

**I. PROJECT IDENTIFICATION**

1. PROJECT TITLE **PUBLIC SAFETY** **125850**

APPENDIX ATTACHED  
 YES  NO

2. PROJECT NO. (10-100-80)  
**518-11-710-037**

3. RECIPIENT (specify) **Ecuador (518)**

COUNTRY  REGIONAL  INTERREGIONAL

4. LIFE OF PROJECT  
 BEGINS FY **1959**  
 ENDS FY **1974**

5. SUBMISSION  
 ORIGINAL  
 REV. NO. **1-11/24/72** DATE  
 CONTR / PASA NO.

**II. FUNDING (\$'000) AND MAN MONTHS (MM) REQUIREMENTS**

A. FUNDING BY FISCAL YEAR	B. TOTAL \$	C. PERSONNEL		D. PARTICIPANTS		F. OTHER COSTS \$	G. PASA/CONTR.	H. LOCAL EXCHANGE CURRENCY RATE \$ US <b>24.75</b> (U.S. OWNED)				
		(1) \$	(2) MM	(1) \$	(2) MM			(1) U.S. GRANT LOAN	(2) COOP COUNTRY	(A) JOINT	(B) BUDGET	
1. PRIOR THRU ACTUAL FY	<b>3,602</b>	<b>1,316</b>	<b>1212</b>	<b>289</b>	<b>687</b>	<b>1,807</b>	<b>190</b>	<b>64</b>	<b>36</b>	<b>143</b>		
2. OPRN FY <b>72</b>	<b>170</b>	<b>84</b>	<b>72</b>	<b>24</b>	<b>30</b>	<b>50</b>	<b>12</b>	-		<b>19</b>		
3. BUDGET FY <b>73</b>	<b>200</b>	<b>112</b>	<b>84</b>	<b>25</b>	<b>30</b>	<b>50</b>	<b>13</b>	-		<b>20</b>		
4. BUDGET +1 FY <b>74</b>	<b>200</b>	<b>112</b>	<b>84</b>	<b>25</b>	<b>30</b>	<b>50</b>	<b>13</b>	--		<b>21</b>		
5. BUDGET +2 FY												
6. BUDGET +3 FY												
7. ALL SUBC. FY												
8. GRAND TOTAL	<b>4,172</b>	<b>1,624</b>	<b>1452</b>	<b>353</b>	<b>777</b>	<b>1,957</b>	<b>223</b>	<b>64</b>	<b>36</b>	<b>203</b>		

9. OTHER DONOR CONTRIBUTIONS

(A) NAME OF DONOR	(B) KIND OF GOODS/SERVICES	(C) AMOUNT

**III. ORIGINATING OFFICE CLEARANCE**

1. DRAFTER <b>AGussie, BEDupuis</b>	TITLE <b>Public Safety, O/DP</b>	DATE
2. CLEARANCE OFFICER <b>Peter M. Cody</b>	TITLE <b>Director</b>	DATE

**IV. PROJECT AUTHORIZATION**

1. CONDITIONS OF APPROVAL

**BEST AVAILABLE COPY**

2. CLEARANCES

BUR/OFF.	SIGNATURE	DATE	BUR/OFF.	SIGNATURE	DATE

3. APPROVAL AAs OR OFFICE DIRECTORS

SIGNATURE	DATE	4. APPROVAL A/AID (See M.O. 1023.1 V/C)	DATE
		SIGNATURE	
TITLE		ADMINISTRATOR, AGENCY FOR INTERNATIONAL DEVELOPMENT	

RJB:rcms, ADO WAB:rcms, O/DP

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## A. The Project Goal

### 1. Statement of the Goal

The goals of this Mission to which this project contributes are:

- a) To establish a climate of internal security and domestic stability necessary for a continuing high level of private investment and socio-economic development.
- b) To maintain a democratic form of government in Ecuador.

### 2. Measurements of Goal Achievement

Goal achievements will be ascertained by measuring the progress toward constructive national development occurring in an atmosphere relatively free from violence and confrontation. Some specific indicators will be:

- a) Attitudes of <sup>general public and</sup> private investors toward police and domestic violence.
- b) % of major crimes solved by police.
- c) Reduced urban and rural violence.
- d) Police effectiveness in handling riots and demonstrations.
- e) Time trend of major crimes.

