



# PANAMA

## Historical and Political Context

After more than a dozen attempts and four periods of effective separation from Colombia, in 1903 Panama became an independent state while processing the construction of the inter-oceanic canal, which finally opened in 1914 and was handed over to the country's administration in 1999, once the deadlines established by the 1977 Torrijos-Carter treaties were met.

Established as an independent State, the Panamanian military attempted to remain the arbiter between Liberals and Conservatives, as in Colombia, but in the face of an attempted intervention it was dissolved in 1904, being supported by the United States. It was replaced by a police force that was restructured in 1935 and transformed in 1953 into the National Guard. In 1983 it was transformed into the Panama Defense Force (FDP), which was later disbanded during the U.S. invasion

(December 1989) that ended the presidency of Manuel Noriega, who was accused of drug trafficking. Following the invasion and dissolution of the FDP, a Public Force was created that consisted of former members of the FDP and new recruits. It included the National Police, the National Aerial and Maritime Services, and an Institutional Protection Service that carried out the functions of a presidential guard.

Subsequently, in 1992, a constitutional amendment was passed establishing that Panama would have no Army. In 1997, the National Police Law was passed, establishing a civilian body. Since 2010 it has been directly subordinated to the President of the Republic through the Minister of Public Security, and together with the National Aero-Naval Service (SENAN), the National Border Service (SENAFRONT) and the Institutional Protection Service (SPI) they make up the **Public Force**.

### Country Information

<b>Political System:</b>	Presidential Republic / Unitary
<b>Administrative Organization:</b>	9 provinces, 5 <i>comarcas</i>
<b>Population:</b>	3,850,735*
<b>Territorial Extension:</b>	75,517 km <sup>2</sup>
<b>GDP 2012 (US\$ / current prices):</b>	36,253,000,000
<b>Minimum monthly salary (US\$):</b>	417**
<b>Illiteracy:</b>	5.9%***

\*2013 projection based upon 2010 census.

\*\* retail business, region I.

\*\*\*in those above 15 years old. 2005-2010.

### Basic Security Indicators (2012)

<b>Public Force:</b>	23,824 (within the bodies attached to the Ministry of Public Security).
<b>Homicides:</b>	665 homicides reported at a rate of 17.6 homicides per 100,000 inhabitants.
<b>Drug Trafficking:</b>	334.9 tons decommissioned by public security forces.
<b>Traffic Accidents:</b>	430 deaths resulting from traffic accidents.
<b>Border Flows:</b>	Total annual border movements of 3,366,896 people.
<b>Private Security:</b>	146 private security firms registered.
<b>Estimated Number of Gangs:</b>	240
<b>Penal Centers:</b>	There are 23 correctional facilities housing a prison population totaling 14,892 (October 2013).
<b>Femicide:</b>	28 cases.
<b>The Perception of Security:</b>	62% of the population has little or no trust in the Police.

Post Independence until 1977	Changes in Military Structures	Foreign Intervention	Institutional Restructuring of the Public Force	Current Stage
Construction of the Canal and agreements with the United States for management until cessation in 1999.	Death of Omar Torrijos in 1981.  Transformation of the National Guard into the Defense Forces through Law 20, September 29th 1983.	Invasion by the United States in 1989 dissolves the Defense Forces.	The Public Force is established (1990) and in 1997 the professional career of the National Police is provided a legal framework. Others bodies, such as the Aero-Naval Service, the National Border Service, and the Institutional Protection Service accompany it.  The Ministry of Public Security is created.	Development of community policing models. A growing perception of insecurity amongst the population. Canal as the principal strategic objective.

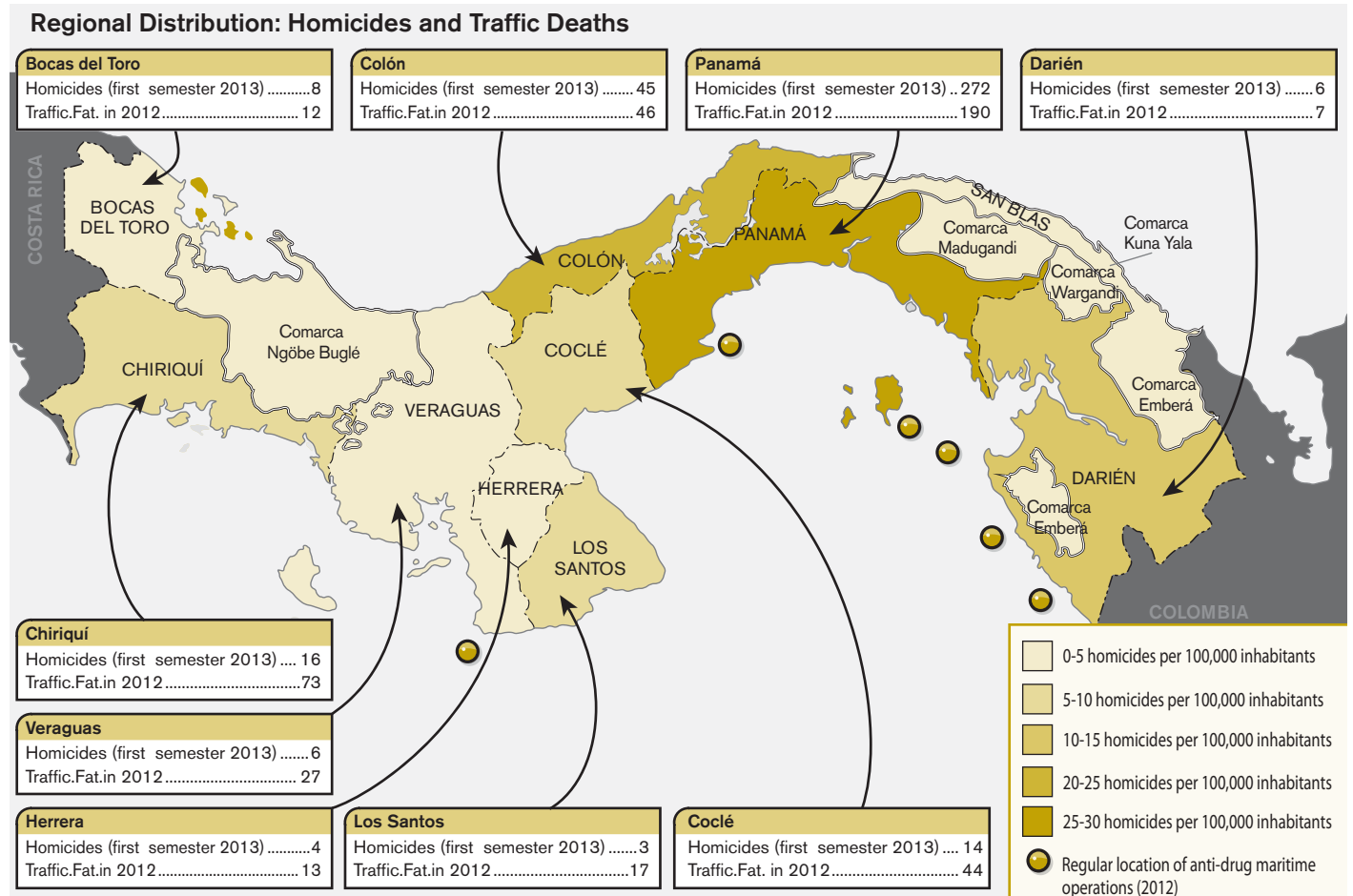
1903	1953	1977	1983	1989	1997	1999	2010
Independence from Greater Colombia and beginning of the Inter-oceanic Canal Project	National Guard	Torrijos-Carter Treaties	Creation of the Defense Force	Invasion by the United States	General Police Law	Administration of the Canal passed to Panama	Creation of the Ministry of Public Security

**Sources:** Information elaborated using: Population: National Institute of Statistics and Census. Territory: Panamanian Tourist Authority. GDP: IMF, *World Economic Outlook Database*. Minimum Salary: *Decreto Ejecutivo 240 por el cual se fijan las nuevas tasas de salario mínimo en todo el territorio nacional*, 12/28/2011. Illiteracy: UNDP, *Human Development Index 2013*. Public Force: Ministry of Public Security. Homicides: SIEC, *Número y tasa de incidentes policivos registrados en la República de Panamá según clase de incidentes: año 2012*. Femicide: Observatory of Gender Violence, *Memoria de Labores 2009 -2012*. Drug Trafficking: Office of the President of the Republic, *Informe a la Nación*, July 2013. Traffic Deaths: Comptroller General of the Republic, *Cifras preliminares de accidentes de tránsito y muertos en la República por provincia año 2012*. Cross border people flows: National Migration Service, *Movimiento migratorio total en todos los puntos de entrada y salida del país durante el año 2012*. Private Security: Institutional Directorate of Public Security Affairs. Penitentiary Centres: General Directorate of the Penitentiary System, *Población al 15 de octubre de 2013*. Perception of Security: CID-Gallup Latin American, *Encuesta de Opinión Pública Centro América y República Dominicana, Febrero 2013*, available at cidgallup.com/documentos.

# Security Challenges: An Overview

Like Costa Rica and Nicaragua, Panama has comparatively lower levels of crime and violence within Central America. Despite this, the national homicide rate remains elevated at 17.6 per 100,000 inhabitants (down from 19.3 in 2011), and the impact of organized and common crime represents a significant challenge. High rates of assaults, robberies and thefts have a clear impact

upon the security perception of the local population due to their nature, and in recent years there has been a growth in both the number of gangs and violent conflict in certain urban areas. This has provoked a response from the State in the form of prevention programs and the development of some community policing experiences.



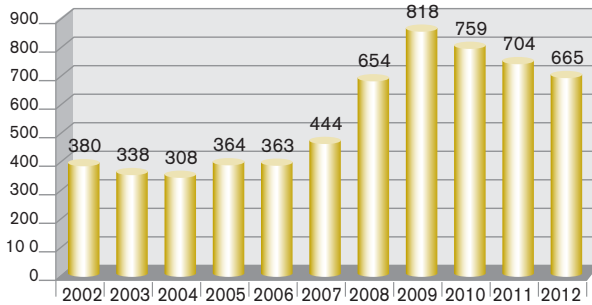
Crimes	2010	2012
Against life and physical integrity	5,726	5,610
Against freedom	452	214
Against honor	279	213
Against property	31,614	35,822
Against legal order and the civil state	5,335	4,456
Against sexual decency and freedom	2,091	2,440
Against collective security	2,203	2,163
Against public trust	2,433	2,001
Against Public Administration	302	309
Against the administration of justice	102	119
Against wildlife	143	140
Possession and trade of prohibited weapons	1,116	986
Against the national economy	8	6
Other crimes	2,824	2,279

### Police Zones:

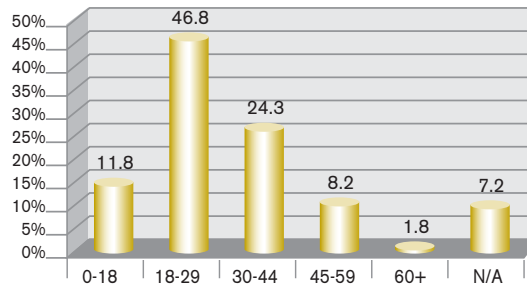
- Bocas del Toro
- Coclé
- Colón
- Chiriquí
- Panamá East
- Herrera
- Los Santos
- Metropolitan (Eastern, Northern and Western areas)
- Veraguas
- Panamá West
- Canal Zone
- San Miguelito
- Arraiján

# Homicides: A Closer Look

Homicides, 2002-2012



Age structure victims (2012)

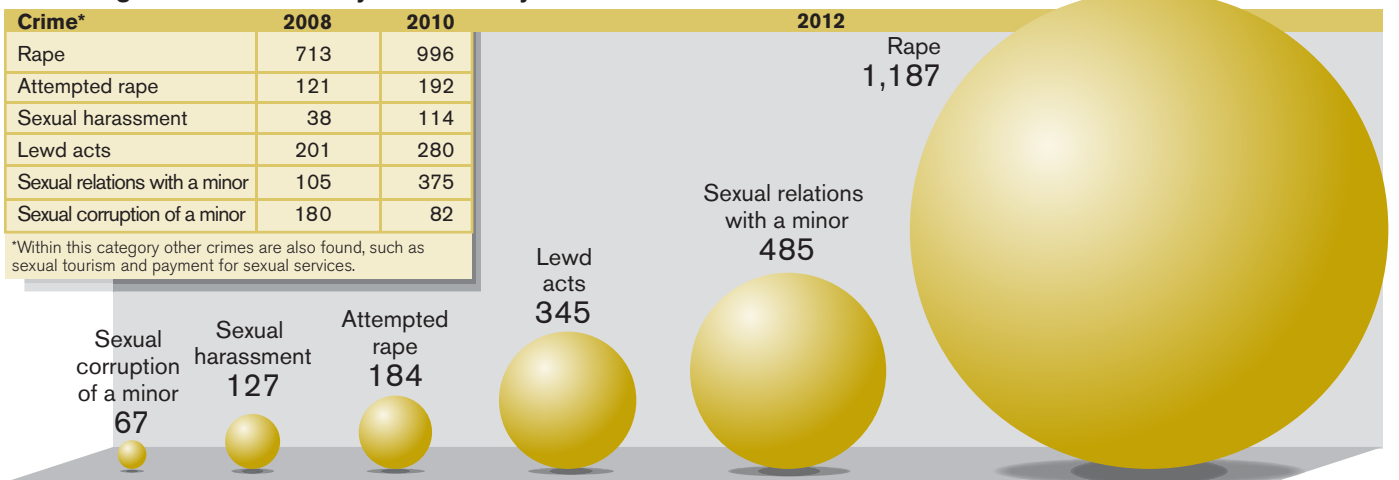


The majority of victims are concentrated in the 18-29 range, with 58.6% of all victims aged below 29.

Every day there are

- 55.6** Thefts
- 27.5** Robberies
- 9.8** victims of Domestic Violence
- 1.2** Traffic Deaths
- 1.8** Homicides

## Crimes against Sexual Liberty and Decency

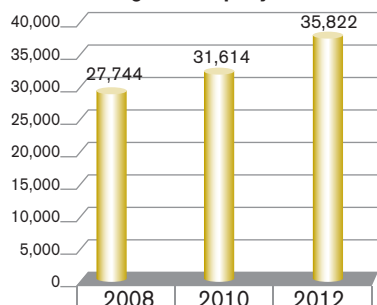


The data for these crimes stands out due to the both to the high frequency with which they are reported, and due to the general increase recorded between 2010 and 2012. Every day in 2012 there were 3.25 rapes reported, in addition to an attempted rape that went reported every 2 days, and a case of sexual harassment reported every 3 days. Furthermore, in relation to lewd acts, there was a case reported almost every day, registering a 23% increase over 2010. Upon considering the nature of these crimes, it is possible to make further conclusions. The number of reported crimes tends to represent a mere proportion of the actual crimes committed, as many are not reported. Consequently, in addition to their numerical significance, the statistics are representative of what in reality is a far greater security problem in the country.

