



**TERMINATION
PHASE-OUT
STUDY**
PUBLIC SAFETY PROJECT
514-11-710-066
COLOMBIA

APRIL 1974

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



**TERMINATION
PHASE-OUT
STUDY
PUBLIC SAFETY PROJECT
COLOMBIA**

APRIL 1974

**BRYAN L. QUICK
CHARLES E. SOTHAN
ARLEN W. JEE**

TABLE OF CONTENTS

<u>CHAPTER</u>	<u>page</u>
I. INTRODUCTION.....	1
A. Terms of Reference	1
B. Conduct of Study.....	1
II. SUMMARY.....	3
A. Internal Security Situation.....	3
B. Observations and Conclusions.....	3
C. Recommendations.....	4
III. INTERNAL SECURITY PROBLEMS.....	5
A. Current.....	5
B. Future	6
IV. THE CIVIL SECURITY FORCES.....	7
A. The National Police.....	7
B. The Administrative Department of Security.....	24
C. The Colombian Customs Service.....	24
D. Narcotics Control.....	25
V. THE PUBLIC SAFETY PROGRAM.....	28
A. Description.....	28
B. Observations and Conclusions.....	32
VI. RECOMMENDATIONS.....	34

LIST OF ATTACHMENTS

	<u>page</u>
A. Persons Contacted.....	37
B. National Police Organizational Chart.....	41
C. Former National Police Organization.....	42
D. Typical NP Departmental Organization.....	43
E. National Police Personnel Deployment.....	44
F. National Police Budget.....	45
G. National Police Vehicle Distribution.....	46
H. Public Safety Resident Advisors.....	47
I. Public Safety TDY Advisors.....	48
J. Public Safety Commodity Profile.....	50
K. Narcotics Control Program Commodity Profile....	53
L. U.S. Sponsored Training Data.....	54
M. National Police Training Facilities.....	56
N. Host Country Contributions.....	57
O. USG Contributions.....	58
P. Scientific/Technical Services of the National Police F-2 Operations.....	59
Q. Abbreviations Used.....	75

CHAPTER I

INTRODUCTION

A. Terms of Reference

U.S. Public Safety assistance has been provided to the Government of Colombia to develop the managerial and operational skills and effectiveness of its civil security forces. Such assistance has been focused on, but not limited to, the National Police of Colombia. At the inception of the project and during its life, mutually agreed objectives and courses of action were established, and at times adjusted to achieve the overall goals as well as to accommodate changing situations in the country. Both host country and U.S. resources were programmed and employed to jointly strive towards these goals.

Due to U.S. congressional action, the continued input of U.S. Government resources planned for this project must be terminated sooner than anticipated, and prior to the achievement of all the goals and objectives which were mutually established by the two governments. It is 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. The report also includes recommended actions which the Government of Colombia should take, employing its own resources, but, under the circumstances, excluding in-country assistance by the U.S.

B. Conduct of the Study

The team was composed of the following members:

Bryan L. Quick, OPS/W
Charles E. Sothan, OPS/W
Arlen W. Jee, OPS/W

After review of pertinent background documents in Washington and meetings with the Country Desk Officer, the Director of OPS and the Chief of OPS/TA, the team proceeded to Bogota for its in-country survey. Because of scheduling problems, Mr. Jee conducted that portion of the study dealing with the scientific /technical aids of the National Police's investigative operations during the period April 2, through April 10, 1974 prior to the arrival of the remainder of the team. The study was conducted by interviews and discussions with members of the U.S. Country Team, Colombian police officials, and by on-site visits to Colombian police installations. All persons contacted were frank, candid and helpful in their conversations with the team, for which the team expresses its sincere appreciation.

Prior to departure, the team discussed findings of a general nature with Ambassador Vaky, USAID Mission Director William Ellis, Major General Henry Garcia Bohorquez, Director General of the National Police, as well as members of the National Police General Planning Staff.

A list of persons contacted appears as Attachment A.

CHAPTER II

SUMMARY

A. Internal Security Situation

Colombia has a long history of violence dating from colonial times. Periodic eruptions of smouldering political disagreements, and presumed or real injustices have caused much blood-letting throughout the country. Examples of this were the Thousand Days War from 1899-1902, and the "Bogotazo" following the assassination of Gaitan, the Liberal Party leader in 1948. During the late 1950's and 1960's bandit and guerrilla groups wreaked havoc in the rural areas of Colombia, but have now largely been put down by the armed forces and police. Urban riots and civil disturbances are an ever present threat, but when they have occurred the police have been able to control them with a minimum of force. Common crime is of concern to Colombians and police efforts have kept incidence at acceptable levels. National Police officers foresee no serious threats to Colombia's internal security in the near future.

B. Observations and Conclusions

Few Latin American police organizations can show as much progress in recent years as has the National Police of Colombia. Dedication and professional esprit-de-corps are hallmarks of the organization, and are indicative of the high quality of both officers and men. Significant strides in meeting its law enforcement responsibilities have been made in operational capability as well as in organization and management. Obviously not all of the NP's problems have been solved, as the demands placed on its police by a developing nation such as Colombia are many. The police are better able to meet these challenges, due in part to the combined Colombian/U.S. efforts in police development through the Public Safety program. The National Police has used this assistance to its own best advantage, and will likely reap benefits from the program for some time to come. Despite the discontinuance of U.S. in-country advisory assistance, the National Police must attempt to maintain its present rate of progress if it is to continue to meet effectively its ever greater responsibilities.

C. Recommendations

As a result of its observation visits the team has prepared several recommendations for the consideration of the GOC which, if implemented, we believe will result in improved NP efficiency and/or economy. The recommendations deal with several specific problems in line with the conclusion that while the National Police is well advanced in many respects, its most pressing need is for more efficient usage of human and material resources, now and in the future, through improved research, planning and management. Chapter VI deals in some detail with problems of manpower utilization, vehicle fleet replacement, inspections, firearms standardization and similar aspects.

CHAPTER III

INTERNAL SECURITY PROBLEMS

A. Current

Today, the few guerrilla groups remaining in Colombia are weak, small in number and severely split on factional lines. The FARC (Fuerzas Armadas Revolucionarias de Colombia, the Moscow-oriented armed group), the ELN (Ejercito de Liberación Nacional, the Castroite guerrilla group), and the EPL are now no longer considered as serious threats to the stability of the government. In general, all three groups are isolated and ineffective. GOC pressures by the Armed Forces and police have restricted their activities to largely unpopulated areas of the country making it increasingly difficult for them to operate.

Urban violence in the form of civil disturbances is an always present possibility in Colombia. This potential is especially notable in the young, particularly in the universities. Many of Colombia's young people are deeply concerned with the economic and social conditions which afflict the nation. Unemployment can also affect the internal security because of the dissatisfaction and unrest this always brings. Such a situation is ripe for agitation for political purposes, and even without this artificial stimulation, could lead to outbreaks of urban violence.

Common criminality is of concern to most Colombians, as it is to the average citizen of most countries of the world. The police have been able to keep these at levels generally acceptable to the populace. The most common crimes are those against property, followed closely by the crimes against the person. The incidence of crime is reportedly somewhat higher in rural areas where police resources are spread thin. Cattle rustling is a major problem, and police are currently involved in efforts to organize cattlemen's associations and other concerned groups to control the problem more effectively. A fairly recent criminal innovation is the highjacking of trucks carrying merchandise on lonely highways.

B. Future

National Police officials contacted by the team foresee no serious threat to internal security in Colombia in the near future. While the activities of guerrilla groups will require the continued attention of the security forces, current indications are that they are not likely to again become a matter of real concern. Urban violence and common crime, on the other hand, will require the employment of increased police resources; however, if the National Police continues to expand its personnel strength as planned, and receives corresponding material inputs, these factors will also remain within controllable limits.

CHAPTER IV

THE CIVIL SECURITY FORCES

A. The National Police

The principal civil security force in Colombia is the National Police, founded on November 5, 1891. It is responsible for the maintenance of peace and order, the protection of life and property, the safeguarding of human rights, assistance in the enforcement of certain other special laws, and cooperation with the judicial branch in the investigation of crime. These duties are specified by the constitution of Colombia, laws and decrees, the most recent issued in 1973 having to do with the investigation of narcotics violations. The primary role of the police is considered to be the prevention of crime and it is to this end that most of its resources are dedicated.

While the National Police has some traffic responsibilities, many of the larger cities maintain their own traffic police units. In addition, Medellin, the capital city of Antioquia Department, has a municipal urban patrol force known as the Security and Control Police. This unit works in close collaboration with the National Police, and frequently mount joint patrols.

The responsibility for criminal investigation is somewhat nebulous with a number of changes having been made since 1967. Up to that time, the DAS was charged with investigation of all crime. Decree No. 271 issued in 1967 placed responsibility for investigation of "common-crimes" with the National Police, while the DAS retained jurisdiction over offenses against the state and certain specified crimes. (See Criminal Investigations for a more detailed discussion of this aspect of police operations.)

1. Organization

The National Police is one of the four services under the Ministry of Defense, and is commanded by a Director General. Major General Henry Garcia Bohorquez, the current DG, is widely respected in the Government of Colombia as an able and dynamic administrator. He has access to the President of the Republic, and the Ministry of Defense does not normally intervene in the direction of the National Police.

The organization of the National Police is shown in the chart in Attachment B. The force underwent a major reorganization in 1971 which provides for an improved span of control and greater importance for the planning element. The Deputy Director General exercises control over nine different units as discussed below. Three principal branches responsible to the Deputy DG provide supervision over specific areas as follows:

1) The Police Services Branch (operations) exercises control over all aspects of police operations at all levels. Departmental commanders are responsible to the Chief of the Police Services Branch, as is the Chief of DIPEC, (Department of Police Information and Criminal Statistics) the criminal investigations service.

2) The Personnel and Training Branch has two Divisions. The Personnel Division is responsible for selection, processing, records maintenance, personnel data processing and religious services. The Training Division exercises control over all training schools for enlisted personnel.

3) The Administrative Branch has three Divisions: Health Services, Budget and Logistics covering those services as the names imply.

4) A relatively new addition to the NP organization is the General Planning Staff (EMP) which encompasses five Departments or Divisions denominated as follows:

- D-1 Human Resources and Development
- D-2 Information and Criminology
- D-3 Police Services
- D-4 Administration and Budget
- D-5 Statistics

Each of these Departments is headed by a Colonel or a civilian specialist Grade 1. The Chief of the General Planning Staff is currently a senior colonel; however, the staffing pattern provides for up to a Brigadier General for this position, an indication of the high priority given this activity by the National Police.

5) The Inspector General is charged with inspection of both management and operations of the National Police. Much of the activity of this unit deals with audits of fiscal matters of the various commands. Inspections of operations and training are generally left to the appropriate branch mentioned previously.

6) The Office of Public Relations is given a high priority by the National Police, and is indeed essential for developing better mutual understanding and awareness with the public and community. The police is engaged in a number of activities intended towards this end such as work with youth groups and school children, sponsorships of orphanages and vocational schools for underprivileged children, literacy programs, etc. These things are most worthwhile, and indeed should be encouraged. But greater effort to obtain maximum public recognition for these activities should be stressed.

7) The "General Santander" Cadet School and the two officers advancement academies co-located at the same facility are also under the direct supervision of the Deputy Director General.

The Director General retains supervision of only those units having directly to do with the exercise of his office.

2. Personnel

The current strength of the National Police is 49,695 men deployed throughout the country in 23 departmental (state) commands, schools, administrative services and the Directorate General. In addition, there are 5,250 civilian employees bringing total strength to 54,945. See Attachment E for current police deployment.

Since 1969 the National Police has increased its personnel by over 13,000 in an attempt to meet its responsibilities in a more effective fashion. Further personnel increases are anticipated over the next five years at the rate of approximately 4000 men per year, to bring the total strength to the vicinity of 75,000 men. See Attachment E for current breakdown of NP strength and ranks.

The pay and benefits of the National Police of Colombia are undoubtedly amongst the best of any police service in the world. The base salaries of the police are relatively low, however when fringe benefits are included, the overall pay picture is very good indeed.

Basic monthly salary scales are as follows:

(Note: US \$1.00 = Col. \$25.00 pesos)

Agent (Patrolman)	Col. \$ 1250
Corporal 2	1320
Corporal 1	1500
Sargeant 2	1740
Vice-First Sargeant	1980
First Sargeant	2220
Sargeant Major	2520
Sub-Lieutenant	2640
Lieutenant	3000
Captain	3360
Major	3810
Lt. Colonel	4260
Colonel	4710
Brig. General	5160
Maj. General	5520

Civil personnel grades and pay scales are:

Advisor Specialist I	4000
Advisor Specialist II	3600
Chief Specialist	3300
Chief Specialist I	3100
Chief Specialist II	2750
Chief Specialist III	2550
Chief Specialist IV	2300
Chief Specialist V	2150
Chief Specialist VI	1950
Chief Assistant	1850
Deputy Assistant	1750
Senior Assistant	1650
Special Assistant	1550
Special Assistant I	1450

Special Assistant	II	1350
Special Assistant	III	1250
Special Assistant	IV	1160
Auxilliary	I	1130
Auxilliary	II	1030
Auxilliary	III	930
Auxilliary	IV	830

The police also receive the following payments computed on basic salary:

1. Family allowance: 30% to a maximum of 47%, depending on number of children.
2. Longevity pay: 20% after 15 years service plus 1% for each year thereafter.
3. Christmas bonus - equal to a months base salary plus all benefits.
4. Government housing - if not provided, received 7.5% of salary.
5. Police Service Bonus - 30% plus 1.5% of base salary for each year in grade.

