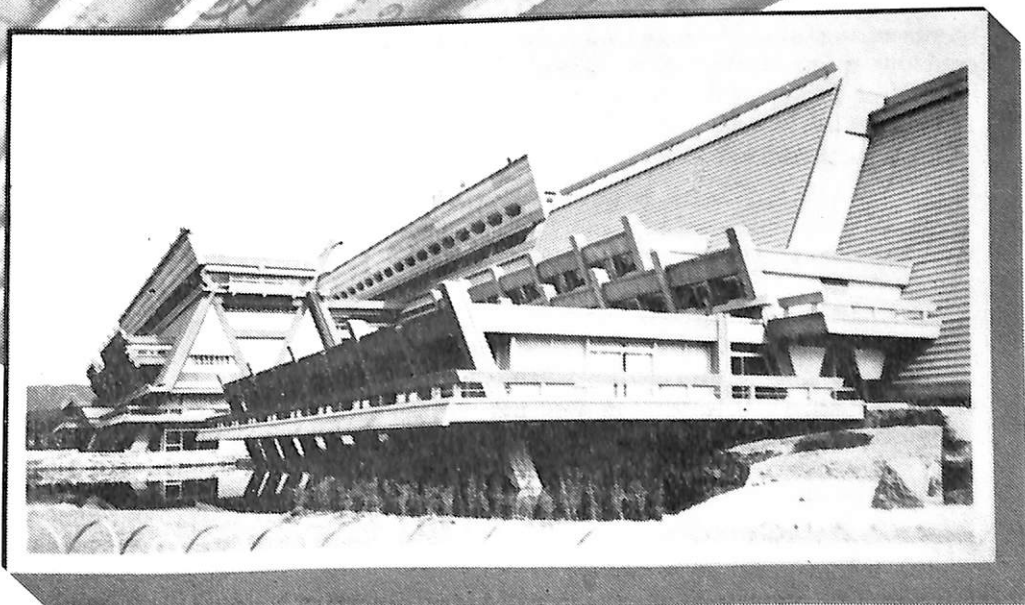
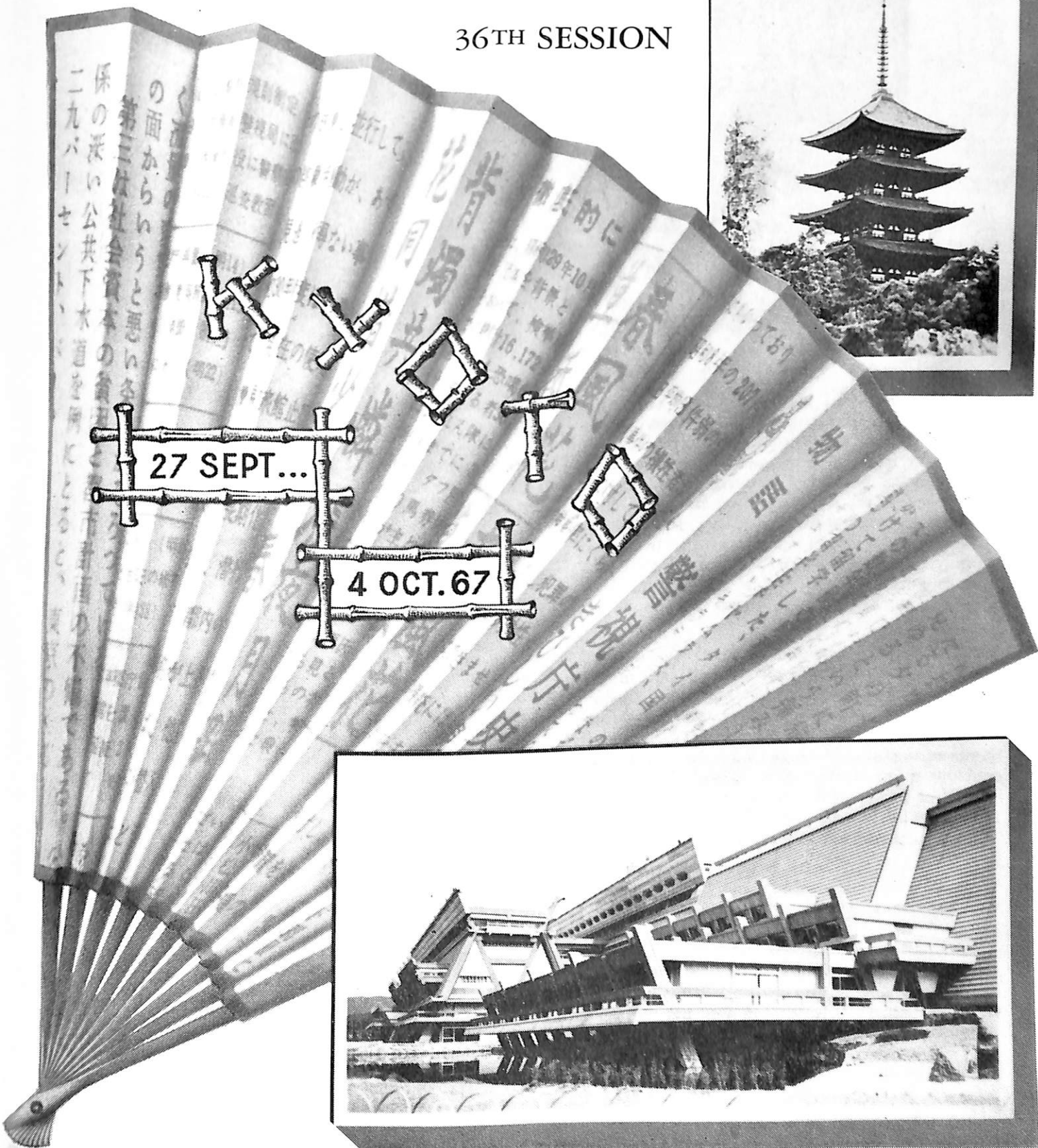


GENERAL ASSEMBLY

I.C.P.O.-INTERPOL

36TH SESSION



Formal Opening Ceremony



The XXXVIth General Assembly session of the I.C.P.O.-Interpol opened in Kyoto, Japan, on 27th September 1967. Delegates took their places at 9 : 30 A.M. to hear an opening address by H. E. SENSUKE FUFIEDA, Minister of State for Police and Chairman of the Japanese Government's National Public Safety Commission.

It is my great honour and privilege to be able to welcome you on behalf of the Government of Japan at the opening of the XXXVIth General Assembly of the International Criminal Police Organization.

Japan joined this Organization in 1952 and the convening of the General Assembly in Japan has now materialized thanks to the kindness of the member countries. We are indeed very glad to have this opportunity of making our country and police better known to you and we are firm in our determination to make full use of this occasion to extend our research and efforts to rid our society of crime.

Achieving a "Society Without Crime" is the fervent wish of all mankind, and it is the noble mission of the police . . . to exert every effort to achieve this goal. But in this era of fast economic development and social progress, crimes have become more cunning and complex. Therefore the police must find better countermeasures to cope with crime.

In this sense, I would like to express my deep respect to the International Criminal Police Organization for their worthy work in holding symposiums and various committee meetings of experts for close study of the problems and in showing a sincere desire to establish a system designed to co-ordinate pertinent information on a worldwide basis. The International Criminal Police Organization has always acted as the forerunner of the age and given both good and steady results.

I can see from the agenda of the General Assembly that various important problems such as narcotic drugs, international currency counterfeiting and extradition are to be discussed. Each one of these problems is important and requires early solution in every country. I firmly believe that your wisdom and efforts during these discussions will contribute greatly to the happiness of all mankind. Japan is looking forward to the results . . .

The site of this Assembly, Kyoto, is an ancient capital of Japan which has kept its traditions and culture. Every Japanese has a warm spot in his heart for Kyoto because it exemplifies the tranquil landscape and refinement of spirit which we pursue. We would be more than happy if you could take part in lively and meaningful discussions and also feel for yourself the beauty of Kyoto during this General Assembly.

Lastly, I would like to express my deep gratitude to President Franssen and all those concerned for their assiduous efforts on behalf of the Conference.

Mr MINORU ISHIOKA, Personal Private Secretary to H. E. EISAKU SATO, Prime Minister of Japan, read the following message:

It is a great pleasure for me to have this opportunity of welcoming all of you who have come to Japan from the four corners of the world. I would like first to express my deep respect to you and your colleagues who deal with crimes night and day under difficult conditions. Since its creation, the I.C.P.O. has stayed clear of political, military, religious and racial problems to focus its activities on combating crimes which directly threaten human peace and happiness. I am deeply touched by the foresight and wisdom of the men who have worked to bring about the present prosperity of I.C.P.O. by successfully linking the world's criminal police forces. I cannot help but pray for ever increasing future activities for this Organization — activities based on its excellent tradition.

Today, because of social progress and the marked development in transportation facilities, the wave of international crime has been on a sharp rise. Therefore, it is quite opportune for the I.C.P.O. to hold its General Assembly in Asia for the first time. I firmly believe that this General Assembly will bring many welcome results such as deepening the interest of the people of the region in international crimes and impressing them with the development and progress of the Organization.

Ladies and Gentlemen, it is indeed a long way from your country to Japan. In our country, the old co-exists happily with the modern. I would therefore be more than pleased if you would make use of this opportunity to observe a happy blending of old and modern and take back with you fond memories of our country.

Mr F. FRANSSEN, President of the I.C.P.O.-Interpol, thanked the speakers and then addressed the Assembly:

Thank you, Mr Minister, for your kind and encouraging words and for your interest in the work of our Organization. I should also like to thank the Japanese Government for their kind invitation to hold the 36th session

of our General Assembly in this beautiful country. Your choice for our meeting-place is in itself significant — the magnificent city of Kyoto, one of the great centers of Japanese civilization — and we fully appreciate this gesture. The careful arrangements made for our meeting and all the courtesy shown in welcoming us to Japan are fully in keeping with your country's famous traditions.

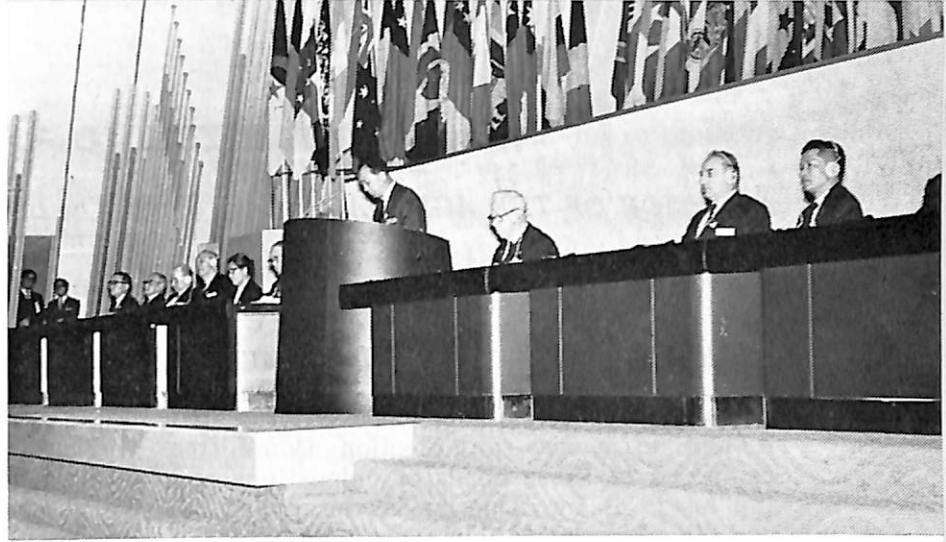
1967 will be remembered in the history of our Organization for two important events. First of all, our new headquarters building at St. Cloud was officially inaugurated on 25th May of this year. The ceremony was presided over by the French Minister of Home Affairs and his presence, along with numerous Ambassadors and highranking officials from several dozen countries, bore witness to the fame and stability of our Organization. The building itself, planned not only for present needs but also for future development, meets the Organization's present requirements and shows the I.C.P.O.'s confidence in its own future and destiny.

After having held Assembly sessions in Europe and in both North and South America, we are meeting in Asia for the first time to-day. This is the second outstanding event of the year, for it demonstrates the universal nature of our Organization and its worldwide prestige. The fact that delegates have come from sixty-six countries to meet here, under the crossed standards of the Japanese and Interpol flags, is a tribute both to Japan for extending its traditional hospitality to all our affiliated countries with no limitations whatever and to Interpol because so many countries are eager to take part in our deliberations.

During the inauguration ceremony I have already mentioned which took place in St. Cloud on 25th May, I said that Interpol must not cease to progress, that it must keep abreast of developments in police techniques and criminology and that it must make a point of looking ahead and aiming high. I repeat those words to-day because I am certain that this policy is the keynote of success not only for the Organization itself but also for the whole future of police co-operation as promoted by the I.C.P.O. over the past forty-four years.

Crime is unfortunately on the increase — if for no other reason, because of the rise in world population — and it is essential that all police forces improve their equipment and

H. E. Sensuke Fujieda, Home Secretary of Japan, at the rostrum.



acquire modern techniques if they are to combat criminals on equal terms. Our visit to your country will be invaluable from this point of view, Mr Minister, for everyone is aware of the high level of technical development attained by the Japanese police.

Modern techniques must also be used in the service of international police co-operation, which becomes more obviously necessary everyday.

Co-operation between members of the Organization must be rapid, whole-hearted and effective. Speed is a vital factor in the transmission of information: when a reply arrives too late it becomes valueless and harms our reputation in the eyes of the administrative and judicial authorities who call on us because they feel they can trust the Organization and the police as a whole to work efficiently.

In this connection, we hope that our Kyoto General Assembly session will mark the beginning of a rapid extension of the INTERPOL radio network in Asia beyond the existing stations in Japan and the Philippines. Only a highly efficient telecommunications system will enable us to overtake criminals in flight from justice.

It is also clear that the international interdependency I mentioned has attained very large proportions and affects all countries whose frontiers have been opened to international life. One result of this is that police co-operation can no longer depend on improvisation or on personal initiatives. If it is to grow and develop, co-operation must be carefully planned and conducted in accordance with a standard set of rules so that it can extend all over the world.

But modern police work is no longer only a matter of techniques; in our day, police officers can no longer work by routine. The present trend towards the individualization and humanization of penalties has led to alterations in the criminal laws of many countries: the offence itself is no longer the only criterion taken into consideration. The offender's personality is also studied, with a view to rehabilitation and reintegration into society. This tendency must not be ignored by the police, who have their part to play in the movement.

These goals should guide discussions on certain items of our agenda and should orient a whole set of our Organization's activities. Nowadays police forces, with their well-trained leaders who are aware of the most modern developments in ideas and techniques, can and must contribute to the drawing-up of policies and strategies designed to combat crime since they are the people in direct contact with the criminals concerned. Our organization is proud of having always pioneered this trend. The fact that an influential country like Japan is committed to our cause and participates actively in our day-to-day work is both an encouragement and a guarantee for us.

I am sure that the work of this 36th session of our General Assembly will be extremely profitable for our further efforts against crime. Moreover, our work here will be made immeasurably easier by the warm welcome extended by the Japanese authorities.

May I ask you now, Mr Minister, to declare the 36th session of the I.C.P.O.-Interpol General Assembly open.

I. Administrative Questions

ADOPTION OF THE AGENDA

The draft agenda was adopted unanimously.

DESIGNATION OF ELECTION COMMITTEE

The *President* reminded the Assembly that it had to choose an Election Committee composed of three heads of delegations and the heads of the Algerian, Federal German and Nigerian delegations were nominated.

The three heads of delegations were elected unanimously.

APPLICATIONS FOR MEMBERSHIP

Two countries had submitted applications for membership: Iraq and Nepal. The applications had to be approved by two-thirds of the delegations present.

A vote was held by roll-call and secret ballot. Iraq and Nepal's applications were approved with near unanimity.

PROGRESS REPORT

The Secretary General submitted the Progress Report on the activity of the Organization and its General Secretariat during the period from September 1966 (35th General Assembly session) to August 1967 (36th General Assembly session).

RELATIONS WITH COUNTRIES

Two countries — Iraq and Nepal — have applied in due form for membership of the Organization. Their admission would bring the number of affiliated countries to 100.

The Asian Regional Conference was held in Kyoto immediately before the opening of the 36th General Assembly session. International police co-operation and international crime trends in Asia were discussed.

POLICE CO-OPERATION

The pattern of day-to-day activities designed to cope with international crime continued to develop satisfactorily, both in the National Central Bureaus and at the General Secretariat.

For 1966, thirty-one countries (compared with 29 in 1965) sent statistics of their activities which gave the following totals:

— Arrests at the request of other countries	838
— Arrests obtained from foreign N.C.B.'s	880
— Items of information sent to other N.C.B.'s	59,454
— Items of information received from other N.C.B.'s	54,567

Accurate statistics *drawn up in a standard manner* and sent in regularly by N.C.B.'s are extremely useful.

In view of the large volume of cases handled, day-to-day co-operation seems to be satisfactory. Some delays in investigations and correspondence have occurred and can be explained to a certain degree by the constant increase in the amount of work to be done. Simplifying methods of work might be one way of improving matters: the Secretariat has drafted a suggestion on this subject.

No flagrant breaches of Article 3 of the Constitution — relating to non-intervention in cases with a political, military, religious or racial character — were noted. Respect for both the letter and the spirit of this text and the firm tradition that has grown up around it are factors which contribute enormously to the Organization's unity and strength.

The work done by the General Secretariat during the period 1st June 1966 to 1st June 1967 can be summarized as follows:

1) Cases handled: 4,124 in all (compared with 3,926 last year):	
— Violence against persons	60
— Theft	379
— Cases involving motor vehicles	89
— Fraud	658
— Counterfeits and forgeries	1,288
— Narcotic drugs	1,035
— Sex and morals offences	52
— Identifications	213
— Miscellaneous	350

2) International notices issued about persons	360
3) International notices issued about stolen articles	69
4) Individuals arrested as a result of wanted notices published by the General Secretariat or of the Secretariat's intervention	328
5) Individuals identified by the General Secretariat	21
6) Items of information supplied to N.C.B.'s	4,138

The General Secretariat received a monthly average of 1,750 copies of correspondence between N.C.B.'s. This figure is distinctly higher than last year's.

As of 1st June 1967, the General Secretariat's files contained:

- 1,043,000 cards bearing the names of individuals (filed alphabetically and phonetically);
- 65,550 fingerprints cards;
- 5,310 pictures of specialized criminals.

Other duties performed by the General Secretariat included:

- a) Distribution to N.C.B.'s of reports on:
 - International fraud connected with subscriptions to periodicals;
 - Burglars working together in teams;
 - Thefts from Canadian gold-mines.
- b) Circulation of a very detailed summary of all cases of traffic in drugs between the Middle East and Europe from 1956 to 1965.
- c) Regular publication of the monthly drug tables, the delay having been made good (cf. Report on illicit drug traffic).
- d) Preparation of a new booklet on international pickpockets.
- e) Publication of a new list of seamen who engage in international drug traffic.
- f) Preparation of reports on currency counterfeiting and drug traffic in 1966.

- g) Circulation of 29 letters giving information about various cases.
- h) Organization, at the General Secretariat, of a meeting of investigators from eleven countries dealing with a complicated case of counterfeit travellers' cheques.

STUDIES AND REPORTS

One of the reports to be submitted to the General Assembly at this session was written last year: "bomb hoaxes" in aircraft.

A report is also being submitted on delinquency by gangs of juveniles; this report is based on the information supplied by N.C.B.'s in 1963 and 1964.

A report on extradition is being submitted to the General Assembly and a paper on certain aspects of extradition law in the United States has already been circulated.

Between 1st June 1966 and 1st June 1967, the Secretariat studied 49 specific subjects at the request of 17 different countries.

We have also collected data about the strength of police forces in various countries as we are often asked to supply information on this subject.

We have begun a research project on international crime statistics based on those issued at the moment.

The President and Secretary General (at right) of Interpol.



Three Quarterly Lists of Selected Articles (Nos 68, 69 and 70) appeared during the year:

- Total number of articles selected .. 1,389
- Number of magazines covered 316
- Number of articles microfilmed for departments or individuals in 17 countries 486

For financial reasons, the Quarterly Lists became Half-Yearly lists from 1st January 1967, but this will not affect the annual volume of their contents.

The library has acquired 121 books and 71 pamphlets since September 1966, bringing its collection to 1949 books and 1758 shorter works. Twenty-nine books were reviewed between June 1966 and July 1967.

SEMINAR

A seminar on "motor vehicles, road traffic and crime" was held in Paris from 30th May to 7th June 1967. It was the second on the subject. It was attended by 81 people from 36 countries. The lectures were given by 19 experts from six different countries.

INTERNATIONAL REVIEW

The International Criminal Police Review appeared regularly. Once again, we should like to appeal to N.C.B.'s for suitable articles.

RELATIONS WITH OTHER ORGANIZATIONS

As ever, we have paid close attention to United Nations' conferences on relevant subjects. In December 1966 a member of the General Secretariat staff took part in a meeting of a small committee of experts on crime prevention.

We were represented at the Narcotics Commission meeting (Geneva, December 1966) and at some of the meetings of the Committee on Human Rights (Geneva, May 1966). In addition, we assisted the United Nations in connection with a regional seminar on narcotic drugs (Addis Ababa — April 1966).

