

PD-AAR-607

PPC/POL/ESU 394

AID 1020-25 (7-68)		SECURITY CLASSIFICATION		001 PROJECT NUMBER	
PROJECT APPRAISAL REPORT (PAR)		UNCLASSIFIED		528-11-710-013	
(U-446) See M.O. 1026.1					
002 PAR	MO.	DAY	YR.	003 U.S. OBLIGATION SPAN	004 PROJECT TITLE
AS OF:	0	25	69	FY 65 Thru FY 73	Public Safety
005 COOPERATING COUNTRY - REGION / AID/W OFFICE					
URUGUAY					

006 FUNDING TABLE

AID DOLLAR FINANCING-OBLIGATIONS (\$000)	TOTAL	CONTRACT (NON-ADD)	PERSONNEL SERVICES			PARTICIPANTS		COMMODITIES		OTHER COSTS	
			AID	PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT	DIR. PASA	CONTRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 1969)	947		314			139		483			11
PROPOSED OPERATIONAL YEAR (FY 1970)	200		100			39		56			5

CCC VALUE OF P.L. 400 COMMODITIES (\$000) → Thru Actual Year : Operational Year Program :

007 IMPLEMENTING AGENCY TABLE

If contractors or participating agencies are employed, enter the name and contract or PASA number of each in appropriate spaces below; in the case of voluntary agencies, enter name and registration number from M.O. 1551.1, Attachment A. Enter the appropriate descriptive code in columns b and c, using the coding guide provided below.

TYPE CODE b	TYPE CODE c	a. IMPLEMENTING AGENCY	TYPE CODE		d. CONTRACT/PASA/VOLAG NO.	e. LEAVE BLANK FOR AID/W USE
			b.	c.		
1. U.S. CONTRACTOR	0. PARTICIPATING AGENCY					
2. LOCAL CONTRACTOR	1. UNIVERSITY					
3. THIRD COUNTRY CONTRACTOR	2. NON-PROFIT INSTITUTION					
4. PARTICIPATING AGENCY	3. ARCHITECTURAL & ENGINEERING					
5. VOLUNTARY AGENCY	4. CONSTRUCTION					
6. OTHER:	5. OTHER COMMERCIAL					
	6. INDIVIDUAL					
	7. OTHER:					

PART I - PROJECT IMPACT

I-A. GENERAL NARRATIVE STATEMENT ON PROJECT EFFECTIVENESS, SIGNIFICANCE & EFFICIENCY.

This summary narrative should begin with a brief (one or two paragraph) statement of the principal events in the history of the project since the last PAR. Following this should come a concise narrative statement which evaluates the overall efficiency, effectiveness and significance of the project from the standpoint of:

- (1) overall performance and effectiveness of project implementation in achieving stated project targets;
- (2) the contribution to achievement of sector and goal plans;
- (3) anticipated results compared to costs, i.e., efficiency in resource utilization;
- (4) the continued relevance, importance and significance of the project to country development and/or the furtherance of U.S. objectives.

Include in the above outline, as necessary and appropriate, significant remedial actions undertaken or planned. The narrative can best be done after the rest of PART I is completed. It should integrate the partial analyses in I-B and I-C into an overall balanced appraisal of the project's impact. The narrative can refer to other sections of the PAR which are pertinent. If the evaluation in the previous PAR has not significantly changed, or if the project is too new to have achieved significant results, this Part should so state.

008 NARRATIVE FOR PART I-A (Continue on form AID 1020-25 if as necessary):

This is the first PAR submitted on the Public Safety project. It is consistent with the PROP and PIP which have previously been forwarded to AID/W.

The Public Safety project was initiated in January 1965 following a

MISSION DIRECTOR APPROVAL →	SIGNATURE	DATE
	<i>[Signature]</i>	10/1/69

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PAR CONTINUATION SHEET

This sheet is to be used for any Narrative Sections for which sufficient space has not been provided on the form. Identify each narrative by its Part and Section Designation.

country-wide survey of law enforcement agencies and communications networks in the Spring of 1964. The project has consisted of training, technical advice and limited commodity support (for the most part communications equipment) for the Montevideo Police Department and to a lesser extent, departmental police forces in the interior. The Public Safety program is directly related to AID's economic development strategy by creating the stable environment essential to economic growth. In general, assistance under this project has been effective in assisting the Montevideo Police Force in dealing with civil disorders, rioting and crime. The GOU response in purchasing transportation and communication equipment from their own resources has significantly contributed to the success of this project and to the increased effectiveness of the Montevideo Police Force.

