

*Report of Survey of*

**CLEARANCE,  
IDENTIFICATION  
AND RECORDS DIVISION.**

**NATIONAL BUREAU OF INVESTIGATION  
Manila, Philippines**

**William E. Cashin  
1964**

April 17, 1964.

Mr. William Simmler, Jr.  
Chief, Public Safety Division  
U.S. Agency for International Development  
Manila, Philippines

Dear Mr. Simmler:

Presented herewith is a report of my findings and the recommendations resulting from them relative to the "Clearance, Identification and Records Division" of the National Bureau of Investigation located on Taft Avenue, in Manila.

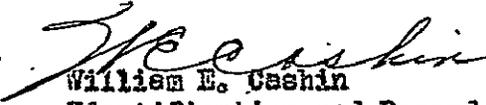
Limitations of time prevented me from analyzing in detail some of the operations, particularly in the Clearance Unit and prohibited me from exploring the field relationships of the Division with operational personnel. Because of these survey deficiencies in some areas, only general findings and recommendations are reported.

In some areas, current deficiencies can be remedied within current appropriations. In other areas, implementation will be slower and will require additional equipment, reorganization and training.

Should the recommendations contained herein be approved, and should the NBI carry out its intention to purchase electronic equipment from Japanese reparation funds, it will be essential to the success of the program to recruit a competent Identification and Records Advisor, to assist in the reorganization of the CIRD and in the conversion of its records to electronic storage and searching methods.

It has been a real pleasure to have worked, with the fine people of CIRD and I wish to express my appreciation for their courtesies as well as to all members of PSD and all others in the Mission with whom I came in contact.

Sincerely,

  
William E. Cashin  
Identification and Records Advisor  
OPS, Brasilia, Brazil.

Attachment

FINDINGS AND RECOMMENDATIONS

RESULTING FROM

SURVEY OF

CLEARANCE, IDENTIFICATION AND RECORDS DIVISION

NATIONAL BUREAU OF INVESTIGATION

MANILA, PHILIPPINES

WILLIAM E. CASHIN  
MARCH 23 - APRIL 17, 1964

## FINDINGS

There is a serious need for reorganization and administrative direction in the CIRB. "Clearance, Identification and Records Division," which is the subject of this report. Evidences of this deficiency are cumbersome, non-standardized procedures, unnecessary internal procedure, varying operational practices where two or more employees are performing the same operation.

The Division is hampered in the performance of its primary function, the identification of individuals, because of the poor technical quality of the fingerprints it receives, inaccurate fingerprint classification, improper searching and filing procedures, lack of identifying data on Name Index cards, lack of identifying data on inquiries it receives for search, the needless preparation of name cards and filing of some records which have little potential value, the preparation and filing of various types of records which will have little or no further reference, and with no established records disposal system.

There is no established procedure for the searching of all fingerprints, either by classification or by name.

The major portion of the work done by the CIRB, of a Civil nature, the preparation of Index cards, copying of correspondence and other material results in an unjustifiable workload for the Division. Without fingerprints conclusive identification of the individual is not possible. Although a very high degree

of probable identifications may be possible through present practices. The work involved cannot be economically justified.

The CIRD currently is a depository of criminal and noncriminal information available on request rather than an identification agency. Routine replies are not made to indicate the data on file either to the Police or other agencies when fingerprints are submitted for identification. Similarly, subsequent reports are not furnished should the Division acquire additional information after fingerprints are submitted. The establishment of subsequent reporting will eliminate additional inquiries in such cases as Civil Service, Military and Veterans.

Lacking are procedural and operational manuals containing standard work routines, searching and filing practices; and decisions on "exceptional cases." Each technical employee should have a copy of the "Science of Fingerprints" published by the F.B.I. containing all of the technical information required.

During the calendar year of 1963, a total of 70,308 fingerprints were received, 2,879 of which were alien, 50,960 civilian and 16,469 criminal. No figures are available as to the number of identifications made. The average intake for the past five years is 101,000. The total prints on file as of June 30, 1963, was 1,654,446. Of these, 212,934 were aliens, 207,750 criminal, 963,144 civilians and 270,618 copies of prints from the Manila Police Department on microfilm. This 270,618 have not been indexed and are only reproduced when required.

During the same calendar year 1963, 10,446 pieces of correspondence and miscellaneous inquiries and 94,364 court cases were received, indexed and filed.

The five year average intake for correspondence is 6,669, for court cases 65,293.

During the same calendar year 63,614 names were received for a Record check, the five year average is 53,603 per year.

The Clearance Section figures were not completed for 1963. The total registered was 23,010 for 1962, a five year average 1958-1962 was 31,114. The total clearances released for 1962 was 23,849 and a five year average for the period 1958-1962, 29,552.

The Clearance, Identification and Records Division is presently made up of three Sections, sub-divided into units and sub-units.

RECORDS SECTION

Receiving and Indexing Unit

Central Records and Evidence Unit

Records Check Unit

Soundex Unit

Court Cases Unit

55 - Regular and 51 Job-trainee employees.

IDENTIFICATION SECTION

Alien Unit

Civilian Identification Unit

Criminal Identification Unit

Modus Operandi Unit

Single Fingerprint Unit

39 - Regular and 65 Job-trainee employees.

CLEARANCE SECTION

Domestic Unit with (6) sub-units.

1. Mail & Correspondence.

2. Receiving.

3. Processing.

4. Action

5. Releasing

6. Index & Filing

Alien Unit

Interrogation Unit - with (1) sub-unit.

1. Correspondence (Secretary to the Chief of the Division)

31 - Regular and 20 Job-trainee employees.

The 1963-1964 Plantilla for the Identification Section showed 138 employees

as follows:

<u>UNITS</u>	<u>PERSONNEL</u>
1. Fingerprint Recording Unit	6
2. Fingerprint Classification Unit	16*
3. Master Name Index Unit	27
4. Criminal Fingerprint Unit	18
5. Civilian Fingerprint Unit	21
6. Assembly Unit	11*
7. Fingerprint Correspondence Unit	19*
8. Posting Unit	5*
9. Single Fingerprint & Modus Operandi Unit	<u>15</u>
	<u>138</u>

The survey revealed that those Units with an asterisk do not exist. At the time of the survey there were actually 39 people including the Supervisors in this Section, plus 30 Job-trainees who usually work  $\frac{1}{2}$ -day without salary.

This Unit maintains all fingerprints for the CIRB. At present the Criminal, Alien and Civilian prints are filed separately.

As of March 15, 1964, the breakdown showed:

Criminal prints on file	218,939
Alien " " "	215,271
Civilian " " "	<u>999,975</u>

1,434,183 = TOTAL.

The procedure is classify, verify the Classification, prepare Index cards and file the prints. Criminal prints are not searched, nor are the alien prints, this was demonstrated by actually following the procedure. Civilian prints received from the Clearance Section are searched against the Criminal files. However, no reports are made unless requested. Wanted notices are not posted on prints or the Name Index cards. Considerable errors are being made in the Classification and therefore the prints are filed incorrectly. I was informed that all U.S. Embassy and Military prints are also searched and reported.

