

## Use and Control of Informants

### 604.1 PURPOSE AND SCOPE

The purpose of this policy is to provide guidelines for the use of informants. Officers assigned to or working under the direction of the Northwest Metro Drug Task Force, will follow the policies set by the Northwest Metro Drug Task Force.

#### 604.1.1 DEFINITIONS

Definitions related to this policy include:

**Informant** - A person who covertly interacts with other individuals or suspects at the direction of, request of, or by agreement with the Plymouth Police Department for law enforcement purposes. This also includes a person agreeing to supply information to the Plymouth Police Department for a benefit (e.g., a quid pro quo in the form of a reduced criminal penalty, money).

- (a) **Confidential Informant (CI):** A person who cooperates with a law enforcement agency confidentially in order to protect the person or the agency's intelligence gathering or investigative efforts and;
  - (a) seeks to avoid arrest or prosecution for a crime, mitigate punishment for a crime in which a sentence will be or has been imposed, or receive a monetary or other benefit; and
  - (b) is able, by reason of the person's familiarity or close association with suspected criminals, to:
    - i. make a controlled buy or controlled sale of contraband, controlled substance, or other items that are material to a criminal investigation;
    - ii. supply regular or constant information about suspected or actual criminal activities to a law enforcement agency; or
    - iii. otherwise provide information important to ongoing criminal intelligence gathering or criminal investigative efforts.
- (b) **Controlled Buy:** means the purchase of contraband, controlled substances, or other items that are material to a criminal investigation from a target offender that is initiated, managed, overseen, or participated in by law enforcement personnel with the knowledge of a confidential informant.
- (c) **Controlled Sale:** means the sale of contraband, controlled substances, or other items that are material to a criminal investigation to a target offender that is initiated, managed, overseen, or participated in by law enforcement personnel with the knowledge of a confidential informant.
- (d) **Mental Harm:** means a psychological injury that is not necessarily permanent but results in visibly demonstrable manifestations of a disorder of thought or mood that impairs a person's judgment or behavior.
- (e) **Target Offender:** means the person suspected by law enforcement personnel to be implicated in criminal acts by the activities of a confidential informant.

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- (f) **Confidential Informant File:** means a file maintained to document all information that pertains to a confidential informant.
- (g) **Unreliable Informant File:** means a file containing information pertaining to an individual who has failed at following an established written confidential informant agreement and has been determined to be generally unfit to serve as a confidential informant.
- (h) **Compelling Public Interest:** means, for purposes of this policy, situations in which failure to act would result or likely result in loss of life, serious injury, or have some serious negative consequence for persons, property, or public safety and therefore demand action.
- (i) **Overseeing Agent:** means the officer primarily responsible for supervision and management of a confidential informant.

#### **604.2 POLICY**

The Plymouth Police Department recognizes the value of informants to law enforcement efforts and will strive to protect the integrity of the informant process. It is the policy of this department that all funds related to informant payments will be routinely audited and that payments to informants will be made according to the criteria outlined in this policy.

#### **604.3 USE OF INFORMANTS**

##### **604.3.1 INITIAL SUITABILITY DETERMINATION**

Before using an individual as an informant, an officer must receive approval from his/her supervisor. The officer shall compile sufficient information through a background investigation and experience with the informant in order to determine the suitability of the individual, including age, maturity and risk of physical harm, as well as any indicators of his/her reliability and credibility.

Members of this department should not guarantee absolute safety or confidentiality to an informant.

