Study of the Records Management Practices

National Department of Investigations

DENI

Republic of Panama

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PREFACE

This comprehensive study was accomplished with these goals as the objective:

1. To present each division, except for Internal Security, of the DENI structure that maintains records, files, or indices in its current operating condition.

2. To present a broad overall recommended procedure for the improved operation of each DENI echelon concerning proper records and indices maintenance.

3. To recommend prompt specific action that can be taken to resolve any current deficiencies, or to assist in the resolution of any over-riding problem area that is within their current operating capability.

Thus the study of each DENI division will, for clarity, immediately contain its Individual Analysis, Recommended Procedure, and Recommended Specific Action to approach the goal of a functional centralized records system.

INTRODUCTION

The National Department of Investigations (DENI) can be likened to a large city Detective Division with strength of 241 men. It has, with the exception of an Internal Security function, similar dress, duties, responsibilities and arrest powers. Whereas a detective division is responsible to the Chief of Police, the 241 DENI detectives are responsible through their Director Hector Valdes Jr., to the Minister of the Presidencia, Alfredo Ramirez, who in turn is responsible to the President of Panama, Marco A. Robles.

By far the largest contingent of DENI personnel is located at DENI headquarters in the capital, Panama City, with a strength of 194 men. The balance of 47 men are located in seven detachment areas with the next largest contingent of 19 men at the nation's second city of Colon. The other personnel are stationed at David, Santiago, Chitre, Bocas del Toro, Paso de Canoa (Costa Rican frontier) and at Puerto Armuelles, all of which are west of the Colon-Panama City line.

DENI has no traffic division, nor does it investigate automobile accidents, both of which are solely within the province of the Guardia Nacional. DENI does, however, maintain a radio patrol capability with eight of its 18 anonymous cars presently equipped for low frequency receiving and transmission. They are currently maintaining a minimum of three radio cars on sector patrol. With ten new sedans to be delivered by AID Public Safety during October-November 1965 they intend to increase their sector patrol to a minimum of five radio cars at all hours.

ADMINISTRATIVE MANAGEMENT DIVISION

Analysis

1. The Chief of the Administrative Section is responsible for the:

   a. Receipt of incoming mail and the preparation of outgoing mail.

   b. Routing of incoming correspondence within DENI.

   c. Maintenance of the evidence logs and correspondence thereto.

   d. Receipt, action and follow-up concerning the Request for Arrest or Summons (Solicitud de Captura o Citacion) (SCC) as prepared by The Director's secretary, for action on receipt of an arrest or summons issued by competent authority (mayors, judges, etc.).

2. The Administrative Management Division maintains 3 file cabinets of records pertaining to:

   a. Correspondence concerning arrests. (Panama)

   b. Incoming telegrams and the replies thereto. (Panama)

   c. Correspondence with foreign governments and companies.

   d. Copies of the SCCs with the DENI Action letter.

3. Card Index Files (3 x 5)

   A separate set of card index cards (approx. 1,500 in the "action completed" section and 500 in "action pending") is maintained by Col. Valdes' secretary.

   a. This index system is related only to [1 (d) above] the requests for arrests and citations, subpoenas or summonsos. As those requests by letter, emanating from echelons of the judicial system, mayors, or other authority are directed to the Chief of DENI, the handling of those requests is considered an executive function and administered solely by the Secretariat.

b. This card file is utilized only as a Suspense and Completed Action file and only for the use of the Secretariat. On receipt of an arrest letter the index card is prepared in duplicate under the name of Subject and pertinent reference data from the letter. The original is kept in a suspense card file until the required action has been completed. A duplicate card is sent to the Judicial Section. Two copies of the SCC are forwarded to the Action Unit of the Judicial Section for investigative action.

c. On receipt of the SCCs, the Action Unit prepares a similar 3 x 5 card for their suspense file. The necessary apprehension or summons is then requested and when the investigation is completed, a Report of Investigation (RI) is prepared in four copies and the Action Unit forwards the first three copies to the Secretariat along with their completion of the SCC. The pending 3 x 5 card is then changed to inactive with the details noted thereon, after retaining and filing the fourth copy of the RI.

d. The Director's Secretary, on receipt of the completed SCC and the three copies of the RI from the Action Unit of the Judicial Section, then prepares a letter to the requesting agencies denoting DENI action taken and encloses the original RI. The pertinent final details of the matter are then entered on a Suspense 3 x 5 card and the card is then transferred to the Closed File. The second and third RIs are sent to the Criminal Records Section for filing.

<u>Recommendation</u>

A review should be made of the correspondence and telegram files that only concern arrests to determine if the same material has been sent to Central Criminal Records for inclusion in the proper case file. Any document.

correspondence or otherwise, pertaining to an investigative case on file should receive the same file number and be filed with the case.

Any mail coming to the department from another agency or from private citizens or companies which request an investigation be conducted leading to the arrest of an individual, the recovery of property or similar activity should be made the subject of a Complaint Report and assigned a file number. Copies of correspondence addressed to persons or agencies outside the Department should be filed with the case to which they concern.

Specific Action to be Taken

1. The preparation and retention of index cards by the Action Unit of the Judicial Section, as a permanent file, duplicates the same effort of the Secretariat. It has no benefit to DENI as long as the necessary information is readily available within the Secretariat.

2. The retention of the fourth copy of the RI by the Action Unit is duplicative and unnecessary, when the same information is permanently filed within the Criminal Records Files.

3. The sending of the second copy of the 3 x 5 Index Card by the Director's Secretary to the Justicia Section is of little value when compared to the loss of this information to the Central Name Indices. The original 3 x 5 index card which sets forth the pertinent descriptive information concerning Subject, should be prepared and sent by the Secretariat immediately to Central Indices for prompt insertion in the Central Name Index files. The Director's Secretary should retain the duplicate 3 x 5 card she prepares for her Suspense File, and if the file is necessary for control purposes.

4. Review the correspondence files that concern arrests to determine if the information has been sent to Central Criminal Records for inclusion in the proper case file. If not, the correspondence should be transferred and inserted into the case file.

COMPLAINT AND INVESTIGATIONS DIVISION

Analysis

1. As DENI itself is one large group composed entirely of plain-clothed investigative personnel, perhaps the best way to describe this Division is to say that this Division's personnel, with three exceptions, are the investigative body charged with the actual conduct of an investigation based on receipt of a complaint direct to DENI. The three exceptions are:

a. The Homicide Section - This section conducts all investigations of any homicide.

b. The Bad Check and Fraud Section - This section conducts all investigations concerning bad checks, fraud and embezzlement.

c. The Narcotics Section - This section conducts all narcotics investigations and also performs many of the DENI apprehensions (captures).

2. The Complaint and Investigative Division is composed of three shifts (turnos) of eight hours duration and each averaging fourteen assigned detective personnel headed by a Chief Inspector. Each of the three Chief Inspectors is responsible to the Chief of Personnel who in turn is responsible to the Director. The identical chain of authority is also applicable to the Chief of the three separate sections listed above; the Homicide, the Bad Check, and the Narcotics Sections.

3. Complaints (Quejas)

Each Chief Inspector has two detectives permanently assigned to the Complaint desk (Oficial de Guardia) which actually is a misnomer as they are equally receptionists. Their large desk is placed at the main entrance and is the first barricade to entrance into the DENI building. They are the first detective personnel to discuss a complaint with the public both

telephonically and in person. They also control further entrance into DENI; advise visitors to proper office locations; and telephonically advise DENI offices of the caller's identity and to what office they have directed him. They do not control radio movements or communications with DENI vehicles. They do not maintain any type of a Complaint Report or Record. They do, however, secure enough information telephonically or verbally to determine what echelon of DENI should properly handle the matter and promptly refer the caller to the proper section i.e. Chief Inspector, Homicide, Bad Checks, etc.

