

NON CAPITAL PROJECT PAPER (PROP)

Project Title: PUBLIC SAFETY-NATIONAL POLICE

Project No. 514-11-710-066

January, 1973

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FEDERAL BUREAU OF INVESTIGATION
 PUBLIC SAFETY-NATIONAL POLICE

PROJECT NO. 514-11-710-006

REPORT MADE AT: **COLUMBIA**
 DATE OF REPORT: **73**
 PERIOD FOR WHICH MADE: **77**
 TITLE: **RESEARCH**
 SUBTITLE: **RESEARCH**

FUNCTIONAL CATEGORY	TOTAL	PERSONNEL		MATERIALS		COMMODITIES	SERVICES	OTHER	TOTAL
		GS	GR	IN	SR				
PERSONNEL	4398	1133	540	623	1620	3056	188		
73	385	178	60	70	125	85	21		
74	427	180	60	90	135	138	21		
75	429	182	60	90	135	137	20		
76	342	148	48	90	135	88	19		
77	344	147	48	90	135	88	19		
TOTAL	6895	1958	816	1051	2285	3601	286		

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 WALTER W. ... / JOSEPH ...
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TITLE: **FBI/CRS/SP/PO**
 BY: **ADD/DD/DIR**

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APPROVALS:

APPROVAL	SIGNATURE	DATE	INITIALS	REMARKS
1. APPROVAL BY SPECIAL AGENT IN CHARGE				
2. APPROVAL BY SUPERVISOR				
3. APPROVAL BY DISTRICT ATTORNEY				
4. APPROVAL BY SAC				

A. Statement of Goal

1. The Goal

As an overall goal, the Colombian Government seeks a more lawful and just society. The goal is seen as a valid end in itself, but progress toward it will also promote the stability essential to national development. Conversely, economic and social development, accompanied by broader distribution of its benefits, will tend to alleviate some of the underlying causes of criminality. At the same time, more effective law enforcement and prevention are necessary, and this project is designed specifically to assist the Colombian National Police in improving its capabilities to fulfill those tasks.

2. Measurements of Goal Achievement

The overriding goal obviously does not lend itself to definitive quantification, since there is presumably no end to the search for increased lawfulness and better justice. However, measurements of progress (or retrogression) in discrete aspects of the whole are readily available, e. g. ,

a. Economic and social development including improved distribution of income and services, can be measured quantitatively, and such measurement is being accomplished by the GOC, international agencies, and A. I. D. in the sectors to which it lends.

b. Trends in the incidence and type of criminality are measured by the use of National Police statistics, which are improving.

c. The reputation or image of the National Police as an efficient, fair and constructive organization devoted to protection of life and property can be measured qualitatively by evidences of improved public acceptance of an increased reliance on the police to fulfill the responsibilities of a modern civil police organization. (See Section B, "Urban and Rural Operations", and B, 2, d, for definitions).

d. The degree to which the National Police actually has, or acquires, firm responsibilities and capabilities for law enforcement or crime prevention functions which logically should pertain to the Police can be assessed both quantitatively and qualitatively, by evidence of formal assignment of such responsibilities, the efficiency of Police response to various situations, and the interest shown in training personnel to meet their duties.

With respect to the foregoing, the contribution of this cooperative project, while important, is nevertheless marginal to what the National Police

are prepared to do themselves: The basic function of the project advisers is to help focus attention on technical improvements which can be made which, in turn, will help to achieve the policy goals and bring experience in the U.S. and other countries to bear in assisting Colombians to solve their own problems. Receptiveness to and adaptation of advice, the training in Colombia and abroad of police officers and technicians, the utilization of commodities for the purposes intended, will all be suggestive of the utility of the project.

3. Assumptions about Goal Achievement

Progress toward the goal is dependent on a number of assumptions which are, by their nature, beyond the design of the project purpose, and also on factors and events beyond the immediate and direct project consequences. Major assumptions are:

a. Continuation of the present favorable political, social and economic development motivation and performance.

b. Increased budgetary levels, especially investment, for the National Police. Achievement is significantly dependent on this assumption.

c. Continued improvement of the judicial system to enhance popular respect for law enforcement and ease police operational functions. This assumption directly affects the degree to which goal achievement, as stated in 2, c, and d, above, can be approached.

d. Assignment of increased responsibility to the National Police in criminal investigations and internal security matters. This assumption will affect the degree of goal achievement in 2, d, above.

e. The extent to which the National Police carries out some basic organizational changes in line and staff operations. This assumption is directly related to the Police's ability to execute its role and responsibilities in the areas implied in 2, c, and d, above.

B. Statement of Project Purpose

1. Purpose

The immediate purpose of this project is to upgrade the technical capabilities of the National Police to better discharge its duties in the protection of individual rights, contain threats against democratic processes and

institutions, and promote stability for rapid development. The area where the greatest needs have been identified and where the most positive results can be anticipated are:

1. Administration and Management
2. Criminal/Special Investigations
3. Communications
4. Urban and Rural Patrol Operations

(At this point, it is again emphasized that achieving the immediate project purpose will not necessarily be sufficient to approach the goal. The kind of police organization sought is dependent upon numerous factors, many of which are beyond the scope of the project purpose. Nevertheless, unless progress is made in these four cited areas, achievement of the overall goal will be severely inhibited.)

