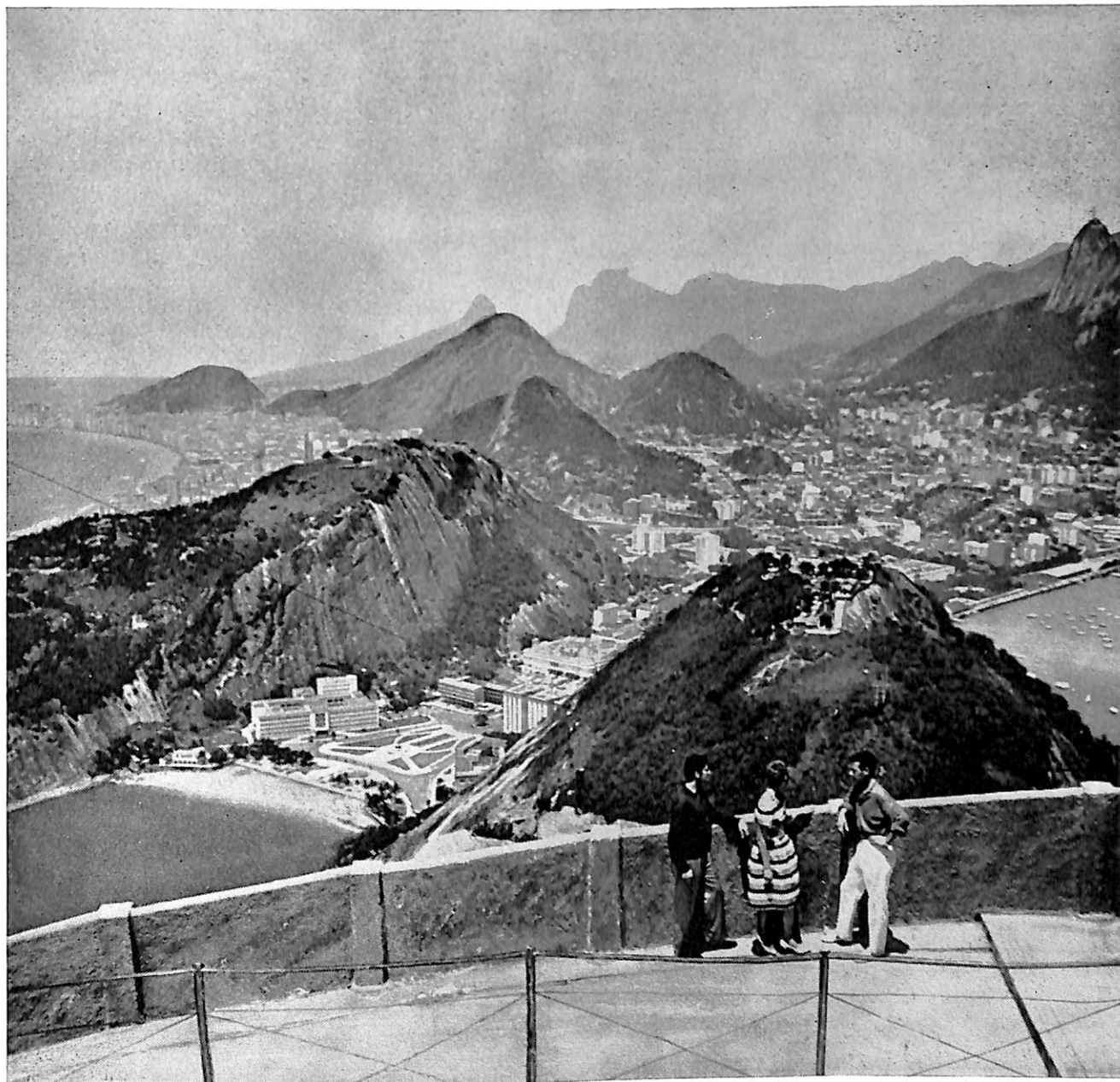


# General Assembly

I.C.P.O.-Interpol



## Rio de Janeiro

34th Session

16th-23rd June 1965

## Inaugural session

On 16th June, at 10.15 a.m., His Excellency General RIOGRANDINO KRUEL, Head of the Department of Public Security and representative of the President of the Republic of the United States of Brazil, inaugurated the 34th session of the General Assembly of the International Criminal Police Organization - Interpol.

He was accompanied by a number of high ranking Brazilian officials and by the President and Secretary General of the I.C.P.O.-Interpol.

General KRUEL welcomed the delegates with the following speech:

*„It is an honour both for Brazil to have been chosen as a meeting-place for this 34th session of the I.C.P.O.-Interpol General Assembly and for me to have been designated to preside at this inaugural session both in my capacity as Head of the Department of Public Security and as the representative of*

General Riograndino Kruel.



*H.E. the President of the Republic who could not be here to-day.*

*In the first place, I should like to welcome all the delegates and observers and hope that they have an enjoyable time in Rio de Janeiro (...). One of the characteristics of this great and beautiful city is the friendliness of its inhabitants whose love for their own country does not exclude a generous desire to further the cause of mutual understanding between men of all nations and that of the progress of humanity as a whole.(...)*

*In opening this session — which might have been held in Brasilia but is taking place in the State of Guanabara to mark the fourth centenary of the founding of Rio de Janeiro — there is no need for me to stress the importance of the reports and discussions which will deal with the Organization's principles and its practical activities (...). We need only glance at the agenda to be convinced of the vast part played by Interpol in combating crime and preventing it from spreading throughout the world.*

*The machinery for co-operation which has been built up and which is still being extended is reflected in the presence here of extremely high ranking officials from a large number of countries. This co-operation, which is being enriched every day by an exchange of information and of data on technical and scientific methods, must be still further consolidated and intensified so as to become yet more effective.*

*Gentlemen, I wish you all success in the manifold tasks which await you (...) and I welcome you most cordially on behalf of the Brazilian people who, I am sure, will receive you with open arms."*

*Colonel Gustavo E. BORGES, Secretary of State of the Department of Public Security of Guanabara, then made a speech, extracts from which are given below.*

*„It is both an honour and a pleasure for me to be able to welcome you here to Rio de Janeiro on behalf of the Governor of the State and the "cariocas". (...)*

*I hope that Rio de Janeiro, which is celebrating its fourth centenary, will receive you warm-heartedly, that you will feel the friendliness of its inhabitants and that its magnificent setting will enchant your eyes and*



On the left, Col. G. E. Borges.

Mr. Fr. FRANSSEN, President of the I.C.P.O.-Interpol, then replied to the Secretary of State as follows:

„On behalf of the International Criminal Police Organization — Interpol, I should like to thank you for the praise you have bestowed on us and for the warm welcome you have extended from your great and beautiful country.

Your presence here at this inaugural session bears witness to the fact that you consider our Organization important and worthy of interest.

(...) It is with great joy that we are holding a meeting in South America for the second time, while happy memories of Caracas are still fresh in our minds.

This succession of meetings on the American continent and the regional conferences held in Africa and Asia are proof — if proof

The President of Interpol, Mr. F. Franssen.

stimulate your minds. Nevertheless, I am certain that the delights of this city will not prevent you from carrying out your important mission: that of constantly improving the international machinery instituted to prevent and suppress all forms of crime.

Progress is a source of good for men of good will but it can also help to perfect the methods of criminals. Improvements in transport and communications between one country and another enable criminals to escape from justice, to hide and commit offences abroad. That is why there is a need for a system which enables the police forces of all countries to exchange information constantly, to collaborate on a permanent basis and to persevere in their efforts to identify and capture criminals, even if their crimes were committed on foreign soil.

Interpol, which was reconstituted twenty years ago, has rendered extraordinary service to humanity, most of all by the work done anonymously in its famous records office.

We are certain that its services will become increasingly necessary but also increasingly efficient and rapid so that police forces will be able to keep up with the resourcefulness and technical progress of criminals or, better still, to forge ahead of the progress and anticipate the resourcefulness (...).



is needed — of the official and universal character of our Organization. Our Constitution, which has been freely accepted by all members, effectively prevents the I.C.P.O. from intervening in political matters and banishes all racial or religious prejudices. (...) I feel that this bears repeating since it forms the basis for the action and, above all, for the strength of our Organization.

Today, criminals are hardly able to find a refuge anywhere in the world. But constant vigilance is necessary for international crime is not on the wane and the different forms it takes require adequate defence tactics.

International criminals now take advantage of the social upheavals in various parts of the world for they find a favourable ground for their activities in any areas where the reign of order is disturbed. Only an honest and well organized police force can keep their activities from overwhelming society.

The progress constantly being made in all the realms of science cannot leave police scientists indifferent. (...) Crime investigation is no longer possible if we remain within the narrow limits of routine work.

The recent exploits achieved by means of the "Early Bird" satellite open new horizons and there will certainly be plenty of scope for the police in general and for Interpol in particular. (...) It now takes only a few hours to fly from one continent to another. This means that our Organization needs to strengthen collaboration between the affili-

ated countries even more and to keep abreast of progress by every possible means.

Another significant fact to-day is that the work of crime investigation departments tends more and more to include prevention as well as suppression. Certain forms of crime make this absolutely essential and I think that our Organization should consider this subject closely.

I should also like to mention how encouraging it is to see new Interpol members making great efforts to take part in the system we have built up for co-operation. These efforts have been crowned by appreciable successes. May I point out, however, that it is important for these new members to become parties to extradition treaties for it still happens that criminals (...) cannot be arrested for lack of a treaty.

(...) The difficult problems of extradition were discussed only recently during the American Regional Conference which preceded our session.

I shall end by hoping that our General Assembly's work is fruitful and by saying once again "Thank you" to your Excellencies and to the Brazilian government for the hospitality being extended to us so generously in this splendid city of Rio de Janeiro.

And, last of all, I should like to thank the Ambassadors and Representatives of the Diplomatic Corps for honouring us with their presence here to-day".

## **I. Administrative matters**

### **ADOPTION OF THE AGENDA**

The draft agenda was unanimously adopted.

### **APPOINTMENT OF THE ELECTION COMMITTEE**

The President reminded the Assembly that it would have to elect three heads of delegations to constitute the Election Committee and suggested that the heads of the Australian, Colombian and Indian delegations be appointed.

This suggestion was adopted.

### **ACCESSION OF NEW MEMBERS**

Three countries had submitted applications

for membership: Kuwait, Nicaragua and the Central African Republic. The President reminded the meeting that, to be accepted, the applications must be approved by two-thirds of the delegations present in accordance with Article 4 of the Constitution.

As no Nicaraguan delegate was present, the Secretary General submitted this country's application which had been received just too late to be considered at the previous session.

The PRESIDENT then put the three applications to the vote by secret ballot.

After the Assembly had voted, the PRESIDENT read out the results and stated that out of the 54 votes cast, Kuwait had obtained



52 (2 abstentions), Nicaragua 53 (1 abstention) and the Central African Republic 52 (2 abstentions).

*The following countries were therefore admitted as members of the Organization: KUWAIT, NICARAGUA, the CENTRAL AFRICAN REPUBLIC.*

The delegate from Kuwait thanked the Assembly on behalf of his country which could now take part in Interpol's great mission. He added that he would submit all the

Assembly's decisions and recommendations to his government.

The delegate of the Central African Republic also expressed his gratitude and joy. He said that in the Constitution it had freely adopted, his country had recognized the inviolable and inalienable rights of Man as the basis for communal life and had also recognized justice and freedom from bodily harm were universal rights. That was why it wished to take part in Interpol's struggle against international crime.

## PROGRESS REPORT

The present report gives an account of the activities of the Organization and of its General Secretariat during the period from September 1964 (33rd session of the General Assembly) to June 1965 (34th session). However, slightly different periods of time are covered by some of the figures quoted.

### I — RELATIONS WITH AFFILIATED COUNTRIES

Overall, relations with the affiliated countries pose no major problems and are characterized by harmony.

Ecuador recently appointed a department to act as Interpol N.C.B.

The General Assembly session in Caracas enabled members of the Secretariat to visit the N.C.B.'s and meet the police officials of several Central American countries (El Salvador, Guatemala, Mexico, Costa Rica, Curaçao, Jamaica, Panama).

On the instructions of the Executive Committee, the Secretary General went to Ethiopia in December for discussions which were held in an atmosphere of mutual understanding and involved officials of the highest ranks.

### II — MEETING OF THE EXECUTIVE COMMITTEE

The Executive Committee met in Paris from 1st to 5th March 1965 and reviewed all the problems which had arisen in connection with Interpol's management and functioning. The Committee then met again on 15th June 1965 in Rio de Janeiro.

### III — POLICE CO-OPERATION

Progress was made in the battle waged by the N.C.B.'s and General Secretariat against international crime while the important provisions of Article 3 of the Constitution were respected.

In the absence of aggregate statistics, there is no way of calculating the scale of co-operation among affiliated countries. As an example, however, the following figures give an idea of the activities of four neighbouring N.C.B.'s (Austria, Federal Germany, Italy, Switzerland):

— Arrests made at the request of foreign N.C.B.'s .....	440
— Arrests made for these countries by foreign N.C.B.'s .....	652
— Instances of information sent to other N.C.B.'s .....	40,877
— Instances of information received from other N.C.B.'s .....	33,319

The General Secretariat's work on international crime cases can be summarized by the following figures (1st June 1964 to 1st May 1965, i.e. 11 months):

#### 1) Cases investigated:

Personal injury .....	29
Theft .....	291
Fraud .....	406
Counterfeiting and forgery .....	823
Drug traffic .....	957
Sexual offences .....	68
Identification .....	165
Miscellaneous .....	264

Total ..... 3,003



Brasilia (Photo Life Magazine).

- |  |       |
|--|-------|
| 2) Number of notices issued describing persons or stolen articles .....                | 370   |
| 3) Number of persons arrested as a result of Secretariat notices or intervention ..... | 311   |
| 4) Number of persons identified by the Secretariat .....                               | 26    |
| 5) Instances of information supplied by the Secretariat to N.C.B.'s .....              | 2,912 |

During 1965 the General Secretariat received a monthly average of 1,620 copies of correspondence exchanged among N.C.B.'s, an increase of 25 per cent over the previous year.

On 1st May 1965 the General Secretariat's records contained 820,000 general information cards, 57,500 sets of fingerprints and 4,820 photographs of specialized criminals.

The following activities were undertaken: publication of the monthly drug traffic tables

(671 cases involving 1,276 traffickers dealt with in 1964); 81 regional notices issued on drug traffickers in South-East Asia (the booklet now contains 133 names); preparation of a handbook for investigators dealing with drug traffic cases (now in the hands of the Committee of Experts appointed last year and shortly to be published); work on a list of proof-marks on fire-arms and an index of trade-marks on ammunition (the staff needed have been engaged and N.B.C.'s are asked to state their requirements).

The general situation as regards counterfeit currency and the Secretariat's activities in the field are described in a separate report. "Counterfeits and Forgeries" was distributed in 113 countries or territories to 4,110 subscribers (plus the regional edition in German). Between 1st June 1964 and 1st June 1965, 114 new counterfeits and 242 new genuine issues were described.

The General Secretariat laboratory prepared an index of the technical details of 767 authentic notes for comparison purposes and examined 277 new counterfeits.

#### IV — SURVEYS

As scheduled on the Programme of Activities, reports on two subjects were prepared for discussion by the discussion by the General Assembly: the 1936 Convention on narcotic drugs and the 1949 International Convention on traffic in women.

At the request of the United Nations' General Secretariat, a report entitled "Role and Future of the Police in the domain of Crime Prevention" was prepared for the 3rd World Congress on the Prevention of Crime and the Treatment of Delinquents (Stockholm, August 1965).

As a result of Interpol's efforts, on 20th November 1963 the U.N. General Assembly adopted a resolution enabling countries founded since 1946 to accede to technical Conventions (e.g. on counterfeiting and narcotic drugs). The following I.C.P.O. affiliated countries have availed themselves of this opportunity: Algeria (12.8.64), Gabun (11.8.64), Ghana (9.7.64), Israel (10.2.65), Ivory Coast (25.5.64), Upper Volta (8.12.64).

A booklet entitled "The contribution of the I.C.P.O.-Interpol to the study and prevention of juvenile delinquency" was published and distributed to the N.C.B.'s.

The script for the film "Police and Juvenile Welfare" was completed with the help of experts and it has been sent to the N.C.B.'s. If 100 subscriptions are forthcoming, the film will be made.

The French and English editions of a bibliography of all the papers and reports on questions of general criminological interest published by the Organization between 1946 and 1964 will be sent to the N.C.B.'s within the next few weeks.

Since September 1964 research has been undertaken on 27 different subjects at the request of 17 countries. The subjects included: methods of organizing seminars, symposiums, etc. (Pakistan); schemes for police training (Argentina); car engine markings (London); liaison methods for dealing with road accidents (Netherlands); metal detectors (Malaysia); searching for and repatriating minors in danger (Council of Europe); helicopters and the traffic police (Netherlands); roadblocks (Norway); training senior police officers (Italy); the I.C.P.O.'s view on "arrest records" (National Council on Crime, New York); criminal associations and gang crime (Japan).

With regard to the Quarterly List of Selected Articles, since June 1964:

- Lists Nos. 61, 62 and 63 have been published
- 1,272 articles in all were selected
- 309 publications were checked
- 558 articles were microfilmed and sent to researchers in 15 countries.

84 books and 113 other publications were acquired by the library, bringing its stock up to 1,748 full-length and 1,517 shorter works. 75 works were reviewed.

The international crime statistics for 1961 and 1962 were published in 1964.

The Council of Europe's special committee on international crime statistics considers our Organization's publications of major importance; they are, in fact, unique in being truly international.

*Seminar on illicit drug traffic* (16th to 27th November 1964); A first seminar of this kind was held in 1959 and the second proved equally profitable. 70 participants from 35 countries heard talks by 12 experts from 6 different countries and international organizations (U.N.O., W.H.O., Interpol).

## V. — INTERNATIONAL CRIMINAL POLICE REVIEW

The French edition of the Review appeared regularly while the English, Spanish and German language editions followed fairly closely. On 15th May 1965, the English and French editions had 883 subscribers.

There was no shortage of articles contributed for publication in the Review although not all contributions were of an equally high standard. However, the selection for publication is sometimes influenced by our desire to make the Review as widely representative as possible.

## VI — RELATIONS WITH OTHER ORGANIZATIONS

During the last few months, the I.C.P.O.-Interpol was represented at two international meetings on drug problems sponsored by the United Nations: the first in Lima in December 1964 and the second in Manila in January 1965.

The Organization has taken part in certain activities of the Council of Europe's Committee on crime problems.

It also contributed to several international congresses and meetings including the International Congress on Forensic Medicine held in Paris in October 1964 (aspects of sexual delinquency on the international plane) and the International Criminology Course held in Lyons from 28.9.64 to 7.10.64 (the teaching of criminology in police colleges).

The press, radio, television and cinema continue to take a lively interest in our activities and the Secretariat supplied information to many representatives of these media.

Finally, officials from 35 countries have visited the General Secretariat since the Caracas session (September 1964).

## VII — RESOURCES

On May 17th a British and a Swedish police officer were placed at the disposal of the General Secretariat for one and two years respectively. This development is of great importance. On the one hand it testifies to the good will of certain governments and, on the other hand, it marks a decisive step forward in our efforts to give our staff a truly international character. Happily, other countries seem ready to follow the example of

Great Britain and Sweden. At the moment there are people from 7 different countries on the Secretariat staff.

## RADIOCOMMUNICATIONS

During 1964, 79,277 messages and 728 general notices were transmitted via the Interpol radio network, an increase of 7,7% on the figure for 1963.

No spectacular improvements have been made to the network since the last session (September 1964) but there has been general progress in the Tehran and South American services and an increase in the traffic handled by the latter. Several more countries are eager to join the network and the prospects seem particularly favorable for Ghana, Greece, Japan, Pakistan and Peru.

There is a tendency among certain N.C.B.'s to use the TELEX network for their communications. This practice prompts the following comments:

- 1) Telex links are point-to-point and cannot be considered anything but bilateral.
- 2) The possibility of communicating by telex must not be allowed to impair the radio network in any way as the Organization's main strength resides in its machinery for general alerts and wide dragnets.
- 3) Telex exchanges might leave the General Secretariat in the dark about the outcome of certain cases if the N.C.B.'s concerned do not make a special effort to send copies of their messages.
- 4) When the radio network is available for communication, the use of telex sometimes leads to unnecessary additional expenditure.

