

MANPOWER ANALYSIS **of the** **LIBERIAN NATIONAL POLICE**

Supplement to: Report To The Secretary of State
By The U. S. Survey Mission To
Liberia, Dated April 11, 1966

November/December 1966

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

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Office of Public Safety

Agency for International Development

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PREFACE

This report is intended to serve as a guide in forecasting the manpower requirements associated with the continued development of the National Police Force of Liberia.

The author wishes to acknowledge the predominant role played by the Honorable James A. A. Pierre, Attorney General of Liberia, in the development of the report. His continued personal interest, advice and support was invaluable to the successful execution of the project. Reference must also be made to the constructive advice and contributions made by Mr. E. Harding Smythe, Director, National Police Force and his staff.

Similarly consequential were the contributions of Mr. Robert H. Nooter, Director, USAID to Liberia and members of the United States Mission to Liberia. Other very valuable individual contributions were made by Mr. Albert I. Sandsmark, Chief Public Safety Advisor, and his staff in the office of Public Safety. Grateful acknowledgment is also extended to Colonel Robert A. Malone, Chief, United States Military Mission to Liberia, and his Chief of Staff, Benjamin Almond, for their counsel concerning the content of the report.

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I. INTRODUCTION AND TERMS OF REFERENCE

A Manpower Requirements Analysis of the Liberia National Police was conducted in accordance with the general guidelines set forth in the April 1966 report of the Kitchen Mission to Liberia. The Manpower Analysis has been conducted with the approval of, and in conjunction with representatives of the Government of Liberia.

The primary purpose of the analysis was to determine minimal police strengths required to provide essential police services throughout the Republic according to the legally prescribed role and mission of the National Police Force and as the role and mission may be extended to provided border controls. For the purpose of the analysis, personnel requirements were limited to those imposed by the existing structure of the NPF organization, for both staff and line purposes. Also consideration was given for the additional manpower requirements which may be imposed by the addition of a Border Control Element within the NPF organizational structure; activation of which was recommended by the Kitchen Study Mission. Throughout the entire period of the study, special emphasis was placed on better utilization of existing personnel strength within the NPF so that additional manpower requirements could be minimized. For this same reason, the best available estimates on the number of police personnel that would complete their pre-service and in-service training in the next two and five-year periods was studied. It is believed that professionalization of the police service and agency productivity can best be served by providing organized training programs. Further, by increasing the competence and productivity of the individual officer, manpower requirements can be held to a minimum and at the same time maintain the level of police service rendered the public.

While full consideration was given the general strategy set forth immediately above, equal attention was also directed to the future social and economic development of Liberia as it relates to the future internal security and law enforcement needs of the country.

Terms of Reference

The Manpower Requirements Analysis of the Liberian National Police was conducted in accordance with the following terms of reference.

- a. Evaluate the manpower needs to provide sufficient police services in Monrovia area which is currently expanding geographically and in population.
- b. Indicate police strength and locations of police units needed to provide adequate police service for the population centers outside Monrovia, including those not presently covered by the NPF.

- c. In cooperation with the NPF, establish the locations and recommend police personnel requirements to staff border control stations on the Sierra Leone, Guinea, Ivory Coast borders.
- d. Submit a plan to convert qualified members of the Third Army Battalion to the NPF. Consideration should be given to the utilization of converted Army personnel in the proposed National Police border control stations.

II. SUMMARY

The succinct statements of findings and recommendations as found in Chapter V beginning on page 9 of this report are an attempt to provide the Government of Liberia with the best possible comprehensive manpower picture of the surveyed governmental unit. The projections contained therein are highlights of certain current imbalances in the use of National Police Force manpower, but in the main reflect recommendations relating to the future expansion of the NPF into the hinterlands and increase police activities along the border areas of the country. Chapter V also includes a discussion of the occupational detail of current employment, the occupational requirements for expansion or reduction in force for established police units, the staffing of new facilities and activation of the Border Control Element, and the replacement of personnel lost through attrition in each police unit of the organization. Certain elements of this analysis of the National Police are based on the assumption that the principal police functions now being performed by the Third Battalion will be assigned to the National Police.

Chapter V of the report additionally describes an estimate of the training requirements for each occupational group as related to the replacement needs of every police unit now existing or planned in the organization. While it is virtually impossible to identify the training needs for the very small marginal police employee groups, such as secretaries, the analysis does identify the manpower requirements in each specific police rank and could serve as a useful guide in planning the department's training program for the next five years. Too, this particular section of the report estimates the possible output of pre-service graduates from the National Police Academy over the next five year period. This long-term projection is based on a count of students currently enrolled, expected dropouts on the basis of past experience, and the assumption that the GOL will continue its present policy of emphasizing training at the Academy.

The following additional manpower summarization shown as Table 1 below reflects current thinking as it relates to the overall expansion and dimension of the National Police Force. This projection takes into consideration the assumption that the recommended manpower saving actions in the subject report will take place in the near future.

Table 1. Manpower Summary National Police Force

CURRENTLY EMPLOYED	932
ESTIMATE OF FORCE STRENGTH AS OF NOVEMBER 1, 1971	1,092
TOTAL EXPANSION REQUIREMENTS IN THE NEXT FIVE YEARS	160

III. GENERAL INFORMATION

Geographic

The Republic of Liberia lies at the southwestern extremity of the western bulge of the continent of Africa. Its area, estimated at forty-three thousand square miles, is about the size of Ohio and has a three hundred seventy mile coastline.

From a narrow strip of level coastal land more or less cut up by lagoons, tidal creeks, and marshes, rolling country rises from the sea in a series of ill-defined plateaus. Some fifty miles inland, elevations average six hundred to one thousand feet; in the northern reaches, average elevations range from one thousand five hundred to two thousand feet. Low mountains occur intermittently throughout the country, but are rarely more than three thousand feet in elevation except for Nimba and Wale Mountains, which are four thousand five hundred feet. Six principal rivers flow into the Atlantic Ocean.

The country lies within the tropical forest belt. There are distinct wet and dry seasons, almost all the rainfall occurring between April and November. Yearly rainfall averages from one hundred fifty to one hundred and seventy inches, but along the coast may exceed two hundred inches. The average annual daily temperature for the country as a whole is about 80F, the maximum being slightly over 100F and the minimum rarely below 50F.

People

The people, numbering 1,016,443, are all of the African race. Approximately twenty-five thousand are referred to as Americo-Liberians, or descendants of emancipated slaves who settled in the country. There are about five thousand foreign (estimate) residents, some of whom are Americans employed by various American business enterprises and the Liberian Government. Although English is the official language, a large percent follow their tribal customs, and twenty-eight dialects are spoken by the indigenous people.

The indigenous population falls into three principal ethnological groups: Kru, Mandingo and Gola. Despite an intensive missionary effort over the past years, the twenty-eight tribal dialects are still widely used. Many of the literate are Christians, principally of Protestant denominations; Islam in recent years has been making slow but steady progress among some tribes.

History

The Republic of Liberia had its origin in the year 1818 when the American Colonization Society was given a charter by the U.S. Congress to send freed slaves to the west coast of Africa. The country was first settled in 1822 with the U.S. government assisting in the negotiation for the cessation of land by native chiefs. In 1839 the settlers united to form the Commonwealth of Liberia. In 1847 the Free and Independent Republic of Liberia was constituted, being the only independent Negro republic in Africa. The constitution was modeled after that of the United States. The first one hundred years have been characterized as a "century of survival," in light of attempts by neighboring powers to encroach upon Liberia.

Government

Politically, the country is divided into nine counties. These counties are in turn divided into districts. The government is divided into three branches: legislative, executive and judicial.

The Legislature is bicameral. A Senator's term of office is six years and the Representatives are elected for a term of four years.

The Executive Branch is headed by the President. Both he and the Vice President are elected by popular vote for a term of eight years and may be re-elected for four year terms. The President is assisted by a Cabinet of ten members, whom he appoints.

The Judicial Branch is headed by a Supreme Court consisting of a Chief Justice and four associate justices. Subordinate courts are established as deemed necessary by act of the Legislature. All judges are appointed by the President and serve for life.

The government is highly centralized. The county superintendents, district commissioners, etc., are all appointed by the President. Public schools, hospitals, roads and police are all operated by the central government. Only Negroes or people of Negro descent may become citizens of Liberia. All citizens are privileged to vote, and only citizens may own land.

Economy

Liberia presents two strong and contrasting pictures. The first is that of a booming economy based on accelerating production of iron ore and rubber, with the prospects of government revenues increasing each year in the coming decade.* The second picture is that of a tribal society beginning to change under the onslaught of the expanding money economy.

* Any such projections will be influenced by the future price of rubber and iron and the amounts of new investments in Liberia.

Liberia's economic base consists of three natural resources: iron ore, rubber and timber. The development of the first two resources is being accomplished rapidly and on satisfactory terms. The timber resources of Liberia are excellent and only beginning to be farmed. Hardwood and plywood production are expected to become major industries in the next few years. Agriculture is being developed in certain parts of the country.

Notable gains have already been made in the development of Liberia's economic infrastructure. Projects completed include the Free Port of Monrovia, Roberts Field Airport, a principal north-south road and connecting all-weather road west to Sierra Leone, the Monrovia water system and a major electric power system for the capital city. Major projects yet to be accomplished are a network of farm-to-market roads, low cost housing in the capital, and combined school-clinic construction throughout the interior. Notable progress has been made in Lofa County in its self-help farm-to-market road construction.

Liberia's open-door investment policy has attracted large amounts of private investment for development projects such as the Bomi Hills iron ore project. A Swedish-American group has completed a major iron ore project at Nimba Mountain. Private American investors have brought into production an iron ore mine at the Mano River. German investors are developing iron ore resources at the Bong Mountain Range. Two large private American rubber companies have longstanding major holdings in Liberia; several private foreign and local Liberian firms and individuals are developing and producing rubber on new plantations.

IV. METHODOLOGY

At the offset it should be stated that forecasts can not predict future manpower requirements with complete accuracy no matter how carefully they are made. But even though imperfect, forecasts will provide valuable insights into the future manpower situation and will result in information which can give meaningful guidance to policy decisions.

There are many criteria on which to base an estimate of the required numerical strength of a police organization. Area, population, topography and geographical peculiarities of a country are to be considered. Further, Nationality, composition of the population, and its pursuits, all influence and bear weight in determining police manpower needs.

The main fact finding methods utilized in this study were interview and consultation, review of official documents and reports, and on-site observations. Those selected for interview, both Liberian and U. S. Officials, were people closest to the problems and data relating to the manpower study. During the examination of the activities of the Liberian National Police Force, the analyst and members of the office of Public Safety, USAID, Monrovia, reviewed pertinent files and records available in every police division in the Monrovia Headquarters of the NPF. Commanding officers of these same divisions were interviewed to ascertain the true on-board force strength of the units concerned and their estimates on the number of police personnel required to adequately perform the units' assigned responsibilities. In the interest of collecting additional data on this same subject, an intensive study was made of a recent Material/Manpower Analysis compiled by the Liberian Department of Justice entitled "Proposed Priority Needs of the Department of Justice for the years 1967-1970."

The analyst in company with members of the Office of Public Safety conducted visitations to seven of the nine counties in Liberia. Special attention was given to the areas where Liberia borders other countries. In order to gain first-hand knowledge of these regions, over-flights were made along the Ivory Coast, Guinea and Sierra Leone boundary lines. Considerable time was spent at inland towns and villages interviewing County Superintendents and police officials responsible for law and order in the hinterlands.

In addition to Liberian government officials, the analyst also consulted other informed people and groups including U. S. Embassy and USAID staff members, and representatives of private industrial organizations located in the country. Detailed discussions relating to Immigration and border problems were held with Mr. Kenneth Temple and observations were made of Liberian Immigration facilities.

In order to summarize the findings and projections yielded by the foregoing procedure, summary worksheets were designed to facilitate analysis of data and to present such worksheets in the form of a final report. For the purpose of delineating geographic areas, counties were used in all cases except the police areas of: Roberts International Airport, Montserrado County, Mano River Mine, Grand Cape Mount County, Bong Mine, Firestone Detachment-Bondiway Court, Kru Coast Sasstown, Bomi Hills Montserrado County, and Kakata Montserrado County. The foregoing are special police areas where the Director of the National Police assumes direct responsibility and jurisdictional control of the police units assigned at the above indicated locations.

The summary worksheets cover each police organization within the NPF and are subdivided to determine:

1. The rank or occupational category
2. Current total employment
3. Personnel expansion needs divided into two and five year periods
4. Replacement needs anticipated for the next two and five year periods.
5. The total additional manpower required for any future expansion of the present force and replacement of outflows due to retirements, transfers out of the police organization and deaths. The projection is for two and five year periods.
6. The personnel requirements to staff a border control element within the NPF and indicate location points on or near the Sierra Leone, Guinea, Ivory Coast borders to deploy personnel charged with the border control activities.

An additional worksheet has also been designed to record a summarization of data relating to the total current employment, future manpower needs, and the estimated force strength of the NPF at the end of five years. This summary also contains the estimated training out-put of the National Police Academy as compared with the department's total training requirements projected over the next two and five years.

V. FINDINGS AND RECOMMENDATIONS

Administration

Findings. Except for the accession of three additional Inspectors to the Administration Division's staff, the numerical strength of the division is believed sufficient to carry out its present responsibilities and those anticipated until November 1971. It was found that the administrative duties and responsibilities of the NPF have been lessened to a degree in the areas of investigation, records keeping, operating a crime laboratory, and enforcing certain national security matters. The National Bureau of Investigation carries out these police functions and maintains its own administrative and support organization. While the activation of the NPF Border Control Unit will add a new requirement for organization, the country-wide duties now assumed by the NBI have a bearing on the size and composition of the Administrative Division.

While it is true that the administrative duties of the division have been lessened by the assumption of certain responsibilities by the NBI, it was found that the Director's Office was heavily burdened by the necessity of solving day to day police problems in Montserrado County, additionally, in many cases problems originating in any one of the eight county police organizations have burdened the Director's Office. These time-consuming chores leave very little time for the Director and his top staff to turn their attention to major staff functions which are always present in a federal police system.

Recommendations. To improve the administration of the NPF, it is recommended that three additional inspectors be added to the staff of the Administration Division to: (a) Perform staff functions necessary for planning, directing and coordinating the activities of the proposed NPF Border Control Element; (b) direct the operation of all regular police functions in Montserrado County; and (c) assume the position of Chief Administrative Officer for coordinating and supporting the eight county police organizations outside the capital.

Patrol - Traffic Division

Findings. The operational strength of the Patrol and Traffic Divisions numbers two hundred and thirty-nine; yet an analysis of duty rosters and interviews with staff members of the department reveal that only a small percent of these men are available for actual patrol and/or traffic duty. This is particularly true during the night hours when most crimes are committed in Monrovia. One of the factors that reduce the number of personnel available for line duty is the practice of assigning too many men to special duty details. This subject is discussed in the Special Assignment Section of this report.

Another factor involved is absenteeism. Since there is no provision in the department for permitting employees to have days off and/or for the granting of vacations, absenteeism is widespread in the department.

It is generally considered by most police officials that the patrol force is the backbone of the police department. The work of the patrol force includes all functions. Therefore, the more effective the patrol division, the less need there is for the other, more specialized operating divisions. Because it is impossible for the patrol force to be one hundred percent effective in all police functions, the other divisions are necessary for support of the patrol division when it falls short of the one hundred percent ideal. Therefore, any efforts made to improve or strengthen other police activities at the expense of the patrol division (as it is in the case of Monrovia where excessive special assignment duty is present and absenteeism is rife) will only result in weakening the patrol and at the same time increase the burden on special units. The practice of weakening the patrol for other duties results in the creation of a vicious circle that drains the police department's efficiency.

