PD-AAR-910 41564

AID 1020-25 (7-69) PROJECT APPRAISAL REPORT (PAR) (U-446) See M.O. 1020.1	SECURITY CLASSIFICATION UNCLASSIFIED	001 PROJECT NUMBER 520-11-710-077

002 PAR AS OF: MO. DAY YR.	003 U.S. OBLIGATION SPAN FY Thru FY	004 PROJECT TITLE PUBLIC SAFETY
005 COOPERATING COUNTRY · REGION · AID/W OFFICE Guatemala - Agency for International Development		

A.I.D. Reference Center Room 1656 NS
Enter DOCRD

006 FUNDING TABLE

AID DOLLAR FINANCING OBLIGATIONS ($000)	TOTAL	CONTRACT (NON-ADO)	PERSONNEL SERVICES AID	PERSONNEL SERVICES PASA	PERSONNEL SERVICES CONTRACT	PARTICIPANTS DIR. PASA	PARTICIPANTS CONTRACT	COMMODITIES DIR. PASA	COMMODITIES CONTRACT	OTHER COSTS DIR. PASA	OTHER COSTS CONTRACT
CUMULATIVE NET THRU ACTUAL YEAR (FY 1969)	2,849	10	992	-	-	346	-	1,345	-	56	
PROPOSED OPERATIONAL YEAR (FY 1970)	376		195			141		30		10	

CCC VALUE OF P.L. 480 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 b.	TYPE CODE c.	d. CONTRACT/ PASA/ VOLAG NO.	e. LEAVE BLANK FOR AID/W USE
1. U.S. CONTRACTOR 2. LOCAL CONTRACTOR 3. THIRD COUNTRY CONTRACTOR 4. PARTICIPATING AGENCY 5. VOLUNTARY AGENCY 6. OTHER:	0. PARTICIPATING AGENCY 1. UNIVERSITY 2. NON-PROFIT INSTITUTION 3. ARCHITECTURAL & ENGINEERING 4. CONSTRUCTION 5. OTHER COMMERCIAL 6. INDIVIDUAL 7. OTHER:	1.				
		2.				
		3.				

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 I as necessary):

C 1969

(See following 5 pages)

MISSION DIRECTOR APPROVAL --->	SIGNATURE	DATE

Best Available Document

This report provides an initial overall review of the Public Safety program in Guatemala as of June 30, 1969. It gives a brief description of major accomplishments under the program since its inception and a limited evaluation of more recent progress and implementation performance. Individual aspects of the program, such as police training (scheduled for second half of FY 1970), will be the subjects of future in-depth evaluations to be carried out separately.

The limitations on evaluating project effectiveness in the case of Public Safety are considerable due to the relative lack of previous specific output targets against which to measure progress. An attempt to fabricate such targets for actual and prior years would be unreliable and misleading. No PROP or PIP ever was finalized for this project; neither is there any meaningful baseline data available on police work and organization in Guatemala. Consequently, the specific targets to which the PAR should refer do not exist. (A PROP and a PIP are now in the process of being redrafted for submission to AID/W.)

The Public Safety program began in 1957. Overall project performance and effectiveness since that time has been at best satisfactory, even taking into account the many constraints on it (largely political). It has been less than satisfactory when considered on the basis of the Project Agreements, used as the official planning and programming device since the inception of the project. In most cases these have included a statement of objectives and a section of implementation. However, prior to the FY 69 ProAg, the level of generality of these documents was such as to make it very difficult to determine what the objectives really were (in measurable terms) and whether they were in fact being achieved and on schedule. (This lack of specificity has been corrected with the issuance of the FY 69 ProAg, which is far more precise as to objectives and inputs, requires the preparation of an implementation plan, and calls for joint evaluation of project performance on a regular basis.) What is more disturbing in reviewing past documentation is the repetition of certain objectives in ProAgs almost ten years apart. It tends to indicate a considerable lack of progress in certain areas of the program. For example, the following objectives, or GOG "commitments," were included in the Public Safety Project Agreement for FY 1958:

1) National Police and Border Patrol will put into effect a career service system based on merit.

2) National Police and Border Patrol will service contributed equipment regularly on a scheduled preventive maintenance basis. Necessary control procedures will be instituted.

3) Ministry of Government will consider combining criminal investigation activities of the National Police and the Judicial Police under the jurisdiction of the National Police. This will involve one Records Bureau and one Laboratory.

4. National Police will formally establish a Central Records

The following objectives appear in the FY 67 and FY 68 ProAgs:

1) National Police and Judicial Police will develop a personnel selection and career system.