Discussion

The four areas mentioned immediately above have been selected for inputs because they are inter-related, there is receptivity by the National Police to adopt practices found successful elsewhere, and thus prospects for significant achievements, as has already been found to be the case, are good. Mission efforts will be focused, and thus greater impact can be expected from project inputs.

The conclusions which follow are what the National Police believe to be their current capabilities in the four areas. The Mission agrees. These conclusions are included here for several reasons. First, they provide an indication of the nature and scope of the problems with which the project is concerned. Second, they show the relevancy of inputs and outputs in relation to the project purpose and goal. Third, they indicate the manner and degree to which the present National Police organization does not yet have all the characteristics of a modern police organization. Fourth, they provide a base line against which progress and project impact can be measured.

Administration and Management

The National Police have only recently (January 1972) reorganized their staff structure. The USAID Public Safety Division has advised on planning the reorganization, which is resulting in a substantially reduced span of control and includes provision for a planning and research unit to advise the Director and

General Directorate staff, and conduct staff inspections. The planning unit will be important to management and administration because it has been given primary responsibility for planning of all police staff functions.

At present, the planning unit is handicapped because necessary statistical data, including vital criminal statistics broken down by time, place, etc., are deficient, though improving. Furthermore, the National Police are using a personnel system designed for a 12,000 ^{man} force, but now being used to administer a 54,000 man force. Another problem is that the lines of communication between the staff elements, line elements, and the planning elements have not yet been established ^{1/} nor has a viable written standard operating procedure for the newly established staff elements and the planning element been developed.

Criminal/Special Investigations

Prior to 1971, the National Police did not have responsibility for the investigation of criminal matters. A complicated judicial system, based on Napoleonic Law, vested investigative authority and power in a lower court judge. A 1971 law assigned basic investigative responsibilities to the National Police for common felonies. Not having had previous experience in this field, the National Police were not prepared to carry out this responsibility in the most efficient manner.

Illustrations of the present deficiencies are as follows: systematic record and reporting systems have not been developed. Such systems--as they presently exist--are responsive only to the judiciary. Again, as in the case of the planning and staff elements, the investigative element is without a viable basic written operating procedure and ^{an} adequate number of sufficiently trained investigators.

Necessary equipment, such as cameras and other crime scene search items, have been lacking. There has been little central direction or control of field investigative elements. As a consequence of the 1971 law, the Office of the Assistant Attorney General for Judicial Police (AAGJP) was established. Coordination between National Police investigative functions and those of the AAGJP are necessary.

Some progress toward increasing the number of trained investigators has been made through the establishment of a basic investigators school. At the present time, the number of personnel assigned to conduct investigations is approximately 1,200.

^{1/} "Police Supervision Theory and Practice", Paul M. Whisenand, Prentice Hall, Inc. 1971, p. 138 explains the importance of communications between these elements.

Communications

The nation-wide radio-teletype network and an urban tactical net (Bogota City) are nearing completion. However, effective tactical communications capability is limited in major urban areas (other than Bogota). Rural areas are also experiencing high rates of organized criminality. The National Police have the capability to repair and maintain equipment presently in use, and the capability to further train technicians when additional equipment for urban and rural areas is installed.

Rural and Urban Operations

As stated above, the National Police have limited tactical communications capability. Effective tactical communications affect directly police efficiency. Rapidly increasing urban population, particularly in six urban areas, has made the demand for mobile police units essential because the alternative solution of patrol saturation would require doubling the present level of manpower.

The Colombian National Police have operated in the past under a system of conventional military operating procedures (see Rationale). As the period of political unrest diminished, the conventional military-type police operations needed to be replaced by a civil-type police function. Civil police tactics and functions, e. g., as selective enforcement, routine patrol, crime prevention, and non-criminal police services--commonly accepted elsewhere--were initially regarded with some reservation and skepticism.

Newly-assigned responsibilities, e. g., for the elimination of organized criminal groups operating in the rural areas, further taxed the National Police ability to allocate and utilize its limited manpower resources effectively. National Police elements, assigned to remote rural areas, have limited quantities of needed equipment and have had little training. Additionally, the National Police plan to increase force strength from 55,000 to 75,000 by the end of CY-1977 as a first step to meet these increased urban and rural requirements, thus bringing greater burdens on the planning, management, logistical, and communications systems.

2. Conditions Expected at the End of Project

Upon completion of this project, the following conditions, resulting in part from project outputs, should exist: an efficient, modern civil police force, constructively and service-oriented with a well-developed institutional structure to direct, plan, train, and operate, specifically:

a. Administration and Management

1) Improved line and staff communications through both authoritative and staff inspections, e. g. each performed once every six months. 2/

2) Regular manpower management studies for proper placement, promotion and distribution of personnel.

3) Quantitative and qualitative analysis on a monthly basis of information concerning criminal activity in order to project crime trends and to plan for manpower distribution.

4) Collection and analysis of data concerning non-criminal police services on a monthly basis which is required for better tactical planning for non-criminal services.

5) Monthly projection of logistical needs and control of issuing of equipment.

2/ "Municipal Police Administration", International City Managers Association (1954) pp. 81-82, "Inspection, therefore, like supervision is of two kinds, i. e. staff inspections, and an authoritative inspection, the chief needs inspectional assistance to assure discovery of facts needed in holding subordinates accountable and in strengthening weaknesses." "Assistance to the command group should be provided in the form of staff inspections"

Ibid above p. 119 - "The distinction between authoritative and staff inspections should be understood. Authoritative inspections are made by those in command who have authority to require an immediate correction to comply with department regulations whereas staff inspections are made by staff officers who lack such authority in their own right and can only call attention to deficiencies discovered by them."