Recommendations. That the Traffic and Patrol Divisions be combined into one division and the responsibilities of both units be carried out under the direction of one commander with an absolute fixed number of personnel made available for patrol duties on each shift. For recommended staffing pattern on the proposed organizations, see worksheet 4 found on page 34.

That a work schedule be so designed to permit days off during the week and the granting of regular vacations to all men in the division. Such action should remove all excuses for the present practice of absenteeism. Further, that men assigned to this important arm of the police department not be reassigned to other specialized or special assignment duty except in dire emergencies.

Motor Pool - Monrovia

Findings. The Motor Pool has twenty-six vehicles and a number of motorcycles. At the time of this study only five motorcycles were operational. In spite of the efforts of the NPF and the Office of Public Safety, USAID, Liberia, the number of operating vehicles available for use is very small and varies in number from week to week. Consequently, there is a diminished need for drivers. A total of fifty-five personnel are assigned the Motor Pool Division in Monrovia.

Recommendations. It is recommended that four sergeants and thirty patrolmen be transferred to Administration for reassignment in a line operating division such as the Patrol/Traffic Division. Their services could then be utilized in patrol vehicles if available and, if not, they could be assigned to augment regular patrol activities.

Records Division

Findings. Even though there is some overlap in the functions of the Records Division and the National Bureau of Investigation, the Records Division is a necessary operation to the NPF and should be developed to its fullest potential. At the present,

the utilization of records and documentary information is only of occasional value by virtue of the fact that official records are limited and/or difficult to locate.

Recommendations. That the present records staff be augmented by the addition of one lieutenant, two sergeants and six patrolmen and operated twenty-four hours a day. Further, that its potential be developed to a fully effective records system which will provide summarization, analysis, and periodic appraisal of the police services rendered by the NPF.

Special Assignment Montserrado County

Findings. It is generally considered that a police force should be organized for the purpose of facilitating the attainment of its objectives in the maintenance of law and order. While a department is called upon, on occasions, to perform tasks beyond its primary duties, overspecialization and too many special duty assignments lead to serious consequences. They have a tendency to grow and seriously impair an organization's ability to meet its obligations to the general public. Once a base of special duty assignment has been established in a police department, it invariably leads to additional requests for similar non-productive assignments and in the end creates an unmanageable organizational pyramid.

A review of the duties performed by the Traffic, Patrol and Special Assignment Divisions clearly indicates that a large majority of the personnel strength of these three units is not engaged in line duty operations but is daily assigned to special assignment details.

Recommendations. That the Special Assignment Detail, Montserrado County, be reduced to a force strength of one sergeant and twenty patrolmen. Additionally, that this detail be further reduced in numerical strength whenever the opportunity presents itself and be completely deactivated by January 1, 1968.

Roberts International Airport Detachment

Findings. It was found that the staff of the airport detachment was totally inadequate to provide the necessary service to outgoing and incoming passengers or physical protection for this very important government facility. Its present staff of nine employees sometimes works almost around the clock to meet all incoming planes and provides the necessary internal guard duties at the airport.

Recommendations. That the NPF direct its fullest attention to and review the internal security aspects of servicing and protecting the Roberts International Airport and the surrounding area. Further, that, as the opportunity presents itself, the NPF add one captain, four sergeants and twenty-four patrolmen to augment the present detail at the airport. This added staff plus those now on duty would make it possible to operate three 8-hour shifts at the port and also provide physical protection for the entire area.

School Patrol Montserrado County

Findings. In Monrovia the police strength for basic line duty police operations is eroded by the employment of forty women at the rank of regular patrolmen. These limited duty, part-time employees receive a full year patrolman's salary for two hours of work per day and only work during the school season. In all modern, efficient police systems, such duties are performed by part-time employees at a much lower cost in dollars and manpower to the parent organization.

Recommendations. In view of the dire need for line duty patrolmen, for both Monrovia and interior duty, it is recommended that all forty patrolman positions now being utilized by the School Patrol be transferred to Administration and reassigned to line duty police units. These positions should be filled with newly trained male patrolmen. That the School Patrol functions be carried out by part-time employees paid at a rate commensurate to the hours spent on duty is a further recommendation.

Kakata - Montserrado County

Findings. The Kakata police geographic area is one of the fastest growing urban and rural communities in Liberia. Compounding the problems presented by an expanding population, the added task of controlling traffic and the movement of goods and people along the principal North-South Highway in Liberia faces the police. In addition to its own population, the area is a drawing center for thousands of workers from the Firestone Rubber Plantation. Such a mixture of people, passenger and commercial vehicles and the exchange of commerce has created and multiplied police problems far beyond the ability of the police to handle with its present strength.

Recommendations. That within a two-year period the present force be augmented with three sergeants, one detective and ten patrolmen. Further, that in the following three years five more patrolmen should be added to the organization in order to meet the growing police needs of the area.

Bomi Hills - Montserrado County

Findings. The Bomi Hills police detachment of one lieutenant, one sergeant and eight patrolmen is an inadequate force to meet the present and future police needs of this area with its extensive deposits of rich iron ore and other deposits of gold and diamonds. In addition to its other duties, this detachment renders police service to one of Liberia's two principal iron producing mines. This mine, with its coastal railroad, employs over two thousand people and is important to Liberia, as it not only contributes to the local economy but also produces revenue for the GOL.

Recommendations. In keeping with the President's desire to provide law and order in the hinterlands and to meet a real need, it is recommended that the force strength of the Bomi Hills detachment be increased one hundred percent in the next two years. It is also believed that the economic development of the Bomi Hills area will increase to the point

that an additional eight patrolmen will be required to meet police needs between November 1968 and November 1971.

Bong County Detachment

Findings. Bong County has a population of 131,028 and, adding to its police problems, an extremely busy and important commercial arterial highway traverses the county and links the northern and southern parts of Liberia. The county has the second highest population density of all counties in the Republic. In the tracts of land adjacent to the main highway, agriculture and commercial areas are being developed at a rapid pace. Police services to meet the needs of the country have not kept pace with the growing development of the region. The NPF has a new headquarters building and a command staff but insufficient personnel to provide police coverage for the region.

Recommendations. To bolster the police operations in the next five years, it is recommended that two detectives and eleven additional patrolmen be added to the county complement. Special attention should be given the communities of Tota, Zienzy, Suakoko and Belefuanai.

Additionally, one lieutenant and twelve patrolmen will be required to activate a new Border Control Unit within the county organization. To carry out these duties, it is recommended that the lieutenant and three men be posted at Belefuanai. Additional teams of three men each should also be stationed at the border crossing points of Ghanka, Gamu and Panta.

Grand Cape Mount County Detachment

Findings. Grand Cape Mount County is the most thinly populated county unit of government in the entire country. There are only two thousand people in the county seat while the total population of the county itself is 32,192.

In the case of Grand Cape Mount County the major police problems do not develop as a result of people and population density or because of the existence of good communications in the area. Rather the direct opposite applies in the case of this western county of Liberia. Because of the isolated location of the county capital, the people have very little contact with the police or, for that matter, any other government officials. Additionally, the lack of communications (radio, telephone, roads) further separates the people from the police and makes it most difficult for the provision of police service to remote areas of the county.

Recommendations. The only recommended increase in the county complement is to activate a border control element along the fifty-mile border between the county and Sierra Leone. To staff this unit, it is recommended that one lieutenant, one sergeant and ten patrolmen be added to the county organization in the next two years. Further, between November 1968 and November 1971, ten additional patrolmen should be assigned to augment this basic border control unit.

It is suggested that the lieutenant and five patrolmen be posted at Bendaja, a sergeant and five patrolmen at Kavilahun, and three patrolmen at each of the following locations, Congo, Bufuma, Jenne and Mambo.

Nimba County Detachment

Findings. The pyramiding overall development of Nimba County coupled with the fact that it is the most populous county in the Republic (160,743) presents a real challenge for the newly organized NPF county police. In addition to being the most populous county the district has two large concessions and diamond fields south of Nimba and Saniquelle where uncounted thousands of workers rework the diamond fields.

Recommendations. If the NPF is to render meaningful police service to the people of Nimba County, its present police organization will have to be enlarged. There does not seem to be a requirement for staff officers, except one lieutenant for border control purposes; however, to meet the expanding needs of the force in the next two years the following is recommended. Augment the present complement with two sergeants, three detectives and five patrolmen. Further, from November 1968 to November 1971, it is expected that the economic and population growth of the county will continue to expand and at such a rate that fifteen additional patrolmen will be required to meet police needs.

In addition to the manpower requirements set forth above, there will be a further need for one lieutenant and fifteen patrolmen to activate a border control unit within the county police organization. It is suggested that the lieutenant and four patrolmen be stationed at Gahnpa (Ganta) with teams of two men each posted in the cities of B'bao, I'Hezere, Kore, Lubgema, Zolagbafuo and Buto.

Grand Gedeh County Detachment

Findings. Grand Gedeh County with its population of 59,075 and very few high density areas of population does not present a pressing police problem; insofar as regular police responsibilities are concerned. It has a detachment of police consisting of one deputy inspector, one captain, three sergeants, one detective, nine patrolmen and one probationary patrolman.

The major difficulty facing the county police organization is anticipated to be the activation and development of a border control element within the county unit.

Recommendations. It is recommended that the captain now on duty in Grand Gedeh County be assigned the responsibility of planning, developing and supervising the border control unit. To carry out the duties and responsibilities of the border control activities, one sergeant and twelve new patrolmen should be added to the county organization within the next two years. Further, it is suggested that the twelve patrolmen be divided into teams of three man border control units and posted in the following areas: Totown, Niaba, Glaro and Webo.

Lofa County Detachment

Findings. The upland county of Lofa has all the police problems associated with any territory that has common borders with two other countries and also serves as a crossroads for trade routes that extend beyond its borders. Additionally, it has a population of 123,165. The many nomadic traders that usually travel south toward the coastal areas with their commerce and wares add to the police problems in this area.

The northern portion of the region is blessed with all-weather roads that traverse the length of the county east and west and provide the connecting links with the principal highway to the coast in the south. This and the developing agricultural regions adjacent to the road have, along with other factors, overrun the fledgling county police organization's ability to keep pace with the developments in the county. Its manpower is inadequate to provide proper police service for the area.

Recommendations. In order to render adequate police service to Lofa County, it is recommended that in the next two years one lieutenant and twenty patrolmen be added to the force. Further, between November 1968 and November 1971, the force should be augmented by adding one sergeant and ten patrolmen to the basic organization.

To staff the border guard element of the detachment, it is suggested that as soon as possible one lieutenant, one sergeant and fourteen patrolmen be assigned from the organization or augmented force to activate the border guard operations. To carry out these duties, it is further suggested that teams of three patrolmen each be stationed at Uahun and Yeala and that other teams of two patrolmen each be posted at Foya, Lawasu, Sirkonoma and Bakiema.

Sinoe County Detachment

Findings. Sinoe County has a population of 56,095. In discussions with NPF police officials in county headquarters at Greenville, it was learned that many man hours are consumed carrying out missions or routine inspections because of the lack of roads in the county. Nonetheless, it was evident that the deputy inspector in charge believes in such police actions and, to the best of his ability, attempts to provide as much police coverage as his manpower would permit.

The analyst was convinced that, if given additional manpower, the county organization would extend its coverage and provide additional law and order in the interior as desired by President Tubman.

Recommendations. That the current strength of the county police organization be augmented in the next two years with the addition of one lieutenant, one detective and six patrolmen. Further, in the period between November 1968 and November 1971, ten more patrolmen should be added to expand police operations to include the area between Sastown and Saliko on the Maryland County Border and the Bestman Plahn Padeke Triangle.

Grand Bassa County Detachment

Findings. Grand Bassa County with its population of 131,840, three major rivers, long coastline, railroad, port and the beginning of a road system has provided a challenge for the NPF. Even without the advantage of statistical data, it is quite evident that the police of Grand Bassa will need assistance if they are to meet the challenge of the developing area which they serve. At the present time, the force is only able to provide minimal police protection; additional manpower is needed.

Recommendations. To meet the police needs of the future in Grand Bassa County, it is recommended that in the next two years the county force be augmented by one lieutenant, two detectives and ten patrolmen. Further, between the period of November 1968 and November 1971, two more detectives and fifteen patrolmen should be added to the organization.

Maryland County Detachment

Findings. It is believed that the most pressing police problem in Maryland County is the need for the activation of a border control element within the organizational structure of the county police. The regular force as currently organized numbers thirty-eight officers and men and is under the command of a deputy inspector. One deficiency is believed to exist as it is presently organized. The command structure is on the weak side and should be augmented by an additional officer of command capability. It is suggested that the complement should include a captain to assist the deputy inspector in carrying out command functions of the organization.

Recommendations. That a position of captain be established in the organizational pattern of the county unit and that this position be filled with a well qualified individual. This officer could assist the deputy inspector with command functions and act as deputy inspector when the officer in charge is engaged in official duties that take him away from headquarters.

In the period between November 1966 and November 1968, it is recommended that one sergeant and nine patrolmen be assigned to the detachment for border control duty. The sergeant, working under the direction of the deputy inspector, should organize and supervise three teams of three men each and post them at the border crossing points of Suke, Plibo and Muhlenburg. Six additional patrolmen should be added to this element in the period between November 1968 and November 1971.

Training

Findings. Worksheets one through twenty-eight set forth present employment and estimates of future employment in each rank category and in all police units of the department. Additionally, the training worksheet summarizes the pre-service training output estimates of the National Academy, as compared with future expansion and replacement manpower needs. It also reflects an estimate of the employees needed in two and three year periods by the rank category of the employee or

employees that will be required for expansion and replacement purposes. For example in the period between November 1966 and November 1968, thirteen lieutenants will be required to replace the outflow of lieutenants during that period. Eight additional employees of the same rank will also be required to replace the outflow between November 1968 and November 1971.

Despite the fact that such forecasts cannot predict the future with complete accuracy, the assumptions and judgments contained in the worksheets of this report should contribute valuable insights into the training requirements as related to the future development of the Liberian National Police.

Recommendations. It is recommended that the data contained in the worksheets of this report be utilized to balance the pre-service training output of the National Police Academy with the future expansion and replacement needs of the force. Further, that in the planning of future in-service, specialist and career development courses, the occupational category manpower requirements as reflected in the worksheets be utilized to insure that the output of the Police Academy meets the future manpower requirements of the force in the numerical strength and in the needed occupational category.

VI. NATIONAL POLICE FORCE

General

There are five non-military internal security agencies in Liberia. (a) The National Police Force (b) The National Bureau of Investigation (c) The Special Security Service (d) The Executive Action Bureau, and (e) The National Intelligence and Security Service. This report relates only to the National Police Force and discusses the other four agencies only where there appears to be overlapping responsibilities that influences to some extent the manpower strength of the National Police Force.