A startling new experiment in police communications took place a few weeks ago by means of the new communications satellite. New Scotland Yard, the R.C.M.P. and the F.B.I. took part in a programme on which the pictures of wanted criminals were televised. One of the latter was recognized by a viewer, reported to the police and arrested.

## The Photographic laboratory

Between 1.6.64 and 1.5.65 the laboratory produced 89,590 photographs or photocopies, 4,076 microfilms and 502,240 other documents.



## VIII — TECHNICAL CO-OPERATION

In connection with the programme for 1964, the Executive Committee had decided to award travel grants to 10 participants for the drug traffic seminar. One beneficiary (China) was unavoidably detained at the last moment but the nine others awarded (to Cameroun, Ceylon, Costa Rica, Dahomey, Ethiopia, Jamaica, Nigeria, Pakistan and Thailand) were used.

For the 1965 programme, the Executive Committee has decided to spend the 50,000 Swiss francs allocated in the budget as follows:

- on a grant to an officer from the Philippines to study crime records;
- on three travel grants to participants who attend the symposium of Heads of Police Colleges;

— possibly on subsidizing a journey by a radio expert.

The General Secretariat also helped in administering the technical assistance programme of the U.N. Narcotic Drugs Division:

- by drawing up a list of educational films which might be bought by the U.N.;
- by submitting a list of police officers willing to act as experts for the U.N.;
- by listing the courses offered to award holders in French-speaking countries.

*The Progress Report was studied chapter by chapter in plenary session; it was then put to the vote as a whole and unanimously adopted.*

## PROGRAMME OF ACTIVITIES FOR 1965—1966

The following programme merely outlines the overall trend in activities and lists the most important projects, some of which have already been accepted at previous General Assembly sessions.

- An effort to get faster action from the N.C.B.'s and General Secretariat.
- An effort by N.C.B.'s to inform local police departments about the I.C.P.O. international machinery.
- Transfer of the General Secretariat to its new building.
- Greater efforts to supply statistics of the work of N.C.B.'s.
- Technical research on modernizing the Interpol radio network.
- Additions to the Phrase Code.
- Progress on the international firearms index.
- Research on the protection of funds during transport.
- Study of police action with regard to airport alarms (the role of the police — security methods used — identifying and prosecuting people responsible for false alarms).

- Production of the educational film "Police and Child Welfare".
- Publication of a guide for law enforcement officers dealing with drug cases.
- Analysis of replies to the Secretariat's inquiry into juvenile delinquents' gangs and, if possible, a report on the findings.
- Symposia: (1) for Heads of Police Training Colleges (Paris, October 1965); (2) on the use of electronic equipment in police work (November 1965); (3) on road traffic offences (3rd quarter of 1966).

These are the suggestions formulated for 1965—1966. The schedule makes no mention of the Organization's ordinary activities (i.e. work on actual cases, wanted notices, the Review, preparations for the General Assembly, participation in international conferences, etc.). Nor does it mention undertakings which are already under way (construction of the headquarters, development of the radio network, etc.).

*(At the end of the Assembly session, the SECRETARY GENERAL pointed out that the Programme of Activities had been considerably extended by the resolutions and recommendations adopted. He said that the Secretariat would try to implement it nevertheless).*

## RADIOCOMMUNICATIONS

Mr. TREVES, the Head of the International Police Radio Network, described the situation.

He said that since the previous session, the network's activity had developed steadily. New stations would probably join during the forthcoming year as the General Secretariat had supplied several N.C.B.'s with the information they needed for this purpose. As an example he mentioned Ghanaian engineers who had been on a mission in Europe and who had discussed opening a station in Accra with him.

In South America it was hoped that a station would shortly be opened in Lima (Peru) which was being given technical assistance by the Argentine police. Since the day when the Buenos Aires station had been officially designated as a central regional station, the Argentines had served the radio network with competence and devotion. The Bolivian N.C.B. also appeared to be interested in joining.

With regard to Asia, information had been sent to the N.C.B.'s of Hong Kong and Pakistan and the latter was seriously considering setting up a station. The station in Teheran was still conducting trials and might soon be able to join the network, while the Manila station — designated as regional station for South-East Asia — would soon be receiving the new equipment it needed.

In Europe, following the continental meeting held in Caracas, the Greek N.C.B. had begun to make arrangements for the opening of a station in Athens.

Mr. TREVES then described the arrange-

ments made to enable the Organization to have an independent and well equipped radio centre in its new building.

He went on to say that, for the first time in a number of years, no new frequencies were needed for liaison to and from the central station. Complying with the wish that had been expressed at the previous session, the Argentines had placed some frequencies at the disposal of the South American network and this would facilitate the work of the central station. He expressed his gratitude to Argentina for this move.

Traffic on the network had increased by 7% over the year. On the whole conditions were satisfactory; thanks were due to those stations which had made special efforts, and in particular to the stations in Beirut, Oslo and Rabat which had added a supplementary frequency to those they already used, making contact with the central station possible for a longer period. The Madrid station, too, had agreed to remain open until 2100 hours GMT.

In conclusion, Mr. TREVES said that research was being pursued on ways of modernizing the network and that concrete results could be expected in 1966. With regard to telephoto and facsimile processes, it had been decided at the meeting of Heads of N.C.B.'s in Caracas that those with experience of these subjects should report on them to the General Secretariat with special emphasis on the conditions needed for transmitting fingerprints. The General Secretariat, in turn, was arranging to conduct experiments with telephotographic apparatus which provided eight lines per mm.

## FINANCIAL MATTERS CONSTRUCTION OF THE NEW HEADQUARTERS

1. As is its usual practice, the General Assembly spent some time studying the Organization's financial situation. The Secretary General began by giving an account of the 1964 financial year and pointed out that the investing of a large sum from the ordinary budget in the new building had reduced the Organization's bank balance to an absolute minimum on 31st December 1964. Fortunately, the 1965 contributions were being paid promptly and it seemed that the most diffi-

cult period would soon be over. 1964 had also been noteworthy for the implementation of a programme of technical co-operation costing something in the region of 60,000 Sw. frs. However, he added, apart from these two exceptions, general expenditure had been cut as far as had been possible without decreasing efficiency and a policy of stringent economy had been applied.

After the report by the auditors (Messrs.



Benhamou — France, Nakajima — Japan and de Magius — Denmark), the Assembly adopted the accounts for 1964 unanimously.

The Secretary General then explained that the draft budget submitted for 1966, designed to cover the increase in staff and equipment needed to cope with the Organization's constantly developing activities and also to cover the expenditure incurred by the move into the new building and the general rise in the cost of living, contained an appeal for an increase in resources. In view of the budget unit system on which contributions were based, higher contributions could be obtained either by increasing the number of units paid by each country or by raising the value of the unit itself.

The Secretary General's suggestion — which had been approved by the Executive Committee — was a compromise solution based on an increase of about 10% in the value of the budget unit and an appeal to a certain number of "economically developed" countries to pay a larger number of units. This could bring the total income up to about two million Sw. frs. per year.

Several delegates spoke in favour of this suggestion while Mr. HACQ (France) reminded the Assembly of the substantial contribution his country was making to the Organization's funds, especially by providing such a large proportion of its staff. Although he approved of the Executive Committee's suggestion, he nevertheless hoped that the policy of gradually achieving financial independence would be pursued.

In answer to a question from the Spanish delegation, the Secretary General explained that only countries which volunteered to do so would pay a larger number of budget units.

The Assembly first expressed its approval of a Canadian suggestion that a category of countries paying 25 units should be added to the list and then adopted the following resolution with 39 votes in favour, three against and 13 abstentions.

#### RESOLUTION

In view of Article 7 of the Financial Regulations,

And in view of para. 2 of the Resolution on Finances adopted by the General Assembly at its 26th session,

And in view of the Report "Draft Budget for 1966" presented by the Secretary General,

THE GENERAL ASSEMBLY meeting in its 34th session in Rio de Janeiro on 16th June 1965:

#### DECIDES:

1) That member countries shall be classified for the purposes of calculating their annual financial contributions, into the following groups for each of which is given the number of budget units due from the countries of that group:

Group 1 — 45 units; Group 2 — 30 units;

Group 3 — 25 units; Group 4 — 20 units;

Group 5 — 15 units; Group 6 — 10 units;

Group 7 — 7 units; Group 8 — 5 units; Group 9 — 3 units; Group 10 — 1 unit.

2) Starting from 1st January 1966, the value of the budget unit is to be 2,730 Swiss francs.

2. *Supervising the construction of the Organization's new headquarters* in one of the suburbs of Paris is one of the General Secretariat's most important tasks at the present moment. A detailed progress report was submitted to the Assembly and is summarized below.

In 1962 the General Assembly decided that the Secretariat should eventually move from its present rented premises to a new building. It was decided that the Organization itself should purchase a site from its safety and reserve fund and that the French government's offer of a loan repayable over 20 years should be accepted to finance the actual construction of the building. Further resources might be furnished by the ordinary budget or from exceptional voluntary contributions.

Land was bought at St. Cloud, in the Western suburbs of Paris, and the sum of 3,540,000 Swiss frs. was borrowed from the French government.

Building began in June 1964.

A year later, i.e. in June 1965, work had proceeded according to plan and no major difficulties had arisen. The walls and foundations had almost been completed and it seemed probable that the Secretariat could move into the new building some time during the early summer of 1966.



Some of the expenditure incurred has been covered by the ordinary budget and a number of countries have offered to make exceptional contributions. Added to the fact

that the French government has decided to return to the Organization the taxes paid by the firms working on the building, this means that the required sum has been found.

## II. Technical matters

### DRUGS

#### The reports.

#### 1) International illicit drug traffic 1964

Following last year's procedure, two reports were prepared on drugs: the first, as usual, on the international illicit drug traffic during the past year and the second on the convention held on 26th June 1936 which, it recommends, be amended.

#### Information received

The information sent by affiliated countries relates only to international cases.

#### A. Raw opium

As regards the number of arrests, Iran comes first (77.9% of the total number), followed by Turkey (5.6%) and Burma and Hong Kong (2.9%). The main sources of supplies are Turkey, Afghanistan, Burma (Shan States) and the area beyond the Northern border of Thailand.

Motor vehicles were the means of transport most often used, then ships and then camel, horse or mule caravans.

We may note the great effort made by Iran to combat traffic in opium and the spirit of international co-operation displayed in its regular reports.

#### B. Prepared opium

No seizures were reported from Africa, America, the Near or Middle East or Oceania.

There was a distinct decrease in the total quantity seized and the largest amounts were seized in Malaysia.

#### C. Morphine

Turkey came first for the number of arrests, followed by Japan, Germany and Hong Kong.

Most of the morphine seized came from the Near East.

One interesting discovery at the main Post Office of Hong Kong was a parcel sent by post from Cambodia and containing three cakes of quinine hydrochloride marked "999".

#### D. Diacetylmorphine

For the number of arrests France came first, then Iran, Hong Kong, Thailand and Japan.

Seven illicit laboratories were found: 2 in Tehran (Iran), 2 in Hong Kong, 2 in Thailand and one in France; 64,000 grs. of morphine base and 97,000 grs. of diacetylmorphine were seized at this latter. We might also note the 61,000 grs. of heroin seized in Montreal and New York in February 1964. Investigations conducted jointly by the American, Canadian and French police showed that the heroin had been brought from Europe and led to the arrest of three traffickers including a former ambassador and another former diplomat.

#### E. Cocaine

Bolivia came first for the number of arrests (36.3%), followed by Chile (14.7%), Lebanon (12.5%) and Argentina (9.9%).

#### F. Cannabis

As regards the number of arrests, the United Kingdom came first (21.1%), then Germany (16.1%), France (10.8%), Lebanon (9.1%), Spain (7.5%) and the U.A.R. (7.2%).

97.3 per cent of the total quantity seized was found in the Near and Middle East, especially in Lebanon which is still one of the main producer countries.

In addition to the considerable quantities seized in the Lebanon and the U.A.R., we should note the 74,900 grs. seized in Trucial Oman.



*Delegations from the Arab countries.*

### Geographical analysis of the information

A study of the reports received during 1964 shows that international drug traffic — especially in the opiates and cannabis — still exists on a large scale. No seizures of synthetic drugs were reported.

With the exception of opium in Iran and cannabis in Lebanon, the quantities reported as having been seized were lower than in the previous year. The number of arrests rose, however, bearing witness to the activity of law enforcement bodies.

— AFRICA: Traffic in cannabis from Morocco to Western Europe is as intense as ever and cannabis is also being grown illicitly in Nigeria and sent up the West Coast of Africa to the United Kingdom.

— AMERICA: Most international traffic is still aimed at North America, especially the traffic in diacetylmorphine, the chief source of which is still Western Europe. Some notable successes were achieved by law enforcement departments in the U.S., Canada and Mexico.

Some reports on traffic in cocaine were received from South American countries and, although they do not give an overall picture of the problem, they provide an idea of the scale of operations. Several illicit laboratories manufacturing cocaine were found in Bolivia (11), Chile (2) and Peru (1).

— EUROPE: Its location between the opium-producing countries and the North American countries which consume heroin makes Western Europe one of the nerve centres of traffic in opium derivatives. Moreover,

traffickers in cannabis and its resin and consumers of this drug are creating a growing problem for law enforcement officers.

— NEAR AND MIDDLE EAST: The large seizures of opium, morphine and cannabis confirm the fact that this area is an important centre for the production of these drugs and for international traffic.

In Iran most opium traffic is conducted in the provinces of Azerbaijan, on the Turkish border, and Khorassan, near Afghanistan. Two illicit laboratories converting morphine into heroin were found in the country.

Several new trade-marks appeared on the bags used to hold cannabis.

— FAR EAST: To judge by the quantities of seized opium, prepared opium, morphine and cannabis reported to the General Secretariat by Burma, Malaysia and Thailand in particular, it would appear that traffic in narcotic drugs is decreasing in this part of the world. It seems more likely, however, that the quantities seized bear little relation to a situation rendered all the more serious by the fact that the use of heroin is becoming increasingly widespread. This transference of addiction is probably the main reason why so little prepared opium was found. It is clear that in this part of the world, the problem of drugs cannot be dealt with by police action alone, however considerable the efforts made.

— OCEANIA: Few seizures were reported from this part of the world.

### International police co-operation

One of the aims of the I.C.P.O. is to promote co-operation between different police forces in combating crime in general and drug traffic in particular.

An outstanding example of the fruits of this co-operation was the dismantling during 1964 of a large-scale gang of international traffickers specializing in taking morphine-base from Turkey to France via Switzerland and Federal Germany. The isolated occurrences described below provided information about the gang, the principal members of which have been apprehended: In October 1963 several Turkish nationals travelling in a car with built-in hiding places were stopped at the border between France and Switzerland. On 9th January 1964, 57,400 grs. of morphine-base were found in three suitcases in Munich and eight Turkish nationals were implicated. On 29th January 1964, 84,000 grs.

of the same drug were seized on board the S.S. "Hurmet" and five Turks were arrested; the drug had been intended for Marseilles. The offenders involved in all these incidents were closely connected with the traffickers arrested in Istanbul on 27th November 1962 following the seizure of 39,500 grs. of morphine-base. The various shipments had all been intended for a Frenchman who lived in Marseilles and supplied one or more of the illicit laboratories in the vicinity.

The work of the I.C.P.O. and its general secretariat during 1964 can be summarized as follows:

*General aspects:* During the 33rd General Assembly session a special Committee discussed the problem of narcotic drugs. A resolution was passed inviting member countries to intensify their programmes of prevention and repression and to use all available means to detect and destroy all clandestine laboratories as well as illicit plantations and to give top priority to combating traffic in morphine.

During the same session the General Secretariat submitted a report on the penalties provided for drug traffickers in the laws of various countries.

An international seminar was held at the General Secretariat from 16th to 28th November 1964.

The General Secretariat was represented at the regional conference on coca leaves held in Lima (Peru) in December 1964 and at the regional conference held in Manila (Philippines) in February 1965.

*Police work:* International notices were circulated about 45 international traffickers (27 of them seamen used as carriers). 12 recapitulative tables of seizures reported to the Secretariat during 1964 were sent to affiliated police forces and various specialized bodies; they contained information about 1272 traffickers. The Secretariat has prepared a "handbook" for crime investigators who do not specialize in drug cases. A booklet containing regional notices about drug traffickers operating in South-East Asia (D.R.A.S. notices) was printed and has been widely circulated; on 1st March 1965 it contained particulars of 114 traffickers.

*Other information:* The Mexican authorities have informed the General Secretariat of a new campaign for the destruction of

cannabis in Sinaloa State. Important results have already been achieved by the armed and police forces.

The Canadian N.C.B. informed the Secretariat that the battle against drug traffic had been waged much more successfully over the previous few years, mainly owing to close co-operation between Interpol member countries.

## 2) Study of the convention of 26th June 1936 with a view to its possible amendment

The present report stems from the following resolution, adopted by the General Assembly at its 30th session (Copenhagen, 1961):

"WHEREAS one of the fundamental objectives and missions of the I.C.P.O. is the speedy apprehension and prosecution of all persons engaged in international criminal activities and whereas the illicit trafficking in narcotic drugs is one of the most serious of such crimes;

The General Assembly (...)

REQUESTS the Secretary General (...) to contact Members and determine their points of view on this question and to find the ways in which the aims put forward in this resolution may be achieved."

Affiliated countries were therefore consulted about their views on the 1936 Convention in order to try to find out whether any new factors had emerged which might enable certain countries to reconsider their positions.

### I. — History of the 1936 convention

A first step in co-operation was taken by the thirteen countries which held conference on drugs in Bangkok in 1909. Then, in 1926, the 2nd Police Congress, held in Berlin, recommended that a department should be set up in every country to combat drug traffic by exchanging information with its counterparts and that each country's laws should include adequate provision for punishing traffickers.

At its 5th session (Berne, 1928) the then I.C.P.C. recommended that offences involving drugs be included in extradition treaties; this idea was reiterated every year (except 1932) until 1935 and in 1936 the Assembly was able

to point with satisfaction to the Convention which had been signed on 26th June and in the drafting of which our Organization had played an important part, not only through its recommendations but also by preparing a draft at the invitation of the Chairman of the Opium Consultative Committee of the League of Nations.

Subsequently, the 1961 Single Convention stated specifically that it cancelled all international texts on this subject except for the 1936 Convention.

The 1936 Convention is, in fact, extremely important in that it embodies the following basic principles to which our Organization wholeheartedly subscribes:

- a) Direct international co-operation, by exchanging information on traffickers, in the pursuit and prosecution of criminals;
- b) The appointment of departments specializing in this field to co-ordinate law enforcement action at the national level and specialized staff familiar with the methods used by narcotics offenders;
- c) Speed in the transmission of information and judicial documents;
- d) Effective penalties for traffickers;
- e) Provisions facilitating the prosecution of traffickers.

The replies received by the Secretariat in answer to its questionnaire showed that there were a number of factors which prevented certain countries from acceding to the 1936 Convention including legal difficulties (U.S.A., Sweden, Yugoslavia), procedural difficulties (U.S.A., Peru, Philippines), waiting for the appearance of the 1961 Convention (Denmark), the insignificance of drug traffic in the country (Denmark, Finland) and the fact that the Convention had been signed before the country concerned had attained independence (Burma, Senegal).

## II. — Analysis of the 1936 convention

The main points which emerged from the General Secretariat's article-by-article analysis of this document are given below:

The *preamble* itself reflects the resolutely "dynamic" nature of the Convention: "Having resolved, on the one hand, to *strengthen the measures* intended to penalise offences ... and, on the other hand, to *combat by the methods most effective* in the present circumstances the illicit traffic ...". Collabora-

tion with other governments in order to combat illicit drug traffic already figured in the 1912 Hague Convention and in the 1925 Geneva Convention and few countries have any objection to the principles set forth in the preamble.

On the other hand, some "adaptation" of the following articles or passages might prove useful:

*Article 1* defines two terms: "narcotic drug" and "extraction", narcotic drugs being those substances to which the provisions of the Hague Convention of 23rd January 1921 and the Geneva Conventions of 19th February 1925 and 13th July 1931 are applicable.

Some countries feel that the substances with which the document deals should be defined more clearly while others consider that very general terms should be used.

The 1961 Convention could provide us with valuable guidance for a more up-to-date definition, especially in Articles 1, 2 and 3.