For additional information relating to this concept see "Police Supervision, Theory and Practice", Paul M. Whisenand, Prentice-Hall Inc. 1971 pp. 138-142 concerning "Communications Up, Down and Lateral" and p. 160 "Control Processes", "Police Planning", O. W. Wilson pp. 15 and 67, C. Thomas Inc. 1962 and "Police Administration", O. W. Wilson, pp. 78-9 McGraw Hill & Co., 1950".

b. Criminal and Special Investigations

1) An investigative staff element at the national level that provides the operating elements stationed throughout the country with assistance pertaining to training, records and identification, investigative procedures and other standardized operating procedures.

2) A high degree of coordination between the National Police investigative element and the Assistant Attorney General for Judicial Police (AAGJP) to insure the effective prosecution of criminal cases while at the same time safeguarding basic individual rights.

3) The National level investigative staff providing: a) criminal case follow-up procedures; and b) criminal records and personal identification checks for the operating elements.

4) Trained investigators whose assignments remain in the investigative field and who are capable of performing competent investigations in all areas of criminal violations.

c. Communications

1) Communications via radio-teletype to all departments and major cities.

2) Functional urban tactical networks in major cities and rural tactical networks in those rural areas where the National Police are operating.

3) Upgraded skills for maintenance, operational, and other technical personnel.

4) Operation and maintenance of equipment and provision of repair parts without U. S. input.

d. Urban and Rural Operations

1) Urban patrol elements effectively responding to all types of criminal and non-criminal complaints made by the public.

This requires a conceptual change in police operations from the present emphasis on strictly maintaining order to an emphasis on the preventive and protective role of the police. Such a change would result in a police organization which fully and effectively functions within the bounds of the total civil police

concept (Police patrol service in the total civil concept performs some 3,000 tasks which may be either criminal or non-criminal in nature) ^{3/}

2) A rural police force which has the capability to react effectively to threats by organized criminal elements and deny them a base of operations and logistical support.

3) Basic Assumptions about Achievement of Purpose

- a. Due to the high degree of functional inter-dependance of the project purposes a lag of progress in achieving any one of the purposes will cause a proportionate delay in the achievement of one or more of the other purposes. Therefore, a basic assumption is that efforts in each of the areas selected for technical assistance must proceed on schedule.
- b. Improvements in administration and management will be a major factor in the achievement of an overall improvement in the performance of the National Police.
- c. The National Police will maintain its present responsibilities for criminal investigations and will be assigned additional investigative responsibilities which are presently assigned to other government agencies.
- d. Demands for services of the National Police by the public will continue to increase to the point that the police will be required to respond to the commonly accepted role of a civil police force.
- e. The police will keep abreast of new developments, concepts and techniques in the field of police work and incorporate them into their training programs and operations.

C. Statement of Project Outputs

1. Outputs and Output indicators

a. Administration and Management

Outputs

Output Indicators

^{4/}
1. Regular authoritative and staff inspections at least at six months intervals.

1. a) Planning staff at the national level will utilize results from staff and authoritative inspections.

^{3/} "Patrol Operations" Paul M. Whisenand/James L. Cline - Prentice Hall Inc., 1971, p. 8.

^{4/} See definition in Section B.2, "Conditions expected at end of Project".

2. Computerized National Police Information and Evaluation System providing qualitative and quantitative statistical data to be utilized as the primary basis for long and short range staff and operational planning.

1-3 on p. 15 can be achieved in 3 yrs

- b) Authoritative inspection reports following plan implementation are evaluated to determine need for plan modification.

2. Existence of:

- a) Computerized Manpower Management System
 b) Computerized Criminal Detention Reporting System
 c) Computerized Criminal Information System
 d) Computerized Non-Criminal workload reporting system
 e) Computerized Logistic System

b. Criminal and Special Investigations

1. A centrally administrated national investigative unit consisting of trained professional personnel.

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1. The ability of the national office to:

- a) Develop and implement uniform nation-wide training programs
 b) Test and select prospective investigators
 c) Make manpower allocations based on needs determined by analysis of information from C. 1. a. 2. "Output Indicators"
 d) Review and critique field operations reports

2. An interchange of information between the National Police and the Assistant Attorney General for Judicial Police (AAGJP) regarding the quality of case investigation to insure a higher rate of successful prosecutions.

2. Existence of a systematized reporting format from AAGJP to National Police on results of prosecutions of cases initiated and/or investigated by N. P. This data is input for computerized reporting system (see C. 1. a. 2. b., above) for analysis of level of

convictions versus arrests to indicate areas for management improvement.

3. A manual central records and identification system providing timely information to operating elements regarding name checks, finger-prints, "wanted persons" bulletins and stolen property index.

3. a. Existence of a Records & Identification Bureau at the National level which provides services described in outputs.

- b. Regular manual input data from operating levels on all arrestees/detainees and selected crime reports.

- c. Information obtained from manual data input described in a. and b. above is input for computerized systems mentioned in C. 1. a. 2. b. and c.

4. A system for coordinating investigative efforts and for qualitative review of field investigations.

4. Establishment of a case follow-up unit within the investigative division at the national level, charged with reviewing cases submitted by operational elements, with the objective of:

- a. assisting operating elements in combating inter-departmental organized criminality by providing previous background information, and
- b. reviewing the quality of investigations as they proceed to determine training and or supervisory needs.

