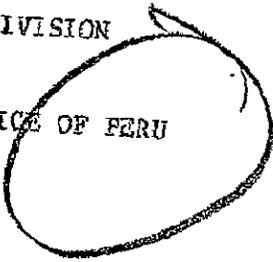


STUDY  
OF THE  
ORGANIZATION  
OF THE  
ALIEN CONTROL DIVISION  
OF THE  
INVESTIGATIONS POLICE OF PERU



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## I INTRODUCTION

This study was requested by Inspector General Mayor Javier Campos Montoya, Director General of the Investigations Police of Peru (PIP).

The author, James E. Scoggin, Public Safety Advisor, USAID/Lima, visited and studied each Department of this Division starting on June 16, 1967.

The responsibility of this Division is to control and investigate the legal status of all foreigners within Peru. This necessitates close coordination and cooperation between this Division of PIP and the Immigration Service.

The Immigration Service is a part of the Foreign Ministry.

The Alien Control Division is under the Security Service, under the General Direction of PIP which in turn is a sub-division of the Ministry of Government and Police.

The Division is well organized. The recommendations made in this report relate more to operating procedures in some of the Division's Departments. There are a few general recommendations, but again these relate primarily to operating procedures and to eliminating unnecessary paper work.

Complete and friendly cooperation was received from the Chief and all personnel of the Division contacted while making this study. It is the author's observation that these are a dedicated professional group and should be commended.

Each Department of the Division sends personnel into illegal alien search when they have personnel available. This helps to eliminate wasted manpower.

PIP personnel, usually those stationed at the Immigration Division, fingerprint all immigrants and resident non-immigrants.

PERSONNEL

PIP personnel.....	44 Officers
	87 enlisted
	(including 11 policewomen)
	<hr/>
Total PIP.....	131
Civilian.....	1 File room
	1 janitor
	<u>4 chauffeur</u>
	<hr/>
Total civilian.....	6

COMMUNICATIONS

Division has direct telephone lines to:

1. Immigration Division
2. Airport

MOBILITY

3 vehicles

II THE DEPARTMENTS OF THE ALIEN CONTROL DIVISION

A. TEMPORARY NON-IMMIGRANT CONTROL DEPARTMENT

DUTIES

There are five sub-sections which have the following duties:

	OFF	ENL
1. Temporary non-immigrant aliens control	2	2
2. Temporary non-immigrant alien officials control	1	1
3. Extension of permits	1	1
4. Change of immigration status and residence visas	1	1
5. Surrepetitious entries, aliens out of status and crewmen control.	1	1
	6	5

PERSONNEL

Fourteen men: Nine officers, five enlisted men

METHODS OF OPERATION

All personnel of this Department join together at least once a week for service outside the office in search of aliens in illegal status. At such times they borrow help from the other departments of the Division for the above purpose.

The Chief of this Department, a PIP Comisario, is a member of the National Council of Immigration. In this National Council of Immigration there is also a representative of the Army, Navy, Air Force, and Immigration Division of the Ministry of Foreign Relations.

This Council meets once a week to decide on all non-immigrant residents and permanent immigrants applications for entry or to change status. The main factor considered is national security, whether the person is criminal or immoral and of the factors such as their skills and economic abilities being beneficial to the progress of the country.

An applicant once denied the status of resident or immigrant, may apply once more to the council with additional information. After being denied the second time, the applicant may appeal to the Minister of Foreign Relations who in turn can overrule the council. It is reported, however, that he rarely does. It is reported that this Department and all of this Division maintain a good working coordination with the Immigration Division of the Ministry of Foreign Relations.

1. Temporary Non-Immigrant Aliens Control

- a. Makes transmittals to change to residents or other non-immigrant class.
- b. Investigates and makes transmittals for extensions.
- c. Search for aliens out of legal status.

This Section has two officers and two enlisted men. About 50% of their work is outside in investigations or illegal alien search, and 50% in the office.

2. Temporary Non-Immigrant Alien Officials Control

Makes transmittals to change status of officials applying for residence or immigrant status. This is sometimes a problem when aliens of official status decide to continue their residence in Peru without applying for change in status.

When this occurs or when any problem occurs with aliens of official or diplomatic status, the case is turned over to the Reserved Investigations Department on the same Division.

This section is manned by one officer and one enlisted man.

3. Extension of Permits

This applies to temporary visas only. When an alien requests an extension of his stay in Peru, he is investigated well to ascertain that he is in status, intends to remain in status and is in an economical situation conducive to his remaining in legal status.

They also search for overstay non-immigrants based on information from the Immigration Department.

This section is manned by one officer and one enlisted man.

#### 4. Change of Immigration Status and Residence Visas

Investigations and paperwork of temporary non-immigrants who want to change their status to that of a non-immigrant resident or immigrant.

This section is manned by one officer and one enlisted man.

#### 5. Surreptitious Entries, Aliens Out of Status and Crewmen Control

One officer is assigned to this duty and receives help when necessary. When other personnel from this Department and from the Division are available this officer joins with the group in searching for aliens in illegal status, such as illegal entrants, overstays, deserting crewmen, etc.

In any case, most of this officer's time is spent with a mobile unit in search for illegal aliens. He checks suspicious pedestrians, searches hotels, rooming houses, places of employment and other places an illegal alien is apt to be found.

Upon an alien crewman deserting his ship, the ship's agent informs the PIP Maritime Terminal Control Section. The Maritime Section notifies this Section. If the ship has already departed, the officer simply prepares a lookout with the man's name and nationality. This is usually all the information the ship's captain sends by radio to the agent when the seaman is found missing after the ship's departure from port.

If the ship is still in port when reported, the officer from this Section accompanied by an enlisted man goes to the ship to perform an investigation. He obtains the passport, searches the suspect's belongings and interviews the seaman's shipmates. He secures all available information of the missing crewman's description, habits, acquaintances, etc.

He then prepares a lookout with description and other information.

These lookouts are sent to all the control points and other Departments of the same Division, and other Divisions of PIP.

There is reported to be an average of six to eight alien crewmen that miss their ship monthly. An average of two a month for the reason of becoming ill. Three to four a month by being drunk are otherwise unintentionally missing their vessel. These non-wilful deserters usually

report to either the Police or to their ship's agent. It is reported that an average of two a month wilfully desert their ship in order to remain indefinitely in Peru. Of these wilful deserters about 50% are apprehended annually.

This Section prepares the paperwork and handles all the cases of all crewmen missing their vessel regardless of motive.

The ship's agent is responsible in furnishing the crewman's transportation to meet his ship in another port or to send him directly to his own country.

PROBLEM

Ship or agents are not required to furnish description, photo or passport of a crewman discovered missing after the ship has sailed. This makes it very difficult to locate the deserting crewman.

RECOMMENDATIONS:

1. That PIP officers attempt to secure the cooperation of the ship's masters and agents to at least radio the deserter's full description as soon as possible after the crewman is discovered missing.

