A PLAN FOR THE REORGANIZATION OF THE NATIONAL BUREAU OF INVESTIGATION OF THE DEPARTMENT OF JUSTICE IN THE REPUBLIC OF LIBERIA

Thesis for the Degree of M. S.

MICHIGAN STATE UNIVERSITY

Edward Sumo Jones

1963

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A PLAN FOR THE REORGANIZATION OF THE NATIONAL BUREAU OF INVESTIGATION OF THE DEPARTMENT OF JUSTICE IN THE REPUBLIC OF LIBERIA

by

Edward Sumo Jones

AN ABSTRACT

Submitted to the College of Social Science Michigan State University of Agriculture and Applied Science in partial fulfillment of the requirements for the degree of

MASTER OF SCIENCE

Department of Police Administration and Public Safety

1963

APPROVED Samuel G. Chapman

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ABSTRACT

The objectives of this study are to evaluate the present organization of the National Bureau of Investigation with respect to organizational defects and personnel problems and to recommend a reorganization plan which will be more appropriate and conducive to the system of government and type of culture under which it operates. The reorganization will render the bureau a status equivalent to that of other world famous national law enforcement agencies of its type. It is a long-range reorganization plan.

Law enforcement personnel management is relatively a new area of study. It is associated with the creation and maintenance of a capable, well-trained law enforcement unit under such appropriate conditions that the organization obtains its goal of public service in a competent and respectable manner. One means of judging a police organization is by evaluating the type of personnel it accepts in its service. Sound recruiting standards and effective training programs and practices can certainly contribute to the selection of the best available applicants.

This study is divided into five main chapters. The first chapter presents a brief history of the Republic of Liberia, Department of Justice, Police Services, and the National Bureau of Investigation. They follow almost the same pattern as the nation's history, emerging from a primitive

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stage during the establishment of the Republic and the present modern organizational structure of the government. This chapter further explains the objective, definition, necessity, and the significance of a National Bureau of Investigation in the Republic.

The second chapter describes the present organizational structure of the National Bureau of Investigation System in Liberia and explains the functions and activities of the various divisions. The duties and responsibilities of the Director of the Bureau and the ranking officers under his supervision are listed and discussed.

In the third chapter, a complete analysis of the present organization is presented and careful examination is made of its constituent parts. The most serious weaknesses which confront the organization are noted and discussed. Some of these weaknesses, mainly concentrated on personnel selection and management, include: recruitment, training, assignments, promotion, discipline, and instructors. Despite these problems, credit is given to the progress the organization has made in the execution of its responsibilities.

Chapter four is devoted to recommendations for the reorganization of the bureau. A comparison is made with such famous law enforcement agencies as the Federal Bureau of Investigation, the United States Secret Service, the Central Intelligence Agency of the United States, and Scotland Yard, Headquarters of the Metropolitan Police of England. The

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reasons why these particular agencies were selected for comparison are discussed.

In the final chapter a summary is developed and conclusions and final recommendations for future developments are presented.

It will be observed in this study that a full-scale absorption of the western democratic concept of law enforcement by the organization is not likely to take place in the immediate future. The police system is a product of the history and culture of the country, and in its reform, it cannot be changed rapidly.

It is further observed in this study that a substantial amount of technical development will be forthcoming in the not too distant future and it will surpass that of the philosophic development. Rapid changes in social, educational, and political conditions and imperative operational necessities will undoubtedly generate advancement of the national investigation technology in the Liberian National Bureau of Investigation of the Department of Justice.

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ACKNOWLEDGEMENTS

To Dr. William V. S. Tubman, President of the Republic of Liberia, I wish to take this opportunity to express my appreciation for making it possible for me to accomplish this academic status at Michigan State University.

To The Honorable Joseph J. Chesson, Attorney General of Liberia; A. F. Brandstatter, Director of the Michigan State University School of Police Administration; and the staff members of the Michigan State Police Headquarters, I express gratitude for their cooperation in gathering the necessary data for writing this thesis.

The guidance and assistance provided by Professors Samuel G. Chapman, George D. Eastman, and Roy E. Hollady, my major advisors, are gratefully acknowledged.

E. S. J.

13 March 1963

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Map of the Republic of Liberia

CHAPTER I

HISTORICAL INTRODUCTION

Any study of the National Bureau of Investigation would require that one becomes familiar with the organization of the Republic of Liberia.

The Republic of Liberia

When becoming acquainted with Liberia, one should appreciate the Republic's geography, history, cultural, and political structure.

A. Geography

Liberia, with an area of approximately 43,000 square miles, lies on the west coast of Africa, approximately between 4° 22' to 8° 50' north latitude and 7° to 11° 32' longitude west of Greenwich. It is bounded on the west by the newly independent state of Sierra Leone, on the north by the Republic of Guinea, on the east by the Republic of the Ivory Coast and on the south by the Atlantic Ocean.[1] Map I shows the geographical features of Liberia.

The general trend of the coastline is from northwest to southeast, so that it is nearly parallel to the course taken by steamers plying between Europe and West and South

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[1]Strong, Richard P. The Republic of Liberia and the Belgian Congo (Harvard African Expedition, 1926-1927), Vol. 1. Cambridge: Harvard University Press, 1930, p. 12.

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Africa. The country has a coastline of 350 miles which possesses no natural harbors or points of sheltered anchorage. The mouths of all rivers are closed to steamers by sand bars. The coast is in general low and monotonous and more or less broken up by lagoons and tidal creeks. Its monotony, however, is relieved as one travels south from the northern boundary by several capes and promontories which especially attract attention. Of these, Cape Mount, with an altitude of 1,068 feet above the sea, is by far the most striking.[2] The next promontory of importance is Cape Mesurado, on the northwestern face of which the City of Monrovia, the capital of the nation, is built. The next promontory of importance is Baffu Point situated southwest, but to the east of the Sanquin River. The fourth promontory is at Cape Palmas near the southern boundary of the country.[3]

Behind the coastal lands lies a plateau region of grassland which averages an altitude of almost 3,000 feet. In the northwestern part of the country it is known as the Mandingo plateau and extends into the Republic of Guinea adjoining Liberia.[4]

There are highlands in the north along the borders of

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[2]Maugham, R.C.F. The Republic of Liberia. London: G. Allen & Urwin, Ltd., 1920, pp. 17-19.

[3]Richardson, Nathaniel R. Liberia's Past and Present. London: The Diplomatic Press & Publishing Co., 1959, p. 10.

[4]Loc. cit.

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the Republic of Guinea and the independent state of the Ivory Coast. Low mountain ranges occur intermittently throughout the country, with the highest elevations almost 5,000 feet above sea level. The highest mountain is Nimba which has one of the highest grades of iron ore deposits in the world--66 per cent. Mount Nimba is situated in Sanniquellie, Central Province. Others are in the Bong in the Western Province, and Putu in Sinoe County.[5]

Though Liberia is close to the equator it does not have the very hot, steaming, unhealthy climate usually associated with the tropics. The hottest months are February and March when the maximum temperature may reach 100°F. The coolest month is August when the daytime temperature may be down to 65°F. On the coast, the climate is tempered by the almost constant sea breeze.[6]

There are only two seasons of the year: the dry and rainy. The dry season begins in November and ends in April. Between the months of December and February the harmattan wind blowing from the north sweeps across the nation. Temperatures during this season vary between 80°-90°F. by day and 50°-60°F. by night.[7]

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[5]Liberian Information Service. Liberia, Story of Progress. London: Staples Printers, Ltd., 1960., p. 7.

[6]Strong, op. cit., pp. 27-31.

[7]Loc. cit.

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The rainy season begins in May and ends in October.[8] The yearly rainfall averages from 120-130 inches along the coast, decreasing to about 70 inches in areas farther inland.

Liberia has never experienced a drought, hurricane, tornado, or earthquake.[9]

The capital city of Liberia is called Monrovia. It was so named to honor the fifth president of the United States, James Monroe, during whose administration Liberia was founded. Monrovia was officially created on July 25, 1857, ten years after the Declaration of Independence. The city has a population of 60,000 people and contains all of the important offices of the national government. It was named by Jehudi Ashmun, the leading agent of the colonists that arrived in 1822.[10]

Monrovia lies roughly in latitude 6° 15" and longitude 11° 20". It stands beside the country's biggest river, the St. Paul, and has a temperature ranging between 95° to 100° at noon and 70° at night.[11]

Liberia has an estimated population of about two and

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[8]Liberia, Story of Progress, op. cit., p. 7.

[9]Loc. cit.

[10]Liberian Information Service. The City of Monrovia, Capital of the Republic of Liberia. London: Staples Printers, Ltd., 1960, p. 10.

[11]Liberia, Story of Progress, op. cit., p. 70.

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one half million people. It is divided into twelve main administrative and political divisions: (1) Montserrado County, in which lies the seat of government; (2) Grand Bassa County; (3) Grand Cape Mount County; (4) Sinoe County; (5) Maryland County; (6) Western Province; (7) Central Province; (8) Eastern Province; (9) Marshall Territory; (10) River Cess Territory; (11) Sasstown Territory; and (12) Kru Coast Territory.[12]

B. Culture

Liberians are today considered as one people of common origin through the unification policy of the present administration. Previously there existed two classes of people in the country: (1) the Americo-Liberians (the descendants of the freed slaves from the United States of America); and (2) the country people (the aborigines of the country); who constitute the majority of the population of the country, about 97 per cent.

There is today no clear-cut distinction between Americo-Liberians and the million and one half aboriginal Africans.[13] Intermarriages have frequently occurred between Americo-Liberians and indigenous natives, and the Americo-Liberians and aboriginal African children attend the same

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[12] Ibid., p. 76.

[13] Strong, op. cit., p. 46.

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[14] Ibid

[15] Ibid

schools. This assimilation process has been going on for years, and more and more the sons of the natives of the interior have entered school, acquired an education and attained prominence in the affairs and life of the Republic.

Those natives indigenous to Liberia belong to a large number of tribes, about 28 in all. They have been roughly divided into three main ethnological groups: (1) Mandingo; (2) Kru; and (3) Gola. The Mandingo group, a mixture of Fula and native Liberian stocks, includes the pure Mandingo, the Vais, Kpelle, Lorma, Mendi, and Gbandi tribes. The Kru group, representing the original stock of West Africa, especially includes the tribes of Krus, Bassas, Des and Grebos. The third ethnological group includes the Gola and Gizi tribes which, from the character of their language, are presumed to have belonged to one of the original black races of West Africa and perhaps are allied with the Temne and Bulom tribes in Sierra Leone.[14]

The Mandingoes constitute a tribe that accepts the Mohammedan religion. They are said to own their racial characteristics to interbreeding between the Fulas and the women of the pure Negro tribes.[15]

Though the tribes have varying cultures, one common bond--music--unites them all. Tribal music features distinc-

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[14] *Ibid.*, pp. 46-53.

[15] *Ibid.*, pp. 48-56.

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tive indigenous rhythms that would cause any listener to tap his feet. This is true of the peoples of West Africa in particular, and of Sub-Sahara Africa in general.

There are no social or political barriers in Liberia. The Liberian people live and work happily together.

The official Liberian language is English. It is used throughout the nation for all government business and records and for all commercial and legal transactions except in the tribal courts where the dialect of the Chiefdom is employed. What is unusual is that to many Liberians English, the official language, still is, to all intents and purposes, a foreign language regardless of their level of formal education.

Liberia is officially a Christian state. It includes many churches and missions served by representatives of the Baptist, Methodist, Episcopalian, Presbyterian, Lutheran, Roman Catholic, and Seventh Day Adventist faiths. Islamism is embraced by some Liberians and they are quite free to follow this faith as the Bill of Rights provides for freedom of worship.[16]

Tribal culture is encouraged by the government. There are tribal schools and societies where young men and women are trained in herbalism, arts and crafts, domestic science and midwifery.[17]

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[16]See Appendix D, Section 3.

[17]Liberian Information Service. Liberia--Land of Promise. London: Staples Printers, Ltd., 1961, p. 30.

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C. Political History

In the whole history of West Africa, few territories have had so unique and turbulent a history as the settlement of Liberia. Africans were captured for purposes of slavery and carried to America by Dutch, Spanish, Portuguese, English, and Cuban slave traders. Although repressively and inhumanly treated, some of them returned to the land of their nativity.[18]

In 1816 the American Colonization Society of New York was founded in the United States for the purpose of devoting itself to the welfare of some 200,000 freed Negroes. It was thought that the most promising plan was to return them to their native land. There they would establish a free colony on the West coast of Africa. The sole objective was for a place to enjoy the benefits of liberty. General Goodloe R. Harper of Maryland, who was interested in the proposal, later suggested the name Liberia in lieu of Christopolis, the former name of the colony. Liberia means the land of freedom for the colony. After preliminary investigations by the agents of this society who visited the West African coast in 1818, the first consignment of 88 freed Negroes sailed for Africa in charge of three white Americans. One of the three, an agent of the United States government, was sent to observe and report upon the organization of the colony, while another was to act as the agent of the colonization society. The party

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[18]Maugham, op. cit., pp. 33-34.

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finally reached Sierra Leone and then passed down to Shebro Island where they landed with the intention of colonizing it. Within a short time, however, many of them became seriously ill and all the Americans, together with many of the Negroes, succumbed.[19]

In 1821 the ship Nautilus, chartered by the United States government, proceeded to West Africa with two government agents and two officials of the colonization society and a further group of emigrants. These people were allowed by the authorities of Sierra Leone to remain at Fourah Bay near Freetown until a site suitable for their colony could be settled.[20]

In 1821, Dr. Eli Ayres was appointed chief agent and proceeded to Africa with another group of emigrants on board the United States schooner "Alligator." Apparently the first landing of this group, after their arrival off Cape Mesurado, was made on what is now known as Providence Island. This island is situated inside the mouth of the St. Paul River. After some negotiations with the native chiefs, Ayres succeeded in obtaining the whole of the Cape on which Monrovia has since been built.[21]

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[19]Liberia--Story of Progress, op. cit., p. 8.

[20]Richardson, op. cit., p. 17.

[21]Loc. cit.

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By the beginning of the following April all of the emigrants had been transferred from Fourah Bay, Sierra Leone, to the new domain.

In 1822 Jehudi Ashmun, who subsequently played such a significant role in the establishment of the colony, embarked at Baltimore, Maryland, on the brig "Strong" with a further company of emigrants.[22] They eventually reached Cape Mesurado. It was here that Ashmun assumed direction and administration of the small colony. He was able to purchase more land and obtain additional privileges through friendly negotiations with the natives. The early history of this nation was beset with many difficulties caused by some of the native tribes and slave traders. Disease, however, was the greatest obstacle.

In 1834 a number of state branches of the colonization society were founded, and several separate settlements were established along the Liberian coast. Thus a contingent sent out by the Maryland colonization society settled at Cape Palmas and founded the colony of Maryland in Africa. A group from Pennsylvania established another colony at Grand Bassa. A third colony was founded at Sinoe by the Settlers from the state of Mississippi, known at first as Mississippi in Africa. In a short time some friction arose between these different colonies, but in 1837 all the settlements, except Maryland, joined the Central Government. Maryland insisted on retain-

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[22]*Ibid.*, p. 18.

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ing its independence and did not enter the Union until 1857.[23]

Up to 1847 the government of the Commonwealth was directed by the American Colonization Society, which was a private organization. Liberia's right to exercise the powers of government were soon challenged by Great Britain. In 1843 the British Minister declared to the United States Secretary of State that certain differences between British traders and the authorities of Liberia rendered it necessary, in order to avert serious trouble in the future, that her majesty's government be informed of the degree of official patronage and protection that the United States government extended to the colony of Liberia. How far, if at all, the United States government recognized the colony of Liberia as a national establishment was also questioned by the British Minister.[24]

It was obvious that the United States had given both aid and protection to the early colonists. Also, the American government gave official assistance to the founding of the African Republic when Congress, in an Act in 1819, authorized the President to employ American armed vessels for suppression of the slave trade along the African coast. The United States government appointed agents resident on the coast of Africa to receive recaptured Africans.[25]

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[23]Maugham, op. cit., p. 65.

[24]American Journal of International Law, IV (1910). Washington D.C.: The Society, 1921, p. 211.

[25]United States Statutes at Large, III (1813-1823). Boston: Little Brown & Co., 1861, p. 532.

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In addition, President James Monroe sent two agents to cooperate with the American Colonization Society. The American government also aided in sending nearly 6,000 freed Africans to the country. The American government, also, on several occasions, sent cruisers to assist the Liberian government in the suppression of native revolts and to prevent foreign intervention.[26]

In reply to the British Minister's inquiry, the United States Secretary of State asserted that his government regarded Liberia as occupying a peculiar position and as possessing claims to the friendly consideration of all Christian powers. He also stated that the United States would at all times be prepared to interpose its good offices to prevent any encroachment by the colony on any just right of any nation; also, that it would at all times be very unwilling to see it despoiled of its territory rightfully acquired in the exercise of its necessary rights and powers as an independent settlement.[27]

After considerable discussion, it was agreed by those most interested in the colony, as well as the settlers themselves, that a fully independent government should be organized. The American Colonization Society severed all political connections with Liberia in 1846.[28]

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[26]Richardson, op. cit., pp. 187-191.

[27]United States Statutes at Large, op. cit., p. 214.

[28]Richardson, op, cit., pp. 59-63.

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On July 26, 1847, a declaration of independence was made by the settlers as a result of pressure from the British government. They recited their desire and their right to establish the Republic of Liberia. The Constitution was drafted with the constitution of the United States serving as a model. It contains a declaration of rights, defines legislative and executive powers, and outlines the organization of a judicial department much in the same fashion as the United States Constitution.[29]

The flag of Liberia is also patterned after that of the United States. It is red, white, and blue and consists of six red and five white alternating stripes, indicating the eleven signatories of the Declaration of Independence. There also is a single white star on a blue field in the corner near the spearhead of the staff.[30]

Great Britain was the first government to recognize the independence of Liberia in 1848. France, Prussia, and a number of European countries did so shortly afterwards. The United States, however, did not officially recognize Liberia until 1862.[31]

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[29] Ibid., pp. 63-72.

[30] Ibid., p. 73.

[31] Strong, op. cit., p. 36.

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The Department of Justice

The Department of Justice was one of the first cabinet departments created by an act of legislature in 1848.

The original organization of the Department of Justice consisted of the office of the Attorney General, who was the executive head of the Department, and offices of County Attorneys and District Attorneys for each county and district.[32] These officials were appointed by the President with the advice and consent of the Liberian Senate.

The Department of Justice was established as the branch of government which was empowered to conduct the legal affairs of the Republic and represent the government's interests in all cases before the Supreme Court and represent the government in all criminal cases in the respective counties and districts.[33]

As changes came about over the years and as the responsibilities of government increased, the Department was modernized in 1956 to keep pace with the diverse functions of the Republic. The present organization of the Department of Justice is shown on Chart I following.

Today the Attorney General is still the executive head of the Department of Justice, a member of the President's

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[32]McCants, T. and Stewarts. Revised Statutes of the Republic of Liberia (1848-1911). Paris: T. McCants and Stewarts, 1928, p. 604.

[33]Ibid., pp. 806-807.

Chart 1. Present Organization of the Department of Justice

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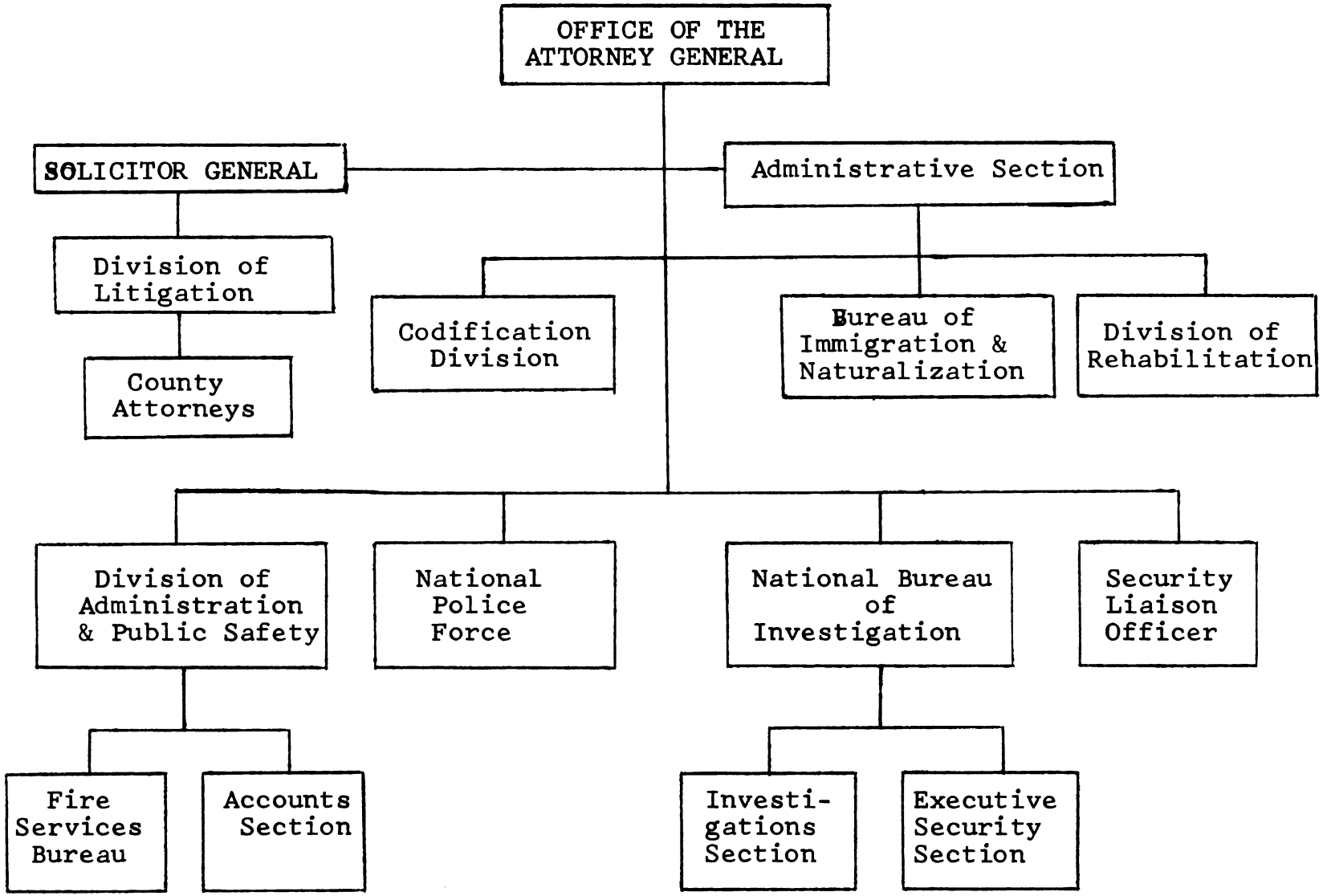
Chart I. Present Organization of the Department of Justice



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Cabinet, and principal legal advisor to the Republic.[34] He is in direct command of the National Police Force and the National Bureau of Investigation, both of which are headed by Directors.[35]

The Solicitor General is the principal assistant to the Attorney General. He argues major cases to which the Republic is a party, and exercises direct supervision over the Division of Litigation.[36]

One Assistant Attorney General heads each of the following units of the Department of Justice: (1) Division of Litigation; (2) Codification; (3) Division of Rehabilitation; (4) Bureau of Immigration and Naturalization; and (5) Bureau of Administration and Public Safety.[37]

In brief, the present activities of the Department of Justice are: (1) conducting the legal affairs of the Republic, including representing the government's interests in civil litigation and prosecution of accused offenders; (2) rendering legal advice to the President of the Republic and principal officials of government; (3) providing police and fire fighting services; (4) providing security and criminal in-

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[34]Konvitz, Milton R. (ed.). Liberian Code of Laws of 1956. Vol. II. Ithaca, New York: Cornell University Press, 1957, p. 542.

[35]Ibid., p. 549.

[36]Ibid., p. 543.

[37]Ibid., pp. 543-545.

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vestigative services; (5) enforcing immigration and naturalization acts and regulations; (6) operating jails and prisons; and (7) registering certain legal documents.

In the conduct of most of these activities, the department works closely with the courts. However, the latter have full control of their own operations.[38]

History of Police Services

There was no police organization during the early settlement of the Republic. Every man was a policeman in his own right. Those who did wrong and were captured, trial was by ritual.[39]

From 1822-1912, law enforcement was essentially performed by the hue and cry system. There were no magistrates but only justices of the peace.

Because it was cumbersome for every person in the cities within the Republic to be serving precepts, the office of the constable was created in 1834. Constables were charged with maintaining law and order in each city or settlement and serving the courts of justices of the peace and courts of precepts. Consequently, the first system of police service in the Republic of Liberia was not national in scope but

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[38] Ibid., p. 542.

[39] Thompson, Lt. Col. Wm. T. History of the National Police Force. Monrovia: National Police Force Headquarters, 1961 (mimeographed), p. 1.

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local and decentralized.[40]

In 1835, the first mayor was elected in the City of Monrovia. The mayor, elected bi-annually, was the chief executive in charge of constables and security functions.[41]

The appointed officers of the city government included constables with the advice and consent of the city council from 1848-1849.[42]

The City of Monrovia, which actually at the time represented the over-all picture of Liberian life, was then divided into three wards with each ward having a justice of the peace. The local government of each ward of the entire city was administered by a mayor and aldermen. The wards were divided into: (1) East; (2) Central; and (3) Snapper Hill.

The local government of mayoralty continued until 1922 with constables under a chief constable. At that time, there were 15 constables in the City of Monrovia.[43]

By the end of 1923, the previous system of law enforcement was abolished. It was succeeded by the Monrovia City Police by creation of the Commonwealth District of Monrovia under the commissioner and a board among which was the super-

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[40]McCants, T. and Stewarts, op. cit., p. 648.

[41]City of Monrovia, op. cit., p. 23.

[42]Loc. cit.

[43]Ibid., p. 7.

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intendent of police. The Board also included magistrates and health inspectors.[44]

Up to 1924 the constables and police had no salaries but were paid on commission basis from services rendered when some money was paid by the individual concerned. Despite these shortcomings[45] the strength of the Monrovia City Police increased from 15 to more than 45 uniformed and plainclothes officers in 1948.

A. Creation of the National Police Force

Liberian police services, like other public services of the free world, are built upon the premise that police work is a public service, that the police have a great responsibility to assist their fellow citizens who, in turn, have a responsibility to give the police the support and respect they deserve. The President of Liberia has constantly supported modern police concepts and programs.

In 1949, the government of Liberia undertook complex responsibilities, both internally and externally. The need for a better police system which would be conducive to the present system of government became necessary. Therefore, the local police system typified by the mayoralty scheme was abolished by law and a national police force was created

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[44] *Loc. cit.*

[45] Not peculiar to the beginning of any primitive police system.

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under the leadership of one chief of police for the entire country.[46] The first commissioner of the National Police Force was appointed.

The first organized and trained police service unit on the national level in the history of the Republic was the Liberian Frontier Force, now called Liberian National Guard. It was originally created by an Act of Legislature in 1908.[47] Major Mackey Cadell, a British military officer, was appointed by the Liberian government to organize the Force.[48]

The Liberian Frontier Force was organized for the purpose of maintaining peace and order. The Force was also established to prevent invasion and raids by the aborigines of the Republic into the territories of neighboring states. It was to suppress inter-tribal enmities, to keep roads open for trade and travel, and to enforce laws and regulations as were then or as thereafter would be passed. These laws and regulations were relative to the aboriginal population. The force was to be used in such scientific services as the mapping of the interior, the exploration of rivers and their watersheds, laying out a road from the interior to the coast, and carrying out such other duties of scientific and economic

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[46]Richardson, op. cit., p. 224.