The Director of the National Police reports to the President through the Attorney General who is head of the Department of Justice. The National Police is a force of nine hundred and thirty-two men. This force is similar in organization and jurisdiction to police agencies in the United States. However, being a national police, it performs the functions that city, state and federal police perform in the United States. This includes the responsibilities of maintaining law and order, controlling traffic, and investigating such crimes as are not especially delegated to other internal security agencies of Liberia. A significant change has been taking place in the operation and jurisdiction of NPF since 1965. Since President Tubman announced a policy of transferring to the police the law enforcement duties being performed by the Army in the hinterlands, the police have established small detachments of police in every county. Prior to this action, while the force had jurisdiction throughout the country, actually it operated mainly in the capital city of Monrovia and the other four counties along the coast. These county detachments are commanded by deputy inspectors who receive their direction from the National Police Headquarters in Monrovia. Since February 1965, new county police stations have been constructed in Nimba County at Saniquellie, Bong County at Gbarnga, and Lofa County at Voinjama. This factor plus the assignment of capable commanding officers to command posts throughout the country has had a decided effect on the scope and magnitude of National Police country-wide operations.

Strength

The following table shows the current actual strength of the organization by rank. The present ratio is one commissioned officer to each fourteen men and approximately one non-com per each 10 men in the organization.

Table 2. Current Strength By Rank - NPF

<u>RANK</u>	<u>TOTAL CURRENT EMPLOYMENT</u>
Director	1
Deputy Director	2

Table 2. Current Strength By Rank - NPF (Continued)

<u>RANK</u>	<u>TOTAL CURRENT EMPLOYMENT</u>
Senior Inspector	1
Deputy Inspector	13
Captain	17
Lieutenant	33
Instructor	7
Sergeant	95
Detective	24
Patrolmen	603
Probationary Patrolmen	42
Accountant	1
Bookkeeper	1
Maintenance Man	2
Administrative Assistant	1
Juvenile Officer	22
Dietitian	1
Assistant Dietitian	1
Cook	3
Laundryman	3
Yard Boy	2
Secretary	1
Mechanic I	3
Mechanic II	4
Bandsman I	9
Bandsman II	7
Bandsman III	24
Bandsman IV	9
TOTAL	932

Table 3 below is a summary table describing the current distribution of personnel in each police unit of the National Police Force.

Table 3. Personnel Distribution By Unit - NPF

<u>POLICE UNIT</u>	<u>CURRENT NUMBER OF PERSONNEL</u>
Administration	47
Police Academy	54
Patrol Division	179
Traffic Division	69
CID (Investigation)	30
Radio Communication	18
Motor Pool	55
Records	21
Identification	12
Juvenile	26
Special Assignment	64

Table 3. Personnel Distribution By Unit - NPF (Continued)

<u>POLICE UNIT</u>	<u>CURRENT NUMBER OF PERSONNEL</u>
Roberts Airport	9
NPF Band	55
School Patrol	40
Kru Coast-Sastown	8
Bong Mine	4
Mano River Mine	5
Firestone Detachment	4
Kakata	12
Bomi Hills	10
Bong County	22
Grand Cape Mount County	17
Nimba Counta	26
Grand Godeh County	16
Lofa County	33
Sinoe County	24
Grand Bassa County	34
Maryland County	38
TOTAL	932

Crime

The Liberian population is relatively law abiding. While there are no overall nation-wide crime records or statistics that cover the activities of all agencies concerned with the problem, law enforcement officials state that simple assaults and larcencies are the most common crimes committed in the country. Crimes of violence are relatively few and there is no organized banditry or widespread fear of personal safety. To date labor unrest has not been considered to be a major factor, nonetheless strikes do occur from time to time, most of which have been in the Concessions.

Major Problems

The major problem facing the police is to keep pace with the development of the country and strengthen the force to: (a) provide police service to the numerous new population centers and surrounding rural areas in the interior; (b) provide adequate police service in the Monrovia area now expanding both geographically and in population; and, (c) establish a Border Control Element within the present organization structure of the NPF.

Table four, page 21, is a summary of the current personnel of the National Police Force as to rank and civilian classification. For the purpose of this comparison, similar ranks of various police personnel have been grouped together. These groupings are generalized and are shown purely for comparison purposes. This is not an attempt to organize the component members into similar organizations with like duties or corresponding police functions. For example, Bandsman

in Class I and II have been included in the same category as Non-Commissioned Officers. Together in the same sub-section of Patrolmen, Probationary Patrolmen, Juvenile Officers, Patrolmen, Bandsman III and Bandsman IV can be found. The seven Instructors have been grouped in the table with civilian employees.

As previously stated in the report the present ratio is one commissioned officer to each fourteen men and approximately one non-commissioned officer per each ten men in the organization.

Table 4. Current Strength Compared By Rank - NPF

OFFICERS	67
NON-COMMISSIONED OFFICERS	111
DETECTIVES	24
PATROLMEN	700
CIVILIAN	<u>30</u>
TOTAL	932

VII. ANALYSIS OF MANPOWER REQUIREMENTS

The following section includes two force strength personnel tables and summarizations of data relating to the entire manpower requirement study.

Table number five, found on page 23 reflects current thinking as it relates to the the overall expansion and dimension of the National Police Force. This projection takes into consideration the assumption that the recommended manpower saving actions in the subject report will take place in the near future.

Table number six also seen on page 23 indicates the current and recommended strengths of each police unit in the National Police organization at the end of the five-year period ending November 1, 1971.

Training Requirements. Worksheet number one, page 24 summarizes an estimate of training requirements for each occupational group as related to the replacement needs for every police unit in the organization. While it is virtually impossible to identify all training needs for the very small marginal police employee groups, such as secretaries, the analysis does identify the manpower requirements in each specific police rank and could serve as a useful guide in planning department's police training program for the next five years. This summary also estimates the National Police Academy's output of graduates from pre-service training over a five-year period.

Worksheets number 2 through 28 contain summarizations of data relative to the detail of current employment, the occupational requirements for expansion or the reduction in force for established police units, the staffing of new facilities and activation of the border control element, and replacement of personnel lost through attrition in each unit of the organization.

Table 5. Current Strength and Estimated Expansion Requirements
in Next Five Year Period - NPF

CURRENTLY EMPLOYED	932
OUTFLOW	
Estimate of retirements, deaths, and transfers-out November 1, 1966 to November 1, 1971	323
INFLOW	
Estimate for expansion and replacement needs, November 1, 1966 to November 1, 1971	481*
ESTIMATE OF FORCE STRENGTH AS OF NOVEMBER 1, 1971	1,092
TOTAL EXPANSION REQUIREMENTS IN THE NEXT FIVE YEARS	160**
POSSIBLE TOTAL POLICE ACADEMY OUTPUT (PRE-SERVICE) BY NOVEMBER 1, 1971	1,190

* This figure is the actual inflow requirements after transferring one hundred and nine over-strength personnel from Traffic, Patrol, School Patrol and Special Assignment units to Administration for reassignment in line operations.

** If the decision is made by the GOL to deactivate the Third Army Battalion, it may be possible to acquire some of the required police personnel from those military personnel who meet police qualification standards.

Table 6. Current and Recommended Strengths By Unit - NPF

<u>Police Unit</u>	<u>Cur-</u> <u>rent</u>	<u>Recom-</u> <u>mended</u>	<u>Police Unit</u>	<u>Cur-</u> <u>rent</u>	<u>Recom-</u> <u>mended</u>
Administration	47	50	Firestone Detachment	4	4
Police Academy	54	54	Kakata	12	31
Patrol/Traffic	222	236	Bomi Hills	10	27
CID (Investigation)	30	30	Bong County	22	48
Radio Communications	18	20	Grand Cape Mount County	17	39
Motor Pool	55	21	Nimba County	26	67
Records	21	30	Grand Gedeh County	16	29
Identification	12	12	Lofa County	33	66
Juvenile Division	26	31	Sinoe County	24	42
Special Assignment	64	0	Grand Bassa County	34	64
Roberts Airport	9	38	Maryland County	38	55
NPF Band	55	55	Overstrength resulting from Patrol/Traffic Merger	26	26
School Patrol	40	0	TOTALS	932	1,092
Kru Coast Sastown	8	8			
Bong Mine	4	4			
Mano River Mine	5	5			

WORKSHEET NUMBER 1--TRAINING REQUIREMENTS

Rank	Total Current Employment	Police Employees Needed for Expansion & Replacement		Total Police Academy Out - Put		Total Force Strength in Five Years
		In 2 Years	Next 3 Years	In 2 Years	Next 3 Years	
Director	1					1
D/Director	2					2
Sr. Inspector	1					1
Inspector		3				3
Dep. Inspector	12	1	2			14
Captain	17	2**				18
Lieutenant	33	13	8			44
Instructor	7					7
Sergeant	95	23**	14			106
Detective	24	11	6			35
Patrolmen	574	103**	256	455*	735*	694**
Prob. Patrolmen	42					42
Accountant	1					1
Bookkeeper	1					1
Maintenance Man	2					2
Admin. Assistant	1					1
Juvenile Officer	22	10	17			27
Dietitian	1					1
Ass't Dietitian	1					1
Cook	3					3
Laundryman	3					3
Yard Boy	2					2
Secretary	1					1
Mechanic I	3					3
Mechanic II	4		1			4
Bandsmen I	9		1			9
Bandsmen II	7					7
Bandsmen III	24	4	5			24
Bandsmen IV	9	1				9
Over-strength in Patrolmen resulting from merger Patrol/Traffic	26					26
Total	932***	171	310	455	735	1,092

* The present school out-put is 210 graduates per year. It is anticipated that after November 1, 1967, this figure will be increased to 245 students per year.

** This figure has been reduced from 238 to 103. Expansion and replacement requirements number 238 in the next two years. However, through merging the Traffic/Assignment Division, and transferring over strength in the School Patrol and Special Assignment Units, a saving of 135 Patrolmen was effected. Also, as indicated by asterisk, there was a saving of 1 Captain and 7 Sergeant in-puts through the same reassignment process. Actual in-put for the expansion and replacement purposes in the next two years will be 171 employees, and 310 for the following three years, a total of 481 in-put for the five year period.

*** Reported from police units duty rosters.

Administration (See Worksheet 2). Any discussion relating to the Administration Division of the National Police Force must consider, among other factors that it presently has the responsibility of maintaining law and order, controlling traffic and investigating such crimes as are not especially delegated to other internal security agencies in Liberia. While it is true that the NPF has countrywide jurisdiction in most matters considered to be normal police functions, the National Bureau of Investigation has the responsibility for conducting investigations of major crimes, maintaining a central records and identification center on all known criminals in the Republic, and operating the Interpol Clearing Center in Liberia for Interpol's West Africa member nations. This organization conducts investigations in the fields of smuggling, counterfeiting, forgery, narcotics violations, murder, embezzlement, bank robbery, postal violations, revenue offenses, kidnapping, certain grand larceny cases and internal security offenses. In almost all of the new National Police county organizations, NBI agents have an office in the county police building or work very closely with the deputy inspector in charge. By practice, the National Bureau of Investigation and the National Police Force coordinate their efforts; however, both units of government report separately to the Attorney General and maintain their own administrative and support organizations. This fact has a bearing on the size and composition of the National Police Force's Administration Division. Since the NBI does carry out the above-described police functions, some of the administrative load of the NPF Administration Division has been lessened.

Three additional factors exist that influence the make-up and dimensions of the Administration Division of the NPF. If the NPF is to carry out its newly assigned responsibilities under the proposed establishment of a border control element within the NPF, it will be necessary to work closely with the Bureau of Immigration and Naturalization. Most of this activity will be carried out by the NPF County Border Control Units at border points and in areas where the efforts of the Immigration Inspectors and County NPF Police support each other. However, for these two units of government to operate effectively, it will be necessary to establish day-to-day liaison between the Office of the Commissioner of Immigration and Naturalization and the Office of the Director, NPF. The potential resulting from such liaison action is so important that it is believed an inspector serving out of the Administrative Division should be assigned to carry out the liaison duties. He should also supervise all activities of the countrywide border control element with special emphasis on those duties that relate to the enforcement aspects of alien control on Liberia's borders. If this suggestion is approved, it would add one additional inspector to the roles of the Administration Division.

It should also be pointed out that the responsibility for guarding the President lies with the Special Security Service. National intelligence operations are the responsibility of two entirely separate organizations other than the police. Therefore, the major responsibilities of the Administration Division of the NPF are to perform the staff functions of planning, directing, coordinating, supporting and controlling the police and border control activities of a department with a force strength of nine hundred and thirty-two employees.

The accession of two additional inspectors to augment the Division's present strength is believed proper and necessary to improve the efficiency of the department.

Two additional inspectors are needed, one to serve as chief of all regular police functions in the jurisdictional area of Montserrado County. His position would be similar to that of chief of police in a metropolitan area. He should direct his attention to the management aspects of all day-by-day police problems that arise in the Montserrado County Police District. This would relieve the Director, Deputy Director and Senior Inspector of the countless daily police operational problems and complaints that now make it impossible for them to reserve time for nationwide police planning.

In view of the expanding county police operations, eight such organizations have been added to the force since 1964. It is recommended that over-all command of the county police organization be headed by an inspector who would serve as the chief administrator and coordinator of all county field operations outside of Montserrado County. It would be his responsibility to work closely with the border control element and take full advantage of the liaison carried out with the Bureau of Immigration and Naturalization to insure that the NPF carries out its responsibilities as they relate to alien and border control. As in the case of the inspector in charge of Montserrado County, the action described immediately above would also relieve the Director's Office of the time-consuming chores of administering the day-by-day affairs of the eight county police organizations. The time thus saved could be utilized for the purpose of nationwide police planning and associated actions.

Except for the accession of the three additional inspectors, it is believed that the numerical strength of the Administration Division is sufficient. It is further believed that the present force strength, plus the additional three positions, will be adequate for the next five-year period.

The immediate above judgment is based upon a review of the present and anticipated work load of the division and interviews with senior and intermediate officers in Monrovia Headquarters. Even with a total force strength of one thousand and ninety-two employees as of November 1971, the Administration Division, with a strength of fifty, would number one employee to support eighteen and one-half employees on the department. When one considers that twenty-one members of the NPF senior and intermediate officer staff have been trained in the United States, eleven of whom have graduated from the General Course of the International Police Academy where the essence of training is administration, certainly it is reasonable to assume that the administrative techniques of the Administration Division will improve in the future.

In final, the foregoing projections fully considered the present and anticipated work load of the division, the trained manpower on the staff and the fact that some of the responsibilities which normally add to a National Police Force's duties are performed by other governmental internal security agencies.

Based on the experience of the past year, the replacement needs of the Administration Division in the next five years will be ten employees. This is a small percentage below the normal attrition rate for the department, but it was found that senior and intermediate grade officers in the division usually remain in their assigned positions longer than those people in the lower ranks of the department.

WORKSHEET NUMBER 2—ADMINISTRATION

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Director	1						
Deputy Director	2						
Sr. Inspector	1						
Inspector	0	3				3	3
Dep. Inspector	2						
Captain	2						
Lieutenant	3						
Instructor	3						
Sergeant	11			2	3	2	5
Patrolmen	9			2	3	2	5
Probationary Patrolmen	9						
Accountant	1						
Bookkeeper	1						
Maintenance man	1						
Adm. Assistant	<u>1</u>	—	—	—	—	—	—
TOTAL	47	3		4	6	7	13

National Police Academy (See Worksheet 3). The National Police Academy, with a strength of forty-three police and eleven civilian employees, has been in operation since 1962. It was built by the Liberian Government, without outside assistance, and is an excellent plant well designed for the purpose it is serving. Ample classrooms and offices are complemented by a dormitory for sixty men. The management of the academy and the U. S. Public Safety Advisors are presently making plans to increase the capacity of the institution. At the present, the academy is on a training schedule that would turn out two hundred and ten pre-service graduates a year. Present plans call for increasing the number of graduates to two hundred and forty-five in the coming year. The institution has the capacity to train and graduate eleven hundred and ninety pre-service graduates by November 1, 1971.