Other benefits are: free medical and dental care for the policeman, his wife, children and his parents; purchases at police operated stores for food and clothing; attendance at enlisted, NCO and officers clubs located in various places throughout Colombia, including vacation spas; uniforms and equipment supplied; free schooling for children of policemen, etc.

Police personnel may retire after having completed fifteen years service with 65% of base salary plus the aforementioned benefits. Retirement pay increases proportionately up to 95% of base salary with thirty years of service. During declared periods of national emergency or "state of siege," active duty time is counted as double time, which may further reduce time needed for retirement

Requirements for entrance into the National Police are as follows:

Agent Recruit

1. Age 19-25 years
2. Minimum of 5 years of primary education
3. Colombian citizenship
4. Height 5' 5" with appropriate weight
5. No criminal record

The recruit must successfully complete the five months recruit school at one of the regional schools prior to his assignment as an agent.

Officer Cadet

1. Age 17-24 years
2. Minimum high school education
3. Colombian citizenship by birth
4. Height 5' 5" with appropriate weight
5. Successfully pass written & medical exams
6. No criminal record
7. Unmarried

The officer cadet must successfully complete the two year course at "General Santander" School. This is the only means of entrance into the officer corps, and, while an occasional enlisted man may advance to officer rank through this process, such an occurrence is extremely rare.

Recruitment campaigns are conducted at appropriate times via announcements on radio, television and newspapers, posters displayed in prominent places, etc. The NP is currently in the process of expanding its ranks and plans are to increase the current force by 20,000 men over the next five years.

There is no shortage of applicants; however, entrance requirements in the enlisted ranks are sometimes waived to fill quotas, especially the minimum education requirement. Promotion above the base rank of agent necessitates completion of the educational standard through after-hour classes.

Deployment of National Police personnel is shown in Attachment E. An analysis of the adequacy of this deployment is not possible from the insufficient data available.

3. Budget

The Colombian fiscal year coincides with the calendar year. Early in the year, preparation of the budget for the coming year begins, estimating needs using various statistics and factors. This work is the responsibility of the Department of Administration and Budget (D-4) of the General Planning Staff which works closely with the Budget Division of the Administrative Branch. An official of the Ministry of Finance is assigned to the latter unit to coordinate budget preparation. Upon finalization, the budget is forwarded to the Ministries of Defense and Finance for review, thence to the National Planning Department for comment. The budget cycle for 1975 is currently underway.

The approved National Police Budget for 1974 (in Colombian pesos) is \$1,651,324,002. The budget for 1971 was \$1,016,092,157; that of 1972 was \$1,389,918,152; and 1973 budget totalled \$1,487,746,392. See Attachment F for complete budget breakdown for these years.

As is usual in most of the world, the police report that the budget request suffers cuts at various stages of the review process. In addition, cuts of from 10-20% are sometimes ordered in the operating year budget. Since personnel services expenses are fixed, the cuts must be absorbed in the general expenses fund which severely effects the purchase of equipment and other capital investment.

4. Logistics and Supplies

The Logistics Division of the Administrative Branch is responsible for assuring timely distribution of supplies from Bogotá to the field. While the team did not examine closely the logistics and supply procedures, the team was informed that the National Police does maintain good stock control and inventory records. Observation of the communications spares and equipment controls showed them to be particularly good with a good flow of supplies to lower echelon maintenance centers.

Several officers in the field stated, however, that requests for equipment and material from Bogotá sometimes take an unduly long time to be filled. In some instances the Departmental Commander is authorized to use certain funds for local purchases rather than requesting supplies from Bogotá.

This problem would be an excellent subject for study by the General Planning Staff to determine ways and means to make the logistics and supply system more responsive to needs of the field.

5. Training

The National Police of Colombia gives a high priority to training and for the purpose operates ten permanent facilities located throughout the country. Eight of the ten schools are regional recruit training schools which conduct the basic training for new agents. The new agent is usually sent to the regional school nearest his home.

During the basic course the new recruit receives the basic agent's salary (\$1250 pesos) of which 50% is retained by the school for operating costs. Upon graduation he is assigned to one of the departments near his home department where he will frequently spend his entire career. Three years from the date of graduation the agent becomes eligible for promotion to corporal II.

The standard police recruit course is conducted twice yearly at each of the regional schools. The recruit course lasts five months giving the schools one month between courses to regroup and prepare for the coming course. The basic recruit course is divided into three stages: the police culture stage includes such subjects as police discipline, patrol, traffic, criminal investigation, public relations and law and criminal code procedures; general culture stage includes geography, Colombian history, report writing, public speaking, sociology and civic affairs; military and physical culture includes close order drill, riot control, firearms training, personnel defense and physical education. Following the general course, specialized training is given the recruits according to the needs of the various

departments; specialties include: traffic control, highway patrol, investigation, tourist police, canine corps and others. Recruits selected for Carabinero training receive an additional three month specialized course in horsemanship, basic veterinary medicine, civic action and similar subjects.

Promotion to and within the non-commissioned officer class requires attendance and satisfactory completion of a five month course for each advancement in rank from corporal to sergeant major at the Gonzalo Jimenez de Quesada School at Mūna near Bogotá.

The officer cadet course is conducted at the General Santander School at Bogotá and is two years duration. Upon successful completion of the course the cadet is commissioned as a sub-lieutenant and assigned to duties in one of the departmental commands. While attending the officers preparatory course, the cadet receives \$50.00 pesos per month; the remainder of his salary goes to the school as operating costs.

The curricula is as follows:

First Semester

Criminal Law
General Constitutional Instruction
Sociology
Accounting
Police Regulations
Physical Education
Military Drill & Riot Control

Second Semester

Criminal Law
Police Administration
Criminal Statistics
Penal Instruction
Public Relations
Psychology
Physical Education
Military Drill & Riot Control

Third Semester

Forensic Medicine/Laboratory
Penal Instruction
Judicial Proceedings
English
First Aid & Hygiene
Police Tactics
Military Drill & Riot Control

Officer training for promotional purposes is offered at the General Santander School, although these are considered to be separate entities. They are the Juan Maña Marcelino Gilibert Academy for mid-level officers, and the Superior Police Academy for senior officers. Promotion to first lieutenant, captain and major requires prior successful completion of a six month course for each grade. Promotion to lieutenant colonel requires successful completion of a ten-month training course which includes public and police administration.

Other specialized training provided by the National Police includes: an 11 week judicial police course given at the Carabinero School at Suba near Bogotá; basic electronics training (18 months) and advanced communications technician training (3 years) at the Communications Center at Muzú.

Many other types of training are offered through extension courses, part-time university attendance and in service training. It should be noted that all types of training and education are encouraged by the National Police, and many officers and a number of enlisted men are university graduates.

6. Operations

Police services are provided through various command levels from the National Police Headquarters down to the lowest operational unit known as the police post. The chain of command for operational purposes extends from the Directorate General to the Deputy Directorate to the Police Services Branch to the Department, District, Station, Sub-Station and police post. The Police Departments correspond to the geopolitical subdivision of the same name and would be equivalent to a state or province. This command level provides staff and operational support activities

to the urban and rural subdivisions within its jurisdiction. Police districts usually correspond to a municipality, roughly equivalent to a U.S. county. It is at this level the first real operations are noted, mainly urban and rural preventive patrol. Stations provide almost purely patrol and protective services with close line supervision. Some areas may have sub-stations as a further breakdown, usually within an urban populated area. The police post is almost always a 3 to 6 man post in a rural populated area.

a. Urban Policing

Urban patrol is accomplished for the most part by foot and vehicular patrol. Depending on the area covered by foot patrol, agents may be assigned singularly or in pairs. Motorized patrols almost always consist of three men - the driver, an NCO in charge, and an agent. The driver normally does not perform regular police duty, but limits himself to driving and stays with the vehicle at all times. The driver is completely responsible for the vehicle and must pay for any damage incurred, if he is found at fault. The car and driver team works for only six or eight hours at a time, causing the vehicle to be inactive for 2/3 to 3/4 of the day. National Police opinion is that vehicle life is extended, and better care assured by assignment of one driver only for each car.

There are varying methods of shift assignment including eight hour shifts in a few locations. However, the most common is one of several variations of a six hour duty tour; one of these shift assignments would resemble the following patterns: six hours on duty, six hours on reserve, six hours off duty, six hours on duty, etc., with every fourth day off duty. At any one time one fourth the patrol force is on duty and one-fourth is on stand-by at the station. Normally the agent will sleep at the station during his 6 hours off duty tour so that this tour is also available on short notice.

Bogotá command has a total of 208 vehicles assigned, not all of which are radio equipped. Of this figure 86 are out of service for repairs, leaving 122 vehicles for use. New vehicles and communication equipment have been purchased through an Ex-Im Bank loan of \$2.5 million; the first shipment of these vehicles arrived in Bogotá during the team's visit. However, it is not expected that the numbers of

vehicles will increase to any degree, as the new acquisition is intended to replace those vehicles purchased in 1970.

Officers contacted by the team generally feel that the numbers of vehicles assigned for urban patrol are insufficient, and that more budget resources should be devoted to investment of this nature. Urban patrol activity is indeed one of the most important of the National Police's responsibilities as Bogotá now has a population of over 2 million, Medellin, Cali and Barranquilla have populations in the vicinity of one million each, and there are nine other cities of over 100,000 population. This rapid urban growth is due largely to migrations from rural areas to cities that are not prepared to accept such large influxes of people. This, of course, brings all the problems associated with rapid urban growth including police problems. The National Police must plan to meet these demands for its services, as the urban growth factor will not wait.

b. Rural Policing

Police services in the rural areas of Colombia are provided by regular National Police personnel based at stations, sub-stations and posts in the small towns and villages. These personnel usually restrict their activities to the populated areas leaving patrol activities in the field to the rural police known as the Corps of Carabineros.

The Carabineros is an elite corps of National Police volunteers who are specially selected and trained for service in the rural areas. Their training includes not only the basic police course, but such subjects as sociology of rural Colombia, basic veterinary medicine, elementary agriculture, elementary mechanics, field sanitation and hygiene and rural police tactics as well. In their work in rural areas, the Carabineros not only provide police services, but also give assistance to the rural populace by giving advice on crops, doctoring farm animals, helping to repair farm equipment, etc.

Carabineros wear a National Police uniform modified by a campaign hat, leather puttees, gold bandana, gold braid and a special insignia.

Patrol is performed by vehicle, horse and on foot depending on the terrain conditions. In addition, carabinero groups are strategically located throughout the country for emergency duty. When not on specific missions, these units provide patrol coverage in areas adjacent to their base.

The Carabinero Corps is also responsible for dog training and use. At the present time there are over 180 trained dogs in use by the National Police in both urban and rural areas, principally as a patrol back up function.

In the Middle Magdalena, Antioquia and Huila areas of Colombia where small organized guerilla and bandit elements are located, National Policemen operate in paramilitary groupings under Army control. These men are specially trained in counter-guerilla activities and are known as "granaderos" or grenadiers. The units operate from base camps, effecting patrols and sweeps under the direction of the local Army Commander. The National Police is responsible for providing logistic support only to these units.

c. Criminal Investigations

The Department of Police Information and Criminal Statistics (DIPEC), formerly known as F-2, is the investigative arm of the National Police. It is authorized up to 10% of the total National Police personnel strength. Criminal investigation was formerly the exclusive jurisdiction of the Administrative Department of Security (DAS); however, from 1966 to date, a series of executive decrees has gradually given the National Police investigative responsibilities in those crimes not affecting national security. DAS has retained jurisdiction in those crimes involving national security, counterfeiting, kidnapping, etc. The Colombian penal code does not permit such an easy division, though, and in practice there is considerable overlap and rivalry in investigative operations.

DIPEC exercises administrative authority over investigative personnel at the Departmental level, but operational control rests with the Departmental commanders. The Chief of DIPEC, at this writing, does not even have the authority to name investigators in the SIPEC's (Department investigative section), which has led to some problems. Investigative personnel are moved into other activities such as patrol, and are replaced by other policemen untrained or inexperienced in investigation. The team was told by the Chief of DIPEC, however, that authority would soon be granted to name investigative personnel at all levels.

In the charge of the National Police's Investigation Division are specialized units whose expertises provide invaluable scientific and technical aid to the conduct of an investigation or adjudication of the case. The criminalistics laboratory serving on a nationwide basis performs the scientific examinations of firearms, questioned documents and narcotics. The central files at DIPEC are the main depository for all fingerprints taken by SIPEC (and the Ministry of Justice prisons) and function as a national reservoir from where pertinent identification data and information can be quickly retrieved and disseminated. Trained specialists forming mobile teams are assigned to some SIPEC offices and assist in the technical investigation of crime scenes and the processing of fingerprints. As well, a number of complaint offices staffed with trained National Police personnel have virtually replaced some Commissaries in Bogotá to promptly receive and process complaints of crimes. (For a more detailed discussion of these specialized units and applicable recommendations, refer to Attachment P).

d. Riot Control

Specially trained personnel known as the "Policia de Control" is utilized as riot control police in Bogotá and the twelve major cities. These men are formed into units of squads, platoons, companies and battalions (596 men). One battalion (four companies) is located in Bogotá, and one company (149 men) is assigned to each of the other cities, totalling four battalions. Some smaller cities have one or two platoons of control police assigned. The units are reportedly well-trained and equipped with tear gas, masks, helmets, shields, etc.