Integration of the identification information appearing on the criminal fingerprint cards, arrest reports, court dispositions, prison prints and other data pertaining to the same individual is now lacking. If these data are properly integrated by revised forms and procedures, Identification techniques will be improved.

Although reasonably efficient use is being made of the filing equipment on hand, the present equipment does not permit efficient and economical operations and results in excess office space being assigned to the Division and in some

cases overstaffing. Many of the typewriters are old and in poor working condition.

As of March 30, 1964, of the 1,356 Town or Municipal police and 40 City departments totaling 1,396, only 423 were submitting fingerprints. It is the practice to forward a mimeograph list of the delinquent departments to the sub-office of the NBI for follow-up.

I was informed that many of these departments do not have the necessary training or equipment to take fingerprints nor is the NBI in a position to supply the number of fingerprint cards on a National basis.

The number of fingerprints currently being received in the CIRD that have been improperly taken and therefor cannot be accurately classified points to a real need for training. There is no established procedure for the return of such prints. The present practice of retaining these prints will cause future embarrassment to the Bureau when new prints are received that can be properly classified and searched. Because the poor prints did not permit accurate classification in the first instance, they no doubt will have been filed incorrectly, resulting in the failure to effect an identification.

At present there is no posting of "Wanted notices" on name cards, on prints or in the central records.

Fingerprints are not being searched in the Name Index files. The exception to this are those making applications for Clearance. In such cases, FORM CIRD 3

is prepared and searched by name. However, although the fingerprints are available the Classification is not included on the form.

The Index files themselves on March 31 contained 2,991,042 cards and requires a complete revision and weeding out. For all practical purposes they are a repository for names, and in their present condition, it is most difficult to effect a positive identification, thus requiring volumes of cards to be charged out, and the name and other data typed only as possible leads. This procedure is costly and requires serious attention.

The Records maintained in the Central Records and Evidence Unit are many and varied. Again, there is no records disposal program nor has the possibility of microfilming been explored. It would seem that some of these records have outlined their usefulness and can be destroyed. The Drivers and Registrations of Motor Vehicles for example, date from 1947-1959 and have little, if any, reference made to them. The Monthly Reports of Criminal cases handled by the police Form NBI ST-1 is a statistical report and should have a disposal date. It is the current practice to prepare Index cards for each name appearing on these reports, and requires a group of typists, who at the time of the survey, were preparing cards for cases dating back to October 1963. This is costly and unnecessary, and causes a cluttering of the Index files. This system does not always provide final dispositions. These

dispositions or decisions are later received in letter form from the Courts and filed by page number in legal size folders. In each case a name card is again prepared, causing duplications, but not consolidations. At no time are the various duplicate prints, correspondence, dispositions or other material relating to the same person ever brought together. The same condition prevails in the Index files.

The work of the Clearance Section presently requires the services of thirty-one (31) permanent and twenty (20) Job-trainees.

This section handles clearances for, Passport, Visas, Reentry permits, Immigration, Emigration, Naturalization, Firearms, Banks, Employment, Civil Service Military, Veterans, etc.

During the year of 1963, 11,155 applications were received. Of these, 2,466 appeared for interview and 571 were referred for investigation. The other 8,118 cases were simply filed, after Index cards had been prepared. These so called pending cases presently occupy five (5) four drawer files. The Domestic and Alien files occupy ninety-eight (98) four drawer files.

A more detailed study is required to determine the legal requirements for the processing and filing of the photostatic copies of various documents presented by applicants and the recopying of various other material which may have little future value, all of which take filing equipment, personnel, and floor space.

The CIRD is located on the first Floor of the NBI building. The present working conditions are crowded, in some instances, poorly ventilated. Much of the filing equipment is old and should be replaced. Only through the ingenuity of the Acting Director Jose G. Lukban, who has a special talent for getting things done, has the CIRD been able to use every inch of available floor space and accomplish as much as they have. The enclosed photographs, show conditions at the time of this survey. It is fitting to point out that the desks shown, were all made from scrap material in the NBI Shop. I do not know what this man's slogan is but it might well be "If we can't buy it, we'll make it."

There are many competent, fine, sincerely interested people in the CIRD. There are also so serious problems to be resolved if it is to truly serve its purpose.

I am informed that a new NBI building is to be constructed across the street from the present location. This should correct the space problem, if properly designed.

I have been further informed that Electronic machines are to be purchased by the NBI from Japanese reparations funds. The type and amount is yet to be decided.

As a result of these findings, I submit the following general recommendations which, in my opinion, will provide the proper organizational and operational structure and consolidate the various units which now exist into seven sections with

responsibility assigned to each. It will be noted that the work of the Clearance Section, for the most part is absorbed in the various sections. The Single Fingerprints for the time being, may remain part Technical Section.

The work of the Modus Operandi can be adapted to mechanical searching, and should be included in the study for electronic equipment.

### RECOMMENDATIONS

The Division of Identification should be reorganized into the following named sections to pinpoint individual responsibility for each operation performed and to improve the efficiency of the Division:

Administrative Section

Recording Section

Classification Section

Name Index Section

Technical Section

Assembly Section

Typing Section

Statistical Section

ADMINISTRATIVE SECTION - Under the direction, the Chief and Assistant Chief of the Division, should perform all of the duties of an administrative nature pertaining to the Division; and should be responsible for all technical training programs in

cooperation with the NBI Training Academy, in addition to liaison work with other Division of the Department, all matters relating to the function of the Divisions and such other agencies as approved by the Director.

RECORDING SECTION - This section should:

1. Receive all mail forwarded to the Identification Division;
2. Date stamp each document received;
3. Record daily by predetermined category the number of pieces received;
4. Route all material receive either to the Chief of the Division or the Supervisor of that section which will process it;
5. Record the number of fingerprints by contributor and category of print;
6. Receive daily summary report from each section, showing the daily work production data and work assigned but not completed;
7. Return all fingerprints improperly taken or for other reasons. (All prints so returned should be deducted from the current daily intake figures which should reflect the total prints received less those returned that day). These procedures will provide the necessary basic information required for reports on either a daily, weekly, monthly or yearly basis.

CLASSIFICATION SECTION - should be responsible for the Classification; and verification of all fingerprints received in the Division.

The "Science of Fingerprints" published by the F.B.I. contains all of the technical information and should be the bible of this section.

In the event errors are found in prints already on file, or with those of current prints, the prints should be returned for reclassification. (It will be necessary in all case where the classification of a print on file has been changed to also correct the classification formula on the Name Index card).

NAME INDEX SECTION - The Name Index Section should maintain a Master name index file containing the true name, alias and nicknames of all persons whose fingerprints are on file, regardless of whether these prints are received because of a criminal or noncriminal activities.

Each name-card should contain the name; the fingerprint formula; police or other identifying number; date of arrest and charge; and such additional identification items as date of birth, color, sex, height, weight, color of hair, and eyes.

Each alias and nickname card should be cross-referenced to the Master name card.

Any name card removed from the Master name Index file should be replaced immediately by a charge-out card which summarizes the data on the card removed and indicates where the Master card can be located. (These cards  $\frac{1}{4}$ " higher than the 3 x 5 card should be in four different colors, the color changed every three months. This will permit visible spot checking for delinquent card without actually having to examine the information on the card itself).