*Article 2* contains a number of imperatives, some of which are to be found in Article 36 of the 1961 Convention, although it may be a matter for regret that the latter substitutes the words "adequate punishment" for "seriously punishing".

It then lists punishable offences and the enumeration gave rise to a great deal of discussion at the time. One way of making it more flexible would be to insert between the words "importation and exportation of narcotic drugs" and "contrary to the provisions", the words "and any other actions".

Paragraphs (b), (c) and (d) introduce the important concepts of intention, conspiracy, attempts and preparatory acts. Another concept — just as important in practice — might be added: that of *incitement*.

The 1961 Convention, on the other hand, contains another notion which is considered particularly important by police officers: that of "intentional participation in financial operations connected with" the traffic. Illicit drug traffic is, in fact, a clandestine *commercial* undertaking and, as such, governed by financial considerations. The following text is therefore suggested for para (d) of Article 2: "Attempts and, subject to the conditions prescribed by national law, the intentional accomplishment of preparatory acts and financial operations in connection with the offences referred to in this article" (cf. in this con-



nection the General Assembly recommendations passed in Rome in 1932 and in Washington in 1960). As this point is included in the 1961 Convention, there is no likelihood of there being any objections.

The aim of *Article 4* is to ensure that certain accessory actions will be prosecuted even if, for technical reasons, the principal offence eludes punishment. In 1936 some countries might have feared that this article would contradict the rule against double jeopardy ("non bis in idem") but its adoption in the 1961 Convention suggests that it should not be an obstacle to the signature of the 1936 treaty.

*Article 7* enables judicial authorities to take proceedings against their own nationals who return home after committing an offence abroad when — as is often the case — the country concerned will not extradite its own nationals. It might be clearer if it ended with the following third paragraph:

"If extradition proves to be impossible, the country in which the offence was committed may renounce proceedings and ask, through diplomatic channels, that they be taken by the country of which the offender is a national."

*Article 8* enables a foreigner in country A, who commits one of the offences specified in the Convention and then absconds to country B, to be prosecuted in the latter if *extradition cannot take place*. The aim is to make it impossible for fugitive offenders to find a place of refuge.

*Article 10* states that narcotic drugs and all substances and instruments intended for the commission of any of the offences referred to in *Article 2* are *liable to seizure and confiscation*. Some lawyers and police officers would like to make this measure compulsory. This, however, would only prove to be a source of further difficulties unless a large majority of countries were in favour.

*Article 11* is extremely important as it deals with the establishment of "central offices". Yet it is phrased in a way which has certainly prevented some countries from signing the Convention.

The idea of the drafters of the Convention was that the central offices should be departments which participate in the day-to-day efforts of the police to stop drug traffic

and traffickers, although the staff need not necessarily take part in actual police operations and may confine their activities to centralizing information and co-ordinating action by local forces. They should not be responsible for deciding on the country's general policy on drugs and traffic.

Some countries may have feared that they would be *obliged to create* a special, independent office whose value was not evident and which might have been a source of legal or administrative problems.

When faced with a similar problem our Organization found a more general formula: "Each country shall appoint a body which will serve as . . ." (*Article 32* of the Constitution).

If similar terms were used in the 1936 Convention it would be acceptable to a far greater number of countries which would, in fact, appoint their central crime investigation departments to "serve as . . . etc."

Consequently, para. 1 of *Article 11* might be changed to read: "Each of the High Contracting Parties shall set up or appoint, within the framework of its domestic law (or "of its constitution and administrative structure"), a department to serve as the national central office (or department) for the supervision and co-ordination of all operations necessary to prevent illicit drug traffic, to discover the persons responsible and to bring them before the judicial authorities."

Sub-paras. (a) and (c) of para. 2 could be combined to read: "Shall collaborate closely with the national central offices (departments) of other countries and may correspond directly with them."

In *Article 13* the term "letters of request" is used several times although no such documents are used in countries with the Anglo-Saxon legal system. The words "legal papers" and "requests from the judicial authorities" might be more suitable.

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Study of the 1936 Convention prompts one additional remark: this document, designed to encourage co-operation between the High Contracting Parties, contains no mention of the possibility of using an institution to co-ordinate the activities of the national offices

(whereas the 1929 Convention on currency counterfeiting, for instance, does make provision for such an institution).

Our own Organization's international position has grown considerably stronger since the 1936 Convention was signed. Thus, on 12th July 1954, the U.N. Economic and Social Council recommended that governments co-operate with the I.C.P.O. to combat drug traffickers and on 25th April 1955 the U.N. Narcotics Commission: "RECALLED that exchanges of information on the illicit traffic should be effected by the quickest possible means and RECOMMENDED that, for this purpose, the competent authorities should make use of the machinery for co-operation elaborated by the I.C.P.O." and also "RECOMMENDED Governments to communicate directly or through the I.C.P.O. to the countries from which the seized narcotic drugs would seem to come, all such information as would enable an enquiry into the origin of the narcotic drugs to be conducted in those countries"

That is why the report suggests that an article be added to the 1936 Convention, phrased as follows: "The activities of the (departments acting as) national offices will be co-ordinated by the I.C.P.O.-Interpol when the countries concerned are affiliated to this Organization."

## CONCLUSIONS

The 1936 Convention is highly considered by police forces; in spite of certain defects it is a valuable weapon in the battle against illicit drug traffic. Its efficacy stems mainly from certain provisions which are binding on the High Contracting Parties and any attempt to make these provisions more flexible must beware of imperilling their vitality.

Constructive suggestions should, therefore, concentrate on the few specific points — most of them matters of wording — which seem to have caused problems, viz.:

- the "national offices",
- the influence of Roman law on the terminology,
- intentional participation in financial operations,
- incitement to drug offences.

The Secretariat report is submitted solely as a basis for consideration, for study and,

perhaps, at some future date, for discussion at a conference convened to draft an amended Convention under the revision procedure described in Article 25.

## Plenary and Committee Discussions.

No special comments were made on the report relating to drug traffic in 1965 when it was submitted at a plenary session although the Assembly noted that the overall situation had not improved much and that still greater efforts were needed in the fight against illicit traffic.

The Assembly also noted that Belgium, France and Pakistan had instituted very severe penalties for traffickers, thus complying with wishes expressed on a number of occasions.

Mr. ISORE (U.N. Observer) greeted the delegates on behalf of the Secretary General of the U.N.O. and said that there was now a long history of harmonious co-operation between the U.N. and Interpol. One example he gave was Interpol's facilitation of the work of technical assistance trainees who came to Paris to study.

Unfortunately, he added, the technical assistance funds at the disposal of the U.N. Narcotics Division were limited. They nevertheless made it possible to implement interesting projects and Mr. ISORE described the main features of those planned for the current year.

He then said that the U.N. Narcotics Commission was now trying a relatively new approach: that of combating drug traffic at its source.

Iran had given a magnificent example of international responsibility in this domain in 1955 by outlawing the growing of opium poppies. The results had been satisfactory and good results were also expected from the border agreements already in existence or being drafted. Moreover, the new weapons provided by the 1961 Convention had proved to be much more important than had been expected and would become still more useful as the contracting parties grew in number.

Mr. ISORE ended by saying that the comments made by Interpol's Secretary General on the draft "model guide" of the Convention had been highly appreciated and that full account had been taken of them in the new draft.

The BOLIVIAN delegate then gave a talk on the cultivation and marketing of the coca leaf and mentioned the laws recently enacted by his country with a view to combating illicit traffic in this drug.

The delegate from PERU also summarized a decree recently issued in his country on the cultivation of the coca leaf and listed the control measures instituted.

Passing on to the report entitled "*Study of the Convention of 26th June 1936 with a view to its possible amendment*", the Secretary General reminded the meeting that once the 1961 Single Convention was in force, this would be the only other remaining text. There were a number of reasons why as many countries as possible should accede to the 1936 Convention and the report had been prepared with a view to facilitating their accession. It was far from exhaustive but could perhaps be taken as a preamble to long-term efforts to be undertaken by the U.N., for instance.

At the President's invitation, representatives from the following countries agreed to from the *Committee on Narcotic Drugs*:

*Argentina, Bolivia, Brazil, Canada, China, Korea, Ecuador, Spain, the U.S.A., France, the United Kingdom, India, Italy, Japan, Lebanon, Morocco, Mexico, Niger, Nigeria, Pakistan, Peru, Philippines, Portugai, Syria, Thailand, Turkey, Uruguay, Venezuela.*

*Observers from the U.N.O. and the Arab League's Permanent Anti-Narcotics Bureau also attended the meetings.*

Mr. ROSALES MIRANDA (Mexico) was elected Chairman.

Mr. AUBE submitted the annual report on illicit drug traffic and explained that the Secretariat, which was bound by a tight schedule, always included seizures reported too late to appear in one year's report under the heading "Other information" in the report issued the following year.

The summary analysis of data by regions was naturally of interest to member countries and the General Secretariat continued to take great pains with this section. On the other hand, Mr. Aubé added, trade-marks on drugs were of the greatest interest to the Secretariat and all countries were asked to co-operate closely with the efforts being made to compile a catalogue which would help with the identification of drugs seized.



Mr. Rosales Miranda (Mexico), Chairman of the Drugs Committee, between Mr. Népote, Secretary General, and Mr. Aubé (General Secretariat staff).

The PERUVIAN delegate said that although the report mentioned only one case in his country in 1964, the Peruvian police had handled 13 cases but the investigations had continued into December. Peru, one of the coca-producing countries, was campaigning intensively against the manufacture of cocaine.

The BOLIVIAN delegate said that his country's campaign to wipe out the manufacture and illicit sale of cocaine had been fairly effective and all new plantations of coca bushes had been forbidden.

Thanks to suppressive measures, the production of coca leaves had dropped by 50% over the past three years but traffic in cocaine had reached alarming proportions on account of the low cost price of the drug. The Bolivian police were making every possible effort.

The Delegate of BRAZIL submitted a recommendation on the causes of drug addiction proposing on the one hand that all the police forces of affiliated countries urge their governments to adopt the new classification of narcotic drugs and, on the other hand, that the recommendation be brought to the notice of the W.H.O.

The PERUVIAN delegate wanted to add a sentence proposing that the U.N. and the U.S.A. give more technical assistance to his country and its neighbours which were transit areas for drugs from Bolivia destined for Panama and the United States.

The ARGENTINE delegate said that although his country was not greatly affected

by this problem, its Ministry of Public Health regulated the consumption of certain stimulants.

Mr. SAFWAT (*Arab League Observer*) speaking as Director-General of the Permanent Anti-Narcotics Bureau of the League, said that the situation in League member-countries was deteriorating daily and required rapid and decisive action. Measures already taken were inadequate.

For this purpose, the Arab world could be divided into three categories:

- 1) Countries producing cannabis and khat and those in which morphine base is made into heroin;
- 2) Countries through which traffickers shipped their goods;
- 3) Consumer countries.

Of the first, Lebanon had an ever-increasing amount of land planted in cannabis and smuggling was also increasing. The Lebanese authorities had been asked to replace the cannabis by tobacco and certain Arab countries had declared themselves prepared to import any surplus tobacco produced.

In Sudan and Morocco, cannabis was produced for local consumption, he went on to say, and the police were doing everything in their power to exterminate the crop. Algeria and Tunisia could not be described as producing countries but small amounts were sometimes grown there and, once again, the police were taking action.

He then explained that the opium poppy was not grown in Arab countries: it was prohibited by law and the climate and soil were not right for it. Thus, any opium seized in Arab countries had been smuggled in.

In spite of the efforts made by the country's authorities, the flow of opium into Syria had incited traffickers to convert it into morphine base there to facilitate its introduction into other Arab countries. The campaign waged by the Lebanese police had not succeeded in wiping out this practice.

Finally, narcotic drugs were shipped through several of the Middle Eastern countries including Syria, Jordan and Lebanon, but this aspect of the traffic could be eradicated if the required measures were imposed.

Mr. Safwat ended by reminding the meeting that in 1956 he had proposed the creation, under the auspices of the U.N., of a Middle East Regional Bureau to supervise and coordinate the measures taken by countries with a view to combating the cultivation, manufacture, consumption, traffic and smuggling of narcotic drugs. Unfortunately this suggestion had not been taken up and the situation was now so serious that four Bureaus would be needed, one each in the Middle East, the Far East, Europe and the United States.

The BRAZILIAN delegate reiterated the advantages of applying to barbiturates and amphetamines the controls used with traditional drugs. He felt that if the definitions proposed by the W.H.O. were adopted, using barbiturates would become much more difficult.

He added that the time had come to launch a campaign aimed not only at suppressing illicit traffic but also at informing and forewarning public opinion.

After stressing the worldwide nature of illicit traffic, the UNITED STATES delegate said that drugs arriving in his country came from the Far East, from Europe, from the Middle East and from Central and South America. Heroin — most favoured by American addicts — came mainly from Europe and the Far East and also from Mexico. Cocaine traffic, although relatively small in scale, was alarming.

Millions of pounds of marijuana, the production of which was increasing, had been seized in regions all over the U.S. during the previous year. It was transported in the same way as cocaine, e.g. in suitcases with secret compartments.

On behalf of his government he thanked all the countries co-operating to prevent drugs from entering the U.S. and he congratulated the government of Pakistan on its adoption of laws conforming to U.N. and Interpol resolutions.

The FRENCH delegate emphasized the fact that although the U.S. had not acceded to the 1936 Convention, the rogatory commissions (letters of request) sent to the American authorities had been complied with most satisfactorily. However, more speed in the collection and analysis of information on actual cases remained desirable.



The INDIAN delegate informed the meeting that his country was one of the world's chief producers of opium, officially recognized as such in the relevant Conventions. Production and distribution were strictly controlled and the product was used for scientific purposes and the manufacture of pharmaceuticals. There was little possibility of any of the opium produced being smuggled out of the country and this was borne out by the absence of seizures of Indian opium outside India. He added that the consumption of opium by individuals was practically forbidden throughout India by law and that his country had also taken active and effective steps to intercept any opium passing overland through India from other countries or being smuggled through transport media touching Indian sea and airports.

The Delegate from ECUADOR said that his country would send the U.S. information which would make it possible to suppress the illicit traffic going towards Miami notably. As his country had found it difficult to enact effective measures, he asked that other countries send information to Ecuador about the legal provisions and police methods they used.

The CHAIRMAN informed the Committee that at a recent meeting of delegates from the U.S. and his own country in Mexico City they had concluded that both vigorous suppressive measures and publicity campaigns were needed.

The CANADIAN delegate described the way in which traffic affected his country and said that the arrest of a number of key international traffickers had improved the situation although hashish was becoming an important problem.

The VENEZUELAN delegate said that his government was very concerned by the serious problem of narcotic drugs. It had warmly welcomed the resolution adopted by the General Assembly in Caracas and had passed the requisite laws.

The MOROCCAN delegate said that his country was only affected by cannabis which was still grown illicitly even though its cultivation had been outlawed. Almost all the cannabis produced was consumed in the country but a little had been smuggled out in recent years.

The CHAIRMAN asked the Bolivian delegate to give the General Secretariat a copy

of his country's law governing the production and consumption of drugs and listing the penalties applicable to traffickers.

The U.N. Observer then commented on the speeches he had heard and began by saying that the Brazilian delegation's paper on the causes of addiction would be of great interest to all delegates.

Analysing this document, he added that of the three plants producing narcotic drugs (cannabis sativa, the opium poppy and the coca bush), the first had been definitely eliminated by the W.H.O. experts who denied that it had any therapeutic value. The same was true of the coca bush since cocaine, although certainly of therapeutic value, could nevertheless be replaced by a number of synthetic products. The only legitimate value of the coca bush was, therefore, the aromatic extracts it could provide for the flavouring of certain non-alcoholic drinks and its cultivation could also be forbidden. Unfortunately, although a number of synthetic substitutes for opium had been found, it was not yet possible to eliminate opiates entirely from the pharmacopoeia.

He then reminded the meeting that there were effective international instruments for limiting trade in narcotic drugs and their distribution and use (the 1925 Convention which came into force in 1928, the 1931 Convention — in force in 1934 —, the 1948 Protocol and the 1953 Protocol on opium). In addition, the effect of all these Conventions was reinforced on a number of points by the 1961 Single Convention, since estimates must now be prepared on all these substances including opium.

*The Brazilian delegation.*



He then said that the Brazilian document had emphasized another interesting factor: international control of narcotic drugs could be no more than the sum of the control measures exercised by each country.

It was quite true to say that drugs should be checked at all stages. However, it was far easier to check the output of factories than to find out whether any people fields or cannabis plantations had escaped the vigilance of patrols. Mr. Isoré considered that the only body qualified to judge the Brazilian delegation's suggestions was the W.H.O. Consultative Committee on addiction forming drugs. This Committee's conclusions could be transmitted to the U.N. Narcotics Commission which could then give its own view to the General Assembly.

The BRAZILIAN delegate replied that he had had no intention of proposing alterations to the decisions taken by international institutions; he had only wished to recommend that Interpol member countries base their laws on the W.H.O. list that had been approved.

Speaking as Director General of the police of Peru, the PERUVIAN delegate then invited the delegates to visit his country to see an exhibition on illicit drug traffic.

The SECRETARY GENERAL asked the Brazilian delegation if it would be satisfied to have its recommendation appear in the minutes of the meeting so that all the delegations present could study it and take appropriate action in their own countries.

The BRAZILIAN delegate agreed but emphasized the fact that the document should be studied closely by all the countries concerned.

Mr. ISORE (U.N.O.) pointed out that there could be a relationship between the consumption of amphetamines and road accidents. Too few countries had replied to the questionnaire sent out on this subject last year and the members of the Committee should remind their governments of the Commission's request. These drugs were not internationally controlled at the moment but they were controlled individually by nearly all countries and the I.C.P.O. could help to strengthen the effect of the controls.

The UNITED KINGDOM delegate said that amphetamines could only be obtained on prescription in his country.



Mr. Isoré, U.N. Observer.

The CHAIRMAN thanked the Brazilian delegation and agreed that its recommendation should be included in the minutes so that all N.C.B.'s could study it at their leisure. He also congratulated the General Secretariat on its report and asked the Committee to vote on this document.

*The report was unanimously approved.*

The Committee then considered the report prepared with a view to the possible amendment of the *Convention of 26th June 1936*.

The SECRETARY GENERAL suggested that if the Committee agreed with the principles contained in the document, they might merely "take note" of it and ask the I.C.P.O.-Interpol Secretary General to transmit it to the Secretary General of the U.N.

*The Secretary General's suggestion was put to the vote and unanimously adopted.*

Mr. ISORE (U.N.O.) then said that he had little to add. The U.N. Secretary General would ask for the view of the Commission on Narcotic Drugs on the content of the report and for the views of the Legal Commission on procedure.

The CHAIRMAN then asked the Committee to set up a drafting party to prepare one or more draft resolutions for submission to the General Assembly. Delegates from Brazil, the U.S.A. and Bolivia agreed to constitute the drafting party.

The meeting was suspended for a short period and when it resumed the BRAZILIAN delegate read two draft resolutions. After a brief discussion in which delegates from Bolivia, Lebanon, Ecuador, the U.S.A. and France took part the texts which appear below

were put to the vote. The Committee *adopted the first*, on the subject of cannabis, *with 17 votes in favour, none against and no abstentions and the second*, on the 1936 Convention, *with 18 votes in favour, none against and two abstentions*.

The French delegate then said that, although he had voted in favour of Draft Resolution No. 2, he would have preferred the text to specify the purpose for which the report was being transmitted to the U.N. because ambiguity should always be avoided.

*In plenary session Mr. SAFWAT, Director of the Arab League's Permanent Anti-Narcotics Bureau*, took the floor and began by thanking the Assembly for having invited him to participate in its work. He then reminded the meeting of the risk run by the populations of countries where the cultivation of cannabis, opium poppies, coca and khat was spreading and where the number of illicit laboratories converting opium into morphine-base and heroin was increasing.

He felt that the increase in the production and consumption of narcotic drugs meant that international supervision of production and distribution was needed. There were nine conventions covering this subject, some of which had been ratified by 90 countries but it seemed that some countries were not fulfilling their obligations and it was extremely difficult for the Permanent Central Opium Board to obtain accurate statistics. He mentioned some of the weak points in the international control system and said that the U.N. should be able to exercise effective control without limiting the sovereign powers of its member countries.