[47]McCants,T. and Stewarts, op. cit., pp. 879-880.

[48]Dean, Colonel David F. M. Organization of the Liberian Frontier Force. Monrovia: Department of National Defense, 1958, (mimeographed), p. 2.

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[49] Ibid.,

[50] Loc. c

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character as the President required.[49]

In addition to its duties as prescribed by statutes, the Liberian National Guard today operates generally as a constabulary boundary police force. It renders all lawful aids in facilitating, insuring and safeguarding the collection of revenues, protecting persons and property, and compelling obedience to the country's laws. The Liberian National Guard guards and protects the coast. The Force performs such other duties as guards of honor to diplomats and high ranking personages of foreign governments, and above all, it provides security to the Chief Executive at the Executive Mansion.[50]

Four former heads of the National Police Force were originally ranking members of the Liberian Frontier Force.

Under recent legislation, the Liberian National Guard is the first line of the country's defense operating under the Department of National Defense.[51]

The National Police Force was organized by Leon M. Jordan, a member of the Kansas City Police Department, who was employed by the Liberian government to create it. During the process of the organization, Jordan, who was known as police specialist to the government of Liberia, recommended

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[49] Ibid., p. 32.

[50] Loc. cit.

[51] Konvitz, Milton R. (ed.). Liberian Code of Laws of 1956. Vol. I. Ithaca, New York: Cornell University Press, 1957, p. 85.

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six ranking members of the force who had successfully passed the competitive examination, to proceed to the United States for further training. Upon their return, they were placed in high positions in the organization. One of them was formally appointed Commissioner of Police and another was appointed Senior Deputy Commissioner of Police.[52]

Only since 1949 have educated young men and women been induced to join the police force. Previously, the force was not attractive to the literate individual because the pay was extremely low and facilities were very poor.

The present strength of the National Police Force is 507 men, 404 of whom are stationed in Montserrado County.[53] Chart II shows the present organization of the National Police Force.

B. United States Public Safety Program

The Agency for International Development public safety program (until recently the International Cooperation Administration) is carried out in conformance with the congressional "statement of policy" set forth in the preamble of the mutual security Act of 1954, as amended, and Title 3 entitled "Technical Cooperation." The program is designed to support the

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[52]Richardson, op. cit., pp. 224 and 319.

[53]Annual Report of the Director of the National Police Force, Fiscal Year 1961. Monrovia: National Police Force, 1961 (mimeographed).

Chart II. Present Organization--National Police Force of Liberia

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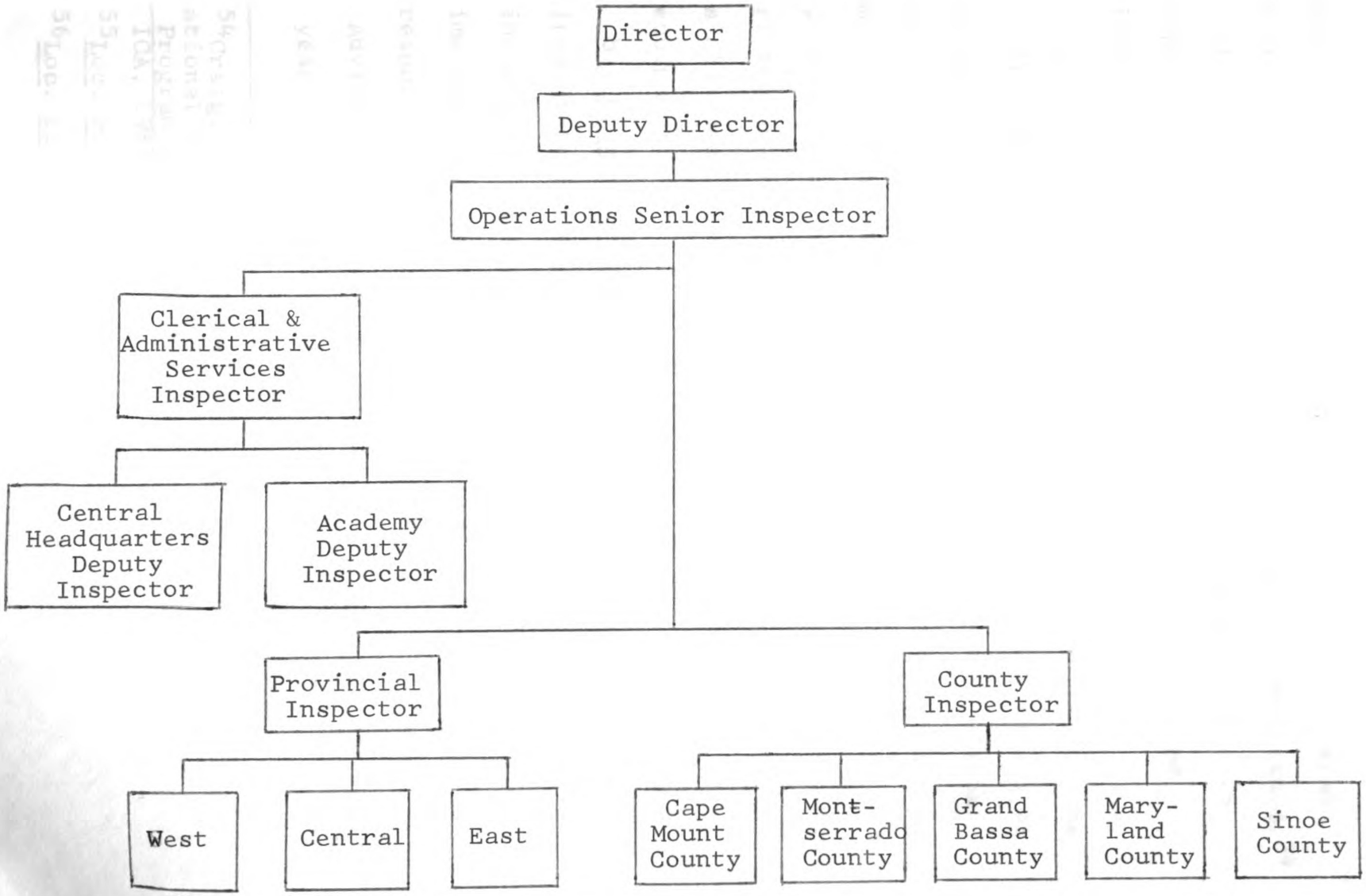
Chart II. Present Organization--National Police Force of Liberia



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attainment of the objectives of the mutual security program through technical advice, training, and commodity assistance.[54]

The purpose of the public safety program in Liberia is to improve the organization, training capabilities and operations of the National Police Force.[55]

a. The Mission of the Program. The objective of the Public Safety Program is to assist the civil police forces of cooperating countries to maintain law and order and internal security by providing technical advice, establishing training programs, bringing selected police officers to the United States, and in some instances, sending them to third countries for strictly on-the-job training, and by providing minimum amounts of essential transportation, communication and scientific equipment.

b. Origin of the Public Safety Program in Liberia. The United States Public Safety Program in Liberia has been in operation since fiscal year 1957. The staffing pattern at that time called for a Chief Advisor, a Deputy Chief Advisor (also responsible for training activities), and a Communication Advisor. The staffing pattern at the present time, fiscal year 1962, consists of:[56]

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[54]Craig, John T. Liberia/Sierra Leone Desk Officer, International Cooperation Administration, The ICA Public Safety Program in Liberia, Department of State. Washingtion, D.C.: ICA, 1961, p. 1.

[55]Loc. cit.

[56]Loc. cit.

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1 Chief Public Safety Advisor

1 Public Safety Advisor (Communications)

1 Public Safety Advisor (Rural)

1 Public Safety Advisor (Investigations)

2 Public Safety Advisors (Training)

1 Public Safety Advisor (Identification & Records)

c. Accomplishments of the United States Public Safety Program. The following are some of the specific targets envisioned by the project, which have been to a certain extent accomplished:[57]

1. Completion of installation of police communications system in Monrovia.

2. Reorganization of the National Police Force.

3. Expansion of recruit training using the facilities of the new police academy through the efforts of United States trained police officers and United States advisors.

4. Completion of a police training course by 7 Liberian police officers in the United States since 1958.

5. Completion of a central records system for the National Police Force.

6. Construction and dedication of the new police training academy which was built using Joint Commission funds in 1961.

The total cost of the Liberian Public Safety program

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[57] Ibid., pp. 1-3.

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through fiscal year 1960 (June 30, 1960) is $324,000. A total of $250,000 was programmed for fiscal year 1961, including the training academy activities:[58]

Technicians.....	$135,000
Commodities.....	34,000
Other Costs.....	81,000
Total	$250,000

C. Other Organizations Performing Police-Related Services

The following are some divisions of the Liberian government which carry on some police services:

1. Bureau of Immigration and Naturalization which enforces immigration and naturalization laws.
2. The Bureau of Labor which enforces acts and regulations of labor.
3. The National Bureau of Investigation.
4. National Public Health and Sanitation which enforces health laws and regulations.
5. The Fire Brigade which has been, until recently, a branch of the National Police Force.
6. Executive Action Bureau.
7. Statistics Bureau.
8. Executive Mansion Special Security Police.
9. The Liberian Coast Guard.

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[58] Ibid., p. 4.

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D. History and Development of National Bureau of Investigation

Despite Liberia's 116 years of history as a free sovereign and independent state, the development of a modern police system, particularly in the investigative area *per se*, has been relatively new and rather slow. However, Liberia is not alone in the slow development of a law enforcement agency of this type. As old as England is as a sovereign state, a criminal investigation agency was not established on the Metropolitan Police Force until August, 1842.[59] The United States Secret Service was not established until 1865,[60] and it is considered the oldest Federal law enforcement agency in the country. The Federal Bureau of Investigation was not established until 1908,[61] 133 years after the independence of the United States.

The first modern police system with a national investigation division in the Republic was created by Act of the Legislature in 1949 as a part of the National Police Force of Liberia. This section is called the Detective Division, headed by a Chief of Detectives.[62]

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[59]Reith, Charles. *A New Study of Police History*. Edinburgh: Oliver & Boyd, 1956, p. 221.

[60]Baughman, U. E. *The U.S. Secret Service*. Washington, D.C.: Bureau of Secret Service, 1958, p. 1.

[61]Whitehead, Don F. *The FBI Story*. New York: Random House, 1956, p. 13.

[62]Konvitz (ed.), Vol. II, *op. cit.*, p. 550.

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Just as in every other newly developing country, the important role that the police play in an organized society was not given much thought by most Liberians during the early establishment of the system. Therefore, most of the authorized strength of the police system was composed of illiterate people. The very poor conditions under which the police worked and the very low pay, as forementioned, were largely responsible for the reluctance of literate men to apply for positions on the force. The police were held in low esteem until 1949 when the National Police Force was created.

Respect for the police and the necessity to have a specialized law enforcement agency to assist the National Police Force became evident when an attempt was made on the life of the President of Liberia on the night of June 22, 1955, when some members of the National Police Force prevented the possible assassination of the Chief Executive by disarming the would-be assassin.[63] There was a demand to create a supplemental force of the National Police Force that would be trained specifically to perform functions similar to the Federal Bureau of Investigation and the Secret Service of the United States.

This event largely contributed to the immediate

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[63]Liberian Information Service. The Plot that Failed, The Attempted Assassination of President Tubman. London: Staples Printers, Ltd., 1959, pp. 5-6.

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creation of a Special Services Bureau for better and professional protection of the lives of the President, his immediate family, and other dignitaries. It also contributed to investigating and bringing to trial all enemies of the government. Similar types of events led to the creation of the Federal Bureau of Investigation and the Secret Service. It was also this type of event that prompted the creation of the United States Secret Service on July 5, 1865. During the American Civil War it was estimated that one-third of the money in circulation was counterfeit. United States notes, greenbacks, and the national bank notes, which were issued as the new federal currency in 1863, were being imitated in large quantities.[64]

The primary responsibility of the Secret Service--that of Presidential protection--came immediately after President McKinley was assassinated in 1901. Agents of the Secret Service were then charged with the safety of United States presidents.[65]

The Federal Bureau of Investigation was also created, despite opposition from congressmen, because of a pressing need to prevent federal crimes that were not covered by the Secret Service. They included such crimes as the purchase and sale of securities, bankruptcy, fraud cases, and crimes

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[64]Baughman, op. cit., p. 1.

[65]Ibid., p. 2.

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associated with the crossing of state boundaries and commercial vice investigations.[66]

For the short time it has been in existence, the National Bureau of Investigation has served as an undercover police security force charged with the security of the state, investigation of crimes against the government, maintaining an intelligence operation, and providing protective security personnel for the President and other dignitaries. The National Bureau of Investigation has performed numerous miscellaneous duties ranging from deporting undesirable aliens for the Bureau of Immigration and Naturalization to performing some responsibilities which fall normally under the jurisdiction of the National Police Force.[67]

Realizing the insecurity of the state without a specialized law enforcement agency to handle the situation, President Tubman, in 1958, established an investigative arm of the Department of Justice that would be capable of covering the security responsibilities of the Republic which were not assumed by the National Police Force. He secured the services of two United States police officers to organize the

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[66]Lowenthal, Max. The Federal Bureau of Investigation. New York: William Sloane Association, Inc., 1950, pp. 10-22.

[67]Special Commission on Government Operations. Technical Staff, Public Administration Service, Department of Justice Administrative Survey Report. Monrovia: Special Commission on Government Operations, January, 1962 (mimeographed), p. 9-10.

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Bureau.[68] These police specialists were Lt. A. Wilson Edwards of the Louisville, Kentucky, Special Services Squad, who was the Director, and Walter P. Upshur of the New York City Police Department, who was the Assistant Director.

a. Definition of National Bureau of Investigation. For the purpose of its organization and functions, the term National Bureau of Investigation is construed to mean and include any subdivision of a government that is charged with making a systematic inquiry of matters of national security and subversion, investigations for various departments of government which have no investigative staff of their own, cooperating with and assisting other investigative law enforcement agencies where needed in solving crimes which require nationwide investigation and intelligence work and political investigation and offering protective security personnel for the Chief Executive and other designated dignitaries.

b. Need of a National Bureau of Investigation. A National Bureau of Investigation is essential to any state because it is upon the investigative division that falls the duty of solving crimes and apprehending and prosecuting the

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[68]Public Safety Division, United States Agency for International Development, Operational and Administrative Survey. National Bureau of Investigation (formerly Bureau of Special Services) and Executive Mansion Special Security Police. Monrovia: A.I.D. Headquarters, February, 1962, (mimeographed), p. 2.

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type of criminals it is by law authorized to investigate. A National Bureau of Investigation is further necessary for the preservation of the sovereignty and independence that a state struggles so hard to gain. It is essential for internal security against subversive agents.

c. The Significance of a National Bureau of Investigation to Liberia. An organization like the National Bureau of investigation is most important to Liberia because, first of all, the fact that it efficiently exists and the agents professionally qualified are around on the spot to detect and prevent what criminal plans may be underway, prevent crime and disorder. Nobody who is sane commits a crime if he is certain that there is a vigilant policeman looking on or just around the corner. If an organization of this type were in existence during June 22, 1955, with efficient personnel, the attempt made on the life of the President could have hardly taken place. The situation possibly occurred because the plotters knew the weaknesses of the police in terms of the personnel and their professional qualifications. The would-be assassin might not have been able to enter the Executive Pavilion unnoticed, as conspicuous as he was, more or less to get as close as six feet from the President.

Agents on the beat have a lot more to do than merely walk along. They must keep their eyes and ears open. Through this, they learn many things that may be useful in preventing

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The National Bureau of Investigation is further important to Liberia because it is supposed to be organized of specially trained, well-disciplined and dedicated men and women. It was established to have an extraordinarily qualified unit of super police officers drilled in the fine art of security, detection, and investigation, with abilities and capabilities developed over and above the average police officer in the nation.[69]

Summary

After few years of existence with many handicaps, the National Bureau of Investigation appears to be gaining public support by pursuing its mission of maintaining internal security, peace and order, and providing maximum assistance to the various law enforcement agencies of the Republic, under its motto, "Ever Vigilant."

The foregoing description has presented a basic idea of the past and current events of the Republic of Liberia, Department of Justice, the National Police Force, the Liberian Frontier Force (now called Liberian National Guard), the United States Public Safety Program to Liberia, and the National Bureau of Investigation. A detailed survey of the

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[69]Edwards, Lt. A. Wilson. "A Handbook for Special Services." Monrovia: Special Services Bureau, 1958 (Mimeographed), p. 2.

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CHAPTER II

THE PRESENT ORGANIZATION OF THE NATIONAL BUREAU OF INVESTIGATION

The present organization of the National Bureau of Investigation, depicted in Chart III, is identical to that which marked its parent organization, the Bureau of Special Services.[1] Its present strength is 64 sworn members and 12 civilians. All sworn members work in plainclothes assignments. The present rank structure and number of positions authorized for each rank in the National Bureau of Investigation appears in Table I.

Divisional Structure

There are four major divisions in the National Bureau of Investigation: (1) The Security Division; (2) The Fact-Finding Division; (3) The Investigation Division; and (4) The Personnel and Records Division.

A. The Security Division

The Security Division, numerically the largest of the four divisions, is headed by a Special Agent-In-Charge. There are 42 agents who are engaged in protective security details assigned to the Executive Mansion, the Vice President, the

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[1]Edwards, Lt. A. Wilson. "Prospectus for Special Services, An Investigative and Security Agency of the Department of Justice." Monrovia: Special Services Bureau, 1958, (Mimeographed), p. 1.

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Chart III

THE PRESENT ORGANIZATION OF THE
NATIONAL BUREAU OF INVESTIGATION

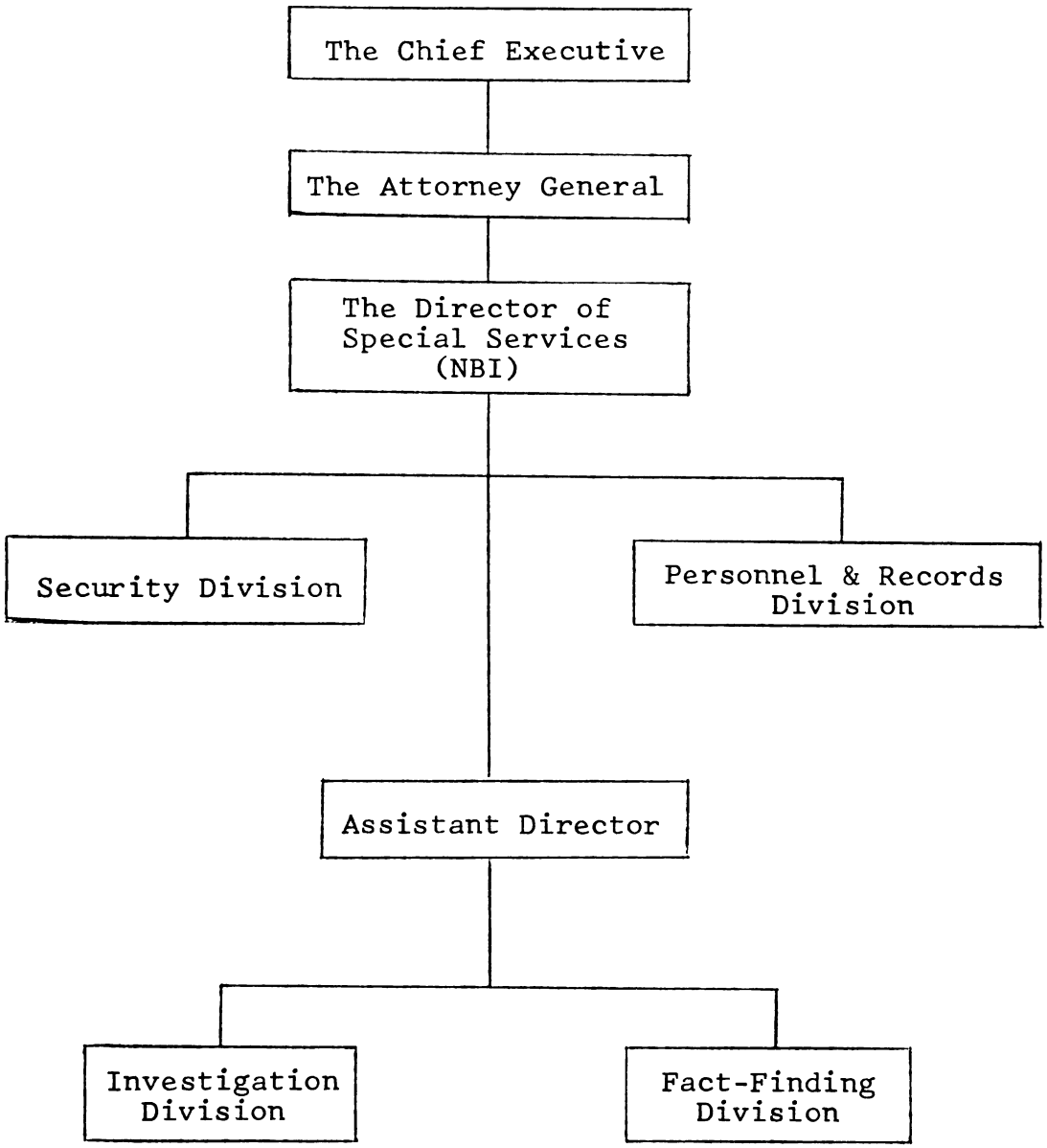

TABLE I

PRESENT RANK STRUCTURE AND NUMBER OF AUTHORIZED POSITIONS
IN THE NATIONAL BUREAU OF INVESTIGATION

	Office	Office	Field	Investi-	Personnel

TABLE I

PRESENT RANK STRUCTURE AND NUMBER OF AUTHORIZED POSITIONS
IN THE NATIONAL BUREAU OF INVESTIGATION

	Office of Director	Office Asst. Director	Security Division	Fact-Finding Division	Investi-gation Division	Personnel & Records Division	TOTAL
Director	1						1
Assistant Director		1					1
Special Agents-In-Charge			1	1	1	1	4
Special Agents		1	3			2	6
TOTAL RANKING PERSONNEL	1	2	4	1	1	3	12
Agents			42	5	5		52
Agent Photographer	1						1
Bookkeeper		1					1
Chauffeur	2	2					4
Filing Clerk						1	1
Secretary	1						1
Typist		1					1
Messengers						3	3
TOTAL ENLISTED AND CIVILIAN	4	4	42	5	5	4	64
AGGREGATE	5	6	46	6	6	7	76

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Speaker of the House of Representatives, and provide protection for official visitors. The Security Division works three eight-hour watches with three Special Agents-In-Charge of each eight-hour shift.[2]

B. The Fact-Finding Division

The Fact-Finding Division builds and maintains files on rumors, individuals, organizations, and serves as the Bureau's news service clipping agency. This Division is supervised by a Special-Agent-In-Charge who has a staff of four agents.[3]

Four of the five men work during the day while one works from 4:00 P.M. until 12:00 Midnight so that the Division's files may be available 16 hours each day. The Division also maintains files on known agitators, firms, investigates rumors and keeps abreast of activities of visitors and requests and checks records from foreign police departments[4] through cooperation with Interpol.

C. The Investigation Division

The Investigation Division is supervised by a Special Agent-In-Charge who directs the activities of four agents. The five men of this Division are charged with conducting

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[2]Ibid., pp. 1-2.

[3]Ibid., pp. 5-6.

[4]Ibid., p. 6.

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investigations and seeking information and enforcing national criminal laws. This Division is also responsible for detecting subversive individuals, traitors, revolutionists, and enemies of the Republic.[5]

The agents of this Division report to work at 8:00 A.M. every day for assignments and prepare reports on activities of their most recent tours of duty. These agents may also be assigned to provide security for official visitors in addition to their regular duties.[6]

D. The Personnel and Records Division

The Personnel and Records Division is staffed by one Special Agent-In-Charge, one filing clerk and one secretary.[7] The members of this Division work one eight-hour day shift per week. When necessary, this Division assists in the protection of official visitors. The supervisor of this Division is also charged with keeping the personal and official records of all Bureau personnel, training all personnel in the most modern methods, giving efficiency examinations for promotions, and setting up trial boards for National Bureau of Investigation personnel accused of violations or infractions of the Bureau's rules and regulations. This Division also performs fiscal

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[5]*Ibid*., p. 63.

[6]*Ibid*., p. 5.

[7]*Loc*. *cit*.

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duties, such as preparing the agency budget, payroll, and purchasing of supplies.[8]

E. The Director of the National Bureau of Investigation

The Director of Special Services of the National Bureau of Investigation is appointed by the President and serves at his pleasure with the advice and consent of the Senate. He is directly responsible to the Attorney General.[9]

The Director's responsibilities include:[10]

1. Serving as top administrative officer of the Bureau.
2. Keeping the Bureau functioning efficiently.
3. Establishing policies for the Bureau.
4. Establishing disciplinary measures.
5. Supervising the rules and regulations.
6. Instituting investigations for any inadequacy in the Bureau.
7. Making an annual report of the Bureau to the Attorney General.

F. The Assistant Director of the National Bureau of Investigation

The Assistant Director of Special Services is second in command of the Bureau and immediate assistant to the

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[8]Public Safety Division. "U.S. Agency for International Development," op. cit., p. 12.

[9]See Appendix A.

[10]Edwards, Lt. A. Wilson. "Rules and Regulations for Agents Manual." Department of Justice. Monrovia: Special Services Bureau, 1958 (Mimeographed), p. 2.

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Director.[11] His duties include:[12]

1. Directing all personnel of the Bureau.
2. Commanding the Bureau in the absence of the Director.

G. The Headquarters of the National Bureau of Investigation

The Headquarters of the National Bureau of Investigation is located in Monrovia. The building in which the National Bureau of Investigation is housed is temporarily leased. It is situated at the corner of Gurley and Front Streets. The Headquarters building where all the administrative plans are made has approximately nine agents and 11 civilian employees.

H. The Concept of the National Bureau of Investigation Staff Organization

The National Bureau of Investigation, although created by law to handle criminal cases which do not normally fall within the jurisdiction of the National Police Force, as previously mentioned, is fundamentally performing National Police Force organization duties. As such, it is one of the major law enforcement agencies of the Department of Justice. Its headquarters organization is patterned after the concept of staff organization employed by the National Police Force.

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[11] *Ibid.*, pp. 1-2.

[12] *Ibid.*, p. 2

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Under this concept, the staff includes the Director, the Assistant Director, and the personnel staff. To understand this concept, it is necessary to be familiar with the procedures and functions of the staff divisions.

a. Staff Functions and Procedures. Staff command is the giving of orders by an agent who has no authority in his own right but who performs the routine tasks of command as a service for principle.[13]

Line command is the giving of authority by the Chief to his immediate subordinates who, in turn, relay that authority to their subordinates down the line of direct control to the lowest point of authority. The staff concept is not complicated in operation and it does not involve any difficult relationships when the lines of control are clearly stated and understood. It consists of the superior officer conducting the efforts of his immediate subordinates by direct written or oral order.[14]

Supervision of associates by a higher ranking officer is the process of overseeing the execution of their responsibilities for the purpose of directing them in the accomplishment of their tasks. The superior officer is given authority to order the immediate rectification of any derelictions that he may come across.

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[13]International City Managers' Association. Municipal Police Administration. Chicago: Brock & Rankin, Inc., 1961, pp. 60-61.

[14]Municipal Police Administration, 1961, op. cit., pp. 70-79.

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Supervision is very important to effective operation. Therefore, it is necessary to state that every individual at the level of execution should be under the direct command of a higher ranking officer.[15] While the superior cannot keep the subordinates in his actual presence at all times, he should be constantly around to assist them, and he should make frequent and irregular checks on their performance.