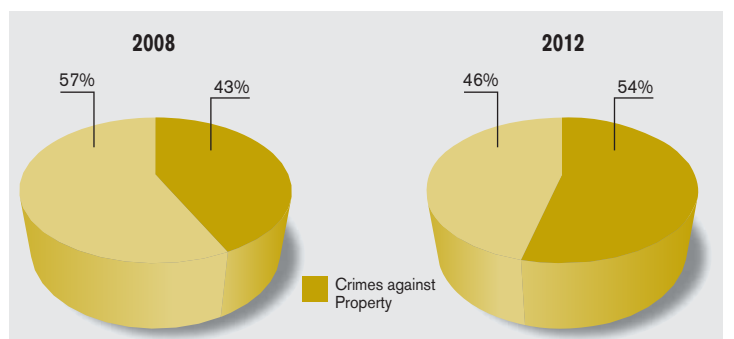
## Crimes against Property

Includes robbery, theft, fraud, damage to property, kidnapping and extortion among others. In 2008 the rate per 10,000 inhabitants was 81.7. This passed to 90.2 in 2010 and 94.58 in 2012. In 2012 the largest part of this type of crimes was thefts (56.6%), robbery (28%) and fraud (6.2%).

Crimes against Property 2008 - 2012



The Weight of Crimes against Property as a Proportion of Total Crimes



Sources: Ministry of Public Security, *Revista del Ministerio de Seguridad Junio 2012-Año 3 No. 1* and *Memoria 2011*. Website of the Human Rights Ombudsman. Comptroller General of the Republic, *Cifras preliminares de accidentes de tránsito y muertos en la República por provincia año 2012*. SIEC, *Número y tasa de incidentes policivos registrados en la República de Panamá según clase de incidentes año 2008, 2010, 2012 y Primer Semestre 2013*.

# Institutions linked to Security

Panama presents a certain concentration of security forces under the jurisdiction of the Ministry of Public Security, while civil protection and the penitentiary system are placed under the Ministry of Interior. The Office of the President intervenes beyond its general administrative function as head of government by promoting prevention programs that are carried out through the National Security Council. These programs have an inter-institutional character, and several of them are carried out with international cooperation.

- **Public Force:** composed of the National Police, the National Aero-Naval Service, the National Border Service, and the Institutional Protection Service (which is a dependent of the Presidency).

- **Ministry of Public Security:** it is responsible for the Public Force and the National Immigration Service (which is not a police body). It chairs the Cabinet of Preventive Security, created in 2012 as an inter-institutional body that establishes guidelines for prevention and citizen security.

- **Ministry of Interior:** responsible for the administration of the penitentiary system, including the custody of minors through the Institute of Interdisciplinary Studies. The Fire Department and Civil Protection System are found here.

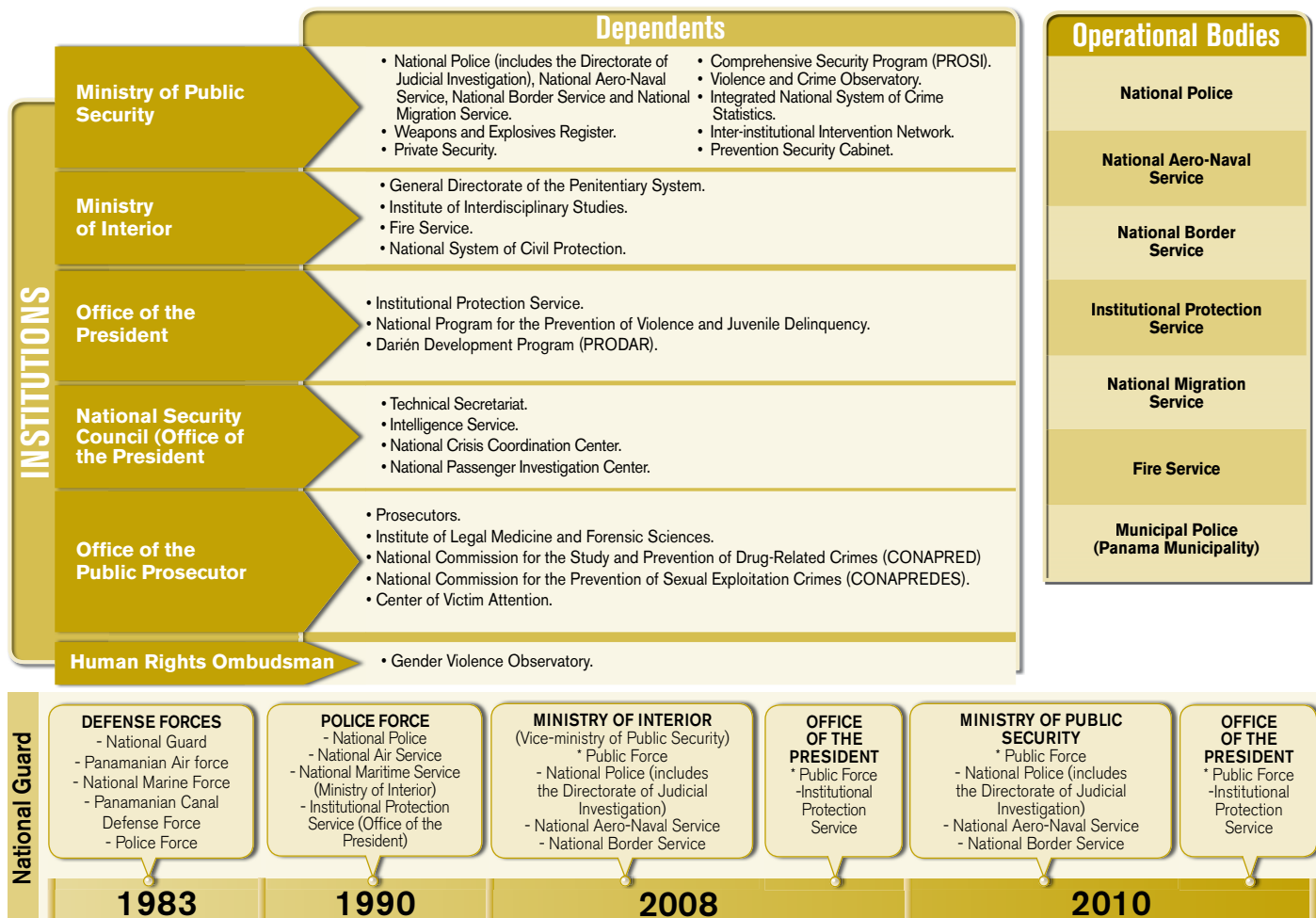
- **Office of the President:** it has the Institutional Protection Service as well as the National Public Security Council. The National Program for the Prevention of Violence and Juvenile Delinquency and the Darién Development Program (border with Colombia) are coordinated from here.

- **National Security Council:** the highest consultative and advisory body of the President to establish and articulate public security and national defense policy. It is chaired by the President.

- **Office of the Public Prosecutor:** the Attorney General directs the prosecution and investigation of crimes and is responsible for the Institute of Legal Medicine and Forensic Sciences. Since its inception in 1994 it presides the National Commission for the Study and Prevention of Drug-Related Crimes (CONAPRED) and the National Commission for the Prevention of Sexual Exploitation Crimes (CONAPREDES), installed in 2005, which are inter-institutional State bodies.

- **Human Rights Ombudsman:** created in 1997, it is responsible for investigating, reconciling or denouncing the actions or omissions of public servants that may constitute violation of human rights. Coordinates the Panamanian Gender Violence Observatory, created institutionally in 2009.

## Principal Actors



**Sources:** Resolución Ejecutiva que ordena el texto de la Ley N° 23 de 1986 que dispone sobre asuntos relacionados con drogas, N° 101 – 09/22/1994. Manual de organización y funciones del Ministerio de Gobierno, 2012. Ley orgánica de las Fuerzas de Defensa, N° 20 – 09/29/1983 (repealed). Decreto de Gabinete que organiza la Fuerza Pública N° 38 – 02/20/1990. Decreto de Gabinete que crea el Servicio de Protección Institucional, N° 42 – 03/01/1990. Ley orgánica de la Policía Nacional, N° 18 – 06/04/1997. Decreto Ley orgánica del Servicio de Protección Institucional, N° 2 – 07/10/1999. Decreto Ley que crea el Servicio Nacional Aeronaval, N° 7 – 08/22/2008. Decreto Ley que crea el Servicio Nacional de Fronteras, N° 8 – 08/22/2008. Ley que deroga el decreto ley que crea el Servicio Nacional de Inteligencia y Seguridad, N° 11 – 03/18/2010. Decreto Ejecutivo que crea el Consejo de Seguridad Nacional, N° 263 – 03/19/2010. Decreto Ejecutivo que crea el Gabinete de Seguridad Preventiva, N° 18 – 01/27/2012). Constitution of the Republic of Panama. Websites of the institutions mentioned.

## Policy Guidelines

The government of President Ricardo Martinelli Berrocal (2009-2014) has made public security one of the cornerstones of its action, and it was from this, for instance, that the creation of a Ministry of Public Security was derived. In a context of an increasing perception of insecurity among the population (83% believe the country to be insecure according to the Public Security Observatory/UNDP), of an increase in the rates of homicide, robbery and theft,

and of international attention upon organized crime, Panama has developed a strategy that seeks to integrate the government's actions in which both the National Defense and Security Council and the Ministry of Public Security play a major role. From what has been called a comprehensive security concept, they seek to address crime reduction both through the strengthening of the Public Force and criminal policy, and through prevention.

### National Citizen Security Strategy

- Institutional strengthening. Coordination.
- Information. Unified and computerized systems.
- Prevention.
- Punishment and crime control.
- Social reinsertion and rehabilitation.

### PROSI – Comprehensive Security Program

Headed by the Ministry of Public Security, it is focused in particular on minors and youths. It places emphasis on institutional strengthening, training and prevention.

### Preventive Security Cabinets

They were established from May 2010, and a decree in 2012 provided them with legal institutionalization. Up to February 2013, 6 Cabinets were held.

From 2011 the cabinets organized into sessions in different parts of the country rather than in the central government offices, providing a space to listen and exchange views with community leaders, local authorities and ministers. This methodology aims to better understand the reality of the various areas, identify lines of action and/or adapt intervention strategies.

### Ministries involved:

- Public Security (presides it)
- Presidency
- Economy and Finance
- Interior
- Health
- Education
- Social Development
- Labor and Labor Development
- National Authority of Small and Medium Businesses (AMPYME)

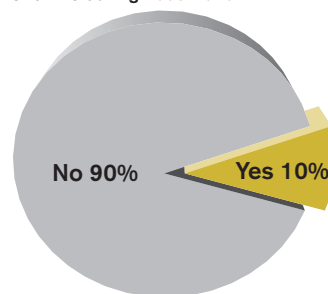
**Objective:** crime and violence reduction within a focus on prevention and resocialization through the generation of spaces for citizen participation.

Social Action Tables (“*mesas de acción social*”) are also developed, along with community activities in problematic scenarios and more complex needs which are generally organized by the National Police and the National Border Service.

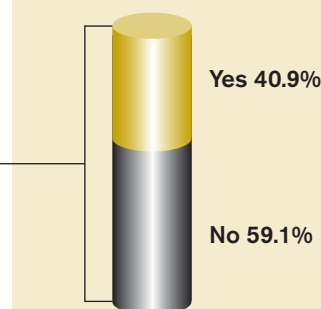
### The Private Sector: The Chamber of Commerce’s Citizen Security Observatory

The Panamanian Chamber of Commerce, Industries and Agriculture presents what is quite an original case in the region, in which the private sector recognizes the effect of insecurity on economic activity and thus involves itself in the issue. The Citizen Security Observatory was launched with support from UNDP. It provides information and analysis on data provided by the Government, organizes forums and debates and also makes proposals to different institutions. It uses both its own information and official sources and it has carried out a general survey on victimization and the social perception of security.

% of those who were a victim of crime during 2009-2010



% that reported the crime suffered



Sources: Decreto que crea el Gabinete de Seguridad Preventiva, N° 18 – 01/27/2012. Cabinet Council, Resolución de Gabinete que adopta la Estrategia País de Seguridad Ciudadana, N° 84, 07/24/2012. Panamanian Chamber of Commerce, Industries and Agriculture and UNDP, Citizen Security Observatory, *Victimización y Percepción de la Seguridad Ciudadana en Panamá*, October 2011. Website of the Office of the President. National Government, *Plan Estratégico de Gobierno 2010-2014*.

# The Criminal Justice System

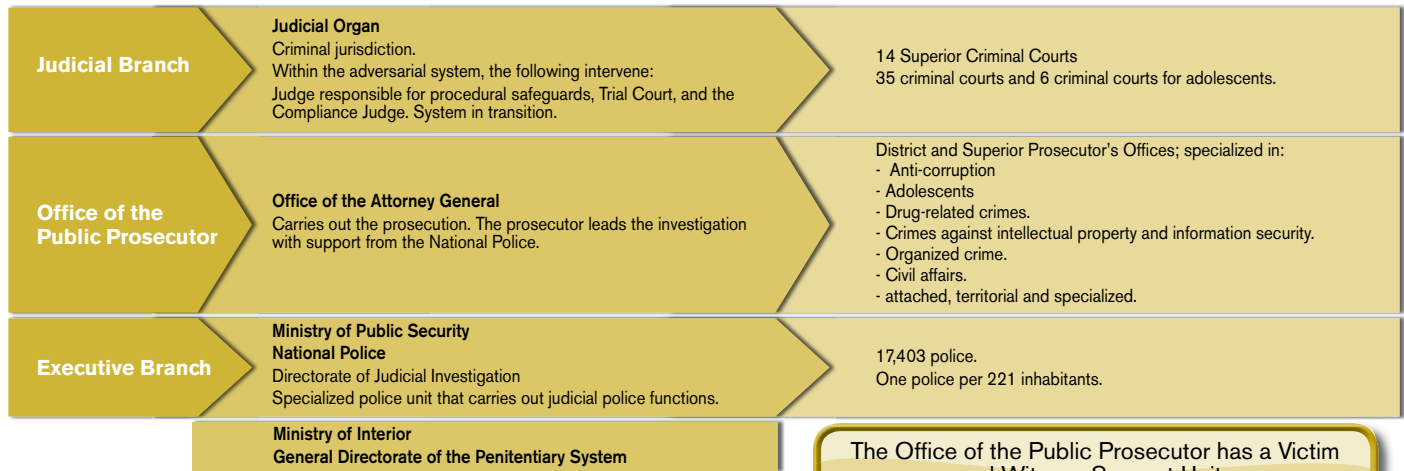
The adoption of an adversarial system is recent in Panama, and it is currently undergoing a process of transition. In 2008, a working group composed of the Judiciary, the Office of the Public Prosecutor, the Legislature, the Executive and some civil society associations elaborated a proposal for the system and, from 2006, mechanisms to support the transition from the inquisitorial system towards the adversarial system began to be incorporated into the Penal Code. This included restrictions on applications for pre-trial detention, thus avoiding an increase in prison overcrowding, measures to increase procedural efficiency, improvements in judicial organization to better utilize human and material resources, and standards that provide greater effectiveness in the prosecution of offenses.

