

5170121

DOMINICAN REPUBLIC

5170121 - ①
PD-AAA - 834-A1

NATIONAL EMPLOYMENT POLICY

FY 78-80

PUBLIC SAFETY ADMINISTRATION PROJECIS (700 PURPOSE CODES)

NO ABSTRACT ENTERED IN THE DIS SYSTEM

AIRGRAM

DEPARTMENT OF STATE

5170121-②
PD-ADD-834-B1

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SUBJECT - Public Safety PROP

REFERENCE - Noncapital Project Paper (PROP)

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Country Dominican Republic Project No. 517-11-710-021

Submission Date _____ Original X

Project Title: Public Safety

U.S. Obligation Span: FY 63 through 72

Gross life-of-project financial requirements:

U.S. dollars 4,093,000

U.S.-owned local currency _____

Cooperating country cash contribution 207,000

(in \$ equivalent, current exchange rate)

TOTAL _____

PAGE 1 OF 14 PAGES

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I. SUMMARY DESCRIPTION

The broad objective of the Public Safety program is to develop the National Police into a more modern, professional law enforcement organization capable of maintaining law and order under normal circumstances. Initial assistance to the National Police was provided in May 1962 with the arrival of one advisor, and continued at the level of two advisors until early 1966. The objectives were limited (primarily to develop an effective riot control force), and the modest assistance provided was effective in spite of the frequent changes of government which included a coup d'etat. However, the effectiveness of the police was largely destroyed due to the 1965 revolution, and the base point in measuring progress under this project should thus be January 1966.

In early 1966, a five-year plan detailing required self-help efforts (funding and personnel) was developed to cover the FY 1966 to FY 1971 period. The five-year plan consists of 14 sub-projects, all of which are discussed in some detail under Section IV of this report.

The major emphasis under the five-year plan is on manpower development. This is being accomplished primarily through the training of enlisted men at the National Police Academy at Porinquen. Many of the instructors in the Academy have been trained under AID's participant training program at the International Police Academy in Washington. Furthermore, the construction costs for the physical plant at Porinquen were met largely through a \$20,150,000 local currency loan agreement between AID and the Dominican Government. As of August 1, 1969, 600 men had received training at the Academy. It is expected that the 6,000 remaining enlisted men will be trained during the next 3 to 4 years. Training consists of a 12 week course covering such basic police disciplines as patrol, investigation, riot control, traffic control, and public relations. One full-time and two part-time AID technicians assist with curriculum development and advise the Academy instructors.

Another major thrust is to equip the police with vehicles and communications support. The plan calls for a substantial increase in the number of operational police vehicles. To date, AID has provided 103 vehicles and will raise this number to 121 by FY 1971. However, serious thought is not being given to funding these additional 18 vehicles, plus some 50 replacement vehicles, under loan agreement rather than with a dollar grant. Communications equipment support consisted largely of radios, receivers, and transmitters to support the expansion of the existing police radio net. It was originally anticipated that personnel reductions would release sufficient funds to cover the replacement costs of motor vehicle and communications equipment, petroleum, oil, lubricants, tires, and spare parts. The failure of the National Police to effect these personnel reductions is treated as a separate issue under Section III.

Between mid-1962 and the end of FY 1969, expenditures for the total Public Safety project amounted to \$2.6 million. Of this, \$1.1 million was required to pay for the services of technicians, \$1.0 million for commodity purchases, and \$0.5 million for participants. Projected expenditures for the remaining 3 years of the project are \$1.6 million.

This is broken down among _____ for technical services, _____ for commodity support, and _____ for participant training. However, certain personnel positions will probably be eliminated during FY 1970 in view of the OPRED directives emanating from Washington. If so, a downward adjustment in these figures is expected. Actual expenditures may also fall below projected expenditures due to inadequate counterpart support or inability on the part of the National Police to make effective use of the planned level of assistance. ^{1/}This happened during FY 1969 when only \$40,000 was obligated for commodity support rather than the \$355,000 originally anticipated. Table II on page 1 shows the distribution of commodity support among the various sub-projects to date and projects the level of future expenditures as well.