2) Institute an improved program for proper servicing and care of motor vehicles.

3) Establish a single facility for the maintenance of the vehicles, weapons, communications and other equipment of the three civil police agencies.

4) Coordinate the investigative facilities and efforts of all civil police agencies. (Note: Judicial Police still maintains its own separate criminal investigacion units in spite of clear need to combine with CI unit of National Police.)

5) Establish an improved system of reporting and recording crime, including the establishment and maintenance of a central record unit in the National Police.

While the Project Agreements give evidence that in certain important areas the objectives of the Public Safety program have been met only partly or not at all, there are other areas of activity in which the record is more satisfactory. From initiation of the program in 1957, through June of 1969, progress has been made in meeting the following general project targets: basic training for all National Police, lowering of crime rate in Guatemala City through more effective use of police, introduction of a modern fingerprint system, establishment of a nationwide police communications network, improved planning and reaction capabilities, and coordination of police operations.

A Pilot Model Precinct was implemented in Zone 5 of Guatemala City, the single most crime-ridden area in the country. This plan put police on preventative patrol, inaugurated the use of bicycles by the police, and superimposed radio motor patrol coverage over all patrol posts. The plan recently was extended by the police to the downtown area and is expected to be in operation for the entire city shortly. The USAID Public Safety Division prepared complete post maps of the city as well as an inventory of personnel and equipment needed by the National Police to cover the capital area.

Under the Public Safety program, the "Henry" fingerprint system was adopted by all the civil police of Guatemala. This system now is being extended to the interior departments of the country.

A modern communication system was set up in the National Police to

cover radio cars in Guatemala City and the more important departments. The Guardia de Hacienda also established a radio communication system with important points on the borders. The Judicial Police set up a new radio system and placed their Mobile Patrol on the radio frequency of the National Police to coordinate their work. A radio telecommunication system linking Guatemala with El Salvador, Honduras, Costa Rica, Nicaragua and Panama to transmit information on identity, movement and plans of subversives was put into operation.

A Central Complaint System was initiated by the National Police to receive complaints and take immediate action. This is part of the general plan for better record-keeping and will be extended country-wide over the next few years.

An advanced Personnel Selection Plan prepared by the Public Safety Division was adopted by the National Police and Guardia de Hacienda. 1/

Complete, in-depth lesson plans were prepared in Spanish and are now being used by the National Police and Guardia de Hacienda; the subjects covered include riot control, patrol techniques, border patrol, investigative techniques, and weapons training. There are over 2,600 pages of material already prepared for 12 different courses.

On March 31, 1967, all civil police agencies were placed under the jurisdiction of the Minister of Government after an intensive effort by the USAID Mission. This has had the important effect of centralizing responsibility and improving coordination, which in turn could help reduce the costs of police operations considerably in the future. The greatest limiting factor now in terms of police coordination is that the Judicial Police continues to function as a separate investigative unit, while the National Police operates its own investigative unit.

The contribution of the Public Safety program to the achievement of sector and goal plans has been important, for without sufficient law and order and a relatively effective civil force to counter threats from both the left and the right, no democratically-elected type of government can survive and function for long in Guatemala. Furthermore, the preservation of internal security is a fundamental requirement for economic, social and political development.

In performing their functions, the Guatemalan Police agencies have shown substantial improvement over the past ten years. They are better trained, better equipped, and technically more sophisticated than ever before (although this is more true for the Guatemala City police than elsewhere in the country). In spite of this progress, however, there are important areas where things have changed very little. Leadership and supervision of the police remains generally poor, particularly at the higher command levels; coordination among the police agencies,

particularly on the part of the Judicial Police,[2/] leaves much to be desired; and corruption still permeates the system to a great degree. Thus, while the Guatemalan police have indeed contributed (relatively speaking) to the maintenance of general political stability, law and order, and the continuance in office of the present democratically-elected administration, they still have a considerable way to go before truly becoming a force "capable of carrying out the normal civil police functions, preserving the peace, protecting life and property, detecting and arresting offenders, enforcing all laws that are their responsibility, and acting as the first line of defense against subversive and terrorist activities."

Anticipated results compared to costs have been satisfactory.[3/] Project costs have been kept down by using a "pilot model" approach. The input of funds in this project will, in the long run, be considered a very sound investment if it helps maintain political stability and a democratic form of government. In this sense, the project must be considered to play a necessary preliminary part in the total development effort of the country.

