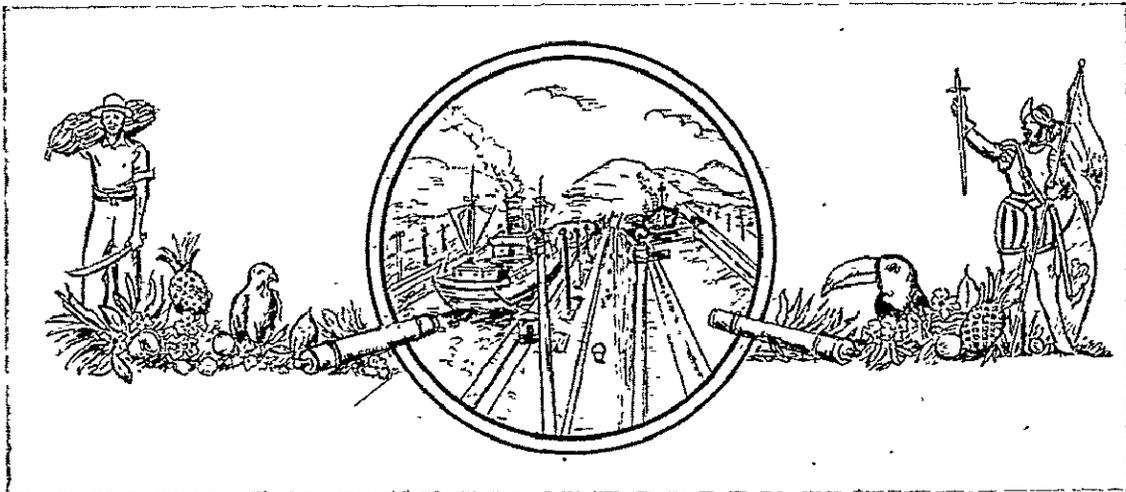


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REPORT ON THE POLICE FORCES OF THE REPUBLIC OF PANAMA

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SEPTEMBER 1958
INTERNATIONAL COOPERATION ADMINISTRATION
WASHINGTON, D. C.

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REPORT ON THE
POLICE FORCES
OF THE
REPUBLIC OF PANAMA

by

Herbert O. Hardin, Chief, Latin America Branch,
Public Safety Division, ICA/W.
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SEPTEMBER 1958

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TABLE OF CONTENTS

	<u>Page</u>
<u>PREDICATION OF REPORT</u>	1
<u>INTRODUCTION</u>	3
A. Description of Country.....	3
B. History.....	3
C. Population.....	4
D. Government.....	5
<u>Map No. 1</u> - Population Density of Panama.....	6
<u>Map No. 2</u> - National Guard Sections of Panama.....	6a
<u>Map No. 3</u> - The Five National Guard Zones of Panama.....	6b
<u>CHAPTER I - RESPONSIBILITY FOR LAW ENFORCEMENT</u>	7
A. Departments in Which Vested.....	7
B. Legal Authority.....	7
C. Jurisdiction.....	7
D. Lines of Political Control.....	8
E. Authorized Strength.....	8
F. Inter-Departmental Relationships.....	8
<u>Figure No. 1</u> - Personnel Distribution Table - National Guard.....	9
<u>CHAPTER II - THE NATIONAL GUARD</u>	11
A. Organization.....	11
B. Function of Units.....	12
1. The Executive Secretariat.....	12
<u>Figure No. 2</u> - Present Organization of the National Guard of Panama.....	13
2. The Personnel, Training, Plans and Operations Department....	14
3. General Administration (Intendencia).....	15
4. The Armory.....	15
5. The Communications and Radio Patrol Department.....	16
6. The Regular Jail and School for the Formation of the Guard..	16
7. The Traffic Department.....	16
8. The Presidential Guard.....	17
9. The Cavalry Squadron (Escuadron).....	18

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	<u>Page</u>
10. Tocumen Detachment.....	18
11. Old Panama (Panama Viejo) Detachment.....	19
12. The First (Panama) Zone.....	19
13. The Other Four Geographical Zones.....	19
C. Administration.....	20
<u>Figure No. 3</u> - Span of Control of the Commander-in-Chief of the National Guard.....	21
<u>Figure No. 4</u> - Salary and Longevity Schedules of the National Guard as Established by Law No. 44, 1953.....	22
D. Personnel.....	23
1. Authorized Personnel Strength.....	23
2. Salaries and Allowances.....	23
3. Recruitment Standards.....	24
4. Assignment and Transfer.....	24
5. Promotion.....	25
6. Special Benefits.....	25
7. Retirement.....	25
8. Vacations.....	26
9. Discipline.....	26
10. Tenure.....	26
11. Uniforms.....	27
E. Training.....	27
1. Recruit Training.....	28
2. Sergeants' Training.....	29
3. Officers' Training.....	30
F. Patrol.....	30
1. Equipment.....	30
2. Layout of Areas and Beats.....	31
3. Patrol Operations.....	31
G. Records.....	32
1. Jail Records.....	33
H. Communications.....	33
1. Radio.....	33
2. Telephone Service.....	34
I. Traffic.....	35
1. Overall Problem.....	35
<u>Figure No. 5</u> - Motor Vehicle Registration in the Republic of Panama by Category of Usage and Province.....	36
2. Traffic Operations.....	37
3. Special Traffic Training.....	38
4. Selection of Personnel.....	38
5. Selective Enforcement.....	38
6. Disposition of Traffic Violations.....	38

	<u>Page</u>
J. Detention.....	39
1. Responsibility for Detention.....	39
2. Facilities.....	40
K. Buildings.....	41
L. Ranges.....	42
M. Equipment.....	42
1. Purchasing.....	42
2. Automotive.....	42
a. Purchase.....	42
<u>Figure No. 6</u> - Detachment Headquarters Building Constructed Through Community Effort and Partly Financed by Proceeds From Bingo Games.....	43
<u>Figure No. 7</u> - Distribution of Motor Vehicles in the National Guard by Style, Make and Model.....	44
3. Other Types.....	46
4. Maintenance.....	46
5. Use.....	47
6. Parts.....	47
N. Weapons.....	47
<u>Figure No. 8</u> - Distribution and Totals of National Guard Armament...	48
O. Office Equipment.....	51
P. Supplies.....	51
Q. Special Problems.....	52
1. Canal Zone Labor Force.....	52
2. Prostitution, Gambling and Narcotics.....	52
3. Juvenile Delinquency Control.....	53
4. Border and Coastal Control.....	53
5. The Pan American Highway.....	53
6. Riot Control or Civil Disturbances.....	54
7. Civil Defense Related to the National Guard.....	54
R. Public Relations.....	54
S. Budget.....	55

<u>CHAPTER III - THE NATIONAL SECRET POLICE OF PANAMA (Policia Secreta Nacional - PSN)</u>	57
A. History.....	57
B. Legal Aspects.....	57
1. Lines of Control.....	57
2. Power to Act.....	57
C. Operational Climate.....	58
D. Organizational Structure.....	58

	<u>Page</u>
1. Secretary General.....	58
2. Guard for Disposition.....	58
3. Arrest Section.....	58
4. Homicide Section.....	59
5. Pending Complaints Section.....	59
6. Internal and External Security.....	59
7. Dactyliscope (Fingerprint) and Ballistics Section.....	59
8. Office of Identification and Records.....	59
9. Section of Accounting.....	59
E. Administration.....	59
1. Personnel Strength and Salary Scale.....	59
2. Standards of Recruitment and Conditions of Service.....	60
<u>Figure No. 9</u> - Organization of the National Secret Police of Panama.....	61
3. Personnel Files.....	62
4. Appropriations.....	62
5. Finance.....	62
6. Equipment.....	62
7. Mail Room.....	63
8. Records.....	63
F. Operations.....	64
1. Liaison.....	64
2. Investigative Procedures.....	64
3. Scientific Equipment.....	65
4. Technical Qualification.....	65
<u>Figure No. 10</u> - National Secret Police of Panama Report of Investigation.....	66
<u>Figure No. 11</u> - Republic of Panama National Secret Police Arrest Information.....	67
<u>Figure No. 12</u> - National Secret Police Complaint Form.....	68
5. Relations with Other Government Agencies.....	69
6. Controls.....	69
7. Communications.....	69
8. Public Relations.....	69
G. Security.....	70

CHAPTER IV - CONCLUSIONS AND RECOMMENDATIONS..... 71

A. The National Guard.....	71
1. The Military Characteristics.....	71
2. Administrative Weaknesses.....	72
3. Basic Changes Recommended in Organization.....	72

<u>Figure No. 13</u> - Diagram of Basic Organizational Pattern Needed to Effect Firm Command Control Over the National Guard.....	73
<u>Figure No. 14</u> - Desirable Basic Organization of the Zone.....	74
a. Command and Staff.....	75
b. Operations Command.....	75
c. Services Command.....	75
d. Zones.....	75
e. Sections.....	75
<u>Figure No. 15</u> - Suggested Organization of the National Guard Section.....	76
f. Detachment.....	77
g. Disband Cavalry.....	77
h. Peripheral Duties.....	77
4. Recommended Functions by Unit.....	78
a. The Executive Secretariat.....	78
b. The Inspection Department.....	78
c. The Department of Plans, Training and Personnel.....	79
(1) Planning.....	79
(2) Training.....	79
(3) Personnel.....	80
d. The Department of General Administration.....	82
(1) Function.....	82
(2) Requisition and Purchase.....	82
(3) Budget.....	83
e. The Traffic Department.....	84
f. Presidential Guard.....	85
g. The Zone.....	85
(1) Patrol.....	85
(2) Riot or Civil Disturbance Control.....	86
h. Maintenance Shops.....	87
i. Motor Vehicles.....	88
j. Other Equipment.....	89
k. Records.....	89
l. Communications.....	90
m. Detention.....	91
5. Other Problems.....	92
a. Border and Coastal Control.....	92
b. Juvenile Delinquency.....	92
c. Weapons and Marksmanship.....	93
d. Buildings.....	94
6. Summary of Recommendations for the National Guard.....	95
a. General.....	95
b. Administration.....	95

	<u>Page</u>
c. Working Conditions.....	95
d. Training.....	96
e. First Zone Organization.....	96
f. Operations.....	96
g. Traffic.....	96
h. The Presidential Guard.....	97
i. Juvenile Delinquency.....	97
j. Border Control.....	97
k. Motor Maintenance.....	97
l. Motor Vehicles.....	97
m. Requisition and Supply.....	98
n. Budgeting.....	98
o. Records.....	98
p. Communications.....	98
q. Custody of Prisoners.....	98
r. Firearms.....	98
s. Buildings.....	99
B. Conclusions and Recommendations for the National Secret Police..	99
1. General.....	99
2. Reorganization.....	99
a. Internal Organization.....	99
b. Integration With the National Guard.....	100
c. Title Change.....	100
3. Personnel and Training.....	100
a. Organization.....	100
b. Training Program.....	100
<u>Figure No. 16</u> - Recommended Reorganization - National Secret	
Police of Panama (PSN).....	101
c. Working Conditions.....	102
d. Salaries.....	102
4. Personal Equipment.....	102
a. Firearms and Their Use.....	102
5. Operational Controls.....	103
a. Safeguarding PSN Information.....	103
b. Physical Evidence.....	103
c. Case Load Control.....	103
6. Records and Identification.....	103
7. Motor Maintenance.....	103
8. Use of Motor Vehicles.....	104

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PREDICATION OF REPORT

Information was received in Washington during the latter part of June 1958, that two approaches had been made by the Government of Panama through U.S. Officials in Panama, seeking assistance in strengthening her security forces. One approach had been made by the Ministry of Government and Justice to the U.S. Military Chief and a formal request for Technical Assistance to be provided by ICA was made by Diplomatic Note from the Foreign Office to the U.S. Embassy under date of June 21, 1958. The first approach concerned the strengthening of the Guardia Nacional and the latter concerned the establishment of a Civil Defense Unit. It is believed that both requests were partially based on difficulties experienced by the Guardia Nacional in maintaining order during the May 1958 student demonstrations and from fears that there will be similar disturbances in October 1958 when the National Assembly reconvenes, and that the demonstrations might get completely out of hand and lead to chaos.

Prior to the May disturbances, the U.S. had been approached by the Republic of Panama on the subject of furnishing a military advisory mission to the National Guard. This request is believed to have been modified in the light of the riots in May.

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INTRODUCTION

A. DESCRIPTION OF COUNTRY

Panama is a Central American republic located between Costa Rica and Colombia. The Panama-Colombia border divides Central and South America. The Panama Canal crosses the narrowest and lowest part of land between the Atlantic and Pacific oceans and bisects the republic from ocean to ocean. Panama is hot and humid throughout the year with little seasonal change in temperature. The humidity causes mildew and rust, and rainfall is high. Malaria and tropical diseases, in the past a real threat to human existence, are kept in check to an exceptional degree by modern sanitation measures. Panama is basically an agricultural country and its exports consist mostly of bananas, abaca (manila hemp), and cacao, almost wholly exported to the United States. Approximately 17,000 Panamanians are employed in the Canal Zone with earnings estimated at approximately \$18,000,000. Panama City and Colon have numerous retail shops where merchandise and curios from all parts of the world are sold. There are numerous and growing small industries near the Canal. The majority of the farm population, consisting of more than half of the total, live on small holdings and produce food crops for themselves and for the cities. With the development of aviation, Panama has become a leading focal point for air traffic.

Because of the Canal there is an abundance of maritime shipping to serve Panama's commerce overseas. Panama's merchant marine was the fourth largest in the world in the 1950's and its tonnage and registry dues furnish important fiscal revenue.

The Atlantic coast line is 477 miles long and on the Pacific side it is 767 miles. The country contains between 29,000 and 34,000 square miles. (The eastern area had not been fully surveyed before the 1950's.)

B. HISTORY

The first European to visit Panama was probably Rodrigo de Bastidas in 1501-02. Columbus on his fourth voyage founded a colony at Belen, near the present Costa Rican border (1502), but abandoned it within a few months. Balboa, who had sailed with Bastidas, explored the isthmus and, crossing it, discovered the Pacific Ocean and took possession of it in the name of the King of Spain. Pirates in a later period were very active in the area in raiding, sacking, and burning.

In 1739, Panama was incorporated and was regarded as but one province of Nueva Granada in the Colombian Federation. In 1841, however, Panama succeeded in setting up the independent state of the Isthmus of Panama. In the next 60 years Colombia several times re-established its control over

Panama, but each time this sovereignty was shaken off. On November 13, 1903, a Panamanian representative was received at Washington, and Panamanian independence was formally recognized by the U.S. Five days later a treaty was signed between the United States and the new republic, granting the United States the use in perpetuity of a Canal Zone, along with some extra-territorial rights, for a payment of \$10,000,000 and a \$250,000 annual payment. A special national constituent assembly convened in January 1904 and created a government along democratic lines through the constitution which remained in effect until 1940.

During the decades following achievement of independence Panama took its place as an accepted member of the community of Latin American states, and gradually consolidated its international reputation through its orderly government and progressive prosperity and culture. Colombia granted full recognition and in 1932 made a tentative border agreement. The border between Costa Rica and Panama was a source of some friction, but the dispute was settled in 1914. Uprisings by Indians, particularly in 1925, were successfully suppressed.

In September 1939, after the outbreak of World War II, Panama was the host country to the Conference of Foreign Ministers of the Americas, which paved the way for hemispheric collaboration against the Axis. In 1940 the unexpectedly successful candidate for the Presidency, Arnulfo Arias, created obstacles to granting leases of sites for U.S. air bases necessitated by the war. He also put through a new constitution of strongly nationalistic tenor. Late in 1941 the assembly replaced him by an executive more sympathetic to the democracies, Ricardo Adolfo de la Guardia; and following Pearl Harbor, the country promptly declared war on Japan, Germany and Italy. In 1947 an agreement negotiated with the United States for extending the leases of wartime air bases was not approved by the assembly, and the action of the United States thereupon closing the bases was interpreted as an intimation that these might be re-established in another Isthmian country. In 1948 elections, Arnulfo Arias claimed victory but his opponent, Domingo Dias Arosemena, was eventually seated. In 1949, however, Arias was installed as President by the National Police, and in 1950 he sought to revive the constitution of 1941. After some violence he was impeached by the assembly, with the support of the police, and debarred from holding office again. In 1952 the leader of the police (Remon) won the regular presidential elections as a moderate. He was assassinated on January 2, 1955. Ricardo Arias, First Vice President, served the remainder of his uncompleted term of office. In the 1956 election Ernesto de la Guardia, a businessman, was elected as a coalition candidate and has served since his inauguration.

C. POPULATION

Panama is expecting its millionth inhabitant to be born in September 1958. About 12% of the people are white in race; about 20% negro; and the remainder of mixed blood including oriental and many other strains. The Spanish blood is predominant everywhere, Spanish being the general

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official language, although much English is spoken. The high birth rate and low death rate, 36.9 and 11.1, respectively, account for the rapid population growth.

Four-fifths of the population are on the southern or Pacific side, and while there are large numbers in the Canal region, the great majority of the people is engaged in agriculture of the small farm subsistence type.

The capital and chief city is Panama, population (1958) 213,000 at the Pacific end of the Canal, the oldest city on the Pacific coast of the Americas. Its port is Balboa, in the Canal Zone. Colon, population (1958) 60,000, lies at the Atlantic side, and has as its port Cristobal, in the Zone. These are the trade centers, with few light industries. The third city of the country is David, population 16,000 in the large farming province of Chiriqui; another important center is Santiago, population 6,000, in the granary province of Veraguas.

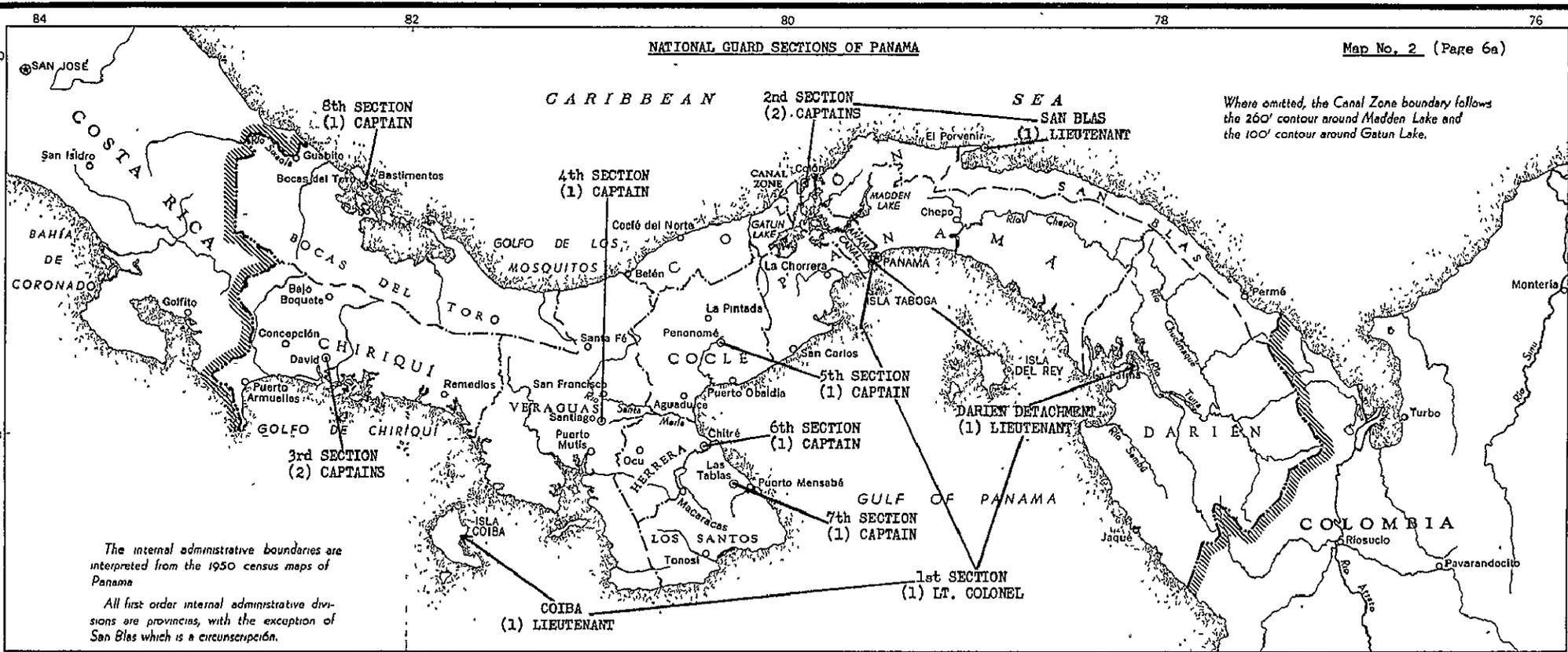
D. GOVERNMENT

Panama is a centralized republic. Its constitution, adopted in March 1946, provided universal suffrage and the secret ballot. The executive is the President (with two Vice Presidents) elected for four years, with the power to appoint cabinet ministers, of which there are seven: Government and Justice; Foreign Office; Finance and Treasury; Education; Agriculture; Public Works; and Labor, Social Welfare and Public Health. The unicameral national assembly consists of 53 deputies, with alternates, elected for four years, and convenes annually on October 1 for 90 days. Each of the nine provinces is entitled to elect one deputy and two alternates for each 15,000 inhabitants, and one additional for any remaining fraction of not less than 7,500 inhabitants. The judicial organ, the Supreme Court, consists of five justices appointed by the executive, one every two years for 10-year terms. This court appoints minor magistrates throughout the country. The constitution recognized Roman Catholicism, but at the same time guaranteed freedom of worship. There were 248 active churches in Panama in 1952, of which 225 were Roman Catholic. Panama has no army, navy, or air force. There exists, however, an armed National Guard and a (secret) police force, which are the subject of the following report.

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NATIONAL GUARD SECTIONS OF PANAMA

Map No. 2 (Page 6a)

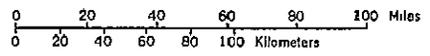


Where omitted, the Canal Zone boundary follows the 260' contour around Madden Lake and the 100' contour around Gatun Lake.

The internal administrative boundaries are interpreted from the 1950 census maps of Panama

All first order internal administrative divisions are provincias, with the exception of San Blas which is a circunscripción.

PANAMA



CHAPTER I

RESPONSIBILITY FOR LAW ENFORCEMENT

A. DEPARTMENTS IN WHICH VESTED

Responsibility for law enforcement in the Republic of Panama is vested in the Ministry of Government which is responsible directly to the President of the Republic. Subordinate to the Ministry of Government and Justice and having specific responsibility for law enforcement, are the Chief in Command of the National Guard and the Inspector General in Command of the National Secret Police.

B. LEGAL AUTHORITY

The National Guard operates under the authority of Law No. 44, dated December 23, 1953, which subrogates Law No. 79, dated June 25, 1941, which actually established the National Police. Law No. 44 also states that the National Police shall henceforth be known as the National Guard of the Republic.

The National Secret Police was organized as an independent organization by Law No. 72, dated June 18, 1941, under the immediate direction of the Ministry of Government and Justice, responsible to the President of the Republic.

C. JURISDICTION

The jurisdiction of the National Guard is nationwide and, as defined by Article 2 of Law No. 44, defines the functions of the National Guard as being:

1. Maintenance of the Public Order.
2. Protection of persons and properties.
3. Prevention of infractions of the law and the prosecution and capture of transgressors.

The jurisdiction of the National Secret Police is also nationwide and as defined by Law No. 72, the functions of the National Secret Police are as follows:

1. The persecution and investigation of infractions of laws.
2. The prevention of crimes against the State Institutions and against the National Security.

D. LINES OF POLITICAL CONTROL

The President of the Republic is named as Supreme Chief of the National Guard and of the National Secret Police. His control over both organizations is transmitted through the Minister of Government and Justice to the Commander of the National Guard and to the Inspector General of the National Secret Police.

E. AUTHORIZED STRENGTH

The National Guard's authorized personnel strength is not fixed, but is regulated by the fiscal budget. The present total strength of the National Guard is 3,133 (See Figure No. 1, Personnel Distribution Table, Pages 9 and 10). The authorized strength of the National Secret Police is not fixed and is also regulated by the fiscal budget. The present total strength of the National Secret Police is reported to be 170.

