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R E P O R T
ON THE
NATIONAL POLICE
IN THE
REPUBLIC OF GUATEMALA

INTERNATIONAL COOPERATION ADMINISTRATION

April 9, 1956

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DECLASSIFIED OCTOBER 31, 1958
AFTER REVIEW BY H.O. HARDIN,
CHIEF, LA BRANCH, PSD, ICA/W.

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Civil Police Administration Division
International Cooperation Administration
806 Connecticut Avenue, NW
Washington 25, D. C.

Gentlemen:

Pursuant to instructions, on February 28, 1956, I proceeded to the Republic of Guatemala to conduct a survey of that country's National Police force.

The objective of the survey was the evaluation of the National Police force's effectiveness as a law enforcement agency as well as its deficiencies and needs.

The attached survey report is an objective presentation of that evaluation.

Fred G. Fimbres
Police Consultant

April 11, 1956

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SUMMARY.

The primary police function of protecting life and property, and preserving the peace is vested in the National Police Force of Guatemala, which is organized along military lines with strong centralized control and decentralized operations.

Of the some 3,000-man complement, over 1/3 are assigned to the Capital, the remaining personnel deployed throughout the other 21 provinces in the Republic.

There are other agencies whose personnel have the power of arrest, but are primarily concerned with border security and intelligence. These are:

GUARDIA DE HACIENDA	663	personnel
DEPARTAMENTO DE SEGURIDAD	36	"
DEPARTAMENTO DE POLICIA JUDICIAL	184	"
SECCION DE DEFENSA CONTRA COMUNISMO	30	"

The police may arrest, without a warrant, for crimes attempted or committed in their presence -- otherwise, a warrant must be secured. Arrests without a warrant may be made in major crimes, (not attempted or committed in officer's presence) if based on reasonable cause. Defendants must be taken before a magistrate within 48 hours after arrest; the writ of habeas corpus is effective and honored.

The funds for the 2-1/2 million dollar police budget are provided by the Federal Government. The National Police is an organic unit of the Ministry of Interior.

The National Police force is acutely geared to security against subversive activity and communist attack, with the primary police function taking a secondary role.

The security alert coupled with the infusion into the ranks of military personnel has made for a strong authoritarian administration that has developed a large span of control as a consequence of a reluctance to decentralize and delegate authority.

Administrative deficiencies noted in the National Police force are a lack of professional training, unwieldly spans of control, absence of good

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executive management, poor budgeting practices, poor personnel administration coupled with lack of concept of human relations in management, very low morale and lack of esprit de corps, improper deployment of line personnel, lack of adequate and centralized police records, inadequate office equipment and housing facilities, and lack of preventive maintenance and care of motorized equipment.

In spite of the lack of professional policing and the actual utilization of but a small portion of its potential, the National Police force is performing a good job in maintaining a high degree of preparedness against subversive activity and attack. Its fulfillment of its police function is at best to be rated as fair. If a stability in the country's security against subversives is attained, then it may well be a two to a four year period before the desired level of law enforcement is achieved.

It is recommended that technical and material assistance be provided the Government of Guatemala for the purpose of strengthening its internal security by increasing the effectiveness and level of service of its National Police force. Further, that by the raising of such standards, a higher and new found degree of rapport between the police and the citizenry will further strengthen the public acceptance, confidence and support of the government by the people.

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CHAPTER I

GENERAL INFORMATION

I. INTRODUCTION (See Annex No. 4)

Of Guatemala's some 3 million inhabitants, 25% are urban and 75% are rural. An approximate 55% of the population are Indians who do not speak Spanish and are considered politically inactive.

Literacy is low; only 35% of those seven years of age or older can read or write.

Medical care is considered inadequate with one physician per 5,800 persons. Dysentery, typhoid, para-typhoid, malaria and respiratory diseases are considered prevalent, with an estimated life expectancy of 37 years.

Guatemala is nominally a republic. The communist influenced President, Col. Jacobo Arbenz, was overthrown in June, 1954, by an armed revolt and succeeded by the incumbent President, Col. Carlos Castillo Armas.

II. HISTORY OF THE NATIONAL POLICE

Law enforcement may be divided into three general eras in Guatemala's history.

The first being the Colonial era when the primitive law enforcement function was vested in a public official who was elected to the post and administered the police functions in an arbitrary manner. This era drew to a close with the Independence in 1821.

The era of Independence was second and characterized by the Spanish being extremely wary of foreigners forcing them to register. At this time, a police force was created headed by Lieutenants of Police; subsequently, there being created a "CUERPO DE SERVICIOS," paralleling those in Europe. The officers lit the street lights, announced the weather and the time of day, inspected premises and kept the peace.

The third or the modern era started in 1871, when the police organization was established along the military type structure.

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There followed some 12 years wherein the police took or were granted strong measures to control emergencies, becoming increasingly abusive with the public.

In 1883, one Roderico Toledo was called as a consultant to the government wherein he recommended an American police advisor. Subsequently, one Sgt. Pratt, from the New York Police, acted as a police advisor to the government of Guatemala.

Sgt. Pratt started a police school that apparently made for high quality personnel selection with good training. The officers were well-uniformed, well-groomed and each was provided with a manual of instructions. It appears that this police force was unique in the Latin Americas and well received by the President who created a special tax to support the police force.

In 1897, President Jose Navarrios was assassinated, at which time the integrity and public support of the police started to disintegrate. This is attributed to Navarrios' successor, President Estrada Cabrera, who failed to give the police any support, reducing their budget and salaries. This resulted in the police starting on an expanded program of graft and entering into politics. This reduced the public esteem of the police to a new low.

Again, two American police advisors were brought into Guatemala, but the program was a failure due to the low caliber of the police personnel.

In 1920, the Estrada Cabrera regime fell. There followed an almost complete disintegration of the police coupled with the burning of all police files and records.

In 1921, a tailor by profession, one Daniel Hernandez was made Chief of Police. He tried to follow the best in police organization and administration, creating sectors with a chief in each, the latter having the responsibility for the sector's law enforcement function. Again, the disintegration of the police followed, largely due to political and influence appointments in the key supervisory and administrative posts.

The present police force finds its beginning in 1932 with the strong man -- General Jorge Ubico. The police department virtually became an "auxiliary army" with the primary objective of protecting the General.

Military personnel were fused into the police at all levels of the hierarchy. The police sectors in the Republic were discarded and only two

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precincts (Cuartels) were retained in the Capital to be used as military reserves for the General's use. The motorcycle corps (Motorizada) was made the General's personal body guard. In order to weaken the police department's potential and strength, Ubico removed the organic investigative unit and created an autonomous agency called the POLICIA JUDICIAL, which exists today as a key intelligence unit. The police were well-uniformed, and marched in all parades, which appeared to be Ubico's only concern in a police function -- that they march well. The chain of Directors of Police, and the department's ranking officers, have been and are today military men, thus ending the character of the police as a civil agency and the creation and perpetuation of the present military type organization.

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CHAPTER II

GENERAL ORGANIZATION OF THE NATIONAL POLICE

I. GENERAL (See Organization Chart - Annex #1)

The primary police function of protecting life and property, and maintaining public order is vested in the National Police Force of Guatemala, which is described in this report.

There are other agencies that have powers of arrest, but are primarily concerned with border and internal intelligence and security. Briefly, they are as follows: (See discussion Chapter IX).

(1) GUARDIA DE HACIENDA (Border Patrol)

This agency patrols the borders and ports-of-entry by means of fixed posts and mobile forces guarding against smuggling (in and out) of contraband. It also carefully checks suspicious persons as possible subversive agents and gathers security type intelligence.

(2) DIRECCION DE SEGURIDAD NACIONAL (National Security Council)

This is a newly created agency with three organic functional units:

(a) DEFENSE AGAINST COMMUNISM SECTION (OLD "COMITÉ")

(b) DEPARTAMENTO DE SEGURIDAD protects the President, gathers intelligence on subversive agents and activities, restricting arrest activities to subversives.

(c) DEPARTAMENTO DE POLICIA JUDICIAL

Largely concerned with intelligence and arrests of subversives. It will also, at will, take over investigative jurisdiction of some crimes.

The department is headed by (Army) Col. Carlos de Leon who has not had any professional police training and looks upon his current assignment with disfavor and disciplinary in nature. The second in command is (Army)

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Col. Herculano Hernandez (SUB-DIRECTOR), also lacking in police training. Next in the chain of command (called the Third Jefe) is the Inspector General, Major Santos Lima, who has held some 27 posts in the Department and the only one in top level management with police experience. The Inspector General is also a newspaper ("La Paliza") publisher which provides him with an independent income.

These three top officials are highly energetic and forceful. Two are on duty at all times with the third on a 24-hour leave. Each works 48 hours on duty, sleeping on the premises of the PD Hq. building (located at 6th Avenue & 14th Street).

In general, of the two officials on duty, one will handle internal and general administrative matters. The other acts as an operations officer actually going to the scene of the fires, police incidents, etc., and directing the operations, hardly the function of a top administrator and due to the reluctance to delegate.

The one driving thought in these three ranking officials is the maintaining of a constant alertness to communist attack and subversive activity.

The Director attends 9:00 a.m. daily staff conferences held by the Chief of Staff at the official residence of the President, which are attended by the following:

- (1) Army, G-2.
- (2) Assistant Director, National Security Council.
- (3) Chief of Department of Security.
- (4) Chief, Policia Judicial.
- (5) Chief, Guardia de Hacienda.

Matters of intelligence are discussed with coordination between units, in liaison and operations, apparently achieving a good degree of success. The Chief of Staff presents minutes and extracts of the meeting to the President.

The Police department is an organic unit of the MINISTERIO DE GOBERNACION (Secretary of Interior), with the Director of Police responsible to the Ministro in administrative matters and minor operations, and responsible to the President on major operations and intelligence.

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The Director also maintains an active liaison with the newly created National Security Council.

II. CONTROL

The police department is almost a pure line organization with authority centralized at the apex of the hierarchy. All major decisions must be made by the Director. The usual routine operational and administrative decisions are in the main also referred to the Director. There appears to be an almost fearful reluctance and resistance on the part of unit commanders to make decisions.

There are some 51 persons who are directly responsible to the Director, amounting to a staggering and administratively unsound span of control. Even on his day off (many times he will sleep on the premises with meals out for "a day off") the Director will be consulted for decisions. In general, it may be said that the direction, coordination and control of a 3,000-man department are in the hands of the Director General.

III. OPERATIONS

The Republic of Guatemala is divided into 22 provinces or departments (DEPARTAMENTOS):

The Capital, Guatemala City, is in the Departamento of Guatemala, which has over 1/3 of the entire police personnel deployed at Headquarters, Precinct No. 1 (CUARTEL #1) and Precinct No. 2 (CUARTEL #2) which are in the Capital and its environs. The radio patrol cars (8 in operation out of 12) and the motorcycle squad are restricted to the Capital area.

A major unit combining the functions of a Traffic Division and Department of Motor Vehicles (DEPARTAMENTO DE TRANSITO) is attempting to fulfill an almost impossible operation of registration and enforcement, with a neglect and extravagant misuse of personnel for the latter function.

The Chief of the Services Division (JEFE DE SERVICIOS) is also located at Hq. with the primary function of protecting the Hq. building from attack, as well as the maintaining and directing of the radio car and motorcycle patrolling forces in the Capital.

In the Department of Guatemala there are some 15 police sub-stations (MUNICIPIOS) ranging from four to eleven in personnel (See Annex #2) (See Annex 1, Col. I).

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The remainder of the police personnel are distributed throughout the other 21 Departamentos of the Republic and referred to as Department Stations (ESTACIONES DEPARTAMENTALES) (See Annex 1, Col.2), with each Department having a headquarters unit and supervising the sub-stations (MUNICIPIOS) within each said Department. (See Annex No. 3; Note #2).

Throughout the Republic are some 14 Mobile Platoons (POLICIA MOVILE or POLICIA AMBULANTE) with headquarters as indicated in Column 3 of Annex No. 1. These units are on foot, motorized and horseback, acting as rural police with a major concern on cattle rustling and checking suspicious persons as possible communist agents.

IV. AUXILIARY/ADMINISTRATIVE UNITS:

To aid in housekeeping and administration, some 12 separate units are located in police headquarters, each reporting directly to the Directorship. The units are (See Annex No. 1, Col. 4) Personnel and Recruitment, Telephones, Recruit School, Mechanical Department and Garage, Shops, Musicians, Purchasing, Identification, Stores, Cultural Radio Station, Records, Property Control and Statistics.

The building janitorial and grounds maintenance services, however, are under the control of a line unit commander, the Patrol Bureau Chief (Jefe de Servicios) (See Annex 1, Col. 8).

V. STAFFING

The top three department ranks are military men. The commanders of key units, departments and stations are also military men; these latter being in rank from 2nd Lieutenants to Captains (referred to by all-inclusive term "OFICIALES") who continue to wear the Army uniform.

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CHAPTER III

ORGANIZATION AND FUNCTION OF LINE/STAFF/AUXILIARY UNITS DIRECTLY
CONTROLLED BY HEADQUARTERS

I. SERVICE DEPARTMENT (Departamento de Servicio) (Annex No. 1, Col. 8)

This department, with a rather unique title, is best compared to a patrol bureau. It is of immediate and constant concern to the top level management in that in this unit are controlled the mobile radio units and the police headquarters security force. In the armed revolt of 1954, the police headquarters was attacked, it being considered third in importance as a military objective.

A. THE MOTORCYCLE CORPS (MOTORIZADA)

The Chief of the Department exercises only a weak functional supervision over the motorcycle corps. By regulation, said unit is directly responsible to the Director.

Whenever the President leaves the palace on a trip, all motorcycles are pulled off beats and used as part of his escort.

There are 42 assigned personnel with about 33 actual effectives, which are divided into three platoons. The main function is that of traffic law enforcement and assigned to patrolling the main highways immediately outside the Capital. At midnight, all motorcycle personnel cease patrol of the highways and move into the streets of the Capital, where the streets are constantly patrolled until 8 A.M. as a security measure against communist attack.

There are some 61 motorcycles (not radio equipped) assigned this unit, but only 35 are in operating condition. There is no preventive maintenance on this equipment, getting attention only when it breaks down. There is no stock for replacement of parts. One high official lamented the fact that every time a motor officer was killed, the motor-cycle was usually completely wrecked. At one time there were 12 officers hospitalized (one was killed while survey in progress).

B. RADIO CAR PATROL UNIT (RADIO PATRULLA)

The radio car units are restricted to patrolling the Capital streets. There were 14 radio car beats that were coincident with the 14

postal zones of the city. At the present time, there are 8 radio car patrol beats in the Capital. These were created by the Asst. Director by a wall map study of best geographical and natural boundaries, to the exclusion of all other criteria, such as the distribution of calls for police services, kinds and focal points of crimes (e.g. robbery, burglary, felonious assaults) by time and place, potential police incident-hazards (persons, places), etc.

The number of radio patrol cars appears to be questionable. Property control records indicate 21 assigned; the Inspector General states 14; the assistant patrol chief says only 12. At any rate, 4 radio cars are unserviceable in the garage and eight are actually in operation, thus some 33% of the radio cars "are on blocks."

Radio car patrol is maintained 24 hours and, as all line personnel, crews are six-hour shifts. Every hour, each radio car leaves its beat and physically checks into headquarters to see that "everything is all right."

Radio calls are in code which are changed frequently as a security measure.