The greatest impact of the program has been in training. AID has helped train nearly 20,000 Guatemalan Police and conduct 330 classes in subjects such as riot control, weapons training, patrol techniques, driver training and other specialized police subjects. However, in-country training has been limited to a degree due to the shortage of classrooms available (National Police, 2 classrooms; Judicial Police, none; and Guardia de Hacienda Police, 1 classroom).

The commodities supplied by AID have been fully utilized but, due to poor maintenance facilities and lack of spare parts, the useful life of these commodities has been greatly reduced. Future plans call for construction of a maintenance facility that will handle automotive, radio, building, and other police equipment maintenance in one location for all police agencies.

The CASP states the continued relevance of U.S. interests in Guatemala. The Public Safety Program is listed as a priority project. Degree of continued support is contingent upon the response on the part of the Guatemalan Government. If the threat of terror and subvergion and the present level of general lawlessness is going to continue, or worsen (as anticipated during the next 12 months), then the GOG will need all the help it can get to see it through the 1970 elections and ensure a peaceful transfer of administration. Furthermore, the next government will have the same need as the present one for reliable police forces to secure its position and maintain political stability in the country. In consideration of this, USAID/G plans to make additional funding available -- conditioned on certain GOG self-help actions -- for new projects to boost the capability of the police in the countryside as well as in Guatemala City.

As a final note, reference must be made to two earlier evaluative reports on the Public Safety program in Guatemala: Report on Visit to Central America to Study AID Public Safety Programs, May-June, 1967, by Amb. C. Allan Stewart; and Report of the Evaluation of the Public Safety Division, USAID to Guatemala, November, 1964, by the Office of Public Safety, AID/W. These reports should be considered in reviewing the present PAR.

1/ The Mission Director doubts that the plan is being satisfactorily implemented. Next evaluation should explore more deeply.

2/ The Mission Director sees advantages as well as disadvantages in this situation.

3/ The Mission Director believes this sentence is not entirely compatible with more critical comments made elsewhere.

D 1020-25 A (7-68)

SECURITY CLASSIFICATION	PROJECT NUMBER
UNCLASSIFIED	520-11-710-077

PART I-B – PROJECT EFFECTIVENESS

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

CODE NO. (ID/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 (6/30/69)	4. AS OF PRIOR JUNE 30 (1968) a. PLANNED	b. ACTUAL	5. PLANNED BY NEXT JUNE 30 (1970)	6. PROJECTED TOTAL FOR PROJECT LIFE (1975)
	The PIP and PROP have not as yet been finalized for this Project. The information provided here is intended to outline the major activities and their approximate rate of progress. The PIP and PROP currently being prepared will provide more definite information and firmer figures.					All listed targets to be 100% achieved by 1975.
	A. Improvement of Administration & Organization					
	1. Administration & Organization					
	a) Consolidation of 3 civil police agencies under one administrative head (Min. of Govt.)	90%		90%	100%	
	b) Development of organization charts and function manual of duties and responsibilities for the 3 police agencies.	5%		5%	20%	
	2. Pilot Model Precinct					
	a) Development of Plan for Pilot Precinct in Zone 5	100%		100%	100%	
	b) Training Personnel	30%		30%	60%	
	c) Implementation of Pilot Model Precinct (7-10-67)	100%		100%	100%	
	d) Extension of Concept to Zones 1-3-4 (7-6-68)	100%		100%	100%	
	e) Completion of Concept to include entire city	25%		25%	90%	
	3. Pilot Model Project in Department					
	a) Development of Plans for Pilot Model	70%		70%	90%	
	b) Training of Personnel	10%		10%	80%	
	c) Implementation in Department of Escuintla	0		0	100%	
	4. Rural Mobile Patrol					
	a) Development of Plans for Rural Mobile Patrol	70%		70%	90%	
	b) Procurement of commodities	50%		50%	100%	
	c) Training of Personnel	10%		10%	100%	