He considered that there were quite enough countries authorized to cultivate opium poppies and to produce opium to satisfy world requirements. What was needed was not a campaign against the smuggling of drugs across frontiers but an attack on the roots of the problem: cultivation, manufacturing, traffic and consumption.

The CHAIRMAN thanked Mr. Safwat and put the two draft resolutions to the vote.

#### RESOLUTION No. 1

**WHEREAS** the problem of the traffic in and use of cannabis remains serious in areas where it has been traditionally encountered;

**WHEREAS** the traffic in and use of cannabis appear to be spreading to areas where they have not heretofore been encountered;

The I.C.P.O.-Interpol General Assembly, meeting in Rio de Janeiro at its 34th session:

**RECOGNIZING** the harmful effects of cannabis abuse on the user and society in general;

**RECOMMENDS** that all countries concerned increase their efforts to eradicate the illicit traffic in and use of cannabis.

*This resolution was unanimously adopted with one abstention (El Salvador).*

#### RESOLUTION No. 2

**HAVING STUDIED** Report No. 10 prepared by the General Secretariat with a view to the possible amendment of the 1936 Convention;

The I.C.P.O.-Interpol General Assembly, meeting in Rio de Janeiro at its 34th session:

**ASKS** the I.C.P.O.-Interpol Secretary General to transmit it to the Secretary General of the United Nations Organization for the latter to use as he thinks fit.

*This resolution was unanimously adopted with two abstentions (El Salvador and Venezuela).*

The Delegate of LEBANON drew attention to the fact that the General Secretariat's annual reports on drug traffic were not based on accurate figures for seizures and arrests because N.C.B.'s did not submit exact statistics. He suggested that either these figures should not be mentioned at all or all N.C.B.'s should send true figures at the beginning of each year.

He added that he felt that some of the remarks or suggestions made during the discussions related to economic and social matters and were therefore outside the limits of the I.C.P.O.'s competence.

The CANADIAN delegate replied that it was difficult to deal with certain types of crime without considering the economic and social factors which gave rise to it. Isolating the manifestations of a criminal tendency from their context did not seem the best way of dealing with the facts. He added that Canada always tried to send the General Secretariat accurate information.

# INTERNATIONAL CURRENCY COUNTERFEITING DURING 1964

## The report.

The present report is an analysis of the information received by the General Secretariat during 1964.

There may be some discrepancies — caused by delays in forwarding information about cases — between the figures furnished by a particular country and those presented by the General Secretariat. The six tables appended deal solely with cases recorded in 1964.

### I. — PAPER CURRENCY

The alteration of genuine notes is not an international problem. A few U.S. \$1, \$2 and \$5 notes altered to \$50, \$100 or \$1000 were seized in Germany and Belgium and a Canadian dollar bill altered to \$50 was found in Germany.

In addition, 13 entirely hand-drawn 1000 franc notes issued by the "Banque Centrale des Etats de l'Afrique de l'Ouest" were found in the Ivory Coast.

Overall, the American dollar — a strong currency — was the main attraction for counterfeiters (the face value of the counterfeit notes seized amounted to U.S. \$4,760,864, \$422,468 worth of which were seized outside the U.S.). Counterfeit U.S. notes were found in 37 countries (compared with 33 in 1963) and an increase in traffic was noted in African countries.

123 new types of U.S. notes were identified, against 145 in 1963.

In a different connection, during November 1963 the Austrian police recovered about 100,000 counterfeit U.K. £5, £10, £20 and £50 notes and 41 plates, the remains of the counterfeits made in Sachsenhausen camp during the last war as part of the German plan for a "currency blitz".

### Reports on certain cases

*Argentina:* — In November 1964 the General Secretariat was informed by telegram that the captain of a Panamanian freighter had tried to pass counterfeit U.S. 50 bills in Montevideo (Uruguay). As the ship had already left port, the captain's name and the scheduled ports of call were sent to

the appropriate N.C.B.'s and the captain was questioned when he arrived in Mombasa (Kenya), Bombay (India) and Durban (South Africa). As his statements to the police at the first two of these ports did not tally with each other, the N.C.B.'s of Argentina and Uruguay will pursue their enquiries.

*Hong Kong:* — Having been informed that a Chinese, who had smuggled 40 counterfeit \$20 bills and 2 counterfeit cheques on a U.S. bank into Japan, had been arrested in Yokohama in October 1963, the Hong Kong police reported that 155 copies of an identical counterfeit \$20 bill and 120 counterfeit cheques on American banks — some of them of the same type as those seized in Japan — had been found in the previous January and that several Chinese had been arrested.

*Libya:* — In September 1964, 118 counterfeit U.S. \$50 notes (12.a.1158) were found and two Libyans were arrested as the climax of large-scale police operations involving several European countries. During August 1964 a large number of counterfeit U.S. \$50 notes were passed in jewellers' shops and hotels in Germany, Switzerland and the Netherlands by two men, one of whom was known as "Mike". Descriptions and this name were circulated in Europe and the men were identified as two Libyans. The trail led from Amsterdam, through Hamburg and Geneva to Benghazi where the pair were caught red-handed. They stated that they had obtained the counterfeits in Beirut (Lebanon). In December 1964 they were sentenced in Tripoli to 10 and 13 years' imprisonment.

*Netherlands:* — In April 1964, in Rotterdam, a counterfeit Turkish 500-lirasi note was seized from a Greek who stated that he had received it from a Hungarian named S.... who worked at a factory in Rotterdam. S...., however, was one of the aliases used by J...., an international criminal of Bulgarian origin who had a record of convictions for theft and fraud in Germany, Austria, France, Greece and Turkey. While serving a sentence in Turkey he had killed a fellow prisoner and had been sentenced to a further ten years' imprisonment. An international warning notice had been circulated about him in 1955. When his photograph was shown to the Greek who had been arrested in Rotterdam, the latter identified him as the man who had passed him the counterfeit Turkish note.

Belgium, Panama, Peru, Turkey, Upper Volta and Yugoslavia also reported interesting cases of counterfeit notes uttered in their countries.

#### **Manufacturing:**

Printing workshops were found in Germany, the U.S.A., Canada, France, India and the U.A.R.

Most counterfeiters use off-set as a method of printing except for serial numbers when typography is adopted. The paper is usually composed of chemical wood and rags and sized with resin. Among the innovations we might mention a counterfeit produced by means of an office copying machine.

THE REVIEW "COUNTERFEITS AND FORGERIES": 106 descriptions of counterfeits and 93 descriptions of new notes in circulation published.

#### *II. — METAL CURRENCY (including GOLD COINS)*

The number of coins seized decreased appreciably.

The Swiss and Italian police reported two important cases, the second of which is described below:

In September 1964, 333 counterfeit Swiss 20-franc gold coins were seized in Chiasso and Lugano. An Italian was arrested and stated that he had obtained the coins from an Italian woman in Modena. The Italian police were informed and quickly located the illicit workshop where a large number of coins had been manufactured. Twelve Italians were implicated.

#### *III. — OTHER COUNTERFEITS*

*Counterfeit cheques:* A very important case involving the cashing of counterfeit cheques and travellers' cheques, drawn on mostly non-existent American banks, came to light in Europe during July 1964. It seems that the counterfeiters belonged to a gang of South American criminals who specialize in negotiating counterfeit cheques with the help of forged passports. Numerous seizures were effected between July and December 1964.

In America a number of counterfeit cheques supposedly issued by the Vienna Central Savings Bank and drawn on a U.S. bank were found in the States and in various Latin American countries: they were being cashed by individuals using forged German passports.

A large number of counterfeit cheques were also seized in Hong Kong on three Filipinos who were using forged passports. Proceedings are being taken against them by the Philippine authorities.

Very few specimens of counterfeit cheques are sent to the General Secretariat. The counterfeiters' results — generally obtained by off-set printing — are usually mediocre. The engraved designs on the cheques issued by major banks have never been reproduced. More than half the cheques and travellers' cheques seized are drawn on non-existent banks. Victims are numerous because people are less accustomed to handling cheques than money.

*Counterfeit passports:* Persons cashing counterfeit cheques often use counterfeit or altered passports. No specimens of these were received but it seems that they are usually produced by means of simple, even portable, equipment. No workshops printing counterfeit passports were found.

*Miscellaneous counterfeits:* 179 counterfeit £5 British postal orders were found in Cyprus, counterfeit stock certificates were found in the U.S. and Switzerland and a plan to print international "Eurailpasses" in New York was discovered.

#### **Plenary and Committee Discussions.**

*Before this subject was discussed in plenary session a Committee was set up composed of representatives from:*

— *Australia, Brazil, Canada, Congo-Léopoldville, Ecuador, U.S.A., France, Guinea, India, Italy, Morocco, United Kingdom, Switzerland, Tanzania.*

Mr. BENHAMOU (France), unanimously elected Chairman of the Committee, congratulated the General Secretariat on its report and pointed out that the notes affected during the year had been mainly U.S. dollars, and that they had usually been altered or imitated in other countries.

He then said that coins, on the other hand, were usually manufactured in the countries in which they were legal tender except in the case of gold coins which were produced in one country and then distributed over a whole continent. He congratulated the Italian and Swiss police on their recent success (cf. above: The Report, II — Coins).





Mr. YANSANE (Guinea) began the discussions by saying that in 1961 his country had issued its own currency at par with the CFA franc. From 1963 onwards it had been noticed that a large number of Guinean notes were circulating both in Guinea and in certain neighbouring countries where they were not even legal tender. The effect of this was to oblige his government to withdraw these notes from circulation in 1963 and to replace them by others. Mr. Yansane hoped that co-operation with the African and other members of the I.C.P.O. would improve the situation.

When the new notes had been issued, several hundred million francs sent abroad were lost by people who had not had time to change them. On the other hand, the notes changed within the country had shown that the surplus were undoubtedly counterfeits which had been smuggled in.

The BRAZILIAN delegate said that in his country other institutions such as the Central Bank assisted the police in combating currency counterfeiting.

He then described a form of forgery consisting of altering notes of low face value — those worth 10, 50 and 100 cruzeiros for instance — to turn them into notes worth 100, 500 and 1,000 cruzeiros. He thought that Brazilian currency encouraged this type of alteration since they could be split in half and then stuck together after alteration. Another common form of counterfeiting was off-set printing and he described a development of this process which had unfortunately proved very successful.

The CHAIRMAN thanked the speaker and asked him to send a report on the new process to the General Secretariat.

The UNITED STATES delegate said that the problem of counterfeit currency was becoming alarming in African countries and he asked the delegate from Congo-Léopoldville to provide some details about an important case of counterfeit Congolese notes. He also reported the seizure of U.S. \$500,000 worth of \$5 bills in Johannesburg by the South African police which, on that occasion, had been assisted by Secret Service experts. There was a danger of counterfeiters taking advantage of disturbances in certain countries to utter counterfeit notes; this had happened in Tunisia, Saudi Arabia and Kuwait. He concluded by saying that there were a good

many counterfeit U.S. \$50 bills in circulation in West Africa and that the only way of remedying the situation would be to keep the Secretariat informed of all developments.

Replying to the United States delegate, the delegate from CONGO-LEOPOLDVILLE said that his country had never experienced this problem on a large scale within its borders but that a number of counterfeit notes had been seized in neighbouring countries such as Uganda. However Uganda was not a member of Interpol.

With regard to the dollars printed in Johannesburg, he thought that they might have been designed for mercenaries or U.N. personnel to smuggle into the Congo as the National Bank had not been informed of this case. He added that any new cases detected would be immediately reported to the Secretariat.

Mr. MANOPULO (Italy) then informed the Committee of two cases being investigated in his country. The first, which took place mainly in Milan, had led to the seizure of \$8,000, part of a stock of U.S. \$1,000,000 smuggled into Sicily several years before by Italians resident in the United States. The co-operation given by the U.S. authorities had been extremely valuable.

The second case, involving Naples, had already led to twelve arrests and was connected with traffic in narcotic drugs and stolen cars.

He also mentioned that during the past two months, two dangerous gangs of international counterfeiters of travellers' and bank cheques had been found in Italy. The first had been partially dismantled since 12 of the 25 members of the gang had been arrested. The second gang specialized in changing stolen cheques and travellers' cheques issued by banks throughout the world and of changing counterfeit cheques and other documents printed by a man who had been arrested in Milan.

The counterfeit cheques seized had been printed with the headings of 26 banks in different countries. The people responsible for changing them had been recruited in Latin America and sent to Europe, ostensibly for touristic purposes. The head of the gang sold the cheques to his subordinates for 50% of their face value and the latter, in turn, sold them to those responsible for uttering them for 30% of this value. Fifty members of the

gang had been denounced and nineteen, including the head and the counterfeiters, had been arrested in Italy. The N.C.B.'s of Argentina, Brazil, Peru, Uruguay, Chile, Paraguay, Bolivia, Spain, Switzerland, Germany, the U.S.A., France, Belgium, the United Kingdom, Mexico, Lebanon, Nigeria, India and Pakistan had co-operated on this case.

The gang numbered about a hundred persons and had by no means been completely dismantled. All N.C.B.'s were therefore asked to send the Secretariat any information available on this case as rapidly as possible.

The MOROCCAN delegate reminded the meeting of the case described the previous year and involving genuine 100 dirham notes cut up and stuck together with transparent tape. The notes had been fairly easy to detect individually but not when they were inserted in wads of bills. The case had been reported to the banks so that assistance could be obtained from the government departments concerned.

Speaking as a French delegate, the CHAIRMAN contrasted the case of the counterfeit 100-franc notes described in Caracas with a more recent case. In the former case the counterfeiter had worked alone for 13 years, doing the jobs of 7 experts, and his counterfeiters had been so deceptive that only the specialists of the Caisse Centrale of the Bank of France had been able to tell them from genuine notes. In the second case, on the other hand, investigators had been helped by the facts that the culprit was an ex-convict and the counterfeiters were of mediocre quality.

The UNITED KINGDOM delegate said that his country had few problems as far as currency counterfeiting was concerned except in the case of dollars. On the other hand, counterfeit travellers' cheques did raise a serious problem. Recently, a gang of counterfeiters had bought travellers' cheques, had deleted the signatures and had then reprinted them in order to change them on the Continent.

The General Secretariat should be informed immediately whenever cheques of this type were cashed.

The INDIAN delegate then said that proceedings were being taken in his country in connection with sixteen cases of currency counterfeiting and that fourteen gangs of criminals suspected of international activities — some of whose members were probably Indian — were being investigated.

The problems which arose in his country mainly concerned its neighbours: Saudi Arabia, Afghanistan, Kuwait, Pakistan, etc., for many of the counterfeiters came in from those areas. He added that India was also concerned about the smuggling of gold coins.

The Indian delegate ended by recommending co-operation through the N.C.B.'s and monthly publication of all information collected.

The CHAIRMAN did not think such monthly reports would be necessary in view of the fact that the General Secretariat prepared a list of the cases detected and the persons implicated every year. However, India should try to make arrangements for co-operation with neighbouring countries similar to those that had been made in Europe.

The INDIAN Delegate said that such co-operation already existed.

The UNITED STATES delegate asked all countries sending out information to use the terms used in "Counterfeits and Forgeries" so that everyone would realize what type of note was involved. The CHAIRMAN said that he would bring this remark to the attention of the Secretary General and concluded by expressing the view that he could give an account of the Committee's work to the General Assembly and *there would be no need for a draft resolution.*

*The Committee accepted this suggestion.*

## INTERNATIONAL TRADE IN GOLD AND DIAMONDS

### The report.

At the request of the General Assembly (1961 session in Copenhagen) "I.C.P.O.-Interpol member countries whose legislation

contains nothing against it have exchanged information both on individuals and groups of individuals engaging in the smuggling of gold or diamonds and on the technical means used to carry out such traffic as well as other related information."

Two questionnaires were sent out to affiliated countries, 61 of which replied.

The information thus obtained was classified in this way:

#### 1) CONTROL

- a) Is trading in gold and diamonds controlled?
- b) What permits are needed for importing or exporting these substances?
- c) Are there any exceptions to the general controls?
- d) What government departments deal with trade in these substances?

2) LAWS AND REGULATIONS: giving the references of the main texts controlling trade and specifying penalties.

3) PENALTIES (imposed by the courts, fiscal and customs authorities, etc.) for offences against the laws and regulations.

So that the information supplied may be brought up-to-date when necessary, it has been printed on separate sheets for each country and bound in loose-leaf form with the countries in alphabetical order. (1)

### Plenary Discussions.

*In plenary session* the SECRETARY GENERAL said that this subject had frequently been brought up during previous sessions but that co-operation had proved very difficult in practice in view of the fact that trading in gold was not controlled at all in some countries and was controlled in a variety of ways in others. In response to the Assembly's request, the Secretariat had collected all the information of a purely juridical nature it had received from various N.C.B.'s and had

published this information for all countries to use to their best advantage.

The INDIAN delegate recalled that this subject had often been brought up by his country during previous Assembly sessions and meetings of Heads of N.C.B.'s because it was one which directly affected India's economy.

The Indian delegate went on to make the following suggestions about ways in which this traffic could be combated: that information about smugglers and criminals be sent out well in advance of when it would be needed so that offenders could be caught red-handed on arrival at their destination; that it be possible to question people, to have people questioned, to have searches conducted and to obtain testimony from witnesses in member countries other than those directly concerned with the investigation of a particular case; that extradition procedure be accelerated; that accused persons be arrested and handed over to the courts of the countries concerned; that it be possible to summon foreign witnesses to give testimony in court; that Interpol member countries pass laws to this effect; that regional conferences be held regularly for the N.C.B.'s of neighbouring countries; that the suggestion made during the Assembly's 33rd session about publishing various countries' laws on smuggling be implemented; that information be constantly exchanged about the names of smugglers and members of trafficking syndicates; that the permits of aircraft pilots or seamen implicated in smuggling cases be withdrawn; finally, that a Committee be formed to study these suggestions and to publish and circulate a report on their findings.

The PRESIDENT thanked the Indian delegate for his suggestions and hoped that all Heads of N.C.B.'s present would try to implement them.

## INTERNATIONAL TRAFFIC IN WOMEN UNDER THE COVER OF EMPLOYMENT EXPOSING THEM TO PROSTITUTION

### The report.

In 1960, at its session in Washington, the I.C.P.O.-Interpol General Assembly adopted a resolution calling for:

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(1) It would obviously be impossible for us to give all the details of national laws and regulations here.

- (1) An international agreement making it impossible to recruit or hire women for work in other countries on the basis of contracts of questionable honesty and legality liable to lead or expose them to prostitution;
- (2) Effective national measures for preventing such forms of recruitment.

The report summarized below confines itself to seeking out methods of suppressing and preventing the international aspects of certain activities which resemble or are connected with traffic in women but which are not covered by international texts. By combining the terms of the 1904 International Agreement and of the 1910 and 1933 Conventions, it is possible to define traffic in women as the procuring of a woman, even if she is a consenting adult, for immoral purposes in a country other than that in which she habitually resides (1). The intentional character of the offence is clear.

41 countries replied to the General Secretariat's questionnaire on this subject, 17 of them either reporting cases relevant to the enquiry or making suggestions about suitable measures. The International Abolitionist Federation (I.A.F.) was also consulted.

The I.A.F. view: this Federation emphasized the advantages of 1949—1950 Convention but felt it could usefully be completed by an additional Convention.

Several I.A.F. resolutions have stressed the need:

A. To control or forbid any form — however indirect — of recruiting women for prostitution, of incitement to prostitution or of traffic in human beings and, in particular the hiring of women for exhibitions of alleged artistic interest and the employment of persons (male or female) to invite clients to drink or dance with them or to accept clients' invitations (1960 Congress, Cambridge);

B. To forbid the employment of persons under the age of 16 in places of entertainment and to protect minors going abroad to work as entertainers (1913 Congress, London).

*The problem is how to make it impossible to hire people for work likely to lead to prostitution without hampering desirable cultural exchanges.*

The I.A.F. suggests that *companies should be forbidden to tour in foreign countries*

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(1) For the sake of brevity, we shall use the word "abroad", which is usually appropriate in any case, instead of "in a country other than that in which she habitually resides".

except in cases in which a regular company, under the management of its director or his delegate, tours in accordance with a timetable specified in advance. Properly constituted troupes formed solely for touring abroad could be included in this category. Their movements should be reported to the authorities of the country in which they were formed and to this country's consuls abroad.