The Oficial de Guardia does maintain a Daily Log in his typewriter in an original and three copies. This log acts as the original record of complaints received. In addition to the bare facts of the complaint, is shown which DENI Section has taken investigative action, the date and hour. At no time is the pertinent crime or personal data information, made known to the Central Name Indices.

4. Investigations

On receipt of the complaint information, the Chief Inspector assigns a detective, car and fingerprint man from the Identification Branch to conduct the initial investigation. At this time the Complainant is requested to enter a sworn formal Complaint (Denuncia) at DENI headquarters. The Denuncia, prepared in six copies, is the second document to be prepared in the course of handling the complaint; the first being the entry in the Daily Log Book. When the investigation is nearing completion and the pertinent statements secured, i.e. the Statement of Witness (declaracion) or the Statement of Suspect (indagatoria) or both, prepared in five copies; a Report of Investigation (RI) is then prepared in four copies. When the investigation is closed, the RI and its pertinent documentary attachments are then forwarded to the Secretariat for proper forwarding - as set forth in the Administrative Section of this Study.

At no time during the Complaint or Investigative phases of a case is:

a. A name index card prepared.

b. Pertinent complaint, or personal information concerning the Crime, the Suspect, Witnesses, etc. ever sent to the Central Name Indices.

c. A Complaint Form prepared (quoja).

d. Indexing of the Daily Log, Denuncia, or the Report of Investigation accomplished for the information of the Central Name Indices.

It is thus more easily apparent as to why the necessary information for insertion of index cards into the Central Name Index does not reach the Central Name Indices until much time has elapsed - usually not until the case has been heard in the courts, sentence imposed, and the reports thereof forwarded to DENI by the courts.

Recommendation

I. Definition and Management Control

The term "Complaint" (Quejo) as used in this study should not be confused with the formal, sworn-to under oath, complaint (Denuncia) which normally is the basis for the authority to make an arrest (Captura), and which under Panamanian law must become documentary evidence at the time of a court trial. For the purpose of this study, the Analysis and the Recommendations for records management improvement only concern any informal complaint or report received by DENI from a private citizen that a certain condition exists which requires investigative action. Investigative work is very important to the Ministry of the Presidencia and to the public and as such should be represented by adequate records of complaints received and investigative action taken. To assure the Director of DENI that proper administrative control over

complaints will be established it should be insisted that a permanent written record be made of each complaint and that this record be accomplished at the time the complaint is received.

2. The Central Complaint Room

Any reports of crimes which may come to the direct attention of police officers, whether they be on duty in the streets, other public places, in district stations or headquarters offices, or while they are off duty, should be referred promptly to the Central Complaint Room.

All complaints should be received and recorded briefly by a complaint officer who is responsible to the executive head of the department. The matter would be promptly relayed to the line units responsible for taking the indicated police action, but the record already initiated by the complaint officer would be used as a basis for follow-up for an appropriate report.

This procedure is basic and vastly superior to any arrangement whereby the record is made only after an officer has made a preliminary investigation into the complaint. In fact, under this latter procedure the completeness of the records will inevitably deteriorate to the point where the information made available from them is utterly misleading and practically valueless to the administrator.

The central complaint room procedure generally operates to the best satisfaction of the public. Here is an example of what can happen under decentralized complaint recording practices. A complainant after giving part of his story to a switchboard operator or to the Officer of the Guard (Oficial de Guardia) may be transferred to the Common Crimes Section (Delitos Comunes). At that point a detective may feel the case is really one for the burglary section and the complainant may be transferred again.

The DENI Director can have reasonably complete administrative control if all telephone complaints automatically go to a single complaint desk and

FORMULARIO DE QUEJAS
DEPARTAMENTO
NACIONAL DE INVESTIGACIONES

Carácter de la infracción _____ Denuncia N°. _____

Querellante _____ Teléfono _____

Domicilio _____ País _____

Investigador. _____ Fecha y hora en que se cometió la infracción _____

Lugar (donde ocurrió) _____

Otras personas que intervinieron _____

Domicilio _____ País _____

Informe recibido por: _____ el _____ a las _____ horas

Detalles de la infracción (Exponer todas las circunstancias)

Esta infracción es declarada:

firmado _____ fecha _____
oficial agente o detective

firmado _____ fecha _____
comandante

- ☐ Infundada
- ☐ Aclarada con arresto
- ☐ Excepcionalmente aclarada
- ☐ Inactiva (No Aclarada)

PROPIEDAD ROBADA (describir)*	Cantidad	Valor Estimado	RECUPERADA	
			Fecha	Valor
		Total:		Total:

Recuperado por:	Propietario firmado en propiedad fecha

DESCRIPCION DE SOSPECHOSOS O PERSONAS BUSCADAS

	NUMERO 1	NUMERO 2
Nombre		
Domicilio		
Raza		
Sexo y edad		
Altura y peso		
Color Cabello Color ojos		
Cutiz-barba		
Vestimenta-Marca		
Ocupación		
Nacionalidad		

all complaints received elsewhere in the department are promptly furnished to this point. If a private citizen telephones headquarters and asks to converse with some specified officer and thereafter proceeds to report the commission of a crime to him, he would naturally be the officer to make the initial report of the complaint, but the rule should be clear that the individual first receiving the complaint must furnish the information without delay to the Official de Guardia, Complaint Officer, or Central Complaint Room, to be handled pursuant to departmental regulations.

3. Complaint Officers

The central recording of complaints is a function closely allied to communications. Here one or more officers may be designated as complaint officers. Their duties are to receive telephone complaints which comprise the vast majority. The position of complaint officer is an all-important link in the administrative machinery of the department. He is the department's representative receiving complaints from the public. It is his job to talk to the public and to discuss their problems with them. An officer assigned to this duty should be one with experience and an extraordinary amount of tact and diplomacy. He should be well versed on the law and he should also have sufficient experience and sound judgment to enable him to decide the proper action to be taken in emergencies.

4. Complaint Report Form

The form used to record complaints when they are received should provide for certain basic features. It should provide for recording the location and the nature of the incident, the name of the complainant, date and time the report was received, and in brief, any information which will aid in the intelligent dispatching of officers to the scene.

Following is a combination complaint and general offense report and would be used to make the initial record concerning the complaint and also to

later report the action taken by the investigating officer. The investigating officer's report, in serious matters, should be recorded on a separate investigative report form.

The recording of each complaint on a complaint report form sets up the administrative control over requests for DENI service. Each complaint received may be identified with a complaint or case number assigned in consecutive order. A numbering machine may be used for this purpose. Complaint forms may be prepared in duplicate so the carbon copies may be furnished the officer assigned to handle the matter. Additional copies may be prepared if need is felt for more than one. A complaint report for recording each complaint should be filed in straight numerical order. Guide cards may be placed between each 25 or 50 complaint reports. The guides hold the reports upright in the file and allow a report to be located with a minimum of effort. It is important to emphasize that the original complaint report never leaves the record room and in this manner headquarters control over each complaint is assured.

The complaint report in cases involving felonies, serious misdemeanors, or the loss, theft, or destruction of property, or injury to persons, should be followed up with a detailed investigative report. The original complaint report not only identifies the case but also facilitates the follow-up on each serious crime.

5. Indexing the Complaint Report

One index card should be made for each complaint that pertains to a felony, a serious misdemeanor, or involves the loss, theft, or destruction of property or injury to the person. This index card should be filed in the Central Name Indices by the name of the Complainant. Names of suspect or wanted persons, victims and witnesses should also be indexed and cross-referenced to the Master Name Card and to the Complaint Report Number.