II. ENVIRONMENT

Following the assassination of Trujillo on May 30, 1961, a de facto power vacuum existed for an extended period. Leftist and extreme rightist agitation created considerable chaos. Violent riots and civil disturbances were almost a daily occurrence in Santo Domingo and other urban areas of the country through early 1962. In March of 1962, the Dominican Government requested special assistance from the United States in strengthening the capacity of the National Police to maintain effective law and order and to modernize its organization, operations and facilities. By September, 1962, basic training in Civil Disturbance tactics was being provided by a Public Safety TDY two-man team to the Civil Disturbance Control Force sufficient to control rioters and demonstrators. The 1965 revolution wiped out most of the progress made up to that time, and, under the conditions that prevailed following the heavy fighting of this period, it became necessary to consider a much larger effort to develop overall National Police capability to maintain internal security.

The extreme polarization of political forces along with a condition of general chaos in the community at large created considerable pressure on the police force following the 1965 revolution. Thus, a major environmental factor with which the AID Public Safety advisors had to contend at that time was the urgent demand for rapid progress in the development of an effective National Police body.

An added difficulty was presented in the form of the then Administrator of the National Police who offered little more than passive acceptance of technical advice in the training area. This problem was overcome with the appointment of a new administrator in mid-1966 who subsequently has provided effective support of the training effort.

III. STRATEGY

Several local obstacles continue to affect the implementation of the program adversely. The most important, referred to in Section I, is the failure of the National Police to carry out the agreed-upon personnel reductions. Savings from this source were to be RD\$1,150,000 in CY 1967 and reach RD\$3,067,000 by CY 1972.

^{1/} In this connection, continuing compliance with the recommendations of the AID audit report is a condition for continued commodity support.

It was assumed that the GODR would continue the previous level of budgetary support and that the full amount of the savings could be transferred for other uses within the National Police -- particularly equipment maintenance costs. Past experience has demonstrated an annual drop-out rate of approximately 12 percent. Unfortunately, this gap is always quickly filled with new recruits. Manpower levels remain essentially unchanged as a result, and the likelihood of reductions during the 1970 election period seems remote. Both the severity of the unemployment problem and other political considerations probably preclude the possibility of any reduction, and no progress is expected in the foreseeable future. The one possible exception concerns the approximately 600 potential retirees now on the force. The proposed pension plan (no pension plan is in existence at the moment) has not yet received the financial support of the government and, as a result, a number of policemen are being retained on the force in what amounts to inactive status. Efforts to persuade the GODR to provide a pension have proven ineffective.

Budgetary support for vehicle operating costs (which consists largely of adequate provision of fuel and oil) also continues as a closely-related problem. It is estimated that the average patrol car requires \$380 per month for effective operation. Insufficient budgetary support has led to gas rationing and, in turn, the majority of cars that should be on patrol sit idle for considerable periods of time.

A third major problem confronted in the effort to modernize the National Police is the concentration of a disproportionate number of policemen in the Capital. Out of a total police force of 8,570 (including officers, enlisted men, clerical and maintenance personnel), approximately 5,500 are assigned to the Capital. In response to this situation, and recognizing the probability that the imbalance will persist, great emphasis is being placed on the formation of urban/rural motorized patrols requiring fewer policemen rather than the traditional assignment of individuals to fixed stations.

IV. PLANNED TARGETS, RESULTS, AND OUTPUT

As stated earlier, a five-year plan was developed in early 1966 and forms the basis of the USAID Public Safety Division's effort to assist the National Police. What follows is a description of the 14 separate sub-projects which comprise the five-year plan. Of course, many of these projects are closely interconnected and sometimes involve simultaneous training.

1. Civil Disturbance Control

The objective of this sub-project is to train and equip a cadre of riot control specialists to the level where they can cope with civil disturbances in the country short of military-level insurrection. There is in existence a 357 man force which has been trained and equipped and has successfully handled small disturbances and crowds. This cadre will be increased to about 500 men for the election period, although the present level of about 350 is the intended permanent strength of the unit.

For the FY 1970-1971 period, this unit will not require commodities other than replacement of tear gas at the approximate cost of \$5,000.

The specialized activity performed by this unit requires that a technician devote 4 man months per year.

2. Rural Training Teams

The objective was to provide minimal basic training to members of the National Police below the officer level in rural areas.

Fifteen National Police officers were selected to be instructors and attended an accelerated three-week course. On March 14, 1966 they began teaching a two-week general police course which continued until 2,507 police personnel were trained. This sub-project was completed in FY 1967.

3. Basic Training/National Police Academy

The objective is to provide a 12-week training course to a corps of 6,000 policemen.