TECHNICAL SECTION - This Section should maintain a master fingerprint file containing a fingerprint card for each person whose fingerprints have been submitted to the Division. (If duplicate prints are received the best set is stamped MASTER and filed in the Technical Section by fingerprint formula). All duplicates should be filed in the individual's Jacket.

The Master file in this section should be sub-divided only by fingerprint classification and sex for the time being.

Guide cards should be used only when necessary.

All fingerprint cards in the Technical Section indicating amputations should be grouped in a separate file and not interfiled in the Master file. (This will reduce searching errors and expedite the searching of fingerprints of amputees.

A Charge-out system similar to that recommended for the Name Index File should be used in charging out items from the Master File of the Technical Section. The form however, should be revised.

The Technical Manual "Science of Fingerprints" published by the Federal Bureau of Investigation should be furnished to each employee of the Technical Section. This book is available from the U.S. Printing Office, Washington, D.C., for \$.60 per copy. (This book contains all of the technical information, needed in the Technical Section of the NBI).

This Section is responsible for the searching and proper maintenance of the

ASSEMBLY SECTION - This section should be responsible for the filing and searching of all Jackets and their contents. Each jacket (individual case file) should contain all duplicate fingerprint cards, the Master record sheet containing the subject's complete identification record; the data on dispositions of all previous arrests; all Wanted Notices; all reports from law enforcement agencies; and all correspondence pertaining to the individual whether it be criminal or civil in nature.

All fingerprints filed in the jacket should be in order of receipt and fastened together with "Twinpakt" fasteners, as manufactured by Reming-Rand Co., (#1827 \$1.67 per c). This fastener permit all fingerprints and other correspondence relating to the individual to be on one side of the fastener and the Master record sheet on the other, eliminating the possibility of lost material and permitting relative ease in handling.

The Assembly Section should be responsible for the verifying of all identification made in the Division; for the drawing and filing of all jacket information as well as the proper maintenance of the Jacket File. All NBI numbers are assigned in this Section. A charge-out system similar to that recommended for the Name Index Section should be used in charging out items from the Jacket File.

TYPING SECTION

1. Type all name cards, including alias and nicknames;
2. Type all Identification and Nonidentification reports in sufficient copies for predetermined distribution;
3. Post all wanted notices;
4. Make such other notations as may be needed.

Upon completion of the typing operations: All name cards should be sent to the Name Index Section for filing; all Master fingerprints should be returned to the Technical Section for filing; and all other data to be retained should be properly "twinpacted" and sent to the Statistical Section for coding and punching.

Master Record Sheets - furnishes the individual's complete record, it permits the recording of current information and eliminates the retyping of all previous information, reducing editing and typing errors.

STATISTICAL SECTION - Upon receipt of information from the typing section, will code, punch, verify, sort and tabulate all statistical data. After which all material (except) the punch card, is returned to the Assembly Section for file.

The following is supplementary information in relation to the recommendations:

Name Index Section

The Name Index files should be separated as follows:

1. By sex.
2. Those with fingerprints on file.
3. Nicknames filed separately by sex.

Start as soon as possible to include the full name, color, sex, height and date or year of birth. NBI #, Classification arrest number, Department making the arrest charge and Precinct, if available, and the date of arrest (see figure 1), and Soundex code, and typist's initials and date.

Alias cards are cross referenced as shown in figure 2. Nickname cards are also cross referenced with the Master Name card.

Code	WM 5' 11"	1/6/32
JONES, Henry James	NBI #12345	
Smith, Charles Carl		
	6 0 5 Ra 5	
	I 17 Tt	
4768 PD Manila, Ass't 3rd.	5 Pct.	1/12/64
246 PD Passay City, Burg.	1 Pct.	4/3/64
		AR 1/16/64

Figure 1

Code	WM 5' 11"	1/6/32
SMITH, Charles Carl	NBI #12345	
	6 0 5 Ra 5	
	I 17 Tt	
246 PD Passay City, Burg.	1 Pct.	4/3/64
	JONES, Henry James	AR 3/9/64

Figure 2

The practice of typing and filing of name card for all names appearing on the "Monthly Report of Arrest," should be discontinued. These reports are for statistical purposes. The filing of these name cards only tends to clutter and in many instances duplicate cards already on file. The same applies to court decisions. With the creation of assembly file all matters relating to the same person will find their way to the individual jacket. The name card therefore will not be necessary.

Index files should be replaced with Rotary type files to conserve space, expedite searching and filing. Several different companies manufacture this type of files.

#### Classification Section

The reorganization here is simple. It merely requires the bringing together of all of the required number of technical personnel competent to classify fingerprints.

This is the heart of an Identification Division. If the prints are not properly classified, they cannot be filed correctly. If they are not filed correctly they cannot be searched correctly. It is through these searches that identifications are made of unknown dead, and when different names are used.

The use of Fingerprint Magnifier, Model #3, manufactured by Hall & McChesney Inc., Syracuse, N. Y., is recommended. This is an optical instrument specifically

designed to project the magnified image of a fingerprint on a translucent screen for purposes of Classification, interpretation and comparison. It reduces eye strain, and will improve the accuracy of repetitive classification operations.

The Magnification is 8 x screen size  $9\frac{1}{4}$  x  $9\frac{1}{2}$ .

### Assembly Section

When establishing the Assembly Section, no attempt should be made to update old records. This is an impossible job and the cost could not be justified. On a given date, all new records will be consolidated into these files. As time progresses, identification will be made against old records, at that time they too will be consolidated. In about ten years, better than 50% of these will have been consolidated. The remainder will have either died or nothing more is heard from them.

The use of shelf-filing should be considered. It is space saver, less costly and more accessible, reduces, drawing and filing time, and files can be kept in better order.

The use of terminal-digit filing should also be considered. This permit, more jackets to be assigned to an employee, distribution of workload, eliminates crowding of personnel during filing, permits sight check for filing errors and generally speeds up the assembly operations. Expansion space should be provided for at the

time of purchase, This will avoid future moving problems.

### Typing Section

This means the bringing together in one location the required number of competent typists to prepare all of the necessary Name Index cards and reports on fingerprints, Clearances, or other reports necessary to reply to routine requests for information.

A procedure should be established to report on every fingerprint, or inquiry received in the Division. Only by such replies will the police or other agencies learn to depend on the CIRD records, and thereby extend their cooperation further when it is requested. These reports should be made promptly.

The reporting standardized and simplified to speed up the operation. The establishment of the Master Record sheet prepared on "Ditto" or the use of other copying devices (if within the appropriation should be used). The use of Master record sheets will permit the recording of the current information and eliminates the retyping of all previous information, reducing editing and typing errors.

### Clearance Section

A complete study of the Clearance Section may indicate that the issuance of Clearances should be decentralized within the Division and not established as a separate function assigned to a special Section within the Division. This work can be routinely absorbed within each of the proposed sections. Furnishing of

Clearance Certificates do not intrinsically differ from issuing any other type of report which results from a search of the Division's files.