The various sub-activities carried out under this project could be briefly described as follows:

1. Training sessions and commodities were provided to improve the riot control capability of the Montevideo Police Department.
2. Nationwide radio communications networks have been improved through the installation of modern VHF/FM transistorized equipment and SSB units. Complementing the provision of commodities, specialized training for communications technicians has been carried out.
3. The Montevideo Police Radio Patrol Force and the Police Interdepartmental Unit have been reorganized and up-graded.
4. Regional training courses have been initiated for Departmental Police Departments in the Interior.

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PART I-B - PROJECT EFFECTIVENESS

009 I-B-1 - OUTPUT REPORT AND FORECAST - (See detailed instructions)

1. CODE NO. AID/W USE ONLY	2. This section is designed to record progress toward the achievement of each project output target which was scheduled in the PIP, Part II. Where progress toward a target is significantly greater or less than scheduled, describe reason(s) beneath the target.	ACTUAL AND PLANNED OUTPUTS (ALL DATA CUMULATIVE)				
		3 ACTUAL CUM. TO DATE	4. AS OF PRIOR JUNE 30		5 PLANNED BY NEXT JUNE 30	6. PROJECTED TOTAL FOR PROJECT LIFE
			a. PLANNED	b. ACTUAL		
	Regional Training Sessions (will provide approximately 750 potential police instructors in Rural/Frontier areas.)	521	150	521	150	750
	Personnel trained and organized for controlling disorders	2,432	2,000	2,432	468	3,400
	Communications network for Departments (States) and Rural and Frontier Areas. (With GOU contribution of fund)	3	6	6	6	15
	Personnel trained and organized for Police Patrols in Urban and Frontier Areas.	697	600	697	200	1,100
	Final establishment of an adequate Intelligence Organization					1
	Training of personnel in Investigations & Intelligence Operations	58	50	58	100	200
	Completion of a Police Operations Center	1	1	1	1	1
	Training in the U.S. for officers who will serve as instructors or in key positions	77	91	91	9	104
	Training of Radio Technicians in the U.S. or third country	5	11	5	6	23
	Construction of a National Police Academy	0	1	0	1	1

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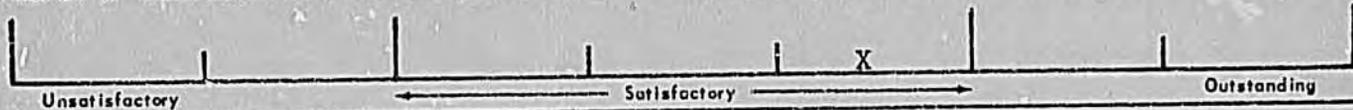
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PART I-B - Continued

010

B.2 - OVERALL ACHIEVEMENT OF PROJECT TARGETS

Place an "X" within the bracket on the following seven-point scale that represents your judgment of the overall progress towards project targets:



PART I-C - PROJECT SIGNIFICANCE

011

C.1 - RELATION TO SECTOR AND PROGRAM GOALS (See detailed instructions M.O. 1026.1)

This section is designed to indicate the potential and actual impact of the project on relevant sector and program goals. List the goals in col. b and rate potential and actual project impact in cols. c and d.