F. INTER-DEPARTMENTAL RELATIONSHIPS

The relationship between the National Guard and the Secret Police is good under the present administrations. The Secret Police uses the National Guard radio facilities to communicate with their automobiles and the National Guard permits the personnel of the Secret Police the use of their medical clinic and the privilege of shopping at their commissary. Functional cooperation appears to be excellent.

PERSONNEL DISTRIBUTION TABLE - NATIONAL GUARD

	<u>Col.</u>	<u>Lt. Col.</u>	<u>Major</u>	<u>Capt.</u>	<u>Lt.</u>	<u>Sub. Lt.</u>	<u>First Sgt.</u>	<u>Second Sgt.</u>	<u>Cpl.</u>	<u>Guardsmen</u>	<u>Orderly</u>	<u>Boot-black</u>
<u>OFFICE OF COMMANDER</u>	1											
<u>SECRETARIAT</u>		1				7	5	4	3	7		
Clinic						1			1	1		
Commissary										3		
<u>PERSONNEL TRAINING AND OPERATIONS DEPARTMENT</u>				1	1		3	5	3	1	1	1
Regular Force				1	13	24	6	48	52	206		
<u>GENERAL ADMINISTRATION DEPARTMENT (INTENDENCIA)</u>		1		2		10		1		7	1	
<u>ARMORY</u>				1	1	1	2	3	5			
<u>COMMUNICATIONS (EMISORA) AND RADIO PATROL</u>			1		1		1	31	51	3		
<u>REGULAR JAIL (CARCEL MODELO) & SCHOOL FOR FORMATION OF THE GUARD</u>			1		2	4	5	11	8	155	2	1
Recruits in training										41		
<u>TRAFFIC DEPARTMENT</u>			1	2	7	8	15	38	44	94	1	1
<u>PRESIDENTIAL GUARD</u>			1	3	4	3	2	22	14	91	1	1
<u>CAVALRY (ESCUADRON)</u>			2		8	6	8	15	14	139	1	1
<u>TOCUMEN DETACHMENT</u>				1		3	4	9	21	48	1	
<u>OLD PANAMA DETACHMENT</u>				1	1	4	3	8	8	42	1	1
To be carried forward....	1	2	6	12	38	71	54	195	224	838	9	6

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Figure No. 1 (continued)

	<u>Col.</u>	<u>Lt. Col.</u>	<u>Major</u>	<u>Capt.</u>	<u>Lt.</u>	<u>Sub. Lt.</u>	<u>First Sgt.</u>	<u>Second Sgt.</u>	<u>Cpl.</u>	<u>Guardsmen</u>	<u>Orderly</u>	<u>Boot-black</u>
Brought forward.....	1	2	6	12	38	71	54	195	224	838	9	6
<u>FIRST (PANAMA) ZONE</u>		1	1		3		1	5	4	1	1	
First Section 1a												
Guard for Disposition				3	1	2	1	4	7	43		
Barbers							1	1		2		
Coiba Detachment					1	1	1	8	18	30		
Chorrera Detachment				1	2	1	2	13	15	54		
Isla del Rey Detachment									3	8		
Chilibre Detachment								1		4		
Darien Detachment					1		4	4	11	21		
Hospital Detachment							2	1	4	34		
<u>NORTH ZONE</u>			1									
Chiriqui Section 3a				2	6	11	20	35	61	227		
Bocas del Toro Section 8a				1	1	2	1	11	12	36		
<u>AZUERO ZONE</u>			1									
Herrera Section 6a				1	2	3	7	8	15	59		1
Los Santos Section 7a				1	1	3	6	23	12	64		
<u>ATLANTIC ZONE</u>			1									
Colon Section 2a			1	2	4	11	5	38	33	165		2
San Blas Section 9a					1				2	39		
<u>CENTRAL ZONE</u>												
Cocle Section 5a				1	2	5	12	28	25	98		
Veraguas Section 4a				1	2	5	5	12	20	90		
TOTALS.....	<u>1</u>	<u>3</u>	<u>11</u>	<u>25</u>	<u>65</u>	<u>115</u>	<u>122</u>	<u>387</u>	<u>466</u>	<u>1814</u>	<u>10</u>	<u>9</u>
GRAND TOTAL - 3,133												

NOTE: Figure No. 1 shows distribution of personnel by rank among the various units of the National Guard. The Commanders of the units which are underlined report directly to the Commander-in-Chief. Figures submitted by the Guard showed 81 doctors, 4 lawyers, and other personnel employed on a fee basis, or carrying honorary titles. For the purpose of this report, they are not counted as members.

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CHAPTER II.

THE NATIONAL GUARD

The National Guard exists in its present form under the provisions of Law 44, December 23, 1953, previously explained. Article 5 provides that the Republic will be divided into zones for the purpose of National Guard service and that the zones will be sub-divided into sections, which in turn will be sub-divided into detachments. Article 5 further states that each zone will be commanded by a major of the Guard and that each section will be commanded by a captain. The article leaves to the discretion of the commandant (it is not clear whether the commandant of the Guard or of the zone makes the decision) the establishment of detachments and says that they will be commanded by "officers or classes". Article 6 designates the Capital of the Republic as being the headquarters of the First Zone and commits the Guard of the First Zone to the task of policing the Capital. Article 7 establishes the command within the guard:

Chief Commandant.....	Colonel
Second Chief.....	Lieutenant Colonel
Third Chief Commandant...	Major
Local Chiefs.....	Chiefs of Zones, Sections, Detachments
Classes.....	Corporals, Sergeants

A. ORGANIZATION

Beyond the foregoing legal establishment of the command and ranks in the Guard there is no established table of organization. Captains, lieutenants, sub-lieutenants and the grades in the classes are appointed on an arbitrary basis. Sergeants and corporals are frequently seen performing the duties of privates because they have no other assigned responsibility.

The National Guard is organized into units, the commanders of which answer directly to the commander of the National Guard. The units are listed:

- Executive Secretariat
- Personnel Operations and Training Department
- General Administration (Intendencia)
- Armory
- Communications and Radio Patrol
- Regular Jail (Carcel Modelo) and School for Formation
of the Guard
- Traffic Department
- Presidential Guard
- Cavalry (Escuadron)

Tocumen (International Airport)
Old Panama
First (Panama) Zone
North Zone
Azuero Zone
Atlantic Zone
Central Zone

(See Figure No. 2, Organizational Diagram Chart Illustrating Present Organizational Scheme of the Panama National Guard, Page 13.)

B. FUNCTION OF UNITS

1. The Executive Secretariat.

The Executive Secretariat, commanded by a lieutenant colonel, is responsible for interpretation of policy of the Commander-in-Chief of the Guard. Orders pertaining to the administration of the Guard are issued from this office in the name of the Commander-in-Chief. The various administrative offices and facilities pertaining to Guard Headquarters are under the jurisdiction of this office:

a. The Office of History and Archives receives, processes and serves as repository for administrative reports and documents from the unit commander next subordinate to the Commander-in-Chief. It also supplies data needed for reports to higher levels.

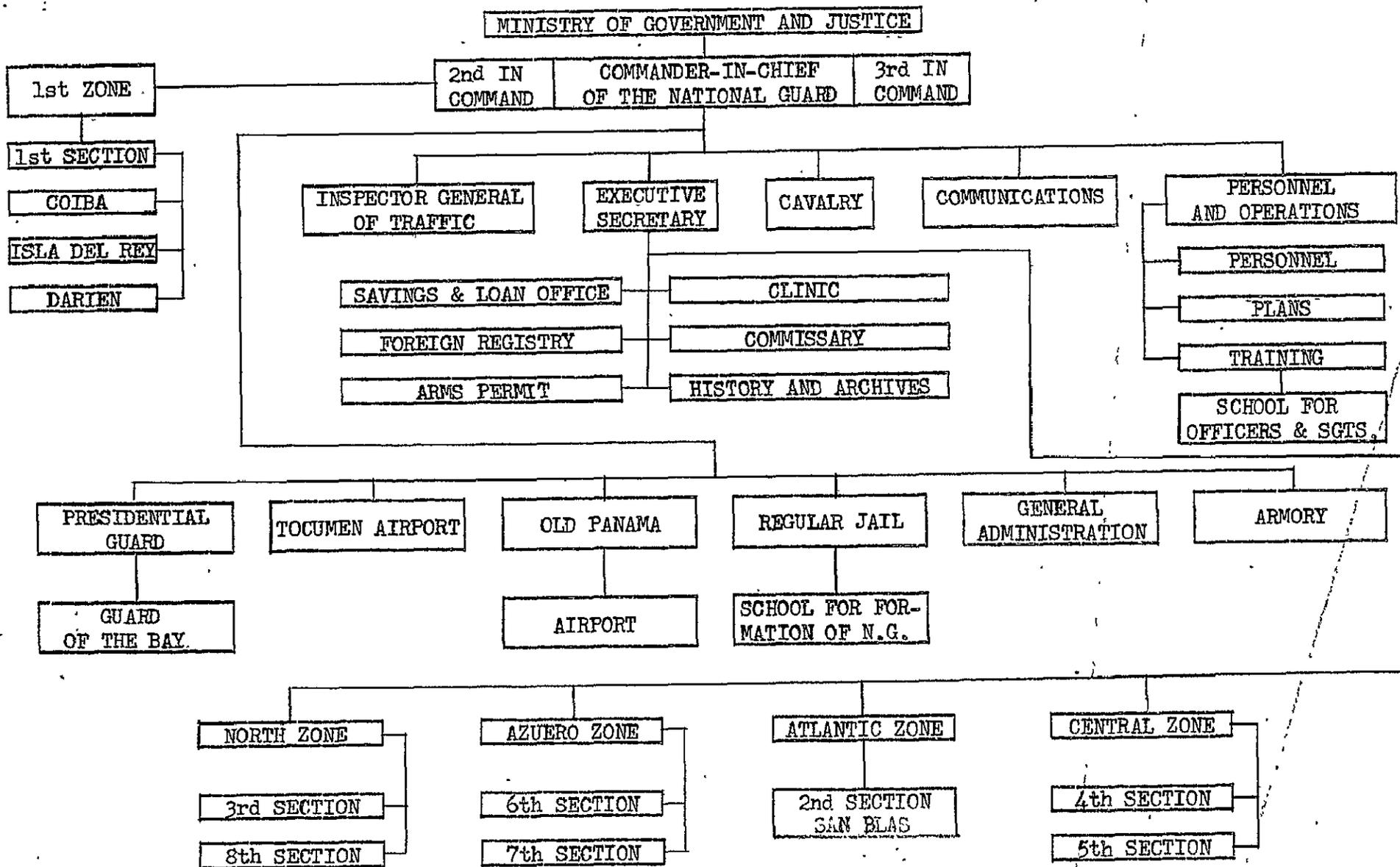
b. The Office of Registry for Arms and Foreigners registers firearms belonging to private citizens and issues permits to own and/or carry weapons. The person applying for such a permit must submit his weapon along with two cartridges and two small photos of himself. The weapon and bullets are sent to the National Secret Police where the cartridges are fired and retained for identification purposes. A description of the weapon is recorded on the permit along with the personal description of the owner. Photos are attached to the office copy and the original which is given the owner when his weapon is returned.

c. The Savings and Loan Bank for the National Guard extends interest bearing loans to members of the Guard and also accepts interest earning savings deposits from them. Authorizations for payroll deductions to apply as payments on loans or savings deposits may be given this office.

(These three offices are open from 7 a.m. to 1:30 p.m. except Sundays.)

d. The Commissary sells groceries, household wares and some clothing to members of the Guard and their families at prices lower than

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those of the open market. A credit book is issued to each member of the Guard and purchases made on credit may be deducted from the members' monthly paycheck.

e. The Medical and Dental Clinic furnishes outpatient medical and dental services on an outpatient basis to members of the Guard and their immediate families. Members of the National Secret Police are eligible for the same privileges from the clinic. Equipment for the clinic was purchased from commissary profits.

2. The Personnel, Training, Plans and Operations Department.

The Personnel, Training, Plans and Operations Department, commanded by a captain, has the following functions:

- a. Recruitment and processing of personnel.
- b. Maintaining complete service records on all personnel during their employment with the Guard.
- c. Administration of the schools for officers and sergeants.
- d. Preparation of in-service training programs, lesson plans, and lecture material along with visual aids for the officers and sergeants school.
- e. Preparation of administrative, organizational, and operational plans for the Guard.
- f. Operation of the Regular Force. This is the largest single force of the Guard in Panama and it patrols the streets on foot. The Regular Force, also referred to as the "infantry", is commanded by a captain and is divided into four platoons, each operating during a 6-hour period of the day. The platoons are split into squads, the members of which are assigned on a geographical basis to fixed posts or beats. The following schedule of working hours applies to each platoon of the Regular Force:

(7) 6:30 AM to 1:00 PM work
1:00 PM to 6:00 PM free
6:00 PM to 1:00 AM reserve at headquarters
1:00 AM to 7:00 AM work
7:00 AM to 1:00 PM free
1:00 PM to 5:30 PM reserve
5:30 PM to 6:30 PM free meal hour

(7) 6:30 PM to 1:00 AM work
1:00 AM to 5:30 AM reserve
5:30 AM to 7:00 AM free meal hour
7:00 AM to 11:30 AM reserve

- (1) 11:30 AM to 12:30 PM free meal hour
12:30 PM to 7:00 PM work
7:00 PM to 7:00 PM following day free
7:00 PM to 5:30 AM reserve
5:30 AM to 7:30 AM free meal hour

Each succeeding platoon begins this schedule on a succeeding day. The schedule covers a 4-day or 96 hour period during which the platoon works 26 hours, is in reserve 30 hours and is free 40 hours, 5 of which are meal hours taken from reserve. Dormitories equipped with cots, lockers, toilets, showers, and recreational facilities are provided for the Guard for use during reserve hours. Operating as a part of the Regular Force are guardsmen known as "Special Services Personnel". Figures on the number of personnel belonging to this category are not available; however, it is estimated to number about 120 guardsmen, corporals and second sergeants. The function of this personnel is to act as guards or watchmen for the house of the President, homes of government ministers, embassies, public buildings, private business establishments and factories. It is said that the private organizations are required to submit payment to the Ministry of Finance for such service. Assignments and working schedules for Special Services vary according to need. Those not putting in the required number of hours on their regular assignments are assigned to police public events and as substitutes for those off due to illness or other unusual reasons.

3. General Administration (Intendencia).

The General Administration (Intendencia) is actually a part of the Ministry of Finance operating on a separate budget and attached to the Guard for the purpose of handling its fiscal affairs and transactions. Four Guardsmen are assigned to this office to assist with various tasks. The functions of the Office of General Administration are:

- a. Preparation and submission of the annual budget.
- b. Budgetary allotments.
- c. All purchases for the National Guard.
- d. All disbursements including payroll and payment of bills.
- e. Custody, accounting for and issuing all items of supplies and equipment, except arms and ammunition.

The Office of General Administration is open from 7:00 AM to 2:00 PM on weekdays.

4. The Armory.

The Armory is commanded by a captain directly responsible to the Commander-in-Chief of the Guard. It has the functions of maintaining in

secure storage all arms of the headquarters and the Panama Zone which are not in use. Armory personnel are responsible for repair, cleaning and maintenance of weapons held there. Weapons belonging to private persons and coming into the hands of the Guard are held here as are the sidearms of the Guardsmen who leave during their hours of freedom. Armory personnel are also supported to lend technical guidance to the armories of the other units of the National Guard.

5. The Communications and Radio Patrol Department.

The Communications and Radio Patrol Department is commanded by a major. All incoming telephone calls to the Guard are handled through the switchboard in this department. Calls for police assistance are received over the telephone and dispatched over the radio to the cars operating on patrol. Two 250 watt base transceiver units are operated, one for the First Zone tactical operation and one for republic-wide station-to-station communication.

The personnel operating the 20 radio patrol cars assigned to the capital are responsible to the major commanding this department.

The commander of this department has technical control over all Guard communications in the republic and issues instructions for operation, control and care of the equipment as well as communications procedure. A repair shop and personnel for repairing communications equipment are a part of the department, and repair service is furnished for all equipment in the Guard.

6. The Regular Jail and School for the Formation of the Guard.

The Regular Jail and School for the Formation of the Guard are located in a building a block distant from Central Headquarters and is commanded by a major. Here prisoners awaiting trial for major offenses, those with sentences of more than 30 days and up to two years are held in custody. The average population is 460 prisoners.

The major also commands the School for the Formation of the Guard where new recruits are trained. The recruits live in a dormitory in the basement of the Regular Jail during their training period. The classrooms of the school are also located in the basement.

The custodial personnel for the jail are on the same work schedule as the Regular Force.

7. The Traffic Department.

The Traffic Department is commanded by a major (Inspector General of Traffic) and has the following functions.

- a. Administration and custody of records pertaining to accidents and traffic violations.
- b. Providing technical guidance to the entire Guard for traffic control and enforcement.
- c. Authoritative supervision over traffic enforcement personnel in the First Zone.
- d. Installation and maintenance of street signs, signals and markings.
- e. Issuance of drivers' licenses and examination of new drivers.
- f. Safety inspections of all motor vehicles in the republic twice yearly.
- g. Operating motor vehicle repair and maintenance shops and filling station for the entire Guard.

The traffic enforcement and headquarters personnel operate on a 24-hour basis as do three municipal judges who occupy a courtroom adjoining traffic headquarters.

The traffic enforcement personnel work on a 72-hour schedule, 26 hours of which is regularly scheduled work, 20 hours reserve, and 16 hours free. It is said that much of the reserve time is spent working. Traffic personnel receive \$10 extra monthly pay regardless of whether or not their duties include motorcycle riding. ✓

8. The Presidential Guard.

The Presidential Guard is commanded by a major. Its functions are to protect the life of the President, provide physical security for the Presidential palace, and direct the movement of traffic in the vicinity of the palace. All persons entering and leaving the palace are subject to scrutiny and must state their business to the Guard. The Bay Detachment of the National Guard, because of its location, is also under the same command.

For ordinary duty the Presidential Guard dresses in a grey uniform with blue piping, while on special occasions it dons an off-white dress uniform. When the President is away from the palace, he is accompanied by a 4-man detail of the Guard dressed in civilian clothes. No protection is accorded members of his family when they are away from the palace.

The Presidential Guard is organized into 3 platoons and works the following schedule:

First Platoon

11:30 PM to 8:00 AM work
8:00 AM to 3:30 PM free
3:30 PM to 12:00 PM work
12:00 PM to 6:00 AM reserve
6:00 AM to 7:30 AM free meal hour
7:30 AM to 4:00 PM work
4:00 PM to 6:00 PM following day free
6:00 PM to 11:30 PM reserve

Each succeeding platoon begins this schedule on a succeeding day. The schedule covers a 3-day or 72 hour period during which each platoon works 26 hours, is free 35 hours, and is in reserve for 11 hours. Dormitories with cots, lockers, toilets, showers, and recreational facilities are provided in the presidential palace for the use of Guard personnel during reserve hours. There is no special basis for selection of personnel for the Presidential Guard. Its members receive no special pay or privileges. No special background investigation is conducted before a member of the National Guard is assigned to this unit.

9. The Cavalry Squadron (Escuadron).

The Cavalry Squadron (Escuadron) is commanded by a major. It is organized into two platoons and a 14-member musical band of corporals and second sergeants. The band plays for ceremonies, parades, and state functions. When the members of the band are not practicing or playing, they are free. The two platoons are the horsemen. They ride in parades and ceremonies and are supposed to perform civil disturbance control duties if needed. When their mounted services are not needed they are assigned on foot to furnish police services to a designated portion of the capital. The cavalry is supposedly able to muster 50 mounted troops should the need exist. There is no special pay provided for members of the squadron and the only apparent basis for selection is the ability to mount a horse. Special equipment consists of spurs, sabre, and carbine.

10. Tocumen Detachment.

The Tocumen Detachment is commanded by a captain directly responsible to the Commander-in-Chief of the National Guard. It is located at Tocumen International Airport. Its personnel furnish security service to the airport and make records of incoming and outgoing planes. It furnishes enforcement assistance to the customs and immigration personnel. It also provides police services to those populated areas adjacent to the airport. The detachment is organized into two squads working generally the same schedule as the other units. The second squad begins the same schedule on the second day. The schedule covers 3-day or 72 hour periods during which a squad works 24 hours, is in reserve for 24 hours and free 24 hours.

11. Old Panama (Panama Viejo) Detachment.

The Old Panama (Panama Viejo) Detachment is also commanded by a captain who is directly responsible to the Commander-in-Chief of the Guard. The functions of this detachment are to provide security for the ruins of Old Panama, for an explosives warehouse located nearby, for the No. 4 telephone branch, as well as to furnish police services to adjacent populated areas including San Francisco district.

The Old Panama Detachment is organized into four squads operating on a schedule similar to that of the Regular Force.

12. The First (Panama) Zone.

The First (Panama) Zone is commanded by a lieutenant colonel who holds the position of second in command of the National Guard. A major is second in command of the zone. As the First Zone command is now organized, it has responsibility only for operation of the Guard for Disposition (Guardia de Prevencion) in the Central Headquarters and the First Section.

The Guard for Disposition is made up of the personnel of officers and classes which operate the desk where prisoners are booked and where the public comes to make routine complaints and inquiries; personnel of this component also operates the jail of the central headquarters where are confined the newly received prisoners and those serving sentences of 60 days or less. Personnel of the Guard of Disposition also work with U.S. Military Police on week ends and U.S. paydays and holidays in patrolling Fourth of July Avenue, which is a boundary street between the Canal Zone and Panama City. It is frequented by U.S. servicemen.

The First Section includes the detachments which are responsible for furnishing police service to areas of the First Zone away from the capital.

13. The Other Four Geographical Zones.

The other four geographical zones are identical to each other as to organizational pattern and function, each being divided into sections and being responsible for furnishing police service to its assigned geographical area. Each section has a guard of disposition to operate the receiving desk, jail and armory. Each section is sub-divided into detachments assigned to further divided areas of the sections. The headquarters of each unit are organized along the same lines. Details of traffic personnel with a separate receiving desk are attached to zone, section and some detachment headquarters. The traffic details under the authoritative jurisdiction of their particular headquarters commanders, are supposed to furnish guidance in traffic enforcement to the rest of the Guard in the respective areas, in addition to handling the administrative details pertaining to traffic. Traffic personnel also do the major portion of the traffic enforcement in their assigned areas.

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C. ADMINISTRATION

An analysis of the organizational diagram chart as submitted by the National Guard (Figure No. 2, Page 13) reveals that the number of subordinates reporting to the Commander-in-Chief is 18. This is more clearly illustrated by the span of control chart (Figure No. 3, Page 21) which shows the broad field of contact which must be maintained by the Commander-in-Chief if he is to exercise control of the Guard.

In Central Headquarters there is in many cases a combination of staff functions affecting the entire National Guard and guard operations in the capital. Staff officers of the command in some cases supervise line operating units of the capital. Detachment commanders in the capital are to be found reporting on the same level as a zone commander or a staff officer.

Probably the most prominent instrument of control used by the command is the "Order of the Day" which is a summarized daily announcement of orders effecting the following actions:

Affecting the First Zone:

1. Detailed work assignments of officers for the central headquarters and for the regular force in the capital and naming those having a day off.
2. Designation of the minor courts and legal officials to be used in the capital on that day.