The distinguishing feature of staff supervision is that it is an advisory relationship outside the regular hierarchy of command and responsibility. Thus, a supervisor may review the work of another employee who is responsible to another superior officer but who is, for the time being, engaged in work falling within the jurisdiction of the supervisor.

Staff supervision is provided by an officer who is acting in staff capacity; he does not have direct control of the subordinate. The staff supervisor does not have the authority to make immediate correction of a dereliction. He may discuss the matter with the subordinate and point out errors and suggest improvements, but he lacks authority to take disciplinary action or to give a command (except under the previously mentioned conditions when the purpose or reputation of the department is in jeopardy). The staff

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[15]Wilson, O. W. Police Administration. New York: McGraw Hill, 1950, p. 54.

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supervisor, instead, must report his findings through designated channels for action. When tactfully administered, staff supervision is nearly as effective as direct command. Its success is dependent on the personalities involved and on the spirit of the members of the organization.

So long as the relationships described above and channels or procedures are defined by department regulations, staff supervision does not violate the principle of unity of command. Much of the friction and misunderstanding that arises from staff supervision results from a failure of the members to understand its true nature. Those who exercise staff supervision must remember that they are not authorized to enforce policies and regulations but can only inform, suggest, or assist. Most of the friction that arises can be avoided if the Chief holds regular staff meetings to explain the relationships and discuss the problems of division heads as they occur. A typical staff-type responsibility which falls to members of the National Bureau of Investigation headquarters is to prepare and issue essential orders and supervise their execution.

b. Staff Components. The immediate commanding officer of the Security Division is, as was previously stated, a Special Agent-In-Charge. He works at the headquarters and is directly responsible to the Director. Three special agents serve as his immediate assistants, one in charge of each of three eight-hour shifts. In this respect,

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orders from the Director are given directly to the Special Agent-In-Charge for his Division and he, in turn, hands over these orders to the special agents under his command who pass the orders on to the agents.[16]

The Fact-Finding Division, as cited in the preceding pages, is also headed by one Special Agent-In-Charge. He commands only four agents, there being no intermediate (special agent) command personnel. The leader of this Division is also responsible to the Director.[17]

The Investigation Division likewise, as stated earlier, consists of one Special Agent-In-Charge and four agents. The Chief of this Division is also directly responsible to the Director and passes on all orders from the Director to his agents.[18]

The Personnel and Records Division, as previously noted, is staffed by one Special Agent-In-Charge and four civilian employees who are under his control. He receives orders from the Director or Assistant Director and passes them down to his immediate subordinates.[19]

From the above illustrations the staff-type duty which Bureau staff members perform, such as preparing and

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[16]Edwards. Prospectus. op. cit., pp. 2-3

[17]Ibid., pp. 5-6.

[18]Ibid., p. 4.

[19]Ibid., pp. 1-5.

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Summary

Having seen how the present National Bureau of Investigation is organized and what the staff members' duties are, the next step is the analysis of the present organization presented in the following chapter. A thorough discussion is made of the many organizational defects and personnel problems, the result of which makes reorganization of the Bureau necessary.

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CHAPTER III

EVALUATION OF THE PRESENT ORGANIZATION OF THE NATIONAL BUREAU OF INVESTIGATION

The organization of the National Bureau of Investigation has been prescribed by the National Legislature.[1] But it is necessary to define the investigative role of the Bureau more clearly. An analysis of each of the divisions of the present organization of the National Bureau of Investigation is necessary to show the many defects on account of which a reorganization is necessary.

The Security Division

The Security Division, as previously stated, is staffed with 42 agents who are engaged in protective security details assigned to the Executive Mansion, the Vice President, and the Speaker of the House of Representatives respectively. While the number of personnel assigned to this Division is large, it does not seem out of proportion to their presently assigned responsibilities. For example, since the National Bureau of Investigation was organized, scores of individuals have been employed two weeks prior to every inauguration day to assist National Bureau of Investigation agents in giving protective security to the various dignitaries invited to witness the ceremonies. During the inaugural period, these men receive

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[1]See Appendix A.

almost identical privileges as regular agents of the National Bureau of Investigation. When the occasion is over, the men are immediately discharged. This system of hiring men for protective security is contrary to the principle of efficient and effective security and investigative procedure because they do not pass through the necessary screening processes for selection and they do not receive adequate training to do the job. This practice indicates the inadequate strength of the National Bureau of Investigation.

The present protective security details assigned to officials other than the President are under-staffed to afford real security. The control of these protective security details, most often, is handled by the official under protection rather than based on sound security principles.[2]

The greatest fault, and a serious security error within this field of protective security, is the practice of having two separate units equally charged with the responsibility for protection of the President--Executive Mansion Special Security Police under one Chief and the National Bureau of Investigation agents under a different Director.[3]

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[2]Public Safety Division. "U.S. Agency for International Development, Operational and Administrative Survey." National Bureau of Investigation (formerly Bureau of Special Services), and Executive Mansion Special Security Police. Monrovia: Public Safety Division, A.I.D., February, 1962 (Mimeographed), p.6.

[3]Loc. cit.

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These units are all separated despite the fact that a legislative act authorizes the Executive Mansion Special Security Police as a branch of the National Bureau of Investigation. This factor has caused misunderstanding in command, confusion of responsibility, disciplinary problems, and some lax security practices. The principle of unity of command is that an employee or an organization should be under the direct control of one and only one immediate superior. This principle also dictates that an operation requiring the action of two or more policemen must be under the direct control of only one immediate superior officer.[4]

A policeman, given conflicting orders by several superiors, becomes confused and inefficient; the orders are seldom harmonious because they are usually directed at different objectives. The importance of this principle in the process of coordination and organization must not be overlooked. In developing an organization structure, it is often tempting to set up more than one boss for an individual who is doing a job which has more than one relationship. The rigid adherence to the principle of unity of command may have its faults; these are, however, insignificant in comparison with the certainty of confusion which arises when the principle

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[4]International City Managers' Association. Municipal Police Administration. Chicago: Brock & Rankin, Inc., 1961, p. 57.

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The men who are presently assigned to these security details have not had adequate training in protective security. Agents who have a certain intelligence level can be trained, but one of the serious problems involved is the case of many security agents and uniformed police officers--the almost absolute disregard for personal responsibility and self-discipline. Also, the concept of "team play," or the cooperative spirit in coordinating all security activities is absolutely missing, with some exceptions, of course.

The assignment of agents for security duties in advance of the President's tour to another area of the Republic is, on the whole, good. The assignment of only one representative from the National Bureau of Investigation, charged by law for the protection of the President, to work on advance security plans for major visits to a foreign country is inadequate.[6]

The present method of selecting security personnel to travel in advance of a major trip by the Chief Executive is not proper. There is no clear-cut procedure for this selection which appears to be based more on favoritism than

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[5]Gulick, Luther and Urwick, L. (eds.). "Papers on the Science of Administration." New York Institute of Public Administration. New York: Columbia University, 1937, p. 9.

[6]Public Safety Division. U.S. A.I.D., op. cit., p. 7.

on the capability of the individual. The Director of the National Bureau of Investigation is the person most competent to assign personnel because it is his responsibility to know the professional capability of the personnel of the Bureau.

The Fact-Finding Division

Overlap between the duties of the Fact-Finding and the Investigation Divisions has led to a wasteful and inefficient practice. The efficiency factor has been eroded in the practice of both divisions conducting preliminary investigation on cases where the suspect is not known. Upon the identification of the suspect, the investigation to this point is written and forwarded to the Investigation Division. The Investigation Division then initiates its own investigation to conclude the case. This is costly in time; wasteful in agent manpower and clerical work, and results in duplicate files on the same case in two divisions of the same agency. In general, this is an inefficient method of conducting any investigation.[7]

One need of basic importance to any organization concerned with internal security is the background investigations of its own employees to determine their loyalty, character, and reliability.[8] Although forms are available

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[7]International City Managers' Association, op. cit., pp. 286-287.

[8]Floherty, John J. Inside the FBI. New York: J. B. Lippincott Company, 1943, p. 103.

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for this purpose, the investigations have not yet been conducted.

This division needs a complete readjustment into a special investigation section with specially prescribed duties covering designated offenses.

The Investigation Division

The Investigation Division has a broad and indefinite jurisdictional responsibility which has led to confusion between it and the Fact-Finding Division, Detective Division of the National Police Force, as well as with the Bureau of Statistics and Executive Action Bureau. A positive understanding of the investigative jurisdiction among these divisions, as well as that of other agencies, would be much towards the improving of law enforcement and security within the Republic.

This practice is a violation of the sound principles or organization. A police unit is organized for the purpose of facilitating the attainment of objectives. Organization is the arrangement of persons with a common purpose in a manner to enable the performance by specified individuals of related tasks grouped for the purpose of assignment and the establishment of areas of responsibility with clear-cut channels of communication and authority. Hence, the principles violated here are: (1) The work is not apportioned among the various units according to some logical plan; and (2) Lines of authority and responsibility are not made as

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To point out the necessity for definitely assigned jurisdictional responsibility, the following statistics are recorded for 1961. These represent the overall number of cases investigated by the Bureau of Special Services during 1961:[10]

Type of Case	No.
Assault	2
Bribery	1
Counterfeiting	4
Counter-Subversive	14
Fraud against Government	1
Fugitive	4
Immigration Violations	12
Murder	2
Attempted Murder	1
Narcotics	9
Personnel Infractions	5
Protective Security	4
Postal Violations	1
Pocket Picking	1
Slander	1
Sodomy	1
Smuggling	1
Theft (larceny)	15
Threats	3
Total Cases Worked in 1961	82

It will be noted that with ten agents presently assigned to the Fact-Finding and Investigation Divisions, the annual caseload is approximately eight investigations per agent. This number is estremely low. A more realistic

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[9]International City Managers' Association, op. cit., p. 45.

[10]Public Safety Division, U.S. A.I.D., op. cit., p. 10.

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figure would be at least eight cases per agent a month. The total number of 82 investigations for the year is unreasonably low and indicates that more effort must be made to detect and investigate offenses occuring within the state.

From the above statistics, it is observed that several investigations that were conducted during 1961 are what are normally referred to as "police-type crimes." The use of National Bureau of Investigation agents for investigation of these types of offenses is not in accordance with the purpose for which the Bureau was originally established.

Another problem, damaging to efficient investigative processes, is the failure to allow operational control of cases under investigation to rest with the supervision of the section conducting the investigation. This situation is also a violation of the fifth principle of organization which states, "Responsibility cannot be placed without delegating commensurate authority, and authority should not be delegated without holding the user to account for the use he makes of it."[11]

Personnel and Records Division

For the time being, the staff members of the Personnel and Records Division are either inadequately trained, lack understanding of their responsibilities, or lack the basic

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[11] International City Managers' Association, op. cit., p. 45.

ability to perform their assignment.[12] For example, a random sampling of the personnel files disclosed the following deficiencies:[13]

1. The form used for the recording of personal data on the employees is inadequate.
2. The professional history or service progress within the Bureau has not been recorded on the employees.
3. Some files contain sick-slips and excuses which were not filed orderly or recorded.
4. Some of the personnel files contain operational criminal investigative reports.
5. Information in the personnel files is not filed by date.
6. A record of results of fines, suspensions, or other disciplinary actions is not always in the personnel file of the employee concerned.
7. Three application forms, and questionnaire for employment, and examination for position of agent all require personal data to a large degree.[14]

This division is an important one in this organization because it furnishes the administrative logistical support for the investigative and security units. Without standardized procedures within this division, the investigative and security branches cannot be expected to operate at maximum efficiency.

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[12]Public Safety Division. U.S. A.I.D., op. cit., p. 12.

[13]Loc. cit.

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The most serious failing within this division is the lack of standardized employment and personnel practices. Persons who possess very limited capabilities are sent, by some government officials, to the National Bureau of Investigation for employment.[15] This causes difficulties in properly disposing of these personnel matters. The ability and training of the employees of this Bureau will determine its future value to the Republic. In conjunction with employment of adequate personnel goes the control of Bureau employees. The final decision as to appointment, discharge, assignment, promotion and discipline of the employees within the Bureau should rest solely with the Director, with notification reference reasons for such action furnished the Attorney General for his general information only.

Table I, which presented the present rank structure and number of positions authorized for each rank on the National Bureau of Investigation, disclosed that there are only 12 agents available for investigative assignments. This number is inadequate because of the heavy responsibilities that the division assumes. Further, in the event of any special activity or emergency, there is insufficient personnel in reserve to place on any such activity.[16]

The training standard of the present bureau personnel

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[15] Ibid., p. 13.

[16] Ibid., p. 14.

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is low[17] because of the lack of qualified National Bureau of Investigation instructors to perform the training. Such training as has been conducted by a few persons considered qualified has consisted of lectures as time and other duties permitted, and on-the-job presentation. That is how it is being done now.

The prime need observed for personnel assigned to this Bureau appears to be specific technical training[18] and a general orientation of their prescribed duties for efficient and professional performance. On any future training given this group, emphasis must be focused on professional discipline and responsibility.

One of the difficulties in judging the present employees' qualifications is the lack of a proven standard and the lack of reliable knowledge as to whether the qualifications listed by the employee are factual. This problem is coupled with the reorganization plans of this study to place the best qualified available personnel in the most responsible positions.

The Bureau's administrative records system is poor. For example, there is no standardized filing system within the agency. The following experiences gave evidence of this assumption: There are no equipment or supply accountability

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[17] Loc. cit.

[18] Loc. cit.

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records in existence for either expendable or non-expendable equipment or supplies. As a result, there is no means of estimating the amount of expendable supplies utilized or needed by the Bureau during any preceding period. There exists no way of determining the amount and type of equipment on hand other than by physical inventory. Non-expendable Bureau property has not yet been marked with any identifying numbers.[19]

There is no recording of expenses incurred or funds expended as to each of the several vehicles owned by the Bureau.[20] A cost accounting system for vehicular equipment is very important for proper management of a Bureau of this size and importance.

Investigative files are decentralized since the two divisions involved in such activity maintain separate investigative files. In some instances, the Bureau may have two files on the same offender. There is no cross-index or card file system of offenders or persons previously investigated.[21] Therefore, the method used in locating an investigative file is cumbersome and not necessarily reliable.

Supplies and Equipment

The present Bureau possesses a considerable amount of

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[19] *Ibid.*, p. 17.

[20] *Loc. cit.*

[21] *Loc. cit.*

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basic enforcement equipment such as motor vehicles, firearms, communication equipment, a lie detector, first aid kits, emergency equipment and supplies such as stationary and typewriters. In some instances, the equipment on hand is in excess of the foreseeable needs. An example is the 150 new Colt revolvers for an organization with a personnel strength of 76 persons. Another example is the recent purchase of 200 shoulder holsters.[22]

Some items of new equipment are substandard to the basic needs of the Bureau. For example, a Sirchie B & W Lie Detector, which has been purchased for $325.00, is an inadequate detection machine because it is not broad enough to register reliable evidence. It is not dependable. The ordering of equipment, in some cases, has been through examination of a catalogue without reference to available qualified technical personnel for advice.

The Bureau owns eight vehicles at the present time, among which are two armored trucks. All eight vehicles are fully equipped with two-way Motorola radios. There is no reasonable method of evaluating how economically and properly these vehicles should be used to the best interest of the Bureau. For example, the two cars which were purposely ordered and equipped for all official escorts of the Chief Executive are frequently unofficially used by ranking Bureau

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[22] Ibid., p. 18.

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The Bureau does not have its own garage for the maintenance of these vehicles. Therefore, they are repaired by some local garages selected by the Director. This is also a breach of security. The indispensability of automobiles in modern law enforcement activities need not be overemphasized. It is but impossible to think of running a modern law enforcement organization without placing very strong emphasis on proper vehicles and their maintenance.

Although the Bureau has its own police radio with base stations at the Executive Mansion, the headquarters of the United States Public Safety and the headquarters of the Bureau, the radio network does not function efficiently enough to be counted as a dependable enforcement tool. The main reason for this is because the Bureau does not have trained personnel capable of maintaining them. There is a strong desire for a better functioning radio communication system. The Bureau must be efficient enough to be capable of maintaining its equipment properly and economically.

The Bureau is also equipped with telephones but the problem lies in the fact that the system can only receive one call at a time. Imagine an organization of such importance and size when at least three or four calls cannot be received at the same time. This creates a serious difficulty in the possibility of reaching the Bureau by telephone even for emergency reasons in that the line is usually busy. There is

an urgent need to change the Bureau's present telephone system to one more suitable to accommodate its heavy responsibilities.

The Bureau also possesses adequate supplies of office equipment such as stationary and typewriters. There is no supply officer specifically assigned to supervise, control, and care for the existing equipment and supplies. For the time being, the storage space for investigative equipment and firearms is inadequate. There is no one central location where such equipment could be easily found and issued in an emergency. The care of stored weapons is inadequate to the point that costly weapons have, in several instances, been allowed to collect rust. The only available dehumidifier is not adequate to keep the storage area free from moisture.

Building and Grounds

Until a building that is conducive to the purpose of National Bureau of Investigation activities is constructed, the present leased building occupied by the agency is completely inadequate to meet existing needs without even considering the new agents and other supporting employees scheduled for appointment in 1963.

The housing needs of this Bureau are paramount. This Bureau represents the highest law enforcement agency of the Republic and, as such, has ranking security and investigative officials from other nations visiting it.

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Problems

Many of the organizational defects and problems which make it necessary to have this Bureau reorganized have already been pointed out in the preceding pages of this chapter. Besides the above illustrations, a further attempt is made to specifically treat with the basic personnel problems which are in addition to the aforementioned. Organizational defects warrant reorganization of the present organization. These problems are basically concerned with personnel selection and management, specifically in terms of: (1) Recruitment; (2) Training; (3) Assignment; (4) Promotion; (5) Discipline; and (6) Instructors.

The quality of police protection given in Liberia must, in the final analysis, depend largely on the quality of the National Bureau of Investigation personnel. The major part of the task of any police administration is the administration of police personnel. The problem is further complicated by the fact that police work is not a single occupation but a profession requiring a wide range of abilities, techniques, and sciences. Special intellectual, physical, and personality traits are now required in a good police officer. If a proper job is not done in the selection, training, assignment, promotion, and discipline of the members of the organization, it cannot be expected that the individual officers will be able to satisfactorily perform the complex work of the department regardless of how well that organi-

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The selection of competent personnel is vital to the operation of an effective law enforcement agency. To attempt to insure the selection of competent personnel in public service the merit system should be adopted very extensively.[23] This system provides that personnel shall be selected, retrained, and promoted on the basis of their capacity and demonstrated ability to perform the duties and responsibilities with which they are charged.[24]

The Federal Bureau of Investigation, the United States Secret Service, and Scotland Yard are world-famous investigative agencies because of the calibre of their personnel. This recognition has been achieved through the process of high standard, aggressive recruitment, effective training, rigid discipline, impartial promotion and efficient professional instructors. No matter how well an agency may be structurally organized, if such an organization does not have well-trained men to staff it, it will end in a complete failure.

The widest purpose of sound personnel administration, as far as the police are concerned, is to establish and maintain for the public service a competent, well-trained police

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[23]Wilson, O. W. "Toward a Better Merit System." Annals of the American Academy of Political and Social Science. Philadelphia: American Academy of Political and Social Science, 1954. 291:87-96.

[24]Harrison, Leonard V. Police Administration Survey in Boston. Cambridge: Harvard University Press, 1934, p. 281.

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force under such conditions of work that the force is completely loyal to the interests of the government at all times. In order to achieve this purpose, it is essential to establish a career service--a personnel structure which attracts to the police service its full share of the capacity and character of the nation's manpower by offering successful applicants an honorable career enduring from youth to retirement.[25]

A. Recruitment

The eligible educational qualification for the National Bureau of Investigation is high school graduation. However, currently over 15 agents neither possess a high school certificate nor hold any extra qualification which suits them for their work. For example, of the number of agents in the Bureau for whom educational data could be obtained, four had college training, 20 graduated from high school, and the rest attended but not completed high school.

At present, entrance requirements for appointment as an agent in the Bureau are as follows:

1. Citizenship in Liberia.
2. Residence in Liberia.
3. High school graduation or the equivalent.

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[25]Whitehead, Don F. The FBI Story. New York: Random House, 1956, p. 150.

4. Good moral character and habits.
5. Not less than 21 years of age.
6. Presentation of a medical certificate.

These qualifications have been prescribed by the Director. It is apparent that "equivalent" of a high school education has been very broadly interpreted in practice. Furthermore, modern recruiting methods have not been imposed on applicants, with the result that a complete physical examination has not been made. No formalized character investigation has been made, perhaps because it has been assumed that the applicants were sufficiently known to enable individual special agents of the Bureau to approve their character and habits.

Although entrance examinations should eliminate as unqualified many of the applicants initially acceptable as having the "equivalent" of a high school education instead of having graduated, this provision may serve as an obstacle to systematic recruitment because of the difficulty of determining what is an "equivalent." Such a rule makes doubly important the development of a comprehensive examining program.

The chief disadvantage of the recruitment process is that the Director has not provided a formalized procedure by which he can select the best of the available applicants.

B. Training

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in providing adequate training facilities for its agents. Up to the present time, selection appears to be on the basis of personal considerations, a fact which has undoubtedly reacted against the morale of the Bureau.[26]

Despite the fact that the former Director of the National Bureau of Investigation stated that the Bureau would have a specially trained unit of super police officers with abilities and capabilities developed over and above the average police officer, this phase of the training program has not yet come to pass. In fact, the situation seems to be the opposite in that the average National Police Force man seems to be better trained than the agents in the National Bureau of Investigation. Since, in fact, they have a well-equipped training academy while the National Bureau of Investigation has nothing even of the equivalent of that.

There exists a training program in the National Bureau of Investigation, but it needs further development in order that it may secure the greatest possible efficiency. The training of recruits lasts for two or three months of five days of weekly attendance which is frequently interrupted by emergency events in which the trainees' participation is usually compulsory. Instruction begins at 8:00 A.M. and ends at 2:00 P.M.

The training program should be linked with selection

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[26]Public Safety Division, U.S. AID, op. cit., pp. 14-15.

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on one hand and promotion on the other. At present, there is no such connection. In-service training has not yet been put into practice. The school opens only when there is a group of new recruits and it closes as soon as the length of training is over. The recruit is subjected to a cramming process. He is brought a little closer to the qualifications that police work demands. Experience gained from the training of recruits is not utilized in any of the attempts to improve the methods of their selection.

Bruce Smith, in his survey of American policing, states:

> "...completion of the training course for recruits and the modicum of experience acquired during a probationary period still fall short of desirable objectives in professional police training. Additional practical experience can be acquired through mere lapse of time in police service, but supplementary theoretical training in various police specialties can be secured only through formal schooling. The progress made by municipal police forces in this respect is not impressive in either bulk or quality."[27]

The job of training in the police service is to make the members of the agency effective in the achievement of organizational goals. The great bulk of the National Bureau of Investigation training has been vocational in nature, and only now is the attention being focused on the area of admin-

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[27]Smith, Bruce. "Police Developments in the United States." The Police College Magazine. 3:227, Autumn, 1954.

istration, human relations, supervisory training, and executive development.

C. Assignments

Through the process of placement, an appointee after having satisfactorily met the requirements of the department, is assigned to his job.[28] The objective of assignment is essential to any good law enforcement organization.[29]

Assignment of men especially in the investigative and protective security divisions must be given a very careful professional attention, and should take into consideration their needs, the needs of the Bureau, and their development into an effective member of the organizational team. To arbitrarily assign any agent to an unwanted shift and beat is a practice supportable only by tradition and those customary demands of seniority which offer the new agent only the chaff of the agency.

The National Bureau of Investigation consists only of a hierarchy of ranks with the assignment of responsibility bearing no essential relationship to the rank. Lines of responsibility are indefinite; authority is not well defined. Therefore, members of the Bureau often are confused as to

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[28]Pfiffner, John M. and Presthus, R. V. Public Administration. New York: Ronald Press Co., 1953, p. 146.

[29]Germann, A. C. Police Personnel Management. Springfield: C. C. Thomas, 1958, p. 63

the exact nature of their duties and powers. They experience difficulty in identifying their immediate superiors and lines of authority evolving therefrom.

Assignments are not made for the position for which the agent is best suited because of "outside" influences.[30] Hence, the Director is at a disadvantage to control his men since he can hardly use his professional discretion to assign the men under his supervision accordingly.

Assignments should be the exclusive prerogative of the Director without any outside interference. Probably nowhere in government organization is the requirement for a high order of leadership as great as in a police department. Police service is characterized by a great amount of physical danger which might lead men to fail in the performance of their duties if they are without adequate guidance and control. A high degree of esprit de corps is indispensable, and this can be developed only by the intelligent maintenance of firm and fair discipline and by the strict observance of lines of authority and responsibility.[31] The Director of the National Bureau of Investigation must have adequate authority and be a real leader.

It is unfortunate that, although the Bureau is a

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[30]Public Safety Division. U.S. A.I.D. op. cit., pp. 6-8.

[31]International City Managers' Association, op. cit., pp. 57-58.

national law enforcement agency, it does not have a single representative in any of the other integral parts of the nation except Montserrado County. The total strength of the agency operates only in Monrovia. This contributes to the ineffectiveness of the Bureau because it is not organized to meet its national demands. The present organizational structure does not indicate the national character of the Bureau.

The Federal Bureau of Investigation and the United States Secret Service are both Federal law enforcement agencies of the United States; therefore, their functional distribution is Federal in scope. They are represented in each state of the Union. This makes immediate administrative information possible; hence, quick control of a given situation.[32]

D. Promotion

The present promotion procedure in the National Bureau of Investigation is rather casual. Promotion is determined by length of service and performance of duty. As a result, the influence of some non-bureau individuals has been important in affecting promotions. The practice is for the Director and his assistant to meet jointly and consider a few agents who appear reliable and, thereupon, make a selection for promotion. This is a partial system of giving promotion and it weakens the morale of any organization.

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[32]Floherty, op. cit., pp. 89-90.

A definite procedure is needed in making promotions just as in recruiting agents. Promotions should be strictly based on competitive examinations consisting of written tests, service ratings, seniority credit, and oral interview given by the Bureau.

It must be noted that selection is not only the process by which a police agency strives to obtain the best manpower from within the agency. This latter process is called "promotion," and it consists in moving an employee from a position involving a given rank, pay and responsibility to a position which involves, usually, greater rank, increased pay, and additional responsibility.[33]

Police leadership is usually "up through the ranks" and only rarely are "outsiders" allowed to compete for position in the police service above the entrance level. Because of this fact, the promotional appointee is potentially the future chief, and must be selected with consideration for this eventuality.

E. Discipline

Under the present arrangement, the Director of the National Bureau of Investigation handles all disciplinary matters of the rules and regulations and refers serious cases to the Attorney General.

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[33]International City Managers' Association, op. cit., p. 150.

One of the most serious problems within the organization is the lack of professional discipline. There exists a complete absence of professional responsibility among a good number of the agents.

During the administration of the former directors of the National Bureau of Investigation, strict adherence to the rules and regulations of the Bureau were pursued by each agent. The directors imposed rigid disciplinary measures on any one agent who violated any infraction of the rules and regulations. This kept the Bureau running smoothly. Since the departure of those men, and the appointment of the new directors, there is a complete disregard for the rules and regulations; as a result, there is no professional discipline. The inability and the absence of professional administrative leadership in both the present Director and his assistant have contributed to the situation. There has been no form of penalty for minor as well as serious delinquencies other than reprimand except where some personal misunderstanding has existed between the Director and an agent involved. There have been few cases of suspension or dismissal.

Complaints that are supposed to pass through channels of command according to the rules and regulations, are no longer regarded. Agents now overlook their immediate commanders, as well as the Director, and make their complaints to the Attorney General or to the President even though they do not encourage it.