1. All Classification of Fingerprints will be done in the Classification Section.

2. All Index cards will be done in the typing section.

3. All reports will be prepared in the typing section.

4. Form #3, Request for Record for Clearance, can be eliminated and the fingerprints themselves searched.

The charge-out forms in all sections are in need of revision.

The daily accomplishment reports need revision if they are to be meaningful.

Free franking (mail) is a real need.

An intensive technical training program "How To Take Fingerprints" is a must.

Adequate appropriations are required in order to supply, Fingerprint forms, envelopes, ink, rollers, etc., to the various Contributors.

A revision is needed in the system of recording the data received, and forms prepared for this purpose.

Operational manuals, describing the functions and duties in detail are necessary.

An overall departmental study of the needs for electronic and other equipment, plus the problems of conversion, its costs and advantages, and disadvantages, is necessary.

No attempt should be made to undertake changes too quickly, because this is a National operation with a large volume of existing records. Each step must be carefully thought out, keeping in mind that the current work must still be done during the conversion period, and may have to be done with existing personnel. This can be tricky. When in doubt be sure to seek advice. It is far better to be safe than sorry.

No attempt has been made to spell out in every detail the methods and procedures, the format, or information content of all forms which will require revision. I have touched only generally on the Statistical Section and the Modus Operandi Section. In both of these areas more work will have to be done, decisions made, the needs analyzed, and methods of securing the source information reviewed before definite suggestions can be made.

ACKNOWLEDGMENTS

I wish to acknowledge with grateful appreciation the courtesies of the various members of the NBI who assisted me during the survey of the CIRD operations.

In particular, I am indebted to the following, without whom my mission could not have been accomplished.

Mr. Jose G. Lukban

Mr. Jose del Rosario

Mr. Adriano D. Dimayuga

Mr. Alejandro H. Montero

Mrs. Iluminada B. Isleta

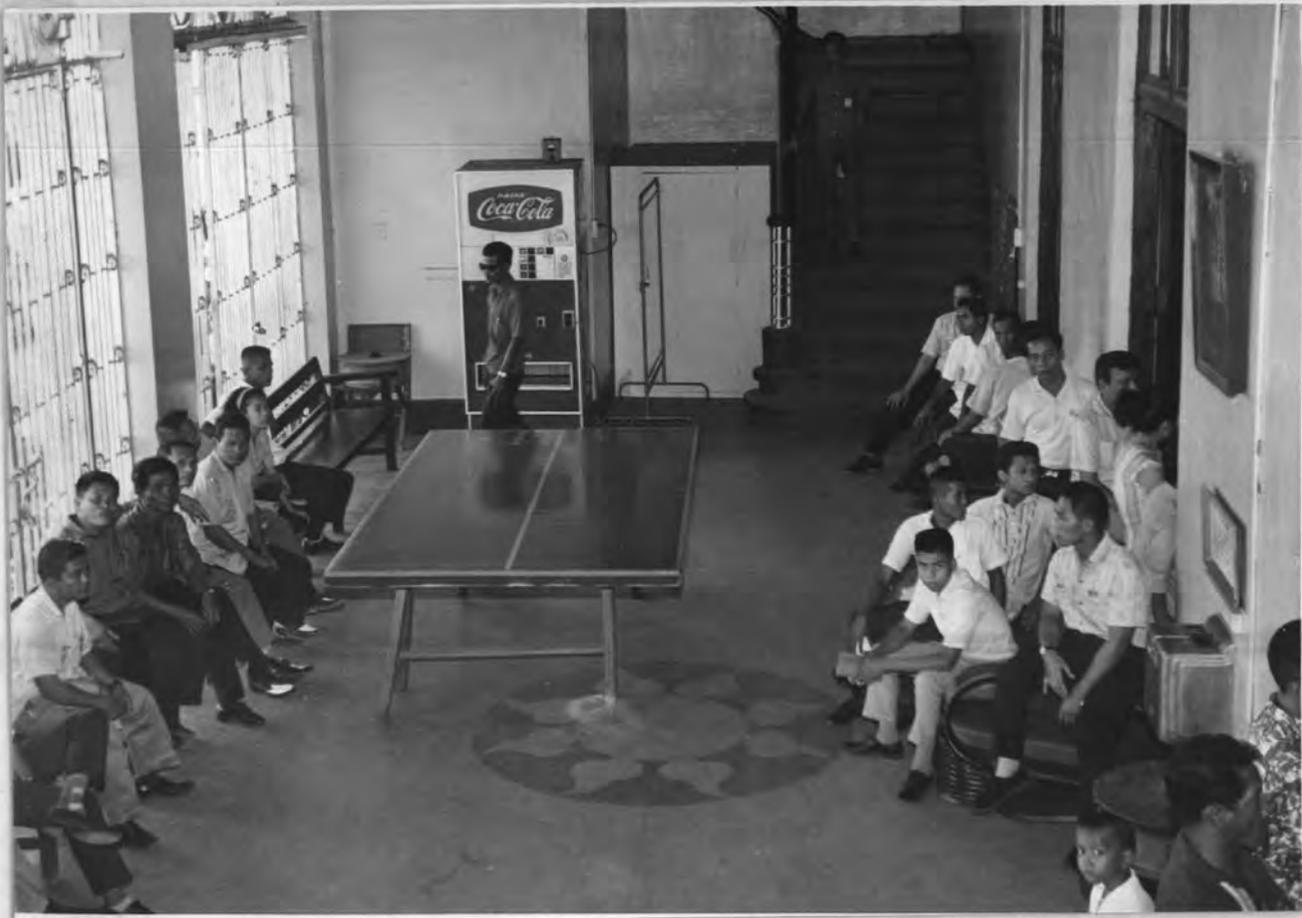
Mrs. Remedios P. Enriquez

  
WILLIAM E. CASHIN

Lobby of the NBI Building.

Right side - back - storage room for records & storage.