Affecting the entire command:

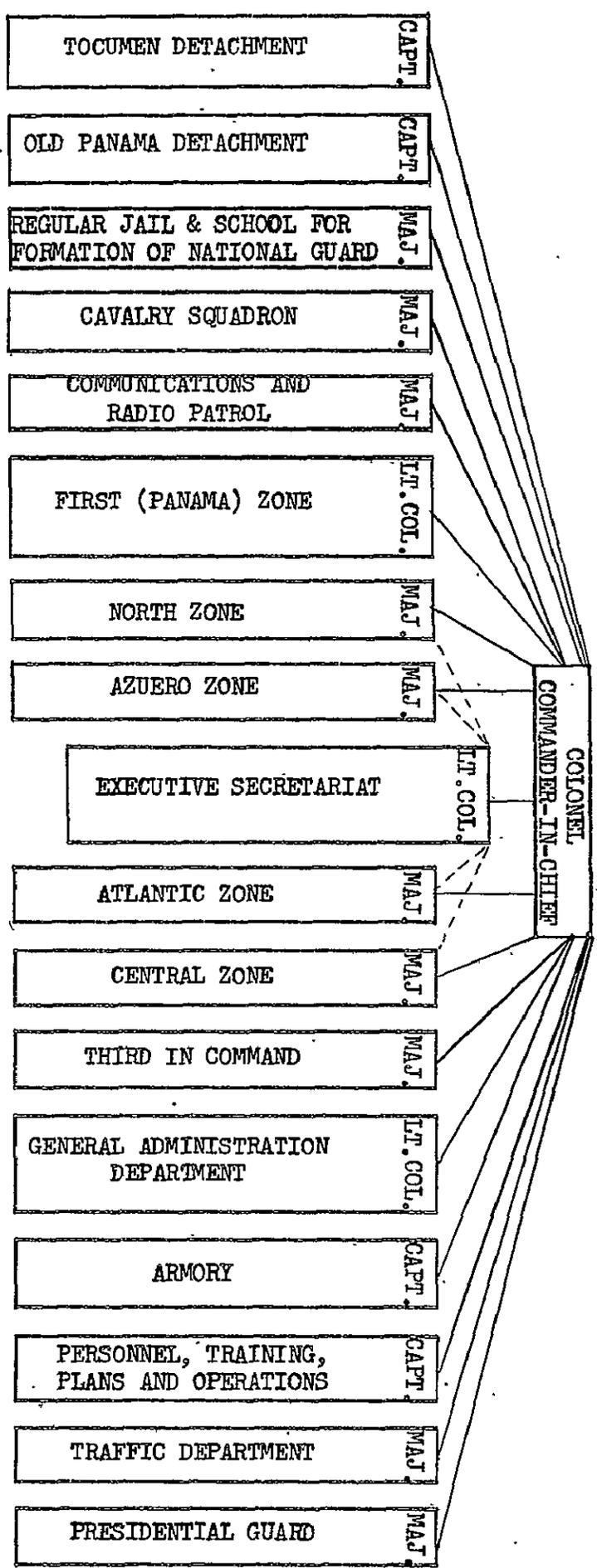
3. Leaves and vacations.
4. Recruitments.
5. Dismissals.
6. Promotions, changes, and transfers.
7. Disciplinary actions.
8. Miscellaneous actions.
9. Commendations.
10. Wanted Persons Notices.
11. Cancellation of wanted notices.

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Figure No. 3

SPAN OF CONTROL OF THE COMMANDER-IN-CHIEF OF THE NATIONAL GUARD (Broken Lines Indicate Limited Control of Executive Secretariat in the name of the Commander-in-Chief.)



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SALARY AND LONGEVITY SCHEDULES OF THE NATIONAL GUARD AS ESTABLISHED BY LAW NO. 44, 1953

<u>Rank or Grade</u>	<u>1st 4 Years</u>	<u>2nd 4 Years</u>	<u>3rd 4 Years</u>	<u>4th 4 Years</u>	<u>5th 4 Years</u>	<u>6th 4 Years</u>	<u>7th 4 Years</u>	<u>8th 4 Years</u>
Colonel	B/500.00	B/540.00	B/580.00	B/620.00	B/660.00	B/700.00	B/740.00	B/780.00
Lt. Colonel	425.00	459.00	493.00	527.00	561.00	595.00	629.00	663.00
Lt. Colonel-Secretary) Major)	375.00	405.00	435.00	465.00	495.00	525.00	555.00	585.00
Captain	200.00	216.00	232.00	248.00	264.00	280.00	296.00	312.00
Lieutenant	140.00	151.20	162.40	173.60	184.80	195.00	206.20	217.40
Sub-Lieutenant	120.00	124.60	139.20	148.80	158.40	168.00	177.60	187.20
1st Sergeant	90.00	97.20	104.40	111.60	118.80	126.00	133.20	140.40
2nd Sergeant	80.00	86.40	92.80	99.20	105.60	112.00	118.40	124.80
Corporal	80.00	86.40	92.80	99.20	105.60	112.00	118.40	124.80
Agent 1	80.00	86.40	92.80	99.20	105.60	112.00	118.40	124.80
Recruit (Ingreso)	80.00	86.40	92.80	99.20	105.60	112.00	118.40	124.80

NOTE: B/1.00 is equivalent to U.S. \$1.00

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12. Hospitalized cases.

13. Incapacitations.

A typical order of the day will cover three or more legal size, typewritten pages. It is prepared under the direction of the Executive Secretary and bears the stamped signature of the Commander-in-Chief. All units of the Guard receive a copy of this order.

Correspondingly, section and zone commanders prepare detailed typewritten reports which are forwarded to central headquarters. Such reports contain an account of the daily activities of the unit relating to personnel and operations.

Verbal orders from central headquarters are frequently transmitted over the radio net. Regular meetings between commanders and staff subordinates are not scheduled. Unit and headquarters staff commanders confer with superiors on an individual basis. There is no established system of command or staff inspection.

Guidance notices relating to technical matters within their appropriate domains are sometimes issued by headquarters staff unit commanders and may sometimes be seen posted on bulletin boards at central headquarters.

D. PERSONNEL

1. Authorized Personnel Strength.

The authorized personnel strength of the National Guard is a product of budgetary capabilities. Beyond the definition of ranks and grades for command, number or ratio of personnel by rank is not fixed by any law or regulation. Actual strength and distribution by rank are shown in the Personnel Distribution Table, Figure No. 1, Pages 9 and 10. The strength is fairly constant through the year.

2. Salaries and Allowances.

Beginning Guardsmen in training receive the same base salary as the "Agent 1" or the Guardsman who has finished his training. Neither do the corporal and the sergeant receive a higher rate of pay than the Agent 1. As indicated by salary chart, Figure No. 4, Page 22, personnel receive longevity increases of 8% of their base pay for each additional four years of service in the Guard. A member of the Guard must serve for one year in any given grade before his longevity pay may be based on the rate for that grade, thus a member who has been a member of the Guard for four years but has been a first sergeant for only six months will receive longevity based on second sergeant pay until he has been in grade for one year as a first sergeant.

In addition to salary, officers of rank of captain and above are allowed the following amounts each month for expenses:

Captain.....	\$ 25.00
Major.....	50.00
Lt. Colonel.....	75.00
Lt. Colonel Second in Command.....	150.00
Colonel Commander.....	300.00

These amounts must cover all expenses incidental to the performance of the duties of the recipients, including lodging, meals, and entertainment. Each person in this category has a National Guard auto assigned for his exclusive use.

Personnel below the rank of captain receive a travel allowance equal to one day's base pay for each day in travel when on detail away from their assigned headquarters.

3. Recruitment Standards.

The applicant supply is currently plentiful. Aspirants must meet the following standards:

- a. Citizen of Panama by birth.
- b. Education - Sixth Grade completed.
- c. Good physical condition certified in writing by National Guard physician.
- d. Good morals.
- e. Certificate of good conduct (no police record) issued by National Secret Police.
- f. Letter of recommendation from a member of the National Guard or a respectable citizen.
- g. Age 21. No maximum; however, preference is for single men under 28.
- h. Height 5'4" minimum.
- i. Weight - good proportion to height, minimum 140 lbs.
- j. Minimum grade of 60% on written examination covering social studies.

Recruitment is in groups of 40 and the new personnel must attend the School for the Formation of the Guard for three months, living in the dormitory of the regular jail during this time. Fifty Dollars per month is deducted from the recruit salary for board, laundry, and other expenses while in training.

4. Assignment and Transfer.

When a recruit enters the Guard, a record is made of any skill or trade he may possess and his future assignment may be based on that

qualification. Otherwise, assignment suits the convenience and general needs of the Guard. Personnel are normally kept at one post for two and one-half years at which time they usually receive a routine transfer. This is to prevent their becoming too familiar with the people, according to a Guard spokesman.

5. Promotion.

Promotion is based upon an informal and general appraisal of the ability, efficiency, and past record of the individual. Advancement is one step at a time; however, there is no minimum time in grade specified before the individual may be promoted to the next higher grade or rank. There is no barrier or limitation on the extent to which an individual may advance. Promotions are made without regard to needs of the organization.

6. Special Benefits.

A member of the Guard injured in line of duty receives free treatment at the Santo Tomas Hospital in the National Guard wing. His pay continues while he is off duty and if permanently incapacitated he is placed on retirement at full pay from the National Guard. Members of the Guard are entitled to a maximum of 15 days annual sick leave and any portion unused at the end of the year is dropped. Members of the Guard and their immediate families receive free out-patient medical and dental care at the National Guard Clinic. Members of the Guard are entitled to free prescription service from the Clinic pharmacy and may obtain medicines for their families at wholesale prices. Guardsmen in need of more extensive treatment may receive free hospitalization and medical care in the Guard wing at Santo Tomas Hospital. Their families are not eligible for such extended benefits.

Articles 8 and 9 of Law No. 44 provide that when any member of the Guard meets violent death in line of duty he be buried at state expense with military honors commensurate to his rank; that his dependents will receive a compensation equal to that which the deceased would have in one year at one grade higher than that held at the time of death. No court attachment or other restraint may be placed on this compensation; that the money will be divided equally between widow and mother or, in the absence of either, the money shall go to the closest relatives.

7. Retirement.

A member of the Guard with 25 years of continuous service is eligible for retirement at full pay regardless of age. A Guardsman with 30 years of broken service is eligible for the same benefits. Thus, if a Guardsman is separated from the service after 10 years of employment and later returns to complete an additional 20 years, he is eligible for retirement. Employees do not contribute to a retirement fund. Annual budgetary appropriations are made by the National Assembly for Guard

retirement salaries. The pension stops at the time of death of the pensioned employee.

8. Vacations.

Members of the Guard are entitled to 30 days annual paid vacation. They may take such vacation in whole or in parts and may accumulate such time up to a maximum of 60 days. However, if a member does not use any of his vacation during 24 years of service, he is entitled to two full years of vacation pay.

9. Discipline.

Discipline is military in nature to the extent possible. Guardsmen are required to snap to attention, click heels, and salute all approaching or passing officers. Upon receiving an order from a superior a subordinate clicks his heels loudly. Classroom lectures at the Guard schools come to a halt as students are brought to standing attention upon the entry of an officer. Upon more than one occasion Guardsmen directing traffic or performing some other duty on the streets have been observed by the writers to interrupt their activity to salute officers, sometimes endangering themselves and others.

Orders, both written and oral, are given in a military manner.

Military discipline appears to be strongest in the capital where the command is strongest and diminishes as one moves into the interior.

For infractions of Guard rules, members may suffer summary punishment meted out by their commanding officers. Such punishment may consist of an oral reprimand or up to 30 days' arrest in the dormitory. The latter means that the Guardsman must remain in the dormitory at all times when not on duty until the term of his "arrest" is served.

A Guardsman accused of a crime is arrested and charged criminally. After his arrest he is discharged from the Guard. In the event he is exonerated, he is entitled to reinstatement and must receive full pay and other allowances for the period during which he was separated.

10. Tenure.

Although membership in the Guard is considered to be on a career basis, there is no minimum enlistment period. The member may resign at any time. He may be discharged for gross incompetence, repeated infraction of rules, or when charged with a criminal act as previously described. At times the discharge for the first two reasons will be accompanied by disbarment from re-entry into the service, either permanently or for a given length of time.

11. Uniforms.

Uniforms and equipment are furnished to all members of the Guard. When a new member enters the service he is issued uniforms and equipment as follows:

- 1 each - Badge for cap.
- 1 each - Police cap, green cotton.
- 3 each - Neckties, green cotton.
- 3 pair - trousers, green cotton.
- 3 each - shirts, green cotton.
- 1 each - web belt.
- 1 pair - combat boots, black leather.
- 1 each - belt, black leather, 3".
- 1 each - holster, pistol, black leather.
- 1 each - carrier, billy club, black leather.
- 1 each - whistle, warbler.
- 1 each - pistol (this item is left in the Armory when Guardsman is not on duty).

Officers receive olive drab worsted trousers and cap. Officers' shirts are of cotton khaki.

Personnel are responsible for laundering, cleaning, maintenance, and care of individual uniforms and equipment. Issues of three new uniforms are made annually.

Mention in the order of the day by name and brief description of the incident is the only form of commendation of service award known. Guard members are not prohibited from accepting rewards for captures of wanted persons, recovery of property, or other significant acts.

E. TRAINING

Training is centralized in the capital and is of the formal academy type. Much time and effort are devoted to the planning and administration of training which for the most part is military in nature.

The planning, organization, and presentation of training material is comprehensive. Programs, schedules, lesson plans, and lecture material are documented in an orderly manner. Presentation is by three methods:

1. Lecture and demonstration
2. Discussion
3. Field exercise and drill

Considerable effort is devoted to the making of visual training aids and full use is made of them.

Separate physical facilities are provided for training of officers, sergeants, and recruits, thus enabling simultaneous training of the three groups. The recruit training school and dormitory are located at the regular jail. The school for sergeants is in the second story of the clinic behind Central Headquarters while the classrooms for officers are located in the headquarters building itself. Dormitories for the latter two groups of students are located in the headquarters building. Classroom facilities are good. Desks, lecture platforms, screens, chart holders and blackboards are provided.

Many of the officers and non-commissioned officers of the Guard have completed courses in the U.S. Army military police and other technical schools in the Canal Zone. The Commander of the Traffic Department is a graduate of the six-week course in traffic enforcement and control at Northwestern University Traffic Safety Institute.

Twenty members of the Guard recently completed a civil disturbance control class given by the U.S. Army in the Canal Zone.

1. Recruit Training.

Upon entering the service the recruit receives 14 weeks basic training at the School for the Formation of National Guard. The school is located in the regular jail and is commanded by the major who also commands the prison. The recruits must live in the dormitory. The schedule of the School for the Formation of National Guard is established as follows:

Daily hours of instruction.....	6
Weekly hours of instruction (5 days).....	30
Total hours of instruction.....	481
Hours reserved special subjects.....	50
Hours for the Director's remarks.....	<u>10</u>
	541 hours

Below is outlined the curriculum of the School:

Physical education.....	30 hours
Military instruction:	
Close order drill.....	60
Extended order drill.....	72
Armament (nomenclature and marksmanship).....	50
Social studies (geopolitics and socio-economics of Panama).....	<u>16</u>
Sub-total to be carried forward.....	228 hours

Sub-total brought forward.....	228 hours
First aid.....	16
Elementary tactics (military).....	16
Military courtesy and moral conduct.....	33
Traffic law and procedure.....	16
Rules and regulations of National Guardia.....	25
Police procedure and practice (routine beat procedures).....	25
National constitution.....	10
Law No. 44 of 1953 (legal basis of Guardia Nacional).....	6
Investigative procedure (material content not available).....	16
Legal aspects.....	16
Personal defense.....	40
Technique of arrest.....	10
Boxing.....	<u>24</u>
Total hours.....	481

Approximately 40% of the recruit training curriculum is purely military in character while about 30% is of a police nature and the remaining 30% may be applied to either aspect. The military influence is dominant in all, however.

The material content of the police subjects in the training syllabus is good as far as it goes. It presents philosophy of the public service obligation of the Guardia as well as sound technical information.

2. Sergeants' Training.

Sergeants, after promotion to that grade, must attend the School for Sergeants. The length of the course is 500 hours and lasts for 14 weeks. Students are drawn from the republic at large in groups of 20 and during their training period must live under strict discipline at the Central Headquarters in Panama City.

The curriculum is divided as follows:

Armament.....	119 hours
(23% pistol; 28% rifle; 37% machine guns and sub-machine guns; 12% grenade throwing and launching)	
Military subjects.....	167 hours
Police subjects (socio-economics of Panama, traffic law and procedure; control of the regular jail; constitution; Law 44; English).....	159 hours
Miscellaneous subjects applicable to police or military.....	55 hours

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3. Officers' Training.

The course of training for officers proceeds in the same manner as that for sergeants. Its length, however, is 700 hours, extending over 20 weeks.

The curriculum is divided as follows:

Armament (time for each class of weapon is about equal to that in sergeants school. 60 hours are added for mortar training).....	179 hours
Police subjects (time devoted to each subject is about equal to that in sergeants school. 30 hours are added for mathematics and 7 for study of the constitution).....	196 hours
Military subjects.....	274 hours
Time reserved for special subjects.....	51 hours

Other than the previously described training for recruits, sergeants and officers, there is no in-service training or drill.

F. PATROL

Responsibility for patrol in the capital is divided among five commands. The motorized patrol operates under the command of the Department of Communications and Radio Patrol. The foot patrol, referred to as the Regular Force or the Infantry, is under the command of the Personnel, Training, Plans and Operations Department, while two platoons of cavalry are assigned to foot patrol in a designated portion of the capital. The Tocumen and Old Panama detachments operate under their respective captains. In the zones away from the capital the patrol is unified under one command in each operational unit (zone, section, detachment, etc.).

1. Equipment.

The radio patrol cars carry the following items of special equipment:

- Special 80 amp. generator-alternator
- Mobile radio transceiver set
- Siren
- Red blinker light
- Spotlight

The walking or fixed post Guardsman carries the following items of equipment:

- Pistol - .22, .38, or .45 cal. revolver or automatic (if available)

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Billy club (10 in., wood)
Traffic whistle
Extra cartridges
Flashlight (at night)
No Guardsman is equipped with handcuffs

The writers had occasion to see members of the Guard equipped for civil disturbance duty. In addition to the regular equipment, each Guardsman carried:

Truncheon made of 1 inch heavy rubber hose 30 inches long
with cotton string attached
Sub-machine gun, reising gun, or rifle
Canvas bag containing tear gas grenades
Gas mask
Steel helmet and liner

2. Layout of Areas and Beats.

Areas of radio patrol cars cover several walking beats. Beats or "sectors" for walking Guardsmen consist of several square blocks depending on the amount and type of activity.

Factors which determine the size of a patrol area or beat are:

Businesses, number and kind
Special activity police hazards (houses of prostitution, bars,
and other places of amusement)
Crime incidence
Population composition
Traffic volume and hazards

3. Patrol Operations.

The members of foot patrol are assigned to fixed beats and posts. They operate quite like sentries. They are not required to contact their headquarters by telephone at any given intervals and are supervised by members of the radio patrol. The number of patrol cars operating in the capital varies from 12 to 20 over the 24 hour period, depending on the need during any particular period of time. In the outlying zones the number is fairly constant through the day. A car is usually commanded by a lieutenant or sub-lieutenant and driven by a first or second sergeant or a corporal. In the absence of an officer a first or second sergeant takes command of the car with a lower ranking driver. Traffic ticket books are carried in the patrol car. When the Guardsman on the fixed post or walking beat encounters a traffic violation or any case too complex for him to handle, he is required to call for the patrol car supervising the area encompassing his beat. The commander of the patrol car then handles the case. When arrests are made

OFFICIAL USE ONLY

for offenses committed in the presence of a Guardsman, the prisoners are taken to the nearest Guard-for-disposition desk. The officer in charge of the desk examines the case and decides what must be done. If the offense is small and charges are to be filed, then the prisoners are immediately taken before the corregidor of the day for arraignment. If the corregidor orders, the prisoners are taken to jail with a written commitment signed by the corregidor. If the prisoners admit guilt, they may be sentenced on the spot or ordered back at a later time for sentencing. If the offense is a major one, the officer in charge of the disposition desk will order it transferred to the National Secret Police. Intoxicated persons are usually placed in jail until sober and then released. If a person complains of an offense to a Guardsman on the street, the complainant is taken or directed to the disposition desk where he is interviewed by the officer in charge. If the offense is small the complainant is directed to the corregidor of the day who, after hearing the case, may or may not issue a warrant for the arrest of the suspect. In the event of a minor injury to the complainant, he is taken to the hospital for treatment and a written statement attesting to the injury is obtained from the doctor. The complainant may then present the statement to the corregidor as basis for his complaint. If the case is a major one, the complainant is usually taken to the Secret Police. At times the Guardsman encountered on the street will direct the complainant to go on his own to the Guard for Disposition or the Secret Police. In the capital the National Guard personnel perform little investigative work, thinking this to be the domain of the Secret Police. In the outlying zones, where no Secret Police personnel are stationed, the Guard extends its activities more in that direction. It is not always clear where the Guard leaves off and the Secret Police take over.

On the highways leading in and out of each town and city, and at road junctions the Guard maintains detachments of various sizes. It is a part of their duties to record the license number, description, destination, number of occupants, and cargo in each passing vehicle. All vehicles are required to stop at these check points. The information is used as investigative aids by the Traffic Department and the Secret Police.

G. RECORDS

Records of the National Guard are de-centralized. Traffic records are maintained in the Traffic Department; records relating to the administration and operation of the Guard are maintained in the Office of History and Archives; and those concerned with foreigners, gun permit holders, and personnel are kept in the Office for Registry of Firearms and Personnel. The Office of Personnel, Training, Plans and Operations maintains another set of personnel records. The Guard for Disposition maintains two sets of "Book of Events" (Libro de Partes).

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This book is the only record of the Guard needing further explanation. It is a large book about 30" x 30" when closed. It contains ruled white pages. On these pages are entered in chronological sequence an account of all visits made to the desk by any person or party, including the identity and address of each person, the purpose of their visit and what disposition was made. This includes complainants and prisoners brought in by Guard personnel. The second Book of Events is concerned only with persons placed in jail. In addition to the name, address, and personal description of the prisoners, there is recorded the family history, the charges on which held, the committing authority, disposition, length of sentence, and date of release. Information pertaining to persons is extracted from the Books of Events and is sent to the Secret Police.

Very few printed forms are used. Almost all reports are typewritten on plain white paper in the style of a formal letter. Entries in the Book of Events are handwritten. Guard personnel, almost without exception, write in a very neat and legible script.

Records in zone, section, and detachment headquarters consist of copies of unit administrative orders, Books of Events, and Traffic Records.

1. Jail Records.

Booking records consist of the entire in the second Book of Events. The commitment form is printed on a 4" x 5" piece of white paper and is filled out in handwriting, either in pencil or ink, by the corregidor, and directs the keeper of the jail to receive and hold the person named as specified. This information is posted in the second Book of Events by the name of the subject.

Prisoners are "frisked" for weapons and contraband at time of arrest. Any such articles found are recorded in the first Book of Events and forwarded to the Secret Police. No other property is taken from the prisoners.

Escape notices are posted in the Order of the Day.

H. COMMUNICATIONS

1. Radio.

The Central Headquarters in the capital operates two base transceiver sets of 250 watts each. One of these is for tactical use in the Panama Zone; the other is a part of the Republic-wide net for the Guard. There are 15 other base transceiver stations in the Republic and the establishment of five more is planned. Outlying station locations and power are:

	<u>Watts</u>	
Tocumen	.60	
Chorrera	60	
Penonome	60	
Santiago	60	
Las Tablas	60	
Puerto Armuelles	60	
Colon	60	
Nargana	60	
El Porvenir	60	
San Blas	60	
Chitre	250	
Coiba	250	
David	250	
Bocas del Toro	250	Planned
Guavito	60	"
Changinola	60	"
La Palma	250	"
Jaque	60	"

There are 38 mobile transceiver sets in patrol cars throughout the country; 20 of these are in Panama. Two of the Guard watercraft are equipped with marine-mobile units.

Of the mobile units 18 are 60 watt and 20 are 30 watt. Fourteen of the latter are very old and eight are currently in repair. The base equipment in the interior is in excellent, almost new condition. In Panama one transmitter is 10 years old and frequently is out of order. The other is almost new.

All of the equipment is either General Electric or Motorola. The communications repair shop at Central Headquarters has two technicians who repair all Guard radio equipment. Installations are made by outside technicians. The Guard repair technicians cooperate with those of the Canal Zone Police. However, this is difficult because of the necessity of going through several channels. The replacement parts problem is also difficult because local General Electric and Motorola representatives stock few parts, thus delaying repair until their arrival from the States.

The present radio net is believed to be adequate for carrying the message load.

2. Telephone Service.

Telephone service in the capital is good. The National Guard may be reached quickly by dialing "04". The Guard telephone switchboard in the capital is located in the radio room and has ten incoming lines. Calls for police services may be handled at the switchboard while inquiries and other

routine business calls may be transferred to the proper party. Dial-a-matic office intercommunication service is provided. Telephones are located in all of the police kiosks in the city. The zone, section, and most detachment headquarters in the rest of the republic are provided with local telephone service and in many instances the local telephone and telegraph office is located in the Guard building next door to it. Long distance telephone service is available.

