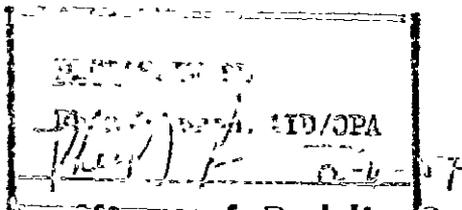


EVALUATION OF THE PUBLIC SAFETY PROGRAM

EL SALVADOR

REVIEWED AND DOWNGRADED by Lauren J. Goin,
Director, OPS, January, 1975



Office of Public Safety

Agency for International Development
Department of State
Washington, D.C. 20523

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**EVALUATION
OF THE
PUBLIC SAFETY
PROGRAM

EL SALVADOR**

MARCH 1971

**George A. Hill
David Laughlin**

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I. INTRODUCTION

A. Upon mutual agreement of USAID/El Salvador and AID/W, an evaluation of the Public Safety program in El Salvador was made between March 15 and 27, 1971. Members of the evaluation team were David L. Laughlin, OPS/AID/W, and George Hill, LA/OPNS. Program and other documents were reviewed at the U.S. Embassy. Discussions were held with officials of both governments, several project activities were visited, and police operations studied. The team concentrated on the National Police and National Guard and also spent some time with the Treasury Police. Public Safety has no on-going activities with the Customs Police and Immigrations Police and has very limited contact with these agencies.

B. Terms of reference, as stated in State 034478, were:

1. To determine the effectiveness of past and current Public Safety program in El Salvador in affecting the ability of the Civil Police to act as an instrument for strengthening the internal security and stability of El Salvador within the context of U.S. interests in the country.

2. The continuing need for the program. To make this assessment the study will embrace: an evaluation of the abilities of the respective civil security elements to carry out their assigned missions. This evaluation will stress past and current assigned roles, administration and organization, budget, personnel strength deployment and systems, operations, training, communications, mobility, and maintenance capabilities. The evaluation of objectives of the Public Safety program since inception, and measurement of the degree objectives have been reached to date. Evaluation of the utilization of technical assistance, participant training, and commodities by the GOES Police.

C. Persons Contacted were:

U.S.	GOES
The Ambassador	The Minister of Defense
The Deputy Chief of Mission	Director General, National Police
The Defense Attaché	Director General, National Guard
The Chief of Station CAS	Director General, Treasury Police

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U.S.

Director USAID
Deputy Director USAID
Program Officer USAID
Administrative Officer, U.S.
Embassy

GOES

Third Chief, National Police
Deputy Director, National Guard
Casual discussions with numerous officials
during visits to security offices and
installations

D. The team is grateful to Embassy and USAID officials for the courtesy and cooperation extended it, and is particularly grateful to Acting CPSO Jess Ojeda for his constant kindness and cooperation.

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II. SUMMARY OF CONCLUSIONS AND RECOMMENDATIONS

A. Conclusions

1. The National Police, in great measure due to U.S. assistance, has developed a good overall capability. The most impressive accomplishments have been those concerned with Investigations, Police Records, Patrol, Riot Control, Utilization of Personnel, and Training. Deficiencies and problems remain, however, that have the potential to affect detrimentally progress to date and current capability. These have to do with Maintenance, Mobility, and Communications.

2. The National Guard in peacetime has essentially a police mission. During the past two years it was required to maintain a military type operation along the Honduran border, with the result that its police capability deteriorated somewhat and its normal training was almost completely suspended. Its recent renewal of training is almost entirely military training and it appears to have been hastily improvised. There is a need for considerably more police training and orientation, as well as a need for more mobility.

3. There is a need for continued Public Safety assistance, which has been well utilized to date, and there is a desire for this assistance on the part of the Minister of Defense and Security officials. (Ref Annex 11.)

4. The current Public Safety program objectives and goals, as they appear in the PIP and PROP program documents, are not well defined or directed.

5. The one Public Safety advisor devotes an estimated 50% of his time to administrative, reporting, and liaison duties related to the Embassy, USAID, and AID/W (Ref: Annex 12). The one man staff cannot effectively implement project activities with the GOES security forces.

B. Recommendations

1. That U.S. Public Safety assistance be continued through FY 73.

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2. That the Public Safety staff consist of two advisors.
3. That the performance of routine Mission administrative and consular functions by the Public Safety Division be discouraged.
4. That the unoccupied position be filled by a "generalist" -- an advisor with a broad police background, preferably from a large metropolitan or state agency.
5. That Public Safety goals and objectives be restated, more clearly defined, and directed towards problem areas as specified in this report.
6. That with GOES concurrence, attention be directed towards the National Guard training program, fiscal and maintenance problems particularly since the security forces are contemplating the acquisition of additional equipment, problems of mobility and communications, and other areas where best use can be made of U.S. assistance.
7. That if the GOES security forces purchase new equipment, the equipment be standardized to the extent possible, and it be consistent with the needs as expressed in this report, and that, if the recommended study by the P.S. Advisor determines that some spare parts for GOES P.S. equipment can be economically stock piled, suitable spare parts be purchased for delivery with the new equipment. During this evaluation the team was informed that the security forces, which have frequently sought Public Safety technical assistance prior to the acquisition of new equipment have, according to the Minister of Defense, presidential approval for the purchase of additional equipment.

DISSENTING OPINION OF TEAM MEMBER GEORGE HILL RE II.B.1. Although the team members are in substantial agreement on the areas in which some additional Public Safety advisory assistance is required, some disparity exists in our recommendations on the amount of time required to provide that assistance. Some previous advisory work has been done in each of the areas in which further assistance is required. The task remaining is to help bring the deficient areas to a level of professionalism commensurate with the overall capabilities of the public safety institutions or at least to a level that will not detract from overall public safety effectiveness. With major portions of one public safety advisor's time taken up with non-project activities and liaison duties, one advisor, supported by some short-term technical help for the whole of FY 1972 should be able to complete the task by the end of that time. This schedule assumes staffing of two advisors during the full year. It does not allow for recruiting delays beyond June 30, 1971, and assumes that the potential gap of the current advisor's scheduled home leave can be filled by a TDY or other assignment.

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III. THE THREAT AND U.S. INTERESTS

A. The Threat

The CASP states, and this was mentioned by both U.S. and GOES officials during the evaluation, that

“The potential threat to domestic tranquility from extremist elements would seem to be reduced because of GOES reform and social development activities. Nevertheless, leftist successes and extremist activities elsewhere in Latin America might tend to stimulate similar groups in El Salvador.

Should civil disturbances arise, they will most likely occur in the urban centers. The form they would probably take initially would be increased labor and student agitation in the capital area. The ensuing commotion could lead to violence, such as bombings and arson, and could spread to other urban centers. Disorders and violence in the rural areas are possible but less probable. Para-military rural insurgency appears to be the least likely possibility.

Although the capability of GOES security forces is not expected to improve markedly during the CASP time frame, government forces are considered capable of handling the potential threat envisioned in FY 73-75: sporadic civil disorders of short duration. However, in the unlikely event of a major simultaneous outbreak of widespread disorders over an extended period, the military/security forces would be hard-pressed to contain them because of serious deficiencies in communications, transportation, maintenance, logistics, training and quality of personnel, medical support, and command and control.”

During the evaluation, the logistics officer of the National Police told the Acting CPSO that the police expected disorders and were in the process of acquiring additional tear gas. He requested assistance in determining amounts and types needed.

In February 1971 a young member of a very prominent family was kidnapped. The kidnappers, said to be politically motivated, did not collect ransom and

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eventually killed the young man. U.S. officials, the Minister of Defense, and the Director General of National Police, during the course of the evaluation, mentioned that this had caused fear and concern among the more affluent families. The Minister of Defense said that several citizens had asked for police training in self-defense and firearms. A number of families have employed private guards and in some instances have paid to have these guards trained. Furthermore the Director General of National Police said that frequent extortion threats constitute a police problem at this time.

B. U.S. Interests

The FY 73 CASP describes the overriding interest in El Salvador as the protection of U.S. National Security in the Central America Isthmus, and the Caribbean area, and further states that "this interest is best served by a government which maintains stability through respect for constitutional procedures, more equitable distribution of national income and accelerated economic growth. Our principal interest is based, therefore, on three subordinate, inter-related interests; the progressive strengthening of democratic institutions and practices, the continued implementation of basic economic and social reforms, and the acceleration of development programs." It advocates a U.S. posture of continued close cooperation with the GOES. "However, our support for continued constitutional government . . . should be both low pressure and low profile. To these ends we should: 1) . . . ; 2) . . . ; and 3) continue our public safety and military assistance activities, albeit on a reduced scale, in order to promote professionalism in the military/security forces and improve the GOES capacity to contain possible threats to public order."

C. Public Safety

The Public Safety program supports and is consistent with U.S. Interests. The police forces will be further tested if civil disturbances develop to any great extent, and this is a possibility. The presidential elections in 1972 may be yet another test of police capability. It is to U.S. interest as indicated in the CASP, that the security forces weather these potential problems and that a Democratic stable government remains.

In view of specific requests for continued assistance, which were expressed by the Minister of Defense and other officials, the continuation of this assistance supports our posture of continued close cooperation with the GOES and provides assistance that is needed as well as desired.

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The U.S. goal of progressive strengthening of democratic institutions is related to U.S. assistance in overcoming existing police deficiencies that have the potential to cause deterioration in progress achieved to date.

