

UNCLASSIFIED

SURVEY OF TRAINING ACTIVITIES
OF THE A.I.D.
POLICE ASSISTANCE PROGRAM

by Arthur M. Thurston, Consultant

November 1962

REVIEWED AND DECLASSIFIED by Lauren J.
Goin, Director, OPS, February, 1975

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CHAPTER I

INTRODUCTION

DEPARTMENT OF STATE
AGENCY FOR INTERNATIONAL DEVELOPMENT

Washington 25, D. C.

November 2, 1962

Mr. Arthur Thurston
Office of Public Safety
Agency for International Development
Department of State
Washington 25, D. C.

Dear Mr. Thurston:

1. Training is one of the three basic elements of the overall police assistance program of the United States government. The success of the total program depends in large measure on insuring that the training provided foreign police and the U.S. advisors assigned to work with them is the best our resources permit. Training must assist in accomplishing the following three objectives of the U.S. police assistance program:

- A. Strengthen the capability of civil police and paramilitary forces to enforce the law and maintain public order with the minimum use of violence;
- B. Strengthen the capability of civil police and paramilitary forces to counter Communist-inspired or exploited subversion and insurgency;
- C. Encourage the development of responsible and humane police administration and judicial procedure to improve the character and image of civil police and paramilitary forces, and bind them more closely to the community.

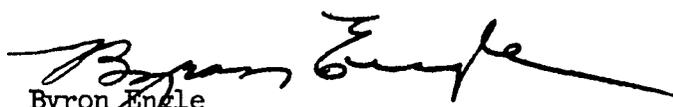
2. While A.I.D. has been providing training for over seven years, it has been decided that there is a pressing need for much improved training both of foreign police personnel and of U.S. advisors. Because of your experience in police administration and internal security matters both in the United States and overseas, you have been employed as a Consultant to the Office of Public Safety, A.I.D., to study training as it relates to the total U.S. government police assistance effort.

3. The objective of our study will be to provide guidance for planning and redirecting or expanding or terminating training activities in order to best accomplish U.S. objectives. In making your study, you will be expected to thoroughly study all aspects of training as it relates to the total police assistance effort and you will include careful consideration of:

- A. The role of training in host countries, in the United States, in third countries and the regional training concept which is receiving an initial test with the Inter-American Police Academy;
- B. The role of private or local government organizations in police assistance program training;
- C. The need for early establishment of an international police academy under government management to coordinate training more closely with U.S. objectives, and to improve its quality and insure its responsiveness to need;
- D. The need to establish and supervise training requirements for U.S. police technicians and standards for evaluating professional competence;
- E. The need for devising methods for improving the training of personnel especially suitable for work with foreign police forces;
- F. The means for the best utilization of money and manpower to achieve the highest qualitative and quantitative training which our resources permit.

4. You are expected to compile your findings in a report to this Agency. Your report will not be disseminable except by this Agency and information gained by you in the course of your study shall be considered privileged and available to you only in your capacity as a federal employee.

Sincerely yours,


Byron Engle
Director

Office of Public Safety

24 November 1962

Mr. Byron Engle, Director
Office of Public Safety
Agency for International Development
Department of State
Washington 25, D. C.

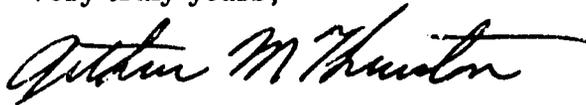
Dear Mr. Engle:

Reference is made to your letter of 2 November 1962 requesting a study of training as it relates to the total U.S. government police assistance effort.

Attached hereto is my report of *54* pages with conclusions and recommendations.

I wish to acknowledge the valuable assistance and cooperation extended to me by you, the staff of O/PS, the Regional Public Safety Advisors and many officials of AID and the Federal law enforcement agencies. I am particularly indebted to Mr. Robert Whitmer, O/PS who has worked with me continuously throughout this study. He was present during all interviews and has been of invaluable assistance during the historical review of these training programs, as well as in the assembling of all data and the drafting of the report.

Very truly yours,



Arthur M. Thurston

PREFACE

During the examination of the training activities of the POLICE ASSISTANCE PROGRAM as they relate to the total U.S. Government effort pertinent files and documents available in the Office of Public Safety and other AID offices were reviewed. O/PS officers, AID regional Public Safety officers, Public Safety Training Division staff in ITD, representatives of Management Planning, Personnel, Contract Operations Branch, the Regional offices and numerous other AID officers were interviewed. Officers in various Federal law enforcement agencies were also contacted. Several foreign participants who had just completed training and a Director General of a National Police Organization were questioned as well as several Public Safety Advisors and technicians from the overseas Missions who were in Washington on transfer or home leave. Detailed discussions were had with officials of the International Association of Chiefs of Police training headquarters and of the International Police Services, Inc. , and observation made of their facilities.

PREMISE

The maintenance of law and order and the establishment of internal security in any free nation is essential to social and economic development. It is the primary responsibility of the civil police under civilian direction to preserve the peace. For the Internal Security of a free nation to be lasting and stable, well trained police honestly oriented in concepts of responsible and humane police service and the administration of justice must be available. The highest priority should be given by the Agency for International Development to the training mission of the Police Assistance Program. The increased emphasis on Counter-Insurgency type training must be given greater attention in training of both foreign police and U.S. technicians. To insure maximum success strong central control by AID/W under the general direction of the Office of Public

is essential.

Safety

CONCLUSIONS

- A. In order to give greater emphasis to the Police Assistance Program in appropriate less developed countries and provide suitable training compatible with current U.S. objectives definite changes in the training methodology of the Public Safety Program are required.
- B. A Counter Insurgency training program to be effective must be under the direct operational and administrative control of the U.S. Government and not a private contractor.
- C. The vast store of available technical knowledge and faculty expertise of the Federal law enforcement agencies must be injected directly into this training program.
- D. Emphasis must be placed on the careful selection and training of "key men" management level supervisory personnel of appropriate foreign police organizations.
- E. To provide "key man" training and concurrently to accomplish the objectives of Counter Insurgency orientation, more emphasis must be given to "in house" or institutionalized type training.
- F. The effectiveness of the Public Safety participant training program in the past has been diluted by too much tourism and observation, with loose programming and travel scheduling and has tended to confuse participants. The current system frequently permitted participants too much leisure time.

Some participants have been alienated because of inadequate supervision.

To correct this problem the present under staffing of ST/ITD must be corrected.

- G. Positive participant identification of the U.S. government as sponsor of this training must be established.
- H. Host country and carefully selected third country training is important quantitatively, is much less costly and has more immediate impact and continued emphasis and expansion should be placed on this phase of activity.
- I. Training provided by International Police Services, Inc., is professional and appears to be effective. This private contractor is very useful in providing specialty training and in handling participants with language problems.
- J. The assistance of many of the nation's Universities and Colleges under Land Grant College or open-end contracts for special training situations and seminars fulfills a definite need.
- K. On-the-job training can be hazardous and should be greatly restricted and carefully planned and supervised.
- L. Technician Public Safety training is handled exclusively by a private contractor and is loosely administered. The quality of the orientation, in-service training and debriefing courses is not satisfactory to meet U.S. needs and objectives.
- M. Increased cooperation of Federal law enforcement agencies in providing training i.e., the FBI National Academy, the Treasury Department training schools, is highly encouraging and these resources should be further developed and used to the fullest extent.

N. The regional concept of the Inter-American Police Academy is excellent.

This academy offers an apparently solid basic course in police administration to non-English-speaking officers particularly those at the intermediate supervisory level. A class of sixty officers is too large unless it is divided into two sections.

O. The deterioration of the Police Assistance Program generally can be traced in large part to the liquidation of the Public Safety Division during the re-organization of ICA into AID.^{1/} With the resultant diffusion of the staff and lack of strong centralized staff support this program began to flounder. It is a credit to the hard core of experienced overseas Public Safety personnel and the few serving in Washington that the program was able to continue. The entire Far East area is supervised in Washington by two staff officers. Latin America and Africa have one professional officer each and the Near East does not have professional staff. It is extremely difficult for the regional officers to handle all the day-to-day administration necessary to support the missions and practically impossible to implement new programs. Each Public Safety desk in the Regional Bureaus operates independently and maintain varying degrees of coordination and liaison with O/PS depending upon Bureau policies. The Public Safety section of the International Training Division is another separate compartment.