I. TRAFFIC

1. Overall Problem.

There are 24,726 motor vehicles registered in the Republic of Panama, 2/3 of which are in the capital. (See Figure No. 5, Page 36.) Although traffic moves much better in the capital than in other cities of Latin America, there is yet a serious traffic problem. The streets in the main part of the capital are narrow and angled in various directions with few parking restrictions. In some neighborhoods the streets are lined with pushcarts and trucks from which merchants conduct their business. Customers cross back and forth and walk up and down the traffic lanes as they please, obliging motor traffic to stop or move at snail's pace. Delivery trucks often park and unload in the line of traffic, paralyzing movement until the truck drives on.

The "chiva" is an institution of its own -- a 16-passenger unscheduled bus operated on a continuous circuit. Most of the 1,008 chivas in Panama City are individually owned but some are owned in fleets. The fare is 5¢ within the capital and competition for passengers is vigorous. The chivas are equipped with a noisy assortment of horns and wolf whistles which they honk to attract pedestrians and to make their way through traffic. When the driver fills his bus he drives as fast as possible weaving and cutting in and out of traffic, reasoning that the more quickly he can get his passengers to their destinations, the sooner he can pick up more. In the business districts the chivas park two abreast and those in the rear drive around, using the opposing traffic lanes to get to the head of the line. The rush hours are a mad scramble by the chivas, with the motorists and pedestrians at their mercy. To their credit, they are well maintained. They must pass official inspection each six months.

Street and highway signs, signals and markings are few and not well placed. Compliance with their direction is not good. Habits of the motoring public are generally lax. Pedestrian crosswalks are of no value. Drivers never yield to pedestrians in the crosswalks nor do many pedestrians use this "protection", most crossing where the fancy strikes them. Most of the traffic signal lights in the business district of the capital are out of operation as a result of damage done by rioters in May, 1958. The traffic lights are manually operated and if for any reason the Guardsman

MOTOR VEHICLE REGISTRATION IN THE REPUBLIC OF PANAMA BY
CATEGORY OF USAGE AND PROVINCE (As of September 6, 1958)

<u>PROVINCE</u>	<u>COMMERCIAL</u>	<u>PRIVATE</u>	<u>OFFICIAL</u>	<u>TOTAL</u>
Panama	4,000	9,556	3,158	16,714
Colón	873	1,326		2,199
Chiriquí	965	1,003		1,968
Cocle	805	745		1,550
Herrera	475	390		865
Veraguas	406	252		658
Los Santos	460	212		672
Bocas del Toro	<u>70</u>	<u>30</u>	<u> </u>	<u>100</u>
Totals	8,054	13,514	3,158	24,726

must leave his kiosk, he must turn the light off or leave it on for one street only pending his return. The traffic kiosks are often located at or near the center of intersections and constitute visual obstructions as well as physically impeding the movement of traffic. The Guardsman standing in the kiosk is not readily visible because of the jalousies.

Parking regulation is diverse and not uniform. Regulatory signs are sparse and often difficult to see. Angle parking is permitted even in some parts of the business district. In various parts of the city cars may be seen parked angle-wise and curb-parallel in the same block. Parking left-side to curb on two-way streets is common. Around theaters and other places of entertainment it is not uncommon to find autos left double-parked on the streets, blocking the exit of those parked at the curb. Parking meters are present in some parts of the business district.

2. Traffic Operations.

Traffic enforcement is the responsibility of the entire Guard; however, since there are specialized enforcement personnel, there is a noticeable tendency on the part of other members of the Guard to ignore violations and other traffic control problems, thinking that it is the job of the traffic personnel to handle them. The fact that non-traffic personnel on foot are not provided with ticket books makes them hesitant to handle violations.

Accident investigation is handled by traffic personnel who visit the scene of an accident and inspect it, turning in a report which is typed on plain paper. If the drivers are cited to court, which is frequently the case, a copy of the accident report is sent to the judge. Traffic personnel have no specialized training in accident investigation. Accidents are recorded on spot maps as a basis for selective enforcement. Beyond this there is little analysis of accident data. Probably the greatest factor in holding down the injury accident rate in the capital is the slow speed at which traffic must move. Most of the traffic injuries and fatalities in the capital are pedestrian-auto accidents. Most fatal and injury auto accidents occur on the highways where speed is a factor. On the highways there is little evidence of patrol and there are no hazard signs.

Although the traffic department is responsible for traffic engineering, it has no engineering personnel. It has a crew which attempts to maintain signs, signals, and markings. There are plans to obtain the services of a traffic engineer; however, his availability is almost two years hence.

There is no defined program of traffic education and there are few visible attempts to educate the public.

3. Special Traffic Training.

The commandant of the Traffic Department has finished a six-week course at Northwestern University Traffic Institute and other personnel have completed courses in manual traffic control. The latter courses were sponsored by the U.S. Armed Forces in the Canal Zone.

In the Duty Manual of the National Guard the section dealing with traffic is elementary. It discusses mainly Guard policy on traffic control and outlines procedure to be used in accident investigations. Its discussion in class would probably require no more than two hours.

Several hours are devoted to traffic in officers' and sergeants' schools.

4. Selection of Personnel.

Selection of personnel for traffic duty is from among the most desirable of those who volunteer. Traffic personnel receive \$10.00 additional monthly pay regardless of type of assignment. Traffic personnel are called to duty during reserve hours more than any other group in the organization.

5. Selective Enforcement.

There is an attempt in the Traffic Department to form a program of selective enforcement with regard to location of accidents. Accidents are plotted on a map and special enforcement emphasis is placed on areas with the greatest incidence of accidents. However, there is a complete lack of statistical material on which to base a more comprehensive program which will include emphasis on time and type of violation.

In the capital where the greatest enforcement problem exists, the traffic court adjoins the Traffic Department. There is a municipal judge sitting on a 24-hour basis and a case may be heard at any time. Traffic cases are not heard by a corregidor in any part of the republic. All must go to a municipal judge who may mete out a maximum of B/100 fine and/or 30 days in the traffic jail.

6. Disposition of Traffic Violations.

A numbered ticket written in triplicate is used for citing traffic violators. The accused violator receives the original copy and must surrender his driver's license which is turned in with the second copy at the end of the Guardsman's tour of duty. The third copy remains in the book which is turned in by its holder when empty. The tickets are not posted to a disposition ledger. Unless he asks a delay the recipient of a traffic ticket has 24 hours in which to answer the ticket. The holder of the ticket presents it at the violations desk in the Traffic Department where he receives

a formal letter to take to the judge. The judge either hears the case or sets a date for a future hearing. A notation of the violation and penalty is entered on the driver's license and is also posted on the file copy when a notice is received in the Driver's License Section. The procedure is applied to both moving and parking violations except meter overtime. In the capital tags attached to strings are tied to autos which incur meter overtime. The recipient of the tag must appear at the Traffic Department where he turns the tag in to the violation desk. In front of the desk is a dummy traffic meter into which the violator is directed to deposit double the amount of the regular meter fee.

There is no mechanism or procedure for administrative disposition of parking and minor moving violations. No money for fines, bonds, or other purposes is received or collected by traffic personnel. A person who is fined for a traffic offense is directed with the proper documentation to the office of the municipal treasurer to make payment. The contents of the dummy parking meter in the violations office are collected periodically by an employee from the treasurer's office who brings the key. An applicant for a driver's license must purchase a B/1.00 revenue stamp from the Municipal Treasurer and bring it to the Traffic Department where it is affixed to his driver's license.

The traffic laws are currently considered outmoded and incomprehensive. The commander of the Traffic Department is asking for enactment of a modern traffic code at the meeting of the National Assembly in October.

J. DETENTION

1. Responsibility for Detention.

The National Guard shoulders the responsibility for detention. The following places of detention are maintained:

- Coiba Island
- The Regular Jail
- Zone Headquarters Jails
- Section Headquarters Jails
- Detachment Headquarters Jails

The Coiba Island Institution is for male prisoners who have been sentenced to terms of two years or more. It is an agricultural type penal colony about 15 miles off the Pacific coast of Panama. It is supposedly under the technical direction of a "Commissioner of Corrections" responsible to the Minister of Government and Justice. However, a lieutenant in the National Guard commands the Guard Detachment which maintains control on the island.

The Regular Jail in the capital holds prisoners from the Panama Zone who are charged with major offenses for which they have not yet been tried and those who have received sentences of two years or less. It has separate quarters for female prisoners. It receives prisoners from the zones with sentences of six months or more and holds prisoners destined for Coiba until a group is ready to go.

The Central Headquarters Jail in the capital retains prisoners held for trial for small offenses, prisoners sent by the Secret Police for a maximum of 24 hours, and prisoners serving up to 60 days in jail. The jail has two separate cells for women and for those serving sentences for traffic violations. Juveniles (children under 18) taken into custody in the capital are transferred to the juvenile detention hall which is administered by the juvenile court. Only if they are control problems are juveniles placed in jail in the capital. Outside the capital juveniles are placed in jail with adult prisoners.

The zone, section, and detachment jails hold prisoners awaiting trial and those serving sentences up to six months. There are instances where prisoners with sentences of more than six months are kept in local jails but these cases are infrequent.

2. Facilities.

The inmates at the Coiba Island Penal Colony live in wooden barracks or dormitories. There are provided special confinement cells for escape risks and control and disciplinary problems. This island facility is in a stage of development and construction work is continuously progressing. The colony is almost self-sufficient so far as food is concerned, the prisoners raising their own meat, poultry, and vegetables. The capacity of the colony is almost unlimited insofar as the needs of Panama are concerned. Although most prisoners enjoy minimum security privileges, Coiba may be considered a medium security facility because of its location.

The Regular Jail in the capital is a square masonry type structure of three stories and a basement. It is surrounded by a high masonry wall and occupies approximately one-half a city block. In the basement are storage rooms for food, supplies, and equipment, carpentry and maintenance shops, recreational facilities for the Guard, the jail canteen, and the School for the Formation of the Guard, including dormitories and classrooms. The three surface stories house the confinement facilities. A sick bay and clinic occupy one wing of the third floor. The cells are barred rooms facing the corridors on either side. The jail equipment, although not modern, is adequate for its purpose as far as effectiveness is concerned. The jail, built for 285, now has a population of 472. In spite of its crowded condition, the jail is maintained in an excellent condition of repair and cleanliness. It is cleaned four times daily. The diet is meat, rice, beans, and bread. The allowance for feeding prisoners is 24¢ per person and this prohibits adding vegetables to the diet. The prisoners receive exercise periods in the

courtyard and are assigned to maintenance, gardening, and cleaning tasks about the jail.

The Central Headquarters Jail occupies a portion of the basement in Central Headquarters and is administered by the Guard of Disposition. Food for the prisoners is cooked at the Regular Jail and is delivered in pots for serving. The jail, having a capacity of 60 prisoners, is kept in a clean condition and, although not modern, serves its purpose well.

The zone and section headquarters visited had jails which were in no way fit for their purpose. The overcrowded buildings are in a run-down, filthy condition. The bars and gratings are rust eaten. The roofs and walls leak and the rain forms mosquito breeding puddles in the courtyards. The writers inspected one section jail where 30 out of 70 prisoners were ill with influenza. The writers were forced to leave the jail because the stench made breathing impossible. Some of the detachment jails were as bad but most were generally clean and in better repair than the larger jails. The jail at Colon was the only one of those visited outside the capital where food was prepared in a kitchen under supervision of an employed cook. In the other jails the prisoners prepared their own food individually or in cliques over an open fire. The fare was rice, beans, and bread.

There are no defined programs of recreation, diagnosis, classification, clinical or occupational therapy, or vocational training in any of the jails on the mainland. There is no parole. The maximum penalty in Panama for any crime is 20 years in prison. For anyone serving the maximum sentence there is no time off for good behavior, or other reduction of sentence. For those with lesser sentences, "good time" is allowed.

K. BUILDINGS

The condition of National Guard buildings ranges from "excellent" to "unfit for occupancy". Over half of the space in most of the buildings is used as living space for members of the Guard during their reserve hours.

The Central Headquarters Building in the capital is of good construction, is in good repair and clean, but is overcrowded.

The zone headquarters building in Colon is unfit for occupancy. The Guard has another building which is planned for use as a Zone Headquarters. This building and the land it occupies was ceded to the Republic by the United States in the treaty of 1955. Although old, it is of good construction and in excellent condition. It should serve well as a zone headquarters building.

A large new headquarters building for the Azuero Zone is under construction at Chitre.

The Central Zone headquarters building is old, crowded, and in poor repair. It is difficult to keep clean.

None of the section headquarters buildings visited were found to be adequate. Most of the detachment buildings were excellent, roomy, pleasant, and clean.

Most of the National Guard buildings are constructed as a result of community effort and/or the ingenuity and resourcefulness of the Guard commander in that locality. In many places members of the community have donated labor, money and materials to construct Guard buildings. In other instances the commanders of the Guard units have solicited donations of new and used materials, worked themselves, used National Guard labor, and prisoner labor. One captain held bingo games to finance the purchase of materials otherwise unobtainable. (See Figure No. 6, Page 43.)

The labor of both Guardsmen and prisoners is used in janitorial and maintenance work.

L. RANGES

The National Guard has no ranges for firearms training.

M. EQUIPMENT

1. Purchasing.

National Guard equipment is purchased by the Department of General Administration. Items costing less than B/200 may be purchased outright. Those more expensive must be purchased on competitive bid. There does not appear to be any attempt at scheduling replacement of equipment and supplies on the basis of consumption rates.

2. Automotive.

The National Guard has a fleet of 178 buses, trucks, ambulances, passenger autos, and motorcycles. Distribution by make, model, and year is shown in chart Figure No. 7, Pages 44 and 45. Most of the automotive equipment is several years old and about half of it is worn out. Almost all of the motorcycles are worn out.

a. Purchase.

The captain commanding the maintenance shops makes up specifications for automotive equipment and every two years the General Administration Department advertises for bids. Two years ago a fleet of

Figure No. 6

DETACHMENT HEADQUARTERS BUILDING CONSTRUCTED THROUGH
COMMUNITY EFFORT AND PARTLY FINANCED BY PROCEEDS FROM BINGO GAMES



DISTRIBUTION OF MOTOR VEHICLES
IN THE NATIONAL GUARD BY STYLE, MAKE AND MODEL

	PANAMA-CITY	COLON	TOCUMEN (AIRPORT)	BOCAS DEL TORO	BUENA VISTA	RIO HATO	LA CHORRERA	SAN CARLOS	ANTON	EL VALLE	PENONOME	AGUADULCE	CHITRE	LAS TABLAS	NATA	SANTIAGO	SONA	DAVID	PTO. ARMUELLES	COIBA ISLAND	DIVISA	BOQUETE	PANAMA VIEJO	FRONTERA	LAS LAJAS	CHIRIQUI	TOTAL	
<u>PANEL TRUCKS</u>																												
International	1947	1																1										2
"	1948	1																										1
Cadillac	1952	1																										1
Chevrolet	1951																						1					1
<u>PRISON VANS</u>																												
Chevrolet	1953	1																										1
"	1952	2																										2
International	1947		1																									1
<u>TRUCKS</u>																												
Dodge	1949																		1									1
Dodge	1950	3																										3
"	1956	1																										1
International	1948	1																										1
"	1953	1																										1
"	1957	1																										1
Chevrolet	1951		1																									1
Ford	1951	1																										1
<u>STATION WAGONS</u>																												
Plymouth	1956	1																										1
Chevrolet	1948	1																										1
"	1950											1																1
"	1951	4																	1									5
Willys	1955		1																									1
<u>CRANES (WRECKERS)</u>																												
International	1942	1																										1
Dodge	1948		1																									1
<u>MOTORCYCLES</u>																												
Harley-Davidson		30	2			1	1		1		1	1	2			1		2			1	1			1			45
<u>BUSSES</u>																												
Chevrolet	1941	4																										4
"	1949	1																										1
Carry forward....		56	4	2	-	-	1	1	-	1	-	1	1	3	-	-	1	-	4	1	-	1	1	1	-	1	-	80

UNCLASSIFIED

Figure No. 7 (continued)

		PANAMA CITY	COLON	TOCUMEN (AIRPORT)	BOCAS DEL TORO	BUENA VISTA	RIO HATO	LA CHORRERA	SAN CARLOS	ANTON	EL VALLE	PENONOME	AGUADULCE	CHITRE	LAS TABLAS	NATA	SANTIAGO	SONA	DAVID	PTO. ARMUELLES	COIBA ISLAND	DIVISA	BOQUETE	PANAMA VIEJO	FRONTERA	LAS LAJAS	CHIRIQUI	TOTAL
Brought forward..		56	4	2	-	-	1	1	-	1	-	1	1	3	-	-	1	-	4	1	-	1	1	1	-	1	-	80
<u>PICK-UPS</u>																												
Chevrolet	1951									1						1	1							1				3
"	1952	1				1																		1				3
Dodge	1949						1	1						1	1													4
"	1950										1																	1
Ford	1950																	1										1
"	1951							1				1																2
"	1952											1																1
<u>SEDANS</u>																												
Chrysler	1956	1																										1
Buick	1950	1	1																									2
"	1956	1																										1
Dodge	1952			2			1																					3
"	1955	7																										7
"	1957	3																										3
Chevrolet	1949														1													1
"	1950	2										1																3
"	1951	12	4	1								1		1	1		1		1					1				24
"	1952	1	1																									3
Plymouth	1952	1																										2
"	1954	4																	1									5
"	1956	6																										6
"	1957	1																										1
Hillman	1952				1																							1
DeSoto	1955	1																										1
<u>JEEPS</u>																												
Willys	1941																			1								1
"	1947																			1								1
"	1951													1								1		1				3
"	1952	1										1		1											1			4
"	1955																		2									2
Ford	1941			1													1											2
Land Rover	1956	4																										4
"	1957	2																										2
TOTALS.....		105	13	3	1	1	2	3	1	2	1	5	2	6	4	1	4	1	9	2	0	1	2	3	1	2	3	178

deficiencies which hamper operations. A record is maintained on each vehicle which shows the date, type, and cost of each repair and tire replacement.

Each auto is supposed to have an oil change and lubrication once monthly. For administrative and general purpose vehicles the monthly mileage would possibly be 1000-1500 while on a patrol car it would be closer to 8000. Drivers are supposed to refuel the vehicles and check the oil at the change of shifts.

5. Use.

Each vehicle is assigned to the officer or to a given unit which assigns the driver. He is responsible for checking the car for damage, operating condition, gas, oil, water, and air. He is also supposedly responsible for its good care during the time it is in his custody.

Some general purpose vehicles such as trucks, jeeps, and personnel carriers are kept in the pool.

Personal use of an assigned auto is authorized for rank of captain and above.

In parts of the interior where auto travel is difficult or impossible, horses for use of the Guard are rented from citizens for a monthly rate.

6. Parts.

Parts are not stocked by the maintenance shops. Items of common use such as spark plugs, etc., are obtainable from the General Administration Department which maintains an inventory of such items. Ordinarily it is necessary to buy parts as they are needed. Quantities costing \$50.00 or less may be bought outright. Much of the lubricants and other supplies are bought on bids. The maintenance shop prefers to purchase the parts because it is maintained that shop personnel can obtain the proper kind of parts at about 1/3 the price ordinarily paid. B/40,000 were appropriated for purchase of spare parts during fiscal year 1958.

N. WEAPONS

The chart, Figure No. 8, Pages 48, 49, and 50, shows the approximate number by type and calibre of weapons owned by the National Guard. Eighty per cent of these weapons are in the capital. The special weapons are kept in the armory at each headquarters. The sidearms of Guard personnel are also left in the armories when the Guardsmen are away from their headquarters on free time. Each headquarters has its armory. The armory at Central Headquarters is the most secure and the one most suited to its use. It is well protected and

DISTRIBUTION AND TOTALS OF NATIONAL GUARD ARMAMENT

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20*	
<u>MACHINE GUNS</u>																					
Colt, Cal. 30, M-1938	6																				6
Browning, Cal. 30, M-1919	12	3																			15
Browning, Cal. 7mm, M-1917	3																				3
Hotchkiss, Cal. 7mm	1																				1
<u>AUTOMATIC RIFLES</u>																					
Browning, Cal. 30, M-1918	7																				7
Mendola, Cal. 7mm, M-1917	3																				3
Newhusen, Cal. 7.62mm	1																				1
Breda, Cal. 7mm	1																				1
<u>SUBMACHINE GUNS</u>																					
Thompson, Cal. 45	43	11	4	1		9	15	2	1				6	7	3	4	2	2	2		112
Reising, Cal. 45	82					1			3	2		2		11							101
Newhausen, Cal. 7.62mm	5						3		1												9
S.M., Cal. 45	1																				1
M-3A1, Cal. 45	2																				2
<u>TEAR GAS GUNS</u>																					
Calibre 1.5	3	2				2	2						1	2							12
Calibre 37mm	2																				2
<u>RIFLES</u>																					
Eddystone, Cal. 30	474					3	5					7	212	319							1,020
Winchester, Cal. 30, M-1917	112																				112
Remington, Cal. 30, M-1917	218																				218
Lee, Cal. 30, M-1903	88		31	43	20					4	7		1		50	71	34	39	25		413
Obendorf, Cal. 7mm	1,306	160						5	1	11	10										1,500
Winchester, Cal. 351	1																				1
Springfield, Cal. 30, M-1903	15																				15
M-1 Garand, Cal. 30	13																				13
Springfield, Cal. 30, M-1903	6																				6
<u>CARBINES</u>																					
F.N., Cal. 7mm	21					162	108		3	6					2						302
M-1, Cal. 30	7																				7
<u>MORTARS (Cal. 60mm)</u>																					
	13	2																			15

NOTE: It was not possible to obtain an accurate count of sidearms, however the number is believed to be between 2,300 and 2,500, most of which are not serviceable.

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* See key list on Page 49 for designation of unit.

Key - Name of units designated by number on Pages 48 and 50:

- 1 - Central Headquarters.
- 2 - Regular Jail.
- 3 - Chorrera.
- 4 - Coiba.
- 5 - Darien.
- 6 - Cavalry Squadron.
- 7 - Presidential Guard.
- 8 - Traffic Department.
- 9 - Old Panama.
- 10 - Tocumen.
- 11 - Jaque.
- 12 - San Blas.
- 13 - 2nd Section.
- 14 - 3rd Section.
- 15 - 4th Section.
- 16 - 5th Section.
- 17 - 6th Section.
- 18 - 7th Section.
- 19 - 8th Section.
- 20 - Totals.

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Figure No. 8 (continued)

	1	2	3	4	5	6	7	8	9	10	11	12*
Cal. 30	391,025	20,000	2,441	1,458	618	150						315
Cal. 30 (Fogueo)	6,800											
Cal. 30 MI (Carabina)	1,467											
Cal. 38 (Revólver)	14,865	548	126	362		155	351	10		51	60	
Cal. 38 (Auto.Pistol)	77,750	607	314	6	23	2,954	214					
Cal. 45	248,151	6,799	3,910	1,000		10,980	4,614	60	248			
Cal. 303	8,737									289	500	
Cal. 7mm	500,684	16,496				9,200	10,187	187	700	600		
Cal. 7mm (Fogueo)	6,298									25		
Cal. 7mm (Seguridad)	2,855											
Cal. 7.62	1,963						1,000		143			
Cal. 9mm	4,903											

	13	14	15	16	17	18	19	Total
Cal. 30	7,859	14,498					4,879	338,676
Cal. 30 (Fogueo)								6,800
Cal. 30 MI (Carabina)								1,467
Cal. 38 (Revolver)	754	15	249	197	289	289	243	18,564
Cal. 38 (Auto.Pistol)	502	846	250	727	341	92	403	85,029
Cal. 38 (Short)		51						51
Cal. 45	21,145	13,096	4,036	2,035	5,150	3,670	2,768	327,665
Cal. 303			2,742	4,500	4,854	4,067	4,879	30,568
Cal. 7mm							54	538,108
Cal. 7mm (Fogueo)								6,323
Cal. 7mm (Seguridad)								2,855
Cal. 7.62								3,106
Cal. 9mm								4,903
Cal. 32		56					36	92

* See key list on Page 49 for designation of unit.