Each agent must continuously realize that orders and instructions of a superior officer, whether he is the director, the assistant director, special agent-in-charge, special agent, or whether the orders are trifling or important, must be obeyed without question. It is expected that the orders and instructions will always be of such a nature that they will deserve such unequivocal obedience, but the men must be convinced that, regardless of justices, wisdom, or propriety of order, they are to be obeyed first and questioned later.

F. Instructors

There can be no training in any given organization without an instructor. The National Bureau of Investigation lacks professional men to train the recruits as well as to carry on in-service training. As a result of this situation, the National Bureau of Investigation must receive training now from the National Police Force Academy. Previous training of agents was performed by two agent instructors and a group of visiting lecturers, as previously stated.

The National Bureau of Investigation needs excellent professional instructors to run its future "Training Academy." These regular instructors must be experienced and well-trained, equivalent to the Federal Bureau of Investigation teachers. Federal Bureau of Investigation agents are available in the teaching of highly specialized courses.[34]

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[34]Whitehead, op. cit., p. 151.

Summary

The many defects within the present organization of the National Bureau of Investigation cannot be fairly attributed to the fault of only one individual, one factor, or one unit of the government. Many forces and factors inside the organization and outside the organization have all had their share in the organizational defects and problems. This, however, is not peculiar to any law enforcement organization during its early stage. It must be noted that the National Bureau of Investigation is only five years old. This period of its existence could be technically considered as the experimental period from which might come a final result which will be most suitable.

Organizational defects and personnel problems involved in the National Bureau of Investigation have been enumerated. Many of the causes have also been pointed out. The next chapter proposes a means to eliminate most of the defects and personnel problems by means of a modern organization plan.

CHAPTER IV

PROPOSED REORGANIZATION OF THE NATIONAL BUREAU OF INVESTIGATION OF THE DEPARTMENT OF JUSTICE

The proposed reorganization plan of the National Bureau of Investigation calls for an ultimate organization whose size and strength is vastly larger than the present organization. This plan is recommended for the purpose of providing future organization needs that will arise. The proposed reorganization will only need minor modifications in the distant future. It is a long-range organization scheme designed to raise the standard of the present organization to that equivalent to other modern top level law enforcement organizations of the world. It is also a long-range organization plan undertaken to solve many of the numerous organizational and personnel problems that are now plaguing the present organization.

It is not essential that all of the new divisions and sections created by this proposed organization plan be filled at once. Future needs will demand the function and operation of each division gradually as the government and country develop more socially, economically, educationally, and politically.

The organizational plan proposed for the National Bureau of Investigation seeks to accomplish two main objectives. First, it attempts to eliminate some of the many organizational defects which are impeding the existing force

as the result of the following:

1. Lack of clear definition of the investigative role of the National Bureau of Investigation as opposed to that of the National Police Force and other law enforcement agencies of the country.

2. Two separate units equally charged with protection of the chief executive operating under two different leaders which is the cause of the following:

   a. Misunderstanding of command channels

   b. Lack of responsibility

   c. Lax security practices

3. Waste of manpower.

4. Duplication of investigative procedures.

5. Lack of character investigation of bureau personnel.

6. Broad and indefinite jurisdictional responsibility.

7. Failure to allow operational control of cases under investigation to rest with the supervisor of the division conducting it.

8. Poor record system.

Second, the proposed reorganization seeks to establish a proper and reasonable method of personnel management specifically in the areas of: (1) Recruitment; (2) Training; (3) Assignment; (4) Promotion; (5) Discipline, and; (6) Instructors. Such an establishment is necessary as a consequence

of the following:

a. Lack of standardized employment practices

b. Poor Promotion procedures

c. Lack of qualified instructors

d. Lack of proven standard of employees qualifications

e. Lack of professional discipline

f. Inadequate care of bureau supplies and equipment

The police service of a state most especially on the protective security and investigative levels, forms a keystone in the structure of government, whether that government be a democracy or dictatorship. In the police state, the unrestrained and direct execution of centralized policy and rigid law results in an enforcement program which is most often arbitrary and cruel. This system most often disregards a democracy worthy of its name like that of the Republic of Liberia. Compliance with governmental policy and law is effected by enforcement which is reasonable and which is dedicated to the protection and service of each individual citizen.

Police service is usually rendered by individual law enforcement officers in a person-to-person manner. The quality of that service, even though partially dependent on equipment and techniques, is ultimately dependent upon the individual police officer. Therefore, the competence, integrity, and dedication of each officer is vital to the police service,

and contingent upon sound personnel management.

In considering reorganization of the National Bureau of Investigation, the problem of personnel administration is the most crucial issue faced by the Bureau's service today. Part of this emphasis is due to the extremely sensitive nature of the police tasks. As one observer put it:

> "Policemen must make instantaneous decisions and these decisions may determine matters of life or death. At least, those instantaneous decisions ordinarily affect matters of human safety, or property rights or of personal liberty. In no other profession do mistakes in fact or judgment so frequently have an irreparable, possible fatal, effect. A physician may change his diagnosis, and a lawyer may amend his pleadings. With the policeman, the die is cast when he makes his decision."[1]

It is precisely because the individual agent has great discretion and, in many cases, several alternative solutions to the emergencies that he encounters, that he must be a highly motivated, carefully educated individual of great capacity. August Vollmer states that the average police officer is expected to have:

> "...the wisdom of Solomon, the courage of David, the strength of Samson, the patience of Job, the leadership of Moses, the kindness of Daniel, the diplomacy of Lincoln, the tolerance of the Carpenter of Nazareth, and finally, an intimate knowledge of every branch of the natural sciences."[2]

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[1]Smalley, Alfred T. "Basic Police Practice and Procedure." The Police Yearbook. Washington: International Association of Chiefs of Police, Inc., 1953, p. 160.

[2]Leonard, V. Anderson. Police Organization and Management. New York: Brooklyn Foundation Press, 1951, p. 123.

An investigation bureau like the National Bureau of Investigation where hundreds of agents are expected to be employed, the demands of time, geographical distribution, types of service, special requirements, and sheer multiplicity of duties make it imperative that units of related work be designated under the supervision of responsible heads who can be held accountable for the satisfactory discharge of the peculiar duties of their respective commands. Organization should not be merely a long word used to describe a police institution which may long since have been outmoded, but ought to suggest that a proper grouping of activities and designation of responsibility are essential if the Bureau is to carry on its function effectively.[3]

Any specific plan of structural organization should be retained only as long as it provides the proper vehicle for the realization of the purposes for which a police department is established. There is nothing either sacred or all-powerful about a form of organization.[4] It is only the skeleton upon which the department depends for mechanical convenience. Organization of itself does not think, has no initiative, and cannot respond to a situation. The effective work is done by the members of the organization who are

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[3]International City Managers' Association. Municipal Police Administration. Chicago: Brock and Rankin, Inc., 1961, pp. 64-65.

[4]Loc. cit.

carefully recruited under the supervision of responsible administrators and is only facilitated by sound structure.

A law enforcement unit is established for the purpose of facilitating the attainment of its objectives. Organization is the arrangement of people with one purpose in a manner to enable the performance by specified individuals of related tasks grouped for the purpose of assignment, and the establishment of areas of responsibility with clear cut channels of communication authority.[5]

Organizations are made up of individuals, not things, and any serious approach to organizations' problems must recognize this fact. It does not follow, however, that each police department is confronted by such unique problems as to make it impossible the application of certain principles that have been found useful in other organizations. Out of the experiences of many administrators, in all walks of life, there appears to be at least six principles that are generally applicable:[6]

1. The work should be apportioned among the various individuals and units according to some logical plan.
2. Lines of authority and responsibility should be

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[5]Germann, A. C. Police Personnel Management. Springfield: C. C. Thomas, 1958, pp. 151-153.

[6]International City Managers' Association, op. cit., pp. 45-46.

made as definite and direct as possible.

3. There is a limit to the number of subordinates who can be effectively supervised by one officer and this limit should not be exceeded.
4. There should be "unity of command" throughout the organization.
5. Responsibility cannot be placed without delegating commensurate authority, and authority should not be delegated without holding the user to account for the use he makes of it.
6. The efforts of the organization units and of their component members must be coordinated so that all will be directed harmoniously toward the accomplishment of the police purpose, the components thus coordinated enabling the organization to function as a well integrated unit.

The problems of the National Bureau of Investigation which have serious effect on its efficient operation and organizational structure have resulted from the failure to place emphasis on personnel selection. This is vital to the operation of an effective police agency.

In a police department the quality of its manpower surpasses every other asset in importance. Buildings, equipment, regulations, and procedure are insignificant in comparison.[7]

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[7]Harrison, Leonard V. Police Administration Survey in Boston. Cambridge: Harvard University Press, 1934, p. 28.

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By far the greatest portion of expenditure goes toward the payment of salaries. Manifestly, then the logical method for realizing the full value from every dollar of expenditure would be to increase the effectiveness of the individual members of the organization. But even aside from financial considerations, the very nature of investigative work demands that emphasis be placed on high standard of personnel. Therefore, it is along this line that these proposals are principally devoted.

In order to remedy some of these defects and problems, the National Bureau of Investigation has, therefore, been reorganized. It is now divided into eight major functional divisions and seven sections, as shown in Chart III following. The heads of these units are definitely responsible to the Director of the Bureau or, in his absence, to the Assistant Director for Investigation.

This plan of organization provides a clear definition of the responsibilities and duties of each agent. It establishes lines of authority following from each position to lower positions in each division.

Top Level Reorganization

A top level reorganization of the National Bureau of Investigation is absolutely needed after a thorough analysis of the defects and the problems of the organization have been vividly and logically presented. It has been clearly observed

that the greatest fault and a serious security error within the field of protective security is the practice of the Executive Mansion Special Security Police unit and the National Bureau of Investigation unit equally charged with the responsibility of protecting the President while each unit is under a separate chief and director. This has caused confusion in command channels and lack of responsibility and discipline. A legal provision has already been made which puts the Executive Mansion Special Security Police under the National Bureau of Investigation as a branch of it, yet, both divisions are still under separate and distinct chiefs and payrolls. With the foregoing situation, it becomes necessary that the solution to this problem be the merging of the Executive Mansion Special Security Police and the National Bureau of Investigation as one enforcement family which can be accomplished by pursuing the organizational structure of the United States Secret Service which has a criminal investigative responsibility as well as protective security duties. The United States Secret Service also has a uniformed branch within the protective security field in the White House police.

It has also been observed in the evaluation that a wasteful and inefficient practice exists in preliminary investigations between the Fact-Finding Division and the Investigation Division which is costly in time, wasteful in agent manpower and clerical staff and results in duplication of files on the same cases in two divisions of the same agency.

It is therefore recommended that the Fact-Finding Division be terminated as an entity and that its strength and responsibilities be incorporated with the Investigation Division. The separation of the two divisions is not essential to the effective and efficient operation of the Bureau.

It is then recommended that the Director of the National Bureau of Investigation have four immediate assistants: one to be the Assistant Director for Investigation whose responsibility would be the operational control of the Investigation Division; the second to be known as Assistant Director for Services whose responsibility would be to direct the operational functions of the Executive Security; the third to be known as Assistant Director for Administration whose responsibilities would include the direction of administrative operational functions of the Bureau; and the fourth to be known as Assistant Director for Field Offices whose responsibilities would include the direction of the operational functions and inspection of county, territorial, and provincial divisions of the National Bureau of Investigation.

It is strongly recommended that the reorganization places very much attention on the Bureau's personnel section to be reorganized along modern concepts with current information readily available on all personnel, coupled with a system of periodic performance measurements on all personnel by their respective supervisors. Specifications for each class of work proposed for the Headquarters of the National

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Bureau of Investigation is presented in Appendix E.

Position classification is the process of grouping together under one title those positions of which the duties, responsibilities, qualifications, and other distinguishing characteristics are sufficiently similar to warrant treating them alike for purposes of recruitment, promotion, transfer, and compensation.[8] Classification expedites recruitment by making it possible to set requirements and devise tests for each class of positions, and to prepare employment lists in advance of openings. Since the classification plan indicates clearly the differing characteristics of each class of positions, questions of promotion, transfer, suspension, and reemployment are effectively handled. Grouping positions into classes also permits setting compensation levels on a basis of equal pay for equal work.

Each rank in the Bureau and the position of Special Agent-In-Charge are separate classes with separate specifications. These specifications include a general statement of duties, the type of supervision exercised and received, the degree of responsibility involved, examples of duties, and the required qualifications. They emphasize the major differences in the ranks but permit flexibility in the assignment to specific positions.

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[8]Public Administration Service. Survey of the Police Department of Greenwich, Connecticut. Chicago: Special Publication No. 3, 1938, p. 38.

The specification will not serve for all time and should be kept up to date with changes in lines of authority and responsibilities assigned in the National Bureau of Investigation. Such changes should be made by the Director with the approval of the Attorney General.

Rapid communication facilities, an effective system of records, and scientific identification methods may be characterized as the seven senses of police administration.[9] In their absence, the business of the National Bureau of Investigation cannot be handled promptly and with certainty. The Attorney General, the Director of the National Bureau of Investigation and supervisory agents will have no assurance that matters are being fully attended to as the case is now. The agents will fail in the handling of specific cases, and the Bureau will not be able to mobilize effectively in combating security problems and hazards in the Republic.

Therefore, this reorganization has taken into consideration the complete separation of the records section from the present Personnel Division and making it a Records and Communications Division. The records section should be completely revised to adjust present criminal case files and all other records to conform to the regulations governing the formulation of a central Records[10] and Communications

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[9] Loc. cit.

[10] Wilson, O. W. Police Records, Their Installation and Use. Chicago: Public Administration Service, 1951, pp. 8-10.

Division which will implement a uniform records system for the National Bureau of Investigation and the National Police Force. This record and Communications Division thus becomes a major unit in the Bureau. Since its supervision requires both administrative and technical ability and entails large responsibilities, it is suggested that the Attorney General and the Director consider giving this position the title of Special Agent-In-Charge of Records and Communications and placing it on the same level as the heads of the other divisions.

In organizing the Records and Communications Division, it should be recognized that it is not merely a place of depository for records and communication messages. The division should serve as an auditing agency over every aspect of each agent's business. It is to be responsible not only for recording crimes committed, but also for following the progress of such crimes and their investigation through the final disposition. By means of a systematic review of reports, the division will be in a position to discover useful leads which may have been overlooked, discontinuances of cases without proper authority, violations of rules of investigations, and other irregularities which defeat the successful disposition of police work. It is this unit upon which the Director and command officers must rely to make certain that the business of the Bureau is finally cared for. This follow-up procedure[11] is essential to the operation of the

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[11] Ibid., pp. 194-199.

records system and demands the cooperation of all divisions.

There is hardly a single police action taken that does not involve some sort of communication. Practically all contacts made by citizens for police service are made by telephone. Police officers on street duty report to headquarters by telephone. Radio communication is maintained between the dispatcher and the officers in the field. Communications between various police agencies may be made by long distance telephone, a radio-telephone, radio-telegraph, teletype, or commercial telegraph. Communication with the police headquarters building may involve a building telephone exchange, inter-office communication system, or some mechanical means such as pneumatic tubes, and so forth.

The broad purpose of a police communications is to enable the supervising officers at headquarters to maintain contact with the personnel at their command and translate into action those measures necessary to protect the lives and property of the community. The system is often called "the nerve center of the Department."[12] Orders originating at headquarters are received at various points in the community by the field force and carried into execution. Complete unity of command is thus theoretically possible.

In the field of investigation and protective security police communications system is just indispensable. There-

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[12]International City Managers' Association, op. cit., p. 49.

fore, it is also recommended that, since the present National Bureau of Investigation organization lacks a communications division, this reorganization program creates one to be merged with the records unit.

And finally, the term "national" should not be annexed to the title of the Bureau without any meaningful purpose. The organization should reflect its national character by establishing field offices of the Bureau in the different parts of the Republic.

The National Bureau of Investigation should be the investigative arm of the Department of Justice, functioning as a fact-finding agency. It would not evaluate the results of its investigations or recommend prosecutive action. In general, it is recommended that it be responsible for the enforcement of all national criminal statutes except those specifically delegated to other national agencies.

The two primary areas of the National Bureau of Investigation activity should be: (1) general investigations; and (2) security operations within the latter field. It would have jurisdiction over espionage, sabotage and subversive activities on a nation-wide scale. It would then be able to cooperate fully with the Executive Action Bureau of the Republic, maintaining close liaison. It shall also be capable of responding to requests from police authorities for assistance in the investigation of felonious crimes.

In addition to violations of laws of the Republic, the

National Bureau of Investigation should be charged with collecting evidence in cases which Liberia is or may be a party in the interest and with other duties imposed by law. Results of investigations should be reported to the Attorney General, the chief legal officer to the Republic for decisions as to prosecutive action. It should also be a service agency to assist law enforcement agencies in identifications, technical and training matters.

The major strength which would equip this organization in effectively pursuing this goal would be derived from the agency being regarded as a career service, and that appointments, promotions, and assignments within it be made on the basis of ability, merit, and competence. To acquire this, more support is needed from the President and the Attorney General against any move from any source to inject the element of political favoritism.

The acts of subversives, particularly those inspired by the communist party and its collaborators, call for the best and highly trained personnel to man a Bureau of this nature--men who can capably handle any situation with professional tact and vigilance and immediacy of action.

The National Bureau of Investigation should have jurisdiction over all cases of counterfeiting of currency and other negotiable instruments of the Republic. And it should be professionally capable of issuing information to police agencies regarding the detection of counterfeit money

and how to investigate counterfeit cases.

Functional Organization

Functional organization is the grouping of members of the force to carry on work thus divided.[13] Police duties must be executed 24 hours of each day and in each part of the "territorial jurisdiction." Similar activities which are classified according to their type must, in accordance, be further apportioned according to the hour and geographical area of performance. Hence, the very members of the force, thus grouped according to the type of their tasks, must also be divided into shifts and among geographical sections or posts. In the determination of those functions and activities which are related to justify location under unified command, some factors will influence the decision. These consist of the principal purpose of the activity, the process or pattern to be used in accomplishing its immediate goal, and the nature of clientele with which it must associate.

The proposed functional organization of the Headquarters of the National Bureau of Investigation is depicted in Chart IV.

In view of the foregoing principle, the reorganization of the National Bureau of Investigation includes the following combination of activities:

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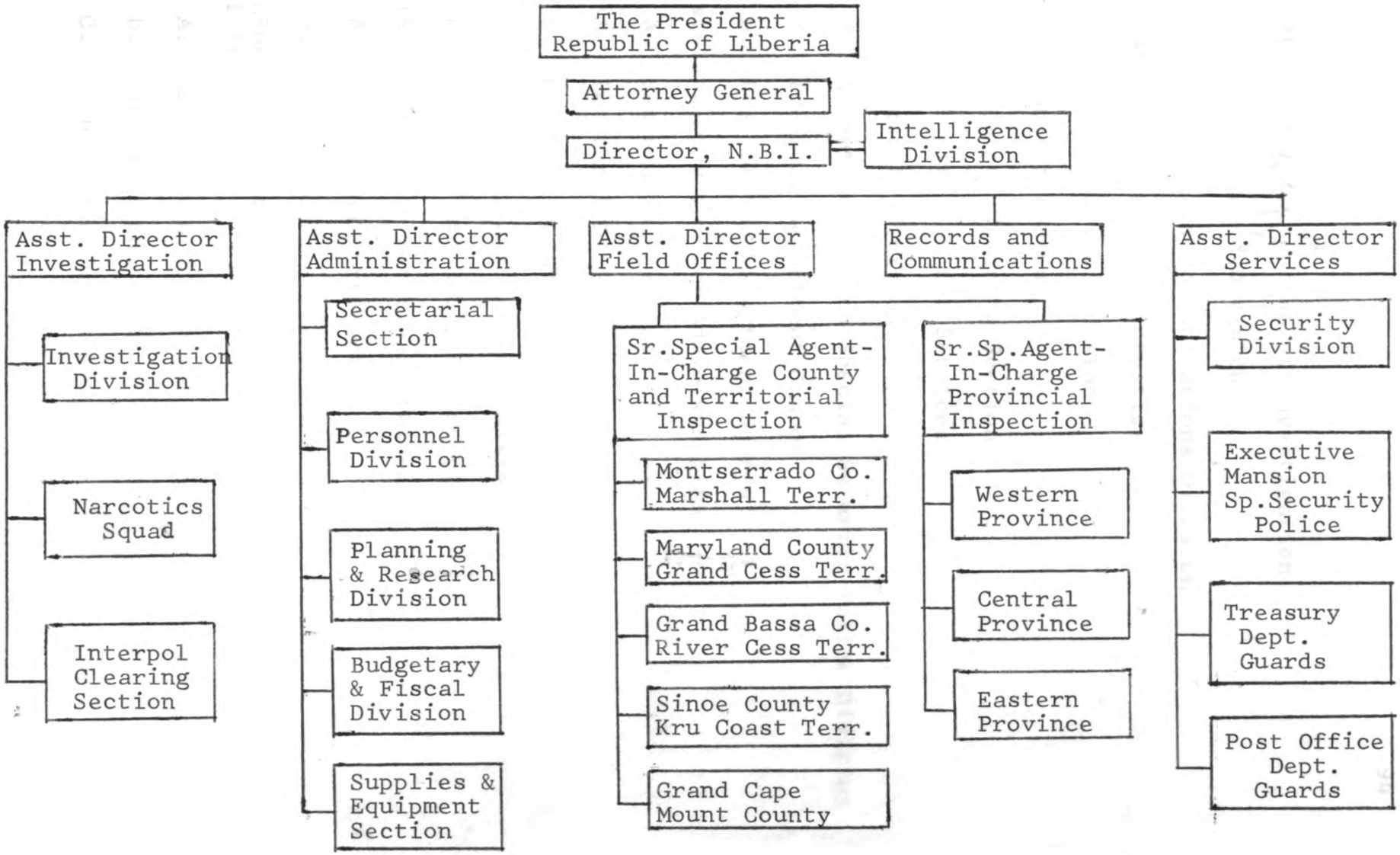
[13] International City Managers' Association, op. cit., p. 75.

Chart IV. Proposed Reorganization of the National Bureau of Investigation of the Department of Justice, Republic of Liberia



I. Director, National Bureau of Investigation

- A. Intelligence Division
- B. Records and Communications Division

II. Assistant Director for Investigation

- A. Investigation Division
- B. Narcotics Squad
- C. Interpol Clearing Section

III. Assistant Director for Services

- A. Security Division
- B. Executive Mansion Special Security Police Division
- C. Treasury Department Guards
- D. Post Office Department Guards

IV. Assistant Director for Administration

- A. Secretarial Section
- B. Personnel Division
- C. Planning and Research Division
- D. Budgetary and Fiscal Division
- E. Supplies and Equipment Section

V. Assistant Director for Field Offices

- A. County and Territorial
- B. Provincial

VI. Senior Special Agent-In-Charge for County and Territorial Inspection

- A. Montserrado County and Marshall Territory
- B. Maryland County and Grand Cess Territory
- C. Grand Bassa County and River Cess Territory

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D. Sinoe County and Kru Coast Territory

E. Grand Cape Mount County

VII. Senior Special Agent-In-Charge for Provincial Inspection

A. Western Province

B. Central Province

C. Eastern Province

The following further defines previously enumerated reorganization combination of activities:

I. Director, National Bureau of Investigation

A. Intelligence Division

1. Counter-Intelligence

2. Sabotage

3. Espionage

B. Records and Communications Division

1. Personnel Files

2. Fingerprint Files

3. Records of Arrest

4. Investigative Records

5. Photographs

6. Civil Defense

7. Services and Warrants

8. Statistics

9. Communications

II. Assistant Director for Investigation

A. Investigation Division

1. Crime Against the Government
2. Crime Against Persons
3. Crime Against Property

B. Narcotics Squad

1. Administration of Narcotics Laws
2. Enforcement and Issuance of Narcotics Import and Export Permits
3. Cooperation with Foreign Countries
4. Determination of Narcotics Import Quotas

C. Interpol Clearing Section

1. Identification of Fugitives
2. Apprehension
3. Extradition

III. Assistant Director for Services

A. Security Division

1. The Executive Mansion
2. The Vice President
3. The Speaker of the House of Representatives
4. Foreign Official Visitors
5. Subversive Activities

B. Executive Mansion Special Security Police Division

1. The President
2. The Capitol Building and Grounds
3. The Vice President
4. The Speaker of the House of Representatives
5. The Chief Justice of the Supreme Court

C. Treasury Department Grounds and Annex

D. Post Office Department and Annex

IV. Assistant Director for Administration

A. Secretarial Section

1. Correspondence Section

2. Filing Section

3. Information Desk

B. Personnel Division

1. Recruitment

2. Training (In-Service and Pre-Service)

3. Assignments

4. Promotion

5. Discipline

6. Instructors

C. Planning and Research Division

D. Budgetary and Fiscal Division

1. Operating Expenditures

2. Equipment

3. Salaries

4. Services, Supplies, and Materials

E. Supplies and Equipment Section

1. Bureau Supplies

2. Maintenance

3. Repair

V. Assistant Director for Field Offices

A. Montserrado County and Marshall Territory

B. Maryland County and Grand Cess Territory

C. Grand Bassa County and River Cess Territory

D. Sinoe County and Kru Coast Territory

E. Grand Cape Mount County

F. Western Province

G. Central Province

H. Eastern Province

VI. Supervision

Director of National Bureau of Investigation

A. Intelligence Division

The Director of the National Bureau of Investigation must keep himself informed of conditions in the Republic which represent actual hazards to the public safety and, therefore, demand the attention of the Attorney General. These include the extent espionage, sabotage and subversive activities are organized: the presence of subversive groups which might incite disturbances, riots, the degree to which special influences are being exerted against law enforcement officers, and the contacts between members of the National Bureau of Investigation and the criminal and vice elements of the country.

During World War II, the Federal Bureau of Investigation fulfilled its responsibility of protecting the internal security of the United States. Enemy espionage was kept under control and no acts of enemy-directed sabotage occurred. The attempt of the Nazis to land saboteurs in the United States by

submarine for the purpose of harming the United States, for example, ended in failure.[14]

Therefore, the indispensability of an Intelligence Division within the National Bureau of Investigation is very significant indeed. Intelligence is the product resulting from the collection, evaluation, analysis integration, and interpretation of all available information which concerns one or more aspects of foreign nations or areas of operations and which is immediately or potentially important to planning.[15] Adequate intelligence constitutes the primary basis for calculation of risks, the formulation of plans, the development of materials, the allocation of resources, and the conduct of operations.[16]

The Intelligence Division should be charged with gathering intelligence data pertaining to espionage, sabotage, outlaw bands, and intelligence information pertinent to dissident and communist activities in the Republic. It should function with very little publicity and with sufficient and efficient personnel to pursue leads. This division should employ trained special agents and agents and should also make

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[14]Whitehead, Don F. The FBI Story. New York: Random House, 1956, pp. 199-210.

[15]Dictionary of United States Military Terms for Joint Usage. Washington: Departments of the Army, Navy and Air Force, May, 1955, p. 53.

[16]General Matthew Ridgeway in Ladislas Farago's War of Wits, The Anatomy of Espionage and Intelligence. New York: Funk and Wagnalls Company, 1954, p. 7.

use of civilian agents who will be assigned in various strategic points of the country. This division should be headed by one Special Agent-In-Charge who will be answerbale to the Assistant Director for Investigation. Two Special Agents should be the immediate assistants to the Special Agent-In-Charge.

B. Records and Communications Division

It is recommended that all National Bureau of Investigation records be integrated into one centralized system to enhance effectiveness and facilitate their immediate use.[17]

The functions and use of the National Bureau of Investigation records system should be designed to provide the following:

1. Control over the investigation of crimes and other complaints with follow-up procedures to prevent investigations being dropped without adequate review.