An initial suitability screening will be conducted on any individual being considered for a role as a CI. This screening includes the following steps:

- (a) An officer requesting use of an individual as a CI shall complete an Initial Suitability Report. The report shall be submitted to the appropriate individual or entity, as determined by the agency chief executive, to review for potential selection as a CI. The report shall include sufficient detail regarding the risks and benefits of using the individual so that a sound determination can be made. The following information must be addressed in the report, where applicable:
  - (a) Age, sex, and residence
  - (b) Employment status or occupation
  - (c) Affiliation with legitimate businesses and illegal or suspicious enterprises
  - (d) Extent to which potential information, associations, or other assistance could benefit a present or future investigation

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- (e) Relationship with the target of an investigation
- (f) Motivation in providing information or assistance
- (g) Risk of adversely affecting an existing or future investigation
- (h) Extent to which provided information can be corroborated
- (i) Prior record as a witness
- (j) Criminal history, to include whether he or she is the subject of a pending investigation, is under arrest, or has been charged with a crime
- (k) Risk to the public or as a flight risk
- (l) Consultation with the individual's probation, parole, or supervised release agent, if any
- (m) Consideration and documentation of the individual's diagnosis of mental illness, substance abuse, or disability; and history of mental illness, substance abuse, or disability
- (n) Relationship to anyone in law enforcement
- (o) Risk of physical harm to the potential CI or their immediate family or relatives for cooperating with law enforcement
- (p) Prior or current service as a CI with this or another law enforcement organization
- (b) Prior to an individual's use as a CI, a supervisor or other designated authority shall review the Initial Suitability Report and determine if the individual is authorized to serve as a CI.
- (c) Any prospective or current CI must be excluded from engaging in a controlled buy or sale of a controlled substance if the prospective or current CI:
  - (a) is receiving in-patient or out-patient treatment administered by a licensed service provider for substance abuse or mental illness; or
  - (b) is participating in a treatment-based drug court program or treatment court; or
  - (c) the prospective or current CI may provide confidential information while receiving treatment, participating in a treatment-based drug court program or treatment court.
- (d) Documentation and special consideration must be made of the risks involved in engaging a prospective or current CI in the controlled buy or sale of a controlled substance if the individual is known, or has reported, to have experienced a drug overdose in the previous 12 months.
- (e) Any prospective or current CI who is known to abuse substances, or is at risk for abusing substances, should be provided referral to prevention or treatment services.
- (f) Any prospective or current CI that has a physical or mental illness that impairs the ability of the individual to understand instructions and make informed decisions should be referred to a mental health professional or other appropriate medical professional,

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or a case manager/social worker from the county social services agency, or other substance abuse and mental health services.

- (g) Each CI's suitability must be reviewed every 6 months, at a minimum, during which time the CI's overseeing agent must submit a Continuing Suitability Report addressing the foregoing issues 603.3.1 a–p, and 603.3.1 3-6, where applicable. An initial suitability determination must be conducted on a reactivated CI regardless of the length of inactivity.
- (h) Any information that may negatively affect a CI's suitability during the course of their use must be documented in the CI's file and forwarded to the appropriate authorized personnel as soon as possible.
- (i) Supervisors must review informant files regularly with the overseeing agent and must attend debriefings of CIs periodically as part of the informant management process. If a CI is active for more than 12 months, a supervisory meeting with the CI must be conducted without the overseeing agent.
- (j) CI contracts must be terminated, and the CI file placed in inactive status when the CI has not been utilized for 6 months or more.

#### 604.3.2 SPECIAL CI APPROVAL REQUIREMENTS

Certain individuals who are being considered for use as a CI require special review and approval. In all instances, the agency's chief executive or their designee and the prosecuting attorneys office should be consulted prior to the use of these individuals as CIs. These individuals include the following:

1. Juveniles
  - (a) Use of a juvenile under the age of 18 for participating in a controlled buy or sale of a controlled substance or contraband may be undertaken only with the written authorization of the individual's parent(s) or guardian(s), except that the juvenile informant may provide confidential information
  - (b) Authorization for such use should be granted only when a compelling public interest can be demonstrated, *except that*
  - (c) Juveniles under the guardianship of the State may not be used as a CI.
2. Individuals obligated by legal privilege of confidentiality
3. Government officials

#### 604.3.3 INFORMANT AGREEMENTS

All informants are required to sign and abide by the provisions of the designated department informant agreement. The officer using the informant shall discuss each of the provisions of the agreement with the informant.