SECURITY CLASSIFICATION: UNCLASSIFIED

PROJECT NUMBER: 520-11-710-077

PART I-B – PROJECT EFFECTIVENESS

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

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 (6/30/69)	4. AS OF PRIOR JUNE 30 (1968) a. PLANNED	b. ACTUAL	5. PLANNED BY NEXT JUNE 30 (1970)	6. PROJECTED TOTAL FOR PROJECT LIFE (1975)
	(Cont'd)					
	d) Implementation in Department of Escuintla	0		0	100%	All listed targets to be 100% achieved by 1975.
	B. Implementation of Modern Technical Methods					
	5. Police Academy					
	a) Plans, specifications and costs developed	60%		60%	100%	
	b) Application for loan	100%		100%	100%	
	c) Development of curriculum for all 3 police agencies	75%		75%	90%	
	d) Training Instructors	0		0	25%	
	e) Actual construction	0		0	0	
	f) Implementation	0		0	0	
	6. Transportation and Maintenance					
	a) Plans developed for one maintenance facility for all police agencies	50%		50%	70%	
	b) Development of plans for 3 Satellite Maintenance Centers in Escuintla, Quezaltenango and Zacapa	30%		30%	70%	
	c) Application for loan (included as part of - Police Academy loan)	100%		100%	100%	
	d) Training of personnel	0		0	30%	
	e) Actual construction	0		0	30%	
	f) Implementation	0		0	70%	
	7. Record System					
	a) Study of Present Record System	70%		70%	90%	
	b) Recommendation for Improvements	80%		80%	100%	
	c) Procurement needed commodities	90%		90%	100%	
	d) Securing needed space	50%		60%	100%	
	e) Implementation	50%		60%	75%	

AID 1020-25 A (7-68)

SECURITY CLASSIFICATION	PROJECT NUMBER
UNCLASSIFIED	520-11-710-077

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 (6/30/69)	4. AS OF PRIOR JUNE 30 (1968) a. PLANNED	b. ACTUAL	5. PLANNED BY NEXT JUNE 30 (1970)	6. PROJECTED TOTAL FOR PROJECT LIFE (197
	(Cont'd)					All listed targets to be 100% achieved by 1975.
	8. Communications					
	a) Study of existing equipment and system	50%		50%	50%	
	b) Recommendations	50%		50%	50%	
	c) Procurement needed equipment	50%		50%	50%	
	d) Training personnel	40%		40%	50%	
	e) Completion of Departmental Radio System	80%		80%	90%	
	f) Extension of Hacienda Police Radio System	50%		50%	55%	
	g) Coordination with military communication	20%		20%	25%	
	h) Extension of communications system within Departments	10%		10%	10%	
	i) Implementation (Maintenance to be included in maintenance facility to be constructed as part of Police Academy loan)	0		0	0	
	9. Riot Control					
	a) Lesson plan prepared	100%		100%	100%	
	b) Training instructors	50%		50%	100%	
	c) Training schedule each Department	0		0	100%	
	d) Formation 100 men Riot Control Unit Guatemala City	10%		10%	100%	
	e) Procurement needed equipment	40%		60%	100%	
	f) Training special Riot Control Unit	0		0	100%	
	g) Plans for commitment of special unit and coordination with military units	0		0	70%	
	C. Advance Police Investigative Techniques					
	10. Crime Detection					
	a) Lesson plan prepared	100%		100%	100%	
	b) Training instructors	30%		30%	50%	
	c) Training Investigators	0		0	0	

AID 1020-25 A (7-68)

SECURITY CLASSIFICATION	PROJECT NUMBER
UNCLASSIFIED	520-11-710-077

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 (6/30/69)	4. AS OF PRIOR JUNE 30 (1968) a. PLANNED	b. ACTUAL	5. PLANNED BY NEXT JUNE 30 (1970)	6. PROJECTED TOTAL FOR PROJECT LIFE (1975)
	(Cont'd)					
	11. Fingerprint					All listed targets to be 100% achieved by 1975.
	a) Plan changed over to "Henry" Fingerprint System	100%		100%	100%	
	b) Procurement of needed equipment	100%		100%	100%	
	c) Training of instructors	80%		80%	100%	
	d) Training of personnel	40%		60%	80%	
	e) Implementation	50%		60%	80%	
	f) Extension to all Departments	60%		70%	90%	
	12. Laboratory					
	a) Study to determine needs					
	1) Police Laboratory	100%		100%	100%	
	2) Photo Unit	60%		60%	80%	
	3) Crime Scene Search Vehicle	80%		80%	80%	
	b) Procurement of Equipment	100%		100%	100%	
	c) Training personnel	40%		40%	60%	
	d) Implementation					
	1) Police Laboratory	40%		40%	70%	
	2) Photo Unit	60%		70%	80%	
	3) Crime Scene Search Vehicle	80%		80%	80%	

10

AID 1020-25 B (7-68)

SECURITY CLASSIFICATION	PROJECT NUMBER
UNCLASSIFIED	520-11-710-077

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:

[ ] [ ] [ ] [X] [ ] [ ] [ ]

Unsatisfactory ← Satisfactory → Outstanding

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.