### 3. Assumptions about Goal Achievement

The relationship of this project to the Mission goals is dependent upon a major assumption and hypothesis. This is that at least a minimal level of internal stability is necessary to create favorable climate in which private investment and social development can occur.

It is further hypothesized that this project, which upgrades key performance areas of the National Civil Police, will develop the ability among the Police to maintain an acceptable level of law and order in the country. For this to be entirely successful, it is further assumed that other problem areas which have been identified e.g., transportation and adequate logistics will be remedied either internally by the GOE or through a loan program.

## B. The Project Purpose

### 1. Statement of Project Purpose

The purpose of the Public Safety project is to improve the capability of the National Civil Police to maintain law and order, including crime and riot control as well as control of subversive activities, while preserving a favorable public image.

### 2. Conditions Expected at the End of the Project

- a) An improved capability of the National Civil Police officers to coordinate and administer activities of the police and to identify and resolve problem areas.

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- b) A communications network effectively servicing Quito and Guayaquil and linking the provincial capitals into a national police network.
- c) A fully staffed training institution, operating at approximately 90% of capacity and training an average of 1,000 Police recruits and mid-career officers per year. Emphasis in training will be on criminal investigation, non-lethal riot control, and other civilian police techniques.

### 3. Basic Assumptions

- a) Advice of chief Public Safety Advisor will be accepted and effective in improving general administrative capabilities of the police.
- b) An adequate budget for the National Civil Police will be provided by the GOE.
- c) Political and administrative continuity in the Ministry of Government and the Comandancia de Policia.

## C. Statement of Project Outputs and Output Indicators

### 1. Outputs

#### a) Administration

1. Measurable shift from military orientation to civilian police procedures.
2. Improved standard operating procedures especially in communications and training.

#### b) Communications

- |   | <u>Quantity</u>  |
|---|--|
| 1. FM duplex radio system installed and functioning in Quito              | 52 mobile units, five base and two repeater stations, installed and functioning by May 1972  |
| 2. FM duplex radio system installed and functioning in Guayaquil          | 52 mobile units, five base and two repeater stations, installed and functioning by June 1973 |
| 3. Existing equipment installed and operating in other population centers | 68 radio sets installed in Cuenca, Ambato, Tulcan, Loja, and operating by June 1974          |
| 4. Persons trained to repair communications sets                          | 16   |
| 5. Persons trained to operate the system                                  | 16   |
| 6. Radio repair facilities established and equipped                       | 3 Quito, Guayaquil and Cuenca  |

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c) Training

	<u>FY 71</u>	<u>FY 72</u>	<u>FY 73</u>	<u>FY 74</u>
1. Increased priority for training in MCP				
2. Increase in instructor staff		15	20	20
3. Increase in size of class		200	300	300
4. Decrease in time for basic courses from 1 year to 3 months		3 mos	3 mos	3 mos
5. Number of recruits trained yearly	200	600	1,000	1,000
6. Content of training courses improved				

2. Basic Assumptions about Production of Outputs

- a) The GOE will purchase and maintain the vehicles necessary in which to install the mobile units. (Funds have been set aside and bidding is underway.)
- b) The GOE will provide the necessary physical facilities, specifically: (1) purchase land for installation of the repeater site, (2) construct two buildings to house the emergency generator and repeater equipment, (3) install commercial power lines to provide electrical power for the repeater site, and (4) install the tower base.

(Land has been expropriated by Presidential Decree; and work has begun at Puengasí Hill, selected as the repeater site for the new system. Construction has begun at the "El Batán" site of the building which will house the communications control central and the radio communications equipment.)