^{1/} Report of Interdepartmental Technical Subcommittee on Police Assistance Programs. 11 June 1962. p. 12.
See also: Report of the Interagency Committee on Police Assistance Programs in Newly Emerging Countries. July 20, 1962.
See also: Table I, Public Safety Participant Arrivals by Fiscal Year. Page 17.

RECOMMENDATIONS

1. All training should be under the general supervision of the Office of Public Safety, AID to ensure U.S. centralized control and direction.
2. Establish an International Police Academy in or near Washington, as a part of the Police Assistance Program with the primary purpose of providing foreign police participant training program, training program evaluations and with the collateral opportunity of training U.S. technicians as needed. The staff of this academy in conjunction with O/PS should prepare doctrine and instructional material and develop and disseminate training aids and materials for the use of police advisors. The academy would serve not only AID police participants and technicians, but participants and technicians of DOD to the degree decided upon by the Interagency Police Group under the Chairmanship of the Director of O/PS.
3. Place less dependence on State, Municipal and Local departments for foreign police participant training and reduce tourism and on-the-job training at these departments.
4. Greatly increase the use of training resources of the Federal Law Enforcement Agencies at their installations and through the International Police Academy.
5. Continue host country training, third country training (but only where it will serve U.S. objectives) and the use of Land grant college contracts as required.

6. Continue use of INPOLSE and other private contractors only where the U.S. cannot provide the service.
7. Terminate ICA c-1135 contract (technician training, orientation, and scheduling) with the IACP, when it expires on December 31, 1962.
8. Renegotiate ICA c-1912 contract with the IACP (participant training scheduling) to a contract similar to Land grant college or open-end agreement. IACP should be paid only for services rendered.
9. Staff ST/ITD to handle the additional duties of programming, scheduling now handled by the IACP and administrative support for International Police Academy.
10. Reimburse Federal departments and police agencies which provide on-the-job training for participants at least for "out of pocket" expenses.
11. Secure new quarters for Inter-American Policy Academy with more suitable facilities and more convenient location. Ensure that the Academy is staffed with instructors with solid law enforcement experience and a sensitivity to the Cultures of Latin American police officials.
12. Use Public Safety technicians as counselors at the Inter-American Academy and International Police Academy.
13. Place emphasis in selection of Participants on the "key man" management level, supervisory type officer. Select trainees with a future in their respective departments.
14. Consider further expansion of the regional academy concept to Africa and the Near East.

15. Place greater emphasis on institutionalized training with more attention to formal classroom work.
16. All VIP participants should have Public Safety Officer escorts and one week orientation seminar at the International Police Academy. In addition, they should consult with the Director of O/PS in his absence with an appropriate O/PS staff officer.
17. With the completion of the current staffing of O/PS the ideal and most efficient organization would be realized by the consolidation of the Public Safety Staff of the Regional Bureaus and the Public safety section of the International Training Division into O/PS giving the Director O/PS day-to-day line responsibility. Short of this logical and highly desirable reorganization the physical proximity of the Public Safety Staff of the Regional Bureaus and the Public safety section of the International Training Division into space adjoining O/PS would make for a much more efficient operation.
18. The Office of Public Safety should keep "close rein" on the training programs for both foreign officials and U.S. technicians. If the availability of U.S. training facilities or staff are not sufficient to handle the "work load" requested by the Mission, the number of participants invited to come to the United States should be reduced to ensure accomplishment of objectives.

CHAPTER II

THE POLICE ASSISTANCE TRAINING PROGRAM HISTORY

The Public Safety Program is an integral part of the overall AID program to promote the economic and social development of the less-developed and newly emerging countries. It is one phase of the total U.S. effort to carry out the intention of Congress as expressed in the headnote of "The Foreign Assistance Act of 1961."^{2/} This program evolved out of experience in the administration of other technical assistance programs carried on as a part of the United States efforts to aid the peoples of economically underdeveloped areas to develop their resources and improve their working and living conditions by encouraging the exchange of technical knowledge and skills.^{3/} Out of these experiences it became increasingly evident, particularly in the field of Government Administration that the basic objectives of the U.S. Foreign Aid program could not be achieved unless the recipient government is capable of providing the climate essential to social and economic growth: Basic to such development is internal security and the maintenance of peace and order.

^{2/} Report of Interdepartmental Technical Subcommittee on Police Assistance Programs, 11 June 1962. Attachment C, page 1.

^{3/} Training Survey. Civil Police Administration Division, Mr. Daniel Van Buskirk, International Cooperation Administration, August 6, 1956, pp. 1-22.

The Need to Include Police Assistance Program

Prior to 1955, Police Assistance Program was carried out by Public Administration technical advisors. Early in 1953 it was recognized that the police of nations which were receiving foreign aid also needed professional advice, assistance and training. To provide necessary professional technical assistance unique to a program of this nature, civil police technicians were recruited to join certain Public Administration staffs in 1954.^{4/} Following assignment to the initial group of civil police advisors, experience soon indicated that a centralized Police Assistance Program was necessary.

Authority - Purpose

By authority of provisions in the Mutual Security Act of 1954 as amended, Title 3 entitled "Technical Cooperation," in September 1955, The Public Safety Program was inaugurated as a correlative of the overall U.S. Foreign Assistance endeavor with the establishment of a Civil Police Administration Branch in the Public Administration Division of the Foreign Operations Administration (FOA). Set in motion the program expanded rapidly and in April 1956 the International Cooperation Administration (ICA) established the Civil Police Administration Division (CPD) (both known as the Public Safety Division), in the Office of Public Services where it remained until ICA was abolished and succeeded by

^{4/} An Evaluation of the Training of Foreign Police Officers in the United States. John P. Kenney, International Cooperation Administration, Office of Public Services, Civil Police Administration Division, September 1957, pp. 8-9.

the Agency for International Development (AID).^{5/} In conjunction with the re-organization and transition from ICA to (AID), the Public Safety Program has over the past year been subject to a series of evaluations.^{6/} One of the results of these evaluations was the establishment of the Office of Public Safety (O/PS) on November 1, 1962. It is the purpose of O/PS to provide centralized staff support and coordination of all AID elements engaged in Public Safety Activities.^{7/}

AID, through its Public Safety Program, provides assistance upon request to Police Forces and Public Safety Organizations^{8/} of the free world. Under the Public Safety Program, American know-how and support are provided through training, technical advice and commodity assistance to increase the effectiveness of police forces to maintain peace and order, preserve the rule of law and protect the rights of citizens.^{9/} Among other responsibilities delegated the Public Safety Program, the training of foreign police officials constitutes a major effort. This brief history will be confined to the role of police training as conducted under the Public Safety program in host countries, in the United States, in third countries, the regional training concept, and the training of U.S. technicians.

^{5/} ICA work in Public Safety. International Cooperation Administration, March 1961, page 3.

^{6/} Report of Interdepartmental Technical Subcommittee. Also NSAM 177, August 7, 1962.

^{7/} AID General Notice, November 1, 1962.

^{8/} Public Safety Organizations are used in the generic sense to include paramilitary units within civil police organizations and paramilitary forces such as Gendarmeries, Constabularies and Civil Guards which perform a police-type function and have as their primary mission the maintenance of internal securities.

^{9/} An Evaluation of the Training of Foreign Police Officers in the United States. page 1.

AID Public Safety Training

Objectives

The basic objective of Public Safety training is to develop a cadre of Western-oriented foreign Public Safety officers^{10/} with the knowledge and skills necessary to carry out the development of human and technical resources at all organizational levels as necessary to provide effective internal security and maintain law and order within the assisted country.^{11/}

It is AID policy to provide training for foreign police officials as one of the major aspects of AID technical assistance programs abroad.

