

SUMMARY

The Intelligence and Vice Control Division of the Metropolitan Police numbers 212 personnel under the command of a National Guard Major. The Division, which reports directly to the Commanding General of the Metropolitan Police, is charged with the collection and dissemination of intelligence matters which effect the operations of the Metropolitan Police, as well as other interested law enforcement agencies; vice control measures in the suppression of prostitution and drug law enforcement; internal investigations of police personnel; security of mail and police installations, and maintaining a small detention center with related records of persons detained therein. All division personnel wear civilian cloths.

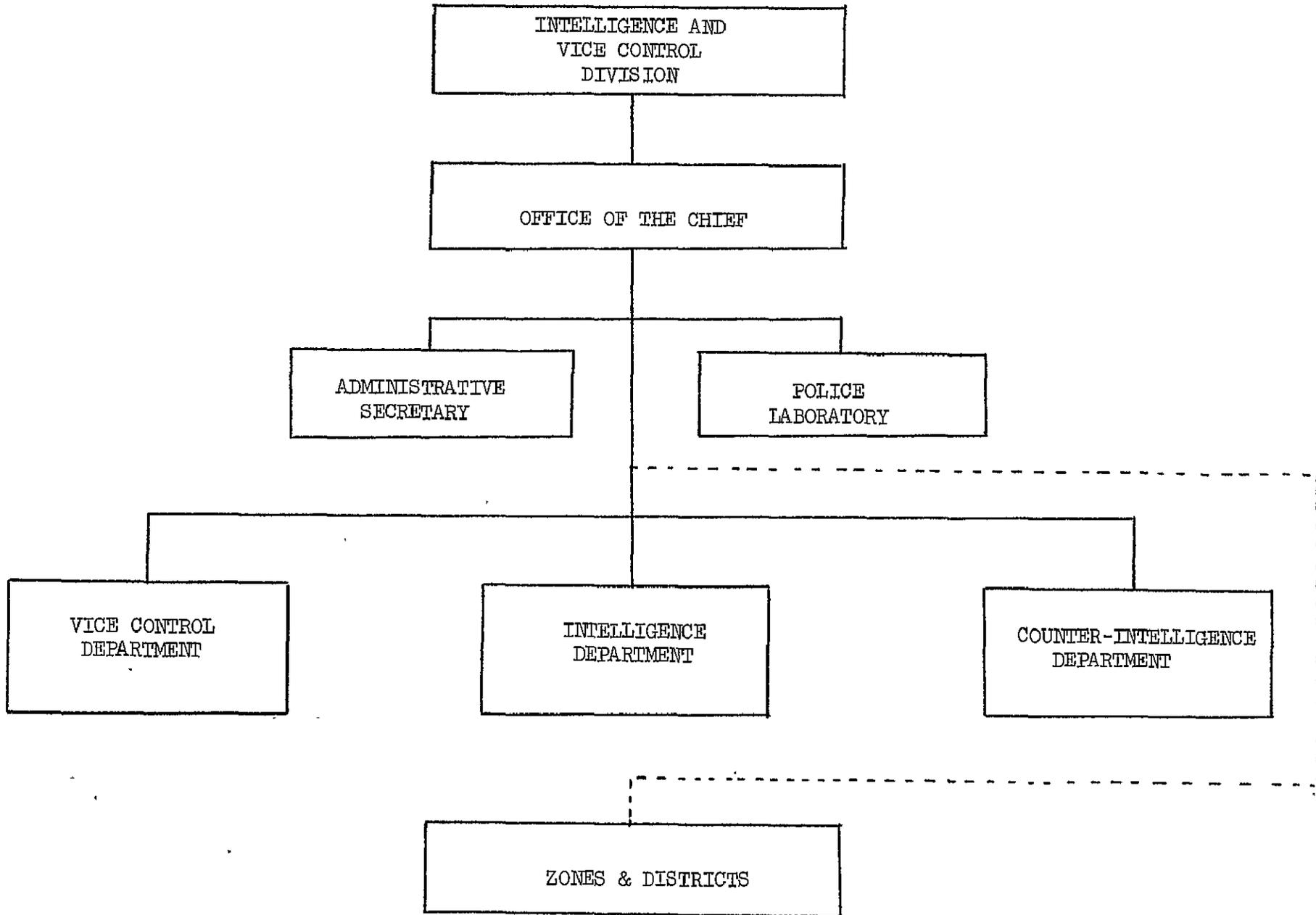
Annex A is the Administrative Chart showing the departments into which the Division is separated. Annex B reflects current proposed chart, while Annex C is based on Public Safety Division recommendations.