D. Statement of Project Inputs1. U.S. Inputs

	Schedule			
	<u>FY 71</u>	<u>FY 72</u>	<u>FY 73</u>	<u>FY 74</u>
a) Total Cost of Project (\$4,172,000)	132,000	170,000	200,000	200,000
b) USAID/E Technical Assistance Personnel				
1. Chief Public Safety Officer (man/mos) (DH)	12	12	12	12
2. DH Training Advisor (man/mos)	12	12	12	12
3. DH Telecommunications Advisor (m/m)	12	12	12	12
4. Executive Assistant (man/mos)	12	12	12	12
5. Administrative Assistant (m/m)	12	12	12	12
6. Telecommunications Technician (m/m)	12	12	12	12

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				<u>FY 71</u>	<u>FY 72</u>	<u>FY 73</u>	<u>FY 74</u>
7. Bilingual Secretary (man/mos)				12	12	12	12
8. Short-term TDY Advisors (man/mos)					6	6	6
c) <u>Commodities (Communications Equipment)</u>							
1. Phase One: Zone One and Two, Quito Estimated cost (US\$ thousands) NCP Traffic Network, Quito					90		
2. Phase Two: Zone One and Two, Guayaquil Estimated cost (US\$ 000)						90	
3. Phase Three: Additional Mobile trans- ceivers as needed. 20 units						10	10
d) <u>Training</u>							
1. Training aids: .38 caliber reloading machines, spare parts, and material. .38 caliber revolvers. Audio visual equipment, furniture, and other equipment for use at the three Police training schools. (US\$ thousands) USG excess property.					\$15	\$15	\$15
2. Communications training: (1) Installa- tion, operation, and maintenance of the new system; (2) repair techniques; (3) radio theory; (4) shop training, class- room theory, and on-the-job training; (5) National Polytechnic School in Quito, estimated cost for four technicians for three years formal training, US\$ 160.00.						36 mm	36 mm
3. U.S. training at the International Police Academy (IPA) in Washington, D.C. will include specialization courses and Senior Officer Course.				2	10	10	10 partips. partips.
4. U.S. advisors will assist Police instruc- tors in the planning, organizing, and implementation of training projects, particularly by means of mobile training units. These units, manned by specialized International Police Academy (IPA) graduates from other branches of the National Civil Police will be provided when feasible and will operate in both rural and urban sectors. U.S. advisors on TDY will ins- truct within these categories: (1) traffic control, (2) criminalistics, (3) narcotics,							

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(4) criminal investigations. Furthermore, U.S. technicians jointly with the Chief of Operations will study current training curricula and will revise such programs so as to bring to the Police students, basic, modern, and relevant civilian police material.

## 2. GOE Inputs

	<u>FY 71</u>	<u>FY 72</u>	<u>FY 73</u>	<u>FY 74</u>
a) National Civil Police Personnel (in-country travel)	\$1,230	\$1,000	\$1,000	\$1,000
b) Commodities				
1. Telecommunications equipment	47,000	50,000	50,000	10,000
2. Training aids	none	1,000	1,000	1,000
3. Patrol cars (90 @ \$2,500 each)		225,500		
4. Land & buildings for communications		8,000		
5. Buildings and land for Police Stations and quarters		40,300		40,000
c) Participant Training (International travel)	857	3,000	3,000	3,000

## 3. Basic Assumptions About Management of Inputs

- It is assumed that both the USG and the GOE will provide the required manpower, funds, and material to implement the Police improvement projects.
- Other Donors - None.

## E. Rationale

- This project originally began in 1959 with a survey of the problems and needs of the National Civil Police. This study disclosed that the NCP organization and administration had weaknesses in police personnel strength, an excessive span of control, lack of clarity in fixing responsibilities and functions, insufficient delegation of authority, confusion in grouping primary (operational) and secondary (service and administrative) functions and a lack of inspection. The 1959 survey recommended essentially the grouping of all services in one command and all operations in another.
- Between 1962 and 1971, the project expended US\$ 3,602,000 including importation of U.S. Government excess property and succeeded in improving the internal organization, performance, and public image of the Police. The National Police was reorganized and acquired an institutional base through an Organic Law (1964) and Personnel Law (1965) which brought professionalization together with career status and benefits. A National Police Institute was established to provide three-year training programs to all officer candidates, a Rural Police School to train all Rural Police, and a Recruit School to provide basic training to all new recruits and untrained veteran personnel.

