	1	4 kilos, 2 grams
LSD	4	4	252 pills 422 drops
Pharmaceuticals (varied pills)	2	0	27 pills
Barbiturates	3	2	46 pills
Mushrooms	14	5	920
Morphine	1	0	30 grams

Total arrests, possession: 792

Total arrests, trafficking: 432

ATTACHMENT K

DISTRIBUTION OF POLICE MANPOWER

<u>STATE</u>	<u>MUNICIPAL POLICE</u>	<u>PTJ</u>	<u>TRAFFIC POLICE</u>
Anzoategui	904	20	40
Apure	337	5	10
Aragua	666	20	40
Barinas	231	10	30
Bolivar	481	20	40
Carabobo	1,112	20	40
Cojedes	242	5	20
Falcon	742	20	40
Lara	1,100	25	60
Guarico	500	10	30
Merida	496	20	20
Miranda	733	60	40
Monagas	345	20	20
Nueva Esparta	248	10	5
Portuguesa	648	20	30
Sucre	424	20	25
Tachira	764	20	60
Trujillo	350	20	20
Yaracuy	430	10	40
Zulia	2,097	120	80
Terr. Delta Amacuro	98	5	3
Terr. Amazonas	99	2	0
Fed., Dist. & Sucre Dist.	<u>8,602</u>	<u>1,030</u>	<u>1,007</u>
	21,549	1,512	1,700

ATTACHMENT L