The study revealed that the Division does NOT operate as a police intelligence unit, collecting, analyzing, correlating and disseminating information effecting the operations of the Metropolitan Police. The main efforts of the Division are concentrated in vice control matters and limited narcotics law enforcement. At the same time, almost one-fourth of the Division's personnel are

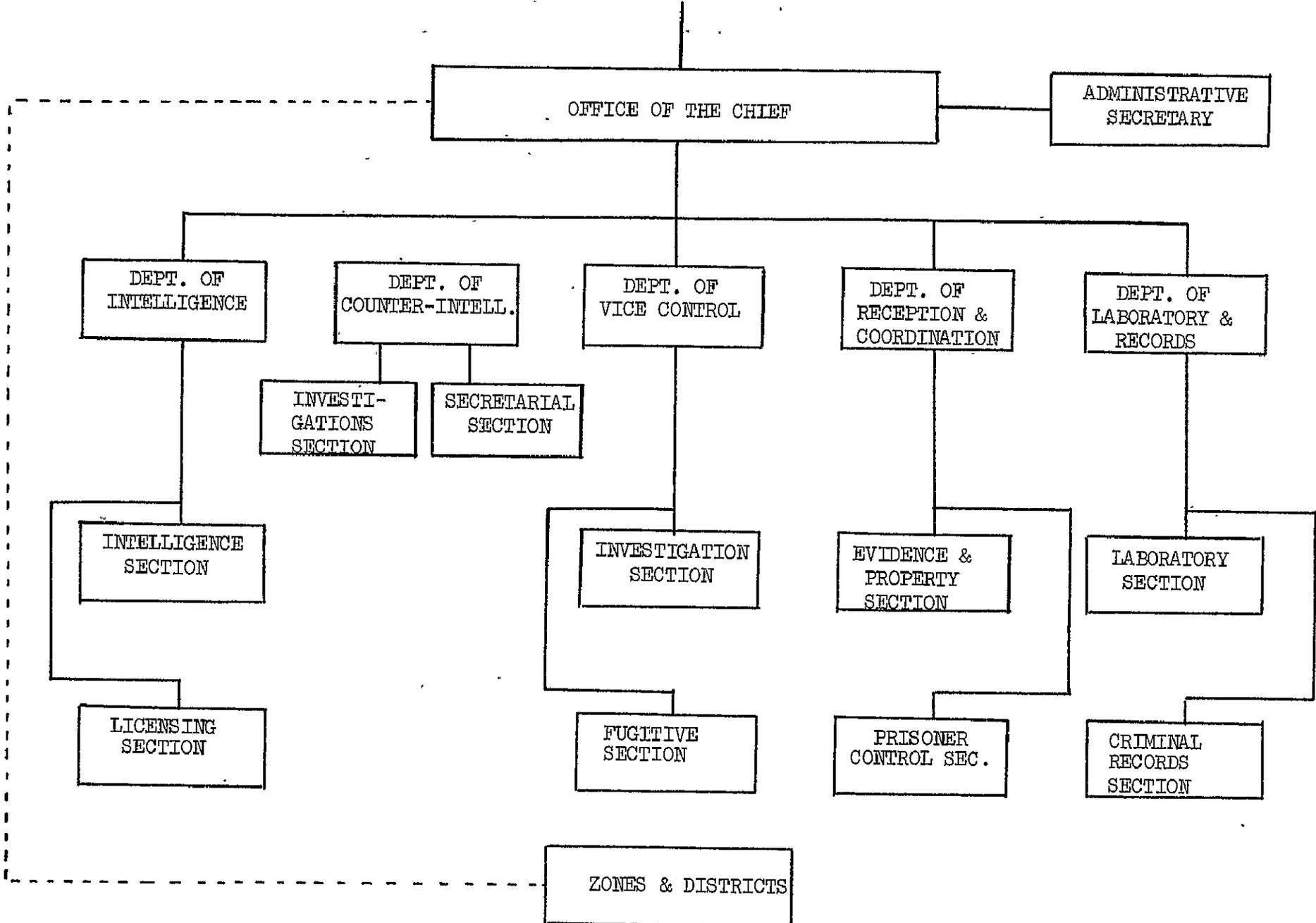
detailed on detached service to other units where "plain clothes" operations are called for, or serve as chauffeurs, body guards, etc. for Government dignitaries.