a. CODE NO. (AID/W USE ONLY)	SCALE FOR COLUMN c: 3= Very Important; 2= Important; 1= Secondary Importance SCALE FOR COLUMN d: 3= Superior/Outstanding; 2= Adequate/Satisfactory/Good; 1= Unsatisfactory/Marginal	c. POTENTIAL IMPACT ON EACH GOAL IF PROJECT ACHIEVES TARGETS	d. ACTUAL IMPACT ON GOAL TO DATE RELATIVE TO PROGRESS EXPECTED AT THIS STAGE
	b. SECTOR AND PROGRAM GOALS (LIST ONLY THOSE ON WHICH THE PROJECT HAS A SIGNIFICANT EFFECT)		
	(1) Improvement of Riot Control Capabilities of Montevideo Police	3	2
	(2) Improvement of Police Communications - Montevideo & Interior	3	2
	(3) Reorganization, Training & Equipping of Montevideo Police Radio Patrol Force	3	2
	(4) Reorganization & Upgrading - Montevideo Police Intelligence Unit	3	2

For goals where column c. is rated 3 or 2 and column d. is rated 1, explain in the space for narrative. The narrative should also indicate the extent to which the potential impacts rated 3 or 2 in column c. are dependent on factors external to the achievement of the project targets, i.e., is there a substantial risk of the anticipated impact being forestalled by factors not involved in the achievement of project targets. If possible and relevant, it also would be useful to mention in the narrative your reading of any current indicators that longer-term purposes, beyond scheduled project targets, are likely or unlikely to be achieved. Each explanatory note must be identified by the number of the entry (col. b) to which it pertains.

012 NARRATIVE FOR PART I-C.1 (Continue on form AID 1020-25 I):

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PART I-C - Continued

C.2 - GENERAL QUESTIONS

These questions concern developments since the prior PAR. For each question place "Y" for Yes, "N" for No, or "NA" for Not Applicable in the right hand column. For each question where "Y" is entered, explain briefly in the space below the table.	MARK IN THIS COL.
013 Have there been any significant, unusual or unanticipated results not covered so far in this PAR?	N
014 Have means, conditions or activities other than project measures had a substantial effect on project output or accomplishments?	Y
015 Have any problems arisen as the result of advice or action or major contributions to the project by another donor?	N
016 If the answer to 014 or 015 is yes, or for any other reason, is the project now less necessary, unnecessary or subject to modification or earlier termination?	N
017 Have any important lessons, positive or negative, emerged which might have broad applicability?	N
018 Has this project revealed any requirement for research or new technical aids on which AID/W should take the initiative?	N
019 Do any aspects of the project lend themselves to publicity in newspapers, magazines, television or films in the United States?	N
020 Has there been a lack of effective cooperating country media coverage? (Make sure AID/W has copies of existing coverage.)	N
021 <u>NARRATIVE FOR PART I-C.2</u> Identify each explanatory note by the number of the entry to which it pertains. (Continue on form AID 1020-25 I as necessary):	

014 Trust Fund Agreement has resulted in purchase of 174 Police vehicles by GOU that have improved the Riot Control capability of the Police and considerably accelerated their patrol activities in the capital and in many of the States of the country.

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PART II - IMPLEMENTATION REPORT

II-A - STATUS OF SCHEDULE

022 A-1 - INDIVIDUAL ACTIONS (See detailed instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project Implementation Plan, Part I.

(a) PIP ITEM NO.	MAJOR ACTIONS OR STEPS; CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(b) STATUS - PLACE AN "X" IN ONE COLUMN		
		(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
1.	Prepare plans and provide technical assistance to conduct Regional Training sessions in the Departments of Canelones, Colonia, Maldonado, Florida and Cerro Largo in that order and continue with other Departments as required. Regional Training is accomplished by a Mobile Training Team organized by the PSD and is aimed at providing police instructors in the rural and frontier areas.			X
2.	Continue to improve police capabilities to control civil disturbances. Implement additional training courses and joint training exercises for Riot Control Units in Urban areas. Provide Riot Control equipment as required.			X
3.	Develop and implement plans to establish police radio networks for 16 Departments (States) in the rural and frontier areas. Provide training in the operation and maintenance of the radio network as required.		X	
4.	Continue to improve police patrols in urban and rural areas. Select and train 25 additional men for the Montevideo Mobile Patrol Force. Reorganize and train rural patrols to provide police services and protection, as well as Contraband Control.			X
5.	Fourteen USAID procured police vehicles arrive in country. Continue to negotiate additional mobility requirements for procurement with GOU funds.			X
6.	Continue technical assistance for the development of adequate Investigations and Intelligence capabilities. Training in Uruguay and in the U.S. for personnel who will work in this field. Continue assistance and establish an Intelligence Directorate with adequate staff and resources.		X	
7.	Complete the Montevideo Police Operations Center. Recommend changes in organization to provide adequate control and supervision of overall operations.			X