Details of the agreement are to be approved in writing by a supervisor before being finalized with the informant.

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#### 604.3.4 EXIGENT CONFIDENTIAL INFORMANTS

Certain circumstances arise when an individual who has been arrested is willing to immediately cooperate and perform investigative activities under the direction of an overseeing agent. In these circumstances, the initial suitability determination can be deferred and an individual may be utilized as a CI for a period not to exceed 12 hours from the time of arrest if:

1. The individual is not excluded from utilization as a CI under 603.3.1 (3)(a-c) of this policy; and
2. There is compelling public interest or exigent circumstances exist that demand immediate utilization of the individual as a CI and any delay would significantly and negatively affect any investigation; and
3. A supervisor has reviewed and approved the individual for utilization as a CI under these circumstances.

Upon the conclusion of the 12-hour window, or at any time before, an initial suitability determination must be conducted before the individual engages in any further CI activities.

#### **604.4 GENERAL GUIDELINES FOR OVERSEEING CI'S**

General guidelines for handling CIs are as follows:

1. CIs shall be treated as assets of the agency, not the individual overseeing agent.
2. No promises or guarantees of preferential treatment within the criminal justice system will be made to any informant without prior approval from the prosecuting authority.
3. CIs shall not be used without authorization of the agency through procedures identified in this policy.
4. CIs shall not be used to gather information purely of a political nature or for other information-gathering efforts that are not connected with a criminal investigation.
5. Under no circumstances shall an informant be allowed access to restricted areas or investigators' work areas within a law enforcement agency.
6. All CIs shall sign and abide by the provisions of the agency's CI agreement.
7. Any physical or mental illness or other physical, mental, or emotional dysfunction that impairs the CI's ability to knowingly contract or otherwise protect the informant's self-interest must be taken into consideration before the CI signs the agreement.
8. The CI's overseeing agent shall discuss each of the provisions of the agreement with the CI, with particular emphasis on the following:
  - (a) CIs who participate in unplanned or unanticipated activities or meet with a subject(s) under investigation in a location outside of the jurisdictional boundary of the handling agency shall promptly report that activity or meeting to their overseeing agents.
  - (b) CIs shall be required to submit to a search before and after a controlled purchase.
  - (c) CIs may be directed to wear a listening and recording device.

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- (d) Every reasonable effort will be taken to ensure the confidentiality of the CI but, upon judicial order, he or she may be required to testify in open court.
  - (e) CIs are prohibited from engaging in self-initiated information or intelligence gathering without agency direction and approval.
  - (f) CIs are prohibited from engaging in actions or activities that could be deemed entrapment. The meaning of the term and implications of such actions shall be explained to each CI.
  - (g) CIs are not law enforcement officers. They have no arrest powers, are not permitted to conduct searches and seizures, and may not carry a weapon while performing activities as a CI.
  - (h) CIs found engaging in any illegal activity beyond what is authorized by the agency and conducted while under the supervision of an overseeing agent, will be subject to prosecution.
9. CI activity outside jurisdictional boundaries:
- (a) Investigators handling CIs who engage in operational activity in locations outside the jurisdictional boundaries of the agency shall coordinate with counterparts in law enforcement agencies that have jurisdiction in that location where the CI will operate before any activity occurs, or in a timely manner after unanticipated activity occurs and is brought to the attention of the overseeing agent.
  - (b) Any decision to defer or delay notice to or coordinate with an outside agency having jurisdiction in the area where a CI has or may operate must be documented, reviewed, and approved by the agency's chief executive or their designee.
10. Officers shall take the utmost care to avoid conveying any confidential investigative information to a CI, such as the identity of other CIs, surveillance activities, or search warrants, other than what is necessary and appropriate for operational purposes.
11. No member of this agency shall knowingly maintain a social relationship with a CI, or otherwise become personally involved with a CI beyond actions required in the performance of duty.
12. Members of this agency shall not solicit, accept gratuities from, or engage in any private business transaction with a CI.
13. Meetings with a CI shall be conducted in private with another officer present. One of the officers shall be of the same sex as the CI, except when not practical. Meetings shall be documented and subsequently entered into the individual's CI file.
14. Overseeing agents shall develop and follow a communications strategy and plan with the CI that minimizes, to the greatest extent possible, the risk of discovery or compromise of the relationship between the agency and the CI. This plan should also aim to prevent the detection, compromise, or interception of communications between the overseeing agent and the CI.

