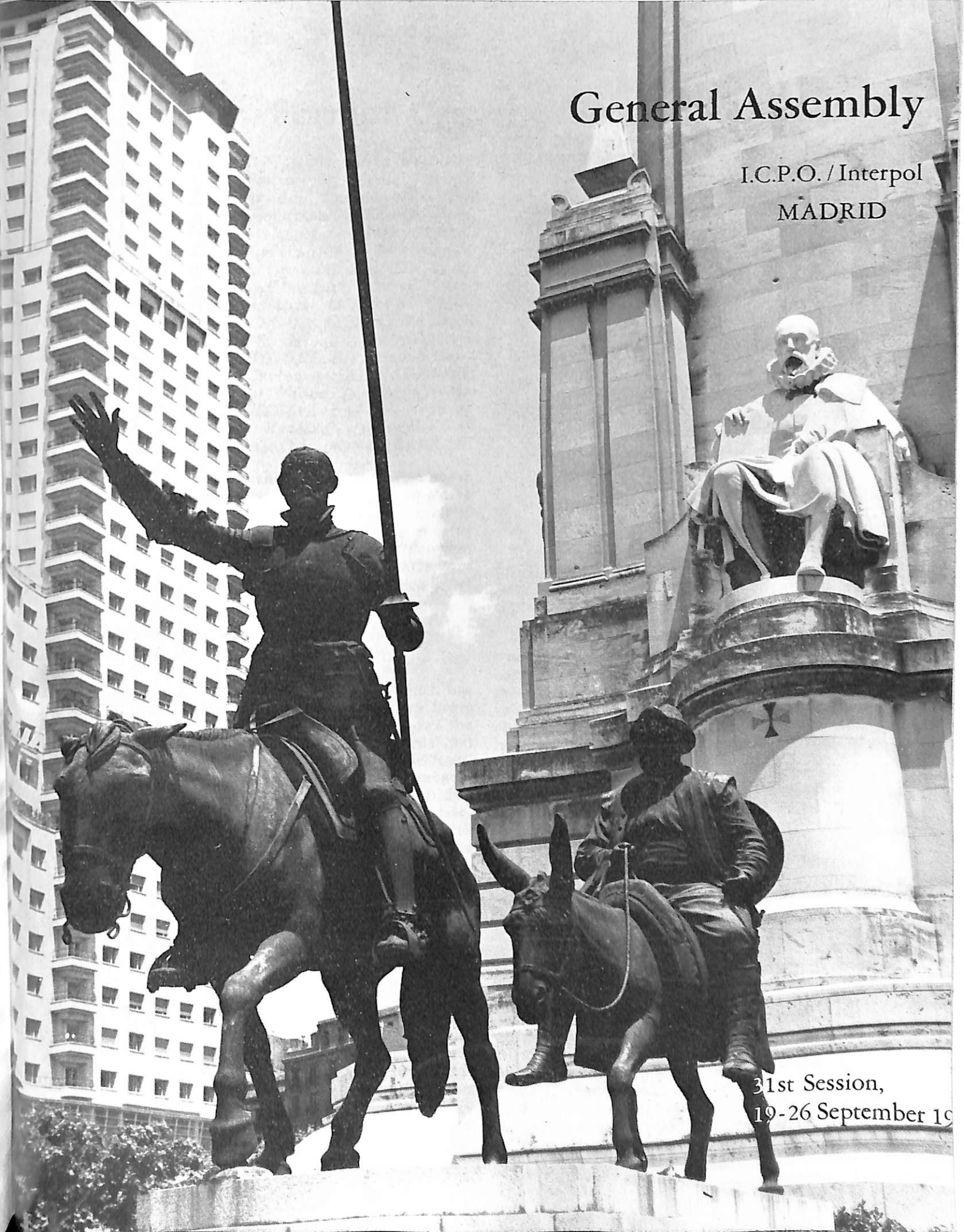


# General Assembly

I.C.P.O. / Interpol  
MADRID



31st Session,  
19-26 September 1998

## Formal Opening Session

On 19th September, 1962, at 10 a.m. His Excellency the Minister of Home Affairs Lieutenant General don Camilo ALONSO VEGA formally opened the XXXI session of the General Assembly of the International Criminal Police Organization — Interpol. In the chair he was accompanied by Mr. R. L. Jackson, Chairman of the International Criminal Police Organization, M. Marcel Sicot, Secretary General of the I.C.P.O., the Sub-Secretary of State for Home Affairs, D. Luis RODRIGUEZ DE MIGUEL, the Director General of Police, D. Carlos ARIAS NAVARRO, the Sub-Director of Police, D. José Vicente IZQUIERDO SANTONJA and the Head of the Technical and Research Department of the Police, D. Eugenio GALDON BARBERÁN.

Also present at the opening session were the Directors-General of the Ministry of Home Affairs, the General and Technical Secretary of the same Ministry, the Civil Governor of Madrid, the Mayor of Madrid, the Chairman of the Provincial Deputation, the General Commissioners of Police and the Police Chief of Madrid.

The Minister of Home Affairs gave the opening speech:

Gentlemen, you are in a country which has a strong universal vocation. Its history bears witness to this fact, a history which shows the presence of Spain in all the continents and especially in South America where she founded a new race. Her faith bears witness to her vocation, a faith which she carries in her heart and which she emblazoned on her banners in the struggles of the 16th and 17th centuries, shedding her blood in places far from her natural boundaries where she exercised her dominion and was actively engaged.

Spain impoverished herself defending a universal concept of life, an undertaking which was beyond her strength. The desire for perfection, which is inherent in our human state, seeks and finds ways to achieve its ends.

Each day there are more communities, confederations and associations of a continental and universal character. To the general welfare, historical and racial interests must yield, and Spain could not fail its obligations in this great Assembly of Criminal Police forces, members of the world-famous Interpol



El Casón del Buen Retiro, meeting place of the 31st session

in which order, peace, right and justice are defended.

It was a great satisfaction to us that the proposal that the 31st session of the General Assembly should be held in Madrid was accepted unanimously.

I hope that the good order which reigns in our country, our peace and the simple and natural cordiality of our people will create a favourable atmosphere for your work and that this may be fruitful, under the experienced chairmanship of Mr. Jackson and with the help of his collaborators, especially that of the Secretary General, Mr. Sicot.

We are convinced that the well-known principle that severe punishment is not the only deterrent for delinquency must be reaffirmed in this Assembly and that the certainty that every criminal will be detected must be increased, for this has as much or greater importance than the length of the sentence, although this cannot be neglected.

Interpol has come into being to destroy the barriers which national frontiers would seem to set in the way of the pursuit of wrongdoers.

The means of indulging in criminal activities and of escape have evolved considerably since the time when, in 1914, in Monaco, and on a firmer basis in 1923, in Vienna, the first steps were taken in setting up the present-day organization of Interpol.

The Spanish police can rely on a high standard of merit and human qualities to be able to carry out its duty efficiently. It has vocation, integrity, esprit de corps, courage and a cultivated carefulness, accurate memory and imagination. It does not lack laboratories or means of communication and transmission in accordance with the country's resources. On the whole, the Spanish people admire and are proud of their police force because they think it is good and efficient, just as they admire the Civil Guard which fulfils in the country the mission which the police fulfil in the towns.

Spain is one of the countries with the lowest crime figures in the world: the problem of juvenile delinquency does not exist here.

In Madrid, a city of two million inhabitants, and in the other cities great or small, there is no dangerous district, there is no part that one cannot visit by night or day without restrictions or limitations. Perhaps Madrid is the only capital in the world in which the only representatives of public order to be seen in the streets are traffic policemen.

Taking into consideration all these points which I have mentioned and which you can put to the test should they need confirmation, I consider that the co-operation which we can offer to Interpol will not only be loyal but as efficient as our preparation and means can make it, according to the obligations which we have accepted and in that spirit of vocation to which we have alluded.

We hope that during your stay here you will look at us with impartiality so that you can convince yourselves that Spain, which has been able to preserve the artistic and historic inheritance handed down by her forefathers, is also capable of facing the future, with every one of her citizens, and first and foremost her Leader, striving to improve our resources and our means and to make the Spanish people happy, following the paths of justice and of peace.

And that is all, Gentlemen, except to wish that your stay in Spain will be so pleasant that you will not feel nostalgic for the countries you have left.

I declare the XXXI Assembly of the Interpol open.

The President of the I.C.P.O.-Interpol, Mr. R. L. JACKSON, replied as follows.

Your Excellency, I must begin by expressing my gratitude to you and to your government for inviting us to this country and for the warm welcome that has been extended to us here.

For me it has been a personal pleasure to come here since it has given me the opportunity of visiting this ancient, proud and beautiful city for the first time.

I apologize for not being able to express myself in your language; everyone knows that the British are not good linguists. I hope that my own native language will be rich enough to enable me to convey my thanks fully.

One hundred and sixty-three delegates from sixty-six different countries are meeting here to-day, a record for our General Assembly sessions. Four other international organizations, including the U.N.O., have also sent representatives.

Finally, in a few minutes' time, we shall be asked to give our approval to eight further applications for membership *which will bring the number of our affiliated countries up to eighty-four*.

It is clear, therefore, that our strength is increasing every day. This is most important since every chief of police knows that crime is being more efficiently planned and organized than ever before and also increasing in volume.

It is for this reason that I can inform you to-day that in two months' time our Organization will be holding a meeting of all those concerned in the battle — or what I might call the veritable war — against international organized crime.

You all know of the ever-increasing amount of work dealt with by our National Central Bureaus every day. Perhaps there is no need for me to mention to this audience that the very life-blood of crime investigation is information and that rapid and efficient use of this information is the thing that can best lead to effective action and success.

The only thing I have left to say is that, as you are all aware I am sure, our discussions must be conducted within the terms of our Constitution. Two of the rules governing our Organization are of special importance. The first is the one which recognizes the fact that each of our police forces must work





*Lt. General D. Camilo Alonso Vega, Minister of the Interior, opens the session. The President of the I.C.P.O.-Interpol, Mr. R. L. Jackson, is seated on his left and the Secretary General, Mr. Marcel Sicot, on his right.*

in conformity with the laws of its own country and the second that which forbids any discussion of political, military, religious or racial problems. I am certain that we shall find enough to do within these limits.

Once again, Your Excellency, I should like to say how grateful we are to your government and to you personally for having given us this opportunity of meeting to-day in one of the great historical cities of Europe and one of the most beautiful, in order to pursue what you have described as our vital and necessary task.

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#### 1— Adoption of the agenda.

Mr. MA'TOOK (Saudi Arabia) suggested that Arabic be used as a working language during General Assembly sessions as it would greatly facilitate the work of the delegates from Arabic speaking countries who represented 80 million human beings.

The DEPUTY SECRETARY GENERAL explained that this suggestion would involve altering the General Regulations if it were intended to apply to all General Assembly sessions. Article 58 of the General Regulations stated that the working languages for Assembly sessions were French, English and Spanish but that the country in which a General Assembly session was being held could ask the Secretary General to allow its own language to be used as a working language on condition that it was prepared to cover the expenditure involved. The proce-

cedure for altering any article of the General Regulations was described in Article 59 which stated that any member might suggest modifications to the General Regulations and Appendices by sending the suggestion to the Secretary General at least 120 days before the following General Assembly session. On receiving any such suggestion, it was up to the Secretary General to circulate it to other members within 90 days of the General Assembly session.

The Saudi Arabian delegation insisted that they nevertheless wished this subject to be discussed. After a discussion with the Saudi Arabian delegation, however, Mr. SATTI (Sudan) announced that his colleagues were prepared to postpone their suggestion until they had received further explanations from the Secretariat.

The agenda was adopted without further discussion.

#### 2— Appointment of an elections committee.

The PRESIDENT recalled that at the beginning of every session the General Assembly should elect three heads of delegations to form an elections committee. Names of candidates for all positions should be deposited with this committee which would decide whether the candidatures were valid and then submit them to the Assembly. As there were no candidatures, he suggested that the heads of the delegations of Libya, Norway and Chile be designated to form the elections committee.

*This suggestion was unanimously accepted.*

#### 3— Applications for membership.

At the President's request, the DEPUTY SECRETARY GENERAL read a letter from the Minister of Foreign Affairs of the Syrian Arab Republic, dated 20th March 1962, asking the Secretary General to inform the other affiliated countries that Syria, which had been a member of the I.C.P.O. before its union with Egypt in 1956, had re-occupied its seat in international organizations, following the dissolution of the union on 28th September 1961, as the "Syrian Arab Republic" and that it wished to be restored to its place within the I.C.P.O.

He then read the applications for membership sent to the General Secretariat by the governments of Cyprus, the Islamic Republic of Mauritania, Ecuador and Peru.



Mr. TCHIAKPE (Dahomey) announced that he too was happy to submit an application for membership of the I.C.P.O.

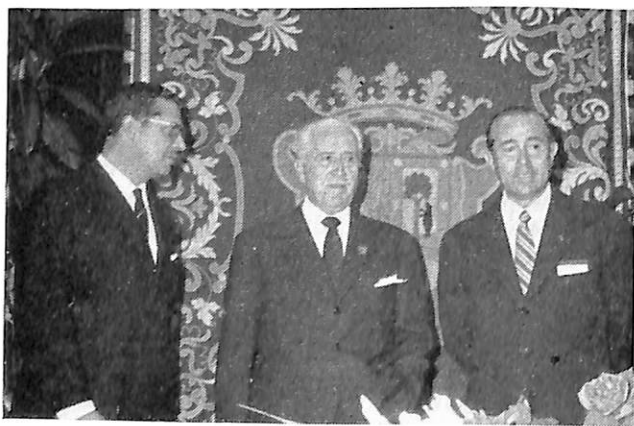
Mr. DRURY (Sierra Leone) read a similar letter from the Prime Minister and Minister of Home Affairs of his country.

Mr. AKENA (Tanganyika) also submitted his country's application for membership of the Organization.

Mr. ISSA MANGUE (Chad) read a letter from the President of the Republic of Chad asking that his country's application for membership of the I.C.P.O. be considered.

Mr. RAJ (Federation of Malaya) asked whether the financial contributions paid by affiliated countries should be settled by the General Assembly rather than by the countries themselves.

The PRESIDENT replied that each country paid as many budget units as it wished and at the President's request, the DEPUTY SECRETARY GENERAL explained that the Financial Regulations stipulated that each country joining the Organization was to settle the number of budget units it wished to pay itself and that its decision would be submitted to the Executive Committee for approval. If the Committee felt that the country concerned wished to pay too few units in proportion to its possible resources, it would ask the Secretary General to take all appropriate steps.



*From left to right: the Sub-Director General of the Spanish "Seguridad", H. E. the Minister of the Interior, the Director General of the "Seguridad".*

The PRESIDENT then asked the Assembly to vote on the applications that had just been submitted.

After the voting had taken place by secret ballot Mr. ZENTUTI (Libya), Chairman of the Elections Committee, announced that all the applications had been unanimously or almost unanimously adopted by the 54 countries voting (majority required: 2/3 of votes expressed).

All the applications having received a two-thirds majority of members present, all were considered to have been accepted.

The PRESIDENT therefore announced that:

The Republic of Cyprus,  
The Republic of Dahomey,  
The Republic of Ecuador,  
The Republic of Peru,  
Tanganyika,  
Sierra Leone,  
The Republic of Chad,  
The Islamic Republic of Mauritania

were now affiliated to the Organization.

He invited the representatives of the new member countries to take their seats and congratulated them heartily.

Mr. AKENA (Tanganyika) and Mr. DRURY (Sierra Leone) thanked the Assembly for its vote and assured the Organization that they would give it their entire co-operation.

On the following day, September 20th, delegations arrived from Guinea, Peru and Mauritania. The PRESIDENT welcomed them and added that the Organization had received messages of good wishes from the Chief of the Italian police, from Mr. Gomas, Chief of police of Congo-Brazzaville and from an old friend, Mr. Chesson, Attorney General of Liberia, who regretted the fact that his duties had prevented him from attending the session and sent his best wishes to all members. The PRESIDENT thanked the senders of these messages on behalf of the Organization.

# 1. The Organization's Activities

## I. The reports

### PROGRESS REPORT

Mr. Chairman, Gentlemen,

It is almost exactly a year since we held the 30th session of our General Assembly in Copenhagen in 1961. The coincidence makes it rather easier to take stock of our activities over this period.

#### I) RELATIONS WITH COUNTRIES.

After the numerous new members we have acquired during the past few years, there might have been grounds for wondering whether the flow would not decrease but no decline has been noticed this year. Political developments throughout the world are making more and more countries independent and it is to this trend that we owe the applications from Cyprus, Dahomey, Mauritania, Sierra Leone, Tanganyika and Chad; we are happy to welcome these new countries among us. It is also encouraging to find that we have received applications from two old sovereign countries of South America, Ecuador and Peru. At the end of last year the Deputy Secretary General took advantage of his participation in a United Nations' Conference to have a number of interesting and fruitful discussions in that part of the world.

If the example of Ecuador and Peru is followed by Bolivia and Paraguay, all the countries of South America will be affiliated to the I.C.P.O.-Interpol.

Finally, with its resumption of national sovereignty, Syria has reoccupied its place in the Organization which to-day comprises a total of 85 affiliated countries.

#### II) POLICE CO-OPERATION.

Contact between National Central Bureaus is of fundamental importance in day-to-day co-operation. All of you here can assess how much contact you have with N.C.B.'s in other countries. We at the General Secretariat notice that these contacts are constantly increasing in number and involving more and more N.C.B.'s. I cannot repeat too often the fact that a country's affiliation means nothing at all if it is not reflected by true co-operation in our daily tasks.

In this connection I should like to mention the progress we have noticed among the African National Central Bureaus. I might also mention the success of the Regional Conference we held in Monrovia with the help of the Liberian government from 17th to 20th April 1962. Fifteen African countries attended the meetings as well as far more Observers than we had expected. Thirty-two countries, all of them members of our Organization, sent representatives to the Monrovia Regional Conference which enabled us to discuss all the problems of international co-operation.

We explained the principles, structure and working of the I.C.P.O.-Interpol and heard a great many interesting points of view about procedure, the limits of co-operation and some types of crime on the African continent. And it would be most ungrateful of me not to emphasize the warm welcome we received from the Liberian authorities and especially from our former Vice President and friend, Attorney General Joseph Chesson. I have no hesitation in saying that the Monrovia Conference was an outstanding success and took place entirely along the lines and in the spirit we had hoped for. It showed the value of regional conferences which enable delegations from different countries to put their points of view about problems connected with a particular part of the world more fully than at General Assembly sessions. They also make it possible for delegations of professional police officers to attend from countries which find it difficult to send representatives to our Assembly sessions. Finally, they provide an opportunity for human contact between countries which are likely, for geographical reasons, to have numerous opportunities of co-operating with each other. I think that the need for regional conferences hinging on the General Secretariat has been definitely established and that we must make them a regular feature of our activities. I am sure that we shall be offered all the help we require in this field.

Bearing all this in mind, and in spite of the improvements I have mentioned, the fact remains that only too often cases which require direct international co-operation never reach National Central Bureaus. The following example illustrates my statement:

— Several of our affiliated countries that possess well-organized N.C.B.'s have stated in reports to the United Nations Organization that they had noticed insufficient international co-operation on cases of drug traffic. However, their N.C.B.'s had not been asked to co-operate in the cases mentioned. Once again I should like to ask the heads of the N.C.B.'s of all our affiliated countries to ensure that not only the different police forces but all the *government departments of their country* take part in international police co-operation so that our Interpol Bureaus become the pivots for co-operation in all cases involving offences against ordinary criminal law, to the benefit of the country's whole administration.

I should also like to stress the fact that if our international co-operation is to be effective — and it is most important that it should be — each affiliated country's police forces will have to form a well co-ordinated, cohesive body, determined to co-operate with other members. It is not enough to appeal loudly for collaboration and create a number of international bodies, hoping that they will solve problems which as a matter of fact, with international law in its present state, depend far more on national action.

As far as the General Secretariat itself is concerned, the following figures will give an impression of our activities.

Between 1st June 1961 and 1st June 1962 the Secretariat dealt with 3,119 cases (21 offences against persons, 190 major thefts, 1248 cases of fraud, 772 cases of counterfeiting and forgery, 496 cases of drug traffic, 70 sexual offences, 121 identifications and 201 other cases). The figures are similar to those for the previous year except for the fact that the number of counterfeiting and forgery cases has dropped by 477 and the number of cases of fraud has increased by 365. Cases involving any aspect of banking always require a great deal of work.

During the same period, the General Secretariat circulated notices about 284 international criminals while 282 of the wanted criminals dealt with by the Secretariat were arrested and 48 were identified in countries other than the one in which they were wanted. In addition, information about 3,724 cases was sent to various N.C.B.'s. The mass of information we have received over the past years enables us to supply facts about criminals to the N.C.B.'s more and more often. On an ever increasing number of occasions we reply in

the affirmative when asked if a person is listed in our records. This implies that the names we have in our files are those of dangerous, habitual criminals.

On 1st June 1962 the General Secretariat's records comprised 575,000 general information cards about over 185,000 people, 43,000 fingerprint cards and 5,350 photographs of specialized criminals.

"Counterfeits and Forgeries", which is distributed in 84 countries or territories, is now being received by 3,200 subscribers. Between 1st June 1961 and 1st June 1962, it published 125 descriptions of counterfeit currency. Our laboratory for the scientific examination of currency is playing the part we had forecast; it dealt with 93 different types of counterfeit banknotes, cheques or bonds, examining them and recording their characteristics. It supplied various N.C.B.'s with technical information about specific cases. A collection of fibres and special paper has been started and now contains 76 reference specimens.

We have completed the regional notices we began publishing last year about the main drug traffickers in the Middle East, bringing the number up to 106. We have also brought out our monthly tables on illicit drug traffic regularly; they gave information about 476 seizures during 1961. We have prepared a booklet on international pickpockets which completes the information circulated in 1956 and which will be circulated during the forthcoming months.

Finally, we are putting the last touches to a loose-leaf booklet containing information about the registration markings of motor vehicles. It is being printed at the moment and will be circulated towards the end of 1962. It gives details about the registration systems used in 76 countries or territories and photographs of over 400 registration plates. The number of applications we have received from N.C.B.'s wishing to buy copies of this booklet means that the cost of printing will virtually be covered by the sales.

### III) SURVEYS.

Since our Copenhagen session the General Secretariat has made a number of surveys which entailed a considerable amount of work.

In the first place I should like to mention the eleven reports we are submitting to the present General Assembly session.



As in the past, the Secretariat prepared reports or lists of references for various countries on specific subjects. These included: bullet-proof jackets (Chile), federal offences in the U.S.A. (Brazil), automatic data-processing in police records (United Kingdom), information about currency counterfeiting (U.A.R.), arrest without a warrant (France), narcotic drugs (Colombia), legislation offering protection against radioactivity (France) and social work done by the police (Dahomey).

Three rather more long and complex reports were prepared for the United Nations Organization, one on capital punishment, one on the right of arrested persons to communicate with others and one on the value of various methods of preventing juvenile delinquency.

We have also prepared a book about 200 pages long (the French edition will be appearing in a few weeks' time and the English edition subsequently) containing the lectures given during the seminar we held on road traffic offences in June 1961. The lectures were given by experts of world-wide reputation and provide important basic information about a number of problems.

We have also made the enquiries the General Assembly asked for in 1960 about technical assistance. The information we have collected will permit us to supply useful facts to anyone asking what various countries can offer in the way of technical assistance for police work.

I should like to thank all the N.C.B.'s for the invaluable assistance they have given us in the preparation of these surveys.

We have published our Quarterly List of Selected Articles regularly and, over the past year, have listed 1,830 articles from the 264 journals we receive from 46 different countries. Between 1st June 1961 and 1st June 1962 we sent off 215 microfilms of articles.

Our international library received 128 books and 77 monographs bringing the total up to 1836 of the former and 1137 of the latter.

Our many duties have prevented us from extending our activities in certain fields as much as we should have liked. For instance, we have had to reduce the number of reports on books in the International Review and have published fewer circulars on the possibility of extradition from various countries. Nor have we been able to bring out any

further booklets on how the police forces of member countries are organized.

#### IV) THE INTERNATIONAL CRIMINAL POLICE REVIEW.

The ten numbers of the International Criminal Police Review appeared last year in spite of some delay in the publication of one or two issues. The delay was caused by the difficulties arising in connection with the preparation of the two special numbers devoted to the conferences we held in Copenhagen. We have recently returned to the normal dates for publication. Unfortunately, despite my repeated appeals, the number of subscribers to our Review remains constant at about a thousand. This is extremely low and I think that I am right in saying that we deserve better.

#### V) RELATIONS WITH OTHER ORGANIZATIONS.

We have remained in close contact with the major international organizations whose work is of interest to us.

Our representative attended the meetings of the Narcotics Commission of the U.N. Economic and Social Council and we have been invited to send an expert to the seminar on juvenile delinquency which will be held in Rome in a few weeks' time.

We have been kept informed of the work done by the Legal Committee of the International Civil Aviation Organization on crimes and offences committed on board aircraft.

We sent a representative to the last congress held by the International Association of Penal Law and shall probably send another to the next meeting of the Association of Airline Security Officers to be held in October.

As far as the Council of Europe is concerned, we have kept abreast of the work done by the Committee on Crime Problems and we also sent an Observer to a European conference on road safety problems that was held in Strasbourg.

Our Organization's fame and influence has led to a number of visits from press, radio and television reporters from all over the world. Although the resulting interviews take up a great deal of our time, the time is not wasted since it enables us to show ourselves as we are and to curb over-imaginative accounts.

We are still concerned about the protection of the world "Interpol" and since our last Assembly session Argentina, Chile, the United States, Japan, Morocco and Monaco have found or are studying interesting possibilities of safeguarding our name by law. It is interesting to note that as countries enact laws to protect our title, they formally confirm their affiliation to the Organization. Argentina and Morocco, for instance, have had detailed texts on the subject signed by their Heads of State.

## VI) OUR RESOURCES.

One of the Secretary General's main tasks is naturally to provide the Organization with the means of action it requires. In this connection, we have pursued our efforts in various fields.

In the first place, we have tried to facilitate contact between the N.C.B.'s by publishing, in accordance with a suggestion made last year, full details of the address and working hours of each of them. This information has been circulated in the form of loose-leaf booklets so that individual pages may be brought up-to-date.

We have completed the aerial system and emergency power supply of our international central radio station. We have also encouraged the institution of new links. Help provided within the country has been instrumental in achieving success with Lebanon which has officially formed part of the network since the end of July. Another experimental but very promising link has been established between Paris and the Philippines. This may even be the starting point of an extension of the Interpol network to South-East Asia and we have asked the countries of that part of the world to discuss the subject during this session.

Trials with Canada and Iran are still being conducted and Liberia has now acquired the equipment needed for reliable liaison with the Paris station. We think that the Monrovia station will very soon form part of the network.

There is still a good deal of traffic over our network. However, thanks to the institution of "zones", the number of messages sent over the network in 1961 (64,096 of which 503 were general messages) remained more or less the same as in 1960.

The General Secretariat's photographic laboratory was also extremely busy. Between

1st June 1961 and 1st June 1962 it dealt with 9,759 reproductions, 1,986 microfilms, 36,415 photostats and 467,340 copies of other documents.

All our achievements are, in the last resort, due to our staff whose energy and devotion to duty make up for their inadequate numbers.

In view of the slight financial resources available to us, we have hesitated to engage all the staff that would be required for our various departments to function perfectly. This explains the delays that sometimes occur and of which I am fully conscious. On the other hand, we propose to take measures that have become indispensable if our staff's financial position is to remain at a reasonable level. In addition, following up a decision taken some time ago, we have managed to secure pension terms similar to those provided by most large companies for our staff employed on contract.

While speaking of my collaborators at the General Secretariat, how can I fail to mention Mr. Alexis Goldenberg who devoted so much energy to the Organization as head of one of our sections from 1948 to 1960. He was recalled by the French police and was killed while on duty a year ago to-morrow, September 20th. This sad coincidence makes it more than ever my duty to pay homage to the memory of one who died a victim of the violence he abhorred.

Mr. Kallenborn's forthcoming retirement will fortunately be much less tragic. With characteristic simplicity and modesty but with great thoroughness and undeniable authority Mr. Kallenborn has spent the last twelve years of his career at the head of the Currency Counterfeiting Office the I.C.P.O. set up in The Hague with the kind assistance of the Dutch Ministry of Justice. Mr. Kallenborn has continued the work done by his predecessor, Mr. J. A. Adler, conscientiously and efficiently. He has made a substantial contribution to the Organization's influence in combating currency counterfeiting and forgery and I should like to express my heartfelt gratitude to him.

Mr. Kallenborn's departure raised an administrative problem. The Executive Committee felt that it would simplify matters for the Secretariat, thus ensuring that work would be done more rapidly and efficiently, if all the permanent departments were centralized in Paris, that the conditions which

led to the installation of a department in The Hague no longer exist and that to-day the Secretariat has the means it requires at its disposal. The Committee therefore decided that it would be advisable to transfer the departments in The Hague to Paris. The Minister of Justice of the Netherlands accepted the Executive Committee's suggestion conveyed to him by the Director General of the Dutch police. The journal "Counterfeits and Forgeries" will, however, still be printed in Amsterdam and circulated by the Systemen Keesing which have devoted their energies to this task over the past forty years.

I should like to thank the government of the Netherlands and its officials for all they have done to combat international currency counterfeiting on behalf of the I.C.P.O.-Interpol. I should also like to thank them for the understanding attitude they showed when the delicate question of transferring the Office arose. The methods perfected in The Hague and the achievements recorded in this field will always testify to the good work accomplished in the Netherlands with so much foresight and unselfishness.

In connection with our present and future resources, we might mention the efforts we have made to find a suitable piece of land on which to build our own premises. I am happy to be able to announce to-day that these efforts have been crowned with success. Unless some completely unforeseen, last-minute difficulty arises, we shall almost certainly buy a remarkable site in one of the Paris suburbs. The whole operation now being conducted will be described elsewhere. I should like to say, however, that the site we have found after long and patient searching satisfies all the conditions set by the Assembly and the feelings expressed last year. From a technical point of view it seems entirely satisfactory and, as far as prestige is concerned, what more can we ask than a beautiful modern building on one of the high green hills overlooking the whole of Paris.