The Control Police is made up primarily of patrol personnel, and when not engaged in control of disturbances, or training, these units are used as supplementary patrol units.

e. Traffic

The traffic enforcement activities of the National Police varies considerably from one area to another, as most of the larger cities and many of the departments maintain separate traffic police units funded with local monies. Where these exist National Police work in close collaboration with the local traffic police, and frequently perform joint patrol. Where local traffic units do not exist the NP exercise exclusive traffic jurisdiction.

A Road Police or Highway Patrol unit known as the "Policia Vial" is also operated by the National Police. Its primary function is that of a safety patrol - assisting motorists, removing road obstacles, etc.

f. Special Functions

Juvenile Police - This function is primarily concerned with play ground supervision at parks and schools for the public relations effect.

Mine Guards - National Police and Army personnel provide protection at gold and emerald mines in various locations on a non-reimbursable basis.

Bank Protection - The police provide protection for the transport of currency and other valuables between government banks for which the police is reimbursed. The monies received from this service are deposited in the Police Rotating Fund which is used for investment purposes. Income from this fund goes to the police pension fund, supports police commissaries, provides loans for construction of homes, etc.

Prisons - Senior police officers are frequently detailed to duty as wardens and prison administrators. Also, some NCO's are assigned to the prison guard forces, principally as supervisors.

Railway Police - This function is considered a specialization of the National Police to which approximately 600 men are assigned. The prime responsibility is to provide security for trains, including cargo and passengers, both while underway, and in depots.

Fire Service - In many areas, the fire chiefs at the local level are National Police officers on detached duty. Most fire departments are supported with municipal funds.

g. Mobility

The National Police have a total of 990 vehicles deployed in the various Departments as shown in Attachment G. Two hundred-twenty three vehicles are out of service for repairs, and thirty four are considered unrepairable. The great majority of these vehicles were purchased in 1970 under a previous Ex-Im Bank loan, and many of these vehicles are reported to be over the 300,000 kilometer mark. That these vehicles are still operative can only be attributed to the work of the Transportation Maintenance Center at Bogotá which has the capability of fabricating spare parts and rebuilding engines. However, the vehicular maintenance cost spirals rapidly upward after about 100,000 kilometers so that it becomes uneconomical to keep such vehicles in a police fleet. Indeed, these vehicles are worth more on the open market, in many instances, than it would cost the NP to purchase new vehicles. If the police were permitted to auction off its vehicles after 18 months - 2 years use, and reinvest the proceeds in new ones, maintenance costs would be reduced considerably. A study was recently completed by the General Planning Staff on this very problem, and similar conclusions were reached.

The Transportation Maintenance Center at Bogotá while reasonably well organized and capable of performing most major and minor repairs, is not without problems. In a recent inspection it was revealed that the Center is short on many basic hand tools. Special equipment is in good order, but only one or two persons are trained in its use. Spare parts stocks are low and most replacement parts are purchased on the local market from petty cash. The parts are not always available causing delays of weeks for minor repairs. Of the over 100 men assigned to the Center, only about 10% are qualified mechanics which is a source of further repair slow down. The National Police is aware of these problems and is seeking solutions.

Outside of Bogotá, there are no complete vehicle maintenance facilities in any of the departments. Most departments attempt to provide some measure of maintenance in small make-shift shops, but they lack tools and equipment for primary maintenance. The departments do not normally maintain spare parts stocks, but rely on Bogotá for supplies, or make local purchases. A few departments have arranged for maintenance on a contract basis.

h. Communications

The National Police Communications Section is presently staffed with 20 officers and 231 enlisted personnel and civilians. All personnel have received formal training in their specialty, i. e., administrative, technical, supply, operators, etc. This is opposed to 6 officers and 43 enlisted personnel (one-third of whom had received formal training) ten years ago.

The Communications Section has been reorganized to provide all essential functions and lacks only experience in modern management techniques. The Section is completely self-sustaining in that it has a modern well-equipped training center to provide both basic technician training and advanced retraining. Additionally, NP personnel regulations have been revised to provide necessary personnel tenure within the Section.

The Communications operational facilities of the NP include modern, high-speed data circuits and voice communications between the Directorate General in Bogotá and departmental commands throughout the country (50% operational - to be completed this year). Within the departments, voice communications is available between NP departmental and district commands. In 60% of the departments, rural tactical communications facilities are available for inter-district contact between police station, sub-stations and posts. The major cities of Colombia have standard NP mobile and portable communications capabilities. Other cities have a limited urban tactical communications capability. The NP have on order a US \$800,000 procurement of modern communications equipment to augment the urban systems.

B. The Administrative Department of Security

The DAS, as it is commonly known, is an investigative and intelligence force of approximately 3000 personnel charged with investigation of crimes against the State, the Constitution and the internal security, crimes against public faith (mis - and malfeasance), the national economy or commerce, and crimes affecting individual liberty and human rights. It is also responsible for maintaining registration of foreigners (immigration control) and the enforcement of laws concerning aliens. Its assigned role also requires close cooperation with the National Police in the maintenance of public order. A judicial police division shares criminal investigation responsibility with the National Police DIPEC under the direction of the Assistant Attorney General for Judicial Police.

Limited investigative advisory assistance has been provided DAS from time to time during the early years of the Public Safety program, as well as a small commodity input. In 1966 an A. I. D. specialist conducted a study of DAS alien control procedures which resulted in several recommendations for improved control. Several of these recommendations were implemented.

Perhaps the greatest weakness of DAS is that its personnel lacks tenure and there is a high turnover. This shortcoming has been pointed out in every Public Safety study made of DAS. Much could be done to improve and develop the force's capabilities, but any such effort will be fruitless until some type of career system is established.

Public Safety assistance to DAS was discontinued due to personnel cuts and other priorities, except in the narcotic control area as discussed in a following section.

C. The Colombian Customs Service

The National Customs Service under the Ministry of Finance is responsible for control of the movement of goods in and out of Colombia, collection of duties, and the interdiction of contraband. Customs also has border patrol duties, but little is done in this area. Most Customs personnel are concentrated at airports, seaports and land ports-of-entry.

The Public Safety program has not been directly involved in assistance to Colombia's Customs except recently in the narcotics control effort as shown in a subsequent section.

D. Narcotics Control

Because of the unique aspects of joint efforts of the Colombian security forces in the narcotic field, the team felt that the subject could better be treated in a separate section.

The purpose of the U.S. narcotics control project is to strengthen and improve the Colombian law enforcement agencies' capabilities to interdict international trafficking of narcotics and to deal with the illegal processing, sale, cultivation and consumption of narcotics and dangerous drugs in Colombia.

With U.S. advice and assistance the GOC has created a National Narcotics Council and the President has signed into effect a Narcotics Destruction Law and new more stringent narcotics legislation.

Under the "Public Order" section of the law, the National Police have been able to take an extremely active role in narcotics enforcement.

The Department of Administration and Security (DAS) has primary legal responsibility for narcotics interdiction. However, the National Police have played the leading role in this effort between the three enforcement agencies concerned - DAS, Customs, and National Police.

National Police Narcotics Unit

The National Police Narcotics Unit consists of ten lieutenants and forty NCO's and enlisted men with a lieutenant presently the Chief of the unit. The National Narcotics Unit is a section of DIPEC (F2) whose Chief answers directly to the National Command of DIPEC.

The National Police Narcotics Units operations in the Departments (states) appear to follow mandates from the National level with coordination given by the Department Commanders.

Customs

Customs has developed a National Narcotics Action Plan that has been approved by the National Narcotics Committee. This plan establishes a Customs National Narcotics Department made up of 42 enlisted men and 10 officers. The majority of these men have all recently graduated from a PSD assisted in-country Narcotics Investigations Course.

There has been a steady increase in the number of seizures and arrests made by Customs. This increased activity is due primarily to an overall awareness of customs personnel for the need for increased efforts in these areas.

Administrative Department of Security (DAS)

DAS has not yet developed an active campaign towards narcotics suppression, and its efforts are lagging far behind both the National Police, and Customs. A DAS Narcotics Unit has been formed, but no overall narcotics action plan has been approved by the National Narcotics Committee.

Nevertheless, DAS has proven to be most helpful in the expulsion of other than Colombian nationals to the U.S. when requested to do so for prosecution purposes.

Hopefully, with new leadership in the newly elected administration, DAS will take a more active narcotics role.

Attorney General's Office

The Attorney General's office continues to strive towards an increase in its capability to supervise and train all judicial police in investigation of narcotics cases and encourage closer supervision of the judicial process in cases involving narcotics.

The Assistant Attorney General for Judicial Police, and two of his assistants devote the majority of their time to narcotics enforcement. One assistant is assigned to work on the Executive Committee of the National Narcotics Council, as well as work with the Judicial Police segments of the National Police and DAS. The other is assigned to work full time with Customs and spends much of his time monitoring the Combined Judicial Police offices at the Bogotá International Airport.

Ministry of Justice

The Minister of Justice has been appointed as the National Narcotics Coordinator by the President, and chairs the National Narcotics Committee.

This Committee is made up of high ranking representatives from the National Police, the Attorney General's office, Customs, DAS, Ministry of Health and Ministry of Education.

The action group for the National Committee consists of the National Police, Customs, DAS and the Attorney General's office. The Minister of Justice has appointed an Executive Secretary who is in charge of this action group.

International and domestic trafficking of narcotics and dangerous drugs into, from and through Colombia is a problem area recognized by the Colombian Government. Due to its geographic location, Colombia readily lends itself as a major transit point for international drug trafficking. Although at this time illegal drug trafficking through Colombia is a major factor, it has become evident that the abuse of illicit drugs and narcotics within Colombia is also rapidly approaching a point of serious proportion.

Since 1972, some 25 Colombians have received narcotics training in the U.S. Approximately 223 Colombians have received U.S. sponsored in-country training and an additional 450 officials have attended Colombian sponsored narcotics training.

The National Police now have narcotics courses in all recruit, NCO and officer cadet academies.

At this time the National Police have proven to be the most willing and capable law enforcement agency in this field. The National Police DIPEC Narcotics Unit has participated in most of the major cocaine cases in Colombia. Their relationship with DEA has improved and reaction to DEA intelligence is now very good. Additionally, there is an overall awareness on the part of the National Police of the important role the National Police have as an institution in the total effort of the GOC to control illegal drugs.

CHAPTER V

THE PUBLIC SAFETY PROGRAM

A. Description

The Public Safety Program began in January 1963 with the arrival of the first Public Safety officer. The objectives of this program were outlined in a pre-project survey that was conducted in December 1962.

The 1963 PRO/AG for the Colombian National Police described the purpose and specific objectives for the program as follows:

- 1) Improve vigilance and patrol so as to prevent crimes and provide more protection to the public.
- 2) Reduce violence in the rural areas.
- 3) Extension of public relations program so that it will operate on a wider scope.
- 4) Increase the number of technical police materials in the training schools.
- 5) Conduct a study of the present legal system with recommendations for improvement.
- 6) Provide additional arms and transportation to the Police in the rural areas.
- 7) Conduct an intensive study of the present communications network, so that plans can be made for improvement in this area.

On February 28, 1963, a separate PRO/AG was signed for assistance to the Administrative Department of Security (DAS). The general purpose for assistance as stated in the PRO/AG was to develop DAS into an elite organization capable of investigative

and intelligence duties reporting directly to the President. At that time DAS held sole responsibility for the investigation of what could be termed felonies.

The specific objectives as outlined in the PRO/AG were as follows:

- 1) Improve the quality of DAS personnel through better recruitment, training and supervision.
- 2) To recommend an improved concept of the mission and jurisdiction of DAS.
- 3) To coordinate the functions of DAS with those of the National Police and Armed Forces.
- 4) To improve transportation services, technical services and communications system in DAS.
- 5) To recommend an improved program of public relations in DAS.
- 6) To examine the security procedures within DAS against penetration by alien and subversive groups and to recommend improvements.
- 7) To develop an intelligence capability in DAS in the areas of subversive activities and rural violence,

During FY 1971, the advisory staff was increased from two to four direct hire advisors (not including the DAS advisor who departed during FY 1971 and was not replaced). The evaluation team offered general recommendations to improve riot control capabilities, to increase the rural patrol operations, development of a research and planning bureau, the standardization of fire arms, and review and upgrade urban police techniques.

The evaluation team also recommended that the advisory assistance program should be supported by a small commodity program of less than \$100,000 annually. It was recommended that training of the National Police at the International Police Academy should be continued and if possible increased to a minimum of 25 officers per year.

The advisory staff remained at a level of four until July 1972 when an additional advisor was assigned under a separate PRO/AG designed to assist the Colombian National Police with the Narcotics Control Program.

Resources

1. Technicians

Beginning with one (1) advisor in 1963 and increasing to as many as seven (7) in 1966, reduced to two (2) in 1970, and finally increased to the five (5) now assigned, a total of seventeen separate resident Public Safety advisors have been assigned to Colombia. A breakdown of resident advisors by name and assignment is listed in Attachment H.