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PART II - IMPLEMENTATION REPORT

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022 A-1 - INDIVIDUAL ACTIONS (See detailed instructions M.O. 1026.1). This is a listing of major actions or steps which were scheduled for physical start or continuing implementation in the reporting period as reflected in the Project Implementation Plan, Part I.

(a) PIP ITEM NO.	MAJOR ACTIONS OR STEPS, CAUSES AND RESULTS OF DELAYS; REMEDIAL STEPS	(b) STATUS - PLACE AN "X" IN ONE COLUMN		
		(1) BEHIND SCHEDULE	(2) ON SCHEDULE	(3) AHEAD OF SCHEDULE
8	Participant training in the U.S. for 104 officers who will serve as instructors, or in key operational assignments.			X
9	Complete pre-investment study for establishing a National Police Academy. This installation would be for police personnel at all levels on a nationwide scale.		X	
10	Encourage GOU to construct, equip and place into operation the above facility.	X		
11	Plan, organize and establish a central facility to maintain and repair all of the radio equipment in the possession of the police at this time. This will include the establishment of a training school for radio technicians at the same facility.	X		
12	Establish an evaluation system for Public Safety projects to assess the progress and accomplishments of major actions and steps.		X	

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PART II - Continued

023

II-A.2 - OVERALL TIMELINESS

In general, project implementation is (place an "X" in one block):

(a) On schedule	X
(b) Ahead of schedule	
(c) Behind schedule	
(1) AID/W Program Approval	
(2) Implementing Agency (Contractor/Participating Agency/Voluntary Agency)	
(3) Technicians	
(4) Participants	
(5) Commodities (non-FFF)	
(6) Cooperating Country	
(7) Commodities (FFF)	
(8) Other (specify):	

BLOCK (c): If marked, place an "X" in any of the blocks one thru eight that apply. This is limited to key aspects of implementation, e.g., timely delivery of commodities, return of participants to assume their project responsibilities, cooperating country funding, arrival of technicians.

II-B - RESOURCE INPUTS

This section appraises the effectiveness of U.S. resource inputs. There follow illustrative lists of factors, grouped under Implementing Agency, Participant Training and Commodities, that might influence the effectiveness of each of these types of project resources. In the blocks after only those factors which significantly affect project accomplishments, write the letter P if effect is positive or satisfactory, or the letter N if effect is negative or less than satisfactory.

1. FACTORS-IMPLEMENTING AGENCY (Contract/Participating Agency/Voluntary Agency)

024	IF NO IMPLEMENTING AGENCY IN THIS PROJECT. PLACE AN "X" IN THIS BLOCK:	X	032	Quality, comprehensiveness and candor of required reports	
025	Adequacy of technical knowledge	P	033	Promptness of required reports	P
026	Understanding of project purposes	P	034	Adherence to work schedule	P
027	Project planning and management	P	035	Working relations with Americans	P
028	Ability to adapt technical knowledge to local situation	P	036	Working relations with cooperating country nationals	P
029	Effective use of participant training element	P	037	Adaptation to local working and living environment	P
030	Ability to train and utilize local staff	P	038	Home office backstopping and substantive interest	P
031	Adherence to AID administrative and other requirements	P	039	Timely recruiting of qualified technicians	P
			040	Other (describe):	

