

**SURVEY REPORTS**  
**on**  
**Civil Police Forces**  
**of the**  
**Republics of Upper Volta,**  
**Niger, Dahomey and Togo**

**SEPTEMBER 1, 1961**

REVIEWED AND DECONTROLLED by Lauren  
J. Goins, Director, OPS, ~~January~~  
January 28, 1975.

**PUBLIC SAFETY DIVISION**  
**INTERNATIONAL COOPERATION ADMINISTRATION**

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I

SUMMARY

OF

ACCOMPLISHMENTS OF MISSION

OF

THE SURVEY TEAM

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SUMMARY OF ACCOMPLISHMENTS OF MISSION OF THE SURVEY TEAM

Attached hereto are reports of the surveys conducted of the civil police forces of the Republics of Upper Volta, Niger, Dahomey and Togo.

The surveys were conducted during the period June 5, through July 9, 1961 by a Public Safety Team composed of Johnson F. Munroe, Chief of the Near East, South Asia and Africa Branch of the Public Safety Division, International Cooperation Administration, and John Goodwin Locke, French-English interpreter employed by ICA for this purpose.

Terms of reference to guide the Survey Team were established jointly by ICA and the Department of State. In regard to Niger and Upper Volta, the Team was instructed to

"To conduct a survey of the civil police forces of Niger and Upper Volta for the purpose of evaluating their requests for U.S. assistance primarily in the fields of transportation and communications. The Survey Team will determine (1) specific vehicular and communications requirements consistent with the assigned internal security responsibilities of the police forces (including constabulary type para-military forces which are an integral part of the regular law enforcement system under civil control, but excluding military forces), and (2) the capabilities of the concerned police forces to operate and maintain the required equipment. The survey report will include recommendations as to appropriate U.S. assistance which may be offered to these forces to improve their transportation and communications systems, including the furnishing of U.S. technicians where required to train police personnel in the operation and maintenance of U.S.-furnished equipment, which would be additive to such assistance being, or agreed to be furnished by other friendly aid sources. Final recommendations will be made by ICA/W upon return of the Survey Team."

The survey of the civil police forces of both Niger and Upper Volta resulted from requests of those two governments for public safety assistance

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made to members of an ICA Survey Team which visited the Entente States in the Fall of 1960 to develop the scope of overall American aid programs to these governments.

Surveys of the police of Dahomey and Togo were undertaken as the result of requests made by their respective governments that the Survey Team discuss with them, while it was in the area, their needs for such assistance.\*

In response to a similar request of the Republic of the Ivory Coast to discuss such assistance with the Survey Team, it called on Minister of Interior Coffi Gadeau in Abidjan on June 2, July 11 and July 13. Although the Minister informed the Survey Team on all three occasions that his government was interested in US assistance in terms of vehicles and other equipment for a crowd-control force to be created in January, 1962, as well as U.S training for selected officials of the Surete police force, he was unable to formalize a request along these lines at the moment due to the absence from the country of its President, Felix Houphouet-Boigny. Survey of the civil police forces there was, accordingly postponed until a later date when ICA Public Safety technicians should be available for this purpose. The Survey Team left with him a summary (in French) of matters any subsequent survey would cover, and the Minister told the Team he would, in the meantime, arrange for the needed information to be developed by the responsible police officials and would be prepared to furnish it to an ICA Survey Team whenever it may be mutually agreed to conduct a survey.

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\* Cotonou Embtel No. 48 of May 28, 1961, and EMBTEL No. 324 of May 14, 1961.

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In the first meeting with the Ivory Coast Minister of Interior, the Survey Team informed him (upon instructions given it just prior to its departure from Washington May 28, 1961) that the United States was prepared to furnish the Ivory Coast police forces with a number of 4-man Jeeps (Model CJ-5) as an Independence Day gift and would attempt to have the vehicles in Abidjan in time for the police to use them in connection with the nation's celebration of its Independence Day on August 7. After consultation with a top police official who was called into the meeting, however, the Minister rejected the offer. In voicing his appreciation for the thoughtfulness of the US Government in making the offer, he explained that the police need in vehicles was for large trucks capable of carrying 20 or more men, and that the small jeeps would not be suitable. He, therefore, preferred to wait until a later police survey could lay the groundwork for US assistance more specifically meeting police needs in the Ivory Coast.

In accordance with further instructions given it in joint meetings of State Department and ICA representatives, the Survey Team stopped in Paris enroute from Washington to the Entente States area, for the purpose of making itself available to French Government officials for consultation leading to meaningful coordination of US-French assistance to the civil police forces of the Entente States.\*

On May 30 the Survey Team was accompanied by Paris Embassy Officers John Bovey and Michael Ely to the French Foreign Office. It was received by

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\* Deptel 4872 to Paris of May 11 and Paris Embtel 5001 of May 16.

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a group representing the Ministry of Foreign Affairs, the Ministry of Cooperation, and the Overseas Service of the French Gendarmerie. The French representatives were led by Mr. Sauvagnargues, Chief of the Foreign Ministry's Division for Near East and African Affairs.

Mr. Sauvagnargues expressed some surprise that the Niger and Upper Volta Governments has asked for American assistance to their police forces, and said that recently concluded agreements between France and the Entente States had provided for French technical assistance including the police field. He said as yet no such requests had been made to France. He described also military assistance agreements executed by France with Niger and the Ivory Coast, and also offered to Upper Volta and Dahomey, (rejected by Upper Volta and not yet signed with Dahomey) under which the signatory Entente governments committed themselves to request military assistance from France before seeking it elsewhere. He was informed that the Survey Team was limited to discussion of police assistance, and would not discuss military assistance with any of the Entente governments.

The Paris Embassy Officers then informed the French that the Survey Team was being dispatched to the Entente area in response to specific requests of the governments concerned, and that while there was no US intent to infringe upon French prerogatives or responsibilities in its former colonial area, it was the U.S intent to respond in a modest way to the most urgent needs of the Entente States police, as a supplement to whatever assistance France proposed to furnish.

Mr. Sauvagnargues then said that while the French Government did not regard the Entente States in the sense of a French monopoly area "you must

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realize internal security is a sensitive field." He said a complete survey of the internal security forces of the Entente would encompass an area in which France has a "special relationship" with the Entente States, and he especially cautioned against any US contribution which would (1) change the intelligence activities of the Entente police, (2) change the administrative organization of the police services, or (3) increase the requirement for French budgetary support of the Entente governments. He explained that France already was contributing heavily to the budgets of the Entente States, and France did not desire to have this burden increased.

Other conferees at this meeting sought to show that the Entente States each had satisfactory police forces, sufficiently well equipped in consideration of existing security threats, and that any requirement for improving their equipment or operations could be met by France, and would be upon request of the governments concerned. Commandant Javaudin, of the Overseas Gendarmerie Service, started to explain the police organizations existing in the Entente area, but postponed it upon request of the Survey Team until the following morning when the subject could be discussed in greater detail than the May 30 meeting would permit. The meeting ended with Mr. Sauvargnargues' request to meet again with the Survey Team in Paris at the conclusion of its visit to the Entente.

On May 31 the Survey Team met with Colonel Cazalla and Commandant Javaudin in their offices. They furnished the Survey Team with a general outline of the police organizations in Niger and Upper Volta, and responded to detailed questions of the Survey Team, but qualified the information they furnished by saying it was dated in 1960, and that no newer information was available in their files. They were positive in their statements that all civil

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police services in all of the Entente States were under the command of French personnel furnished to the governments by France. While it was desirable from their standpoint to maintain the special relationship existing between France and the Entente States, they were hopeful that the United States could furnish some needed equipment, especially in the fields of transportation and communications. They said this would constitute a significant contribution of the United States to supplement the assistance France already was furnishing.

It will be noted in the Survey Reports attached hereto, and below in this report, that considerable changes from French to native commanders had been initiated in all of the police services covered by this Survey except in Niger, and further that a general trend had begun in all of the surveyed forces to replace the French police personnel with local officers. In Togo, which is not part of the Entente States, this process had been completed insofar as the nation's primary police force, the National Surete, was concerned, and was almost finished in both Upper Volta and Dahomey Surete forces also.

The first police organization surveyed was that in Upper Volta. The Survey Team arrived in Ouagadougou, the capital city, on June 5, and in meetings with Minister of Interior Denis Yameogo and Director of Security Michel Compaore, and others, which continued until June 13, obtained the data contained in the Survey Report on Upper Volta Police attached hereto. The Minister of Interior made it clear in the Team's first meeting with him on June 6 that his Government had embarked upon a program of complete elimination of French personnel from its police service. He had, on January 30, appointed Upper Volta police officials to replace all the top French commanders under his control,

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and lesser French personnel were being released as fast as their tours expired. Only three were left in the Surete, and 4 or 5 in the Republican Guard, - all of whom would be gone by October, he said. It was obvious to him that "outside assistance" would be required to aid the local police, but he had no intention of turning to France for this assistance, preferring that Upper Volta obtain it from the United States, if it should be possible. In his speech of January 30 in installing his newly appointed Upper Volta police officials, he told his hearers that "all who have come here to fulfill a French mission have no right to be shocked by our desire to Africanize. If some of them are - and I find it out - they can choose either TAI or Air France and go back to France for they are not in line with the mission of France in Africa today."\*

Minister Yameogo at first asked for 22 US police technicians to be furnished his police services immediately, but upon being assured such would be impossible even if the United States would permit its police technicians to undertake the operational roles in the Upper Volta police that that he envisioned for them, he lowered his request to whatever number of advisors required to guide the police in the reorganization being planned in Upper Volta. He also requested that selected police officers be taken to the United States for specialized training as is set forth in the Survey Report on Upper Volta attached hereto.

In a second meeting with Minister Yameogo after the survey was completed he expressed himself as well pleased with the quantity and types of motor vehicles developed by the Survey Team as a basis for him to use in making a specific

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\* Bulletin Quotidien d'Information de la Republique de Haute-Volta of January 31, 1961.

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request to the American Embassy in Ouagadougou for police assistance. He was please also, with other portions of an aid program as in shown in the recommendations of the Survey Team at the end of the Upper Volta Survey Report. His formal request to the American Embassy at Ouagadougou was submitted shortly after the Survey Team departed Upper Volta in the exact dimensions discussed with him. Recommended vehicles are presendly being procured.

Personnel attached to the French Embassy in Ouagadougou later informed the U.S. Embassy there that it had been urging its Government to get all French police personnel out of Upper Volta because of antagonisms and tensions building up which hampered their performance of a satisfactory job, and, therefore, there was no objection to complete Africanization of the Upper Volta police and certain U.S. technical assistance.\* The French Embassy there was informed as to the general nature of proposed US assistance to the Upper Volta police, as was the French Ministry of Foreign Affairs upon the Team's return to Paris July 17.

In view of the dual role played by the Gendarmerie in Upper Volta in support of military as well as police objectives, and the statement of the Ministry of National Defense, the Survey Team did not cover gendarmerie activities in this survey, since the survey scope was limited to those forces performing purely civil police functions.

The second police organization surveyed was that of the Republic of Niger. The survey was initiated by a meeting with President Hamani Diori on

\*Ouagadougou Embtel 216, June 24, 1961.

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June 17, in which US Embassy Officer Gerald Schutz and Minister of Interior Maiga Diambella also participated. President Diiori reviewed for the Survey Team the security problems faced by Niger because of (1) vastness of the country (from Lake Chad to Niamey is 2,000 kilometers, from Niamey to Libyan border is 3,000 kilometers), (2) sparseness of population (national average of 3 per square kilometer) and (3) border problems arising with Mali, Libya and eventually with Algeria after the latter becomes independent, where "subversion motivated from afar" is increasing. Under these circumstances, he said, the need for greater mobility and improved communications especially to the border areas, is essential. With their limited number of vehicles which are old and cannot now be counted on, and communications limited to a few posts, the Niger police are unable to meet the threats posed to it now. He thus laid the groundwork for requesting US assistance to the Niger police, which he outlined <sup>as</sup> primarily vehicles and communications equipment, but added he felt a need also for training of a selected few native police officials in techniques of dealing with the threatened subversion of his country by neighboring states.

President Diiori described agreements existing with France in relation to police assistance as relating to both technical and material assistance. He said, however, his government did not wish to be entirely dependent upon French assistance in the field of internal security and for this reason he had addressed his request for police aid to the United States. He said France is furnishing a large number of police personnel to his government for operational roles in the Niger police system (the survey developed that the actual number is 125),

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but that a plan has been made for the gradual replacement of the present French commanding officers by native Niger police, beginning in 1962. After their appointment he said it would be desirable for some of them to be trained in the United States. The Survey Team informed him that such would be considered in formulating an overall police assistance program during the survey period, and that he would be informed of US response to his requests at a later date.

The actual survey in Niger was made with the close cooperation and collaboration of Minister Diambella and the French police officials presently leading the Niger police forces. The survey was completed on June 22 and a summary of the Team's recommendations was cabled to Washington.\* The Survey Report, with recommendations, is attached hereto.

Recommendations pertaining to vehicular and radio equipment required by the Niger police have been approved by joint State Department and ICA action, and actual procurement is presently under way.

It will be noted that a portion of the vehicles are designated for the National Gendarmerie, which as in Upper Volta performs a dual military-police role in Niger. However, the Gendarmerie units for which vehicles were requested will be newly established brigades of 4 or 5 men each charged with police responsibilities only. The Survey Team also was informed by Minister Diambala that the military role being played by the Gendarmerie was temporary - pending creation of an 800-man army scheduled later this year. After the army has been established, the Gendarmerie will revert to a police role exclusively, he said, perhaps in collaboration with the police element known as Republican Guard with which it may be joined.

\* Niamey Embtel 75, June 22.

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The Survey Team continued on to Dahomey, arriving in its capital of Cotonou on June 22. Immediately after its arrival there it had a luncheon session at the Presidential Palace with President Hubert Maga. This meeting was attended also by Mr. William Mazzocco, Director of USOM, Abidjan. President Maga expressed his gratification for the arrival of the Survey Team, evidence he said of American interest in his country's internal security. He said, however, that he did not want the United States to forget he also had asked for American military assistance in the development of an army for his country. He informed the Survey Team that his government's plan to release all French police personnel and to replace them with local police officials had begun and that only a few were still on hand. He summoned to the Palace one of the three remaining French policemen in the Dahomey Surete force, Director Gaston Palleau, and instructed Palleau to work with the Survey Team in furnishing whatever data might be required. In the succeeding days, Palleau worked cooperatively with the Survey Team though obviously bitter over the turn of events which was leading to his own replacement as Director of the Surete by a Dahoman. He was relieved on the last day of the Survey and returned to France July 9, leaving only two other French police in the Surete forces who also are to be relieved within a year.

During the course of the survey, meetings were held on two occasions with Acting Minister of Interior Keke, who was serving in the absence of Minister of Interior Arouna, in Paris at that moment. He outlined his nation's requirements for police assistance, as is reflected in the attached report of the survey in Dahomey. In the final meeting with the Survey Team he expressed complete

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satisfaction with the needs as developed by the Survey, although he said he hoped that the United States would also be able to furnish uniforms needed for the proposed expansion of the police forces. A summary of the Team's recommendations for an FY 1962 Public Safety program of assistance to the Dahomey Government was cabled to Washington before the Team departed Cotonou.\*

Because of the dual role in military-police functions played by the Dahomey Gendarmerie, it was not covered by this survey. No assistance for it was requested by the Dahomey Government. A formal request in keeping with the Survey Team's discussions has since been submitted to the American Embassy at Cotonou.

The final survey was initiated at Lome, capital city of the Republic of Togo, where the Team arrived June 30. It was conducted entirely through meetings with the Minister of Interior, Theophile Mally, and the Togolese Director of Surete Cosme Deckon. The latter is a former State Department Leader Grantee and spent some time observing American police operations in the fall of 1960, a factor which has resulted in his extremely pro-American sentiment, --and also a factor which has not endeared him to French remaining in other Dahomey police services, the Togolese Guard and National Gendarmerie. Director Deckon explained to the Survey Team that antagonisms which have developed since Togo independence in 1960 between his Surete service and the Gendarmerie became so great that there is now no practical liaison or cooperation between them.

No assistance for the Gendarmerie or Togolese Guard, both still staffed at the top by French police personnel, was requested by Minister Mally, and

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\*Cotonou Embtel No. 74, June 29'

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accordingly this survey does not cover either of these latter services. It was restricted exclusively to the Surete.

At the conclusion of the Togo survey, the Survey Team was handed a list of "needs" by Director Decken, which was characterized by excessive quantities of items requested - the vehicles, for instance, were related not to the present needs of the Surete, but to a number of vehicles Decken had heard was furnished by the United States to the Mali police forces, and he felt Togo should receive an equal number of cars and trucks. The Survey Team's recommendations on Surete transport are more in keeping with what is actually required and what may be operated and maintained with the Surete's present budget for transport support.

Requests were put to the Survey Team in Upper Volta, Dahomey and Togo for US assistance in the matter of uniforms for expanding police forces in each place due to the limited budget facilities of these new governments. No commitment was made to either country by the Survey Team in response to these requests except to inform the requestors that due consideration would be given to them consistent with the overall needs of the police services and availability of funds with which to procure uniforms.

In each country, the Survey Team gave particular emphasis to current ICA policy with regard to Public Safety assistance programs insofar as commodity support is concerned, and informed all persons who made requests to it that equipment generally may be furnished only for training and demonstration purposes in carrying out mutual program objectives. They were also informed that in certain cases, ICA policy provides for the furnishing of operational police equipment in the fields of police transportation, police communications and scientific

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crime detection laboratory needs, where the provision of such equipment could be justified. These statements were made by the Survey Team for the purpose of deflating any grandiose ideas of American largesse which may have developed prior to the arrival of the Survey Team.

In general the requests made to the Team by responsible ministry and police leaders were reasonable and applicable to the most urgent needs of the police forces. The requests for American technicians to furnish guidance to the newly developing native police executives and training associated with equipment were both practical and spontaneous.

All of the governments concerned have been open in their statements of adherence to western ideals and objectives, and opposition to Communist influence in African affairs. Without minimizing French influence which is still great in the area visited, the Survey Team concluded that each of the governments concerned, with the exception of the Niger Republic, is actively pursuing a policy of excluding French influence in its police service, and the Niger is preparing to follow the same policy when it can develop local police officials to take over the posts now held by French nationals. The reports attached hereto give further details about this form of expressing their independence of the former colonial power.

On its return trip to the United States the Survey Team again called on Mr. Sauvagnargues to inform him of the outlines of the commodity program already approved for the Niger and Upper Volta police services, and to discuss Survey findings as to needs of the other Entente State police forces, per Deptel 5324 to Paris of June 27. The meeting was held with him in the presence of Paris

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Embassy Officer Bovey on July 19. Mr. Sauvagnargues was informed in general terms of the needs and requests made to the Team by the government representatives and police officials with whom it met in the Entente-Togo area. He was informed of the requests made for training in the United States of selected police officials, and US police technicians for on-the-spot guidance or training associated with the equipment requested of the United States also.

Mr. Sauvagnargues saw "no difficulty" in connection with the furnishing of equipment needed and requested for the police forces surveyed, nor in the matter of training in the United States, but expressed the opinion that "there may be a problem in the matter of American technicians going into the Entente." He explained that France was contemplating assistance in the same area but that he was not aware of the details. At his request the Survey Team met the following day with officials of the Ministry of Cooperation whom Mr. Sauvagnargues said were more familiar with the planning for this assistance in the police field.

Both the Team and the Paris Embassy Officer emphasized to the Foreign Affairs official the need for responding to the urgent requirements of the African police especially where the African units were less well equipped than the French-staffed Gendarmerie units operating in the same countries and in many places in the same post locations. The Team also stressed to him the need to know the details of French planning in this same area in order that realistic US planning might be initiated for FY 1962 programs which would not conflict with French assistance. The same approach was made the following day to the Ministry of Cooperation when the Team met with Yves Pinault and Michel Barbier, of that Ministry, as a result of an appointment made by Mr. Sauvagnargues.

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This meeting opened in Mr. Pinault's office who raised questions as to language problems which would be faced by American technicians seeking to assist the French-speaking police officials in the former French colonies, as well as American unfamiliarity with the French police system in effect in the African states. It appeared that the French were desirous of limiting U.S. police assistance to the furnishing of equipment without due regard to the expressed desires of the governments concerned for both U.S. technicians and U.S. training for their police. The discussion entered police fields too technical to Mr. Pinault's comprehension, and the meeting was moved to Mr. Barbier's office. The latter was more familiar with French planning in the public safety field.

Mr. Barbier told the Survey Team that between its first and second visit, to Paris, French planning to furnish police assistance to requesting nations of the former French Community States had crystalized. He said an agency to supervise French assistance to police was at that moment being formed on the basis of a decree which he estimated would be issued within two weeks under the joint sponsorship of the French Ministries of Foreign Affairs, Cooperation, Interior and Finance. The agency would be established in the Ministry of Interior, he said, and would be called the "Service of International Technical Cooperation in Police Matters" (Service de Cooperation Technique Internationale en Metiers du Police). The agency would be prepared, he said, to send French police advisors, training instructors, and equipment to requesting nations, and further would train some African police officers in the French police school at St. Cyr Mont d'Or (Rhône). At the moment, Barbier said, only the new Republic of

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Malagasie had submitted a specific request for such French police assistance, but he anticipated that by November, 1961, programs of assistance would be developed with all the former Community States.

Barbier frankly told the Survey Team that the new agency would take the place of the French intelligence arm, known as the Service d'Exterieur de la Communauté which for several years has placed its representatives in French embassies of the Community States to provide a means of obtaining needed information of a political nature requested by the newly emerging nations. He explained that French planning encompassed changing of faces in the field forces of the Service d'Exterieur, so as to eliminate those associated with the colonial era, and to replace them with new people with a fresh approach of "technical advisors". The same personnel who directed operations of the Service d'Exterieur, however, would be retained to lead the new service. M. Mauriat who had served as the Acting Director of the old service will be retained as Director of the new one, he said, and he hoped that the Survey Team would be able to remain in Paris for another week in order that it might meet with Mr. Mauriat who was at that time on vacation.

The Team impressed upon Mr. Barbier the need to know more details concerning French assistance to the Entente States and asked that such information be made available to the United States through Mr. Bovey in the Paris Embassy. Mr. Barbier agreed to the need for close coordination of French-American efforts, and said he would arrange for liaison on this matter between Mr. Mauriat and Mr. Bovey upon Mauriat's return to Paris. He emphasized, however, that he did not anticipate any depth of details until November. A summary of

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the Paris talks on this occasion was sent to Washington in the Paris Embassy's Dispatch A-110 of July 22. The Team returned to Washington July 20.

Readers of the attached Survey Reports are reminded of the time limitation posed to the Survey Team by the requirement to complete all of them as well as the Paris talks within the allotted 8-week period. Consequently, all information which might have been desired was not fully developed. The reports only reflect summaries of information which could be extracted during the short period available in each country from officials generally unprepared to furnish the detailed data usually incorporated in a complete police survey.

Police executives of the newly independent nations were found to be generally so preoccupied with day to day requirements for police action that they had not found time to either look back at past activities nor forward at what could reasonably be expected to happen. In fact, most were desperately trying to keep abreast of momentary activities let alone planning realistically for the future. This was especially true of the newly appointed Africans suddenly elevated to top positions from lower level responsibilities. The remaining French were generally preoccupied with fears of the "disasters" about to occur when their guiding hands were removed, or what position they would find themselves in when they were re-integrated into their own service in France. Too, their motivation for police performance stemmed from French objectives not necessarily consistent with the needs of the independent nations they are now serving.

It became apparent to the Survey Team that one of the first and most important activities in which US technicians should engage, if the Team's recommendations are implemented, will be to focus attention on the need for orderly planning, to (1) better define the police missions and (2) to better determine

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the organization and strength required to carry them out. A determination to make changes in the police organization was prevalent in all the countries visited, but no definitive planning has been accomplished anywhere to arrive at the proper organization, shape and strength to efficiently fulfill the need for police services. To arrive at an acceptable solution to this problem, basic police statistics reflecting the volume and nature of crime over a period of time will be required, and local police leaders must first be educated to the need for such statistics and the methods best designed to achieve them.

If American police technicians can guide the new African police chiefs along the paths of orderly planning, many of the weaknesses in their present police operations of which they have not become aware will become apparent and make corrective action obvious or at least easier to assess - and this in itself will be no small achievement.

ATTACHMENTS:

Survey Reports on the Police Services of Upper Volta, Niger,  
Dahomey and Togo

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II

POLICE

OF THE

REPUBLIC OF UPPER VOLTA

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II

POLICE OF THE REPUBLIC OF UPPER VOLTA

Police service in the Republic of Upper Volta is a responsibility of and administered under the policy guidance of the Minister of Interior. To enable him to carry out his responsibility in this field he has at his disposal the services of 1,325 police personnel assigned in four police agencies under his direct control. (See Figure 1.) These are:

a) The Surete, a plain-clothes organization with a headquarters in the capital city of Ouagadougou, a Mobile Brigade for police operations in the Eastern Sector of the country also headquartered in Ouagadougou, and a second Mobile Brigade for the Western Sector stationed in Bobo-Dioulasso. Total personnel numbers 65.

b) The Urban Police, (Police Urbaine) a uniformed force for the maintenance of order in the two largest cities of the country with approximately 220 personnel assigned in Commissariats located in Ouagadougou and Bobo-Dioulasso.

c) The Company of Republican Security (Compagnie Republicaine Securete), a uniformed reserve force of 165 personnel stationed in Ouagadougou, but subject to service anywhere in the nation according to need.

d) The Republican Guard (Garde Republicaine), a quasi-military force of 887 personnel, with an administrative headquarters and training center at Ouagadougou, and detachments of 2 to 28 men assigned to administrative officials in 39 cercles (corresponds to provinces), 16 sub-divisions (administrative level below cercles), and 26 administrative posts (lowest administrative level).

The policing function also derives benefit from the presence in Upper Volta of a force of French Gendarmerie furnished to the Republic of Upper Volta by the French Government. This force (of unknown strength since it did not come

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POLICE SERVICES OF UPPER VOLTA

AS OF JUNE 1, 1960

Total: 1325 Personnel  
Unit Personnel shown  
in parenthesis

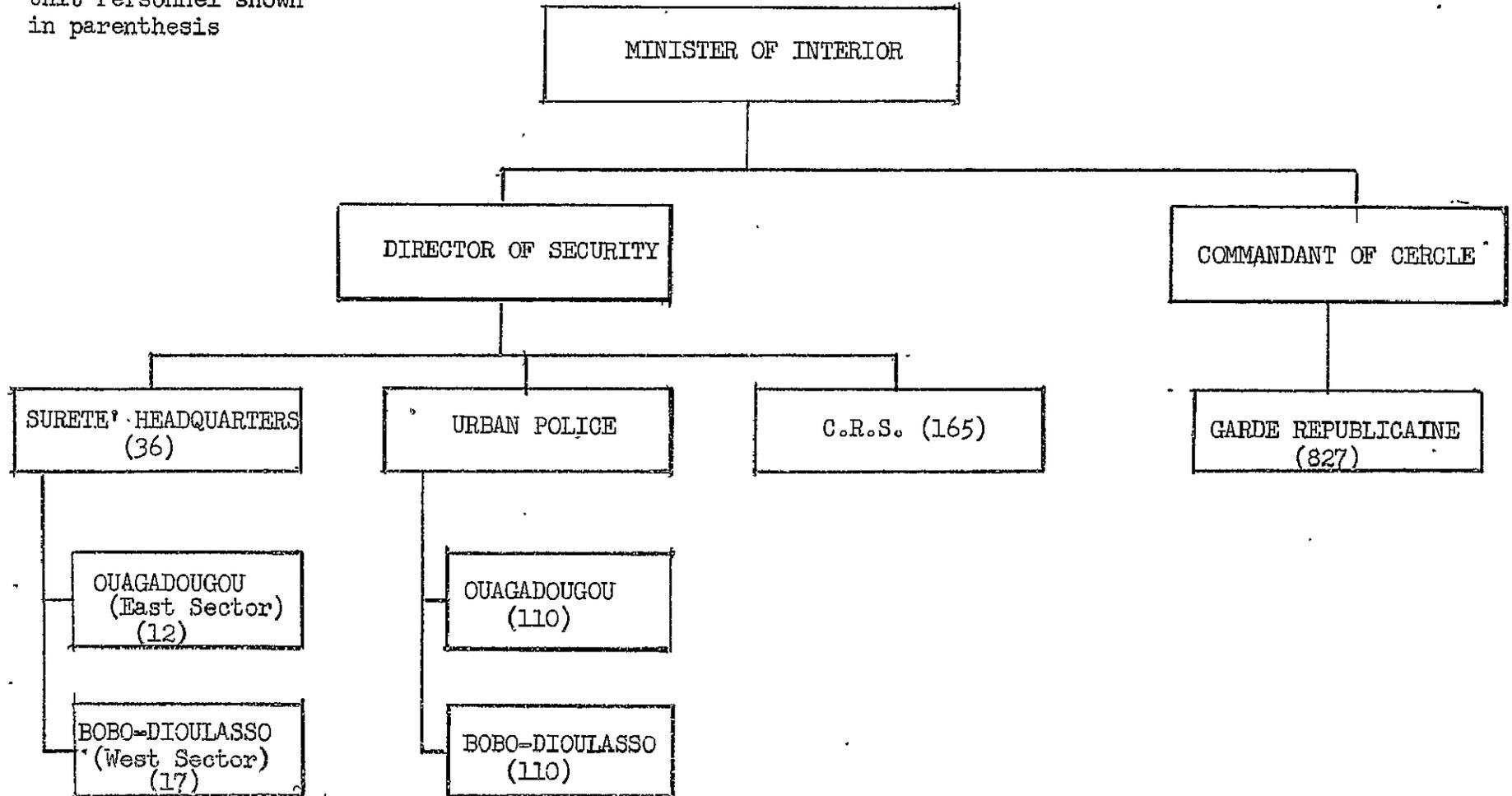
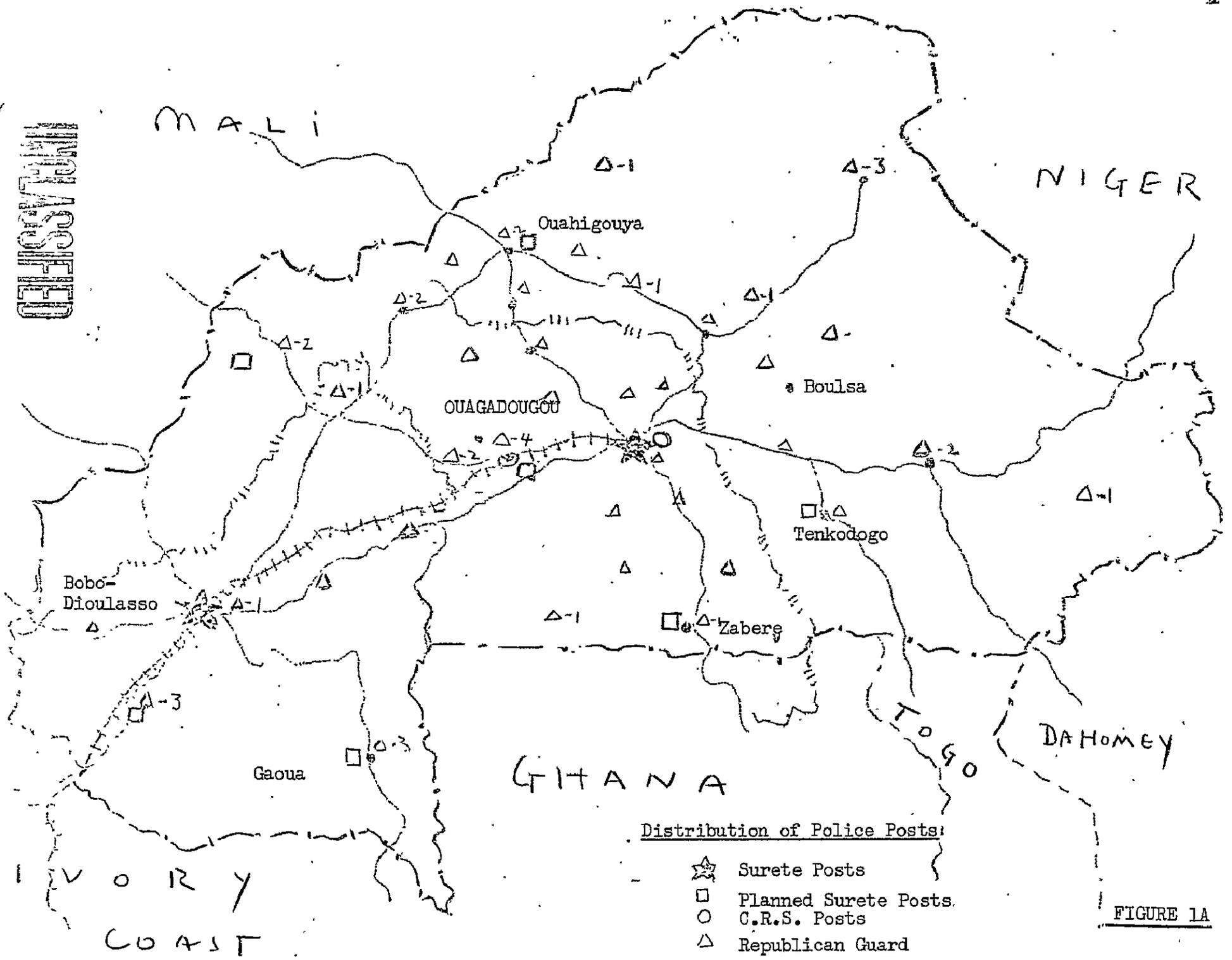


FIGURE 1

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Distribution of Police Posts:

- ★ Surete Posts
- Planned Surete Posts.
- C.R.S. Posts
- △ Republican Guard

FIGURE 1A

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within the purview of this survey) patrols highways and performs police functions in the rural area. In the absence of a military force, the Gendarmerie has been placed under the Minister of National Defense as an interim measure pending the establishment of an Upper Volta army. It is staffed at the top by officers and non-coms, and salaries of all personnel in this service, whether French nationals or Africans, are paid by the French Government.

A plan is currently under study by the government of the Upper Volta to create a military force. The plan provides that when such a force is established, the Gendarmerie and the Republican Guard will be unified in a single police force. The unified force will be Africanized gradually as competency of Africans can be improved to the point where they will be able to assume positions now being filled by French Nationals. It will revert to the control of the Minister of Interior.

Africanization of the other police services has proceeded more rapidly. French nationals serving in command positions within the Surete, the Urban Police, the Company of Republican Security (C.R.S.) and the Republican Guard, which numbered 37 at the beginning of 1961, had been reduced at the time of this survey (June, 1961) to one each in the Surete and Urban Police. It was said that all of them will be returned to France by August, 1961.

To coordinate the activities of the Surete, the Urban Police and the C.R.S., there is a Director of Sécurité. This office formerly was filled by a French police official, but on January 30, 1961, the Minister of Interior replaced him with Commissaire Michel Compaore, an Upper Voltan who had been trained by the French both on the job in Ouagadougou, and in the former Federal Police School

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maintained at Dakar by the French Government for African police personnel from its African colonies. Commissaire Compaore concurrently is the Director of the Surete. At the same time that he took office, the Minister of Interior also replaced French commanders of the Urban Police and the C.R.S. with Upper Voltans who had been serving at lower levels in the same organizations. Thus Commissaire Louis Nongana became Chief of the Urban Police at Ouagadougou, and Captain Arzouma Oudreyago became commandant of the C.R.S. (See Photograph, Figure 2.) As this survey was being conducted Lieutenant Lacanape, an Upper Voltan, was being groomed to take over as Chief of Corps of the Republican Guard when the present French Gendarme serving as commandant, Captain Lombard, completes his current tour and returns to France at the end of July.