At the next port the ship could also air mail the deserter's passport back to the ship's agents along with any other information concerning the alien. In this way PIP could reproduce the deserter's photograph to attach to their lookouts plus having more complete information.

This may require a real selling job in public relations with the agents. However it is the author's experience that this cooperation can be secured. With this cooperation the success of wilful deserters will be greatly reduced.

The author offers to collaborate in crewmen control techniques if desired and requested by PIP.

6. Mesa de Partes (Document Registration and Routing) and Secretariate

A Brigadier Primero works at this job as secretary to the Chief of the Department, keeps records and controls the files of the Department.

LOG BOOKS

There are the following log books in the Department:

- a. Document registry (entered as received)
- b. Document registry (entered alphabetically)
- c. Receipt and charge book
- d. Index of files (in alphabetical order)
- e. Daily memorandum log book
- f. Record of persons detained

Persons detained are placed in jail with other RIF prisoners.

There is no separate detention facility for aliens.

A monthly record is kept of the application and/or investigations assigned to the officers. This lists all officers of the Departments, names, in a graph and the documents are entered in a daily basis as per number only. No description or class of document is entered.

This Department appears to be very well organized as to its organization, duties and personnel.

RECOMMENDATIONS

- 1. Recommendation made in for Crewmen Control in Section No. 5 above.
- 2. General recommendations concerning log books and reduction of paperwork.

B. DEPARTMENT OF CONTROL OF NON-IMMIGRANT RESIDENTS AND IMMIGRANT ALIENS

DUTIES

1. Investigate applications and extensions of residence status and those who wish to change their status to immigrants.
2. Investigate residents to see if they have paid their taxes.

PERSONNEL

Four officers and two enlisted men.

Three in office, three in service only outside of the office (write reports in the afternoons).

METHODS OF OPERATION

1. Applicants make applications at the Immigration Division.
2. Immigration sends the application to PIP.
3. Search files for data concerning subject.
4. Write requests for subjects to come to the office of this Department.
5. Warrant served in person to applicant by PIP investigator and dates set for interview.
6. Applicant comes to office and is interviewed at the same time his document are examined.
7. Make the report.
8. Send the report to Immigration.

This report is called a Parte and is one of the best examples of a complete, concise and brief report that the author has seen. It is written in a standard format and contains all necessary information. It is complete on one page of paper. It is very good.

The format includes:

1. Identification of subject
2. Description of document
3. Legal status
4. Reason for making application
5. Home address

6. Economic capacity
7. Previous record
8. Conclusion

Immigration sends people for identification purposes. Many times the files mistakenly show a person as deceased. They take fingerprints and investigate the person to ascertain his proper identity.

Investigate identity of residents who have the same name as another who has committed a crime and/or has been jailed to ascertain if he is the alien person or not.

#### LOG BOOKS

1. Document registry logbook (entered by time received)
2. Document registry logbook (entered alphabetically)
3. Correspondance receipt book
4. Prior records book
5. Daily memorandum book

One man controls these log books on a part time basis, takes care of the small files of the Department, and also investigates.

Personnel of the Department along with other members of the Division make a search for illegal aliens once a week.

This Department appears to be very well organized as to its organization, duties and personnel.

#### RECOMMENDATIONS

The only recommendation that could be made would be on the subject covered in general recommendations concerning log books and reduction of paper work.

C. TRANSPORTATION TERMINAL CONTROL DEPARTMENT

There are three sections in this Department.

DUTIES

1. Exclusion of inadmissible aliens due to diseases, criminal tendencies, etc. This work is in collaboration with the inspectors of the Immigration Department.

2. Police duties. Exclusive of PIP. It consists primarily of searching for wanted persons, prevention of departure of certain suspects, and securing information.

SECTIONS

1. AIR TERMINAL SECTION

This work in Lima is at the International Airport. There is a total of 30 men assigned to this section. These are divided into ten groups of three. One 1st. Officer is in charge of each group.

The work shifts are scheduled to work 74 hours and off 48 hours. The shift starts at 13:00.

Passengers and documents are checked who are arriving and departing Peru on International flights. The passengers hand the passport and landing card or tourist card to the Immigrant Inspector stationed at the Immigration and police control desk. The Immigrant Inspector is supposed to check the passport and name against the landing card. He checks for proper visa and stamps, the entry data in the passport. The Immigration Inspector then hands the landing card to the PIP man. The PIP man has no opportunity to check the passport against the documents to verify the name, etc., nor to examine to see if it is a false document.

The transportation companies are no longer required to furnish passenger manifest lists. The Supreme Decree No. 14 of May 26, 1964, eliminated this requirement in order to facilitate air transportation.

The landing card or tourist card is loaned to the PIP man for a period of up to 30 minutes by the Immigration Inspector. The cards are

taken to a desk nearby to check to see if there is a lookout for the person.

There are five lookout books. The names are entered in an alphabetical manner. There are approximately 7,800 names in these books. The names on the cards borrowed from the Immigration man are checked against these lookout books.

If there is a lookout on an arriving passenger he is likely to have left the airport before his name can be found in the lookout books. If he is a departing passenger there is more likelihood that he can be removed from the plane before its departure. In either case if the companies had to provide a manifest of passengers as before, these problems would not exist.

On intra-national flights the companies are required to furnish manifests of passengers. Immigration does not check these passengers. ~~They~~. The PIP men only check the names on the manifests. They do not actually talk to the passengers nor examine their documents. But in this case the PIP has sufficient time to check the names for lookouts.

The lookout books themselves are made up and renewed systematically with a Kardex system of lookout to be based upon. This is a very good system since the Kardex files can be placed in absolute alphabetical order. Then the pages for the books copied from the Kardex have the names in a completely alphabetical order. Whereas, books in most cases are not the ideal manner to have names filed, in this case they are more practical. A card file would be clumsy to carry from one location to another as is necessary in the airport.

There is a FAL Committee which means a committee to facilitate Lima air transportation. This committee is represented by each air transportation company, Civil Guard, PIP, Immigration, Customs, Air Terminal (CORPAC), Civil Aeronautics, Public Relations, Health Department, etc. This committee recommends changes in regulations (Supreme Decrees) that relate to air passenger transportation.

### PROBLEMS

The airlines have a overwhelming vote in the FAL Committee due to each company having a representative. It is reported that there are approximately 50 companies represented.

The transportation companies do not always present all of the arriving and departing passengers for inspection. They provide on a manifest the number of passengers and when this does not tally with the number actually inspected, it is reported that they claim the number reported was in error.

PIP does not have a chance to examine the passports for correctness of names, other data, nor for it being used by another person or an outright counterfeit.

PIP does not get a copy of the landing card for their files. They are only loaned the card for 30 minutes. The cards are supposed to be sent to PIP later for filing, but to date, it is reported that they have never received any.

### RECOMMENDATIONS

1. That the FAL Committee be approached to reinstall fining procedures against the airline companies who do not present passengers for inspection or otherwise comply with the regulations.
2. See general recommendations for Department.