Specialized assistance was provided as required for limited periods by Public Safety Advisors on temporary assignment from OPS/W or from other USAID Missions. See Attachment I for details of this assistance.

2. Commodities

Total commodity expenditure by the Agency for International Development in the 11 year life span of the program is \$3,384,091. This figure does not include \$310,400 that was provided by the U.S. Department of State in FY 1973 for narcotics control.

A breakdown of commodities furnished by year is listed in Attachment J.

3. Participants

Since the inception of the Public Safety Program in Colombia a total of 460 National Policemen and DAS agents have received training at either InterAmerican Police Academy, Panama, or its successor, the International Police Academy, Washington, D. C. (See Attachment L).

Participant training has played a major role in the upgrading of the Colombian National Police, according to their own appraisal. The current Director General is a graduate of

the IPA and 85% of the senior colonels of the National Police have graduated from either the IPA General or Senior Officers Courses.

The Senior Command of the National Police have taken a position that an IPA graduate is better prepared for future command responsibilities. The training is taken very seriously by the Colombian Command, and invariably Colombian officers are at the top of the list academically of every IPA class that they attend.

Colombian police officers look toward the IPA as their "Alma Mater" and are sincerely interested in its future.

Senior command officers expressed to the evaluation team on several occasions their needs for advanced training at the IPA. It is their belief that the General Course is good for company grade officers and the Senior Course is most beneficial to field grade officers, however, after the Senior Course, a Senior Commanders' Course should be offered for those senior officers who will soon have senior command responsibilities. It is their belief that this course should be longer in duration than the Senior Course, and have more emphasis on organization, administration and command responsibilities. Their belief is so strong in this direction that they have expressed a willingness to assign a Senior Command officer at their expense to the IPA, to assist in the development and presentation of this Senior Commanders Course.

The Director General of the Colombian National Police stated to the evaluation team that he believes the IPA should offer a greater variety of specialization and the specialization courses should be more indepth and of longer duration. He specifically requested greater depth in police administration, organization and management. He did not offer these suggestions as criticism, only that the Colombian National Police had advanced to such a point that generalized training would not be in keeping with future needs of the Colombian National Police Senior Command.

4. Host Country Contributions

The GOC financial contributions to the Public Safety Program has been in keeping with the financial capabilities of the country. The primary objectives of the Colombian Public

Safety Program since its inception have been targeted toward technical advice and participant training.

While the Colombian Government is not the wealthiest in Latin America, it certainly is not the poorest. Its contribution to the Public Safety Program has amounted to almost 2.0 million dollars.

Since the host government does not operate on the same fiscal year as the U.S. Government, it is difficult to offer a third and fourth quarter FY 74 cost breakdown.

The host country contribution since the beginning of the Public Safety Program in 1963 is listed in Attachment N.

B. Observations and Conclusions

There are few countries in Latin America that can show as much progress within their National Police as Colombia. The dedication and professional attitude of the Officer Corps is most commendable. This is not to say that all problems within the Colombia National Police are solved, or that they are capable of solving all their current and future problems. In any emerging nation there will be budget problems, training problems, administration problems, personnel problems. However, the National Police of Colombia are now much better prepared to solve these problems after being exposed for eleven years to Public Safety advice and assistance. They have used the opportunities offered to them through the Public Safety Program in such manner as to obtain maximum benefit from them. Their training facilities are now able to go it alone.

Vehicle maintenance and radio maintenance facilities are second to none in Latin America. The age of computerization has arrived within the National Police. They are now taking their first steps towards narcotics control. Budget support for the National Police, while not outstanding, is much better than when Public Safety started.

The Colombian National Police have advanced past the nuts and bolts needs of advisory services. Their needs now are on higher technical and management plane. And, at present we foresee no reason to believe that this need will regress.

With few exceptions all original goals and 1969 updated goals will be near completion by the program phase-out date.

1. Planning Unit Computer Section

The computer section of the planning unit has been staffed. Six officers have received computer programming training in-country under terms of a contract signed by the Minister of Defense. Key punch operators and coders have been chosen and have started in-country training. The computer section is in its incubator stage, and will doubtless encounter many problems before the National Police feel comfortable with its usage. At the present time the police are using the computer to assist them in the many administrative tasks required in the personnel section.

However, as more experience is gained, and more operators are trained, the National Police intend to computerize their logistics support section, records section and budget section.

At the time of phase out, the goals of the computer section of the planning unit will be approximately 50% complete.

2. Narcotics

Since the program for the elimination of the movement of illegal narcotics throughout the country of Colombia is now just getting started, it would be unrealistic to state that this goal at the time of phase out would be near completion. However, advisory effort to the Narcotics Section will continue for at least one year after the program phase out date. Considerable advisory effort must be given to staff, train and equip the Narcotics Section of the National Police to help mold it into a viable entity.

CHAPTER VI

RECOMMENDATIONS

Based on comments given in preceding section of this report the evaluation team offers the following recommendations to the Government of Colombia. It is recommended that:

Standardization of Firearms

1. The National Police be allowed to decide what their current and future firepower needs are, and purchase weapons of standard caliber and design to meet these needs.

Vehicle Replacement

2. The National Police adopt a systemized procedure for timely vehicle replacement as a means of maintaining the integrity of police mobility with maximum economy.
3. A suggested schedule of vehicle replacement be adopted as follows:
 - a. Urban, highway patrol, and rural vehicles - every 150,000 kms or approximately after one year operation.
 - b. Other service vehicles - 150,000 kms, or approximately 3 years service.
 - c. Trucks, buses, etc. - every 5 years.
4. Detailed planning be initiated to develop the most feasible and economical method of organized vehicle replacement either by negotiated trade-in or by public bid sale.
5. The budget contain approximately 25% of the vehicles' total value per year for maintenance funding purposes.

6. A basic stock of repair parts be obtained and be on hand at all times. Fast-moving items such as ignition points, condensor, fuel pumps, oil filters, welding gas, wiping rags, etc., should be requisitioned 30 to 60 days in advance. Purchase should be made in quantity to reduce costs.

Policemen assigned to Special Details

7. Policemen assigned to special details be transferred out of these details on a scheduled time period to insure that a false sense of being assigned to a discipline separate from general police responsibilities does not occur.

Master Plan for Future Needs

8. The Planning Section develop a master plan for future growth. The plan should include patterns of population increases or decreases in urban and rural areas versus crime trends and future commitments of the National Police. The master plan should have targets and goals established on a year by year basis to enable the police command to identify their progress versus projected goals.

Police Inspection Staff

9. The activities of the Inspection Unit within the National Police be increased and commanded by an aggressive senior officer answerable only to the Director General. All elements of the National Police should be subject to inspection on a routine basis. Inspections should include but not limited to budget, personnel, equipment, training and administration.

Traffic Police

10. Traffic Police be given the means to strongly enforce all vehicle traffic regulations. This should be accomplished by issuance of citations, summons, arrests, or whatever means that is palatable to the

citizens of Colombia. Prior to the enactment of this enforcement program, a strong vigorous public relations campaign must be undertaken to educate the citizens as well as inform them of the enforcement program.

Utilization of Manpower

11. All non-police housekeeping activities such as cooks, clerks, barbers, etc., be assigned to non-policemen. Better utilization of manpower could be realized if trained policemen are returned to the field.
12. An available skills inventory register be kept up to date and computerized. It is believed that considerable expense and time can be saved by not training policemen and officers for positions when others now hold that skill.
13. A manpower requirement study be undertaken by each Department, directed and assisted by the General Planning Staff to provide an up-to-date evaluation of current deployment, followed by periodic updating to assure continued proper personnel utilization and deployment.

DIPEC (F-2)

14. That unit policies, regulations and procedures for DIPEC be formulated and implemented to insure observance of chain of command and proper supervision. F-2 national command should retain technical supervision of investigative agents, with departmental commanders exercising operational supervision through the local SIPEC chief.
15. That only those agents who have received investigative training be assigned to F-2. Indiscriminate assignment of policemen to F-2 by departmental commanders should be avoided.

PERSONS CONTACTED

U.S. MISSION

Viron P. Vaky	U.S. Ambassador
William Ellis	USAID Mission Director
Leonard Cornfeld	USAID Deputy Mission Director
Joseph Sconce	USAID Asst. Director for Operations
Nestor Sanchez	Political Officer
Thomas Killoran	Political Officer
Vernon McAninch	Consular Officer
Herbert Mitchell	Embassy Narcotics Coordinator
Octavio Gonzales	DEA Agent-In-Charge
William Bartreau	Public Safety Officer
William Moody	Public Safety Advisor
Donald Ackerman	Public Safety Advisor
William Winn	Public Safety Advisor
Mark Seaton	Public Safety Advisor

COLOMBIAN OFFICIALS

Major General Henry Garcia Bohorquez
Director General of National Police

Dr. Miguel Sanchez Mendez
Asst. Attorney General for Judicial Police

ATTACHMENT A

Col. Manuel Salinas
Col. Luis E. La Rotta
Col. Julian Moncayo
General Planning Staff

Col. Cesar Augusto Tello
Chief, Police Services Branch

Col. Ciro Camacho, Director
Major Miguel Gomez, Deputy Director
Gonzalo Jimenez de Quesada NCO School, Muña

Col. Jorge Bulla, Director
Major Fernando Gonzalez, Chief, Personnel & Training Section
Major Quintiliano Arrellano, Chief, Administrative Section
Carabinero School, Suba

Col. Alfonso Barragan, Commander
Lieutenant Colonel Louis Alberto Zambrano, Deputy Commander
Captain Jairo Moreno, Chief, Personnel Section,
Department of Antioquia, Medellin

Major Luis Altamar
Acting Chief, Medellin District HQ

Lieutenant Colonel Edgar Viteri, Director
Major Ignacio Gomez, Deputy Director
Carlos Holguin Recruit School, Medellin

Colonel Carlos Guzman, Director
Lieutenant Colonel Desiderio Vera, Deputy Director
DIPÉC (F-2)

Colonel Fernando Dominguez, Commander
Lieutenant Colonel Miguel Angel Sanchez, Deputy Commander
Department of Bolivar, Cartagena

Colonel Luis Estupiñan, Commander
Lieutenant Colonel Miguel Angel Mejia, Deputy Commander
Department of Llanos Orientales, Villavicencio

Lieutenant Colonel Luis Ospina, Director
Eduardo Cuevas Recruit School, Villavicencio

Captain Bernardo Mejia
Chief SIPEC, Villavincencio

Lieutenant Colonel Mario F. Guerrero
Ex. Asst. to the Director General

Major Octavio Orozco
Major Guillebardo Suarez
Students, Superior Officers Course

Major Miguel Maza
Chief, Criminalistics Laboratory

Major Henry Medina
Chief, SIPEC Bogota Station

Major Jaime Ramirez
Chief, DIPEC Judicial Police

Dr. Olga Nieto
Chief, Chemical Section, Criminalistics Laboratory

Major Luis Del Castillo
Chief, Human Resources Section (D-1)

Captain Leonel Buitrago
Chief, Development Section (D-1)

Captain Ismael Hidalgo
Acting Chief, Criminalistics Laboratory

Captain Alvaro Matis
Deputy Chief, SIPEC Bogota Station

Captain Jorge Ortega
Chief, Budget Section (D-4)

Captain Pablo Elber Rojas
Chief, Systems Section (D-5)

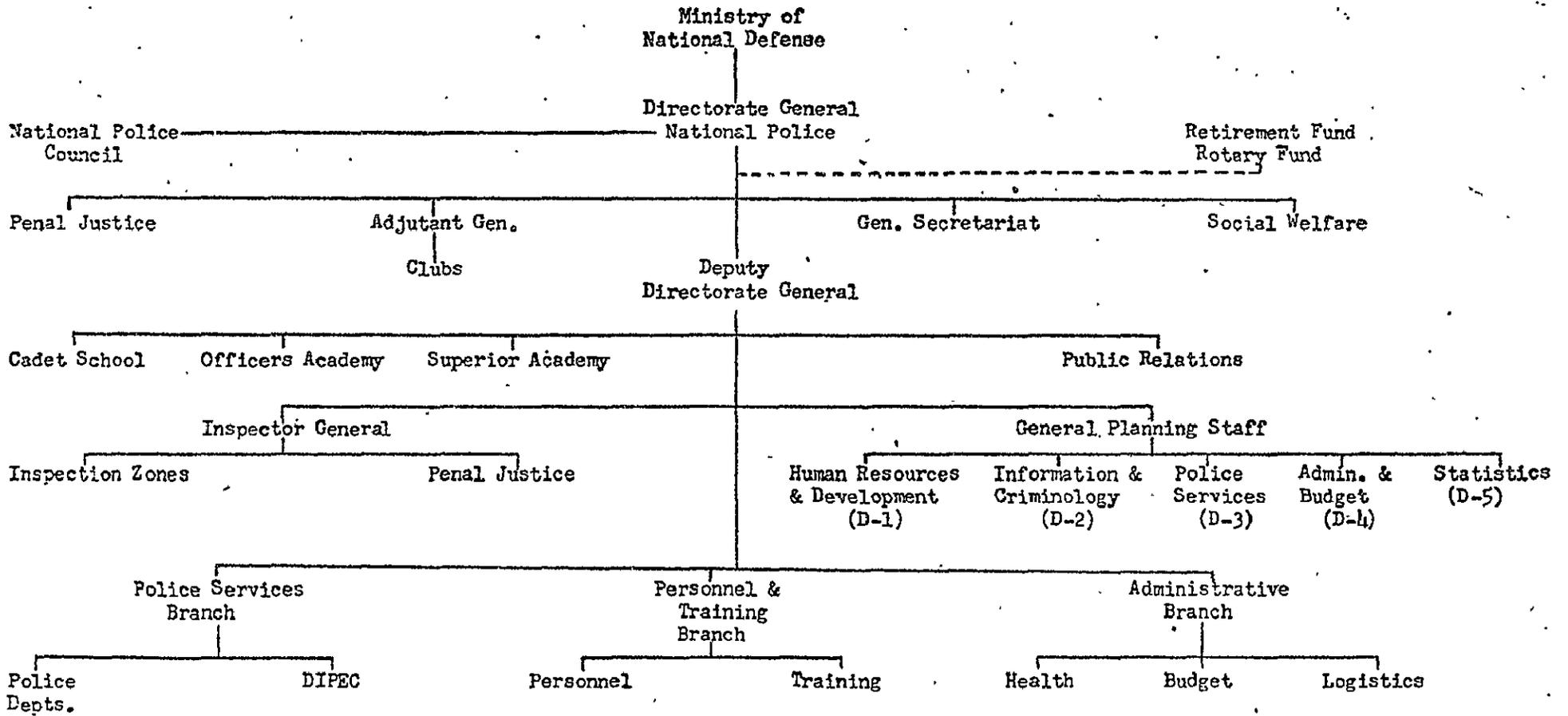
Captain Ananias Hincapie
Administrative Assistant to Chief, General Planning Staff