DUTIES AND RESPONSIBILITIES OF THE POLICE SERVICES

Although considerable overlapping of responsibilities exists within the Upper Volta police services, the following description of missions performed by each generally tends to provide some distinction in the duties and responsibilities assigned to each:

a) Surete: Basically a service for the purpose of investigating crimes and apprehending criminals, but within this general framework conducts inquiries into any and everything of interest to the Government, especially those matters of a political nature. In the absence of any other agency for the purpose, it also performs functions relating to internal and foreign intelligence. It attempts to maintain some semblance of control of foreigners within the country. It issues Identity Cards to resident citizens and foreigners residing in the country other than those attached to diplomatic representations of other governments. It controls visas issued to foreigners visiting the Upper Volta, and maintains control

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Photo showing police personalities in Upper Volta:  
(made on occasion of ceremony when new Director of Security took command  
of forces)

At microphone: Minister of Interior Denis Yameogo

White Uniform: Chief of Cabinet (Ministry of Interior) Georges  
Ouedraogo

Others left to  
right: Director of National Security Michel Compaore  
Deputy Director: Marcel Nonguierma  
Chief of Urban Police, Ouagadougou, Commissaire  
Louis Nongana  
Commandant of CRS: Captain Oudreyago Arzouma

(In the background at left are members of the Honor Guard of the  
Republican Guard Force.)

FIGURE 2

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posts at airports.

b) The Urban Police: Performs police functions in the two largest cities usually associated with municipal police forces, such as arrest of criminals and investigation of crimes that occur within the municipal boundaries; directs traffic, investigates accidents, and maintains patrols of the streets and such gathering places as the Central Market and City Abattoir. It also maintains the City Animal Pound, performs numerous types of administrative investigations such as character checks of persons applying for arms permits, government jobs, government supply contracts, alcohol sale permits, etc., and provides a public service for the notarizing of documents pertaining to the sale of goods, animals or real estate. It also processes applications for identity cards of resident citizens preliminary to issuance by the Surete.

c) Company of Republican Security: A reserve force available to the Director of Security to provide police manpower in large numbers in case of need. It is used to back up the other civil police units in the conduct of raids, to suppress riots, to control all sorts of demonstrations and crowd disturbances. Its personnel perform mixed patrols at night in Ouagadougou with the Urban Police, and on occasion its personnel is used to guard the route traversed by the President and visiting VIP's. It also provides a small but select group who serve in plain clothes at the Presidential Palace in guarding the President, - it is supposed to be a "secret force".

d) Republican Guard: Maintenance of order and public security in the provinces is a responsibility of the administrative authorities in the cercles, subdivisions and administrative posts, and the Republican Guard provides the police personnel for this purpose. They provide protection to the administrative

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officials assigned in these rural areas, and provide the authority believed necessary for the enforcement of the administrators' edicts. They collect taxes or accompany other officials in the performance of this function if trouble is anticipated. Its personnel have no authority of arrest, unless an offense is committed in their presence, but they are used by both the Gendarmerie and the Surete to provide additional manpower in the execution of their responsibilities in the rural areas. A detachment is barracked at the Presidential Palace for the protection of the Palace.

e) Gendarmerie: In rural areas performs all types of police functions, including investigations of crimes, apprehension of criminals, manning of border posts or other entry points, patrols highways, controls traffic, investigates vehicle accidents, gathers intelligence and political information of interest to both the local and French governments, counters rural banditry. It also provides a motorcycle escort for the President, and visiting dignitaries from other nations.

With the exception of the C.R.S., all of the Upper Voltan police services were established during the days when Upper Volta was a part of the French colonial area of West Africa. The C.R.S. was organized in September 1960 (within a month after it obtained its full independence) in order to provide the government with a police element more responsive to the needs of the newly independent government as opposed to the other police services, then commanded by French nationals and thought to be serving more the objectives of the French government.

The penal code in existence now in the Upper Volta is the French penal code which was enforced throughout the former colonies of French West Africa, and regulations and other statutes being enforced by the police are basically the directives and edicts issued by the former French High Commissioner to enable him to

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exert control over the populace of the colony. Examination is under way of these laws and directives to determine applicability and desirability in the light of the needs of an independent nation, and a new penal code is expected to result from this study.

ORGANIZATION OF THE SURETE

The Surete (See Figure 3) is headquartered in Ouagadougou under the command of the Director of Surete Commissaire Michel Compaore (currently serving also as Director of Security under Minister of Interior Denis Yameogo at the time of this survey). He is assisted by a Deputy Director, who also has the police rank of Commissaire. Marcel Nonguerma held the position at the time of this survey. Direct supervision of staff sections in the headquarters is divided between the Director and the Deputy Director as follows:

a) Director supervises all intelligence type functions carried out under the sections for Labor Unions, Political Organizations, and Immigration and Emigration. He also supervises the Mobile Brigades at Ouagadougou and Bobo-Dioulasso, as well as the airport post at each place.

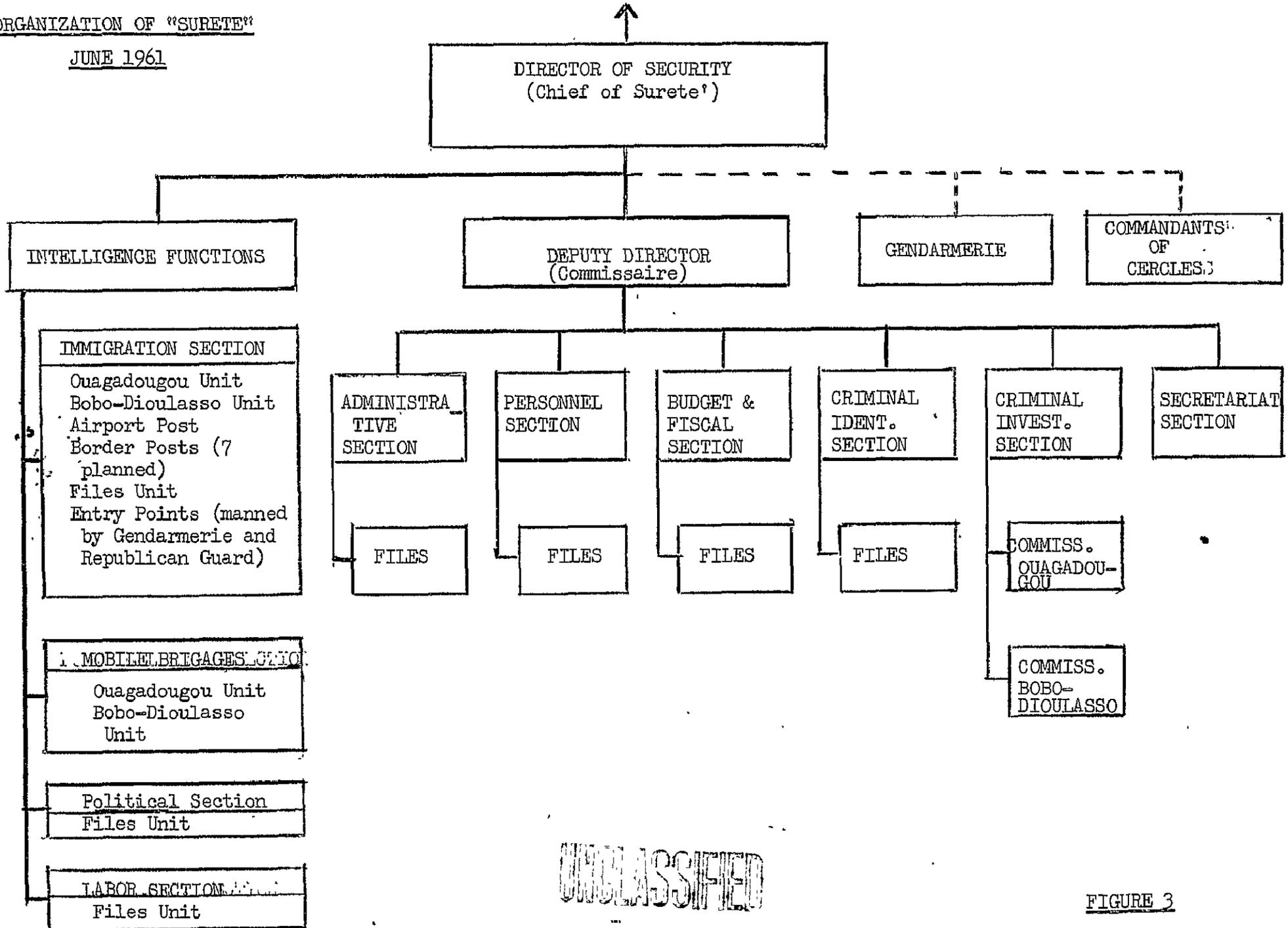
b) Deputy Director has charge of the Criminal Investigation (Judiciary Police) work of the Surete which includes the Criminal Identification Section, plus Administrative Section, Personnel Section, and Budget and Fiscal Section.

The foregoing division of staff functions is more or less theoretical and applicable only to routine matters. In practice this delineation breaks down and anybody desiring it has direct access to the Director. Director Compaore has risen rapidly within the past year from the relatively low level position of Inspector in the Police Urbain of Ouagadougou to the post of Chief of the

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ORGANIZATION OF "SURETE"

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FIGURE 3

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Central Commissariat of Ouagadougou in July 1960, and to the position of Director of Security by January 30, 1961. He admits the task of administering and coordinating the diversified police functions now charged to his responsibility is greater than he anticipated and he recognizes the need for training in techniques of police administration, command and supervision. He expressed a desire for American training for himself in these functions.

1. Labor Union Section: This unit attempts through informants to keep abreast of activities, planning, leadership, personalities, and movements within the seven existing labor unions now in the Upper Volta as follows:

- UGTAN - Union Generale des Travailleurs Afriques Noires.
- CATC - Confederation Africaine des Travailleurs Croyants
- CASL - Confederation Africaine des Syndicates Libres
- FO - Forces Ouvriers
- UNSTHV - Union Nationale des Syndicats des Travailleurs de Haute Volta.
- CISL - Confederation Internationale des Syndicats Libres
- UNT - Union Nationale des Travailleurs

All of the unions with the exception of UNT are said to be infiltrated by Communist bloc enthusiasts and in many cases activities are directed and in some measure financed by bloc connections controlled in the West Africa area from Conakry, Guinea. The UNT is said to be a purely Voltaic union and maintain itself with the support and sponsorship of the present Yameogo government.

2. Political Organization Section: Working through informants also, this section attempts to be aware of the activities, splinter movements, and personalities in the RDA (Rassemblement Democratique Africaine), the single political

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party in existence in Upper Volta. This is the Upper Volta branch of the party of the same name which exists in many of the present states of former French West Africa.

This section also is involved in gathering information and making reports on tribal groups and their leaders, cultures, associations and movements that manifest themselves among the population. Tribes include the Mossi (1,700,000) centered around Ouagadougou; the Bobo (275,000) who inhabit the four districts of Bobo-Dioulasso, Dedougou, Oradara, and Banfora; the Gourounsi (180,000) in the districts of Koudougou (home province of the Yameogo family prominent in the present Upper Volta government) and Leo; the Lobi (100,000) who live in the districts of Gacoua and Diebougou; the Mande (230,000) who have spread over much of Upper Volta and are also found in Guinea, Mali and the northern part of the Ivory Coast, all neighboring countries of the Upper Volta; the Hausa who inhabit the border areas with the Republic of Niger; the Peuls (200,000) a semi-nomadic race of shepherds who guard the cattle of the sedentary population of the entire country; and an unknown number of fierce Touaregs principally in the district of Dori.

While not entirely free themselves of the superstitions engendered by "ju-ju", or black magic practices common to most of the tribal groups, the Political Section of the Surete does seek to be aware of political chicanery carried out under the cloak of "ju-ju", said to have powerful influence over even the higher education level of government functionaries today.

3. Emigration and Immigration Section: This unit of one inspector and three agents in the Surete Headquarters is charged with the control of foreigners

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through the issuance of visas to all foreigners seeking entry into the country. Information is gathered on the movements of foreigners within the country and Upper Volta citizens outside the country. It supervises the airport posts at Ouagadougou and Bobo-Dioulasso, the two airports in Upper Volta authorized to receive international flights. It also receives reports from Gendarmerie and Republican Guard personnel who man entry points along the borders of Upper Volta, as well as the administrative chiefs of cercles, sub-divisions and administrative posts who are required by the Minister of Interior to submit reports on the movements of foreigners within their jurisdictions.

4. Mobile Brigades: While not a staff section, the two units of Mobile Brigades at Ouagadougou and Bobo-Dioulasso are directly under the supervision of the Director of the Surete, and are part of the Surete headquarters. One Commissaire, 2 inspectors and 9 agents make up the Ouagadougou Brigade, while the one at Bobo-Dioulasso is composed of one Commissaire, 2 inspectors and 14 agents. While they do make searches for criminals who escape arrests by other police services upon request, or upon instructions of the Director of the Surete, their primary responsibility involves the collection of information from informants, and the running of surveillances for the purpose of observing political, labor and foreigner activities. Much of the operational work of the entire Surete falls upon the personnel of these two brigades.

New Border Posts and Mobile Brigades Planned: To increase the capability of the Surete to carry out its responsibilities in the fields of labor, political, and foreigner activities, and to enable it to conduct a tighter control of border crossings from neighboring countries, plans have been made and funds pledged by the Government to permit the activation of six new border posts at

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Ouahigouya and Nouna facing the Mali Republic; at Banfora on the Ivory Coast border; at Gaoua, a crossroads facing both the Ivory Coast and Ghana; at Po on the Ghana border, and at Tenkodogo which straddles the principal highway linking Upper Volta and Togo. A new post is to be established also at Koudougou, on the rail line which links Upper Volta to the Ivory Coast and its nearest port at Abidjan. (The fact that the Yameogo family comes from Koudougou possibly was an influential factor in the selection of this place for a new Surete post also.)

Each of the new posts will be manned by 12 police - one Commissaire, one inspector and 10 agents, - thus requiring 84 additional personnel and annual costs of approximately 30,000,000 CFA francs for salaries, material and other costs. Funds to establish the new posts had been allocated in the 1961 fiscal year budget, but a late decision to open an Upper Volta Embassy in Washington, D.C., after the 1961 Budget was fixed, led to a conversion of the police fund of thirty million CFA francs to the Foreign Ministry in order that it would have the money required to open its Washington Embassy. The Survey Team was told that a sum sufficient to enable the Surete to operate the new posts for the rest of the year would be restored to the police budget by October, 1961. Continuing costs of the new posts will be established in the Surete's budget annually thereafter, it was said.

5. Administrative Section: This unit, which includes a female French National employed by the Surete, handles the routing of all incoming and outgoing correspondence and has attached to it a Secretariat which is responsible for typing and filing of correspondence as well as various reports not typed in other

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units. Metal desks, typewriters, safes and other office fixtures appeared in good condition and adequate for the volume of work being performed. The unit also possesses a new Thermo-Fax machine, and supplies for its operation are available locally in Ouagadougou.

6. Personnel Section: In charge of recruiting, promotions, punishments, and vacations of Surete personnel. Maintains files on all personnel.

At the time of the survey, the Surete was authorized 268 persons in police ranks and 17 civilian employees (these totals included, however, personnel in the Urban Police of Ouagadougou and Bobo-Dioulasso), as follows:

Deputy Police Officer	1	
Inspector Functionary	1	
Inspector of Police	9	
Assistant Police	12	
Agents (patrolmen)	237	
Contractual Agent	4	
Bureau Agent	<u>4</u>	
TOTAL POLICE		268
Secretary-Stenographer-Typist	6	
Auxiliary Typist	1	
Office Clerk	4	
Sweeper	1	
Auxiliary Chauffeur	<u>5</u>	
TOTAL CIVILIANS		<u>17</u>
TOTAL SURETE EMPLOYEES		285

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Salary and allowance costs for the above numbered personnel for Fiscal Year 1961 (fiscal and calendar years are identical) totalled 13,000,000 CFA francs which is approximately \$52,000 at the exchange rate of 245 CFA francs to \$1.00. This represents an increase of some 4,000,000 CFA francs over the FY 1960 Surete budget, and resulted from the program of Africanization being undertaken by the Minister of Interior. Through this program the Government of the Upper Volta became responsible for the higher salaries of top police officials who were appointed to take the places of police personnel formerly furnished by the French Government, and whose salaries were paid by the French. The increased budget cost for salaries also partly resulted from promotions which came about when the former low-ranking Africans of the Upper Volta police services were elevated to top paying positions.

Five officers of the Surete are holding positions normally ranked for Commissaires, and while they have a "courtesy title" as such, their actual civil service grades fall in the lower categories of Deputy Police Officer or Inspector of Police. This group includes the Director of Security Compore, his Deputy, and the Chiefs of the Ouagadougou and Bobo-Dioulasso Urban Police.

A new police grade entiteled "Guardian of the Peace" is being established in the Surete and the Urban Police organizations. It will have a higher salary than the present grade of Agent. Eligibility for this new rank may be attained through (1) completion of a training course established for new recruits, or (2) passing a special examination to be administered to in-service personnel. The new rank is part of a program to increase efficiency and performance in the lower ranks of the police service. All of the present African personnel in the

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police service were recruited among ex-servicemen who had served in the French military forces. It was said that many of them could neither read nor write, and as a result, the general level of personnel is of a rather poor quality not susceptible of training. New recruiting standards recently adopted provide that recruits must possess a primary school certificate which is awarded after completion of six years of school. They also must pass a physical examination, as well as written entrance tests, and be not less than 1 meter 65 centimeters (approx. 5 feet 5 inches) in height.

7. Budget and Fiscal Section: This is a basic accounting unit responsible for control of funds allocated to the Surete and in the execution of this function also controls payments for supplies purchased by the service. It maintains salary cards, on all personnel reflecting basic salary and allowances applicable to each individual policeman.

Basic monthly salaries of the various police ranks in the Surete are as follows: (\$1 equals 245 CFA francs)

<u>RANKS</u>	<u>MONTHLY SALARY (CFA)</u>	<u>APPROX. DOLLAR EQUIVALENT</u>
Director	78,138	\$315.00
Deputy Director	70,696	282.00
Chief Mobile Brigade	70,696	282.00
Police Principal	25,504	102.00
Brigadier Chief	17,860	72.00
Asst. Police, 2nd Echelon	14,905	60.00
Brigadier Police 3rd Echelon	14,883	59.00
Brigadier Police, 1st Echelon	14,139	56.00
Agent, 2nd Echelon	11,163	45.00

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Civilian employees of the Surete have the following grades and basic monthly salaries:

<u>RANKS</u>	<u>MONTHLY SALARY (CFA)</u>	<u>APPROX. DOLLAR EQUIVALENT</u>
Secretary, 2nd Echelon	35,700	\$143.00
Agent Bureau, 2nd Echelon	15,628	63.00
Agent, 3rd Echelon	14,883	59.00
Typist	11,760	47.00
Chauffeur, Class A	9,533	37.00
Chauffeur, Class Limited	8,881	35.00
Sweeper	6,067	25.00

All employees whether of police rank or civilian category are entitled to various monthly allowances, including (1) Family Allowance of 2,500 francs per child not to exceed 6 in number; (2) residence allowance approximating 10% of base salary; (3) maximum overtime allowance of 7,500 francs; (4) police risk, 3,700 francs; social security adjustment approximating 3% of base salary; and a uniform allowance of 180 francs. Income tax rated at 5% of basic salary and allowances is withheld monthly from the sum paid each employee, police and civilian.

The spread in basic salaries from Director at \$315. per month down to the lowest policeman at \$45 per month is perhaps abnormally great, by comparison with average spread between the top man and the lowest in an American police organization. The Upper Volta police director is paid a little more than seven (7) times the salary of the lowest police rank. The Upper Volta police salaries, however,

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follow the pattern established for all government civil service employees there, in which each government position is graded in a common scale applicable to employees performing equivalent work in all government offices. Allowances applicable to police are identical with allowances established for other government employees, except for the risk allowance which is paid only to policemen.

The 1961 Surete budget for material, services and supplies establishes 13,750,000 CFA francs (about \$55,000) to cover projected costs of office furniture, typewriters, calculators, tape recorder, printing, telephone service, water, electricity, uniforms, maintenance and repair of vehicles, gasoline, oil, purchase of 245 French pistols with ammunition, and to equip a small photo lab. Six per cent (6%) of this sum has been held back by the Ministry of Finance to provide an emergency fund in case of need, however; this provision is applicable to the entire government budget. It has resulted in the temporary impounding of 825,000 CFA francs and many of the planned purchases (including the photo lab equipment) have not been made.

POLICE TRAINING

The first recruit training school to be held in the Upper Volta police system was in progress at the time of the survey under the direction of the former French Director of Security (Commissaire Valtier) who was scheduled to return to France at the end of July. Sixty recruits were in the six months' basic police course. The Team did not visit the school in Ouagadougou and the course content was not examined. The Team was told that it consisted of approximately 60% police subjects and 40% military type subjects primarily intended to establish discipline in the school.

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Similar training is expected to continue, along with some in-service type instruction for those already on the police payroll, when instructors can be developed to administer the training courses.

Four (4) police inspectors are also enrolled in the National School of Administration where the only course related to police matters is that in law; however, it was expected that the administration of the police services would be improved as a result of the training being obtained by these four men.

All those temporarily serving as Commissaires have benefitted from one year's training, administered in two six-months' courses, at the former French Federal Police School at Dakar. In addition, a number have completed the six months' course at Dakar for police inspectors, and others have undergone the course there for Police Agents, likewise a six months' course. In all, 108 of the present Upper Volta police personnel have been trained at the Dakar school.

In response to questions raised by the Survey Team, it was said that the Dakar school is still in existence but now is limited exclusively to police personnel of Senegal. The Upper Volta police officials said they did not desire to send their personnel now to Dakar, but preferred to maintain their own police training establishment, although it was said that some outside assistance would be required to help them staff the school. American police advisors were specifically requested for this purpose.

#### POLICE COMMUNICATIONS

All communications between the police headquarters in Ouagadougou and the outlying posts are presently handled by public telephone and telegraph circuits of the Ministry of Posts, Telephone and Telegraph (PTT). (See Figures 4 and 5)

# RÉSEAU RADIOÉLECTRIQUE ACTUEL

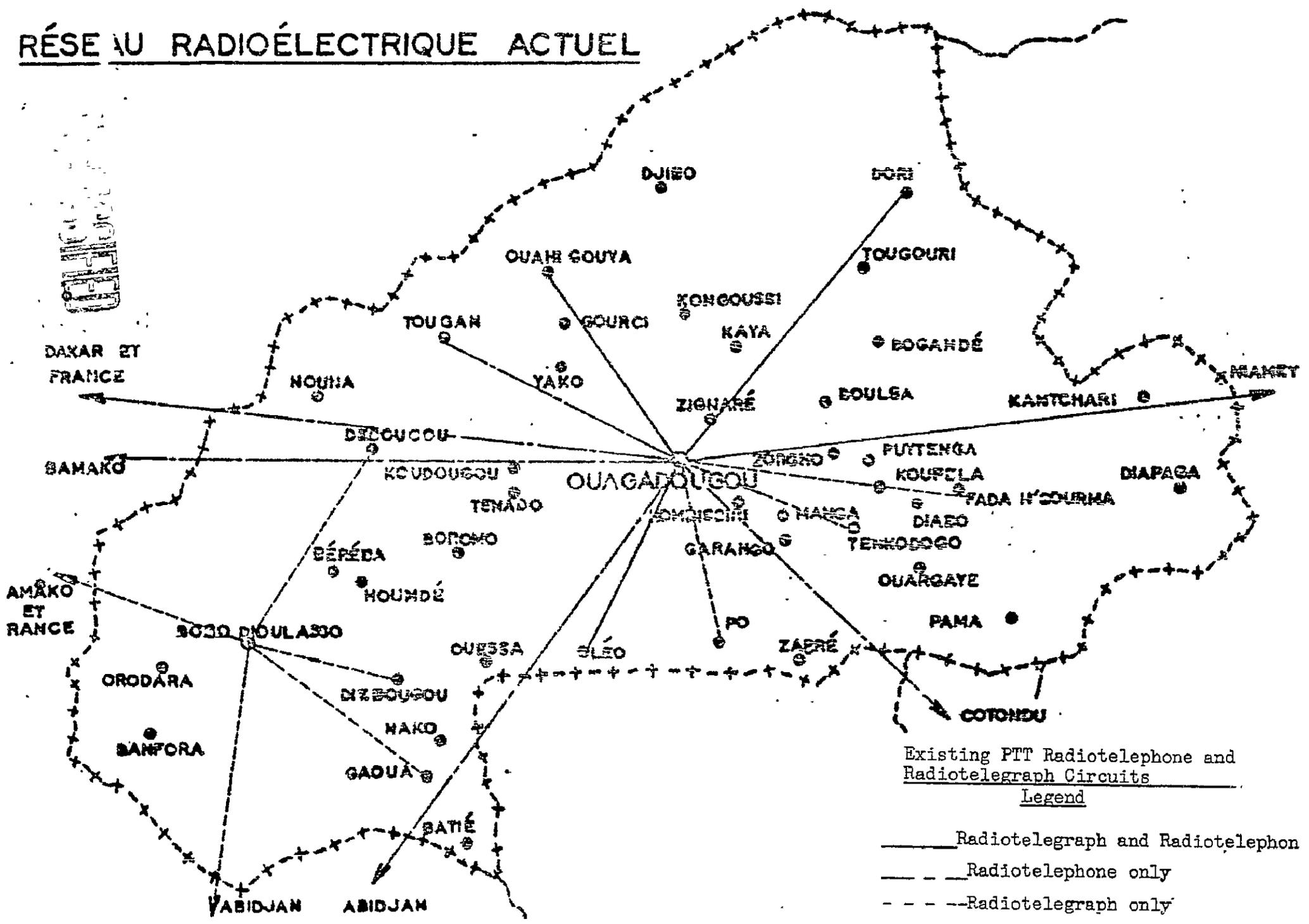
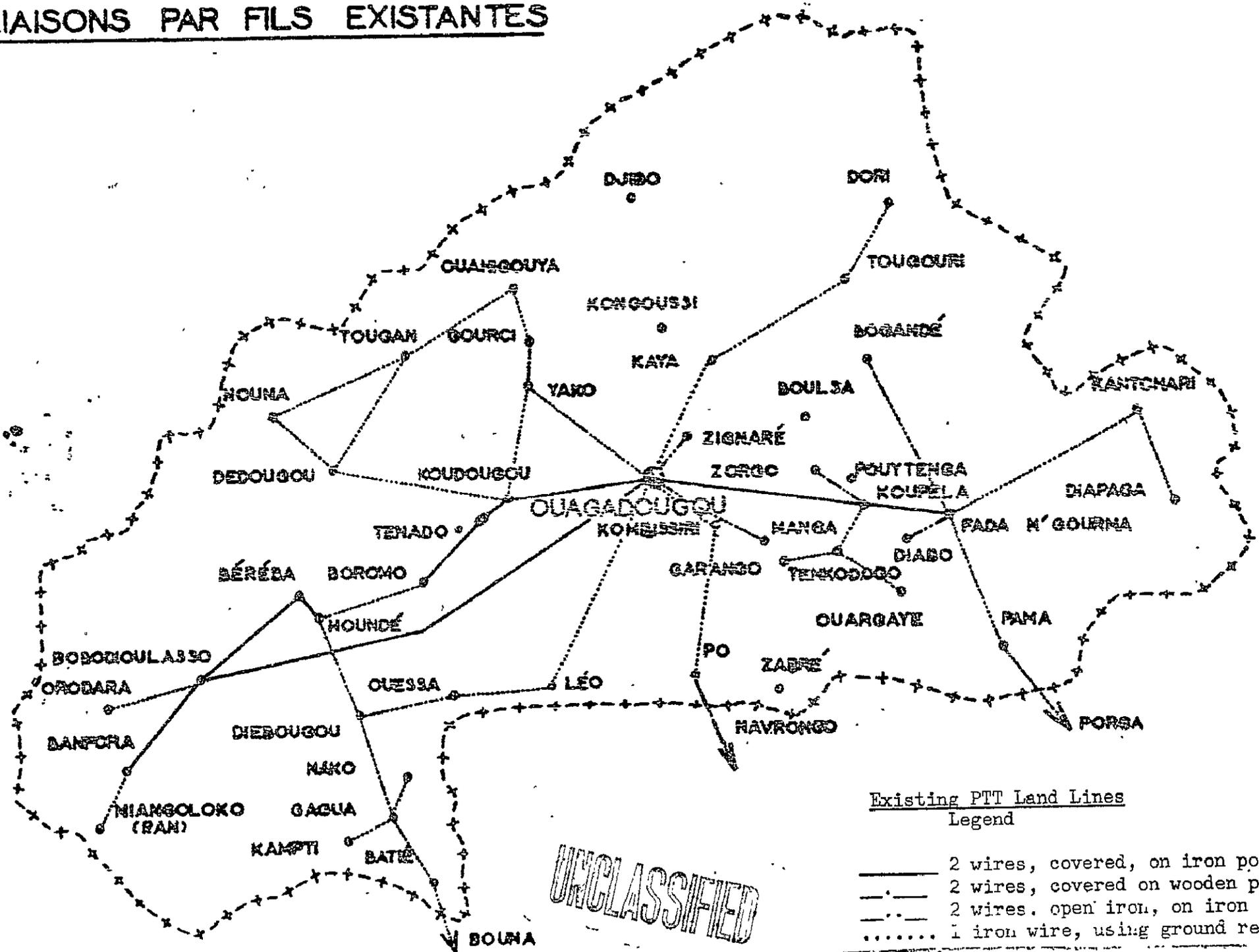


FIGURE 4

LIAISONS PAR FILS EXISTANTES



Existing PTT Land Lines  
Legend

- 2 wires, covered, on iron poles
- - - - 2 wires, covered on wooden poles
- ..... 2 wires, open iron, on iron poles
- . - . 1 iron wire, using ground return

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FIGURE 5

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Some of these circuits utilize radio equipment but for the most part the PTT relies on open unshielded iron wire, strung on pole, between points. These pole line circuits are extremely noisy, it was said, often are inoperative due to many reasons but especially in the rainy seasons (There are two rainy seasons annually.) and are generally undependable. For this reason most police messages are transmitted by telegraph, and by couriers. The entire PTT system, however, is limited by the working hours of operators, and PTT offices generally close down at night, so that many important police messages are delayed until the following day in transmission.

Four mobile transceivers and one fixed transceiver (single sideband) high frequency radio sets have been delivered to the Surete headquarters in Ouâgadougou on the order of the former French Director of Security, but they have remained in their packing crates in the police headquarters due to (1) no money in the budget to pay the purchase price of 1,600,000 CFA francs (about \$6,400) and (2) lack of personnel with knowledge of how to install, operate and maintain them. All of the equipment was delivered by the French manufacturer, "Compagnie Generale de Telegraphie sans Fils" - the mobile sets are known as Model MF-763A, and the fixed set is Model MF-760A.

The French Gendarmerie was said to have its own communications system (by means of radio) linking its headquarters in Ouagadougou to all its outlying posts. The other Africanized services, however, do not use it or even ask to use it for the transmission of their messages (even if the French would make it available for this purpose which was doubted) because they do not wish the Gendarmerie to be aware of information they develop, or in what activities they

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are engaging. As Commissaire Compaore put, "We would have no secrecy at all and we would find the French attempting to counter us at every turn."

Such equipment as might be furnished by the United States should be compatible with the present Gendarmerie radio equipment because of the possibility that the Gendarmerie network may later be turned over to the unified Gendarmerie-Republican Guard force, as is presently being planned (see Page 40, Communications of the Republican Guard). All the Upper Volta police services could then use a common radio system, jointly staffed and maintained.

The police desire and asked U.S. assistance in establishing their own police radio network to link their headquarters in Ouagadougou with Bobo-Dioulasso and the new border posts to be established later this year. They admitted they have no personnel familiar with the operations or maintenance of such equipment, and further that such a venture would require a long-term training effort on the part of the United States. It was said, however, that special civilian personnel, with higher education than the average police graded employee, could be hired to take the training if American assistance could be obtained in conducting the training and furnishing the equipment. Limited amounts of mobile equipment would also be required to permit communication between the headquarters and the mobile brigades when they were conducting field operations.

#### CRIMINAL IDENTIFICATION AND RECORDS

The Survey Team examined the criminal identification and records system in use in the Surete. Fingerprint files and dossiers on criminals are maintained in a separate building in the Surete compound, to the rear of the main building.

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This office is headed by Maurice Bouamba, Chief of Criminal Identification. Eight employees, all of whom were said to be able to classify fingerprint cards, work under this supervision. They were trained on-the-job by French police who have now returned to France.

Fingerprint cards are classified according to a French system (said to have been incorporated in the well-known French Bertillon system of criminal identification which is based primarily on measurements of the body including certain bone structures). In this system six fingerprint types are recognized and numbered from one to six. A number corresponding to the type fingerprint on each of the ten fingers of right and left hands, is inscribed on each card in the form of a fraction, such as  $\frac{11341}{12566}$ . Cards are filed according to the classification thus assigned.

In this system the number 1 represents a loop pattern slated left

2	"	a loop pattern, slanted right.
3	"	a plain whorl pattern.
4	"	a double loop pattern.
5	"	an arch, either plain or tented.
6	"	scarred patterns or patterns not classifiable in the above categories.

Some extension of the primary classification described above is possible, and at times (though infrequently) used by counting ridges from the delta to the core in loop patterns, or from the left delta to the top of the innermost whorl ridge in plain whorls, and inscribing the ridge count thus derived underneath the primary classification numbers. An examination of the files showed a most unwieldy bulk of fingerprint cards behind each divider, however, and a desire to learn a better classification system (specifically the almost universally used Henry system of fingerprint classification) was expressed by Mr. Bouamba, the

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identification chief. (See Figure 6)

Fingerprint cards are filed vertically in ancient wooden cabinets, the drawers of which stick and fail to slide frequently in wet weather (about six months of each year).

Dossiers on criminals (or others who may have been fingerprinted) are maintained in this same office in wooden bins mounted along the walls of one room. The dossiers contain various pieces of information, typed or handwritten, and are numbered consecutively upward from one also. Each folder contains approximately 50 dossiers.

Photo of criminals formerly were made in the identification bureau and developed in a small lab attached to it. Equipment in the lab for developing negatives and prints appeared in good condition, although meager compared to the needs of a lab serving the entire police organization. Only one camera is possessed by the entire Surete service - a Rolleiflex - however, this was inoperative at the time of the survey and in need of repairs which could not be obtained in Upper Volta. Consequently, no photo work was being accomplished.

Names contained in the 26,296 dossiers on file at the time of the survey are indexed on 3 x 5 cards according to an aural phonetic filing system which groups names with similar sounds together. The cards reflect the individual's name, birthplace, birth date, father and mother's names, whether married or not, profession, residence address, race, fingerprint classification, dossier and photograph numbers. (Photo negatives are filed in the dossiers and one photo print is attached to the fingerprint card.) Index cards are of several different colors, but it was said this is of no significance - the printer simply delivered orders of these cards on different colored card stock according to whatever color stock he had on hand at the time the order was received.

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N° du CLICHÉ | Nom \_\_\_\_\_ | N° d'Ecrou \_\_\_\_\_  
 Prénoms \_\_\_\_\_ Surnoms : \_\_\_\_\_  
 Né le \_\_\_\_\_ à \_\_\_\_\_ Territoire \_\_\_\_\_  
 Fils de : \_\_\_\_\_ et de \_\_\_\_\_  
 Profession \_\_\_\_\_ Race \_\_\_\_\_  
 Domicile : \_\_\_\_\_  
 Situation de famille. \_\_\_\_\_

MARQUES PARTICULIERES ET CICATRICES

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Arrêté le \_\_\_\_\_ à \_\_\_\_\_  
 pour \_\_\_\_\_  
 Condamné, à \_\_\_\_\_, le \_\_\_\_\_  
 par tribunal : \_\_\_\_\_  
 de \_\_\_\_\_

Auricul. g.  Annul. g.  Madius g.  Index g.  Pouce g.

FIGURE 6A

MAIN GAUCHE      Taille : \_\_\_\_\_      MAIN DROITE

	FRONT	Arc. _____ Incl. _____ Haut. _____ Larg. _____ Part. _____	NEZ	/Racine (prof.) _____ /os. base _____ Haut. _____ Saill. _____ Long _____ Part. _____	
--	-------	--	-----	--	--

PHOTOGRAPHIE

Pouce dr.  Index dr.  Madius dr.  Annul. dr.  Auricul. dr.

Dressé à \_\_\_\_\_ le \_\_\_\_\_ par M. \_\_\_\_\_

FIGURE 6B

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Nom : .....  
Prénoms : .....  
Lieu de naiss. : .....  
Date : .....  
Fils de : .....  
et de : .....  
Situat. de famille : .....  
Profession : .....  
Domicile : .....  
Race : .....