### 2. MARITIME TERMINAL CONTROL SECTION

### DUTIES

Control the entry and departure of passengers and crew of ships.

### PERSONNEL

Total three: one 1st. Officer, one Sub-Officer, one Auxiliar.

### METHODS OF OPERATION

The ship's agents communicate with the PIP and the other authorities to notify the arrival of a ship, giving name, date and hour of estimated arrival.

Representatives of PIP and the other authorities go together by launch to the ship and board it before its arrival at the dock. PIP carries their lookout book with them to the ship. As in the airport, the Immigrant Inspector inspects the passenger or crewmembers' passports and documents.

The PIP is given a copy of the manifest which they check the names in their lookout book. PIP does not ordinarily get a chance to examine the passport. In doubtful cases however, they ask for and receive the passports for examination and talk to the crewmembers and passengers. While aboard the ship, PIP discreetly handle their job so as to not interfere with the routine work of the crewmembers.

After the PIP crew return to their office at the terminal, they search the lookout books more thoroughly and check their photo files also.

The manifest is then sent to the Division file room.

The same procedure is followed on departure of the vessel. The PIP goes aboard while the ship is still at dock, receive a manifest of departure and make a name check. They also check the entry and departure manifest of crewmembers to see if they coincide. They do not however actually check in person to see if each individual crewmember is aboard.

When a crewmember fails to sail for any reason, the agents usually notify in writing the PIP to advise them. At times the absence of a crewmember aboard is not discovered until the ship is out to sea. In these cases the ship's master usually sends the agent this information but without complete description of the person. The agent in turn notifies PIP Maritime Terminal Control Section. This section immediately notifies by phone the Surrepetitious Entry, Aliens Out of Status, and Crewmember Control Section of the Non-Immigrant Control Department who makes an investigation and searches for the individual. This telephone

communication is followed by a letter. When a crewmember's ship is still in port when his absence is discovered, this PIP crew obtains his passport.

There is a Supreme Decree that obligates the ship's agents to report missing seamen but it is reported to be very weak. The agents seem to be voluntarily complying with this. However there are no fines stipulated in the Decree or by law against the ship or agents' failure to comply to this as there are in other countries.

The information placed or cancelled in the lookout book is sent from the Division directly to this section. They then prepare their own lookout book.

#### RECOMMENDATIONS

1. It is recommended that the pages from the lookout book be prepared for this Department at the airport or at the Division. It is the same information therefore the work is being duplicated. This could be done simply by making an extra carbon copy of the one prepared for the airport.

2. See recommendations for Department.

3. LAND TERMINAL CONTROL SECTION

#### DUTIES

Control all passengers (citizens and aliens) that travel from the Capital to the provinces or to other countries by land common carrier. Control all passengers entering the Capital from the provinces or other countries by land common carrier. Control of PIP personnel in travel status.

#### PERSONNEL

Total thirteen: One Officer, two Sub-Officers, 10 enlisted men.

## LOCATIONS

Three men are stationed at the following control posts located at:

- a. Colmena Avenue (centrally located for the bus stations).
- b. Pan-American Highway North, 28.5 kms. from Lima.
- c. Pan-American Highway South, 63 kms. from Lima.
- d. Central Highway, 5 kms. East of Lima.

In addition there is one man stationed at the railroad station provisionally, more in an observer situation.

## METHODS OF OPERATION

The transportation company brings manifest to PIP just before departure. All aliens have to present themselves to the desk located in "Expreso Sudamericano".

The alien's documents are checked. A name check is made of the manifest. Usually this name check has not been completed when the bus or collective taxi has departed. There is no way to immediately contact the other check points to warn them if there is a wanted person aboard. If there is a doubt on the identity of a passenger listed on the manifest, he is interviewed in person.

The same process is followed on arrivals.

At the outlying check points the manifest is also furnished. The manifest is checked against the lookout books as a second check and to check those passengers who have boarded between the stations and the control posts.

The bus is then boarded and the passengers observed for any wanted or suspicious persons. The passengers are counted to see if the number coincides with the number listed on the manifest. All suspicious persons are removed from the bus for further questioning. Documents are checked closely and persons questioned whose names have not appeared on the manifest.

It is reported that many busses pick up passengers after leaving the station and do not place names on manifest in spite of Supreme Decree requirement that they do so.

It is the author's opinion that it is much better operational technique to observe passengers and check suspicious persons in person before boarding the vehicles than the manifest check. But, due to circumstances of there being so many scattered bus and collective taxi stations this is unpractical. There is over 180 stations for busses and collective taxis in Lima and many of these are widely separated. There are 75 bus lines. Thirty-two of these are located close to the central office of the section. Most of the busses of these 32 stations are boarded for observation. One man being on duty at a time does not permit much observation with so many stations.

At the control points on the highways all busses are boarded.

The working schedules are from 8:00 a.m. to 8:00 a.m., that is 24 hours on duty for the PIP personnel assigned to this task with 48 hours off. Civil Guard and Banco de la Nación (for tax purposes) are stationed jointly with PIP at the Pan-American South check point and the Central Highway check point. At the North Pan-American check point only the Banco de la Nación is stationed at the same location.

At the PIP office at Colmena Avenue, the other authorities are not represented.

There is an average of eight persons apprehended per month that are listed in the lookout book by this Section.

However, it is considered more valuable as a source of information to the other units of PIP.

#### PROBLEMS

1. Widely scattered bus and collective taxi stations.
2. Busses and collective taxis are required by law to stop at the control points. Private taxis or automobiles are not. Wanted persons, criminals in flight and illegal aliens can therefore avoid the check points.
3. Lack of communications to the outlying check points. This is considered the most pressing problem.
4. Lack of mobility for this section. Thus they are unable to give chase to vehicles failing to stop.

### RECOMMENDATIONS

1. Radio communications be provided the three outlying stations at least. It would be ideal to have it at the downtown location but not absolutely necessary since there are phone communications with the PIP Headquarters, who could relay the messages to the outlying posts.

2. Consider a different schedule of working hours. Twenty-four hours is too long for a person to remain alert.

3. It would prove more efficient to have a mobile road check and stop all vehicles. That is providing so many control posts did not exist.

Mobile road checks are more efficient because the delinquents never know when or where they are to be checked. On the other hand guilty persons walk around or otherwise avoid fixed traffic checks.

### RECOMMENDATIONS FOR THE DEPARTMENT

1. It is recommended the soundex system be considered for the lookout books. This system is based on sound rather than letters. It is much more rapid to search the lookout books for any name. With this system a name can be slightly misspelled and still be easily found. It is understood that this system is patented but can be purchased along with help in its installation. These same lookout books made up on the soundex system could be used in other divisions of PIP also.

2. The International Embarkation Card and the landing permits be replaced by one standard form with all the necessary information. See recommendation No. 1 for file room and annex E.