Captain Hurtado Hoyos
Communications Section

Captain Hector Alvarez
Chief, Dog Training Center, Suba

Captain Rodrigo Vargas
Mayor, Puerto Berrio

Sergeant Miguel Chaparro
Deputy Chief, Criminalistics Laboratory



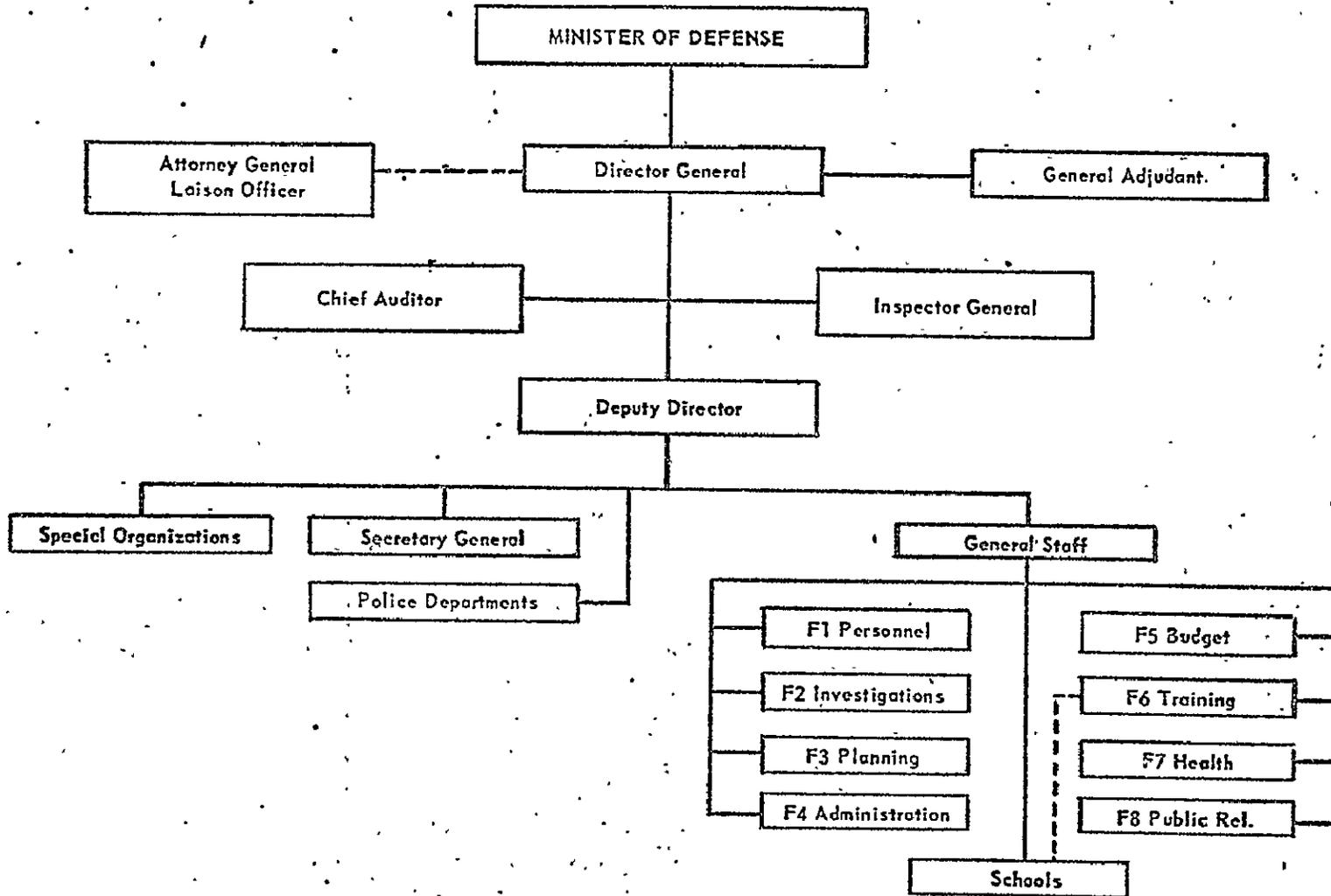
NATIONAL POLICE ORGANIZATIONAL CHART

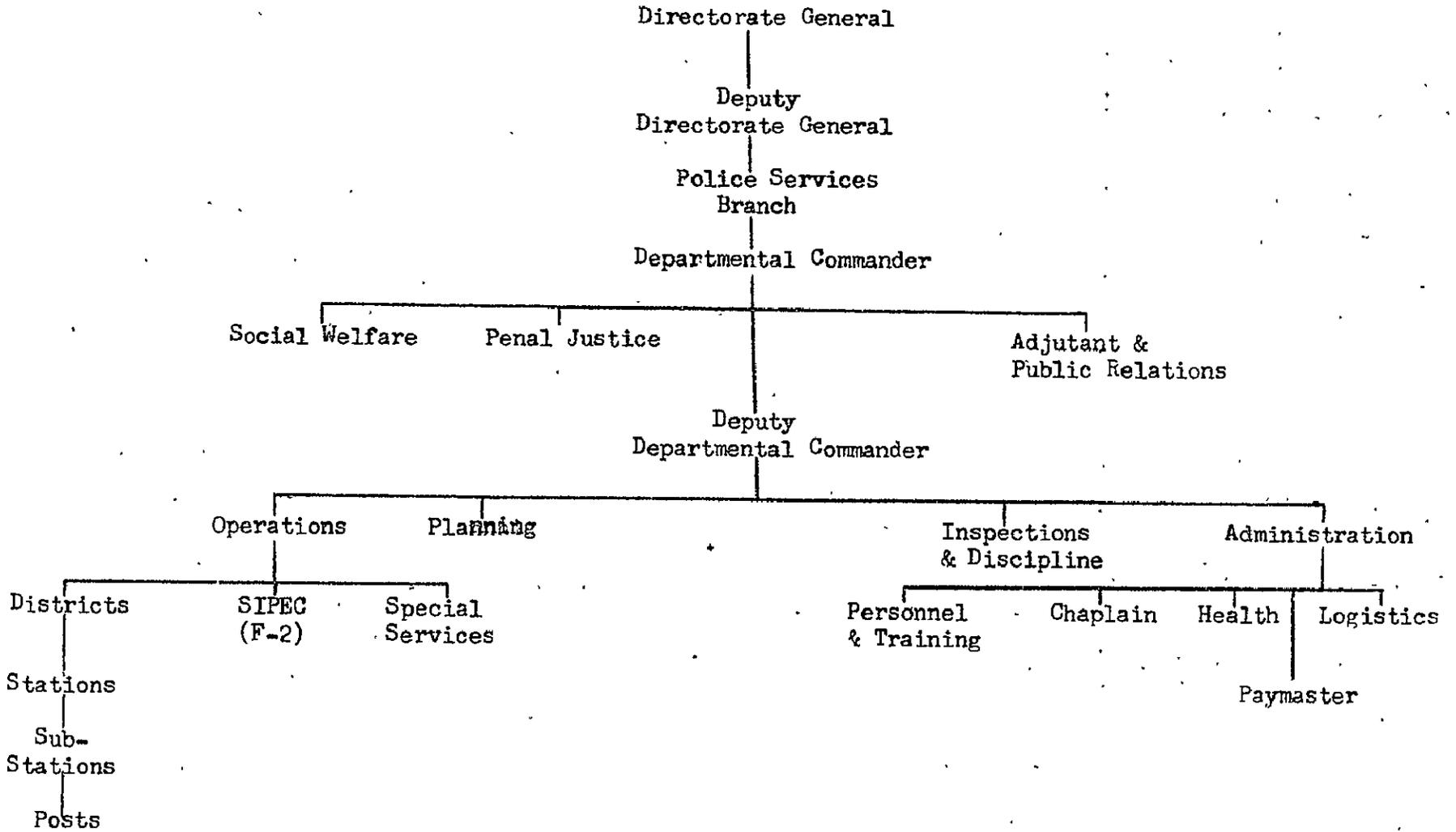
ATTACHMENT B

-41-

FORMER

NATIONAL POLICE ORGANIZATION CHART





TYPICAL DEPARTMENTAL ORGANIZATION

NATIONAL POLICE PERSONNEL DEPLOYMENT

	OFFICERS	NCO	AGENTS	TOTAL
General Directorate	174	360	1208	1742
Clubs and other Admin Services (Bogota)	6	12	12	30
Santander School	25	14	51	90
Carabineros School	22	44	87	153
Alejandro Gutierrez	13	26	37	76
Antonio Nariño	13	25	36	74
Carlos Holguin	13	25	36	74
Eduardo Cuovas	13	25	35	73
Gabriel González	13	25	35	73
Simón Bolívar	17	34	39	90
Bogotá, D.E.	184	793	7666	8643
Antioquia	91	386	3730	4207
Valle	116	498	4821	5435
Cundinamarca	50	207	2000	2257
Tolima	60	258	2493	2811
Atlántico	34	145	1399	1578
Bolívar	23	98	946	1067
Boyaca	37	155	1497	1689
Huila	41	175	1688	1904
Meta	66	284	2743	3093
Santander	66	234	2265	2555
Caldas	37	156	1504	1697
Cauca	27	114	1098	1239
Magdalena	20	82	796	898
Nariño	30	124	1198	1352
North Santander	27	115	1112	1254
Quindío	24	102	986	1112
Risaralda	24	100	970	1094
Cesar	18	78	751	847
Cordoba	14	60	577	651
Choco	18	76	736	830
Guajira	11	46	442	499
Sucre	11	47	450	508
TOTAL	1328	4923	43444	49695

NOTE: This total does not include approximately 5,250 civilians.