The laws of the Federal District as well as those of the State of Miranda prohibit the Metropolitan Police from conducting Criminal Investigations. By law the Metropolitan Police, whether in uniform or civilian dress, operate under the preventive force concept while criminal investigative jurisdiction is in the hands of police agencies on a national level.

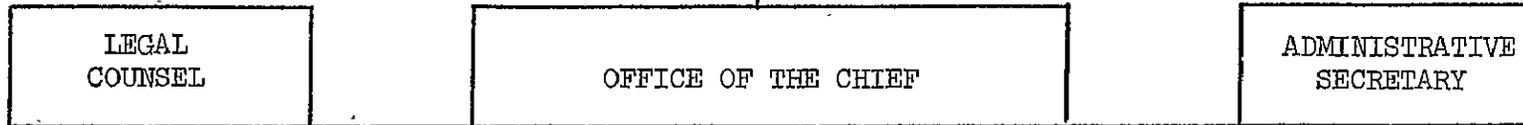
In the study of the Division close scrutiny of the operations of the Department of Vice Control showed that this department prepared good plans based on information it had developed through its personnel, and carried out those plans in a most effective and professional manner. The expertise utilized, based on good police procedures and imaginative thinking, should be directed toward developing the other departments in the Division so that they might effectively carry out the responsibilities assigned to them.