A combination dining hall and auditorium is located in a separate building. A firing range large enough to accommodate twenty firing positions is located on the grounds of the academy. The curriculum is adequate for recruit training which has been the primary target of the NPF training program. A number of short in-service training classes have been conducted in such subjects as investigation (for the National Bureau of Investigations), customs fraud (also for the NBI), traffic, accident investigation, typing, radio dispatching, communications maintenance, photography, police records, vehicle driving, motorcycle driving and instructor training. One general in-service class was held also for two months, beginning November 9, 1965, for sixty-four police personnel. Special classes have also been administered by the Academy for forty-one guards of the Free Port of Monrovia, thirteen National Guardsmen, thirty-five security guards from the Firestone Plantation and thirty-nine personnel of the Special Security Service.

As evidenced above, the Academy, with its present staff of fifty-four employees, is capable of implementing a training program to meet the department's pre-service needs and carry out certain in-service training programs. However, in April of 1966, Director Smythe issued a policy determination that the Academy would operate on a full-time basis. Discussions with personnel in the Academy and the Personnel Section of the Administration Division revealed that there is a need to train as soon as possible two hundred new recruits who are untrained and already on the department, plus an additional work load of conducting classes for five hundred in-service personnel.

It is quite evident that education and training at most levels is one of the crucial needs of the department. To meet this vital requirement and develop the necessary proficiency in each of the many phases of police work, continuous active training programs must be conducted in the following areas: (1) induction training for recruits; (2) some continuation training which could be in the form of roll call training for new graduates now assigned to active duty; (3) refresher and advanced training of experienced police officers in traffic control, foot and mobile patrol, juvenile delinquency, and investigation; (4) training of command officers in supervision, departmental objectives, and administration; and (5) specialist training in identification, criminal investigation, communications and border control.

In order to gain an insight into the National Academy's ability to meet the goals and training objectives, a number of factors were examined. Foremost was the apparent determination of Director Smythe to continue to give support to the institution and see that it continues on a full-time basis.

The presence of a full-time U. S. Public Safety Advisor at the Academy has provided additional guidance, character and strength to the staff and better maintenance of high standard instructor performance. Properly, his presence has motivated a desire and provided the know-how to develop plans for highly desired in-service and advanced training programs.

To determine if the institution had sufficient personnel to carry out its rather large training requirements, the instructor staff was examined. It was found that out of the group, which includes one captain, nine lieutenants and five sergeants, who serve on the instructional staff, five have been trained in the United States. One is a graduate of the Northwestern Traffic Institute, another completed the Military Police Course at Camp Gordon, another received his training at the Southern Police Institute and two have completed courses at the International Police Academy, Washington, D. C.. When the potential of this training staff, augmented by the outside assistance from senior officers and twenty-one members of the force who have been trained in the U. S., is measured against the department's valid training requirements, the present staff is believed to be sufficient to man the Academy. This assumption covers the next five year period.

Normally, the institution operates on a seven hour day with one hour off for lunch. With a full-time staff of fifteen instructors, all teaching requirements can be easily be covered for normal operations. By augmenting this staff with guest lecturers from the Monrovia Headquarters, the institution could demonstrate its competence to handle the department's in-service training needs. U. S. trained police participants should be utilized in the development of these in-service training programs even though their assignments are not on the Academy staff.

Based on the past years' experience it is expected that a minimum of thirteen replacements will be required to replace employees who will leave the force by November 1971. Attrition is usually through death, retirement and transfer out of the department. Since all of the employees of the institution are young, replacement needs are estimated to be on the low side.

WORKSHEET NUMBER 3—NATIONAL POLICE ACADEMY

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Deputy Inspector	2						
Captain	1						
Lieutenant	9			1	2	1	3*
Sergeant	5				1		1*
Patrolmen	24			4	5	4	9*
Prob. Patrolmen	2						
<u>Civilian</u>							
Dietitian	1						
Ass't Dietitian	1						
Cook	3						
Laundryman	3						
Yard Boy	2						
Maintenance Man	<u>1</u>	—	—	—	—	—	—
TOTAL	54**			5	8	5	13

* All employees are young, therefore replacement should be on the low side.

** Shown on duty roster.

Patrol/Traffic Division (See Worksheets 4, 4(A) and 4(B)). The Patrol and Traffic Divisions of the National Police are not national in scope, but both serve Montserrado County and principally Monrovia and its suburban areas.

The Republic of Liberia 1962 Census of Population reports that 258,829 people live in Montserrado County. A 1964 Department of Public Works and Utilities Proposed Road Construction Program Report indicates that most of the county (outside Monrovia) has a high population density. According to the MOSAIC data in this report, the population densities in the county range in the four highest categories for the country. The standard of measurement as used by the Department of Public Works is the number of huts per MOSAIC of eighty-eight square miles. As in the case of most population centers, throughout the world, the population trend in the Monrovia area is up and there are no apparent factors on the horizon that would indicate other than a continuing rise in population.

Monrovia is located in the delta area of the St. Paul River and Mesurado River. Downtown Monrovia is perched on a rocky peninsula between the Mesurado River and the Atlantic Ocean.

With few exceptions, the streets of Monrovia are narrow, having been designed and laid out before the advent of the motor vehicle in Liberia. In many areas throughout the city, a standard police automobile patrol would not be effective and most difficult even if the NPF had operating vehicles for such a patrol system.

Over the years, houses have been built close to the street lines and widening of the streets to accommodate the concentration of vehicles has not been possible to date. This situation interferes with traffic movement and creates many bottlenecks which would also tie up an automobile patrol to the point that in many areas of the city it would be static a large portion of the time. Such a patrol operating alone would not be able to give the desired patrol coverage. While such a situation does not rule out mobile patrols, especially by the use of bicycle, motor scooter and/or motorcycle, adequate foot patrols on fixed beats would: (1) increase the contact between the police and the people; (2) develop sources of information for the department; (3) expeditiously make possible a check of the security of business establishments and perform inspectional tasks in resident areas now plagued by the actions of "Rogues"; (4) be most valuable in increasing the public image of the police by being on hand when needed; (5) assist with all phases of traffic control; and most important, (6) provide the deterrent force that helps prevent crime before it starts. This is extremely important as veteran police investigators advised the analyst that many times after they had spent hours investigating a crime and arresting the suspect, his release was effected shortly after being placed in jail.

It is encouraging from a police point of view to note that a Monrovia Streets Improvement Program is a part of the Five Year National Development Plan. In brief, this plan is designed to relieve the traffic situation in the city of Monrovia as well as provide convenient access to the Free Port on Bushrod Island. Included in the plan is the Monrovia By-Pass, which when completed will accelerate the development of the Monrovia Region and relieve the congested city of most of the heavy traffic generated by the Monrovia Free Port. But, until these developments are realized, the police must live with their problems as described above, and they must also facilitate the movement of in-town traffic, plus the control of over two thousand vehicles

(estimated) that enter and leave the City of Monrovia each hour. This estimate was based on a traffic count made in 1962 at the two entrances and exits to the City of Monrovia. The points of this traffic count were the intersections of Camp Johnson Road, Tubman Boulevard, Fair Ground Road, and United Nations Drive at the Mesurado River Bridge. The count revealed that approximately two thousand vehicles enter and leave the city each hour at these two points. The division of this figure is one thousand vehicles per hour at each point and fifty percent in each direction. While there may be later traffic counts than the one quoted above, this is the only one made available for use at the time of this study. Most people who are close to the subject discussed believe that the count was an accurate one and estimate that if there has been a change since the count was made, there has been an increase in travel, not a decrease.

A police FM radio system is operated in Monrovia with the capability of communicating with police mobile radio units when and if the vehicles are not deadlined. Although the police vehicle fleet numbers twenty-six cars of various types, operating costs plus the difficulty of keeping and ordering replacement auto parts keeps a large percent of the vehicles deadlined most of the time. In spite of the fact that a new phone system has been installed recently in the city, staff officers in Monrovia headquarters informed the analyst that most of the information they receive relating to crimes committed and traffic accidents is obtained from a member of the public calling in person at the police headquarters building. To answer such calls for police service, the Traffic Division keeps a stand-by force in HQ and dispatches a member of this detail to the scene of the accident from its stand-by base in headquarters. Such a situation indicates the need to take the police to the people and provide as much public service on the streets of Monrovia as possible regardless of the many problems and situations discussed in the preceding paragraphs.

The operational strength of the Patrol and Traffic Divisions numbers two hundred and thirty-nine. Yet an analysis of duty rosters and interviews with staff members of the department reveals that only a small percent of these men are available for actual patrol and traffic duty. This is particularly true during the nighttime hours when, according to Detective Division reports, most crimes are committed in Monrovia. One of the factors that reduces the number of personnel available for line duty is the practice of assigning too many men to special duty details. This subject is discussed at length in the Special Assignment Section of this report.

Another factor that lessens the number of men available for traffic and foot patrol is absenteeism. Since there is no provision in the department for permitting employees to have regular days off and/or for granting of vacations, absenteeism is widespread in the department.

It is generally considered by most police officials that the patrol force is the backbone of the police functions. Therefore, the more effective the patrol division, the less need there is for the other, more specialized operating division. Because it is impossible for the patrol force to be one hundred percent effective in all police functions, the other divisions are necessary for support only to the extent that the Patrol Division falls short of the one hundred percent ideal. Therefore, any effort made to improve or strengthen other police activities at the expense of the Patrol Division, as it is in the case of the Patrol and Traffic Divisions in Monrovia where excessive special assignment duty is present and absenteeism is rife, will only result

in weakening the patrol and at the same time increase the burden on special units. If men are taken from traffic duties and patrol activities to stand guard over certain facilities and/or individual homes, it is only a matter of time until the criminal can and will rule the police deserted streets of the city. The practice of weakening the patrol for other duties results in the creation of a vicious circle that robs the police of its efficiency.

It is quite evident that some method must be devised to return police officers to the streets of Monrovia for both criminal and traffic patrol. In the absence of good public-to-police communications, sufficient vehicles to cover both traffic and criminal patrol, availability of sufficient men for patrol duty, and faced with the responsibility of policing a city with narrow streets and close built residential and business buildings, plus a meager budget, there seems to be no alternative but to establish an effective foot patrol force to handle both traffic and criminal patrol in the city. It is believed that by combining the Traffic and Patrol Divisions, such a force can be established with two hundred and twenty-two men and still provide days off to cure or curb to some extent the problem of absenteeism. The USAID Office of Public Safety has developed a detailed plan for the activation of such a patrol force. The analyst endorsed this plan and recommends that it be put into effect as soon as possible.

In regard to the replacement of sixty-five employees in the next five years, this is an attrition rate of approximately ten percent and was developed through discussions with senior staff officers of the department and unit commanders. The figure is the estimated loss of personnel from the proposed unit over a five-year period through losses due to deaths, retirements and transfers-out of the department. Expansion needs over the next five year period will be: one deputy inspector, three lieutenants, and ten patrolmen.

WORKSHEET NUMBER 4--PATROL-TRAFFIC DIVISION

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Dep. Inspector		1					1
Captain	3			1			1
Lieutenant	7	2	1	2	3	4	8
Sergeant	19			4	5	4	9
Patrolmen	192*		10	20	30	30	60
Secretary	1						
TOTAL	222	3	11	28	38	38	79

*Recommended transfer of 19 Patrolmen and 7 Probationary Patrolmen to Administration for reassignment to line duty.

WORKSHEET NUMBER 4(A)--TRAFFIC DIVISION

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Captain	2						
Lieutenant	3						
Sergeant	9						
Patrolmen	55						
TOTAL	69						

WORKSHEET NUMBER 4(B)--PATROL DIVISION

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Captain	1						
Lieutenant	4						
Sergeant	10						
Reg. Patrolmen	157						
Prob. Patrolmen	7						
TOTAL	179						

CID (Detective Division) (See Worksheet 5). The CID has been an intrinsic part of the National Police, almost from its inception. The entire staff is located in Monrovia and consists of one captain, three lieutenants, three instructors, five sergeants and eighteen detectives. Although most of its operational time is spent in Monrovia and Montserrado County, investigative teams from the Monrovia office have been assigned on occasions to investigate crimes in the hinterland.

The CID and the National Bureau of Investigation have an excellent relationship and coordinate their activities both in the capital and in the field stations of the NPF. In most of the county police organizations visited by the analyst, the NBI agents were housed in NPF county headquarters buildings.

There is a definite overlap in the authority and responsibilities of these two entirely separately administered investigative agencies. The Legislative Act of 1960-61 gave the responsibility for conducting investigation of major crimes "which do not fall within the jurisdiction of the National Police Force" to the National Bureau of Investigation. The NBI was also given the responsibility for maintaining a central records and identification center on all known criminals within the Republic, for operating the Interpol Clearing Center in Liberia for Interpol's West Africa member nations, and the guarding of the President, visiting dignitaries and officials of the government designated by the President through an Executive Security section. The latter two functions have since been assigned to other agencies.

By practice the NBI now concentrates its attention on such crimes as smuggling, counterfeiting, forgery, narcotics violations, murder, embezzlement, bank robbery, postal violations, revenue offenses, kidnapping, grand larceny, and internal security inquiries. It is also interesting to note that in addition to keeping the central records on criminals and the identification bureau, the NBI also has the crime laboratory facilities. By virtue of the fact that official records are limited and/or difficult to locate it would be most difficult to ascertain the work load carried out by the CID of the NPF as compared to that of the NBI. The captain in charge of the CID, NPF, advises that the majority of his work is directed toward solving burglary and various grand larceny cases carried out by Monrovia's "Rogues."

It appears that the CID of the National Police Force is somewhat in the middle between the active participation of the National Bureau of Investigation in the criminal investigative field and the dire need to place uniformed personnel on the streets of Monrovia and in the hinterland. Since its establishment by the Legislative Act of 1960-61, the NBI has grown until its present strength is ninety members, with a 1966 budget authorization for ninety-seven positions. It has opened its crime lab (this facility is available to the CID) and has on hand trained document and ballistics experts. It has also expanded its field coverage to Robertsfield, Buchanan, Cape Palmas, Saniquelle, Voinjama and Greenville.

In view of the expanded activities of the NBI, its excellent relationship with the NPF, its present and authorized force strength, and the fact that the GOL has approved a FY 1966 budget of 152,000 dollars for its operation, the analyst does not find any overriding reasons why the CID should be increased in strength now or in the next five years. This applies only to the Monrovia area. The county organization of the NPF do have a need for detectives in many of their expanding police jurisdictional areas.

Based on the past year's experience, this police unit will require seven new employees, transfers from other police units, to replace those employees lost through deaths, retirements or transfers-out of the department.

WORKSHEET NUMBER 5--CID (DETECTIVE DIVISION)

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Captain	1						
Lieutenant	3				1		1
Instructor	3						
Sergeant	5			1		1	1
Detective	<u>18</u>	—	—	<u>2</u>	<u>3</u>	<u>2</u>	<u>5</u>
TOTAL	30			3	4	3	7

Radio Communication Division (See Worksheet 6). The Radio Communication Division consists of one captain, one lieutenant, three sergeants and thirteen patrolmen, a total of eighteen employees. This group operates and maintains a FM radio system in Monrovia for the point-to-point and mobile units of the National Police Force, National Bureau of Investigation and the Special Services. It also provides a communications link with the concessions at Firestone Plantation at Harbel, Bong and Bomi Hills Mines, and to the County NPF Headquarters in Buchanan. All are linked with Monrovia Police Headquarters.