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is air conditioned. It includes an arms repair shop where weapons from the entire Guard may be repaired. The other armories under the direct control of the local commanders, are usually nothing more than strong rooms used for secure storage of weapons. The captain in charge of the armory at Central Headquarters is responsible only to the Commander-in-Chief of the Guard. He has technical responsibility for the maintenance, repair, and storage of weapons throughout the Guard. Large quantities of ammunition of all calibre are on hand in the basement. It is said that this ammunition was bought many years ago and that a great deal of it will not fire.

In the capital all weapons are kept clean and heavily oiled to prevent rusting. The special weapons are in good condition but approximately half the revolvers are unserviceable as a result of rust, wear and/or broken parts. In the Guard units away from Panama the arms are in poor condition. There are few armories which have any protection against humidity although in some the electric lights are left burning to dry the atmosphere. In some units the weapons were found heavily oiled and well maintained but in most they were coated with rust and many cases a large percentage of the rifles were inoperative. An estimated 95% of the revolvers were unserviceable. In most cases weapons were kept loaded in the armories and the corrosion from the ammunition had spread to the weapons. Some of the revolvers had only two or three cartridges and almost all were loaded with mixed brands and types including wad-cutters (target ammunition), shorts, and specials. Many of the primers showed marks indicating that attempts to fire the cartridges had been unsuccessful; yet the cartridges were left in the guns. Standard safety precautions in handling firearms is an uncommon practice. In all instances but two the writers were handed loaded guns to inspect. Loaded weapons were pointed carelessly while the mechanisms were manipulated.

O. OFFICE EQUIPMENT

Office machines such as typewriters and adding machines appear to be outdated and badly worn. Here again rust is a problem. Although the number of filing cabinets on hand is probably adequate, the required sizes with respect to cards and forms are not always available. The National Guard is in an advantageous position to secure these items from U.S. excess stocks at greatly reduced prices.

P. SUPPLIES

Because of the irregular buying practices by the Department of General Administration it is difficult to arrive at a definite figure for the annual cost of supplies. Supplies are purchased in such amounts that they will sometimes be on hand for years as in the case of the ammunition. In other cases quantities of supplies purchased will be exhausted within a few weeks or months and there will be no funds for additional purchase until the following fiscal year.

A stock control system is maintained on the supply inventories and reflects the stock levels at all times. Issues and receipts of stock are recorded on the inventory card at time of movement.

There is no indication of a smooth, well regulated flow of supplies from the Department of General Administration to the zones, sections, and detachments, nor is there evidence of an orderly requisitioning system. Unit commanders in the outlying zones claim much difficulty in obtaining supplies with which to operate their units.

Q. SPECIAL PROBLEMS

1. Canal Zone Labor Force.

A large part of the Republic's economy is dependent on the payroll and commerce resulting from the operation of the Canal. The Panama Canal Co. employs more than 17,000 Panamanian citizens, the majority of whom live outside the zone and must commute back and forth to work each day. Without these workers the canal cannot be operated. Therefore, an ever-present responsibility of the National Guard is the assurance that a stable working force will arrive safely and on schedule at the Canal Zone each day. Civil disturbance, traffic stoppage, or disaster are probably the greatest hazards to the smooth flow of the labor force. Other influencing factors are control of vice (including prostitution, narcotics, liquor and gambling) and crime which directly or indirectly influence the stability of the labor force.

2. Prostitution, Gambling, and Narcotics.

The National Guard and Secret Police both have responsibilities relating to prostitution, gambling, and narcotics. The Guard may handle on-sight violations encountered in course of patrol while the Secret Police handle the investigative aspects.

Prostitution is legal in Panama when those engaged in it comply with health regulations requiring prostitutes to register and submit to periodic examination. Activities of panderers and madams are illegal, but there is ample evidence of their operations. The existence of these clandestine activities can tempt police and other public officials by making graft payments available. Moreover, the activities of criminals who swarm around prostitution as flies to spoiled meat create a serious police problem. This atmosphere is also harmful to legitimate business, especially that of tourists.

The Government has a monopoly on gambling and is entitled to all profits derived from it. Gambling establishments of the Casino type are operated under the Ministry of Finance in some privately owned hotels, night clubs, and resorts. There is a national lottery and tickets for the weekly drawing may be purchased anywhere. Apparently the greatest concern is with counterfeiting of lottery tickets and other attempts to defraud gaming devices.

There is a considerable amount of illegal narcotics traffic apparent in Panama. Marihuana is cultivated, processed, and sold. It is probably the most common drug. Cocaine is smuggled in from countries of the Andes where the coca leaf is plentiful. Heroin is mentioned infrequently; however, it is believed that because of newly developing clandestine opium industries in some of the Latin American countries that the coming of an opium-heroin problem is but a matter of time. The maximum penalty for engaging in illegal drug operations is B/500.00 fine and/or two years imprisonment.

3. Juvenile Delinquency Control.

The juvenile delinquency control problem appears to be ignored or neglected. Neither the National Guard nor the Secret Police have any specialized activities directed toward prevention or control of juvenile delinquency. That there is a serious juvenile problem in Panama is apparent almost as soon as the observer steps to the street. There is a juvenile court in the capital and one in Colon, but only in the capital is there a separate place of confinement for juveniles.

4. Border and Coastal Control.

For its size Panama has probably the longest coastline of any country in Latin America. The National Guard has responsibility for the security of the borders and coastlines. There is considerable smuggling of contraband including narcotics and arms. Any country has a problem of immigration control and Panama is no exception.

The port activities resulting from Panama Canal traffic add to the problem of smuggling and illegal immigration. Another problem is the violation of its territorial fishing and shrimping waters by foreign craft. The Republic of Panama has no defined system of border, port, or coastal control. The few boats owned by the National Guard are in poor condition and are operated on a catch-as-can basis. Airplanes with pilots are available on a hire basis. The patrolling of any given section of the frontier is the responsibility of the Guard unit in whose geographical area that particular section lies.

5. The Pan American Highway.

The Pan American Highway which will open through Panama in another two years will present another major enforcement problem. Thousands of passenger cars, buses and trucks, all loaded with goods and people, will be entering and leaving Panama. In addition to smuggling and immigration control, many new traffic and crime control problems will arise. The Highway must be patrolled for the protection of its users as well as in the interests of the Republic.

6. Riot Control or Civil Disturbances.

Evidence at hand lends basis for belief that the National Guard is not yet adequately trained in the proper techniques of riot or civil disturbance control and as a result is not capable of handling such disorders without grave consequences which reflect unfavorably on the Guard. Although course material in civil disturbance control is contained in the training curriculum, it is doubtful that sufficient emphasis is placed upon the subject or enough time is devoted to field exercises and drill to train efficient riot control details. Twenty Guard personnel were recently graduated from a riot control course given by the U.S. Military Police School at Fort Gulick, Canal Zone. However, they have not yet had opportunity to disseminate their acquired knowledge through the ranks. The absence of decentralized, in-service training adds to the problem of training in this important area of police operation.

7. Civil Defense Related to the National Guard.

A Civil Defense Committee has been established for the Republic of Panama and its function is the same as that of the civil defense organization in the U.S. - to aid in preserving life and property in times of disaster and distress. The National Guard occupies its rightful place in the overall plan and in the event of an emergency would have all of its resources available to furnish police services over protracted periods of time in coordination with the other units which should participate in civil defense. The Civil Defense Committee may receive technical assistance and advice from the committee in the Canal Zone.

R. PUBLIC RELATIONS

Because of the common visibility of the uniformed National Guard, the people of Panama see their government personified by this organization more than any other. Thus, the attitude of the Guard toward the people directly influences the feeling of the public towards its government. There appears to exist within the Guard, whether unconsciously or not, the philosophy that its mission may best be accomplished by remaining aloof from the public, regarding people as subjects rather than as persons. There is apparent no defined program of public relations in the Guard.

In traveling about the Republic the writers observed that Guard personnel in the interior were apparently much closer to the people than in the capital and more prone to render assistance of all types. Increasing distance from the capital was accompanied by diminishing military discipline and demeanor.

In the capital many enthusiastic and appreciative remarks are heard regarding one sergeant who directs traffic at the intersection of Automobile

Road and Transisthmian Highway. He wears a perpetual smile and has a jovial word for all who pass. He apparently represents an exception.

The writers, on occasion of contact with various Guardsmen not knowing their identity, were spoken to in a manner not conducive to a pleasant reaction. The intentions of the Guard were probably good and it is likely that they believed this to be the proper manner.

S. BUDGET

The Department of General Administration annually prepares a budget request for submission to the National Assembly through the Ministry of Finance. The budget is a consolidation of requests received by the Commander-in-Chief from his unit commanders. Budget items are submitted to the Ministry by the Guard in lumped form as shown in the distribution of allocations for fiscal year 1958. No written justification is submitted in support of the budgetary items.

The figures on budgetary appropriations are:

Fiscal Year 1957.....	B/3,883,825
Fiscal Year 1958.....	B/4,089,928
Fiscal Year 1959.....	B/4,329,704 (request)

The 1958 budgetary allocations were distributed as follows:

Salaries.....	B/3,399,500
Retirement pensions.....	E/ 282,000
Uniforms.....	B/ 186,872
Garage equipment.....	E/ 500
Food for animals.....	B/ 18,900
Horse rental.....	B/ 15,280
Other expenses.....	<u>B/ 186,876</u>
Total.....	B/4,089,928

The General Administration Department exercises control over the budget.

CHAPTER III

THE NATIONAL SECRET POLICE OF PANAMA
(Policia Secreta Nacional - PSN)

A. HISTORY

Prior to the present organization, the only security and investigative service in Panama was within the National Police (NP), now known as the National Guard. There was no formal investigative unit, defined as such. Regular policemen were detailed to investigate crimes and apprehend criminals. Law #34, Article 97, dated December 31, 1918, established the Investigative and Criminal Identification Sections within the National Police. Law #72, passed June 18, 1941, established the National Secret Police (PSN) under the immediate direction of the Minister of Government and Justice. The PSN is defined as an organization independent of the National Police. The new PSN's responsibilities are set forth as the pursuit and investigation of violations of laws and crimes against institutions of the Government and National Security. (It also has the responsibility of affording security of the President and high dignitaries - not defined.)

The separation of the PSN from the NP was prompted by the belief that the responsibility for the unit within the National Police was too great and that the National Police were not trained or equipped to do the job.

B. LEGAL ASPECTS

Law #72 of June 18, 1941, states that the PSN should be an investigative organization rather than a preventative organization. The PSN is under the supreme command of the President of the Republic and the direct command of the Minister of Government and Justice. Upon the completion of an investigation the PSN reports the results to the proper judicial authorities for prosecution and/or disposition.

1. Lines of Control.

The National Assembly must approve the PSN budget but the Legislative Branch cannot name PSN personnel. The Minister of Government and Justice must approve appointments, promotions and dismissals. The administration and control of the PSN is within the Executive Branch. The PSN "persecutes" and investigates violations of laws and crimes against State Institutions and protects the security of the nation.

2. Power to Act.

Written permission from a government prosecutor must be obtained before a PSN investigator can search a dwelling. As a matter of practice

the District Attorney or Prosecutor usually accompanies the investigator to make a search. The PSN can legally search a place if the legal occupant of the place will sign a waiver of search. Bonding practices are loose. Prosecution procedures vary, depending on the person being prosecuted as well as the prosecutor. The PSN is limited to holding a person for not more than 24 hours without placing a definite charge against the person. After a person has been charged, the matter must be turned over to an appropriate prosecutor. Cases are often dismissed or are not prosecuted when suspects testify that their confessions were obtained by the police under duress. Panama does not have a parole system but the convicted person receives credit for the time spent incarcerated before being sentenced, in most cases. The PSN has arrest powers but does not have punitive powers. The PSN employees are not protected from political administration changes and in the past when there were such changes, practically all of the PSN employees were replaced by individuals named by the new political chiefs. The tenure in office of the PSN employees is not protected by law.

C. OPERATIONAL CLIMATE

The increased urban unemployment in the two terminal cities of the canal, Panama City and Colon, as well as the rapidly increasing population and consequent crowding of the city residents, has placed additional operational burdens on the PSN as the workload has increased without the benefit of having the number of PSN personnel increased. The operational personnel of the PSN have not been able to stay abreast of the increased work.

D. ORGANIZATIONAL STRUCTURE

A Chief Inspector General heads the organization. He has a deputy with the rank of Sub-Inspector General.

The Chief of Personnel (Detectives) functions as third in command, exclusive of "security" matters. He is the contact point between PSN personnel and the Chief. In practice this applies only to those in the sections under his immediate direction.

1. There is a Secretary General in charge of all administrative matters. There are three work shifts, 8 to 4, 4 to 12, and 12 to 8. Each shift is under the control of an Inspector in charge.

2. There is a Guard for Disposition (desk) which receives complaints from the public, maintains a log and makes case assignments.

3. The Arrest Section operates on one eight hour shift and is headed by an Inspector. The Arrest Section makes pick-ups not only for the PSN but for "fiscal" and judiciary authorities. The Arrest Section is also in charge of narcotic investigations.

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4. There is also a Homicide Section with two operating members.

5. The Pending Complaints Section has three employees who work on carry-overs and the backlog. At times they also receive special assignments from the Chief.

6. There is also a section of "Internal and External Security" which works on potential subversives entering and residing in Panama.

7. The Dactylisopic (Fingerprint) and Ballistics Section has eight people assigned to it and they work two shifts, 8:00 a.m. to 4:00 p.m. and 4:00 p.m. to 12:00 m. They make technical examinations and maintain records of criminals. They also keep an up-to-date photographic file on commercial chauffeurs.

8. The Office of Identification and Records has 16 people assigned to it and they prepare dossiers, make name checks, cross check and index the contents of Book of Events received from the National Guard. They also keep a file of all drivers licenses issued and issue certificates of good conduct.

9. The Section of Accounting is composed of three employees. They administer PSN accounting, keep recovered property records and handle payroll matters.

(See Figure No. 9, Page 61, Organizational Chart, National Secret Police.)

E. ADMINISTRATION

1. Personnel-Strength and Salary Scale.

The authorized strength of the PSN is 195 and the actual strength is also 195. The various positions of the PSN are listed below with the monthly salary for each position shown:

<u>Number</u>	<u>Position</u>	<u>Monthly Salary</u>
1	Inspector General	\$ 400
1	Sub-Inspector General	250
1	Chief of Personnel (Detectives)	225
1	Secretary General	200
1	Sub-Chief Inspector General (Colon)	200
1	Chief of Dactyliscope Section	200
1	Chief of Security	200
12	Inspectors, 1st class	150
15	Major officers, 6th class	140

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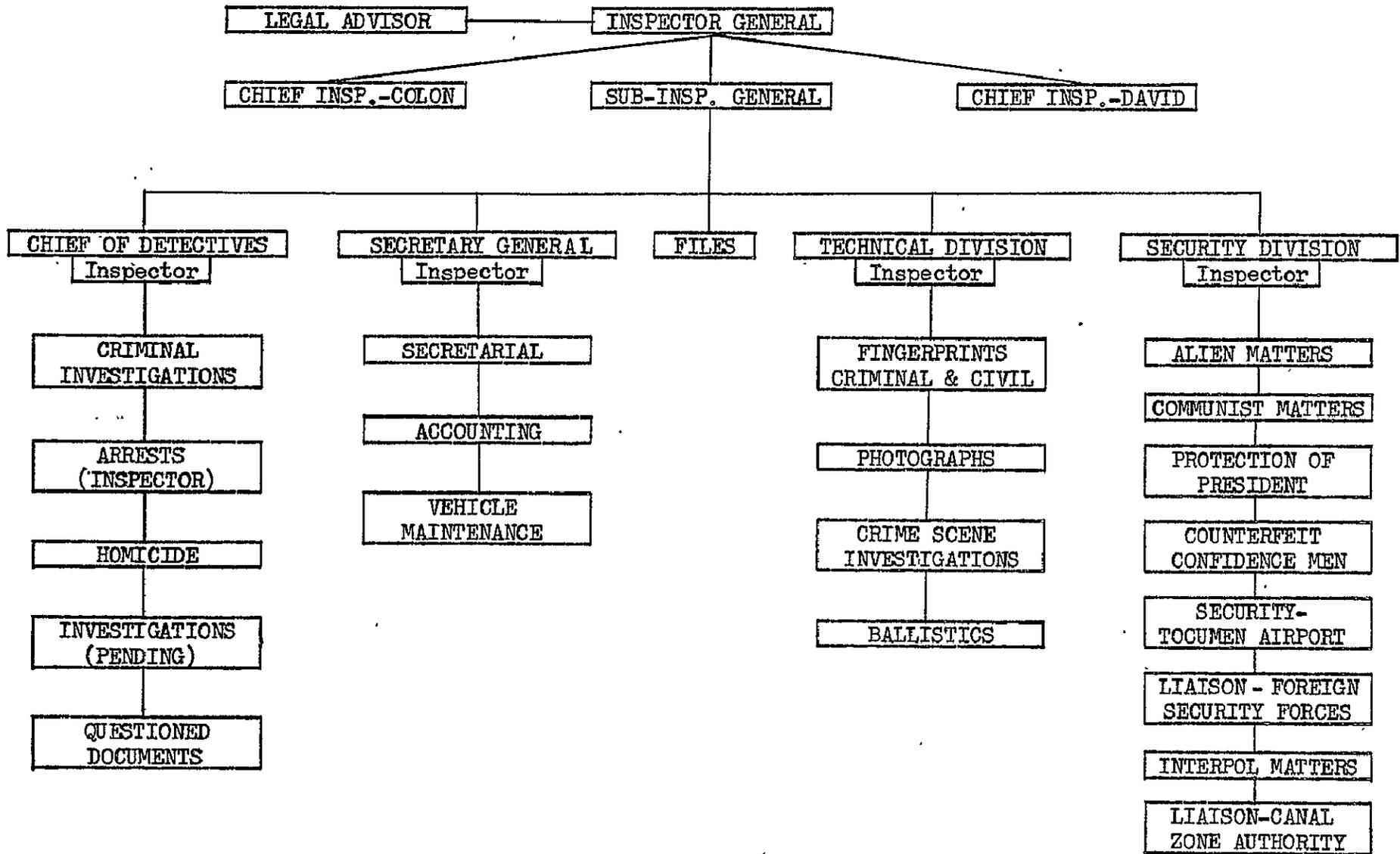
<u>Number</u>	<u>Position</u>	<u>Monthly Salary</u>
65	Detectives, 1st class	125
19	Detectives, 2nd class	110
20	Detectives, 3rd class	90
30	Officers, 3rd class	100
7	Officers, 4th class	90
7	Officers, 5th class	80
6	Typists, 2nd class	80
1	Section Chief, 5th class	125
2	Janitors, 2nd class	50
1	Messenger, 3rd class	50
2	Jailors	75
1	Legal Advisor	150

2. Standards of Recruitment and Conditions of Service.

An applicant for PSN employment should be a high school graduate but actual graduation from high school is not required even though it is desired. No previous experience is required. He should be in good physical health and be of good moral character. He must furnish five character references which will be contacted prior to his employment. After being hired the new employee receives no classroom or planned training except on-the-job experience. For each four years work the employee receives an 8% increase in salary. The PSN has the same retirement program as the National Guard. An employee with 25 continuous years, or 30 years service with a break, may retire and receive for the rest of his life the same salary he was receiving at the time he retired. Annual leave is accumulated at the rate of 30 days for each year's service. If the employee does not take any leave during his service he is entitled to two years' salary when he retires. Sick leave is accumulated at the rate of 15 days for each year's service. If an employee is incapacitated on duty he must rely on social security for future compensation. The present wage scale for PSN personnel is considered to be low in comparison with commercial salaries of similar educational requirements and the salaries are not likely to attract the most desirable applicants for PSN positions. The low salaries necessitate a low standard of living for PSN employees, and in many cases another source of income is required. Promotions can be initiated by the Chief of the Section but final approval must be made by the Inspector General. The Inspector General may discharge an employee for cause. Personnel are assigned according to the needs of the service. A new PSN officer receives a badge and is supposed to have a revolver assigned to him, but it is doubtful if the service can furnish an appropriate firearm to each new officer. The PSN recently purchased 15 serviceable (used) .38 calibre 4-inch barrel Colt revolvers from U.S. authorities. Confiscated arms have been issued to the investigative personnel in the past.

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ORGANIZATION OF THE NATIONAL SECRET POLICE OF PANAMA



3. Personnel Files.

Each PSN employee has a personnel file which contains all documents concerning personnel action. The Secretary General is responsible for the personnel records and the files are considered as confidential and reserved.

4. Appropriations.

Annual budgets are prepared by the Secretary General and submitted to the Inspector General. The proposed budget for the forthcoming year is then routed through the Ministry of Government and Justice where it is reviewed and modified to fit into the overall Ministry budget. The budget then goes to the Comptroller General where it is fit into the national budget which is then routed through the Minister of Public Treasury which in turn sends the national budget to the National Assembly for final approval. The PSN can obtain "special" confidential operating funds. PSN budgets for 1957 and 1958 are as follows:

<u>Item</u>	<u>1957</u>	<u>1958</u>	<u>Increase</u>
Permanent Salaries	\$224,280.00	\$272,480.00	\$48,200.00
Representational expenses	900.00	900.00	- - - - -
Retirements and other auxiliaries	1,800.00	1,800.00	- - - - -
Accessories and replacements of equipment	- - - - -	250.00	250.00
Office equipment and cleaning materials	8,175.00	8,175.00	- - - - -
Drugs and materials for Fingerprint Section	3,000.00	3,000.00	- - - - -
Technical services	6,000.00	25,000.00	19,000.00
Other equipment	1,000.00	25,000.00	24,000.00
Totals	<u>\$245,155.00</u>	<u>\$336,605.00</u>	<u>\$91,450.00</u>

5. Finance.

Expense vouchers are approved by the Chief of the Accounting Section and the Secretary General. Per diem payments of \$6.00 per day are made to PSN personnel when they are away from their regularly assigned posts on official business. The PSN has limited authority for expenses and can purchase items valued no more than \$200.00, without obtaining bids. There is a governmental regulation requiring bids for items costing more than \$200.00

6. Equipment.

The Inspector General is responsible for PSN property and equipment but he can delegate responsibility to the Secretary General who actually keeps an informal inventory.

The Secretary General furnished a list of PSN firearms showing the names of the employees to whom the weapons had been issued as well as the make, calibre and serial number of each gun. Twenty-nine Smith & Wesson .38 calibre (special) revolvers and 21 Colt .38 calibre (police special) revolvers were listed as well as 15 Star .22 calibre pistols. A list of the PSN automobiles was also obtained and showed that 20 vehicles were assigned to the service during August 1958 and that two of the units were out of service awaiting repairs. Two of the units were stationed in Colon and one in David, with the remainder in Panama City. The automobiles were described as follows:

<u>Make</u>	<u>Year</u>	<u>Body Style</u>	<u>Number and Remarks</u>
Chevrolet	1951	Sedan, four door	4 (1 in Colon)
"	1953	" " "	1 (out of service)
"	1954	Station Wagon	1
"	"	Sedan, four door	3
"	1956	" " "	1 (out of service)
"	1958	" " "	1 (used to escort President)
Dodge	1956	" " "	4 (1 in Colon; all used for patrol)
Plymouth	1950	" " "	2 (1 in David)
"	1952	" " "	1
"	1953	" " "	1
"	"	Station Wagon	1

7. Mail Room.

Regular and certified mail is used. The mail is received and distributed by the Secretary General who also maintains a correspondence file. Sometimes the National Guard facilities are used to distribute PSN correspondence away from Panama City. The National Guard runs a commissary truck to the interior posts each week and sometimes PSN mail is delivered by the National Guard personnel.

8. Records.

The PSN records are decentralized. There is a central index maintained in the "archivos" office which refers to the case involving a named person, particularly the suspect. A separate confidential index is maintained in the External and Internal Security Section. The Central Files Section contains personal dossiers. The Book of Events forwarded by the National Guard is also included in the Central Files, as well as copies of all drivers licenses issued which are filed alphabetically. The PSN files date back to 1942 but they were partially destroyed in an uprising in 1945. The door to the office of the files section is always locked when the office is empty from midnight to 8:00 a.m. The building is always guarded and "archivos" personnel have access to the records in that office. The records do not leave the file room. "Rap" sheets are made for use in court.