2. Adequate information concerning persons apprehended, together with reports on each step in the prosecution until final disposition in court.

3. Reports showing the amount of crime, the proportion of offenses or investigations cleared by arrest, the ratio of recovered property, and similar measures of agents' activities and results.

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[17]Wilson, O. W. Police Records, Their Installation and Use, op. cit., p. 10.

4. Statistical analysis showing the time of day, and week, at which offenses are committed, the relative proportion of various types of offenses, the object against which committed, the modus operandi employed, and the particular location in which crimes are taking place for the purpose of determining whether the Bureau is effectively distributed to the several divisions, is adequate in members, or is employing the proper strategy in the suppression of crime.

5. Complete personnel records concerning the work of each agent, the equipment issued to him, and the principal events incidental to his service on the organization.

6. Fingerprints, photographs, handwriting, modus operandi, and other scientific methods for identifying criminals and missing persons.

7. A complete record of criminal history of persons charged with crime, for use by the courts and other agencies of justice.

8. Identifying data of lost, stolen, found property essential to the recovery and return of lost and stolen property to its owners.

9. Inventory records of all property taken from prisoners, evidence, and found and recovered property.

10. Cost information of various makes of automative equipment to show which type is most suitable, whether it is effectively distributed, and when new equipment should be obtained.

It is further recommended that this division be headed by a Special Agent-In-Charge with two Special Agents under his command, and that this division also operates directly under the Director.

Control of the Communications Division is also essential for accurate crime reporting. This division should be responsible for the operation of telephone switchboard, teletype, and radio network of the National Bureau of Investigation.

Superintendent John A. Lyddy, Chairman of Communications Progress and Problems, in his report to the International Association of Chiefs of Police, Inc., in 1960, stated that, "without adequate and modern system of communication police cannot function efficiently."[18] Since no modern law enforcement agency was to be inefficient, every police organization should create a division of communications. Since the National Bureau of Investigation theoretically and organizationally lacks it, it is recommended that a communications division be created.

Assistant Director for Investigation

A. Investigation Division

Upon the Investigation Division of the National Bureau of Investigation falls the duty of solving crimes against the government, crimes against the people and crimes

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[18]International Association of Chiefs of Police, Inc. The Police Yearbook. Washington, D.C.: International Association of Chiefs of Police, 1960, p. 38.

against property and the apprehension and, if necessary, the prosecution of such criminals. Because it may be said that certainty of apprehension and conviction is a more effective crime deterrent than severity of punishment, it is of greatest importance that the Investigation Division be composed of agents who have demonstrated their ability to discover the identity of offenders and to prepare evidence which will "stick" in court.

Therefore, the selection of the units which the investigative responsibilities shall be assigned, should be based on three considerations: (1) Economy of manpower; (2) Immediate availability of service; and (3) Effectiveness of performance. Investigative duties require skills that vary in nature and degree; all other factors being equal, the assignment should be made to the unit that is best qualified to perform the job.

The mission of this division is, therefore, to investigate all crimes against the government and the Republic which do not fall normally within the jurisdiction of the National Police Force.

Modern police work has become too complex for any law enforcement organization to attain the peak of efficiency without specially trained investigators.

The National Bureau of Investigation Investigation Division, though a small one in comparison with other well-developed law enforcement agencies of the world, should have

highly trained technicians, each a specialist in come type of crime.

The investigative agents of the National Bureau of Investigation should work with the National Police Force and other law enforcement agencies on request. They should also work independently in cases which are under the sole jurisdiction of the Bureau.

Frequently, investigations will be conducted for the Chief Executive, the Attorney General's Office and various departments of the government.

This division should also maintain a fraudulent check file in which will be the names and aliases and also specimens of fraudulent checks.

This division should be under the immediate command of a Special Agent-In-Charge whose immediate superior will be the Assistant Director for Investigation. The Special Agent-In-Charge of this division shall have as his immediate assistants three Special Agents who will run the three shifts of the division.

B. Narcotics Squad

The problem of smuggling, selling, and smoking of narcotic drugs such as marijuana, opium, and heroin, being one of the felonious offenses in the Republic, it is necessary that a special unit of the National Bureau of Investigation specialized in this area be authorized to handle the narcotics laws of the Republic.

It is, therefore, recommended that a narcotics squad be created within the organization of the National Bureau of Investigation under the direct command of a Special Agent-In-Charge to combat drug smugglers, sellers, and smokers all over the entire country. This unit shall be under the immediate control of the Assistant Director for Investigation.

C. International Criminal Police Organization (Interpol) Section

The Republic of Liberia is a member of the International Criminal Police Organization.[19] Therefore, the National Bureau of Investigation has been authorized by the National Legislature to have an agency of Interpol incorporated within the organization.

In view of this fact, it is recommended that this section be empowered with the responsibility of operating as a clearing agency for Interpol in Liberia. This section should investigate all information received from Interpol with respect to fugitives for the purpose of apprehending them for extradition.

It is also proposed that this section be under the direct command of a Special Agent. He, in turn, shall have as his immediate superior the Assistant Directorfor Investigation.

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[19]International Criminal Police Organization. International Criminal Police Review. Paris: Interpol, January, 1961, p. 1

The personnel to be assigned to this unit must be well trained in the most modern arts of criminal identification and scientific criminal detection.

The responsibility of giving necessary criminal information to Interpol by the National Bureau of Investigation should fall on the Director who shall seek advice and authority from the Attorney General.

Assistant Director for Services

A. Security Division

It is proposed that this division be charged with the protection of the President, his immediate family, the President-elect, the Vice President, the Speaker of the House of Representatives, the Chief Justice, and high ranking officials of foreign governments who may officially visit the Republic. The protection of the chief executive should be the number one responsibility of this division.

This division should operate with minimum publicity with sufficient personnel to check known subversive groups and individuals who may plot to assassinate the Chief Executive or overthrow the government by any means of force and violence. This division should safeguard the President at home and abroad. The agents of this division should protect the entire Executive Mansion and grounds and they must be trained in the scientific art of detection so as to be vigilant at all times.

This division should be under the direct supervision of a Special Agent-In-Charge assisted by three Special Agents to be in command of the three shifts. The commander of this unit shall be responsible to the Assistant Director for Services who, in turn, will answer to the Director of the National Bureau of Investigation.

B. Executive Mansion Special Security Police Division

This division should be the only uniform group within the National Bureau of Investigation. The officers of this division should be distributed to the President and the Executive Mansion; the Vice President, the Speaker of the House of Representatives, the Chief Justice and the grounds of the capitol building. This division's operation should be limited only to the capital city, Monrovia. That is, they will not have any field assignments outside of Monrovia except accompanying the President and other officials mentioned above to places outside the capital.

This division should be under the immediate command of three captains and his immediate assistants should be four lieutenants who shall be in charge of the three eight-hour shifts.

C. Treasury Department

It is recommended that a unit of the Executive Mansion Special Security Police be assigned to the Treasury Department of the Republic under the Assistant Director for Services.

This unit should be charged with protection of the Treasury Department and all the various annex to it for the purpose of safeguarding millions of dollars worth of money and securities in the Treasury Building vaults. It should also be charged with investigation of counterfeit checks and fraudulent vouchers.

This unit should be under the immediate command of one lieutenant, and three sergeants running the three shifts.

D. Post Office Department

In past years frequent complaints have been made by citizens and foreigners to police agencies in the country about loss of important mails, parcels, and jewelries from the parcel post and the general post office. The Postmaster General has often invited an investigation of these criminal acts by the agents of the National Bureau of Investigation. The habit of individuals tampering with other people's mail is very dangerous in any democratic society.

It is, therefore, recommended that a unit of the National Bureau of Investigation agents be assigned to the Department of Post and Telegraph to prevent any further tampering with mails and parcels and to investigate any postal corruptions of any sort. This unit should also work in uniform and operate under the Executive Mansion Special Security Police Division. It should also be under the command of one lieutenant assisted by three sergeants.

These officers should be charged with enforcing the postal laws of the nation.

Assistant Director for Administration

A. Secretarial Section

The present organization of the National Bureau of Investigation has no standardized provision made for a secretarial unit. This was responsible for some of the defects mentioned in the Personnel Division where there is only one secretary or clerk for the entire Bureau.

It is hereby proposed that the Bureau have one single section under the management of a Chief Clerk of the National Bureau of Investigation. Civilian clerks and stenographers--most of them girls--should be employed to do the job instead of agents. Clerks trained and experienced in clerical duties can do the work better and at far less cost than at present.

The secretarial office should be organized in several sections as, for example, the correspondence section, the filing section and the information desk. Combined in one section, all this work which is now scattered throughout the Bureau could be coordinated in a way that would increase its effectiveness and greatly reduce its cost. This unit should operate directly under the Assistant Director for Administration.

B. Personnel Division

The merit system is most important to any sound

personnel management because selection is based strictly on individual competence. Personnel administration, therefore, is the most primary and essential responsibility of the head of any organization. Whenever this administrative preposition is overlooked, the goal of the organization is endangered.[20]

The purpose of personnel management in any organization is to assure maximum benefits through superior service. The goal in the administration of police personnel, hence, is to assist in the accomplishment of the basic police purpose. To obtain this end, qualified personnel must be selected and trained to carry on essential tasks. They must be inspired, directed, controlled, and disciplined. Their welfare must be guaranteed.[21]

Even the National Bureau of Investigation, given the best organizational structure and the most effective police techniques and methods, cannot render satisfactory service if it has inefficient and incompetent personnel.

a. Recruitment. No selection process can be profitable except if it is supplied a sufficient number of applicants. An agency cannot be expected to keep up full strength, nor can high levels of selectivity be maintained,

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[20]Wilson, O. W. "Toward a Better Merit System." The Annals of the American Academy of Political and Social Science. Philadelphia: American Academy of Political and Social Science, January 1954, 291:87-96.

[21]Ibid., p. 88

unless qualified individuals are continuously available.

Effective recruitment in the National Bureau of Investigation should involve itself with:[22]

1. Increasing the prestige value of the police service career.
2. Using every productive device available to attract qualified manpower.
3. Conducting continuing research to determine the best techniques and sources.

It is, therefore, recommended that recruitment in the National Bureau of Investigation pursue the following requirements:

1. Age: 21-35 inclusive, at the time of submitting applications.

2. Height: Not under 5 ft. 4 in.

3. Weight: Not under 130 lbs. and not more than 225 lbs.

4. Residence: Natural born citizen of the Republic of Liberia and continuous residence in Liberia for at least six months.

5. Education: No less than graduation from an accredited college or a special professional qualification if one does not have a college degree. In all cases, college graduates should be given first preference to high school

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[22]Germann, A. C. op. cit., p. 27.

graduates.

6. Personal and Other Attributes: Reputation must be above reproach. Applicants must have no outstanding debts, except such as are being regularly paid off. Good moral character, emotional stability, coolness in emergencies, resourcefulness, tact, alertness, and willingness to be on 24-hours call and live and work anywhere in the Republic of Liberia at an assigned post. Willingness to accept command responsibilities in emergency situations; favorable work records; freedom from any association which may embarrass the Bureau, personal fitness for the position; must possess a valid Liberian operator's or chauffeur's license; and must be willing to work six days a week and on holidays.

7. Arrest Records.

8. Medical certificate from the National Public Health Center only.

9. Marital Status: Married, as well as single, men and women should be accepted.

10. Written Examination: Examinations must be administered by the Personnel Division of the Bureau at announced times in various examination centers throughout the Republic. The required minimum rating on the written examination must be 75 per cent.

11. Applications: Applicants should submit their applications to the Director. Application forms should be obtained from the National Bureau of Investigation Head-

quarters, from the Chief of the Personnel Division.

b. Training. One single factor which influences the quality of any law enforcement service is the competence of the individual members of the organization.

In his report to the International Association of Chiefs of Police on behalf of the committee on Education and Training, Arthur F. Brandstatter, Director of Michigan State University School of Police Administration, stated that the Association should consider as a statement of goals and objectives:

> "...to provide counsel and assistance in training to the end that all law enforcement agencies become more effective instruments of government and more edifying safeguardians of the common good by developing the capacities of their manpower to the fullest."[24]

The development of professional investigative personnel is greatly assisted by enlightened selection and pay policy, but depends, ultimately, upon the attitude and philosophy of the police administrator in reference to education and training.

Training is concerned with instructing members of the organization in the duties of their particular jobs. It is, therefore, strongly recommended that the highest attention be

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[23]International Association of Chiefs of Police, Inc., The Police Yearbook. Washington: International Association of Chiefs of Police, 1957, p. 52.

given to the training program of the agents of the Bureau in both pre-service and in-service areas by setting up a first-class National Training Academy.

c. Assignments. One of the main objectives of assignment is placing the right person in the right place. That assignments must be made on the basis of the individual agent's ability and capability to satisfactorily perform his responsibility accordingly.

It is strongly proposed that the responsibility of assignment of agents of the Bureau rest solely with the Bureau staff without any interference from without. Therefore, individual agents should be assigned to places of duty primarily on the basis of their ability and competence. Agents of the Bureau must remember that, regardless of where and to whom they are assigned, they are subject to the rules and regulations of the Bureau. Therefore, they should never be made to feel that they are only responsible to the officials to whom they are assigned or to their places of assignment. It is recommended that the authorities of government give their full cooperation to the Director of the National Bureau of Investigation with respect to the assignment procedure. Agents should realize that, once they accept their badges, they have no choice as to where they should be assigned. They must go and work wherever they are ordered to work without any argument. They are subject to instant call to duty any hour of the day or night.

d. Promotion. The selection of recruits is but the first step in the provision of police personnel. Filling the quotas of special divisions in the department and filling the higher posts through promotion are the next steps.

One of the strongest attractions which police service should hold for the young man is the opportunity for a career --a chance to rise through the ranks. For this reason, it follows that competition for promotion will generally be fierce. Therefore, the Director of the National Bureau of Investigation should make every effort to see that promotion procedures are established to select the best qualified men. These policies and procedures must be fair, allow for the widest possible competition, be based on the most valid and realistic selection devices available, and take into consideration the day-to-day efforts of each competitor.

To be fully effective, promotional policies within the National Bureau of Investigation should accomplish at least two things, as a minimum: (1) Select for promotion those agents who are best suited for increased responsibility; (2) Convince the mass of the unsuccessful competitors that selection for promotion is based on pertinent, objective and fair methods, and is free from personal bias.

It is certain that the morale and effectiveness of some of the unsuccessful competitors will suffer, at least for a time. Wise policies can do much to keep this at a minimum. The Director or the Special Agent-In-Charge of the

Personnel Division should talk frankly to those unsuccessful candidates who are openly disturbed. Those who will always lack the basic qualifications for promotion should be so told.

A definite procedure is needed in making promotions so as to eliminate any political elements. All agents eligible to compete should be given promotional examinations, consisting of written tests, service rating, seniority credit and oral interviews.

It is, therefore, recommended that all promotions, given in the National Bureau of Investigation be made on the basis of competitive process examination system and that the competition be opened for all positions because, if not, there will be no claim for full merit and status since there exists usually a doubt that vacant positions may be given to some officers on account of political pressures, fraternal ties, and personal likeness which will be the source of qualified men being overlooked. It is further proposed that the type of competitive examinations be the closed competition type which is preferable to the open competition type because of employee morale.

The qualifications for elevations in the closed promotional system requires that all competitors be members of the organization.[24]

The proficiency or achievement test type is recommended

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[24]Germann, op. cit., pp. 30 and 72.

for the written examination which is concerned with the idea of agency policy, supervision, administration, law and evidence, investigative, juvenile, patrol and vice units and knowledge of the equipment and its handling.

It must be carefully planned, compositions must be carefully analyzed and developed, it must be sampled and must be evaluated and revised.

The oral interviewing which is a significant part of the competitive examination because of administrative qualities and supervisory ability is indispensable to the good commanding officer. It is recommended that the oral board consist of: (1) the Director of the National Bureau of Investigation; (2) the Director of the National Police Force; (3) the Chief of the Executive Action Bureau; (4) the Chief of the Bureau of Statistics; (5) the Commissioner of Immigration and Naturalization; (6) the Assistant Director for Investigation; (7) the Assistant Director for Services; (8) the Assistant Director for Administration; (9) the Assistant Director for Field Offices; and (10) Special Agent-In-Charge of the Personnel Division. The oral interview group is highly recommended for promotional screening. This is to prevent some difficulties with individual interview. The candidates can be evaluated through this means in terms of their reaction to others competing. Signs of leadership can be distinguished and signs of over-aggressiveness become evident. This system has been used by Germany in 1938; Great

Britain in 1942 and 1945 respectively; and the United States Office of Strategic Services Assessment Staff examined 5,000 candidates. This system has been used in military and commercial offices in the various countries named above.[25]

Seniority points should be at 1/4 or 1/8 point a year of service and should only be added to passing grades. It should be limited to 10 per cent or less of the total score.

The following will further illustrate recommended promotional grading procedure:[26]

CANDIDATE EVALUATION	
Written examinations	50% - 75%
Oral Interviews and Service Rating	20% - 40%
Meritorious Service Points and Passing Grades	10% or less

EQUITABLE WEIGHTING SCALE	
Written Examinations	60%
Oral Interview-Group Interview	20%
Service Ratings	10% Maximum
Seniority or Meritorious Service	10% Maximum

It is recommended, therefore, that the matter of

[25]Bass, Bernard M. "The Leaderless Group Discussion Technique." Personnel Psychology. 3:17-32, 1950.

[26]Germann, op. cit., p. 79.

promotions be put squarely up to the Director of the National Bureau of Investigation. He should be enabled to make use of the competitive examination process within the Bureau to make certain limited measurements. He should be permitted to place his own valuations on the test made by the group, and make any other test he may see fit in order to arrive at his decisions regarding promotions.

Some such system as this is necessary if the National Bureau of Investigation is to be saved from lifelessness. With promotions the result of real excellence in police work under the watchful eye of superiors, much of the present inertia would disappear.

e. Discipline. The term discipline as here used includes both its narrower and broader definitions. Discipline in its narrow sense relates only to punishment administered for some violation of the rules and regulations or dereliction of duty. This punishment may take the form of a cancellation of vacation days, suspension without pay, demotion, or dismissal from the Bureau. In its wider meaning, the word discipline embraces the conduct and bearing of members of the organization in the performance of their duty and the manner in which the force responds to the leadership of the various officers in charge of operations.

In its wider meaning, therefore, the discipline of a police force is of far-reaching significance. The essential basis of all efficient police operations is the character and

physical power of the individual man. Alertness, keenness, self-restraint, and vigor are essential earmarks of a good police force.

It would be impossible to claim that these characteristics are particularly noticeable in the National Bureau of Investigation. A sufficient number of instances of laxity in the Bureau have been observed. These instances of laxity have warranted the general conclusion that something is radically wrong with the standard of discipline as have already been discussed in the chapter on evaluation.

It is recommended that final authority in matters of discipline be given to a single responsible, expert administrative head of the National Bureau of Investigation. It is, therefore, recommended that full powers of disciplinary action be vested in the Director of the National Bureau of Investigation and that a trial board, composed of the Special Agents-In-Charge of the various divisions, the Assistant Director for Investigation, the Assistant Director for Services, the Assistant Director for Administration, and the Assistant Director for Field Offices, be designated by the Director to try delinquent members and submit findings, with recommendations, to him. The Director should have the power to accept, reject, or modify the recommendations of the trial board.

It is recognized that the objection will be made in some quarters that if so much power is given to a single police head in matters of promotion and discipline, he will

abuse it by interjecting elements of political favoritism, and that giving members of the National Bureau of Investigation a share in determining these matters is dangerous. This danger is admitted, but the National Bureau of Investigation disciplinary problem will never be solved until the opportunity is given to an honest and effective leadership to show what it can do. There is no chance for progressive improvement in the National Bureau of Investigation if the hands of the responsible executive are tied in his dealings with his men.

It is also proposed that the National Bureau of Investigation adopt some of the following Federal Bureau of Investigation disciplinary rules and regulations as set up by J. Edgar Hoover about the life of a special agent concerning what he may be dismissed for:[27]

1. He cannot drink intoxicants while on duty. Even off duty, excessive use of intoxicants is banned, since the agent is subject to call at any time.

2. He is forbidden to use brutality or duress in dealing with persons under investigation.

He can be disciplined for:

1. Disclosing information to any unauthorized person, not even his wife.

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[27]Whitehead, op. cit., p. 12.

2. Accepting rewards or gratuities in any form.

3. Failing to pay his taxes or to meet other financial obligations.

4. Losing official property issued to him.

Briefly, it is not the contention of the writer that large strides in the improvement of the National Bureau of Investigation service can be achieved under the general assumption that: (1) Liberia can only have public servants who are politically minded and whose natural dishonesty must be checked and guarded against at all times; (2) That members of the National Bureau of Investigation who do the work can never know their jobs as well as persons on the outside, for the outside, for example, newspapermen and politicians, and that agents have little or no natural respect for themselves or pride in the success of their work; (3) That the public service is only worthy of mediocre men, and no attempt need be made to get superior men; (4) That power and authority necessary to do a given job well cannot be entrusted to a public servant.

f. Instructors. J. Edgar Hoover[28] once stated in his aims for qualified personnel:

> "I want to see our field of activity become a real career, a profession to which can be

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[28] Ibid., p. 150.

> attracted the decent, honorable, respectable young men of the country who can go into it as a career and look forward to making something out of their life's work rather than as a dumping ground, as all too frequently it has been, for some ward politician to use in repaying his obligations to his political party."

It is recommended that the National Bureau of Investigation have regular instructors who are experienced and well trained teachers in the field of law enforcement. The Special Agents-In-Charge should also be available and qualified to teach specialized courses. Educators, criminologists, lawyers and others should further be encouraged to give lectures to both pre-service and in-service trainees.

It is recommended that this division be placed under the immediate command of a Special Agent-In-Charge assisted by two Special Agents.

C. Planning and Research Division

Administration, which is the duty of the police chief, is the process of directing the organization so that it will produce results efficiently and economically. Through his command staff, he deploys his men, coordinates their efforts, and controls their activities. He prepares the organization's budget and operates within its limits. He studies the past analyses, the present, and plans for the future.[29]

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[29] International City Managers' Association, op. cit., p. 4.

Successful administration depends to a large extent upon comprehensive planning, which is a necessary element and a fundamental function of administration.[30]

The Planning and Research Division, therefore, represents an innovation in police science. Its energies are devoted fundamentally to evaluation of departmental problems with the purpose of determining the most efficient methods of providing police service. This division should be used as the means by which the Director of the Bureau can provide a maximum of police service at minimum cost. Therefore, the personnel to be assigned to this division must be intellectually qualified for the full responsibilities of this unit.

A Planning and Research Division is a valuable administrative tool and merits being created in any modern organization because it has been proven that it has increased service with less men when the Los Angeles Police Department was faced with a shortage of men in 1954.[31] Law enforcement is more a matter of quality than quantity. Analysis and planning throughout the department resulted in more effective police service to the community. Results were reflected in the accomplishments of all sections of the department.

It is therefore recommended that, because of the

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[30]Wilson, op. cit., p. 25.

[31]Inter-City Managers' Association, op. cit., pp. 107-108.

value of planning and research to proper law enforcement, the National Bureau of Investigation have a division of planning and research for the purpose of accomplishing the following objectives: (1) To assist the Director and his assistants in planning and initiating overall administrative policy; (2) To study intra-departmental problems with a view to their solutions; and (3) To provide staff services to bureau and division heads by reviewing the systems and tools needed to perform Bureau functions.

It is further recommended that this division be headed by a Special Agent-In-Charge who will be answerable to the Assistant Director for Administration. The immediate assistant to the Special Agent-In-Charge of this division should be a Special Agent. The personnel to be assigned to this division should be extensively investigated to determine those particularly adaptable to this type of work. These procedures should include thorough background investigations and the "cooperative English test," which examines for ready comprehension and the mechanics and effectiveness of expression. While these agents are selected for their suitability for this assignment, their background of police experience enables them to seek and recognize practical solutions to problems.

D. Budgetary and Fiscal Division

It is recommended that this division be created with-

in the National Bureau of Investigation organization to be directly supervised by a Special Agent-In-Charge who should be responsible to the Assistant Director for Administration. His assistant should be one Special Agent.

Expenditures are kept within limits of appropriations and accurate payrolls are computed. The National Bureau of Investigation program must be able to compete with the programs of other governmental entities for public funds, and it is likely to receive adequate support only when the proposed expenditures are shown in terms of effective investigation and protection against criminals. An adequate wage, of course, is essential to a functional program, so this is a particularly important division of the entire organization of the National Bureau of Investigation.

A police department is supported by a legislative budgetary appropriation. The appropriation enables the chief to obtain men, equipment, and other facilities needed to accomplish the police purpose; success is clearly dependent on an appropriation that will assure resources adequate to meet anticipated needs.

The need for budgetary appropriation is apparant. Not so well understood is the manner in which sound budgetary requests should be prepared and the importance of substantiating the requests with incontrovertible facts. Substantiation of the requests is evidence of its soundness.[32]

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[32]Marx, Fritz Morstein. Elements of Public Administration. Englewood Cliffs, New Jersey: Prentice Hall, 1948, pp. 580-588.

The Director of the National Bureau of Investigation should be in a position to obtain, analyze, and present in a convincing manner, the facts that demonstrate their needs. The National Bureau of Investigation Planning and Research Division must coordinate the efforts of all operating units of the Bureau in order to marshal facts in support of budget requests.

E. Supplies and Equipment Section

There should be a Supplies and Equipment Section which should be charged with supporting the operational units and the headquarters in terms of materials, sundry equipment and supplies necessary to the complete success of operations. A program which satisfactorily maintains and repairs property and equipment is essential in promoting efficiency, morale, and prestige of the service. Buildings, bureau vehicles, personnel equipment, and grounds must be kept in suitable condition at all times. Methods of procurement of property and supplies should be established to assure that commodities are of suitable quality and procured at economical prices. These functions should be performed by a Special Agent-In-Charge who shall be answerable to the Assistant Director for Administration. Furthermore, this unit should perform the task of the present Personnel and Records Division, the division charged with the control of the flow of supplies and equipment ordered and purchased by the Bureau.

It is recommended that a supply officer be selected by the Director.

General Area Assignments

It is hereby recommended that field offices of the National Bureau of Investigation be established throughout the entire country at the main strategic points for proper and effective control of security hazards that may arise. These field offices should be under the immediate command of Special Agents-In-Charge and they should be directly answerable to two Senior Special Agents-In-Charge for County and Provincial Inspection. These Inspectors are directly responsible to the Assistant Director for Field Offices.

The following are the important divisions of Liberia where field agents should be distributed:

1. Montserrado County
2. Grand Bassa County
3. Grand Cape Mount County
4. Sinoe County
5. Maryland County
6. The Central Province
7. The Western Province
8. The Eastern Province
9. Marshall Territory
10. River Cess Territory
11. Sasstown Territory

12. Kru Coast Territory

Supervision

One of the significant causes of most of the defects which have been mentioned in the preceding chapters is the lack of adequate supervision of the National Bureau of Investigation operations as well as that of the Executive Mansion Special Security Police operations. Apparently each agent or officer determines for himself just how much he shall do on a given case and when he shall regard the investigation as closed. Of any adequate follow-up on individual cases, there is none. There is no administrative oversight to put enthusiasm and determination into the solution of individual crimes.

Briefly, the National Bureau of Investigation needs administration badly. It is impossible to spend days in solving particular crimes and, at the same time, supervise the operations of 76 men who are supposed to be working hundreds of cases.

It is recommended that the entire National Bureau of Investigation be overhauled. The methods of work require a complete shaking up and some immediate changes must be made in the line of supervision.