This same detachment has activated the base leg of a single sideband (SSB) long-distance radio system that will eventually connect the Monrovia Police Headquarters with all police posts in the counties outside Monrovia. To date the only stations that are operational are those to Harper, Saniquelle, the Presidential farm at Tatota, and the Executive Mansion in Monrovia.

The radio maintenance personnel and other employees of the Division are sufficient in number for the present system. However, when the SSB radio units arrive that are now on order for the additional seven-county police organizations, the maintenance crew will be hard pressed to carry out the installation and maintenance operations of both the FM and SSB nets.

After discussions with the U.S. Communications Advisor, Commanding Officer of the Communications Division and on-sight inspections of the new installation points for

the SSB stations, it seems advisable to add two more employees to the staff. These two additional people should be technically trained, not lower than a sergeant rank and capable of assisting the present staff with the installation and maintenance of the new single sideband radio units.

In attempting to determine a realistic number of employees needed for replacement purposes in the next five year period, the analyst held long talks with the captain in charge of the communications unit and the U.S. Public Safety Communications Advisor assigned to USAID/Liberia. Due to the increased demand for radio and television technicians in the private sector of business in Liberia, trained personnel are most difficult to hold on the government roles. This is especially true in the case of patrolmen who after being trained by the government quite frequently leave the service for higher salaries. Based on past experience, it is anticipated that there will be a need to replace eleven employees in the Communication Division in the next five year period. As evidenced above, it is anticipated that this division will have an immediate requirement for two additional radio technicians in the immediate future.

WORKSHEET NUMBER 6—RADIO COMMUNICATIONS DIVISION

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Captain	1						
Lieutenant	1						
Sergeant	3	2*		1	1	3	4
Patrolmen	<u>13</u>	—	—	<u>3</u>	<u>6</u>	<u>3</u>	<u>9</u>
TOTAL	18	2		4	7	6	13
*Radio Technicians							

Motor Pool - Monrovia (See Worksheet 7). The Motor Pool operates a fleet of twenty-six vehicles of various types. In addition to the cars, it is responsible for a number of motorcycles, five of which were reported by the mechanic in charge to be in operating order. For this Monrovia operation, the NPF has assigned one lieutenant, seven sergeants, thirty-seven patrolmen, three probationary patrolmen, three mechanics first class and four mechanics second class. A total of fifty-five personnel make up the Motor Pool Division in Monrovia.

In spite of the efforts of the Motor Pool and the Office of Public Safety, USAID/Liberia, the fifteen Jeep Wagoneers, models 4 x 2 (SW-4) J-100-162 and 4 x 4 (SW-4) J-100-164, have proven to be trouble prone. This has greatly reduced the number of operating vehicles available for police use. Consequently, there is a lesser need for drivers. The drivers are selected from the sergeant and patrolman occupational categories and together these ranks number forty-four in the Motor Pool.

It is recommended that four sergeants and thirty patrolmen be transferred to Administration for reassignment in a line operating division, such as the Patrol/Traffic Division. In this way, their services can be utilized in patrol vehicles, if available, and when patrol cars are not serviceable or needed, these same men could augment regular patrol activities. This type of personnel would be valuable in emergencies that call for supplementary patrol such as a tactical unit and/or riot control activities. In either case, some thought should be given to the NPF practice of pressing into service rented buses and trucks in emergency situations. Certainly non-government drivers of these vehicles will need relief and additional thought should be given to the question of the dependability of such persons who are used in emergencies yet are not GOL employees.

While the measuring devices used to appraise the requests and demands of every field of police activity vary, in the case of the Motor Pool it is believed and recommended that priority be placed on augmenting the patrol and hinterland security. The practice of keeping a large group of trained personnel standing by for Motor Pool assignments when the number of serviceable vehicles is unknown from day to day is undesirable from many standpoints. For this reason the analyst recommends the transfer and reassignment of four sergeants and thirty patrolmen from the Motor Pool in Monrovia.

Personnel losses through deaths, retirements and transfers-out of the department in the next five years are estimated to be five employees.

WORKSHEET NUMBER 7--MOTOR POOL--MONROVIA

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Lieutenant	1						
Sergeant	7*				1		1
Patrolmen	37*			1	2	1	3
Prob. Patrolmen	3						
Mechanic I	3						
Mechanic II	4	—	—	—	1	—	1
TOTAL	55			1	4	1	5

*Recommend transfer of 4 Sergeants and 30 Patrolmen to Administration for reassignment on line duty.

Records Division (See Worksheet 8). The Records Division consists of one captain, two sergeants and eighteen patrolmen. It appears to be a training activity for employees to learn clerical duties and its only source of prospective employees appears to be graduates from the National Police Academy. Those employees that complete training in the Academy and Records Division make excellent police officers for service in up-country operations of the expanding County Police Organizations. These male patrolmen are also good candidates for future sergeants as they usually possess a degree of education and clerical skills that provides an excellent background for future advancement in the force. This type of an employee is most valuable to up-country police operations in areas where it is almost impossible to secure the services of an employee with clerical ability.

Unfortunately, because of the low salary scale of the Records Division, many employees leave the force after receiving records training. Private industry in Monrovia seeks out and employs this type of trained manpower. The turnover in the next five years in the Records Division is expected to be twenty-six employees.

The question of the staffing of the Records Division can be argued many ways. The use of female help, thus releasing patrolmen for active duty, under normal circumstances would augur well for a solution to the problem. Another method would be the employment of the police cadet system, where basically the cadets qualify as police officer candidates. Both systems should be explored and the NPF should also seek legislation and budget requirements to utilize one or the other in the staffing of the Records Division. Although time did not permit a complete study of the future possibilities of staffing the Records Division (to date, only eighteen positions are involved), the analyst does not favor the assignment of unqualified female workers to the Records Division. If the NPF is to further advance the professional status of its organization, it must set the highest possible standards for its employees and then, staunchly resist the degrading of these standards even if it becomes necessary to continue operations short-handed. The employment of female employees that neither have the qualifications nor motivation to learn and/or make the NPF a career only erodes its present and future manpower strength.

On balance, it presently appears the NPF has overcome its problem of staffing its Records Divisions in the only way possible while keeping its standards at a desirable level. It is, however, recommended that when the opportunity presents itself, the NPF should explore the possible use of the cadet system for staffing clerical positions, keeping in mind that such systems differ and that the system in Liberia should be so designed that the end product would always lend itself to enhancing the professional status of the organization.

A good record system is imperative to the success of a police organization. Therefore, until some other method is worked out to man this division, it is recommended that nine new employees, one lieutenant, two sergeants and six patrolmen, be added to the rolls. This increase would permit twenty-four hour operation of the division and strengthen its ties with the National Bureau of Investigation and the Executive Action Bureau. Even though there is some overlap in the functions of the Records Division and the NBI, it still remains a necessary operation to the NPF and should be developed to its fullest potential. Development should be the point that the records, reports and analyses may be used as significant tools of management, supervision, control policy-making and directing police operations.

WORKSHEET NUMBER 8—RECORDS DIVISION

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Captain	1						
Lieutenant	0	1*				1	1
Sergeant	2	2*		1		3	3
Reg. Patrolmen	<u>18</u>	<u>6*</u>	—	<u>10</u>	<u>15</u>	<u>16</u>	<u>31**</u>
TOTAL	21	9		11	15	20	35

* Increase would permit 24 hour operation of the Records Division

** Because of low salary scale employees leave the force after training period for higher wages in private industry.

Identification Division (See Worksheet 9). The Identification Division, consists of one captain, one sergeant and ten patrolmen, all located in Monrovia. It is a well staffed and trained fingerprint identification bureau and is located at the NPF headquarters building in Monrovia. It is now classifying, searching and filing fifty new fingerprint cards per week. The staff is sufficient to handle the anticipated additional work load brought about by adding the nine new county police organizations to the NPF. However, at the present time very little fingerprint work is done outside Monrovia, only a few new sets of fingerprints are now being submitted by the up-country police posts.

During the course of an interview with the captain in charge of the division, it was learned that the organization has the capability of assisting with crime scene searches both in Monrovia and up-country. This assistance is mostly in the form of physical searches of crime scenes for fingerprint evidence. It is anticipated that the demands for such assistance will increase each year as the county police organizations increase the scope of their operations. Another assumption is that the work load will increase in the form of processing additional fingerprint cards. As the county police organizations increase their efficiency, it is reasonable to assume that within two years the division will be called upon to process a minimum of two hundred fingerprint cards per week.

In spite of the anticipated increase in the workload of the division in the next five years, it is believed that twelve employees can carry out the necessary functions of the

division. The Bureau is a type of organization where functions can be standardized and employee output measured. Therefore, of all the police activities in the NPF, the management of this bureau's responsibilities can be ideally organized.

One outstanding problem is the anticipated one hundred percent turnover in the personnel of the patrolman rank of this bureau within a five-year period. For the time being, this problem will have to be accepted as the police department is the sole source of trained fingerprint personnel in the country. At the present, private industry is taking away the majority of these trained employees. This is because of the development stage of the country and the modernization process of private industry. As long as government salaries remain at their present level, the NPF has no alternative, if it wants to maintain fingerprint files, but to train personnel to process the cards. At some point in the near future, private industry should reach a saturation point and cease the employment of individuals who are limited to performing only the classifying of fingerprints.

However discouraging it is to see government-trained manpower leave the force for better paying jobs, after being trained to perform highly specialized tasks, it is a personnel management factor that is present in many countries throughout the world. It is hoped that the recently instituted Department of Justice, National Police Force, Republic of Liberia, Pledge, which is now signed by all police employees will go a long way toward solving the problem. This pledge promises that the employee will give five years of unbroken service to the National Police Force.

Personnel loss through attrition is expected to number thirteen over the next five years. As explained above, this is extremely high and far above the department average.

WORKSHEET NUMBER 9—IDENTIFICATION DIVISION

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Captain	1						
Sergeant	1			1	1	1	2
Reg. Patrolmen	<u>10</u>	—	—	<u>4</u>	<u>6</u>	<u>4</u>	<u>10*</u>
TOTAL	12			5	7	5	12

*After completing training period employees seek employment with private industry because of low NPF salary. 100% turnover is expected in this category.

Juvenile Division (See Worksheet 10). In Liberia, just as in the United States and many parts of the world, the "juvenile problem" has received considerable attention in recent years. Too, in Liberia the problem extends well beyond the police sphere of activity and is the concern of many professional people in education, recreation and social work.

No one is certain what the increase in the delinquency rate has been in the Monrovia area in the past year since exact records are limited or difficult to locate. It was noted that in April 1966 the total strength of the Juvenile Division numbered eighteen. On November 1, 1966, the division has grown to a complement of twenty-six employees. Discussions with staff officers revealed that the in-year increase of strength came about due to increased pressure to care for Monrovia's juvenile and school patrol activities.

The analyst frankly does not have the facts to accurately judge the number of juvenile officers that should be assigned to the Juvenile Division for its work in Monrovia. Much depends upon the effectiveness of the total police force and the possible effect that the proposed combined Patrol/Traffic Division would make on the problem. It is conceivable that a truly well functioning foot patrol could reduce the juvenile problem on the streets of the city as much as forty percent. If this were the case, then the present strength of the juvenile unit would be very much in line with one known criterion for measuring the recommended strength of city police juvenile units. This very rough criterion is that the juvenile unit of a police department should be five percent of the entire force strength.

It is believed that the present force strength of the Juvenile Division will be sufficient to handle its responsibilities for the next two years. An in-service training course in Juvenile Control is recommended to increase its efficiency.

Additionally, since patrol is the very basis of crime prevention and the primary source for the discovery of juvenile offenses and offenders, it is recommended that the Academy emphasize this fact in juvenile control courses and include training in methods of working with juveniles in all pre- and in-service training classes conducted at the institution.

While it is assumed that the efficiency of the force and especially the Juvenile Division will increase in the next two years, nonetheless the police will be faced with the growing problem of increased population in the City of Monrovia. For this reason, it is recommended that the juvenile unit be increased by five employees starting November 1, 1968, and complete the strengthening process by November 1, 1971.

WORKSHEET NUMBER 10—JUVENILE DIVISION

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		in 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Captain	1						
Instructor	1						
Sergeant	.2						
Juvenile Officer	<u>22</u>	—	<u>5</u>	<u>10</u>	<u>12</u>	<u>10</u>	<u>27*</u>
TOTAL	<u>26</u>		<u>5</u>	<u>10</u>	<u>12</u>	<u>10</u>	<u>27</u>

*100% turnover expected in view of past experience. These are almost entirely female employees.

Special Assignment Montserrado County (See Worksheet 11). It is generally considered that a police force should be organized for the purpose of facilitating the attainment of its objectives in the maintenance of law and order. While a department is called upon, on occasion, to perform tasks beyond its primary duties, overspecialization and too many special duty assignments lead to serious consequences. They have a tendency to grow and seriously impair an organization's ability to meet its obligations to the general public. Once a special duty assignment has been established in a police department, it invariably leads to additional requests for similar non-productive assignment and in the end creates an unmanageable organizational pyramid.

A review of the duties performed by the Montserrado County Special Assignment Division revealed that the entire staff, consisting of one captain, four sergeants and fifty-nine patrolmen was assigned to special assignment duty. These men are not engaged in line duty operations at any time but are daily assigned to special assignment details such as fixed-post assignments and guard duties at various courts, cabinet offices, City Hall, homes of cabinet officers, other officials and private businesses.

It is generally considered by most police officials that the patrol force is the backbone of the police functions. Therefore, the more effective the Patrol Division, the less need there is for the other, more specialized operating divisions. If Monrovia is to have an effective patrol force, it cannot continue to assign its personnel to ordinary guard duty and erode the strength of the patrol. In the case of the Special Assignment Division, sixty-four men have been taken off regular police duties to stand guard at certain facilities and/or individual homes. If these sixty-four regular police officers were returned to active duty line operations, it would strengthen the patrol, provide the general public with greater police service, and reduce the burden of the other operating police divisions on the department.

It is recognized that the practice of special duty assignment is very firmly entrenched within the NPF; nonetheless, it is recommended that the entire Special Assignment Division be deactivated at the earliest possible date and its personnel reassigned to line duty operations. In a police force as small as the NPF, it cannot afford the luxury of assigning sixty-four trained police officers to duties other than the department's primary police duties.

It should be noted that replacement of personnel lost through attrition is planned for over the next five years. These figures are intended as a guide to the administrative office in considering new hire replacement needs and future training output at the Police Academy.

WORKSHEET NUMBER 11--SPECIAL ASSIGNMENT--MONTSERRADO COUNTY

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Captain	1*						
Sergeant	4*						
Patrolmen	<u>59*</u>	—	—	<u>12</u>	<u>18</u>	<u>12</u>	<u>30**</u>
TOTAL	64			12	18	12	30

* It is recommended that 1 Captain, 3 Sergeants and thirty-nine Patrolmen be transferred to Administration for reassignment to line duty (see explanation in Findings and Recommendations. "

** Estimate of replacement needs for 59 Patrolmen in a five year period regardless of place of assignment.

Roberts International Airport Detachment (See Worksheet 12). The Robertsfield International Airport is located in Montserrado County forty-seven miles from the capital of Monrovia. At the present time, the NPF has a detail of nine police officers on duty to meet all incoming planes, perform internal guard duties within the airport, assist the immigration inspectors on duty and provide protection for the airfield. Even though the workload has increased since September of 1962, the airport detail has been reduced from ten to nine employees.