The purpose of Public Safety training is to support Public Safety Program objectives for each assisted country by providing training aimed at both host country needs and U.S. immediate and long-range program goals. Training as presently carried out within AID policies includes special technical courses in host countries, specialized training in nearby third countries, and advanced training in the U.S. for officials selected from law enforcement, paramilitary security, fire and prison forces.^{12/}

^{10/} The term "Western-oriented foreign Public Safety officers" connotes Public Safety officers indoctrinated with Anglo-Saxon concepts of responsible and humane police administration and judicial procedure to improve the character and image of civil police and paramilitary forces, and bind them more closely to the community.

^{11/} Ibid. 6, page 27.

^{12/} Ibid. 6. page 27.

Participant Training in the U.S.

Planned and coordinated training in the U.S. for selected foreign police officials (termed participants) to study in the U.S. in police science and administration was first incorporated into American Foreign Aid Programs in 1953.

By June 1954, 17 officials had received training.^{13/} At the end of FY 1962 a total of 1,622 participants from 43 countries have been provided training and present estimated arrivals indicate that approximately 435 participants will receive U.S. training during Fiscal Year 1963.^{14/}

This indicates a recognition by the governments being assisted that to meet changing socio-economic conditions in an expanding technological era, they must first satisfy the requisite of providing internal security by improving and modernizing their police systems.^{15/}

The Role of IACP in Overall U.S. Participant Training Operations

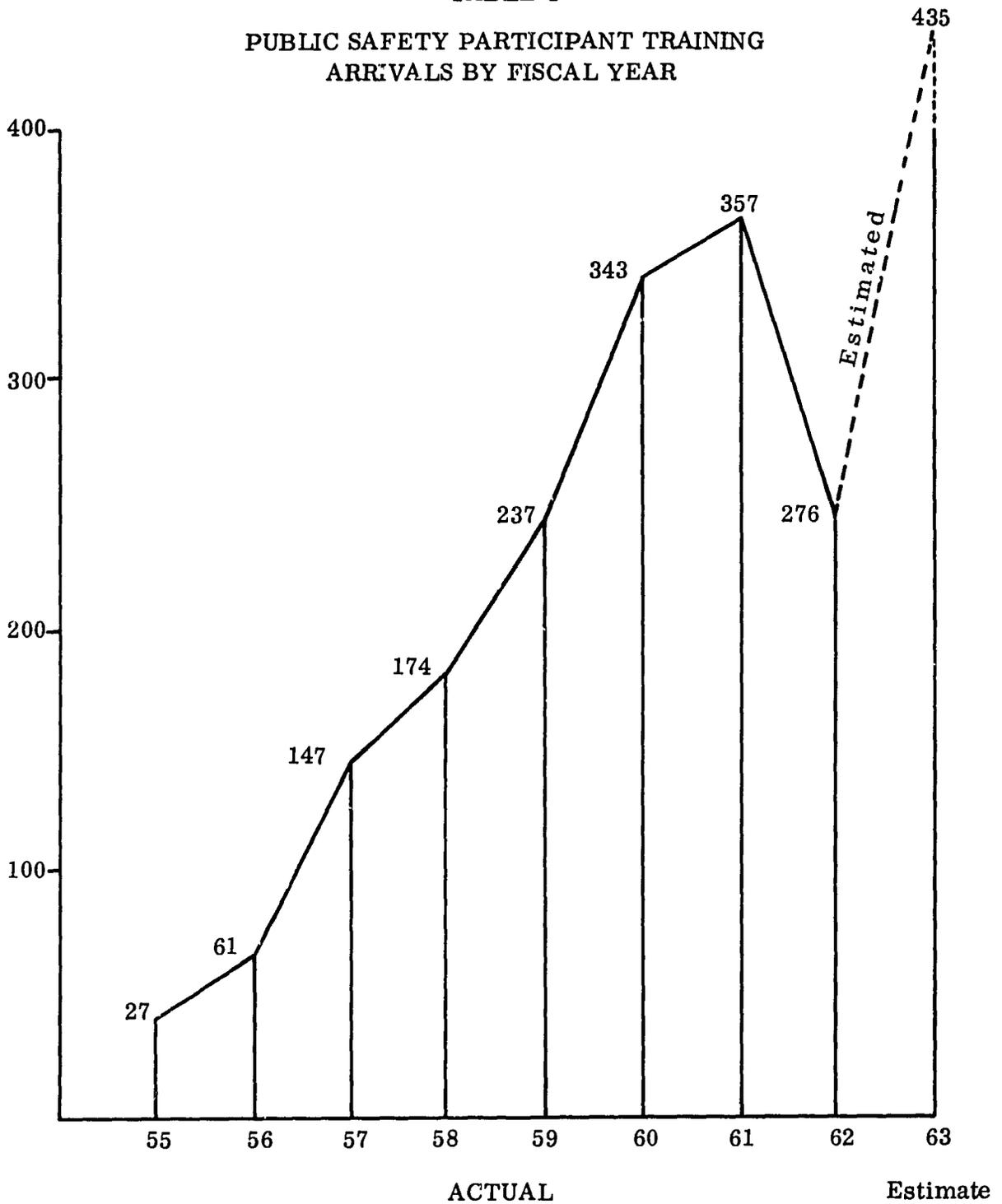
As participant requirements increased, the Training Branch of the Public Administration Division which arranged the substantive training programs recognized it was neither equipped or staffed to handle these specialized training demands and recommended that programming and training of civil police participants be handled by contract. Following negotiations in the fall of 1954, the International Association of Chiefs of Police (IACP) accepted a three-year contract and created a Training Division (TD/IACP) to assume these duties. The

^{13/} Ibid.

^{14/} See Table 1, page 17, Public Safety Participant Training, Arrivals by Fiscal Year 1955-1963.

^{15/} Training Survey. International Cooperation Administration, page 1.

TABLE I
PUBLIC SAFETY PARTICIPANT TRAINING
ARRIVALS BY FISCAL YEAR



Source: Public Safety Section, International Training Division, Agency for International Development, Department of State.

Prepared November 5, 1962

contract, ICA-CW 544, became effective January 1, 1955 and authorized TD/IACP to invite foreign police officials to the U.S. for training of periods of 1-12 months and transferred to TD/IACP primary responsibility for arranging and implementing these programs.

In April 1956 the contract was amended to return to Government control some administrative functions, to limit funds to a yearly amount and cause the functions of the contractor to be carried out as a technical support arm of the Government whereby the participant would be selected and brought to the U. S. by ICA and not the IACP.^{16/}

The contract was further amended and extended thereafter through Amendment No. 11 of November 30, 1960 to provide TD/IACP staff to carry out the programming and increasing numbers of participants.

Again in 1959 negotiations began to amend the contract to reflect changing public safety program requirements, to correct known deficiencies in training operations and eliminate some of the contract oversights such as provision of annual leave, establishment of a 40-hour work week for IACP employees and provision of salary schedules for employees. The negotiation brought about contract ICA c 1912 which became operational January 1, 1961 for a two year period.^{17/}

^{16/} Training Survey, International Cooperation Administration, page 9.

^{17/} Conference with Mr. Daniel VanBuskirk, Chief, Public Safety Section, International Training Division, AID. November 5, 1962. Also: Contract between the Government of the United States of American and the International Association of Chiefs of Police. Contract No. ICAc 1912. June 6, 1961.

In summary, the training of participants selected from civil police, fire fighting, paramilitary, security or prisons organizations, is currently arranged and generally supervised by the International Training Division (ITD) through its Public Safety Training staff. The International Association of Chiefs of Police under its contract with AID, provides professional program specialists and support services for this training. TD/IACP works with police organizations, institutes, universities and other training facilities to arrange and implement periods of training for participants assigned to them and to assist the AID Public Safety training staff in preparing prospectuses and information for Mission use.^{18/}

TD/IACP does not conduct substantive training under the participant training contract. The staff arranges a training schedule in accordance with requirements as defined in the Project Implementation Order (PIO/P) submitted by the overseas Mission and the Public Safety Section of the International Training Division (ST/ITD).