Maj Gen.	1	Sgt. Major	84
Brig. Gen.	2	Sgt. 1	487
Col.	44	Sgt. VI	736
Lt. Col.	64	Sgt. 2	889
Major	157	Cpl. 1	1,262
Capt.	294	Cpl. 2	<u>1,465</u>
1st Lt.	296		4,923
2nd Lt.	<u>470</u>		
	1328		

Agents - 43,444 (including 2,085 driver/agents)

ATTACHMENT E

NATIONAL POLICE BUDGET

	<u>1971</u>	<u>1972</u>	<u>1973</u>	<u>1974</u>
<u>PERSONAL SERVICES</u>	<u>812,738,934</u>	<u>1,162,747,543</u>	<u>1,223,818,326</u>	<u>1,359,873,936</u>
Personnel Payroll	465,032,960	643,717,860	666,729,780	744,678,000
Representation Expend.	218,664	66,440	-----	-----
Payment of Techn.Serv.	260,000	300,000	300,000	270,000
Salaries pd. to Profess.	600,000	600,000	1,000,000	1,296,000
Wages	250,000	250,000	198,360	198,360
Fam.Subsidy and other				
Legal Benefits	287,385,268	443,003,243	440,515,202	484,589,098
Food Bonus	3,800,240	3,791,520	3,443,040	3,511,040
Bonus for Food,Clothes				
Washing and Barbershop	1,620,000	1,620,000	1,320,000	2,100,000
Christmas Bonus	38,071,802	52,698,480	92,311,944	103,231,377
Transportation Bonus	11,500,000	11,700,000	12,000,000	14,000,000
Housing Construction Bonus	4,000,000	5,000,000	6,000,000	6,000,000
<u>GENERAL EXPENSES</u>	<u>152,353,223</u>	<u>162,170,619</u>	<u>179,528,066</u>	<u>188,958,769</u>
Maintenance & Insurance	15,407,933	18,072,593	24,316,936	27,693,000
Equipment Purchases	56,876,840	58,938,978	64,903,711	66,963,769
Perdiem and Travel Expens.	7,500,000	9,000,000	10,000,000	8,820,000
Communications Services	3,500,000	3,700,000	3,700,000	3,600,000
Public Services	4,500,000	5,000,000	5,000,000	5,985,000
Materials and Supplies	56,718,450	59,749,048	62,293,504	63,090,000
Printed Matter and Public.	600,000	760,000	1,160,000	792,000
Rental Expenses	800,000	1,000,000	2,000,000	2,835,000
Private Investigations	1,000,000	1,000,000	1,000,000	900,000
Various & Unforseen Expens.	400,000	400,000	500,000	540,000
Upkeep of Cattle, Horses & Facilities	4,000,000	3,500,000	3,553,915	3,150,000
Expenses Incurred in Civic Action Actv. in Violence	800,000	800,000	800,000	900,000
Reimbursement of Bonuses and Insurance	250,000	250,000	300,000	360,000
Campaigns against Drugs	-----	-----	-----	1,350,000
Campaign Rations	-----	-----	-----	1,980,000
<u>TRANSFERS</u>	<u>51,000,000</u>	<u>65,000,000</u>	<u>84,400,000</u>	<u>102,491,298</u>
Severance Pay, Compensation and Indemnities	33,000,000	42,000,000	56,400,000	59,400,000
Partial Liquidation of Severance Pay	7,000,000	8,000,000	10,000,000	9,000,000
Pensions for Invalidity	11,000,000	15,000,000	16,000,000	16,200,000
Retirement Pensions & Other			2,000,000	2,700,000
Death Pensions	-----	-----	-----	1,800,000
Social Security Payments	-----	-----	-----	89,100,000

ATTACHMENT F

NATIONAL POLICE VEHICLE DISTRIBUTION

	Number of Vehicles Assigned	Number of Vehicles in Service	Number of Vehicles OUT of Service	Number of Vehicle NOT Repairable	Average Annual Primary Maintenance Cost	Average Annual Operation Cost	Percentage of Spare parts on Hand
1 Antioquia	99	59	40	29	200,000	No Info.	L/P
2 Atlantico	36	18	18	5	No Info.	No Info.	L/P
3 Bogota	208	122	86	0	101,550	No Info.	Bogota
4 Bolivar	37	37	0	0	No Info.	120,000	L/P
5 Boyaca	35	35	0	0	No Info.	No Info.	Bogotá
6 Caldas	31	28	3	0	No Info.	No Info.	L/P
7 Cauca	22	20	2	0	No Info.	185,000	L/P
8 Cesar	15	12	3	0	No Info.	No Info.	L/P
9 Cundinamarca	35	35	0	0	No Info.	150,000	Bogotá
10 Cordoba	17	15	2	0	No Info.	100,000	L/P
11 Choco	10	7	3	1	75,000	60,000	L/P
12 Guajira	15	15	0	0	163,000	100,000	L/P
13 Huila	33	30	3	0	36,000	375,000	L/P
14 Meta	29	28	1	0	No Info.	No Info.	Bogota
15 Magdalena	25	25	0	0	55,000	175,000	L/P
16 Nariño	25	25	0	0	33,000	80,000	L/P
17 Quindío	21	17	4	0	No Info.	No Info.	L/P
18 Riseralda	22	20	2	0	No Info.	No Info.	L/P
19 Santander	55	55	0	0	80,000	No Info.	L/P
20 North Santander	31	31	0	0	40,000	150,000	L/P
21 Sucre	12	12	0	0	23,000	98,000	L/P
22 Tolima	47	44	3	0	No Info.	No Info.	L/P
23 Valle	130	113	17	0	No Info.	No Info.	L/P
TOTAL	990	767	223	34	--	--	--

ATTACHMENT G

PUBLIC SAFETY RESIDENT ADVISORS

<u>NAME</u>	<u>DATES OF ASSIGNMENT</u>	<u>FUNCTIONAL TITLE</u>
David Laughlin	12/62 - 12/63	PSO
Charles Redlin	12/63 - 4/66	PSA Telecom
Herbert Hardin	1/64 - 12/69	PSO
John Doney	1/64 - 12/66	PSA/Inv.
Salvador Romero	? - 6/65	PSA/Municipal
Paul Hoffey	2/65 - 3/68	PSA/Municipal
Andy Rogers	?/65 - 7/67	PSA/Inv.
Roy Driggers	4/65 - 8/70	PSA Trng.
Fred Mangels	4/66 - 5/68	PSA/Telecom
Mark Seaton	7/66 - Present	PSA/Telecom
Carlos Casavantes	9/66 - 5/68	PSA/Inv.
Charles Guzman	10/66 - 9/68	PSA/Trng.
Ben Stotts	9/67 - 7/70	PSA/Inv.
Dudley Burris	9/70 - 5/72	PSA/Inv.
William Bartreau	9/70 - Present	PSO
William Winn	11/70 - Present	PSA/Trng.
William Moody	2/71 - Present	PSA/Inv.

ATTACHMENT H

PUBLIC SAFETY TDY ADVISORS

<u>NAME</u>	<u>DATES OF ASSIGNMENT</u>	<u>PURPOSE</u>
Arlen Jee	9/64 - 9/64 (2 wks)	Criminalistics
Byron Engle	10/64 - 10/64(3 days)	Consultation
Paul Katz	2/65 - 2/65 (6 days)	Telecom - this Advisor was also in Colombia in December 1963; however, this is not reflected in Mission or AID/W files.
George Kuch	4/65 - 6/65 (3 mos.)	Firearms
Neal Jackson	1/66 - 4/66 (4 mos.)	Telecommunications
Bryan Quick	10/66 - 12/66 (1 mo.)	Customs Survey
John Doney	7/67 - 8/67	Consultant
Louis LaBruzza	9/68 - 10-68 (1 mo.)	Auto Maintenance.
L.J. Goin P. Ellena		
Joseph Yager	6/69 - 7/69 (3 wks)	Evaluation
Arlen Jee	6/69 - 7/69 (2 wks)	Criminalistics
Clifton Munroe	10/69 - 11/69 (1 mo.)	Industrial Security
Adolph Saenz	10/69 - 11/69 (5 wks)	Consultation

ATTACHMENT I

PUBLIC SAFETY TDY ADVISORS (Cont'd)

Arlen Jee	11/69 - 12/69 (5 wks)	Criminalistics
Monroe Scott	11/69 - 1/70 (2 mos.)	Motor Maintenance
William Bartreau	3/70 - 3/70 (1 wk)	Consultant
Robert Barnes	11/71 - 12/71 (5 wks)	Border and Customs Study
Ernest W. Lefever	7/72 - 7/72 (1 wk)	Consultant
Arlen Jee	10/72 - 10/72 (2 wks)	Criminalistics
Lucien Gormont	4/73 - 5/73 (5 wks)	Telecommunications
Paul Katz	7/73 - 7/73	Telecommunications

COLOMBIA

Commodity Profile

FY 63	\$706,000	800 .38 revolvers 500 .12 ga. riot guns 1,000 .30 Cal. carbines 22 rifles (unspecified) 40,000 .12 ga. shells (00) 50,000 .38 ammo 8,000 .30 cal. ammo 5,390 CN projectiles 3,700 gas masks 128 vehicles 2 Bailey bridges Ammo reloading tools and supplies Misc. electrical eqt. Lab, photo and tng eqt. 44 SSB transceivers
FY 64	\$165,000	94 SSB back pack Transceivers 5 sedans 3 trucks 3 SSB base stations 21 multiplex speech-plus-tone units 1 elect. generator 20 outboard motors 17 auto. TT machines Crime lab eqt.
FY 65	\$491,000	30 VHF-AM portable transceivers 100 VHF-AM hand carry transceivers 10 SSB transceivers 26 sedans 26 VHF-FM mobile station 4 VHF-AM desk top base stn. 10 SSB suppressed carrier rec. 4 SSB suppressed transmitter 31 VHF-AM portable transceivers 100 VHF-AM hand carried transceivers 10 SSB transceivers Criminal research supplies and eqt. 1 HF transceiver 1 transmitter 1 direction finder misc. electronic eqt. misc. telephone eqt. 1,000 .30 cal. carbines 500 .38 cal. revolvers 150,000 rds. ammo (unspecified) chemical apparatus and supplies (unspecified)

ATTACHMENT J

Commodity Profile

FY 66	\$ 1,492,000	11,600 grenades, tear gas, CN 3,000 Projectiles, tear gas, CN 11,950 carbines, .30 cal. M-1 160,000 shotshells 1,000 VHF-AM portable transceivers 120 VHF-FM transceivers 600 antennae 10 recorders-dictaphone type 50 telephone sets 76 VHF-FM stations 184 spare parts 1,000 riot shields Lot general camera and investigative equipment 1,900 shotguns, riot, 12 gauge Lot tools 2,390,000 cartridges, .30 cal., M-1 Misc. test and tool eqpt. Switches, transformers, etc. 360 Shotguns 2 Single-motor planes 20 HT-1B Transceivers 3 FM base stations 6 FM mobile transeivers 2 SSB transceivers 6 Jjeeps 6 Sedans 10 Transceivers (model SBT-20A) 60 .38 revolvers 10,000 rds. .38 ammo
FY 67	\$ 192,000	25 FM-1A, portable 44 FM-5A, mobile 7 HF Radio transmitters,SSB base 1 Truck 8 Sedans Spare parts and equipment - commo Misc. office equipment Misc. spare auto parts
FY 68	\$ 48,653	Misc. spare auto parts (excess) 1 Communications Control Center Console w/accessories and spare parts 1 UHF Communications link
FY 69	\$ 24,820	1 Lot, Communications Repair equipment 7 H.F. Receivers 2 H.F. SSB Transceivers 19 Transformers Avr

Commodity Profile

FY 70 - Vehicles	\$ 0	4 HF-SSB Transceivers
Telecom	35,369	4 Teletype Equipment
Weapons	0	6 Line Amplifiers
General	<u>4,500</u>	3 Cameras
Total	\$ 39,869	4 Chemical Analysis Kits
		3 Projector, Movie
FY 71 - Vehicles	\$ - -	1 Automatic document unit
Telecom	19,000	1 lot Electronic hand tools
Weapons	4,500	1 lot Radio spare parts
General	<u>6,625</u>	6 Bomb disposal units
Total	\$ 30,100	11 Cameras
		1 lot Photo develop equipment
		1 Photo printer
		2 Safe lights
		1 lot Lab equipment
		1 lot Books
FY 72 - Vehicles	\$ 0	2 lot Lab equipment and supplies
Telecom	45,750	1 lot Commo repair parts
Weapons	3,000	36 FP file cabinets
General	<u>27,600</u>	51 Narcotest Disposables
Total	\$ 76,350	17 Cameras, 35mm
		1 Cameras, I.D.
		1 lot Fingerprinting supplies
		4 Bomb disposal equipment
		1 lot Commo equipment
		20 FM-5B
		18 HT-1 portable units
		9 HT-2
		4 Generators
FY 73 - Vehicles	\$ - -	49 Typewriters
Telecom	50,000	1 lot Fingerprint supplies
Weapons	- -	20 Dryers, flat print
General	<u>28,430</u>	20 Enlargers
Total	\$78,430	20 Contact printers
		1 Dryer, drum print
		1 lot Photographic equipment and supplies
		1 Video tape recording system and accessories
		18 - 35 mm cameras and accessories
		23 TWX dialing units (TT)
		11 Teleprinters
		1 lot Spare parts for teletype machines
		10 pair Binoculars
		1 lot 35 mm camera lenses

COLOMBIA

Narcotics Control Program
Commodity Profile

FY 73	<u>\$310,400</u>		9	Binoculars
	158,300	Vehicles	18	Handcuffs
	126,100	Telecom	3	Light Amplification Devices
	3,040	Weapons	57	Battery Chargers
	22,960	General	1	Lot Spare Parts & Acces- sories, Electronic
			1	Video Tape Recording System & Accessories
			1	Calculator
			4	Typewriters
			70	Filing Cabinets
			1	Automated File
			3	Security Containers, Insulated
			64	UHF/FM Transceivers
			36	Mobile Consoles
			46	Antennas
			6	UHF/FM Vehicular Repeaters
			1	Lot Installation Accessories, Electronic
			10	Protective Vests
			10	Shotguns, 12 Gauge
			21	Automobiles, Sedan
			6	Trucks, Pickup
			5	Trucks, Panel
			10	Trucks, Utility

ATTACHMENT K

U.S. SPONSORED TRAINING

International Police Academy	
-- Senior Course	23
-- General Course (See Table I)	341
-- Narcotics Management	10
Police Executive	6
Technical Specialist Training (See Table II)	83
FBI National Academy	3
Inter-American Police Academy (Panama CZ)	79
	<hr/>
TOTAL	545

TABLE I
IPA GENERAL COURSE SPECIALIZATION

Criminal Investigation	217
Immigration/Customs Control	6
Instructor Methods	64
Narcotics	20
Patrol Operations	11
Public/Community Relations	1
Records Management	4
Range Management	3
Riot Control	3
Traffic Management	6
Dignitary Protection	6
	<hr/>
TOTAL	341

NOTE: All figures are as of 4-30-74, and reflect completed training only.