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

a. CODE NO. (AID/W USE ONLY)	b. SECTOR AND PROGRAM GOALS (LIST ONLY THOSE ON WHICH THE PROJECT HAS A SIGNIFICANT EFFECT)	c. POTENTIAL IMPACT ON EACH GOAL IF PROJECT ACHIEVES TARGETS	d. ACTUAL IMPACT ON GOAL TO DATE RELATIVE TO PROGRESS EXPECTED AT THIS STAGE
	(1) Establishment of an environment sufficiently free from criminal and subversive influence to allow the continuation of political stability and the development of a democratically-oriented society in Guatemala.	3	2
	(2) Development of a Guatemalan police force capable of establishing and maintaining such an environment.	3	2
	(3)		
	(4)		

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):

(1) Public Safety Program has contributed to the role of the police in stabilizing the situation and in support of the army in counter-insurgency efforts. Through the efforts of this program more police are patrolling the streets, and the public feels more free to go to the police to seek their assistance. The existence of a strong police force influences greatly the feeling of security for the average citizen. Nevertheless, the degree to which the Government supports an improved police service, and the amount of political interference, will determine the potential effectiveness of the police in Guatemala.

Subversive influences have been an important factor during the past few years. The three police agencies through increased activity, more personnel and better training have helped to reduce this threat. With more help from the government, especially in financing better equipment and proper maintenance, with adequate personnel sufficiently trained to counter subversive elements, this threat will be controllable.

Best Available Document

The increase in activity of the police on patrol in the Pilot Model Precincts has greatly reduced the influence of lawless groups entering areas and practicing "gang rule law". To improve this further, the police will require stronger support of the Department political leaders. The start of our Pilot Model Department and Rural Mobile Patrol will be a still stronger influence to give the entire population freedom from fear. In such an atmosphere a democratic society has a better opportunity to progress economically and socially.

(2) Training plans are to be approached through the preparation of hourly lesson plans that will cover the subject in depth. These will be put into lesson plans on general subjects. Curricula will be laid out for training in the City of Guatemala and the Departments to teach these subjects with cadres of specially trained instructors.

A Police Academy of eight classrooms is planned and a request for a loan of $410,000 has already been sent to Washington. This money will cover the cost of the buildings and equipment. The Police Academy will accommodate 100 live in students and will also be able to take care of local training needs for all civil police agencies. Erection of a maintenance facility for vehicles, radios and other police equipment is also planned as part of this loan.

Our Pilot Model Precinct Plan now covers over fifty percent of the city and has accounted for a downward change in crime trends in the areas where it is being used. The start of the Pilot Model Department and Rural Mobile Patrol in Escuintla during the coming year will undoubtedly prove successful over the present methods now being used in Escuintla. Most of the equipment necessary will be furnished by this program.

SECURITY CLASSIFICATION	PROJECT NUMBER
UNCLASSIFIED	520-11-710-077

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?	NA
017 Have any important lessons, positive or negative, emerged which might have broad applicability?	Y
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?	Y
020 Has there been a lack of effective cooperating country media coverage? (Make sure AID/W has copies of existing coverage.)	N

021 NARRATIVE FOR PART I-C.2 Identify each explanatory note by the number of the entry to which it pertains. (Continue on form AID 1020-25 I as necessary):

014 This project is sensitive to the volatile political atmosphere in the country.

017 The Pilot Model Precinct Plan of taking one section of the city and developing a "preventative patrol" system of policing has had excellent results with a minimum of cost. Crime was substantially reduced in the Pilot Area. The host government then extended this plan to the center of the city, where the results again showed a dramatic reduction in crime. The public now is seeking the assistance of the police rather than avoiding them as was done in the past.

019 The success of our Pilot Model Precinct should make a very interesting newspaper story. The section Zone 5 that was selected contains "La Limonada" an area similar to the "Favelas" of Rio de Janeiro where people live on the side of a hill in dwellings made of packing boxes or any other material available. (See article on Zone 5 Christian Science Monitor June 11, 1966 by James Nelson Goodsell).

AID 1820-25 D (7-69)