Finally, we have re-drafted our report on future activities and the value of the budget unit. I hope that the new arguments and the supplementary details that will be submitted this year will enable the Assembly to adopt the suggestions without any great difficulty and to take an important step forward for the I.C.P.O. which must be able to live up to its fame and fulfil the hopes placed in it.

## B – PROGRAMME OF ACTIVITIES.

There are so many new initiatives that we could take and such wide horizons for our work that it is not difficult for me to submit a programme for the coming months.

I shall naturally leave aside all routine work and list only the main undertakings with which our Organization is concerned.

a) We already have several subjects to study at the General Assembly's request, including crime prevention bureaus, juvenile delinquency and the protection of safes against burglars.

We should like to study the 1949 Convention on traffic in women and the 1936 Convention on traffic in narcotic drugs with a view to finding out how to amend them in order to make them more effective (resolutions adopted during previous Assembly sessions).

b) We shall have to implement the decisions taken, or which I hope will be taken as a result of the increase in financial contributions. We have almost bought the land we require and our ambition is to submit a detailed plan for the building with an explanation of how it will be financed to the General Assembly next year.

c) The international seminar on organized crime, about which a decision was taken last year, will be held from 12th to 24th November 1962. The list of subjects has been distributed. This seminar will be far more of a discussion than a training course and will enable participants to express their views at length. The Executive Committee suggests that during 1963 another seminar should be held on narcotic drugs, similar to that held in 1959.

The Executive Committee has also given its approval to a suggestion that in 1963 we hold a seminar on scientific police techniques. The ideas behind this project are as follows:

The domains of science and technology are to-day so complex that all those working in them need to know about their colleagues' experiences. The problems of pure research are so vast and it requires resources on such a large scale that it cannot start from a single point and extend to all possible fields. This applies to scientific police techniques as much as to other branches. The I.C.P.O.-Interpol is suited by its very nature to act as a platform for discussions on this increasingly important



topic. The hopes we had placed in our College of Advisers have not been fulfilled, as we have explained in another report. Nor can our General Assembly sessions provide a proper opportunity of discussing problems which need to be dealt with by experts. We feel, therefore, that the I.C.P.O. would be making a valuable contribution by organizing a seminar on scientific problems involved in police work, to be attended by the Organization's advisers and technologists from affiliated countries. The seminar would last for a relatively short time and would consist mainly of discussions on working conditions and on technical and scientific tasks, descriptions of some of the modern methods used in police laboratories and the preparation of a programme for research on a certain number of inherently or indirectly difficult subjects.

We believe that a seminar of this type would arouse wide interest and contribute to the development of techniques for combating crime. We feel that the I.C.P.O. must not lose its opportunity in this field.

d) Finally, during the forthcoming months, we intend to prepare a booklet on international swindlers who concentrate on travellers' cheques and, possibly, a new series of regional notices on South-East Asian drug traffickers.

This programme will make 1963 an extremely busy year but I am convinced that we shall be able to implement all the suggestions I have put before you.

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You now have a picture of what we have done during the past year and you know our plans for the coming year, bearing in mind that our working year is the period between our Assembly sessions. Both I and the Deputy Secretary General will be more than prepared to give you any further details or explanations you may wish to ask for about this general report it being understood, of course, that more technical subjects will be dealt with later in individual reports.

I should simply like to conclude by saying that in the preparation of both the report and the programme we have had the interests of our Organization — which, to my mind, are often identical with the interests of society as a whole — constantly in our minds.

## C — PROJECTS FOR THE COMING YEARS: FINANCIAL CONSEQUENCES INCREASING THE VALUE OF THE BUDGET UNIT.

(Executive Committee)

At its 20th session in 1961, the General Assembly discussed a report on the financial situation of the I.C.P.O.-Interpol and future prospects.

This report showed how the finances of the Organization had developed over the years and suggested a long term programme which included an inevitable increase in expenditure, a programme of mutual (1) technical assistance and the building of premises for the permanent services of the Organization, and would finally result in greater financial independence for the Organization.

The General Assembly concluded that the Organization's headquarters should be built in Paris, left it to the Executive Committee to consider, undertake negotiations for and purchase land on which to construct a new headquarters and asked the Executive Committee to submit further details of the intended mutual technical assistance to the Assembly.

The following report has been prepared to provide affiliated countries with all the facts about the subject on the Assembly's agenda for 1962.

### Fluctuations in income between 1957 and 1962

The budget unit system was inaugurated, with the value of the budget unit fixed at 1350 Swiss francs, on 1st January 1958 (cf I.C.P.R. N° 153 page 302).

The growth of the Organization was in no way adversely affected since several more countries have applied for membership every year and income obtained from national contributions has made satisfactory progress (1958: 651,513 Sw. Frs. — 1961: 811,756 Sw. Frs.).

### Fluctuations in expenditure between 1957 and 1962

The aim of the 1957 financial reform was to provide the Organization with increased funds which could be used for further activities while making it more independent in relation to certain countries, particularly France.

At the same time, however, the value of

(1) The word "mutual" has been included to avoid confusion with assistance from outside the Organization.

the budget unit was to remain stable for a three year period.

The value of the budget unit has, in fact, remained the same for six years (1958 to 1962 inclusive) while increased sums have been provided for the Organization's working expenses every year (1958: 429.143 Sw. Frs. — 1961: 757,708 Sw. Frs.).

The more substantial means at the Organization's disposal have enabled it, to complete the installation of a powerful radio station, to pay the salaries of 17 of its staff from the international budget, to finance seminars, regional conferences and General Assembly sessions in distant countries and to pay the rent of the premises occupied by the General Secretariat.

The financial burdens which had been shouldered by France with regard to rent and equipment and by Spain for the translation of the Spanish edition of the International Review, have been lightened.

#### **Future prospects.**

It seems clear that the Organization will begin to stagnate from 1963 onwards if no new measures are taken.

On the basis of its present revenue, the Organization has come to the limit of its activities and can acquire no further administrative independence.

If, however, we bear in mind firstly the number of countries that have recently joined the Organization and, secondly, the general trends in the Organization policy the following objectives will have to be attained:

- Provision for increased working expenses;
- Increased mutual technical assistance;
- Implementation of the building programme;
- Administrative independence.

#### **I. INCREASED WORKING EXPENSES.**

The draft budget shows that expenditure will amount to 900,000 Swiss Frs. in 1963. It may reasonably be taken for granted that working expenses will increase as the Organization grows larger.

#### **II. MUTUAL TECHNICAL ASSISTANCE.**

It is in the interest of the Organization that all its members should actively take part in its undertakings and initiatives.

However, in spite of their good will, some members may be prevented from doing so by purely material difficulties and insufficient means. Mutual aid should therefore take place within the Organization.

The General Assembly gave its approval to a policy of co-operation in 1957 (26th session).

There is no intention whatsoever of competing with or providing alternatives for already existing schemes. Mutual technical assistance should be governed by certain principles and assume certain definite forms:

##### **a) Seminars:**

Two seminars could be given each year.

##### **b) Training or instruction grants:**

These would allow officers to attend the above seminars and to take training courses at the General Secretariat or in the N.C.B. of other countries or to attend courses at police schools.

##### **c) Visiting experts:**

An expert might be sent for a limited period to a country to give advice on some particular matter.

##### **d) Equipment:**

One final form of technical co-operation would consist of helping N.C.B.'s to acquire the minor pieces of equipment they need to do their international work properly, especially where radio stations are concerned.

A total allocation of 250,000 Sw. Frs, used in accordance with the abovementioned principles, would suffice.

### **III. THE BUILDING OF PREMISES.**

In 1955, the I.C.P.O. entered into a nine-year agreement to rent premises for its General Secretariat. In this connection, it should be noted that:

— We have to pay for the ever-increasing cost of the maintenance of the building;

— The rent, based on salaries, will increase as the latter increase;

— There is practically no more room left in the building;

— Rented premises provide no security for the future (the building might be sold);

— In thirty years we should have paid out as much in rent, etc. as would pay for the construction of a suitable modern building.

Consequently, the General Assembly at its Copenhagen meeting decided to build a headquarters in Paris and to devote the reserve fund to purchasing a suitable piece of land.

In practice, this means a free-standing building with about 2,500 square metres floor space, which may be added to when necessary, surrounded by its own small grounds.

A suitable piece of land was provisionally acquired in the suburbs a few weeks ago. It is well served by public transport and fulfills all the required conditions.

A great deal of study will be required for the plans of the building itself but it seems that expenditure will amount to about three million Swiss francs.

#### IV. ADMINISTRATIVE INDEPENDENCE.

Still taking a long view, we should mention that once the I.C.P.O. headquarters are housed in their own building, the budget would be relieved to a considerable extent. With the money so saved, the reserve fund could soon be built up again and a decisive step taken towards administrative independence.

#### V. VALUE OF THE BUDGET UNIT AS FROM 1st JANUARY 1963.

Taking into account the objectives mentioned above, the main items of expenditure for 1963 and subsequent years would appear to amount, in all, to 1,550,000 Swiss francs per year.

The value of the budget unit would thus amount to 2,450 Sw. Frs.

#### VI. COMMENTS.

The services provided by the Organization cost a great deal and the general devaluation of currency means that sums paid in 1962 are worth less than the same sums paid in 1958.

The services provided for members by the Organization have consistently improved while the budgets of most governmental police forces have risen considerably since 1957.

The I.C.P.O. is a "young" organization and its collection of documents and records will increase in volume for a number of years to come.

Contributions to the I.C.P.O.-INTERPOL will remain relatively low in comparison with those paid to other international organizations.

#### CONCLUSIONS

The important and constantly growing part the I.C.P.O. has to play, the help an increasing number of members ask it to provide, the hopes placed in it by the major international organizations, the assistance it must give to newly independent countries and the independence it needs all justify this request for a financial effort on the part of members.

If they find it impossible to make the effort requested, it will be impossible to increase our activities above their present level or to undertake a programme of mutual technical assistance. In addition, our inability to move into suitable premises may considerably endanger the working of the Organizations and make it impossible for us to become more independent of the government of the country in which our headquarters are situated.

## II. The discussions

### A) THE PROGRESS REPORT

The PRESIDENT thanked the Secretary General and suggested that the Progress Report be discussed chapter by chapter.

I. In connection with Syria, Mr. NIANG LAITI (Senegal) raised the question of the resumption of a seat in the Organization of a country which had once been a member and then withdrawn. Could such a country become

a member of the Organization once again simply by asking to be allowed to do so or was the approval of the Assembly required?

The SECRETARY GENERAL explained that Syria's situation was rather different from that of the other countries whose applications for membership had been considered on the previous day. Syria had, in fact, been a full and official member of the I.C.P.O. for a good number of years and, what is more,



had been a member in 1956 when the new Constitution had been adopted. It was only natural to wonder whether a case of this kind might require some exceptional form of procedure. The Executive Committee, however, had felt that if Syria asked to be allowed to resume its membership of the Organization as an independent country, there was no need to do more than record this resumption as the U.N.O. had done in the same case. They did not feel that this decision could be criticized.

II. Police co-operation: The PRESIDENT emphasized the progress made by the African N.C.B.'s and pointed out the value of the regional conference that had recently been held in Monrovia.

Mr. NIANG LAITI (Senegal) asked whether another regional conference would be held in Africa next year.

The SECRETARY GENERAL replied that it would be desirable to hold regional conferences as often as possible but in view of the Organization's very heavy programme for the coming year it seemed impossible to do so in Africa. The I.C.P.O. was certainly a universal organization but it would be wrong to tackle too many subjects at once.

III. Surveys: The DEPUTY SECRETARY GENERAL suggested that N.C.B.'s wishing to receive information from other countries about theoretical subjects should write to the General Secretariat, not to these countries. This would avoid research being carried out on the same subject several times, would prevent the Heads of National Central Bureaus from being flooded with requests for information and would enable the Secretariat to ensure that all requests were in conformity with the Organization's Constitution.

IV. International criminal police review: The PRESIDENT wished to associate himself with the Secretary General's remarks about the Review deserving more subscribers.

Mr. HACQ (France) realized that the Review was intended for a special class of readers: chiefs of police, police officers in various countries lawyers and magistrates, etc. but he wondered whether the Secretary General could not improve the quality of the articles it contained some of which might be felt to be too technical or scientific. It would be valuable for the heads of N.C.B.s to

receive some guidance from the General Secretariat about the type of articles to submit that would be of interest to a wide audience. If France, for instance received such guidance, it would probably be able to contribute a good deal.

The SECRETARY GENERAL said that in a number of cases his appeals for N.C.B.'s to send interesting articles remained unanswered except for a few mainly technical and scientific papers. Although the Review should not contain detective stories, accounts of cases actually dealt with by police forces were the most popular type of article with readers. Accounts of important criminal cases demonstrating the way in which different police forces work together for the good of the community would undoubtedly be of interest to a greater number of readers. The main fault therefore lay with the N.C.B.'s.

V. Relations with other organizations: Mr. SELA (Israel) recalled that last year in Copenhagen he had asked how countries that had come into being since the League of Nations had ceased to exist could accede to treaties that had been signed under the auspices of the League. The government of Israel had asked the U.N.O. to be allowed to become a party to the Convention on the Suppression of Currency Counterfeiting but was prevented by certain clauses. The International Law Commission had discussed this subject during its last meeting and had devoted particular attention to the problem of new countries becoming parties to general multilateral treaties in which accession was limited to specific categories of States. A number of ways of solving this problem had been considered and, in certain cases, the General Assembly of the U. N. could adopt a resolution stating that its members had decided that certain multilateral treaties of a universal character should be open to new countries. This subject was to be discussed by the U.N. General Assembly at its present session and the Israeli government asked the I.C.P.O. to give all the support possible in this field. A solution would eliminate a good many of the difficulties that now existed.

The PRESIDENT reminded the Assembly that an observer from the U.N.O. was attending the session and that he would have taken note of the observation by Israel's representative. As far as the I.C.P.O. was concerned the best course would be to draft a resolution on the

lines of the views expressed by the representative of Israel. He asked M. Sela to submit a draft.

VI. Resources: M. TREVES (France) said that *the increase of the international radio network* had gone on. The coming into service of the station in Beirut (Lebanon) in July 1962 had brought up to 24 the number of official stations on the network. Buenos Aires was the centre of a regional network which comprised Chile and Uruguay and was open to important developments. The entry into official service of the stations of Ottawa and Teheran would take place shortly. The setting up of the Monrovia station — the first Interpol radio station in Africa south of the Sahara — was being completed. Encouraging trials had also been undertaken with Manila which might result in a very important link-up as this would facilitate the setting up of a regional network in South-East Asia, Manila acting as a relay of the central station in Paris. Nine countries of South-East Asia were to study the setting up of such a regional radio network during present session (1). It was advantageous for stations to be grouped in regional networks to avoid each country having to acquire the powerful installations essential for communication with Paris.

With regard to equipment, the latest work, at the Lagny-Pomponne station had been especially directed towards the best possible use of material. The General Secretariat now had twelve transmitters of from 1 to 3 kW. in service and the sending of messages between the central station and the Secretariat had been speeded up by the installation of automatic transmission. The question of frequencies always presented complications but the General Secretariat continued to play an essential role in the coordination of their use and in obtaining them.

If the progress report showed a slight reduction in the total of telegrams handled, this was because broadcasts were no longer sent out to countries which were not concerned with them. The number of original messages had increased by about 10%. An important fact was that the connection between Buenos Aires and Paris which formerly only took place during the evening and night, had now been extended to the daytime.

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(1) cf. below: The Radio Network.

The DEPUTY SECRETARY GENERAL mentioned that a technical meeting for countries of South-East Asia was planned, and in answer to a question put by M. GOODRUM (Liberia) he said that he thought that it would be of value for the African countries to attend as observers. Another solution might be to hold a special meeting for African countries and another for south-east Asia.

VII. Secretariat premises: M. MA'TOOK (Saudi Arabia) asked if the building of the future headquarters in Paris had the approval of all affiliated countries. His delegation suggested that a modern building should be constructed in Geneva, seat of nearly all international organizations.

At the request of the PRESIDENT, the DEPUTY SECRETARY GENERAL stated that it would perhaps be preferable to discuss this question with the report on this subject. (cf. point C below).

The Progress Report was unanimously adopted.

The PRESIDENT then said that he wished to associate himself with the homage paid to the memory of Mr. Alexis Goldenberg and, at the proposal of Mr. DICKOPF (Federal Germany), the General Assembly observed one minute of silence.

#### EXTENSION OF THE RADIO NETWORK IN SOUTH-EAST ASIA.

A special committee was formed to discuss this important subject. The following countries were represented: CHINA, JAPAN, MALAYA, PHILIPPINES, THAILAND; Observers: Liberia, Togo.

Mr. XAVIER (Philippines) was elected Chairman and asked Mr. Trèves, Head of the Communications Department of the French Ministry of Home Affairs, to give an account of the situation and to make suggestions.

Mr. TREVES explained that it would not be advisable for all the stations to communicate directly with Paris because, firstly, there were already about twenty stations communicating directly with the central station and, secondly, stations in South-East Asia would need extremely powerful and expensive installations. He added that the system of regional central stations was already working e.g. with Buenos Aires.

Tests conducted in Manila with a view to installing a regional station there had given

highly satisfactory results. Technical liaison and the operators were excellent. Under these conditions, Manila could be chosen as the leading station in South-East Asia.

The CHAIRMAN explained that Manila already had a very powerful transmitting station. Up to the present the police had worked in collaboration with the country's air force but a regional central station would naturally be under the sole control of the police force. Mr. Xavier added that he would like help from other countries of the area in connection with liaison with other continents but that he would first like to know whether Manila were to be chosen.

The DELEGATE from THAILAND agreed that Manila would be a good choice.

The JAPANESE DELEGATE felt that a regional network would be useful. Before giving his opinion, however, he wished for a more detailed plan and more details about the financial consequences of setting up the network, the number of radio operators, the wavelengths used and the hours during which broadcasting would take place. Finally, he wished to know exactly what the \$ 50,000 set aside for this project would correspond to.

At the Chairman's request, Mr. MARC (General Secretariat) explained that countries which already had a police radio network would not find it too expensive to set up an Interpol radio station. Moreover, no country should decide whether or not it needed a station merely on the basis of its present volume of correspondence. Experience had shown that every time a country set up an Interpol station, the number of cases dealt with by that country increased considerably because communication by radio was so fast and simple.

The cost of installing a station depended on the installations already at the disposal of the country concerned. He did not quite understand why the Japanese delegate had mentioned the figure of \$ 50,000 which seemed to him very high for a national station.

In any case, although it might cost a good deal to set up a regional station, the latter would make it simpler and less expensive to set up the national stations in that area.

The DELEGATE from THAILAND wondered why there was any need to strengthen the station in Manila if it was already powerful enough to contact the rest of the world.

Mr. TREVES explained that so far the Manila police had simply borrowed a transmitter from their country's air force for a few hours a day in order to conduct the tests. For the station to work all day it would need a whole range of different frequencies. In addition, the regional station would have to have liaison with the General Secretariat and with other stations in the area simultaneously. There was a great difference between a radio station which could have its transmitter and receiver near each other, and a station which had to deal with two communications at a time and therefore had to have receiving and transmitting centres some distance apart.

In reply to the delegate from Japan, Mr. Trèves went on to say that, according to the General Secretariat's calculations, the cost of setting up a national station would be 40,000 New French Francs or \$ 8,000 at the outset (purchase of a one-kw transmitter capable of working on five frequencies, of two receivers and of the aerials). Two operators would probably be able to deal with all the day-time traffic in the beginning. Two frequencies would be needed for liaison between Tokyo and Manila.

The CHINESE DELEGATE approved of the suggestion about Manila but asked that a complete picture of the future South-East Asian network be drawn, based on the existing stations, so that he could submit the project to his country's authorities.

The DELEGATE from MALAYA said that he had studied the document sent out by the Organization during the previous year suggesting that the central station for South-East Asia be installed in Singapore. He agreed, however, that the regional station could be in Manila. The Malayan national station had a theoretical range of 800 to 1000 miles which, in practice, was limited to between 500 and 600 miles. He thought that his government might agree if it were purely a question of Interpol messages.

Mr. MARC (General Secretariat) said that no N.C.B. that had made the effort of installing a station had ever regretted it and gave a few specific examples. He explained that the radio operators of a national station formed part of the country's N.C.B. like the police officers working in the Bureau. The salaries and expenses of the central station staff in Paris were paid entirely by the French government and the same was true of Argentina. These arrangements might later be



altered depending on the Organization's financial policy.

The JAPANESE DELEGATE wondered whether it would be possible to distribute a document containing all the technical and financial details of the project.

The CHAIRMAN said that the Secretariat was preparing a document of this type.

Mr. XAVIER (CHAIRMAN) asked the Committee whether their countries' radio stations were powerful enough to conduct tests with the station in Manila.

The THAI DELEGATE replied that the transmitter and receiver at the disposal of his country's police force could not do so. He added he had understood that 50 acres of land, costing about two million dollars, would be required. This gave an idea of the scale of the financial problem. He thought that the situation was the same in Malaya.

Mr. TREVES said that these figures applied to a station using radio-telephony or teleprinting for its communications. It was precisely because these modern methods were too costly that the Organization had kept to the Morse system. He added that 1-kw would be sufficient for liaison between Bangkok and Manila and that no more than two acres of land would be required.

The CHAIRMAN said that the members of the Committee seemed to agree that a South-East Asian regional central station would be necessary and to be in favour of having this station in Manila. The Committee might submit a draft resolution to this effect.

The MALAYAN DELEGATE felt that the draft resolution should not mention any decisions but should merely strongly recommend to the various delegations concerned that they ask their governments to consider the possibility of establishing a regional network and the CHAIRMAN explained that this draft resolution would not bind affiliated governments in any way.

The Committee unanimously adopted the text submitted (cf. below).

Mr. TREVES announced that the station in Monrovia had just been completed and said that this had necessitated a great effort on the part of the Liberian authorities. The station would begin to operate very shortly, perhaps even before the end of the session, and would be the first station to have been installed in Africa, south of the Sahara. It

might, later, be called upon to act as central regional station. If the African countries wished, the General Secretariat could prepare a plan similar to that which had been prepared in connection with South-East Asia.

During a subsequent plenary session Mr. XAVIER (Philippines) asked all the delegations to approve this draft resolution which, without any doubt, would give the members in South-East Asia a more rapid and efficient system of communications with the Interpol headquarters in Paris and also with other regional centres possessing radio stations.

#### RESOLUTION:

WHEREAS it would be desirable for the I.C.P.O. National Central Bureaus in South-East Asia to have more means at their disposal for effective police co-operation, and

WHEREAS the results of the technical tests conducted by a station in Manila have proved satisfactory,

The I.C.P.O.-Interpol General Assembly, at its 31st session held in Madrid:

INVITES the representatives of affiliated countries in South-East Asia that have the necessary resources to ask their appropriate government departments to study the possibility of setting up radio stations linked to the international police network;

HOPES that any national stations able to do so will conduct tests when possible with the Manila station as the regional central station;

ASKS the Secretary General to supply all the countries concerned with full technical and general particulars about the extension of the network in South-East Asia.

After a slight amendment suggested by Mr. RAJ (Malaya), this resolution was adopted with 55 votes in favour and four abstentions.

The DEPUTY SECRETARY GENERAL announced that the Caracas station was shortly going to enter the radio network through the link-up with Buenos Aires. This was a very important piece of news because the radio network would certainly be extended throughout all the West Indies through the Caracas station.

#### B) PROGRAMME OF ACTIVITIES FOR 1963

At the request of the Chairman, the DEPUTY SECRETARY GENERAL recalled the general lines of the programme of activities which had been submitted to the Assembly.

Mr. HACQ (France) stated that the Central Service of Identification of the *Direction générale de la Sûreté Nationale Française* had undertaken in the last two years a study of the identification of short-range firearms and their ammunition by the systematic classification of their proof-mark and their reference letters, and that they had already published two works on this question. The author of the work. Mr. BAVEREL, who had been in Copenhagen last year was present again and held himself at the disposal of those delegations interested in this matter. The French Delegate proposed that this question should be entered on the agenda for the General Assembly next year. *The proposal was unanimously adopted.*

Mr. RAJ (Malaya) asked the Secretary General to continue its publication of booklets on *the structure and organization of police forces in the various affiliated countries*. He also asked whether the Secretariat could conduct research on the possibility of drawing up an international agreement on the *number of characteristics required for the identification of fingerprints*. This number varied quite considerably from one country to another and an international agreement would be extremely valuable. Finally, he asked whether proposals regarding seminars which involved participants' travelling abroad could be submitted at least two years ahead so that the countries concerned could make provision for such travelling expenses in their budgets.

The SECRETARY GENERAL felt that information about the structure and organization of the police forces of different countries was indeed important. It was not entirely the Secretariat's fault that this work had not advanced as rapidly as had been hoped since it often required a long and complicated exchange of correspondence. The Secretariat depended on the N.C.B.'s for the basic information and he asked the Heads of National Bureaus to make an effort to send the particulars in the near future.

As far as fingerprints were concerned, he pointed out that this was a delicate problem because, firstly, it would be difficult to alter established systems and, secondly, it was connected with a point of criminal law which was left to the discretion of the judicial authorities and the courts. It would be extremely difficult to try to impose an inflexible, standard system of which some courts might not be in favour.

Finally, the Secretary General asked the Assembly not to add too many items to the already heavy programme of activities.

At the Chairman's request, the DEPUTY SECRETARY GENERAL asked whether the Malayan delegate would agree, if his proposal about fingerprints were adopted by the Assembly, that the Secretariat should be free to submit this report in either one or two years' time.

The Malayan delegate's proposal was adopted, with the reservation added by the Deputy Secretary General, by 18 votes to 16 with 15 abstentions.

Mr. SALCES (Argentina) said that during the past year thorough research had been conducted in his country on *electronic methods applied to criminal records*. Various sources supplied information about the cost of the systems, the training of staff, etc. The Argentine Federal police had submitted a report this research to the General Secretariat, and felt that it would be interesting to find out what had been done by other countries in this field by adding this subject to the programme of activities for 1963.

The DEPUTY SECRETARY GENERAL thought that this was a most interesting suggestion for the Secretariat had been asked on several occasions to supply information about the mechanization of criminal records. The countries that had conducted such experiments could give an account of the difficulties they had had to overcome and make suggestions.

In view of the extremely heavy programme suggested for the Secretariat, the CHAIRMAN suggested that the Assembly might postpone this subject.

The Chairman's suggestion was accepted.

Mr. QUIROZ CUARON (Mexico) hoped that when studying *methods of protecting safes against burglars*, the Secretariat would consult banking establishments. A number of countries had noticed a considerable increase in hold-ups in banks over the past year. It would be most useful if the Convention that had existed on this subject for a number of years were brought up-to-date. He also asked that the report by Argentina on use of electronic methods in criminal records should be sent to Mexico and to all other countries interested in this subject.

The DEPUTY SECRETARY GENERAL said that the Secretariat had noted the Mexican delegation's desire to have banks consulted in the preparation of the report on the protection of safes. This would be done through the N.C.B.'s. In addition, the Secretariat would send the Mexican N.C.B. a copy of the report prepared by the Argentine police.

The whole programme of activities for 1963 was unanimously adopted (55 votes).

### C) FINANCIAL MATTERS and PROJECTS FOR THE FUTURE

#### 1. REPORT ON THE 1961 FINANCIAL YEAR.

The SECRETARY GENERAL submitted the Financial Report; it comprised an account of the 1961 financial year, a brief report on the implementation of the current year's budget and a draft budget for 1963.

The Organization's total income had been considerably higher than had been foreseen because of several unexpected receipts. In addition, very few countries had not paid their dues.

In fact the I.C.P.O.'s finances appeared to be in a healthy state since income had exceeded expenditure.

Mr. FRANSSSEN (Belgium) announced that the Auditors had found that the Organization's accounts contained clear statements of income and expenditure and receipts for all expenditure undertaken.

The PRESIDENT then opened the floor and suggested that delegates should begin by considering the accounts of the 1961 financial year. *After a brief discussion, these accounts were unanimously adopted.*

#### 2) DRAFT BUDGET FOR 1963:

##### a) Contributions and technical assistance.

Mr. FRANSSSEN (Belgium) wished to make two reservations on this subject:

(1) Most countries had already submitted their draft budgets for 1963 to their Parliaments. The new contributions would therefore only be accepted by the Parliaments of a great many affiliated countries for 1964.

(2) He could not approve of 250,000 Swiss francs being devoted to technical assistance against 20,000 in 1962 and would comment further on this subject at the right moment.

The DEPUTY SECRETARY GENERAL said that the Executive Committee fully realized that procedural difficulties might make it impossible for some countries to pay their new financial contributions in 1963. An identical situation had arisen when the financial reforms had been adopted in Lisbon in June 1957. In view of the fact that the 1963 budget consisted of three sections — working expenditure, the building fund and the technical assistance fund — it was unlikely that working expenditure would be affected by any delay in the payment of contributions.

Mr. VAN DER FELTZ (Netherlands) was pleased that the suggestions about *technical assistance* were explained far more clearly than had been the case in 1961. However, the Secretary General appeared to make a distinction between two categories of technical assistance: assistance with a view to improving the quality of the equipment of the National Central Bureaus and of the Organization in general and technical assistance in a wider sense to which the resolution adopted in Washington would apply and which would be financed by the members themselves on a bilateral basis. In the second case, the Organization would act merely as an intermediary. In fact, he said, report No. 3 dealt with most of the objections that he had previously expressed but he was not entirely satisfied with the way in which the problems had been solved. He thought, for instance, that it would be preferable for the I.C.P.O. to consult the U. N. officially about technical assistance for the police.

As far as the distribution of tasks was concerned, Mr. Van der Feltz felt that the principles suggested were acceptable but he pointed out that the sums allocated were the same as those indicated in 1961. In the 1961 report, however, there had been no question of limiting technical assistance to the NCB's. He was surprised to find that the limits set to technical assistance in this new report had not automatically resulted in a decrease in the funds required.