Recommended Immediate Specific Action

1. Until such time as the Central Complaint Room manned by specialist Complaint Officers is approved and set in operation, the duties and responsibilities of the two man Oficial de Guardia who presently act as both receptionists and receive complaints from the public, should be re-evaluated and redrawn. That person responsible for the preparation of the Daily Log should be solely responsible for the receiving of complaints both telephonically and verbally from walk-in citizens. The Junior Oficial de Guardia, if a detective is deemed necessary for this purpose, can act exclusively as the receptionist and building guide.

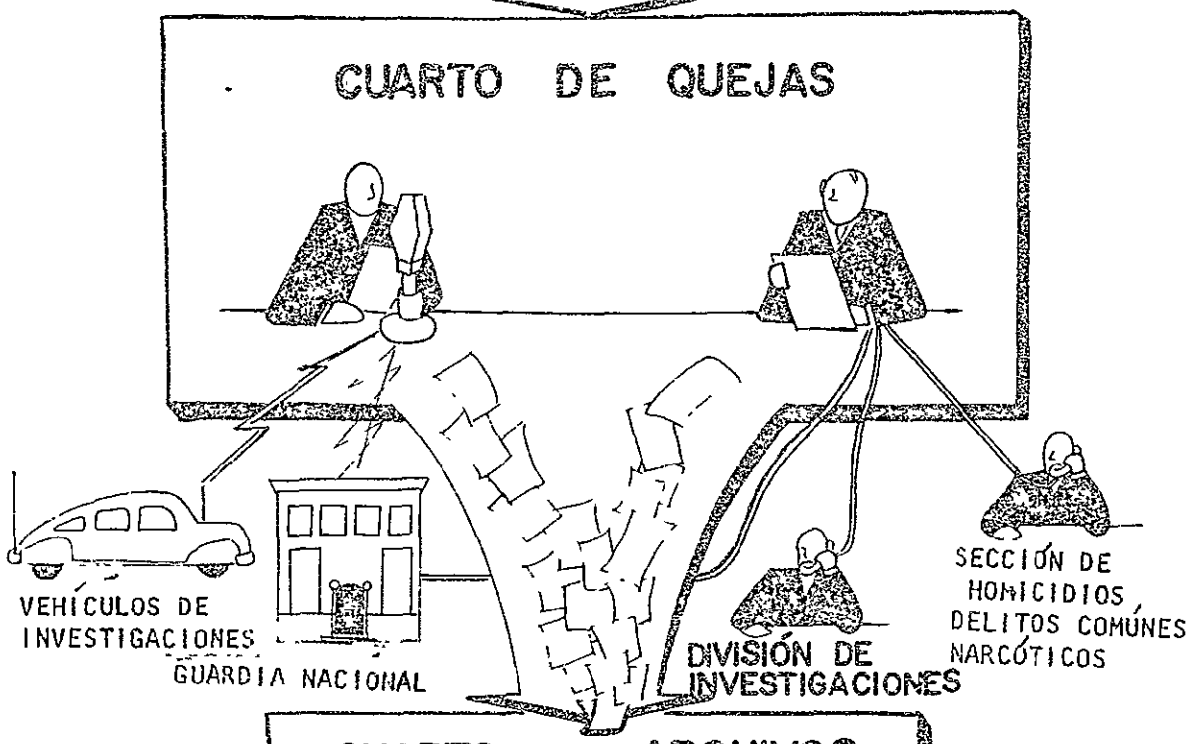
2. Pending the approval and installation of the new Complaint Form (Formulario de Quejas) each Chief Inspector and the Section Chiefs of Homicide, Bad Checks, and the Narcotics Sections should install a temporary but expedient written record of each complaint to be accomplished at the time the complaint is received.

3. Index cards containing the proper personal data should be immediately prepared on the receipt of any complaint of a felony, serious crime involving the loss, theft or destruction of property or injury to a person. This index card should be promptly forwarded and inserted in the Central Name Indices under the name of the Complainant. Names of Suspects, Victims, Witnesses, and Wanted Persons should also be indexed and filed in the Central Name Indices.

REGISTRO CENTRALIZADO DE QUEJAS

CLASES DE QUEJAS

- NO CRIMINAL
- MISCELÁNEA
- ROBO
- PROPIEDAD PERDIDA
- PROPIEDAD AVERIADA
- PERSONA HERIDA
- PERSONA PERDIDA



CUARTO DE ARCHIVOS

CONTROL CENTRAL DEL CUARTEL GENERAL

CRIMINAL RECORDS FILE SECTION

Analysis

Two persons, an Investigator and a female file clerk, maintain the central repository of criminal investigative files. Duplicate investigative files are also maintained by the Chief, Identification Branch within a Subject's Identification folder.

1. On receipt of the second and third copies of the Report of Investigation (RI) from the Secretariat, one copy is retained and the third copy is forwarded to Identification. A block stamp is placed in the upper left-hand corner of the RI which contains the following information:

   a. The Demuncle Number, or a DENI serial number when no Demuncle Number exists.

   b. The Case classification - DENI uses the proper name of crime rather than a numerical code i.e. Robbery, Assault, etc.

   c. The date of the request for DENI action.

   d. The name of person placing the case in the file.

2. Card Index File

   The Section maintains approximately 50,000 each 3 x 5 index cards in two large two column, 8 x 11 drawer file cabinets, respectively. At the time of receipt of the RI's from the Secretariat, a 3 x 5 card is prepared containing a brief description of the personal data concerning the Subject. Immediately underneath this information (two lines) is placed the information from the block stamp as in paragraph 1 above and this information is underlined. On any subsequent investigations concerning the Subject, the new information from the block stamp is entered immediately underneath the previous investigative report data.

3. Files

The Criminal Files Section maintains the Reports of Investigations in 17 letter and legal-sized, steel file cabinets that are divided by years and the crime classification, by name. For example, all robberies are filed together under "ROBOS" and filed consecutively by date and bound by yearly, monthly, or semi-monthly groupings according to the frequency of occurrence and/or the thickness of the investigative file.

In some cases the third copy of the RI that had been forwarded to identification is returned. This occurs when identification has no file, index card, or fingerprint card concerning the Subject. In those cases the Criminal Files Section destroys the third copy of the RI.

Recommendation

In general the indices, records and files are maintained in good order. They are, however, extremely difficult to extract desired information in that they are tightly fastened together in 3-4 inch thick files and are not serially numbered as a whole, but are filed primarily by the Denuncia Number, which by itself has no meaning as a separate filing system.

A special series of numbers for filing investigative reports should be established. This makes for simplicity and provides a simple chronological record of activities. The case files may be numbered consecutively with a separate series of case numbers cross-referenced with complaint or Denuncia numbers. This system may be continued indefinitely without starting a new series at the end of each year.

All documents pertaining to the same offense should be filed with the original case report which will provide a complete chronological file on

each crime committed and each investigation conducted. Such files should contain material as signed statements, photographs of crime scenes, supplementary reports, correspondence, telegrams, etc.

Investigative case files may be filed in file folders with approximately 25 cases to each folder. To try and maintain a file folder for each case would be very expensive and would consume a great amount of filing space. However, if it is anticipated that many reports of investigation and related documents such as in homicides will be prepared and filed as one case, one file folder can be reserved for this purpose.

Only one official filing system should be maintained. The practice of separate units within a department establishing separate permanent records should be discouraged as it creates duplication of effort and of records.

Specific Action to be Taken

1. The Criminal Records File Section should be moved to become an active cohelon of the projected centralized indices, Files and Records Division.

2. A numbering system for the filing of all investigative reports should be installed to give a simple chronological record of activities.

3. All index cards should be incorporated into the Central Name Index after a check has been made for any duplication of index cards and for completeness of information thereon.