The Organization also took part in some Council of Europe committee meetings (the European Committee on Crime Problems), sent Observers to a number of congresses

(International Social Defense Congress, International Congress on Forensic Medicine) and also attended two meetings organized by the German N.C.B. (on modern methods of crime investigation and narcotic drugs).

Our new building has already attracted a great many visitors, including very senior officials. For the official inauguration of the headquarters we set up an exhibition summarizing the history, structure and activities of our Organization, and we also made a start on our International Police Museum.

The press and television continue to be very interested in our work. However, we must make it clear that Interpol's name sometimes appears in the newspapers in connection with cases or activities in which we have not played any part whatever.

RESOURCES

a) *The new headquarters:* was officially inaugurated on 25th May 1967. The ceremony was held in the presence of the Executive Committee and the building was officially opened by the French Minister of the Interior, Mr Christian Fouchet. Sixty-eight affiliated countries with diplomatic representatives in Paris attended the proceedings. Ambassadors from 48 of them and high officials from the others honoured us with their presence. In all, about 200 guests were present.

b) *Headquarters agreement:* as you know, at the Executive Committee's request, we have submitted an application for a "headquarters agreement" to the French Government with a view to facilitating administration of the Organization in France. This complex matter is, we believe, being given favourable consideration, but no concrete results have yet ensued.

c) *Budget and finances:* these subjects are dealt with in a special report. The Auditors, Messrs BENHAMOU (France), DICKOPF (Federal Germany) and HANLY (U.S.A.), met in Paris (August 1967) to check the regular budget and the extraordinary "building" budget.

d) *Purchase of the Hardy property:* In October 1966, in accordance with the decision taken by the General Assembly last year, we bought the Hardy property which adjoins our own land (cf. Financial Report).

e) *General Secretariat staff*: during the past few months the number of people working at the General Secretariat has increased slightly in accordance with last year's budget provisions. On 1st September 1967 the staff comprised 63 police officers or government employees and 35 employees under contract.

The General Secretariat is fortunate in still having at its disposal three police officers seconded from the British, Canadian and Swedish police forces respectively.

f) *Radiocommunications*: in 1966, a total of 112,765 messages, 830 of them general broadcasts and 1,511 of them broadcasts to various zones, were carried on the Interpol radio network — a 19.4% traffic increase over 1965.

Three new stations, two in South America (Lima and La Paz) and one in Asia (Tokyo) have joined the network, excellent progress. Brasilia is starting trials and, we hope, will soon be in service. The Tehran station is now fully operational. Liaison by radio-teleprinter between the central station and stations in neighbouring countries with particularly heavy traffic (Germany, Netherlands, Switzerland) has given encouraging results, but the problem of frequencies will still have to be solved.

A great deal could be done to facilitate handling of the ever-increasing traffic if the efforts are continued to improve technical equipment and extend working hours.

The "zones" for partial general broadcasts have been somewhat altered in answer to various requests, and the cypher code key has also been changed.

g) *Photographic laboratory*: between 1st

June 1966 and 1st June 1967 the laboratory produced: 61,109 photographs or photocopies, 3,941 microfilms and 455,605 other documents.

TECHNICAL ASSISTANCE

Since our previous Assembly session (Berne, August 1966), technical assistance has been granted to a certain number of countries:

- In September 1966 one member of the Congo-Kinshasa N.C.B. staff received a travel grant and another received a living expenses grant to enable them to study the Secretariat's working methods in Paris.
- Nine travel grants were distributed among the countries listed below in order to enable them to send participants to the seminar on motor vehicles, road traffic and crime: Argentina, Congo-Brazzaville, Ecuador, Gabun, Greece, Morocco, Niger, Peru and Togo.

Five travel grants will be awarded for the fingerprinting symposium (November 1967).

Several police officers in receipt of grants from the United Nations or from their own governments spent fairly long study periods with us. Finally, we have kept a number of N.C.B.'s informed about the training facilities offered in various countries.

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The *President* and the United States delegate congratulated and thanked the Secretary General and those under him for the excellent work.

No questions were raised and the Progress Report was unanimously approved.

Even before asking the Assembly to adopt an agenda, President F. FRANSSEN paid tribute to the memory of Mr F. E. LOUWAGE, Honourary President of the I.C.P.O.-INTERPOL, who died in August 1967; he retraced his distinguished career and described him as an energetic, dynamic leader who was profoundly committed to the cause of international police co-operation: his name would always be linked with the revival of the Organization in 1946.

In an atmosphere of profound respect, the Assembly observed a moment of silence.

The President also expressed his best wishes for a long and happy retirement to Mr WALTERS-KIRCHEN, who had been the head of the Interpol National Central Bureau in Austria and taken part in the General Assemblies for 20 years.

Mr WALTERSKIRCHEN had served on the Executive Committee and would be remembered as an outstanding civil servant and great friend of Interpol.

PROGRAMME OF ACTIVITIES

Report

The list includes both general goals which are mentioned in broad outline and also particularly important specific projects. Some items have already been adopted during previous Assembly sessions.

For 1967—1968, the following suggestions have been formulated:

1) Continuing research on modernization of Interpol communications:

- radio-teletype trials with countries close to the central station.
- wirephoto transmissions.

2) Additions to the Phrase Code.

3) International index of headstamp and ammunition markings (commissioned at General Assembly session).

4) Production of educational film "Police and Delinquent Young People" if enough subscriptions are received to cover production costs.

5) Further work on audio-visual materials for elementary course on narcotic drugs and their abuse.

6) Report on the sale of firearms and on regulations governing their possession.

7) Report on police use of weapons in making arrests.



8) Report on measures for the protection of tourists against criminals.

9) Report on the powers and duties of the police: *Part I* — Arrest and Detention.

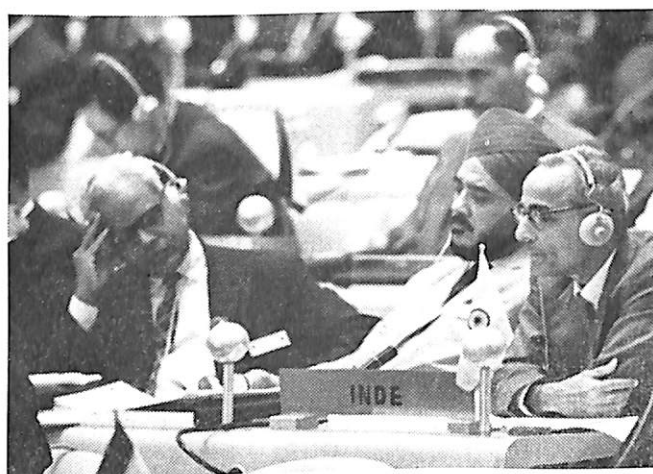
10) Continuation of the study project to devise a standard form for identifying bodies in major disasters.

11) Report on codes for electronic data processing.

12) Symposium on fingerprinting problems. (This conference, originally scheduled on last year's Programme of Activities, will be held at the General Secretariat, 13—17th November).

13) Symposium on new forms of international fraud.

14) Conference of Interpol radio network Heads of Station (last conference in 1964).



15) Symposium on scientific aspects of police work. (A first conference on this subject was held in 1963).

16) Regional Conference (region to be decided).

These suggestions have been put forward in addition to the Organization's regular activities (e.g. liaison on crime cases, publication of international notices, the International Review).

The Programme of Activities, to which the Assembly would add new projects during the session, was unanimously adopted.

TELECOMMUNICATIONS

Mr Treves (Head of the Central Radio Station) said that the network had been expanding in all regions of the world. In Europe, the Belgrade station had officially joined the network in November 1966. This meant that all the European members of the I.C.P.O. except Greece were linked to the network. In South America, there were seven stations. Argentina deserved the Organization's gratitude for the technical assistance it had given to Bolivia and Peru. In Asia, the station in Manila and the Tokyo station both officially joined the network in November 1966. The entry of the Tehran station (March 1967) had been facilitated by the fact that two Iranian police officers had been on a training course at the central station in Paris. Finally, there had been tests in both Addis Ababa and Kinshasa and plans were being made for an Interpol station in Ghana.

As far as equipment was concerned, the major event of the year had been the installation of the central radio station at the new I.C.P.O. headquarters building. There were also plans to expand the transmission centre at Lagny-Pomponne because there would be extensions to the network (particularly in Africa) and because of the introduction of radio-teleprinting.

As the number of stations increased, the problem of frequencies was becoming more and more serious; and still more frequencies would be needed for radio-teleprinter links. There was also the problem of battling against interference with Interpol broadcasts by new stations wrongly using Interpol frequencies or others close to them.

On the whole, the network was coping satisfactorily with the growing volume of traffic (an increase of 20% between 1965 and 1966).

The Organization appreciated the efforts being made by certain stations (Beirut, Copenhagen, Lisbon, Madrid and Tel Aviv) to improve their performances.

The General Secretariat had studied the possibility of gradually substituting teleprinting on Interpol's own radio frequencies for the traditional Al Morse system. Experiments had been conducted in December 1966 and

January 1967 between St. Cloud and Wiesbaden and Zurich and in August 1967 between St. Cloud and Utrecht. The results were encouraging but equipment was more expensive and new frequencies would be required.

The General Secretariat's study of wire-photo procedures had shown the difficulties involved in using the public telephone network for transmitting images between the police forces of different countries due to the international regulations on telecommunications. Negotiations with the I.T.U. officials in Geneva would continue.

In view of the number of technical subjects that called for discussion in this field, it would be most helpful if another meeting of heads of Interpol radio stations could be held at the Organization's headquarters in 1968. The meetings that had taken place in 1956, 1960 and 1964 had resulted in an appreciable improvement.

The *President* thanked *Mr Treves* for his talk and hoped that Interpol would be able to count on his co-operation for a long time to come.

The *Secretary General* spoke about the outcome of the meeting on radiocommunications in Asia which had been attended by delegates from Japan, Australia, Ceylon, China, Korea, Iraq, Laos, Malaysia and the Philippines. Special attention had been given to studying the possibilities of moving the Asian regional station from the Philippines to Japan as the Philippines did not possess the necessary technical facilities. But Japan, while having excellent technical means at its disposal, was badly situated geographically. The whole question was further complicated by the fact Korea would shortly be joining the radio network and also possibly other countries (e.g. Australia and Malaysia).

It was decided that the Philippine N.C.B. would draw up a list of all the equipment it would need in order to continue operating as regional station. Japan, in turn, would study the possibilities of installing the regional station in their country and of providing technical assistance for the Philippine station (also see Regional Conference p. 330 below).

FINANCES AND HEADQUARTERS CONSTRUCTION

Again this year, the Organization's finances involved two budgets: an Extraordinary Budget for the construction of the headquarters building and the Regular Budget.

The Secretary General explained that the completed building had been in use for some time. The Extraordinary Building Budget submitted to the General Assembly described the situation as of 31 December 1966, but the figures were in some ways an accounting myth because most of the contractors had not yet been entirely paid. The balance sheet of assets and foreseeable expenditure indicated that the budget would work out as planned and there was no reason to suppose the situation was anything but satisfactory.

The Secretary General took advantage of the opportunity to thank the countries which had made exceptional contributions of funds or furnishings and equipment for the new headquarters.

The Financial Report on the Regular Budget was then submitted to the Assembly. The financial year 1966 had closed with a slighter larger balance in hand than 1965 without jeopardizing the Programme of Activities —

which had been executed as planned — and while allowing the Organization to acquire a property adjacent to the headquarters site.

Modernization of the telecommunications facilities and all other new projects had been postponed and expenditure kept to a minimum in order to build up the Safety and Reserve Fund.

The Draft Budget for 1968 did not present any special problems; income and expenditure would remain at the same levels and there would be no change in the contributions asked of member countries, although the following year — for various reasons — it would probably be necessary to revise the scale of national contributions.

The Auditors — Messrs BENHAMOU (France), DICKOPF (Federal Germany) and HANLY (United States of America) — reported that they had checked the Secretariat's accounts prior to the Assembly session and found everything to their satisfaction.

The General Assembly unanimously adopted the Financial Report for 1966, the Draft Budget for 1968 and the Extraordinary Construction Budget for 1966.

INTERNATIONAL CHARACTER OF THE GENERAL SECRETARIAT

The Lebanese delegation had submitted a report proposing that 4 Deputy Secretary-Generals (one per continent) should be elected in order to give the General Secretariat a more international character; their salaries would be paid by their respective countries.

After consulting with several other delegations and with the Secretary General, the Lebanese delegation realised the difficulties of implementing such a project and wished to submit to the Assembly a modified draft resolution retaining simply the original idea (a more international staff at the Secretariat); the history of the I.C.P.O. and its Secretariat had to be taken into account and the need to acquire a more international

staff should not be allowed to jeopardise in any way the prospects of those who were already serving at the Secretariat.

The United States and Australian delegations paid tribute to the international spirit in which the present staff had always worked. *The United Kingdom delegation* hoped that the careers of the competent and conscientious Secretariat staff-members would not be compromised by the suggested modifications.

The French delegate appreciated the tributes to the General Secretariat staff since French police officers constituted a high proportion of it. He himself was in full agreement with the essence of the Lebanese delegate's proposals; however, the careers of police officers at present seconded to the

Secretariat and the possibilities of promotion for those working in subordinate capacities must be safeguarded in any texts adopted by the Executive Committee on the implementation of this Resolution.

The Senegalese delegate said that he would vote against the Draft Resolution in the interests of efficiency: developing countries might not be in a position to pay the salaries. No one had complained of any lack of impartiality on the part of the Secretariat and he thought it would be dangerous to modify the present arrangements.

The Lebanese delegate pointed out that his final suggestion was in complete conformity with the appeals made on several occasions by the Executive Committee for strengthening the General Secretariat staff by officials seconded by adhering countries.

The Pakistani delegate agreed that the present members of the Secretariat staff had always acted with complete impartiality. He supported the Draft Resolution because officials from other countries would increase Interpol's efficiency without harming the future prospects of the present staff.

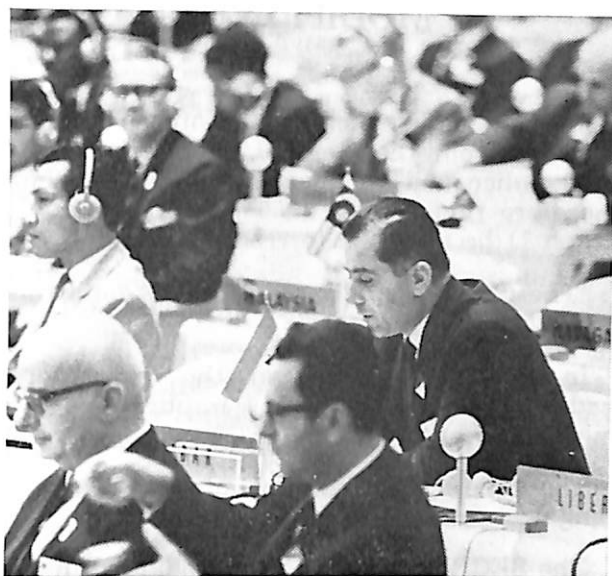
The Congo-Kinshasa delegate feared that paragraph 3 of the Draft Resolution might one day give rise to difficulties for the French officials and suggested an amendment.

The President and the United States delegate both thought that the text of the Resolution was adequate as it stood. The former stated that he and the Secretary General would see that the spirit of the text and the wishes of the Assembly were complied with.

The Secretary General thanked all those who had paid tribute to the international spirit of the Secretariat staff.

To avoid any misunderstanding, he explained that he considered that the Resolution and the comments preceding the vote formally safeguarded the present positions and future prospects of all the people now working at the General Secretariat. *The Lebanese delegate* replied that this had, in fact, been his main aim in submitting the Draft Resolution.

The Assembly then voted on the Draft Resolution (given below) and it was adopted with 54 votes in favour, 2 against and 4 abstentions.



Mr TREVES (at left in foreground) and Mr ABI CHACRA (at right, second row).

RESOLUTION

IN VIEW OF the global nature of the I.C.P.O.'s commitments and responsibilities, and JUDGING that it is therefore proper for General Secretariat personnel at all levels to reflect the international nature of the Organization's position and activities;

The I.C.P.O.-Interpol General Assembly, meeting in Kyoto from 27th September to 4th October 1967 at its 36th session:

ASKS that, starting as soon as possible and continuing as rapidly as the resources of the Organization permit, posts which become available at the General Secretariat be advertised to the adhering countries in order that they may propose candidates — the requisite qualifications to be described and the appointments made by the Executive Committee after consultation with the Secretary General;

ASKS that the salary of any staff member recruited in this way be paid out of the Organization's budget, or, if this is impossible, that it be paid by the country which nominated the successful candidate and which shall reach agreement on the question of payment with the Secretary General;

ASKS the Executive Committee and the Secretary General to give particular attention to the implementation of this Resolution.

MODIFICATION OF GENERAL REGULATIONS, ARTICLE 58, PARAGRAPH 1

Spanish was spoken in 17 Interpol member countries. In these countries, all material received from the General Secretariat had to be translated before it could be circulated to local police and this was a big problem for the N.C.B.'s. The Argentine delegation had therefore renewed its 1966 proposal asking that the General Regulations (Article 58, paragraph 1) be modified to read as follows:

“The working languages of the Organization’s permanent departments shall be: French, English and Spanish.”

In the ensuing discussions the year before (at the 35th session), the Secretary General had stressed the budgetary implications of this proposal and had asked for more funds to meet the cost.

The Spanish-speaking countries’ delegations said that they were prepared to see their language introduced gradually, as finances allowed.

The SECRETARY GENERAL agreed in principle, but wanted to be left a certain leeway in implementing any decision because no new funds had been forthcoming to offset the increased expense.

On this basis, the Secretariat had easily reached agreement with the delegations concerned on a draft resolution. The General Assembly had to vote an amendment adding the word “Spanish” to General Regulations Article 58, paragraph 1. The draft resolution could then be submitted to the Assembly.

The amendment of the General Regulations (Article 58, paragraph 1) and the Resolution (the text of which appears below) were adopted with near unanimity.

RESOLUTION

HAVING NOTED the alteration to Article 58, par. 1, of the General Regulations adding Spanish to the other working languages of the Organization’s permanent departments, and

WHEREAS no new resources have been made available to meet the increased expenditure involved;

The I.C.P.O.-Interpol General Assembly, meeting in Kyoto from 27th September to 4th October 1967 at its 36th Session:

CONSIDERS that this decision can only be implemented insofar as the regular budget will permit;

RELIES on the Secretary General to make all suitable arrangements for implementation, in accordance with the Organization’s financial possibilities, as soon as possible.

II. Technical Questions

ILLICIT DRUG TRAFFIC

Report

In its Report, the Secretariat analysed information received during the year about international drug cases.

A. *Raw Opium*

As regards the number of arrests, Iran comes first, followed by Malaysia, Turkey, Hong Kong and Singapore. The opium-producing countries are mainly in the Near, Middle and Far East.

Road transport — by car — was the means most used by traffickers, followed by boat, and by camel, horse or mule caravan.

Great efforts are being made in Hong Kong, Iran, Malaysia and Turkey to control illicit traffic in raw opium.

B. *Prepared Opium*

Few seizures of prepared opium were reported in 1966. The largest quantities were seized in Singapore, in the United Kingdom and in New Zealand. New Zealand also came first for the number of arrests.

C. *Morphine*

Hong Kong leads in number of arrests, followed by Turkey, Japan and Singapore.

The largest quantities were seized in the Far East, notably Hong Kong.

Boats were used for transport in the majority of cases. No illicit laboratories were discovered.

D. *Diacetylmorphine*

Iran leads in number of arrests, then France, Canada, United States and Hong Kong.

The largest quantities were seized in the Far East and in the United States. Sea transport was used in the majority of cases.

11 illicit laboratories were discovered.

E. *Cocaine*

Peru is at the head of the number of arrests, followed by Bolivia, Lebanon and Argentina.

20 illicit laboratories were discovered.

F. *Cannabis*

As far as the number of arrests is concerned, Federal Germany heads the list, followed by Spain, Lebanon, the United Kingdom, the U.A.R., Kuwait, France and Syria.

The largest number of seizures was in Federal Germany, then Spain. The largest quantities were seized in the Near and Middle East, notably Syria, the U.A.R. and Lebanon.

Road transport was used in 102 cases, sea transport in 85 cases and air transport in 18 cases.

RECAPITULATION OF INFORMATION BY GEOGRAPHICAL AREA

Traffic in natural drugs and their derivatives is still considerable.

The number of seizures increased slightly as compared with 1964 and 1965, as did the number of arrests.

— *Africa*: Drug traffic in Africa would appear not only to be decreasing but also not to be a serious problem. This is unlikely to be a true picture of the situation. Imperfect statistics and gaps in our information are probably the explanation.

— *America*: Traffic in cocaine, which is largely restricted to the American continent, seems to have remained at the same fairly high level. It originates in Peru and Bolivia but the efforts being made by these countries, particularly Peru, are shown by the fact that twenty illicit laboratories producing or purifying cocaine were discovered in these two countries.

Only one heroin seizure was reported by the United States but it was an important one (95,000 grams).

Two seizures of raw opium (3,372 grams) in Peru and one seizure of heroin (1,115 grams) in Venezuela should also be noted.