Law 63 of August 28th, 2008 promulgated the new Criminal Procedure Code that adopted the system for processing cases ac-

ording to the adversarial system. It established its progressive implementation from September 2009, with a maximum of four years allowed for its implementation throughout the country. Prior to its entry into force, Law 48 (2009) delayed it until 2011. The adversarial system in 2013 is thus currently functioning in two of the four judicial districts (Second: Coclé and Veraguas provinces, and Fourth: Herrera and Los Santos). It is expected that application across the country will be complete by 2014.

As for the criminal investigation, the police act under the order of the prosecutor, who directs the investigation. The prosecutor's investigation cannot exceed six months, although the deadline may be extended up to one year in complex cases. However, the defendant cannot be imprisoned unless ordered by the judge responsible for procedural safeguards.

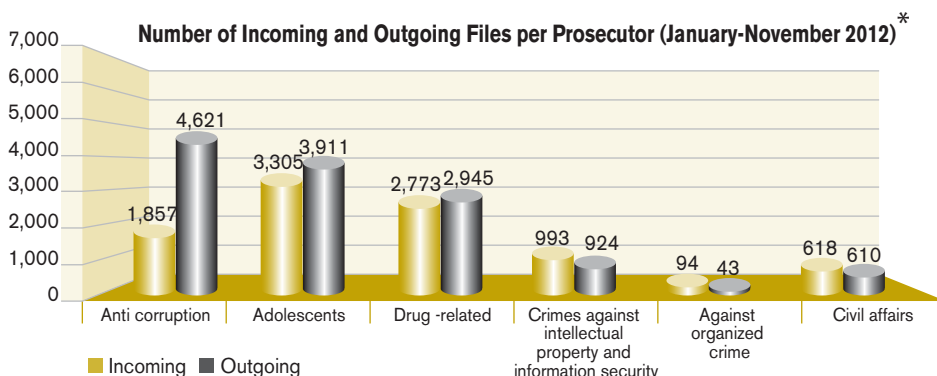
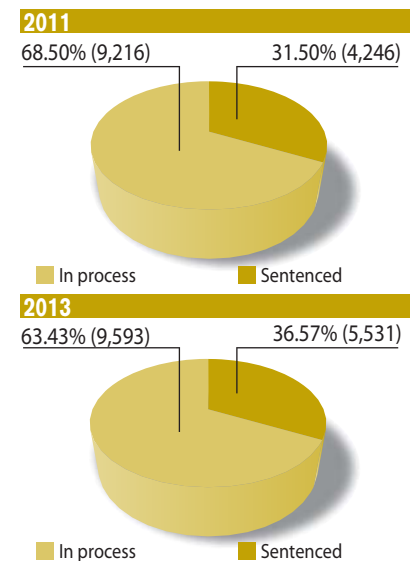
## The State and Criminal Offences



The Office of the Public Prosecutor has a Victim and Witness Support Unit .

A committee was formed for **Cooperation and Inter-institutional Technical Assistance for Implementation** in order to oversee the proper implementation of the new system, consisting of the Supreme Court of Justice, the Attorney General's Office, the Ministry of Public Security, the Ministry of Government, the Institute of Legal Medicine and Forensic Sciences, the National Authority for Government Innovation, the National College of Lawyers and the National Customs Authority.

### Procedural Situation of the Prison Population



\*In some cases outgoings are greater than incoming due to the existence of cases from previous years.

Sources: Law 63, 08-28-2008. Law N° 47, Código Penal de la República de Panamá, 05/18/2007 and modifications. Judicial Organ, Center of Judicial Statistics, Magistrados y jueces del Órgano Judicial de Panamá, por sexo, según nivel jurisdiccional, año 2007-2013. Portal of the Office for the Implementation of the Adversarial System, Office of the Public Prosecutor. Ministry of Interior, General Directorate of the Penitentiary System, Informe estadístico enero 2012 y Población mensual septiembre 2013. Office of the Public Prosecutor, Número de ingresos y egresos de expedientes de la República de Panamá por Fiscalía, 1 de enero a 30 de noviembre de 2012.

# The Changes in the Penal System

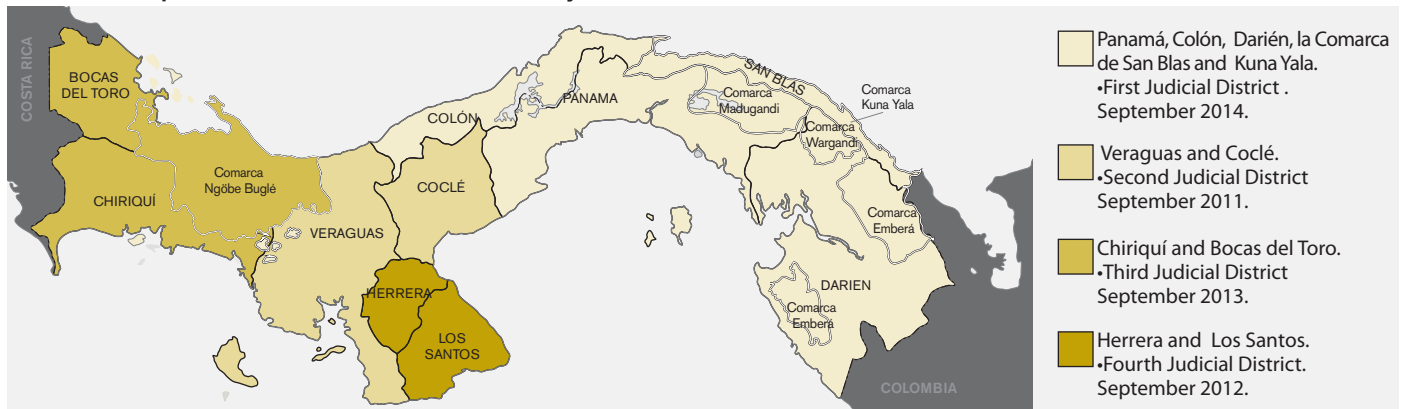
The adversarial system involves a change in the system of prosecution with a view to more dynamic and quicker judgments, which are more public and transparent in nature. It seeks to reduce prison overcrowding and the excess of pre-trial

detainments lasting more than a year without a hearing. Fundamentally, the measures limiting the freedom of the accused are taken by a judge and not, as in the inquisitorial system, by a prosecutor.

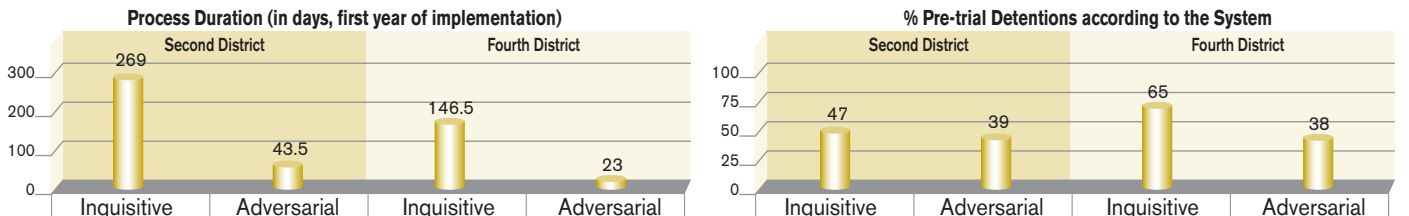
**Three types of judge participate in the process:**

- Judge responsible for procedural safeguards:** Rules over the control of investigative actions that affect or restrict the fundamental rights of the accused or the victim, and over protection measures. Controls the actions of the Prosecutor.
- Trial Court:** Presides over the oral proceedings during the entire process and makes a decision for acquittal or conviction, following the provision of evidence at trial. The courts are collegial (consisting of three judges), and preside over charges for offenses that are punishable by imprisonment for over one year.
- Compliance Judge:** ensures the implementation (compliance) of the sentence.

## Territorial Implementation of the Adversarial System\*



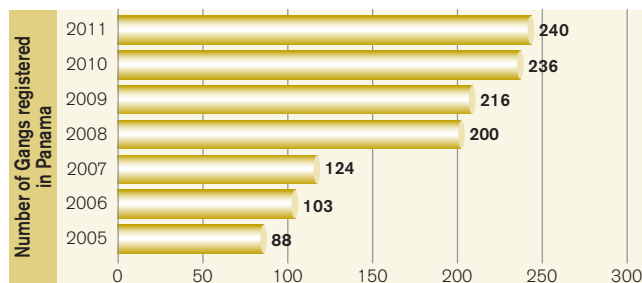
\* In all matters related to guarantees the system has been implemented across the entire country since September 2011.



## National Program for the Prevention of Violence and Juvenile Delinquency

This program is conducted by the Office of the President, and formed by various ministries (including Labor, Social Development, Health and Public Security) and even civil society organizations. It seeks to address the problems of youth crime and violence and the phenomenon of gangs, and their implications for public security. It is directed to children, adolescents and young people between the ages of 8 and 29 years old.

Since 2005, there has been a concerted effort by security institutions, especially the National Police's Anti-Gang Unit, to record the phenomenon of gangs in Panama.



## Special Regime for Juvenile Criminal Responsibility

In 2010 the law establishing this regime, which organizes the system of institutions involved in the investigation and prosecution of adolescents, was reformed. This also had the aim of recognizing rights and guarantees and establishing measures to be imposed.

- The scope of application was lowered from 14 to 12 years, and goes up to 18 years.
- It differentiates between two age groups for everything that relates to process, penalties and their enforcement: 12 to 15 years, and 15-18. For the 12 and 15 age group, it applies social rehabilitation measures under the supervision of the National Secretariat for Children, Youth and Family.
- A few months later, Law No. 87 created five new courts and specialized prosecutors for adolescents.

Sources: Law 63, 08/28/2008. Law N° 47, Código Penal de la República de Panamá, 05/18/2007 and modifications. Portal of the Implementation Office of the Adversarial Penal System, Office of the Public Prosecutor. Judiciary, Principales indicadores del sistema penal acusatorio al mes de abril de 2013. Office of the President, Decreto Ejecutivo N° 551 por el cual se crea el Programa Nacional para la Prevención de la Violencia y la Delincuencia Juvenil, 06-22-2010. National Program for the Prevention of Violence and Juvenile Delinquency (gangs) and information provided by the National Directorate of the Program. Law N° 6, 03/08(2010 (modifies Ley N° 40 del Régimen Especial de Responsabilidad Penal para la Adolescencia, 08-28-1999).

## The Legal Framework

- Partido Revolucionario Democrático (PRD)
- Cambio Democrático (CD)
- Partido Demócrata Cristiano (PDC)
- Molirena
- Solidaridad
- P. Arnulfista
- Papa Egoró
- Panameñista
- P. Popular
- Others

Composition of the Assembly	Laws	Presidency, period and government party
<b>1989 - 1994</b>	Law N° 23, 1986 that covers drug-related affairs (Executive Resolution N° 101 - 09/22/1994).	<b>Guillermo David Endara Galimany (December 1989 - September 1994)</b> Partido Panameñista / Arnulfista
<b>1994 - 1999</b>	<ul style="list-style-type: none"> <li>- Law creating the Human Rights Ombudsman (N° 7 - 02/06/1997).</li> <li>- Organic law of the National Police (N° 18 - 06/04/1997).</li> <li>- Protection of victims of crime law (N° 31 -05/28/1998).</li> <li>- Equal opportunities for women law (N° 4 - 02/06/1999).</li> <li>- Special criminal liability for adolescents law (N° 40 -08/28/1999).</li> <li>- Organic law of the Institutional Protection Service (N° 2 - 07/10/1999).</li> </ul>	<b>Ernesto Pérez Balladares (September 1994 - September 1999)</b> Partido Revolucionario Democrático
<b>1999 - 2004</b>	<ul style="list-style-type: none"> <li>- Law that adopts measures to prevent money laundering offenses (N° 42 - 10/03/2000).</li> <li>- Law that adopts the judicial code (N° 1 - 09/10/2001).</li> <li>- Law reorganizing the penitentiary system (N° 55 -08/01/2003).</li> <li>- Law covering crimes against sexual liberty and integrity (N° 16 - 04/05/2004).</li> <li>- Law that defines the crime of "pandillerismo" (gangs) and the possession and trade of prohibited weapons, and that adopts measures for protecting the identity of witnesses (N° 48 -08/31/2004).</li> </ul>	<b>Mireya Elisa Moscoso Rodríguez (September 1999 - September 2004)</b> Partido Panameñista/Arnulfista
<b>2004 - 2009</b>	<ul style="list-style-type: none"> <li>- Law that reorganizes the National Civil Protection System (N° 5 - 02/14/2005).</li> <li>- Law creating the Directorate of Judicial Investigation within the National Police and that ascribes Forensic Services to the Institute of Legal Medicine and Forensic Sciences (N° 69 -12/28/2007).</li> <li>- Law adopting the Penal Code (N° 14 -05/22/2007).</li> <li>- Law creating the National Migration Service (N° 3 - 02/26/2008).</li> <li>- Law adopting the Criminal Procedure Code (N° 63 -08/29/2008).</li> <li>- Law creating the Aero-Naval Service (N° 7 - 08/22/2008).</li> </ul>	<b>Martín Torrijos Espino (September 2004-July 2009)</b> Partido Revolucionario Democrático
<b>2009 - 2014</b>	<ul style="list-style-type: none"> <li>- Law repealing the law that reorganized the National Defense and Public Security Council and creating the National Intelligence and Security Service (N° 11 - 03/18/2010).</li> <li>- Law creating the Ministry of Public Security (N° 15 -04/14/2010).</li> <li>- Law reorganizing the Ministry of Interior (N° 19 - 05/03/2010).</li> <li>- Law on human trafficking and related activities (N° 79 - 11/15/2011).</li> <li>- Law regulating private security services (N° 56 -05/30/2011)*.</li> <li>- General law on firearms, ammunition and related materials (N° 57 -05/30/2011).</li> </ul> <p>*Entrance into Force has been delayed.</p>	<b>Ricardo Alberto Martinelli Berrocal (July 2009-May 2014)</b> Partido Cambio Democrático

## Organized Crime and Femicide: New Proposals

In 2013 the Public Prosecutor's Office presented bills to the National Assembly to define a series of crimes. Among them are:

- Reform of the Penal, Judicial and Criminal Procedure Codes in order to regulate organized criminal activities: it incorporates organized crime as reprehensible and autonomous conduct, and incorporates issues related to investigation, such as the extension of time allocated and special techniques (proposed regulations for covert operations) for investigating this kind of phenomenon. It raises the issue of benefits for collaborators ("repenters") and witness protection. Introduces contract killings as a separate criminal offense.