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IV. THE GOES SECURITY FORCES

A. Organizations, Missions, and Summary of Capability

1. The National Police

A uniformed police organization of about 1900 under the Ministry of Defense with the responsibility of maintaining law and order in urban areas, traffic control, and criminal investigations nationwide.

This organization has made remarkable strides in the past few years. It has advanced from a nondescript cuartelbound group of poorly trained men to a uniformed corps with good appearance and well dispersed throughout the community. It has good riot control capability, good records, and well organized effective training, but barely adequate communications and mobility, much of which needs replacing. The Acting CPSO states that it handles routine law enforcement duties very well but has not yet reached the stage that it reacts in a professional manner when the unexpected happens.

2. The National Guard

A militarily oriented force of about 2000 under the Minister of Defense charged with maintaining law and order in rural areas, and is a reserve military force. It, as well as the National Police, handles criminal investigations. It is a well disciplined and well respected organization with considerable pride in its history. It has well planned rural patrols but most of these are foot patrols.

When the problem with Honduras erupted two years ago, the OAS recommended that El Salvador withdraw its military forces from the border area and replace them with a police type force. This assignment was then given the National Guard, which was required to send large numbers of men, in rotation, to the border for over two years. This assignment was just recently withdrawn. The Director General of the National Guard, and this was confirmed by the Acting CPSO, admitted that the Guards' police capability had deteriorated somewhat during this period and that normal training was almost completely suspended. The recent renewal of recruit training appears to have been hastily improvised and contains no subjects related to police operations and procedures. Also, although the Guard has, during the past few months, established a very effective communications network, it has very limited mobility and has problems keeping the existing vehicles in service and operational.

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3. The Guardia de Hacienda (Treasury Police)

A uniformed force of about 700 also under the Ministry of Defense, charged with the prevention of the manufacture/sale of untaxed alcoholic beverages and tobacco. It has a good basic training program, developed with U. S. assistance, and gives training to a special investigative unit of fifty men. It has a small communications network of six stations and has very little mobility. Its capability to handle its mission is considered "average" or better. In case of emergency it can provide a good back up "fighting force".

4. The Immigration Police

A civilian force of 350 under the Ministry of Interior that is responsible for the control entry and departure of persons from the country.

5. The Customs Police

Also a civilian agency of 250 under the Ministry of Treasury responsible for the collection of duties on imported goods.

B. Roles

The roles of the five security forces are well defined and the team offers no suggestions for change. There is some duplication in the activities of the National Police and the National Guard, which have essentially the same mission but different territorial jurisdictions. Both are under the same ministry and both are commanded by military officers. A number of officers have served in both organizations. Thus there is good coordination and cooperation. The radio frequencies and channels permit intercommunication between all agencies.

One function that appears to have considerable overlap is the investigation of political offenses. Although an agency charged solely with political investigations reports directly to the President, the National Guard, the National Police, and the Treasury Police each have a unit that makes the same kind of investigations.

C. Organization

1. The National Police

The organizational structure is shown in Annex 9. It is organized along police lines with five divisions which are PERSONNEL, INVESTIGATIONS, INSTRUCTION,

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LOGISTICS, AND TRANSPORTATION-TRAFFIC. The scope of responsibility is well defined. The positions of Director, Second Chief, and Third Chief create a long line of command from operational and administrative levels to the top, although the Third Chief has inspection responsibilities. According to the organizational chart, twenty three sector chiefs throughout the country report directly to the Third Chief—an excessive number of people reporting to the same person. Despite these weaknesses, the organizational structure has been considerably improved since the start of the Public Safety program.

2. The National Guard

See Annex 10. The National Guard is organized along military lines with the normal four divisions of PERSONNEL (S-1), INTELLIGENCE (S-2), LOGISTICS (S-3) and ADMINISTRATION (S-4). Operationally the country is divided into five command districts (Comandancias), and these command districts are further broken down into fourteen companies. The companies are divided into line posts. The buildings, quarters, and personnel display a military appearance.

3. The Treasury Police

An organizational chart was not available during the evaluation. This organization has a headquarters in San Salvador and nine posts in and around the capital area. There are thirty two posts, most with either two or three men, in the interior.

D. Budget

Budgets of the three organizations are shown in Annex 7. The Director General's offices of the National Police, National Guard, and Treasury Police, after soliciting requirements and needs from district and other officers, prepare their proposed annual budgets. These are submitted to the Ministry of Defense where they are modified and, according to the Director General of the National Police, invariably reduced. The final budget preparations are therefore done in the ministry but based upon submissions from the heads of the individual security forces.

The total 1971 budgets of the three agencies (further broken down in Annex 7) are:

	(In U. S. dollars)	
National Police	\$ 2,042,096	90% of this for salaries
National Guard	1,601,532	94% for salaries
Treasury Police	562,280	95% for salaries

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Traditionally the budgets do not include funds for new equipment as this is a non-recurring expense. When new equipment is needed, separate funds are requested for that purpose.

The five major line items, each with sub-headings, are:

PERSONAL SERVICES
NON-PERSONAL SERVICES
MATERIALS AND SUPPLIES
MACHINERY AND OFFICE
TRANSFERS (funerals)

Although sub-headings include line items for such things as rent, office supplies, water and electricity, uniforms, etc., there are almost no line items related to the maintenance and operation of police equipment. No items of this nature are shown in the National Guard budget. In the National Police budget there was an item for \$3000 for gasoline and an item for \$2900 for photographic supplies. Obviously funds are utilized from some source for operating and maintaining police equipment but condition of the shops and mobile and communications equipment indicate these funds may be insufficient. This should be studied more in depth by the Public Safety program.

The Chief of Communications of the National Police said that the Director General has a small monthly cash fund for radio maintenance. Direct purchases, not to exceed \$20.00, can be made from this fund. The Chief added, however, that two or three purchases usually exhausted the fund for the month. He further said that the Ministry has \$ 1,200.00 a year for National Police radio maintenance for purchases exceeding \$20.00. (This does not appear in the Published Budget). Even when funds are available at the Ministry, however, it requires several weeks for approval of a purchase. The Chief said too that occasionally when funds are not available in either the police or the Ministry and repair parts are urgently needed, that USAID purchases repair parts for the Police.

E. Personnel, Deployment, and Systems

1. The personnel strengths and deployment are shown in Annexes 1, 2, and 3. The National Police still has more than half its personnel in the Capital. It must be remembered, however, that (1) its jurisdiction is only in urban areas and (2) the Investigations section, the Academy, and the Traffic Department provide support throughout the Republic.

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2. Below are the entrance requirements for the National Police. Those of the National Guard and Treasury Police are similar. These requirements are compatible with economic and other conditions and are believed to be somewhat more rigid than those of the police in neighboring countries.

- a. Between 18 and 26 years of age.
- b. Minimum height of 1.65 meters.
- c. Certificate of grammar school with 6th grade minimum.
- d. A birth certificate.
- e. A police records check.
- f. Three good conduct recommendations from the Mayor, a local judge, and a local police commander.
- g. Must be army reservist.
- h. Must pass medical lab tests.
- i. Have a vaccination certificate.
- j. Must pass physical examination given by the police doctor.
- k. Must be single at the time of entrance.
- l. Must pass a sixth grade test.
- m. Must fill in an application in the applicant's own handwriting.

3. Promotions in all three organizations are based upon written examination with a time requirement, in most cases two years, between grades.

4. The pay of an agent (lowest rank) in the National Police, National Guard, and Treasury Police is \$62, \$68, and \$60 respectively. This is said to be about 20-30% higher than that of the average factory or office employee. Carpenters, electricians, etc., are better paid but often do not have steady employment.

5. The National Police Personnel Division claims that it loses only between 50 to 60 persons a year (2½ percent). The Academy is producing twice that number of graduates but for the purpose of bringing the organization to full strength, which should be accomplished by the end of 1972.

F. Operations

1. Riot Control

The National Police has two fifty-men units which, although utilized for other duties when there are no emergencies, are at almost immediate call. These units are

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well trained, frequently receive refresher training, and are well equipped. They are transported in stake body trucks.

Recruits at the Academy are given riot control training early in the course and equipment for 70 men is maintained at the academy. Thus the academy can quickly provide support when disorders arise. Fifty-men units are also being organized at San Miguel and Santa Ana.

Much of the tear gas on hand is outdated and is not dependable. (See Annex 4.) Also the National Police does not have a tactical communications network, which would add to its efficiency.

The National Guard in the past has given its personnel good training in riot control and it has a fifty-men unit readily available for emergencies. It perhaps is less well equipped for riot control than the National Police but it can gather a good number of men quickly for emergency situations and it enjoys a good measure of public respect. Its rural patrols and its recently installed 33 station telecommunications network adds to its counter-insurgency capability.

Hit and run terrorist type activities would pose more of a problem than civil disorders. The three Ministry of Defense security agencies, however, do have well-trained investigators. Two members of the National Police have received training in the Terrorist Activities course at IPA and others will receive this training in the future.

2. Patrol

a. The National Guard foot patrols are well organized and well disciplined. Although foot patrols have certain advantages such as better observation and public contact, these are outweighed by a number of distinct disadvantages: (1) the distances involved, (2) criminals may have mobility, (3) the foot patrolman has no communications with his post and may not be heard from for long periods of time, (4) it is difficult for foot patrolmen to handle prisoners and (5) only a limited amount of equipment can be taken on patrol. At the time of this evaluation the National Guard had only 52 serviceable vehicles in the entire Republic.

b. In San Salvador the National Police, with Public Safety assistance, has developed a good patrol operation. A chief of operations was named in order to centralize responsibility; a good training program was developed; patrol sectors were defined; and the necessary mobile and communications equipment was acquired. At any given hour there are from 12-15 patrol cars in service. This is a good operation but patrols in other urban areas have not been developed to this level.