The hiring of girls by so-called film producers for work in another country should also be forbidden.

Provision is made in Article 20 of the 1949—1950 Convention for putting a stop to the *activities of intermediaries* and employers who hire people for work liable to lead them to engage in prostitution, but penalties should be specified.

It would also be a wise move to forbid the publication of advertisements offering employment without giving an address.

As far as "hostesses" are concerned, all countries should follow the example of those where the law forbids contact between entertainers and audience and also forbids the performers to collect money or sell goods.

Particularly difficult problems arise when women are hired individually to work abroad in a bar or place of entertainment. These problems cannot be solved when passports are issued as the current tendency is to facilitate travel abroad. However, when a *visa* is needed by people wishing to enter a country or to work there, it should be refused when the applicant is (a) a minor wishing to work in a place of entertainment, or (b) when the applicant is going to work in an establishment where offences against Articles 1 or 2 of the 1949—1950 Convention have been committed, or (c) when the applicant is to be employed as a "hostess".

With its reply, the I.A.F. enclosed a draft "Additional Convention" comprising 9 articles.

The report then gave the salient characteristics of the traffic.

1. — FACTORS AND MOTIVES: If young women are sent abroad, singly or in groups, to be employed in occupations which lead or could lead to prostitution, this is in response to foreign demand. The unscrupulous individuals who act as "exporters" know that



foreign women are especially prized in the entertainment establishments of certain countries while the managers of such establishments — the "importers" — expect to guarantee or increase their takings with the attraction of foreign women.

The movements of such women bring profit to all those who organize them including the agencies, procurers or impresarios responsible for their recruiting, the tour managers who hire out their companies to foreign establishments and the owners and managers of establishments who use the artists as "hostesses" after their act.

The case of women, some of them already prostitutes, who travel abroad to prostitute themselves while working as "barmaids" is also governed by economic factors such as the rates paid for prostitution in different countries.

## 2. — OCCUPATIONS WHICH ARE OR COULD BECOME PRE-PROSTITUTIONAL

It would be untrue and unjust to assert that theatre companies, variety acts or ballet groups formed to undertake foreign tours are dens of iniquity; most of these tours do excellent work in spreading the influence of their countries' cultures.

A) Danger arises when totally unqualified women are hired to appear abroad and are used, after their "performance" to encourage the predominantly male clientele to buy drinks. They are exposed to invitations likely to encourage debauchery, especially when they are actually hired to be hostesses or barmaids or simply sent abroad with a promise of employment at the other end.

Encouraged by debauched companions and excited by drink, inexperienced girls take the first fatal steps and then their precarious living conditions and total dependence on their employers turn them into prostitutes and keep them so.

B) It is not so easy to demonstrate a pre-prostitutional tendency in the case of domestic servants or film extras recruited for work abroad. A woman who finds herself alone and penniless in a foreign country is undeniably exposed to the risk of engaging in prostitution either on her own initiative or under the compulsion of a ponce but this outcome cannot be considered inevitable.

3. — RECRUITING. Candidates for troupes of variety artists and dancers are recruited mainly through advertisements offering posts in unspecified night clubs and adding "experience unnecessary". Rarely is anything more than a telephone or box number given in the way of an address. This anonymity often conceals a disreputable booking agency or a bogus impresario, etc. Prospective employers and their procurers looking for barmaids or hostesses also recruit personally among the customers and employees of bars and pleasure spots. When interviewed, candidates are told that they will be working abroad, that they will be trained, that accommodation will be provided and that the starting salary may soon be raised. All sorts of wonderful possibilities are hinted at and any candidates who trouble to enquire are assured that they will not have to work as hostesses.

The criteria for hiring a girl are simple: she must be young and physically attractive. After learning a few simple steps and some rudimentary routines, she will be termed an "artist".

Usually the hiring agent is working to the specifications of another agency or employer in the country of destination on whose behalf he will arrange for the necessary passports and visas, etc. and even sometimes provide minors with forged papers if the latter are willing to state in writing that they have the authorization of their parents or guardians.

Some procurers or recruiters, in league with employers, advance money for clothes and tickets to women hired individually in order to get them into debt at once and thus keep them at the mercy of their employers or ponces.

4. — TYPES OF WOMEN RECRUITED They are generally aged between 20 and 30 but some of them are minors. They come from the working classes and most are either unemployed or employed at jobs which do not require special qualifications (e.g. hairdressers, shopgirls, models, maids, etc.). Some of them have worked as barmaids or hostesses before being recruited and have led loose lives but they were not prostitutes. Usually they are alone in the world and the majority are of European origin.

5. — COUNTRIES TO WHICH THEY ARE SENT. The main emigration route seems to lead from Europe to the Near and Middle East and to sub-Saharan Africa. The traffic has its main source in the European countries which acceded to the 1949—1950 Convention and closed their licenced brothels and flows to countries which have not acceded to this Convention.

6. — FORMS OF CONTRACT USED: When women are hired by ponces or their accomplices, all agreements are verbal and they are merely given the address of the establishment they must go to.

Variety artists, hostesses, etc. are generally made to sign contracts which, in theory, protect both parties but in practice are devised to bind the employee to the employer on pain of severe penalties. Employers are only bound to pay salaries under certain conditions. Some performers do not even receive copies of their contracts or receive them in languages they do not understand with inaccurate summaries in their own language. In addition, these contracts hardly ever conform to national regulations on working conditions since they are drawn up by agencies or employers who are not authorized to hire labour and are not checked by the emigration authorities. They may not even be valid as private agreements since they contain *abusive clauses*. Their only value is, in fact, as a means by which employers can defend themselves or put pressure on their employees.

7. — DECEPTIONS: The women recruited are misled about a number of facts including the nature — or even the existence — of the job offered, the salary and the working conditions.

8. — ELEMENTS OF CONSTRAINT: Constraint of various degrees stems from the abusive clauses and also from the relationship between the employers and the artists. Numerous cases have come to light of women being threatened with violence or dismissal unless they "obliged" customers. One method of constraint used is to lend the women a fairly large sum when they are recruited so that they are not free to leave until they have repaid it. Some employers even keep the women's passports or return tickets (purchased to facilitate admission to the country).

Finally, the absence of any provision for payment of the return fare and the threat of heavy damages that can be claimed for breach of contract usually lead the women to accept their fate.

Financial hardship and disappointment undermine the women's morale. Long hours and alcohol tire them and bring them to submission. At first they will try to select their partners but in the end they will accept anyone.

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To choose the best legal means of suppressing this sort of activity it is important to know whether those involved consciously intend to lead or expose the women concerned to prostitution or are, at least, aware that they are doing so.

*This intention is clear* when prostitutes who call themselves "barmaids" are recruited to work in another country; when women are promised jobs as "barmaids" abroad but are incited to engage in prostitution when they arrive; when women are hired as domestic servants but encouraged to prostitute themselves once they are abroad.

These cases can all be dealt with under the laws on traffic in women and proxenetism.

*The intention is not obvious* when women are hired as maids or film extras for non-existent jobs abroad. In such cases, the women have usually paid a commission to a crooked agency or swindler and the offence committed should be dealt with by internal legislation on employment agencies and the emigration of workers.

*The intention is dubious* when women are hired to appear abroad as dancers, singers, hostesses, etc. but are mainly employed to entertain male customers and push the sale of drinks.

However, those responsible cannot help but realize that the women they recruit are employed in improper and corrupting ways. The anonymity of their advertisements betrays this. Even if they are not entirely aware of what they are doing, they are showing negligence in not finding out.

Among the phenomena not covered in the 1949—1950 Convention, there are two of major importance from the Interpol angle: *the means that can be used to suppress such activities and the means of preventing the hiring of women for such purposes.*

First of all, these activities must be declared criminal. When their outcome is successful, they involve at least two countries, the one where the woman is recruited and/or hired and the one to which she is sent, and should consequently be outlawed by an international instrument.

Then, preventive action must be taken at the recruiting and/or hiring stage by whatever means are best applicable in each country. Interpol can do no more than suggest possible measures as guidance.

#### 1) AN INTERNATIONAL AGREEMENT FOR THE SUPPRESSION OF THESE ACTIVITIES

A. *Procedure:* The 1949—1950 Convention defines traffic in women in Article 1 and makes it a criminal offence. This document embodies the provisions of all previous texts and should be the focal point of our efforts.

42 countries (22 of them affiliated to Interpol) have signed or acceded to this Convention.

Since it does not include any procedure for revision, a decision on this point could only be taken by a large segment (usually one-third) of the signatories. Moreover, a convention is always the fruit of long, sometimes difficult, discussions which attempted amendments might re-open. The best approach would therefore seem to be an additional convention or protocol, open for signature or accession only to countries which are parties to the 1949—1950 Convention. Countries which have not acceded to the latter would be free to sign either it alone or both documents.

B. *Substance:* The additional convention should make it a crime to hire or recruit women in the manner described above.

In order to prosecute people under Article 1 of the 1949—1950 Convention, the intention

to procure women for prostitution must be proved. Because such proof is difficult to obtain and because in most cases intention can only be established by showing the results of the hiring, engaging, etc. and the connections between these activities and the victims' prostitution, it seems preferable to make it an offence, *by virtue of the results*, to hire or procure women in certain cases.

The *preliminary draft international agreement* suggested by the Secretariat would therefore be worded as follows:

"The Contracting Parties agree:

1) To punish any person who, directly or through an intermediary, recruits or hires another person, even with that person's consent, to work in a country other than that in which the employee has habitually resided, for employment which, by virtue of the establishment in which the person is placed or appears or of the services required, fosters or could foster immoral activity or prostitution on the part of the person employed.

2) To consider as fostering or tending to foster immoral activity or prostitution on the part of the person recruited or hired, any job held by a woman from another country which involves or serves as a pretext for drinking or dancing, even with the consent of the employee and even on an occasional basis, with customers of the establishments where the person works or appears.

3) To consider it an aggravating circumstance to have recruited or hired for work in a foreign country in the conditions described in Paragraphs 1 and 2 above, which fostered or could have fostered immoral activity or prostitution on the part of the person employed, a person legally a minor in the country of recruitment."

The offence would thus comprise the following elements:

— Recruiting or procuring

— Involving two countries (the habitual residence of the person hired and the country to which she is sent)

- Attributing professional qualifications at the time of hiring
- Using the person hired to make customers drink and/or dance with them
- Hiring for a special kind of establishment  
And, sometimes:
- Hiring a person who is under age at the time of the engagement.

The police in the country to which the woman was sent — if it were a party to the new Convention — would be responsible for collecting evidence to substantiate the charge and should also supply particulars liable to establish the identity of the procurer.

Since the parties to the new convention would necessarily have acceded to that of 1949—1950, the channels for investigation and exchanging information instituted by the latter could be used for inquiries in the country to which the woman is sent and a special reference could be inserted to this effect.

Other provisions could be added to this text to deal with intentional complicity, with the problem of previous convictions in relation to professional disqualification and the loss of civic rights and, finally, with extradition.

## 2) PREVENTIVE MEASURES

A. *Measures instituted by the 1949—1950 Convention* (Articles 14, 15, 17, 18 and 20): these are incontestably useful in preventing the kind of situation described in this report.

It is to be hoped that more countries will become parties to this Convention and that all the countries which have already ratified or adhered to it will institute and enforce the measures called for.

B. *Specific preventive measures* (1) must be left to the initiative of each country. The following are merely submitted as suggestions.

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(1) The proposals which follow were, in part, adapted from measures taken or suggestions made by the authorities in Austria, France, the Netherlands and the United Kingdom.

### a) *Measures concerning impresarios and employers:*

— *Forbid* any person or organization of a private (2) nature to recruit or procure persons to be employed in commercial show places (3) without special authorization or a "showman's licence" to be granted after full investigation and on the production of financial guarantees.

— *Oblige* any organization or employer recruiting or procuring persons to work or appear in show places:

*To draw up* written contracts for any persons hired to work abroad;

*To give* a copy of this contract to any person hired, in his or her own language or a language with which he or she is familiar;

*To submit* the contract to the emigration authority and/or the police of the country in which the woman was hired to work abroad in commercial show places;

*To enroll* any person hired for such purposes in a variety artists' or stage hands' union;

*To declare* to the labour office and/or the police of the country of recruitment *all departures* of women hired for such work, giving full details of their identities, the nature of the work, the departure date, the duration of the contract, the country (or countries) to which they are going and the address(es) of the establishment(s) in which they are to work or appear;

*To keep a record* (of the engagements and departures) where these particulars are listed;

*To declare* the identities of women who are repatriated and the *date* of repatriation to the labour office and/or police;

*To deposit* with a labour or union office a sum large enough to pay the return fare of any woman hired in this way.

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(2) Private, i.e. profit-making or commercial.

(3) A "commercial show place" means an establishment run by an individual or company for commercial purposes.

— *Forbid* the recruiting of procuring of minors to work in commercial show places abroad.

b) *Measures concerning contracts*

*The following clauses should be obligatory:*

— A clause guaranteeing that in no case will the employee be asked to entertain, drink or dance with customers;

— A clause providing that the contract can be broken if the employee is asked to exercise any profession other than that specified in the contract;

— A clause making the organizers or employers responsible for travelling expenses in both directions and, where appropriate, for furnishing clothing and props;

— A clause stipulating that if the contract is broken by the employee, the maximum amount of damages due shall not exceed the equivalent of one month's salary;

— A clause attributing exclusive jurisdiction over disputes between employers and employees to the courts of the country in which the latter habitually reside.

*On the other hand, the following clauses should be outlawed:* any clauses enabling the "management" to impose monetary fines for professional mistakes and any clause whose terms bind the employees to abide by the "house rules" of the establishment in which they work.

It would be valuable for all countries to adopt standard contracts based on the above suggestions.

c) *Measures for checking and supervision:*

These are obviously the province of the government departments which control immigration, emigration and, in general, the movements of people across its frontiers.

In addition to those prescribed in the 1949—1950 Convention (1), we suggest the following:

— Require that all contracts for women hired to work in show places abroad be approved by the labour office and/or the police of the country of recruitment;

(1) Especially in articles 17 and 20; cf. above: A — Preventive measures instituted by the 1949—1950 Convention.

— Refuse to grant visas (when these are necessary) for entry in a professional capacity to any woman whose contract has not been approved by her country's police or labour office;

— Keep a record of (2):

— Women departing singly or in groups to work in commercial show places abroad, and notify the police of the country to which they are going;

— Women who arrive to work in commercial show places and notify the police of the countries they have come from;

— Acts of prostitution or pre-prostitutional behaviour on the part of women from another country and notify the police of the country from which they came.

(The purpose of the notifications being to identify organizers and exploiters).

d) *Measures concerning newspaper advertisements:* Advertisements offering employment should be banned when both these suspect features appear: when young women who are "physically attractive" or have "no previous experience" are required and when the advertiser remains anonymous.

e) *Penal sanctions:* Fines seem particularly apt since the exploiters should be stripped of their profits; short-term prison sentences also seem suitable.

We consider that convictions for offences of this type should also lead to the suspension of the culprit's passport or right to apply for one and the banning of the culprit from certain occupations.

## Plenary and committee discussions

*In plenary session* Mr. FERAUD (General Secretariat) reminded the Assembly that in 1960 the Secretariat had been asked to study possible amendments to the 1949 Convention on traffic in human beings but it had soon become apparent that if the Assembly's wishes were to be respected, research would have to concentrate on certain activities

(2) These recommendations were inspired by those of Resolution No. 7 on "Prostitution" adopted by the I.C.P.O. General Assembly at its 26th session (Lisbon, 1957).



which could be described as running parallel with traffic in women but were really a different type of phenomenon since they involved the use of contracts, some of which could be very dangerous.

The aim, therefore, had been to find a way to prevent and suppress activities of this kind by an international agreement, without trying to change the 1949 Convention which had only reached its final form after long and delicate discussions. The Secretariat had decided that the proper approach would be double-barrelled: suppressive measures to be defined in an international agreement distinct from the 1949 Convention, combined with preventive measures.

Mr. Féraud concluded by saying that the interesting information supplied by various countries would indicate what measures should be adopted and that the draft international agreement proposed by the Secretariat, although not claiming to be the last word on the subject, could give an idea of what to seek for.

At the President's request, the Observer from the International Abolitionist Federation took the floor and said that, on the American continent, this was a problem inherited from the colonial period. Although combating this evil was extremely difficult, there was no reason not to make energetic efforts. She hoped that, rather than an amendment to the 1949 Convention which had been signed by 88 countries, the Assembly would suggest *an additional Convention*.

She added that an intensive campaign had been launched in her own country — Peru — but had not aroused as much interest as it should have. However, only by perseverance could this evil be eliminated.

The PRESIDENT thanked the I.A.F. Observer and asked the Assembly to set up a Committee to study this subject.

Representatives of the following countries and organizations agreed to sit on the Committee:

— *Netherlands Antilles, Bolivia, Colombia, U.S.A., Spain, France, Italy, United Kingdom, Tunisia, Uruguay, International Abolitionist Federation, U.N.O.*

*At the suggestion of the Italian delegate Mr. HERRERO (Spain) was elected Chairman of the Committee.*

The Chairman began by commenting on

the exhaustive nature of the Secretariat report.

The I.A.F. Observer began by describing the problem as serious. She explained that the 1949 Convention had never been fully applied and that the I.A.F. had drawn up a draft complementary Convention.

The TUNISIAN delegate pleaded for a text aimed not only at procurers and proprietors but also attacking the real profiteers who often kept in the background. He did not think that Interpol should remain imprisoned by the letter of the law.

Mr. FERAUD (General Secretariat) reminded the meeting that the problem under discussion was that of women recruited or hired under cover of contracts of dubious value for work liable to make them become prostitutes. The aim was to find a way of suppressing this form of traffic in women and, as the Tunisian delegate had rightly said, to punish the real exploiters as severely as the organizers of the traffic if not more so.

He pointed out that the Secretariat report contained a suggested draft international agreement designed to be independent of the 1949 Convention but which could be attached to the latter. It also contained a list of suggested preventive measures among which the Committee could make its choice. As it would be no easy matter to have a supplementary international convention passed and put into effect, there was a need for preventive measures which would be easy to apply and for countries to choose those best adapted to their own needs and laws.

The FRENCH delegate begged the Committee not to stray onto the problem of traffic in women in general but to stick to the aspect of prostitution being dealt with. Efforts to stop prostitution had always come to grief on the difficulty of suppressing the actions of intermediaries. The only possible effective remedy would be active co-operation among Interpol member countries with a view to an exchange of information between the countries in which the victims of this traffic embarked and disembarked. From a legal point of view, the countries in which women are recruited cannot punish recruiters without having some knowledge of what happened when the women reached their destination. The country of destination could punish the local exploiter of such women but how could it discover who was at the source of this illicit traffic.

He went on to say that France had long advocated the application of simple and effective measures. On the subject of the model agreement, he criticized Article 1 as dealing with the offence of living on immoral earnings which was already fully covered in French law. As far as the police were concerned, he said, women who went abroad were out of reach and those who returned were hardly ever of any assistance.

Moreover, Article 2, which embodied the concept of a non-intentional offence, would raise major legal difficulties in France. The recruiting agent might not be acting entirely in bad faith, the local employer might be the victim of his customers, the women concerned might have consented in one way or another, etc. In short, he found these two articles excellent in principle but of doubtful practical value.

Dr. SOLANO (I.A.F. Observer) said that the consent of the women involved was immaterial. Young women could rapidly become depraved as the result of certain forms of treatment even in their own countries and the same result was even easier to achieve if the women were abroad.

The UNITED KINGDOM delegate agreed with the views of the delegate from France. He emphasized the social aspect of the problem — a problem the police could not hope to solve by themselves — and warned the Committee not to expect too much from the signing of a Convention. He thought that more could be achieved by preventive measures and warning potential victims, e.g. by distributing a booklet on the subject to women liable to be drawn into prostitution in this way, both to enable them to keep out of danger and to help them to escape if need be.

The ARGENTINE delegate also thought that prevention was very important. He said that since 1958 there had been no cases of illicit traffic in women in Argentina and that the State was arranging for talks to be given on this subject in educational establishments and dancing schools. He was convinced that prevention through education was the best policy.

The BOLIVIAN delegate said that prostitution was an offence in his country but that the persistence of this practice had led the government to arrange for children to be given sexual education in schools.