Neither a "work sheet" nor a "log" is maintained by the radio crews. Only the "unusual" events are reported, and this by means of a crude handwritten memo taken from a note book. Reports are made only if an arrest is made. Likewise, there is no "log" of calls transmitted to the radio cars; only the "unusual" calls are noted. Work sheets, logs, reports are essential supervisory-inspection tools to determine efficiency and insure proper and prompt follow-up on calls and crew alertness on patrol.

Extracts of the officers' memos are made and delivered to the Director.

Relative to deployment, the eight radio cars with full complement are operating each 6-hour shift without consideration to shift loads and relative needs for police services.

A radio car crew consists of three officers (with side arms and rifles), an inspector (sidearm and sub-machine gun), and a chauffeur. The department is given funds of \$1,000 per month for gasoline purchases of which 2,500 gallons per month are rationed for the operation of all radio patrol.

C. JANITOR AND MAINTENANCE SERVICE (SERVIDUMBRE)

The unit consists of some eleven employees who act as general utility men, janitors, porters, and messengers and are the direct responsibility of the Jefe de Servicios.

D. POLICE HQ. SECURITY (GUARDIA DE PREVENCION)

This unit of some 44 personnel maintains a 24-hour alert against attack on the police headquarters building, with a ready reserve of some 14 officers located just inside the building main entrance and adjacent to their arms storeroom.

There are also fixed post positions at entrances and strategic building locations, manned 24 hours (GUARDIA GARITA DE CONTROL).

At midnight, all entrances into the building are locked and secured. Machine guns are placed in position at key doors and windows.

These officers are neat, well-groomed and manifest an excellent physical bearing of alertness.

II. DEPARTMENT OF TRAFFIC ENFORCEMENT AND VEHICULAR REGISTRATION
(DEPARTAMENTO DE TRANSITO) (See Annex No. 1, Col. 7)

This unit somehow functions as a traffic bureau and a department of motor vehicles.

It maintains fixed posts for intersection control, enforces all traffic laws, registers motor vehicles, issues license plates and drivers' licenses, control of common carriers, special taxes, weight loads on vehicles, etc.

The headquarters staff is some 18 employees, with 150 traffic officers from Precinct No. 1, and 55 officers from Precinct No. 2, directly under the command of the unit commander.

Some 250 fixed posts have been designated, but only 80 are actually filled with traffic control officers. These posts have been selected on the basis of "common sense" as the only criteria.

This unit does not have a traffic engineer nor the services of one. There is also lacking any kind of selective enforcement programs nor is there use of pertinent data for determination of the various indexes for such programs. The Capital has 114 square blocks with seven traffic signals.

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Education in traffic obedience and accident prevention is limited to occasional press releases.

The unit commander, a 2nd Lt., is busy all day long acting as a clerk, stamping and counter-signing licenses as well as personally receiving the public on special requests and complaints. Traffic unit commanders take their turn in the line to see their commander.

For the year 1955, there were some 5,857 traffic accidents in the Capital of which 3,096 were classified as "major," resulting in 45 traffic deaths, 1,258 injured, with an additional 489 hospitalized. (The law concerning traffic regulation and control is some 30 years old with practically no modifications having been made).

The examiners for driver licensing are "ex-car washers." In essence the "examination" consists in stopping and starting the vehicle. In the words of the Major, "if you fail the examination, a little money will get you a passing grade." There is no examination on knowledge of traffic laws, etc. A fleeting examination is made of the vehicle for safety and operating condition. What was placed on the form as the motor number by the Examiner was in fact the model number of the head.

This unit also maintains some ten outposts or sentry posts (GARITAS) on the main roads leading out of the Capital, and each is manned by one officer. There is no telephone, radio communication, electric lights, or water at these posts, which are manned 24 hours per day on six-hour shifts. The function of these positions is to merely make a notation of all license plate numbers of vehicles leaving the Capital. These reports are subsequently analyzed at headquarters to see "what politicians or suspected communist agents left the city for possible clandestine meetings." It may be said that these posts are, in effect, a permanent "concentric roadblock" without communication or mobility.

III. PRECINCT NO. I (CUARTEL #1 - See Annex 1, Col. 5)

The precinct is commanded by a Chief (JEFE) with one relief Chief. Again major decisions are referred by lower echelons subordinate to the Chief, who, in turn, is directly responsible to the Director.

There are some 733 personnel assigned to Precinct No. I. Some 143 are "loaned out" to many and sundry units, as well as furnishing bodyguards, premise guards, drivers, etc., for politicians and influential persons. Although assigned to this precinct, 150 patrolmen are directly responsible to the Chief of Transito for traffic control posts. There are 18 detectives who allegedly make criminal investigations, but in the words of the Director are solely used as "personnel investigators" (i.e., watch for graft, disloyalty, etc.) in the department. Headquarters itself is staffed by some 70 police personnel.

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From this 733 personnel there is left some 103 patrolmen (field supervisors 16) to carry out the primary police function in this precinct area.

The precinct area is divided into beats averaging 16 city square blocks per beat officer for his six-hour tour of duty. Many officers are on duty (post positions) in night clubs, all night (legal) bars, etc.

Police personnel appear depressed, extremely introvertive, and self-conscious. They average one uniform apiece which is slept in on the six-hour off duty relief. They are in need of shaving. These observable appearances may merely be the manifestation of just plain fatigue and lack of proper rest.

There is no training of any kind. Possibly the extreme militaristic demeanor and courtesy demanded by the Commanding Officer personnel, and the unhesitating negative discipline coincident with the patrolman's arrest and confinement to quarters for errors and omissions, may be advisedly relegated to "training."

The Headquarters of the precinct is located on the rear (west) end of the National Police Headquarters building. The interior is badly in need of painting and adequate lighting as well as a great degree of ventilation. Offices and unit headquarters are located in a series of passageways, nooks and crannies as though personnel were assigned without consideration to proximity of coordinating operations and the flow of work.

The jail is for new arrests and pre-sentences prisoners. There is no segregation of prisoners on the basis of offense (homosexual, narcotic violators, recidivists, youthful offenders, etc.); neither is there segregation on the basis of security risk (minimum, medium, maximum). One prisoner appeared to be about twelve years of age, mixed in with some 250 prisoners. Detention is by means of an "L" shaped cell block, measuring about 15' wide and 50' in length. The floor is bare, with no toilet facilities or bunks. Unless the prisoner has his own blankets, he sleeps on the tile floor. There is no medical examination of prisoners, the tubercular, the syphilitic, the vermin carrier — all socialize and sleep next to each other. There are six solitary, maximum security cells that are reserved for "political prisoners."

There is decentralization of the operations by the establishment of operations of three stations in the precinct area, with each station having some 60 assigned personnel. Personnel strength was not determined by such criteria as called for police services, inspectional needs, hazards, etc.

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A typical station has as its equipment one kitchen table as an office desk; a single entry ledger that is the complete records system; with one station having the rear seat of an automobile as office furniture; one station had a typewriter.

The 2nd Station, with its complement of some 60 officers, has 50 officers assigned to guarding the foreign legations in the Santa Clara area. Deducting the administrative personnel, there remain two officers for each shift to carry out the law enforcement function for the entire station area.

IV. PRECINCT NO. 2 (CUARTEL #2 - See Annex No. 1, Col. 6)

In essence, this precinct is similar in most respects to Precinct No. 1 and needless repetition will be avoided.

There are some 317 personnel assigned Precinct No. 2. Of this some 109 patrolmen are loaned out (hospital, garage, personal and home guards, etc.). Thus, some 151 patrolmen (approximately 47% of the total police class personnel) are utilized to discharge the law enforcement function for the entire precinct. Of the 151 patrolmen, 47 of them (with five field supervisors) are assigned to Station No. 1. The remaining 104 are assigned to some 19 patrol beats, the latter averaging 20 square city blocks per beat per officer per six-hour tour of duty.

The two jeeps assigned to Precinct Headquarters are up on blocks. The two ambulances assigned to the national police are located at this precinct, with one ambulance on blocks.

~~A 50-bed hospital is maintained for police officers at an expense~~ charged against police services of some \$30,000 for the year. This service is provided in spite of a general hospital and salary deductions for medical care of officers at the I.G.S.S. Hospital (a government social security hospital).

In the rear yards of most all the stations (both precincts), there will be found a great number of automobiles that have been impounded or confiscated by the government. Most of these automobiles are complete wrecks or so badly deteriorated as to have scrap value only. Some of these vehicles have been in these yards for over ten years.

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V. AUXILIARY/ADMINISTRATIVE HEADQUARTERS UNIT (See Annex No. 1, Col.4)

A. Personnel and Recruitment (PERSONAL - RECLUTAMIENTO)

The Personnel and Recruitment unit is closely supervised by the Inspector General.

As an employee records security measure, four complete sets of personnel records are maintained in the following units:

1. Personnel.
2. Precinct #1.
3. Identification.
4. Control and Statistics.

The personnel selection process is very good, including the following:

1. Detailed application and personal history form.
2. Photograph of applicant.
3. Fingerprints and search of same.
4. Complete medical examination.
5. Vaccination.
6. Laboratory Examination (blood, urine, etc.)
7. Entrance examination covering:
 - (a) General knowledge.
 - (b) Common sense (situation) problems.
 - (c) Arithmetic.
 - (d) Civics and PD Organization.
 - (e) Passing grade 51%.

As of survey, some 45 vacancies were unfilled. Recruitment efforts had failed to attract more desirable candidates. The requirement of a minimum of six year's schooling was waived. One class of 20 recruits was in progress. These recruits were described by the Inspector General as the "lowest dregs" and persons that "even the Army had rejected." The students were recruited by the offer of three meals per day with lodgings as the inducement. There were "no funds" with which to pay salaries of these recruits while in the 30-day school.

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B. Building Telephone Exchange (TELEFONOS - PLANTA)

This unit provides police headquarters with a central telephone exchange switchboard for incoming - outgoing calls, as well as an internal communications system.

The dial telephone system in Guatemala is government. Hence, this unit is maintained and operated by the government, with the police department exercising a limited functional supervision.

Generally, the telephone service is extremely poor, at its best, but comparable to the telephone service throughout the country.

The police telephones are greatly overloaded, with long delays for connections, even on internal calls. The board is a 30-place switchboard, with only four trunk lines, with an estimated capacity of 10,000-12,000 calls for 24 hours, but presently handling in excess of 15,000 calls, with delays as long as two minutes for connections. A survey of the police telephone service was recently completed by telephone company engineers. However, no remedial measures followed and it appears unlikely that any will be effected in the immediate future.

Certainly such a low level of telephone communications, with greatly overloaded trunk lines, in one of the vital police communications media constitutes a serious obstacle in the department's attaining a high plane of law enforcement.

C. Recruit School (ESCUELA DE PREPARACION)

The recruit school is under the command of a General Instructor. Department personnel as well as paid outside (university) instructors make up the teaching staff. There is difficulty in securing funds with which to pay the latter, utilizing funds from position vacancies for this purpose. Funds for training purposes are not contained in budget requests.

Instruction is limited to the lecture method with training aids limited to a few "hand-outs" and a blackboard.

The course of instruction is for 30 days. Students are not required to keep a notebook; some of the students take notes on various sizes and kinds of paper, pocket note books, etc. Students were dressed in various kinds of civilian dress.

The curriculum was developed on a day-to-day basis, and limited to the elementary subject matter such as civics, organization of the

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police department, rules and regulations, penal code, etc., with the explanation that the course simplification was effected to fit the caliber of the students. It is intended to give a final examination as the completion of school period, employing only those recruits who pass the examination.

The classroom is some 25' x 20' with 35 ancient school seat-desk combinations for the students. The classroom is located (2nd floor - Hq.) in a corner of the building with the Personnel Office on one side and the Inspector General's Office on the other, the said three sites reached by one common door opening into the rear of the classroom.

This door is open and next to the hallway; passers-by stop and look in, with the students constantly observing these latter persons. Also, all the traffic in and out of Personnel is "studied" by the students. To make the totality of distractions complete, each and every time the Inspector General enters or leaves his office during the day, the class is called to "attention." (See further discussion under headings -- "MUSICIANS" and "PERSONNEL AND TRAINING").

D. Mechanical-Garage (MEGANICA Y GARAGE)

Police department vehicles are repaired and stored in this organic unit of the department. The building electrician is also located in this unit.

One of the strongest assets of a police agency is its mobility which enables rapid deployment of personnel in routine or emergency situations. Consequently, all motorized equipment must be in good repair and in a serviceable condition. This is achieved only by an adequate and well-regulated program of Preventive Maintenance on motor vehicles. Such a program has never been in effect in the police department, vehicles receiving attention only when they break down. Due to lack of parts, which are frequently stolen, inoperable vehicles are stored in the garage "on blocks" until "the day when parts are available."

Unit personnel consist of one garage chief; one electrician; and ten chauffeurs at an annual wage cost of \$9,780.00. In addition thereto, there is a lump sum appropriation of \$36,000 for the year for "gasoline, lubricants, and repairs," making a yearly total of \$47,780.00 to maintain, operate, and service police department vehicles. (The greatest vehicular operating use is in the radio cars and motorcycles, yet some 80% of these vehicles are inoperable at the present).

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There is a great need for the adoption of a preventive maintenance program for the department's motor vehicles.

Further, there would be a tremendous achievement of economy if the government were to establish a mechanical Department to provide the government-owned vehicles, which would include the police units, with a centralized vehicle service and repairs unit, and a preventive maintenance program. It would certainly make for efficiency, economy, planning and, above all, the proper budgeting and unit vehicular costs apportionment, certainly an effective tool of any level of executive management. It also would tend to minimize the "improper expenditure" of such earmarked funds.

In that chauffeur-drivers are listed in this section, it may be well to delve into this matter at this point. Including the ten (10) chauffeurs in the garage complement, there are thirty-three (33) chauffeurs assigned to police headquarters at an annual salary expense of \$25,740. Granting a chauffeur is necessary for each of the following: Director, Ass't Director, Inspector General, two truck drivers, two bus drivers, two ambulance drivers, would total only nine (9) drivers. There would have to be a valid justification for the other twenty-four (24) drivers whose wage expense is \$18,720 per year.

Thus, by arbitrarily eliminating these twenty-four drivers and removing the police department out of the garage business, in which it is practically floundering, the police budget could be reduced some \$64,500. This amount constitutes over 8% of the \$801,240 police budget (salaries and wages) increase requested for '56-'57.

A police officer is so classified -- and so hired -- to accomplish the primary police function of protecting life and property. He is employed to act as a line officer, walking a beat, riding a radio car, and the other functional operations toward this well-defined objective. When a line officer is removed from such a function into administration, or "filing expense vouchers in the basement," he is no longer fulfilling his primary objective. It may well be said that such a loss to the line units is indeed a loss of great proportions. Thus, the police administrator must always be wary of such administrative reassignments of line personnel, as well as demanding extremely strong justifications on budget requests for line personnel for assignment to non-line units. This discussion is presented because of the complete and reckless abandon with which the Guatemalan national police line officers are placed so extravagantly in non-line units as well as units whose function is (at best) most remotely related to the police function.

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The 1st Precinct has 16 police class personnel, along with two from the 2nd Precinct, on loan or detached service with the garage operations. Thus, some 18 persons hired at an annual cost of \$15,420 are removed from police work and become a hidden unit (garage) cost.

The recently '56-'57 police budget indicates an increase of the garage budget item of \$2,580 over last year with a \$36,000 increase for gasoline, etc., for a total increase of \$38,580 which constitutes a requested budgetary increase of some 84% for this unit over last year.