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3. Investigations

a. Although it was not possible to evaluate the actual capability of the Investigations section of the National Police, the team observed all the necessary elements for good investigation.

This unit is headed by an IPA graduate and the personnel are well trained. It has the support of an excellent laboratory and a good criminal records bureau. The laboratory, to which USAID contributed technical assistance and some equipment, is the best in Central America and one of the best in all Latin America. It is often used for third country training.

A good criminal records bureau—the nerve center of any police organization—has been developed. The central name file, folder file, fingerprint files (including a single print system), M. O. file, photo file, etc., all function well. Although old records are stacked on shelves in great numbers, they are grouped, wrapped, and numbered in such a way that any desired information can be obtained. With Public Safety assistance, a good Security or Classified file also has been established and is well used.

b. Although the National Guard Investigations section was visited more briefly, reports as well as information from the Acting CPSO indicate that personnel of this unit also are well trained.

It also has good records, both criminal and classified. It receives support from the National Police laboratory and identification offices.

c. The Treasury Police has a fifty-man Investigations Unit, with special training, that investigates some political offenses and the more serious and sensitive offenses related to its principal mission.

G. Training

1. The National Police

a. Most of the training at the Police Academy is recruit training. Although the buildings at the academy are in poor condition and not particularly adapted for training, the visitor nevertheless receives the impression of organization and competence in the operation of the academy. The six months course is practical and well organized, utilizing to a great extent USAID materials. Visual

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aids are a movie projector, slide projector, opaque projector, and a magna board, all of which are under control of the Director of the academy. The academy is a well run operation that provides good basic training and graduates over one hundred persons a year. (See Annex 8 for curriculum).

b. Daily training functions throughout the country except during emergency situations, and is for a two-hour period. Although sector commanders dictate what will be taught to their personnel, they must report the training to Headquarters each month.

c. In-service training is carried on throughout the year at San Salvador, with policemen from all parts of the country attending. Many of the materials used are those provided by USAID.

d. An excellent firearms training program has been developed, using ammunition reloaded inexpensively. A three-lane PPC range was built where training takes place almost daily. The mornings are devoted to in-service training and the afternoons to recruit training.

e. All of the National Police training is well organized and good basic materials are used.

2. As previously mentioned National Guard training was almost completely suspended and has just been renewed. Prior to the suspension it had a good training program. The present, recently revived, training program appears, however, to have been hastily improvised in order to get training underway. The curriculum, although it has about 20% of the time devoted to subjects in some way related to police activity, contains no materials on police procedures and operations. Training facilities are poor and training classes in session observed by the evaluation team were not impressive. Nevertheless National Guard officials express a desire to return to a good training program and Public Safety assistance could be very beneficial. Below is the curriculum for the current training program:

<i>Title of Subject</i>	<i>Number of Weeks</i>	<i>Hours per Week</i>
National Guard Service	48	3
National Guard Regulations	48	3
Organic Law of the National Guard	48	2
Regulation for the Application of the NG	48	2
Documentation	48	2
Agrarian Law	48	2

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<i>Title of Subject</i>	<i>Number of Weeks</i>	<i>Hours per Week</i>
Police Law	48	2
Penal Code	48	2
Criminal Instruction Code	48	2
Military Justice Code	48	2
Military Procedures	48	2
Political Constitution	48	2
Armament	48	2
Special Traffic Laws	48	2
Juvenile Laws	48	2
Labor Laws	48	2
First Aid	48	2
Civics	48	2
History of the Corps	48	2
Communications	48	2
Counter-subversion	48	2
Intelligence	48	2
Counter-Intelligence	48	2
Demolition and Explosives	48	2

3. The Treasury Police has good recruit training based principally on materials and assistance from USAID. It also provides training to its special Investigations Unit and is initiating in-service training courses for all Treasury Police personnel.

H. Communications

1. The National Police

The National Police total equipment and its distribution is shown in Annex 4. It has a thirty-one station network that covers the country well. Although the network provides good coverage of the nation, much of the equipment is old and will become more difficult to maintain. Also since most of the stations are of low power, messages are frequently relayed across the country which causes delays and invites errors. There are sixty three mobile units, exclusive of another 41 units on motor-cycles. Twenty eight of the mobile units are new but the remaining 35 are quite old. All 31 stations have the capability to communicate station to car but except in a few of the larger urban areas there are no radio equipped vehicles with which to communicate. National Police communications is no more than "fair", with the possibility of deterioration unless additional equipment is acquired.

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2. The National Guard

Locations and list of equipment are shown in Annex 5. Recently the National Guard purchased new communications equipment valued at more than \$300,000 and with this installed a new 33-station network. This is good modern equipment and is now operational. The net consists of two stations on the short western border, five on the short eastern border, twenty on the more lengthy northern border, and six in the interior. The south border is coastline. Although this is a good operational network, a maintenance problem may arise as indicated later in this report.

3. The Treasury Police has a six-station network, most of which are at entry points. The frequencies and channels of the three security organizations are such that they can communicate with each other.

I. Mobility

1. The National Police. List of equipment is shown in Annex 4. The National Police lists a total of 167 vehicles but 52% of these are over five years old. This total includes 41 motorcycles; and an assortment of 33 trucks, station wagons, wreckers, busses, and ambulances; thus leaving 59 passenger cars and 34 jeeps of assorted makes and condition for patrol, investigative and other purposes. Although no point in El Salvador is more than a day's drive from the three major urban areas (El Salvador, San Miguel, and Santa Ana) where the greatest concentration of vehicles is found, the growing mobility of the population and the age of the current police fleet will soon require more vehicles purchases by the GOES to modernize and expand the police mobility.

2. The National Guard. List of equipment in Annex 6. Below is a resume of National Guard mobile equipment:

In service	52 vehicles
Undergoing repair	7 vehicles
Out of service awaiting funds for repair	11 vehicles
Beyond repair	14 vehicles
Total	84 vehicles

Additional vehicles are needed for rural patrols and emergency situations.

During a visit to the National Guard Second Command Center, the team was informed that this Command Center (Comandancia), which includes 3 companies,

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6 line commands, 26 posts and 250 personnel; has only one vehicle in operation and it has no radio. A captain described this situation as a "crisis". When emergencies occur, Guard Officials solicit transportation from private citizens.

3. The Treasury Police

Except for a few vehicles in the capital, mobility is almost non-existent. Due to the nature of the functions of this organization, this problem is not as acute as in the National Police and National Guard.

J. Maintenance Capabilities

1. The National Police

a. The communications repair shop is small, cramped, and disorganized. Old broken televisions and radios are piled on benches and in corners. Testing equipment is old but still serviceable and operational. There is a very small stock of spare parts and these are under no type of control system. Spare parts not on hand must be requisitioned as needed on an individual basis and with approval of the Director General. When equipment breaks down in the interior, technicians from El Salvador go to the scene to make repairs. Somehow the talented technicians manage to keep the equipment operational.

b. The vehicle repair shop has very little heavy equipment and frequently special kinds of repair work, such as wheel alignment, must be sent to commercial garages. The shop maintains almost no spare parts. Some spare parts are stored at Headquarters and must be requisitioned through the General Director's office. In most cases, however, parts are purchased as needed on an individual basis with the Director General's approval.

2. The National Guard

a. The National Guard vehicle repair shop, although somewhat better organized than that of the National Police, has very limited heavy repair equipment. Few repair parts are stocked and parts are obtained on an individual basis. As reported under "mobility", 14 vehicles are out of service awaiting funds for repair.

b. The communications repair shop is well organized and has the latest in repair and testing equipment. Since all the new equipment arrived with a large quantity of spare parts, this should pose no problem for sometime. A Public Safety communications advisor, in San Salvador on TDY during this evaluation, spent some

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time in this shop. He states that, although the shop is well equipped and organized, the technicians are not qualified to handle the modern, sophisticated, equipment recently acquired. He anticipates problems unless qualified technicians are obtained.

V. PUBLIC SAFETY.

A. History

The program was initiated in 1957, with two advisors, for the purpose of assisting the National Police in improving its internal security and law and order capability. For several years it collaborated only with the National Police and then initiated a program of assistance to the National Guard. Later assistance was extended to the other civil security agencies. At its peak, during the mid-sixties, the program had five advisors. Since the retirement of the Chief Advisor last fall, the program has had just one advisor.

B. Funding

The cost of the Public Safety program from its inception through FY 70 is shown below:

U.S. Technicians	\$ 915,000	
Participant training	493,000	
Commodities	1,036,000	(includes \$268,000 contingency funds)
Other costs	47,000	
Total	\$2,491,000	

C. Program Objectives and Progress against Objectives

The team reviewed CAP's and Project Agreements for the life of the project and, from these documents, took what it considers to be eight major objectives of the project. In several program documents these objectives are stated in somewhat different terms. This report states them in terms that are believed to be the intent of the program documents. They are:

1. *The establishment of good police and security records.*

This was indeed a good objective as this is basic to efficient police operation. This has been completely attained. The evaluation team noted two areas

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for additional improvement: (1) the use of micro film for the storage of documents and (2) much greater use of dividers and guides in the files in order to facilitate filing and searching, and in order to reduce the possibility of error.