4. After file folders are obtained, the present investigative case files should be broken down from their present thickly bound condition to facilitate insertion and removal of case files.

STOLEN PROPERTY INDICES

Analysis.

1. The stolen property indices are maintained within the office of the Chief of Personnel. Each index is in the form of Denuncias (Formal Complaints) bound within a manila file folder by a metal clasp or file fastener. No attempt is made to extract any information concerning stolen property from the Denuncia; thus, if detectives ever should review the stolen property file they would have to read the narrative of each Denuncia.

Manila file folders are devoted to five distinct categories of stolen articles:

(a) Pistols, revolvers, rifles and shotguns

(b) Automobiles and motor scooters

(c) Radio and television sets

(d) Typewriters and business machines

(e) Jewelry and watches

2. No index of stolen items is maintained, only the composite Denuncias of like items in the above five categories. Listings of stolen property are received in the form of a copy of the formal Denuncia that has been forwarded by the three Chiefs of Detectives or the three Section Chiefs of Homicide, Bad Checks, or Narcotics. Each Denuncia that concerns stolen property is prepared by the Complainant and is his personal listing and valuation of whatever property he considers has been stolen. Therefore, if additional identifying information is obtained during the course of an investigation there is no active depository for such developed information, as the only compilations of stolen property are the Denuncias themselves.

3. Listings are received from Pawn Shops of articles taken in pawn or purchased outright along with the name and Identity Card (Cedula) number of

the seller. These lists are not furnished daily but only when a ruled sheet of paper has been completely filled by the pawn shop proprietor. When serial numbers, manufacturers, and identifying marks are known they are furnished; however, in the case of jewelry items only the barest of details are furnished.

4. When the screening of the list of pawned items results in a positive identification, as against those items contained within Denuncias in the stolen property folders, these positive identified items are then picked up and turned over to the Courts. When the case has been adjudicated the Complainant then receives his property. The pawnshop proprietor presents his claim for reimbursement to the court and may or may not receive his money.

Recommendations

1. One principal objective of any investigation is the identification and recovery of lost or stolen property. The stolen-property index is an investigative aid of inestimable value in achieving this objective.

There are two means of identifying property: One is through the serial number placed on the article by the manufacturer, and the other is by the description of the article when it contains no manufacturer's serial number, or when the number is not known. Obviously, a serial number offers a more positive means of identification. When an unnumbered article contains a monogram or the initials of the owner, it too, is subject to more positive identification.

A property-identification index is subdivided according to the means by which property may be identified. Generally, such an index consists of two sections, numbered and unnumbered. In the numbered section all property bearing an identifiable number is indexed according to the last one, two, or three digits of the number, depending upon the size of the file. In the un-

numbered section property not identifiable by a serial number may be indexed according to the description of the article.

2. Numbered Section

Numbered property would be indexed by a three-digit file containing guide cards numbered from 000 through 999. All numbered property may be indexed according to the last three digits of the number without regard to the type of article. Licenses, automobile motors, watches, firearms, electric drills, etc., are indexed together according to the last three digits of the serial numbers regardless of the make or model of the article.

The index cards in each section are filed behind the guide cards corresponding to the last three digits of the number. The index cards are filed behind each guide card in numerical order according to the fourth and fifth digits from the end.

3. Unnumbered Section

Property not identifiable by a manufacturer's serial number is indexed in the unnumbered section by description of the article and much of the success of this section of the index depends upon the accuracy and care with which the property is indexed.

The main classifications, such as clothing, furniture, footwear, jewelry, tools, etc., should be indicative of the general character of the article indexed. Material of which the various articles are composed such as cloth, gold, leather, plastic, steel, etc., should be avoided as primary classification.

Within each general group, the list should be further reduced by providing for specific types of articles. For example, under the main classification of "clothing" there should be subdivisions for "male" and "female" and within each of these a breakdown for the type of article. Under the heading "female", guide cards may be made for coats, dresses, skirts, suits, miscellaneous, etc.

As these subsections grow they may be broken down further according to the material, color, size, and style.

The breakdown by type of article and the reference cards should be in as great detail as possible for in this unnumbered section the search is made entirely according to the description of the property, and all persons filing and searching must be thoroughly familiar with the indexing procedure.

4. Description of Stolen Property

In order that the index may be of maximum value to a department it is essential that investigating officers obtain complete descriptions of property reported stolen. The manufacturer's serial number should be obtained in every instance if one is available. If not known, the victim or owner may be encouraged to obtain the number to assist the department in identifying and recovering the article. If a watch has been repaired, the jeweler may have made a record of the watch movement or the scratch number which he inscribed in the case. The jeweler from whom the watch was purchased may have a record of the case and movement numbers. If a guarantee was registered with the manufacturer of an article, the owner might obtain the number from that source.

Many law enforcement agencies through newspapers, radio talks, and the like, have encouraged the public to make a record of all their property which contains a number, or initials, and description of unnumbered property. Unnumbered property must be more fully described than numbered property because the only means of recovery is through the description. As many qualifying adjectives as possible should be used in describing each article. A ring described by a detective or by the Complainant as "one lady's medium-sized diamond ring" does not mean much to the person who must index the article.

Articles containing a monogram or initials may be indexed according to the engraved or imprinted letters. Major breakdowns in alphabetical sequence may be provided for the last letter in the initial or monogram. Monograms, particularly, should be cross-referenced with all letters due to the difficulty in many cases of determining the proper order of the letters.

5. Preparing Index Cards

At least one index card will be prepared for each article reported lost or stolen, unless it is clear the article is not worth indexing. Separate index cards should be prepared if an article contains more than one identifying number. An example of this is found in a watch which contains a movement number and a case number. Each would be indexed.

The complete description should be recorded on the index card to eliminate the need for a searcher to check the investigative report to obtain the complete description.

Whenever an article is recovered, the corresponding index cards may be removed from the file and destroyed. The unnumbered section should be examined at least once each year to eliminate therefrom index cards representing perishable items more than one year old. For example, a lady's diamond bracelet would probably remain indexed in the file indefinitely or until recovered whereas an index card for a man's blue overcoat, size 42, would probably be removed after the case is one year old, since the likelihood of recovery and identification by that time is rather remote. For this reason, the date of the offense should be recorded on the index card in every instance.

6. Pawnshop Cards

It is only natural that in a great many instances property lost or stolen finds its way ultimately to a pawnshop or a secondhand store. The information thus received at DENI from pawnshops is subject to indexing in the

lost and stolen property file much the same as is done with lost and stolen property.

In many areas the reports received from pawnshops are in the form of ledger sheets with numerous entries on each. Index cards can be prepared from the information shown. Another procedure preferred in many cities involves the preparation of the index cards themselves by the pawnshop or secondhand dealers and these are ready for filing forthwith.

Pawnshop (index) cards are searched against the lost or stolen property index cards in file to determine whether the article has been reported stolen and then if no identification is effected the cards are filed in the appropriate place with the other index cards in the same manner as stolen property index cards are filed. Those bearing a serial number are searched against the unnumbered section before filing as the serial number may not have been available when an article was reported stolen and accordingly, the card would have been filed by description. Similarly the cards representing stolen property are searched against the pawnshop cards before filing since the article may have been pawned or sold before it was reported stolen. This is particularly true in cases where property is stolen while the owner is away on vacation reporting the theft upon his return. Index cards representing the pawned and purchased secondhand property may be removed from the file periodically and destroyed.

Property found or recovered by police officers or turned in by the public should be indexed in the stolen property index if the property cannot be identified immediately with a reported theft or loss. Property containing a serial number may be indexed in the numbered section and cross-referenced in the unnumbered section, since it may be necessary to locate the item through only the description.