On July 18, 1968 the National Police Academy in Borinquen, with a capacity of 500 students, was inaugurated by President Balaguer. The first group of in-service students began training on March 5, 1968 prior to inauguration, and the first class of recruits began training on July 22, 1968. The new academy has thus far graduated 660 policemen, and 200 are currently attending recruit and in-service classes. The classes are being increased to accommodate about 300 policemen at a time. Twelve of the twenty-four instructors have received USAID/IPA participant training.

By the fourth quarter of FY 1970 1,650 students will have graduated, and by the end of FY 1971 it is hoped that 2,850 policemen will have received the 12-week basic training course. The school is expected to have trained about 4,500 policemen by the end of FY 1972.

This activity requires 6 man months of technical assistance per year through FY 1971. Additional USAID commodity support is not expected to exceed \$3,000.

4. Leadership Education

The objectives of this sub-project are:

a) To provide a two-year Cadet College to serve as a preparatory training school for the future officers of the National Police force. The number of graduates is geared to fill officer vacancies created by normal transfers, changes, etc. annually.

b) Provide in-service training for officers now on the force.

c) Provide continuous leadership education for the officers through one-week seminars held once every quarter.

This senior officers' training program was established in March of 1967 and includes the top level police administrators of the National Police. This course is conducted each quarter and focuses on programming, administration, operation, and supervision with a different subject matter chosen for the "work-shop" portion of each class. The "work-shop" was designed to find solutions to the individual police problems of the attending students and foster closer cooperation among the various divisions of the National Police. Thus far, ten seminars have been completed with 25 senior officers attending each class. Prior to the initiation of the senior officers' seminar, police administrators received virtually no professional command training.

This activity will continue to require 6 man months monitoring by a training advisor through FY 1971 and \$1,000 in commodity support.

5. Firearms Training

The objective is to train all National Police personnel in the use of standard police weapons as part of the Basic Training sub-project. After his initial training, each man will fire all weapons periodically in regional firearms training programs.

To date 1,210 enlisted men and 439 officers have received firearms training. This course of instruction has now been incorporated into the recruit and in-service training classes at the National Police Academy. The current course of instruction is of 97 hours duration and provides training in five different weapons: 1) .38 caliber revolver, 34 hours; 2) .30 caliber rifle, 23 hours; 3) 30.06 caliber rifle, 21 hours; 4) shotgun, 11 hours. The firearms training program will also be included in the curricula of the Cadet Training program.

This sub-project will require a Public Safety technician to monitor about 4 man months per year through FY 1971. Commodities required should total \$25,000 for the remainder of the project.

6. Police Administration

The objective is to reorganize the National Police into a structure suited for modern policing roles and missions. The plan for reorganization of the National Police calls for 1) dividing the National Headquarters into three departments - Operations, Special Branch (Intelligence), Administration and Support; 2) reducing the number of police regions from ten to four, and 3) lowering the force level from the actual strength of 8,570 to 7,258 over a five-year period which began in FY 1967.

The National Police Planning Office was established in 1968 and three officers were appointed to staff positions with a respected, ranking colonel in command. The Planning Office is in full operation and beginning to assume its role as the catalytic agent for the reformation of the National Police structure. A two-week Planning seminar was conducted for the Planning Office staff members to expose and familiarize the members to the functions and responsibilities of a Planning Office. Working in concert with members of the USAID Public Safety Division, the Planning Office has been instrumental in the initiation of the training programs, establishment of the Santiago Pilot Project (see below), creation of the Traffic Division, initiation of a Juvenile Bureau. It is currently working with Public Safety advisors in developing a modern precinct in the capital city of Santo Domingo, in compiling an "Operations Manual" and reviewing the possibility of organizing a statistical unit.

For FY 1970-1971 this unit will require approximately \$3,000 in commodities and about 3 man months per year of an advisor's time in each of the four planned police regions.

7. Rural/Municipal Policing

The mission of the National Police to provide adequate police protection to the citizens of the Republic can be fulfilled by having an efficient, well-coordinated patrol activity assisted by other specialized police units.

In June 1968 a Pilot Project in the City of Santiago was implemented as a model for the future reorganization of the National Police into four districts. This new concept for the National Police emphasizes carrying out patrol activities in contrast to the old system of performing quasi-military duties in the police station. In the Pilot Project, 40 specially selected and trained officers who form the nucleus of the new patrol activity combine rural and urban patrol efforts by employing foot patrols (two men) for police presence in residential and business areas supplemented by radio patrol units. The effectiveness of this activity has been clearly illustrated by the significant decline of criminal acts in the areas covered. The patrols operate in Santiago Province on eight-four shifts, 24 hours a day, seven days a week.