E. Shops (TALLERES)

This is a general service unit that makes repairs to the building, makes and alters officers' uniforms, and provides a barber shop service. Four-drawer, letter size filing cabinets are made here, taking one carpenter two weeks (full time) to construct such a cabinet.

Personnel consist of one carpenter, one blacksmith, one plumber, two plasterers, three tailors, and three barbers at an annual wage expense of \$8,700.

Here again as a manifestation of the two evident administrative "dead-end streets" into which the police department is galloping at full speed: (1) going off at a tangent from its primary function; (2) an ever increasing effort toward a complete self-sufficiency. It appears that such objectives and trends are not unique to this agency of government.

Whereas, it could reasonably be stated that \$8,700 is only a pittance in a 2-1/2 million dollar police budget, and that this unit provides services to the low paid police officers in terms of real and psychic compensation as "fringe benefits," the trend can well be projected by noting the '56-'57 budget request for this unit which amounts to \$11,640 or an increase of some 42% in wage cost. In addition thereto, there is again the loss of line officers to this unit. There are seven (7) officers from Precinct No. 1, and one (1) officer from Precinct No. 2, also assigned this unit and who are not performing a police function, and also represent an annual wage cost, as a police services charge, of \$6,720.

By centralizing such a function in another extra-department service unit, there would be an economy of effort, money and time, with proper priority assignment given work orders. Budget-wise, the consequent allocation of cost to each agency's maintenance and operation would be reduced. These certainly are ingredients of any long-range planning, particularly in consideration of Guatemala's struggling economy.

F. Musicians (CONJUNTOS MUSICALES)

Some 60 full time paid personnel comprise this unit of police musicians. This unit travels about the republic, participating in festive events and radio broadcasts.

The annual salary expense for this personnel, charged against police service costs, amounts to a staggering \$50,280. In addition to the organic complement of 60 musicians, there are an additional 15 line police officers (14 - Precinct No. 1; 1 - Precinct No. 2) who were removed from a line function and "loaned" to this unit. These latter personnel constitute an additional hidden annual wage cost of some \$12,600.

Thus, in the face of a scarcity of funds for police operations, these musicians are maintained by the department -- and as a charge against the cost of police services -- at an annual wage expense of some \$62,880. Other expenses such as transportation, meals, lodgings, incidentals, etc., are undoubtedly coincident to this unit's operating expenses, but the latter are not recorded or accounted for in police fiscal records. Such expenses are, in all probability, paid out of the lump sum appropriations for the many general expense accounts.

In terms of annual wages expense alone, the police department supported its musicians for the year at an expense that exceeded (by some \$6,000) the combined police personnel cost of the 15 municipal police departments in the Departamento of Guatemala.

For the year, it cost \$22,000 more to support musicians than to staff the PD Headquarters Security Guard with police personnel.

The annual wage expense for musicians was \$3,700 greater than the police personnel wage expense of the department's entire radio car patrol force.

If the musicians were eliminated, 15 police officers would again be available for line assignment and the remaining \$50,280 could provide almost 60 police officers (@ \$70.00 per month) for the Capital, or, some 93 officers (@ \$45.00 per month) for the municipios, or, 20 to 24 new automobiles, fully equipped with 2-way FM radio, could be added to the patrol force.

The police department also supports a commercial type broadcasting station for "cultural" purposes to "demonstrate to the public that the police department is refined and cultured."

The station, call letters TGR, operates on 1450 KC with 350 watts of power. (The Federal Government has a similar station, TGVV, located 6th Avenue & 18th Street). Because of the inadequacy and generally poor condition of the equipment (must go off the air when power tools used in carpenter shop) radio TGR transmits only 10-1/2 hours per day (6:00 A.M.- 8:30 A.M.; 11:30 A.M. - 2:30 P.M.; and 6:00 P.M. - 11:00 P.M.). This radio station was put out of commission by Arbenz and reactivated by Armas.

It has an estimated listening audience of 1,000 - 1,500 persons.

The broadcasting studio is on the fourth floor of the PD Headquarters building and is comprised of a very spacious room (approximately 30' x 60') with walls of horizontal wooden poles (approximately 1" diameter) in undulations (for acoustics), stained dark color.

This room, painted in a pastel brown or green, would make an excellent classroom for recruits completely away from all distractions.

Unquestionably, the musicians should be separated from employment and the police department should get out of the commercial broadcasting business. Even the "propaganda" value of the radio station -- with its poor equipment, its poor programs, and its limited audience -- at best, is hardly a justification for its slim existence.

The '56 - '57 budget contains a request for 13 new employees for the radio station and salary increases for the musicians with a total annual wage expense of \$68,400 which is a 36% increase over '55 - '56 for these functions, and constituting some 8-1/2% of the requested budget (salary and wages) increase (\$801,240) for the department for next fiscal year's operations.

G. Purchasing Office (OFICINA DE COMPRAS)

This office is the centralized purchasing unit for the police department.

It is limited to some \$3,000 per month with freedom of action in making purchases up to maximum of \$1,000 for any one item or purchase. All purchase orders exceeding this amount must first be approved by the office of Secretary of Interior.

It appears that stations and sub-stations are provided lump sum amounts to locally purchase office supplies, etc. This practice should have to be reviewed in detail to determine the relative factors of economy by local purchasing, or economy by centralized mass purchasing of such items at a lesser unit cost coupled with manpower and transportation costs to these sub-units.

H. Identification Bureau (IDENTIFICACION)

This unit founded in 1922 is staffed by a unit chief (DESIDERIO MENCHU), one secretary, one file clerk, one photographer, and six employees who photograph crime scenes, photograph and lift latents, classify fingerprints and make fingerprint comparisons.

The Chief has some 30 years' experience, is a dedicated professional, and has qualified as an expert witness in photography, fingerprints, blood stains, firearms identification, and handwriting comparisons.

All prisoners are fingerprinted on 5" x 8-1/2" cards which are classified by the VUCETICH system which has been modified by the Chief. Another card, containing priors, is made for a prisoner.

The some 500,000 print cards are filled by classification formula (formulas incomplete in sub-classifications due to lack of personnel and time), and contain Bertillon measurements of the ear. The card with the priors is filled in alphabetical file by prisoner surname.

The alphabetical card files are placed in the following categories:

1. Common crimes.
2. Political crimes.
3. Known-thieves.
4. Drivers of vehicles.
5. Department prisoners.
6. Registered ex-felons.

There are no latent fingerprint files of prints developed at crime scenes wherein the crimes are yet unsolved. Lack of filing equipment and floor space were offered in explanation.

The unit head stated there were some 5,000 professional thieves in the Capital alone and whose prints are a matter of record. He is anxious and planning to start a "single print" file.

This unit is informed of arrests, and a photographer and print man are dispatched to the field units to "mug" and print arrestees. Many prisoners are not so photographed and printed because of work load and unavailability of print personnel. Major violators and Precinct No. 1 prisoners are brought to this unit for photographing and printing.

There are no "mug" files or books of any kind. Lack of funds and equipment makes mandatory the placing of the "mug" number on the record cards with a storing of negatives, for development only if requested or needed.

Photographs of suspects limited to front and profile, with no "standing shots" of any kind, and repeaters are re-mugged if more than three years have elapsed from last "mug."

Most of the photography equipment is old and in poor condition with nothing but the Chief's skill at repairing, adapting and improvisation keeping the equipment operable.

In this unit, there is also a small criminological laboratory which is the end product of this dynamic Chief's driving will and recognition of its value. Facilities include an ultra-violet lamp begged by the Chief from a private concern, two small microscopes (with which he laboriously adapts to microphotographs and bullet comparisons), and a kitchen table of various chemicals. Yet, in spite of these tremendous handicaps, he has succeeded in effecting many scientific analyses to which he has subsequently testified.

Generally, the lack of personnel and operating funds, the relatively inadequate equipment and man-hour consuming efforts at improvisation has reduced the tremendous potential of this unit to a deplorable level.

The '56 - '57 budget contains a request totalling \$11,880 for wages and \$1,800 for supplies for this unit for the year.

I. Stores (ALMACEN)

This unit with one storekeeper and one assistant (with one police officer from Precinct No. 2) maintains the departments' stores and supplies.

J. Communications (COMMUNICACIONES)

The police radio communications unit is staffed by one Radio Technician, two telephone operators, two assistants and is functionally supervised by the Chief of Service Division.

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There are two FM "General Electric" radio transmitters, one being a smaller unit (radius-range 11 km.) and utilized as a reserve unit.

The larger unit (250 watts power; radius-range 200 km) is used in transmissions to the radio cars. Radio central and cars transmit on the same wave length, the latter not disclosed, same held as "CONFIDENTIAL". The electrical power for these transmitters is tied in with the building (PD Headquarters) circuits.

Car radios operate on 60 watts of power, with car batteries lasting 2-3 months only.

Emergency power is provided radio central by means of an auxiliary gasoline motor generator, 2-1/2 KW, 100 volts, A.C. current. There are two FM channels allocated to the Federal Government broadcasting station which could be utilized for broadcasting to radio cars in an emergency.

The radio transmitters are always breaking down with spare parts not readily available in Guatemala. When, and if, funds are available, parts are ordered from the United States with long delays for delivery.

It was the opinion of the radio technician that the police radio communications were wholly inadequate, requiring a complete replacement with more powerful units.

A firm known as the "GEORGE ADAIR ASSOCIATES" recently completed a telecommunications survey of the Republic with attention also directed to adequacies of police radio communications and the factor of micro-wave relays for nationwide coverage. It was also learned that this firm has entered into a contract with Guatemala in such matters. It should be necessary to analyze the contents and recommendations contained in this survey before anything is attempted in the assistance or improvement of police radio communications.

There are no teletype facilities in any government agency. The only two such facilities are privately operated (Pan-American Airlines, and Tropical Radio). Telephone communications are limited to the Capital and its immediate environs. Communications with territorially decentralized police units restricted to telegraph, which appears to be satisfactorily functioning.

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K. Record Bureau (ARCHIVOS)

This unit is staffed with one Chief, one Ass't to the Chief and five filing clerks.

Filing equipment is as follows:

- 9 -- wooden, 4-drawer, each drawer holding two rows of 4-3/4" x 8" cards (1,000 cards to a drawer)
- 3 -- wooden, 6-drawer, letter size cabinets
- 2 -- metal (good construction) 4-drawer, letter size cabinets
- 13 -- metal (poor construction) 5-drawer, letter size cabinets
- 20 -- wooden, 4-drawer, letter size cabinets

In essence, only three kinds of records are kept:

1. A 4-3/4" x 8" record card of suspects or arrestees, filed alphabetically by surname. This card contains:

- (a) The date of entry.
- (b) File number of the source data or original report.
- (c) Agency making arrest.
- (d) Subject matter or crime.

2. A master file containing the original reports, source data, reference, etc., with a file number that is entered in the card described in 1 above.

3. A file of all official papers, documents, those relating to internal-external police administrative-operations data.

No other records or police files are kept. There is no stolen property file, for example. The only way suspected property is checked for stolen is to "know the name of the victim" whose name search would (or might) reveal the card (#1 above) wherein his reported loss of property would have been entered. Otherwise, a request is made of the commercial radio stations to announce the suspected property with a request that the victim (s) come to the police department.

The physical layout is two file rooms (approximately 20' x 20' each) with a small office (8' x 12') in between, with very old "kitchen table" type desks and work tables.

One file room had several piles of documents, files, etc., dumped on the floor. Many records and source data were tied in bundles (by months and years) and stacked against the walls, or on top of cabinets. The records and record source data for the entire year 1952 is "somewhat arranged" on the floor.

Present files start with the year 1937; all files prior to that date having been destroyed by the communist regime.

Every 10-12 years, those files "that are not needed" are destroyed.

The door to this unit is kept locked, even during working hours. The bureau is not ordinarily accessible to police personnel, only a select few. Record searches, as such, are conducted on written requests for same.

In general, it may be said that the police records unit is hopelessly inadequate and falls far short of its most treasured and prized objective -- that of an aid to the law enforcement function and investigative process.

L. Control - Statistics (CONTROL - ESTADISTICA)

This unit is composed of three sections:

1. Control - Statistics which is staffed by a Chief and five clerical personnel.
2. EXTRANJERIA headed by one section Chief and seven clerical personnel.
3. MIGRACION staffed with police class personnel headed by one inspector and nine policemen.

The Control - Statistics section keeps records for control purposes of police department property, a function that is grossly mis-handled and practically unreliable.

The inventory and property record controls of the department's motor vehicles well demonstrates the fallacy of this units records and the obvious failure to accomplish its functional objective. One source data lists a total of 55 motor vehicles and another source date (same unit) lists 61. Records indicate 73 motorcycles, yet the motorcycle corps unit physically accounts for some 61. These same records list 21 radio patrol cars yet (as heretofore described) only 12 are physically accounted for. The year, make, model, mileage, date of purchase, etc., was not recorded nor indicated, securing the year of manufacture on only nine vehicles. It further appears, that once equipment is entered on a property control record, it will remain forever. The total value of the department's motor vehicles is carried as \$220,664.33.

Thus, government assets of almost one-quarter of a million dollars are:

1. not the subject of efficient controls;
2. no planning for feasible or economical replacement on depreciation or obsolescence;
3. no mileage record controls for unit operation cost determination and allocation;
4. no program whatever for preventive maintenance of rolling stock; and
5. no records control for fixing of responsibility.

This section also maintains the statistics concerning department police operations. Seven copies of an annual report are made, with three retained by the department and the remaining four submitted to Secretary of Interior (GOBERNACION). The report is largely composed of huge sheets (approximately 3' x 3') folded to fit the report book (approximately 10" x 8").

For the fiscal year '54-'55, there were some 46,639 crimes reported to the police. This, it may be logically assumed, is a considerable understatement because of the following:

1. Radio cars do not take crime reports in the field, referring persons to Headquarters.
2. The poor telephone service.
3. The economic limitation of householders in not affording telephone expense.
4. The distance necessary to travel to Headquarters.
5. The reluctance, and fear to a degree, "having anything to do with the police."
6. The lack of a centralized unit, in Headquarters, to receive citizens police reports or complaints.
7. The shunting around from office to office, person to person, of citizen-complainants.
8. Lack of data to indicate those crimes reported that were unfounded.

There were 46,739 arrests made by the department for the same period. No data available, nor maintained, to determine:

1. suspects released to other agencies;
2. suspects released no action taken;
3. suspects filed on or taken to court;
4. number convicted or found guilty of offense charged;

5. number convicted or found guilty of a lesser offense;
6. total defendants convicted or found guilty; and
7. percentage of arrests processed through the Courts and percentage of the latter convicted.

The only explanatory statement to the above was that "most all of the arrests are taken to court."

Concerning the statistical data of (major) crimes (e.g. 168 murders; 3,272 assaults; 4,095 burglaries; 973 robberies; 105 auto thefts) there was no comparative statistics to determine increase-decrease of said crimes as an aid to:

- (1) selective enforcement;
- (2) establishment of foot and radio car beats;
- (3) deployment of police personnel;
- (4) budgeting justifications; and
- (5) high level planning.

The EXTRANJERIA section is concerned with the registration of foreigners in Guatemala. Although registration with the police is mandatory, there is not a full compliance by such persons. The registration card contains:

- (1) Name;
- (2) birth date;
- (3) local residence;
- (4) notation of family members;
- (5) nationality;
- (6) occupation; and
- (7) reason in Guatemala

There is also a photograph of the registrant and fingerprints of male registrants only. This registration information is retained in this section.