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3. The National Civil Police logistical base was also greatly improved through USAID technical assistance and commodity aid in transportation, communications, maintenance facilities, armament, and through a substantial U.S. Government excess property program. Urban Police capability stressed non-lethal riot control techniques, and emphasis was placed on improvement of Rural Police services. Of the 229 Police personnel who received specialized training in either Panama (IAPA) or at the International Police Academy (IPA) in Washington, D.C., 129 participants are still in active service.
4. The current technical assistance is based upon a reevaluation of the National Civil Police program done in September 1969 which sought to establish the needs for the next 15 years. The evaluation took into consideration the future population growth, requirements for coordination with other law enforcement agencies, and the expected financial resources of the GOE. Several potential deficiency areas were identified.
5. The U.S. inputs will focus on two of these areas recognized by the Mission as requiring our support: the training of more police officers and the establishment of a modern communications network and related administration. The GOE is committed to providing counterpart and other inputs as follows:
  - a) Recruit one thousand new men in FY 1972.
  - b) Accelerate training for both recruits and other untrained troops personnel, including in-service and specialized training for both officers and police.
  - c) Implement the second phase of a three-stage approved telecommunications improvement project (USG and GOE shared the costs of establishing the first phase in Quito).
  - d) Support the Police improvement program with sufficient funds for salaries, training facilities, and equipment.
6. The chief Public Safety Advisor will play a key role in improving the general administrative efficiency, as well as effectiveness and good public relations, of the police through his influence as an advisor to top level officials resulting from his long and broad police experience and general high level capabilities.
7. The other aspects of the 1969 reevaluation not addressed by the Project Agreement, i.e., transport, adequate weapons and the construction of buildings will be covered by the GOE's current budget or through a proposed \$1.5m U.S. Loan. The loan which has been under general, and inconclusive discussion, since FY 1970 has been caught up in the various Ministerial changes which have plagued the GOE. The Minister with whom

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the loan was originally discussed is no longer in office. The new Minister of Government and the new Police Commandant apparently have focussed more on supplying credits from their current budget, e.g., they have invited bidding for the purchase of 90 U.S. patrol cars. How much more the GOE will do with current budgets is problematical. In any event for the moment the loan seems to be in limbo. However, the positive attitude being shown by the Minister of Government (he is likely to be a Presidential candidate) has been very encouraging and was a key factor in the Mission's decision to continue technical assistance at a modest level through FY 1973. An expression of this positive attitude is found in the fact that the current Minister applied consistent pressure to get the FY 72 Project Agreement signed. This is in sharp contrast to the experience of the past two years which was generally characterized by the Ministry's opposition to signing Pro Acs because the commodity component was insufficient.