No du dossier : .....

F. D. 

--	--	--	--	--	--

No du cliché : .....

FIGURE 7

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Fingerprint cards for the Entente area of French West Africa formerly were filed only in Abidjan, in the Ivory Coast, and it was not until 1947 that a fingerprint file was established in Ouagadougou. Since that time it was said that approximately two million cards have been filed in the Ouagadougou Surete files, although the exact number is unknown because only those of the arrested persons are numbered. These are filed in the same file with fingerprints of persons who were printed for various other reasons and the total number on file is unknown. It was estimated that currently 40,000 new cards enter the files each year.

Dossiers of persons figuring in political and labor inquiries conducted by the Surete are maintained in other offices of the headquarters, and indexed separately. There is no central index of names known to the police, each office maintaining its own files. In order to check a name through the files it is necessary to go from office to <sup>office to</sup> ascertain whether the name is known to any of the police elements.

The identification bureau is the action office within the Surete for the issuance of domestic and foreigners' identity cards. Applicants are required to purchase a stamp for this service from the Ministry of Finance and to present the stamps at the time they make application for the cards. Domestic identity cards cost 500 francs (CFA) while foreigners' cards cost 5,000 francs. The latter are in the form of a pocket-size booklet and space is included for periodic renewals. The office issues from 6,000 to 7,000 domestic identity cards per year, it was said.

Records of offenses committed and persons arrested are prepared in the

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police stations where the action occurs, and generally all documents are forwarded to the courts. No accounting of these factors on a nationwide basis is maintained at the Surete headquarters so that the Director has no idea of the volume and nature of crime occurring. Such statistics are considered a basic tool of police planning in most countries, but no system for compiling them has yet been initiated in Upper Volta. Director Compaore frankly said his new duties had so engrossed him that he had not yet considered any requirement for such matters. He said he would be most grateful for any assistance which would enable him to gather statistics of this nature, and he asked that the United States consider granting him this type technical aid.

Little work is done by the Surete to collect latent fingerprints at crime scenes. The value of such fingerprints is little understood, and the equipment on hand for this purpose is ancient and little understood.

No crime lab work is performed due to lack of knowledge in this field and the complete absence of any equipment to perform even simple analyses. Training and some simple equipment to start such activity was requested.

#### SURETE VEHICLES

Total vehicles complement of the Surete forces at the time of the survey was 11 for its headquarters and commissariats at Ouagadougou and Bobo-Dioulasso, while the Urban Police vehicles totalled 6 plus one motorbike, including two loaned to them by the Mayor's office of Ouagadougou. A list of the vehicles and the agencies to which they are assigned is as follows:

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<u>AGENCY</u>	<u>QUANTITY AND VEHICLE TYPE</u>	<u>CONDITION</u>
Surete Hqs., Ouagadougou	2 Peugeot 403 Station Wagons 1 Citroen 2 HP	Fair (1955 Models) Fair
Surete Commissariat, Ouagadougou	1 Peugeot 203 Sedan 1 DKW Jeep 2 Citroen 2 HP	Bad (1953 Model) Excellent (1960 good) Good
Surete Commissariat, Bobo-Dioulasso	1 Peugeot 203 Sedan 1 DKW Jeep 2 Citroen 2 HP	Old (1953 Model) Excellent (1960) Good
Urban Police, Ouagadougou	2 Citroen 1-ton Trucks 1 Peugeot 1-ton Truck 1 Peugeot 403 Station Wagon 1 Citroen 2 HP Truck (Loaned) 1 Citroen 2 HP Ambulance ("") 1 Motorbike, Moto-Becane	Fair (1958) Fair (Model?) Good (1955) Good Good Good

The Surete utilizes local commercial garages for repairs of its vehicles. Budget to cover repair costs for FY 1961 was set at 800,000 CFA francs (about \$3,200) and gasoline and oil allocation in the budget was fixed at 1,600,000 CFA francs (approximately \$6,400).

Both vehicles and budgetary support for transportation costs are excessively low in consideration of the needs of a nationwide police service. In discussing the request made to the Survey Team for additional vehicles, the Team was promised by the Minister of Interior that additional budget funds would be allocated to the police services to enable them to operate and maintain the additional vehicles requested.

In addition to commercial garages, the Surete has access also to the Central Administration, established to service all government operated vehicles. This garage is poorly equipped at the present time. However, it will be in a better position soon to provide services to the police and other agencies through

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a USOM project which will provide \$70,000 to improve the equipment of the Central Garage. This is covered in PA/PR 686-011 dated May 26, 1961. Mechanics there are familiar only with Jeeps and Dodge trucks among American cars.

Minister of Interior Yameogo also stated that in urgent cases the French-staffed garage of the Gendarmerie would be available for performing certain types of repairs, and he arranged for the Team to inspect the Gendarmerie garage. This is located in the large Gendarmerie compound in Ouagadougou. It is directed by a French non-commissioned officer, and staffed by one French mechanic and numerous African mechanics who were French trained. Equipment for performing repairs includes heavy lathes, boring machines and drills, electric testing devices, battery chargers, grease rack, as well as an ample stock of good hand tools. Spare parts for American Jeeps and Dodge vehicles, which are the basic vehicles used by the Gendarmerie, are binned separately, and a military system of stock control of the spare parts is utilized. Separate cards for each part, reflecting the number on hand at all times, are maintained. The garage director said that he could accept a limited amount of work on police vehicles, but stated that Gendarmerie work would obviously have priority in case of conflict. His mechanics are not familiar with American cars other than Jeep and Dodge, also.

American cars other than Dodge, and Ford are not known to commercial garages in Ouagadougou, it was said. There is a Jeep dealer at Abidjan, Ivory Coast, which has rail connections to Ouagadougou, who was said to stock spare parts.

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ORGANIZATION OF THE URBAN POLICE - Ouagadougou

Although considered for budgetary purposes as part of the Surete, the Urban Police at Ouagadougou and Bobo-Dioulasso are for all intents and purposes separate police services, reporting directly to the Director of Security. Figure 8 shows the organization chart of the Ouagadougou Commissariat said to be identical to the Commissariat at Bobo-Dioulasso.

All police work of the service is performed from a single police station at the present time, although two additional sub-stations are planned for 1962 when it is anticipated that building funds will be available.

The Urban Police is headed by a Chief. Commissaire Louis Nongana has held this position since he was promoted to it January 30, 1961. He has a private secretary (female) attached to his office. The station staff is divided into four sections, as follows:

a) Judiciary Police. Performs investigations and makes arrests of all crimes occurring within the municipal boundaries of Ouagadougou. This section at the time of the survey was headed by French Police Inspector Ferras, who said he was returning to France at the completion of his tour in August, and includes 12 personnel. Eight of them are assigned in an "Investigations Brigade" under the French inspector, and the African Police Inspector who was to take Ferras' place when he leaves. The personnel of this unit has authority, it was said, to go anywhere in the nation in furtherance of investigating an offense which occurred in Ouagadougou.

b) Administrative Section - Composed of nine men assigned in five sub-units: Correspondence, Administrative Investigations, Personnel and Supplies, Identity

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ORGANIZATION OF URBAN POLICE

(MUNICIPAL POLICE) at OÜAGADOUGOU

Unit Personnel Shown in  
Parenthesis

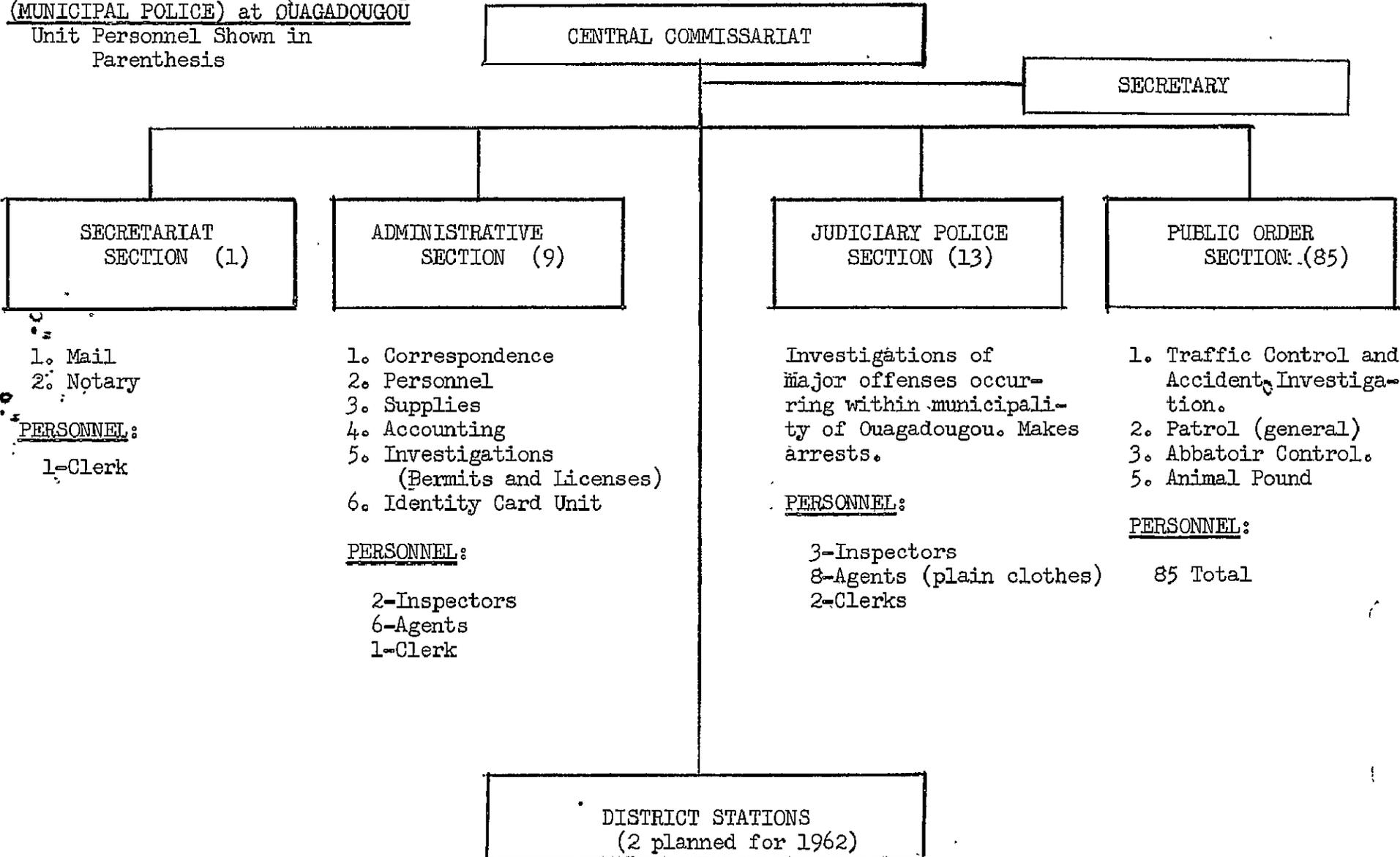


FIGURE 8

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Cards, and Accounting.

c) Secretariat - This is a one-man operation maintained from a desk in the entrance to the building for the purpose of handling incoming and outgoing correspondence routing, and the notarizing of public documents.

d) Public Order - This section has the bulk of the manpower of the Urban Police of the Capital City - 85 of the total of 110 municipal police. It performs work related to patrols of the city, traffic control, accident investigation, and maintains city's animal pound, principally for the detention of goats and cattle found on the streets. The personnel of this unit are empowered to set fines and collect them on the spot in the cases of small offenses. Fines are governed by a scale established by the Ministry of Justice according to the severity of the offense. This system includes traffic fines. Fines collected are said to be turned over to the superior officer on duty at the police headquarters, who in turn sends them to the Public Treasury of the Ministry of Finance. Theoretically all monies collected find their way into the Treasury, but it was admitted that the system lends itself to the retention of some of the collections by the police assessing the fines.

This unit is commanded by a police inspector holding the temporary rank of lieutenant of Police. He is assisted by four other Police Inspectors, each in command of a brigade of 20 men with the rank of Police Agent. One brigade is assigned exclusively to traffic control and this brigade includes two Agents who have had special training on-the-job from French police in accident investigation. The three other brigades are assigned to 8-hour tours of duty for patrols on foot and bicycle throughout the city.

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In the event of any sort of crowd disturbance this unit has primary responsibility, but can also draw on the personnel of the C.R.S. or Republican Guard for assistance. None of the personnel of the Urban Police, C.R.S., or Republican Guard has been trained in riot-control techniques, and no equipment for the purpose, such as tear-gas, is possessed by the Upper Volta police. (It was reported that the Gendarmerie at Ouagadougou does have a supply of military-type tear-gas grenades of doubtful vintage remaining on hand from former colonial days, but the government is reluctant to permit the French Gendarmerie to engage in riot control activities because of antagonisms feared from close contact or combat of French nationals with Africans. The French also, it was said, are opposed to their nationals taking part in control of any politically inspired demonstrations.)

Both the Minister of Interior and the Director of Security said they planned to request American equipment and American training of selected personnel of the Upper Volta police services to enable them to better cope with such disturbances.

ORGANIZATION OF THE COMPANY OF REPUBLICAN SECURITY

This police element of 165 men is located in Ouagadougou. It is a semi-military type force maintained as a reserve to furnish assistance to any other police element (Surete, Urban Police, Republican Guard or Gendarmerie) in case of need in the execution of their duties. It also conducts independent patrols and raids all over the country on direction of the Director of Security. Another unit of similar size is planned for activation in January, 1962, to be stationed at Bobo-Dioulasso, for which uniform assistance was requested.

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All personnel are now Africans, former servicemen in the French Army. Uniform is military style, khaki long sleeve shirts, long khaki trousers stuffed into khaki cloth puttees (or leggings), black leather Sam Browne belt, and black cloth overseas-type cap with white piping.

The only armament on hand consists of French MAS-36 rifles - one per man - and 5,000 cartridges, although it was said that the Upper Volta government some time ago requested the French to furnish a supply of automatic pistols with ammunition, and some machine guns. No response has come to the request, it was said. The Survey Team gave NO support to a half-hearted request put to it for these weapons by the Director of Security.

The organization of the C.R.S. is the simplest form. (See Figure 9.) The commandant (presently Captain Arzouma Oudreyago) is responsible to the Director of Security. He has a Deputy with the rank of Lieutenant. Accounting and personnel service is furnished by the Surete staff. The balance of the force is divided into four Sections of 39 C.R.S. Agents each. Three are commanded by Brigadier Chiefs who may be identified by a 3-stripe chevron on uniform sleeves, identical to American sergeants, and each Section is distinguished only by the 8-hour tour of duty to which it is assigned. The fourth Section is used as a reserve, and its members fill in the other sections for personnel absent for one reason or another.

Although intended to have a capacity for service anywhere in the nation with an area of 105,900 square miles - slightly larger than the state of Colorado - the C.R.S. has only four (4) vehicles for the transportation of its personnel and equipment. The entire transport component consists of two French military type Citroen T-46 trucks of 5-ton capacity, and 2 German made DKW jeeps with a capacity of four men each. The latter two are used now by the Commandant

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and his Deputy.

Repairs and maintenance work are performed in commercial garages in Ouagadougou or in the Gendarmerie garage. Budget funds to cover such repairs to the four existing vehicles were established in the 1961 budget at 300,000 CFA francs (about \$1,200) and oil and gasoline supplies were budgeted at 800,000 CFA francs (about \$3,200).

The material budget for the C.R.S. for FY 1961 totals 4,720,000 CFA francs (\$18,800) to cover office furnishings, printing supplies, office machines (3 typewriters, one calculator), file cabinets, telephone, water, electricity service, uniforms, and vehicle support costs. Funds were also requested, but denied, to obtain radio equipment and the armament previously requested of the French.

The C.R.S. when first organized had the services as technical advisors of four (4) French Surete officers, but all have returned to France. FY 1961 budget costs for salaries and allowances of the present 165 all-African officers and Agents totals 30,000,000 CFA francs (about \$120,000). Allowances are identical to those permitted personnel of the Surete. Salaries are also identical for the various rank equivalents. Thirteen civilian employees (cooks and clerks) are included in the budget list.

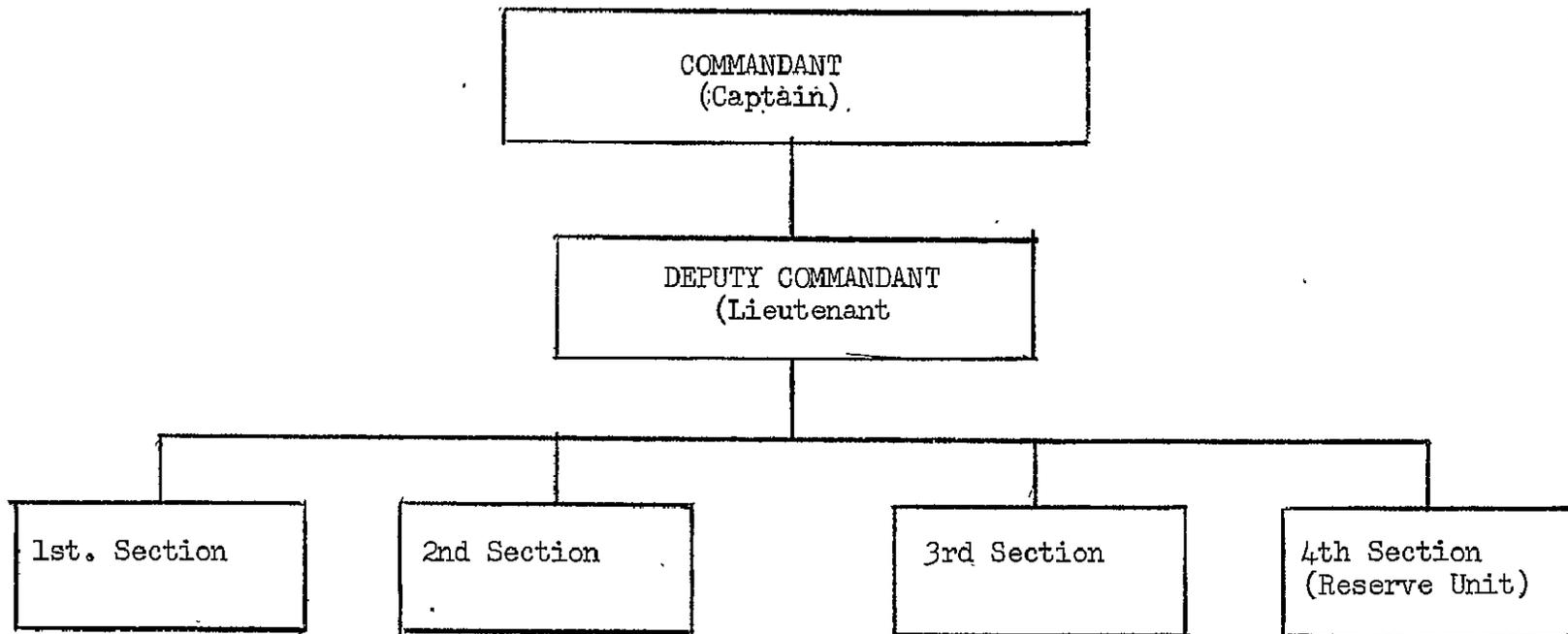
It is planned to turn over to the C.R.S. in 1962 the task of furnishing the motorcycles for the President of the Republic, now being performed by the French Gendarmerie. With this function will go the 12 new motorcycles purchased by the Ministry of Interior recently from a British dealer in Accra, Ghana.

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ORGANIZATION OF COMPAGNIE REPUBLICAINE SECURETES (C.R.S)  
BASED AT OUAGADOUGOU

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Each Section consists of 39 men under command of a non-commissioned officer (Brigadier Chief). Distinction between sections 1, 2, and 3 is that they work in different shifts in a 24-hour period, averaging 9 hours per day. Personnel in section 4 fill in wherever needed in other units.

FIGURE 9:

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A rescue unit for fire and drowning victims is also planned for the future in the C.R.S.

ORGANIZATION OF THE REPUBLICAN GUARD

The Republican Guard has a headquarters in Ouagadougou responsible for all administration of the corps, a Central Company of 225 personnel also stationed in Ouagadougou, and 662 personnel assigned to detachments in 38 cercles, 16 sub-divisions and 21 administrative posts throughout the nation. (See Figure 10.).

The Corps is commanded by a superior officer as Chief of Corps, with a Deputy Commandant to assist him or act for him in his absence. Staff functions of administering the headquarters are carried out by a force of 16 persons assigned in four units: Secretariat with 4 persons including 2 civilian employees; Material Unit of 4 persons including 2 French Gendarmes, who will be retained until their current tours expire in October 1961, responsible for accounting, uniforms, barracks, the carpenter shop and garage (they may draw upon other personnel of the Central Company to accomplish their tasks as needed); Finance Unit of 5 persons responsible for payrolls and payments of accounts; and a Personnel Unit of 3 persons responsible for recruiting and maintenance of personnel files.

The Central Company is attached to the Ouagadougou headquarters to provide a large force for whatever police action is required in the capital city in case of need. The personnel of the Central Company may be dispatched to other locations over the country as required also, by direction or with the approval of the Minister of Interior. The Chief of Corps is responsible directly

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ORGANIZATION OF GARDE REPUBLICAINE

Personnel Shown in Parenthesis.

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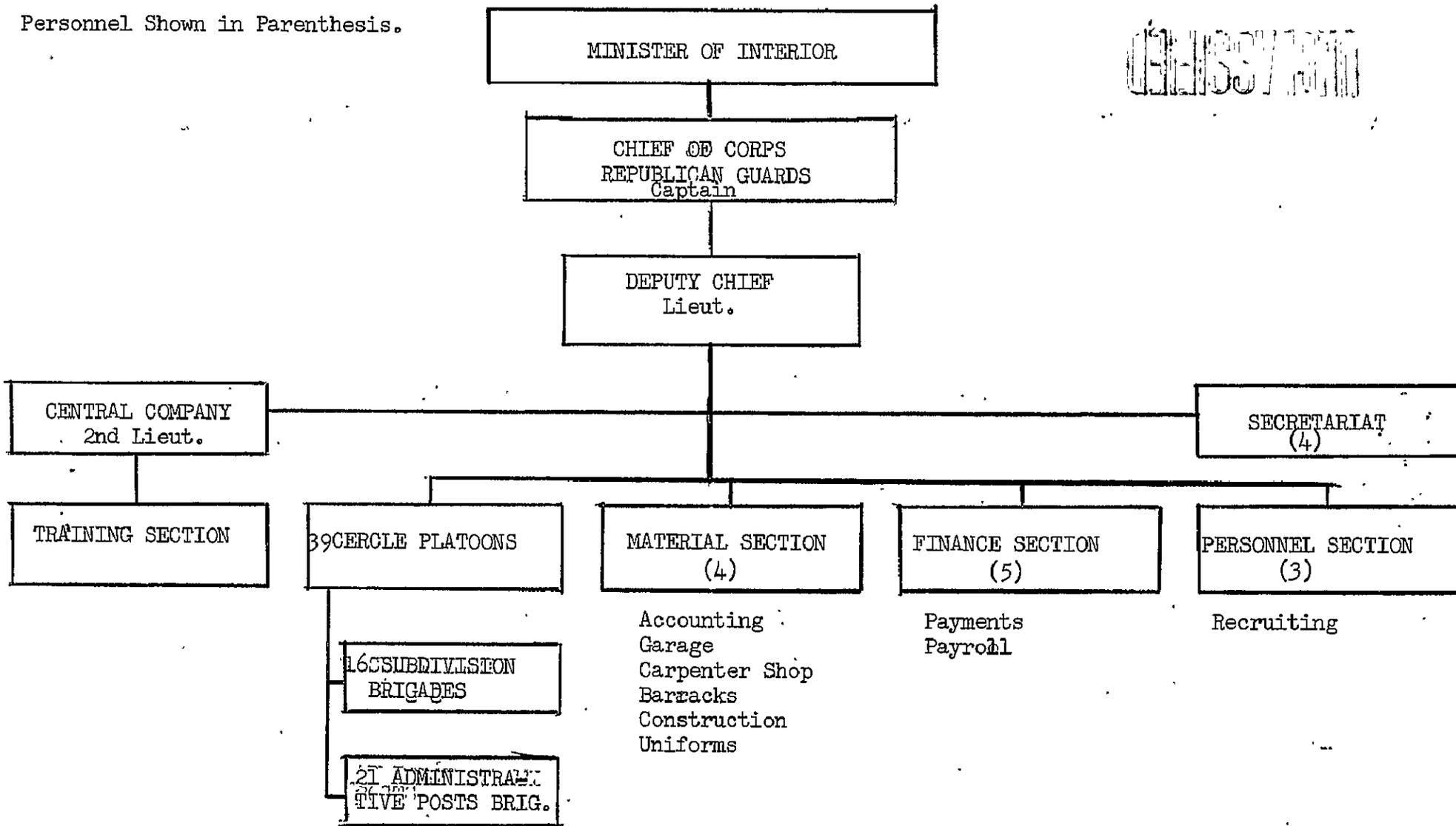


FIGURE 10

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to the Minister of Interior, and many decisions affecting use of the Corps, disciplinary actions, promotions, etc., are reserved to the Minister, as shown in the statute enacted by the Upper Volta National Assembly in January 1961 attached hereto as Annex A. The statute provides an exhaustive set of regulations governing the Corps and every activity in which it might engage.

At the time of the survey the Chief of Corps position was being filled by an officer of the French Gendarmerie, Captain Lombard, who was scheduled to return to France at the end of July. His replacement, Lieutenant Lapanape, was occupying the commandant's office with him, and sat in on all discussions with the Survey Team. The Central Company was being commanded temporarily by a Lieutenant of the Gendarmerie and two Gendarmerie non-commissioned officers were assigned in the Material Unit of the Headquarters in charge of accounting and the garage. All of the French personnel are scheduled to leave Upper Volta by October.

In-service and recruit training programs are carried out year round both at the Central Company by rotating personnel from field posts, and at the field posts themselves. Due to the low educational level of the bulk of the Guards, one-third of the training curriculum teaches reading, writing and arithmetic, one-third is composed of police subjects (investigations, arrests, searches, etc.) and the other third is military subjects including deployment for squad and platoon tactics in anti-guerrilla and anti-bandit actions. The field training program is administered by Gendarmerie personnel stationed in the same areas, through arrangements established between the Chief of Corps and the Gendarmerie command. In addition, 25 African non-coms were being trained as field instructors when the Survey Team was in Ouagadougou.

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The close proximity in field locations of Gendarmerie and Republican Guard posts, the use of Gendarmerie officers in top positions of the Guard Corps, and the frequent use of Guards by the Gendarmerie on field missions, has resulted in a close relationship between the Republican Guard and the Gendarmerie. Consequently, the Survey Team was told, consideration is being given by the Upper Volta government to combining the two forces in a single police agency. It is felt that such a unification will result in a significant reduction in personnel from that employed now in the two separate forces. Realization of the plan, however, is expected to await further replacement of French nationals in the Gendarmerie. This process reportedly may take two years of completion.

Field detachments in the cercles are under the direct operational control of the administrative authorities in the cercles, sub-divisions and administrative posts. Field units are commanded by non-commissioned officers of varying grades,

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according to the number of personnel assigned and the importance of the post.

A personnel distribution chart according to posts in the 39 cercles is as follows: (Cercle command posts are shown in Capital Letters, subdivision posts are designated by the letter "s" in parenthesis after the name of the subdivision, and administrative posts are designated by (AP) following the post name. Rank distributions are abbreviated by UG for Ungraded Guards, 1 cl for First Class Guards, 2 cl for 2nd Class Guards, 3 cl for 3rd Class Guards, 4 cl for 4th Class Guards.)

NAME OF POST	UG	1 cl	2 cl	3 cl	4 cl	TOTALS	
						Unit	Cercle
BANFORA	1		2	2	19	24	
Sideradougou (s)			1	1	8	10	
Sindou (s)				1	4	5	
Soubaka (AP)				1	2	3	24
<hr/>							
BARSAHOCHO			1	1	8	10	
Pissila (AP)				1	2	3	13
<hr/>							
BOBO-DIOULASSO	1		2	3	22	28	
Bobo (s)			1	3	11	14	42
<hr/>							
BOGANDE			1	2	10	13	13
<hr/>							
BOROMO			1	1	9	11	11
<hr/>							
BOULSA			1	1	8	10	
Tougouri (AP)				1	2	3	13

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NAME OF POST	UG	1	2	3	4	TOTALS	
		Cl	Cl	Cl	Cl	Unit	Cercle
BOUSSE			1	1	6	8	8
DEDOUGOU Safane' (s)		1	1	2	10	14	18
				1	3	4	
DIAPAÇA Kantchari (s)			1	1	9	11	14
				1	2	3	
DIEBOUGOU Dano (s)		1	1	2	9	13	17
					3	4	
DJIBO Aribinda (AP)		1		1	9	11	14
				1	2	3	
DORI Oudalan (s) Groupe Nomade Sébba (AP)	1		1	2	18	22	39
			1	1	3	5	
			1	2	7	10	
					2	2	
GARANGO			1		6	7	7
HOUNDE			1	1	5	7	7
FADA N'GOURMA Pama (s) Comin-Yanga (AP)		1	1	2	13	17	26
			1	1	5	7	
					2	2	

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NAME OF POST	UG	1 Cl	2 Cl	3 Cl	4 Cl	TOTALS	
						Unit	Cercle
GAOUA	1		1	2	15	19	
Batie (s)			1	1	8	10	
Kampti (s)			1	1	8	10	
Nako (AP)				1	2	3	42
GOURCY			1	1	8	10	10
KAYA		1		3	10	14	
Tema (s)				1	4	5	
Mane (AP)				1	2	3	
Korosimoro (AP)				1	2	3	25
KOMBISSIRI			1	1	7	9	9
KONGOUSSI			1	1	8	10	
Tikare' (AP)					2	2	12
KOUDOUGOU		1	1	1	8	11	
Kindi (s)				1	4	5	
Nanoro (AP)					2	2	
Sabou (AP)					2	2	
Kokologho (AP)					2	2	22
KOUPELA			1	1	7	9	9
LEO			1	2	10	13	
Fara (AP)					2	2	15
MANGA			1	1	7	9	9

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NAME OF POST	UG	1 Cl	2 Cl	3 Cl	4 Cl	TOTALS	
						Unit	Cercle
NOUNA		1	1	3	10	15	
Solenzo (s)				1	4	5	
Djibasso (AP)					2	2	22
ORODARA			1	3	8	12	
N°Dorola (AP)					2	2	12
OUAGADOUGOU			1	2	9	12	12
OUAHIGOUYA		1	2	2	20	25	
Thiou (s)				1	4	5	
Koumbri (AP)					2	2	32
PO			1	1	8	10	
Tiébélé (AP)					2	2	12
SAPONE			1	1	5	7	7
SEGUENGA			1	1	8	10	10
TENADO			1	1	5	7	
Didyr (s)				1	3	4	
Pouni (AP)					2	2	13
TITAO			1	1	5	7	7

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NAME OF POST	UG	1	2	3	4	TOTALS	
		Cl	Cl	Cl	Cl	Unit	Cercle
TENKODOGO Ouargaye (s)		1	1	2	10 4	13 5	18
TOUGAN Toma (s) Kassoum (AP)		1	1	2	11 5 2	14 6 3	23
YAKO		1	1	1	12	15	15
ZABRE		1	1	1	8	10	10
ZINIARE			1	3	7	9	9
ZORGHO			1	1	6	8	8
TOTALS	8	22	60	90	660		

Note: Add 47 Student Guards on rolls and assigned to Central Company.

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Monthly basic salary scale established for Republican Guards is as follows:

<u>GRADE</u>	<u>POLICE RANK</u>	<u>SALARY (CFA FRANCS)</u>	
Student Guard	Recruit	10,054	(\$40.21)
4th Class Guard (1st Ech)	Agent	10,656	(\$42.62)
4th Class Guard (3rd Ech)	"	12,083	(\$48.33)
3rd Class Guard (1st Ech)	Brigadier	13,002	(\$52.00)
3rd Class Guard (3rd Ech)	"	15,699	(\$62.80)
2nd Class Guard (1st Ech)	Brigadier Chief	17,930	(\$71.72)
2nd Class Guard (3rd Ech)	" "	21,271	(\$85.08)
1st Class Guard	Adjutant	23,390	(\$93.56)
Ungraded Guard	Adjutant Chief	24,882	(\$99.53)

Allowances awarded to Republican Guards are identical to those paid to members of the Surete.

The total 1961 budget for the Republican Guard comes to 230,000,000 CFA francs (\$920,000), but because of the absence of the accounting chief while the Survey Team was in Ouagadougou no breakdown could be obtained as to the division of budget for personnel and material.

Greatest lack in the Republican Guard was regarded by the Minister of Interior as that involving post buildings throughout the nation. It was said that except for the Ouagadougou headquarters, only a few posts have any buildings at all and these are palm-thatched huts (paillotes). At other locations, personnel are housed off-post in rented quarters at heavy expense to the government. Consequently, the Republican Guard has initiated a program of post construction by utilizing Guards with construction skills (carpenters and masons). A standard

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architect's plan for a barracks of concrete and brick to house ten Guards and their families has been developed and the first building of this nature constructed at the Ouagadougou headquarters. Ten more are slated for construction there as funds to purchase the building material become available. Material costs average 300,000 CFA francs per family unit (\$1,200). A total of 760 family units (estimated cost \$912,000 for building materials) is required nationwide. In addition a dispensary for the Ouagadougou headquarters, estimated to cost \$4,000 for material, is also planned. The building program when completed will thus cost approximately \$916,000.

American assistance in obtaining funds for this construction program was asked by the Minister of Interior when the Survey Team last visited him just before departure from Ouagadougou. The Team noted, however, that the matter was outside the frame of reference established for the survey prior to the Team's departure from the United States.

#### TRANSPORTATION VEHICLES

The only vehicles in possession of the Republican Guard are located at the Ouagadougou headquarters, totalling 11 as follows:

- 1 Peugeot 402 sedan (condition good, purchased 1960)
- 3 Citroen 2 HP (condition fair)
- 1 T-46 military type Citroen truck, 5-ton capacity (condition good)
- 1 T-45 military type Citroen truck, 5-ton capacity (condition good)
- 1 T-45 Citroen truck, for hauling gravel, sand (condition bad)
- 2 Renault metal hood trucks, enclosed seat benches (Old)
- 2 Citroen truck, 1½-ton capacity, Model R-23 (Condition good)

First priority vehicle requirements were set as 4 large heavy-duty trucks with a capacity to carry large numbers of men (minimum 20 each) or tents and camping equipment required when the General Company is dispatched on field actions.

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In addition 2 small jeeps are required for the Central Company or Headquarters staff commanders to use on field actions (they use the small, unsuitable 2HP Citroens now), and a trailer-mounted water tank of 200-liter (50-gallons) capacity to carry drinking and cooking water with the force when it goes into the field.

It was hoped also that the United States would be able to furnish some type of vehicle for each of the field detachments at a later date. This would require 76 additional vehicles.

The Republican Guard headquarters maintains a small garage under the present command of one of the French Gendarme mechanics. The senior African mechanic is slated to take over this function when the Gendarme departs in October. The garage has accapability of performing minor repairs and routine maintenance. Major repairs are performed in commercial garages in Ouagadougou or at the Central Administration Garage (slated for equipment assistance/another ICA project.)

COMMUNICATIONS

The Republican Guard has no communications equipment, relying on PTT telephone and telegraph circuits for its communications. In view of the fact that operational responsibility rests for the most part in the administrative heads of the cercles and lower posts, little requirement can be established for radio networks connecting the Republican Guard posts. The Team was requested, however, to give consideration to later furnishing radio equipment for this purpose. If the unification of the Republican Guard and Gendarmerie takes place, the amalgamated force possibly will have available the radio equipment now being

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used by the Gendarmerie, which covers every cercle in the nation.

Justification could be established readily, however, for the other request made to the Survey Team, to provide 1 fixed station and four mobile stations to furnish communications between the force on field actions and the Ouagadougou headquarters.