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15. Procedures shall be instituted to assist CIs with concealing their identity and maintaining their safety. Care should be given not to expose CIs to unnecessary safety risks.
16. Preceding or following every buy or sale of controlled substances, overseeing agents must screen the CI for any personal safety or mental health concerns, risk of substance abuse, and/or potential relapse in any substance abuse recovery.
  - (a) At the request of the CI, or if the overseeing agent deems it necessary, reasonable efforts should be taken to provide the CI with referral to substance abuse and/or mental health services.
  - (b) Overseeing agents must document:
    - i. the screening,
    - ii. any referral to services provided to, or requested by, the CI, and
    - iii. any refusal by the CI to participate in the screening and/or any refusal by the CI to accept referral to services. Reasons for the CI's refusal must be documented, where applicable.
  - (c) No part of this subsection supersedes MN Stat. 253B.05, sub.2.
17. Reasonable protective measures must be provided for a CI when any member of this agency knows or should have known of a risk or threat of harm to a person serving as a CI and the risk or threat of harm is a result of the informant's service to this agency.
18. Overseeing agents must:
  - (a) evaluate and document the criminal history and propensity for violence of target offenders; and
  - (b) to the extent allowed, provide this information to the CI if there is a reasonable risk or threat of harm to the CI as a result of the CI's interaction with the target offender.
19. Reasonable efforts and precautions must be made to help protect the identity of a CI during the time the person is acting as an informant.
20. Whenever possible, officers shall corroborate information provided by a CI and document efforts to do so.
21. The name of a CI shall not be included in an affidavit for a warrant unless judicial authority is obtained to seal the document from the public record or the CI is a subject of the investigation upon which the affidavit is based.
22. Overseeing agents are responsible for ensuring that information of potential value to other elements of the agency is provided promptly to authorized supervisory personnel and/or other law enforcement agencies as appropriate.
23. Individuals leaving employment with the agency have a continuing obligation to maintain as confidential the identity of any CI and the information he or she provided unless obligated to reveal such identity or information by law or court order.

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#### **604.5 INFORMANT INTEGRITY**

To maintain the integrity of the informant process, the following must be adhered to:

1. The identity of an informant acting in a confidential capacity shall not be withheld from the Director of Public Safety, Division Commander, North West Metro Drug Task Force supervisor or their authorized designees.
  - (a) Identities of informants acting in a confidential capacity shall otherwise be kept confidential.
2. Criminal activity by informants shall not be condoned.
3. Informants shall be told they are not acting as police officers, employees or agents of the Plymouth Police Department, and that they shall not represent themselves as such.
4. The relationship between department members and informants shall always be ethical and professional.
  - (a) Members shall not become intimately involved with an informant.
  - (b) Social contact shall be avoided unless it is necessary to conduct an official investigation, and only with prior approval of the North West Metro Drug Task Force supervisor.
  - (c) Members shall neither solicit nor accept gratuities or engage in any private business transaction with an informant.
5. Officers shall not meet with informants in a private place unless accompanied by at least one additional officer or with prior approval of the supervisor.
  - (a) Officers may meet informants alone in an occupied public place, such as a restaurant.
6. When contacting informants for the purpose of making payments, officers shall arrange for the presence of another officer.
7. In all instances when department funds are paid to informants, a voucher shall be completed in advance, itemizing the expenses.
8. Since the decision rests with the appropriate prosecutor, officers shall not promise that the informant will receive any form of leniency or immunity from criminal prosecution.