**F. Course of Action**

**1. Implementation Plan**

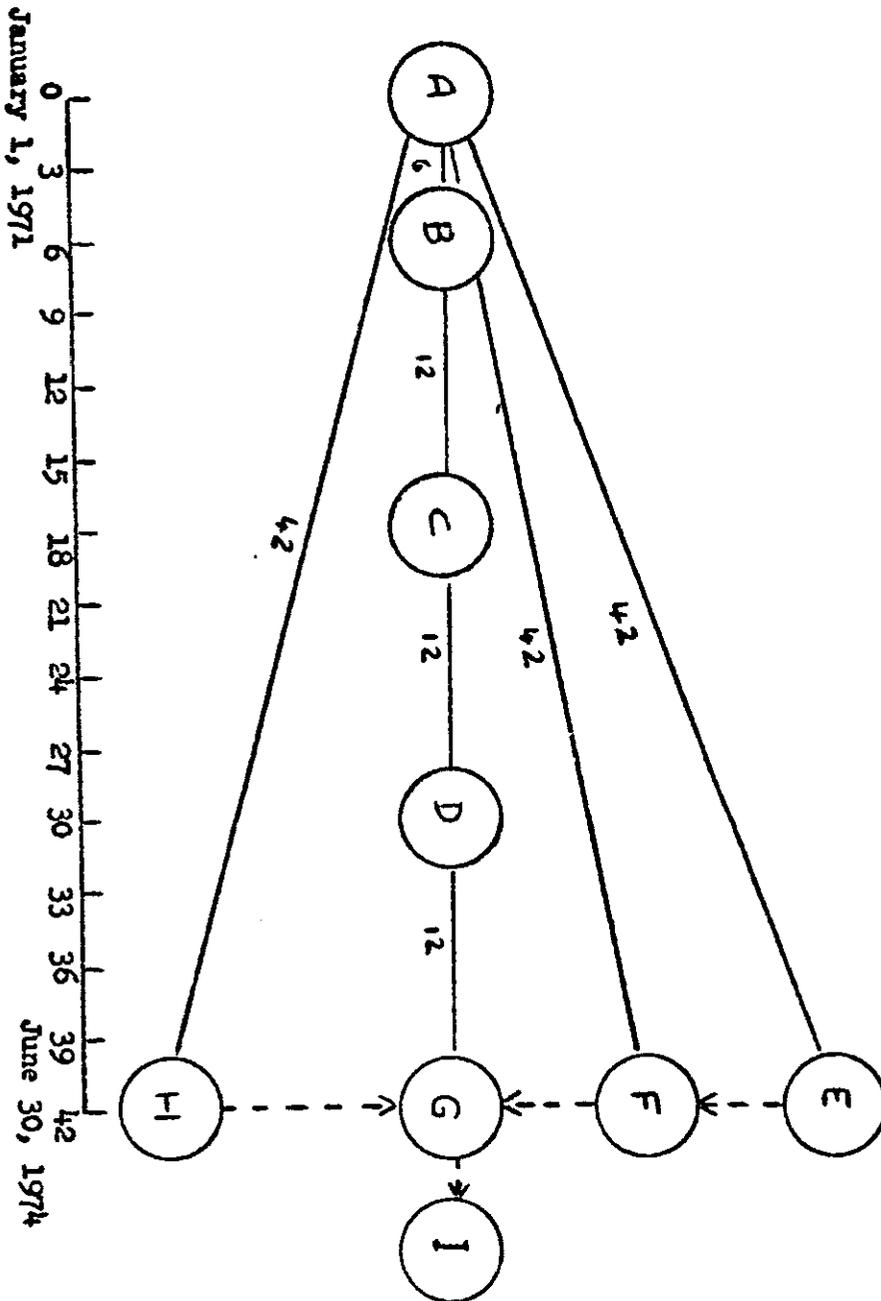


Figure 1  
PERT Plan - Major Tasks  
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Summarized PERT Activities List

STEPS	ACTIVITIES	DESCRIPTION	RESPONSIBLE AGENT	TIME MONTHS
	A	Conceptualization		
1	A-B	To train, start installation of 1st communication net (Quito)	GOE/M	6
2	B-C	Train, finance, procure 2nd phase communication net, Guayaquil, and operation of 1st communication net-Quito; related administration	GOE/M	12
3	C-D	Train, finance, procure 3rd phase equipment, and operation of 2nd communication net, Guayaquil; related administration	GOE/M	12
4	D-G	Train, install and operation of 3rd phase communication net (provinces), operation and maintenance of National Hook-up; related administration	GOE/M	12
5	A-E	Train, Civil Police cadets, administration assistance	GOE/M	42
6	A-F	Train, Civil Police recruits, administration assistance	GOE/M	42
7	A-H	Train, rural police, administration assistance	GOE/M	42
8	E-F	Logical interrelationship		0
9	F-G	Logical interrelationship		0
10	H-G	Logical interrelationship		0
11	G-I	Logical interrelationship		0
12	I	Established climate of internal security and stability	GOE/M	

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## 2. Narrative

This is an on-going project; therefore, this implementation plan reflects portions of activities which have been continued or initiated.

- a) Acceleration of training and related administration will focus on these Police institutions: (a) National Police Institute, cadet training; (b) Recruit Police School, and (c) Rural Police School. In addition, mobile training teams staffed by a nucleus of ex-International Police Academy (IPA) graduates will carry training to both urban and rural sectors. Better curricula and more skilled instructors will be developed. Specialized training in such subjects as leadership, fiscal management, and supervision is a must for those who will administer modern police departments.