2. *The establishment of good immigrations and customs control.*

These organizations have been improved, in records, communications, training, and operational procedures. It is difficult however to evaluate their present capability in exact terms. It is suggested that Public Safety regional assistance, through ROCAP, be utilized in the future on the basis of need.

3. *Improving and modernizing criminal investigations procedures.*

The team believes this has been achieved.

4. *Adequate counter-insurgency and riot control capability.*

Although excellent progress has been made, further assistance should be provided. National Guard training should be reviewed. Also the communications and mobility problems related herein affect the counter-insurgency and riot control capability of the security forces. A tactical communications network would also add to capability.

5. *The establishment of extensive and practical training programs.*

- a. This objective is practically complete in the National Police. One further step might be considered, however. The development of a small visual aids center which would control the aids rather than have them under the director's control; and which would train instructors in the use of aids and would expand the visual aids to include easily made items such as flip charts, flannel boards, etc.
- b. Due to the unfortunate suspension of normal training in the National Guard for two years, current training is not designed to meet the objective. Both facilities and curricula should be improved.

6. *Adequate communications and mobility in the security forces.*

There has been progress in this area and the security forces have better communications and mobility than that which existed at the start of the program. There are still short-comings however as other portions of this report point out.

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7. *The establishment of good maintenance and supply systems.*

Although this is mentioned in several project agreements, it appears that there have been no effective efforts to bring this about. This may require starting at the Fiscal and Budget level and working from there towards improvement of maintenance.

8. *The development of effective patrols and enforcement procedures.*

This has been accomplished in San Salvador and the police have the ability to achieve this in other urban areas as the necessary equipment is provided.

Other matters not clearly defined in the objectives:

- a. Public Safety efforts have brought about much better utilization of personnel by the security forces.
- b. Consideration might be given to further changes in the National Police organization structure (see IV-C-1).

D. GOES Use of Technical Assistance, Participant Training, and Commodities

1. Technical assistance

A number of objectives have been attained and good progress made in others. This report clearly indicates that technical assistance has been well utilized. The team feels that most of the progress made by the police has been due, either directly or indirectly, to the presence of the Public Safety program. During the evaluation the Minister of Defense and the Director General of National Police requested not only continued but increased technical assistance.

2. Participant training

a. 159 National Police officers have received participant training, and 101 are still in service. Most of those no longer with the police were trained during the early years of the program and have since retired. The evaluation team observed a number of participants in key positions. They are used to good advantage and are contributing to police improvement.

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b. 51 National Guard officers have been given participant training; 22 are still in the Guard and are in responsible positions. Most of the other 29 have returned to military service as there is lateral entry between the National Guard and the military. The team met a number of IPA graduates during its visits to National Guard installations.

c. Participants from other security forces are

Organization	Number trained	Number in service
Treasury Police	15	11
Customs Police	9	6
Immigration Police	5	0
Municipal Police	3	0

3. Commodities

The team did not perform an end use audit of any commodity items. However, general observation of mobile, communications, laboratory, and training equipment provided under the project confirmed that usage has been consistent with and applied to program objectives. There was a fairly heavy commodity element in the early sixties but very modest sums have been allocated for this purpose the last three years. The Acting CPSO knows of no instances of misuse or abuse of commodities.

4. Technical assistance, participant training, and commodities have been well used and have contributed to the attainment of objectives.

E. Order of Priorities for Future U.S. Assistance

1. The evaluation team suggests the following as immediate priorities:
 - a. Reorientation of National Guard training.
 - b. The need for qualified communications technicians in the National Guard.
 - c. Improvement of National Police and National Guard maintenance capabilities. This will require research on the availability of funds and the programming of funds for this purpose, as well as research on the practicability of stocking spare parts for the diversified equipment.

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- d. Technical assistance to the GOES in its acquisition of more equipment.
- e. Assistance in the remaining shortcomings in organization, records and training as described in this report.

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VI. SUMMARY

A. The manner in which project objectives are stated in program documentation has made an objective by objective assessment of progress against plans difficult in this evaluation. However, the general positive change in the El Salvador public safety institutions can be illustrated. The following synopsis of the public safety situation at the project's inception is contained in the ICA annual program submission for FY 1959, prepared 6/18/58:

"The nature of the public safety program is summarized as inadequate mobilization of public safety forces. Of about 2000 police and other public safety personnel 1200 were located in San Salvador and 800 in the rest of the country. Practically none of these public safety personnel had more than military training. No modern police academy existed. There was little or no in-service training. Administration and organization required considerable improvement."

A similar description of the current situation illustrates the improvements:

"Public Safety forces are efficiently mobilized. Of about 4000 National Police and National Guard personnel, over 50% are located outside of the capital. Most of these personnel have been trained in police techniques and over 100 former Public Safety participants occupy important positions in the forces. A modern efficiently functioning police academy has been established in the National Police and is training over 100 new recruits annually. A similar training organization was established in the National Guard but has deteriorated due to the 1969 conflict with Honduras which caused a de-emphasis of National Guard police functions as it fulfilled its backup military role. In-service training is given for about two hours per day in the National Police at the local level and short refresher courses are regularly conducted at headquarters. National Guard in-service training is largely military. The administration and organization of the public safety forces is relatively efficient and effective."

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B. At the level of the overall goal that has consistently been stated for the Public Safety function, i.e., to maintain law and order and to prevent the overthrow of duly constituted government, the record of the El Salvador public safety forces has been very good. Several events with significant potential to foster a breakdown in law and order and governmental stability have been successfully weathered by the GOES and by its public safety institutions. These have included:

1. External political events such as the Cuba revolution.
2. A visit by U.S. President Johnson.
3. The GOES 1967 elections.
4. Growing terrorist activities in neighboring countries.
5. The 1969 war with Honduras.
6. A sensational recent extortion and murder incident and an increase in the incidence of extortion threats.

The overall goal of maintaining law and order and preventing the overthrow of duly constituted government has been met to-date.

VII. RECOMMENDATIONS

A. That Public Safety Assistance be continued through FY 73. Although good progress has been made to date, problems remain that need attention and that could have a detrimental effect on present capability and on progress attained. There is sufficient remaining work to justify continuation of assistance; and security officials have expressed a desire for this assistance. Furthermore, in addition to the threat, as expressed in this report and in the CASP, it should be pointed out that presidential elections will be held in CY 1972 and security forces may be again tested at that time.

B. That the Public Safety staff consist of two advisors. There is an urgent need for reorientation and retraining of the National Guard if it is to handle its important police mission effectively. Its basic training, which currently contains no materials on police procedures or operations, should be revised so that a minimum of 35% of the curriculum would be devoted to police subjects. In-service training should be renewed and revised. Training facilities are badly in need of improvement. Instructors capable of teaching police materials must be located and perhaps given refresher training. An advisor devoting half of his time to this assignment would be required for at least a year.

Attention should be given to improvement of communications and vehicle maintenance facilities in both the National Guard and the National Police. This should begin with a detailed study of budgets and fiscal control, and the comparative cost advantages of maintaining extensive in-house capability and spare parts stocks vs. contracting for major repairs in the private sector and purchasing parts locally on an as needed basis. Assistance should be given in proper preparation and justification of needs. The Public Safety advisor can then proceed to the reorganization of shops and facilities as indicated by the study. Technical assistance may be needed in assisting the GOES in the procurement of repair and testing equipment. It is estimated that this assignment will keep an advisor occupied approximately half of his time for about 12 months.

Other objectives stated in more qualitative terms in E, such as: (1) improvement of the National Police Organizational Structure (2) improvement of use and control of visual aids in both the National Police and National Guard (3) the final improvements in police records as defined in this report (4) assistance in developing

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specifications for the acquisition of equipment and (5) daily requests by the police for information and assistance, will require one advisor for 18 months.

At present time the Chief advisor (see Annex 12) spends an estimated 50% of his time in non-project implementation activities.

Therefore in order to fill program requirements and achieve newly defined objectives, two advisors should be programmed through FY 73.

Although some TDY assistance will be required to meet the proposed new objectives, the objectives could not be achieved if TDY advisors were utilized in lieu of a full time advisor (see Annex 13 for further explanation).

It is realized that the Public Safety Division can provide valuable assistance through its contacts with the security forces and that some Mission staff functions, although not related to technical assistance, are important and necessary. However, it is believed that the minimization of functions which are more appropriately performed by the Mission administrative and consular staff, would permit the Public Safety Division to devote more time towards the realization of the program goals.

Dissenting comment by team member George Hill in regard to (B):

The "other objectives" Numbered 1, 2, and 3 listed in this section fall in the category of "nice to have, but not need to have". The stated extensions of these activities were not listed as objectives in prior or current year designs of the Public Safety project. There has been improvement in the National Police organizational structure and, although cumbersome, it functions effectively. Movie and slide projectors and magnetic boards are now being used by the National Police and National Guard. The police records system is now operating efficiently and the GOES should be able to implement the suggestion for further improvement without additional U.S. assistance.

Objective 4 represents an important area for additional advisory assistance to the GOES. The upcoming equipment purchase, mentioned by GOES officials, could alleviate several of the deficiencies noted in this report and would be worth a man-month of advisor time to insure that the equipment purchase is based on well studied grounds. Since the purpose of the project is not to provide an OPEX type advisor on general police matters, daily contacts as envisioned in Objective 5 should be focused on project objectives and minimized in other matters.

The current project objectives and the repair of deficiencies noted above can be completed by the end of FY 1972 with the proposed staffing of two advisors even with one advisor devoting considerable time to staff duties.