Evidence is held in the accounting section where it is packaged, tagged and logged. It is doubtful if there is any system of case control. There is a statistical system reflecting monthly activities. Fingerprint cards are classified and filed under the Henry System. Photographs are also included and the fingerprint classification is cross-indexed to a name card filed alphabetically. The card also has the number of that person's criminal history jacket which now number approximately 15,000. The files also list about 8,000 commercial chauffeurs and 5,000 World War II cabaret workers. Federal Bureau of Investigation Identification and Apprehension orders are integrated into the classified files. A photograph or mug file divided into the following categories is also maintained:

- Women
- Juveniles
- Counterfeiters
- Swindlers
- Auto and auto accessory thieves
- Narcotic traffickers

A firearms file is also kept which alphabetically lists the permit holders, the make of the firearm, the calibre of the firearm and the serial number of the weapon. The PSN exchanges fingerprint cards with the Canal Zone Police. The fingerprint work is usually current. It is planned to include in the fingerprint files a civil fingerprint card for each person who is issued a new cedula. All adult Panamanians must have an identification card and the national program of issuing new cedula was in progress in August 1958.

F. OPERATIONS

1. Liaison.

The PSN participates with friendly foreign countries in the investigation of international police matters, such as the movement of narcotics between the countries and the movement of internal criminals. Liaison is maintained with INTERPOL as well as with other agencies in other countries. The PSN expects to become a member of INTERPOL and Chiefs of PSN sections are reportedly members of IACP.

2. Investigative Procedures.

The PSN engages in criminal and subversive type local investigations. The use of informants by the PSN and other routine investigative techniques are practiced. The evaluation of information collected is informal and the confirmation or verification of such information is a hit or miss matter, as there are no established procedures followed. Information received or developed by the PSN is analyzed and usually is not disseminated outside of official PSN channels unless a specific request for such

information has been received from an authorized person. Physical evidence obtained during investigations is used mostly as investigative aids and little effort is made to establish a chain of possession or to safeguard such evidence from loss and careless or unintelligent handling. A police agent or informant rarely, if ever, appears as a witness in the prosecution of a PSN subject. The direction and supervision of an investigation is the responsibility of the chief of the unit concerned. The control and follow-up of the investigation by the chief is informal. The assignment of cases is usually determined by the classification of the type of crime. In Colon, cases are usually assigned to the various investigators by the rotation system. Colon is apparently the only place where an effort is made to control the assignment of cases and to keep statistical records concerning the number of cases assigned to each man and the status of such assignments. Reports are written on Forms #1663 and #0717. (See Figure No. 10, Page 66 and Figure No. 11, Page 67.) A complaint form which is not numbered is also shown in Figure No. 12, Page 68. Confidential sources are reported under pseudonym or are designated by letter or number symbol to protect their true identities. The work backlog is handled by the appropriate section working on pending complaints and the assignment of cases is determined by the seriousness of the crime. Interrogations are held in relative privacy. It is planned to use interrogation rooms but at the present time there are no interrogation rooms. Question and answer type statements are obtained. The service conducts fixed and moving physical surveillances. Their ability to install and monitor technical surveillances is limited by government regulations and the lack of technical ability. Each Investigator and official uses informants to the extent of his individual ability.

3. Scientific Equipment.

With respect to scientific aids, the Fingerprint and Ballistics Section has and uses quite extensively a comparison microscope and camera as well as a kit for the examination of questioned documents, an obliterated number developer, a post mortem fingerprint kit, three latent fingerprint kits, firearms identification scales, an ultra violet lamp, a fingerprint camera, which appeared to be broken, an iodine fumer and a complete photographic laboratory including a darkroom with an electric dryer, washer, an Omega enlarger (B-2), a contact printer, a 4 x 5 Speedgraphic camera and flash attachment (U.S. Army field camera) and a Gallery camera and lights. It is reported that a Rolleiflex Camera is also available to the photographic laboratory technicians.

4. Technical Qualification.

The Chief of the Fingerprint and Ballistics Section is the only PSN employee who has testified as an Expert Witness. He has a diploma from the Institute of Applied Science of Chicago, Illinois, and at the time of this writing he was in New York City visiting the New York City Police Department on a Panamanian Government financed training project. Evidence

NATIONAL SECRET POLICE OF PANAMA

REPORT OF INVESTIGATION

Charge.....

Record

Color	Sex	Age

No.....

Name..... Iden, Card No.Case No.

Address.....Place of Arrest.....

Date and Time of Arrest.....

Witnesses (Names and addresses).....

.....

Indicate who was arrested with the person mentioned above.....

Indicate below the nature of the investigation and all information in detail:
description of the articles seized as evidence, etc.

(If necessary continue on the other side)

Officers in the case.....

Reporting Officer.....

Report approved by:

Date of Report.....

.....

Time of Report.....

Rank

DISPOSITION

Imp. Nacional-Orden 1663. 23-9-57

Form PSN No. 2-1012

Republic of Panama
NATIONAL SECRET POLICE

AC No.

C.D.

Arrest Information

Name.....Photo. No.

Alias.....Iden. Card No.

Date..... Age..... Color.....

Occupation..... Marital Status.....

Nationality..... Address.....

Name of Agent..... Charge.....

Complainant..... For disposition of.....

Name of Agent..... By order of.....

Provisional Sentence..... Definite Sentence.....

Section No. Place.....

Name of Parents.....

Remarks

Posted by..... Date..... Page No. Book No.

Imp.Nacional:-Orden 0717. 13-4-56

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NATIONAL SECRET POLICE

Notice No. _____ Received by: _____ Time: _____

Offense: _____ District: _____

Accuser: _____ Iden. Card No. _____ Age: _____

Nationality: _____ Marital Status _____ Color _____

Occupation: _____ Address _____

Telephone: _____ Other places where might be found _____

Panama, _____ of _____, 1958

STATEMENT OF COMPLAINANT

~

Name and address of persons who can give information in this matter: _____

Arrested for suspicion: _____

Signature of Accuser

Investigator: _____, Chief of the Section of Investigations

is picked up during an investigation and passed on to the prosecuting official and many times the chain of possession is broken or not established. The scientific and technical equipment is well maintained by the employees in the Dactyloscopic and Ballistics Section. The equipment is accessible to the employees familiar with its use.

5. Relations with Other Government Agencies.

Records kept by other Governmental agencies are used by the PSN for background checks, etc. The PSN has official and unofficial access to the records maintained by other governmental agencies. Liaison is established between PSN and other components of the Panamanian Government having security and police functions. The current relationship between PSN and the National Guard is good because of the friendly feeling which exists between the Chiefs of the two services. The investigators of PSN can receive legal counsel to assist them in the investigation of their cases. The "Fiscal" or Prosecuting Attorneys handle the actual legal matters dealing with the prosecution of PSN investigations.

6. Controls.

Aliens are required to register and the PSN receives copies of all hotel registrations. The PSN maintains travel control at Tocumen International Airport. The National Guard maintains physical control at the International Airport and at the borders, seaports and other airports. Copies of the travel control records kept by the National Guard are furnished to the PSN. Passports and visas are issued by Immigration and the Foreign Office. Each adult Panamanian citizen must carry an identity card (cedula) and the PSN is now taking advantage of the cedula program by obtaining a full set of fingerprints on each person issued a cedula. There is no official censorship in Panama but like in most places the PSN can, with the cooperation of other Panamanian Government officials, obtain mail traces, etc. The PSN works with Migracion and the Foreign Office on immigration matters.

7. Communications.

The PSN uses the National Guard radio communications system to contact their radio-equipped automobiles. Regular telephone lines are also used for PSN communications. The PSN has a direct telephone line to the Panama Canal telephone exchange. There is no established courier system. Regular mail service is used to transmit PSN correspondence which includes the use of certified mail which requires the signature of the sender and the receiver.

8. Public Relations.

The reputation of the organization with the public has improved since the present Inspector General took command six years ago. Press

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releases on major issues have to be authorized by the Inspector General. Unofficial press releases are made by employees of the PSN on small or unimportant matters. Photographs are furnished by the PSN with their press releases when such photographs are available or obtainable.

G. SECURITY

There is 24-hour physical security of the headquarters building which is maintained by a desk officer near the entrance to the building. Permission from the desk officer is required before a person can enter other sections of the building. The actual security of the files and equipment located in the building in Panama City has been mentioned earlier in this report. PSN employees are penalized for security violations including the leakage of official information. The actual enforcement of personal security of employees and conducting security briefings is informal. Detention cells in the basement may be used to detain individuals for not more than 24 hours.

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CHAPTER IV

CONCLUSIONS AND RECOMMENDATIONS

A. THE NATIONAL GUARD

The National Guard in the overall perspective is a good organization with an excellent potential for development into one of the leading police organizations of Central America. Some shifts in training emphasis, changes in organization, and improved administrative procedures would accelerate its development.

1. The Military Characteristics.

The military complexion of the National Guard is worthy of serious consideration. Fortunately, Panama has no potential enemies; therefore, any threat of invasion is so remote that it is unreal. There is no single organized group within the republic with sufficient logistical support to constitute a potential problem calling for a military-type counter operation. In other words, there is no problem of internal security too great to be handled by a well-trained and disciplined, properly equipped civil police force. Law #44 defines the tasks of the National Guard as a police mission and in no way provides a basis for a military organization.

A military force by its very nature is organized, trained, disciplined, and equipped to engage an enemy. Being so prepared and not finding its satisfaction in a normal military operation, such a force is likely to encounter some degree of frustration.

A police force, while being organized and, to an extent, disciplined along military lines, is dedicated to the accomplishment of a different objective - public service: protection of life and property, apprehension of offenders, regulation of human conduct, and rendering miscellaneous services to the public.

A military force, being assigned the relatively quiet tasks mentioned in the previous paragraph, may unconsciously express its resentful attitude in overly repressive actions toward the public. The public naturally reacts unfavorably to such a relationship, thus setting the stage for frequent clashes of one type or another. There is no doubt that the National Guard of Panama finds itself thus related to the people. A strongly militarized police force implies control by imposition. People aspiring to self-government desire regulation as a result of their own expression.

It is apparent that in the areas of administration, discipline, training, equipment, and operations of the National Guard there should be a shift in emphasis from the military to civil police. It is believed possible that such a change could take place gradually and smoothly with no disruption of operations.

The National Guard is in need of a name which will not imply a repressive military-like group guarding objects or subjects. The name should imply the function of furnishing safety and service to the public. A change will require legislative action.

2. Administrative Weaknesses.

Administration of the National Guard is weakened by the following factors:

a. The excessively broad span of control by the Commander-in-Chief (shown in Figure No. 3 and discussed on Page 20), which weakens supervision to the point that there is almost no control from top level.

b. The absence of tables of organization which establish the number of positions and ranks at each level.

c. The transcendence of the chain of command by allowing commanders of units at detachment level to report directly to the Commander-in-Chief.

d. Lack of delegation of authority by commanders to subordinate levels enabling the discharge of duties commensurate with responsibility.

e. The confusion of staff and operating functions by placing line-operating units under the command of staff or service unit officers. Some examples are the placing of the regular force under command of the Personnel Training and Operations Officer and placing the Radio Patrol under the Communications Officer.

f. Failure to group properly the various tasks of the Guard with respect to similarity of function.

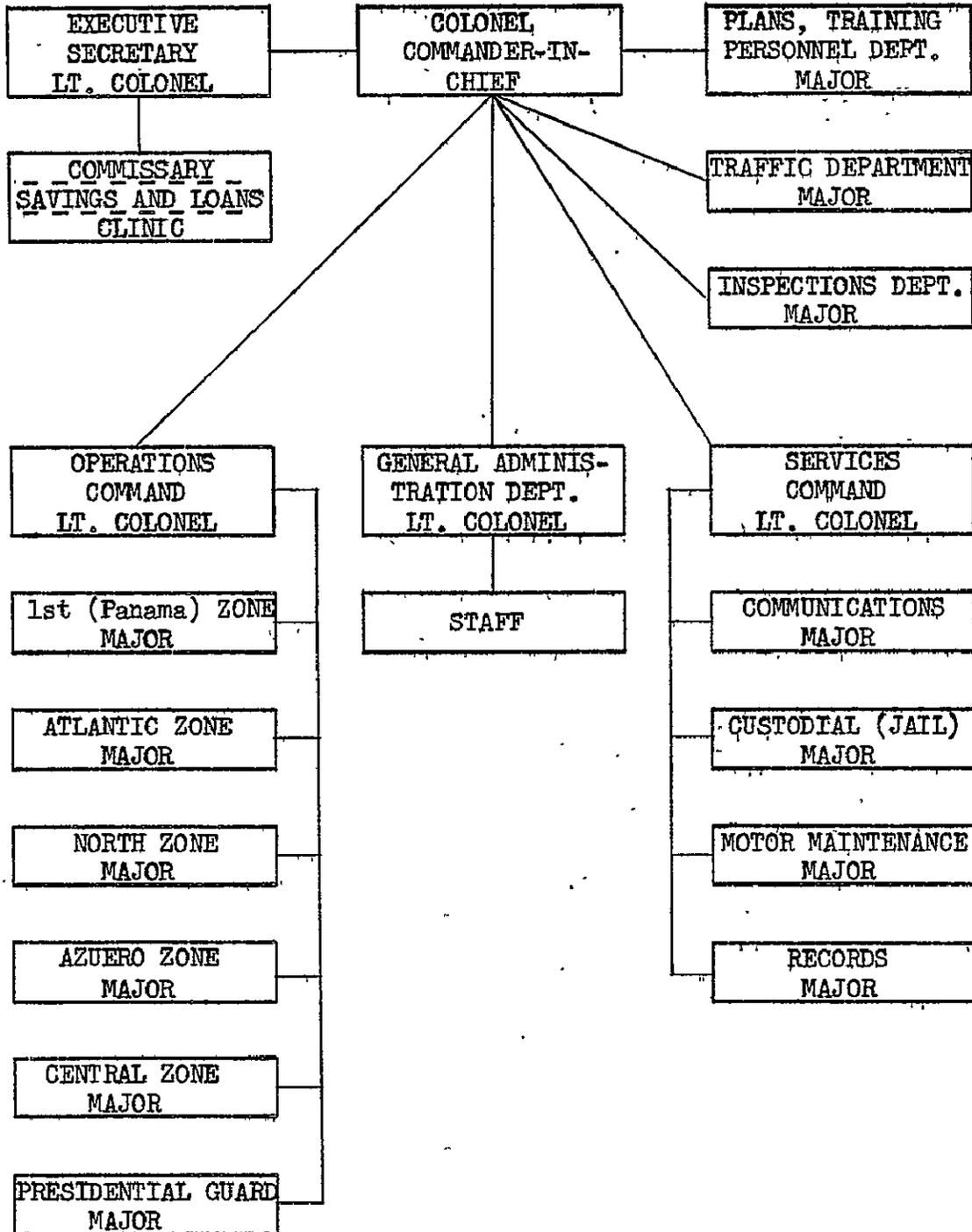
g. The absence of a clearly established means of transmitting the policies and orders of the Commander-in-Chief down to the various levels of subordinate command.

h. The lack of a staff-inspection system to evaluate the operations of the Guard to assure adherence to policy and compliance with orders.

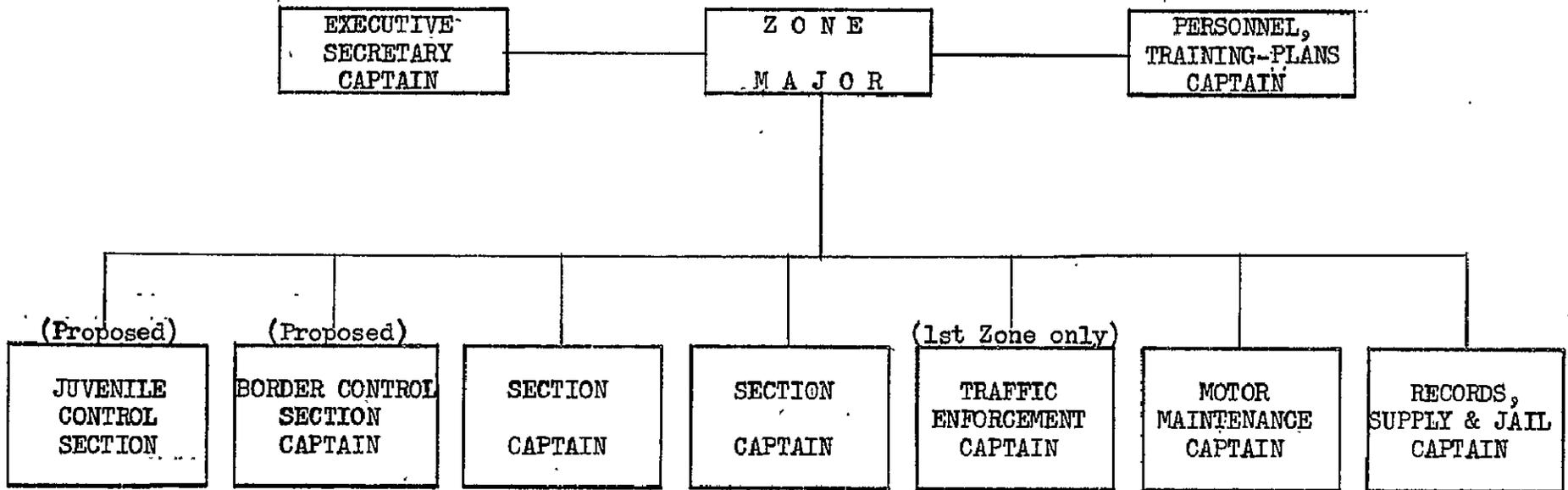
3. Basic Changes Recommended in Organization.

In order to effect firm control of the Guard by the command and establish clear lines of authority, it will be necessary to reduce the span of control, draw a distinction between those units whose function it is to assist in the overall command and those which effect or support the furnishing of police service to the public. (See Basic Organizational Pattern, Figure No. 13, Page 73.) The National Guard should be organized into three principal groupings:

DIAGRAM OF BASIC ORGANIZATIONAL PATTERN
NEEDED TO EFFECT FIRM COMMAND CONTROL OVER THE NATIONAL GUARD



DESIRABLE BASIC ORGANIZATION OF THE ZONE



- a. Command and Staff
- b. Operations
- c. Services

a. Command and Staff at top level should include:

- 1. The Commander-in-Chief - Colonel.
- 2. The Executive Secretary - Lt. Colonel.
- 3. The Plans, Training and Personnel Officer - Major.
- 4. Inspector and Public Relations Officer - Major.
- 5. The Traffic Officer - Major.

Because of its peculiar relationship to the Guard, the Department of General Administration should be under the direct control of the Commander-in-Chief.

b. Operations Command should be commanded by a Lt. Colonel responsible to the Commander-in-Chief and should include the five geographic zones and the Presidential Guard, each unit being under the command of a Major.

c. Services Command should also be commanded by a Lt. Colonel responsible to the Commander-in-Chief and should include the following units, each commanded by a Major:

- Communications
- Custodial (Jail)
- Motor Maintenance
- Records

d. Zones should be organized on the same general principle as the overall Guard (See Figure No. 14, Page 74); however, at this level some combination of functions should be effected. The Zone Commander should have the following staff:

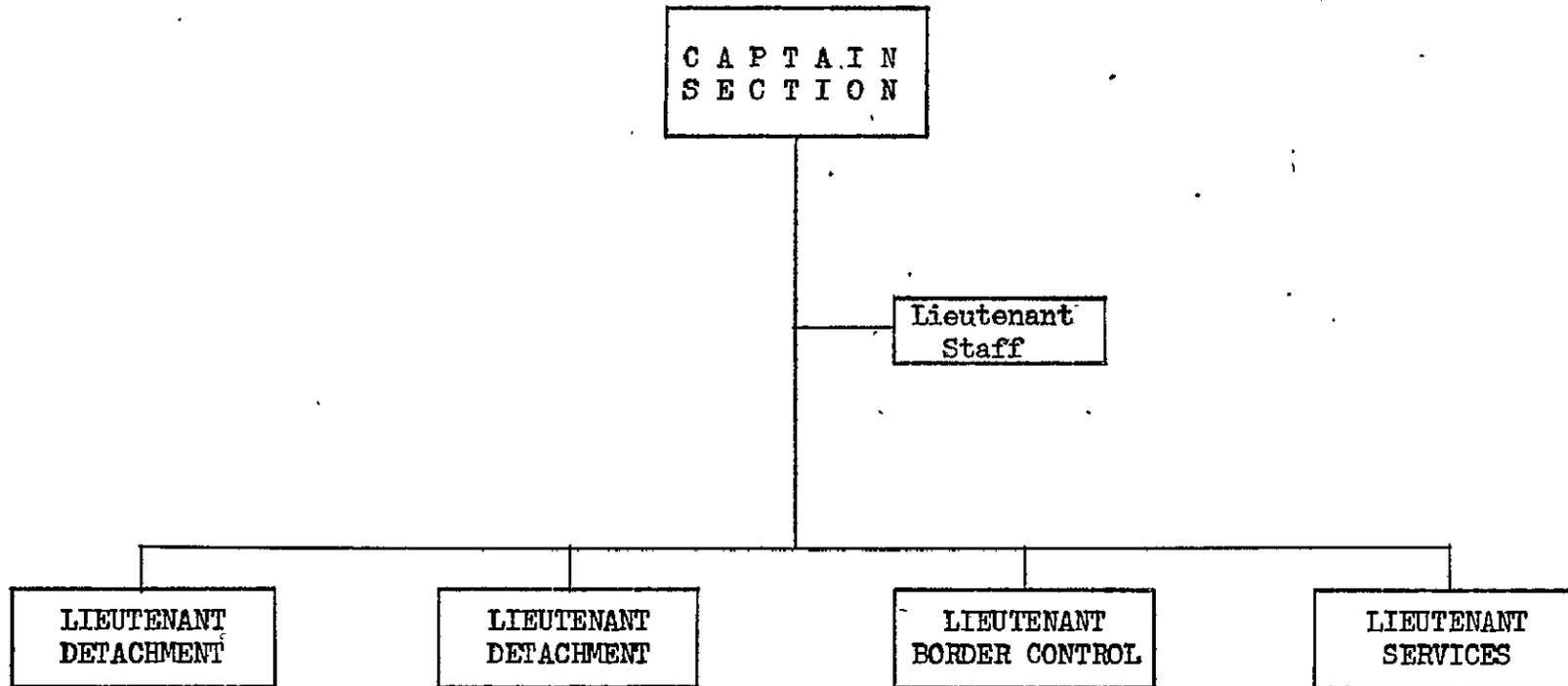
- Executive Secretary - Captain
- Traffic Officer - Captain
- Plans, Training and Personnel - Captain

Units which effect or support the furnishing of police services should be:

- Sections - Captain
- Traffic Enforcement (First Zone only) - Captain
- Records, Supply, and Jail - Captain
- Motor Maintenance and Communications - Captain

e. Sections should have a yet more simple organizational plan (See organization chart, Figure No. 15, Page 76) with one Lieutenant

SUGGESTED ORGANIZATION OF THE NATIONAL GUARD SECTION



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responsible for all staff functions, one Lieutenant in command of each detachment, and one Lieutenant responsible for the combined services which support operations.

f. Detachment organization should be the least complex with the commander; with the assistance of his junior and noncommissioned officers, performing his own staff functions. The service functions, few as they are at this level, may be assigned on a combined basis to noncommissioned officers.

The practice of dividing the First Zone Patrol responsibility between five different units reporting on the same level (Personnel, Training, and Operations Department; Communications and Radio Patrol Department; Tocumen Detachment; Old Panama Detachment; and the Cavalry Squadron) hinders any attempt at coordination of effort and undermines the principle of unified command. There is no sound administrative reason for such a partitioning of forces. Patrol, whether motorized or on foot, is the most important operation in the police effort. It is here especially that direct, definite lines of authority and close supervision are needed.