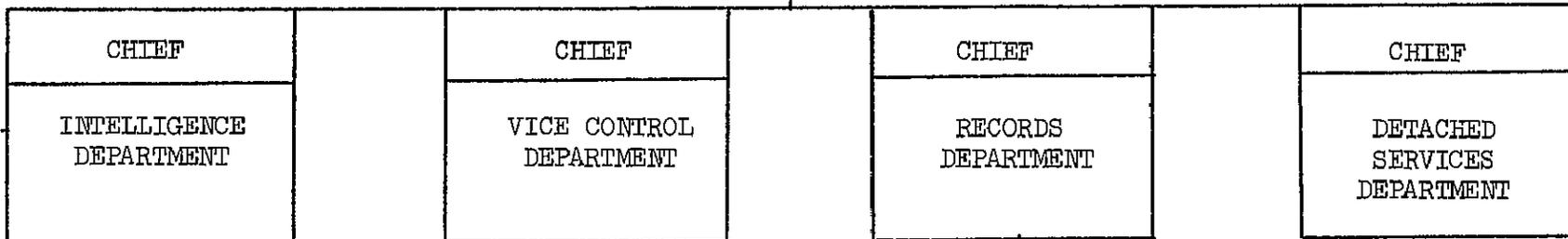
INTELLIGENCE AND VICE CONTROL DIVISION



SPECIAL OPERATIONS DIVISION



PAYROLL



COLLECTION & ANALYSIS SECTION

TACTICAL INTELLIGENCE SECTION

PROSTITUTION SECTION

NARCOTICS SECTION

SECRETARIAL SECTION

RECORDS MAINTENANCE SECTION

PHOTO & FINGERPRINT SECTION

ZONES & DISTRICTS*

* PATROL DIVISION INPUT

SUMMARY RECOMMENDATIONS

1. Change the name of the Division of Intelligence and Vice Control to Special Operations Division, and restructure according to law.
2. Change the name of the present Department of Counter-Intelligence to the Department of Internal Investigations; remove this department from the Division and place it directly under the control of the Personnel Division or the Chief of Operations.
3. The present License Unit should either be augmented with additional personnel and equipment, or returned to the supervision of the Prefect's Office to work with the individual parish Civil Chiefs from which it derived, based on the civil nature of its work.
4. The Department of Reception and Coordination should be removed from the Division and placed under the Operations Division, Jail Control Section, because of its function as prisoner processing and temporary detention facility.
5. A Central Repository of Records should be established within the new Special Operations Division.
6. The Department of Intelligence should have additional personnel and serve as the collection point for analysis and dissemination of police information.

7. The new Special Operations Division should incorporate and coordinate police intelligence operations in Petare and La Guaira areas.
8. Personnel selection: using the same basic prerequisites, select ONLY personnel who have served at least TWO years as uniformed policemen.
9. In conjunction with the Center for Police Instruction, El Junquito, re-institute 5-week courses for new personnel selected for the Division.
10. Purchase additional vehicular equipment in the form of cars, trucks and motorcycles.
11. Draw up job description for supervisory Chief of Detached Services Department.

LEGAL CONSIDERATIONS

In police terminology, an Intelligence Unit is one which gathers, analyzes, correlates, collates and disseminates information of value to police operations in an individual department. In order, then, to make an intelligent evaluation of what the Metropolitan Police Intelligence Division could and should do, one must take into consideration the legal guidelines which permit or do not permit the Department to operate in the area of intelligence gathering. We are not talking now of one small area, for example, meteorological reports, which might be of interest to the Traffic Division in projecting the need for distribution of personnel during the rainy season when perhaps more accidents would occur or roadways would be blocked by inundation. We are speaking now of intelligence matters which would affect the operations of a police department in attempting to contain criminal activity. It is for this reason that the law must be taken into account when considering an intelligence operation for a department such as the Metropolitan Police.

The functions of collecting data, analyzing it and distributing it for operational purposes falls to higher authority than the Metropolitan Police according to the laws of Venezuela. Criminal and subversive activities, or for that matter, common crimes, fall

within the investigative jurisdiction of other police agencies on a national level, i.e., the Directorate of Prevention Services, the Technical Judicial Police, and the Intelligence Service of the Armed Forces. In other words, the Metropolitan Police by law are not charged with the investigative jurisdiction nor with the intelligence gathering jurisdiction of the aforementioned agencies.

Therefore, in cases of common crimes, general criminal activity, and crimes against the State, the Metropolitan Police can only disseminate information to those authorities for the follow-up investigation with which they are charged.

At the same time, one must take into consideration that it would be inevitable that a police force of the size of the Metropolitan Police Department would not, in their daily preventive patrol duties, receive information of value both within its own jurisdiction and that of the aforementioned police agencies. It is here -- that the dilemma lies. The code of the Federal District as well as that of the State of Miranda specifically spells out the legal jurisdiction concerning the Metropolitan Police. Yet, two things must be accomplished:

- 1) Collecting police intelligence data which would better serve the operations of the Metropolitan Police, per se, and
- 2) the proper gathering and analysis of information which would then be disseminated to the agency having the legal jurisdiction over the matter.

It is with these considerations in mind that this study is conducted. The specific recommendations contained therein are made taking into consideration the limitations which the law places upon the Metropolitan Police Department.

I. PERSONNEL

1. Number of Personnel

The total number of personnel now assigned to the Division of Intelligence and Vice Control is 212 men and women. The following is a breakdown:

<u>Title</u>	<u>Number</u>
Chief (National Guard Major)	1
Assistant Chief (National Guard Captain)	1
Secretariat	14
Department of Intelligence	23
Department of Counter-Intelligence	22
Department of Vice Control	28
Department of Reception and Co-ordination	50
Records and Laboratory	19
Detached Service	54
	<u>212 *</u>

* Of the total number of personnel, only 14 (10 male, 4 female) are duly-trained, uniformed metropolitan policemen.