RECOMMENDATIONS

In accordance with instructions given the Survey Team prior to its departure from Washington, it cabled the following vehicle recommendations before it departed from Ouagadougou:

<u>Urban Police, Ouagadougou</u>	3 CJ-5 Jeeps, 2 Cargo-Personnel Jeeps
<u>Urban Police, Bobo-Dioulasso</u>	3 CJ-5 Jeeps, 2 Cargo-Personnel Jeeps
<u>CRS, Ouagadougou</u>	1 CJ-6 Jeep, 10 Cargo-Personnel Jeeps, 1 Dodge R-6- W500M, Cargo-Carrier, 1 Dodge Military type ambulance, 1 Water trailer
<u>CRS, Bobo-Dioulasso</u>	1 CJ-6 Jeep, 10 Cargo-Personnel Jeeps, 1 Dodge R-6-W500M Cargo Carrier, 1 Dodge Military Type ambulance 1 Water Trailer
<u>Surete Hqs., Ouagadougou</u>	2 CJ-5 Jeeps
<u>Mobile Brigade, Ouagadougou</u>	9 CJ-5 Jeeps, 7 Cargo-Personnel Jeeps
<u>Republican Guard Hqs.</u>	2 CJ-6 Jeeps, 4 Dodge R-6 W500M Cargo Carriers, 1 Dodge Military Type Ambulance, 3 Water Trailers

Estimated landed cost at Abidjan, Ivory Coast, where Upper Volta police personnel will pick up the vehicles and drive them to Ouagadougou, is \$240,000 including servicing costs at the Willys Dealer's garage in Abidjan (Manutention

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Africaine) prior to turnover, and 10% spare parts. (These vehicles presently are under procurement in the United States for earliest shipment.)

On the basis of the Survey Team's discussions with Minister of Interior Denis Yameogo and the Director of Security Michel Compaore, it was also recommended that a program to assist the Upper Volta Government improve its civil police forces be undertaken by ICA beginning in FY 1962.

The program would operate in the fields of police administration, communications, criminal identification, transportation, and security investigations. The services of a minimum of four police advisors would be required: Chief Public Safety Advisor; Public Safety Advisor (Records and Identification); Public Safety Advisor (Communications), and Public Safety Advisor (Security Investigations).

To fulfill the need for training of selected officers in specialized subjects, in accordance with the request of both the Minister and the Director of Security for American assistance in this field, the program should have a participant component for training a number of the Upper Volta native police officers, beginning in FY 1962 with Director Compaore. As other lower ranking police could be trained in Upper Volta to speak English, they should be given training in the United States in the fields in which the program would operate.

Additional commodities would be required in FY 1962 and 1963 to supply 70 additional vehicles for the outlying police posts presently without any transport, to furnish training equipment in criminal identification, and equipment to provide the police with a network of radio stations for their urgent communications.

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If uniforms to meet the request of the Minister of Interior relating to the additional CRS company can be obtained from US military excess stocks, consideration should be given to furnishing them.

The American Embassy at Ouagadougou endorsed these recommendations and stated it believed it would be advisable to have the first U.S. technician in Ouagadougou by the second quarter of 1962.

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ANNEX A.

STATUTE ESTABLISHING THE REPUBLICAN GUARD OF UPPER VOLTA

1961

CHAPTER I. General

1. The Corps known as the "Republican Guard of Upper Volta" constitutes a national public force depending on the authority of the Minister of Interior as defined in the present status.

2. The Corps is staffed by one Superior Officer (the Chief of Corps), one Deputy Chief of Corps, and one Company Commander, and enlisted men whose number is fixed in Article 30 herein.

3. The Minister of Interior, on recommendations of the Chief of Corps, annually fixes the number of personnel, their distribution and assignment to posts.

4. The personnel of the Corps are permanently available to the Minister of Interior or his administrative representative in the cercles for maintenance of public order. The Commandant of the Cercle is delegated responsibility for the personnel placed at his disposal; he may regroup the personnel at any point within his circumscription. Movement of the personnel assigned to a circumscription may be done only with the approval, or on order, of the Minister of Interior. During a transitory period the Minister of Interior may entrust the administration of the Corps, the training of personnel, and maintenance of discipline, to members of the Gendarmerie in the role of technical consultants in the operations of the Corps in the maintenance of order.

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ANNEX A - Statute Establishing the Republican Guard  
of Upper Volta

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CHAPTER II. General Organization and Use

5. Corps includes a headquarters, a central company, district platoons (cercles), subdivision brigades and administrative posts, and possibly may have mobile platoons as needed. Funds come from national budget for its operations and other expenses.

6. The Chief of Corps is under direct authority of Minister of Interior. He submits all questions concerning appointment and distribution of members of the Corps to the Minister. He is the intermediary between the Minister and the cercle chiefs on all questions pertaining to the corps. He is responsible for training of the personnel, and establishes the training programs. He frequently inspects the platoons throughout the nation in order to exercise command functions, execution of the training programs, and the administrative regulations of the personnel. On orders of the Minister, in case of disorder, he organizes marching groups able to participate with the Gendarmerie in the maintenance of public security. He takes all necessary measures to maintain morale of the personnel. He makes reports to the Minister on difficulties encountered, and submits recommendations to the Minister for improving the efficiency of his units.

7. The Central Company of the Guards is commanded by an officer. It includes an ungraded platoon, one service platoon, a training platoon, a student guard platoon, and a band. The company is staffed by non-coms of the Republican Guard, assisted by non-commissioned officers of the Gendarmerie. The commandant of the Central Company is a direct collaborator of the Chief of Corps. He is responsible for the command of his company according to the directives of the Chief of Corps. He is responsible to this superior officer. When he is furnished with intervention units, he is responsible for their command in the city or possibly in the countryside.

8. The use of units of the Republican Guard for the maintenance of order is regulated by a specific regulation of the Minister of Interior.

9. The Chief of an administrative circumscription can temporarily put at the disposal of the Gendarmerie brigade commander in his circumscription the necessary guards to accomplish the special service of these units.

10. In case of mobilization, the units of the Republican Guard remain on the spot in their peacetime role at the disposition of the Minister of Interior.

CHAPTER III. General Service, Training and Mission.

11. The Republican Guard is responsible with the Gendarmerie and other police services, under the orders of its chief:

1. To maintain order and public security.
2. Escorting and guarding prisoners; guarding prisons.
3. The Republican Guard participates in all missions imposed by circumstances or social necessities. They may never be used in functions other than those of agents of authority.
4. The role of messenger in the administrative services of the State, or chauffeurs of administrative officers, can in case necessity be given to the Republican Guards.

5. The specialized personnel (bricklayers and carpenters) may be used in their specialty only for construction and maintenance of Republican Guard barracks.

12. The Central Company assures the training of student guards and refresher training of the members of the corps.

13. The personnel of the Central Company is organized into mobile platoons in order to permit its participation in the maintenance of order. It participates also, on order of the Minister, in public ceremonies or honor guard functions. The band is subject to ordinary and extraordinary services of the Corps.

14. Participation in sports and cultural exercises may be permitted by the Chief of Corps, on an individual basis, provided:

1. This participation is not derogatory to the interests of the service and does not interfere with execution of the training program.
2. The person asking participation of the Republican Guard submits in writing an attestation accepting responsibility for all damages to personnel of the Guards or vice versa, caused by third parties.
3. That these exercises have no commercial or political character.

Honor guards, or protective forces, requested by the organizer of sports or cultural exercises, in order to enhance the occasion, must be approved by the Minister of Interior. Such services may be chargeable under a ministerial regulation.

15. Training of field forces is regulated by interior regulations of the Corps. When training of these forces is undertaken at their posts, such training may be placed under the charge of a member of the Gendarmerie, and the scheduling of the Chief of Corps.

The Chief of Corps must make the necessary contacts with the commandant of the Gendarmerie, and the Chiefs of the circumscriptions, in order to organize training sessions which personnel of the Republican Guard must attend on rotation basis. The non-coms and guards of the field forces are subject to refresher courses on request of the Commandant of the Cercles, or by recommendation of the Chief of Corps. Personnel training lists are established by the Minister every December for the following year. Requests of the Commandant of Cercle must reach the Chief of Corps before the 10th of December in order that he can make his recommendations to the Minister. Trainees will be divided into several groups according to availability of housing at the Headquarters, and the number to be trained.

The non-coms and Guards taking refresher courses will be retained on the rosters of their own posts and will not be replaced during their training.

CHAPTER IV. Hierarchy, Recruiting, Promotion and Service.

16. The Republic Guards are classified in the following six categories in increasing hierarchical order:

<u>Category</u>	<u>Grade</u>
Student Guards	Trainees
4th Class Guard	Guard
3rd Class Guard	Sergeant
2nd Class Guard	Chief Sergeant
1st Class Guard	Adjutant
Ungraded Guard	Chief Adjutant

The 4th, 3rd, and 2nd classes each have three echelons. The first class and ungraded class only have one echelon. The time in each echelon grade, except for the highest of each class, shall be two years in duration.

17. Recruits are drawn from military personnel (non-officer) and elsewhere. They must be Voltaic citizens by birth or by naturalization.

18. Enlist qualifications: Possess civil rights, no condemnations, good conduct and morality. Pass a physical examination, minimum height 1 meter 68 centimeters. Requirements of present military service law must be clear. Know how to read and write and pass an examination to verify it. Minimum age 20, maximum 30 (except ex-military non-coms may have a maximum of 35 years of age.)

19. Enlistment applications may be made to the circumscription chief at any time. The latter prepares the dossier and sends it to the Chief of Corps with his comments. The dossiers are numbered and filed until a place becomes available.

20. Admission documents shall include a certificate of good conduct from his military commander, a police report of his character and appearance, a birth certificate, an extract of his military service including awards and punishments, a medical certificate dated within the last three months, a general information form.

21. Candidates are accepted by the Minister on recommendation of the Chief of Corps when vacancies are existing. On acceptance, candidates report to the Central Company for testing. They are then assigned to a platoon in the order of their arrival at the Central Company. They have a provisional commission of Student-Guard which is valid for the training period. It may be cancelled if the recruit does not pass the examination at the end of the training course defined herein.

22. Duration of the training period for recruits is six months, culminating in a final examination. On passing the examination, the recruit becomes a 4th Class Guard. Those failing the examination, if considered worthwhile, may be authorized to renew their training status. Otherwise they are returned to their homes without further pay.

23. Commissions as guards normally are renewable every two years through 25 years of service, including military service, at which time they may be retired. Non-coms with a good record and good physical condition may be authorized to serve longer. Commissions may be reduced to one year upon unsatisfactory service, and commissions may also be extended up to five years for guards with a very good record.

24. Assignments and transfers are effected and published by the Minister on recommendations of the Chief of Corps, taking into considerations vacancies, availability of housing and family circumstances. Guards and non-coms may not serve in the area of their homes. Temporary transfers of personnel within circumscriptions may be made by the commandant of the cercle, upon notice to the Chief of Corps; but such transfers are not permanent until they appear on the Transfer Bulletin of the Corps.

25. Transfers may be made for the good of the service, for reasons of health, for reasons resulting from a punishment, following a refresher course at the Central Company, for personal convenience if the interested party has a good record, and three years of service at their last post. In the latter case, all costs of moving are borne by the interested party.

26. Promotions are accomplished at the corps level and according to selections. Promotions to the highest class are restricted to those having a minimum of four years service in grade and whose qualifications for the superior grade have been recognized by their commanders. Under unusual circumstances, those who have the necessary qualifications and a record of distinguished service, may also be promoted, as well as those who pass the examinations for Chief of Brigade or Chief of Platoon at the time of their refresher course at the Central Company.

27. An advanced course is held each year at the Central company, which prepares candidates for Chief of Brigade, and for Chief of Platoon who have certificates as Chiefs of Brigades. Candidates are nominated by their chiefs or the Chiefs of corps who draws up the definitive list. Nominations must reach the Corps annually by February 1. Duration of the course is two months. Successful candidates for the courses are given a diploma.

28. Recommendations for promotion are made by the hierarchical chiefs and they must reach the Corps not later than December 1 annually. The Chief of Corps prepares the promotion list, and submits it for approval of the Minister during the last half of December. In principle, there is only one annual list; however, when the list is exhausted, the Chief of Corps can establish a supplemental list.

29. Names on the promotion list may be removed for a grave infraction, or judicial action. Detailed reports in such cases must be made by the guard's chief.

30. The following theoretical percentages of non-coms to the total Corps complement, shall be:

Ungraded Guard	1/100	Guard 2nd Class	1/15
Guard 1st Class	1/40	Guard 3rd Class	1/10

CHAPTER V. Discipline

31. Duties of the Gendarmerie non-commissioned officers assigned to the Corps shall be determined by the Chief of Corps with approval of the Chief of the Gendarmerie. All Corps personnel shall give obedience and respect to the Gendarmerie personnel assigned to the Corps, thus assuring the function of authority.

32. The non-commissioned platoon and brigade commanders are responsible to the Chief of the circumscription for the behavior and performance of their personnel.

33. Housing of personnel in the camps is furnished at no cost. When housing is not available on the post, personnel housed in the towns are furnished an allowance for such costs, and in their town lodgings they are submitted to the same obligations as their comrades housed on post. Guards are responsible for the behavior of their families and in this respect may be subjected to disciplinary action.

CHAPTER VI. Exterior Marks of Respect

34. Guards must salute (1) officials of authority in uniform and those whom they know in civilian clothes; (2) officers of all armed forces; (3) non-coms and Gendarmes; (4) all military of other armed forces who carry rank insignia superior to theirs; (5) Republican Guards of grades superior to their own.

35. Within ranks of the Republican Guard, personnel will salute those of greater seniority of service.

36. Republican Guards must in all circumstances maintain correct behavior and attitude and never draw attention to themselves in an unfavorable light. They are forbidden to go about in towns in fatigue uniforms, and if they enter the towns they must be properly uniformed, or wear normal street clothes, or off-post attire. They may not make any changes in the prescribed dress or uniforms. Off-post, all guards shall carry their identity cards. Civilian clothes may be worn on leave unless they assist (while on leave) in an official ceremony, in which case they must wear the official uniform.

37. Ungraded and 1st class Guards have permanent leave at night. Other guards must be in barracks by 1 A.M. Student Guards must be in barracks by nine P.M. All personnel must be prepared to respond to all emergencies when called by their chiefs. If a Guard leaves his barracks or lodgings, he must leave a note of where he is going, and in no circumstance may he leave the boundaries of his post jurisdiction without the signed permission of the Chief of Corps, or the Chief of the circumscription.

38. Rewards, Leaves. Rewards which can be given to the Corps personnel are: (1) Citations in the various Voltaic or foreign orders; (2) Written Commendations from the Minister, subordinate administrative authorities, and the Chief of Corps;

(3) Corps acclaim; (4) Exceptional notation on the promotion list; (5) exceptional leave besides the annual amount; (6) good conduct certificate on leaving the corps.

39. Leaves are not a right but a privilege given according to the needs of the service. No travel expenses are furnished to those going on leave, as a right. The various types of leave are as follows: (a) leaves of 24 or 36 hours are given by Chiefs of Circumscriptions or the commander of a cercle unit; (b) leaves of 48 hours or more are deducted from the annual leave total of 30 days and are granted and signed by the Chief of Corps upon request of the personnel concerned with permission of their superiors; (c) exceptional leaves may be granted as a reward for a particularly meritorious act, or for an act of courage or devotion, for a death in the family, or birth in the guard's family. They are not deductible from the annual leave total, but cannot exceed 8 days; (d) sick leave is limited to 30 days, upon a statement from the attending physician, and is granted by the Chief of Corps. Longer sick leaves must be approved in writing by the Minister.

40. All leave of one month or longer is subject to ministerial approval; travel costs may be reimbursed once every three years in such cases, as well as in cases of normal leave. Leaves are registered on the rolls of the unit to which the person is assigned.

- (a) Personnel of all ranks are entitled to three months out of three years for normal leave. Such leave rights are calculated from the date of return from the last leave. Leaves of 48 hours or more, obtained between two normal leaves, are deducted from the three months total referenced above.
- (b) Convalescent leave when approved up to a maximum of six months out of 12 consecutive months, entitles the personnel concerned to their salary and allowances for the first three months, and for the period of the next three months half-salary, plus all allowances. If the illness is service-connected, the periods mentioned above are quadrupled.

41. A Health Board composed of the Corps doctor, a doctor chosen by the Minister of Health, and a representative of the Corps, take all decisions of a medical nature. These decisions arise in the following cases; (1) justification for requested sick leave under Article 40 above; (2) physical inaptitude of the personnel; (3) determinations involving service-connected illnesses or wounds; The Board meets on call of the Chief of Corps.

42. The Health Board determines service-connected disabilities upon receipt of the unit commanders' reports. The illness or wound is inscribed in the medical register of the Corps. An extract of such record is furnished to the personnel concerned.

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43. Disabilities exceeding three months in any one year may subject the personnel concerned to a Board of Health hearing, and on advice of the Board the Chief of Corps may propose (1) sending him home without indemnity if the party has less than 15 years of service; (2) retirement if the party has 15 years or more of service. Such measures are subject to ministerial decision.

44. Decorations: Guards may be decorated with national or foreign medals under conditions imposed by the chanceries concerned.

45. Punishments: Guards may be punished for errors committed on or off duty. Specifically errors listed hereinafter are considered punishable according to their gravity.

Infractions of law, or lack of respect for authorities or hierarchical superiors.

Expressing an opinion in a public demonstration prejudicial to the nation, compromising discipline or creating difficulties for the authorities.

Exposing confidential information to others unauthorized to possess it.

Lack of professional dignity, debts, scandal.

Infractions of regulations of the Republicans Guard, rules spread on the books, or orders received.

Non-observation of police regulations.

Wearing insignia, decorations, in a manner not prescribed by the regulations.

Slovenliness and uncleanness, untidy quarters, family behavior leading to criticism.

Misuse of authority towards subordinates, or the public.

Guards on prison duty are responsible for escapes which occur as the result of their negligence, and may be subjected to action of the civil courts

46. Each punishment is subject to the following: (a) minor infraction: a report of the punishment will be entered in the personnel files. (b) Greater infractions: these will be covered by a report of the evidence involved in the infraction, with the usual commander's recommendations. Reports are prepared by the authority administering the punishment, and submitted through channels to the Chief of Corps. In general, punishment shall not be effective until notice has

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been sent to the culprit by the Chief of Corps. However, in serious cases, punishment may be ordered immediately by the Commandant of the Cercle who must account for his action by the most rapid means to the Chief of Corps. If in the opinion of the Chief of Corps, his punishment authority is insufficient, he submits the matter to the Minister for his decision. Guards subjected to minor punishment continue their work in the normal manner. Off duty they are restricted to quarters. Guards subjected to greater punishments carry out their punishments in a disciplinary place, and on posts where there are no disciplinary places, the guards are restricted to quarters when off duty. In case of punishment exceeding 8 days, base pay of the person concerned will be reduced by 25% per day for the additional period.

Punishments of sufficient gravity are published in the orders of the day. All punishments are entered in the personnel file of the person concerned.

47. The order of gravity of punishments are as follows:

Simple punishment, greater punishment; loss of rank, turned over to the courts, suspension without pay, mandatory retirement if qualified; fired.

48. Authorities Authorized to Punish and Limit Rights

<u>Authorities</u>	<u>Punishments</u>
Guard 3rd Class	Recommend punishment only
Guard 2nd Class)	4 days confinement to quarters
Guard 1st Class)	2 days in guardhouse
Chief of Admin. Post)	8 days confinement to quarters
Staff Gendarmes )	4 days in guardhouse
Chief of Subdivision )	15 days confinement to quarters
Commandant, Central Company)	8 days in guardhouse
Commandant of Cercle	25 days confinement to quarters 15 days in guardhouse
Chief of Corps	30 days confinement to quarters 25 days in guardhouse
Minister of Interior	60 days confinement to quarters Reduce rank Reduce to lowest grade Suspension Dismissal

49. Disciplinary Board. A disciplinary board is composed of a Gendarmerie officer or a high official of the Ministry of Interior, as chairman; one officer of the Republican Guard of a rank lesser than the chairman; one non-com of the

Republican Guard of a rank superior to the culprit; one Republican Guard of the same rank as the culprit is selected by the Chief of Corps under investigative board regulations each time an offender is being tried for an offense which would possibly justify loss of rank, loss of all rank, suspension, dismissal, mandatory retirement. A scribe is chosen among the members of the Board and he reads the charges; he has the authority to call the guard under investigation, and the witnesses of the charges enumerated. His comments are set forth in an investigative report. All documents of the file must be initialed by the culprit. The offender is heard by the Board after he has been shown the file and made acquainted with the charges. The Board members vote secret ballot. Minutes of the trial are prepared, and filed (1) in the personnel file of the charged person, and (2) in the files of the Board. Recommendations of the Board are submitted to the Minister of Interior for final decision. Board hearings are held in the following cases:

- Habitual misconduct.
- Grave violation on or off duty.
- Serious violation against discipline or regulations of the Guard.
- Dishonorable behavior.
- Professional incompetence.
- Condemnation to a prison term by civil or military authorities.
- Inadequate physical aptitude.

Guards, temporarily suspended, are returned to civilian life during the period of their suspension. Their identity cards are taken up as well as all issued items; housing privileges are withdrawn.

#### DISMISSALS

Dismissed guards are returned to civil status permanently. They give up their identity cards and issued items, and housing privileges are immediately withdrawn.

50. Marriage. Before contracting a legal marriage, Guards must obtain the agreement of the Chief of Corps for approval of the Minister. The former investigates the morals of the prospective bride and her close relatives. If the investigation is unfavorable, the Chief of Corps refuses his permission, and the Guard cannot marry. This decision is final and without appeal, and the Board can only resign if he persists in his intention to marry.

#### CHAPTER VII. Administrative Measures.

51. Personnel Files. Individual files of the Guard are drawn up and maintained by the Chief of Corps. The Chiefs of circumscriptions have a duplicate file of the guards in their brigades. Periodic efficiency ratings prepared at the posts are submitted to the headquarters and the ratings are copied on the headquarters files before returning the rating files to the posts.

52. Budget. Salaries, allowances, travel costs, pensions, and fiscal actions are set forth in regulations promulgated by the Ministry.

53. A reservation of funds for emergencies and special awards is established. It is supported by salary deductions (punishments under Art. 46); remunerations furnished Guards for special services; gifts, donations, and bequests; possibly by Ministerial subsidy.

54. Supplies. The furnishing of clothing and equipment as well as camping gear is a responsibility of the Chief of Corps, who stocks such items in the warehouse of the Corps and makes distribution according to needs.

55. Arms. Issues are as follows:

a) Individual Issue:

African Guards	Ungraded	
	First Class )	1 Automatic Pistol
	Second Class )	
	3rd Class	1 Submachine gun
Guard		1 rifle, 36 cal.

b) Unit Issues: these are fixed by ministerial circulars for intervention units as a whole.

Ammunition Issue:

- a) Individual Issue: 1 firing unit
- b) Individual reserve: 4 firing units

The value of the firing unit is established by ministerial circular. Ammunition must be stored under cover and according to safety regulations.

Inspection and Repairs. Arms and ammunition are inspected annually by a designated inspector. He, with approval of the Chief of Corps, designates inadequacies and needed repairs.

56. Transport. The Chief of Corps is responsible for the motor pool of his force. For its upkeep, he has a small repair shop, and may use the central administrative garage for large repairs. Annually at budget time, he recommends his needs for rolling stock, tools and spare parts.

57. The Chief of Corps is responsible for the preparation of the annual budget request. Expenditure vouchers must be approved by the Minister of Interior.

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CHAPTER IX.

58. This decree supersedes all prior decrees concerning the Republican Guard.

59. This decree becomes effective when it is promulgated. It shall be inscribed in the books and published everywhere needed.

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III

POLICE SERVICES  
OF THE  
REPUBLIC OF NIGER

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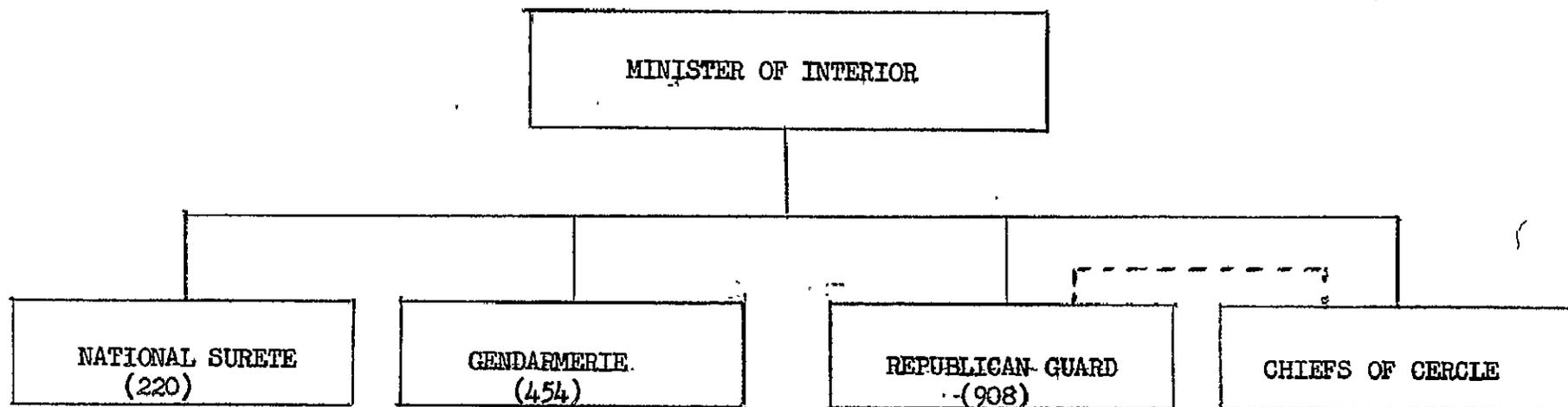
POLICE SERVICES OF THE REPUBLIC OF NIGER

All police services of the Republic of Niger, with its Iowa-sized population of 2,600,000 spread over 490,000 square miles - larger than Texas and California combined -, are administered under the policy guidance of the Minister of Interior. (See Figure 1) The force totals 1,587 personnel of which 1,467 Africans are under the command (June 1961) of 120 French police officials furnished by the French Government. The French are to be replaced as rapidly as competent Africans can be developed to take their places, beginning in 1962, but this process may require as long as ten years, according to Niger President Hamani Diori.

The Ministry of Interior has under its jurisdiction three separate police agencies:

a) The Surete (Surete Nationale) with a total personnel strength of 220, of which the top 11 are French nationals. It has a headquarters in the Capital City of Niamey where three of its police stations (Commissariats) and three small police posts are also located, thus concentrating 120 of its police personnel and 22 civilian employees in the capital. It also has police stations in five other cities - Tahoua, Maradi, Zinder, N'Guigmi and Agades - and border posts, located at (1) Fingoun on the Niger River facing the Republic of Mali; (2) Gaya on the main road leading from Niamey to the Republic of Dahomey; (3) Matamye on the principal highway leading into Nigeria; and (4) at the Niger River Ferry crossing just north of Niamey, on the road leading to the Republic of Upper Volta.

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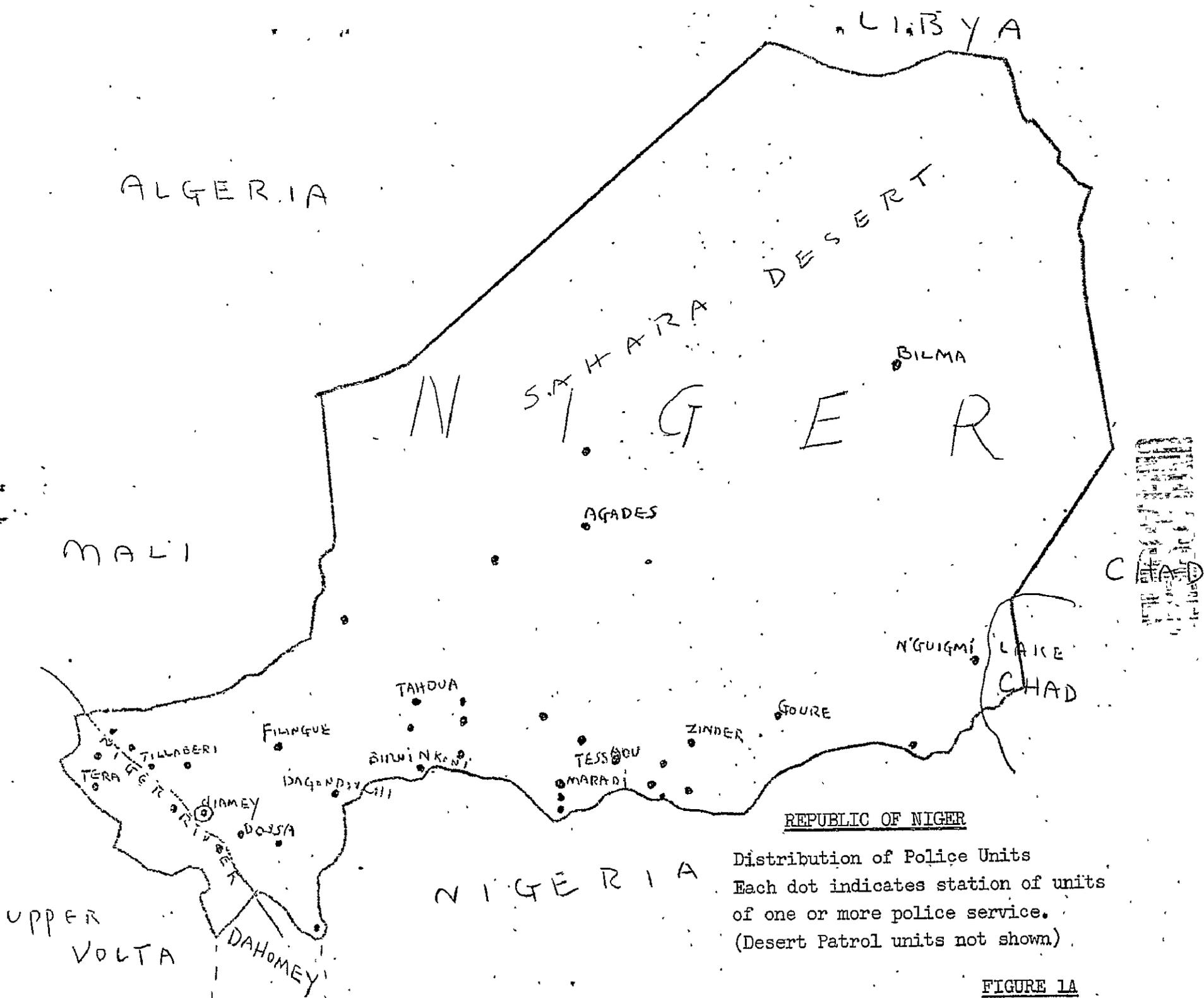
POLICE SERVICES OF THE REPUBLIC OF NIGER  
(JUNE 1961)

Personnel strength in parenthesis)

PERSONNEL

AFRICAN	-	1,467
FRENCH	-	120
TOTAL		<u>1,587</u>

Note: See Subsequent charts for details of each service.



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b) The Republican Guard with a strength of 913 of which eight are French Gendarmerie personnel loaned by the French Government temporarily until native officers can be trained to assume command. All others are citizens of the Niger Republic. It has its headquarters with a personnel strength of 118 at the Niamey Depot of the Corps which serves as a training and supply center for both material and personnel. After training, personnel are assigned to the command and jurisdictions of the administrative chiefs of 16 Cercles (corresponds to provinces), 19 subdivisions of cercles and three small rural administrative posts for the maintenance of order and to provide enforcement authority required for the government authorities to obtain compliance of the population with various laws and ordinances, particularly tax payments. It also maintains 16 camel patrols for law enforcement among the nomadic tribes of the north bordering the Sahara Desert. These are also under the control of the administrative authorities in this area. Its personnel also guard the prisons throughout the country, and supervise work details of prisoners when they are sent out from the prisons.

c) The National Gendarmerie is a French police element of 454 officers and men who have remained in their posts by mutual agreement between the Niger and French Governments after Niger independence August 3, 1960. The force remains constituted basically as it was before independence - with 101 French officers and non-commissioned officers, and 353 native personnel. All salaries and costs of the entire Gendarmerie operation are presently borne by the French Government. It has a headquarters in Niamey with staff sections for the administration and technical services of the force, and field personnel stationed at 23 locations throughout the nation. Personnel are also assigned in

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three well-equipped mobile platoons at three locations.

FUNCTIONS AND RESPONSIBILITIES OF POLICE AGENCIES

The Surete is a plain-clothes organization with primary responsibility for the maintenance of order in the cities. It is also the principal agency of the government in the field of domestic intelligence. In this latter capacity it expends much effort in the collection of information pertaining to political organizations, labor union activity, movements and associations of foreigners in the country, and maintains extensive files on these matters. It also monitors radio broadcasts emanating from neighboring countries and makes reports on them.

The Gendarmerie has primary responsibility for the maintenance of order in rural areas, outside the cities where the Surete has jurisdiction. It conducts investigations and makes arrests in criminal matters, funnels information of a political nature into the Surete, patrols highways for the control of traffic, escorts the President, and through its mobile platoons makes its presence felt in areas far from its fixed posts. It is a well-equipped and well-trained force.

The Republican Guard is a force available to administrative authorities throughout the nation to enforce compliance with laws and regulations, such as sanitary regulations and tax laws. Its personnel may be utilized also by both the Surete and Gendarmerie when agreed by the administrative officials, to reinforce these two agencies as needed in specific operations. Its training center at Niamey where at least 90 police personnel are constantly in a training status, provides additional reserve forces to the nation's capital when needed. It has

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no criminal investigative authority, but its personnel may make arrests for crimes committed in their presence.

All of these forces have continued the missions they undertook as police elements of the French Government during colonial days. No reorganization or change has yet been made in the operations of any of them. Consideration is now being given, however, to joining the Republican Guard and Gendarmerie in one unified force. It is anticipated that some reduction in the total number of personnel will result from this unification, and that overall costs will diminish as a result of combining the staff and technical services now maintained separately by each agency.

A plan to Africanize the police services gradually is being formulated by the Niger Government, beginning in 1962. Top positions in all three of the existing services are to be filled by Niger citizens as rapidly as they can be developed to assume the command function now being exercised by French police officials. The present French personnel in lower ranks will be replaced more slowly, and for at least the next ten years it is anticipated by the Niger Government that some French police personnel will be retained in the role of technical counselors. President Diiori discussed with the Survey Team his desire that the United States assist in the Africanization plan by furnishing training in the United States to his new African police leaders as they are appointed, and to lower ranks in such specialized subjects as police communications, police records, and certain types of investigations.

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ORGANIZATION OF THE SURETE

Under the direction of its present Chief of Service JEAN COLOMBANI and his English-speaking Deputy, JEAN ARRIGHI, (both French Corsicans with the rank of Commissaire), the Surete maintains its headquarters in Niamey (See Figure 2). Headquarters work is divided into four staff sections as follows:

a) General Information Section: Responsible for the gathering of information pertaining to political and labor activities, this section is commanded by the Deputy Chief of Service, Commissaire Arrighi. In addition to him, the section has 1 Police Inspector and 4 Police Agents, all of whom collect information from numerous informants, both French and native.

b) Surveillance of Territory and Frontiers Section: Primarily engaged in operations to develop information on foreigners in Niger, and their activities in contact with Niger citizens, this section is commanded by Commissaire G. CLEMENT. Under his direction 1 Assistant Police Officer and 2 Police Agents collect information from hotel registers, frontier posts and the Special Airport Commissariat at Niamey on arriving foreigners, and through informants attempt to keep watch over certain foreigners after they reach the Niger Republic.

The Surete's Special Files in which confidential reports are maintained, are the responsibility of the General Information Section, but they hold information contributed jointly by both of the above sections. One Brigadier and 2 Police Agents are responsible for the management of the Special Files. They maintain dossiers on all matters of political interest contributed from any source, and these files have their own index cards which are not integrated with the central criminal identification file maintained elsewhere in the headquarters.