Personnel of patrol units of the capital should be re-integrated into the First Zone Command. These would include the Regular Force, the Radio Patrol, the personnel of the Cavalry Squadron, Tocumen and Old Panama Detachments and the Bay Detachment. These personnel should be assigned to sections appropriately divided into detachments for the purpose of providing patrol service to the capital under a unified command.

g. Disband Cavalry. The Cavalry Squadron is definitely a liability to the Guard. Not only is it costly to maintain, but the valuable space and manpower devoted to its sustenance are a hindrance to operations and progress. Moreover, the assignment of horsemen to patrol on foot under a separate command further violates the unified command principle. The value of horse cavalry in riot control and other police work has disappeared with the development of more modern techniques. The ceremonial purposes for which the cavalry is used do not justify the cost of maintaining this unit. The horses should be sold and the proceeds applied to the purchase of new and badly needed equipment. The area now occupied by the cavalry should be used for the critically needed expansion of the motor maintenance shops. The personnel should be integrated into the First Zone for patrol duty. The horsemen and bandsmen, however, should be so placed that they can be used for special duty on ceremonial occasions. Horses may be rented or borrowed at such times and the horsemen may still perform their ceremonial function while the bandsmen may still furnish the music.

h. Peripheral Duties. The Command of the National Guard should make a critical examination of the "Special Services" function of the Guard for the purpose of determining how many of its duties are directed toward the overall police effort and how essential are those which are not. The assignment of police to guard private business establishments and residences

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is considered private police service which should not be furnished by an organization supported by public funds. It is watchman or physical security work unlike ordinary police service, and should be rendered by private persons or organizations whose fitness is certified by the National Guard. For those essential services such as guarding public buildings, older and less active members of the Guard should be assigned.

4. Recommended Functions by Unit.

a. The Executive Secretariat should have the function of transmitting to the entire Guard or to any part of the organization at zone level the orders of the Commander-in-Chief. The Secretary should make decisions and initiate orders within the framework of established policy. These decisions and orders should relate to details with which the Commander should not be further concerned, having already covered them in formulation of policy. From this office should emanate the written general or special orders affecting all or any part of the Guard from central command level. They should not be concerned with details to be handled at operations levels. He should also keep the Commander-in-Chief informed with respect to unusual problems or incidents arising within the command. He should furnish the Commander with the summary digests of Guard activities as reported by zone commanders. He should handle all command correspondence. The Secretary should also retain the responsibility of supervising operation of the Commissary, the Savings and Loan Office, and the Clinic.

b. The Inspection Department should have the function of establishing and giving guidance to an administrative inspection system functioning at all levels within the Guard. The purpose of such a system would be to ensure by means of inspection and reporting if all administrative and operations procedures as laid down by the commands at various levels were being followed in conformance with overall Guard policy. The system should also constitute a check on compliance with specific orders.

A second function of the Inspection Department would be concerned with public relations.

Responsibility for guidance should remain here, at least until the entire Guard is so indoctrinated in public relations that the guidance function may be safely placed with some other unit. The Commander of the Inspection Department should be charged with development and implementation of a sound and comprehensive program of public and press relations for the entire Guard. The Commander and his staff should be alert at every turn to insure the vigorous application of the Guard's public relations policy throughout the organization, discover any weaknesses, and take steps to strengthen the program where needed. All press releases concerning Guard affairs and activities should be made through this office. Relations of a sensitive nature with groups such as student organizations and labor unions should be handled by the inspections unit. A panel of Guard members who

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are qualified public speakers should be maintained for the purpose of furnishing lecturers to schools, civic groups, and other organizations when requested. All efforts having to do with public relations should be directed at effecting a closer and more pleasant relationship with the public for the purpose of gaining the acceptance and support of the population.

c. The Department of Plans, Training and Personnel should have the following functions:

1. Direction of the overall planning process with respect to administration, organization, and operations in the Guard. Planning should be carried on at all levels and should conform to command policy.

2. Technical guidance of all training activities in the Guard, including preparing training schedules, lesson plans, gathering material for presentation, and developing training aids.

3. Direction of the officers' school, the sergeants' school, and the School for Formation of the Guard.

4. Recruitment of personnel on the basis of existing standards.

(1) Planning: The major portion of the planning work in the National Guard is done by the Department of Personnel, Training and Operations (as it is presently known) with little or no participation by subordinate units. The effectiveness and cost of police operations are directly affected by the quality and scope of planning which precedes them. Rather than performing most of the actual tasks of planning, the Department of Plans, Training and Personnel should assume leadership in the planning process for the entire Guard. Each unit should have the responsibility for the formulation of its operational plans which would fit into the master plans of the Guard. Planning should consist of working out in broad outline those things which need to be done and the methods for doing them. The plans should be on an annual, long-term, short-term, and special basis. The more basic the unit, the more specific should be the planning. The Guard master plan formulated by the Plans, Training and Personnel Department should be broad while those of the subordinate units should be detailed and exact.

(2) Training: Preparation of recruits, noncommissioned officers and officers should be centralized. However, the centralization of all training eliminates the opportunity to carry on a continuous program of needed in-service training and discourages interest in training in the outlying zones.

In order that personnel be adequately indoctrinated in the performance of their duties, training of one sort or another must be of a continuous nature.

The practice of promoting sergeants and lieutenants before their attendance at schools for these levels removes a large part of their

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incentive to apply themselves while in school. The practice also makes way for retention in rank of those who may not qualify on the basis of training.

The training curriculum is overloaded with military content which is neither needed nor used by civil police. On the other hand, important areas in police training are left uncovered for the lack of proper material, sound experience, and understanding of the problem.

The number of public complaints regarding police operations, the number of Guard personnel killed or injured in making arrests, and the number of civilian casualties incurred as a result of Guard action are clear evidence of insufficient training in appropriate subjects.

In all training courses administered in the Guard the emphasis should be shifted to police material useful in the indoctrination of personnel for discharging their police duties.

Failure to meet required standards in recruit school should result in being dropped from the Guard. Those attending the school for sergeants and the school for officers should be considered only as candidates for promotion to those ranks in order that they will not be advanced unless they meet required standards.

In the zones continuous in-service training of all personnel should be conducted. The Zone Personnel, Training and Plans officers should establish training schedules for periodic courses designed to provide refresher type training and keep personnel abreast of new police operational techniques. Such courses should be supplemented by roll-call training. Roll-call training is conducted by distributing printed and illustrated instructional material on routine police procedures to personnel just prior to their scheduled time of entering on duty for that day. The material is read, discussed, and each man places it in a binder provided for that purpose. It is then available for future review.

In order to prevent instructors from losing touch with field operations, periodic changes should be made, calling fresh instructors in from the field and replacing them with the instructors whom they relieve.

(3) Personnel: There is no evidence of a personnel shortage in the National Guard. If personnel were distributed on the basis of actual need and if maximum use were made of all employees, there is a strong possibility that there would exist an excess of personnel. A few well-trained, adequately equipped personnel under close supervision are much more effective than many who are unskilled, poorly outfitted, and improperly supervised.

Taking into consideration the relatively high cost of living in Panama, the personnel standards, and the nature of their duties,

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the salaries of the National Guard are very low. This is especially true of the ranks of Agent I through Captain. There is also a wide disparity between the salaries in this category and those of the upper ranks. (See salary chart, Figure No. 4, Page 22.) The longevity table is good and constitutes needed reward for length of service. The rate of "viaticos" and travel expenses is not equitable, not affording adequate travel compensation to the ranks below Lt. Colonel.

Standards for recruitment are commendably high. Basis for assignment is good; however, the practice of transferring personnel at regular intervals is unsound. The longer an honest, skilled policeman remains in the same assignment the more valuable he becomes.

The method of promotion is not of the best in that the absence of competitive examinations and exact systems of appraisal do not ensure promotion of the best qualified; they create, as well, the opportunity for personal favoritism. The practice of promoting personnel without regard to organizational need results in the existence of rank without responsibility, which in turn results in a loss of respect for the value of rank.

That there is no special barrier to promotion is good in that it encourages career service. It is possible for a Guardsman to advance on the basis of his qualifications to any rank without class restraint.

On the whole, special benefits are excellent; however, the method of providing for retirement pay is unsound. Retirement is financed by annual appropriations as an item of the National Guard budget, and its omission by the National Assembly in any particular year would be a simple matter leading to chaos for the retired Guard members.

The military-type discipline is carried to the extreme and to the extent that it hampers operations in all areas of activity. The enforcement of rules of military courtesy and discipline is probably the greatest single factor creating resentment between the classes and the officers. It also plays an important part in shaping unfriendly attitudes between the police and the public. This is the only type of courtesy and discipline known to the majority of the Guard members. Knowing civilian populations to be neither receptive or responsive to such contact, Guardsmen tend to replace it with a cold severity and brusqueness. The same common courtesy and respect used in civilian police ranks between subordinates and their superiors may easily be applied to the public with excellent response.

The attitude underlying the reinstatement of a Guardsman after his acquittal on a criminal charge is commendable in its spirit. However, the strict legal significance of an acquittal is not sufficient basis for determining the individual's fitness for reinstatement. There is a possibility that other circumstances surrounding the incident may point to gross misconduct not amounting to a criminal act; yet these facts may render the person unfit for membership in the organization.

The morale of personnel in the National Guard can be greatly improved by the regular scheduling of working hours and the elimination of the reserve system which compels Guard personnel to spend about one third of their time in enforced idleness at their respective headquarters. The vast majority of the men would much prefer to spend this time with their families or on pursuits of their own choosing. The relatively short shift of hours worked by most of the men barely allows them to make a start on a solid day's work before the termination of their shift. On the other hand, the few hours which they have for rest between shifts do not afford sufficient time for the proper relaxation. The traffic enforcement personnel are required to work during most of their reserve time. This is too great a strain on the individual. Being forced to spend time in reserve causes resentment and dislike for their work. Too, the reserve system requires the greater part of the floor space in each building to be reserved for living quarters for personnel. With some sound planning, the reserve system could be abolished and the Guard personnel could be assigned to eight hour shifts, working either five or six days a week. It is doubtful that this rescheduling would result in fewer personnel being available for duty at any one time. Should an emergency arise where it becomes necessary to mobilize the entire force, all members can be summoned by the coordinated sounding of alarm signals throughout the community.

The uniform of the National Guard, while neat appearing, is the subject of much criticism by the public because of its military appearance. The practice of wearing the trouser legs tucked into the tops of the combat boots serves no purpose and confines excessive heat and dampness, causing discomfort. The combat boot itself is hot and the extra top is an unnecessary expense. The ordinary high-top police or military shoe is sufficient for police needs. The closed collar shirt with long sleeves is unnecessarily hot. Open collar short-sleeved shirts can be neat appearing and are much more comfortable.

The short billy club carried by the Guardsmen is ineffective and should be replaced by a wooden baton at least 24 inches in length.

d. The Department of General Administration.

(1) Function: The Department of General Administration should retain direction of the fiscal, budgetary, and purchasing functions of the Guard; however, it should divest itself so far as possible of the task of maintaining custody of supplies and equipment, limiting its activities in this area to functioning as the top level procurement and distribution channel for the National Guard, regulating handling of supplies in lower units by effective inspection methods.

(2) Requisition and Purchase: The Department should establish a sound requisitioning system whereby requisitions for supplies,

materials, and equipment would flow on regular schedules from the lowest units. The requisitions for items not regularly kept in stock at lower levels should be audited and consolidated at each level and forwarded until they reach the Department, where procurement would be initiated and distribution effected on the basis of the requisitions at each level. Consumption quotas should be established, in most cases using personnel strength as a basis. The Department should assist the lower units in establishing stock control and perpetual inventory records. Institution of these procedures would eliminate the problems of excesses, shortages and waste.

(3) Budget: A brief analysis of the Guard budgeting process indicates factors which might contribute to extravagance of money and manpower:

(a) Unit commanders do not participate in the budgeting process, which would not only force them to adapt or reorganize for effectiveness, but also force them to give priority to alleged needs which should be supported by well considered, sound, justification.

(b) The budget, which should be one of the most valuable tools of administrative planning and analysis as well as an effective instrument of executive management, is not used as such. It merely serves as a means of conveying abstract and meaningless estimates of police needs with no projection into future programming.

(c) A four million dollar budget for a 3,000 man organization is prepared in the Department of General Administration without consulting operating personnel. Those who prepare the budget are so far removed from "line" operations that they could have no realistic idea of needs.

(d) The budget is not broken down to reflect and justify needs of each organic unit.

(e) The budget contains no plans or provisions for capital projects and capital improvements. Thus new buildings or expansion of present buildings is not provided for.

(f) There is no supporting data or justification accompanying any requests for personnel or equipment increases. The lack of such data makes for misuse of personnel and equipment.

(g) Operating funds and general expense fund requests are made in lump sum amounts with no itemized explanations, thus making for very poor control of funds.

The Guard should adopt a performance type budget with itemized, justified requests being submitted from as low as section, the requests being consolidated at zone level and finally at Central Headquarters for final submission to the Minister of Government.

In order to effect more firm budgetary controls the Department should institute a system of monthly recapitulations reflecting the amount of funds to be apportioned for the month's expenditures as based on anticipated needs. The recapitulation should also reflect the amount of funds expended during the fiscal year, the amount spent during the previous month, and the amount available for the balance of the fiscal year.

e. The Traffic Department.

The traffic problem in the capital, where two-thirds of the motor vehicles are concentrated, is serious. The laxity of the motoring public in their driving habits and observance of traffic regulations plus the irresponsible behavior of the pedestrians reflects the absence of directed effort to control the traffic situation. One major deficiency is the lack of an adequate set of traffic records which would yield information needed for planning and instituting a traffic control program. The fact that the responsibility of commanding the traffic enforcement unit in the capital is placed with the traffic department poses another burden which retards the formation of a traffic program. Further detracting from the effectiveness of enforcement is the limited participation of the foot patrol in traffic matters. There is little doubt that a Guardsman on foot, observing a traffic violation and knowing that he must summon a radio patrol car to issue a summons, neglects to take any action. Inadequate patrol of the highways by the Guard is a factor in the high accident fatality rate. Traffic control and accident investigation training in the Guard are inadequate. The antiquated traffic code now in effect furnishes insufficient basis for enforcement.

The responsibility of the Traffic Officer should be confined to furnishing technical guidance to the Guard in matters of traffic control and enforcement. He should develop a sound and comprehensive traffic program directed toward expediting the flow of traffic with maximum safety. Such objectives should be accomplished by effective public education in correct and safe driver pedestrian practice, a steady, firm, but fair enforcement pressure based on the selective enforcement principle, and an engineering program aimed at increasing the physical safety factors in the streets and highways. The direction of the program should be based on statistical data drawn from accurate traffic records, which would reflect information as to time, location, frequency, and cause of accidents. This data should define the needs for attention. Traffic-flow counts should give basis for placement of signs, signals, markings, and other alterations in streets and highways. The traffic engineer, who will be attached to the Guard from the Ministry of Public Works, should have the responsibility for

the engineering aspect of the program and should work in close collaboration with the Traffic Officer. He should retain civilian status and should have direct authority over the sign, signal, and street-marking activities.

A traffic engineering survey should be conducted in Panama for the purpose of developing a master plan for routing of traffic, determination of locations for signs, signals and markings and to identify existing traffic hazards. Such a survey should be conducted by a reputable traffic engineering consultant.

f. Presidential Guard.

Since the Presidential Guard is a part of the National Guard, every effort should be made to maintain its highly specialized function intact and directed toward the accomplishment of its objective: protection of the President's life. Therefore, as previously stated, the Bay Detachment should be separated from this organization and integrated into the First Zone command. The Guard should be placed on eight hour work shifts and the reserve system should be eliminated. The scheme of organization with respect to command and staff should be the same as that of the zone scheme. For operations, the Presidential Guard should be organized into three platoons, one for each eight hour period of the day. The support services could effectively be furnished by the officer and his staff in charge of records and supply.

The Personnel, Training and Plans Officer of the Presidential Guard should develop a series of plans for protection of the palace and the President. Such plans should provide for every occasion. He should also develop a suitable program of in-service training in physical and personal security methods. Personnel in the Presidential Guard should be chosen on the basis of individual fitness and each member subjected to a thorough background investigation prior to being assigned to the organization. Purpose of the investigation would be to determine that character of the personnel was of the highest quality, that they had no ideological leanings which might undermine their loyalty, that they had no involvements which might make them susceptible to blackmail or bribery, and that their associates were of acceptable character.

g. The Zone.

Each Zone should have the responsibility for the performance of police services in its respective zone area. The National Guard is essentially a uniformed organization whose principle means of accomplishing its mission is by patrol. It is logical to say that the Zone organization performs a patrol operation under the direction of its commander, guided by his staff, and supported by the service units.

(1) Patrol: Modern police patrol functions are defined as "patrolling systematically, but not on fixed routes or schedules, the

streets and highways of a given jurisdiction in order to prevent the occurrence of crime or other disorders; or failing in the prevention of such acts, to apprehend the violators during or immediately after the commission of the crime; to enforce traffic and other minor regulations; and finally to render a wide variety of miscellaneous services". It is toward the accomplishment of these objectives that the training and efforts of the Guard should be directed. Personnel should be assigned so that they will effectively cover each zone with respect to its police needs. The idea of basing the size of the beat area on the need for police services is laudable. However, in observing individual Guardsmen on their posts or beats, it was felt that they covered their assigned areas superficially without exploiting them to a police advantage. In other words, the Guardsmen did not know what hazards to be on the alert for, what persons or situations should merit their attention and what action to take in many individual situations.

The basic training of the Guardsmen should be concerned with problems and situations encountered in the course of the tour of duty and how to recognize and deal with them. A great deal of time should be devoted to discussion of human behavior as well as the conduct and habits of criminals and other persons who are police problems.

Officers and noncommissioned officers, in the course of their supervision of subordinate personnel, should direct operations toward satisfying community need in the light of human behavior and its effects.

In order to be properly equipped for patrol, the Guardsmen should carry sidearms which would function properly if needed, and a wooden baton at least 24" long to replace the short billy club now carried. The short length of the present billy club makes it almost useless and tempts the wielder to aim the blow at the head of the subject, risking the danger of inflicting a severe, bleeding wound without subduing him. It is also impossible to thrust, parry, exert leverage, or deliver blows about the body or limbs with this small club. Handcuffs should also be provided to enable manacling most, if not all, prisoners. This should be done not only to reduce the possibility of escape but for the protection of Guard personnel and the safety of the prisoner.

(2) Riot or Civil Disturbance Control: There is a tendency on the part of the Guard to regard riot or civil disturbance control as a military operation. A group of unarmed civilians or those armed with sticks, stones, knives, and a few firearms is no match for a much smaller group of properly equipped, well-trained, and supervised policemen whose objective it is to restore peace and order.

The practice of equipping Guardsmen for civil disturbance duty as described on Page 31 is dangerous. The Guardsman is so overloaded with equipment that his movements are impaired. He cannot use all of the equipment given him and there is danger of this excess being taken from his

possession and turned against him. In most instances shoulder weapons, especially the automatic type, are too severe to be used against groups of rioters or demonstrators. They are cumbersome and unwieldy in milling crowds. The rubber-hose truncheon is of little value and incites further anger on the part of the mob. The steel helmet is heavy and uncomfortable. The helmet liner, however, is effective in warding off blows and stones. Tear gas barricade projectiles can be lethal when fired into mobs and should not be used for this purpose.

All personnel should be given training in humane riot control methods. Such instruction should be a part of recruit training. Sergeants and officers should be trained in leadership and supervision of riot control. Refresher courses and drills should be conducted at zone level. The Guard should be equipped and trained to move effectively into a rioting mob any place at any time and scatter the participants, inflicting a minimum of injury in the process. Such capability will command much respect from the public and will act as a deterrent to agitators and their followers.

h. Maintenance Shops.

The automotive repair and maintenance shop in the capital is under competent leadership and is staffed with skilled, trained personnel. There is apparent a definite attempt to operate an effective maintenance program, but there are frequent conflicts between these efforts and administrative procedures, especially with respect to purchasing. It is also a near impossibility to operate in the cramped space occupied by the maintenance shops. The program is further weakened because maintenance is seldom a subject in training or supervision of Guard personnel. Centralization of maintenance in the capital is costly and awkward because disabled vehicles must be towed from the interior, requiring the use of another vehicle, additional manpower, besides depriving the outlying unit of the use of this equipment for long periods of time. Oil change and lubrication of operational vehicles is not frequent enough to prevent excessive wear.

The motor maintenance shop in the capital should be detached from the traffic department and placed under the services command. It should retain its motor vehicle inspection function under the technical guidance of the Traffic Officer because the operations involved in safety inspection of motor vehicles require mechanical knowledge and skills.

The maintenance shop working area in the capital should be expanded to include all or most of the area now occupied by the Cavalry Squadron. By adding this working space, it would become possible to perform all types of operations simultaneously without their interference with each other.

The Maintenance Officer should work with the Personnel, Training and Plans Officer in developing training material and lesson plans for the inclusion of preventive maintenance procedures in all levels of training.

The Command of the National Guard should issue directives to ensure that supervisors at all levels take appropriate steps to ensure observance of maintenance procedures by all personnel operating Guard vehicles. Steps should also be taken to assure proper lubrication and oil changes of all vehicles on the basis of mileage. Patrol vehicles should have this service at least every 1,200 miles.

Until the fleet of motor vehicles is standardized to the extent that large amounts of spare parts may be purchased and stocked by the maintenance shop, the Maintenance Officer or his designated assistants should be allowed to purchase parts as needed from petty cash, submitting the proper receipts to replenish the cash fund.

Each zone command should have a motor maintenance unit capable of performing lubrications and light repair operations. The Motor Maintenance Officer from the capital should provide technical guidance and support to the zone maintenance shops and personnel.

Maintenance personnel should make frequent inspections of Guard vehicles to determine if the proper maintenance procedures are being followed and to discover if the vehicles are being abused in any way. They should also observe closely the quality of service being given by various makes and models of vehicles for the purpose of determining their suitability to police use.

The Motor Maintenance Unit should include a crew of marine mechanics whose sole responsibility would be to perform maintenance operations on the boats. These specialists should be attached to the zones having use of the water craft, devoting their time exclusively to its upkeep.

i. Motor Vehicles.

The fact that within a fleet of 133 four-wheeled motor vehicles owned by the National Guard there are 12 different makes with models extending from 1941 to 1957 makes the maintenance problem complex beyond solution. The practicality of stocking an adequate supply of spare parts for such an array of vehicles is out of question. Procurement as need occurs is cumbersome, time-consuming, expensive, and often impossible. In the latter case, the ailing vehicle must remain out of service. Being required to work on such variety of autos greatly reduces the potential skills of the mechanics. Finally, operation of a motley assortment of equipment does much to reduce public regard for a police organization.

The practice of retaining discarded motor vehicles for cannibalization of parts is impractical and costly. More could be gained by auctioning these vehicles to the public or using them as trade-ins on new equipment.

Purchases of autos in large quantities every other year place an irregular strain on the budget and does not make for orderly replacement of worn equipment. Neither is it economical to purchase special police equipment with replacement purchases of new cars. The equipment from the retired autos is usually adaptable to the new ones.

There should be a more equitable distribution of National Guard autos. The greater number is concentrated in the capital while the Guard in the zones has little mobility.

j. Other Equipment.

There is evidence that the water craft of the National Guard receives little attention. It is doubtful that the assortment of craft now on hand, if in good working order, would be sufficient to give adequate service support to island operations of the Guard, not to mention coastal patrol needs. Because of the lack of special maintenance crews and work space, the fleet is neglected, receiving only a minimum of maintenance care.

The best Guard motorcycles are to be found in the capital. These, however, are dilapidated and unsafe to ride. Those in the outlying zones are in even worse condition. Because of the scarcity of autos outside the capital and the condition of the roads, it is not good practice to assign motorcycles to the outlying zones. The only justification for a motorcycle is its ability to move readily through congested traffic.

k. Records.

The uncoordinated records of the Guard serve only a small fraction of the need. Records in the Book of Events are laboriously entered in long hand. When the books are filled, they are stacked in a pile. If something must be looked up, it may be found only by knowing the approximate date and even then the process is time-consuming. The lack of printed forms and the resultant typing of documents on white paper is also an awkward, time-consuming operation in that the same detail must be repeated each time this document is typed. Such a document must be read in detail before its contents are known.

The records of the National Guard do not afford control over the organization nor do they guide the individual Guardsmen in their day-to-day operations. Neither do they furnish information needed for planning. They do not serve as a means of personnel distribution or as an operational guide. They offer no basis for measurement of police

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accomplishment and do not reveal weaknesses or needs. Little information to support budgetary requests is derived from the records of the Guard. Neither do the records serve to keep the top command level or higher officials informed. The two Books of Events kept by the Guard for disposition are a needless duplication of each other. Many unnecessary entries are made in the Books, such as routine inquiries from the public.