2. Selection of Personnel

The selection of these aspirants to the position of agent of the Intelligence Division is the same as that for police agents. In other words, they have the same prerequisites, however, they must reach level 2 or above on the psycho-technical test.

3. Training

Having fulfilled all prerequisites for police service with the Metropolitan Police Department, the aspirant to the Intelligence Division does not undergo a formal training period. Instead, the candidate is initially interviewed by the Commanding Officer of the Division and, based upon his judgement, is placed on duty with one of the operational departments of the Division. He is immediately supervised by an older experienced agent for a period of 15 days. If the aspirant is considered by the agent supervisor to be a person having sufficient basic requirements for being a good intelligence agent, he (or she) is then assigned to a specific department and will work in the field for a period of 6 months.

At the end of this 6-month probation period the new intelligence agent begins an "in-service" type training course, consisting of 2 hours classroom work per day, 5 day a week. The course duration is 3 months, resulting in 120 hours of instruction.

4. Distribution of Personnel

As previously listed under No. 1 (Number of Personnel) it is noted that there are 54 people on detached service, 7 of these personnel are assigned to the 7th Zone of the Metropolitan Police and as such are well supervised at that headquarters. However, the remainder of the personnel on detached service are distributed throughout the metropolitan area serving in the capacity of body guards,

officers assigned to the offices of the civil chiefs, etc. The most flagrant violation of administrative procedures is observed here because of the lack of control over the majority of the 54 personnel. Granted, a detached service complement is extremely common in most police departments the size of the Metropolitan Police. However, there must be close supervision of these personnel if the department wishes to receive maximum benefits in efficiency from them.

II. EXAMINATION OF ORGANIZATIONAL STRUCTURE

(Annex A - Current Organizational Chart; Annex B - Proposed Organizational Chart)

1. Principal Functions

In the outline prepared for the study and given to the Command Headquarters of the Metropolitan Police, the examination of the organizational structure was to be based on the Manual of Organization of the Metropolitan Police, pages 81 through 86. However, at the inception of this study, it was discovered that the organizational structure for the Division of Intelligence and Vice Control was no longer valid since a new set of standard operating procedures was being developed and hence will change those appearing in the above cited manual.

At this date the standard operating procedures of the Division are still in a state of change and development. In other

words, the Commanding Officer of the Division is still receiving from each of his department heads suggestions which will be incorporated into a Manual for the Division and subsequently be reflected in the overall Manual of Organization. Since these changes are taking place, it would be impossible at this point to make a valid recommendation, either positively or negatively, until such time as the Manual for the Division has been completed.

It should be noted while comparing (Annex B), proposed Metropolitan Police Organizational Chart, and (Annex C) Public Safety Division Recommended Chart, that the entire Division, whose name will be changed to Special Operations Division, will be under the control of the Chief of Operations.

III. OPERATIONS

Police intelligence gathering, analysis, collation, correlation, and dissemination is not being carried out by the current Division of Intelligence and Vice Control. Hence, in the original study outline submitted to the Metropolitan Police a number of questions proposed in the outline are not valid. However, the following is a summary of the work of each department.

1. Department of Intelligence

The Department of Intelligence which numbers a Chief and 23 personnel had been primarily concerned with cases regarding the illegal carrying of fire arms. Recently, they have been called upon to support other units of the Government in the collection of data,

mainly by observation, which affect public order throughout the city.

In essence, this Department functions well and could be exploited as the intelligence gathering unit for the department were it equipped with supplemental investigators and investigative aids. Nonetheless, in the operations to which they have dedicated themselves, mainly cases involving illegal carrying of arms, and other unseen intelligence gathering missions, they have shown imagination and initiative.

2. Department of Counter Intelligence

The Department of Counter Intelligence is found to be a well organized, efficiently operated unit of the Division. However, the term of Counter Intelligence in this case is not accurate. The essential work of this department is Internal Investigations, that is, complaints concerning offenses or crimes committed by the members of the Metropolitan Police. Of the various departments within the Division this unit is probably the best qualified, in police terms, concerning investigations. This based upon the fact that in common crimes concerning a police department member, the men of this unit must conduct a similar investigation for internal purposes as that conducted by the Technical Judicial Police.