In September 1969 a two-vehicle urban/rural motorized patrol will commence in Puerto Plata as the first step in expanding patrol operations in the Santiago Region.

For FY 1970-1971 personnel will be trained in Santo Domingo in order to furnish a capably trained force to implement this identical service for the National District through four new precincts now under development by the National Police with Public Safety Division assistance. The patrol activity will establish police presence where it is now virtually non-existent. The patrol functions are also to gather intelligence enabling police to keep abreast of potential insurgency threats.

This effort requires 12 man months monitoring by a Public Safety advisor. Commodity support should amount to \$12,000 plus the replacement of vehicles procured under sub-project 11.

8. Traffic Control

The objective is to assist the National Police in establishing a traffic control program. This project involves a number of activities to improve the traffic situation and to improve the public image in the daily contacts of the police with the public.

On May 6, 1968 a Highway Patrol Unit consisting of four radio-equipped sedans was assigned to the Santo Domingo Traffic Department. This unit enforces traffic laws on the 154 Km. highway between the Capital city and Santiago. A police presence in this area has been totally lacking in the past.

There have been numerous in-depth studies conducted for the National Police, primarily in point control, traffic lights, and in the traffic training field. Five police officers have received traffic control training at the International Police Academy. In addition, Public Safety has trained a total of 320 National Policemen in traffic direction, point control, and operations, and 75 traffic officers in highway patrol operations and accident investigation.

In FY 1970-1971 this activity will be expanded to include the highways in the Eastern and Southern areas. This will require an advisor's presence 6 man months per year to ensure proper use of vehicles and other USAID-furnished commodities. U.S. commodity support is expected to require \$18,000 through FY 1971.

9. Criminal Investigations

The objective is to reorganize the two existing but separate investigative police units into a central criminal investigative department, adequately trained, staffed, and equipped to develop evidence for legal prosecution of criminals.

The two investigative organizations are the Homicide Bureau with jurisdiction over homicide, rape, assaults, questioned documents, vehicle theft, narcotics, and juvenile crimes, and the Criminal Investigation Unit which is charged with the investigation of robbery, theft, fraud, vice (gambling), and contraband.

Several steps have been taken to integrate these investigative units: 1) on the advice of the Public Safety Division, two bureaus have been moved from the relatively ineffective Criminal Investigation Unit to the reasonably effective Homicide Unit; 2) integration of all homicide and criminal investigation unit forces has been accomplished in four interior cities - Santiago, San Francisco de Macoris, Barahona, and La Romana; 3) weekly investigators meetings have been initiated to exchange information and foster a degree of cooperation between the investigative units.

Efforts have also been made to implement internal improvements in the two separate units. Daily roll call in-service training program has been instituted in both. The antiquated filing system of the Criminal Investigation section has been replaced with a more suitable serially numbered file. Numerous training courses have been initiated providing training in investigation for 125 investigative personnel and in safe handling of explosives for 31 additional persons. Similar training will continue through FY 1970-1971.

In FY 1970-1971, as regional headquarters are inaugurated, it will be necessary for a Criminal Investigations advisor to train, advise, and monitor investigative techniques 12 man months per year.

USAID-purchased commodities will cost approximately \$3,000 for the remaining three years, and be limited to investigative aids not readily available in the Dominican Republic.

10. Communications

This sub-project is designed to improve maintenance/^{at}~~of~~ the existing police communication system and to provide for moderate expansion of communications to support rural policing operations.

A separate communications system has been established for the newly inaugurated highway patrol. This system permits control over the vehicles at all times through the installation of a relay station that was repaired and installed at Alto Bandera. In addition, a base station and four high-powered mobile units were installed to complete the highway patrol communications system.

The city patrol base station previously located in the Radio Patrol building near the waterfront was relocated to the Police Palace. Areas with which radio contact could not be made from the old station were eliminated due to the higher altitude of the Palace. The Communications Control Center will combine all police communications to one central location.

The National Police Radio technicians, through AID monitored in-service training, are now maintaining their equipment in efficient operating condition.