##### **604.5.1 UNSUITABLE INFORMANTS**

The suitability of any informant should be considered before engaging him/her in any way in a covert or other investigative process. Members who become aware that an informant may be unsuitable will notify the supervisor, who will initiate a review to determine suitability. Until a determination has been made by a supervisor, the informant should not be used by any member. The supervisor shall determine whether the informant should be used by the Department and, if so, what conditions will be placed on his/her participation or any information the informant provides. The supervisor shall document the decision and conditions in file notes and mark the file "unsuitable" when appropriate.



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Considerations for determining whether an informant is unsuitable include, but are not limited to, the following:

1. The informant has provided untruthful or unreliable information in the past.
2. The informant behaves in a way that may endanger the safety of an officer.
3. The informant reveals to suspects the identity of an officer or the existence of an investigation.
4. The informant appears to be using his/her affiliation with this department to further criminal objectives.
5. The informant creates officer-safety issues by providing information to multiple law enforcement agencies simultaneously, without prior notification and approval of each agency.
6. The informant engages in any other behavior that could jeopardize the safety of officers or the integrity of a criminal investigation.
7. The informant commits criminal acts subsequent to entering into an informant agreement.

#### **604.6 DEACTIVATION OF INFORMANTS**

A CI deactivation procedure shall be established as follows:

A deactivated CI must be presented a form that includes, at minimum, the following:

- (a) The name of the agency.
- (b) The name of the CI.
- (c) The control number of the CI, where applicable.
- (d) The date of deactivation.
- (e) The reason for deactivation.
- (f) A notification that contractual agreements regarding monetary re-numeration, criminal justice assistance, or other considerations, specified or not, are terminated.
- (g) A notification that the agency will provide and assist the CI with referral to health services for assistance with any substance abuse and/or physical, mental, or emotional health concerns, as requested or accepted by the CI.
- (h) A signature by the CI or documentation indicating the reason(s) why the CI was unable or unwilling to sign the form.
- (i) A signature by the controlling agent.

All reasonable efforts must be taken to maintain the safety and anonymity of the CI after deactivation.

#### **604.7 INFORMANT FILES**

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#### 604.7.1 FILE SYSTEM PROCEDURE

A separate file shall be maintained on each informant and shall be coded with an assigned informant control number. An informant history that includes the following information shall be prepared for each file:

1. Name and aliases
2. Date of birth
3. Physical description: sex, race, height, weight, hair color, eye color, scars, tattoos or other distinguishing features
4. Photograph
5. Criminal history record
6. Current home address and telephone numbers
7. Residential addresses in the last five years
8. Current employers, positions, addresses and telephone numbers
9. Emergency contact information
10. Vehicles owned and registration information
11. Social media accounts
12. Martial status and number of children
13. Gang affiliation other organizational affiliations
14. Special skills and hobbies
15. Special areas of criminal expertise or knowledge
16. Places frequented
17. Briefs of information provided by the informant and his/her subsequent reliability
  - (a) If an informant is determined to be unsuitable, the informant's file is to be marked "unsuitable" and notations included detailing the issues that caused this classification.
18. Name of the officer initiating use of the informant and any subsequent handlers
19. Signed informant agreement
20. Update on active or inactive status of informant

CI files must be maintained in a separate and secured area.

The file supervisor must ensure that information concerning CIs is strictly controlled and distributed only to officers and other authorities who have a need and a right to such information.

#### CI File Review

1. Sworn personnel may review an individual's CI file only upon the approval of the agency's chief executive or their designee.