3. Department of Vice Control

The Vice Control Department operates extremely well even though additional manpower and equipment is needed. Their main target of operations in their area of jurisdiction is vice enforcement in regard to prostitution. This forms the major portion of their activities.

By virtue of their "intelligence gathering" in regard to the operation of houses of prostitution and "street walker" practices carried on in the metropolitan area, it is inevitable that they, in turn, are able to obtain information on drug traffic and other crime. Cases evolving from their normal operations have resulted in numerous arrests and confiscations of narcotics and dangerous drugs. The cases generally are then turned over to the Technical Judicial Police, by law.

4. Department of Reception and Coordination

This department comprised of a total of 50 personnel is charged with the reception of prisoners, their processing by photographs and fingerprints, and their temporary detention in a small jail facility at Cotiza. In reality they serve as a supplemental arm to the Division yet do not operate as the other departments on the street.

In addition to the booking and temporary detention, this department is charged with the retention of evidence acquired at

the scene of an arrest or from a person detained. They have an excellent "log" system for evidence control.

5. Department of Records and Police Laboratory

Review of the operations and records and police laboratory was also made during the time of this study. This is a very efficient yet small operation which is of definitive value to the operations of the Division as a whole. However, it must not be construed that this Division serves as a Central Records Depository for information or case reports prepared by the various departments. It is, essentially, a fingerprint and photography record system. Probably one of the most developed portions is the identification books made up for each state and territory in which are contained photographs of individuals who have committed crimes within the metropolitan area and have been detained by the Metropolitan Police Department and who may be from a different area of the country.

FOOTNOTE: OPERATIONAL MAP. A large operational map is in preparation at this time and is kept in the office of the Chief of the Division. This map covers an area of the Federal District as well as those portions of jurisdiction of Miranda State under the command of Zone 7. It does not, however, include the area of La Guaira and its environs. The map is divided, in color, according to the various parishes of the Federal District. Each parish, of course, is being administered by the Civil Chief who exercises police

control, especially of intelligence division personnel assigned to the particular area.

In conjunction with the preparation of this map, the Chief has assigned a certain number of personnel to prepare folders on all public business in each parish. The folders will contain, in alphabetical order, the name of the business, the type of business, its location, the name of the owner, his national identification number, as well as his license number to operate his business. Each parish then will have just below the map a corresponding folder with an alphabetical list of all public business in the specific area. This will serve as an excellent intelligence tool at the fingertips of the command personnel of the Division.

LIAISON CONSIDERATIONS

During the study, it was observed on numerous occasions that information as well as detained persons and evidence must be turned over to a higher authority than the Metropolitan Police. In other words, the police and their normal operations will come on to cases which fall under the jurisdiction, by law, of other police agencies. Some difficulties have been met by the Division in turning over information as well as detained personnel and evidence to other agencies. The difficulty then obviously lies in the area of liaison with the other police agencies. Although on a command level certain promises of cooperation may be discussed and voiced on both sides, the working level of the Division at times meet certain

obstacles when attempting to turn over matters to authorities who have the proper jurisdiction.

IV. ADMINISTRATION

The following administrative procedures were observed in each of the departments of the Division of Intelligence and Vice Control Division.

1. Receipt of Complaints

Reception of complaints is generally effected by one of three methods:

- a) Official letter
- b) Daily report summary of incidents and
- c) Citizen complaint.

2. Assignment of Cases

The assignment of cases is ordinarily made by the Chief of the Division after receiving a complaint through one of the three sources mentioned above. Once the complaint is directed to the proper department, the paper work for developing the case is in the hands of that individual department.

3. Administrative Control of Cases

The administrative control of case matters is generally very loose. Initiating a case by one of the three means mentioned above opens a case file. Each department then develops the case

with investigative reports, statements, etc., which are kept within the administrative control of the department Chief. Generally, the department Chief will maintain a case control log on his desk showing the following entries:

- a) date received
- b) date of typing of reports and statements
- c) date received out of dictation above materials
- d) person to whom case is assigned.