It is also proposed that, with well-trained men in the National Bureau of Investigation under competent leadership, constant attention would have to be given to the

administrative problem. After all, running a Bureau of Investigation is like running any complicated business. It requires intimacy with detail and continual follow-up so that every agent feels the stimulus of the leadership. In this respect, the National Bureau of Investigation of the Republic of Liberia is conspicuously lacking at the present time. What is needed is a man in charge who will live constantly with his investigations and whose guiding principle will be that no investigation is settled until it is solved.

Agents of the Bureau should do only duties that fall within their jurisdiction. They should be technical men, well paid for their abilities, and not job-holders who can be assigned to any task.

Supervision is the sum total of all techniques used to get people to perform acceptable work. In one definition it consists of planning, organizing, motivating, directing, and coordinating the work of a group devoted to accomplishing a specific purpose. Important tools of supervision are leadership, ability, training, records, and discipline, including perhaps, counseling.[33]

The most significant quality of a supervisor is leadership ability. Intelligence, wisdom, reasonableness, and ability to win respect and loyalty, have superseded physical

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[33]Kenney, John P. "Police Human Relations in Management." The Journal of Criminal Law, Criminology, and Police Science. 45:223-224, July-August, 1954.

force as qualifications of a good leader.[34]

The Director of the National Bureau of Investigation should analyze the daily written reports and call frequent conferences with the commanders of each division. Through this process, he coordinates the operation, directing attention to special needs, giving encouragement and assistance to a case that is not responding to normal effort, planning and conducting staff meetings to unify and refresh the thinking of command officers.

The supervision is a continuous, constant process that expresses the personality of the supervising officers. It will be most effective when it is consistent, firm, temperate, and constructive.

A. Staffing of Divisions and Units

The National Bureau of Investigation is presently staffed by less personnel than the number of personnel it will take to staff the proposed reorganization plan. The increase in personnel is necessary because of the desire to perform maximum efficiency. This proposed plan has taken into careful consideration the vital issue of manpower which is a critical item in any police organization. The need to obtain maximum efficiency with the least number of personnel involved. The application of the sound principles of organization eliminates the recurrence of duplication of functions and responsibilities. Sound organization provides the best

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[34]Germann, op. cit., pp. 205.

channel for an efficient, positive, and coordinated application of effort with minimum manpower concerned. As each man in a good organization counts, so it logically follows that no man is left without a function or purpose.

The manpower needed for this reorganization is also greater in number than that of the present organization because of the need to have the National Bureau of Investigation operate as a true national law enforcement organization by establishing field offices throughout the nation. One evidence to this fact is the merging of the Executive Mansion Special Security Police with the National Bureau of Investigation. Another important evidence is the new responsibilities of specialization which the legislature has placed on the shoulders of the agency which must be taken care of. Therefore, the increase in manpower does not, one way or another, effect the proper distribution of personnel among the various entities of the organization. The increase is an efficient organization necessity.

Table II presents a proposed distribution of personnel in the National Bureau of Investigation headquarters, together with the staffing of the divisions and units and the rank structure of personnel.

A Comparison of the Proposed Reorganization of the National Bureau of Investigation with Other Law Enforcement and National Security Agencies

In the plan for the reorganization of the National

TABLE II

PROPOSED REORGANIZATION OF THE NATIONAL BUREAU OF INVESTIGATION

RANK	Office of Director	Office/Asst.Director-Investigation	Office/Asst.Director-Services	Office/Asst.Director-Administration	Office/Asst.Director-Field Offices	County-Territorial Inspection	Provincial Inspection	Intelligence Division	Records & Communications Division	Investigation Division	Narcotics Squad	Interpol Clearing Section	Security Division	Exec.Mansion Spec. Police Division	Treasury Dept. Guards	Post Office Guards	Secretarial Section	Personnel Division	Planning/Research Division	Budgetary/Fiscal Division	Supplies & Equipment Division	TOTAL
Director, N.B.I	1																					1
Asst/Dir.-Investigation		1																				1
Asst/Dir.-Services			1																			1
Asst/Dir.-Administration				1																		1
Asst/Dir.-Field Offices					1																	1
Sr.Spec.Agent-In-Charge County/Terr.Inspection						1																1
Sr.Spec.Agent-In-Charge Provincial Inspection							1															1
Spec. Agents-In-Charge						5	3	1	1	1	1		1					1	1	1	1	17
Special Agents						12	8	3	3	3	3	1	3					1	1	1	1	40
Captains														3								3
Lieutenants														4	1	1						6
Chief Clerk																	1					1
TOTAL RANKING PERSONNEL	1	1	1	1	1	18	12	4	4	4	4	1	4	7	1	1	1	2	2	2	2	74
Agents	3	1		1	1	90	48	12	12	42	16	3	36					6	5	5	5	286
Sergeants														6	3	3						12
Patrolmen														27	9	9						45
Stenographers																	2					2
Filing Clerks																	2					2
Typists																	2					2
Janitors																	2					2
Messengers																	2					2
TOTAL ENLISTED & CIVILIAN	3	1		1	1	90	48	12	12	42	16	3	36	33	12	12	10	6	5	5	5	353
AGGREGATE	4	2	1	2	2	108	60	16	16	46	20	4	40	40	13	13	11	8	7	7	7	427

Bureau of Investigation, emphasis has been placed on the functions and organizations of the following law enforcement and national security agencies: (1) The Federal Bureau of Investigation of the United States; (2) The United States Secret Service; (3) The Central Intelligence Agency of the United States; and (4) Scotland Yard, whose objectives and jurisdictions to a certain degree resemble those of the National Bureau of Investigation.

It must be noted that when the Special Services Bureau was initially created in 1948, the original idea was to establish a law enforcement and internal security agency under the Department of Justice which would be patterned in some respects after the Federal Bureau of Investigation and the Secret Service of the United States. The general plan was to create an organization whose strength would not be less than 55 men for the entire country, selected from only citizens of the Republic whose primary responsibility would be the protection of the President of the Republic of Liberia and his official family. It was also created to protect official visitors who are guests of the government, and to collect and maintain information on subversives, traitors and enemies of the Republic and to investigate crimes which fall under its jurisdiction and turn over the results of its investigations to the Attorney General. It was also created to conduct intelli-

gence and political investigations.[35] It is for these reasons that particular emphasis is placed on a comparative study of the Federal Bureau of Investigation, the United States Secret Service, Scotland Yard of England, and the Central Intelligence Agency.

A. Some Similarities and Distinctions Between the National Bureau of Investigation and the Federal Bureau of Investigation

Among the famous law enforcement agencies in the world, the Federal Bureau of Investigation personnel are considered the best in the field of criminal investigation today.[36] This is generally due to the exemplary efficiency and dedication and devotion to service of its members and the excellent standard of professional discipline and training which exists within the organization. The Federal Bureau of Investigation like the National Bureau of Investigation of the Republic of Liberia, has for its administrative head the Attorney General of the United States. The Federal Bureau of Investigation is, technically, a national law enforcement agency like the National Bureau of Investigation. Its jurisdiction on the Federal level extends to all the 50 states of the United States and to all categories of federal crimes and it operates against

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[35]Edwards, Lt. A. Wilson. Prospectus for Special Services, An Investigative and Security Agency of the Dept. of Justice, Monrovia: Special Services Bureau, 1958, pp. 103.

[36]Coatman, John. Police. London: Oxford University Press, 1959, p. 52.

subversive agents of communism, guards secrets of the nation, checks upon spies and detects tax frauds against the government of the United States.[37] However, in contrast with the Federal Bureau of Investigation, the National Bureau of Investigation's jurisdiction extends to protection of the President of the Republic and his official family, and it has no limited jurisdiction in any divisions of the Republic except those crimes which fall normally within the jurisdiction of the National Police Force, which has local branches like the Federal Bureau of Investigation.

As a further similarity, the National Bureau of Investigation is not created to perform police-type detective work in the towns and cities--it leaves this responsibility to the National Police Force detective unit and concentrates on the strategic points of the country. Likewise, the Federal Bureau of Investigation has field districts in the different states of the union but it does not interfere with the responsibilities of the local police forces in the various states.[38]

The Federal Bureau of Investigation has field districts all over the entire United States.[39] At the head-

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[37] Ibid., pp. 50-54.

[38] International Association of Chiefs of Police, Inc., The Police Yearbook. Washington, D.C.: International Association of Chiefs of Police, 1956, p. 7.

[39] Floherty, John J. Our FBI, An Inside Story. Philadelphia: J. B. Lippincott Company, 1951, p. 32.

quarters of the Federal Bureau of Investigation administrative organization are the following ranks:[40]

1. Director, Federal Bureau of Investigation
2. Associate Director
3. Two Assistants to the Director
4. Assistant Director Domestic Intelligence
5. Assistant Director for Investigation
6. Assistant Director for Training and Inspection
7. Assistant Director for Records and Communications
8. Assistant Director for Administrative and Identification Division
9. Assistant Director for the Laboratory
10. Special Agents-In-Charge for Field Offices

At the Headquarters Division of the National Bureau of Investigation and the Federal Bureau of Investigation, both operate as the brain centers of their respective organizations. Both possess broad scopes of jurisdiction.

Another contrast, of course, is the size and strength of the Federal Bureau of Investigation of some 1,400 men,[41] which is about 18.42 times bigger than the present strength of the National Bureau of Investigation. This, of course, is

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[40]Annual Report of the U.S. Attorney General, for the Fiscal Year ended June 30, 1960. Washington; D.C.: Department of Justice, pp. 328-358.

[41]Annual Report of the Director of the Federal Bureau of Investigation, for the Fiscal Year ended 1961. Washington, D.C.: Department of Justice, p. 47.

obvious when one thinks of the size and population of the Republic of Liberia. More besides, the Federal Bureau of Investigation is 45 years old while the National Bureau of Investigation is only five years old. However, the Federal Bureau of Investigation and the National Bureau of Investigation have many similar functional and organizational objectives. It is for these reasons that, in the proposed reorganization of the National Bureau of Investigation, a structure which is similar in some respects to that of the Federal Bureau of Investigation, is recommended.

B. Comparison with the United States Secret Service

The National Bureau of Investigation was created in 1948 by order of the President of the Republic of Liberia, 107 years after the formal creation of the United States Secret Service, which is considered the oldest Federal law enforcement agency in the United States. The Secret Service was originally created for the purpose of preventing, detecting, investigating, and apprehending counterfeiters,[42] while the National Bureau of Investigation was originally created for the purpose of protecting the life of the President of the Republic of Liberia.[43] Later its jurisdiction extended to

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[42]Bowen, Walter S. and Neal, H. E. The United States Secret Service. Philadelphia: Chilton Company, Book Div., Publishers, 1960, p. 190.

[43]Edwards, Lt., op. cit., p. 2.

other security and investigative matters like those of the Secret Service counterfeit problem. But in 1901, the number one responsibility of the Secret Service became the protection of the President of the United States,[44] which protective security system was extended in 1913 to the President-elect and in 1917 to the members of the President's immediate family and the vice president at his request.[45] Likewise, the primary responsibility of the National Bureau of Investigation is the protection of the President of Liberia at home and abroad which protection also extends to his official family and the vice president of the Republic.[46]

The Secret Service and the National Bureau of Investigation have similar rank titles and distribution, for example, the rank of Special Agents. The Secret Service has both uniformed and plainclothes personnel,[47] and the National Bureau of Investigation likewise has special security uniformed police and plainclothes agents.

The Secret Service provides protection for foreign official guests of the government of the United States which responsibility is also one of the primary responsibilities of

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[44]Bowen and Neal, op. cit., p. 126.

[45]Loc. cit.

[46]Edwards, Lt., op. cit., p. 2.

[47]Organization of Federal Executive Depts., and Agencies, Washington, D. C.: Government Printing Office, Jan., 1962.

the National Bureau of Investigation.

In contrast, the professional qualification of the personnel of the Secret Service and the high standard of training is by far superior for the time being to the personnel who make up the National Bureau of Investigation. Another contrast is that the Secret Service is under the administrative head of the United States Treasury Department while the National Bureau of Investigation is under the Department of Justice. Both agencies have separate divisions under a chief of the official residences of their chief executives (the White House and the Executive Mansion).

The Secret Service is soundly organized which takes into consideration all the necessary elements of recruitment with special requirements as: (1) Education; (2) Abilities; (3) Written test; (4) Physical examination; and (5) Character investigation designed to obtain evidence of an applicant's loyalty to the United States government, his honesty, integrity, and general character. Evidence of excessive use of intoxicating liquors, disloyalty, moral turpitude, disrespect for law, unethical dealings, or material mis-statements of fact on the application forms are considered sufficient grounds for rejection.[48]

Some of the sound organizational plans adapted by

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[48]Baughman, U. E. The United States Secret Service, What it is and What it Does. Washington, D.C.: Government Printing Office, 1958, pp. 28-29.

the Secret Service law enforcement agency enumerated above have been embodied in the proposed reorganization of the National Bureau of Investigation.

C. A Comparison with Scotland Yard

To compare the National Bureau of Investigation with Scotland Yard, of which the law-abiding British are so proud, the two have little in common except in that they are both law enforcement agencies.

Scotland Yard is actually the headquarters of the Metropolitan Police Department of London. In a more popular sense, it is the detective division of the organization whose chief function is maintaining law and order, except in special cases, within the metropolitan area.[49] The National Bureau of Investigation, on the other hand, is a Liberian government agency--the investigative division of the Department of Justice, whose administrative head is the Attorney General.[50]

The National Bureau of Investigation is neither a police force nor a detective force. Its chief function is to secure the cold hard facts by asking carefully prepared

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[49]Scott, Sir Harold. Scotland Yard. New York: Random House, 1955, pp. 34-36.

[50]Special Commission on Government Operations. Technical Staff: Public Administration Service Department of Justice. "Administrative Survey Report." Monrovia: Special Commission on Government Operations, January, 1962, pp. 9-10. (Mimeographed).

questions without prejudice or emotion. The results of its investigations are turned over to the proper authorities and there its responsibility ends. It is up to those authorities which have jurisdiction in each specific case to determine the proper action.

Scotland Yard is not an agency of the British government. Primarily, it is a municipal department under local administration similar to that of departments of Sanitation or Public Health.[51] It derives its name from the fact that for many years it was housed in what was one time the London residence of a Scottish king. Of recent years, it has occupied a building on the Thames Embankment that is now officially called New Scotland Yard. It has won fine achievement in the capture of criminals.[52]

The National Bureau of Investigation sends agents out to any part of the Republic to solve crimes which fall under its jurisdiction. Scotland Yard does not send detectives to solve crimes outside the metropolitan area of London unless the police force concerned asks for aid.[53]

The 13 weeks' preliminary instruction which recruits

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[51]St. Johnston, Col. T. Eric and Chapman, Samuel G. The Police Heritage in England and America: A Developmental Survey. E. Lansing: Michigan State University, 1962, p. 17.

[52]Harrison, Richard. The Story of the World's Police. London: Phoenix, 1955, pp. 17-18.

[53]Ibid., p. 18.

to Scotland Yard receive is probably the most intensive and best-balanced course in the world. It is calculated to sift out the unsuitable and to direct the abilities of the others into useful channels.[54]

The organization is democratic in the best sense of the word. It opens its ranks to all who can pass the preliminary tests of education, intelligence, and physique, and it offers all equal opportunity to reach the higher ranks. Pay is good, promotion goes by merit, retirement after full service brings a pension.[55]

Discipline is strict but reasonable, and the tempo of work and play keeps the recruit up to a pitch which he must maintain through his strenuous years of service.[56]

One great similarity between the Yard and the National Bureau of Investigation is that the Yard also performs some national services such as the protection of the Royal Family and Ministers by the Special Branch.[57]

Another similarity is that the Chief of the Yard is appointed by the highest official of the nation. That is the Crown[58] and the Director of the National Bureau of Investi-

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[54]Coatman, op. cit., p. 144.

[55]Scott, op. cit., pp. 25-26.

[56]Ibid., p. 13.

[57]Ibid., p. 193.

[58]Ibid., p. 14.

gation is appointed by the President of the Republic of Liberia. The only contrast about the appointments is that the appointment of the Commissioner of the Metropolitan Police is done by the Crown upon the advice of the Home Secretary of England,[59] while it is the Senate that consents and advises the appointment of the Director of the National Bureau of Investigation.

Despite the few similarities and many differences in comparison between the National Bureau of Investigation and Scotland Yard, there exists one common goal--to prevent crime and disorder as an alternative to their repression by military force and severity of legal punishment.

Therefore, some of the good organizational principles adapted by Scotland Yard or the Metropolitan Police Force of England mentioned above have been also used as a pattern in the proposed reorganization of the National Bureau of Investigation. For example, Scotland Yard has the following functional organization divisions which are worthy of being mentioned:[60]

1. The Criminal Investigation Division
2. The Criminal Record Office

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[59]See Appendix A.

[60]Harrison Richard. Scotland Yard. Chicago: Ziff Davis Publishing Co., 1949, pp. 210-211.

3. The Training School Division
4. The Special Branch
5. The Planning Department
6. The Administrative Department
7. The Finance Department
8. The Legal Department
9. Statistics Sections

The presence of the Investigations, Records, Training, Special Branch, Planning, Administrative, Finance, Legal and Statistics Divisions in Scotland Yard enumerated above, may likely be misconstrued as an attempt of the staff to control field operations. This type of organization is adapted by the Metropolitan Police Force in order to emphasize the fact that it is produced by a desire to effect some degree of functional supervision over local operations. At its best, it represents nothing more than an effort to propagate uniform standards and methods of efficient operations and a host of other matters. No confusion of responsibility occurs under such circumstances.[61]

As in illustration: A training division, commonly reflected in most of the divisions of Scotland Yard, is incorporated in the proposed reorganization to amalgamate training in personnel administration. This is logical because training

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[61]Smith, Bruce Jr. Police Systems in the United States. New York: Harper & Brothers, 1959, pp. 222-223.

is a function of personnel management. Another example, is the centralization of all criminal records into one criminal records office. This system is practiced in most well organized police headquarters or investigation bureaus. The proposal adopted this sound feature by laying out a centralized Records and Communications Division. Even the Records Unit, which is presently a part of the Personnel Division, becomes a part of the Records and Communications Division. Another meritorious aspect of the organization of Scotland Yard is the emphasis placed on communications which warrants the creation of a Communications Division. This phase is also incorporated in the reorganization play by creating the Records and Communications Division.

D. A Comparison with the United States Central Intelligence Agency

The National Bureau of Investigation, since its creation, has been doing investigation work of all types of crime including intelligence work such as counter-subversive and counter-intelligence activities.[62]

In similarity, the Central Intelligence Agency, since its creation in 1947, has been fundamentally involved with positive intelligence. The primary function of the Central Intelligence Agency is to supply the data that the National Security Council needs for recommendations to the President

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[62]Special Commission on Government Operations, op. cit., p. 9.

of the United States.[63]

The Central Intelligence Agency performs five interrelated functions which include the following:[64]

1. It advises the National Security Council in matters concerning such intelligence activities of the government departments and agencies as relates to national security.

2. It makes recommendations to the National Security Council for coordination of such intelligence activities of the departments and agencies of the government as relates to national security.

3. It correlates and evaluates intelligence relating to national security, and provides for the appropriate dissemination of such intelligence within the government using, where appropriate, existing agencies and facilities.

4. It performs, for the benefit of existing intelligence agencies, those additional services of common concern that the National Security Council determines can be more efficiently accomplished centrally.

5. It performs such other functions and duties related to intelligence affecting national security as the National Security Council may, from time to time, direct.

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[63]Farago, op. cit., p. 40.

[64]Office of the Federal Register, National Archives and Records Service, General Services Administration. United States Government Organization Manual. Washington, D.C.: United States Government Printing Office, 1961, p. 65.

In the National Bureau of Investigation, both positive intelligence and negative intelligence are conducted; but the Central Intelligence Agency only conducts positive intelligence while negative intelligence is assigned to the Central Intelligence Committee and the Federal Bureau of Investigation which, in turn, is not permitted to conduct any positive intelligence.[65]

Another contrast is that the Central Intelligence Agency operates directly under the Chief Executive of the United States, under the administration of the National Security Council,[66] while the National Bureau of Investigation operates under the direct administration of the Department of Justice.

Just as the Central Intelligence Agency is not the only intelligence service of the United States government, the National Bureau of Investigation, likewise, is not the only source of intelligence service in the Republic of Liberia. In Liberia, there are special intelligence services within the Liberian National Guard and the Coast Guard, which is the nucleus of the Liberian Navy, and scattered among other government departments.[67]

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[65]Farago, op. cit., pp. 39-40.

[66]United States Government Organization Manual 1960-61, op. cit., pp. 63-65.

[67]Konvitz, Milton R. (ed.). Liberian Code of Laws of 1956, Vol. II. Ithaca, New York: Cornell University Press, 1957, p. 852.

Collection, evaluation, and dissemination are the major functions of the Central Intelligence Agency. They are incorporated in most modern intelligence services. To perform these responsibilities, intelligence services operate with well planned tables of organization. The Central Intelligence Agency is organized along elaborate lines, with different divisions for the conduct of various forms of intelligence, for evaluation, for surreptitious activities, and for distribution.[68]

It is from these profound illustrations and functions of the Central Intelligence Agency that the proposed reorganization has created an intelligence division modelled after that of the Federal Bureau of Investigation and the Central Intelligence Agency intelligence services.

It must be noted that excessive use of positive intelligence, as is conducted by the Central Intelligence Agency, is not at the present time necessary in Liberia. Liberia, for the time being, is encircled with what could be considered as friendly neighboring countries and, therefore, is not confronted with such complex defense problems as that of the United States. However, the Republic feels that every preventive measure should be pursued by establishing an intelligence unit within the National Bureau of Investigation.

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[68]United States Government Organization Manual, op. cit., p. 65.

Summary

A basic comparative observation was made of the Central Intelligence Agency, the Federal Bureau of Investigation, the United States Secret Service, and Scotland Yard with the National Bureau of Investigation. Since the above mentioned organizations show such a high level of professional efficiency, it is clear that the National Bureau of Investigation should be modelled after them.

Some of the most reasonable ideas and principles of sound organization were pursued in the attempt to make the preceding proposals. Likewise, some of the most appropriate methods of solving personnel problems were drawn upon in trying to solve the grave personnel issues in the National Bureau of Investigation.

The final chapter of this study presents questions which require research beyond the scope of this investigation. These questions will be posed to serve as a guide for further studies. A summary is followed by conclusions and some recommendations for further improvements.

CHAPTER V

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

Summary

This study presents the organizational defects and personnel problems of the National Bureau of Investigation of the Department of Justice. These include evidence of manpower waste, duplication of functions, lack of clearly defined investigative jurisdiction of the National Bureau of Investigation as opposed to that of the investigative responsibilities of the Detective Division of the National Police Force, and the eight basic weaknesses involved in current Bureau personnel procedures as previously mentioned. These are: (1) Recruitment Procedures; (2) Training Program (In-Service and Pre-Service); (3) Assignments; (4) Promotion Methods; (5) Discipline; and (6) the Problem of Instructors. They have been discussed in general, and then specifically in terms of how they are handled in the National Bureau of Investigation.

The proposed reorganization has been offered as the best means to meet the prevailing conditions of the Republic of Liberia in which the National Bureau of Investigation operates. As Kenney and Williams say, "Each department must develop its own organization to best meet the prevailing conditions of the environment in which it operates; and that there is no one best organization."[1]

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[1]Kenney, J. P. and Williams, J. B. Police Operations. Springfield: C. C. Thomas, 1960, p. 25.

A. Personnel Administration

Present personnel practices are unsound and should be realistically examined and re-appraised so that the most highly qualified appointees are solicited, examined, and recruited. Recruitment must be energetic, continuous, and flexible. Screening and examining processes must be geared to a philosophy of quality. The examination process must be impartial and lead to conditions where only the most qualified candidates are appointed. Probation, relatively ignored, must be utilized as an effective selection tool. Promotions must be competitive in nature if the Bureau is to be maintained in a highly motivated condition.

The technical procedures of personnel selection proposed in this study are necessary, in order to provide scientific objectivity in the selection process. Yet, in the law enforcement service, although much remains to be done in the area of validation research, the abstracts of virtue, character, and integrity must also be considered as primary selection criteria.[2]

The wage scale of the personnel of the National Bureau of Investigation must be based upon sound position classification methods, in order that the just requests of the Director can be carefully evaluated. An overlapping ranged salary

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[2]Wilson, O. W. "Towards a Better Merit System." The Annals of the American Academy of Political and Social Science, 1954, 291:87-96, Philadelphia.

should be used, and direct pay should be adjustable in terms of local trends by the provision of a cost-of-living plan. Extra pay and prerequisites should be evaluated that any plan of fringe benefits is not only equitable, but contingent upon competent performance.

Though the salary of the agents of the National Bureau of Investigation has consistently been increased, there has been no corresponding rise in standard of selection. Thus, the public, since they have not been able to see any concrete return for their money, has remained constantly apathetic toward the National Bureau of Investigation. However, adequate pay is necessary, and important to any sound personnel management as Mosher, Kingsley, and Stahl point out:

> "The problem of pay is one of the most complex in the whole personnel field and is surpassed by none in importance for maintaining a satisfactory staff on a high level of competence."[3]

B. Training

The problem of training in the National Bureau of Investigation is, as has been observed, in a condition of flux. The fundamental disagreement as to the type of training that should be given in the National Bureau of Investigation focuses

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[3]Mosher, William E., Kingsley, J. D., and Stahl, O. G. Public Personnel Administration. New York: Harper and Brothers, 1950, p. 281

upon two issues: (1) should training be vocational in nature, emphasizing skills and techniques, or (2) should it attempt the managerial orientation, stressing administration? It would seem that both types of training are necessary because the vocational trains the recruit, refreshes the regular, and prepares the specialist. Administrative training prepares the supervisor and the law enforcement executive for his supervisory role.

A categorical statement about the regulatory devices essential for effective police personnel management cannot be made since each personnel program must be organized and functioned to suit the organization which it serves.

With the marked divergent periods of maturity in various jurisdictions, it is "impossible" to dogmatically arrive at a decision that any form of personnel organization is universally preferable.[4]

C. Policy Making

The Director of the National Bureau of Investigation needs clear-cut personnel laws which will establish basic policy and yet allow: (1) flexibility and formalized personnel policies and procedures; (2) deployment which will maximize the utilization of sworn and civilian personnel; (3) sound disciplinary machinery; (4) objective and carefully

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[4]White, Leonard D. Introduction to the Study of Public Administration. New York: MacMillan, 1955, p. 320.

planned service rating plan; and (5) personnel records sufficient to guarantee full control and development of personnel.

D. Safety, Health, and Welfare

The safety, health, and welfare of the agents of the National Bureau of Investigation must be a genuine concern of the Director, or the morale will suffer. Supervision is the key to effective police service, and the special agents and sergeants of the National Bureau of Investigation must be trained as able leaders, and possessed of sound human relations skills. Recognition and incentives are important to motivate the effective agent, but other means than seniority rights are suggested, such as the incentive pay program. Employee services result in a higher level of performance and act as a cohesive agent in cementing the organizational body. Communications must be provided for and the entire organization must be frequently informed of organizational objectives and policies. A sound ethical philosophy is necessary for proper motivation, and police professionalization will ensue as soon as highly-motivated law enforcement agencies take the fifth step, which is the elimination of the incompetent and immoral.