Mr. FERAUD (General Secretariat) said that the French delegate's comments had certainly been well founded but that international agreements often required certain countries to make concessions as far as their own laws were concerned. The Secretariat's draft was specially adapted to the type of activities being considered and it purposely contained no reference to the intentional character of the offence since it was this reference which had made traffic in women so difficult to suppress in the past. The Secretariat was not insisting that the draft agreement be approved for it fully realized the problems of wording and application to which it could give rise. In connection with the important preventive aspect, the United Kingdom delegate's remarks had been extremely valuable. It would be up to the Committee to draft a resolution recommending a set of measures from which countries could take their choice and taking into account what the Argentine and Bolivian delegates had said about prevention through information and education.

The U.N. Observer felt that the Secretariat's report could serve as a starting point for a new approach to the problem. The U.N. was always ready to co-operate with efforts to improve matters and would definitely take note of this thorough and timely document. Traffic in women under the cover of apparently legal contracts was a serious matter and the U.N.'s programme set by the Social Commission at its most recent meeting included a meeting of experts in 1966 or 1967 designed to evaluate recent trends in policy on the problem of traffic in women and

*The Bolivian and Argentine delegations.*



prostitution. It was still important for more countries to accede to the 1949 Convention, for instance.

He felt that the Secretariat had had a fruitful idea in trying to substitute the concept of result for that of intention since this could open the way to a solution of some of the difficulties which had hampered courts and the police.

Nevertheless, he added, he could not speak for the U.N. legal department which had not been consulted. However, the Secretariat's report would provide an excellent basis for discussions. The U.N. was favourably disposed towards this initiative and hoped that close relations between the two Organizations would achieve good results. The U.N. Social Defense Section, too, would be interested in the preventive measures suggested.

In answer to a question from the TUNISIAN delegate, the CHAIRMAN said that the draft would leave all countries completely free to choose the preventive measures most suitable for adaptation to their own laws.

The BOLIVIAN delegate again reminded the meeting of the educational and social measures taken in his country and said that an ounce of prevention was worth a pound of cure.

The CHAIRMAN called for a drafting party to work on the resolution.

*Delegates from Argentina, Bolivia, France and the U.S.A. agreed to form the drafting party.*

The following resolution was adopted by the Committee and submitted to the Assembly:

## RESOLUTION

HAVING NOTED the fact that a particular form of international traffic in human being is spreading under the cover of engagements and employment which expose or lead women to become prostitutes in countries other than those in which they habitually reside;

HAVING STUDIED AND DISCUSSED the Report submitted by the General Secretariat entitled "International traffic in women under the cover of employment exposing them to prostitution";

The I.C.P.O.-Interpol General Assembly, meeting in Rio de Janeiro at its 34th session:

CONGRATULATES the General Secretariat on its well documented and precise report on this problem;

ASKS the Secretary General to enter into contact with the U.N.O. to prepare an international agreement which would enable signatory countries to adapt their laws to the present threat.

Moreover:

WHEREAS the General Secretariat has listed measures of undoubted practical value, designed to combat the employment of women in ways which expose them to prostitution;

The I.C.P.O.-Interpol General Assembly further:

SUGGESTS that each member country undertake a study of the particular measures likely to provide solutions to its own problems in this field;

RECOMMENDS that an effort be made to educate adolescents to avoid the pitfalls of prostitution.

Finally:

WHEREAS all police forces have great difficulty in obtaining evidence in cases of proxenetism with international ramifications;

The I.C.P.O.-Interpol General Assembly:

ESPECIALLY REQUESTS all members to answer any enquiries on this subject as rapidly and fully as possible so that the illicit activities of all intermediaries, whatever their countries, may be brought to light.

*This Resolution was adopted with 51 votes in favour and no abstentions or votes against.*





## INTERNATIONAL CO-OPERATION IN THE STUDY OF FINGERPRINTING PROCEDURES

In the course of the 33rd session of the I.C.P.O.-Interpol General Assembly, the Colombian delegation pleaded the case for studying fingerprinting questions on an international basis.

Fingerprinting was added to the policeman's kit at the beginning of the century and during the first decades of use it aroused lively interest among investigators. It became standard equipment in all police departments everywhere in the world and then, after a time, the very perfection of the technique seemed rather to discourage further inquiry and research.

However, the Colombian communication lists the following points as still worthy of study: the adoption of a "continental", if not universal, system of classification to cope with the problem of formulae which crop up frequently in the major classifications; the evaluation of characteristic points and of structural variations in proportion to the frequency with which they occur in fingerprints; determining the number of characteristic points required for a positive identification; determination of the number of characteristic points required to prove two palm-prints identical.

The list could also include all the aspects of modern technical procedures of fingerprinting and of photographing, transmitting, and even classifying, the results (punch cards, computers, etc.).

From its foundation — in 1923 — until 1944, the Organization devoted its main energies in this field to studying and testing a method known as the "Jorgensen" system which would make it possible to telegraph fingerprint formulae anywhere in the world. As these efforts did not prove fruitful, other fingerprinting questions have been broached since 1946 and several reports have been submitted to the General Assembly (in 1953, 1955, 1958 and 1960).

In addition, at least 45 articles have appeared in the International Criminal Police Review.

The General Assembly reports are studied by all member countries and their specialists' conclusions are published but there has hardly ever been technical discussion of their contents at General Assembly sessions. Ar-

ticles in the I.C.P.R., on the other hand, reach more specialists more easily and among this audience are to be found those best equipped to test proposed systems. However, they are even less likely than General Assembly reports to promote discussions among experts.

It would seem important, therefore, to find a working method which would lead fingerprint experts to conduct research and then to discuss their results.

The following concrete proposals were therefore submitted to the General Assembly for discussion:

a) The International Criminal Police Review should continue to be used for the diffusion of ideas, techniques, methods or experts' observations. It can easily be distributed by the N.C.B.'s to specialists in their countries.

b) To help the General Secretariat estimate the value of work which is submitted for publication in the International Review, it would undoubtedly be advisable to appoint one or two Advisers (preferably, of different native tongues) on fingerprinting chosen "from among those who have a worldwide reputation" in their field.

c) Periodically, at intervals of four or perhaps five years, symposia would be held at the Organization's headquarters for fingerprinting experts to discuss problems connected with the taking of finger and palm prints and their subsequent use. The technical conclusions which emerge from these seminars or symposia would be submitted to the General Assembly which would then take any necessary decisions in the form of resolutions.

The Assembly accepted this plan. Consequently:

— The International Criminal Police Review will be prepared to publish four to six articles by fingerprint specialists a year.

— Names of possible Advisers should be sent by the N.C.B.'s to the General Secretariat before 31st December 1965 for consideration by the Executive Committee.

— The first international symposium of fingerprint experts could be held during 1967.



# THE NATIONAL CENTRAL BUREAUS OF THE I.C.P.O.-INTERPOL : POLICY

## The report.

### HISTORY

When the International Criminal Police Commission was set up in 1923, various resolutions and recommendations spoke of the need to centralize national law enforcement activities in order to combat certain offences but no specific proposals appear to have been made to implement international co-operation.

In 1925, Belgian and British participants (1) at an international penitentiary congress held in London made suggestions which led to the adoption of the following resolution:

*"Each state should appoint a central police authority authorized to communicate directly and in the easiest possible way with similar authorities in other countries".*

In 1926, at the International Police Congress in Berlin — held jointly with the 3rd annual conference of our Organization — the Belgian representative submitted a draft international convention which embodied the suggestion made in 1925. Then, in 1927, at its 4th annual conference, the I.C.P.C. adopted the following text:

*"The Commission expresses the wish that its members suggest to their countries, if such a service does not already exist, the setting up of a bureau of national and international criminal records for the rapid exchange of information on international criminals with the bureaus of other countries."*

These suggestions began to take effect from 1927/1928 onwards when central bureaus were set up in Vienna, Berlin, Amsterdam, Brussels, Paris and several other capitals.

In 1946, when the Organization was reconstituted, Mr. F. E. Louwage (Belgium) (2) mentioned the services rendered by the

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(1) Messrs. P. Cornil and Bisthoven (Belgium) and Sir Basil Thomson (U.K.). The latter, in particular, stated that the government of each country should appoint one of the police branches in its capital to fill the role of correspondent with foreign police forces in all cases of international crime.

(2) Mr. F. E. Louwage was President of the I.C.P.C. from 1946 to 1956.

N.C.B.'s (3). However, there was no reference to them in the Constitution of the then I.C.P.C.

In October 1946, the General Secretariat drew attention to the important rôle of the N.C.B.'s (4). In 1947, at its 16th session, the Assembly studied two reports on this subject (5) and adopted a resolution. In 1948 and 1954 there were further discussions and other resolutions (6).

As other countries joined the Organization, the General Secretariat offered advice and made suggestions — based on the General Assembly's resolutions and on the experience of affiliated countries — and also regularly published a list of the N.C.B.'s.

In 1956, the idea of National Central Bureaus was sufficiently clear and well established for the Constitution to recognize their existence (Articles 31, 32 and 33).

### WHAT IS A NATIONAL CENTRAL BUREAU?

**"The National Central Bureaus are the bodies appointed in each country to be the foothold for international police co-operation within the framework of the I.C.P.O.-Interpol".**

At the national level, an Interpol National Central Bureau (or N.C.B.) is the correspondent, the representative, the competent responsible authority of the Organization; consequently it is the national centre for matters of police co-operation. Its role is capital.

### WHY A NATIONAL CENTRAL BUREAU?

In the countries — still numerous to-day — where there are several police forces or where such forces are decentralized, the very idea of a "central bureau" may seem to infringe the autonomy of the decentralized authorities. Nonetheless, all the reasons which militated in favour of the creation of national central bureaus in 1927 are still present to-day. They can be summarized as follows:

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- (3) cf. I.C.P.R., No. 1, September 1946, p. 10.
  - (4) cf. I.C.P.R., No. 2, October 1946, pp. 25 to 27.
  - (5) cf. I.C.P.R., No. 9, 1947, pp. 17 to 19.
  - (6) cf. I.C.P.R. No. 83, pp. 318 to 322.

1. It is practically impossible for anyone to be familiar with the structure of all the police forces of the world. Consequently, a specific department, known to all, must exist to facilitate co-operation with foreign countries. Furthermore, when there are several police forces in the same country, problems of competence arise which cannot be settled by an outside party. That is why each country must designate an authority responsible for handling requests and cases.

2. International co-operation should be conducted in a spirit of courtesy and goodwill. This cannot be demanded of everybody but it can easily be created in a specific department.

3. International relations have to overcome language difficulties and the necessary specialists can only be assembled in a central bureau.

4. Police co-operation is always a delicate matter involving a country's responsibility. It is consequently essential for close and permanent control to be exercised, particularly on matters dealt with in Article 3 of the Organization's Constitution. Whether a country is centralized or not, its global sovereignty is committed when it co-operates with foreign authorities and the internal cohesion which is indispensable will be achieved more easily by a central department fully conscious of the scope and limits of its activities.

5. As co-operation increases, the need arises for discipline imposed by specialists familiar with all the rules, traditions and machinery of the Organization.

6. The concentration of responsibility in fewer hands facilitates personal contacts which can often be useful in difficult cases as a complement to purely administrative liaison.

7. From the purely technical and national point of view, information on international criminals should be centralized.

8. Experience has shown that powerful and expensive equipment is needed to maintain effective, constantly expanding international co-operation, particularly in the sphere of communications. This equipment cannot be distributed over several offices.

9. Police co-operation within the Interpol framework involves very varied forms of action by the police and occasionally calls for a series of measures (e.g. the pursuit and capture of criminals, the legal proceedings

taken against them, juridical and technical research, decisions on fundamental principles, etc.) The department responsible must consequently have wide powers.

### THE APPOINTMENT OF A NATIONAL CENTRAL BUREAU

In a country where the police has no central authority (almost non-existent nowadays) an entirely new department has to be created in order to deal with international police co-operation. The N.C.B.'s of Belgium, the Netherlands and several other countries were set up in this way. However, in a country where the police force is wholly or partially centralized, there is always a controlling body, a headquarters, providing a solution to the problem. In all cases, however, a distinction must be made between the authority officially responsible for the bureau and the office in which the actual work is done.

A. — OFFICIAL RESPONSIBILITY. Most affiliated countries have been able to follow the Constitution and appoint "a body to serve as the National Central Bureau."

The choice of body has been governed by the following considerations: appointing a "department" rather than a person shows the

*The Secretary General presenting an Assembly badge to General Riograndino Kruef.*



official, permanent and impersonal character of international co-operation; the department must have far-reaching powers and considerable moral authority and its head must be in a position to give orders or make suggestions which carry weight; a *police* department is particularly well placed to institute action whenever necessary.

In practice, high-level departments in the police force have been chosen to act as N.C.B.'s since the heads of such departments are able to assume heavy responsibilities.

B. — EXECUTIVE WORK. If the responsibility for Interpol co-operation has been entrusted to a high-level department, the head of the department may not be able to deal with the ordinary, day-to-day tasks involved himself. In such cases, he will appoint a team to discharge these concrete, specific duties under his responsibility and supervision.

#### PROCEDURE FOR THE APPOINTMENT OF A NATIONAL CENTRAL BUREAU

Every effort should be made to make the appointment at governmental level, to avoid any subsequent conflict over functions and competence and to enable the N.C.B. to do its work with authority. In many countries this appointment has been ratified by an official order, law or decree, etc.

It is strongly recommended that all countries formally ratify the appointment and role of their N.C.B.'s.

#### AIMS AND JURISDICTION OF THE NATIONAL CENTRAL BUREAUS

Article 32 of the Constitution specifies the aims of N.C.B.'s as follows:

*"In order to ensure the above co-operation, each country shall appoint a body which will serve as the National Central Bureau. It shall ensure liaison with:*

- a) *The various departments in the country;*
- b) *Those bodies in other countries serving as National Central Bureaus;*
- c) *The Organization's General Secretariat."*

A. — SCOPE OF ACTIVITIES. The fundamental purpose of the N.C.B.'s is to contribute to the international efforts to combat offences against ordinary criminal law by

exchanging information, conducting international investigations, transmitting requests, checking identification and taking action such as arrests, etc.

This role is and remains essential.

Their functions have, however, developed as the I.C.P.O.-Interpol has expanded.

N.C.B.'s now find themselves taking part in research on theoretical subjects, for instance, and this form of activity will certainly increase. The N.C.B.'s also have to ensure that decisions taken by the Organization are made known and implemented.

It is also the N.C.B.'s which usually send representatives to the Organization's General Assemblies although it is advisable for representatives from the other major police agencies concerned with preventing and combating crime to be represented as well.

All this constitutes an extremely heavy burden of work, especially in countries where the police forces are decentralized. The N.C.B.'s should equip themselves with all they need in order to perform their tasks as well as possible.

B — ASPECTS OF THE WORK: The work performed by N.C.B.'s has three main aspects (cf. Article 32 of the Constitution).

(1) *Vis-à-vis the various departments in the N.C.B.'s own country*, including not only those under the same administrative authority, but also all other departments in the country liable to be concerned in international police co-operation such as the local police forces of decentralized countries, the customs and immigration departments, the ministry of financial affairs, etc. It should also be borne in mind that other branches of the police than the C.I.D. may also be involved. Most of all, we should emphasize that close relations must exist between the N.C.B.'s and the judicial authority, especially at the beginning and end of a case. Official international documents such as the European Convention on extradition and the European Convention on mutual assistance in criminal matters mention this point.

(2) *With the N.C.B.'s of other affiliated countries*: these relations should naturally be direct and free from formalities. Their need for speed and efficiency does not mean that

courtesy should be overlooked — The addresses of N.C.B.'s are published in a ring-bound booklet by the General Secretariat in order to facilitate contacts.

N.C.B.'s are asked to register their telegraphic address as "INTERPOL" with their postal authorities in order to simplify the addressing of telegrams.

(3) *With the Organization's General Secretariat:* The General Secretariat, which is the pivot of the whole Organization, can only fulfil its role if it gets whole-hearted co-operation from the N.C.B.'s and if the latter heed and respect the documents it issues and apply the suggestions it formulates. Relations between the N.C.B.'s and the Secretariat have, in fact, been cordial and harmonious for years.

C. — WORKING METHODS: We have seen that N.C.B.'s often have to take action in association with numerous authorities. This raises an important question: should the N.C.B. be merely a liaison service or should it engage in police operations such as arrests, seizures, investigations, etc.? Here again, everything depends on the situation in the country itself but a line of action can be provided by considering the distinction between the *body appointed* as N.C.B. and the *group handling* the routine work of co-operation.

(1) The *body appointed* as N.C.B. should be empowered to order or, at least, to initiate important police operations; goodwill and courtesy will not suffice for effective police co-operation.

(2) In normal circumstances, all branches of a country's police force will work with the N.C.B. to support international police action and, in a great majority of countries and cases nothing will be gained by having the group which handles Interpol affairs take a hand directly; all it needs to do is to set the apparatus in motion. However, on condition that such action is in keeping with the structure of the police force concerned, it is conceivable that the Interpol team should undertake urgent operations. If "direct" action by the Interpol team is confined to such cases which are then turned over to the department normally responsible for dealing with them, there will be no danger of conflict.

(3) If the police branches normally concerned are notoriously inadequate and fail

to provide an N.C.B. with constant, diligent co-operation, it is conceivable that the Interpol team should take direct action in other circumstances, the definition of which must be left to each country.

(4) In all cases, the Interpol team must be able to exercise some control over the handling of cases involving international co-operation and dealt with by other police branches. There is a difference between working as a liaison service and merely acting as a letter-box. The person responsible for co-operation with other countries must be able to supervise the handling of the cases he refers to other branches.

### EXCEPTIONS

Three sets of exceptional circumstances are worth considering:

A. — *Relations between different police forces:* Convenience or tradition may occasionally lead to direct contact between the police forces of different countries, especially in the case of border forces. However, N.C.B.'s should always be kept informed of such contacts and co-operation through N.C.B. channels should be resumed as soon as possible.

B. — *Impossibility of setting up an N.C.B.:* This case is covered in Article 33 of the Constitution. One solution involves the setting-up of several "Interpol centres" chosen for geographical reasons or because of their special facilities. For instance, the United Kingdom has appointed the Hong Kong police force an "annex" of the British N.C.B. and permanent correspondents handling only currency counterfeiting cases have been designated in Mexico and Guatemala in addition to those countries' N.C.B.'s.

Such solutions should be avoided whenever possible and are, in fact, rare. It is preferable for all co-operation with a country to centre on its N.C.B. and the General Secretariat is authorized by the Constitution to find the best answers to special circumstances.

C. — *The offices stemming from the conventions of 1904/1949, 1929 and 1936:* A number of international conventions have been signed in a effort to combat certain typically "international" offences (e.g. 1904/1949 on traffic in women, 1929 on counterfeiting, 1936 on traffic in narcotic drugs).

On the advice of the experts who prepared these texts (among whom were representatives of the I.C.P.O. or I.C.P.C.), the conventions made provision for the setting-up in each country of special offices responsible for centralizing information and corresponding with their foreign counterparts. At that time, most countries had decentralized police forces and the drafters of the conventions were attempting to encourage national centralization and to remove international police relations from the traditional diplomatic channels.

In practice, these offices are perfectly compatible with the Interpol N.C.B.'s. For one thing, as a result of the progressive centralization of police branches, the offices nearly always form part of the "body appointed to serve as N.C.B." and are consequently involved in Interpol activities. In other cases, the department "in charge of Interpol cases" has also been appointed to perform the duties devolving on such offices. Finally, the offices set up as a result of the above conventions only exist in a limited number of countries and few of them have any administrative autonomy.

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The I.C.P.O.-Interpol has always left the widest possible freedom to each country to organize its N.C.B. in the most efficient manner. However, there appeared to be room for a clearly expressed general statement of principles.

### **The discussions.**

In plenary session the SECRETARY

GENERAL said that the report had been approved after careful study by the Executive Committee. In view of the lack of guidance in the Constitution, this text could be of value to recently affiliated countries wishing to organize their N.C.B.'s. It could also enable long-standing members to improve and consolidate the position of their Bureaus.

The PRESIDENT read the draft resolution accompanying the report and reminded the Assembly that it would have to be adopted by a two-thirds majority of members present if it were to be attached to the General Regulations as an appendix.