According to the bill, revenge attacks stemming from struggles between *tumbadores* (drug thieves) and drug traffickers account for 70% of homicides in Panama.

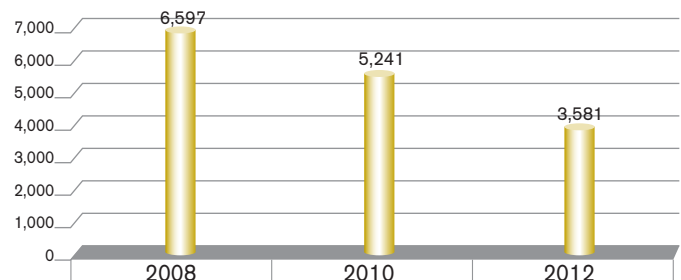
- Reform of the Penal Code to define the crime of femicide and punish violence against women. The project proposes the following responsibilities for the Ministry of Public Security:

- o Foster the development of interdisciplinary services in police and security forces to provide support to female victims of violence.

- o Update protocols for victim care, assistance and protection.
- o Create a specialized police force and a computerized registry of offenders.
- o Sensitize and train police forces, including the theme within training programs.

To help combat the phenomenon of gender violence, the **Observatory against Gender Violence** was created in May 21st 2009 through inter-institutional agreement. Assigned to the Human Rights Ombudsman, its objectives are principally linked to increasing awareness of gender violence and its impact on the country's development, and promoting coordination and communication between agencies that provide support to victims of domestic violence.

The Scourge of Domestic Violence



Sources: National Assembly of Panama. Website of the Office of the Public Prosecutor. Attorney General, Bills. National System of Integrated Crime Statistics -SIEC, *Número y tasa de incidentes policivos registrados en la República de Panamá según clase de incidentes año 2008, 2010, 2012 and Primer Semestre 2013.*



# The Security Budget

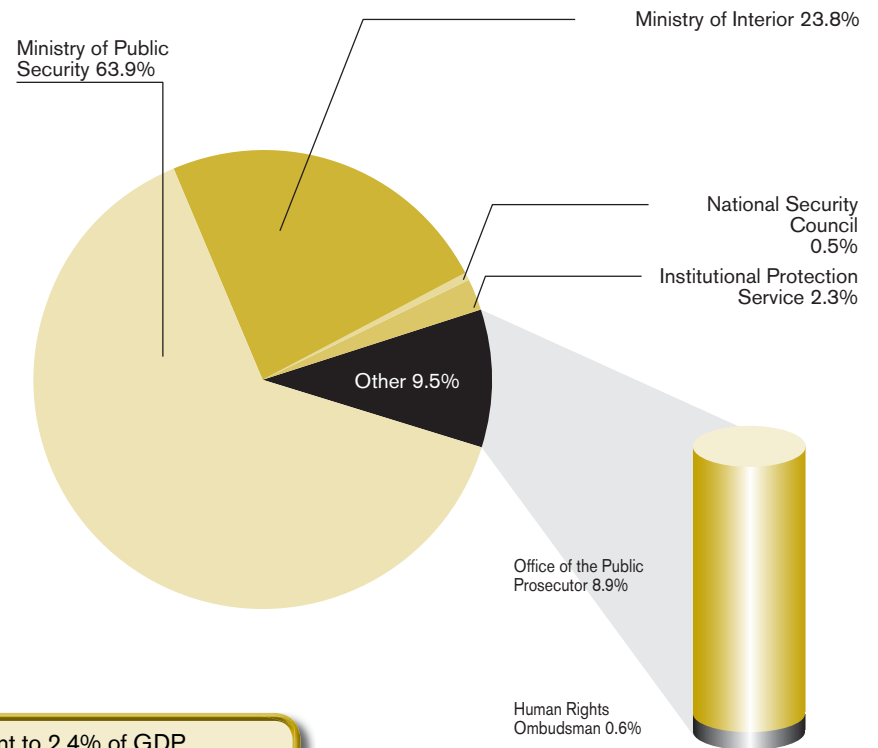
The total security budget in 2013 reached nearly one billion dollars, representing 2.4% of gross domestic product.

The Panamanian budget information available to the public does not have a specific functional classification within the security area. Within the institutional classification, the largest portion of the bud-

get is allocated to the Ministry of Public Security, with about 46% for law enforcement bodies and 12% for investment. The Ministry of Interior also receives a significant portion, given that among its items it includes the penitentiary system, juvenile rehabilitation, the Fire Service, and the Civil Protection System, among others.

Ministry of Public Security		%
National Public Security	456,077,470	45.7
Investment	124,133,800	12.5
Directorate and general administration	11,343,930	1.1
Transfers	45,757,000	4.6
Office of the President		
National Security Council	4,948,880	0.5
Institutional Protection Service	23,311,205	2.3
Ministry of Interior		
General Directorate of the Penitentiary System	61,853,055	6.2
Institute of Interdisciplinary Studies (custody of minors)	6,760,105	0.7
Fire Service	21,714,975	2.2
National System of Civil Protections	5,411,888	0.5
Others	141,306,667	14.2
Office of the Public Prosecutor		
	89,198,959	8.9
Human Rights Ombudsman		
	5,752,609	0.6
<b>Total Security Budget (2013)*</b>		
<b>US\$ 997,570,543</b>		

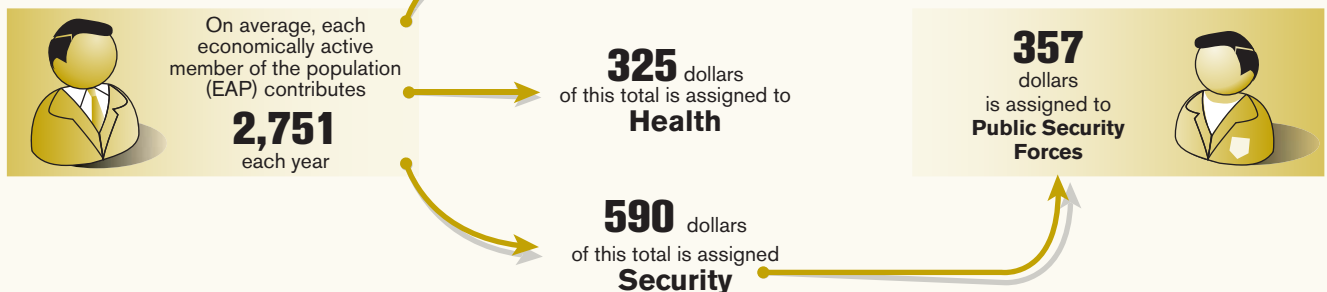
## SECURITY BUDGET, 2013 (in current US\$)



The 2013 security budget is equivalent to 2.4% of GDP or 6.1% of the overall State budget.

### Distribution of Tax Revenue

Tax revenue for 2012 was **US\$ 4,648,021,000**



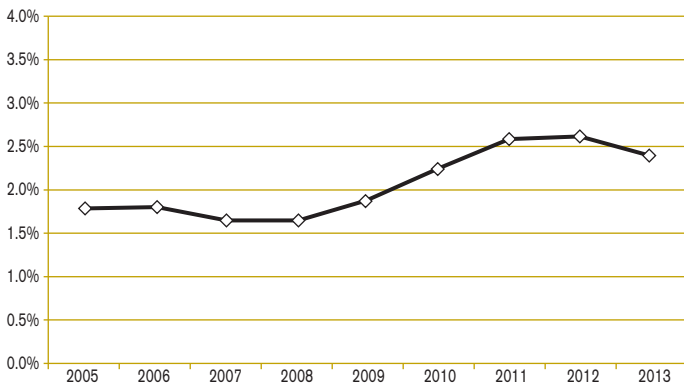
**Sources:** Ley que dicta el presupuesto general del Estado para la vigencia fiscal de 2013. Ministerio de Gobierno, Informes de ejecución presupuestaria 2012. EAP: National Institute of Statistics and Census, Encuesta del Mercado Laboral, 2012. Tax Revenue: Comptroller General of the Republic, Estado financiero de la administración pública al 31 de diciembre de 2012. The information available to the public for the years considered here do not permit an adequate disaggregation in order to identify the exact resources assigned within the different consignments (for example, specific security programs within institutions other than the Ministry of Public Security). Because of this, the budget of the Ministry of Interior has been included in what is considered here as the security budget. The investment budget of the National Security Council and the Civil Protection Service has not been included given that they are also not disaggregated.

# Evolution of the Security Budget

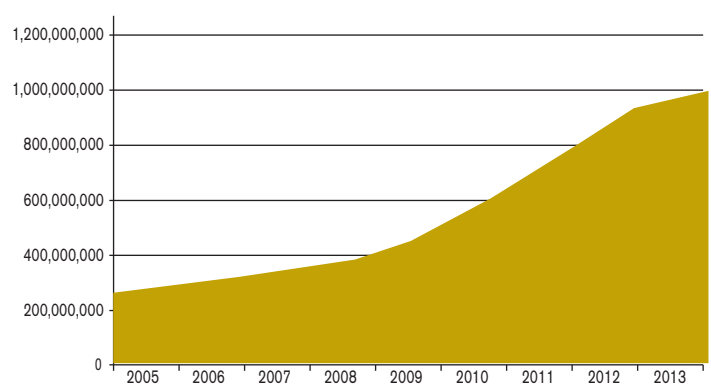
In recent years there has been an increase in the security budget in relation to GDP. The growth in the security budget was higher than the growth in State resources in general: while the latter grew

by 163% between 2005 and 2013, the security budget increased by 266%. This is also reflected in the increase of 260% for public security services in the years considered.

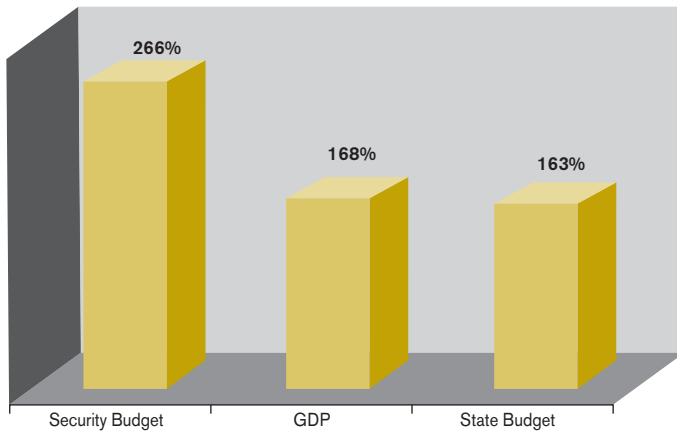
Security Budget as a percentage of GDP, 2005 – 2013



Security Budget (current US\$), 2005 - 2013



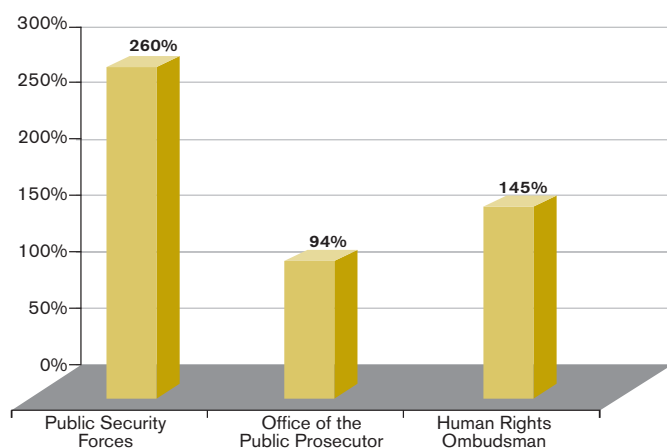
Comparative Growth (2005 – 2013, in current US\$)



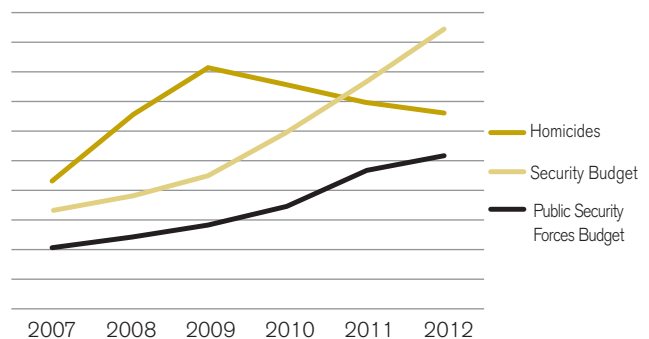
In 2005, the Judicial Technical Police was still responsible to the Office of the Public Prosecutor (for that year, the budget assigned to the police was more than seventeen million four hundred thousand dollars).

Year	Homicides	Security Budget	Public Security Forces Budget
2007	444	334,218,164	206,369,000
2008	654	380,409,460	238,943,600
2009	818	452,571,060	282,743,880
2010	759	599,587,630	344,339,798
2011	704	770,043,687	458,610,900
2012	665	943,808,949	512,246,308

Variation in Budget Assignments, 2005-2013 (%)



23,824 members of the Public Force.



Sources: Law that dictates the general state budget for fiscal years 2005 until 2013. Homicides: Ministry of Public Security, website and Memoria 2011

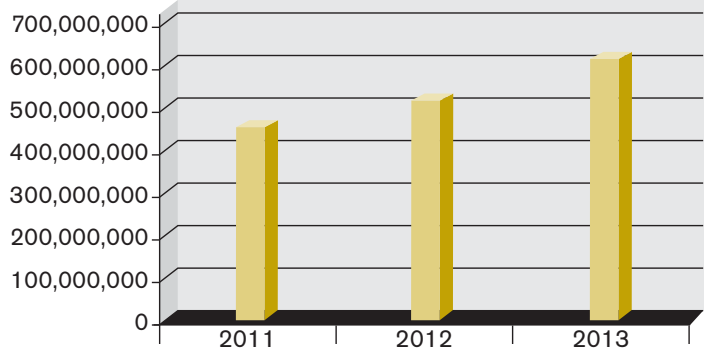
# The Budget and Institutions

The Ministry of Public Security appears as a budgetary item from the 2011 fiscal budget law onwards, following its creation in 2010. The fact that it was recently created is shown in the investment levels observed; resources for staff training and for salary increases for members of the Public Force are also included.