— *Europe*: The main problem of this region is illicit traffic in opium and its derivatives (morphine and diacetylmorphine) brought to Europe for refinement and despatching. However, traffickers have definitely

been affected by law enforcement successes in recent years.

In 1966 traffickers made considerable use of road transport in addition to sea transport to keep their illicit laboratories — probably situated in the south of France — supplied with morphine-base. This hypothesis seems to be supported by two seizures: 36,000 gr. of morphine in Belgium and 500,000 gr. of raw opium and 50,000 gr. of morphine-base on the Franco-Swiss border. The sea must then have seemed safer, and 86,600 gr. of morphine-base and 93,000 gr. of raw opium were seized in Marseilles harbour on board a Turkish ship.

The traffic route — Near East, Federal Germany, France — noticed a few years ago still exists.

Traffic in cannabis continues to increase; it generally comes from North Africa, the Near East, Pakistan, Nigeria or Jamaica.

— *Near and Middle East*: Large seizures of raw opium, morphine and cannabis confirm the fact that this part of the world is still a major centre for production and international traffic.

It is to be hoped that Lebanon's efforts to substitute other crops for cannabis will prove successful.

— *Far East*: The situation remains serious. Hong Kong is still one of the chief centres receiving opium and its derivatives. The main route used by traffickers is sea transport from Bangkok or Singapore. Three laboratories for converting morphine to heroin were discovered in Hong Kong.

Traffic in cannabis is also important in this area although by no means on the same scale as in the Near and Middle East; however, several cannabis seizures were reported.

— *Oceania*: Although a certain number of seizures were reported, drug traffic does not seem to be an important problem in this part of the world.

DIRECT POLICE CO-OPERATION

One of the aims of the I.C.P.O. is to promote direct co-operation among police forces to control drug traffic.

An example of the Organization's success occurred on 22-9-66 when French customs discovered 500,000 gr. of raw opium and 54,000 gr. of morphine base in a Turkish

truckload of watermelons at the Italian frontier. The driver was arrested along with a contact in Nice (France). Inquiries were proceeding in France, Italy, Federal Germany, Austria and Turkey.

ACTIVITIES OF THE I.C.P.O. AND ITS GENERAL SECRETARIAT

— During the 35th General Assembly session (Berne, 30th August — 7th September 1966), a resolution was passed recommending:

- *illicit crops of opium poppies, coca and cannabis be detected and destroyed;*
- *clandestine laboratories be located and dismantled;*
- *importation and internal movements of acetic anhydride and acetyl chloride be controlled;*
- *suitable facilities be established for the cure and rehabilitation of narcotic drug addicts;*
- *existing laws be more stringently applied;*
- *measures be taken to forbid the production, distribution, circulation and use of hallucinogenic and psychedelic substances like lysergic acid diethylamide or L.S.D. 25, except for medical or scientific purposes.*

— The General Secretariat was represented at the regional conference on narcotics organized by the U.N. Narcotics Division and held in Tehran (Iran) in April 1966.

— International notices were circulated about 34 international traffickers (17 of them seamen acting as couriers).

— Twelve monthly recapitulative tables of narcotic drug seizures, as reported to the Secretariat in 1966, were circulated. These tables gave particulars of the names and nationalities of 1,225 traffickers.

— A manual for law enforcement officers working on drug cases was printed and sent out to National Central Bureaus in October 1966.

— To help provide technical training in this type of law enforcement work, the General Secretariat has begun a collection of slides which, in due course, will be available with an accompanying commentary. The slides received so far suggest that the collection will be extremely valuable for training purposes.

— A sequel to "Drug Traffic between Europe and the Far East" dealing with the main cases reported from the same area is now being prepared.

DISCUSSION IN COMMITTEE

The *Secretary General* said, in plenary session, that the General Assembly was holding its session this year in a part of the world that was particularly affected by this form of crime, which did not by any means seem to be decreasing. The figures given in the Report were only of relative value, as the results achieved by law enforcement agencies varied from year to year.

Was the use of hallucinogenic substances really increasing? Was the phenomenon really as widespread as newspaper reports suggested? This was open to question.



In countries that suffered considerably from drug traffic, the problem was far from being one of police work alone. But this should not prevent police forces from doing all they could to solve the problem and the extension of the Interpol radio network in Asia could make a valuable contribution to their efforts.

The Assembly decided to set up a Committee to discuss the problem of international traffic in drugs. Delegates from *Australia, Austria, Brazil, Canada, Ceylon, China, Korea, the United States, France, India, Iran, Italy, Japan, Laos, Lebanon, Libya, Morocco, Mexico, Niger, Nigeria, New Zealand, Peru, Philippines, Portugal, the United Kingdom, Senegal, Sweden, Switzerland, Thailand and Venezuela* decided to join it.

Mr KOHLI, the Indian delegate, was elected Chairman.

Mr Aube (General Secretariat) informed the Committee that, since last year, the information supplied in the I.C.P.O. report had been directly incorporated in the annual report submitted to the United Nations Narcotics Commission in Geneva.

The *Chairman* noted that seamen conducted a high proportion of the traffic in raw opium; a good many of them were never caught. One of the best ways of combatting illicit traffic in opium was strict controls in areas where opium poppies were grown; in India, surveillance had resulted in a steady reduction of poppy-growing areas (33% in the last year only). As far as illicit traffic in opium was concerned, India was no longer an exporting country; it was rather tending to become an importing country.

The *Mexican* delegate said that his country had decided to reduce the poppy-growing areas in his country. Last year, about 2,300,000 sq. yd. of opium poppy plantations had been destroyed and large quantities of seeds confiscated. These results had been achieved by co-operation with the United States and bore witness to the value of international collaboration.

The *Australian* delegate said that his country was only just beginning to be affected by illicit drug traffic; it intended ratifying the 1961 Single Convention as soon as possible. The regulations now being imposed would limit the sale and purchase of drugs to the quantities needed for medical use; very severe penalties would be provided to discourage offenders.

Most of the seizures that had taken place had involved vessels on their way to or from South-East Asia and there was no evidence to suggest that illicit drugs were being produced in Australia.

Portugal prepared a memorandum in French and English on drug traffic and the treatment of addicts in Macao.

The *Chairman* congratulated the authorities of countries in which illicit laboratories manufacturing diacetylmorphine had been discovered: this was no easy matter. He considered that more attention should be devoted to hallucinogens.

The *United States* delegate said that the biggest problem in his country was cannabis (marijuana). The number of arrests for traffic in marijuana had doubled in the past two years.

Mr. Aube said that although hallucinogens were not subject to international control, the I.C.P.O. did receive information from time to time about seizures, mainly of L.S.D. 25.

Traffic in cannabis was becoming particularly worrying in Western Europe.

In the *United States*, the quantities seized had tripled between 1965 and 1966; they would probably be larger still in 1967.

The *United Kingdom* delegate said that cannabis was a serious problem in his country as well. Labrador dogs had been successfully trained to detect the presence of cannabis.

In *Sweden*, drugs were a fairly recent problem. A method of detecting organic drugs had been developed; the customs department was going to use it. The authorities had prepared a manual for police officers.

Speaking also on behalf of the Canadian and Mexican delegations, the *United States* delegate submitted a draft resolution on cannabis to the Committee.

In the *Lebanon*, the government was trying to substitute socially valuable crops for cannabis. Good results had been achieved with sunflowers on experimental plantations covering 1,000 hectares; in 1967, 16,000 ha. had been planted with sunflowers. The government had set up a special Committee to study the problem of L.S.D.

The *Mexican* delegate stressed the ever-increasing threat represented by cannabis; the Mexican government recently destroyed 32 tons of it on 5,550 hectares of land. All countries that had signed international Conventions were bound to do their duty in this respect.

The *Thai* delegate said that the situation in his country seemed to be improving; the government had imposed stringent controls on the importation of acetic anhydride and it was successfully combatting the excessive consumption of amphetamines. The attempt to wipe out drug trafficking among the mountain tribes living in the North of the country was making headway in spite of the difficulties involved. Lives had been lost during these operations, but progress had been made, as witnessed by seizure statistics. The heroin situation was also improving, thanks to publicity campaigns and the efforts of associations for combatting narcotic drugs. Medical treatment for addicts was provided in a modern hospital 30 km away from Bangkok, and plans were being made to build more such centres in other parts of the country. The Bangkok general hospital now admitted addicts for treatment, too.

The study team sent by the United Nations to find out the social and economic requirements of the inhabitants of the mountainous areas in the North of the country had submitted its report to the Thai government, which was studying the situation and was going to give extensive assistance to the tribes there.

The speaker expressed his thanks to the authorities of Hong Kong, Malaysia, Singapore, the United States and Japan. He stressed the value of the technical assistance provided by the United Nations. He then described two particularly successful police operations.

To sum up, Thailand was fulfilling all its obligations under the 1961 Convention and would pursue its efforts, with the assistance of the United Nations.

The *Chairman* thanked the Thai delegate and then announced that he was sorry to have to inform the meeting that *Mr Paterson*, who had collapsed earlier, had succumbed. He suggested the meeting recess; the Committee then observed a moment of silence in memory of their colleague.

The *Japanese* delegate expressed his deepest sympathy to his British colleagues and regretted that the medical attendants' efforts had been in vain although administered immediately.



The British delegation in Drug Trafficking Committee meeting, including Mr PATERSON (sitting with arms folded) a few minutes before his death.

When the meeting resumed, the *Chairman* read the draft resolution that had been prepared by the delegates of the United States, Canada and France with the assistance of *Mr Aube* and suggested that it be voted on paragraph by paragraph.

After a discussion, the Committee adopted the draft resolution.

The *Indian Delegate* (Chairman of the Committee on Narcotic Drugs) gave an account of the Committee's discussions and congratulated the Secretariat on its excellent report. Efforts to combat the illicit production, traffic and consumption of narcotic drugs were being pursued relentlessly. Illicit traffic in cannabis had been the Committee's major point of discussion; it was more serious and more widespread than opium traffic: 345 seizures of cannabis had been made in 35 countries in 1966 and in the same year the total quantity of cannabis confiscated was three times the 1963 figure. Several countries had stressed the need for new measures.

The following text was submitted to the Assembly and *adopted unanimously*:

RESOLUTION

WHEREAS the Single Convention on Narcotic Drugs, 1961, obligates signatories to place cannabis under a system of rigid control;

WHEREAS many members of Interpol are from countries which have ratified or acceded to the Single Convention;

WHEREAS the W.H.O. Expert Committee on

Dependence-Producing Drugs has determined that cannabis is capable of producing drug dependence and that harm to society is caused by abuse of cannabis;

RECOGNIZING the need for checking any possible tendency to minimize the harmful aspects of cannabis or to bring about legalization of this drug;

RECOGNIZING that inadequate control of illicit cannabis traffic breeds drug dependence, creates enforcement problems and injures the national welfare;

KEEPING IN VIEW the Resolutions adopted in General Assembly sessions in Rio de Janeiro and in Berne in 1965 and 1966 respectively, and having considered the developments since then;

The I.C.P.O.-Interpol General Assembly, meeting in Kyoto from 27th September to 4th October 1967 at its 36th session:

RECOMMENDS that all Interpol members urge on their governments the necessity of providing adequate and prompt measures to ensure that illicit cannabis traffickers are severely dealt with, and that possession of cannabis be restricted to legitimate medical, scientific and industrial use.



In a subsequent session, the President said a few words about Mr Paterson and paid tribute to the quick action of the Japanese medical team. James Paterson's courtesy, ability and warmheartedness won the esteem of his fellows from the first day. The President expressed his sympathy to the United Kingdom delegation and proposed a collection be taken up to have an inscription placed on Mr

Paterson's tombstone to the effect that he died in the Organization's service. At the suggestion of the President, the Assembly observed a minute of silence.

The United Kingdom delegate thanked the President and the Assembly on behalf of his delegation. He recalled Mr Paterson's concern with the problem of drugs: his last words had been to warn that narcotic drug crimes were the most serious of all those affecting the international community: all other crimes were individual in character but drug traffickers were attacking the entire edifice of society. The United Kingdom delegate was sure that the Assembly would keep these words in mind.

Alexander James PATERSON was 58 years of age and was born in Scotland. He was a career Policeman. He joined the Aberdeen City Police as a Constable in 1935 and rose to the rank of Deputy Chief Constable. In 1949 he was appointed the Chief Constable of Salford Borough Police and in 1958 was appointed to the important post of Chief Constable of Leeds City Police.

He was regarded in his own Country as an outstanding and brilliant Senior Officer of the Police Service. He served on many Committees and it was known that his views were respected by his colleagues. This is clearly indicated by his presence as part of the British Delegation.

He leaves a widow, one son Michael, aged 28, and one daughter Jennifer, age 23. He was devoted to his wife and family and loved by those who served under him.

INTERNATIONAL CURRENCY COUNTERFEITING

Report

The General Secretariat submitted a report analysing the information received by the Secretariat during 1966.

I. — PAPER CURRENCY

Forgeries — in the sense of genuine notes on which the indications of value have been altered — were rare and easy to detect.

During 1966 some U.S. \$1, \$2, \$5 and \$10 notes were altered to \$50 or \$100.

Hand-drawn counterfeits were detected in two cases: Germany and Nigeria.

A number of reproductions of "Confederate States of America" banknotes have been in circulation in Western Europe. Uttering such notes is not punishable by law in the United States but people who put them into circulation for purposes of gain in Europe can be prosecuted for fraud.

A great many publicity notes used for fraudulent purposes were found both in Europe and in America.

The figure for total face value of counterfeit U.S. notes (\$12,604,638) includes those seized in the United States (total \$11,969,113). According to figures supplied by the U.S. Secret Service, only 11% of the counterfeits manufactured were ever actually uttered.

The sum of the counterfeit U.S. currency found outside the U.S.A. (\$635,525) amounted to about 5% of the total sum seized. Counterfeit U.S. banknotes were found in 42 countries (cf. 44 in 1965). Eight African countries were affected by this traffic.

The number of countries whose currency was counterfeited rose to 27 in 1966 from 16 in 1965.

The table concerning the new types of counterfeit notes recorded by the General Secretariat in 1966 shows that 231 new types of counterfeit U.S. notes were identified as against 123 in 1964 and 203 in 1965.

Some cases:

— *Andorra*: In October 1966, 400 counterfeit Spanish 1000-peseta notes were seized in Andorra. Joint investigations by the French and Andorran police established the fact that they had come from Barcelona (Spain). The

traffickers seem not to have been satisfied with the quality of the printing and had ordered another lot to be printed in France. The second lot were to be uttered in Spain after being smuggled in by a team of drivers who specialize in gold and currency trafficking. One of them, arrested in Barcelona, had previously smuggled a stolen German car into Spain via Andorra; he was a member of a gang set up to steal cars in Germany and then sell them in Spain.

— *Austria*: In August 1966 the N.C.B. in Wiesbaden (Federal Germany) broadcast a general radio alert for a Yugoslav national who had left Munich with a number of bills of exchange, some jewellery and some watches — to the total value of 1,500,000 D.M. — as well as 45,000 dollars' worth of counterfeit \$20 notes hidden in a movie camera case. He was wanted in connection with several cases of swindling in Germany. In October 1966 he was arrested in Austria and was found to be in possession of 998 counterfeit U.S. \$20 notes and one \$100 note; he stated that he had obtained the counterfeits in Brussels from a Belgian who was known to be a trafficker in counterfeit currency and who was subsequently arrested in Belgium.

In addition to the counterfeit money, the Yugoslav had a revolver and burglars' tools in his luggage. Proceedings had been taken against him in Austria for the theft, fraud and traffic in counterfeit currency. In addition, he had been convicted on several occasions since 1953 in both Yugoslavia and Germany of bribery, abusive language, fraud and theft of cars.

— *France*: 1. — Information sent by the Belgian police led to the arrest of two Frenchmen and a Belgian in Paris in March 1966; 1520 counterfeit U.S. \$20 bills were found in their possession. The Belgian had used these notes to buy gold and diamonds illicitly. A counterfeit \$10 note and a counterfeit \$20 note were found at the home of the Belgian's mistress in Antwerp. The people involved in this case were also engaged in drug traffic between France and Belgium. A French accomplice of theirs was identified by the Belgian police from a photograph found by the French police during their enquiries.

2. — In August 1966, 191 counterfeit U.S. \$100 notes were found in the possession of two British nationals in Nice who were known

to traffic in gold. The person who had supplied them with the notes was also a British citizen but resident in Belgium. The traffickers arrested in Nice received sentences of one and two years' imprisonment. Investigation showed that the whole operation had been organized by two British importers who were known to be traffickers in weapons and watches.

In addition, one of the two men arrested in Nice was wanted by the Lebanese authorities for uttering worthless cheques. He also admitted that during 1965 and 1966 he had smuggled a total of 170 kg of gold into Iran, Japan, Hong Kong and Singapore.

Illicit printing workshops were found in Germany, the United States, Costa Rica, Greece, Italy, Hong Kong, U.A.R., and Turkey.

Of the traditional methods, offset was most often employed for the backgrounds and vignettes and typography for numbering.

One interesting development was a xerographic reproduction of a U.S. \$20 note in Germany and reproduction by the same process of a Scottish £5 note in the U.K.

Counterfeits and Forgeries. — Number of counterfeit notes described: 216.

Activities of the General Secretariat Laboratory. — 82 counterfeit notes and 135 genuine notes were examined and their particulars were filed. Expert opinions on notes were supplied to 14 N.C.B.'s for use in 50 court cases.

II. — METAL CURRENCY

Two interesting cases involving the circulation of counterfeit coins were reported.

Illicit workshops were found in France: counterfeit U.S. \$2½ gold coins, British gold sovereigns and French 10, 20 and 50-franc gold coins. In addition, French police officers investigating a case of proxenetism searched a stationers' shop and found a set of power tools (a metal-rolling machine, a saw and a stamping press) which could have been used to manufacture coins. Illicit workshops were also found in Italy (Italian 100-lire coins), in Lebanon (sequel of previous case, also American, Italian, Mexican and Russian gold coins).

Striking is still the most popular method. In most of the cases reported, the counterfeit coins were produced by jewellers or goldsmiths for sale as ornaments.

"Counterfeits and forgeries" — Counterfeit coins described: none — Genuine new issues described: 58.

III. — OTHER COUNTERFEITS

Counterfeit cheques: for 1966, forty-odd cases of counterfeit cheques or travellers' cheques were reported, as compared to 25 for 1965.

— *America*: A case of large-scale traffic in counterfeit U.S. bank cheques was mentioned in the currency counterfeiting report submitted to the General Assembly at its session in Berne in 1966. Several traffickers using forged passports had been arrested in Germany and Sweden after having cashed a number of counterfeit cheques in various European countries. Later in the year, delegates from 13 countries met in Paris, at the General Secretariat, to discuss this case. As a result of the meeting, "warning" notices were issued about 6 traffickers and a "wanted" notice was issued for an accomplice who had been identified. A telephone number found in the address book of one of the people arrested in Sweden enabled the Argentine police in June 1966 to find the workshop in Buenos Aires where the cheques had been printed. A press and 20 plates were seized. Fragments of other plates showed that the counterfeiters had also printed receipt stamps for a Uruguayan insurance scheme and bearer-bonds for a Argentine pension scheme. Two Argentines (one printer and one photographer) were arrested.

— *Asia*: In January 1966 two Austrians were arrested in Ceylon. During November 1965 they had uttered 15 counterfeit travellers' cheques. They were imprisoned, then released, and managed to reach Greece, where they cashed 13 more counterfeit cheques of the same type. They were arrested in Vienna at the end of March 1966 at the request of the Greek authorities. Both of them had criminal records in Austria.

— *Europe*: In July 1966 a man using a British passport went into a Paris bank and asked to open an account; he did not receive a cheque-book as he did not have any money to deposit. He then left Paris for Nicosia (Cyprus), where he swindled a number of people (the total loss amounted to 4,000 dollars) with counterfeit cheques on the Paris bank he had approached. On every occasion, he showed a forged credit card bearing the number of his account (in fact, the bank concerned does not issue credit cards).

In August 1966 the Cyprus N.C.B. asked that an Interpol radio message be broadcast in an attempt to discover his whereabouts. He

was soon identified from the people to whom he had made telephone calls during his stay in Cyprus. It emerged that he was of Rumanian origin, had a record of eight convictions in Israel for theft, fraud and uttering counterfeit cheques, and that he had already travelled widely throughout the world.

Apparently unsatisfied with his profits from counterfeit cheques, he had made statements to the effect that while in Switzerland, Spain and Venezuela he had lost a number of travellers' cheques issued by a major American bank. The value of the cheques was refunded to him. But on 24th March 1967 he tried to draw money from the Paris branch of the same American bank, using a different American passport from the one he had shown in Quito. Suspicion was aroused and he was identified and arrested.

Counterfeit passports. — A case of counterfeit passports was reported by the Dutch N.C.B.

Miscellaneous counterfeits. — Counterfeit British Postal Orders overprinted with the word "MALAWI" and acquired in Pakistan were found in Kuwait and in Lagos (Nigeria).

Also, the Belgian police reported that there had been an attempt to print 1,000 French international driving licences in Liège.

In March 1966, counterfeit French Treasury 1,000-franc bonds were found in the possession of a Frenchman in Paris.