Cases in which similar property is stolen can be associated through the property index. For example, a detective working on a case dealing with narcotics may obtain from the record room a reference to all cases in which narcotics have been stolen. These cases may involve residence and nonresidence burglaries, thefts from autos, and robberies, but the cards in one section of the property index would identify each case. This represents a further application of modus operandi and permits studies by "object of attack" in crimes against property.

Property removed from a prisoner before he is placed in jail may be searched against the stolen property index. Frequently, investigators solve cases and recover stolen articles by checking all prisoner's property.

Recommended Immediate Specific Action:

1. The information in Denuncias that describes stolen property should be extracted from the Denuncia and a 3 x 5 index card be prepared for each item with as complete a description as possible. To achieve this, the Detective Chief, or the custodian of the stolen property records, should interview the Complainant at the time the Denuncia is prepared and obtain as complete descriptive information as possible for entry on an index card for each item.

2. All Detective personnel should be instructed to periodically review the latest additions of Stolen Property so that DENI is not completely reliant on Pawn-Shop reports, but has many pairs of observant eyes aware of articles to be found or to be matched against lists of stolen similar items.

3. To take some of the administrative load away from DENI the pawn shop operators should be instructed to furnish their lists of articles purchased or pawned on a 3 x 5 index card for each item, with each article to be as completely described as is possible. This will make possible a more rapid report to DENI. A proposed Pawnshop card for DENI follows immediately.

TARJETA DE INDICE - CASA DE EMPEÑO

Artículo		Descripción o Estilo		Número de Serie
De Mujer	Material	Color	Tamaño	Número de la Caja
De Hombre				
Monograma, Iniciales, u otras señas				
Nombre del Fabricante		Piedra (No. y peso)		Monte
Número del Vendedor		Cantidad Adelantada	Hora	Fecha
			A.M. P.M.	19
Nombre del Vendedor				
Localización				

(Frente)

Firma del Cliente	
Dirección	
Descripción del Cliente. Debe llenarla el vendedor	
Sexo Edad Estatura Peso	
Ojos Cabello Tez	Huella del Indice Derecho
Raza o Nacionalidad	
Vestidos	
Particularidades, Marcas, Cicatrices	

(Reverso)

IDENTIFICATION BRANCH

Analysis

1. The Chief, Identification Branch, maintains all criminal identification fingerprint cards filed within the Republic of Panama. He has been an employee of DENI since 1943 and has been Chief of the Branch since it moved in 1958 to its present location in the basement of the DENI building.

   The Branch has 14 employees of whom four work at night; two are photographers; one is a stenographer; and one is permanently assigned for duty with the national identification Card (Cedula) program. The balance of six employees available for day duty, prepare, classify, and file fingerprint cards; and, perform ballistic tests on all weapons submitted by the National Guard for recording, identification and the retention of one expended cartridge and shell prior to issuing a gun permit.

2. The Chief maintains several distinct sets of files and of 3 x 5 index cards, and with the small number of available personnel to assist him, together with a very small operating budget, has brought his files to a very neat and effective operating condition. The files maintained consist of the following:

   a. Criminal Identification 8 x 8 cards.

   b. National Identification Card Files (Cedulas).

      (1) Fingerprint Cards - 8 x 8 size.

      (2) Duplicate photo copies of the Cedula, size 3 x 5.

   c. Personal History Files.

   d. Photographic Files.

3. Criminal Identification Cards. These 8 x 8 cards have been maintained since the establishment of DENI under its former name of the

Secret Police, in 1942. There are currently approximately 70,000 cards filed and classified according to the FBI extension of the Henry system. These are prepared in four copies at the time a person is brought in to be photographed; a permanent identification number assigned; appropriate index cards prepared to include aliases; and a Personal History File (PHF) opened.

4. Cedula Files. These files are in two sections, namely:

a. Fingerprint 8 x 8 Cards. These are prepared by the DENI employee on duty with the National Identification Card program. Each Panama citizen and resident alien over 21 years of age is required to have a Cedula at all times and the fingerprint card is prepared at the time of issuance. To date, approximately 600,000 fingerprint cards are maintained of Cedula holders. The vast majority, however, have not been serially numbered nor classified, with work having started only on the Panama City Cedula holders to date.

b. Photographic Duplicate 3 x 5 Cedulas. The Branch has, within the past two years received photographic copies in 3 x 5 size (150,000 to date) of the Identification Cards as they are issued. These Cedulas, in addition to the normal personal data, contain a right index fingerprint and a photograph of the Cedula holder. These have been alphabetically filed and will be cross-referenced to the fingerprint classification when this work is completed.

5. Personal History Files. These files consist of manila folders numbered according to the permanent identification number assigned to the fingerprint card. Each folder contains: a personal History

Statement of the Subject; duplicate fingerprint cards; duplicate identification photos (mug shots); and, a copy of each Report of Investigation (RI) prepared concerning the Subject, together with all attachments and exhibits. It has been previously noted in the section of this Study concerning Criminal Files, that the forwarding of a copy of the RI to the Identification Branch for filing, is a complete duplication of the work performed by the Criminal Files Section. As such, they expend much valuable manpower, time, and materials which could much better be devoted to the huge backlog of classification, numbering and filing of the 600,000 Cedula fingerprint cards, which by law must be maintained separate from the criminal fingerprint cards.

6. Photographic Files. In four Kardex type cabinets are maintained 5 x 8 cards which contain a photograph, a special identifying "E" number, and the name of each chauffeur, bus driver, taxi driver, truck driver, and anyone who has been issued a permit to drive a commercial vehicle.

7. Index Cards. No central 3 x 5 name index file is maintained within the Identification Branch. However, the Branch does maintain the following distinct and separate 3 x 5 indices:

a. Cedula holders by Identification Card number and also by name, if the fingerprint card has been classified.

b. Criminal Index - Contains the names and aliases of all persons for whom a fingerprint card is maintained.

c. Ballistics Index - Consists of three sets of index cards filed by (1) name of gun owner, (2) the make, type, and caliber of firearm, and (3) the serial number of the weapon. Also

maintained is a fired bullet and empty cartridge case from every weapon submitted for approval of licensing.

8. No request is made for a check of the identification indices, concerning the issuance of a Certificate of Good Conduct or a Historical Criminal Record, by the Central Name Indices Branch.

Recommendations

1. Fingerprint Records

A person is assigned a permanent identification number the first time he is fingerprinted, whereas he is assigned a new arrest number each time he is arrested. For each person fingerprinted there may be prepared an identification jacket or folder to be filed in straight numerical order by identification number.

The following material may be filed in the identification jacket:

a. Extra sets of fingerprints.

b. The last transcripts of identification records received from the FBI and other agencies.

c. Photographs and negatives (the latter is placed in a separate envelope to prevent damage).

d. Wanted notices, not on regulation-sized cards.

e. Correspondence referring to that particular individual.

Wanted notices on 8 x 8 cards should be placed in the fingerprint file by classification and should also be supported by an index card in the master name index.

Wanted notices should contain the descriptive data, fingerprint classification, and one fingerprint for each individual wanted. These notices may be clipped out and pasted to an 8 x 8 blank card for inclusion at the proper point in the regular fingerprint file. As a notice is cancelled the card

is withdrawn from the file, the notice crossed out and the 8 x 8 card used again in a similar manner several times. The indexing of identification records may be consolidated with the arrest records of the same person for convenience and to avoid duplication of indexing.