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C. That the unoccupied position be filled by a generalist. The advisor who fills this position will be expected to provide technical assistance in such varied aspects of police work as budget, maintenance, training, records, and organization. This requires broad background and experience.

D. That Public Safety goals and objectives be restated, more clearly defined and and directed towards problem areas as specified in this report. The following are suggested as new program objectives:

1. Improvement and reorientation of National Guard basic training, which will include (a) a revised curriculum that devotes 35% of the time to police operations and procedures (b) reorientation and refresher training of at least one month for instructors (c) the establishment of adequate classroom facilities and (d) the establishment of a visual aids center that will encourage more extensive preparation and use of aids, including such inexpensive items as flip charts and flannel boards.

2. The renewal of in-service or refresher training in all 14 National Guard companies, that provides for two hours daily training, at least one third of which would be police training.

3. A study of security forces budgets that will determine the exact amounts available for police operations, and the utilization and maintenance of equipment; the amount actually needed for these purposes; and technical assistance in preparing and justifying budgets that seek the required amounts. A general goal would be that of increasing operational funds — now shown as 5 — 10% of the total budget — to a minimum of 15%.

4. The improvement of National Guard and National Police maintenance facilities, which will include: (a) reorganization of the shops (b) stockpiling of spare parts where justified, (c) acquisition of equipment, if justified, that will enable the shops to handle major vehicle repairs and (4) the establishment of adequate controls over parts and supplies.

5. The restructuring of the National Police Organization so that no more than six persons will report to the same official. Particular attention should be given to operations, where over twenty sectors are responsible to one person.

6. The creation of a visual aids center in the National Police that, in addition to the use of projectors, will repare and encourage the use of easily made inexpensive aids.*

*See dissenting opinion page, 28.

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7. The use of dividers and/or guides in the criminal records bureau, for at least each one hundred cards or reports filed. *

E. This report recommends, in order to achieve the above objectives, the following program through FY 73.

1. Two U.S. Advisors, plus two TDY advisors for assistance in communications and maintenance for approximately 60 days each	\$ 75,000
2. Participant training (8 participants)	19,000
3. Commodities - maintenance and training equipment	15,000
4. Other costs - local travel, training support, etc.	3,000
	<u>\$112,000</u>

*See dissenting opinion, page 28.

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ANNEX I

**NATIONAL POLICE
PERSONNEL DEPLOYMENT**

GENERAL HEADQUARTER

Stores and Shops, Hq.
San Salvador, 1st Line Co.
San Salvador, 2nd Line Co.
San Salvador 3rd Line Co.
San Salvador 4th Line Co Motoriz
San Salvador 1st Section Central

TRAFFIC DEPARTMENT

INVESTIGATIONS DEPARTMENT

Academy

Section 2 Santa Ana
1 Sub-Section Santa Ana
2 Sub-Section Santa Ana
Criminal Section Santa Ana
Post at San Cristobal
Section 3 San Miguel
3 Sub-Section San Miguel
Crim. Inv. Section San Miguel
Pos at El Amatillo
Section 4 Sonsonate
Crim Inv Sonsonate
Section 5 Nueva San Salvador
Section 6 Ahuachapan
Section 7 Coatepeque
Section 8 San Vicente
Section 9 La Union
Section 10 Usulután
Crim. Inv. Section Usulután
Section 11 Zacatecoluca
Section 12 San Francisco Gotera
Section 13 Sensantepeque
Section 14 Ilobasco
Section 15 Chalatenango
Post at El Poy
Section 16 Chalchuapa
Section 17 Atiquizaya
Section 18 Metapan
Post at La Virgen
Post at Anguatu
Section 19 La Libertad
Section 20 Santiago de Maria
Section 21 Santa Rosa de Lima
Section 22 Berlin
Section 23 Puerto de Acajutla

Generals	Colonels	Lt. Colonels	Majors	Commanders	Chiefs	Inspectors	Sub-Inspectors	Auxiliaries	Sergeants	Corporals	Agents	Motorized Agents	Communications	Official	Civilians
1	1	4		1	2			59						12	83
				2		2	4		5	9	94				48*
				2		2	4		5	9	94				1
				1		3	4		5	9	94				1
				1		3	4		5	9		54			1
					1	4			1			30			2
	1			7		8	6	50	14	14	160	60		4	32
	1			4	1	5	3	40	6	9	93	7		2	12
			1	4											8
			1	1				3				14	5		5
				2		2	2		1	3	19				1
				2		1	2			1	3	20			1
							1			1	18				2
							1				2				
				1	1			3				14	4		3
					1	1	1	1	2	3		14			1
											19				2
											3				
				1		2	2	2	1	2	21		4		2
											4				
				1		4		2	1		23	2			2
				2		1	2	2	1	3	24		4		2
				2			2	1		1	11		2		2
				1		1	2	1	1	1	12		2		2
				1		1	2	1	1	1	13		2		2
				2			2	1	1	1	11		2		2
							1				4				
				2			2	1	1	1	11		2		2
				1		1	1	1	1	1	8		2		2
				1		1	1	1		1	9		2		2
				1		1	1	2		1	9		2		2
				2			2	1		2	10		2		2
							1				2				
				2			2	1		1	11				2
				1		1	1		1	1	11				2
				1			1		1	1	11				2
				1		1			1	1	11				2
				1		1	2	1	1	1	9			2	2
				1		1	2	2	1	1	11			2	1

*INCLUDES COMMUNICATIONS PERSONNEL

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ANNEX II

NATIONAL GUARD PERSONNEL, DEPLOYMENT AND SALARIES (IN COLONES)

<i>Name of Position</i>	<i>Annual Salary</i>	<i>Total Amount</i>
<i>N. G. General Direction</i>		
1) General Director	1 18.180.00	18.180.00
<i>Judicial Department</i>		
2) Judicial Advisor	1 8.760.00	8.760.00
3) Lawyer	1 4.080.00	4.080.00
<i>Office of Secretary</i>		
4) Secretary	1 7.200.00	7.200.00
<i>Staff</i>		
5) Chief	1 14.580.00	14.580.00
6) Chief of Section I	1 10.560.00	10.560.00
7) Chief of Section II	1 10.560.00	10.560.00
8) Chief of Section III	1 10.560.00	10.560.00
9) Chief of Section IV	1 10.560.00	10.560.00
10) 3rd Class Official	1 3.720.00	3.720.00
11) 4th Class Official	1 3.420.00	3.420.00
12) 4th Class Official	5 3.120.00	15.600.00
13) 1st Class Auxiliary	30 2.880.00	86.400.00
14) 1st Class Auxiliary	6 2.820.00	16.920.00
15) 1st Class Auxiliary	4 2.520.00	10.080.00
16) 2nd Class Auxiliary	12 2.400.00	28.800.00
17) Janitor	5 1.260.00	6.300.00
18) Mailman	1 2.220.00	2.220.00
19) Assistant	7 540.00	3.780.00
over		272.280.00

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	continue		272.280.00
	<i>Other</i>		
20)	Radio Operator Technician	3	3.600.00
			10.800.00
21)	Radio Operator	10	2.520.00
			25.200.00
22)	Electrician	1	2.400.00
			2.400.00
23)	Gardener	1	1.800.00
			1.800.00
24)	Janitor	4	1.080.00
			4.320.00
25)	Band Professor	1	660.00
			660.00
	<i>First Infantry Comandancia</i>		
	<i>San Salvador</i>		
26)	Chief of Comandancia	1	10.560.00
			10.560.00
27)	Chief of Staff	1	8.760.00
			8.760.00
28)	Line Chief	3	5.400.00
			16.200.00
29)	2nd Class Auxiliary	1	2.400.00
			2.400.00
30)	Assistant	5	540.00
			2.700.00
	<i>Instruction Staff</i>		
31)	Chief	1	8.760.00
			8.760.00
32)	Assistant	1	540.00
			540.00
	<i>Instruction Department</i>		
33)	Company Commander	1	7.200.00
			7.200.00
34)	Section Commander	3	5.400.00
			16.200.00
35)	1st Sergeant	1	3.000.00
			3.000.00
36)	2nd Sergeant	2	2.340.00
			4.680.00
37)	Corporal	5	2.220.00
			11.100.00
38)	Pupil Guard	181	1.200.00
			217.200.00
39)	Assistant	4	540.00
			2.160.00
	<i>1st Company</i>		
	<i>San Salvador</i>		
40)	Company Commander	1	7.200.00
			7.200.00
41)	Line Chief	3	5.400.00
			16.200.00
42)	2nd Class Auxiliary	1	2.400.00
			2.400.00
43)	1st Sergeant	4	3.000.00
			12.000.00
44)	2nd Sergeant	8	2.340.00
			18.720.00
45)	Corporal	29	2.220.00
			64.380.00
46)	Guard	381	2.040.00
			777.240.00
47)	Assistant	4	540.00
			2.160.00
	over		000.000.00