Finally, counterfeit payment orders supposedly issued by five European banks and one Uruguayan Bank were used to swindle large sums from a number of people in Western European countries.

DISCUSSION IN COMMITTEE

In plenary session, the *Secretary General* said that the most frequently imitated currency was undoubtedly the U.S. dollar; he pointed out that a new form of counterfeiting was becoming increasingly common — forged travellers' cheques. The work of "highclass" swindlers, it was difficult to control because of their *modus operandi*. Each summer, organised gangs arrived in Europe and in the space of a few days cashed huge sums in travellers' cheques using forged passports which they passed around — with the result that it was very difficult for the police to identify the criminals. European police officers now held conferences to pool information.



(The last such conference had been held only recently at the General Secretariat).

The *Secretary General* left it to the Assembly to decide whether it wished to set up a committee to study currency counterfeiting and draft new resolutions. He went on to say that special forms were available from the Secretariat for reporting seizures of new or already-known types of counterfeits to the Secretariat. In addition, the General Secretariat possessed a laboratory to which N.C.B.'s could send suspicious notes for scientific analysis and comparison with the laboratory's extensive collection of currencies from all over the world. The analysis only took a very short time.

The *Philippine Delegate* thanked the General Secretariat for providing, in particular, technical information about banknote quality; such information was valuable for any country intending to issue new bank-notes.

The *French Delegate* said that the number of cases of traffic in travellers' cheques was increasing all the time. A committee to discuss currency counterfeiting would, he thought, be a very good idea.

The *United States Delegate* thought that currency counterfeiting conferences held shortly before General Assembly sessions could prove very useful. *Mr Kelly*, a U.S. expert, explained that the U.S. gold coins which ceased to be struck in 1932 and which were generally regarded to be of purely numismatic interest, officially retained their face value.

The *Nigerian Delegate* then mentioned some seizures of counterfeit notes in his country and the attempts made to utter these counterfeits in Nigeria and Ghana. Traffic in Nigerian

currency was operated on a large scale (a direct consequence of the tightening of the exchange regulations), the aim of such operations being to acquire foreign currency. Interpol should circulate a memorandum listing the exchange control measures existing in each country.

The *Secretary General* explained that the Convention on the Suppression of Currency Counterfeiting had recommended that law enforcement agencies and issuing authorities should meet regularly. It had asked Interpol to organize the meetings and so far four had been held: in 1930, 1936, 1950 and 1960. *The Executive Committee had thought of holding a fifth meeting in 1969.* The conference could be held at the same time as the General Assembly session or, preferably, at the Organization's headquarters in Saint Cloud.

Interpol's recommendations concerning the features which afforded the best protection for bank-notes against counterfeiting were drawn directly, said *Mr Népote*, from the conclusions of the 1961 conference. He hoped that the forthcoming conference would carry on this work.

He said that the *Nigerian delegate's* request raised the problem of *exchange control*; it was especially difficult because some countries considered such offences fiscal rather than penal.

The *Secretary General* proposed that the special committee on currency counterfeiting be constituted.

The proposal was approved.

Delegates from the following countries sat on the Committee: France, Ceylon, Ghana, Greece, Libya, Malaysia, Laos, Switzerland, United Kingdom, United States, Indonesia, Congo-Kinshasa, Morocco, Nigeria, Italy, Lebanon, Guatemala, Canada, Algeria, India, Mexico and Tanzania.

Mr John HANLY (United States) was unanimously elected Chairman.

The *French* delegate reminded his hearers that the problem of currency counterfeiting was spreading and acquiring new characteristics every day. He thought that the Committee could consider the aspects of the question that were most likely to have an international bearing and especially the problem of counterfeit U.S. currency printed in different countries and circulated throughout the world;

counterfeits of other currencies were seldom found outside the countries in which they had been printed.

Another problem was that of the counterfeiting of *other means of payment* such as bank transfers, drafts and other commercial effects, letters of credit, credit cards and, above all, travellers' cheques. The Committee should recommend to the General Assembly that a seminar be held for experts and law enforcement officers specializing in this field. The Committee's title was too limited: it should be called the "committee on the counterfeiting of currency and other means of payment."

The *United States* delegate said that the dollar was certainly the currency most liable to be counterfeited; this was confirmed by the recent example of counterfeit \$100 bills that had been circulated to the face value of \$343,000 in Western Europe and two African countries; the same counterfeit had circulated in the United States in much smaller quantities.

The *Chairman* pointed out that the I.C.P.O.-Interpol was not particularly well equipped to intervene in cases involving fraudulent activities of a commercial nature.

The *United States* delegate then recalled that partial or total reproduction of any sort of banknote or bond issued by the government and, in particular, reproduction for publicity purposes, was a criminal offence. This type of offence was, however, particularly difficult to prosecute because there was seldom any criminal intention and the authorities usually did no more than warn and try to discourage those responsible.

The *French* delegate said that the French penal code provided severe punishments for any reproductions of banknotes liable to deceive the uninitiated; the danger was that printers might be encouraged to print counterfeits for unlawful purposes instead of publicity purposes.

The *Chairman* agreed with this point of view. Whether the operation was conducted by counterfeiters or for publicity purposes, the first stage involved reproducing a genuine banknote. In the United States, banknotes of all countries were protected by law against counterfeiting of this type. He then asked the Committee to discuss the possibility of a seminar on currency counterfeiting in 1969.

The *French* delegate thought that a seminar was essential: it should bring together printing technicians, law enforcement specialists and also legal experts who could give their views on the penalties that could be imposed for counterfeiting currency or other means of payment.

He then alluded to the case of counterfeit Congolese banknotes, involving 2,000,000 francs, which were found in Burundi; the police had been able to seize a good deal of printing equipment and to arrest all the counterfeiters and their accomplices. The whole operation was conducted jointly by the Swiss, Italian, Congolese and French police.

The *United States* delegate then said that he thought it would be useful to hold a seminar because more and more people were now able to acquire equipment for printing counterfeits. Banknotes were inevitably handled a great deal and it was essential to take new precautions, especially in connection with the chemical composition of inks, the texture of papers, etc., and the presence of technicians at the seminar would be very helpful.

The *General Secretariat* representative assured the meeting that the Secretariat would set about organizing the seminar and would conduct consultations about the agenda. He went on to urge affiliated countries to send the Secretariat as much information as possible on every counterfeiting case, to make a point of using the forms provided for this purpose and to send specimens of seized notes for laboratory examination.

The *Guatemalan* delegate then said that the important thing was to circulate information *rapidly*: any delay made it impossible to take action. Travellers' cheques were accepted far too easily; it would be a good idea to demand proof of the identity of the bearer in the form of special credential-type documents that would have to be presented by anyone wishing to cash a travellers' cheque.

The *Moroccan* delegate suggested that the I.C.P.O. publish a list of all *genuine* travellers' cheques issued throughout the world.

In *plenary session*, the Chairman of the Committee (*United States* delegate) gave a summary of the discussions that had taken place:

1. *The Committee had not thought it timely to submit a draft resolution; however, it had proposed that the Secretariat organise an*

International Conference on Currency Counterfeiting in 1968 or 1969. The agenda could be drawn up by the Secretariat in conjunction with interested countries.

2. *The Moroccan representative had suggested that a collection of genuine travellers' cheques be made and distributed to the N.C.B.'s. Some companies issuing travellers' cheques had been contacted and had promised their help.*

3. *The French delegate had stated that legislation in France had made the printing of notes for publicity purposes illegal.*

4. *The Committee had also discussed the problem of counterfeit gold coins and had congratulated the French authorities on their efforts to put an end to such offences. All relevant information should be forwarded to the Secretariat as soon as possible.*

5. *The General Secretariat agreed to re-examine the date of the proposed Conference.*

As far as a collection of travellers' cheques was concerned, there seemed to be no reason why the Secretariat should not do as it had with currency and obtain as many specimens as possible. The publishers of "*Counterfeits & Forgeries*" would be consulted about the technical problems involved.



Mr Arai, Director-General of the Japanese police, with Interpol Secretary General Népote.

EXTRADITION: POTENTIAL OF NATIONAL EXTRADITION LAWS

The Report

(submitted by the Secretariat)

In theory, extradition is a legal and political question, the role of the police being basically to arrest the wanted person and hand him over to the courts, who then give the political authorities an opinion on the legality of extraditing him.

In practice, the police — and in particular the INTERPOL N.C.B.'s — are very much concerned with extradition problems because it is often they who set the extradition machinery in motion following a request from foreign authorities. In addition, they are often called upon to advise and inform the courts and to function as liaison agents on cases. Finally, extradition can be considered as the real end of a criminal investigation.

Since 1946, the I.C.P.O. has made several major statements on extradition:

— In 1948 a report was submitted to the General Assembly describing the draft universal extradition treaty drawn up by the International Penal and Penitentiary Commission. Circumstances unfortunately prevented the implementation of this treaty though it may well have inspired later efforts.

— In 1960 a detailed report was given on the role of Interpol in provisional arrest with a view to extradition. The principles and procedures explained in this report are still completely valid and still fundamental.

— On various occasions, at General Assemblies or regional conferences, it has been strongly recommended that all countries — and particularly newly-independent ones — should sign bilateral agreements or that, better still, groups of countries should work out multi-lateral treaties which would amount to a kind of universal charter on the subject (e.g. the treaties elaborated by the Council of Europe, the Arab League and the Afro-Malagasy Union).

However, although the policy of bilateral or multilateral agreements is to be encouraged, long delays must probably be envisaged before multilateral treaties can be ratified by all the states in a group and it is fast becoming impossible to unite all existing states in a complex system of bilateral agreements.

At its 1966 session (Berne), the General Assembly decided to encourage countries to adopt basic national extradition laws whose provisions would apply in the absence of a treaty between two countries. This is the direction which efforts in the field of extradition could now take.

The main advantages to be gained by adopting national extradition laws are that long drawn-out international negotiations are avoided and that national laws generally embody the main principles of the extradition policy of the country concerned. Also, in most cases, they apply provided the requesting country undertakes to return the favour should the case arise; they thus constitute an encouragement for extradition.

The General Assembly could recommend that any I.C.P.O. member country that does not possess a legal instrument of this kind should endow itself with one as soon as possible, using existing national laws as models.

All the same, it cannot be denied that practical difficulties may still be encountered. When extradition is carried out on the basis of bilateral or multi-lateral treaties, the requesting party and the party requested are both fully acquainted with the treaty's provisions and are thus easily able to comply with the stipulated procedural requirements. But when extradition is considered by the requested country on the basis of its own national extradition law, the requesting country — perhaps unfamiliar with the provisions of this law — may have difficulty in complying with the proper procedure.

The I.C.P.O. is in an excellent position to supply useful information on the subject, for instance by drawing up a list of affiliated countries which have basic national extradition laws and by circulating the texts of such laws.

Information of this kind would undoubtedly enable N.C.B.'s to answer judges' questions and to submit properly constituted applications for extradition within the time-limits prescribed in the requested country's laws.

The recommendations of the various resolutions on extradition adopted by the General Assembly at previous sessions are:

The I.C.P.C., having noted report No. 6 submitted to the plenary Assembly held in Prague in September 1948, by Mr Louis Ducloux, General Secretary of the Commission, on provisional arrest prior to extradition, (...)

DECIDES TO RECOMMEND to the Delegates to inform their respective governments of the attached draft general agreement, drawing their special attention to the section dealing with extradition procedure which, while safeguarding the traditional rights of individual liberty, has had as its aim the simplification of procedure and shortening of delays, with a view to the speedy accomplishment of formalities;

But, being of the opinion that the adoption of the general agreement may well involve a fairly long delay,

CALLS THE ATTENTION of the Delegates in particular to the pressing necessity to send, in a very short space of time, to the requested legal authority a telegraphic communication asking for provisional arrest and certifying the existence of a warrant of arrest, signed by the requesting magistrate;

RECOMMENDS to the Members to comply carefully with the extradition procedure, to speed up formalities as far as lies within their power and to notify each year the Secretary General of the inconveniences of a practical and general nature which they were able to notice, more particularly with regard to provisional arrest procedure;

Following the remarks made by Mr Bilancia and Professor Grassberger, the I.C.P.C. asks all Members to recommend to their Governments, pending the adoption of a general international convention on extradition, to insert in bilateral and multilateral agreements the measures advocated by the Commission in the matter of provisional arrest.

19th SESSION — THE HAGUE, 1950

The 19th General Assembly of the I.C.P.C., meeting in The Hague on June 19th 1950,

On the proposal of President F. E. Louwage,

RECOMMENDS to the Member States who wish to contract new bilateral or multilateral extradition treaties, to transmit to their Governments the copy of its draft international Convention on this matter, as submitted to the General Secretariat of the United Nations, in order that these States, in drafting such treaties, may consider using the terms and provisions of the draft convention;

INSTRUCTS the Secretary General to transmit to all Members a copy of the draft of the international convention in both French and English.

29th SESSION — WASHINGTON, 1960

The I.C.P.O. General Assembly (...)

POINTS OUT that in this field the police are invariably and primarily the auxiliaries of the government department responsible for the granting of extradition and that the N.C.B.'s are consequently bound by their own national laws and extradition conventions or treaties.



The delegate of Senegal.

DISCUSSIONS IN COMMITTEE

In plenary session, the *Secretary General* said that in cases where extradition machinery failed, the police had to search for the criminal all over again. This was why the I.C.P.O. took an interest in the subject. Two important milestones had been the 1948 Universal Convention on Extradition — which had scarcely more than symbolic value — and the adoption by the Assembly in Washington in 1960 of a Report on “Interpol and Extradition”, which remained a fundamental text.

The third stage, as described in the Report, consisted of encouraging countries to adopt national extradition laws.

The I.C.P.O. was also going to draw up a list of adhering countries which had passed such basic laws on extradition and circulate the full texts to all members.

The *Italian Delegate* said that 240 international criminals wanted on warrants of arrest had been extradited in 1966 either to or from Italy. The results would have been even better if magistrates in some countries did not insist on positive evidence of guilt before authorizing an arrest. It often happened, too, that criminals took refuge in countries where the authorities were not able to act until a request had been received through diplomatic channels — sometimes even when an extradition treaty existed (this showed that such treaties did not always suffice to ensure effective co-operation between police forces). The Italian Code of Criminal Procedure allowed the police to arrest any wanted person who had taken refuge in Italy provided a warrant of arrest had been issued by the judicial authorities of another country or an equivalent document circulated by Interpol. People arrested on this basis were placed at the disposal of the Attorney General,

who could order their release. Other countries should follow this example.

Another frequent situation: extradition turned out to be impossible because there was no treaty; in Italy, even though a person could be arrested, this meant that he or she had to be released.

(A member of the Italian N.C.B. was taking part regularly in Government consultations on possible revisions of Italy's extradition treaties.)

Yet another problem stemmed from the fact that extradition was often only granted if sufficient evidence of guilt was produced. But it was not always easy to furnish such evidence: sometimes it could not be supplied without violating the rules of secrecy applying to judicial investigations!

The European Convention on Extradition, which stated that extradition could be granted on the strength of a copy of the warrant of arrest accompanied by a brief description of the facts of the case, was extremely important. The I.C.P.O. had given a great deal of assistance during its preparation and it was open to *all countries of the world* (although only 6 had signed it). It would be advisable to consider drafting a new treaty likely to be signed by all Interpol countries, if preliminary enquiries among police forces suggested that there would be a chance of success.

Since bilateral treaties did not always suffice to achieve satisfactory results, the *Italian Delegate* thought that a Committee of Experts should be set up to study all the aspects of the subject. (As long ago as 1930, the Organization's General Assembly had set up a Committee in Vienna to submit a report on the subject to the League of Nations.)

The *Japanese Delegate* reported that the number of offenders entering Japan had increased steadily over the past few years. The whole question of extradition had had to be re-examined. At the moment, Japanese law made it impossible to hold wanted people provisionally.

The *Secretary General* felt that in cases where an N.C.B. could not be sure that the judicial authorities would follow through with an immediate request for extradition, it was better to ask for a discreet watch to be kept on the person concerned and not to apply for provisional arrest.

Extradition was an expensive operation, and sometimes justice was not done for purely financial reasons.



The *Austrian Delegate* thought that it was always of value to a police force to know that someone was wanted in another country. Statutes of limitations and time-limits for prosecution were important in connection with extradition and he suggested that the General Secretariat send out a questionnaire to all N.C.B.'s to find out as much as possible about their laws on this subject.

The *Ethiopian Delegate* pointed out that extradition had been discussed by the General Assembly for the past three years in succession. At Ethiopia's request, extradition treaty problems had been put on the agenda for the next meeting of the Heads of African States.

The *Indian Delegate* was convinced that no really effective solution to the problem could be found until the question was settled at *legislative level*, for the most frequent cause of failure was delays inherent in legal procedures.

He wanted to see a model extradition form drawn up. A universal convention, of the type described by the Italian delegate, would be the ideal solution. His country had had an Extradition Act since 1962 making provision for extradition even to countries with which India did not have extradition treaties.

The *President* suggested that the Assembly set up a Committee and the following countries joined it: *Algeria, Argentina, Spain, Italy, Zambia, Venezuela, Japan, Australia, Niger, Austria, Congo-Kinshasa, Malawi, the United Kingdom, Mauritania, Central African Republic, Thailand, Ceylon, Canada, Brazil, France, Liberia, Ghana, Senegal, Tanzania, Malaysia and Switzerland.*

Mr Manopulo, Delegate of Italy, named Chairman, commented on the complexity of the problem and suggested that discussions proceed on the basis of the Secretariat report and the paper which he had read.

The main purpose of the Secretariat's Report, explained *Mr Feraud*, had been to emphasize the value of national extradition laws when a country had to consider extradition in relation to another country with which it had no multilateral or bilateral treaty. The Italian delegation's paper had described certain gaps and defects in legislation and practice which the Committee could perhaps suggest ways of remedying.

The *French Delegate* thought discussions should be confined to subjects connected with the work of N.C.B.'s. He was sorry to see some countries had not published details of their extradition situation. In France, the N.C.B. played a part in most extradition cases.

The *Mauritanian Delegate* pointed out that not all countries' police had the same powers as those of France, Italy or Spain; in any case, extradition would always remain a matter for the courts and for governments. It was not very likely that governments would bow to the wishes of the N.C.B.'s in this matter. The problem would have to be approached differently, by drafting a convention which could be signed by all countries affiliated to the I.C.P.O. and appended to the General Regulations. He offered to prepare a suitable draft with the help of the Secretariat for submission to the General Assembly in 1968.

The *Chairman* stressed the importance of the problem of provisional arrest with a view to extradition and said that no convention which did not deal with it could be effective.

The *General Secretariat Representative* stressed the need to limit discussions to the question of adoption of national extradition laws by countries that did not have them. He agreed with the *United Kingdom Delegate* that the legal systems in all countries did not coincide on extradition problems, but this did not exclude the possibility of multilateral treaties among various groups of countries.

The *Mauritanian delegate* had made a most interesting suggestion, but it would be difficult to satisfy widely-differing legal principles and forms of procedure in a single draft. A universal convention had already been the object of an Interpol initiative in 1948 when a draft was submitted to the International Commission on Penal Law; but nothing had

come of this ambitious undertaking. The European Convention on Extradition had only been ratified by six countries since coming into force 10 years earlier. The United Nations had given up the idea of a universal convention on extradition. Interpol could make suggestions and put forward new ideas, but could hardly go further.

The *Delegate of Ceylon* then suggested that all I.C.P.O. member countries should send a draft extradition treaty to the General Secretariat; these drafts could then be combined in a model which could be submitted to representatives of all countries at a special meeting. The *Zambian Delegate* supported this proposal and stressed the need to set aside all political considerations in studying this problem.

The Ceylonese Delegate's proposal was put to the vote and adopted with 17 votes in favour, 3 against and 2 abstentions.

The *Chairman* felt that the ideal extradition agreement already existed — the European Convention, which had been drawn up with the help of the Interpol General Secretariat.

At this point in the discussion, a *drafting party was constituted to prepare the text of a resolution*. Delegates from Australia, Ceylon, Italy, Japan, Senegal, Thailand and Venezuela sat on it.

In plenary session, the *President* said that the Assembly would examine the text paragraph by paragraph since it was so important.

The *Thai Delegate* said that his delegation would oppose any draft which contained expressions like "provisional arrest" on which there was not full agreement as to the sense and for which there were not exact equivalents in the three working languages.

The *Austrian Delegate* agreed with this point of view. It was useful for the police to formulate recommendations for the judicial authorities and for legislators, but they should not be in any way compulsory. On the other hand, the speaker approved the two suggestions contained in the Secretariat's Report to draw up a list of Interpol countries with national extradition laws and to circulate the complete texts of these laws.

The *French Delegate* was afraid that the drafting committee had gone outside their terms of reference as laid down in the report on the limits of police action in extradition matters. The last points in the draft resolution were purely matters for legal experts. Moreover, point IV could not apply to France:

although his country had helped to draw up the European Convention on Extradition, it had not been able to ratify on account of Article 11 concerning the death penalty. In France, as elsewhere, highly-qualified legal experts were studying the problem of extradition and although the French authorities were highly appreciative of the practical assistance of Interpol and the N.C.B.'s (in obtaining provisional arrests), he thought they would resent any interference at the theoretical level, which was their domain.