SECURITY CLASSIFICATION	PROJECT NUMBER
UNCLASSIFIED	520-11-710-077

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
	A. Improvement of Administration & Organization			
	1. Administration and Organization			
	a) Consolidation of 3 Civil police agencies under one administrative head (Minister of Government)		X	
	b) Development of organization charts and function manual of duties and responsibilities for the 3 police agencies		X	
	2. Pilot Model Precinct			
	a) Development of plans for Pilot Model Precinct in Zone 5			X
	b) Training Personnel		X	
	c) Implementation of Pilot Model Precinct		X	
	d) Extension of concept to Zones 1-3-4		X	
	e) Completion of Concept to include entire city		X	
	3. Pilot Model Project in Department			
	a) Development of Plans for Pilot Model			X
	b) Training of personnel		X	
	c) Implementation in Department of Escuintla	X		
	4. Rural Mobile Patrol			
	a) Development of Plans for Rural Mobile Patrol		X	
	b) Procurement of commodities	X		
	c) Training of personnel		X	
	d) Implementation in Department of Escuintla	X		
	B. Implementation of Modern Technical Methods *			
	5. Police Academy			
	a) Plans, specifications and costs developed		X	
	b) Application for loan		X	
	c) Development of curriculum for all 3 police agencies		X	
	d) Training Instructors	X		
	e) Actual construction	X		
	f) Implementation	X		
	*Project awaiting outcome of loan request			
	6. Transportation and Maintenance *			
	a) Plans developed for one maintenance facility for all police agencies		X	
	b) Development of plans for three Satellite maintenance centers in Escuintla, Quezal-			

AID 1020-25 D (7-69)

SECURITY CLASSIFICATION	PROJECT NUMBER
UNCLASSIFIED	520-11-710-077

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
	(Cont'd)			
	tenango and Zacapa		X	
	c) Application for loan (included as part of Police Academy loan)		X	
	d) Training of personnel	X		
	e) Actual construction	X		
	f) Implementation	X		
	*Project awaiting outcome of loan request			
	7. Record System			
	a) Study of present record system		X	
	b) Recommendations for improvements		X	
	c) Procurement needed commodities			X
	d) Securing needed space			X
	e) Implementation			
	8. Communications			
	a) Study of existing equipment and system		X	
	b) Recommendations		X	
	c) Procurement needed equipment and system	X		
	d) Training personnel	X		
	e) Completion of Departmental Radio System	X		
	f) Extension of Hacienda Police Radio System		X	
	g) Coordination with military communication	X		
	h) Extension of communication system within Departments	X		
	i) Implementation (Maintenance to be included in Maintenance facility to be constructed as part of Police Academy loan)	X		
	9. Riot Control			
	a) Lesson plan prepared		X	
	b) Training instructors	X		
	c) Training schedule each Department	X		
	d) Formation 100 men Riot Control Unit Guatemala City	X		
	e) Procurement needed equipment	X		
	f) Training special Riot Control Unit	X		
	g) Plans for commitment of special unit and coordination with military units	X		
	C. Advance Police Investigative Techniques			
	10. Crime Detection			
	a) Lesson plan prepared		X	
	b) Training instructors		X	
	c) Training investigator	X		

AID 1020-25 D (7-69)

SECURITY CLASSIFICATION	PROJECT NUMBER
UNCLASSIFIED	520-11-710-077

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
	(Cont'd)			
	11. Fingerprint			
	a) Plan changed over to "Henry" Fingerprint System		X	
	b) Procurement of needed equipment		X	
	c) Training of instructors		X	
	d) Training of personnel		X	
	e) Implementation		X	
	f) Extension to all Departments		X	
	12. Laboratory			
	a) Study to determine needs			
	1) Police Laboratory		X	
	2) Photo Unit		X	
	3) Crime Scene Search Vehicle		X	
	b) Procurement of equipment		X	
	c) Training personnel		X	
	d) Implementation			
	1) Police Laboratory		X	
	2) Photo Unit		X	
	3) Crime Scene Search Vehicle		X	

AID 1020-25 E (7-68)

SECURITY CLASSIFICATION	PROJECT NUMBER
UNCLASSIFIED	520-11-710-077

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		033 Promptness of required reports	
026 Understanding of project purposes		034 Adherence to work schedule	
027 Project planning and management		035 Working relations with Americans	
028 Ability to adapt technical knowledge to local situation		036 Working relations with cooperating country nationals	
029 Effective use of participant training element		037 Adaptation to local working and living environment	
030 Ability to train and utilize local staff		038 Home office backstopping and substantive interest	
031 Adherence to AID administrative and other requirements		039 Timely recruiting of qualified technicians	
		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 052 Appropriateness of original selection	P
PREDEPARTURE 042 English language ability	N	053 Relevance of training for present project purposes	P
043 Availability of host country funding	P	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	P	059 Availability of necessary facilities and equipment	N
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):			

AID 1020-25 G (7-68)