2. FACTORS-PARTICIPANT TRAINING

041	IF NO PARTICIPANT ELEMENT IN PROJECT. PLACE AN "X" IN THIS BLOCK:		TRAINING UTILIZATION AND FOLLOW UP		
	PREDEPARTURE		052	Appropriateness of original selection	P
042	English language ability	N	053	Relevance of training for present project purposes	P
043	Availability of host country funding	N	054	Appropriateness of post-training placement	P
044	Host country operational considerations (e.g., selection procedures)	P	055	Utility of training regardless of changes in project	P
045	Technical/professional qualifications	P	056	Ability to get meritorious ideas accepted by supervisors	P
046	Quality of technical orientation	P	057	Adequacy of performance	P
047	Quality of general orientation	P	058	Continuance on project	P
048	Participants' collaboration in planning content of program	N	059	Availability of necessary facilities and equipment	P
049	Collaboration by participants' supervisors in planning training	P	060	Mission or contractor follow-up activity	P
050	Participants' availability for training	P	061	Other (describe):	
051	Other (describe):				

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PART II-B -- Continued

J. FACTORS-COMMODITIES

PLACE AN "X" IN APPROPRIATE BLOCK:	062 FFP	063 NON-FFP	064 NO COMMODITY ELEMENT			
					072 Control measures against damage and deterioration in shipment.	X
065 Timeliness of AID/W program approval (i.e., PIO/C, Transfer Authorization).				X	073 Control measures against deterioration in storage.	X
066 Quality of commodities, adherence to specifications, marking.				X	074 Readiness and availability of facilities.	X
067 Timeliness in procurement or reconditioning.				X	075 Appropriateness of use of commodities.	X
068 Timeliness of shipment to port of entry.				X	076 Maintenance and spares support.	X
069 Adequacy of port and inland storage facilities.				X	077 Adequacy of property records, accounting and controls.	X
070 Timeliness of shipment from port to site.				X	078 Other (Describe):	
071 Control measures against loss and theft.				X		

Indicate in a concise narrative statement under the heading a. Overall Implementation Performance, below) your summary appraisal of the status of project implementation, covering both significant achievements and problem areas. This should include any comments about the adequacy of provision of direct hire technicians as well as an overall appraisal of the comments provided under the three headings (b, c & d) which follow. For projects which include a dollar input for generation of local currency to meet local cost requirements, indicate the status of that input (see Detailed Instructions).

Discuss separately (under separate headings b, c & d) the status of Implementing Agency Actions, Participants and Commodities. Where above listed factors are causing significant problems (marked N), describe briefly in the appropriate narrative section: (1) the cause and source of the problem, (2) the consequences of not correcting it, and (3) what corrective action has been taken, called for, or planned by the Mission. Identify each factor discussed by its number.

079 NARRATIVE FOR PART II-B: (After narrative section a. Overall Implementation Performance, below, follow, on form AID 1020-25) as needed, with the following narrative section headings: b. Implementing Agency c. Participants, d. Commodities. List all narrative section headings in order. For any headings which are not applicable, mark them as such and follow immediately below with the next narrative section heading.)

a. Overall Implementation Performance.

The provision of U.S. Technicians has been timely and their technical ability adequate.

Development of close working relationship over the last several years with GOU officials has led to close and constructive dialogue on police procedures and policies which have been implemented and proved to be effective the last 2 winters (e.g. emphasis on lack of violence as a preferred police role).

PARTICIPANTS:

The majority of the participants are competent career officers who have been jointly selected by host country officials and AID as the need for specialized training arose. Returning participants are filling key positions throughout the country. They have played a major role in the continuity of regional and other training programs. They have been able to adopt the changing priorities.

COMMODITIES:

The quality and timing of commodities has been adequate. The host country has developed a system in which commodities are cleared from Customs soon after arrival in country. Commodities have been put into use as programmed immediately.

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PART III -- ROLE OF THE COOPERATING COUNTRY

The following list of illustrative items are to be considered by the evaluator. In the block after only those items which significantly affect project effectiveness, write the letter P if the effect of the item is positive or satisfactory, or the letter N if the effect of the item is negative or less than satisfactory.