Nor did Mr. Van der Feltz feel it would be necessary to make forty training grants a year. Those being trained would be police officers working in the National Central Bureaus and there were relatively few of them. Furthermore, the courses given by police training colleges were very general and did not deal specifically with the special tasks undertaken by staff in the N.C.B.'s.



*The head of the Netherlands delegation voting.*

He wondered whether it would not be preferable to find out the exact forms of assistance needed by various members of the Organization, before preparing a definite programme of technical assistance.

In putting the plan into action, the General Secretariat must keep firmly to the principles laid down. It should be possible to limit the volume of technical assistance and the expenses related to it giving assistance only to the N.C.B.'s. This was all the more necessary since it seemed that the increase of contributions might exceed the financial possibilities of some members of the Organization.

The Delegate of the Netherlands therefore asked that the technical assistance be undertaken with care, on a limited basis and with a budget not exceeding 100,000 or 150,000 Swiss francs per year.

At the PRESIDENT's request, the DEPUTY SECRETARY GENERAL first stated that the Secretariat was aware of the very strict manner in which public affairs are directed in the Netherlands and that he was happy to see that the position of the Dutch delegation had changed considerably in a year.

He then explained that the U.N. had been consulted to find out exactly the extent of

technical assistance that would be granted to a specialized organization such as the I.C.P.O. The following questions had been asked:

— Can the United Nations finance a programme of technical assistance but leave it to be carried out by another international organization? If so, under what conditions?

— Can an international organization propose a plan or measures of technical assistance to the U.N.? If so, by what procedure?

— Apart from questions of illicit drug traffic does the United Nations grant technical assistance for police matters (technical training of staff equipment, etc.)? If not, why not?

— Should the answer to the third question be in the affirmative, what is the form in which technical assistance may be granted, and what is the procedure for obtaining it? Which countries obtained it in 1959, 1960 and 1961? What credits were allotted to this assistance during these same years? Is there a possibility of getting the present policy of the United Nations to conform closer to the resolutions of the General Assembly of the Interpol? What is the average cost of a training grant and that of an expert?

These questions were asked on 6th February 1962. The U.N.O. gave its answer on 14th May, after report No. 3 had been sent out. This answer contained the following main points:

No demand for technical assistance can be accepted by the United Nations unless it possesses the qualifications recognized by the legislative bodies of the U.N.O. for this purpose. Consequently, the only manner in which the U.N.O. can grant technical assistance in the sphere occupied by the I.C.P.O. would be by the adoption of a resolution by the Economic and Social Council.

Relating to the question of whether the U.N.O. can finance a programme of technical assistance which would be carried out by another international organization, within the framework of its present legislation this is not possible even when the organization has the structure and importance of the I.C.P.O.

The reply to the question as to whether the I.C.P.O. can make proposals of technical assistance to the U.N.O. is negative, in present-day circumstances.

Only the Director of the U.N.O. Depart-

ment of Drugs at Geneva can reply to the different points coming under the heading of drugs. All demands for technical assistance connected with police force organization matters had been accepted by U.N.O. whenever they concerned problems of *public administration* but not when they concerned assistance in the sphere of *criminology*.

The United Nations, therefore, could virtually not give any assistance as far as police techniques were concerned, nor could it entrust the implementation of a programme of technical assistance financed by itself to any other organization, even the I.C.P.O.

In answer to one of Mr. Van der Feltz's points, the Deputy Secretary General explained that the figures had remained unchanged this year because, in fact, the programme itself had not changed.

As far as the number of training grants was concerned, delegates should not forget that the technical assistance projects *did not apply merely to 1963* but formed part of an overall plan for the coming years.

In reply to a remark made by the delegate from Belgium, the Deputy Secretary General said that the task was that of training staff for special duties which ordinary police officers were not taught to perform.

As an example, he mentioned that there was one radio station that was of very little value to the network because its staff had not been trained in international broadcasting. Would the Organization not gain in efficiency if one of the police officers working at this station spent several months at the central station in Paris where he could learn his job?

The 250,000 Swiss francs suggested for technical assistance formed a relatively small fraction of total expenditure and remained within reasonable limits. If this sum were reduced to 150,000 Swiss francs it would not even make a 10 per cent difference to members' contributions and it would definitely delay the Organization's progress. In any case, the 250,000 Swiss francs would not necessarily be spent in 1963. The Secretariat had felt that it was up to the Executive Committee to work out the practical implementations of the policy and consider all requests carefully.

Mr. FRANSSEN (Belgium) considered that a number of countries might have difficulty in finding the funds to send participants to two seminars a year.

As far as equipment was concerned, he thought that the Secretariat's examples were unfortunate. A country that had set aside a sum of money for a radio station should not have to ask the I.C.P.O. to pay for accessories.

Although in favour of technical assistance, he felt that more thought should be given to the form such assistance ought to take.

The SECRETARY GENERAL said that he quite agreed with the Dutch delegation which felt it most important that technical assistance should only benefit the N.C.B.'s but the term National Central Bureau should in fact cover everything that made a direct and real contribution to the working of the I.C.P.O. or, in other words, the whole machinery for international police co-operation.

Mr. SELEM (Nigeria) thought that assistance to new N.C.B.'s in Africa should be given priority.

Mr. ABBARO (Sudan) hoped that all member countries fully realized the effort that some of their number would have to make to increase their financial contributions. This increase would probably mean that most of the newer countries would have to limit the number of delegates they sent to Interpol Assemblies and seminars and it might also involve their decreasing some of the activities of their police forces.

The DEPUTY SECRETARY GENERAL asked those delegations to consider how much their governments paid to other international organizations and to consider the services provided by these organizations in comparison with those afforded by the I.C.P.O.. This would show how very little Interpol required in order to function efficiently.

Mr. NAHMIAS (Israel) felt that the programme of technical assistance submitted to the Assembly would be quite inadequate. He asked whether the Secretariat had undertaken any research on the requirements of affiliated countries and, if not, how the programme had been drawn up. He added that 40 training courses a year for N.C.B.'s did not seem a large enough number.

At the President's request the DEPUTY SECRETARY GENERAL replied that if all affiliated countries had been asked to state their requirements, the proposed fund would have amounted to 10 or 100 million Swiss francs. The Secretariat had studied the requests made in various spheres and, on this



basis, had drawn up a programme which did not seem to give entire satisfaction but which was a real, suitable and acceptable starting point both for those giving the assistance and for those that would be receiving it. It had been essential to keep in mind the effect of the technical assistance fund on the whole budget and to see that the increase in financial contributions did not exceed reasonable limits.

Mr. HARVISON (Canada) asked for more details about the ways in which the forty grants would be distributed and about which countries would be able to send police officers abroad for training. Canada, he said, would be ready to welcome police officers from other countries.

Mr. NEPOTE said that this question seemed to relate rather to the implementation of the programme whereas the Assembly was still discussing its main principles. Although he could not really say what decisions would be taken when the time came, he thought it probable that applications for grants would have to be submitted by the N.C.B.'s themselves to the General Secretariat which, in turn, would submit them to the Executive Committee and the Executive Committee would take the final decision. The information collected in accordance with a resolution on technical assistance passed in Washington two years previously would help the Committee immeasurably in this sphere.

Mr. MANOPULO (Italy) felt that the recent intensification of international relations and the number of new countries that had joined the I.C.P.O. would increase the Organization's duties and would mean that sufficient financial resources would have to be provided. The Italian delegation was therefore in favour of the proposed increase in the value of the budget unit.

He also felt the seminars that they hoped would take place from 1963 onwards should be practical as well as theoretical in character. It would also be desirable for participants from all affiliated countries to be able to attend seminars held at the General Secretariat and in the most important N.C.B.'s. As far as the sending of experts abroad was concerned, he felt that more active participation by all member police forces would be of value. With regard to equipment, the Italian delegation thought of the setting-up of new radio stations in countries that did not have the funds needed.

Mr. RAJ (Malaya) asked for further explanations about the reply from the United Nations stating that it would not be possible to grant technical assistance to police forces. In this connection he mentioned a seminar that was being organized in Japan by the United Nations on crime and the treatment of delinquents. He felt that the General Secretariat should make further enquiries about what the U.N.O. and other similar organizations had to offer in this field.

The DEPUTY SECRETARY GENERAL replied that the I.C.P.O. had indeed sent representatives to several seminars of this type organized in Japan, New Zealand, Mexico and elsewhere. These seminars, however, were far more concerned with criminology, law and penal science than with police matters. It seemed to be out of the question for the United Nations ever to organize a seminar on combating currency counterfeiting or on the best technical methods of taking fingerprints, for instance.

Mr. LUCAS (United Nations' Observer) said that the U.N. co-operated closely with all kinds of international organizations in the fields with which they were concerned but respected each organization's area of competency and did not intend to deal with police matters. It would, however, be useful to define the term "police". The United Nations had a social department which dealt with all social matters on a general level but this did not involve any action in the I.C.P.O.'s particular sphere. He added that it would in any case be useful to define the investigation and law enforcement activities of the police and the I.C.P.O. exactly.

The SECRETARY GENERAL agreed that a definition of police work would be valuable. Every aspect of this work was developing and the police were playing an increasingly important part in society both as far as social and preventive work and as far as investigation and law enforcement were concerned. The U.N. was, for instance, concerned with narcotic drugs but this problem did not concern all the countries of the world and the considerable influence of the police in other fields such as juvenile delinquency and crime prevention in general should not be forgotten.

Mr. LUCAS (United Nations' Observer) made it clear that all he had wished to say was that it was obviously necessary to divide up all the tasks that had to be undertaken. The valuable co-operation that already existed

as regards narcotic drugs could be extended to other spheres in which both the social department of the United Nations and the police were interested.

Mr. LOPEZ CHIARI (Panama) recommended that when grants were awarded, the Organization bear in mind the distance that participants had to travel to attend a course and also the native language of the participants when the working languages of a seminar, for instance, were settled. He recalled the considerable technical assistance provided by the United States for Latin American countries as far as police matters were concerned and added that if this aid continued it would enable Latin American police forces to increase their potentialities substantially.

Mr. SAGALYN (United States of America) reminded the Assembly of the efforts made by his country which had helped police forces in over thirty countries for a number of years. His country would nevertheless be in favour of any other initiatives liable to help others. He also thought that it would be preferable not to use the expression "technical assistance" which might have political implications. He suggested that the words "assistance to N.C.B.'s" be used instead.

Mr. HACQ (France) stressed the fact that it was vital for the Organization — and particularly for the General Secretariat — to move towards administrative autonomy as rapidly as possible. He also pointed out the burden the French government — and particularly its police force — was shouldering in helping the General Secretariat to function. The French delegate therefore asked the Assembly to vote in favour of the increase in the value of the budget unit on which financial contributions were based. France was, of course, prepared to continue to assist the General Secretariat as long as this proved necessary and the French government was willing to continue to pay the 35 units which set it in the category of countries paying the highest contribution.

Mr. VERNER ESCAJADILLO (Peru) also expressed his approval of the proposal.

Mr. ZENTUTI (Libya) was not hostile to an increase but he hoped that Libya would be allowed to remain in its present category, that paying the smallest contribution.

The PRESIDENT put the draft budget for 1963 to the vote. *It was adopted by 53 votes for, 2 against, and 2 abstentions.*

The PRESIDENT then put the report on the increasing of financial contributions to the vote. *It was adopted by 55 votes for, 2 against, and 3 abstentions.*

The PRESIDENT stressed that *as from the 1st of January 1963 the value of the budget unit would be 2,480 Swiss francs.*

#### b) Purchase of a site.

At the Presidents' request, the DEPUTY SECRETARY GENERAL brought up the question of land for the Organization's premises.

He recalled that during its last session the General Assembly had decided by 39 votes for, none against, and five abstentions, that the headquarters should be constructed in Paris. This resolution, moreover, confirmed the provisions of Article I of the Constitution according to which the headquarters of the organization must be in Paris. In addition, by 44 votes for, one against and three abstentions, the Assembly had decided to entrust to the Executive Committee the task of studying, negotiating and effecting the purchase of a site for the construction of the headquarters, it being understood that the sum to be used for this purpose should not exceed the Organization's safety and reserve fund.

Furthermore, the site chosen should be sufficiently large to allow the construction of a building of from 3,500 to 4,000 square metres. The Executive Committee wished the building to be constructed in a green area, easy of access and consequently quite close to Paris.

After numerous proceedings, at the beginning of last July the Secretariat learnt that a site was for sale in the suburb of Saint-Cloud, West of Paris, on top of a hill from which one can enjoy exceptional views and easily reached by train, metro or car. The Deputy Secretary General added that he had kept in close touch with the President and with several members of the Executive Committee throughout the negotiations about the purchase of this site and the Secretariat had stipulated that the sale must be approved by all the appropriate bodies of the Organization. A first step towards the building of premises had thus been taken.

Respecting *the construction of a new building* in Paris, Mr. VAN DER FELTZ had nothing to add to what he said previously.

Last year the Dutch delegation had accepted in principle the proposals of the Secretary General, but raised the question of finding out the most appropriate manner of financing it. Financing by means of a loan, for example, seemed preferable to an increase of contributions. The Delegate of the Netherlands strongly recommended that a solution be found along these lines.

Mr. MANOPULO (Italy) considered that it was essential for the Organization to possess its own building.

Mr. SELEM (Nigeria) also thought that for reasons of prestige Interpol should have its own building and thus take another step towards administrative independence. The Nigerian government was therefore prepared to pay the increased contribution that had been proposed.

M. DICKOPF (German Federal Republic) stated that the Assembly had made a very important decisions affecting the future of the Organization. He therefore thought that it would be useful to submit the following

draft resolution which would give the General Secretariat the opportunity of taking suitable action with regard to finance and construction:

**IN VIEW OF THE** decisions taken following the discussions on the draft budget for 1963 and on Report No. 3 which were submitted by the Secretary General during the 31st session;

The I.C.P.O.-Interpol General Assembly at its 31st session held in Madrid:

**GIVES ITS APPROVAL TO** the arrangements made by the Secretary General with the agreement of the Executive Committee in connection with the purchase of land at St. Cloud (Seine et Oise, France) for the headquarters of the I.C.P.O.-Interpol, under the conditions described by the General Secretariat,

**ASKS** the Secretary General to submit a plan for the financing and construction of premises for the Organization's headquarters on the land purchased as soon as possible.

This resolution was unanimously adopted with 55 votes in favour.

## 2. Technical Matters

### I. Traffic and Theft

#### 1. Narcotic Drugs

##### THE REPORT

The communications sent to the I.C.P.O.-INTERPOL by affiliated countries relate only to drug trafficking cases which are of international interest.

The conclusions drawn cannot be used as a basis for estimating illicit drug consumption in a particular country; *they can only reflect the characteristics of international illicit traffic* and the value of the conclusions depends on the extent and punctuality of the information received from affiliated countries.

It should also be emphasized that the number of seizures and arrests depends as much upon the efficiency of the police as on the amount of traffic. Superficial interpretations of the conclusions must therefore be avoided.

Lastly, all the information appearing in this report is presented according to the

*geographical position of the countries or territories concerned.*

In certain cases it has been found necessary to refer to "geographical areas" with conventional limits including, in particular, *the Persian Gulf area, the Indian Peninsula area, the Yunnan area and the areas beyond the northern frontier of Thailand.*

The origin of the drugs is determined on the basis of all the facts yielded by the inquiry (physical appearance of the drug, chemical analysis, trade mark, letters or drawings on the drug, packaging, place of despatch, itinerary and means of transport, statements by witnesses or accused, etc.).

##### OPIUM

Illicit traffic was mainly concerned with raw opium (8,406,087,3 grs. out of 9,061,839 grs. or 92%).

*The largest numbers of seizures were reported by Singapore (21.8% of the total), Thailand (12.1%), Burma, India and Turkey (10.3%).*

The largest seizures took place in Turkey (31.8% of the total weight), Thailand (26.5%), Hong-Kong (11.2%), Burma (9.1%) and Singapore (7.9%).

As regards the number of arrests, Turkey came first (19.9% of the total), followed by Thailand (13.2%), Singapore (12.5%), India (11.1%) and Iran (7.6%).

The main sources of supply are Turkey, the Shan States (Burma) and the Yunnan area. Bangkok (Thailand) and Rangoon (Burma) are the main shipping ports for opium from the last two areas. Singapore and Hong-Kong continue to be important transit centres.

The main means of transport employed by the traffickers is still the ship (41.2% of cases); next come motor transport (13.3%) and air transport (2.4%).

#### MORPHINE

The largest numbers of seizures were reported by Hong-Kong and Mexico (18.5% of the total), Macao (14.8%), Singapore and Turkey (11.1%). The largest seizures took place in Hong-Kong (82.1% of the total weight), Thailand (9.1%), Turkey (4.4%) and Macao (2.1%). Eight clandestine laboratories for converting opium into morphine were discovered: 1 in Hong-Kong, 1 in Teheran (Iran), 4 in Macao and 2 in Istanbul and Izmit (Turkey).

#### DIACETYLMORPHINE

There is little information about international traffic in this drug.

11 clandestine laboratories were discovered, 7 in Hong-Kong, 2 in Teheran (Iran), 2 in Macao and 1 at Alemdag-Istanbul (Turkey). The place of production of 17,001 g of the diacetylmorphine seized (44.1 percent), was known to be the Hong-Kong/Macao area.

#### COCAINE

International traffic in cocaine, which in recent years appeared to be mainly located in South America, is now occurring in Europe and the Near East.

Two clandestine laboratories were discovered, one at Vicente Lopez (Argentina) and the other at La Paz (Bolivia).

#### CANNABIS

Lebanon heads the list with respect to the number of arrests (17.6% of the total) followed by Mexico and Spain (11.3%) and Germany and Greece (7.7%).

The principal cannabis growing country is still Lebanon.

The sea route was used in 32 cases (2.9% of the total weight), road transport in 20 cases (88.5%) and air transport in 6 cases (0.9%).

#### Remarks on the situation in Africa

During the Interpol Regional Conference held in Monrovia in April 1962, drug traffic was discussed. The following extract from the final report of the Conference summarizes the discussion:

"As far as drugs were concerned, it appeared that, in some West African countries, cannabis grew easily. Small-scale local consumption had been observed. However, there had also been a few cases of illicit cultivation. In Nigeria, a few cases of illicit exporting had been noted, while Togo had investigated a few cases of transit between neighbouring countries.

This did not seem to create serious social problems for the moment, but there were grounds for fearing that addiction would develop as the standard of living increased (increased incomes would enable people to buy drugs on the illicit market). The practical difficulties arising in connection with the surveillance of frontiers for geographic reasons were pointed out; and it was agreed that drug traffic should be combated in its earliest stages, i.e. when the plants were being grown. All the countries present and, in particular, Nigeria, Cameroon, Togo, Ghana, Senegal, Liberia and Ivory Coast, emphasized their wish to conduct campaigns to destroy the illicit cultivations and to put their peoples — especially the children — on their guard. In this connection, there was a divergence of views on publicity. Some of the delegation felt that the publicity given to the danger of drugs could have an extremely harmful effect, by inciting curiosity about an unknown vice. Others, however, considered that press or radio publicity could have a warning effect, if it were not sensational. With a very few exceptions, the use of cannabis was not widespread among young people and it was mainly prevalent among seamen, dockers, chauffeurs, lorry drivers, etc."

#### SYNTHETIC NARCOTIC DRUGS:

No seizures reported.

#### ETHYLMORPHINE (dionine)

In 1961, 1 seizure (255 g, 6 arrests) took place in Italy.

## METHYLMORPHINE (codeine):

In 1963, 1 seizure (700 g, 6 arrests) also took place in Italy.

## II. The work of the I.C.P.O. and its secretariat

International notices were circulated in the case of 63 international drug traffickers (including 40 seamen carriers).

Twelve monthly recapitulative tables of narcotic drug seizures reported to the Secretariat in 1961, were sent to the police departments of member States and to various specialized bodies. These tables gave the particulars and nationality of 476 traffickers.

A pamphlet entitled "Narcotic Drug Traffickers — Regional notices for the Near and Middle East Areas" was prepared and has been widely circulated. It contains particulars as of 1 March 1962 of 106 traffickers.

A report has also been prepared on clandestine laboratories manufacturing narcotic drugs discovered in all parts of the world between 1945 and 1960 (62 laboratories and 197 persons mentioned).

## III. OTHER INFORMATION

During 1961 the authorities in Macao, Thailand and Chile took the following action with a view to combating the traffic in and use of drugs more effectively:

- a) **Macao:** A campaign was launched through the press, posters, radio, lectures, documentary films and handbills. Motor-cars equipped with loudspeakers were driven through the streets and former addicts addressed the crowd.
- b) **Thailand:** The importation, sale and possession of acetic and hydrochloric acid — chemicals used in the manufacture of heroin — have now been placed under strict control.
- c) **Chile:** In view of the increase in the illicit traffic in narcotic drugs, particularly cocaine, on the American continent the Government of Chile decided by a decree issued on 10 November 1961, to set up a commission composed of the various heads of the governmental bodies concerned with the problem. This commission will be responsible for co-ordinating methods and measures employed to suppress illicit traffic and for preparing penal legislation relating to the prevention and punishment of the traffic.

## DISCUSSIONS IN COMMITTEE

The DEPUTY SECRETARY GENERAL pointed out that it was rather difficult to give a brief account of the salient points of this subject which remained a serious problem for a number of countries. Co-operation should be greatly intensified and the I.C.P.O. still provided the best machinery for co-operation in this field.

The most suitable method of tackling the problem would be to form a large and representative Committee.

*Delegates from Argentina, Brazil, Canada, China, the United States of America, Ethiopia, France, Japan, Ghana, Iran, Israel, Italy, the Lebanon, Liberia, Libya, Malaya, Mexico, Nigeria, Peru, Portugal, the United Kingdom, Senegal, the Sudan, Thailand, Togo, Turkey, Uruguay and Venezuela were designated to form this committee.*

The U.N.O. and I.A.T.A. were represented by Observers.

Mr. ABOU CHAKRA (Lebanon) was unanimously elected Chairman and Mr. ELVER (Turkey) was elected Vice-Chairman.

The UNITED STATES DELEGATE accepted the suggestion that the Committee should tackle the problems in the order in which they appeared in Report but made the point that the aim of the discussion was to produce either a written report or a resolution for the General Assembly.

### A — O p i u m :

The CANADIAN DELEGATE read a statement on behalf of the Malayan delegate who was absent. Illicit drug traffic was a problem in Malaya which had only become a member of the I.C.P.O. in September 1961, but it would do all in its power to help other countries to combat this evil.

The THAI DELEGATE gave an account of the efforts made by his country but admitted that the traffic had not ceased. It was important to do away with the growing of opium poppies. One of the main difficulties lay in the fact that large quantities of drugs entered neighbouring countries through Thailand.

The UNITED STATES DELEGATE congratulated the Thai authorities on the remarkable work they had done. He drew the attention of the Committee to the two terms



"Yunnan area" and "Area beyond the Northern frontier of Thailand" used in the report wondered whether the same term could not be used in both cases. The THAI DELEGATE agreed that these two regions were more or less the same.

The DEPUTY SECRETARY GENERAL said that these terms had been adopted as those used by the United Nations. The U.N. OBSERVER explained that his organization used the term "Yunnan area" — perhaps wrongly — for a region that was particularly suited to the cultivation of opium poppies.

The LIBYAN DELEGATE announced that his country was in the process of passing laws in conformity with the Convention adopted in New York in 1961 and would always be prepared to co-operate with other I.C.P.O. countries in combating illicit drug traffic.

The SUDANESE DELEGATE announced that his government had given its approval to the setting-up of a national committee to assist in the struggle against illicit traffic while the DELEGATE from TOGO stated that his country had done the same.

The LIBERIAN DELEGATE reported that collaboration between the countries of the West Coast of Africa had greatly increased since the conference held in Monrovia, particularly as far as cannabis was concerned.

The DEPUTY SECRETARY GENERAL was pleased to hear that the Monrovia conference had been effective in this field. He asked the South-East Asian countries represented on the Committee whether over the past few years they had noticed any growth in co-operation through the Interpol Bureaus.

The THAI DELEGATE answered that an increase in information exchanged had, indeed, given satisfactory results.

The DEPUTY SECRETARY GENERAL said that he was pleased to hear this because suggestions about the institution of similar machinery for co-operation had been made in certain circles which seemed unaware of the means of co-operation provided by the Interpol N.C.B.'s directly affected. These suggestions could only result in a dissipation of efforts and increased expenditure.

The DELEGATE from LAOS said that direct contact with neighbouring countries was essential.

The DEPUTY SECRETARY GENERAL agreed provided such contacts took place through the Interpol N.C.B.

The UNITED NATIONS OBSERVER stressed that regional contacts — especially in South-East Asia — had been encouraged by the United Nations which, in this sphere, worked hand in hand with Interpol.

The MEXICAN DELEGATE stated that the specialized services of the United States had helped his country to launch a campaign against opium-growing. The destruction of fields of opium had reached a record level.

#### B — M o r p h i n e :

The UNITED STATES DELEGATE dwelt on the increase in seizures of morphine 999, which justified the very special attention paid to this problem. He then congratulated the authorities in Hong Kong and also the Governments of Thailand and Turkey for the remarkable efforts they had made in the struggle against drug traffic.

The PORTUGUESE DELEGATE underlined the efforts made in Macao.

In answer to a particular question of the Deputy Secretary General on morphine 999, the DELEGATE OF THAILAND said that no clandestine laboratory manufacturing this drug had yet been discovered in his country.

#### C — D i a c e t y l m o r p h i n e :

The UNITED STATES' DELEGATE thought that no-one should be deceived by the reduction in the quantity of diacetylmorphine seized in 1961 achieved thanks to co-operation between his country, France, Italy and Lebanon — and that a spectacular increase was to be feared in 1962.

In reply to a question from the SECRETARY GENERAL about a consignment of heroin sent from Monrovia to Europe, the LIBERIAN DELEGATE said that his country hoped to be able to announce definite results shortly. He wondered if other West African countries would be able to supply any information about ships coming from the Far East and carrying drugs to their ports as well as to Liberian ones.

The GHANAIAN DELEGATE said that every time his country received any information, it was forwarded appropriately.

The TOGOLESE delegate said that no cases had so far been reported to his country but that he would certainly inform the N.C.B.'s concerned if this occurred.

The UNITED STATES DELEGATE laid emphasis on the severe punishments inflicted on drug traffickers arrested in his country.

The FRENCH DELEGATE said that, in accordance with the resolution adopted at the Washington Assembly session, approaches had been made to the Ministries of Public Health, Justice and Home Affairs and the severity of sentences given to traffickers was being increased.

In connection with the legal aspect of the problem, the DEPUTY SECRETARY GENERAL pointed out how vital it was for countries to have bilateral or multilateral extradition treaties in which illicit drug traffic was listed as an extraditable offence.

The CANADIAN DELEGATE said that he would be happy if the United Kingdom delegation could give him any information about articles that had appeared in the Canadian press on the subject of a cure for addiction.

The UNITED KINGDOM DELEGATE replied that the British police had had no proof of these cures of addiction. In addition neither the Home Secretary nor Mr. Jackson had made the statements reported on this subject and the articles that had appeared in this connection were unfounded.

## D — C o c a i n e

The DELEGATE from PANAMA said that there was no truth in the news item that had appeared in his country's papers early in 1961 which stated that the Republic of Panama was a major centre for the consumption and distribution of cocaine and other drugs.

The UNITED STATES' DELEGATE pointed out an alarming increase in traffic and in the number of seizures: as much cocaine had been seized in nine months in his country as in the whole world during 1961. He nevertheless mentioned the efforts made by Argentina, Brazil, Mexico, Panama and Guatemala.

The PERUVIAN DELEGATE said that his country had taken stringent steps for example by cancelling the rule of *habeas corpus* for traffickers. Peru was also trying to restrict the manufacture of cocaine as far as possible.

The BRAZILIAN delegate said that the United Nations was prepared to give technical assistance to all countries in this field.

An observer from the Brazilian delegation gave an account of the results achieved in Brazil during the past three years. He said that most drugs came in from Bolivia.

## E — C a n n a b i s :

The NIGERIAN DELEGATE reported that large quantities of this drug had been seized in his country during the past year. Thanks to the special department and to the extremely severe punishments meted out by the courts, it was thought that this traffic would come to an end very shortly.

The DELEGATE from LIBERIA said that his country had begun to destroy the cannabis plants that were being grown but if any of the delegations from West Africa knew of special methods of combating traffic in cannabis, the Liberian delegation would be happy to learn of them. The SENEGALESE DELEGATE made the same request.

The MOROCCAN DELEGATE replied that the first thing to do was to prohibit cultivation. The places where the growing of cannabis still flourished should then be found so as to suppress its growth once and for all.

The DEPUTY SECRETARY GENERAL pointed out that in this matter there were two essential ideas to be kept in view: the destruction of the plant at source and the infliction of severe punishment on those engaged professionally in the cannabis trade.

## II INTERNATIONAL CO-OPERATION

The DELEGATE from ITALY announced that nearly 3 kgs. of opium had recently been seized on the frontier between Italy and Yugoslavia, and three people who had been in contact with Turkish and Yugoslav traffickers and a United States' citizen who had been wanted in connection with drug traffic had been arrested.

The UNITED STATES' DELEGATE congratulated the Italian delegation on the efforts their country's authorities were making. He also thanked the governments of Mexico, Canada, Spain, Federal Germany, Switzerland, Italy, France and other European countries. He added that, of Middle Eastern countries, Turkey, Lebanon and Syria in particular, had co-operated effectively and constantly. Finally, he said, co-operation with Thailand was constantly increasing. He also thought that the Committee's report to the Assembly should mention the efforts made in Thailand in connection with the importing, sale and possession of acetic acid and hydrochloric acid. He also recalled that the French police had an effective means of detecting the existence of clandestine laboratories.

With regard to the second section of the Report, dealing with *international co-operation*, the DEPUTY SECRETARY GENERAL stressed the fact that the General Secretariat should invariably be kept informed of any large seizures that took place. This had been facilitated by the preparation of the special form that could be used both for this purpose and for reports to the United Nations Organization.

Following these discussions, three texts were considered or drawn up, a final report and two resolutions.