Several delegates expressed similar reactions or other reservations. Only points I and II of the draft resolution seemed to find a generally favourable reception.

The *Senegalese Delegate* felt that since the task of the police was to arrest offenders and to prevent them from escaping from justice, it would be better to withdraw the draft resolution and simply urge that bi-lateral ties between N.C.B.'s be strengthened so that the police would not be unnecessarily hampered by legislative texts.

The *Delegate of Ceylon* thought that the N.C.B.'s were the most obvious agencies for presenting to governments the information they would need in order to consider a general convention. Ceylon's only idea in making the proposal was to hasten the coming of an international convention which would be acceptable to as many countries as possible. After examination of all the specimen conventions it would receive, the Secretariat could list the points of general agreement and define the areas in which points of view differed, and then distribute this report in an effort to extend the area of agreement. The United Nations could also be consulted. All this material could then be used in preparing bilateral treaties which would be encouraging examples for others to follow. The thought that perhaps the day when a universal extradition treaty was accepted was not so far off.

The *Australian Delegate* thought that the police, who enforce the law, could perfectly well point out failings in the law. The I.C.P.O. could always recommend the advantages of extradition treaties (Australia was already committed to this principle). The *Secretary General* agreed that the I.C.P.O. had the right — perhaps even the duty — to inform the judicial and governmental authorities of their desires. To conciliate the various points of view, *Mr Népote* proposed the word "Hopes" be substituted for "Recommends" in several places in the text of the resolution.

The *President* suggested voting on each paragraph separately.

The *Secretary General* commented that the complexity of the discussions was a reflection of the nature of the problem. Mere recommendations or even "hopes" about the possibility of improving the state of things brought up a host of problems; what, then, could be expected if any attempt were made to draft a universal convention on extradition?

A definitive text was submitted to the General Assembly (after a dozen amendments to the substance and form of the draft).

NATIONAL EXTRADITION LAWS HAVING DISCUSSED AND STUDIED

Report No. 5 submitted by the General Secretariat on Extradition and the Potential of National Extradition Laws,

AND IN VIEW OF:

- The need for legislation which ensures effective law enforcement internationally, particularly where extradition is concerned;
- The obstacles to be surmounted for all countries to have bilateral or multilateral treaties with all others from which extradition may be requested or extradition requests be received;
- The advantages of national extradition laws in the absence of bilateral or multilateral treaties;

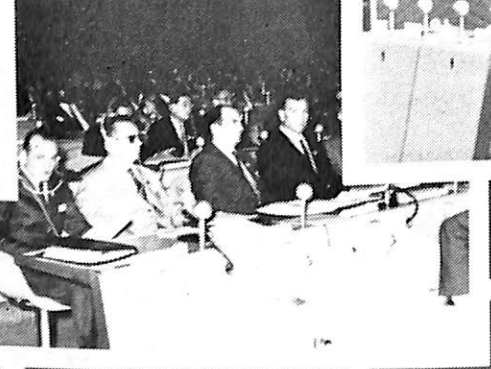
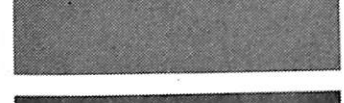
THE I.C.P.O.-INTERPOL General Assembly, meeting in Kyoto from 27th September to 4th October 1967 at its 36th session:

HOPES:

- I) That any adhering country which does not already have such laws will adopt suitable legislation specifying the circumstances in which extradition will be granted when requested by a country with which it has no extradition treaty;
- II) That all countries ratify any extradition treaties they have signed or acceded to as soon as possible;

DECIDES that the General Secretariat should obtain copies of all national extradition laws currently in force in adhering countries, and of particulars of any changes in these laws as they occur, and circulate them for other countries' information.

Adopted with 49 votes in favour, 3 opposed and 10 abstentions.



MOTOR VEHICLE THEFTS

Report

Thefts of motor vehicles were discussed at the 34th session of the I.C.P.O.-INTERPOL General Assembly (1965). The French delegation felt the subject should be explored further, and prepared and submitted the following report, which could not be discussed last year (Berne, 1966) for lack of time.

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THEFT OF MOTOR VEHICLES (GENERAL CONSIDERATIONS)

Motor vehicle theft has assumed alarming proportions in France; in 1953 there were 2,747 stolen motor vehicles, and in 1964, 35,438. Four and two-wheeled motor vehicle thefts have risen steadily in proportion to increases in the number of registered vehicles in France. There are five main types of thefts:

- a) "Borrowing" a car for a "joy ride" or the thrill of driving a particular make of car.
- b) Taking a car to steal the accessories.
- c) Taking a vehicle in order to steal goods from it.
- d) Taking a vehicle to use in committing another crime (e.g. robbery or burglary).
- e) Stealing a vehicle to sell it (usually after "ringing").

METHODS USED TO STEAL MOTOR VEHICLES

- a) *Thefts without aggravating circumstances:* vehicle is parked with its doors unlocked, the keys in the ignition and sometimes registration papers in the glove compartment.
- b) *Theft by means of duplicate keys:* in spite of wide variations in each series, there is usually a general type of key for each model, and expert criminals can easily produce workable copies.
- c) *Theft by breaking into the car:* a window is smashed or a small ventilating side-window is forced open; convertibles are broken into through their fabric tops.
- d) *Theft by removal with a wrecker:* a more rarely employed technique; thinking that a broken-down car is being towed away at the owner's request, by-standers see no reason to intervene.

Sometimes, thieves first park another car of the same type and colour near the one they intend to steal so that if the owner turns unexpectedly they can claim to have mistaken this car for their own.

In car thefts for "joy-riding", the offender is usually young and he tends to take cars which he knows how to drive in order to "take the gang for a spin".

The professional "heist" who takes a car which will be stripped of valuable goods or accessories or used in another crime has very different methods. The ground has usually been scouted beforehand carefully so that the thieves are sure of getting exactly what they want.

In the annual report of the Headquarters of the "Services de Police Judiciaire" (French Criminal Investigation Department), the percentage of stolen cars which are never recovered is put at 7%.

The missing vehicles have been sold — either in France or abroad — after passing through the hands of a "ringer" who can disguise the vehicle, supply new or forged papers and market the car.

INVESTIGATION METHODS

Preventive measures:

a) *Compulsory Anti-Theft Devices:* — There can be no doubt that a law requiring every motor vehicle to be fitted with an anti-theft device would contribute to reducing the number of thefts (see General Assembly resolution, Madrid 1962). As long ago as 1960, the Federal Republic of Germany introduced into the Highway Code (which is federal law) a provision which reads as follows:

"Preventive Device against the Improper Use of Motor Vehicles: Commercial motor vehicles and motorcycles must be protected against improper use by effective anti-theft devices. For this purpose, as specified in section 1, locking the doors and removing the ignition key shall not be considered sufficient protection."

b) *Keeping the public informed.* — Car-owners should be urged to make sure that their doors and luggage compartments are shut properly, that the key has not been left in the ignition and that anti-theft devices — on cars that have them — are set.

Frequent reminders should be issued about other elementary precautions: ownership papers should never be left in the car; a vehicle should never be left unattended with its motor running; etc.

c) *Efforts directed at automobile manufacturers.* — From investigating cases, police should draw up a list of the design flaws in each make of automobile and communicate the information to manufacturers in the hope that improvements will be made to protect cars against being broken into and stolen.

d) *Legal and administrative measures.* — Certain legal provisions and regulations could help cut motor vehicle thefts:

- Compulsory allocation of a standard identification paper to every motor vehicle delivered in the country.
- The paper should be stamped with an embossing seal or else the information should be punched into the paper.
- When a motor vehicle is destroyed or temporarily disabled, it should be compulsory to return the papers to the issuing department.
- Severe penalties should be provided for anyone guilty of using expired or improper registration plates or papers.
- Some details about the motor vehicle registration system should be kept secret.
- Identity plates giving the owner's name should be forbidden, unless mounted so as not to be visible from outside the car.
- Paper which is hard to counterfeit should be used for motor vehicle documents.

Law enforcement:

a) *Patrolling and roadblocks:* — A variety of tactics are employed: roadblocks at which traffic is checked systematically, police rounds and radio-directed patrols, direct C.I.D. intervention in areas where motor vehicle thefts become very numerous.

Young people who have "borrowed" a car often give themselves away by their driving.

Professional thieves, on the other hand, are only apprehended as a result of long and difficult investigations and intimate acquaintance with the underworld circles engaged in "ringing" stolen cars.

"Spot checks" on the highway are only effective when they are carried out by police officers who are wise to the ways of stolen car "ringing". A certain number of legal or



Spanish and American delegates.

administrative steps must be taken so that car drivers are obliged to comply with police requests to pull over for examination of the vehicle and its driver.

The French police are entitled to investigate vehicles and their drivers. Drivers must show their driving licences and the registration papers of their vehicles, a road licence sticker attesting to the fact that the road tax has been paid, a third-party insurance certificate and, for self-drive hire cars, a form signed by the car-hire firm — the "feuille de route".

Only three of these documents are official papers printed by Government Printers on watermarked paper.

Statutory or administrative texts should specify the plates and other markings required on motor vehicles.

In countries which have set up the legal machinery described above, it is possible to institute patrolling and highway checks (both at fixed points and on a mobile basis) which can bring both parked and rolling vehicles under police scrutiny.

b) *Qualified police officers for motor vehicle thefts.* — It is essential to create a department which is responsible, at the national level, for centralising information about stolen motor cars and about motor vehicle thieves and for co-ordinating local and regional investigations. This department should keep a national file of stolen cars both on the basis of registration numbers and by the serial number of the make and model.

Another responsibility of this department is the education — both theoretical and practical — of regional and local police officers.

In cases with international ramifications, this department should co-operate with the N.C.B. in handling cases with technical aspects.

c) *Checking vehicles "written off" as total wrecks.* — The number of road accidents has risen constantly and more and more late-model cars are finding their way onto the scrap market where they can be bought by thieves. The various papers and identification plates can be removed and used to give a new identity to a stolen car.

A recent inconclusive experiment suggested that it should be possible to set up a foolproof system: records could be kept of all buyers of wrecked vehicles and police departments would be required to send the records office a copy of a standard card describing any person implicated in a case of motor vehicle theft or stealing from parked cars.

Investigations of cases where motor cars are stolen and then disguised are complicated because in the present administrative set-up, the departments which issue motor vehicle papers have no way of knowing that a car for which papers are being requested is actually lying in a garage a total wreck.

d) *Investigation techniques:* — A motor vehicle theft investigation can begin in any of several ways:

- a report to the police about the suspicious activities of a neighbour or other person working — perhaps fairly secretly — at changing the identities of various vehicles.
- a call from a mechanic who has noticed something suspicious about a vehicle.
- the incidental discovery of registration plates and papers or door and ignition keys in the possession of a criminal arrested for some other reason.
- the apprehension of an individual in the act of taking a car.
- a request from the motor vehicle registration department when questionable ownership documents are presented or when a vehicle is registered twice.
- discovery of a wrecked car whose identification plates have been removed.

Investigations automatically comprise three particularly important operations:

- examination of the vehicle or vehicles,
- scrutiny of papers,
- one or several searches.

If the investigating officer finds a car whose identity has been changed, his next step is to establish the car's genuine identity. In order to do this, he will try to determine the original serial (or chassis) number, which will enable him to locate the vehicle in a filing system of motor vehicles.

It is essential for the investigating officer to be familiar with standard models; this kind of technical background comes with experience, from reading magazines and other publications and from consulting the information put out by manufacturers for dealers.

The golden rule in examining the "appearance" of a questionable car is to look for the oldest parts: the most prominent and accessible parts' numbers are of course the first to be changed on a stolen car, so the hidden, less publicised numbers are very important (on some French cars, for instance, the axle and the gearbox numbers).

A trained investigating officer will at least be able to say whether all the parts could conceivably be from the same car.

Investigating suspect vehicles and questioned documents requires a certain amount of experience on the part of the investigating officer. Even more so, officers responsible for searches of suspects' garages and domiciles must be closely acquainted with the techniques used by criminals who specialise in stealing motor vehicles and they must be able to recognise the various kinds of equipment used by motor vehicle thieves.

In interrogating suspects, too, investigating officers must have a certain amount of technical knowledge about motor vehicles and about possible ways of disguising them.

NOTICES AND RECORDS

In France, descriptions of stolen motor vehicles are immediately circulated throughout the region. However, before the notice is circulated nationally, there is a minimum delay of ten days — to avoid cluttering the central stolen motor vehicle records with information about cars which have simply been "borrowed" for a short time.

When a motor vehicle is reported stolen, two cards are made out: the "fiche administrative", filed according to the vehicle's registration number, and the "fiche technique", filed by make, model and serial number.

The two files are cross-indexed.

A copy of the "technical" card kept in the central stolen motor vehicle records is sent to the manufacturer, who adds the parts' numbers being issued when the car left the factory. The card is then filed in the special central records office as explained above.

When cars are recovered, notices that they are no longer being sought are also forwarded to the central stolen motor vehicle records office and then circulated fortnightly throughout the country.

Cards and notices are sent to all police departments and Gendarmeries, whose files cover all France, and also to all Prefectures in France.

It would be useful if national and international notices concerning stolen motor vehicles could follow a common model and be drafted on the basis of a common classification system.

CENTRAL MOTOR VEHICLE RECORDS OFFICE

France has always had a central records office in which all motor vehicles licenced on French territory are listed and classified. It is possible to identify a car with no licence plates by means of the serial number (or chassis number), even in cases where a vehicle has been substantially altered in an effort to disguise its identity.

A central motor vehicle records office is indispensable for locating used cars, whether fraudulently obtained or not, which come into a country from abroad.

International police co-operation. It can take numerous forms:

- *Surveillance of the international used-car market.* (A report might be sent to the exporting country whenever a car with foreign registration — i.e. an imported used car — was submitted for licencing for the first time in a country.)
- *Check of provisional registrations of vehicles in transit.*
- *Exchange of technical information* (criminals, legal and administrative provisions, motor vehicles).

National Central Bureaus should exchange certain background information: copies of the various papers required of a car owner, replicas of licence plates and an outline of motor vehicle registration procedures.

Changes in national laws

The laws of all countries should be standardised on several points; in particular, it should be compulsory everywhere for all motor vehicles to be fitted with anti-theft systems, to have their serial numbers marked on tags mounted by the builder and also stamped on an essential and irremovable part of the vehicle.

Manufacturers should also be asked to keep a record, as they do in France, of as many of the numbered parts as possible, along with information about the original purchaser, especially when delivery is taken abroad.

CONCLUSION

The General Assembly has already (1962) passed a resolution on the prevention of motor vehicles theft recommending five measures:

- that N.C.B.'s exchange information concerning motor vehicle thieves;
- that manufacturers' serial numbers be marked on the main parts of all vehicles;
- that anti-theft devices be installed on all vehicles as regular equipment;
- that sanctions be provided for owners guilty of gross negligence;
- that central offices be set up to specialise in combatting the theft of motor vehicles.

It would be interesting to see how many of these ideas have been put into practice. It would be a good idea to remind manufacturers again about the dangers involved in eliminating identification numbers from engines and from other essential parts and abandoning the attempt to keep detailed records.

An effort should certainly be made to expand the exchanges of information among N.C.B.'s on all the points mentioned.

In conclusion, the General Assembly might also wish to urge that particular attention be paid to the suggestion formulated above concerning the systematic exchange of information about individuals who sell used motor vehicles with foreign registration.

DISCUSSIONS IN COMMITTEE

The *Secretary General* explained that the Report submitted by the French delegation, which the Assembly had been able to discuss at its 1966 session, had now been completed. The articles on the same subject published in the *International Criminal Police Review*

(April 1964, August—September 1965, October 1966, November 1966 and April 1967) were also very important.

There were three aspects to the problem: (1) Unauthorized use; (2) real theft which often had international ramifications and was accompanied by related offences such as forgery and counterfeiting of documents; (3) preventive measures.

The *French* delegate reported that the suggestion that French car manufacturers fit anti-theft devices on vehicles had resulted in a Bill being submitted to the French Parliament making it compulsory. Also, the computer at the Prefecture of Police was now being used to transfer the central car records to magnetic tape.

The *Assembly* decided that a Committee should be set up to study this problem, comprising delegates from *France, Libya, Malaysia, Australia, the United States, Austria, India, the United Kingdom, Thailand, Argentina, the Federal Republic of Germany, Italy, Japan, the Philippines, Zambia, Canada, Ceylon, Switzerland, Mauritania, and Tanzania.*

The *French* delegate, Mr HACQ, unanimously elected Chairman, noted that the Committee had to study a report which combined studies produced by France, Spain and the United Kingdom.

The *Philippine Delegate* thought the Committee should study car theft followed by insurance fraud: the car-thief would demand that the insurance company pay him 50—60% of the stolen car's value for the vehicle to be returned.

The *Chairman* wanted to see car manufacturers make their identification numbers more difficult to alter and easier to check. Several delegates described the advantages of stamping manufacturers' numbers.

The *Italian Delegate* then stated that the C.I.D. Headquarters in Italy had recently put into operation a national computerised file of stolen cars which made it possible to say almost immediately whether a suspect car had indeed been stolen. The information was transmitted by telex or by means of top priority telegrams. The public could, he said, report the disappearance of their car simply by dialing a telephone number. As a result of the resolution adopted by the General Assembly in Madrid in 1962, a bill had just been submitted to Parliament requiring all



Some members of the French delegation: (from right to left) Messrs Hacq, Fernet and Ceccaldi.

vehicles to be fitted with an anti-theft device. In addition, he thought it would be a very good idea to standardise car registration papers: they should be written in several languages and printed in a special way to make them difficult to alter.

The *Chairman* said that France, too, had a national computerised file of stolen cars which had been in operation for several months. He believed that this applied also to Federal Germany, Switzerland and the Netherlands. In France, too, a bill was before Parliament requiring anti-theft devices on motor vehicles. This was a question which interested the I.C.P.O.-Interpol as these kinds of devices could be mentioned in the International Road Traffic Convention. He thought the Italian delegate's suggestion about international car registration papers was an excellent idea but agreed that this would take some time to achieve.

The *Japanese* delegate said that his country had a most efficient set of computerised records on stolen cars.

The *Argentine* delegate then said that a national register of motor vehicle ownership had given excellent results. The Government had also set up a new organization with specially-trained staff in automobile mechanics. A bill had been drafted stating that the Federal police alone would be responsible for handling cases of motor vehicle theft.

The *Indian* delegate said that the French report would interest a great many delegations. In his country, there was less "borrowing" than actual stealing with a view to

selling the car (disguised) or accessories. Motor vehicle registration was not centralised under one national authority and registration papers were still easy to forge. Useful measures could be the compulsory fitting of anti-theft devices and the marking of serial and engine numbers on irremovable parts of the vehicle.

In *Federal Germany*, explained the delegate, the law on anti-theft devices had been extended to cover *all* motor vehicles.

The *United States* delegate said that 560,000 cars were stolen in his country in 1966 — a rate of one per minute. Most of the thieves were under 20 years of age and they were nearly all males. Almost all the cars were recovered. The *Chairman* noted that in France, too, 93% of stolen cars were recovered and the same categories of thieves seemed to exist.

The *Canadian* delegate then explained that the number of car thefts in his country was also on the increase. The Canadian N.C.B. had instituted a central records office with a telex network. The R.C.M.P. was also going to set up a department linked to the computer in Washington (U.S.A.). In Canada, some key-manufacturers had marketed sets of skeleton keys for cars; these were extremely dangerous instruments which he hoped would soon be banned by law.

The *United Kingdom* delegate reported that a special squad had been set up in the United Kingdom in 1960 to deal especially with cases of cars stolen for criminal purposes. Gangs of criminals had been found in possession of sets of keys that could be used to open the doors of any car on the market. The Home Office was also considering making anti-theft devices compulsory. Only two anti-theft devices had been shown to be reliable: did this mean that laws would have to specify the kinds of devices which were acceptable? And was there any provision about how long cars could be left without their anti-theft devices being used? Would the French bill make it compulsory to *use* anti-theft devices even if the driver of the car were only leaving it parked for a few moments? And if the police found that a car did not have an anti-theft device on it or that the driver had not made use of the one he had, would they have the right to impound the vehicle?

The *General Secretariat* representative said that in Austria a driver who left a car with the keys in the ignition or even with the engine running would be punishable under

the terms of a pending bill. The French Sureté Nationale wished to have a provision added to the Highway Code specifying that the driver or owner of a parked vehicle must take appropriate precautions to ensure that the vehicle is not used without his knowledge. What had become of the Austrian legislation?

The *Austrian* delegate said that the Austrian bill had not yet been passed for purely technical reasons.

The *Chairman* agreed with the suggestion of the *Delegate of Ceylon* that motor vehicle manufacturers should be obliged to stamp identification numbers on cars and equip them with anti-theft devices. Mr *Feraud* (*General Secretariat*) did not think that the Council of Europe was studying this particular aspect of the problem in connection with its convention on road traffic offences — but perhaps simply because no one had drawn their attention to it.

The *German* delegate then asked that more information be exchanged to combat the theft of cars to be resold abroad. He illustrated the value of such exchanges with a case involving Germany and Turkey. He also suggested that the Assembly pass a recommendation urging legislative and judicial authorities to provide severe penalties for illicit borrowing of cars.