The MIGRACION section is largely concerned with locating persons illegally in Guatemala, which, in general, duplicates the efforts of Immigration and the Guardia de Hacienda.

On one occasion, there were eight personnel in this section who were reading comic books, novels, newspapers, or with head on table "resting."

The annual wages expense for EXTRANJERIA and MIGRACION amount to \$14,580, and take from line operations some ten police class employees.

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Both these units are duplicating the work being performed by other governmental agencies, as well as having a rather questionable value insofar as their respective ends or accomplishments are concerned. Their elimination as organic units of the police department would not be felt in department operations.

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CHAPTER IV

PERSONNEL AND TRAINING

I. PERSONNEL

A. AUTHORIZED STRENGTH

There is an absence of a centralized, reliable source that would give position classifications, police and non-police personnel, etc., thus no accurate and reliable source data to determine each police and non-police classification -- allocated, vacant or filled. Coupled with other complicating factors, a reliable declaration of actual or authorized strength is an elusive datum.

It is common practice to use money budgeted for personnel for some other purpose. Positions are loaned from one unit to another, or to another agency, without a central personnel or other records control. Organic units will be carried on a budget as an organic whole. On another budget the same unit is divided into segments with each then carried as a unit.

An employee will be hired in a police classification and carried on records as such, yet the said employee may be put to work as a carpenter. Thus, one source will show the position filled by a "police officer," yet another source will list him as a "carpenter."

The best reliable source data indicates a department authorized strength of 3,045 personnel. This figure may be accurate to minus or plus 1%. The police class personnel (see Annex No. 3) approximates some 2,732. This figure is probably accurate to minus or plus 3%.

B. SALARY SCALE

There is no uniformity in job titles or position classifications. Positions described in the department regulation, the budget, and reports are at variance with each other. A Chief of a division may differ considerably in salary from a Chief of another division. There is a lack of uniformity of salary gradients between ranks, as well as salary differentials among equal ranks.

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1. SALARIES (in the Capital)

<u>RANK</u>	<u>'55 - '56</u> <u>Monthly</u> <u>Salary</u>	<u>'56 - '57</u> <u>Request</u>	<u>Monthly</u> <u>Increase</u> <u>Requested</u>
Director General 1/	\$500	\$600	\$100
Ass't Director 2/	250	350	100
Inspector General	200	300	100
Chief, Control-Statistics	130	250	120
Chief, Identification	200	250	50
Chief, Dept. de Transito	200	250	50
Precinct Commanders	175	200	25
Ass't Commanders	125	175	50
Officials 3/	\$95 - 105	\$125 - 150	\$30 - 45
Sergeants	85 - 90	100	10 - 15
Inspectors	75 - 85	90	5 - 15
Sub-Inspectors	75 - 85	85	0 - 5
Policemen	70	80	10
Hq. Sec. Police	75	80	5
Motorcycle officers	75	80	5

2. SALARIES (in the Departamentos)

Department Jefe	\$100	\$125	\$ 25
Ass't Jefe	75	100	25
Sub-Jefe (head Municipio)	60	80	20
Sergeants	55	75	20
Inspectors	50	70	20
Policemen	45	60	15

1/ Director's representation allowance \$200 monthly. Requested '56 - '57 budget \$300 monthly, and, a "CONFIDENTIAL FUND" of \$30,000 for year.

2/ Ass't Director's representation allowance \$100 monthly. Increased to \$200 monthly in '56 - '57 budget.

3/ OFICIALES (Army officers) include 2nd Lts., 1st Lts., and Captains.

C. TRANSFER AND ASSIGNMENT

The better appearing, taller, more intelligent officer is assigned to the Capital. The others are assigned to the Departamentos and Municipios. The officers assigned to Headquarters Security (PREVENCION) are the best appearing, the most physically alert, and appear to have the highest morale.

Transfers are effected for the good of the service and contained in the daily "General Order" of the department which serves as a duty roster, special assignments, uniform regulations, notice of hospitalized employees, wanted fugitives, fugitives cancellations, etc.

D. PROMOTION

There is no merit system, consequently, promotions are the discretion of the Director, or made at the request of "politicos" and influential citizens. Often an outsider, with no police experience, let alone any supervisory experience, is placed in a position vacancy instead of filling same by internal promotion. This latter practice is not only demoralizing to the ranks, but even the top level command expressed their extreme disapproval of the matter.

E. SPECIAL BENEFITS

The police employee can get a hair cut and fittings on uniforms at the department barber and tailor shops. He also contributes some 2% (of gross salary) monthly which provides medical care only on fractures or injuries resulting from accidents. Upon the death of a police department employee, each person is assessed ten cents (total about \$300) as a death benefit.

The department maintains a 50-bed hospital, fairly well staffed and equipped to provide medical care and hospitalization for sick police officers. Where this service is undoubtedly a valuable "fringe" benefit, and certainly an aid to a low salaried and generally impoverished police officer, still this facility imposes a high cost on department operations and is a charge against police services cost.

For '55 - '56, the hospital wage expense was \$19,260 with some \$12,000 allocated for "hospital medicine, food, and general expenses" making a total annual cost of \$31,260. There are no cost accounting records that apportion "overhead" and other fixed costs to this unit; admittedly, hospital administration has relatively higher overhead and fixed costs.

The 1956 - 1957 police budget has the hospital wage expense fund increased to \$18,000, making for a total of some \$43,200 or a unit cost increase of some 38%.

Assuming this increase is granted, and were to remain fixed for a five-year period, it will have cost the government a minimum of some \$216,000 for police personnel medical care for this five-year period.

Along this vein, hospital administration experts (U.S.) in Guatemala estimate hospital construction in Guatemala at \$4,000 to \$5,000 per bed. A 50-bed ward could be added to the Guatemalan general hospital for \$200,000 to \$250,000 with a patient expense of \$3.00 per day per bed. Meanwhile, the established hospital facilities, technicians, equipment, etc., could be utilized with only a necessary minimum of personnel-equipment augmentation to care for police patients.

As time passes, the police hospital is going to "need" more personnel, technicians equipment, etc., that will, in turn, not only increase costs, but amount to dissipation of effort in an uneconomical duplication of function.

The police department should make plans to get out of the hospital business.

F. RETIREMENT

The police employee contributes 2% of his gross salary for his retirement, under a general government retirement act.

He may retire at the end of 30 years' service. No police officer has ever retired under this plan nor is there anyone presently so retired.

G. DISCIPLINE

Disciplinary measures against employees are:

1. Oral reprimand.
2. Written reprimand.
3. Suspension without pay.
4. Reduction in grade.
5. Arrest in quarters.
6. Discharge (possible re-employment).
7. Discharge (permanent bar to re-employment).
8. Criminal prosecution.

H. TENURE

The police officer has no tenure. His employment is assured only if he performs to the satisfaction of his superiors. There is no appeal or hearing on a discharge.

I. MORALE

Someone said that "you don't know what morale is until you lose it." It may be reasonably stated that the morale of the police personnel, with a few exceptions, is at a very low level.

J. UNIFORMS, Etc.

The department is supposed to furnish the police employee with:

1. A uniform.
2. San Browne belt.
3. Baton.
4. Sidearm.
5. Whistle.

However, most officers have only one uniform. Consequently, the majority of police officers sleep in their uniform on their six-hour off-duty periods. If the officer wishes to wash or clean his uniform, it must be attempted in the few off-duty hours.

The '55 - '56 budget allocation of some \$80,000 was earmarked for the "purchase of radio cars, equipment, motorcycles, weapons, uniforms and other extraordinary expenses"

Clóth for a uniform can be purchased, and the uniform made at the police tailer shop for about \$10.00 per uniform. Three uniforms for some 3,000 men would cost approximately \$90,000, which is in excess of the allocation and excludes purchases of other indicated items. In the '56 - '57 budget, it was requested to increase this allocation to \$150,000. However, here again the budgeting process has failed to specifically break down this enormous allocation into particularity and without designation of priority based on urgency or relative needs.

Another factor in this matter is the use of three distinct uniforms by police personnel (actually, there is a fourth -- the continuance of Army officer police personnel to wear the Army uniform). Said uniforms are as follows:

1. OFICIAL DE TRANSITO (Traffic Officer)

Cloth: Blue, wool (flannel-like appearance).
Coat: Single-breasted; length of civilian suit coat.
Shirt: White, cotton.
Tie: Black cloth (white gloves).
Trousers: Blue, match coat; white trim outside seam.
Shoes: Black "civilian" with black socks.
Harness: White, pebble grain leather. Two belt supporting straps crossing on chest and on back. Belt provides for only gun holster and baton (loop). (Bottom of holster cut off allowing some 3" of the 6" gun barrel exposed).

2. OFICIAL DE ORDEN (Patrol Officer, i.e., non-traffic)

Cloth: Olive green, cotton twill.
Coat: None available.
Shirt and Trousers: Matching color, with red trim on trouser, outside seams.
Tie: Brown leather.
Shoes: Brown, 1/2 boots, smooth leather.
Harness: Brown leather, single diagonal belt supporting shoulder strap. Belt provides for weapon and baton.

3. FATIGUE UNIFORM (Worn by Officers at units outside Capital)

Cloth: Tan, cotton twill (same as U.S. Army cotton "sun-tans").
Tie: Black cloth.
Shoes: Brown, "civilian".
(Rest of clothing similar to 2 above).

4. ARMY PERSONNEL ASSIGNED TO PD

Wool, "sun-tans," similar to U.S. Army officers' summer uniform.

Subsequent to complaints from some of the Legations (police officer fixed posts) that the police officers were "out of uniform," inspecting officers found said officers (lacking uniform coats) using civilian coats and scarfs to keep warm.

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A raise in morale would undoubtedly follow the provision of at least two uniforms (planning should be for three), and the adoption by the department of one uniform with standard specifications. Police (Army officer personnel) would become an integral part of the department decreasing the apparent "segmentation" of police personnel if all police class wore one uniform.

Police officers do not have any kind of an identification card.

K. MERITORIOUS SERVICE AWARDS

Police officers may receive special recognition for the following:

1. Constancy in service performance.
2. Meritorious or special performance.
3. Heroism.

Awards are conferred in public ceremony.

II. TRAINING

There has been no police academic training in any field.

On March 1, 1956, a recruit school, 30 days duration, was initiated as previously described.

There is a need for training aids and a relocation of the school. As stated before, the TGR radio broadcasting salon would make an excellent classroom.

The twelve (12) Guatemalan police officers attended a police training program (8/8/55 - 10/14/55) conducted by the "International Police Services, Inc.," at Vienna, Virginia, and will be of invaluable assistance in the department's future training programs, if properly utilized.

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(The school's ratings for these officers are herein included for ready future reference).

<u>Student</u>	<u>Leadership Abilities</u>	<u>Aptitude</u>	<u>Diligence</u>
J. ANTONIO MOSCOSO M.	Above Average	Above Average	Above Average
S. ANTONIO MONTERROSO	Not Demonstrated	Average	Above Average
JORGE BARRIOS MARTINEZ	None Shown	Average	Above Average
ROLANDO BOITON VALDEZ	Above Average	Average	Average
CARLOS H. ROJAS CONSTANZA	None Shown	Average	Average
JOSE R. PAREDES LOPE	None Shown	Average	Average
JOSE ALVARADO	Above Average	Average	Average
ABELARDO CARRANZA M.	None Shown	Average	Average
REUBEN RECINOS BONATTI	None Shown	Average	Above Average
SANTOS GARCIA CORDOVA	None Shown	Average	Average
EFRAIN GARCIA ROSALES	None Shown	Average	Average
PABLO ALFONSO	None Shown	Above Average	Above Average

NOTE: Scholarship award to MOSCOSO, with honorable mention to MONTERROSO. Best notebook award to PAREDES, honorable mention to CORDOVA.

(A reliable source stated that some of these officer-students were openly "fired" by the Director but actually used by him for undisclosed undercover operations).

CHAPTER V

FACILITIES AND EQUIPMENT

The facilities concerning Records, Identification, Criminological Laboratory, and Communications have been previously discussed.

A. TRANSPORTATION

Jeeps (1/4 ton)	23
Passenger Automobiles	7
Radio Cars (mostly Fords and Chevrolets)	21
Buses	2
Trucks	6
Ambulances	2
Motorcycles (mostly Harley- Davidson)	<u>71</u>
	132

(The central property records do not indicate the year, make, model, or mileage on motor vehicles). There is no indication of the serviceability of said vehicles. Some vehicles in the extra-capital units are "on blocks" and the memoranda relative to same is unknown to property control. From observation and conversations with key personnel it may be reasonably assumed that at least 40% of the department's motor vehicles are not in an operating condition.

The department also owns six bicycles and four boats (one only with 1/4 HP motor).

B. OFFICE EQUIPMENT

Property controls do not show year, or make, of office equipment. The few newer machine equipment is retained at headquarters, with outlying units getting the old (some very ancient) machines.

Typewriters (In the Capital)	114
(In Departamentos)	<u>94</u>
Total	208
Adding Machines	2
Mimeographing Machines	5

There is no inventory on desks, chairs, etc. With the exception of a few desks, most all are very old. Some such equipment is at least 100 years old.

Office supplies and stationery are extremely limited, there usually being enough to barely meet each unit's monthly requirements.

C. SPECIAL EQUIPMENT

There are some 400 tear gas grenades of varying age. It is not known how many of these have deteriorated. All other like devices, fragmentation grenades, etc., were taken away from the police by the government.

There are approximately 200 handcuffs and 1,000 wooden batons issued to police personnel.

D. ARMS

Revolvers (issue) are either Smith and Wesson or Colt, .38 caliber, with the majority (quantity unknown) being 6" barrels; some of the personnel have the 2" barrel:

REVOLVERS

<u>Condition</u>	<u>Number</u>
Good	1,314
Fair	94
Bad	<u>380</u>
Total	1,788

There are also some 80 semi-automatics, 9 mm caliber, M-Walter trademark, in good condition.

In January 1955, some 500 new revolvers (included in the 1,788 total) were received, with another shipment of 500 revolvers to be received shortly.

The department possesses some 1,600 rifles, Spanish Mausers, 7 mm caliber.

The number of submachine guns was not disclosed because it was "CONFIDENTIAL." However, 12 submachine guns, 9 mm caliber, Czech

P40 trademark are police property (good condition) and the "other" sub-machine guns in possession of the police department are borrowed from the Army.

In that the Precincts #1, #2, have the greatest number of concentrated police personnel, and in that their respective armament was inadvertently disclosed, such respective armament is hereby listed:

1st PRECINCT

<u>Unit</u>	<u>RIFLES AND SUBMACHINE GUNS</u>	
	<u>Spanish Mauser 7MM Rifles</u>	<u>Submachine Guns 9MM Caliber</u>
Precinct Hq.	391	26
Loaned Other Units	30	---
1st Station	60	---
2nd Station	60	---
3rd Station	<u>60</u>	<u>---</u>
<u>TOTAL</u>	601	26

PISTOLS

Smith & Wesson (.38 cal.)	251
Colt (.38 cal.)	382
Other Makes and Models	<u>52</u>
Sub-Total	685
Less: Revolvers unaccounted for, or in repairs	<u>137</u>
NET TOTAL SERVICEABLE PISTOLS	548

AMMUNITION

<u>Unit</u>	<u>7 MM</u>	<u>9 MM</u>	<u>**43MM</u>
Precinct Hq.	18,480	5,000	---
1st Station	3,000	---	---
2nd Station	3,000	---	---
3rd Station	<u>3,490</u>	<u>---</u>	<u>1,900</u>
Totals	27,970	5,000	*1,900

* unserviceable

** unknown as to weapons this is provided for.

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2nd PRECINCT

ARMS

Submachine guns; 9 mm cal.	7
Spanish Mauser Rifles; 7 mm	317

AMMUNITION

Rounds, Rifle, 7 mm	14,127
Rounds, Submachine gun; 9 mm	1,000

E. BUILDINGS AND GROUNDS

The national police headquarters is a four-story building (6th Avenue & 14th Street), relatively new and of Moorish architecture, neat appearing on the outside, with grass, flowers and trees in the front. The interior is generally clean, simple, also neat appearing. Woodwork and doors are predominantly dark. There is almost a complete inadequacy of electrical lighting in terms of properly lighting the working offices. There appears to be a need for space analysis to properly integrate related or divided units, and, to adjust for unit growth, cramped quarters as well as a more proper rearrangement (and re-location) of office space in terms of unit functions and work flow.