5. IPA and/or in-country trained professional investigative corps.

5. a. At least 5,500 investigators trained in criminal and special investigations plus approximately 50 personnel trained in specialized areas of criminalistics lab procedures.

- b. Placement of these investigators and specialists determined by the planning elements' analysis of needs as reflected by information contained in reports resulting from National Police Information and Evaluation System as described in U.I.E. 2., "Output Indicators".

c. Communications

1. Inter-departmental, command-level communications capability.

- 1. a. A single, consolidated National Police communications message center in Bogotá.

- b. Integration of the communications message centers of the National Police and Ministry of Government.

- c. A radio-teletype terminal in each major National Police command throughout the country for direct communications with National Police Headquarters, Bogotá.

2. Intra-Departmental tactical urban and rural communications capability.

- 2. a. Expansion of existing tactical communications networks to all major cities and rural areas.

3. A professional communications operations and logistical support organization.

- 3. a. Reorganization of the National Police Communications Section.
- b. Professional training of technical staff-level personnel in communications engineering.
- c. Establishment of a communications technical training center.
- d. Training of operator and maintenance personnel.
- e. Establishment of: 1) a central logistic depot in Bogotá; 2) regional supply and maintenance centers; 3) departmental repair facilities.

- f. Establishment of computerized supply stock control system and machine analysis of maintenance records.

d. Urban and Rural Patrols

URBAN

1. NP providing preventive and protective civil police services. 5.
1. a. Existence of reporting and follow-up procedures on all types of criminal and non-criminal cases resulting from citizen complaints.
- b. Personnel trained to provide preventive and protective civil police services.
2. Rapid response to crime patterns determined by analysis of the output from computerized criminal information system (see C.1. a. 2. b. above). 3-4.
2. a. Viable tactical planning units at operational levels, addressing solutions to crime pattern problem areas.
- b. Reduced per capita crime rate.

RURAL

1. a. Approximately 100 officers trained in rural operations under IPA auspices. (General Courses). 3-7
- b. Mobile rural tactical communications networks capable of forming a single large network or several small networks.
1. A decrease in rural violence as evidenced quantitatively by analysis of computerized crime reports (see C. 1. a. 2. a., output indicators).

2. Basic Assumptions About Production of Outputs

1. The National Police will budget sufficient funds for machine time to keep the information in the memory bank in the computerized systems up to date.
2. The information from computerized systems will be analyzed and utilized as the major basis for planning by the National Police.

3. The investigative element will continually update their reporting procedures and will freely exchange information with the planning element of the General Directorate.

4. The National Police will continue to make adequate provision in their budget for repair parts for communications equipment. Purchases of communications equipment by the National Police will adapt to Mission donated equipment. Adequate training and maintenance on communications equipment will continue to be performed by the National Police.

5. The police will budget sufficient funds and allocate personnel as trainers and trainees in the previously described areas of concentration in order to maintain the level of skills required to continue operating at the improved level of functioning expected at the end of this project without recourse to external aid except in areas or techniques new to the police organization.

D. Statement of Project Inputs1. INPUTS

A. ADMINISTRATION AND MANAGEMENT

Kinds of Inputs	Magnitude of Inputs	Date Scheduled for Delivery
<u>U.S.</u>		
<u>USDH</u>		
a) technical advice and guidance concerning authoritative and staff inspections.	12 mm each FY for a. and b. combined for a total of 60 mm's.	FY 1973-FY 1977
b) technical advice and guidance concerning long and short range staff planning, implementation of plans, budgeting, management (personnel & other) & organization (operation and staff) and in development of computerized systems listed below.		
<u>Other Costs: Contract</u>		
Finance contractual services for machine time, supplies and initiation of computerized systems as follows:	\$45,000 total all years for machine time and supplies	
1. Manpower Management System		FY 1973 ✓
2. Criminal Detention System		FY 1974 ✓
3. Criminal Information System		FY 1976 ✓
4. Non-Criminal Work-Load System		FY 1977
5. Logistics System		FY 1977

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Kinds of Inputs	Magnitude of Inputs	Date Scheduled for Delivery
<u>Cooperating Country</u>		
a) Provide staff personnel and delegation of authority for staff inspections.	18 mm's each FY	FY 1973 - 1977
NOTE: Both personnel and delegation of authority already exist for executing authoritative inspections.		
b) Staff required to complement U.S. input in b. above has existed since January 1972.	400 mm's each FY (Note: 33 personnel are already assigned to the Planning Staff)	FY 1972 - 1977
c) Financing of all computer print-outs after initial experimentation stage and provide key-punch operators, coders, programmers and clerical personnel.	35 mm's each FY. (Note: This equals projected assignment of 31 personnel of which 15 are presently assigned). The equivalent of US\$50,000 in local currency (total all years).	FY 1973 - 1977
d) Financing hardware & software for continuation of computerized information system.	\$50,000 total.	FY 1976 - 1977

B. CRIMINAL AND SPECIAL INVESTIGATIONS

U.S. USDH

Technical advice and guidance concerning the development of a centrally administered national investigative element for:	24 mm each FY, for a total of 120 mm.	FY 1973 - 1977
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Kinds of Inputs

Magnitude of Inputs

Date Scheduled
for Delivery

- a. General Investigations
- b. Coordination with Judicial authorities
- c. Central Records and Identification
- d. Training

Commodities

- a. Criminalistics Laboratory
- b. Records and Identification functions
- c. Crime scene search and evidence collection
- d. Special explosive handling equipment
- e. Investigative Aids (publications, etc.)