As PIO/P's may be assigned, TD/IACP arranges in collaboration with ST/ITD training officers tentative training programs in the specialized areas of activity called for in the PIO/P. The tentative program is then forwarded to ST/ITD and in turn to the Mission in the host country concerned for comment, revision as necessary and approval.

After approval the participant is called forward to Washington, D. C. for implementation of his program. In the majority of cases a program is

^{18/} Guidelines for Public Safety Participant Training in the U.S. AIDTO Circular A-30, November 16, 1961, page 1.

functionally organized to include the following schedule, all or in part, as various project objectives, type of program and time or fund limitation dictate:

- 1/2 week - AID/W/ST/ITD program and administrative orientation.
- 1 week - Washington International Center for orientation about the United States and AID policies pertaining to participant program administration.
- 1 week - TD/IACP orientation about program and support services rendered participants by TD/IACP.
- 2 weeks - International Police Services Incorporated (INPOLSE) Washington, D. C. Course, "Introduction to American Police Systems."
- x weeks - Substantive training.
- x weeks - Observational or On-the-Job Training.
- 1 week - Michigan State University. Seminar on Communications.
- 1 week - TD/IACP - Program evaluation, participant preparation of final report and revolving of program support details as changed.
- 1/2 week - AID/W/ST/ITD predeparture activities.

During the training program planning phases, if the type of training indicated in the PIO/P is not readily available, or should particular needs (language or otherwise) of foreign students require special courses, TD/IACP may request ST/ITD make this training available on a contract basis.

In addition, as the Public Safety Program has evolved, constantly changing world-wide public safety training requirements and U.S. Government policy "to coordinate training more closely with U.S. internal defense objectives and

tighten U.S. Government control over all training to improve its quality and insure its responsiveness to need," have made it essential that the Public Safety Training staff participate in an increasingly active degree to plan arrange, control and administer directly individual and group training programs.^{19/} AID directly arranges training through several types of contracts with Federal agencies, universities and private sources.^{20/}

Host Country Training

Training in the host country by U.S. public safety advisors is an inherent component to the Police Assistance Program and commenced with the assignment of the first advisor in the host country. In this, the largest facet of the overall training mission, the public safety advisors training role is carried out principally through technical advice. The methodology and rationale of this training are discussed in Chapter IV of this study.

Third Country Training

Third country training facilities have been utilized to a limited extent since the inception of the Police Assistance Program. This type of training is arranged in third countries where similarities of languages, forces and special problems make this desirable. The merits of this method of training are discussed in Chapter IV of this study.

^{19/} NSAM No. 177, para. 7, page 2.

^{20/} For detailed discussion about training resources, refer to Chapter III p. 26. For discussion re Host Country Training refer to Chapter IV p. 39.

U.S. Regional Training

Training under the "regional" concept is the fourth and most recent method to be incorporated into the U.S. Police Assistance Program.

AID instituted the first of such regional training centers July 2, 1962, with the establishment of the Inter-American Police Academy (IAPA) located at Fort Davis, the Panama Canal Zone. On September 21, 1962, IAPA concluded its initial experiment with the graduation of 59 students from the basic course.^{21/}

Orientation and Training of U.S. Technicians

Accumulating experiences of public safety advisors in the field clearly demonstrated that regardless of their competence and qualifications when hired, technicians would benefit from orientation training to increase their effectiveness prior to assignment in the host countries. ICA realized it was equally essential that In-Service or Refresher Training for U.S. public safety technicians should be provided to keep returning technicians informed of recent developments of U.S. foreign policy and through debriefing to exploit the maximum of his knowledge and experience for inclusion in the training programs of other advisors.

To meet these needs ICA, through its Career Development Division, entered into contract with the International Association of Chiefs of Police (IACP) effective June 29, 1959, Contract No. ICAC-1135. Under Article II of said contract, "Necessary administrative arrangements between ICA and IACP shall be

^{21/} For detailed discussions refer to Chapter IV, pages 40-41.

made between the Career Development Division of ICA and the Training Division of IACP, and shall be in writing.^{22/} In cooperation, ST/ITD provides guidelines for orientation, and in-service training, and supplies to the Career Development Division a projected list of returning public safety personnel who may be available for training assignment.^{23/}

Since the beginning of the U.S. Technicians Orientation and Training Program a reported total of 149 persons referred to TD/IACP have received some form of orientation or have undertaken technical training arranged by TD/IACP. The numbers of U.S. technicians referred to TD/IACP under the subject program are contained in Table II.

^{22/} Contract between the International Cooperation Administration and the International Association of Chiefs of Police. Contract No. ICAC-1135, Dated June 29, 1959, pp. 1-4.

^{23/} For discussion refer to page 22.

TABLE II

U.S. Technicians Orientation and In-Service Training
 Contract between Agency for International Development
 and International Association of Chiefs of Police No.
 ICAc-1135

Fiscal Year	Briefing		Technical Orientation		Tour's End Review* and Reorientation		Technical Training**		Total Persons Trained
	Persons	Days	Persons	Days	Persons	Days	Persons	Days	
60	20	29	16	121	0	0	16	349	35
61	4	9	26	252	14	68	11	34	44
62	10	15	24	211	19	91	22	394	58
Period July 1, 1962 through Oct. 31, 1962	1	1	7	51	2	10	4	140	12

Totals for 3 yrs
 and 4 months of
 contract services'

35 54 73 635 35 169 53 1,227 149

* The Tour's End Review and Reorientation Program was not activated until Fiscal Year 1961.

** Technical Training is that training arranged by IACP for U.S. technicians. Some technical training reportedly is directly conducted by IACP. Additional costs which may be incurred during technical training are separately paid by AID.

Source Records contained in Office of Personnel Administration, A/PA, Agency for International Development. Figures reported by Mr. Reese Stradley, A/PA, November 15, 1962.

CHAPTER III

EVALUATION OF PUBLIC SAFETY TRAINING

The Problem

Since 1955, the training phase of the Police Assistance Program has been conducted in most cases on an ad hoc emergency basis from year-to-year. The program has suffered from lack of autonomy, direction, central control, fragmentation and in recent years from de-emphasis. While the purpose was to provide participant training in the U.S., host country or third country, and training and indoctrination of Technical Advisors, the effort has been largely short term.

The contractual relationship with the training division of the International Association of Chiefs of Police, wherein they provide orientation and arrange in-service training for Technical Advisors and programming and travel booking for participants gives administrative control and direction to a private corporation. While this arrangement, born of expediency in 1955 served satisfactorily on a "crash" basis for several years, review of this contract is now essential as it amounts to a default of U.S. Government responsibilities.

Within recent months definite policy guidelines 24/ have been developing and these directives will require a reevaluation and a shifting of emphasis on the training activity of the Police Assistance Program. The training of civil police and paramilitary organizations in the lesser developed countries in Counter Insurgency is now one of our three major objectives.

24/ NSAM #177

Report of the Interdepartmental Technical Subcommittee of 11 June 1962.
Report of the Interagency Committee on Police Assistance Program in
Newly Emerging Countries. 20 July 1962.

To accomplish the training objective it will be necessary for the Office of Public Safety to exercise more firm central control and assume full administrative and programming responsibilities for both participant and technical advisor training. These obligations cannot be delegated to a private contractor. Further, by the above referenced policy directives the Office of Public Safety 25/ is mandated to make use of the vast manpower resources and the store of technical knowledge of the various federal law enforcement agencies.

Training Resources

A great variety of training resources are presently available and cover the entire range of activity in the law enforcement and public safety fields. These resources may be divided into four major classifications:

- A. U.S. Government--Federal law enforcement agencies and Department of Defense facilities.
- B. Universities and Colleges.
- C. State, County and municipal law enforcement departments and police.
- D. Private Contractors.

In summary the following resources are available:

- A. U.S. Government
 - 1. Department of Justice
 - a. Federal Bureau of Investigation--40 participant training slots will be available in the 1963 calendar year with 20 slots each in the two semi-annual courses of the FBI National Academy.
 - b. Immigration and Naturalization and Border Patrol--Special seminars and observation-type training as needed.