The two precinct headquarters buildings are generally neat appearing on the outside, with a great need for adequate lighting for offices, and painting.

Most all other units are in a deplorable state of appearance and repair requiring plumbing, light fixtures, painting. There should be a program of planning for construction of some new unit headquarters and considerable repairs to others. In describing such units' housing, a high official declared that "they were not fit (habitation) for an Indian."

F. BUDGET AND FISCAL

The fiscal year is July 1 to June 30.

A budgeted and funded allocation may be spent in toto, or, expenditure of the allocation may be made monthly, quarterly, etc., apparently need is the basis.

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The budget is planned and prepared by the Director and the Chief of Control -- ESTADISTICA. No one else participates; neither do the respective unit commanders submit budget estimates of needs for same.

The format of the budget is:

1. Salaries and wages (Capital).
2. Salaries and wages (Departamentos).
3. Ordinary expenses (Capital).
4. Ordinary expenses (Departamentos).
5. Extra-Ordinary expenses (Capital).
6. Extra-Ordinary expenses (Departamentos).

The '55 - '56 budget appropriations are as follows:

SALARIES AND WAGES

Capital	\$1,370,040.00
Departamentos	<u>950,280.00</u>
	\$2,320,320.00

ORDINARY EXPENSES

Capital	\$ 89,568.00
Departamentos	<u>102,634.92</u>
	\$ 192,202.92

EXTRA-ORDINARY EXPENSES

*Capital	\$ 80,000.00
Departamentos	<u>5,000.00</u>
	\$ 85,000.00

GRAND TOTAL

\$2,597,522.92

* "For the purchase of radio cars, equipment, motorcycles, uniforms, and other extra-ordinary expenses of the National Police." This is the only lump sum allotment that provides in any way for police equipment as such.

The '56 - '57 budget appropriation requests are as follows:

SALARIES AND WAGES

Capital <u>1/</u>	\$1,781,700.00
Departamentos <u>2/</u>	<u>1,339,860.00</u>
	\$3,121,560.00

ORDINARY EXPENSES

Capital <u>3/</u>	\$ 178,548.00
Departamentos <u>4/</u>	<u>17,158.92</u>
	\$ 195,706.92

EXTRA-ORDINARY EXPENSES

Capital <u>5/</u>	\$ 150,000.00
Departamentos <u>6/</u>	<u>15,000.00</u>
	\$ 165,000.00

GRAND TOTAL

\$3,482,266.92

- 1/ (a) Includes for radio station T.G.R. - (1) Director and (12) employees, annual wage cost \$13,320.
- (b) For Transito - (10) Inspectors at annual wage cost \$9,600.
- (c) For Detectives - (1) Chief, (20) Detectives, annual wage cost \$30,000.
- (d) For Hospital - (1) Doctor @ \$125.00 per month.
- (e) Patrol - (2) Chiefs, (1) Sgt., (2) Inspectors, (4) Sub-Inspectors.
- (f) Precincts - (100) Officers at annual wage cost \$96,000.
- 2/ (a) Additional personnel for (21) Departments, (49) police class employees at annual wage cost of \$211,560.
- 3/ Includes:
 - (a) Director's personal expense \$3,600 per year.
 - (b) Ass't Director personal expense \$2,400 per year.
 - (c) General expense for Dept. \$18,000 per year.
 - (d) Director's CONFIDENTIAL fund \$30,000 per year.
 - (e) Radio Station TGR expenses \$6,000 per year.

~~4/ This is total for year to sustain (21) Departamentos in-office supplies, utilities expense, rental of premises, feed for horses, maintenance (\$17,158.92).~~

5/ This fund is for "purchase of radio cars, equipment, motor-cycles, weapons, uniforms and the other extra-ordinary expenses of the Department."

6/ This fund is for "per diem and other expenses of the national police assigned to the Departamentos."

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A comparison of the police budget totals is as follows:

'56 - '57	\$3,482,266.92
'55 - '56	<u>2,597,522.92</u>

Requested Budget Increase
for '56 - '57 \$ 884,744.00

The police department, to the man, bemoans the lack of adequate salaries, the lack of equipment, supplies, etc. Further, that the level of police service would "certainly be raised" should these inadequacies be resolved. In the same frame of reference, such matters are essentially financial in nature and consequently the concern of the government.

The government of Guatemala is faced with a faltering economy, a low per capita income, a very low potential in the realm of raising revenue.

A brief analysis, of the police budgeting process may be indicative of some of the contributing factors that make for extravagance of money and manpower.

1. Unit commanders do not participate in the budgeting process, which not only would force them to adapt or reorganize for effectiveness, but also force them to give priority to alleged needs which should be supported by well considered, sound justification.

2. The budget as one of the most valuable tools of executive management and certainly constantly and ever present in administrative analyses and planning is not used as such, but merely as a means of conveying "out of the air" estimates of police needs with no projection into future programming.

3. A 3-1/2 million dollar budget for a 3,000-man organization is prepared by the Director and an "administrative" Chief who do not consult the line and are so distantly removed from operations.

4. There is an inconsistency of organic unit titles from one budget to the next, and further, a unit may be carried as an entity in one budget and in the next; the said unit will be carried as two separate organic units.

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5. There is no planning or budget provisions for capital projects and capital improvements. Planning must consider the many potentials that make for increases in operations requiring new buildings and additions to buildings. Consequently, the miserable hovels in which police units find themselves housed.

6. The budgeting process, as an aid to direct attention to a fluid organization and long-range planning, should be broken down to cover such areas as:

- (a) Salaries and Wages.
- (b) Maintenance and Operations.
- (c) Capital Projects.
- (d) Capital Projects -- Additions.
- (e) Motorized Equipment.
- (f) Office Equipment, etc.

7. There is no supporting data or justifications accompanying personnel increases, certainly the most costly facet of a police budget which translates function in terms of manpower and programs and ultimately these in terms of dollars.

The new '56 - '57 budget contains a request for some 189 new police classification employees at an annual wage expense of \$358,200 which amounts to almost 40% of the total budget increase. A simple administrative analysis would disclose at least 200 police officers are NOT performing the police function, but "on loan" in many tasks that are in no way related to police work. Such a "bringing back into the fold" of these strays would more than fill the "imagined" needs of the police department with a consequent reduction of the police budget of over 1/3 of a million dollars.

8. With almost a reckless abandon, operating funds and general expense funds are made by means of lump sum requests and, in turn, result in lump sum budget appropriations.

The budget request for a general expense fund is not supported by itemized data indicating exact anticipated expenses, nor is there any priority assigned. For example, "general expenses of the police department -- \$18,000." This fund may be used to buy tires, toilet paper, stationery, etc., thus defying any cost accounting in function/unit expenses book-keeping, but, further, there is no accounting for nor any control of the proper expenditure of public funds, constituting at least malfeasance or misfeasance.

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There is, for the sake of economy and certainly for control and avoidance of graft, a great need for rigorous accounting control and adoption of modern budgeting practices.

9. The many parasitic functions and units that are not related, nor aid, the accomplishment of the police function, are observed to be growing in their dollar consumption. They should arbitrarily be reduced or eliminated from the police structure.

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CHAPTER VI

AUTHORITY AND JURISDICTION

Police officers may arrest for any crime attempted or committed in their presence, otherwise a warrant of arrest must be secured. An arrest may be made for a "major" crime, not attempted or committed in their presence, if based on reasonable cause.

Defendants must be taken before a magistrate within 48 hours following arrest. Failure to do so makes the officer criminally liable.

Political fugitives (asylees) in Guatemala will not be surrendered to demanding countries, neither is extradition sanctioned of Guatemalan citizens wanted for "political crimes."

By constitutional provision, places of residence may be entered by the police for searches only with the permission of the owner/tenant or by court order. Property, etc., illegally seized may not be introduced into evidence.

There is no territorial or geographic limitation on the police officer's powers of arrest. He lawfully functions as a peace officer throughout the Republic.

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CHAPTER VII

PROBLEMS OF ORGANIZATION, ADMINISTRATION, AND MANAGEMENT

Little attention is given to department structure as a means of achieving the police function. Likewise there has not been a concerted effort to group related functions, but rather as an apparent need arose a new unit was created instead of analyzing the structure for delegation of the need-function to an already established unit that could well handle the proposed activity. The police organization (department has never had an organization chart) as a means of accomplishing the primary police function has become abandoned as such. At best it is secondary, sacrificed in an effort to become a completely self-sufficient unit, thus having accrued a number of costly, manpower consuming activities not related in any way to the police task. There thus is a definite need for the reorganization of the Department in order to group related activities in organic units that will efficiently and economically serve as an end toward the police function, along with the elimination of non-police function activities.

The Director's span of control contains some 51 persons (15 additional to Asst. Director). It is unquestionably evident that he is overwhelmed with a mass of operational and administrative data to the detriment of every other responsibility and duty function of a Chief Administrator of a 3,000-man department. He is, in effect, operating as a Sergeant with detail rather than a Police Chief's concern of the accomplishment of the department's objective. If nothing more were done in this matter, the line of control between the Directorship and operating units could be immediately reduced from the fantastic 66 to seven persons by simply establishing: (for example)

- 1 - Chief of Departmental Police (instead of 21 Department Chiefs reporting)
- 1 - Chief -- Municipios de Guatemala (instead of 15 Commanders)
- 1 - Chief of Mobile Police (instead of 14 Commanders reporting)
- 1 - Chief of Auxiliary Services (instead of 12 unit heads reporting)
- 1 - Chief of Precincts (instead of two reporting)
- 1 - Chief of Transito
- 1 - Chief of Servicio

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The above, of course, must be considered in the light of reluctance to relinquish "the reins" and delegate authority because of the military atmosphere and the almost neurotic hypersensitiveness to communist activity and threatened attack.

The coverage of the Republic calls for decentralization on a territorial basis. This has been done, but the control has remained inflexible and rigidly with the Directorship. As the tension relaxes, planning should encompass the establishment of some three zones in Guatemala, with a zone headquarters, and a zone control and supervision of all national police functions and personnel conducted or assigned to said zone.

Every member of the police department should be under the direct control of one and only one superior officer. This principle of unity of command is seriously violated by the Directorship. The latter constantly giving commands to line officers at the base of the hierarchy without informing the officers' superior (who is responsible for said officers' conduct and operations) and often in conflict with the officers' instructions.

It is almost repetitious to state that authority is not delegated commensurate with responsibility. This has resulted in inertia among command personnel and failure to develop ability to make decisions or administrative aptitudes so necessary in such key personnel. Thus, instead of handling the routine administrative decisions and taking to the Directorship's only "exceptions" or those concerning policy, decisions of differing qualities and scope are all referred to the Directorship.

Vertical and horizontal coordination and cooperation are at a minimum. Almost every such activity will be taken to the Directorship. This has led to animosity, distrust and general poor morale among unit heads. There is also an apparent personal insecurity in these persons that stems from the poor administrative operations and an apparent disregard for the principles of human relations.

The tool of inspectional devices as an aid to effective supervision is in the main restricted to physical inspections. Analysis of reports, audit of statistical data, original and supplementary reports controls, etc., are not utilized.

There is apparently no thought given to economy. The concept of manpower in terms of dollars is not to be had. Instead of analyzing

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for re-grouping, re-assignment, etc., the direction is toward designing "imagined" (i.e., no supporting data) needs and a generous estimate of the required material and men.

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CHAPTER VIII

RESERVES AND MAJOR DISASTER PLANNING

After the Armas regime came into power, there were numerous persons and organizations which were extra-legal and acted in a quasi-police manner, informing and making arrests. With the adoption (March 1, 1956) of the new constitution of Guatemala, these units and persons "officially" came to an end.

Even though there appeared to have been a tacit but reluctant approval of these activities, a high Guatemalan official expressed his (sincere) pleasure of the termination of such.

Presently, there is no reserve force as such maintained by the police department. It is most closely approximated by a reserve force of 1,000 "honorary" inspectors (traffic) under the Chief of Transito. These persons are throughout Guatemala and apparently concentrate on "informing" on traffic law violators (overloaded buses, trucks, etc.).

Guatemala has a history of catastrophic earthquakes and violent floods with considerable losses of life and property. There is no planning or machinery for police control in such matters nor the coordination and utilization of other agencies to cope with these potential major disasters.

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CHAPTER IX

OTHER SECURITY FORCES

A. GUARDIA DE HACIENDA

This organic unit of the Treasury Department is composed of some 663 personnel and was created 1-1/2 years ago.

In essence, this unit's functional operations are:

1. The prevention of contraband entering or leaving the Republic.
2. The constant investigation of possible illegal entrants and subversives.

Personnel are deployed throughout the Republic in Mobile Platoons which will range in size of 10 - 50 personnel. The three largest (50-man units) are located at MALACATAN, PORTO BARRIOS, and Headquarters. Personnel are at fixed posts, on foot, horseback, and in non-radio equipped motor vehicles.

The Director, an Army Colonel, has direct access to the President and attends the daily Presidential Intelligence Conferences.

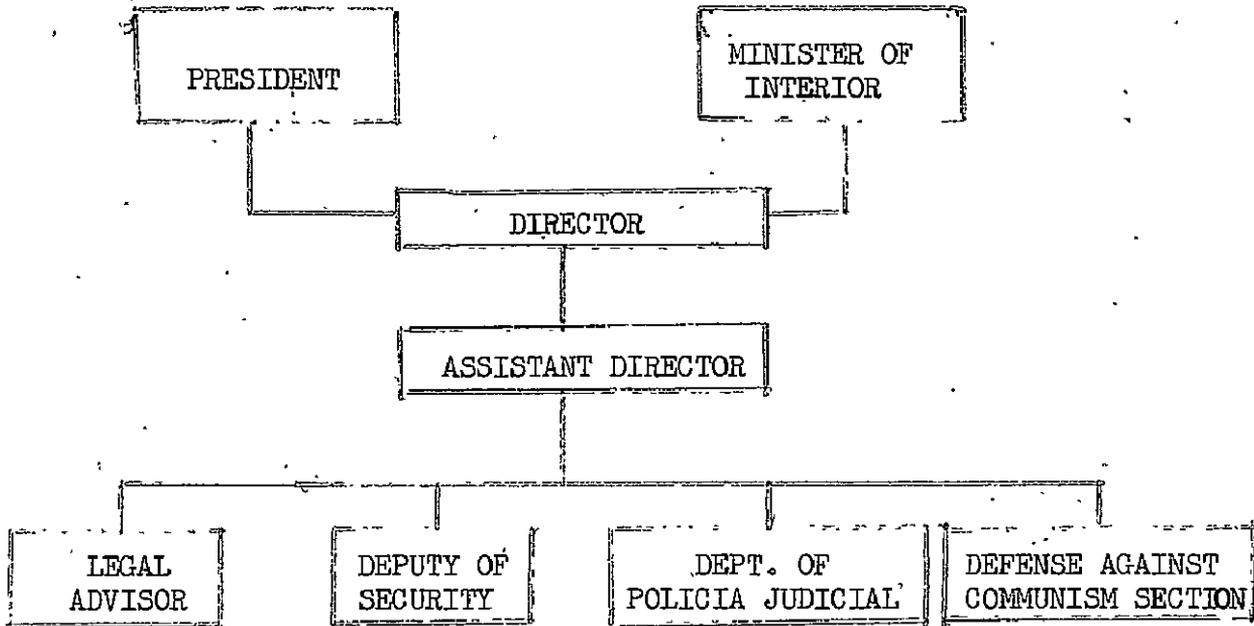
B. DIRECCION DE SEGURIDAD NACIONAL

This major unit was created March 1, 1956, as a National Security Council and served to integrate units performing related (intelligence) functions.