280,000 total all years ✓

FY 1973 - 1977

Cooperating Country

- 1. Provide funds for operating expenses and salaries of staff, technical and operational personnel (approx. 5,500) assigned to investigative and related functions.

300,000 mm
US\$40,000,000 (total for all years)

FY 1973 - 1977

- 2. Provide instructors, training facilities, per diem, and transportation from location of assignment and return for personnel being trained in investigations and related functions.

1,500 mm
US\$500,000 (total for all years)

- 3. Provide vehicles, maintenance personnel and equipment, spare parts, gas and oil, required to carry out investigations.

US\$5,000,000 (total for all years)

NOTE: Personnel and budgetary demands in support of investigative and related functions will occur on an ascending scale between FY 1973 and FY 1977. NP input

Kinds of Inputs

Magnitude of Inputs

Date Scheduled
for Delivery

in this area will be made on the basis of need and demand as determined by the planning element of the NP at the national level largely upon analysis of information obtained from the computerized systems mentioned above in "Administration and Management".

C. URBAN AND RURAL OPERATIONS

There will be no specific inputs directed only to improvements sought in this area. Such improvements will be the indirect result - or "secondary effect" - of inputs in other areas mentioned in this PROP which also have been selected for technical assistance but in a more direct fashion. It is inherent in the conceptual design of this project that inputs in the areas of Administration and Management, Investigations and Communications in the form of USDH technical advice and guidance, training, and commodities will ultimately have an effect on improving rural operations (as defined and described herein) through better planning, trained personnel, and the capability for rapid action.

D. COMMUNICATIONS

U.S.

USDH and Contract:

1. Technical Advice and guidance as to procurement, installation, repair, and maintenance of equipment and operation of the 4 regional logistics/maintenance centers.

USDH: 12 mm each FY

USDH: FY 1973-1975

Contract: 24 mm each FY
12 mm FY 1975

Contract: FY-1973-1974
FY-1975

Commodities:

1. Commodity input to complete national communications network.

\$155,000 (total all years) ✓

FY 1973 - 1974

Kinds of Inputs	Magnitude of Inputs	Date Scheduled for Delivery
2. Commodity input for urban and rural tactical networks.	\$100,000 (total all years) ✓	FY 1974 - 1975

Cooperating Country:

1. a. Provide funds for operating expenses and salary of staff, technical and operational personnel for all communications networks.	1,100 mm each FY and US\$525,000 each FY for 1. a. and b. combined.	FY 1973 - 1977
b. Provide instructors, classrooms, teaching aids, per diem and transportation for communication technician training (operation, maintenance and logistics technicians).		
2. Provide funds for purchase of commodities, for tactical urban and rural networks.	US\$80,000 each FY	FY 1973 - 1975
3. Provide funds for purchase of repair parts, vehicles and other required equipment for communication networks.	US\$45,000 each FY	FY 1973 - 1977

E. PARTICIPANT TRAINING

U.S.

1. IPA sponsored participant training in:	US\$430,000 total all years	FY 1973 - 1977
a. General Courses followed by various specializations	450 mm total all years	
b. Senior Officers Seminars	75 mm total all years	
c. Technical Courses	140 mm total all years	

Kinds of Inputs

Magnitude of Inputs

Date Scheduled
for DeliveryCooperating Country:

1. Select personnel for training; provide funds for salaries of personnel while in training and for international travel; provide support services for personnel in training.

900 mm
US\$1,500,000 (total all years)

FY 1973 - 1977

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2. BUDGET

1. Personnel (USDH)		
a. Chief Public Safety Advisor	12 mm all years	185,000
b. P. S. Adv. (Trng - Admn)	12 mm all years	180,000
c. P. S. Adv. (Inv.)	12 mm all years	180,000
d. P. S. Adv. (Inv.)	12 mm all years	180,000
e. P. S. Adv. (Commo)	12 mm FY 73-75	<u>107,000</u>
		<u>832,000</u>
2. Commodities		
a. Investigations	FY 73-77	275,000
b. Commo.	FY 73-75	255,000
c. Other	FY 73-77	<u>5,000</u> <i>(Crim Lab)</i>
		<u>535,000</u>
3. Participant Training	FY 73-77	430,000
4. Other Costs	FY 73-77	<u>100,000</u>
	GRAND TOTAL	<u><u>1,897,000</u></u>

3. BASIC ASSUMPTIONS ABOUT INPUTS

1. The GOC will provide manpower and financing for all inputs required from the cooperating country.

2. All inputs will move forward on a schedule which should provide equal development towards outputs. If a considerable lag in the delivery or execution of any one input is experienced then that lag will have a direct effect on the delivery or timeliness of one or more other inputs.

E. Rationale

The National Police and the Military

The National Police have until recently been closely associated with the military structure and have been dependent upon military concepts for organization, management and planning. This has affected operational procedures. The National Police organization is beginning to develop as an entity, separate and distinct from the military forces, acting as the primary internal civil security arm of the National Government. Continued viable development of the National Police is partially dependent on its maintaining semi-autonomous status. Because of its traditional role as a secondary order force to the military the National Police has also been given additional responsibilities in the field of criminal investigations and counter bandit operations in the rural areas. It can be presumed that further responsibilities in these and other fields will be given to the National Police in time, thereby demanding a professional civil police service different than its traditional role.