SPECIFIC OPERATIONAL FACTORS:

080	Coordination and cooperation within and between ministries.	P
081	Coordination and cooperation of LDC gov't. with public and private institutions and private enterprise.	
082	Availability of reliable data for project planning, control and evaluation.	P
083	Competence and/or continuity in executive leadership of project.	N
084	Host country project funding.	P
085	Legislative changes relevant to project purposes.	P
086	Existence and adequacy of a project-related LDC organization.	
087	Resolution of procedural and bureaucratic problems.	P
088	Availability of LDC physical resource inputs and/or supporting services and facilities.	
089	Maintenance of facilities and equipment.	P
090	Resolution of tribal, class or caste problems.	
091	Receptivity to change and innovation.	P
092	Political conditions specific to project.	P
093	Capacity to transform ideas into actions, i.e., ability to implement project plans.	P
094	Intent and/or capacity to sustain and expand the impact of the project after U.S. inputs are terminated.	P
095	Extent of LDC efforts to widen the dissemination of project benefits and services.	
096	Utilization of trained manpower (e.g., participants, counterpart technicians) in project operations.	P
097	Enforcement of relevant procedures (e.g., newly established tax collection and audit system).	
098	Other:	

HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:

099	Level of technical education and/or technical experience.	P
100	Planning and management skills.	P
101	Amount of technician man years available.	P
102	Continuity of staff.	P
103	Willingness to work in rural areas.	P
104	Pay and allowances.	N
105	Other:	

In the space below for narrative provide a succinct discussion and overall appraisal of the quality of country performance related to this project, particularly over the past year. Consider important trends and prospects. See Detailed Instructions for an illustrative list of considerations to be covered.

For only those items marked N include brief statements covering the nature of the problem, its impact on the achievement of project targets (i.e., its importance) and the nature and cost of corrective action taken or planned. Identify each explanatory note.

106 NARRATIVE FOR PART III (Continue on form AID 1020-25 I):

083-N. As is generally the case throughout Latin America, the top echelon posts of chief and deputy-chief are usually held by career military officers who are appointed by the government on a "detail assignment" from their military duties. As a result, competent career senior police officers realize that they can seldom attain the maximum post within their chosen field, although qualified. These senior officers appear to be reconciled to this situation, although the junior officers are more outspoken in expressing their discontent. The present trend indicates that the Military officers are becoming more entrenched in the command positions of the civil police operations.

104-N. Inadequate salaries contribute to low morale. In addition, many officers are required to seek outside employment and are therefore not able to study on their non-working hours.

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PART IV - PROGRAMMING IMPLICATIONS

IV-A - EFFECT ON PURPOSE AND DESIGN

Indicate in a brief narrative whether the Mission experience to date with this project and/or changing country circumstances call for some adjustment in project purposes or design, and why, and the approximate cost implications. Cover any of the following considerations or others that may be relevant. (See Detailed Instructions for additional illustrative considerations.) Relevant experience or country situations that were described earlier can simply be referenced. The spelling out of specific changes should be left to the appropriate programming documents, but a brief indication of the type of change contemplated should be given here to clarify the need for change. For example, changes might be indicated if they would:

1. better achieve program/project purposes;
2. address more critical or higher priority purposes within a goal plan;
3. produce desired results at less cost;
4. give more assurance of lasting institutional development upon U.S. withdrawal.

107 NARRATIVE FOR PART IV-A (Continue on form AID 1020-25 I):

Vacillation on the part of the GOU in providing funds and planned documents for the establishment of a National Police Academy has delayed this portion of the project.

A change in the attitude of the GOU towards this project and the establishing of it as a priority would assure results as stated in No. 4 above.

IV-B - PROPOSED ACTION

108 This project should be (Place an "X" in appropriate block(s)):

1. Continued as presently scheduled in PIP.
2. Continued with minor changes in the PIP, made at Mission level (not requiring submission of an amended PIP to AID/W).
3. Continued with significant changes in the PIP (but not sufficient to require a revised PROP). A formally revised PIP will follow.
4. Extended beyond its present schedule to (Date): Mo. ___ Day ___ Yr. ___. Explain in narrative, PROP will follow.
5. Substantively revised. PROP will follow.
6. Evaluated in depth to determine its effectiveness, future scope, and duration.
7. Discontinued earlier than presently scheduled. Date recommended for termination: Mo. ___ Day ___ Yr. ___.
8. Other. Explain in narrative.

109 NARRATIVE FOR PART IV-B:

The target dates for numbers 1, 2, 3, 6, 10 & 11 in Section II are to be changed to read 6/30/7..

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