A simple organization chart of this unit is as follows:

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NATIONAL SECURITY COUNCIL



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1. DIRECTOR

A civilian attorney who is responsible to the Minister and the President.

2. ASS'T DIRECTOR

A young (28 years) man who formerly headed the very effective "Comite" and is probably the "strongest" individual in the intelligence framework.

3. LEGAL ADVISOR

A civilian attorney who will act as legal counsel for the unit concerning evidence requirements necessary to establish the corpus delicti and essential for the successful prosecution of subversive cases.

4. DEPARTMENT OF SECURITY

Comprising some 36 personnel, this sub-unit will function, in essence, as:

- (a) Provide security escort to the President when the latter is outside the Palace confines or travels.
- (b) Gather intelligence (largely by CONFIDENTIAL informants) concerning acts or activities (subversive) directed at the President.

On paper, this unit's functional operations are to be expanded to cover the investigation, apprehension and prosecution of "political offenders."

5. DEPARTMENT OF POLICIA JUDICIAL

This unit is composed of some 184 personnel with the following functions:

- (a) Intelligence operations.
- (b) Detection of subversives.
- (c) Arrest of "Political Criminals."
- (d) Criminal investigations as, apparently, suits the whims of this unit's Chief.

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The organization order has contained to this unit the exclusive function of criminal investigations, with the Department of Security taking over everything else. This functional reorganization may find considerable conflicts of interest and the divorce of this unit from its intelligence operations may, for the present anyway, not be accomplished.

6. DEFENSE AGAINST COMMUNISM SECTION

This unit formerly known as the "COMITE CONTRA EL COMUNISMO" is headed by the now Ass't Director of the National Security Council. It was apparently extremely effective in intelligence operations.

This unit, with its new name, is still directed and supervised by the Ass't Director. In effect, it may be said that the Ass't Director is the real head of the Security Council.

This unit is staffed by some 30 personnel with the functional responsibility of protecting the state from communistic activity internally and from abroad (Central America).

Acting largely as an investigative force, the unit secures evidence in subversive matters, and when deemed sufficient, same will be presented to the national police who will make the physical arrest, and the subsequent prosecution.

The operating funds for this unit are secured directly from the President.

Having processed some 600,000 documents without a loss, this unit's records and records controls are most excellent.

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CHAPTER X

CONCLUSIONS

The Government of Guatemala was born in a revolt wherein some 200 "minute men" successfully overwhelmed the formerly entrenched communist government and its armed forces.

The Armas regime thus, undoubtedly, well appreciates the tremendous potential of a relatively small force well organized, well equipped, and "armed" with the highly motivating factor of a "cause." The regime also recognizes as a fact that subversives are still within the Republic, as well as the possibility of strong leadership being available in the neighboring countries wherein asylum is provided for some of the Arbenz followers.

Consequently, the ever present driving thought is the "alert" to communist activity and attack. This has apparently resulted in the regrouping, integration and concentration of authority and lines of control. In fact, the preparedness and functional operations are more and more directed toward this constancy of alertness to near obsessive-compulsive acts closely bordering on the neurotic.

This obvious over-simplification is attempted with the objective of making for an appreciation of the frame of reference within which the national police department now operates. Thus, the apparent need for "gradualism" in its reorganization and the use of the "alert-security" factor as a close parallel to the considered reorganization activities, or, in the last analysis, as the best and only available means to a desired end.

It may be assumed, with a fair degree of validity, that the primary police function of protecting life and property, and preserving the peace, is in reality a secondary function of the police administration and executive management. Operations, top level planning, intelligence gathering activities are singularly directed toward alertness and preparedness against the "threat of the communists" instead of being directed against the "army of criminals."

Top level police administrative positions and key command and line supervisory personnel are military men who have demonstrated their loyalty to the regime and are so entrusted for the purpose of creating and maintaining the national police force as an "auxiliary army." Because of this and also due to lack of training in professional

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policemanship, the police department is organized along strong military lines with a strong authoritarian centralized control. Consequently, the extreme reluctance to delegate authority in command and decision making.

With the police administration coming from the usually self-sufficient military, coupled with an impoverished national treasury, the police administrator has directed his planning toward the self-sufficiency of the police department.

This tendency has resulted in a deviation from the primary purpose for which the department was created, and a costly duplication of activities and efforts of other agencies.

Unquestionably, the department needs money for salary increases, for equipment, and "housekeeping." Yet, it must be well recognized that a large part of the shortage of funds is the resultant of the extravagant and uneconomical business management of the allocated monies.

Many tasks and operations of the police department (e.g., broadcasting station) are completely and totally unrelated to the police function and achieve a "draining away" of police operations funds and a "fallacious" charge against the police services cost. Lump sum requests are made with lump sum appropriations given. There is no priority for expenditures and an almost completely absent fiscal control. Lump sum "general expenses" funds are likewise requested and granted, again without vouchers, auditing, and priority controls. Further, in that the police department is essentially a "service" agency, its most costly component is manpower. Additional police personnel are sought in budget requests, the latter lacking considered statements of justification. A secondary, yet much more serious costly personnel administrative defect, is the widespread working of line officers out of classification. Budget and other records categorize the police officer as a police officer, yet literally hundreds of officers are "loaned out" or informally made subject of administrative reassignments into functional operations completely outside the realm of the police tasks. Loss of property and invalid physical inventories can only result from the hopelessly inadequate police properties control. The failure of preventive maintenance programs has not only critically minimized the department's mobility, but the motorized equipment deterioration and inoperability is a costly and constant "threat" to police budget funds.

Consequently, these defects in business management and administration have contributed to the depletion of police budgeted funds and

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have added exorbitant charges against the police services cost, which are the ever present concern of the government treasury and the taxpayer. It is little wonder, then, that the Presidential adviser made the statement that he thought "the police department has too many men and costs too much money." Further, it may be said that a police department is "only as good as the public thinks it is," and with whom the police have poor rapport.

The tenor of this report must not be considered as the prediction of failure to assist or the hopeless picture of the national police force. It must be kept in mind that the observations noted are criticisms, but of a constructive nature to direct attention to those areas where professional policemenmanship is critically needed.

It should, as a positive assertion, be stated that in spite of -- a lack of police administrative knowledge -- the struggling national economy -- and the actual utilization of but a small potential of its strength, the national police department is doing a very good job. It can do a much better job.

The top level administrators, although providing negative leadership and discipline, are hard working, loyal and dedicated people, who are resolutely attempting to carry out their responsibilities to the department and to their (Armas) government. There is no doubt that as the present tension eases and the stability of security continues to mount, these administrators and other government officials will more actively accept and effect the more wide sweeping reorganization programs within the police department.

In conclusion, a comment on the department's equipment needs. Certainly the problem of raising the level of service of the police is a many faceted problem with an array of potential factors. These matters are better known and analyzed by the reviewers of this report than by the writer.

However, in good conscience and with an attempted objectivity, no vehicular equipment should -- for the present -- be provided (see Annex #5 for the department vehicular "needs"). The rough unimproved roads outside the Capital, coupled with the complete absence of a preventive maintenance program, would result in the motor vehicles ending "up on blocks" by the end of the year. Those that endured would have accrued a great deterioration of engine and moving parts, resulting in subsequent breakdown and costly major repairs and replacements.

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CHAPTER XI

RECOMMENDATIONS

1. That technical and material assistance be provided the National Police of Guatemala.

2. That a police consultant be provided to act as adviser to the Police Department.

3. That at the discretion, and at what he deems to be the appropriate time, the consultant be provided with a staff of U.S. police advisors who are specialists in the following:

- (a) Police Organization, Administration and Management.
- (b) Police Training.
- (c) Police Records and Identification.
- (d) Patrol Units Operations.
- (e) Traffic Control and Enforcement.
- (f) Budgeting, Property Controls, Statistical (criminal and administrative, accounting controls).

4. Supervise, augment and strengthen the Recruit School, attempting to arrange for salary for recruits while in training.

5. Plan to remove the Recruit School from present location, because of the great number of distractions, to another site.

6. Encourage the abandonment of the police broadcasting station TGR and secure the excellent premises for a police training school headquarters and classroom.

7. Plan an expanded program of police training that will provide the following:

- (a) Recruit School (Theory and Field).
- (b) In-Service Training Schools for -
 - (1) Police Science and Technology.
 - (2) Supervisory Training.
 - (3) The Use and Care of Firearms.
 - (4) Driver Training.
 - (5) Police Administration Principles.
 - (6) Executive Management.
 - (7) Traffic Control and Enforcement.

8. That a Traffic Engineer Consultant be provided as soon as possible to act as an adviser to the Government and the Police Department. This in the following manner:

- (a) Make a thorough study, analysis and recommendation concerning the traffic problem and remedial or preventive measures to reduce accidents, increase traffic flow, minimize traffic congestion.
- (b) In that there are some seven traffic signals in the Capital and the Government is about to purchase an additional hundred:
 - (1) Prepare recommendations for location and timing of traffic signals.
- (c) Maintain an active liaison and coordinate with the police consultant for effective reorganization and utilization of the police department's traffic unit, especially in:
 - (1) Appropriate fixed post positions.
 - (2) Parking control and enforcement.
 - (3) Intersection controls.
 - (4) Selective enforcement.
 - (5) Public education in traffic accident prevention and public compliance with traffic laws.

The following are factors that make for an unusually concentrated traffic control problem:

- (a) The prevalence of "blind intersections."
- (b) Narrow streets -- three cars wide with parking at both curbs.
- (c) Lack of curb markings for parking/standing control.
- (d) A high volume of bicycle and motorcycle traffic.
- (e) A high volume of man and animal drawn carts.
- (f) The traffic congestion potential contingent upon the completion of the Pan-American Highway.

9. That a "Bureau of Plans and Research" be established within the Department. The Police Consultant and his advisory group acting as stimulants to planning, giving advice and directing procedures and areas of inquiry. This Bureau will serve to accomplish the following:

- (a) To serve as a training medium for administrative planning and analysis.
- (b) To initiate a program of administrative self-sufficiency.
- (c) To provide a means for securing more reliable and meaningful data upon which estimates for U. S. material aid can be founded.

The following are some of the functional operations that can be assigned this Bureau -- the police consultant can evaluate and add, substitute or assign priority;

- (a) CAPITAL PROJECTS (New and Improvements)
 - (1) Determine existing needs for new police buildings and need of improvements to existing facilities.
 - (2) Determine estimates of such costs.
 - (3) Assign priority to construction and repair projects.
 - (4) Formulate long-range planning process for amortization and methods of financing major projects.
- (b) OPERATIONS SECTION
 - (1) Study personnel assignment and actual deployment with objective of returning to police tasks that personnel now in administrative or tasks not related to the police function nor making any contribution to the latter.
 - (2) Study fixed post positions for real need with objective of reducing number of said posts and placing officers on walking beats, etc.
 - (3) Study foot beats with objective of reducing respective sizes for more adequate coverage.
 - (4) Determine fixed posts at bars, nightclubs, stores, etc., with objective of removing these

officers and returning to line operations. The police are not organized to provide "bouncers" and private guard service. This is a responsibility of the location proprietor. Potential police incident locations (e.g., bars) can be forced to provide such preventive measures or their license to operate may be jeopardized (i.e., maintaining a public nuisance).

- (5) Study possibility of establishing three police zones in Guatemala with the objective of:
 - (a) Fixing responsibility.
 - (b) Achieving better direction, coordination and control.
 - (c) Headquarters for all national police personnel operating in said zone, now with a minimum of supervision and control.
- (6) Study the questionable value of the GARITAS (fixed posts) on the perimeter of the Capital with objective of reducing uneconomical use of man-power and return the latter to the line.
- (7) Set up "work sheets" for radio car crews as supervisory controls.
- (8) Set up "log" for all calls transmitted by radio central to radio crews also as supervisory controls.

(c) ADMINISTRATIVE SECTION

- (1) Budget
 - (a) Set up procedures whereby each unit commander submits (through channels to the Division Chief) budget requests that:
 - (1) Provide a lucid declaration of need with proper foundation.
 - (2) Provide justifications for such needs.

- (b) Set up procedures for conferences between the Division Chief and his unit commanders for analysis of each unit's budget requests, with the having of responsibility of approving or disapproving such requests.
- (c) Set up procedures wherein the Division Chiefs will meet in conference with the Directorship wherein the respective Chiefs' approved budget requests are presented, with justifications, to the Directorship, the latter in turn approving or disapproving the respective divisional requests. Also priority is given to budgetary requests and the Directorship will thus be better prepared to submit the department budget.
- (d) Set up procedures for itemized budget requests for the now lump sum requests in expenses and maintenance and operations.

(2) Personnel

- (a) Design and provide for department identification cards (one for police class; one for non-police class).
- (b) Determine the kind and number of uniforms (and the condition) each officer has in possession.
- (c) Determine the validity of any objections against having one kind of uniform for all police personnel.
- (d) How much material (and estimated cost) will be necessary to provide each officer with three uniforms.
- (e) Prepare analysis and plan to put police personnel on a six-day week, working eight hours per shift per twenty-four hours.
- (f) Select most suitable sites for pistol ranges throughout the Republic and prepare analysis for their construction.

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(3) Organization Section

- (a) Analyze organization structure with objective of:
- (1) Consolidation of units with related functions.
 - (2) Integration of related units into respective major divisions.
 - (3) Set up a clear cut hierarchy that provides for lines of command, communications (up and down), and fixes responsibility.
 - (4) Maintain a constant review of structure for adaption and change.

(4) Administrative Section

- (a) Set up a central source and procedure of distribution (and filing at receiving units) a "General Orders" file that concerns the executive management orders relating to administrative policy and general operations policy.
- (b) Likewise, set up a "Special Orders" file that concerns specific instructions or specifically instructs (enunciates department policy in particular) on procedures or operations.
- (c) Analyze and plan for the elimination of units and duties not related to the police function nor materially contribute to the latter.

(5) Major Disaster Plan

- (a) Due to the ever present potential of catastrophic earthquakes and floods, prepare a major disaster plan that will:
- (1) Clearly and simply establish police department operations (field and administrative).

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- (2) Establish command posts (fixed and field).
- (3) Provide emergency communications.
- (4) Provide emergency housing.
- (5) Provide emergency equipment (radio, lights, boats, etc.).
- (6) Coordinate with other agencies for equipment and facilities (hospitals, medical, trucks, tractors, etc.).
- (7) Provide for field exercises and command post "dry-runs."