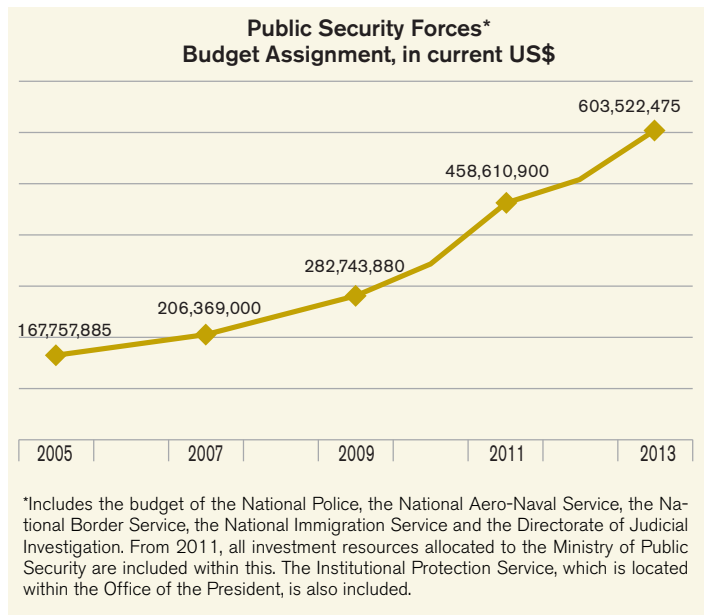
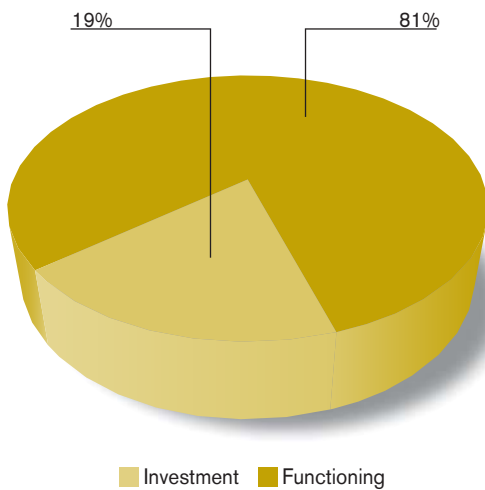
On average, 92% of the Ministry's budget corresponds to the security forces under its leadership.

The National Police, like other public security forces, had its budget transferred to the jurisdiction of the Ministry of Public Security since 2011.

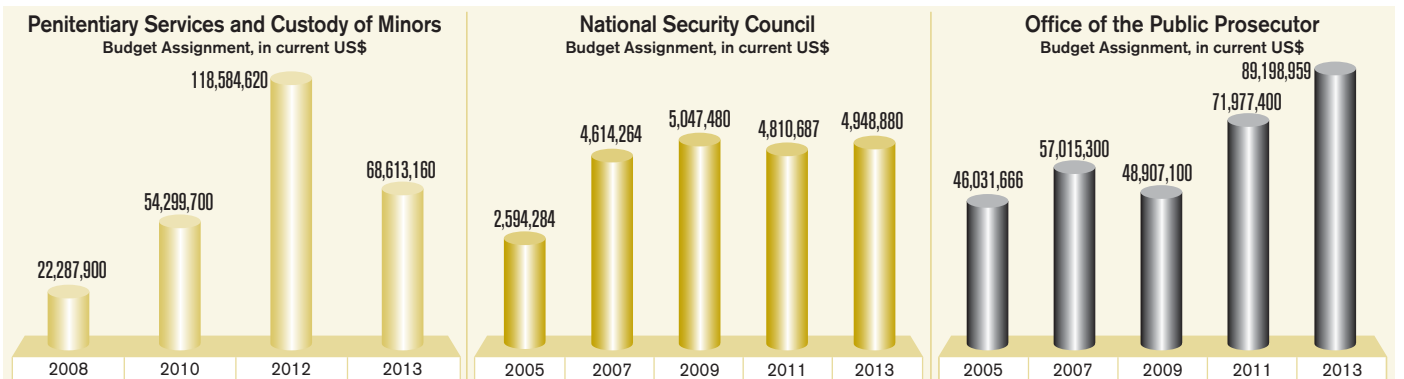
Evolution of the Budget Assigned to the Ministry of Public Security (in current US\$)



Distribution of the Budget Assigned to the Ministry of Public Security, 2013



In the face of growing overcrowding, in 2012 almost 82 million dollars was assigned to infrastructure in penitentiary centers. The construction of 7 new prisons was planned using these resources, one through judicial order.



Sources: Law that dictates the general state budget for fiscal years 2005 until 2013. Ministry of Interior, *Informes de ejecución presupuestaria*, 2012.

# Security in the Country with the Inter-Oceanic Canal

Due to its geographic position and the traffic passing through the Panama Canal, security institutions dedicate special attention to all issues linked to maritime and aerial transport and storage. Commercial activities include the operation of the Canal, Tocumen International Airport, the

Colon Free Zone, and international port services. Together they generate large capital inflows but at the same time convert them into a focus for illegal trade and different types of trafficking, and as such represent a major security target for authorities.

## The National Security Council

The National Security Council was created in 2010 and is responsible for the national security strategy. It is the sole State body that carries out intelligence tasks. Among others, it develops the “secure transit and commerce” strategy, with the aim being to convert Panama into the region’s most secure country for citizens and investors.

The Council’s main authority is its Secretary, which is linked directly with the President of the Republic. 320 officials

work within its structure, and amongst its dependents are:

- The **National Centre for the Investigation of Passengers** (located in Tocumen International Airport), with personnel specialized in the detection of cases that threaten security.
- The **National Crisis Coordination Center**, which establishes alert levels in different areas or across the entire country for civilian protection during disasters or threats to the population.



The public companies that collected the most revenue during 2012 were, in this order:

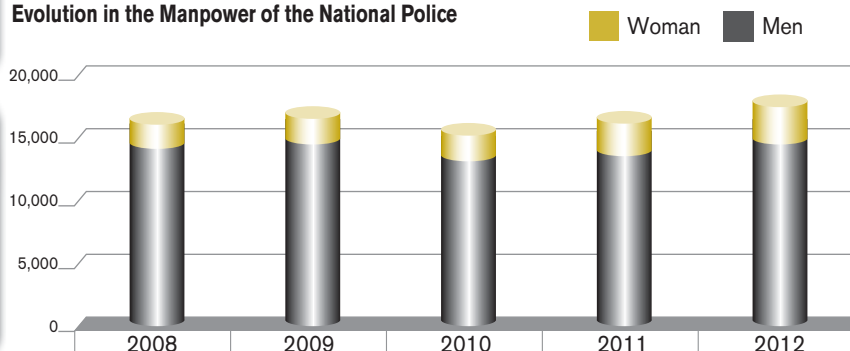
- Tocumen International Airport, S.A.
- The National Lottery.
- IDAAN (National Water and Sewage Institute).
- The Panama Maritime Authority.

### Darien Development Program (PRODAR)

The Office of the President is responsible for this program which has been developed since 1998, and which focuses on security problems in the area, especially illegal contraband. It seeks to increase the presence of the State within the province, promoting community projects in coordination with government institutions established in the region. It has a close relationship with its proximity to Colombia.

In 2011, Panama announced a process for creating a security operations center for Central America in the former Rodman US naval base, within the immediate area of the Canal. The objective of the project is to coordinate joint operations with other countries in relation to organized crime and drug trafficking.

Evolution in the Manpower of the National Police

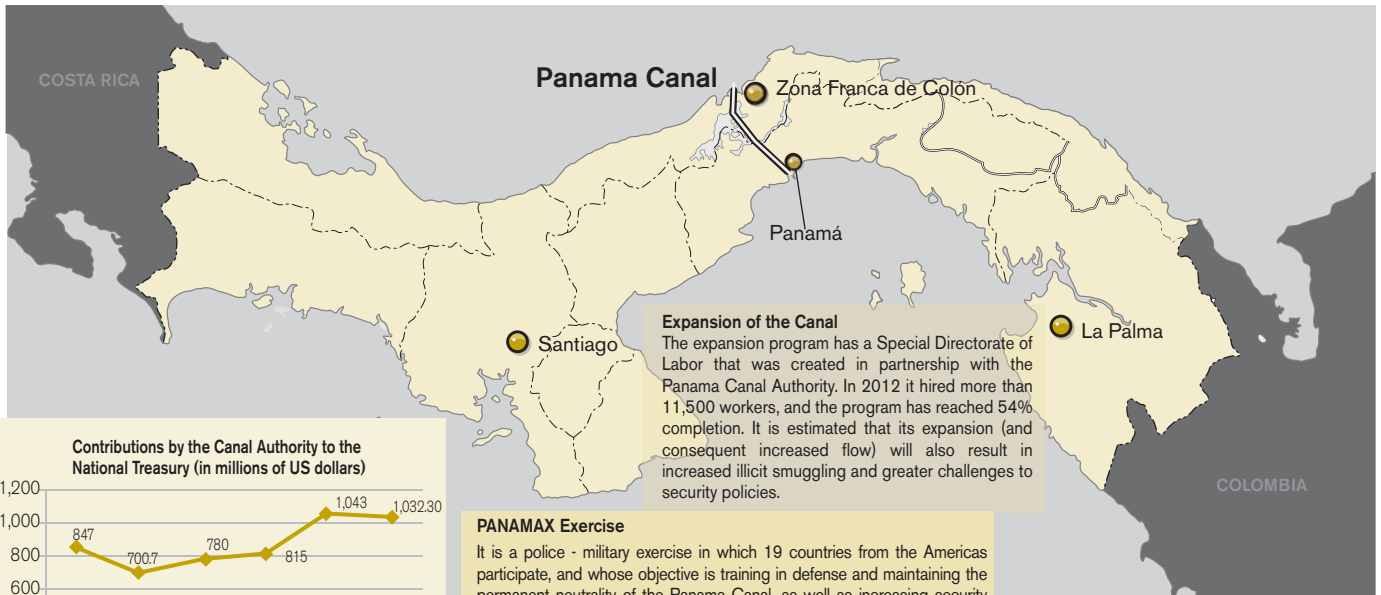


Sources: Comptroller General of the Republic, Informe de la Contralora General de la República año 2012. Website of the Darien development program. Information provided by the National Security Council and the Ministry of Public Security. Decreto Ejecutivo N° 263 que crea el Consejo de Seguridad Nacional, 03-19-2010.

# The Panama Canal

The inter-oceanic canal was inaugurated in 1914. With an exclusive 8 kilometer zone surrounding it on each side, and administered since its inauguration by the Panama Canal Company, it divided the country into two and was the historic reference during the 20th Century. It was recently in 1962, with the construction of the Bridge of the Americas, that the north and the south of the country were linked by land (to which the Cente-

nario bridge was added in 2004). Following constant incidents, in 1977 the Torrijos-Carter treaties were signed, indicating that the Canal would be placed under Panamanian authority in 1999 in its totality. The Canal passed to the administrative authority of the Panama Canal Authority, a company autonomous of the Panama State, and which has its own security as well. In 2012, it contributed 13.3% of the country's GDP.



**Expansion of the Canal**  
The expansion program has a Special Directorate of Labor that was created in partnership with the Panama Canal Authority. In 2012 it hired more than 11,500 workers, and the program has reached 54% completion. It is estimated that its expansion (and consequent increased flow) will also result in increased illicit smuggling and greater challenges to security policies.

**PANAMAX Exercise**

It is a police - military exercise in which 19 countries from the Americas participate, and whose objective is training in defense and maintaining the permanent neutrality of the Panama Canal, as well as increasing security over transport and trade. It is sponsored by the Southern Command of the United States. The exercise involves an "alpha" hypothesis, activated by the President, in which only the Panamanian security forces participate. Once they are unable to resolve the situation, a "beta" action protocol is activated which summons the help of a multinational force led by the US. Southern Command would use Panamanian airports to send Special Forces, and then those from other countries would arrive. The key is the response time. A key problem to resolve would be the bottleneck that would occur if a ship sank as a result of an attack in one of the locks.

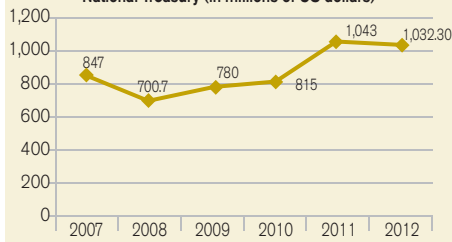
**PSA - Panama International Terminal**

It is a port terminal that was built by a company of the Government of Singapore on the Pacific side, near the former Rodman Naval Base. It is the second port terminal for handling and packing storage containers. It began operations in late 2010. The contract signed in 2007 establishes a renewable 20 year concession, with the commitment of the company to invest at least US\$70 million in the first five years.

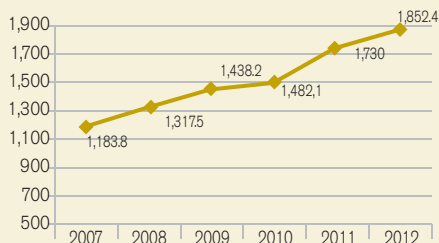
In July 2013, Panamanian authorities seized a North Korean flagged vessel that had departed from Cuba on its way to cross the Canal to reach North Korea via the Pacific. The ship was carrying hidden old bellicose material and had been boarded for inspection in the Colon zone. Personnel from the National Aero-Naval Service and the Anti-Drugs Prosecutor's Office of the Office of the Public Prosecutor participated in the operation.

The **Panama Savings Fund (PAF)** was established through Law No 38 of 2012 (amending the 2008 law on Social Tax Responsibility). It is largely made up by contributions from the Panama Canal Authority to the National Treasury, in addition to other smaller revenues. It establishes a mechanism for long-term State savings and a stabilization mechanism in the case of states of emergency or economic slowdown. Its resources may only be used during a state of emergency declared by the Cabinet's Council.