1) The final report: After comments made in particular by the United Nations' Observer and the delegates from the United States, Thailand, Togo and Canada, this text was adopted unanimously by a show of hands. It's main points are given below.

a) Drug traffic still remains intensive enough to merit the full attention of police departments in countries affected.

b) As far as opium traffic in South-East Asia is concerned, its origin lies mainly in what is known as the "Yunnan area", the region comprising the Northern frontier areas of Thailand, Burma, Laos and North Viet Nam and the Southern frontier area of continental China. Thailand has made considerable efforts to combat traffic in drugs coming from this area.

c) A good deal of the traffic in morphine and heroin also originates in South-East Asia; the morphine is mainly in the form of cakes marked "999".

The police forces of Hong Kong, Macao, Singapore and Thailand have conducted some very successful investigations.

d) Illicit traffic in opium, morphine and diacetylmorphine also affects the Middle East.

e) Illicit traffic in cocaine mainly affects the countries in North, South and Central America, most of the cocaine being produced in Bolivia. Illicit traffic in this drug has increased a great deal in the United States, in particular. The Committee was interested to hear of the efforts made by several countries in this part of the world.

f) Great interest was expressed in the results of the Regional Conference held in Rio de Janeiro in December 1961 under the auspices of the United Nations Organization and the Brazilian government.

g) Illicit traffic in cannabis is still conducted on a large scale and the conclusions reached by the Monrovia Regional Conference on this subject have been confirmed.

It was pointed out that the two most effective ways of combating traffic in cannabis were the destruction of cannabis plants and vigorous action against professional traffic.

h) Police co-operation within the Interpol framework is certainly the most effective way of combating illicit drug traffic on an international level. The Committee was pleased to find that contacts between Interpol N.C.B.'s had been intensified. The Committee wishes to remind delegates of the importance of implementing all resolutions passed by the I.C.P.O.-Interpol General Assembly.

i) It was felt that the passing of severe sentences on traffickers was a very effective way of combating illicit traffic.

j) Emphasis was laid on the value of bilateral and multilateral extradition treaties which would enable traffickers who had escaped abroad to be brought to justice.

k) The importance of controlling the wholesale and retail selling of acetic anhydride was stressed as this would make the illicit production of diacetylmorphine more difficult.

1) The Committee considered reports regarding a cure of narcotic addiction alleged to have been developed by Lady Isabella FRANKAU, M.D., of London, England which claim a surprisingly high percentage of cures by her method of treatment. The Committee wondered whether the publicity given to such cures had a good or bad effect.

The United Kingdom delegation advised that there had been no follow-up enquiries of these reports.

The United Nations observer said that he had made note of the discussions regarding this alleged method of cure and would bring the matter to the attention of the United Nations and the World Health Organization.

2) The Chairman presented a *first draft resolution* submitted by the delegations of United States, Canada, France, Italy and Panama.

The UNITED STATES' DELEGATE pointed out that the essential aim of this draft resolution was to enable member countries

to acquaint themselves with a document prepared by the Secretariat in collaboration with the N.C.B.'s setting out the situation in each country in regard to the question of narcotic drugs, i.e. legislation, the different aspects of drug taking, the measures in force or in preparation, etc.

The DEPUTY SECRETARY GENERAL stated that the Secretariat was willing to try to present a clear account of what had, in fact, occurred in different countries after the adoption of texts put to the vote in the General Assembly. In answer to the SAUDI ARABIAN DELEGATE who wished to see extremely severe prison sentence for drug traffickers recommended the DEPUTY SECRETARY GENERAL said that paragraph (i) of the final report which had been adopted should satisfy him on this point.

3) At the CHAIRMAN's request the SUDANESE DELEGATE, who had suggested adding to draft resolution No. 1 a paragraph on the destruction of cannabis plantations, agreed to submit a separate draft resolution on this question.

*The draft resolution submitted by Canada, United States, France, Italy and Panama and the draft resolution on cannabis were adopted unanimously by show of hands.*

(See these texts below).

#### PLENARY SESSION

At the beginning of the session the Secretary General announced that Mr. JACKSON was ill. As one of the Organization's Vice-Presidents had resigned for administrative reasons and the other was also ill, the Assembly would have to ask a member of the Executive Committee to take the Chair provisionally.

Mr. SALCES (Argentina) supported by Mr. ABBARO (Sudan) proposed Mr. DICKOPF, delegate from the Federal Republic of Germany and a member of the Executive Committee.

Mr. DICKOPF (*Federal Germany*) was unanimously elected Chairman of the session. He began by putting the Committee's final report to the vote.

*Paragraphs a) to j) were adopted without comment.*

Mr. SIRAGUSA (United States) said that he would like mention to be made in the

report of the extremely efficient work carried out by the 2nd Inter-American Conference held in Rio de Janeiro.

The GENERAL SECRETARIAT had no objection.

The CHAIRMAN put the amended report in its entirety to the vote.

*The final report of the Committee on Narcotic Drugs, with an amendment, was unanimously adopted by the 54 voting members present.*

Mr. SIRAGUSA (United States) then submitted the first draft resolution. He stated that this was not an entirely new conception of the problem. In the course of the Committee meetings it had been suggested that a report on the sentences given to traffickers could be established by the Secretariat.

The CHAIRMAN put the draft resolution to the vote.

#### RESOLUTION

WHEREAS international traffic in illicit narcotic drugs continues to be a matter of global concern;

NOTING that prior annual General Assembly conferences have also devoted considerable discussions to the matter of this highly organized criminal activity and the concomitant detrimental consequences of addiction;

Mr. Lucas, U.N.O.-observer.



CONSIDERING that the 29th General Assembly at WASHINGTON adopted a resolution recommending that all members of the I.C.P.O. urge on their governments the necessity of providing for severe prison sentences for convicted drug traffickers, if the legislation existing is inadequate;

FURTHER CONSIDERING that the 30th General Assembly at COPENHAGEN adopted a resolution recommending that member countries having a drug addiction problem and the economic means to do so, provide facilities for civil commitment in suitable centers for the treatment of narcotic addiction;

The I.C.P.O.-Interpol General Assembly at its 31st session held in Madrid:

REQUESTS THE SECRETARY GENERAL to furnish an annual report to be submitted in advance of subsequent meetings of the General Assembly (and for discussion at such meeting) indicating the actions taken and/or the current situation in all member countries, regarding the resolutions cited above.

*This resolution was unanimously adopted with 57 votes in favour.*

The CHAIRMAN then put to the Assembly the draft resolution on cannabis submitted by the Sudanese delegation.

Mr. ABBARO (Sudan) stated that it appeared that cannabis was being grown in vast areas in certain African and Middle East countries. The Committee had unanimously considered that it would be advantageous to draw up a draft resolution pointing out strongly to governments that all cultivations of cannabis should be destroyed rapidly.

Mr. ESSID (Tunisia) said that the growing of cannabis had been forbidden in Tunisia in 1954 and that, since that date, any persons planting cannabis were severely punished and the plants were destroyed. In addition, in the past, the plant had always been cultivated and sold by a monopoly in the same way as tobacco and had never given rise to international traffic. Moreover, Tunisian law now provided for a type of internment for people known to be cannabis addicts.

#### RESOLUTION

CONSIDERING the danger inherent in the growing of cannabis in some countries, particularly in Africa and the Middle East,

The I.C.P.O.-Interpol General Assembly at its 31st session held in Madrid:

RECOMMENDS that the delegations present urge their governments to take positive action for the destruction of cannabis and the National Central Bureaus notify the General Secretariat of their efforts.

*This resolution was unanimously adopted with 57 votes in favour.*

#### 2. PREVENTION OF MOTOR VEHICLE THEFTS.

##### THE REPORT

The main aim of this report, a summary of which appears below, is to deduce suitable means of preventing these thefts.

The original report contained two appendices giving the number per country of: cars on the roads, stolen or borrowed cars, cars recovered after having been stolen or borrowed during 1959 and 1960 and makes and types of cars most frequently stolen per country and giving the times of year, week and day when cars are most frequently stolen or borrowed in each country.

##### I. LEGAL ASPECTS OF MOTOR VEHICLE THEFTS.

All the countries that replied to the questionnaire consider that appropriating a vehicle with the intention of keeping or selling it is theft or larceny. Consequently, in such cases, the law applicable is that dealing with simple theft or with a certain type of theft.

When the vehicle has been fraudulently "borrowed" or "used" (1) however, this is not always considered as theft.

A) The unauthorized use of a motor vehicle is considered to be theft in seventeen countries: Argentina, Belgium, Cameroun, Ceylon, Chile, Congo, Ethiopia, France, Israel (2), Japan, Laos, Madagascar, Monaco, Senegal, Thailand, Turkey, Venezuela.

In some of these countries the charge is

1) The offence is described in different countries as "unauthorized borrowing", "unauthorized taking and driving" and "unauthorized use", the last of these terms being the most widespread. "Joy-riding" is also used in conversation but should really only apply to cases where the vehicle was borrowed for purely recreational purposes.

2) In Israel unauthorized users may be charged with theft of fuel, criminal trespass, wilful damage to property or driving without the compulsory third party insurance.

based on provisions relating to a special category of theft or petty larceny (a bill of this type has been drafted in Belgium).

In other countries, the unauthorized users of motor vehicles are charged with attempted simple theft. In such cases, the fuel consumed while the vehicle was being used is generally considered to have been stolen.

B) In another group of countries the unauthorized use of a vehicle is not considered as a theft but offenders can be prosecuted in one of the two following ways:

- a) **PROCEEDINGS CAN BE BASED ON A LAW RELATING TO THE UNAUTHORIZED USE OF OBJECTS BELONGING TO OTHER PEOPLE.**

If it is clear that the offender meant to keep or sell the vehicle, he is charged with meant theft or attempted theft. (Denmark, Finland, Lebanon and Sweden).

- b) **THE EXISTENCE OF A SPECIFIC OFFENCE.**

This is the solution adopted by most of the countries that replied to the questionnaire and, in particular, by those with legal systems based on Anglo-Saxon law (21 countries in all: Australia, Austria, Canada, Federal Germany, Greece, Hong Kong, India, Ireland, Luxembourg, Malaya, Mexico, Netherlands, Netherlands Antilles, New Zealand, Nigeria, Norway, Spain, Switzerland, United Kingdom, Yugoslavia).

As a rule, the texts relating to this offence stipulate that the vehicle must only have been used for a short time. They leave it to the magistrates or jury to decide whether the offender intended to keep the vehicle. If so, the offender is charged with theft or attempted theft.

On the whole, this type of text does not attach great importance to whether the offender finally returned the vehicle to its owner or abandoned it.

*Sentences* are usually far less severe than those specified for theft in the legislation of the countries concerned.

## II. STATISTICAL INFORMATION

The figures appears in Appendix n° 1 in the form of a table.

In several countries the number of cars recovered is equal or only slightly inferior to the number of cars stolen or borrowed

(e.g. 31,603 cars missing — mainly borrowed — in the United Kingdom and 29,000 recovered).

This fact may bear witness to the efficiency of police forces or to the departments checking on sales of second-hand cars. However, it could also show that the major proportion of cars that disappear are merely borrowed for a brief period.

## III. MODUS OPERANDI

- A) *Makes and types of cars most frequently stolen.*

This information is given in the table to be found in Appendix n° 1. As a general rule, the makes most frequently stolen or used without authorization are the most popular ones.

Nevertheless, a particular make of car may be affected because it is easy to open or start, unauthorized borrowers are often attracted by powerful cars and sports models and fluctuations of the second-hand car market may incite professional thieves to concentrate on, certain models at a given moment.

In addition, in countries where petrol is expensive, professional thieves concentrate on cars of average horsepower because they are easier to sell and ordinary passenger saloons or coupés are the most affected in the great majority of countries (1).

- B) *Places most affected*

In most countries the greatest number and proportion of cases of stealing and borrowing take place in fairly large towns, in the streets. Offenders take advantage either of animated crowds or of deserted, unguarded roads.

The areas and places reported as most affected are animated city centres, business districts, deserted roads and areas, parking places that are unguarded or badly guarded or badly lit at night, places of entertainment, residential areas, hotels and beaches. Finally, cars often disappear at night after having been parked near the home of their owner or usual driver.

- C. *Times when most cars are stolen.*

a) Cars are stolen and used without authorization in various countries at all times of year but it has been noted that there are periods, seasons or months during which most thefts occur.



There may be some connection between atmospheric conditions and an increase in the number of cars stolen or borrowed. The beginning of fine weather, for instance, or the holiday period may give rise to a greater demand for vehicles and thus to a rise in the prices of second-hand cars. However, fine weather seems to have a more direct and greater effect on the number of "borrowings" than on the number of thefts.

(1) However, commercial vehicles are quite often stolen in Argentina, Cameroun, Laos and Thailand.

Other factors may intervene such as economic factors (a rise in the price of cars, in the price of fuel or in import duties, etc.), movements of the population for various reasons, the slackening of police surveillance on certain occasions, etc.

b) Professional thieves do not often keep to set days of the week as it is not in their interest to have regular habits.

If the figures for cases of theft and borrowing rise on certain days of the week, this is mainly due to the activities of unauthorized users.

c) Many more cars are stolen or borrowed in the evening or night than during the day.

In France, the peak period is between midnight and 3 a.m. in large cities. In the United Kingdom, the Metropolitan Police have noticed that the most critical time is between 8 and 11 p.m. with a peak at 9 p.m. In Switzerland the police of Zurich Canton have established the fact that 77 per cent of unauthorized borrowings take place at night. In Yugoslavia statistics from the major cities in 1959 and 1960 show that 61% of thefts and borrowings took place during the night, mainly between 8 p.m. and midnight.

It has also been noticed that cases of theft and borrowing in towns generally take place at different times, depending on the quarter or district. During the day, they take place mainly in the busy central districts, in business areas and near sports grounds or beaches; between 9 p.m. and midnight they take place mainly around places of entertainment; after midnight and throughout the night they take place mainly in residential areas, in quiet, deserted streets and around hotels.

#### D) *Methods used to steal and borrow cars.*

*Techniques and instruments.*—The methods used by professional thieves and borrowers are similar. Professional thieves naturally have wider experience, a more highly developed technique and better instruments. If they have to break into a car they will do it with great care (Mexico and New Zealand sent photographs of tools used to open cars and to start them with their replies).

*Choice of vehicle.*—Professional thieves usually select vehicles for their resale value and for the ease with which they can be disposed of. Consequently their choice often falls on types of cars that are common in their country. Borrowers, on the other hand, generally look for powerful and flashy models. Both thieves and borrowers, however, are always pleased to find vehicles that are not locked or that have their keys left in the door. It has been noticed that thieves and unauthorized borrowers avoid cars to which anti-thief devices have been fitted. A few "specialists" sometimes persist with such models but very rarely.

*Methods used.*—Similar methods are used in nearly all countries although techniques and tools have been adapted to the special features of the makes and types of cars that are most prevalent. As a rule, thieves and borrowers take advantage of the defects liable to occur in particular models.

*The report then gives a classification of methods and numbers of countries in which they are used.*

*Some of them are methods used to enter a car when all the doors and windows are closed and locked:* taking advantage of a front quarter window or wind deflector, breaking a deflector or other window, opening a door with a skeleton key, hook, etc., breaking open a door by applying leverage to the handle, cutting open the roof of convertible models, using leverage to lower a window, breaking open a sliding roof.

*Others concern methods used to start the engine:* joining the wires leading to the ignition lock, using a specially made ignition key or metal object, using a wire to connect the battery and the coil.

*Preparations:* Car thieves — rather than borrowers — often prepare for their activities in a number of ways among which we might mention collecting the equipment required such as flat screw-drivers, ordinary pliers,

electricians' pliers, metal nail-files, razor blades, penknives, wire, keys, etc.; making or obtaining specially designed tools, e.g. levers of various types, hooks, skeleton keys, wire ending in rings or hooks, etc.; keeping a watch on drivers, garage attendants, car-park attendants, police patrols, etc. to discover their habits; obtaining the ignition key of a particular car by some trick.

One method used is for a thief to drive around looking for a suitable car. He stops next to the car he wants and breaks one of its windows without getting out of his own. He then drives away but, if no-one has noticed the first operation, returns on foot to take possession of the car with the broken window.

#### IV. CIRCUMSTANCES FAVOURING CAR THIEVES AND BORROWERS.

A) *Circumstances for which drivers are responsible:* Leaving a vehicle on an unguarded section of the public highway for long periods during the day and/or night (34 countries); leaving doors or windows unlocked or open (32 countries); leaving a vehicle unguarded and open on the public highway with the ignition key in its lock (19 countries).

B) *Circumstances for which manufacturers are responsible:* No anti-theft devices (24 countries); insufficiency or over-simplicity of tumbler combinations of door or boot locks (23 countries); or ignition locks (10 countries); fragility of ventilator window catches (10 countries); or lack of interior safety catches on ventilator windows (3 countries); accessibility and insufficient protection of ignition wiring (6 countries).

C) *The report also contains a list of defects noticed in certain makes and types of vehicle.*

#### V. PREVENTION.

A) *Precautions that can be taken by drivers:* Drivers — who are often the owners of the car they are driving — are the people who will mainly benefit from preventive measures and they should be prepared to make some contribution themselves. Almost all the countries that replied consider that the number of cases of theft and borrowing could be greatly reduced if drivers would have an anti-theft device fitted as soon as the vehicle is bought (a number of manufacturers now make provision for the fitting of an anti-theft device on some of their models).

— Noting the numbers of essential parts, — Keeping the vehicle in a commercial or private garage at night. *Finally, precautions should be taken when parking on the public highway or in an unguarded place accessible to the public:* never leave the engine running if the vehicle is not guarded; remove and take away the ignition key if the vehicle is being left even for a short period; if there is an anti-thief device, remember to use it! Never leave driving licences or other papers relating to the vehicle in an empty car; close windows and fasten ventilator windows, roof, doors and boot before leaving the vehicle; try to leave the vehicle in a guarded car-park if it has to be left empty in a town for a long period; park in a well-lit area if the vehicle has to be left in the street all night.

B) *Anti-theft and safety devices that could be provided by manufacturers:*

a) *Anti-theft devices:* Thirty-nine countries considered that the fitting of an anti-theft device was the best way of preventing a vehicle from being stolen. Their views on the type of device varied but a large majority were in favour of the first one on the list: device for blocking the steering wheel (27 countries); audible alarm set off when the thief tries to start (11 countries); device for blocking the gears (8 countries); device for blocking gears (8 countries); device for breaking an electric circuit (8 countries); device for cutting off fuel supply (4 countries).

Five countries suggest "an effective and, if possible, secret anti-theft device". Some countries suggest anti-theft systems combining several of the above devices. Only one country suggested a device for blocking the brakes.

b) *Safety measures:* Several different types were suggested, including strengthening door locks and increasing the number of their tumbler combinations (17 countries); strengthening ignition locks (12 countries); increasing protection of ignition wiring (11 countries); a device for locking the bonnet from inside the vehicle (8 countries); strengthening catches on ventilator windows (6 countries).

*Other suggestions:* It should be impossible to use the same key in the door and ignition locks; the number of the ignition key should not be marked on the dashboard; the inner handles used for locking the doors should be fitted into a hollowed-out space so that they cannot be released by someone using a hook.

To summarize, therefore:

1. All the countries except two recommended the fitting of an anti-theft device.

2. It was generally felt that this device should be fitted by the manufacturer as new cars often attract thieves.

3. The ideal anti-theft device would be a system combining the blocking of various parts of the vehicle with an audible alarm set off, for instance, by releasing the hand-brake. This could not, however, be considered for medium-priced cars.

4. The manufacturer has the following problems to solve: to design or select an effective anti-theft device, i.e. one that will discourage the most wily and skilful thief and will require a minimum effort of memory on the part of the driver (i.e. an automatic or semi-automatic device); to find a place to fit the anti-theft device during the design of certain parts of the vehicle; to obtain and fit the device at a price low enough to enable the sale price of the vehicle to remain competitive. Purchasers seem unwilling to pay any supplementary sum to have an anti-theft device although they will pay for other accessories.

5. For these reasons, when they incorporate anti-theft devices in their cars, manufacturers tend to choose devices with a single action, e.g. blocking one essential part.

6. Most of the countries consulted consider that the simplest and most effective anti-theft device is one which blocks the steering-wheel when the ignition key is removed. A variation that was frequently suggested but costs a good deal more is a device blocking both the gear lever and the steering-wheel on models where the former is under the latter.

7. When an anti-theft device is operated by means of a lock and key, it is essential that the lock be sufficiently complex and the number of combinations provided by the manufacturer be sufficiently great to make it impossible for thieves to unlock the device with a wire hook or a similar key. It has been noticed that cars fitted with mass-produced anti-theft devices — blocking the steering-wheel for instance — operated by means of reliable locks, are almost theft-proof.

C) *Prevention of theft and borrowing by police forces.*

The police can do a great deal to prevent the stealing and unauthorized borrowing of cars. The countries consulted suggested several methods and ways of taking action.

a) **ORGANIZATION AND SPECIALIZED DEPARTMENTS:**

It is most important that police officers on traffic and patrol duties who are called upon to guard and check drivers and their vehicles should know exactly what to look for when examining a car and the driver's papers. They should be trained to recognize evidence suggesting or proving that a car has been stolen or borrowed. (Remark by Canada).

The creation of a special brigade, trained to pick out and identify stolen cars, in all cities or large districts can make a great contribution to the prevention of this type of theft if the brigade's successes are immediately made public. The members must have had a good grounding in the techniques they will use (Remark by Switzerland). In addition to its outside work, the brigade should be responsible for preparing notices on stolen cars, for studying the *modus operandi* of thieves and for sending information to the national statistics office and stolen vehicle records office.

Both prevention and law enforcement could be fostered by the creation of a department to centralize information about all vehicles stolen throughout each country. This department should keep national records of stolen cars classified by make, type and manufacturer's serial number and should send out the notices intended for all police departments in the country (Remark by France).

b) **WAYS OF TAKING ACTION.**

1) *Surveillance and checking:* The best way of taking preventive action directly is undoubtedly by intensifying surveillance and checks on parked cars and cars being driven in the streets. Motorized patrols can cover a large area and check several points in a short time. Such action requires an adequate number of staff and equipment in the form of light vehicles with transmitting and receiving radio-telephone apparatus.

2) *Notices on thefts:* Another effective means of prevention is the rapid circulation of details about stolen or borrowed vehicles provided the details are circulated as soon as the police hear of the disappearance and reach a sufficient number of police stations for the main traffic routes to be checked. They must also be sent to the police forces of neighbouring towns.

3) *Advice and warning to drivers:* by the

creation of crime prevention bureaus whose task would be to collect information about the modus operandi of car thieves and borrowers, to study the effectiveness of anti-thief devices etc., by the systematic dissemination of advice on theft prevention by the distribution of booklets or in poster form, by warning careless drivers verbally whenever the latter are found near their cars and by leaving small sheets of paper on or in cars if they have been left open or badly closed.

4) *Advice to car manufacturers.* The police should draw up a list of the defects in certain makes of car, based on all the facts noted during the investigation of such cases and on statistical information, and send this list to all the manufacturers concerned (1).

5) *Advice to insurance companies:* The Police can also inform insurance companies of the most effective anti-theft devices for cars. They should point out the value of the research undertaken in this field and ask such companies to consider granting reduced terms to clients who have fitted reliable anti-theft devices on their cars as well as to those who have a safe garage.

6) *Advice to municipal authorities.* If all cities had enough garages to shelter cars at night and enough guarded car parks for daytime use, this would make an important contribution to the prevention of stealing and borrowing. The police should therefore try to persuade municipal authorities to encourage the building of garages and to provide guarded car parks and they should do all they can to assist such projects in the way of selecting suitable sites, signposting, organizing patrols, etc.

D) *Campaigns against car stealing and borrowing.* Safety campaigns should be organized or, at any rate promoted, by the police.

The aim of such campaigns is to induce drivers to acquire a few habits (See above — Prevention A). A subsidiary aim is to discourage potential thieves and borrowers.

Among the methods that have been suggested or used we might mention: distributing booklets or leaflets to drivers; posters;

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1) The police force of Detroit, Michigan, succeeded in persuading General Motors to alter the ignition locks on Buicks and Chevrolets manufactured after 1957 and in persuading the Chrysler Corporation to alter the design of the boot of their models.

police broadcasting over loudspeakers; lectures and conferences, with the assistance of automobile associations, particularly in schools (the police forces of Detroit and Chicago noted that car thefts decreased by 30 per cent following a series of talks to young people); advice and warnings printed in newspapers, broadcast over radio and television networks and shown in cinemas.

The police should supply editors and cinema managers with information for their educational and warning publicity.

Potential "borrowers", and young ones in particular, should be warned of the disastrous consequences that can stem from this type of offence including deaths, serious injuries, criminal and civil proceedings, etc. A short film can be effective as a warning.

It is difficult to estimate the value of a safety campaign or even of advice and warnings issued to the public through mass media at regular intervals but on a less intensive scale. Nevertheless, the experiments conducted by the police forces of Federal Germany, Belgium, Detroit (Michigan, USA), Malaya, New Zealand and the United Kingdom and their persistence in using this method bear witness to its effectiveness.

E) *Laws and regulations with a deterrent effect.* Certain laws and regulations could contribute directly or indirectly to reducing the number of cases of car stealing and borrowing. The suggestions various countries made in this connection are listed below.

a) *General measures:*

I) The setting-up of a national central office for checking the buying and selling of cars and, in particular, for verifying transactions involving second-hand cars.

II) Providing a compulsory identification document for all vehicles brought into service in a country, to be protected against forgery, to be of a standard model for the whole country and to list all the particulars of the vehicle and the owners' identity.

III) Compulsory return to the department that issued them of all documents pertaining to vehicles not in use.

IV) Fairly severe penalties for drivers who refuse to stop when called upon to do so or who refuse to allow the police to check



*Some of the delegations during Assembly sessions.*



their papers and for anyone using registration plates and/or documents that have expired or are forged or incorrect.

b) *Measures for manufacturers:*

Compulsory fitting of anti-theft devices on all vehicles after a certain date and compulsory marking of the manufacturer's serial number on the main parts of the vehicle.

c) *Measures for owners and/or drivers:*

Compulsory fitting of anti-theft devices on cars not fitted by manufacturers; penalties for the owners of cars found without such devices after the specified date or refusal to register such vehicles.

Minor penalties for drivers who leave vehicles unguarded in public places without taking the elementary precautions needed to prevent them from being stolen or borrowed.

If criminal proceedings seem too severe for a first offence, a warning could be left on the vehicle. But this would mean keeping records of registration numbers.

Impounding of cars left unguarded on the public highway if their drivers had not taken the elementary precautions mentioned above. The formalities the driver would have to accomplish in order to recover his vehicle would be sufficient punishment.

Necessity for car owners to prove that they have a garage at their disposal.

d) *Measures that could be applied to thieves or unauthorized borrowers:*

The suggestions made in this field nearly all deal with increasing the severity of the punishments specified by law or of the way in which sentences are inflicted.

In some countries where unauthorized using or borrowing of cars is prosecuted as theft or "theft of use", this offence should be defined separately in the criminal code.

It would naturally be impossible to adopt all these suggestions. An abundance of very strict regulations might not achieve the desired object. As far as possible freedom of action on the part of car owners and manufacturers must be reconciled with the prevention of theft and borrowing. It seems reasonable to choose the measures likely to be most effective because of the number of times they have been mentioned and because of the results achieved in various countries.

The wisest and least inconvenient seem to be the compulsory fitting of anti-theft devices on all vehicles brought into service and the imposition of penalties — immediately or after a warning — on careless drivers.

#### DISCUSSIONS IN COMMITTEE.

First of all, during a plenary session the SECRETARY GENERAL recalled that during its 27th session in 1957, at the suggestion of the Australian delegation, the General Assembly be asked that the theft of motor vehicles be studied, mainly with a view to inviting manufacturers to improve their safety devices.

The Secretariat had consequently sent a circular and questionnaire to all affiliated countries and the report summarized the 43 replies received.

Having mentioned the difficulties involved in the preparation of this report (the consultation of all N.C.B.'s by questionnaire, the Secretariat's own research, etc.), the SECRETARY GENERAL added that it might be advisable to contact manufacturers and manufacturers' organizations and perhaps also automobile touring clubs and hired car and public transport drivers' associations.

Mr. FERAUD (General Secretariat) summarized a series of articles published in the "FBI Law Enforcement Bulletin" which had been sent to the Secretariat after the preparation of the report by Mr. Sagalyn, Director of Law Enforcement Co-ordination at the Treasury Department. Conferences had been held in the United States in 1952 and 1956 with a view to halting the increasing number of thefts and "borrowings" of cars and a number of suggestions had been made.

*As regards the precautions to be taken by drivers*, there was a general agreement that action should be taken against the many drivers who left their keys in their cars or their cars parked and unlocked.

*Among the precautions to be taken by car manufacturers*, special attention should be paid to greater protection of the ignition lock and the starting system and the engine number should be put not only on the engine but also on some part of the vehicle where it would be impossible to change it. It had also been suggested that the ignition key should be ejected automatically when the



engine was stopped or that it should be impossible to stop the engine without removing the ignition key.

*In the sphere of preventive action* by closing any cars left open and leaving a note telling drivers to collect their keys at the police station. The importance of checking documents without warning on the roads had also been stressed. Stress had also been placed on the special duties of highway patrols and on cooperation with the police on the part of the public, garage staff, petrol station dealers, and dealers in safety locks, spareparts and secondhand cars.

*With regard to the public*, the important thing was, first, to warn young people — responsible for the disappearance of most cars — of the seriousness of their actions, and secondly to educate drivers to lock their cars by stressing the measures which may be taken against those who failed to do so. Finally, victims of car robberies should notify the police as soon as possible.

*With respect to laws and regulations*, suggestions had been made with a view to making car theft and the resale of stolen cars more difficult. Most of those taking part in these meetings showed that they favoured the adoption of a regulation which would punish failure to remove the keys of the car or to lock the vehicle. In order to avoid the use of the documents of a car no longer in use for the resale of a stolen car, a regulation had been proposed demanding the production of the car by its owner to ensure agreement between the numbers on the documents and those of the car produced. Dealers in old cars should also be liable to present, on demand by the issuing authorities, all documents belonging to such cars.