ATTACHMENT L

U.S. SPONSORED TRAINING
(Continued)

TABLE II,
TECHNICAL SPECIALIST TRAINING

Audio-Visual Methods	1
Bomb Investigation	19
Communications	6
Criminalistics	13
Motor Transport	14
Narcotics/Customs	4
Penology & Corrections	4
Management Seminar ADP	1
General Supply	6
Investigations	1
Police Administration	1
Police Operations	2
Rural Policing	<u>11</u>
TOTAL	83

NATIONAL POLICE TRAINING FACILITIES

<u>School & Location</u>	<u>Objective</u>	<u>Capacity</u>	<u>Average Attendance</u>
1. General Santander(Bogotá)	Officer Cadet	550	450-500 per ann.
	Officer's Academy	50	40-45 per semes.
	Superior Academy	15	10-15 per semes.
	Officers Specialty Courses	30	
2. Jimenez de Quesada (Bogotá)	NCO School	700	1000 per annum
	NCO Specialty Trng	30	20-25
3. Carabineros (Bogotá)	Recruit Spec. in Mounted Police		
	Dog Training	12 P/semes.	12 P/semester
	Judicial Police	450 P/annum	323-350 per ann.
4. Rafael Royes (Santa Rosa de Viterbo, Boyacá)	Recruit	500	850 per annum
5. Simón Bolívar (Tuluá, Valle)	Recruit	400	650 per annum
6. Antonio Nariño (Barranquilla, Atlantico)	Recruit	200	380 per annum
7. Carlos Holguin (Medellín, Antioquia)	Recruit	350	650 per annum
8. Gabriel González (El Espinal, Tolima)	Recruit	250	450 per annum
9. Alejandro Gutiérrez (Manizales, Caldas)	Recruit	250	400 per annum
10. Eduardo Cuevas (Villavicencio, Meta)	Recruit	250	550 per annum

The recruit schools also conduct the following specialist courses which are scheduled at different times according to need.

1. Juvenile Police - 30 day duration
2. Traffic Police - 30 day duration
3. Tourist Police - 30 day duration
4. Railroad Police - 30 day duration

The Communications Section also provides the following training in Bogotá:

1. Basic Electronics Training - 18 months
2. Advanced Commo. Technician Training - 3 years

HOST COUNTRY CONTRIBUTIONS (US \$)

CATEGORY	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972	1973	TOTALS
Technical & Other Services	20.0	No Contributions Indicated in PRO/AGs	0	105.0	105.7	25.0	45.0	45.0	150.0	15.0	15.0	527.5
Commodities	2.0		224.0	100.0	173.0	25.0	35.0	35.0	0	32.0	32.0	658.0
Other Costs	68.5		106.0	200.0	42.5	75.0	50.0	50.0	4.0	38.0	38.0	672.0
TOTALS	90.5		330.0	405.0	323.0	125.0	130.0	130.0	154.0	85.0	85.0	\$1,857.5

USG CONTRIBUTIONS

(Thousands of Dollars)

FY	TOTAL	TECH	PART	COMMOD	OTHER
63	\$753	\$34	\$ 5	\$706	\$ 8
64	340	92	65	165	18
65	818	120	190	491	17
66	1799	158	97	1492	52
67	503	217	67	192	27
68	341	194	53	48	46
69	299	172	61	56	10
70	267	107	85	46	29
71	247	115	61	43	28
72	347	159	89	67	32
73	308	129	62	86	31

Scientific/Technical Services of the National Police F-2 Operations

A. Summary

Within the last three years, the National Police has instituted a criminalistics laboratory, a centralized fingerprint system, complaint offices and mobile teams for technical field investigations - efforts which up to this time have been either non-existent or at most rudimentary.

1. The National Police today has the Central Criminalistics Laboratory which is assisting the courts and police investigators throughout the nation. Prior to the creation of these facilities, scientific examinations were extremely limited and performed by technicians scattered among the different training schools and SIPEC offices. Today the laboratory represents the consolidation of all their technical resources; it is adequately staffed and equipped to perform most analyses on narcotics, questioned documents and firearms.

2. A central fingerprint section had been established as the first step towards the development of a central records/identification bureau. Previously fingerprint files consisted of dissimilar systems since their development was left to the individual F-2 offices. The present operations employing the Henry fingerprint system provide for the standardization and centralization of important identification data. The files have grown to now include 300,000 cards and already a considerable backlog of cards to be classified and filed has developed.

3. In Bogota the National Police operates complaint offices working 24 hours a day to accept and process complaints of crimes, a reporting procedure which in the past has been a complete harassment and ordeal to the citizens. Plans of the police are to initiate other complaint offices in the departments and 124 judicial districts.

4. Specialists forming technical teams have been assigned to SIPEC offices in Bogota and in some parts of the interior to assist the police investigators and the courts with searching/taking fingerprints, processing crime scenes, making sketches or taking photographs. Until the concept of technical sections was implemented,

ATTACHMENT P

the realization of these services was left to the individual SIPEC offices and for the most part to untrained personnel. Plans now call for the creation of organized, trained technical groups to be assigned throughout the interior - in the departments and judicial districts.

The National Police has taken commendable steps to professionalize their investigative operations through the initiation of these specialized units. Material needs have been and can continue to be met by the Colombian Government. The principal problem faced by the police, however, lies in fulfilling the increasing demands for and demands on technicians. More personnel are needed to staff those units to be established or to meet the workloads of offices already created; assigned laboratory personnel need to more effectively utilize the equipment already on hand and to more realistically apply their expertise.

Recommendation. While more specific suggestions on the individual scientific and technical units are subsequently offered, it can nevertheless be summarily recommended that the National Police take priority action to develop their human resources - fingerprint classifiers, laboratory experts, field investigative technicians, personnel for the complaint offices.

B. Central Criminalistics Laboratory

Role/Mission. The central laboratory is to provide the National Police with scientific investigative aid through chemical analyses, firearms and questioned document examinations and, as an arm of the Judicial Police, to provide these same services for the courts of Colombia.

History/Operations. In 1964, F-2 of the National Police began preparing itself to assume, however limited, some responsibilities in crime investigations. Efforts were made to establish scientific investigative capabilities, to wit, a police laboratory and a mobile crime scene unit for the Bogota station.

From 1965 through 1966 the suggested courses of action were implemented to some degree although the resulting operations remained quite rudimentary. Moreover, neither F-2 investigations nor the laboratory expertise were recognized by the courts and no law gave them legal authority to perform their functions. (The Administrative Department of Security had the responsibility to

investigate all crimes). But in 1967 Decree No. 271 legally delegated the National Police authority to investigate common crimes, while DAS was to continue to handle the crimes against the State and provide laboratory services.

Although F-2 investigations of crimes were now recognized, DAS retained the responsibility to provide laboratory assistance. Nevertheless, in 1969 the National Police Resolution No. 8744 officially established the Central Criminalistics Laboratory which was to be located at the General Santander School.

In 1971 a planning document was developed which formulated the organization and operation of the Central Criminalistics Laboratory as it is found today. Later in the same year the Colombian Decree No. 409 did legally recognize the National Police's laboratory and the Decree No. 521 gave the Attorney General's Office the authority to supervise the Judicial Police operations and to regulate the use of the laboratories of the National Police, DAS and the Medical Legal Institute.

Laboratory operations began early 1972, after consolidating all scientific instruments and personnel from other police units and supplementing them with subsequent commodity inputs. Since then, ever increasing requests have been made by the courts (per instructions of the Attorney General's Office) and the police themselves. The laboratory workload clearly demonstrates the types of expertise most often requested:

Laboratory Cases
(1972 - March 1974)

<u>Laboratory Section</u>	<u>Cases</u>	<u>Nature of Examinations</u>
Chemistry	2,535	68% marihuana; 25% cocaine
Ballistics	904	45% firearms identifications
Documents	1,617	forgery/counterfeit detections

A photographic laboratory and a planimetry section are also included in the criminalistics organization and serve principally to supplement the scientific examinations, as well as technical field investigations.

Relative to the adequacy of the laboratory's expertise, it was noted that, as a whole, examinations are performed adequately and have shown considerable improvement over the past two years. However, the laboratory now requests more instruments (such as, gas chromatograph, ultraviolet spectrophotometer, atomic absorption spectrophotometer); complaints were made of a few of the apparatuses now on hand, which were felt to be inappropriate or inoperative; in some instances, techniques being employed are in reality obsolete.

Personnel/Training. In 1972 the laboratory began with a staff of 17 (11 uniformed personnel and six civilians). In the last two years the number had increased to 24 (13 uniformed and 11 civilians) including two university graduates in chemistry, one part time advisor in toxicology, one contract document examiner and three technicians trained by the Medical Legal Institute in firearms and document examinations.

Two of the uniformed technicians had received U.S.-funded training: one completed third-country training with the Venezuelan Technical Judicial Police in general criminalistics; the other participated in the Drug Identification Seminar held in Panama. A third participant, the former laboratory chief, completed a Police Executive Training course consisting of an observation/study tour of U.S. crime laboratories.

Six National Police lieutenants have been attached to the laboratory while they attend English language training. Two each of the officers were programmed and expected to attend technical specialty training in the U.S. in firearms identification, questioned document examination and records management. Unfortunately, termination of U.S. Public Safety assistance overseas now necessitates the postponement of their training.

USG/GOC Efforts. U.S. assistance in the establishment and development of the National Police's criminalistics capabilities consisted principally of five TDY assignments by OPS specialists between 1964 and 1972, complemented with in-country support by the resident Public Safety staff. Of particular significance, a joint planning document was prepared in 1971 setting forth the guidelines for organizing and operating the new Central Criminalistics Laboratory (Ref: "Laboratorio Criminalistico Central, Su Organizacion y Operacion, " 1971).

The National Police contribution included the initiation and/or support of a series of Décrees and Resolutions which provided for judicial recognition and viability of the laboratory. In addition, necessary actions were expeditiously taken to staff the new facilities with appropriate personnel.

Commodity-wise, U.S. input included the provision of scientific instruments and supplies (microscopes, photographic equipment, glassware and the like, for instance). The GOC complemented the above by remodeling and furnishing the new physical plant, with the provision of drafting/drawing supplies for the planimetry section.

Three laboratory staff members received U.S.-funded training which was noted earlier in this paper.

Achievements/Problems. Over a period of a decade GOC efforts with USG assistance have planned, created, implemented, equipped and staffed facilities which ultimately were transformed into the Central Criminalistics Laboratory of the National Police. A number of Colombian Decrees and Police Resolutions gave viability to this new organization and, since its initiation, the workload has progressively increased to meaningful levels. Today it can be stated unconditionally that the laboratory operations have performed commendably and now represent a respected entity of the National Police institution.

However, this is not to imply that the laboratory has passed its formative phase. On the contrary, efforts must be made to update their techniques, to more realistically apply their expertise to criminal investigations. In general, there is a great need to further develop the skills of the present staff employing the instruments and supplies already on hand. More personnel or more equipment will not contribute to the laboratory's improvement nor effectiveness, at this time.

Recommendations

- (1) That no further instruments nor personnel be added to the present operations of the laboratory; but that effort be made to further develop the present staff.

- (2) That the two university-graduate chemist be provided with intensive training in narcotics identification through the use of color/crystal tests; that this be accomplished in one of two ways - preferably U.S. TDY assistance for one month to work fulltime and exclusively with the two chemists; or, as an alternative, the participation of the two chemists in a DEA Forensic Chemist Seminar expected to be programmed and conducted in the Spanish language.
- (3) That, subject to the availability of worldwide Public Safety training funds and to the candidates' proficiency in the English language, the National Police lieutenants be reconsidered for training in questioned documents examination and firearms identification; that, if for one reason or another, the above training can not be provided, the Colombian Government enter into a bilateral agreement with Argentina, Venezuela or the Puerto Rico Police for the required technical specialty training.

C. Central Fingerprint Files

Role/Mission. The fingerprint files provide the law enforcement community with a centralized reservoir of data and information pertinent to criminal identification. The DIPEC files are to make up the core around which a centralized criminal records system is to be established and utilized in criminal investigations, police operations management and crime statistics reporting/analysis.

History/Operations. In 1971 joint USG/GOC efforts embarked on a project to create a central criminal records system within the National Police. Prior to this, record keeping was left to the individual Judicial Police offices and what files were kept were highly fragmented among the offices.

A total of six National Police enlisted men trained in the U.S. on the Henry fingerprint classification system and have played key roles in the operation of the Police's new fingerprint sections.

The fingerprint operations as set by the DIPEC require that all SIPEC offices take two sets of fingerprints from each subject. One set is retained by the office and the other, tentatively classified, is submitted to the Central Files in Bogota. The tentative classification is checked by the technicians at the Central Files. Any differences are resolved with the field offices and the cards then filed.

In addition, the fingerprint cards of prisoners kept by the Ministry of Justice were transferred to the Police's Central Files in 1973 and will continue to be provided in the future. Presently, about four National Police men are visiting all prisons to take prints of all prisoners.

Within the Central Files Section itself, the sets of fingerprints are filed by the classification. Other files being kept include those of aliases and arrest records filed alphabetically; identification photographs and any documents related to the subject or the case are filed by control numbers; by classification, the cards to their five-finger print system.