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ORGANIZATION OF NATIONAL SURETE  
(JUNE 1961)  
REPUBLIC OF NIGER

TOTAL PERSONNEL STRENGTH = 220  
AFRICAN PERSONNEL 209 -  
FRENCH PERSONNEL 11

(Unit personnel in parentheses)

MINISTER OF INTERIOR

DIRECTOR OF SURETE

DEPUTY DIRECTOR  
SURETE

GENERAL INFORMATION  
SECTION (5)

SURVEILLANCE OF  
TERRITORY AND FRONTIERS  
SECTION (4)

CRIMINAL INVEST. &  
PUB. SECUR. SEC. (5)

ADMIN. AND TECH.  
SERVICES SECTION  
(25)

CLASSIFIED FILES  
(3)

CENTRAL CRIM.  
IDENT. UNIT

COMMUNICATIONS  
Unit (3)

GARAGE (1)

NIAMEY URBAN  
CORPS (68)

AGADES  
COMMISSARIAT (15)

COMMISSARIATS

MOBILE BRIGADES

FRONTIER POSTS

Balafan Post  
(1)

Desert Patrol  
(2)

Airport Commiss. (4)  
Niamey Commiss. (5)  
Tahoua Commiss. (19)  
Maradi Commiss. (25)  
Zinder Commiss. (26)  
N'Guigui " (10)

West Niger Brig.  
at Attilaberi (5)  
Central Niger  
Mobile Brig. (4)  
East Niger Mobile  
Brig. at Agades  
(4)

Firgoun Frontier  
Post (6)  
Niamey Ferry  
Frontier Post (4)  
Gaya Frontier  
Post (5)  
Matamye Frontier  
Post (2)

City-Market  
Post (1)

Yantala Post  
(5)

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FIGURE 2

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c) Judiciary Police and Public Security Section: This is a one-man operation primarily for the coordination of activities of the local police commissariats maintained by the Surete in Niamey and five outlying cities. It's Chief of Section is Commissaire J. PERALDI.

The section is also responsible for reviewing reports of criminal investigations performed over the entire nation by the Surete, and it maintains the nation's only Criminal Identification Bureau as a repository for fingerprints and photographs of arrested persons. The Criminal Identification Bureau is staffed by one Assistant Police Officer, 1 Brigadier Chief and 2 Police Agents, all Africans who have been trained on the job by French police personnel who have now returned to France.

Significantly, all of the African Surete personnel working with both the Special and Criminal Identification files are Dahomeyans - not citizens of Niger - because, it was explained by Commissaire Colombani, natives of Niger are naive to the point that they regard nothing as confidential, and could not be trusted to maintain secrecy of police information. Dahomeyans are generally better educated, more sophisticated, and perform much of the work of all of the Niger Government ministries, it was said. The file workers of the Niger Surete were trained during the colonial period and have been retained in their positions since Niger obtained its independence.

d) Administrative and Technical Services Section: Under the direction of Commissaire G. Le GUIN, with the assistance of 2 Police Agents, this section is responsible for matters relating to personnel, accounting, supplies, building maintenance, correspondence, and purchasing. It has 22 civilian employees,

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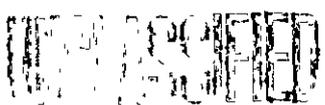
including 4 French secretaries or typists employed directly by the Surete and not furnished by the French Government. The civilian employees include messengers, sweepers, and chauffeurs. Attached to this section also are the Surete's radio communications personnel complement of 3 Radio Police Agents, and one combination chauffeur/mechanic who is responsible for maintenance of the Surete vehicles.

COMMISSARIATS, POSTS AND MOBILE BRIGADES

Police operational forces are assigned in an Urban Police Corps and two smaller commissariats, plus three still smaller police posts in Niamey; five Commissariats in outlying cities, three Mobile Brigades; one mobile desert patrol, and four Frontier Posts. Distribution of these forces is as follows:

<u>Post</u>	<u>Personnel Assigned</u>
Niamey Urban Police Corps	68 (1 Commissaire, 2 Assistant Police Officers, 1 Adjutant, 13 Brigadier Chiefs, 11 Brigadiers, 37 Police Agents, 3 Chauffeurs.
Niamey Commissariat (native city)	15 (1 Commissaire, 1 Police Inspector, 2 Asst. Police Officers, 2 Brigadier Chiefs, 9 Police Agents.)
Niamey Airport Commissariat	4 (1 Commissaire, 1 Guardian of the Peace, 1 Brigadier, 1 Police Agent)
Belafon Police Post (Niamey)	1 (1 Police Agent)
Market Police Post (Niamey)	1 (1 Police Agent)
Yantala Police Post (Niamey)	4 (1 Brigadier, 4 Police Agents)
Commissariat of Tahoua	19 (1 Commissaire, 1 Adjutant Chief, 1 Brigadier Chief, 4 Brigadiers, 12 Police Agents).

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Commissariat of Maradi	25	(1 Commissaire, 1 Police Inspector, 1 Asst. Police Officer, 7 Brigadier Chiefs, 3 Brigadiers, 12 Police Agents)
Commissariat of Zinder	26	(1 Commissaire, 1 Asst. Police Officer, 6 Brigadier Chiefs, 3 Brigadiers, 14 Police Agents, 1 Police Chauffeur and 1 Police Clerk)
Commissariat of N'Guigmi	10	(1 Commissaire, 1 Asst. Police Officer, 1 Brigadier Chief;--7 Police Agents, 1 Police Chauffeur)
Commissariat of Agades	15	(1 Commissaire, 2 Brigadier Chiefs, 11 Police Agents)
West Niger Mobile Brigade, at Tillaberi	5	(1 Chief of Brigade, 1 Brigadier Chief, 3 Police Agents)
East Niger Mobile Brigade, at Zinder	4	(1 Chief of Brigade concurrently the Commissaire at Zinder, 1 Assistant Police Officer, 1 Brigadier, 1 Police Agent)
Central Niger Mobile Brigade	4	(1 Chief of Brigade concurrently the Commissaire at Maradi, 2 Brigadier Chiefs, 1 Police Agent)
Mobile Desert Patrol, Agades	2	(1 Chief of Patrol, 1 Chauffeur)
Niamey Ferry Frontier Post	4	(1 Assistant Police Officer, 3 Police Agents)
Firgoun Frontier Post	6	(6 Police Agents)
Gaya Frontier Post	5	(1 Brigadier Chief, 3 Police Agents)
Matamye Frontier Post	2	(1 Asst. Police Officer, 1 Police Agent)

In addition to the French police commissaires serving in the Surete headquarters, others attached as commanders of the above operational forces are:

Commissaire Piar	Niamey Urban Police Corps
Commissaire Jourdan	Niamey Airport Commissariat
Commissaire Mercier	Maradi Commissariat
Commissaire Espitalier	Zinder Commissariat
Commissaire Michel	Agades Commissariat
Chief of Brigade Clement	Tillaberi Mobile Brigade

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Three native police officials have attained the rank of Acting Commissaire: Kiassa at the Niamey native city commissariat; Keita at the Tahoua Commissariat, and Koukoudi at the N'Guigmi commissariat. The Chief of the Mobile Desert Patrol, Bizo, is also a native Niger citizen, but does not have Commissaire rank.

SURETE POLICE PROBLEMS

Crime such as homicides, assaults, thefts, etc., constitutes a relatively minor problem to the Niger police. Although no statistical tables reflecting accurately the volume and nature of offenses reported to the police are maintained, a quick check of the Surete's reports of criminals arrested during the period January 1 through June 15, 1961, shows only 275 such arrests nationwide. During the same period, Surete commissariats reported 1,284 traffic arrests, and 575 arrests for various minor offenses such as public drunks. On orders of various courts, 106 others were taken into custody for a variety of offenses of a minor nature.

As an indication of the primary effort and emphasis of the Surete, however, it is significant to note that during the same 6½ month period, the Surete concerned itself with and prepared written reports on 4,294 matters under the heading of "General Information" or "Surveillance of the Territory and Frontiers". Of this number, 740 concerned surveillances of individuals investigated because of political, labor and foreign activity. It issued 1,879 domestic Cards of Identity and 62 Foreigner Identity Cards, as well as 429 visas to foreigners arriving in Niger, and 557 Niger Passports to Niger citizens visiting foreign countries.

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In such political matters, interests of the French police officials and the Niger Government run parallel at the present time. Both see the principal threat to Niger's peace and security coming from its neighbors to the north - Mali, Algeria and Libya. Mali is said to be the operational base for the political party in power in Niger prior to its independence - The Sawaba party. It lost its position of control in the same referendum (September, 1958,) in which the Niger chose French Community status. During the period when it was the government party of Niger, many persons were sent to Prague, Moscow and Peking for study. For its leftist trends it incurred the opposition of the French Government and Surete Director Colombani told the Survey Team that it was only through a "major effort" of then French High Commissioner Colombani (no relation to the Surete Director but now French Ambassador in Niamey) that the Sawaba party was defeated in the September, 1958 election. Since that time its leaders have fled Niger and have operated extensive and continuous subversive operations against the French and the present Niger government of President Hamani Diori from a refugee base at Gao, Mali.

Bloc-trained students upon completion of their training in Czechoslovakia, Russia and Red China have not returned to Niger, except in rare instances, but instead have settled around Gao in Mali and have become integrated into the Sawaba party's underground operations directed at the present Niger government. Some of them are said to have been active at Gao in training three-man Communist cells - "Troikas" - for underground activity in Niger. These have been sent across the porous border between Mali and Niger to lead agitation against the Diori forces among the Niger primitive tribes of the rural area. The Sawaba

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party is said to be financed and directed from Moscow.

In recent months, Director Colombani says his forces have seized several weapons shipments sent into Niger from Mali - in all cases the weapons were old French military rifles which Colombani said in all probability were stolen from French military forces before they pulled back recently from Mali into the Niger Republic. (This pullback was in progress during the period the Survey Team was in the area and a huge convoy of French military forces estimated at over 500 trucks was reported to have passed through Upper Volta enroute from Mali to Niamey during the week of June 5.) Some of the weapons shipments have been detected on land routes, while others have been surprised as they made their way down the Niger river. The Surete's frontier post at Firgoun has one river boat with which it maintains patrols along the river near the Mali border. It's post at Tillaberi maintains 24-hour radio monitoring of transmitters it claims are used inside Mali by the Sawaba party to communicate with its followers in Niger. One man, said to be part of a three-man Communist "Troika" was apprehended just prior to the Survey Team's arrival in Niamey and was being held in solitary confinement as the Surete sought the other two of the group thought to have been in the Niamey area.

Such apprehensions of "Troika" members, and detections of arms shipments across the Mali border have led the Surete officers to wonder how many they failed to detect. The same thought has led the Niger Government to plan a build-up of the Gendarmerie forces by adding additional 4 or 5 men "brigades" in border areas, for which it asked U.S. assistance by furnishing the required vehicles to make the new brigades mobile.

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President Diiori also told the Survey Team that it was "politically important" for his party to counteract its predecessor's penchant for Communist country training of Niger students by sending future trainees to Western allied countries - principally France and the United States. He asked that the Survey Team consider taking top African police personalities, when they are appointed, to the United States for training beginning 1962.

While the Mali border is considered now as the most dangerous, President Dirori and the Surete Director said that some infiltration takes place over the relatively unguarded borders with Libya, Algeria, Dahomey, Upper Volta, Chad, and the Republic of Nigeria. All of these borders, it was said, are now "paper borders only" because the Niger Republic has no difficulty with the inhabitants of governments of these countries and no attempt is made to control crossings by either nation. Agitators emanating from leftist leaning Ghana, Mali, and Guinea are said, however, to have almost free access to the Niger Republic through these neighboring countries where Niger's borders are for the most part unwatched.

The border between the Republics of Niger and Nigeria is getting a little more attention now that agitation is said to have built up among Haussa tribesmen who live on both sides of the border, to reestablish the old Haussa States as a separate nation.

#### SURETE BUDGET

The 1961 budget of the Surete totals 130,914,816 CFA francs (about \$523,659 at the exchange rate of 245 CFA francs per \$1.) Of this total, 21,256,800 CFA francs (\$85,027) is allocated to the payment of salaries of both police ranks and civilian personnel, 53,206,016 CFA francs (\$212,824) is earmarked for payment of various allowances authorized police personnel in line with the allowance system approved for all government employees;

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50,252,000 CFA francs (\$201,008) for material and supplies; and two budget items established in separate special accounts in the 1961 budget: 2,200,000 CFA francs (\$8,800) to defray the costs of sending 6 Niger police to the French superior police school at St. Cyr Mont d'Or (Rhone), and 4,000,000 CFA francs (\$16,000) to purchase additional gas and oil supplies for vehicles requested as United States assistance. Both of these special accounts were established on the assumption that both French training and American vehicles would be forthcoming.

Following is a table of basic police salaries of native Surete ranks, excluding salaries for French personnel since these are paid entirely by the French Government:

<u>RANK</u>	<u>MONTHLY SALARY</u>
Deputy Police Officer (1)	59,880
Police Inspector	40,864
Asst. Police Officer	18,072
Adjutant Chief	26,851
Brigadier Chief	21,399
Brigadier	15,448
Police Agent	11,982
Police Agent (Auxiliary ) (2)	16,300

Note: (1) Includes native officers holding temporary ranks of Commissaires.

(2) Auxiliary Agents are not authorized the same allowances as are regular Police Agents, consequently, salaries are higher.

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Allowances include Family Allowance of 2,500 CFA francs per month per child up to a maximum of six; temporary displacement allowance while on missions away from normal duty post; overtime allowances; allowances for use of personal autos or bicycles; allowances to purchase uniform equipment needing replacement; risk allowance; and to cover travel costs of various investigations away from posts. It will be noted that the budget for allowances more than doubles the salary costs of Surete personnel.

The 1961 material budget includes 29,900,000 CFA francs (\$119,600) for purchase of office fixtures, machines, gasoline and oil for existing vehicles; to pay for such services as electricity and water, and to pay for vehicle repairs. It also includes 11,952,000 CFA francs (\$47,808) to purchase new vehicles, but, as Director Colombani explained to the Survey Team, this sum reverted to a common pool of such sums inserted in the budgets of all Niger ministries, from which vehicles were bought on a "first come first served" basis. The entire sum was said to have been used to pay for new cars for the ministers themselves, and other high ranking government officials: As a consequence, the Surete received no new vehicles from this item in its own budget.

Budget costs of the Niger Government annually exceed its revenues. Under an agreement between the Niger and French Governments, the French Government supplies whatever sum is needed, after the Niger Government collects all taxes and revenues from whatever source, to make up the deficit in the Niger budget. No figures were obtained by the Survey Team as to the extent of this annual French contribution, but French police personnel said it was a

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considerable sum each year. Because of this, and through its technicians who are working in every government ministry dealing with budget matters, the French Government exerts some control to keep down expenses of the Niger Government, at least to the point of seeking to prevent waste for which it would later have to pay. Theoretically the French could refuse to pay for such expenses as they might regard wasteful, but to date no such action has been taken.

SURETE RADIO COMMUNICATIONS (See Figure 8)

The Surete radio network at the time of this survey was providing communications between the headquarters in Niamey and eight outlying Surete posts at Firgoun, Tillaberi, Gaya, Agades, Tahoua, Maradi, Zinder and N'Guigmi.

The equipment was purchased by the Niger Government from the 1960 and 1961 Surete budget, and installed with the help of the Chief Engineer, a French national furnished by the French Government (M. Chappaz) of the Ministry of Posts, Telephone and Telegraph (PTT). Mr. Chappaz also undertakes to train Surete personnel in use of the equipment, and performs all repairs which become necessary as he can get to them consistent with his PTT duties. Consequently, a failure in any piece of the Surete's radio equipment is likely to result in a lengthy breakdown in communications with the post where the malfunction occurred.

Seven of the posts are supplied with single sideband radio transceivers of French manufacture. All operate on the low side of the sideband. Five are Model CG-222 manufactured by the Societe Francaise Radio Electrique Afrique, equipped with a six-channel selector in the 3 to 15 megacycle range,

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SURETE RADIO NETWORK

REPUBLIC OF NIGER

June, 1961

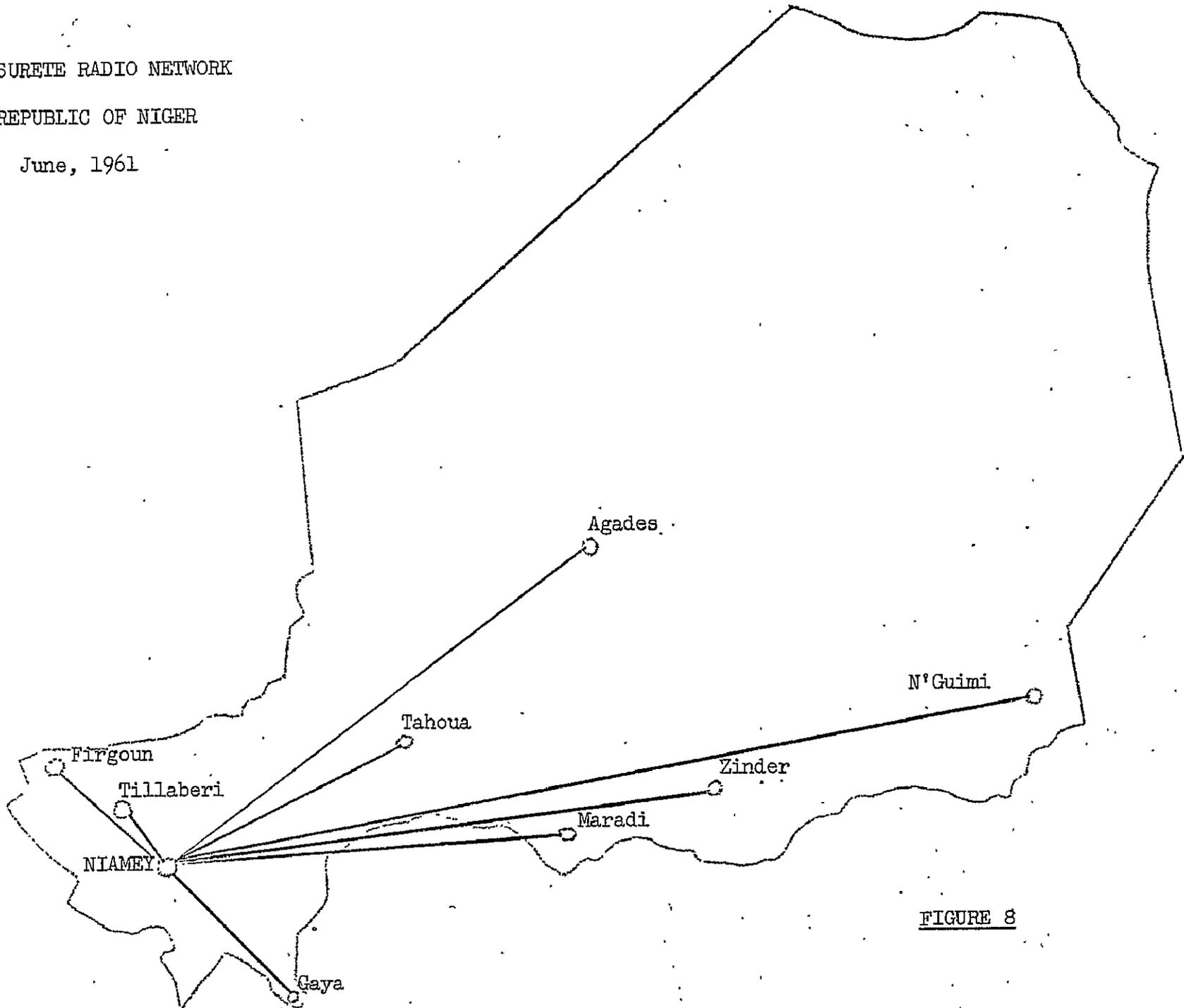


FIGURE 8

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with 10 watts output. One operates on the 220 volt AC power mains in Niamey, the others are powered by 12 volt batteries in outlying posts. All are being used as fixed stations now for point-to-point communications. The other two single sideband sets are (1) a 30 watts output transceiver manufactured in France by the CSF Company, which may be used with a power supply of either 220 volts AC, or 12 volt batteries, and (2) a 150 watt transceiver, manufactured by the French TRT company, equipped with a 3-channel selector.

In addition to the single sideband equipment, the Surete also has six 10-watt Bachelet sets operating on amplitude modulated A-3 wave (voice only), equipped with a 2-channel selector. At the present time, all are operating on only one frequency, however - 5,817 kilocycles. All of the single sideband sets are, likewise, using only one frequency - 8,150 kilocycles, although as noted above they are equipped with multi-frequency selectors.

The Surete has been allocated four frequencies by the PTT which in Niger controls frequency assignments to using agencies - 5,817, 6,807, 8,150, and 12,175 kilocycles, all in the HF band. Its requirement for mobile VHF radio equipment, which was discussed with the Survey Team, has not as yet been met by the PTT's assigning any frequencies in this range to the Surete. Mr. Chappaz, the PTT's Chief Radio Engineer, however, told the Survey Team that no other Niger agency is yet using VHF radio and, consequently, any radio equipment furnished by the United States to the Surete in the VHF range could be pre-set at the factory on any frequency in the following ranges which have been assigned to the Niger Republic by the international frequency assignment agency at Geneva: 68 to 74.8 megacycles; 72.2 to 87.5 megacycles; 100 to 108 megacycles; 145 to 151 megacycles; 154 to 156 megacycles; and 156 to 174 megacycles.

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In addition to the transmitter-receivers set out above, the Surete utilizes an old United States Army battery-powered ANG/RC-9 set for its Mali monitoring operations carried out at the Tillaberi post. It plans to extend its monitoring operations to certain radio transmitters in Ghana as well, and for this purpose as well as to enable the headquarters at Niamey to engage in monitoring, requested a professional type receiver capable of monitoring frequencies from 1,500 kcs. up to 40 mcs.

RADIO NEEDS

Bachelet AM sets have not proved satisfactory - they are extremely noisy and distance range is very limited even under most favorable conditions. They requested US assistance in replacing them with additional single sideband sets comparable to the SSB equipment now being used. For its mobile radio requirements, it also asked that the US supply 4 mobile single sideband sets with an operational range of 1,500 kilometers, with minimum 30 watts output when supplied from 12 volt batteries, and a VHF network for Niamey consisting of one fixed station for Surete Headquarters and 3 mobile sets for mounting in vehicles. The SSB sets should be preset to operate on the present frequency of 8,150 kilocycles in order that they fit into the existing SSB network.

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SURETE TRANSPORT VEHICLES

The vehicle fleet in possession of the Surete at the time of the survey:

<u>MAKE &amp; TYPE</u>	<u>LIC. NO</u>	<u>DELIVERY DATE</u>	<u>USING AGENCY</u>	<u>CONDITION</u>
Peugeot 403	835-RN-1	2/7/58	Hqtrs. Surete	Fair
Landrover Pickup	4824-8A	5/16/58	" "	Fair
Citroen 2 HP	887-RN 1	7/16/60	" "	Good
" " "	891-RN 1	8/3/59	" "	Good
" " "	836-RN 1	10/12/59	" "	Good
" " "	837-RN 1	12/4/58	" "	Fair
" " "	483-RN-1	7/16/60	" "	Good
" " "	854-RN 1	10/21/59	" "	Good
" " "	890-RN 1	8/3/56	" "	Irreparable
Peugeot 203 Truck	931-RN 1	8/3/56	Niamey Commissariat	"
Peugeot 403 Truck	909-RN 1	5/16/58	" "	Good
Peugeot 403 Truck	904-RN 1	10/21/59	Niamey Urban Corps	Good
Renault 1400 K Truck	859-RN-1	8/10/59	" " "	Good
Citroen 2 HP	877-RN 1	1/31/59	" " "	Bad
Peugeot 403 Truck	4866-8A	10/24/59	Maradi Commissariat	Good
Citroen 2 HP	3794-8A	3/10/58	" " "	Good
Peugeot 403 Truck	4858-8A	10/24/59	Zinder Commissariat	Fair
Citroen 2 HP	3818-8A	3/13/56	" " "	Good
Landrover Pickup	3209-8A	5/9/57	Zinder Mobile Brig.	Unusable
Landrover Pickup	3803-8A	1958	Tahoua Commissariat	Fair
Landrover Pickup	3254-8A	6/8/57	Maradi Mobile Brig.	Fair

TRANSPORT NEEDS: Requests were made to the Survey Team for the following vehicles to supplement the present fleet of Surete cars and trucks, or to replace some of the outworn or unsatisfactory vehicles (Landrovers constitute the only vehicles in the entire fleet suitable for the roughgoing outside

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the city of Niamey):

Niamey operations (all stations	5 cargo-personnel jeeps 2 small jeeps (CJ-5)
Niamey Ferry Post	1 small jeep (CJ-5)
Firgoun Post	1 small Jeep (CJ-5)
Tillaberi Post	1 Jeep truck (CJ-6)
Gaya Frontier Post	1 jeep truck (CJ-6)
Tahoua Commissariat	1 CJ-6 jeep
Agades Commissariat	1 CJ-5 jeep, 1 Cargo-personnel jeep
Zinder Commissariat	1 CJ-5 jeep, 1 Cargo-personnel jeep
N'Guigmi Commissariat	1 CJ-5 jeep, 1 Cargo Personnel jeep
Maradi Commissariat	1 CJ-6 jeep, 1 Cargo-Personnel jeep
Matamye Frontier Post	1 CJ-5 jeep
Dan-Issa Post (being established)	1 CJ-5 jeep

Total new requirements were thus placed, according to the above distribution, at 9 cargo-personnel carriers, 4 CJ-6 jeep trucks, and 9 CJ-5 small 4-man jeeps.

Willys Company vehicles were especially requested by the Surete Director since he said mechanics presently available to his force at his own garage, the Central Administration Garage in Niamey, the Republican Guard Garage, and the Gendarmerie Garage are familiar only with this company's engines among lighter American manufactured vehicles.

#### RECORDS AND IDENTIFICATION

Earlier in this report, the two records-keeping operations of Confidential files and Criminal Identification files have been outlined. File methods at Niamey were found to be identical with those described in the section of this

report dealing with the Surete file system in the Upper Volta.

The fingerprint forms in use at Niamey were also identical to those being used at Ouagadougou, as were the index cards. Filing systems were also identical, and the fingerprint classification system in both places were the same. (See section of Upper Volta report on Records and Identification).

The Survey Team was told that the bureau now has in its file approximately 120,000 phonetic index cards, 50,400 fingerprint cards, and 45,000 dossiers.

The photo lab of the Niamey Surete's Criminal Identification Bureau was found to have good equipment both for taking photographs and for developing them. The darkroom was clean and orderly, and personnel in charge of this unit gave a good demonstration of their capability by taking photographs of police buildings in Niamey one morning and presenting the Survey Team with excellent enlargements that same night. Native personnel run the photo lab and take all pictures.

#### NIAMEY POLICE BUILDINGS

The Survey Team visited the buildings being used by the Urban Police Corps, Belafon Post, and the Market Police Post in Niamey.

That of the Urban Police Corps (See Figure 3) is a decrepit and ancient building of concrete and stone, much damaged and appearing to be ready to collapse. Personnel assigned to work there have suffered in morale because of it. The Commissaire in charge of this 68-man operation - largest in Niger - has his office in a detached building in the same compound, constructed of

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Presidential Escort

FIGURE 3

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Market Police Post - Niamey

FIGURE 4



CONFIDENTIAL

UNCLASSIFIED  
CONFIDENTIAL

Office in the Market Police Post

FIGURE 5

UNCLASSIFIED  
CONFIDENTIAL



CONFIDENTIAL

Exterior  
Balafon Police Post in Niamey

FIGURE 6

CONFIDENTIAL



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CONFIDENTIAL

Interior  
Balafon Police Post in Niamey

FIGURE 7

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wattled mud. No locks have been installed on the doors, and the Commissaire demonstrated how he "unlocked" his office by kicking away a brick which held shut the door on the outside:

The Belafon post in Niamey is also housed in a wattled mud building, as is the Market Police Post. (See Figure 4, 5, 6, and 7).

The Niger Government has earmarked 20,000,000 CFA francs (\$80,000) from its 1961 Surete budget to begin construction of a new headquarters building for the Niamey Urban Police Corps. It will be completed with funds anticipated and pledged by the Government from the upcoming 1962 budget. The other Niamey police buildings are to be replaced in future years as funds become available for this purpose. (A request for funds with which to construct these and other needed police posts throughout the country was made to US representatives conducting an overall survey of needs of the Niger Government in the Fall of 1960, but by the time the Public Safety Survey Team reached Niamey in June 1961 the government had determined to take steps on its own to better house its police forces, and the matter was not raised with this Survey Team.)

Minister of Interior Magga Diambala told the Survey Team that the Government has developed a 3-year plan to construct new police buildings at Niamey, Tahoua and Agades.

SURETE POLICE TRAINING

The native police personnel of the Surete has suffered through lack of training. They have learned what they know from on-the-job instruction of more senior policemen, both French and native. No formal classroom training has ever been afforded them. Minister Diambala said plans had been made to

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initiate a training course for the native personnel, but training facilities and instructor personnel are lacking at the present time. An ambitious program to conduct training, however, which would lead to a law degree for natives holding the rank of Commissaire, and to a baccalaureate for those holding Inspector ratings, is his present hope.

Six members of the Niger native police force have received training at the former French Federal Police School at Dakar, but Minister Diambala wryly stated Niger "had received little benefit from it". He explained that one was dismissed from the service while still at the Dakar school, and another after completing his training was sent by the French to Upper Volta (where he is still serving) instead of returning him to Niger. The remaining four, however, are presently in the Niger police service.

Future training, he said, would depend on how quickly a revision of the French Penal Code (still in use in Niger) can be completed. It is presently being examined to determine its suitability to present Niger needs. Since criminal law is an important element in any police training program, he felt it would be beneficial to await the code revision before proceeding with police training plans.

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ORGANIZATION OF REPUBLICAN GUARD

The Republican Guard with a personnel strength totalling 913 (including 8 French Gendarmerie officers and non-commissioned officers) is the largest force for the maintenance of order among Niger's three civil police agencies. Administration of the service is entrusted to its Depot in Niamey, which also conducts its training center, but operational control of the personnel assigned in detachments over the nation is the sole responsibility of the administrative officials appointed by the government as chiefs of cercles, subdivisions and posts. Such officials are responsible for the maintenance of order in their jurisdictions, and the Republican Guard provides the personnel required for this function. (See Figure 9)

The Republican Guard was organized in May, 1956, following an authorization from the Governor-General of French West Africa at Dakar permitting creation of units of Territorial Guards in the colonial states under his jurisdiction, as an extension of the Gendarmerie. The decree of the French Commissioner for Niger which established detailed provisions for the establishment and administration of the Corps is still followed in Niger. They are almost identical with the statute concerning the Republican Guard in Upper Volta which is attached in full as an Annex to the section of this report dealing with the Upper Volta.

The Depot at Niamey (See Figure 9) has a complement of 118 personnel, including three platoons of 30 men each who may be dispatched to any point in the nation as a force of intervention in case of need. The Depot is commanded

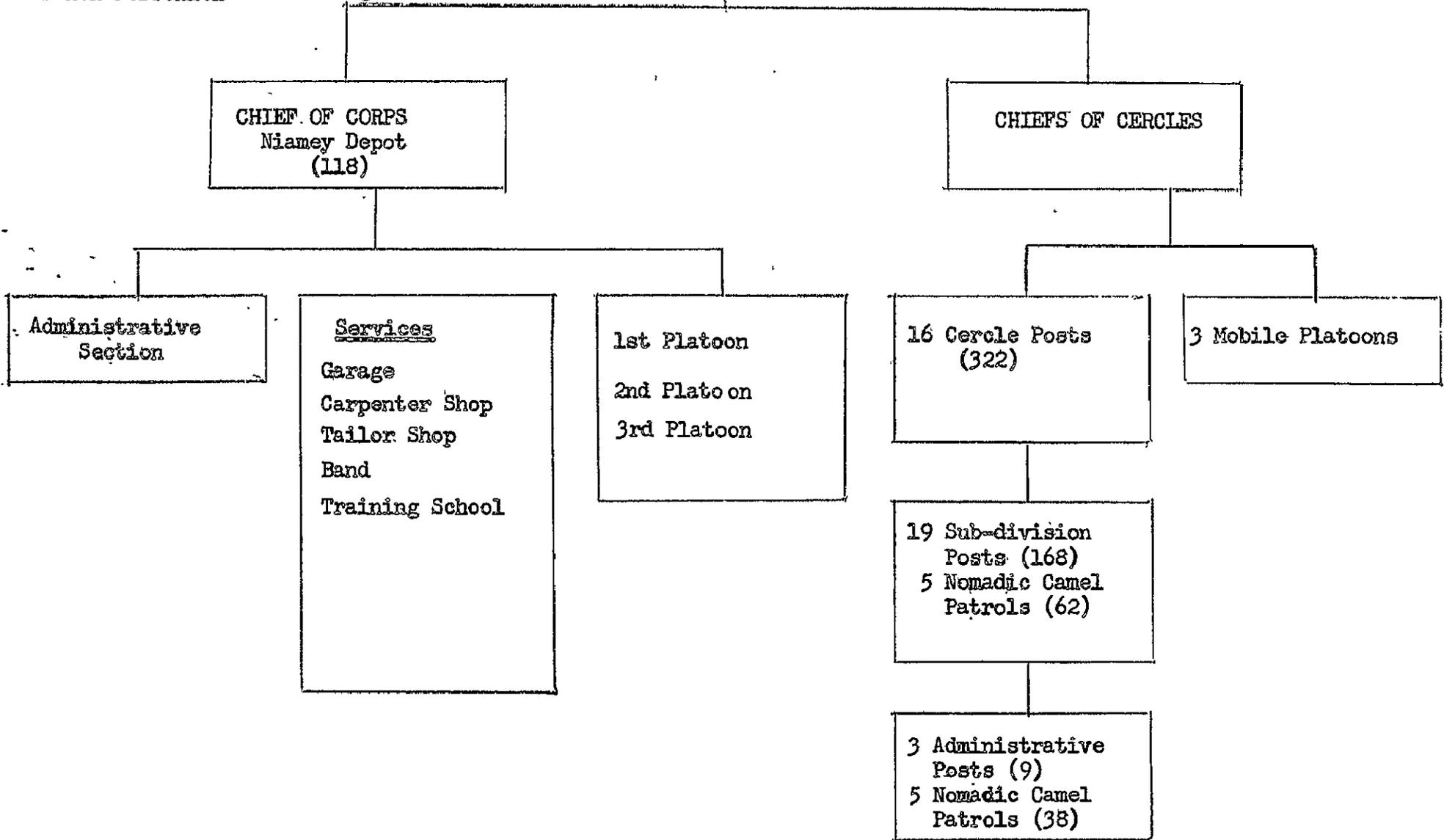
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ORGANIZATION OF REPUBLICAN GUARD  
REPUBLIC OF NIGER  
(June 1961)

TOTAL PERSONNEL STRENGTH 905  
African Personnel - 897  
French Personnel - 8

MINISTER OF INTERIOR



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FIGURE 9

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by a Chief of Corps who is responsible for all administrative functions for the entire force - personnel administration (recruiting, training, assignment, promotions, punishments), purchasing, accounting and maintenance of equipment such as arms, uniforms and vehicles. At the time of this survey, the Chief of Corps was Gendarmerie Lieutenant Joseph Brocas. His Deputy Chief of Corps also commands the three reserve platoons maintained at the Depot. This position was being held by an Adjutant of the Gendarmerie. Another Gendarmerie non-commissioned officer was in charge of all accounting at the Depot, and the Depot's garage was supervised by the Gendarmerie non-com who heads the the Gendarmerie Garage just across the highway from the Republican Guard Depot at Niamey.

The Republican Guard Band of 15 native musicians is quartered at the Depot and is sent to numerous public functions in Niamey and elsewhere on occasion. The Survey Team was told that it is the only band in all of Niger. A carpenter shop in which various pieces of office furniture (desks and chairs) are made is also attached to the Depot, utilizing the skills of a number of Guards.

Two training classes of 40 men each are held annually at the Depot. Trainees are drawn by rotation from all the detachments outside Niamey, in addition to recruits brought into the service twice each year. The classes continue for six months each. Most of the personnel are recruited from the ranks of former native soldiers in the French military service, and for the most part can neither read nor write. Consequently, much of the curriculum pertains to simple exercises to teach these basic educational tools. Remaining portions of the training time are divided about equally between military

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(drilling and manual of arms) and police subjects. Enforcement of various government edicts and regulations pertaining to sanitary ordinances and tax collections constitutes the primary use made of Republican Guard personnel in outlying detachments, along with guarding prisons and prisoners on work details. Consequently, training in these matters is also included in the school curriculum.