Conclusions

Although the proposals and recommendations for the successful reorganization contained in this study are many,

there exists a basic structure staffed, for the most part, with cooperative personnel who should be receptive to administrative guidance, training, and basic instruction. Some of the preceding reorganization proposals are currently being instituted by the Bureau. Also, the Bureau has a considerable amount of adequate basic equipment which is vital for successful enforcement operations. There have been numerous individual instances when the quality of performance has been observed to be exceedingly high. With the accomplishment of the proposed reorganization plus the following recommendations, the National Bureau of Investigation will, within a reasonable period of time, become one in which reliable service to the Republic will be professional and proficient because every attempt has been made to group related activities in a group for efficient operation so as to stimulate the will of the personnel toward a common goal--which is public service.[5]

From the reorganization plan, the following results should be achieved: (1) economy, because needless effort is wasteful and inefficient operation is eliminated; (2) definite lines of authority are established--this is particularly necessary to line personnel since no man can serve two masters at the same time; and (3) efficiency, which is the chief benefit since it often means the difference between success and failure in police personnel.[6]

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[5]Clift, Raymond E. A Guide to Modern Police Thinking. Cincinnati: The W. H. Anderson Co., 1956, p. 251.

[6]Ibid., p. 26.

The data presented in this study represents a thorough examination of certain phases of the present organizational defects and personnel problems of the National Bureau of Investigation. It is of value if it serves as a bisis for an organizational change, provides a guide for future study or poses questions for further examination.

Many conclusions and generalizations have been drawn in this study. Further validation of these through a larger and more detailed study would indeed prove valuable. A similar study, for example, of the National Police Force of Liberia would provide very interesting comparative material.

It might be possible to set up a point rating system of the various personnel factors and arbitrarily rate each new recruit.

The new recruitment qualification requirements present some problems as do organizational requirements, such as:

1. Is there a test, or can one be made, which could foretell an applicant's interest and determination?

2. Is there a possibility of devising a test to measure physical courage?

3. How can the National Bureau of Investigation recruitment plan be created to encourage disinterested individuals early in the program, thus saving time and money?

4. Are there thoroughly qualified individuals who can fill the new divisions and sections now?

5. What will be done with the present Bureau personnel with good records, most of whose educational standard

automatically disqualifies them for continuous connection with the Bureau?

6. If the proposed reorganization plan is adopted, will it solve all the organizational and personnel problems?

These, and many other questions, present themselves, and may serve as guides to future studies along these lines.

Recommendations

In view of the conclusions drawn and the data examined, the following recommendations are made for the effective and efficient operation of the National Bureau of Investigation as a career agency:

1. That the National Legislature give a clear-cut distinction between the various crimes that the National Bureau of Investigation should handle and those which normally fall under the jurisdiction of the National Police Force which the National Bureau of Investigation should not investigate.

2. That the Director of the National Bureau of Investigation, by virtue of his status and professional qualifications, be given the exclusive opportunity to attend all annual conferences of the International Criminal Police Commission (Interpol) instead of the Attorney General. Since the Director of the National Police Force attends all Annual conferences of the International Association of Chiefs of Police (IACP) instead of the Attorney General while the National Bureau of Investigation and the National Police Force are under the immediate administration of the Attorney

General. It is but fair and just that the same privilege be extended to the Director of the National Bureau of Investigation. The National Bureau of Investigation Director's attendance at Interpol Conferences is further necessary because an Interpol Section is embodied in the organization of the National Bureau of Investigation and the attendance will increase the professional intellect of the Director from the experiences gained thereof which will enable him to keep the Bureau operating on the basis of modern standards and techniques.

3. That the habit of hiring men during the inauguration period as National Bureau of Investigation agents for protective security be discontinued, because the practice is unsound and improper for security reasons. Furthermore, the situation weakens the morale and efficiency of the National Bureau of Investigation in the eyes of the public. The problem of protecting the lives of foreign dignitaries who are guests of the government is one of the most difficult and important issues in law enforcement; therefore, such responsibility should not be entrusted to a novice with just one week of protective security training. It is therefore recommended that the strength of the National Bureau of Investigation be increased to handle such security measures with the assistance of members of the National Police Force.

4. That any preliminary planning conferences which the Department of State may have for receiving foreign

official visitors to whom protective security will be given, should be attended by the Director of the National Bureau of Investigation because the National Bureau of Investigation is legally authorized to offer full protective security to all foreign dignitaries who are guests of the government of Liberia.

5. That the Chief of Protocol give the legal and professional regards due agents of the National Bureau of Investigation by desisting from ignoring their objections against any individuals attending official functions or ceremonies where the Chief Executive is physically present despite the fact that the individual may possess an invitation. It is further recommended that a very close atmosphere of cooperation exist between the authorities of the Department of State and the staff of the National Bureau of Investigation since they work together during many official occasions.

6. That all officials of government give their full support and cooperation to agents of the National Bureau of Investigation at all official functions and ceremonies by refraining from asking them to serve them in any other manner than what their assignments there call for. It must be realized that the presence of the National Bureau of Investigation agents at any gathering is to protect and save life; therefore, they are basically trained to be vigilant in that respect. Hence, if they perform the jobs of messengers and stewards, the life and security of the State will be insecure at the

time they are doing tasks other than their duties.

7. That the Director of the National Bureau of Investigation be given the full and exclusive privilege of selecting and assigning agents who may accompany the President during his travels at home and abroad because the Director knows the professional qualifications of each man under his jurisdiction. Of course, the President has unlimited discretion in naming any special agent to accompany him without consulting the Director, but the sole purpose of this recommendation is for the best and efficient protection of his life, which responsibility falls upon the National Bureau of Investigation which makes the professional decision of the Director indispensable.

8. That the practice of employing ordinary chauffeurs to operate National Bureau of Investigation vehicles who are not trained as agents be abolished and that they be substituted by regular agents for security reasons.

9. That only members of the National Bureau of Investigation should ride National Bureau of Investigation motor vehicles, and that the practice of giving friendly rides around town for non-official reasons be abolished. This recommendation is also for security reasons. The only exception to this recommendation being the case of emergency, where immediate assistance is needed for the protection of life and property and the maintenance of peace and order.

10. That the Director be authorized to submit a plan for the construction of a National Bureau of Investigation

Headquarters Building which will accommodate its new responsibilities in a building that the government will be proud of. A building which will attract the respect and admiration of visiting members of other law enforcement agencies of other countries.

11. That the National Bureau of Investigation be given a budgetary appropriation for the construction of a first-class National Bureau of Investigation training academy instead of the National Bureau of Investigation men being trained with National Police Force men at the National Police Force Academy because both groups do not have the same academic qualifications.

12. That the National Bureau of Investigation agents be assigned to some of the Liberian embassies situated in important countries as intelligence men who will serve as sources of intelligence information from the country to which they are assigned. The Director will transmit all information received to the Attorney General for the President. This is a recognized system which is established in most embassies of other countries today.

13. That the Director be authorized to employ one judo expert, one fingerprint and classification expert, and one records and communications expert from abroad under two years' contract to train members of the National Bureau of Investigation in these areas so that at the end of their contract, the agents who earn the highest grades and show

the greatest promise will be promoted and used as instructors in these areas. This will be less costly and more profitable than sending three or four agents abroad for this purpose.

APPENDIX A

ACT OF THE NATIONAL LEGISLATURE
SUBCHAPTER F
AN ACT TO CREATE THE
NATIONAL BUREAU OF INVESTIGATION
January, 1961

181. Director of National Bureau of Investigation- The National Bureau of Investigation shall be under the direction of a Director of the National Bureau of Investigation who shall be appointed by the President with the advice and consent of the Senate. He shall be directly responsible to the Attorney General.

182. Organization- The National Bureau of Investigation shall consist of the following sections: the Investigation Section, the Records and Identification Section, the Interpol Clearing Centre, and the Executive Security Section. It shall have such subsections and technical services as are necessary to carry out its functions effectively. It shall have its central office in the Capital and such field offices throughout the Republic as may be necessary.

183. Investigation Section- It shall be the function of the Investigation Section to investigate all crimes against the Republic and the Government which do not normally fall within the jurisdiction of the National Police Force.

184. Records and Identification Section- It shall be the function of the Records and Identification Section to

keep accurate and current records on all known criminals within the Republic and to devise a central fingerprint identification system to include all fingerprint classifications available within the Republic. Such information shall be made available to all internal security agencies of the Republic upon request. It shall also be the function of this service to compile and publish an annual criminal statistics report.

185. Interpol Clearing Center- It shall be the function of this section to keep in constant contact with the Headquarters office of Interpol in Paris and exchange necessary criminal information which it may deem of concern to both the Republic and the Interpol agency.

186. Executive Security Section- It shall be the function of this section to guard adequately the President, other high ranking officials of the Government whom the President may deem entitled to be guarded, and high ranking officials of Foreign Governments who may officially visit the Republic from time to time.

187. Classification, Grade, Pay and Rotation of Members- The classification, grade, and pay of all members of the National Bureau of Investigation shall be according to a uniform schedule to be prepared by the Director subject to the approval of the Attorney General. Members of the Bureau shall at all times be subject to rotation from place to place

as the need may arise.

188. Training Requirements of Members of the Bureau- All members of the National Bureau of Investigation shall be required to receive, as a prerequisite to admission, a four-month basic training at the National Police Training Academy or such other place as the Director may require. All members of the Bureau shall be required to receive periodic in-service training as the Director may from time to time prescribe.

189. Rules and Regulations- Rules and regulations for the governance and the effective operations of the Bureau shall be drawn up by the Director of the National Bureau of Investigation and submitted to the Attorney General for his approval.

190. Reports- All agents of the Bureau in charge of field services shall submit periodic and special reports covering the activities of the field offices to the Director of the Bureau. The Director shall submit an annual report covering all aspects of the activities of the Bureau to the Attorney General.

191. Probation, Membership, and Promotion- An eighteen month probationary period which shall include the period required for basic training shall be required of all persons desiring to become regular agents of the Bureau. Promotions within the Bureau shall be determined strictly in

keeping with time served within grades, performance of duty, and results achieved on a written examination to be administered from time to time for this purpose.

APPENDIX B

EXECUTIVE LAW
SUBCHAPTER A
AN ACT TO PROVIDE FOR THE ORGANIZATION OF THE NATIONAL POLICE FORCE OF LIBERIA
January, 1961

180. National Police Force Created; Its Organization- All the police forces of the Republic are organized into a single unit of service to be entitled the National Police Force of the Republic of Liberia, to be under the direction and control of the Department of Justice.

Such Force shall be composed of a headquarters unit in Monrovia and, if the President sees fit to establish them, a unit in each of the counties, territories, leeward districts, and provinces.

181. Commissioner of Police to Command Force- The National Police Force shall be under the command of the Commissioner of Police and such other subordinate officers of the Force as shall be directed by the Department of Justice. The salary of the Commissioner shall be fixed by annual budgetary appropriation.

182. Classification, Grade and Pay of Members- The classification, grade, and pay of the members of all units of the Force throughout the Republic shall be uniform; and they shall be subject to rotation from place to place at all times as the requirement arises.

183. Reports to Attorney General- All officers in charge of units of the National Police Force shall make regular quarterly reports to the Attorney General of all matters relating to their official duties. They shall also make such special reports as may be required of them from time to time.

184. Rules and Regulations- All rules and regulations for the governance of the National Police Force including the Detective Service shall be drawn up by the Attorney General and submitted to the President. After receiving his approval they shall be submitted to the next session of the Legislature, but pending enactment, they shall have the full force and effect of law.

185. Detective Service- There shall be organized within the National Police Force a Detective Service which shall be under the immediate supervision of an official to be known as the Chief of the Detective Service, who shall be a Liberian citizen.

Any person who shall falsely represent any of the Detective Officers, or use or imitate any of the signs, badges, or devices adopted and used by the Detective Service in pursuance of regulations, shall be guilty of a misdemeanor and subject to a fine of not less than fifty dollars nor more than two hundred dollars.

APPENDIX C

PRESIDENT TUBMAN'S ANNUAL MESSAGE RELATING TO THE FIVE YEAR PLAN ON POLICE CONSTABULARY November, 1952

President Tubman, in his Annual Message relating to the Five Year Plan, stated as follows:

There must be security and safety for development and investment, hence it became necessary to implement the Five Year Plan by reorganizing and co-ordinating the Police services of the Republic. Consequently, you passed an Act to Nationalize the Police Forces of the Republic and the institution of a Fire Brigade.

The initial cost of which was as follows:

(a) Salaries		$128,702.50
(b) Fire Brigade		
Salaries	$4,500.00	
Operational Expenses	1,150.00	5,650.00
(c) Traveling Expense		2,063.80
(d) Supplies		2,004.49
(e) Equipment		6,981.62
(f) Uniforms		13,013.50
(g) Operation and Repairs (motor equipment)		4,461.60
		$162,877.51

Of the above amount, about $156,000.00 would be an annual recurring expense--the difference being for equipment which will not require annual replacement.

Trainees in Police Administration Sent to the United States

To implement the Nationalization Scheme for the Police Forces of the Republic, it was decided to send some of our most efficient young Police Officers to the United States to take basic Police training, as well as training in police, immigration, and traffic administration and crime detection. Men from all over the country were invited to take part in the competitive examination which was prepared by the Police Specialist. As a result of the examination the following persons were decided upon to take training, namely:

Charles L. Cooper, Commissioner of Police, R.L., Monrovia.

J. G. B. Davies, Captain of Police and Administrative Assistant, Monrovia.

George B. Terry, Chief Detective, R.L., Monrovia.

Edward Cooper, Inspector of Police, Monrovia.

Wilmot R. Mason, Superintendent of Police, Lower Buchanan.

Allen N. Yancy, Inspector of Police, Harper, Cape Palmas.

It was my intention that at least one person from each of the counties should have been selected if he showed aptitude and proficiency in the examination. Unfortunately, Sinoe and Grand Cape Mount Counties did not participate and, therefore, no one from these two Counties was sent.

Arrangements having already been concluded with the Police Authorities of the City of New York to train these men in the Police Academy, they proceeded to the United States

and commenced special studies and observation on April 25th, 1950. This course was completed in July. On August 7th, they entered the Recruits School for Basic Training, which was completed on September 27th, 1950.

It was felt that, although the men had finished their six months course of study, they were not finished products. This point of view was shared by the New York Police Authorities. As a result, instructions were given that they remain for another six months in order that the nation might get the best results possible from their training.

APPENDIX D

THE DECLARATION OF RIGHTS OF THE CONSTITUTION OF LIBERIA

The end of the institution, maintenance, and administration of government, is to secure the existence of the body politic, to protect it, and to furnish the individuals who compose it, with the power of enjoying in safety and tranquility, their natural rights, and the blessings of life; and whenever these great objects are not obtained, the people have a right to alter the government, and to take measures necessary for their safety, prosperity, and happiness.

Therefore, we the People of the Commonwealth of Liberia, in Africa, acknowledging with devout gratitude, the goodness of God, in granting to us the blessings of the christian religion, and political, religious, and civil liberty, do, in order to secure these blessings for ourselves and our posterity, and to establish justice, insure domestic peace, and promote the general welfare, hereby solemnly associate and constitute ourselves a Free, Sovereign and Independent State, by the name of the REPUBLIC OF LIBERIA, and do ordain and establish the Constitution for the government of the same.

Section 1st. All men are born equally free and independent, and have certain natural, inherent and inalienable rights; among which, are the rights of enjoying and defending life and liberty, of acquiring, possessing and protecting

property and of pursuing and obtaining safety and happiness.

Section 2nd. All power is inherent in the people; all free governments are instituted by their authority and for their benefit and they have the right to alter and reform the same when their safety and happiness require it.

Section 3rd. All men have a natural and inalienable right to worship God according to the dictates of their own consciences, without obstruction or molestation from others; all persons demeaning themselves peaceably, and not obstructing others in their religious worship, are entitled to the protection of law, in the free exercise of their own religion; and no sect of christians shall have exclusive priviledges or preference, over any other sect; but all shall be alike tolerated; and no religious test whatever shall be required as a qualification for civil office, or the exercise of any civil right.

Section 4th. There shall be no slavery within this Republic. Nor shall any citizen of this Republic, or any person resident therein, deal in slaves, either within or without this Republic, directly or indirectly.

Section 5th. The people have a right at all times, in an orderly and peaceable manner, to assemble and consult upon the common good; to instruct their representatives, and to petition the government, or any public functionaries for

the redress of grievances.

Section 6th. Every person injured shall have remedy therefor, by due course of law; justice shall be done without sale, denial or delay; and in all cases, not arising under martial law, or upon impeachment, the parties shall have a right to trial by jury, and to be heard in person or by counsel, or both.

Section 7th. No person shall be held to answer for a capital or infamous crime, except in cases of impeachment, cases arising in the army and navy, and petty offences, unless upon presentment by a grand jury; and every person criminally charged, shall have a right to be seasonably furnished with a copy of the charge, to be confronted with witnesses against him--to have compulsory process for obtaining witnesses in his favor; and to have a speedy, public and impartial trial by a jury of the vicinity. He shall not be compelled to furnish or give evidence against himself; and no person shall for the same offence be twice put in jeopardy of life or limb.

Section 8th. No person shall be deprived of life, liberty, property or privilege, but by judgment of his peers, or by the law of the land.

Section 9th. No place shall be searched, no person seized, on a criminal charge or suspicion, unless upon

warrant lawfully issued, upon probable cause supported by oath, or solemn affirmation, specially designating the place or person, and the object of the search.

Section 10th. Excessive bail shall not be required, nor excessive fines imposed, nor excessive punishment inflicted. Nor shall the legislature make any law impairing the obligation of contracts, nor any law rendering any Act punishable, in any manner in which it was not punishable when it was committed.

Section 11th. All elections shall be by ballot, and every citizen (male and female) of twenty-one years of age possessing real estate shall have the right of suffrage. When applied to Voters in the Provinces of the hinterland of The Republic, "possessing real estate" shall be construed to include possessing a hut on which he or she pays the hut tax.

Section 12th. The people have a right to keep and bear arms for the common defence. And as in time of peace, armies are dangerous to liberty, they ought not to be maintained, without the consent of the legislature; and the military power shall always be held in exact subordination to the civil authority, and be governed by it.

Section 13th. Private property shall not be taken for public use without just compensation.

Section 14th. The power of this government shall be divided into three distinct departments: Legislative, Executive, and Judicial; and no person belonging to one of these departments, shall exercise any of the powers belonging to either of the others. This section is not to be construed to include Justices of the Peace.

Section 15th. The liberty of the press is essential to the security of freedom in a state; it ought not, therefore, to be restrained in this Republic.

The printing press shall be free to every person, who undertakes to examine the proceedings of the Legislature or any branch of government; and no law shall ever be made to restrain the rights thereof. The free communication of thoughts and opinions, is one of the invaluable rights of man, and every citizen may freely speak, write and print, on any subject, being responsible for the abuse of that liberty.

In prosecutions for the publication of papers, investigating the official conduct of officers or men in a public capacity, or where the matter published is proper for public information, the truth thereof may be given in evidence. And in all indictments for libels, the jury shall have a right to determine the law and the facts, under the direction of the court, as in other cases.

Section 16th. No subsidy, charge, impost, or duties ought to be established, fixed, laid or levied under any

pretext whatsoever, without the consent of the people, or their representatives in the legislature.

Section 17th. Suits may be brought against the Republic in such manner, and in such cases as the Legislature may, by law direct.

Section 18th. No person can, in any case, be subjected to the law martial, or to any penalties or pains by virtue of that law (except those employed in the army or navy, and except the militia in actual service), but by the authority of the legislature.

Section 19th. In order to prevent those who are vested with authority, from becoming oppressors, the people shall have a right at such periods, and in such a manner, as they shall establish by their form of government--to cause their public officers to return to private life, and to fill up vacant places by certain and regular elections and appointments.

Section 20th. That all prisoners shall be bailable by sufficient sureties, unless, for capital offences, when the proof is evident, or presumption great: and the privilege and benefit of the writ of habeas corpus, shall be enjoyed in this Republic, in most free, easy, cheap, expeditious and ample manner: and shall not be suspended by the legislature, except upon the most pressing and urgent occasions, and for a limited time, not exceeding twelve months.

APPENDIX E

SPECIFICATIONS FOR EACH CLASS OF WORK IN THE NATIONAL BUREAU OF INVESTIGATION HEADQUARTERS

1. Class Title: Director, National Bureau of Investigation

Class Definition

General Duties: To have chief administrative responsibility for the maintenance of order, the enforcement of laws and ordinances, the prevention of crime and protection of life and property in the Republic of Liberia, to supervise, control and coordinate all employees of the National Bureau of Investigation and activities assigned to it.

Supervision Exercised: Has complete internal control over the activities of the National Bureau of Investigation; exercises general supervision over all the divisions of the Bureau, acting through their respective heads; gives close review to all activities of the Bureau.

Supervision Received: Reports the activities of the National Bureau of Investigation to the Attorney General annually in writing and receives from the Attorney General instructions as to general administrative policies and methods, and advice concerning specific procedures which are to be followed in handling unprecedented problems.

Degree of Responsibility: Has wide latitude of discretion and responsibility for performance of investigative and security functions including the review of work of subordinates, making independent decisions sometimes subject to

general review by the Attorney General; makes recommendations to the Attorney General with regard to major plans and policies of the Bureau; has immediate responsibility for all matters relative to the personnel of the Bureau; has full responsibility for bringing charges and carrying out disciplinary measures taken by the Attorney General.

Examples of Duties: To handle all matters pertaining to the personnel of the Bureau such as selection, promotion, assignment, discipline and discharge; to prepare monthly schedules of beat and desk assignments; to review acts and reports of subordinate officers; to make personal inspections of patrolmen's and agents' beats; to read and reply to incoming correspondence; to inspect the records system maintained by its possible supervisor; when the occasion demands to assume immediate responsibility for the investigation of criminal offenses; to analyze crime and police conditions and plan prevention work; to confer with other law enforcement and private agencies in law enforcement matters; to deal with the public; to explain the functions of the National Bureau of Investigation to residents of the Republic; to aid in planning special public campaigns for safety and crime prevention; to prepare an annual report of the Activities of the Bureau; to maintain contacts with other law enforcement agencies and with professional police organizations; to participate in the conferences of Interpol.

Minimum Qualifications

Age: Not more than 45 years of age if applying for the position of Director from outside the National Bureau of Investigation. No age limit is set for members of the National Bureau of Investigation.

Education and Experience: Education equivalent to that represented by graduation from an accredited college or university with a degree in Police Administration, Law, or Accounting and at least five years of successful police work, one of which shall have been in a rank above that of sergeant or special agent in the National Bureau of Investigation or some other public jurisdiction.

Special Knowledge, Abilities, and Skills: Social and general intelligence; a high degree of leadership, tact, good character; medical and physical fitness; ability to treat the public with courtesy and when the occasion demands, with firmness; ability to organize the Bureau for the effective performance of its functions; ability to plan and maintain a steady flow of work through the Bureau; ability to delegate details to subordinate agents yet supervise and control their operations; ability to secure and hold the confidence of the public on the fairness and effectiveness of performance of security and investigation functions; fundamental knowledge of police problems and procedures; familiarity with current developments in police science and administration; acquaintance with basic literature in the field of police adminis-

tration; ability to maintain cooperative relations with other law enforcement agencies of the Republic; ability to issue intelligible directions and orders and secure their execution; ability to exercise good judgment in matters pertaining to the personnel of the Bureau.

2. Class Title: Assistant Director for Investigation

Class Definition

General Duties: To be the immediate assistant to the Director and second in command of the Bureau in performing the administrative responsibility of the Bureau in the line of investigation, maintenance of order, the enforcement of laws and ordinances, the prevention of crime and protection of life and property in the Republic of Liberia.

Supervision Exercised: Has direct charge of personnel of the Bureau and in full command of the Bureau during the absence of the Director; exercises general supervision of the Investigation Division, Narcotics Squad, and Interpol Clearing Section acting through their representative heads.

Supervision Received: Reports the activities of the units under his supervision daily in writing and from time to time, to summarize these activities in monthly reports to the Director; receives from the Director instructions as to the general administrative policies and methods and advice concerning specific procedures which are to be followed in handling unprecedented problems.

Degree of Responsibility: Has immediate responsibility for the work of the units to which he is assigned; entire discretion for methods of handling each order within the limitations set forth by the Director; responsibility of continual study of his divisions' operations with a view toward internal changes for the good of the division.

Examples of Duties: To handle all matters pertaining to the three units under his control and prepare monthly schedules of assignments; to review acts and reports of subordinate agents; to contact agents in the respective divisions continually to determine discipline, energy and activity, neatness, accuracy in reporting, courage, thoroughness in dignity; to make assignments within the division; to follow-up and review the work of all subordinate agents; to train the personnel under his direction; to assure the full obedience to rules and regulations; to supervise the plan of beat layout or investigative assignments for his divisions; to assure proper reporting; to make all necessary inspections; to encourage the men to confide freely in him, to recognize the continuous high quality of service or especially meritorious act by citation on the agents' personnel records.

Minimum Qualifications

Education and Experience: Education equivalent to that represented by graduation from an accredited college or university with a degree in police administration, law or accounting and at least four years of successful police work,

one of which shall have been in a rank above that of agent or patrolman of the National Bureau of Investigation or some other public jurisdiction.

Height and Weight Measurements: Should conform to the schedule established for agents and patrolmen with minor variations to be allowed with advancing age.

Specialized Knowledge, Abilities, and Skills: Social and general intelligence; a high degree of leadership; tact, good character; medical and physical fitness; ability to treat public with courtesy and, when the occasion demands, with firmness; ability to organize the Bureau for the effective performance of its functions; ability to plan and maintain a steady flow of work through the Bureau; ability to delegate details to subordinate officers yet supervise and control their operations; ability to secure and hold their confidence; ability to cooperate the work of all divisions under his control; ability to secure the confidence of the public in the fairness and effectiveness of performance of police functions; fundamental knowledge of police problems and procedures; familiarity with current developments in police science and administration; acquaintance with basic literature in the field of police administration; ability to maintain cooperative relations with law enforcement agencies; ability to issue intelligible directions and orders and secure their execution; ability to exercise good judgment in matters pertaining to the personnel of his divisions.

3. Class Title: Assistant Director for Services

Class Definition

General Duties: On assignment to serve as Chief of the uniformed division of the National Bureau of Investigation and the plainclothes security division as well, third in command of the National Bureau of Investigation; to carry out the orders and assignments of the Director; to assure the maintenance of order; enforcement of laws and protection of the lives of the President of the Republic of Liberia; his immediate family and other officials of government and foreign dignitaries that the President orders protective security for; and to provide security for the Executive Mansion grounds; the capitol building and grounds, the treasury department and the post office department.

Supervision Exercised: Over all personnel of the National Bureau of Investigation assigned to the Executive Mansion Special Security Police Division and the Security Division; shall assume full administrative command of the National Bureau of Investigation during the absence of the Director and the Assistant Director for Investigation.

Supervision Received: Reports the activities of the divisions under his supervision to the Director daily in writing and, from time to time, summarize these activities in monthly reports; receives from the Director instructions as to the General Administrative policies and methods, and advice concerning specific procedures which are to be followed in

handling unprecedented problems.

Degree of Responsibility: Has responsibility for the work of the divisions to which assigned; entire discretion for methods of handling each order within the limitations set forth by the Director; responsibility of continual study of his divisions' operations with a view toward internal changes for the good of the division.

Examples of Duties: Study crime, surveillance and protective security problems; contact men in the respective divisions continually to determine discipline, energy and activity, neatness, accuracy in reporting, courage, thoroughness and dignity; to make assignments within the divisions, to follow up and review the work of all subordinate officers; to train the personnel under his direction; to assure the full obedience to the rules and regulations; to plan the beat layout or investigation assignments for his division; to assure proper reporting; to make all necessary inspections; to encourage the men to confide freely in him; to recognize a continuous high quality of service or especially meritorious act by citation on the officers' and agents' personnel records.