The present inadequate staff works almost around the clock at times to meet all incoming planes. If the international flight coming into Robertsfield is late, the men on duty have no relief and are required to remain on duty until the plane does arrive. When the analyst arrived in Liberia, the lieutenant in charge was also doing "standby duty" for the Immigration Inspector.

The Bureau of Immigration and Naturalization, a government agency with which the NPF enjoys an excellent relationship and in many areas of the country coordinate their mutual efforts, considers Robertsfield so important that out of their limited staff they have assigned four inspectors to the airfield. Only two other places in the country have more than one immigration inspector assigned to the office or area. There are two inspectors at the Spriggs-Payne Airport, Monrovia, and two posted at the Port of Monrovia. Elsewhere throughout the country, only one inspector has been posted and they man the office for eight hours.

It is recommended that the NPF give Robertsfield the same importance as the Bureau of Immigration and Naturalization attaches to it and augment the NPF staff at the airport. Additionally, the present staff has very little time to provide adequate physical protection for the airport and the surrounding area. This, plus the fact that the GOL and AID are in the process of implementing a ten-year airport development plan to improve civil aviation facilities, staff, and operational efficiency of the airport, certainly calls for a new look at the internal security aspects of this very important government facility.

It is recommended that the staff at the Roberts International Airport be increased to provide adequate protection for the airport and the surrounding area. Further, that in the next five years one captain, four sergeants and twenty-four patrolmen be assigned to augment the present staff now serving the airport. The added personnel, plus those now on duty, would permit the detail to be organized into three shifts of eight hours each and provide time off for the entire staff.

Replacement needs for the coming five-year period are indicated on the worksheet below.

WORKSHEET NUMBER 12—ROBERTS INTERNATIONAL AIRPORT DETACHMENT

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Captain	0	1				1	
Lieutenant	1						
Sergeant	0	4				4	4
Patrolmen	8	16*	8*	3	4	19	31
TOTAL	9	21	8	3	4	24	35

* The present inadequate staff works almost around the clock to meet all incoming planes. The increase would permit three shifts of eight hours each.

National Police Force Band (See Worksheet 13). The fifty-five member police has been traditionally made available for any type of community functions. It appears to be an accepted and appreciated non-enforcement unit of the police department. While its numerical strength of fifty-five members in a police force of nine hundred and thirty-two appears to be on the high side, as compared with many other departments that support police bands, the analyst takes the realistic view that the band is an established unit of the department and will probably continue to be a part of the organization.

It is interesting to note that the Director of the NPF has petitioned the Attorney General to permit him to charge other agencies and private individuals for band services. With the money so obtained, the Director plans to employ more police for on-street police duties.

WORKSHEET NUMBER 13--NATIONAL POLICE FORCE BAND

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Deputy Inspector	1						
Lieutenant	2						
Sergeant	3						
Bandsmen I	9				1		1
Bandsmen II	7				1		1
Bandsmen III	24			4	5	4	9
Bandsmen IV	<u>9</u>	—	—	<u>1</u>	—	<u>1</u>	<u>1</u>
TOTAL	55			5	6	5	12

School Patrol—Montserrado County (See Worksheet 14). The Montserrado School Patrol is located in the City of Monrovia and consists of forty women patrolmen. These limited duty, part-time employees receive a full year patrolman's salary for two hours of work per day and only work during the school season which is a standard nine months. While the analyst fully approves of the establishment and operation of a school patrol system, it is suggested that the operation can be carried out by part-time employees at a much lower cost in dollars and manpower to the parent organization.

In view of the dire need for line duty patrolmen, for both Monrovia and interior duty, it is recommended that all forty patrolman positions now being utilized by the School Patrol be transferred to Administration and reassigned to line duty police units.

Just as in the case of most modern, efficient police systems, the work of School Patrol could be carried out by part-time contract employees paid at a rate commensurate to the hours spend on duty. In this manner, the School Patrol operations could be carried out in Monrovia and at the same time the force would gain the use of forty patrolmen in the exchange. With the careful selection and training of the proper candidates, such an input would greatly assist the Director in his efforts to staff the growing county police organizations.

In the final analysis, the need for male line duty patrolmen far overshadows that of limited-duty part-time female patrolwomen. If the NFP is to meet its expanding manpower needs, especially to staff the new police stations constructed in the interior of the country attention must be focused on the type of employee that will be needed and the training he must receive prior to assignment.

Replacement requirements for the proposed new patrolmen are estimated to be approximately 10 percent per year. This is the normal rate of attrition for new employees coming on the department. It is estimated that a minimum of eighteen employees will be needed to fill replacement needs over the five year period regardless of the police unit of assignment.

WORKSHEET NUMBER 14—MONTSEERRADO COUNTY SCHOOL PATROL

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Patrolmen	40*	—	—	8	10	8	18**
TOTAL	40			8	10	8	18

* It is recommended that all 40 patrolmen positions be transferred to Administration and reassigned to line duty police organizations. These positions should be filled with newly trained male patrolmen. The dire need for line duty patrolmen far overshadows that of limited duty part-time female school patrol women. (See Findings and Recommendations).

** Replacement requirements for newly trained patrolmen in five year period after training and assignment.

Special Police Areas (See Worksheets 15-18). The police geographic area of Kru Coast-Sasstown in Sina County, Bong Mine in Bong County, Mano River Mine in Grand Copa Mount County and Firestone-Bondiway Court in Montserrado County, are special police areas where the Director of the National Police Force assumes direct responsibility and jurisdictional control of the units assigned at the above-named locations.

The entire complement for all four locations is two sergeants, fifteen patrolmen and four probationary patrolmen. These men serve as court employees and provide some assistance to the County Superintendent where they also serve as messengers out of the county administrative office. While they are not considered to be as effective as their full fledged law enforcement associate officers on the streets of Monrovia, they do serve a useful purpose and are a necessary part of the government's administrative mechanism in the hinterlands.

No change is recommended in the manpower strength for these police areas. It is conceivable that at some future date the units under discussion could be placed under the supervision of the National Police County organization in which their area is located. However, this is not recommended until such time as these areas are linked with the County Police Posts by some means of communication and the road system of Liberia has been developed to provide access to the area concerned from the NPF County Headquarters.

WORKSHEET NUMBER 15--OTHER ASSIGNMENTS - KRU COAST, SASSTOWN

Current Employment and Required Police Employment in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Regular Patrolmen	4				1		1
Probationary Patrolmen	4	—	—	—	—	—	—
TOTAL	8				1		1

WORKSHEET NUMBER 16—BONG MINE

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Sergeant	1						
Patrolmen	<u>3</u>	—	—	—	—	—	—
TOTAL	4						

WORKSHEET NUMBER 17—MANO RIVER MINE - GRAND CAPE MOUNT COUNTY

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Sergeant	1						
Patrolmen	<u>4</u>	—	—	—	—	—	—
TOTAL	5						

WORKSHEET NUMBER 18—FIRESTONE DETACHMENT - BONDIWAY COURT

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Patrolmen	<u>4*</u>	—	—	—	—	—	—
TOTAL	4						

* Serve as court employees

Kakata - Montserrado County (See Worksheet 19). The Kakata Police area is a fast growing urban and rural community located in Montserrado County on the trunk highway that connects Monrovia, Kakata, Totota, Gbanka, Ganta, Nimba and also handles all traffic from western Bong and Lofa Counties. The highway is the principal north-south route in Liberia. Kakata is known in police circles as an accident-prone area. The accidents are a result of the extremely heavy traffic in the area and the mixture of commercial trucks and passenger cars that operate in the community.

Kakata is situated in a high density population center. The Department of Public Works and Utilities Division of Highways map reports the area to be in what they classify as one of the next-to-highest in classifications of population density in the country. In addition to the local population, Kakata is just north of the large Firestone Plantation and an assembly point for many of the workers on the Firestone Concession. This fact increases the travel in the area and provides an additional police problem in handling the movement and related problems that are always present at transit population centers.

The present complement of the Kakata Police is one captain, one sergeant and ten patrolmen. The Public Safety Team, USAID, Monrovia, has made a study of the police problems in the Kakata District and considers the present number of police only to be a token force and unable to render proper police service to the community. After discussions with NPF officials, Firestone Plantation Police and members of the Public Safety Office in Monrovia, it is recommended that within a two-year period the present force should be augmented with three sergeants, one detective and ten patrolmen. Further, that in the following three years five more patrolmen should be added to the organization. The total recommendation for the five-year period would be the addition of three sergeants, one detective, and fifteen patrolmen.

Replacement needs for loss through attrition are estimated to be two patrolmen in two years and three more of the same occupational category in the following three year period.

WORKSHEET NUMBER 19--KAKATA - MONTSERRADO COUNTY

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Captain	1						
Sergeant	1	3*				3	3
Detective	0	1*				1	1
Patrolmen	<u>10</u>	<u>10*</u>	<u>5</u>	<u>2</u>	<u>3</u>	<u>12</u>	<u>20</u>
TOTAL	12	14	5	2	3	16	24

* A fast growing, automobile accident prone, rural and urban area that requires immediate additional police service.

Bomi Hills - Montserrado County (See Worksheet 20). One of the two principal iron producing mines in Liberia is the Liberia Mining Company's mine located at Bomi Hills in northwest Montserrado County. It employs over two thousand workers and operates a railroad for shipping iron-ore to the Port at Monrovia.

In addition to the iron-producing mine, the gold and diamond fields to the north, west and south of Bomi Hills attract a large number of people to the area. It is a section of the country with natural resources not too far from the coast and the potential for additional economic growth. Bomi Hills is one of the areas blessed with both railroad and highway connections with the capital and the Port at Monrovia.

The present strength of the Bomi Hills Police is one lieutenant, one sergeant and eight patrolmen. This force is totally inadequate to meet the police requirements of the area, even if they worked around the clock. In keeping with the President's desire to provide law and order in the hinterlands and to meet a real need, it is recommended that the force strength of the Bomi Hills Detachment be increased by one hundred percent in the next two years. It is also believed that the economic development of the Bomi Hills area will be such that an additional eight patrolmen will be required to meet police needs between November 1968 and November 1971.

It is recognized that labor unrest, other disturbances and disasters cannot be predicted with any certainty. Nor is Bomi Hills known to be a labor target at this time. Nevertheless, the Bomi Hills section produces revenue to and is important to the GOL, and, if for no other reason, the NPF should give special attention to and make firm plans for the development of its police service in the area.

WORKSHEET NUMBER 20—BOMI HILLS - MONTSERRADO COUNTY

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Lieutenant	1						
Sergeant	1	1				1	1
Patrolmen	8	8	8	2	5	10	23
TOTAL	10	9	8	2	5	11	24

Bong County Detachment (See Worksheet 21). Bong County's population is 131,528 and, adding to its police problems, is on extremely busy principal highway that bisects the country east and west. The main highway is an important commercial arterial thoroughfare that links the northern and southern part of Liberia. Except for the privately owned railway that is used to ship iron-ore from the Nimba Mountain Range on the Guinea border to Buchanan on the coast, the highway is the heart line of Liberia's north/south commerce.

The county has a growing density of population. This is especially true in regard to the tracts of land adjacent to the national highway that traverses the county north and south. With few exceptions the number of huts per MOSAIC of eighty-eight square miles range between two and three thousand huts. To compare this standard of measurement with others used to measure population density in the county, there is only one group that has a higher density rating.

Any illegal commerce or aliens traveling from countries adjacent to the North Central Port of Liberia would in all probability travel south on this road. Police now in the county are aware of this possibility, but do not have the equipment or manpower to mount an effective police action against such violations.

A portion of Bong County lies along the southern border of Guinea. Even though Guinea has been given certain transit rights through the country, Liberia, as does any other country, likes to exercise reasonable control over its borders. At the present time the GOL does not have a trained border control element and what border control exists is carried out by one immigration inspector at Gbanga and certain elements of the Liberian Army. The county NPF Detachment is undermanned and unable to respond properly to its assigned duties and at its current strength could not deter border crossings if it so desired.

A new county police building has been completed at Gbanga, the county seat. The police detachment assigned to this organization numbers twenty-two officers and men: one deputy inspector, one captain, four sergeants, fifteen patrolmen and one probationary patrolman. Distribution of the force to date has been based on the day-by-day developing needs for police service in the county.

It is estimated that the Bong County Police organization will require two detectives and eleven more trained patrolmen in the next five years to bolster their efforts in county operations in the towns of Totato, Zienzu, Suakoko and Belefuanai.

Additionally, one lieutenant and twelve patrolmen will be needed to activate a new Border Control Unit within the county police organizational structure. To carry out such duties, it is recommended that a lieutenant be placed in charge of the unit and posted at Belefuanai. From this location, he could supervise the activity of the unit and maintain close cooperation with County Police Headquarters and the Immigration Inspector in Gbanga. If three additional patrolmen would be assigned to duty in Belefuanai, they could provide the necessary supplementary patrol of suspected areas and also lend support to the border patrol units posted in Gbanga, Gamu and Panta.

In line with the above, it is suggested that three-man border control posts be established at Gbanga, Gamu and Panta. The locations of these three points were selected after a discussion with police officers at County Police Headquarters in

Gbanka and with Mr. Temple, U.S. consultant to the Liberian Immigration and Naturalization Bureau. Mr. Temple has also visited the border area concerned and is assisting the Immigration Bureau on immigration and alien control matters.

It is anticipated that the replacement needs of the county unit will be slight since many of its members, provided expansion is approved, will be new employees. The loss through attrition is expected to be nine, and in all probability from the patrolman occupational category.

WORKSHEET NUMBER 21--BONG COUNTY DETACHMENT

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Dep. Inspector	1						
Captain	1						
Lieutenant	0	1*				1	1
Sergeant	4						
Detectives	0	2				2	2
Patrolmen	15	15*	8	3	6	18	32
Patrolmen, Prob.	1	—	—	—	—	—	—
TOTAL	22	18	8	3	6	21	35

* 1 Lieutenant and 12 Patrolmen to be utilized for border control activities in the following areas: Gbanka, Gamu, Panta and Belefuanai.

Grand Cape Mount County Detachment (See Worksheet 22). Grand Cape County is located in the westernmost part of Liberia and is somewhat isolated at the present from the nation's capital and the rest of the country. It has a common border with Sierra Leone.

As in other parts of the country, there are plans (some underway, such as the proposed highway to link up the county seat of Robertsport with a road extending north

and west of Monrovia) that will change the future economic development of the county. The proposed highway is expected to be completed in approximately two years and the Deputy Police Inspector in charge of the county detachment advised the analyst that definite plans are being developed to enable the government to build a port at Robertsport. During World War II, the Robertsport area and Fisherman's Lake were used by the United States as land and seaplane bases for our airplanes traveling across Africa.

The population of the county is 32,192 which makes it the most thinly populated county in the entire country. Robertsport is the county seat of government and a trading post for the area. It has a population of two thousand people.

While people and population centers are usually the basic source of a nation, state or county police problems, and troubles seem to follow population densities, Grand Cape Mount County has two additional distinguishing features that affect the nature and approach to solving its police problems. The isolation of the county capital from the rest of the county, including the fifty-mile long border with the country of Sierra Leone presents a time and distance factor of rendering police service to isolated areas. The second factor that also has an influence on how the police carry out their responsibilities is the lack of communications that exists within the boundaries of the county.