25/ Ibid 24

- c. Bureau of Prisons--Special on-the-job and observation training in conjunction with Southern Illinois University Center for the Study of Delinquency, Crime and Correction as needed.
2. Treasury Department--training billets in the following seven courses:
 - a. Basic Treasury course
 - b. Narcotics
 - c. Customs
 - d. Secret Service
 - e. Alcoholic Tax
 - f. Coast Guard
 - g. Intelligence
3. Post Office--training in the analysis of questioned documents
4. Veterans Administration--idem.
5. Department of Defense--various Military Police, Para-Military, Counter-Insurgency and some criminalistics type courses.
6. Other Government departments and agencies.

B. Universities and Colleges

There are over one hundred universities and colleges that offer courses of public safety interest. A number of universities offer four-year college courses in Police Administration and Criminalistics and related subjects that lead to a degree as well as advanced studies leading to graduate degrees.

Examples of these institutions are Michigan State University, University of California, and the University of Southern California, Purdue University, Indiana University, University of Colorado, Washington State University, Northwestern University (Traffic Institute), Southern Illinois University (Penology), University of Florida, Iowa State University, Kansas State, University of Maryland (Fire), New Mexico State, Oklahoma State (Fire), Texas A&M (Industrial Security & Fire) and City College of New York.

These institutions are reimbursed generally under the Land Grant College Agreement or an open-end agreement. In addition to the formal courses listed in the University catalog, special arrangements are often negotiated for seminars and special courses, generally without formal college credit, for special groups and individual participants. Numerous Junior Colleges also offer 2-year courses in Police Administration and Law Enforcement. With such a wealth of facilities available the problem is placating the Deans of the institutions who are not having participant programs referred to them.

C. State, Municipal and County Law Enforcement Departments

Many American departments are available for specialized courses, seminars, on-the-job training programs, and observational tours usually on a non-reimbursable basis.

D. Private Contractors

1. Training Division of the International Association of Chiefs of Police. This corporation or trade association provides programming and travel booking for participants and orientation and debriefing for Technical Advisors.
2. International Police Services, Inc. (INPOLSE) International Police Services, Inc., 1812 R Street, Washington, D. C. was established in March 1952 as a private corporation to assist foreign police departments by providing training. The five member staff of this institute is professional and composed of experienced former members of Federal, State and Municipal law enforcement agencies. This corporation is particularly useful in handling small groups or individuals on a crash basis and in handling special language situations. The physical plant is entirely adequate and consists of excellent classroom facilities, conference rooms, offices, library,

and crime and photographic labs and a mock police records setup.

The following is a list of the courses offered:

Orientation to U. S. Police Systems--2 weeks

Police Administration and Management--8 weeks

Criminal Investigation--8 weeks

Security Investigation--8 weeks

Civil Disturbance Control--5 weeks

Criminal Identification--12 weeks

Immigration and Border Control--2 weeks

Protection of Industrial Facilities--2 weeks

Protection of Dignitaries--2 weeks

Police Records, Reports and Statistics--4 weeks

Police Photography--2 weeks

Police Instructors Training--4 weeks

Police Executive Seminars--to be arranged

Traffic--2 weeks

Tuition for any of these courses is \$450 per week for classes ranging from one student to a maximum of twenty. Inpols also offers a 3-day seminar, Introduction to U.S. Police Systems, at \$50 per day and a 2-week course on the same subject with a maximum class of seven at \$150 per participant. Comment on the content and presentation of these courses by participants, technicians and ST/ITD has been very favorable.

3. Federal Laboratories, Inc. This private corporation conducts special courses in the use and application of riot control equipment.
4. Other Industrial Contractors. Radio Corporation of America, Eastman Kodak and General Electric provide specialized training

in Communications, Photography and Electronics, and are an example of the many Corporate Training resources available.

Practically all of the scheduling and arranging for on-the-job and observation training is handled by the Training Division of the ICAP.

Two hundred and seventy-six municipal departments have either been used or are available for this assistance as well as sixty-three state-level law enforcement agencies and thirty-four county departments. In addition to these resources and services of a number of local health and welfare, correctional and penal and judiciary agencies have been used in specialized cases. With appropriate contact, there are a wealth of additional agencies whose services could be made available.

Occasionally there is a need for longer term "attachment" or on-the-job training and in these instances a cooperating agency may accept a trainee for several months for specialized study in such subjects as identification, criminalistics, etc.

Since the inception of this program it has been the practice for the majority of local host agencies to provide training at no additional cost to the Federal Government. Any entertainment or social expense incurred in connection with these visits must be borne by the host department or its officers. There have been times when this expense has become a burden. Local police departments in almost all instances do not have funds allocated for representation. It should be the obligation of the U.S. Government to reimburse local departments for their actual legitimate out of pocket expense.

CHAPTER IV

TRAINING METHODS

METHODS OF PUBLIC SAFETY TRAINING

Four methods of training are used in the Police Assistance Program:

- I. Participant--The trainee travels to the United States for training.
- II. Host Country--Technical Advisors and Chief Public Safety Advisor conduct training programs in host country.
- III. Third Country--For example, police in SE Asia are trained in the Philippines.
- IV. Regional Training--Participants from a geographic region, as Latin America, are sent to a training installation located within the region.

I. U.S. Participant Training

Categories of Trainees

In evaluating the present training program it is useful to classify those taking participant training into four general categories:

1. VIP. The heads of National Police, Gendarmerie, or Constabulary type organizations and of large urban departments.
2. The Officer Corps. This group includes officer ranks of 2nd Lt. to Colonel.
3. Specialists. These staff personnel specialize in support functions, i.e. identification, communications, records, etc.
4. The enlisted man. Only in unusual circumstances will this category be trained in the U.S. e.g. in a particular specialty.

The present VIP program is essentially the same regardless of agency or department sponsorship since WW II. This is a good will and public relations program with the purpose of selling the Anglo Saxon police philosophy and to familiarize the VIP with our Police Training resources. The visit is generally no more than three to six weeks in duration and consists of observational tours to representative Federal, State County and Municipal departments which are supplemented by Washington conferences, and short seminars with federal law enforcement officials. This is a conducted tour and the careful selection of the escort officer and/or interpreter is of the utmost importance. All VIP's should have Public Safety Officer escorts.

Category two, the Officer Corps, should be our prime target area for at least 70% of all participants. The officers in this category are the future heads of department, and senior staff officers and senior instructors. The training mission is to train the "key man" and this category needs institutionalized academic-type police training in administration, organization and the police sciences. A twelve-week basic course similar to the FBI or Treasury school but designed for foreign police officers is required and should be considered minimum from the standpoint of time. In most instances this police generalist training should be followed by two to four weeks of specialization or on-the-job training and observation.

In the case of young junior officers from the continental police type organization where police officers in their early twenties start in the organization as 2nd lieutenants, a two or four-year college course in one of the universities offering degrees in police Administration and/or criminalistics would be highly desirable.

The specialists, category three, constitute a group requiring particular considerations to the extent that in many of the newly emerging Republics of the world there is a great dearth of native technicians in police communications,

identification, photography, records, criminalistics and investigation. In many cases the European police career personnel in the police organizations of these new nations were too hastily relieved of their duties. In some instances little effort had been expended to develop a trained staff of local replacements. The need of specialist training of this type is obvious and must continue.

There is need in lesser developed nations for specialist training in narcotic enforcement and control and in the Public Safety Field of penology fire fighting, customs and border patrol. Excellent training resources for these specialists are generally available though at times in limited numbers brought about by language problems.

A welcome by product of the training program has been developed by the Treasury Department from the Narcotics training they have provided participants. The Narcotics Bureau is already realizing many operational benefits from these trainees as they return to their native lands.

Category Four. Normally the training of enlisted personnel is done in the host country with instruction frequently being handled by Technical Advisors or the EM's own officers who have been trained by Technical Advisors in their own country or as participants.