1954



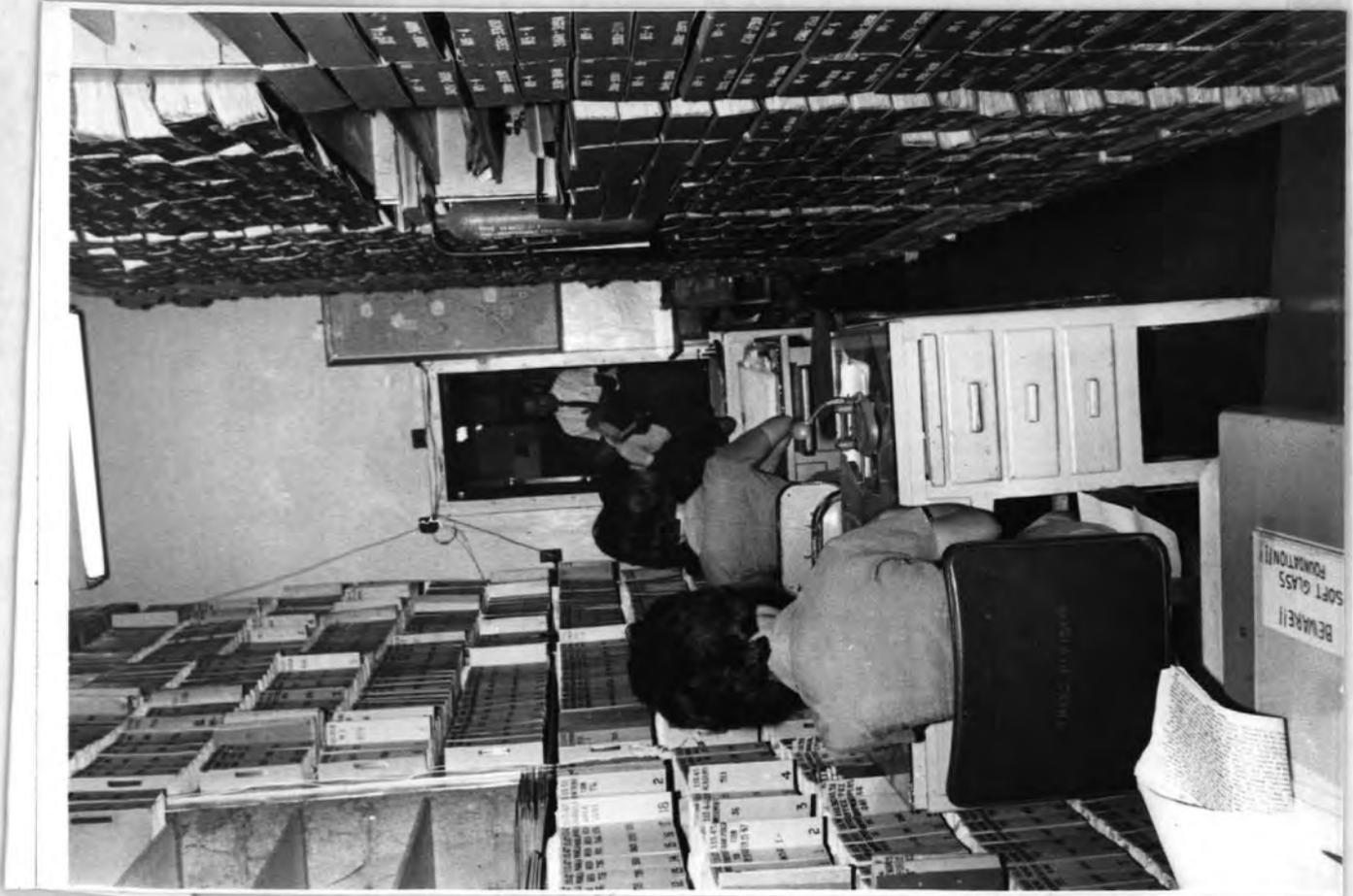
1954

NBI Building, Taft Avenue, Manila, Philippines.

Interviewing Unit, Clearance Section.

Central Records Processing Unit.

Alien, Single Fingerprints and Modus Operandi Units.





Center aisle of the storage room for records and evidence facing the entrance.

Soundex Unit.

Front portion of the Clearance Section.

Left wing of storage room for records and evidence.





Civilian Unit of the Identification Section.

Filing cabinets in the Central Records Unit.

Court Cases Processing Unit.

Center aisle of storage room for records and evidence.





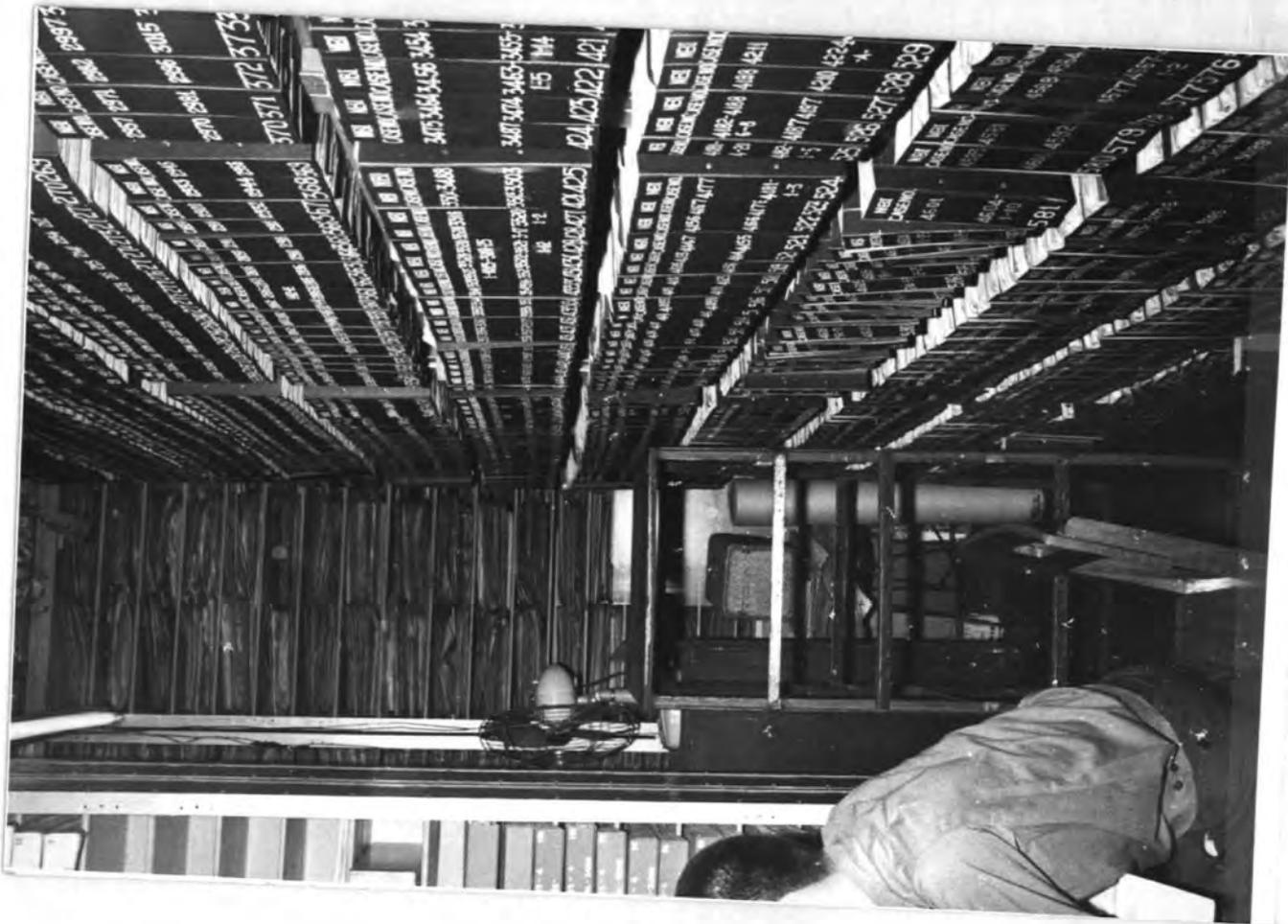
Formerly toilet converted to MVO Records storage room.

. Right wing of storage room for records and evidence.