The *Chairman* pointed out that the European Convention on Road Traffic Offences might well contain provisions about co-operation in the application of penalties for this particular offence. It was important, added the *Chairman*, for all adhering countries to adopt certain measures designed to prevent motor vehicle thefts. Co-operation was particularly valuable at the *continental* level because there were not many cases of inter-continental traffic in stolen vehicles.

The *Chairman* suggested that a small drafting party meet to draw up the final Resolution. (The delegates of the United Kingdom, United States, Italy and Federal Germany joined this working party.)

The *French* delegate, who had been *Chairman* gave an account of the work of the Committee on Motor Vehicle Thefts: discussions had been lively and wide-ranging. The speeches given by the delegates from the Philippines, the United Kingdom, Japan, Argentina, India, the United States, Canada and Federal Germany had been particularly outstanding. It had been noted that the recommendations made by the General Assembly during its 1962 session (on the setting up of

computerized records, providing specialized training for police officers, etc.) had been followed by a number of countries. The Committee had felt that preventive measures, such as making it compulsory to fit anti-theft devices and to stamp identification numbers on engines and chassis, should be extended and perhaps even included in the international convention on road traffic. Moreover,

car owners and drivers should be given more advice on taking precautions, international co-operation should be intensified and, finally, all the laws on car-stealing should be rigorously enforced.

The Chairman read out the text of the Draft Resolution *which was adopted* with 57 votes in favour, 2 opposed and 2 abstentions.

RESOLUTION

After reading and discussing Report no. 9 submitted by the French Delegation on motor vehicle thefts;

The General Assembly of the I.C.P.O.-Interpol, meeting in Kyoto from 27th September to 4th October at its 36th session:

STRESSES the importance of the suggested measures, in particular, those mentioned in Chapters V and VI and in the conclusion;

NOTES with satisfaction that the recommendations contained in resolution no. 8 adopted by the General Assembly in 1962 have been implemented in a number of the Organization's adhering countries;

REITERATES these recommendations and **URGES** the Heads of N.C.B.'s:

1. To impress on motor vehicle manufacturers in their countries the need for stamping identification numbers on engines and other essential parts and for keeping records of these numbers;
2. To ask the Governments of their respective countries:
 - a) To introduce legislation making anti-theft devices compulsory;
 - b) To prohibit advertising in connection with

the sale of skeleton car keys so as not to encourage motor vehicle thefts;

- c) To intensify efforts to inform drivers of ways in which they can help prevent motor vehicle thefts;
 - d) To create, where they do not already exist, national or State records offices for collecting and classifying the registration particulars of vehicles on the roads or, if this is not possible, a national office for centralising information on stolen motor vehicles;
3. To urge the judicial authorities in their respective countries to impose stringent penal sanctions on motor vehicle thieves and/or traffickers;
 4. To regularly exchange information with the other N.C.B.'s, particularly concerning used-car dealers handling vehicles with foreign registration; and
- ASKS** the General Secretariat to contact the competent international body with a view to studying the possibility of including some of these measures in the text of the International Road Traffic Convention and notably those which would make it easier to recover stolen motor vehicles found abroad.

BOMB HOAXES

Report

For a number of years now anonymous telephone callers who claim — falsely — that there is a bomb on board an aircraft have created an extremely difficult problem for the police and delays and financial losses for airline companies.

At the request of the Austrian delegation to the General Assembly session held in Caracas in 1964, a questionnaire was sent out

to 16 countries on the subject of the problems raised by anonymous phone calls reporting that explosive devices had been placed on board aircraft. Fourteen countries replied (1).

In addition to particulars about the *type of*

(1) This report was to have been submitted to the 1966 General Assembly session but had to be postponed because the agenda was too full.

explosive devices used, an attempt was made to find out *how many* anonymous warnings had been reported during the past few years.

I — Types of devices liable to be placed in aircraft.

The devices most likely to be met with in this sphere consist of three parts: an explosive, a detonator and a firing mechanism.

(*Slow fuses* are simplest, but they act too rapidly to be used in aircraft.)

An *electric current* is usually employed with clocks, pressure gauges, barometers, pressure contacts, etc., to set off a detonator.

Barometers and *pressure gauges* set off the detonator when the plane reaches a certain altitude and the atmospheric pressure drops.

Pressure contacts are also used, as are devices based on the corrosive action of an *acid on a metal*.

It is advisable to call in expert assistance as rapidly as possible whenever such a device is found.

II — Number of cases reported and motives of the callers.

Even though the figures supplied refer only to 1957, 1960 and 1963, some general conclusions can be drawn from them.

— It is extremely rare for anonymous calls to result in bombs *actually* being found (Switzerland reported one case in 1963).

— Anonymous calls are especially frequent in *countries with heavy air traffic*.

— *Their number increases every year*.

— There are series of such calls: publicity given to such calls encourages imitators.

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The motives of the callers can be described as either malicious or mischievous.

— Malice is sometimes the driving force either to harm a given country or as revenge by airline employees who feel resentful about the company they work for.

— A desire to make mischief or keep people guessing is more likely to be the motive of the type of person who specializes in anonymous calls and practical jokes; such people are probably impelled by a desire for power or more complex psychological urges.

III — Security measures and police inquiries (a few examples).

FEDERAL GERMANY. — The information supplied comes from a report issued by a sub-committee formed during the meeting of the Ministers of the Interior of the various Länder held in 1964 and from a report issued by the Landeskriminalamt of Bavaria.

a) The sub-committee noted that technical obstacles made it extremely difficult to trace an anonymous telephone caller. Stress was laid on the important role played by police at airports, and the need for police co-operation not only with airline companies but also with other government departments. The fact that Germany is a federation of States raises problems from the legal point of view.

b) The investigators of the Bavarian Landeskriminalamt had had to handle an actual case and had reached certain conclusions about the steps that should be taken.

ARGENTINA. — If the plane has not taken off, the Federal Police and the airline company concerned are immediately notified and decide whether to call in an expert. If the plane is in the air, the captain is alerted. The decision about whether or not the plane should take off is left to the airline company.

BELGIUM. — If the call is received by the Belgian National Airline Co. (SABENA), this company informs the National Civil Aviation Department, which in turn informs the police and judicial authorities. Freight, luggage and mail are all carefully searched. The SABENA Co. decides whether or not to allow the plane to take off.

CANADA. — The information supplied by the N.C.B. comes from several sources:

Canadian Pacific. — All calls are taken seriously and an attempt is made to trace them. The local police forces are informed that their help may be needed. Passengers' luggage is searched in the presence of the owners or, with their permission, outside their presence. Unaccompanied locked luggage is isolated for 24 hours before being forwarded to its destination.

Luggage, parcels and mail are checked by means of an electronic stethoscope and even if nothing dangerous is found, the plane is thoroughly searched before being used again.

Toronto Police Department. — Airline companies that receive anonymous telephone

warnings immediately inform the police. If the plane is in flight, it is up to the company's officials to decide whether or not it should land as soon as possible for a search conducted by police officers in the presence of the company's representatives and the owners of luggage on board.

The installation of a fluoroscope has been requested but there are technical problems.

ITALY. — At Linate and Malpensa airports (Milan), thorough searches are conducted by bomb disposal specialists and trained police personnel and also by an aeronautical engineer who is an expert on the type of plane involved.

NETHERLANDS. — A set of emergency rules has been drawn up specifying the measures which must be taken immediately.

— If the plane has not taken off, it is isolated and inspected under police surveillance. If the plane is in the air, the captain and the airport inspector on duty are informed. It is up to the head of the air police department to give clearance for the plane to take off after being searched.

UNITED KINGDOM. — In the case of anonymous warnings, whether the aircraft is on the ground or in the air, responsibility for the emergency measures to be taken lies with the captain. The duties of the police are to ensure that all relevant information is conveyed to the captain, to co-operate with the airport authorities in isolating the plane and to preserve order.

SWITZERLAND. ZURICH (Kloten Airport) — When it appears that an anonymous warning should be taken seriously, the police of the canton warn the airline company concerned. It is up to this company to decide what instructions to give the captain if the plane is in the air and whether or not to put emergency measures into effect. It is up to the police to decide when the crew and passengers are out of danger.

IV — Legislation under which proceedings can be taken.

Anonymous, unjustified warnings can be regarded as a type of "public mischief" which is not covered by law. In fact, only two countries have special legislation on it:

In AUSTRALIA, Section 19 of the Commonwealth Crimes (Aircraft) Act provides that anyone threatening to destroy, damage or



endanger an aircraft or conveying false information to this effect is liable to two years' imprisonment. This is one of the few laws specifically covering the subject of this report; it greatly facilitates criminal proceedings.

In the UNITED STATES, the imparting of false information relating to the destruction of aircraft is specifically provided for under Title 18, United States Code, paragraphs 31 to 35 inclusive.

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As few countries have laws that specifically refer to this type of offence, most of them take proceedings under existing texts which may relate to: *insulting public authorities, causing administrative or judicial action to be taken without reason, verbal threats accompanied by instructions or conditions, interference with the performance of duties by a public official, propagating false information, disturbing public order, "giving an alarm" without justification, etc.*

The important factor is that courts should convict on the basis of laws which provide for penalties that are sufficiently severe to bear some relationship to the damage and inconvenience caused.

V — Police approach to the problem.

When one or a series of these anonymous telephone calls is received, the authorities must ensure that a prearranged emergency plan is rapidly put into effect; have equipment for detecting explosive devices at their disposal; attempt to identify the caller.

I. EMERGENCY PLAN. — It would be useless to attempt to draw up a plan that

would serve for all countries, under all conditions. The following list of essential measures could be used as a basis for detailed regulations.

1. *Registering the call*: the exact time, the speaker's accent, background noise and the exact words spoken should all be noted. Record caller's voice whenever possible.

2. *Alert the departments concerned immediately*; these include the airport headquarters (especially the emergency departments), the judicial authorities, the police, technical departments (special investigators, mobile photographic laboratory with X-ray apparatus, bomb disposal experts, etc.), the post office, the customs, the fire brigade and the health department.

— When this is necessary, ask that the police be empowered to carry out the necessary operations, by a magistrate's warrant for instance.

3. *Set up a headquarters* for organizing investigations and centralizing and co-ordinating operations.

4. *Measures at the airport*: Have the police set up barriers to isolate certain areas and keep back sightseers.

II. EQUIPMENT FOR LOCATING EXPLOSIVE DEVICES.

Metal detectors can show where metal objects are concealed. The *inspectoscope* (cf. I.C.P.R. No 89, p. 166) can record the presence of hidden objects if their density is greater than that of water by means of X-rays; the objects throw a shadow on a fluorescent screen and parcels, however bulky, can be checked from several angles.

One recent development in X-ray equipment makes it possible to show radiographic pictures on a television screen.

In addition to detection equipment, there is equipment designed to handle potentially dangerous objects. One example was described by Mr Leo Plouffe at the 5th International Criminology Congress in Montreal in 1965. It is a robot on caterpillar wheels with mechanical arms that are remote-controlled by radio and it is fitted with a camera. It can feel, film (Polaroid or television), open, move and carry parcels; it can climb stairs, turn a full circle and lift up to 50 lbs. (22.7 kg). Nevertheless, some specialists in explosives consider that there is no substitute for human skill in this delicate and dangerous work.

III. EQUIPMENT AND METHODS TO IDENTIFY ANONYMOUS TELEPHONE CALLERS.

Tracing a telephone call is an extremely difficult matter especially as automation spreads. Tracing can be done by keeping a "suspect" telephone under observation or by working back from the number called.

— There are devices which can record the numbers dialed on a particular telephone, the dates and times of the calls and the length of time they last. — There are also methods of "working backwards" to trace the telephones from which a particular number was called. The Hasler system is used by the Zurich police to "block" any call from the central telephone exchange. The Siemens system works on the same principle but the person answering the call can "block" it without using another line.

In the Netherlands, the Schiphol airport exchange allows operators to block incoming calls and have the Post Office trace them.

In several countries calls to the police and/or emergency departments are automatically recorded.

It is always advisable to try to prolong the conversation to give technicians time to trace the call.

Techniques are developing rapidly and it will certainly become easier to trace calls by a selection system based on multiple frequency codes.

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Once all the measures described above have been taken, what part will the police play? Without trying to lay down a set of rules, these questions and answers deserve to be taken into consideration.

1. — When an anonymous telephone call is received, who should take the responsibility for declaring a state of emergency? The company that owns the aircraft? The airport authorities? Or the police? From the point of view of general safety, it seems that it should be the police.

2. — Once it has been decided that there is an emergency, who should alert the various departments concerned (the Post Office, fire-brigade, bomb disposal experts, etc.)? Once again, because of their rapid liaison systems and personnel permanently available, it seems that the police are best fitted for this task.

3. — Once the plan is being implemented, who should co-ordinate all activities, instruct

the different departments as to when to intervene and order certain measures? This seems a natural task for the police who are used to handling public disturbances, who often have to take similar measures and who have the authority to ensure that their instructions are obeyed.

4. — Each department has a definite task to perform within the framework of the general plan. The police should not try to intervene in any of them, but should naturally keep guard where necessary and maintain order.

5. — The responsibility for having the call traced obviously falls to the police.

6. — Responsibility for deciding that the aircraft can take off should lie with the authority responsible for declaring a state of emergency (cf. Question No 1).

Conclusion.

The *real* danger to passengers and crews is — fortunately — much less serious than the increase in the number of anonymous warnings would seem to suggest, but anonymous warnings are a source of considerable trouble to airline companies and also to various government departments.

The only way of coping with them seems to be by the immediate and automatic application of a carefully prepared *plan of action*.

It is extremely important to beware of *giving too much publicity* to such calls because there is a danger of imitation.

The effectiveness of emergency measures will be greatly increased if there is a team of police officers with adequate powers permanently on duty at all airports.

Close co-operation between the airport police and the other departments concerned by such cases should be encouraged.

Finally, police forces should keep abreast of all *developments in communications*.

DISCUSSION IN COMMITTEE

The *Secretary General* explained in *plenary session* that this subject was of vital interest to police, customs authorities, airport staff and even airline companies, and that it had criminal repercussions (identification of callers, security arrangements).

There was sometimes a conflict of responsibilities between airline company, airport authorities and security services: who was to authorize the aircraft to take off and who was to decide that there was no longer any danger?

The laboratory of a well known firm was studying a device for recording the voices of anonymous callers.

The *Secretary General* thought that a *Committee* should be set up to study the report.

The *Nigerian Delegate* hoped the proposed *Committee* would also study the question of "hi-jacking".

It was left to the *Committee* to decide.

Committee discussions. The following countries were represented on the *Committee*: *Austria, Chile, Colombia, Spain, France, Ethiopia, India, Japan, Switzerland, Venezuela, Zambia, Nigeria, Tanzania, United States.* An *Observer* from the *International Association of Airline Security Officers* also took part in the discussions.

Mr Nieto (Spain) was unanimously elected to the *chair*.

The *Committee* decided to begin by studying the question of bomb hoaxes and then to go on to discuss "hijacking" of aircraft.

1. *Bomb hoaxes.* The *Austrian Delegate* thought the *General Secretariat's* report dealt with the subject exhaustively; one should keep abreast of technical developments and limit publicity of such cases as far as possible.

Mr Treves then emphasized the difficulties of trying to find the authors for anonymous telephone calls, especially inter-city calls; police forces should be able to block anonymous calls to international airports.

The representative of the *International Association of Airline Security Officers* reported that 108 of the I.A.T.A.-member airline companies had received thousands of false warnings about bombs. Between 1st January and 22nd September 1967, Air Canada had received 74 such warnings, 65 of them by telephone and six of them from discontented passengers. Three of the anonymous telephone calls included threats that the *Company's* offices were going to be attacked. Only two of the people responsible had been arrested. The cost of searching for a bomb following one of these warnings was \$50 per minute. 99% of warnings were received directly by airline companies and only 1% by the police. Most airline companies had equipment enabling them to record telephone calls and this accounted for the results achieved. Thanks to the recording device in use, anyone making a call from the same exchange as that of the subscriber called could be identified within one minute. Otherwise, half an hour was



needed. However, Air Canada had only succeeded in identifying a single call from another city. He thought that, as far as searching was concerned, police officers should always be accompanied by technicians.

The *Chilean* delegate thought it a pity that the police were not always informed officially of cases of anonymous warnings. He hoped the 1968 Assembly would be informed of intervening technical developments.

The I.A.A.S.O. representative said that he would obtain information from all airline companies and forward it to the Secretariat.

The *Indian* delegate accepted the Report's conclusions and hoped a standard police procedure would be worked out.

The *Zambian* delegate mentioned the danger of the small, pencil-type bomb and the I.A.A.S.O. representative described a pocket explosives detector recently perfected in the U.S. The *Chairman* felt the Secretariat should study such developments and suggested mentioning this point in the draft resolution.

The *Venezuelan* delegate then asked that the draft also include a mention of *hijacking*.

The *Colombian* delegate said his country had had to adopt special measures which were annoying for national airlines: passengers now had to be identified before boarding, checked and searched as they went into the plane; the pilot's cabin was physically isolated. This was also the case in *Nigeria*.

The *Chairman* suggested that the Committee responsible for drafting the resolution should consist of the delegates from Austria, India, France and Colombia. He asked them to meet to draft a resolution.

In *plenary session*, the *Chairman* summarized the discussions on bomb hoaxes and submitted a resolution. The following resolution was adopted unanimously (61 votes in favour).

RESOLUTION

Having discussed the instructive Report prepared by the General Secretariat on the subject of hoaxes concerning bombs on aircraft;

The I.C.P.O.-Interpol General Assembly, meeting in Kyoto from 27th September to 4th October 1967 at its 36th session:

RECORDS its satisfaction with the Report in question;

ASKS the General Secretariat to pursue the study of this subject with the assistance of experts and to give particular emphasis to the following three points:

- 1) Technical progress on the problem of identifying anonymous telephone callers;
- 2) Standard rules of procedure for police action in connection with anonymous telephone calls;
- 3) Devices for detecting the presence of bombs.

2. The *French* delegate said that at the request of several delegations the Committee had decided to ask the General Secretariat to study the subject of *hijacking* of aircraft, in conjunction with the I.C.A.O.

The *Swiss* delegate was worried about possible political implications.

The *Secretary General* said that the Secretariat, ready to undertake this task if asked, would only research the technical aspects and thus avoid the possible danger mentioned by the *Swiss* delegate.

The following resolution was then adopted with 14 votes in favour, 3 against and 42 abstentions:

RESOLUTION

At the request of the representatives of Chile, Colombia, Nigeria, Venezuela and Zambia, and Having noted the points made by the representative of the Association of Airline Security Officers;

The I.C.P.O.-Interpol General Assembly, meeting in Kyoto at its XXXVIth session from 27th September to 4th October 1967:

ASKS the General Secretariat to study, in the context of the research already done on this subject by the International Civil Aviation Organization (I.C.A.O.), the problems of aircraft *hijacking* and forced landings by means of unlawful threats in order to determine the measures that should be taken by police forces to prevent this form of crime.

JUVENILE GANGS: ANTI-SOCIAL BEHAVIOUR AND DELINQUENCY

Report

(submitted by the Secretariat)

For a number of years, public attention has been increasingly focused on groups of young people who engage in anti-social activities and commit rowdy, intimidating, aggressive, violent or even criminal acts.

Several scientific studies of this phenomenon have been undertaken (in particular, in Belgium, France and the United States). However, the idea of studying the problem on an international basis had rarely been envisaged (1) when the I.C.P.O.-Interpol General Assembly at its 29th session (Washington — 1960) instructed the General Secretariat to conduct research in this field. This interest coincided with the attitude of the United Nations General Assembly, which had voted resolution 1394 (XIV) on 20th November 1959 emphasizing the gravity of the problem of juvenile delinquency and related forms of social maladjustment, including the anti-social behaviour of groups of young people in particular and the need to study this phenomenon on an international level with a view to gauging the seriousness of the problem and finding means to remedy it.

In accordance with the desire expressed by the General Assembly, the I.C.P.O.-Interpol General Secretariat prepared a questionnaire (no. 3088/DELIN-250); it was sent out to the Organization's adhering countries on 14th August 1963.

The following countries and cities replied to the circular (2):

Federal Germany, Netherlands Antilles, Saudi Arabia*, Argentina, Austria*, Belgium, Canada (Ottawa and Vancouver), Ceylon*, Cyprus*, Congo-Brazzaville, Denmark, Spain, Ethiopia*, United States (Chicago, Detroit, Los Angeles, New York, Washington), Finland, France, India*, Israel, Italy, Japan, Jordan*, Lebanon, Libya*, Luxembourg, Madagascar, Morocco*, Malaysia (Malaya, Sabah*, Sarawak* and Singapore), Monaco, Nigeria*, Norway*, New Zealand, Peru, United Kingdom, Sierra Leone, Sweden, Switzerland (Geneva and Zurich), Thailand.*

The terms of reference were formulated as follows: "The gangs with which our enquiry

is concerned consist of groups of young people who are minors in the eyes of the law — although some members of the group may be young adults — characterised by anti-social behaviour or criminal offences or both. It is not easy to define gangs by their size but for the purposes of this enquiry, any group of four or more young people will be considered to be a gang".