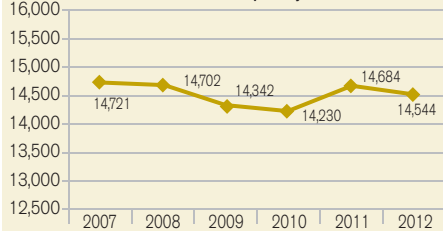
**Contributions by the Canal Authority to the National Treasury (in millions of US dollars)**



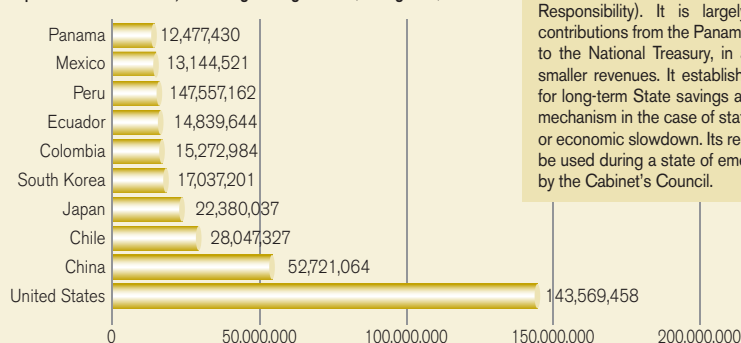
**Toll Revenues (in millions of US dollars)**



**Annual Movements (quantity of transit)**



**Principal Users of the Canal, according to cargo flows (in long tons) - 2012**



Sources: Comptroller General of the Republic, *Informe de la Contralora General de la República año 2012*. President of the Republic of Panama, *Informe de la Nación* (July 2013). Panama Canal Authority, *Informe Anual 2007, 2008, 2009, 2010, 2011, 2012* and information provided by the Office of Market Research and Analysis



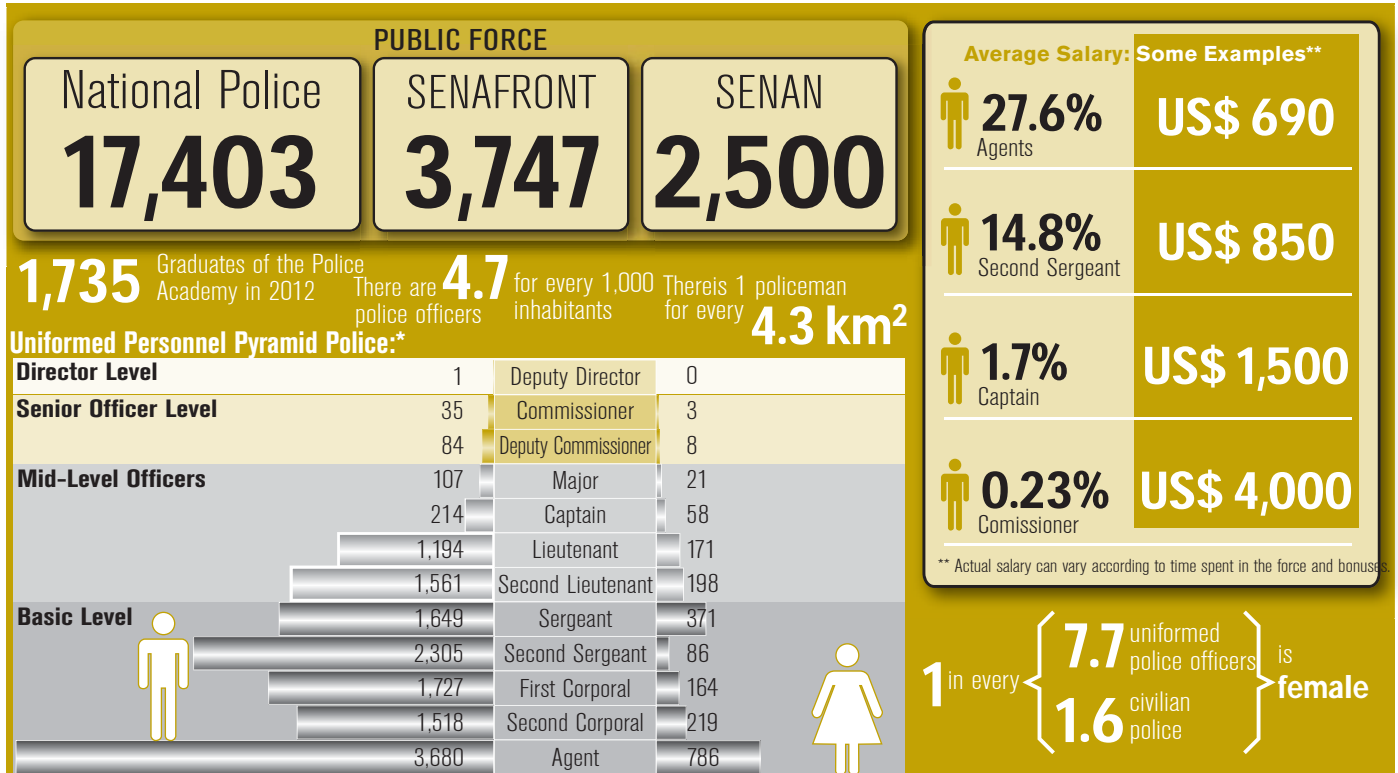
# The Public Force

The Public Force of Panama is divided into 3 principal police institutions: the National Police, the **National Border Service** (SENAFRONT) and the **National Aero-Naval Service** (SENAN). The National Police is the principal body charged with tasks of internal order and the protection of the lives, property and rights of those under the State's jurisdiction. Law 69 of December 27th 2007 created the Directorate of Judicial Investigation within its

structure, which acts as a judicial investigation police and is an auxiliary body to the Judiciary and the Office of the Public Prosecutor, assisting in criminal investigations and apprehensions.

SENAN is charged with safeguarding the country's airspace and provide policing duties on the islands and coasts, while SENAFRONT is in charge of border protection.

The Public Force is located within the Ministry of Public Security.



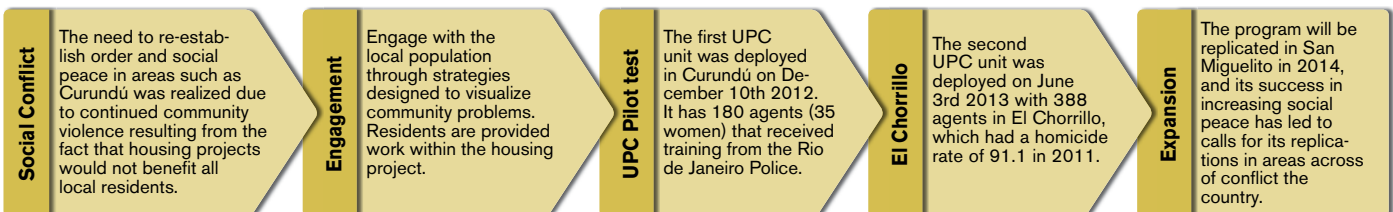
\* Cadets are not included (167).

## Community Policing and Prevention

In the *corregimiento* (district) of Curundú, in Panama City, there was a unique experience. Anti-riot police were deployed in areas with a large gang presence, where they functioned as a barrier between the gangs and the population. In September 2011 a private Brazilian firm (Odebretch, which was going to develop a residential complex in the neighborhood), contacted the Ministry of Public Security for security reasons in order to complete the project, and offered within its corporate responsibility program facilities to install a community police unit to replace the anti-riot unit. An initial police operation conducted an enforcement action. A so-called community policing unit was then installed, for which they received police training from the Rio de Janeiro police. They have different uniforms and work on a distinct plan, seeking to gain the confidence of the local community by forming a direct and permanent relationship with them and working alongside the community

## Inter-Institutional Network of Intervention for Prevention

Coordinated by the Ministry of Public Security, it is formed by 22 institutions: Ministry of Health, Institute of Sports, Ministry of Development, Ministry of Housing, Training Institute for Micro and Medium Enterprise, Ministry of Education, amongst others. Each institute participates with a representative that has sufficient authority to make decisions in order to respond to the requests of community residents, such as, for example, the need for greater street lighting, housing problems etc, through use of its own funds.



Sources: Information provided by the National Police, the National Border Service, the National Aero-Naval Service and the Ministry of Public Security. Website of the National Police. Salaries: Comptroller General of the Republic, institutional spreadsheets.

# The National Police

The National Police of Panama is under the jurisdiction of the Ministry of Public Security and its main function is to "safeguard the life, honor, property and other rights and freedoms of those who are un-

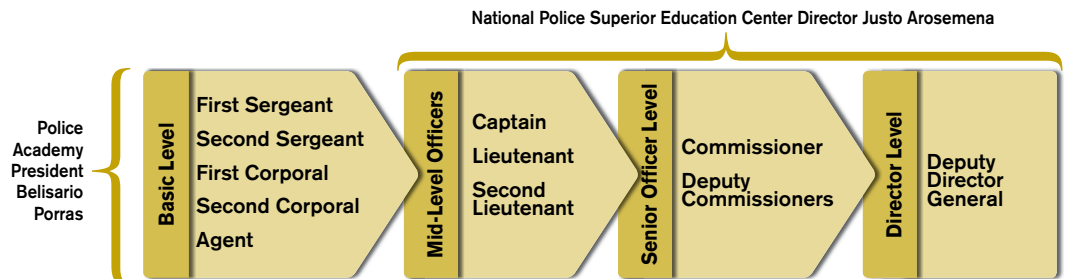
der the jurisdiction of the State: to preserve public order, maintain the peace and security of inhabitants as well as perform all the duties and functions that are assigned to it by the President of the Republic".

## Valid Legal Framework of the National Police

Organic Law N° 18, 06/03/1997 and reforms (Law N° 74 , 11/01/2010)	Executive Decree N° 204 that dictates the Disciplinary Regime, 09/03/1997	Executive Decree N° 172 that further elaborates Caps. VI, VII and VIII of Law N° 18, 07/29/1999	Executive Decree N° 246, Uniform Code of Ethics for Public Servants, 12/15/2004	Law N° 69 that creates the Directorate of Judicial Investigation, 12/27/2007
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## Training Centers

Police training is developed through two means: the **Police Academy** for admission to the institution, and the **Superior Education Center**, that offers training and refresher courses for officers throughout their careers.



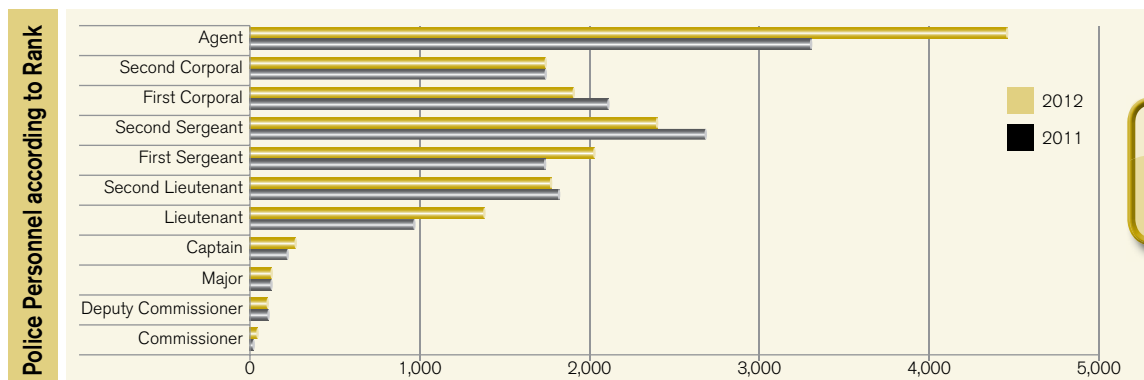
## Police Discipline and Control

**Inclusive External Control:** **Human Rights Ombudsman.** This institution was created by the Panamanian Parliament and has functional, financial and administrative autonomy. Its main objective is "to protect people from the possible abuses committed by the public administration". Makes recommendations.

**Internal Control:** The **General Inspectorate** directs the institution's internal control. The **Local Disciplinary Boards** review those offenses considered minor, as well as secondary or serious grade offenses, while the **Superior Disciplinary Board** reviews all those considered to be of a very serious nature. A Directorate of Professional Responsibility is responsible for investigating violations of police procedures and corruption.

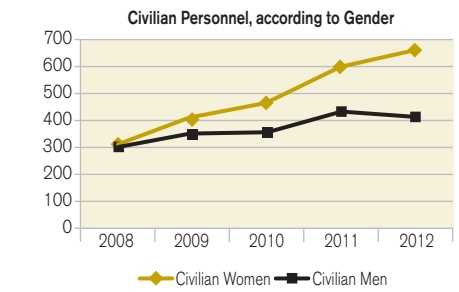
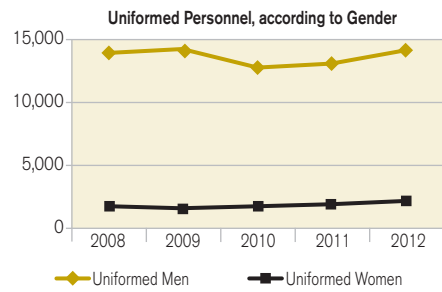
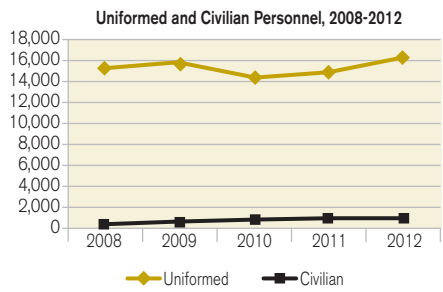
Between November 2011 and October 2012 the Human Rights Ombudsman oversaw 39 complaints against members of the National Police - 3.74% of the total amount of complaints received by the institution. Recommendations submitted to the Ministry of Public Security include:

- Removal of the use of lethal weapons or other similar instruments as part of the deterrence or control of demonstrations or protests.
- Ensure full compliance with due legal process and the right to legal counsel from the moment the person is apprehended.