One sizeable concession is located in the county along with other diamond and gold commercial enterprises. The National Iron Ore Company of Liberia is located in the Bie Mountains on the Sierra Leone border and is one of the county's principal iron ore producers. The current strength of the police detail at this Mano River mining project is five employees. The Deputy Inspector in charge of county police operations stated that these officers were a part of a fixed post detail (covered in the Special Police area worksheets) and that he desperately needed an additional ten men and a commanding officer to police the Mano River District.

The current police strength in the county is seventeen officers and men: one deputy inspector, one lieutenant, two sergeants, one detective and twelve patrolmen. While visiting the county it was noted that the National Bureau of Investigation agent assigned to the county was very active and appeared to be knowledgeable in police matters that affect the peace and tranquility of the county. The Bureau of Immigration and Naturalization also has two inspectors at Mano River and one at Robertsport.

While it is apparent that the future development of the county will no doubt bring about pressure to increase the present force strength of the county detachment, such an increase would be useless if the additional manpower would be posted at Robertsport as is the case of the current county detachment. There is no question but what the present strength, seventeen men, can adequately provide police protection for the two thousand people residing in Robertsport. Therefore, no additional personnel are recommended for the regular county police detachment.

The fifty-mile long border between Sierra Leone and Liberia has many geographical peculiarities. The Mano and Moro Rivers divide the county and Sierra Leone. The northern half of the border land on the Liberian side is high forest where a regiment of troops could move unnoticed under the one hundred and fifty-foot tall tree cover. The Bie Mountain Range in the Central Region extends from the Mano River on the country's border to the west edge of Grand Cape Mount County. To further compound the problems of controlling the border, the entire southwestern part of the county has never

been mapped by photographic coverage. This, coupled with the fact that there is only one short all weather road in the entire area, clearly indicates that any control over border crossings would have to be exerted from certain known border crossings and towns on or near the border. Motorized patrol is impossible even if vehicles were available.

To man the Border Control Element of the County NPF, it is recommended that one lieutenant, one sergeant and ten patrolmen be added to the county organization in the next two years, and that after November 1968 and before November 1971, ten additional patrolmen be assigned to augment this basic border control unit. In the initial operation of the border control unit, it is suggested that best coverage of the area may be obtained by posting the lieutenant and five patrolmen at Bendaja, a sergeant and five patrolmen at Kavilahun, and three patrolmen at each of the following locations, Bufuma, Jenne and Mambo.

WORKSHEET NUMBER 22—GRAND CAPE MOUNT COUNTY DETACHMENT

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Dep. Inspector	1				1		1
Lieutenant	1	1*				1	1
Sergeant	2	1*				1	1
Detective	1						
Patrolmen	<u>12</u>	<u>10*</u>	<u>10*</u>	<u>4</u>	<u>5</u>	<u>14</u>	<u>29</u>
TOTAL	17	12	10	4	6	16	32

* To cover Border Control activities at Bufuma, Jenne, Mambo, Benlaja, Kavilahun and Congro it is recommended that one Lieutenant, one Sergeant and 10 Patrolmen be assigned Cape Mount County in the next two years. An additional 8 patrolmen should be added the following three year period.

Nimba County Detachment (See Worksheet 23). The police services in Nimba County will have a difficult job in keeping up with the pyramiding overall development of the county. Nimba County, the most populous county in all of Liberia, has a population of 160,743, and contains two large concessions. The Liberia Company is located near Gbain and produces rubber, coffee and cocoa. The other commercial interest is the Liberian American Swedish Minerals Company at Nimba near the Guinea border. This company is expected to employ seven thousand five hundred persons when in full operation and operates a railroad extending the entire length of the county and on the south coast of Liberia. Adding to the police problems of the area are the large diamond fields south of Nimba and Saniquelle where uncounted thousands of workers rework the diamond fields and individually sell their findings to Mandingo traders who travel the area. The last brief laborers' strike in the county at the time of this writing was at the Lamco Mine in Nimba in February 1965.

The present staff of the NPF in Nimba consists of one deputy inspector, one captain, four sergeants, one detective and nineteen patrolmen. In order to meet the anticipated expansion needs of the force, it is recommended that in the next two years the detachment be augmented with two sergeants, three detectives for County Police Headquarters, and five patrolmen. From November 1968 to November 1971, it is expected that the economic and population growth of the county will continue to expand and at such a rate that fifteen additional patrolmen will be required to meet the police needs.

Over and above the requirements set forth above, there will be a need for one lieutenant and fifteen patrolmen to activate a border control unit within the county police organization. It is suggested that the lieutenant in charge and four patrolmen be stationed at Gahnpa (Ganta) with teams of two men each posted in the cities or areas of G'bao, I'Hezere, Kore, Lubgema, Zolagbufuo and Buto. It is further suggested that the commanding officer of the border control unit coordinate his activities with Immigration and Naturalization Inspector agents located at Gahnpa (Ganta) and Saniquelle.

Personnel replacement losses through deaths, retirements and transfers-out of the department are expected to be twelve employees. This estimate covers the period from November 1966 to November 1971.

WORKSHEET NUMBER 23—NIMBA COUNTY

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Dep. Inspector	1						
Captain	1						
Lieutenant		1*				1	1
Sergeant	4	2*				2	2
Detective	1	3				3	3
Patrolmen	<u>19</u>	<u>20*</u>	<u>15</u>	<u>4</u>	<u>8</u>	<u>24</u>	<u>47</u>
TOTAL	26	26	15	4	8	30	53

* 1 Lieutenant and 15 Patrolmen to be utilized for Border Control activities in the following areas: Gahnpa (Ganta), G'Bao, I'Hezere Kore, Lubgema, Zolagbafuo, and Butuo.

Grand Gedeh County Detachment (See Worksheet 24). Grand Gedeh County with a population of 59,275, is a unit of government with few high density areas of population. Its county seat capital is connected with the Monrovia-Nima principal highway by a laterite loose-surfaced road. All traffic must move north and east before it can be routed south to the coast. There are no railroads in the area.

The police detachment for Grand Gedeh County consists of one deputy inspector, one captain, three sergeants, one detective, nine patrolmen and one probationary patrolman. The majority of the detail is posted in the county seat capital with day-by-day assignments made to those areas requiring police service. The major police problem in the area is anticipated to be in the activation and development of a border control unit within the county police organization.

After consulting with members of the National Police Force, Mr. Temple, U.S. Immigration Consultant, now on TDY in Liberia, and the staff of the Office of Public Safety, USAID, Liberia, the following recommendations are made relating to the border guard activities of the NPF in Grand Gedeh County. It is recognized that the border between the Ivory Coast and Grand Gedeh County is very long and it would be impossible to give full and complete coverage to the entire border area. In this respect the recommendation considers the very fine relationship that exists between the two

countries, the long history of the tribes and their unrestricted freedom in crossing the border, plus a lack of communications along the county border.

It is recommended that the captain now on duty in Grand Gedeh be assigned the responsibility of planning, developing and supervising the border control element. To carry out the duties and responsibilities of the border control activities, it is suggested that one sergeant and twelve new patrolmen be added to the county organization in the next two years.

Further, it is suggested that teams of three patrolmen be assigned to border control activities and posted in the following areas: Totown, Niaba, Glara, and Webo. It is believed that without continuous inspection and supervision of the men and posts where they are assigned, the activity will fail to meet its responsibilities. Therefore, it is suggested that the captain and sergeant spend a considerable portion of their time inspecting and directing field operations of the border control unit.

The border control element of the county organization should also coordinate its efforts with those of the three Immigration and Naturalization agents stationed in the county. The future manpower replacement needs over the next five year period is expected to be seven patrolmen. This figure takes into consideration the replacement factor of the proposed border control unit.

WORKSHEET NUMBER 24--GRAND GEDEH COUNTY DETACHMENT

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Deputy Inspector	1						
Captain	1*						
Lieutenant	0						
Sergeant	3	1*					1
Detectives	1						
Patrolmen	9	12*		2	5	14	19
Prob. Patrolmen	1	—	—	—	—	—	—
TOTAL	16	13		2	5	15	20

* Part time services of 1 Captain and full time services of 1 Sergeant and 12 Patrolmen to be utilized in Border Control activities in the following areas: Totown; Niabo, Glaro and Webo.

Lofa County Detachment (See Worksheet 25). Although Lofa County does not have a railroad, it does have a series of all weather roads in the areas adjacent to the country borders of Sierra Leone and Guinea. Another factor in the apparent developing stage of the county is the all-weather road that traverses the length of the county east and west and turns south to provide the connecting link with the principal highway to the coast and the capital city of Monrovia. All of these roads mentioned are in the northern portion of the county and in a developing agricultural and trading area. These factors, the developing agriculture, trading, trucking industry, all weather roads and the fact that the county has a common border with both Guinea and Sierra Leone influence the amount and type of police requirements that will be needed to serve the people of the county.

In discussing the rate of development in the county, some officials, both in Monrovia and those from Lofa County, expressed an opinion that the economic progress in the area had not been as fast as had been expected. Others pointed out the large number of self-help road projects now being carried out in an effort to bolster the area's economy would increase development rate.

Since the need for internal security is essential in any developing area, it is recommended that the present marginal capability of the NPF's county force be bolstered and additional manpower be added to the current strength now serving the county. Regardless of the arguments as to the pace of development within the region, the now developing northern part of the area has trunk line roads and is building self-help, farm-to-market roads. This plus the GOL's general program "Operation Production" surely will enhance its economic development as has been the case in all countries that have developed their transportation potential. With such developments there has always been the requirement for law and order. This will be especially true as the region concerned has common borders with the countries of Sierra Leone and Guinea. Also, it is not uncommon for the traders of the country of Mali to move their commerce to and through Lofa County.

The NPF county organization now has police posted at Foya, Kolahun, Zorzov and Voinjama. In a discussion with the deputy inspector in charge of Lofa County, the need stressed for an additional lieutenant in order to enhance the supervision of the regular force. It was argued that with fifteen patrolmen on the staff who cannot read or write, additional supervisory personnel to make up for this deficiency, meet the public, write reports and make it possible to extend the coverage of police service in Lofa County were necessary. The deputy inspector favored a lieutenant over a sergeant as he believed the people of his district will cooperate much more with an officer than an enlisted man and also make it possible to have a high ranking officer on duty around the clock when the new police station is opened in Voinjama.

In order to render adequate police service to this county which contains 123,165 people, it is recommended that twenty-two additional employees be added to the detachment in the next two years. It is further recommended that one sergeant and ten patrolmen be added to the force between November 1968 and November 1971.

To staff the border control element of the county police organization, it is recommended that one lieutenant, one sergeant and fourteen patrolmen be added as soon as possible to the detachment. This is over and above the current force strength and any-additional added for regular police duties in the county.

It is suggested that teams of three patrolmen each be stationed at Vahun and Yeala, and that other teams of two patrolmen each be posted at Foya, Lawasu, Sirkonoma and Bakiema.

To supervise and direct the border guard operations in the above-named areas, it is believed that a lieutenant and a sergeant should be assigned out of the county police headquarters. After some experience has been gained in patrolling the area, which has never been mapped by photographic coverage, it may be advisable to relocate either the lieutenant or the sergeant. Such assignments may also be effected when the communications capability of the police has been increased.

Manpower replacement requirements for the organization in the next five year period are estimated to be twelve patrolmen.

WORKSHEET NUMBER 25—LOFA COUNTY DETACHMENT

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Deputy Inspector	1						
Captain	1						
Lieutenant	2	2*					2
Sergeant	3		1*				1
Patrolmen	25	20*	10	5	7	25	42
Prob. Patrolman	<u>1</u>	—	—	—	—	—	—
TOTAL	33	22	11	5	7	25	45

* 1 Lieutenant, 1 Sergeant and 14 Patrolmen to be utilized for border control activities in the following areas: Vahun, Foya, Lawasu, Sirkonoma, Bakiema, and Yeala.

Sinoe County Detachment (See Worksheet 26). Sinoe County has a population of 56,095. It is thinly populated and has very few population centers in the entire county. As the present time, only two short all-weather roads exist in the county.

The county is a part of what is known as the Southeast area. This region is not developed and at the present time both the GOL and AID are conducting a broad economic reconnaissance to analyze the potential it has for future development. This survey will encompass all aspects of the land's agriculture, forestry, land transport and port facilities. The study is to be initiated by the contractor in January 1967 and completed in twelve months.

The county seat of Sinoe County and Headquarters of the NPF is located on the coast and on the Sinoe River. Because of the lack of transportation, communications and the rather isolated location as compared to the rest of the county, it is almost impossible to provide police coverage to the area with the present staff. The deputy inspector advised that his best means of transport is by boat if the rivers travel in the direction he wishes to go. Otherwise, he or his police details must walk into the district requiring police attention.

Because of the above-described police actions are indeed time consuming, additional manpower is needed to bolster the current strength of the unit if it is to provide police service to the areas of the county that are inland from the coast.

In the next two years, it is recommended that one lieutenant, one detective, and six patrolmen be added to the current strength of the organization. After this increase has been consolidated, ten additional patrolmen should be added to the force as police operations are expanded to include the areas of Sastown to Satike on the Maryland County Border, and the Bestman Plahn Padeke Triangle area. Due to the time loss in travel between the interior and police headquarters, additional personnel, over and above normal needs, are required to carry out police operations in the isolated population centers of Sinoe County.

Manpower replacement needs were arrived at after discussions with the deputy inspector in the area and are based on past experience. It is expected that two patrolman positions will have to be refilled between now and November 1968. Replacement needs between November 1968 and November 1971 are anticipated to be one lieutenant, one sergeant, one detective and three patrolmen.

WORKSHEET NUMBER 26—SINOE COUNTY DETACHMENT

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Dep. Inspector	1						
Captain	0						
Lieutenant	1	1			1	1	2
Sergeant	5				1		1
Detectives	1	1			1	1	2
Patrolmen	<u>16</u>	<u>6</u>	<u>10</u>	<u>2</u>	<u>3</u>	<u>8</u>	<u>21</u>
TOTAL	24	8	10	2	6	10	26

Grand Bassa County Detachment (See Worksheet 27). Grand Bassa County with a population of 131,840, three major rivers, a long coastline, railroad, a port and beginning of a road system, provides a challenge for the NPF. Such factors as the opening of a bridge across the St. John River permitting twenty-four hours a day travel between the county capital and Monrovia will increase the travel of both private and commercial vehicles. Because of this bridge, the deputy inspector in charge of police in the county expects crime in his city to increase. He explained that the expanding housing area to accommodate a large number of new workers at the Liberia American Swedish Minerals Company will attract "Rogues" from as far as Monrovia, now that they cannot be inspected at the ferry station or are limited in travel due to the ferry's heretofore time schedule. He also anticipates an increase in the population of the port city of Buchanan. The city already has a section entirely settled by people from Ghana.

Buchanan is the shipping point for iron ore and pellets. The privately owned Liberian American Swedish Minerals Company railroad connects the iron mines of the Nimba Range with the port in Buchanan, and this is a large investment and demands police attention.

Roads now connect population centers such as Compound Numbers Two and Three, Harbel and Hartford with Compound Number One and other population concentrations. All of these things are expected to increase the work load of the police in Grand Bassa

County. To meet its immediate needs it is suggested that the strength of the force be increased by one lieutenant, two detectives to assist with an increasing crime problem and ten patrolmen to handle patrol and traffic duties.