### **RESOLUTION**

In view of the Organization's Constitution (Articles 31, 32 and 33);

And given the essential importance of the National Central Bureaus as the footholds of the Organization and the absence of any text concerning their structure and their functions;

The I.C.P.O.-Interpol General Assembly meeting on 17th June 1965 in Rio de Janeiro at its 34th session:

- 1) APPROVES the document (1) attached to this present resolution and entitled "The National Central Bureaus: Policy" and considers it henceforth an Appendix to the General Regulations;
- 2) BINDS all countries affiliated in the Organization to apply the policy concepts which it contains.

*This Resolution was unanimously adopted.*

## **MISCELLANEOUS MATTERS**

### **The investigation of cases of stolen motor vehicles.**

The UNITED KINGDOM delegate began by saying that in Caracas his country's representative has asked that this subject be studied as the number of vehicles stolen had increased tenfold in the U.K. over the past ten years.

He gave a brief description of the methods used to register vehicles in the U.K. and then explained how thieves operated and how they used parts of cars that had been serious-

ly damaged in accidents to provide stolen vehicles with new characteristics so as to puzzle investigators. He added that "tinkering" of this type could cause serious accidents and insurance companies — in liaison with the police — were now taking certain measures in respect of seriously damaged vehicles in order to provide information which could be used to prevent thefts.

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(1) The document was, in fact, too bulky to be attached to the Resolution; it was published as "Report No. 5" to the 1965 session of the General Assembly and adopted without any alterations. It will be distributed in the form of a booklet.





The speaker went on to say that stolen cars were often sold by auction and that this form of trading was therefore strictly controlled in Great Britain. Other methods of disposing of stolen cars which made it difficult to trace them involved the exchanging of vehicles bought on hire purchase terms and the sending of stolen cars abroad (for further details cf. I.C.P.R. No. 190, p. 197).

Scotland Yard had set up a special squad, the members of which were required to be both detectives and mechanics, to combat these methods. However, the police had to keep in close contact with the registration authorities, the customs, the insurance companies, the hire-purchase sales institutions and other bodies of the same type. A handbook giving a list of all the models of cars with particulars of engines, measurements, etc. had been printed.

He ended by saying that the international character of traffic in stolen cars showed the vital importance of close co-operation between the police forces of the U.K. and those of the Continent.

The FRENCH delegate then said that his country, which had an enormous number of cars, was particularly interested in this problem. The central office set up to suppress car thefts had prepared a paper which it would give to the General Secretariat. The paper ended by suggesting that the fitting of anti-theft devices be made compulsory by law and by recommending that manufacturers should record and file the numbers of all parts, that countries especially affected should set up central offices and that systems of identification markings and serial numbers should be standardized.

He added that the paper he had mentioned included a report by the Paris Prefecture of Police on the methods used by car thieves in their area and he ended by asking that this subject be discussed again at the next session.

The PRESIDENT agreed to this suggestion.

The VENEZUELAN delegate then described the situation in his country and the methods used to prevent and investigate this type of crime (e.g. by setting up a special squad, checking the entry and exit of vehicles

and co-operation with all the services connected with cars in any way). These measures had been very successful.

The COLOMBIAN delegate then said that his country's police were making every effort to combat thefts of motor vehicles and he emphasized the responsibilities of owners of parking lots who sometimes hand over keys to thieves. Co-operation between the police and customs authorities was also necessary.

The BRAZILIAN delegate stressed the importance of the problem of vehicle identification in cases of theft or smuggling. He recommended that a confidential international system of vehicle numbering be instituted and that Interpol member countries create a records office for this purpose.

### Treatment of offenders.

Mr. BENOIT (Switzerland) explained that over the past few years people arrested abroad at the request of the Swiss authorities had subsequently complained about the detention conditions and especially about the lack of hygiene, food and space. Swiss diplomatic personnel had found out that the complaints were justified and the question had even arisen as to whether it would not be preferable to abandon any idea of extradition rather than to expose petty criminals to detention for long periods under conditions which were an insult to human beings. He felt that the I.C.P.O. should consider this subject in view of the fact that international co-operation could be compromised if certain countries decided to give up asking for extradition because of the detention conditions in a certain state.

Finally, he reminded the Assembly that in 1958 the U.N.O. had prepared a document on the minimal rules to be applied in the treatment of detainees, accompanied by certain recommendations which Interpol member countries should observe. The Swiss delegation might well submit a resolution on this subject at the next session and would therefore like to have the matter studied.

The SECRETARY GENERAL said that since a number of delegates did not seem to be familiar with the U.N. document mentioned, copies would be sent to all N.C.B.'s.

### III. Accessory meetings

#### MEETING OF THE HEADS OF NATIONAL CENTRAL BUREAUS

*Mr. BACON (United Kingdom) was unanimously elected Chairman of this meeting.*

Once again, this meeting proved particularly important and the Heads of N.C.B.'s discussed a number of subjects, some of them only distantly related to the working of the Organization. A brief summary of their discussions is given below.

**CRIME CONNECTED WITH AIR TRANSPORT:** — After an important statement by the OBSERVER from the International Air Transport Association, the FRENCH delegate said that thefts usually took place during stop-overs and goods were stolen either from baggage compartments or from the passenger cabin if passengers left their hand luggage behind when disembarking to spend their transit time in the terminal building. Certain measures might, he felt, be recommended to airline companies that had not adopted them. For instance, aircraft should be guarded both inside and out, at least while in transit, even though this would require a large airport staff. Packages could be protected by the installation of strongboxes for small valuable articles and by fitting safety devices to baggage compartments to protect bulky cargo. He again insisted that such suggestions should be transmitted to the airline companies.

Mr. AUBE (General Secretariat) said that since the resolution on *fraud involving airline tickets* had been adopted in Caracas, the General Secretariat had received case reports from I.A.T.A. regularly. In this connection the SECRETARY GENERAL pointed out that crooks were very conscious of the profits to be made from selling airline tickets and that some of them used such tickets for trafficking in currency.

**INTERNATIONAL FRAUDS:** — The United States delegation asked for more extensive international co-operation in connection with international frauds.

The U.S. delegate said that this was an extremely complex, new form of large-scale theft involving the industrial and commercial

field. Moreover, the problem was affecting the whole world and the crooks responsible might never set foot in the countries in which their offences were committed. The legal problems arising in such circumstances were obvious and decisions had to be taken on questions such as who should conduct enquiries — the authorities of the country in which the swindler had operated or those of the country in which his victims resided? Which country should assume the cost of the trial? Where was the person against whom criminal proceedings should be taken?

He added that Interpol could play an important part in this field by encouraging all the countries concerned to exchange far more detailed information. The laws and regulations of various countries could be studied with a view to suggesting alterations giving the police the powers they needed to arrest swindlers and bring them to court.

The VENEZUELAN delegate reported the case of a man who had advertised in several Caracas newspapers offering to invest money at extraordinarily high rates of interest in a North American bank.

The ARGENTINE delegate informed the meeting of a case of international fraud committed by means of postal orders supposedly issued by the Banco Popular of Argentina for \$800,000 each. When warned by the Bank, the Argentine Federal police had obtained co-operation from all the countries concerned through the Buenos Aires N.C.B. and the General Secretariat and the speed at which action was taken had enabled the case to be concluded successfully. He hoped that this success would serve as an example for the only weapon in the hands of the police were their competence, their enthusiasm and their conscientiousness.

The CHILEAN delegate then said that he wished to associate himself with the U.S. delegate's views. He felt that it was regrettable that banks could not intervene directly and thought that the General Secretariat should try to have this situation altered because

swindlers took advantage of the lack of effective measures against them. He also asked that an effort be made to put an end to insurance swindles.

The UNITED KINGDOM delegate wished that the laws of different countries could be drawn rather closer together and referred to research undertaken by his country in collaboration with other countries (Italy, Austria, Switzerland etc.)

The delegate from TANZANIA then said that developing countries which needed large-scale investments were particularly liable to fall victims to international fraud. Certain swindlers had opened fictitious banks in these countries with a view to obtaining deposits designed to finance non-existent commercial activities. He thought that Interpol could be of assistance here.

The delegate from GUINEA remarked that many of the speakers had referred to the use of forged documents such as passports, tickets, etc. An effort should be made to combat this practice.

Finally, the INDIAN delegate reported that several cases of fraud involving the transfer of funds, thefts of airline tickets, etc. had been recorded in his country.

The CHAIRMAN suggested that a drafting party reprepare a brief resolution and the Heads of N.C.B.'s of the U.S.A., Switzerland, Argentina, Ghana and India agreed to do this.

The following text was submitted to the Assembly:

**WHEREAS** information has been submitted by various delegations indicating that certain forms of fraudulent criminality involving more than one country are becoming a matter of increasing concern;

**WHEREAS** as a result of discussions held by Heads of N.C.B.'s it has become advisable that member countries of the I.C.P.O.-Interpol be supplied with fuller particulars as to the nature and extent of these criminal activities;

The I.C.P.O.-Interpol General Assembly meeting in Rio de Janeiro at its 34th session:

**RESOLVES** that the member countries should

report to the Secretary General information coming to their attention concerning such crimes in order that he may prepare a descriptive list of these criminal activities which might then be considered as "international frauds", and that the Secretary General compile such information in a report to be submitted for further discussion by the General Assembly.

*This resolution was adopted with 53 votes in favour, none against and no abstentions.*

**THE USE OF WALKIE-TALKIES IN CRIMINAL INVESTIGATION:** — The ITALIAN delegate said that technical difficulties had always proved a barrier to success in this field. However, police officers needed an easily concealable transmitting and receiving device so that isolated units could keep in contact with patrols. It would also be useful if communications could be recorded on wire or tape. He wondered whether other police forces used such devices.

The CHAIRMAN said that they were being manufactured in the United Kingdom and the U.S. delegate said that they had been successful in his country. The device used could be hidden in a man's pocket and although it was not as powerful as devices with aerials, it had proved useful in towns and communications could be recorded on tape. Excellent results had been obtained with a radio no bigger than a man's hand which could operate several channels.

The BELGIAN delegate said that walkie-talkies had been used in his country in connection with a theft of paintings and had been so valuable that the government had decided to issue them to all police forces.

The INDIAN delegate added that in his country, too, walkie-talkies had been used, but mainly for controlling traffic. However a pocket-sized model had been used in criminal inquiries.

The FRENCH delegate said that the difficulties only arose when the instrument had to be concealed and when two-way communications was desired. An easily concealable two-way radio had to resemble a hearing aid and there could be no loud-speaker or visible earphones.

The SECRETARY GENERAL noticed that a number of countries were interested in this

subject and that others had had experience of these devices. He suggested that the Secretariat collect information about walkie-talkies and distribute it later.

The CHAIRMAN asked all countries that used walkie-talkies to act on the Secretary General's suggestion.

*INTERNATIONAL EXCHANGE OF CRIMINAL RECORDS:* — This subject was brought up by the delegate from PERU who said that it was of great importance to South American countries.

He explained that the police forces of a few countries refused to supply information about the criminal records of prospective immigrants because this was forbidden by law. Other countries, however, had adopted a system based on cards which were sent to the immigrant's country of origin and the other countries in which he had resided. Exchanging information in this way enabled countries chosen by immigrants to know whether the people concerned were dangerous and it was an elementary way of preventing international crime. That was why the Peruvian delegate asked all those present to ensure that their governments replied to enquiries of this type.

The SPANISH delegate said that new economic and social trends had had an effect on immigration from the newly developing countries. It was natural that countries should wish to know about the records of their foreign workers, particularly if the latter had entered without authorization. Spain, however, received about 8,000 enquiries of this type a year from all over the world. N.C.B.'s could obviously play a valuable part in this situation but it would be advisable to come to some agreement on limiting the number of requests so that they should not be overburdened. He suggested that N.C.B.'s should:

- 1) State that they would not answer enquiries about people who had left their own countries with the authorization of their own emigration offices;
- 2) Eliminate the checking of particulars of birth and parentage if the subject has a passport (in Spain passports are only issued on presentation of birth certificates and other identity papers);

- 3) Eliminate the checking of fingerprints except in order to identify someone or in the case of suspected criminals;
- 4) Not make enquiries about people in possession of "good reputation certificates" issued by their country's police force; such certificates could be considered valid for three months.

The AUSTRALIAN delegate thought it would be impossible for N.C.B.'s to check on immigrants' records when, as in Australia, the country received a considerable flow of immigration. He felt that this problem should be dealt with by consular authorities.

The VENEZUELAN delegate said that in his country people with no criminal records received entry visas after checking but people with bad records were either refused visas or arrested on arrival.

The TANZANIAN delegate thought that even someone with a criminal record might wish to turn over a new leaf and that his future would be jeopardized if his record followed him everywhere. Such people might bear watching but should not become permanent objects of suspicion.

The CHAIRMAN reminded the meeting that Appendix III of the Secretariat's report on N.C.B. policy gave the text of a resolution adopted at the 23rd session (Rome, 1954) and stating that Heads of N.C.B.'s should reply to all requests for information as rapidly as possible.

The BRAZILIAN delegate said that people applying for entry visas to his country were not asked about their criminal records but that Brazil supplied information about anyone recorded there.

The UNITED KINGDOM delegate said that his country's police forces kept records of information that might help to prevent crime but that this information was only supplied if the subject committed an offence or was a suspected criminal.

The GUINEAN delegate approved of this criterion and also thought that combating the forgery of identity documents — alluded to earlier — might help the situation.

The PORTUGUESE delegate asked the



Heads of the N.C.B.'s of France and Spain and all other countries entered without authorization by Portuguese immigrants to supply all possible particulars in order to facilitate investigations.

The U.S. delegate emphasized the differences between the laws prevailing in various countries on exchanging information about criminal records. He felt that Interpol might be led out of its proper domain if it dealt with such questions except in the case of criminals. He realized that exchanging such information could be of value in the prevention of crime and had no objection to the practice when it was permitted by law.

The PERUVIAN delegate agreed that Interpol's task was not to complicate the lives of law-abiding citizens by keeping them under observation. However, its duties were bound up with the prevention of crime and exchanging information on criminal records could be of value in this sphere.

He also suggested that an international records office be set up to combat the forging of identity documents.

The CHILEAN delegate hoped that this subject would be more closely studied and, if possible, discussed at the next General Assembly session.

The CHAIRMAN thanked the delegates for giving their views. He agreed that N.C.B.'s should not be overburdened with such requests and that Interpol could not always answer all enquiries.

The SECRETARY GENERAL remarked that the problem of exchanging information about criminal records had two different aspects. When a foreigner in a country was arrested and either convicted of an offence or found to be breaking some rule, it was quite normal and in accordance with the Constitution for N.C.B.'s to exchange information. However, exchanging information for purely administrative reasons (e.g. for naturalization enquiries) was more tricky. It might overburden certain N.C.B.'s with work and the police forces of some countries might be forbidden by law from supplying the facts requested. It had been suggested that another form of procedure be used for enquiries of this second type. People asking for entry visas or naturalization might be asked to supply the equivalent of the French *certificat*

*de bonne vie et moeurs* (good reputation certificate) issued by the administrative authorities of their countries of origin. The whole subject could, he added, be considered by the General Assembly on another occasion.

**PRELIMINARY DISCUSSION WITH A VIEW TO A LONG RANGE STUDY ON THE POWERS AND DUTIES OF THE POLICE IN RELATION TO INVESTIGATION AND INTERVENTION:** — This was a suggestion made by the Secretariat about the possibility of conducting, if the N.C.B.'s thought it useful, wide-ranging research on the laws of different countries governing the powers of the police in connection with arrests, questioning, seizure, etc. The results would enable the various Interpol Bureaus to know what they could expect from foreign police forces when they asked for action. For instance, it would be useful to know what countries could not detain a suspect for more than 24 hours without a warrant or court order and what countries could detain suspects for longer periods. Similarly, at the international level, it would be useful to know which police forces had no right to conduct searches except when suspects were caught red-handed and which police forces could search premises and individuals whenever they wished.

The BRAZILIAN delegate said that his country's Constitution only allowed the police to arrest people in two cases: when a criminal was caught red-handed or by virtue of a warrant issued by an examining magistrate. No-one could be arrested for investigation purposes alone in Brazilian law. He added that he had prepared a paper on this subject and would distribute it.

The ITALIAN delegate then asked whether the Secretariat's research would include the subject of the powers of the police with regard to extradition. Many police forces were not able to arrest offenders with a view to subsequent extradition and this could lead to delays in international co-operation.

The PAKISTANI delegate realized that no country's laws were going to be changed by a simple recommendation from Interpol but, in view of the fact that crime was becoming steadily more international in character, research on this subject would shed light on the situation in various countries. He added that the problem of extradition should certainly be studied.

The FEDERAL GERMAN delegate agreed and said that he often had to explain to his country's judges that certain things could not be done in other countries. It was important to know what could and what could not be expected from the other N.C.B.'s and the fact that crime was developing meant that the law should keep up with it.

The FRENCH delegate thought it was clear that Interpol could not advise a country to change its laws, still less its criminal procedure. Nevertheless, all the heads of N.C.B.'s needed information about the laws of the countries with which they co-operated, especially when searching for international criminals. It would therefore be most useful for the Secretariat to collect information on this subject. The information could probably be supplied very rapidly by N.C.B.'s and could then be summarized for presentation at the next Assembly session.

The CHAIRMAN asked the meeting if it considered that the Secretariat should undertake this research.

*The Secretariat's suggestion received 30 votes in favour and 2 against.*

In order to reassure certain delegates, the Secretary General made it clear that he entirely agreed with the views expressed by the Heads of the French and Federal German N.C.B.'s. He added that N.C.B.'s often consulted the Secretariat when countries were considering altering their laws and a report on how matters were handled elsewhere could be of value in such circumstances. The Secretariat would undertake this research more in a spirit of comparison and information than with a view to standardization.

The most interesting section would undoubtedly be that devoted to the police powers in connection with apprehension and arrest. A first report could be prepared on the powers of different countries' police forces in connection with arrest and detention and on the conditions to be fulfilled for detention to become arrest and thus be maintained for a longer period.

Answering a question from the Italian delegation he added that arrest with a view to subsequent extradition would be one of

the subjects studied and he reminded the meeting of the information already circulated in the form of EXTRA/600 circulars, the publication of which would shortly be resumed.

The SWISS delegate suggested that information should also be requested about *detention* with a view to subsequent extradition.

The delegate from SIERRA LEONE said that the police were often asked to make an arrest with a view to subsequent extradition, only to find later, to their embarrassment, that extradition was impossible. The GHANAIAN delegate said that it was equally embarrassing when countries were unwilling to pay for the expenses involved in sending them a person whose extradition they had requested.

The CHAIRMAN said that this was a different aspect of the problem but that it deserved consideration. He hoped that the results of the General Secretariat research on this subject would be ready for discussion at the 1966 Assembly session.

**MISCELLANEOUS MATTERS:** — The CHAIRMAN thought that the Heads of N.C.B.'s would like to discuss a suggestion made by Mr. ROBERTSON (U.K.) about the identification of corpses by means of dental plates. The SECRETARY GENERAL suggested that an article be written on this subject for the I.C.P.R.

The AUSTRALIAN delegate said that this subject had been studied in his country during the previous year but that although some dentists were prepared to help, their Association was not ready to bind its members to co-operate.

The ARGENTINE delegate then described a case in which a body had been identified thanks to assistance from a dentist.

The PERUVIAN described how thirty victims of an airline accident had been identified from their dental cards and other cases in which the same system had been used for the unrecognizable bodies of people killed in fires or other accidents.

## THE CONTINENTAL MEETINGS

It has become traditional for the Assembly to divide up for a few hours' work in continental meetings during which the problems specific to each particular area are discussed.

This year, an *American Regional Conference* was also held. It began two days before the opening of the General Assembly session but, in order to simplify matters, the account of its proceedings is given in the normal alphabetical order, i.e. after the account of the African Continental Meeting.

### AFRICA:

Mr. DEKU (*Ghana*), Chairman of the *African Continental Meeting* announced to the Assembly that it had been unanimously decided that an African Regional Conference be held in Lagos in October.

The delegates present at the continental meeting had noted that crime was increasing in Africa and that new types of offences such as armed robbery were occurring. There was a distinction to be made between two types of African criminals: those who committed their offences in one country and then fled to another and those who committed their crimes in areas the police found difficulty in reaching. The lack of scientific and technical equipment at the disposal of African police forces was emphasized and it was hoped that highly developed countries would send experts and technicians to Africa.