The various measures proposed at these meetings were similar to those set out in the Secretariat report, the only difference being that, in the report, stress was laid on the effectiveness of anti-theft and safety devices.

Mr. BISCHOF (Australia) congratulated the Secretariat on the very complete and detailed report. He said that one of the experts of his country recommended the locking of the whole starting system on the dashboard because even when a car was locked, it was possible to force the lock and start the car by connecting the wires.

Mr. HACQ (France) considered that this question was one of the most important on the

agenda. He suggested that a committee should be set up to study all the problems involved and to make recommendations.

*The Committee set up was composed of Messrs. Meneses (Argentina), Bischof (Australia), Paes Leme (Brazil), Magius (Denmark), Philcox (United States), Hacq (France), Tibo (Ghana), Less (Israël), Villarreal (Mexico), Rehorst (Netherlands), Werner (Peru), Xavier (Philippines), MacDougall and Wilson (United Kingdom), Vogel (Switzerland), Moran (Uruguay), Szabo (Venezuela).*

*The Secretary General attended the session.*

Mr. REHORST (Netherlands) was unanimously elected Chairman.

Mr. FÉRAUD (General Secretariat) who acted as *Secretary to the Committee* gave a summary of the report once again.

Mr. REHORST (CHAIRMAN) pointed out that this document would be of the greatest value to all police forces and opened the discussion.

Mr. HACQ (France) said that the problem of car thefts particularly affected his country. France possessed a very high number of cars in use and although the number of car thefts did not proportionally exceed that of other countries it was worrying.

Mr. WILSON (United Kingdom) stated that a working commission had been appointed in the United Kingdom to study the problem of car thefts. It would appear that there were three main problems: 1) the theft of cars in the full sense of the word, as opposed to the borrowing or use of vehicles without their owners' permission which, in the United Kingdom, was considered of little importance; 2) the problem of fitting anti-theft devices although it appeared impossible at present to propose legislation on this point, as British car makers showed no willingness to raise the cost price of their vehicles by fitting this accessory; 3) the imposition of a legal penalty directed against the lack of a safety device on a car. In this respect, also, it would seem that the problem could not be solved in the United Kingdom even though the number of car thefts was becoming alarming.

He stressed that the most important problem was that of thieves skilled in the theft of cars, who were extremely clever; it was essentially a police investigation problem. In

this respect, the attention of the British government had been repeatedly drawn to the necessity of forming a special police branch completely dedicated to the study of this question. A start had been made and excellent results had been achieved.

Mr. de MAGIUS (Denmark) said he would like to have several points made clear by Mr. Wilson. In Denmark the figures for stolen vehicles were comparatively low but a great number of vehicles were "borrowed" temporarily without their owner's permission. The system of car registration in force in Denmark was such that it was extremely difficult to put a stolen car into circulation.

The SECRETARY OF THE COMMITTEE, in answer to one of the remarks of the United Kingdom Delegate, pointed out that the report submitted by the General Secretariat was not on the suppression but on the prevention of car thefts. It seemed important to give the unauthorized use of vehicles the emphasis they deserved, because any person who became accustomed to this kind of offence found himself on the dangerous path which led towards professional theft.

The General Secretariat, moreover, intended to send car manufacturers copies of its report and the decisions taken by the General Assembly. Governments might even be asked to take measures if the manufacturers refused to introduce improvements in their vehicles.

Mr. MORAN stated that in Uruguay the problem of car thefts was of great importance and he was pleased with the measures recommended. He suggested that the offenders, who often worked on an international scale, should be listed in the files, thus making the fight against them easier, and that Interpol should encourage an exchange of information between the police concerning stolen cars and the authors of thefts of this kind and should facilitate investigations in cases of stolen cars. In a country like Uruguay stolen cars could cross frontiers easily and it was then difficult to recover them.

The SECRETARY GENERAL pointed out that it was above all a question of protecting society in general. If there was any field in which prevention and suppression were closely connected with one another it was this. Cars were always objects of temptation; they were sometimes used for the transport of burgled or stolen goods and this aspect of the problem was not to be neglected.

He admitted that it would be difficult to impose improvements on car manufacturers, but he recalled how some ten or fifteen years ago, nobody could have imagined that in the very near future blood samples would, in certain cases, be taken from drivers. Everyone would have spoken of the "violation of the integrity of the human person". The Secretary General considered that it would be no more serious to recommend quite firmly to car manufacturers that they should provide their cars with systems designed to prevent certain individuals from becoming dangerous to the general safety through the use of cars which did not belong to them.

Mr. MENESES (Argentina) said that it would be advantageous, for example, during the construction of cars to mark the engine number on parts which were difficult to find, or on inaccessible vital parts. In order to find the owner of a recovered car the police had sometimes to apply certain chemical processes to make the disguised number show up. It would also be convenient to ask the owner of a stolen car for full details about the vehicle; the information would be transmitted to a specialized bureau which would then compose a dossier. Governments should also regulate the sale of second-hand vehicles.

The CHAIRMAN proposed an examination of the report, heading by heading, and invited the delegates to comment on each of these.

#### I. *Legal aspects of the suppression of car thefts.*

Mr. HACQ recalled that France was one of the countries which answered the questionnaire. He added that France did not have any law classifying the unauthorized use of a motor vehicle as a specific infraction distinct from theft. A bill on this subject had been submitted to the French National Assembly in the 1957—1958 session, but was opposed by the Ministry of Home Affairs and the Ministry of Justice as follows:

1) On the principle of a text, the Ministries consulted considered that the temporary use of a vehicle without authorization could be dealt with by the existing penal texts. Moreover, jurisprudence as it stood today, did not take into account the "active repentance" of the offender since this did not exclude his guilt.

2) As to the amount of punishment provided for, the Ministries consulted were of the opinion that in law it would be impossible to

determine, according to the duration of the illicit use, whether the infraction committed should be considered as theft or unauthorized use; on the other hand, in France the attempt at theft not being punishable as a petty offence, every individual caught in the act of stealing a car would only have to plead that he had no intention of appropriating it; finally, if restitution had, in fact, been effected, the judge could always reduce the penalty.

With regard to the facts, secondly, it would be impossible to allow anyone, under the mere threat of punishment for a petty offence — and even this could not be inflicted in the case of a simple attempt — to seize possession of a car furtively and, later, to abandon it after careless usage. The conditions of modern life constantly oblige motorists to leave cars unattended on public roadways. Finally, he added the theft of a vehicle was often merely the preparation for some other offence such as armed aggression.

It should be noted that on several occasions, in France resolutions had been adopted by different bodies (General Councils, Chambers of Commerce, etc.) and questions had been raised in Parliament in an attempt to secure stronger penalties for car thefts. A general trend of public opinion seemed therefore to wish for a strengthening and not a weakening in the attitude towards suppression.

Mr. WERNER (Peru) stated that the problem under discussion was not the subject, in Peru, of special legislation; from the strictly legal point of view it came under the category of theft. This kind of offence, which had reached alarming proportions over several years, should be dealt with by special laws.

Mr. PAES LEME (Brazil) stated that the question of theft and usage was treated in the same way in Brazil as in Uruguay. Since it was not considered a theft, as the Brazilian Code did not make any distinction between the theft and "borrowing" of a vehicle, the courts did not generally place under arrest persons who seized a car in order to use it.

Messrs. MORAN (Uruguay), XAVIER (Philippines) and VILLAREAL (Mexico) brought up a point about the Spanish translation of the word "borrowing".

The SECRETARY OF THE COMMITTEE stated that account would be taken of this remark. Then reverting to the statement made by the French delegate, he said that it appeared to the General Secretariat that the

existence of a special offence, viz. the unauthorized use of a motor vehicle, in the penal code of a country, might be of value for law enforcement. A large number of offenders being prosecuted for the offence of unauthorized use of a vehicle did not understand that they were classed in the category of thieves. The legislations which had this particular infraction appearing in their code, were bound to take into account the exact intention of the offender. Observations on this point were made at the last International Congress of Criminology in London. This specific offence was generally punished by penalties slightly less or as severe as those imposed in the case of theft proper and the attempt at theft was generally punishable so that the law enforcement remained effective.

## II. *Statistical information*

Mr. HACQ (France) asked for further details about the figures for stolen and recovered cars in Federal Germany in 1960.

## III. *Modus operandi.*

Mr. HACQ (France) mentioned two new procedures used by car thieves. One was a theft carried out in two stages; first, authentic papers left by a careless owner in his car were stolen and then these papers could later be used for another stolen vehicle whose number plates had been altered. This procedure was widespread in France to facilitate hold-ups. Another procedure which had become common was that of hiring a self-drive car from certain garages and failing to return it. Generally the car was hired out by individuals who used false identity papers and disappeared immediately afterwards.

## IV. *Circumstances which favour car thefts and "borrowings".*

No comments.

## V. *Prevention.*

Mr. HACQ stated that France considered that, in the question of prevention, the training and specialization of staff would be particularly useful, as well as the centralization of information regarding car thefts. His country attached special importance to the circulation of the characteristics of stolen or "borrowed" cars. Finally, he recommended the setting up of National Central Car Services within the police force for enquiries, and the collection and circulation of information and documents.

Different actions could be carried out by the police services and especially by the specialized Central Service;

a) Action with regard to the car manufacturers, asking them to effect a change in the ignition lock or the door locks, to prevent the number of the ignition lock from being seen from outside the car, to mark the greatest possible number of parts and to put down these part numbers in their records. On this point it seemed that similar action should be carried out by the N.C.B.'s, of countries which have automobile factories.

b) Action with regard to the insurance companies asking them to send the police all information relating to thefts and recoveries of vehicles belonging to their clients.

c) Adoption of legal measures or regulations with a preventive aim such as returning to the issuing office papers belonging to every motor vehicle withdrawn from further use. This measure was compulsory in France and seemed to have given the results that had been expected of it.

As far as the French Central Group for the Suppression of Car Thefts was concerned, he hoped France would adopt the 2 provisions which received the highest number of votes from the member countries: the compulsory installation of anti-theft devices and the immediate punishment, or punishment after warning, of careless motorists.

Mr. PAES LEME (Brazil) stated that a plan for the recovery of cars had now been worked out in Brazil. Car manufacturers could give considerable help to the police in this matter. The setting up of a filing system seemed indispensable. In Brazil, on account of its vast area, it was difficult to get into rapid contact with the police of other countries in connection with a car theft.

Mr. WILSON (United Kingdom) joined the French Delegate in asking that the greatest precautions be taken over key numbers. In the United Kingdom, car manufacturers had introduced valuable modifications.

Mr. PHILCOX (United States) said that a booklet, which had been distributed to the delegates, had been prepared by the F.B.I.; the information it contained showed the extent of the problem in the U.S.A. where there was a considerable trade in second-hand cars.

Mr. WILSON (United Kingdom) stressed that the statistics published for 1960 only concerned the Metropolitan District of London. Out of 31,000 of the cars stolen or "borrowed", 20,000 at least had been recovered. He drew attention to the great significance of these figures.

Mr. VILLARREAL (Mexico) said that his country, to a certain extent, came up against a problem similar to that mentioned by the United States' Delegate about the passing of stolen cars from one country to another. Many persons bought stolen cars in the United States, where the cost of cars was lower than in Mexico. This traffic played a great part in Mexican economy since it deprived the country of the help of foreign currency.

The Mexican Delegate stated that his government had introduced registration of cars. The results so far had been satisfactory.

Mr. PAES LEME (Brazil) said that he would like further information on registration.

Mr. SZABO (Venezuela) stated that, in his country, car theft was an extremely serious problem especially on an international scale with the Republic of Colombia. He wished that in the resolution adopted a recommendation might be made urging countries that come up against this problem of movement across frontiers to take the appropriate measure as rapidly as possible.

On the national scale, a control of all transactions was carried out by the police force of Venezuela. Moreover, painting a car a different colour required special permission from the Venezuelan police.

THE CHAIRMAN proposed that, a Drafting Committee should be appointed to produce a draft resolution for the General Assembly.

*Brazil, France, Israël, Mexico, Netherlands, United Kingdom and Uruguay were appointed to form Drafting Committee.*

#### THE PLENARY SESSION

Mr. REHORST (Netherlands), Chairman of the Committee, read the draft resolution which had been prepared.

Mr. WILSON (United Kingdom) stated that the measures recommended in paragraphs 3 and 4 of the second part of the Resolution

could not be adopted in his country and that he would consequently abstain. He also felt that the police should concentrate on people who stole cars and then re-sold them.

The SECRETARY GENERAL felt that Interpol could recommend the installation of anti-theft devices on motor vehicles, after consulting manufacturers. The police had a part to play in society and ought to recommend measures liable to prevent crime and to protect law-abiding citizens.

He went on to say that there seemed to be a tendency in some countries to consider the unauthorized borrowing of cars a minor offence. However, an alarming number of cars were borrowed without authorization. The knowledge that it was easy to take possession of a motor vehicle seemed to incite some young people to commit offences. This was an extremely important psychological aspect of the problem. Leaving a vehicle unguarded on the public highway greatly facilitated the work of real or potential criminals. Finally, people who "borrowed" cars, even for a few hours, often caused serious accidents and some of them did not even own driving licences. This problem was directly connected with that of road safety. Interpol should set an example and show that unauthorized borrowing was by no means negligible.

The CHAIRMAN then put the draft resolution, which had been amended at the suggestion of the French and United States' delegations, to the vote.

## RESOLUTION

### WHEREAS

1) The problem of preventing the theft and unauthorized borrowing of motor vehicles is becoming increasingly important in all affiliated countries in view of the ever-increasing number of motor vehicles on the roads:

2) The General Secretariat's report forms a firm and full basis for the preparation of a policy for preventing the theft and unauthorized borrowing of motor vehicles;

3) It would be to the advantage of affiliated countries to have their appropriate authorities adopt some of the measures mentioned in this document in so far as these measures appear opportune and in conformity with their own legal systems;

The I.C.P.O.-Interpol General Assembly, at its 31st session held in Madrid,

## IS OF THE OPINION THAT:

1) International co-operation for the prevention of the theft of motor vehicles should be increased and become more effective especially by an exchange of information between affiliated countries about international car thieves and by the establishment of special I.C.P.O.-Interpol records of the particulars of car thieves;

2) Motor vehicle manufacturers' serial numbers should be marked on the main parts of vehicles in places and by means which ensure that it will be extremely difficult to alter these markings;

3) It would be most desirable for manufacturers to install effective anti-theft devices on all the vehicles they produce and for this to be made obligatory when possible;

4) That imposing fines—even very low ones—on owners or drivers who are careless when leaving their vehicles parked and unguarded on the public highway, could contribute a great deal towards the prevention of car thefts;

5) That, for the sake of safety in general, it would be advisable for all affiliated countries to create a branch of their police force to specialize in the suppression of car thefts and in collecting information about such thefts and their authors;

6) That it would be worthwhile to ensure that the General Secretariat's report and the present resolution are circulated widely among police forces and are sent to the government departments and private concerns to which they apply and, in particular, to motor vehicle manufacturers, to insurance companies covering theft and to the major information services (i.e. newspapers and sound and television broadcasting services) whether publicly or privately owned.

*Adopted with 55 votes in favour and  
5 abstentions.*

## 3. THEFT OF GOODS DURING THEIR CARRIAGE BY AIR.

### THE REPORT

This problem having been tackled by the General Assembly on several occasions, the Secretariat submitted a report that could serve as a basis for thorough discussion.

A) *The regulations governing the international carriage of goods by air are embodied in the Warsaw Convention of 12th October 1929 (1).*

Some extracts from this Convention should put the problem into perspective.





*Some of the delegations during working sessions.*



## The carriage of luggage

Article 4 states that the carrier must deliver a luggage ticket made out in duplicate, one part for the passenger and the other part for the carrier and containing the following particulars: the place and date of issue, the place of departure and of destination, the name and address of the carrier or carriers, the number of the passenger ticket, a statement that delivery of the luggage will be made to the bearer of the luggage ticket, the number and weight of the packages, the amount of the value declared in accordance with Article 22 (2), a statement that the carriage is subject to the rules relating to liability established by this Convention.

## Carriage of goods

Article 5 states that the consignor must give the carrier an "air consignment note" made out in three original parts in accordance with the provisions of Article 6.

By virtue of article 11, some of the statements in the air consignment note are *prima facie* evidence of the facts stated; others do not constitute evidence against the carrier unless the consignment note has been checked by him in the presence of the consignor.

Paragraph 3 of article 13 states that if the carrier admits the loss of the goods, or if the goods have not arrived at the expiration of seven days after the date on which they ought to have arrived, the consignee is entitled to put into force against the carrier the rights which flow from the contract of carriage.

- B) *The main rules governing the carrier's liability are given in Articles 18, 20, 22, 25 and 28 of the 1929 Warsaw Convention.*

However, the Warsaw Convention does not state that the decisions of courts of the High Contracting Parties must be enforced. Hence, a plaintiff who has won his case in a court in a country other than that where the judgment has to be executed must see that proceedings be taken to enforce the judgment by asking for an "exequatur".

When an article is stolen during carriage, the carrier is naturally liable in civil law and it is a universal custom for carriers to insure themselves against such liability.

The only persons responsible in criminal law, however, are the thieves who should be caught, arrested and punished in accordance

with the law for fundamental moral reasons and because the protection of law-abiding citizens' lives and property requires it.

- C) *Thefts during carriage by air.*

The constantly increasing quantity of goods being carried all over the world undeniably provides criminals with more opportunities of stealing in airports. With the help of information sent by the airline companies and that already in the Secretariat's possession, we were able to analyze the problem.

- 1°) *What goods are most often stolen while being carried by air?*

During the past seven years 78 thefts were reported. The thieves of this type concentrated on valuable, compact and easily negotiable merchandise (gold, in the form of either bars or coins, banknotes, diamonds, jewellery, watches, wirelesses, cinecameras, etc.).

- 2°) *What people are mainly responsible for these thefts?*

Most thefts are committed by ground staff engaged by the airline companies or by the airport authorities who often fail to check on their antecedents or reputation. Theft is sometimes committed by private persons or employees of firms that are not responsible for the carriage of the goods but this is rare.

Another fact to be noted is that this type of theft often requires the participation, either directly or indirectly (i.e. by silence or "omission") of several people. Teams have often been arrested.

- 3°) *When and how are the thefts committed?*

In the large majority of cases, thefts are committed while valuable merchandise is being loaded or unloaded at airports where surveillance is always difficult to ensure, particularly at night. Most thefts are committed at a transit airport or at the final airport.

Valuables including banknotes and blank cheques are often sent abroad by post. Some diamond merchants, for instance, have posted precious stones abroad. In such cases the mail bags are opened or removed. When this occurs, the liability of the postal authorities as well as that of the airline company comes into question and it is often difficult to decide on the extent to which each is responsible and to conduct investigations.

D) *Methods of combating this type of theft — their inadequacy.*

1°) *Prevention:*

There are various special forms of procedure used in connection with the carriage of valuable merchandise. They vary from company to company and more than one may be used.

The goods may be deposited in strong rooms and escorted to the aircraft by Security Officers or armed guards. The pilot may be asked to sign his acceptance of the goods and may place them in compartments to which he has the only key. The letters "VAL" may appear on the air consignment note when gold or silver bars or coins are being carried. The various people responsible at each stage during which the goods are handled may be asked to sign documents. Telex messages may be sent to transit or final airports announcing the arrival of valuable merchandise. These measures are excellent in themselves but they are unfortunately not used by all companies and when they are used, their effectiveness may depend on the existence or scale of security departments or suitable equipment.

Individual carelessness often leads to thefts or to delays that hamper investigation. Air consignment notes are signed as a matter of routine with no check of the goods; handling is noticed but not closely watched.

*The fact must also be emphasized* that valuable goods are often sent abroad without being declared as such (N.V.D.). This is because senders either wish to avoid paying the fairly large sums that would be required if their value were declared or because they fear that marking the goods as valuable would attract the attention of potential thieves.

In such cases the carrier, whose liability is limited to the sum specified in Article 22 of the Warsaw Convention (250 francs per kilogram), will take no special precautions.

2°) *Investigation:*

A number of difficulties arise at once. The 7 day's wait specified in the Warsaw Convention before acknowledging that goods have disappeared delays investigations while some airline companies are hesitant to report thefts at all, fearing the damage such reports may do to their reputation.

Private persons or firms damaged in this way often have the value of the stolen goods refunded by their insurance companies which

finally report the theft but only after a good deal of time has passed.

The usual forms of international police co-operation do not suffice in this field and too few of the thefts that occur are reported by National Central Bureaus or airline companies even though special forms have been provided for the purpose.

E) *Suggested measures.*

1°) *Prevention:*

The guarding of valuables would be greatly facilitated by the building of strong rooms in well-lit areas especially if these rooms could only be opened by specially selected, responsible people. Otherwise merchandise could be stored in customs premises if these are equipped with all the installations required.

Special compartments on aircraft, separate from the normal luggage compartments, to be used solely for the carriage of valuable merchandise and to which only the pilot or one of the officers have keys, have given excellent results.

It has also been noticed that stealing is made easier when valuables are not packed safely in strong containers and when no records are kept of the serial numbers of bank notes, cheques and similar articles carried.

Sending telex messages from the departure airport to the authorities of transit and final airports whenever valuables are being carried would enable goods to be properly checked and guarded at each stopping place.

Insurance companies should refuse to insure valuable merchandise if suitable installations (strong rooms, special compartments, etc.) are not provided on certain routes and precautions should be taken in the recruiting of ground staff by airline companies and airport authorities.

Other measures recommended are the creation of security departments by airline companies and airport authorities and there should be closer co-operation between police forces, airline companies and customs authorities.

All international airports should have at least one police officer responsible for liaison between the airport police, the customs authorities and the airline companies; his powers should be carefully specified and fairly extensive as far as the searching and ques-

tioning of suspects, for instance, is concerned. It is astonishing to note that the police have no duties to perform at some airports.

## 2°) *Investigation:*

Whenever it is established that a theft has occurred, compensation should only be paid to victims if a complaint has been lodged. A clause on this subject could be inserted in insurance policies.

In theory the complaint should be made by the person who suffers directly by the theft — usually the consignee or the carrier.

*To what authorities should complaints be made?*

If the place where the theft occurred has been established no difficulties arise.

If not, by analogy with Article 28 of the Warsaw Convention quoted above it would seem that in a case of this type, the plaintiff has a choice of four courts. For the sake of convenience and speed, however, it would be preferable to consider a simpler procedure giving jurisdiction to the courts of the country where the theft was noticed. This will usually be the country to which the goods were being sent.

Seven days may expire before the consignee is entitled to enforce his rights against the carrier. From the investigator's point of view this delay is far too long especially since it must be followed by a request to the consignee for a detailed description of the stolen goods and for their true value.

It would be most advisable for the N.C.B.'s involved in the case to reach an agreement so that the investigators who first tackle the case can give personal and direct assistance to the police forces of the various stopping places on the aircraft's route although the latter will, naturally, be officially responsible for investigations on their own territory.

If for administrative or legal reasons or even through a lack of understanding a police force does not agree to play a direct part in a series of investigations being conducted outside its own country, it may be necessary for the I.C.P.O.-Interpol and its General Secretariat to intervene.

Moreover as soon as a complaint about the theft of goods during international carriage by air has been lodged, the General Secretariat should be informed by means of the

specially prepared forms. Both N.C.B.'s and airline companies should make a particular effort along these lines.

Once the General Secretariat has been informed, it will transmit the information to the N.C.B.'s of the countries where the theft may have taken place and will thus facilitate the work of the police force that first tackles the investigation.

As a last resort, in cases where the circumstances are such that "international" investigations of the type described above cannot be undertaken, members of the General Secretariat staff could be asked to assist with *unofficial* enquiries at all the places where aircraft carrying the goods stopped. This type of action could only be taken, however, on three conditions: if no national police force is willing to take on "international" investigations; if the National Central Bureaus concerned agree to this procedure and offer their assistance; if none of the expenditure incurred has to be borne by the Organization.

A draft convention on offences and certain other actions that take place on board aircraft will be discussed during the 14th meeting of the I.C.A.O. legal committee which will be held in Rome, Italy, on 28th August 1962.

An interesting amendment which we are unfortunately unable to quote here, has been suggested by the Air Law Group of the British Royal Aeronautical Society.

## DISCUSSIONS IN COMMITTEE.

The SECRETARY GENERAL began by reminding the Assembly during a plenary session that the work carried out by the committee appointed during the last session of the General Assembly to study "questions relating to air police" had resulted in three draft resolutions. The Assembly thought that it would be difficult to deal adequately with several connected problems and asked that this year the investigation should deal more particularly with the theft of goods during their carriage by air.

He wished to underline the necessity of making clear the precise points on which the police enquiries were to be carried out. He spoke of the lack of coordination between the different services in sending essential information for investigations and the delays. For this purpose he suggested the possibility that the General Secretariat might designate, if

need be, an official who would be responsible for coordinating the whole team to make sure that contact was maintained when this proved to be defective.

The General Assembly decided to set up a Committee to study this problem composed of delegates from: the United Kingdom, France, the United States of America, Libya, New Zealand, Nigeria, Panama, Switzerland, Canada, Laos, Ghana, Thailand, Uruguay, Brazil and Chile.

The PRESIDENT invited the Airline Security Officers present to attend the meetings of this committee as it was agreed that their help would be of great value.

At the proposal of the UNITED KINGDOM DELEGATE, Mr. BENHAMOU (France) was unanimously elected chairman of the committee.

The SWISS DELEGATE emphasized the necessity of finding measures of prevention to combat the thefts. In Switzerland only ten very important thefts during carriage by air had been registered in the course of a single year.

The UNITED KINGDOM DELEGATE was struck by the scale of the thefts registered and the value of the objects stolen. In general, those responsible for thefts committed at aerodromes were from outside. When an enquiry was made into the theft, the receiver and the retailers of stolen goods must be sought. The problem was becoming serious now that criminals from outside began to be interested in aerodromes.

The SECRETARY GENERAL pointed out that thefts committed by air crews were very rare and that those committed by ground staff were not very frequent, but that, on the other hand, personnel of lower category were often involved. In his opinion, the fundamental problem was that of the recruitment of staff, particularly of porters. Certain air companies were surprised when they did not receive from the police the information they asked for on the moral character of persons they wished to employ. He would like to receive information about such cases.

The SWISS DELEGATE felt that opportunities produced thieves. In airports, only those persons known for their reliable moral character should be given responsibility for objects of value in the course of their transport. Naturally, these qualified persons should be well

paid to avoid their being easily tempted. In the majority of cases, airport thieves did not have criminal antecedents.

The SECRETARY GENERAL said that he had known a great number of people whose police dossier was unstained but who were nevertheless really crooks. The absence of a police record was not therefore sufficient proof, especially in countries where the law of amnesty was in force. Before engaging an employee, a thorough enquiry should be made on his present situation, his antecedents and his connections.

The LIBYAN delegate recalled that thefts were often reported several days after they had been committed. It was essential that the police be informed as rapidly as possible about each case.

The UNITED KINGDOM DELEGATE pointed out that in his country the police were not allowed to communicate information about an individual unless he was a suspect. It would therefore be impossible to make an enquiry on every person liable to be employed by an air company.

The OBSERVER for the A.S.O.A. (London) made a point of stressing that Anglo-Saxon law did not prevent close collaboration between the security services of airline companies and the police.

The UNITED KINGDOM DELEGATE had pleasure in confirming this statement. He added that the British police force could, of course, give information about an individual to a security officer, but could not, without infringing the law, give this same information to a member of the personnel department of an airline company unless the individual in question was a suspect.

Speaking as a French delegate, the CHAIRMAN said that French Air Police officers normally made thorough enquiries about the reputations and antecedents of all people applying for jobs in the reserved areas of airports and cards enabling staff to enter this area were only delivered on the basis of such enquiries. In addition, the holders of such cards were kept under discreet surveillance by the police who even checked the cloakrooms of porters from time to time, for instance.

Custom officers, too, kept a close watch on the frontier area and, in particular, on freight depots, runways and around the buildings. They also searched baggage handlers from time to time.

Finally, he added, the police and customs officers were assisted in their tasks by the guards employed by the airport itself and by the various airline companies.

The CHAIRMAN then stated that the members of the Committee were in agreement on the measures recommended for the taking on and the control of aerodrome staff. He proposed moving on to the examination of the measures of prevention set out in the report.

The A.S.O.A. OBSERVER (London) stated that, with regard to the question of prevention, the airline companies were responsible for the goods carried and were fully aware of this responsibility since, in latter years, 28 of them had introduced the services of security officers. He made it clear that, in accordance with the terms of the Constitution of the Airline Security Officers, Association, these officers were not charged with seeing that the law was respected. They were empowered to examine the preventive measures devised against thefts and to see that these measures were carried out. These officers provided the police with all useful information pertaining to the thefts committed, and worked in close collaboration with them.

On behalf of the other security officers at present sitting on other committees and, on his own behalf, he wished to congratulate the General Secretariat on its excellent report. He added that he would do everything in his power to see that the recommendations contained therein would be put into effect.

The SWISS DELEGATE suggested that the carriage of goods between the strong room and the aeroplane should be supervised by the police.

The SECRETARY GENERAL accepted this suggestion. He wondered, nevertheless, whether this measure could be applied in certain countries where police officers could not enter the aerodrome without the express permission of the military authorities charged with its supervision.

The OBSERVER FOR THE A.S.O.A. (The Hague) also thought that the work of supervision would be greatly simplified if all the airline companies had security services.

The NIGERIAN DELEGATE pointed out that the police, in his country, did not have the right to enter an aerodrome without a pass. He hoped that the recommendations of the I.C.P.O. General Assembly would contribute to a change in this state of affairs.

The GHANA DELEGATE stated that in his country there was close collaboration between the airline companies and the police. This was mainly due to the fact that the airline companies were state-owned.

The police took the fingerprints of all airline company employees as soon as they entered service. Nevertheless he supported the recommendation regarding official police action mentioned in the report, as did the NEW ZEALAND DELEGATE.

The I.A.T.A. OBSERVER stated that the airline companies were subject to certain regulations concerned with the carriage of valuable objects. He read the text of a recommendation on this subject which had been adopted by the I.A.T.A., certain measures of which were similar to those suggested by the I.C.P.O. General Secretariat.