## D. HOTEL AND BOARDING HOUSE CONTROL DEPARTMENT

### DUTIES

1. Control of hotels
2. Control of boarding houses
3. Control of other lodging centers
4. Statistics

These duties are called Brigadas with the idea they would have personnel assigned to each Brigada. The Chief of the Department states that there should be three for each Brigada.

### PERSONNEL

Total four: Two officers, one enlisted man, one student-enlisted man.

### AUTHORITY

By Supreme Decree No. 47 of November 23, 1956 "All hotels and boarding houses, and other lodging centers in the Republic, have to send a guest manifest to PIP within 24 hours." In places where there are no PIP personnel stationed, this manifest must be turned over to the Civil Guard and they in turn send it to PIP, Alien Control Division.

### METHODS OF OPERATION

1. Manifests arrive.

Personnel of hotels in Lima bring the manifest to this Department in person. They carry their receipt book with them and have it registered at this Department. Manifests come directly to this Department without going through Mesa de Partes Central nor Mesa de Partes of the Division. This is a very good procedure saving time and manpower coming direct.

2. Check to see if the manifests are complete.
3. Manifests are filed.

Manifests are filed alphabetically in file room, they are not kept in this Department. They are kept for one year in the file room,

then sent to Central File for five years and then destroyed.

4. Investigators check hotels, etc., by checking the hotel register against the guests who are in the hotel to see if they coincide.

All persons registering in a hotel or pension, etc., must identify themselves by documents, whether they are Peruvian or aliens. It is against the law to register with false identity. The hotels are fined when proof is found that they did not request identification, or knowingly falsely registered a guest. These fines are small the first time this occurs, but increase with the repetition of committing this act.

There is also a law against people of the opposite sexes registering and occupying the same room without being married.

The enforcement of both these laws are aided by checking these hotels.

Of course the main purpose of checking these hotels is to find aliens in illegal status.

5. Prepare testimony, written and other evidence for proof in levying fines against hotels and criminal proceedings against an individual. These documents are made in three copies, one copy is sent to the Secretariate, Mesa de Partes, one to the Direction General and one for this Department. These are kept in the file for one year and then sent to the central file. A photostatic copy of the hotel manifests are placed with this document as further proof in any case.

#### LOG BOOKS AND FILES

1. Register of hotels (alphabetical order)
2. Register of documents (alphabetical order)
3. Statistical chart. This covers a 6-months period of fines on a daily basis. One copy of this goes to the Secretariate and one to the files.

Files are well arranged. The Department is small and appears to be well organized.

RECOMMENDATIONS: None

## E. SPECIAL INVESTIGATIONS DEPARTMENT

### DUTIES

This Department investigates aliens or suspected aliens who are suspected of committing crimes within the Republic of Peru. These duties of this Department are divided into the following:

1. Narcotics traffic
2. Black mail
3. Wanted persons, this information furnished from INTERPOL
4. Smuggling prosecution
5. Crimes and misdemeanors
6. Location of missing foreigners, this information is furnished by complaints only of relatives, friends or Foreign Ministry. Complaints on missing persons are sent to the Missing Persons Bureau, a duplicate copy is sent of this Department on foreigner or suspected foreigners. An inquiry is sent by this Department to the Immigration Division of the Foreign Ministry for any record they may have in their electronic computer.
7. Files and statistics.

If an investigation has been started by this Department, of a crime committed by a suspected alien and proved to be a citizen of Peru, this Department completes the investigation and turns over the documents to the Direction General for prosecution.

During the course of an investigation made by the Criminal Division, if one or more of the suspects prove to be aliens, the documents are sent to this Department after the case is complete.

### PERSONNEL

Ten men: five officers, five enlisted men and one student.

The Chief coordinates the operations of this Department and on important cases, goes personally to the scene. There is an interchange of all duties. No one is found to do only one task. It saves manpower and gives experience to all the men in all phases of the Department.

There is usually one man in the Foreign Ministry. At any one time there are four men in the office of the Department making reports of the investigation and other administrative duties. It is estimated that 80% of all the work of all the personnel is in the field. This is very good operating procedure. The Department seems very well organized.

#### LOG BOOKS

This Department has 15 log books, which are:

1. Registry of documents (by date received)
2. Registry of documents (entered alphabetically)
3. Books of complaints:
  1. Classified
  2. Grand larceny
  3. Petty larceny
4. Lockout books (received from INTERPOL and entered alphabetically)
5. Log book of detained persons (alphabetically)
6. Log book of outstanding warrants
7. Request of prior records

About seven ~~of the~~ <sup>OTHER</sup> log books are of administrative matters and have very few entries in each book.

#### RECOMMENDATION

This Department should eliminate as many log books as possible. The same information is available in the file room located nearby.

## F. CLASSIFIED INVESTIGATIONS DEPARTMENT

All investigations made by this unit are classified "official use only" or secret. Any information requested by any other Division, Department or officer must have the approval of the Chief of this Division or of the Direction General.

### DUTIES:

The main duties include control and investigation of:

1. Political exiles
2. Aliens from iron curtain countries (this includes surveillance, daily reports and final reports upon their departure)
3. Ham radio operators
4. Exclusion of aliens from socialistic, communistic or iron curtain countries.

### PERSONNEL

Three officers, no enlisted men.

They borrow personnel from other Departments and Divisions as needed for special surveillance, etc.

### LOG BOOKS

1. Register of documents (alphabetically). This is the only Department visited that does not have two books for this purpose. The other Departments have one in chronological order as received and the other entered alphabetically. This is very good to have only one.

2. Prior police records
3. Prior political-social records
4. Aliens from iron curtain countries
5. Aliens from Venezuela
6. Aliens from Bolivia
7. Document index file

### RECOMMENDATIONS

It has been recommended that the document index log books be replaced by 3" x 5" cards index file. These index cards should be

filed in an alphabetical manner therefore aiding the search for the document desired. There is no other recommendations for this Department, except in general recommendations for the Division.

The Department is very well organized and the personnel obviously know their work very well.

G. SECRETARLATE AND DOCUMENT REGISTERING AND ROUTING

DUTIES

1. Prepare reports to and for the Chief of the Division.
2. Prepare other paperwork.
3. Register documents in log book.
4. Route documents to proper Department for action.
5. Prepare and file index cards on lookouts and warrants of arrest.
6. Prepare and file index cards on personnel (this is for the Sub-Chief of the Division who is Chief of Personnel).

PERSONNEL

Seven men: Two officers, five enlisted (including two policewomen)

METHODS OF OPERATION

The documents are registered in a log book as they arrive. The document is then routed by use of a route slip to the proper Department. On routine documents the decision is made in the Secretariate. If there is doubt or if it is of greater importance, it is brought to the attention of the Chief of the Division for his information and/or decision.

The information of the document is also entered in another log book in alphabetical order by persons name or the subject matter. This is not complete alphabetical manner, it is only by the first letter.

The Secretariate section makes reports and writes memos for the Chief's signature.