This sub-project will be phased out at the end of FY 1970, but should be monitored by a TDY technician one man month per year. \$10,000 in commodities will be purchased during this fiscal year.

11. Motor Vehicle Maintenance

The objective is to improve police vehicle maintenance by training and continuous ~~ad~~vising and supervision of maintenance personnel.

In FY 1971 a proper facility will be established and formal training for a laboratory technician in the U.S. will be recommended. The cost of this training is to be borne by the GODR. USAID should then provide technical and commodity assistance to establish the laboratory.

Equipment cost are estimated at \$3,000. ^{Six} ~~Two~~ man months per year will be required for monitoring this sub-project.

14. Training Aids and Communications Media

This sub-project has the supporting objective of upgrading the existing police communications media plant which includes offset and linotype printing, photographic processing, and a limited drafting and art layout capability.

Good progress has been made in developing this facility into a completely adequate printing and reproduction plant. The plant consists of two photographic dark rooms, one of which is specially designed to serve the offset camera already furnished. In addition, there are miscellaneous mimeograph and ditto units. A small section has been equipped to perform necessary art work, layouts, etc.

This activity is directly related to all of the USAID Public Safety program. The Dominican technician who professionally administers and directs the operation requires little or no advising. No commodity support is required.

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NONCAPITAL PROJECT FUNDING (Obligations in \$000)

to/Day/Yr.

PROP DATE

COUNTRY: Dominican Republic Project Title: Public Safety

Original

Project No. 517-11-710-021

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Fiscal Years	Ap	L/G	Total	Cont	1/ Personnel Serv.			Participants		Commodities		Other Costs	
					AID	PASA	CONT	U.S. Agencies	CONT	Dir. U.S. Ag.	CONT	Dir. & CONT U.S. Ag	
Prior through Act. FY 1969			2,846	23	1,349		23	214		1,184		76	
Oper. FY 1970			545		266			67		210		2	
Budg. FY 1971			324		192			42		80		2	
B + 1 FY 1972			373		190			40		146		2	
TOTAL LIFE			4,093	23	1,997		23	363		1,620		82	

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Fiscal Years	AID-Controlled Local Currency		Other Cash Contribution Cooperating Country	Other Donor Funds (\$ Equiv.)	Metric Tons (\$000)	Food for Freedom Commodities	
	U.S. - Owned	Country- Owned 1/				CCC Value & Freight (\$000)	World Market Price (\$000)
Prior through Act. FY 1969		7					
Oper. FY 1970		32					
Budg. FY 1971		53					
B + 1 FY 1972		60					
TOTAL LIFE		207					

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1/ Counterpart support from funds provided under Trust Fund agreement signed by U.S. and GODR.

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COMMODITY SUPPORT (Obligations in \$000)

No/Day/Yr.

PROP DATE:

Original

Project No. 517-11-710-021

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TABLE II

Page 14

14

COUNTRY: Dominican Republic

Project Title: Public Safety

<u>Sub-Project</u>	<u>Through FY 1969</u>	<u>FY 1970-FY 1972</u>
Civil Disturbance	45,900	5,000
Rural Training	27,500	-
Basic Training/National Police Academy	53,250	3,000
Leadership Education	16,500	1,000
Firearms Training	209,700	25,000
Police Administration	12,600	3,000
Rural/Municipal Policing	25,700	12,000
Traffic Control	9,000	18,000
Criminal Investigations	10,100	3,000
Communications	36,000	10,000
Motor Vehicle Maintenance	706,000	358,000
Records & Identification	12,700	3,000
Criminalistics Laboratory	5,200	3,000
Training Aids to Communications Media	13,400	-
TOTAL	1,183,552	444,000 ^{1/}
ROUNDED TO:	1,184,000	444,000

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^{1/} This represents a downward adjustment with regard to the estimate submitted in the FY 1971 Project Budget Submission.

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1. This PROP is a useful summary of the history of the public safety program and of the accomplishments related to the five-year plan initiated in 1966. Staffing and funding level projections (FY-70 to FY-72), however, (as pointed out in the last paragraph of Section I) are likely to be revised substantially in view of OPRED and the changes in project objectives implied in the Embassy's recent airgram commenting on the evaluation report. Consequently, approval of the PROP has been deferred pending receipt from the Mission of an amendment which reflects the Mission's latest thinking on the direction and funding levels of the project for the period FY-70 through FY-72.

END.

ROGERS

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