The CHAIRMAN then concluded that the members of the Committee approved of the preventive measures set out in the report of the General Secretariat. He invited the Committee to comment on the investigatory measures.

Speaking in his capacity as French Delegate, he considered that when a theft had been discovered to have been committed at a definite place, the authorities competent to deal with the offence were those established at such a place. In the majority of cases, however, thefts came to light either at a stopping place or at the destination and it was impossible to determine at which point exactly the theft took place. From this arose the difficulty of deciding the question of within whose jurisdiction the responsibility fell. In France, experience had shown that it was preferable to place this responsibility on the police operating at the point of departure of the goods or object carried, or, at least, where the transport of the same had last been formally checked. It was of primary importance to establish that the missing goods had, indeed, left the point of departure and had not been sent elsewhere.

The SECRETARY GENERAL reminded the Committee that the Warsaw Convention provided a choice of four courts. In order to hasten the procedure it would be more advantageous to apply to the police authorities on the spot where the theft had come to light.

The UNITED STATES DELEGATE shared this opinion. In the United States, he said, the airline companies had to report the theft

at the very time of discovery so that the police inquiry could begin at once.

The CHAIRMAN, speaking as the French delegate, stated that each national police force should form a body of officials specialised in this field. He had found that there were competent police officers who were well acquainted with the techniques required in the spheres in which such thieves flourished. He did not, therefore, think it necessary for I.C.P.O., General Secretariat officials hitherto unprepared for these tasks, to be charged with these enquiries. Besides, *unofficial* international enquiries were difficult, if not impossible, to perform in most countries.

After a brief discussion and a remark by the SECRETARY GENERAL, the members of the Committee accepted the principle of recourse, in exceptional cases, to the General Secretariat of the I.C.P.O. to undertake unofficial enquiries, such enquiries to constitute a "liaison" with the countries concerned. Naturally, there was no question of the officials of the Secretariat being able to take over law enforcement from the national forces.

The CHILEAN DELEGATE drew attention to the fact that in his country, a person arrested by the police was often released on a court decision if the victim of a theft did not lodge a formal accusation. In order to remedy this state of affairs, the police force was prepared to propose to the Ministry of Justice the modification of articles pertaining to penal procedure so that the recommendations contained in the report of the General Secretariat could be put into practice.

At the request of the SECRETARY GENERAL, one of the heads of the General Secretariat gave a brief outline of the international Convention referring to offences committed on board aircraft which was prepared by the legal Committee of the O.A.C.I. (28th August and 15th September, 1962, Rome).

The CHAIRMAN proposed to the members of the Committee that they should adopt the draft resolution which, with amendments made by the committee and in plenary session, appears at the end of this chapter.

#### PLENARY SESSION.

During a plenary session, Mr. BENHAMOU (France) gave a brief account of the Committee's work. He noted that some of the members of the Committee now objected to one or two of the safety measures recom-

mended although they had agreed to these measures during discussions. Their objections were concerned with the installation of strong rooms for valuable goods at all international airports, with the installation of special compartments separate from normal goods or luggage compartments on aircraft and, finally, with the refusal on the part of insurance companies to insure valuable goods if suitable installations were not provided on certain routes.

He fully realized that all the safety measures recommended could not be adopted by all countries. The General Secretariat's idea had merely been to offer a framework of recommendations from which each country could select those that seemed suitable. The discussions during the Committee meeting had demonstrated the necessity of investigating the records and reputations of anyone working at airports and of luggage handlers in particular. It had also been recommended that, once a theft had been discovered, the police be informed immediately. The Warsaw Convention stated that four courts were competent to deal with this type of case and the Committee had decided to leave it to the plaintiff to choose the court.

Mr. ZENTUTI (Libya) suggested that the draft resolution should be sent back to the committee to be re-examined. The SECRETARY GENERAL suggested that, in order to avoid burdening the General Assembly with work, the Chairman of the Committee and the Libyan delegate should appoint drafting committee to draw up a definitive text.

*The Assembly Hall*





The CHAIRMAN thought that he should stress that fact that the fear of making recommendations is sometimes too great. The purpose of the Organization was to defend the cause of the police and public safety. The General Assembly should not be afraid to take a decision and to make recommendations even if these were not always well received.

The SECRETARY GENERAL put the Assembly on its guard against the adoption of draft resolutions with a mental reservation not to put them into application. These should be sufficiently studied so that, taking into account the difficulties and national contingencies, they might be put in force.

Briefly summarized, the following amendments were suggested:

1° — The words "strong rooms" were replaced by "secure places", an expression which was thought to be less exclusive.

2° — Mr. ZENTUTI (Libya) suggested that criminals might get to know of the fact that valuable goods were being transported and felt that coded messages would be safer.

The PRESIDENT asked whether he could hear the opinions of the experts.

Mr. HAEGARSTROM (I.A.T.A.) said that the International Air Transport Association would be able to accept this suggestion.

Mr. RAJ (Malaya) regretted that he could not accept the words "in code". Deciphering was a very long process and the objects which were to be protected might already have left by the time the message had been understood.

Mr. HACQ (France) agreed and also wondered which code would be used since aerodromes would have to be notified of this. He thought it therefore preferable to say "that information about the carriage of valuable goods be regularly sent to airports by the fastest and safest possible means of communication".

Mr. HAEGARSTROM (I.A.T.A.) stated that airline companies used the letters V.A.L. to show that valuable goods were being carried on board an aircraft.

*The text proposed by the French Delegate was adopted.*

3° Mr. FRANSSSEN (Belgium) confessed that the text of paragraph 3 seemed to be the beginning of an intrusion into the services

of the national police. The permission of the legal authorities would be necessary which would not hasten matters.

The SECRETARY GENERAL explained that this point had been the subject of quite a long debate at the Committee meeting. It was in order to mitigate the force of this paragraph that the adverbs were added which the Assembly had decided to suppress.

Although he understood the misgivings of the Belgian delegate — which had already been expressed by the French delegate — he thought the question should not be considered as one of official legal penal procedure. In the course of twelve years, the General Secretariat had only once sent out an official, on the occasion of an extremely complicated matter, for which the legal authorities did not have all the information necessary at the time. The matter was successfully resolved and everybody was extremely pleased with the help given. A similar case might occur.

He felt that the Organization should not remain static while methods of transport were developing at a fantastic rate. The I.C.P.O. should help by giving information whenever necessary. It was often very difficult to establish exactly where a theft had been committed when the aircraft concerned had stopped in several places. In such cases, the General Secretariat could be of real service to the courts, and to the police forces. He emphasized the fact that paragraph 3 said "provided the National Central Bureaus involved have agreed". This would merely be liaison work of an exceptional nature and not investigation and he therefore strongly hoped that the paragraph would be maintained.

Mr. FRANSSSEN (Belgium) said that in view of the Secretary General's explanations, he would not insist.

The PRESIDENT put the following resolution to the vote:

## R E S O L U T I O N

WHEREAS the increasing international carriage of goods provides criminals with an ever-increasing number of opportunities of stealing from airports and during flights; and

WHEREAS it is important to alert the public authorities so that the number and scale of such thefts may be reduced.

The I.C.P.O.-Interpol General Assembly at its 31st session:

1) **RECOMMENDS** that all government departments, airline companies and other bodies concerned do everything in their power to ensure that the following safety measures are taken:

- a) That secure places are provided at all international airports for valuable goods;
- b) That safety devices are provided on aircraft for valuable goods if possible;
- c) That valuable goods are packed safely in strong wrappings;
- d) That records are kept of the serial numbers of bank notes, cheques and similar valuable articles (e.g. watches, gold bars, etc.) carried;
- e) That information about the carriage of valuable goods is sent regularly to airports by the fastest and safest possible means of communication.
- f) That valuable goods are protected while being handled.
- g) That the records and reputation of all staff employed in the sections of airports forbidden to the public, and of the staff responsible for handling valuable goods, are checked, with the assistance of the appropriate government departments;

2) **ASK** airline companies to inform the appropriate police department as soon as the theft of any goods carried abroad by air is discovered so that the police department concerned may start investigation and inform the competent judicial authorities, the National Central Bureau concerned and the General Secretariat;

3) **CONSIDERS** that in certain exceptional cases, provided the National Central Bureaus involved have agreed, an official of the General Secretariat may be asked to undertake any liaison work required in connection with the investigation of this type of theft.

*(Unanimously adopted with 58 votes in favour).*

#### 4. **ILLICIT GOLD TRAFFIC**

The **DEPUTY SECRETARY GENERAL** recalled that the Indian delegation had asked that this subject be raised at General Assembly sessions several years in succession. This was a most difficult problem to solve on an international level in view of the differences in internal legislation on this subject. Some countries considered uncontrolled importing of gold to be an offence while others felt that gold could be imported and exported

freely. He recalled that the resolutions adopted on this subject during previous session had concentrated on asking N.C.B.'s to exchange information on internal traffic in gold, diamonds and other goods and to send such information to the General Secretariat so that lists of traffickers could be prepared and circulated and so that each country could act as it thought fit.

Mr. **HANLY** (United States) told the Assembly that counterfeiting of American gold coins and traffic in such coins was quite widespread, especially in the Middle East and Western Europe. This was a matter of concern to his government. The efforts made by the police of many countries to stop this type of fraud had been frustrated in the past as defendants had argued in the courts of many countries that these coins were not legal tender and therefore did not come within the statutes of the nation seeking to prosecute the offenders. In the United States, however, such coins were considered to be legal tender and counterfeiters could be prosecuted and since 1st January 1962 the governments of Switzerland, Federal Germany and Italy had made provision for vigorous action against this type of offence. The United States government appreciated this action and would supply the proof in the form of certified documents and, if necessary, witnesses to attest to the fact that under the laws of the United States, these gold coins were legal tender. The United States would also be prepared to furnish certified expert laboratory analyses of the authenticity of questioned coins.

The **SECRETARY GENERAL** emphasized the different aspects of traffic in gold. The aspect that consisted of transporting gold from one country to another troubled India particularly since the price of gold in India was very different from the price recognized by the International Monetary Fund, and traffickers were able to make enormous profits from this difference. In most countries this type of activity was considered a fiscal or customs offence but it merited discussion by the I.C.P.O. because a good many of the people trafficking in gold also trafficked in other substances including drugs in particular.

Mr. **LOPEZ CHIARI** (Panama) said that since 1959 the Panamanian authorities had noticed that gold coins known as "centenarios" were being sent from Mexico towards Argentina. Most of the offenders were of European

origin. In view of the fact that it was perfectly legal to bring gold into Panama if a percentage of its nominal value were paid as dues, the Panamanian delegate wondered if this were illicit traffic in gold or merely an ordinary commercial transaction.

Mr. QUIROZ (Mexico) thanked the Panamanian delegate for his information and for the way in which Panama co-operated constantly with Mexico and replied that this was a fiscal and customs offence. The "centenario" was not legal tender but was contraband if taken out of Mexico without an export permit. The Mexican delegate said that he would be happy if information could be exchanged on this subject and, in this connection, he thanked the Swiss government for supplying information that had led to the discovery of traffic in "centenarios". He added that if the gold brought into Panama had not been declared, it could certainly be seized.

Mr. TANCA (Italy) also emphasized the differences between the regulations on the sale and purchase of gold in various countries which made it impossible to draw up general detailed rules of collaboration within the Interpol framework. Traffic in gold was contraband and could therefore be prosecuted within the framework of customs regulations by using measures adopted by countries and customs departments concerned. He reminded

the Assembly that an international agreement already existed, the Recommendation of the Customs Co-operation Council signed in Brussels on 5th December 1953 which, for the moment, represented all that could be done in the way of mutual assistance in the suppression of contraband. He mentioned the provisions of this Recommendation which Italy, he said, applied whole-heartedly while remaining in close touch with the customs investigations departments of other countries. The Italian delegation therefore suggested that the Assembly recommend that all affiliated countries that had not yet accepted the Brussels Recommendation ask their governments to accede to this international agreement.

Mr. ABARRO (Sudan) mentioned another aspect of traffic in gold, the aspect of *false bills or invoices*. Some importers had invoices made out for a higher value than that of the goods they were importing and thus obtained currency illicitly. He would be pleased if other countries that had the same difficulties would inform him of the methods used to combat this illicit transferring of currency.

The SECRETARY GENERAL felt that this subject should be discussed as one of the "Miscellaneous subjects" that could be brought up during the final sitting.

## II. Identification problems

### THE "IDENTI-KIT" SYSTEM OF VISUAL IDENTIFICATION.

#### THE REPORT

A new system of establishing and transmitting descriptions of persons, called "Identi-Kit" has been devised in the United States (cf. the I.C.P.R., N° 142, 1960, p. 275).

The I.C.P.O. General Assembly (Washington 1960) had asked the General Secretariat to submit it for examination to a committee of experts from the following countries: Australia, Canada, France, Federal Germany, Italy, Mexico, the United Kingdom and the U.S.A.

The Identi-Kit is a system of building up a likeness of a person of whom there is no formal description. It makes it possible to give human form to the evidence of eye-witnesses. However undependable evidence may be on

the whole, it appears that the Identi-Kit system can make something of it and is an advance over previous methods.

The main comments made by the experts consulted were as follows:

#### Federal Germany:

The handbook published by the Townsend Company for the training of operators emphasises that positive identification is not possible, only identification by elimination (1).

The operator who builds up the portrait with the Identi-Kit may make a mistake, as an artist would, because of an inaccurate description given by a witness. Mistakes can be made in both cases.

(1) These are merely extracts from the experts' reports.

In representing the Identi-Kit as "one of the most modern methods of identification likely to become the most effective weapon in the hands of the criminal police", there is a risk that many law enforcement agencies will be strengthened in their belief that the Identi-Kit system is an infallible, quick-working and easy method of identifying any criminal.

The Federal German expert then makes the following points:

— The Identi-Kit makes it possible to build up a likeness only provided a good personal description is available from witnesses.

— The kit lacks some forms of hair style, eyebrows, lips, chin-lines and cheeks.

— The most expert kit operator must have at least two hours available for each witness since he is responsible for choosing the correct slides from among 520.

— Interrogators and witnesses grow tired.

— Sometimes a greater resemblance is obtained in a slide position not allowed for by the notches, so the collection of slides must be photographed in this position and transmission by code is not possible.

— Should a country adopt the Identi-Kit, its photo collections must be correlated with the registration system of the Identi-Kit files so that photographs of known criminals can be picked out quickly on receipt of a coded composite picture. The effectiveness of the system would be smaller in densely populated places, where the criminal has to be picked out from among thousands of persons.

— If the criminal has an average face innocent people may be suspected.

— The officer using the kit has to use information which he cannot check.

— Before the Identi-Kit system can be adopted internationally, it should be thoroughly tested.

— Identi-Kit composites should only be used after careful consideration but they can supplement verbal descriptions.

**Australia:** The Identi-Kit system, is a valuable approach in establishing the identity of an offender by elimination rather than by positive identification. There are, however, the following draw-backs:

— When a description is transmitted in Identi-Kit code, it can only be deciphered by those with a kit and code.

— It would still be necessary to circulate a supplementary description of certain features.

— The system is hired out only and this condition may not be acceptable from the police point of view. The Australian expert added that the subject would be further discussed at the next conference of Police Commissioner of Australia in January 1962.

**C a n a d a :** This system *would be very useful on the local level*. Identification technicians trained and practiced in the uses of this kit could provide a valuable service to investigators of a police department in cases of serious crimes. It would also *lend itself to use on an international level* since the description code could be easily exchanged between police forces using it.

This was also the opinion of the head of the Coast Guards Identification Section of the U.S. Treasury Department.

**F r a n c e :** The value and the interest of the process depend on whether it is to be used for description or identification.

1) With regard to the *description* of a wanted person, the procedure is practical as a means of police investigation.

As a means of transmitting information, uniformity of the technique and coding is assured by the fact that the Identi-Kit is hired, so that it will always be completed by the firm producing it and not by the inventions of some police force; this seems to mean that it could be used internationally.

However, the system remains open to all the criticism directed against human testimony.

2) For *identification* of a person already known and recorded, the system does not appear accurate enough. In such cases, the international *portrait parlé* code is most useful, as it is no longer a question of haphazard evidence gathered and put together, but of definite descriptions made by trained police officers, in definite and conventional terms.

The two systems might well complement each other, the *portrait parlé* providing the Identi-Kit system with what it lacks, especially general characteristics and particular details.

**I t a l y :** The Identi-Kit system could be of considerable assistance provided that 2 very

important conditions are scrupulously observed, as mentioned in the manual: a) It should be used solely to restrict the field of investigations to a type of individual, and b) to use it with the minimum possible risk the operator must know the system thoroughly and must be able to interrogate witnesses methodically and appreciate the value of their statements, especially in the case of the victim whose mind is so often affected by the offence. Interpol should attach great importance to these points and consider the responsibility it would assume should it recommend the system. In conclusion:

1) Provided the above conditions are observed, the *Identi-Kit* may be recommended for local use.

2) *The system might be given a trial on an international scale by any countries willing to make the test.*

Mexico: The *Identi-Kit* system is preferable to the "portrait parlé", in two ways:

A) It eliminates many of the attempts of the artist to produce a likeness based on the descriptions of witnesses. In this way it saves valuable time in investigations.

B) In composing the likeness, a formula of letters and figures is composed and this can be easily transmitted and used to reproduce the likeness. The impartiality of the operator in the interpretation of evidence is an essential condition for success.

In its present form, the system has no plates representing the profile and very often, witnesses may only remember or have seen the person side-face. Moreover, the profile is more permanent than the full face outline.

Although it cannot replace scientific procedures of identification, the *Identi-Kit*, may complement them. It seems, therefore, that: 1) The I.C.P.O.-Interpol may recommend the *Identi-Kit* for local use, and 2) May suggest that it be used internationally.

The United Kingdom: A number of *Identi-Kit* sets are being tested in the United Kingdom. The operators, all experienced police officers, have received a four-day course arranged by the Townsend Company. When the operators become more experienced, successes must obviously follow.

The system is of considerable value at local level.

On an international level, provided member countries of the I.C.P.O. have *Identi-Kit* sets, composite pictures can be quickly compiled on receipt of radio messages from other countries giving the coded reference. However, the system should only be used in urgent cases of wanted persons, where the identity has not been established and it must not replace the present interchange between countries of fingerprints, criminal history and photographs of wanted people.

## THE DISCUSSIONS.

The DEPUTY SECRETARY GENERAL reminded the delegates that the General Assembly had asked the General Secretariat to have a committee of experts study the "*Identi-Kit*" system.

He added that the "*Identi-Kit*" system did not claim to identify people — it merely enabled witnesses' descriptions to be recorded in a concrete and graphic form.

Speaking as a delegate from the United Kingdom, the PRESIDENT announced that very satisfactory results had been achieved by the use of this system in his country. The American firm that had invented the system had given a four-day course to British police officers. Four days after the end of the course, the system had been used for the first time and within 48 hours the police had been able to recognize a criminal from his "*Identi-Kit*" portrait.

The final product was, of course, simply a graphic expression of the witnesses' impressions. If the witnesses had a bad memory or if the police officer in charge asked leading questions, the system lost all its value.

Mr. NAHMIAS (Israel) agreed and reported that the "*Identi-Kit*" system had been used in Israel since 1956. The method did not give anything corresponding to a photograph of the wanted person but it provided a certain number of details that could result in a valuable likeness. The error most frequently committed was to try to obtain answers too rapidly. He himself had noticed that children were more observant than adults and that their testimony was consequently more accurate. Mr. Nahmias wondered whether the system could not be improved as the likenesses obtained were often rather vague.

Mr. VELA (Spain) pointed out that the "*Identi-Kit*" system could only lead to iden-



The Spanish delegation.

tification by a process of elimination and for this purpose it could be very useful. Nevertheless there were a number of difficulties inherent in the system. The information supplied by witnesses did not always correspond to the particulars of the wanted person and the variety of descriptions given could prove embarrassing. As Professor Oliver Schroeder had said, human beings are not very reliable witnesses because they are subject to emotions and different reactions. In addition witnesses may try to be deliberately misleading or they could be deceived by disguises. Finally, the information they supplied could be interpreted differently by different operators and the system did not make provision for subsequent correction of errors. The difficulties increased when the appearance of the wanted person was not unusual.

Mr. SAGALYN (United States of America) feared that the Organization might be creating a dangerous precedent if it gave its approval to one specific commercial product. The "Identi-Kit" was manufactured by one private American company but other companies had produced systems that might be preferable from some points of view and yet other firms might produce similar systems. He felt that it would be preferable to speak of "a system similar to the "Identi-Kit".

The PRESIDENT shared this view. He pointed out, nevertheless, that in referring to "Identi-Kit" the Organization did not have in mind some commercial firm in particular but simply a kind of process. The use of the name "Identi-Kit" was similar to that of the name "Frigidaire" which no longer meant a special trade mark but a type of apparatus.

Mr. HARVISON said that in Canada a system similar to the "Identi-Kit", known as "Facial Identification" was used. The Organization might consider introducing a similar system exclusively its own. The system employed in Canada used *photographs of filed criminals* rather than drawings and the procedure for forming the face was the same as that of "Identi-Kit".

Mr. ABBARO (Sudan) considered that this process offered no danger if it was used simply as an aid to finding people and did not exclude recourse to other systems of identification.

Mr. ODJEAKU (Ghana) thought that the system could be very useful but he wondered if the company concerned would be willing to send experts to another country, in order to instruct police officers in this system.

The PRESIDENT said that he had never known a commercial firm which was not willing to send representatives to sell their goods. However he wished to draw particular attention to the remarks made by the United States and Canadian delegates.

Mr. NAPOMBEJRA (Thailand) wished to know if the system could be applied to all the human races.

The SECRETARY GENERAL said that the system was initially for the white race but could be adapted to others later.

Mr. OELCKERS (Chile) strongly advised the use of the system. Interpol, however, should collect as much information on it as possible, for local problems differed from country to country. Exchange of information should allow a first report to be drawn up.

Mr. MANOPULO (Italy) stated that the "Identi-Kit" system had been subjected to close examination by the Italian criminal police. The results were such that the chief scientific police sections of the principal cities of Italy were supplied with this system on an experimental basis.

The advantage of the system was that it was based on the descriptions given by witnesses or even by the victim of a crime whose author was unknown. Once the image was defined it was easy to set about the investigation.

The Italian judicial authorities had begun to make statements on the reliance which, in the absence of definite proof, could be placed



on the identity established by the "Identi-Kit" system, reaching the conclusion that the identification of the supposed author of the crime based solely on the "Identi-Kit" system could not obviously be sufficient to decide the judge to pronounce the accused guilty if evidence based on other sources was not produced to show that the same person was the author of the crime.

In conclusion, the Italian delegation recommended the use of the "Identi-Kit" in individual cases on a local level.

The SECRETARY GENERAL said that he had followed the debate with interest. To a certain extent it was he who was responsible for the use of the expression "Identi-Kit" as simply a short expression to describe a usable system. There could be no question of giving commercial publicity to the matter.

Although the system was far from perfect, he had been astonished to hear such strong reservations. He was deeply attached to the concept of respect for human liberty and of the fundamental freedoms, but the Organization must always seek the most efficient means to identify, to find and to deliver lawbreakers to justice. The system should, in fact, be classed in the category of contributory evidence.

In various countries, and in particular North America, methods such as the lie-detector were in common use. This device could not provide absolute proof but did give interesting results from the police point of view. Since Organization's duty was to find the best means of identifying criminals, it would not be right to reject the "Identi-Kit" system which had, so far, given very satisfactory results.

Apart from the possible question of providing publicity for a commercial undertaking, all the objections had been the traditional and centuries-old criticisms of testimony on which this system was naturally based, although a certain number of its aspects placed it somewhere in between testimony and evidence of a rather more technical nature.

The system used in Canada seemed similar to the "photo-robot" which had given very good results in France.

He personally felt that circulating — or even showing on cinema or television screens — portraits composed either of drawings, as in the U.S.A., or of montages of photographs

in order to give as close a likeness as possible of people wanted in connection with particularly serious cases, could hardly be considered to be an infringement of human rights or an inevitable cause of errors.

If all proper precautions were taken, the different points of view could certainly be reconciled, the Secretary General concluded, and added that he thought the system should be experimentally adopted for a trial period.

Mr. ABOU CHAKRA (Lebanon) thought that it would be wrong for police forces to be dependent on a foreign commercial firm in a field which was so important as far as their tasks and duties were concerned.

Mr. CONDUAH (Liberia) asked whether all countries would be able to use this system or any other they chose.

The PRESIDENT replied that if the "Identi-Kit" system were approved by Organization, it could be modified and adopted for use in the different affiliated countries but if it were adopted for international criminals, the system would have to be used by all the countries concerned if it were to be of value. At the present moment, the Assembly's main task was to decide whether the system was of value in itself and whether it could be legally applied.

Mr. UZCATEGUI BRUZUAL (Venezuela) thought that the General Assembly should not adopt a resolution on the use of the "Identi-Kit" system, mainly because of the objections raised by the delegates from Spain and the United Kingdom. He thought it would be preferable to continue to exchange information about all possible methods.

Mr. ZENTUTI (Libya) emphasized the drawbacks of the "Identi-Kit" system, particularly as far as the lack of a profile likeness was concerned. He also pointed out that since it was not possible to buy the system, a single firm could hold the monopoly of renting it out. He felt that before adopting it on an international level, its working should be studied in different countries.

Mr. HODGE (Nigeria) asked whether it would be possible to have the system demonstrated during the Assembly session. The DEPUTY SECRETARY GENERAL replied that the equipment was not available. He suggested that the Nigerian delegate consult the number of the "International Criminal Police Review" that dealt with the subject in detail.

Mr. H. MORAN (Uruguay) said that as his country had only been using the system for a short while he could not draw any conclusions from the results achieved.

Mr. DIAZ (Argentina) said that the Argentine police had endeavoured to improve the system by adding to the drawings supplied in order to bring them closer to particulars supplied by witnesses.

Once again the PRESIDENT stressed the fact that the system had its advantages and its drawbacks and that it was therefore up to all the police forces represented at the Assembly to decide whether to use it in their own countries. He agreed with the suggestion of the United States' delegate that the system should not be designated by the name of a commercial undertaking and suggested that a *drafting committee* be set up to prepare a resolution.

*Delegates from Canada, Chile, Italy, the United States of America and the United Kingdom were designated to form part of the drafting committee.*

The SECRETARY GENERAL thought that it would be a simple matter to draw up a resolution in very general terms on the basis of the long and interesting discussion that had just taken place. This resolution could draw the attention of all N.C.B.'s to the advisability of studying the various systems that might help in the identification of wanted criminals and need not include any points that might provide undesirable publicity.

After the drafting committee had met Mr. BARTIMO (United States), Chairman, submitted the draft resolution that it had unanimously adopted.

At the suggestion of Mr. FRANSSEN (Belgium) a minor alteration was made to the wording of the French text.

#### RESOLUTION.

The General Assembly of the I.C.P.O.-Interpol, at its 31st session held in Madrid:

HAVING HAD a useful discussion on the subject of systems of building up a visual likeness of a person from descriptions given by a victim or witness to a crime by the use of a series of especially prepared transparencies or photographic slides,

#### RESOLVES that:

- 1) Such systems may prove an aid in investigations and in solving crimes,
- 2) The advisability of using any such systems should be decided by each member country on an individual basis for use within that particular country, and
- 3) Each member country be encouraged to keep the Secretary General informed of any interesting developments in this field for the benefit of the members at large.

*The resolution was unanimously adopted with 56 votes in favour.*

#### 2. THE USE OF COLOUR PHOTOGRAPHY IN POLICE INVESTIGATIONS AND CRIMINAL TRIALS.

#### THE REPORT

During its 28th session in Paris (8th-11th December 1959), the I.C.P.O. General Assembly asked the General Secretariat to report on the use of colour photography in crime investigation.

Profesor Ceccaldi, an Interpol Adviser, drew up a detailed report on this important matter which used as a basis of discussion.

In April 1960, the affiliated countries were asked to submit their observations.

The General Secretariat recorded replies from thirty-five countries and territories as well as of two experts from firms manufacturing photographic materials, the Eastman Kodak Company and Messrs. Gevaert.

#### I. SOME COUNTRIES AGREED WITH PROFESSOR CECCALDI'S CONCLUSIONS.

They felt that the value of colour photography in crime investigation is only as additional evidence (Netherlands Antilles) or that colour photography still has various drawbacks which justify the remarks made by Professor Ceccaldi about inaccurate reproduction and non-durability of colours (Argentina).

Similar replies were sent from some of the Australian States: We are generally in agreement with the conclusion reached by Professor Ceccaldi that colour photography should be used only as additional evidence (South Australia, Canberra, New-South Wales).

All photographs are only relatively objective. If evidence of colour is required, care-

fully taken and processed colour slides constitute the most accurate means in regard to the purpose of illustration, but only for this purpose (Tasmania).

Only colour photographs can portray colours with anything like fidelity and they are to be preferred for the purpose of description or additional evidence (Victoria).

The same reservations were expressed in replies from:

AUSTRIA — As colour photography is difficult to produce it does not always give a faithful reproduction of the original colours. Whether it should be admitted as evidence or not in a criminal trial should be decided by the judge or magistrate. Stereoscopy could also be used.

BURMA — Colour may add increased realism to a picture and in special cases may be used with advantage as additional evidence.

DENMARK — Photography in general is used to support descriptions. The conclusion reached by Professor Ceccaldi that colour photography should for the time being be used as additional evidence may be adopted in full by the Danish police, perhaps even with the omission of reservation "for the time being".

The answer sent by FRANCE was less definite:

The relativity of the objectivity (or fidelity) of photographs can mainly be seen in general views. In detailed or partial photographs, the image is more accurately reproduced.

Colour photographs are still difficult to make and the colours are not perfectly reproduced. Diapositives are more faithful in their colour reproduction than photographs on paper unless they are selected from a number of proofs.

These difficulties do not prevent colour photography being used in crime investigation, not as proof but as a means of giving a more accurate description of physical objects. For this purpose, colour photographs are better and give a more accurate idea of the reality than monochromatic photography.

The French Sûreté has adopted a solution in which a small number of colour photographs is submitted to the court along with the usual series of black and white ones.