The three platoons stationed at the Depot constitute a reserve force available for duty in Niamey, and this force is also trained in riot-control formations and tactics. The Depot has on hand a small supply of French military types of tear-gas grenades, but no gas masks. It was said that the supply is not sufficient to permit training in its use, and accordingly no training has ever been administered to acquaint the personnel with this important element of riot control. It was said that the Gendarmerie which has an ample supply of tear gas and has been thoroughly trained in its use, would probably bear the brunt of any police control of mobs in which tear gas might be required.

DISTRIBUTION OF GUARDS

Guards attached to the various administrative authorities in Brigades varying in strength from 4 to 25 men each according to the importance of the jurisdictions, total 501. Distribution at the time of the survey was as follows:

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<u>Brigade Location</u>	<u>Strength</u>	
	<u>Authorized</u>	<u>Actual</u>
Niamey Cercle	20	20
Maradi "	20	20
Zinder "	25	25
Agades "	25	25
Birni N'Konni Cercle	20	20
Dogondoutchi "	20	20
Dossa Cercle	20	19
Filingue "	12	13
Goure "	20	19
Madaoua "	21	21
Magaria "	25	24
N'Guigni "	20	20
Tahoua "	25	24
Tera "	15	13
Tessaoua "	20	20
Tillaberi Cercle	20	19
Niamey Subdivision	15	13
Maradi "	15	14
Zinder "	18	18
Bilma "	6	6
Gaya "	15	15
Maine-Soroa Subdivision	15	14
Dakoro Subdivision	12	12
Boboye "	12	11
Say "	12	11
Tanout "	15	13
Ouallam "	15	15
Bouza "	6	5
Illela "	6	6
Keita "	6	4
Matamye "	6	6
Mayayi "	6	5
Ayorou Admin. Post.	4	4
Gotheye " "	6	5

In addition to those listed above in fixed posts, who have little or no mobility, 286 Guards are assigned in Nomadic Brigades in 16 locations. They are provided with camels and in some rare cases horses on which they make patrols in desert areas for the enforcement of laws and regulations among the

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nomadic tribes who inhabit the desert of northern Niger. These are distributed as follows:

<u>Brigade Location</u>	<u>Strength</u>	
	<u>Authorized</u>	<u>Actual</u>
Filingue Cercle	10	10
Goure "	15	19
N'Guigni "	40	39
Bilma Subdivision	20	18
Maine-Soroa "	10	19
Bouza "	3	2
Dakoro "	10	13
Tanout "	10	18
In Gall Admin. Post	10	16
Iferouane " "	10	10
Bankilare " "	10	10
Ayorou " "	2	2
Taskeor Mobile Platoon	25	24
Eddouk Mobile "	53	53
Agades " "	51	43

At the time of the survey, additional fixed posts at Madarounfa administrative post and Langa subdivision were being formed, as well as an additional camel patrol for the administrative post of Tillia. Personnel had not been assigned as yet, however, but it was said that they would not change the overall strength of the Republican Guard. They will be drawn from personnel presently assigned to other posts.

Exclusive of French Gendarmerie personnel, the Republican Guard lists the following ranks:

Adjutant Chief	5
Adjutant	15
Brigadier Chief	30
Brigadier	90
Guard 2nd Echelon	535
Guard 1st Echelon	152
Student Guards	<u>78</u>

TOTAL NATIVE STRENGTH : 905

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INTERNAL SECURITY PROBLEMS - REPUBLICAN GUARD

Although the Republican Guard has no authority to conduct investigations nor to make arrests except when an offense is committed in their presence, they are utilized on their patrols to reduce thefts of cattle, goats, sheep and camels. In their tax control operations, they conduct head counts of such animals found in the possession of those responsible for paying taxes - among the nomadic tribes possession of animals of these types constitutes the only evidence of taxable wealth, since the tribesmen move about the country and do not possess lands. In their patrols, and in conducting head counts of animals, the Republican Guardsmen often are able to detect stolen animals and in many cases are able to restore them to their rightful owners. Such activity is especially important in the area inhabited by some 12,000 Toubou tribesmen who traditionally have devoted themselves to the theft and sale of stolen animals. (Significantly, Lieutenant Brocas informed the Survey Team that most of the personnel of his Nomadic Brigades who patrol this area were recruited from among the Toubou and Toureg tribesmen, both notorious raiders of the lands of other tribes.)

The Niger border areas with the Republics of Chad and Nigeria present problems involving smuggling of contraband goods, it was said, and the Nomadic Brigades are alert to detect such activity in these areas.

The three large Nomadic Mobile Platoons at Agades (Eddouk and Taskeur) are all commanded by French Gendarmerie personnel, one at Taskeur and two in

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each of the other platoons.

TRANSPORT VEHICLES - REPUBLICAN GUARD

Lieutenant Brocas furnished the following list of Republican Guard vehicles to the Survey Team:

<u>Year, Make and Type</u>	<u>Condition</u>	
1958 Citroen T-46 Truck, 5-ton capacity	Good	)
1959 " " " " "	Good	)
1959 Renault 1,200 Kilo Closed Truck	Good	)
1953 " small Pickup Truck	Bad	)
1955 Dodge Power Wagon, military model	Unusuable	) Niamey Depot
1959 Citroen 2 HP Sedan	Good	)
1951 " Dump Truck	Unusuable	)
1958 Peugeot 203 Sedan	Good	)
1957 GMC 4 x 4 Truck	Fair	)
1960 Dodge 4 x 4 Personnel Carrier	Good (At Eddouk	)
1957 Dodge 4 x 4 Personnel Carrier	Bad (At Agages)	)
1953 Renault 4 x 4 Personnel Carrier	Bad (At Taskeur)	)

From the foregoing, it would appear that at least 6 out of the total vehicle fleet of 11 sedans and trucks are in need of replacement.

Transport needs of the Republican Guard were stated by Lieut. Brocas as follows:

For the Depot:                    2 Large trucks, Dodge Military Model R6-W500  
   2 Smaller Dodge Military Carriers, Model W-300M  
   1 small jeep truck, Model CJ-6

For Mobile Platoons:

a) At Eddouk	1 Dodge Carrier, Model W300M
b) At Agades	2 " " " "
c) At Taskeur	2 " " " "

The above makes and models were selected by the Chief of Corps since they are either similar or identical with American makes and models already familiar to mechanics at both the Republican Guard and Gendarmerie Garages.

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Personnel at both garages were found to be well-trained, well supervised and familiar with spare parts stocking procedures. Adequate gasoline and oil supplies were found available in the Republican Guard garage, purchased monthly and warehoused at the Garage in 50-gallon drums.

BUDGET- REPUBLICAN GUARD

Due to the absence from the Depot of the French Gendarme charged with accounting during the period of this survey, no breakdown was available on the Republican Guard's 1961 budget. The Survey Team, however, was supplied with the following:

For Personnel Salaries and Allowances:	281,250,000 CFA francs (\$1,125,000)
For Material	<u>43,350,000</u> CFA francs (\$173,400)
TOTAL	224,600,000 CFA francs (\$1,298,400)

The Minister of Interior also requested in his 1961 budget submission the sum of 83,300,000 CFA francs (\$253,200) to construct urgently needed buildings and living quarters for Republican Guard posts over the nation, but this sum was refused when the budget was agreed in the National Assembly.

Salary scales for Guard personnel, exclusive of allowances which are standard (described earlier herein under the Surete sector) are as follows:

Student Guard	10,290 CFA Francs	(\$41.16)
Guard, 1st Echelon	11,083 " "	(\$44.25)
Guard, 2nd Echelon	11,875 " "	(\$47.50)
Brigadier (Corporal)	12,666 " "	(\$50.66)
Brigadier Chief (Sergeant)	17,416 " "	(\$69.66)
Adjutant (1 silver bar)	22,166 " "	(\$88.66)
Adjutant Chief (1 gold bar)	23,750 " "	(\$95.00)

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COMMUNICATIONS - REPUBLICAN GUARD

Since the bulk of Republican Guard personnel is assigned under the authority of administrative officials over the nation, there is little requirement for communication between the Depot and field forces that cannot be transmitted by the telephone and telegraph circuits available to the public through PTT.

The Depot had on hand at the time of the survey four pieces of radio equipment, but admitted it was seldom used. These were one fixed station for transmitting and receiving, mounted at the Depot for communication with the other three sets which were available for portable use with gasoline power generators.

Additional radio communication requirements may be established if, and when, the fusion of the Republican Guard with the Gendarmerie takes place depending upon the types of missions assigned under the unified force to the present Republican Guard element.

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ORGANIZATION OF THE GENDARMERIE

In the interim period between Niger independence in August 1960, and such time as a Niger army is formed (probably 1962), the Gendarmerie has a combination military-police character, and in its military role comes under the jurisdiction of the Ministry of National Defense. Because of this factor, the Survey Team did not delve deeply into the operations of the Gendarmerie.

It held one meeting with Commandant VIAL, the chief of Gendarmerie, on June 19, 1961, and from this meeting the following information was developed:

The entire Gendarmerie operation is funded by the French Government at no cost to the Niger Government at present. Commandant Vial said, however, a plan has been developed (and may be activated later this year) to join the Gendarmerie and Republican Guard in a single force. It will be financed jointly by both the Niger and French Governments under an agreement which will require France to pay the salaries and costs of its personnel assigned with the unified force as technical counselors, and the Niger Government will fund for the costs of the native personnel of the force. Commandant Vial forecast that the single force will not require as many personnel as is used now in the two separate forces, and said that the combined force may not exceed 800 personnel, as opposed to the total of the two services now of 1,367. Costs which will be shared by the two governments will be reduced proportionately although savings resulting to the Niger Government for several years will probably be absorbed by new construction costs in the program to build posts and lodgings over the nation. The unification plan also envisages greater operational control of field forces by the Niamey

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headquarters, as opposed to the control now vested in administrative officials.

In the execution of its police duties throughout the rural area of the nation, the Gendarmerie comes under the jurisdiction of the Minister of Interior.

(See Figure 10)

It has a headquarters at Niamey under the direction of the Commandant with staff sections charged with administrative and technical service functions, and field personnel assigned in three companies whose headquarters are located at Niamey, Maradi and Zinder.

The staff sections under Commandant Vial and his Deputy Commandant, are the Personnel Section, Administrative Section, Budget and Fiscal Section, Communications Section, Supplies Section, and a Garage.

Each of the companies at Niamey and Maradi has attached to it a Mobile Brigade well-equipped with vehicles and radio transmitter-receivers, and an additional Mobile Brigade is to be attached to the Zinder Company. Within each of the companies there are also brigades of varying strengths located in cities and towns in the same general area, as follows:

<u>COMPANY</u>	<u>BRIGADE LOCATIONS</u>
Niamey Company	Niamey, Tillaberi, Say, Margou, Tera, Gaya, Dosso, Filingue, Dogondoutchi
Maradi Company	Tahoua, Birni N'Konni, Madaoua, Dakoro, Maradi, and In-Gall
Zinder Company	Agades, Tessaoua, Zinder, Magaria, Goure, N'Guigmi, Maine-Saroua, Tanout

Additional brigades of 4 or 5 men each are to be stationed later this

ORGANIZATION OF NATIONAL GENDARMERIE  
 REPUBLIC OF NIGER  
 (June 1961)

Total Personnel Strength - 454  
 AFRICAN Personnel - 353  
 FRENCH Personnel - 101

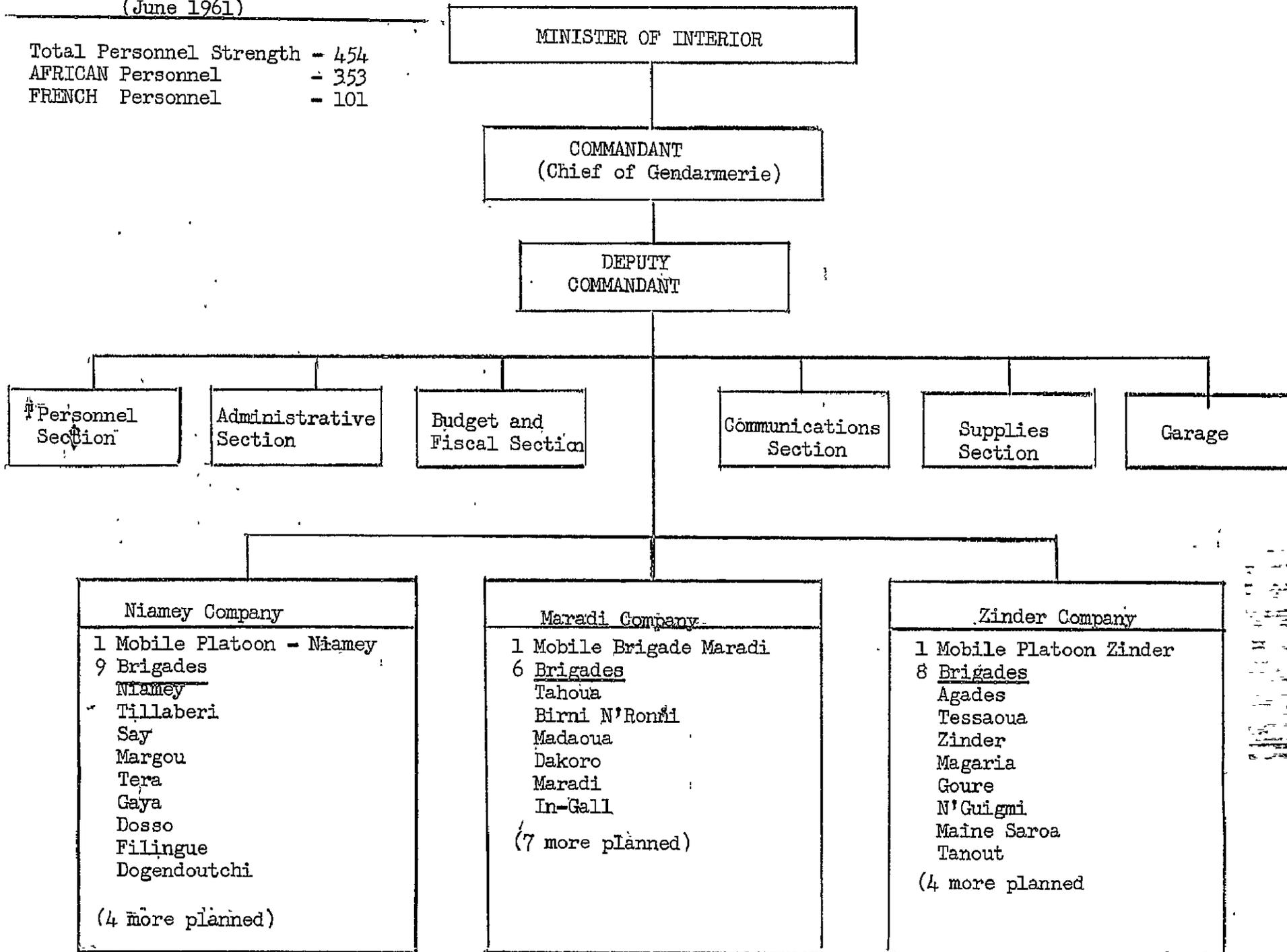


FIGURE 10

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year in the following locations to improve security in the areas

<u>COMPANY</u>	<u>BRIGAGE LOCATIONS</u>
Niamey Company	Yourou (Mali Border), Bankilan, Gotheye, Ouallam
Maradi Company	Illela, Keita, Bouza, Madarounfa, Mayaki, Iferouane, Tillia
Zinder Company	Matamye, Bilma, 2 others to be named.

Minister of Interior Diambala requested that the U.S. furnish additional vehicles for the new fixed brigades and the new Mobile Brigade. Vehicular requirements of the new posts, under the unification plan, will be a responsibility of the Niger Government, he said. Requirements were established in the meeting with Commandant Vial as follows: 1 Willys Jeep CJ-6 with winch for each of the 14 new Brigades, plus 1 spare vehicle to be retained at the Gendarmerie Headquarters for use wherever needed in event of a breakdown of any of the brigade vehicles, and 3 Jeep cargo-personnel carriers to equip the new Mobile Brigade of the Zinder Company. Commandant Vial said the Gendarmerie is now using Jeeps and Dodge Power Wagons and its mechanics are familiar with the servicing and repair requirements of only these American made vehicles. He specifically requested Jeep vehicles for the new Brigades.

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Just prior to the arrival of the Survey Team in Niamey, the Niger Ministry of Plan presented the USOM at Abidjan with a summary of various requests for US assistance in numerous fields. Included was a list of vehicles and radio equipment for the "Services of the Minister of Interior" totalling 113 vehicles and 13 radio transmitter-receivers. Minister of Interior Diambala

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referred the Survey Team to LUCIEN R BAYLE, Director-General of the Ministry of Plan, whom he said prepared all the material submitted to the Abidjan Mission and could clarify the proposed distribution of the requested vehicles and radio sets to the various police agencies and posts. The Survey Team met with Mr. Bayle June 19 and learned that many of the requested vehicles were not intended for police use but were desired for the administrative authorities in charge of various cercles, subdivisions and administrative posts. He was unable to state the number of the requested vehicles which could be designated for police use only, and, therefore, coming within the purview of the Public Safety survey. It became obvious during the meeting that he was seeking through subterfuge to identify all the requested vehicles for police use under the "umbrella statement" that the administrative authorities in the various jurisdictions were responsible for the maintenance of order, and that, therefore, all vehicles assigned to them could be termed police vehicles. He became abusive when the Survey Team informed him that it could not accept this definition of police vehicles. When this conversation was related later to

Director Colambani of the Surete in Niamey, he informed the Survey Team that his agency had identified Bayle as the same Lucien R. Bayle who was dismissed from an identical position with the Ministry of Plan in Tunis in 1960 because he had been "uncovered" in Tunis as a member of the French Communist Party. His wife, who is presently employed as a secretary in the Protocol Office of the Ministry of Foreign Affairs in Niamey, was said to be also serving as the Niger correspondent of the leftist newspaper, "L'Afrique Action" published in

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Tunis. Bayle has been under Surete surveillance since this information came into possession of the Surete, it was said, and two reports of his activities and past association with the French Communist Party had been submitted in writing to President Diiori, who was responsible for his employment by the Niger Government. Colombani said Bayle has no association with other French technicians in Niamey who are furnished by the French Government, and they have urged President Diiori to dismiss Bayle. He said the President has not indicated what action he plans to take in this matter.

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On the basis of discussions with the heads of all the Niger police services, the Survey Team was able to identify the precise needs of each in vehicles and radio equipment, and in accordance with instructions given it prior to its departure from Washington cabled its recommendations for US vehicular assistance as follows:

<u>USING SERVICE</u>	<u>VEHICLES</u>
<u>Gendarmerie</u> (18 vehicles)	
14 new Brigades	14 Willys CJ-6 Jeeps
1 new Mobile Platoon	1 Willys CJ-6 Jeep, plus 3 Willys Cargo-personnel Carriers with water-tank trailers.
<u>Surete</u> (23 vehicles)	
Niamey Hqs.	3 Willys CJ-5 Jeeps
Brigades	5 Willys Cargo-personnel carriers
	6 Willys CJ-5 Jeeps
	9 Willys CJ-6 Jeeps

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Republican Guard (12 vehicles)

Depot-Niamey

- 1 Willys CJ-6 Jeep
- 3 Dodge Cargo-personnel Carriers, Model W-300M
- 2 Heavy Dodge Carriers, Model R6-W500

Nomadic Platoons

- 6 Dodge Cargo-Personnel Carriers, W-300M with water-tank trailers.

Niger is a land-locked country and must utilize seaports in Abidjan, Ivory Coast, or Cotonou, Dahomey, to receive material destined for Niamey. Unloading operations at the Port of Cotonou are accomplished in the heavy surf several hundred yards off-shore, and severe damage occurs at times to such cargo as vehicles. For this reason, Minister of Interior Diambala requested that such equipment as the U.S. should furnish to the Niger police services be shipped via the Port of Abidjan, and from there to Ouagadougou, Upper Volta, by rail. He said police personnel could be dispatched to Ouagadougou to pick up and drive the vehicles to Niamey. Gas and oil costs of this over-the-road trip would be borne by the Niger Government, he said.

Estimated landed cost of all the recommended vehicles, with pre-delivery service costs by the Willys representative at Abidjan (Manutention Africaine) to include repainting where necessary to cover shipping damage, if any, and rail costs from Abidjan to Ouagadougou, were estimated at \$187,330 for the 330 vehicles and 9 water-tank trailers.

Radio requirements, as developed by the Survey Team, are limited to the Surete forces, and consist of the following equipment which was also recommended to Washington by cable before the Survey Team departed Niamey:

- a) 1 all-wave radio receiver, professional type for monitoring \$1,000 550 kcs to 40 mcs, 110 volt AC operation, fully tropicalized, with headphones and step-down transformer 220 volts to 110 volts AC.

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- (b) 6 transmitter-receivers, for fixed station operation on low side of single sideband, 3-selector switch for frequencies of 6,807, 8150 and 12175 kcs, 110-220 volts AC, power minimum 30-watts output, with one set all special tools and test equipment required to service as recommended by manufacturer, and 6 gasoline-powered generators to supply emergency power to above sets, crystals, and spare crystals in quantity recommended by manufacturer for above frequencies, fully tropicalized.
- \$20,000
- (c) 4 portable SSB transceiver for operation from vehicle, 12 volt battery power source, minimum 30-watts output, anticipated operation range 1,500 kilometers, with portable antenna matched to transceivers, all necessary cable connections, spare parts, and crystals for operation on 8150 kcs., low side of single sideband. Fully tropicalized.
- \$ 8,000
- (d) 1 VHF transceiver for fixed station operation on 110-220 volt AC power, 25-watts output, single cabinet to house both transmitter and receiver, with antenna and 200 feet of antenna cable, all other necessary connecting cables, special tools and spare parts as recommended by manufacturer.
- \$ 1,500
- (e) 3 mobile VHF transceivers, vehicle-mounted for mobile operation in Willys cargo-personnel carriers, 12-volt battery power supply, minimum 25-watts output, dash-mounted microphone and controls, with all necessary antenna, antenna cable and connecting cables, spare parts as recommended by manufacturer.
- \$ 3,000

Total \$39,000 including shipping cost (inland, ocean, rail and truck to Niamey), GSA fee.

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IV

POLICE SERVICES  
OF THE  
REPUBLIC OF DAHOMEY

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IV

POLICE SERVICES OF THE REPUBLIC OF DAHOMEY

Dahomey, with a population of 1,720,000 - somewhat larger than that of Oregon - is one of the smallest countries of West Africa, although its 44,290 square miles approximates the size of Pennsylvania.

Its police service is patterned after the French police system. The penal code in use in Dahomey is the French Penal Code. During the period when Dahomey was a colony of French West Africa, many French police personnel were utilized in the management and operations of the Dahomey police. In June, 1961, when this survey was undertaken, the top positions of the three police services were still filled by French nationals, who had been retained until native Dahomans could be developed to take over their jobs.

As in France, police functions in Dahomey are the responsibility of the Minister of Interior. Three police agencies which existed during the colonial days have been continued to carry out the police function under the Minister of Interior. (See Figure 1) They are:

a) The Surete which is responsible for the gathering of domestic intelligence, especially as it pertains to political parties and labor activities, and the maintenance of order in the cities. It has a headquarters in the coastal city of Cotonou, which is rapidly becoming the seat of government formerly reserved exclusively to the capital city of Porto Novo, and Commissariats (police stations) in five cities of the nation. Total personnel strength at the time of the survey was 346, including two French police officers furnished by the French Government.

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CIVIL POLICE SERVICES  
REPUBLIC OF DAHOMEY  
(JUNE 1961)

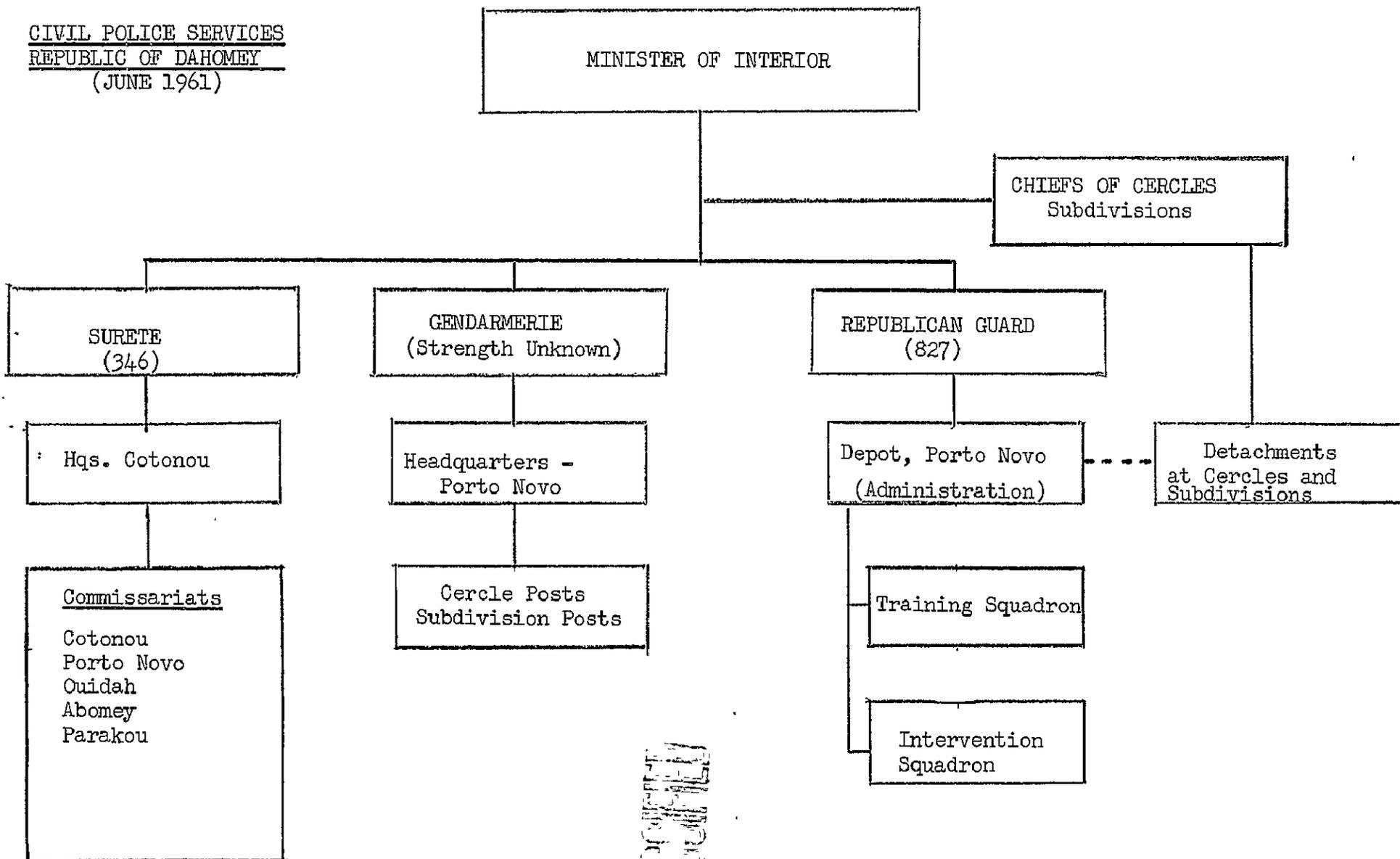


FIGURE 1.

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FIGURE 1A

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b) The Republican Guard whose 827 personnel provide the enforcement authority required by administrative officials throughout the nation to compel compliance of the population with various administrative decrees, laws, and regulations, such as those dealing with sanitation and tax payments. It has a Depot at Porto Novo, where all six of its present complement of French personnel are stationed, responsible for administration of the Corps and the training of its members, and where a reserve force is held in readiness to be dispatched to any point in the nation as needed; and detachments of native guards in the seven cercles of Dahomey and the various subdivisions under the cercle chiefs. These detachments are responsible (as far as their use in the field is concerned) solely to the government representatives appointed as chiefs of cercles or subdivisions. Its personnel also guard the two prisons at Porto Novo and Cotonou, and prisoner details sent out on work missions.

c) The National Gendarmerie, which has primary responsibility for crime investigations, apprehensions of criminals, and control of traffic on the highways, in the rural areas outside the cities. It is still the same French organization that existed there prior to Dahomey independence, and all costs are borne by the French Government. Its headquarters remains at Porto Novo, and it maintains posts in each cercle administrative center, as well as many cercle subdivisions. Its strength and the location of its posts were not available to the Survey Team, and consequently are not covered in this report. Its chief, Commandant Djermott, pledged he would furnish such data to the Survey Team, but at this writing (August 1961) it has not yet been received. The Survey Team was informed that the Gendarmerie also serves a military purpose during the interim

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period until Dahomey can develop a military service. In this responsibility it comes under the jurisdiction of the Ministry of National Defense. The same personnel serve both functions.

Mama Arouna, the Minister of Interior, is also the Minister of Security and National Defense in the present Dahomey Government. He was not available to the Survey Team except for a brief conversation at the Cotonou Airport as the Team was departing for Togo. He had arrived from Paris on the same aircraft which took the Team on to Lome. Working sessions were held, however, with the Acting Minister of Interior, M. Keke, who is the Dahomey Minister of Justice, as well as French and Dahoman police executives, and Sounan Biodan, the Chief of Cabinet of the Ministries of Interior, Security and National Defense, at Porto Novo.

DIRECTOR OF SURETE AND POLICE SERVICES

The gathering of domestic intelligence pertaining to a variety of organizations, political parties, labor activities, commercial companies, and personalities associated with them, as well as movements of foreigners within Dahomey, and the maintenance of order (including the investigations of crimes, arrests of criminals, control of traffic, enforcement of various ordinances, etc.) in the principal cities, is under the control of the Director of Surete and Police Services.

At the time of the survey, this position was held by GASTON PALLEAU, a French Commissaire of Police who had served in a similar capacity in other former colonies in French West Africa before coming to Cotonou. On instructions of the President of Dahomey HUBERT MAGA, Commissaire Palleau held many

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working sessions with the Survey Team. His tour of duty with the Dahomey Surete expired on the Survey Team's final day in Dahomey and he was replaced by NORBERT EOUAGNINON who had no previous police experience. Though bitter over the turn of political events in Dahomey which brought in an African to take his place, Commissaire Palleau was most cooperative in furnishing data requested by the Team. He departed Cotonou for his home and police position in France on July 9.

His replacement, Eouagninon, has since been downgraded to the number two position in the Dahomey Surete by appointment of a new Director, ARSENE KINDE, with whom the Survey Team had no contact, and no information is presently available concerning his aptitude for the post.

ORGANIZATION OF THE SURETE

The Surete Headquarters is at Cotonou, where the Director of Surete and Police Services maintains his office. He has a Deputy who serves in his place in his absence, but so far as the Team could ascertain there is no normal division of responsibilities of headquarters work between them. At the time of the survey this position was held by a Dahoman and Commissaire Palleau maintained a tight personal control of the headquarters to the complete exclusion of the African. (See Figure 2.)

Headquarters functions are assigned to six staff units as follows:

a) General Information: Commissaire Palleau said frankly that this unit traditionally during the colonial period was the intelligence arm of the French Government in the Dahomey area, and since independence the Dahomey government has retained it as such. Its personnel at the time of the survey consisted

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ORGANIZATION OF SURETE  
 REPUBLIC OF DAHOMEY  
 (June 1961)

Total Personnel Strength: 346  
 (includes 2 French)

Personnel strength figure in  
 parenthesis.

MINISTER OF INTERIOR

DIRECTOR OF SURETE  
 and  
 Police Services

TRAINING SCHOOL  
 (70 Students)

Deputy Director  
 Hqs., Surete

General  
 Information  
 (Political)  
 (2)  


---

 Confidential  
 Files

Secretariat  
 (Administra-  
 tion) (10)  


---

 Accounting  
 Purchasing  
 Personnel  
 Material

Road Brigade  
 (25)  


---

 Traffic  
 Control  
 Riot Control

Immigration(10)  
 & Emigration  


---

 Cotonou  
 Airport Post  
 Igalo Post  
 (Nigeria Bord)  
 Grand Popo  
 Post (Togo  
 Border)

Criminal Invest.  
 (14)

Mobile Brigade

Crim. Ident.  
 Bureau  
 Central Files  
 Index  
 Criminal Files  
 Photo Lab.

Porto Novo  
 Commissariat(60)

Ouidah Commissariat  
 (25)

Cotonou Central  
 Commissariat (150)

Abomey Commissariat  
 (25)

Parakou Commissariat  
 (25)

4 District Stations  
 (Arrondissements)

FIGURE 2.

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of two native Assistant Police Officers, although it was said that they had the services of numerous informants, paid and otherwise. Under their supervision the unit is responsible for collecting information pertaining to political party activities and personalities; labor union trends and splinter groups since there is presently only one recognized union in Dahomey; commercial companies including background data on their executives and all employees; tribal movements among the 11 different native tribes which may be distinguished among the Dahomans, whose backgrounds, cultures and separate languages are now the object of an intensive effort of the Dahomey Government to weld them into a single nation. In fact, the unit makes inquiries into anything that may be of momentary interest to the government.

b) Secretariat: This unit of 10 personnel under an Assistant Police Officer is responsible for Accounting, Purchasing, Personnel Administration, and Property, as well as all correspondence and typing of police reports.

c) Judiciary Police or Criminal Investigation: This unit with a personnel complement of 14 under a Deputy Police Officer, is responsible for investigations, or reviewing investigative reports from other lower police elements, pertaining to all crimes of a serious nature committed in Dahomey. It maintains a Mobile Brigade of 2 permanently assigned officers with authority to add others as needed, for investigations anywhere in the nation, and also the Criminal Identification Bureau. The latter has sub-units charged with operating the photo lab, and maintaining criminal investigative report files, fingerprint files, and a Central Index of names known to the Surete from all sources (the

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only Central Index found by the Survey Team in any of the police services covered by this survey of Upper Volta, Niger, Dahomey and Togo.) It also maintains a special file<sup>of</sup>/outstanding arrest warrants and keeps a register of warrants issued and served. All files whether criminal or confidential are maintained by this unit.