Further administrative control is exercised in some departments by means of a 3 x 5 card system, numbered, with a corresponding case file kept in a separate cabinet. Other departments within the Division use only their log book and case file and eliminate the use of the 3 x 5 card system.

Materials in the form of photographs and fingerprints are kept in a separate file in the police records and laboratory section.

4. Dissemination of Information

Dissemination of information is generally carried out simultaneously in a dual form, for instance, persons and property turned over to another police authority is accompanied by an official letter and an initial police report, as well as other verbal explanation of the police intelligence agent bearing or carrying persons and evidence to another agency. In addition, pieces of information of interest to other police agencies are normally handled through the

Chief of the Division office by phone or by word of mouth at a liaison meeting.

5. Classification of Materials

The classification of materials now being handled by the Division is very good. Each document, no matter what its particular classification, is handled with the utmost care so that it does not fall into the hands of persons not authorized to receive it.

6. Reception of Information from the Patrol Division

Generally, in police operations throughout the world the patrol division serves not only an aggressive, oppressive patrol or, as in the case of Venezuela, in preventive patrol, but as the "eyes and ears" of those divisions assigned to investigative matters.

Taking into consideration the preventive enforcement concept of the Metropolitan Police, and at the same time the legal limitations placed upon it in investigative jurisdiction, the patrol division cannot operate as though in a vacuum. It can and must serve as a basic point of data collection which, when properly reported, can serve the special operations division as well as those national police agencies whose jurisdiction permits exercising of investigative authority. Currently, the statistics section of the Metropolitan Police department prints each week a prognosis which in effect, after measuring the use to which the patrol division has been put in the

last week, comes up with suggestions for concentrated, limited or basic patrol operations to contain criminal acts.

In other words, patrol functions are being dictated weekly by the patrol statistics gathered in the prior week. There seems to be no reason why, after proper training, the special operations division could not serve as the data collection point which, when such data is analyzed, will serve the strategic and tactical operations of the uniformed division of the Metropolitan Police.

Currently, some information is being passed on, classified confidential, from the individual district commander to the intelligence division for the purpose of activating cases within their jurisdiction. However, upon measuring the amount of the information based on the number of personnel in the field, it would seem minimal.

V. INFORMANTS

Sources of information are extremely important to the operation of any police department. We are speaking now of more than general citizen cooperation, but rather of paid or unpaid individuals that furnish informations of value to the department.

During the conduct of this study it was observed that the division has very few informants on paper. The method most popularly used is to develop an informant or source of information and utilize his efforts on a person-to-person relationship with a chief or agent within the Division. In other words, there are no written

informant reports or individual files kept on sources of information.

One of the hindering factors in informant development is the small amount of funds afforded to the Division for payment. These funds are controlled directly at the office of the Chief of the Division. In addition, special consideration should be given to training in informant development in all courses offered to personnel of the Division.

VI. SERVICE

1. Transportation

The obvious need in the Services area is for more transportation within the Division. There are only 11 motorized vehicles for over 200 personnel. The necessary mobilization of personnel in radio equipped vehicles will obviously enhance operational effectiveness.

2. Photography Equipment

Photography equipment is definitely needed for carrying out the operation of the Division. The current needs in this area are being filled inasmuch as the Division has some small cameras for their work in the field as well as some fixed cameras units for identification purposes in the process of detained persons and evidence.

VII. BUDGET CONSIDERATIONS

No in-depth study was made of fiscal administration or budget figures, due to the changes now being effected within the Division.

However, one general problem which presents itself, is the maintenance of separate payrolls. This is necessary since some of the personnel are paid from national funds and others from municipal monies. The obvious difference being that the civilian personnel are paid from national funds while police (and some civilian personnel) are paid from the municipal budget. The reason for this is that the majority of the personnel originally belonged to the Prefect's Police and were merged with the Metropolitan Police when this organization was created.