Index cards, 3" x 5", are prepared for all wanted persons or those having an outstanding warrant of arrest. These cards are filed in this Department, however the documents relating to these index cards are filed in the file room. On first thought this appeared to be an unnecessary duplication of index files; however, the index cards in the file room are integrated with those having a previous record. Also, the outside personnel

have easier and immediate access to this index card file. For these two reasons it is agreed that this duplication is reasonable and practical.

A 3" x 5" index card is prepared on all personnel assigned to this Division. It is filed in an alphabetical manner and located in this section. The name, date of birth, date of entry on duty, photo and other brief information is placed on the card. This card file is a very good example of brevity. Yet, it has all the personnel information needed by the Division.

#### RECOMMENDATIONS

1. The same recommendation for registering documents as suggested for the Economics Division would be desirable here and throughout the PIP administrative organization including the Mesa de Partes Central and that is:

To prepare by typewriter 3" x 5" index card (manifold type with extra copies. For example see annex C and annex E ) with the necessary information instead of by longhand in a log book. One copy could be filed in an alphabetical manner, one copy could be filed in a numerical manner and one at least sent with the document to the Department taking action.

This would result in manpower saving and the cards could be filed in a complete alphabetical order for easier search. (See pages 6 and 7 of the study of Economics Division report for more details.)

2. Make the 3" x 5" index card for wanted persons more brief. At present it contains much unnecessary information. When complete information is desired, the document located in the file room could be referred to.

H. SECURITY OFFICE

This office responsibilities are to furnish physical security for the Division's Headquarters, reception of visitors, and to give information to visitors.

There are three officers and three enlisted men assigned to these duties. There is one officer and one enlisted man on duty at all times.

This office is under the Sub-Chief of Division responsibility.

## I. IDENTIFICATION, FILES AND INFORMATION DEPARTMENT

### DUTIES

1. To file all the documentation of the Division and documents that come from other Divisions of PIP, from INTERPOL, and courts that relates to aliens.
2. To file manifests from transportation companies and other information of entry and departure of aliens and citizens.
3. To provide information from these files to the other Departments of the same Division, other Divisions of PIP and other qualified Peruvian and foreign government agencies.

### PERSONNEL

There are a total of twenty persons employed.

There are five officers, fourteen enlisted men and one civilian. Seven of these work in the outside services section.

### SECTIONS

These are not definite sections in that they do not have personnel assigned to only one section. These would be better named functions of the Department. The personnel are experienced and adaptable and can easily be interchanged to work in all these different functions.

1. Identification Section
2. Prior Records Section
3. Files Section
4. Statistics Section
5. Peruvian Passports Section
6. Photographic Section
7. Outside Services Section

These work in other locations outside the file room.

- (a) Banco de la Nación: Foreigner tax control.

All of the following personnel work at the Immigration Division:

- (b) Fingerprint and Description of Residents and Immigrants - To prepare the card filed in the "Register of Residents and Immigrants".
- (c) Computer Control - To get the information for the file "Padrones".
- (d) Peruvian Passports - Obtain and transmit to file room information on all persons requesting and obtaining Peruvian Passports.
- (e) Nationalization - Obtain and transmit to file room information of all aliens who have been naturalized to Peruvian citizens.

#### FILES

1. Passenger manifests of busses and collective taxis within the country, leaving the Capital to the provinces. (Filed by company in chronological order.)

2. Passenger manifests of busses and collective taxis within the country entering the Capital from the provinces. (Filed by company in chronological order.)

3. Passenger manifests of ships. (Filed by flag of vessel.)

4. Passenger manifests of airplanes. Previously the airlines furnished manifest of all passengers but are no longer required to do so. Each passenger is required to fill out an international landing card with his name, address, nationality, etc. This is given to the Immigration Inspector at the airport. This card is sent directly to the Immigration Department for filing. In order to obtain the information desired, the PIP man stationed at the airport (Transportation Terminal Control Department) prepares a handwritten manifest from these cards and sends it to the Division file room. See recommendations.

5. Manifests of hotels - Filed by the name of the hotel and in chronological order.

6. Boarding house guest manifests - These are filed by boarding house in chronological order. (These files are kept here for one year, sent to the central file for five years and then burnt.)

7. Names of all persons (citizens or aliens) entering or departing Peru by land - These names are alphabetically listed in book form. One book for those entering and one book for those departing the country for each month. These books are prepared by use of the electronic computer at the Immigration Division. See recommendations.

8. Index cards of all Peruvians entering or departing Peru - Filed in an alphabetical manner. These cards are prepared by file room personnel from information obtained from manifests. The passport number is also placed on the card for ready reference to the next file listed.

9. Picture file of Peruvians with passports - These are filed numerically according to the passport number. (This is a very good system).

10. Non-immigrant residents and immigrants personal data and description card file - These files include photographs, fingerprint, personal data, description, address, place of employment, date entered and immigration status. There is a space available for changes of address and control of taxes.

These cards are filed separately by nationality and separately by sexes in alphabetical order. This card has everything the control card for taxes below has, plus more information.

11. Alien tax control file - These taxes are placed in non-immigrant residents and immigrants. They are filed alphabetically without being separated to each nationality except for Japanese and Chinese.

The information is placed on a 5" x 7" card and it includes personal data, address, place of employment and space available to enter date of tax payments.

See recommendations

12. Index of prior record - These files are separated as to nationality and filed in an alphabetical manner (but not completely alphabetical) using the Kardex system. There are many names on the same card. This necessitates searching through all the names of the A's, for example, in order to check to see if a person with the last name starting with A has a previous record. This makes the files very cumbersome. See recommendations.

13. Files of previous records - These judicial documents, etc., are bound in book form with the pages numbered. The books are filed by nationality and book number. The index file (above) that refers to this document

file relates nationality, book number and page number. This document file in itself is very good.

14. Naturalization file - The PIP person posted at the naturalization section of the Immigration Division prepares a file card on each alien who has become a Peruvian citizen through naturalization. These are placed in a separate file in alphabetical order. The other files such as description card file or tax control card are not noted that this person has been naturalized.

#### MACHINES OF THIS DEPARTMENT

1. Microfilming equipment
2. Verifax copier
3. Three tape recorders (these are for the use of all departments of the Division as needed).

#### RECOMMENDATION #1

All passengers, citizens and aliens, entering or departing by land, sea or air be required to fill out a printed 3" x 5" manifold form. This form would have space available for all necessary information and consist of four copies with carbon paper inserted (See annex E).

This could replace the one copy slightly larger card now required by the Immigration Division of the Ministry of Foreign Relations and have more information. One copy to go to the Immigration Division, one copy to the PIP Alien Control file room and two copies be retained in the passport of the individual.

The third and fourth copies retained by the individual could be used in the following manner:

- (a) If the person is a temporary non-immigrant alien entering, to be retained by the person in his passport as further proof of his legal entry until his departure. He then would turn in one of these to PIP and one to Immigration, be noted in the proper block, the date, manner and place of departure from Peru. PIP'S copy could then be sent to the file room as evidence of his departure.