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	continue		000.000.00	
<i>2nd Company</i>				
<i>Nueva San Salvador</i>				
48)	Company Commander	1	7.200.00	7.200.00
49)	Line Chief	3	5.400.00	16.200.00
50)	2nd Class Auxiliary	1	2.400.00	2.400.00
51)	1st Sergeant	1	3.000.00	3.000.00
52)	2nd Sergeant	4	2.340.00	9.360.00
53)	Corporal	8	2.220.00	17.760.00
54)	Guard	65	2.040.00	132.600.00
55)	Assistant	4	540.00	2.160.00
 <i>Second Infantry Comandancia</i>				
<i>Santa Ana</i>				
56)	Chief of Comandancia	1	10.560.00	10.560.00
57)	Chief of Staff	1	8.760.00	8.760.00
58)	2nd Class Auxiliary	1	2.400.00	2.400.00
59)	Nurse (man)	1	2.040.00	2.040.00
60)	Radio Operator	3	2.520.00	7.560.00
61)	Barber	1	720.00	720.00
62)	Janitor	1	840.00	840.00
63)	Assistant	2	540.00	1.080.00
 <i>Third Company</i>				
<i>Sonsonate</i>				
64)	Company Commander	1	7.200.00	7.200.00
65)	Line Chief	2	5.400.00	10.800.00
66)	2nd Class Auxiliary	1	2.400.00	2.400.00
67)	1st Sergeant	1	3.000.00	3.000.00
68)	2nd Sergeant	2	2.340.00	4.680.00
69)	Corporal	6	2.220.00	13.320.00
70)	Guard	49	2.040.00	99.960.00
71)	Assistant	3	540.00	1.620.00
 <i>Fourth Company</i>				
<i>Santa Ana</i>				
72)	Company Commander	1	7.200.00	7.200.00
73)	Line Chief	2	5.400.00	10.800.00
74)	2nd Class Auxiliary	1	2.400.00	2.400.00
	over			000.000.00

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	continue		000.000.00
<i>Fourth Company</i>			
<i>Santa Ana (Cont'd.)</i>			
75)	1st Sergeant	1	3.000.00
76)	2nd Sergeant	4	2.340.00
77)	Corporal	6	2.220.00
78)	Guard	56	2.040.00
79)	Assistant	3	540.00
<i>Fifth Company</i>			
<i>Ahuachapán</i>			
80)	Company Commander	1	7.200.00
81)	Line Chief	2	5.400.00
82)	2nd Class Auxiliary	1	2.400.00
83)	1st Sergeant	1	3.000.00
84)	2nd Sergeant	2	2.340.00
85)	Corporal	7	2.220.00
86)	Guard	33	2.040.00
87)	Assistant	3	540.00
<i>Third Infantry Comandancia</i>			
<i>Cojutepeque</i>			
88)	Chief of Comandancia	1	10.560.00
89)	Chief of Staff	1	8.760.00
90)	2nd Class Auxiliary	1	2.400.00
91)	Radio Operator	3	2.520.00
92)	Nurse (man)	1	2.040.00
93)	Barber	1	720.00
94)	Janitor	1	840.00
95)	Assistant	2	540.00
<i>Sixth Company</i>			
<i>Chalatenango</i>			
96)	Company Commander	1	7.200.00
97)	Line Chief	2	5.400.00
98)	2nd Class Auxiliary	1	2.400.00
99)	1st Sergeant	1	3.000.00
100)	2nd Sergeant	3	2.340.00
101)	Corporal	9	2.220.00
102)	Guard	34	2.040.00
	over		000.000.00

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<i>Sixth Company</i>				
<i>Chalatenango (Cont'd.)</i>				
103)	Assistant	3	540.00	1.620.00
<i>Seventh Company</i>				
<i>Cojutepeque</i>				
104)	Company Commander	1	7.200.00	7.200.00
105)	Line Chief	2	5.400.00	10.800.00
106)	2nd Class Auxiliary	1	2.400.00	2.400.00
107)	1st Sergeant	1	3.000.00	3.000.00
108)	2nd Sergeant	1	2.340.00	2.340.00
109)	Corporal	7	2.220.00	15.540.00
110)	Guard	35	2.040.00	71.400.00
111)	Assistant	3	540.00	1.620.00
<i>Eighth Company</i>				
<i>Sensuntepeque</i>				
112)	Company Commander	1	7.200.00	7.200.00
113)	Line Chief	2	5.400.00	10.800.00
114)	2nd Class Auxiliary	1	2.400.00	2.400.00
115)	Radio Operator	2	2.520.00	5.040.00
116)	1st Sergeant	2	3.000.00	6.000.00
117)	2nd Sergeant	3	2.340.00	7.020.00
118)	Corporal	5	2.220.00	11.100.00
119)	Guard	48	2.040.00	97.920.00
120)	Assistant	3	540.00	1.620.00
<i>Fourth Infantry Comandancia</i>				
<i>Zacatecoluca</i>				
121)	Chief of Comandancia	1	10.560.00	10.560.00
122)	Chief of Staff	1	8.760.00	8.760.00
123)	2nd Class Auxiliary	1	2.400.00	2.400.00
124)	Radio Operator	3	2.520.00	7.560.00
125)	Nurse (man)	1	2.040.00	2.040.00
126)	Barber	1	720.00	720.00
127)	Janitor	1	840.00	840.00
128)	Assistant	2	540.00	1.080.00
	over			000.000.00

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	continue		000.000.00
<i>Ninth Company</i>			
<i>Zacatecolua</i>			
129)	Company Commander	1	7.200.00 7.200.00
130)	Line Chief	2	5.400.00 10.800.00
131)	2nd Class Auxiliary	1	2.400.00 2.400.00
132)	1st Sergeant	1	3.000.00 3.000.00
133)	2nd Sergeant	2	2.340.00 4.680.00
134)	Corporal	6	2.220.00 13.320.00
135)	Guard	45	2.040.00 91.800.00
136)	Assistant	3	540.00 1.620.00
<i>Tenth Company</i>			
<i>San Vicente</i>			
137)	Company Commander	1	7.200.00 7.200.00
138)	Line Chief	2	5.400.00 10.800.00
139)	2nd Class Auxiliary	1	2.400.00 2.400.00
140)	1st Sergeant	1	3.000.00 3.000.00
141)	2nd Sergeant	1	2.340.00 2.340.00
142)	Corporal	8	2.220.00 17.760.00
143)	Guard	45	2.040.00 91.800.00
144)	Assistant	3	540.00 1.620.00
<i>Eleventh Company</i>			
<i>Usulután</i>			
145)	Company Commander	1	7.200.00 7.200.00
146)	Line Chief	3	5.400.00 16.200.00
147)	2nd Class Auxiliary	1	2.400.00 2.400.00
148)	1st Sergeant	1	3.000.00 3.000.00
149)	2nd Sergeant	1	2.340.00 2.340.00
150)	Corporal	13	2.220.00 28.860.00
151)	Guard	49	2.040.00 99.960.00
152)	Assistant	4	540.00 2.160.00
<i>Fifth Infantry Comandancia</i>			
<i>San Miguel</i>			
153)	Chief of Comandancia	1	10.560.00 10.560.00
154)	Chief of Staff	1	8.760.00 8.760.00
155)	2nd Class Auxiliary	1	2.400.00 2.400.00
	over		000.000.00

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	continue		000.000.00	
<i>Fifth Infantry Comandancia</i>				
<i>San Miguel (Cont'd.)</i>				
156)	Radio Operator	3	2.520.00	7.560.00
157)	Nurse (man)	1	2.040.00	2.040.00
158)	Barber	1	720.00	720.00
159)	Janitor	1	840.00	840.00
160)	Assistant	2	540.00	1.080.00
 <i>Twelfth Company</i>				
<i>San Francisco Gotera</i>				
161)	Company Commander	1	7.200.00	7.200.00
162)	Line Chief	2	5.400.00	10.800.00
163)	2nd Class Auxiliary	1	2.400.00	2.400.00
164)	1st Sergeant	1	3.000.00	3.000.00
165)	2nd Sergeant	1	2.340.00	2.340.00
166)	Corporal	5	2,220.00	11.100.00
167)	Guard	39	2.040.00	79.560.00
168)	Assistant	3	540.00	1.620.00
 <i>Thirteenth Company</i>				
<i>San Miguel</i>				
169)	Company Commander	1	7.200.00	7.200.00
170)	Line Chief	2	5.400.00	10.800.00
171)	2nd Class Auxiliary	1	2.400.00	2.400.00
172)	1st Sergeant	1	3.000.00	3.000.00
173)	2nd Sergeant	2	2.340.00	4.680.00
174)	Corporal	9	2.220.00	19.980.00
175)	Guard	58	2.040.00	118.320.00
176)	Assistant	3	540.00	1.620.00
 <i>Fourteenth Company</i>				
<i>La Unión</i>				
177)	Company Commander	1	7.200.00	7.200.00
178)	Line Chief	2	5.400.00	10.800.00
179)	2nd Class Auxiliary	1	2.400.00	2.400.00
180)	1st Sergeant	1	3.000.00	3.000.00
181)	2nd Sergeant	1	2.340.00	2.340.00
182)	Corporal	7	2.220.00	15.540.00
	over			000.000.00

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	continue		000.000.00	
	<i>Fourteenth Company</i>			
	<i>La Unión (Cont'd.)</i>			
183)	Guard	46	2.040.00	93.840.00
184)	Assistant	3	540.00	1.620.00
	<i>Logistics Department</i>			
185)	Chief	1	10.560.00	10.560.00
186)	Disbursing officer	1	9.600.00	9.600.00
187)	Supplies	1	7.200.00	7.200.00
188)	Upholsterer	1	2.400.00	2.400.00
189)	Tailor	1	2.400.00	2.400.00
190)	Physician	2	2.880.00	5.760.00
191)	Nurse (man)	2	2.040.00	4.080.00
192)	Transportation Auxiliary	1	5.400.00	5.400.00
193)	Mechanic	4	3.600.00	14.400.00
194)	Mechanic	6	2.880.00	17.280.00
195)	Driver	35	2.880.00	100.800.00
196)	Warehouse Keeper	2	2.040.00	4.080.00
197)	Gas Station Attendant	2	2.040.00	4.080.00
198)	2nd Class Auxiliary	4	2.400.00	9.600.00
199)	Veterinary	1	2.880.00	2.880.00
200)	Horseshoer	1	2.040.00	2.040.00
201)	Bricklayer Builder	1	3.600.00	3.600.00
202)	Carpenter	1	2.400.00	2.400.00
203)	Mason	1	2.400.00	2.400.00
204)	Plumber	1	2.400.00	2.400.00
205)	Casinos Bar Tender	1	2.040.00	2.040.00
206)	Barber	3	1.620.00	4.860.00
207)	Assistant	4	540.00	2.160.00
	TOTAL			3.737.040.00

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NATIONAL GUARD PERSONNEL

		<i>Total</i>
Chiefs	17	
Officers	<u>55</u>	
		72

CIVIL EMPLOYEES

Headquarters	139	
Outside the capital	<u>91</u>	
		230

INSTRUCTION DEPT.