SECURITY CLASSIFICATION	PROJECT NUMBER
UNCLASSIFIED	520-11-710-077

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.	P
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.	N
085 Legislative changes relevant to project purposes.	N
086 Existence and adequacy of a project-related LDC organization.	P
087 Resolution of procedural and bureaucratic problems.	N
088 Availability of LDC physical resource inputs and/or supporting services and facilities.	N
089 Maintenance of facilities and equipment.	N
090 Resolution of tribal, class or caste problems.	N
091 Receptivity to change and innovation.	P
092 Political conditions specific to project.	N
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.	P
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).	P
098 Other:	
HOST COUNTRY COUNTERPART TECHNICIAN FACTORS:	
099 Level of technical education and/or technical experience.	N
100 Planning and management skills.	N
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):

The quantity and quality of the country effort has not been entirely satisfactory This program is tied closely to the political and social factors within the country. Any significant change in the political or social factors usually means a change of the top police officials. (Generally the government follows up well on programs, i.e., the extension of the Pilot Model Precinct to the 1st. and 3rd. Cuerpos. This required a large transfer of personnel and the procurement of 42 bicycles by the GOG).

083 The competence and continuity of police leadership has been less than satisfactory. All top police leaders are military officers with little or no police experience. Changes in leadership are often abrupt and made with little regard for expandability.

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PT III - ROLE OF THE COOPERATING COUNTRY (Cont'd)

084 Funding by the host country leaves much to be desired. Replacement of worn out equipment, parts for maintenance are figured in the budget but funds are used for other purposes with higher priority of the moment. Procedural and bureaucratic procedures waste much time and effort on obtaining equipment or maintenance parts with a value of only 1 or 2 quetzales.

085 Legislative changes relative to project purpose are difficult to accomplish. Proposals are shunted from one group to another and it takes much time to get any change that requires legislative approval.

087 Resolution of procedural and bureaucratic problems continues to be a problem. Delays are caused by involved procedures and an involvement of many different offices in the government to obtain the simple clearing for almost anything that involves the local government. We have proposed simplified procurement, inventory and use of material forms that when accepted should help to reduce this problem.

088 Supporting service and facilities, maintenance of facilities and equipment
089 are unsatisfactory. The proposed loan for Police Academy will also include equipment maintenance facilities which should improve the deficiency in supporting services and facilities also maintenance of facilities and equipment.

090 Tribal, class or caste problems interfere with our program. The ladino and the indian are not given the same treatment. The indian is at the bottom of the heap and has very few rights or privileges.

092 The political conditions have a strong influence on who will be put in command of the different police agencies. This is a difficult problem to solve without actually taking part in the selection of the police commanders.

Host Country Counterpart Technician Factor:

099 The basic educational level of the police is three years of formal school education. We are now trying to raise this level to six years for all police.

100 The planning and management skills leave much to be desired. We have an Executive Development Course that will be translated to Spanish, this will help overcome this deficiency.

[illegible]4 The pay and allowances of the police with no civil service tenure and an average of three years in police service are the big obstacles.

Host Country Counterpart Technician Factor: (Cont'd)

Plans call for incorporating the Police into the Civil Service System. As the present system works, there is no tenure and little or no security. Pay is determined by the position held with little regard to rank or training.

Maintaining technical trained personnel in positions for which they were trained, plus the maintenance of an adequate training staff to carry on in-country training still poses some problems to us, due to the foregoing system of assignment.

AID 1020-25 F (7-69)

SECURITY CLASSIFICATION	PROJECT NUMBER
UNCLASSIFIED	520-11-710-077

PART II-B – Continued

3. FACTORS-COMMODITIES

PLACE AN "X" IN APPROPRIATE BLOCK:	062 FFF		063 NON-FFF	X	064 NO COMMODITY ELEMENT	

065 Timeliness of AID/W program approval (i.e., PIO/C, Transfer Authorization).	P	072 Control measures against damage and deterioration in shipment.	P
066 Quality of commodities, adherence to specifications, marking.	P	073 Control measures against deterioration in storage.	P
067 Timeliness in procurement or reconditioning.	N	074 Readiness and availability of facilities.	P
068 Timeliness of shipment to port of entry.	N	075 Appropriateness of use of commodities.	P
069 Adequacy of port and inland storage facilities.	P	076 Maintenance and spares support.	P
070 Timeliness of shipment from port to site.	P	077 Adequacy of property records, accounting and controls.	N
071 Control measures against loss and theft.	P	078 Other (Describe):	

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 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 I 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.

A. Overall Implementation Performance

The overall performance is satisfactory, with AID/W program approval and quality of commodities meeting our requisites. The presently assigned police advisors have made a valuable contribution to successful implementation of the project and have continued to perform well under rather trying conditions. However, we have had difficulty in covering all the different sections of our project. AID/W has recently approved 3 additional advisors for the Public Safety Program. This should help significantly to give more adequate coverage to all sections of our project.