2. Criminal Specialty File

A criminal specialty file is one of photographs of known criminals filed according to criminal specialty. Such a file is commonly referred to as a "Mug" or "M O" (modus operandi) file. Photograph files with no grouping even by crime category, are of questionable value and generally are being replaced by the more practical criminal specialty files. A file of this type is of particular value in those crimes during which the victim usually has an opportunity to observe the perpetrator. Its use is excellent in robberies, confidence games, and other crimes by trick or device, sex cases, purse snatchings, etc. It is used to exhibit photographs of known criminals to victims with the aim of identifying the perpetrator. The photographs in this file should not include photographs of persons arrested for drunkenness, vagrancy, disorderly conduct, and the like.

Visible file equipment is best for these purposes. Photographs can be arranged in logical order and at the same time the equipment is flexible in that photographs may be added or removed without disturbing the file. However, such equipment is not essential. Regular index-card drawers may be utilized for such an arrangement of photographs.

A portable criminal specialty photographic file is a very useful aid to the investigator as it enables him to carry the file to the scene of a crime for possible immediate identification of suspects. Additionally it enables prompt identification by those persons unable to come to DENI headquarters such as the sick, injured, and aged.

Photographs are filed first by crime classification, and as the file grows they are subdivided by sex, race, and height in 3-inch groups as follows:

Male

Over 6 feet

5 feet 9 inches to 6 feet

5 feet 6 inches to 5 feet 9 inches

5 feet 3 inches to 5 feet 6 inches

Under 5 feet 3 inches

Or, in a smaller file the subdivisions may be simply - tall, medium, short. In some instances it will be desirable to have a photograph of a single individual in two or more places, because of a tendency on the part of some criminals to participate in morethan one type of crime.

Group photographs of criminals working together are an aid to identification and are frequently made by progressive law-enforcement agencies. They, too, may be filed by type of criminal specialty of the group involved.

Recommended Immediate Specific Action

1. As the Central Name Indices Branch is behind from three months to four years in the preparation and/or filing of Name Index Cards; and, as the Criminal Name Index of the Identification Branch is on a current basis, all requests for a Certificate of Good Conduct should include a check of the Identification Branch until such time as the Central Name Indices is also operating an up-to-date index file.

2. As the Identification Branch completely duplicates the work of the Criminal Files Section in the filing of Reports of Investigation within the Personal History Folders - there is a large waste of manpower, wages, time and material. The decision should be made to eliminate one or the other

filing operation. The time and manpower of the Identification Branch could more well be spent on the numbering and classifying of the 600,000 backlog of Cedula Fingerprint Cards, not to speak of the saving in file drawer space when the duplicate RIs and their attachments have been eliminated.

3. At the time of preparation of the criminal index card together with the Alias cards as appropriate, duplicate index cards should be prepared and forwarded to the Central Name Indices for insertion in the Master Index File.

CENTRAL NAME INDICES

The Chief, Central Name Indices Branch, has a threefold responsibility as he (1) maintains the central name indices, (2) the historical criminal records, and (3) issues Certificates of Good Conduct to the public for a fee of $3.00 each.

Analysis

1. This office maintains approximately 520,000 name index cards (3 x 5) in twenty-four standard metal, double section index card cabinets. There are various color combinations of cards, which by color, have no special meaning as they use whatever color stock is available to the government printing office.

2. One of the index card cabinets has no relationship to the other twenty-three cabinets in that it contains approximately 20,000 index cards (tarjetas de Guias) of those persons that have a criminal record on file in DENI. These have not been incorporated into the adjoining Central Name Index cabinets; consequently, every name check made of the indices necessitates a double check to determine if a positive identification can be made.

3. Each index card is preprinted and contains headings that call for the completion of the following information: all pertinent personal data, the name of the crime investigated, the Court concerned, the pertinent law violated, the sentence or disposition and by whom imposed, and the initials of the typist preparing the card. On the reverse of the index card is typed the source of the information from which the card was prepared.

4. At the time of this Analysis of the Central Name Indices, there were an additional approximate 20,000 completed index cards stored

in thirty-three separate wooden filing drawers and boxes placed in single file on top of the twenty-four Central Name Index steel cabinets. A review of many of these separate index cards determined that they were identical to those maintained within the Central Name Index file; were kept in fair alphabetical order from A - Z; and, were dated as prepared between the years 1922-64. The Chief of this section said this separate file was usually checked at the time of a name search through the Central Name Index and through the "Tarjetas de Guia" file. He further stated that these separately maintained 20,000 index cards were identical to those cards within the Central Name Index, but were separate because as he did not have sufficient personnel nor enough time to incorporate all the separate files into one complete Central Name Index. It is thus apparent that to run a simple name check through the Central Indices requires three complete checks of three separate and distinct index card systems.

5. Hundreds of additional completed name-index cards were found in a small black wooden supply cabinet, adjacent to the Chief's desk, which is always kept locked. These index cards were piled high in stacks and were completely unsorted as to alphabetical sequence, dates, etc. The Branch Chief said that these index cards had never been sorted or properly arranged; had never been inserted into his three separately maintained index card files; and were never searched by his personnel on a name check of the indices. He advised that these locked-up cards were composed mostly of index cards completed in 1964 and 1965; however, some had been prepared during certain three-month periods in 1962 and 1963. He said that these locked-up index cards had never been touched because he did not have sufficient time nor enough personnel.

6. It was also determined that the Branch Chief maintains a fourth set of index cards. These are kept in twelve, two-section, open wooden filing drawers, piled three drawers high, on top of a 6 x 3 ft. table. These approximate 15,000 cards are prepared by the unit that conducts name checks through the Central Name Index and then prepares the Certificates of Good Conduct (Certificado de Bueno Conducto) (CBC), for the public on payment of $3.00 each. These cards contain personal descriptive data, taken from the application for the CBC on one side. The other side contains solely a photograph of the CBC applicant who had been required to furnish two photos for his CBC. The Chief said that these 15,000 cards were never used and served no useful purpose. He said that some of these cards contained personal descriptive information of minor children, on whom a Cedula had never been issued. However, this information on minors had never been passed to the Identification Section which issues and maintains the Cedula files.

An additional approximate 5,000 cards of the same type were found on top of empty wooden filing cabinets located adjacent to the Chief's desk. These index cards were contained in nine single wooden index-card drawers. Thus in addition to serving no useful purpose, the total of 20,000 cards occupy 6 ft. of table space, which when added to the empty space on both sides of the table, would be sufficient to place 8 to 10 additional card index filing cabinets.

7. Sources of Criminal Information for preparation of 3 x 5 Name Index Card:

a. Arrest Logs (Informe de las Detenciones) (Indets) of the Guardia Nacional (GN).

b. Copies of letters from DENI to GN concerning prisoners or of crimes.

c. Copies of sentences issued by Justices throughout Panama.

The Branch Chief advised he has only three sources of information concerning criminals and arrested persons from which he prepares index cards:

a. "Indets," which are the Arrest Logs of the Guardia Nacional detachments throughout Panama and submitted to G.N. Headquarters every fifteen days.

b. Letters to or from DENI from such competent authority as Judges, District Attorneys, Mayors, etc., concerning persons to be arrested by DENI or prisoners of DENI transferred to the Guardia Nacional for incarceration.

c. Sentences issued by Judges on arrested persons, copies of which are sent to DENI and a copy eventually reaches the Central Name Indices.

The Branch does not normally obtain information in any other manner, even on persons arrested by DENI for a crime committed the same day - not until the arrest paperwork came in as in "b" or "c" above.

The only other cards prepared in the Central Name Indices are those of the applicants for CBCs. As stated, these Index Cards are not inserted into the Central Name Indices but are set aside with approximately 12-15,000 like cards for no purpose at all.