- (b) If the person is a citizen or a resident departing the country, to be retained until his return to Peru and then one copy is turned in to PIP and another to Immigration to be noted as to date, manner and place of reentry to Peru. This PIP copy would also then be sent to the file room. This could serve the purpose of No. 3 file above.

The cards of those arriving by airplane be microfilmed in groups related to each company flight. This film could replace the airplane passenger manifest now being handwritten by PIP personnel.

The cards could then be filed in a completely alphabetical manner. When PIP's second copy is received on the alien's departure or on the citizen's reentry, this copy could be exchanged with the first card. The first card could then be destroyed since the second copy would have all the information of the first plus the departure data of an alien or reentry of a citizen.

The same filing procedure could be followed by those having entered by sea and land. There would be no need however of those being microfilmed to produce a manifest since they are presently furnishing a manifest by the transportation companies.

It is recognized that microfilming film is costly and must be used sparingly. The efficiency, accuracy and time saved by the PIP man at the airport handwriting a manifest would overcome the cost of the film

#### ADVANTAGES

1. The PIP man at the airport would not have to prepare handwritten manifests of the passengers. This is both time consuming and inaccurate.
2. Index cards would not have to be prepared by personnel of the file room from the manifest, since this same information will be provided for by the extra copy of the manifold.
3. By filing these index cards for all temporary non-immigrants will provide a better control of the same.
4. By going through the file, all those in overstay status can readily be seen. A search can then be made of this person to investigate why he has not either extended his permit or departed the country.

5. Search for information of an individual citizen or alien departing or entering the country could more easily be found. These cards will be filed in an alphabetical manner and there would be no need to search the files of (1) Manifest of busses and collective taxis; (2) Passenger manifests of ships; (3) Passenger manifests of airplanes or the book prepared by the Immigration Division. Presently to find this information, one must look through all these files and know approximately the date and manner the person entered or departed the country.

6. Saving man power in both the airport and the file room.

7. Provides a control document to be carried with a temporary alien's passport while in Peru.

8. Departing tourist, etc. would not have to fill out an embarkation card. The carbon copy of his landing card would be available for this purpose.

#### RECOMMENDATION #2

The alien tax control file card be eliminated. All information placed on these cards is also written on the fingerprint and description file cards. These cards also have more information and a place provided on it for foreigner tax control. The foreigner tax control cards are filed alphabetically with the Chinese and Japanese separated. The fingerprint and identification cards are separated as to nationality and sex, and filed alphabetically. In order to get the fingerprint and identification card of a person one must know his nationality and sex or look through all the files. For this reason it is recommended that they be filed in a completely alphabetical manner.

#### ADVANTAGES

1. Elimination of one set of files and provide more space in the file room. These files take approximately 2' x 5' x 10' of space.

2. Saving of man power in preparing the tax control cards, (it is recognized that in changing these files much work has to be done in taking the present tax control data and placing it on the fingerprint and description card. It is felt however, that this work would well

be justified in simplification of the file and result in man power saving in the long run).

3. Man power and speed in obtaining complete information on an alien without having to search through so many files.

Objection was brought out that since the description files are separated as to nationality, how would they know how many of any one nationality were residing in the country. This information could be obtained, if desired, by a more simple method of keeping statistics.

#### RECOMMENDATION #3

The index of prior records be changed from the Kardex system to individual 3" x 5" cards. The Kardex system and card cabinets are very good when used for the proper purpose. It is felt however, that this is not the proper system for this type of index. These 3" x 5" cards should be filed in a strictly alphabetical manner. They should not be separated as to nationality. Presently, to see if a person has a prior record, they must know his nationality or have to search through the files of each separate nationality. Also there are many names placed on each Kardex file, not in alphabetical order, and they must look through all the names. For example, they must search through all the A's to find the index for a person with the last name of Abad.

#### ADVANTAGES

Speed and saving of man power in searching for a prior record. It is recognized that the suggestion of using a 3" x 5" card would take more space than the Kardex. The advantage however outways the disadvantages.

#### RECOMMENDATION #4

With the installation of Recommendation #1, concerning 3" x 5" landing cards prepared and filed in a complete alphabetical manner of all persons entering or leaving Peru by land, sea or air, the file No. 7 above could be eliminated. Presently these book-form files can only be used if you know the month that the person either entered or departed the country. However, these books could be kept merely as a cross reference.

ADVANTAGE

The only advantage in eliminating the books would be to conserve badly needed space in the file room.

RECOMMENDATION #5

With the installation of Recommendation #1, the index card file No. 9 of all Peruvians entering or departing Peru, should be eliminated. The same information would be available for all persons, aliens or citizens, in the one file of the landing cards.

ADVANTAGE

Combining of files.

RECOMMENDATION #6

Eliminate the Naturalization card files, No. 14, listed above. These slips, which are filled out by PIP personnel working at the Immigration Division, could simply be stapled to the "Non-Immigrant Residents and Immigrants Personal Data and Description File Card". Presently these personal data file cards are not noted upon the person becoming naturalized. If a separate file is desired of those people having become naturalized, a carbon copy of the Naturalization file card could be used for the purpose of stapling to the Personal Data file.

ADVANTAGES

1. To be able to immediately discover in the Resident and Immigrant Personal Data file if a person has become naturalized without the necessity of looking in a separate file.
2. Elimination and combination of files.

RECOMMENDATION #7

A general recommendation is as many different files as possible be eliminated or combined. For example, it may be possible to integrate the index file of a previous record with that of entry and departure of aliens and citizens, thus a person desiring information will not have to look in so many places. There is no logical reason that this can not be done. It should be noted that the most simple the system, the more efficient it is.

### III OBSERVATIONS

a. It has been pointed out by various officials of the Alien Control Division of PIP that much of their work and that of the Immigration Division of the Ministry of Foreign Relations is a duplication of effort. The author has observed this also.

At the airport for example, an Immigrant Inspector and a PIP man work side by side. The PIP man could assume the work of the Immigrant Inspector very easily without jeopardizing his other mission of checking for wanted persons.

It is reported that civilians with little or no training are contracted by the Immigration Division to work as Immigrant Inspector in admitting persons to enter Peru.

It is preferable that Immigrant Inspectors have law enforcement experience and training. Those with this training tend to do a more efficient job of checking the identity of a person by checking the photo and other identifying data in the passport against the characteristics of the person using the passport. They also are trained to detect falsified, altered or counterfeit passports. In other words "for the security of the country an Immigrant Inspector should be well trained in his job".

PIP'S authority is limited to enforcing the immigration laws and other laws, and investigating the aliens or other persons' activities after they have been allowed to enter Peru by the Immigration Division.

PIP's work at ports of entry is actually limited to securing information and very little or no actual control unless the person is wanted.

It would be preferable if PIP would at least have an opportunity of examining passports of persons applying for entry into Peru.