10. Separate from the Depto. de Transito that function comparable to a department of motor vehicles, and physically remove said functional unit from the police premises.

11. The Depto. de Transito to remain a major (Division) unit:

- (a) To have as organic personnel, all such personnel now assigned other units, but merely "loaned" to traffic.
- (b) Establish a Traffic Education and Public Relations unit.
- (c) Establish a Traffic Accident Investigation Unit.
- (d) Take over line control of the motorcycle corps (MOTORIZADA).
- (e) Set up tight auditing controls to account for traffic citations and avoid "cancellations" and "ticket fixing."
- (f) Initiate disposal of the long stored, deteriorated confiscated vehicles now stored at stations.
- (g) Request Legal Advisor to draft ordinance making mandatory the exhibition of identity cards (in vehicles) of Taxicabs, as well as prescribing a minimum of easily observed markings on said Taxicabs that clearly distinguishes them as Taxicabs.

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- (h) Until recommendation No. 11 is effected, set up a well controlled, well founded Drivers License Examining Process.

12. When the pistol ranges are completed, set up monthly shooting requirements with minimum qualifying scores for 'police class personnel.' They should shoot once every month (30 rounds) and upon failure to qualify, must shoot twice per month until qualified. This is of utmost importance in that the officer is armed and empowered by law to take human life, under certain circumstances; it behooves the public to have him trained in the accurate and propitious use of firearms.

It undoubtedly will become necessary to lend material assistance in this matter in terms of targets and ammunition.

Assuming each of 3,000 men shoot 60 rounds per month, some 2,160,000 rounds (60 x 3000 x 12) of .38 caliber pistol ammunition will be the maximum annual requirement.

Within two years after ranges are in operation, the department can be provided with technical assistance and the necessary equipment for loading its own range ammunition at a considerable saving in unit cost.

13. Relative to technical and material assistance in the matter of police radio communications, it is recommended that the ADAIR report be studied for proper planning of such assistance.

14. Relative to the POLICIA JUDICIAL, and the matter of detective operations of the national police, responsibility for the primary police function as well as the follow-up criminal investigations must be unalterably fixed. Such responsibility may not be claimed or disclaimed at will.

On March 23, climaxing the university students' week-long "strike" and parade, an explosive device thrown into the crowd burned some 30 persons, with at least six being hospitalized. Both the Jefe de Policia Judicial and the Chief of the National Police disclaimed any investigative responsibility as well as their respective inferential declarations that they did not intend to do so. Consequently, it appears that the "public be damned" is the best that can be expected. Perhaps these officials "feared" the political strength and repercussions from a student arrest or investigation. But the public is thus relegated again to "second class" citizens with a "mealy mouth" law enforcement of questionable efficiency and a low content of "intestinal fortitude."

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If the Policia Judicial is going to function as an intelligence agency, then take it out of the criminal investigation function completely. It is indeed foolish and unwise to allow this unit to take over a criminal investigation on the basis of whimsy, allow its personnel to openly investigate, arrest, then testify in Court. Then, at the same time, to expect these same officers to engage in "super secret" undercover operations when their identity has been openly paraded before all and sundry. If it is thus to operate as an intelligence unit, then undoubtedly some of its personnel can be transferred to the police department for establishment of a true detective unit.

If the Policia Judicial is to be solely a criminal investigative unit, transfer it en toto into the police department for direction and control along with the consequent fixing of responsibility. Unless the latter is done, the police department is going to start its own detective unit and again the projection of the duplication of effort ('56 - '57 police budget requests -- one Chief and 20 Detectives).

15. Although the need is great, it is recommended that no motor vehicles be supplied the National Police until:

- (a) The present "dead-lined" vehicles be repaired and in service.
- (b) The department adopts a strong Preventive Maintenance Program.

Such may be effected by the creation of an Automotive Section described next.

16. Establish an "Automotive Section" in the Control-Estadistica Division to function as follows:

- (a) Make a physical count of all police motor vehicles.
 - (1) Secure record source of make, model, year, mileage, and state of serviceability.
 - (2) Inventory "dead-lined" vehicles for:
 - (a) Extent of damage or disrepair.
 - (b) Repair needs.
 - (c) Kinds and cost of necessary parts.
 - (d) Time estimate, each vehicle, to fully repair.
 - (e) Total estimated costs to make all such vehicles serviceable.

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- (b) Plan a motor vehicle parts storehouse facility -
 - (1) To keep perpetual inventory of parts.
 - (2) Planned re-stocking.
 - (3) Accounting and records controls for parts issuance.
 - (4) Fix responsibility for parts control.

- (c) Establish a Preventive Maintenance Program for police motor vehicles:
 - (1) Set up vehicle servicing records.
 - (2) Controls to insure the necessary and periodic vehicle servicing requirements.
 - (3) Fix responsibility for vehicle getting the necessary service (organic unit vehicle assigned and servicing unit).
 - (4) Provide means and procedure for the reporting by driver personnel of vehicle repair needs -- both actual and latent.
 - (5) Consider use of private commercial garages to handle servicing of vehicles on a flat contract or unit cost basis.

- (d) Establish a department "Safety Committee:"
 - (1) To receive and analyze reports from personnel on police vehicles involved in accidents or otherwise damaged by personnel.
 - (2) Determine if accident or damage was preventable or non-preventable.
 - (3) Hold hearings wherein personnel involved in apparent preventable accidents may be heard.
 - (4) If accident deemed preventable, make recommendation to Director for consideration of disciplinary measures.
 - (5) If non-preventable, consider emphasis on cause in safe driving and accident prevention education programs.

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- (6) Set up program for awards, or some kind of recognition, for accident-free driving by individual personnel.

17. The Personnel Bureau, with guidance, can initiate and study the following:

- (a) Standardize job titles.
- (b) Prepare job descriptions (analyses).
- (c) Set up central control of personnel records.
- (d) Transfer detectives into unit for direction and control as personnel investigators and matters relating to internal affairs.

18. The Identification Bureau now operates as a photographic unit, latent fingerprint unit, criminological laboratory, and repository of fingerprint cards. Transfer the records keeping function on fingerprint cards (along with qualified personnel) to the Record Bureau then -

- (a) Train additional personnel for fingerprint classification and filing, and for -
- (b) Comparison of crime scene developed latents with print cards of suspects arrested for similar offenses, or likely suspects.

19. The Chief of the Identification Bureau has been qualified as an expert witness, and so testified, in matters of forensic chemistry. He is wholly devoted and dedicated to the aspect of scientific analyses and "criminalistics." It is recommended that he be sent to the United States for some 30-day period with the objective of:

- (a) Study large scale criminological laboratories.
- (b) Acquire a frame of reference for its comparative values in organizing and planning a criminological laboratory for the national police.
- (c) Become acquainted with modern laboratory equipment, especially multi-use equipment.
- (d) Provide an opportunity to decide on his needs in terms of laboratory equipment, thus the making of a well considered list of essential items -- their trademark, the manufacturer, the specifications or model, and the cost.

20. Upon the said Chief's return to Guatemala, it is recommended that he and the police consultant make a study of space and construction needs of a Criminological Laboratory for presentation to the Director (in turn the government). That if the government will take the necessary measures and expenditures to provide the required, then the United States will furnish the laboratory equipment necessary to provide Guatemala a Criminological Laboratory which will service all its police and government agencies with a vital scientific resource.

21. Although needed, it is recommended that no card files be provided at the present time but that funds be so earmarked for such future material aid. This particular need will have been validly established, with economy and maximum use of said card file, when the following is effected:

- (a) A form analysis of the varied sized cards now in use.
- (b) Designing new multi-purpose file cards and standardize sizes adaptable to American-make card file cabinets.
- (c) A studied recommendation for such cabinets as to quantity, size, and drawer arrangement.

22. Letter size, four-drawer file cabinets / can be provided without fear of deterioration and improper assignment. It is recommended that the following be provided the police department which will care for immediate needs:

"Safe-File" Cabinet

Director	1
Ass't Director	1
Inspector General	1
Identification Bureau	1
	<hr/>
	4

4-Drawer, Letter Size (No Locks)

Director	1
Ass't Director	1
Identification Bureau	5
Control and Estadistica	5
Depto. de Transito	15
Record Bureau	35
Cuartel #1	6
Cuartel #2	3
Departamentos (20)	20
	<hr/>
	91
TOTAL	<hr/>
	95

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23. It is recommended that provisions be made for training in the United States of national Police Department personnel as selected and recommended by the U. S. Police Consultant. Consideration should be given those personnel in whose field subsequent police advisors will act in an advisory capacity. Such training will tend to:

- (a) Furnish the department, the U. S. trained personnel and the Police Consultant with a consequently increased cooperation and rapport.
- (b) It will provide the so selected and U. S. trained police personnel with a frame of reference that will make for better understanding and receptiveness of the respectively assigned U. S. police advisors.

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ANNEX #1

ORGANIZATION CHART

THE NATIONAL POLICE OF

GUATEMALA

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ANNEX #2TERRITORIAL DISTRIBUTION OF POLICE CLASS PERSONNEL
BY MUNICIPIOS IN THE DEPARTMENT OF GUATEMALA
AS OF MARCH 1, 1956

<u>MUNICIPIOS (15)</u>	<u>SUB-CHIEFS</u>	<u>PATROL MEN</u>	<u>TOTAL</u>
1. SAN JUAN SACATEPEQUEZ	1	5	6
2. PALENCIA	1	5	6
3. SAN JUAN PINULA	1	4	5
4. SANTA CATARINA PINULA	1	3	4
5. EL FISCAL	1	3	4
6. VILLA CANALES	1	4	5
7. FRAIJANES	1	4	5
8. SAN MIGUEL PETAPA	1	3	4
9. MIXCO	1	5	6
10. VILLA NEUVA	1	4	5
11. AMATITLAN	1	10	11
12. CHUARRANCHO	1	4	5
13. CHINAUTLA	1	4	5
14. SAN RAYMUNDO	1	3	4
15. SAN PEDRO AYAMPUC	1	3	4
TOTALS	15	64	79

NOTE NO. 1: Each SUB-CHIEF is directly responsible to the SUB-DIRECTOR.

NOTE NO. 2: These personnel are included in the Department of Guatemala figure in Chart No. 3.

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TERRITORIAL DISTRIBUTION (BY DEPARTMENTS)
OF POLICE CLASS PERSONNEL
AS OF MARCH 1, 1956

	<u>DEPARTMENTS (22)</u>	<u>Chief</u>	<u>Asst Chief</u>	<u>Sub Chief</u>	<u>Offi- cials</u>	<u>Ser- geants</u>	<u>Inspec- tors</u>	<u>Sub Inspectors</u>	<u>Patrol Men</u>	<u>TOTALS</u>
1.	GUATEMALA	4	2	0	13	16	37	72	990	1,134
2.	ALTA VERA CRUZ	1	1	2	--	1	5	--	33	43
3.	BAJA VERA PAZ	1	1	2	--	1	4	--	32	41
4.	CHIMALTENANGO	1	1	2	--	1	5	--	41	51
5.	CHIQUIMULA	1	1	7	--	1	13	--	91	114
6.	ESCUINTLA	1	1	6	--	1	8	--	81	98
7.	HUEHUETENANGO	1	1	6	--	1	4	--	50	63
8.	IZABAL	1	1	21	--	2	6	--	86	117
9.	JALAPA	1	1	4	--	1	4	--	36	47
10.	JUTIAPA	1	1	10	--	1	12	--	119	144
11.	EL PETEN	2	1	2	--	1	10	--	58	74
12.	EL PROGRESO	1	1	3	--	1	5	--	35	46
13.	QUEZALTENANGO	1	1	7	2	4	10	--	105	130
14.	EL QUICHE	1	1	6	--	1	3	--	44	56
15.	RETALHULEU	2	1	4	--	1	6	--	55	69
16.	SACATEPEQUEZ	1	1	2	--	1	5	--	41	51
17.	SAN MARCOS	3	1	9	--	2	7	--	104	126
18.	SANTA ROSA	1	1	6	--	1	5	--	60	74
19.	SOLOLA	1	1	3	--	1	5	--	33	44
20.	SUCHITEPEQUEZ	1	1	7	--	1	5	--	74	89
21.	TOTONICAPAN	1	1	3	--	1	4	--	29	39
22.	ZACAPA	1	1	4	--	1	8	--	67	82
	TOTALS	29	23	116	15	42	171	72	2,264	2,732

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(See Footnotes to Chart next page)

ANNEX # 3 (cont'd) - FOOTNOTES

Note No. 1: No source data secured to indicate the Department's police personnel distribution within their respective Municipios, with the exception of the Department of Guatemala as shown on following chart.

Note No. 2: The position of Sub-Chief, enumerated above, indicates a Commanding Officer of a Municipios. Thus, the number of such ranks for a Department indicates the number of Municipios in said Department.

Note No. 3: Each Department head is directly responsible to the Director General, the Sub-Director or the Inspector General.

Note No. 4: There are fourteen (14) Mobile Platoons of Police distributed throughout the Republic. Personnel as follows:

Oficiales	14
Sergeants	14
Patrolmen	<u>126</u>
<u>TOTAL</u>	154

ANNEX #4

BASIC STATISTICS

GUATEMALA

AREA	-	42,000 sq. mi.
POPULATION (in millions)	-	3.2 (1955)
POPULATION DENSITY	-	75 per sq. mi.
ANNUAL POPULATION GROWTH	-	3.2 per cent
AGRICULTURAL LAND	-	18% of total area
MAIN CROPS	-	Coffee, bananas, essential oils, abaca, corn, sugar, beans, wheat, rice
MAIN INDUSTRIES	-	Beverage and foodstuffs, textiles and clothing, Tobacco
MAIN EXPORTS	-	Coffee, bananas
MAIN OCCUPATION	-	Agriculture (71% - 1940)
AVERAGE LIFE EXPECTANCY	-	37 years (1939-41)
INFANT MORTALITY RATES	-	103 deaths per 1,000 live births in 1953
MEDICAL SERVICE	-	(1) physician per 5,800 persons and 227 hospital beds per 100,000 persons (1952)
LITERACY RATE (7 years and over)	-	35% of population
TEACHERS (Primary grades)	-	260 per 100,000 pop. (1951)
RAILROADS	-	592 miles (1950)
ROADS	-	8,100 miles with 6,616 miles of improved roads (1953)
MOTOR VEHICLES	-	19,066 (1954)

ANNEX #5 (cont'd)

PATROL CARS: (Ford or Chevrolet preferred)

(a) Radio Patrulla (Patrol Unit)	20	
		<hr/>
		20

MOTORCYCLES:

(a) Motorizada (Motorcycle Corps)	20	
(b) Precinct No. 2	4	
(c) Departamento de Quezaltenango	5	
		<hr/>
		29

AMBULANCES:

(a) One to Depto. de Quezaltenango	1	
(b) One each Precinct #1, #2	2	
(c) One each to 20 Departamentos	20	
		<hr/>
		23

TRUCK, PERSONNEL:

(a) For Headquarters; use to transport 60 personnel capacity and bulky loads...	1	
		<hr/>
		1

TOW TRUCKS, HEAVY DUTY:

(a) One for Headquarters	1	
(b) One for Depto. de Quezaltenango	1	
		<hr/>
		2

(Note: Estimate government will earn \$50 per day as towing charge)

WATER TRUCK, 500 GALS. CAP.:

(a) For Depto. de Transito	1	
		<hr/>
		1

(Note: Truck to transport water to the outposts. Water will need to be pumped from truck (against gravity) into water tank supplying post officer water needs).