A report has been prepared on the basis of the 32 detailed replies received; it is organised according to the following plan:

- I = EXISTENCE, SCALE AND LOCATION OF JUVENILE GANGS.
- II = EMERGENCE OF GANGS.
- III = DESCRIPTION OF GANGS.
 - Size of gangs; age and sex of members.
 - Structure and organization.
 - Psychology of gangs.
 - Habits and customs.
 - Social characteristics of gang members.
- IV = ACTIVITIES OF GANGS.
 - Anti-social behaviour and disturbances.
 - Group delinquency (offences against persons, offences against property, vandalism, sexual offences, trafficking, group recidivism).
 - Connection between the characteristics of gangs and their activities.

(1) The IInd United National Conference for the Prevention of Crime and the Treatment of Offenders (London 1960) had examined the question of new forms of juvenile delinquency. The rapporteur-general, Dr. Wolf Middendorff, devoted part of his paper to a study of groups and gangs of young people in several countries.

A certain amount of information will also be found in the Council of Europe report on "Juvenile Delinquency in Post-War Europe" (1960) in the chapter on "Qualitative Evolution".

(2) Countries marked with asterisks replied that the phenomenon did not exist or was not a problem for the authorities. In all, 32 detailed replies, supplying descriptive material, were received.

V = PREVENTION OF ANTI-SOCIAL BEHAVIOUR AND DELINQUENT ACTIVITY ON THE PART OF JUVENILE GANGS.

- Preventive action by official and semi-official bodies.
- Preventive action by private organizations.
- Preventive action by the police.
- Influence of mass media (e.g. press, radio, television).

VI = LAW ENFORCEMENT AGAINST OFFENCES COMMITTED BY JUVENILES IN GANGS.

CONCLUSION.

The purpose of the questionnaire was to find out whether many countries had trouble with juvenile gangs or groups and, if so, what was being done about them. The replies received threw light on the problems faced by police forces. Reports on what different forces have done can be used to determine which problems are common to a good many countries and this, in turn, can lead to an examination of the various institutions involved and can suggest corrective measures.

The widely differing cultures and social institutions of the countries that replied make it impossible to classify them into homogeneous groups. Those that answered did not all consider the main subject from the same angle or at the same level and, finally, a large number of countries failed to reply. There can consequently be no question of correlating the facts supplied or of interpreting them on a scientific basis, although it would have been interesting — in view of the international range of the enquiry — to study some of the differences in gang behaviour from the socio-cultural point of view. Why is it, for instance, that the gangs studied in Europe seem less interested than American gangs in games of chance? Why do violence and aggression play such a large part in gang life in Anglo-Saxon countries and Japan? Can there be definite reasons why the rites of Japanese gangs include absolute submission to the chief of the gang and strict observance of secrecy, while French gangs tend more to caricature democratic institutions?

But, quite apart from these aspects, the answers to the questionnaire do allow a *certain number of general characteristics* to emerge about gangs — young people do form

groups which quite often engage in illicit or undesirable activities; in a good many countries, this tendency is connected with economic and social upheavals that have occurred since World War II; the shift of rural populations to the cities fosters the formation of groups and crowding together leads to standardization of behaviour; mass-media have an important effect in offering young people “heroes” and standards; gang members are usually young people who have recently arrived in town from the country; the prevalence of motor vehicles has increased the mobility and dangerousness of groups in industrialized countries.

The fact that the phenomenon is almost universal suggests, too, that the formation of gangs and their behaviour stem from fundamental traits of the adolescent character. The groups described by different countries do, in fact, have certain common features, especially as far as the average age of members and their social and economic backgrounds are concerned. There are few groups which include girls as well as boys and their presence is often a sign that the gang is fairly well organized and is often a sexual stimulus.

A number of sociological conclusions can also be drawn from *the descriptive information about members of gangs*. It seems that those who commit offences as part of a group are those who have been rejected by the educational system and who participate to a very limited degree, if at all, in traditional social institutions such as the family, schools, work or organized leisure activities. Most of the rank-and-file members come from large families but the “hard core” of a gang is often composed of boys with no brothers or sisters.

The *anti-social behaviour of gangs* ranges from disorderly conduct to delinquency. The type of offence committed varies with the social environment and the members’ ages. Thus, for instance, only industrialized countries with a high standard of living seem to be affected by vandalism. Those responsible are usually young and appear to be attempting to compensate for feelings of economic frustration. Offences against property are the ones most commonly committed by gangs and they are quite often gratuitous rather than inspired by lucrative or utilitarian motives. Thefts which really stem from dire need are dying out and being replaced by stealing for pleasure or as a game. The average age of members of thieving groups is about 16, slightly higher than that of “vandals”.

Offences against persons come next in number after offences against property. Young adults, finding safety in numbers, use force instead of words as a means of putting pressure on adults. They may attack other gangs, couples, the representatives of authority or merely passers-by. Their aggressivity may even reach such a paroxysm that it results in murder. Their lack of judgment means that they tend to confuse brutality with virility and aggression with authority. In the same way, the heightened atmosphere of these adolescent micro-societies tends to exacerbate collective reactions. Sexual offences are fairly frequent although not mentioned by all countries. The prevalence of one particular type of sexual offence stands out: gang rape. The replies make it clear that the need to acquire prestige is even more important than the sexual drive and any show of tenderness is excluded. Initiation takes place through the group, which develops the appropriate rites.

The dangerousness of gangs seems related to the average age of members and the length of time members remain. Whether or not they tend to repeat offences, seems to depend on how highly organized the gangs are.

In short, the answers received suggest that the group or gang tends to act as a catalyst and to provide an opportunity for the expression of latent tendencies. Attitudes behind the motives for gang activities are given as revenge, a desire to right injustice, self-defence, sexual ambiguity and obedience to the rules of a "chosen" society instead of to the values of a society thrust upon them.

Thus, a system of ethics based on "belonging" is adopted instead of an individual and subjective system of morality. The attempt to "identify" with the group in dress, attitudes, language, hair styles, etc., is one of the most outstanding features reported and we find that common attitudes tend to be adopted all the more fiercely when the social function of a group is weak. The "success" of a group can tighten the links between individual members, break down all contact with social institutions, create an almost magical attraction and foster aggressivity. Gangs make it possible for young people to challenge both each other and the adult world.

However, some of the more loosely-organized gangs constitute a sort of "half-way house" between aggression and integration into society and are seldom breeding grounds for adult criminals except in the case of a few

vulnerable individuals who fall under the influence of unscrupulous adults or hardened criminals. This suggests that the rebellious attitude of most of their members is merely temporary and unlikely to be carried over into adult life.

What steps are being taken by the police to deal with this type of gang?

Nearly all the countries that replied said that they had special juvenile police squads or departments, often including women members and sometimes consisting solely of volunteers. These special squads are involved in clearly defined preventive duties such as picking out the areas in which gangs collect and create disturbances; keeping a watch on places of entertainment; keeping control of crowds; picking out young people in danger.

By breaking up groups in this way, the police can prevent actual crimes or disturbances. But this type of police checking, surveillance and deterrence is, although valuable, by no means new. Some less traditional ways of intervening have been mentioned in a number of replies and are described below.

— *Organizing cultural and sports activities:* More and more experiments are being conducted with youth clubs of various types; these may be wholly run by the police or may be attached to other organizations dealing with leisure activities.

— *Giving training and instruction in certain specific fields:* These include, for instance, teaching of the highway code, instruction on the driving of motor vehicles and programmes carried out in schools. A "Police Fortnight" was held in Nottingham with the co-operation of 22 primary and 10 secondary schools. Police officers gave talks in the schools and groups of children were taken to visit police stations and headquarters. Two results seem to have



been achieved: young people and their parents both appeared to have changed their views on the police and the whole relationship between the police and young people was improved.

— *Informing public opinion:* Public lectures and television campaigns by the police have had decisive effects. After a series of talks was given for adolescents in Chicago, car thefts dropped by 30%. Civic education campaigns have been initiated to give the public, and especially young people, a less partial and therefore less prejudiced idea of the police.

— *Providing a liaison service:* Some police forces have set up liaison offices to put young people and their parents in contact with public and private welfare institutions. Police officers can play a very important role by co-ordinating the work done by local authorities, teachers in ordinary and approved schools, social workers, magistrates and probation officers. They play a part in controlling collective activities, are aware of signs of pathological disturbance, intervene in cases where children are in danger of turning to crime and try to create some link between offenders and their victims. As members of crime prevention committees, the police have a great deal of first-hand information to contribute. Their assessments are valuable because they are based on accurate knowledge of the social facilities available, the opportunities for delinquency, the limit of tolerance of the community, the amount of damage caused, the attitudes of young people and their parents to rules and regulations, the reactions of plaintiffs and victims (this being important because many people concentrate solely on the offenders) and, finally, the social effects of disturbances.

The answers to this part of the questionnaire were particularly interesting. The examples given by various countries suggest that the overall trend is to set up special police departments for preventive work among young people — departments capable of implementing a full-scale social protection and defence programme. Obviously crime prevention is not the same thing as rehabilitation, which must be the responsibility of trained officials and not of police officers. However, attempts to co-operate — with probation services in particular — have shown the value of police intervention with respect to certain “negative” gang leaders (1) who have a bad influence on their followers.

Crimes can sometimes be prevented by winning over individuals.

Some people may find this prospect over-ambitious. Nevertheless, police forces come into contact with four or five times as many young people as do the juvenile magistrates and only a third of all young people detained for any time by the police are ever taken to court. About half the cases they deal with are handled by the police alone or with the assistance of non-judicial institutions. These are facts and it is clear that those whose duty consists of rehabilitating offenders do not meet the problem at the prevention stage. It is also undeniably true that, in the case of some adolescents, police intervention can have a very salutary effect. It is perhaps a pity that the replies received do not allow us to evaluate the effects of certain experiments conducted along these lines but one striking example is provided by the Liverpool juvenile liaison scheme which was started in 1951. Five years later, the total number of juveniles prosecuted was the lowest for 23 years and only 9% of the young people dealt with under the scheme committed subsequent offences. Another illustration is provided by the “summer campaigns” conducted in France which have led to a drop in disturbances caused by juveniles not only because of the presence of large numbers of police officers in holiday resorts but also because there has been a co-ordinated policy of intervening where necessary and assisting with leisure activities which has done much to change the image of the policeman held by ordinary people.

But we must not let professional enthusiasm lead us into the dangerous trap of believing that all police officers are capable of doing individual prevention work. Although there has been little reliable research on the effectiveness of preventive action by the police, the work done by Wattenberg and Bute in Detroit between 1952 and 1959 (the results of which were published in 1963) has shown that the *choice* and *training* of police officers had a crucial effect on the results achieved among juveniles. Significant differences were found in the degree of success of people with different personalities. More detailed research on the choice and training of police officers for juvenile work is called for. In fact, the main conclusion of our report

(1) The term “negative leader” is a psycho-sociological term for individuals with criminal pasts who become a bad example and “negative” model for the socialising process.

is that there are still a number of problems that deserve close study. Research of this type would fall naturally into place alongside the work already done by the I.C.P.O.-Interpol.

The following list suggests some of the themes that merit further study:

a) *What do the police feel about other crime prevention institutions? It is a well-known fact that some of them have led to controversy and that police and welfare officers disagree. It might be of value to try to define the limits of the duties of each in relation to the different types of juveniles with whom they come into contact and in relation to different types of delinquency.*

b) *It might also be useful to work with the judicial authorities and with medico-social institutions to determine which cases should automatically be handed over to these bodies as being beyond preventive action.*

c) *Finally, it would seem important to determine what training police officers should be given for preventive work. Enough experiments have now been conducted to draw up a provisional list and make out a draft programme (1). Selection standard (e.g. age, sex, personality, etc.) of people to be trained in this way should also be studied.*

There are, of course, still other questions that have not yet been answered but the replies on which this report was based confirm the fact that, in our increasingly technological world, the police officer can implement a policy of social defence in spite of his function as a representative of authority and can even do so more effectively than most because of what he represents.

DISCUSSIONS IN COMMITTEE

In plenary session, the Secretary General pointed out that this subject concerned not only the police but also sociologists, psychologists and all those involved in the social sciences.

The United Nations Observer said how happy he was to be able to offer the assistance of the U.N. and particularly of the Asian and Far East Institute for the Prevention of Crime and Treatment of Offenders which was especially interested in research on juvenile delinquency. The Institute had

(1) Cf. Report No. 6 submitted to the 26th General Assembly session (Vienna, 1956).

trained several hundred people since its foundation and had just completed a survey on juvenile delinquency in Asia.

The United States delegate said that he could make available a long report on this subject drawn up by a U.S. Commission on Crime Prevention.

The French delegate emphasized the value of the Secretariat's report but felt it was no longer up-to-date, for France at least. He suggested that discussions be postponed until the next session — provided all countries were prepared to send up-to-date data within six months. The Secretariat's revised report, the U.N. report and the U.S. report would then provide a sound basis for discussion.

The Japanese delegate, however, thought that the problem was so serious that it should be considered at once.

As a compromise solution the Secretary General suggested that a Committee be set up to decide on the additional research required for the Assembly to study the question in depth next year. This suggestion was accepted.

The Committee Meeting: The following countries were represented:

— Argentina, Japan, Peru, New Zealand, United States, Chad, United Kingdom, India, Congo-Brazzaville, France, Libya, Sweden, China, Malaysia, Algeria. The French delegate (Mr Fernet) was unanimously elected Chairman.

The Indian Delegate began by describing the situation in his country where the number of young people (mainly aged between 16 and 21) arrested had risen from 66,000 in 1964 to 68,000 in 1965. The problem was serious mainly in urban areas and almost non-existent in rural districts. A seminar held to study the role of the police in this field showed that the problem was less acute in India than in other countries.

A professor of criminology who had carried out a survey in a large holy city had found that "gangs" of juvenile delinquents were really only very loosely-linked groups but that professional adult criminals often used adolescents for their own ends.

India had, in any case, begun to study the problem and search for remedies.

The *Japanese delegate* referred the Committee to a booklet entitled "Juvenile Delinquency Groups and Countermeasures in Japan"; he stressed the preventive measures described and mentioned methods of dealing with the problem of "hippies".

The *Argentine delegate* congratulated the Secretariat on the international scope of the report and thought that more countries should co-operate in seeing that the work continued. He felt that international standardisation of terms used for juvenile delinquency would be useful in determining the general and more national aspects of the problem. He also felt that an enquiry should be conducted:

- To classify young people by social re-
adaptability, making a distinction between:
 - a) Potential juvenile delinquents;
 - b) Socially maladjusted young people who
could not be termed delinquents;
- To classify young people for persons
responsible for treating and rehabilitating
them (terms not corresponding to any
international nomenclature).

The *Chairman* promised that the Secretariat would study these proposals carefully.

The delegate from the *Republic of China* then said that in his country there were two categories of juvenile delinquents: the ring-leaders who came from poor and usually illiterate families and had been thrust into delinquency by their background and, on the other hand, children and adolescents from wealthy families with very busy fathers and uncaring mothers. They had no-one to look after them after school hours and formed gangs, initially to play together and then, later, to fight other gangs and commit offences. The gangs usually consisted of 10 to 12 youngsters and were difficult to disband because of the importance they attached to secrecy. Whereas the problem had not existed in 1952, ten years later 8,000 offences (a quarter of all those recorded) had been committed by juveniles. The authorities had taken steps to remedy the situation and, for the first category of delinquents, had set up three types of schools for three age-groups. After two years in these schools the youngsters were able either to find jobs or continue their training in other establishments. *Nearly 80% of the pupils had been "rehabilitated"*.

For offenders in the second category the government had set up centres for leisure

activities and vocational training after school hours. Results had been encouraging and there had been no increase in juvenile delinquency since 1962.

The *Chairman* agreed with the Chinese delegate that suitable educational facilities and family co-operation were needed to combat juvenile delinquency successfully.

The *United Kingdom* delegate thought that the police could not solve the problem single-handed. In England, police experts (Juvenile Liaison Officers) had been trained to work with under 17-year olds and their families and first offences by this age-group were almost always handled by an 18-month probationary period rather than appearance in court. The Home Office was conducting research on the role of Juvenile Liaison Officers and was eager to know of developments in other countries. He thought that the Secretariat's next report — which should be distributed prior to the General Assembly session — could be useful in this respect.

The *Chairman* agreed that Interpol member countries should be kept provided with all available material on the subject.

The *New Zealand delegate* then said that in countries like his, prosperity itself was a cause of juvenile delinquency especially in cities. Youth Clubs and similar institutions did valuable work but, in the final analysis, parents had the main responsibility and everything possible should be done to advise and guide them. He also felt that it was important for the Organization's reports on this subject to be kept up-to-date.

The *Swedish* delegate then explained that specialized staff were now attached to police stations to try to inculcate notions of civic and moral responsibility in children and adolescents of specific age-groups. These people played an important part in preventing juvenile delinquency and relied heavily on the co-operation of parents. He thought that the police should explain the facts and the laws rather than be asked to moralize.

The *Venezuelan Delegate* stated that in his country no minor could be charged with an offence before the age of 18. The prevention of juvenile delinquency was extremely important, he said, and an "Institutional Council for Child Welfare" composed mainly of psychologists and sociologists treated and looked after children who had been neglected either physically and/or mentally. In spite of these

efforts, juvenile delinquency had shown a sharp increase in the last few years and some gangs of adolescents aged between 14 and 18 years had been known to commit murders.

The *Chairman*, speaking as a French delegate, said that fortunately, gangs were definitely tending to disappear in France. The methods used to prevent delinquency, to break up gangs and to make contact with parents had proved their worth. In France, he said, too many young people were looking for excitement and finding it impossible to obtain cannabis, some of them had recourse to pharmaceutical products which the Government had included in the list of dangerous substances. L.S.D. was not a problem.

Mr *Fernet* then turned to the problem of "Beatniks". He wondered whether his colleagues knew how these sloppy and lazy people found the means to travel so widely. He suggested that each country be asked to send a brief memorandum on the violent and non-violent demonstrations and offences committed by young people to the General Secretariat. The memoranda could also mention the practical measures taken by the police to combat disorders of this kind.

The *Malaysian Delegate* wondered whether there was an age limit for juvenile delinquency. In his country, the 7—14 age-group is described as children and the 14—18 group as adolescents. Over 18, delinquents are considered adults. Was it possible to arrive at a definition which would be accepted by all?

The *Chairman* commented that each country could simply indicate in reports the age at which adolescents become adults in the eyes of the law.

He suggested that a small group meet to draw up a draft resolution. The need for co-operation between the police, welfare workers and families ought to be mentioned prominently: the draft resolution could also ask the General Secretariat to pursue the study of this aspect.

In plenary session, Mr *Fernet* who had been

Chairman of the Committee on Anti-Social and Delinquent Juvenile Gangs, stressed the gravity and international aspects of juvenile delinquency. Young people all over the world seemed to be tormented by the same problems, prey to the same anxieties, given to the same sort of aggressive behaviour and indulging in the same excesses. Although gangs, as such, might no longer be a pressing problem, it was still true to say that young people in general were hostile to adults and to the society these adults incarnated for them. Nevertheless, it was the duty of adults to do their best to understand and help young people, to prevent excesses whenever possible and, if necessary, to enforce the law against them. This complex set of tasks was naturally not merely a matter of police action and involved contributions from various types of experts such as welfare officers, doctors, sociologists, probation officers, etc. On the other hand, if the police took up a passive attitude in face of the more violent types of demonstration by young people, they would be held responsible for the disturbances and offences committed. It was up to the police to show imagination and initiative. It was a pity that so many countries had failed to reply to the Secretariat's questionnaire. Perhaps they had not done so because they were not affected by the trends being considered, but the Secretariat would have liked information about countries in this happy position.

Young people's problems concerned society as a whole. Data on young people should be kept permanently up-to-date, discussed regularly within the Interpol framework, techniques and the results achieved by various countries should be compared, the activities of all welfare bodies should be co-ordinated — all in order to implement a policy based on confidence and hope in the young people of all countries.

Following these remarks, the *Resolution* (the text of which is given below) was submitted to the Assembly and adopted unanimously.

RESOLUTION

In VIEW OF THE FACT THAT anti-social behaviour and disturbances by groups of young people is increasing in certain countries; and

IN VIEW OF THE FACT THAT accurate information about gangs and their activities is needed to devise suitable preventive measures;

the I.C.P.O.-INTERPOL General Assembly, meeting in Kyoto from 27th September to 4th October at its 36th Session:

CONGRATULATES the Secretary General for the fine summary of information collected from N.C.B.'s about anti-social behaviour among young people;

REGRETS, nevertheless, that too many countries thought it unnecessary to answer the questionnaire; and,

after long and useful discussions,

AGREES that the phenomenon is the same in all countries, viz:

Delinquency or violence on the part of young people, either individually or in groups;

BELIEVES that this is a serious international problem which requires up-to-date knowledge both of the current situation and of the measures used by police in each country to prevent and control such activities;

NOTES with satisfaction that the police of many countries are attaching a growing importance to the question of prevention and are co-operating with welfare bodies working in this field;

WISHES to urge each country to forward a concise report on the behaviour of adolescents (crimes, offences, sexual excesses, use of drugs and of pep pills, vagrancy, etc.) to the Secretariat at least once a year and at least 3 months before the General Assembly session, the said report to include the means used to acquire information about, to prevent and to control activities of this kind; and

ASKS the Secretary General to study the following questions:

A) police forces' opinion of juvenile delinquency prevention bodies and of the respective responsibilities of welfare workers, social services and police officers in the field of juvenile delinquency and pre-delinquency;

B) definition of the criteria for selecting and training police officers (both men and women) to do specialized work in this field.