1st Sergeants	1	
2nd Sergeants	2	
Corporals	5	
Students	<u>181</u>	
		189

LINE PERSONNEL

1st Sergeants	18	
2nd Sergeants	35	
Corporals	126	
Guards	<u>983</u>	
		1162

RESERVED PERSONNEL

Non-Coms and Guards	<u>369</u>	369
-------------------------------	------------	-----

LOGISTICS DEPT. - Transportation Section

Director	1	
Musician 1st Class	1	
Musician 2nd Class	1	
Soloists	8	
Philharmonics 1st Class	20	
Philharmonics 2nd Class	<u>12</u>	
		<u>43</u>
		2106

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ANNEX III

DISTRIBUTION OF PERSONNEL
GUARDIA DE HACIENDA

General Headquarters

Administration	17
Services	18
Accounting	18
Musicians	15
Instruction	43 (40 recruits)
Enforcement	<u>43</u>
Total	<u>154</u>

In Stations in the Capital Area

Post 1	19	Post 6	18
Post 2	18	Post 7	22
Post 3	18	Post 8	18
Post 4	18	Post 9	<u>20</u>
Post 5	18	Total	169

In the Interior

Post 10 Izalco	20	Post 25 San Sebastián	8
Post 11 Tacacho	9	Post 26 Ilobasco	8
Post 12 Tepezontes	10	Post 27 San Isidro	12
Post 13 Santa Ana	15	Post 28 Usulután	14
Post 14 Hachadura	10	Post 29 San Miguel	13
Post 15 Guaymango	12	Post 30 San Rafael Orien.	11
Post 16 San Lorenzo	12	Post 31 Carolina	12
Post 17 Candelaria	9	Post 32 Torolá	16
Post 18 Metapán	12	Post 33 San Fernando Morazán	8
Post 19 Chalatenango	16	Post 34 Nva. Guadalupe	10
Post 20 Cuchitoto	10	Post 35 San Fco. Gotera	11
Post 21 Citalá	8	Post 36 Nueva Esparta	7
Post 22 San Fernando	12	Post 37 Tierra Blanco	10
Post 23 San Vicente	16	Post 38 Sta. Rosa de Lima	<u>10</u>
Post 24 Nonualco	12	Total	307

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GENERAL HEADQUARTERS	154
STATION IN CAPITAL AREA	169
IN THE INTERIOR.	<u>307</u>
TOTAL	630

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ANNEX IV

NATIONAL POLICE EQUIPMENT

I. COMMUNICATIONS

A. *System:*

High Frequency-Single Sideband Network

Type of Equipment:

Motorola SA-100

Quantity of Stations:

8

Locations:

San Salvador

Metapán

San Cristóbal

Santa Ana

Sonsonate

San Miguel

San Francisco Gotera

Santa Rosa de Lima

B. *System:*

VHF-FM (Low Band) Repeater System:

Type of Equipment:

RCA Carfone, estimated to be about 8-10 years old.

Quantity of Stations:

1 Repeater

14 Base Stations

Frequencies of Operation:

Repeater T 43.55 MHz R 45.55 MHz

Base Stations T 45.55 MHz R 43.55 MHz

Locations:

Repeater-Volcán San Salvador

Base Stations:

San Salvador

Santa Tecla

Sonsonate

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B. *Base Stations: (Cont'd.)*

Santa Ana
La Libertad
Metapán
Chalatenango
Ilobasco
Sensuntepeque
San Vicente
Zacatecoluca
Usulután
Berlín
Cojutepeque

C. *System:*

VHF-FM (Low Band) System:

Type of Equipment:

RCA Carfone, estimated to be about 8-10 years old

Quantity of Stations:

16

Frequencies of Operation:

T/R 43.45 MHz

T/R 43.35 MHz

Locations:

Volcán San Salvador

San Salvador

El Poy

Atiquizaya

Las Chinamas

Ahuachapán

La Hachadura

Acajutla

Anguiatú

Santiago de Maria

Usulután

San Miguel

San Francisco Gotera

Santa Rosa de Lima

El Amatillo

La Unión

Mobile Units:

Motorola Motroc 28 each (Motorcycle)

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C. *Mobile Units: (Cont'd.)*

Motorola Dispatcher	15 each (Motorcycle)
Motorola Dispatcher	12 each
RCA Carfone	32 each
General Electric	3 each
Motorola PT-300	(unknown) Handheld

II. MOBILE

A. Autos 59

Ply.	28
Chev.	8
VW	5
Opel	4
Ford	1
Merc.	1
Dodge	12

B. Ambulances	10
Station Wagon	8
Jeeps	34
Pick Up	4
Panel	1
Bus	1
Wrecker	4
Truck	5
Motorcycles	<u>41</u>

167 52% over 5 years of age

III. RIOT CONTROL EQUIPMENT

Helmets	137	
Gas batons	82	
Gas revolvers	280	
Megaphones	7	
Shields (locally made)	140	
Gas masks	347	Many are old
Gas guns	13	
Smoke grenades	221	
Gas grenades	673	over half are outdated
Projectiles	173	all are outdated
Portable radios	7	

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ANNEX V

NATIONAL GUARD COMMUNICATIONS SYSTEM

SSB STATIONS

Western Border

El Jobo Bridge/Las Chinamas
San Diego/Güija Lake

Northern Border

Citalá
San Ignacio
La Palma
Mercedes/Sumpul
San Fernando
Carrigal
Ojos de Agua
Chalatenango
Nueva Trinidad
Arcatao
Patamera
Nombre de Jesús
5 de Noviembre Dam
Victoria
Nuevo Edén de San Juan
Junquillo
Perguín
Antiguo Mojón de La Loma/Marcalá
Corinto
Monteca

Eastern Border

Concepción de Oriente
El Sauce
El Amatillo/Goascorán Bridge
Pasaquina
El Tamarindo/Jagüey Cape

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Interior

San Salvador
Port of Acajutla
Cojutepeque
Zacatecoluca
Berlin
San Miguel

VHF Stations

San Salvador
Santa Ana
Cojutepeque
Zacatecoluca
San Miguel
El Tamarindo/Jagüey Cape

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LIST OF NATIONAL GUARD TELECOMMUNICATIONS EQUIPMENT

80	Radios	SSB	Portable	
28	"	SSB 100A (one was burned in a plane accident 5/6/70)		
7	"	RF: 201	" " " " " "	" "
25	"	VHF-5		
10	"	VHF-25		
11	"	OPS/FM-1A		
17	"	OPS/FM-5A		
5	"	PT-300		
11	"	MOCOM-70		
5	"	BASE MOTOROLA MOD. L51Lhb1190M		
4	"	"	"	C73MHB1190BW
2	Repeaters	-	"	C73MHY
2	Duplexer	-	"	DB4048
2	Base Stations		RCA	CCBD5LJH
18	Radios		RCA	"LD"
9	"	CARFONE		
6	"	RF. 301		
<u>5</u>	"	RF. 505		
247	RADIOS			

Most of the above just recently purchased and installed.