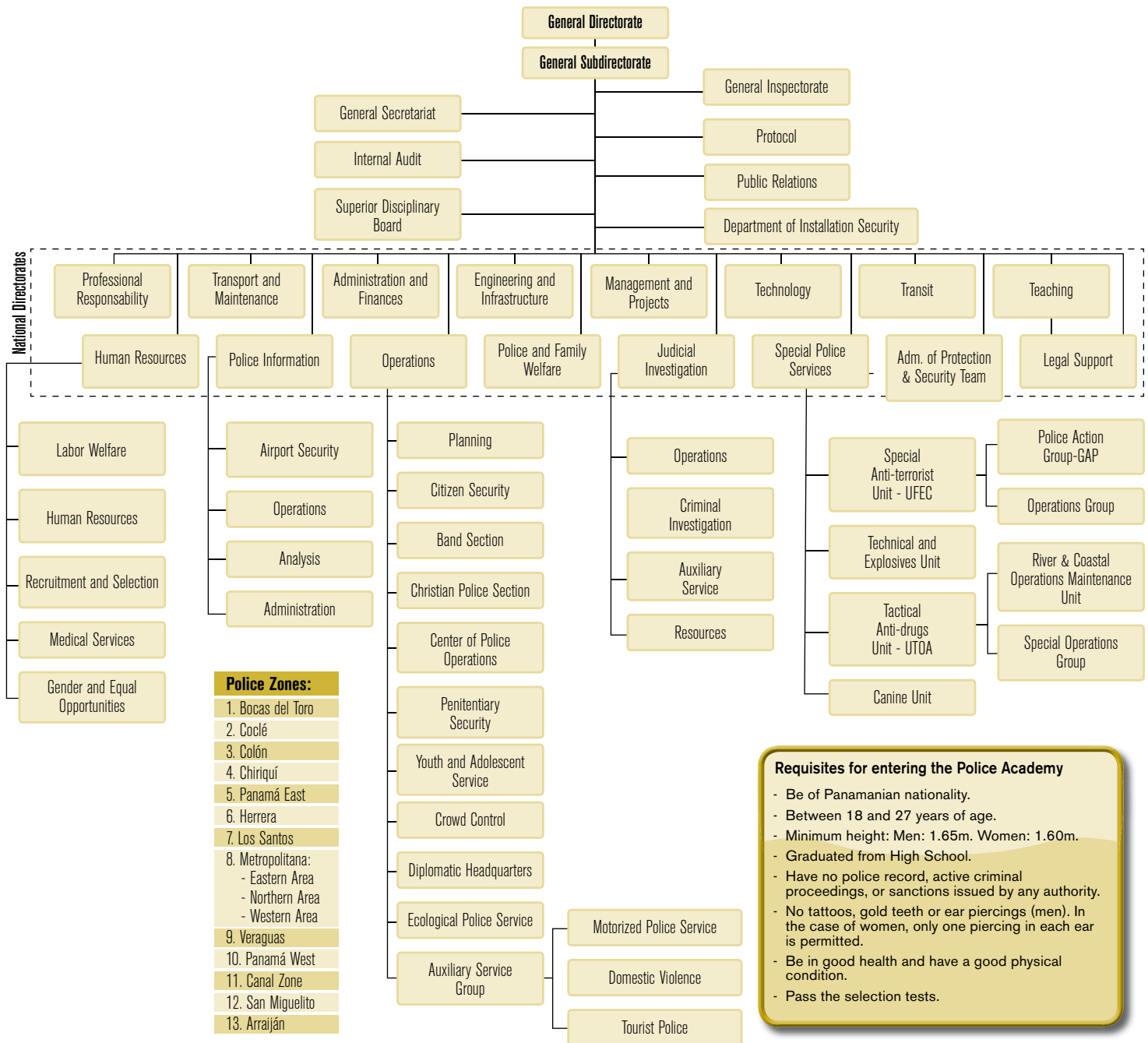
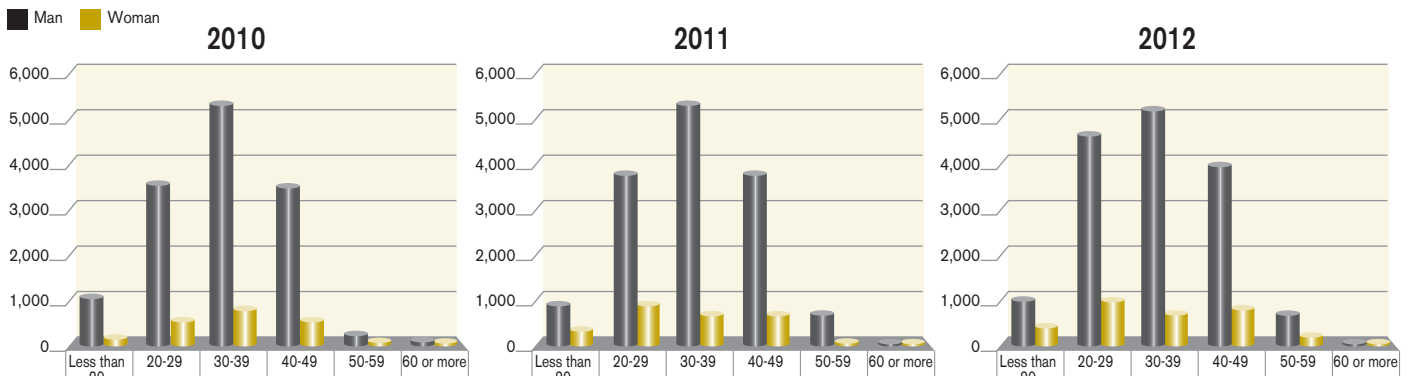
The Panama Municipality is the only one to have a municipal police body.

## National Police Personnel





Police Personnel, according to age



Sources: Legislation mentioned and documents found on the 'transparency page' of the National Police. Human Rights Ombudsman, Informe Anual 2011-2012.

# The National Aero-Naval Service

The National Aero-Naval Service – SENAN - carries out maritime, aerial, port and airport police functions. It is therefore a police institution, part of the Public Force, and of permanent civil character.

It was created in 2008 with the unification of the National Air and National Maritime Services. It has its own professional career and disciplinary regime.

It has different units:

- The aerial group.
- The naval group.
- The marine infantry
- The aero-naval police (for islands and airports).

**Personnel:** 2,300 (personnel under oath) career staff and 200 administrative officials.

**Coordination with other bodies**

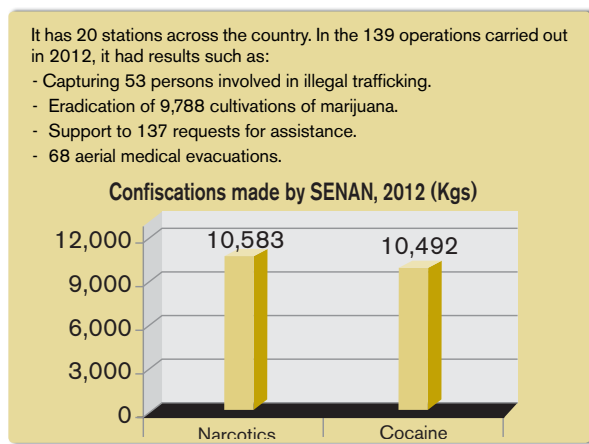
It is linked with SENAFRONT (National Border Service) to assist in transportation to borders or offshore islands, and sometimes also through joint operations.

A tactical anti-drug operations unit works with the National Police's anti-drug unit. The investigations area coordinates with the Directorate of Judicial Investigation Police for operations, raids and arrests. Similarly, SENAN members can be transferred to another police service according to service needs or at the request of the interested party.

According to the authorities, SENAN has had difficulties in logistics, equipment and even staff welfare, a situation which it has tried to reverse situation in recent years.

The United States has provided, and continues to provide both training and equipment.

In 2012, five coastal patrol boats, 4 class 200 patrols and 2 helicopters were acquired.



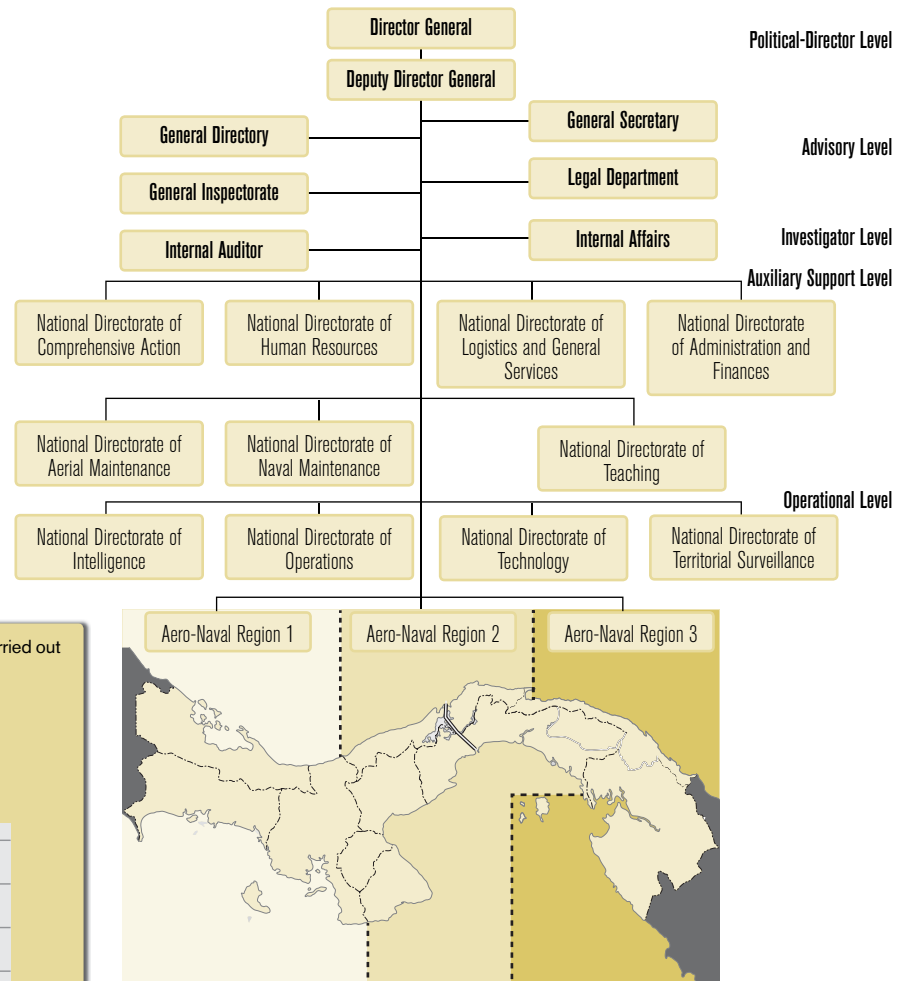
**Aero-Naval Service Career**

Staff are divided between personnel **under oath** and those **not under oath**. Those under oath perform the **National Aero-Naval Service Career**, while those not under oath carry out purely administrative and technical functions (non-uniformed, no weapons or institutional badges).

Personnel under oath are divided into different scales:

- Basic Level: Agent, Second Corporal, First Corporal
- Deputy Officer Level: Second Sergeant, First Sergeant.
- Mid-level Officer Level: Second Lieutenant, Lieutenant, Captain.
- Senior Officer Level: Major, Deputy Commissioner, Commissioner.
- Director Level: Deputy Director General, Director General.

Education, training and specialization are carried out through the academic centers of the National Police. In the case of officers, most of them receive training abroad, especially through cooperation programs with the United States (a country which in turn is promoting, in recent years, broad training relations between the Panamanian Aero-Naval Service and Colombia).



**Sources:** President of the Republic of Panama, *Informe de la Nación* (July 2013). Information provided by the National Aero-Naval Service. *Decreto Ejecutivo que crea el Servicio Nacional Aeronaval, N° 7, 08/22/2008*. US Bureau of International Narcotics and Law Enforcement Affairs, *2013 International Narcotics Control Strategy Report (INCSR), Panama Country Report*, March 2013.

# National Border Service (SENAFRONT)

The National Border Service is a police force specialised in the border area. It is part of the Public Force, and therefore a dependant of the Ministry of Public Security.

It was created in 2008 through Decree Law No. 8

as a permanent institution of civil character, with a professional career and a special disciplinary regime. Until then, this body was part of the National Police. SENAFRONT is currently under the Ministry of Public Security.

**Personnel: 3,747 members**  
Within the Ministry of Public Security

The principal deployment is on the border with Colombia, where 70 permanent positions are located. In 2012, the number of staff operating these positions decreased by 40% in order to form mobile units in the area. Personnel were specially trained for these tasks, with an emphasis on jungle survival; specialized equipment has also been invested in.

In 2012, SENAFRONT:

- Confiscated 5,285,000 packages of cocaine, 5,000 coca seedlings, 163 packages of marijuana and 3,076 marijuana plants.
- Destroyed three camps of irregular foreign armed forces.
- Seized US\$51,383 and 42 firearms.

As in the case of the Aero-Naval Service (the decrees creating them were in fact published the same day), SENAFRONT is comprised of personnel that are, and are not, under oath. Those under oath are members of the National Border Service Career and those that are not fulfil administrative and technical roles.

Training of personnel under oath is carried out in its own Academy, where cadets pass through a 6 month basic course (up until 2012, this was carried out in the Police Academy). This is followed by 2 months of specialization and from there they are placed on a 2 year trial period.

### Quantity of graduates entering the institution 2003-2013

	Men	Women
From national schools	2,097	114
From foreign schools	29	43

Among other operations, they provide assistance to illegal immigrants. Between 2009 and 2010, according to service records, illegal migrants receiving attention predominantly arrived from Brazil, where they arrived primarily from African and Asian countries. This trend then began to change.

In 2012, 3,430 Cuban nationals and citizens of other nationalities were found by SENAFRONT in border areas. In these cases, resources are allocated to support these people for a few days: food, clothing, etc. In 2012, spending for this category totalled US\$160,000.

**59% of SENAFRONT personnel, 70 fixed posts** and a number of **mobile units** operate in the Darién border province.

### Personnel under oath

Men		Women
1	Director	0
1	Deputy Director	0
11	Commissioner	0
24	Deputy Commissioner	0
23	Major	0
39	Captain	4
138	Lieutenant	7
160	Second Lieutenant	7
248	First Sergeant	8
719	Second Sergeant	7
343	First Corporal	5
245	Second Corporal	12
1,506	Agent	117

Other personnel: cadets (17), civilian personnel (103, 62 men and 41 women) and 2 security agents.

### Panama/Colombia Bi-national Border Commission - COMBIFRON

3 meetings are held per year between officials from Panama and Colombia to coordinate border security strategies. Security forces from each country (SENAN and SENAFRONT from Panama) also hold simultaneous (although not joint) operations in the same zone from each side of the border. The aim is to recover territory, capture criminals and confiscate and destroy drugs and contraband.

### The Darien Zone

According to the Panamanian authorities, the Revolutionary Armed Forces of Colombia - FARC- used 26% of the Panamanian territory as a stage for drugs and weapons trafficking. The Darien zone is that which borders Colombia and - furthermore - due to its jungle and population characteristics, it is one of the areas to which the Panamanian government has placed special attention in recent years.

The lack of infrastructure in the region makes SENAFRONT's participation essential in order to carry out patrols and inter-institutional actions with officials from other areas such as health, education, and also for coordinating the specific program that the Office of the President directs in the area. There is a very high dispersion of the population, as well as being home to indigenous groups.

SENAFRONT performs humanitarian actions together with organizations like the Red Cross and the Ministry of Health. It also conducts activities such as sports, food distribution, and vaccination campaigns, etc. All of these activities are carried out within the budget allocated to the institution.

**Sources:** President of the Republic of Panama. *Informe de la Nación* (July 2013). Website of the National Border Service. *Decreto Ley que crea el Servicio Nacional de Fronteras*, N° 8, 08/22/2008.