In INDONESIA results of experiments having proved unsatisfactory, colour photography is now limited to close-up photographic evidence (of things like the human brain or semen) and wounds on human bodies.

ITALY, LAOS, LEBANON, LIBYA, LUXEMBURG and NEW ZEALAND only use colour photographs as complementary evidence in some special cases.

The law enforcement courts of the MEXICAN states and the Federal courts allow colour photographs only as complementary evidence. The special investigations department of the Bank of Mexico nevertheless considers that colour photography would be helpful as a means of providing evidence in cases of crossed pen-strokes made with different inks.

In MONACO it is felt, that colour photography should be used in anthropometric photography. Identification would be easier for witnesses.

PAKISTAN'S reply pointed out that colour photography is still imperfect and its use in less advanced countries may be difficult because of lack of equipment and trained personnel.

The authorities of SWEDEN entirely agreed with the remarks made by Professor Ceccaldi, but wished to phrase the second paragraph of his conclusion as follows:

"In view of the imperfections of colour photographs, their use as evidence should be made with great caution and discernment, especially if the purpose is to prove or demonstrate the "true" colours of an object".

The SWISS cantons which replied to the circular unanimously considered that colour photography should not be used by the police unless it was essential to demonstrate certain details. They affirmed that black and white photography would always remain superior in regard to accuracy of reproduction and ease of enlargement and that as long as these drawbacks existed, colour photography could only be used as complementary evidence.

## II. REPLIES IN FAVOUR OF THE EXTENSIVE USE OF COLOUR PHOTOGRAPHY.

CANADA — Suitability of colour photography for the courts should be dealt with on the individual merits of the case in question. A colour photograph depicting "the

horror of a scene too vividly" should not be withheld from production in court if important evidence is involved.

FEDERAL GERMANY — No kind of photography will give a complete and faithful picture of the reality. However, when it is honestly used, photography has a definite objective documentary value.

In police science, correct reproduction of colours is generally less important than the rendering of contrasts between colours. This is satisfactorily done by colour photography when the eye may have failed to perceive any difference and only different shades of grey in black and white photography.

German courts have allowed colour photographs as evidence ever since the beginning of the century.

SPAIN — Although photography produces only a partial and fixed image of the original, it does provide a picture which is very valuable to the investigation as it records details which witnesses may not have seen or do not remember, though it cannot be considered "irrefutable proof".

AUSTRALIA (*Queensland*) — Even if photographs are not perfect reproductions of the original, they may, because of their accuracy and richness of detail, be of great value in crime investigation. Colour photographs are ideally suited for the reproduction of bruising, abrasions, etc. on the human body, variations in the colour of paintwork, etc.

Colour prints and transparencies have a longer useful life than would be required for police work or court proceedings and with the latest colour materials available it is possible to reproduce any number of identical copies.

The courts of this state are not yet ready to accept colour photographs of the scenes of violent crimes.

### III. REPLIES FROM COUNTRIES SUGGESTING THAT COLOUR PHOTOGRAPHY BE USED ONLY IN SPECIAL CASES.

AUSTRALIA (*Western Australia*) — Colour photography provides pictures which are much more realistic and life-like than black and white photographs. In this State when evidence in which colour is an element has to be tendered, the objects are colour photographed

simultaneously, under the same magnification and lighting. Colour slides are also used to depict breaches of the road-traffic regulations at inter-sections where traffic lights are installed.

BELGIUM — Colour makes a photograph more objective and the inclusion of a colour scale in the photograph makes it possible to verify its accuracy.

Colour photography is better than black and white for presentation of laboratory work. For both outside and inside work it should only be used under certain conditions. There is also the fact that colour photographs are costly and difficult to print.

### UNITED STATES OF AMERICA.

#### A) *Treasury Department (Secret Service):*

The U.S. State Department has pioneered the use of colour photography for official identification photographs on government documents. On 1st February 1958 colour photographs became acceptable for United States passports.

#### B) *City of New York Police Department (1):*

The photographic unit of the New York police has introduced a section which will produce colour photographs for the identification of criminals and bodies; finding missing persons; crime scenes; injuries in cases of assault.

FINLAND — All the drawbacks mentioned by Professor Ceccaldi merit attention, though we feel that only colour photography should be used in connection with crimes of violence, especially as electric and "flash" lighting is now adequate for taking such photographs indoors just as easily as black and white ones. However, the diapositive procedure is not suitable for police work.

ISRAEL — We solve the problem of objectivity by always making and presenting a series of photographs of the object or scene and in some cases also close-ups giving details.

We have successfully made colour diapositives and have encountered no opposition in the few cases when they were presented to the courts.

(1) Information taken from the January 1962 number of "SPRING 3100", Vol. 33, No. 4.

JAPAN — In spite of the inherent defects mentioned, photographs do give a better idea of the truth than words or drawings.

Colour photographs should be taken in certain cases (blood stains, strangling, injuries, etc.). A medium grey coloured card should be photographed with the object, and the correct printing time calculated from the grey card photographed.

Photographs of any kind are used as evidence in three types of case: as evidence of any article concerned in the affair; to support a statement though the photograph by itself is useless as evidence; as evidence able to stand on its own (such as a photograph of a pick-pocket at work or a person assaulting another) though this is rare.

NORWAY — We use colour photography, usually as a supplement to black and white prints and to illustrate differences between preparations for the microscope, provided they are photographed on the same film under identical conditions. It appears that colour diapositives retain their colours longer than colour photographs on paper.

PORTUGAL — We think that colour photography can be used not only for scenes of crime both inside and out, but also in connection with forgery, identification of persons and objects and the comparison of traces (paint, blood stains, etc.).

Colour photography can be of great assistance in illustrating the chemical composition of burning substances by means of the colour of the smoke. It will also show up blood stains and traces of paint far better than black and white photographs. It is more accurate in some cases than black and white photography and can be used as evidence.

UNITED KINGDOM (*Scotland Yard*) — We basically agree with Professor Ceccaldi's comments, but feel that colour photographs are more realistic than monochromes. When colour transparencies are presented to the courts, monochromes taken at the same time are submitted with them. Up to the moment, our colour transparencies offered as evidence have been confined to injuries.

We are experimenting with colour-stereophotography and this medium is obviously worth further investigation.

THAILAND — Photographs, in spite of their many flaws and defects, are a useful

adjunct for the investigation of crime and colour photographs provide a more realistic picture than monochromes.

The opinions of Mr. Harris B. Tuttle and Mr. Edwin C. Conrad. (Kodak Co.)

Colour photography is more objective than monochrome, as it depicts the colours which are present in every picture seen.

The technical advances made up to the present now enable us to produce photographs in which the colours are accurate and very durable if properly protected.

It is more difficult to take a bad colour photograph than a bad black and white one. If colour photography had been invented first, it would be very difficult today to popularise monochromatic photography.

In the United States, the criminal courts of fifteen states permit the projection of diapositives and accept colour photographs on paper. The courts have the right to decide whether a photograph is acceptable or not and, in actual practice, they are almost entirely used by the prosecution.

The photographer may be asked by the court to vouch for the accuracy of the colours of a photograph and to state the conditions of exposure. When the colours of a photograph are found not to be in conformity with the original, it is discarded, especially if it is prejudicial to the accused.

Any strong emotions caused to the jury by a colour photograph of a scene of a crime, a body, injuries, etc. are insufficient grounds to withhold it, since a sight of the reality would cause even stronger emotions.

#### Opinion of the Gevaert Company.

It is certainly true that photography in general has technical and psychological limits as Professor Ceccaldi has observed. However, photography will record many details which may not have been perceived through the eye. It is for this reason that it may be very useful in crime investigation so long as one is able to take advantage of the possibilities that it offers. This is also true for both colour and monochrome photography.

Colour stability certainly has limits, but this is off-set by the fact that black and white prints can be obtained from a colour film, so that a colour print can always be used during the investigation and the black and white print be kept in the files.

## DISCUSSIONS IN COMMITTEE.

The SECRETARY GENERAL first reminded the Assembly that the classification must not be interpreted in too narrow a sense as the answers often contained many shades of opinion.

Professor CECCALDI (France) explained that his report merely aimed to provide a basis for a discussion on the value of colour photography in investigations and on the extent to which colour photographs could prove useful.

There were two main aspects to the subject: colour photographs could be used either simply to provide information or else as evidence. In the first case all sorts of liberties could be taken but where evidence was concerned, strict rules had to be followed. A distinction should therefore be made between the use of colour photography for investigation purposes and its use to provide evidence for the courts.

In view of the technical nature of the subject, he suggested that it be dealt with by a Committee.

The Committee set up was composed of Messrs. MARTIN (Argentina); BISCHOF (Australia); VELA (Spain); CECCALDI (France); SELA (Israel); ANTONUCCI (Italy); KHAMPHENG (Laos); RAJ (Malaya); BOUYA (Morocco); SELEM (Nigeria); CASTRO and XAVIER (Philippines); McDOUGALL (U.K.) and ESSID (Tunisie).

Mr. CECCALDI (France), *who was unanimously elected Chairman*, suggested that the Committee first discuss the 1960 report which gave a brief account of the ideas on which explanations had been requested.

In spite of what most people seemed to believe, neither black and white nor coloured photographs were truly objective since they did not reflect reality. The field of a lens was limited both in depth and width and could not therefore reproduce exactly what a human eye could see. Objectivity and impartiality thus depended entirely on the photographer and not on photographs which could be distorted in all kinds of ways.

The discussions should be concerned with the accuracy and reproductibility of photography in general and of colour photography in particular. The value of using colour photography in investigations and the question of its utility and the fields in which it could not be used should also be considered.

Mr. ANTONUCCI (Italy) agreed with the British police that the value of photography depended on the objectivity of the photographer.

In some cases colour photographs were more useful than black and white photographs for descriptive purposes. There were, however, two drawbacks to colour photography: the subjectivity of perception in colour and the limited stability of the colouring matter used. The Italian delegation nevertheless thought that colour photography would probably be very useful in the near future even if it were only used for certain specific purposes.

The CHAIRMAN suggested that the members of the Committee should discuss the technological and psychological aspects of the subject separately in order to clarify the fairly serious decision they would have to take about the use of colour photography. Great care would have to be taken with the drafting of the resolution to be submitted to the General Assembly.

In order to show some of the errors that could stem from colour photography, the Chairman then circulated photographs of a car taken at different times of day and under different lights.

Mr. SELA (Israel) thought that colour photographs did not reproduce natural colours faithfully and thought that they should be forbidden whenever colour itself was an *essential* aspect of the evidence. He said that the instability of the colour was one serious drawback and that the expense involved in colour photography was another.

He added that Interpol might nevertheless recommend the use of colour photography without waiting for solutions to these problems, as long as the disadvantages were borne in mind.

Mr. VELA (Spain) felt that both black and white and colour photography were only of relative value since the photographer's intentions could have such a marked effect on the final product. He nevertheless thought that colour photography could be used in some cases.

Mr. ESSID (Tunisia) agreed that colour photography could not safely be used as evidence in court. A photograph could only be of value in so far as the photographer was skilled in taking photographs for the purpose for which they were required.



If a majority of the Committee or the General Assembly wished to recommend the use of colour photography by countries affiliated to Interpol, Mr. Essid would ask that a clause be inserted in the Committee's resolution suggesting that courses be held at the General Secretariat to train police officers in the taking of colour photographs for evidence.

Mr. RAJ (Malaya) said that experiments had been conducted with colour photography by his country's Scientific Department with which the police worked in close liaison.

He was in favour of the police using colour photography for their investigations and did not feel that this was a difficult problem. With regard to the use of colour photographs as evidence in criminal proceedings, however, he wondered whether the courts would be prepared to consider this new type of evidence.

He also pointed out that the results achieved by colour photographs varied a good deal according to whether the subject photographed had a light or dark skin.

Mr. Raj thought that colour photographs could be used to support evidence but could not be considered as evidence in themselves.

He emphasized the fact that colour photography firms were mainly interested in selling their products and therefore tried to make the colours attractive rather than faithful to nature. Could Interpol not discuss this subject with these firms? Could not experiments be conducted in collaboration with these firms in order to improve the filters used?

The Malayan delegate ended by recommending the procedure used in the United Kingdom where black and white photographs were made available to the courts whenever colour transparencies were submitted as evidence.

Mr. BISCHOF (Australia) said that the situation had altered in his country since the date on which he had replied to the Secretariat's questionnaire. Colour photography was now used by the police of most of the Australian States and had led to an increase in arrests. In one particular case a judge had expressed his satisfaction with the process.

The Australian delegate was therefore in favour of the use of colour photography which, he felt, could be of great value in crime investigations because it could provide

more telling evidence for a jury, if it reproduced a scene accurately, than black and white photographs.

Mr. MARTIN (Argentina) thought that colour photography could be of great value in investigations even if the drawbacks mentioned by the Chairman were borne in mind. It was up to the police forces of each country to decide when and how they should use this process and Interpol might suggest that its members use colour photography within the framework of their own financial and technical resources.

Mr. CASTRO (Philippines) said that colour photography had been used as corroborative evidence in his country since the end of 1956 and that extremely good results had been achieved. The photographs had to be authenticated by the photographer, the person on whose instructions the photographer was acting and a third person familiar with the subject of the photograph. In 1915 the



*The delegation from the Philippines.*

Supreme Court had decided that any type of photograph could be submitted as evidence but during cross-examination the photographer could be asked to give proof that his photographs were accurate. A chart of all the colours of the spectrum had been prepared in order to obviate errors.

The Philippine delegate circulated a number of colour and black and white photographs and charts among the Committee to illustrate his point. He added that separation negatives were widely used in the Philippines to counter the disadvantages stemming from the instability of colours and that these negatives made the image virtually indestructible for

an indefinite period. He drew the attention of delegates from countries that were able to produce facsimiles to the fact that the three photographs could be transmitted separately by radio and that the process he had mentioned could be carried out subsequently.

Having listened to the various speakers and to the Philippine delegate in particular, Mr. SELEM (Nigeria) thought that thorough research should be carried out at an international level.

Mr. ANTONUCCI (Italy) suggested that the Philippine N.C.B. should publish an account of the techniques used in its country so that all the photographic laboratories of affiliated countries could benefit from its experience. Mr. CASTRO (Philippines) said that he would be happy to do this.

The CHAIRMAN considered that a distinction should be made between the two aspects of the problem of colour photography: its use by the police for their own information and the submission of colour photographs as expert evidence in court. With regard to evidence he thought that restrictions might be necessary since the purpose of the photographs was to prove a point. This led back to the two cases mentioned in the report: the reproduction of the atmosphere at the scene of the crime on the one hand and, on the other hand, the reproduction of an object which might constitute material evidence and the colour of which was disputed.

As the delegates from Italy and Australia had emphasized, colour photography was extremely important where portraits were concerned, but photography was not undertaken in the same circumstances in such cases.

In spite of what the Malayan delegate had said about light skins coming out better on colour photographs than dark ones, the Chairman nevertheless thought that colour photography had a good many advantages. The whole problem was based on the question of the admissibility of evidence.

The Chairman then said that he had been impressed by the interesting work done in the Philippines although he was not certain of the value of coloured and grey charts. He gave a few technical details about the latter point. He concluded by suggesting that the draft resolution submitted to the General Assembly should take into account the various aspects of the question that had been mentioned.

After a discussion in which the delegates from Argentina, Tunisia, the United Kingdom, the Philippines, Malaya and Israel took part, the Committee drew up a draft resolution.

## PLENARY SESSION

At the plenary session Mr. CECCALDI (France), Chairman of the Committee, read the Assembly this draft resolution which, he said, had been prepared on the basis of the discussion during the Committee meeting and of the views expressed in answer to the questionnaires sent out by the General Secretariat. The Committee had felt that a synthesis of this type was essential in view of the very different opinions expressed.

Mr. CECCALDI also pointed out a fact that he felt delegates should bear in mind: whatever the technique used for colour photography, the basic problem was that of colour itself which was, in fact, both reflection and absorption. It might therefore be irresponsible to recommend the use of colour photography without any reservations.

Mr. ESSID (Tunisia) repeated what he had said during the Committee meeting about the use of colour photography by the police and by the courts being only in its initial stages. He suggested that the General Secretariat should consider organizing courses at the Secretariat as a form of technical assistance in order to train police officers to use colour photography in police investigations and as evidence to submit to courts.

The PRESIDENT put the following resolution to the vote. It was adopted with 50 votes in favour, 1 against and 2 abstentions.

## RESOLUTION

HAVING CONSIDERED the reports sent by affiliated countries,

The I.C.P.O.-Interpol General Assembly at its 31st session held in Madrid,

CONSIDERS that having regard to the two usages to which colour photography can be put — i.e. to provide information for the police and to provide evidence in court — colour photography may be used. However, considering the present limitations of colour photography, it is recommended that it be used with caution.

# THE USE OF MIDDLE PHALANGE PRINTS FOR SUBDIVIDING FINGERPRINT RECORDS

(THE CHATTERJEE METHOD).

## THE REPORT

During the 29th session held in Washington from 10th to 15th October 1960, a report by Mr. S. K. Chatterjee on the "Classification of the middle phalange impression and its use" was submitted to the General Assembly.

The author had evolved a system of classifying middle phalange prints and proposed that this system be used to subdivide the largest and most difficult groups of ten-finger records once all other methods of subdivision had been exhausted.

Copies of Mr. Chatterjee's report were sent to the best qualified experts in all affiliated countries.

On the whole the experts agreed that Mr. Chatterjee's system had the great merit of using a digital zone that had hitherto been neglected. Most of them felt, however, that the system would be difficult to use because in a number of countries many of the ten-finger cards have defective or incomplete middle phalange impressions and the system would therefore require a different type of card.

In addition, most fingerprint departments seem very much attached to their own classification methods and tend, when necessary, to extend these systems or to use traditional sub-classification systems. A good many of the replies stated that even extremely vast collections of ten-print records can be subdivided without using the middle phalange.

It also seems that a number of experts

*An aspect of the Assembly's work as seen by the newspaper "Arriba".*



would hesitate to select the middle phalange even if they were obliged to find new data for their records. The furrows and flexion creases on this phalange, the difficulty of obtaining clear and full prints and of distinguishing patterns that can be classified immediately, as well as the number of potential border-line cases are all put forward as arguments against this zone.

Some of the experts, however, felt that Mr. Chatterjee's method was most interesting and could be of great value after some slight alteration. The reply from Turkey, in particular, contains a proposal for reducing the complexity of the formulae and the enormous number of sub-groups.

Among the replies sent by the various affiliated countries, the following points may be of particular interest:

**Ethiopia:** The second phalange may be of great use, for all countries, where latent prints from the scene of the crime are concerned. But why stop at the second phalange only? Why not classify all three — or even the whole palm?

**Morocco:** We have conducted experiments with Mr. Chatterjee's system on 1100 middle phalange impressions of index, middle and ring fingers. We found that the breakdown was not as successful as we had hoped at this level. We also had difficulty in defining certain patterns which could be interpreted in different ways.

It would not be easy to adopt all the subdivisions Mr. Chatterjee proposes because this would make the formulae on full ten-finger cards so complicated that errors would be likely to occur.

**Mexico:** The Vucetich system provides a secondary classification and tertiary sub-classification adequate for our requirements.

**United Kingdom:** Experiments carried out on 400 prints in the 10 arch group did not give conclusive results.

**Turkey:** Only four groups of patterns should be considered instead of five and this would help to reduce the excessive number of possibilities of subdivision. A solution must also be found for the classifying of border-line patterns. Finally, it would be preferable for a number of reasons to take simultaneous prints of the first two phalanges.

Most of the replies contained a number of

interesting technical comments which we are unfortunately unable to print here.

The main obstacle to the application of the Chatterjee method seems to reside in the fact that it is designed for huge collections of prints but that countries with such collections would hesitate to spend all the time they would need to discard their present systems for a new one.

### THE DISCUSSIONS

The SECRETARY GENERAL did not suggest that any resolution be adopted on this point but felt that it would be interesting to have a discussion about this Indian method.

Mr. CECCALDI (France) recalled that during the session held in Washington the French delegation had expressed its interest in the use of middle phalange prints for subdividing fingerprint records since middle phalange prints were as valuable as the terminal prints normally used for identification purposes.

This method would not necessitate any alteration of the shape or size of existing cards. On the other hand, he added, there seemed to be major technical and practical obstacles in the way of taking rolled prints of this part of the finger and the terminal phalange simultaneously.

Mr. WIECHMANN (Chile) said that the report had not reached his country in time and he asked that all those countries be given time to consider it at their leisure before the next General Assembly session.

The SECRETARY GENERAL replied that the report would be sent to all countries that had not received it and that the Secretariat would ask the Indian authorities and, in particular, the author of the project for any further details that proved necessary.

At the PRESIDENT's suggestion, the General Assembly took note of the report and decided to discuss it at some future session if a discussion appeared necessary.

## 3. Administrative matters

### 1. THE I.C.P.O.-INTERPOL ADVISERS.

#### THE REPORT

The Constitution and General Regulations contain provisions regarding the advisers. In practice, these advisers have proved to be very helpful, since the General Secretariat has from time to time to give an opinion or deal with questions of a technical nature at the request of the General Assembly, the Executive Committee, various national bodies or on its own initiative. It is therefore desirable that the Secretariat should be able, in the name of the Organization, to consult persons of undoubted reputation and able to give an impartial opinion. Over the last few years, advisers have been consulted on various occasions and we have been very satisfied with their disinterested assistance.

On the other hand, some of the provisions in the Constitution concerning this office appear to be illogical and quite inapplicable:

a) If the provisions are to be strictly applied, then the appointment of advisers depends on the existence of a college of advisers which can only exist provided advisers have already been properly appointed.

b) A "College" cannot be considered to exist or function properly unless its members meet periodically.

Those who conceived the articles on the advisers thought that they would be able to meet at sessions of the General Assembly as members of their delegations. In 1962, however only three advisers could be collected in this way out of the ten urged to attend.

As far as the I.C.P.O. is concerned, it cannot consider paying the expenses of periodical meeting of the Advisers.

c) Finally, it is difficult to imagine what good could come of such meetings of specialists in different fields.

There is no reason why special provision should be made in the Constitution for holding meetings of Advisers.

In short, although there is every justification for the existence of Advisers, the idea of a "College" of advisers would appear impossible to put into practice.

Various changes in the Constitution are therefore suggested. They concern Article 35 and the first part of Article 36 of the Constitution (deletion of the "College") and

Article 46 (deletion of the last sentence) and Article 50 (deletion of the term "Dean") of the General Regulations.

### THE DISCUSSIONS

The SECRETARY GENERAL pointed out that this subject was of particular importance since it would mean altering the Organization's Constitution.

No-one was questioning the value of the Advisers themselves since in practice they had proved indispensable. On the other hand some of the provisions regarding Advisers in the Constitution seemed illogical and, which was worse, inapplicable. Article 35 stated that the Advisers should form a "College" and Article 36 that they should be appointed by the Executive Committee after consultation of the College of Advisers. A strict application of these articles would make the appointment of Advisers depend on a College which could only be set up by Advisers who had been properly appointed. In addition, a College could only exist and function properly if it met from time to time. To summarize, therefore, Mr. Sicot said that the College did not seem a particularly worthwhile institution and, in any case, could not be set up. The only way of emerging from this impasse seemed to be by altering Articles 35 and 36 of the Constitution and Articles 46 and 50 of the General Regulations.

Speaking as an Adviser, Mr. CECCALDI (France) read a letter sent to him by Mr. BISCHOF (Switzerland), extracts from which are given below. "... The suggestion that the I.C.P.O. Advisers form a College is no longer valid and I entirely agree with the proposed alteration to Article 35 of the Constitution. As far as Article 36 is concerned, however, I am very sorry to see that the proposed alteration does away with the consultation of existing Advisers about new appointments. (...) I should like, therefore, to express the wish that the modified version of Article 36 comprises a provision that would read more or less as follows: 'the existing Advisers will be informed of any suggested new appointments so that they may give a consultative opinion about them'. In my view, a provision of this type could prove extremely useful to the Executive Committee both as regards the lifting of some of its responsibilities and in order to avoid the acceptance of unjustified proposals. As far as the alterations suggested for Articles 46 and 50 of

the General Regulations are concerned, I have no remarks to make". Professor CEC-CALDI believed that he understood that there could be certain difficulties in systematizing consultations with the Advisers. He therefore proposed, following the suggestion of Mr. BISCHOFF, a modification of the first paragraph of art. 36 of the Statute, to read: "Advisers are appointed for a period of three years by the Executive Committee; *this latter has the power of asking the Advisers, during their term of office, for an advisory opinion on the candidates proposed.* The appointment does not come into force until approval of the General Assembly has been obtained".

*A Committee composed of delegates from Belgium, Denmark, Liberia and Venezuela was formed to give an opinion.*

After the meeting Mr. FRANSEN (Belgium) said that the committee had taken the following decision: "In accordance with Article 60 of the General Regulations, the General Assembly should study the possibility of altering the provisions of the Constitution and General Regulations relating to I.C.P.O. Advisers".

Mr. GOODRUM (Liberia) asked for further details about the suggested alteration of Article 36. The proposed text stated that the appointment of Advisers should become definite only after approval by the General Assembly. Was the approval to be by ballot or simply oral? And who would take the chair at meetings of the College of Advisers.

The SECRETARY GENERAL said that the main aim of the proposed alterations was to delete any reference in the Constitution to the College which had never functioned.

Mr. GOODRUM (Liberia) nevertheless wished to know who would take the chair at the meetings of Advisers provided for in Articles 46 and 50 of the new text. Would it be the President of the Assembly or someone elected by the Advisers themselves?

In reply to the first question, the DEPUTY SECRETARY GENERAL said that the General Assembly would be asked to show its approval by voting on the proposals submitted by the Executive Committee. As for the question of the chairmanship of Advisers' meetings, the chair could, according to circumstances, be taken either by the President of the Organization, the Secretary General or one of the Advisers elected by the others.



The Constitution should not be too rigid or precise on this type of point.

The PRESIDENT then asked the Assembly to vote on the new text of Article 35 which read as follows: "The role of Advisers shall be purely advisory". *Article 35 was unanimously adopted by the 60 members present, all of whom voted.*

The PRESIDENT then read the proposed new text of Article 36 which was as follows: "Advisers shall be appointed for three years by the Executive Committee. Their appointment shall become definite only after approval by the General Assembly". (Paragraph 2 was unchanged). *Article 36 was unanimously adopted with 56 votes in favour.*

The PRESIDENT then asked the Assembly to vote on the text proposed for Article 46: "Advisers may be individually or collectively consulted on the initiative of the Assembly, the Executive Committee, the President or the Secretary General. They may make suggestions of a scientific nature to the General Secretariat or the Executive Committee." (The last sentence of Article 46 had been deleted). *Article 46 of the General Regulations was unanimously adopted with 56 votes in favour.*

The PRESIDENT then asked the Assembly to vote on the text proposed for Article 50 which read as follows: "The Advisers may meet when convened by the President of the Organization". The second part of the Article had been deleted. *Article 50 was adopted unanimously with 56 votes in favour.*

## 2. MEETING OF THE HEADS OF NATIONAL CENTRAL BUREAUS

Mr. DE MAGIUS (Denmark), proposed by the Belgian delegate and seconded by a number of other delegates, *was unanimously elected Chairman of this meeting* which is now a tradition so well established that some delegates consider it the most vital part of a General Assembly session.

The general discussion which followed can be summarized under three headings:

- (1) Problems of correspondence between N.C.B.'s,
- (2) Problems affecting individual Bureaus,
- (3) Changes in staff or structure on a national level affecting the whole Organization.

## I — Problems of correspondence between N.C.B.'s

1. In connection with *searches for missing persons*, the UNITED STATES DELEGATE asked that in order to save time and avoid errors, the sex be specified whenever the given name could lead to confusion. On the same subject, the BELGIAN DELEGATE asked all heads of N.C.B.'s to give full details of the identity (i.e. the surname and given names, nationality and date and place of birth) of any wanted person.

The DEPUTY SECRETARY GENERAL pointed out that the lack of details complained about occurred very frequently. Some countries gave no more than the surname and given name of a wanted person without stating his place and date of birth.

The BELGIAN DELEGATE then suggested that any requesting N.C.B. should be informed if its request could not be complied with, because it needed a rogatory commission or for any other reason, and that such requests should not simply be left unanswered.

2. The AUSTRIAN DELEGATE suggested to the N.C.B.'s that they send any *general questions*, e.g. questions about the organization of a country's police force, through diplomatic channels. On this point, the SECRETARY GENERAL said that from a psychological point of view it was difficult not to reply to requests of an administrative nature sent by police officers. The General Secretariat tried to answer such requests, even if this led to extra work. In practice, it would be preferable to send all such requests to the General Secretariat which would sort them out and try to satisfy as many as possible.

3. The UNITED STATES' delegate drew the Assembly's attention to the fact that requests for arrests had often been sent directly to the Chiefs of Police of certain American cities. Similarly, certain of these Chiefs of Police wrote directly to various N.C.B.'s. This complicated matters for the United States' N.C.B. and for the Interpol Bureaus of other countries. Every time a N.C.B. received a request from an American police force other than the Treasury Department, the Department of State or the Department of Justice, the request should be transmitted to the American N.C.B. He added that he would send the various N.C.B.'s concerned copies of the United States' legislation on extradition.



Difficulties sometimes arose from the fact that the system used in his country was not always known. He explained that he himself was in charge of the Treasury Department sections dealing with narcotic drugs, fiscal offences and coastal customs and that he was in daily contact with the heads of the sections dealing with emigration, the postal services, etc. He also corresponded regularly with the Chiefs of local and Federal police forces. It would be useful if copies of all requests sent to these various sections were forwarded to him so that he could follow up cases. All letters would naturally be answered.

4. The MALAYAN DELEGATE pointed out that paragraph 30 of the Progress Report stated that the Secretariat had been unable to publish any further *monographs on the organization of national police forces*. He said, however, that the General Secretariat had published a document on the various N.C.B.'s and on ways of contacting each of them. Mr. Raj had noticed from a reading of this document that some of the N.C.B.'s were not part of their countries' police forces and asked the Secretariat to be good enough to prepare a list of how the police forces of affiliated countries were organized. For the meeting's information, Mr. RAS added that his country like all former British colonies had two N.C.B.'s: one, a branch of the customs service, which dealt with narcotic drugs, and another which was part of the police force and which dealt with all other matters.