Minimum Qualifications

Education and Experience: Education equivalent to that represented by graduation from an accredited college or university with a degree in police administration, law, or accounting and four years of successful police work, one of which shall have been in a rank above agent or patrolman of

the National Bureau of Investigation or some other public jurisdiction.

Height and Weight Measurements: Should conform to the schedule established for patrolmen and agents with minor variations to be allowed with advancing age.

Specialized Knowledge, Abilities, and Skills: Social and general intelligence; a high degree of leadership; tact, good character; medical and physical fitness; ability to treat public with courtesy and, when the occasion demands, with firmness; ability to organize the Bureau for the effective performance of its functions; ability to plan and maintain a steady flow of work through the Bureau; ability to delegate details to subordinate officers yet supervise and control their operations; ability to secure and hold their confidence; ability to cooperate the work of all divisions under his control; ability to secure the confidence of the public in the fairness and effectiveness of performance of police functions; fundamental knowledge of police problems and procedures; familiarity with current developments in police science and administration; acquaintance with basic literature in the field of police administration; ability to maintain cooperative relations with law enforcement agencies; ability to issue intelligible directions and orders and secure their execution; ability to exercise good judgment in matters pertaining to the personnel of his divisions.

4. Class Title: Assistant Director for Administration

Class Definition

General Duties: To be the fourth in command of the Bureau in performing the administrative responsibility of the Bureau in the line of administration, maintenance of order, the enforcement of laws and ordinances, the prevention of crime and protection of life and property in the Republic of Liberia.

Supervision Exercised: Has direct charge of all personnel assigned to the Secretarial Section, the Personnel Division, the Planning and Research Division, the Supplies and Equipment Section, and the Budgetary and Fiscal Division, acting through their respective heads; and in full command of the Bureau during the absences of the Director, the Assistant Director for Investigation, and the Assistant Director for Services.

Supervision Received: Reports the activities of the divisions and sections under his supervision daily in writing and from time to time to summarize these activities in monthly reports to the Director; receives from the Director instructions as to the general administrative policies and methods and advice concerning specific procedures which are to be followed in handling unprecedented problems.

Degree of Responsibility: Has immediate responsibility for the work of the units to which he is assigned; entire discretion for methods of handling each order within the

limitations set forth by the Director; responsibility of continual study of his divisions' operations with a view toward internal changes for the good of the division.

Examples of Duties: To handle all matters pertaining to the five units under his control and prepare monthly schedules of assignments; to review acts and reports of subordinate agents; to contact agents in the respective divisions continually to determine discipline, energy and activity, neatness, accuracy in reporting, courage, thoroughness in dignity; to make assignments within the division; to follow-up and review the work of all subordinate agents; to train the personnel under his direction; to assure the full obedience to rules and regulations; to supervise the plan of beat layout or investigative assignments for his divisions; to assure proper reporting; to make all necessary inspections; to encourage the men to confide freely in him, to recognize the continuous high quality of service or especially meritorious act by citation on the agents' personnel records.

Minimum Qualifications

Education and Experience: Education equivalent to that represented by graduation from an accredited college or university with a degree in police administration, law or accounting and at least four years of successful police work, one of which shall have been in a rank above that of agent or patrolman of the National Bureau of Investigation or some other public jurisdiction.

Height and Weight Measurements: Should conform to the schedule established for agents and patrolmen with minor variations to be allowed with advancing age.

Specialized Knowledge, Abilities, and Skills: Social and general intelligence; a high degree of leadership; tact; good character; medical and physical fitness; ability to treat public with courtesy and, when the occasion demands, with firmness; ability to organize the Bureau for the effective performance of its functions; ability to plan and maintain a steady flow of work through the Bureau; ability to delegate details to subordinate officers yet supervise and control their operations; ability to secure and hold their confidence; ability to cooperate the work of all divisions under his control; ability to secure the confidence of the public in the fairness and effectiveness of performance of police functions; fundamental knowledge of police problems and procedures; familiarity with current developments in police science and administration; acquaintance with basic literature in the field of police administration; ability to maintain cooperative relations with law enforcement agencies; ability to issue intelligible directions and orders and secure their execution; ability to exercise good judgment in matters pertaining to the personnel of his divisions.

5. Class Title: Assistant Director for Field Offices

Class Definition

General Duties: To be the immediate Assistant to the Director for all general area assignments and fifth in command of the Bureau in performing the administrative responsibility of the Bureau in the line of investigation, maintenance of order, the enforcement of laws and ordinances, the prevention of crime and protection of life and property in the Republic of Liberia.

Supervision Exercised: Has direct charge of personnel of the Field Offices and may serve as acting Director during the absences of the Director, the Assistant Director for Investigation, the Assistant Director for Services, and the Assistant Director for Administration; exercises general supervision of the County, Territorial, and Provincial details, acting through the Senior Special Agents for County and Provincial Inspection.

Supervision Received: Reports the activities of the areas under his supervision daily in writing andfrom time to time to summarize these activities in monthly reports to the Director; receives from the Director instructions as to the general administrative policies and methods and advice concerning specific procedures which are to be followed in handling unprecedented problems.

Degree of Responsibility: Has immediate responsibility for the work of the units to which he is assigned; entire

discretion for methods of handling each order within the limitations set forth by the Director; responsibility of continual study of his areas' operations with a view toward internal changes for the good of the offices.

Examples of Duties: To handle all matters pertaining to the General Area assignments under his control and prepare monthly schedules of assignments; to review acts and reports of subordinate agents; to contact agents in the respective areas continually to determine discipline, energy and activity, neatness, accuracy in reporting, courage, thoroughness in dignity; to make assignments within the units; to follow-up and review the work of all subordinate agents; to train the personnel under his direction; to assure the full obedience to rules and regulations; to supervise the plan of beats, layout or investigative assignments for his divisions; to assure proper reporting; to make all necessary inspections; to encourage the men to confide freely in him, to recognize the continuous high quality of service or especially meritorious acts by citation on the agents' personnel records.

Minimum Qualifications

Education and Experience: Education equivalent to that represented by graduation from an accredited college or university with a degree in police administration, law or accounting and at least four years of successful police work, one of which shall have been in a rank above that of agent or patrolman of the National Bureau of Investigation or some

other public jurisdiction.

Height and Weight Measurements: Should conform to the schedule established for agents and patrolmen with minor variations to be allowed with advancing age.

Specialized Knowledge, Abilities, and Skills: A high degree of social and general intelligence; medical, mental, and physical fitness; fundamental knowledge of police science, problems, methods, and administration; knowledge of modern techniques of criminal investigation and identification; knowledge of the principles of protective security; ability to lead and have the respect of fellow officers; good character; tact; ability to treat the public with courtesy and, when the occasion demands, with firmness; skill in planning and checking on work; ability to delegate details to others and supervise and control their activities; ability to maintain cooperative arrangements with the Assistant Director for Investigation; ability to issue intelligible directions and orders and serve their execution; ability to apply good judgment and practical sense to the work of the Field Offices.

6. Class Title: Senior Special Agent-In-Charge

Class Definition

General Duties: On assignment to serve as supervisor of the county and provincial details directly supervising the duties of the Special Agents-In-Charge of the field offices and to carry out orders and assignments of the Assistant

Director for Field Offices; to assure the maintenance of order, enforcement of national laws and ordinances, and protection of life and property in the Republic of Liberia.

Supervision Exercised: Over Special Agents-In-Charge assigned to the Field Offices; or in the absence of the Director and his assistants over all officers and agents present at any emergency.

Supervision Received: Under direct supervision of the Assistant Director for Field Services and general supervision of Director; reports the activities of the areas under his supervision daily in writing and from time to time to summarize these activities in monthly reports to the Assistant Director for Field Services; receives from the Assistant Director for Field Services instructions as to the general administrative policies and methods and advice concerning specific procedures which are to be followed in handling unprecedented problems.

Degree of Responsibility: Has immediate responsibility for the work of the county and provincial units to which he is assigned; entire discretion for the method of handling each order within the limitations set forth by the Director; responsibility of continual study of his unit's operations with a view toward internal changes for the good of the unit.

Examples of Duties: Study crime and security investigative problems which fall under the Bureau's jurisdiction; contact men in respective divisions continually to

determine discipline, energy and activity, neatness, accuracy in reporting; courage; thoroughness and dignity; to make assignments within the units; to follow-up and review the work of all subordinate officers; to train the personnel under his direction; to assure the full obedience to the rules and regulations; to plan the beat layout or investigative assignments; to assure proper reporting; to make all necessary inspections; to encourage the men to confide freely in him; to recognize a continuous high quality of service or especially meritorious act by citation on the agent's personnel record.

Minimum Qualifications

Education and Experience: Education equivalent to that represented by graduation from an accredited college or university with a degree in any specialized field and three years' successful experience as a member of a law enforcement agency, at least one of which was spent as an agent or a patrolman in the National Bureau of Investigation or some other public jurisdiction.

Height and Weight Measurements: Should conform to the schedule established for agents and patrolmen with minor variations to be allowed with advancing age.

Specialized Knowledge, Abilities, and Skills: A high degree of social and general intelligence; medical, mental, and physical fitness; fundamental knowledge of police science, problems, methods and administration; knowledge of modern techniques of criminal investigation and identification;

knowledge of the principles of traffic control; ability to lead and have the respect of fellow officers; good character; tact; ability to treat the public with courtesy and, when the occasion demands, with firmness; skill in planning and checking on work; ability to delegate details to others and to supervise and control their activities; ability to maintain cooperative arrangements with the heads of the other divisions; ability to issue intelligible directions and orders and secure their execution; ability to apply good judgment and practical sense to the work of his division.

7. Class Title: Special Agent-In-Charge

Class Definition:

General Duties: On assignment to serve as commander of the security, investigation, personnel, records and communications, planning and research, intelligence, budgetary and fiscal and field offices divisions including all other functional units of the National Bureau of Investigation and to carry out orders and assignments of the Director and his assistants; to assure the maintenance of order, enforcement of national laws and ordinances, and protection of life and property in the Republic of Liberia.

Supervision Exercised: Over Special Agents assigned to him; or in the absence of the Director and his assistants, over all officers and agents present at any emergency.

Supervision Received: Under general and direct

supervision of the Director and his assistants.

Degree of Responsibility: Has immediate responsibility for the work of the divisions to which he is assigned; entire discretion for the method of handling each order within the limitations set forth by the Director; responsibility of continual study of his division's operations with a view toward internal changes for the good of the division.

Examples of Duties: Study crime and security investigative problems; contact men in respective divisions continually to determine discipline, energy and activity, neatness, accuracy in reporting, courage, thoroughness, and dignity; to make assignments within the division or detail; to follow-up and review the work of all subordinate officers; to train the personnel under his direction; to assure the full obedience to the rules and regulations; to plan the beat layout or investigative assignments; to assure proper reporting; to make all necessary inspections; to encourage the men to confide freely in him; to recognize a continuous high quality of service or especially meritorious act by citation on the officer's personnel record.

Minimum Qualifications

Education and Experience: Education equivalent to that represented by graduation from an accredited college or university with a degree in any specialized field and three years' successful experience as a member of a law enforcement agency, at least one of which was spent as an agent or

a patrolman in the National Bureau of Investigation or some other public jurisdiction.

Height and Weight Measurements: Should conform to the schedule established for agents and patrolmen with minor variations to be allowed with advancing age.

Specialized Knowledge, Abilities, and Skills: A high degree of social and general intelligence; medical, mental, and physical fitness; fundamental knowledge of police science, problems, methods and administration; knowledge of modern techniques of criminal investigation and identification; knowledge of the principles of traffic control; ability to lead and have the respect of fellow officers; good character; tact; ability to treat the public with courtesy and, when the occasion demands, with firmness; skill in planning and checking on work; ability to delegate details to others and to supervise and control their activities; ability to maintain cooperative arrangements with the heads of the other divisions; ability to issue intelligible directions and orders and secure their execution; ability to apply good judgment and practical sense to the work of his division.

8. Class Title: Captain

Class Definition

General Duties: On assignment in uniform to serve as immediate commander of the Executive Mansion Special Security Police Division; to carry out the orders and assignments of

the Director; to assure the maintenance of order, enforcement of national laws and ordinances, and the protection of the lives of the Chief Executive, his official family and other designated dignitaries of foreign governments; and the protection of life and property in the Republic of Liberia.

Supervision Exercised: Over Lieutenants assigned to him; or in the absence of the Director and his assistants over all officers and agents present at any emergency.

Supervision Received: Under general supervision of the Director and under direct supervision of the Assistant Director for Services.

Degree of Responsibility: Has immediate responsibility for the work of the division to which assigned; entire discretion for method of handling each order within the limitations set forth by the Director; responsibility of continual study of his division's operations with a view toward internal changes for the good of the division.

Examples of Duties: Study crime and security investigative problems; contact men in respective divisions continually to determine discipline, energy and activity, neatness, accuracy in reporting, courage, thoroughness, and dignity; to make assignments within the division or detail; to follow-up and review the work of all subordinate officers; to train the personnel under his direction; to assure the full obedience to the rules and regulations; to plan the beat layout or investigative assignments; to assure proper report-

ing; to make all necessary inspections; to encourage the men to confide freely in him; to recognize a continuous high quality of service or especially meritorious act by citation on the officer's personnel record.

Minimum Qualifications

Education and Experience: Education equivalent to that represented by graduation from an accredited college or university with a degree in any specialized field and three years' successful experience as a member of a law enforcement agency, at least one of which was spent as an agent or a patrolman in the National Bureau of Investigation or some other public jurisdiction.

Height and Weight Measurements: Should conform to the schedule established for agents and patrolmen with minor variations to be allowed with advancing age.

Specialized Knowledge, Abilities, and Skills: A high degree of social and general intelligence; medical, mental, and physical fitness; fundamental knowledge of police science, problems, methods and administration; knowledge of modern techniques of criminal investigation and identification; knowledge of the principles of traffic control; ability to lead and have the respect of fellow officers; good character; tact; ability to treat the public with courtesy and, when the occasion demands, with firmness; skill in planning and checking on work; ability to delegate details to others and to supervise and control their activities; ability to maintain

cooperative arrangements with the heads of the other divisions; ability to issue intelligible directions and orders and secure their execution; ability to apply good judgment and practical sense to the work of his division.

9. Class Title: Lieutenant

Class Definition

General Duties: On assignment in uniform to serve as supervisor of the Treasury Department and Post Office guards and the various units and shifts of the Executive Mansion Special Security Police Division and all other functional units of the National Bureau of Investigation; to carry out the orders and assignments of the Director through channels; to assure the maintenance of order, enforcement of national laws and ordinances; and the protection of the lives of the Chief Executive, his official family and other designated official dignitaries of foreign governments, and protection of life and property in the Republic of Liberia.

Supervision Exercised: Over Sergeants and patrolmen assigned to him; or in the absence of the Director, his assistants, and superior officers, over all sergeants, agents and patrolmen present at any emergency.

Supervision Received: Under general supervision of the Director and under direct supervision of the Assistant Director for Services and a Captain of the Executive Mansion Special Security Police Division.

Degree of Responsibility: Has immediate responsibility for the work of the units and shifts to which assigned; entire discretion for the method of handling each order within the limitations set forth by the Director; responsibility of continual study of his division's or shift's operations with a view toward internal changes for the good of the division or shift.

Examples of Duties: Study crime and security investigative problems; contact men in respective divisions continually to determine discipline, energy and activity, neatness, accuracy in reporting, courage, thoroughness, and dignity; to make assignments within the division or detail; to follow-up and review the work of all subordinate officers; to train the personnel under his direction; to assure the full obedience to the rules and regulations; to plan the beat layout or investigative assignments; to assure proper reporting; to make all necessary inspections; to encourage the men to confide freely in him; to recognize a continuous high quality of service or especially meritorious act by citation on the officer's personnel record.

Minimum Qualifications

Education and Experience: Education equivalent to that represented by graduation from an accredited college or university with a degree in any specialized field and three years' successful experience as a member of a law enforcement agency, at least one of which was spent as an agent or a

patrolman in the National Bureau of Investigation or some other public jurisdiction.

Height and Weight Measurements: Should conform to the schedule established for agents and patrolmen with minor variations to be allowed with advancing age.

Specialized Knowledge, Abilities, and Skills: A high degree of social and general intelligence; medical, mental, and physical fitness; fundamental knowledge of police science, problems, methods and administration; knowledge of modern techniques of criminal investigation and identification; knowledge of the principles of traffic control; ability to lead and have the respect of fellow officers; good character; tact; ability to treat the public with courtesy and, when the occasion demands, with firmness; skill in planning and checking on work; ability to delegate details to others and to supervise and control their activities; ability to maintain cooperative arrangements with the heads of the other divisions; ability to issue intelligible directions and orders and secure their execution; ability to apply good judgment and practical sense to the work of his division.

10. Class Title: Special Agent

Class Definition

General Duties: On assignment to serve as supervisor of the Interpol Clearing Section and the various shifts of the plainclothes divisions of the National Bureau of Investi-

gation, including all other functional units of the National Bureau of Investigation; to carry out the orders and assignments of the Director; to assure the maintenance of order, enforcement of National laws and ordinances, and the protection of life and property in the Republic of Liberia.

Supervision Exercised: Over agents assigned to his section and shift; or in the absence of all superior officers over all sergeants, agents, and patrolmen present at any emergency.

Supervision Received: Under general supervision of the Director and his assistants and under direct supervision of a Special Agent-In-Charge.

Degree of Responsibility: Has immediate responsibility for the work of the division, section, and shift to which assigned; entire discretion for the method of handling each order within the limitations set forth by the Director; responsibility of continual study of his division, section, and shift operations with a view toward internal changes for the good of the division, section, or shift.

Examples of Duties: Study crime and security investigative problems; contact men in respective divisions continually to determine discipline, energy and activity, neatness, accuracy in reporting, courage, thoroughness, and dignity; to make assignments within the division or detail; to follow-up and review the work of all subordinate officers; to train the personnel under his direction; to assure the

full obedience to the rules and regulations; to plan the beat layout or investigative assignments; to assure proper reporting; to make all necessary inspections; to encourage the men to confide freely in him; to recognize a continuous high quality of service or especially meritorious act by citation on the officer's personnel record.

Minimum Qualifications

Education and Experience: Education equivalent to that represented by graduation from an accredited college or university with a degree in any specialized field and three years' successful experience as a member of a law enforcement agency, at least one of which was spent as an agent or a patrolman in the National Bureau of Investigation or some other public jurisdiction.

Height and Weight Measurements: Should conform to the schedule established for agents and patrolmen with minor variations to be allowed with advancing age.

Specialized Knowledge, Abilities, and Skills: A high degree of social and general intelligence; medical, mental, and physical fitness; fundamental knowledge of police science, problems, methods and administration; knowledge of modern techniques of criminal investigation and identification; knowledge of the principles of traffic control; ability to lead and have the respect of fellow officers; good character; tact; ability to treat the public with courtesy and, when the occasion demands, with firmness; skill in planning and check-

ing on work; ability to delegate details to others and to supervise and control their activities; ability to maintain cooperative arrangements with the heads of the other divisions; ability to issue intelligible directions and orders and secure their execution; ability to apply good judgment and practical sense to the work of his division.

11. Class Title: Sergeant

Class Definition

General Duties: On assignment, to have responsibility for supervision and coordination, and control of men assigned to general patrol duty of the Executive Mansion Special Security Police; to handle complaints and calls at desk; to carry out investigations and inspections and to perform related work as assigned.

Supervision Exercised: Over foot and motor patrolmen whose work they are charged with inspecting, controlling, and reporting upon.

Supervision Received: Under immediate direction of the head of the division to which assigned, and the general supervision of the Director; always subject to the direction of the ranking officer in any emergency.

Degree of Responsibility: Have direct responsibility for the smooth functioning of the complaint desk duties; discretion under approved rules in assigning officers to complaints; responsibility for a high type of public relations

in dealing with the public both by telephone and in personal contact. When on patrol inspection trips, independent judgment is exercised; sometimes in moments of crisis, subject to the close post-review by the Director and the head of the patrol division; to exercise discretion in assisting, reassigning, and criticising the officers supervised on patrol duty.

Examples of Duties: To make notes on complaints received at the desk; typing the complaint form from such notes; to meet and tactfully deal with visitors from the Bureau; to give orders by telephone and to officers calling at the desk in person; to answer inquiries of citizens; to operate the communication system; to dispatch cars and patrolmen to scene of crime or unusual occurance reported; to receive and transmit messages from and to supervisory officers and patrolmen; to assist in the maintenance of the National Bureau of Investigation's record system; to keep log record of periodic National Bureau of Investigation calls; to patrol in a cruising car all beats within their jurisdiction, checking National Bureau of Investigation patrolmen and agents in the performance of their duties; to assist patrolmen and agents whenever in need of help; to answer adequately all questions of patrolmen and agents concerning security performance and methods; to report any breach of duty or inefficiency; to observe the minor faults of patrolmen and agents on duty and correct them by proper instructions; to give evidence in court; to make

such reports as the lieutenant of the Executive Mansion Special Security Police Division may require; to identify persons wanted; to report matters which require attention of other National Bureau of Investigation agencies.

Minimum Qualifications

Education and Experience: Graduation from an accredited college or university or its equivalent, and at least two years of successful experience as patrolman or agent of the National Bureau of Investigation or other public jurisdiction.

Height and Weight Measurements: Should conform to the schedule established for patrolmen and agents with minor variations to be allowed with advancing age.

Special Knowledge, Abilities, and Skills: Social and general intelligence; medical and physical fitness; complete knowledge of patrolman's or agent's work; up-to-date familiarity with the latest developments in police science; knowledge of modern methods of detection, identification, protective security, and investigation; familiarity with traffic control principles; skill in the use of fire arms, ability to meet the public with courtesy; but when the occasion demands, with firmness; aptitude for leadership; the respect of other members of the force; tact; good character; ability to understand and carry out complex directions both oral and written; complete familiarity with the laws, ordinances, rules and regulations affecting police work in

the Republic of Liberia.

12. Class Title: Agents

Class Definition

General Duties: To be personally responsible in an assigned district or beat during a specified period, in plainclothes, for the maintenance of order, the enforcement of laws and ordinances and the protection of the lives of the President, his immediate family, other officials of government and foreign dignitaries whom the President may require protective security for; and protection of life and property; to assist in the investigation of criminal offenses and other National Bureau of Investigation problems assigned; to handle other related assignments by superior officers.

Supervision Exercised: Ordinarily none except when assigned to patrol duty as acting sergeant or acting special agent to complaint desk in absence of supervising officer whose authority he assumes.

Supervision Received: Under immediate supervision of a sergeant, captain, or lieutenant; a special agent or special agent-in-charge who checks and supervises his activities; gives instructions and assigns work.

Degree of Responsibility: Often required to exercise independent judgment affecting human lives; sometimes in moments of crisis, which is subject to close review by superior officers. Sound judgment is required, particularly

when on foot patrol or in patrol car, in absence of superior officer.

Example of Duties: To patrol a specified beat either on foot or in a patrol car; to serve in all divisions of the Bureau; to try doors and windows of government property and banks when unoccupied; to direct traffic when necessary; to make an arrest for violations of National laws and statutes and city ordinances which fall under National Bureau of Investigation jurisdiction; to locate missing persons; to give evidence in court; to have custody of prisoners; to serve on the desk at National Bureau of Investigation headquarters when assigned; to decide on duty when a particular act constitutes a criminal offense; to identify persons wanted in the Republic of Liberia and Interpol or other jurisdictions and place them under arrest; to take fingerprints; to make reports; to operate Bureau's motor vehicles; to operate motorcycle; to give general information about any part of the Republic where they may be assigned; to report matters which require attention of other law enforcement agencies of the Republic; to look out for subversive activities, disturbances and suspicious activities which concern the internal security of the Republic and the government and administration; to answer questions asked by the public and to give directions.

Minimum Qualifications

Age: Twenty-one to 35 years of age at time final date is set for receiving applications for any examinations.

Education: Education equivalent to that represented by graduation from an accredited college or university with a degree in any field of endeavor.

Height and Weight Measurements: In accordance with the table shown in classification for Patrolmen (number 13).

Special Knowledge, Abilities, and Skills: Good Social and general intelligence; medical and physical well being; fitness to be out of doors under any bad weather conditions; ability to treat the public with courtesy, but when the occasion demands, with firmness; aptitude for police work; tact; good character; ability to understand and carry out complex directions. Strength and agility are desirable traits for this position, but are considered as less important than the traits listed above.

13. Class Title: Patrolmen

Class Definition

General Duties: To be personally responsible in an assigned district or beat during a specified period, in uniform, for the maintenance of order, the enforcement of laws and ordinances and the protection of the lives of the President, his immediate family, other officials of government and foreign dignitaries whom the President may require protective security for; and protection of life and property; to assist in the investigation of criminal offenses and other National Bureau of Investigation problems assigned;

to handle other related assignments by superior officers.

Supervision Exercised: Ordinarily none except when assigned to patrol duty as acting sergeant or acting special agent to complaint desk in absence of supervising officer whose authority he assumes.

Supervision Received: Under immediate supervision of a sergeant, captain, or lieutenant; a special agent or special agent-in-charge who checks and supervises his activities; gives instructions and assigns work.

Degree of Responsibility: Often required to exercise independent judgment affecting human lives; sometimes in moments of crisis, which is subject to close review by superior officers. Sound judgment is required, particularly when on foot patrol or in patrol car, in absence of superior officer.

Example of Duties: To patrol a specified beat either on foot or in a patrol car; to serve in all divisions of the Bureau, to try doors and windows of government property and banks when unoccupied; to direct traffic when necessary; to make an arrest for violations of National Laws and Statutes and City Ordinances which fall under National Bureau of Investigation jurisdiction; to locate missing persons; to give evidence in court; to have custody of prisoners; to serve on the desk at National Bureau of Investigation headquarters when assigned; to decide on duty when a particular act constitutes a criminal offense; to identify persons wanted in

the Republic of Liberia and Interpol or other jurisdictions and place them under arrest; to take fingerprints; to make reports; to operate Bureau's motor vehicles; to operate motorcycle; to give general information about any part of the Republic where they may be assigned; to report matters which require attention of other law enforcement agencies of the Republic; to look out for subversive activities, disturbances and suspicious activities which concern the internal security of the Republic and the government and administration; to answer questions asked by the public and to give directions.

Minimum Qualifications

Age: Twenty-one to 35 years of age at time final date is set for receiving applications for any examinations.

Education: Education equivalent to that represented by graduation from an accredited college or university with a degree in any field of endeavor.

Height and Weight Measurements: In accordance with the following table:

Height	Minimum Weight	Maximum Weight
5 feet 4 inches	130 lbs.	135 lbs.
5 feet 5 inches	135 lbs.	140 lbs.
5 feet 6 inches	140 lbs.	145 lbs.
5 feet 7 inches	145 lbs.	150 lbs.
5 feet 8 inches	150 lbs.	155 lbs.
5 feet 9 inches	155 lbs.	160 lbs.
5 feet 10 inches	160 lbs.	165 lbs.

Height	Minimum Weight	Maximum Weight
5 feet 11 inches	165 lbs.	170 lbs.
6 feet	170 lbs.	175 lbs.
6 feet 1 inch	175 lbs.	180 lbs.
6 feet 2 inches	180 lbs.	185 lbs.
6 feet 3 inches	185 lbs.	190 lbs.
6 feet 4 inches	190 lbs.	195 lbs.
6 feet 5 inches	195 lbs.	200 lbs.

Special Knowledge, Abilities, and Skills: Good social and general intelligence; medical and physical well being; fitness to be out of doors under any bad weather conditions; ability to treat the public with courtesy, but when the occasion demands, with firmness; aptitude for police work; tact; good character; ability to understand and carry out complex directions. Strength and agility are desirable traits for this position, but are considered as less important than the traits listed above.

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