The author would have to agree therefore that it would be desirable for PIP to assume the Immigration Division's responsibility in at least the admission of aliens or citizens applying for admission to Peru. In most countries the Immigration Division does not come under the Ministry of Foreign Relations.

It is at the same time realized that any change in this respect would have to be a decision of the Government of Peru at a higher level.

#### IV GENERAL RECOMMENDATIONS

A. In most Departments there are many log books. It is recommended that as many of these log books be eliminated as possible. In many cases they are considered to be unnecessary since the same information can be easily obtained from the file room or from the Mesa de Partes, especially if the recommendations for these Departments are placed into effect.

B. When log books are absolutely necessary use 3" x 5" index cards where feasible.

C. Reduce as much paperwork as possible.

D. Hold round-table discussions in each Department to discuss ideas of reducing paperwork, manpower saving in reducing or streamlining any work procedure, and any other ideas for promoting more efficiency.

E. Director of Division hold the same type of round-table discussions with the Chiefs of all the Departments of the Division.

The author is willing and offers to continue collaborating with the Division. He is also willing to technically assist in the follow up and the installation of any of the recommendations made in this report.

V SUMMARY OF RECOMMENDATIONS FOR THE DIVISION

A. PIP officers assigned to the "Surrepetitious Entries, Aliens Out of Status and Crewmen Control Section" of the Temporary Non-Immigrant Control Department attempt and concentrate on securing more cooperation from ships' agents. This is in order to secure more complete descriptive information and passport photo of deserting crewmen found missing after ship has sailed.

B. The Soundex system be installed for lookout books.

C. The International Embarkation Card and Landing Permits be replaced by a standard 3" x 5" form with carbon copies attached.

D. Pages for lookout books be prepared in one central location.

E. Radio communications be provided the outlying land control points on the highways.

F. The FAL Committee be approached to reinstall fining procedures against airline companies who do not comply to regulations.

G. Consider mobile checks of passengers on highways as opposed to fixed control points.

H. Index of classified documents in log books form be replaced by 3" x 5" index card file in the Classified Investigations Department.

I. The 3" x 5" index card with carbon copies be used in the Mesa de Partes for the Division and in each Department, instead of log books to register documents.

J. Make the index card for wanted persons in the Secretariate more brief and concise.

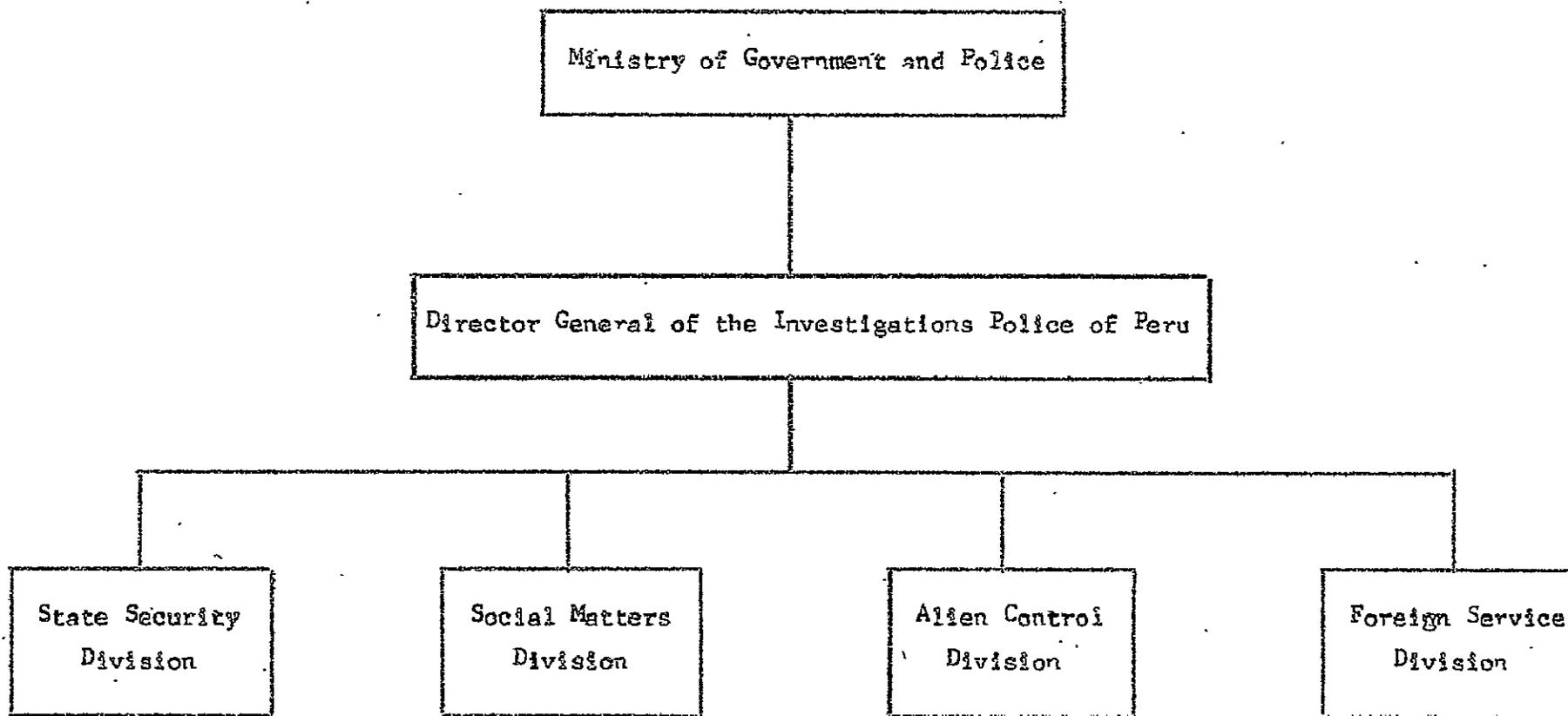
K. Elimination of unnecessary files and combination of files in the file room.