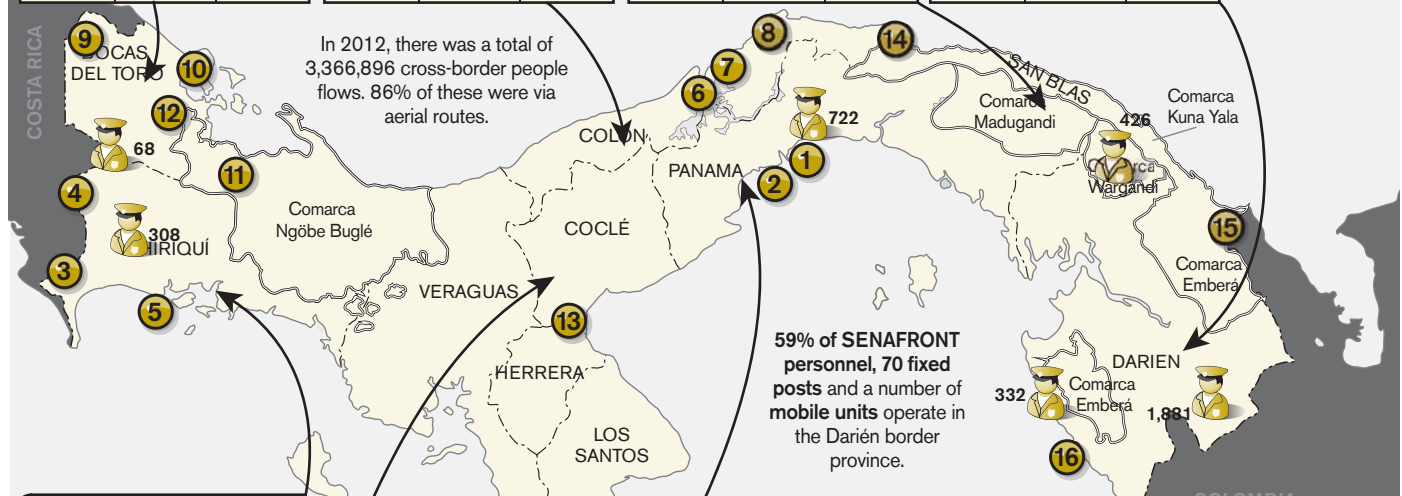
# Border Movements and Immigration Control

The National Migration Service, located within the Ministry of Interior, was created through DL 3 – 02/22/2008 and is responsible for migration control in Panama. Its functions include regulating

the migratory movements of foreigners and nationals, executing migration policy, and maintaining registers. The National Border Service, for its part, is deployed at the border posts.

## Border Movements and Immigration Control

Bocas del Toro:			Colón:			Comarca Kuna Yala:			Darién:		
	Arrivals	Departures		Arrivals	Departures		Arrivals	Departures		Arrivals	Departures
2013*	48,362	47,553	2013*	9,868	8,016	2013*	4,184	2,986	2013*	539	481
2011	65,706	59,987	2011	10,933	10,831	2011	4,496	3,780	2011	859	404
2009	30,045	23,963	2009	7,426	6,424	2009	2,988	1,919	2009	1,386	1,285



Chiriquí:		
	Arrivals	Departures
2013*	136,452	134,038
2011	220,601	224,517
2009	160,544	147,881

Coclé:		
	Arrivals	Departures
2013*	16	23
2011	110	117
2009	0	0

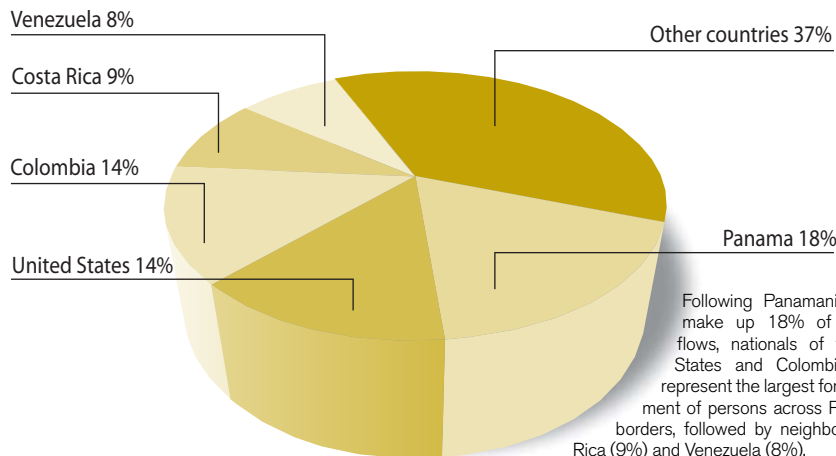
Panamá:		
	Arrivals	Departures
2013*	1,256,625	1,046,071
2011	1,693,136	1,578,281
2011	1,352,066	1,282,185

Airports	Ports	Land Crossing
1 Tocumen	6 Cristóbal	(Note: principal border posts only. There are 35 in total)
2 Albrook	7 Club de Yates	3 Canoas
5 Enrique Malek	8 Portobelo	4 Rio Sereno
10 Bocas Del Toro	11 Chiriqui Grande	9 Guabito
16 Jaque	12 Almirante	
	13 Aguadulce	
	14 El Porvenir	
	15 Obaldía	

Number of personnel from SENAFRONT deployed

\*January - June 2013

## Persons leaving and entering the country according to country of origin (2011)



## “Crisol de Razas”: Regularizing the status of foreigners

This program provides foreigners who have irregular migratory status with a 2 year temporary residency in which to regularize their status. In total, 30,513 foreigners have had their statuses normalized, with the regularization of 7,088 foreigners in the most recent extraordinary process. This includes persons from 55 different nationalities, with Venezuelans, Colombians, Nicaraguans, and Dominicans forming the majority. 3,627 received a 2 year permit, whilst 3,461 received a 10 year extension, and thus provisional residency.

Sources: National Migration Service, Ministry of Public Security. Information provided by the National Directorate of Human Resources, National Border Service. Directorate of Migration, *Revista Semanal del Servicio de Migración, Volumen 2, Diciembre 2012.*

# The Penitentiary System

The **General Directorate of the Penitentiary System** is responsible for management and security within penal centres. It manages 23 prisons.

In recent years there has been an increase in personnel, particularly specialists in resocialization and avoiding idle activity (which is seen as one of the causes of rioting). In relation to this they work with other institutions such as INADI (National Institute against Discrimination), the Ministry of Education and various churches, among others.

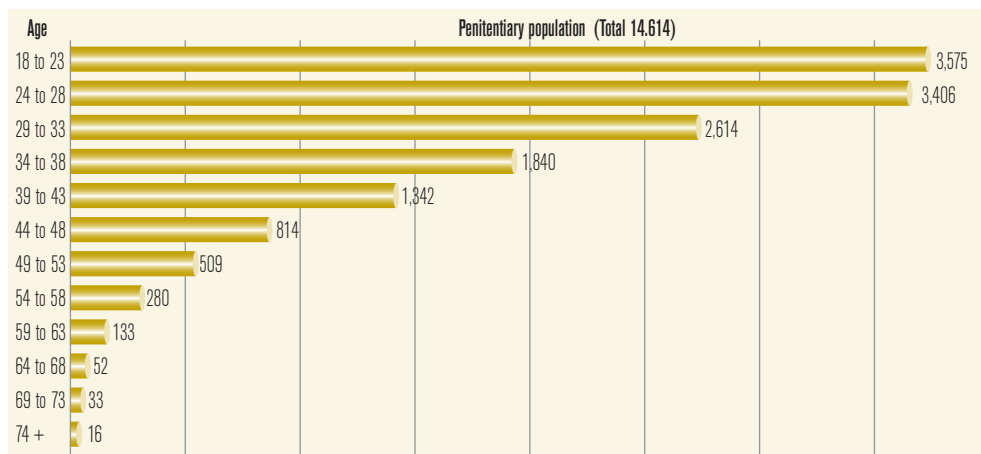
**Dependent of the Ministry of Interior  
Personnel: 1,192**

## Penitentiary Surveillance and Rehabilitation Agents (AVIR)

They receive their training in the **Penitentiary Training Academy**, from which **480 penitentiary agents** have graduated in the past two years (February 2011 to December 2012).  
The course lasts 3 months.

## Administrative and Operation Personnel within the Penitentiary System (2012)

Administrative: 176  
Civilian custody and AVIR: 903  
Transit personnel: 14  
Technical Evaluation Board personnel: 99

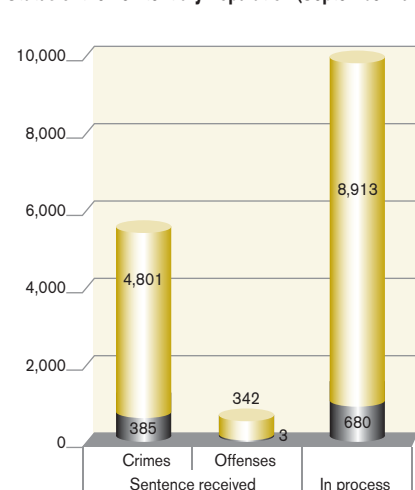


## Crimes committed by prisoners, December 2012, by age (%)

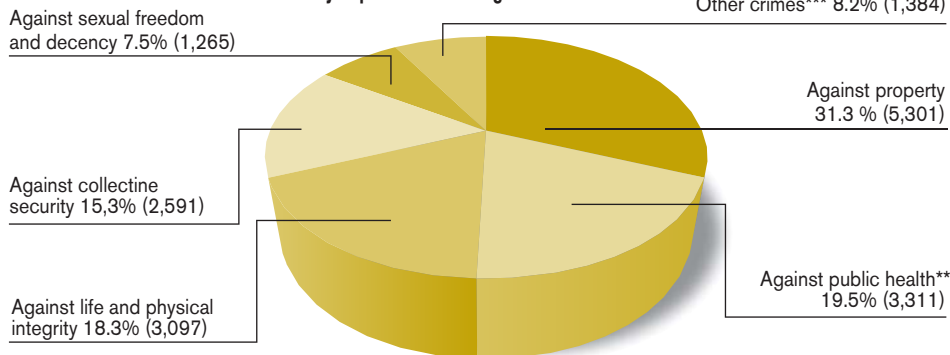
Crime	18 to 23	24 to 28	29 to 33	34 to 38	39 to 43	44 to 48	49 to 53	54 to 58	59 to 63	64 to 68	69 to 73	Over 74
Against property	32.8%	25.6%	17.2%	10.4%	6.6%	3.7%	2.1%	1.2%	0.4%	0.1%	0.0%	0.1%
Against public health	11.5%	19.7%	19.2%	16.8%	13.7%	7.3%	5.6%	3.6%	1.5%	0.6%	0.5%	0.1%
Against life and physical integrity	23.1%	25.5%	21.5%	13.1%	7.1%	4.4%	2.2%	1.4%	1.0%	0.5%	0.2%	0.1%
Against collective security	21.1%	22.1%	19.3%	14.6%	9.4%	6.4%	3.3%	2.3%	1.2%	0.2%	0.1%	0.1%
Against sexual freedom and decency	15.1%	19.4%	16.3%	12.6%	12.8%	8.0%	6.7%	3.9%	2.8%	1.7%	0.6%	0.3%
Other crimes*	13.8%	19.0%	18.0%	13.8%	14.0%	9.2%	6.5%	2.5%	1.4%	0.9%	0.4%	0.3%

\* Other crimes: administrative offenses, against the public trust, possession and trade of prohibited weapons, against the legal order, against freedom, against the administration of justice, against the national economy, against copyright and related rights, against public administration, against the legal status of the State, electoral crimes, against honor, against planning regulations; against the identity and trafficking of minors.

## Status of the Penitentiary Population (September 2013)



## Penitentiary Population according to Crime Committed\*



\* The resulting total is greater than the total population because there are prisoners who have committed 2 or more offenses.

\*\* Includes the illegal sale of drugs and substances harmful to the health, among others.

\*\*\* Other crimes: administrative offenses, against the public trust, possession and trade of prohibited weapons, against the legal order, against freedom, against the administration of justice, against the national economy, against copyright and related rights, against public administration, against the legal status of the State, electoral crimes, against honor, against planning regulations; against the identity and trafficking of minors.

Sources: General Directorate of the Penitentiary System, *Informe Estadístico del cuarto trimestre del año 2012*, *Población penitenciaria en la república por sexo, situación jurídica y autoridad competente*, septiembre 2013.

# Institutional Protection Service

Public Force. Depends on the Office of the President Personnel: 174

The Institutional Protection Service was created in 2006 as a dependent of the Public Force, and under the Office of the President. Its primary mission is to ensure the preservation of the legitimately constituted constitutional order, safeguard the life and honor of the President of the Republic, the former Presidents of the Republic and the former vice-presidents responsible for

the Presidency of the Republic, as well as contribute to the maintenance of internal public order, peace and security.

In terms of training it has an **Academy of Comprehensive Education and Training**. It maintains constant cooperation with the rest of the Public Force, especially in events and exercises involving figures from other countries, such as PANAMAX exercises.

## Private Security

The current legal framework regulating private security companies is provided by Executive Orders 21 and 22, 1992.

Law No 56 of 2011, which established new regulations in the area, in September 2013 had still not entered into force (the last suspension, for six additional months, was through Law No 52, September 6th, 2013).

### Institutional Directorate of Public Security Affairs

It was created in 1992 within the Ministry of Interior, and since 2010, it is within the Ministry of Public Security. It has the mission to monitor, record, regulate and inspect the activity of companies engaged in surveillance and private protection, as well as those engaged in the importation and commercialization of firearms, ammunition, non-lethal security and defense products, explosive material, fireworks and related materials.

### Main points of the proposed legal framework:

- Companies will have, as their sole purpose, the provision of private security services, and must be established as Panamanian public company.
- They will collaborate with the Public Force and other State public security institutions if and when required.
- Administrators, directors, dignatories and those employed by the firms will be authorized by the DIASP, and must be Panamanian nationals and residents in Panama, with the exception of shareholders and financial beneficiaries.
- Private security services may have the following forms:
  - Fixed Surveillance.
  - Mobile Surveillance
  - Transport of values
- Private detectives cannot provide other surveillance or security functions or exercise the functions attributed to staff.

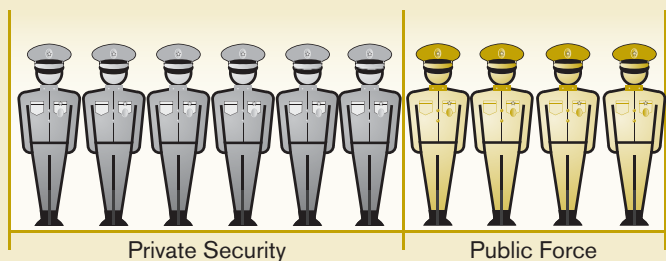
146 private security firms employ

30,000 agents

### Requisites to be private security agents:

- Possess Panamanian nationality
- Between 18 and 50 years of age.
- Possess the physical and mental fitness necessary for their functions, as certified by a qualified physician.
- Have no criminal record.
- Possess primary educational qualifications.
- Not have been expelled from any State facility, agency or institution for committing any criminal offense or grave administrative misconduct.
- The position of private security agent is incompatible with being an active member of the Public Force.

If we add together Public Force personnel and private security personnel - what we could call the entire personnel devoted to security tasks, be it of national or public character - the resulting figure would be:



\*Comparison using 2012 figures. It takes into account the number of private guards registered in the formal system supervised by the State. It does not include informal guards.

Source: Ministry of Public Security, Institutional Directorate of Public Security (DIASP). *Decreto Ejecutivo por el cual se regula el funcionamiento de las agencias de seguridad privada* (N° 21, 1992) and *Decreto Ejecutivo por el cual se regulan las condiciones de aptitud, derechos y funciones de los Vigilantes Jurados de seguridad* (N° 22, 1992). *Ley que regula los servicios privados de seguridad y dicta otras disposiciones* (N° 56, 30-05-2011).