U.S. Training Considerations

Since its inception in 1955, the Police Assistance Program has brought Public Safety personnel in contact with law enforcement agencies of friendly countries, almost all in developing areas, that represent well over one million police personnel. Over 1600 ^{26/}public safety participants from 43 ^{27/} cooperating countries have been trained in this program. The participant training method ^{28/}

^{26/} See Table I, page 17, for accumulative numbers of participants which have received training in the U.S.

^{27/} Report of Interdepartmental Technical Subcommittee, 11 June 1962, page 28.

^{28/} For Numbers of Participants Referred to IACP and Costs, see Table III page 34.

TABLE III

Number of Participants Referred to IACP for Services and Costs Incurred by A. I. D. Under Contract ICAC 1912 with the Training Division, International Association of Chiefs of Police

<u>Fiscal Year</u>	<u>Contract Vouchered Costs ^{1/}</u>	<u>Numbers of Participants</u>	<u>Cost per Participant</u>
FY 55	\$ 3,109.18	27	\$115.00
FY 56	53,341.87	61	874.00
FY 57	55,296.45	147	376.00
FY 58	92,268.53	174	532.00
FY 59	148,147.75	237	625.00
FY 60	182,961.05	343*	533.00
FY 61	188,738.90	357*	528.00
FY 62	277,465.02	276*	824.00

* A considerable number of participant programs were planned jointly between IACP and A. I. D. In addition, A. I. D. has continued to program directly increasing larger numbers of participants.

^{1/} Vouchered costs reflected herein include all TD/IACP overhead and operations costs.

Source: Contract Vouchered Costs listed are as reported by Mr. Lacovey, Fiscal Officer, TD/IACP, to Mr. D. VanBuskirk, Chief, ST/ITD, November 20, 1962.

in the United States is by far the most costly phase of the program but appears to be the most useful in achieving our objectives of giving professional training and pro-western orientation to the "key man" foreign police officials. Selection of participants by the Mission is critical. Extremely good judgment must be used in the selection process. The participant must have a future in his organization, he must have the intelligence, emotional stability and motivation to be able to absorb the training and thereby justify our investment. Programming of these trainees, must be exacting and well planned. Religious, language racial, citizenship and dietary factors must be considered. For example, irreparable damage can be done to a trainee's attitudes by sending an officer from an Arab country to the New York City PD which is one of the few departments in the nation with a good proportion of Jewish personnel. Participants from many of the African Republics should be kept out of the South. Nationals from two different republics that have sticky diplomatic relations should not be scheduled for the same class. These examples could be continued ad infinitum but they serve to point up the pitfalls that can be avoided only by thoughtful, and detailed programming and administration conducted by a professional, experienced and centrally organized staff.

Frequent Criticisms of the Present Training Program

The most frequent criticisms of the U. S. Participant Training Program are as follows:

Inadequate Programming:

- (a) Includes failure of Program Officer to inform fully cooperating Federal, State, Municipal, and County law enforcement agencies of the type, scope and content of On-the-Job Training (OJT) needed by the participant to complement specific academic preparation.

- (b) Cooperating agencies do not understand their role in the overall program, and, as a result they may lose interest in the participant program or decline additional requests for training. The participants themselves sensitive to attitudes also tend to lose interest.
- (c) Due to inadequate briefings about the participants, their backgrounds, countries, etc., cooperating agencies underestimate the participants and their culture.
- (d) Failure of Program Officer to inspect and determine capabilities of cooperating agencies to provide meaningful OJT results in repetitious insufficient learning experiences; many potential training resources are not located or developed; and the tendency is to overuse some agencies thereby taxing facilities and reducing their effectiveness.
- (e) Participants have too much leisure time. The type of OJT that some participants require may involve exposure to hazards and many departments, in consideration of civil liabilities, are reluctant to undertake those program portions involving hazards. Some cooperating agencies lack manpower to devote to participants as required, thereby restricting the experiences of participants. Non-productive time enhances loneliness, and in efforts to overcome boredom participants may encounter adverse experiences which tend to negate favorable impressions or worse cause feelings of antipathy toward the U. S.
- (f) Inadequate programming necessitates excessive travel, tourism and sight-seeing. While it is extremely beneficial for participants to gain an appreciation of U.S. culture, training effectiveness is lost by too much travel. Participants do not have time to concentrate in study or application of OJT. Travel schedules often preclude the firm establishment of friendships which produce sincere interests and mutual determination to attain maximum results of training.

Insufficient classroom or actual formal instruction:

- (a) Many participants express displeasure at the lack of formal instruction given under this program; they are fully cognizant of the high degree of specializations in the law enforcement profession and of the various schools in the U. S. A major percentage of participants have been educated under the European system which capitalizes on the classroom method. It is possible to convey the impression that Americans do in fact consider participants as being from underdeveloped countries and not sufficiently sophisticated to receive "first-class" training.
- (b) A purpose of participant training is to provide participants with tools-- both academic and practical--in order to increase their abilities to modernize their police systems. Effective implementation of ideas is sharply reduced without concomitant academic appreciation.
- (c) Academic study permits less opportunity for distractions, utilizes productively otherwise idle time, and promotes a sense of responsibility and purpose. Perspective can be formed.
- (d) Planning of classroom programs of instruction facilitates control coordination, and direction over the participant program, and tends to ensure adherence to defined U. S. objectives.
- (e) The majority of participants who receive training in the U. S. are from police agencies patterned after the continental European system which differs considerably from the Anglo-Saxon concept of law enforcement. Differences in concepts of administration, methods of operations and techniques, records systems and personnel management are so extensive that it is futile to give on-the-job or observation training to a participant unless he understands the American police system. If participants are to be given an understanding from which they can build

and make contributions to their own police organizations a knowledge of our system is basic. Participants must be thoroughly oriented and academically prepared before substantive training becomes meaningful to them.

Inadequate Political Orientation

- (a) The United States also has something to sell: a favorable impression of Democracy. Participants who are not properly politically oriented cannot be expected to understand Democracy as practiced in the U. S. and therefore are more susceptible to misconceptions.
- (b) In view of widely diverging techniques practiced in the U. S. and world-wide law enforcement, Public Safety Participants particularly should be politically oriented toward the Anglo-Saxon concepts of the profession.
- (c) Counter Insurgency concepts and techniques can be given only by U. S. Government resources--a task which cannot be delegated.
- (d) Ideally, political orientation should be subtly included in the overall instruction of an academic program.

Lack of Identification to Participant of U. S. Government Sponsorship and Control of the Program:

- (a) Though it was expedient to contract for participant training services when the Police Assistance Program first began, participants fail to identify in proper perspective U. S. Government sponsorship of this program. The U. S. Government because of contracting training responsibilities has minimum opportunity for critical contact with participants with consequent minimum participant influence and recognition. Of greatest significance is the loss to Government over the participants and quality control of substantive program content.

II. Host Country Training

This type training intrinsic to the original concepts of the Police Assistance Program, is the primary public safety effort. Here Public Safety officers with language ability train local police informally through their role as technical advisors, by seminar or in larger groups. Basic police organization and administration are taught. Other courses as radio repair, fingerprint classification, riot control and firearms training are also conducted. In the ideal situation Public Safety Officers devote most of their training efforts to developing local instructors who can in turn conduct classes in their own departments. Programs such as these have long-range goals and can be very effective in developing responsible and humane police methods. Political attitudes of the police with strong orientation toward the American system can be carefully developed.

III. Third Country Training

Third country training methods are best adapted to the categories two and three or the Officer Corps and Specialists. Travel and administrative costs are much more modest and the arrangements for this type of training can be handled on a Mission-to-Mission basis. This method of training is confined to the same general geographical area. An advantage of these programs is that they can be worked out on a short-term basis to meet an urgent demand and the degree of official U.S. Government interest can be controlled as appropriate. The trainee does not encounter many of the language and living adjustments that he finds in the USA. Relatively large numbers of officers from one country can be trained in specific operations. For example, Indonesians have taken Criminal investigation training in the Philippines and Malaya and Bolivians have trained in Chile. Third Country Training averages about 150 trainees per year. The principal disadvantage of this method is that training generally is given by third country

personnel with little or no U. S. participation or control. The result is a dilution of U. S. influence and long-term objectives.