8. Personnel

The Branch Chief has an assigned staff of twelve detective personnel and two female employees. They are distributed in the following manner:

a. One Assistant Chief who manages the office in the Chief's absence.

b. A senior investigator who has a full time responsibility of meeting the public and responding to requests for CBCs, prepares the CBC,

and collects and maintains the B/3.00 charge for a CBC.

c. One male clerk who types correspondence.

d. Nine detective personnel who make file searches, name checks, some preparation of 3 x 5 cards and additional entries to 3 x 5 index cards. Of these nine personnel only seven are available at any time as one of the nine is on a rotating monthly basis and works with the CBC investigator as his assistant to perform name checks, file searches, assists in the preparation of Criminal History Records and of the CBCs. The remaining detective works alone on the weekly night shift from 4:00 p.m. to 1:00 a.m.

e. The two ladies perform only transcribing duties which consist of taking the information from the large (18 x 44 inches) GN log sheets of criminal arrests "Indots" which are prepared by each detachment of the National Guard throughout the Republic and are submitted to Guardia Nacional Headquarters and DENI, every fifteen days. The details of each arrest and the data concerning the subject are transferred to a 3 x 5 index card and much later when time is available are inserted in the Central Name Indices. The ladies advised they can accomplish about 100 new index cards per day.

In a letter size filing cabinet, in the working area occupied by the ladies, are piled stacks of letters, to and from DENI, concerning arrested persons together with copies of formal court proceedings and sentences imposed by the courts. These are the only sources, other than the "Indots," of information for the preparation of new index cards or the updating of the Central Name Index Card on file. The

Branch Chief said that the women cannot spare any time from their transcribing operations with the "indets," thus the cards never are accomplished and the basis therefore, remains piled away in file drawers.

9. Forms and Records Prepared by the Central Name Index Branch

a. Certificate of Good Conduct (CBC) as described in Paragraph 6.

b. Historical Criminal Record (Historiales Penales y Policivos) or (HPP). This form is prepared by one of the nine detective clerks on request of competent governmental authority i.e. Judges, Mayors, etc. and are for official use only - are never given to the public. Starting this year, 1965, and with Criminal History File #14,300 all subsequent files will contain this composite form. Approximately 300 files have been completed to date with the entire preceeding 14,300 files still to be accomplished and old documentary material to be discarded. This will make possible an approximate 50% saving in required filing space, thus releasing approximately 5-7 new 4-drawer steel filing cabinets for requirements elsewhere within DENI. The Branch Chief said he had no idea when this file-condensing requirement could be accomplished with his stated lack of sufficient personnel and sufficient time.

Recommendations

1. The true test of any filing system is the ability to answer affirmatively to the question "Can I find what I want when I want it?" It would be extremely difficult to answer "yes" to this question at the present operating condition of the Central Name Indices when:

a. Three separate name index card systems are maintained, all of which may or may not be screened on any name search.

b. Completed name index cards are locked away in cabinets and not put into any of the name index systems.

c. Source material concerning arrested persons used for the preparation of name index cards, are also piled away in file cabinets.

In fact, the accuracy of any Certificate of Good Conduct that has previously been issued and the result of any name search of the indices, is highly questionable and will undoubtedly remain so until the Central Name Indices is brought to at least a minimum degree of accuracy.

2. The simplest system is usually the best system. The advantages of the single Master Name Index are apparent when practical use of the index cards is considered. With all name cards in one file there is no chance of filing an index card in the wrong file. In addition, when it is necessary to determine what information the complete files of DENI contain on a particular name, the name search is necessary in only one file. This single name search will determine whether the individual was ever wanted or arrested person, a complainant, witness, etc. In general, everything the Department knows about him should be indicated in the Master Name Index File. Thus, duplication of man hours, material, and the effort of preparing cards for several name indices is greatly reduced; and, records management, training, and procedures are considerably simplified.

3. The Master Name Index for DENI should include index cards on:

a. Arrested Persons

b. Wanted Persons

c. Missing Persons

d. Complainants

e. Suspects

f. Witnesses

g. Identification

h. Juveniles

i. Victims

j. Persons Injured

k. Persons Killed

The proper use of Guide Cards is essential to good filing techniques and makes it much easier to find and file material quickly. The usual standards are:

a. For Index Cards - 1 guide per 30 cards.

b. For Investigative file cabinets - 24 guides per drawer.

3. It is realized that the location of the Central Name Index Branch which maintains the central index and the historical criminal records, is not an ideal location being on one side of the only public entrance to DENI, and in the only office that is not behind the main control gate. This, and the fact that the office is on the ground level; has no windows to close as all are open casements; and a heavy vehicular traffic passing about five feet from one side of the office, makes it extremely difficult to have any semblance of an adequate working area.

4. It is also apparent that there can be little or no thought given to moving the Central Index to another location because of the exceedingly scant space available to all DENI operations. It is recommended therefore that the Director consider the following actions that should make the working area more secure, would give much better working conditions to the office personnel and in turn should greatly increase the office production.

a. Seal off the public entrance and establish an entrance in the interior hallway behind the main gate controlled by the ~~General~~ Complaint or Guard Officer. No one should be permitted entrance at any time into the Central Indices except for the office personnel and those specifically exempted by the Director.

b. All window casements should be sealed and air conditioning installed. As recommended room temperature is normally 68-72° and any humidity level over 50% is avoided, if at all possible, in a normal office working area. It is very apparent that DENI has everything to gain by furnishing an adequate office working area, especially for such tedious and exacting close work as the preparation and maintenance of files, reports, records, etc.

c. At least 4-6 additional fluorescent light fixtures be installed to assure a more adequate lighting for all office personnel. About 80-100% of all office workers suffer from eye strain or ocular diseases brought on by poor lighting. Proper lighting then is simply good insurance for any office. It helps keep workers well and contented and it pays big rewards in work accomplished and with much fewer mistakes.

d. The action of consolidating all the present documentary information in the first 14,300 historical criminal files on to a single form (300 of which have been completed) should be expedited. This should result in a 75-100% saving in filing cabinet requirements, freeing 5-7 steel filing cabinets for other purposes and providing more available space for the projected consolidation of all investigative files and records, except identification, into one working area. Additionally, the installation of a reproduction copy machine to reproduce in less than a minute, the new complete historical criminal record, will eliminate the lengthy typing requirements now required in response to each official request for a Historical Criminal Record (HPP). This will also free the manpower for the much greater need of consolidating all the

name index card systems into the Central system and for its up-to-date maintenance.

Recommended Immediate Action

1. All personnel of DENI, to include the Central Name Indices Branch, that can be spared from their work whether on an hourly or daily basis, should, under the leadership of the Chief, Records, Files, and Identification, immediately integrate all prepared and sorted Name Index Cards into the Central Name Indices. The sooner this is accomplished, the sooner will be the minimum accuracy of any name check of the indices.

2. All completed but unsorted and unfiled Name Index cards, that have been locked away for "safekeeping" for a period of up to five years, should all be brought out and immediately inserted into the Central Name Indices. This action will also assist in bringing the indices to a minimum degree of accuracy. Recommended Action #1 and 2 above can be accomplished by non-typists.

3. Of those typists made available for work on this "crash" program some should be used to transcribe the necessary information onto Name Index Cards from the hundreds of official documents sent to DENI by the courts, etc., denoting persons arrested, jailed, sentences imposed, laws concerned, etc. These are the documents that have been piled away in empty wooden filing cabinets in the area adjacent to the female typists.

4. Other available typists should be employed in the file destruction program that was instituted this year in the Historical Criminal Records Unit. To date this program has accomplished 300 files leaving 14,300 to do; consisting of reviewing the documents in each file to properly prepare the master "Historial Penal y Policivo" which will always be maintained by DENI. Machine-reproduced copies should be furnished on each official request in the future.