POLICE RESEARCH AND PLANNING

The Report

With increasing professionalisation and the introduction of a vast range of technical knowledge and skills, greater emphasis is bound to be laid on research and planning in police departments in the coming years. The expanding sphere of police activity, continuous social change, the growing complexity of crime and the advances in modern criminology and penology forcefully compel introspection and scientific evaluation in a world which will no longer unquestioningly accept the efforts made or the expedients adopted by the police in the past.

The development of police research in any country is closely linked to the prevalent system of policing and the degree of cohesion and basic uniformity in the constituent units. In India, which has a Federal Constitution, police is a subject falling exclusively within the State jurisdictions. But although the Central Government is not directly concerned with police administration in the States, it has an important co-ordinating role to play in the fields of investigation, training of police officers and organizational development. An independent division for police research was therefore set up in the Central Bureau of Investigation in 1963 to undertake scientific studies of crime in different regions, of organisational problems and of certain aspects

of social defence programmes in the country. Since its creation, the Research Division has taken a number of steps to advance police research in a systematic manner. On the basis of comprehensive studies of juvenile delinquency, an All India Seminar was held in November 1965, in a bid to achieve uniformity in Children's Legislation and improve juvenile delinquency statistics. A symposium on crime prevention examined the role of the police in this important field and the directions in which future action would lie. The Division has undertaken and completed a study of the security of banks, and another of the legal and financial implications of "Chit Funds" — a type of money circulation scheme popular in India. It is presently engaged in studying the legal and psychological aspects of dacoity — a form of collective and organized robbery in certain parts of the country which has defied all solutions for many years. Among other important projects which are receiving attention are an examination of police equipment in world markets and a pilot study of murders in the capital, New Delhi.

Similar research units on a smaller scale have also been set up in a few states and have been conducting useful studies in matters of local interest.

The experience of the last few years has brought to the forefront two important factors

which have an impact on the future of police research. These are the need for proper direction and guidance and secondly the task of co-ordinating planning and research. In an attempt to solve these, a *Police Research Advisory Council* has been established by the Government of India. The Council is purely an advisory body and includes, apart from senior police officers from the States and the Central Government experts in the field of social defence, public administrators, technical experts and representatives from the Department of Social Welfare, the Planning Commission and the Ministry of Transport. Its functions are mainly to consider the policy and programmes of police research in India, to give guidance in the co-ordination of police research and advice on matters involving methodology and research techniques, to review periodically the progress made and to suggest further measures for pursuit of research. The Council, which met for the first time in December 1966, made a number of suggestions, notably that State police research units co-operate more closely with academic and scientific institutions. An important recommendation of the Council is the division of police research into two distinct categories — one relating to police organisation and administration and the other to crime and criminology.

In many developing countries, as in India, police research and planning is perhaps still in the initial stages and beset by many difficulties of an administrative and organisational nature. It would be interesting to know the progress made in different countries in the field of research. It is therefore suggested that the I.C.P.O.-INTERPOL might conduct a survey of the research and planning units in different countries, their composition, powers, functions and facilities. Thereafter the subject could be discussed at a subsequent I.C.P.O.-INTERPOL General Assembly session when experiences and ideas could be pooled in a bid to provide useful guidelines for the future.

In plenary session the Indian delegate suggested that the replies to the questionnaire suggested in the Report could be published and circulated and that the Secretariat be a centre for collecting and circulating information about police research.

While taking note of the Indian delegate's wish, the *Secretary General* pointed out that there was already a vast store of books and articles at the General Secretariat and that information on what was available in the library could be found in the "Bi-annual List of Selected Articles", which cost the Organization a good deal to produce. He wondered if all N.C.B.'s were making sufficient use of it.

III. Auxiliary Meetings

MEETING OF HEADS OF N.C.B.'S

The problems discussed at this year's meeting of Heads of N.C.B.'s varied enormously in character: some were routine matters of day-to-day work, others touched on some fundamental principles of international co-operation. Salient points included:

ACCURATE RECORDING OF IDENTITIES

The problem of writing the names of suspects and offenders correctly in Interpol correspondence was very important. The United States delegate felt that the month of the year should always be written out in full; other delegates mentioned difficulties in connection with names in certain groups of countries (e.g. Spanish-speaking countries, Portugal, Arab countries).

The General Secretariat had already prepared a draft resolution on the way names should be written in Interpol correspondence.

Submitted to the General Assembly, the following *Resolution* was adopted *unanimously*.

ACCURATE RECORDING OF IDENTITY

WHEREAS:

- The rapid and accurate identification of national and international criminals is an essential condition for effective international police co-operation;
- The value of any exchange of information between countries depends on unambiguous identification of the individuals in question;
- Police records can only be usefully consulted if full particulars of the subject are supplied;

HAVING NOTED the variety of problems that arise in different countries in connection with particulars of identity;

The I.C.P.O.-Interpol General Assembly, meeting in Kyoto from 27th September to 4th October at its 36th session:

EMPHASIZES the importance of accuracy when supplying particulars of identity in correspondence between different countries;

THEREFORE RECOMMENDS that in the interest of standardization and to ensure that full details are invariably forthcoming, the Organization's N.C.B.'s always give the following particulars in the order in which they are listed below:

- Family name (surname) (*), written in capital letters;
- Given name(s), written in lower case except for the initial letters;
- Date of birth (day and year in Arabic numerals; month written out in full);
- Town of birth in capital letters (with mention of district or province, where appropriate, and country).
- Family name (*) and given name(s) of both parents, when possible.

In the case of nationals of countries where names are not divided into family and given names, all the words composing the name should be written in capital letters and the main word should be underlined.

DISPATCH-LETTERS

The Secretariat proposed introducing a simplified form of correspondence in which messages would be written in telegraphic style and sent like letters. This would simplify the work of N.C.B.'s on routine cases. The Secretary General felt that nothing need be added to what was contained in the draft resolution. A model dispatch-letters would be prepared on the basis of the comments made during the discussions.

The resolution was approved unanimously.

USE OF DISPATCH-LETTERS

IN VIEW OF THE FACT THAT rapid action is a basic condition for successful international police co-operation; and

AFTER DUE CONSIDERATION of the suggestions contained in General Secretariat Memorandum No. 14;

(*) Or names in the case of countries in which people have several family names.

The I.C.P.O.-INTERPOL General Assembly, meeting in Kyoto from 27th September to 4th October at its 36th session:

ASKS that the National Central Bureaus adopt the form known as the "dispatch-letter" for correspondence among themselves;

RECOMMENDS that N.C.B.'s should follow the instructions set out in Memorandum No. 14 for using dispatch-letters;

ASKS the Secretary General to draw up a suitable model for this type of message and circulate it to the N.C.B.'s for their guidance.

SMUGGLING AND ILLICIT TRAFFIC IN DIAMONDS. — The *Delegate of the Central African Republic* explained that diamonds accounted for 53% of his country's exports and that it was thought that of the total diamond production, 40% in weight — and probably more in value — was being smuggled out of the country. Diamonds were found in river beds and on alluvial land and the average yield was low — two factors which made smuggling easier. Diamonds were purchased by unauthorised collectors — often they were usurious money-lenders — who then sold them in neighbouring countries where they were not taxed so heavily. The Government was considering granting prospection rights to big companies, but this would deprive large numbers of people of their livelihood: at present, 86% of the total production was mined by individual landowners. Police, gendarmerie and customs were constantly increasing their vigilance and the Central African Republic needed the support of other African countries; perhaps the Secretariat could study the problem.



Mrs E. Kännö and Mr Jarva (Finland) (in second row).

TRAFFIC IN PERSONS — The Secretary General reported that the Division of Human Rights at the United Nations had completed a study of the problem and now wished to implement a program of action. Traffic in human beings was not confined to women: other forms of exploitation existed, such as forcing children to work at certain jobs or forcing women to move from one area to another. The Director of the Division of Human Rights had asked the Secretary General if the U.N. could count on Interpol's assistance in this field in the same way as in the field of narcotic drugs.

The *Delegate of Senegal* recalled that a conference of African legal experts had met in Dakar in January 1967 to discuss the problem, without concrete results. He hoped that other countries would co-operate with Senegal, which because of its geographical position had noticed activities that really seemed to constitute a form of slavery.

The *United States Delegate* had been Advisor to Mrs Eleanor Roosevelt on the Human Rights Commission; he hoped to see close and permanent co-operation between Interpol and the Commission.

The *Secretary General* concluded that the Secretariat should undertake extensive research in order to present a report on this subject at the next Assembly session.

MOVEMENTS OF INTERNATIONAL CRIMINALS — The *Secretary General* commented that efforts to make travelling easier often cancelled out co-operative efforts to keep an eye on criminals' movements. The police would have to find other means of control such as stricter checks when issuing passports and closer surveillance within each country. In the *United States*, explained the Delegate, the N.C.B. worked effectively with the immigration and naturalization authorities.

The *Canadian Delegate* said that other N.C.B.'s had forwarded a great deal of useful information on dangerous pickpockets and prostitutes liable to attend Expo '67 in Montreal.

The *Australian Delegate* described measures in his country to restrict professional criminals' chances of travelling undetected: more police officers had been assigned to inter-

national airports, new emigration procedures introduced, records improved, etc. The National Australian Police Conference in 1966 had decided to maintain the new system to keep criminals from escaping by plane. The Emigration Department in Canberra had started a national passport file.

The *Mexican Delegate* appealed to all N.C.B.'s and, in particular, to the Japanese N.C.B., to supply complete information on "travelling criminals" liable to go to Mexico for the Olympic Games.

In *Argentina*, the emigration laws contained a provision whereby persons leaving the country could be banned from ever returning. Moreover a person could be refused permission to prolong his stay in Argentina if the police obtained information proving that he was an undesirable alien. As far as Argentinian criminals were concerned, they were refused passports if proceedings were pending. These laws had given excellent results.

ILLICIT TRAFFIC IN CURRENCY AND VIOLATIONS OF EXCHANGE REGULATIONS. — The *Ceylonese Delegate* said that violations were numerous. He appealed to member countries to co-operate, whenever they could under their own legislation, with requests for inquiries. The *Peruvian Delegate* commented that currency offences were particularly serious because they affected the whole economy of a country: the question deserved to be treated at greater length in a later session. The *Indian Delegate* felt the financial, social and national consequences of this kind of crime called for a detailed study.

The *Chairman* suggested that the question be discussed at a later session. *It was so decided.*

Other questions, including several of considerable importance, were discussed in detail in the meeting of Heads of N.C.B.'s including: illicit traffic in firearms, munitions and explosives, international shipments of works of art and other valuables, checks on immigrants, protection of tourists, laws and regulations about the use of firearms by the police, etc.

Most of these items were to be brought up again at the next Assembly session — at least, all those on which the Secretariat could prepare reports in time.

FIRST ASIAN REGIONAL CONFERENCE

Prior to the opening of the 36th General Assembly session, Kyoto was the scene of the 1st Asian Regional Conference (25th—26th September and 2nd October 1967).

Mr Arai (Japan), Director-General of the National Police Agency, opened the meeting and Mr Népote, Secretary General, replied.

Mr Sode, Chief Superintendent, Inspection Officer (Japan) and Mr Napombejra, Police Colonel, Deputy Chief of Foreign Affairs Division (Thailand), were unanimously elected Chairman and Deputy Chairman of the Conference, respectively.

A General Secretariat staff member then gave a talk. He outlined the structure and functions of the permanent departments of the I.C.P.O., and then described the proliferation of international criminals, who could be divided into three categories for police purposes: offenders who seek refuge in a country other than the one in which the offence was committed; offenders whose activities, even though geographically limited in extent, had international repercussions (drugs, counterfeiting, etc.); and criminals who worked in different countries.

The key role and crucial importance of the N.C.B.'s was stressed. N.C.B. policy and doctrine had been the subject of a report adopted in 1965 in Rio de Janeiro.

Each delegation then made a brief statement describing the structure, problems and positive results of their N.C.B. A clear picture emerged of common good intentions.

After these useful reports, another General Secretariat staff member described the list of publications which are circulated to the N.C.B.'s (international wanted notices, forms, pamphlets, case summaries, etc.) (1). In 21 years of operation, a considerable body of material had been built up in this way. At the present time, for instance, criminal records at the Secretariat contained entries concerning nearly 400,000 individuals and co-operating police forces were urged to make the best possible use of these facilities. The General Secretariat was described as a worldwide central storehouse with an important preventive role. It is also a centre from which information could be circulated worldwide. Also, the information compiled at the Secretariat sometimes brought to light hidden



connections resulting in Secretariat interventions in actual cases.

The *Secretary General* stressed the importance of the international police radio network (see text on this subject). Even if the network was more expensive than commercial facilities, public interest outweighs the slight possible savings involved. In the last analysis, the number of messages actually transmitted did not matter much: N.C.B.'s which were on the network ended up handling more cases than they would otherwise. Psychologically, the fact of being on the network made a country feel more a part of the Interpol community and fostered co-operation. Moreover there was a tendency to over-estimate the amount and sophistication of equipment required to set up an Interpol station. In Asia, two countries — the Philippines and Japan — had made the pioneering efforts involved in opening stations in a new part of the world and their example ought to encourage others to follow suit. The time was not far off when international travel would attain supersonic speeds.

Australia, New Zealand and Korea were going to study possibly joining the Interpol network in the near future.

The *Philippines* delegate described the current and *foreseeable* problems his country was facing in trying to operate the regional central station. The volume of traffic recorded so far showed that Manila was an important and busy station, but for financial and technical reasons it would perhaps be desirable for Japan to take on the responsibility of acting as regional station. The *Japanese delegate* hoped that he would be able to give a definite answer to this proposal the following year.

(1) See Progress Report for further details.

National and international crime in Asian countries. Delegates of 14 countries represented at the meeting made statements, which showed the problems from many angles and contained a great deal of interesting material.

The meeting also examined possible measures to *limit professional criminals' freedom to travel* (the meeting of heads of N.C.B.'s also looked into this question).

The *Secretary General* reminded the meeting about the contradiction which exists between police requirements about restricting the liberty of criminals or at least being able to keep other countries alerted to their movements, and the general trend to eliminate visas and any other formalities which complicate international travel. Any resolution which seemed to go against this tendency would be doomed from the start. In the circumstances, the only possibility was to try keeping a closer check on the itinerant members of the population inside each country and to be more careful about passports by devising documents which would be harder to forge, by considering applicants' records of criminal convictions when deciding whether or not to issue a passport, etc.

The delegates' opinions varied widely on



this question. The *Malaysian* delegate felt that it was a violation of human rights to deny an individual a passport to travel outside his own country. The *Philippines* delegate felt that passports were a privilege and not a right. Anyone who felt he had been denied his rights was free to take the matter to the courts, but in his country there had never been any legal problems about this procedure.

Turning to another subject, the *Deputy Chairman* said he thought it would be useful if the General Secretariat were to prepare and circulate a memorandum on *the use of Interpol international notices* by N.C.B.'s. The *Secretary General* agreed this would be a good idea, and then went on to describe the various forms of technical co-operation, which could be bilateral or multilateral, depending on the needs and circumstances. He outlined the U.N. position on the question, and the Organization's policy as set out in 1962 at the General Assembly session in Madrid. Interpol could provide only a very limited amount of assistance: the sum allotted in the annual budget was 75,000 Swiss francs and these funds were used for international conferences and for study grants. Assistance could only be allotted for projects which were directly related to the Organization's activities. Applications were ruled on not by the Secretary General but by the Executive Committee and they had to be submitted by or with the approval of an N.C.B.

The *Australian* delegate indicated that several thousand Asian students had followed courses in Australian establishments (under the Colombo plan); foreign police officers did training periods in the appropriate Australian agencies.

In closing the meeting, the *Japanese* delegate said that the discussions had been profitable. They had clearly shown that it was important to strengthen international co-operation among police forces in Asia.

CONTINENTAL MEETINGS

The *Liberian* delegate, *African Continental Chairman*, reported on the meeting; 33 representatives from 18 countries had expressed satisfaction at the level of co-operation in some areas, particularly between Malawi, Tanzania, the Central African Republic and Chad, and at the respect shown for the Interpol Constitution by all African States.

It was hoped that six new African stations would shortly join the Interpol network. The Algerian station was working perfectly well 24 hours a day and would begin to act as a relay station as soon as an agreement was reached with Niger, where a station would start operating three months after the necessary equipment arrived.

The *Liberian delegate* thanked the Nigerian authorities and the Organization for helping train a radio technician.

The *Ethiopian delegate* asked for General Secretariat help in training operators. Zambia hoped to open its station next year.

A request had been put forward for an African Regional Conference to be held in Addis Ababa, but not before early 1969.

The *Peruvian delegate* then gave an account of the *American Continental Meeting* of which he had been Chairman.

He said that co-operation among all the N.C.B.'s of the Continent was excellent. The meeting had discussed ways of improving Interpol radiocommunications in the area. Since Peru had recently joined the network, the transmitter lent by Argentina was now available to any other Latin American government. *Venezuela* was installing new equipment which would enable it to relay messages.

Draft Resolution No. 8 (use of Spanish as a General Secretariat working language) had been prepared during the meeting and was approved by the Assembly.

The substantial report from *Venezuela* on kidnapping followed by murder was held over until the next session.

An early South American regional meeting was desirable.

The Chairman of the *European Continental Meeting*, the *Federal German delegate*, then reported on discussions; delegations from 13 countries had taken part.

The *Italian delegate* had recommended frequent meetings of police officers from European countries to consider specifically European crimes.

Delegates from France and Belgium had spoken about (a) large-scale armed robbery; (b) a new system for warning neighbouring countries about robberies committed in Belgium — of interest to Federal Germany, France and Luxembourg and also to the Italian and Swiss delegates; (c) difficulties met by France in repatriating foreign youngsters.

With regard to the transmission of fingerprints and facsimiles, Mr Trèves had explained to the meeting that countries wishing to use ordinary telephone circuits for the transmission of fingerprints and photographs by wirephoto had to reach an agreement with the telephone authorities. The names of N.C.B.'s on the commercial telex network had been circulated, but it would still be in everyone's interest to use the radio network or dispatch-letters. Finally, the Chairman had described the wirephoto experiments conducted between his country and France.

IV. Elections - Executive Committee

The *President* explained that the Assembly had to elect two Vice-presidents and four Executive Committee members. A vote by secret ballot was held and the following people were elected:

— Vice-Presidents:

Mr Abi Chacra (Lebanon) for 3 years;
Mr Lindsay (Canada) for one year.

— Executive Committee members (3 years):
Africa: *Mr Bouya* (Morocco);
Asia: *Messrs Sode* (Japan) and
Servaratnam (Ceylon);
Europe: *Mr Brodie* (United Kingdom).

Three Auditors — *Messrs Benhamou* (France), *Hanly* (United States) and *Passo* (Portugal) were elected and *Messrs Kleve-land* (Norway) and *Isaad* (Algeria) designated their Deputies by acclamation.

CHOICE OF PLACE FOR NEXT ASSEMBLY SESSION CLOSING CEREMONY



Some members of the Japanese delegation.

The Iranian delegate said that he was proud of the feeling of solidarity that united all the members of the Organization and, quoting the poet Saadi, he compared it with the unity of different parts of the body. On behalf of his country, he invited the General Assembly to hold its next session in Tehran. His Government, his country and his people would do all in their power to receive all member countries' delegates and their families properly. (Applause.)

The President thanked the Iranian delegate and his government for this kind invitation. On behalf of the Assembly, he took note of the fact that all Interpol member countries were invited to meet in Tehran in 1968.

The Iranian invitation was unanimously accepted. (Applause.)

Mr Masaharu Gotouda, Deputy Director-General of the Japanese National Police Agency, conveyed the best wishes of the Japanese police to the Assembly. The delegates were to be complimented on the effort they had put into debating their long agenda. The confrontation of opinions and exchange of data and of results would help the Japanese police to solve the problems they had to face. In addition, the session had given the delegates a chance to see something of Japan and to acquire a certain amount of first-hand knowledge about its police. Mr Gotouda hoped that after the Assembly the delegates would have time to visit Japan more thoroughly. He

mourned the untimely death of Mr Paterson and expressed his deepest sympathy to the members of the British delegation. He thanked the President, the Secretary General and all the staff for their co-operation and wished everyone a good trip back to their countries — and success to the I.C.P.O.-Interpol. (Applause.)

The President thanked the speaker for his kind words, for the magnificent welcome which had been extended to the delegates, and for the superb organization which had facilitated the work of the Assembly. Those who had attended the Assembly would carry away wonderful memories of Kyoto. He also thanked the members of the Japanese Secretariat and the General Secretariat staff-members and complimented the delegates on their unswerving support which had made his own work as their President much easier.

Developments at the 36th General Assembly should give food for thought to the President and the Executive Committee with a view to better planning for future sessions: the agenda had been overloaded and too many committees had had to be formed to examine all the items on the agenda; as a result, the end of the session had been rushed and delegates had to stay right to the very end.

The President wished the delegates pleasant journeys home; he hoped to see all of them in Tehran next year. (Applause.)