Receiving, Soundex and Record Check Units.

Left side - back portion - storage room for records & evidence.





Mezzanine floor Court Cases Processing Unit.

Entrance to the Records storage room.

Entrance of former toilet which became storage room for MVO  
records and residence certificates.

Left side of Clearance Section.



## Office Memorandum • UNITED STATES GOVERNMENT

TO : Public Safety Division, Manila and  
Office of Public Safety, Washington

DATE: April 17, 1964

FROM : William E. Cashin, Identification and Records Advisor, Brasilia, Brazil

SUBJECT: Supplemental Data, Re: Records Survey CIRD, Manila, Philippines

The following is additional data for the information of PSD, Manila, and OPS, Washington. These data were not included in the report intended for the CIRD. However, all of the findings were discussed in detail as were the proposed recommendations prior to the writing of the report.

Although Jose del Rosario, Chief of CIRD and Adriano D. Dimayuga had accompanied me during the survey, it was considered desirable that the Acting Director have a verbal first hand report in order that he would fully understand the problems and the reasons for the recommendations being made.

A meeting therefore was arranged in his office at 8:30 A.M., April 7th, and lasted until noon. Present were Jose G. Lukban, Acting Director of the NBI, Jose del Rosario, Chief of the CIRD, Adriano D. Dimayuga, Records Officer of CIRD, and from AID, William Simmler, Jr., Chief of OPS, James L. McMahon, Training Advisor Gordon Ramsey, Asst. Program Officer, and the writer.

A blackboard was used to illustrate the flow of work and how the proposed reorganization would function. Colored slides were used of the I.N.I. in Brasilia, showing the building, and interiors of offices, their location to provide supervision, and the arrangement of files, equipment.

Director Lukban was most receptive and intensely interested, he stated he did not realize things were in such a condition and that the survey and the explanation were an education.

It is my opinion that he has a sincere interest in making the NBI an efficient organization, and AID could be of real assistance should they undertake to do so. From the commodity side, it will not be an expensive program in view of the \$1.2 million available from Japanese reparation funds. Provided the Japanese manufacture and have available the type of equipment required to do the job required in NBI as well as to provide the necessary training and maintenance.

Further considering the use of these records by our agencies, the prompt and more accurate reporting will create a saving in investigations which are now necessary due to the large number of possibilities, which must be eliminated either by actual investigation or evaluation.

Because of its National scope, and the possibility of accumulating information on a national level, it has a potential far beyond the recording of Identification records.

All copies of these reports have been submitted to Mr. Simmler (except one copy for my future use) for whatever distribution is to be made of them.

Records Section - FINDINGS

All mail is received in the Administration Section of the NBI, located on the second floor with that of the Director and Deputy Director.

After the mail has been date stamped it is forwarded to the Director for review (except for fingerprints and routine inquiries).

In order to check routine procedures a letter dated February 27 from the Presidential Staff assistant, MARIANO SERRANO from an ANTONIO Y. REYES, requesting an investigation of three Chinese was selected at random. The case was originally registered under number 64-12-146. The procedure in this case was as follows:

- (a) The request is first routed to the Director for review.
- (b) Then to the Deputy Director for registration and numbering.
- (c) He in turn sent it to the Records Section for attention, the material was signed for, registered and renumbered as 64-A-109.
- (d) The case was then sent to the Chief, JOSE DEL ROSARIO, for action.
- (e) In this instance the material was sent to the Clearance Section where it is again signed for, registered and again numbered as 3-24-64, the date received.

This particular inquiry required the retyping of three pages in order that complete information would be available for further reference. In addition, five 3 x 5 cards were prepared on wanted cards (these are white cards with the upper right hand corner printed in Red). These cards contain the Soundex code the registry number, the subject's name and brief information as to the content of the com-

plainant's letter and the initials of the typists. The purpose of the five cards was due to five different names mentioned in the case. The original and copies were then returned to the Records Section where the name cards were signed for, a notation was made on both the original and copies indicating that the name cards had in fact been received. The information on all name cards was verified and in this case because they were "wanted" cards they were filed immediately. (g) The original case was then returned to the Records Section Supervisor who after review, sent it to the Name files for search. (h) At this point it is again signed for and registered. In this instance the names were searched in the exact location where the newly made Index Cards had been filed a few minutes before. Twenty-four cards were charged-out as possible identifications and sent to the Supervisor of the Records Unit for typing after which the cards were returned to the file. (i) The original case and the results of the search were returned to the Supervisor of the Records Section after again signing for them, she reviewed the material, signed in the name of the Chief and routed all material to the Deputy Director for his further action. (j) The copies of the originals were returned to the Clearance Section for filing.

A check was made of 55 Civil prints and 17 Criminal prints received 3/24/64 from the Baguio City Sub-office, the covering letter was dated 3/17/64. An examination of the prints indicated some were taken as early as January 1964.

In one case the subject was arrested on January 4, 1964 but not fingerprinted until January 13, 1964. Chief Del Rosario explained that it was possible that the police did not have fingerprint cards and may have had to wait for a supply. It may also be that the cards are being held until a group had accumulated before mailing them.

All prints are registered in a book by date, number and agency, indicating whether Criminal or Civil. They are then turned over to the Fingerprint Section where they are signed for, for Classification and Search. Those prints which have already been classified are verified, after the Classification a number is assigned and Index Cards typed. The prints are filed and Name Cards are signed for in the Index Section, verified and filed.

NOTES for recommendations:

- (1) The routing system is cumbersome and should be simplified.
- (2) Work should be sent daily to control work load intake.
- (3) If possible obtain free franking (mail) privilege.
- (4) Retyping of cases is time consuming and costly.
- (5) Typing of Name Cards should be done in one place.
- (6) All fingerprints should be searched - they are now only filed. (Out of

3 prints checked all three were missed although previous prints were on file in all three instances).

Central Records and Evidence Unit - FINDINGS

The Central Records and Evidence Unit is composed of eight (8) regular employees and thirteen (13) Job-trainees and the Court Cases Unit of eight (8) regular employees and twelve (12) Job-trainees. Both Units are under the same supervisor.

The records maintained in this unit are many and varied, consisting of arrest reports submitted by the various police departments throughout the Country used by the Administration Section for compiling crime statistics. Court reports relating to informations and decisions, Usury records, administrative orders, rules and regulations, Motor Vehicle licenses and registration, Residence reports, etc., in addition to evidence for future use in court.

No Motor Vehicle cases have been filed since 1959. The arrest records require 5 shelves each containing 44" of filing space. The Court records require over 100 shelves of 44" each. Name cards are made for each name appearing on the arrest report. Cards being prepared for these today 3/30/64, dated back to October 1963.

This is a small room about 18' x 21' with a security door (Safe type) without ventilation, over-crowded and the poorest of working conditions. In addition, legal size files are maintained in the same area as the Index Unit and two other small rooms one of which was a former toilet (see photos) attached.

To continue to keep some of these records is very questionable. For example, the arrest reports originally supplies for statistical purpose have apparently served their purpose. Index cards have been prepared and filed for the majority and it would seem feasible that they could be destroyed. I further question the advisability of even making name cards, as they have little value from an identification point of view. The Motor Vehicle records no longer have any real value as they are outdated and with the renewal of plates each year the registration file has also lost any usefulness it may have had.