The Police in the Modernization Process

Organization

The Colombian National Police is organizationally under the Ministry of Defense. The National Police and all other armed forces have equal status. Administering the military and the police, separately, is rather unusual in less-developed countries and is more frequently observed in relatively more developed nations. The Colombian National Police as might be expected in a rapidly advancing country, have taken an additional initial step in this direction. The new organization afforded the National Police is unique and distinct from that of the Military. (Previously, the National Police, although different from the Military in many administrative respects, had maintained an organizational structure similar to that of the Military).

The Colombian National Police is also large, vis-a-vis its sister organizations. When at a full strength of 55,000 it will be equal, in manpower, to all other armed services combined, even before the planned 20,000 increase by FY 1977.

Role and Functions:

Previously, there had been little outward and immediately visible distinction between the police and the military. A certain portion of the strength of the police had been derived from the characteristics that it had in common with the military. However, the impact of the modernization process on the National Police has led it to develop a considerably different structure and management methodology. The policeman sees himself as different from the soldier. Psychologically he must react as an individual in most of his work circumstances, while the military normally react as part of a group. However, the key distinction is the individual policeman's view of his mission.

There is also a difference in how the police and military perceive the use of force. The military perceives the use of force as an initial reaction against an enemy. The police^{man} must view the use of force as a last alternative when other alternatives fail. He is also dealing with a member of his own society or group -- even if an aberration. Both the military and the police are expected to be apolitical. However, the possibilities for a strong political impact from the actions of the police requires civilian institutions to have control over them. The police at the working level are much more directly the instruments of the political system. There are thus distinctions between the police and the military which tend to suggest are as follows. The police are: (1) widely distributed, even to extremely remote areas, (2) they immediately are identified as the arm of the government, and (3) they are in daily contact with the populace. On the other hand, the military for the most part, are usually garrisoned and are not in constant contact with the populace. Therefore, the police have a capacity to represent the government and thereby to influence people far out of proportion to their numbers. The police are usually in contact with people in times of crises and are therefore exposed to them when defenses tend to be down. What the police do and represent comes to be identified with, rightly or wrongly, "law and order". The opinion shared by the populace about the law will depend upon how the police act and enforce the law.

David H. Bayley, author of the "Police and Political Development in India" (Princeton University Press, 1969-Page 4) describes the police role as those "... employees of the community, for the most part uniformed, whose special purpose is to ensure that the community's laws are observed and who do so by initiating the process through which sanctions are applied. The police may be distinguished from other agents of the community who enforce the law, employ force, or wear uniforms by (a) having an exclusively domestic mandate and (b) being the initial point of contact between citizen and enforcement machinery". In Colombia, the police, have found themselves responsible for more than strictly law enforcement duties. In many phases, especially rural areas, policemen, whether qualified or not are for example, school teachers, veterinarians and customs inspectors.

Therefore, the police in a developing country are ^{more} important in the modernization process than might immediately be assumed.

The following are some pertinent data and factors concerning the National Police:

a. The National Police plan to increase to a force level from an authorized strength of 55,000 personnel at the end of CY 1972 to 75,000 at the end of CY 1977. The budget for the National Police had increased until CY 1972 when the investment budget was decreased by approximately 35%. Since CY 1969 approximately 80% of the budget has been allocated for salaries, 13% to equipment and supply purchases (7% equipment and 6% for misc. supplies) and the remaining 7% to other expenditures.

b. With the PSD assistance commencing in FY 1971 the National Police have developed a re-organization plan for all levels which will enable the Police to better supervise and control plans and projects. The new organization follows modern civil police concepts and is considerably different than the previous organization structure which had been developed around military lines.

c. A recently enacted law clearly defines and substantially increases National Police investigative responsibilities. The National Police have also recently been given new responsibilities in counter bandit activities -- in some places taking over where previously the army had jurisdiction.