5. The DELEGATE from the UNITED ARAB REPUBLIC pointed out that some N.C.B.'s wrote to others in a language other than *one of the three official languages* and that in some cases communications were sent directly to various government departments, particularly where requests for identification were concerned. He asked that in future all communications be sent through N.C.B.'s.

6. The SECRETARY GENERAL drew attention to the fact that some Heads of N.C.B.'s were in the habit of sending letters to *members of the staff* of the General Secretariat and asked that *letters on official subjects* be addressed to the Interpol General Secretariat not to any specific persons.

7. The DEPUTY SECRETARY GENERAL mentioned that several N.C.B.'s used automatic reproduction apparatus for making *photostats of fingerprints*. The blotched reproductions they produced could not be identified and he therefore asked these Bureaus to use ordinary photography for this purpose.

8. The FRENCH DELEGATE began by emphasizing how well other N.C.B.'s cooperated with the French Central Bureau. He added that other speakers had already raised the two problems he had intended to mention: the need for full particulars on wanted persons and the questionnaires sent out on the organization of police forces. The Secretary General's suggestion seemed to him excellent. (cf. item 2 above).

9. The DELEGATE from NEW ZEALAND said that his country would do all in its power to ensure that Interpol worked on an international basis. As far as correspondence between N.C.B.'s was concerned, New Zealand kept strictly to the rules.

## II — Individual national problems.

### A Worthless cheques and tourists.

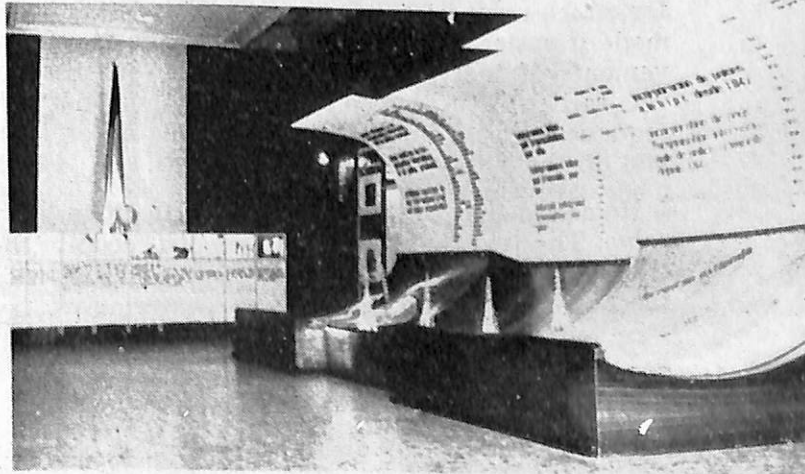
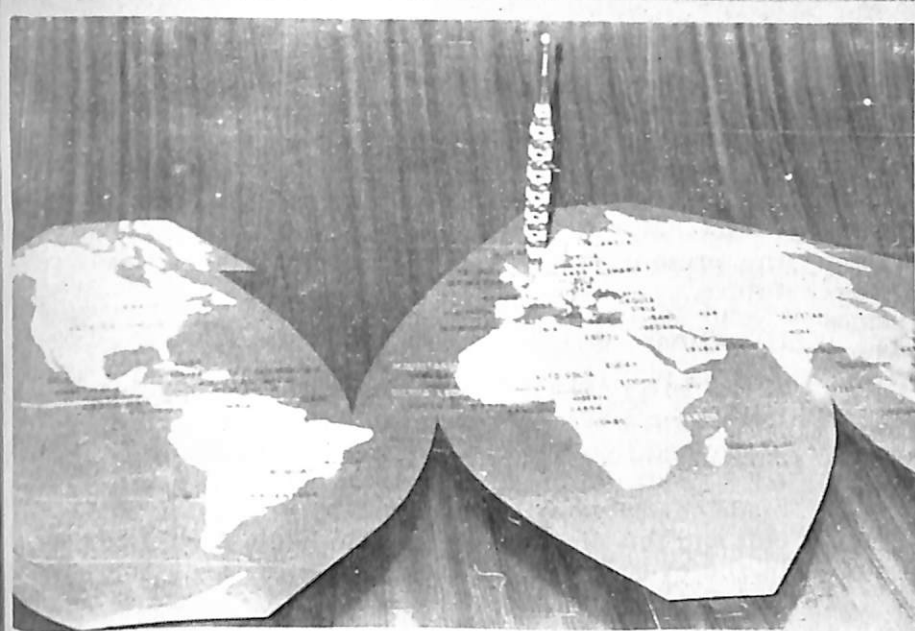
The DELEGATE from the NETHERLANDS ANTILLES asked the head of the American N.C.B. to help him solve the problem of American tourists who paid for their purchases with *worthless cheques*.

The UNITED STATES DELEGATE asked the head of the Netherlands Antilles' N.C.B. to send all information directly to the American N.C.B. which would transmit it to the appropriate departments. He also wished to draw attention to the unfortunate tendency to consider that all American tourists were rich. The police forces of other countries should advise shop and hotel keepers to demand the identity papers of anyone who signed a cheque. In this connection, a passport was not sufficient proof of identity and credit cards or American Express Company cards should also be asked for. He also pointed out that very often the suspect had not wilfully committed an offence but had merely overdrawn his account temporarily. The NETHERLANDS ANTILLES DELEGATE thought that credit cards often had more drawbacks than advantages for identification purposes.

The SECRETARY GENERAL remarked that the uttering of worthless cheques was usually considered a minor offence to be dealt with on a local level. He felt that the Organization could prepare a report on this subject suggesting harsher punishments.

### B) Tourist cards and facilitations

The PANAMANIAN DELEGATE reported that in some Latin American countries, and particularly in Central America, attempts



Top left, bottom right: two views of the Interpol exhibition.  
Top right: the Minister of the Interior presenting Mr. Sicot with the police Cross of Merit.  
Top centre: The delegates were welcomed to Toledo by the Governor of the Province and the Mayor of the City.

were being made to facilitate travel from one country to another. One of the measures recommended was the elimination of photographs from tourist cards. He felt that such photographs should be maintained since their elimination would make life easier for international criminals who change their surnames and given names regularly and some of whom had used up to fifty different names.

The SECRETARY GENERAL said in reply that there was no reason to have any confidence in the ordinary photographs stuck on tourist cards. Photos that were not anthropometrical were of absolutely no value from the identification point of view. The only valid means of identification was provided by fingerprints and he hoped that one day these would no longer be considered as a tool used by the police purely for the suppression of crime.

The UNITED STATES' delegate pointed out with reference to travel documents that his country was being faced by ever increasing difficulties since offenders who wished to escape from the United States found it very easy to obtain forged passports. It was a well known fact that any delinquent could now readily procure a forged passport in another country and use it for his travels.

He added that the I.C.P.O. might also consider simple but effective ways of making passports proof against forgery.

Referring to the subject of identity cards and passports, the FEDERAL GERMAN DELEGATE said that it was easy to see what the constant restrictions on police powers would lead to in the future. Means of protecting society were being weakened while means of detecting criminals were being reduced. He asked the General Secretariat to draw up a list of the means of investigation that had been forbidden during the past ten years.

The SECRETARY GENERAL recognized that this very clear and more and more marked tendency towards "facilitations" was a factor which must be borne in mind. This factor made it easier to speed up journeys, the movements of individuals and of goods, but it was rather disturbing to think of all the consequences that it might have for public order and on the safety of people and goods.

He added that the problem was difficult to solve. The two theses were not easily reconcilable. Nevertheless, the idea expressed by the Federal German Delegate was extremely

interesting. A sort of inventory could be established in so far as the N.C.B.'s gave their collaboration. Documentation of this kind would help to provide valuable lessons for the present moment and especially for the future.

### C) *Other particular problems*

The LIBYAN DELEGATE raised the problem of the arrest of *Libyan nationals* who had absconded to other countries. The whole matter of extradition and court decisions often made the arrest of criminals extremely difficult and this did damage to Interpol's prestige in the eyes of certain governments that felt that the Organization should be able to work miracles. The N.C.B.'s could ask immigration departments about the possibility of refusing to issue residence permits to such people.

The DELEGATE from BELGIUM asked that when requests for the *identification of weapons* were sent to him, they should give full details of the weapons concerned. Then, with regard to requests for *extradition in connection with fraud or false pretences*, he asked N.C.B.'s not to omit full details of the swindler's *modus operandi* because such offences were not punished in the same way in all countries. Attempted fraud, for instance, was not prosecuted in Belgium and the uttering of worthless cheques was not an extraditable offence.

For the attention of his African colleagues in particular, the LIBERIAN DELEGATE said that there had been an increase in the number of cases of fraud committed by Europeans in Liberia in connection with financial and building operations. He would be grateful for any information European or African countries could supply on suspicious people entering his country so that they could be watched and trapped. This was particularly important in newly developing countries.

### III. — *Alterations in structure and personnel*

The DELEGATE from BRAZIL announced that on 11th September 1962 the Brazilian government had created an *international criminal police force* attached to the Federal Police. *This force would cover the whole country* in conformity with the Organization's regulations. Its headquarters was in Brasilia.

The LIBERIAN DELEGATE announced that the Liberian National Bureau of Investigation had recently been attached to the country's Department of Justice, under the control

of Mr. CHESSON who had taken part in the Organization's work for such a long time. This re-organization would do away with the spirit of competition that had previously existed and would thus facilitate co-operation.

Mr. FONTANA (Italy) said that he was representing his country at a General Assembly session for the last time since he had been promoted and his place was being taken by Mr. MANOPULO. He thanked all those in the various affiliated countries who had co-operated with the Italian Bureau while he had been in charge of it and said he was sure that the Organization's rapid development would lead to even greater extension in the future since it had a first-class team to direct it.

(Applause).

Mr. MANOPULO (Italy) hoped that co-operation with the Italian Bureau would continue in the future so that international activities would continue to develop to the ever greater success of the I.C.P.O.

The CHAIRMAN thanked the Italian delegation for the way in which they had always co-operated with Interpol.

### 3. MISCELLANEOUS SUBJECTS

#### 1) — *Accession to international conventions*

The CHAIRMAN put the draft resolution which had been submitted on this matter to the Assembly and invited the Israeli delegate, its author, to present it.

Mr. SELA (Israël) stated that the situation was extremely simple. A certain number of conventions had been signed under the auspices of the League of Nations. From the legal point of view, many states created since 1945 could not become party to these conventions. This year the General Assembly of the United Nations would be called upon to consider this problem and would make an effort to find a formula to enable the new states to join all these conventions. The aim of the draft resolution was to ask I.C.P.O. to recommend to the United Nations that the necessary formalities should be made as simple as possible.

Mr. LUCAS (United Nations Observer) pointed out that as far as the United Nations was concerned the question was quite simple because of the link which already existed in several spheres between the General Secretariat of the I.C.P.O.-Interpol and that of the U. N. It was of the very nature of international work to favour entry into conventions. This

draft resolution could not fail to be worthwhile insofar as the flexibility of the procedures provided allowed young states or, at least, States which were not independent at the time these conventions were adopted, easy access to these old conventions.

The PRESIDENT put the following resolution submitted by the Israeli delegation to the vote:

#### RESOLUTION

WHEREAS certain States may now be faced with difficulties of procedure in acceding to international conventions adopted while the League of Nations was in existence;

WHEREAS such difficulties have already been studied and discussed by several international bodies;

IN VIEW of the fact that the question of the accession to such Conventions is to be discussed during the present session of the General Assembly of the United Nations;

The General Assembly of the International Criminal Police Organization, at its 31st session held in Madrid:

INVITES the Secretary General to transmit to the United Nations' Assembly its desire that such accessions should be facilitated in so far as the conventions themselves tend towards the suppression of criminal activities.

*This resolution was adopted with 53 votes in favour and 2 abstentions.*

#### 2) — *Transfer to Paris of the delegated office in the Hague.*

The PRESIDENT asked the General Assembly to vote on the draft resolution submitted by the United Kingdom delegation.

#### RESOLUTION

HAVING HEARD the explanation of item 50 of the Secretary General's report which concerns the transfer of the Currency Counterfeiting Office to the Organization's headquarters in Paris and having given its approval to this transfer.

The General Assembly of the International Criminal Police Organization at its 31st session in Madrid:

WISHES TO CONVEY its heartiest thanks and gratitude to the government and authorities of the Netherlands for the assistance and collaboration they so generously granted to the I.C.P.O. in connection with the setting-up

and working of the Currency Counterfeiting Office during the period when the latter was installed in The Hague.

*The resolution was unanimously adopted.*

Mr. GROENINX VAN ZOELLEN (Netherlands) expressed his warm thanks for the compliments paid to his Government. He also thanked to the countries whose collaboration had enabled the Office at the Hague to work under such satisfactory conditions.

3) — *Crime records (Communication from Venezuela)*

Mr. UZCATEGUI (Venezuela) showed the Assembly the booklet the Criminal Identity Department of his country had prepared on criminal records with the assistance of Mr. Barrett and Mr. Lane of Scotland Yard. The Venezuelan delegation did not ask for a discussion or a recommendation on this subject, it simply wished to show the booklet to the General Assembly as an example of how co-operation between police forces could be intensified. The CHAIRMAN thanked the Venezuelan delegate.

Mr. QUIROZ CUARON (Mexico) congratulated the Venezuelan delegation on its excellent work and said that he was very pleased to have seen it before this Assembly session. He had had the pleasure, at the beginning of this year of visiting Caracas and seeing the Police Technique Organization of Venezuela. He asked the Assembly to spare a thought in memory of the late director of that country's C.I.D. who attended the last two sessions of the I.C.P.O. The work begun under his direction was now entrusted to younger men who were following along the path he had marked out. Finally, he thanked the British experts who had gone to Caracas for their kindness in putting their knowledge at the disposal of smaller countries who would not fail to profit from it.

4) — *The use of the press, radio and television to find missing persons.*

The SECRETARY GENERAL said that he would limit himself to mentioning this question and it would not be wise to deal with it at length as this might result in too superficial a treatment of a very important question for a great number of police forces who did not know to what extent these means should or could be used to find missing persons. Before all else, it would be convenient to establish the definition of a "missing person", a definition which varied from one country to an-

other. Apart from the legal aspect of the question, it was also necessary to study the help which could be given by the different organizations of press, radio and television, that is to say by what were known as "mass media" which play an extremely important role in modern life. It was an exceedingly vast problem and the Secretary General proposed to the Assembly that it should be postponed to another session.

*This proposal was approved.*

5) — *General Assembly sessions.*

Mr. FERNET (France) mentioned certain points inspired by the present session. One could only rejoice at being able to state that I.C.P.O.-Interpol had become a great international assembly, since each year the number of its members increased, but at the same time, the sessions were becoming more overloaded due to the increasing number of contributions, and this was detrimental to the efficiency of the work of the committees.

He therefore suggested that committees should be appointed as soon as the sessions began, so that they could meet without delay, sometimes simultaneously with a plenary session. He regretted the lack of discussions on problems of "police techniques" i.e. the investigation procedures to be applied when an offence has been committed: arriving on the spot, investigations, enquiries made to identify the authors of the offence and means of surprising them, confrontations with casual witnesses, and finally the reconstruction of the crime or events. Although the Assembly often spoke of offences and sometimes of the laws against them, it nearly always lost sight of the means employed by the police to combat them. It would be interesting to compare the methods used in different countries and the work of the General Assembly should be turned more in this direction because comparing different police techniques was the best kind of technical assistance.

6) — *The International Review.*

The French delegate was struck by the comments which had been made. It had been said that it lacked interest and that it attracted few new subscribers. He suggested, therefore, that a certain number of countries should be chosen by the General Assembly (one or two for each continent) to send the General Secretariat within three or four months an article written on a subject of their choice, but dealing preferably with police techniques.



Argentina, especially, could give interesting information about the mechanical and electronic methods used in their country. The countries given the task of sending the articles to Interpol could be chosen by lot. These articles would be published in the Review and each country could send its comments and suggestions to the I.C.P.O. A specially chosen subject could be reserved either for a seminar or for a working party at the General Assembly to concentrate on the techniques used by such and such a country and compare them with the others. Review should be the link between all members of the I.C.P.O.

The SECRETARY GENERAL thanked the French delegate for the very interesting suggestions he had made and even for his criticisms which could only serve the general advantage. As far as the content was concerned, he was in agreement. Different methods of application should, of course, be studied, but the Secretary General made a reservation regarding the drawing by lot. If the work were to have any value, it would be better to ask persons who had sufficient professional knowledge and experience. He recognized that sometimes the discussions dwelt more on the larger questions of principle or on legal problems — and these, too, certainly had their importance — than on aspects connected purely with police work. However, he asked members of the General Assembly once more to bear in mind the enormous amount of work to be carried out.

Mr. FRANSSSEN (Belgium) expressed his agreement with the French delegate's proposal and suggested that during the meeting of the heads of N.C.B.'s an interesting case submitted by any country should be discussed and commented on in detail. The result should be very worthwhile.

The CHAIRMAN shared the opinions which had just been expressed. He proposed that the General Secretariat should study the question and submit its suggestions next year.

#### 7) — *Identification of fire-arms.*

At the request of the French delegation, the DEPUTY SECRETARY GENERAL reminded the Assembly that during the previous session in Copenhagen, an expert from the French delegation had said that he would be prepared to give details on methods of identifying fire-arms that had been developed by the Paris police. This expert was once again present and would be prepared to offer information to any delegations interested.

#### 4. ELECTIONS

The CHAIRMAN said that the General Assembly would elect 1) a vice-president, for a term of three years, from the American group, 2) a vice-president, for a year, from the Afro-Asian group, 3) a delegate from Europe, for three years, and 4) a delegate from Africa-Asia, for three years. This, he stated, was the situation at the present moment.

Balloting for these positions took place and the PRESIDENT announced the results:

Mr. SAGALYN (United States) was elected Vice-President of the Organization for the American group of countries. Mr. XAVIER (Philippines) was elected Vice-President of the Organization for the Afro-Asian group of countries. Mr. FRANSSSEN (Belgium) was elected to the Executive Committee from the European group of countries. Mr. NAPOMBEJRA was elected to a seat on the Executive Committee from the African and Asian countries.

The CHAIRMAN pointed out that another member had to be elected from the Afro-Asian group of countries to take the place of Mr. Xavier (Philippines) who had been elected Vice-President. This member would be in office for three years.

Mr. ZENTUTI (Chairman of the Elections Committee) asked for permission to withdraw temporarily in view of the fact that he had been put forward as a candidate.

Mr. ZENTUTI was then elected a member of the Executive Committee.





## 5. ELECTION OF AUDITORS:

Mr. BENHAMOU (France), Mr. de MAGIUS (Denmark) and Mr. WALTERSKIRCHEN (Austria) were elected auditors while Mr. TCHIAKPE (Dahomey) and Mr. GOODRUM (Liberia) were elected deputies.

### *Election of advisers:*

The terms of office of the Advisers appointed in 1959 had come to an end. In accordance with the provisions of the Constitution, these Advisers had been appointed by the General Assembly from proposals submitted by the Executive Committee. The Committee had no new proposals to make and merely invited the Assembly to renew the terms of office of the president Advisers.

Mr. FIORITA (Italy) informed the General Assembly that Mr. MAROCCO, who had been elected as an Adviser in 1959 while he was at the head of the Senior Criminal Investigation Training College, had asked if he might retire from his position in view of his duties as "Questore" of the province of Bologna.

The Assembly took note of Mr. Marocco's resignation and unanimously decided to renew the terms of office of the nine other I.C.P.O.-Interpol Advisers.

## 6. CHOICE OF A MEETING-PLACE FOR THE 32nd SESSION (1963).

At the Chairman's request the DEPUTY SECRETARY GENERAL announced that the President and the Secretariat had received invitations from Finland (in June), from Ethiopia (in July) and from Venezuela (in September). The CHAIRMAN then gave the floor to the delegations of these countries.

Mr. VASA (Finland) said that his country was one of the oldest members of Interpol and that it had long wished to ask the I.C.P.O. to meet in Finland. His government would place all the necessary facilities at the I.C.P.O.'s disposal. Finland had friendly relations with all countries of the world and all members of the Organization were warmly invited to visit its capital next year.

Mr. DUBALE (Ethiopia) then announced that his government had authorized him to send the Assembly an invitation to hold its thirty-second session in Addis-Ababa. Interpol now had more than twenty African countries affiliated to it and Ethiopia, being one of the oldest independent countries on the

African continent, wished to be the first to invite the General Assembly. He assured the delegates that all the necessary facilities would be placed at their disposal.

Mr. RODRIGUEZ ALVAREZ (Venezuela) stated that on behalf of his government he had the honour of inviting the I.C.P.O.-Interpol General Assembly to hold its thirty-second session in Caracas. It would be both an honour and a pleasure for a South-American country to organize an I.C.P.O. General Assembly session for the first time. All the necessary measures would be taken to ensure that the Assembly had a warm welcome and to place all the necessary facilities at its disposal.

Mr. RAJ (Malaya) suggested that the General Assembly should hold its next three sessions in succession — and in chronological order — in the three countries that had extended invitations, i.e. in Finland in 1963, in Ethiopia in 1964 and in Venezuela in 1965 but the CHAIRMAN replied that the Constitution only allowed the Assembly to take a decision on the forthcoming session.

After a vote by secret ballot, the CHAIRMAN announced that the 32nd General Assembly session would be held in Helsinki at a date not yet settled. He added that the Assembly would certainly be happy to have the other two invitations maintained.

## 7. CLOSING OF THE SESSION.

Mr. HACQ (France) suggested that the Assembly should congratulate the Spanish police on the excellent way in which the conference had been organized and thank them for their the magnificent welcome to the delegates.

The CHAIRMAN announced that the time had come to close the 32nd General Assembly session. He expressed his regret at not being able to use his native language to thank the Spanish authorities personally and on behalf of the Assembly for the friendly welcome they had given to all participants, for the excursions they had arranged and, in particular, for the remarkable reception held on the previous evening. He then thanked all the staff and, in particular, the members of the Secretariat for the work they had done and, after having wished Mr. Jackson a speedy recovery, he declared that the 32nd I.C.O.P.-Interpol General Assembly session, held in Madrid, was closed.

(Applause)

## Sidelights on the Conference



Madrid. The Plaza Mayor.

The General Assembly meetings were held in Madrid, at the Casón del Buen Retiro. A good many alterations were made to this building, which is normally used as a museum and for art exhibitions, to ensure that delegates were able to work efficiently and comfortably and the final result was excellent. The flags of I.C.P.O. affiliated countries waved in front of the Casón and the red hangings in the main hall were most impressive.

We might mention two innovations from a technical point of view. Inside the building a little exhibition had been arranged showing the Organization's development and some of its major activities. There was also an electrical voting device which was placed at the disposal of the delegations; after the inevitable initial period of adaptation the device proved extremely useful and remarkably accurate.

The original character of the building was not, however, entirely lost since the staircases were adorned with pieces of sculpture and the rooms decorated with magnificent tapestries one of them based on a famous cartoon by Goya.

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One happy initiative was the breaking-up of the Assembly's work by a week-end. The kindness and generosity of the host authorities enables the delegates to see some of the most important aspects of Spanish art, history and life including the Prado Museum the Palacio Real, the Madrid Town Hall, the Escorial and the monument in the Valley of the Fallen. The only possible cause for regret was the lack of time to spend on all the works of art that merited attention.



Madrid. Avenida del Generalissimo.

Next there came the fascinating visit to Toledo ending with a bull-fight in a little town near-by, Talavera de la Reina. The *aficionados* themselves felt that the fight was a particularly good one.

The Mayor of Toledo and the Governor of the Province gave a reception for the Interpol party at the Town Hall and in the evening the illuminations of Toledo were mirrored in the sky by lightening which added to the outstanding nature of the scene.

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At the end of the session Lieutenant General Don Camilo Alonso Vega, Minister of the Interior, held a reception in Interpol's honour on behalf of the Spanish government. During this reception our President, Mr. R. L. Jackson, and Secretary General, Mr. M. Sicot,

The walls of Toledo and the Tagus.

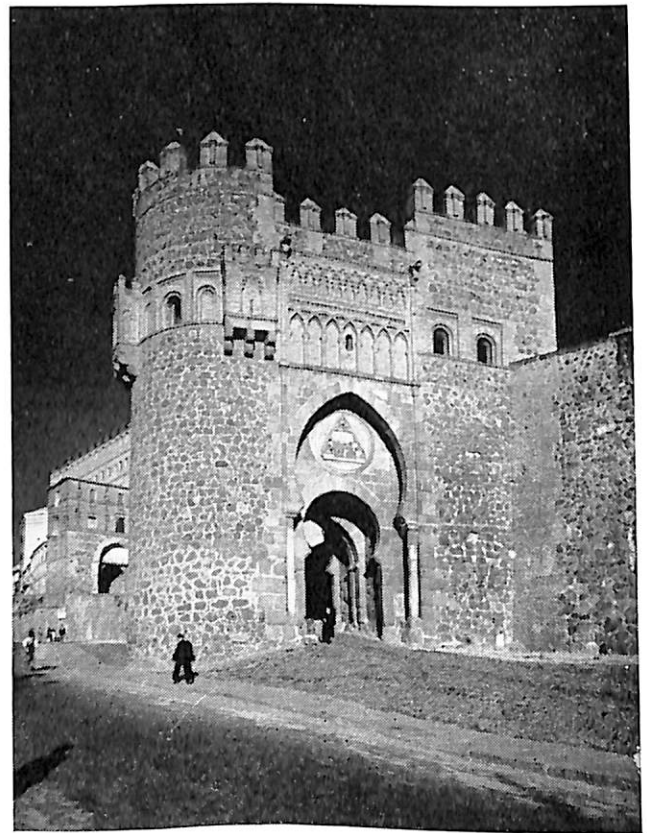


were presented with the Cross of Merit of the Spanish Police as a token of the sympathy felt by the government and police of Spain for Interpol's work.

The evening ended with a series of Spanish folk dances in which both amateurs and professional flamenco companies gave us a demonstration of grace, enthusiasm and talent.

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The delegates had an opportunity of seeing the progress that has been made in Spain



Tolède. The Puerta del Sol.

over the past few years and of learning something of the development of industry when they visited the National Mint and the National Institute of Industry. The Mint, which is still being extended, was built quite recently under the auspices of Mr. August y Duran who attended our Currency Counterfeiting Conference in Copenhagen as one of the Spanish delegation. The factory makes both paper currency and coins and also prints stamps, government bonds and commercial documents. Particular attention was paid to

problems of security and the delegates were very much impressed by their visit to this extremely modern establishment.

The National Institute of Industry showed pictures of the major industrial projects now being implemented in Spain.

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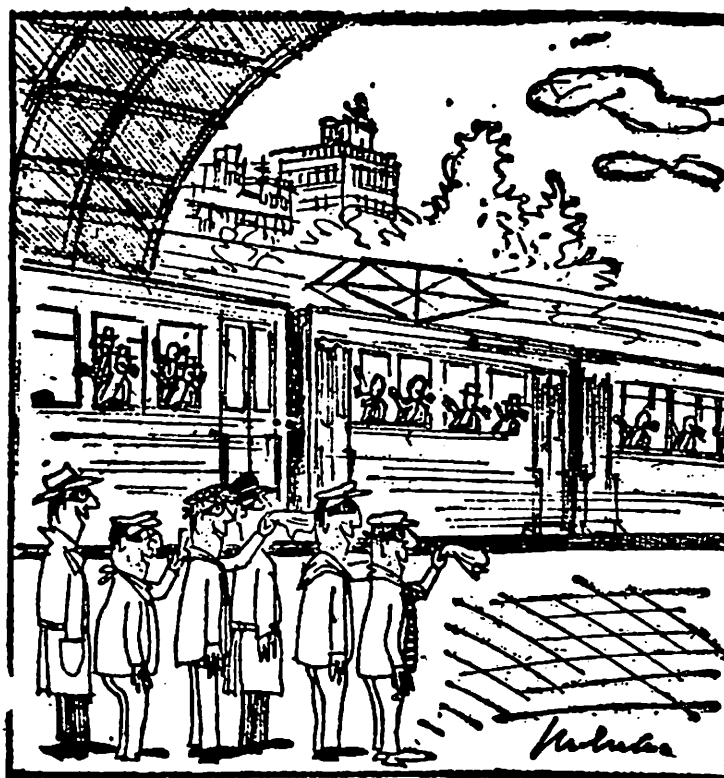
During this 31st session new members were elected to the Organizations' Executive Committee as can be seen from the preceding accounts of the meeting. Two persons who have previously served on the Committee, Mr. Franssen of Belgium and Mr. Zentuti of Lybia, and two "new men", Mr. Sagalyn of the United States and Mr. Napombejra of Thailand, were elected to the vacant seats.

Mr. Sagalyn, aged 44, is now a Vice-President. He is at the head of all the Treasury Law Enforcement Departments which, as we know, deal with offences against the Federal legislation on narcotic drugs, counterfeiting, fraud, weapons, smuggling etc. He has held important positions in municipal and federal police forces since 1939.

Mr. Napombejra is the youngest member of the Executive Committee. He holds a degree in law from the University of Bangkok and a doctorate from the University of Strasbourg in France and is at the head of the Interpol section of the Foreign Affairs Division of the Thai police. He has spent a good deal of time studying abroad and has attended several of the Organization's General Assembly sessions as a member of his country's delegation.

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Unfortunately the news from Catalonia brought a sad ending to our Assembly. Exceptionally serious floods had ravaged several



### DESPEDIDA A LA INTERPOL

*Interpol's departure as seen by the Spanish press.*

villages and some of the suburbs of Barcelona causing several hundred deaths and terrible destruction. The Minister of the Interior, Mr. Alonso Vega, and Don Carlos Arias Navarro, Director General of Security, were obliged to leave Madrid in haste to visit the scenes of this disaster.

We should like to take this opportunity of once again expressing our deepest sympathy to the Spanish authorities and the people of Catalonia on behalf of the whole I.C.P.O.-Interpol.

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*The photographs illustrating the final section and the frontispiece were kindly placed at our disposal by the Madrid Headquarters and Paris Branch of the Spanish National Tourist Office.*