The question of good relations between N.C.B.'s was also discussed and the General

Secretariat was asked to take certain measures including drawing up a list of independent African non-affiliated countries and sending these countries a circular on the conditions and advantages of membership. It was pointed out that there should be closer co-operation even between the African countries which were already members of Interpol.

It was also suggested that the Secretariat invite newly independent but non-affiliated African countries to send Observers to the Lagos Regional Conference.

Mr. TREVES gave a talk on telecommunications and this was followed by discussions on the development of the Interpol network in Africa.

Bilateral and multi-lateral agreements on extradition were also discussed and it was felt that governments should be left free to deal with this technical question in the way they felt best suited the interests of their police forces.

On the subject of extradition, the Secretary General said that the Organization of African Unity had been invited to send an observer to the Lagos Regional Conference.

### AMERICA:

The American meeting was, in fact, a Regional Conference attended by representatives from the following countries:

— *Argentina, Bolivia, Canada, Chile, Colombia, Ecuador, El Salvador, Guatemala, Mexico, Netherlands Antilles, Peru, Surinam, Trinidad and Tobago, United States of America, Uruguay, Venezuela* .

Mr. Honorio ARANGUREN (*Venezuela*) was elected Chairman of the Conference and Mr. Paulo de SALLES GUERRA (*Brazil*) Vice-Chairman.

For the benefit of new I.C.P.O.-Interpol members, one of the General Secretariat officials summarized the *stages of the Organization's development* as follows: 1923, founding of the Organization with its permanent headquarters in Vienna (*Austria*); 1946 re-constitution of the Organization and transfer of its headquarters to Paris; 1956, adoption of the present Constitution. He then laid stress on Articles 2 and 3 of the Constitution, underlining the fact that Article forbade any

*The African Continental Meeting.*





Mr. Aranguren, Chairman of the American Regional Conference, with Mr. Féraud (General Secretariat staff).

intervention in political, racial, religious or military spheres. He then said that there was no legal definition of the *international criminal* but that three types could be distinguished:

- a) Criminals taking refuge in a country other than that in which they commit their offences;
- b) Criminals whose local activities have an international bearing (e.g. drug traffickers, counterfeiters, etc.);
- c) "Travelling" criminals who commit offences in several countries in succession.

The meeting then considered *Interpol's permanent institutions*: the *General Secretariat* and the *National Central Bureaus*. At the Chairman's request, each delegation explained the position of its N.C.B. and its methods of working.

A General Secretariat official then described the documents published by the General Secretariat, dividing them into:

- a) *Periodical publications*: The *International Criminal Police Review*, the *Quarterly List of Selected Articles*;
- b) *Reports and papers*;
- c) *Basic working documents*;
- d) *Accounts of the proceedings of certain meetings*.

He pointed out that, although the General Secretariat's main task was to organize and inspire the battle against international crime, it also acted as an international centre for information and research at the disposal of all affiliated countries.

Another important and topical subject discussed was that of *extradition*.

A General Secretariat official began by outlining the concept of extradition and its historical development and then dealt briefly with the following aspects of this subject:

*The current bases of extradition*, i.e. national legislation; bilateral extradition treaties between common frontiers or common interests and multi-lateral treaties binding groups of countries; traditions of reciprocity; accession to an international Convention designed to suppress international activities and stating that extradition can be applied for the offences it covers (e.g. Article 4 of the 1921 Convention on the suppression of traffic in women and children; Articles 8, 9 and 10 of the 1929 Convention on the suppression of currency counterfeiting; Article 16 of the 1963 Convention on offences and other actions occurring on board aircraft).

*The implementation of extradition law*: the types of persons who can be extradited; the conditions under which extradition can be granted; the procedure used for extraditing.

*The role of the police in extradition* was described as consisting essentially of ensuring that the subject of a request is detained so that his provisional arrest can be requested by the judicial authorities.

It was explained that this initial police action had been the subject of many discussions and resolutions throughout the history of the I.C.P.O. which had created a system of international "wanted" notices bearing particulars of warrants of arrest and which had drawn up rules for pre-extradition procedure (cf. the extremely important Report entitled "Interpol and extradition" submitted to the General Assembly at its session in 1960).

The speaker ended by saying that extradition law and procedure were both complex and cumbersome and that countries were reluctant to abandon any measure of their sovereignty even for the suppression of crime. Pending the day when a universal convention on extradition is signed, other means of punishing criminals who take refuge in another country have been suggested. The countries of the Nordic Council, for instance, have made reciprocal arrangements for the serving of sentences passed by each others' courts and the European Convention on the suppression of road traffic offences provides for the conduct of criminal proceedings by a country other than that in which the offence was committed.

Finally, he said that under present circum-

stances, successful international co-operation against crime depended on strict observance of the I.C.P.O.'s pre-extradition rules by all affiliated countries.

The representative of ECUADOR mentioned a number of cases in which his country's police had been unable to intervene effectively and emphasized the importance of observing the rules and established practices.

The delegate from ARGENTINA explained the procedure followed in his country and said that the number of cases dealt with showed that it worked satisfactorily. Results had been greatly improved by the setting up of a special office to deal with extradition cases.

Among other methods of combating international crime, the COLOMBIAN delegates suggested *better use of the legal provisions and regulations applied to aliens* (i.e. by refusing or suspending residence permits, expulsion, etc.).

When consulted by the CHAIRMAN, most of the delegates considered that it would be extremely useful for the Secretariat to collect information about the regulations on aliens in Latin American countries and to circulate this information to the N.C.B.'s concerned.

The delegate from EL SALVADOR suggested that the Conference of Ministers of Foreign Affairs of the Organization of American States could study the possibility of standardizing the laws on immigration although this would be a complex and lengthy process.

The meeting agreed that the Secretariat should study ways in which countries could use their national laws on aliens to combat international crime.

The SECRETARY GENERAL then spoke on another important and topical subject: *technical co-operation*.

He explained that technical assistance could be bilateral i.e. granted by well-equipped individual countries on the basis of bilateral agreements to other, less well equipped, countries. It could also be multilateral, i.e. granted by international organizations such as the U.N.

He said that in theory the United Nations did not provide any real technical assistance to police forces except insofar as the Narcotics Division was ready to organize regional conferences, award grants to officials for

study purposes and send experts to certain countries.

In spite of its meagre resources, the I.C.P.O. had instituted a programme of technical co-operation at its General Assembly session in 1962. Assistance was granted for projects designed to further the Organization's aims directly and provided the recipient country paid a proportion of the expenditure incurred.

The assistance could be given in different ways, e.g. by paying the travelling expenses of participants at Interpol seminars or by sending radio experts, for instance, to N.C.B.'s.

At the meeting devoted to the Interpol radio network in South America, on behalf of the Secretariat Mr. TREVES said that the I.C.P.O. already had a very active network. The central regional station in Buenos Aires had acquired satisfactory equipment and staff enabling it to operate for 24 hours a day. In addition to this regional station there were four others, in Montevideo, Santiago de Chile, Caracas and Rio de Janeiro and the network was working well. Mr. Treves added that a station would soon be set up in Peru with assistance from the Argentine police.

He explained that any country wishing to use a particular frequency should notify the International Telecommunications Union in Geneva which alone could give a decision. *The I.C.P.O. itself could not register frequencies on behalf of individual countries*. Even if a frequency were used by twenty or so countries, as was the case on the Interpol network, it had to be registered by each of the countries concerned.

He added that all countries should abide by the international telecommunications regulations in order to protect their own frequencies from wrongful use by others.

Before closing, the Conference adopted the Final Report on its proceedings submitted by the Secretariat.

#### ASIA:

Mr. ZAFAR (*Pakistan*), *Chairman of the Asian Continental Meeting*, said that crime, especially juvenile crime, was increasing constantly in almost every country in this part of the world, mainly because of the sudden increase in population and industrial development.

The Asian delegates had felt that the continental meetings should have more time at their disposal and should be held just before





Messrs. Deku (Ghana) and Dickopf (Federal Germany).

General Assembly sessions so that their decisions could be considered by the whole Assembly.

He went on to say that Mr. TREVES had given a talk on the development of the Interpol network in Asia and had answered questions after it.

It had been decided that extradition agreements should be studied by the Secretariat as part of its research on the powers and duties of the police and that a communication submitted by India should also be considered in this connection.

The Asian delegates had ended by expres-

sing the hope that the 1967 General Assembly session would be held on their continent.

#### EUROPE:

Mr. DICKOPF (*Federal Germany*), *Chairman of the European Continental Meeting*, gave an account of the proceedings which had been mainly devoted to the increase in crime in European countries. He said that juvenile delinquency was still at an alarming level and that the number of cases solved in comparison with the number reported to the police seemed to be decreasing. The European police forces were particularly concerned about theft in all its forms while the number of offences against persons remained relatively stable.

It had been suggested that the representatives of European countries should supply the next General Assembly session with copies of two or three-page summaries of the crime trends in their lands to make it easier to understand the situation in Europe.

Relations between European N.C.B.'s had been described as extremely close and fruitful and those present at the meeting had promised to try to improve co-operation even further, especially by keeping their radio stations open for longer hours.

It was felt that progress could be expected on bi-lateral and multi-lateral extradition agreements in the coming years thanks to the valuable work done by the Council of Europe.

Finally, the representatives of the European countries had suggested that they hold a Regional Conference in Rome in 1966.

## Elections and closing session

The 1965 General Assembly session marked the end of the term of office of Vice-President SAGALYN (U.S.A.) and a seat on the Executive Committee had to be filled owing to the retirement of Mr. SALCES (Argentina).

Mr. McCLELLAN (Canada) was elected Vice-President and Mr. VILLANOVA (Brazil) was elected to take Mr. Salces' place.

As Mr. McCLELLAN was already a member of the Executive Committee, a further vote had to be held to fill his place and the Assembly's choice proved to be Mr. OLIVARES BOSQUE (Venezuela).

All these seats were reserved for delegates from the American continent by virtue of the agreement on the geographical distribution of the 13 posts on the Committee.

By a show of hands, the Assembly then designated Messrs. BENHAMOU (France), HANLY (U.S.A.) and ZOUAB BAHAA (Syria) as auditors and Messrs. BENOIT (Switzerland) and CUEVA PASSO (Portugal) as deputies.

Finally, the Assembly agreed to the Executive Committee's suggestion that the Advisers listed below should be re-appointed for another term of three years: Messrs. CEC-

CALDI and COGNIARD (France), CORNIL (Belgium), FROENTJES (Netherlands), GRASSBERGER (Austria), IYENGAR (India), LESZCZYNSKI (Germany) and NIYOMSEN (Thailand).

It also appointed one new Adviser, Professor MATHYER, Director of the Police Science Institute of Lausanne (Switzerland) to replace Professor Bischoff who had reached retiring age.

## CHOICE OF A MEETING-PLACE FOR THE 1966 SESSION

*The delegate of SWITZERLAND announced that the city of Berne would be honoured to welcome the General Assembly at its next session.* In the wake of the two last sessions held in great South American cities, Switzerland was offering itself as a simple, solid mountain country of artisans and country folk. Its longstanding policy of neutrality, old traditions of hospitality and fusion of German and Latin influence had permitted his country to become host to the headquarters of many international organizations. With two inter-continental airports, Switzerland was well equipped to serve international air travellers and the city of Berne could house the delegates in comfortable conditions. In proposing Berne, he was secure in the knowledge that the city could offer the warm and simple welcome the delegates had the right to expect. Acceptance by the Assembly would be considered as a sign of confidence in the Swiss delegation and an honour for Switzerland and its leaders.

The PRESIDENT thanked the Swiss delegation for its official invitation. In view of the fact that no others had been extended, he thought that the applause by which it

had been greeted meant that the Assembly accepted with enthusiasm.

*It was decided that the 35th General Assembly session would be held in Berne in 1966.*

The delegate from GHANA then rose to thank the President for the excellent way in which he had chaired the Assembly's discussions. He also thanked the General Secretariat and the Brazilian authorities for their kind hospitality.

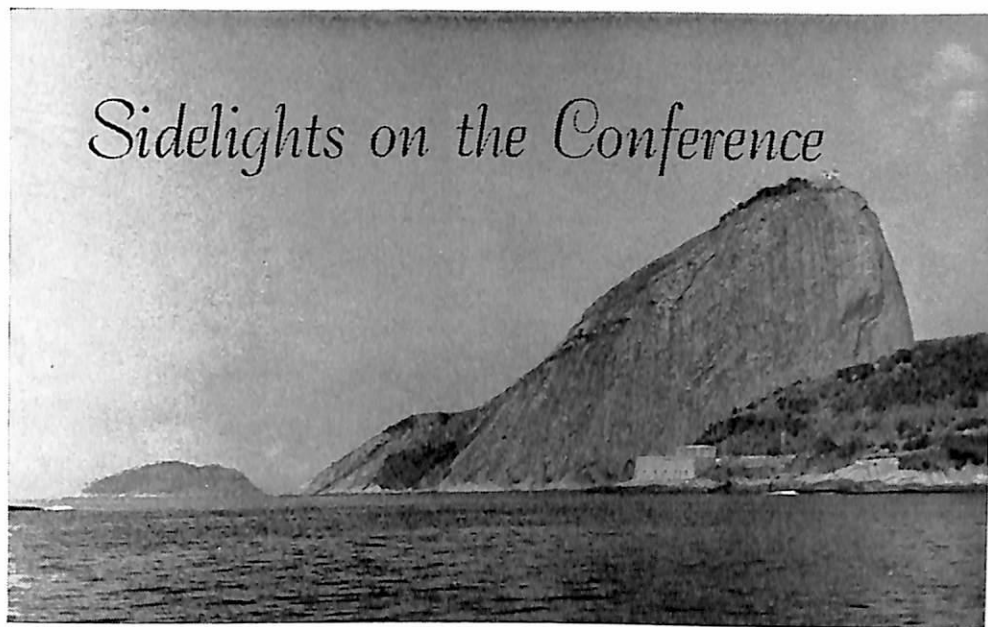
After congratulating the Assembly on the good work it had done during its 34th session, the PRESIDENT said that he too wished to thank the authorities of Brazil and of Rio de Janeiro most heartily. He was sure that, on their return, all the delegates would try to ensure that the resolutions adopted were applied within the framework of their national laws. Only thus could Interpol prove that it was the only official international organization capable of providing international police co-operation.

*The President then closed the 34th session of the I.C.P.O.-Interpol General Assembly.*

*The Brazilian Organization Committee.*



## Sidelights on the Conference



The outstanding feature of Rio de Janeiro may be the Sugarloaf but its setting is the most magnificent bay in the world.

The windows of the hotel where the Assembly session took place and where most of the delegates were staying offered an uninterrupted panorama of sea and mountains whose shapes and colours shifted with the perpetual play of sun, mist and moonlight.

A Brazilian naval ferry was put at the delegates' disposal for a tour of the bay with its stretches of beautiful coastline and wealth of islands. The spectacle is incomparably beautiful. Nowhere else do sea and mountains meet in such majestic style.

The excursion on the bay was highlighted by lunch on Paqueta, a small island, prettily built-up, where the means of transport are a few pony traps, bicycles and . . . three cars: a police car, an ambulance and a maintenance truck. The charm of the spot has been preserved.

\*  
\*\*

The tropical forest begins on the outskirts of Rio and it is a sight no visitor would miss. The hosts arranged a bustour for the delegates through the countryside around the city. Former imperial residences, waterfalls, nature in all her exuberance: it was an outstanding experience even for seasoned travellers.

Back in Rio it was not easy to keep one's mind from the tempting surf and inviting beaches of Copacabana where the fine sand runs on for miles under the sun. But work was waiting. There was just time to admire the skill of the thousands of amateur soccer players practising on sports grounds, on the beaches, in every bit of open ground where there was room for this sport of which all Brazilians are so passionately fond.

\*  
\*\*

Rio de Janeiro and Brasilia are 750 miles apart. The Federal authorities annihilated this distance by making a fleet of planes available to the delegates.

Brasilia is a moving sight. The government buildings on the Square of the Three Powers, the overall layout and the daring style mark it as a city of our time.

Traffic flows unhindered in a town designed for the automobile (and for parking).

Is it an artificial city as some say? The passing visitor, a little lost in the vast thoroughfares may think so but Brazilians can find it an enjoyable place to live in with its excellent climate, a large man-made lake which offers every possible pleasure, agreeable residential areas planned so that families find everything they need to hand: home life,





*The Departure for Brasilia.*

schools and intellectual activities. The city has an aura of healthiness.

And the Brazilians themselves are enthusiastic. They have caught the pioneering spirit and are proud of their part in this enormous undertaking: the construction, in what was once the bush, of a city of 200,000 inhabitants within five years.

Delayed for a moment by force of circumstances, building is now going forward at a good pace.

\*  
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In Brasilia the delegates were welcomed by General Riograndino Krueel, head of the Federal Police, representing the President of the country. After listening to a most interesting talk on the organization of the federal police force — a talk which we shall be publishing in the near future — they were invited to partake of a "churrasco", a meal served in the open air, under the shade of enormous mango trees. The tour of the city which followed provided fascinating opportunities for the photographers among them and, after an eventful day, the planes landed back in Rio at about ten at night.



*In Brasilia.*

# LIST OF DELEGATES

## ARGENTINA

Messrs. V. ZARATEGUI, Federal Police, Buenos Aires.  
J. P. BARLARO, Federal Police, Buenos Aires.  
R. D. VIDAL, Federal Police, Buenos Aires.

## AUSTRALIA

Messrs. C. W. GRAHAM, Northern Territory Police,  
Darwin.  
J. G. MCKINNA, South Australia Police, Adelaide.

## AUSTRIA

Dr. F. WALTERSKIRCHEN, Ministerialrat, Vienna.

## BELGIUM

Mr. F. FRANSSSEN, Commissaire Général aux délégations  
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## BOLIVIA

Messrs. L. CARDENAS CALCINA, Policía de Investiga-  
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A. RAMIREZ GUTIERREZ, Policía de Investiga-  
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F. BALDIVIEZO TAVERA, Policía de Investiga-  
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## BRAZIL

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L. NORONHO FILHO, Delegado de Polícia, Rio de  
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Mr. P. A. TORRES AGUDO, Policía Judicial, Caracas.

# CONTENTS

	INAUGURAL SESSION . . . . .	P. 279
I.	<b>ADMINISTRATIVE MATTERS</b> . . . . .	281
	Adoption of the agenda . . . . .	281
	Appointment of the Election Committee . . . . .	281
	Accession of new members . . . . .	281
	<b>PROGRESS REPORT</b> . . . . .	282
	<b>PROGRAMME OF ACTIVITIES</b> . . . . .	286
	Radiocommunications . . . . .	287
	Financial matters and construction of the new headquarters . . . . .	287
II.	<b>TECHNICAL MATTERS</b> . . . . .	290
	<b>DRUGS</b> . . . . .	290
	— The reports . . . . .	290
	— Plenary and committee discussions . . . . .	295
	— The resolutions . . . . .	300
	<b>INTERNATIONAL CURRENCY COUNTERFEITING</b> . . . . .	301
	— The report . . . . .	301
	— Plenary and committee discussions . . . . .	302
	<b>INTERNATIONAL TRADE IN GOLD AND DIAMONDS</b> . . . . .	305
	— The report . . . . .	305
	— Plenary discussions . . . . .	306
	<b>INTERNATIONAL TRAFFIC IN WOMEN</b> . . . . .	306
	— The report . . . . .	306
	— Plenary and committee discussions . . . . .	312
	— The resolution . . . . .	315
	<b>INTERNATIONAL CO-OPERATION IN THE STUDY OF FINGERPRINTING PROCEDURES</b> . . . . .	317
	<b>THE NATIONAL CENTRAL BUREAUS: POLICY</b> . . . . .	318
	— The report . . . . .	318
	— The discussions . . . . .	322
	<b>MISCELLANEOUS MATTERS</b> . . . . .	322
	— The investigation of cases of stolen motor vehicles . . . . .	322
	— Treatment of offenders . . . . .	324
III.	<b>ACCESSORY MEETINGS</b> . . . . .	325
	— Meeting of heads of national central bureaus . . . . .	325
	— The continental meetings . . . . .	330
IV.	<b>ELECTIONS AND CLOSING SESSION</b> . . . . .	333
	<b>CHOISE OF A MEETING-PLACE FOR THE 1966 SESSION</b> . . . . .	334
	Sidelights on the Conference . . . . .	335
	<b>LIST OF DELEGATES</b> . . . . .	337