IV. Regional Training

The concept of regional police training as already so successfully demonstrated by the Inter-American Police Academy could well be considered as the need develops in other areas of the world. In the event the Metropole fails to provide training for the many French-speaking and newly emerging African republics the concept of a regional French language academy in North or West Africa is sound. An Islam police academy for the Near East could be used to provide quantitative training on a supervisory level with a common language bond. The application of this concept to the Far East poses the problem of language.

Inter-American Police Academy

A new concept in Regional training can be found in the Inter-American Police Academy. This timely experiment was initiated in July 1962 with the opening of this academy at Fort Davis in the Panama Canal Zone. It is proposed that three basic courses of twelve weeks each will be given at the Academy. The first basic course was completed on 21 September 1962. Currently a six weeks course is being offered as a condensation of the 12 weeks course. Emphasis is placed on basic police operation. Other short-term special courses will be offered as needed.

Facilities at Fort Davis are marginal for "in house" institutionalized type training. Improvised living quarters, messing facilities, ranges, classrooms and staff offices are provided for a class of sixty Latin American officers.

All instruction is in the Spanish language in the following basic police subjects:

1. Organization
2. Administration
3. Firearms
4. Investigations
5. Defense tactics & physical training
6. Internal Security (with emphasis on International Communism)
7. Scientific and technical aids
8. Border Control
9. Basic police operations
10. Traffic control
11. Human Relations

There are staff positions for ten faculty members and as a support arm for special subjects, the Academy has used visiting lecturers furnished primarily from various Federal agencies as Treasury, Immigration and Naturalization Service, the Federal Bureau of Investigation and from Latin American Countries.

The primary purpose of this Academy is to increase the effectiveness of officers at the intermediate supervisory level in maintaining internal security and combating subversive activities and civil disorder. For this reason considerable emphasis is placed on Internal Security classroom training with emphasis on International Communism, and practice training in riot control. The public service concept of law enforcement is being emphasized along with human relations to prepare these trainees for greater effectiveness in obtaining sympathetic public support.

The establishment of the Inter-American Police Academy was a logical positive, and forward step in tightening our Latin American internal security program. While problems of faculty staffing, permanent location and facilities,

and curriculum still must be resolved, the concept and implementation of this program to date is good. A location in the same general area with more refined facilities, a more salubrious climate and less isolation in order to afford greater recreational opportunities for the Trainees is a long-term necessity. The inevitable frictions and problems resulting from the operation of this type of Academy on an active military base can also be solved by careful selection of permanent site. The determination of twelve weeks for the basic course is sound though the curriculum appears too inclusive. Training would be more effective if the number of subjects were reduced and emphasis continue to be placed on internal security and riot control studies and practice.

The use of at least two technical advisors as "in house" counselors assigned to live with the trainees and to attend all classes would greatly contribute to the effectiveness of this program. Ninety per cent of all administrative and personal problems would be handled by the counselors ("Big Brothers") thereby freeing the staff for other duties. Counselors would subtly continue pro USA and anti "bloc" indoctrination beyond the regular class hours. This assignment would likewise serve as "in service" training for the technical advisors serving as counselors.

It is suggested that a class of sixty officers is too large unless it is divided into two sections of thirty men each and with a counselor for each section.

V. Proposed International Police Academy

Need for an International Police Academy

While the numerous and diverse training resources already reviewed are vital training tools for the Police Assistance Program these institutions, universities and contractors do not and cannot provide suitable training to meet the requirements for the majority of our participants (category 2). Only a U.S.

Government-operated International Police Academy can fulfill this vital training mission. Clearly, the present need is for a Federal Academy, with the prestige and faculty resources of the government, that can offer an "in house" course with emphasis on a formal classroom approach and directed to the supervisory level of the foreign police officer. Such an Academy would also serve as the repository of our technical knowledge and would prepare doctrine and instructional material for use by Public Safety Advisors overseas and the staff would develop and disseminate training aids and materials to overseas missions.

The success of the Federal Bureau of Investigation since 1935 in offering training to selected law enforcement, officials of this country, and a few from friendly western-oriented countries is significant. The FBI National Academy has just concluded its seventieth training session and the 86 graduating officers have returned to their departments throughout the nation to use their newly acquired skills and knowledge on a supervisory and training level. The story of the FBI and its national leadership in establishing professional standards of enforcement and a code of ethics for all police while cultivating sympathetic public support is well known. These achievements can be attributed in part to their National Academy and regional training programs.

The experience of Public Safety in the successful organization of the Inter-American Academy in Panama and the graduation of the first class has already demonstrated the wisdom of offering basic classroom work on a supervisory level to participants.

Graduates of an International Police Academy would soon provide a cadre of professionally trained U.S.-oriented officers throughout the lesser developed countries of the world.

Location

This Academy should be located in the immediate Washington area, for reasons of administrative control and faculty staffing, and preferably in a Government facility that would afford an institutionalized environment.

Facilities

Suitable living quarters for at least 60 officers, messing facilities, classrooms, staff and faculty office space and classrooms would be needed. A gymnasium and small parade ground for physical training and other classes would be a necessity. Quarters and facilities should be of such quality to be attractive and presentable and reflect some prestige commensurate to officers level.

Staffing and Costs

Previous staff studies suggest the following estimates for costs and personnel requirements:

1. The costs of office and classroom space and furnishings are not included since the academy should be located in a federal building.
2. Salary for required staff was computed at an average level of \$12,000 for professionals and \$6,000 for secretarial for the following positions:
 - a. Two professional and two secretarial are required and justified for supervisory and overhead functions.
 - b. Three professional and two secretarial are required to arrange and supervise non-academy training periods and programming and scheduling the participants within the Washington area and with the Federal Agencies. The functions of this academy would be almost wholly academic and all other administrative support, programming and scheduling would be responsibilities of ST/ITD. This staff section would also be used to develop a program of Participant Training

faculty would have access to and insure the proper use of information concerning U.S. foreign policy and objectives imparted to the trainees in their indoctrination.

Types of Training Programs

It is proposed that the Academy would provide training courses both to participants and technical advisors as follows:

1. Participants
 - a. Three 12-week courses annually in basic police administration, organization and science (30 to 40 trainees per class).
 - b. Two to four week special and crash courses as needed.
2. U.S. Public Safety Personnel
 - a. Orientation
 - b. In-service training
 - c. Debriefing
 - d. Refresher training.

Curriculum

The Academy staff would develop curriculum for the 12-week basic course along the general pattern of those subjects taught in the FBI National Academy and from experience gained in the Inter-American Police Academy. Special courses would be developed as needed.

Planning, programming, policy and procedures would be closely coordinated by O/PS to insure conformity with the overall objectives of the Police Assistance Program. These courses would be weighted heavily toward, the internal security, counter subversive and counter-insurgency aspects of foreign police operations. Hard indoctrination in the human relations-Anglo-Saxon concepts of law enforcement would also be given a prominent place in the curriculum.

The International Police Academy would also serve as a training instrument for Public Safety personnel. Training and briefing consistent with current foreign policy and overall U. S. objectives would be given and firm sense of mission would be imparted. In addition, it is anticipated that Public Safety personnel on a technical advisor level would be used in the Academy as counselors with at least two assigned to each session. Their duties would be identical with those suggested for counselors in the Inter-American Police Academy. Assignment as a counselor would provide an excellent refresher and in-service training for returning field technicians.

Equipment

While these requirements are not being detailed at this time the following would be required: Library, reproduction facilities, photographic laboratory, crime laboratory with basic equipment, and firearms and tear gas training equipment.