L. File in absolute alphabetical manner in file room instead of separating nationalities.

M. The index of prior records in the file rooms be changed from Kardex to 3" x 5" cards.

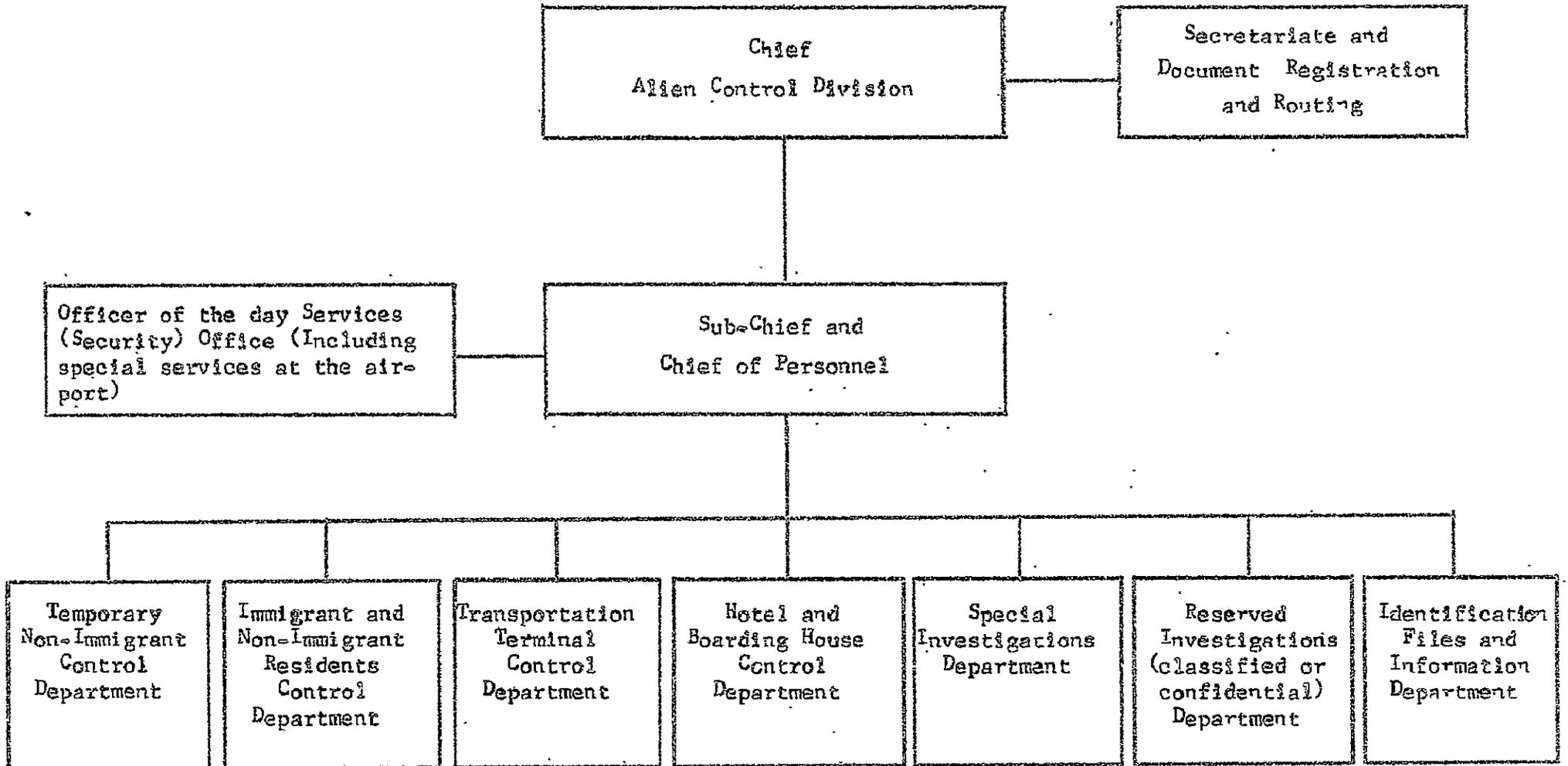
N. Consider a different schedule of working hours for those who have 24 hours continuous duty.

ORGANIZATIONAL CHART OF THE INVESTIGATIONS POLICE OF PERU



ANNEX A.

ORGANIZATIONAL CHART OF ALIEN CONTROL DIVISION



MESA DE PARTES INDEX CARD

Recibido _____	No. 00000000		
Clase de documento _____	No. _____		
Asunto (Breve parte de este espacio puede ser usado para otro dato si se desea)			
_____			
_____			
_____			
DCEN. IT <input type="checkbox"/>	DCEN. IRI <input type="checkbox"/>	DCT <input type="checkbox"/>	DCHP <input type="checkbox"/>
DIE <input type="checkbox"/>	DIR <input type="checkbox"/>	DIAT <input type="checkbox"/>	
Salida _____			

SUMMARY OF IMMIGRATION REGULATIONS

CLASSES:

1. Immigrants: These entered as permanent residents. Most of the countries classify these as "permanent resident immigrants". These have to fall under a quota from each country. Once the person has entered under this classification he may remain, live and work in Peru indefinitely as long as he obeys the other laws of the country.

2. Non-Immigrants: These do not fall under any quota. Sub-classifications of non-immigrants are:

A) Residents: These entered to reside and work in Peru for a period of five years maximum, then they must extend for another 90-days to five-years period. They must show that they have a special skill, or married to a Peruvian, and be economically solvent.

The only advantage of being a resident and not an immigrant is that residents do not have to fall under a quota. As quota becomes available and are requested, the person may change his status to an immigrant. No firm can hire more than 10% of foreigners.

B) Temporary Non-Immigrants: Further sub-classification of temporary non-immigrants are: tourists, artists, businessmen (tourists may not work in Peru, artists can only work in their field as being an artist at the entertainment location applied for in their entry. Businessmen are also restricted to representing foreign business firms in international commerce. These can be emitted for 90 days and upon application, may request an additional 90 days. If one of the temporary non-immigrants requests more than six months, he is investigated more thoroughly. It is possible for these to change their status to other forms of non-immigrants or immigrants.

C) Officials: These include diplomats and other official government representatives and technicians who have contracts with the Peruvian Government and representatives of international organizations.

3. Aliens in Illegal Status are referred to as being in an irregular situation. This would include overstays and others who have violated their immigration status.

4. Illegal Entrants: Their presence in the country is illegal. Law No. 4145 provides for their expulsion.

5. Foreigners who have been in the country two years in legal status as immigrants may become naturalized to Peruvian citizens provided that they have no other factor against them.

6. Immigrants must pay S/. 100.00 per year for tax on Aliens.

ENTRY AND DEPARTURE INDEX CARD  
(TARJETA INDICE DE INGRESO Y PARTIDA)

ANNEX E. 45  
ANEXO E.

Apellido paterno	Apellido materno	Nombres	Soundex	Devolver esta copia al salir del Perú - 1er reverso
País de ciudadanía		Pasaporte: País y número		
Dirección en el Perú (No., Calle, No. Dpto., Ciudad, Departamento)				
Aerolínea y No. de Vuelo o Barco		Lugar de Embarque		
Dirección permanente (No., Calle, No. Dpto., Ciudad, Departamento y País)				
Fecha de nacimiento (día, mes, año)		Categoría de Ingreso		
Lugar de nacimiento (Ciudad, Provincia y País)		Fecha de Expiración		
Visa extendida en: (Lugar)		Lugar de Ingreso		
Ingrampe equi	Fecha de expedición (día, mes, año)	Fecha	Iniciales del Oficial	

NOTA: Este formulario deberá ser reducido al tamaño de la muestra incluida arriba (3" x 5")

AVISO IMPORTANTE

Al partir del Perú entregue una copia de este Permiso al Oficial Peruano de Inmigración y una copia a la PIP.

INFORME DE PARTIDA

Puerto.....  
Medio de Transporte.....  
Fecha.....  
Con destino a.....