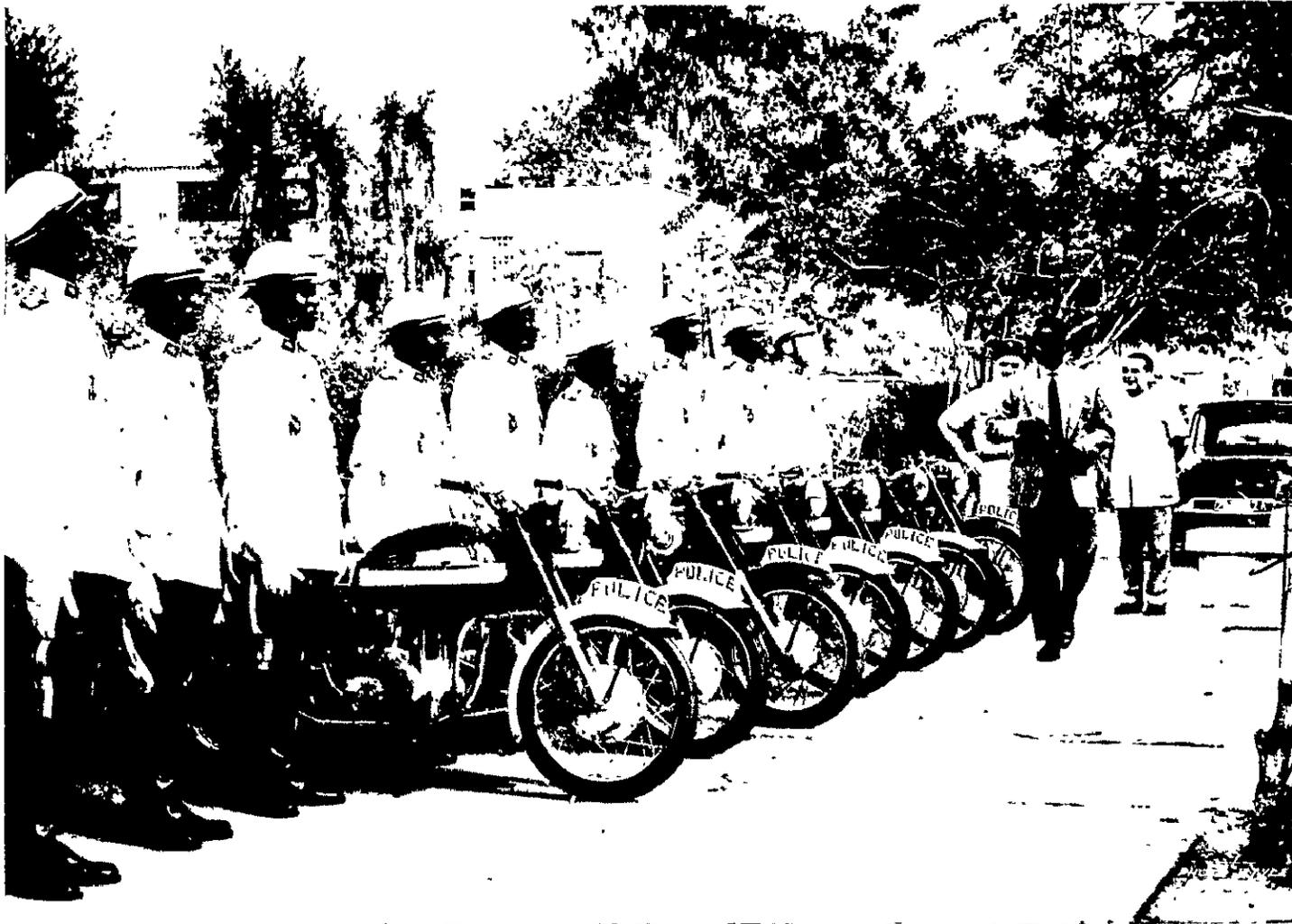
d) Immigration and Emigration: Also directed by a Deputy Police Officer, this unit is responsible for the collection of information concerning arriving and departing foreigners, and natives going out of Dahomey; issues passports to Dahomans, and visas to foreigners. Besides the headquarters staff, the unit maintains posts at the Cotonou airport, at Igolo on the Nigerian border, and at Grand-Popo on the Togo border.

e) Road Brigade: Though assigned to the Surete staff, it is an operational unit which serves as a force of intervention as needed for riot-control or raids or large scale operations, and performs special patrols around the city of Cotonou for traffic enforcement or control in which it also establishes periodic road blocks for inspection of driver permits. One of the two French remaining in the Dahomey police services, Lieutenant Baraille, (the title is complimentary since his actual grade is Brigadier Chief), leads this group in which 24 others are permanently assigned. The unit is also responsible for escorting the President of the Republic and visiting dignitaries from other lands. (See Figure 3, which shows the motorcycle escort led by the other remaining French officer.)

f) Police Training: This unit is responsible for administering the training program of recruits. At the time of the survey 70 recruits had been

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Niamey Urban Police Post

FIGURE 3

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selected but training had not as yet been initiated. They were being utilized under Lieutenant Baraille's direction in clearing the land in Cotonou designated by the government and building the first of several buildings which will be erected on the 5-acre plot. The building was almost complete and since the Survey Team departed Cotonou the formal dedication of the school has been held, and the training program begun. Lieutenant Baraille is in charge of the program, and will draw upon other police officials and personnel of various ministries relating to police work (as the Ministry of Justice) for lectures.

#### UNIFORMED POLICE OPERATIONS

Operating elements of the Surete perform functions relating to maintenance of order such as are carried out by city police forces in the United States. They are established in Commissariats located in principal cities. Cotonou has the largest personnel strength, 150, assigned in the Central Commissariat and 4 sub-stations in the Arrondissements in which the city is divided. Porto-Novo is second with 60 police; Ouidah, Abomey, and Parakou each have 25. The latter three are cities with populations of approximately 20,000 each, while Porto Novo and Cotonou each have about 85,000.

The unusually large number of uniformed police in Cotonou, as compared to the police strength of Porto Novo which is about equal in population, is attributed to the fact that it is more important commercially than the ancient inland city of Porto Novo; it is Dahomey's port city and will become increasingly more important when the port facilities now under construction are completed in 1963. In addition, the Presidential Palace is located there, and government ministries are gradually moving there from Porto Novo.

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Each of the Commissariats is responsible for criminal investigations, and arrests for offenses which occur within the municipalities where they are located. Their personnel perform patrols in assigned areas on foot or bicycle at night, but in the daytime maintain watch over such public-gathering places as the markets, abbatoirs, churches, railroad stations, and public buildings.

The Commissariats at Cotonou and Porto Novo are under the command of officers with the rank of Deputy Police Officer, while those in the three smaller cities are led by Police Inspector grades. The four sub-stations in Cotonou are also under Police Inspectors. The police strength in Cotonou is divided as follows: Central Commissariat, 15; 1st Arrondissement, 50; 2nd Arrondissement 24; 3rd Arrondissement, 35, and 4th Arrondissement, 25.

The Survey Team visited the Central Commissariat of Cotonou. It is located in the same building with the 3rd Arrondissement sub-station. It is a concrete and brick structure, clean orderly appearing. The other sub-stations, however, are in rented structures built for commercial or residential occupancy.

SURETE EXPANSION PLAN

Two additional Commissariats are planned for early establishment in Natintingou and Athime to give the Surete a post in each of the six cercles of the country. Construction of the new posts is incorporated in a 3-year plan of expansion for the Surete intended to give it a total personnel strength by 1963 of 1,000. Acquisition and training of the additional personnel - 650 new men in two years- may be considered somewhat ambitious, however. The Surete had an authorized strength at the time of the survey of 378 personnel, but only had 346

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on board including the 70 recruits already selected for training.

New construction planned will require a minimum of 30,000,000 CFA francs (about \$120,000) to give the two new commissariats buildings in which to begin operations. No estimate was obtained as to additional personnel costs which will follow the proposed increase in strength.

Commissaire Palleau in discussing the "burden" on France in supporting Dahomey budget deficits said the French contribution to the Dahomey budget in 1960 was more than 2 billion CFA francs (about \$8 million) and he was doubtful that the Dahomey Government would be able to finance the police increases planned, - "especially if they expect France to pay for it."

American assistance in supplying uniforms for the new police personnel was requested of the Survey Team by Acting Minister of Interior Keke. His request was for uniforms for 500 men - not the 650 represented by the total proposed increase - which he said his government hoped might be available in US military stocks. He asked for military type fatigue uniforms of shirts and trousers, plastic helmet liners, boots of the type worn by parachute jumpers, and cotton socks. He said uniforms for ordinary wear of the new police could be furnished from Dahomey budgeted funds, and that those he requested from the United States would be required for use when the police are on riot-control or bush duty. The Survey Team made no commitment to him, in response to his request, other than to make inquiry in Washington to determine availability of such equipment in excess US military stocks, and to give consideration to his request in relation to whatever public safety program might develop following the survey.

(As of mid-August, 1961, such equipment was available, it has been determined, and can be furnished to the Dahomey Government for only the cost of

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shipping the material to Cotonou - approximately \$3,000.)

SURETE POLICE PROBLEMS

Under the French-administered Surete, the prime targets for its activities were the political parties existing in Dahomey since the independence movement began following World War II. It is likely to continue so as the present dominant party - the PDU (Party Dahomeyan Union) - seeks to maintain itself in power.

PDU represents an amalgamation of two earlier political parties which were active prior to the most recent election on December 11, 1960. They were the RDD (Rassemblement Democratique Dahoman) party of the North, led by President Maga, and supported by the Baribas, Peuls, and Sambas, and the PRD (Party Republicaine Dahomey) led by Sourou Migan Apithy, now Vice-President of Dahomey, whose influence centers in the Porto Novo area.

With the election last December, and police measures since then which have been undertaken on direction of the government, the new PDU has sought to eliminate the third political party in Dahomey - the UDD (Union Democratique Dahomey), led by M. Ahomadegbe, which drew its strength from the Abomey area.

Just prior to the arrival of the Survey Team in Dahomey, Mr. Ahomadegbe and some 50 others of the UDD were arrested on charges of plotting to overthrow the government, and to assassinate many of its ministers and national assemblymen. Acting Minister of Interior Keke told the Survey Team that the UDD leadership had the "active assistance in its plot of certain people in Accra, Ghana, with whom they were maintaining contact" - conducted a "communist-style election campaign" featured by noisy, riotous street demonstrations prior to the December election - and had a "grenade manufacturing plant supervised by supporters who

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formerly served in the French military campaign in Indochina."

Following the government roundup of UDD leaders and supporters, many of its members are said to have joined the new political party of President Maga and Vice-President Apithy to "escape house arrest, constant police surveillance, or other forms of harassment", according to Commissaire Palleau.

Minister Keke pointedly told the Survey Team in Palleau's presence that the plot was uncovered "not by the Surete but by other sources available to the government" and that the arrests were carried out by native police personnel "without any help from their French Commanders." Palleau later termed the government's action in this matter a "pure and simple plan to eradicate the political opposition" in which it knew the French personnel would not cooperate or participate. Palleau said the December election was the first in history of Dahomey "without French guidance", and the new PDU party had contrived to bar UDD candidates by premature closing of the qualifying date before the UDD could get all its candidates qualified.

Minister Keke used the story of the "plot" to illustrate why Dahomey needed "outside assistance" in training its police personnel to deal with such "subversive acts". He said Minister Arouna may later request such assistance from the United States. Palleau said one reason for Arouna's trip to Paris was to request the same assistance from the French Government. Minister Arouna did not mention it in the brief meeting he had with the Survey Team at the Cotonou airport, but said he would be appreciative for any training his police might be given by the United States.

A form of censorship is available to the Director of Surete through his membership on government boards which control the showing of movies to the public,

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what is printed in newspapers, and what is broadcast over radio. The Films Permit Board also has members representing the Ministries of Education and Health. They meet monthly and grant or deny permits to show films scheduled for the following month. Palleau said the board was established to prevent showing of films which "would encourage violence or would be shocking to morality." However, in exercising its prerogatives its decisions are sometimes whimsical, he said, pointing out that the board denied permits regularly to American westerns, films dealing with psychiatric problems, and had banned "On the Beach" on the grounds that the Dahomey movie goers were not mentally prepared to "think of such things as atomic warfare."

Radio and newspaper information presently poses little problem, Palleau said, because the only radio station in Dahomey is operated by the Ministry of Information, and the two newspapers are organs of the governing political party. He said he, as the Director of Surete, had been alert, however, to guard against Communist propaganda in broadcast tapes offered to the Dahomey Ministry of Information by bloc nations, and so far none have been used. After his departure he believed the Ministry probably would be more amenable to their use, because he pointed out that the Ministry has difficulty programming the radio station's time now, and also has expressed itself as being opposed to its present dependence on French tapes which it buys from a mixed French-American company which makes broadcast tapes for most of the radio stations in the former colonies of French West Africa.

Only one newspaper is regularly published now, the weekly "L'Aube Nouvelle", which Palleau said is subsidized by the government party, but a

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weekly mimeograph paper, "L'Entendard" has been fitfully active for the past four years. Both push the government viewpoint, he said, and for this reason are not a problem for the moment.

No statistics are maintained by the Surete as to the offenses reported to the police, but each Commissariat is required to submit a monthly report to Surete Headquarters outlining the lists of crimes for which arrests were made during the month, as well as summaries of other matters in which personnel were involved, including the number of administrative investigations (background checks) performed, inquiries made in response to court orders, and traffic accidents in which personal injury or death resulted. At the end of June the Survey Team was shown the monthly report of the Cotonou Commissariats for the Month of April, which reflected 20 arrests for the entire month's effort of 150 police personnel. The report for May had not been compiled, but the Chief of Cotonou Police, Iatif Titus Rahiny, who spoke English fairly well, said crime in terms of homicides, thefts, assaults and robberies, was a minor problem for his department. The report, he said, did not reflect the volume of political information of importance that is generated by his police personnel. These reports are submitted to him orally, and he compiles them in written form before submission to the Surete Headquarters.

Tribal influence is strong in Dahomey, as in many other parts of French West Africa, and their inter-tribal struggles for ascendancy in the newly emerging government pose a problem of some importance to the Surete leadership.

The tribes of Dahomey are: the Fons or "true Dahomans" who number more than 700,000, and inhabit the southern area of the country; the Adjias (about 220,000) who farm the area between the Mono and Couffo rivers centering around Athieme; the Baribas (175,000) who live in upper Dahomey; the Yorubas (or Nagots)

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numbering about 160,000 who live on both sides of the border with Nigeria; the Hollis (15,000) are related to the Yoruba and live around Pobe; the Aizos (92,000) live in the Cotonou area; the Sombas, estimated at 90,000, live in the area between the Atacora Mountains in the northwest and the Togo border; the nomadic Peuls (68,000) who emigrated from the area now known as Mali and serve as shepherds all over Dahomey as well as other nearby countries; and unknown numbers of Pedahs, Pias, Minas, Pilas-Pilas and Dendis who live along the rivers and lagoons of Dahomey in small settlements.

SURETE BUDGET

Increased personnel strength in 1961 represented by the 70 recruits already selected, plus increased salaries for native police personnel who had been promoted to fill positions formerly held by French police, brought an increase in the Surete's FY 1961 budget from 151,000 CFA francs to 225,750,000 francs (from \$604,000 to \$913,000). The 1961 budget includes 6 million francs (\$24,000) for purchase of gas and oil for the Surete's vehicles and for maintaining them. It also included 2 million (\$8,000) for purchase of mobile radio equipment for the Road Brigade of the Surete headquarters.

Minimum and maximum monthly salaries plus allowances for the present grades in the Surete are:

Deputy Police Officer	27,000 to 65,000	(\$108 to \$260)
Police Inspector	25,000 to 60,000	(100 to \$240)
Assistant Police Officer	18,000 to 30,000	(\$72 to \$120)
Adjutant (only one)	24,500 -	(\$98)
Brigadier	12,500 to 18,000	(\$50 to \$72)
Agent	11,000 to 15,000	(44 to \$60)

Allowances are identical to those found elsewhere in the course of this survey, and follow the system established by the French Government during the

colonial period.

The three-year plan of expansion proposed for the Surete encompasses salary increases for all grades, but no estimate was available as to probable increase in total personnel costs. The proposal was bogged down in the Ministry of Finance when the Survey Team was in Cotonou, and it was forecast that the plan would not become effective until 1962, assuming funds to cover the increased costs for construction and personnel could be found.

#### SURETE TRANSPORT VEHICLES

The Survey Team was furnished the following list of vehicles being operated by the Surete forces:

<u>POST LOCATION</u>	<u>VEHICLES</u>	<u>CONDITION</u>
<u>Headquarters, Cotonou</u>	1 Simcas Sedan (1958)	Good
	2 Landrovers (1960)	Good
	7 Norton Motorcycles (1961)	"
<u>Central Commissariat, Cotonou</u>	1 Peugeot 403 Sedan, 1958	Good
<u>1st Arrondissement, Cotonou</u>	1 Renault light truck	Good
	1 Citroen 2 HP	Fair
<u>2nd Arrondissement, Cotonou</u>	1 Citroen 2 HP	Fair
<u>3rd Arrondissement, Cotonou</u>	1 Renault light truck	Good
	1 Citroen 2 HP	Fair
<u>4th Arrondissement, Cotonou</u>	1 Simca light truck	Unusable
<u>Abomey Commissariat</u>	1 Renault light truck	Good
	1 Citroen 2 HP	Bad
<u>Ouidah Commissariat</u>	1 Renault light truck	Good
	1 Citroen 2 HP	Bad

The Surete had on order at the time of the survey 2 new Renault light trucks, to be paid for by the Dahomey Government from its common pool of funds in which all ministries contribute sums from their budgets. They are scheduled for delivery in September, 1961, and are to go to the 2nd and 4th Arrondissements of Cotonou.

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The Surete relies on commercial garages operated by French companies in Cotonou for major repairs of its vehicles, while routine maintenance and minor repairs are performed at the Administrative Garage.

The Landrovers and light Renault trucks being used by the Surete are metal covered, and glass windows are covered with heavy wire mesh to protect against rocks or other objects thrown by demonstrators. The Landrovers carry six each while the Renault trucks are capable of carrying 12 men over good roads or on city streets. On the roads outside the cities they are of questionable value due to weak construction, as are the 2-horse-power Citroens. Additional vehicles are needed to give additional mobility to the existing forces, to transport recruits to be maintained at the training school and to be used as a riot-control force, and to replace unsuited vehicles presently in use (Citroen 2 HP and light Renault trucks).

Need for a boat with a capacity to carry 10 to 15 police personnel was discussed with the Survey Team. The requirement comes from the fact that the lagoons which are located almost the entire width of Dahomey from east to west just north of the coastline (from 1 to 3 miles inland) are inhabited by numerous persons in small villages on the shores and on islands within the lagoons. To reach them for any police purpose, Surete personnel now must borrow or rent boats - a process which has hampered police operations up to now in the lagoon area. The islands, it was said, serve to conceal wanted persons and smugglers of contraband goods from both Togo and Nigeria.

The Survey Team was requested to consider US provision of a boat suited to the purpose. Inquiry was made among French boat manufacturers last year and it was ascertained that a boat could be obtained for 1,510,958 CFA francs (about

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\$6,050) equipped with an inboard motor and with a shallow draft suited for moving in the lagoons where the water is at places only a few feet in depth. The French-made boat has an aluminum hull, 30 feet in length, 6 feet wide, with a carrying capacity of 2 tons, and is provided with a canvas-cpyer roof. The price quoted by the manufacturer includes the Dahomey import tax computed at 80% of purchase price, which would not be levied if the U.S. should furnish it.

#### SURETE TRAINING SCHOOL

At set out earlier in this report, Surete training of 70 recruits has been initiated at its new school site in Cotonou. The Survey Team visited the school and observed recruits putting the finishing touches to the single building already constructed which will serve as the principal classroom, and to the five-acre plot which they cleared themselves of scrub trees and cacti. The grounds include a football field, basketball court, obstacle course and other areas for physical training.

The building is constructed of concrete block and brick, with a tin roof supported by steel beams and posts. Interior furnishings of desks, tables and chairs, were also constructed by the recruits. Total cost of the plant, 4 million CFA francs (\$16,000), came from the Surete's 1961 budget.

Training manuals of the French police are to serve as instructor guides and will include some military drilling along with the police subjects. The curriculum will include: civil law, penal code, private and commercial law, public security, police organization, duties and responsibilities of all ranks, traffic code, blockades, accident investigation, criminal investigation, handling juveniles, riot-control, VIP escort and protection, personal searches, entry

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to buildings, police regulations, police files and police record systems, scientific crime detection, security (anti-subversive) investigations, arson, first aid, drawing and execution of arrest warrants, and handling of firearms.

It is planned to train the police students in riot-control techniques in order to have a ready force available to serve with the Surete's Road Brigade when needed anywhere in the nation, thus affording the Surete of a force of more than 100 men to deal with crowd control.

SURETE RECORDS SYSTEM

The Survey Team inspected the Criminal Identification Bureau in the Surete headquarters building in Cotonou. It is charged with the maintenance of all criminal and special files, and as noted earlier herein, has a central index of all names appearing in either section of the files.

Records keeping systems, insofar as they relate to dossiers, index cards, and fingerprint cards were found to be identical to those found elsewhere during the course of this survey. File cabinets were deteriorating badly, however, and many of the wooden file drawers were found to be stuck and in some cases inoperative. No estimate as to the number of files, index cards or fingerprint cards on hand was available.

The Bureau has one function not found elsewhere - issuance of driver permits. The agency responsible for this service is the Ministry of Public Works, but it forwards all applications to the Surete which takes fingerprints of the applicants, finishes the processing of the permits, and is responsible for actual issuance. It compels applicants to return to the Surete for the permits when they are completed, and Commissaire Palleau said the Surete may

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recommend to the Ministry of Public Works that certain applicants (with criminal records) not be issued permits. Applicants must furnish their photographs which are attached to the issued permits.

The Survey Team was told that tribesmen in Dahomey often change their names at established times (certain anniversaries, festivals, and other occasions) - a factor which complicates tracking down a criminal known by an earlier name.

The identification unit is headed by a Police Inspector who has the assistance of 7 Brigadier Chiefs, 2 typists (all reports and index cards are typed, a factor which distinguished this bureau from others observed during this survey tour where many of the record forms were handwritten), and 2 photo technicians.

The bureau possessed an American Thermo-Fax machine for which supplies are available at a dealer's shop in Cotonou, and an ample supply of darkroom developers and papers. The darkroom, however, lacked equipment suitable for the work it was responsible for performing. Open-air storage of films and papers in the damp, humid climate of Cotonou often causes deterioration of the sensitized materials, the Survey Team was told. The darkroom itself was poorly constructed and ill-suited to the work.

Equipment to modernize the records system, files, and the photo lab were requested by both Commissaire Palleau and Minister Keke in talks with the Survey Team, as well as an American technician to guide the reorganization required to make this bureau an effective instrument of police planning and operations. The personnel employed in the bureau appeared to be susceptible of training,

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and expressed themselves as desirous of learning modern criminal identification procedures.

SURETE ARMS

The Surete's limited supply of firearms are generally reserved for the uniformed personnel of the Commissariats. Pistols are passed from <sup>one</sup> detail to the next at relief time in the police stations. The supply of weapons comprises 22 automatic pistols of French make, 7.65 millimeter caliber; 15 automatic pistols, 9 millimeter caliber, also French made; 3 submachine guns, 9 mm. caliber, on loan from the Republican Guard; 5 submachine guns, 7.65 mm. caliber, and 25 British revolvers, model 1892. Ammunition for each is limited, although some firing practice is held on the beach near Cotonou for personnel of the Road Brigade only.

Minister Keke inquired about the possibility of American assistance in acquiring revolvers for the entire Surete force, in order to standardize the police weapons system. No commitment was made to him by the Survey Team, except to inform him that the request would be reported.

SURETE COMMUNICATIONS

As was found elsewhere in the Entente area, the Dahomey Surete relies on PTT telephone and telegraph circuits for its communications between posts and headquarters, and delays in police messages were described by Palleau as frequent, resulting from breakdowns in PTT service or night closings of PTT offices. Both he and Minister Keke asked US assistance in supplying the Surete with a radio network of its own to insure rapid communications when needed, also requesting an American technician to supervise a training program for the personnel required to manage and operate such a system.

A beginning in police radio use is to be made this fall (1961) upon

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receipt of six radio transceivers purchased from the Surete's 1961 budget from the French firm TRT (Telecommunications Radioelectriques et Telephones). It is planned to utilize the equipment to provide the Surete Headquarters with communications with its Road Brigade personnel. One set is to be installed at the Headquarters and the other five will be mounted in Surete vehicles for local use in Cotonou. Frequency in the 85 megacycle band has been authorized the Surete by the Dahomey PTT.

Electric current to operate radio equipment is 220 volt AC throughout Dahomey, but current is available only in Cotonou, Porto Novo, Ouidah and Parakou. It was said to fluctuate considerably, however, according to loads put on the local systems at varying times of the day: - as much as 180 to 250 volts fluctuation at times.

ORGANIZATION OF THE REPUBLICAN GUARD

Republican Guard personnel totalling 833 (including the five French Gendarmes presently serving in the top positions of command) are divided between its headquarters at Camp General LeClerc in Porto Novo (adjoining the National Gendarmerie headquarters) and 32 posts throughout the nation (See Figure 4.) Personnel assigned in Porto Novo total 302, and 87 are concentrated in Cotonou.

The Porto Novo Depot personnel are responsible for administrative functions of the Corps; such as accounting and personnel administration. They also conduct a training center for recruit personnel where 90 new men were in training at the time of the survey, provide a "force of intervention" totalling 99 established in three mobile Platoons of 33 men each; and maintain a garage

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ORGANIZATION OF REPUBLICAN GUARD  
 REPUBLIC OF DAHOMEY  
 (June 1961)

MINISTER OF INTERIOR

Total Personnel Strength: 833  
 (Includes 6 French)

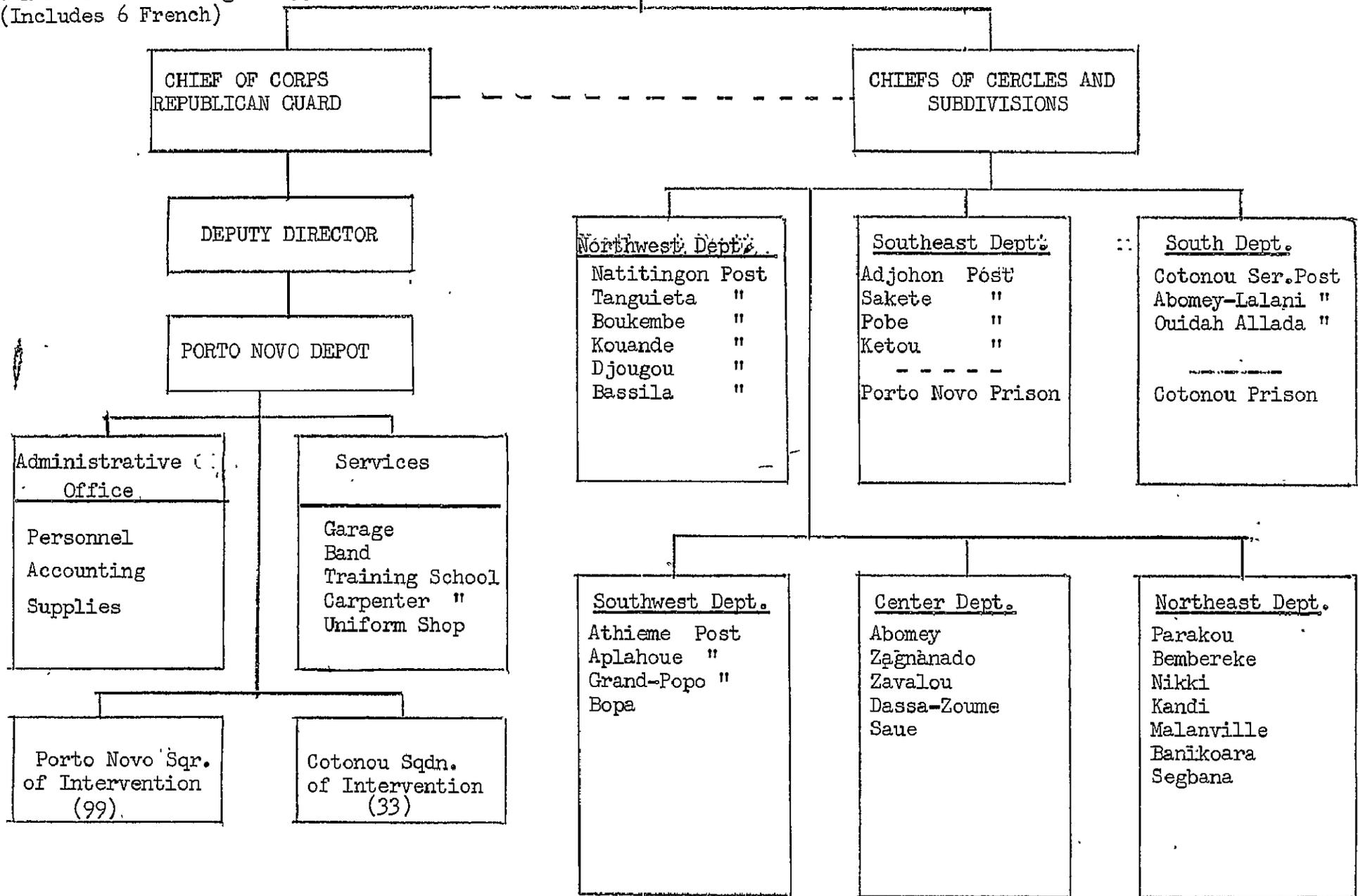


FIGURE 4.

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for the repair of vehicles, a carpenter shop for the construction of tables, desks and chairs needed by the Corps, and a uniform tailor shop which produces all uniforms. (See Figure 4, Organization Chart of the Republican Guard).

The Corps is under the command of the Chief of Corps, who at the time of the survey was a Captain of the French Gendarmerie detached from his organization to serve in this capacity by agreement between the French and Dahomey Governments. The Survey Team met with his Deputy, Adjutant Chief Morrell, also a French Gendarme, (who was serving as chief in his superior's absence). Three other French non-commissioned Gendarmerie officers are assigned to the Depot - one each in charge of accounting, the garage, and the Corps band of 37 native musicians.

The Depot presented the neatest, most orderly and clean appearance of any of the Republican Guard units observed by the Survey Team in the course of this tour. Stone and brick buildings appeared clean and well constructed. The Depot has a canteen, with bar and party facilities available to officer and non-commissioned officer personnel, and dependent quarters for all personnel with families are on the post, but separated from the administration buildings. Dependents are discouraged from entering the headquarters area of the post.

The Survey Team inspected the garage, carpenter and uniform shops, and found them to be well equipped for the work being performed, and adequately staffed.

Uniforms being produced there include both regular khaki uniforms for ordinary wear (distinguishable from the Gendarmerie uniforms only by the blue overseas type cap furnished Republican Guard personnel) and dark blue work

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uniforms of shorts and open neck shirts. The guards are also furnished with French military type fatigue uniforms for use in bush country or when on crowd-control duty.

The Corps is armed with French MAS 36 rifles for all personnel with the rank of Guard, while its non-commissioned officers are armed with 7.65 submachine guns. The weapons supply includes French military type tear-gas grenades, but they have no gas masks for the protection of the personnel using the tear-gas.

The Republican Guard possesses no radio equipment, but through an arrangement with the Gendarmerie, uses the Gendarmerie radio system, which links all its posts nationwide, - an arrangement which may be available only so long as Gendarmerie personnel are in command of the Republican Guard.

A plan to join the Republican Guard and the Gendarmerie, and to gradually replace the French personnel with Dahomans, is under study, and may become effective by the end of 1961, it was said. The plan was developed during 1960, but was not implemented due to financial difficulties of the Dahomey Government which found itself unable to pay for the combined force.

The plan would have reduced the Republican Guard element of the combined organization to 580 (from its present native strength of 827) and the 1961 budget for the Republican Guard included funds for only 580 personnel. The reduction has not been made as yet, and at the time of the survey the Dahomey Government was seeking a solution to the difficulty. Adjutant Chief Morrel told the Survey Team that the situation "probably will force the planned reduction by August."

Current budget funds total 191,710,000 CFA francs (\$766,840) divided

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between 180,700,000 (\$722,800) for personnel salaries and allowances; 10,750,000 (\$43,000) for material, and 260,000 (\$1,040) for upkeep of the Depot buildings.

#### REPUBLICAN GUARD TRANSPORT VEHICLES

The transport fleet of the Corps, all of which was assigned to the Porto Novo Depot (including its Cotonou force of intervention) was as follows at the time of the survey:

- 6 French Military T-46 Heavy Trucks (all good condition)
- 12 Renault light trucks (2 unusable)
- 1 Landrover (bad condition)
- 1 Simca Sedan (Fair condition)
- 2 Outboard motorboats (Fair condition)

The Survey Team was told that the Depot requested in its 1961 budget presentation 9 additional vehicles (1 French T-46 truck, 7 light Renault trucks, and a Peugeot 403 Sedan - the latter for the Chief of Corps' use) but no funds had yet been made available by the government for this purpose.

Requests were made to the Survey Team by Minister Keke, and Chief of Cabinet Biodan, of the Ministries of Interior, Security and National Defense, for US assistance in obtaining six of the needed vehicles for the Republican Guard. The sedan and two of the light trucks would be forthcoming from the government pool of vehicle funds, they said.

They pointed out that the French Government contributed over 2 billion CFA francs (8 million dollars) to the Dahomey budget in 1960, and that many ministries would fail to obtain needed vehicles this fiscal year as a result of Dahomey-French efforts to reduce the probable 1961 deficit.

#### REPUBLICAN GUARD POSTS

Detachments of Republican Guards are stationed in cercles and subdivisions

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of cercles, as well as the two prisons in Dahomey at Porto Novo and Cotonou. They are under the jurisdiction of the cercle and subdivision administrative officials as far as their operational use is concerned.

Distribution at the time of the survey was as follows:

<u>DEPARTMENT</u>	<u>PLATOONS</u>	<u>ASSIGNED STRENGTH</u>
<u>DEPOT</u> (Camp Leclerc)	Administrative Platoon	16
	Training Platoon	90
	Service Platoon	17
	Band	37
<u>INTERVENTION SQUADRON NO.1</u>	Porto Novo Squadron	
	Mobile Platoon No. 1	33
	Mobile Platoon No. 2	33
	Mobile Platoon No. 3	33
<u>INTERVENTION SQUADRON NO.2</u>	Cotonou Squadron	
	Mobile Platoon No. 4	33
	Mobile Platoon No. 5	0
	Mobile Platoon No. 6	0
<u>SOUTHEAST DEPARTMENT</u>	Prison Porto Novo	37
	Adjohon	20
	Sakete	17
	Pobe	16
	Ketou	9
<u>SOUTH DEPARTMENT</u>	Prison Cotonou	24
	Cotonou Services	30
	Abomey-Calavi	18
	Ouidah	22
	Allada	22
<u>SOUTHWEST DEPARTMENT</u>	Athieme	25
	Aplahoue	14
	Grand-Popo	12
	Bopa	11

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<u>CENTER DEPARTMENT</u>	Abomey	36
	Zagnanado	13
	Savalou	16
	Dassa-Zoume	10
	Save	12
<u>NORTHEAST DEPARTMENT</u>	Parakou	25
	Bembereke	10
	Nikki	16
	Kandi	15
	Malanville	10
	Banikoara	7
	Segbana	3
<u>NORTHWEST DEPARTMENT</u>	Natitingou	21
	Tanguieta	15
	Boukombe	10
	Kouande	14
	Djougou	18
	Bassila	7
		<hr/>
	TOTAL ASSIGNED STRENGTH	827

In submitting the above distribution list to the Survey Team, it was explained that the 90 students now in training would be placed on the complements of some of the posts that are now short one or two men, and in this way the normal strength of each post would be again established.

#### RECOMMENDATIONS

In accordance with the requests made to the Survey Team by Acting Minister of Interior, and the needs of the Dahomey Surete and Republican Guard forces, it is recommended that a Public Safety program be established to assist the Dahomey Government in the improvement of its civil police forces in the fields of police transportation, records and identification, and communications.

It may be necessary at a later date (dependent upon support given to the Dahomey police by the French Government in response to its request for French police advisors understood to have been made to the French by Minister

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of Interior Arouna, as reported herein) to also give training assistance to the Surete personnel in security types of investigations. The need for this type of training may be fulfilled by the new French public safety assistance organization, but if it is not, the United States should be prepared to fill the need.

Strong consideration should be given to furnishing uniforms for 500 men from U.S. excess military stocks as requested, at the estimated ocean freight cost of \$3,000.

Recommend following FY 1962 components totalling \$235,000:

US Technicians (2)	\$50,000
Participants (1)	10,000
Commodities -	
41 Vehicles (See Annex)	130,000
R&I, Communications and other	
Training Aids, and 1 shallow	
draft boat	15,000

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ANNEX - Commodities

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Using Police Service	CJ-5 Jeeps 4-Wheel Drive	Ford Panel Delivery (Forward Cab) ECONOLINE 6-CYL	R6-500W Dodge	Jeep Cargo Personnel Carrier 4-Wheel Drive	Dodge Ambulance on W-100 Chassis	Boat Shallow Draft Carry 20	SSB Radio Fixed Station	Miscellaneous Equipment
<u>Surete Hqs. and Training School</u>	1	8		1	1	1	1	Records & Ident. Aids Photo Lab equipment 1-16mm film projector 1-35mm slide projector Training Aids
<u>Commissts. Cotonou (5)</u>	5			2				
Abomey	1						1	
Ouidah	1						1	
Porto Novo	1			1			1	
Parakou	1						1	
Athime* *	1			1			1	
Natitingou	1			1			1	
*Planned January 1962								
<u>Garde Republican Depot (Hqs) (Porto Novo)</u>			1	5				
<b>TOTALS</b>	12	8	1	11	1	1	7	
Estimated Landed Cost Cotonou per vehi.	\$2,600	\$4,000	\$7,255	\$3,715	\$3,600	\$6,500	\$3,000	
Total Est. Landed Cost	\$31,200	\$32,000	\$7,255	\$40,865	\$3,600	\$6,500	\$21,000	\$15,000

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Total Estimated Landed Cost All Commodities \$165,000

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POLICE SERVICES  
OF THE  
REPUBLIC OF TOGO

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POLICE SERVICES OF THE REPUBLIC OF TOGO

The Republic of Togo was established as an independent nation on April 27, 1960. During the 76 years prior to independence, its people were under the rule of three European nations - Germany, Great Britain and France. From 1884 until 1914 it was a German protectorate, from 1914 until 1918 it was divided in two sectors and administered by Britain and France, and from 1918 until 1960 it was a French protectorate under a League of Nations mandate. During the pre-independence period, Togo was exposed to police systems of all three protector nations, but since France was the last to administer the country the police system in effect upon the date of independence was the French system. It remains so now but consideration is being given to a complete reorganization of the three separate police agencies which exist there now, and U.S. assistance has been asked to assist the government in accomplishing the reorganization. This survey was undertaken to determine the scope of assistance required.