Eligibility Requirements

The following are general prerequisites for administration:

1. Participant must be a member of a recognized foreign civil police or para-military organization with five years active service.
2. Participants must be interviewed and recommended by the Chief Public Safety Advisor or his designee.
3. Participants must be 25 years of age and not past 45 years of age.
4. Participants must be in excellent physical condition certified for strenuous exertion, have no defects preventing use of firearms or engaging in defensive tactics, and have no communicable disease.
5. Security clearance as required.
6. Good working knowledge of English language.

Practical Training and Observation

At the conclusion of the participants 12-week generalist course a two to four week specialized course could follow. Special subjects such as communications, identification, records, investigations, photography, etc., can be given in seminars or individual tutoring at the Academy and/or present training sources. Each graduate should have an opportunity to visit two or three representative U.S. Federal agencies or State or local departments dependent on the field of interest, with observation and tourism not to exceed one week and this time to be included in the overall time of the special course. It is assumed of course that participants will, during the course of their overall program, have opportunities to engage in non police activities to gain an appreciation of the American people and culture.

On-the-job training while highly effective must be carefully considered. There are inevitable hazards when participants are permitted to engage in active police operations with the resultant possibilities of civil liability and foreign relations implications. The exposure of the Participant to OJT and the inevitable public contacts conjures an outraged American citizen loudly protesting his submission to the enforcement activity of a foreign national. Damage done in one such short encounter can permanently prejudice the Participant toward this country.

Indoor OJT such as identification, communication and photography are recommended. OJT with either Federal, State or local law enforcement agencies in such police activity as patrol, raids, traffic investigations, criminal investigation leading to the apprehension of a criminal and in fact any police activity involving contact with the public is not recommended.

VI. Public Safety Technicians

Training Program

The present training program for Public Safety Technicians is severely criticized for several reasons:

1. The cost is extremely high--it is the most expensive training in all of AID.
2. The program appears hopelessly out of date and does not fulfill current requirements in line with U. S. objectives.
3. Excellent orientation and briefing courses tailored to our counter-insurgency objectives are available at no additional cost to AID resources, for example the Office of Personnel Administration (Special Projects) offer several courses of varying length. In addition this office will prepare courses in Counter-Insurgency for special groups. Excellent training in this subject is also available in the Foreign Service Institute and currently a series of Senior Officer Counter-Insurgency Orientation courses are being offered on a regional basis by the US Army at Oberammergau, Germany.
4. Debriefing should be done by Regional Public Safety and O/PS Staff Officers.

Present Orientation and Technical Training Arrangement

On 29 June 1959 ICA-c-1135 contract was negotiated with the International Association of Chiefs of Police for a two-year period whereby the IACP would provide the following training:

1. Technical Orientation course. According to the terms of the contract "The IACP agrees to develop in collaboration with ICA and conduct for a period of two years a Technical Orientation Course of Instruction for

not to exceed 40 ICA public safety technicians per annum referred to IACP by ICA for a period of two weeks (80 hours) as appropriate to meet ICA technical orientation objectives, which include but are not limited to: Comparative studies of underlying philosophy of public safety operations in cooperating countries: methods and techniques of public safety technical assistance advisory and training activities; and foreign police system of the cooperating country of individual assignment." Further in the contract, IACP agrees to arrange with other organizations technical training for Technicians.

2. In-service--refresher training--IACP in the contracts agrees to provide this training for from one to thirteen weeks as necessary.
3. Debriefing--end of tour evaluation and reorientation.

At the time the original contract was signed it was the thinking of PSD that this was to be a "one shot" program, the theory being that during a two-year period all overseas personnel as they completed their tours would be sent through this course. It was also felt that PSD due to inadequate staff resources could not handle this program, hence the IACP contract for training courses and a program planning and arrangement service for technicians making field trips within the continental U.S. as part of their training or re-training. This contract was renewed for one year from 1 July 1961 to 30 June 1962 for reasons that are now not clear--undoubtedly expediency, and again on 1 July 1962 for six months until 31 December 1962.

Comment

Here again we have the absolute delegation of governmental responsibility. During the course of this review it was ascertained that all the technician training functions of IACP are handled by two officers. These officers are quite competent and wholly professional however it is submitted that without access to current and classified information concerning U.S. foreign policy and its internal

TABLE IV

U. S. Technicians Orientation and In-Service Training Contract between Agency for International Development and International Association of Chiefs of Police, No. ICAC-1135

Fiscal Year	Total Technicians Referred to IACP	IACP Directly Conducted Activities		U. S. Technicians Training Arranged by IACP		Average No. Days Technicians Received IACP Directly Conducted Instruction.
		Days	Weeks	Days	Weeks	
FY 60	35	150	30	349	69.9	4.2
FY 61	44	329	65.4	34	6.8	7.4
FY 62	58	317	63.4	394	78.8	5.4
Total	137	796	159.1	1087	217.2	5.8

Cost to AID for Services rendered by IACP under ICAC-1135

Fiscal Year	Cumulative IACP Vouchered Costs to AID	Total Cost Per Technician Referral	Cost to AID for Each Week of IACP-Directly Conducted Instruction	Weighted Cost Per Week of IACP Direct Instruction ^{2/}	Weighted Cost Allowed IACP for Arranging Technical Training of U. S. Technical ^{2/}
FY 60	\$ 41,092.08	\$1,174.00	\$1,369.00	\$1,103.00	\$6,990.00
FY 61	36,677.85	833.00	560.00	550.00	680.00
FY 62	29,833.88 ^{1/}	514.00	469.00	471.00	3,940.00
	\$107,603.81* Total	\$ 840.00 average	\$ 799.00 average	\$ 709.00 average	\$3,817.00 average

* Total reflected above does not include \$25,000.00 advances to IACP. AID has invested to date a total of \$132,603.81 in this contract. The costs cited herein also do not include TD/IACP overhead, or additional tuition, travel, and technician support costs which are borne by AID.

^{1/} Figure includes IACP costs of \$6,907.33 reported for the last quarter of FY 1962 but which have not yet been submitted to AID for payment. Reported by Mr. Lacovey, Fiscal Officer, TD/LACP to Mr. Daniel VanBuskirk, Chief, ST/ITD, November 20, 1962.

^{2/} IACP was allowed a reasonable "weight" of \$100 for costs in arranging each week of Technical Training for U. S. Technicians.

Source: Cumulative Vouchered Costs - Miss Margaret D. O'Toole, C/FRD, Agency for International Development, November 19, 1962; Total Numbers of Technicians - Table II.

security implications, a knowledge of our defense rationale and counter-insurgency methodology, these officers can do little but engage the trainee in philosophical seances on "Foreign Policy" and International Communism. "

By terms of the contract IACP also agrees to prepare studies and research on methods and materials for the purpose of developing additional technician curriculum. Little has been accomplished in this area.

Since this contract began, through June 30, 1962, a total of 137 public safety technicians have received some form of IACP conducted orientation or have undertaken IACP arranged training with other agencies^{30/} at a total investment by AID of \$132,603. The average cost to AID per technician referral has been \$968.00. In summary, based on weighted cost analysis, during the reference period U.S. public safety technicians have averaged 5.8 days each at TD/IACP at an average cost of \$138.00 per directly conducted day of instruction.^{31/}

It should also be mentioned that information secured by IACP officers in the technician debriefing process was never fed back into the Public Safety Division, except informally, and this fact calls for the additional observation that communication between IACP and Public Safety officers of AID is very poor. All AID Public Safety personnel interviewed during the course of this study were unanimous in the opinion that this contract should not be renewed. The files of O/PS and ST/ITD are replete with criticisms of this contract and of IACP poor coordination and loose administration.

Further observations concerning this contract were volunteered by various officials of the Federal Law Enforcement agencies. These officials explained that it has been procedure for IACP to arrange technician training with the appropriate Federal Agency. Complaints were heard that IACP is very often quite

^{30/} For details of the numbers of U.S. Public Safety Technicians referred to IACP, see Table II, page

^{31/} For cost analysis figures, refer to Table III, page 34.

vague in their specifications of the type and scope of training desired. The majority of the Federal officials contacted voiced the opinion that they would prefer to deal directly with Public Safety officers of AID and not through a private middleman.

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