Our participant program has been fairly successful, with 297 participants receiving training. Of the men trained 161 are still in police service. These men should do two years of police service, and when they return, most of them complete the two years; however, some leave the service before this period. At present, there is no punitive action against participants not living up to this agreement. These participants are in big demand by private companies, that will sometimes pay them twice their police salaries. Some men leave because of the frustrations of trying to implement the methods we have taught them. Some men die, in line of duty or of natural causes, we also have some that are fired, usually because of serious infractions of police regulations.

We are now using a selection board composed of superior officers of the various

A. Overall Implementation Performance (Cont'd)

police agencies. This selection board gives an oral interview to each candidate, rates them on appearance, general demeanor, knowledge of police work, interest in advancing themselves, and their general background. Each candidate is also given an IQ test which is geared low as the average policeman has three years of education; we are not trying to increase this to six years of general education. The calibre of our candidates is improving and we are making every effort to obtain the best candidates available.

Our appraisal under b, c and d, shows a few problems, which we have endeavored to solve as indicated below.

3. FACTORS - COMMODITIES

B. Implementing Agency

Not applicable.

C. Participants

Up to the present time we have been unable to obtain any proposed participants that have adequate English training. We now have a group training in IGA that may be satisfactory after another year of English training.

We have had no problem with host country funding or operational considerations. However, the technical and professional qualifications are low. As the average policeman has about three years of formal education, we carefully select and so far have found persons meeting minimum requirements. The technical and general orientation meets the requirements. Content of program is laid out by Training Division OPS and is changed frequently to conform to needed training. Supervisors are consulted on proposed participants ability and what training he needs.

There has been no interference with availability for participant training.

Training Utilization and Follow-Up

Returning participants are debriefed a few days after arrival. Our International Police Academy magazine is sent to them monthly. They are encouraged to visit our office frequently. Any new material received is made available to these men. As many as possible are used as trainers.

The availability of necessary facilities and equipment is not satisfactory. A request for a Police Academy loan has been forwarded to AID/W. This should help to improve the facilities and equipment needed in training.

Original selection has been found to be satisfactory. Post training placement meets the newly found skill of the participant. These men are used frequently

Training Utilization and Follow-Up (Cont'd)

as instructors and have no difficulty in adjusting to changes in our project. Ideas of these men are accepted and where practical are put into use. The performance of returning participants clearly outshines men not having this additional training. We have had losses of men for better paying jobs in police work, some killed in the performance of duty, some discharged for bad performance; but the majority have continued in the police agencies sending them for training.

D. Commodities

The unexpected lengthy delays from the time PIO/C's are sent to Washington and the commodities are received at the Mission, in some cases has created problems. There are some long delays in obtaining items in country, due to the bureaucratic problems of clearing items through the different GOG agencies that must approve the entry of these commodities. The delivery in country has been reduced greatly by increasing the lead time between procurement and anticipated delivery. For FY 70 we are going to have GOG receive commodities and determine if this method is more efficient than our present method.

AID 1020-25 H (7-68)

SECURITY CLASSIFICATION	PROJECT NUMBER
UNCLASSIFIED	520-11-710-077

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):

Programming Implications

While training has been a major effort and successes noted, training continues to remain our greatest need. The establishment of a police academy with adequate facilities and equipment and a competent staff is essential before any major breakthrough can occur of a permanent or lasting impact upon the police service.

The construction of a maintenance facility and the adequate budgeting for commodities and operating expenses is necessary for the proper utilization of grant and/or purchased equipment. These two elements are considered the highest priority and the cornerstone on which the Public Safety Program must be built in the future.

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 major changes (requiring submission of a revised PROP). A formally revised PIP will follow.	X
4. Extended beyond its present schedule to (Date): Mo. ___ Day ___ Yr. ___. Explain in narrative. PROP will follow.	
5. Suspended. PROP will follow.	X
6. Evaluated in depth to determine its effectiveness, future scope, and duration. (by sub-activity)	X
7. Discontinued earlier than presently scheduled. Date recommended for termination: Mo. ___ Day ___ Yr. ___	
8. Other. Explain in narrative.	

109 NARRATIVE FOR PART IV-B:

An evaluation of all police training activities in Guatemala will be conducted by the Mission Evaluation Officer with possible outside assistance in the second half of FY 1970.

The PROP and PIP for the Public Safety Program currently are being redrafted to reflect the latest Mission strategy and to up-date the planning for new activities such as the Model Department, Rural Mobile Patrol, and Police Academy objectives.

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