This Unit also file records of Warrants and Missing person.

None of these mentioned are linked to each other nor are they complete.

I was informed that of the 1,356 Town police and 40 City police departments, only 435 were reporting as of June 1963 and as of today 3/30/64 only 423 are now reporting. 973 not reporting.

Notes:

- (1) Need for the establishment of a records disposal procedure.
- (2) Statistical reporting needs revamping.
- (3) Motor Vehicle records void.
- (4) Residential records, poor prints, name cannot be read. (Question the value).

- (5) Working conditions extremely poor.
- (6) Question the value of Index Cards on arrest records.
- (7) Data on miscellaneous requests for Record Checks, incomplete.
- (8) Contributors far from complete. Lack of money for forms and equipment.

Criminal Unit - FINDINGS

On March 15, 1964, I was informed these files contained 218,939 Criminal prints. From March 1 to the 15th, 468 new prints were received.

There are five (5) regular employees and ten (10) Job-trainees assigned to both Classification, searching and the preparation of Index Cards in this Unit.

During the year of 1963, 50,960 prints were received for processing.

A spot check of 36 Criminal prints all of which had Index Cards typed today 3/30/64, were in the Bureau for over four months. In the case of Salvador SUBION NBI #91928, the print was received 12/2/63, Classified 2/10/64, and NBI #91920, Rec'd 11/20/63, Classified 2/10/64.

The procedure of this Unit is to Classify and verify the Classification. Prepare the Index card, File the print and return the Index to the Name file for filing. In no case are Criminal fingerprints searched for previous records. Nor are any reports forwarded to the contributing agency. Although the Unit report stated that No prints remained for processing on March 15th. A check of the file marked (FOR INDEXING) revealed 29" of Cards which required Index cards, and 9" of cards requiring Classification, plus 7" of cards which had been placed in what is known a temporary filing order by the denominator of the primary Classification. The report of this Unit as of March 15th is therefore incorrect. The reason given for the delinquency in Indexing was that only one typewriter was available and

it has now been returned but still is not working properly.

There is no procedure for posting wanted notices in this Unit. However, inasmuch as the Criminal prints are not searched anyway, it is doubtful if an identification would be made, if it were, it would only be by accident. This same condition prevails in the Alien Section. The only prints which are searched are those Alien prints received from the Clearance Section. In the event of an ident, the Alien print is stapled to the Criminal print and filed in the Criminal Section. In addition, I was told that U.S. Embassy and all Military prints are searched.

Notes:

- (1) Reports not accurate.
- (2) Complete revision of system required in both Alien and Criminal Units.

Civil Identification Unit - FINDINGS

As of February, 1964, there were 995,975 prints in possession; 983,882 on file and 12,093 to be processed.

The Unit is composed of twenty-two (22) permanent employees and twelve (12) Job-trainees. However, all but three have been appointed since November of 1963.

The remaining three have approximately three years experience.

The numbers of prints received during the calendar year 1963 totaled 50,960, for the year 1962, 102,999 prints were received. I was informed this increase was due to a large number of prints turned over to the NBI by the Philippine Veterans Bureau. The 12,093 yet to be processed has however been classified and verified. All that remains is the typing of Index cards and the filing.

Daily accomplishment reports are maintained. However, no monthly totals are recorded. The reports therefore cannot be used for comparison purposes or for efficiency ratings of employees.

All prints are received from the Receiving and Indexing Unit where they have been previously registered. They are then processed.

The report of March 1 to 15 showed 63 from the local police, 67 from various U.S. agencies, 2 from the NBI, 513 for Clearances and 34 from other agencies.

The above illustrates that the work of this section is for the most part a service to agencies other than the NBI.

A spot check of three different sub-classification groups revealed errors in each instance in the Classification, the prints were all misfiled.

The Index cards for these prints are typed in the Receiving and Indexing Unit and detached before being sent to the Civil Unit. They are then classified and the classification verified and searched in the Criminal Unit. They are then returned for file unless an Identification is effected in which case they are attached to the Criminal prints. It is not a routine procedure to search civil prints in the Civil files. Therefore, no Idents can be made except by accident when the cards are filed.

In cases where fingerprints are received which have not gone through the Receiving and Indexing Unit, Index cards are typed and forwarded to the Name Index Unit for filing. Ninety five (95) four drawer files, each drawer having two sections, have the Civil prints.

Notes:

- (1) Of the thirty two (32) employees only three have any real experience.
- (2) The person in charge is working out of tile.
- (3) This section does no searching and is over-staffed.
- (4) The classification is poorly done and if verifications are made it would appear that they are merely verifying the same errors.

(5) Why these prints are searched in the Criminal file and not searched in the Civil file, while criminal prints are not searched, is difficult to understand.

Alien Unit - FINDINGS

Figures of this Unit indicated that as of February, 1964, there were on file 215,271 prints, of which 212,348 had been filed and 2,923 yet to be processed.

There are eight (8) permanent people and two (2) Job-trainees assigned to this Unit. From March 1 to the 15th, 46 prints were received, 37 from the NBI Clearance Unit, 6 NBI cases in Manila, and 3 from the local police departments.

There are no regular contributors to the Alien Unit. The Immigration department maintain their own files, most of the prints are currently being received from the Clearance Section. In 1959, 66,165 prints, duplicates already on file by the Immigration department, were forwarded to the NBI for filing. In 1962, 56,653 prints taken by members of the NBI of Indonesians to be deported were filed.

The procedure is to receive some prints from the Records Section which are signed for, they are then registered and given the next consecutive number. Classified and filed in a temporary file by the denominator of the Primary Classification, a spot check of this file indicated that some of the prints had been received as far back as April, 1963, almost one year ago. In order to review the complete procedure one card was selected for search, the print had previously been verified as to classification, thus eliminating this action. The result of this demonstration clearly revealed that the prints are not actually being

searched, but rather the section bearing the same classification is located and the print filed.

Prints which do not lend themselves to proper classification are filed in alphabetic order in a separate file. In no instance are poor prints ever returned. A spot check in the 21 over 1 primary was made. The results indicated that the above practice was not in fact being observed, as several prints that could not have been properly classified were found.

The charge-out card used in this file is a blank fingerprint card with an Alien Index card stapled to the upper left hand corner. However, due to lack of forms a book is now being used. This contains the Name, Classification, date charged-out, purpose to whom charged, Date returned. If the print is not returned within 48 hours a tracer letter is prepared as a follow-up.

A monthly employee report is kept on each employee covering the number of Units of work done each day. This report is kept by the employee and turned over to the Supervisor at the end of the month. However, a check of these reports back to May of 1963, revealed that the Monthly totals were not added. The only one which showed any totals were those of the person assigned to the rechecking of Index cards as these figures are used in the Supervisor's Monthly Report.

The manner in which these reports are maintained renders the reports useless and without purpose. Under the present system there is no way in which they can be used to evaluate the employee's work rate or to compare one employee work-out-put against another. The use of daily employee reports is good, somewhere along the line the system has broken down.