A control number was assigned to each subject and logged into a master register. These numbers were purposed to offer some means of cross referencing and standardizing. However, it was soon discovered that the control numbers were duplicating those already assigned to the cards on prisoners by the Ministry of Justice and the effort was discontinued. Important to note is that there is, as a consequence, no simple means of cross reference between the various files.

Today, 1974, the National Police Central Fingerprint files contain approximately 147,000 cards submitted by the SIPEC offices and about the same number transferred over from the Ministry of Justice. It was estimated that an average of 2,500 cards are received monthly, and a backlog of about 30,000 cards has yet to be classified and filed. Moreover, the incorporation of the Ministry's fingerprint cards into the National Police's files remains to be initiated.

As previously noted, the Central Fingerprint files will be a part of a completely centralized criminal records system. A manual is now being finalized to implement this system.

Personnel/Training. Each SIPEC office has at least one trained fingerprint classifier. In the Central Files Section there are a total of 20 employees: a chief, seven trained classifiers, four who are presently taking prints of prisoners and eight file clerks.

Three of the six U.S.-trained fingerprint technicians are with the Central Files. Two of the remaining are still employed by the Police but are expected to retire in the very near future. Consideration is being made to re-employ them as civilian specialists.

All other fingerprint classifiers have been trained in country by the U.S.-trained technicians. Two courses had already been completed graduating about 80 technicians.

USG/GOC Efforts. In 1972 a joint Public Safety Division/National Police paper was prepared setting forth the concepts of establishing and operating a central records/identification system (Ref: "Archivos Criminales y Informes," 1972), incorporating data on complaints, arrests, fingerprints and stolen property for utilization in criminal investigations, police operations management and crime statistics reporting/analysis.

Additionally, joint PSD/NP efforts developed an operations manual for the Central Records. This document is in its final stages of drafting and will soon be ready for finalization and implementation establishing and putting the system into operation.

Since 1971 the resident Public Safety staff has been providing technical advice towards the initiation and operation of the Central Files. Other U.S. resources contributed to this project included commodity inputs of filing cabinets, fingerprinting supplies and U.S. training for six participants in the Henry fingerprint system.

Two other members of the Police had been programmed for a course in records management. However, the termination of Public Safety activities overseas required the postponement of this training input; reconsideration in the future will be subject to the availability of worldwide Public Safety training funds.

Contribution by the Colombian Government reflects their recognition of the importance of complete records in law enforcement operations. They have continuously given top priority and taken action to the designing and printing of special fingerprint cards to meet their individual needs; to the planning, initiation and operation of a national system; to the urgent need and hence implementation of special training courses to provide the required human resources - qualified fingerprint classifiers.

Achievements/Problems. The Colombian National Police had taken another major step by initiating centralized, standardized fingerprint operations and the establishment of the central criminal records file.

However, the operations, as it is this day, will continue to experience the problem of falling further behind, unless more qualified fingerprint technicians are trained and added to the Central File's staff.

It was reported that each technician classified about 60 cards per day. At this rate employing the present staff (assuming no increase in workload nor reduction of manpower due to temporary assignments) it would require about 11 months to classify and file the backlogged cards and to meet the daily requirements. Moreover, to incorporate the 140,000 plus cards from the Ministry of Justice into the Police's system would require another estimated 11 to 12 months.

Clearly, unclassified, unfiled fingerprint cards serve no purpose and contribute nothing to the effectiveness of the files. Equally, the discontinuance of the control numbers (rather than the modification of them) precludes rapid cross reference searches. Thirdly, while fingerprint files alone provide valuable information, it is imperative to note that criminal investigations cannot reap the full benefits until a complete, centralized records/identification system has been initiated and put into operation.

For these reasons, the National Police should make every effort to develop more technicians to staff the Central Records Section and to implement soonest the guidelines set forth in the manual now being developed.

Recommendations

- (1) That the National Police make every effort to put the central records unit into operation, as set forth in the jointly prepared manual.
- (2) That particular priority action be given to the development of fingerprint classifiers and to their assignment to the central files section and to the SIPEC offices.
- (3) That the training be provided in country as in the past; that, subject to the approval of worldwide Public Safety training funds, two officers previously programmed be provided with U.S. technical specialty training in records management.

D. Complaint Offices

Role/Mission. Complaint Offices operating around the clock are to receive and process reports of crimes and, as required by law, to oversee the investigations of major crime scenes.

History/Operations. Historically, Colombians have been required to report crimes before Commissaries, each a court official for a particular judicial district. Today this system still exists, but in Bogota it has been recently virtually replaced with National Police Complaint Offices.

Typically, the Commissary is a political appointee who in most instances has neither practiced law nor been trained in police investigations. Past experiences have shown that, while the Commissary is in principle available 24 hours a day, his services are more likely sporadic and rendered at his convenience. As a result, lobbies are not uncommonly crowded with as many as a hundred citizens all waiting to report crimes; equally, individuals find themselves waiting for days before the report can be made. The irregular hours, the long wait and in general the harassment facing the citizens have resulted in crimes not being reported.

Moreover, in major cases the Commissary must be called to the scene to officially acknowledge the commission of the crime and to oversee the investigation by the Administrative Department of Security or the National Police; in practice, however, the Commissary would often arrive at the scene hours or even days after the commission of the crime, not only delaying the investigation but permitting the opportunity of irreparable damage or alteration of the scene itself.

In 1972 the Attorney General's Office and the National Police began supplementing the Commissaries in Bogota with Judicial Police complaint offices to alleviate the above mentioned problems and to encourage more responsive reporting of crimes. Although the Commissaries in reality continue to operate, they are limited to certain misdemeanors; the National Police offices are to handle all major crimes and misdemeanors against the State. Today there are seven such offices in Bogota and plans have been made to establish others in the departments and the 124 judicial districts.

Personnel/Training. One National Police officer, two enlisted men and a secretary make up the nucleus around which each shift is formed. The officer is required to remain in the office to handle the complaints, while the enlisted men conduct whatever field work might be necessary. All the National Police personnel now staffing the seven offices had been provided three weeks of specialized training by the Colombian Government. Initially, a prerequisite for an officer to serve in these capacities is that he has received some years of university training in law, but it was soon discovered that there are few such qualified officers within the National Police ranks. Consideration of employing civilian lawyers was discarded, principally on the grounds of the relatively high salaries they would demand. Other alternatives are being considered, but in the meantime no other Complaint Offices are expected to be established in the immediate future.

U. S. /GOC Efforts. While U. S. assistance has been provided in the form of day-to-day technical advice, the bulk of the efforts to establish and put these Complaint offices into operation can only be credited to the Colombian National Police.

Achievements/Problems. While no report has been made of the success of the new Complaint Offices, their operations offer a more responsive, dependable locale where the Colombians can report crimes without the aforementioned harassment. The establishment of these offices can only be lauded and their continuation throughout the country should be encouraged.

The major problem being encountered in this area is the development of qualified staff members. The prerequisite that each officer have at least some law training appears impractical and consideration should be given to providing potential staff members of the Complaint Offices with more intensive in-depth training in the application of Colombian laws, the handling of complaints, in police investigations and other pertinent subjects.

Recommendations

- (1) That the National Police continue to initiate complaint offices throughout the country to receive complaints of crimes.
- (2) That, however, the National Police should discard the prerequisite of prior law training; that otherwise qualified officers be provided with the necessary instructions on Colombian laws and judicial procedures, complemented with training on police investigations, scientific/technical investigative aids, public relations and other applicable subjects.
- (3) That this course be developed and assisted in collaboration with the Attorney General's Office and other knowledgeable, experienced practitioners of law, police administration/ investigations and criminalistics.

E. Technical Sections of the National Police

Role/Mission. Technical Sections are to be located at the Judicial Police offices of the National Police to provide them with field investigative and technical assistance in such areas as records/identification, fingerprint classification, photography, field narcotics identification, crime scene investigation and collection/preservation of physical evidence.

History/Operations. The first time field technical service to the National Police was addressed was in 1964, when the F-2 was assigned the task of conducting crime investigations on a very limited scale. A van-like vehicle was provided to house the necessary paraphernalia.

The full potential or utilization of the mobile unit was never realized and it wasn't until 1969 when the establishment of technical teams equipped with mobile units for each Judicial Police office was considered.

In 1971 the first technical section was initiated, that at the Bogota Station and subsequently has been furnished with four mobile units. The section is on call 24 hours a day to serve the National Police Complaint Offices as well as the F-2 investigators. During the eight month period from late July 1973 through March 1974, the technical section has responded to over 2,700 cases or about 380 per month.

The types of calls received by the Technical Section are noted below and clearly manifest the preponderance of assistance relative to fingerprint taking or search. It is interesting to note that less than 1% of the cases related to the processing of crime scenes.

Workload of the NP Technical Section
Bogota Station, Aug. 1973 thru May 1974

<u>Case</u>	<u>Quantity</u>	<u>Nature of Assistance</u>
Assaults	81	Search for fingerprints
Thefts	125	Search for fingerprints
Robberies	1,742	Search for fingerprints
Deaths	298	Fingerprinting cadavers
Drawings	37	Crime scene sketches
Reconstruction	14	Processing of crime scenes
Fingerprinting	433	Taking fingerprints
TOTAL	2,730	

While the Technical Section for the Bogota Station is equipped with four mobile units, one or more of them are normally receiving some maintenance/repair service which often ties up the vehicles for as much as 15 days waiting for replacement parts.

The units themselves are reportedly equipped with the necessary photographic cameras, fingerprint taking/searching materials, drafting equipment, casting kits, field narcotics identification kits, and other appropriate supplies. Only one of the four vehicles has a police radio; communication to the other three are inconveniently made by public telephone.

Future plans call for the establishment of fully equipped Technical Sections at the Judicial Police offices first in the departments and later in all judicial districts. For the lack of trained personnel initiation of these sections at many of the departments and districts remain unaccomplished; those offices which may already have some limited technical capabilities continue without the full complement of trained personnel and equipment.

Personnel/Training. The basic composition of the Technical Section consists of a chief, records specialist, and one technician each in photography and fingerprinting. Depending on the needs of the operation, the technical group may include more than one of the above individuals as well as draftsmen and narcotics identification specialists.

The National Police F-2 are now authorized to hire civilian specialists at salaries equivalent to the commissioned officer rank (i. e., captain) as well as office personnel, all of whom would work exclusively with F-2. So far, no particular problem is being encountered in the employment of secretaries and draftsmen; the difficulty is found in the hiring of photographers at the specified salary levels.

New hires or police personnel to be assigned to the Technical Section are provided with extensive training in the appropriate field. One course in photography has been provided to 29 employees; two courses have been completed in fingerprint classification graduating over 80 technicians.

U.S./GOC Efforts. Until 1971 when the Public Safety project to assist the National F-2 improve its investigations operations began, U.S. aid was limited generally to TDY assignments. In 1964 Public Safety assistance was provided to set forth guidelines for the design and equipping of a mobile laboratory unit. Then in 1969 U.S. consultation with the then national chief of the Police's F-2 brought forth the concept of establishing technical teams. In 1971 the first technical section and its mobile units were established in Bogota through the assistance of the USAID Public Safety Division. In the last two to three years technical advice by the resident Public Safety staff has been provided on a continuing basis.

U.S. commodity input has been made to equip the Bogota unit and the to-be-established department units. The materials include 35 mm cameras, limited number of exposure meters and electronic flashes; photographic processing equipment; kits for taking and searching for fingerprints, for making casts; narcotics identification kits; and limited drafting supplies.

Commodity contributions by the National Police have been sizeable and include an additional 16 van-type vehicles, virtual duplication of those materials provided by USAID but for the Technical Sections at the judicial district level, plus the purchase of all expandable supplies.

Training in Colombia has consisted of U.S. -assisted courses in crime scene investigation, collection/preservation of physical evidence and the use of field narcotics identification kits. The major share of the training of field technicians has been borne by the Colombian National Police.

Achievements/Problems. Colombian efforts with U.S. assistance have initiated technical teams to assist the detectives and again represent another truly major step in recognizing and incorporating science as an investigative aid. While the technical team of the Bogota Station is now equipped and staffed to provide the assistance, other Judicial Police units in the departments and districts remain generally unaided.

Equipment for the departments and districts are ready for distribution and use. Unfortunately, difficulty is being encountered in employing and training the needed personnel (civilian or uniformed).

Recommendations

- (1) That the National Police again focus their priorities in developing the human resources needed to staff the Technical Sections in the department and judicial district offices.
- (2) That the recruiting and training of photographers be contracted to SENA, the GOC vocational training school; that any new hires provided through SENA be further trained by the National Police in the specialized application and requirements of photography in police operations.

ABBREVIATIONS USED IN THIS REPORT

AAGJP	Assistant Attorney General for Judicial Police
DAS	Administrative Department of Security
DGNP	Directorate General of National Police
DIPEC	Department of Police Information and Criminal Statistics, National Level Investigative Unit
D-1 thru D-5	Departments 1 through 5 of DGNP General Planning Staff
EMP	Estado Mayor de Planeacion - General Planning Staff
ELN	National Liberation Army
EPL	Popular Liberation Army
FARC	Revolutionary Armed Forces of Colombia
F-2	Old Denomination for DIPEC & SIPEC still commonly used
MOD	Ministry of Defense
NP	National Police
SIPEC	Section of Police Information and Criminal Statistics, Departmental Investigative Unit

ATTACHMENT Q