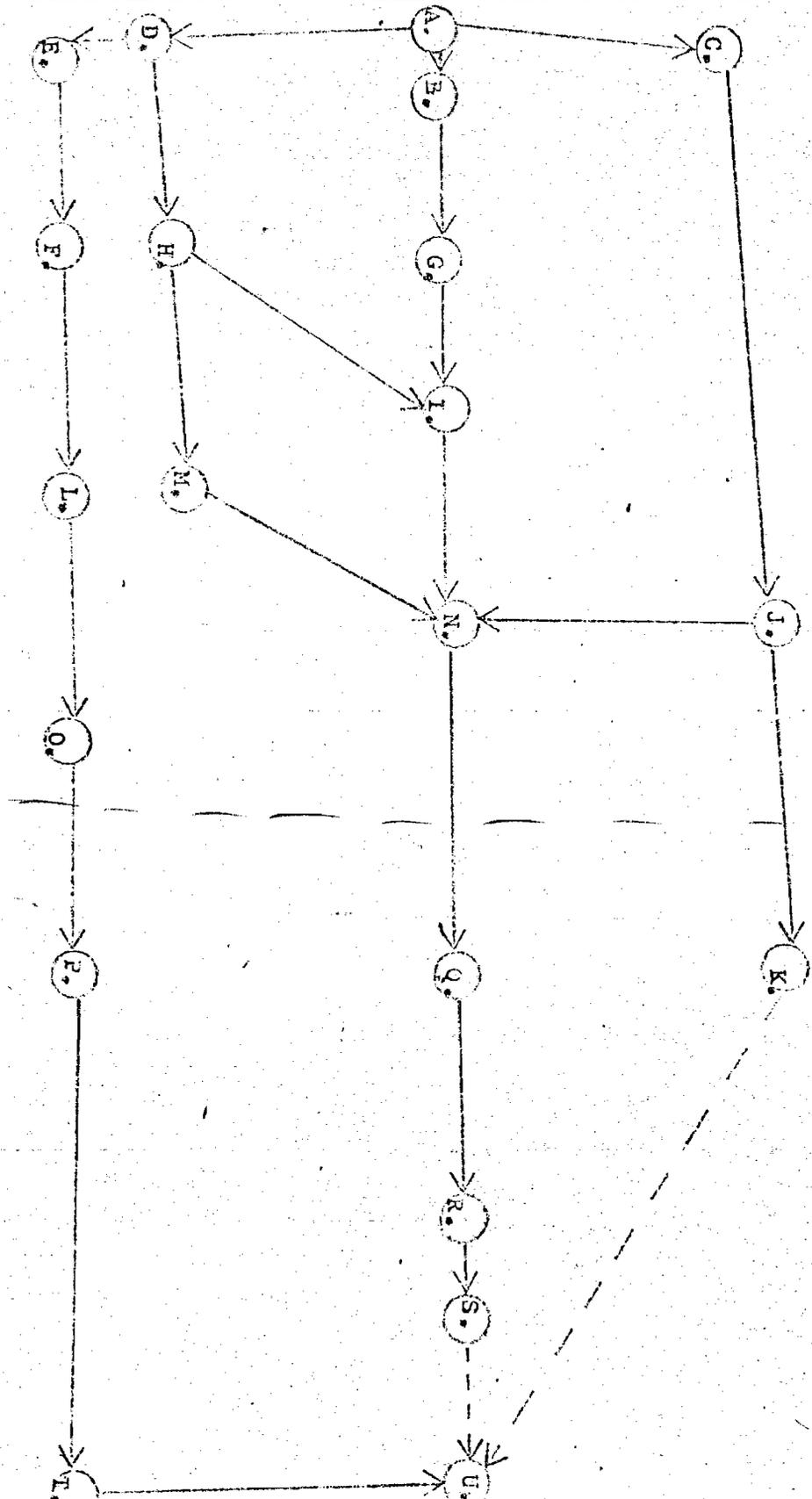
F. Course of Action:

1. Implementation Plan:

A. Planned implementation is described by the following PERT chart:

AID 1028-1A (7-71) (NARRATIVE DESCRIPTION)

PROJECT NO. 514-11-710-066	SUBMISSION <input type="checkbox"/> ORIGINAL <input checked="" type="checkbox"/> REVISION	(Number) 1	DATE 5 Jan 73	PAGE 25 of 31 PAGES
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Jul 72 Jan 73 Jul 73 Jan 74 Jul 74 Jan 75 Jul 75 Jan 76 Jul 76 Jan 77 Jul 77 Jan 78 Jul 78
 FY 73
 FY 74
 24/1910P
 5/4/1910P

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B. Explanation of PERT Implementation Plan.

- A. Start.
- ✓ B. Planning staff at national level existing and functioning (NOTE: This is a prior year accomplishment).
- C. Telecommunications activity started (NOTE: Prior year accomplishment).
- D. Advisory efforts to investigations initiated; manual records and identification study completed (NOTE: Prior year accomplishment).
- E. Investigators training started (NOTE: Prior year accomplishment).
- F. Training evaluated and updated.
- G. Automated manpower management system initiated.
- H. Manual crime and detention reporting system initiated.
- I. Automated criminal detention system initiated.
- J. National teletype net functioning.
- ✓ K. Review of telecommunications activity completed.
- L. Ibid F.
- M. Manual crime and detention reporting system revised and perfected; and records and identification system functioning.
- N. Automated crime reporting initiated.
- O. Ibid F.
- P. Ibid F.
- X 5 Q. Non-criminal workload system initiated.
- ✓ 5 S. Re-programming and combining of systems G., I., N., and Q. for the National Police Information System.
- X 5 T. 5,500 National Police investigators trained. **IMPORTANT**
- U. END - Staff and operational planning capability exists for all types of police services and the police capable of responding in an efficient manner.

The PERT identifies only those significant activities to be accomplished as required by M. O. 1025.1 Page I-9.

2. Narrative

1. Three major events have already begun as indicated in B, C, and D of the PERT. Basic planning and preliminary initiation of activities have begun in B and D. Item C has been an on-going sub-project for a number of years and as shown is nearing completion subject to a review at the end of FY 1975.

3. The inter-relation between administration and management (B), communications (C) and investigations (D) is best indicated in "U" (end). At this point the planning element will be able, through manual input from the

operating elements, to determine the needs of the service based on an automated system indicated in "S" and better effect staff planning. Additionally, the cooperating elements utilizing the computer data on a more detailed basis will be able to effect improved operational plans. Certain items such as the completion of the national teletype net will have a direct effect upon the speed of return of the data in that information may be relayed via teletype, key-punched and entered into the data bank on a daily basis thereby providing immediate feedback capability for analysis. The effects of improved operational skills, again a residual factor not shown on the PERT, are described in the input section on Urban and Rural Operations.