The three services, (See Figure 1), all of which are under the policy guidance of the Minister of Interior, are:

- 1) The National Surete, with a strength of 284 at the time of the survey (July 1961), but scheduled to increase until it reaches a tentative ceiling of 800. It is responsible for the investigation of crimes, apprehension of criminals and the maintenance of order in the cities. It also gathers political information of interest to the government, and attempts to keep watch over foreigners in the country.

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CIVIL POLICE FORCES  
REPUBLIC OF TOGO  
(July 1961)

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MINISTER OF INTERIOR

CHIEFS OF CERCLES AND  
COMMUNES

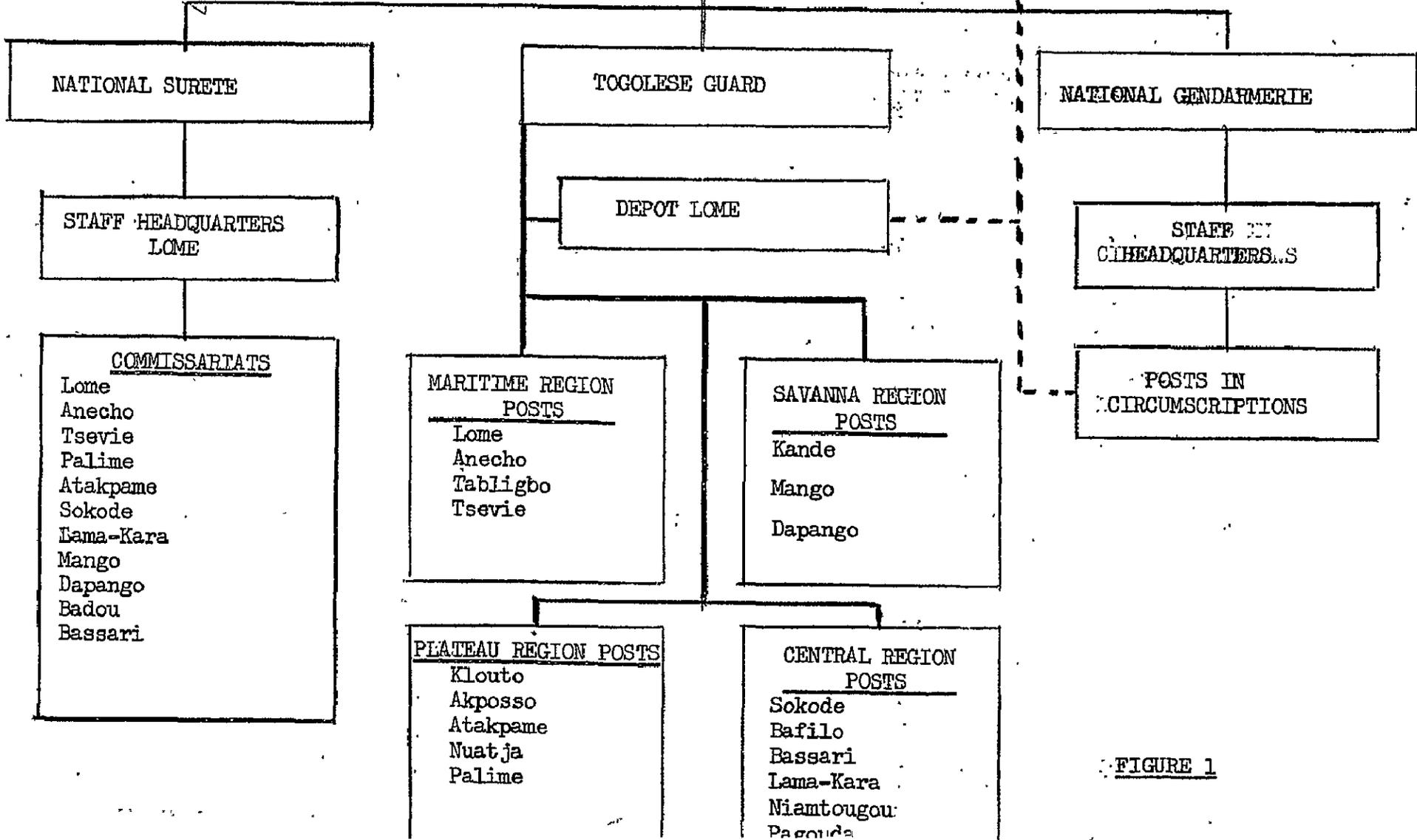
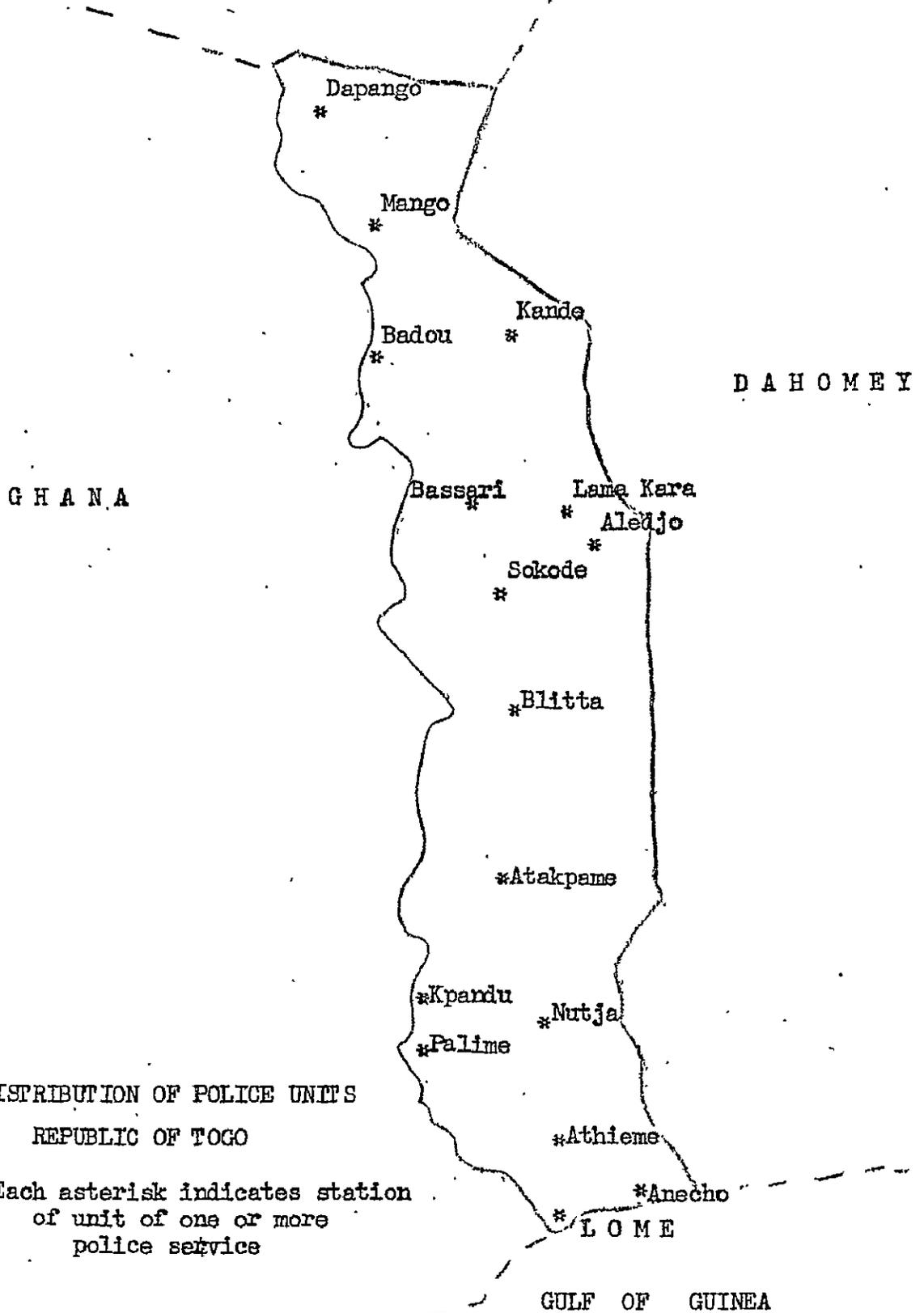


FIGURE 1

UPPER VOLTA



DISTRIBUTION OF POLICE UNITS

REPUBLIC OF TOGO

Each asterisk indicates station  
of unit of one or more  
police service

FIGURE 1A

2) The Togolese Guard, whose 1961 strength is set at 704, was organized during the latter days of the French protectorate (1956) to provide a force to assist the authorities appointed by the French Government to administer the provinces or "circumscriptions" of the nation. It serves the same purpose now for Togolese administrators. The force maintains a depot in the capital city of Lome to provide administrative and technical services for the entire corps, as well as a training center from which trained personnel are dispatched to fill the detachments assigned in the circumscriptions. Thirty-two (32) such detachments existed in July 1961, including the one which guards the Presidential Palace at Lome.

3) The National Gendarmerie maintains order, conducts criminal investigations, apprehends criminals, and patrols highways to control traffic, in the rural area of the country. This organization is furnished by the French Government to the Togolese Government at no cost to the latter - many of its personnel are French Gendarmes who hold the top position in the service. All of its posts are commanded by French nationals except three.

Neither the Togolese Guard nor the National Gendarmerie were covered by this survey since the government requested American assistance for only the Surete. The latter is the only one of the three services which has<sup>been</sup>/completely Africanized as yet, although it is planned to develop gradually native Togolese to take over the command positions now held by French personnel in the other two services.

The organization which will result from the study now under way was rather nebulous when it was discussed with the Survey Team in Lome - many ideas

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are under consideration. Some involve combining the Surete and the Gendarmerie, while others propose joining the Gendarmerie with the Togolese Guard, and a third group wants to unify all of them under a single police command responsible to the Minister of Interior.

The present Minister of Interior, Theophile Mally, in the first of two meetings held with him July 3 and July 7, requested the United States furnish a police advisor who could study the reorganization plans and make recommendations which would assist the government in establishing a police service to meet the needs of the newly independent country. He was also emphatic in stating that Togo would need American technicians to administer training programs in the use of whatever equipment it might furnish as a result of the survey.

#### ORGANIZATION OF THE NATIONAL SURETE

The Surete Headquarters is in the capital city of Lome. Its Chief is the "Director of the Surete" who is responsible to the Minister of Interior for carrying out the Surete mission nationwide. In addition to a staff in the headquarters, it maintains "commissariats" - district police stations - in Lome and 10 locations outside the capital. Headquarters functions are shared by 24 personnel, and the balance of its current strength of 284 are divided between the Lome Commissariat and the 10 other commissariats in other parts of the nation.

At the time of the survey, the Director of the National Surete was COSME DECKON, who has served in the Lome police service continuously since August

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1926 - 35 years. He was in the United States for approximately 60 days on a State Department Leader Grant to observe American police operations in the fall of 1960. The grant followed soon after he was appointed Director of the Surete to replace the former French police official who headed that service.

The principal changes resulting from Deckon's visit to the United States were (1) delegation of authority to his staff subordinates charged with the various headquarters functions, (2) redesigning of his officers' uniforms in line with uniforms he saw worn by American police officials, and (3) the appointment of the first two women police in the history of Togo. (See Figure 2, showing the new officers' uniforms and the two new women police.)

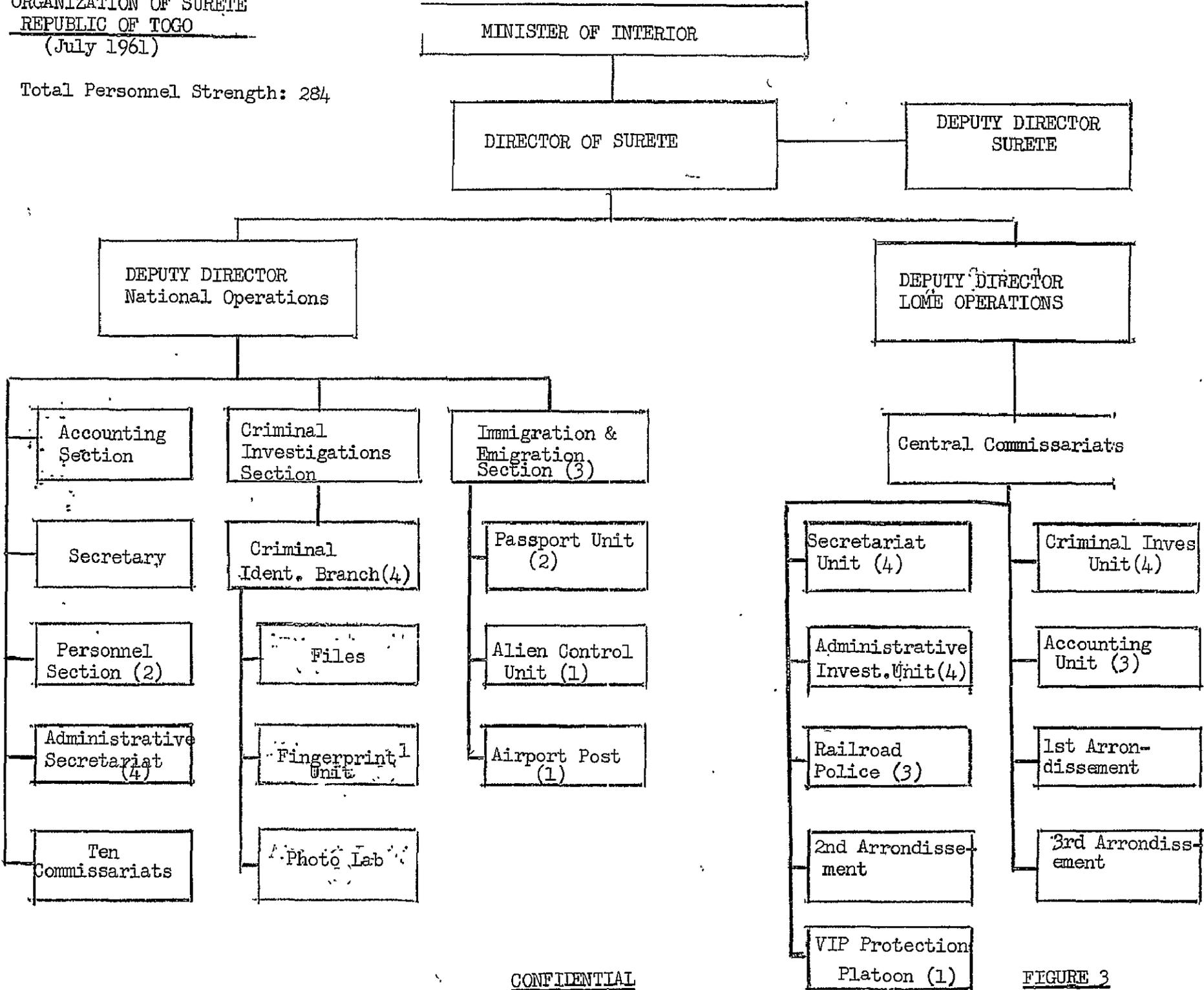
Headquarters staff functions are carried out under two senior police officials designated as the "Deputy for National Operations" and the "Deputy for Lome Operations." (See Figure 3 for Surete Organization Chart which was developed by the Survey Team in discussions with Deckon).

As will be noted on the chart, political inquiries conducted by the Surete personnel are the personal responsibility of the Director, and this task has not been delegated to a subordinate - a reflection of the importance attached by Deckon to this part of the Surete's work.

The Deputy Director for National Operations (Commissaire Antoine Edoh at the time of the survey) supervises the headquarters staff sections and the 10 Commissariats outside the capital city. The Deputy Director for Lome Operations serves as the Chief of the Central Commissariat in Lome (which occupies the first floor of the new two-story "Hotel Du Police" where the Surete has its

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Total Personnel Strength: 284



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New Officers Uniforms - and  
two new women officers - Togo Surete

FIGURE 2



Anecho Police Station

FIGURE 4

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headquarters on the second floor.) This position currently is being held by Acting Commissaire Somnegbe, whose actual rating is that of a Police Inspector.

The Headquarters staff sections number five, as follows:

a) Accounting Section, with 3 personnel, is headed by a civilian accountant. It is responsible for maintaining payroll cards on all Surete personnel, and for the payment of all approved expenses of the Surete offices. It operates on a voucher system.

b) Criminal Investigation Section (Judiciary Police): Headed by Commissaire Charles Akpokli with 2 police Inspectors, this unit reviews investigative reports from all Commissariats and maintains follow-up controls to assure that all possible leads are covered. Commissaire Akpokli, who had two years training in France (1948-49), also conducts investigations over the entire nation in either criminal or confidential political matters on assignment of Director Deckon.

The section also maintains the Surete's Criminal Identification Bureau. All data pertaining to known criminals is maintained in dossiers and on fingerprint cards submitted by the Commissariats. At the time of this survey, the Bureau had in its files 3,576 dossiers (some with multiple names) and an index of names from all the dossiers. The number of index cards was not known. Confidential files are maintained elsewhere, and there is no central index of names from both types of files.

Space for a photo lab was built into the Surete headquarters building when it was constructed in 1960, but no equipment is installed there, and no

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photo work is being done. The Surete has one lab technician with knowledge of photo processing.

Among the requests submitted to the Survey Team for US assistance was that concerning improvements of the Criminal Identification Bureau, including both the criminal files and the photo lab for which both equipment and an American technician were requested.

c) Immigration and Emigration Section: This unit has a permanent personnel complement of three, but it draws upon other personnel as needed. It is under the supervision of a Police Controller. The unit maintains the Lome airport post and an office in the Surete headquarters for the processing of passports and visas. It is responsible for the issuance of visas to foreigners, and passports to Togolese.

Director Deckon told the Survey Team that the passport unit currently is refusing passports to any Togolese making applications to go to Communist bloc nations to study. (While the Survey Team was in Lome the Minister of Interior held two public mass meetings at which he discussed a plot of "another country" to train Togolese youths in fomenting riots, and said the Surete had recently "caught" some 25 young men who were planning to leave Togo for this purpose. Director Deckon said his office had refused their applications for passports to go to Moscow, but they were not arrested.)

Director Deckon called attention to the opening in recent months of a Russian Embassy in Lome, which had brought some 50 odd Russians to Togo. He could see no legitimate reason for so large a staff, particularly since there is no Russian aid program there, and stated that the Surete "does its best" to keep

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up with the activities of the Russian staff.

Neither the means nor the technical knowledge of how to approach this problem are possessed by the Surete, Deckon said. The matter has also been discussed recently by Minister Mally with American representatives in Lome asking US training assistance toward obtaining the controls desired by the government.

In amplifying the Minister's request, Director Deckon told the Survey Team that the former government political party, whom he said had maintained themselves in power "with French guidance and support", were attempting a comeback, and "with outside help are attempting to subvert the population to overthrow the present government." He said two men were at the time of the survey being held in jail for smuggling rifle parts into Togo from Nigeria (through Dahomey). He felt many Togolese probably were involved in a plot to use these parts to assemble weapons, but said his agents had been unable to detect or identify them. A special police group is to be organized and trained to deal with such matters, and it is for this force that American training assistance is desired.

He said another course of "trouble from afar" lies in a splinter group part of the single existing labor union in Togo, the UGTT (Union Generale de Travailleurs Togolaise). This group is the hard core, Deckon said, of a former labor union which has now become defunct and its members mostly absorbed by the UGTT. Deckon said it had been infiltrated by Moscow-directed Communists which was the principal factor in its demise, but that "the line to Moscow is still kept open by the splinter group." He tries to keep abreast of developments within the group, he said.

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d) Personnel Sections: This unit of 2 Police Inspectors is responsible for recruiting, personnel administration, promotions, punishments, etc. It maintains files on all Surete personnel.

The Surete has no training program now, but plans to initiate one in 1962 when it is hoped that a Training Academy will be constructed on a site already selected about one mile from the Surete Headquarters in Lome. Funding for the construction is planned for 1962, and it is hoped to complete the first of several buildings planned for the area. The first group of 45 recruits is to be selected later this year (1961), and will be trained on-the-job by older personnel until the school opens. Director Deckon asked that such American technicians as may be assigned in Togo be prepared to assist in conducting classes at the training school.

Most of the members of the Surete have been chosen from among those Togolese who have had military service. A small number of them speak English haltingly, it was said. Six are to be sent to France for 4-months' courses in investigation this fall.

Minimum qualifications for entry into police service are the same in Togo as are effective in other areas of former French West Africa. Applicants must pass a physical examination. Retirement is compulsory at age 55.

Established ranks in the Surete, in a descending order of hierarchy, are Commissaire, Inspector, Assistant Police Officer, Adjutant Chief, Adjutant, Brigadier, Police Agent, and Student Agent.

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e) Secretariat Section: Under the leadership of Police Inspector Awoudji, this unit is responsible for all incoming and outgoing correspondence, and the typing of all kinds of reports. Besides the inspector, it has three Police Agents - two of them being the two women police appointed to the Surete since Deckon returned from the United States. They perform typing tasks when not assigned to other duty.

Because of the wide variety of reports typed in this unit, it operates in a restricted area behind a door labelled "No outsiders permitted entry."

LOME COMMISSARIATS

As shown earlier herein, all police functions in Lome are under the supervision of the Deputy Director for Lome Operations - Inspector Signegbe at the time of the survey. He presides as Chief of the Central Commissariat of Lome, which has its own small staff for administrative purposes and four Commissariats - one Commissariat of Railroad Police, and one Commissariat each for the three Arrondissements in which the city of Lome is divided.

Police personnel of the three Commissariats are currently working out of the Central Commissariat until buildings may be erected in the districts in which they operate, so that the Arrondissement organization is only a paper one at the moment. The Commissaire and two Police Agents who compose the Railroad Police Commissariat have a small building near the railroad station in Lome. They are concerned with the protection of railroad property within the city of Lome, and the movement of persons by the Togo rail system which connects Lome with Blitta (280 kilometers), Palime (119 kilometers), and Anecho (44 kilometers).

The Central Commissariat is divided into four sections: the Secretariat, with 3 typists and 1 telephone operator; Criminal Investigation (or Judiciary

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Police) Section of 4 persons, all Police Inspectors; Administrative Investigative Section, also with 4 Inspectors, and an Accounting Section of three. The Administrative Investigations unit is responsible for character and background checks of government employees, police personnel, (or others in whom the government may be interested), and also has involved itself with parent-hood and marriage cases, - in fact anything not covered by criminal law, according to Director Deckon.

All of the staff sections of the Central Commissariat may draw upon personnel assigned to the paper Commissariats, as needed to perform the work for which they are responsible. This is also applicable to the Adjutant in charge of protection for VIP's. His "platoon" is made up according to need as occasions arise to escort dignitaries through the streets of Lome.

In practice the bulk of the personnel assigned to the Lome Commissariats form a police manpower pool from which they may be assigned to different tasks on a day to day basis. Those not used during the day are assigned to patrol the streets of Lome at night - usually in mixed groups with Togolese Guard personnel.

OUTLYING COMMISSARIATS

The Surete maintains police stations in 10 locations outside Lome, where assigned personnel vary according to need and from month to month. The stations are in Anecho (population 10,500) which was visited by the Survey Team (See Figure 4 for photograph of the Anecho Commissariat); Tsevie, with a population of 9,200; Palime, with 12,000; Atakpame, with 10,000; Sokode, with 15,000; Bassari, where a police station was under construction at the time of this survey to serve the city's 9,200 inhabitants; and the following cities for

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which population figures were not available: Lama-Kara, Mango, Dapango and Badou, all cities of secondary importance by comparison with the others listed above.

SURETE TRANSPORT VEHICLES

The entire fleet of Surete vehicles at the time of this survey numbered 11, one of which was on loan from the Finance Ministry and four others were unusable. The list is as follows:

<u>POST LOCATION</u>	<u>VEHICLE</u>	<u>CONDITION</u>
<u>Hos. Surete</u>	1 Landrover (on loan) 1 Citroen 2 HP Truck 1 Renault Sedan	Good Engine ruined Engine ruined
<u>Central Commissariat, Lome</u>	2 Renault Light Trucks	1 Good, other fair
<u>Anecho Commissariat</u>	1 Citroen 2 HP Truck	Fair
<u>Tsevie Commissariat</u>	1 Citroen 2 HP Truck	Good
<u>Palime Commissariat</u>	1 Citroen 2 HP Truck	Unusable
<u>Sokode Commissariat</u>	1 Landrover	Good
<u>Lama-Kara Commissariat</u>	1 Citroen 2 HP Truck	Fair
<u>Badou Commissariat</u>	1 Citroen 2 HP Truck	Wrecked

On the last day the Survey Team was in Lome, Director Deckon handed the Survey Team a list of "needs of the Surete" (See Annex) which included 52 vehicles - a figure which he said frankly was attained because he had heard that the United States had furnished 54 vehicles to the Mali police earlier this year, and "we are certainly more a friend of the United States than Mali."

This bloated request for vehicles was not discussed with Director Deckon except to say that due consideration would be given to its contents if a Public

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Safety program should be established in Togo. Because of the varying personnel strengths of the Surete police stations, it was difficult to assess their transport needs, but it is believed that the recommendations at the end of this report set forth a list of vehicles adequate to satisfy the Surete's needs until the reorganization now being studied can be achieved, and transport needs become better defined.

#### SURETE COMMUNICATIONS

The Surete has no radio equipment and maintains communications with its field forces in the outlying Commissariats by means of mail or messenger for its most confidential messages, but on routine matters can use PTT telephone or telegraph circuits to some posts. The Sokode telephone circuit is impractical, it was said, because of noise on the lines which drowns out conversation; lines exist to Mango and Dapango but generally are inoperative for various reasons.

With the approval of Minister of Interior Mally, Director Deckon asked that the United States help the Surete establish its own communications network by the furnishing of the necessary equipment, with an American technician to train police personnel to install, manage and operate the system.

He asked that fixed stations be furnished to provide reliable communications between the Lome headquarters and all outlying Commissariats, and that mobile equipment be supplied for the operations of the Lome Commissariat.

#### POLICE ARMS

When he assumed command of the Surete, Director Deckon said only 12 ancient French automatic pistols were found in the arms locker maintained at the

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Central Commissariat. All need repairs, he said.

Accordingly, he has embarked on a program to acquire gradually the number of pistols needed to arm his personnel. With funds supplied him in his 1961 budget he has purchased 50 new French 9-millimeter automatic pistols and 1 case of cartridges. Holsters in the same quantity were also purchased. The pistols were still in the packing cases in which they arrived when the Survey Team was in Lome. Deckon said he planned to arm his night patrols with them, but would wait until he could purchase additional pistols from his 1962 budget before making a general distribution.

Other than military firing when they were serving in the French military service prior to becoming policemen; the Surete personnel has had no firing practice. It possesses no targets nor practice ammunition.

#### SURETE BUDGET

Total budget for the Surete in the present Fiscal Year 1961 is 90,221,000 CFA Francs (\$360,884), comprised of \$330,804 for personnel salaries and allowances, and \$30,080 for material and services needed to operate the Surete.

The personnel budget covers the requirements of 284 personnel - an increase over the 220 personnel authorized for 1960. The total personnel strength will advance to 329 with recruitment this year of 45 new trainees.

The material budget includes 1,000,000 CFA francs (about \$4,000) for gasoline, oil and repairs of the Surete's vehicles. The latter are contracted generally to commercial garages in Lome, but the Surete also uses the Central Administration Garage, also in Lome, for minor repairs. The Survey Team visited

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the Central Administration Garage and found it to be very poorly equipped. Hand tools beyond screw-drivers and pliers are practically non-existent, and other heavy repair machinery was old and very limited.

Until additional funds are made available to the Surete to properly maintain its vehicles, or the Central Garage is improved to the point where it may perform needed repairs, the vehicle fleet of the Surete should be limited to the minimum to meet its transport needs.

Basic monthly salaries of the Surete vary (according to longevity and other factors) among the top of three grades, but are uniform for the lower ranks as follows:

Commissaire	From 45,000 to 92,000 CFA francs	(\$180 to \$368)
Police Inspector	From 33,000 to 61,000 " "	(\$132 to \$244)
Assistant Police Officer	From 17,000 to 34,000 " "	(\$78 to 136)
Adjutant Chief	22,000 CFA Francs	(\$88)
Adjutant	18,000 " "	(\$72)
Brigadier	14,000 " "	(\$56)
Police Agent	11,000 " "	(\$44)
Police Agent (Student)	9,000 " "	(\$36)

The system of allowances in effect in Togo was found to be identical with that used elsewhere in the former French colonies visited on this tour.

SECURITY PROBLEMS

Besides those outlined under "Immigration and Emigration" earlier in this report, Director Deckon told the Survey Team that a territorial dispute between Togo and Ghana, its neighbor to the west, is posing problems for the

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Surete now. The dispute has arisen over a land area now incorporated in Ghana territory, which is also claimed by Togo on the grounds that it was part of Togo during the days of the German protectorate. Deckon said it was incorporated in the former British colony of the Gold Coast following the end of hostilities in World War I. The Gold Coast is now Ghana, which has held the former Togolese area in spite of the claims now being made by Togo. The disputed area is inhabited by the Ewe ethnic group which also makes up a large part of the Togo population - the Ewes live on both sides of the Togo-Ghana border.

Director Deckon alleged that Ghana is sending "agents" among the Ewe people who live in Togo to agitate for annexation to Ghana. The mission of detecting and arresting such "agents" has been given to the Surete, which has responded primarily by attempting closer supervision of border crossings on its western flank.

Only two border posts are maintained by the Surete - one each along the coastal highway at the borders with Ghana and Dahomey. The one on the Ghana side is in the city of Lome at its western edge, and is manned 24 hours daily (although the post officially closes at 7 P.M. each night) while the one on the Dahomey side is manned only sporadically. Traffic through the latter post is seldom stopped or otherwise hindered.

Control of illegal entries throughout the rest of the country is practically non-existent, although roads connect Togo with all its neighbors. Director Deckon said he relies at present on informants and his sparsely assigned Surete personnel in cities inland from the borders to detect illegal entrants.

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Increased personnel proposed for the Surete will provide better coverage of the border, he said.

Director Deckon prepared a list of offenses for which arrests were made by the Surete during the first six months of 1961. It included:

Theft	444
Attempted theft	317
Assaults	117
Attempted Murder	14
Vagabondage	105
Abuse of Confidence	80
Forgery	72
Illegal Possession of Arms	48
Smuggling Contraband	39
Counterfeiting	30
Illegal Transporting of Alcohol	132
Illegal Practice of Medicine	42
Menacing a Policeman	135
Embarassment of Public Road	1044
Public Disorder	1476
Violation of Sanitary Law	588
Speeding	1862
Faulty Rear Light	1470
No Driving Permit	518
Faulty Direction Signals	532
Faulty Lights (Trucks)	322
Faulty Lights (Bicycles)	2208
Brakes Inoperative (Vehicles)	2310
Faulty Bicycle Brakes	3234
Various Other Road Infractions,	9464

During the same period the Surete delivered 4,368 Cards of Identity to Togolese citizens; 276 Foreigner Identity Cards; 1,064 Certificates of Residence; 461 Passports and 137 Exit Visas. It also submitted 1,068 reports of criminal offenses to the courts, and conducted 448 Administrative investigations as to its own personnel or employees of other government agencies.

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RECOMMENDATIONS

In accordance with the requests made to the Survey Team by both Minister of Interior Mally and Director of the Surete Deckon, it is recommended that a Public Safety program be established in Togo to assist the Togo Government improve the capabilities of its Surete force in the fields of police administration, transportation, communications, records and identification, and security type investigations.

The services of at least three (3) US police advisors should be furnished to provide guidance to the Surete leadership, and training for its personnel in the foregoing fields. Technicians furnished for these purposes should be capable of speaking the French language, or be provided with a French-English interpreter/translator until they can become proficient enough to conduct their operations without the help of interpreters. Estimated cost of three technicians is \$80,000 annually for one Chief Public Safety Advisor who would also be responsible for police administration advice; one Public Safety Advisor (Communications); and one Public Safety Advisor (Records & Identification/Security Investigations).

Commodities to improve the Surete's mobility and communications should be provided initially as follows:

10 small jeeps (preferably CJ-6 types) to replace the inferior and unsuited 2 Horsepower Citroens at outlying posts, which could then be transferred to the Surete Headquarters at Lome where good road conditions would make them more suitable.

1 white jeep (CJ-5 type) equipped with siren and blinker light mounted on fender; for use of Lome Headquarters in escorting VIP's.

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- 2 Cargo-Personnel carrier jeeps (Capacity 12 men each) for Central Commissariat, Lome, for transportation of large forces as needed.
- 11 SSB Radio Transceivers to establish a Surete point-to-point radio network connecting all outlying posts with the Lome Headquarters.
- 3 VHF radio Transceivers to provide mobile operations in Lome - one to be installed in the Lome Headquarters and the other two in jeeps.
- 3 Walkie-Talkie type portable radios, VHF Citizens' Band, battery operated, (with spare batteries) to provide for certain types of operations wherever needed.
- 1 complete set of shop test equipment and special hand tools required to service the above radio equipment.

Total estimated landed cost of all above listed commodities is \$65,150.

Training aids and equipment to improve the records and identification bureau should be furnished in the second year of the program after a training course in the use of such equipment has been administered to selected personnel. Estimated cost: \$20,000.

A participant program to train a few top Surete personnel in the United States in the fields of Records and Criminal Identification, Communications, and Security Investigations, should be initiated with the first year's funding for the program. Estimated cost for first year: \$12,900.

With the foregoing components, total estimated cost of the FY 1962 proposed program, would be \$160,000.

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ANNEX - "Needs of the Togo Police"

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Annex

"Needs of the Police of Togo", as submitted to Survey Team by Director of Surete Cosme Deckon, and approved by Minister of Interior Theophile Mally, July 7, 1961.

NEEDS OF THE TOGO POLICE

(Submitted to Public Safety Survey Team by Director of Surete Cosme Deckon, and approved by Minister of Interior Theophile Mally, July 7, 1961.)

FIRST PRIORITY

Means of Transport

20 Jeeps  
One car for Director of Surete  
Five others for Commissaires and Inspectors  
One or Two Radio Cars  
Two busses to transport police and families  
10 cars for outlying posts  
20 motorcycles  
1 bus to transport police band  
6 Landrovers  
5 paddywagons to transport prisoners

Uniforms for Personnel

10 bolts American khaki cloth  
10 bolts white American drill  
10 bolts navy blue cloth  
10 bolts khaki gabardine  
500 police caps (American)  
1,000 black cloth capes  
1,000 black leather Sam Browne belts  
1,000 wooden police batons  
1,000 steel helmets for riot use

Photo Lab Equipment

1 set complete of laboratory equipment, with accessories  
- of photographic material  
- of fingerprint material  
- of Bertillon measuring materials

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ANNEX Cont'd

Diverse Materials

20 typewriters  
Portable telephones  
Microfilm cabinets  
Metal file cabinets

Musical Instruments

Necessary instruments to form a police band including:

Wind instruments  
Percussion instruments  
Violin cello or bass violin

SECOND PRIORITY

Equipment for Surete Secretariat

Thermo-Fax machine  
Tape Recorders  
Mimeograph duplicating machine (electric)  
2 adding machines "Facit"

Radio Equipment

15 transceivers for Lome and outlying posts

Electrical Equipment

10 gasoline generators for provincial posts

At Lome, 6 July 1961

(Signed) COSME DECKON  
Director of the National Surete of  
TOGO

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