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2. The requesting officer must submit a written request explaining the need for review. A copy of this request, with the officer's name, must be maintained in the individual's CI file.
3. Officers must not remove, copy, or disseminate information from the CI file.
4. CI files must be reviewed only in designated areas of the law enforcement facility and returned as soon as possible to their secure file location.
5. All disclosures or access to CI files must be recorded by the file supervisor, to include information such as the requesting officer or agency, the purpose of access or disclosure, the information conveyed, and the date and time of access or dissemination.
6. No portion of an individual's CI file must be entered into any other electronic or related database without controls sufficient to exclude access to all but authorized personnel with a need and a right to know.

#### **604.7 INFORMANT PAYMENTS**

No informant will be told in advance or given an exact amount or percentage for his/her service. The amount of funds to be paid to any informant will be evaluated against the following criteria:

- The extent of the informant's personal involvement in the case
- The significance, value or effect on crime
- The value of assets seized
- The quantity of the drugs or other contraband seized
- The informant's previous criminal activity
- The level of risk taken by the informant

The supervisor will discuss the above factors with the Patrol Division Commander and recommend the type and level of payment.

There will be an annual evidence fund of \$2,000 maintained and controlled by the Services Division Commander. All transactions shall be fully itemized and documented, and include a receipt with at least two signatures. Each expenditure will be entered into the ledger maintained by the Services Division Commander along with the assigned case number.

##### **604.7.1 PAYMENT PROCESS**

Approved payments to an informant should be in cash using the following process:

Any documentation of monies paid or received should not contain the true identity of the informant but should use the CI's control number.

1. Payments of \$500 and under may be paid in cash from a buy/expense fund.
  - (a) The supervisor shall sign the voucher for cash payouts from the buy/expense fund.

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2. Payments exceeding \$500 shall be made by issuance of a check, payable to the informant.
  - (a) The check shall list the case numbers related to and supporting the payment.
  - (b) A written statement of the informant's involvement in the case shall be placed in the informant's file.
  - (c) Authorization signature from the supervisor is required for disbursement of the funds.
3. To complete the payment process for any amount, the officer delivering the payment shall complete a cash transfer form.
  - (a) The cash transfer form shall include the following:
    - i. Date
    - ii. Payment amount
    - iii. Plymouth Police Department case number
    - iv. CI control number
    - v. A statement that the informant is receiving funds in payment for information voluntarily rendered.
  - (b) The cash transfer form will be kept in the informant's file.

#### 604.7.2 REPORTING OF PAYMENTS

Each informant receiving a cash payment shall be advised of his/her responsibility to report the cash to the Internal Revenue Service (IRS) as income. If funds distributed exceed \$600 in any reporting year, the informant should be provided IRS Form 1099 (26 CFR 1.6041-1). If such documentation or reporting may reveal the identity of the informant and by doing so jeopardize any investigation, the safety of officers or the safety of the informant (26 CFR 1.6041-3), then IRS Form 1099 should not be issued.

In such cases, the informant shall be provided a letter identifying the amount he/she must report on a tax return as "other income" and shall be required to provide a signed acknowledgement of receipt of the letter. The completed acknowledgement form and a copy of the letter shall be retained in the informant's file.

#### 604.7.3 AUDIT OF PAYMENTS

The supervisor or the authorized designee shall be responsible for compliance with any audit requirements associated with grant provisions and applicable state and federal law.

At least once every six months, the Director of Public Safety or the authorized designee should conduct an audit of all informant funds for the purpose of accountability and security of the funds. The funds and related documents (e.g., buy/expense fund records, cash transfer forms, invoices, receipts and logs) will assist with the audit process. A report will be prepared for the Director of Public Safety showing the status and reconciliation of the fund. The report will include the CI

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control numbers for payees, the amount received, the nature of the information given, and to what extent this information contributed to the investigation.

The City Finance Director may complete or initiate an independent audit of the confidential expenditures made by the Police Department when deemed necessary.