4. As investigators are trained the need for investigative aids will rise proportionately with the number of investigators. Peripheral equipment for Records and Identification will not cease after action "M" as the system is only beginning to function at that time. Although the National Investigative element does exist, administrative control over field operating elements is dependant upon the National element for a certain portion of their efficiency. Additionally, through the National Investigators school which input is dictated by the National level investigators element uniformity of operation is accomplished.

SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	IMPORT ASSUMPTIONS
<p>A.1. <u>Goal</u></p> <p>A more lawful and just society.</p>	<p>A.2. <u>Measurement of Goal Achievement</u></p> <p>a. Economic and social development.</p> <p>b. Statistical trends of incidence and type of criminality.</p> <p>c. Improvements in public acceptance and image of police.</p> <p>d. Responsibilities assigned to the National Police (NP) and the efficiency of their response.</p>	<p>A.3. <u>(as related to goal)</u></p> <p>a. Continuation of present rate of political and economic development.</p> <p>b. Approval of increased budgetary levels for the National Police.</p> <p>c. Continuation of efforts to improve the Judicial System.</p> <p>d. Greater NP responsibility for criminal investigations and internal security</p>
<p>B.1. <u>Purpose</u></p> <p>To upgrade the capabilities of the National Police (NP) in the areas of Administration and Management, Investigations, Communications and Urban and Rural Operations so that it may better discharge its duties of protecting individual rights, contain threats against democratic process and promote stability for development.</p>	<p>B.2. <u>End of Project Status</u></p> <p>✓</p> <p>a. Improved line and staff communications.</p> <p>b. Regular manpower management studies.</p> <p>c. Improved tactical and procurement planning.</p> <p>d. Investigative element at the National level of police organization.</p> <p>e. 5,300 trained criminal investigators.</p>	<p>B.3. <u>(as related to purpose)</u></p> <p>a. Improvements in administration and management will be a major factor in improved performance.</p> <p>b. The National Police will be given greater responsibility for certain investigative functions presently assigned to other GOC agencies.</p> <p>c. Public demand for police services will continue.</p>

f. Communication networks connecting all departments, major cities and certain rural areas.

g. Training, operation and maintenance of communication equipment without U.S. support.

C.1. Outputs

a. Regular authoritative and staff inspections.

b. Computerized National Police Information and Evaluation System.

c. A national investigative unit staffed with trained professional personnel.

d. A central Records and Identification system.

e. Inter-departmental communications capability staffed by trained personnel.

f. Police assume increased protective and preventive functions in urban areas.

g. Approximately 100 personnel trained in rural operations (General Courses).

h. Rural tactical communications network.

C.2. Output Indicators

a. Inspections every 6 months; national planning staff utilizes results from inspections; allocation of manpower as result of analysis of staff inspections and information from computerized systems.

b. Existence of:

1. Manpower Management System.
2. Criminal Detention Reporting System.
3. Criminal Information System.
4. Non-Criminal Workload Reporting System.
5. Logistics System.

c. 1. Ability to conduct uniform nation-wide training programs.

2. 5,500 trained investigators; 50 trained criminalistics lab personnel.

d. Existence of a Records and Identification Bureau at national level.

C.3. (as related to outputs)

1. The N.P. will budget sufficient funds for computerized systems.

2. Information from computerized systems will be the major basis for planning.

3. The N.P. will provide adequate funds for repair parts for communications systems and will conduct training for communications personnel.

4. N.P. will budget sufficient funds for all types of in country training required to maintain level of skills.

- e. 1. Consolidated N.P. Communications center in Bogotá.
 2. Communications networks between all major cities and rural areas.
 3. Establishment of a communications technical training center (operation, maintenance, logistics).
- f. 1. Personnel trained to plan and execute protective and preventive functions.
 2. Reduced per capita crime rate in urban areas.
- g. Decrease in rural violence. Increased effectiveness by the N.P. in dealing with rural violence by organized elements.

D.1. Inputs: Total FY 1973-1977

a. OSDH: 5 Advisors:
 one Chief Advisor 12mm's
 each FY 60 mm
 one training and administration advisor 12mm's
 each FY 60 mm
 two advisors in investigations 24 mm's each FY 120 mm
 one communications advisor
 12 mm's each FY (FY1973-75) 36 mm

TOTAL 276 mm's

TOTAL \$832,000

D.2. Budget/Schedule:

	<u>FY73</u>	<u>FY74</u>	<u>FY75</u>	<u>FY76</u>	<u>FY77</u>
Personnel	178	180	182	145	147
Participants	70	90	90	90	90
Commodities	86	136	137	88	88
Other Costs	21	21	20	19	19
TOTAL	355	427	429	342	344

b. Commodities:		
training aids and equipment for criminalistics laboratory;		\$275,000
communications equipment and supplies;	255,000	
miscellaneous/other	5,000	
	TOTAL	\$535,000
c. Participant training:		
385 man's of training in various IPA courses	TOTAL	\$430,000
d. Other Costs:		
60 man's of contract technicians services (communications); contract services for computer time and related services and supplies; publications, transla- tion services, etc.	TOTAL	\$100,000

D.3. (Assumptions related to inputs)

1. The GOC will provide manpower and financing for all inputs required from the cooperating country.
2. All inputs will move forward on schedule to provide timely development towards outputs.