In the event a clear set of prints are subsequently received and found to be identical with those in the prior print (Alphabetic) file: the poor prints are removed, stapled to the back of the clear prints and filed in the regular Alien file.

Notes:

- (1) The number of prints received, 2,879 for 1963, does not warrant the number of people assigned, 2,879.
- (2) No regular contributors other than the NBI Clearance Section.
- (3) There is duplication in the filing of Alien prints (WHY?), the Immigration also has a file. I am told their file is not complete.
- (4) These prints have already been recorded - Is reregistration necessary?
- (5) Classification, searching and charge-outs need attention.
- (6) System of handling bad prints, is poorly handled.
- (7) Check daily report system.

(8) No identifications are being made.

(9) Clear definition as to what is an alien is not available. Prints from  
USN, persons applying for jobs in some instances are filed here.

Single Fingerprint & Modus Operandi Unit - FINDINGS

There are two (2) regular employees presently assigned, one person handles the Single prints and, the other the Modus Operandi, plus one (1) Job-trainee.

As of February 29 the file contained 34,220 single prints or the prints of 320 persons. I was informed that although the file was started about six years ago, no identification have been made of latent fingerprints in the past 2½ years. Whether or not any were made prior to that time is not known.

There are no regulations as to the type of crimes for which Single prints are to be taken. This is left to the judgment of the person taking the prints at the time of arrest.

The fact that a person's prints are on file in this Unit is not noted on the Index or fingerprint cards.

An Index card is maintained in this Unit and does contain the complete classification of the Master print.

Copies of unidentified latents are not filed in this Unit but are retained in the case file. It is therefore impossible to identify these latents either against each other or in the event owner's prints are filed in the Single print file at some future date.

The Battely system of Classification with some modification of the NBI is used.

Notes:

- (1) For all practical purposes the file as it is now being used can be eliminated.
- (2) The file should be more selective and the number of prints on file is too small to warrant it being continued.
- (3) Unless latent prints can be identified there is no point in maintaining a Single print file.
- (4) If a Single print file is desired consideration should be given to the use of the five finger system used by the FBI. It is more simple, more economical and more accurate.

The Modus Operandi system is patterned after that taught by the Institute of applied science in Chicago. I was informed that it was established about three years ago, discontinued a year ago and started again last month. The present employees have been assigned for about two months. To their knowledge no identifications have been made to date.

There are presently on file about one-thousand (1,000) cases. The practice is to read the investigation reports from which information is taken and placed

on 3 x 5 card (see MO-1 arrestees and MO-2 suspects). The data is then transferred to 3 x 5 Index cards and filed for future use.

Notes:

- (1) The present system is time consuming and with the present personnel will never be effective.
- (2) This type of information can be adapted to machines and should be looked into before the file is allowed to continue.

Clearance Section - FINDINGS

This section is composed of thirty-one (31) permanent employees and twenty (20) Job-trainees. Some of the Job-trainees work a full-day while others work a half-day. In other sections, Job-trainees only work a half-day. Of the thirty-one permanent people, twenty-three are assigned to different Divisions or Sections and regular employees from other Sections are assigned to the Clearance Section. I have been unable to find the reason for this procedure.

The Clearance Section is sub-divided into Sub-units, in addition to the Alien and Interrogation Units, and handle such matters as applications for Passports, Visas, Reentry permits, Immigration, Emigration, Naturalization, Firearms, Banks and Private employment, Veterans, Civil Service applicants, promotions and retirement, Military, both for enlistment and promotion.

In the case of applications for clearances, the subject is fingerprinted, photographed by the NBI, and several forms made out. A Records check form (GIRD #3) is sent direct for a Name check (this form does not contain the fingerprint classification). The fingerprints are then classified and verified by employees assigned to the Clearance Section from the Identification Section. (A spot check of one print indicated that the verifier overlooked an error in tracing made by the classifier. This employee was a Job-trainee and should

not have been assigned to this work). In these cases, they are sent to the Criminal file for search. If the search reveals a previous record, it is noted on the back of the Civil print before it is returned to the Clearance Section. If a clearance is granted, the applicant is given a white, blue and pink copy of form 4-a, the buff copy, application, and Record check (form 3) are filed in the Clearance Section by date, Index cards typed and forwarded to the Name files and the prints to the Civil file.

The same procedure prevails in the case of aliens except that numerous photostatic copies of other documents are submitted and filed in this section. I was informed that such papers must be submitted to the Court of First Instance as provided by law. (Whether or not they should be filed by the Clearance Section is not clear and is a matter which should be carefully reviewed by the NBI).

If it is found that they are not required by law, I would question its being continued as these cases usually require investigation and verification of the authenticity of the documents which means a comparison of the original.

In one case taken at random for clearance 98 similar names had to be typed for use of the interviewer. None of these were able to be identified. This same subject later make application for a second clearance. In this instance 138 names were typed including those previously mentioned. This list was checked against the original list, because thirty days had elapsed before the interview,

another typed sheet of name were included. These contained the fingerprint classification. All Classifications were different than those of the subject. Again it was not possible to positively identify any other than the fingerprints in the original inquiry. This same procedure is repeated day after day. At no time even if cases are identified one against another is the Index Unit notified in order that they may consolidate the Index cards.

For the year of 1963, 11,155 applications for clearance were received, fingerprints and all other forms prepared, photographs taken on all first applications, the prints classified, verified, Names searched, Indexed, and lists typed. Of these 11,155 cases only 2,466 appeared for an interview, 571 were referred for further investigation and 8,118 filed. This means that the work done on 8,118 cases was without purpose, five (5) four drawer files are presently being used to file these type of request.

The files containing the Domestic and Alien clearances number 98 four drawer files.

Notes:

- (1) A more detailed study should be made of this section.
- (2) It would appear from the 1963 report that a great deal of needless work is being performed. Much of which can be reduced and some eliminated entirely.

(3) A records disposal system is necessary. To continue to file old records which have little or no reference made to them is costly, as they required files, which in turn required space and personnel to maintain them.

(4) If it is determined these records should be retained the use of microfilm should be investigated.

(5) The work of this section can be absorbed in other section with a reorganization of the CIRD.

The following are the salaries paid employees of the CIRDO, Manila, Philippines.

Range No.		S T E P S				
		1	2	3	4	5
23	Fingerprint Aid	1800	1884	1980	2088	2196
27	Fingerprint Examiner	2196	2304	2424	2544	2676
30	Fingerprint Technician	2544	2676	2808	2952	3108
30	Sr. F.P. Examiner	2544	2676	2808	2952	3108
33	Sr. F.P. Technician	2952	3108	3264	3432	3612
33	Supervisor F.P. Examiner	2952	3108	3264	3432	3612
38	Supervisor F.P. Technician	3792	3984	4188	4404	4632
40	Chief F.P. Examiner	4188	4404	4632	4860	5112
43	Chief F.P. Technician	4860	5112	5376	5640	5928
51	Ass't Director	7236	7608	7992	8400	8832

Annual increments are received each year for the first three years, the 4th and 5th steps after each two years.