ANNEX #5

NATIONAL POLICE DEPARTMENT
MOTOR VEHICLE NEEDS

SUMMARY

Jeeps, 1/4 ton	46
Patrol Cars, 4-door	20
Motorcycles	29
Ambulances	23
Truck (60) Personnel Carriers	1
Tow Trucks, Heavy Duty	2
Water Truck, 500 gals w/pump	1
Army Staff and Command Cars	3
Bus, 60 passenger	1
Street Line Painter Truck	1
TOTAL	127

DISTRIBUTION OF ABOVE VEHICLES

JEEPS:

(a) Departamento of Quezaltenango	3
(b) One to each of 14 Mobile Platoons	14
(c) Precinct No. 1	8
(d) Precinct No. 2	1
(e) One to each of 20 Departamentos	20
(without adequate controls, TOTAL	46
each department CO will use	
vehicle as personal car)	

cont'd next page

ANNEX #5 (cont'd)

ARMY STAFF & COMMAND CARS:

- | | |
|------------------------------|-------|
| (a) One to Headquarters | 1 |
| (b) One each Precinct #1, #2 | 2 |
| | <hr/> |
| | 3 |

BUS, 60 PASSENGER:

- | | |
|----------------------|-------|
| (a) For Headquarters | 1 |
| | <hr/> |
| | 1 |

(Note: May be used for musicians.
Suggest do not grant if not
strong control for use only
as police function aid.)

STREET LINE PAINTER TRUCK:

- | | |
|----------------------------|-------|
| (a) For Depto. de Transito | 1 |
| | <hr/> |
| | 1 |

(Note: Need for painting solid
and broken street center
lines.)

<u>TOTAL</u>	<u>127</u>
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PROGRAM FOR IMPLEMENTATION

The Police Consultant heading the advisory team will, necessarily, need to exercise his best judgment in the direction of his group's efforts toward the objective of raising the department's level of law enforcement.

Undoubtedly, there will be found areas or recommendations that will present resistance and passive cooperation. In other areas, he will find an active cooperation and a sincere effort to effect the tendered and proposed recommendations. In these latter areas, perhaps the concentration of effort may well be directed in order to establish rapport and mutual confidence.

It would be incumbent upon the Consultant to note the budget requests granted the Police Department for the fiscal year '56 - '57. It will provide him an opportunity for a subtle direction of appropriated funds in needed areas with the potential U. S. aid as specifically forthcoming if police budgeted funds were expended in the real critical areas of department needs.

Personnel for participant training should be selected for their capacity and experience as well as their potential in terms of their department's acceptance of them and their promotability.

It may be well to ever keep in mind that a 3,000 man police force with good communications and ready mobility will constitute a formidable force that is almost one-half the size of the country's armed forces. Thus, during the period of the police department's reorganization and strengthening, a decided effort must be maintained to have such growth and strength manifest itself as an adjunct to the government's security rather than an ever-growing threat to the regime.

There follows recommendations, in the specific, for the implementation of the technical and material assistance to the police department. Undoubtedly, with the passage of time, with changes in the political climate, coupled with the degree of cooperation and acceptance, the police advisory team may well see fit to adapt or change their areas of attention; and possibly their procedures. At any rate, it may be logically assumed that, in general, they will be well received and given a high degree of cooperation.

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FIRST YEAR

I. Establish a Police Advisory Program -

A. The Police Consultant to be sent first, followed by the advisory group indicated below:

1. A Police Consultant to Head Team

a. Qualifications

- (1) Minimum of ten years experience in a large Federal, State, or Municipal police organization, with at least two years experience at the executive or commissioned officer level, dealing with police management problems and programs. Such experience must have been in at least two of the major police functions, such as Patrol and Traffic Technical Services, Administration or Investigative activity.
- (2) Must have a thorough knowledge of police science and administration in the United States, also be thoroughly familiar with operational techniques in management of a large police organization.
- (3) Must have had extensive training in police field.
- (4) An ability to speak or understand Spanish is desirable but not mandatory.

2. A Traffic Engineer

a. Qualifications

- (1) Professional training and experience in the specialized field of traffic engineering.

b. Function

- (1) To initiate a thorough study, analysis, and make recommendations concerning the traffic problem -- remedial measures to reduce accidents, minimize traffic congestion, location and timing of traffic signals.

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3. A Police Training Officer

a. Qualifications

- (1) Minimum of eight years experience in a large Federal, State, or Municipal police organization, with at least three years experience as a full-time training officer, serving both as an instructor, and the developer of lesson plans and material.
- (2) Must have had experience training both at recruit-level, in-service-level, and staff command-level.
- (3) Training at all levels must have been related to:
 - (a) Police Science and Technology.
 - (b) Traffic Control and Enforcement.
 - (c) Driver Training and Motor Vehicle Preventive Maintenance.
 - (d) The Use and Care of Firearms.
 - (e) Organization, Administration and Management of a Police Department.
 - (f) Police Records and Report Writing.
 - (g) Criminal Investigation, etc.

4. An Investigation Specialist qualified:

- a. To provide technical advice and assistance, at the request of the Guatemalan Government on those aspects of the strengthening and development of a modern, coordinated civilian police service that involve use and knowledge of investigation techniques.
- b. To determine needs for, and adapt for effective use in Guatemala, measures and techniques of investigation.
- c. To advise and assist in training and organizing "civil police" personnel in special investigation work including methods of investigation, following up undeveloped leads, training in physical and technical surveillance; utilization of scientific aids and techniques in special investigations, developing and

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preserving physical evidence, organizing and coordinating systems for channelizing information into headquarters to be utilized for the identification of unlawful organized underground activities -- this information to form a basis for organized police action against these illegal elements.

- d. To teach detailed techniques in interrogations, interviews, preparation of statements, reports and case histories, and methods of conducting specialized investigations by one or several persons working in coordination on the same case.

Must have a thorough understanding of techniques applied in special investigation and be capable of supervising and directing the most complicated, involved types of investigation. Must have had extensive experience in directing and participating in special investigation. Such experience should have been with a large Federal, State, or Municipal agency and a portion of such experience should have been in investigating organized underground rings which would require the employment of informant nets in obtaining sensitive information. Travel and investigative or related work in foreign areas are particularly desirable.

College degree in police administration, political science, or law desirable; training in investigative technique is required.

5. The following should be provided for this initial police advisory team:

- a. Office space and maintenance.
- b. Office equipment and furniture and supplies.
- c. Two (2) bilingual secretaries.
- d. Two (2) clerk-typists.
- e. Three (3) Interpreters.
- f. Two (2) Chauffeurs.
- g. Four (4) automobiles and maintenance.

B. Provision to be made for the sending of Guatemalan police personnel to the United States for training, to be initiated after the Police Advisory Team is established and operating. The selection of such

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personnel, their sequence, and the length of training to be on the recommendation of the Police Consultant. The areas of training are as follows:

1. Personnel Administration.
2. Police Budgeting Principles and Techniques.
3. Police Records.
4. Scientific Analysis of Evidence.
5. Criminal and Administrative Statistics -- Preparation, Analysis, Use.
6. Police Communications.
7. Traffic Control and Enforcement.
8. Major Disaster Planning.
9. Juvenile Delinquency Control.
10. In-Service Training Methods.
11. Function and Deployment of Patrol.
12. Criminal Investigation.
13. Police Property Records and Control.
14. Public Relations.
15. Crime Prevention.

C. After the initial Police Advisory Team is established and in operation, provision is to be made for additional police advisory staff. These advisors to be sent upon the Police Consultants' determination of the proper timing when each is to be best utilized. Assignment of these supplementary advisors would be of shorter periods of from 3-6 months. Experts will be needed in the following fields:

1. Patrol.
2. Police Records.

D. Subsistence and Salaries

1. No estimates presented for subsistence and salaries for the police technicians and staff as they must be determined by ICA in its normal programming procedure; similarly, costs for participant training must likewise be fixed by ICA.

E. Establish a Plans and Research Bureau in the Police Department.

1. See Recommendation No. 9 (Chapter XI).
2. Direct activities by priority assignment to accomplish -
 - a. Increased morale.
 - b. Prepare for best reception and utilization of contemplated U. S. material aid.

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II. CRIMINOLOGICAL LABORATORY

A. After the Police Advisory Team is operating, and as soon as deemed expedient, send the Chief of the Identification Bureau to the United States with the objective as contained in Recommendation No. 19 (Chapter XI).

B. Upon his return, procedure as outlined in Recommendation No. 20 (Chapter XI) is suggested.

1. If the government is unable to make the financial outlay, then it is recommended that the laboratory equipment be provided by the United States without further delay.

C. Estimated cost to properly equip, to a minimum standard, the Criminological Laboratory is \$8,000.

III. MOBILITY

A. The effectiveness of the police can be augmented and strengthened by making serviceable as soon as possible its organic motor vehicles now inoperable.

B. Such a program can best be effected by the following phases:

1. The Police Consultant to inform the police directorship that the United States will add in:

- a. First, repairing vehicles now deadlined.
- b. Secondly, provide additional vehicles.

2. That the U. S. participation can best be implemented by:

a. The establishment of an Automotive Section, as described in Recommendation No. 16 (Chapter XI) with two priority functions.

(1) Inventory "deadlined" vehicles for determination of repair needs and estimated costs.

(2) Establish a preventive maintenance program.

C. Provision of \$15,000 to repair vehicles and establish a parts inventory of the more commonly needs parts.

C. Study feasibility of placing police personnel on a 48-hour (6 day) week with 8-hour shifts.

SECOND YEAR

I. MOTOR VEHICLES

A. As a Preventive Program is more firmly established, well defined and controlled, motor vehicle equipment can be provided on a type vehicle need. (See Annex 5 for discussion):

46	-	1/4 Ton Jeeps	@ \$2,500	\$115,000
20	-	4-door (Ford-Chevrolet) Radio Cars	@ 2,000	40,000
29	-	Harley-Davidson Motorcycles	@ 1,200	34,800
23	-	Panel Truck Ambulances	@ 2,000	46,000
1	-	2-1/2 6 x 6 Truck-Personnel	@ 4,000	4,000
2	-	Heavy Duty Ton Trucks	@ 3,000	6,000
1	-	Water Truck, 500 gal. w/pump	@ 2,600	2,600
3	-	Army Staff & Command Cars	@ 2,500	7,500
1	-	Bus, 60 Passenger	@ 4,000	4,000
<u>1</u>	-	Street Line Painter Truck	@ 2,000	<u>2,000</u>
127		TOTAL		<u><u>\$261,900</u></u>

II. RANGE CONSTRUCTION COSTS

A. At the end of the first year, plans for number of pistol ranges, location, and construction costs of each will have been determined.

B. At least five (5) ranges will need to be constructed during the second year.

C. Estimated costs:

5	-	Pistol Ranges	@ \$1,000	<u>\$5,000</u>
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III. AMMUNITION REQUIREMENTS

A. Each of 3,000 officers to shoot 60 rounds of .38 caliber pistol ammunition each month:

2,160,000 rounds per year @ \$50 per 2,000 rounds \$50,000

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IV. POLICE RADIO COMMUNICATIONS

A. A survey with recommendations concerning this matter was contained in the ADAIR report which is available to the Mission.

B. The funds necessary to carry out the recommendations are not known to this writer, and, in any event, it appears impossible to carry out such a program of assistance in any given year.

C. IGA must then make the determination relative to the time spread of implementation.

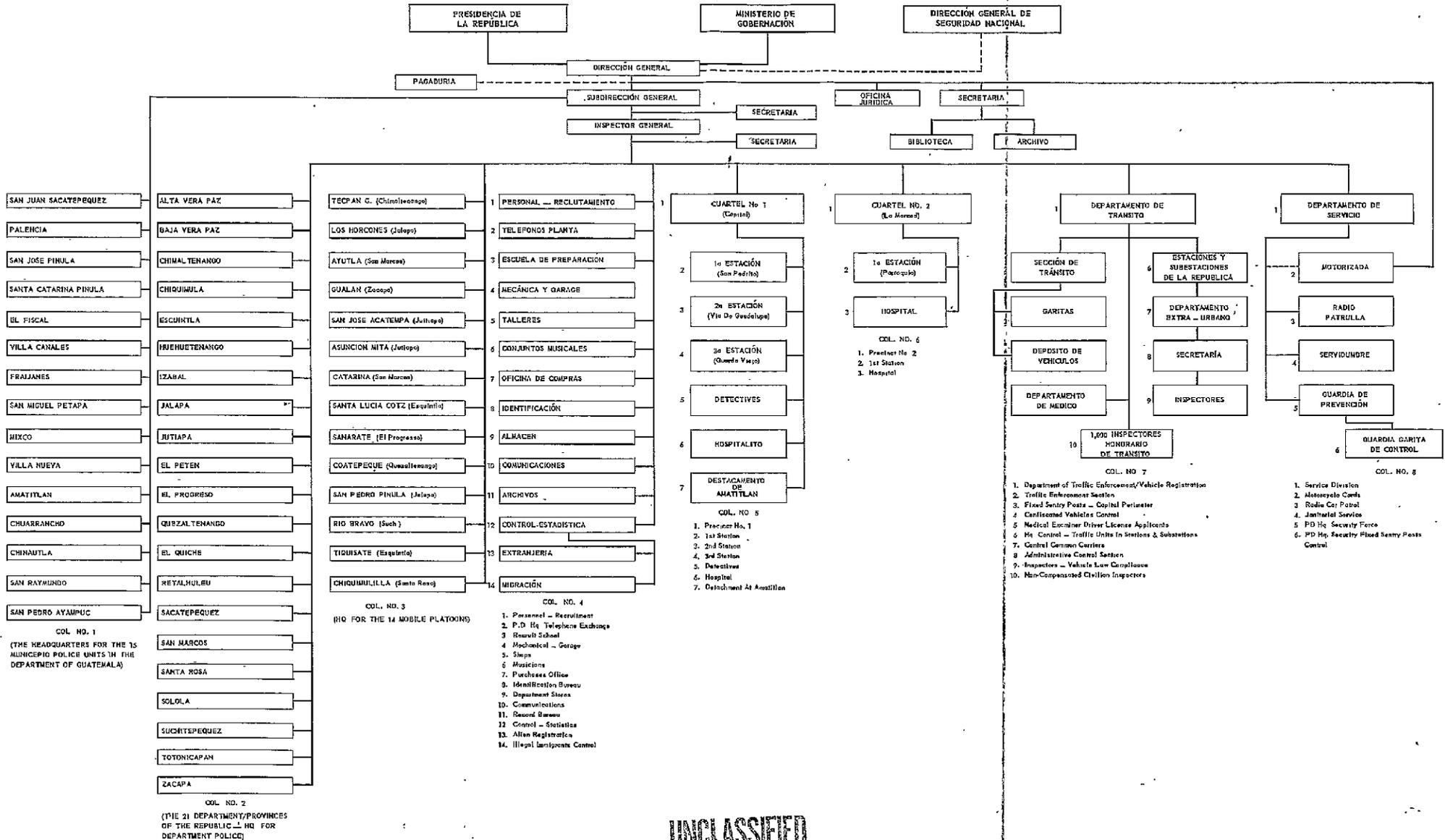
V. CONTINUANCE OF ASSISTANCE

A. The program of providing technical advice to be continued until the broad objective of the survey of raising the level of law enforcement has been accomplished.

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