The Office of History and Archives and the Office of Registry for Firearms and Foreigners should be combined under the Services Command into a Records Unit which would expand its operations to include the maintenance of a well-integrated complete system of records. The Records Unit would serve as the nerve center of the National Guard and perform the functions which are now lacking because of its absence. An adequate set of forms should be designed to cover all needs, make possible efficient filing systems and eliminate the laborious preparation of documents as previously described. The Records Unit at Central Headquarters should be commanded by a major. To this unit would go from the subordinate units the original copies of all reports of incidents and arrests handled by the Guard. A copy of each report should be retained in the files at the zone headquarters where it originated, a copy should be sent to the Secret Police, and a "work" copy retained in the section or detachment concerned.

The commander of the Records Unit should exercise technical guidance over the records operations in the subordinate units and require regular inspection of records procedures at all levels to ensure proper handling.

A manual of records operations should be prepared describing the various forms and procedures for their use. This manual would serve as a guide for all Guard personnel handling records.

1. Communications.

The National Guard is fortunate in having such qualified and dedicated leadership for its communications department. However, the department should not be burdened with responsibility for operation of the radio patrol. This has been discussed in sections dealing with organization. The communications system as now established in the Guard is good; and if the plan for expansion is followed, the radio net will be of the best type. Telephone service for the National Guard in the capital appears to be adequate.

The communications unit of the Guard should continue to operate and maintain the communications network and to follow its plan for expansion. The radio equipment is sufficiently standardized that a substantial stock of spare parts should be maintained in order to permit speedy repairs of the sets. At least one radio technician should be available to visit the zones to make regular inspection and repairs of

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equipment. With little effort and expenditures of funds a mobile servicing unit carrying spare radio sets and tools could be equipped. This would enable an exchange of sets in the field when a mobile set needed extensive repairs.

In the zones the responsibility for operation of the communications equipment should be placed with the officer in charge of Records, Supply and Jail. He should supervise radio operators and procedure. He should have the responsibility of reporting equipment maintenance needs to the Communications Department and making sure that the equipment is available at the proper place and time for servicing.

m. Detention.

Other than for temporary custody of prisoners awaiting trial and for maintaining those serving very short jail sentences, the National Guard has no rightful place in the performance of the custodial function. In the modern sense, correctional and custodial work is only remotely related to police duties and there is no justification for combining the two. Current operation of large detention facilities by the Guard serves to further divert the efforts of the organization from its real objectives and also prevents the prisoners from receiving the correctional type of attention which should be provided for them.

The Republic of Panama should have a study made of its correctional facilities and operations in order to identify the needs and make recommendations for improvement. The survey should be conducted by persons who are authorities in that field. The Commissioner of Corrections functioning under the Minister of Government should assume the responsibility for prison administration and correctional work.

The National Guard should be relieved of the function of correctional custody. The function of the Guard in connection with custody of prisoners should be limited to custody of those awaiting court action and those serving sentences under six months.

The operation of the jails in each zone and section should be made the responsibility of a junior officer in turn responsible to the Records and Supply Officer. Efforts should be made to maintain the jails in a more sanitary condition and better state of repairs. The prisoners should be made to keep themselves clean. A system of feeding should be organized to ensure proper use of food and an adequate diet.

The zone commander should establish occupational programs such as productive work, agricultural activity or building and ground maintenance in order to keep the prisoners busy and assist in their rehabilitation.

5. Other Problems.

a. Border and Coastal Control.

Absence of sufficient equipment and organized special units with fixed responsibility for border control again poses a major problem which receives insufficient attention. The losses of revenues from import duties, business taxes, value of poached fish and shrimp would probably pay several times over the cost of a well-organized, trained, and equipped border and coastal control unit. This is aside from the harm done by illegal immigration.

The most effective means of protecting the coasts, harbors and borders is by a well planned and administered system of patrol directed at deterring potential violators and apprehending those who actually commit offenses against the frontiers.

The Republic of Panama should establish as operations units of the zones well organized, trained, and equipped border and coastal frontier police units. Their function would be to protect the frontiers of the Republic against the clandestine activities previously mentioned and assist in the collection of tariffs and import duties. That these units would function best as a part of the customs service is without doubt; however, it is probable that legislation would be required for such an addition. On the other hand, such units can be activated within the Guard by administrative action. If this were accomplished, then the units could be transferred intact to control of the customs at such time as legislation would permit.

b. Juvenile Delinquency.

There is no immediate way of determining the number of juveniles coming to the attention of the National Guard in Panama, however, it is probable that the majority of these cases could be handled effectively by the Guard and the results would be beneficial to all concerned. This is especially true in the case of the first-time and petty offenders. That those in custody for more serious offenses and those of the repeater group should go to juvenile court is granted. However, the Guard should assume an interest in the causative factors of delinquency, and attempt to remove such conditions.

The police are usually the first to discover the need for correction of juvenile delinquencies and have the greatest interest in the favorable outcome of these cases or the consequences of failure. There is no other agency which so frequently and actively comes in contact with conditions favorable to delinquency as do the police. The command of the National Guard of Panama should therefore give consideration to the establishment of a juvenile unit in each zone. Personnel staffing these units should be selected on the basis of ability, aptitude, training, and interest in this type of work.

The function of such a unit would be to investigate the case of each juvenile coming to its attention in an attempt to locate the cause of difficulty and refer that subject to the proper facility for rehabilitation or other corrective treatment. The unit should also be concerned with the removal of conditions which on a mass basis might contribute to delinquencies. Its personnel should inspect places of public amusement and other locations where young people gather. An important phase of the work is that of coordinating the efforts of existing social agencies, both public and private, and maintaining close contact with the schools in working out solutions to uses and eliminating sources of juvenile delinquency.

Rather than relieving the remainder of the Guard of the responsibility of handling juveniles and suppressing hazards to delinquency, the juvenile unit should give guidance to the remainder of the Guard in this important function.

c. Weapons and Marksmanship.

In spite of the heavy toll taken by rust, it is evident that many of the unserviceable weapons in the Guard are victims of neglect and abuse. Age and normal wear have also left their mark. The centralization of arms repair and maintenance and failure to place such responsibility at unit level, plus lack of inspections, is largely to blame for these deficiencies.

The number of rifles and automatic weapons on hand is far out of proportion to need. Such weapons have little place in police work, and the mortars are entirely unnecessary.

The practice of keeping loaded weapons in the armories is harmful to the arms as well as being dangerous to personnel.

The lack of ranges for firearms training is evidence of a lack of competence in the use of firearms. The absence of training in marksmanship (actual firing) is beyond reason, especially in view of the large quantities of ammunition which have deteriorated from age. The lack of skill in use of a sidearm prompts a preference for automatic weapons capable of sustained fire. With such an arm the shooter is fairly certain that he will strike his target; this advantage, however, is heavily outweighed by the real danger of shooting innocent bystanders. Such tragedies have been common experience with police in many countries and have resulted in bitter public censure.

In order to provide the proper type of weapons for the Guard and train personnel in their use, the National Guard should do the following:

1. Replace all worn and unserviceable revolvers with .38 calibre Colt or Smith and Wesson Police Revolvers providing one for each member. This would require approximately 2,850 revolvers costing \$118,250, including freight. The cost should be spread over several years.

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2. Replace all military rifles with a maximum of 500 carbines, preferably U.S. .30 calibre M1 or equal. Two hundred of these weapons should be retained in the First Zone while the remainder should be divided among the Presidential Guard and the four other zones. These weapons should be held in the zone armories for use only against armed bands or groups. The carbines should cost approximately \$45,000 including freight.

3. Secure ammunition reloading equipment for the purpose of providing training ammunition. One reloading plant for each zone should cost a maximum total of \$850 including freight.

4. Provide 12 rounds of service load ammunition per Guard member each year for use while on duty, replacing any ammunition used in line of duty. This will cost approximately \$4,100 per year including freight.

5. Construct rifle and pistol ranges in each zone for firearms training. If land is available, this construction will cost practically nothing. Prisoners could supply the labor.

6. Initiate a scheduled program of training in marksmanship, ethics, and safety in the use of firearms. All members of the Guard should be given such training. They should be required to qualify annually and should be given monthly allowances of training ammunition.

7. The Records and Supply Officer in each zone should be assisted by a junior-grade officer who is responsible for maintenance and repair of firearms. Personnel should receive training at Fort Gulick, Canal Zone, or some other suitable place, in firearms repair. They should be assigned in each zone to render repair service to Guard firearms and to re-load training ammunition. The armament officer and his staff should also be available to teach nomenclature and operation of firearms as well as to assist in marksmanship training.

Each Guard member should be responsible for maintaining his assigned weapon in a clean and lubricated condition.

d. Buildings.

The National Guard is making good progress on its building program. However, it appears that responsibility for adequacy of buildings is deferred to the unit commander and that insufficient assistance and support are received from Central Headquarters. Individual unit commanders are to be commended for their initiative and resourcefulness in obtaining the buildings acquired as a result of local effort.

The need for space is another factor in support of the argument for abolishment of the reserve system. The space occupied by personnel during reserve hours should be renovated and devoted to serving the administrative needs of the Guard.

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6. Summary of Recommendations for the National Guard.

a. General.

1. Change the name of the National Guard to one which is more descriptive of a police organization dedicated to public service.
2. Shift the emphasis from the military to the civil police in all areas of Guard operation.
3. Group Guard functions into three general categories:
 - (a) Command and Staff
 - (b) Operations command
 - (c) Services command
4. Establish tables of organization which fix and define the number of positions of various ranks for each unit of the Guard.

b. Administration.

1. Establish an Inspections Department at Guard staff level.
2. Establish under the Inspections Department a system of staff inspection to evaluate operations, as well as to assure adherence to policy and compliance with orders, reporting results to the commanders at proper level.
3. Develop and implement under the Inspections Department a vigorous program of public relations aimed at gaining public acceptance and support for the Guard.
4. Implement planning at all levels within the Guard under the leadership of the Plans, Training and Personnel Department.

c. Working Conditions.

Improve working conditions in the Guard by:

1. Eliminating the reserve system and placing personnel on regular working schedules.
2. Raising the general salary levels, especially with respect to rank of captain and below. (This will require legislation.)
3. Install a sound actuarial retirement system to protect the interests of retired Guard members.

d. Training.

1. Integrate and expand training as follows:

(a) Place the School for Formation of the Guard under the Plans, Training and Personnel Department.

(b) Establish a program of continuous in-service training at all levels.

2. Replace the major part of the military training with civil police subjects applicable to attainment of the real objectives of the Guard.

e. First Zone Organization.

1. Deactivate the Cavalry Squadron and transfer the personnel into the First Zone Command.

2. Integrate all patrol units of the capital under the First Zone Command.

f. Operations.

1. Institute thorough, well-planned patrol procedures aimed at accomplishing the overall police task.

2. Give close attention to riot control methods through continuous training and drill.

3. Restrict equipment of personnel to that which is essential and can be used most effectively.

g. Traffic.

1. Transfer the Traffic Enforcement Unit from the Traffic Department to the First Zone Command.

2. Define the functions of the Traffic Department as that of formulation and administration of a traffic control program for the entire Republic.

3. Secure a traffic engineering survey for the Republic.

4. Limit formation of specialized traffic enforcement units to the First Zone.

5. Place responsibility for traffic enforcement on all operating personnel.

h. The Presidential Guard.

1. Separate the Bay Detachment from the Presidential Guard.
2. In the Presidential Guard establish a program of specialized planning and training which will assist the unit in accomplishing its tasks.
3. Establish for the Presidential Guard procedures of personnel selection based on careful security screening.

i. Juvenile Delinquency.

1. Establish a juvenile unit in each zone.
2. Include juvenile delinquency prevention in all operations and training of the Guard.

j. Border Control.

1. Organize, train and equip in each zone a border control unit capable of protecting the frontiers against border violations.

k. Motor Maintenance.

1. Transfer the maintenance shop with the vehicle inspection unit to the Services Command.
2. Expand the physical plant of the maintenance shop into the area now occupied by the Cavalry Squadron.
3. Establish a "light" motor maintenance shop in each zone.
4. Place responsibility for first echelon motor maintenance throughout the Guard and provide first echelon maintenance training at all levels.
5. Establish an effective parts replacement procedure.

l. Motor Vehicles.

1. Standardize the motor vehicle fleet to the extent possible.
2. Trade in or sell at auction the retired motor vehicles of the Guard.
3. Assign more motor vehicles to the outlying zones for the purpose of effecting greater mobility of forces and better patrol coverage.

m. Requisition and Supply.

1. Relegate the task of equipment and supply storage to lower units.
2. Establish a sound, scheduled requisition and supply system within the Guard.

n. Budgeting.

1. Place budgeting responsibilities at all levels and require itemized, justified requests.
2. Establish a system of budgetary controls which will regulate expenditures throughout the year.

o. Records.

1. Integrate records activities into a single department where there may be established a modern records system which will afford administrative controls and supply information for operational guidance.

p. Communications.

1. Follow the current plan for expansion of the communications system.
2. Replace unserviceable communications equipment as quickly as possible.
3. Activate mobile repair units to service communications equipment in outlying zones.

q. Custody of Prisoners.

1. Remove the correctional function from the National Guard, limiting the Guard custodial role to that of detaining prisoners awaiting trial and those serving short sentences.
2. Fix responsibility for operation of Guard jails.
3. Take immediate steps to improve jail conditions with respect to buildings, sanitation, food, and occupation of prisoners' time.

r. Firearms.

1. Replace as quickly as possible unserviceable sidearms. Replacement should be standardized.

2. Replace military rifles with a smaller number of carbines.
3. De-emphasize the use of automatic-fire weapons.
4. Construct firing ranges and institute training in marksmanship and safety in the use of firearms.
5. Fix responsibility on each individual for maintenance and care of his weapon.

s. Buildings.

1. Pursue the building program vigorously, formulating a long-range plan for construction.
2. Alleviate the problem of space shortage by eliminating the reserve system.

B. CONCLUSIONS AND RECOMMENDATIONS FOR THE NATIONAL SECRET POLICE

1. General.

Irregular appointments to PSN positions and external influences on PSN administrators result in low morale and discipline within the ranks of the service. Efficient service cannot be expected when outside influence is allowed to control the decisions of career law enforcement officers and administrators. Police administration is highly technical and requires the best type of leadership, training and experience. Appointments of unqualified men over qualified career type employees should be prevented if a loyal, professional, hard-working and efficient service is desired. Applicants for PSN employment should be carefully screened and the best qualified man for PSN employment should be appointed. The establishment of a Civil Service Department or Bureau for all National government employment would help to eliminate unfair external influences and assist in building up a truly "career" service protected by law.

2. Reorganization.

a. Internal Organization.

It is believed that the PSN can be reorganized along the following lines which should result in more efficient operations. The services of the Legal Advisor should be discontinued as the employees of the service are entitled to legal advice and protection on official matters from official Panamanian "fiscales" or prosecuting attorneys. The position of Sub-Inspector should be eliminated as the Chief of Detectives, the ranking line officer, should be able to act as the Inspector General

in the absence of the Chief. The Arrest Section should be discontinued and the officers from the various sections should be required to make the arrests in connection with their individual investigations. A suggested reorganization chart showing the changes recommended has been prepared. (See Figure No. 16, Page 101.)

b. Integration With the National Guard.

Because of existing duplication of effort and lack of coordination by the National Guard and the PSN it is recommended that the PSN be consolidated with the National Guard. The entire PSN could be transferred as a unit to the National Guard with direct control of the PSN remaining under the present Chief Inspector General who has the rank of Lt. Colonel which agrees with the expected rank of the chief of a detective bureau of the National Guard. Serious consideration should be given to this recommendation. Future appointments to the PSN could be made from an available source of career type employees found in the National Guard, trained, disciplined, dedicated to public service, and free from outside influences. This integration would also result in financial savings. It is realized that such a merger will require legislation. Until such time as this unification can be effected, the recommendations with regard to training and support services in the PSN should be implemented to ensure the efficient functioning of the organization. If unification takes place then many of these services may be combined or furnished by the National Guard, thus relieving the PSN to function exclusively as an operational unit.

c. Title Change.

The word "Secret" should be removed from the name of the PSN as the service is not secret in nature and the phrase "Secret Police" is objectionable to many democratic and free people.

3. Personnel and Training.

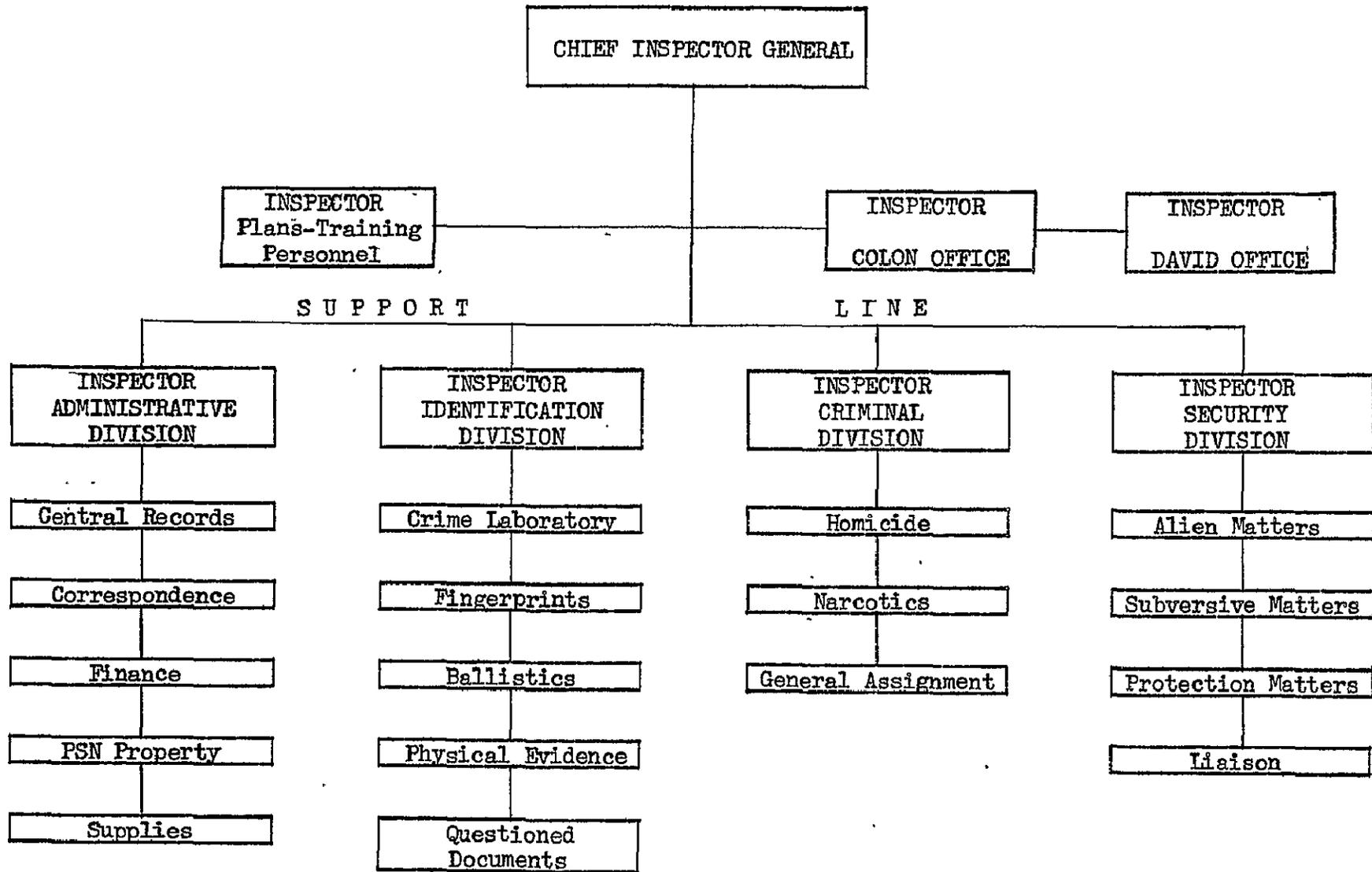
a. Organization.

To implement the training of PSN personnel it is recommended that a "Plans-Training-Personnel Staff" be established, responsible directly to the Chief Inspector with an Inspector in charge of the new staff. The personnel files, now supervised and maintained by the Secretary General, should be transferred to the new division and complete records should be kept on the training and progress of each employee. A sound training program should be planned and capable instructors should be developed from the present officers. Appropriate training manuals should be prepared and kept current by the new training officer.

b. Training Program.

A training program should be planned and put into operation as soon as possible. The training should include fundamental instruction

RECOMMENDED REORGANIZATION - NATIONAL SECRET POLICE OF PANAMA (PSN)



in the techniques of arrest and detention, general investigative procedures in criminal and security type cases and a thorough indoctrination on the rules and regulations for continued PSN employment. The training program should be thorough enough to "professionalize" the service and those unable to meet required standards should not be retained in the service. Promotions to higher ranks should not be made until the employee can meet the required standards demanded for the fulfillment of the higher position. In-service training should be established as soon as possible to keep the personnel abreast of new operational techniques. Periodic changes should be made in the assignment of training instructors by calling different instructors from the operational field personnel and replacing them with the instructor whom they relieve. This practice will prevent instructors from losing touch with field operations. Each investigative employee should be adequately trained in the safe and ethical use of firearms. A new trainee's appointment should be probationary for a period of six months to one year, and if he does not qualify during his training period, including on-the-job training, he should be discharged or offered clerical or similar employment for which he may qualify. It is fortunate that personnel of PSN are representative of all elements of the population of Panama.

c. Working Conditions.

The leave privileges, longevity raises and retirement program are good inducements for an employee to stay with the service and should not be changed.

d. Salaries.

The salaries of PSN employees should be raised to compare favorably with local commercial positions with similar educational requirements so that desirable individuals will apply for PSN employment.

4. Personal Equipment.

a. Firearms and Their Use.

Each PSN officer should be issued a serviceable police type sidearm. It is recommended that .38 calibre (police-special) revolvers with appropriate holsters for plainclothesmen be obtained and issued to each officer. It is recommended that "Colt" or "Smith and Wesson" revolvers be obtained and that automatic pistols not be issued so that the safety of the officer as well as the public may be safeguarded. Each officer should be held responsible for the cleanliness and lubrication of his sidearm. A regular inspection of sidearms should be initiated as soon as possible. Officers should not be allowed to carry personally owned sidearms without first obtaining written authority from the Plans and Training Chief. Each officer should be required to test-fire his sidearm at least every two months and regular training in marksmanship should begin as soon as possible. The

PSN should obtain and maintain a sufficient supply of ammunition to implement the above. It is also recommended that the PSN arrange with the National Guard to have their empty brass reloaded and if such arrangements cannot be perfected that the PSN purchase its own reloading equipment and supplies to save on the cost of keeping a supply of serviceable ammunition.

5. Operational Controls.

a. Safeguarding PSN Information.

The regular mail service should not be used to transmit any PSN information considered to be of a confidential nature. Regular courier service manned by PSN personnel should be established to transmit sensitive information to Colon or David or other interior operating personnel.

b. Physical Evidence.

The task of identifying and controlling physical evidence should be transferred from the accounting section to the Identification Division where it can be appropriately packaged, tagged and logged. The Identification Division should make sure that a chain of possession of all evidence is maintained from the moment the evidence is obtained until it is disposed. Everyone handling evidence should sign for its receipt and delivery. The record of possession of evidence should be strictly enforced to insure its admissibility as evidence.

c. Case Load Control.

A system of case control should be initiated so that Division or Section Chiefs can determine the case load assignment to each investigator at a glance. Appropriate monthly statistical reports should be made showing the number of cases opened, closed, pending or inactive. Progress or status reports on all open investigations should be made at least every 45 days.

6. Records and Identification.

The files and records maintained in the Identification Division are good and no changes are recommended.

7. Motor Maintenance.

Contingent on the recommended expansion of the National Guard motor maintenance facilities the PSN should have all of their motor vehicles, at least in Panama City, serviced and repaired by the National Guard.

8. Use of Motor Vehicles.

It is recommended that the "Patrol" service presently conducted by PSN radio patrol cars in Panama City should be discontinued to eliminate further duplication of effort by the National Guard and the PSN. It is also believed that all future PSN motor vehicles be unmarked and have concealed sirens, removable clip-on red warning lenses for the spotlights and inconspicuous radio antennae. It is also believed that some of the future motor vehicle equipment obtained by the PSN should be such as jeeps or pick-up trucks so that more investigative operations can be performed in the rural areas.