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ANNEX VI

LIST OF NATIONAL GUARD VEHICLES

VEHICLES IN SERVICE IN TRANSPORTATION SECTION:

Pick-Up	Dodge
Pick-Up	Dodge
Truck	Dodge
Truck	Mercedes Benz
"	" "
"	" "
"	" "
Ambulance	Dodge
Jeep	Willys
Motorcycle	Harley Davidson
"	" "
"	" "
Wrecker	Toyota
Car	Plymouth
"	"
"	"
"	Ford Fairlane
Pick-Up	Dodge
Truck	Chevrolet
"	"
"	Mercedes Benz
Station Wagon	Chevrolet
Panel	Willys
Jeep	"
"	"
"	"
"	"
"	"
"	"
"	"
"	"
"	"
"	Kaiser

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Jeep	Kaiser
"	"
"	"
"	"
"	"
"	"
"	"
"	"
"	"
"	"
"	Volkswagen
"	"
"	"
"	"
"	"
Motorcycle	Harley Davidson
"	" "
Tractor	Same
"	Caterpillar

VEHICLES IN REPAIR

Bus	Chevrolet
Jeep	Willys
"	"
"	"
"	"
Motorcycle	Harley Davidson
"	" "

VEHICLES AWAITING ORDERS FOR REPAIR

Truck	GMC
"	Chevrolet
"	"
"	Dodge
"	Mercedes Benz
Jeep	Kaiser
"	"
" Comando	Willys
Motorcycle	Harley Davidson
"	" "
Station Wagon	Land-Rover

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VEHICLES NOT WORTH REPAIRING

Jeep	Willys
"	"
"	"
"	"
"	"
"	"
"	"
"	"
"	"
"	"
"	"
"	"
"	"
"	"
Motorcycle	Harley Davidson

SUMMARY:

Vehicles in Service in Transportation Section	52
Vehicles in Repair	7
Vehicles Awaiting Orders for Repair	11
Vehicles Not Worth Repairing	<u>14</u>
TOTAL	84

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ANNEX VII

POLICE BUDGET
5 Major Line Items with Sub-Headlines
(In U.S. Dollars)

	<i>National Guard</i>	<i>National Police</i>	<i>Hacienda Police</i>
1.- <i>Personal Services</i>			
Salaries & bonuses	\$1,601,532 (94%)	\$2,042,096 (90%)	\$562,280 (95%)
2.- <i>Non Personal Services</i>			
Water, Electricity, Rent, Laundry	43,151	70,492	14,888
3.- <i>Materials & Supplies</i>			
Cloth, Uniforms, repairs of office equipment, construction	43,395	146,978	11,552
4.- <i>Machinery and Office</i> sub-heading the same	4,000	7,016	1,200
5.- <i>Transfers</i>			
Funerals	1,600	822	612
	<hr/>	<hr/>	<hr/>
	\$1,693,684	\$2,267,404	\$590,532

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ANNEX VIII

NATIONAL POLICE BASIC TRAINING PROGRAM

<i>Subject</i>	<i>Hours</i>
Laboratory and Inv. Procedures	69
Traffic	92
Patrol	69
Police Reports	46
Public Relations	46
Constitutional Laws	46
Penal Code	46
Military Laws	46
Countering Urban Guerrillas	46
Armament	69
First Aid	23
Organic Regulations of N.P.	46
Directors Time	23

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ANNEX XI

MEMORANDUMS OF CONVERSATION WITH GOES OFFICIALS

A. *Minister of Defense, Gen. Fidel Torres*

On March 19, 1971 Messrs. David Laughlin and George Hill of the evaluation team, accompanied by Acting CPSO Jess Ojeda, met with the Minister of Defense in his office. General Azmitia of the National Police was present.

The Minister expressed his appreciation for the visit and said that USAID/Public Safety assistance had been effective and helpful. He stated that he hoped such assistance would be continued and that he planned to speak to the U.S. Ambassador concerning this. He added however, that one advisor was not sufficient and that technical assistance should be increased.

He then said that although he did not think El Salvador would have the same problems as Guatemala, there nevertheless is tension and concern in El Salvador. He said that several citizens (probably from the more affluent families) had requested private training in self-defense and firearms. He instructed General Azmitia to provide such training as possible.

The Minister said that the security forces were lacking in mobile and communication equipment and that presidential approval had been obtained for the acquisition of more equipment. He felt this was more important than increased manpower.

He also expressed concern over an increasing narcotics problem. Mr. Ojeda explained that he is now providing technical and training assistance in this area.

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*B. Jose Armando AZMITIA, General,
Director General, National Police*

Mr. David Laughlin and Mr. George Hill, members of the Evaluation Team, and Mr. Jess Ojeda, Acting Chief PSA, met with General AZMITIA in his office on March 15, 1971.

The General first expressed his appreciation for the assistance given the police over the past years by Public Safety. He said that technical assistance had been quite helpful and had contributed a great deal to the improvement of the police. He added that, since the departure of CPSA Roland R. Kelley, there was only one advisor left in the program and despite the remaining advisors (Mr. Ojedas) good efforts, this had reduced the technical assistance available to his organization. He made a direct request that Mr. Kelley be replaced so that there would be two advisors and thus more technical assistance.

He then said that the National Police urgently needed more mobile and communications equipment and asked that AID either use its influence to get more equipment through the Ministry of Defense, or that AID consider providing this equipment.

The General said that attempted extortion had become a serious problem in this country but the police were making every effort to control this. He also stated that over the past years, and currently, strong efforts were being made to improve the police image.

General Azmitia said that members of the Evaluation Team were free to visit and see any installation or aspect of the police they desired, and he hoped they would take a good look at the police operations. Just before the meeting terminated, he again mentioned his desire that Public Safety bring its staff back to a total of two advisors.

*C. Colonel Oscar GUTIERREZ
Director General, National Guard*

The two members of the Evaluation Team, Mssrs. David Laughlin and George Hill, accompanied by acting CPSO Jess Ojeda, met with Colonel Gutierrez in his office March 17, 1971.

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Colonel Gutierrez expressed his appreciation for the technical assistance provided by Public Safety and said that PS advisors had contributed to improvement of the Guard.

He stated that two years ago, during the problem with Honduras, the OAS had recommended that a police type unit replace military forces along the border. This task was then given the National Guard. During the past two years, and until just recently when the Guard was relieved of this assignment, a large part of the National Guard was required in rotation to serve along the border. As a result, the Guard was severely handicapped during this period in carrying out its regular mission. He expressed a hope that his organization would now be able to concentrate on its regular activities.

Colonel Gutierrez expressed pride in the history and reputation of the National Guard. He considers the personnel dedicated and disciplined.

Upon leaving the Colonel's office, the team members and Mr. Ojeda met and talked with Col. Hernandez, Deputy Director of the National Guard. Col. Hernandez said he was quite interested in increasing and up-dating training in the use of side arms and asked Mr. Ojeda if he could rely upon Public Safety assistance. Mr. Ojeda said he would be happy to provide technical assistance.

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ANNEX XII

**NON-PROJECT RELATED AND ADMINISTRATIVE PROJECT DUTIES
OF THE ACTING CPSO**

Acting CPSO Jess Ojeda stated that an estimated 50% of his time was spent in duties not related to the implementation or attainment of project activities. These extra activities are due chiefly to his position as Acting CPSO. Very few if any of these duties would be required or requested of an advisor who was not Chief Advisor and would then be almost entirely free for implementation and attainment of objectives and goals. The duties set forth by Acting Chief Ojeda that are not related to project implementation are:

A. NON-PROJECT RELATED

1. Monthly USAID Meeting.
2. Monthly Security Meetings and others as required.
3. Weekly Country Team Meetings.
4. Assistance on getting license plates for all USAID and Embassy vehicles and for all U.S. Government personnel.
5. Assistance to all U.S. personnel and dependents in getting both temporary and regular drivers licenses.
6. Firearms training for Marine Guard and local Embassy Guards.
7. File checks on local employees.
8. Special guard duty requests from U.S. personnel.
9. Assistance when U.S. personnel, both government and non-government, have serious accidents, are victims of robberies, or children are involved in police problems.

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10. Assistance to Nicaragua based FBI agent when in San Salvador.
11. Assistance to the U.S. Consul in getting background information for visa applicants and liaison when other problems arise concerning American citizens.

B. ADMINISTRATIVE PROJECT RELATED ACTIVITIES BUT NOT CONNECTED WITH IMPLEMENTATION OF OBJECTIVES

(Not required of technicians not Chief Advisor)

1. Monthly Public Safety Report which includes 3 statistical annexes.
2. Liaison with U.S. Milgroup.
3. Correspondence from AID/W.
4. Program documentation (PIO/P's, PIO/C's, Project Agreements, PROP's).
5. Administrative support to regional advisors when in San Salvador.
6. Frequent requests from police officials to give talks on general subjects not related to objectives or goals.

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ANNEX XIII

POSITION PAPER: TDY ASSISTANCE VS. RESIDENT ADVISORY SERVICE

The practicality of employing TDY assistance as a legitimate substitute for resident advisory service not infrequently arises as an issue. OPS experience has demonstrated that an assistance program staffed with resident advisors unquestionably provides the best and the only course which affords meaningful, lasting results in the development of police capabilities and institutions.

The principal benefit of resident advisory service is the day-to-day contact with the host country officials. This continuous presence, attention and follow-up offer continuity to the program; they make technical advice readily available. The continuous contact fosters a mutual professional understanding which in turn facilitates the implementation and acceptance of changes and new concepts. Moreover, each public safety advisor during his tour of duty can be expected to provide assistance over a broader spectrum of the police field and hence contribute more substantially to the accomplishment of the overall development objectives.

The alternative, TDY assistance, is said to be more economical and to seemingly provide quicker results. The professional and programming difficulties inherently found in TDY assignments refute the above concept. First, due to other program priorities and/or lack of adequate resources, TDY technicians with the requested specialty qualifications cannot always be made available at the specified time for the requested duration. Second, due to the limitation of time, the purpose of the assignment must necessarily be restricted and could hence accomplish only a small fragment of the general police/program objectives. Third, the achievement of any one project objective by means of TDY assistance will invariably require a period of time manifold that which a resident advisor would need. Understandably, to cover the same broad spectrum as a staff or resident advisor, it would call for many TDY assignments by a great number of technicians over an unreasonable length of time.

Therefore, in terms of an on-going program, it becomes imperative that long-term objectives be accomplished with a nucleus of resident advisors rather than

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with temporary, short-term assistance. However, OPS does realize that, under certain exceptional circumstances, TDY assistance would be called for, such as, to immediately resolve short-term problems, or in highly specialized areas (communications/laboratory, etc.). In these situations, TDY requests would necessarily be handled on a case-by-case basis.

March 30, 1971

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