5. If any typists are still available, or at the conclusion of any of the above "crash" typing projects, their efforts should be applied to assisting the two ladies who spend their full time preparing index cards from the Arrest Registers, as furnished by the Guardia Nacional. In some cases they are working from Arrest Registers of over a year old - thus there is a huge backlog of Name Index Cards to be prepared from this source alone.

6. After screening, to retain all information concerning juveniles, the thousands of 3 x 5 cards containing typed information taken from the Certificates of Good Conduct, which have served no useful purpose and which have taken much valuable space, should be immediately disposed of. The 3 x 5 cards concerning juveniles should be furnished to the Cedula Unit of the Identification Section for the incorporation into their files, if this is desired information to retain. The continued preparation of these cards, which take necessary time, manpower and materials and apparently serve no useful purpose, except in the case of juveniles, should cease immediately.

7. No attempt has been made to analyze the records requirements for the "Certificate of Good Conduct" operation as it is a recognized source of income for DENI that could not be replaced. However, with the recommended elimination of the requirement to prepare a 3 x 5 card from personal information taken from the CGC, it is believed possible that the one man assigned to this task permanently, can handle all requirements of the job without the monthly rotational assistance of detective typists within the Central Name Indices Branch.

8. With the proper leadership and direction of effort, it is sincerely believed that the ten typist and filing positions available directly for work within the Central Name Indices Branch, can maintain the Central Name Indices on a current basis, once all backlogs have been removed. It has

been determined by work load analysts that in an eight-hour day an average file clerk, working under average conditions, should be able to file:

a. 300 letters

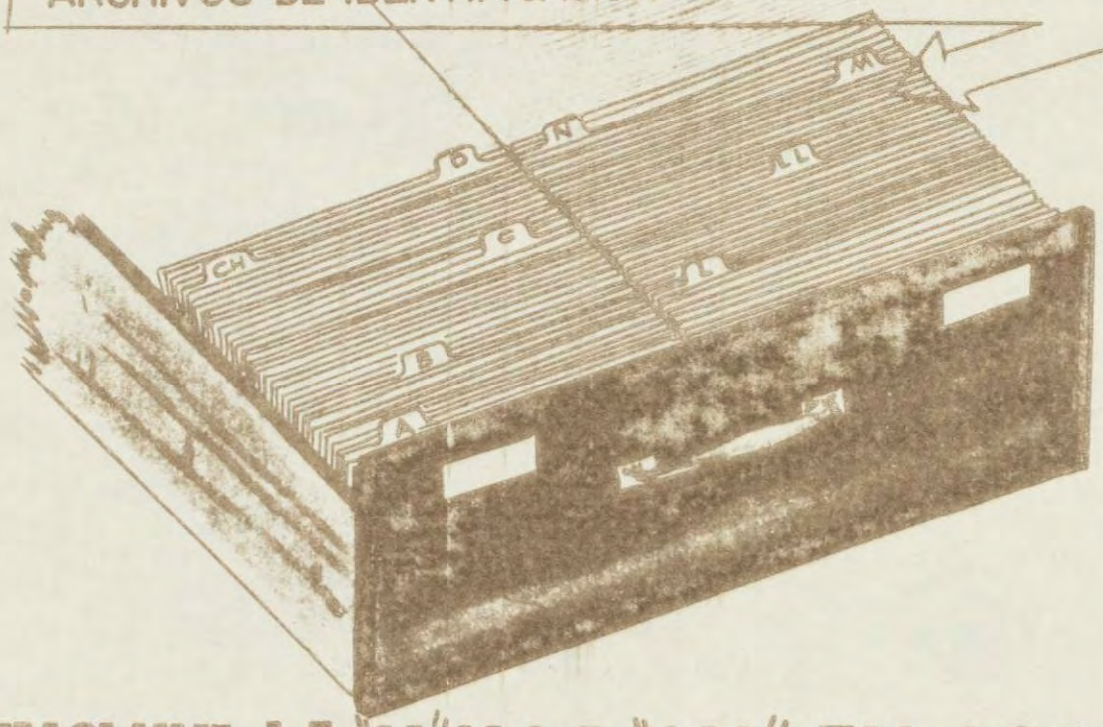
b. 1,200 numbered file folders

c. 3,000 index cards to include filing and refiling

If only half or even one-third of this amount was accomplished by each of the personnel assigned to this section, working under the very adverse conditions such as, high heat and humidity, very high noise level, poor lighting and unrestricted traffic of people inside the office, it would be a tremendous accomplishment.

EL INDICE CENTRAL DE NOMBRES INCLUYE TARJETAS DE ARCHIVO SOBRE...

PERSONAS ARRESTADAS
QUERELLANTES
SOSPECHOSOS
PERSONAS BUSCADAS
TESTIGOS
PERSONAS PERDIDAS
ARCHIVOS DE IDENTIFICACIÓN
VÍCTIMAS
CORRESPONDENCIA
JUVENILES
PORTADORES DE LICENCIAS
PERSONAS HERIDAS
PERSONAS MATADAS
INFORMACIÓN CONCERNIENTE



(INCLUYA LA "K" Y LA "W" EN LOS TABULARES PARA PODER ARCHIVAR LOS NOMBRES EXTRANJEROS CUANDO SEA NECESARIO.)

GENERAL RECOMMENDATION CONCERNING

THE CENTRALIZATION OF RECORDS WITHIN D E N I

1. Records and communications facilities form the center of all administration operations and authorities generally agree that the quality of records maintained is directly related to the quality of administration within an investigative organization. Modern police directors and executives rely heavily on sound record practices and an efficient communication system in direction of their forces. Their responsibilities are more easily discharged through the control provided by a carefully centralized and integrated system of records and communications. If this control is not available the Executive's effectiveness is greatly hampered when these facilities are decentralized.

2. Centralization of records brings together at one point all information concerning investigative activities, and it is through such centralization that the various DENI functions are coordinated. Centralization fixes responsibility in records-keeping and relieves the many operating units of DENI of the responsibility of performing these administrative functions.

3. The records of DENI should be available to authorized personnel on a 24-hour basis. This is very difficult to achieve unless the records are centralized. Time is very often a vital element in the solution of a crime. Many times information that was "locked-up" in the files of a Department and which was not available after normal working hours has meant the difference between the unsuccessful questioning of a suspect and the solution of a crime.

4. Administrators and Directors of investigative agencies are interested in efficiency, and efficiency is encouraged by a centralized records system. All employees can be trained in the various types of record.

duties and can be rotated on assignments when vacations or sickness interfere with normal records management; or, when any particular phase of records work becomes congested. Duplication of records work is reduced to a bare minimum when records are centralized.

SPECIFIC RECOMMENDATIONS CONCERNING CENTRALIZATION OF RECORDS FOR PROMPT APPLICATION WITHIN DENI

1. All records keeping operations, presently scattered in six separate locations within DENI and maintained by six different sections, should be placed under the direct responsibility and leadership of one man, who in turn should be responsible only to the Director of DENI or his Deputy. The selected man should be given complete authority over all records management within DENI to include the Central Name Indices, Historical Criminal Records, Criminal Investigative Records, and Identification Records. No permanent or semi-permanent records should be maintained by any other person, section, or division of DENI.

2. An urgent and intensive program should be initiated, as set forth in the Recommendations portion of the section of this Study entitled "Central Name Indices," to bring the operation into a minimum acceptable operating condition.

3. All operating sections and divisions of DENI that receive, refer, pass on, or originate information concerning Arrests, Wanted or Missing Persons, Complainants, Suspects, Witnesses, Identification, Juveniles, and Victims should be directed to prepare a Name Index Card with the essential information thereon. The index card should be <u>immediately</u> forwarded to the Central Name Indices for <u>prompt</u> insertion in the Central Indices. This should eliminate a three-month to five year delay in the insertion of index cards in the Central Name Indices as is presently the case.