If the present economic growth rate continues, fifteen patrolmen and two detectives will be needed to provide additional police service for the expanding population and commercial centers in the interior and for the planned expansion of the docks area in Buchanan. The growth of iron ore processing facilities now being built in Buchanan and their related activities will without doubt increase the demand for police service in the next five years.

In discussing future police requirements with the deputy inspector in charge of Grand Bassa County, it was encouraging to hear him express his desire that only trained police officers should be assigned to his command. He further indicated that even if he had to wait a much longer period for trained patrolmen, this would be far better than having the immediate services of untrained officers.

It is anticipated that in the next five years, it will be necessary to replace a minimum of eight employees lost to the department through death, retirement or transfer-out of the force.

WORKSHEET NUMBER 27—GRAND BASSA COUNTY DETACHMENT

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacement Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Deputy Inspector	1				1		1
Lieutenant	1	1				1	1
Sergeant	4						
Detective	2	2	2			2	4
Patrolmen	21	10	15	3	4	13	32
Prob. Patrolmen	5	—	—	—	—	—	—
TOTAL	34	13	17	3	5	16	38

Maryland County Detachment (See Worksheet 28). The present staff of the Maryland County NPF Detachment consists of one deputy inspector, one lieutenant, four sergeants, two detectives, twenty-one patrolmen and nine probationary patrolmen. This total force of thirty-eight officers and men service a county of 62,786 people. At the present time, six men are assigned to the Pleebo Area and the rest of the detachment is posted at the capital and port city of Harper.

The only recommendation that affects the regular force is the suggestion that one captain be assigned to the Harper NPF Headquarters. At the present time, this position does not exist in the Maryland County complement. The establishment of such a position would assist the deputy inspector in the planning, directing, coordinating and controlling of police activities in the county. The captain could also maintain the command post of the department with the deputy inspector is in the interior or NPF headquarters in Monrovia.

In the period of November 1966 to November 1968, it is recommended that one sergeant and nine patrolmen be assigned to the detachment for border control duty. The sergeant working under the direction of the deputy inspector should supervise three three-man teams which would be stationed at the border crossing points of Suke, Plibo and Muhlenburg.

In view of the fact that Maryland County borders the Ivory Coast and has a port, it is predicted that, as the two countries develop economically, there will be a greater flow of goods and materials along and across their common border. This theory is supported by the presence of an all-weather road that runs north from Harper and the port to the border crossing area of Webo in Grand Gedeh County. The Webo area borders the Ivory Coast. Additionally, on the Ivory Coast side, there is an historical trade route that also parallels the Liberian Ivory Coast border and extends north past both Maryland and Grand Gedeh Counties. At many points this all-weather road runs within a few miles of the border separating the two countries. Border crossings are possible along the route and additional major crossing points undoubtedly will develop when enforcement units are placed in the Suke, Plibo, Muhlenburg and Webo areas.

In view of the above situation, it is further recommended that between November 1968 and November 1971 six additional patrolmen should be added to augment the border control element of the Maryland County NPF police organization.

Personnel loss through attrition is expected to be seven employees in the next five year period.

WORKSHEET NUMBER 28—MARYLAND COUNTY DETACHMENT

Current Employment and Required Police Employees in 2 Years and 5 Years

Rank	Total Current Employment	Expansion Needs		Replacements Needs		Total Additional Requirements	
		In 2 Years	In Next 3 Years	In 2 Years	In Next 3 Years	In 2 Years	Cumulative In 5 Years
Deputy Inspector	1						
Captain	0	1					1
Lieutenant	1						
Sergeant	4	1*					1
Detective	2						
Patrolmen	21	9*	6	2	5	11	22
Prob. Patrolmen	<u>9</u>	—	—	—	—	—	—
TOTAL	38	11	6	2	5	11	24

* Services of 1 Sergeant and 9 Patrolmen to be utilized for Border Control activities in the following areas: Suke, Plibo and Muhlenburg.

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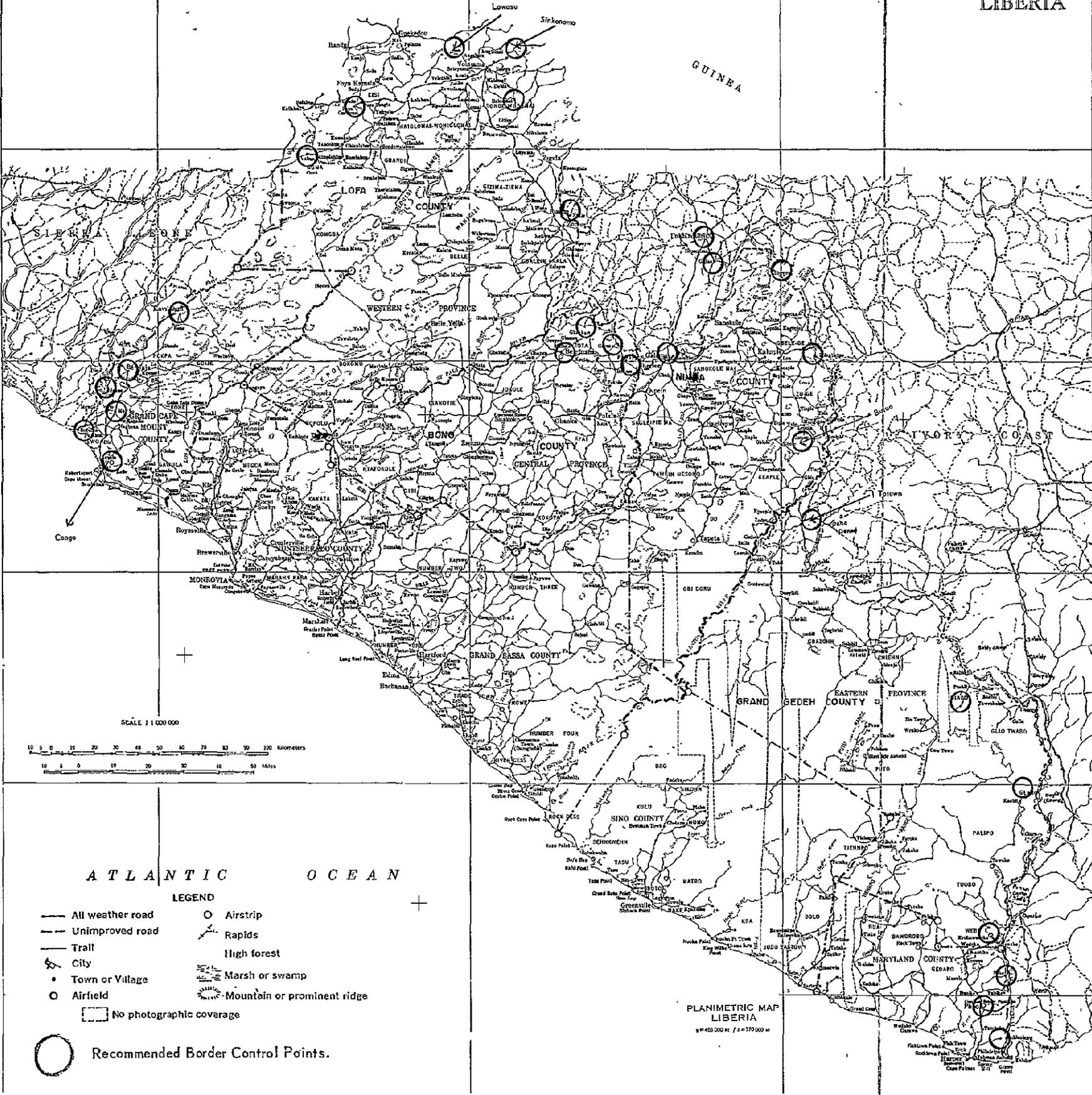
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APPENDICES

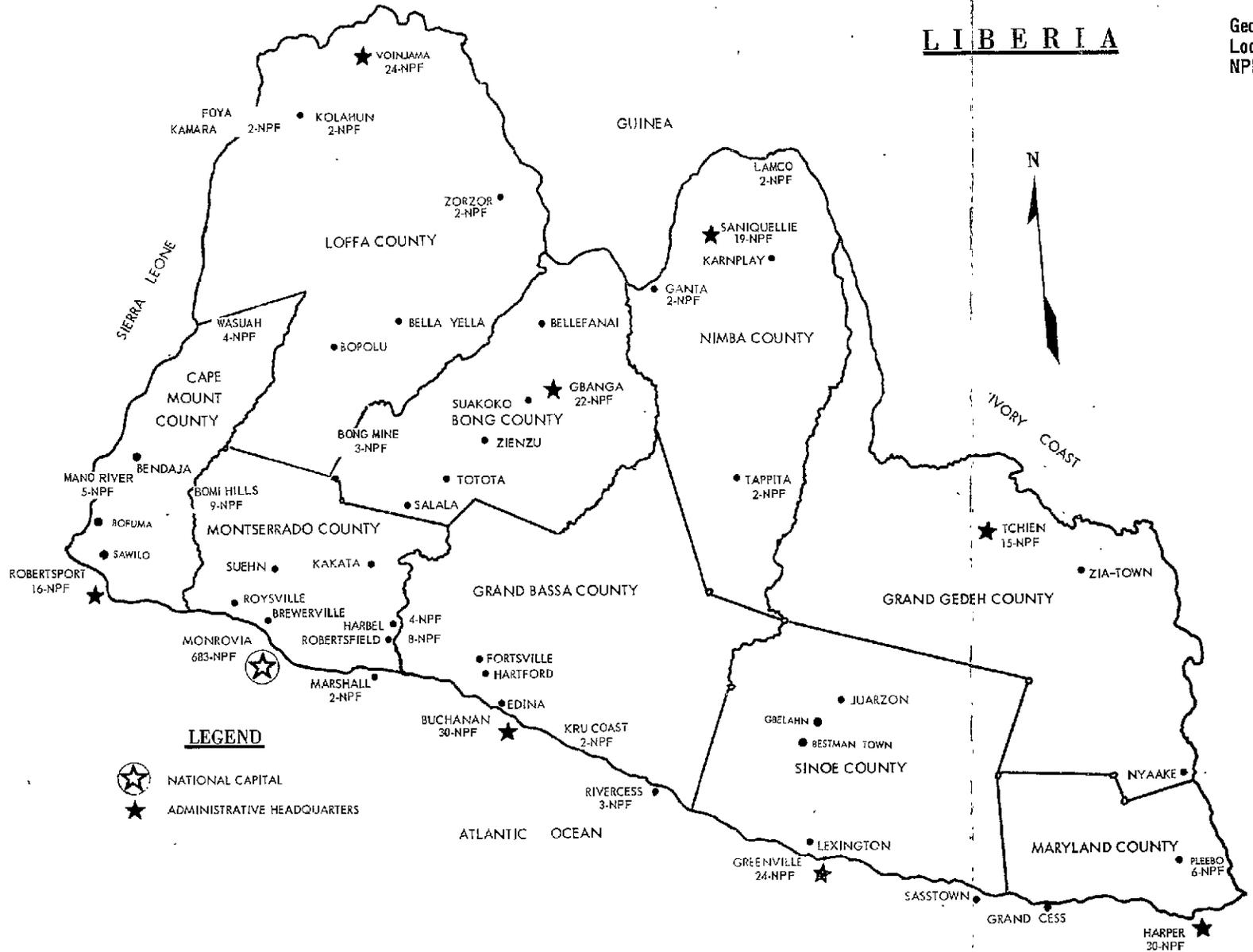
APPENDIX A

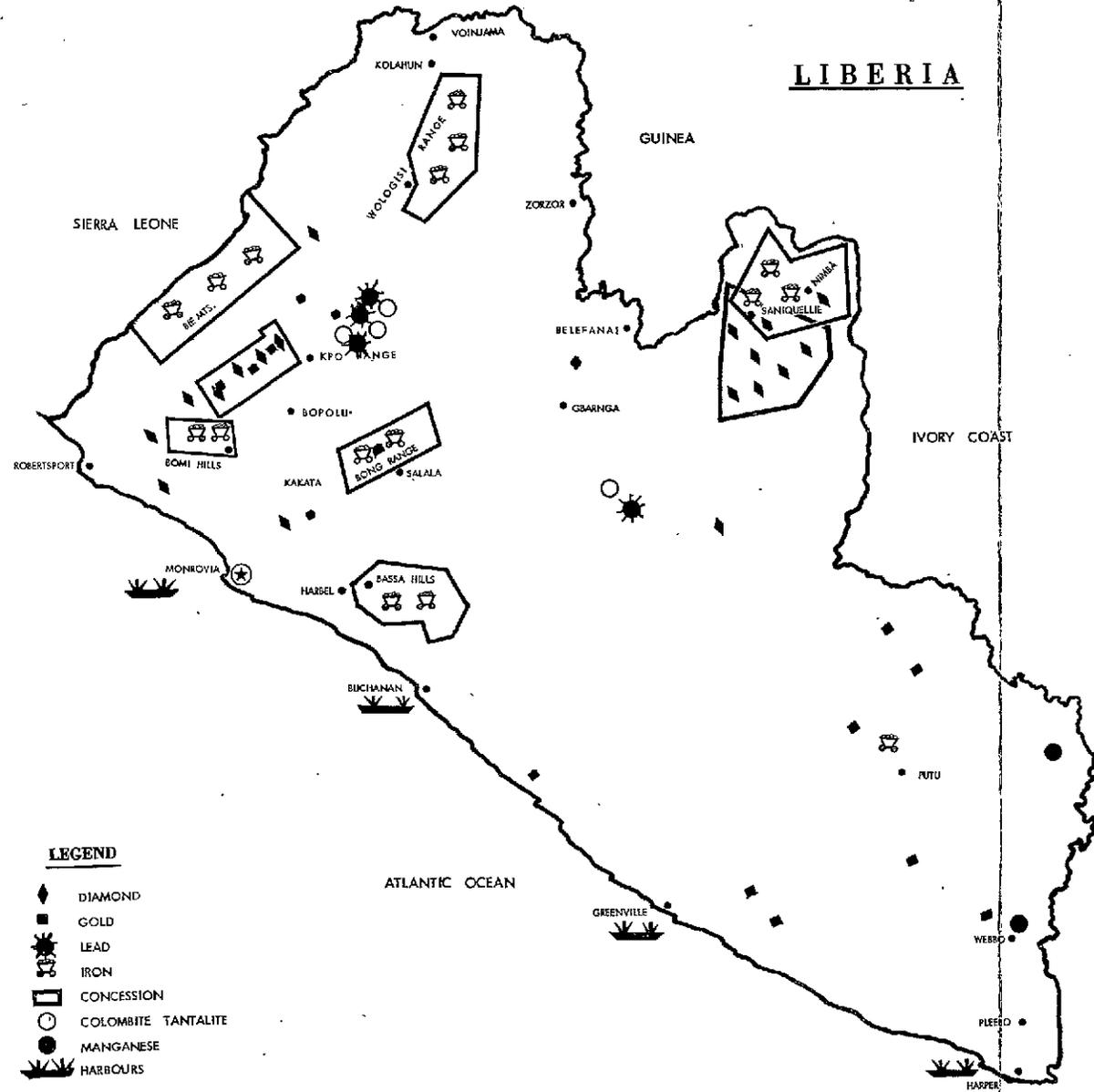
Liberian Map Showing Border Control Points



GEOGRAPHIC LOCATION OF NATIONAL POLICE PERSONNEL

Geographic Location of NPF Personnel





LIBERIA