The number of trainees will be increased and shorter courses will be provided. For example, training time at the Recruit School will be reduced from a six-month/one year period to a three-month period to accelerate the number of men trained. Likewise, duration of training at the Rural Police School will last three months instead of the customary 10 to 14 months.

At least five training courses annually, numbering from 150 men to 300 men in each group, will be graduated from the Recruit School. The rural Police School will hold at least three sessions a year with 60 to 100 men enrolled in each course.

On September 3, 1971 a group of 150 recruits concluded their training at the Recruit School and on the same date 150 new recruits were enrolled. On August 31, 60 Rural Police wound up their training at the Rural Police School. A new group of 80 Police recruits began training on October 3, 1971.

In October 1971, more cadet aspirants were screened for acceptance into officer training at the National Police Institute.

The revival of mobile training field courses for both the sierra and coastal areas will insure adequate training not only for urban areas but also for rural areas. Two-week training classes for 40 to 60 men each will be presented in strategic pre-selected provinces.

Currently, five officers are attending specialized training at the IPA in Washington, D.C. Five other officers including two senior officers will round out U.S. participant training in FY 72.

U.S. special advisors for short-term periods, not to exceed six months, will be invited to Ecuador to present timely police subjects.

The upgrading of the National Police telecommunications capabilities with the assistance of the Public Safety Division commenced in FY 71. First phase of the three-phase project is now underway in Quito. The second phase is planned for Guayaquil, while the third phase is expected to link all other provinces.

The plan was approved by the Office of Public Safety, Technical Services Division, AID/W. The Office of Public Safety continues to provide the technical direction and support for the USAID in technical projects. The review

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of the Police communications system was conducted in February 1971 by Albert W. Carpenter of the Office of Public Safety, Technical Services Division. On-the-job and correspondence training, now being received by the 16 Police radio technicians is being directed by the local hire Public Safety Technician.

Exact goals for required development of the National Civil Police have been clearly identified and established in the country plans and programs. These goals reflect achievable levels of Police capability and management, but their achievement will require a prominent role by Public Safety. The Police now regard technical advice and training to be paramount. While negotiating the FY 72 project agreement, the Police have initiated and implemented certain activities related to program objectives. These are:

- 1) Recruitment of 20 police.
- 2) Graduation of 80 police from the Recruit School in Pomasqui (Quito) on September 3.
- 3) Enrollment of 150 new recruits for intensive training at Pomasqui on September 3.
- 4) Graduation of 60 Rural Police from the Rural Police Training School in Las Peñas, Los Ríos Province. 80 recruits were enrolled for training at the Rural Police School on October 3, 1971.

The approach necessary to achieve the stated project outputs must comprise these elements:

- 1) Technical advice and related administration.
- 2) Training (U.S. and host country).
- 3) Material assistance.

For example, in training and in the implementation of the Police telecommunications system, it is important to monitor the systems to insure that the training programmed is actually given.

b) In the communication area the following steps will occur:

- 1) TDY services in February 1971 of a Public Safety Telecommunications Advisor to evaluate the complete plans for the proposed VHF-FM communications systems for both Quito and Guayaquil.
- 2) Funds for procurement of equipment by USG.
- 3) Funds for procurement of equipment by GOE.
- 4) Selection of suitable areas for location of control centers and repeater sites for both systems.

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- 5) Expropriation of land for repeater site.
- 6) Funds for expropriated land, construction of buildings for housing the repeater equipment, and emergency electrical generator.
- 7) Construction of buildings, building access road to repeater site, build commercial power lines to provide electrical power for the repeater site.
- 8) Training both in theory and on the job for Police technicians.
- 9) Enroll four Police technicians for specialized training at National Polytechnic School in Quito.
- 10) Test equipment items repaired to insure proper operating conditions.
- 11) Removal of low band equipment from both Quito and Guayaquil and relocated in areas selected jointly by the Police and Public Safety. Exact locations will be determined after surveying all possible recipients and requirements.
- 12) Purchase of additional mobile transceivers as needed for phase three of plan.
- 13) Establish correct warehousing methods, controlled by authorized Police personnel.
- 14) Provide proper guidance by a U.S. advisor on the installation and design aspects of the Quito and Guayaquil communications system. This will comprise organization, administration, logistics, and training.